

**SLUMS IN DELHI**  
**ISSUES AND POLICY PERSPECTIVES**

**SEMINAR ON URBAN GOVERNANCE**

**IN THE CONTEXT OF**

**JAWAHARLAL NEHRU NATIONAL URBAN RENEWAL MISSION  
(JNNURM)**

**24th-25th November 2006, New Delhi**

**DELHI DEVELOPMENT AUTHORITY**



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# **DEFINITION OF SLUMS**

- **AREAS BROUGHT UNDER THE PURVIEW OF THE SLUM IMPROVEMENT AND CLEARANCE AREAS ACT, 1956.**
- **LEGAL CLUSTERS ENTITLED TO BENEFITS UNDER THE ACT.**

## **DEFINITION**

***“BUILDINGS THAT ARE UNFIT FOR HUMAN HABITATION IN ANY RESPECT OR BY REASON OF DILAPIDATION, OVERCROWDING; FAULTY ARRANGEMENT AND DESIGN OF BUILDINGS, STREETS, LIGHTS OR SANITATION FACILITIES OR COMBINATION OF THESE MAY BE DECLARED AS THE SLUM AREA UNDER SECTION 3 OF THE ACT. IN DELHI THESE INCLUDE PARTS OF OLD CITY, JJ CLUSTERS ETC”.***

## ***SLUMS AS GENERALLY UNDERSTOOD IN DELHI***

- **SQUATTER SETTLEMENTS/ JJ CLUSTER THAT ARE ENCROACHMENTS ON LAND THAT MAY BE PUBLIC OR PRIVATE.**
- **ILLEGAL CLUSTERS BEREFT OF ANY LEGAL ENTITLEMENTS INCLUDING SUBSTANDARD AREAS.**
- **WALLED CITY, WHICH IS A VERY IMPORTANT HERITAGE AREA, IS ALSO DESIGNATED AS A SLUM.**

## ***POPULATION IN SLUMS***

- **AS PER CENSUS 2001 - 20.29 LAKHS**
- **AS PER MCD - 18.51 LAKHS (URBAN POPULATION)**
- **PROPORTION OF KATCHA HOUSES - 16 %**

**(3.7 LAKHS KATCHA HOUSES AGAINST A TOTAL OF 25.5 LAKH HOUSES AND THERE ARE ABOUT 1.5 LAKH DERELICT HOUSE STRUCTURES, CONCENTRATED MOSTLY IN THE NOTIFIED SLUMS OF THE OLD CITY AREAS.)**

# PRESENT SITUATION

## TYPES OF SETTLEMENTS OTHER THAN PLANNED COLONIES IN DELHI 2001

Sr. No.	Type of settlement	Nos.	Estimated population in Lakh.
1	JJ Resettlement Colonies	44	18
2.	Slum Rehabilitation Colonies	61	2
3.	Unauthorised- Regularised Colonies	567	15
4.	Unauthorised colonies	> 1400	15
5.	Urbanised Villages	> 120	12
6.	J.J Clusters	1500	30
7.	Katras in notified slum area	2800	3

### **TOTAL:**

**95**

Total population 2001 census = 138.5 Lakh  
Urban = 129 Lakh  
Rural = 9.5 Lakh

**RECORD ESTIMATES**

# PRESENT POLICY FRAME

## NATIONAL SLUM POLICY

- **UPGRADING AND IMPROVEMENT APPROACH AS OPPOSED TO RESETTLEMENT**
- **EMPHASISES ON STRENGTHENING THE LEGAL AND POLICY FRAMEWORK, ALSO INVOLVING STAKEHOLDERS FOR IMPLEMENTATION**
- **PROPOSES EXISTING PLANNING INSTRUMENTS TO BE MODIFIED TO INTEGRATE THE SLUMS INTO THE WIDER URBAN AREA.**
- **COMMUNITY INVOLVEMENT, UPGRADATION OF SHELTER AND INFRASTRUCTURE DEVELOPMENT AND ECONOMIC EMPOWERMENT OF SLUM DWELLERS**
- **SUSTAINABLE FINANCING MECHANISM FOR SLUM IMPROVEMENT THROUGH A SLUM DEVELOPMENT FUND**

