

## URBAN VILLAGES AND LAL DORA AREA IN DELHI NATIONAL CAPITAL REGION, INDIA - A DILEMMA OF PLANNING

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**Abstract:** *In recent times the densely populated Asian countries like China and India nurture the concept of Urban Villages that emerge as cases of many constraints and few opportunities. China sees Urban Villages as effective areas for redevelopment inside the core urban areas of Beijing and Tianjin (Bertaud, 2012) to maintain the greeneries and the old features. In India, there are certain pockets of old villages in the heritage sites, viewed as unfortunate creators of great confusion for the city planners. Ancient Delhi that witnessed quite an evolution and expansion of its aerial stretch into the agricultural fields of the villages. Lutyens's Delhi viewed old Delhi's heritage rural sites limited by a red line popularly named Lal Dora back in the decade of 1908-09. From then onwards the region had been kept untouched with cafes and boutiques coming up and old residents living uncomfortably there. This paper is a so far untold saga of changes, alterations and planning in the Lal Dora region which has been characterised by mixed commercial land use and few employment*

*opportunities. Haphazard layouts, narrow lanes, lack of sewage facilities, inadequate water supply make the existing 135 urban villages in the Lal Dora sites of Delhi quite a source of distress living. This paper highlights some of many planning measures that have been adopted in this region which are inclined towards satisfactory living experiences altogether.*

**Key words:** *Lal Dora, Urban Villages, Heritage Sites, Delhi Development Authority, Abadis, Phirni, Residential Colonies*

## **1. INTRODUCTION**

The red line or the red string or locally called term Lal Dora was first coined during the colonial era in India in the year 1900 and eight years after the region was consolidated by the department of revenues and taxation. These were the villages or rural settlements with heritage sites located within the urban settlements in the name of urban village (GOI,2017). With the passage of time, rapid urbanization called for city planning, where much of the land areas within the red string or the Lal Dora were lost and brought under haphazard housing activities. Thankfully the Delhi Master Plans and associated planning machineries argued in favour of saving and nurturing these villages for the history to narrate its own story. Theoretically, urban villages may be defined as comparatively a new thought of introducing the ideas of sustainable development ideologies in urban activities where characteristics of rural areas may

be maintained in the backdrop of urban settlements (Mare, 2005). Until 1966 there was quite a meagre rise in the number of small urban settlements in Romania, where many villages were included in the urban settlement areas which lost their identities; in this context, later the villages were brought under the names of county for the sake of sustainability (Bendek, 2006). Whampoa Village, was a typical historic harbour village with traditional buildings and halls which has been known for waterways connecting Whampoa Stream to the Pearl River which had been now maintained aesthetically for tourism and leisure purpose (Xiao, 2015). As urbanization continues to alter and rigorously change the global land and culture-scape, safeguarding our past with great archaeological values becomes a necessary task especially in densely populated Asian countries. Governments' though play crucial role and duties to conserve the cultural heritage amidst the tough challenges of its efforts of development (Zhang, 2023). It has been rightly remarked in the year 2018, that homes in the urban heritage villages of Delhi were not only of four walls rather community, its rituals and ceremonies and the monuments of the 14<sup>th</sup> century. Urban Villages in China is generally believed to be existing in the outskirts of its Metropolitans,

mostly surrounded by closely built urban structures and services (Chauhan, 2018). This has been considered unique in China mostly inhabited by the poor and manual labourers and characterized by quite a chaotic arrangement of infrastructures, spaces, social issues with super density of population (Zhou, 2014). Growth is unidirectional as it supports majorly the financial achievements of economy but development adheres to not only growth, but also optimal changes in various social and demographic characteristics. The purpose of development is not only an acceleration of the living qualities of the population, and creating or expanding multifaceted income opportunities for them while enhancing the local regional income with conservation drives for the existing land uses. But it becomes challenging when there strikes quite an imbalance in the middle of every planning. Historical evidences often show the commonest form of expansion of cities into its nearby villages, hamlets, gardens and country-sides, that may not be ‘beautiful’ always (often ugly actually) as such changes are always abrupt and rigorous. Often traces of villages, hamlets or other heritage sites of settlements keep appearing in the continuous built-up area of the city region. A disruption, an irregularity, a ‘disturbance’ an ‘other area’

or a remnant part and even ‘something’ out of place, whatever name is given to the urban village causes quite a deal of mismatches with the present attempt of sophisticated planning (Meulder & Shannon, 2014). Urban Villages indeed should be treated with significant weightage given by the administrative policy makers, city planners, architects, city-designers and developers with the opinions from the dwellers to ‘maintain’ them as treasures of sustainability and rich heritage foot-prints (Duany, 2003). The western countries like USA and UK may maintain such Urban villages as a sustainable planning concept that may be regarded as a self-contained regional unit termed ideal for mixed land user, characteristics, walkable neighbourhoods, close-knit co-operation between residents. It has been also mentioned that it is quite to tackle the complexity of urban village as the very discussion demand multifaceted approaches towards culture (Wang, 2021). In this context, it may be said that the developing countries, located in Asia witness rapid socio-economic transitions not only in the peripheries but also within city. The unique and site-specific development trajectories witnessed by Urban Villages in different parts of the world had already generated diverse ranges of state responses and a great deal of dilemma. States

of America where such settlements were visualised as an ideal format to support compact, mixed use and walkable neighbourhoods. However, for densely populated countries of Asia, like China and specifically India, village units within cities that however have existed miraculously always face the threat of evacuation in the name of redevelopment, overlaps, encroachment of urban areas into their ‘unique’ existences (Report, 2020). The condition of the Urban Village *Nangal Thakran* deteriorated over the decades owing to the unfortunate case of lush green fields transferred gradually to cramped residential areas, with poor drainage and lack of agricultural fields and other basic amenities, as elaborated by Devinder Singh, a 65-year-old resident (Butani, 2021). In Czech República, especially after the first and second World War (especially after the velvet revolution in 1989) many chateaux, buildings and monuments, came under the supervision of the National Heritage Institute, for better management and conservation (Goryczková, 2024). The medieval urban fabric of Arabian cities are always great places of heritage tourism where not only the monuments, but the entire region remain worth viewing and thus maintenance should be prioritised (Shehata, 2022). Both the

historians and city planners agree that generally the Indian historical sites have been neglected even in the most thoughtful processes of urban development and growth. Degenerated and haphazard physical environment, poor economic conditions and disputes regarding land holdings and ownership often make the attempt of maintenance of land under heritage sites slow and unfruitful. One such example is the often talked about Nantou Ancient City of China with a rich historical background of almost seventeen hundred years. The region is mostly populated by low-income migrant population living in haphazard residential sites with little or no scope for heritage protection attempts. It faces quite a huge setback to conserve the history, and re-built what have been damaged that too in the place which is given by a matrix of its population belonging to various income group, the space, the infrastructure that need immediate attention and many more to actually categorise, confirms Holmes, 2021. It has been mentioned also that, conserving the heritage sites in urban landscape has to be done very cautiously, as issues of displacement of people and land encroachment may affect the development efforts for the present and of course the past (Sharma & Tochhawng, 2024). Development in Lal Dora region as outlined by

Gupta, 2014, had witnessed several types of intertwined problems of haphazard colonies, mixed and unfinished land use categories, ill-maintained relics and overall encroachment of the outsiders. Infact very recently, the government of Haryana has initiated registration of land within the Lal-Dora areas in the year 2024 (GOH, 2024). The Urban Villages of India more particularly in Delhi National Capital Region, had been characterised by unregular development, sprawling urban characteristics which have been yet not brought under suitable planning activities due to land disputes and illegal activities (Harekrishna, 2021). In the article, *when heritage is rural*, it has been aptly pointed out that China in recent times, is attending towards old villages which have built heritage and ancient territories altogether (Pola, 2019). As these discussion proceeds, this paper deals with few research questions that may be answered eventually. Firstly, the urban village concept has different meaning and approaches in different geographical locations and here the paper focusses on urban village of Delhi which have rich heritage importance. An urban village in the capital city of densely populated Asian country that too with archaeological assets have to be clearly studied in the context of planning. Secondly, the Lal Dora region of

Delhi comes often in the headlines of urban encroachments, disputes of ownership and government policies. The region remains of great interest for the city planners and thus it was necessary to highlight the policies, the problems, the previous literatures, the global examples comprehensively for the ready reference.

