

CHAPTER II

Planning

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This chapter deals with the issues related to the conceptualisation and preparation of master plan along with its implementation for planned development of Ghaziabad.

***Audit Objective:** Whether adequate planning for development of notified areas was done and whether planning was done in conformity with the Regional Planning of National Capital Region.*

Brief snapshot of the chapter:

- The approval of National Capital Region Planning Board (NCRPB) was not obtained for Master Plan - 2021 of Ghaziabad Development Authority, though NCRPB envisaged (August 2003) requirement of such approval to achieve objective of harmonised and balanced development in the region as mandated in the NCRPB Act, 1985.
- The process for preparation of development plans was delayed and modalities were not established to accomplish the development plans.
- Targets for constructions of dwelling units for Economically Weaker Section, development of open area, park and recreational activities were not achieved and banks of Hindon river were not protected from unauthorised constructions.

2.1 Introduction

Under Section 7 of the Uttar Pradesh Urban Planning and Development Act, 1973, the objective of the Development Authority is to promote and secure the development of development area according to plan. The Act further envisages that the Development Authority shall prepare Master Plan (MP) and Zonal Development Plans (ZDPs) for the development area.

The development area of GDA falls within the ambit¹ of the National Capital Region (NCR), therefore, it was required to follow the regulatory framework for the development in NCR.

2.2 Regulatory framework

The National Capital Region Planning Board (NCRPB) Act, 1985 was enacted by the Government of India with the objective to constitute a Planning Board for preparation of a plan for the development of NCR² and for coordinating and monitoring the implementation of such plan and for evolving harmonized

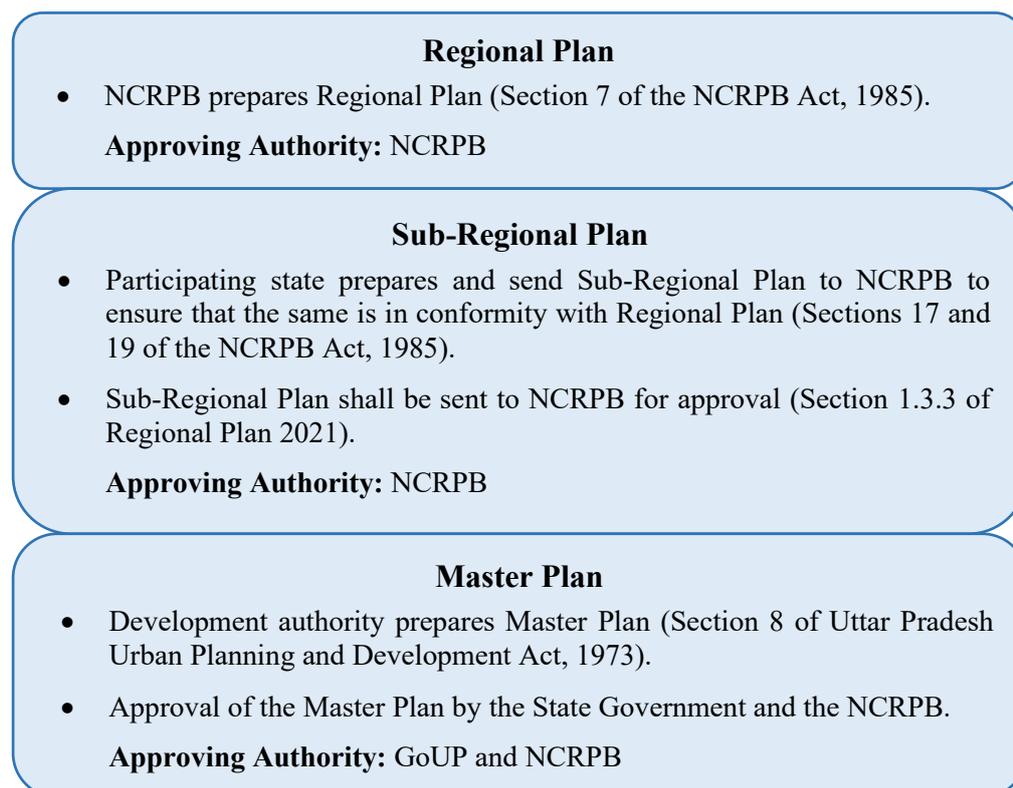
¹ As per Sections 2 (f) and 2 (g) of the NCRPB Act, 1985.

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

policies for the control of land uses and development of infrastructure in NCR so as to avoid any haphazard development of that region. The implementation of functions mentioned in this Act 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 (NCT) of Delhi are members. The composition of NCRPB is given in **Appendix-2.1**.

As per Section 7 of the NCRPB Act, 1985, NCRPB was required to prepare Regional Plan (RP) and to arrange for preparation of Sub-Regional Plan (SRP) by the participating States. Section 10 (2) of the NCRPB Act, 1985 provides that RP shall indicate the manner in which the land in NCR is to be used for various purposes by carrying out development thereon. Specific reservation of areas for various land uses of sub-regional importance are detailed in the SRPs which are to be prepared by the respective participating States. The Master Plan/Development Plans was to be prepared within the framework of Regional Plan and Sub-regional Plans so that Master Plan (MP) can be prepared in consonance with RP and SRP. The hierarchy of RP, SRP and MP is shown in **Chart 2.1**.

