

## 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, 12098 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 7.10% in 1960-61 in the State Income of Delhi, has declined to 1.06% in 2005-06.

#### 2. URBAN DEVELOPMENT PROCESS

- 2.1 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 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 DUEIP-21 was funded by World Bank.
- 2.4 DDA has taken into account the findings and recommendations of the DUEIP-21 in preparation of Master Plan for Delhi –2021. 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, Government of Delhi tries to handle this issue by continuously upgrading various civic infrastructure needs and also working 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 14.1

##### 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 indicate the classification of migrants by their past residence.

**STATEMENT 14.2**  
**Migrants- classified by place of last residence**

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

- 3.3 In addition, large scale influx of commuters also known as floating population come to city everyday for work, medical care, study and sports.

- 3.4 As per NSS 58<sup>th</sup> round survey conducted during July and December, 2002, about 33234 household 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 lakhs 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), Delhi Govt. has taken up a massive programme of construction of houses for weaker sections and slum dwellers. Proposals for construction of 66306 houses at estimated cost of Rs.1659 crores by DSIIDC, Slum & JJ Deptt. and DDA have been referred to the Ministry of Housing and Urban Poverty Alleviation, Govt. of India. The Ministry has so far approved 08 projects (07 projects of DSIIDC and one Project of DDA) at an estimated cost of Rs.1445.31 crore as per details given in Statement 14.3.

**Statement No. 14.3**

**Details of projects under BSUP sanctioned by Govt. of India under JNNURM.**

SN	Agency/ Name of the Project	No. of Houses	Project Cost (Rs. in crore)
<b>DSIIDC</b>			
		3868	113.27
1	Housing for Urban poor at Bawana, Narela and Bhorgarh	13392	302.96
2	Housing for Urban poor at Poothkhurd	10720	201.03
3	Slum relocation Projects at Kanjawala, Ghogha and Bapraula	6512	174.37
4	Slum Relocation Project at Samaspur	9312	249.30
5	Slum Relocation Project at Deramandi	6144	188.68
6	Slum Relocation Project at Jonapur	6512	19.65
7	Slum Relocation Project at Nebsarai	56460	1249.26
<b>SUB TOTAL (A)</b>			
<b>DDA</b>			
1	Relocation of Slums under BSUP scheme at Narela Phase III near Siraspur Villages	4740	196.05
<b>SUB TOTAL (B)</b>		4740	196.05
<b>TOTAL</b>		61200	1445.31

- 4.7 Of the 30.02 total number of households estimated in NSS 58<sup>th</sup> round survey conducted in 2002, the salient features are given in statement No. 14.4.



Statement No. 14.4

## PERCENTAGE OF HOUSEHOLDS AS PER OCCUPANCY

	Delhi	All India
	96.98	48.94
Pucca Houses	2.01	30.16
Semi Pucca Houses	1.01	20.90
Kucha Type	3.29	82.90
Owned House	6.68	2.40
Employer provided house		
Rented	24.26	10.60
Other arrangements	5.67	4.00
Household residing in		
i. Independent	60.77	75.40
ii. Flat type dwelling units	19.02	9.90

## 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. Projected population in 2021 in different type of settlements may be seen at Table No. 14.8.

Statement No. 14.5

## 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.	Unauthorised Colonies	7.40	5.3
4.	JJ Resettlement Colonies	17.76	12.7
5.	Rural Villages	7.40	5.3
6.	Regularised-Unauthorised Colonies	17.76	12.7
7.	Urban Villages	8.88	6.4
8.	Planned Colonies	33.08	23.7
	<b>Total</b>	<b>139.64</b>	<b>100.00</b>

Source: DUEIP-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 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.998.25 crore (plan funds released) has been made in these colonies upto March, 2007. This amount does not include the cost of electrification and solid waste disposal system. Out of 567 colonies, sewerage facility has been provided in 517 colonies upto March 2007 and 5 more colonies will be covered during 2007-08.

### 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 with the assurance that Government of Delhi will provide maintenance expenditure to MCD under non-plan. Since 1979-80, an amount of Rs.607.23 crore (plan funds released) under plan and an amount of Rs.861.08 crore under non-plan for maintenance has been released by Delhi Government upto March, 2007. 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.292.09 crore (Plan funds released) has been provided to DDA/MCD and DJB upto March, 2007 for development of these 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.329.00 crore has been released to MCD upto March, 2007 for the execution of developmental works like roads, drains, parks, footpaths, etc. in these 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 the 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.415.46 crore upto March, 2007 under this plan scheme and a provision of Rs.338.00 crore is made under Annual Plan 2007-08. 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.

