Chapter 4

Delhi

4.1 Introduction:

Delhi, a metropolitan city and capital of India, is area wise largest and population wise the second largest city in India. With a population of 16.75 million [4] in 2011, the city is the seventh-largest city in the world. Delhi is also known as the National Capital Territory of Delhi.

Though it is not certain; but some historians are of the view that it has been named after King Dhillu who was of Mauryan dynasty and build the city in 50 BC. [5]. Some scholars think that the name has been derived from Dehali, an altered form of Dehleez, the Hindi word for threshold. It denotes the city as a entry to the Indo – Gangetic plains.

In Delhi, there are two entirely different cities. On one hand is old Delhi which was the capital in the Islamic rule and is tangled with narrow lanes and dilapidated havelis and mosques. On the other side, is new Delhi built by the British which has spacious, tree lined avenues and large government buildings.

A number of ancient monuments, museums and art galleries are scattered all over the city. Besides, it has busy market and business destinations and many centres for promotion of art and culture. Its lengthy history and historical association as the capital of India has influenced its culture and a large number around 3650 monuments and archaeological sites exist here which belong to different period and
kings who ruled over it. These sites and monuments include temples, mosques, tombs, churches, cemeteries, forts, palaces, step-wells, rock-cut caves, and secular architecture as well as ancient mounds and sites which represent the remains of ancient habitation [9].

Delhi has always been in the centre of political activities. In Mahabharata period also it was capital of Pandavas and known as Indraprastha. Delhi is one of the longest serving Capitals and one of the oldest inhabited cities in the world [5]. It became the capital and seat of the Union Government in 1947 after India gained independence.

Total area of the National Capital Territory of Delhi is 1483 square kilometers [4]. With the rapid pace of urbanization and growth of urban population, the rural population and rural area is continuously decreasing as confirmed by successive Census Reports. Due to the rapid urbanization, the rural area of Delhi has come down and the number of villages has declined from 300 in 1961 to 112 in 2011. [3]

The rapid population increase has raised density of population to 11297 persons per square kilometers in 2011 [4]. The focus on the education sector has improved literacy rate and as per the census of 2011 it was 86.34 percent and the sex ratio was 866. Delhi has a strong and vibrant economy. Gross State Domestic Product (GSDP) at current prices was 310736 crores in 2011-12. [3]

**4.2 History:**

Delhi has a very long history and it has been the capital of various kingdoms and empires. It has been taken into control, looted and rebuilt several times, particularly
during the medieval period. Interestingly, a number of Delhi’s rulers played a dual role, first as destroyers and then as creators. According to the history, city was built and destroyed seven times at different sites. Though settlements have been taking place in Delhi for millennia; there is no record to stand by that claim.

Delhi is generally considered a close to 5000-year old city, as per Ancient Indian text “The Mahabharata” since the first ever mention of the city is found in this religious scripture[5]. Therefore, except the scripture, archaeological evidences to book the city’s Ancient history are as good as nothing. As a result, Delhi’s Ancient history finds no records and this period may be regarded as the lost period of its history. It is considered that the city has been constantly populated since the 6th century BC [5].

The historian reference to ‘Delhi’ was actually made in 1st century BC when Raja Dhillu built a city near Qutab Minar and named it after him. Delhi got different names Delhi, Dehli, Dilli and Dhilli.

King Anangpal, a Tomar Rajput king, established a first city near Qutab area in 11th century AD and named it as Lal Kot. The second city was constructed by Alla-ud-din Khilji at Siri.

Tughlakabad, the third city, was established by Ghyuas-ud-din Tughlak. The fourth city was founded by Sultan Mohammad-bin-Tughlak as Jahanpanah which was near Qutab Minar. The fifth city of Delhi was founded by Firoz Shah and named it Ferozabad which was located in the vicinity of the present day Firoz Shah Kotla.