## **2 LITERATURE REVIEW**

It has been found that the term urban village was first put forward in England in the late 1980s in order to explain the existence of rural land use amidst urban built-up areas or heritage sites where growth of urbanization is still not in pace or deliberately restricted creating quite a concern for the city designers. It was viewed previously meant to be a place where the local population reside peacefully with their primary occupation in a well-guarded locality where pollution and encroachment would be the lowest in UK (Franklin & Tait, 2002). Such framework in urban development often ‘viewed’ these urban villages as nice examples of conservation amidst the city buzz, that are often targeted for rigorous abolishment and eradication policies (Kochan, 2015). Chng and Narayanan mentioned aptly that in certain conditions, the participation of the people who are directly and partially involved in these urban heritage sites should be useful for the sake of two reasons. Firstly, the protection and maintenance of these sites may be

handled sympathetically by these local residents of the sites and secondly, these initiatives should be promoting sustainable economic growth not immediately but over the passage of time. The George Town, Penang, Malaysia is a rich heritage site where traditional and modern approaches are maintained for the conservation of the past as listed by UNESCO using traditional construction methods while introducing contemporary planning techniques of GIS mapping (Logan, 2012). Rapid urbanization in China since the middle of 1980s also gave birth to irregular development (or non-development?) of Urban Villages called Chengzhongcun. It has been narrated in the story of Parkdale, Toronto where early decades of 19th Century witnessed abrupt growth of politically independent suburbs and urban fringes, which also in the later periods of industrialization viewed haphazard sprawl and growing slums, heritage sites are neglected (Whitzman, 2009). Later, when urbanization took unprecedented pace, some places remained 'unchanged' either through governmental initiatives or planning indecisiveness or simply due to certain land disputes (Figure 1).

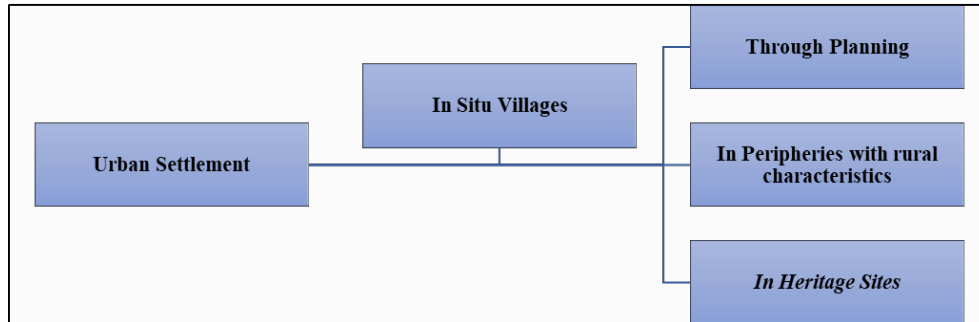


Figure 1: Urban Settlements: Growth in Various Directions

Source: As computed by the author

The British city planning board prioritised the urban villages in their nation-centric policies in the late 20<sup>th</sup> century. They also were part of the city-hinterland with strong identities of being rural. These villages within urban-scape are considered to be thing of the west and not so common in Asian cities. The cities which huge scarcity of space and land for expansion urban villages are surely a far cry. For India especially after the partition of Bangladesh and Pakistan, when the migration of people towards cities where at its peak, maintaining villages within cities became quite challenging. Delhi being the capital of India could not afford to maintain the villages conceptually along with the heritage sites and encroachment were common. Additionally, as a reference the city of Zanzibar, popularly known as Stone Town, in Tanzania may be mentioned here where the newer buildings are encouraged to be built with coral stones and lime mortar

(Myers, 2016). Many houses in these regions are so haphazardly built and that too without any building codes and regulations which had complicated the methods of new urban planning methods (Kumar & Singh, 2024). The residents have various types of occupations stationed in the Lal Dora region ranging from agriculture till retailing activities for which they are quite unwilling to relocate. It is conventional to believe that to preserve the villages within cities, planning should involve the government agencies and the end users which means the residents in one hand and the department of archeology and the veterans of historical studies in finding ways to conserve the 'heritage' and 'a piece of village' at the same time. However, change of 'land use' in the name of redevelopment and overlap of urban and rural components in the Urban Villages should be strictly condemned, believe the Urban Designers with great aesthetic inclinations. Schlager's used a method of land use planning that elaborated his ideas of urban geography for striking balance of rich urban past and the growing needs of the city dwellers. In urban theory, an urban village is a site which has mediumly dense housing and signs of good environment both in infrastructure and public utilities. These rural units within cities are indeed good examples of sustainable urban development efforts altogether. They are characterised by:

- Reducing the use of motor vehicles and promote cycle paths and walk-ways
- Offering an enjoyable neighbourhood in these villages where people work, enjoy and recreate together whole heartedly
- Enhancing a strong community feeling and interaction-based association for the villages to be continue

Bandung city which is situated in Indonesia is considered to be one of the densest cities in the country, especially in the region of Java islands that largely face the problem related to complex demography, space, land use and water supply. Infact it is a city of clusters of urban villages originated out of the down-town locations. (Beta, 2010) The continuous inflow of migrants which gradually altered the social and economic backdrop of the city witnessed quite an interesting kaleidoscope of culture. In such situation, it is quite challenging to sustain the villages within the urban settlements. The villages which existed into the continuous built-up area of the urban settlements carried memories of the past and what remained disturbing was the gradual encroachment of urban components and haphazard land use into the regions. The decision should be very much based on the approach either to consider the regions within Lal-Dora as rich fabric of legacies or wipe away every such features of the erstwhile capital of Mughal dynasties and

think afresh. Likewise, the village of Koliwada (a quiet fishing village of 20th Century) near Dharavi of Mumbai or Aldona in Goa are the examples of such old rural units within the urban settlements. It is also useful to distinguish between 'urbanized village' and an 'urban village'. An urbanized village is a socio-logical process where the 'designs' of urbanism is adopted that also witnesses a steady change of rural components to urban ones, based on population, its size, occupation, service activities and infrastructures (Mehra, 2005). On the contrary, an Urban Village is actually a rural settlement that has been caught in the process of growing of urbanization with hardly any way to return or move forward. The settlements which are now depicted Urban Villages existed very much before any kind of planning interventions. Each time the planning proposals came in, Delhi NCR started implementing the same without the Urban Villages. They were termed protected habitation lands with little or no political and governance structures. Infact in the year 1962 only 20 villages were declared Urban Villages but now the figure has increased to 135 and also while these villages were given the status of urban under the Section 507 of Delhi Municipal Corporation Act, the region within the red string or the Lal Dora ceased to exist. Indeed, the committee for urban planning strongly felt the need of resisting reckless waves of urbanization in Delhi

but also couldn't oversee the primary advantages of such process of urbanization. However, the 'pockets of peculiar land use' like Urban Villages, Unauthorized Colonies, Slums and JJ Clusters and the Heritage Cities should be protected and redeveloped at the same time with wider street patterns, clean and decent spaces of living along with ample commercial spaces retaining their green characters for aesthetic purposes and conservation. The designated areas marked as Lal Dora that include heritage sites as well, in Delhi had been given separate status of land use which would be prevented from alterations of land use for the heritage conservation attempt (FF, 2019).