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



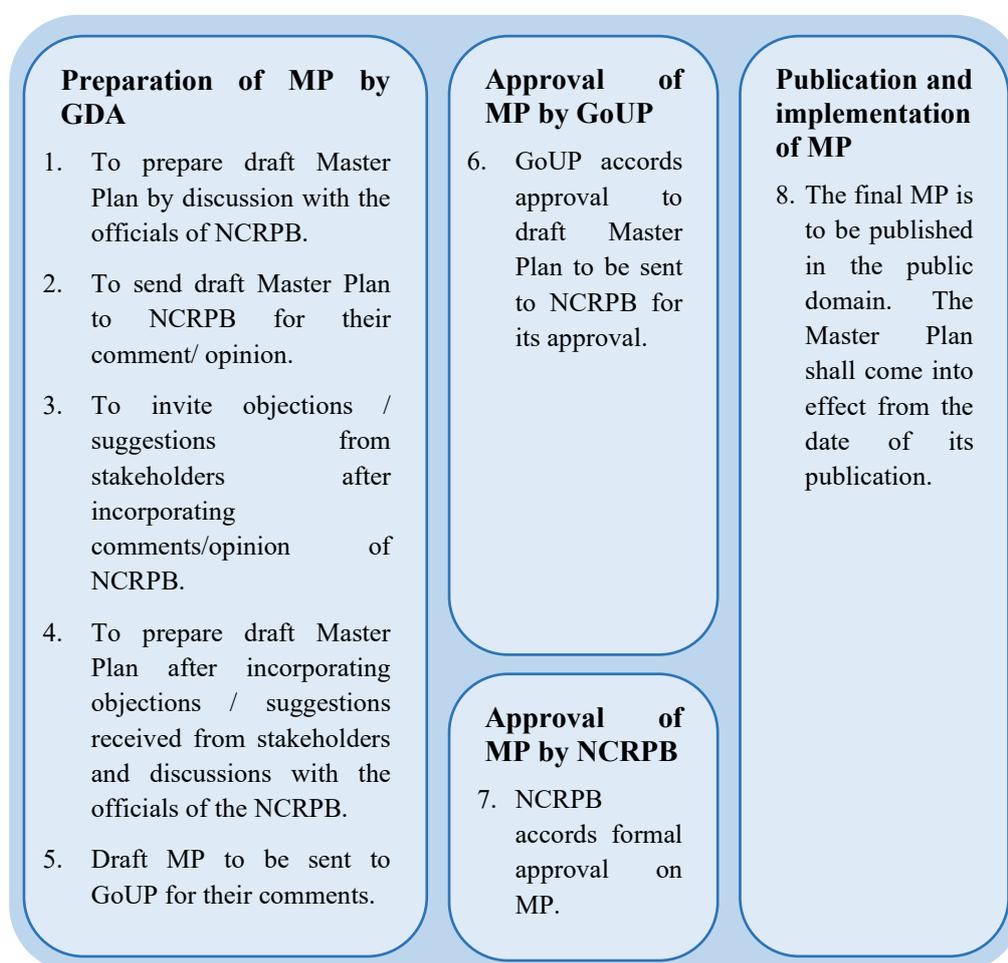
2.3 Master plan

Section 8 of the Uttar Pradesh Urban Planning and Development Act, 1973 (UPUP&D Act, 1973) provides that the Development Authority has to prepare a MP for development area. MP is a development plan which *inter alia* provides broad details of various land uses. In the MP, permissions for admissible ancillary/incidental activities would be provided on the basis of

zoning regulations mentioned in the master plan. It is a policy document to assess the physical requirement of probable forthcoming population consisting of road map for future development of the city. Further, the MP of Ghaziabad was to be prepared in conformity with the RP and should be approved by GoUP and NCRPB. While communicating the process for seeking inputs for preparation of MP for the Development Authorities in NCR area, NCRPB outlined (August 2003) that the Plan, after it has been cleared by the State level committee, would be referred to the NCRPB for formal approval of such plan by the NCRPB before its formal notification by the respective participating State Governments.

The process for preparation and finalisation of MP has been depicted in **Chart 2.2**.

Chart 2.2: Process of finalisation of Master Plan³



Audit noticed various discrepancies in planning/preparation of development plans for the development area of Ghaziabad which are discussed in succeeding paragraph:

³ UPUP&D Act 1973 and DO. No. K-14011/8/A/99-NCRPB dated 14-08-2003 of NCRPB

2.3.1 Preparation of two master plans without approval of NCRPB

Audit observed that GDA prepared two master plans (MP-2021 of Ghaziabad⁴ and MP-2021 for Modinagar) in the development area of Ghaziabad. The master plans (MPs) of Ghaziabad and Modinagar were approved by the State Government in July 2005 and August 2011 respectively. However, the required approval of NCRPB was not obtained.

