

CHAPTER I

General

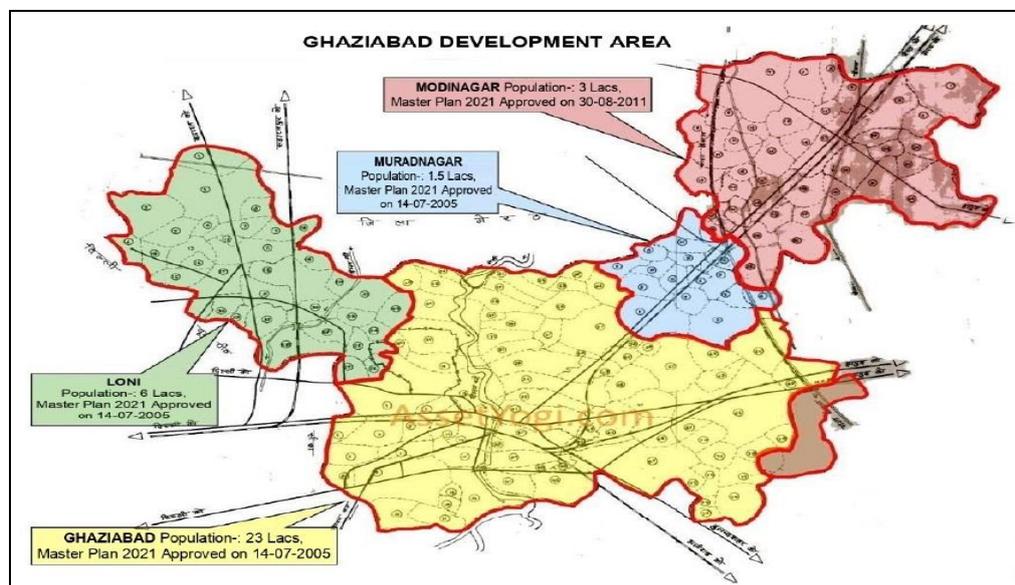
CHAPTER I

General

1.1 Introduction

The State Government enacted Uttar Pradesh Urban Planning and Development Act, 1973 (Act) to achieve the objective of town planning and urban development of developing areas of the State of Uttar Pradesh. Ghaziabad Development Authority (GDA) was formed by the State Government's notification (9 March 1977) under Section 4 of the Act. The development area of GDA was 452 square kilometre¹ which included 160 villages and urban areas under Ghaziabad Nagar Nigam and Municipal Councils of Modinagar, Loni and Muradnagar. The development area of Ghaziabad is depicted in **Photograph 1.1**.

Photograph 1.1: Development area of Ghaziabad



(Source: Website (<https://asetyogi.com/ghaziabad-master-plan>))

Ghaziabad comes under the ambit of National Capital Region (NCR). Government of India (GoI) promulgated National Capital Region Planning Board (NCRPB) Act 1985 for coordinating, monitoring and development of infrastructure in NCR so as to avoid haphazard development.

1.2 Organisational Structure

GDA functions under the Housing and Urban Planning Department (H&UPD) of the State Government. It is headed by Additional Chief Secretary/ Principal Secretary (H&UPD). The organisational chart of the Authority is given in *Appendix 1.1*.

As per Section 4 of the Act, the Development Authority is a body corporate, having perpetual succession and a common seal with power to acquire, hold and dispose-off properties. The Authority in respect of a development area

¹ As per Master Plan 2021 of Ghaziabad

consist of a Chairman, a Vice Chairman, six *ex-officio* members², four members from Nagar Nigam and such other members not exceeding three as may be nominated by the State Government.

1.3 Roles and functions of the Authority

Under Section 7 of the Act, the objective of Development Authority is to promote and secure the development of the notified area according to plan and for that purpose the Authority is empowered:

- to acquire, hold, manage and dispose of land and other property.
- to carry out building, engineering, mining and other operations.
- to provide and maintain other services and amenities and generally to do anything necessary or expedient for purposes of such development and for purposes incidental thereto.

GDA performs its functions through its seven sections, *viz.*, Planning and Master Plan, Accounts, Land Acquisition, Engineering, Property, Enforcement and Establishment as detailed in **Table 1.1**.

