

A Study Conducted under HUDCO Chair

**The State of Cities in North-Western India:  
A Case of Selected JNNURM Cities  
(Study Focus City: Amritsar)**



**March 2013**

**RANVINDDER SINGH SANDHU  
MANOJ KUMAR TEOTIA**



**Centre for Research in Rural and Industrial Development (CRRID)**

**Sector 19, Madhya Marg, Chandigarh – 160 019 (India)**

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# Chapter I

## Introduction

Half of the humanity now lives in cities and within two decades, nearly 60 per cent of world's people will be urban dwellers (Tibaijuka, 2008). In India, although level of urbanization is low i.e. 31.16 per cent as per Census 2011 but, its 377 million people live in cities. This is the 2<sup>nd</sup> largest urban population in the world. Second half of the 20<sup>th</sup> century has been an era of urbanization in the developing countries in general and in India in particular. During 1951 to 2011 India's urban population has increased six times i.e from 62 to 377 millions. Six decades back, Indian cities were inadequate to accommodate their then existing population because of the unplanned development and lack of infrastructure. The addition of 315 million souls in just six decades has worsened the situation, which is being manifested in the form of slums/shanty towns/squatter settlements and poor quality of life in all classes of towns/cities in India. This is also true in case of urban Punjab, which is one of the most urbanized states of India with 37.49 per cent level of urbanization (Census, 2011).

To arrive at any decision for understanding the development of a city, one requires basic, reliable and up to date information about the city. In our case, we are more knowledgeable about stars and planets but we are less aware of our cities. The cities are suffering from information crisis and it is seriously undermining their capacity to develop and analyse an effective urban policy. National Urban Observatory (2004) of India found after studying 34 towns through various universities and research institutes in 2001-02 and 2002—03, “urban data is scanty and scattered and it is generally aggregated at district and state level, the available data is neither reliable nor up to date”. Local bodies in the state do not have any data base for the city. On the one hand there has been tremendous advancement in data base management system with the aid of computer technology and communication system but on the other hand, a lot of data, particularly at local level remain unorganized and inaccessible and concerned official considers it as confidential and personal property. Further, standardization of data systems and studies are still in the rudimentary stage. The biggest challenge before us is to use the technological advancements for understanding, planning and development of human settlements immediately, because we are already late in handling our urban problems. There is need to strengthen the data base for cities. Some efforts have been

made in this regard in the last two decades, both at the international level and at the national level as given below.

### **Global Scene:**

The human Settlements Conferences at Istanbul in 1996 (Habitat II), followed by Nairobi Conference (1997), felt this need and called upon the member countries to create a mechanism and system at the city, country and global level to facilitate the compilation of urban indicators. If pursued vigorously, it would support the process of strengthening database for cities, which in turn would help regular monitoring and evaluation of the programme in the implementation of Habitat Agenda and Global Action Programme. To achieve this aim UNCHS proposed Global Urban Observatory through its Urban Indicator Programme.

The urban indicators programme envisages establishment of urban observatories at the city, state, country and global level. The urban observatory system is a worldwide information and capacity building network to help governments and local authorities to improve the collection, management and use of information in assessing the present position and their future trends and also in formulating more effective urban policy for sustainable development of human settlements. The programme envisaged the development of uniform set of urban indicators using a relatively comparable methodology across the world. An urban indicator is a measure that reflects trends, provides quantitative and qualitative information about the problems in a city. On the basis of this programme UN Habitat has brought out many volumes on 'The State of the World's Cities' since 1996 and their latest volume is on *State of the World's Cities 2011/2012 Prosperity and productivity of Cities*(2012).

### **Indian Scene:**

As mentioned above, the cities in the developing countries in general and in India in particular are suffering from information crisis. UN Habitat has been trying to deal with the problems of cities by Urban Indicators Programme at the global level. After the UNCHS-Habitat 1996 Istanbul conference, like the Research Programme Committee of the sixties, the Govt. of India encouraged city studies for the preparation of a national report of state of cities

in India. A report based on 10 city studies (Govt. of India, 2001) was presented at the special session of United Nations General Assembly (Commonly known as Istanbul+5) held in June 2001 in New York. Along similar lines, Government of India established National Urban Observatory (NUO) in Town and Country Planning Organization (TCPO), Ministry of Urban Development and Poverty Alleviation, New Delhi. The NUO had drawn up two phased plan of action for aggregation of data and development of national level indices for reporting to the Global Urban Observatory. In the first phase, the NUO identified four centres (Universities and research Institute) to study eight towns in Punjab, Tamil Nadu, Andhra Pradesh and Karnataka states, which completed their studies in March 2002. In the second phase some more centres were identified to conduct more studies. Under this phase 20 more studies were completed in India and for the state of Punjab two studies were completed (Sandhu 2003, 2004) as a part of this programme. In 2004 such studies were discontinued and NUO tried to generate data through Town and Country Planning departments of the states and envisaged to create National Urban information system (NUIS) but, much progress has not been made in this regard. This is mainly due to the fact that the state town and country planning departments neither have the aptitude for this type of work nor have the will to do it and are busy in carrying out work which is more attractive and remunerative than the present one (Sandhu and Sandhu 2013).

Keeping the above in mind, it would be pertinent to start such studies again for the cities of North West India which have been identified by the Centre Govt. under JawaharLal Nehru National Urban Renewal Mission (JNNURM) in a phased manner. In the first phase, a study of Amritsar city, which is one of the two metropolises of the Punjab state and has been covered under JNNURM by the Centre Government, has been undertaken in order to learn about its state in detail and to provide some strategies to deal with the problems. The study has the following objectives:

**Objectives:**

1. To collect data to learn about the existing conditions of Amritsar city and future trends of urban development in the Metropolis in relation to Punjab state.
2. To prepare the profile of Amritsar city covering the following parameter:
  - (a) General Background
  - (b) Socio-Economic Development
  - (c) Infrastructure

- (d) JNNURM
- (e) Housing
- (f) Environment
- (g) Governance

3. To suggest broad strategies for the improvement planning and development of Amritsar.

### **Methodology:**

The universe of the study has been urban Punjab in general and one metropolitan city namely Amritsar in particular. For the detailed study, basic data has been collected with the help of a modified questionnaire developed by National Urban Observatory (NUO). The questionnaire consists of six modules including socio-economic development, infrastructure, transportation, sanitation and sewerage, housing, environment and governance. The sources of data include census reports, published and unpublished reports of the state and local government. In addition, the data was collected from Town and Country Planning Department, District Education Officer, Civil Surgeon, Punjab State Power Corporation Ltd., Municipal Corporation Improvement Trust, Commissioner of Police, State Water Supply and Sewerage Board, State Pollution Control Board and District Statistical Officer. In addition to the above information, residents' views about the existing conditions of the city have been studied through an interview schedule. Further, some of the information has also been collected from the various stakeholders involved in the city development by interviewing them in detail. After tabulation of data city profile has been drawn on the basis of above mentioned selected parameters. Their existing conditions have been evaluated in the light of existing norms and standards provided by various national agencies given in Tables 1.1 and 1.2 and perception of the residents. On the basis of this of the state of Amritsar city quality of life has been determined and strategies for to improvement development have been suggested.

### **Limitation of the study:**

The effort has been made to use recent data, but due to the non availability of uptodate data, old data has been used at many places.



**Table: 1.1**  
**Infrastructure Services and their Basic Standards/Benchmark**

Infrastructure services	Components/indicators	Basic standards /benchmarks
Water supply	Coverage of water supply	100%
	Per capita supply of water per day	150 liters
	Continuity of water supply	24 hours
	Quality of water supplied	100 % safe
Sewerage and waste water management	Coverage of sewerage services	100%
	Coverage of toilets	100 %
	Coverage of waste water network services	100 %
	Collection efficiency of waste water	100 %
	Waste water treatment capacity	100 %
	Quality of waste water treatment	100 %
	Extent of waste water treatment	100 %
	Extent of reuse and recycling of waste water	20 %
Solid Waste Management	Household level coverage	100 %
	Extent of municipal solid waste recovered	
	Efficiency of collection of municipal solid waste	100 %
	Segregation of municipal solid waste	100 %
	Extent of scientific disposal of municipal solid waste	100 %
Strom water drainage	Coverage of storm water drainage	100 %
	Incidence of water logging(flooding)	Zero
Streetlights	Street lights and their maintenance	100%
Road maintenance	Maintenance of municipal roads/streets	100 %
	Coverage of pucca roads/streets	100%
	Menace of stray dogs and cattle on the road	Zero
Local public transport	Extent of availability	50 % total trips
	Area connectivity	100%
	Bus shelters and their maintenance	100 %
	No. of hospital beds per 1000	5
	Standard of sanitation and hygiene in public toilets	100 %
Education	Student-teacher ratio in primary schools	30
Housing	Affordable housing	100%
	Housing with basic structural facilities like toilets and baths	100 %
	Floor area per person	18 sq.mtr
	Housing cocentered with civic services like water, electricity, etc.	100%

*Source: Urban Development Plans Formulation & Implementations Guidelines-1996*

**Table: 1.2**  
**Proposed Land use Structure of Urban Centres in Plain areas according to UDPFI Guidelines**

Land use category	Percentage of Developed Area			
	Small	Medium	Large Cities	Metro Cities
Residential	40-50	40-45	35-40	35-40
Commercial	2-3	3-4	4-5	4-5
Industrial	8-10	8-10	10-12	12-14
Public and Semi-public	6-8	10-12	12-14	14-16
Recreational	12-14	18-20	18-20	20-25
Transport and communication	10-12	12-14	12-14	15-18
Agriculture and water bodies	Balance	Balance	Balance	Balance
Total Developed Area	100	100	100	100

*Source: Urban Development Plans Formulation & Implementations Guidelines-1996*

### **Organization of the Report:**

The present report consists of twelve chapters. The first chapter deals with brief introduction of the project, which includes objectives and methodology adopted in the study. Second chapter describes urbanization in northwest India and in Punjab and third chapter provides a historical sketch of Amritsar city in detail. Chapter four analyses the land use of the city and fifth chapter gives us the detail of demographic and socio-economic aspects of the city. Chapter six is about housing and slums in the city and seventh chapter discusses social and physical infrastructure status in the city. Chapter eight deals with the evaluation of JNNURM in Amritsar city and chapter nine provides a brief sketch of prevailing environment in the city. Chapter ten is on governance and next chapter presents the perceptions of resident about various aspects of city life. The last chapter is about overall existing state of city and strategies for its improvement, planning and development.

## Chapter: II

### Urbanization in North Western India and Punjab

Before discussing about Amritsar city in detail, it is pertinent to know about the process and pattern of urbanization in the north-west India in general and in the state of Punjab in particular. Therefore, a brief description of urbanization in north-west region and the state has been given so that a reader may place the Amritsar city in a wider regional context.

The north-west region is comprised of four states which include Himachal Pradesh, Jammu and Kashmir, Punjab and Haryana; all of them are contiguous to each other. Table 2.1 indicates the level of urbanisation in India for census years i.e. 2001 and 2011. During 2001—2011 level urbanisation increased from 27.81 percent to 31.16 percent. For the first time in the history of India, total increase of urban population was more than the increase in rural population and it also grew at a higher growth rate (31.80 %) than the rural population. The most urbanised state among the bigger states is Tamil Nadu with 48.45 percent and Kerala at number two with 47.72 percent. Kerala grew at an exceptionally higher rate (92.72 %) than the other Indian states as shown in Table 2.1.

**Table: 2.1**  
**Level of Urbanisation and Growth Rate in Indian States- 2011**

Country/ State/ Union Territory	Percentage of Population		Growth Rate in 2011		
	Urban 2001	Urban 2011	Total	Rural	Urban
India	27.81	31.16	17.64	12.18	31.80
Goa	49.76	62.17	8.17	-18.56	35.15
Mizoram	49.63	51.51	22.78	18.20	27.43
Tamil Nadu	44.04	48.45	15.60	6.49	27.16
Kerala	25.96	47.72	4.86	-25.96	92.72
Maharashtra	42.43	45.23	15.99	10.34	23.67
Gujarat	37.36	42.58	19.17	9.23	35.83
Karnataka	33.99	38.57	15.67	7.63	31.27
<b>Punjab</b>	<b>33.92</b>	<b>37.49</b>	<b>13.73</b>	<b>7.58</b>	<b>25.72</b>
Haryana	28.92	34.79	19.90	10.00	44.25
Andhra Pradesh	27.30	33.49	11.10	1.64	36.26
West Bengal	27.97	31.89	13.93	7.73	29.90
Uttarakhand	25.67	30.55	19.17	11.34	41.86
Manipur	25.11	30.21	18.65	10.58	42.74
Nagaland	17.23	28.97	-0.47	-14.59	67.38
Madhya Pradesh	26.46	27.63	20.30	18.38	25.63

Jammu & Kashmir	24.81	27.21	23.71	19.77	35.66
Tripura	17.06	26.18	14.75	2.13	76.08
Sikkim	11.07	24.97	12.36	-5.20	153.43
Rajasthan	23.39	24.89	21.44	19.05	29.26
Jharkhand	22.24	24.05	22.34	19.50	32.29
Chhattisgarh	20.09	23.24	22.59	17.75	41.83
Arunachal Pradesh	20.75	22.67	25.92	22.88	37.55
Uttar pradesh	20.78	22.28	20.09	17.81	28.75
Meghalaya	19.58	20.08	27.82	27.04	31.03
Orissa	14.99	16.68	13.97	11.71	26.80
Assam	12.90	14.08	16.93	15.35	27.61
Bihar	10.46	11.30	25.07	23.90	35.11
Himachal Pradesh	9.80	10.04	12.81	12.50	15.64

Source: Rural Urban Distribution of Population - India, Census of India 2011

**Table: 2.2**  
**Level of Urbanization in Northwest India (1971-2011)**

State	Percentage of Urban population				
	1971	1981	1991	2001	2011
Himachal Pradesh	6.99	7.61	8.69	9.79	10.04
Jammu & Kashmir	18.59	21.05	23.83	24.88	27.21
Haryana	17.67	21.88	24.63	29.00	34.79
Punjab	23.73	27.68	29.55	33.95	37.49
<b>India</b>	<b>19.91</b>	<b>23.31</b>	<b>25.71</b>	<b>27.78</b>	<b>31.16</b>

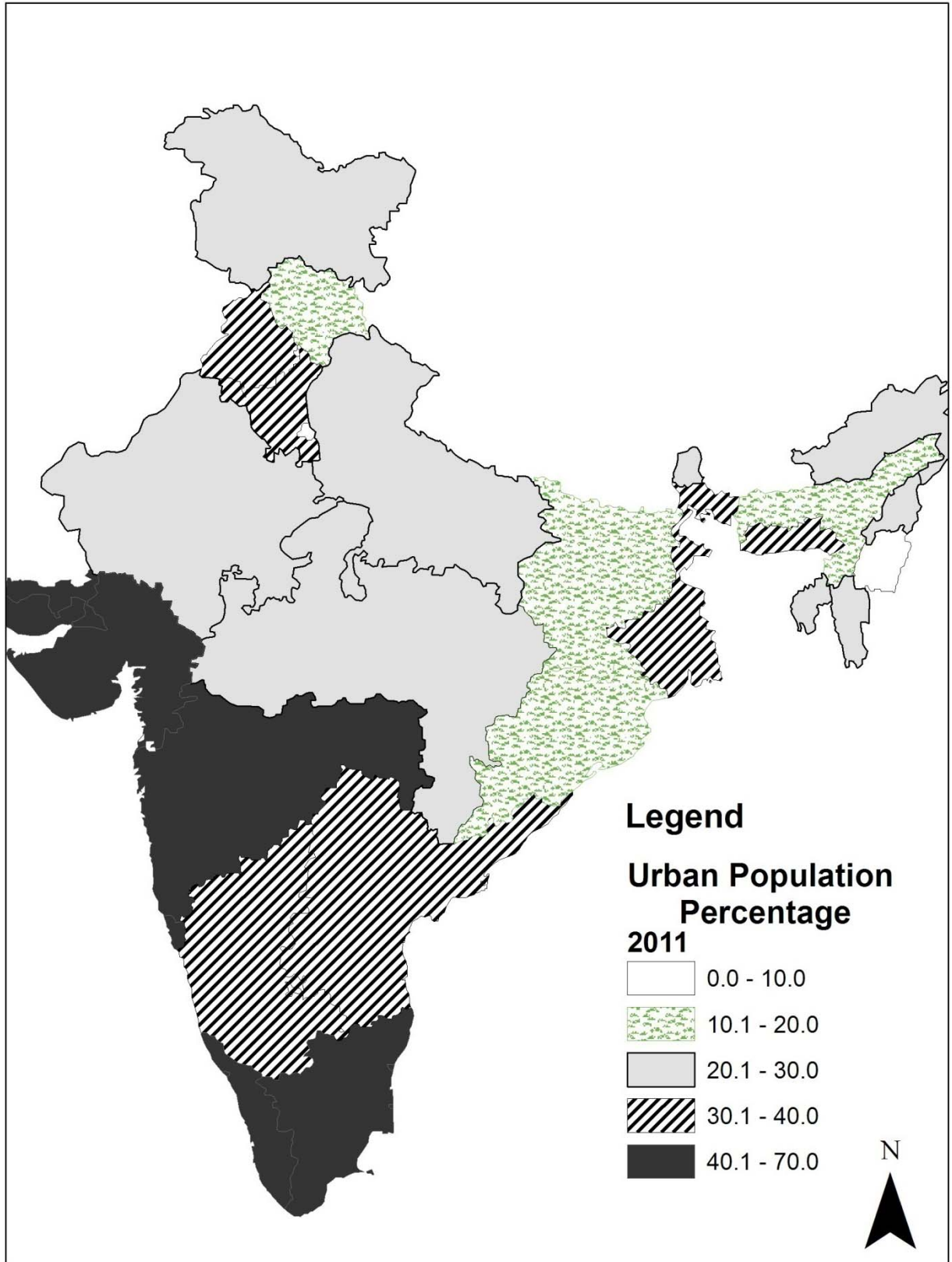
Source: Census of India, 2001 and 2011 (Punjab, Haryana, Himachal Pradesh, Chandigarh and India) Note: i \* decadal variation of J&K for 1991-2001 is not available as census of 1991 was not conducted in J&K due to disturbed law and situation. ii # includes projected population of J&K. iii + provisional population total Census 2011.

With 37.49 percent of urban population Punjab tops the list of other states in the northwest region followed by Haryana with 34.79 percent urban population. Himachal Pradesh is least urbanised in the region as well as in the country as shown in Tables 2.1 and 2.2. Further table 2.1 and Map 2.1 reveals that in the north west region Haryana grew at a fastest rate that is 44.25 percent and Himachal Pradesh growth rate of urban population was the lowest among all the four states of the region as well as in the country.

### **Urbanization in Punjab:**

Punjab is one of the most urbanized states of India. Its level of urbanization has been increasing consistently. This is evident from the significant increase in its urban population, in the number of towns and expansion of urban centres in the last two decades. Table-2.3 and Fig 2.1 clearly depict this picture in this regard.

# Urbanisation in India 2011

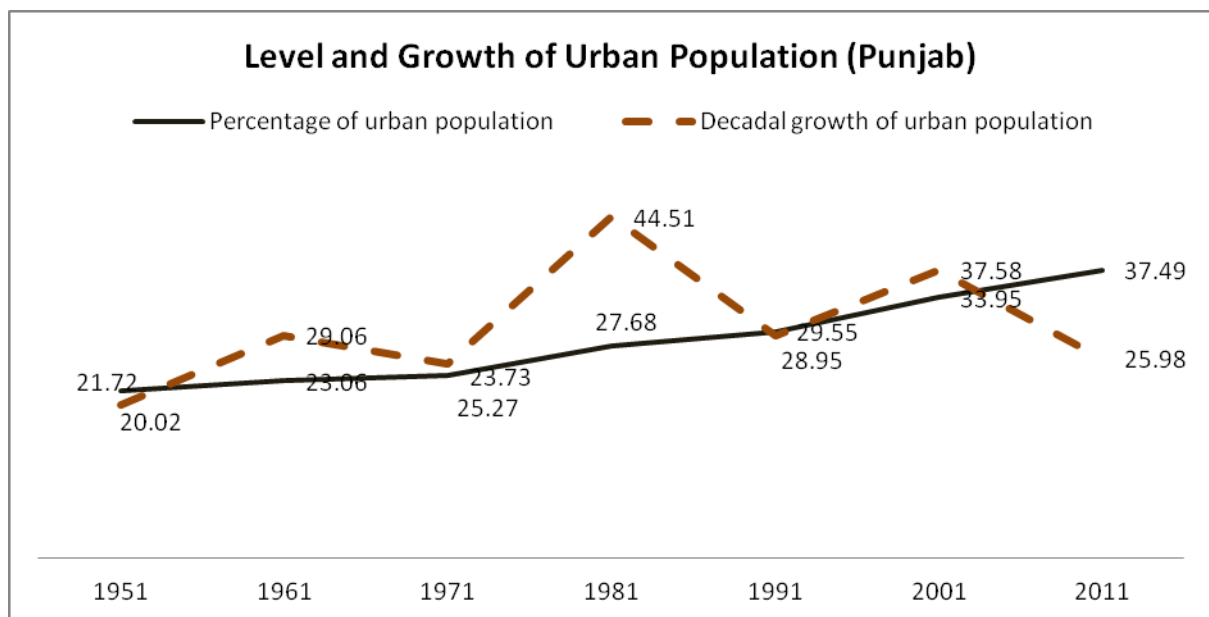


Map 2.1

**Table: 2.3**  
**Urbanization in Punjab during 1951-2011**

Census Year	Total Population	Urban Population	Percentage of urban population	Decadal growth of urban population (%) / absolute	Total number of UAs / towns	Annual compound growth rate (ACGR(%))	
						Total	Urban
1951	9,160,500	1,989,267	21.72	20.02 / 331,853	110	-	-
1961	11,135,069	2,567,306	23.06	29.06 / 578,039	106	1.96	2.78
1971	13,551,060	3,216,179	23.73	25.27 / 648,873	106	1.98	2.27
1981	16,788,915	4,647,757	27.68	44.51 / 1,431,578	134	2.16	3.75
1991	20,281,969	5,993,225	29.55	28.95 / 1,345,468	120	1.90	2.57
2001	24,289,296	8,245,566	33.95	37.58 / 2,252,341	157	1.82	3.24
2011	27,704,236	10,387,436	37.49	25.98 / 2,141,870	217	1.32	2.34

Source: Census of India



**Figure 2.1**

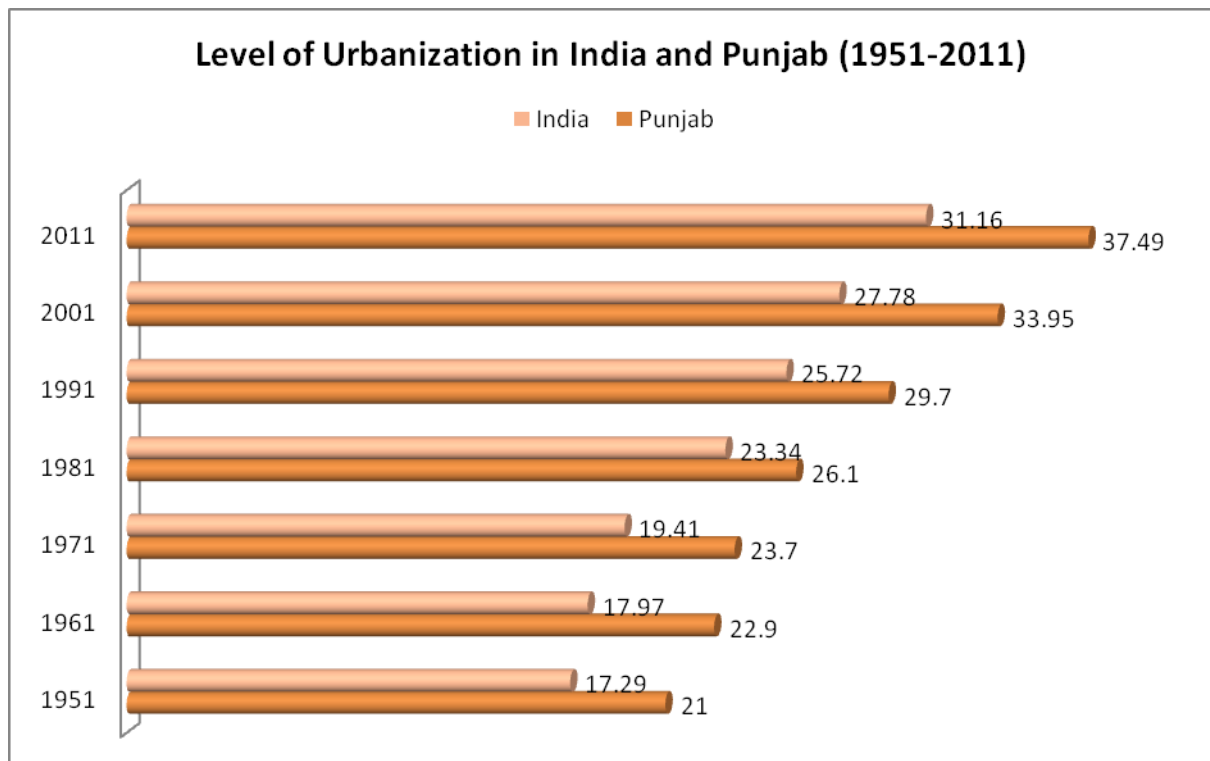
The urban population in Punjab has grown from 19.89 lakhs in 1951 to 1.03 crore in 2011. It constituted 21.72 percent of the total population in 1951 and has risen to 37.49 percent in 2011. The growth is not so striking in terms of percentage growth, but in terms of absolute numbers it is more than five times increase. Further, the Table 2.3 and fig.2.1 shows a trend of continual decadal gain of roughly 2 percent points up to 1991, with the solitary exception of the decade 1971-81. In the two decades following 1991, however, the decadal percentage

gain has doubled to 4 points with each decade. This indicates accelerated pace of urbanization in Punjab during the last two decades. In terms of absolute numbers urban areas gained by 22.5 lac persons in the decade of 1991-2001 and 21.42 lac persons in 2001-2011 against 13.5 lac persons in 1981-91. Like the growth of urban population, the number of towns has also registered an upward trend. From 110 towns in 1951 the number of towns has almost doubled in 2011, to be 217, as shown in Table 2.3.

**Table: 2.4**  
**Urbanization in Punjab and India during 1951-2011**

Census year	Percentage of urban population	
	Punjab	India
1951	21.0	17.29
1961	22.9	17.97
1971	23.7	19.41
1981	26.1	23.34
1991	29.7	25.72
2001	33.95	27.78
2011	37.49	31.16

Source: i) Census of India 2001, Series-4, Punjab, provisional totals, paper-2 of 2001, Rural-urban distribution of population. Govt. of India, New Delhi, p.27  
ii) Census of India 2011, Provisional Population Totals.



**Figure 2.2**

Most of this growth has taken place during the last two decades with the addition of 37 towns during 1991-2001 and 60 towns during 2001-2011. As earlier so now, Punjab's level of urbanization continues to be higher than the national average, as can be seen from Table-2.4 and figure 2.1. Right from 1951 Punjab has always maintained its lead over the nation in its level of urbanization. Like in 2001, in 2011 again Punjab's percentage of urban population continues to be 6 percent higher than the national average. As noted above in Table-2.4 and fig 2.2 .Punjab is the most urbanized state in the north west region of India.

### Pattern:

The pattern of urbanization in the state can be learned in two ways that is geographical distribution of urban population in various regions of the state and distribution of population in different classes of towns

**Table: 2.5**  
**District-wise Proportion of Urban Population to Total Population in Punjab**

Districts	Proportion of urban population to total population in districts			Decadal growth of urban population (%)	
	1991	2001	2011	1991-2001	2001-2011
Ludhiana	51.81 (20.74)	55.80 (20.51)	59.14 (19.85)	36.05	21.79
Jalandhar	40.63 (11.19)	47.45 (11.24)	53.18 (11.17)	38.28	24.50
Amritsar	34.08 (14.25)	40.00 (14.91)	53.64 (12.86)	44.01	9.22
Patiala	30.49 (7.78)	34.98 (7.80)	40.27 (7.33)	38.02	18.19
Faridkot	32.95 (2.50)	33.89 (2.27)	35.20 (2.09)	24.91	12.37
Kapurthala	25.76 (2.78)	32.59 (2.97)	34.90 (2.74)	47.14	15.76
Rup Nagar	25.82 (3.88)	32.46 (4.37)	26.02 (1.71)	55.11	-50.93
Bathinda	26.98 (4.43)	29.78 (4.27)	35.99 (4.81)	32.36	42.12
Sangrur	24.80 (6.97)	29.26 (7.09)	31.24 (4.97)	39.91	-11.64
Fatehgarh Sahib	22.17 (1.68)	28.08 (1.84)	30.87 (1.78)	50.26	22.55

*Source: Census of India 1991, 2001 and 2011(Provisional totals)*



The pattern of geographical distribution of the urban population in the state depicts a marked disparity in the level of urbanization among the various districts. This can be observed in Table 2.5. Finally, it is interesting to note that some of the districts with low level of urbanization have started exhibiting higher growth rate, which is even higher than that of the more urbanized districts. This does not mean that the growth rates of more urbanized districts have declined. The top four urbanized districts continue to keep up with their higher urbanization pace and base. It will be pertinent here to look at the distribution of urban population in different classes of towns as shown in Table 2.6 and Fig 2.3.

**Table: 2.6**  
**Distribution of Urban Population with Percentage in different Classes of Towns**

Years	Class I	Class II	Class III	Class IV	Class V	Class VI	All classes
1951	3[33.11] (658,725)	2[7.73] (153,719)	17[26.17] (520,558)	20[14.44] (287,223)	36[13.18] (262,197)	2[5.37] (106,845)	110[100.00] (1,989,267)
1961	4[38.25] (981,890)	5[10.15] (260,707)	23[28.11] (721,684)	20[10.44] (267,913)	35[10.38] (266,439)	19[2.67] (68,673)	106[100.00] (2,567,306)
1971	4[40.52] (1,303,128)	8[15.84] (509,389)	2[22.20] (714,176)	31[13.32] (428,413)	29[6.84] (219,911)	12[1.28] (41,162)	106[100.00] (3,216,179)
1981	7[46.38] (2,155,714)	10[14.39] (668,780)	27[20.24] (940,482)	36[11.28] (524,505)	40[6.50] (301,905)	14[1.21] (56,371)	134[100.00] (4,647,757)
1991	10[54.16] (3,246,224)	18[19.91] (1,193,171)	25[12.92] (774,453)	46[10.82] (748,230)	14[1.72] (102,945)	7[0.47] (28,202)	120[100.00] (5,993,225)
2001	14[58.38] (4,814,405)	19[16.45] (1,356,386)	35[12.50] (1,030,623)	54[9.82] (809,366)	28[2.52] (207,891)	7[0.33] (26,896)	157[100.00] (8,245,566)
2011	NA	NA	NA	NA	NA	NA	217(100.00) 10,387,436

*Source: Census of India., Note: - 1) Number of towns in each category (without bracket), 2) Percentage of population in each class [], 3) Total population in each class () 4) Size of population: .*

*Class I town – 100,000 and above*

*Class III town – 20,000-49,999*

*Class V town – 5,000-9,999*

*Class II town – 50,000-99,999*

*Class IV town – 10,000-19,999*

*Class VI town – below 5,000*

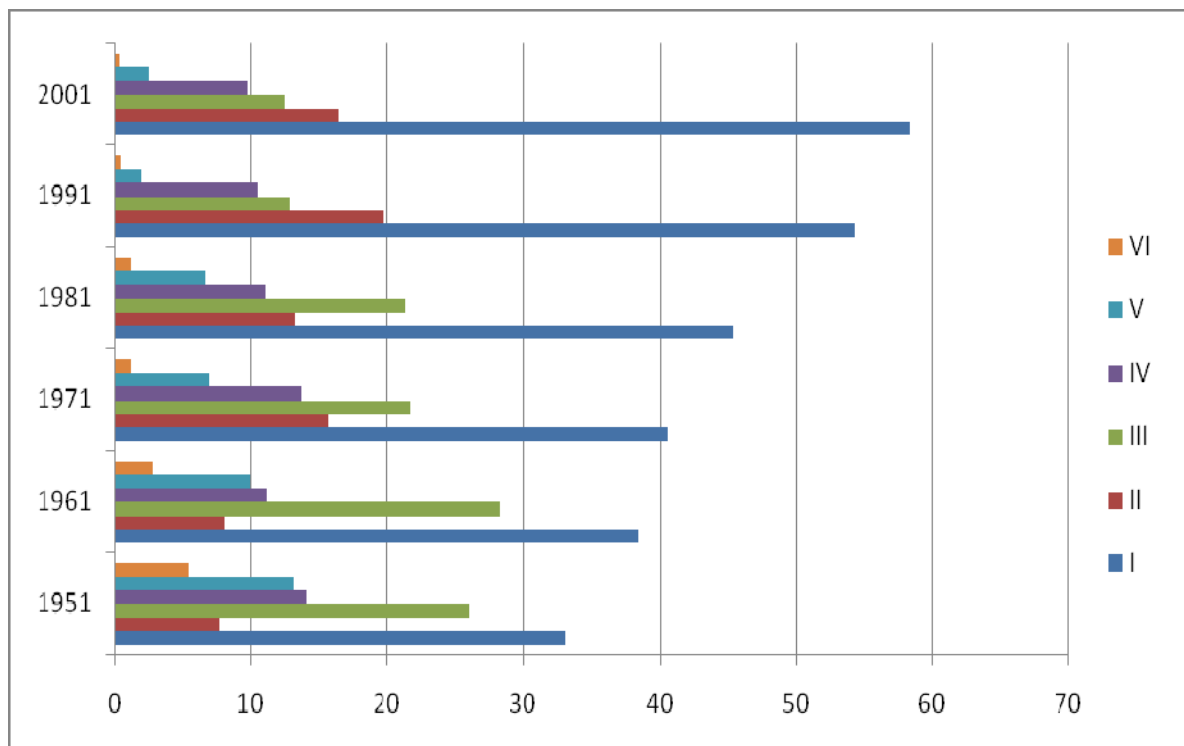
Punjab's urban pattern presents a sharp contrast to that of mono-centric urbanization in the states of Maharashtra and West Bengal, where a single metropolis dominates the scene of the state (Dasgupta, 2000). Here, it is relatively spatially dispersed and the biggest city of the state accounts for only one-seventh of the urban population of the state. However, the situation has begun to change in the last few decades which indicates a trend towards concentration of population in the class I cities. At present class I cities accommodate three-fifths of the urban population, whereas in 1951 these were accommodating only one-third of the urban population.

This tendency towards concentration of urban population in a few big cities could be attributed to increasing inequalities in the villages, resulting from the accumulation and transfer of capital by rich farmers to the cities. The major cities and the developed region of the state are economically more vibrant and consequently attract more migrants both from within the state and out of the state, which is evident from higher sex ratio in Ludhiana city. It had 189612 total migrants in 1991 out of which about 50 percent were from within the state and remaining were from other states and other countries (Singh, 2001). Now, industrialization is also an additional factor in promoting uneven pattern of urbanization.

The spatial pattern of urbanization in Punjab, as shown in Table-2.5 and Map-2.2, is revealing in several ways. First, it shows a trend of concentration of population in class I and

**Figure 2.3**

**Percentage of Urban Population in different Classes of Towns in Punjab: 1951 – 2001**



*Source: Computed from Census 2001.*

**Figure 2.3**

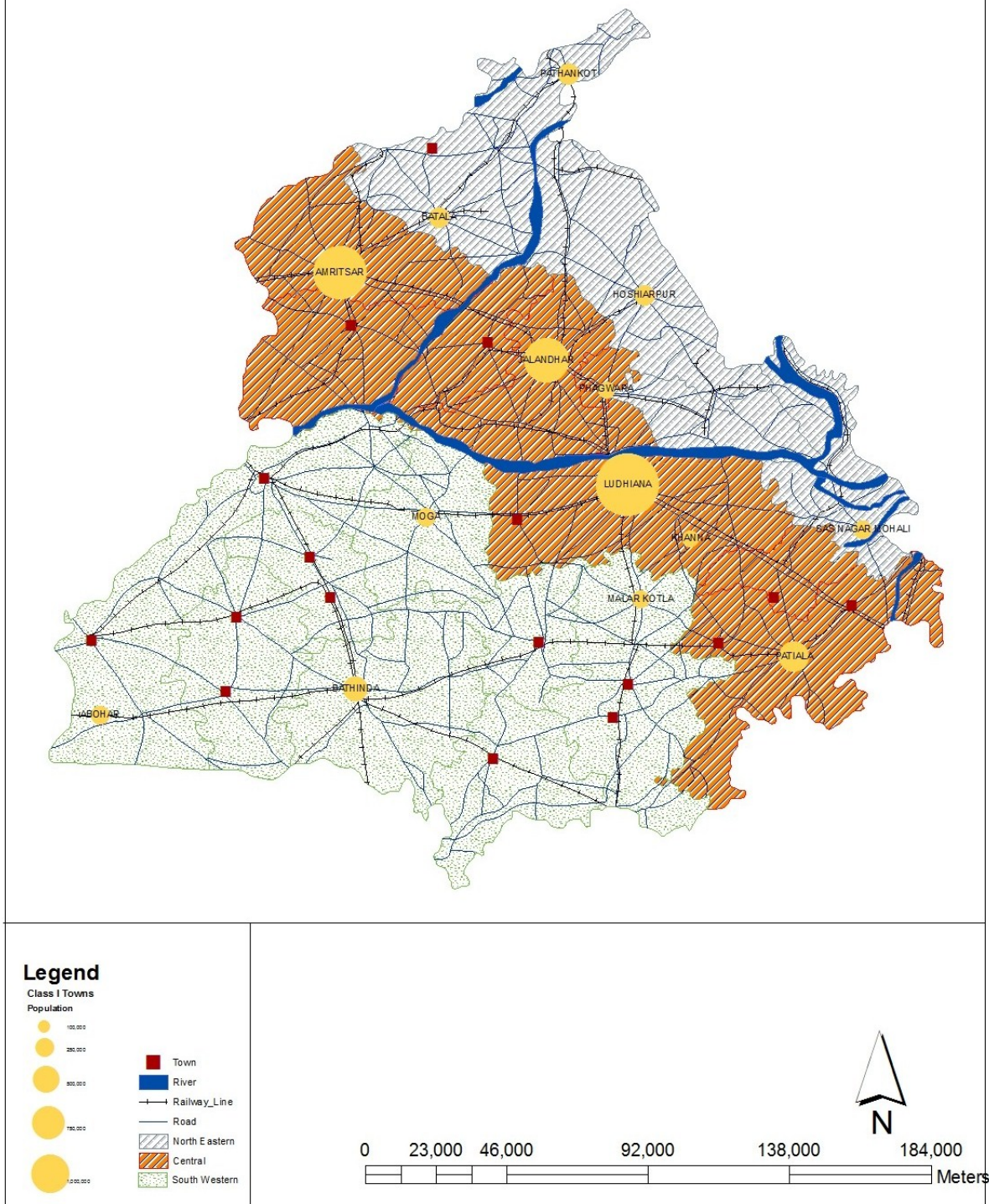
class II towns, especially in class I cities. Two class I cities, i.e. Ludhiana and Amritsar, are already metropolitan cities. The provisional totals further confirm this trend of concentration of urban population in some more towns including Sahibzada Ajit Singh Nagar (Mohali),

among others. This is a disconcerting trend for a number of reasons, but chiefly that it may distort the hitherto existing dispersed pattern of urbanization in Punjab. Nevertheless, the fact is that large towns have grown faster than the smaller towns and therefore have acquired larger size with all its adverse fallouts of overcrowding, crumbling infrastructure, housing deficit, slum proliferation and above all widening inequalities of resources and benefits.

Secondly, the data as well as Map-2.2 reveal that the towns situated on the major transportations routes i.e Grand Trunk Road and major rail track have emerged as more urbanized. These include Ludhiana, Amritsar, Jalandhar and Patiala, besides the newly emerging ones like Sahibzada Ajit Singh Nagar and Bathinda. Further, a number of towns/urban agglomerations have come up in the last two decades along the national highway leading to decreasing distances between towns, apart from expansion of the old centres. In short, both minor and major urban centres, especially the latter, are growing along the major transportation corridors, which also constitute economic backbone of the state.

Thirdly and finally, the data in Table-2.6 and Map- 2.2 reveal a trend of concentration of urbanization in the central Punjab. Four largest cities, i.e., Ludhiana, Amritsar, Jalandhar and Patiala, together with a few others form a contiguous belt that constitutes central Punjab. This belt actually divides the state in three broad regions, namely North-eastern Punjab, Central Punjab and South-western Punjab, accommodating 15 percent, 60 percent and about 25 percent of urban population, respectively. Clearly, central Punjab emerges as the most urbanized region of the state (Sharma, Sandhu and Teotia, 2012).

# PATTERN OF GEOGRAPHICAL DISTRIBUTION OF URBAN POPULATION

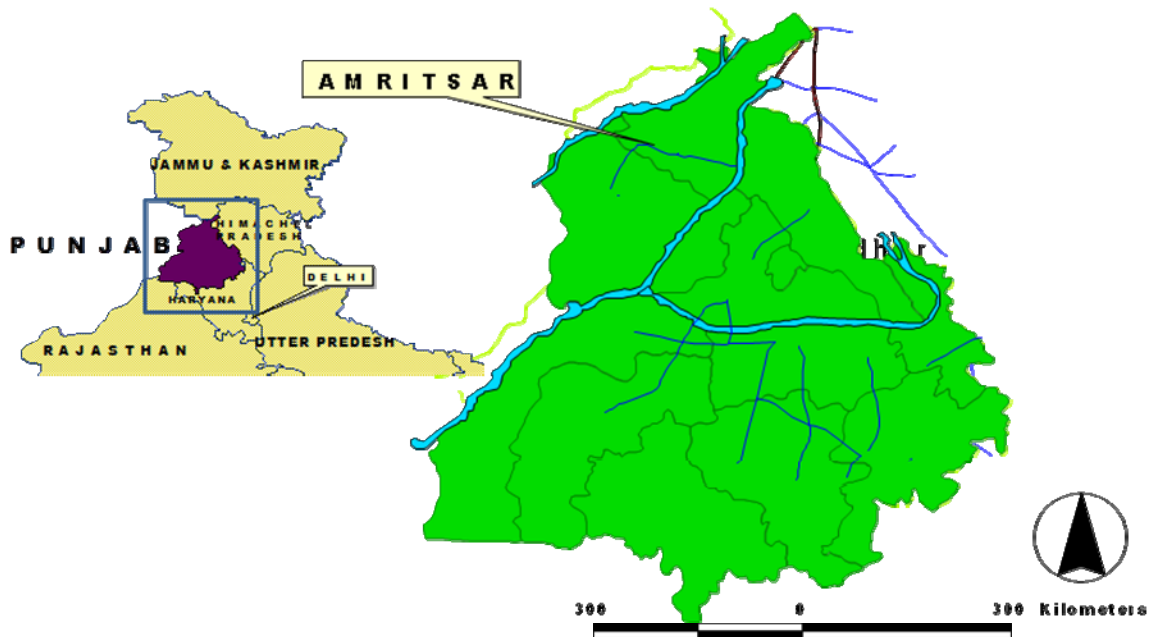


**Map 2.2**

## Chapter III

### Amritsar City: A Historical Sketch

The city of Amritsar lies at 31°-07' and 32° -03' North latitude and 74° -29' and 75- 23' east longitude on the Grand Trunk Road, 480 km from New Delhi and only 27 km. from the Indo Pak International border, as shown in Map 3.1. It lies in a depression in the middle of the Bari Doab, occupying 142.37 sq. kms. with a population of 11,32,761 persons (Census 2011). It had been served by a class I municipality since 1868, but was converted into a corporation in 1977. It is one of the 21 district headquarters of the Punjab state. It is, and has been one of the largest cities in north western India.



Map 3.1- Amritsar in North Western India and Punjab

#### Development of Amritsar City:

From the historical point of view, development of Amritsar city can be divided into five periods i.e. Gurus period, Mughul period, Misls period, British period, and Post Independence.

### **Gurus Period (1577-1628):**

According to various authentic sources, the fourth Sikh Guru Ram Das first settled near a tank and laid the foundation of the town. The construction of the town and the tank was completed in 1577 A.D. The town was at first called *Chak Guru/Chak Guru Ram Das/Ram Das Pura*, and this town was known by this name for about two hundred years. The tank (sarovar) was meant to be a sacred place from its very inception. Devotees started coming from far and near. Some of them decided to settle down permanently in this town which was fast coming up. The Guru also encouraged people of all trades and professions to take up residence in the town. Guru Ram Das's successor, Guru Arjan Dev continued the task of development of the town. He raised the Harimandir (later named as the Golden Temple) in the centre of the holy tank like a lotus flower which has ever since remained a place of pilgrimage for the Sikhs. With the construction of the *Harimandir*, Ram Das Pura attained the status of a great holy place, and its name spread far and wide. The local sikhs visited the temple daily, the sikhs of nearby areas did so frequently, and those of distant places generally twice a year, on the occasion of *Diwali* and *Baisakhi* festivals.

### **Mughal Period (1628-1764):**

During the two centuries following its founding, the town became a centre of trade and commerce, and many craftsmen pursuing various crafts settled in the town and added to its prosperity, as anarchic condition prevailed from time to time, the sixth Guru Hargobind fortified the town for its protection. A mud wall was erected around the town and a small fort, Lohgarh, was constructed to accommodate soldiers recruited for its protection. The town was an autonomous territory in the Mughal Punjab and its administrative head was Guru Hargobind. Due to continuous raids made by Mughal forces on the town, the Guru left the town. The Mughal and Afghan forces razed the *Harimandir* to the ground thrice but every time it was rebuilt. It was only with the establishment of Sikh rule during the later part of the 18<sup>th</sup> century that the town once again experienced peace and became prosperous.

### **Misls Period (1765-1802):**

During the Misls period, the town saw rapid growth with *Katras* (residential quarters with market) springing up on all sides of the town. A few of them established their own forts within the city. Sardar Jhanda Singh Bhangi built the Bhangi Fort towards South (near Loon Mandi) in 1767 A.D. The second fort was built by Sardar Gujar Singh Bhangi. It was called as Qila of Gujar Singh. The fort was built at the site of the present Gobingarh fort as shown in Map-3.1. The small fortress Ram Rauni (to the east) destroyed by the Mughal's in 1758 A.D. was rebuilt and converted into a fort of Ramgarh by Sardar Jassa Singh Ramgharia (Kaur 1979: 14-19) They established their *Katras* as well encouraged traders and craftsmen to reside there. A walled locality with only one main gate, the *Katra* provided all security needed by its own autonomous administration.

