

Report of the Study Group on

**NCR POLICY ZONES,  
DEMOGRAPHIC PROFILE AND  
SETTLEMENT PATTERN**

**NATIONAL CAPITAL REGION PLANNING BOARD, NEW DELHI**  
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## EXECUTIVE SUMMARY

### NCR POLICY ZONES, DEMOGRAPHIC PROFILE AND SETTLEMENT PATTERNS

#### BACKGROUND

1. The Study Group on '**NCR Policy Zones, Demographic Profile and Settlement Patterns**' was constituted by the High Level Group to assist it in the formation of the Regional Plan 2021 for harmonised and balanced development of NCR. The Study Group, in turn, constituted three Sub-groups on (a) Policy Zones, (b) Demographic Profile and (c) Settlement Pattern.

#### Vision for NCR Plan 2021

2. The Study Group examined the provisions, problems and issues of the existing three Policy Zones of RP – 2001 namely the NCT Delhi, DMA excluding NCT Delhi and the rest of NCR. The Group was of the opinion that before deciding the Policy Zones it will be appropriate to set a vision for NCR Plan 2021 that defines the goals and aspirations of the plan. Accordingly it was suggested that the NCR be planned as an economically vibrant, spatially efficient and socially equitable entity where developmental opportunities for all are available.

#### Aims and Objectives

3. Taking into account a positive approach the **basic aim** of the NCR Plan needs to be:

**To harness the spread of the developmental impulse and agglomeration economies generated by Delhi for harmonized, balanced and environmentally sustainable spatio-economic development of the NCR with effective cooperation of the participating states.**

4. The **objectives** to achieve the above aim may be:
  - i To develop NCR as an integrated spatial system of urban and rural settlements to accommodate economic activities and to provide socio-economic opportunities and infrastructure for all including the economically poor sections of the society;
  - ii To provide rail and road based mass transportation system well integrated with land use pattern, economic activities and settlement system;

- iii To provide rational regional land use pattern based upon socio-economic requirements, land suitability and environmental sustainability; and
- iv To initiate and adopt innovative and dynamic approaches for mobilisation of resources and implementation of the NCR Plan with participation of public, private and joint sectors, external agencies, Central and State Governments, corporate bodies and other concerned agencies.

### **NCR POLICY ZONES**

5. The Study Group examined the policies, problems and issues of the three existing policy zones of RP-2001 namely NCT Delhi, DMA excluding NCT Delhi and Rest of the NCR, as mentioned in para 2, and observed that:
- a. the stipulated policies of various zones could not generally achieve the RP-2001 objectives;
  - b. the Priority Towns have not grown as envisaged in the RP-2001;
  - c. DMA as well as NCT Delhi are growing as a single urban mass and for planned development it will be desirable to consider them (DMA & NCTD) under a single policy zone; and
  - d. large scale unplanned growth is taking place along highways out side the urbanisable limits of various Priority Towns and for planned development it will be desirable to introduce a new policy zone along such highways.

The existing policy zones, therefore, need to be reviewed. Accordingly, after analyzing various options, the Study Group recommends the following three Policy Zones for RP-2021:

- i. DMA including NCT – Delhi

It forms the Core of the National Capital Region and will continue to be the zone of intense economic and demographic pressure. The basic policy in this zone will be environmentally sustainable development / redevelopment taking into account land and drinking water based holding-capacity of the area. All the new major economic non-polluting activities serving the additional projected population of this zone will be preferably located in the DMA out side NCT Delhi. Accordingly, all heavy and polluting industries should be located in the Rest of the NCR Zone.

- ii. Rest of the NCR

The basic policy of this Rest of the NCR Zone is recommended to be accelerated development of both urban and rural areas. This development could be natural or induced in existing settlements or new towns.

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 iii. Highway Corridor Zone

It is a new zone proposed for RP-2021 to promote planned development along highways as these routes are under heavy pressure of development. The objective of this zone is to recognize the economic need of growth along highways and promote planned development along such roads. Accordingly, it is recommended that all National and State Highways, located in the NCR beyond the urbanisable area of the Master Plan / Development Plan of various settlements, be designated as Highway Corridor Zone where, depending upon economic pressure and local situations, economic and residential activities may be permitted in a planned manner. It implies that the portion of the highways falling within urbanisable limits of a settlement shall not come under this zone and will be treated as part of its development area.

## Policy on planning of the Recommended Policy-zones

6. The Study Group considered the planning problems of various policy zones and felt the need to specify policies for their planning which are as given in the following paragraphs:
  - a. Taking into account the need to plan the DMA including NCT Delhi as a single planning unit it is recommended that a functional plan of this zone, termed as DMA Functional Plan, be prepared under Section 16 of the NCR Planning Board (NCRPB) Act, 1985 for the function of distribution of (i) population among various hierarchy of settlements, (ii) major economic activities and (iii) major infrastructure like road system, transport terminals, water reservoirs, refuse disposal etc. having regard to holding capacity of water and land and also the proposals of RP-2021. Since this zone comprises part of three states namely NCT-Delhi, Haryana and U.P., the DMA Functional Plan needs to be prepared jointly. In this context it is recommended that a group known as DMA Planning Group comprising members from the participating states may be constituted and empowered under Section 32 (Power to Delegate) of the NCR Planning Board (NCRPB) Act 1985 to prepare this plan. Alternatively, the participating states could prepare the plan of their respective portion falling in DMA and the proposed DMA Planning Group may be assigned the power to coordinate and harmonise the Functional Plan under Section 32 of the NCRPB Act.
  - b. In the case of the Rest of the NCR policy zone, while preparing the various sub-regional plans of the three sub-regions, in UP, Haryana and Rajasthan states, it is recommended that each district falling in a sub-region be taken as a planning unit and planned accordingly with in the overall framework of RP-2021 proposals. This is felt desirable because it will (i) integrate district planning as per 74<sup>th</sup> CAA and NCR planning proposals, (ii) ensure comprehensive and integrated spatio-economic development of both rural and urban areas as well as

promote urban rural continuum, (iii) help in breaking down the RP-2021 policies and programmes at district as well as lower levels and also incorporate the planning implications of development needs, policies and programmes of the district, and (iv) provide wider participation of agencies and people and will serve as a better instrument for implementation of the NCR plan as additional funds from district development programmes will be available. Since preparation of the district plan is a constitutional obligation under 74<sup>th</sup> CAA, such plan will eventually be prepared for all the districts. The recommended policy will therefore be desirable for the NCR. These plans will be formulated only after preparation of the RP-2021. The NCR Planning Cell of each participating states may take initiative in preparation of such district plans in their respective sub-region. It is also recommended that in case of intra or inter-district non-convergence of proposals, if any, the Chief Coordinator Planner of the NCR Cell of the respective State shall be authorised to address the same within the framework of the RP-2021.

- c. For introduction of planned development in the Highway Corridor Zone, it is also suggested that a standard section of the highway may be prescribed. Such standard section of the Highway falling in this zone should have segregated 2-lane service road as well as reservation for plantation and services on either side with limited entry and exist points (say at a distance of 3 km.). The Study Group on Transportation may consider this and suggest an appropriate section for State and National Highways in this corridor. It is also suggested that appropriate development promotion rules be framed for this zone, which, *inter alia*, should include a provision that each property holder should leave a specified front setback facing the highway and maintain it as green belt. These provisions will ensure planned development and safety along the highway as well as provide good environmental quality.

#### *Delineation of the Recommended DMA including NCT- Delhi Zone*

7. The Study Group was of the opinion that due to lack of data at village level, it will not be practical at this stage to delineate the recommended DMA zone now and may be taken later. It was, however, decided to suggest the criteria for such delineation that are given in the study report.

#### **DEMOGRAPHIC PROFILE OF NCR**

8. The total area of the NCR is 30,242 sq. km, which is shared by NCT Delhi (1,483 km<sup>2</sup>), Uttar Pradesh (10,853 km<sup>2</sup>), Haryana (1,3343 km<sup>2</sup>) and Rajasthan (4,493 km<sup>2</sup>). As regards the population of the region, it was 10.58 million in 1961, which increased to 37.03 million in 2001. The projected population of the region by the year 2021 will be 69.59 million. Thus there will be an addition of nearly 32.56 million persons in a span of 20 years.

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## ***Growth of Population in the Sub-Regions of NCR***

### ***Delhi NCT***

10. Delhi NCT was always the centre of attraction for the people and increase in population was reported due to immigration. The maximum increase of 90.00 per cent was recorded during the decade 1941-51 which was due to influx of refugees from Pakistan as a result of partition of the country. Further, the population of Delhi has registered a decadal growth rate of 51.45 per cent during the decade 1981-91 as against 53.0 per cent during the previous decade from 1971-81 which has reduced to 46.31 per cent in 1991-2001. The 2001 population of NCT Delhi is 13.78 million. Taking into account the past trends, the population of NCT Delhi is projected to be 29.50 million by 2021. The rural population which was 191,704 in 1901 rose to 949,019 in 1991 and to 963,215 in 2001. Rural population has shown an upward trend during each decade since 1961. The urban population indicates a rate of urbanization of 93.01 per cent in 2001. The population of Delhi, which was only 0.21 million persons in 1901 has increased by about sixty times to 12.82 million in 2001. Migration plays a major role in the growth of population of NCT Delhi. Among the migrants, majority of the population belongs to the states of the NCR (67.90%). The state of Uttar Pradesh alone shares nearly half of the migrants (49.91%).

### ***Uttar Pradesh***

11. The growth of rural population of UP sub-region is generally lower than the urban growth rate. As regards the growth of urban population Ghaziabad district has recorded higher percentage growth among the three districts. It was 66.20% during 1961-71 which reached to 98.43% during 1981-91. Among the towns of the sub-region, Meerut UA has achieved the status of million plus city in 2001 census. DMA towns have shown very high rate of growth of population (e.g. Ghaziabad-Loni UA - 78.21%) as compared to the Priority Towns. The 2001 population of UP sub-region is 11.28 million and it is projected to be 19.34 million by 2021.

