

## 7. Planning and Development Process at NCT level

### 7.1 Four level process

It is proposed to adopt a four level approach by modifying the present practices. This can be done immediately without any changes to the existing legislation. Ultimately, amendments in terminology to the various acts on planning may be made. The four levels are:

- (a) Perspective, Strategic or Concept Plan (for 20 years) for NCT. This is similar to the present Master Plan with a modified policy based approach with strong policy inputs based on NCR Plan regional strategies and GNCTD policies on city based issues;
- (b) Structure Plans and Zonal plans for 10 years for municipal areas in NCT. (The present Zonal Plans but based on the policy approach);
- (c) Local level or sub-zonal Plans for selected areas in the context of structure plans (The same as present but with policies); and
- (d) Design briefs for development of selected priority areas i.e. ;
  - (i) Growth areas, through public private sector co-operation;
  - (ii) Land pooling schemes;
  - (iii) Redevelopment areas through partnerships with CBO's etc.;
  - (iv) Upgradation areas.

### 7.2 Perspective or Strategic Plan (for 20 years) for NCT

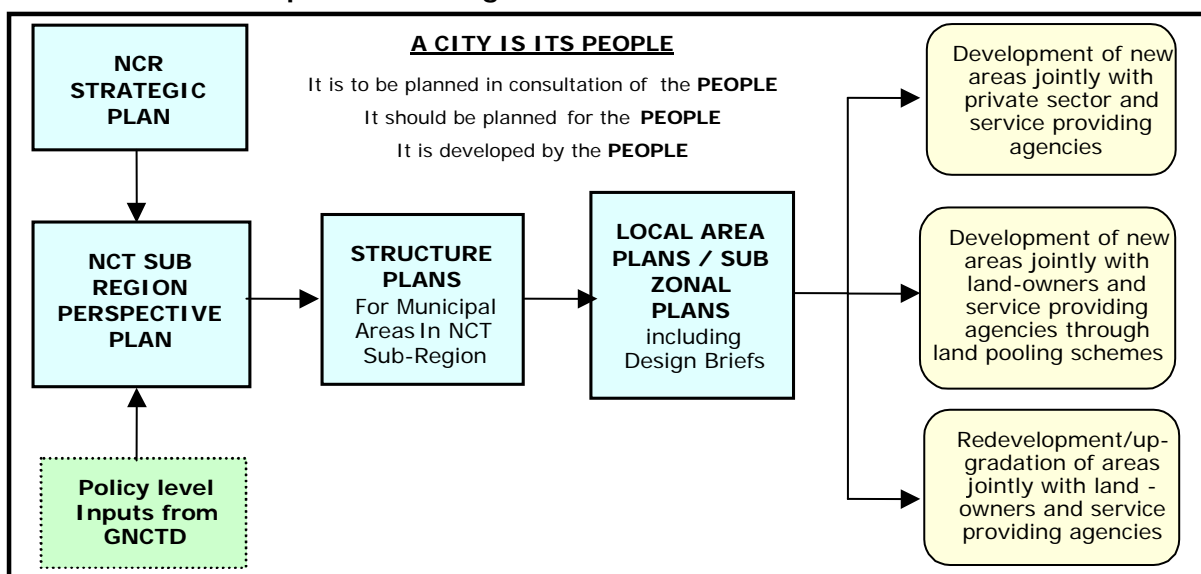
At the NCT level, initially the DDA and eventually municipalities (in the context of 74<sup>th</sup> constitutional amendment), can be responsible for the preparation of this plan in the context of the NCR plan. The policy resolutions of the GNCTD on various issues such as Industrial, Office and other job location, Housing, Traffic and Transportation, Environmental Management, infrastructure etc. should be the basis for the proposals included in this plan. Respective infrastructure agencies and policy-making units of GNCTD need to be fully associated and involved in this task. This perspective plan will then provide a background for the preparation of structure plans of municipal bodies and agencies, and assist in their budgetary exercises. The NCT Plan and related outputs should also provide guidelines for the preparation of municipal level (zonal, sub-zonal plans) and redevelopment plans for specific areas.

