

# Delhi Development Plan: A Citizen Appraisal

## 1. Introduction

The ever-increasing population of India has been a concern for long from the perspective of developmental needs and limited resources. The population of Delhi grew at 3.85% p.a. during 1991-2001. The increment in Delhi's population from 240,000 in 1911 to nearly 13,782,000 is attributable to natural rise as well as to migration. Also as per NSS 58<sup>th</sup> round survey, about 33,234 households had migrated to Delhi during the year 2002 of which 84.89% moved permanently. According to Economic Survey of Delhi most people migrate in need of employment. In the year 1981-91, 31.29% migration and in 1991-2001, 37.6% migration was attributable to employment opportunities available. Furthermore the population is expected to rise by 40% by the year 2021. The same concern also propped up the need for planned development of the physical infrastructure defined as 'amenities', 'building' etc.

Definition of 'development' can vary depending on the context under consideration. For the purpose of this chapter, borrowing words from Delhi Development Act 1957 “ *‘development’ with its grammatical variations means the carrying out of building, engineering, mining or other operations in, on, over or under land or the making of any material change in any building or land and includes redevelopment*”.

To keep pace and to sustain the tremendous growth that the country and Delhi in particular has achieved, the city needs to integrate its history and the modern aspirations and developments of its people into one integrated policy document, which encompasses the political, socio-economic, environmental, cultural and the globalizing attitude and aspirations of the people. Infrastructure, irrespective of the segment, has to be developed at an unprecedented pace and investments targeted accordingly.

Every agency involved, be it the governmental agencies, the private institutions, the corporate houses, the NGOs, the services-urban, rural, tertiary and local have to have one beacon of policy guideline bestowing them to a common direction. This need of Delhi to be turned into a world-class city makes infrastructural development the need of the hour.

## **2. Master Plan for Delhi 2021**

A Master Plan is a plan for a large area that may address land use, landscaping, infrastructure and services provision. It can also be defined as a document that explains how a site or series of sites will be developed. It will describe how the proposal will be implemented and set out the costs, phases and timing of development.

Post-independence the process of planned development of Delhi started with the enactment of the Delhi Development Act 1957 followed by the promulgation of the Master Plan of Delhi in 1962 (MPD-62).

The MPD-1962 was prepared with a perspective of 20 years i.e. upto 1981. Based on the experience of the plan and to cater to the increasing population and changing requirements of the city upto the year 2001, extensive modifications to MPD-1962 were made under Section 11-A of the Delhi Development Authority Act. The Master Plan for Delhi - 2001 was prepared by in-house professionals of DDA. The modified plan, MPD-2001 was approved by the GOI and promulgated on 1 July 1990.

### **a. Vision 2021**

Vision 2021, the guiding principle for the framework, formulation and implementation of the Master Plan of Delhi 2021, is to make 'Delhi a global metropolis and a world-class city', wherein people resources would have conducive atmosphere and infrastructure to conduct themselves in productive work with a better quality of life, living in a sustainable environment. This will, amongst other things, necessitate planning and action to meet the challenge of population growth and migration into Delhi; provision of adequate housing, particularly for the weaker sections of the society; addressing the problems of small enterprises, particularly in the unorganized informal sector; dealing with the issue of slums, upgradation of old and dilapidated areas of the city; provision of adequate infrastructure services; conservation of the environment; preservation of Delhi's heritage and blending it with the new and complex modern patterns of development; and doing all this within a framework of sustainable development, public-private and community participation and in a spirit of ownership and with a sense of belonging among its citizens.

## **b. Major Highlights of the Draft Delhi Master Plan - 2021**

A fair amount of creative and constructive thinking and introspection has been invested into the planning, formulation and intended implementation of the Delhi Master Plan 2021. Innovation and reform, affecting the Delhi population positively were the considered factors.

Some of the salient highlights of the plan are listed below:

- Facilitating public-private partnerships
- Incentivising redevelopment / modernizing of the old buildings and locations
- Restructuring the physical infrastructure of the city through better coordination and augmentation of resources and services.
- Proposal for the Master Plan of Delhi planned till the year 2021, to be reviewed at intervals of every 5 years, and take into account the fact changing needs, aspirations and requirements of city
- Participatory approach - **involving the private sector** in the assembly and development of land. Public participation in policy and implementation
- Incentivised redevelopment with **additional Floor Area Ratio**, wherever applicable
- Influence zones – alongside Mass Rapid Transit System and major transport corridor

The plan has divided the targets for the planned period of 20 years, counted till 2021, into different phases. The objective behind this was to keep a close watch on the development process.

