

CHAPTER 14

URBAN DEVELOPMENT

1. The urbanisation of Delhi dates to the beginning of the 20th Century. In 1901, 52.76% of the total population of Delhi was urban. The urban area in Delhi territory has increased from 22% in 1961 to 62.5% of the total area in 2001.
2. The rapid urbanisation of Delhi has resulted in a sharp increase in the density of population. In 1901, the density was 274 persons per sq km, this increased to 1176 persons per sq km in 1951 and 9294 persons per sq km in 2001. This pace of urbanisation has had its impact on the contribution of the primary sector in State Income of Delhi. The contribution of the primary sector which was 7.10% in 1960-61 in the State Income of Delhi has declined to 1.57% in 2000-01.

3. URBAN PLANNING PROCESS

- 3.1 The era of urban planning in Delhi commenced in 1824 when a Town Duties Committee was constituted for the development of the Cantonment, Khyber Pass, the Ridge area and the Civil Lines area by the Britishers. Thereafter, urban development picked up in Delhi with the composition of the first Municipal Committee of Delhi in 1883. The Municipal Building bye-laws were first made operational in Sadar Bazar, Subji Mandi and other suburbs.

DELHI IMPROVEMENT TRUST

- 3.2 For planned development of the city, the Delhi Improvement Trust (DIT) was constituted in March, 1937. In addition to manage the acquired land, Najul Land, DIT was also assigned the job of rehabilitation of the households to be shifted from slums and sub-standard areas.

MASTER PLAN

- 3.3 Delhi Development Authority (DDA) was set up on 30th December, 1957 under the Delhi Development Act, 1957, as a successor to DIT for the planned development of Delhi. DDA prepared a Master Plan for Delhi which was published in 1962. This Master Plan envisaged development of 44770 hectares of urban area by 1981 for urban population of 46 lakhs. Subsequently, development of an additional 4000 hectares of urban area at Patpar Ganj, Sarita Vihar and Vasant Kunj was added in the target of the first Master Plan.

- 3.4 The first Master Plan for Delhi (1961-81) was reviewed and amended for its extension for another 20 years by DDA and published in 1990. This amended Master Plan (Second Master Plan 2001) envisaged acquisition of 20000 hectares of land for urban area extension of Delhi by 2001 making a target for development of 68770 hectares urban area.
- 3.5 DDA has subsequently proposed to develop 83804 hectares of land as urban area within the frame work of MPD 2001. This includes 3360 hectares area for urban development along National Highways, 1996 hectares of Dwarka Phase-II and 9700 hectares of Yamuna River bed.
- 3.6 DDA has reviewed the provisions of the Master Plan 2001 and the actual development of urban area in Delhi to date with a view to revise the Master Plan with reference to the target period for 2021. DDA, Ministry of Urban Development, Government of India have been requested to take into account the findings and recommendations of Delhi Urban Environment and Infrastructure Improvement Project (DUEIIP-2021).

4. REGIONAL PLAN

- 4.1 The Master Plan for Delhi (1961-81) recommended development of the region surrounding Delhi to check the in-migration in to the city. Since then efforts have been made to initiate planned development of the region surrounding Delhi within a policy and institutional framework. In this process the National Capital Region Planning Board Act, 1985 was passed by Parliament and the National Capital Region Planning Board (NCRPB) came into existence.
- 4.2 The National Capital Region covers an area of 30242 sq. kms including Delhi (1483 sq. kms) (Map 14.1). The details of the areas of the other States included in National Capital Region are indicated below:

Statement 14.1

DISTRICT WISE EXISTING AREAS OF N.C.R.

