

## Chapter 5 Conclusions and Growth

The Master plan is the statutory framework for planned development of Delhi. In the preceding chapters, an attempt has been made to throw light on the entire process and historical position as obtained through the successive MPDs of 1962, 2001 and 2021. As stated in the introduction, the scope of this study has been limited to that of land and land use related issues. The structure of Delhi's governance has been elaborated to get an idea of the way the city functions within the legal and statutory frame. The process of planning itself (including its flexibility) as laid down under the legal regime details of population projection, the regional framework, land availability, , zones and related concepts, the various provisions pertaining to land and land use planning in the three successive MPDs, and the achievements or otherwise of each, have been discussed. Apart from this, the salient features of the MPDs have also been detailed out, as also the role of DDA in MPD.

## Gap between City Planning and Growth

In terms of drawing broad conclusions, it is seen that MPD-1962, a historic step in the urban planning of not only the city but of the country, has played its own role in strengthening the city. But it did not succeed in projecting the future population successfully. Coming to MPD-2001, which came out in 1990, once again the projected population for 2001 was a major inadequacy. Against 128 lakh in 2001, the actual population was 138 lakh.

On the issue of availability of land, MPD-1962 had started with an area of 173 sq.km and had planned for a total area of about 440 sq km for DUA by 1981, and this was the actual area achieved at the start of MPD-2001 (formulated after a delay of about 09 years). It was aimed to reach 688 sq km in 2001 as per MPD-2001. The target of MPD-2001 was over-achieved by the start of MPD-2021 in 2007, when the actual built-up area of the city was 702 sq km. But a substantial part of this area is under unplanned/unauthorized development. MPD-2021 aims to reach 922 sq km by 2021. It may not be a difficult target to reach, but the

challenge again would be to keep the development within the ambit of the plan.

## **Transition from Builder to Facilitator**

In line with the national focus on participatory development, DDA also is moving towards participatory process. Notified in the wake of the sealing crisis in February, 2007, MPD-2021 provided relief to a large section by rationalizing the mixed use provisions. The plan has not shied away from stating the biggest problems affecting the city such as unauthorized colonies and slums. It makes a significant policy departure from the past by bringing in private participation in land assembly and infrastructure building, when the earlier plans were entirely government driven. Now it remains to be seen how far the new plan is successful in mitigating the woes of the city. This will also be an opportunity to incorporate reservation for economically and weaker sections in the private sector housing. However, for making this successful, the challenges of financing the projects for these sections by extending a suitable subsidy(e.g. interest rate subsidy as per the GOI scheme) and arranging for the necessary credit have to be

dealt with in all earnest. It is only through financial inclusion and by taking full advantage of the government schemes such as a 'No Frills Account', the Unique Identification Number and the community structure at grass roots level etc that this can be achieved.

## **Implementation of Integrated Plan and Strict Monitoring**

With the national economy soaring, and with an uneven spread of the benefits of this staggering growth, cities like Delhi are bound to attract more and more people of all strata, and in this, the planners face their toughest task. It is also seen from the preceding chapters that the successive MPDs contained several beneficial provisions, but the implementation remained a weak area.

Insofar as the integration between spatial, economic and resource planning is concerned, this has major implications with regard to the special status which NCT of Delhi has been endowed with, i.e. exemption from article 243ZE of the Constitution (i.e. exemption from constitution of a Metropolitan Planning

Committee). It is well-known that the implementation of the provisions of the earlier MPDs has been found to be lacking in many respects, and the separation of the planning agency from those responsible for implementation poses a critical challenge for the city. This problem is especially acute in Delhi, where the structure of government is the most complex in the country. To take an example, and continuing the discussion in the previous paragraph further, implementing the provisions in MPD-2021 for mandatory creation of housing for the poor is a big challenge. With the launch of the ambitious Rajiv Awas Yojana (RAY), the diverse agencies such as DDA (planning and land), GNCTD (housing for the poor), DJB (water and sewage), and MCD (civic body in charge of the area) will need to work in perfect coordination to ensure the success of this scheme. On top of all this, the overall coordination for RAY has also been assigned to GNCTD which will require full cooperation from other agencies.