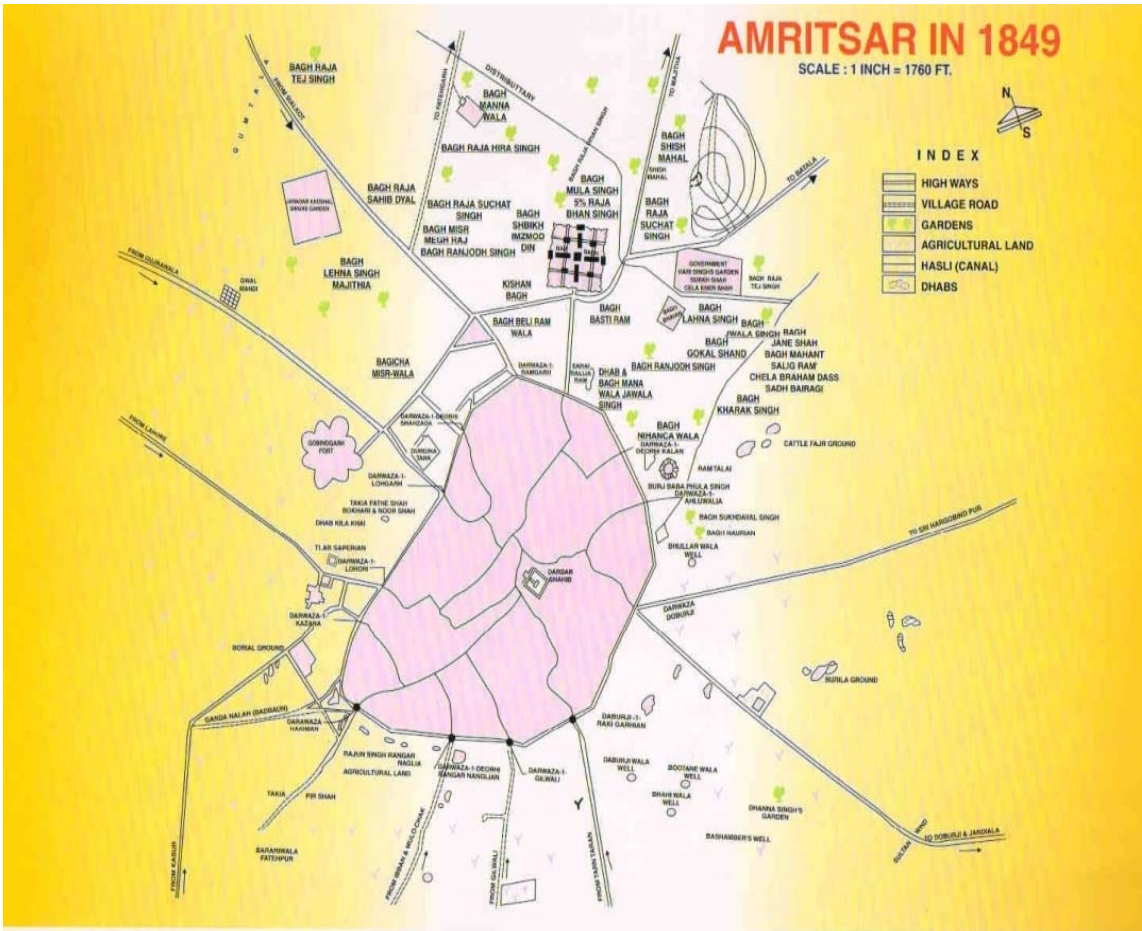
### **Maharaja Ranjit Singh Period: (1802-1849)**

Maharaja Ranjit Singh conquered the city in 1802, and made it his summer capital. Under the patronage of the Maharaja, the *Harimandir* was given a marble face and golden look for which it has now earned the name of the Golden Temple. The present complex of the Akal Takht and the monument of Baba Atal (the tallest building in the city) were completed and decorated with Gold and marble. There are number of additional *bungas*. The word *bunga* is from Persian language which means an abode, a rest house or a place of dwelling. In Sikh literature it has come to stand for a rest house for pilgrims and a place to store one's luggage. Only building erected for this purpose are called *bungas* (Kaur 1983:178) were constructed around the tank. These *bungas* became centres of learning literature and indigenous education. In 1825 Maharaja Ranjit Singh constructed a wall of unbaked bricks around the city which was 25 yards broad and 7 yards high. At that time the circumference of the walled city was 5 miles. It had 12 strong gates. The Lahori Darwaja was the main entrance and moving anti clock wise the other gates of the city were Khazana, Hakiman, Ranger Nangalia, Gilwali, Ramgarhia, Daburji, Ahluwalia, Deorhi Kalan, Rambagh, Deorhi Shehjada and Lohgarh.( refer Map-3.1a, Image 3.1 and 3.2 and photos 3.1and 3.2.).

The Ram Bagh palace was also completed in 1831 out of walled city as shown in Map-3.1 and 3.2. The Maharaja also encouraged traders and craftsmen to settle in the city. During the period Amritsar became an important industrial and trading centre. In 1849 the total area of Amritsar was 840 acres.







Map-3.2

(Historical expansion outside the walled city Area)



Image 3.2

Walled City Amritsar (High rise buildings with narrow zig zag lanes)

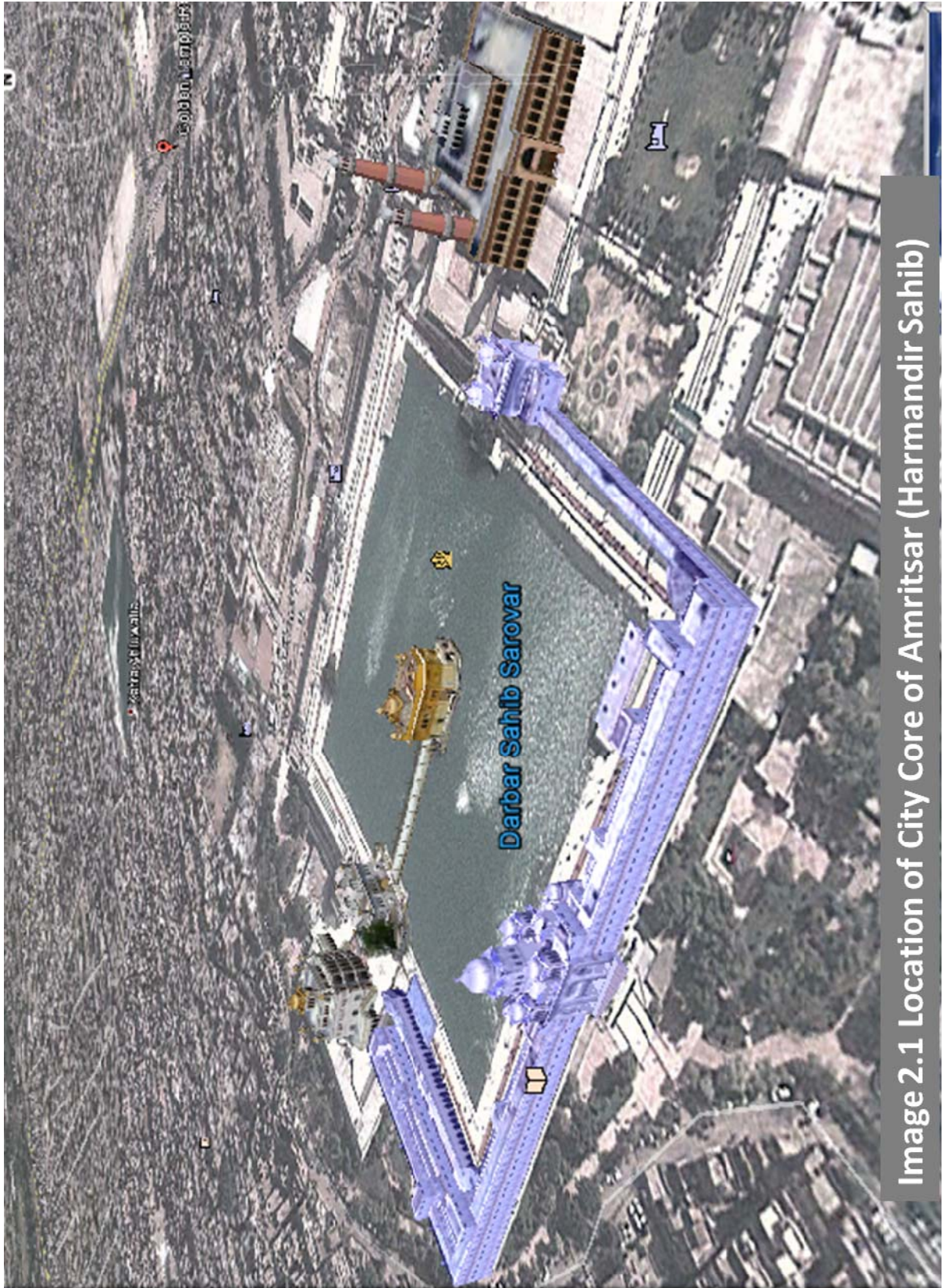


Image 2.1 Location of City Core of Amritsar (Harmandir Sahib)

During Ranjit Singh's regime wholesale business centres sprang up from Chowk Darbar Sahib to Quilla Bhagian in the west and to *Katra* Basti Ram in the east. (*Katra* originally signified a quarters where the followers of the chief lived who founded it) Most of the *Katras* served as wholesale markets. Famous *Katras* of Dal Singh Neherna had rice market, *Katra* of Mehtab Singh had Bazaar Papan, *Katra* of Nihal Singh Attari Wala had bazaar Misri, *Katra* Mit Singh had Mandi. At the back of Akal Takhat was Bazar Kathian joining Bazaar Mai Sewan in the north and Chowk Darbar Sahib in the south where the specialization of horse saddles was done. Between Bazaar Kathian and Guru Bazaar existed the oldest commercial centre with the residential areas of *Katra* Hassa Singh, *Katra* Mohar Singh and *Katra* Faizulla Purian which was known for market of brass and copper and therefore was known as Bazaar Kesian. Guru Bazaar is the oldest part of the city and was founded by Sri Guru Ram Dass . This area was most densely populated and had an irregular pattern of growth starting from Chowk Passian in the north to Chaurasti Attari in the south and up to Toba Bhai Salo in the west. The Guru Ka Mehal the original residence of Gurus was situated in this bazaar. Similarly there were many other shopping centres, *Katras*, residential areas which were built on the names of Generals, the merchants and sikh chiefs as shown in Map 3.1 and 3.2. (Draft Master Plan, 2010).



Photograph 3.1-Summer Palace Entrance Built during Maharaja Ranjit Singh Period

Outside the city, Fort Gobindgarh having three lines of defence was situated to the west of Darwaja Lohgarh. It was 1000 mts in perimeters and was built in 1809 by Maharaja Ranjit Singh. The Tosha Khana Treasury of Maharaja Ranjit Singh was kept in this fort. Ram Bagh the Palace of Maharaja Ranjit Singh was constructed along with the garden in 1819 (photograph 3.1) It was enclosed with masonry wall of 14 ft high with ramparts and outside it was a moat filled with water brought from the Hansli Canal. Similarly in this area north of Ram Bagh Garden between Majitha Road in the east to Fatehgarh Road in the west, many garden houses( refer Map 3.1) came up of the nobility and apart from the fort, there were other structures. Around the tank of the Durgiana there was a complex of temples belonging to *Vaishnavas*, *Saivs* and Shakti cult. There was one temple of God Ganesha outside Lohgarh Gate. Another big structure Kotha Dessehra was also built for the use to view Dessehra Festival. There were also Jamma Masjid outside Ram Bagh Gate and several Takies outside the city wall like those of peer Shah, Behar Shah, Noor Shah, Jane Shah and Mirajudin. There were many *Dhabs* in the city which used to supply water to the moats to the Fort and Moti Jheel was very famous.



Photograph 3.2-Gate and Wall around walled city- depilated condition (Amritsar)

### **The British Period (1849-1947):**

In 1849 the total area of Amritsar was 840 acres only and it grew to 13 sq.km.in 1940. During the British rule Amritsar expanded towards north and new areas were added. This period is marked with various physical developments with new technologies, craftsmanship skills etc. Which indicated the supremacy of Britishers through various landmarks in the city such as Town hall, Hall bazaar and hall gate within the walled city and out of walled city instead of *Katras*, Bunglows with setbacks started coming up. The municipal committee came into existence in 1868. The old wall (in western part of city) was demolished and later a new masonry wall 14 feet high was constructed along with new gates in 1866-1868 from Lahori Gate to Ram Bagh Gate. Outside the walled city, parallel to the new walls a road was there constructed as Circular Road, which still exists. old roads were repaired and new ones constructed, railway lines were spread. Schools were founded, gardens were laid and a canal was constructed. The Khalsa College was founded on March 5, 1892. (Ganda Singh; 1978:201).Some neglected areas of the city were developed into residential and commercial areas. It no longer remained a walled city. Some new sub urban localities sprang up outside the city. The physical development and growth of the city was marked by improved facilities of transport, communication, post & telegraph, banking, hospital, printing press and professional training institutions which clearly showed the impact of Britishers on the city. The other developments that under took during the British period includes:

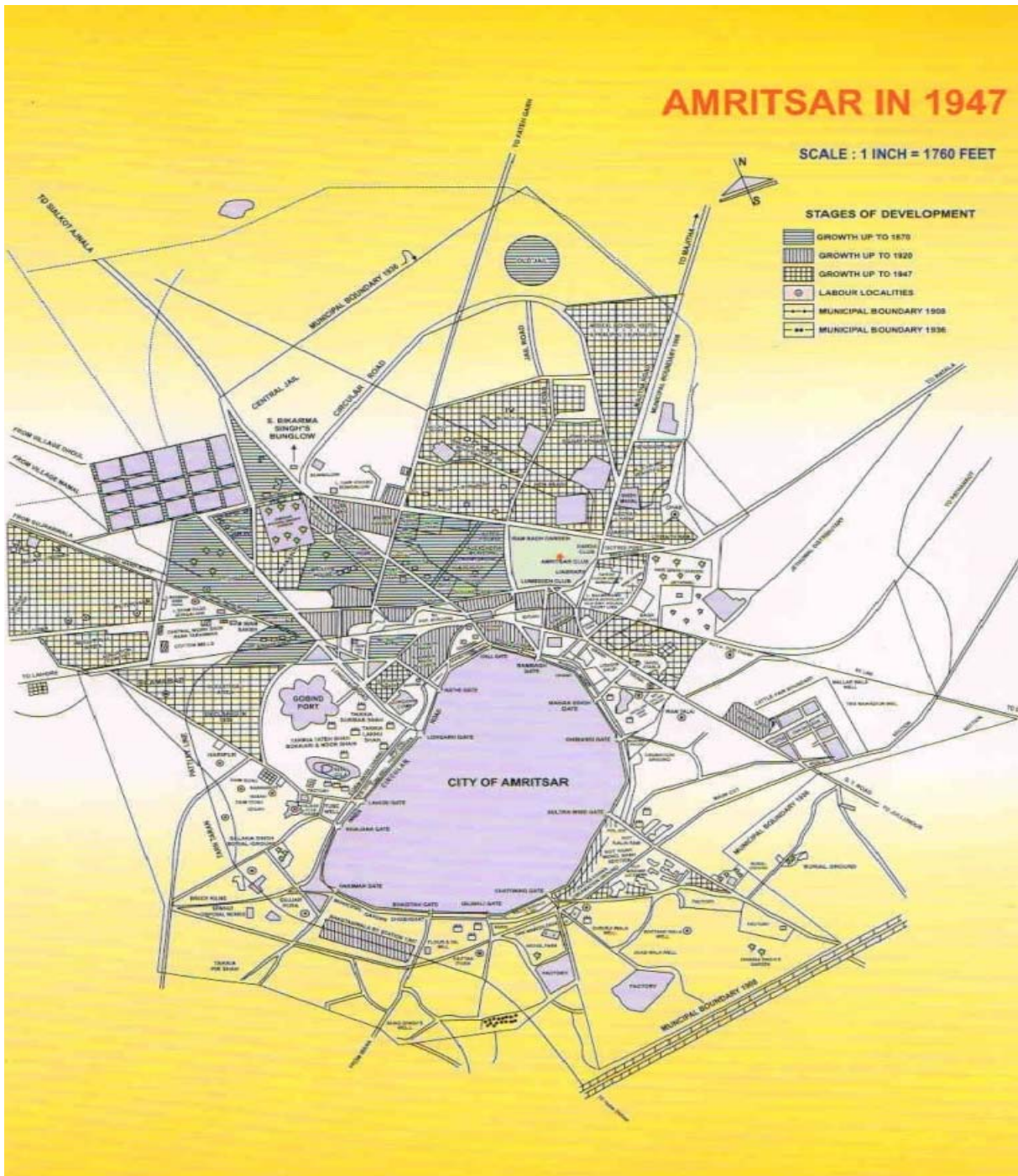
- District Headquarter – 1849 A.D.
- Civil Hospital outside Ram Bagh Gate -1849
- Clock Tower in north of Golden Temple -1852
- Bait Al Masih Church -1852
- St.Paul's church -1853
- Cantonment area -1854
- Railways Link - 1860
- Municipal Committee -1868
- Hall Gate -1876
- Hall Bazaar was laid to connect Town Hall with the civil lines.
- District Courts -1877
- Khalsa College -1892
- Water Works project 1904
- Sadar Police Station -1907

- First Health Officer- 1912
- Victoria jubilee Hospital renamed as Sh. Guru Teg Bahadur Hospital -1922- 1924
- Head Post Office -1925
- Medical College -1929
- Railway Station -1931
- First Executive Officer-1932
- First Town Planner of the city was appointed-1939

### **Industrial Development:**

In spite of chaos and confusion at different periods in the history of Amritsar the industry managed to survive and it may be of some interest to many to know that in 1850 the manufactured articles in Amritsar were valued at Rs. 6,90,284 and this rose to Rs. 63,32,420 in 1881. The manufactures of Amritsar had a large range and variety of goods in the field of heavy woolen, Pashmina and also reffal shawls. It also had a pure, half pure, rayon silk fabrics along with fine cotton clothes, carpets, hosiery, dyeing of textiles, soap, perfumes, book binding, pencils, printing, gramophone records, glass bottles, ivory, carving and painting, furniture, gold and silver leafing, ornaments and foundries (MCA, 2006).

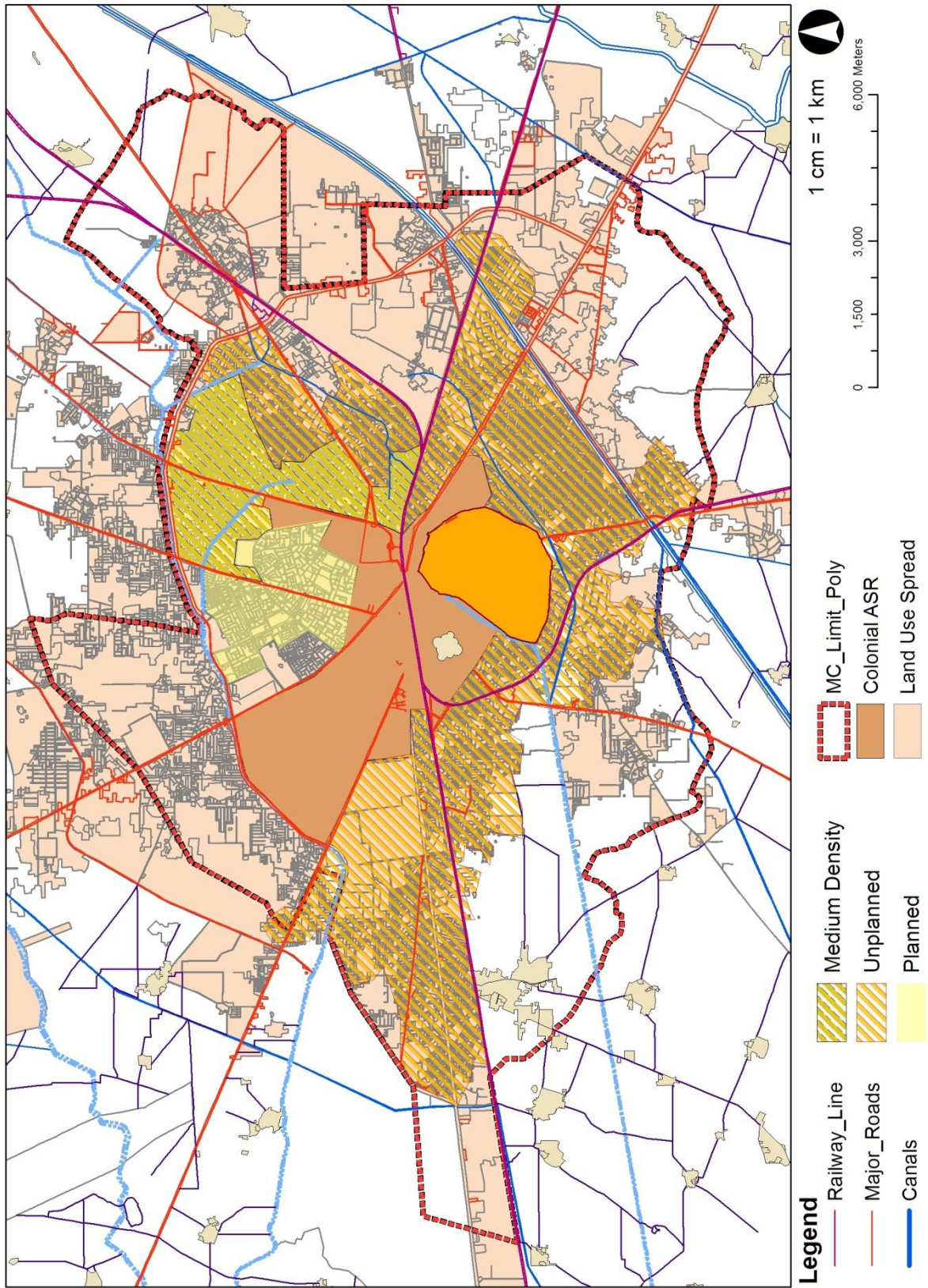
There were some transitional changes in the concept of manufacturing in the 19<sup>th</sup> century and the total manufacturing was hand made. However in the 20<sup>th</sup> century the readjustment and modernization took place and by 1947 the complete manufacturing was done by machines. In 1901 there were 9 registered factories and which rose to 366 by 1945 besides a large number of unregistered small units. The gold of Amritsar was quite famous and at that time one tola of gold used to cost about Rs. 25. In cotton also Amritsar was famous in manufacturing Susi, eksuti coarse and it is said that Gulzar Hussain of Amritsar won award in the exhibition of 1864 and 1881. Ivory work, gold work, oil mills, foundries, distillery were very prosperous in the city of Amritsar. The shawls, carpets and other materials were exported to Europe and Southern India. The first distillery was founded in the city in 1898.



**Map 3.3**

**Map 3.4  
Trade and Commerce:**

**Land Use Expansion in Amritsar**





In 1850 the trade of Amritsar was estimated at Rs. 35,00,000. This trade continued to grow and by 1939 the Octroi itself from the import was Rs. 9,00,000. The import was in the form of raw silk, silk clothes, pashmina shawls, heavy woolens, copper and brass utensils etc. The trade was done through land and water and Amritsar acted as the first terminus in Punjab. In 1860 Amritsar was linked by rail to Multan. One can imagine the prosperity from the fact that shawl worth pounds 2, 64, 500 were exported to London and Paris in 1860. The famous foreign firms doing the exports in 19<sup>th</sup> century were M/s Les Fils Da C. Oulman of Paris, M/s Bown Buckley & Co. of London. The native firms/people involved in the export business were M/s Devi Sahai Chamba Malwas, Khan Muhammed Shah, Daya Shanker, Las Joo and Gulam Hussain. Amritsar was also important centre of trade in silk and woolen clothes. Silk was imported as raw material from Bhukhara, Bengal and China and manufacturing took place in Amritsar and fine material was exported to Karachi and Burma. The oldest silk trade centre in Amritsar was in Batti Hattan.



Photograph 3.3-Town Hall Amritsar

It will be interesting to know that on Baisakhi and Diwali, Cattle Trade Fair were used to held in Amritsar regularly. Horses were imported from Afganistan and Persia. Municipality earned good revenue from this. It is estimated that in 1892, 9000 horses were brought to the cattle fair. In 1906 Amritsar Muncipal Committee earned Rs. 24,684 12 annas and 6 paise from cattle fair only. The trade in the hides and skin was well established in Amritsar and in 1893 there were as many as 20 Indians and Europeans firms dealing in the trade and prominent among the dealers were *Khojaa of Chiniot*. The tea market in Amritsar is world famous. The tea of Kangra, Almora and Dehradun were dominating the trade. 10,589 manuals of tea were imported in 1882-83 alone. Amritsar Delhi railway line was completed around 1860 and Rai Kalyan Singh who was manager of 'Wah Tea Gardens' took the lead in the trade. The Namak Mandi of Amritsar was chief centre of salt trade. Rock salt being the main item was imported from the salt mines of Pind Dadan Khan and Kheura. Evaporated salt was imported from Drung salt spring (MCA, 2006).

In 1855 the total population of Amritsar was 1,22,181 and whereas in 1941 it was 3,91,211 and city of Amritsar was ranked 9<sup>th</sup> in India. Only Calcutta, Bombay, Madras, Hyderabad, Lahore, Ahmedabad, Delhi, Kanpur were placed higher than Amritsar. It shall be interesting to know that in 1941 Delhi had a total population of 5,21,849, whereas Calcutta had 21,08,891 and was ranked first.



Photograph 3.4-Alexandra School one of the First English Medium School (Amritsar)



Photograph 3.5-Khalsa College Amritsar

### **Post Independence Period (1947-2012):**

In 1947 the nation got independence but Amritsar suffered due to this historical event. It lost about one half of the population and the communal riots during this period led to large scale burning of the city and the migration of Muslim population of the city to Pakistan. About one- fifth of the walled city was burnt. To rebuild these damaged area Government of Punjab enacted a law ‘The Punjab Development of Damaged Areas Act, 1951’. Amritsar Improvement Trust was established in 1949 and framed number of development schemes to develop the city in planned way, notable among them is widening of approach road to Golden Temple within the walled city (Widening up to 60 feet). This scheme changed the entire concept of walled city from pedestrian to motorization, leading to many problems of today like traffic chaos

(Draft Master Plan, 2010). Guru Nanak Dev University, an important landmark on the periphery of city was established in 1969 which attracted students from far and wide. Many new planned areas were developed in the city such as Rani ka bagh, Green avenue and Ranjit avenue through 60's to 90's. In 1977 city municipal committee was upgraded to Municipal Corporation. In 1981, population of the Amritsar city grew to 5, 89, 229 persons and the city became congested with commercial activities continuing still in the walled city area. In 1984, Operation Blue Star did much loss to the Golden Temple Complex and its surroundings. To decongest area around the Golden Temple, Galiara scheme was under taken in which 30 meters of area around the Golden Temple complex was acquired for the aforesaid purpose and was demolished. It also took many historic buildings and monuments in its folds. Some of them are Akhara Sangulwala, Burj Giania, Baradari near Baba Atal, Akal Rest House, Akhara Beriwal, etc. Many traditional bazaars like *Papran wala* bazaar etc. also bore the same fate. In the year 1988 & 1994, the area of Municipal Corporation Amritsar was extended in accordance to the nature of development, which was observed in NW & SE of the Amritsar Municipal Area (Draft Master Plan, 2010). In 2001, the city became the second metropolis of the state. In Amritsar there were 14, 16, 19, 50 and 60 wards in 1961, 1971, 1982, 1991 and 2001 respectively (Sandhu, 2009). In 2004 - 05 the number of wards was again increased to 65 from 60, but the total area of the city remained the same i.e. 142 sq. km. During this period (1947 to 2012) city expanded in terms of area as well as in terms of population. Map 3.4 shows the development of city in during various phases of development.



Photograph 3.6- New and Improved Bus Stand Developed under PPP Model



Photograph 3.7- Commercial Scheme Developed by Improvement Trust, Ranjit



Photograph 3.8- Bharti Wall Mart First Global Chain Whole sale Store in Peripheral Areas of Amritsar

## Chapter IV

### Land Use of Amritsar City

Land use of a city reveals the nature, character and various functions of a city. The present study of land use is based on the recently prepared draft master plan of Amritsar by Sai Consulting Engineers Pvt.Ltd. Ahmedabad for Punjab Urban Planning and Development Authority (PUDA). They got the base map of Amritsar city from Punjab Remote Sensing Centre, Punjab Agricultural University, Ludhiana and it was updated and authenticated by Divisional Town planner Amritsar, consequently, final land use map was prepared. Amritsar M.C has total area of 14237.22 hectares in the year 2010. Out of this 8334.05 hectares is developed area of the city, which constitute 58.54 percent of the total area. The detailed breakup of the existing land use within the Municipal Corporation limits is given below in the Table 4.1 and Map 4.1.

The Existing Land Use of Amritsar 2010 is given in Table 4.1 reveals that 58.54 percent of the total municipal corporation area is developed while the remaining 41.46 percent of the area is under agriculture land and plantation and orchards etc. vacant at present. Thus less than two third of the M.C. area has already been developed for various uses such as residential, commercial and industrial etc. As shown in Table 4.1 let us see the detail:

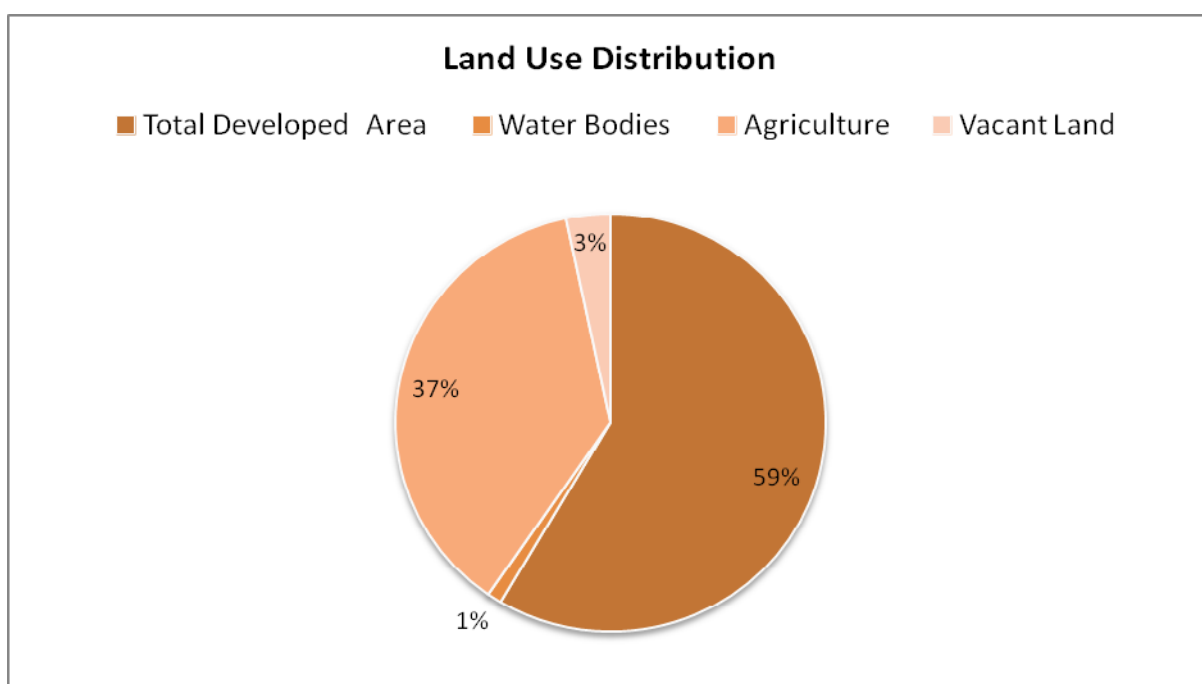


Figure 4.1

**Table: 4. 1**  
**Existing Land Use of Amritsar City, 2010**

Landuse	Area (Hectare)	Percent of Developed Area	Percent of M.C. Area
<b>Residential</b>	<b>4245.08</b>	<b>50.94</b>	<b>29.82</b>
Residential	2927.22	35.12	20.56
Plotted Land	1315.22	15.78	9.24
Official Residence	2.64	0.03	0.02
<b>Mixed Land Use</b>	<b>66.48</b>	<b>0.80</b>	<b>0.47</b>
<b>Commercial</b>	<b>393.22</b>	<b>4.72</b>	<b>2.76</b>
Retail and wholesale Shopping	261.79	3.14	1.84
Godowns, Warehouses, Regulated Markets	98.73	1.18	0.69
Hotel and Marriage Places	32.7	0.39	0.23
<b>Industrial</b>	<b>445.73</b>	<b>5.35</b>	<b>3.13</b>
Brick Kilns	9.15	0.11	0.06
Service & Light Industry	341.1	4.09	2.40
Planned industrial Areas	95.48	1.15	0.67
<b>Public/Semi public</b>	<b>738.22</b>	<b>8.86</b>	<b>5.19</b>
Educational and Research Institutions	482.08	5.78	3.39
Medical and Health	64.82	0.78	0.46
Social, Cultural & Religious	72.36	0.87	0.51
Cremation & Burial Grounds	11.28	0.14	0.08
Govt. Office	106.51	1.28	0.75
Govt. Quarter	1.17	0.01	0.01
<b>Govt. Land</b>	<b>882.14</b>	<b>10.58</b>	<b>6.20</b>
Govt. Land (Use un-determined)	882.14	10.58	6.20
<b>Utilities &amp; Services</b>	<b>27.2</b>	<b>0.33</b>	<b>0.19</b>
Water Works	7.52	0.09	0.05
Electric Grid	5.07	0.06	0.04
Sewage Disposal	7.59	0.09	0.05
Solid Waste	7.02	0.08	0.05
<b>Traffic and Transportation</b>	<b>1388.67</b>	<b>16.66</b>	<b>9.75</b>
Roads and Parking	1185.94	14.23	8.33
Bus Terminal	4.17	0.05	0.03
Railway Station	74.76	0.90	0.53
Railway	123.19	1.48	0.87
Truck Terminus	0.61	0.01	0.00
<b>Recreational</b>	<b>124.89</b>	<b>1.50</b>	<b>0.88</b>
Parks/Public Open Spaces	114.71	1.38	0.81
Play Grounds, Stadium	10.18	0.12	0.07
<b>Special Area</b>	<b>22.42</b>	<b>0.27</b>	<b>0.16</b>
Heritage & Conservation Areas	22.42	0.27	0.16
<b>Total Developed Area</b>	<b>8334.05</b>	<b>100.00</b>	<b>58.54</b>
Water Bodies	153.71	-	1.08
Agriculture	4996.93	-	35.10
Plantation & Orchards	277.4	-	1.95
Vacant Land	474.17	-	3.33
Dairy and poultry Farms	0.96	-	0.01
<b>Total Municipal Area</b>	<b>14237.22</b>	<b>-</b>	<b>100.00</b>

*Source: Draft Master Plan for Amritsar- 2010-2031.*

Note: The area of Municipal Corporation, Amritsar is 13600 hectares as identified by M.C whereas the area calculated by PRSC, PAU Ludhiana is 14237.22 hectares. Therefore, the later has been considered final and the analysis is based on the same.



## **Residential:**

To provide living area is one of the important functions of a city, therefore, the area under residential use constitutes major component of the developed area in any city. Similarly, Amritsar city has 51 percent of the developed area under this use, which includes both planned and unplanned development. The area under this use is on a higher side than the prescribed norm of 35 to 40 percent as per UDPFI guidelines for metro cities. This shows that the major part of the city has been developed without proper planning which is evident from that fact that 51 percent of the city area has developed in haphazardly or in unplanned way (Draft Master Plan 2010). The unplanned development has been manifested in the form of walled city, 63 slums and 158 unauthorised colonies in the city (refer annexures 4.1 and 4.2.). The gross density of the city is 69 persons per hectare (PPH). The walled city has very high population density (300 PPH) while the areas outside it have medium to low density. Planned development and low density are positively associated with each other. The walled city is marked by mixed land use, narrow streets/lanes, high rise and dilapidated structures with low light and ventilation and it has developed organically in unplanned way. It has been observed that the planned development in the city in the form of Town Planning and Development Scheme such as Ranjit Avenue, Rani ka Bagh etc. have been concentrated mainly in the north of the city while the south of the city has remained predominantly unplanned and haphazard residential development. Moreover, new residential developments in form of private colonies are also making their way in the north of the city such as Impact Gardens, Impact Enclave, Global City etc along the Northern Bye Pass, Holy City, Heritage Vihar along Ajnala Road and S.G Enclave along Majitha Road.

## **Commercial:**

To serve the residents in a city, there is need of shops and other commercial establishments which is grouped under commercial use in planning. Like residential use commercial use in the city have both type of development i.e planned and unplanned. The area under commercial use constitutes 4.72 percent of the total developed area. The city has sufficient area under this use reflecting its importance and contribution in the economy of the city. The walled city has 22 specialized markets such as Hall Bazaar, *Katra* Sher Singh, *Katra* Jaimal Singh, Guru Bazaar, etc of different nature and serve as the Central Business District. These

are in the form of traditional bazaars spread along the roads and streets. It is not only serving the wholesale and retail commercial needs of the residents of the city but also of the region including neighboring urban and rural settlements. These commercial areas have mixed land use with commercial on the ground floor and residential on above floors. These areas are unplanned without adequate parking spaces and public amenities/utilities (Draft Master Plan 2010).

Further, in addition to the CBD, a city centre near Bus stand and District Shopping Complex is located at Ranjit Avenue, which is serving the commercial needs of the people residing in the north of the city and also the major work areas in the city. Like other traditional cities Amritsar also has commercial areas along major roads in the city such as Queens Road, Cooper Road, Lawrence Road, and M.M. Road etc. which have developed as major retail commercial markets in the city. All these markets whether planned or unplanned have witnessed the informal commercial activities in form of rehris, kiosks located outside bus stand, railway station and areas with major economic activities creating chaotic situation. The new planned areas are also coming up on these roads as shown is Photograph 4.1. in the form of malls etc. especially on the Mall road and other other roads.



Photograph 4.1- New Commercial Scheme Lawrence Road Amritsar

## **Industrial Use:**

Industry is the base of economic life in the city. In metros, area under this use should be in range of 12 to 14 percent of the developed area. In Amritsar city there are 12166 small-scale industrial units with 13 medium to large scale industrial units covering total area of 445.73 hectares which is 5.35 percent of the developed area. The area under use is too meager as per UDPFI guidelines.

Some of the major industrial units existing in the city include Khanna Paper Mill, Amritsar Swadeshi Mills, Essma textile and engineering sector exists in the city. Although, the city has scattered industrial development along major radials roads such as Batala Road, G.T Road, Majitha Road and Tarn Taran Road etc, it also has planned industrial areas such as Focal Point along Mehta Road and along Vallah Road, Industrial estate near Chheharta and East Mohan Nagar development Schemes.

## **Recreational:**

Recreational use includes playgrounds, stadiums, sports complexes, parks and grounds. As per the existing land use recreational use in the city comes out to be 1.5 percent (124.89 ha) of the developed area. Where as the area under this use should be in the range of 20-25 percent, as per UDPFI guidelines. This reflects that the city badly lacks in the provision of recreational spaces, which requires immediate attention. Further, it has been observed that the existing open spaces are being encroached and not properly maintained. There are mainly three recreational spaces in the city, namely, Ram Bagh Garden located in the north of the city, Gol Bagh and Saktri Bagh in the south of the city. There is also one stadium commonly known as Gandhi Ground present in the city located on M.M. Malviya Road. Apart from these two, there are small parks/ playgrounds located within the planned residential colonies/areas of the city.

### Traffic and Transportation:

Traffic and Transportation use comprises of roads, railway lines and station, truck terminus, bus terminus, bridges and flyovers, airport and parking lots/area existing in the city. As per Table 4.1 the total area under this use is 1388.67 hectares which is 16.66 percent of the total developed area and 9.75 percent of the total municipal area of the city. The existing area under this category is less than the prescribed norm of 15 to 18 percent for the metro cities.

Photograph 4.2- Traffic in Hall Bazaar Amritsar



Photograph 4.3- Mixed Traffic in Novelty Chowk Amritsar

### **Public and Semi Public:**

This use comprises of the area under educational and research institutions, medical and health institutions, social, cultural and religious building, cremation and burial grounds, Govt /Semi Govt. offices, Govt lands etc. In Amritsar city 738.22 hectares are under this use which is 8.86 percent of the total developed area of the city, which is just more than one half of the prescribed norms (16 to 18 percent) as per UDPFI guidelines. There are number of educational institutions such as Guru Nanak Dev University, Khalsa College, 9 other degree colleges, 4 engineering colleges, 2 medical and dental colleges, nursing colleges and polytechnics in the city. The health institution in the city include Guru Nanak Dev Hospital, Civil Hospital near Ram Bagh, S.G.T.B. Hospital, ESI Hospital, Fortis –Escorts on Majitha – Verka bye pass and many others.

Being the administrative headquarter, Amritsar houses number of district and city level govt. offices and quarters covering a total area of 107.68 hectares (0.77percent of total M.C area). A cursory look at the detail of the use reveals that the city lacks in socio-cultural institutions/facilities such as libraries, museum, exhibition halls, convention centre's, music-dance and drama centre, meditation and spiritual centre etc.

### **Government Land:**

This is the land under defence use. It covers a total area of 882.14 hectares that is 10.58 percent of the developed area and 6.20 percent of the total municipal area of the city (14237.22 hectares). This huge chunk of land is located on the west of the city that is at the backside of Guru Nanak Dev University and along G.T Road towards Attari adjoining the Northern bye pass.

### **Utilities and Services:**

Table 4.1 indicates that 27.20 hectares of the area is under utilities and services which is 0.33 percent of the total developed area. The area under utilities and services includes the area under water works, sewage disposal, communication electric grid/sub-station, solid waste disposal etc.

### **Agriculture:**

About two fifths of MC area is under this use, which is approximately 5903.17 hectares. The area under this category includes area under water bodies, vacant land, plantation, orchards and area under agriculture/cropped land.

### **Special Areas:**

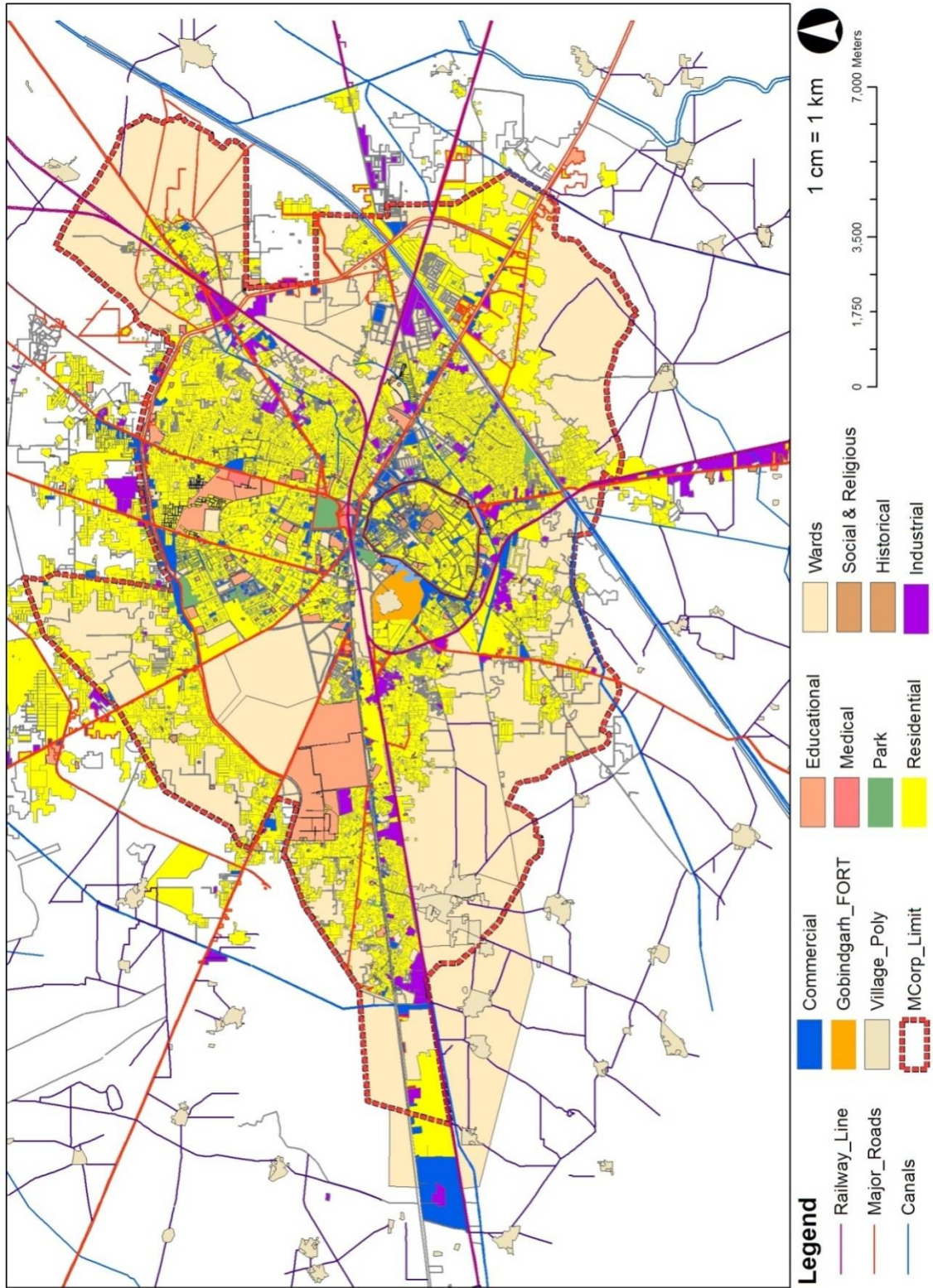
There are two prominent special areas existing in the Amritsar city that is “ The Gobindgarh Fort” which is declared as Protected Monument by the Archeological Survey of India and the other is ‘Jallianwala Bagh’ located near to Golden Temple. The Gobindgarh Fort is located in the vicinity of the Durgiana Temple, one of the most visited tourist destinations in the city. The total area covered under this use is about 22.42 hectares, which is 0.27 percent of total developed area and 0.16 percent of the total municipal area of the city.

### **Conclusion:**

From above, it can be concluded that the city has been developing in haphazard and unplanned way consistently, very little effort are being made to correct the distortions and to develop the city in a planned way in a foreseeable future. If this way of development continued then city may become unliveable in near future. Such type of development is neither sustainable nor functional for the city, therefore it requires rationalization of different land uses in order to bring it to the level of prescribed norms as per UDPFI guidelines. The city requires creation of large number of recreational/open spaces and increased number of socio-cultural institutions in order to improve the quality of living in the city. It also requires provision of larger area under industries and traffic and transportation category. Above all it needs effective and efficient and people oriented planning.

Map-4.1

Existing Land Use Amritsar (2012)



## Chapter V

### Demographic and Socio- Economic Profile

After knowing about the history and land use of the city, it is pertinent to learn about its demographic and socio-economic characteristics. The present chapter discusses demographic and socio-economic features of the city.

#### Population Growth:

The city continued to grow even during the first half of the 20th century as shown in Table 5.1 and figure 5.1 As per the Census record (1868-2011) the city has been growing with marked fluctuations. Maximum recorded decadal growth of population was +65.30 per cent in 1931 and the lowest, -16.69 per cent in 1951 due to the partition in 1947.

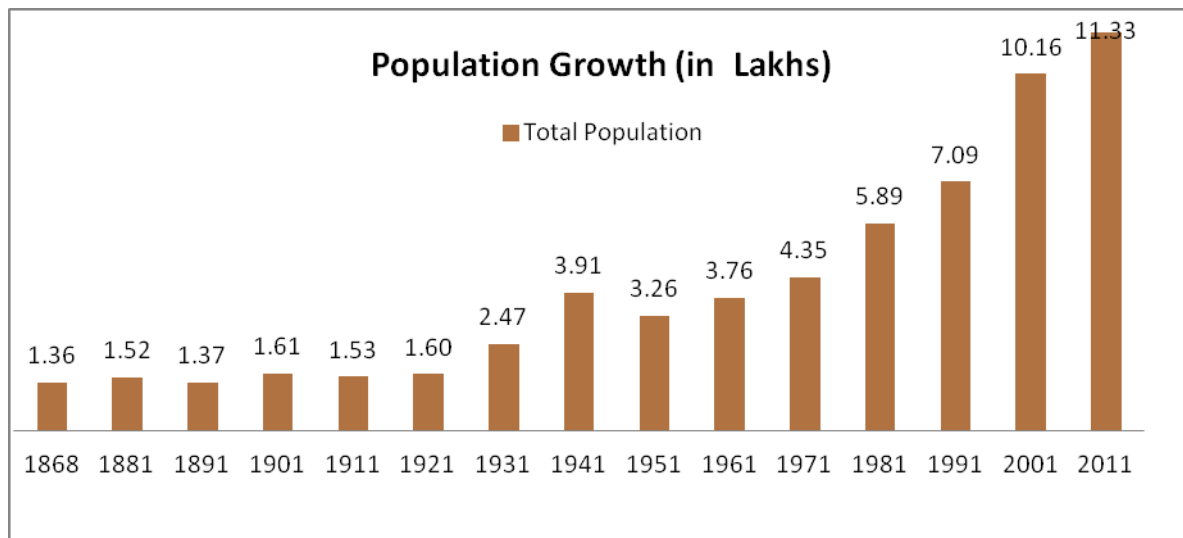
**Table: 5.1**  
**Population Growth of Amritsar City**

Census Years	Total Population	Percentage Increase
1868	1,35,813	
1881	1,51,896	+11.84
1891	1,36,766	-9.96
1901	1,61,039	+18.77
1911	1,52,756	-05.96
1921	1,60,218	+04.88
1931	2,46,840	+65.30
1941	3,91,010	+47.64
1951	3,25,747	-16.69
1961	3,76,295	+15.52
1971	4,34,951	+15.59
1981	5,89,299	+35.47
1991	7,08,835	19.16
2001	10,16,079	42.67
2011	11,32,761	13.22

*Source: Census of India 1981, 1991, 2001, 2011*



**Figure 5.1**



The increase of 11.84 per cent in population in the very first decade, that is, from 1868 to 1881, was due to the migration from famine stricken areas of Kashmir. The flourishing trade and industry of the city attracted a substantial number of migrants from neighbouring districts of the city. The decrease in the next decade (1881-1891) was due to two factors: the severe epidemics of 1881 and decline in the shawl trade. The following decade (1891-1901) registered a substantial increase amounting to 18.77 per cent, attributed to restoration of normalcy in the city and shift over to carpet industry. The decrease in the decade 1901-1911 can again be attributed to the outbreak of malaria and plague. The increase in population was mainly due to the expansion of carpet industry and provision of better sanitation. Moreover, due to the process of urbanization, some mofussil towns like Majitha and Jandiala began to languish and the stagnation of these towns proved to be the gain for Amritsar.

