

CHAPTER 14

URBAN DEVELOPMENT

1. TREND OF URBANIZATION

- 1.1 The trend of Urbanization in Delhi is reflected in the fact that urban area has increased from 326.54 sq.kms. in 1961 to 591.90 sq.km. in 1981, 700.23 sq.kms. in 1991 and 924.68 sq.kms. in 2001. This urban area was 22% in 1961, 40% in 1981 and 47% in 1991 and 62% in 2001 of the total area. Similarly, the urban population of Delhi which was 14.37 lakhs in 1951, increased to 23.59 lakhs in 1961, 84.71 lakhs in 1991 and 129.05 lakhs in 2001. This urban population was 88.72% in 1961, 92.73% in 1981, 89.94% in 1991 and 93.18% in 2001 of the total population of Delhi.
- 1.2 With 13.8 million population in 2001, Delhi ranked third among the most populous metropolitan Indian Cities after Mumbai and Kolkatta. The city's population grew annually by 3.85 percent during the period 1991-2001. It is estimated that by the end of next decade it will witness 50% increase in its population. Delhi is overwhelmingly urban with less than 7 percent living in rural areas.
- 1.3 The rapid urbanization of Delhi has resulted in sharp increase in the density of population. In 1901, the density was 274 persons per sq km, which increased to 1176 persons per sq km in 1951 and 9294 persons per sq km in 2001. The density of urban population in Delhi, which was 7225 persons per sq.km in 1961, increased to 9745 in 1981, 12361 in 1991 and 13957 in 2001. This pace of urbanization has had its impact on the contribution of the primary sector in State Income of Delhi. The contribution of the primary sector, which was 1.40% in 1999-2000 in the State Income of Delhi, has declined to 0.74% in 2007-08 at current prices.

2. URBAN DEVELOPMENT PROCESS

- 2.1 The Delhi Development Authority under Govt. of India is vested with the mandate of preparation of Master Plan for Delhi as present Master Plan for Delhi 2021 is in operation. The Master Plan for Delhi 1961-81, was the first Master Plan. This was further extended to 2001, the Master Plan Delhi are prepared by DDA and approved

by Government of India to ensure appropriate balance between the spatial allocations for the distribution to housing, employment, social infrastructure, transport, and adequate arrangement to accommodate all other physical infrastructure and public utility systems in Delhi. To ensure appropriate allocation of land and development of all public utility/ physical infrastructures, MPD 2001 made provisions of 9 land-use categories with further 37 use zones. Unfortunately, the objectives of the Master Plan could not be achieved due to failure in making available adequate developed land for physical infrastructure and public utilities to the concerned agencies in time on the one hand and the lack of adequate developed land at affordable rates to the public for housing.

- 2.2 The constitutional provision for setting up of Metropolitan Planning Committee for Delhi could not be made due to peculiar set up of NCT of Delhi as land and land use plan through Master Plan for Delhi is not within the power of Government of Delhi. Accordingly, Government of India has allowed exemption to NCT of Delhi from this constitutional provision.
- 2.3 Government of Delhi prepared a 20 years Perspective Plan for improvement in urban infrastructure and environment in collaboration with Ministry of Environment and Forest, Government of India in 1999-2001. The project DUEIIP-21 was funded by World Bank.
- 2.4 DDA was requested to take into account the findings and recommendations of the DUEIIP-21 in preparation of Master Plan for Delhi –2021. The following statement gives Land Use Plan, Zonal Development Plan and Special Area Regulation as given in the MPD 2021.

Statement 14.1

LAND USE PLAN-2021 (extracted MPD 2021)

The Land Use Plan-2021 has been prepared based on

- (i) The policies enunciated for different urban activities,
- (ii) Requirement of additional social and physical infrastructure,
- (iii) Transportation and work centres,

- (iv) Already approved Zonal Development Plans and land use modifications.