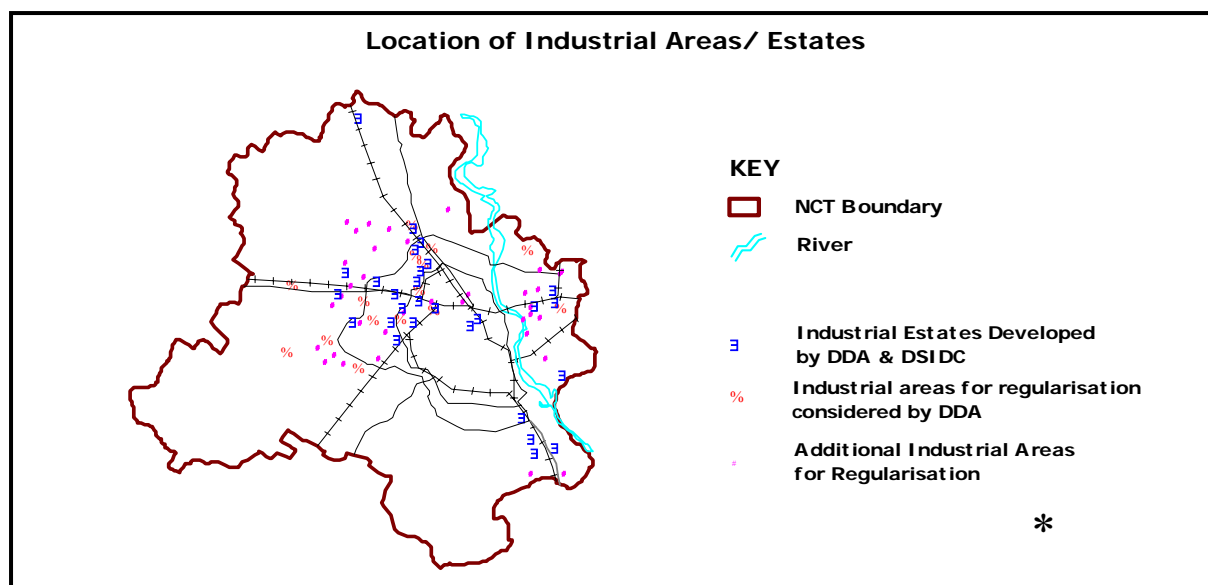
#### 7.2.1 Policies as Basis for Planning of NCT Area

##### (a) The Industrial Location Policy

**Existing Situation:** Today Delhi has over 1.37 lakh industrial units (1.26 lakh in 1996

The Urban Development Planning Process





as per the data in Industries Department). The majority of these are in non-conforming zones. They are a major component of Delhi's economy with Rs.2,524 crores invested with an annual production worth Rs.6,310 crores. They provide employment to a large workforce of 7.31 lakhs (average 9 workers per unit) with 30% having less than 4 workers. They use municipal and other services, pay commercial rates and keep Delhi City, as an engine of growth running to its capacity. Many have been in existence for almost 30 years. However, they face closure or relocation because many are located in areas that do not conform to the Master Plan 2001. The present situation is one of uncertainty, resulting in a loss of confidence and productivity.

There is no doubt that strict action should be taken in regard to industries that pollute and are dangerous, but policies in the industrial sectors should not be made by land use or planning agencies acting on their own. They should be formulated by the environmental management and industrial / economic planning agencies and then introduced into the land use and urban management programmes. It should also be realised that policies can incorporate "carrots" as well as "sticks".

#### **Industrial Location Policies should include:**

- Compulsory registration of all industrial units with the Industries Department of GNCTD and the development of a database showing industrial unit location and/or expansion. Applications for new units or expansion should be accompanied by an Environmental Clearance Certificate;
- High tech, high skill industrial units (including training) to be encouraged;
- Household / cottage units may be regularised / permitted within prescribed norms, to take care of changes in industrial products, and processing;
- Some of the units in non-conforming zones as per MPD 2001 may be allowed to remain, providing they take anti-pollution measures;
- No hazardous units to be allowed;
- "One window" approach to be strengthened for processing cases relating to industrial development and made effective;
- Industrial department to be strengthened by adequate training in environmental matters and for registration of units, building the data base, processing applications for environmental considerations etc; and
- Special efforts for promoting industrial units in NCR and DMA to be introduced.