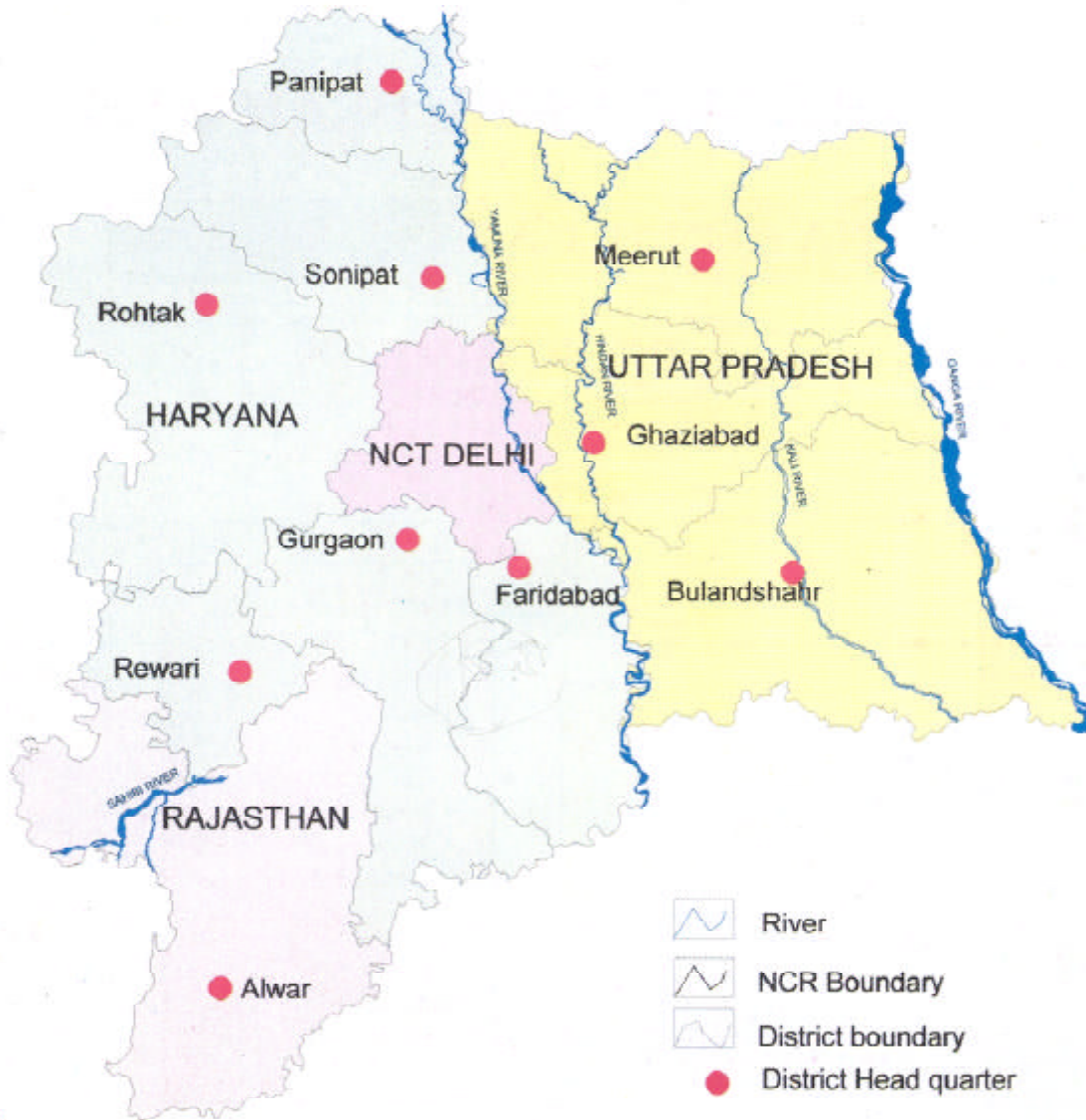
SN	District/Tehsils	Area in Sq. Kms.
	NCT-Delhi	
(i)	Whole of the NCT-Delhi (No change in the existing area)	1483.00
	Haryana	
(i)	The whole of District of Gurgaon comprising the tehsils of Gurgaon, Nuh, Ferozepur-Jhirka, Pataudi, Punhana and Sohna	2760.00
(ii)	The whole of District Faridabad comprising the tehsils of Ballabgarh, Faridabad, Palwal, Hathin and Hodel	2105.00
(iii)	The whole of District of Rohtak comprising the tehsils of Rohtak and Meham	1667.77
(iv)	The whole of District of Sonipat comprising the tehsils of Sonipat, Gohana, Gannaur and Kharkhoda	2260.53
(v)	The whole of District of Panipat comprising tehsils of Panipat, Samalkha and Israna.	1249.88
(vi)	The whole of District Jhajjar comprising tehsils of Jhajjar, Bahadurgarh and Beri	1867.70
(vii)	The whole of District of Rewari comprising the tehsils of Rewari, Bawal and Kosli.	1559.00
	Sub-total	13469.88@
	Uttar Pradesh	
(i)	The whole of District of Bulandshahr comprising the tehsils of Anupshahr, Bulandshahr and Khurja	3515.00
(ii)	The whole of District of Meerut comprising the tehsils of Meerut, Mawana and Sardhana	2566.00
(iii)	The whole of District of Ghaziabad comprising the tehsils of Ghaziabad, Hapur and Garhmukteshwar	1971.00
(iv)	The whole of District of Gautam Budh Nagar comprising the tehsils of Gautam Budh Nagar, Dadri and Jewar	1456.00
(v)	The whole of District of Bhagpat comprising the tehsils of Bhagpat, Baraut and Khekra	1345.00
	Sub-total	10853.00
	Rajasthan	
(i)	The tehsils of Alwar, Behror, Ramgarh, Mandawar, Kishangarh Bas, Tijara and Kot Kasim of district Alwar.	4493.00
	Sub-total	4493.00
	Total area of NCR	30299.00@

Source : NCRPB

@ Because of reorganisation of Districts and Tehsils boundaries in Haryana, actual present area is indicated in this table as against total notified area of 30242 Sq. kms.