Mapping of the NCT of Delhi would be done using remote sensing and GIS tools and will also be updated from time to time have valuable data as regards ground situation and also to have inputs to detect and prevent unauthorized development and encroachment on public land and to facilitate the protection of greens. The Zonal plans shall detail out the policies of the Master Plan 2021 and act as link between the Layout Plan and Master Plan.

SPECIAL AREA REGULATIONS (extracted Plan MPD 2021)

The Walled City and its Extension, Karol Bagh and the contiguous area in between has been designated as Special Area for the purpose of development since this area cannot be developed on the basis of normal regulations given in the development code. The Redevelopment Scheme for this Special Area should be prepared and notified by the MCD within 3years. Special Area Building regulations shall prepared by the Authority in consultation with the local body within a period of three years and notified with the approval of the Central Government.

The Authority may declare other historical/pre-1962 developed areas as Special Area.

(Source: MPD 2021)

- 2.5 Government of Delhi requested Ministry of Urban Development, Government of India and also Planning Commission for timely and effective implementation of National Capital Regional Plan-2021 so as to curtail the trend of migration towards Delhi, the main objective in framing the concept of National Capital Region, advocated by First Master Plan for Delhi 1961 and accepted by Government of India.

3. MIGRATION

- 3.1 Like all major cities in the country also in the world, the capital city of Delhi faces a huge amount of in-migration every year. This creates tremendous pressure on existing infrastructure and their maintenance. However, Govt. of Delhi tries to handle this issue by continuously upgrading various civic infrastructure needs and also towards improving living conditions of the migrants, most of whom belong to economically weaker sections.

The major reasons for migration to Delhi are indicated in the statement below: -

STATEMENT 14.2

Migrants - classified reasons for migration

Reasons	% Migrants	
	1981-91	1991-2001
Employment	31.29	37.6
Business	4.07	0.5
Education	2.28	2.7
Family Moved	41.45	36.8
Marriage	15.62	13.8
Natural Calamities	0.13	-
Others	5.16	8.6

3.2 The following statement indicates the classification of migrants by their past residence.

STATEMENT 14.3

Migrants- classified by place of last residence

Place of last residence	Migrants to Delhi (% age)	
	1981-91	1991-2001
Uttar Pradesh	48.25	40.05
Haryana	11.51	7.87
Bihar	10.69	19.09
Uttranchal	-	5.11
Rajasthan	6.00	4.06
Punjab	5.28	2.16
West Bengal	2.72	3.88
Madhya Pradesh	2.64	1.82
Others	12.91	15.96

- 3.3 In addition, large scale influx of commuters also known as floating population come to city everyday for work, medical care, study, shopping etc.
- 3.4 As per NSS 58th round survey conducted during July and December, 2002, about 33234 households had migrated to Delhi during the year 2002, of which 84.89% families moved permanently and 15.11% on seasonal basis.

4. HOUSING

- 4.1 According to 2001 Census, there were 25.54 lakh households in Delhi compared to 18.62 lakh households in 1991. There were 33.80 lakh census houses in 2001, of which 30.02 lakh houses were occupied and 3.78 lakh were vacant. Out of the occupied houses, only 23.16 lakh (78.18%) were being used exclusively for residential purposes. Delhi Rent Control Act, as amended is yet to be notified by Government of India. The notification of amended DRC Act is required immediately for better and full utilisation of total existing housing stocks in Delhi.
- 4.2 Piped water supply was available to 19.24 lakh households in 2001 as against 14.09 lakh households in 1991. Dependence on water through hand pumps has reduced to 18.68% households compared to 20.06% in 1991. Measures being taken up to curtail the water losses and unaccounted flow of water (UFW) by DJB may make available more water to various types of settlements in Delhi.
- 4.3 Electricity was available to 23.72 lakh (92.86%) households in 2001 and the balance 7.14% households were dependents on Kerosene, Solar Energy etc. The system for getting electricity connection has been simplified and improved after private sector participation in distribution of electricity.
- 4.4 Toilet facility was available to 11.61 lakh households. 12.55 lakh households were connected with closed drainage and 10.41 lakh households with open drainage. Sufficient funds are being invested in each Annual Plan to provide sewerage network in non-sewered localities and also on construction of public toilets in the localities where houses are without toilet facilities.