### **3. METHODOLOGY**

The methodology part of the study paper included three phases. First phase was the most extensive phase which encompassed studying, examining and going through the reports, plans, drafts, different historical documents, gazetteers which mentioned Lal Dora areas of Delhi, vividly and even extensively or simply had the mention on the term. It was essentially a time-consuming phase which repetitively and quite often modified the terms like Lal Dora and urban village and that too in the Indian geographic situation.

The second phase included analyzing the quantitative data which were mostly for the metropolitan planning purpose including the Census data. Such numerical data needed to be analysed for the sake of understanding few demographic parameters for the understanding of the study area.

The third phase was a compilation of the first and second phase which encompassed the understanding of the areas under Lal Dora and the changing terminologies based on Delhi planning initiatives over the years. The study found that with the passage of the time, the city planners prioritize the very existence of the region marked under Lal Dora as marked since the British rule but also, calls for time to time management of the region to avoid displacement and silent encroachment.

However, while working on the paper, few advantages were realised; one of these was, understanding that studying an area like a heritage site is interesting, multifaceted, and thrilling too. Infact, the historical significance, the region that tells stories and unveils many incidents that happened in the past in the present-day conjecture. Needless to say, the study enriched the knowledge of history, planning, space, administration in the common platform of Indian culture. This sometimes appear complex to bring into a

single article with a fixed time frame, but such studies are always worth experiencing for the researcher.

#### **4. STUDY AREA**

The earliest settlements within the Lal Dora region of New Delhi was Siri built as a military camp during the Alauddin Khalji dynasty that was constructed during the early 14<sup>th</sup> Century along with a water reservoir named Hauz-i-Khas, to supply water to the soldiers, which at present remains as relics and that need to be preserved most importantly (Dandona & Balani, 2019). As discussed earlier, the land for village *Abadis(settlements)* of Delhi was demarcated way back in the age of British rule, and was not assessed for any kind of land revenues. However, the area outside the Lal Dora region was brought under revenue system. Such provision was further extended by the Purab or East Punjab Holding under the act of Consolidation and Prevention of Fragmentation in the year 1948. Again in 1952, the villages beyond the red boundary were consolidated as the extended Lal Dora area (previously known as *Phirni*) which were given separate *Khasra* numbers in revenue records. New Delhi being the political capital of India has an area of 1485 square kilometres inclusive of its region, (termed as National Capital Region) and its unprecedented growth has

posed quite a challenge for the urban planners to accommodate the people and their living places (Table 1a and 1b). The evolution of Urban Villages has been attempted as below;

<b>Table (1a): Evolution of Urban Villages, Delhi NCR</b>		
<b>Year (As on)</b>	<b>Urban Villages</b>	<b>Rural Villages</b>
1980	111	258* (156 of Delhi Tehsils and 102 of Mehrauli Tehsils)
2006	145	209
2019	214	-
2020	362	-

<b>Table (1b): Village and Town Types in Delhi NCR (1981)</b>			
<b>*The 258 Village settlements included (1981 Census):</b>	<b>Categories</b>	<b>Number</b>	<b>Population</b>
	Census Towns	27	>5000
	Large villages	46	3000-5000
	Medium villages	40	2000-3000
	Small Villages	128	<2000
	Deserted	17	No Population

	villages		
<b>TOTAL</b>		<b>258</b>	

The village settlements belonged to the Tehsils of Delhi and Mehrauli, of which 156 belonged to Delhi and the remaining were included in the tehsil of Mehrauli. Of such 258 Village Settlements, further changes were made by the Delhi Development Authority in the year 1985(Figure 2);

#### Delhi City and its Jurisdictions (1985)

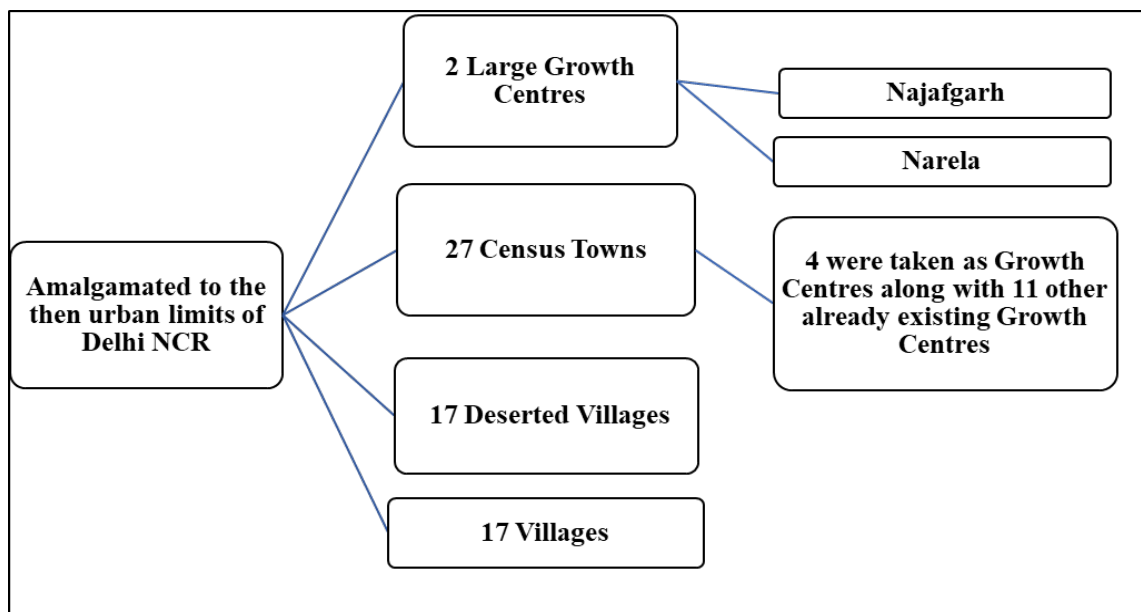


Figure 2

Thus, the Delhi Metropolitan Region included, (as per DDA guidelines back in 1985):

