

CHAPTER–II

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The industrial development area of YEIDA comprises of an area of 2,68,862 hectare in six districts (Gautam Buddha Nagar, Bulandshahr, Aligarh, Hathras, Mathura and Agra) of the State. Out of above, an area of 58,397 hectare of Gautam Buddha Nagar and Bulandshahr districts falls within the National Capital Region (NCR) which was classified as agricultural zone in the Regional Plan 2021 notified by National Capital Region Planning Board (NCRPB) on 17 September 2005.

Proposal for a greenfield township to be developed by YEIDA in the area of Gautam Buddha Nagar and Bulandshahr districts was included in the Regional Plan 2021 in June 2013. YEIDA, however, had undertaken acquisition, development and construction activities and started allotment of plots for various land uses since 2008-09. This violated the provisions of NCRPB Act, 1985 which provided that on and from the coming into operation of the finally published Regional Plan, no development shall be made in the region which is inconsistent with the Regional Plan as finally published.

YEIDA has been implementing its Development Plan/Master Plan 2031 since 2008-09 without it being approved by NCRPB and changed land uses without obtaining requisite prior approval of GoUP.

Even after lapse of about nine years from the date of approval (October 2013) of Master Plan by GoUP, YEIDA had not prepared sector layout plans for 29 out of 52 sectors. For development in Phase-II, YEIDA has identified four urban centres at Aligarh, Mathura, Agra and Hathras. Master Plans of two urban centres at Aligarh and Mathura were prepared by YEIDA but Master Plans of remaining two urban centres at Agra and Hathras were yet not finalised. In absence of a Master Plan, execution of unplanned and uncontrolled development and construction activities could not be ruled out which may hinder planned development activities at later stages.

Introduction

2.1 Land is a limited resource capable of being put to competing uses. Therefore, planning plays an important role in ensuring optimum utilisation of land for most suitable purposes and quality of development for individual areas. Planned development of an urban area facilitates provision of support services such as drinking water, sewerage system, internal roads and proper transport, measures to tackle pollution, *etc.* Inadequate planning or frequent changes in Master Plan (MP) may lead to deficiencies in these services besides mismatch in resources such as land *vis-à-vis* demand or possible collusion with pressure groups such as private builders.

As per the Uttar Pradesh Industrial Area Development Act, 1976 (UPIAD Act, 1976) the objective of YEIDA is to secure planned development of its industrial development area and to achieve the said objective it is required to prepare Master Plan for such area. Master Plan is a macro-level plan and primarily includes various sectors into which the industrial development area or part thereof is divided and shows the existing and proposed land uses¹. For micro level planning, YEIDA is required to prepare layout plans for each sector with provision of circulation system, open spaces and facilities.

¹ Industrial, residential, commercial, public and semi-public, recreational, agricultural, *etc.*

Regulatory framework for development in National Capital Region

2.2 The industrial development area of YEIDA comprises of an area of 2,68,862 hectare of 1,187 notified villages in six districts (Gautam Buddha Nagar, Bulandshahr, Aligarh, Hathras, Mathura and Agra) of the State. Out of above, an area of 58,397 hectare of 171 notified villages of Gautam Buddha Nagar and Bulandshahr districts falls within the National Capital Region (NCR) for which YEIDA is required to follow the provisions of the statutes applicable for development of NCR.