- 4.5 Separate kitchen facility was available to 16.87 lakh households and 17.37 lakh households were using LPG for cooking purposes in 2001.
- 4.6 Under Sub Mission- II “Basic Services to the Urban Poor (BSUP)” of Jawaharlal Nehru National Urban Renewal Mission (JNNURM), launched by Govt. of India recently, Govt. of Delhi has taken up a massive programme of construction of houses for weaker sections and slum dwellers. The Ministry of Housing Urban Poverty Alleviation, Government of India has so far approved 15 Projects (10 Projects of DSIIDC, 1 Project of DDA and 4 Projects of Slum Wing of MCD) at an estimated cost of Rs.1814.46 crore.

5. TYPE OF SETTLEMENTS

- 5.1 Because of the lack of adequate developed land at affordable prices to different categories of residents on the one hand and continuous flow of migrants on the other, various types of unplanned settlements have come up in Delhi. Delhi landscape is marked with following types of settlements with distinctive features of each type in terms of level of civic amenities and the status of houses and land. As per DUEIIP 2021, an estimation of population settlement wise was made for the year 2000. This is reflected in statement 14.4.

STATEMENT NO. 14.4

TYPE OF SETTLEMENTS

S.NO	Type of Settlement	Estimated population in lakh in 2000	% of total estimated population
1	JJ Clusters	20.72	14.8
2	Slum Designated Areas	26.64	19.1
3	Unauthorized Colonies	7.40	5.3
4	JJ Resettlement Colonies	17.76	12.7
5	Rural Villages	7.40	5.3
6	Regularized- Unauthorized Colonies	17.76	12.7
7	Urban Villages	8.88	6.4
8	Planned Colonies(Approved)	33.08	23.7
	Total	139.64	100.00

Source: DUEIIP-2021

- 5.2 With the emergence of various types of settlements, particularly unplanned settlements, the urban area in Delhi has become a very typical and difficult subject for management by concerned agencies. The Government of Delhi is bearing a huge cost on making these settlements basically habitable viz. worth living for the residents, as is evident from the following paragraphs.

REGULARISED-UNAUTHORISED COLONIES

- 5.3 Government of India had regularized 567 unauthorized colonies in Delhi in 1977. To provide basic civic amenities in these colonies, a plan scheme was initiated in 1979-80. An investment of Rs.1242.25 crore (plan funds released) has been made in these colonies upto March, 2009. This amount does not include the cost of electrification and solid waste disposal system. Out of 567 colonies, sewerage facility has been provided in 526 colonies upto March 2008 and remaining 41 colonies are being covered in a phased manner.

J.J. RESETTLEMENT COLONIES

- 5.4 The scheme for resettlement of JJ Cluster households was started in 1961 in Delhi. The commencement of the scheme was made with the allotment of two room tenements to 3560 JJ Cluster households. Subsequently, 80 sq. yard plots were allotted to JJ Cluster households for resettlement. The size of the plot was reduced to 40 sq. meter and further reduced to 25 sq. meter. During 1975-77 a massive programme for resettlement of about 1.97 lakh JJ Cluster households was undertaken by DDA with the development of 26 new JJ Resettlement Colonies. A plan scheme was initiated in 1979-80 to provide and improve basic civic amenities in all these 44 Resettlement Colonies in which about 2.4 lakhs JJ Cluster households were resettled. These JJ Resettlement Colonies were transferred from DDA to MCD in 1988-89. Since 1979-80, an amount of Rs.730.23 crore under plan and an amount of Rs.1063.87 crore under non-plan for maintenance has been released by Delhi Government upto March, 2009. All 44 JJ Resettlement Colonies have been provided piped water supply and sewerage facility.

