

The Delhi Master Plans in perspective – a briefing document
Hazards Centre
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What is wrong with planning?

1. **Planning:** MPD-62 ended in 1981. DMP-2001 was to begin in 1982, was notified in 1990, and the land-use map was published in 1996. The delay was because of the 1982 Asiad Games. The 2010 Commonwealth Games is repeating history as DMP-2021 is delayed.
2. **Norms:** MPD-62 published two volumes of Work Studies for computing norms. DMP-2001 merely modified the MPD-62 norms without doing any studies. DMP-2021 mentions “studies”, gives no references, and further dilutes the norms.
3. **Zones:** MPD-62 had specified 8 Planning Divisions and 136 Development Zones for zonal planning for a 1981 population of 50 lakhs. DMP-2001 changed this to 15 Planning Zones for a population of 128 lakhs, but only 6 Zonal Plans have been prepared so far.
4. **Population:** DMP-2001 had projected a population of 149 lakhs by 2001. The actual Census figure of 138 lakhs was *less* by 14%, but 8% *more* than the targeted population of 128 lakhs. The excess population of 10 lakhs can be attributed to unplanned migration connected with the labour requirement for the 1982 Asiad Games.
5. **Employment:** DMP-2001 estimated that there would be a working population of 49 lakhs. The 2001 Census gave an actual figure of 44 lakhs, 80% in the informal sector, and 6 lakhs unemployed. DMP-2021 provides for a workforce of 79 lakhs by 2021, but stipulates that there will be no “generation of large-scale employment”. Norms for the informal sector remain what they were in 1962, leading to rampant *illegalisation*.
6. **Industry, trade, and commerce:** Only 1/5th of commercial space, 1/3rd of industrial area, and 1/6th of informal sector space targets of DMP-2001 were made available, contributing to *non-conformity* and *illegalisation* of industries, shops, and services. In DMP-2021 only 1/2 the District Centres and 1/4th of the wholesale markets have been provided for, and there is no specific allocation for the 4600 ha required for industrial areas.
7. **Housing:** DMP-2001 provided for 16.2 lakh additional DUs, but estimates reveal that only about 5.6 lakhs were built by public agencies. (DDA’s claim of 10 lakh includes those built before 1981.) This explains why, in 2001, there were 7 lakh families in *unauthorised* colonies and 6 lakh families in *jhuggi jhonpris*. This also represents a huge *loss* in revenue (about 60%) from house taxes. DMP-2021 sets an unreal target of 24 lakh DUs.
8. **Water:** In DMP-2021, the minimum water consumption norm has been slashed to 30 gpcd, but the projected requirement of 1840 mgd for a population of 230 lakhs is on the basis of 80 gpcd. The total capacity of water augmentation projects is only 919 mgd. It is proposed that “new water treatment plants may be identified for potable water requirement”, but there is no information on where this water will come from.
9. **Energy:** On the basis of TRANSCO estimates, DMP-2021 gives a further requirement of 6500 MW of power by 2021, but stipulates additional generation capacity of only 2100 MW. The remainder is to come from a list of power plants located in Himachal, Uttar Pradesh, Jammu and Kashmir, and Madhya Pradesh (all of which were listed in DMP-2001 too), further increasing Delhi’s dependence on (and conflicts with) them.
10. **Transport:** The Work Studies of MPD-62 had enumerated almost 60% of trips by bicycle and MPD-62 had provided for 5 cycle paths. DMP-2001 specified 9% trips for bicycles and 12% for private vehicles, but in 2001 the share of personal vehicles had actually gone up to 36%. DMP-2021 has completely ignored the cycle but is now claiming that personal modes will decrease to 20% while public modes will increase to 80%.

What can be done?