The process of industrialization of the city had started in 1911-1921, and continued up to 1931. At its close there were 600 looms employing more than 3000 weavers. The substantial increase in population (65.3 per cent) up to 1931 was due to inflow of labour to meet the demands of expanding industry and also mounting birth rate and declining death rate. The worldwide slump adversely affected the industry and trade of the city. The demand for carpets and others goods from America the main consumer almost ceased. Consequently between 1931-1941, the growth rate of the city fell by 18 per cent, and this negative trend persisted till 1947. The partition caused the total Muslim population numbering 1,32,362 to migrate to Pakistan but the vacuum caused by the major shift in population was filled up by

113,844 Hindus and Sikhs who settled down at Amritsar after the division of Punjab. An adverse effect of the partition was that some local traders and industrialists were alarmed by the nearness of Amritsar to the Indo –Pak border and shifted to Delhi or elsewhere.

With the restoration of peace after the partition, the city started growing once again; it registered a rate of growth of +15.52 per cent during 1951-61. This period was also marked by a certain amount of industrialization and urbanization which attracted people to the city. This trend was maintained during the next decade also in spite of the tension on the border and the Indo- Pak War of 1965. Had there been no war during this decade the city would have grown at a faster rate, for the war terrified traders and industrialists constrained them from investing in the city. Although the rate of growth of the city was not encouraging, it was about half the rate of growth of the same class of towns in the Punjab and it was less than one third in comparison with the all India figure.

However, it seems that the 1971 war with Pakistan did not have any adverse effect on the growth rate of the city, which was 35.47 per cent during the decade 1971-81. The main reason for the growth was up gradation of the municipality into a corporation, its boundaries were extended and town Chheharta and some adjoining villages were integrated with the city, enhancing its growth rate considerably. The population of the city had quadrupled from 1868 to 1981, but its rate of growth was far less than other class-I towns of the state. This can be mainly attributed to its location near the Indo-Pak border (Singh 1984:45-60), and an ever present danger of war with Pakistan.

In 1991, the city has bounced back to make rapid increase in population to become the second metropolis and second largest city of the state after Ludhiana achieving the fastest growth rate (42.67 %) amongst all the class 1 cities of Punjab for the decade 1991-2001. But in the recent decade, (2001-2011) its growth rate has decline to 13.2% which is the lowest among the four big cities of the state i.e. Ludhiana, Jalandhar and Patiala. Amritsar followed the national trend in this regard, because it has been observed that growth rate of population in the Mega cities slowed down considerably during the last decade. Greater Mumbai UA, which had witnessed 30.47 per cent growth in population during 1991-2001, has recorded 12.05 per cent growth during 2001-2011. Similarly, in case of Delhi UA growth rate has declined from 52.24 per cent in 1991- 2001 to 26.69 per cent in 2001-2011, and in Kolkata

UA it declined from 19.60 per cent in 1991-2001 to 6.87 per cent in 2001-2011. Further, it has been seen at the national level that smaller cities have been growing at a faster rate in comparison to million plus cities. The trend is quite evidently reflected in case of Patiala city. So keeping with national trend, Ludhiana and Amritsar two metro cities of Punjab, registered declining growth rate during 2001-2011.

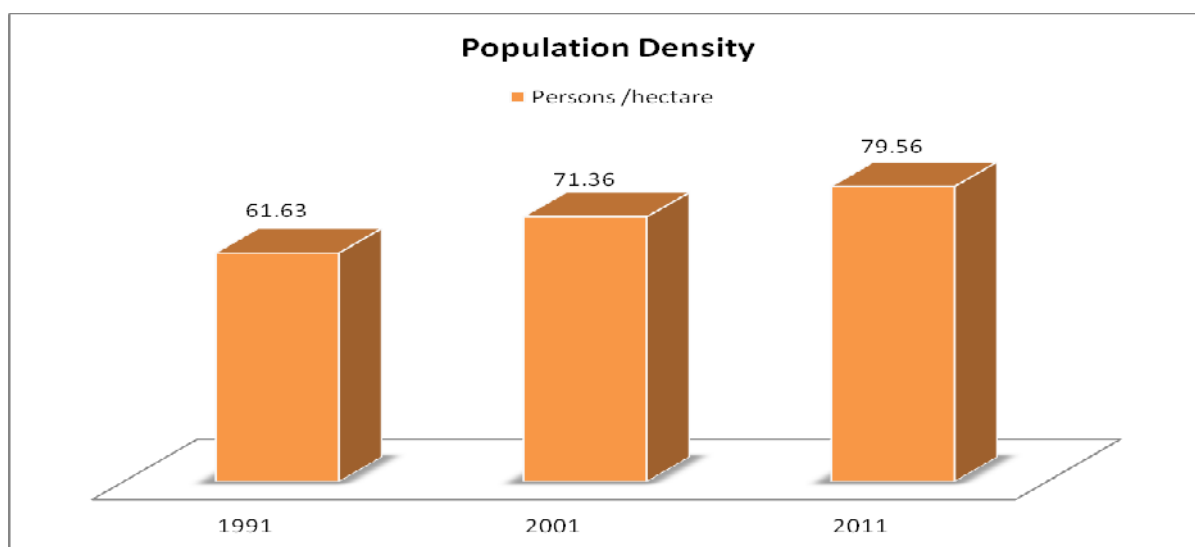
**Density:**

Density of population is the number persons living in an area. This is usually increasing in all cities where population is increasing at higher rate than the growth of the city in terms of area. Similarly, in case of Amritsar, its density has also been consistently increasing but at a slow pace because population is growing at a slow pace. Table 5.2 and Fig 5.2 indicate that gross density of city has increased from 63.61 persons per hectare in 1991 to 79.56 persons per hectare in 2011. The population of the city is not evenly distributed because it varies from area to area i.e. there are certain areas such as walled city which is more densely populated and some are sparsely populated because they have been developed in a planned way.

**Table: 5.2**  
**Population Density in Amritsar City**

Census Years	Persons / Sq. Km	Persons /hectare
1991	6163.78	61.63
2001	7136.78	71.36
2011	7956.3	79.56

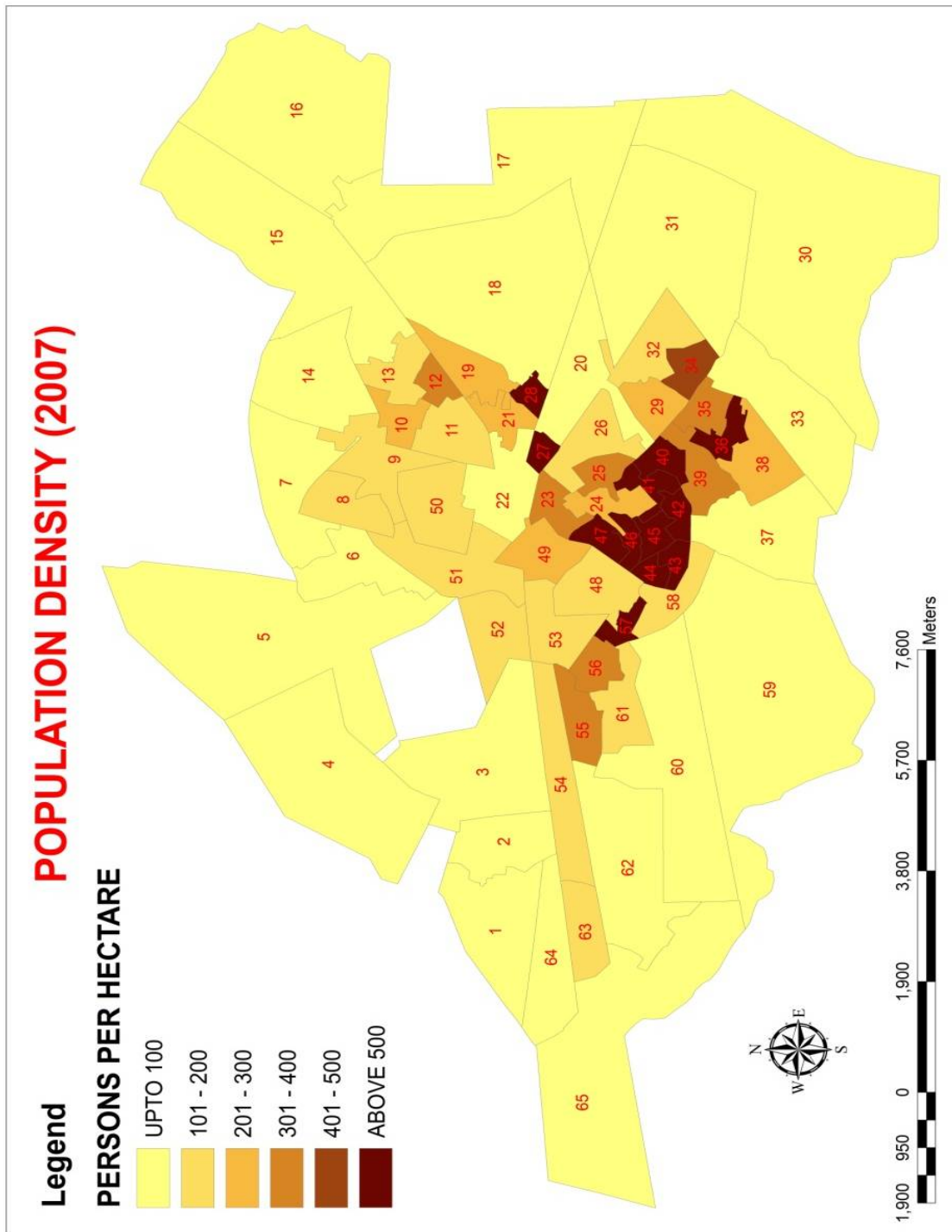
Source: Census of India



**Figure 5.2**

Presently population of Amritsar city is accommodated in 65 wards as shown in Map 5.1, 5.2 and 5.3. Table 5.3 reveals that the sizes of wards vary from 22.26 hectares to 1201.13 hectares. Density of population in a ward in the city is as low as 14 and as high as 721 persons per hectare. Thus population density structure of the city presents huge variation in population distribution over the municipal area of the city.

**Map 5.1**



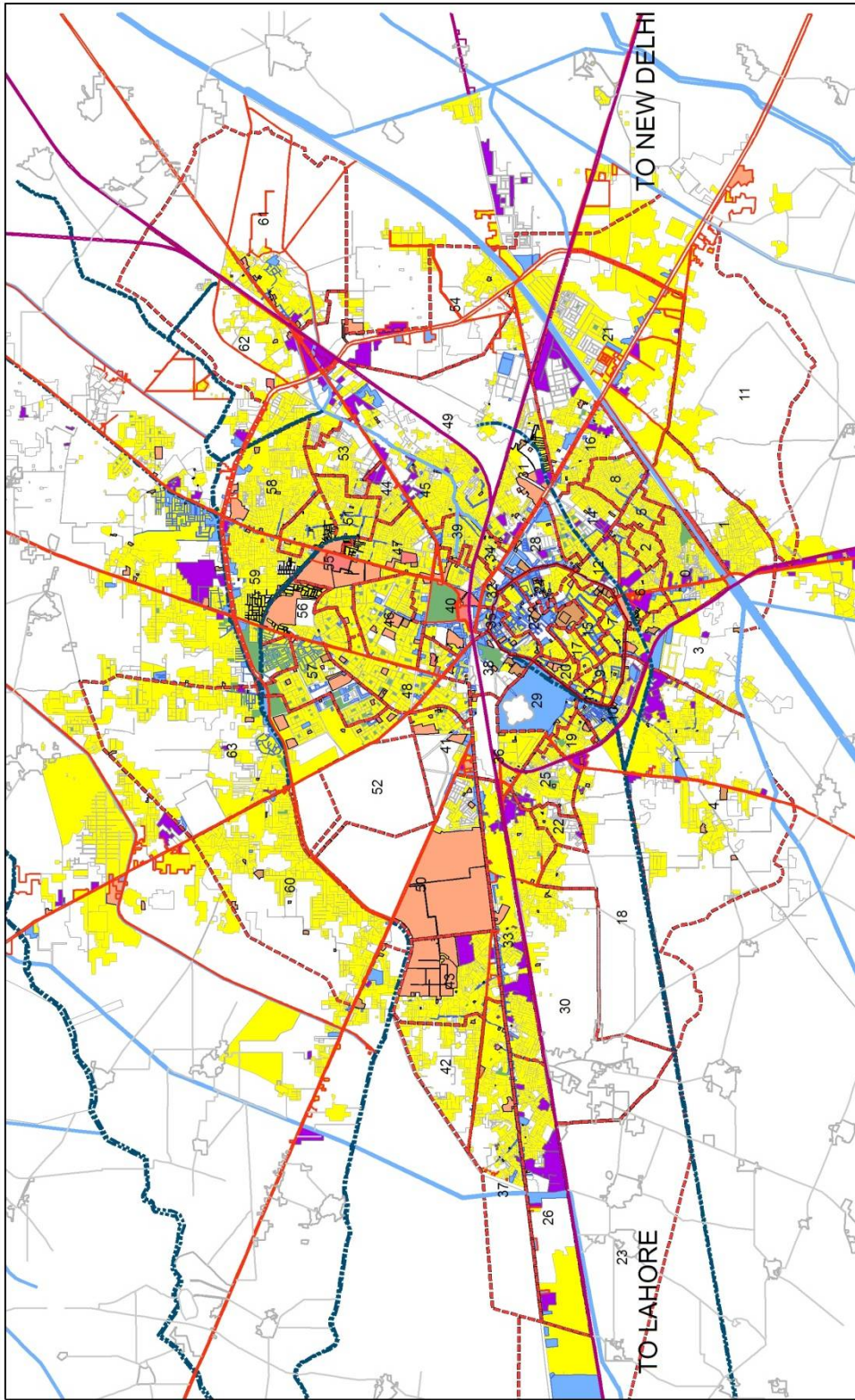
**Table: 5.3**  
**Density of Population in Wards of Amritsar City, 2004**

Ward No.	Area (Hectares)	Population	Gross Density	Ward No.	Area (Hectares)	Population	Gross Density
1.	254.44	14225	56	34.	52.44	14231	271
2.	145.87	15713	108	35.	52.48	15414	294
3.	399.09	16013	40	36.	42.61	16062	377
4.	556.05	14849	27	37.	252.82	15517	61
5.	885.13	14641	17	38.	109.89	16605	151
6.	140.10	13845	99	39.	79.33	16485	208
7.	242.82	14838	61	40.	39.81	16925	425
8.	98.51	13702	139	41.	38.73	14829	383
9.	138.92	13684	99	42.	30.82	15299	496
10.	52.42	16061	306	43.	26.83	14349	535
11.	102.72	16488	160	44.	21.59	15578	721
12.	34.75	15002	432	45.	31.71	15851	500
13.	77.72	14886	192	46.	25.85	14464	559
14.	251.22	14975	60	47.	37.04	14354	388
15.	641.52	14930	23	48.	115.29	14595	127
16.	582.40	13905	24	49.	89.97	14809	165
17.	591.70	14396	24	50.	140.16	14252	102
18.	699.99	14933	21	51.	173.17	14233	82
19.	91.71	13660	149	52.	125.17	13990	112
20.	187.53	15259	81	53.	108.13	14158	131
21.	50.65	14005	277	54.	164.92	15429	94
22.	144.16	14429	100	55.	76.34	16102	211
23.	52.36	14434	276	56.	54.13	15828	292
24.	56.16	14666	261	57.	28.94	16520	571
25.	43.19	16632	385	58.	80.78	16142	200
26.	106.52	13901	131	59.	941.60	15345	16
27.	22.26	14841	667	60.	493.71	16697	34
28.	24.18	15931	659	61.	96.12	15673	163
29.	63.65	13918	219	62.	349.88	14581	42
30.	1201.13	16746	14	63.	89.81	16695	186
31.	638.12	16901	26	64.	169.87	16217	95
32.	119..19	16593	139	65.	717.16	15748	22
33.	290.79	14786	51				

*Source: Municipal Corporation, Amritsar.*

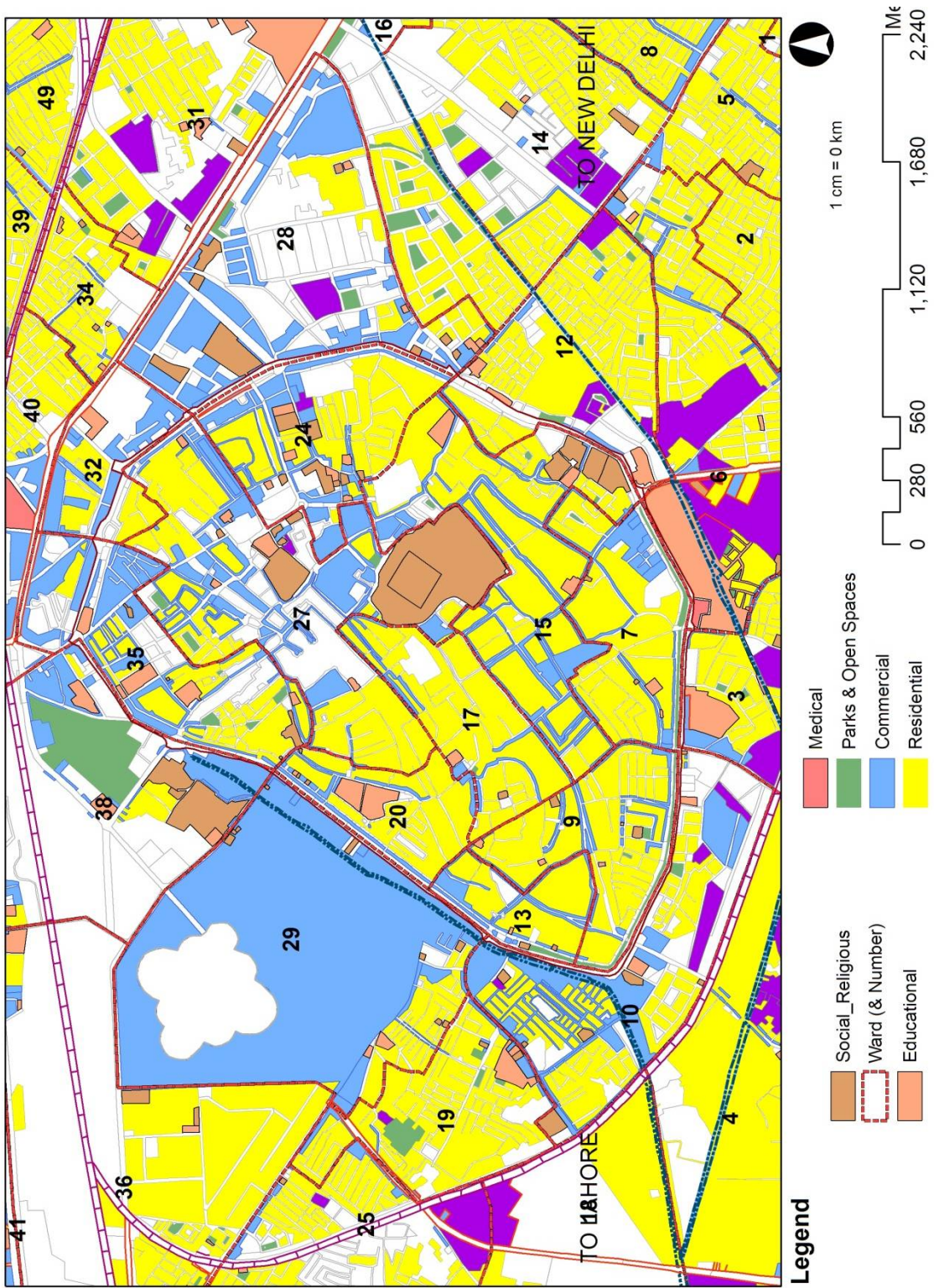
Map 5.2

Wards in Amritsar City



Map 5.3

Wards in Amritsar City (Walled City)



**Table: 5.4**  
**Population Density in various Wards of the City**

Density	Ward Nos.	No. of Wards	Percent
Up to 100	1,3,4,5,6,7,9,14,15,16,17,18,20,30,31,33 37,51,54,59,60,62,64,65and 22	25	38.46
101-400	2,8,10,11,13,19,21,23,24,25,26,29,32, 34,35,36,38,39,41,47,48,49,50,52,53,55, 56, 58, 61 and 63.	30	46.15
Above 400	12,27,28,40,42,43,44,45,46,57	10	15.38

Variations in density pattern are amply clear from Fig. 5.3 where oscillations in density distribution pattern reveal significant variations. Co relating the data given in Table 5.3 with Fig.5.3 reveals that wards on the outskirts have much lower densities compared to wards in the intermediate or the Walled City area of the city (Luthra 2012). Further, Luthra ( 2012) notes that, spatial distribution pattern of density reveals that it reduces from center to periphery in all directions of the city, wards in the central area i.e. the Walled City, have higher population density and as one moves towards the periphery of the city in either direction density keeps on reducing. Table 5.4 indicates that 38.46 percent wards have low density amounting to less than 100 persons per hectare and all of them are on the periphery of the city. These are wards that have not been developed fully till date and most of their land is either vacant or put to agriculture use. Other 46.15 percent wards having density between 101 to 400 persons per hectare surround the Walled City, except in the southwest of it. Remaining 15 .38 percent wards have more than 400 PPh density and all of them are located within the walled city or in 2 Km. radius of walled city. Such wards are inhabited by lower middle income or low income groups and they also have concentration of commercial and industrial economic activities.

### **Sex Ratio:**

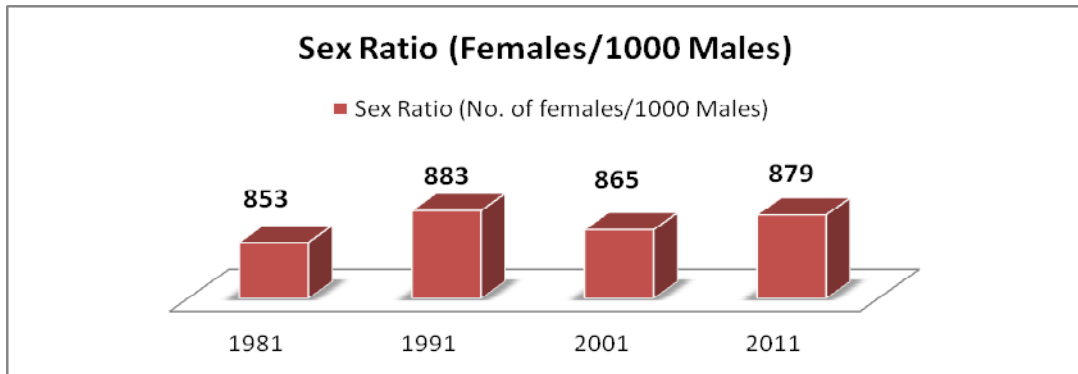
The over all sex ratio of Amritsar city is 879 in 2011. There has been decrease in the sex ratio of MC Amritsar from 883 in 1991 to 865 in 2001. But again it has increased to 879 in 2011.



**Table: 5.5**  
**Sex Ratio in Amritsar City**

Census Years	Sex Ratio (No. of females/1000 Males)
1981	853
1991	883
2001	865
2011	879

Source: Census of India 2011.



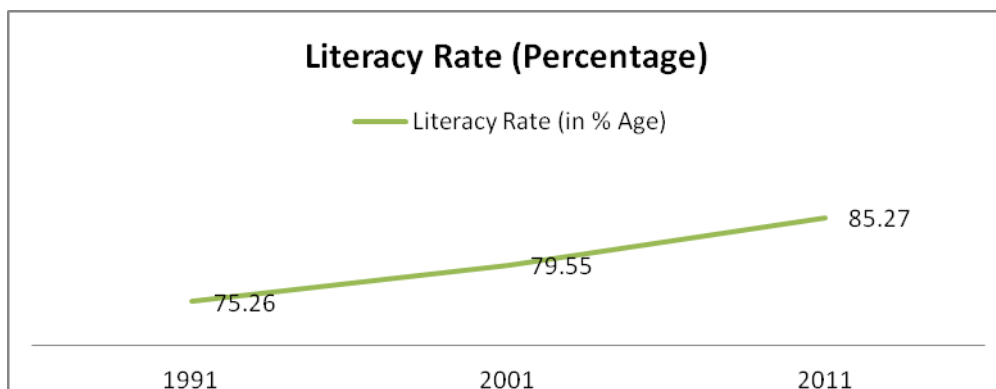
**Figure 5.3**

**Literacy Rate:**

The present literacy rate of Amritsar is 85.25. It has been observed that it has been consistently increasing in Amritsar from 1991 to 2011 as shown in Table 5.6 and Figure 5.5. The city's literacy rate is higher than the Punjab state (76 percent in 2011).

**Table: 5.6**  
**Literacy Rate in Amritsar City**

Census years	Literacy Rate (in % Age)
1991	75.26
2001	79.55
2011	85.27



**Figure 5.4**

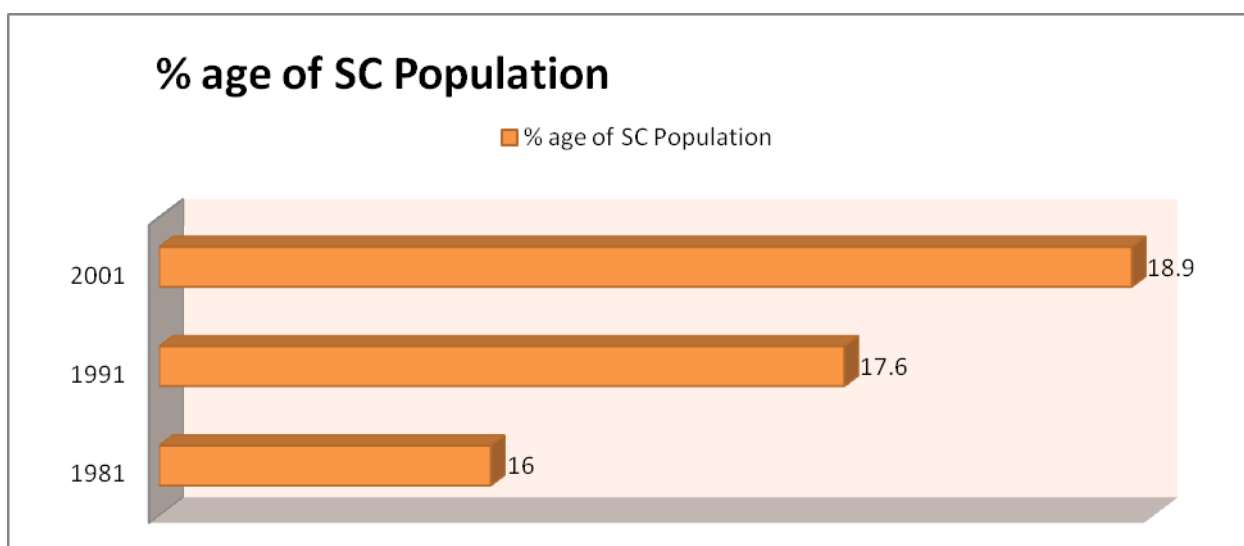
## Caste Composition:

The scheduled castes accounted for 28.85 per cent of total population in Punjab in 2001, much higher than all India average of 16.2 percent. In case of urban areas they are underrepresented and within the urban areas their proportion varies according to size of a city. Bigger the size of the city smaller is the proportion of scheduled castes. Similarly, in case of Amritsar city they constitute 18.9 percent of the city population as shown in the Table 5.7 and Figure 5.6.

**Table: 5.7**  
**Schedule Caste Population in Amritsar City**

Census years	% age of SC Population
1981	16.0
1991	17.6
2001	18.9
2011	N.A

**Figure 5.5**



## Work Force:

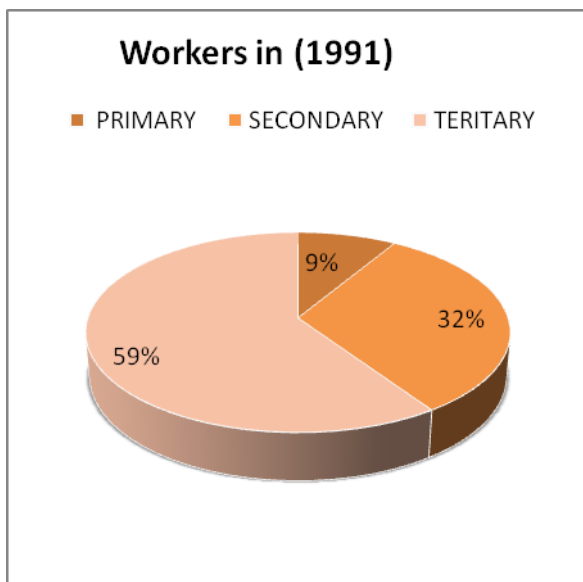
The work force of a city helps us in knowing various economic functions of a city. Due to non availability of Census 2011 data about the work force in the city, the present analysis is based on 2001 data only. It has been observed that majority of the workers in Amritsar city were engaged in tertiary activities followed by secondary activities, and a very small proportion of city work force (4 percent) in primary sector as shown in Table 5.8.

**Table: 5.8**  
**Classification of Main Workers in Amritsar city 1991 and 2001**

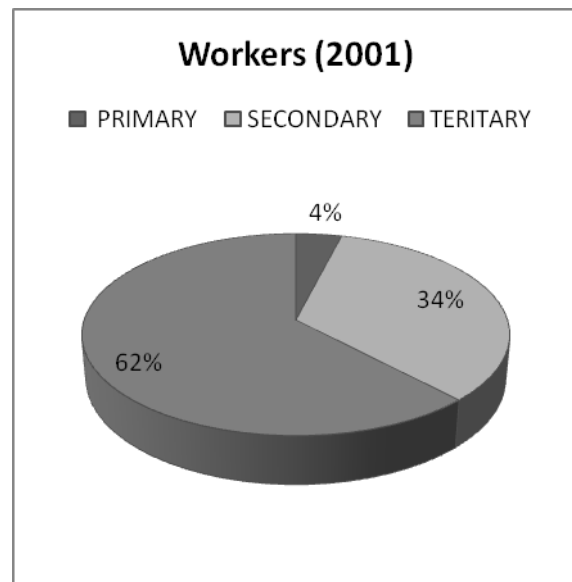
	NIC Code	Type of Worker	1991		2001	
			Number of workers	Percent	Number of workers	Percent
		<b>(i) Primary</b>				
1	A&B	Cultivators	4,603	2.16	3,004	0.97
2		Agricultural labourers	12,405	5.81	6,213	2.02
3		Plantation ,Livestock, Forestry, Fishing, Hunting and allied activities	1,398	0.65	3,023	0.98
4	C	Mining and Quarrying	9	0	212	0.07
		Sub Total	18,415	8.62	12,452	4.04
		<b>(ii) Secondary</b>				
5 (a)	D	Manufacturing processing and repairs industry(Household industry)	483	0.23	12,317	4
5 (b)		Manufacturing processing and repairs industry(Other than Household)	60,678	28.43	67,632	21.94
	E	Electricity,Gas and Water Supply			3,592	1.17
6	F	Constructions	6,957	3.26	20,989	6.81
		Sub Total	68,118	31.92	1,04,530	33.92
		<b>(iii) Tertiary</b>				
7	G	Whole sale and Retail trade	64,730	30.32	79,033	25.64
	H	Hotels and Restaurants			4,073	1.32
8	I	Transport, Storage and communications	15,903	7.45	24,595	7.98
9	J&K	Financial Intermediation ;Real Estate Renting and business Activities	46,293	21.69	19,814	6.43
10	L to Q	Public Administration and Defence; Compulsory Social Security; Education; Health and Social Worker; Other Community, Social and Personal Service Activities; Private Household with Employed persons; Extra-territorial Organisations and Bodies			63,700	20.67
		Sub Total	1,26,926	59.46	1,91,215	62.04
		Total	2,13,459	100	3,08,197	100

Source: Census of India-2001

Classification of different categories of worker in Amritsar is given in Table 5.8. It shows that the main workers in Amritsar city have been classified into 9 categories as per census 1991 and 2001. It has been found that the total number of workers in Amritsar city was 213459 in 1991 and it was 3,08,197 in 2001. As shown in Table 5.8 and Figures 5.7 and 5.8, workers in the tertiary and secondary have increased during 1991—2001. Table reveals that 62.04 percent, 33.94 percent and only 4.04 were engaged in tertiary, secondary and primary sectors respectively. The increase in number of workers have been observed in the construction, manufacturing processing and repair industry (household industry) and in the ninth category which includes financial intermediaries, real estate renting and business activities and public administration and defence services (J&K and L to Q).



**Figure 5.6**



**Figure 5.7**

Amritsar city over the period of time has also established its mark in the tourism industry due to the presence of Golden Temple and other historical sites such as Jalian Wala Bagh, Wagah Border and Ram Tirath etc. The city's hotel and restaurant industry is growing due to large influx of tourists from India and abroad. Due to Centre and state Governments initiatives several new project are being undertaken to conserve and enhance the city heritage and to improve the city infrastructure to attract more and more number of tourists. But it has been observed that progress of these projects is very slow. The rapidly growing tourism industry and new trade and commerce activities are bound to give employment to large number of people in near future (Draft Master Plan, 2010).

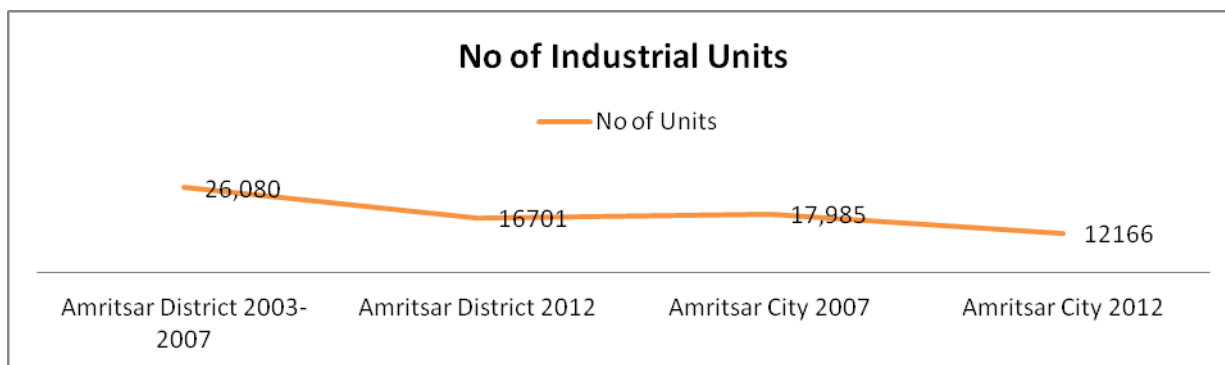
## Industrial Development:

Amritsar before partition was a well-known industrial city and it had many industries of woolen tweeds, suiting's, blankets, shawls etc but got a set back later. Amritsar district in overall had 26,080 numbers of small-scale industrial units with 1,15,423 numbers of workers and 13 numbers of large /medium scale units with 5,910 number of workers in 2007. It has been observed that 69% of the district's small- scale industries are located within the Amritsar city employing approximately 71% of the workers engaged in SSI units Nearly 61.5% of the medium and large –scale unit are located within the city which includes Khanna Paper Mill on Fatehgarh Churian Road, Verka Milk Plant, Northern Railway Mechanical Workshop, OCM Mill on G.T. Road towards waghera border, Gopi Fabrics Pvt. Ltd etc.

**Table 5.9**

**Status of Industrial Development in Amritsar District and City from 2007 to 2012**

Items	Amritsar District 2003-2007	Amritsar District 2012	Amritsar City 2007	Amritsar City 2012
No of Units	26,080	16701	17,985	12166
No of Employees	1,15,423	80118	81,772	58270
Fixed Capital (CroresRs.)	695.32	508.03	-	347.84
Production (croresRs.)	3,836.61	3592.41	-	2356.25
% share of city to district	68.96%	70.84%	72.84%	72.73%



**Figure 5.8**



**Figure 5.9**

Table 5.9 indicates that there has been decrease in number of units in the category of small scale industries from 26080 to 16701 during 2007 to 2012. During this period there has been decline in the number of workers employed in these units i.e from 115423 to 80118. So we can say that there is negative growth of industry in Amritsar. This may be due to the lack of well defined industrial policy of the government, which could attract more investors and retain the existing entrepreneurs. During our field work, knowledgeable people told us that the decline of industries is because of lack of education and skilled persons required for the industry. There is a lack of incentives by the government in comparison to neighbouring states. New opportunities in trade and commerce also made it less attractive than others. Moreover the populist measures on the part of state have acted as hindrance for seeking industrial employment. Last but not the least, the irregular power supply to these industries has affected their working in a big way, which has lead to the flight of investors from industrial sector to booming real estate activity.

### **Crime in the City:**

Lower incidence of and rate of crime in a city is an indicator of secure life. Crime in India is registered under Indian Penal Code (IPC) and the under the Special and Local Laws (SLL). IPC is a comprehensive code, intended to cover all substantive aspects of criminal law. Crime which are not covered under IPC are covered under special and local laws. Further details of crimes covered under above mentioned heads are as is given below:

a) Broad classification of crimes under the Indian Penal Code (IPC)

1. Crimes against Body: Murder, Attempt to Murder Culpable Homicide not amounting to Murder, Kidnapping and Abduction, Hurt, Causing Death by Negligence;
2. Crimes Against Property: Dacoity, its Preparation and assembly, Robbery, Burglary, Theft;

3. Crimes Against Public Order: Riots, Arson;
  4. Economic Crimes: Criminal Breach of Trust, Cheating, Counterfeiting;
  5. Crimes Against Women: Rape, Dowry Death, Cruelty by Husband and Relatives, Molestation, Sexual Harassment and Trafficking of Girls;
  6. Crimes Against Children: Child Rape, Kidnapping & Abduction of Children, Procurement of minor girls, Selling/Buying of girls for Prostitution, Abetment to suicide, Exposure and Abandonment, Infanticide, Foeticide;
  7. Other IPC crimes
- b) Crimes under the Special and Local Laws (SLL)
1. Arms Act, 1959;
  2. Narcotic Drugs & Psychotropic Substances Act, 1985;
  3. Excise Act, 1944;
  4. Explosives & Explosive Substances Act, 1884&1908;
  5. Immoral Traffic (Prevention) Act, 1956;
  6. Railway Act, 1989
  7. Registration of foreigners Act, 1930
  8. Protection of Civil Right Act, 1955;
  9. Indian Passport Act,1967
  10. Essential Commodities Act, 1955;
  11. Antiquity & Art Treasure Act,1972;
  12. Dowry Prohibition act, 1961;
  13. Child Marriage Restraint Act, 1929;
  14. Indecent Representation of Women. (P) Act, 1986;
  15. Copyright Act, 1957;
  16. Sati Prevention Act, 1987;
  17. SC/ST (Prevention of Atrocities) Act, 1989;
  18. Forest Act, 1927;
  19. The Official Secrets Act, 1923;
  20. The Unlawful Activities (Prevention) Act, 1967;
  21. The National Security Act, 1980;
  22. Motor Vehicles Act, 1988;
  23. Juvenile justice Act, 1986;
  24. The Cinematograph Act,1952;
  25. Information Technology Act, 2000;

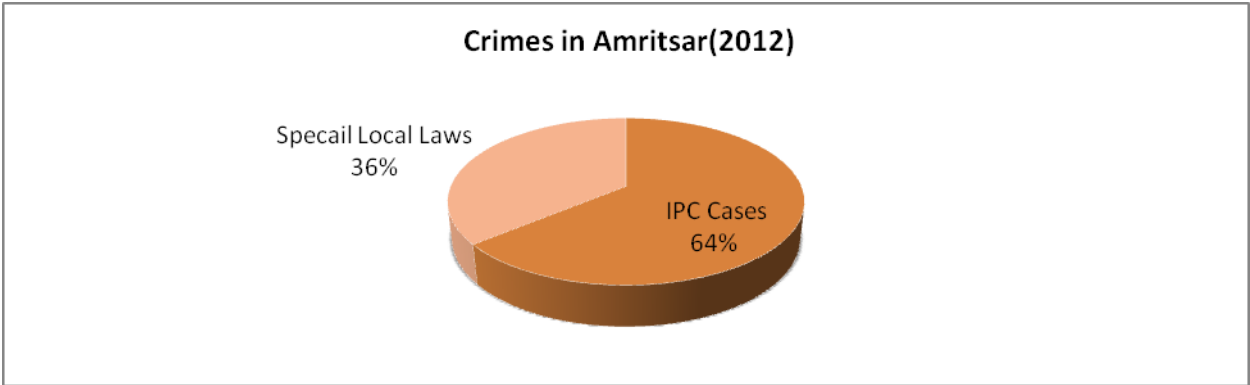
26. Other Crimes (not specified above).

Crime in a city can be studied by two ways, one is by incidence of crime and other is by rate of crime. Incidence of crime means total number of registered crimes in a state or in a settlement and crime rate means number of crimes per one lac population. Crime rate is one of the real measures of crime in a city. Table 5.10 indicates that majority of crimes are registered under IPC as shown in Figure 5.11. But incidence of crime under special and local laws is increasing at higher rate than IPC as depicted in Table 5.10 and Figure 5.11.

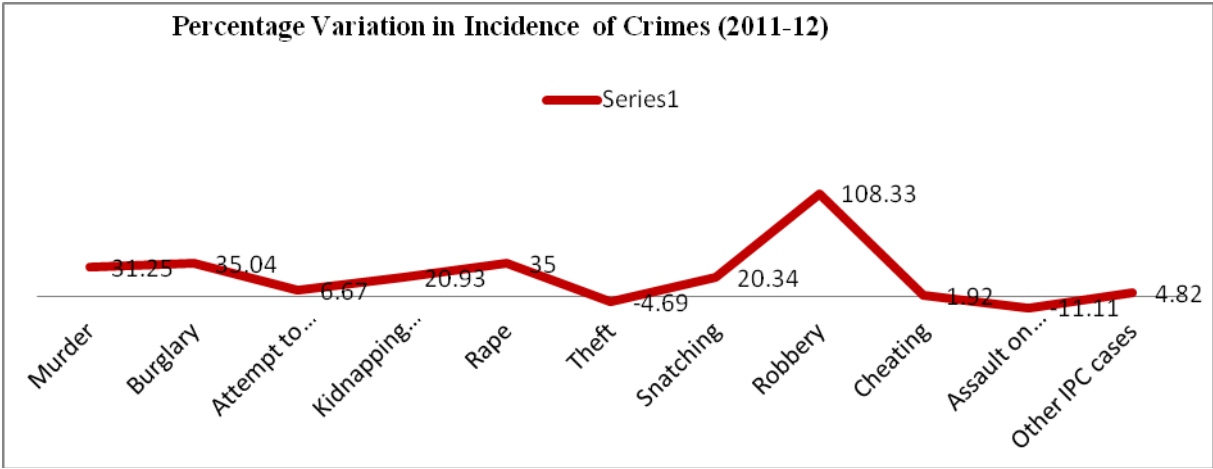
**Table: 5.10**  
**Incidence of Crime in Amritsar City (2010-2012)**

IPC Cases	Cases Registered			Variation (2011-2012)	
	2010	2011	2012	Total	Percentage
Murder	53	32	42	10	31.25
Dacoity	3	0	2	2	200
Burglary	83	117	158	41	35.04
Culpable Homicide	7	0	2	2	200.00
Attempt to Murder	71	75	80	5	6.67
Kidnapping and Abduction	51	43	52	9	20.93
Rape	24	20	27	7	35.00
Theft	161	213	203	-10	-4.69
Snatching	96	177	213	36	20.34
Robbery	9	12	25	13	108.33
Cheating	275	261	266	5	1.92
Assault on Public servant	24	27	24	-3	-11.11
Other IPC cases	976	830	870	40	4.82
<b>TOTAL</b>	<b>1833</b>	<b>1807</b>	<b>1964</b>	<b>157</b>	<b>8.69</b>
<b>LOCAL AND SEPCAIL LAWS</b>					
NDPS Act	321	242	457	215	88.84
Arms Act	19	17	25	8	47.06
Excise Act	313	302	370	68	22.52
7 EC Act	3	5	3	-2	-40.00
Corruption	4	1	0	-1	-100.00
Other laws and Spl Laws	258	140	250	110	78.57
<b>TOTAL</b>	<b>918</b>	<b>707</b>	<b>1105</b>	<b>398</b>	<b>56.29</b>
<b>GRAND TOTAL</b>	<b>2751</b>	<b>2514</b>	<b>3069</b>	<b>555</b>	<b>22.08</b>

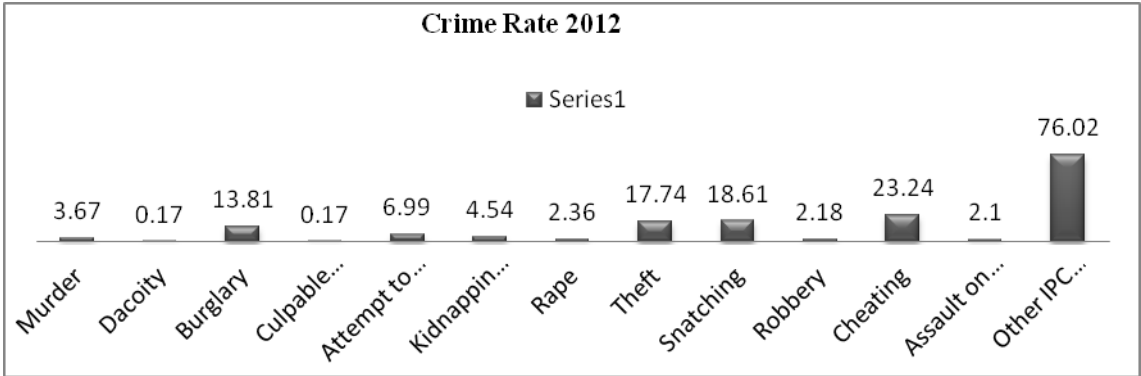




**Figure 5.10**



**Figure 5.11**



**Figure 5.12**

**Table: 5.11**  
**Crime Rate in Amritsar City (2010-12)**

IPC Cases	Crime Rate		
	2010	2011	2012
Category of Crime			
Murder	4.73	2.82	3.67
Dacoity	0.27	0.00	0.17
Burglary	7.40	10.33	13.81
Culpable Homicide	0.62	0.00	0.17
Attempt to Murder	6.33	6.62	6.99
Kidnapping and Abduction	4.55	3.80	4.54
Rape	2.14	1.77	2.36
Theft	14.36	18.80	17.74
Snatching	8.56	15.63	18.61
Robbery	0.80	1.06	2.18
Cheating	24.53	23.04	23.24
Assault on Public servant	2.14	2.38	2.10
Other IPC cases	87.06	73.27	76.02
<b>TOTAL</b>	<b>163.50</b>	<b>159.52</b>	<b>171.61</b>
NDPS Act	28.63	21.59	39.93
Arms Act	1.69	1.52	2.18
Excise Act	27.92	26.94	32.33
7 EC Act	0.27	0.45	0.26
Corruption	0.36	0.09	0.00
Other laws and Spl Laws	23.01	12.49	21.84
<b>TOTAL</b>	<b>81.88</b>	<b>63.06</b>	<b>96.55</b>
<b>GRAND TOTAL</b>	<b>245.39</b>	<b>224.25</b>	<b>268.17</b>

Under IPC cases the maximum increase in the incidence of crime has been in cases of robbery which is tuned to figure of 108.0% in comparison to previous year. The other crimes which have significantly increased over the same period are notably incidents of burglary, rape followed by murder. All these crimes have increased by 31.0 to 35.0 per cent respectively. At the same time, incidence of snatching and kidnapping and abduction has increased by up to 20.0 per cent in comparison to the previous year. The decline has been witnessed in cases related to thefts and assault on public servants in comparison to last year. Under the category of Special and local laws the maximum increase in the incidence of crime in comparison to other crimes have been in the category of N.D.P.S. Act .This increase has been quite significant to the tune of 88 per cent. Thus this figure is of grave concern for both police as well as the state in trying to look for reasons for this alarming trend. The overall picture which emerges is that there has been significant increase in total

number of cases registered under category of Local and Special Laws that is about 56 per cent in comparison to the cases under IPC which are mere 8 per cent to the total crimes registered. In totality the increase has been to the tune of 22 per cent in overall crime in comparison to previous year.

The crime rate is determined on the basis of total population of the city in a year. It gives altogether a different picture. The the cases of cheating and theft are two fifth of the total crime reported on the population basis for the year 2010. Whereas for the year 2011 there are notably four different headings in which double figure of crime rate has been observed. These are again cheating, theft followed by two newer crimes one snatching and burglary. For the year 2012 similar results emerge the crime rate increased tremendously for cases related to burglary and snatching. Under special and local laws crime rate has also swelled up to eleven points from figure of 2010. Similar instance has been seen in crime rate related to excise act. Thus from four crimes having double figure crime rate in 2010 the categories have increased to six in all. All these figures reflect the sorry state of affairs in overall incidence and crime rate in second metropolis of the State.