URBANISED VILLAGES

- 5.5 With the commencement of development as per Master Plan for Delhi-1961, the villages located within urban area of Delhi were declared Urbanized Villages. There were 20 Urbanised Villages in 1961 in Delhi and at present there are about 135 urbanized villages. A plan scheme to improve the civic services in these urbanized villages was started in 1979-80. This scheme was also being implemented by DDA upto 1987-88 and thereafter it was transferred in total to MCD. Since 1979-80, an amount of Rs.366.09 crore of Plan funds have been provided to DDA/MCD and DJB upto March, 2009 for development of these Urban Villages.

APPROVED COLONIES

- 5.6 Though provision of civic amenities in approved colonies is the primary responsibility of MCD, yet keeping in view the financial crunch of MCD, a new plan scheme was started in 1997-98 for the development of approved colonies. Since then an amount of Rs.539.00 crore has been released to MCD up to March, 2009 for the execution of developmental works like roads, drains, parks, footpaths, etc. in these approved colonies.

UNAUTHORISED COLONIES

- 5.7 During 1993, a list of all unauthorized colonies in Delhi was prepared by UD Department which indicates that there were 1071 such unauthorized colonies. Due to litigation and other policy issues, no decision could be taken about regularization of such colonies. Government of Delhi started a Plan Scheme in 1997-98 for providing minimum civic services i.e. construction of road, roadside drain and filling up of low lying area so as to maintain a hygienic conditions in these colonies. These minimum services are being provided only in those unauthorized colonies which are located on private land. Delhi Government has provided plan funds of Rs.1153.46 crore upto March, 2008 under this plan scheme and a provision of Rs.915.25 crore was made under Annual Plan 2008-09. These colonies are now proposed to be regularized and a Board for Unauthorized Colonies has been constituted under the chairmanship of Hon'ble Chief Minister of Delhi which will advise Govt. of Delhi on the process of regularization of these Unauthorized Colonies. A total 1639 applications were received and provisional regularization certificates have been issued to 1223 unauthorized colonies in 2008 and process for regularization is in progress.

JHUGGI JHOPRI CLUSTERS

- 5.8 With the continuous flow of migrants on one hand and lack of affordable housing particularly for the poor on the other, the settlements in form of JJ Clusters started in Delhi even prior to independence. However, the magnitude of JJ Clusters prior to 1970 remained within manageable limits and accordingly most of such households (43000) were resettled. The post 1970, migration trend speeded up along with a massive increase in JJ Clusters in Delhi.
- 5.9 The exact number of JJ Clusters was enumerated in a survey conducted by Government of Delhi in 1990. In this survey about 2.59 lakhs households were counted in 929 JJ Clusters. Whereas, the estimates of Slum Wing of MCD indicates about 1100 JJ Clusters with 6 lakh households at present in Delhi. However, Census 2001 results indicate only about 20 lakhs persons residing in Slums and JJ Clusters

in Delhi. During the 7th Five Year Plan, a scheme was started to provide basic minimum civic amenities in all the JJ Clusters. In some of the JJ Clusters, in-situ upgradation was also taken up. Since then, an amount of Rs. 796.13 crore of plan funds has been provided under this scheme upto March, 2009. In addition to implementation of the said plan scheme by Slum Wing, a number of other departments/agencies are also implementing plan schemes exclusively for welfare of JJ Cluster households. In all plan funds to the tune Rs.80-100 crore are being spent by different departments every year for developmental work and providing basic amenities in implementation of schemes.