- 15 Growth Centres

- 33 Other Growth Nodes
- 147 Villages of typical rural characteristics

## 5. DEMOGRAPHY

**Table 2: Z Score Analysis of Population Distribution in Urban Villages (152) in Delhi NCR-2011**

Levels of Population Concentration	Ranges of Scores	Urban Villages	No.
Very Low	(-0.50- (-1.00)	Pur Delhi, Asalat Pur Khawad, Deorala, Badar Pur Khaddar, Badar Pur Majra Burari, Surakh Pur, Baqar Garh, Qullak Pur Delhi, Nanak Heri, Sarang Pur, Saoda, Shah Pur Garhi, Kharkhari Rond, Ghalib Pur, Hasan Pur, Kankar Khera, Kharkhari Jatmal, Kharkhari Nahar, Garhi Rindhala	19
Low	0.00- (-0.50)	Rasool Pur, Jhuljhuli, Qazi Pur, Sunger Pur Delhi, Garhi Khasra, Mohd. Pur Remzan Pur, Chand Pur, Pindwala Khurd, Zind Pur, Budhan Pur, Rewla Kham Pur, Badhosra, Darya Pur Khurd, Salem Pur Majra Burari, Daulat Pur, Shahpur Pur, Jhatikra, Sher Pur, Garhi Mendu, Singhola, Salah Pur Majra, Tigri Pur, Jat Khor, Salah Pur, Chatesar, Madan Pur Dabas, Khampur, Bihari Pur, Khera Dabar, Neel Wal, Punjab Khor, Sharmas Pur, Iradat Nagar alias Naya Bans, Samas Pur Khalsa, Kureni, Mundhela Kalan, Raota, Shikar Pur, Gadal Pur, Malik	91

		<p>Pur zer- Najafgarh,Pansali,Taj Pur Khurd,Akbar Pur Majra,Holambi Kalan,Hamid</p> <p>Pur,Lampur,Hareoli,Singhu,Katwaria,Pindwala Kalan,Pindwala Kalan,Surera,Nangli Poona,Mungesh Pur,Jhangola, Hiranki, Palla, Satberi,Qutab Pur,Goela Khurud, Bodh Pur Bija Pur,Mamoor Pur, Taj Pur Khan, Nizam Pur Rashid Pur,Baqiabad,Kangan</p> <p>Heri,Bazidpur Thakran,Sultanpur Dabas,Holambi Kalan,Ochandi, Jaffarpur alias Hiran Kudna,Rani Khera,Goman</p> <p>Hera,Dera,Paprawat, Ujwa,bankauli,Jonti,Ladpur,Isa Pur,Mukhmel Pur,Saba Pur Delhi,Tukhmir Pur,Mitraon,Jaffar Pur Kalan,Bakkar Wala, Jagat Pur Ilaqa Delhi,Chandan Hola, Darya Pur Kalan,Bhor Garh and Dhansa</p>	
Moderate	0.00-0.50	<p>Raj Pur Khurd, Kotla Mahigiran, Qutab Garh, Barwala, Ibrahim Pur, Shakarpur Bamed, Mandi, Khera Kalan, Tilang Pur Kotla, Shafi Pur Ranhola, Maidan Garhi, Quadi Pur, Khan Pur Dhan, Tikri Khurd, Chilla Saroda Khaddar, Saidabad, Raja Pur Khurd, Bakhtawar Pur, Mohammed Pur Majri, Fateh Pur Beri</p>	20
Slightly High	0.5-1.00	<p>Mubarak Pur Dabas, Nab Sarai, Saba Pur Shahdara, Dindar Pur, Bapraula, Aya Nagar, Tikri Kalan, Jharoda Kalan, Dichaon Kalan,</p>	10

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Name and Family Name

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		Kusum Pur	
Moderately High	1.00-1.50	Kamal Pur Majra Burari, Karala, Malik Pur Kohli alias Rag Puri, Aali	4
High	1.50-2.00	Mukund Pur, Nangli Sakrawati, Moradabad Pahari, Nilothe, Jat Pur, Chhatarpur	6
Very High	2.00-3.00	Nithari	1
Extremely High	>3.00	Mandoli	1

Source: Provisional population Totals, Census of India: Delhi NCR,2011

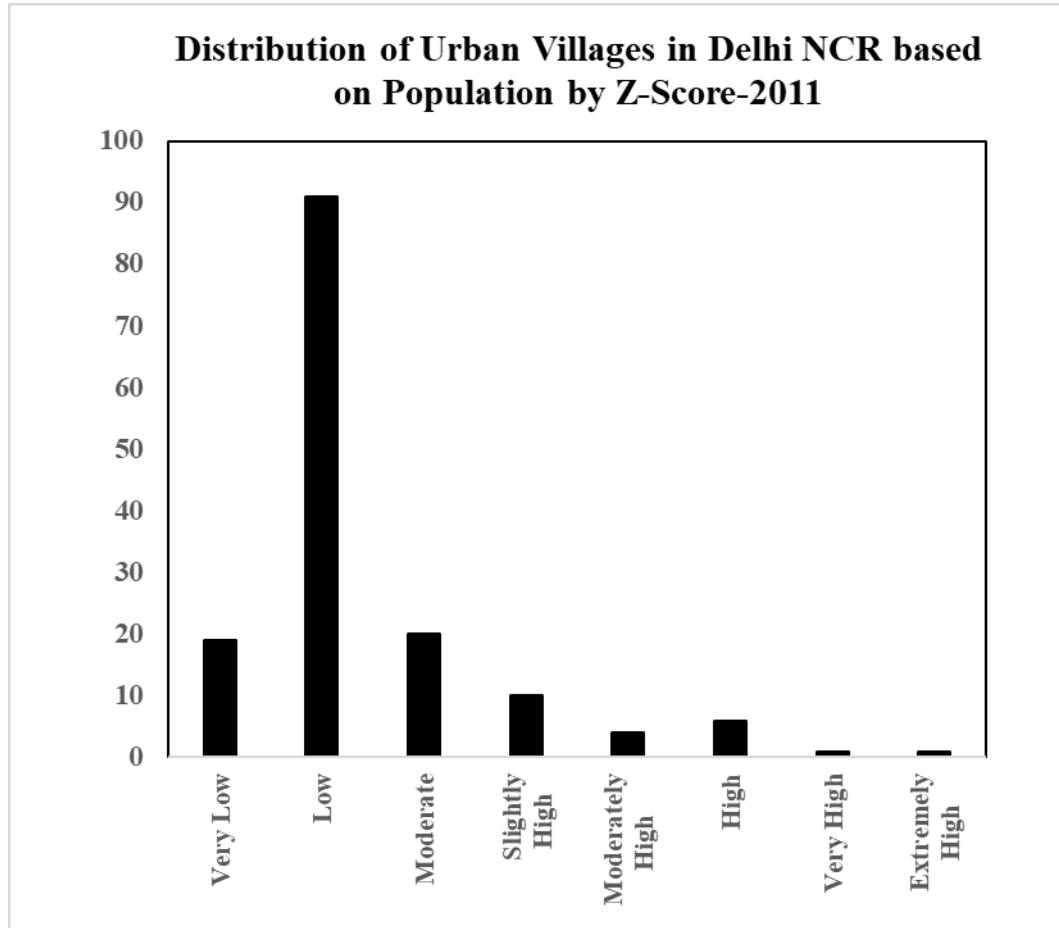


Figure 3

Source: Demographic Profile, Census of India: Delhi NCR, 2011

The city faces dilemma and confusions in this regard; as the Urban Villages are treasured by all but lack unfortunately, the basic necessities. The Urban Village named Mandoli is heavily populated as compared to the mean value, followed by Nithari. Most of the Urban Villages are categorized low as

compared to mean (Table 2, Figure 3). This becomes contradictory as major his becomes contradictory as majority of Urban Villages record ‘low’ concentration of population deviated from mean and standard deviation, but very few are heavily populated for which separate planning is required.