Map 14.1

NCR - CONSTITUENT AREAS



Source: NCRPB Act 1985 - Schedule



- 4.3 The NCRPB prepared the National Capital Regional Plan 2001 which was published in January, 1989 with the goal of achieving "a balanced and harmoniously developed region, leading to dispersal of economic activities and immigrants to Delhi, thereby leading to a manageable Delhi. This is to be achieved by the progressive deconcentration of population and economic activities in the Region and their judicious dispersal to various priority towns as identified in the Plan".
- 4.4 This Regional Plan envisaged a target of deflecting 20 lakhs people from NCTD to NCR towns by 2001. With this target, NCRPB projected Delhi's population as 112 lakhs in 2001. However, on account of the failure in targeted implementation of Regional Plan-2001, there was virtually no impact on the continuous migration into Delhi and the result is that Delhi's population reached 137.83 lakhs in 2001.
- 4.5 This Regional Plan has been reviewed by the NCRPB and observed that: "While the key of the future of Delhi lies in the sequential development of its metropolitan region, enough has not been done despite all the plans. A lot remains to be accomplished in the coming decades. The planning of NCR is only the initial first step to the next and the following. The steps have to be taken in right earnest with implicit faith in the future of Delhi, for otherwise the nation's capital cannot survive, much less be in a position to perform the tasks the nation has promised its peoples in the next century and the new millennium".
- 4.6 The NCRPB has decided to prepare the National Capital Regional Plan-2021 for which 8 study groups were constituted in March, 2001. 7 of these study groups have already submitted their reports till January, 2002.
- 4.7 The study group on NCR Policy Zones suggested the vision for NCR Plan-2021 that the NCR be planned as an economically vibrant, spatially efficient and socially equitable entity where developmental opportunity for all are available.
- 4.8 The study group suggested the objectives for Regional Plan-2021 as under:
- (i) To develop NCR as an integrated spatial system of urban and rural settlements to accommodate economic activities and to provide socio-economic opportunities and infrastructure for all including the economically poor sections of the society;
 - (ii) To provide rail and road based mass transportation system well integrated with land-use pattern, economic activities and settlement system;
 - (iii) To provide rational regional land-use pattern based upon socio- economic requirements, land suitability and environmental sustainability; and
 - (iv) To initiate and adopt innovative and dynamic approaches for mobilisation of resources and implementation of the NCR Plan with participation of public, private and joint sectors, external agencies, Central and State Governments, corporate bodies and other concerned agencies.

4.9 The study group after review of the existing policy zones of the NCR Plan-2001 suggested three pronged policy zones for Regional Plan-2021:-

- (i) DMA including NCT - Delhi.
- (ii) Rest of the NCR.
- (iii) Highway Corridor Zone

5. URBAN DEVELOPMENT SCENARIO IN DELHI

5.1 The Master Plan for Delhi 1961-81 further extended to 2001 was prepared by DDA and approved by Government of India to ensure appropriate balance between the spatial allocations for the distribution of housing, employment, social infrastructure, and 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 infrastructure, 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 a 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.

TYPE OF SETTLEMENT

5.2 Because of the lack of adequate developed land at affordable prices to different categories of residents, various types of unplanned settlements have come up in Delhi. According to an estimate, the population residing in different types of settlements in 2000 was as under :

Statement No. 14.2

TYPE OF SETTLEMENT & POPULATION

S. No	Type of settlement	Approx. Population in lakh (2000)
1	J.J. Clusters	20.72
2	Slum Designated Areas	26.64
3	Unauthorised Colonies	7.40
4	Resettlement Colonies	17.76
5	Rural Villages	7.40
6	Regularised-Unauthorised Colonies	17.76
7	Urban Villages	8.88
8	Planned Colonies	33.08

Source : DUEIIP-2021

6. COST OF UNPLANNED DEVELOPMENT

- 6.1 With the emergence of various types of settlements, particularly unplanned settlements, the urban scenario of Delhi has become very a typical and difficult 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 facts.

REGULARISED-UNAUTHORISED COLONIES

- 6.2 Government of India regularised 567 unauthorised 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.469.96 crore (plan funds released) has been made in these colonies upto March, 2002. This amount does not include the cost of water supply, electrification and solid waste disposal system.