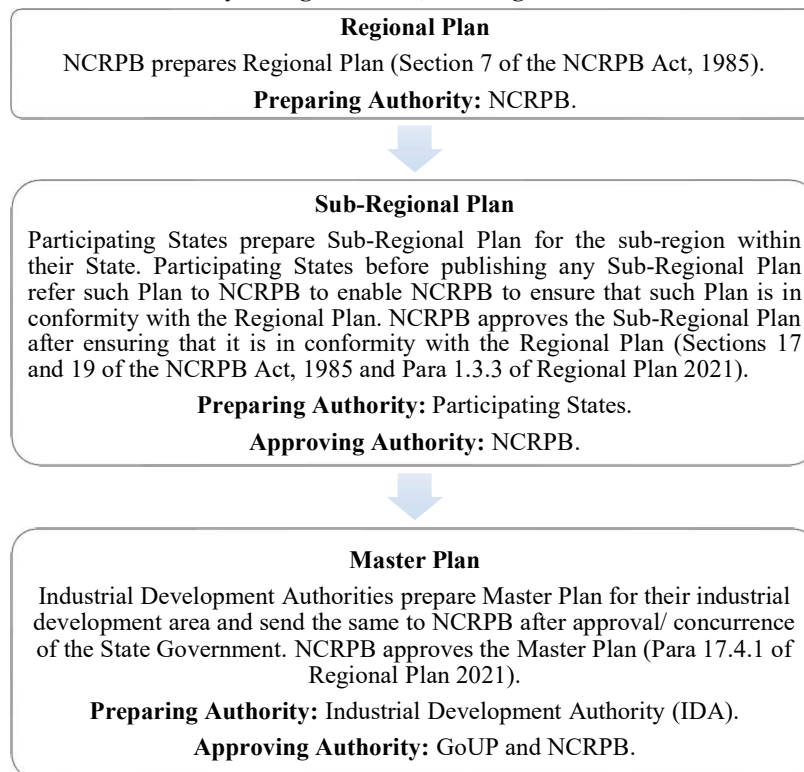
The National Capital Region Planning Board Act, 1985 (NCRPB Act, 1985) was enacted by the Government of India (GoI) with the objective of providing for the constitution of a Planning Board for preparation of a plan for development of NCR² and for co-ordinating and monitoring the implementation of such plan and for evolving harmonised policies for control of land uses and development of infrastructure in NCR so as to avoid any haphazard development of the region and for matters connected therewith or incidental thereto. The implementation of provisions of NCRPB Act, 1985 was incumbent upon its Board of which Union Minister, Housing and Urban Affairs is Chairman and Chief Ministers of participating States and Lieutenant Governor of National Capital Territory of Delhi are members. The composition of NCRPB is given in **Appendix-2.1**.

Section 7 of the NCRPB Act, 1985 provides that NCRPB shall prepare a Regional Plan and shall arrange for preparation of Sub-Regional Plans by the participating States and the Union Territory of Delhi. Further, Section 10(2)(a) of the NCRPB Act, 1985 provides that the Regional Plan shall indicate the policy in relation to land use and allocation of land for different uses. The detailed specific allocation of areas for various land uses of sub-regional and urban importance was, however, to be detailed out in the Sub-Regional Plans and Master Plans to be prepared by the respective participating States. The Sub-Regional Plans and Master Plans are to be prepared within the overall framework of the Regional Plan. Further, Section 29 (1) of NCRPB Act, 1985 provides that on and from the coming into operation of the finally published Regional Plan, no development shall be made in the region which is inconsistent with the Regional Plan as finally published.

NCRPB notified (September 2005) Regional Plan 2021 to promote growth and balanced development of NCR. Thereafter, Sub-Regional Plan 2021 for Uttar Pradesh sub-region was notified by GoUP in December 2013 after approval of NCRPB in July 2013.

The hierarchy of Regional Plan, Sub-Regional Plan and Master Plan is depicted in **Chart 2.1**.

² Comprises of the Union Territory of Delhi and certain areas of the participating States viz. Haryana, Rajasthan and Uttar Pradesh as per Section 2 (f) and 2 (g) of the NCRPB Act, 1985.

Chart 2.1: Hierarchy of Regional Plan, Sub-Regional Plan and Master Plan

Source: NCRPB Act, 1985, Regional Plan 2021 and Yamuna Expressway Industrial Development Area (Preparation and Finalisation of Plan) Regulations, 2011