**Regularisation and problems of non-conforming industrial units in Delhi**

	Types of industrial units	Number of Units (approx)
(a)	Units in conforming zones	25,000
(b)	Units in 15 areas proposed for regularisation	12,000
(c)	Units in 40 other selected areas with similar characteristics that may be considered for regularisation if non-polluting and satisfy conditions	12,000
(d)	Units in local commercial areas which can be regularised without much difficulty	5,000
(e)	Units working as single hand, like cottage industry considered as allowable household units as per Master Plan regulations with revised norms as recommended in the policy	25,000
(f)	Units from present non-conforming zones which have applied for space in new Industrial estate being developed by DSIDC at Bawana and considered eligible	16,000
	<b>Total of (a) to (f) above</b>	<b>95,000</b>
(g)	Remaining units scattered in various places which either should find place in regular industrial zones in Delhi or shift outside into industrial areas in DMA or NCR towns (126218 – 95000)	31,218

Note: - Time limit for relocation should be strictly enforced.

Surveys indicate that industrial units are willing to contribute for infrastructure development

sector units of Gol) need to be permitted.

**(b) Job Location Policies (Offices/ Trade etc.)**

A selective approach (in the context of international and national importance) is necessary in allowing expansion and locations of new offices, trade and institutional activities. These have linkages with other sector activities and housing development and for the overall economy of NCTD.

- Compulsory registration of all offices, trading activities and similar establishments
- No new such establishments be allowed without the approval prescribed authority under the GNCTD
- No major expansion of existing offices and Institutes that cause major addition to employment, traffic and transportation needs
- Only such small units based on high tech, high skill employment to be permitted
- Only such units which conform to environmental standards (especially wholesale trade and medical/chemical users etc.) and in conformity with plan provisions to be allowed
- Existing establishments not conforming with above requirements to be regularised if steps are taken within a prescribed period
- Small office expansion needs of GNCTD or Gol (but not Institutes or public/joint

**(c) Housing Policies**

The Delhi Development Authority is frequently referred to as the major provider of formal housing in Delhi. A review of the facts and numbers, however, refutes this contention.

DDA was formed in 1957. In the ensuing 43 years, Delhi's population has grown, from less than 3 million to approximately 14 million. In this period the entire EWS to HIG categories together have grown by 5.5 million and the poverty group has also grown by another 5.5 million, totaling to 11 million. 2 million additional households have formed.

According to DDA's Annual Administrative Report 1998/99 and other publications the total number of houses constructed by DDA upto 31 March 1998 were 2,58,230 units, and 2.4 lacs in resettlement colonies. Houses in progress were 21,760 units. In addition DDA also allotted plots for group housing and co-operative societies which have together added 5.25 lacs houses. Thus, a total of one million of households have been provided under various DDA schemes. All this implies that the Private Sector, (formal and informal both) have built approximately over 1 million units. A study conducted by the Socio-Economic Research Foundation, New Delhi in 1998

showed that 2,77,253 units of accommodation were vacant in 1997 and this number is expected to rise to 342,000 in 2002. If there had been a housing policy in place, this situation could have been reviewed and suitable steps taken to correct the problem.

Any revision of current thinking should acknowledge that the developers, builders and property owners in the Private Sector can build at a faster rate than the Public Sector; about six times as fast. The Housing Policy should reflect this.