### ***Haryana***

12. There are six districts of Haryana which are covered in NCR. The growth of rural population among these districts is comparatively higher as compared to the districts of Uttar Pradesh. It is presumed that the better infrastructure facility including the small-scale industries in the rural areas have checked the out-migration and attracted in-migration. DMA towns have shown very high rate of growth of population (e.g. Faridabad Complex - 86.7%) as compared to the Priority Towns. The 2001 population of Haryana sub-region is 8.79 million and it is projected to be 15.67 million by 2021.



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## ***Rajasthan***

13. The part of Alwar district comes under the NCR. The growth of rural population in Alwar district is relatively constant and higher. It was 26.16 per cent during 1961-71 which increased to 29.35% during 1991-2001. But growth of urban population depicts a different trend. It was 44.36% in 1961-71 which reached to 63.24% during 1981-91 and again dip downed to 35.66% in 1991-2001. The 2001 population of Rajasthan sub-region is 1.92 million and it is projected to be 4.31 million by the year 2021 (5.07 million in case of Alwar district).

### ***SETTLEMENT PATTERN OF NCR***

14. The total population of 37.03 million (2001) in the Region lived in 6771 settlements, both urban and rural. Of the total population, 20.58 million (55.55 per cent) are urban while the remaining 16.45 million are rural. The Class-I towns (17) accommodate 91 per cent of the total urban population of the Region. The rest 9 per cent urban population of the Region was distributed in 94 Class-II to Class-VI towns. The rural settlements were characterised by the predominance of medium size villages with 500 to 1999 persons. More than 220 villages had 5000 and above population. The Rajasthan Sub-region is typically characterised by smaller settlements while the Uttar Pradesh and Delhi Sub-regions had dominance of medium sized settlements.
15. The Region's economy is mostly based on agriculture and other primary activities although significant developments in industrial and commercial sectors have also taken place. Employment in government, semi-government and private sector is equally important and forms an important component of Region's economic base and is mainly concentrated in district towns, tehsil and sub-divisional headquarters and in those towns having large population size and concentration of other economic activities.
16. Broad picture of settlement pattern which emerges in the Region is that:
- i. Delhi is the dominant center, both demographically and functionally, in the settlement system of the Region;
  - ii. There is lack of hierarchy in the settlement pattern;
  - iii. There is inadequate development of urban infrastructure, amenities and services for the growth of economy;
  - iv. There is marginal influence of the smaller towns on the rural areas for their planned development and improved quality of life; and
  - v. Rural settlements lack in basic facilities.

All these have led to an unbalanced development in the Region.

### ***Settlement Policy Issues***

17. The settlement policy of the RP- 2001 continues to remain what it was at the beginning of the MPD-62: to restrict the population of the metropolis and to

divert the migration stream away from the city. The mid-term appraisal of the Regional Plan has shown that the development trends are very contrary to what was stipulated in the Plan.

18. One can say that either the policy measures themselves have not been designed appropriate to the needs of the situation so that they have fallen short of what was required to achieve the objectives; or, the measures have been lackadaisically implemented.
19. What set of policies can successfully divert migration streams away from Delhi to the other urban centres in the face of powerful economic factors like wage differentials and market size which, *inter alia*, determine size of cities? These forces are beyond full control of government. The demographic policies have succumbed to economic forces and the settlement system has not emerged as desired.
20. A spatial system should emerge that is better suited to transmit economic growth and to provide adequate infrastructure and services. The objective of the strategy for development of such a system should be two-fold: on the one hand, it should harness the growth impulse of Delhi, on the other, the integration of urban and rural functions should be attained by means of a more balanced and mutually reinforcing system of central places, bringing a series of necessary functions into the actual reach of the rural population.
21. To achieve these objectives, the following steps have been suggested:
  - a. Development of a well-knit regional settlement system that is, to formulate an overall policy for all types of settlements instead of viewing the urban and rural areas in segments;
  - b. Focus on medium and small towns in the Region;
  - c. Encouragement of rural development by providing facilities and services;
  - d. Integrated spatial development aimed at the advancement of a coherent system of central places which would interlink the economic and social activities; and
  - e. Evolution of such settlement system that serves the growing needs of the region based on ground realities and natural growth pattern. Depending upon the situations, these settlements may be existing centres or new towns.

### **Hierarchy of Settlements**

22. The recommended hierarchy generally follows the same four-tier system as the RP-2001 with slight change in nomenclature of the fourth level settlements which has been suggested as Central Village instead of Basic Village. This change is felt desirable as basic village connotes lowest hierarchy of settlement system and does not reflect the idea of its linkage with its surrounding villages or its central location within its catchment area. A central village conveys this connotation.

23. Accordingly, in addition to the mother city Delhi, the hierarchy in the four-level settlement system, recommended for the RP-2021, is Regional Centre, Sub-regional Centre, Service Centre and Central Village.
24. It is recommended that the RP-2021 should identify and provide policies for development of only Regional Centres and the various Sub-regional Plans, detailed at district levels, should provide such policies for other hierarchy of settlements namely Sub-regional Centres, Service Centres and Central Villages.
25. It is also recommended that the Regional Centres be selected on the following criterion:
- a. Evaluation of existing Regional Centres (Priority Towns);
  - b. Potential of settlements considering population, economic activities, accessibility by highways;
  - c. Participating State Governments' policies and programmes; and
  - d. Major investments already made in the development of economic activities and infrastructure provision.

### **COUNTER MAGNETS**

26. A review of the five counter magnets proposed in the RP-2001, namely Hissar in Haryana, Patiala in Punjab, Bareilly in UP, Gwalior in MP, and Kota in Rajasthan, indicates that:
- a. these settlements have not fulfilled their assigned objective of reducing the flow of migrants to Delhi largely due to distance factor and paucity of funds allocated for their development; and
  - b. selection of counter magnets in areas / states, from where only less than 6 per cent migrants come to Delhi, does not appear to be fully justified and there is a need to review the policy in detail.
27. Observing this, the Study Group recommends that the policy of development of counter magnets may not be followed in the RP-2021 and fully concentrate on the development of NCR. Alternatively, if it is felt necessary to pursue the policy of development of counter magnets, it is suggested that more than one such settlement be identified in UP, in consultation with the State Government, from where 49 per cent migrant come to Delhi.

### **EXTENSION OF AREA OF NCR**

28. The area of NCR needs to be extended to the extent its boundary coincides with the district boundaries as prevailing in 2001 especially in case of Rajasthan Sub-region where the Study Group suggests inclusion of the total area of Alwar District (see section 6.b of this Summary).

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29. The Group discussed the proposal of extension of the area of NCR as suggested by various participating states. Based upon the following observations, it is recommended that the area of NCR may not be further extended at least up to the year 2021:
- a. The existing area of NCR has not developed as envisaged and any extension will amount to spreading of scarce financial resources thinly; and
  - b. Large part of areas suggested by UP falls in the influence zone of Agra Metropolis and it would be desirable to develop this area as a part of Agra Metro-region whenever it is delineated. Similarly large part of area suggested by Rajasthan falls in the influence zone of Jaipur Metropolis and should be developed as a part of Jaipur Metro-region.

### **POLICY ON ASSIGNMENT OF POPULATION**

30. The study group discussed the issue of assignment of population to various settlements. Having considered the views and experience of the participating states, it is recommended that:
- a. The projected population of all the Regional Centres (Priority Towns) for which Master Plans for 2021 have already been prepared be taken as their respective assigned population for RP-2021 and in cases where such plans are not available, the assigned population shall depend upon their potential as identified on the basis of factors given in para 25.
  - b. The assignment of population to Sub-regional Centres, Service Centres and Central Villages shall be taken up by the participating states at the time of preparation of the district-wise Sub-regional plans as recommended in para 6b.

**One**  
**BACKGROUND**

## 1 BACKGROUND

In the first meeting of the High Level Group held on March 7, 2001, under the Chairmanship of Hon'ble Minister for Urban Development and Poverty Alleviation, eight study groups were constituted for the preparation of reports and to assist the High Level Group in the formation of the Regional Plan 2021 for the harmonised and balanced development of the National Capital Region.

One of such study groups was on '**NCR Policy Zones, Demographic Profile and Settlement Patterns**'. The mode of operation, role and responsibility as well as the composition of Study Group are given in Annexure I and II.

The Study Group, in turn, constituted three Sub-groups, (1) NCR Policy Zones, (2) Demographic Profile and (3) NCR Settlement Pattern. The main objectives of these Sub-groups were to study the related issues on policy zones, demographic trends and settlement pattern in the Region and to prepare reports so as to facilitate the preparation of the report of the Study Group. The composition and terms of reference of the sub-groups are given in Annexure III.

The Sub-groups deliberated the issues and strategies of their respective subjects, analysed the various aspects of development and problems and prepared their reports which were discussed in the meetings of the Study Group. A three-member Committee was assigned the task of writing the Report of the Study Group. The Report, prepared by this Committee, was discussed and finalized in the Study Group meetings.

In a meeting of the Study Group the proposal of extension of area of NCR as suggested by the participating states was also referred to this group for its deliberations.

This report presents the vision of RP-2021, its aims and objectives, policy zones, demographic profile and settlement pattern. It also gives the recommendations on Counter Magnet Areas and extension of area of the NCR.

**Two**  
**POLICY ZONES**

## POLICY ZONES

### 2.1 POLICY ISSUES

The Study Group examined the provisions, problems and issues of the existing three Policy Zones of RP – 2001 namely the NCT Delhi, DMA excluding NCT Delhi and the rest of NCR. The Group was of the opinion that before deciding the Policy Zones it will be appropriate to set a vision for NCR Plan 2021 that defines the goals and aspirations of the plan. Accordingly, it was suggested that the NCR be planned as an economically vibrant, spatially efficient and socially equitable entity where developmental opportunities for all are available. It was also stressed that the approach to planning and development should be positive that highlights development as against restrictions which were followed by RP 2001 and the results have not been encouraging. Accordingly, the limited objective of RP 2001 to restrict growth of Delhi may be reviewed. In these contexts, there is a need for redefining the goals and objectives of the RP- 2021 before identifying the Policy Zones and their respective broad policies. The spread of developmental impulse of Delhi on its influence region has already started. Demographically, as per census 2001, a decrease in population of central district of Delhi and a very high rate of growth of population in peripheral areas has been observed. This spread of population and economic activities need to be harnessed and planned. The entire NCR needs to be conceived as a single economic zone, however, some inter-state interests and conflicts need to be resolved.

