

Report of the Committee on Problems of Slums In Delhi

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CONSTITUTED BY
PLANNING COMMISSION
GOVERNMENT OF INDIA
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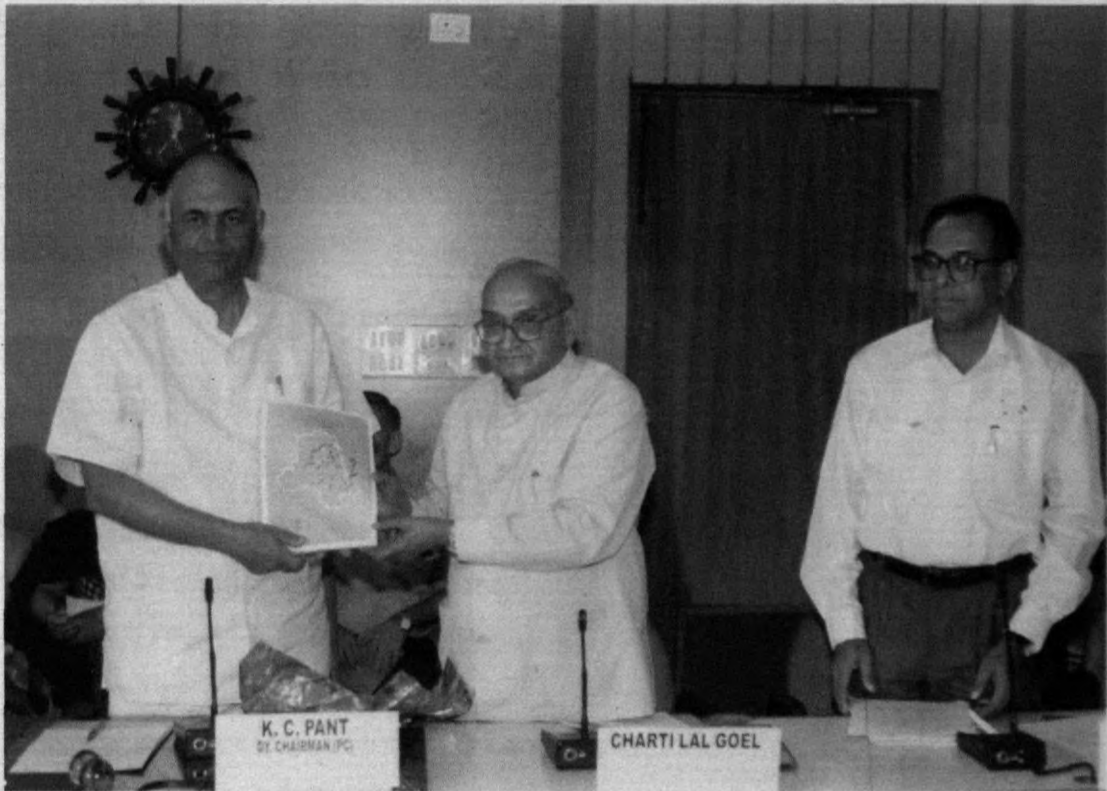
**REPORT OF
THE COMMITTEE ON
PROBLEMS OF SLUMS IN DELHI**

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GOVERNMENT OF INDIA



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June 2002



Shri Chartilal Goel, Chairman of the Committee presenting the report to Shri K. C. Pant,
Hon'ble Deputy Chairman, Planning Commission.

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Glossary

PREFACE

The existence of slums is one of the most serious problems of our cities. Basically they are the dwellings of the most deprived sections, who have probably migrated from villages and small towns in search of employment which was not available to them in their original places.

How slums are to be improved in a metropolis such as Delhi which has a sizeable planning machinery and resources, is the subject of this study. This problem in the context of Delhi has been studied on several occasions in the past, and reports were given. Some action has also been taken, but the slums have continued to exist.

Social justice requires that the poor in the city should have their due share in the economic growth and prosperity of the city, and that they should be enabled to get out of the wretched conditions in which they live. The Committee has tried to look closely at the entire problem, the structure of Delhi's plans and administration, and the solutions which have been found valid across the globe. I hope this report will provide an up to date perspective on these issues, and that the solutions suggested in this report will be acted upon in all seriousness so that Delhi can be free of slums in the next ten years or so.