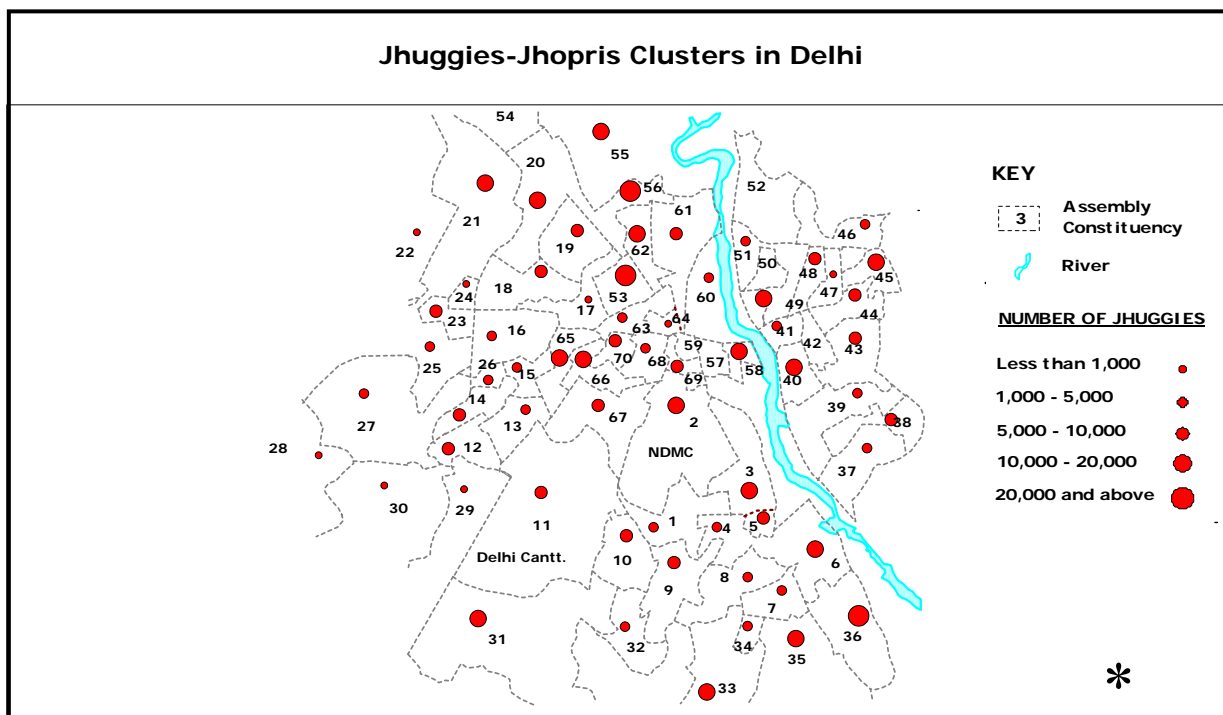
**Housing Policy should:**

- give guidelines on ways and means of reducing the numbers of vacant units; i.e. optimise the existing assets; and
- provide a framework in which the Private Sector can legally and efficiently operate by :
  - (a) encouraging the formation of Public/Private/Co-operative Sector Partnerships with the brief to:
    - (i) open up and service new areas; and
    - (ii) upgrade slums and unserved settlements.

- (b) encourage Community Participation
- (c) complement the proposed new approach and planning ideas;
- (d) promote, assist and build capacity in finance mobilisation and mortgage insurance service;
- (e) review the impediments caused by :
  - (i) the Rent Control Act, which seriously affects property tax revenue and rental housing; and
  - (ii) leasehold interests;
- (f) encourage the development of vacant land by revising taxation policies;
- (g) promote an open and transparent active land and property market.