### 2.2 AIMS AND OBJECTIVES

Taking into account the positive approach the basic aim of the NCR Plan needs to be:

To harness the spread of the developmental impulse and agglomeration economies generated by Delhi for harmonized, balanced and environmentally sustainable spatio-economic development of the NCR with effective cooperation of the participating states.

The objectives to achieve the above aim may be:

- v To develop NCR as an integrated spatial system of urban and rural settlements to accommodate economic activities and to provide socio-economic development opportunities and infrastructure for all including the economically poor sections of the society;
- vi To provide rail and road based mass transportation system well integrated with land use pattern, economic activities and settlement system;
- vii To provide rational regional land use pattern based upon socio-economic requirements, land suitability and environmental sustainability; and



- viii To initiate and adopt innovative and dynamic approaches for mobilisation of resources and implementation of the NCR Plan with participation of public, private and joint sectors, external agencies, Central and State Governments, corporate bodies and other concerned agencies.

## 2.3 REVIEW OF EXISTING POLICY ZONES

The Study Group examined the policies, problems and issues of the existing policy zones of RP-2001 namely NCT Delhi, DMA excluding NCT Delhi and the Rest of the NCR. It also discussed the other issues including Green Belts / Wedges and Counter Magnet Areas. These are briefly discussed in the following sections.

### 2.3.1 NCT Delhi

The basic policy of this NCT-Delhi zone in RP – 2001 has been decentralised and restrictive growth. This policy has not been materialised as decentralisation of wholesale commercial activity and central government offices has not taken place. This zone is under intense economic and demographic pressure resulting in unplanned growth of rural areas outside the urbanisable limits of MPD-2001. The urban spread has already touched the boundary of UP in the east and Haryana in south. About 51 per cent of the total area of NCT Delhi has been built-up and another 17 per cent is non-urbanisable being covered by rivers, water bodies and the ridge. If the present rate of growth continues, it is expected that the entire area of NCT may be urbanised in the coming few decades. High wages in Delhi as well as veritable land laws and development control regulations are the major factors that attract migrants. The concentration of economic activities to the capital may be attributed to low taxes. There is, therefore, a need to review the policy of this zone.

### 2.3.2 DMA Excluding NCT Delhi

The Delhi Metropolitan Area (DMA) excluding the NCT Delhi, as per RP 2001, is a zone of controlled and moderate growth, however, the ground realities are contrary to the envisaged policies. This zone is under intense pressure of population and economic activities and has shown a fast growth rate than the entire region. Due to lack of implementation of Sub-regional plans, large scale unplanned development is taking place along the highway connecting DMA Towns and Delhi beyond the urbanisable limits of the respective Master Plans. The development, within the urbanisable limits of these DMA Towns is, however, very slow in most of the cases. DMA and Delhi are emerging as a single urban mass and there is a need to plan this area in an integrated manner especially for distribution of population, location of new economic activities, provision of green belts and wedges as well as networks. The DMA

boundary, therefore, needs to be rationalised taking into consideration village boundaries.

### **2.3.3 The Rest of the NCR**

Intensive development has been the basic policy set in the RP-2001 for this rest of the NCR zone. The priority towns identified in this zone, however, did not achieve the assigned population due to non-implementation of the policy of decentralisation and restrictive growth of the NCT Delhi zone. Some of the priority towns are yet to emerge as such. Large-scale development, beyond urbanisable limits of the priority towns and along national highways connecting to Delhi, is taking place in haphazard manner in UP and Rajasthan Sub-regions. The Study Group also noted that Rewari-Dharuhera-Bhiwadi complex, as one of the priority towns, needs reexamination as Bhiwadi falls in Rajasthan while Rewari and Dharuhera are in Haryana. The policies of RP-2001 appear to be more urban biased and there is a need to give appropriate emphasis for rural development also.

## **2.4 OTHER ISSUES**

### **2.4.1 Green Belts / Wedges**

The Study Group also examined the policy of existing green belts / wedges provided around the priority towns and along national highways. The policy of such areas has been restrictive and controlled development. In most of the cases this areas have been encroached upon by unauthorised development. The policy of providing green belts along the national and state highways, except in case of Haryana, has not been found feasible for implementation in UP and Rajasthan. The Study Group felt that green belts may not be a separate zone and be incorporated in the regional land uses. Taking into account the large scale development along highways, there is a need to consider and provide a separate Transportation Corridor Zone to promote safe, environment friendly, planned development of activities in these corridors.

### **2.4.2 Counter Magnet Areas**

A policy of development of Counter Magnets located outside the NCR has been followed in the RP-2001. Accordingly, 5 Counter Magnets namely Hissar in Haryana, Patiala in Punjab, Bareilly in UP, Gwalior in MP, and Kota in Rajasthan, were identified and funds for their development were allocated. A review of these Counter Magnets indicates that:

- a. these settlements have not fulfilled their assigned objective of reducing the flow of migrants from the respective states to Delhi largely due to distance factor and paucity of funds allocated for their development; and

- b. it does not appear justified to have a Counter Magnet in Punjab and Rajasthan from where only 5.49 and 6 per cent migrants come to Delhi respectively .On the other hand, UP from where 49% migrants came to Delhi has also just one Counter Magnet.

The study Group is, therefore, of the view that the selection of counter magnets in areas / states, from where only less than 6 per cent migrants come to Delhi, does not appear to be fully justified and there is a need to review the policy in detail. To be effective, Counter Magnets need to be located at a reasonable distance from Delhi and should have adequate potential. The existing Counter Magnets are not effective due to this factor of distance. The representatives of UP were of the opinion that if Counter Magnets are to be provided then, attention be given to UP which accounts for 49% migrants and towns like Moradabad, Saharanpur, Firozabad need to given counter migrant status and developed accordingly.

Observing this, the Study Group recommends that the policy of development of counter magnets may not be followed in the RP-2021 and fully concentrate on the development of NCR. Alternatively, if it is felt necessary to pursue the policy of development of counter magnets, it is suggested that more than one such settlement be identified in UP, in consultation with the State Government, from where 49 per cent migrant come to Delhi.

## 2.5 PROPOSED POLICY ZONES

### 2.5.1 Alternative Policy Zones

The Study Group examined several alternative sets of policy zones for RP – 2021. These included:

- a. 3-Zones – the same as RP-2001
- b. 2-Zones – (i) NCT-Delhi and (ii) the Rest of NCR
- c. 2-Zones – (i) DMA including NCT – Delhi and (ii) the Rest of NCR
- d. 3-Zones - (i) DMA including NCT – Delhi , (ii) the Rest of NCR, and (iii) Highway Corridor Zone
- e. 7-Zones –(i) Functional Policy Zones (ii) Environmental Zone (iii) Action Zones (iv) Opportunity Zones (v) Network and Transportation Zones (vi) Value Addition Zones (vii) Inner City Regeneration Zone

## 2.5.2 Recommended Policy Zones

After discussing the pros and cons of the above alternative sets of policy zones the Study Group recommends the following policy zones for RP – 2021.

i. DMA including NCT – Delhi

It forms the Core of the National Capital Region and will continue to be the zone of intense economic and demographic pressure. The basic policy in this zone will be environmentally sustainable development / redevelopment taking into account land and drinking water based holding-capacity of the area. All the new major economic non-polluting activities serving the additional projected population of this zone will be preferably located in the DMA out side NCT Delhi. Accordingly, all heavy and polluting industries should be located in the Rest of the NCR Zone.

ii. Rest of the NCR

The basic policy of this Rest of the NCR Zone is recommended to be accelerated development of both urban and rural areas. This development could be natural or induced in existing settlements or new towns.

iii. Highway Corridor Zone

It is a new zone proposed for RP-2021 to promote planned development along highways as these routes are under heavy pressure of development. The objective of this zone is to recognize the economic need of growth along highways and promote planned development along such roads. Accordingly, it is recommended that all National and State Highways, located in the NCR beyond the urbanisable area of the Master Plan / Development Plan of various settlements, be designated as Highway Corridor Zone where, depending upon economic pressure and local situations, economic and residential activities may be permitted in a planned manner. It implies that the portion of the highways falling within urbanisable limits of a settlement shall not come under this zone and will be treated as part of its development area.

## 2.5.3 Policy on planning of the Recommended Policy-zones

The Study Group considered the planning problems of various policy zones and felt the need to specify policies for their planning which are as given in the following paragraphs:

- a. Taking into account the need to plan the DMA including NCT Delhi as a single planning unit it is recommended that a functional plan of this zone, termed as DMA Functional Plan, be prepared under Section 16

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of the NCR Planning Board (NCRPB) Act, 1985 for the function of distribution of (i) population among various hierarchy of settlements, (ii) major economic activities and (iii) major infrastructure like road system, transport terminals, water reservoirs, refuse disposal etc. having regard to holding capacity of water and land and also the proposals of RP-2021. Since this zone comprises part of three states namely NCT-Delhi, Haryana and U.P., the DMA Functional Plan needs to be prepared jointly. In this context it is recommended that a group known as DMA Planning Group comprising members from the participating states may be constituted and empowered under Section 32 (Power to Delegate) of the NCR Planning Board (NCRPB) Act 1985 to prepare this plan. Alternatively, the participating states could prepare the plan of their respective portion falling in DMA and the proposed DMA Planning Group may be assigned the power to coordinate and harmonise the Functional Plan under Section 32 of the NCRPB Act.