It gives me great pleasure in expressing my thanks to Shri K.C. Pant, Deputy Chairman, Planning Commission for his valuable guidance from time to time. I have great pleasure also in recording my appreciation of the contribution made by the members of the Committee, and their co-operation. I also want to place on record the commendable work done by the Adviser (Housing & Urban Development) Shri P.S.S. Thomas, and the Member Secretary of the Committee, Shri A.K. Kalia, Deputy Adviser, Planning Commission in bringing out the Report so well in time.



Charti Lal Goel

The Committee to Study Problems of Slums in Delhi

The Committee was constituted by Planning Commission under the Chairmanship of Shri Charti Lal Goel, former Speaker of Delhi Vidhan Sabha, vide Office Order dated 11-4-2000 (Annexure-i). The term of the Committee was extended from time to time till 30-6-2002.

The Committee held regular meetings at various stages of preparation of this Report. The Committee, in order to elicit the views of the experts, conducted on 24-8-2001, a 'Round Table Discussion'. This programme was inaugurated by the then Hon'ble Minister for Urban Development, Government of India, Shri Jagmohan, and Shri K.C.Pant, Hon'ble Deputy Chairman of the Planning Commission was the Chief Guest.

Earlier the Chairman and some members participated in a Seminar on Integrated Shelter Planning for Slum Dwellers, organized on 6-3-2001 by MCD in which the then Mayor of Delhi (Shri Shanti Desai) was also present. A number of Non-Government Organizations working among slum-dwellers, and representatives of slum-dwellers, also participated.

The Committee has had the benefit of consultation both formally and informally with a number of experts, social activists, and officers of Government, on various aspects of housing and urban development in Delhi. The Committee is grateful for the inputs provided by all the above-mentioned persons.

INTRODUCTION

“The slums and hutment dwellers of unauthorized structures form an integral part of this vibrant metropolis. All of them undoubtedly have a share in the growth, status and prosperity of this great city. They have had and continue to have a share in building up and maintaining the commercial, industrial and economic importance of (the city)....The slum-dwellers deserve preferential, probably unequal treatment to bring them into the mainstream of social, cultural and economic fabric of this pulsating City”*

Almost all slum-dwellers belong to the very poor strata of society in the country. A large percentage of them belong to the scheduled castes and schedule tribes.

The characteristic of a slum is the excessive congestion and unhygienic nature of the housing, lacking in basic amenities. The housing is most often unauthorizedly put up on public lands. We cannot be oblivious of the fact that slum-dwellers have not willingly chosen their shanty structures and unhygienic environment but have been driven to this option due to compelling circumstances as they were not accommodated in the formal housing sector, the latter being unaffordable and much beyond their income levels. It is imperative to enhance their standard of living, for which providing the slum family with an authorized dwelling unit is a first step in the right direction.

*From 'the Report of the High Powered Study Group on Slum Rehabilitation in Mumbai' (Afzalpurkar Committee Report).

REPORT OF THE COMMITTEE ON PROBLEMS OF SLUMS IN DELHI

SECTION I – GROWTH OF THE CITY, POVERTY AND SLUMS IN DELHI – SOME BASIC DATA

The Census of 2001 has thrown up the latest trends in urbanization in the country. The growth of urban population during the decade 1991-2001 was 31.2 percent. The National Capital Territory of Delhi experienced a much higher growth of 46.31 percent during the decade of 1991-2001. In fact growth in the Delhi Urban Agglomeration was even higher at 51.9 percent.

Urban population of the country as a whole as per the 2001 Census is 27.8 percent of the total, an increase of 2.1 percentage points from the previous Census of 1991. The State of Delhi has a population of 137.83 lakhs as per the Census of 2001 of which the population of the Delhi Urban Agglomeration is 127.91 lakhs which works out to 93 percent. This is the highest rate of urbanization among States. The area under Municipal Corporation of Delhi has a population of 98.17 lakhs, and the central area under the New Delhi Municipal Committee has a population of 2.95 lakhs. Delhi is thus a mostly urban State with an extraordinarily high growth rate.