Process for finalisation of Master Plan

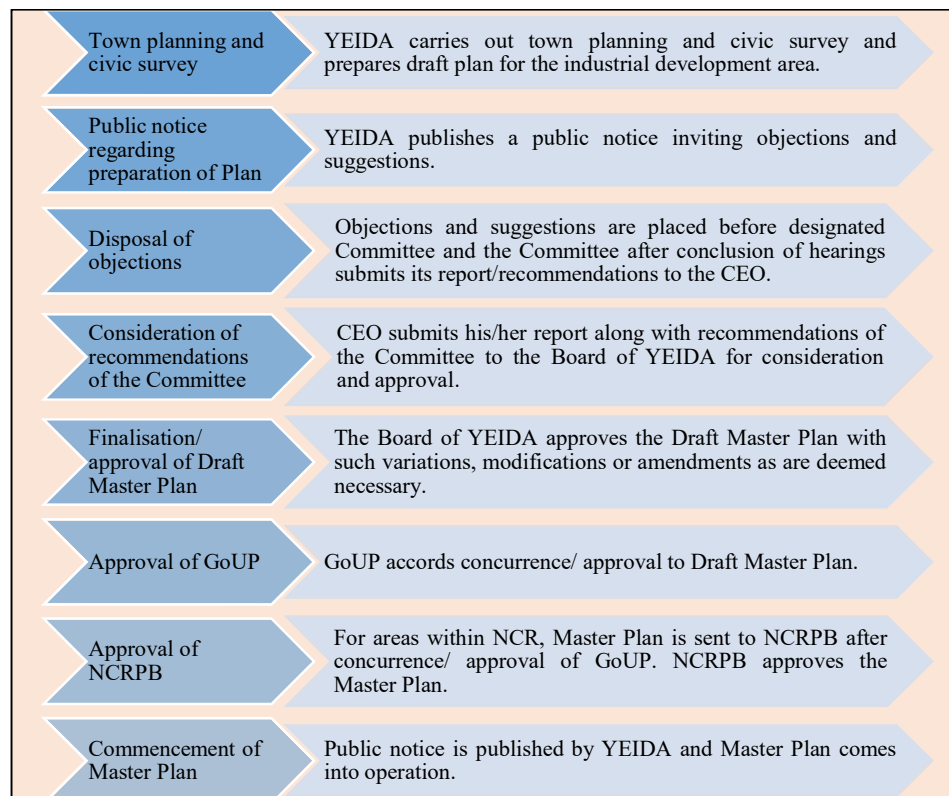
2.3 Master Plan³ is a development plan which *inter alia* provides details of various land uses along with zoning regulations of each land use indicating permissible/prohibited uses.

In respect of the area which falls within NCR, YEIDA is required to prepare Master Plan in conformity with the Regional Plan and Sub-Regional Plan and get it approved by GoUP and NCRPB. As regards area not falling within NCR, YEIDA is required to prepare Master Plan and get it approved by GoUP.

The process for finalisation of Master Plan is depicted in **Chart 2.2** below:

³ Section 2(j) of Yamuna Expressway Industrial Development Area (Preparation and Finalisation of Plan) Regulations, 2011 defines Master Plan as the plan prepared by YEIDA for the development of Industrial Development Area under Section 6 (2) of the UPIAD Act, 1976.

Chart 2.2: Process for finalisation of Master Plan



Source: Documented by Audit based on provisions of Yamuna Expressway Industrial Development Area (Preparation and Finalisation of Plan) Regulations, 2011, Regional Plan 2021 and records of YEIDA

Status of Master Plans of YEIDA

2.4 Initially, YEIDA prepared (14 November 2007) a Conceptual Structure Plan for an area of 44,065 hectare of 125 notified villages of Gautam Buddha Nagar and Bulandshahr districts. The Plan basically laid out a network of roads in the area dividing it into land parcels of approximately 1,000 hectare each as Special Development Zones⁴. Later, the Conceptual Structure Plan was slightly modified⁵ (23 June 2008) based on satellite imagery data. Thereafter, YEIDA prepared (24 July 2008) a City Level Zonal Plan by incorporating city level facilities⁶ in the Conceptual Structure Plan. The City

⁴ GoUP formulated (December 2007) a development policy for development of area under YEIDA’s jurisdiction. The development policy classified development activities in two categories – (a) development of land less than 1,000 hectare; and (b) development of land equal to or more than 1,000 hectare. The area to be developed under category (b) above *i.e.*, equal to or more than 1,000 hectare was termed as Special Development Zone (SDZ). The allottee of an SDZ was required to utilise the area for at least one core activity (Industrial, Information Technology, Bio-technology, Institutional, Sports, Recreational or Service Industry) along with other permissible activities (Commercial, Institutional and Amenities, Roads and Open Spaces and Residential).