5.10 As per the survey conducted during NSS 58th round between July and December, 2002 in slum areas, following features emerged:-

Statement 14.5

1	Total no. of slums	1867
2	Total no. of household	3.79 lakh
3	Notified slums	16.71%
4	Non notified slums	83.29 %
5	Percentage of slums on	
	a. land owned by Local bodies	65.56
	b. land owned by other Govt. agencies	13.58
	c. ownership not known	22.00
6	Percentage of slums according to site	
	a. along nallas	17.68
	b. railway track	45.00
	c. other places	37.32
7	Percentage of slum surrounded by	
	a. residential areas	60.00
	b. industrial areas	37.00
	c. commercial areas	1.60
	d. other types of area	1.40
8	Percentage of slums having	
	a. pucca roads	45
	b. kuccha roads	55

RELOCATION OF JJ SQUATTERS

- 5.11 Due to encroachment by JJ clusters households on project sites, plan implementing departments/ agencies were facing problems in implementation of their projects. To sort out this problem of encroachment on project sites, a plan scheme was started in 1990 through the Slum Wing of MCD. Since the commencement of the scheme till March, 2008, 66175 JJ Cluster households have been relocated by the Slum Wing.
- 5.12 Of the 66,175 Squatters households relocated between 1990-2008, 12,346 households were relocated from DDA land, 8,861 from PWD land, 8,615 from L & DO, 4,830 from MCD and 3,030 from NDMC land, 3,354 from CPWD, 2,427 from MTNL, 3,994 from AIIMS, 2,759 from DMRC and 15,959 from the land owning agencies like Police Dept., Health Dept., Delhi University, Forest Department etc. Delhi Government is providing plan assistance of Rs.10, 000 per plot allocated to JJ Cluster households. An amount of Rs.185.48 crore of plan funds have been invested under this scheme till March, 2009.

6. TRANS YAMUNA AREA DEVELOPMENT BOARD

- 6.1 For accelerated development of Trans Yamuna Area, a Trans Yamuna Area Development Board, an Advisory Board, was constituted in 1994. The Board approves and recommends works for the civic infrastructure development of the Trans Yamuna Area. During the period 1994-95 to 2007-08, an amount of Rs.982.10 crore has been released to various agencies like MCD, DJB, DVB, I&FC, PWD, etc. and an expenditure of Rs.882.67 crore has been incurred by these agencies for undertaking civic infrastructure improvement schemes in the area. The year-wise position of plan expenditure incurred by different departments/agencies may be seen at Table No. 14.7.

7. NATIONAL CAPITAL REGION

- 7.1 National Capital Region (NCR) is characterized by a surge of physical and economic growth of Delhi and relative under development of the rest of the area. This is primarily a problem of relationship rather than a problem of scarcity leading to a lopsided development of the region where part of economic surplus of the periphery, which is primarily rural and agriculture based, is extracted by the core and whatever development takes place in the periphery mostly reflects the expanding need of the core.
- 7.2 The NCR Planning Board Notified the Regional Plan 2001 in January, 1989 covering an area of 30,242 sq.k.m. This area has now been increased to 33,578 sq.k.m. by taking whole of Alwar District in Rajasthan in the purview of NCR and included in

National Capital Regional Plan 2021. The National Capital Region covers the area comprising of the following :-

- National Capital Territory of Delhi (1,483 sq.km.)
- Haryana Sub-region (13,413 sq. km.) comprising of Faridabad, Mewat, Gurgaon, Rohtak, Sonapat, Rewari, Jhajjar and Panipat Districts.
- Rajasthan Sub-region (7,829 sq.km.) comprising of whole of Alwar District
- Uttar Pradesh Sub-region (10,853 sq.km.) comprising of Meerut, Ghaziabad, Gautam Budh Nagar, Bulandshahr and Baghpat Districts.

7.3 The NCR Planning Board has prepared “Regional Plan 2021” and notified on 17.09.2005 for overall development of NCR Region. The Regional Plan envisage Construction of Peripheral Expressways, Regional Rail Network, Infrastructure in Power, Water, Telecommunication, Solid Waste Management, Sewerage, Drainage, Irrigation and Rural Development.

