

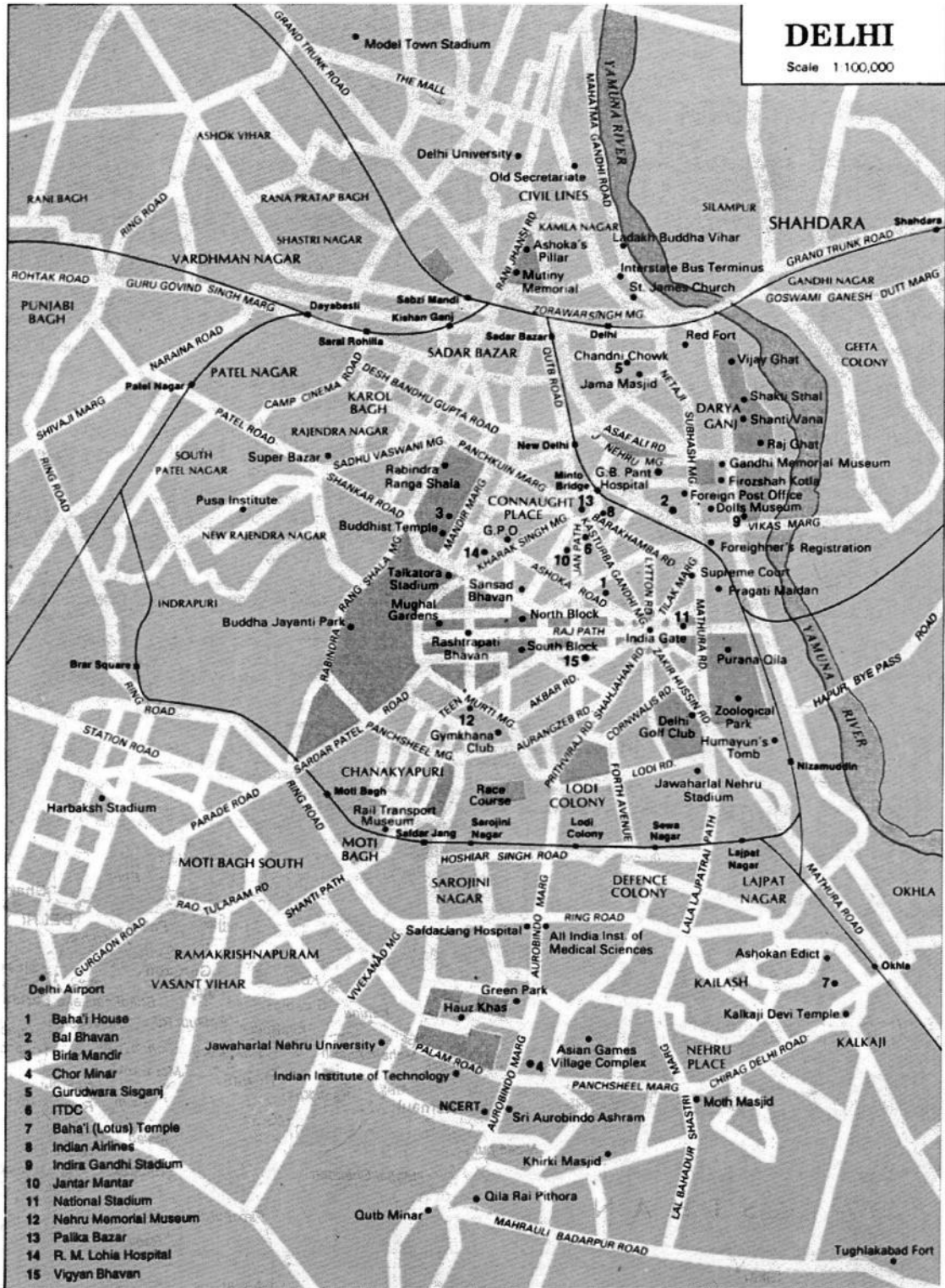
Chapter 4 Salient features of MPD-2021

To put the current planning for the city in its right perspective, there is a need to understand the provisions of MPD-2021. In this chapter, an attempt is being made to consider the provisions for land and land use planning closely, and also to examine the larger picture within which the plan has to operate.