## **3. A Brief Review of Building Bye-laws**

Delhi's diverse urban landscape was sought to be seen through a single prism of the unified building bye-laws framed in 1983. Prior to these, the building bye-laws of different local bodies were different and underwent changes in 1959 and 1967. The need of the hour was to create new building bye-laws which can encompass and correspond to the diversity of the city.

Accordingly, in December 2003, a Steering Committee was constituted by the Municipal Corporation of Delhi (MCD) to provide the policy guidelines for the new regulatory framework for building

regulations for Delhi and to scrutinize the evolving policy agenda so that the interests of all the stakeholders are duly protected.

A new regulatory framework for building regulation in Delhi including a draft of the Delhi Municipal Corporation (Amendment) Bill, 2005 which aimed to replace chapter XVI on 'Building Regulations' and Chapter XXI on 'Improvement' in the Delhi Municipal Corporation Act, 1957 was prepared in a manner so as to be applicable to all the various bodies in Delhi including the Municipal Corporation of Delhi, the New Delhi Municipal Council, the Delhi Development Authority and the Delhi Cantonment Board. It included following notable additions: streamlining procedures for obtaining various permits, easing monitoring during construction, and improving compliance. The emphasis is on clarifying procedures, making them time-bound and addressing all eventualities. Procedures for appeals and for obtaining variance to the bye-laws are proposed to be instituted. Roles of different players involved in the process viz. authorities, owners, architects, advocates, structural engineers and construction engineers are clearly defined.

The building bye-laws have been approved by the Government of NCT of Delhi and Ministry of Home Affairs and the Government of India. It is presently under consideration of the Ministry of Law & Justice, Government of India.

#### **4. Land Policy - A Critical Analysis**

National Commission on Urbanisation of India (NCU, 1988) recognized the need for adequate supply of land, efficiency and equity in allocation of land and promotion of flexibility in land use.

The Eleventh Five-Year Plan (2007-12) of India emphasizes, 'Governments at appropriate levels including local authorities have to strive to remove all possible obstacles that may hamper equitable access to land'.

It identifies failure to adopt appropriate urban land policies and land management practices as the primary cause of inequity and poverty. Thus the Eleventh Five-Year Plan calls for a flexible land policy which will make conversion from one use to another cost efficient and promote equity. It judges that urban planning tools like master plans, zoning and regulations are not enough for the requirement of land supply for rapid urbanization. The problem has also been addressed somewhat by Jawaharlal Nehru National Urban Renewal Mission.

**a. Key Challenges for Delhi**

- Ensuring supply of basic services in all localities
- Ensuring universal access to space and services
- Augmentation of infrastructure
- Promoting mixed use
- Dealing with unauthorized constructions
- Inter-agency coordination

**b. Suggested Solutions to the aforementioned problems and challenges, especially with regard to commercial land use:**

- Encouraging mixed land use
- Discouraging misuse of premises
- Ensuring structural safety
- Enhancing Floor Area Ratio
- Providing space for the informal sector
- Providing public facilities and improving physical planning and design

**5. Recommendations**

On analyzing the evils that have surfaced due to the planned development problems faced in Delhi the most practical solution comes out to be creating space for civil societies and making the system more participatory. Forging partnerships between the urban local bodies and various civil society/community groups is also a step forward to solving such problems. The following are some methods suggested for encouraging the aforesaid goals.

**a. Participatory Approaches**

Two broad approaches of structuring participation may be outlined. They include the following:

- i. Priority problem approach
- ii. Sectoral or municipal services approach

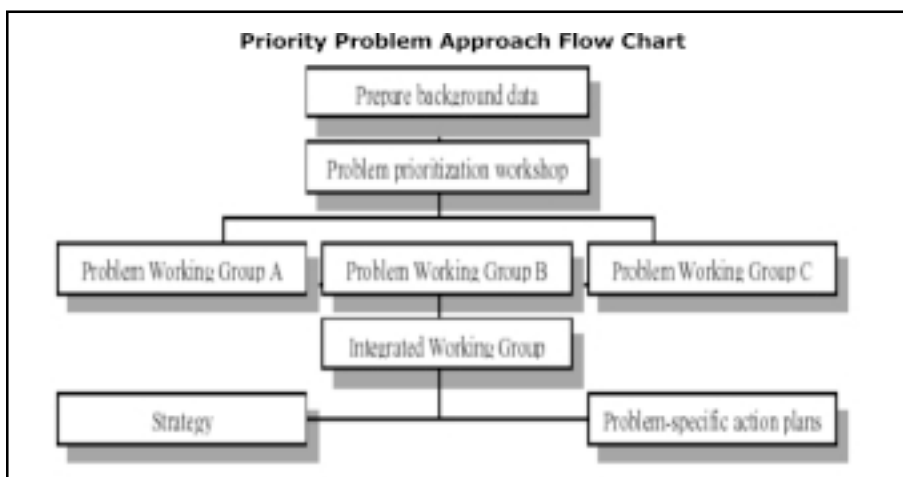
***i. Priority Problem Approach***

The most commonly used means of structuring public involvement at a local level (e.g. city or part of a city) is to involve stakeholders in determining priority urban problems and then structuring participation

around key problem areas.

The process is as follows:

- Background or baseline information on the city's urban environment is prepared (e.g. urban infrastructure data and a 'State of the Urbanisation' report) if available.
- A stakeholder workshop is held to discuss the background information and prioritize urban problems.
- Stakeholder working groups are created around the 2-6 highest priority problems.
- The working groups identify and prioritize options for solving the problems.
- A panel with representatives from each working group, along with experts, develops an integrated strategy and individual action plans for each priority problem.



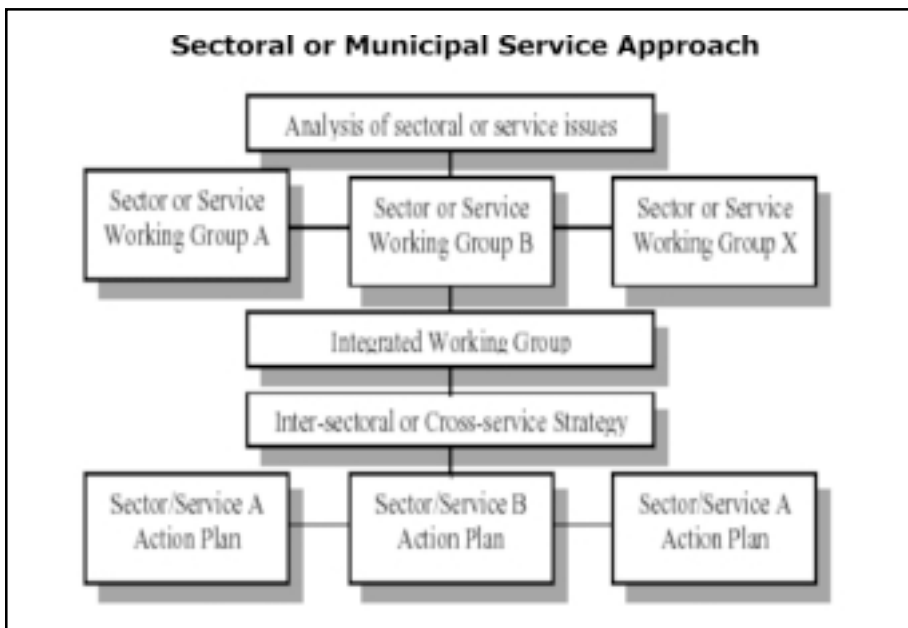
The Priority Problem approach requires:

- Consensus on which problems are the most important;
- Consensus within each problem area as to priority options; and
- Participation of relevant stakeholders, especially decision-makers. Its advantages are that it focuses on addressing the most important issues and promotes an integrated approach to strategy development. Its disadvantages are that real-life problems may be different from identified priorities if the process takes too long and it may be difficult to achieve consensus on priority problems and options.

## **ii. Sectoral or Municipal Service Approach**

This approach is based on the urban environmental dimensions of a city's existing sectors or municipal services. The process is as follows:

- An analysis is made of sector-by-sector or service-by-service issues, either by experts or by a stakeholder workshop.
- Stakeholder working groups are established for each key sector or municipal service.
- Working groups prioritize issues, identify options and prioritize options for each sector or service.
- An integrated working group develops an inter-sectoral or cross-service strategy and sector or service-specific action plans.



The sector or service-specific approach requires the active participation of key sectoral actors (e.g. the water and sanitation company directors as well as representatives of their industrial, commercial and residential customers) and a willingness to evaluate real problems in each sector or service. The advantages of this approach are that it focuses on operational problems in each sector or service and that it results in practical, institution-specific recommendations. The disadvantages are that it may not identify and address the most important issues in a city and it tends to reinforce the existing sectoral structure or service delivery system.