Delhi is a city which in fact has been growing at a fast pace from decade to decade. Prior to 2001, the population of National Capital Territory - Delhi increased from 40.66 lakhs in 1971 to 62.2 lakhs in 1981 and 94.21 lakhs in 1991. The rate of decadal growth in Delhi has declined in the latest period (down from 51.45 percent in 1981-91 to 46.31 in 1991-2001). This is in keeping with the trend in the country as a whole which showed a decline in percentage decadal growth of general population from 23.86 percent during 1981-91 to 21.34 percent during 1991-2001, and urban growth also declined during this period from the level of 36.4 percent in the previous decade to 31.2 per cent. The level of growth in Delhi during 1991-2001 is still relatively much higher, and stands out as being extremely significant for its present and future populations. Not only was the growth rate high, population density per sq. km. in the State went up from 6352 persons per square kilometer in 1991 to 9294 per sq. km. in the year 2001,

which is the highest in the country. The North East District of Delhi has a density of 29365 persons per sq. km. which makes it one of the most congested areas anywhere.

There is little doubt that migration into Delhi continues at a high rate. Considering that the population increase of the country as a whole during the decade was 21.34 percent, and assuming that the natural growth of population of Delhi was around the same figure and that the area of Delhi did not expand, it can be assessed that out of the decadal growth of 46.31 percent about 25 percent were new influx into the State. This means an addition of 23.55 lakh additional immigrants into the State during the decade, with the resultant pressure on housing, civic services and infrastructure in Delhi.

URBAN POVERTY IN DELHI

The commonly held view regarding migrants into the city is that they swell the numbers of urban poor. In respect of Delhi this does not appear to be the case. As per official data, urban poverty in Delhi is on the decline even while the total (and migrant) populations continue to increase.

Poverty is conventionally measured in terms of calorie consumption and the income required for the adopted norm, which is 2100 calorie per capita per day. For the year 1999-2000, the state-specific poverty line for Delhi is Rs 505.45 per capita per month. As per official data, the percentage of people below the poverty line in Delhi stood at 49.61 percent in 1973-74, and declined steadily to 26.22 percent in 1983, 16.4 percent in 1991 and 14.69 percent in 1993-94. According to latest estimates, the urban poverty figure for Delhi for the year 1999-2000 was 9.42 percent of the total population, and the number of urban poor in the State was 11.42 lakhs (1999-2000). Urban poverty in Delhi at 9.42 percent of the population is far lower than the all-India urban poverty ratio of 23.62 percent.

SLUM POPULATION

As per Provisional Census Data of 2001 relating to slums, Delhi Municipal Corporation area with a population of 98.2 lakhs, has a slum population of 18.5 lakhs which works out to 18.9 percent.

For comparison of the overall slum situation as reported in the provisional figures of the Census of 2001, Greater Mumbai Municipal Corporation has a slum population which is 48.9 percent of the total population, Kolkata Municipal Corporation 11.72 percent and Chennai Municipal Corporation 25.60 percent. The table at Annexure (ii) shows total population and slum population of the 'Million Plus Cities'. What is seen is a picture of wide variations in the proportion of slum-dwellers between these 26 cities. It is apparent from this table that Delhi is by no means the worst affected among the cities in terms of incidence of slum population and, if Census data are taken as representing the ground reality, then that the slum situation may in fact have marginally improved even while the total population has been growing. The problems with slum data, are however, dealt with separately below.

Census Department is yet to come out with disaggregated slum data relating to demography of slums, social cultural and economic characteristics of the people living in them, availability of infrastructural facilities like bath room, toilet, electricity, drinking water, use of fuel, ownership of assets, etc. These data are expected to be released in due course. Some information relating to sex ratio, literacy and child population are, however, available. In respect of Delhi Municipal Corporation, where the population figure is 98.2 lakhs, the sex ratio in the total population is 825. The slum population of 18.5 lakhs has a lower sex ratio of 780. Slum population in age group 0-6 is 3.23 lakhs with a sex ratio of 920. Literate slum population is 56.46 percent with a sex ratio of 600.

THE PROBLEM OF RECONCILIATION OF SLUM DATA

The Committee encountered a problem with regard to assessing with any accuracy the extent of slum population in Delhi. What makes the picture of number of slum-dwellers in Delhi blurred is the difference between the slum statistics of the MCD and the Census data. For the purpose of the Census of 2001, the slum areas were defined to consist of:

1. All specified areas notified as 'Slum' by State/Local Government and U.T. Administration under any Act;

2. All areas recognized as 'Slum' by State/Local Government and UT Administration which may not have been formally notified as slum under any Act;
3. A compact area of at least 300 population or about 60-70 households of poorly built tenements, in unhygienic environment usually with inadequate infrastructure and lacking in proper sanitary and drinking water facilities.