# **PRESENT POLICY FRAME**

## **GOVERNMENT POLICY AND STRATEGY**

**NO FRESH ENCROACHMENTS PERMITTED ON PUBLIC LAND AND PAST ENCROACHMENTS, PRIOR TO 31.1.90, WILL NOT BE REMOVED. A THREE-PRONGED STRATEGY HAS BEEN ADOPTED AS UNDER:**

- RELOCATION**
- IN-SITU UP-GRADATION**
- ENVIRONMENTAL IMPROVEMENT IN JJ CLUSTERS**

## STATUS OF RELOCATION

- ❑ **THE SLUM AND JJ DEPTT. OF MCD IS THE MAIN AGENCY DEALING WITH MATTERS RELATING TO SLUMS IN DELHI. SINCE 1991, IT HAS ALLOTTED ABOUT 53,800 PLOTS TO ELIGIBLE SQUATTERS.**
- ❑ **DDA HAS BEEN UNDERTAKING RESETTLEMENT SCHEMES TO RESETTLE THE JJ CLUSTERS FROM THE DDA PROJECT SITES.**
- ❑ **AS PER THE POLICY, THE PRE-1990 SQUATTERS & PRE - 1998 SQUATTERS ARE ALLOTTED 18 SQM. AND 12.5 SQM. OF LAND RESPECTIVELY.**
- ❑ **FOR REHABILITATION OF ELIGIBLE JJ DWELLERS, DDA IS NOW CONSIDERING RELOCATION IN MULTI STORIED BUILT UP ACCOMMODATION IN PLACE OF HORIZONTAL RELOCATION BY ALLOTMENT OF GROUP HOUSING PLOTS.**



# MAJOR ISSUES

## 1. POLICY

**EMPHASIS SHIFTED FROM SITES AND SERVICES APPROACH TO IN-SITU UPGRADATION, DUE TO PROBLEMS ASSOCIATED WITH RELOCATIONS ON THE OUTSKIRTS OF THE CITIES DEPRIVING THE PEOPLE OF THEIR MEANS OF LIVELIHOOD.**

### PLANNING, LAND USE & DEVELOPMENT CONTROL

- **PLAN FOR REDEVELOPMENT SHOULD BE AN INTEGRATED APPROACH RATHER THAN UTILIZATION OF INDIVIDUAL SQUATTER SITES.**
- **POOLING OF ALL SUCH LANDS ON ZONAL BASIS TO FACILITATE ACCEPTANCE OF HOUSING CREATED FOR HIG.**
- **LINK THE SPATIAL AND ECONOMIC DIMENSIONS IN TERMS OF RELOCATION WITH EMPHASIS ON RESERVATION OF SITES FOR THE EWS HOUSING NEAR WORK CENTERS AND TRANSPORT CORRIDORS.**

# MAJOR ISSUES

## 2. LAND

- **ADEQUATE AND TIMELY SUPPLY OF LAND SUITABLE FOR RESETTLEMENT**
- **LANDS OWNED BY DDA AND MCD COULD BE POTENTIAL SITES FOR RESETTLEMENT.**
- **EMPHASIS ON INVENTORY AND RESERVATION OF LAND FOR EWS**
- **ATTEMPT TO HAVE SUCH LAND SCATTERED IN ALL POCKETS OF THE CITY.**
- **AS PER THE LAND POLICY, COST OF LAND TO BE MET THROUGH REVOLVING FUND CREATED BY THE GOVERNMENT AND EXPENDITURE BORNE BY DDA ON DEVELOPMENT TO BE MET OUT THROUGH SALE OF LAND.**

# MAJOR ISSUES

## 3. MANAGEMENT

- HOUSING SCHEMES ANNOUNCED BY DDA ARE BASED ON DISTINCT INCOME CATEGORIES
- COST OF HOUSES OF EWS EVIDENTLY INDICATES THAT THE POOR SECTION HAS NOT GOT MUCH BENEFITED OF HOUSING SCHEMES
- THE POST OCCUPATION MANAGEMENT ALSO LACKS TOTALLY RESULTING IN RESALE AND POOR LEVEL OF MAINTENANCE

## 4. FINANCE - COST AND FUNDING

- NEED OF INSTITUTIONAL RESTRUCTURING TO INVOLVE PRIVATE SECTOR, CHARITABLE INSTITUTIONS, NGO'S AND SELF-HELP GROUPS WITH INCENTIVES USING OTHER MEANS OF RESOURCES.
- AREAS FOR IN-SITU UPGRADATION TO BE JUDICIOUSLY SELECTED FOR DEVELOPMENT.
- PRIORITY SHOULD BE FOR AFFORDABLE REDEVELOPMENT WITH EMPHASIS ON RE-DENSIFICATION TO ALLOW FOR THE OPTIMUM USE OF LAND.