### **Policy for Regularisation**

The other reality, that of unauthorized or unplanned development at a very substantial scale, also continues to pose a

challenge. The system must be geared up to ensure that unplanned growth is checked and at the same time, there are transparent policies or regimes which enable those who are outside the ambit of planned development to eventually join the mainstream. Special care has to be taken to devise suitable instruments to provide necessary services and also to ensure that buildings in the regularised areas meet minimum standards, or else we are faced with urban disasters such as the recent collapse of a building in East Delhi. . Examples from other cities, such as the policy formulated by Bangalore for regularization of unplanned development (Known as the "Krama Akrama" policy ) is a good example.

## **Resource Mobilisation**

It is not in the scope of this study to go into the various other reasons for the problems faced by the city which largely concern the implementation aspect, but it will be useful merely to flag the issue of inadequate resources as a reason for lack of development. The investment plan projected in RP 2021<sup>1</sup> indicates the approximate investment requirement for infrastructure in the

entire National Capital Region as Rs.1,92,388 crore !! This includes the investment requirements projected for the critical sectors, such as water, power, transport, solid waste and sewerage. While this figure is very daunting, it must also not be lost sight of that the urban infrastructure has a multiplier effect on the economy, and there is a lot of scope to raise resources within the city, provided there is a willingness to charge and willingness to pay. Delhi as a city is rich and there is enough potential for both. But the strong urban divide between the haves and the have-nots within the city needs to be bridged for sustainability. This can be achieved through cross subsidisation of resources to minimise the mismatch in the supply of land, shelter, services and livelihood opportunities.

To put things in a perspective, here is an interesting snippet from MPD-1962:<sup>2</sup>

**Yet a fourth cultural centre is proposed in about 45 acres of land in the Siri area in the south. This will have an integrated plan for the social and cultural activities of the various states that constitute the Indian Union. The idea is to give a fillip to such activities in the National Capital so that the people of different States can enrich themselves through the medium of song, drama, dance and other fine arts. This, it is hoped, will help in the emotional and cultural integration of the Indian people.**

clear that While we debate over private participation in land development now, it must be noted that one of the major issues before MPD-1962 was also the fundamental issue of integration of the Indian people as a nation in the post-partition and Independence years.

Notes: It is a tribute to the role played by such measures as MPD, that 60 years later there is no need to discuss this issue in the city anymore, and instead, citizens discuss how to improve their lives as per the global best practices. In what it has achieved and failed to achieve, MPD is not a perfect document. Because it is a statutory framework, it is both limiting and dynamic at the same time. It is rigid because of the due process of law to be followed for any changes to be made to it, but this is a safeguard against arbitrary and wilful modification. Given the huge inequality between our fellow-citizens, only a statutory master plan can balance the needs of all strata living in the city, for it is neither a political nor commercial document. At the same time, MPD is also flexible because it is a long-term framework, and can be reviewed as and when felt necessary. Hence, MPD has the inherent strength for timely correction of planning failures. It is very



clear that much worse would have happened in the absence of any plan. In fact, given this, there is a much stronger need now than ever to take MPD very seriously. This is the only way to nurture the growth potential of the great city of Delhi and its citizens.

Notes:

<sup>1</sup> Regional Plan-2021, NCRPB, (annexures 4 to 10)

<sup>2</sup> MPD-1962, DDA ( chapter 2 clause 9 (f))

6. GNCTD (2008): Ec..... 2008

9. GNCTD (2010): Budget..... 2010

11. Govt. of India (2008): ..... 2008

17. ..... 2008

12. Jain A.C. ....  
<http://www. ....>

13. Lall, S.V. Freira, M. ....  
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Legg, Stephen (2007) .....  
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18. MCA .....  
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