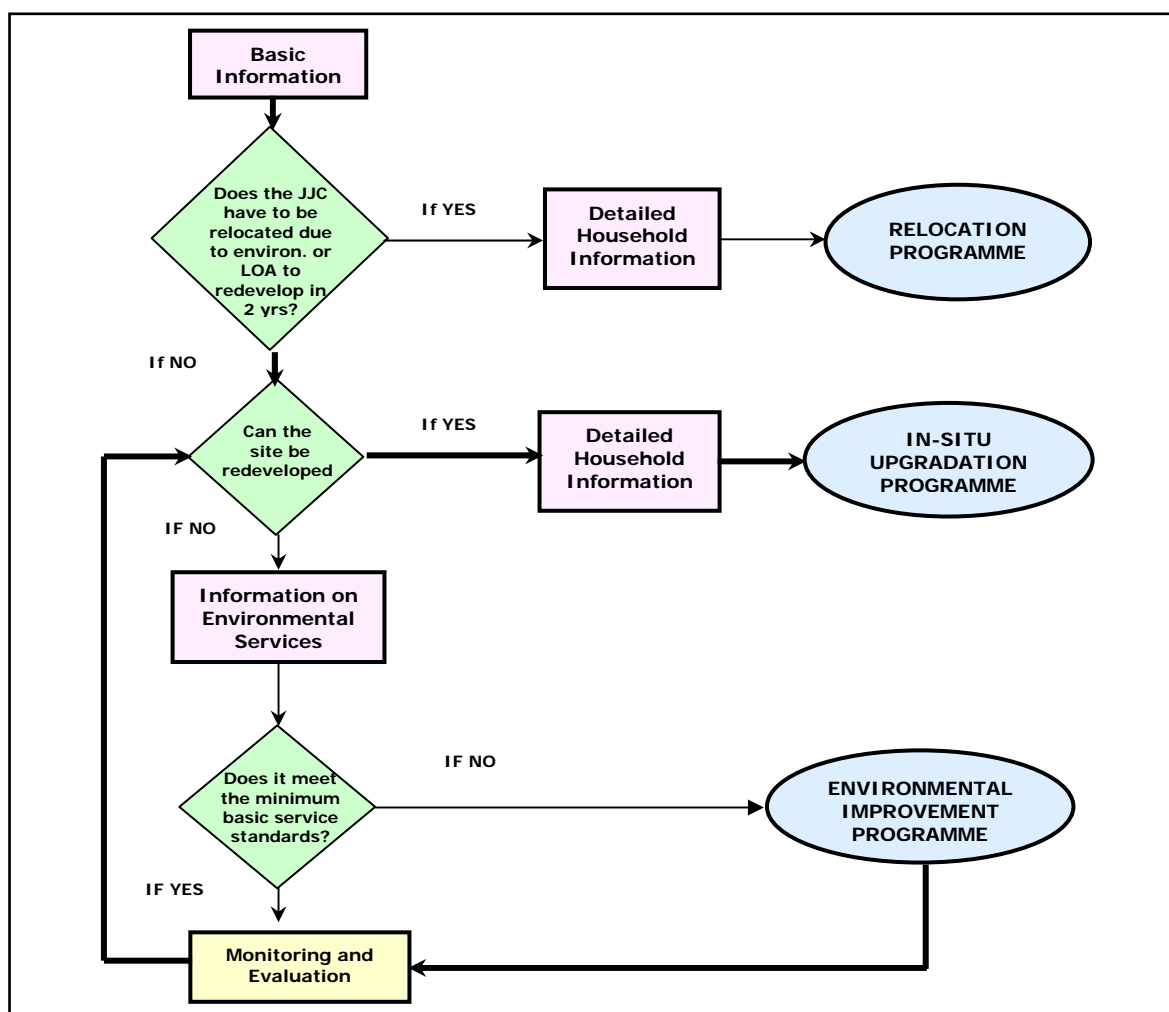
**Policies for Jhuggies-Jhopris Clusters and Unserved Settlements**

This study acknowledges that Jhuggies and unserved Settlements are part of the urban scene in Indian towns and cities. The slum residents support the urban economy through their labour market contribution and informal production activities. For these reasons the study recommends an upgrading and improvement approach as a matter of policy.



Source: Slum Winq MCD-Design and Planning Cell

**Decision Making Process for Slum Improvement Programme**



It is also felt that:

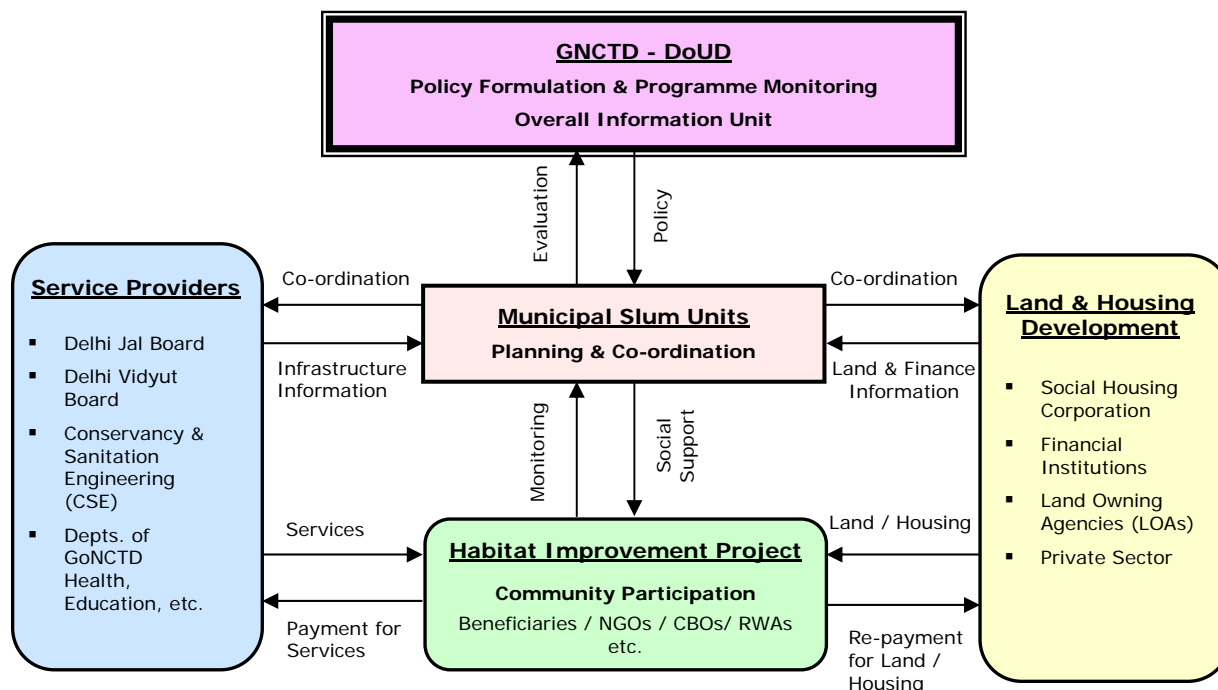
- the growth and proliferation of JJC’s can be reduced by providing a continuous supply of affordable serviced land, linked to public transport, and located near to industrial and other employment opportunities.
- relocation should be kept to the absolute minimum but some relocation may be necessary to:
  - (i) Provide land needed for civic amenity purposes, and considered essential for the overall benefit of the city;
  - (ii) Provide land for development of commercial activities, where profits can be generated to facilitate the resettlement of affected families; and

Reduce excessively high population densities. The following matters should also be covered:

- Families which volunteer to relocate, or are required to relocate, should be offered larger plots or housing in new development areas with loan assistance; and
- Transferable and saleable title should be assured at the beginning and granted eventually to the allottees provided with housing units or plots, whether leasehold or freehold in upgraded JJC’s provided they have paid any development costs which may have been levied;
- The relocation sites should be planned development providing necessary amenities as part of the project
- Cost recovery is essential to reduce the in-migration economic attraction of the city

## Habitat Improvement for the Urban Poor

### Agencies, Responsibilities and Project Formulation and Implementation Process



In preparing the upgrading / relocation programmes for slums and JJ clusters, community consultations must be undertaken.

**(d) Redevelopment strategies for degraded areas**

Many areas in Delhi, have shown signs of decay and have become ready for renewal. A number of old villages engulfed by development and older colonies have degenerated and are lacking many basic services. The so-called urban villages have become congested with commercial and high density residential properties. There are inadequate road widths, parking places or other amenities such as solid waste collection and drainage. Parts of the Walled City, market complexes and their surroundings look degraded and suffer from traffic congestion and lack of amenities. In addition, a number of unauthorised colonies and JJ clusters, some Dairy colonies which were developed to accommodate cattle stables and many industrial areas that are being treated as non-conforming are neglected and thus fall into this category.

It is necessary that the perspective and structure plans identify all such areas and specific policies are prepared for their improvement so that the living environment of Delhi, as a whole, is improved. Some general suggestions as policy measures are given below:

- (i) The Redevelopment plans should be prepared in a more transparent manner in consultation with local communities for each area.
- (ii) Mixed land use may be allowed provided the activities are not incongruent to each other or create environmental nuisance for other users, such as noise and air pollution, etc.
- (iii) Community centers for senior citizens, especially from middle and lower income groups. These are to offer them opportunities to come together and spend their time in a better environment and space.
- (iv) Regular lines of street prescribed to have minimum standard road widths to cater for traffic, drainage, solid waste collection sites and parking requirements, etc.