- b. In the case of the Rest of the NCR policy zone, while preparing the various sub-regional plans of the three sub-regions, in UP, Haryana and Rajasthan states, it is recommended that each district falling in a sub-region be taken as a planning unit and planned accordingly with in the overall framework of RP-2021 proposals. This is felt desirable because it will (i) integrate district planning as per 74th CAA and NCR plan proposals, (ii) ensure comprehensive and integrated spatio-economic development of both rural and urban areas as well as promote urban rural continuum, (iii) help in breaking down the RP-2021 policies and programmes at district as well as lower levels and also incorporate the planning implications of development needs, policies and programmes of the district, and (iv) provide wider participation of agencies and people and will serve as a better instrument for implementation of the NCR plan as additional funds from district development programmes will be available. Since preparation of the district plan is a constitutional obligation under 74th CAA, such plan will eventually be prepared for all the districts. The recommended policy will therefore be desirable for the NCR. These plans will be formulated only after preparation of the RP-2021. The NCR Planning Cell of each participating states may take initiative in preparation of such district plans in their respective sub-region. It is also recommended that in case of intra or inter-district non-convergence of proposals, if any, the Chief Coordinator Planner of the NCR Cell of the respective State shall be authorised to address the same within the framework of the RP-2021.
- c. For introduction of planned development in the Highway Corridor Zone, it is also suggested that a standard section of the highway may be prescribed. Such standard section of the Highway falling in this zone should have segregated 2-lane service road as well as reservation for plantation and services on either side with limited entry and exist points (say at a distance of 3 km.). The Study Group on Transportation may consider this and suggest an appropriate section for State and National

Highways in this corridor. It is also suggested that appropriate development promotion rules be framed for this zone, which, inter alia, should include a provision that each property holder should leave a specified front setback facing the highway and maintain it as green belt. These provisions will ensure planned development and safety along the highway as well as provide good environmental quality.

## **2.6 DELINEATION OF THE RECOMMENDED POLICY ZONES**

The Study Group was of the opinion that due to lack of data at village level, it will not be practical at this stage to delineate the DMA zone now and may be taken later. It was, however, decided to suggest the criteria for such delineation.

### **2.6.1 Criteria for delineation of DMA including NCT-Delhi**

The criteria for delineation of DMA including NCT-Delhi should include:

- a. Contiguity of spread of built-up area based upon satellite imagery;
- b. Villages having percentage of tertiary and secondary sector employment above the district average for rural areas;
- c. Intensity of flow of Commuters; and
- d. Population density of the villages above the district average.

The boundary should be co-terminus with revenue / administrative boundary of villages boundaries.

### **2.6.2 Criteria for Delineation of Rest of the NCR**

Taking into account the suggestion that districts falling in the sub-regions of this policy zone shall be taken as the planning units and planned accordingly, it is recommended that the NCR boundary should be readjusted to coincide with the district boundaries. This is particularly required in case of Rajasthan.

## **2.7 EXTENSION OF AREA OF NCR**

The area of NCR needs to be extended to the extent its boundary coincides with the district boundaries as prevailing in 2001 especially in case of Rajasthan Sub-region where the Study Group suggests inclusion of the total area of Alwar District.

The Group discussed the proposal of extension of the area of NCR as suggested by various participating states. Based upon the following observations, it is recommended that the area of NCR may not be further extended at least up to the year 2021:

- a. The existing area of NCR has not developed as envisaged and any extension will amount to spreading of scarce financial resources thinly; and
- b. Large part of areas suggested by UP falls in the influence zone of Agra Metropolis and it would be desirable to develop this area as a part of Agra Metro-region whenever it is delineated. Similarly large part of area suggested by Rajasthan falls in the influence zone of Jaipur Metropolis and should be developed as a part of Jaipur Metro-region.

**Three**  
**DEMOGRAPHIC**  
**PROFILE OF NCR**



### 3 DEMOGRAPHIC PROFILE OF NCR

#### 3.1 GROWTH OF POPULATION IN NCR

The NCR constitutes NCT Delhi and Meerut, Ghaziabad and Bulandshahr districts of Uttar Pradesh, Panipat, Sonapat, Rohtak, Rewari, Gurgaon and Faridabad districts of Haryana and Alwar (Part) district of Rajasthan. The total area of the NCR is 30242 km<sup>2</sup> which is shared by NCT Delhi (1483 km<sup>2</sup>), Uttar Pradesh 10853 km<sup>2</sup>), Haryana (13343 km<sup>2</sup>) and Rajasthan (4493 km<sup>2</sup>). As regards the population of NCR, it was 10.58 million in 1961 which increased to 36.36 million in 2001. The projected population for 2021 will be 65.21 million. Thus there will be an addition of nearly 28.85 million population in a span of 20 years. An analysis of the growth pattern of the population in earlier decades and projected population clearly indicates that urbanization and urban population will register rapid increase in population in comparison to rural counterpart.

#### 3.2 GROWTH OF POPULATION IN THE SUB-REGIONS OF NCR

##### 3.2.1 Growth of Population in NCT Delhi

Delhi NCT was always the centre of attraction for the people and increase in population was reported due to immigration. The maximum increase of 90.00 per cent was recorded during the decade 1941-51 which was due to influx of refugees from Pakistan as a result of partition of the country. Further, the population of Delhi has registered a decadal growth rate of 51.45 per cent during the decade 1981-91 as against 53.0 per cent during the previous decade from 1971-81. Table 1 depicts the percentage variation of population since 1901 to 2001 and Table 2 presents district-wise variation in population in Delhi.

**TABLE-1 DECADAL VARIATION/GROWTH OF POPULATION IN DELHI**

Census decade	1901-1911	1911-1921	1921-1931	1931-1941	1941-1951	1951-1961	1961-1971	1971-1981	1981-1991	1991-2001
Total	+ 1.98	+18.03	+30.26	+44.27	+ 90.00	+52.44	+52.93	+53.00	+51.45	+46.31
Rural	- 8.24	+ 4.62	+02.59	+17.72	+ 38.10	-02.52	+39.93	+ 8.01	+09.86	+ 1.50
Urban	+11.13	+27.94	+46.98	+55.48	+106.58	+64.17	+54.57	+58.16	+46.87	+51.33

**TABLE-2: DECADAL VARIATION IN POPULATION DURING 1991-2001  
DISTRICTS**

S.No.	Name of the Districts	1991	2001	% Variation
1.	North-West	1,778,268	2,847,395	+60.12
2.	North	688,252	779,788	+13.30
3.	North-East	1,085,250	1,763,712	+62.52
4.	East	1,023,078	1,448,770	+41.61
5.	New Delhi	167,672	171,806	+ 2.47
6.	Central	656,533	644,005	- 1.91
7.	West	1,434,008	2,119,641	+47.81
8.	South-West	1,023,078	1,749,492	+61.29
9.	South	1,502,878	2,258,367	+50.27

**3.2.1.1 Rural Population**

The number of inhabited villages which was 314 in 1921 has come down to 209 in 1991 and 165 in 2001. The number of inhabited villages is fast declining in each decade under the impact of urbanisation. Table 3 shows the progress in rural population since 1901.

**Table-3 Progress in Rural Population of Delhi**

1901	1911	1921	1931	1941	1951	1961	1971	1981	1991	2001
191,704	175,907	184,032	188,804	222,253	306,938	299,204	418,675	452,206	949,019	963,215

It is clear from the Table-3 that rural population which was 191,704 in 1901 rose to 949,019 in 1991 and to 963,215 in 2001. Rural population has shown an upward trend during each decade except 1901-11 and 1951-61 when it has shown a slight declining trend. The large increase of rural population between 1941-51 can perhaps be attributed to influx of a large number of refugees from Pakistan, because during the period the population of Delhi also increased considerably. The rural population has shown a sharp increase during the decade 1981-91. This fact indicates that a trend of movement from urban to rural Delhi. The percentage variation of rural population depicts a composite pattern at district level in Delhi NCT. The districts of South (148.82%), North (45.67%) and South West (15.19%) have gain in rural population whereas East (81.94%), West (17.54%), North West (11.02) and North East (4.82%) have registered decrease in rural population during 1991-2001.

**3.2.1.2 Urban Population**

Delhi is highly urbanised as 93.01 per cent of its population lives in urban areas. In the country also, Delhi has the highest urban proportion of population followed by Chandigarh (89.78%) and Pondicherry (66.57%)

whereas, on an average, in the country only 27.78 per cent population lives in urban areas.

The data present in the above table reveals that only 0.21 million persons lived in urban areas in 1901 and by 2001 it has increased by about sixty times to 12.82 million. As far as percentage of urban population to total population is concerned, it was only 52.76 per cent in 1901 census and rose to 93.01 per cent in 2001 census indicating the fast pace of urbanisation.

**TABLE-4 TREND OF URBANIZATION IN DELHI**

Census Year	Total Urban Population	Percentage of Urban Population to total population	Decadal Growth Rate	Total No. of UAs and Towns
1901	214,115	52.76	-	1 UA
1911	237,944	57.50	+11.13	1 UA
1921	304,420	62.32	+27.94	1 UA
1931	447,442	70.33	+46.98	1 UA
1941	695,686	75.79	+55.48	1 UA
1951	1,437,134	82.40	+106.58	1 UA
1961	2,359,408	88.75	+64.17	1 UA
1971	3,647,023	89.68	+54.57	1 UA
1981	5,768,200	92.73	+58.16	1 UA & 5 Towns
1991	8,471,625	89.93	+46.87	1 UA & 6 Towns
2001	12,819,752	93.01	+51.33	1 UA & 3 Towns

While comparing the decadal growth rate of urban population since 1901 (Table 4), it is seen that the urban population which recorded a growth of 11.13 per cent during the decade 1901-11 rose to 27.94 per cent during the decade 1911-21. The urban population has shown an all time record of growth of around 106.58 per cent between the period 1941-51. This decade observed mass migration of refugees from Pakistan and total population of Delhi grew by around 90 per cent. Growth of about 107 per cent in urban population in this period suggests that a majority of such migrants settled in urban areas of Delhi. During the decade of 1951-61 and 1981-91 decadal growth rate of urban population have lowered by 42.41 and 11.29 per cent point respectively than the corresponding growth rate of previous decades i.e. 1941-51 and 1971-81. For the decade 1991-2001 the urban population in Delhi has recorded a growth rate of 51.33 per cent as against 46.87 per cent growth rate for the decade 1981-91. Thus the urban population in Delhi has increased by 4.46 per cent point from the previous decade. Besides the absolute and percentage increase in urban population it is observed that the census towns located in the periphery of NDMC, & MCD have enormous growth of urban population. There are 7 such Census Towns (villages) which have recorded more than one lakh population during 2001 Census. These

Census Towns are Bhalswa Jahangirpuri (151,472), Kirari Suleman Nagar (153, 874), Sultanpur Majra (163,716), Karawal Nagar (148,549), Dallapur (132,628), Nangloi Jat (150 371), Deoli (119,432). This phenomena indicate that the spill over population of core city are being accommodated in these Census Towns. Therefore it becomes essential to consider the growth pattern of the peripheral villages (CT) while formulating the plan for the NCR.