⁵ Changes were made in the area reserved for future development and area under plots.

⁶ Universities, Colleges, Schools, Hospitals, Police Stations, Fire Stations, Parks, Bus Depots, Disaster Management Centre, Exhibition cum Fair Ground, Integrated Office Complex, International Sports Complex, Veterinary Hospitals, International Convention Centre, Medical College, Nursing and Paramedic Institute, Telephone Exchange, Wholesale Market, Head Post Office, Sewage Pumping Station, Municipal Office, Sewage Treatment Plant, City Park, Old Age Home, Orphanage, Burial/Cremation Ground, Religious Centre, Science Centre, *etc.*

Level Zonal Plan was later (May 2009) rechristened as Yamuna Expressway Area Development Plan 2031. GoUP recommended and forwarded (28 May 2009) the Yamuna Expressway Area Development Plan 2031 to the Commissioner, National Capital Region, Uttar Pradesh Division for necessary action. The same was further forwarded (June 2009) by Commissioner, National Capital Region, Uttar Pradesh Division (NCR Cell) to NCRPB for necessary action. Thereafter, NCRPB directed (August 2009) NCR Cell, Uttar Pradesh to examine the Yamuna Expressway Area Development Plan within the framework of the policies and proposals of Regional Plan 2021 and incorporate the same in the Sub-Regional Plan for Uttar Pradesh Sub-Region.

As YEIDA on one hand, experienced a lack in demand for Special Development Zones and on the other hand, experienced demand for specific land uses, it decided to prepare a Master Plan specifying various land uses such as residential, industrial, commercial, recreational, *etc.* and earmarking some of the areas for mixed use. YEIDA further decided (February 2011) to prepare Master Plan for the entire notified area in two phases. First phase comprises of notified area of Gautam Buddha Nagar and Bulandshahr districts and second phase comprises of notified area of Aligarh, Mathura, Agra and Hathras districts. Master Plan (Phase-I) 2031 covering an area of 58,397 hectare of 171 villages of Gautam Buddha Nagar and Bulandshahr districts was approved by the Board of YEIDA on 19 August 2013 and by GoUP on 8 October 2013.

YEIDA has identified four urban centres⁷ for development in the second phase. The Board of YEIDA decided (14 December 2015) to forward Master Plans of two urban centres, *viz.*, Tappal-Bajna urban centre⁸ and Raya urban centre⁹ to GoUP, which were approved by GoUP on 8 May 2017.

Audit findings

2.5 Audit findings relating to preparation of Master Plans in respect of the notified area under the jurisdiction of YEIDA are discussed in succeeding paragraphs.

Development activities not in conformity with Regional Plan 2021

2.5.1 As discussed in **Paragraph 2.2**, the area of notified villages of Gautam Buddha Nagar and Bulandshahr districts falls within the National Capital Region (NCR). Therefore, YEIDA was required to follow the provisions of NCRPB Act, 1985 for carrying out development activities in the area of such villages. Section 29 (1) of NCRPB Act, 1985 provides that on and from the coming into operation of the finally published Regional Plan, no development shall be made in the region which is inconsistent with the Regional Plan as finally published. Accordingly, any development in the notified area of YEIDA within NCR was to be done in accordance with land use proposed in the Regional Plan 2021 and the Sub-Regional Plan 2021 for Uttar Pradesh sub-region. In view of above, existence of a Master/Development Plan in respect of notified area of YEIDA within NCR in conformity with the Regional Plan and duly approved by GoUP and NCRPB was a pre-requisite for initiating any acquisition and development activities.

⁷ Area identified for urbanisation based on detailed analysis.

⁸ For an area of 11,104 hectare of Aligarh and Mathura districts.

⁹ For an area of 9,366 hectare of Mathura district.

Audit observed that the area of villages of Gautam Buddha Nagar and Bulandshahr districts notified as the industrial development area of YEIDA was classified as agricultural zone in the land use plan of the Regional Plan 2021 notified by NCRPB on 17 September 2005. Further, the Planning Committee of NCRPB in its meeting (4 June 2013) decided to add the following note in the Regional Plan 2021¹⁰:

“UP SRP 2021 has proposed a new township YEIDA under the provisions of para 4.3.5 (I) of the RP-2021 as a greenfield township.”