Audit further compared the provisions of MP-2021 of Ghaziabad and that of Modinagar and found significant variations in respect of zoning regulations⁵ in two plans as detailed in *Appendix-2.2*.

The State Government replied (March 2024) that in view of future population projection and requirement for upgradation of development area and to ensure development work, land use and zoning regulation had been provisioned in the MPs, which have been approved by the State Government. The revised master plan 2031 of Ghaziabad, Modinagar, Muradnagar and Loni is in process of preparation under AMRUT Scheme. The State Government further added that Commissioner, National Capital Region (NCR), Uttar Pradesh has been nominated as ex-officio member of Board of GDA. The Commissioner NCR, Uttar Pradesh or its representative participates in each Board meeting to ensure that there was no violation of any provision of RP and SRP in the master plan/zonal plan.

The State Government, however, did not state the reason for preparation of two separate MPs for the development area of GDA. It also did not provide the reason for adopting two different zoning regulations in both the MPs. Further, in view of directions (August 2003) of NCRPB, approval of MP-2021 was required to be obtained from NCRPB despite representation of NCR cell in GDA Board meeting. In this context, Commissioner, NCR Cell had also clarified (January 2025) that the opinion of NCR cell Uttar Pradesh cannot be treated as the decision of NCRPB.

2.3.2 Construction without updation in MP-2021

GDA prepared a proposal for the construction of six lane Hindon elevated road at an estimated cost of ₹ 1,200 crore. The project was to start from NH 24 near Hindon-cut with one interchange proposed at NH 24 for the traffic entering from Delhi to Raj Nagar Extension Area. It was observed that GDA applied a loan amounting to ₹ 700 crore⁶ from NCRPB⁷. NCRPB approved the loan in February 2016 subject to three terms and conditions. One of the conditions was to update the master plan by the Authority so that the elevated road does not appear to be a project not being part of Master Plan. NCRPB further stated that the master plan specifies a 45 meter wide road with access to adjacent parts of the city, but the provision of 25 meter wide access controlled elevated road does not fulfil this requirement. However, despite the

⁴ Including notified area of Ghaziabad, Loni and Muradnagar

⁵ It is the process of making the permission of various activities/uses under the major land use zones responsive in the context of time and simplifying the permission process.

⁶ NCRPB released loan of ₹ 700 crore during August 2016 to March 2020 to GDA.

⁷ Rest amount was to be arranged by GDA.

directions of NCRPB, GDA did not update the MP-2021 of Ghaziabad by including the abovementioned works as of March 2024.

The State Government did not furnish specific reply and stated (March 2024) that Commissioner, National Capital Region (NCR) cell and their representative participates in every Board meeting of GDA. Further, keeping in view of traffic jam problem at that time, the proposal for construction of elevated road was approved by the Board which provided relief from traffic jam to the public. The State Government further added that the elevated road has been included in the revised MP-2031 (draft).

The reply was not tenable, as GDA carried out the work of construction of elevated road⁸ without including this under MP-2021 despite the direction of NCRPB, as a result the executed project of elevated road was not part of the approved MP-2021.

2.3.3 Provision of sewage treatment plant not done

To ensure development as per provision of RP/SRP-2021, the work spelt out in the plans (RP/SRP) were to be included in the MP-2021 of GDA for implementation.

Scrutiny of records revealed that three sewage treatment plants⁹ (STPs) were proposed (June 2013) for Ghaziabad in the functional plan of SRP-2021 at Karhaida, Morti and Bumheta. Audit, however, noticed that GDA neither included proposal of these three STPs in the existing MP-2021 nor constructed the STPs as of March 2022. However, eight STPs (at five other locations¹⁰) were under operation in development area of Ghaziabad.

The State Government in reply stated (March 2024) that the Authority has constructed STPs at Indirapuram, Govindpuram, Madhuban Bapudham, Rajnagar extension and Dundahera. The State Government also stated that apart from these, Ghaziabad Nagar Nigam, Uttar Pradesh Avas evam Vikas Parishad, UPSIDA as well as private developers had also constructed STPs. Thus, the Authority had acted according to NCRPB Act, 1985.

The reply was not tenable, as the State Government did not describe circumstances under which the three STPs mentioned in the functional plan of the SRP were neither included in the MP-2021 of GDA nor constructed.

2.3.4 Modalities were not established to accomplish objectives

To achieve the long term and short-term targets anticipated in the MP, it was imperative to define modalities to execute phase-wise physical and financial targets contemplated in the MP because projects mentioned in the MP were not only related to the functions of GDA but also related to the functions of other departments / agencies working in the development area of GDA.

⁸ Expenditure of ₹ 1,089.45 crore incurred as per utilization certificate (September 2020)

⁹ In Karhaida-44 MLD, in Morti-38 MLD and in Bumheta-60 MLD

¹⁰ Dundaheda (SBR type)-56 MLD, Dundaheda (UASB type)-73 MLD, Indirapuram (SBR type)-56 MLD, Indirapuram (SBR type)-74 MLD, Indirapuram (SBR type)-56 MLD, Govindpuram (SBR type)- 56 MLD, Madhuban Bapudham (SBR type - 56 MLD) and Noor Nagar, Rajnagar extension (SBR type - 56 MLD).