The World Bank Report on Urban and Local Government Strategy¹ states that with cities as the engines of economic growth, a range of strategies can be pursued by the cities to drive growth, including improving the sub-national investment climate, increasing competitiveness, and partnering with the private sector. The Report stresses that "Cities can also develop cultural heritage assets linked to sustainable tourism development and, in post-industrial cities, use brownfield redevelopment and urban revitalization to transform idle land and property into productive re-uses." As per this Report, economic concentration accelerates when countries liberalize and open to trade. Quoting the example of India, it is found that liberalization in the early 1990s led to

greater concentration of industry in port cities and metropolitan areas, and further

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(source: available at www.google.co.in)

that recent evidence suggests that just 20 cities, with good market access, accounted for some 60 percent of private manufacturing investment in India between 2000 and 2005.

It is with these trends in the country that the new MPD-2021 was notified in February, 2007. Before the plan and its features are discussed, here are the accolades-

6.2.1 As reported in the press², MPD-2021, much criticised in Delhi, was actually named the best in a competition on urban planning in Madrid. The DDA document managed to bag the 2008 ISOCARP (International Society of City and Regional Planners) Award for Excellence for Master Plan for Delhi 2021 in Madrid, Spain. DDA's Master Plan was one of the six projects in urban planning selected out of 17 countries for the recognition. Besides Delhi, the award was given to one institution each in the Netherlands, Belgium, Mexico, Poland and China. These awards are conferred in recognition of exceptionally innovative urban and regional initiatives that best express the theme of the annual congress of ISOCARP, a professional Association of City & Regional Planners, with members from more than 75 developed

and developing countries and recognized by the UN, Council of Europe, with consultative status with UNESCO and were created in 2005 as the highest honour that ISOCARP can award to a city, region or an institution. MPD-2021 has got this honour "For the capacity to articulate a holistic planning at one of the most complex metropolitan areas of the world and facing key changes that are in common in many other megalopolises of the planet: from shelter to trade and commerce, from industry to environment, from conservation of built heritage to urban design and from development code to plan monitoring."³

6.2.2 The Liveability Index 2010',⁴ a report based on a study of Indian cities conducted by Confederation of Indian Industry (CII) and Institute for Competitiveness (IFC) has put the national capital on top as the city which provides the best quality of life in the country. The Liveability Index 2010 is a methodical index of quality of living conditions brought-out after a comprehensive study on 37 cities, ranked on the basis of eight parameters: demographics, education, health & medical standards, safety, housing, socio-cultural political environment, economic environment and natural build & planned environment. Delhi also

emerges as winner on the education and job front. Contrary to popular belief, Delhi has also emerged as the safest city in India.

Coming to the actual plan, right in the beginning, it acknowledges that the population projections in MPD -2001 were inaccurate, (138 lakh as against the projection of 128 lakh). Hence, it sets out the following main agenda for the future:⁵

- i. Review of the scheme of large scale development and acquisition and its relevance in the present context;
- ii. Alternative options for development of areas identified for urbanization in MPD-2021;
- iii. Evolving a system under which planning for, and provision of basic infrastructure could take place simultaneously with reference to (i) and (ii) above; and,
- iv. Involving the private sector in the assembly and development of land and provision of infrastructure services

These are extremely critical reforms in the prevailing land policy. This is also a timely acceptance of the current reality of development through public - private partnerships.

Apart from the provisions for land and housing, the plan has some significant new features such as public participation and plan implementation, mainstreaming of development of Unauthorised Colonies, extensive provisions for mixed use, focus on Infrastructure Development, and targets for regular and periodic review.