Thereafter, NCRPB in its meeting held on 1 July 2013 approved the Sub-Regional Plan for Uttar Pradesh sub-region which included proposal for a greenfield township to be developed by YEIDA with an approximate urbanisable area of 20,000 hectare for an approximate population of 20 lakh in 2021.

Audit further observed that YEIDA had started allotment of plots for various land uses since 2008-09 and had also undertaken acquisition, development and construction activities¹¹ since then in the area of notified villages of Gautam Buddha Nagar and Bulandshahr districts classified as agricultural zone in Regional Plan 2021. Such development activities carried out by YEIDA till inclusion of the aforesaid note in the Regional Plan 2021 in June 2013 were not in conformity with the land use plan of the Regional Plan 2021 and thus, violated the provisions of NCRPB Act, 1985 and Regional Plan 2021.

It is worthwhile to mention here that CAG in its Audit Report on the Union Government (Economic & Service Ministries) for the year ended March 2018 (Report No. 3 of 2020) had observed that although NCRPB has prescribed the land use policy in the Regional Plan 2021 it does not have the corresponding powers to enforce these policies. Further, the Hon’ble High Court of Delhi in Raghuraj Singh vs Union of India and Others¹² had observed that NCRPB would certainly be deemed to have failed in its objective if the NCRPB either fails to keep a track of the developments in the region, with a view to gauge and determine whether the same are in consonance with the Regional Plan or not or if the NCRPB despite finding violations of the Regional Plan fails to issue any directions to the erring State/Union Territory or if the NCRPB notwithstanding the erring State/Union Territory not complying with such directions does not withhold financial assistance to such participating State/Union Territory or if notwithstanding all of this, the participating States/Union Territory still proceed and continue with the violations of the Regional Plan.

In its reply, YEIDA stated (November 2022) that urbanisable area for the year 2021 as per its Master Plan is depicted appropriately in the Sub-Regional Plan for Uttar Pradesh sub-region approved by NCRPB. Paragraph 4.3.5 of Regional Plan 2021 clearly states that development of township can be done at suitable location on virgin land. Thus, the township of metro size being developed by YEIDA is in conformity with the Regional Plan. It further stated that development of the area is being carried out in accordance with the provisions of Regional Plan 2021, Sub-Regional Plan 2021 of Uttar Pradesh sub-region and Master Plan approved by GoUP.

Development activities carried out by YEIDA in its notified area till June 2013 were not in conformity with the land use plan of the Regional Plan 2021 as the notified area was classified as agricultural zone in the Regional Plan.

¹⁰ Below Table 4.18 (Proposed Metro Centres 2021).

¹¹ Development and construction activities were started by YEIDA since October 2009.

¹² Writ Petition (Civil) No. 5559 of 2013.

The reply is not acceptable as the area of villages of Gautam Buddha Nagar and Bulandshahr districts notified in the industrial development area of YEIDA was classified as agricultural zone in the land use plan of Regional Plan 2021. Hence, any use of such land for purpose other than agricultural could have been done only after approval/concurrence of NCRPB. Since, such approval/concurrence was given by NCRPB only in June 2013 by adding a note in the Regional Plan 2021 about YEIDA township, use of land for non-agricultural purposes before such approval/concurrence could not be said to be in conformity with the Regional Plan 2021.

Master/Development Plan not approved by NCRPB

2.5.2 Regional Plan 2021 provided that the controlled/development/regulated zone¹³ marked in the proposed Land Use Plan of Regional Plan 2021 was under intense pressure of development and the activities within this zone will have to be effectively controlled and monitored. It further provided that all controlled areas/development areas declared by the respective State Governments from time to time within the preview of their own Acts will be deemed as controlled/development/regulated zone and no development in such zones can be undertaken except in accordance with the Master/Development Plans for the respective controlled areas approved by NCRPB and duly notified by the State Governments under their respective Acts.