### JHUGGI JHOPRI CLUSTERS

- 5.8 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.
- 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. 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.740.13 crore (plan funds released) has been provided under this scheme upto March, 2007. In addition to implementation of the plan scheme by Slum Wing, a number of other departments/agencies are also implementing plan schemes exclusively for welfare of JJ Cluster households. In total, plan funds of about Rs.80-100 crore are being utilized by different departments in implementation of these schemes in each year. Such major schemes are indicated below:-

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**STATEMENT 14.6**  
**LIST OF PLAN SCHEME FOR J.J. CLUSTERS**

SN	Name of the Sector/Scheme	Outlay 2005-06	Outlay 2006-07	Outlay 2007-08
<b>I</b>	<b>Urban Development</b>			
1	Construction of Basti Vikas Kendras	250.00	500.00	300.00
2	Environmental Improvement in JJ Clusters	200.0	600.00	400.00
3	Construction of Pay Use Jan suvidha Complex	250.00	200.00	400.00
4	Shishu Vatika/Common Space in JJ Clusters	150.00	200.00	200.00
5	National slum development programme	538.00	538.00	300.00
6	Sanitation in JJ Clusters	3900.00	6900.00	12500.00
7	Urban Basic Services	75.00	72.00	35.00
8	Swaran Jyanti Shahri Rojgar Yojana	55.00	56.00	95.00
<b>II</b>	<b>Water Supply &amp; Sanitation</b>			
1	Water supply in JJ Clusters	753.00	780.00	800.00
<b>III</b>	<b>Health &amp; Family Welfare</b>			
1	Mobile Van Dispensaries for JJ Clusters.	250.00	249.50	310.50
<b>IV</b>	<b>Women &amp; Child Development Deptt.</b>			
1.	Integrated Child Development Scheme	831.00	1400.00	1500.00
	<b>TOTAL</b>	<b>7252.00</b>	<b>11495.50</b>	<b>16840.50</b>

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



1.	Total no. of slums	1867
2	Total no. of household	3.79 lakh
3	Notified slums	16.71%
4	Non notified slums	83.3 %
5	Percentage of slums on	
	a. land owned by Local bodies	65.56
	b. land owned by other Govt. agency	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. kucha roads	55

### RELOCATION OF JJ SQUATTERS

- 5.11 Due to encroachment by JJ clusters households on project sites, the 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. Since the commencement of the scheme till March, 2007, 64839 JJ Cluster households have been relocated by the Slum Wing.
- 5.12 Of the 64839 Squatters households relocated between 1990-2007, 12346 households were relocated from DDA land, 8305 from PWD land, 8615 from L & DO, 4611 from MCD and 3030 from NDMC land. 2896 from CPWD, 2427 from MTNL, 3994 from AIIMS, 2759 from DMRC and 15856 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.113.64 crore (plan funds released) has been invested under this scheme till March, 2007.



## 6. TRANS YAMUNA AREA DEVELOPMENT BOARD

- 6.1 For the 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 2006-07, an amount of Rs.902.35 crore has been released to various agencies like MCD, DJB, DVB, I&F, PWD, etc. and an expenditure of Rs.802.92 crore has been incurred by these agencies for the 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. 14.08.

## 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 30242 sq.k.m. This area has now been increased to 33578 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 (10853 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.250.75 crores to NCR Planning Board upto March, 2007 for financing various infrastructure development projects in the region by concerned State Governments and Development Authorities.



## 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. CRRI on the basis of systematic studies carried out in the area has also evolved a Transport Management Plan suggesting various measures. These measures will be implemented by MCD, Transport Department, Traffic Police, DTC etc. An 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 the purpose has been acquired and development of the memorial has been started by DTTDC. 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 has decided to implement some of the major priority projects under "Jawahar Lal Nehru National Urban Renewal Mission" 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 eight projects under submission "Basic Services for Urban Poor" so far at an estimated cost of Rs.1445.31 crore. Details of approved projects is indicated in Statement No. 14.3.

10.2 The Government 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). These projects are however, yet to be approved by Govt. of India, Ministry of Urban Development.

#### 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.1339.15 crores have been identified and are at different stages of formulation. These identified projects will be implemented by PWD, MCD, NDMC, DJB, Directorate of Education, Transport Department and Medical Department. In addition, DDA will develop Games Village along with other infrastructure near Akshar Dham Temple.