In MP-2021, physical plans and financial targets for the period of 20 years were planned and divided into four phases, viz., 2002-2007, 2007-2012, 2012-2017 and 2017-2022. Audit noticed that physical and financial targets (**Appendix-2.3 A & B**) were fixed in MP without ensuring any modalities to achieve/complete the objectives/projects envisaged in the MP. Further, no mechanism or strategy was designed to monitor the progress of activities carried out by GDA and other departments/agencies in alignment with the targets of MP-2021. As a result, the achievements *vis-à-vis* targets set in MP-2021 could not be ascertained.

The State Government in reply stated (March 2024) that in view of future population projection and requirement for upgradation of development area and to ensure development work, the Authority prepares Master Plan based on survey of land for residential, commercial, public and semi-public, entertainment, transport and communication, agriculture, etc., keeping in view the interest of general public. To ensure upgradation of developed area and execution of development work as per master plan, the Authority and other department/ institutions, viz., Uttar Pradesh Avas evam Vikas Parishad, Uttar Pradesh State Industrial Development Authority (UPSIDA), Municipal Corporation, Government Undertakings, institutions of Government of India, etc., execute development work in addition to private developers on their own land.

The reply of the State Government was not tenable, as MP is prepared for planned development of the development area and therefore, it was necessary for GDA to establish modalities by setting up period wise/year-wise targets envisaged to be achieved by all stakeholder departments and monitor these achievements periodically. In the absence of this, GDA was not able to get complete Management Information System (MIS) for effective governance, as elaborated in Chapters V and VII.

2.3.5 Delay in preparation

As per section 8 of the UPUP&D Act 1973, the Authority prepared MP-2001 for development area of GDA which was to remain effective till 2001. Therefore, new MP was required to be prepared and approved by the State Government by 2001.

Scrutiny of records revealed that Ghaziabad Master Plan-2021¹¹ was approved by GoUP in July 2005 and came into effect from same month. Further, MP of Modinagar-2021 was approved by GoUP in August 2011 and came into effect from September 2011. Thus, the MPs were approved and came into effect after the delay of more than four to ten years.

The State Government stated (March 2024) that Ghaziabad Master Plan-2021, Modinagar/Muradnagar and Loni Master Plan-2021 was prepared for the period up to 2021. However, any master plan would be considered effective until it was repealed by the State Government or new/revised/amended master plan has not legally been implemented.

¹¹ Ghaziabad, Loni and Muradnagar

The reply of the State Government was not tenable, as the MP should be approved timely keeping in view to complete the projected development for the entire period of MP. MP-2021 of Ghaziabad aimed for providing development work in four phases in which the first phase was to be implemented during 2002 to 2007 which could not commence in time.

2.3.6 Annual plan not prepared

Urban Development Plans Formulation and Implementation Guidelines (UDPFI) were framed by Ministry of Urban Affairs & Employment, Government of India (GoI) in 1996 providing a framework for plan preparation and implementation process. As per guidelines, urban planning system includes a set of four inter-dependent plans: (a) a policy oriented, long term (20-25 years) Perspective Plan; (b) a comprehensive, medium-term (five years) Development Plan formulated within the framework of the Perspective Plan; (c) An Annual Plan for resource mobilisation and implementation of the Development Plan; and (d) Plans of Projects/Schemes for execution of the Development Plan.

To ensure planned development, a MP-2021 of Ghaziabad was approved in 2005 consisting of road map for future development of the city in the next 20 years during 2002-22. The proposed plan was divided into four phases of five years, viz., 2002-07, 2007-12, 2012-17 and 2017-22.

Audit observed that GDA prepared Annual work plan in the form of annual budget. However, no details regarding inclusion of the works proposed in MP-2021 were mentioned in the annual budget. Pertinently GDA did not have status of implementation of MP-2021, except status of land use and construction of EWS dwelling units which have been discussed in paragraph 2.5.1 and 2.5.4.

The State Government did not provide specific reply to the audit observation and stated that MP-2021 came into force in the year 2005 with the approval of the State Government. To ensure upgradation of developed area and execution of development work as per future population projection and requirement for upgradation of development area as per MP-2021, the Authority and other department/ institutions, viz., Uttar Pradesh Avas evam Vikas Parishad, UPSIDA, Municipal Corporation, Government Undertakings, institutions of Government of India, etc., execute development work in addition to private developers on their own land.

2.4 Zonal development plan

As per sections 9 and 10 of UPUP&D Act, 1973, simultaneously with the preparation of the MP or as soon as may be thereafter, the Authority shall proceed with the preparation of zonal development plans (ZDPs) for each of the zone into which the development area was to be divided and get it approved by the State Government. Further, GoUP also directed¹² to all the Development Authorities to prepare ZDPs on priority basis.

¹² August 2006 and August 2016.