# MAJOR ISSUES

## 5. TENURE

- OWNERSHIP OF LAND FOR ALMOST ALL SITES BELONGS TO THE GOVERNMENT.
- TENURE PROVISION HAS ATTRACTED COMMUNITY INVOLVEMENT TOWARDS SLUM IMPROVEMENT.

## 6. SERVICES

- LOCATION OF SETTLEMENTS IS BENEFICIAL TO MAJORITY OF RESIDENTS AS **DISTANCE BETWEEN WORK PLACE AND RESIDENCE IS COMPARATIVELY SHORT.**
- AS GOES FOR THE SLUM REDEVELOPMENT SCHEMES UNDERTAKEN THE SERVICES ONCE PROVIDED BECOME A MAINTENANCE LIABILITY ON THE ALREADY LOADED PUBLIC AGENCY. THIS EXCESSIVE DEPENDENCE NEEDS TO BE CHECKED THROUGH INSTITUTIONAL RESTRUCTURING.

# **HOUSING STRATEGY (MPD-2021)**

- **DEVELOPMENT OF NEW HOUSING AREAS.  
(@50,000,DU PER ANNUM (450-500 HA RESD.  
LAND P.A)**
- **UPGRADATION & INTENSIFICATION.  
(Existing Unplanned Areas)**
- **UPGRADATION & INTENSIFICATION.  
(Existing Planned Areas)**
- **REDEVELOPMENT IN U/C, U/V & SA.**

# INDICATIVE DISTRIBUTION IN HOUSING TYPES

Sr. No.	Housing Type	Development Agencies	%
1	<b>SLUM &amp; JJ</b> 1. In-situ Rehabilitation 2. Relocation/Reconstruction 3. Up-gradation	<b>Public Agency</b> Private Agency Co-op society	25
2.	<b>Houses on Independent Plots &amp; Redevelopment</b>	<b>Public Agency</b> Private Agency	8
3.	<b>Group Housing</b> (35% of total DU's not to exceed 2 room sets)	<b>Public Agency</b> Private Agency Co-op society	42
4.	<b>Employer Housing</b>	<b>Central/State Govt.</b>	4
5.	<b>Unauthorised/Regularised Colonies infill</b>	<b>Co-op Society/ Resident association/ Private Agency</b>	15
6.	<b>Other Housing</b> Upgradation of old areas/ Traditional areas/Villages	<b>Public Agency</b> Private Agency Co-op Society	6

Note : 50-55% of Housing is to be for urban poor & EWS (upto 40 sqm) Urban poor housing to form part of all the types.

# HOUSING FOR URBAN POOR - THE BIGGEST CHALLENGE.

(Squatters, informal Sector e.g. hawkers, vendors, low paid workers etc.)

## REHABILITATION / RELOCATION OF SLUM & JJ.

A) RELOCATION (18 & 12.5 SQM PLOT)

B) IN SITU UPGRADATION.

C) ENVIRONMENTAL UP GRADATION.

D) **ALTERNATE APPROACH** WITH FOLLOWING FEATURES -

- **In situ upgradation** / relocation on built up 25 sqm.
- Use of land as a resource, with **private sector participation**.
- **Incentives** - higher FAR part commercial & TDR
- **Tenure rights** - **cooperative societies**.
- Accommodation provided - based on affordability.
- **Avoid large scale** - **JJR sites; small clusters near work centres**.
- Transit camps - near the same site
- CBOs NGOs involved.
- **Formulate Slum Clearance & Urban Renewal Authority**.
- **Atleast 10% of the net residential land** - for EWS housing
- **EWS fund, plan fund & institutional financing be used**.