When we compare variation in the incidence of crime between city level and state level what we arrive at is a cocktail of crime under IPC cases as of dacioty, rape, kidnapping and abduction followed by snatching. Under Local and Special laws especially under N.D.P.S Act and Excise Act maximum incidence of crime has reported. Hence, the state figures are mere copy of what is happening at the city level not just for incidence of crime but at the level of crime rate which shows increasing rate under sections such as burglary, kidnapping and abduction and rape. Similarly, highest crime rate increase has been observed with regard to crime committed under the heading N.D.P.S Act.

## Chapter VI

### Housing, Slums and Poverty

Housing is one of the basic necessities of life for human survival. For a normal human being owning a house provides significant economic and social security and status in a society. For a homeless person, a house brings about a profound social change in his existence, endowing him with an identity and status, which help him to get benefits from various governmental and other agencies thus integrating him with his immediate and city level social environment. It also plays an important role in the overall pace of development in the society. Investment in housing, like any other industry, has a multiplier effect on income and employment. According to an estimate (IIM Ahmadabad Study, 2005), overall employment generation in economy due to additional investment in the housing /construction sector is eight times of the direct employment. As per CSO estimates, housing sector's contribution to GDP in the year 2003-04 was 4.5 per cent (3.13 for urban Areas) at the current prices. Housing stock in urban India was 50.95 million for 55.8 million urban households in 2001.

#### **Housing Stock:**

There is no regular mechanism to collect data about housing in the country as well as in Punjab. Therefore, to know the housing stock, one has to depend upon the census data. The present chapter is also based on census data. With the increase in population, there is also increase in number of households and occupied residential houses in the city, It has been observed that the number of occupied houses in the city have grown by 13.74 percent in the decade from 1981-1991 with highest growth observed in the decade 1991-2001 which is of the order of 51.52 percent as shown in Table 6.1. The high growth rate of residential houses can be attributed to the rural migration to the city of Amritsar for better educational and other facilities and for better quality of life, it being the metropolitan city and district headquarters. Further, table also reveals that number of households in Amritsar metropolis is keeping pace with the growth of number of occupied residential houses. Highest growth rate in number of households has been observed in the decade from 1991-2001 i.e. 41.79 percent while a lower growth rate of the order 12.96 percent was observed in the recent decade i.e. 2001 to 2011 as shown in Table 6.1. This slow increase of households is attributed to the slow growth rate of city's population during 2001-2011.

**Table: 6.1**

**Growth of Household and Occupied Residential Houses in M.C. Amritsar**

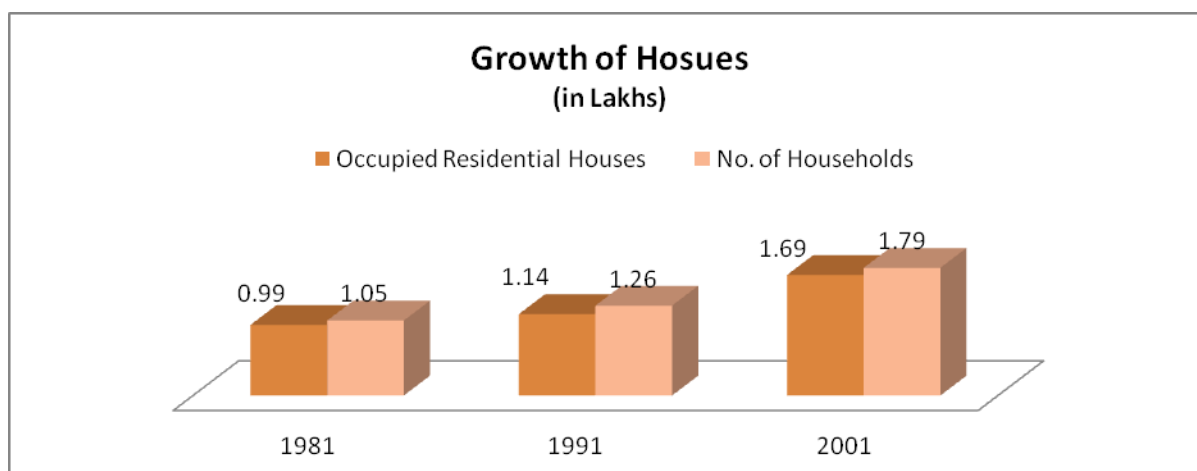
	Year	Occupied Residential Houses	Growth rate of Residential Houses (percent)	No. of Households	Growth of Households
Amritsar Municipal Corporation	1981	99140	-	105429	-
	1991	114935	13.74	126283	19.78
	2001	169743	51.52	179057	41.79
	2011	-	-	202270*	12.96

Source: Census of India: 1981,1991,2001,2011

\*Estimated from 2011 census population

**Pattern of Housing:**

Housing pattern in any city can be studied in many ways i.e in terms of density pattern, plotted or flatted development, planned and unplanned development and pattern of use of existing stock. The pattern of housing within the different parts of the city has been studied based on the general observation.



**Figure 6.1**

Looking at the pattern of housing, it has been found that most of the housing under various schemes or through private developers is in the form of plotted development. Flat development that exists in the city is mainly by centre and state governmental housing for their employees such as housing board colony, railway colony, custom colony, etc. A portion of the flat housing in the city is created by the way of development schemes prepared by Amritsar Improvement Trust, which includes flat development in Ranjit Avenue Block B, development scheme of 340 acres and Mall Mandi scheme. Further, city can also be divided

on the basis of planned and unplanned development, the walled city and its surrounding areas can be grouped under unplanned development and northern part of the city which has developed under various schemes of the M.C and Improvement Trust can broadly be considered as planned development in the city (Draft Marter Plan, 2010).

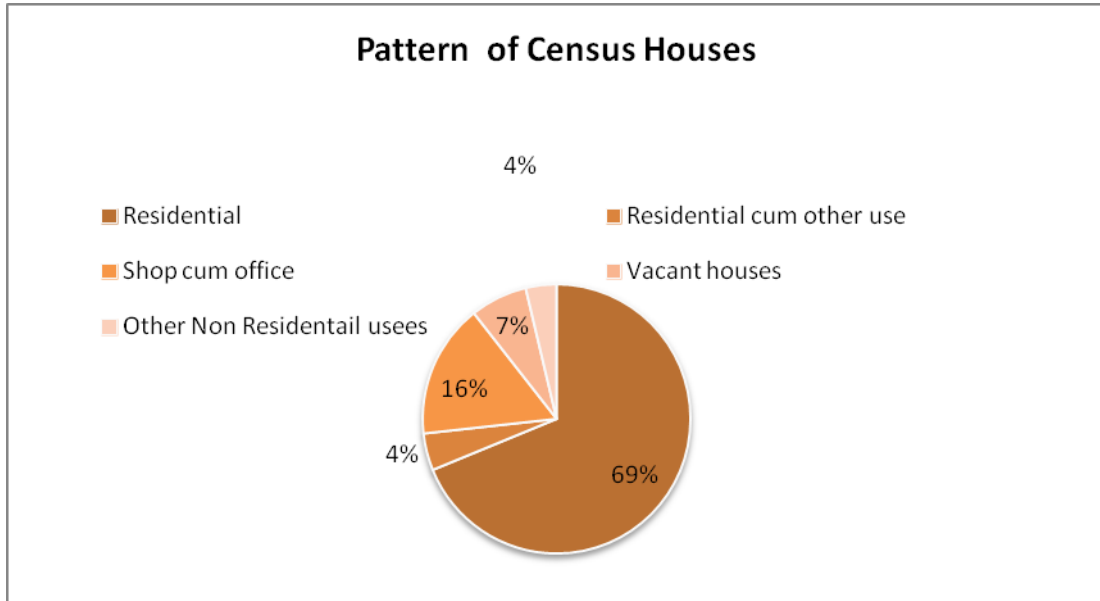
Further, Data for the pattern of use of the existing housing stock is not available for individual cities for year 2011; therefore, our analysis is based on census 2001 information as shown in Table 6.2. The table indicates that out of total 237211 houses listed in Census 2001, 159395 houses are being used as residential houses, which constitute about 2/3 of the total housing stock (67.2 percent). 4.36 percent of the houses have been used as residential and other use i.e. mixed use which is mainly concentrated in the walled city. 15.79 percent of the houses have been used for commercial purposes such as shops and offices, 2.33 percent of the houses have been used for factory, workshops and work sheds. Vacant houses in the city constitute 6.71 percent, which can be attributed to the legal framework including the Rent Control Act, which leads to unwillingness on the part of the owners to rent out the houses. It shows that there is no or under utilization of available resources.

**Table: 6.2**

**Pattern of Use of Census Houses in Municipal Corporation, Amritsar (2001)**

S.NO.	Category	No. of houses	Percent age of total houses
1	Residential	159395	67.19
2	Residential cum other use	10348	4.36
3	Shop cum office	37477	15.79
4	School/College	718	0.30
5	Hotel/Lodge/Guest House	289	0.12
6	Hospital/Dispensary	585	0.24
7	Factory/Workshop/Work shed	5528	2.33
8	Place of Worship	944	0.39
9	Other Non-Residential uses	5998	2.57
10	Vacant houses	15929	6.71
	Total Census houses	237211	100

Source: Census 2001



**Figure 6.2**

**Housing Condition:**

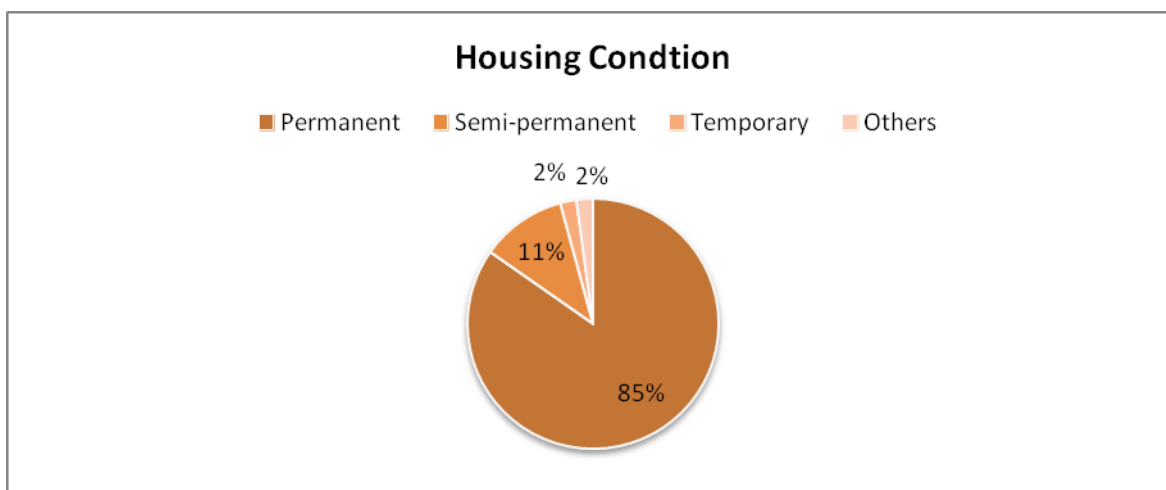
Table 6.3 depicts that 86.5 percent of the total households live in permanent and 11.3 percent in semi-permanent structures. Remaining 2.14 percent and 0.35 percent live in temporary structures and non –serviceable structures respectively.

**Table: 6.3  
Distribution of Houses according to Type of Structure**

Type of Structure	Permanent	Semi-permanent	Temporary Total	Serviceable	Non-serviceable	Unclassifiable
No. of houses	146805	19180	3642	3035	607	45
percent age of total	86.5	11.3	2.14	1.79	0.35	0.06

*Source: Census 2001*

According to Draft Master Plan 2010 survey, the housing condition in the walled city is in dilapidated or poor condition characterized by old age buildings with an average building height of four storey without any setbacks and narrow access roads with poor mass space relationship. These areas have high intensity of development and are the most densely populated areas of the city.



**Figure 6.3**

On the contrary, the area outside the walled city and within the northern bye-pass is characterized as medium density built up area with medium to good housing condition. The houses have 60-80 percent ground coverage depending on the plot size with mainly front and side setbacks and an average building height is up to two stories.

The area outside the northern bye pass is characterized with low-density development where new approved housing colonies are coming up. Therefore, the increasing concentration of planned housing efforts in the north of the city has been observed which has further aggravated the difference in quality of life between the north and south part of the city.

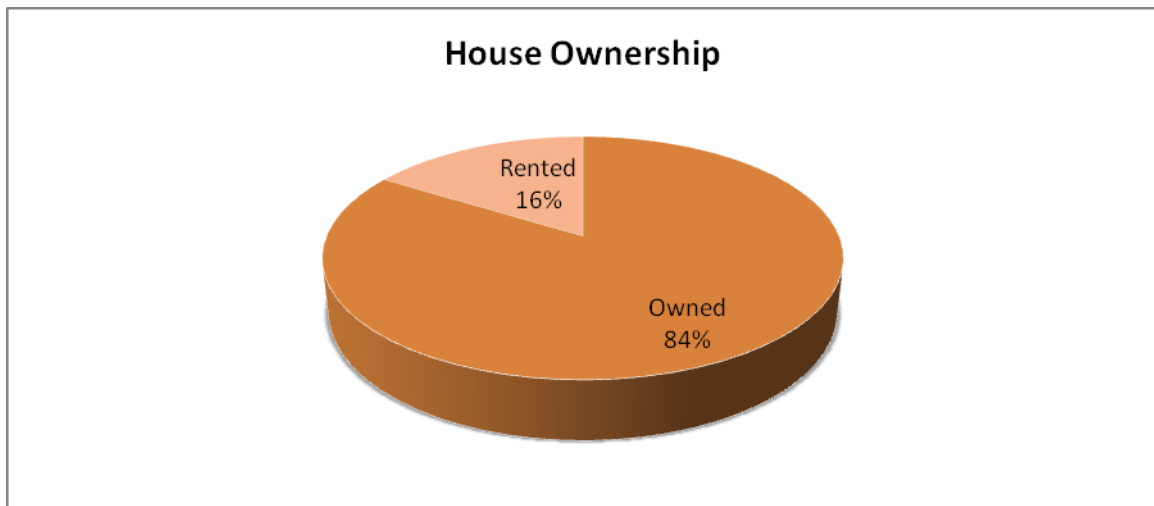
**Table: 6.4**  
**Percentage Distribution of Households According to Ownership and No. of Rooms**

Ownership	Percentage	No exclusive room	One room	Two room	Three Room	Four room	Five room	Six Room
Owned	83.81	1.11	67.57	84.33	92.03	95.82	96.83	96.76
Rented	14.34	1.30	29.15	13.19	6.81	3.52	2.62	2.59
Any other	0.01		3.28	1.76	1.16	0.65	0.54	0.65

*Source: Census of India 2011*



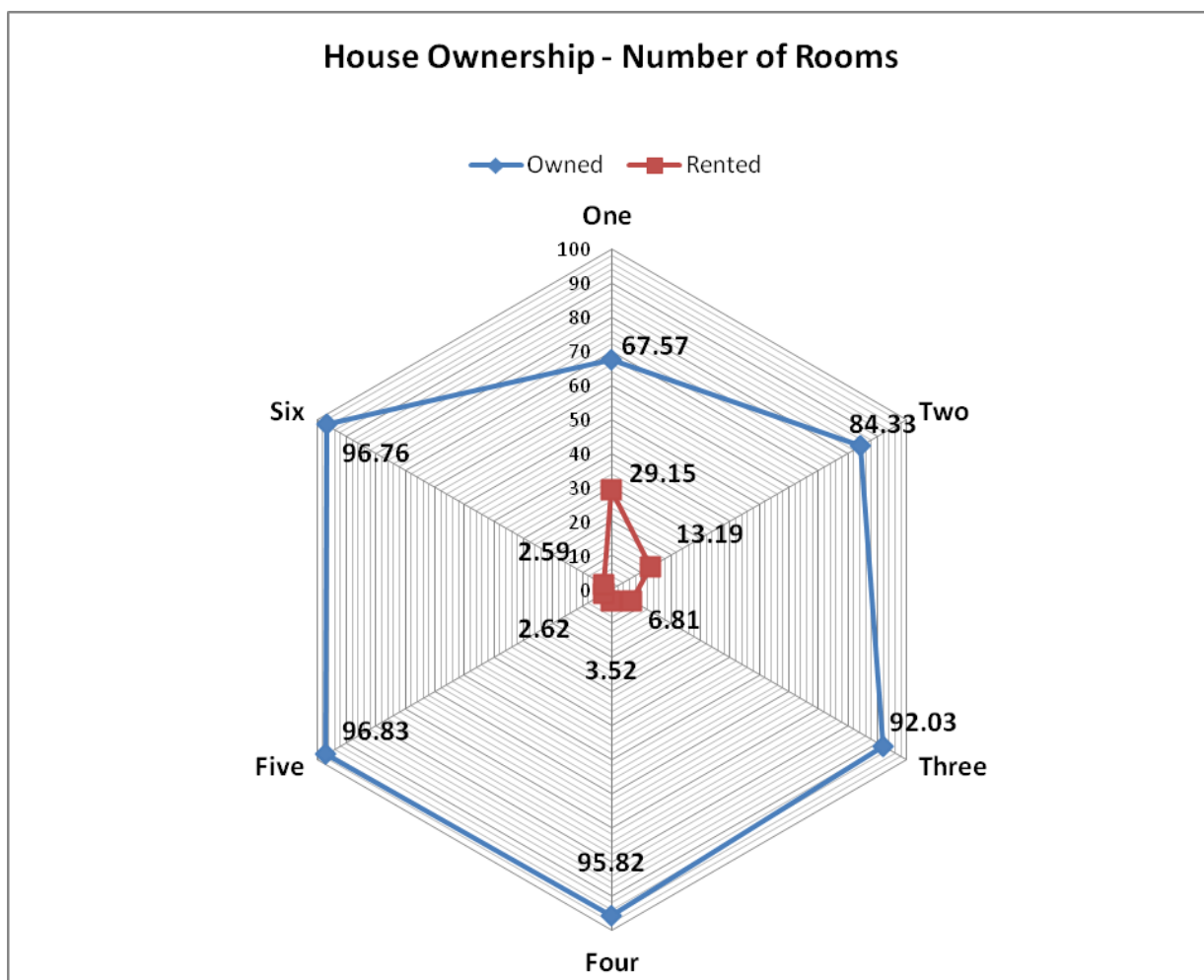
Ownership of the house and number of rooms are other measures of one's economic and social status. Table 6.4 and Figure 6.4 indicate the state of ownership and number of rooms in Amritsar (urban). It (Amritsar urban) includes data regarding all the towns including Amritsar city in Amritsar district. It reveals that more than four fifths (83.81 per cent) of the households are the owners of the houses in which they live in and 14.34 per cent have rented houses.



**Figure 6.4**

Table 6.5 and Figure 6.5 indicate that a majority (67.57 percent) of the households living in one room houses is owners and only 29.15 percent household are renters, on the contrary in case of Ludhiana city. 67.57 per cent of the households living in one room houses are renters. This is mainly due to the fact that Amritsar city has been a slow growing city and did not attract more migrants, whereas Ludhiana has been a rapidly growing city due its overall development, which attracted more number of migrants to it.

Further table also shows that ownership is directly related to more number of rooms in the house or bigger size house, and renters are inversely related with the less number of rooms or small size of the house in Amritsar urban.



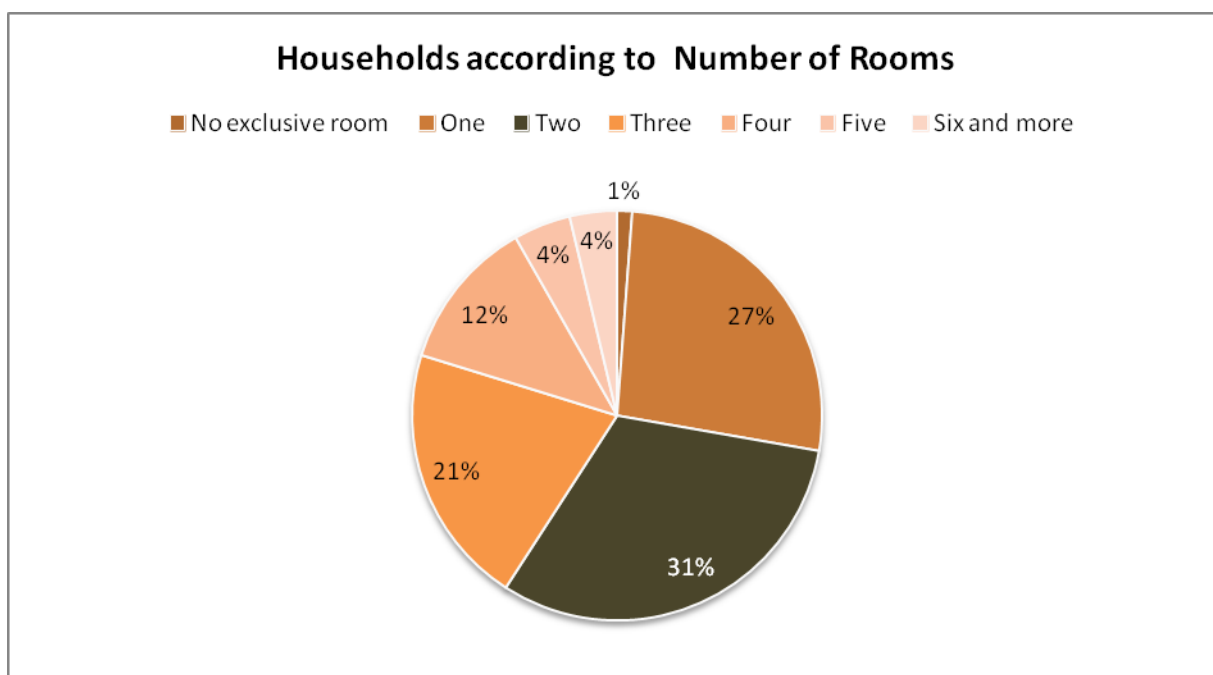
**Figure 6.5**

**Table: 6.5**

**Distribution of Households according to Number of Rooms in the House (2011)**

Number of rooms	Households	Percentage of the total
No exclusive room	3169	1.18
One	71154	26.57
Two	84009	31.37
Three	55252	20.63
Four	32082	11.98
Five	12078	4.51
Six and more	9993	3.73
Total	267737	100.00

**Figure 6.6**



**Table: 6.6**  
**Pattern of Use of Census Houses in Amritsar Urban Category wise (2011)**

Sr.No	Category	No.of houses	Percentage of the total
1.	Residential	2,56,751	66.60
2.	Residential Cum Other use	10,191	2.64
3.	Shop cum office	57,503	14.91
4.	School/College	862	0.22
5.	Hotel/Lodge/Guesthouse	595	0.15
6.	Hospital/dispensary	624	0.16
7.	Factory/Workshop/workshed	5,202	1.34
8.	Place of Worship	1,425	0.36
9.	Other Non Residential Use	17284	4.48
10.	Locked Census Houses	4434	1.15
11.	Occupied Houses	3,54,871	92.06
12.	Vacant Houses	30,605	7.93
13.	Total Census Houses	3,85,476	100.00

*Source: Census 2011*

The comparison of Table 6.2 and 6.6 which give pattern use of census houses in Amritsar city in 2001 and Amritsar urban in 2011 respectively reveals that there is not much difference between the two except little variation.

## **Slums of Amritsar:**

Like all other cities, Amritsar also has slums, but nobody took pains to know the magnitude and location of these areas within the city. Many Europeans visited Amritsar in the early 19<sup>th</sup> century and some of them eulogized the beauty and grandeur of the Harimandir. Some of them also remarked on its congestion, and the fifth of its lanes. There was no proper drainage system. There were no proper bathrooms in houses, no adequate arrangement of flushing the latrines at their tops. The dirt of the streets presented a contrast to the cleanliness of the inside of an average household (Grewal, 1978: 380). Except such general observations about the city, there is no worthwhile study which speaks about the slums of the city in detail till 1975. In 1975 the municipal committee of Amritsar identified a few slums within the city on the basis of the Punjab Slum Areas (Improvement and Clearance) Act, 1961. According to this Act, an area can be declared as slum if it fulfills the following conditions:

(1) Where the competent authority upon report from any of its officers or other information in its possession is satisfied in respect of any area that the building in that area –

a. are in any respect unfit for human habitation, or

b. are by any reason of dilapidation, overcrowding faulty arrangements and design of such buildings narrowness or faulty arrangement of streets, lack of ventilation, lights or sanitation facilities or any combination of these factors, detrimental to safety, health or morals,

it may, by notification in the official gazette, declare such area to be a slum area.

(2) In determining whether a building is unfit for human habitation for the purposes of this Act, regard shall be had to its conditions in respect of the following matters. That is to say-

a. repairs ;

b. stability,

c. freedom from damp ;

d. natural light and air ;

e. water supply ;

f. drainage and sanitary conveniences ;

g. facilities for storage, preparation and cooking of food and for the disposal of waste water ; and the building shall be deemed to be unfit as aforesaid if and only if it is so far defective in

one or more of the said matters that it is not reasonably suitable for occupation in that conditions” (Punjab Government, 1961:2-3).

The municipal committee of Amritsar identified 19 areas as slums in the city in 1976. It should not be taken for granted that except these 19 areas there were no slums in Amritsar; there were many more areas which could be declared as slum because of many reasons. Even a stranger can spot undeclared slums while moving along the Grand Trunk Road. There were also pockets in residential areas which were genuine slums. Even according to the present official definition the entire walled city or areas which were developed before 1947 could fall in the category of slums (Sandhu, 1989).

The Town and Country Planning Department of Punjab Government conducted a survey of these areas in November –December 1976, perhaps this was first study of slums in Punjab in general and Amritsar city in particular. According to this survey the population of these 19 notified areas was 32,632. These areas were scattered all over the city, i. e. within the walled city and also on the periphery. The remaining Amritsar slums have been notified in three phases:

- 1). Notification in 1984 of 4 slums by Chheharta which was then a town Committee (S. No. 20 to 23);
- 2). Notification in 1986/87 of 34 slums by Municipal Corporation Council, Amritsar (S. No. 24 to 54);
- 3). Notification in 1987 of the rest by the Commissioner, MCA.

Besides these Slums, there are 29 villages on the outer fringes of the MCA boundary which can also be declared as slums on the basis of objective criteria, but the corporation has not declared or notified any area as slum in the last 25 years. Although there were 158 unauthorized colonies in October 2003 as per records of MC.(Annexure 4.1) and many other areas have developed in the city without any planning which can also classified as slums. Now there are 446 unauthorised colonies in the city (The Tribune, 2013).

Usually slums are considered as cancerous growth and unwanted areas within a city and they are depicted as areas of darkness and despair. Recently, in a special issue of *Nagarlok* (2011) on Urban Infrastructure for the Common Man, Acharyulu and Inampudi (2011: 45) write that

“slums are found in all cities, they are a product of the urban poor. In the metropolitan areas, they create major problems of public health, law and order and locking up land which may be more useful for other community purposes.” “Such observations depict that the slum dwellers are responsible for the major problems of cities and their positive contribution to the city’s socio-economic system has been completely ignored. In case of Amritsar city R.S.Sandhu (1989) in his book on *The City and Its Slums: A Sociological Study* found that the slum dwellers of Amritsar city were:

“different from the slum dwellers of metropolitan cities in terms of literacy (they were more literate), region of origin (most of them had migrated from the same cultural region), reason for migration (most of them had migrated due to a historical event rather than economic compulsion), period of stay (most of them had been living in for the last 35 years), type of family (majority of them were living in nuclear and joint families), and housing environment (majority of them were living in better houses in terms of type, condition, covered area, number of rooms and facilities within the houses and locality). Further, it has been found that the slum dwellers under study were structurally but not culturally marginal as they hailed from pre-partition and post- partition Punjab mainly.”

As mentioned above, slums are perceived as areas of darkness or as disintegrated areas or as areas having disorganized social life from family to community level or as cancerous growth of the society. But Sandhu (1989) found that the slum dwellers of the city were conscious of their past and present positions in the society. They interacted with their environment and were also aware of their own and community’s problems. They had been living in the locality permanently in stable families (nuclear as well as joint). The slums were homogeneous communities where most of them had their own relatives and friends. Most of them were characterized by homogeneity in terms of caste, region and occupation. They identified themselves with the community and they knew each other well. In other words, they were organized at all levels, i.e. from the family to the community. Therefore, there was no darkness or disorganization among them at any level. They constituted a distinct community. Wiebe (1975) and Ranga Rao and Rao (1984) also noted these features among the slum dwellers of Madras and Vijayawada.

On the contrary to the view that slum dwellers creates problems in the city, the above mentioned study revealed that they were working in all the sectors of economy (formal, informal, primary, secondary and tertiary). Further, they interacted with the city market, various economic and commercial institutions of the city and they were aware of their functioning and played an important role in these institutions. Majority of them were not under debt and some of them had saved some amount from their earnings. This again showed their awareness about economic institutions and their interaction with them. Hence there was no darkness among them as far as economic aspect was concerned.

In short, the slum dwellers were organized from family to the community level and they were also organized on the basis of caste, religion, occupation and political affiliations. They were aware of their social, economic, political and religious positions in the society. They interacted at various levels with different (social, economic, political and religious) institutions of the society. Therefore, their organization, awareness and interaction with the larger institutions of the society show the absence of darkness, disorganization among the slum dwellers of Amritsar.

### **Demographic Profile of Slums:**

Slums are an integral part of every city. Information about slums in Amritsar is neither upto date nor is reliable. Our analysis is based on the available data which shows that during the decades 1981- 2011, number of slum dwellers in Amritsar has increased from 32,632 (1981) to 332274 recording more than ten times increase in slum population. It constituted 29.33 percent of total population as per Census 2011 (Table 6.7). But contrary to this Draft Master Plan 2010 mentioned that their population was 4,07,428 persons living in 63 slum abadis in 2009, as per a survey conducted by MC Amritsar (List with names and population of individual slums is enclosed as annexure 4.2) which constitute 36.82 of the total population and it seems to be on the very high side. As mentioned above, besides these notified slums, there are many villages on the periphery of the city in addition to 446 unauthorized colonies which also lack or have inadequate infrastructure. This indicates fast deteriorating quality of life and acute shortage of housing and basic infrastructure in many residential areas of the city.

**Table: 6.7**  
**Growth of City and Slum Population**

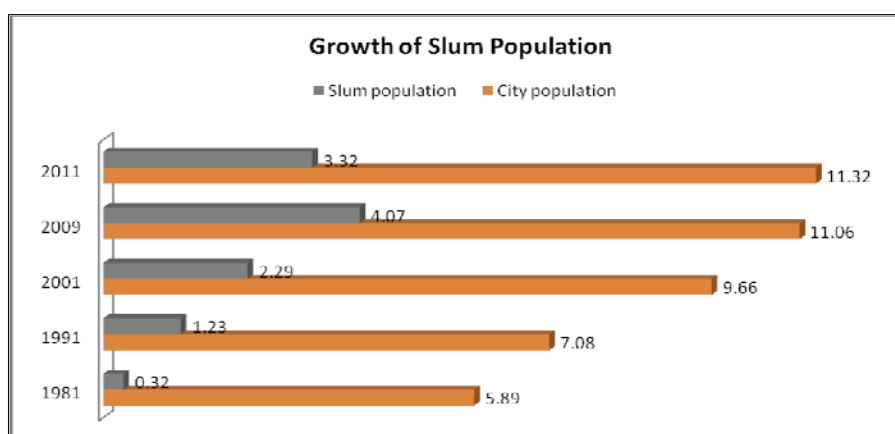
Years	City population	Slum population	Per cent to City population	Growth Rate	
				City Population	Slum Population
1981	589299	32632	5.53	NA	NA
1991	708835	123000	17.35	20.3	276.9
2001	966,862	229603	23.74	36.4	86.7
2009*	1106344*	407428*	36.82	14.4	77.4
2011	1132719	332274	29.33	13.22	55.0

Source: Census of India 2001, 2011, \*Draft Master Plan, Amritsar 2010

Note: Slum population in year 2009 was 407428 as per MCA.

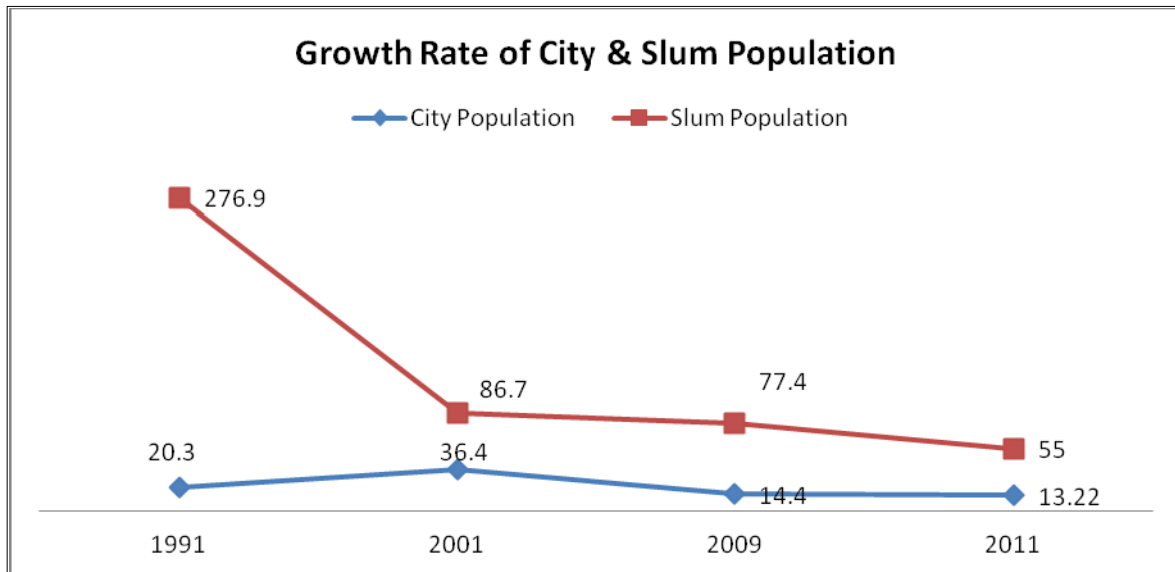
### Slum Location and Distribution:

At present, 63 notified slums (Refer annexure 4.2 and map 6.1) exist in the city which have been notified by the Municipal Corporation, Amritsar under the Punjab Slum Areas (Improvement and Clearance) Act, 1961 covering a total area of 5.8 Sq.kms, constituting 4.26 percent of the area of the city (as per the national urban information scheme for indicators produced by Municipal Corporation, Amritsar). Largest number of slums was notified in 1986/87 i. e 32(24 to 54) localities were declared as slums. Since then MC has not notified any slum in the city. From above, it can be concluded that slum population has increased from 5.53 percent in 1981 to 36.82 percent in 2009, further the slum population which constitutes more than one third of the city population has been accommodated in 4.26 percent of the city area which means that gross density in slums of the city is 70246 persons Sq.km. whereas gross density of the city is 7971 persons /sq.km.



**Figure 6.7**





**Figure 6.8**

Amritsar city can be divided in two broad areas i.e. city on the southern side or on the left side of main railway line and Grand Trunk Road (GTR) and city on northern side or right side of main railway line or GTR. Former part of the city consists of walled city and its surrounding areas and later part of the city mainly consists of areas which were developed before 1947(colonial development) and after 1947 (Post colonial development). Looking at the spatial distribution of slums, majority of slums are located in the southern part of city in close vicinity of walled city, Amritsar. Concentration of slums on the southern part was largely on account of haphazard and unplanned development in the area besides absence of any major development scheme taken up by the Improvement Trust and Municipal Corporation. On the other hand Northern side of the city is better placed due to lesser number of slums. This is due to the fact that majority of development schemes and better quality of development took place in northern part of the city.

### **Size of Slums:**

A cursory look at the list of slums in M.C. Amritsar reveals that the size of slums vary from 392 to 19000 persons which means smallest slum has 392 persons and the largest slum has 19000 persons. Table 6.8 indicates that one third of them are small sized, little less than one half are of medium size and only one fifth of them are of large size. Major slum population is concentrated in medium and large size slums.

**Table: 6.8**  
**Classification of Slums according to Population Size**

Size of Slum	Number	Percentage
Less than 5000 ( Small size)	21	32.7
5000-9999 (Medium size)	30	47.1
10000 or more( Large size)	13	20.3

*Source: Municipal Corporation, Amritsar*

### **Housing in Slums:**

According to visual survey of slums in Amritsar, it has been observed that housing condition in these areas is poor. They are characterized as one room tenements housing 6-7 people on an average and are made up of semi permanent materials because of the cost factor as they do not have fixed income and mainly work on daily wages (Draft Master Plan, 2010).

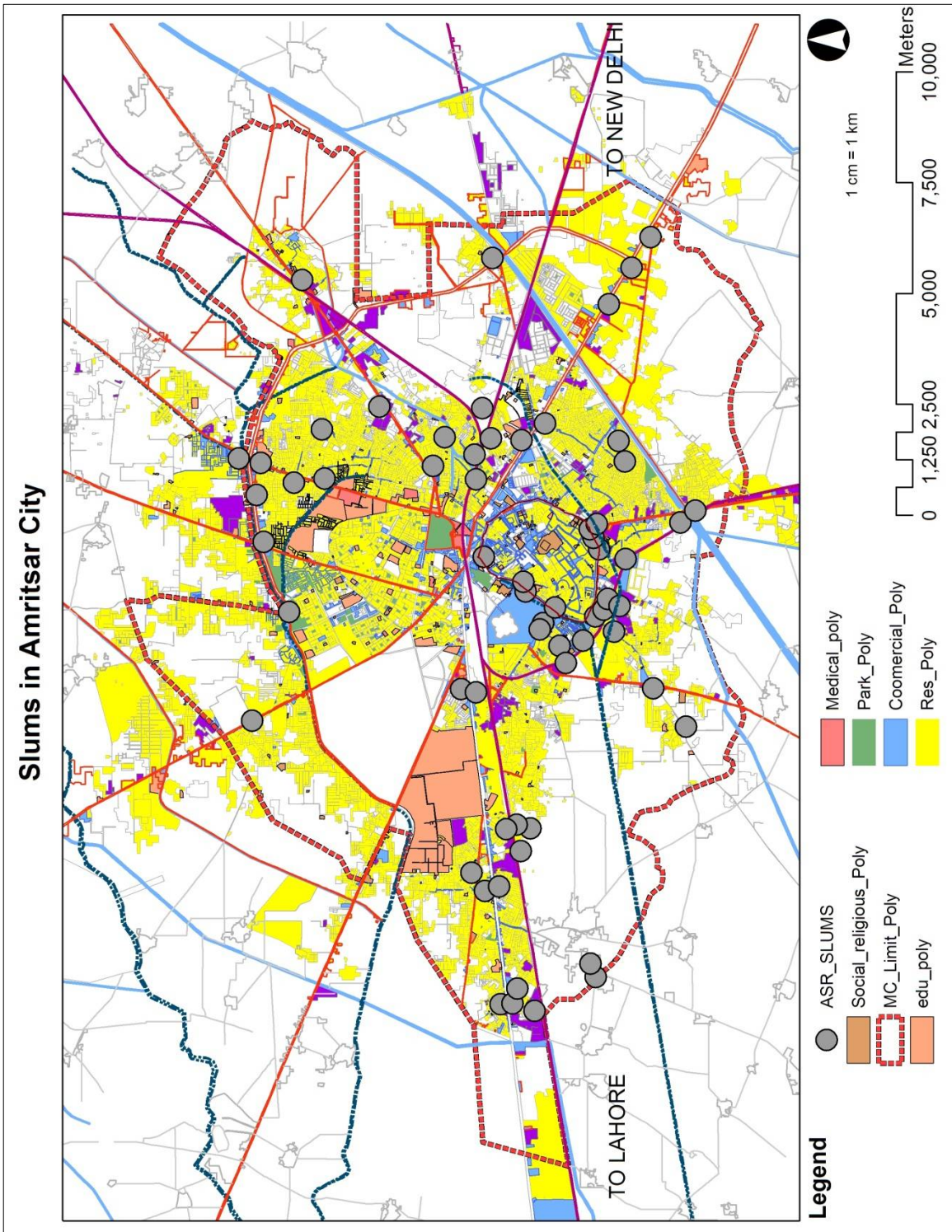
### **Owenship of Slum Land:**

Table 6.9 indicates that 89 percent of the slums in the city exist on the private land where in some cases the land has been either encroached or has been purchased from land owner and the remaining 11 percent of the slums exists on the MCA lands which are mainly located on the southern part of the city. It is usually observed that majority of slums come up on Govt. land but in case of Amritsar it is otherwise.

**Table: 6.9**  
**Ownership of land under Slums in Amritsar**

Sr.No.	Ownership of Slum Land	No. of Slums	percent age
1	Public(MCA)	6	9.5
2	Private	56	89
3	Other	1	1.5
	Total	63	100

*Source: Municipal Corporation-Amritsar, 2009*



**Map 6.1**



**Photograph 6.1-** New Housing Areas in Peripheral Areas of Slums in Amritsar

### Availability of Urban Basic Services in Slums:

Basic services and amenities available in the slums in Amritsar are given below. It has been found that 71.87 percent of the slum population has access to safe drinking water whereas 28.13 percent population is still dependent upon make shift arrangement.

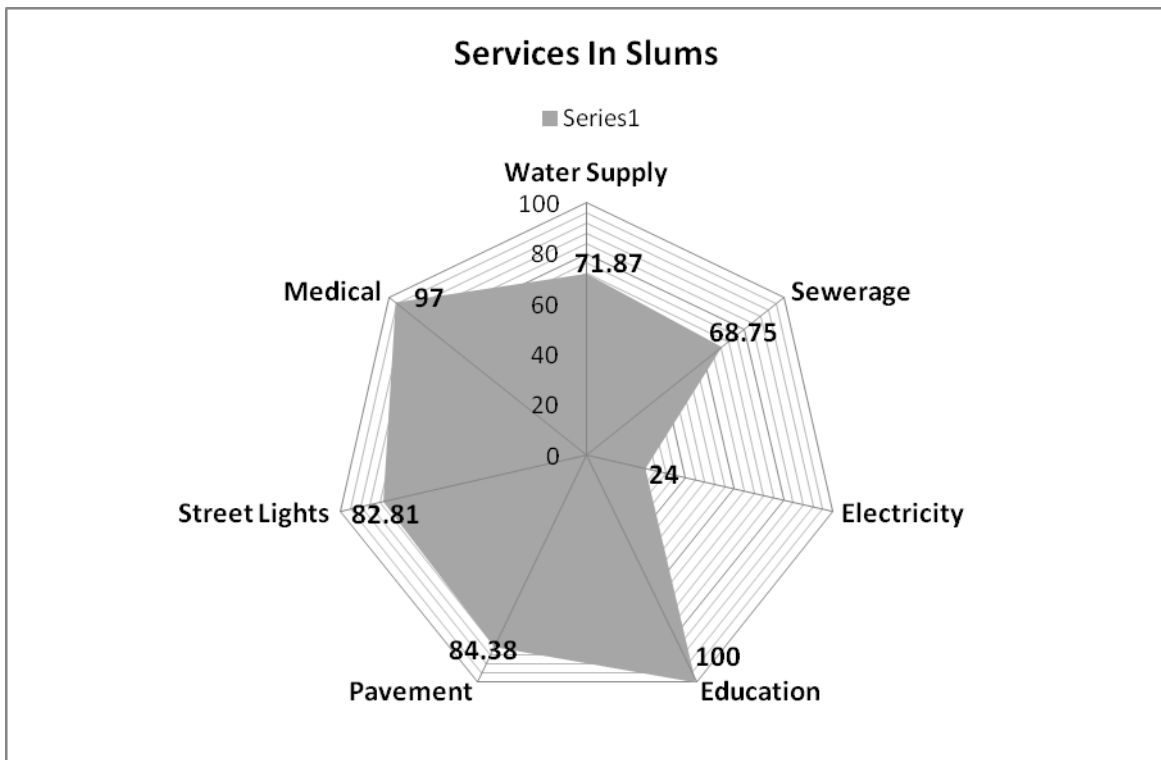
**Table: 6.10**  
**Basic Services & Amenities Existing in Slums of Amritsar**

Basic Services	No. of Slums Having Access to Basic Services	Percent age	Number of slums without basic Services	Percent age	Total
Water Supply	45	71.87	18	28.13	63
Sewerage	43	68.75	20	31.25	63
Electricity	14	24	49	76	63
Education	63	100	-	-	63
Pavement	53	84.38	10	15.62	63
Street Lights	52	82.81	11	17.19	63
Medical	61	97.00	2	3.00	63

*Source: Municipal Corporation, Amritsar-Survey on Slums*



**Photograph 6.2**-Electricity Theft- Dangerous and lack of provision of services in a Slum in Amritsar



**Figure-6.9**

Further, in terms of sewerage, 68.75 per cent population has access to this facility whereas rests of the 31.25 percent are defecating in available open areas. In the absence of regular electric connections, majority of population tap the electricity illegally through kundi connections. Moreover, in many of the slums areas such as Bangla Basti, Indira Colony, the high tension lines and towers are exist in between the settlements having road underneath and houses by its side which is a threat to human habitation.

Demographic characteristics of slum in Amritsar are shown in table 6.11 below. Table 6.11 indicates that the slum population constitute 23.74 percent of the city population in 2001 (detailed information of Slums in Amritsar city for 2011 is not yet available) and two fifths residents of the slum belongs to the category of scheduled castes. Number of workers living in slums constitute little less than one fourth of the total work force of the city. Table also indicates that slum dwellers are less literate, than the city population. Higher proportion of slum dwellers are engaged as cultivators, agricultural works and household industry workers than the city population. This is due to the fact majority of slums are situated on the periphery of the city and many of them have been residents of villages which had been included in the city limits. Average household size in slum areas has been 5.47 whereas in case of Amritsar metropolis the size is 5.39.

**Table: 6.11**  
**Demographic Characteristics of Slums in Amritsar**

Sr.No	Item	Urban	Slum	Per cent Share of Slum
1	Total households	179057	41961	23.43
2	Total population (including institutional and houseless population)	966,862	229,603	23.74
3	Population in the age group 0-6	116,062	31581	27.21
4	Schedule caste population	182,261	70610	38.74
5	Literates	676,824	141771	20.94
6	Total workers	310,961	72777	23.41
7	Main workers	291776	67220	23.03
	Cultivators	2405	796	33.00
	Agricultural Labourers	5,000	2271	45.42
	Household industry workers	12,100	2613	21.75
	Other workers	272,271	61540	22.60
8	Marginal workers	19,185	5557	28.96
	Cultivators	273	20	7.32
	Agricultural Labourers	1,036	525	50.67
	Household industry workers	1,948	594	30.49
	Other workers	15,928	4418	27.73
9	Non workers	655,901	156826	23.91

Source: Census of India-2001

From Table 6.11 it can be concluded that more than one third of city population is living in slums and they are growing at a very high rate consequently they have increased 13 times in the last three decades. As far as information about them is concerned there is difference in the population figure of slums given by Draft Master Plan for Amritsar 2010 and by Census 2011. Data also reveals that all the existing slums were notified till 1987, since then MC have not identified and notified any slum in the city. These are the areas which have inadequate basic services. Provision of basic services and improvement of housing quality are critical areas which require MCA action. Now let us see efforts made by MC to address their problems in last few years.