GDA prepared ZDP of zone-1 which was approved by State Government in February 2015. The audit findings in deficiencies in preparation of ZDPs are discussed in succeeding paragraphs:

2.4.1 Partial preparation

The development area of Ghaziabad is divided into eight zones, Therefore, ZDPs were to be prepared for each zone by GDA simultaneously or immediately after preparation of MP-2021. Further, MP-2021 of Ghaziabad came into effect in July 2005.

Audit noticed that GDA submitted ZDP of only one zone (Zone-1) in December 2014 to GoUP having area of 2,800 hectares, which was six *per cent* of total development area (45,200 hectare) of GDA. Thus, ZDP of Zone-1 was submitted by GDA to the State Government after delay of more than nine years¹³, which was approved by GoUP in February 2015. Further, GDA did not prepare ZDPs of remaining seven zones having area of 42,400 hectares (94 *per cent* of total development area of GDA) till March 2022, despite repeated directions issued by the GoUP. Audit did not find any record of GDA related to the reason for delay in preparation of ZDP of Zone-1. Audit further noticed that GDA executed development works in all eight zones without preparing ZDPs.

The State Government stated (March 2024) that after implementation of Ghaziabad Master Plan-2021, GDA prepared zonal plan of Zone-1 in the year 2015 out of zones identified under Master Plan. At present, the revised Master Plan-2031 is being prepared under AMRUT Yojana, in which zonal plans for the remaining seven zones would be prepared as per rule.

2.4.2 ZDPs not in consonance with Master Plan

The MP of the development area is a basic framework for development of city, and ZDPs were to be prepared in consonance with MP.

Scrutiny of records revealed that ZDP of Zone-1 included land use which were not in consonance of MP-2021, as detailed in *Appendix-2.4*. The land use which fell under green belt, river front development, park/open space, residential, etc., in MP-2021 were proposed in ZDP for other activities in view of present utilisation status of these areas. However, MP-2021 was not revised to the extent of this revision which led to incongruence between MP-2021 and ZDP of Zone-1. Thus, land use was changed in ZDP of Zone-1 without revision of MP-2021, which violated the provision of UPUP&D Act, 1973 and instructions of State Government.

The State Government in reply stated (March 2024) that in view of future projection of population and requirement for upgradation of development area and to ensure development work by the Authority, land use and zoning regulation was provisioned in the master plans, which is approved by the State Government. To execute planned development within the development area,

¹³ Coming into effect of master plan.

master plan/zonal plan is prepared as per the provisions contained in Uttar Pradesh Urban Planning and Development Act, 1973. Further, the zonal plan of Zone-1 was prepared in the view of the needs of public and as per standard and government orders, which was approved by the State Government in the year 2015.

The reply of the State Government was not tenable, as modifications in land use through ZDP, without bringing revision in the MP, was not appropriate from the point of view of integrated planning of the city.

2.5 Implementation of land use

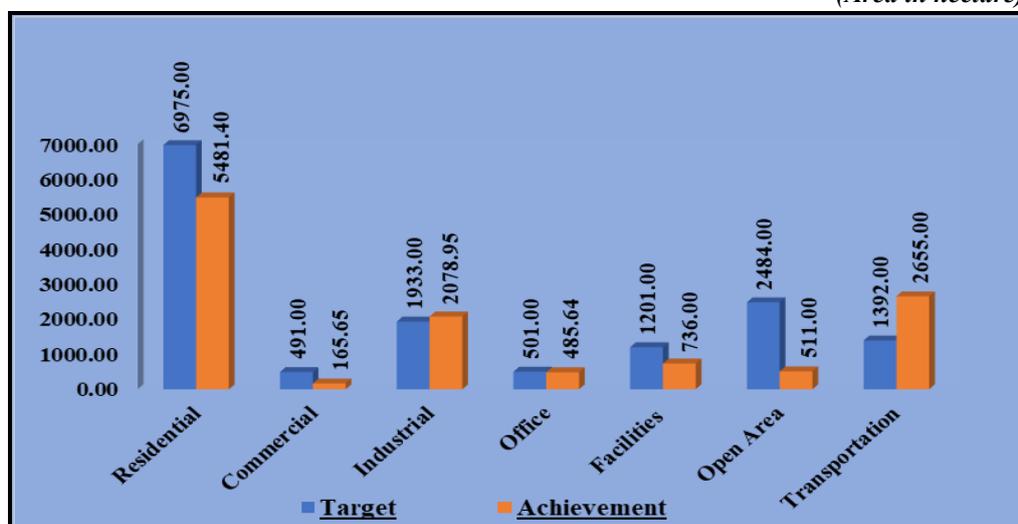
2.5.1 Achievement *vis-à-vis* targets

MP-2021 of Ghaziabad prescribed land use for development area of Ghaziabad for different activities on the basis of future needs of projected population.

Audit noticed that GDA could not adhere to development of the proposed land use in the development area as per MP-2021 of Ghaziabad. The category-wise planned land use in terms of area as projected in MP-2021 of Ghaziabad and the actual development are depicted in **Chart 2.3** and the details are given in *Appendix-2.5*.