The number of slum-dwellers as per the Census have been already referred to.

On its part, the MCD has a list of slums which has been made available to the Committee. The information in the list pertains to the status as verified in 1990 and 1994. According to broad data of MCD, the number of slum clusters in Municipal Corporation area of Delhi is about 1100, and the slum population numbers around 30 lakhs. The slum population as per MCD records appears to be much higher than Census data.

To support its data, MCD also has a table indicating the number of Jhuggies and their growth in Delhi over the years:

Year	No. of Jhuggies
1951	12749
1956	22415
1961	42815
1966	42660
1971	62594
1972	98483
1977	20000
1981	98709
1982	113386
1985	150000
1986	200000
1987	225000
1990	259344
1994	480929

The MCD list of current JJ clusters contains the locations, number of jhuggies in 1990, number of jhuggies in 1994, population (approx) in 1994, land-owning agency, and area in acres. The break up as per size of number of hutments is as follows

50 or less	No. of JJ clusters	227
51 to 100		169
101 to 200		181
201 to 300		103
301 to 500		125
501 to 1000		101
1001 to 1500		49
1501 and above		63
Others		62
TOTAL		1080

MCD's assessment of current slum population is about 30 lakhs. Contrary to this, the Census figure of slum population in MCD area is 18.5 lakhs, and in the Urban Agglomeration area it is 20 lakhs.

RECONCILING MCD FIGURES OF SLUMS/SLUM POPULATION WITH CENSUS DATA

Reconciling the slum cluster and population data and arriving at authentic information, is of critical importance. The Department of Slums and Jhuggi-Jhompris (DSJJ) has not reported any reduction in the number of clusters or population, and adheres to its lists. Rather than any reduction in slum numbers, the impression gathered is that all clusters in its lists continue to exist, and there is in fact more dense population in the clusters than in the past. In the light of this, the reduction in the slum population as reported in the Census requires investigation. Given the comprehensive listing of JJ clusters and number of hutments, there is no reason why the Census of 2001 should have failed to take into account any of the colonies in the MCD list under Category 2 of the definition of slums adopted by Census authorities. In such an event, the difference in number of slum-dwellers, is inexplicable.

To resolve this issue, and to update the slum information which is essential for any planning for the amelioration of the conditions of slum-dwellers, what is required to be done is to undertake a complete up to date survey of all clusters, with house-listing, and population data. The map of the area with basic information relating to various services, roads, sanitation, water supply, community, health and educational facilities, should also be drawn up. A comprehensive survey of the clusters with number of Jhuggies is urgently called for as a basic requirement for planning the slum development programmes. There should be no ambiguity in such a vital matter.

THE PROBLEM OF RECONCILIATION OF EXTENT OF LANDS UNDER JJ CLUSTERS, AND LAND OWNERSHIP

The second issue the Committee had to face is regarding the extent of public lands, and especially land belonging to the Delhi Development Authority, which is under slums. Annexure (iii) is a tabular Statement of 'Area of Squatter Settlements in Delhi Classified by Land Owning Agencies'. The number of land-owning agencies whose lands have come under squatting, is about 30, and include DDA, NDMC, Railways, Defence, MCD, PWD, etc. In only a few cases the ownerships are not clear or not known. The total acreage occupied by the slums is according to estimates, about 2500 acres of public and private lands, and the major part of lands under squatters is reported to belong to the Delhi Development Authority and other public bodies/Government Departments

In the computerized list of MCD, the ownership of the different agencies over the lands is also indicated. The land owning agencies are DDA, Railways, CPWD, L&DO, NDMC, Waqf Board, Defence, PWD, MCD, Gram Sabha, Archaeological Department, P&T Dept., Delhi Administration, and in a few cases the ownership is not ascertainable from the list. Some lands are shown as having joint or undivided ownership such as 'CPWD/L&DO', 'PWD/Railway', 'DDA/Slum Dept.', 'Railway/MCD', 'DDA/Railway', 'DDA/L&DO', 'CPWD/Waqf Board', and 'L&DO/NDMC', etc. There is need to ascertain the actual ownership, though in such instances a joint decision regarding tenurial rights to the slum-dwellers can also be taken.

It is possible that this list is not exhaustive. Many more recent locations of JJ clusters may not be included in it. For example, Yamuna Pushta is not found in these lists and the number of Jhuggies in Yamuna Pushta is quite large. The comprehensive survey suggested by the Committee will establish once for all the complete picture of slums.