**Table: 6.12**  
**Estimated Budget of 2012-13: Schedule of Development Works (Water Supply Deptt.)**  
**Non Committed Expenditure**

Head of Accounts	Approved Expenditure 2010-11	Real Expenditure 2010-11	Approved Expenditure 2011-12	Revised Expenditure 2011-12	Real Expenditure 1-4-11 to 31/3/12	Estimated Expenditure 2012-13
1	2	3	4	5	6	7
Construction of new Roads	50.00	45.61	55.00	50.00	13.44	100.00
Repair of old Roads	150.00	182.64	75.00	400.00	309.45	200.00
Construction of new drains	25.00	73.58	40.00	150.00	112.46	100.00
Repair of old drains	50.00	67.68	60.00	47.00	42.35	100.00
Construction of new streets	25.00	78.16	40.00	100.00	100.40	180.00
Repair of old streets	50.00	131.43	50.00	100.00	109.45	150.00
Slum Improvement	200.00	90.45	100.00	100.00	82.87	200.00
Purchase of Machines	100.00	106.05	100.00	20.00	4.78	100.00
Land Scape and Maintenance of Parks	50.00	100.25	75.00	90.00	134.75	115.00
New street lights	80.00	199.05	75.00	100.00	93.51	50.00
Elevated	200.00	0.00	75.00	-	-	75.00
JNNURM (Share of M.C)	50.00	0.00	50.00	-	-	50.00
<b>Total(A)</b>	<b>1030.00</b>	<b>1074.90</b>	<b>795.00</b>	<b>1157.00</b>	<b>1003.46</b>	<b>1420.00</b>
<b>Water supply &amp; Sewerage Department</b>						
New water supply & sewerage lines	200.00	278.87	200.00	377.00	190.10	300.00
JNNURM (Share of M.C)	500.00	0.00	500.00	-	-	500.00
<b>Total (B)</b>	<b>700.00</b>	<b>278.87</b>	<b>700.00</b>	<b>377.00</b>	<b>190.10</b>	<b>800.00</b>
<b>Total(A+B)</b>	<b>1730.00</b>	<b>1353.77</b>	<b>1495.00</b>	<b>1534.00</b>	<b>1193.56</b>	<b>2220.00</b>

*Source: Deputy Controller (Financed Accounts), Municipal Corporations Amritsar.*

Although, slums constitutes more than one third of population of the city but MCA's annual budget (2005-06) reserved for slums was Rs. 650 lakhs which was 9.75 percent of development budget and 1.6 percent of the over all budget (CDP Amritsar 2006). The City Development Plan made a strong case to improve slums in Amritsar. The recent position of slums as far as budget allocation is concerned. Table 6.12 presents the budget of water supply department for year 2012-13 along with the budget of 2010-11 and 2011-12. Table shows that only 90.45 lakhs and 82.87 lakhs were spent on slum improvement in 2010-11 and 2011-12 respectively, which merely constitute 6.7 percent and 6.9 of the development budget and only 0.52 percent and 0.51 of the total budget of two financial years mentioned above. The conclusion is that slum dwellers are completely ignored by administration and they are compelled to live under bad conditions.

### **Urban Poverty:**

It is an interesting feature of urbanization in Punjab that incidence of urban poverty is higher than the rural poverty. It believed that in India there is a higher incidence of poverty in rural areas and urban poverty is largely a spill over of the rural poverty. In Punjab spill over thesis does not hold good. Further, it has been observed that incidence of rural poverty has always been lower than the urban poverty and that rural poverty has also been declining at a faster rate than the urban poverty. As a result, the incidence of rural poverty in Punjab has now reached almost a negligible magnitude. In mid-sixties the proportion of urban population below poverty line (48.07%) was less than double the population of rural poverty but in early nineties the same was more than three times the population of rural poor (Shergill and Singh 1998).

According to Planning Commission, during the year 2009-10 there were 18.4 lakhs persons constituting 18.1 percent in urban area living below poverty line in Punjab (Govt. of India 2012). In Punjab ratio of urban poverty and number of urban poor has increased. To deal with problem of urban poverty Govt. of India launched Swarna Jayanti Shahari Rozgar Yojana (SJSRY) in 1997 to alleviate the index of poverty in the urban areas. The scheme consists of five components; (1) Urban Self Employment Programme (USEP), (2) Urban Women Self Help Programme (UWSP), (3) Skill Training for Employment Promotion amongst Urban Poor (STEP- UP),(4) Urban Wage Employment Programme (UWEP) and (5) Urban



Community Development Network (UCDN). According to Economic Survey (2010-2011), in Punjab during the year 2009-10, total 960 beneficiaries were provided skill up-gradation training for which Rs. 35.00 lakhs were utilized. Out of it 560 beneficiaries belong to Scheduled Castes (SC) for which Rs. 20.60 lakhs was spent. Under Urban Wage Employment programme (UWEP), Rs.3.00 lakh utilized to generate 1000 mandays of work. About 14 beneficiaries were provided Rs.1.00 lac subsidy and Rs. 5.67 lakhs as loan under Self – Employment component. Out of it Rs. 0.85 lakh was paid as subsidy and Rs. 4.82 lakhs as loan to 12 beneficiaries belonging to SC categories. During the current financial year (upto 30.09.2010) under Self- Employment Component, subsidy of Rs. 1.49 lakhs and loan of Rs. 6.66 lakhs was disbursed to 48 beneficiaries out of which Rs. 1.00 lakhs as subsidy and Rs. 5.67 lakhs as loan were provided to 32 beneficiaries belonging to S.C. categories. Under Urban Wage Employment Programme (UWEP), 1000 man-days of work were generated by spending Rs. 48.57 lakhs.

Now let us see the performance of SJSRY in Amritsar. According to (BPL) Below Poverty Line Survey of Amritsar city a total of 16655 households i.e. 95200 persons constituting 9% of city population fall under BPL category (CDP- 2006). In 1997 Swarna Jayanti Shahari Rozgar Yojana (SJSRY) was implemented in the city. This programme was started in 1997 by creating an Urban Poverty Eradication Cell (UPEC) in Municipal Corporation and Assistant Project Officer was appointed to look after the programme.

Table 6.13 presents the overall situation of funds available for the programme. Table indicates that for the last five years (since 2007-08) the funds provided by Central Govt. remained unspent and contribution of the State was nil. The programme has not made any progress. The full time Assistant Project officer of UPEC has now posted in some other department and he looks after the programme as an additional work. In short, it can be concluded that the programme has not been taken seriously by the state as well as the MCA. Now let us examine, why poverty alleviation programme failed to achieve its goal. Some evaluation studies (IDC 1998; Sandhu and Singh 2004) found that poverty alleviation programme in general and SJSRY in particular could not achieve their goals because:

- It has been seen that in the absence of proper identification of the target group, those living below the poverty line, by the local body, benefits meant for the poor are not reaching them.

- The city level Urban Poverty Eradication Cell does not give much importance to the programme.
- The grassroots and middle- level organization structures like Neighbourhood Groups and Neighbourhood Committees are absent. Moreover; non –target groups mainly hold leadership in Community Development Societies level organisations.

**Table: 6.13**

**Availability of Funds and Expenditure on SJSRY in Amritsar City from 2002 to 2012**

Opening Balance as on 31.3.2002 or Unspent balance of old UPA program as on 31.12.2012	Central Share Received	State Share actually released	Total fund (Col-2+3)	Expenditure out of Total funds	Unspent Balance TotalCol 4-5
1	2	3	4	5	6
2002-03	12.42	..	12.42	3.61	8.81
2003-04	8.81	1.00	9.81	7.52	2.29
2004-05	3.46	...	3.46	2.14	1.32
2005-06	1.32	1.00	2.32	1.29	1.03
2006-07	1.03	...	1.03	0.42	0.61
2007-08	0.61	1.60	2.65	0	2.65
2008-09	2.65	...	2.65	0	2.65
2009-10	2.65	...	2.65	0.30	2.35
2010-11	2.35	...	2.35	0.15	2.20
2011-12	2.20	...	2.20	0	2.20

*Source: Municipal Corporation Amritsar*

- The formulated programme providing various guidelines is far from the social reality at the local level, for example, a beneficiary cannot obtain a loan from the bank because she/he cannot full fill conditions laid down by the banks.
- It can be concluded the schemes meant for the poor do not help them in becoming self-dependent after getting training under the SJSRY.

In short, it is true that groups that lack assets tend also to lack voice, security and stake in the larger society, hampering the ability of the institutions to perform their necessary co-ordination functions. Thus the Swaran Jayanti Shahari Rozgar Yozna (SJSRY) has not been able to achieve its objectives and it urgently needs drastic changes at levels of formulation, implementation and attitudes of various stakeholders towards the poor.

## Chapter VII

### Infrastructure

For the last several years Punjab is being considered as number one state in availability of infrastructure (Aiyer 2009) in India. It indicates the status and quality of life one enjoys. At the national level, 20 per cent of country's urban households do not have access to safe drinking water, 58 per cent do not have safe sanitation, and more than 40 per cent of garbage generated is left uncollected for want of proper waste management (Sridhar and Mathur 2009). Infrastructure includes social, economic and physical infrastructure. Here, we would deal with social and physical infrastructure only. In social infrastructure we have discussed health and education only and in physical infrastructure, we have included water supply, sewerage system, solid waste disposal and roads and vehicles. There is a wide variation in the availability of infrastructure and services between cities and within cities. It is a well-known fact that larger cities have better institutional arrangements and quality of services. Small towns, with limited resources, are always deficit of important/ basic infrastructure. The cities are engines of growth and their efficiency largely depends on how adequate infrastructure they have, how well they are planned, how economically they are developed and how efficiently they are managed. In the state except S.A.S. Nagar (Mohali) all other towns are old and major part of them are unplanned and have inadequate infrastructure. Let us see the situation of infrastructure in Amritsar city.

#### **Education:**

The literacy rate of Punjab State, which was 58.51 per cent in 1991 has increased to 76.7 percent in 2011, an increase of 18.19 percent points during the last 20 years. The literacy rate for males in urban areas has increased from 83.05 percent in 2001 to 87.28 percent in 2011. It has also gone up for urban females from 74.47 percent in 2001 to 79.62 percent in 2011. Similarly, average literacy rate of Amritsar city has also gone up from 79.55 percent in 2001 to 85.27 percent of which male and female was 88.09 and 82.09 percent respectively in 2011.

According 2001, educational institutions up to senior secondary level per 10000 persons in the state on the whole were 0.72 senior secondary schools, 1.19 secondary schools, 1.40 middle schools and 2.33 primary schools. As for college level, the state had 0.02 medical and

engineering colleges, 0.03 polytechnic colleges and 0.26 arts/science/commerce/law colleges for 10000 persons( Sharma, Sandhu and Teotia, 2012). But this situation is changing because Govt. is withdrawing from the educational sector and many private partners have already entered this field who want to make quick buck from this activity. This is evident from tables 7.1 and 7.2.

**Table: 7.1**  
**Educational Institutions in Amritsar City**

Sl. No.	Item	2009-10	2010-11	2011-12
1	<b>Govt. High/Ser. Secondary Schools</b>	46	46	46
	Total No. of Students	12737	12305	12110
	Total No. of Teachers	410	406	398
2	<b>Middle Schools</b>			
	Government school	46	46	38
	Total No. of Students	10157	11559	7699
	Total No. of Teachers	270	272	232
3	<b>Primary Schools</b>			
	Government school	102	103	83
	Total No. of Students	17033	17771	13374
	Total No. of Teachers	536	483	453
4	<b>Higher Education</b>			
	Polytechnic college	2	2	2
	Engineering Colleges	4	4	4
	Dental Colleges	2	2	2
	Medical colleges	2	2	2
	Universities	1	1	1
	Arts colleges	10	10	12

*Source: District Education Officer, Amritsar*

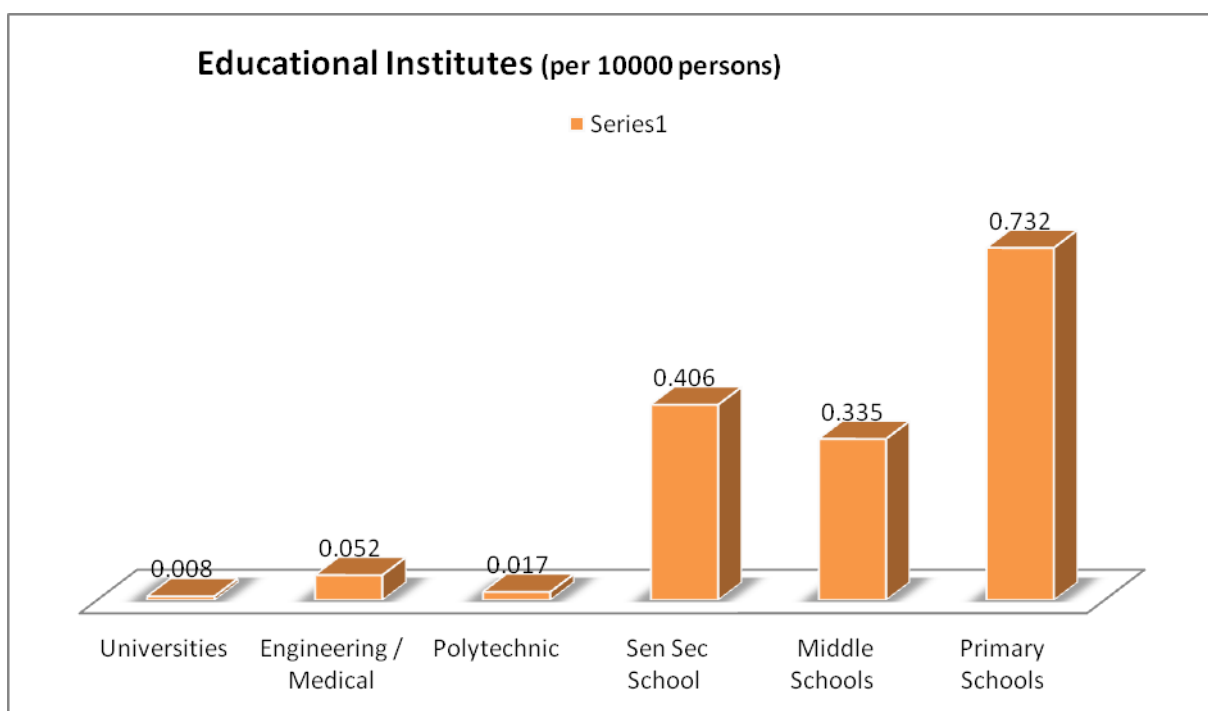
Amritsar, which is an educational hub, is having large number of institutions catering to various hierarchies of the educational system. Quite significant changes can be seen from Table 7.1. The number of Govt. Primary and Middle schools are declining; similarly number of students studying in them is also decreasing. In other words, there has been gradual decline

in overall educational services run by the government for growing population of Amritsar. This decline has been observed maximum at the level of school education as primary and middle schools have steadily declined as shown in the Table 7.1.

**Table: 7.2**  
**Educational Services of Amritsar for 10,000 persons**

	Type of Education Services	2009-10	2010-11	2011-12
1.	No of Universities as per 10,000 persons.	0.009	0.008	0.008
2.	No of Medical & Engineering Colleges as per 10,000 persons	0.054	0.053	0.052
3.	No of Polytechnic Colleges as per 10,000 persons	0.018	0.017	0.017
4.	No of Senior Secondary School as per 10,000 persons	0.414	0.410	0.406
5.	No of Middle Schools as per 10,000 persons	0.414	0.410	0.335
6.	No of Primary Schools as per 10,000 persons	0.919	0.918	0.732

Source: Office of District Education Officer, Amritsar



**Figure-7.1**

Further it was seen in relation to number of different types of educational institutions per 10,000 persons in Table 7.2. It shows that in case of Govt. primary schools this decline is from 0.919 to 0.732. Thus less than one government primary school is available for 10,000 persons in 2012 as compared to 2009-10. Middle school availability is even worse, only 0.335 school is available to 10,000 population. It is well known fact that Government schools are catering to the needs of lowest stratum of the society, therefore, sufferers are the low income groups because middle or well off people can send their wards to private schools which charge very high fees, which a low income parent cannot afford. The factors enlisted

could be vary from lack of quality infrastructure, to availability of teachers for basic subjects ,to ill will of teacher's to be deployed for other services other than teaching, staff shortage making it unviable to run a school may lead to combining of two schools or students shortage due to mushrooming of private schools in mohallas may lead to greater number of parents getting their children registered for these schools which have become a fashion statement in social circles to learn English from nursery rather to learn it in first standard as in Government schools. This trend speaks of how the withdrawal of state from basic services due to post liberal logic has eroded the very essence of educational system which is deteriorating day by day.

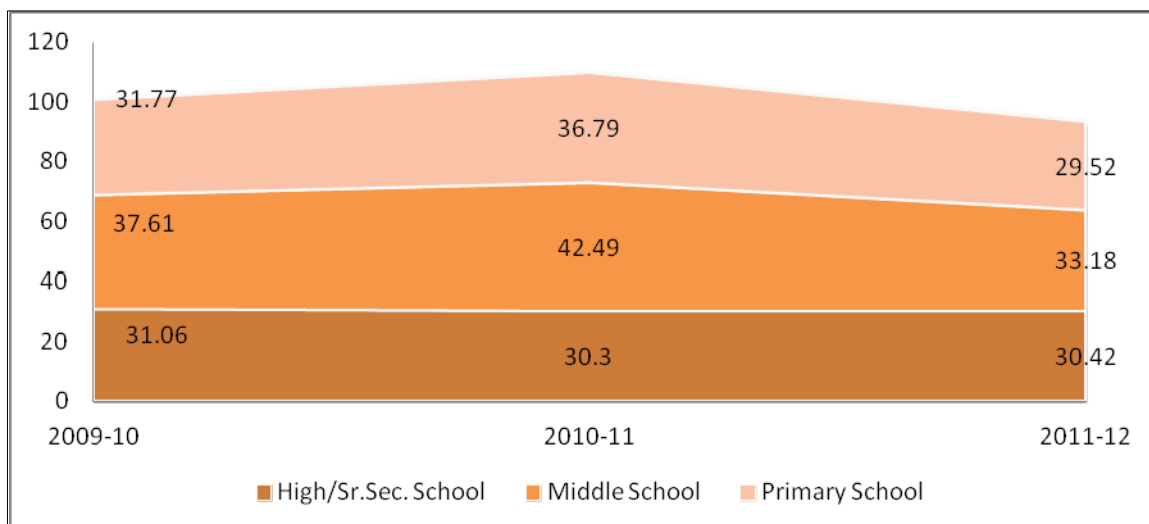
Higher education figures are constant but gradually the educational services remain dissatisfactory because large number of staff is being recruited on contract basis thus not meeting the norms of regulatory bodies such as medical council of India or AITEC. Thus being at the receiving end do not get funds and thereby face the axe of disapproval from various councils. In case of polytechnics the trend has been more or less the same No new modules have been introduced with changing times and they have not been synchronized with higher education, Engineering colleges are thus becoming defunct in hierarchical structure.

**Table: 7.3**  
**Teacher-Pupil Ratio in Government Schools of Amritsar city**

Type of Schools	2009-10	2010-11	2011-12
High/Sr.Sec. School	31.06	30.30	30.42
Middle School	37.61	42.49	33.18
Primary School	31.77	36.79	29.52

*Source: Office of District Education Officer, Amritsar*

The Table 7.3 reveals that the teacher pupil ratio has markedly improved in both middle and primary schools, but this is an outcome of closure of 20 primary and 8 middle schools during 2010-2012. The teacher pupil ratio has been at constant figure for high and senior secondary schools. In short, it can be concluded that due to consistent withdrawal of the state from school education many private educational entrepreneurs have entered the field. The education is provided by them is costly, therefore, the lower strata of the society are the main sufferers.



**Figure 7.2: Teacher-Pupil Ratio in Government Schools**

### Health Facilities:

In Amritsar city, There are 155 general and specialized hospitals and nursing homes in the city. Only 5 hospitals are public hospitals and rest of them are privately owned. In addition to there are 8 Urban Family Welfare Centres, 6 MCW Centres, 5 satellite hospitals and 6 Govt dispensaries. It makes the city an emerging medical hub of the district Amritsar. It has number of specialized hospitals such as Escorts for heart speciality, Ram Lal Eye & E.N.T Hospital, ESI Hospital, Guru Nanak Dev Hospital, Guru Ram Das Dental Research Institute cum Hospital, etc.

**Table 7.4  
Number of Govt Hospitals and Medical Services Available in Amritsar**

S No	Medical services	2011-12	Per 10000 persons
1.	Govt. Hospitals	5	0.0044
2.	No. of beds	1100	9.71
3.	No. of Doctors	395	3.487
4.	No. of Nurses	574	5.06
5.	Paramedical staff	377	3.32

*Source: Office of Civil Surgeon, Amritsar*

According to Table 7.4 reveals that there are 0.0044 hospitals per 10,000 persons, the numbers of beds available are 9.71 per 10,000 persons living in Amritsar city. Similar is the case with medical personals, who are 3.4 per 10,000 populations.

**Table: 7.5**  
**Number of Govt Dispensaries and Medical Services Available in Amritsar**

S No	Medical Services	2011-12	Number of per10000 persons
1	Govt. Dispensaries	14	0.097
2	No. of Doctors	21	0.185
3	Nurses	37	0.326
4	Paramedical staff	52	0.45

*Source: Office of Civil Surgeon, Amritsar*

With respect to government health dispensaries situation is not so different, the number of medical personal available per 10,000 population in the city are 0.185. The number of nurses per 10,000 population living in the city is around 0.326, whereas there are just 0.45 paramedical staff per 10,000 population

### **Water Supply:**

In Punjab all the residents have access to potable water but only one half and more than three fourths households have access to tap water in Punjab and in Urban Punjab respectively as shown in Table-7.6. This situation varies from town to town and within the towns also. Usually availability and sources of water depends on the size of population of town. In case of class one town situation is better but in small towns situation is not good. Even in bigger town there are certain areas which lack piped water supply. In Ludhiana city 85 per cent population gets piped water supply and 2.5 lakhs population (about 15%) remains outside the network of water supply provided by M.C. Ludhiana (Sharma, Sandhu and Teotia, 2012).

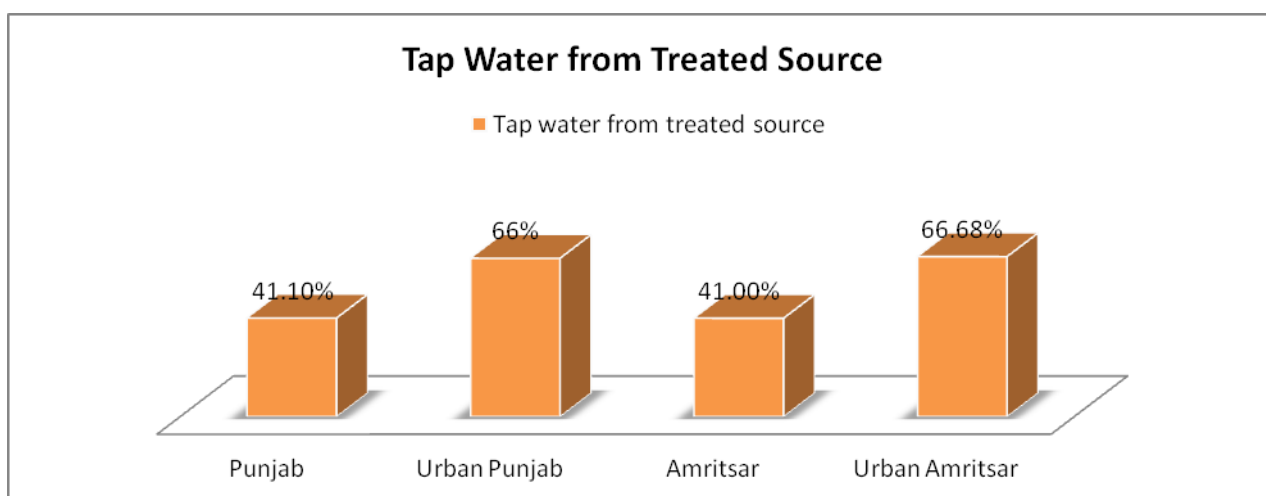
In case of Amritsar district and Amritsar urban, 44.57 percent and 70.84 percent households have access to tap water respectively. The remaining population depends on hand pumps and tube wells and majority of them have this service within their houses but still there are some households who have to go out to fetch water.



**Table: 7.6**  
**Percentage Distribution of Households in Punjab and Amritsar according to Source of Drinking Water (2011)**

Sr. No		Punjab	Urban Punjab	Amritsar	Urban Amritsar
1.	Tap water from treated source	41.10 %	66%	41.0%	66.68%
2.	Tap water from untreated source	9.88%	10.36%	3.57%	4.16%
3.	Hand pump	24.70%	10.28%	26.13%	8.14%
4.	Tubewell	21.86%	12.20%	26.58%	19.90%
5.	Covered well	0.23%	0.16%	0.14%	0.10%
6.	Un-covered well	0.20%	0.07%	0.06%	0.05%
7.	All others	1.99%	0.81%	1.59%	0.94%

In Amritsar city the water supply system is operated by the MCA comprises a total of 300 tube wells pumping water directly to distribution on an intermittent basis. The only form of treatment of disinfection is by the addition of bleaching powder at a limited number of the wells. There are no complete records of the distribution system pipelines, only a city-level drawing showing the larger pipes is available. The MCA are dependent on the collective memories of their staff for system operation and maintenance.



**Figure 7.3**

In Amritsar city, first water works project was started in 1904 and at present 76 per cent of population has access to piped water supply which is not for 24 hours. Low water pressure is common and widespread problem. Many people use boosters to get water which is illegal. The Japan Bank of International Cooperation (2006) study revealed that 61 per cent of water is lost in leakages and unaccounted water is 63 per cent in Amritsar Municipal Corporation, whereas national average of unaccounted water in urban India is 32 per cent. Quality of water

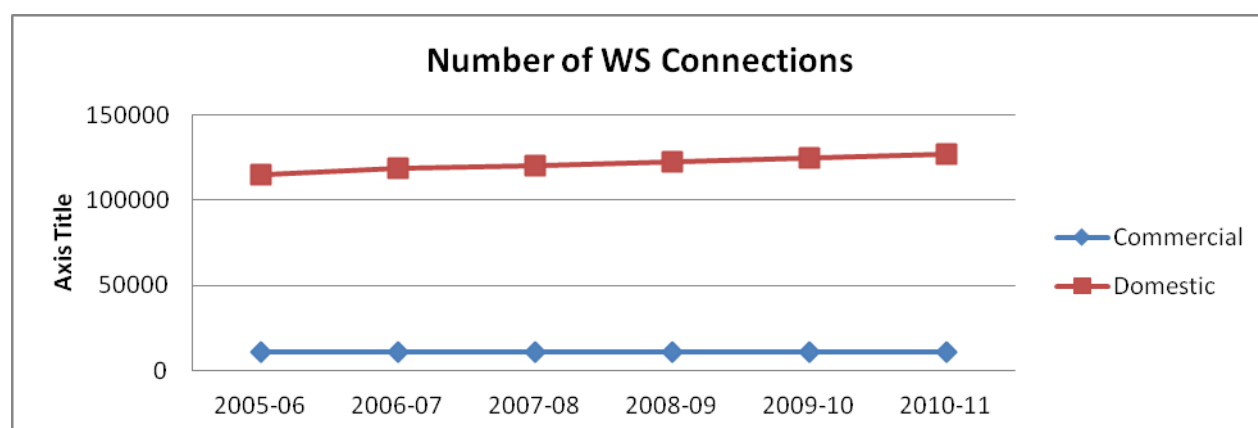
varies and in many areas of the city contamination of water is common which results in spread of diseases. This situation is more common in wallsd city and slums of the city.

Table 7.7 indicates the total number of water connections for different category of users such as residential, commercial and Industrial. Residential connections constitute 91.2 percent of the total connections.

**Table: 7.7**  
**Distribution of Water Connections in Amritsar City**

Census Years	Domestic	Commercial	Industrial	Total
2005-06	115063	10825	929	126817
2006-07	118399	10910	930	130239
2007-08	120615	10963	932	132510
2008-09	122328	11037	933	134298
2009-10	124767	11162	935	136864
2010-11	127091	11309	945	139345
Percentage increase in 2005-06-2010-11	7.34	3.65	1.61	6.99
Percent share	91.2	8.11	0.67	

Source: Municipal Corporation Amritsar.



**Figure-7.4**

MCA estimates that 80% of the total population of Amritsar has access to potable drinking water supply and that 51 of the 60 city wards are served. The remaining 9 wards are reported as having “partial water supply” meaning that the area of coverage is limited. But when it is seen in relation to number of domestic connections to total number of households in the city, then data reveals that there are 127091 connections for 202070 households in other words only 62.89 percent households have independent water connections. In addition to this, If we assume that private systems exist inside many of the major housing complexes (private and govt. properties such as university, prison and military establishments) serving in the region constitute about 8 percent of the total households. Then, the total households having water connection could be around 71 percent. When increase in number of house holds and

increase in water connections over a period in the city is seen then data reveals that increase in number of connections is less than the increase in number of households in the city which means gap is increasing. At present 29 percent households are without water connections.



Photograph 7.1- Washing in Slum Areas in a Street

### **Sewerage System:**

The MCA operates and maintains the public underground piped sewerage system. According to a detailed study conducted by JBIC (2006), the system is comprised of some 59 km of larger diameter (above 400mm) sewers and around 499 km of small diameter lateral sewers (below 400 mm). Lateral sewers are generally constructed from glazed stoneware or clay pipes, and larger trunk sewers of over 400 mm diameter from cast reinforced concrete.

The sewerage system in the city is divided into three catchments, North zone, South zone and Chheharta.

The North zone includes most of the city north of the main railway line and conveys sewage to a pumping station at Mahlan. This is around one third of the wastewater collected in the city. The South zone includes most of the city to the south of the railway line and conveys sewage to a pumping station at Fatehpur. This is the largest catchment and represents around 63 percent of the wastewater collected in the city. The remaining catchment at Chheharta lies

to the west of the city and conveys sewage to a pumping station at Gumanpura. This is the smallest catchment and represents just 5 percent of the wastewater collected (JBIC, 2006).



Photograph 7.2- Water Accumulation with nominal rains, Choked Sewers in

The system currently has 113272 connections, for domestic, commercial and industrial use as shown in Table 7.8.

**Table: 7.8**  
**Distribution of Sewerage Connections in Amritsar city**

Census Years	Domestic	Commercial	Industrial	Total
2005-06	95363	2176	2436	99975
2006-07	98707	2257	2437	103401
2007-08	102364	2321	2443	107128
2008-09	104216	2380	2445	109041
2009-10	106272	2482	2447	111201
2010-11	108229	2594	2449	113272
Percentage increase in 2005-06-2010-11	9.64	14.93	0.49	9.54
Present share	95.5	2.29	2.16	

Source: Municipal Corporation Amritsar.

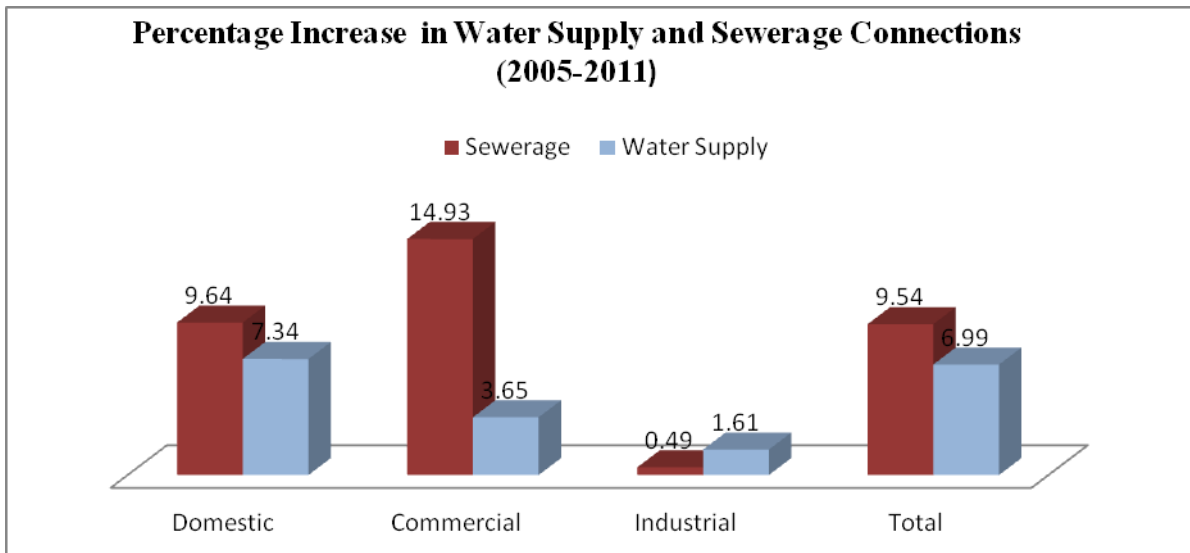


Figure 7.5

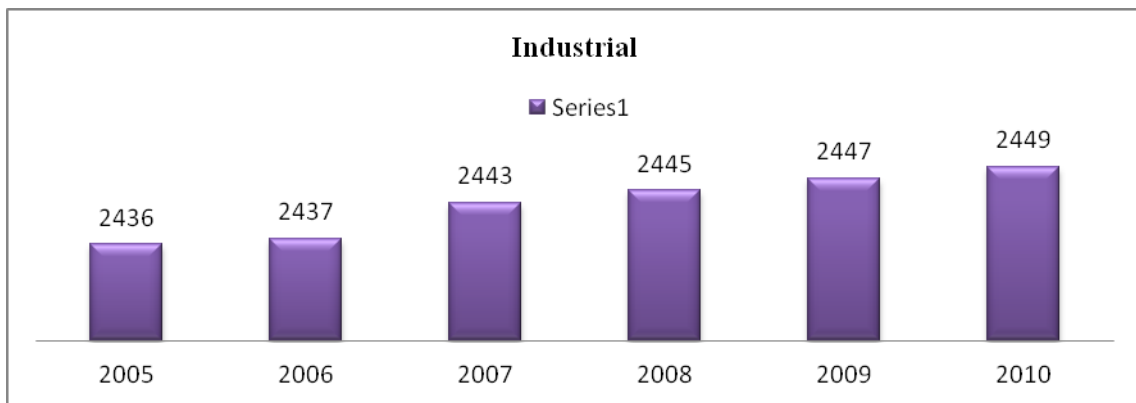


Figure 7.6

From 2005 to 2011 there was increase of 12028 domestic connections in Amritsar city. The increase is only about 10 percent. In case of commercial and industrial connections there was addition of 484 and 16 connections respectively.

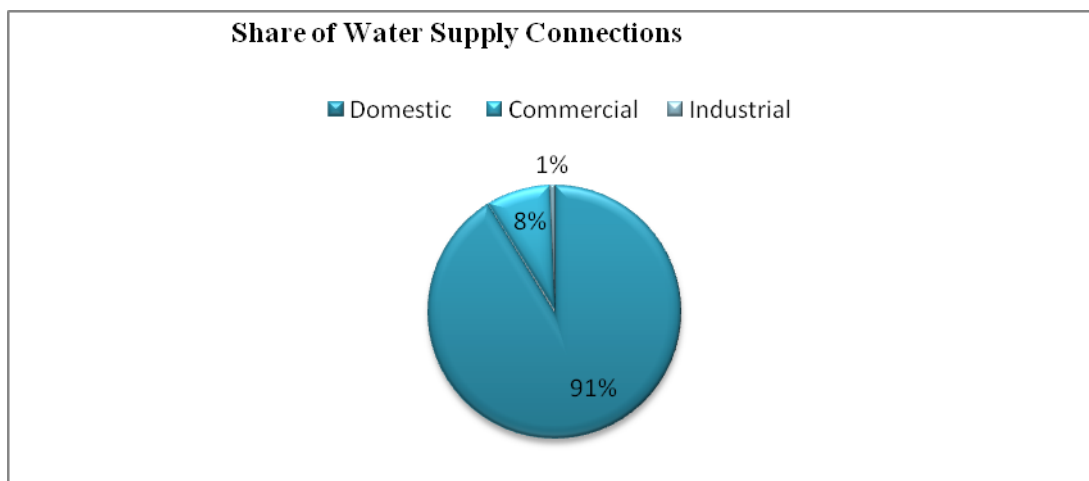


Figure 7.7

Table 7.8 shows that there are only 108229 domestic connections for 202070 households in the city which means only 53.56 percent households have independent sewers connections. If we assume that private systems exist inside many of the major housing complexes (private and govt. properties such as university, prison and military establishments) serving in the region constitute about 8 percent of the total households. Then total households served by sewer connections can be around 62.00 percent. According to JBIC (2006) estimate 62 percent population was served with sewer connections, where as Detailed Project Report (DPR) figure is 70 percent. In short, we can say that more than one third of the households (38 percent) are without sewer connections. The un-sewered areas are primarily located around the outer fringes of the city in newly, or relatively newly, constructed developments centred on existing village communities such as Sultan wind to the south or Vallah to the east. The new developments are characterized by a high proportion of plots marked out and constructed to foundation level only, with low present occupation levels. The existing villages within MC limits are densely populated but are largely without sewer connection, resulting in the accumulation of the foul sewage in pools in low- lying areas around the community. Little attempt seems to have been made by the residents to solve what appears to be a long-standing, but nevertheless local problem.

### **Storm Water Drainage:**

Like other cities of Punjab, Amritsar also lacks proper storm water drainage system except in few planned areas such as Guru Nanak Dev University. The city is crossed by a network of open storm water drains or nallahs, which generally flow from east to the west following the natural shadow gradient in the topography. The locations of the two main nallahs-the Ganda Nallah to the south of the city and the Tung Dhab to the north. These nallahs eventually discharge into one large drain to the west of the city, known as the Hudiara Drain, which itself flows into the River Ravi over the international border in Pakistan. The rate of flow is generally slow at this time of year, due to the low flows and the low bed gradient.

The nallahs are generally in a poor state of repair with eroded banks and much debris in the channel. The nallahs are habitually used for refuse and foul sewage disposal leading to severe environment degradation.

## Sewage Treatment:

There is currently no sewage treatment plant operating on the domestic sewerage system. There are however twenty pumping stations on the system. Eleven of these are termed Temporary Sewage Disposal Sites by the MCA and pump sewage directly into an adjacent watercourse, i.e storm water drain or nallahs. The remaining nine pumping stations pump sewage on to another manhole further down the system.

## Industrial Wastewater Sewerage and Treatment:

All industries are required to install treatment plant to treat their effluent before discharge, whether to the sewer or to a watercourse. The common parameters and general standards required of industries are given in Table 7.9 with the treatment process being according to the Indian norms (defined in “Comprehensive Guidelines on Pollution Control Clearance for Industrial Plants” produced by the Pollution Control Board (PCB). The PCB licenses and subsequently monitors all industrial discharges.

**Table: 7.9**  
**Typical Wastewater Effluent**

S No	Parameter	Standard for discharge to- Inland Surface Water	Public Sewer	On Land for Irrigation
1	Suspended Solids (mg/I)	100	600	200
2	Dissolved Solids(inorganic)(mg/I)	2100	2100	2100
3	pH value	5.5 to 9.0	5.5 to 9.0	5.5 to 9.0
4	Temperature (oC)	40	45	45
5	Total Chlorine (mg/I)	1.0	-	-
6	Ammoniacal Nitrogen(as N) (mg/I)	50	50	-
7	BOD (5days)(mg/I)	30	350	100
8	COD (mg/I)	250	-	-

Source: PCB

Note: 1. Standards taken from Punjab Pollution Control Board, Comprehensive Guidelines on Pollution Control Clearance for industrial Plants. 2. Other standards are stipulated in the Guidelines. Only the more common parameter is listed here. 3. Many industries have guideline parameters specific to the technology employed. This table lists only those that are applicable to a typical industrial plant. 4. But majority of industries are disposing off their effluents with out any treatment to Ganda nallah or Tung Dabh which also carry storm water and untreated sewage of the city.

## Public Toilets:

Amritsar is important city for pilgrims and tourists and being district HQ and commercial centre it daily attracts large number of people from far and wide. Such type of city needs adequate number of public conveniences. We were surprised to know from the data there are

only 32 public toilets constructed by M.C .and Sulabh international. M.C runs 19 and Sulabh operates 13 toilets only. When it is seen in relation to the spatial distribution of public toilets in the city, it was found that 43 wards out of 65 do not have any public toilet in them. These wards include Ward 1 to 19, 25, 27 to 36,39,43,44,50,57,59,60 and 61 to 65. In other wards 66 percent wards are without public toilets. The areas which have public toilets do not mean that they are functional or are in operation. During field observation it was found that many existing toilets are not functional as in case of major shopping complexes-Nehru shopping Complex, Ranjit Avenue, and Dharam Singh Market near the Golden Temple do not have functional toilets. In the absence of toilets people resort to defecate/ urinate in the open thereby polluting the environment.

Further, even at the Company Bagh, which is a popular place for the city residents and out side vistors, not even a single toilet was found to be functional. Ironically, the railway station and the bus stand have no sufficient provision of toilets for passengers. The inspection report of the Railway Board revealed that there was no provision of public toilets on platform number 2, 3, 4 and 5. A former Deputy Station Superintendent, confirmed that there used to be one public toilet each on platform number 2 and 4, but they had remained non-functional for the past two decades. Keeping this situation in mind a NGO i.e. a Local Pollution Control Committee filed a Public Interest Litigation ( PIL ) in Punjab and Haryana High Court and recently the honourable court has directed MC Amritsar “ since the maintenance of public toilets and urinals facilities is the obligation of the municipal corporation as statutorily provided under section 285 of the Municipal Corporation Act 1976, we dispose of this petition with direction to the official respondents to take steps in this behalf and file action taken report within four months from today”.(CWP no.1186 dated 22.1.2013).

### **Transportation:**

As per the record obtained from district transport officer Amritsar given in Table 7.10 all the categories vehicles have shown considerable increase in their numbers during the period 2005-2012. The number of vehicles have increased from 493399 to 751371. The maximum increase has been noted in jeeps (164.19 percent) and cars (56.13 percent) followed by two wheelers and auto rickshaws as shown in the Table.No.7.10. The two wheelers constitute 85.29 per cent of the total vehicles followed by Cars (10.62 per cent) . Hence private motorized transport (mainly cars, scooters and motorcycles etc.) accounted for a major



rapidly growing mode of travel within Amritsar city. This rising share of two wheelers does reflect the nature of lower and middle- middle class group emerging in the city in sizeable manner in comparison to middle and upper classes who are car owners in real sense. For every one lakh population the numbers of cars available in Amritsar city are 7044. Thus ownership is related to affordability factor.

The percent share of auto rickshaws has been to the tune of 2.58 per cent. The three wheelers cater to the mobility needs of the people especially in the absence of public transport system in the city. Thus main motorised public transport carrying passengers in the city and outskirts are auto rickshaws only.

However, the numbers of buses constitute 0.36 per cent of the total vehicles. This state of affairs reflect that for larger number of citizens' the preferential mode of transport being buses are quite few in number as result have to commute short distances in the city and long distances towards villages and small towns on two wheelers. In fact large numbers of fatalities are suffered by those who drive by mode of two wheelers.

This trend is a not good indicator of both improved transport facility as well as increase in transportation problems on account of increasing number of vehicles and decreasing road length per vehicle per person.

**Table: 7.10**  
**Number of Registered Vehicles**

<b>Year</b>	<b>Buses / Mini Bus</b>	<b>Cars</b>	<b>Jeeps</b>	<b>Auto Rickshaw</b>	<b>Two Wheelers</b>	<b>Total</b>
2004	2167	46128	2714	12643	404724	468376
2005	2202	49451	3125	13133	425488	493399
2006	2284	54483	5839	14133	454649	531388
2007	2365	58468	6250	15054	480564	562701
2008	2449	62256	6810	15964	511704	599183
2009	2544	66045	7292	17945	543799	637625
2010	2579	71330	7820	18987	579804	680520
2011	2609	77208	8256	19259	623885	731217
2012	2622	79795	8693	19401	640860	751371

*Source: Office of the District Transport Officer*

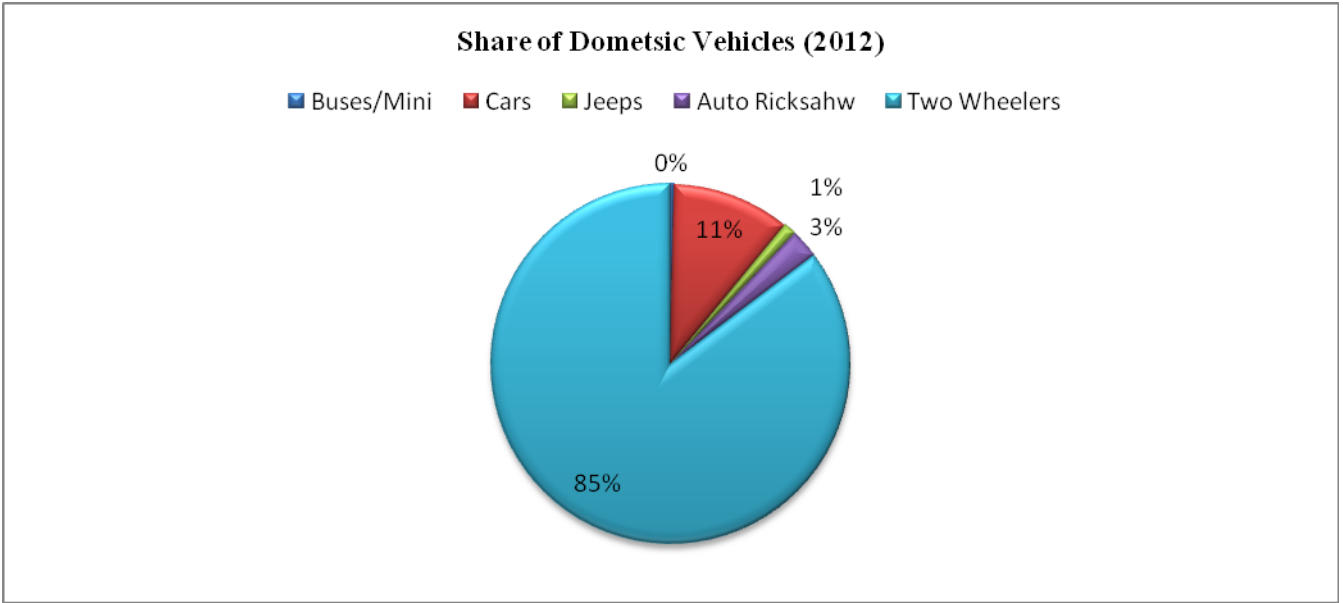


Figure 7.8

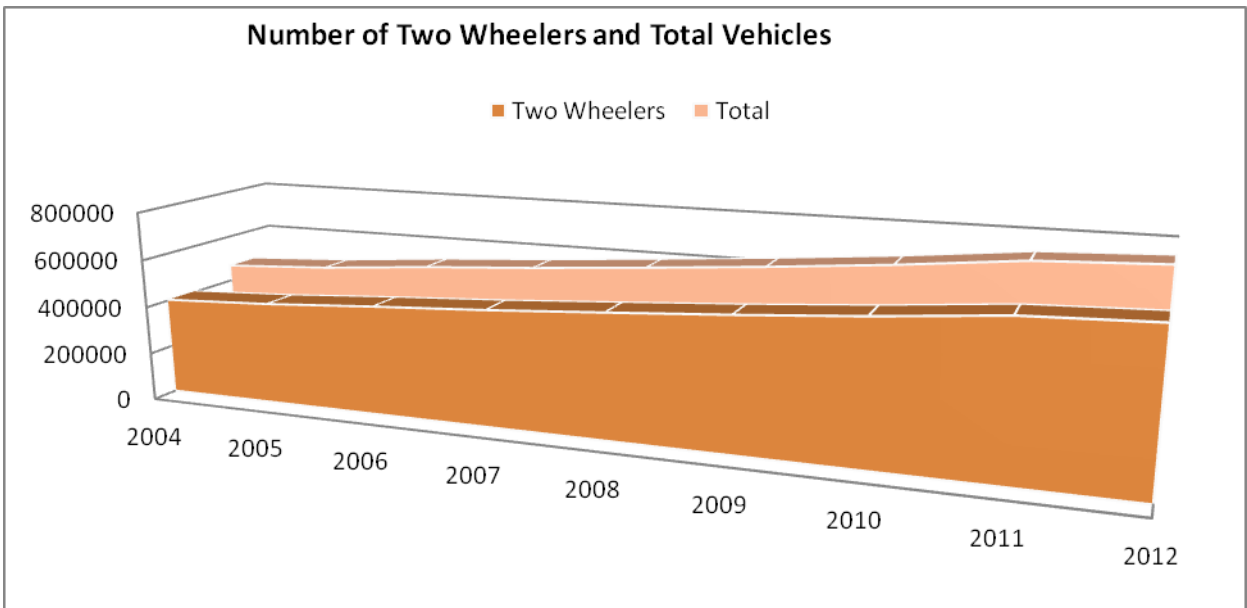


Figure 7.9

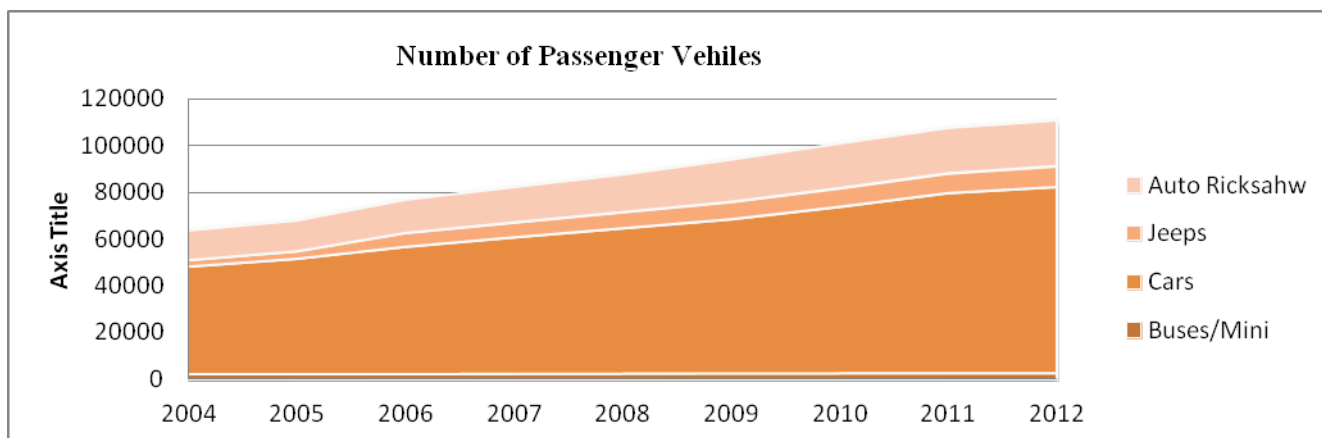


Figure 7.10

**Table: 7.11**  
**Increase in the Vehicles**

Increments in years	Buses/Mini	Cars	Jeeps	Auto Rickshaw	Two Wheelers	Total
<b>2005-11</b>	<b>18.48</b>	<b>56.13</b>	<b>164.19</b>	<b>46.65</b>	<b>46.63</b>	<b>48.20</b>
Per cent Share 2011	0.36	10.56	1.13	2.63	85.32	100
<b>2005-12</b>	<b>19.07</b>	<b>61.36</b>	<b>178.18</b>	<b>47.73</b>	<b>50.62</b>	<b>52.28</b>
Per cent Share 2012	0.35	10.62	1.16	2.58	85.29	100

Source: Office of the District Transport Officer

**Table: 7.12**  
**Number of Traffic Accidents in Amritsar from 2009-2012**

Sl.No	Years	Number of accidents	Number of persons killed	Number of injured persons
1	2009	212	131	148
2	2010	184	70	94
3	2011	114	64	89
4	2012 (01-01-2011 to 30-11-2012)	113	68	65

Source: Office of the Police Commissioner, Amritsar

**Table: 7.13**  
**Number of Traffic Challans in Amritsar from 2009 to 2012**

Sl.No	Years	Number of challans	Number of challans disposed	Fine received in Rs.
1	2009	14123	15690	5842075
2	2010	13427	3195	1319330
3	2011	60082	21615	11387174
4	2012 (01-01-2012 to 30-11-2012)	47795	39029	9277505

Source: Office of the Police Commissioner, Amritsar

There has been decline in number of fatal accidental deaths which were 131 in 2009 this decreased to 70 in 2011 but it is again increasing in 2012, there were 68 deaths by November 2012. The percentage decline has been of 19 per cent from 39.33 per cent in

2009 to 20.42 per cent in 2012. The number of injured has also declined from 148 to 65 in 2012, the corresponding decline has been of 22 per cent from 38.34 per cent in 2009 to mere 16.83 per cent in 2012. Thus data reflects that safe driving and strict enforcement by traffic police can be one of the reasons for declining trend. The road safety week is celebrated every year in first week of January to create awareness about road safety. But this data may not be giving us the true picture of the real situation because many cases remain unreported. The number of challans has increased more than three and half times, similarly, fine collected for traffic violations has also increased from Rs.5842075 /- to Rs.9277505. This increase in collection may be a signal for better traffic regulations at same prompting people to drive properly.