Chart 2.3: Details of proposed *vis-à-vis* actual land use

(Area in hectare)



(Source: MP-2021 of Ghaziabad and draft MP-2031¹⁴ of Ghaziabad)

It is evident from the above chart that there was shortfall in achievement of targets for development of open area/park/entertainment area (79 per cent), commercial (66 per cent), Public and Semi-Public facilities (39 per cent), residential (21 per cent) and office (three per cent). However, in case of industrial and transportation activities, GDA overachieved the targeted development. Overall, there was shortfall in developing land by 2,815 hectares (18 per cent) as against target to develop 15,554 hectares under MP-2021.

¹⁴ As per Draft MP-2031, the data was of the period up to the year 2020 based on information collected by the consultant for the preparation of draft master plan.

The State Government stated that (March 2024) to ensure development work according to the targets given in the master plan, in addition to the land acquired by the Authority under the development area, private developers and other departments/institutions, viz., Uttar Pradesh Avas evam Vikas Parishad, UPSIDA, Municipal Corporation, Government Undertakings, institutions of Government of India, etc., execute development works according to the master plan. However, the State Government did not elaborate the reason for underachievement in development of targeted land use as per MP-2021.

2.5.2 Standard of quality life

Ghaziabad city has developed as a significant area for residential use due to its proximity and high land prices in Delhi. Therefore, inclusion of parks and open areas for recreational activities was essential for creating vibrant, healthy and sustainable communities. Open area, parks and recreational area are essential requirements for planned development of city to provide quality life to residents of the city.

The achievement regarding residential activities and parks, open area and recreational activities during implementation of MP-2001 and MP-2021 are depicted in **Table-2.1**.

Table 2.1: Status of category-wise land use during MP-2001 and 2021

Particulars	Master Plan 2001			Master Plan 2021		
	Proposed (in hectare)	Achievement (in hectare)	Achievement (in per cent)	Proposed (in hectare)	Achievement (in hectare)	Achievement (in per cent)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Residential	4287.51	4670.00	109	6975.00	5481.40	79
Parks, Open and recreational places	1561.13	399.50	26	2484.00	511.00	21

(Source: Master plan 2021 and draft Master plan 2031 of Ghaziabad)

It is evident from Table 2.1 that in residential land use activity, GDA achieved 109 *per cent* against the target proposed for MP-2001 and 79 *per cent* against the target for MP-2021. However, in park, open space and recreational places land use activity, GDA neglected the importance as the achievement of the development work under this category of land use was only 26 *per cent* and 21 *per cent* for MP-2001 and MP-2021 respectively. These facts were also discussed in the Board meeting of GDA (November 2018) wherein GDA in its agenda stated that the biggest problem in the implementation of the master plan comes in the development of master plan roads, open spaces and green belts. However, there was no policy prescribed in master plan for development of open space.

Audit further noticed that due to short achievement in development of area for park, open space and recreational places the average open area for per

thousand population¹⁵ decreased to around 2,812 sqm against the standard of 8,094 sqm envisaged in MP-2021 leading to less average availability of open space for clean and healthy environment. Thus, GDA could not harmonise development of parks, open area and recreational land use along with residential land use to provide quality life to the citizens.

The State Government in reply stated (March 2024) that provisions of residential and park/open space as per norm were ensured in maps of developed schemes of the Authority and schemes of private developers at the time of approval of maps as per land use in MP, zonal plan and layout plan.

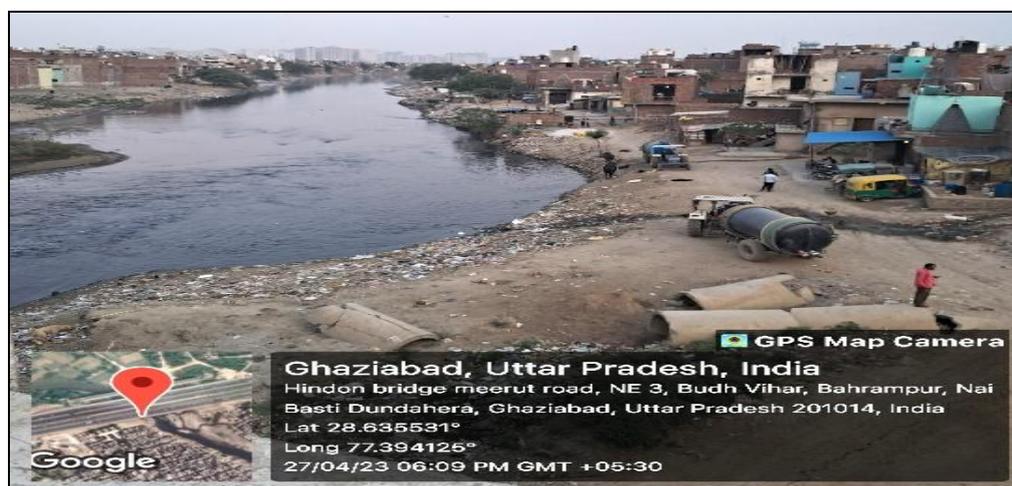
Fact remains that GDA could not achieve the targeted percentage of land use for park/open space in its development area of GDA as compared to developing residential lands.