Mughal Emperor Humayun built sixth city in the area which is considered to be the site of ancient city Indraprastha. Emperor Shah Jahan built Delhi’s seventh city Shahjahanabad which is now called old Delhi [5].
Extensive coverage of Delhi’s history begins with the onset of the Delhi Sultanate in the 12th century and it had been under the Islamic rule for over seven centuries.

The British captured Delhi in 1857 and the capital was shifted here in 1911 from Kolkata and established New Delhi, the eighth city, to the south of the old Delhi around 1920. It was a small town with a population of 0.4 million that time [1]. Delhi’s population started increasing with the shifting of Capital.

4.3 National Capital Region:

The population of Delhi started increasing tremendously around the year 1951. Migration of people from various states has been the main reason for this phenomenal growth. With the growing population; the congestion and shortage of civic amenities has also increased. The problem of land, housing, transportation and other essential requirements such as electricity, water, sewerage would become more acute with the further growth of the city.

Keeping in view these concerns the need for planning the city in regional context was felt and in 1956 it was suggested that planned efforts must be made to decentralize the amenities so that the population may settle down in the outer part of Delhi as well as in the adjoining areas.

It has been given the special status of National Capital Region (NCR) under the Constitution of India’s 69th Amendment Act of 1991.

The total area of National Capital Region (NCR) is around 33500 Square Kilometers spread over the states of Uttar Pradesh, Haryana, and Rajasthan and National Capital Territory of Delhi[6].
The four constituent Sub-Regions of NCR are given below:

**Table 4.1**

**Sub-Regions of National Capital Region**

<table>
<thead>
<tr>
<th>Sub-Region</th>
<th>Districts in the Sub-Region</th>
<th>Area in Square Km.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Haryana</td>
<td>Faridabad, Gurgaon, Mewat, Rohtak, Sonepat, Rewari, Jhajjar, Panipat and Palwal</td>
<td>13,413</td>
</tr>
<tr>
<td>Uttar Pradesh</td>
<td>Meerut, Ghaziabad, Gautam Budh Nagar, Bulandshahar and Baghpat</td>
<td>10,853</td>
</tr>
<tr>
<td>Rajasthan</td>
<td>Alwar</td>
<td>7,829</td>
</tr>
<tr>
<td>NCT of Delhi</td>
<td>NCT of Delhi</td>
<td>1,483</td>
</tr>
</tbody>
</table>

a) together constituting about 40% (13,413 square kilometers) of the Region;
b) constituting about 32% (10,853 square kilometers) of the Region;
c) The Rajasthan Sub-Region comprises of Alwar district constituting about 23% (7,829 square kilometers) of the Region; and
d) The NCT of Delhi constituting about 5% (1,483 square kilometers) of the Region.
4.4 Governance:

With the declaration of Delhi as Capital of the India in place of Calcutta by the British Government on 12 December 1911, Delhi Tehsil and area under the Police Station of Mehrauli was separated from the Province of Punjab and Delhi was declared as a separate Province. Its administration was given to the Commissioner of Delhi. On 1st October 1912, Sonepat Tehsil and major part of the Ballabhgarh Tehsil were transferred to Rohtak District and Gurgaon District of the Punjab Province. In 1915, about 65 villages of Ghaziabad Tehsil under the Meerut District, known as Shahdara zone, were merged within the Delhi Province[3].

Thereafter Delhi was governed till 1950 by Chief Commissioner, Delhi. A committee, chaired by Dr. B. Pattabhi Sitaramayya, was set up on 31st July, 1947 to study and
report on constitutional changes in the administrative structure of the Chief Commissioner’s Provinces which included Delhi. Based on the Committee’s Report, the Constituent Assembly agreed to incorporate Articles 239 and 240 in the constitution to allow Part-C states functioning through a Chief Commissioner or Lieutenant Governor. Delhi became a Part-C state in 1951 with a Council of Ministers and a Legislature [3].