## Chapter VIII

### Evaluation of JNNURM in Amritsar

This chapter consists of three parts, the first part describe about over all views of Jawaharlal Nehru National Urban Renewal Mission (JNNURM), second part deals with the evaluation of the mission in Punjab in general and Amritsar in particular. The last and third part of the chapter highlights the impact of JNNURM in Amreitsar city.

The launch of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) on 3<sup>rd</sup> December 2005 by the Hon'ble Prime Minister of India was a step forward towards efficient, equitable, responsive and accountable cities. With this, urban development has acquired a renewed focus. It was envisaged that JNNURM will play a catalytic role in planned development of towns and cities and in improving urban infrastructure. It was a major intervention by the Government of India for urban planning & development, urban renewal, funding of urban infrastructure and bring about urban sector reforms by involving various stakeholders. About one-fourth of the India's urban population is still below the poverty line. The existing infrastructure and services are severely stressed and a large chunk of population living in urban slum is devoid of basic services. The core areas of the cities have decayed and quality of urban infrastructure and services deteriorated. The urban local bodies face dearth of resources to provide basic civic services to its residents. The existing budgeting and accounting system is not very effective. The laws and legislation supporting the functioning of local bodies need modification so as to bring fiscal, financial and structural changes in the municipal bodies for smooth functioning. In order to improve the situation, cities as engines of growth contributing more than 55% of country's Gross Domestic product require focused attention. As such, launch of JNNURM at this stage is a bold initiative by the Government of India to promote urban development and urban renewal (Chotani, 2006).

#### **An Overview of the Mission:**

Mission covered 63 select cities comprising 35 mega and metro cities, 19 non metro state capital cities, and 9 other tourism and culturally significant cities. The Mission comprises of two Sub Missions:

- Sub- Mission for Urban Infrastructure and Governance (UIG): Its thrust is on infrastructure projects relating to water supply, sanitation, sewerage, solid waste

management, road network, urban transport, re-development of old city areas, and shifting of industrial and commercial establishments to conforming areas,

- Sub Mission for Basic Services to the Urban Poor (BSUP): It is focused on integrated development of slums by providing shelter and other related civic services and amenities with a view to providing utilities to the urban poor.

#### **Schemes under the Sub-Mission:**

- Under Sub- Mission on Urban Infrastructure and Governance a new scheme on Urban Infrastructure development scheme for small and Medium Towns (UIDSSMT) subsuming the existing scheme of integrated Development of Small and Medium Towns (IDSMT) and accelerated Urban Water Supply Programme (AUWSP) has been launched. The objective of the UIDSSMT was to improve infrastructural facilities and help creating durable public assets and quality oriented services in cities and towns. The scheme intended to cover all the towns and cities as per 2001 Census excepting cities covered under JNNURM
- Under the Sub-Mission on Basic Services to the Urban Poor, a new scheme on Integrated Housing and Slum Development Programme (IHSDP) comprising the existing scheme of Valmiki Ambadekar Avas Yojna (VAMBAY) and National Slum Development Programme (NSDP) was also launched. The basic objective of the scheme was to strive for holistic slum development with a healthy and enabling urban environment by providing adequate shelter and basic infrastructure facilities to the slum dwellers of the identified urban areas. The scheme was applicable to all cities and towns excepting cities under JNNURM.

#### **Mission Focus:**

- Improving and augmenting the economic and social infrastructure of cities.
- Initiating wide ranging urban sector reforms primarily to eliminate legal, institutional and financial constraints that have impeded investment in urban infrastructure and services
- Strengthening municipal governments and their functioning in accordance with provisions of the Constitution (Seventy Fourth) Amendment Act,1992
- Making provisions for public disclosure of expenses of local bodies, and
- Earmarking budgetary allocation for basic services to the urban poor.

Under this programme two metropolitan cities of Punjab were selected i.e. Ludhiana and Amritsar. Here, analysis has been made to understand the progress of JNNURM in Amritsar city from 2005 to 2012 keeping in view of mission focus. The first focus of mission was “to improve and augment the economic and social infrastructure of cities”. Attempt has been made to learn the physical and financial progress of various projects of MC Amritsar which it envisaged to complete under JNNURM.

### **Evaluation of the Programme:**

Under JNNURM Amritsar corporation submitted the proposal for various projects for Rs.3150 crore. Mainly these projects covered urban infrastructure, city public transport, and basic services for the poor. The centre was to contribute 50 per cent of the project cost but it was mandatory for the state and local bodies to levy user charges for water supply and sewerage service and to introduce E-governance and new municipal accounting system and some reforms in urban governance in the corporations.



**Photograph 8.1-** Elevated Road, recently completed under JNNURM Amritsar

**Important Projects in Amritsar (Status on 6<sup>th</sup> October, 2012):** The detail of projects in Amritsar city has been given in Table 8.1.

**Table: 8.1**  
**Details of Projects in Amritsar city**

S.No	Name of project	Project cost (in Crore)	Physical progress	Financial progress	Payment made (in Crores)	Funded by PIDD, Govt. of Punjab etc	Was to be completed by	Date of Completion	Remarks
	<b>(A)MCA</b>								
1.	Elevated road Amritsar	229.30	99.5%	99.57%	228.54	Gol 74.74 GoP 29.89 ULB 52.37 PIDB 72.30 TOTAL 229.30	31.12.08	15.10.2012	Almost completed except some minor details.
2.	Dev. of Personal Rapid Transit (PRT)System of Amritsar	198.46	-	-	-	M/s Fairwood Green Transport Pvt Ltd (PPP model)	30-33 months from date of commencement		Revised routes for laying of track of pods has been finalized in a meeting headed by Dy. C.M. Punjab on 02/08/12. also objection from PHTPB is cleared on front facet of Town hall on 26.09.12
3.	BSUP (Sanctioned Cost) (Revised Cost) Ist Phase: Const of 80 nos Dwelling Units) Including infrastructure IInd Phase : Const of 240 nos DUs	5.79 8.15  2.83  5.32	  70%  19%	  66%  18%	  1.87  0.99	  Gol 2.88 GoP 2.33 ULB 2.94 Total 8.15	  13.01.10	  18 Months from the date of receipt of funds i.e. Rs. 5.26 Crs.	Amt. received from Gol :-144 Lakhs Amt. received from Gop :-29 Lakhs Contributed by ULB :- 116 lakhs Rs 5.26 Crs required for completion of project
4.	Beautification and dev. Of Sakatribagh	5.00/4.50 Crs	95%	83%	4.14	PIDB	15.09.2011	12.12.2011 (Subject to release of funds)	All work completed Maintenance of plantation in proper foundation is also in order and operates and maintained by agency.
5.	Const. of Outer Circular road	12.83/10.00 Crs	75%	66%	8.97	PIDB	July 2012	31.10.12	
6.	Purchase of 150 Buses under NUTP	33.05	-	11.66 Crs	Nil	Gol 16.53 Gop 6.61 ULB 9.91 Total 33.05	-	-	Not started
7.	Beautification and development of Goal Bagh	5.00	-	-	-	PIDB	-		Not started due to non-availability of funds
8.	Municipal Solid Waste Management	72.49	Nil	Nil	-	Assistance from under JNNURM @50% Rs 36.24	-	-	-



						Crs. Contribution by State			
						Govt. @ 20@Rs 14.50 Crs Required ULB Rs21.75 Crs  State Govt. contributed Rs.20.00 Crs against the Requirement of Rs 14.50 Crs to MCA. Balance contribution from ULB - Rs 16.25 Crs. to be riased-- PPP processing &disposal project.			
	<b>(B) PHTPB</b>								
9.	Shifting of MC office from Town Hall building to Ranjit Avenue,Amritsar	29.61	-	-	-	ADB &GoP	-	Tender for const. of Mpl. Office will be floated up 20.10.2012 by PHTPB as decided in meeting dt.04.10.12	Basement 36434.11Sqft G.Floor – 33865.38 Sqft 1 <sup>st</sup> floor- 28212.72 Sqft 2 <sup>nd</sup> floor- 26953.80 Sqft 3 <sup>rd</sup> floor- 10856.84 Sqft Total- 99888.74 Sqft
10.	Restoration of Town Hall for dev. of city Museum with visitor facility and internal services	3.19 Crs	-	-	-	GoP	-		Project will be supervised by PHTPB
	<b>(C)PWSSB</b>								
11.	Rehabilitation of Sewerage in Walled City Total to be laid 148 Kms sewerage	40.79	10%	RRC pipe sewer 32"-0.42 Kms Lateral Sewer - 9.45Kms Total Sewer Laid - 9.87 Kms	4.26	JNNURM	July,2013	July,2013	Only 1 installment of GOI released so far.
12.	JICA FUNDED AMRITSAR SEWERAGE PROJECT Total sewerage to be laid 312 Kms Total connections- 45000 Houses	70.47 South Zone	16% 18Sept. Tender will be received	48 Kms of sewer laid (32%)	73.69 Two STP 198 Crs	JICA Lane 76/2 Acre		Feb 2013	
		160.06 North Zone		11.5 Km of sewer laid (3%)				Dec 2013	
		221.8 2Nos STP		Pre process for STPs has been finalized. Bid documents are				Oct 2014	Gausebad and Khaparkheri

				under approval. Likely date of start of construction of STPs October 2012 and completion date is October 2014					
13.	Converting of open Gandha Nallah into storm Water Sewer passing through Tarn Taran road Uptoabadi Gujjarpura at Amritsar."Const. of 102"i/d D/B RCC circular Storm WterSewer.From RD 7100 to 9600	7.25	71%	2127 ft	5.12	PIDB	One year	Oct,2012	
14.	Covering of open Ganda Naalah into storm sewer passing through Sabji Mandi, Durgiana Mandir, Hindustani Basti into Railway culvert at Amritsar	11.29	9%	84"i/d d/b sewer 2x277 m. ,93 inch	1.05 1365 Mtrs	PIDB	Two years (Oct,2013)	Sept,2013	
15.	Construction of double barrel Sewer from Medical Enclave to Gumtala Drain	8.50	78%	2x955m. completed Beyond Medical Enclave further diversion work in progress.	7.93	PIDB	June 30, 2012	Oct,2012	

Source: Office of Municipal Corporation Amritsar.

When our investigators approached M.C. Amritsar regarding data for various projects which has been undertaken by them under JNNURM, they have not detailed information about it rather they handed over a list of important projects which has been undertaken by M.C. as given in Table 8.1. The table shows that only five projects at serial nos. 1, 3, 6, 8 and 11 are covered under JNNURM. Table further reveals that project of elevated road is almost complete (Sr.no.3). The Basic Services for Urban Poor (BSUP) was initiated but it is



Photograph 8.2\_ Laying Sewer in Unplanned Areas in Amritsar (Kot Khalsa Area)

incomplete due to non-availability of funds from State & Local Govts. Similarly project of public transport and solid waste management are not yet started. Although, M.C. Amritsar asked for Rs. 3150 crore for central assistance but could only utilize small amount of funds from them which was mainly spent on elevated road. Other projects like public transports and solid waste management are yet to start and UBSP has made only tardy progress.

After knowing about physical and financial performance of MC, now we turn to see the progress in terms of urban sector reforms primarily to eliminate legal, institutional and

financial constraints and strengthening of municipal governments as per 74th Amendment Act, 1992. These reforms were mandatory to get the Central Govt. funds under JNNURM. The State Govt who adopted and fulfilled conditions laid down by the mission got maximum and others remains deprived of the central assistance. In case of Punjab state in general and Amritsar city in particular, very little efforts were made to adopt urban sector reforms which is clear from the Table 8.2.

**Table: 8.2**

**Detailed Assessment of ULB level Reforms in Amritsar Municipal Corporation**

	<b>Reform Milestones (as per the MoA checklist)</b>	<b>Cumulative progress As on Mid 2012</b>
1.0	<b>Mandatory Reforms</b>	
1.1	Appointment of State level technology Consultant as State Technology Advisor	M/s Deloitte has been appointed as a state level technology consultant as state technology advisor in 2010 RFP finalized and tenders called at state level. Due to Administrative and procedure delays project unable to start and scrapped.
1.2	Preparation of Municipal e-Governance Design Document (MEDD) based on National design Document as per National Mission Mode Project (NMMP)	<b>E- Governance started partially, the intentions of the project and updating of the information is not there.</b>  Yet to start
1.3	Finalization of action plan	Not Completed
1.4	Business process Reengineering (BPR) for Migration to e-Governance	It has two stages Appointment of Software Consultant and Exploring the possibilities to PPP Options. The first step is not completed and PPP options are not possible at this stage.
1.5	Defining monitorable time-table for implementation of each e-Governance initiative that is being taken up	The purpose is to check the ongoing implementation of e-Governance initiative, against monitor table time-table. The dates and decisions are extended many times due to multiplicity of the offices at state and local level.
2.0	<b>e-Governance and Optional reforms:</b>	
2.1	Property tax	Amritsar is divided into 12 zones. The computerized network for the internal records is made in 5 zones. Bills are accepted and generated through computers.
2.2	Enhancing coverage of property tax regime to all properties liable to tax	Property tax is not being presently levied to self occupied residential buildings. No efforts to cover all properties, with the government intervention the listing of properties is under preparation.
2.3	Elimination of exemptions	All self-occupied residential units are exempted from house tax since 1997. No decision has been taken by the GoP till date. The exemption are politically motivated and do not have any dialogue with the community. The Japan International Cooperation Agency (JICA) has kept the post of Community Coordinator in the project. But the municipality is failed to appoint a person.

2.4	Migration to Self-Assessment System of Property Taxation	Not possible in the present system
2.5	Setting up a Committee/Team to draft/amend legislation	Need Community Consultation, and motivate to participate in the reforms. No such efforts commenced.
2.6	Stakeholder consultations	Need to identify the stakeholders
2.7	Preparation of Draft Legislation	Partial efforts at the state level (Decentralization of powers as per 74 <sup>th</sup> CAA are deferred)
2.8	Setting up a non-discretionary method for determination of Property Tax (e.g. unit area, etc)	Not even on agenda
2.9	Use of GIS-based property Tax System	Tender document was initiated but unable to execute the work. Unable to appoint any consultant.
2.10	Selection of appropriate consultant	The consultant is yet to be appointed
2.11	Preparation of digital property maps	As per above.
2.12	Verification of digital maps and preparation of complete database of properties	The town planning wing does not have qualified staff.
2.13	Full migration to GIS System, 50%-100%	No Such Targets
2.14	Administration of property tax using GIS database and related application	Need training to higher staff or dedicated cell in the municipalities.
2.15	Mechanism for periodic updating of GIS database	Need permanent staff, not possible with present setup
2.16	Building plan approval	Web site generally not updated, the conventional system is operational
2.17	Solid waste management	The disposal site is in dispute. The contract with private company is terminated.
<b>3.0</b>	<b>Accounting Reform</b>	
3.1	Accounting System	Only office Records are computerized.
		Government of Punjab (GOP) has issued a circular to establish new accounting system from 2008. Certain amendments are still required to be incorporated in Municipal Account Code at the state level
		The circular is not considered and not implemented
3.2	Water supply and other utilities Bills	Bills are generated through computers, but and submitted through different zones. Data base not linked to web sites.
3.3	Birth and Death registration	Computerized system of issue not related to web based system and centralized system in the cities.
3.4	Citizen's grievance monitoring	Complaint handling is highly politicized
3.5	Personnel management system	Not started
3.6	Procurement and monitoring of projects	Not started
3.7	E-procurement	E-tendering is started. ( as per state policy)

3.8	Resolution by Government expressing commitment to establish modern municipal accounting system.	Government of Punjab (GOP) has issued a circular to establish new accounting system from 2008. The circular is not considered and not implemented.
3.9	Appointment of consultants for development of State Manual (Either based on NMAM or independently)	Time to time services are hired no standard procedure.
4.0	Training of personnel	Training has been provided completely to the accounting staff. The experience gained in training is not implemented. The staff is generally not interested.
4.1	Notification of cut-off date for migrating to the double entry accounting system	At present, both the systems i.e. cash based accounting system and double entry accounting systems are running Simultaneously. Complete switch over to double entry system will be done as soon as instructions from state Govt. are issued.
4.2	Business Process Re-Engineering (if required)	At present, this is in the transitory phase because both the systems are running parallel to each other
4.3	Any other reform step being undertaken	Not specific
4.4	Establish Tax-payer education programme	No
4.5	Setting up a website for property tax issues/FAQs etc.	The information regarding taxable unit has already been uploaded on MC website.
4.6	Establish Dispute Resolution Mechanism	An Advisory committee on MCA is also framed but no public participation is there.
4.7	Coverage ratio	Possible to verify after GIS map.
5.0	<b>Other reform Steps</b>	
5.1	Formulation and adoption of a policy on user charges by State/ULB	No decision on the meter and revised bills.
5.2	The State should set up a body for recommending a user charge structure	No work
5.3	Establishment of proper accounting system for each service so as to determine the O&M cost separately.	The O &M cell is interested in to outsource the maintenance.
5.4	Public Transport Services	Delayed, the city do not have the Comprehensive Mobility Plan and the proposal is yet to make clear. 150 buses are ready to start, need state clearance.
5.5	Water Supply and Sewerage	At present, water is being supplied at the rate of 175 lpcd against the norm of 155 lpcd. Water supply & sewerage system facility is available to 71% and 62% households only.
5.6	Solid Waste Management (SWM)	Clustering of other cities are made and disposal site need to be finalize.
5.8	Defining user charge structure for the services	No decision on user charges.
5.9	Water Supply and Sewerage	

5.10	Recovery of O&M costs from user charges	Recovery of O&M costs can be known only after the shift to accrual based accounting system which is in progress.
5.11	Water Supply	
5.12	Sewerage	
5.13	Solid Waste Management	Not much has been done.
5.14	Others, such as hiring of municipal assets	
5.15	Any other reforms steps	Tested on trial not implemented
5.16	Conduct of House Hold (HH) level survey, covering all poor settlements	Not initiated.
5.17	HH level survey to cover infrastructure deficiency indicators and socio-economic deficiency indicators	Not initiated yet.
5.18	Creation of database, including identification of HHs for priority targeting of Schemes	
5.19	Participatory ranking and prioritisation of clusters of urban poor settlements	
5.20	Frequency of updation of database	
6.0	<b>Methods and Participation by Community</b>	
6.1	Basic services such as water supply, sanitation – in terms of nature of involvement, mechanism and targeted scale of activities by committed year	No initiative has been taken
6.2	Roads within slum clusters – in terms of nature of involvement, mechanism and targeted scale of activities by committed year	No such proposal
6.3	Any other as reported on site – in terms of nature of involvement, mechanism and targeted scale of activities by committed year	No such proposal
7.0	<b>Security of Tenure</b>	
7.1	Percentage of urban poor households that would have secure tenure of their place of dwelling	In-progress (identification of poor is not done)
7.2	Percentage of urban poor micro-entrepreneurs that would have secure tenure of their place of work	Yet to be initiated.
7.3	Identification and finalization of modifications to streamline the process of approval.	Residential Plans can be sanctioned by Architects Clause has been added in new building bye laws
7.4	Defining mitigation measures for risks from natural disasters as part of Building Byelaws	New Bye laws have been notified in 2011

7.5	Amendment of existing legislation to introduce the new Building Byelaws and notification	New Bye laws have been notified vide 2011
7.6	Dissemination of the new set of Building Byelaws through a website	Web site is being updated and uploaded
7.7	City Workshops to address queries	List of the licensed architects has been made.
7.8	MIS system with links to all offices having bearing on building permission	MIS is not considered
7.9	Start of Approval as per the new building byelaws	The decision reverted due to technical issues.
7.10	Establishment of interactive citizen enquiry system on status of application for building plan approvals	It is in process manually
7.11	Reduction of average time taken for building sanction	In Progress
8.0	<b>Others</b>	
8.1	Staff Training	Partial participation
8.2	Reduction in Establishment Expenditure	No visible Initiatives have been taken.
8.3	Evolving a detailed Training Plan for its staff and frequency of review of plan	Sister city with European and American Cities was initiated without any concrete proposals.
8.4	List the initiatives planned within the ULB organization for reallocation of functions, realignment of geographic jurisdictions with ward boundaries, decentralization of functions etc.	The city has been divided in to 4 Zones and the functions have been decentralized to the Zonal Commissioners. The sanction of work estimates up to Rs. 25000 has been given to the Zonal Commissioners to expedite relief measures. The various branches of Municipal Corporation are headed by 4 Additional Commissioners and 1 Joint Commissioner.
8.5	Initiatives planned for inter-agency coordination and accountability amongst city level agencies	The coordination with Punjab Heritage and Tourism Promotion Board, Punjab Infrastructure Development Board and other local agencies are made.
8.6	State level regulatory and policy initiatives planned for encouraging and deepening PPP in urban services	Punjab Infrastructure Development Board (PIDB) has been established under an Act of state legislature projects. PIDB is a nodal agency for planning of infrastructure projects and provides a regulatory framework for Private Sector investment, Operation and Management of Infrastructure projects. PIDB is headed by the Chief Minister, GOP.
8.7	City level project initiatives planned through PPP in the next three years	The Elevated road, Flyovers has been constructed with funds from PIDA. Also made part of JNNURM funds. New underpasses and bridge are in process to finalize.



According to statistics available in the Ministry of Housing and Poverty Alleviation, Govt. of India, Punjab has drawn 62 crore against as allocation of Rs. 617 crore. Punjab is at the bottom of the state tally whereas on the other hand states like Andhra Pradesh, Gujarat and Maharashtra have already exhausted the funds earmarked for them. Dr Isher Judge Ahluwalia (2010), Chairperson, Board of Governors, Indian Council for Research on International Economic Relation (ICRIER) laments, “Even after five years of the implementation of the mission, Punjab failed to develop any project that could be implemented under JNNURM. It is one state that failed to submit even a single development project where funds released by the Centre under Jawaharlal Nehru National Urban Renewal Mission (JNNURM) could be utilized. More saddening is the fact despite Amritsar being the mission city of JNNURM, it did not have a single project that was submitted to the Centre under the mission (Indian Express, 2010). In addition to this, Sethi (2011) also notes that Punjab has utilized only 6 per cent of the over Rs 444 Crore sanctioned to it since 2005 under BSUP, the lowest in the country. Due to the state’s lukewarm response to the schemes, the amount of funds that it receives under the JNNURM has steadily decreased since 2005, with only a trickle now left for the ongoing schemes in Ludhiana and Amritsar. Funds for the new schemes proposed by the state government under JNNURM were refused by the Centre last years following which no new projects under the mission have been undertaken in the state. In short it can be concluded that the state as well as MC Amritsar could not take the full advantage of JNNURM for the development of the city.

### **Impact:**

As mentioned above while discussing overview of mission that under submission for urban infrastructure and governance, it was envisaged to develop infrastructure relating to water supply, sanitation, sewerage, solid waste management, road network, urban transport, re-development of old areas and shifting of commercial establishment to conforming areas.

In the light of focus of submission for urban infrastructure, only elevated road in the city has been completed where as the condition of infrastructures regarding the water supply, sewerage, sanitation solid waste, management, urban transport systems and development of old city has remained the same. In other words, there is no improvement in the infrastructure in the city. This is also supported by the fact that some expenditure was incurred on elevated road and remaining components of infrastructure were not touched under the mission.

As far as the governance reforms are concerned only some marginal changes have been made and implementation of 74<sup>th</sup> CAA has remained a distant dream (refer Table 8.2 for details). But due to the non utilization of funds and later on refusal of central government in releasing the grant to state and MCA has compelled the state as well as local government to think for implementing the property tax in the city and they are also thinking to devise the ways and means to recover the user charges for water supply, sewerage services in the city. This is the positive aspect which has sensitized the state to implement some reforms to get central assistance for city development in future under JNNURM.

The submission for basic services to the poor was focused on the integrated development of slums by providing shelter and other related civic services and amenities to the urban poor. Amritsar city has just initiated for some dwellings for the poor, but in last 7 years not much progress has been made. Similarly, Slum development in the city is an ignored area by MCA. The local government is just spending 0.51 per cent of total budget on their development where as they constitute 36 per cent of the city population as mention in earlier chapters. Majority of the slums are suffering from inadequate basic services and situation is becoming bad to worse.

In short, due to lack of political will and non implementation of JNNURM in real spirit within the city, except elevated road, improvement of other components of infrastructure remained on the paper only. Similarly, adequate basic services for the urban poor will not be available to them in near future in Amritsar city. In other words there is hardly any impact of JNNURM in the city in the first phase of its implementation.

## Chapter- IX

### Environment

Environment literally means surrounding and everything that affect an organism during its lifetime is collectively known as its environment. In another words “Environment is sum total of water, air and land interrelationships among themselves and also with the human being, other living organisms and property”. It includes all the physical and biological surrounding and their interactions<sup>1</sup>. Keeping this definition in mind, our effort would be to understand the environment in Amritsar city. Broadly, environment will be discussed under three subheads:

- a) Air
- b) Water
- c) Land

#### **Air:**

In Amritsar ambient air quality as a given in latest annual report of Central Pollution Control Board reflects that sulphur dioxide levels have declined from 2008 figures to 2010 by mere one point i.e. from 15 it has decreased to 14  $\mu\text{g}/\text{m}^3$ . Whereas levels of Nitrous dioxide the level has been constant one remaining at 36  $\mu\text{g}/\text{m}^3$  for last three years, however dipping by one point to 35 in year 2009.

The suspended particulate matter( SPM) remains as high as 218  $\mu\text{g}/\text{m}^3$  in 2010 which has risen steadily from 190  $\mu\text{g}/\text{m}^3$  in the year 2009. In fact air quality levels in comparison to Ludhiana which is having the distinction of most polluted city in Punjab were at the same levels in 2010. Ludhiana fared better on two fronts as both sulphur dioxide levels and nitrous dioxide levels were less in comparison to Amritsar. They stood at 9 and 32  $\mu\text{g}/\text{m}^3$  respectively .There was a difference of 11  $\mu\text{g}/\text{m}^3$  levels between Ludhiana and Amritsar. In fact Amritsar has 218  $\mu\text{g}/\text{m}^3$  for Ludhiana particulate matter figure stands at 229  $\mu\text{g}/\text{m}^3$ . Tables 9.1 and 9.2 provide us information about latest air ambient quality in Amritsar up to 2012. The data given in these table indicates that there is some decrease in SPM levels and sulphur dioxides levels from 2010 to 2012 onwards, but there is slight increase of nitrous

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<sup>1</sup> [www.newagepublishers.com/samplechapter/001773.pdf](http://www.newagepublishers.com/samplechapter/001773.pdf) as retrieved on 22 february 2013.

oxide levels by two points in Industrial and Commercial areas of the city and non from 2010 to 2012 onwards.

**Table: 9.1**  
**Comparative Values of RSPM/SPM, SO<sub>2</sub> & NO<sub>x</sub>ug/m<sup>3</sup>-- 2009-2012**  
**Station Name: M/s Nagina Soap Factory, Amritsar shifted to Focal Point, R.O.**

Month	RSPM Ug/m <sup>3</sup>					Nox Ug/m <sup>3</sup>				SO <sub>2</sub> Ug/m <sup>3</sup>			
	2009 SPM	2009	2010	2011	2012	2009	2010	2011	2012	2009	2010	2011	2012
January	-	-	208	213	-	-	37	35	-	-	13	15	-
February	451	-	221	214	-	37	33	36	-	16	14	15	-
March	-	-	226	209	182	-	37	36	38	-	15	15	15
April	493	-	221	233	183	37	37	38	37	16	16	16	14
May	-	162	-	-	217	35	-	-	38	14	-	-	13
June	-	169	-	-	202	35	-	-	37	16	-	-	10
July	-	192	-	-	183	32	-	-	38	14	-	-	13
August	-	202	215	-	172	32	36	-	39	16	15	-	12
September	-	184	234	179	170	36	37	36	37	15	15	13	11
October	-	214	242	206	179	37	36	38	38	15	15	13	13
November	-	197	196	187	170	37	34	36	35	15	14	12	10
December	-	230	192	198	211	32	37	38	45	13	17	12	13
Annual Avg	472	194	217	205	187	35	36	37	38	15	15	14	12

*Source: Punjab Pollution Control Board*

**Table: 9.2**  
**Comparative Values of RSPM/SPM, SO<sub>2</sub>&NO<sub>x</sub> ug/m<sup>3</sup> -- 2009-2012**  
**Station Name: M/s Vinod Milk Chilling Centre, Amritsar**

Month	RSPM Ug/m <sup>3</sup>					Nox Ug/m <sup>3</sup>				SO <sub>2</sub> Ug/m <sup>3</sup>			
	2009 SPM	2009	2010	2011	2012	2009	2010	2011	2012	2009	2010	2011	2012
January	449	-	226	223	183	38	36	35	36	14	12	15	16
February	402	-	208	226	215	39	34	36	41	16	13	15	16
March	499	-	215	229	217	37	33	37	39	16	12	15	15
April	520	-	195	232	200	37	36	38	42	15	15	15	13
May	-	169	-	241	241	35	-	37	43	16	-	16	12
June	-	161	-	229	199	33	-	35	42	14	-	15	12
July	-	181	-	208	179	34	-	34	43	14	-	14	11
August	-	189	214	190	178	35	36	35	35	15	14	14	11
September	-	179	213	174	177	34	36	31	35	15	15	12	11
October	-	195	225	205	180	37	38	35	37	15	15	13	11
November	-	201	234	198	176	36	36	38	37	13	17	13	11
December	-	203	232	210	208	34	36	37	42	14	15	13	13
Annual Avg	468	185	218	214	196	35	36	36	39	15	14	14	13

*Source: Punjab Pollution Control Board*

In fact, according to W.H.O survey India ranks as the thirteenth most polluted country out of the 91 studied with an annual mean of 109 micrograms per cubic meter of PM<sub>10</sub>. In India Ludhiana ranks as the most polluted city in the country with 251 micrograms per cubic meter of PM<sub>10</sub> (particulate matter-10) whereas Amritsar is the least polluted according to the

survey with 41 micrograms per cubic meter of PM10. However this could be because of data inconsistency from the source from which data has been taken.<sup>2</sup>

### **Water:**

City as whole is a centre of various economic and social activities during these activities lot of waste is being generated in large quantities, which is disposed of without any proper treatment, as a result of which it gets carried into the water bodies or dumped in open surroundings in the form of sewage and industrial effluents etc., thereby harming the chemical quality of ground water at shallow and deeper depths. Many water samples collected from the effluents of Municipal Corporation of Amritsar city shows that presence of electrical conductivity, sulphates, nitrate and fluoride concentration in shallow ground water is higher as compared to deeper aquifer. At shallow depth pollution is in the form of nitrates which is due to sewage. The heavy metals (copper, lead, manganese and iron) in shallow ground water are more than the desirable limit, where as in deeper levels the concentration of heavy metals is comparatively low. In general the shallow ground water is comparatively more polluted than the deeper aquifers due to industrial waste. (Ground water Information booklet Amritsar district ,Punjab ,2007).Some studies have pointed out concentration of arsenic in various amounts in deep-water tube wells used for domestic water supply for urban population located in Amritsar. The concentration ranges from 3.8 to 19.1 ppb with mean value of 9.8 ppb (Hundal *et al.*, 2008:395).

Further, arsenic content in hand pump water is reported varying from 9 to 85 ppb with a mean value of 29.5 ppb. According to the safe limit of 54% and 97%, water samples collected from deep water tube wells and hand pumps, respectively, were not fit for human consumption. Arsenic content in canal water varied from 0.3 to 8.8 ppb with a mean value of 2.89 ppb (Hundal *et al* 2008:396)<sup>3</sup>

### **Land:**

Every city generates some waste due to various human activities and solid waste is one of them which pollutes the overall environment i.e air ,water and land. Solid waste stands

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<sup>2</sup><http://www.indianexpress.com/news/breathe-carefully-delhi-third-most-polluted-city-in-india/852253> as retrieved on 18 January 2013

<sup>3</sup><http://punenvis.nic.in/index2.aspx?slid=97&mid=1&langid=1&sublinkid=454> as retrived on 26 january 2013

for commercial and residential wastes generated in municipal or notified areas in either solid or semi-solid form excluding industrial hazardous waste, but including treated bio-medical waste (MoEF, 2000a and b).

In India, the per capita waste generation in urban areas ranges from 0.2 to 0.6 kg, leading to a generation of 38 million ton of municipal solid waste (MSW) per year. The Ministry of Urban Development (MoUD) in India estimates that the rate of collection [ton of MSW collected by Municipal Corporation /ton of MSW generated by city)  $\times$  100] is 75-100% for urban areas. The Energy and Research Institute (TERI) estimates the rate at 72.5%. Urban local bodies spend about U.S. Dollar (USD) 10-30 per ton on solid waste for collection, transportation, treatment, and disposal of which about 60-70% is spent on manpower for street sweeping and waste collection, 20-30% on transportation, and less than 5% on final disposal of waste.

As per the study carried out by Punjab Pollution Control Board (PPCB, 2006, as quoted in Tiwana et al., 2007), in the highly populated cities of Ludhiana, Amritsar, Patiala and Jalandhar, it was found that the per capita waste generation ranged between 460 g/capita/day to 610 g/capita /day. Ludhiana being the highest per capita generator of MSW. The total waste generation in the state is continuously increasing with growth in population, urbanization, high per capita income, increase in construction and commercial activities, increase in slaughter houses and shift towards western lifestyles. However, urbanization is the key driving factor amongst all (Punjab State Action Plan for Climate Change December, 2012).

It is estimated that India's current population of 1,210 million will continue to grow at the rate of 3-3.5% per annum. As per solid waste management Manual, 2000 per capita waste generation increase by 1.3 per annum. The yearly increase of waste is around 5%. It is estimated that the total waste generated in Punjab increased from 1604.4 thousand tons to 2017.03 thousand tons during this period, hence MSW generation increased from 4395.6 tons/day to 5526 tons/day between 2001-2011 (Rathore, 2010).

According to municipal solid waste rules, waste processing and disposal facilities were to be set up by the municipal authorities by December 2003 and the performance of these facilities was to be monitored once in six months. However, no waste processing and disposal facilities have yet been set up in the state till last month of 2012 in spite of high court ruling, the high court on September 18 has directed Commissioner to streamline the garbage lifting process



in Amritsar . The court had granted six-week time to finalise the formalities for establishing the solid waste management plant and implementation of a door-to-door garbage collection process within a fortnight, after a PIL was filed by local resident M.S. Bhatti in 2006 and recent one in 2012 by Local MP of the city Navjot Sidhu along with his wife. Thus, open dumping of waste continues throughout the city in violation of the municipal solid waste rules. In case of Amritsar 29 per cent of the vehicles transporting municipal solid waste were uncovered leading to waste being exposed to the open environment and littering (GOI, 2008:63-64).

The services can also be affected due to lack of staff which is being deployed for carrying out these services. Most of the waste being generated in the city is being dumped at open land refill sites. Sometimes this makes way to low lying areas in the city where it act as filler. In the first week of August 2012, Antony Waste Handling Cell Private Ltd had withdrawn its operations following a tussle between its management and the Amritsar Municipal Corporation over the payment of its dues. Forcing MCA to engage private trolley operators to do the job who are ill equipped to remove the city garbage.(Paul, 2012). At present MCA is grappling with an acute fund crunch and they are not in a position to pay salaries to those who were already on its rolls. In order to meet this gravity i.e the shortage of Class IV staff, MCA has engaged safai karamcharis and sewer men on temporary basis at the maximum rate of Rs 180 per day. All this state of affairs affects their work and performance both. There are 235 Mohalla Sudhar Committees (MSCs) within Amritsar city, representing specific localities, which undertake the responsibility of house-to-house collection of solid waste by engaging and supervising a limited number of Safai sevaks.<sup>4</sup>

Moreover the garbage collection site at Bhagtanwala shows the dismissal approach of Municipal Corporation which is seen in picture given below. On the whole people living in

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<sup>4</sup> [http://jnnurm.nic.in/wp-content/uploads/2010/12/Amritsar\\_CEPT.pdf](http://jnnurm.nic.in/wp-content/uploads/2010/12/Amritsar_CEPT.pdf) as retrieved on 1 February 2013.

the vicinity of garbage ground are suffering from various problems such as flies and mosquitoes thus affecting their overall health. Again the issue is what per cent of garbage being collected is dumped at the site. Later day generated garbage is collected the same day or there are fixed timings to serve the various wards as result of which some get served by chance after three or four days.



An overflowing garbage bin adjacent to the boundary wall of St Mary's School in Amritsar

The Guru Nanak Dev Hospital premise in Amritsar has also taken the shape of a dumpyard, with biowaste and stagnant rainwater giving out foul smell in Amritsar.

For Amritsar city as a whole following SLB Indicators related to Solid Waste Management are Given Below:- City Household coverage Collection value is 24.8 given a Rating C, Efficiency 86.2 given rating D. However, there is no data available on segregation of MSW, MSW recovery and scientific disposal. For cost recovery value is around 0.4 and rating is C whereas for efficiency value given is 99.7 but no ranking is available. Similar instance has been with regard to Complaints redressal for which value stated is around 100.0 but no rating is available.<sup>5</sup>

The Punjab government has started an Integrated Waste Management Programme across in 8mega clusters (Jalandhar, Ludhiana, Bathinda, Ferozepur, Patiala, Amritsar, Pathankot and Greater Ajitgarh Area Development Authority-GMADA) covering 15-30 cities and towns, thereby including 137 towns in the state. Solid waste generated of the order of 4000-5000 tons per day from these towns would be utilized for producing power, compost or other useful products and finally remaining residual material will be disposed in landfills. With regard to Amritsar total waste generated is 216,000 MT, the cost per MT is 1777.31

<sup>5</sup>(<http://www.asci.org.in/13thfc-urban/pdfs/ServiceDelivery/Solid.pdf> as retrived on 26 January 2013)



whereas cost per person per year was 319.92. The cost per household per year was 1599.583 (Punjab State Action Plan for Climate Change December, 2012).

All these action plans remain on the paper only as state always have laudable policies but the intentions are not clear cut which maximise the problems. This could be seen with regard to rising pollution levels be it air or water bodies or noise pollution in general.

With increasing participation of citizens in day today affairs of the city. Some of them are sensitized on the issue of Air pollution to great extent. How people perceive city as livable one or not has been discussed below.

### **Pollution in Amritsar, India**

Air Pollution	75.00
Drinking Water Pollution and Unaccessibility	50.00
Unsatisfaction with Garbage Disposal	100.00
Dirty and Untidy	75.00
Noise and Light Pollution	25.00
Water Pollution	75.00
Unsatisfaction to Spend Time in the City	100.00
Unsatisfaction with Green and Parks in the City	25.00

### **Purity and Cleanliness in Amritsar, India**

Air quality	25.00
Drinking Water Quality and Accessibility	50.00
Garbage Disposal Satisfaction	0.00
Clean and Tidy	25.00
Quiet and No Problem with Night Lights	75.00
Water Quality	25.00
Comfortable to Spend Time in the City	0.00
Quality of Green and Parks	75.00

Note: These data are based on perceptions of visitors of this website in the past 2 years. If value is 0, it means it is perceived as very low, and if value is 100, it means it is perceived as very high<sup>6</sup>.

The existing National Ambient Air Quality Standard are as follows- for Residential Areas (Annual average) for SO<sub>2</sub> = 50 microgramme per cubic metre, NO<sub>2</sub> = 40 microgramme per

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<sup>6</sup> [http://www.numbeo.com/pollution/city\\_result.jsp?country=India&city=Amritsar](http://www.numbeo.com/pollution/city_result.jsp?country=India&city=Amritsar) as retrieved On 18 January 2012.

cubic metre and PM10 = 60 microgramme per cubic metre.( GOI,2011:31)The pollution level around the Golden Temple and its nearby areas remains the most polluted and noisy part of the holy city. The Punjab Pollution Control Board (PPCB) while releasing the data stated that there has been decline to previous year levels, as compared to 402 respirable suspended particulate matter (RSPM) in 2011, the level in 2012 on Diwali occasion around Harmandar Sahib was 390 RSPM. This data related to pollution and noise-level tests was conducted on Diwali and Bandi Chhod Divas as on 13 November 2012 (The Tribune 17 November 2012).

## **Chapter X**

### **Urban Governance**

In the preceding chapters it has been found that the city has grown in an unplanned manner with inadequate infrastructure and such type of development is not sustainable and it will lead to impending urban crises in the city. The main causes of above problems can be traced to important weakness on three fronts: (1) Infrastructure (2) Finance (3) Governance. When infrastructure is inadequate investment in economic activities to generate income and employment will remain limited. When municipal corporations do not have access to the needed financial resources, their ability to provide essential public services to the people and to develop infrastructure will be limited. When the Governance structure, skills and practices of the cities/towns are weak, the efficiency and responsiveness of urban local Govt. tend to suffer.

The success of a plan lies in its implementation and effective implementation depends on the governance. If the objectives of a plan are not achieved then it can be attributed to defects in planning process or poor implementation. In Punjab both are true like other cities in India; the governance structure in urban Punjab is characterized by a multiplicity of institutions, each deriving its authority from separate laws. It comprises three kinds of organizations, i.e., state departments, parastatal organizations and local level bodies. The state departments include Town and Country Planning Department (T&CP), Department of Housing and Urban Development (HUD), Punjab Urban Development Authority (PUDA) and Department of Local self-Government (LSG). The parastatal organizations include mainly the Punjab Water Supply and Sewerage Board (PWSSB), among others. At the local level, there are urban local bodies such as Municipal Corporations, Municipal Councils and Nagar Panchayats.

The governance structures and process of Municipal Corporations in the state have remained unchanged despite the decentralization drive of the 74<sup>th</sup> Amendment. Mayors play a ceremonial role, to the most part, while Commissioner appointed by the state government wields wide powers despite the elected city council and Mayor. In reality real authority lies at the state headquarters and at best they are offered crumbs by way of petty grants for

inconsequential items. In Punjab, Local Governments are bereft of financial or administrative authority (Kashyap, 2010). The administrative capacity and skills available to corporations are limited/and they do not have even adequate numbers of trained professional such as accountants, urban planners and other technical persons. To illustrate the point, in July 2010, there were 19 town planners against 53 sanctioned posts and situation much better in 1970 when majority of sanctioned posts (56) were occupied in the state town and country planning department. Since 1970s the urban population has increased more than three times but the numbers of planners have reduced to one third. In Amritsar municipal committee first town planner was appointed in 1939 when its population was just 2,46,780 and now after 73 years city has become a metropolis (11,32,716 persons) and managed by municipal corporation but there is no qualified town planner to look after the development and planning in the city. As per international standard, it is desired that there should be one planner for 5000 urban residents (Ramanathan, 2008). These facts clearly reveal that state and local administration give low priority to planning and development in the city as it has been seen in last chapter on JNNURM, state as well as MCA could not use grant provided by the Central Govt. for development of urban infrastructure and urban basic services for the poor in the city.

Information available to the public on local services is meagre and the systems for grievance redressal are seldom put in place. As a result, those in charge of essential services cannot be held accountable for their performance. Consequently, it becomes hurdle in the way of good governance.

### **Multiplicity of Planning and Development Agencies**

There is the multiplicity of urban planning and development agencies in the state as well as in the city. For instance, there are several agencies working for planning, such as Regional and Town Planning Board, Punjab Urban Planning and Development Authority (PUDA), Punjab Infrastructure Development Board (PIDB), Punjab Heritage and Tourism Planning Board (PHTPB) besides Town and Country planning department. The same is the case with urban development which involves agencies like Improvement Trusts and city-based development authorities like (GMADA) Great Mohali Area Development Authority, (Amritsar Development Authority (ADA) etc. And let us not forget the ULBs which are envisaged as agencies apart, there is also a marked lack of inter-agency coordination. The

result is a duplication of authority, overlapping jurisdictions, functional confusion, shifting responsibilities, lack of accountability and inter-agency misgivings and tensions. Further, it also results in multiplicity of rules and procedures, as every agency frames its own rules and procedures which are also often contradictory. This generates distortions in urban development. The fragmented character of urban planning, governance and development administration is also a source of immense problems to the people. The lack of coordination between improvement Trusts and Municipal Corporation is a common example of it. Improvement Trust develops certain residential and commercial areas and hands them over to Municipal Corporations which the latter are usually reluctant to take over for one reason or another. This puts people to unnecessary harassment.

### **Fragmented Functional Domain**

Sharma, Sandhu and Teotia (2012) observed in their study on urban development in Punjab that the municipalities in Punjab are governed by Punjab Municipal (Amendment) Act, 1994, and Punjab Municipal Corporation (Amendment) Act, 1994. These two acts were brought after 74<sup>th</sup> CAA to strengthen the functional and fiscal domains of the municipalities in the state. The ULBs have been endowed with specific functions covering obligatory, regulatory, maintenance and developmental activities. The enforcement of building bylaws, registration of births and deaths, controlling of obnoxious trade and industries, regulating markets and slaughter houses are a few important regulatory functions. The water supply, sewerage and drainage, street lighting and roads are the most important civic functions of ULBs. The functional domain of municipalities has been accorded a special constitutional significance in the CAA. Notwithstanding the existing legislation on the functional domain of municipalities, in actual operation it is not all that unambiguous. The state government has taken over a number of functions, which traditionally have been the domain of the municipalities. Even in the performance of functions which are constitutionally the functions of municipalities, such as water supply and sewerage, there is state control through PWSSB. The functional domain of ULBs in Punjab is fragmented, as it is marked by a variance from the 12<sup>th</sup> Schedule of CAA. Detail is given in Table-10.1.