Given the overall scope of our study, two focal points of the Plan-land policy and shelter are discussed briefly below:

4.1 Land Policy:

The land policy would be based on the optimum utilisation of available resources, both, public and private in land assembly, development and housing. To understand the fundamentals of land availability in Delhi, the following table may be referred:

Table 8 Availability of Urbanisable Land in NCT-Delhi for 2021

S. No.	Land Use	Area (Ha.)	% to Total Area
1	Total Geographical Area – NCT Delhi	148300	100
2	Built –up Area (As per IRS IC LISS III Satellite data 1999)	70162	47.31
3	Natural Features (Forest, Wild Life Sanctuary, Ridge, River Yamuna and Other Water Bodies / Drains)	19509.10	13.16
4	Sub- Total (Built-Up + Natural Features)	89671.10	60.47
5	Balanced land available in NCT - Delhi (1-4)	58628.90	39.53
6	Land to be kept reserved for:		
(i)	Disposal of Solid Waste generated up to 2051 (sanitary landfill & statutory green belts)	10000	6.74
(ii)	Metro Services / Utilities e.g. power plant, grid station water and sewerage treatment plant, etc.	10000	6.74
(iii)	Agriculture zone in NCT Delhi including dairy farming, horticulture, greenbelts etc.	11000	7.42
7	Sub Total – 6	31000	20.90
8	Proposed/Actual Land available for urbanization (5-7)	27628.90	18.63
9	Total Urbanisable area 2021 (including built up area 1999) (2+8)	97790.90	65.94
10	Population, which can be accommodated in 97790.90 ha. @ 225 PPH = 220 lakh		

(Source: MPD 2021)

It is clear that for the projected population of 220 lakh in 2021, the actual area available is only about 18%. Therefore, the MPD-2021 recommends a three-pronged strategy in order to accommodate the projected population: (i) To encourage the population to deflect in the NCR towns; (ii) To increase the

population holding capacity of the area within existing urban limits through redevelopment and modified development norms. This is proposed to be achieved through re-densification, Special Redevelopment Schemes, speedy implementation of the schemes of Dwarka, Rohini Phase III, IV & V and Narela, augmentation and rationalisation of infrastructure - physical and social, and increase in transportation network capacity; &, (iii) Extension of the present urban limits to the extent necessary.⁶

The plan proposes the following distribution of population:

Table 9 MPD-2021: proposed distribution of population

Sr. no	Description of area	Projected holding (in lakh)in 2021
1	Existing residential areas in Zones A to H	114
2	Upcoming Dwarka, Rohini Phase III, IV & V and Narela	39
3	Villages, census towns, unauthorised colonies and JJ clusters in the present rural areas	29 (Existing pop.)
4	Future urban extensions	48
	Total	220

(Source:MPD-2021)

The adjunct requirements or stipulations in this regard are-

- i) Requirement of land to be assembled for planned development for urban extension would be 20,000-22,000 ha. within a time frame of 15 -16 years.
- ii) Prohibition of permission for new farmhouses and motels in the proposed Urban Extension;
- iii) Stipulation regarding the land upto depth of one peripheral village revenue boundary along the border of NCTD, to be maintained as Green Belt to be continued. New motels shall not be permitted in the green belt, but, existing village abadis, regularized unauthorized colonies and approved motels may continue in the green belt.
- iv) MPD-2021 recognizes that due to land constraint in the NCTD, the areas earmarked as rural / agricultural in the previous Master Plans have always been under pressure for utilisation for various urban activities and have virtually lost their original character, and declares all these as 'urbanisable'. It is envisaged that major rural areas would be absorbed as urban extension from time to time. In fact, the recently notified Zonal Development Plans-2021 have

allocated land uses to all this area with the hope of bringing about planned and orderly growth there.

4.2 Shelter

The second-most critical aspect is that of housing (shelter) which apart from availability of land for the future requirements, remains the most daunting task , especially to plan for adequate housing for the lower income groups.

MPD-2021 states⁷ that Delhi has 24.5 lakh Census(2001) houses under the category of residence and residence-cum-other uses, in which 25.5 lakh households are residing, with a net housing shortage of about 1.0 lakh houses / dwelling units. It also makes the important revelation that contribution of the housing by institutional agencies was only 53% (excluding squatter housing).