1. **Norms:** Detailed studies are urgently required to arrive at realistic planning norms. DDA has obviously not conducted them, so other studies may be used for the purpose:
 - **Employment:** A Hazards Centre survey in non-conforming areas highlights that small-scale units require about 20 sq.m (as contrasted with the minimum 100 sq.m plots being currently provided at Bawana). A study of bus stops by Lokayan-Action India-TRIPP reveals that there are 10 cycle-rickshaws and 8 vendors per bus stop, as against the DMP-2021 norm of 1 unit per two bus bays. A study by Chintan of 1000

waste workers indicates that 215 pickers, 320 sorters, and 6 kabaris are required for every 1 lakh population – with no provisions in the Master Plan. An UNDP-Gol study of 3000 households in six resettlement colonies indicates that self-employment suffers because of lack of credit (44%) and opportunity (35%), for which there are no plans. If these norms are officially integrated into the planning process, then there should be ample *legal* opportunities for employment in the city.

- **Shelter:** Over 200 consultations with residents of unauthorised colonies, slum clusters, and planned resettlement colonies by Hazards Centre indicate that most households consider 50 sq.m to be adequate for a family of 5 persons. If this is taken as the norm, then the land required for housing a population of 230 lakhs in double-storied housing by 2021 would be about 22,000 ha, which would leave a *surplus* of 13,000 ha from the residential land already available in urbanised Delhi.
- **Water:** A TRIPP-IIT Delhi study of 2800 households in DDA flats, commissioned by DDA, shows that 22 gpcd is considered adequate by residents of DDA flats. If this were accepted as the norm, then the total water requirement for 2021 would be about 500 mgd – which would leave a *surplus* of 150 mgd from what is already available.
- **Energy:** A Sajha Manch study of 2500 households in the unplanned residential areas shows that 1 KW of peak power is adequate for the energy requirements of a household. This would mean that, extrapolated over the city, the total requirement in 2021 would be *double* what is currently available – and can be easily achieved with a single thermal power plant along with proper conservation measures.
- **Transport:** The same Sajha Manch study indicates that 44% of trips are by cycle, 26% by bus, and 20% by walking. The UNDP-Gol study shows that 14% are using the cycle, 45% are using the bus, while 35% are walking. If these norms are incorporated into transport planning, the provision of comprehensive bus services and protected cycle paths and walkways would not require additional land for roads and parking, while significantly *easing* congestion, pollution, and accidents.

These norms also indicate that the surplus resources can be provided to high-end users at higher costs so as to promote sustainability as well as improve the finances of the city.

2. **Participation:** In DMP-2021, private sector (corporate) participation has been acclaimed in virtually all sectors. However, the actual data reveals extensive *community*, *collective*, and *individual* participation in the making of the city and sustaining its economy:

- The Economic Survey of Delhi 2001-2002 enumerated 129,000 industries in Delhi. Of these, DUEIIP estimated that only 25,000-30,000 units were located in planned industrial areas, the others were all a result of “private” enterprise.
- The Economic Survey also enumerated 2.3 lakh private retail enterprises. A 1997 survey had estimated that the total number of “unorganised” trading enterprises was 2 lakhs.
- The Census of 2021 enumerated that of 25.5 lakh families in Delhi, 24.5 lakh had houses, of which only 3 lakh are kaccha constructions. DMP-2021 mentions that only 13 lakh houses have been built by public agencies, while the remaining 11.5 lakh have been constructed through “private” initiatives.
- 5 lakh cycle-rickshaws compete for 99,000 MCD licenses. Only 20,000 licenses are issued to 5 lakh vendors and hawkers. 40,000 RMPs have been declared illegal.

It is evident that regularisation and legalisation is required of this extensive participation by the people of the city – subject to regulation according to realistic norms.

3. **Accountability:**

MPD-62 received 600 objections and comments, while DMP-2001 got 2000. DMP-2021 has already acknowledged 7000 objections, but there is no established procedure for addressing the concerns of the public. MDP-62 laid down the principles of “review and revision” and a monitoring frame for the implementation of the Plan. DMP-2001 urged that “a monitoring unit with modern data processing facilities should be created”. DMP-2021 has taken this further by proposing the setting up of 10 management action groups. But, in all of them, the monitoring and review process is internal to DDA and the decisions are taken purely at the discretion of the technocrats and bureaucrats. This has to be replaced with a transparent and independent process in which the *participation* of citizens becomes mandatory in line with the provisions of the 74th Amendment to the Constitution.