J.J. RESETTLEMENT COLONIES

- 6.3 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 with the assurance that Government of Delhi will provide maintenance expenditure to MCD under non-plan. Since 1979-80 upto March, 2002 an amount of Rs.451.67 crore (plan funds released) under plan and an amount of Rs.470.18 crore under non-plan for maintenance has been released by Delhi Government.

URBANISED VILLAGES

- 6.4 At present there are about 135 urbanised villages in Delhi. A plan scheme to improve the civic services in these urbanise villages was started in 1979-80. Since than an amount of Rs.166.82 crore (Plan funds released) has been provided to MCD and DJB upto March, 2002.

JHUGGI JHONPRI CLUSTERS

- 6.5 With the continuous flow of migrants on the one hand and lack of affordable housing particularly for the poor, the settlements in the 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.

- 6.6 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. The estimates of Slum Wing of MCD indicates about 1100 JJ Clusters with 6 lakh households at present 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.552.11 crore (plan funds released) has been utilised under this scheme. In addition to implementation of the plan scheme by Slum Wing, a number of other departments/agencies are also implementing plan schemes for welfare of JJ Cluster households. In total, plan funds of about Rs.80-100 crore are being utilised by different departments in implementation of these schemes in each year. The details of the scheme are indicated below:

Statement 14.3

LIST OF PLAN SCHEME FOR J.J. CLUSTERS

(Rs. in Lakhs)

SN	Name of the Sector/Scheme	Outlay 2001-02
I	Urban Development	
1.	Construction of Basti Vikas Kendras	100.00
2.	In-Situ Upgradation of JJ Clusters	150.00
3.	Environmental Improvement in JJ Clusters	200.00
4.	Construction of Pay Use Jansuvidha Complex	100.00
5.	Shishu Vatika/Common Space in JJ Clusters	50.00
6.	National slum development programme	1900.00
7.	Sanitation in JJ Clusters	2500.00
8.	Urban Basic Services	150.00
9.	Swaran Jyanti Shahri Rojgar Yojana	125.00
II	Water Supply & Sanitation	
1.	Water supply in JJ Clusters	1000.00
III	Energy	
1.	Electricity connection in JJ Household	500.00
IV	Health & Family Welfare	
1.	Mobile Van Dispensaries for JJ Clusters.	300.00
2.	Health Centres in JJ Clusters	400.00
V	Social Welfare Deptt.	
1.	Integrated Child Development Scheme	995.00
	Total	8470.00

RELOCATION OF JJ SQUATTERS

- 6.7 Due to encroachment on project sites, the plan implementing departments/ agencies were facing problems in implementation of their projects. The public land encroached upon by JJ Cluster households may be seen in Table No.14.2. To sort out this problem of encroachment on project sites, a plan scheme was started in 1990 through the Slum Wing. Since the commencement of the scheme till March, 2001, 26854 JJ Cluster households have been relocated by the Slum Wing.
- 6.8 Of the 9437 JJ Squatters households relocated between 1990-1997, 2250 households were relocated from DDA land, 1931 from PWD land, 1656 from L & DO, 953 from MCD and 672 from NDMC land. Delhi Government is providing plan assistance of Rs.10,000 per plot allocated to JJ Cluster households. An amount of Rs.109.89 crore (plan funds released) has been invested under this scheme till March, 2001.

7. URBAN DEVELOPMENT - COST RECOVERY

- 7.1 Government of Delhi is investing a major part of its resources both under plan and non-plan in providing and improving the civic services in sub-standard areas but without any element of recovery of the cost of civic services including infrastructure from the beneficiaries. Under the relocation scheme, eligible JJ Clusters households (January, 1990) are being provided 18 sq. meter plot plus 7 sq. meter open common courtyard. The allottee households contribute only Rs.5000 for the plot.
- 7.2 This issue of providing civic services in sub-standard areas without any recovery of cost and allotment of alternative developed plot on relocation of JJ squatter, has been discussed at a number of forums and also examined by a number of experts/groups. On all such occasions, the Government of Delhi has been cautioned in continuing this approach of urban development without recovery of the cost. At some of the forums, this approach has also been categorised as one of the major bottlenecks in the implementation of the NCR Plan.

8. HOUSING POLICY

A comprehensive housing policy needs to be formulated for Delhi taking into account the following factors:

- (i) Carrying capacity of Delhi.
- (ii) Urban renewal potential.
- (iii) Involvement of private sector.
- (iv) National Capital Regional Plan-2021.
- (v) Master Plan for Delhi-2021.