Besides, the following judicial pronouncements¹⁴ by the Hon'ble Supreme Court of India and Hon'ble High Court of Allahabad also require concurrence/consultation of NCRPB in reference to Master/ Development plans:

- The Hon'ble Supreme Court in its judgment¹⁵ (31 March 1994) observed that the overriding effect of the NCRPB Act, 1985 by virtue of Section 27 and total prohibition of any activity of development in violation of the finally published Regional Plan provided in Section 29 of the Act is sufficient to indicate that any claim inconsistent with the finally published Regional Plan in the area cannot be sustained on any ground.
- The Hon'ble Allahabad High Court in its judgement¹⁶ (1 October 1996) stated that one stipulation is inescapable that unless the NCRPB gives the green signal nothing can go ahead. The necessary implication of this is also that at every stage in reference to the plans, aforesaid, each constituent State, a part of the NCR Plan, has to keep a close consultation with the federal agency which is the Board (NCRPB).
- The Hon'ble Allahabad High Court in its judgement¹⁷ (18 December 1998) stated that land uses cannot be changed except with the tacit permission and close scrutiny of the NCRPB. Whatever development is permissible must be

¹³ Controlled/Development/Regulated Zone in the Regional Plan refers to the area identified as such in the proposed Land Use Plan of the Regional Plan. Further, all the controlled areas/development areas declared by the respective State Governments from time to time within the preview of their own acts are deemed as controlled/development/regulated zone.

¹⁴ Hon'ble Supreme Court of India judgment dated 31 March 1994 (Ghaziabad Development Authority vs Delhi Auto and General Finance Pvt. Ltd.), Hon'ble High Court of Allahabad judgment dated 1 October 1996 in Civil Misc. Petition No. 26,737 of 1993 and Hon'ble High Court of Allahabad judgment dated 18 December 1998 in Civil Misc. Petition No. 13,899 of 1998.

¹⁵ Ghaziabad Development Authority vs Delhi Auto and General Finance Pvt. Ltd.

¹⁶ Civil Misc. Petition No. 26,737 of 1993.

¹⁷ Civil Misc. Petition No. 13,899 of 1998.

strictly monitored under the NCRPB Act, 1985 by the authorities named and constituted under it.

In view of the aforesaid provisions of the Regional Plan 2021 read with the judicial pronouncements, the notified area of villages of Gautam Buddha Nagar and Bulandshahr districts falling in NCR was deemed to be controlled/development/regulated zone and no development in such area could be undertaken except in accordance with the Master/Development Plans approved by NCRPB and duly notified by the GoUP. Besides, examination and approval of Master/Development Plans by NCRPB was imperative to ensure that the Master/Development Plans were prepared in conformity with the Regional Plan and do not run counter to the policies and proposals of Regional Plan.

Audit noticed that neither the erstwhile Yamuna Expressway Area Development Plan 2031 nor the Master Plan (Phase-I) 2031 was approved by NCRPB. YEIDA, however, carried out development activities in such area which was in violation of the aforesaid provisions of Regional Plan 2021.

It is worthwhile to mention here that CAG in its Audit Report on the Union Government (Economic & Service Ministries) for the year ended March 2018 (Report No. 3 of 2020) had also pointed out that approval of Master/Development Plan of various towns in the sub-regions was not ensured by NCRPB.

In its reply, YEIDA stated (November 2022) that neither NCRPB has the right to approve the Master Plan of any region of any State as per the provisions of NCRPB Act, 1985 nor does approval of Master Plan come under its jurisdiction. In this regard, it is worthwhile to mention that Member Secretary, NCRPB in letter dated 10 March 2016 had stated that the NCRPB Act, 1985 does not have any provision for approval of Master/Development Plans. It further stated that NCRPB in its Draft Regional Plan 2041 (Para 3.4.2.6) has deleted the provision regarding obtaining approval of Master Plan from NCRPB.

The reply is not acceptable as approval of Master Plan by NCRPB was explicitly mandated by Regional Plan 2021 (Paragraph 17.4.1). Besides, judicial pronouncements by the Hon'ble Supreme Court of India and Hon'ble High Court of Allahabad as mentioned above also require concurrence/consultation of NCRPB in reference to Master/Development plans. It is also pertinent to mention here that Master Plan 2021 of Greater Noida Industrial Development Authority was expressly approved (August 2012) by NCRPB.