### 3.2.1.3 Migration

Migration plays a major role in the growth of population of NCT Delhi. It is recorded that during 1971-81, there was a net addition of 21.55 lakhs population in Delhi NCT and out of which 12.29 lakhs were migrants. These migrants account for nearly 57.00% growth of population. Between 1981-91, out of the total 32.01 lakhs addition in population, the share of migrants population was 15.87 lakhs accounting for about 50.00% of the total growth of population. Among the migrants, majority of the population belongs to the states of the NCR (67.90%). The state of Uttar Pradesh alone share nearly half of the migrants (49.91%). The share of the other NCR states are 11.82% of Haryana and 6.17% of Rajasthan.. Besides there is a large number of daily migrants to NCT Delhi. Although there is no authentic data about the number of such migrants but these migrants are playing a major role in NCR. Therefore the demographic policy planners of the NCR must consider this issue and formulate an appropriate plan to check flouting population towards NCT Delhi and try to divert this population towards NCR. Table 5 presents migration to NCT Delhi from all over India during 1971-81 and 1981-91.

**TABLE 5 MIGRATION TO NCT DELHI FROM ALL OVER INDIA DURING 1971-81 AND 1981-91**

S.No.	States	Migration 1971-81		Migration 1981-91	
		Number	Percentage	Number	Percentage
1.	Andhra Pradesh	9,239	0.80	10365	0.67
2.	Arunachal Pradesh	-	-	639	0.04
3.	Assam	4,721	0.41	5929	0.38
4.	Bihar	67,661	5.86	169609	10.99
5.	Goa	-	-	597	0.04
6.	Gujarat	7,111	0.61	8015	0.52
7.	Haryana	133,232	11.54	182547	11.82
8.	Himachal Pradesh	23,072	1.80	22416	1.45
9.	J&K	9,978	0.86	13962	0.90
10.	Karnataka	7,669	0.66	7821	0.51
11.	Kerala	17,871	1.55	24909	1.61
12.	Madhya Pradesh	36,186	3.13	41916	2.71
13.	Maharashtra	24,408	2.11	22897	1.48
14.	Manipur	616	0.05	903	0.06
15.	Meghalaya	1,161	0.10	946	0.06
16.	Mizoram	-	-	299	0.02
17.	Nagaland	391	0.03	544	0.04

18.	Orissa	4,595	0.40	9878	0.64
19.	Punjab	76,897	6.66	83806	5.43
20.	Rajasthan	85,897	7.42	95282	6.17
21.	Sikkim	308	0.03	448	0.03
22.	Tamil Nadu	20,383	1.76	24057	1.56
23.	Tripura	355	0.03	602	0.04
24.	Uttar Pradesh	583,963	50.56	765914	49.61
25.	West Bengal	32,819	2.84	43219	2.79
26.	Andaman & Nicobar	-	-	317	0.02
27.	Chandigarh	-	-	5802	0.38
28.	Dadra and Nagar Haveli	-	-	76	-
29.	Pondicherry UT	- 6600	- 0.57	194 -	- -
	<b>Total</b>	<b>1,154,882</b>	<b>100.0</b>	<b>1,543,959</b>	<b>100.0</b>

### 3.2.2 Uttar Pradesh

The districts of Meerut, Ghaziabad and Bulandshahr are located in the NCR. The growth of population in these districts is given Table 6.

**TABLE 6 GROWTH OF POPULATION IN UP SUB-REGION OF NCR**

S.N	Name of the district	PC Growth of population		PC Growth of population		PC Growth of population		PC Growth of population	
		1961	1971	1971	1981	1981	1991	1991	1991
		Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban
1.	Meerut	22.10	4.80	18.10	33.90	11.10	74.50	14.08	47.76
2.	Ghaziabad	28.27	35.20	20.50	66.80	20.10	90.50	19.88	98.43
3.	Bulandshahr	18.40	-2.70	17.80	24.70	16.80	73.16	18.63	29.99

The Table 6 reveals that the growth of rural population among the districts is lower than the urban growth rate of population. In the above three districts the rate of growth of rural population is higher in Ghaziabad in comparison to the remaining two districts in most of the decades. As regards the growth of urban population Ghaziabad districts again recorded higher percentage growth among the three districts. It was 66.20% during 1961-71 which reached to 98.43% during 1981-91. Such a high growth rate can be attributed to the neighbourhood of Delhi. Although the percentage growth of urban population in Meerut district during 1981-91 is only 47.76 per cent but Meerut UA has achieved the state of million plus city in 2001 census.

### 3.2.3 Haryana

There are six districts of Haryana which are covered in NCR. The growth of rural population among these districts is comparatively higher as compared to the districts of Uttar Pradesh. There are variation in the percentage growth of

rural population in different decades and among the districts but during 1981-91, it is the highest in Panipat (32.08%) followed by Faridabad (31.56%), Gurgaon (31.48%), Sonipat (23.30%), Rewari (20.71) and Rohtak (16.28%) respectively. It is presumed that the better infrastructure facility including the small scale industries in the rural areas of the above districts have checked the out-migration and attracted in-migration. The relatively higher percentage growth of rural population has its effect on the growth of urban population in the districts of Haryana located in the NCR. Faridabad district has registered a continuous higher growth of urban population from 1961 upto 1991. It was the highest during 1971-81 (135.95%). The other districts with higher percentage growth of urban population during 1981-91 are Rewari (60.48%), Sonipat (41.45%), Gurgaon (37.54%), Panipat (37.46%) and Rohtak (31.88%) respectively.

### 3.2.4 Rajasthan

The part of Alwar district comes under the NCR. The growth of rural population in Alwar district is relatively constant and higher. It was 26.16 per cent during 1961-71 which increased to 29.35% during 1991-2001. But growth of urban population depicts a different trend. It was 44.36% in 1961-71 which reached to 63.24% during 1981-91 and again dip downed to 35.66% in 1991-2001.

### 3.3 GROWTH OF URBAN CENTRES IN NCR

There are a number of towns in NCR. The growth of population among these towns during the 1971-2001 varies considerably. Although each urban centre has its influence zone but there are certain urban centres which have a great impact on the demographic planning of Delhi NCT. These towns are divided into Delhi Metropolitan Area towns and Priority Towns. The population growth of these towns is given in Table 7.

**TABLE-7 GROWTH OF POPULATION IN NCT DELHI, DMA TOWNS AND PRIORITY TOWNS-2001**

S.No.	Name of Towns	Census Year	Population	Decade variation	Percentage decade variation
1.	N.C.T. Delhi (Urban)	1971	3647023	1287615	54.57
		1981	5768200	2121177	58.16
		1991	8471625	2703425	46.87
		2001*	12819761	4348136	51.33
<b>DMA TOWNS</b>					
1.	Ghaziabad-Loni UA	1971	137033	66595	94.54
		1981	287170	150137	109.56
		1991	511759	224589	78.21

2.	Noida C.T.	1991	146514	-	-
3.	Faridabad Complex FCA	1971	122817	63778	108.03
		1981	330864	208047	169.40
		1991	617717	286853	86.70
4.	Gurgaon U.A.	1971	57151	19283	50.92
		1981	100877	43726	76.51
		1991	135184	35007	34.70
5.	Bahadurgarh U.A.	1971	25812	10830	72.29
		1981	37488	11676	45.23
		1991	57235	19747	52.68
6.	Kundli	-	-	-	-
<b>PRIORITY TOWNS</b>					
<b><u>Haryana</u></b>					
<b><u>Sub-Region</u></b>					
1.	Panipat M.C.	1971	87981	20955	31.26
		1981	137927	49946	56.77
		1991	191212	53285	38.63
2.	Rohtak M.C.	1971	124755	36562	41.46
		1981	166767	42012	33.68
		1991	216096	49329	29.58
3.	Palwal M.C.	1971	36207	8344	29.95
		1981	47328	11121	30.72
		1991	59168	11840	25.02
4.	Rewari M.C.	1971	43885	6891	18.63
		1981	51562	7677	17.49
		1991	75342	23780	46.12
5.	Dharuhera C.T.	1991	10848	-	-
<b><u>Rajasthan</u></b>					
<b><u>Sub-Region</u></b>					
1.	Alwar U.A.	1971	100378	27671	38.01
		1981	145795	45417	45.25
		1991	210146	64351	44.14
2.	Bhiwadi C.T.	1991	15285	-	
<b><u>Uttar Pradesh</u></b>					
<b><u>Sub-Region</u></b>					
1.	Meerut U.A.	1971	383106	88253	29.93
		1981	542998	159892	41.74
		1991	849799	306801	56.50
2.	Hapur M.B.	1971	71266	31571	28.99

		1981	102837	16018	44.30
		1991	146262	43425	42.23
3.	Bulandshahr M.B	1971	59505	15342	34.74
		1981	103436	43931	73.83
		1991	127201	23765	22.98
4.	Khurja M.B.	1971	50245	8754	21.10
		1981	67119	16874	33.58
		1991	80305	13186	19.65

### 3.4 POPULATION PROJECTION FOR 2021

Based upon demographic trends the population projection for the NCR for the years 2011 and 2021, classified by sub-regions, is given in Table 8.

**TABLE-8 PROJECTED POPULATION OF NCR AND SUB-REGIONS**

in lakh

Year	NCR	NCT Delhi	U.P.	Haryana	Rajasthan
2001	370.3	137.8	115.7	86.9	29.9
2011	506.9	201.6	149.6	116.7	39.0
2021	695.9	295.0	193.4	156.8	50.7

Table 9 presents the percentage of the sub-region population to the total NCR population. It may be noted that the percentage share of NCT Delhi continues to show an increasing trend during 2001-2021. It was 37.22 per cent in 2001 and will be, if no planned intervention is introduced, as high as 42.39 per cent.

**TABLE-9 PERCENTAGE OF SUB-REGION POPULATION TO TOTAL NCR POPULATION**

Year	NCT Delhi	U.P.	Haryana	Rajasthan
1991	34.72	32.98	23.84	8.46
2001	37.22	31.24	23.46	8.08
2011	39.78	29.51	23.02	7.68
2021	42.39	27.79	22.52	7.29

Table 10 gives the area and projected population of NCR and its sub-regions classified by districts.