**Table: 10.1**  
**Divergence in the performance of municipal functions from the norm of Article 243W**  
**of 74<sup>th</sup> CAA**

S.no	Municipal functions listed in the 12 <sup>th</sup> Schedule of CAA	Performed by
1.	Urban planning including town planning	Town and Country Planning /PUDA
2.	Regulation of land use and construction of buildings	Town and Country Planning /PUDA
3.	Planning of economic and social development	Departments of Planning and Social Welfare
4.	Roads and bridges	Public Works Department (PWD)
5.	Water supply for domestic, industrial and commercial purposes	PWSSB and ULBs
6.	Public health, sanitation conservancy and solid waste	Solid waste management (ULBs) Sewerage (PWSSB and ULBS)
7.	Fire services	ULBs
8.	Urban forestry, protection of the environment and promotion of ecological aspects.	Departments of forest, state Pollution Control Board, State Council for Science, Technology and Environment & ULBs
9.	Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded	Social Welfare Department
10	Slum improvement and up gradation	ULBs
11	Urban Poverty alleviation	ULBs
12	Provision of urban amenities and facilities such as parks, gardens and playgrounds	ULBs
13	Promotion of cultural, educational and aesthetic aspects	Department of Culture, Education and Public Relation
14	Burials and burial grounds, cremations, cremation grounds and electric crematoriums	ULBs
15	Cattle ponds and preventions of cruelty to animals	ULBs
16	Vital statistics including registration of births and deaths	ULBs
17	Public amenities including street lighting, parking lots, bus stops and public convenience	ULBs
18	Regulation of slaughterhouses and tanneries	ULBs

*Source: Computed from various sources*

The participation of parastatal organisations in municipal functional domain tends to encroach the authority and autonomy of the municipalities. It shows that the state government is not interested in empowering the urban local bodies. Till now there is no comprehensive urban policy at national or state level, therefore in the absence of over all urban policy such type of urban development is inevitable. Urban development is low priority area for the state. Human development report of the state was prepared and released

through some consultants in 2004 and urban development was conspicuous by its absence from the report, where as urban sector is contributing 70 per cent to state GDP.

The quality of urban governance in Punjab in general and Amritsar in particular is poor due to legal, fiscal, institutional and organizational weaknesses in the context of the 74<sup>th</sup> CAA. The state government has failed to transfer functions, funds and functionaries as envisaged in the 74<sup>th</sup> CAA. The bureaucracy has supervisory, controlling and executive powers over local governance under the existing municipal laws. Devolution of functions, and tax authority and fiscal autonomy to ULBs are neglected under existing laws. Some provisions of the 74<sup>th</sup> CAA like regular elections, reservation for women, SCs and STs, constitutions of state Election Commission, State finance Commissions and DPCs have been implemented but a lot needs to be done to enable the ULBs to work as institutions of local self-government. The fragmented municipal functioning impairs autonomy of the local bodies. The town planning function has not been transferred to the ULBs. Municipalities have not been granted full functional financial autonomy. The recommendations of the first, second and third State Finance Commissions have not been implemented with result that municipalities are groaning under finance constraints, and are not able to perform their functions efficiently (Sharma, Sandhu and Teotia, 2012). Now let us review the financial state of Municipal Corporation Amritsar.

**Income and Expenditure of MCA:** The income and expenditure of MCA is given in Table 10.2.

**Table: 10.2**  
**Income and Expenditure of MCA from 2007-08 to 2011-12 (In lakhs)**

Census Years	Income	Expenditure	Balance
2007-08	21272.8	12375.0	8897.8
2008-09	12105.0	11740.07	364.9
2009-10	14500.02	12958.32	1541.70
2010-11	14307.32	15669.23	-136191
2011-12	16527.38	15968.51	5588.7

*Source: Municipal Corporation Amritsar.*

The Table 10.2 indicates that in the last five years (2007 to 2012), except 2010-11, remaining all four financial years the budget figures look promising and shows surplus budget. But when budget is examined in detail, it reveals the other story, for example during

the financial year 2007-08, 71 percent of the total funds was spent on running the administration and contingencies only and just 28 per cent funds were used for carrying out developmental works. Similar observations can be drawn with regard to financial years 2009 and 2010 respectively. In these financial years the money being utilized for running the affairs of Municipal corporation has increased to about 81.9 percent and remaining 18.8 percent left for developmental activity which in fact has shown a decline of 10 percent from the previous financial year. With regard to financial year 2010 the figures remains stand at more or less same as they were in 2009 (refer Table 10.3 to 10.7).

For two consecutive financial years 2011 and 2012 the money spent on establishment had increased to 62 percent and 66 percent respectively which indicates that MCA financial position is in very bad shape. At present there first priority is to pay salaries to their staff and pension to their retired employees. Usually employees and pensioners are not getting their dues on time. Further, the employees who have recently retired from MCA are struggling to get their pension benefits and other dues. The contractors who have completed development works in the city are running pillar to post for their dues. These contractors are shunning away from taking any developmental work. This is happening because main sources of income have declined such as Octroi and other taxes. Even income from house tax, water and sewerage charges is also not fully collected by the MCA from the residents. In 2005 -2006 MCA was having a debt of Rs. 13 crore now it has now increased to Rs. 40 crore.

**Table: 10.3**  
**Expenditure of Municipal Corporation, Amritsar (2007-08)**

S.no	Head	Budget provision for the current year	Actual expenditure upto the end of this month in the current year 1/4/07 to 31/3/08	Actual expenditure in the corresponding period last year 1/4/06-31/03/07	Percentage increase/decrease compared to corresponding period last year	Percentage of budget provision
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Establishment	6500.00	6481.28 (52.3%)	5647.80	15%INC	100%
2	Contingencies	2290.00	2392.24 (19.3%)	2400.15	-	105%
3	Development Works	4870.40	3501.51 (28.3%)	7320.17	52%DEC	72%
	Total	13660.40	12375.03	15368.12	19%DEC	91%

*Source: Municipal Corporation Amritsar.*



**Table: 10.4**  
**Expenditure of Municipal Corporation (2008-2009)**

S. no	Head	Budget provision for the current year	Actual expenditure upto the end of this month in the current year 1/4/08 to 31/3/09	Actual expenditure in the corresponding period last year 1/04-07-31/03/08	Percentage increase/decrease compared to corresponding period last year	Percentage of budget provision
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Establishment	7500.00	7104.07 (60.5%)	6481.28	10% Increase	95%
2	Contingencies	2569.00	2417.44 (21.87%)	2392.24	1% Increase	94%
3	Development Works	4805.00	2218.56 (18.8%)	3501.51	37% Decrease	46%
(ii)	Development works out of 100 crores spl. grant from punjab. Govt	10000.00	5185.74 (51.86)	-	100% Increase	52%
	<b>Total</b>	<b>24874.00</b>	<b>16925.81</b>	<b>12375.03</b>	<b>37% Increase</b>	<b>68%</b>

*Source: Municipal Corporation Amritsar.*

**Table: 10.5**  
**Expenditure of Municipal Corporation (2009-2010)**

S. no	Head	Budget provision for the current year 2009-10	Actual expenditure upto the end of this month in the current year 1/4/09 to 31/3/10	Actual expenditure in the corresponding period last year 1/04/08-31/03/09	Percentage increase/decrease compared to corresponding period last year	Percentage of budget provision
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Establishment 6400+1900	8300.00	7860.47 (60.65%)	7104.07	11% Increase	95%
2	Contingencies 1300+1200	2500.00	2725.08 (21.04 %)	2217.44	13% Increase	109%
3	Development Works 1295+410.50	1705.50	2372.77 (18.31%)	2218.56	7% Increase	139%
	<b>Total</b>	<b>12505.50</b>	<b>12958.32</b>	<b>11740.07</b>	<b>10% Increase</b>	<b>104%</b>

*Source: Municipal Corporation Amritsar.*

**Table: 10.6**  
**Expenditure of Municipal Corporation (2010-2011)**

S. no	Head	Budget provision for the curent year 2010-11	Actual expenditure upto the end of this month in the current year1/4/10to31/3/11	Actual expenditure in the corresponding period last year1/04/09-31/03/10	Percentage increase/decrease compared to corresponding period last year	Percentage of budget provision
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Establishment	10620.00	9850.73 (62.0%)	7850.48	25% Increase	93%
2	Contingencies	770.00	802.14 (5.1%)	780.91	3% Increase	104%
3	<b>Development Works</b>					
a	Committed	3290.00	3662.59	3269.20	12% Increase	111%
b	Non committed	1730.00	1353.77	1057.73	28% Increase	78%
	Total	5020.00	5016.36 (32.0%)	4326.93	16% Increase	100%
	Grand total	6410.00	15669.23	12958.32	21% Increase	95%

*Source: Municipal Corporation Amritsar.*

**Table: 10.7**  
**Expenditure of Municipal Corporation (2011-2012)**

S. no	Head	Budget provision for the curent year 2011-12	Actual expenditure upto the end of this month in the current year1/4/11to31/3/12	Actual expenditure in the corresponding period last year1/04/10-31/03/11	Percentage increase/decrease compared to corresponding period last year	Percentage of budget provision
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Establishment	12040.00	10546.12 (66.0%)	9850.73	7% Increase	88%
2	Contingencies	780.00	752.40 (4.71%)	802.14	6% Decrease	96%
3	<b>Development Works</b>					
A	Committed	4140.00	3476.43 (29%)	3662.59	5% Decrease	84%
B	Non committed	1495.00	1193.56 (29%)	1353.77	12% Decrease	80%
	Total	5635.00	4669.99 (29%)	5016.36	7% Decrease	83%
	Grand total	18455.00	15968.51	15669.23	2% Increase	87%

*Source: Municipal Corporation Amritsar.*

### **A Case of bad Governance in Amritsar:**

Usually projects are not implemented due to lack of funds. Sometimes, funds are there but projects are not implemented due to inefficient and ineffective governance at the part of the administrator. This can be illustrated by the following study Amritsar Municipal Corporation and PWSSB. The Japan Bank of International Cooperation (JBIC) with the consultation of Government of India had agreed to provide loan of Rs. 360 Crore to undertake Amritsar Sewerage Project in 2006. Agreement was signed by all the Stakeholders such JBIC, Punjab

Water Supply and Sewerage Board, Municipal Corporation, Local Govt.Department, State Govt. of Punjab, Ministry of Urban Development, Govt. of India. Main objective of project was to provide reliable Sewerage Services by carrying out construction of sewerage treatment plants and augmenting sewerage system for improving the living conditions of people especially the poor in municipal area of Amritsar. The Japanese team studied the area thoroughly and provided all the details of the project. They had also agreed to provide the technical assistance for this purpose. Project was to start in 2008. In the project PWSSB was nodal agency and it was responsible for implementation of (i) Sewerage treatment plants, pumping stations and sewer (Including household connections),(ii) consulting services (including asset survey).

Municipal Corporations Amritsar (MCA) was the implementing and operation and maintenance agency. In the project MCA was responsible for (i) Social development and community participation, and (ii) institutional improvement. As per the time schedule the project was planned to be completed in March 2011. In this regard MCA appointed an Institutional Improvement Manager in August 2008. He joined MCA in August 2008. The MCA also appointed Community Development cum Public Awareness Expert by following the due procedure in Nov. 2008. He accepted the appointment but MCA did not finalize agreement till date. He has written many letters to MCA about the assignment but MCA did not even care to reply his letters. On the other hand, Institutional Improvement Manager worked for 13 Months and provided many important inputs for the improvement of various systems in MCA. But he was unceremoniously removed from his service with a lame excuse that “MCA has not been able to appoint other supporting Experts” and therefore his services are not required (for details please see the box).MCA paid him salary for two months only. Remaining salary for 11 months has not been released by MCA till date. This is how MCA is dealing with experts and the projects which were meant for the provision of poor. The project was to start in 2008 and was to be completed in 2011 but it has not started yet, due to the lack of concern of Nodal agency (PWSSB) and implementing agency (MCA).This case study reveals the inefficient functioning and apathetic attitude of PWSSB and MCA in the projects which does not safeguard their (various officials) interests (indirect benefits) would never be implemented. Had this project been implemented as per its schedule it would have resulted in covering the whole city, especially the urban poor (including majority of slums) under the sewerage system and it would have improved the quality of life of the residents.

## **Poor Urban Governance in Punjab: Case of Missed Opportunity:**

With the assistance of Japan International Cooperation Agency (Earlier Japan Bank of International Cooperation), the Municipal Corporation of Amritsar (MCA) along with PWSSB has undertaken Amritsar Sewerage Project for the city of Amritsar. It focuses on infrastructural developments (construction of sewers, sewerage treatment plants) as well as institutional improvements. For undertaking institutional improvements and reforms within MCA, the funding agency had approved appointment of an institutional Improvement Manager within MCA and even agreed to reimburse the expenses incurred on the component. In line with the guidelines, an Institutional Improvement Manager was selected and appointed in August 2008. During his working, a situational analysis of operation of MCA was undertaken and deficiencies were observed with regard to high illegal and unauthorized water and sewerage connections, high water leakages, improper recording of properties, deficiencies in issuing of birth/death certificates, deficiencies in measurement of solid waste, lack of asset recording and management etc. After analysis, various measures to measure, improve and monitor the improvements were suggested. This included use of plumbers in identification of illegal/unauthorized water connections, asset recording and zoning for water distribution and assessment of leakages, GIS based property tax systems, e-governance, double entry accounting etc. and even pursued JICA to provide additional funding. This allocation even included surrendering allocation of House rental meant for him. He then somehow pursued MCA management (Commissioner and SE, O&M) to have some of these proposals approved by House. On approval of the House, even tendering of GIS based property tax system was undertaken by MCA. No doubt, in the process, the Institutional Improvement Manager received stiff resistance from some of the officials in MCA, who could perceive that on implementation of some of these reforms/improvements – would result in improvement of revenue of MCA but would reduce their indirect earnings.

It is interesting to note that in spite of commitment of JICA to reimburse expenses on hiring of institutional improvement manager, he was not paid his salary for 11 months (paid for two months out of his working for more than 13 months- Aug 2008 to Sept 2009). Further, he was unceremoniously removed from his services with a lame excuse that “MCA has not been able to appoint other supporting Experts” and therefore his services are not required. He was even not offered a three month notice, which was mandatory as per his contract. In spite of his repeated requests, his payments have not been released by MCA till date. It is intriguing to

note that “hiring of other Experts” was the responsibility of Commissioner, MCA and not institutional manager.

This is a clear case of missed opportunity by MCA due to bad governance of MCA and vested interests of its officials, where they could see increase in revenue of MCA at the cost of their indirect earnings. The reasons of his removal prove bad scenario of governance in Punjab, where nothing was done to the person (Commissioner, MCA), who should have been made accountable by Administration, but services of a person (with no authority to appoint) were terminated.

## Chapter XI

### Perception of Residents

In the previous chapters attempt has been made to learn the existing demographic, socio-economic, housing, slums, poverty and infrastructural conditions in the city on the basis of secondary data available in various published and un published reports. The present chapter deals with the perception of city residents i.e. how they feel about the city and its various amenities and facilities, whether these facilities have improved or not in the last five years. All information has been collected from the respondents through a well-structured interview schedule given in Annexure -11.1. Data has been collected from 617 respondents living in 10 wards of the city, which represents different type of residential areas occupied by various income groups. Before discussing the perception of residents let us understand their demographic and socio- economic background.

**Table: 11.1**  
**Distribution of Respondents according to Age**

SI No	Age Category	Respondents	Percentage
1	Young age	247	40.0
2	Middle age	266	43.1
3	Old age	104	16.9
4	Total	617	100.0

*Source: Field Survey*

We have divided our sample in a three age groups i.e. young from 20-40 years, Middle age 41-60 and old above 60 years of age. Table 11.1 reveals that young respondents are about two fifth, and middle age group constitutes little more than two fifth (43.1 percent) of the sample and above 60 i.e. older respondents forms about one sixth of the total respondents. In short, overwhelming majority are from young and middle age group.

**Table: 11.2**  
**Distribution of Respondents according to Sex**

SI No	Sex	Respondents	Percentage
1	Male	450	72.9
2	Female	167	27.1
3	Total	617	100.0

*Source: Field Survey*

Table 11.2 indicates that majority (72.9 percent) of respondents are male and female respondents constitute only 27.1 percent.

**Table: 11.3**  
**Distribution of Respondents according to Marital Status**

SI No	Marital Status	Respondents	Percentage
1	Married	536	86.9
2	Unmarried single	78	12.6
3	Divorced/widow	3	0.5
4	Total	617	100.0

*Source: Field Survey*

Table 11.3 shows that overwhelming majority (86.9 percent) of respondents are married. Only one eighth (12.6 percent) of them are unmarried and divorcee constitute microscopic minority i.e. 0.50 percent only.

**Table: 11.4**  
**Distribution of Respondents according to Religion**

SI No	Religion	Respondents	Percentage
1	Hindu	345	55.9
2	Sikh	268	43.5
3	Muslim	2	0.3
4	Christian	2	0.3
	Total	617	100.0

*Source: Field Survey*

In Amritsar city majority of residents belongs to Hindu religion, similarly in the present sample 55.9 percent respondents are Hindu and 43.5 percent are Sikhs as shown in Table 11.4 Muslims and Christian constitute only 0.6 percent of the total sample.

**Table: 11.5**  
**Distribution of Respondents according to Type of Family**

SI No	Type of Family	Respondents	Percentage
1	Nuclear	378	61.3
2	Joint	239	38.7
3	Total	617	100.0

*Source: Field Survey*

Data shows that majority of them (61.3 percent) are living in nuclear families (Table 11.5) remaining are living in joint families as shown in Table 11.5. Table 11.6 indicates that less than one of half of them are living in large size family i.e. with more than five members and small size (1-2 members) families constitutes 3.9 percent only.

**Table: 11.6**  
**Distribution of Respondents according to Family Size**

SI No	Family Size (dependent of respondent)	Respondents	Percentage
1	1-2 Member	22	3.9
2	3-5 Member	300	48.6
3	>5 Member	295	47.8
	Total	617	100.0

*Source: Field Survey*

**Table: 11.7**  
**Distribution of Respondents according to Educational Qualification**

SI No	Education Qualification	Respondents	Percentage
1	PostGraduate/Professional	141	22.8
2	Non Professional Graduate	277	44.8
3	Matriculate	158	25.6
4	Illiterate	41	6.6
	Total	617	100.0

*Source: Field Survey*



Table 11.7 reveals that over whelming majority (93.4percent) of respondents are educated. Further Table indicates that 22.8 percent, 44.8 percent and 25.6 percent are post graduate or professionals, Graduate and matriculate respectively. In short, leaving aside 6.6 percent of total rest of them are matriculate and more educated persons.

**Table: 11.8**  
**Distribution of Respondents according to Occupation**

SI No	Occupation	Respondents	Percentage
1	Professional	83	13.5
2	Self Employed	323	52.4
3	Daily wager	137	22.2
4	Govt. /Semi- Govt./PSU Employed	74	12.0
	Total	617	100.0

*Source: Field Survey*

In case of economic aspect, data was collected about their nature of job and income. Table 11.8 shows that 13.5 percent of them are professional and 52.4 percent of them are self-employed, daily wagers constitute 22.2 percent and Govt. /Semi Govt. employees constitute only 12.00 percent.

**Table: 11.9**  
**Distribution of Respondents according to Household Monthly Income**

SI No	Economic Status	Respondents	Percentage
1	More than 35000 Rs	11	1.8
2	20000 to 350000 Rs	70	11.3
3	5000 to 20000 Rs	375	60.8
4	Less than5000 Rs	144	23.3
5	Do not know	17	2.8
	Total	617	100.0

*Source: Field Survey*

Table 11.9 indicates the distribution of respondents according to monthly household income. Table reveals that majority (60.8 percent) of them are earning between Rs.5000 to 20000 per month and little less than one fourth of them are earning less than Rs. 5000 per month. Only 1.8 percent are earning more than Rs. 35000.

**Table: 11.10**  
**Distribution of Respondents according to Size of Plot**

SI No	Size of Plot	Respondents	Percentage
1	Up to 125 sq. yard	529	85.7
2	126 to 250 sq. yard	62	10.0
3	251 to 500 sq. yard	21	3.4
4	500 above sq. yard	5	0.8
	Total	617	100.0

*Source: Field Survey*

Housing data reveals that overwhelming majority (85.7 percent) are living in plots of 125 sq. Yards or less size and only 3.4 percent of them are living in 251 to 500 sq.yds. plots size (Table 11.10). One of the peculiar features of Amritsar city is that over whelming majority of residents have their own houses as shown in chapter six, similarly Table 11.11 reveals that only 2.9 percent respondents have rented accommodation and over whelming majority (96.7 percent) of them are owners.

**Table: 11.11**  
**Distribution of Respondents according to Type of Tenancy**

SI No	Type of Tenancy	Number	Percentage
1	Own/Parental	597	96.7
2	Rented	18	2.9
3	Mortgaged	1	0.2
4	Other	1	0.2
	Total	617	100.0

*Source: Field Survey*

Ownership of house is usually related with better house and large number rooms. Data also shows that only 5.2 percent of respondents are living in one room house and more than one half are living in 2 to 3 room houses and remaining 43.8 percent of them are living in bigger houses i.e. having more than four rooms.

After examining and knowing about their socio-economic and housing conditions of respondents now let us see their perception about various basic services existing in the city. Table 11.12 and Figure 11.1 and Figure 11.1 indicate the level of satisfaction of respondents regarding, electricity, sewerage system, water supply, solid waste disposal and road sweeping facilities etc.

It shows that more than one half (53.2 percent) of the respondents are not satisfied and highly dissatisfied from electricity supply with in the city. This is mainly because of frequent power

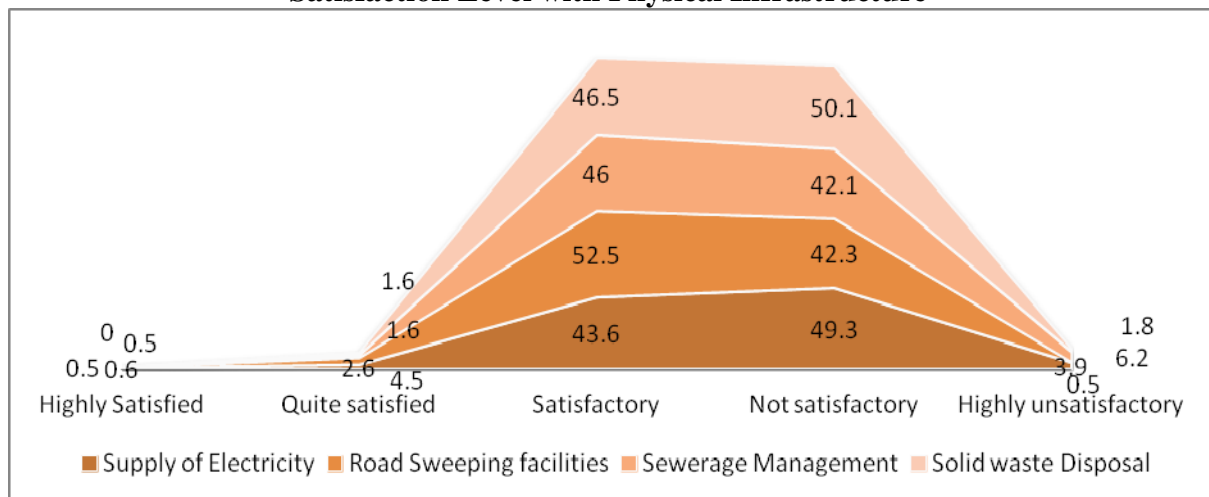
cuts in power supply especially during summer. Similarly 51.9 percent of them are not satisfied with solid waste management system existing in the city. Many of them complained about non- removal of garbage in their areas for number of days. Further, table shows that 48.3 percent of them are not satisfied from operation of sewerage system. During the survey it was found that in the absence of storm water drainage system in the city, even a light shower creates problems in many areas. There is also problem of blockage and overflowing of sewers in some areas such ghee mandi, c-block Ranjit Avenue and Shastri market. People informed that to solve the problem of blockage they have to pay money to plumbers or Municipal Corporation for rectifying the problem. In case of road sweeping again 42.8 percent respondents are not satisfied from this service. In short, It can be concluded from the above data that about one half of them are dissatisfied or highly dissatisfied from above mentioned urban services provided by MCA.

**Table: 11.12**  
**Respondents according to Level of Satisfaction with Physical Infrastructure**

Categories	Highly Satisfied	Quite satisfied	Satisfactory	Not satisfactory	Highly unsatisfactory	Total
Supply of Electricity	4(0.6)	16(2.6)	269(43.6)	304(49.3)	24(3.9)	617(100.0)
Road Sweeping facilities	3(0.5)	28(4.5)	322(52.5)	261(42.3)	3(0.5)	617(100.0)
Sewerage Management	3(0.5)	32(1.6)	284(46.0)	260(42.1)	38(6.2)	617(100.0)
Solid waste Disposal	0(0.0)	10(1.6)	287(46.5)	309(50.1)	11(1.8)	617(100.0)

*Source: Field Survey*

**Figure 11.1**  
**Satisfaction Level with Physical Infrastructure**



After learning their level of satisfaction we also tried to know their opinion about the improvement in these services in the last five years.

**Table: 11.13**  
**Opinion of Respondents about the Physical Infrastructure in last five years**

Categories	Substantial improvement	Moderate improvement	Very little improvement	No improvement	Total
Supply of Electricity	13(2.1)	253(41.0)	51(8.3)	300(48.6)	617(100.0)
Improvement in Municipal Water Supply	253(41.0)	101(16.3)	259(42.0)	4(0.7)	617(100.0)
Sewerage Management	3(0.5)	296(48.0)	107(17.3)	211(34.2)	617(100.0)
Solid waste Disposal	4(0.6)	245(39.7)	179(29.0)	189(30.6)	617(100.0)
Improvement in roads sweeping	6(0.9)	323(52.4)	116(18.8)	172(27.9)	617(100.0)

*Source: Field Survey*

Table 11.13 reveals that (in case of Electric supply (56.9) sewerage management (51.5 percent), solid waste management (59.6 percent) more than one half of respondents feel that little or no improvement has been made in the last five years. In case of water supply (57.3 percent) and roads sweeping (53.3 percent) more than one half of the respondents feel that substantial and moderate improvement has been made. Now let us see the performance in social infrastructure which include educational and health facilities provided by government and non-governmental agencies.

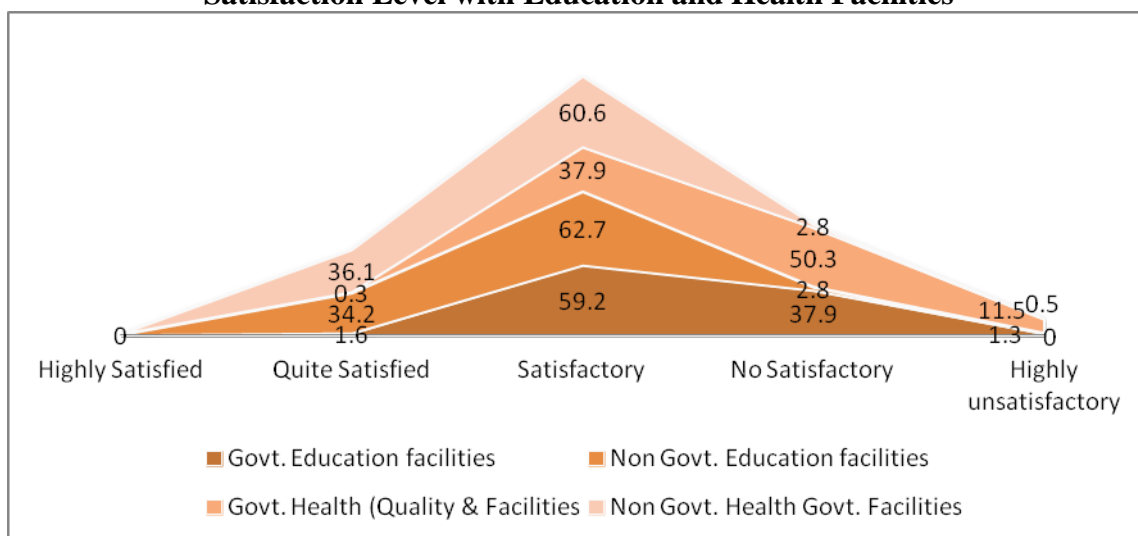
**Table: 11.14**  
**Respondents according to level of satisfaction with Educational and Health Facilities**

Categories	Highly Satisfied	Quite Satisfied	Satisfactory	No Satisfactory	Highly unsatisfactory	Total
Govt. Education facilities	0(0.0)	10(1.6)	365(59.2)	234(37.9)	8(1.3)	617(100.0)
Non Govt. Education facilities	2(0.3)	211(34.2)	387(62.7)	17(2.8)	0(0.0)	617(100.0)
Govt. Health (Quality & Facilities)	0(0.0)	2(0.3)	234(37.9)	310(50.3)	71(11.5)	617(100.0)
Non Govt. Health Govt. Facilities	0(0.0)	223(36.1)	374(60.6)	17(2.8)	3(0.5)	617(100.0)

*Source: Field Survey*

Table 11.14 and Figure 11.2 indicate that in case of educational facilities 39.2 percent of respondents are not satisfied from governmental education facilities. Contrary to this only 2.8 percent respondents are dissatisfied from educational facilities provided by private/non governmental agencies.

**Figure 11.2**  
**Satisfaction Level with Education and Health Facilities**



Further, Table 11.14 also reveals that in case of Govt. health facilities majority (61.8 percent) of the respondents feel dissatisfied from these facilities run by the Govt. Where as, in case of facilities provided by the non governmental agencies only 3.3 percent respondents are dissatisfied.

Basic features of good governance are effectiveness, transparency, accountability and responsiveness. We tried to gather the opinions of respondents about these four features of governance. They were asked to rate their level of satisfaction about city governance on three point scale i.e. highly satisfied, moderately satisfied and poorly satisfied.

**Table: 11.15**  
**Respondents according to level of Satisfaction with the Municipal Governance**

Categories	Highly	Moderate	Poor	Total
Effectiveness	180(29.2)	87(14.1)	351(56.9)	617(100.0)
Transparency	118(19.1)	413(67.0)	85(13.9)	617(100.0)
Accountability	120(19.45)	155(25.12)	342(55.42)	617(100.0)
Responsive to public need	85(13.8)	111(18.0)	421(68.2)	617(100.0)

Source: Field Survey

Table 11.15 indicates that as far as effectiveness of governance is concerned, 56.9 feel that it is poor. In case of transparency 67.0 percent feel that it is moderate. In case of accountability more than one half (55.42 percent) of them rate it as poor. When they were asked about the responsiveness to public need than a substantial number (68.2 percent) of them again felt it as poor. On the whole, it can be said that people feel that city government is not effective, least accountable and unresponsive which indicates the poor governance in the city (refer Figure 11.3).

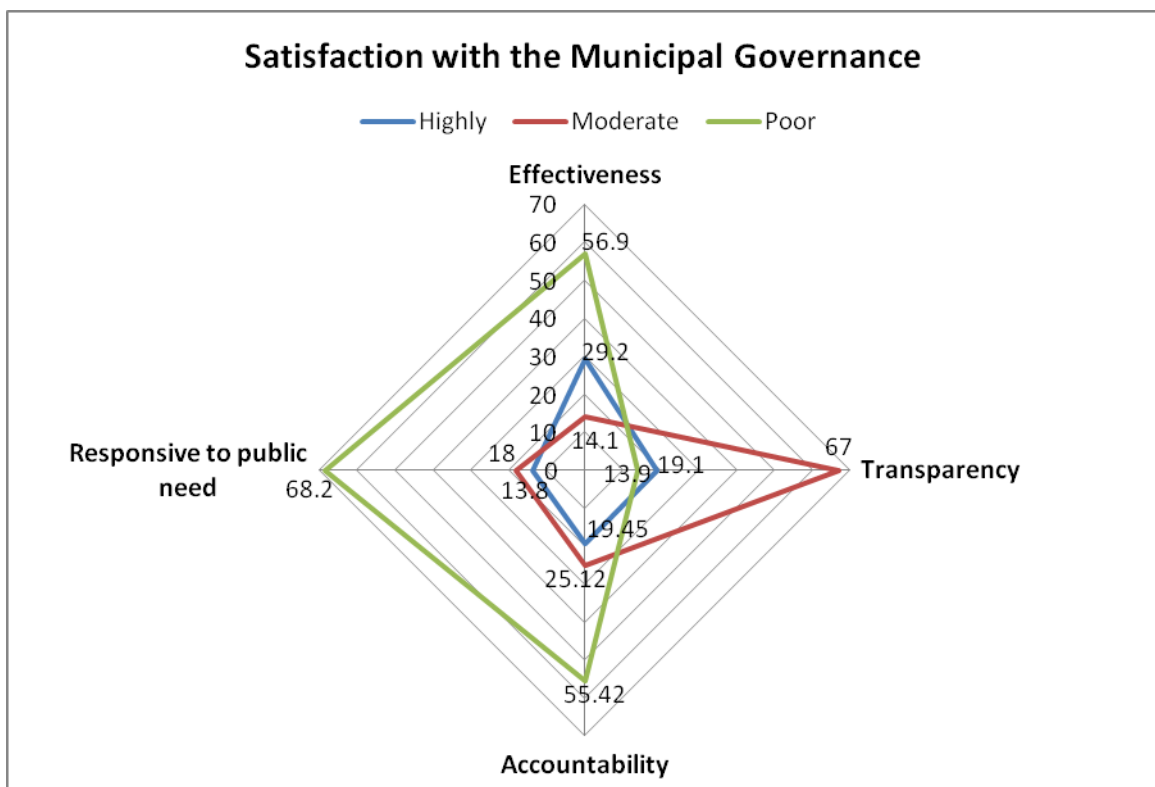


Figure 11.3

At the local level, there are two elements in governance, one are officials of the municipal corporation and others are Municipal Councillors who are elected by the people themselves during elections. Therefore, we tried to know the comparative picture of these two components i.e. Municipal Corporation and Councillors. An attempt was made to gather data about level of satisfaction of respondents about the working of councillors and working of the municipal corporation.

**Table: 11.16**  
**Distribution of Respondents according to level of satisfaction with the working of MC and Municipal Councillors**

Categories	Highly Satisfied	Quite Satisfied	Satisfactory	Not satisfactory	Highly satisfactory	Total
Working of Area Councillors	17(2.8)	20(3.2)	398(64.5)	173(28.0)	9(1.5)	617(100.0)
Working of Corporation	0(0.0)	1(0.2)	304(49.3)	300(48.6)	12(1.9)	617(100.0)
Problems by Corporation	0(0.0)	14(2.3)	228(37.0)	319(51.7)	56(9.1)	617(100.0)

*Source: Field Survey*

Table 11.16 indicates that majority (70.5 percent) of the respondents feel satisfied from functioning of the councillors, whereas, in case of M.C. only one half of them are satisfied. Table also reveals that majority (60.8 percent) of them are not satisfied with the M.C. in dealing with their problems.

Citizens were also asked that whom they approached in solving their problems. Table 11.17 shows that almost all of them (95.95 percent) had gone to area councillors for solving their problems, many of them also approached M.C. directly or through friends.

**Table: 11.17**  
**Distribution of Respondents according to “Whom they approach in case of Problem”**

SI No	Category	Respondents	Percentage
1	Directly communicated/met the corporation/Development official	326	52.84
2	Took help to the area councilors	592	95.95
3	Bribe the corporation officials for speedy disposal	3	0.5
4	Use friendly channels	283	45.86
5	Use other higher political channels	11	1.78
6	Use both political/friendly channels and bribe the officials	223	36.14
	Total	1438	

*Source: Field Survey*

**Table: 11.18**  
**Level of Safety and Security in Amritsar City**

SI No	Categories	Respondents	Percentage
1	Highly safe (no fear, no tension situation)	263	42.6
2	Moderately safe (little fear but not tense about safety)	28	4.5
3	Somewhat safe (close to acceptable, little fear and somewhat tense)	323	52.4
4	Not at all safe (any time anything can happen-unsafe and highly tense)	3	0.6
	Total	617	100.0

*Source: Field Survey*

The citizens were asked that how they rate the level of safety and security with in the city on four point scale. Table 11.18 indicates that more than one half (52.4 percent) of the respondents feel that they are somewhat safe, which is also substantiated by data regarding increase in the incidence of crime as well in rate of crime.

**Table: 11.19**  
**Major Problems of the Citizens in the City**

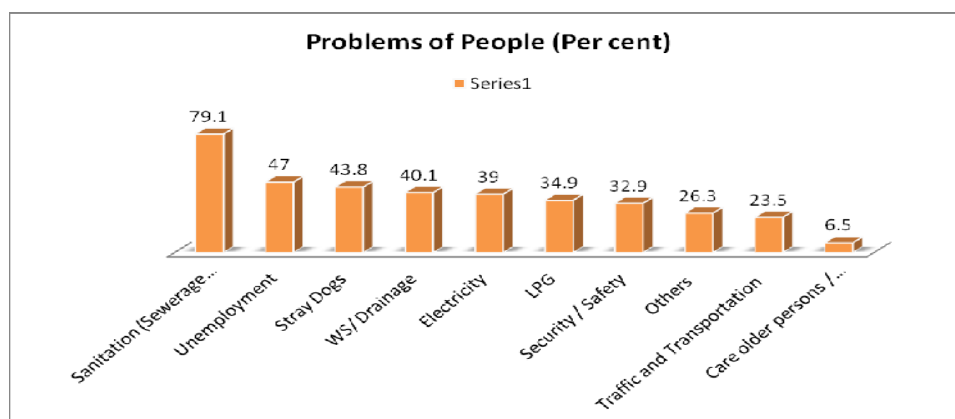
SI No	Category	Respondent	Percentage
1	Sanitation Sewerage and garbage collection/Fogging	488	79.1
2	Unemployment	290	47.0
3	Stray Dogs	270	43.8
4	Water supply and drainage of waste water	248	40.1
5	Electricity	241	39.0
6	Shortage of LPG	217	34.9
7	Security and Safety	203	32.9
8	Traffic and transportation problems	145	23.5
9	No care of older persons and buildings	42	6.5
10	Others (Traffic, environment, street light, ration card, bribe, drugs, auto rickshaws, parking and gambling etc.etc.	162	26.3

*Source: Field Survey*

Citizens were asked about their major problems in an open ended question. Some major problems given by respondents have been listed in Table 11.19. Data from the table reveals that for majority (79.1 percent) of the respondents number one problem is sanitation which includes sewerage system and solid waste management and this problem was followed by unemployment. 43.8 percent reported that for them stray dogs in the city are very big problems. According to a survey of 2007, there were 25,000 stray dogs in the city. Now there must be more than 50,000 stray dogs. Only 7 per cent could get sterilised, making the control of stray dog population a challenge. A bigger challenge has come up with a sharp rise in the number of dog-bite cases. As per the official records, in 2012 (till December) 1,707 cases of dog bites were reported during the current year at the Anti-rabies Department of the government-run Guru Nanak Dev Hospital (GNDH) here, out of which 95 per cent were of dog bites in the current year. Another startling fact was that four persons died due to rabies. However, officials say the actual figure could be very high, as people generally prefer private clinics and hospitals to government hospitals (Paul, 2013). Another two half of them are not happy with water supply because of its irregular supply with low pressure and quality.



Further, table indicates that 39.0 feel power supply is another important problem. A sizeable number (34.9 percent) also reported shortage of Liquidified Petroleum Gas (LPG) is problem for them. About one third of them feel that safety and security is another problem. This is also evident from the data given in chapter V regarding snatching and other crimes.



**Figure 11.4**

In addition to this many people referred to the problems of traffic regulation, parking, open spaces, policing, gambling and drugs etc. All of these are listed under the heading of other problems as shown in Figure 11.4. At the end when they were asked that how they rate their area in terms of improvement i.e. whether it has improved or deteriorated. An overwhelming majority (76.2 percent) reported that there is no difference over a period of time. About one fifth of them felt that it has somewhat deteriorated than ever before. Only 1.8 percent felt that it has improved moderately.

**Table: 11.20**  
**How do you Rate Improvement in Your Area?**

SI No	Categories	Respondent	Percentage
1	Substantially Improved	2	0.3
2	Moderately improved	9	1.5
3	No Difference	470	76.2
4	Some what deteriorated	135	21.9
5	Deteriorated	1	0.2
	Total	617	100.0

Source: Field Survey

On the whole, perception of residents regarding basic urban services and governance in the city substantiate the findings which have been drawn in the previous chapters of the present report.

## Chapter XII

### Fact File and Strategies

The present chapter consists of two parts, the first part deals with the findings of previous chapters and second part presents the strategies for improvement, planning and development of Amritsar city.

#### Part I

On the basis our study, following findings are drawn and presented in the form of a table to get quick glance of state of the city.

**Table: 12.1**  
**Fact File of Amritsar city**

Indicators / SNo	Items	Facts	Observations
<b>Demographic</b>			
<b>1</b>	Population	10.16 Lakhs (2001 ) 11.32 Lakhs (2011)	At present, it has a growth rate of 13.22 per cent which is the lowest among the bigger cities of the state.
<b>2</b>	Population Density (Persons / Sq Km)	7137 (2001) 7956 (2011)	Density in the walled city and slums is highest, it is more than 50000 persons per sq. km.
<b>3</b>	Sex ratio (females /1000 pop.)	865 (2001) 879 (2011)	Improved in last decade
<b>4</b>	Literacy	85.27 per cent	It is consistently improving
<b>5</b>	Workers	Tertiary – 62 % Secondary – 34 % Primary- 4 %	Tertiary sector is growing while secondary and primary sectors are declining.
<b>Planning and Governance</b>			
<b>6</b>	Agencies for Development	Amritsar Development Authority (ADA), Municipal Corporation Amritsar, Improvement Trust, Department of Town and Country Planning, Punjab Water Supply & Sewerage Board, Punjab Urban Development Authority, State Pollution Control Board etc	Fully Centralised by State, Problems of Coordination among them, State Agencies are encroaching the power of MCA in violation of 74th CAA amendments which empowers MCA/ local bodies.
<b>7</b>	Planning Services	Planning Wing of MCA: lack planners and adequate supporting staff.	There is not even a single qualified Town Planner.
<b>8</b>	74 <sup>th</sup> CAA	Incomplete devolution of the functions to MCA and unwillingness of State	Poor state performance in urban governance, lack of implementation of projects with

		Government towards the municipal autonomy	central funding, huge central funds are not being availed.
9	Master Plans	Prepared by the Town and Country Planning Department	Low Priority to urban planning consequently unplanned development, lack of coordination and unclear description of projects.
10	Data Base	Scanty, scattered, non standardised, unreliable and old data	Serious lack of spatial data (base maps) and information leads to wrong decisions
11	Development Patterns	Haphazard and Unplanned 52 percent population is accommodated in 6.74 percent of total Municipal Area.	51 percent of the city is developed in unplanned way. Walled City and Slums contain more than one half of the City Population which constitutes mainly unplanned Areas.
12	Public Participation	Limited on papers because grassroot and middle level structures like neighbourhood groups and neighbourhood committees are absent.	Not concerned with the stake holders, unclear strategies, plans are not accessible to people. There were selected meetings in Master Plan preparation.
<b>Land Use</b>			
12	Existing Land Use Distribution (Percentage and Standards)		
13	Residential	50.94 percent of developed areas	There is spread of residential areas outside the municipal areas while in MC areas, land use is converted to non residential activities which leads to many problems
14	Commercial	4.72 per cent of developed areas.	Commercial areas have predominant use of retail and wholesale shopping activities. It is consistently encroaching residential areas which consequently lead to traffic and parking problems.
15	Industrial	5.35 per cent of developed areas.	The area under industries is not adequate.
16	Public and Semi-Public Activities	8.86 per cent of developed areas.	Educational and research institute dominates in this category, besides these there are medical institutes and various public sector undertakings in the city.
17	Traffic and Transportation	16.66 per cent of developed areas.	The city does not have local bus service and have numerous traffic and transportation problems.
18	Recreational	1.50 per cent of developed areas.	This is related to outdoor recreational areas, there is a serious shortage of parks and open spaces in the city.
19	Government Land	10.58 per cent of developed areas.	There are district and specialised offices along with large land in cantonments.
<b>Infrastructure</b>			

<b>Education</b>			
20	Number of schools for 10,000 persons (2011-12)	0.72 senior secondary schools, 0.406 secondary schools, 0.335 middle schools and 0.732 primary schools	Number of Govt. schools of various levels goes on decreasing as we move from primary schools to secondary schools
21	Number of colleges for 10,000 persons	0.17 polytechnic colleges	The city has specialised medical and engineering colleges and a University, that serve the city and regional population.
22	Teacher –Pupil ratio (2001-12)	30.3 Hr. Sec. School 33.18 Middle School 29.52 Primary School	
<b>Health Services</b>			
		(Number /10000 persons)	
23	Number of Beds in Govt Hospitals	9.71	Quite less as compared to the requirements
24	Number of Doctors	3.487 (Govt Hospitals) 0.185 (Dispensaries)	
<b>Water Supply</b>			
25	Water connections	Only 71 percent households have tap water connections 61 percent water lost in leakage.	29 percent households are without water connections where as there is need to achieve the target of universal access of water. Major portion of available water is lost in leakage due to inefficient monitoring
26	Duration and quality	Not for 24 hours Varies from area to area	Irregular supply of water with low pressure is a big problem. Contamination of water is common in slums and walled city
27	Percentage increase in Connections (2005-11)	7.34 Domestic, 3.65 Commercial, 1.61 Industrial	Percentage increase in water connection is less than the percent increase in households therefore households without water connection are increasing.
28	Storm water drainage	No storm water drainage system in the city except at few places	During rainy season streets become canals and create problems in the city
<b>Sewerage System</b>			
29	Sewer connections	Only 62 per cent households have sewer connections	38 per cent household are without sewer connections
	Percentage Increase in connections (2005-11)	Percentage increase in sewer connections is 9.64 per cent in domestic connections	Households in the city are increasing at higher rate therefore households without sewer connection are on increase
30	Sewage Treatment	No sewage treatment plant in city	Untreated sewage pollutes water in drains and underground water as well. Due to pollution of water in the

			drains underground water is being polluted and becomes serious threat to the quality of life.
<b>Transportation</b>			
31`	Public Transport System	Local bus service was available in 1970s but now it is conspicuous by its absence in the city	The city got funds for public transport system under JNNURM, but city could not use the same in the last seven years. Is it the governance?
32	Increase in Vehicles 2005-11	Jeeps 164.19 per cent, Car 56.13 per cent, Auto Rickshaw 46.65 per cent, Two Wheelers 46.63 per cent.	Total vehicles increased by 52.28 per cent during 2005-12. But maximum increase was observed in jeeps and cars. The road length has marginally increased, created congestion and high level of pollution on roads.
33	Percentage Share 2012	Cars 10.62 per cents, Two wheelers 85.29 per cents	Two wheelers constitute 85.29 per cent of the total vehicles and car constitutes 10.62 per cent.
<b>Housing</b>			
34	Residential Houses	67.19 per cent of total houses, while 4.36 per cents are residential cum other uses	There is 15.79 per cents are shop cum office uses, while 6.71 percents are vacant houses.
35	Housing Condition	Permanent Houses 86.5 per cent and 11.3 per cent semi permanent	Most of the houses are in good condition, only 2.14 per cent temporary structures. As per master plan, the housing condition in walled city is in poor condition and there are three to four story buildings having mixed land use with residential cum commercial use.
36	Ownership	83.81 per cent owned houses and, 14.34 per cent rented.	Ownership of the house is positively associated with the size and number of rooms in a house and rented accommodation is negatively associated with the size of house and number of rooms.
37	Households and Number of rooms	26.57 HH for one room and 31.37 per cent for two rooms.	Majority of the households are living in one to two rooms houses. Only 20 per cent have four or more rooms houses
<b>Slums</b>			
38	Population	0.32 Lakh (1981)- 5 per cent of city population. 2.29 Lakh (2001)- 23.74 per cent 4.07 Lakh (2009)- 36.8 per cent (Draft Master Plan) 3.32 Lakh (Census 2011)- 29.33 per cent	Slum population has increased ten/ thirteen times in last thirty years and it is growing four times higher than the city population in the last decade.