This actually means that about 50% of the housing in the city is non-institutional, or outside the planned regime.

For meeting this challenge, MPD-2021 makes the following strategies⁸:

- i) The quantitative and qualitative shortages and deficiencies in housing should be addressed with the involvement of the private sector in land assembly and development,
- ii) Around 40% of housing need can potentially be satisfied through redevelopment / up-gradation of existing areas of Delhi,
- iii) Around 50-55% of the housing requirement would be for the urban poor and the economically weaker sections in the form of houses of two rooms or less,
- iv) Incentivised redevelopment with additional FAR envisaged as a major element of city development covering all the areas; Shift from plotted housing to group housing for optimal utilization of land; Removing unnecessary controls (like height) for optimum utilization of land and to facilitate creation of 'signature' projects, and enhancement of ground coverage, FAR and height for all categories of residential plots.
- v) Incentives for housing for the poor including *In-situ* slum rehabilitation; using land as a resource for private sector

participation; mandatory provision of EWS housing / slum rehabilitation in all group housing to the extent of 15% of permissible FAR or 35 % of dwelling units on the plot, whichever higher.

4.3 Issues regarding land and shelter

The critique of the policies/provisions on land as well as shelter announced by the plan consists of several points.

4.3.1 Considering that none of the two earlier plans were able to assess the population projection accurately, and that the actual population overshoot the estimates, the planning for land as the main resource for future planning is itself questioned by planners. In her critical analysis of MPD-2021, S. Doval⁹ expresses her doubts about the actual availability of urbanizable land in Delhi. She states that as per facts and figures presented in the paper by the Association for Urban Management and Development Authorities on “Land Policy for Development considering the Techniques of Land Pooling”, there is specifically a “significant

shortage of land to accommodate the 2021 projected population within NCT-Delhi”.

She has also mentioned the findings in the report of the Tejendra Khanna Committee Report (2006)¹⁰ which are as given below:

While a detailed house-to-house Civic Survey had evidently been undertaken as a part of the first MPD exercise (1962), to ascertain the then land-uses and dispositions, in the subsequent exercises in the 1980's and now in connection with the 2001-21 MPD up-date, actual ground-level surveys as envisaged under section 7 of the Delhi Development Act, 1957 were not undertaken, *in extenso*. In fact, based on the statements of some well-known professional town planners before the Committee, it is observed in the report that there is substantial divergence between the base-line land uses assumed by the DDA while formulating its 2001-21 draft update of the plan and the actual position obtaining on the ground. For example, many areas shown as falling in the agricultural zone and available for further urbanization, have actually been under JJ Clusters for the last 2 decades, or more. The Report also states that DDA's MPD 2001-

2021 planning exercise did not take into account the existing land use in different areas at the start of the new planning period.”

4.3.2 The role of DDA

Any discussion on MPD is incomplete without understanding DDA's role. By virtue of the multiple tasks assigned to DDA over time, its role can be broadly split into two:

1. As the sole planning agency with ownership of the successive MPDs; &
2. As the agency with the monopoly to develop land in Delhi.

Insofar as the first point is concerned, given below is a list of some of the primary criticisms:

4.3.2.1 The planning concepts being applied to the latest MPD are not the latest. In her critique, S. Dewal states that "where world over there is a move towards the principles of New Urbanism and the concept of transit oriented development and containing the unchecked growth of urban sprawl, Delhi it seems chooses to go the other way. In trying to preserve the old structure of the city it prescribes greater growth in the suburbs and shifting of economic activities out to these areas to tackle the growing population.