The States Re-organization Commission, set-up in December 1953, recommended that Delhi, as the National Capital, must remain under the effective control of the National Government. It also suggested the formation of the Municipal Corporation of Delhi (MCD). Accordingly, the Council of Ministers and Legislative Assembly of Delhi ceased to exist from November 1, 1956. Delhi, as a Union Territory was administered thereafter by the President of India through a Chief Commissioner appointed under Article 239 till the Delhi Administration Act 1966 came into force [3].


The Delhi Administration Act 1966 was enacted by Parliament to provide for limited representative government for Delhi with the creation of a Metropolitan Council comprising 56 elected and 5 nominated members. An Executive Council was also constituted by the President. Four Executive Councillors, including the Chief Executive Councillor, were appointed by the President. Delhi’s administrative set-up has seen another change through the 69th Constitutional Amendment by way of insertion of Article 239 AA and the passage of the “Government of National Capital
Territory of Delhi Act, 1991”. This Act, which came into force in January 1992, provides for a Legislative Assembly and a Council of Ministers to aid and advice the Lieutenant Governor [3]. The President appoints the Chief Minister and six other Ministers on the advice of the Chief Minister. The Act provides for a 70-member Legislative Assembly with powers to make laws on matters contained in the State and Concurrent list as applicable to the Union Territory, except for those relating to Public Order, Police and Land. The first Legislative Assembly under this Act was constituted after elections in 1993. [3]

The governance in Delhi is not simple due to multiplicity of agencies[2]. Delhi is governed by four institutions. The elected government, the Lieutenant Governor, the Municipal Corporation of Delhi, which is under the control of Ministry of Home Affairs and the DDA which is controlled by the Union Ministry of Urban Development. The Lieutenant Governor apart from exercising powers in the reserved subjects i.e. 'public order', 'police' and 'land' also exercises functional powers concerning 'transferred' subjects under various enactments [2]. Although technically a federally administered union territory, the political administration of the NCT of Delhi today more closely resembles that of a state of India, with its own legislature, high court and an executive council of ministers headed by a Chief Minister. New Delhi is jointly administered by the federal government of India and the local government of Delhi, and is the capital of the NCT of Delhi.

4.4.1 **Union Government:**

The governance in Delhi is not like as in other states. Some of the important issues are under the direct control of the Union government such as land, police and public order [2]. Central Government enjoys almost total control over Municipal Corporation by
exercising power in as many as 57 sections and sub sections of the DMC Act. The funds to the municipal corporations are also provided by the central government; therefore, it has a dominant position and control in the matters related to the municipalities.

The New Delhi municipality, the seat of power of the central government is also under the direct control of the central government.

The development and management of land in Delhi is primarily with Delhi Development Authority which is under the control of Ministry of Urban Development Government of India. In the New Delhi area the land belongs to Land and Estate department of the central government. The Lieutenant Governor of Delhi is the Chairman of the Delhi Development Authority. Though, the board of DDA has some members of the legislative assembly and councilors of municipalities as its member, but the city government does not have any say in the day to day functioning of DDA as well as the matters related to the land. The Master plan of the city is prepared by the DDA but the elected government is hardly taken in loop while deciding the matters.

The elected government of Delhi does not have any control on the police force of the city. It is under the Ministry of Home Affairs of the Government of India. The Chief of Delhi Police reports to Lieutenant Governor.

Delhi Metro Rail Corporation is also a joint venture of the central government with the government of Delhi and the central government has an upper hand in the matters related to its governance. Earlier, Delhi Transport Corporation, an entity for road transportation, was also with the central government but later it was handed over to the state government [3]. The central government body Central Public Works
Department takes care of the civil and other works in the establishments of the central government.

4.4.2 Government of NCT of Delhi:

The present set up of the National Capital Territory of Delhi came into force with the passage of the “Government of National Capital Territory of Delhi Act, 1991” which came into force in January 1992. The first Legislative Assembly under this Act was constituted after the elections in 1993.