39	Size of slum settlements Population	Slum size varies from 392 to 19000 persons. But only one fifth is of large size slums.	32.7 per cent less than 5000, 47.1 per cent Medium size (5000-9999) persons
40	Ownership of Land	Private land 89 per cent  Public Land 9.5 per cent	Housing is characterized as one room tenements housing 6-7 people on an average and are made up of semi permanent materials because of the cost factor as they do not have fixed income and mainly work on daily wages.
41	Basic services in slums	Water supply 71.87 Sewerage 68.75 Electricity 24.00 Education 100.00 Pavement 84.38	This presents a rosy picture but it is not true when it is compared with data given by CDP. Actually there is scarcity of authentic and up to date information about slums. For the last 26 years neither any slum has been identified and nor it has been notified by the MCA.
42	Expenditure on slum development	It's about 7 per cent of the developmental budget and 0.52 per cent of the total budget on 36.82 per cent of the city population	Slums are completely ignored by the administration and they are compelled to live under bad conditions continuously..
<b>Government Projects:</b>			
43	JNNURM	Asked for Rs. 3150 crores for central assistance but could not get much because State and MCA did not contribute their share and also failed to introduce mandatory reforms in urban governance.	Only project on elevated road has been completed and projects regarding Basic services for the urban poor, Public transport system and solid waste management are yet to start.
44	Poverty Alleviation	In the last five years funds meant for SJSRY remained unspent.	MCA is not taking any interest in the programme
<b>Perception of Residents</b>			
<b>Environment</b>			
45	Air quality	75 per cent not satisfied	Except noise and light pollution, 50 to 100 per cent persons are dissatisfied from air quality, water quality and garbage disposal.
46	Drinking Water	50 per cent are not satisfied	
47	Garbage disposal	All are dissatisfied	
48	Noise and light pollution	25 per cent are dissatisfied	
49	Water Pollution	75 per cent are dissatisfied	
50	Physical Infrastructure	Not Satisfied Electricity- 53.2% Road Sweeping -42.8% Sewerage - 48.3% Solid Waste -51.9%	About one half or little less than one half are not satisfied from the available physical infrastructure in the city.
51	Education and Health Facilities	Not Satisfied Govt. Education- 39.2% Non Govt. Education-2.8% Govt. Health-61.8% Non Govt. Health-3.3%	As for as Govt. health services are concerned 61.8 per cent are not satisfied in case of education about two fifths are not satisfied but in case of private health and education services are concerned more than 96 per cent are fully

			satisfied.
51a	Municipal Governance	Highly /Moderate/Poor Effectiveness -29.2/14.1/56.9 Transparency-19.1/67/13.9 Accountability- 19.45/25.12/55.42 Responsiveness- 13.8/18/68.2	Majority of the respondent feel that governance in the city is not effective, least accountable and unresponsive which indicates the poor governance in the city.
52	Working of MCA and Municipal Councillor (M.C.)	Satisfied from MCA 49.3% M.C. 70.5%	Majority of the people are satisfied from the working of M.C. but about one half of them are satisfied from the working of MCA.
53	Major problems of the city according to respondents	Sanitation Sewerage and garbage collection/Fogging	79.1
54		Unemployment	47.0
55		Stray Dogs	43.8
56		Water supply and drainage of waste water	40.1
57		Electricity	39.0
58		Shortage of LPG	34.9
59		Security and Safety	32.9
60		Traffic and transportation problems	23.5
61		No care of older persons and buildings	6.5
62		Others (traffic, environment, street light, ration card, bribe, drugs, auto rickshaws, parking and gambling etc.	26.3

### Strategies for Planning:

The above given fact file helps us in understanding the existing state of the city and highlights the problems and inadequacies of city's infrastructure. Here some strategies have been suggested for its planning and development. These are not exhaustive, but only some broad strategies for the improvement of the city.

Although, Punjab is one of the most urbanized states in the country but the state does not have a policy of urbanization and urban development as yet. The significance and urgency of a state policy can be gauged from its present level of urbanization and that projected urban population of the state will be more than 52 percent in next two decades. Further, it has been observed that the present urban profile of Punjab is getting distorted due to some emerging regional and other kinds of disparities, as noted in chapter two. Similarly, Amritsar city is also developing haphazardly which is evident from the fact that at present its 61 percent area has developed in an unplanned way and has more than 200 un-authorized colonies along with

63 slums. The slum population constitutes a little less than two fifths of the city population. In short, the city falls short of the basic standards on almost all the key indicators of urban development including infrastructure, services, housing, environment, urban governance and quality of life and the worst sufferers are the urban poor. All these reasons warrant the need for an immediate action for comprehensive planning and development of the city so that quality of life within the city may not worsen further. In the light of above following strategies are proposed.

### **Database:**

The most important gradient for planning and development of any settlement is the strong database. The existing state of database is problematic, as the data is not only inadequate but is also unreliable and not standardized (Sandhu and Sandhu, 2013). National Urban Observatory also observed, “Urban data is scanty and scattered and it is generally aggregated at district and state level; the available information is neither reliable non up to date” (Town and Country Planning Organization, 2002). At the city level, the situation is even clumsier which can be gathered from the following remark of the Japan Bank of International Cooperation Team: “It (data) is all in the heads of concerned officials rather than on the files” (JBIC Report 2006). What is more, the data about the same item varies from branch to branch. In short, the available data remain unrecorded, unorganized, fragmented, out dated and unreliable. There is, therefore, an urgent need for rationalizing and standardizing the database and documentation system at the local level. Sincere and consistent efforts should be made to develop data base on scientific lines using the modern tools for planning, development and efficient governance in the city.

### **Slums and urban basic services:**

In the 11<sup>th</sup> and 12<sup>th</sup> Five Years Plans, the emphasis has been on inclusive growth and development, but it has remained on the paper only. Like other Indian cities, Amritsar can also be divided in two distinct parts i.e. very well off areas having all the facilities and areas inhabited by poor which are deprived of even basic services i.e. mainly slums and unplanned areas. 36 per cent population of city lives in slum abadies which occupy only 4 per cent of the total municipal area. The slum population has increased thirteen times in the last



three decades and its growth rate is four times higher than the city population and they lack or have inadequate basic infrastructure. They are the worst sufferers. In spite of such bad conditions, they are being neglected by MCA which is evident from the fact that MCA has been spending about 0.52 percent of the total budget only on slum development. In the light of their extent and acute problems of basic services, the top most priority should be given to provide them with the basic infrastructure immediately, so that they may live in human conditions. Further, efforts should be made to have implementable slum development policy which should take care of existing problems of slum dwellers immediately and also may accord priority to prevention of slum formation. This can be done by making it obligatory on the industrialists, builders and others to provide reasonable accommodation well connected with basic services to their workers. The slum development policy may further address the issue of regularization of existing slums by transforming them into clean livable localities and providing them with necessary civic amenities. Relocation of slums, if necessary, may ensure efficient transport connectivity of the new site with the workplace of the residents or prospects of alternative employment avenues for them near the new site which should be a serviced site.

Basically housing problem is the problem of the poor; therefore, MCA may aim at providing affordable housing to all on ownership or rental basis within a specific time frame. The housing policy needs to incorporate special concern for urban poor which may manifest itself in terms of adopting suitable measures such as the following: the provision of earmarking 20-25% developed land in all housing projects (both public and private sectors) for urban poor, as proposed under JNNURM; earmarking separate and adequate funds for housing for poor; and using innovative financial instruments like the Mortgage Backed Securitization Market (MBSM) for the purpose, as proposed by some experts (Sharma, Sandhu and Teotia, 2012).

### **Infrastructure improvement:**

It has been found in our study that 38 percent and 30 percent households are without sewer and water connections respectively. The city is without proper storm water drainage system and also lacks sewage treatment system. Therefore, effort should be made to provide sewerage and water connections to all the households in the city immediately. Further, 24X7 water supply should be ensured and 61 % leakage of water should be reduced to minimum.

Quality of water should also be improved. Similarly, water drainage system and solid waste management system should also be improved besides other improvement in water supply and sewerage system and sewage treatment plant should also be established on top priority.

### **Planning Strategies for the Walled City:**

Amritsar city is one of the oldest cities of the state and walled city is the core of the city. It contains one sixth of city population in 2.4 percent of total municipal area. The Golden Temple and Jallian Wala Bagh are located in the centre of walled city, which are visited by all tourists. But it is one of the most densely populated parts of the city with inadequate basic services, poor quality of life and unhealthy living conditions. It is totally different from the rest of the city, therefore it requires special attention for its development. Keeping in view the historic character and present land use transformation in the walled city, the following planning and development strategies must be followed:

- There is need to prepare an exhaustive spatial data base for the walled city of Amritsar. The morphology of the area, its narrow streets and high rise buildings need to be listed with special reference to the old and historic architecture of the area.
- The lifestyle and mixed land use pattern represent a different form and it is not possible to cover both under the present specialized zoning regulations and building bye laws. There is need to conduct special surveys and studies for the buildings in walled city and adopt building regulation accordingly.
- There are highest density areas within the walled city. All these areas have been ignored in the context of water augmentation, storm water drainage and sewerage upgrading processes. There is need to provide infrastructure support services in the light of changing land use activities, regulate traffic and provide adequate parking and other facilities. An attempt should be made to encourage pedestrians in the walled city and necessary regulations may be made for the same.
- The walled city has a historic core, socio-cultural areas and monuments of National and International importance. There is need to identify the building and areas of National, State, Regional and Local importance, demarcate these special pockets and promote for heritage and conservation tourism of the city.

## **Planning Strategies for Areas outside Walled City:**

The development pattern of Amritsar city exhibits a spatial segregated pattern. The Lahore-New Delhi railway and Grand Trunk road divides the city in two broad parts in east to west direction. The south part of the railway station contains walled city and high density residential areas mostly unplanned and informal housing. While the north part of railway lines is an areas developed during colonial period and post Independence period dominated by planned and developed residential areas along with markets and other facilities. The majority of the residential and commercial schemes planned by MCA and Improvement trust have been implemented in these areas. The planning and development strategies for these areas are mentioned below:

- It has been observed that the MCA is not taking interest in the implementation of poverty related programmes and funds provided by the Central Govt. remain unutilized. Keeping in view of poor living conditions of poor, there is need to implement the poverty alleviation and slum improvement programs. The provision of basic services and community support services are required to be provided immediately.
- There is a sizeable unplanned area within the city in the form of unauthorized colonies existing for many decades, therefore, there is need to fix criteria for the regularization of unplanned areas in the city. The provision of infrastructure and upgrading of roads need to be done as per the specific character of the areas.
- There is need to improve the traffic bottlenecks created by the railway crossings. There is need to construct different underpasses for pedestrians, cyclist and slow moving vehicles and separate for motorists traffic.
- The parks and open spaces are either absent or have become dumping areas and are being encroached. There is need to protect and maintain the existing parks and provide community public facilities in these areas.
- The state government has been unable to set mechanism to utilize funds under JNNURM, similarly, MCA performance is worse in this regard as well as in implementing JBIC project. Therefore, it is required to introduce governance reforms at the state and local levels to get more funds from the central Govt. to improve existing infrastructure in Amritsar and other cities of the state. There is need to strengthen the municipal staff, improve capacity and competencies to implement the reforms and other central government initiatives. It is need of the hour to enhance the financial situation of local

bodies and improve their functioning also, with the help of Central Govt. measures. It is suggested that the MCA should follow the recommendations of State Finance Commissions and guidelines provided by the Ministry of Urban Development, Govt. of India (for detail see annexure 12.1 and 12.2).

### **Planning and Governance:**

There are many agencies in Amritsar for its planning and development but they lack coordination among them. Instead of helping in development of the city they are creating lot of bottlenecks in development and also working against the spirit of 74th CAA. Therefore, it is suggested that various departments and agencies working for urban development, including Amritsar Development Authority and Amritsar Improvement Trust may be merged or rationally reorganised and brought under the broad umbrella of MCA in order to eliminate the problem of multiplicity of authorities, lack of inter-agency coordination and overlapping of jurisdictions. The MCA may serve as exclusive planning agency for all local level planning. It may be equipped with necessary strength of professional staff, including town planners and required supporting staff to carry out the planning and development. The planning should be people oriented and due participation of people should be ensured in the planning process.

The land use transformation has occurred due to investments by the real estate business at different and new commercial sites. The Lawrence road houses the conventional commercial schemes which were converted to the large showrooms, malls and hotels. Similarly, the large size residential areas along Mall Road were further subdivided and converted into the multi storied commercial areas. Thus the lowest density areas of the city are being converted into high intensity commercial areas. It can be called as commercial use invasion in residential areas with the connivance of Government. While making such land use conversion the provisions and regularization of parking areas, traffic bottlenecks and efforts to control the traffic is not done. There is no coordination in the land use conversions and infrastructure provisions in these areas. In the light of prevailing situation and considering that such invasion by well off investors cannot be stopped, at least while changing the land use the authorities should implement the norms of planning, so that the situation may not worsen further.

The methodology of preparation of master plans merits reconsideration. These are usually prepared in haste and predominantly guided by purely technical considerations only. Its scope and economic viability is not taken seriously. It should be continuous process and also be broad-based to take into account the emerging socio-economic sensibilities of inclusive growth, gender-sensitive and sustainable development. Environment should also get due consideration during planning.

Innovative schemes of infrastructure development and property evaluation methods devised by some other states may be adopted with suitable modifications. Patna, Ahmedabad, Channei and Hyderabad have implemented growth-oriented models of property tax, which are worth-looking at for reforming the tax collection in Punjab. Innovative practices in valuation, assessment and tax administration like use of Geographical Information System for tax mapping, computerization of property tax records, delivery of bills through courier and a scheme of incentive and penalties and also the tax collection through ABC analysis are necessary to refurbish revenue from property tax. Such innovations are urgently required for making MCA and other local bodies in the state financially strong and functionally efficient. Ludhiana Municipal Corporation (LMC) has already adopted below given innovative practices to improve its revenue from property tax:

- a) Survey of properties for proper valuation
- b) Constitution of committees to settle property tax related disputes/litigation
- c) Tracking the defaulters for recovery of arrears
- d) Disclosure and publication of defaulters' names
- e) Allotting house number for proper identification of the properties
- f) Computerization of manual records of properties and billing and collection.
- g) Distribution of bills through courier service for quick and assured service
- h) Introduction of Geographical Information System (GIS) for quick and improved identification of properties.
- i) Assigning targets of recovery to the zonal officers particularly the Inspectorate staff
- j) Attaching movable and immovable properties to recover property tax
- k) Imposing fines on defaulters

The innovations adopted by LMC are growth oriented and these should be introduced in MCA without any delay to mobilize additional revenue from this source to make MCA economically viable.

It has been observed that the quality of urban governance in Punjab in general and Amritsar in particular is poor due to legal, fiscal, institutional and organizational weaknesses in the context of the 74<sup>th</sup> CAA. The state government has failed to transfer functions, funds and functionaries as envisaged in the 74<sup>th</sup> CAA. The bureaucracy dominates in local governance and elected representatives are at their mercy. Only some provisions of the 74<sup>th</sup> CAA like regular elections, reservation for women, SCs and STs, constitutions of state Election Commission, State finance Commissions and DPCs have been implemented but devolution of functions, and tax authority and fiscal autonomy to ULBs are neglected under existing laws. The fragmented municipal functioning impairs autonomy of the local bodies. In the light of these observations, it is suggested that all the functions, particularly the mandatory functions, listed under XII<sup>th</sup> Schedule of the CAA including city planning functions, may be transferred to MCA. The recommendations of the first, second and third State Finance Commissions may also be implemented in toto to make the MCA more functionally and financially autonomous (see annexure 12.1).

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# **Annexures**

**Annexure 4. I**

**List of Unauthorised Colonies in Amritsar on Oct.2003**

Sr No.	Name & Location of the Colony	Percentage of built-up area (Apprx.)	Area in acres	Years as existence
1	New Kapoor Nagar on G.T. Road	80 percent	19.38	1976
2	Sant Avenue on G.T. Road	65 percent	29.58	1977
3	Jaspal Nagar on S.W. Road	80 percent	16.18	1972
4	Friends Colony on S.W. Road	65 percent	16.58	1985
5	Kappor Nagar on S.W. Road	80 percent	17.75	1972
6	GokatKa Bah on S.W. Road	60 percent	17.68	1968
7	Azad Nagar on S.W. Road	80 percent	13.58	1970
8	Gobind Nagar on S.W. Road	90 percent	26.32	1965
9	Tej Nagar on S.W. Road	90 percent	8.78	1965
10	New Kotatma Ram on S.W. Road	95 percent	9.28	1966
11	Tirath Nagar on S.W. Road	60 percent	5.28	1966
12	Pritam Nagar on S.W. Road	55 percent	29.50	1967
13	New Azad Nagar on S.W. Road	45 percent	54.52	1974
14	Gurmeet Nagar on S.W. Road	60 percent	14.03	1966
15	New Gurnam Nagar on S.W. Road	60 percent	20.50	1970
16	KotSalig Ram on S.W. Road	60 percent	9.90	1960
17	Sudarshan Nagar on S.W. Road	60 percent	6.75	1962
18	KotAtam Ram on S.W. Road	90 percent	17.50	1960
19	Kapoor Nagar on S.W. Road	90 percent	18.00	1962
20	New Jaspal Nagar on S.W. Road	95 percent	17.70	1976
21	Jodh Nagar on S.W. Road	85 percent	10.70	1975
22	Indra colony KotKhalsa	100 percent	25.25	1973
23	Dashmesh Nagar KotKhalsa	52 percent	24.14	1978
24	Guru NanakpuraKotKhalsa	90 percent	35.10	1978
25	Kotpala Singh, T.T. Road	90 percent	9.28	1965
26	Baba Deep Singh Avenue Chattwind Gate	90 percent	11.28	1965
27	MooriMohalla, Guru Ram Das Nagar	75 percent	25.58	1963
28	Sher Singh Colony T.T Road	70 percent	12.58	1962
29	Baba Deep Singh Colony T.T. Road	75 percent	15.50	1975
30	Gurdev Nagar T.T. Road	70 percent	19.75	1975
31	Guru Gobind Singh Nagar ,(O/S Gilwa Gate)	65 percent	14.52	1976
32	Jawalaji Naga.T.T.Road	55 percent	23.98	1967
33	Krisnan Nagar T.T. Road	40 percent	18.26	1967
34	Guru ArjanDev Nagar T.T. Road	40 percent	13.78	1967
35	KotMangai Singh T.T. Road	80 percent	12.53	1967
36	Dashmesh Nagar T.T. Road	80 percent	9.18	1967
37	Sarabjit Singh Nagar. T.T. Road	70 percent	14.82	1970
38	Baba Budhaji Nagar O/s Chatiwind Gate	55 percent	9.00	1970

39	Guru TegBahadur Nagar. T.T. Road	50 percent	12.30	1970
40	Guru Amar Das Nagar. T.T. Road	40 percent	14.68	1970
41	Guru Nanak Colony T.T. Road	42 percent	16.50	1970
42	Ishwar Nagar. T.T. Road	35 percent	18.94	1970
43	New ShahidUdham Singh Nagar. T.T. Road	95 percent	18.98	1975
44	Dharampura, O/s Chattiwind	85 percent	13.33	1975
45	Peer Shah Colony O/S BhatgtanWala, Asr	80 percent	8.35	1970
46	SantMishar Singh colony	70 percent	9.35	1970
47	ShahidUdham Singh Nagar T.T. Road	65 percent	28.99	1970
48	Udham Singh colony, O/s Khazana	70 percent	38.02	1970
49	New Bharariwal Colony O/s Hakima	35 percent	29.0	1975
50	New Guru Nanak Nagar, Chabbal Rd.	25 percent	28.50	1975
51	Abadi near village Mehal	45 percent	33.20	1975
52	Guru Mar Dass Ave. Ajnala Rd	65 percent	38.18	1975
53	Guru Ram Dass Nagar, Putligarh	95 percent	9.14	1965
54	Subash Nagar, Putligarh	80 percent	11.13	1965
55	New Pawan Nagar near JauraPhatak	73 percent	121.19	1965
56	New Colony, Nt Tung Paj	85 percent	24.12	1985
57	Ch Han Singh colony JauraPhatak	70 percent	11.12	1970
58	Dashmesh Nagar, JauraPhatak	75 percent	13.01	1970
59	Hamidpura bye pass chheharta	80 percent	25.00	1970
60	Amar Das colony Chheharta	85 percent	9.00	1970
61	Vaishno Colony, Naraingarh	75 percent	9.00	1970
62	New Jawahar Nagar Chheharta	75 percent	7.00	1970
63	Japanee Mill colony Chheharta	75 percent	7.00	198
64	Bhalla Colony, Chheharta	85 percent	18.58	1972
65	Harkrishan Nagar, Chheharta	90 percent	10.00	1972
66	New GokalVihar, Batala Road	70 percent	12.58	1985
67	Gokal Nagar Majitha Road	80 percent	10.00	1965
68	Mustatabad, Batala Road	50 percent	52.285	1975
69	Kirpal Colony Majitha Road	80 percent	9.50	1982
70	Guru Nanak/avenue,B/s Power colony	65 percent	36.50	1982
71	Basant Nagar, Majitha Road	65 percent	14.58	1980
72	Paris Town, Batala Road	70 percent	12.58	1985
73	Diamond Avenue, Majitha Road	80 percent	36.58	1980
74	New medical Enclave near AkashAvenue	95 percent	11.58	1980
75	Guru Nanak Nagar, Majitha Road	95 percent	6.28	1980
76	Friends colony, Majitha Road	95 percent	6.68	1980
77	Jagdambay colony, Majitha Road	50 percent	14.58	1980
78	Prem Nagar, Majitha Road	90 percent	9.58	1975
79	Jawahard Nagar, Batala Road	90 percent	7.25	1970
80	Bhawani Nagar Majitha Road	80 percent	14.58	1972
81	GokalVihar, Batala Road	50 percent	13.58	1975
82	Abadi o/s GaliBankeBihan, Batala Road	50 percent	11.50	1975
83	Nehru Colony, Majitha Road	50 percent	38.68	1975
84	Patel Nagar, Batala Road	50 percent	12.50	1975
85	Rajinder Nagar, Batala Road	90 percent	5.25	1975

86	Vijay Nagar, Batala Road	90percent	26.50	1975
87	Odean Mohall, Majitha Road	50 percent	5.50	1975
88	Rishi Vihar, GandaSinghwala	50 percent	18.50	1985
89	Chawla Colony, Majitha Road	50 percent	16.00	1985
90	New Friends Colony, Majitha Road	50 percent	4.50	1985
91	Guru Gobind Singh	50 percent	18.58	1985
92	New Jawahar Nagar, Batala Road	50 percent	15.00	1985
93	New Tung Bala, Majitha Road	50 percent	15.00	1980
94	Ram Nagar, , Nr. Bharat Nagar	50 percent	23.00	1980
95	Ram Nagar, Batala Road	80 percent	14.58	1975
96	Pawan Nagar Batala Road	90 percent	34.72	1975
97	New Judge Nagar, JauraPhatak	80 percent	21.34	1980
98	BhaiLalaji Nagar, G.T Road	90 percent	24.02	1980
99	New Sunder Nagar, G.T. Road	80 percent	26.68	1980
100	New Kangra Colony, JauraPhatak	90 percent	5.00	1972
101	Sandhu Colony, Batala Road	70 percent	15.75	1972
102	NaiAbadiVerka	90 percent	36.83	1972
103	Jawahar Nagar, Magboul Road	80 percent	9.02	1971
104	NaiAbadi, Rasoolpura	90 percent	9.62	1971
105	Dharampura, JauraPhatak	90 percent	6.00	1971
106	New Colony, Batala Road	80 percent	7.48	1975
107	Ch. Hari Singh Colony, jauraPhatak	80 percent	5.88	1975
108	Dashmesh Nagar, JauraPhatak	80 percent	18.28	1975
109	Waryam Singh Colony, O/s Khazana Gate	90 percent	5.52	1970
110	TikkaChanan Singh Colony, O/s Lohgarh	90 percent	6.10	1985
111	ChhotaHaripura	80 percent	35.10	1985
112	Sant Ram Colony, o/s Lahori Gate	90 percent	9.88	1963
113	Ekta Naga, ChhotaHaripura	80 percent	10.44	1965
114	AmrikSingh Colony, O/s Lahori Gate	80 percent	9.92	1965
115	TikkaFateh Singh Colony, O/s Lahori Gate	80 percent	7.19	1965
116	Rjiv Gandhi Nagar, Lahori Gate	90 percent	9.96	1965
117	Khaimohalla, O/s Lahori Gate	80 percent	11.12	1965
118	Kishankot, Islamabad	80 percent	28.00	1965
119	Hindustani Basti, Lohgarh Gate	85 percent	6.13	1965
120	Haripura	90 percent	43.60	1965
121	Gujjarpura	95 percent	4.60	1965
122	AbadiGilwali Gate	95 percent	15.20	1965
123	RangeelaBasti O/s Hakima Gate	85 percent	14.60	1965
124	Indra Colony, Chabbal Road	95 percent	19.0	1965
125	New Anngarh, Hakima Gate	90 percent	22.08	1965
126	GawalMandi, Ram Tirath Road	100 percent	13.78	1965
127	New Adarsh Nagar, Hakima Gate	75 percent	19.20	1965
128	Indra Colony, Majitha Road	70 percent	42.00	1965
129	Karampura, Majitha Road	85 percent	34.05	1965
130	Faizpura, FatehgarhChurian Road	85 percent	38.50	1965
131	Abadi near Maqboolpura G.T. Road	95 percent	12.00	1965
132	Ram Talai, G.T. Road	90 percent	2.50	1965



133	New Bhalla Colony, Chheharta	90 percent	24.50	1965
134	New Model Town, Chheharta	85 percent	28.00	1965
135	Jagdish Colony, Chheharta	75 percent	8.00	1965
136	Kartar Nagar, Chheharta	95 percent	4.60	1974
137	Sabziwala, Jujihar Singh Avenue, Gumtala	70 percent	16.20	1974
138	Plah Sahib Road, Gumtala	50 percent	17.27	1990
139	Guru Amar Das Avenue	50 percent	12.54	1990
140	Green City, Gumtala	50 percent	11.24	1990
141	Rishi ViharMajitha Road	70 percent	8.11	1980
142	PalamVihar	50 percent	6.22	1980
143	Modella Avenue	50 percent	9.13	1980
144	Shri Ram Avenue	45 percent	11.24	1985
145	Gokal Avenue, Majitha Road	90 percent	13.12	1985
146	Parkash Avenue, Majitha Road	80 percent	4.15	1990
147	Ganda Singh Colony, Majitha Road	85 percent	9.24	1980
148	Uttam Nagar. S.W. Road	85 percent	5.17	1985
149	New KotAtma Ram,	90 percent	8.27	1975
150	Fateh Singh Colony, Moolechak	70 percent	17.25	1980
151	Prem Nagar Kishankot	90 percent	14.30	1980
152	Pans Avenue, Wadali Guru	60 percent	12.11	1975
153	Hargobindpura, Wadali Guru	70 percent	11.23	1970
154	Partap Avenue , G.T. Road	65 percent	8.12	1965
155	New Ranjitpura, G.T. road	55 percent	7.13	1965
156	New Partap Avenue, G.T. Road	50 percent	5.12	1972
157	RanjitVihar, Loharka Road	75 percent	18.76	1985
158	New Rajesh Nagar, JauraPhatak	65 percent	7.23	1985

*Source: M.C. Amritsar*

**Annexure 4. 2**

**List of Slums in Amritsar City**

Sr.No.	Name of the Abadies	Nature of Construction	Ownership of Land	Population	Area Sq. yard appx.
1	HariPura	Pucca	Private	5800	
2	ChhotaHariPura	Pucca	Private	8300	
3	KishanKot	Pucca	Private	3500	
4	Out Side Lohgarh Gate: 1.Hindustani Basti 2.Shekhan WalaKarkhana 3.Takia Chanan Shah 4.Rajeev Gandhi Nagar	Pucca Pucca Pucca Pucca	MCA Mca Mca Mca	2500 300 1000 2000	7950Sq.yd 1805Sq.yd 4860Sq.yd 11111Sq.yd
5	Out Side Lahori Gate 1. Waryam Singh Colony 2.Amrik Singh Nagar 3. KhaiMohalla	Pucca Pucca Pucca	MCA Mca Mca Mca	2250 1250 2000	6150 Sq.yd 7425 Sq.yd 12278 Sq.yd
6	Gujjarpura	Pucca	MCA	2000	24500Sq.yd
7	Area outside Gilwali Gate	Pucca	MCA	1000	17285Sq.yd
8	Area Outside BhagtanWala Gate	Pucca	Private	3800	
9	Guru Nanak Pura	Pucca	Private	7900	
10	Guru ArjanDev Nagar	Pucca	Private	3900	
11	Ranjhe Di Haweli	Pucca	Private	2300	
12	Ram Talai	Pucca	Private	3300	
13	Dhapai	Pucca	Private	8800	
14	KaramPura	Pucca	Private	7000	
15	FaizPura	Pucca	Private	16900	
16	MaqboolPura	Pucca	Private	11000	
17	GhasMandi	Pucca	Private	3400	
18	GowalMandi	Pucca	Private	6100	
19	Surta Singh Road	Pucca	Private	1100	
20	Bhalla Colony	Pucca	Private	5800	
21	JagdishNiwasChheharta	Pucca	Private	7700	
22	Kartar Nagar Chheharta	Pucca	Private	5500	
23	Model Town Chheharta	Pucca	Private	4800	
24	TaquiaChananShah	Pucca	Private	2400	
25	TaquiaFateh Shah Bukhari	Pucca	Private	2200	
26	Indra Colony O/S. Khazana Gate	Pucca	Private	8300	
27	Bangla Colony O/s. Hakiman Gate	Pucca	MCA GandhaNala	12200	3300Sq.yd
28	Angarh	Pucca	Private	3850	

29	Bharaiwal	Pucca	Private	8300	
30	Fatehpur	Pucca	Private	5550	
31	Area O/S. Gilwai Gate Near Rly Line	Pucca	Private	12750	
32	Patti Bolol& Other Patties at Sultanwind Road	Pucca	Private	13200	
33	Ekta Nagar, Chamrang Road	Pucca	Private	2300	
34	KotKhalsa	Pucca	Private	13240	
35	Indra Colony, Majitha Road	Pucca	Private	4850	
36	Verka	Pucca	Private	22000	
37	Vallah 1.Vallah SabjiMandi 2.Vallah UBDC Canal	Pucca	Mandi Board Irrigation	8000	
38	Kaleh	Pucca	Private	10325	
39	Ghanpur	Pucca	Private	17160	
40	Near Nehru Colony, Majitha Road	Pucca	Private	7380	
41	Tung Bala	Pucca	Private	15400	
42	Tung Pain	Pucca	Private	6060	
43	Mokhampura	Pucca	Private	9400	
44	Mustfabad	Pucca	Private	16160	
45	Doburji	Pucca	Private	10000	
46	Rasoolpur	Pucca	MCA	3300	298844Sq.yd
47	Jagdamba Colony	Pucca	Private	6050	
48	Judge Nagar, Krishna Nagar, Dashmesh Nagar	Pucca	Private	11000	
49	Ganda Singh Wala	Pucca	Private	13300	
50	Jawahar Nagar, Mehta Road	Pucca	Private	5500	
51	Nanak PuraVadali Road	Pucca	Private	2750	
52	ZeenatPura	Pucca	Private	1955	
53	Abadi Opp. Village Angharh	Pucca	Private	2200	
54	Adarsh Nagar, Islamabad Road Abadi	Pucca	Private	4400	
55	Gurbaksh Nagar	Pucca	Private	3520	
56	Abadi Nanak Nagar, Majitha Road Kashmir Road	Pucca	Private	2760	
57	Sunder Nagar, Sawan Nagar, adjoining Abadies	Pucca	Private	8800	
58	Vijay Nagar, Anand Nagar, Guru Nanak Nagar, Tondon Nagar, Prem Nagar, Guru Govind Singh Nagar, Gopal Nagar, Bhawani Nagar, Shastri Nagar.	Pucca	Private	15525	
59	Abadies abutting between S.W. Channel, S.W. Road & U.B.D.C(KotHarnamDass, KotSalig Ram, Jaspal Nagar,	Pucca	Private	39200	

	ShaheedUdham Singh Colony etc.				
60	Abadies abutting between S.W. Channel, T.T Road &U.B.D.C.(Guru Nanak Colony, Sharma Colony, Behind Old Behind old Octroi Post etc.	Pucca	Private	57600	
61	AbadiKotMit Singh	Pucca	Private	4860	
62	Dr. Heit Ram Colony, Naraingarh, KarchaPucca Quarter, Azad Road both side B Chheharta	Pucca	Private	11500	
63	Abadi abutting on G.T. Road, ChahNihanga, Guru ArjanDev Nagar,, Mohni park, Guru Nanak Pura, Guru Ram Das Nagar etc.	Pucca	Private	9900	

Source: M.C. Amritsar

**Interview schedule**  
**For**  
**Perception of people about the quality of life in Amritsar**

**Part A: Basic information about the Respondent**

1. Locality of Respondent: .....  
Type of Locality: Upper Middle Class (01) Middle Class (02)  
Lower Middle Class (03) Poor/Slum areas (04)
2. Name of Respondent:.....
3. Age 20-40 years (01) 40-60 years (02) > 60 years (03)
4. Sex: Male (01) Female (02)
5. Marital Status: Married (01) Unmarried Single (02) Divorced/Widow (03)
6. Educational Qualification : Post Graduate/Professional (01)  
None Professional Graduate (02) Matriculate (03) Literate (04) Illiterate (05)
7. Religion: Muslim (01) Sikh (02) Hindi (03) Christian (04) Other (05)
8. Caste Groups: General (01) OBC (02) Don't Know (03) ?
9. Occupation : Professional (01) Self Employed (02) Daily wager (03)  
Govt/Semi-govt/PSU Employed (04) Private Employment (05)  
Retired from govt/semi-govt/PSU (06) Unemployed (07)
10. Place of Birth : Srinagar district (01) Outside Srinagar but from J & K (02)  
Outside of J & K (03) Don't Know (05)
11. Main reasons of coming to Srinagar (not for people, who are born here)  
Family/Social (01) Job (self or parental)/Economic (self / parental) (02)  
Political/ Ethnical disturbances elsewhere (03) others (04)
12. How long you have been staying in Srinagar?  
Less than 1 year (01) > 1 year but < 5 year (02) > 5 year but < 10 year (03)  
>10 years (04) Don't Know (05)
13. Type of family: Nuclear (01) Joint (02)
14. Family Size (dependent of respondent):  
1-2 members (01) 3-5 member (02) > 5 member (03)
15. Economic Status:

- >35000 per month (01)                      > 20000 but < 350000 per month (02)  
 >5000 to <20000 per month (03)      < 5000 per month (04) No comments (05)

**B. Housing**

16. Size of plot on which your house is located  
 <3 marla or 75 sq yd (01) 4-5 Marla sq yd to 125 sq yd (02)  
 6 to 10 Marla (03) More than 10
17. Type of Tenancy: the house in which you live is your  
 Own/parental (01) Rented (02) Mortgaged (03) other (04)
18. Number of rooms in your house excluding kitchen, store room
19. Number of toilets in the house.....
20. Type and number of vehicles owned by the respondent (for family use)  
 Cycles..... Tow wheelers..... Four wheelers.....
21. Is your houses have enough parking spaces inside the premises:  
 Yes (01) No (02) No Comments (03)

**C. Perceptions about Urban Services**

22. Level of Satisfaction with the supply of electricity:  
 Highly satisfied (01) Quite satisfied (02) Satisfactory (03) No  
 satisfied (04) Highly unsatisfactory (05)  
 (Excellent) (Very Poor) (Average good) (Little on poor side) (Very poor)
23. In our opinion how much is the improvement in supply of electricity **in last 5 years**:  
 Substantial improvements (01) Moderate improvement (02) Very little improvement (03)  
 No improvement (04)
24. Sources of water supply:  
 Municipal piped(01) Own Hand Pump(02) Own tue-well (03) Municipal+  
 Own tube (04) Public (05) Other (06)
25. In your opinion, how much is the improvement in municipal water supply **in last 5 years**?  
 Substantial improvement (01) Moderate improvement (02) Very little improvement (03)  
 No improvement (04)
26. Major reasons of dissatisfaction:  
 Low Pressure (01) Quantity (02) Quality (03) Regularity (04) Timings (05)  
 Frequent Breakdowns (06)
27. Is your house connected to municipal sewerage facility?  
 Yes (01) No (02) Don't Know (03)

28. Frequency of road sweeping in your area:  
 Every day (01) Once in two days (02) Occasionally (03) Never (04)
29. Frequency of solid waste disposal in your area:  
 Every day (01) Once in two days (02) Occasionally (03) Never (04)
30. Extent of coverage of manholes in your area?  
 All are well covered (01) A few are uncovered (02) A good number (03)  
 Nearly all are (04)  
 (<25% are open) Are open-nearly half (25%-75%) open (>75%)
31. Level of satisfaction with the road sweeping facilities:  
 Highly satisfied (01) quite satisfied (02) Satisfactory (03) Not Satisfactory (04)  
 Highly unsatisfactory (05)  
 (Excellent) (Very Good) (Average, good) (little on poor side) (Very poor)
32. In your opinion, how much is the improvement in road sweeping **in last 5 years**:  
 Substantial improvement (01) Moderate improvement (02)  
 Very little improvement (03) No improvement (04)
33. Level of Satisfaction with the sewerage management in your areas:  
 Highly satisfied (01) Quite satisfied (02) Satisfactory (03) Not Satisfactory (04)  
 (Excellent) (Very Good) (Average, good) (Little on poor side)  
 Highly unsatisfactory (05)  
 (Very poor)
34. In your opinion, how much is the improvement in sewerage management **in last 5 years**:  
 Substantial improvement (01) Moderate improvement (02) Very little improvement (03)  
 No improvement (04)
35. Level of Satisfaction with the solid waste disposal in your area:  
 Highly satisfied (01) quite satisfied (02) Satisfactory (03) Not Satisfactory (04)  
 (Excellent) (Very Good) (Average, good) (Little on poor side)  
 Highly unsatisfactory (05)  
 (Very poor)
36. In your opinion, how much is the improvement in solid waste management **in last 5 years**:  
 Substantial improvement (01) Moderate improvement (02)  
 Very little improvement (03) No improvement (04)

### **Physical Infrastructure:**

37. Level of Satisfaction with the present road conditions in your area:  
 Highly satisfied (01) quite satisfied (02) Satisfactory (03) Not Satisfactory (04)  
 (Excellent) (Very Good) (Average, good) (Little on poor side)  
 Highly unsatisfactory (05)

(Very poor)



38. In your opinion, how much is the improvement in road conditions **in last 5 years:**  
 Substantial improvement (01)      Moderate improvement (02)  
 Very little improvement (03)      No improvement (04)
39. Level of satisfaction with the effectiveness of present street lighting in your area:  
 Highly satisfied (01)    Quite satisfied (02)    Satisfactory (03)    Not Satisfactory (04)  
 (Excellent)      (Very Good)      (Average, good)    (Little on poor side)  
 Highly unsatisfactory (05)  
 (Very poor)
40. In your opinion, how much is the improvement is street lighting **in last 5 years:**  
 Substantial improvement (01)      Moderate improvement (02)  
 Very little improvement (03)      No improvement (04)
41. Level of satisfaction with the present traffic and transportation facilities in the city:  
 Highly satisfied (01)    Quite satisfied (02)    Satisfactory (03)    Not Satisfactory (04)  
 (Excellent)      (Very Good)      (Average, good)    (Little on poor side)  
 Highly unsatisfactory (05)  
 (Very poor)
42. In your opinion, how much is the improvement in road conditions **in last 5 year:**  
 Substantial improvement (01)      Moderate improvement (02)  
 Very little improvement (03)      No improvement (04)

### **Social Infrastructure**

43. Level of Satisfaction with the present govt educational facilities (in terms of **quality education, access, facilities and affordability**) in the city:  
 Highly satisfied (01)    Quite satisfied (02)    Satisfactory (03)    Not Satisfactory (04)  
 (Excellent)      (Very Good)      (Average, good)    (Little on poor side)  
 Highly unsatisfactory (05)    Don't know (06)  
 (Very poor)
44. Level of satisfaction with the present health facilities ( in term of **quality and facilities**) in the city:  
 Highly satisfied (01)    Quite satisfied (02)    Satisfactory (03)      Not Satisfactory (04)  
 (Excellent)      (Very Good)      (Average, good)    (Little on poor side)  
 Highly unsatisfactory (05)    Don't know (06)  
 (Very poor)
45. Level of Satisfaction with the present Public Recreational facilities (**Parks and Gardens included**) in the city:  
 Highly satisfied (01)    Quite satisfied (02)    Satisfactory (03)      Not Satisfactory (04)  
 (Excellent)      (Very Good)      (Average, good)    (Little on poor side)  
 Highly unsatisfactory (05)    Don't know (06)  
 (Very poor)

**Preparedness:**

46. In your opinion what is the level of preparedness of the traffic administration and health officials in meeting major accidents?  
Highly prepared (01) Well prepared (02) Very little prepared (03) Not at all prepared(04)  
(Excellent) (Very good) (Average) (Very poor)
47. In your opinion what is the level of preparedness of the city administration/ police in meeting (including finding out) any disaster (floods, earthquakes, terrorist attack, stampede etc.)  
Highly prepared (01) Well prepared (02) Very little prepared (03) Not at all prepared(04)  
(Excellent) (Very good) (Average) (Very poor)

**Governance:**

48. What is your opinion on the Governance of the city?  
High Moderate Poor
- Effectiveness
  - Transparency
  - Accountability
  - Responsive to public need
49. If you had faced (or may face in future) a problem with urban services/ administration, how did (Or plan to) you proceed to get it addressed and solved?  
➤ Directly communicated/ met the corporation/Department officials  
➤ Took help to the area councillors  
➤ Bribe the corporation officials for speedy disposal  
➤ Use friendly channels  
➤ Use other higher political channels  
➤ Use both political/friendly channels and bribe the officials
50. Level of Satisfaction with the working of Area Councillors?  
Highly satisfied (01) Quite satisfied (02) Satisfactory (03) Not Satisfactory (04)  
(Excellent) (Very Good) (Average, good) (Little on poor side)  
Highly unsatisfactory (05)  
(Very poor)
51. Level of Satisfaction with the working of Corporation:  
Highly satisfied (01) Quite satisfied (02) Satisfactory (03) Not Satisfactory (04)  
(Excellent) (Very Good) (Average, good) (Little on poor side)  
Highly unsatisfactory (05)  
(Very poor)
52. Level of Satisfaction by the response given to your problems by the Corporation:  
Highly satisfied (01) Quite satisfied (02) Satisfactory (03) Not Satisfactory (04)  
(Excellent) (Very Good) (Average, good) (Little on poor side)  
Highly unsatisfactory (05)

(Very poor)

**Issues and Suggestions:**

53. What are the major problems faced by you ( in order of need-first one being most important and requires much faster solution and so on) list not more than five problems.

- 1. ....
- 2. ....
- 3. ....
- 4. ....
- 5. ....

54. Yours suggestions on improving following services in the city:

<b>Type of services</b>	<b>Suggestions if any</b>
➤ Public Transportation	
➤ Solid Waste Management	
➤ Water Supply	
➤ Sewerage Services	
➤ Roads	
➤ Governance	

**Living Environment:**

55. How far the **overall environment** (Solid waste and sewerage management, road sweeping, development of parks etc.) has affected living conditions of your area in last 5 years?

Substantially (01) Moderately (02) No difference (03) Somewhat (04) Deteriorated (05)  
(improved) (improved) (deteriorated) (Substantially)

56. Where do you rate your area (overall) as compared to what it was **five years ago**?

Substantially (01) Moderately (02) No difference (03) Somewhat (04) Deteriorated (05)  
(improved) (improved) (deteriorated) (Substantially)

57. Level of safety and security felt by you in Srinagar city:

Highly safe (01) (no fear, no tension situation)	Moderately safe (02) (Little fear but not tens about safety)	Somewhat safe (03) (close to acceptable, little fear and somewhat tense)	Not at all safe (04) (any time anything can happen- unsafe and highly tense)
--	--	--	---

58. From living environmental, safety etc., are you happy being a Citizen of Srinagar:

Very much happy (01) Moderately happy (02) Somewhat happy (03)  
Not at all happy (04) (Little issues but overall happy) (Ok) (Would like to move)

**Recommendations of the First Punjab Finance Commission (1995) for reforms in property tax:**

- a) Property tax be delinked from rentals to increase yield and reduce litigation
- b) Vacant lands and lands used for marriage parties and for entertainment purposes be taxed at higher rate.
- c) Surcharge @ 50 to 100 per cent be levied on commercial, industrial and other non-residential establishments and polluting industries involving hazardous processes.
- d) Exemptions be drastically reduced. Municipalities entitled to compensation for loss of revenue due to exemptions granted by the State Government.
- e) Voluntary filing of statements by persons liable to assessment be made obligatory. Failure to file return to be punishable.
- f) Municipal Valuation Committees to hear objections be constituted.
- g) All records relating to assessment be made available to public on payment of a fee

**Recommendations of the Second Punjab Finance Commission (2002) to mobilize income of property tax and improve its overall administration:**

- a) The provisions of the *Punjab Municipal Bill, 1999* relating to property tax may be implemented expeditiously after incorporating the following amendments:
  - The power to fix the rate of tax should vest in the ULBs subject to the maximum laid down in the Act and the minimum to be prescribed by the State Government.
  - The Municipal Property Tax Committees may be re-constituted so that while the elected councillors may remain as its members, majority should consist of independent persons with background of law, engineering and experience of municipal administration, with a retired District Judge as Chairman in Municipal Corporations and Class-I Municipal Councils and serving or a retired Sub-Judge as Chairman in other ULBs.
  - A provision may be made to enable the landlord to increase the rent to compensate for the increase in the assessment of tax during the currency of the tenancy notwithstanding any provision to the contrary in the Rent Control Legislation.

- A provision may be made to enable the State Government to link annually the amount of tax payable by assesses to changes in the wholesale price index.
- b) The area based method for assessment of the present market value of the property may be adopted for the purpose of determination of the annual value for levy of property tax.
  - c) All ULBs should start levying the property tax on vacant land on which no building has been erected but on which building can be erected and on any land on which building is in the process of erection.
  - d) The blanket exemption to all residential buildings occupied by the owners from property tax should be withdrawn and exemption for self-occupied houses restricted to that obtaining prior to 1.4.1997, viz. self-occupied houses on area measuring upto 250 sq.yds. in Nagar Panchayats and Municipal Councils Class II & Class III and single storey houses in Corporation towns and Class I Municipal towns and houses with more than one storey on plot measuring upto 125 sq yds in Municipal Corporations and Class I Municipal towns.
  - e) The following administrative measures may be taken to improve the yield from property tax and prevent evasion:
    - All the ULBs where re-assessment has not been carried out during the last five years, should carry out their re-assessment and all ULBs should ensure that in future re-assessment of properties for house tax is carried out regularly after every five years. Where necessary, external agencies may be involved on contract basis for assessment in localities where intensity of commercial and industrial properties is quite high.
    - Computerization of information on property tax may be given priority, particularly in all Class-I Municipal Councils and Municipal Corporations.
    - There should be constant linkage between the records of the buildings, water supply and house tax departments in the ULBs to ensure that all properties are covered by property tax.
    - There should be a field survey of all areas to locate any properties that have not been covered by the property tax. In case of Municipal Corporations and large Municipal Committees, the use of Geographical Positioning System with the help

of remote sensing data may be used for locating the un-assessed properties wherever necessary.

- The list of properties assessed to house tax along with the tax assessed may be published ward-wise and also on the web site of the larger ULBs after one has been set up so that any person can inform the local body about any properties that may have been left out or under assessed. Until then, all records relating to assessment should be made available for inspection to members of the public on payment of fee.
- The sellers of properties should be required to produce the latest receipt for payment of house tax or a No Due Certificate from the concerned ULB at the time of registration of sale deed.

The Third Punjab Finance Commission (2006) highlighted that 'In Punjab, we have a situation where private property owners enjoy large-scale exemptions. Most exemptions have been given to categories of property owners, for instance, owners of half kanal house and self-occupied houses. This has led to property tax becoming an insignificant source of income for local bodies' (TPFC 2006).

### **Recommendations of the Third Punjab Finance Commission (2006):**

All controls over the property tax regime of municipal bodies be removed.

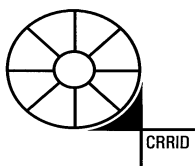
- At a conservative estimate, by switching to a unit area approach and after lifting all state Government granted exemptions, municipalities will be able to raise Rs.450 crore annually.
- All ULBs should start levying property tax on vacant land on which no building has been built but on which a building can be built or is in the process of being built.
- Computerization of information on property tax may be given priority, particularly in all Class-I Municipal Councils and Municipal Corporations.
- There should be a provision for linkage between the records of the buildings, water supply and house tax departments in the ULBs to ensure that all properties are covered by property tax.
- There should be a field survey of all areas to locate any properties that have not been covered by property tax.

- In case of Municipal Corporations and large Municipal Committees, GIS technology and remote sensing data can be used for locating un-assessed properties, as is being done in Bangalore.

***Guidelines for Property Tax Reforms, Issued by the Ministry of Urban Development, Government of India.***

- a) A low rate of tax to make it acceptable
- b) Assessment and collection should be simple and transparent
- c) Equity between different classes of tax payers
- d) Minimum discretion of assessors
- e) Facilitating self assessment by owners / occupiers





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