## **6. PLANNING FOR LAL DORA**

As discussed earlier the word red string or the red line (*Lal Dora*) was used in 1908, while planning for the land use categories in Delhi NCR. The region restricted from urbanization was meant to maintain its rural characteristics; settlement at its core, surrounded by Phirni or extended settlement areas surrounded by land under agriculture and livestock farming (Figure 4). Back then, such areas were demarcated literally by a red string to delineate the heritage sites with rural set up. Since then, the region has witnessed dilemma and indecisiveness as far as planning is concerned.

### **Laldora Area and its Neighbourhood-A Schematic Concept**

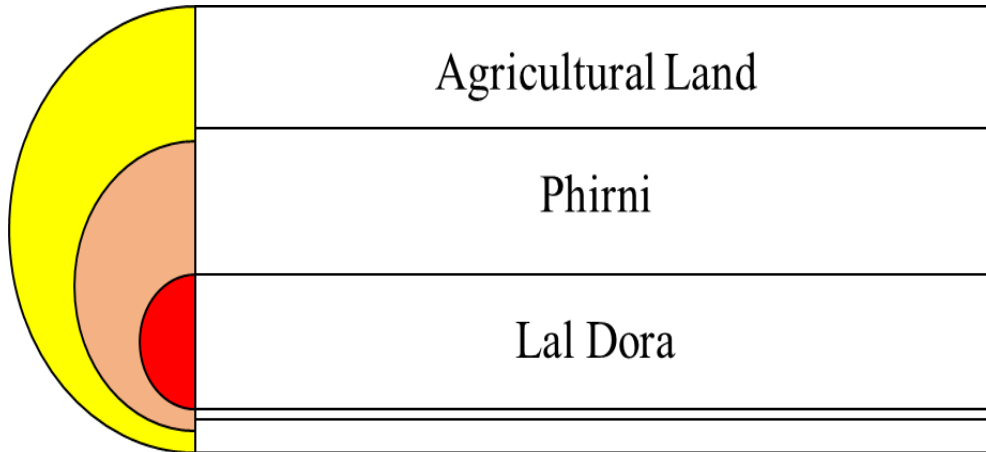


Figure 4

What becomes distressing is the loss of agricultural lands and that to maintain the rearing of cattle for the dwellers of urban villages in Delhi NCR. The dwellers searched for alternative employment sources (opening shops, maintaining small industries, while renting out spaces for offices and go-downs). There has been quite a mushroom growth of below-standardised unauthorised colonies ((1520) in these places which has further complicated the situation. The Planning Authority of Delhi National Capital Region attempts to address the long-standing chaos of the urban villages amidst the built-up area which may be somewhat successfully ‘fit’ themselves in the city. The Members of the planning committee who were to plan for the region within Lal Dora (ECLD) picked the challenging yet the noble task of associating and putting together the scattered ‘stepping stones’ of

opportunities offered by the Urban Villages at the heritage sites. They admitted that all the rural villages (227) and urban villages (135) circumscribed by Lal Dora or Red line were nothing but unhealthy pockets of haphazard residences at present. Soetikno I, an urban designer and architect from the east suggested the concept of Hybrid Houses in Urban Villages of Shanghai while re-linking Suzhou Creek to the Huangpo river, which according to him may be divided into certain units;

- Spaces for Economic Activities (like shops, food courts, services)
- Work Stations or Spaces (Office, Workshops)
- Living Spaces (for family living and temporary residents)

Infact, he suggested for five major notions of making Urban Villages 'possible' amidst the dense city regions which are;

1. Breaking the dividing limit between the areas within the Lal Dora to the remaining part of the city
2. Increase the connectivity, mostly the road, to enhance the communication of the continuous urban settlement of Delhi to the region within Lal Dora
3. Re-building Activities with utmost foresight
4. Using Hybrid mode for mixed land use
5. Holistic Approach towards seamless existence of urban villages with the cities as a long-term vision

## Urban Village in Delhi -A peculiar case of co-existence of Past and Present



**Plate 1**

Artist:P.Nath, 05.11.22

Delhi National Capital Region foresees its planning initiatives for the 2041 Master Plan through the regeneration and improvement methods upon the slums, unauthorized colonies and urban villages in particular. Delhi indeed has an advantage to ‘make use’ of its ever-growing economy, rich heritage while fostering its unique cultural public spaces through adaptive re-uses after great deals of adjustment. The urban villages of Delhi are filled with

clothing boutiques, cafes, artist studios and other creative corners which also witness regular festivals, food and heritage walks. But such growths are haphazard, discrete and unplanned. Interestingly, these regions are quite a kaleidoscope of poor and ill-maintained houses, rich heritage sites with broken walls and shabby appearances, inadequate accessibilities due to narrow roads, mix-use hubs with potentialities of high-end retails and cultural economies with however zero safety standard maintenances (Plate 1). In this regard Delhi Master Plan 2041, categorized the unplanned areas in the city region for the ease of planning, marked below.

1. The colonies, not yet authorised or brought under regulations
2. The regions that were initially marked within Lal Dora and those added later
3. Slums and JJ Clusters
4. Non-conforming industrial areas
5. Non-Conforming Go-down clusters

The redevelopment efforts in the Lal Dora regions included the following strategies:

- Make effective and workable provisions for accommodating the present dwellers of the region and encourage its natural increase

- Avoid segregation and only provide categorisation based on land use components
- Renewal of decaying structures, rejuvenating the markets and its areas
- Focus should be laid on the health and hygiene of the residents
- Integrate nobly the decaying pockets of Urban Villages with the surrounding planned residential colonies and commercial spots
- Usages of public unused land to proper utilization efforts
- Promotion of trading and commercial activities to boost the market for employment opportunities
- Conserving the traditional art and recognising its creators
- Making the opportunities of development or redevelopment available to the end users or the residents of the Urban Villages
- Keep the Urban Villages as they are, with upgraded infrastructures to cater to

Such rehabilitation measures may definitely guarantee the villagers with alternative bread earning methods especially where the adjacent land to the villages would be undertaken for seamless city planning activities. Besides, the planning proposals for Delhi NCR for 2041 identified rather categorised some region for special attention mentioned below which would remain ‘outside’ to the land pooling processes:

- I. The area exclusively for ‘green’ category of land use
- II. The land under un-authorised colonies, soon to be regularised
- III. **The regions or pockets marked within Lal Dora**
- IV. Lands marked for litigation or under acquisition proceeds
- V. Land kept under ‘approved status’ previously by Delhi Development Authority or any other governmental activities
- VI. Land notified as forested areas or for any such similar government-determined land uses
- VII. Land under pre-existing occupancies or under consideration for regularization by the city planning authority
- VIII. Areas marked for roads and natural drainage systems, wetlands, heritage sites, spaces under flood and irrigation monitoring departments, and railways or airport spaces

In fact in the Urban Villages, quite a few numbers of storage accommodations (or go-downs), products like food grains and marbles are often stalked. So, the plan was also to categorise these store-houses for better management with the target to be filled by the year 2023. The go-downs were categorised below;

1. Stand along go-downs: - Stand along go down plots which are not the part of the major clusters should be managed with few conditions

2. Stand-alone go downs which would store non-hazardous materials may be allowed on minimum 30 metres Right of Ways
3. In Urban Villages (within the boundary of Lal Dora), storage go-downs of majorly non-polluting or non-hazardous may be accommodated
4. Facilities for proper loading and unloading things from the vehicles may be facilitated
5. Shop owners' hazardous materials should be allowed on:
  - a) A plot measuring 300 square metres with a 9 metres Right of Way (or 7.5 metres with prior permission of the Department of Revenue).
  - b) A plot measuring 300 square metres with a 12 metres Right of Way

The growth of cities come with the unprecedented socio-spatial dynamics reflecting the specific and unavoidable processes of peri-urbanization, rapid change of urbanization and mixed 'spaces' of urban and rural components and transitional phases of physical, morphological, demographical, political and socio-economic playing simultaneously (Dupont V., 2005). In 2014, Delhi municipal corporation marked few Urban Villages for restricted land use, especially the areas under Phirni. But within the year span of six years or so (200-2008/09) the land use characteristics were mostly altered towards urban components (Table 3). In the city's upcoming Master Plan for 2041 the Urban Villages have well specified residential areas with adequate walkable pavements and restricted commercialization and overlaps.