JJ CLUSTERS ON DDA LANDS

DDA is the owner of the largest extent of land under JJs. However, the data provided by the DDA itself, and data of MCD with regard to slums located on DDA lands, are seen to be widely different. DDA list shows 422 clusters spread over 729.60 acres, with 2,16,423 jhuggies. On the other hand, MCD has provided a list of 580 clusters over an area of 1514 acres of land said to belong to the DDA, with 3,00,228 jhuggies. In addition, there are lands classified as 'DDA/Waqf Board', 'DDA/Slum Dept.', 'DDA/Railway', 'DDA/Private', and 'DDA/L&DO'. These are additions to lands shown as exclusively belonging to the DDA, and the nature of joint or overlapping ownership is not explicable unless more details are made available.

Reconciling the land ownership of slums, especially DDA, has proved to be difficult, and no explanation is forthcoming as to the difference between the two lists. The representatives of Delhi Development Authority have categorically stated that the lands over and above 729.68 acres which are shown as DDA lands in the MCD list, do not belong to DDA. Thus there is a mystery of ownership of quite considerable extent of land under occupation by slum-dwellers which are attributed to DDA but denied by the Authority. This is a highly undesirable situation in a Metropolitan City such as Delhi, from an administrative point of view. Authentic information on land ownership is essential for planning for upgradation of slum settlements, and for ensuring security of shelter to the slum-dwellers against anti-social elements. The issue of determination of land ownership and protection of public lands is dealt with in subsequent pages of this Report. However, at this stage the Committee wishes to emphasize that there is an urgent need to determine the ownership of all public lands under slums by proper survey and verification of land records.

SECTION II : UNDERSTANDING THE SLUMS OF DELHI

PROBLEMS OF GROWTH OF DELHI

Growth of the city has resulted in a number of problems such as shortage of dwelling units, mushrooming growth of jhuggies, encroachment on public land, violation of land use regulation, expansion of unauthorized colonies, and creation of slums. While provision of services to such clusters are at a minimal level or non-existent, the expansion of jhuggies and unauthorized colonies builds up pressure on civic services and creates major bottlenecks in proper development, which affects the overall quality of life in the city. Moreover, there is glaring gap in the level of amenities and environmental quality between some areas in central Delhi and the more affluent suburbs on the one hand, and the old city and the clusters of jhuggi-jhompris on the other.

VARIETIES OF SLUMS OF DELHI

Delhi is characterized by several types of slum settlements. A distinction is generally made between slum and squatter settlements. The squatter settlements are encroachments on public and private lands. The notified slums are mostly located in the walled city of Delhi and its adjoining areas, whereas the squatter settlements are mostly in newly developed areas. Then there are poorly developed and congested pockets in unauthorized colonies. Leaving out the housing needs of the pavement dwellers, who have no shelter at all, the three main types of slums are the following:

1. A large number of families are still residing in various 'katras' in old city where basic amenities are lacking and which are also treated as slums. The 'Pucca' Slums, which were notified under the Slum Areas (Improvement and Clearance) Act, 1956, comprised almost wholly of such Katras. The 'Pucca' Slums were characterized by dilapidated Pucca structures, dearth of sanitation and other amenities and facilities, congestion, and overcrowding. Walled city and other adjoining old areas, where most of the buildings

were in dilapidated condition and the areas were characterized by over-crowding (high density), narrow streets and lack of sanitation facilities, open spaces and other community facilities, qualified all the criteria given in the 1956 Act to be declared as slums.

It is reported that after attempting clearance of slums and relocation, the scheme of slum clearance was discontinued after 6th Five Year Plan (1980-85) on account of the unwillingness of slum (katra) dwellers to shift to tenements located away from the walled city.

There is a dire necessity to trace the history of these older slums, and improve conditions for the households who have been living in them over generations. The present policy of katra development requires review, and in its place, more imaginative and generous policies towards upgradation of such clusters of housing for the benefit of their inmates should be evolved.

2. Unauthorised colonies located in non-approved land where people constructed their own houses without proper plan. These areas are also lacking minimum amenities like road, drainage, sewerage, transport etc. Major part of occupants of these colonies belong to the poor category, though all of them cannot be classified as slums.