Table 11 presents the trend based population growth rates and projections for all urban centres located in the NCR.



**Four  
SETTLEMENT  
PATTERN OF NCR**

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## 4. SETTLEMENT PATTERN OF NCR

### 4.1 DEMOGRAPHIC CONTROL AND EVOLUTION OF NCR SETTLEMENT POLICY

The settlement policy of the National Capital Region has been evolving since 1962 when the Master Plan of Delhi suggested to divert some population (7 lakh persons) of the city to **ring towns** like Faridabad, Gurgaon, Ballabgarh, Bahadurgarh, Narela, Loni and Ghaziabad located within a radius of 30 km. Backed with the support of the concerned State Governments and also due to nearness to Delhi, these ring towns grew much faster than the National Capital itself. Still Delhi grew to a population of 57.7 lakh against the desired population of 46 lakh.

The settlement policy of the Regional Plan 2001 (NCR), also, is to restrict the population of the Metropolis. It seeks to achieve this objective by redirecting potential migrants to Delhi and to decongest capital city by progressive decentralisation of employment generating activities. It aims for a dispersed pattern of economic activities, population and settlement.

#### 4.1.1 Review of the Settlement System of RP-2001

The settlement system suggested by the Regional Plan for the period 1981-2001 consists of DMA towns, Regional Centres, Sub-regional Centers, Service Centres and Basic villages.

The DMA towns are the original ring towns which have become more and more attractive for industrial development. They have lead to the phenomenon of large-scale commutation over the entire conurbation.

Regional centers located beyond DMA but within the NCR towns, namely Meerut, Hapur, Bulandshahr-Khurja Complex, Panipat, Palwal, Rohtak, Rewari-Dharuhera-Bhiwadi Complex and Alwar were to be developed on priority basis so as they are able to attract and contain Delhi bound potential migrants to the extent of 20 lakh.

The Report of the Steering Committee for review of Regional Plan 2001 (NCR) constituted by the National Capital Region Planning Board in December, 1996 presented a review of the settlement pattern of the NCR in the light of the demographic trends during 1971-81 and 1981-91 and the economic bases of the towns. It observed that:

- i) most of the Regional Centres (priority towns) identified in Regional Plan 2001 did not grow at the desired rate;
- ii) population assignments for priority towns were on a higher side and difficult to achieve;

- iii) growth of DMA towns, population wise is faster than suggested in the Plan;

## **4.2 EXISTING SETTLEMENT PATTERN**

The total population of 37.03 million in 2001 in the Region live in 6,771 settlements, both urban and rural, of various sizes. Of the total, 220 are in NCT of Delhi, 2413 in Haryana, 1091 in Rajasthan and 3047 in Uttar Pradesh Sub-regions.

Of the total population, 20.58 million in 2001 is urban (55.55%). The Sub-regionwise urban component being 62.3 per cent in NCT of Delhi, 22.2 per cent in Uttar Pradesh, 13.5 per cent in Haryana and 2 per cent in Rajasthan. Of the 16.45million rural population (44.45%), NCT of Delhi has 5.08 per cent, Uttar Pradesh 42.5 per cent, Haryana 36.8 per cent and Rajasthan 15.62 per cent. The rural population proportion of the Region has registered a fall from 65.31 per cent in 1961 to 60.72 per cent in 1971, 52.60 per cent in 1981, 45.51 per cent in 1991 and 44.45 per cent in 2001.

### **4.2.1 Urban Settlements**

The Region has 111 urban settlements in 2001 which increased from 94 in 1981. Of the total, there are 17, Class-I towns (including Delhi Metropolis), 9 Class-II, 24 Class-III, 42 Class-IV, 16 Class-V and 3 Class-VI. The Class-I towns accommodated 91.01 per cent of the total urban population of the Region. The rest 9 per cent urban population of the Region is distributed in 94 Class-II to Class-VI towns. Delhi urban area accounts for 62.3 per cent of the total population of the Region. The number of metropolises in the region has increased from one in 1991 to three in 2001. The new entrants are Meerut and Faridabad.

The Sub-regionwise urban settlements are 66 in Uttar Pradesh, 32 in Haryana, 6 in Rajasthan and 7 in NCT of Delhi. Uttar Pradesh Sub-region has 7 Class-I towns, while Haryana Sub-region has 8, Rajasthan Sub-region and NCT of Delhi have one Class-I town each.

Sub-regionwise urban growth was extraordinary in Uttar Pradesh increasing from 10.88 lakh in 1971 to 19.49 lakh in 1981, 38.39 lakh in 1991, and 45.7 lakh in 2001. Haryana Sub-region increased its urban population from 6.77 lakh in 1971 to 11.98 lakh in 1981, 18.35 lakh in 1991 and 27.91 in 2001.

Annexure IV gives the salient features of important urban settlements in the region. It shows that towns adjoining Delhi such as Ghaziabad, NOIDA, Faridabad and Gurgaon have developed very fast, whereas development of the peripheral towns has tended to be slow. However, some of the town in the region, outside DMA, such as Meerut, Sonapat and Panipat are showing a higher rate of growth, may be, because of the establishment of a number of large and medium industrial units in the recent past. Rohtak, despite being district headquarter, important mandi and a centre of a number of institutions

could not gain a faster growth. Similarly, Khurja does not appear to have grown to its rightful size.

#### **4.2.2 Rural Settlements**

More than 16 million (44.45 %) people, in 2001, live in 6,666 rural settlements of various sizes. The rural settlements were characterised by the predominance of medium size villages with 500 to 1999 persons. Nearly 20 per cent of the villages had more than 2000 population. More than 220 villages had 5000 and above population. The Rajasthan Sub-region is typically characterised by smaller settlements while the Uttar Pradesh and Delhi Sub-regions had dominance of medium sized settlements. As pointed out in Regional Plan 2001, the out-migration from the villages of the Haryana Sub-region is minimum as compared to other Sub-regions.

A study by NIUA on migration pattern in NCR (1986) concluded that there was a large intra-regional migration in NCR and observed that 80 per cent of the potential migrants within the Region are likely to head towards Delhi. Though, during 1981-91 about 11 per cent of the migrants came from Bihar State, the migration to Delhi was mainly from the surrounding states. This suggests the need to check the migration not only from areas outside the Region but also from the rural areas and small towns within the Region.

#### **4.2.3 Economic Base of Settlements**

The vast area of the Region lying beyond DMA in the three Sub-regions, is comparatively some of the best areas of the constituent states. The Region's economy is mostly based on agriculture and other primary activities although significant developments in industrial and commercial sectors have also taken place. Trade and commerce forms another important component of the economic base of the Region. Employment in government, semi-government and private sectors are equally important and form an important component of Region's economic base and is mainly concentrated in district towns, tehsil and sub-divisional headquarters and in those towns having large population size and concentration of other economic activities.

In Delhi, the three main important economic generators which have shown strong tendency of growth are government and public sector offices, wholesale trade and commerce and industry, while the economy of the DMA towns is mainly based on manufacturing and industrial activities.

#### **4.2.4 Major Findings**

The broad picture of settlement pattern which emerges in the Region is that:

- vi. Delhi is the dominant center, both demographically and functionally, in the settlement system of the Region;

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- vii. Other towns, barring DMA towns and a few Regional Centres, are small with inadequate supply of urban infrastructure, amenities and services and lack in promoting and supporting rural development by providing necessary functional linkages between rural and urban areas;
  - viii. Rural settlements lack in basic facilities such as transport linkages, safe drinking water, electricity, health, education, housing, marketing facilities for agricultural products and distribution of agricultural inputs such as fertilisers and implements;
  - ix. Both in terms of number of settlements and population covered by basic services, the Rajasthan and Uttar Pradesh Sub-regions lag behind while the villages in Haryana are all electrified and are connected with pucca roads and also have better educational facilities;
  - x. Locational advantages have played major role in the development of settlements rather than their population size, accordingly most of the economic activities are getting concentrated in the rail / road corridors with little impact on the vast rural areas;

All these have led to an unbalanced development in the Region where there is:

- a. a lack of functional hierarchy in the settlement system;
- b. inadequate development of urban infrastructure, amenities and services for growth of economy and productivity; and
- c. marginal influence of the smaller towns over rural areas for their planned development and improvement of quality of life.

#### **4.3 SETTLEMENT POLICY ISSUES**

The settlement policy of the NCR Plan 2001 continues to remain what it was at the beginning of the MPD-62: to restrict the population of the metropolis and to divert the migration stream away from the city. The mid-term appraisal of the Regional Plan has shown that the development trends are very contrary to what was stipulated in the Plan.

One can say that either the policy measures themselves have not been designed appropriate to the needs of the situation so that they have fallen short of what was required to achieve the objectives; or, the measures have been lackadaisically implemented.

What set of policies can successfully divert migration streams away from Delhi to the counter magnet urban centres in the face of powerful economic factors like wage differentials and market size, among other factors, which determine size of cities? These forces are beyond full control of government.

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The demographic policies have succumbed to economic forces and the settlement system has not emerged as desired.

In the new economic climate of the country when the government is unable to discharge its minimum functions - social and economic - it should play, at least, the role of **facilitator** in the best possible manner to influence economic activities in a possible manner. In a liberalising economy, one can at best expect near achievement of targets / objectives. Due to wage differentials, for example, among various size of settlements - small, medium and large cities- where economic opportunities vary, one should not expect to successfully deflect migration.

#### **4.4 STRATEGY FOR DEVELOPMENT OF THE SETTLEMENT SYSTEM IN THE REGION**

A spatial system should emerge that is better suited to transmit economic growth and to provide adequate infrastructure and services. The objective of the strategy for development of such a system should be two-fold. On the one hand, it should harness the growth impulse of Delhi, on the other, the integration of urban and rural functions should be attained by means of a more balanced and mutually reinforcing system of central places, bringing a series of necessary functions into the actual reach of the rural population.