**Table (3): Drastic Changes of Land Use in few Urban Villages of Delhi NCR**

Areas	Urban Villages	Land Use	Built Up Area/Land Use % as in 2008-2009	Built Up Area/Land Use % as in 2002	Issues
Extended Lal Dora Abadi Area	Village Aya Nagar	Residential Built- Up Area	91	50	Forest Department
Lal Dora Area	Shahabad Daulat Pur	Commercial and Industrial	88	50	Objections raised by DDA
Extended Lal Dora Abadi Area	Nilothi Nangli	Residential Built- Up Area	51	Disputed	Absence of Lay Out Plans

Source: Report: GOI,2014

**Table (4) Distribution of Land Use Components-Delhi Master Plan-2041(Proposed)**

Sl.No.	Categories	Components	Codes
<b>1</b>	<b>Residential*</b>	Residential Areas*	RA
		The Areas where Foreign Embassies are located	RF
<b>2</b>	<b>Commercial</b>	Areas marked for retailing and general trading activities	C1
		Wholesaling and storage activities	C2
		Hotels and related accommodations	C3

<b>3</b>	<b>Industrial</b>	Manufacturing and Service Activities, Repairing etc.	M1
<b>4</b>	<b>Recreational</b>	Playgrounds and Park	P1
		Play-grounds and mutli-purpose play grounds	P2
		Historical sites and archaeological sites	P3
		Green Buffers	P4
		Sports Facilities/Complex	P5
<b>5</b>	<b>Transportation</b>	Airport Services	T1
		Terminals and bus stands and railways	T2
		Transport Circulation along with metro-corridors	T3
<b>6</b>	<b>Utility Services</b>	Water Supply and Treatment Plants	U1
		Sewerage Treatment facilities	U2
		Supply of Electricity (Power House, Sub-Station etc.)	U3
		Treatment of Solid Wastes	U4

		Overall Drainage System	U5
		Other Utility Services	U6
7	Under Government Uses	Presidential Estate and Parliament House	G1
		Government Offices and their Complex / Courts/ PSUs	G2
		Government Land (though uses are still not determined)	G3
8	Public and Semi-Public Usages	Sectors of Health, Education and Research activities and cremation grounds	PS1
		Sites of Transmission	PS2
9	Green area and Water Body	Green Belt: Zones of Conservation	A1
		River Zone (majorly the active floodplain), water bodies and natural drainage systems)	A2
*Land use of Village Abadi (Lal Dora) and Extended Lal Dora(notified by Department of Revenue) to be considered residential			
Source: Delhi NCR: Master Plan (2041)			

The areas demarcated as Lal Dora has been planned for group houses comprising of multi-storey houses with basic amenities like parking of cars, gardens and convenient shops, public utilities with a road with minimum right of ways 7.5 metres (Table 4). Urban villages are particularly ‘colourful’ with wall painting initiatives especially near the monuments of Khirki and Hauz Rani in the urban villages of Delhi (Roy & Chatterjee, 2020). The figure below shows location of 135 Urban Villages back in 2001. However, with the land pooling policies being implemented for Delhi, many villages in the peripheries of the City are planned to be undertaken. In this regard the Urban Villages within the limits of Lal Dora are exempted from such initiatives; but many of the adjacent rural lands had been ‘pooled’ for development, due to which the land for agriculture and livestock farming are lost; and so, as their sources of occupation and earning. The figure (5) below shows the previous existence of Urban Villages in Delhi back in 2011 which show more or less concentration in the southern and central part of Delhi National Capital Region. Infact, in this particular stage there were one hundred and thirty-five Urban Villages more or less scattered all over with haphazard land use and inadequate living situations.

### **Urban Villages in Delhi NCR-2011**

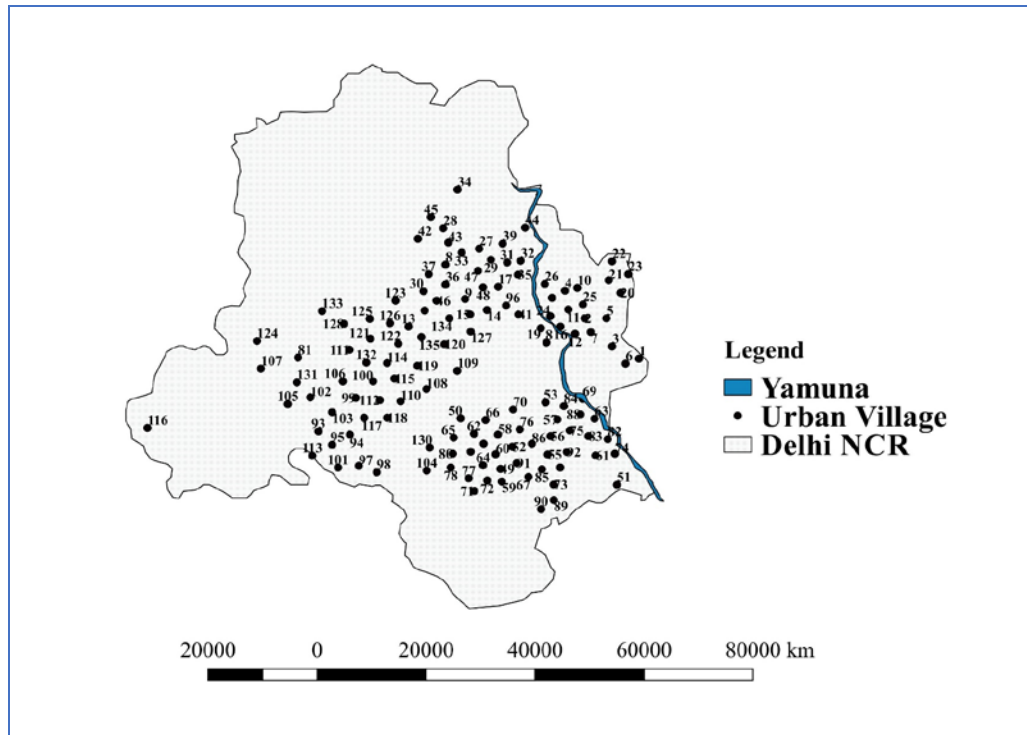


Figure 5

The Table (5) lists those villages of Delhi National Capital Region which are undertaken for land pooling, some of these villages consist of Urban Villages restricted within Lal Dora. Such attempt started with the assurance that areas consisting of Urban Villages within Lal Dora would not be ‘taken’; however, the adjacent rural land are ‘planned’ to be pooled which would probably impact their sources of income as in crop cultivation and animal rearing. Interestingly, the zonation efforts have recognised one

hundred and twelve urban village locations (of which one has been totally brought under urban jurisdiction) (Table 6).