3. Jhuggi-Jhompri (J.J.) Slums: Jhuggi-Jhompri, were of temporary nature, and had mushroomed due to large scale in-migration of people from outside Delhi. These JJ settlements were having mostly thatched/asbestos sheets or other temporary material roofs with acute dearth of amenities and facilities. These were squatted mostly on government and public land without any title and thus were unauthorized and illegal entities. Development of New Delhi required a variety of services starting from land development to construction, and to meet the needs of the classes who were provided housing in the new extensions for a variety of services; at the same time, the housing and other needs of the unskilled workers who provided the manpower to meet these services and production activities, were not taken care of, and while these workers could find avenues of employment and income generation, they could not find legally provided housing.

Thus broadly the difference between the katras and the JJ clusters, is that the former are long-standing with more durable houses in a deteriorated condition, whereas the latter are more recent in origin with kutcha houses.

The Slum (Improvement and Clearance) Areas Act of 1956 is still in force and several areas have been notified under the Act. The main features of the Act are described in Annexure (v). Notification as a slum is believed to confer certain entitlements to the occupants. However, notifications have not been made in respect of a large number of slums even though several un-notified slum settlements share the same characteristics of slums as those that have been notified.

According to one interpretation, the notified slums are legal clusters and are entitled to benefits under the Act. The squatter settlements are encroachments, illegal, and bereft any legal entitlements. However, the line that separates the so-called legal clusters and illegal encroachments, and the consequent distinction in their entitlements, is very thin. As far as the requirements of security of shelter, environmental improvement and provision of basic amenities are concerned, they are to be treated alike and given the same consideration and attention.

PROFILE OF SLUM DWELLERS

A study was conducted by Society for Development Studies, New Delhi on behalf of Delhi Metro Rail Corporation towards developing a rehabilitation programme. The economic activities in Mall Road settlement and Shahadra settlements of 1725 and 361 households respectively, were chick making, brush making, boot polish, grinding stone manufacturing, mechanical works, vegetable trade, cut piece (cloth) selling, hawking etc. The economic activities are in the low value added category and manufacturing products are traditional items with limited market. Three fifth of the working population is self-employed and two fifth is wage employed. A little over a third of the households had savings. Given the high proportion of self-employed persons, credit, economic infrastructure, skill upgradation and marketing support were identified as major components of economic rehabilitation programme. Another SDS study on population trends in Delhi

slums ('Towards a Population Stabilisation Policy for Delhi Slum Dwellers'-2002), confirms not only the congestion of slum living, but provides disturbing information regarding very young mothers in the slums – 76 percent of women marrying and also becoming mothers before 18 years of age, with youngest mothers aged 12 years in many instances, in the sample population.

The very limited studies under reference can be taken to indicate the overall position in most slums and apply to the population living in them. In general, the slum dwellers provide a set of basic services in production, domestic services, sales, and transportation. They are the workforce of what is called the 'urban informal sector', which is itself the pulsating heart of the urban economy, and the workmen have neither security of employment nor assurance of minimum wages, nor provision of housing or other basic needs from their employers.

REASONS FOR GROWTH AND PERSISTENCE OF SLUMS

Increase in population and constant migration from rural/semi-urban to the bigger towns/cities in search of employment are major factors which have contributed to aggravation of ever increasing slum problem particularly in the Metropolitan cities. Migration of people from impoverished rural and urban areas in the neighbouring States such as Uttar Pradesh, Bihar, and others, are the main cause of slums. Undoubtedly this is a reflection of conditions in these areas, where marginalized landless persons find no adequate source of livelihood, and being uneducated and unskilled, have little option but to move to areas where employment or self-employment in the unorganized sector is often available. Lack of development, and even lack of 'law and order' and consequent insecurity, while being experienced by all sections, are particularly affecting the lower rungs of society, and provide the motivation for migration to the relative safety of the Metropolis where the migrants foresee better employment opportunities in the shadow of its prosperity.

Delhi, despite being the National capital and with a history of detailed urban planning spanning several decades, has been affected by haphazard growth over the years which has resulted in unauthorized settlements and fast growth of slums. While failure to protect public lands from squatters has certainly

contributed to growth of slums, it should also be recognized that the motivation for migrants from rural areas to move to cities are for reasons which are beyond the control of urban managers.