To achieve these objectives, the following steps have been suggested that:

- a. Development of a well-knit regional settlement system where Delhi and other towns in the Region need to be allowed to grow within their carrying capacity, that is, to formulate an overall policy for all types of settlements instead of viewing the urban and rural areas in segments, or, even in the core, DMA and area beyond DMA as distinct zones;
- b. A focus on medium and small towns in the Region will be desirable because as sub-regional centers or service centers, they can play important role in supporting social and economic development in rural areas by providing the population with access to education and health facilities, agricultural extension services and agro-industries linked to local products. Development of small and medium towns will also lead to urban expansion within large city regions. In this case, the development roles of small and medium towns cannot be considered in isolation from those of large urban centres or those of rural economy;
- c. Rural development should be encouraged by providing facilities and services in appropriate hierarchy of urban centres which stimulates production and increases incomes of the rural population, diversify the economy, make villages attractive to live and work and check migration to urban centres in the Region;

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- d. Efforts should be re-directed towards integrated spatial development, aimed at the advancement of a coherent system of central places which would interlink the economic and social activities of people; and
  - e. Well-knit settlement system should be evolved to serve the growing needs of the Region, economic, socio-cultural and administrative development and natural growth pattern. Depending upon the situations, these settlements may be existing centres or new towns.

#### **4.5 RECOMMENDED HIERARCHY OF SETTLEMENTS**

The recommended hierarchy generally follows the same four-tier system as the RP-2001 with slight change in nomenclature of the fourth level settlements which has been suggested as **Central Village** instead of **Basic Village**. This change is felt desirable as basic village connotes lowest hierarchy of settlement system and does not reflect the idea of its linkage with its surrounding villages or its central location within its catchment area. A central village conveys this connotation. Accordingly, in addition to the mother city Delhi, the hierarchy in the four-level settlement system, recommended for the RP-2021, is **Regional Centre, Sub-regional Centre, Service Centre and Central Village**.

##### **4.5.1 Regional Centre**

It is well-established centre performing apex functions in the region and is marked by highly specialised secondary and tertiary sector activities and providing job opportunities, which normally cannot be performed by other centres. Typical features are advanced industrial development and a concentration of administrative and higher order service functions which tend to exert an increasingly dynamic influence on attraction of investment and people for living and working there.

##### **4.5.2 Sub-regional Centre**

A Sub-regional Centre is generally a medium size town or intermediate city performing a variety of roles, particularly in promoting and supporting rural development, in achieving a more balanced distribution of urban population and in providing functional linkages between the smaller towns and big towns. Its role in decentralisation of economic and social activities is also important. The economic service functions, such as, infrastructure like transport, power and water, credit banking, marketing, managerial services and training are provided in the Sub-regional Centre itself, as industrial activities get localised, whereas in the case of primary sector, the services have to be diffused in the hinterland of the centre. As the primary sector activities are diffused over large areas, the economic service functions to serve the primary sector have to be located at pre-determined points which take note of accessibility and distances involved. So far as tertiary services are concerned, these include retail distribution, facilities like health, education, and cultural; utilities like water, power and transport; administrative services and miscellaneous

services. They can reach the population dependent on the primary sector through the service towns and Service Centres.

#### **4.5.3 Service Centre**

A Service Centre is a small town or a large village having linkages with immediate rural hinterlands. In addition to service functions, it may also have agricultural market and necessary warehousing and storage facilities. It may also provide for processing of the agricultural produce in the form of rice mills, oil mills, etc. The production in the primary sector which feeds the secondary sector, especially the agricultural produce pass through such town, and in this way it gets linked with growth points of the secondary sector. It normally has good accessibility, better services and facilities like education, health and communication system, vocational services and professional skills of lower level.

#### **4.5.4 Central Village**

The Central Village is the next order potential village having central location within its catchment area with relatively better services and facilities in terms of education, health, communication, accessibility and has the capacity to serve a group of villages having a catchment population of 10,000. This centre is proposed to provide basic social facilities for population engaged in agriculture and other primary activities.

### **4.6 EMERGING AND SUGGESTED SETTLEMENT PATTERN IN THE NCR**

The Study Group examined the emerging settlement pattern in NCR and its Sub-regions and considered the various suggestions which are discussed in the following sections.

#### **4.6.1 Rajasthan Sub-region**

Rajasthan Sub-region was assigned two priority towns (Regional Centres) namely Alwar and Bhiwadi as a part of Rewari-Dharuhera-Bhiwadi Complex. The population assignment for these two priority towns, in 2001, was 5 lakh for Alwar and 1.15 lakh for Bhiwadi. The State Government of Rajasthan has prepared a Master Plan for Bhiwadi for a projected population of 2.25 lakh by the year 2011.

According to Census 2001, Alwar has achieved a population of 2.65 lakh showing a gap of 2.35 lakh. The population of Bhiwadi could only reach 33,850 indicating a gap of 81,150 as compared to its assigned figure.

However, one factor that is likely to change the settlement pattern scenario in this sub-region is the enormous investments made by Rajasthan Industrial Investment Corporation (RIICO) in the development of industrial area extending over 4123 ha. located mainly along Delhi-Jaipur Highway. A major portion of the proposed as well as present industrial development is located in



the vicinity of three settlements, namely Shahjahanpur, Neemrana and Behror. Considering the locational advantages it is suggested that Shahjahanpur-Neemrana-Behror complex be accorded the status of priority town (Regional Centre) in Rajasthan Sub-region. Similarly, now that about 1400 ha. Of industrial land is assigned for development as part of Bhiwadi Industrial Area and its extensions, this town can on its own, serve the function of Sub-regional center and be considered for such a status than clubbing it with Dharuhera and Rewari which fall in Haryana.

#### **4.6.2 Haryana Sub-region**

Haryana sub-region was assigned four priority towns, namely Panipat, Rohtak, Palwal and Rewari-Dharuhera-Bhiwadi Complex. The population assigned to these settlements in RP-2001 was too high to be attained. For example, Palwal could reach only to a population of 1.1 lakh in 2001 as against a targeted figure of 3.0 lakh; Panipat to 2.61 lakh as against the targeted figure of 5 lakh; Rohtak to 2.94 lakh as against 5 lakh; Dharuhera to only 18,890 as against 75,000. It was also observed that major industrial developments are taking place in and around urban centres along transport corridors. One such urban centre was Sonapat-Kundli. Kundli was one of the DMA towns. Sonipat today has a sound industrial base and its population in the last 20 years has increased from 1.09 lakh to 2.16 lakh in 2001. Kundli along with Sonipat is being developed as an urban complex with concurrence of the NCR planning Board, it is suggested that Kundli-Sonapat Complex be accorded the status of DMA town. It is also suggested that Bawal in Haryana may be incorporated in Dharuhera-Rewari Urban Complex since it is showing signs of rapid urban growth and the entire Dharuhera-Rewari-Bawal may be given the status of a Regional Centre.

Jhajjar, the headquarters of the newly created district of the same name, and Manesar in Gurgaon district are also developing at a fast pace and may evolve as Sub-regional Centres.

#### **4.6.3 Uttar Pradesh Sub-region**

The Uttar Pradesh Sub-region was assigned three priority towns, namely Meerut, Hapur and Bulandshahr-Khurja complex with assigned population of 15.5, 4.5 and 8.0 lakh respectively. As against these assigned figures, the actual population for the year 2001 are 11.6 lakh for Meerut, 2.1 lakh for Hapur and 2.7 for Bulandshahr-Khurja Complex. The population targets assigned to the three priority towns of U.P. Sub-region, thus, could not be achieved by 2001.

The Greater Noida Industrial Development Authority is developing Surajpur-Kasna Urban Complex in the vicinity NOIDA a DMA town and has invested around Rs.1,000 crore. The Greater Noida Plan includes development of 20,000 hectare to house around 12 lakh people. The township, thus, exhibits high potential for being included in the DMA and serve as a DMA town.

#### 4.6.4 Delhi Sub-region

Population of Delhi has increased from 5.72 million in 1981 to 12.61 million in 2001. Considering the trends of development of Delhi and DMA it is observed that the entire area is emerging as a single mass and needs to be treated accordingly in the NCR Plan.

#### 4.6.5 Identification of Regional Centres

It is recommended that the RP-2021 should identify and provide policies for development of only Regional Centres and the various Sub-regional Plans, detailed at district levels, should provide such policies for other hierarchy of settlements namely Sub-regional Centres, Service Centres and Central Villages.

It is also recommended that the Regional Centres be selected on the following criterion:

- a. Evaluation of existing Regional Centres (Priority Towns);
- b. Potential of settlements considering population, economic activities, accessibility by highways;
- c. Participating State Governments' policies and programmes; and
- d. Major investments already made in the development of economic activities and infrastructure provision.

Taking into account the demographic characteristics alone, the following seven urban centres appear to have emerged as Regional Centres (Priority Towns) having their trend based projected population about 3 lakh or more in 2021:

<i>Sub-region</i>	<i>Regional centres</i>	<i>Trend-based projected population in 2021 (lakh)</i>
Uttar Pradesh	1. Meerut	22.03
	2. Hapur	4.45
	3. Bulandshahr	3.38
Haryana	4. Rohtak	5.47
	5. Panipat	4.90
	6. Palwal	2.90
Rajasthan	7. Alwar	4.25

It is highlighted that Khurja and Rewari, which were the priority towns (Regional centres) in RP-2001, do not emerge demographically as such as their projected population by 2021 will only be 1.47 and 1.81 lakh respectively. This list along with other settlements, however, needs to be further examined against the criteria given earlier in this section.

## **ANNEXURES**

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**ANNEXURE 1****MODE OF OPERATION, ROLE AND RESPONSIBILITY OF MEMBERS OF THE STUDY GROUP****Mode of Operation**

Each group is to come out with realistic and implementable recommendations which will form part of the policy / programme framework of the Regional Plan 2021. The Group will submit its final report within 3 months.

The Group will submit a first draft report on the identified issues policies on the subject within one month, and if necessary may suggest any need of undertaking any in depth study in their areas of work study. The same would be discussed for finalisation in a meeting under the Chairmanship of MS, NCRPB where the Chief Coordinator Planners from the participating States of NCR and special invitees (experts) will be invited and will be placed for perusal of the High Level Group. On the basis of direction of the High Level Group various Study Groups will go ahead with the preparation of final report.

Member Secretary will place the final reports submitted by the Chairman if various groups to the High Level Group after updation, if necessary, or any other change or editing required. The Groups shall submit the report consisting of detailed recommendations on policies/schemes, programmes, implementation measures with investment requirements, resource mobilisation/augmentation etc. to be incorporated in the RP 2021. The Chairman of each group will make a presentation of the final recommendations, in the meeting of the High Level group to be chaired by the UFD & PAM.