2.5.3 Green belt not conserved and protected

According to MP-2021 of Ghaziabad, the area upto 200 meters from the banks of river Hindon is reserved as protected area and no construction work of any kind is permitted in that area. Further, GoUP instructed (March 2010) all the Development Authorities that the land use of flood plains zones along the rivers should be kept as green belt in MP and to ensure that no construction work of any kind should be allowed in this area.

Audit noticed that the bank of Hindon River was densely populated due to unauthorised construction of residential settlement as depicted in **Photograph 2.1**.

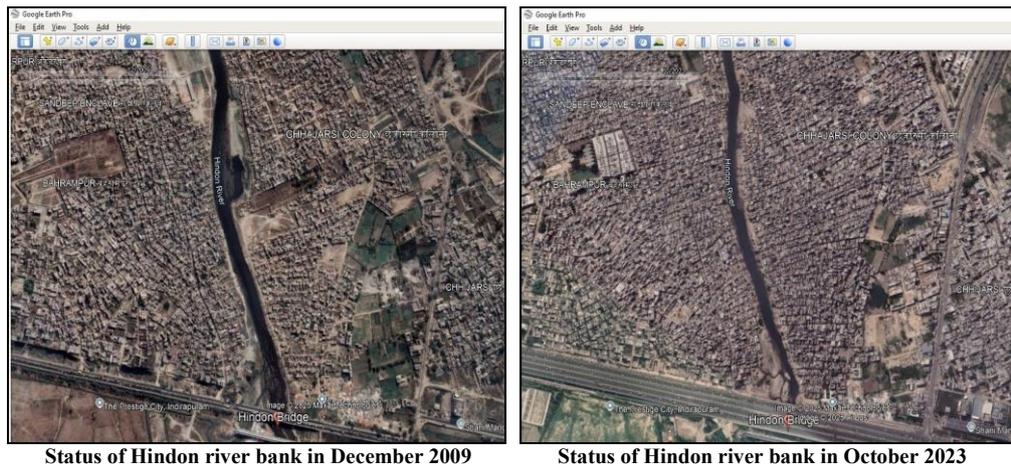
Photograph 2.1: Illegal residential settlement along bank of Hindon river



Further, satellite images of Hindon river also show that its banks are lined by dense population and the construction works increased even after the issuance of Government order (March 2010), as depicted in **Photograph 2.2**.

¹⁵ Population of 23 lakh was estimated for developing land use in Master Plan 2021 of Ghaziabad. The computation of average availability in park/open space has been computed in audit considering development of 79 per cent residential land (i.e., for development of 79 per cent of 23 lakh population = 18.17 lakh population)

Photograph 2.2: Satellite images of Hindon river and unauthorised residential settlement



It is evident from the above images that there was illegal development along the river banks of Hindon. Hence, GDA should have prepared action plan for implementation of provision of the MP to maintain green belt near protected area of river. Scrutiny of records revealed that no action plan was prepared by GDA to prevent constructions along with shifting/removal of illegal development on both banks of the river.

The State Government in reply stated (March 2024) that to conserve Hindon River, no construction is allowed in the protected area of about 200 meters on both sides of the river as per MP-2021. Government further stated that action is taken by Enforcement section of GDA in case of illegal construction activity. State Government also stated that since the submerged area of banks of Hindon River comes under the jurisdiction of Irrigation Department, therefore, action on illegal construction has to be taken by the Irrigation Department.

The reply of the State Government was contrary to the reply (June 2023) of concerned Division of the Irrigation Department in which it had been stated that as per GO, the notified area falls under the jurisdiction of Ghaziabad Development Authority, Municipal Corporation Ghaziabad and U.P. Industrial Development Authority and only non-notified area falls under the jurisdiction of Irrigation Department.

Fact remains that no action was taken by the State Government on the illegal construction executed on the banks of Hindon river within 200 metre as mentioned in the MP.

2.5.4 Projected housing need not achieved

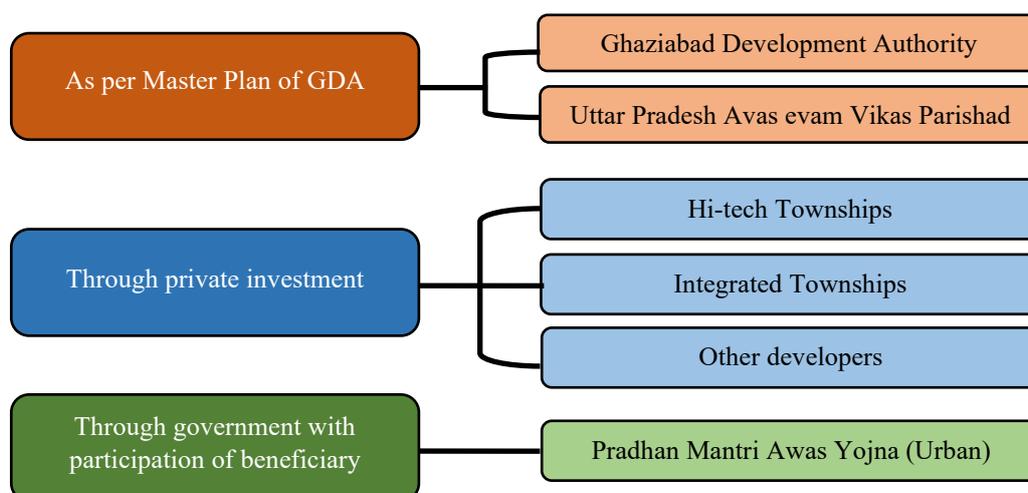
The residential need for the estimated population of Ghaziabad was assessed in MP-2021. GDA estimated requirement of 4.60 lakh residential units upto 2021, out of which 2,93,950 units of various categories¹⁶ were required to be developed during implementation period of MP-2021. Further, MP-2021 proposed to construct at least 5,000 units per year to achieve the targeted