Poor people coming to city in search of jobs are mostly unskilled, and jobs are not readily available. At the outset they are compelled to adopt occupations such as of plying of cycle rickshaws. At a time when plying of cycle-rickshaws required registration or licence, a large number of them did not possess registration or licence, and it could be said that number of unregistered cycle-rickshaws were probably several times more than of the licenced rickshaws. Since a rickshaw-puller initially has no provision of shelter, he is forced to use public places to take bath, wash and sleep anywhere, adding to environmental hazard and creating traffic problem also. Similar is the status of many other unskilled workers who may add to the numbers of persons dwelling on pavements, and in squatter colonies.

Migrants as well as the naturally growing population require additional housing. The existence of large numbers of slums, squatters, and 'informal' or unauthorized settlements in a planned city is an irony and evidence of inadequacies of spatial plans, or at least in the implementation and enforcement of plan provisions. Slum-dwellers are basically people who are constrained to live in the worst kind of settlements which they find for themselves. In this sense, substandard houses constituting slums, are not only the consequence of poverty but they are also consequence of the inability of Government to provide decent housing and infrastructure to these sections.

The ever growing increase in slums can also be attributed to another factor i.e. political patronage. The political parties use the slum dwellers as their vote bank. Since the slum provide a potential vote bank, some politicians may be interested that the number of slums should go on increasing, which is, of course, very short-sighted.

Absence of effective policing of public lands facilitating squatting, and even the provision of amenities such as supply of water to slums virtually free of any charge, may act to encourage further squatting.

There is sufficient evidence of negative effect of weak coordination and lack of a central and accountable entity in charge of slum development programmes, which is moreover endowed with

sufficient power of decision-making and resources, in the case of Delhi. Institutional framework for urban management in Delhi is characterized by a multiplicity of agencies, both of Central Government and State Government, looking after various functions in respect of civic amenities, land management, growth of the city, infrastructure, and environment. This makes for weak coordination and ineffective enforcement of rules and regulations. In particular the lack of a centralized system of attending to various requirements of amelioration, improvement, development and resettlement of urban slum populations has undoubtedly proved to be a hurdle in making any meaningful progress and resolution of this issue affecting the lives of millions of urban poor.

QUALITY OF LIFE IN THE RESETTLEMENT COLONIES

The two problems of the Resettlement colonies are the growth of squatter settlements, and re-sale to unauthorized persons.

Resettlement colonies, which were an effort to provide alternative housing to slum-dwellers should not normally be categorized as substandard since they have been developed by public authorities with a view to providing amenities of an acceptable standard; however, if the development is not up to the mark, it could still be categorized as sub-standard. In recent period it has been observed that squatter settlements have emerged in vacant areas in and around the re-settlement colonies. These have been called 'Slums within Slums'. If this trend continues, the colonies which were developed as solutions to the slum problem, may themselves become part of the problem. -

It has also been noted that allottees of resettlement housing often re-sell and return to squatters' colonies, and the middle income group moves to housing meant for resettlement of slum-dwellers. Some allottees are tempted to sell out because of the high prices offered for the plot, and may even hope to get another plot in a resettlement colony. However, reasons such as distance from work place, isolation/ segregation of the settlers, development of criminal ghettos and social tensions and stigma of the resettlement colonies, etc., are also known to be at work.

SECTION III : DEALING WITH SLUMS

Dealing with slums calls for a proper understanding of the role of the urban poor in the economic activities of the metropolis, and a willingness to provide them with opportunities for their overall growth, well-being, and improvement in status and security. The contribution of the urban informal sector, and urban slums, has been well-narrated in the following extract : “In every city, parallel to formal, planned, authorized, intended, and standard developments, there are also informal, unplanned, unauthorized, unintended, and sub-standard development. In Indian cities there is a much higher percentage of informal sector than formal sector. Its reasons are development of residential colonies without convenient shopping centers; high cost of developed commercial plot which is unaffordable to the economically weaker sections for running small commercial establishments, and lack of provision of small informal commercial establishments. Vendors and hawkers also form a part of the urban life and urban system. Planning for this sector is an important aspect of urban planning. There is no defined policy about planned development of urban spaces for the informal sector. Informal sector units start operating from the most strategic locations where user accessibility is the highest.” (‘Implications of Encroachment in Cities’ - Shri S.C.Gupta, former Additional Commissioner, DDA)

A legitimate question that arises is, what was the position assigned to the urban poor in the planning process? What is the reform called for in the mindset of planners and in the planning structure of our cities in order that poor (migrants included, as cities do grow by in-migration of people of all economic status and there is no way to ensure that only persons with means or steady jobs will move to cities), are given due facilities to live decent lives especially in terms of housing and civic services?