Recommendation No. 3

YEIDA should ensure that any development activity in areas of NCR takes place only after obtaining prior approval of NCRPB.

Changes in land use without obtaining approval of GoUP

2.5.3 Infrastructure and Industrial Development Department, GoUP vide letter (23 September 1997) directed that no decision in respect of cases of change in land use in NCR be taken without prior permission/approval of GoUP. Further, the Yamuna Expressway Industrial Development Area (Preparation and Finalisation of Plan) Regulations, 2011 provides that any amendment in the Master Plan relating to land use or its extent may be made by YEIDA only with no objection of GoUP.

The ‘Yamuna Expressway Area Development Plan 2031’ divided the area into land parcels of approximately 1,000 hectares each as Special Development Zones. As YEIDA experienced a lack of demand for Special Development Zones (SDZs), it decided to launch schemes for allotment of land for specified land uses, viz., residential, institutional, mixed land use, etc. As the land use of the area under the ‘Yamuna Expressway Area Development Plan 2031’ was specified as SDZ, YEIDA changed the land use from SDZ to specific land uses as detailed in **Table 2.1** below to enable it to allot land for specific land uses:

Table 2.1: Details of changes in land uses made by YEIDA

Board Meeting No. and Date	Sector	Particulars
29 th Board Meeting held on 28 May 2009	Sectors 18 and 22	Land use of Sector-18 and part of Sector-22 (400 hectare) converted to residential
33 rd and 34 th Board Meeting held on 6 November 2009 and 29 December 2009	Sector-22	Land use of 250 acre (out of 400 hectare ¹⁸ earlier converted to residential) converted to integrated township
33 rd and 34 th Board Meeting held on 6 November 2009 and 29 December 2009	Sector-26	Land use of 100 acre converted to integrated township and named as Sector-26A
35 th Board Meeting held on 28 April 2010	Sector-17A	Land use of 100 acre land converted to residential township
35 th Board Meeting held on 28 April 2010	Sector-22D	Land use of 100 acre land converted to residential township and land use of remaining land converted to residential
36 th Board Meeting held on 2 June 2010	Sectors 22, 22E and 24	Land use of Sector-22, Sector-22E and part of Sector-24 (500 hectare named as Sector-24A) converted to mixed land use
37 th Board Meeting held on 31 August 2010	Sector-26B	Land use converted to institutional
37 th Board Meeting held on 31 August 2010	Sector-20	Land use converted to residential

Source: Agenda and minutes of meetings of Board of YEIDA and records of YEIDA

Proposals for the aforesaid land use changes were sent (September 2009 to September 2010) to GoUP by YEIDA. YEIDA, however, went ahead and launched various schemes for allotment of plots for specified land uses and allotted land under the said schemes without obtaining approval of GoUP for change in land use.

In its reply, YEIDA stated (November 2022) that the Board of YEIDA had approved the land use changes of the aforementioned sectors and correspondence was made with GoUP from time to time for approval of Master Plan. The fact that various schemes were launched under various land uses was also apprised to GoUP. It further stated that GoUP approved/recommended the Master Plan/Development Plan 2031 on 14 October 2011 which included the land use changes/land use determination of all sectors. Later, GoUP approved the Master Plan 2031 on 8 October 2013.

The reply corroborates the audit observation that YEIDA, in violation of GoUP orders, had allotted plots for various land uses before 8 October 2013 i.e., date of approval of Master Plan 2031 by GoUP.

Recommendation No. 4

YEIDA/GoUP may fix responsibility for allotment of plots for specified land uses without obtaining approval of GoUP for change in land use and take disciplinary action against responsible officials.

¹⁸ Named as Sector-22A.

Delay in finalisation of sector layout plans

2.5.4 After finalisation of Master Plan, YEIDA was required to prepare layout plans for each sector with provision of circulation system, open spaces and facilities.