Whether one chooses to live in the suburbs is a matter of personal choice but it is true that increasing suburbanization leads to a large growth in the number of vehicles, problems of pollution, congestion and parking. World over there is a trend to build more 'walkable' communities and encourage the use of bicycles, public transport etc. and re-develop, have higher density living in inner city areas. The master plan also plays lip service to the notion of redevelopment and redensification of inner city areas but falls short of stating any clear policy objectives in this regard. ¹¹

4.3.2.2 At the next level of planning after the MPD, the ZDPs were not drawn up as mandated in 2001. It was only recently that out of 15 zones, ZDPs have been notified for 14 , and one is under process. Apart from this, there has been an important missing link in the planning process by way of absence of Local Area Plans (LAPs). Layout plans have also not been prepared, which has resulted in extensive violations of land use planning.

4.3.2.3 The Report of the Khanna Committee states¹² that on the planning side," DDA has now acknowledged that even in terms of macro planning for the city as a whole, the planning methodology

and process adopted by DDA has not been dynamic enough to deal with the pressure of population caused by in-migration and the natural growth of the existing population. The areas required to accommodate the increased demand for residential, commercial, institutional and other purposes, have not been acquired and developed in time to cope with such demand. Resultantly, a large component of the migrant population, has spilled over into the so-called unauthorized colonies which have an unregulated pattern of Land Use involving a mix of residential, commercial, institutional and industrial activities.”

4.3.2.4 Another important issue is that the role of DDA is very central to all the forward-looking measures in terms of achieving the targets of the plan. Now that MPD-2021 has a liberalization agenda in partnership with the private sector, as also incentivised redevelopment of existing areas by private citizens themselves, the expectations are very high and there is a need to put in place a delegated and transparent regime for each progressive policy prescription to be successfully utilised by one and all. The following illustrative (but not exhaustive) provisions¹³ involving

the central role of DDA in various aspects of the plan shed some light on the issue. :

- i) Preparation and approval of regulations in respect of integrated Redevelopment Scheme for Influence Zone along MRTS corridor; in the Special Area; of guidelines for redevelopment of non-conforming industrial areas etc.
- ii) Preparation and approval of zonal development plans as the next level of planning after the MPD.
- iii) Similarly, the Technical Committee of DDA has sweeping powers¹⁴ involving important provisions-“Wherever required, the Technical Committee of the DDA shall formulate policy guidelines for the sanctioning of local area plans, layout plans, comprehensive schemes, re-development schemes, urban renewal schemes and multi-storeyed buildings in all land use categories. The Technical Committee shall be empowered to call for the plans from the development organisations / Local Bodies and would give directions/recommendations wherever necessary.”

The point here is that if DDA is unable to execute its responsibilities described above well in time, or in an effective manner, the benefit of the MPD provisions cannot reach the

city. Hence, there is a need to delegate and decentralize the system, and to bring the processes closer to the stakeholders or citizens.

4.3.2.5 There is a mandatory requirement for any successful city plan to deal with recurrent or wide-spread violations through timely and prudent public policy adjustments. Similarly, the plan should be able to also deal with failures relating to implementation of planned development. This aspect was completely lacking in the first MPD. In MPD-2001, the provision was not effected. The new MPD has provided for an elaborate review and monitoring structure and time-frames, and it is to be seen how this provision is put to fruitful use.

As regards the second point, the critique of DDA's role as the agency with the monopoly over land development is given in the following paras:

4.3.2.6 Since 1957, the monopoly for land development and land disposal was vested in the DDA through the Government of India Land Acquisition, Development and Disposal Policy of 1961.

DDA also was the successor agency to the Delhi Improvement Trust (DIT) for both planning and land assembly (development). "It thus functioned as a monopoly agency which was assigned the responsibility of developing all nazul lands as handed over to it or acquired under the Land Acquisition Act, for sale / allocation for residential / commercial / institutional / industrial / recreational and other relevant uses. Under the Land Acquisition Development and Disposal Policy of Government in 1961(LAD-DP-61), private builders and developers were excluded from the scope of undertaking residential, commercial or other developments by entering the land market on their own."¹⁵

4.3.2.7 The shortage of housing in the city is of crisis proportions. As per MPD-2021, a total backlog of 1 lakh houses is in addition to 50% of total housing being of unplanned category. The requirement for the future is for 24 lakh houses in all categories. DDA has been the monopoly agency for creation of houses in the city, and has failed to meet the requirements progressively over the years. It is not incorrect to state that the exclusion of private enterprise is a major contributory factor. DDA has been mired in scams and controversies in the last several

years and this has virtually brought its housing activities to a halt. In the recent housing schemes launched, the number of applicants is so huge that to hold the draw and complete the process to public satisfaction becomes a managerial nightmare.