<b>Table (5) Villages under Land Pooling Policies of DDA</b>			
<b>Sl.No.</b>	<b>Planning Zones</b>	<b>Places where Urban Villages are located</b>	<b>Planning -2041</b>
1	<b>N</b>	Barwala	<b>Land Pooling</b>
2		Mubarakpur	
3		Mundaka	
4	<b>P-I</b>	Alipur	<b>Land Pooling</b>
5		Khera Khurd	
6		Jindpur	
7		Budhpur Bijapur	
8		Nagli Puna	
9		Siraspur	
10		Mamoorpur	
11		Narela	
12		Banker	
13		Holambi Kalan	
14		Khera Kalan	
15		Kureni	

16		Bhorgarh	
17		Iradat Nagar	The old settlements as well as the entire Revenue Estate of the said village declared 'Urban'
18	<b>J</b>	Neb Sarai	<b>Land Pooling</b>
19	<b>P-II</b>	Akbarpur Majra	<b>Land Pooling</b>
20		Bhalswa Jahangirpur	
21		Burari	
22		Ibrahim Pur	
23		Jharoda Majra	
24		Jindpur	
25		Kadipur	
26		Kamalpur-Majra	
27		Khampur	
28		Mohammadpur Ramjanpur	
29		Mukundpur	
30		Mukhmalpur	
31		Nanglipuna	
32		Saleempur Majra	

33		Tigipur	
34		Fatehpur Jat	
35		Samaypur	
36		Libaspur	
37		Seeraspur	
38		Bijapur	
39		Alipur	
40		TikriKhurd	
41		Gadi Khasro	
42	N	Bazidpur Thakran	Land Pooling
43		Nangal Thakran	
44		Bawana	
45		Puath Khurd	
46		Sultanpur Dabas	
47		Salahpur Majra	
48		Bhudhan Pur	
49		Katawada	
50		Jat Khor	
51		Chandpur	

52		Ladpur	
53		Kanjhawala	
54		Karala	
55		Madanpur Davas	
56		Mohd Pur Majri	
57		Rani Khera	
58		Rasulpur	
59		Ghewra	
60		Sawda	
61		Daryapur Kalan	
62		Khera Khurd	
63	L	Asalapur	Land Pooling
64		Chhawla	
65		Daryapur Khurd	
66		Daulat Pura	
67		Dichaon Kalan	
68		Dindarpur	
69		Hasanpur	

70		Haibatpur
71		Jafarpur Kalan
72		Jaffarpur Hiran Kudna
73		Jhuljhuli
74		Kharkhari Jatmal.
75		Kharkhari Nahar
76		Kharkhari Rond
77		Khaira
78		Khera Dabar
79		Malikpur Zer
80		Najafgarh
81		Neelwal
82		Pindwalan Kalan
83		Paprawat
84		Pindwalan Khurd
85		Qazipur
86		Rewla Khanpur
87		Roshan Pura

88		Sarangpur	
89		Samaspur Khalsa	
90		Surehera	
91		Sherpur Dairy	
92		Ujwa	
93		Ambrai Heri	
94		Bakkarwala	
95		Baprola	
96		Dhool Siras	
97		Goela Khurd	
98		Hastsal	
99		Kakrola	
100		Kamruddin Nagar	
101		Kirari Suleman Nagar	
102		Qutub Pur	
103		Masoodabad	
104		Mundka	
105		Nangloi Jat	
106		Nangli Sakrawat	
	<b>K-I</b>		<b>Land Pooling</b>

107		Nawada Mazara
108		Nilothi
109		Shafipur Ranhola
110		Rajapur Khurd
111		Tajpur Khurd
112		Tilangapur Kotla

Source: Delhi Gazette, 2021: Government of India

It has been observed in the Table (6) that the Planning Zones which would be implemented in the future have urban villages all over; though the Zone L has the highest number followed by N and P-II. It has been decided by the Planning Authority of Delhi that after the completion of land pooling procedures and they would be returned in a certain proportion to the owners in the following pattern (Figure 7). The Delhi Development Authority had set the guidelines of land pooling and redistribution in the given way (Figure 6a & 6b).

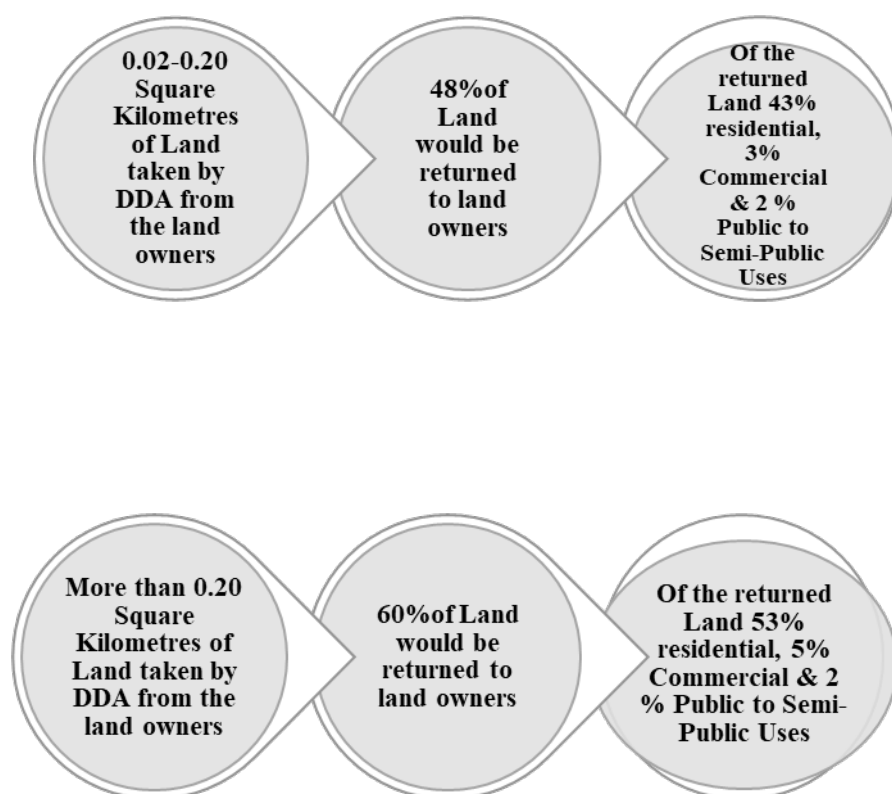


Figure 6a & 6b : Land Redistribution Pattern: DDA-Mater Plan (2041)

Table (6) Zones of Planning -Delhi NCR-2041		
Planning Zones	Land Acquired (Area in Square Kilometres)	Number of Villages Undertaken except those Urban Villages within Lal Dora
J	0.02	01

K-I	0.07	20
P-II	62.70	23
N	90.63	24
L	228.40	30
P-I	73.65	14
<b>Total</b>		<b>112</b>

Source: Delhi Gazette, 2021: Government of India

The returned land would be categorised mandatorily for residential use followed by land under commercial uses, then transport activities, industrial and public to semi-public activities (Figure 7).