Master Plan (Phase-I) 2031, for ease of implementation, proposed for development of the area in two stages - first stage up to 2021 and second stage up to 2031. The overall urban area proposed to be developed till 2031 was 24,739.01 hectare, of which 19,575.12 hectare was proposed to be developed till 2021. In the Master Plan (Phase-I) 2031, the total urbanisable area was divided into 52 sectors out of which area of 40 sectors was to be urbanised up to 2021. Out of above, YEIDA had finalised layout plans of 23 sectors till date (September 2022).

Audit observed that even after lapse of about nine years from the date of approval of Master Plan and after lapse of first stage of Master Plan, YEIDA had not prepared sector layout plans in respect of 29 sectors out of which 17 sectors were planned to be urbanised up to 2021. In absence of sector layout plans, YEIDA could not initiate development activities in such sectors.

In its reply, YEIDA stated (November 2022) that sectors are planned on the basis of factors like demand for various land uses, availability of land, *etc.* As and when there is demand for various land uses in the Master Plan area, sectors are planned. It further stated that due to court's stay orders land was not available. As the land became available, development works in already planned sectors are being executed and sectors are being planned adjacent to developed sectors.

The reply is not acceptable because finalisation of sector layout plans is part of planning and hence, should precede acquisition and development activities. The acquisition and development activities may be started by YEIDA after ascertaining demand for properties. Further, if sector layout plans are prepared in advance, it would facilitate early initiation of acquisition and development activities as and when required.

Delay in finalisation of Master Plan (Phase-II)

2.5.5 With an expected large-scale development and intended industrialisation along Yamuna Expressway, YEIDA decided (February 2011) to prepare Master Plan for its entire notified area in two parts, *viz.*, Phase-I (comprising of parts of Gautam Buddha Nagar and Bulandshahr districts) and Phase-II (comprising of parts of Aligarh, Mathura, Agra and Hathras districts).

For phase-II, four urban centres have been identified for urbanisation based on detailed land capability analysis. Master Plans of two urban centres, *viz.*, Tappal-Bajna urban centre and Raya urban centre only have been finalised by YEIDA till date (September 2022). The Master Plans of remaining two urban centres at Agra and Hathras have yet not been finalised. In absence of a duly approved Master Plan, unplanned and uncontrolled development and construction cannot be ruled out which may further hinder planned development activities as and when undertaken by YEIDA.

In its reply, YEIDA stated (November 2022) that while preparing Master Plan (Phase-II) it came to notice that some part of the notified area was overlapping

with notified/regulated area of other agencies¹⁹. Besides, some villages, the area of which was falling in the midst of the notified area, were not notified as industrial development area of YEIDA. Proposal for notification/denotification of such villages was sent (February 2014) to GoUP which has issued notification to exclude/ include area of such villages in November 2022. It further stated that action for finalisation of Master Plan (Phase –II) for entire area and Master Plans for urban centres proposed at Hathras and Agra and their approval by GoUP shall be taken at the earliest.

The reply is not acceptable because after YEIDA sent (February 2014) its initial proposal for notification/denotification, GoUP directed (October 2016, February 2017 and September 2021) YEIDA to furnish revised proposal/ complete details of villages. The final proposal for notification/denotification was, however, sent by YEIDA to GoUP only in May 2022 after which notification was finally published by GoUP in November 2022. Thus, the issue regarding notification/denotification of area overlapping with notified/ regulated area of other agencies was resolved only after inordinate delay of more than nine years since the issue was first discussed by YEIDA with the concerned agencies in January 2013.

Recommendation No. 5

YEIDA should finalise sector layout plans of remaining sectors and Master Plans of remaining urban centres at the earliest.

Conclusion

YEIDA executed development activities and allotted plots for various land uses in area of villages of Gautam Buddha Nagar and Bulandshahr districts which was part of NCR and classified as agricultural zone in the Regional Plan 2021 without obtaining prior approval/concurrence of NCRPB.

Further, YEIDA implemented Master Plan (Phase-I) 2031 without approval of NCRPB and changed land uses without obtaining requisite prior approval of GoUP.

YEIDA had also not yet finalised Master Plans of two urban centres and sector layout plans of 29 sectors.

¹⁹ Agra Development Authority, Hathras Regulated Area and Hathras Nagar Palika.