Table 1.1: Details of assigned works of various sections in GDA

Section	Work assigned	Sectional head
(1)	(2)	(3)
Planning and Master Plan	Planning section prepares Master Plan and Zonal Development Plan of GDA and lay out of land of the Authority.	Chief Architect and Town Planner
	Master plan section gets approval of maps as per prevailing Master Plan/Building Construction and Development bye-laws-2008 (as revised)/ Government orders under development area of GDA.	
Accounts	Management of all financial matters of the Authority	Finance Controller
Land Acquisition	Land acquisition activities and related works	Officer on Special Duty
Engineering	Development works, creation of properties & Infrastructures and action to get free of encroachments	Chief Engineer
Property	Sale of properties developed in the schemes	Additional Secretary
Enforcement	Action on unauthorised constructions	Officer on Special Duty
Establishment	Manpower utilisation, salaries, allowances and transfer	Officer on Special Duty

(Source: Information provided/collected by/from GDA)

² Secretary, Housing and Urban Planning Department, Secretary Finance Department, Chief Town and Country Planner, Managing Director, U.P. Jal Nigam, *Mukhya Nagar Adhikari*, District Magistrates of every district any part of which included in the development area (i.e., in case of GDA, Ghaziabad, Hapur and Gautam Buddha Nagar).

1.4 Audit Objectives

The objectives of the Performance Audit (PA) was to assess:

- Whether adequate planning for development of notified areas was done and whether planning was done in conformity with the Regional Planning of National Capital Region;
- Whether the financial management of the Authority was effective;
- Whether acquisition, development of land and construction works were undertaken in accordance with the codal provisions and sound project management strategy and allotment of properties were transparent and in accordance with the prescribed procedures;
- Whether regulatory functions such as land use conversion, prevention of uncontrolled development, enforcing environmental condition were adhered to and maps/layout plans were sanctioned in compliance with Building bye-laws & applicable rules; and
- Whether adequate and effective monitoring and internal control system was in place in the Authority to accomplish the development works as per plan.

1.5 Audit Criteria

The PA was done based on following criteria:

- The Uttar Pradesh Urban Planning and Development Act, 1973, Uttar Pradesh Development Authorities Finance and Accounts Manual, 2004, Building Construction and Development bye-laws (Building bye-laws)-2008 and amendments therein, Land Acquisition Act, 1894, Land Acquisition, Rehabilitation and Resettlement Act, 2013;
- The National Capital Region Planning Board (NCRPB) Act, 1985, Regional Plan 2021 of NCR, Sub-regional Plan of NCR 2021 (Uttar Pradesh), Urban Development Plans Formulation and Implementation Guidelines, 1996 and amendments therein;
- Master Plans 2021 of Ghaziabad & Modi Nagar, draft Master Plan 2031 of Ghaziabad, Zonal Development Plan-2021 Zone-1 Ghaziabad;
- Hi-tech and Integrated Township Policies, Guidelines of Pradhan Mantri Awas Yojna (Urban)-Affordable Housing Scheme in Partnership;
- Financial Handbook Volume VI of Government of Uttar Pradesh, Contract conditions and quality control reports of the works:
- Policy, Government orders, manuals and brochure for costing and allotment of properties; and

- Monitoring reports, internal audit report, agenda/minutes of Board meetings of GDA.

1.6 Scope of Audit and Methodology

The PA covered period of 2017-18 to 2021-22 with backward and forward linkages. The State Government provided replies to the audit observations in March and July 2024 based on which facts and figures were updated till that date.

In the PA, records were scrutinised in the offices of the Principal Secretary, Housing and Urban Planning Department, Government of Uttar Pradesh, Lucknow and Ghaziabad Development Authority (GDA). Besides, records were scrutinised in the offices of District Magistrate Ghaziabad, District Urban Development Agency (DUDA) Ghaziabad, Ghaziabad Nagar Nigam and municipalities covering development area of GDA. The PA was conducted on the basis of sample test of records (*Appendix 1.2*). The sampling was based on Probability Proportional to Size Without Replacement (PPSWOR) method for detailed analysis.

Audit objectives and criteria were discussed with the State Government in the entry conference held on 25 August 2022. The draft report was issued to the State Government in November 2023. Audit findings were also discussed in the exit conference (20 March 2024) with the State Government. The State Government provided replies to the audit observations in March and July 2024, which have been suitably incorporated in the Report.

1.7 Scope limitations

During course of the PA, GDA did not provide some crucial records as mentioned in the *Appendix 1.3*. Therefore, audit observations are based on records/information made available to audit except these records not furnished to Audit.

1.8 Structure of report

This report contains seven chapters as follows:

1. General
2. Planning
3. Financial management
4. Development work
5. Allotment of properties
6. Regulatory functions
7. Monitoring and internal control

1.9 Acknowledgement

Audit acknowledges the co-operation and assistance extended by the Housing & Urban Planning Department, GoUP, Ghaziabad Development Authority, District Magistrate, Ghaziabad, District Urban Development Agency, Ghaziabad, Ghaziabad Nagar Nigam and municipalities covering development area of Ghaziabad during conduct of this PA, except as mentioned in the scope limitations.