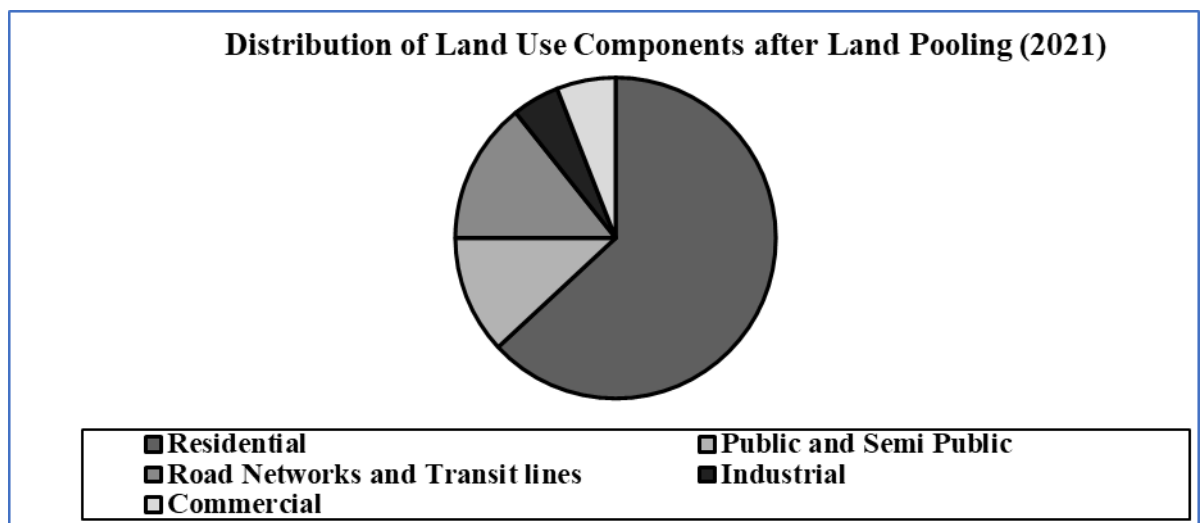


Figure 7

The figure 8 along with the table 7, exhibits the future of Delhi National Capital Region encompassing the planning zones and zones under the Lal

Dora, with reduced area as the agricultural areas are brought under Master Plan, especially in the Planning Zone L, P and J. The settlements within the Lal Dora are though exempted from the impact of land pooling, but their sources of income surely are included in the planning and re-organization attempts.

### Planning Zones of Delhi and Lal Dora Region



Source: Delhi NCR: Master Plan (2041)

Figure 8

<b>Table (7): Land Use in Delhi NCR showing the Lal Dora Area -Plan for 2041</b>		
<b>Land Use</b>	<b>Area in Square Kms</b>	<b>% Share</b>
<b>Area under Lal Dora</b>	101	6.76
Villages under Land Pooling	308	20.60
Urban Areas under Land Pooling	11	0.74
Greenbelt	230	15.38
Regional Park	68	4.55
Area under Wild Life	15	1.00
Planning Area	762	50.97
<b>Total Areas</b>	<b>1495</b>	<b>100.00</b>

Source: Same as Figure 8 and analysed

Indian National Trust for Art and Cultural Heritage (INTACH) have been very careful in this regard since 1984 while promoting the cause of heritage conservation in the urban village backdrop. It has stated that the monuments and region built prior 1803, and those built in the late Mughal period, like Zafar Mahal should be preserved keenly for archaeological. However, those buildings built later than 1803 but prior to 1947 should be conserved for their architectural values. There are few more heritage sites which are valued based on events, people and beliefs too. In this way, the grading system of the sites may be helpful for management of the monuments and alike (GOI,2019).

## **7 CONCLUSION**

Urban Villages are not so commonly found in Indian cities which however happen to exist in Delhi centred around the heritage sites in particular. Delhi, being the capital already struggles with its space inadequacies, face challenges to maintain the areas within the Lal Dora as heritage sites in rural setup amidst continuous urban stretch. The area within Lal Dora still remain favourite spots for tourism as far as heritage and cultural aspects are concerned. As the demand for land increases, pressure on urban areas increase as far as sharing of infrastructure, like roads, water supply, sewerage, growth and water sewerage, natural resources to understand the concept of per-urban interfaces to a certain level in cities like Delhi. It is important to understand also, with focus, on livelihood strategies to study how the socio-spatial configuration with focus majorly on livelihood strategies, to study how the governmental has influenced the mode of development and the direction of urban growth and challenges of exquisite governances (Kanaujia, 2015). It is important also to know how the realities of preservations, erasures and modifications of the land use largely influence the planning of the city, specially an overcrowded one. The confusion intensifies as certain patches or areas of land with rich heritage values need cautious handling while conserving the past, keeping with the pace of present urbanization and renewal initiatives. It should be

understood that cities indeed spread outward from the core and such process took pace from the beginning of 21<sup>st</sup> Century (Harris & Keil, 2015). Also, such sub-urbanization are also the result of rising income, innovations and technological evolution. A five-pillar model for sustainable urban development including the aspect of conservation of the past, elaborated that the five aspects of the management of heritage sites through maintaining Space (Heritage city and the neighbourhood), Economy (through creation of employment opportunities), Attractiveness (managing the sites for tourism activities), Governance (participation of local residents in the planning activities) and Social Cohesion (inclusiveness at every social layer) (Rivas, 2021) In many regions of India, there are still many areas where heritage sites like Lal Dora area of Delhi region, have not been still under disputes though rigorous planning activities have been always attempted for better management (GOI, 2022). One similar approach may be undertaken as Hongkong has already undertaken by identifying a Special Design Area, for comprehensive planning activities with sympathetic and thoughtful ways of tackling the disputes (Chu & Uebegang, 2002). Following this it may be stated that, such heritage sites with great historical values, may need strategies for environment, culture, architecture and collaborative management as practised in Spain (Palanca & Merino, 2019). The sites

exclusive for conservation of the heritage sites, do not always call for initiatives at the government level, rather through public awareness, competitions and exhibitions for the school children, young adults through artistic performances, and workshops may be equally useful (Alley,1994) . Even in countries like Ethiopia, with a rich cultural set up more 3000 years old, people are keen to conserve the cultural heritage through administrative, moral, religious and cultural activities (Mekonnen & Bires, 2022). Chandan S., Kumar A., rightly remarked that the historical centres, monuments and buildings are architecturally and historically and culturally significant which establish a city's identity and their maintenance remains important for the future (2019). Cities with renowned historic architecture and rich cultural significance do face the challenges owing to rigorous urban development that mostly go for short-term economic gains over valuable of cultural preservation and Delhi should be an exception (Sato, 2024). With all the discussions it may be stated that there are few things that form the backbone of heritage conservation in situ (Oberg, 2021);

- *Architectural or historical values*
- *Style and indigeneity*
- *Social significance and culture*
- *Association with those directly involved*
- *Function and activities*
- *Geographical significance and land use*
- *Uniqueness and aesthetic*

- *Originality and story*
- *Street and lanes, paths and Mohallas*

It has been remarked that the disputes and tensions add threat to the existence of urban villages and these should be treated globally but they are indeed local and truly culture-based (Zhao & Li, 2023). Such approach for managing historically significant urban landscapes should be holistic as it encompasses the objectives of maintaining heritage sites with upgradation of basic urban facilities (NIUA, 2022). The role of the government especially in city planning, may appear challenging to manage the cultural side of the city while promoting development and making ways for urban development strategies. Apart from government initiatives, few welfare societies have come forward to take care the heritage sites and the neighbourhood which are indeed commendable; one such example is Qudsia Bagh Welfare Committee which maintains the Mughal-built Park in Delhi (Report, 2021).

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