**Role & Responsibility of Members of the Group:**

**Chairman** – The Chairman of the Study Group will preside over the meetings and guide in conducting discussions and policy formulation, preparation of presentation/ reports etc. and will be free to adopt their own line of actions. The meetings will be called by the convener as per direction of the Chairman of each Study Group. If necessary he may suggest appointment of consultants/ consulting firm for specific study. He may select Co-Chairman and co-opt any other member or members and may constitute any Sub-group for more focused discussion of issues and formulation of policies/strategies and suitable porogrammes after reviewing the policy actions taken and plan programmes implemented as per RP -2001.

**Convener**- The convener will be the modal officer at NCRPB and shall act as a facilitator and will be responsible for arrangement of meetings, background materials, for preparing minutes and coordination with members to ensure the submission of reports etc. in time under the overall supervision of the Chief Regional Planner, CNCRPB.

**Members** – Each member or group of members will individually/ collectively ensure that the report is completed with all the requisite data, maps, charts etc, for which NCRPB will provide support facilities.

**Overall coordination:**

The whole exercise of preparation of various reports and final plan preparation for the perspective year 2021 will be coordinated by the Chief Regional Planner, NCRPB.

## ANNEXURE – II

**COMPOSITION OF THE STUDY GROUP ON  
NCR POLICY ZONES, DEMOGRAPHIC PROFILE AND  
SETTLEMENT PATTERN**

- |    |  |          |
|----|--|----------|
| 1. | Shri D.S. Meshram<br>Former Chief Planner, TCPO,<br>107,Dhruva Apartments,<br>I.P.estate,<br>New Delhi                                       | Chairman |
| 2. | Dr.R.B.Singh<br>Deptt.of Geography<br>Delhi School of Economics<br>Delhi University<br>North Campus, Delhi                                   | Member   |
| 3. | Dr. S .K. Kulshrestha<br>Hony Director CRDT (ITPI)<br>Institute of Town Planners, India<br>4-A, Ring Road, IP Estate<br>New Delhi.           | Member   |
| 4. | Prof. Krishna Gopal<br>Deptt of Geography<br>Punjab University<br>Chandigarh   | Member   |
| 5. | Deputy Registrar General<br>Census of India<br>Man Singh Road<br>New Delhi   | Member   |
| 6. | Chief Coordinator Planning (NCR)<br>Town & Country Planning Deptt.<br>Govt of Haryana<br>Sec.18A, Chandigarh<br>Haryana.                     | Member   |
| 7. | Chief Town Planner (NCR)<br>Town & Country Planning Deptt<br>Govt. of Rajasthan<br>Nagar Niyojan Bhavan<br>Pt. Nehru Marg, Jaipur, Rajasthan | Member   |

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- |     |   |             |
|-----|---|-------------|
| 8.  | Chief Coordinator Planner (NCR)<br>Town & Country Planning Deptt.<br>Nagar Nigam Bhawan, IInd Floor,<br>Navyug Market, Ghaziabad. | Member      |
| 9.  | Shri A.K.Jain<br>Addl. Commissioners (Planning)<br>Delhi Development Authority<br>Vikas Minar, I.P.Estate<br>New Delhi.           | Member      |
| 10. | Shri K.A.Reddy (Late)<br>Joint Director<br>NCRPB, New Delhi   | Convener    |
| 11. | Shri J. N. Barman,<br>Joint Director<br>NCRPB, New Delhi  | Convener    |
| 12. | Ms. Anjali Pancholy<br>Assistant Director<br>NCRPB, New Delhi   | Co-Convener |

## ANNEXURE III

**COMPOSITION OF THE SUB-GROUPS ON NCR POLICY ZONES,  
DEMOGRAPHIC PROFILE AND SETTLEMENT PATTERN**

**SUB- GROUP-1: NCR POLICY ZONES**

- |   |          |
|---|----------|
| 1. Dr. S.K.Kulshrestha,<br>Urban & Regional Planner,<br>Hony. Director, CRDT, ITPI,<br>AO-27, Shalimar Bagh,<br>New Delhi 110088.   | Chairman |
| 2. Shri M.L.Chotani,<br>Associate Town and Country Planner,<br>Town & Country Planning Organisation,<br>Vikas Bhawan, E-Block, I.P. Estate, New Delhi.  | Member   |
| 3. Shri R.C. Aggarwal,<br>Chief Coordinator Planner,<br>NCR Planning and Monitoring Cell,<br>SCO, Sector –6, Panchkula, Haryana   | Member   |
| 4. Shri U.K.Srivastava,<br>Chief Coordinator Planner,<br>NCR Planning Cell, Town & Country Planning Deptt..<br>Nagar Niyojan Bhawan,<br>Jawahar Lal Nehru Marg, Jaipur-302004.                  | Member   |
| 5. Shri S.K.Zaman,<br>Chief Coordinator Planner,<br>NCR Planning Cell, Town & Country Planning Deptt.,<br>Govt. of Uttar Pradesh,<br>Nagar Nigam Bhawan, II Floor,<br>Navyug Market, Ghaziabad. | Member   |
| 6. Shri Chandu Bhutia,<br>Associate Town Planner,<br>NCR Planning & Monitoring Cell, Govt. Of NCT Delhi,<br>B-Block, Vikas Bhawan,<br>I.P.Estate, New Delhi.                                    | Member   |
| 7. Shri K.A.Reddy, (Late)<br>Jt. Director(Tech.),<br>NCR Planning Board, New Delhi  | Convener |
| 8. Shri J. N. Barman,<br>Joint Director<br>NCRPB, New Delhi   | Convener |



9. Ms. Anjali Pancholy  
Assistant Director  
NCRPB, New Delhi
- Co-Convener

**SUB-GROUP- 2: NCR DEMOGRAPHIC PROFILE**

1. Dr. R.P.Singh,  
Asstt. Registrar General,  
Census of India,  
West Block-1, R.K.Puram, New Delhi.
- Chairman
2. Ms. M.Z.Bawa,  
Jt. Director (Planning),  
Delhi Development Authority,  
D-6,Vasant Kunj, New Delhi 110070.
- Member
3. Shri R.C.Aggarwal,  
Chief Coordinator Planner,  
NCR Planning & Monitoring Cell,  
SCO Sector-6, Panchkula, Haryana.
- Member
4. Shri U.K.Srivastava,  
Chief Coordinator Planner,  
NCR Planning Cell, Town & Country Planning Deptt.,  
Nagar Niyojan Bhawan,  
Jawahar Lal Nehru Marg, Jaipur-302004.
- Member
5. Shri S.K.Zaman,  
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II Floor, Navyug Market, Ghaziabad.
- Member
6. Shri Chandu Bhutia,  
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B-Block, Vikas Bhawan,  
I.P. Estate, New Delhi.
- Member
7. Shri K.A.Reddy, (Late)  
Jt. Director (Tech.),  
NCR Planning Board, New Delhi
- Convener
8. Shri J. N. Barman,  
Joint Director  
NCRPB, New Delhi
- Convener

9. Ms. Anjali Pancholy  
Assistant Director  
NCRPB, New Delhi
- Co-Convener

**SUB GROUP-3: NCR SETTLEMENT PATTERN**

- |   |          |
|---|----------|
| 1. Shri Abdul Qaiyum,<br>Former Town & Country Planner, TCPO,<br>AO-20, Kalakunj,<br>Shalimar Bagh, New Delhi 110088.   | Chairman |
| 2. Shri B.K.Jain,<br>Director (Planning),<br>Delhi Development Authority,<br>D-6 Vasant Kunj, New Delhi 110070  | Member   |
| 3. Shri Kshirsagar,<br>Town & Country Planner,<br>Town& Country Planning Organisation,<br>Vikas Bhawan, E-Block, I.P. Estate, New Delhi.  | Member   |
| 4. Shri R.C.Aggarwal,<br>Chief Coordinator Planner,<br>NCR Planning& Monitoring Cell,<br>SCO Sector-6, Panchkula, Haryana.  | Member   |
| 5. Shri U.K.Srivastava<br>Chief Coordinator Planner, NCR Planning Cell,<br>Town& Country Planning Deptt.,<br>Nagar Niyojan Bhawan,<br>Jawahar Lal Nehru Marg, Jaipur- 302004.                 | Member   |
| 6. Shri S.K.Zaman,<br>Chief Coordinator Planner, NCR Planning Cell,<br>Town& Country Planning Deptt., Govt. of Uttar Pradesh,<br>Nagar Nigam Bhawan, IInd Floor,<br>Navyug Market, Ghaziabad. | Member   |
| 7. Shri Chandu Bhutia,<br>Associate Town Planner,<br>NCR Planning & Monitoring Cell, Govt. of NCT Delhi,<br>B-Block, Vikas Bhawan, I.P.Estate, New Delhi.                                     | Member   |
| 8. Shri K.A. Reddy, (Late)<br>Jt. Director(Tech.),<br>NCR Planning Board, New Delhi   | Convener |

9. Shri J. N. Barman,  
Joint Director  
NCRPB, New Delhi

Convener

10. Ms. Anjali Pancholy  
Assistant Director  
NCRPB, New Delhi

Co-Convener

**THE TERMS OF REFERENCE OF THE SUB-GROUPS ON  
NCR POLICY ZONES, DEMOGRAPHIC PROFILE AND  
SETTLEMENT PATTERN**

**Sub-group 1:  
NCR Policy Zones**

- Study existing policy Zones along with problems,
- Delineate the boundaries of DMA and policy zones,
- Define and identify policies about green belt zones,
- Define and identify policy zones along corridors, and
- Recommended policy zones, to be adjusted for NCR 2021.

**Sub-group 2:  
Demographic Profile**

- Demographic Profile of NCR as a whole including urban and rural,
- Demographic Profile of Sub-regional and DMA,
- Demographic Profile of Settlements: Delhi, DMA, priority towns and CMA”

**Sub-group 3:  
NCR Settlement Pattern**

- Settlement pattern of the NCR as a whole,
- Settlement pattern around Delhi and DMA, and
- The present trends of settlement pattern (rural and urban) and, taking into consideration pros and cons, suitable settlement pattern of NCR.