The Government of Delhi is the governing authority of the National Capital Territory of Delhi. It consists of an executive led by the Lieutenant Governor of Delhi, a judiciary and a legislative. The present Legislative Assembly of Delhi consists of 70 Members of the Legislative Assembly (MLA). The head of state of Delhi is the Lieutenant Governor of Delhi, appointed by the President of India on the advice of the Central government. The Chief Minister of Delhi is the head of government and is vested with most of the executive powers. All the issues except public order, police and land, are taken care of by the Government of NCT of Delhi.

With the new administrative set-up in Delhi, a number of other changes have followed, such as the transfer of the Delhi Transport Corporation from the Central Government to the Delhi Government. Similarly, the Delhi Electricity Supply Undertaking was re-organized as the Delhi Vidyut Board (DVB) and then unbundled into six companies. The Delhi Water Supply and Sewage Disposal Undertaking has been re-organized into the Delhi Jal Board (DJB)[3]. In place of the single district that existed in Delhi, 9 districts with 27 sub-divisions have been created in January 1997.
Government has created two more Districts in 2012 and now there are 11 Districts with 33 sub-divisions in NCT of Delhi. Taking into account the magnitude of the work relating to rehabilitation of J.J. cluster households, provision of Civic Services in J.J. clusters and slum areas, management of night shelters to take care of shelter-less persons in Delhi, Govt. of NCT of Delhi constituted Delhi Urban Shelter Improvement Board (DUSIB) in place of Slum Wing of MCD, which was not able to meet the requirement of the jobs assigned to it[3].

4.4.3 Municipalities:

The capital of India was shifted to Delhi in 1911 by the British and a new city to the south of the old Delhi was established. The first municipality in Delhi was formed in 1913 and its name was Imperial Delhi Committee which went through various names and forms and has finally been named as New Delhi Municipal Council[1]. The second municipality was Delhi Cantonment Board which was established in 1914 under the Ministry of Defence as a local body[7]. Municipal Corporation of Delhi came in existence in 1958 with the passage of DMC Act by the parliament of India prior to that Delhi Municipal Committee was the principal municipal body[1].

Govt. of NCT of Delhi restructured the Municipal Corporation of Delhi by trifurcating it into three Municipal Corporations i.e. North Delhi Municipal Corporation These 3 Municipal Corporations were formed with the conduct of Municipal elections in April 2012 [3]. Therefore, the number of municipalities in Delhi has increased to five. Besides providing basic civic services the municipal corporations are running health services, dispensaries, schools, maintaining parks, community halls and baratghars, maintaining roads and drainage system etc. All the municipalities collect tax on
properties and other services as applicable under various enactments. Now, all the
three municipal corporations have Mayors, Deputy Mayors, Chairman Standing
Committees and Chairman for the committees formed for wards and other issues.

a) North Delhi Municipal Corporation:
This municipality covers the North, North-West and Central areas of Delhi and
consists of 104 municipal wards.

b) East Delhi Municipal Corporation:
The area of East Delhi Municipal Corporation covers East and North-East parts of
Delhi. It consists of 64 municipal wards.

c) South Delhi Municipal Corporation:
The area under the jurisdiction of the municipality covers South, West and South-
West (excluding Delhi Cantonment area) parts of the Delhi. It also has 104 municipal
wards.

d) New Delhi Municipal Council:
New Delhi Municipal Council finds its roots to 1911 when the capital of India was
shifted from Calcutta to Delhi. The NDMC area comprises of the territory that has
been described as Lutyen’s Delhi and which has historically come to be regarded as
the seat of Government of India. It comprises of important buildings like Rashtrapati
Bhawan, Parliament House, Supreme Court, North and South Blocks and all the
diplomatic missions which function as territorial entities under the sovereign
jurisdiction of their Flag States. The government of India is nearly the sole landowner
and also owns about eighty percent of the buildings in the New Delhi Municipal
Council area [10]. Private ownership of property in this area is marginal.
e) Cantonment Board:

The Delhi Cantonment was established in the year 1914 under the Ministry of Defence as a local body. Till Feb 1938, the Cantonment Board Delhi used to be known as Cantt authority. The area of the Cantonment is approx. 10,521 acres. As per census 2011, the population of the Cantonment is 1,16,352 (Provisional). Presently, the Cantonment is governed by the Cantonments Act, 2006 and various Policy letters and Instructions of the Ministry of Defence, Government of India issued from time to time. Though the Board functions as a local municipal body, yet it is under the administrative control of Directorate General Defence Estates, New Delhi and Principal Director, Defence Estates, Western Command, Chandigarh[7].

The main function of the Delhi Cantonment Board is to look after proper delivery of civic services to the public. These services include water and electricity supply, education, roads, birth and death registrations, public health, street lightning and fire fighting.

4.5 Urban Development:

Delhi became of focus of government activities after the British shifted their capital here in 1911. Initially Northern Ridge was planned as the capital city but later it was decided to be near Raisina Hills. Renowned town planners Edward Lutyens and Herbert Baker planned the city of New Delhi in 1912. In 1912 a tiny Nazul office having 10-12 employees was established in Collectorate of Delhi. This was the first authority to regulate the planned development of the city. In 1937 Nazul office was
upgraded to Improvement Trust, constituted under the provisions of Provinces Improvement Act 1911 to control building operations and land usage [5]. After independence in 1947, the migration of public to Delhi increased and Delhi Improvement Trust and Municipal Corporation could not full fill the requirement of the housing needs of the people. Delhi Development Authority in its present form came into existence on 27\textsuperscript{th} December 1957. Since then it is the responsibility of DDA to develop the city in a planned way. The first master plan for Delhi was promulgated in 1962 with perspective up to 1982. The master plan has been modified from time to time and presently it has been amended with perspective up to 2021. Besides providing plots and flats for residences; DDA has also provided commercial, institutional and industrial spaces.

4.6 Law and Order:

The maintenance of Law and Order in Delhi is under the Union Home Ministry. Delhi Police is main agency to maintain law and order in the national capital. Delhi Police comes under the control of Union Home Ministry. The Lieutenant Governor of Delhi exercises administrative control on the city police force. Delhi Police has its origin in a small security force, established in 1803, under the Assistant of British Resident to the Mughal Imperial Courts. Founded in 1861 after the adoption of the Indian Police Act, Delhi Police remained a part of the Punjab Police until India gained independence in 1947. It was re-organized in 1966 following which four Delhi Police divisions were created[8]. It is headed by the Police Commissioner, an officer of Director General of Police (DGP) rank. With a total strength of more than 80,000 personnel, Delhi Police is one of the largest metropolitan police in the world. Delhi,
being the capital of India, is the centre of wide range of political, cultural, social and economic activities. The Delhi police have to play a number of roles for maintenance of law and order which include following:

a) Investigating crimes  
b) Controlling criminal activities  
c) Protection of women  
d) Control traffic problem 

4.7 Conclusion:

Delhi is a historical city which had been ruled by many powerful kings and emperors. It finds mention in the ancient epic Mahabharata when it was Indraprastha, the capital of Pandavas. Delhi has seen political disturbances for more than five centuries. It has been under the rule of various kings who were both Indian Hindu Kings and foreigner invaders. It is considered that the city has been built and destroyed seven times. It became a part of British rule in 1911 and they shifted their capital from Kolkata to here. In 1947 it was declared the capital of India after gaining independence from the British rule.

Delhi has multiple authorities hence the governance here is a complex issue. Land, public order and police are under the direct control of the central government. Besides, the central government almost enjoys control on all the municipalities through various enactments. The elected government looks after rest of the functions of the state. Delhi is the centre of media activities and all the leading national and regional newspapers, magazines and electronic media have their presence here.
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