7.4 Government of Delhi has released Rs. 350.75 crore to NCR Planning Board upto March, 2009 for financing various infrastructure development projects in the region by concerned State Governments and Development Authorities.

Year wise breakup of fund released is given as under:-

Statement 14.6

S.No	Five Year/Annual Plan	Fund Released (Rs. in Crore)
1	5th Five Year Plan	13.75
2	6th Five Year Plan	120.00
3	2003-04	30.00
4	2004-05	30.00
5	2005-06	30.00
6	2006-07	27.00
7	2007-08	50.00
8	2008-09	50.00
	Total	350.75

8. WALLED CITY DEVELOPMENT

To de-congest the walled city area and to maintain its heritage character, a comprehensive redevelopment plan for Jama Masjid area has been prepared involving various Government/Non-Government Departments/Agencies and Professionals for restoring cultural heritage and past glory of the Jama Masjid, Chandni Chowk and Red Fort area. Central Road Research Institute (CRRI) on the basis of systematic studies carried out in the area has also evolved a Transport Management Plan suggesting various measures. An Special Purpose Vehicle (SPV) for redevelopment of Walled City/Shahjahanabad is also proposed to be set up.

9. BEAUTIFICATION OF ENTRY POINTS

Government has planned to beautify all major entry points to Delhi. The first major entry point of National Highway No. 1 is being developed as a memorial in the name of Guru Tegh Bahadur at Singhu Border. The land for this purpose has been acquired and development of the memorial has been started by DTTDC. An amount of Rs. 2.93 crore has been paid to Land & Building Department towards cost of land and an amount of Rs. 21.61 crore released to DTTDC for development & construction of the memorial up to 2008-09. The construction work is in advance stage and likely to be completed in the financial year 2009-10. Besides beautification of NH-1, other entry points to Delhi are also proposed to be beautified.

10. URBAN RENEWAL MISSION

10.1 Government of Delhi had decided to implement some of the major priority projects under “Jawahar Lal Nehru National Urban Renewal Mission (JNNURM)” launched by Government of India. A State Level Committee under the Chairmanship of Chief Minister of Delhi has been constituted to select and approve the projects. Following projects are proposed to be taken up under Jawahar Lal Nehru National Urban Renewal Mission mode:-

- a. Integrated Multi-Modal Transit System including High Capacity Bus System
- b. Multi Level Parking Complexes by MCD and NDMC
- c. Improvement of Sewerage System
- d. Low Cost Housing
- e. Nigh Shelters for Poor

Government of India has approved 15 projects under Submission “Basic Services for Urban Poor” so far at an estimated cost of Rs.1814.46 crore.

- 10.2 The Govt. of NCT of Delhi has submitted 41 Detailed Project Reports (DPRs) involving a cost of Rs.8189.33 crore for improvement/creation of infrastructure in the areas of corridor improvement, construction of fly overs grade separators, under passes, improvement of water supply and sanitation system in Delhi and other projects linked to the beautification of Delhi under Sub Mission – I” Infrastructure and Governance” of Jawaharlal Nehru National Urban Renewal Mission (JNNURM). Recently Government of India has approved one project Redevelopment of Cannaught Place at an estimated cost of Rs.253.78 crore being implemented by NDMC during the year 2008-09. Further another project for construction of 4 New Sewerage Treatment Plants costing Rs. 285.11 crore of DJB has also been approved by Government of India during 2008-09.

11. COMMONWEALTH GAMES

Delhi will be the host city for Commonwealth Games to be held in 2010. For successful hosting of the games, there is need to upgrade existing infrastructure and also provide infrastructure in the new complexes to be developed for the games. Projects involving a cost of Rs.8942.45 crores have been identified and are at different stages of formulation. These identified projects are implemented by PWD, MCD, NDMC, DJB, Directorate of Education, Transport Department and Medical Department. In addition, DDA is developing Games Village along with other infrastructure near Akshar Dham Temple at Yamuna Bank.