- (v) Concessions to be offered in the form TDR, FAR, marginal distances if parking is provided inside premises or land is made available for widening of roads or provision of lacking amenities such as, open spaces or other public use.
- (vi) Development Charges to be levied on taking up large-scale redevelopment benefiting the residents in a substantial way.
- (vii) Open or low-density areas in the nearby localities to be used for provision of lacking amenities in redevelopment areas.

**(e) Preservation of Green Belt and Open Areas**

Suitable policies will have to be adopted for protection of the Green Belt. The belt can provide vegetables, flowers and such other products giving employment to the rural population as well as needed products for the city. The green belt can also accommodate forest cover and such other users that can process the waste for composting and other suitable activities. It is necessary to take care that these activities will not affect the rural character of the belt. Past developments in the name of Lal Dora Zones must be avoided except for the genuine permissible needs of the village. Policies should provide that all open spaces and their use is protected from encroachment by any kind of development activity.

**(f) Protection of Village Abadis**

The old rural hamlets and their residents need to be protected from the onslaught of aggressive and exploitative commercial pressure of urban growth. The same time genuine needs of the local villagers need to be allowed as for the villages in the Green Belt. Urban villages in side the developed area which have become commercial centers can be redeveloped after protecting the original small abadi. The surroundings can be treated as congested area and suitably replanned as suggested in (d) above.

**(g) Review of Development and Building Controls**

The development and building controls need to be reviewed and simplified. Provision must be made for on plot car parking, related to the number and size of the dwelling units. Construction on stilts needs to be encouraged to provide space for children and the aged, and vehicle parking.

**(h) Monuments and Cultural Heritage Buildings**

Delhi has numerous historic buildings and sites. Unfortunately many have been engulfed by the rapid development of the city and are being neglected or damaged due to weathering or through pilferage. Some work for the protection of prominent buildings is going on but many others remain neglected. It is necessary to take steps in collaboration with the private sector and interested communities to protect such buildings and their surroundings. The following steps are suggested:

- Identify, survey map and list all monuments and cultural heritage sites and buildings; classify them as being of archaeological, historic, architectural or cultural interest and grade them as listed buildings, in the two categories as below:

**Category I** - Sites and buildings of exceptional global, national, religious and cultural importance, requiring preservation and conservation;

**Category II** - Other important sites and buildings requiring conservation.

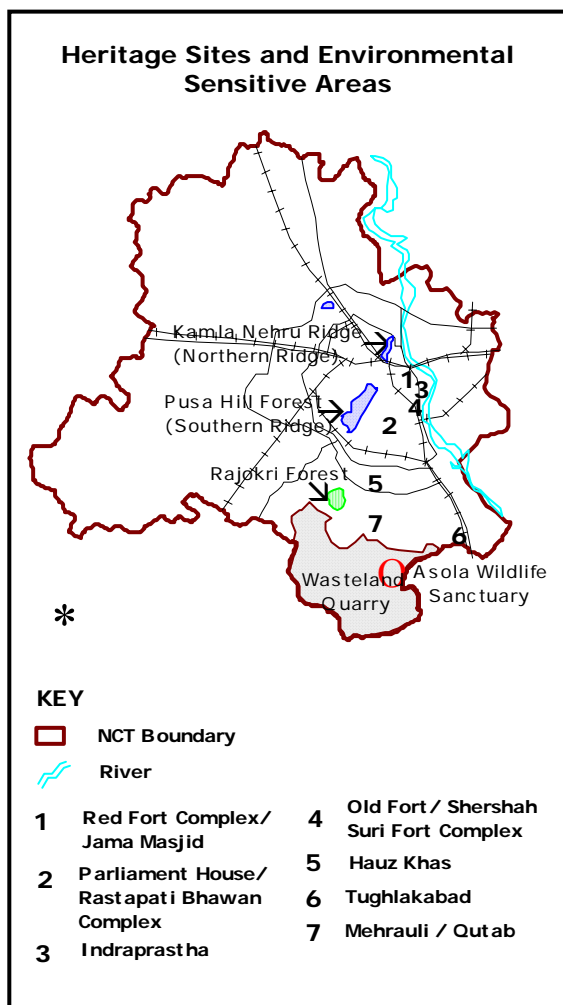
- Set out in a clear and concise manner, (a) the responsibilities of the Archaeological Departments and (b) the funding sources; and
- Prepare guidelines for the involvement of the Private Sector and interested community groups, NGOs etc.