# **GUIDELINES FOR COMMUNITY REHABILITATION / RELOCATION / IN-SITU UPGRADATION FOR URBAN POOR**

- I. Maximum density of the dwelling units = 600 units per ha.+10% variation.**
- II. The scheme is to be designed in a composite manner with an overall max. FAR of 250 for in-situ rehabilitation.**
- III. Mixed land use / Commercial component = upto 10%.**
- IV. Specific situations may require clubbing of scattered squatter JJ sites in the neighborhood to work out an overall comprehensive scheme.**
- V. The minimum component of the land area for rehabilitation of squatters has to be 60% and maximum area for remunerative use has to be 40%.**
- VI. Area of Dwelling Unit for rehabilitation = not to exceed 25 sqm.**
- VII. The space standards = as per IS Code 8888,(1993).**

*CONTINUED...*



# **GUIDELINES FOR COMMUNITY REHABILITATION / RELOCATION / IN-SITU UPGRADATION FOR URBAN POOR**

- VIII. Common parking is to be provided which can be relaxed wherever required, except for the parking for remunerative component.**
- IX. No restriction on ground coverage (except set backs)**
- X. Schemes to be approved by specified body.**

# PILOT PROJECTS INITIATED

- **TEHKHAND SCHEME :**
  - Integrated development (14.3 Ha) by private sector with compulsory housing for the poor (3500 units of 28sq.m) and the rest 750 units for free sale.
  
- **NARELA GROUP HOUSING PROJECT :**
  - Private/co-operative sector group housing with mandatory 15% FAR to be used for constructing EWS tenements free of cost for DDA, and the rest for free sale.
  
- **JNNURM PROJECTS :**
  - Provision of 28sq.m unit with high density development to use the land effectively. Cost to be shared by the land owning agency, state government, central subsidy, and the beneficiary.

## **ADDITIONAL THOUGHTS**

# SIGNIFICANCE OF INFRASTRUCTURE

	ADEQUATE INFRASTRUCTURE	INADEQUATE INFRASTRUCTURE
WORLD	DEVELOPED COUNTRIES	UNDEVELOPED COUNTRIES
COUNTRY	CITIES AND TOWNS	VILLAGES
CITY	PLANNED AREAS	UNPLANNED AREAS
LOCAL AREA LEVEL	POSH COLONIES	SLUMS, SQUATTER SETTLEMENTS, VILLAGES, OLD CITY AREAS, ETC.

**MARGINAL AREAS** where urban poor live generally pose disproportionate share of health risk compared to planned urban areas.

# INFRASTRUCTURE COMPONENTS

## INFRASTRUCTURE

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graph TD; A[INFRASTRUCTURE] --- B[PHYSICAL]; A --- C[SOCIAL]; B <--> C;
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### PHYSICAL

- WATER SUPPLY
- SEWERAGE
- POWER
- SOLID WASTE
- DRAINAGE

### SOCIAL

- HEALTH
- EDUCATION
- COMMUNICATION
- SECURITY
- FIRE
- DISTRIBUTIVE SERVICES (eg. Milk, LPG, etc.)

SUPPORTIVE SECTORS: roads, highways, ports, airports and everything that adds to quality of living.

**ROADS** provide the prime utility corridors at different levels of urban development.

# **SUGGESTIONS**

**1. THRUST ON GREATER EQUITY i.e. priority on projects which helps in minimising geographic disparities / imbalances:**

- upgrade marginal settlements
- multiple use of facility spaces
- grouping of facilities for greater use
- right to information may help to prioritize the projects
- preparation of local area plans

**2. MINIMISE INFRASTRUCTURE GAPS by:**

- Demand management
- Optimising the existing assets
- Minimise line losses / leakages / thefts
- Phased augmentation
- Effective people's participation

# SUGGESTIONS

## 3. GREATER INTER-AGENCY COORDINATION:

- minimise over lapping work-responsibilities and jurisdiction
- prepare comprehensive infrastructure improvement plan
- institutional capacity building measures

eg: simplification of procedures, formulation of work manuals, design briefs, standardization, guidelines.

## 4. PHASED AUGMENTATION, REDEVELOPMENT & RENEWAL:

- formulate guidelines based on well defined physical parameters eg: road width, density, age of buildings, level of infrastructure, etc.
- time bound specific area upgradation / redevelopment schemes
- use of innovative concepts of development eg: AR, TDR, etc

# **SUGGESTIONS**

## **5. MONITORING FRAME AND ACTION PLANS:**

- **system of periodic review**
- **performance evaluation**
- **identification of critical infrastructure projects**
- **formulation of citizen action groups**



**THANK YOU**

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