¹⁶ For EWS-1,02,882, for LIG-88,185, for MIG-73,488 and for HIG -29,395.

1,02,882 units of EWS. GDA and Uttar Pradesh Avas evam Vikas Parishad Ghaziabad (UPAVP) were to perform major role to achieve the target as envisaged in the MP-2021.

Further, GoUP also made arrangements for construction of EWS units through Hi-tech Township policy 2007, Integrated Township policy 2005, Housing Policies 2011 & 2013¹⁷ and under Pradhan Mantri Awas Yojna (Urban) (PMAY-U) 2015. Thus, the construction of EWS dwelling units was executed in the development area of Ghaziabad by three arrangements as given in **Chart 2.4**.

Chart 2.4: Arrangement for construction of EWS dwelling units under development area of GDA



As per target set in MP-2021, at least 25,000 EWS¹⁸ dwelling units were required to be constructed during 2017-22, against which only 2,768 EWS¹⁹ dwelling units were constructed by GDA and UPAVP. Further, 7,192 EWS²⁰ dwelling units were constructed/under construction by private developers and PMAY (Urban). Therefore, a total of 9,960 EWS dwelling units were constructed/under construction in the development area of GDA during 2017-22, which was only 40 *per cent* of target set in MP-2021 for this period.

The State Government in reply stated (March 2024) that according to Housing Policies/Township Policies issued by the Government/Housing Schemes run by the Central Government, EWS houses have been constructed by the Authority. Under Pradhan Mantri Awas Yojana, 53,329 EWS and 3,496 LIG dwelling units are being constructed by Ghaziabad Development Authority. Apart from the above, EWS buildings have also been constructed by Uttar Pradesh Avas evam Vikas Parishad and private developers. Thus, EWS buildings have been constructed as per the instructions and demand. The State Government further stated that in case of MP-2021, the EWS buildings are constructed by the Authority to achieve the targets provided by the State

¹⁷ At the rate of 10 *per cent* of total constructed units under the approved schemes.

¹⁸ GDA did not provide progress of construction of EWS units against 1,02,882 unit, therefore audit commented only on the period covered during 2017-22.

¹⁹ 464 EWS dwelling unit by GDA and 2,304 dwelling units by UPAVP.

²⁰ 1,391 EWS by private developers under Hi-tech and Integrated Township scheme and 5,801 EWS units under PMAY (U).

Government from time to time. In case of private investments, the Authority issued completion/partial completion certificate only after ensuring 10-10 *per cent* LIG/EWS buildings in respect of total units constructed in the scheme and in case of PMAY, the targeted units were not constructed due to un-availability/dispute on land and expensive cost of land and construction.

To sum up, MPs-2021 were approved with a delay of more than four to ten years without adhering to prescribed guidelines and without ensuring modalities to accomplish development plan. Further, GDA did not prepare zonal development plan of seven out of eight zones covering development area of the Ghaziabad. The zonal development plan of Zone-1 was prepared/approved with a delay of nine years, which also did not conform to the MP-2021 of Ghaziabad.

GDA did not follow the instructions of NCRPB to update its MP-2021. GDA did not take any action to include STPs in its MP for ensuring construction of STPs as per functional plan of SRP-2021.

During implementation stages, GDA did not achieve land use development targets as provisioned in MP-2021 except industrial and transportation activities. Further, lack of adequate development of park/open space compromised led to less availability of such area as compared to envisaged standards to the residents. GDA failed to prevent construction in the flood plain zone of Hindon river. The targeted EWS dwelling units were not achieved.

Recommendation 1: *The State Government should ensure timely preparation and approval of Master Plan in conformity with the provisions of National Capital Region Planning Board guidelines, corresponding Regional Plan and Sub-Regional Plan. Further, modalities to execute phase-wise physical and financial targets contemplated in the Master Plan needs to be prepared and approved.*

Recommendation 2: *The State Government should ensure updation of the Master Plan when change occurs in development work.*

Recommendation 3: *The State Government should ensure strict action for conservation of flood plain zones of the Hindon river in the development area of Ghaziabad Development Authority and develop green belt and parks as per the Master Plan.*