## **b. Workshop-based Methods**

Sometimes called 'action planning workshops', these are used to bring stakeholders together to design development projects. The purpose of such workshops is to begin and sustain stakeholder collaboration and foster a 'learning by doing' atmosphere. A trained facilitator guides stakeholders, who have diverse knowledge and interests, through a series of activities to build consensus. Appreciation Influence Control (AIC), Objectives-Oriented Project Planning (OOPP), and Team Up are three such methods.

## **c. Methods for Stakeholder Consultation**

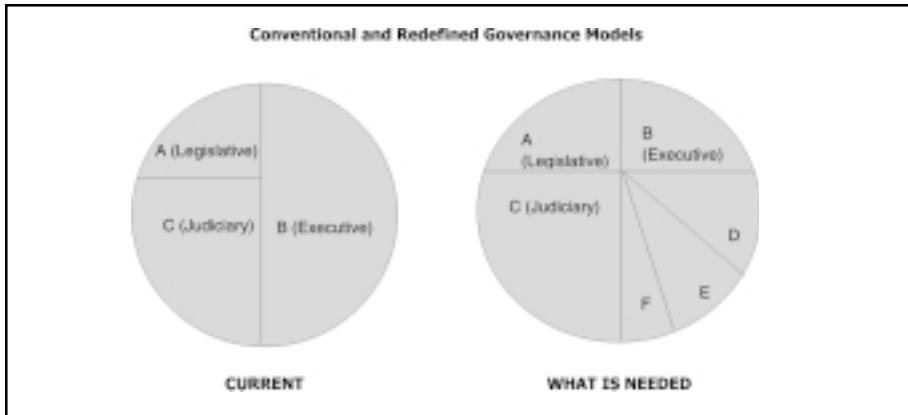
Beneficiary assessment (BA) is one of the techniques that focus on listening and consultation among a range of stakeholder groups. BA has been used throughout World Bank regions, in both projects and participatory poverty assessments (PPAs). The method intends to serve clients better by making donors and service providers aware of client priorities, preferences, and feedback.

### ***Beneficiary assessment (BA)***

BA is a systematic investigation of the perceptions of beneficiaries and other stakeholders to ensure that their concerns are heard and incorporated into project and policy formulation. BA's general purposes are to:

- a. Undertake systematic listening so as to 'give voice' to poor and other hard-to-reach beneficiaries thereby highlighting constraints to beneficiary participation and
- b. Obtain feedback on development intervention.

Essentially, the failures of public institutions in providing efficient and effective governance can lead to the emergence of institutions to fill-in the vacuum. In case of government failures, alternative institutions could be public-private partnerships, or non-governmental organisations such as non-profits, co-operative societies or commercial organisation (Virmani 2005). These partnerships offer a space for deliberation, collaboration, co-working and networking of different stakeholders - public and private. It is important to view such innovations in the light of broader objective of good governance, which at the moment is more concerned about governance reform. These autonomous institutions need to be nurtured as complementary institutions working towards better provision of services to the citizen.



*(D-Private Sector, E-Local Government, F-Civil Society/Community)*

#### **d. Slum Networking Project in Ahmedabad**

The Slum Networking Project was launched in 1995 by Ahmedabad Municipal Corporation (AMC), in partnership with SAATH and Arvind Mills. The Slum Networking Project (SNP), Ahmedabad is an innovative approach for the improvement of slums. The residents contribute a part of the total cost of infrastructure, while the AMC provides hardcore physical infrastructure. The NGO is responsible for community organization and mobilization. The SNP provides basic infrastructure in an affordable and sustainable way to the slums. The project motivates and facilitates the target communities, local NGOs and the private sector to work together in a unique partnership. The basic premise behind Slum Networking Programme is to provide the same level and quality of services as provided to mainstream citizens of Ahmedabad city. SNP has been scaled up with other local NGOs.

This is an excellent paradigm of partnership between the urban local bodies and civil society. This example can be replicated in Delhi for the development of commercial spaces and thus solve the problem of inadequate infrastructure.

#### **e. Other Suggestions**

- i. It was also observed during the study that even though the plans are good in theory they have failed to materialise. The reason for this is primarily inefficiency on the part of the employees. So it is suggested that some leadership and other training sessions should be conducted for the officials to enhance their performance.

- ii. Accounting reforms are also suggested to ensure better management and usage of funds.

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Traders on hunger strike against sealing.



Representatives of Traders Associations and Residents' Association meeting  
Ajay Maken, then Minister of Urban Development and Sheila Dikshit, Chief  
Minister of Delhi.