**(i) Environmentally Sensitive Sites**

The following ecologically and environmentally sensitive sites need to be specially examined and suitable provisions made in the Perspective Plan and the

Structure Plans. These include areas such as:

- Yamuna river bed;
- the Asola wild life sanctuary;
- Rajokri protected forest;
- Pusa Hill and Kamala Nehru Ridge;
- District Deer Park, and
- Lodi Gardens.



**(j) Effective Public Participation in Perspective Planning Process**

Consultative procedures need to be established for involving professionals, and decision makers (MPs, MLAs) and the public at large in the preparation of the Perspective Plan, at city level. Wide publicity for inviting suggestions in the preparation and finalisation of the plan should be encouraged.

**7.2.2 Finalisation of Perspective Plan for NCT**

The Perspective Plan would be finalised by the Metropolitan Planning Committee taking into consideration all the aspects mentioned above and recommended policies. The plan formulation would be made only after consultation with NCRP Board and also with the various wings of, and subject to, the approval of GNCTD.

**7.3 Municipal Level Structure Plans - 10 years Planning Horizon**

**7.3.1 Municipal Structure Plans**

The proposals for institutional restructuring envisage the MCD being split into eight municipalities. This will provide for ten units of local Governments when the NDMC and the Delhi Cantonment Board are included. The new planning cells in these new municipal bodies could be formed from existing DDA and municipal staff.

Each municipal planning cell would be required to prepare structure plans with a ten year planning horizon. The plans would outline in more detail the land use and infrastructure provisions with proposed development projects and programmes. They would also provide a basis for the annual budgeting process.

Amongst other things the structure plans would:

- Identify sites for priority actions, particularly for new development, upgrading and redevelopment; and
- Provide guidelines and planning parameters for the proposed land use, building densities, etc.

Each municipality will have different priorities according to its location in the NCT area. For example municipalities abutting the rural area may have to absorb more newly forming or relocated families than the inner municipalities, where the main problems may be concerned with upgrading JJC's or service deficient areas. The work of the planning cells, at every level, should always include guidelines and

supporting policy documents that can influence and guide the next level down.

### **7.3.2 Effective Public / Community Participation**

#### ***Participation in Structure Plans, Programme Formulation and Implementation***

Adopting the following approach would ensure transparency and public participation.

- Meetings to discuss plans at zonal, ward and neighbourhood levels.
- Formal and frequent discussions in meetings at higher level with involvement of the local Councillors, MLAs, and MPs.
- Progress reports and relevant documents should be circulated for introducing transparency for advancement of the projects.
- Summary recommendations should be published for public information.

## **7.4 Local Areas, Zonal Plans and Programmes**

### **7.4.1 Local Level Planning**

#### ***Three different approaches for selected area developments***

These can be handled in a manner similar to that described for municipal plans and programmes.

The local level planning and development for 5 years for the selected priority areas should be undertaken through the municipal bodies with required support of experts, consultants and, if needed, with the help of DDA.

It is also important that all the concerned sectoral agencies are involved in this process. The plans and programmes for 5

years should be formulated with full commitments and identified budget provisions, which can then be utilised for formulation of the annual plans and annual budgets.

Different approaches can be adopted for preparing layout plans and development of selected new areas, as follows:

- (i) Jointly with the private sector and service providing agencies by forming joint sector companies from the planning stage for programming and implementation.
- (ii) Jointly with land-owners and service sector agencies by undertaking land pooling and readjustment schemes.
- (iii) With property owners and service providing agencies.

It will take some time to introduce the new approach and the institutions required should respond to the unfolding situation.

### **7.4.2 Effective Community and Public Participation**

#### ***Participation in local planning and development programming***

- (a) Discussion procedures should be introduced at the operational levels. (slums, wards, communities, industrial estates urban/old villages).
- (b) Formation of Resident Associations should be encouraged.
- (c) Active agencies should have frequent interaction with NGO's, and CBO's in their respective fields.
- (d) A formal framework for consultation should be introduced
- (e) Specific programmes should be discussed with enlisted representatives of concerned agencies.