4.3.2.8 However, as per the plan, the overall responsibility for provision of land and facilitation of adequate housing to meet the projected demand still lies with DDA in collaboration with GNCTD and other agencies.¹⁶ DDA's past record does not inspire confidence, as stated in the Tejendra Khanna Committee Report¹⁷:

“In the matter of providing developed housing sites and built-up flats also, there has been a substantial shortfall on the part of DDA. This is evidenced by the fact that against 438 approved colonies catering to about 40% of Delhi's population, since the commencement of the planning process and 670 privately developed unauthorized colonies (which were regularized in 1970's), there are as many as 1641 more unauthorized colonies which have come into existence, to house Delhi's growing population. Besides this, there are nearly 1200 J.J. Settlements housing nearly 30 lac

settlers. Resultantly, over 50% of Delhi's population is now living in unauthorized colonies or slum clusters."

"By the early 1970's, house building for the EWS, LIG, MIG and SFS was added to DDA's functions. By its own admission, DDA has fallen far short of developing housing units as well as commercial spaces required to cope with the surge in Delhi's population over the last several decades." In fact, based on the various studies and reports by committees constituted by the government, including the Khanna Committee, the role of DDA in provision of housing since the early 1970's, when actually it was primarily created as a planning and land assembly authority, is being increasingly questioned.

The Khanna Committee, in fact, recommends¹⁸ that "the DDA('s)..current housing activities can be hived off into a public sector Housing Corporation or Board with a focus on low-cost housing. Much work has to be done on this front considering the deficit of nearly 6 lakh low-cost housing units in the city."

To sum up, there are two requirements. One is that of redefining DDA's role and responsibilities to take planning closer to people, and two, to open up the land market in Delhi to improve the supply side. MPD-2021 has enabled such a policy change. The implementation remains a challenge.

Notes:

- 1 The World Bank(2009) : *Report on Urban and Local Government Strategy*.
- 2 The Times of India, Aug 21, 2008. Accessed at <http://findarticles.com/p/news-articles/times-of-india-the>.
- 3 ISOCARP press release. Accessed at <http://www.isocarp.org/index.php?id=685>
- 4 News item. Accessed at : <http://www.zeenews.com/Updated on Tuesday, March 09, 2010, 13:57>.
- 5 MPD-2021: *Introduction, clause 6*.
- 6 *ibid: chapter 3, clause 3.2*
- 7 *ibid: chapter 4, clause 4.1*
- 8 *ibid*
- 9 Dewal, S. Master Plan for Delhi: 2021, A Critical Analysis (section 2.2.1), CCS Working Paper No. 160, accessed at www.ccs.in.
- 10 Govt of India, M/o Urban development(2006): Report of the Tejendra Khanna Committee, *para 7.2*
- 11 Dewal, S. Master Plan for Delhi: 2021, A Critical Analysis (section V), CCS Working Paper No. 160, accessed at www.ccs.in.
- 12 Govt of India, M/o Urban Devt. (2006) , Report of the Tejendra Khanna Committee: *para 11.3*
- 13 MPD-2021: *clauses 3.3.1.1 A ; 3.3.1.2; 16.1*
- 14 *Ibid: chapter 17, sub-clause 3(13)*
- 15 Govt of India, M/o Urban development, (2006)- Report of the Tejendra Khanna Committee: *para 11.2*
- 16 MPD-2021-*chapter 4, clause 4.2*
- 17 Govt of India, M/o Urban development, (2006)- Report of the Tejendra Khanna Committee: *para 7.8*
- 18 *Ibid: para 11.15*