It is apparent that many of the present day slum-dwellers belong to second or subsequent generations living in JJ clusters, with little hope of being liberated from the insecurity, squalor, and indignity of living in such conditions. It is possible that in the absence of a meaningful shelter programme, the successive generations of slum families will be condemned to continue to live in such colonies as has happened in the other metropolis of Mumbai. There is need for a determination on the part of authorities that such a fate should not occur to the present-day slum dwellers in Delhi, and that they would within the shortest

possible time, be provided with environmental improvement, infrastructure, and shelter which is of acceptable standards, in order to rescue them from the stigma of being slum-dwellers.

NON-POOR AMONG SLUM POPULATIONS : Slum-dwellers and urban poor are not always or necessarily one and the same. There can be slum-dwellers who are above the poverty line. There can be poor who live outside of slums. It is evident that slum-dwellers constitute a heterogeneous group with different levels of skills, employment, income, assets, and living standards. However, until proved otherwise, slum-dwellers, because of the insanitary and congested living conditions and lack of title to the land and thereby lack of security, should be treated as belonging to the category of the poor. If the income data prove otherwise, they can be excluded from the lists of the poor, especially where subsidies are involved. Even after exclusion from subsidy lists, the programme for housing of such households will nevertheless have to be taken up.

Slum-dwellers who are not poor as understood in studies and surveys relating to poverty, do require a different treatment from the slum-dwellers who are below the poverty line. The difficulty will be to identify the two categories with any degree of precision based on income criteria alone which is difficult to verify. It would be better to constitute Neighbourhood Committees of the slum-dwellers, lay down both income and non-income criteria for identification of the poor, and allow the Committees to list the two categories. In the urban poverty alleviation programme Swarn Jayanti Shahri Rozgar Yojana (SJSRY), identification of urban poor is made not based solely on income criteria. Instead, the Guidelines issued by the Government of India permit consideration of non-economic parameters for determining eligibility of a household for the benefits under the scheme. In slums, any person with a steady employment in the organized sector, or having a well-established industrial or commercial enterprise (even if in the informal sector) should be treated as ineligible. For others, the non-income factors should be taken into account. This has implication particularly in regard to subsidy that has to be given in providing alternative housing or upgradation of the slums.

In view of the fact that slums occupy a sizeable part of many cities, and taking note of the many interlinkages between population growth, lack of employment opportunities, and urban planning and management, it is imperative that many facets of urban development including a modification in the land

and housing policy should be given a fresh look. In particular, the housing needs of the urban poor including migrants, and the requirements of the informal sector in regard to land for its multifarious activities, need to be recognized and provided for in making urban development plans.

While there is a direct relationship between economic growth and poverty reduction, it is unlikely that the one will automatically lead to the other without affirmative measures to assist the poor to get over the social and economic barriers that have kept them in a depressed state. However, the reality of urban poverty in metropolitan cities, where employment opportunity in the informal sector is more, is that the main indicator of poverty is the kind of shelter that is available to a sizeable section of population.

PREVENTION OF FORMATION OF SLUMS

Every city, especially in the poorer countries, grows in part by in-migration. The other ways in which urban population of a country increases is by natural population growth, and the notification of additional areas as urban centers.

Squatters are often construction workers who have stayed on after completing the work for which they were inducted, without returning to their rural homes. In major projects, the contractors who bring labour from outside should be made responsible to provide them with temporary shelter, and ensure that they return to the villages once the work is over.

There is no means nor would it be equitable or in keeping with the Constitution, to attempt to limit the in-migration into cities only to the affluent or those with sufficient means to afford decent housing at prevailing rates for land and housing, and prevent or check the migration of only the poor. Further, the problem of shelter is not only that of new migrants but also of urban poor who have already spent several generations in the metropolitan cities. It is for this reason that the Master Plans contain provisions for integration of the poor with the rest of the community, through provision of housing and land. Since the urban poor are part and parcel of the urban community, their needs have to be looked after in any planning. A proper land development policy under which the availability of land for housing is made easy, with both public and private sector organizations functioning efficiently to meet the demand, will bring down prices and make shelter affordable to larger number of households.

In respect of public lands, effective protection from squatting has not been provided. Every Station House Officer should be held responsible for preventing unauthorized occupation of all public lands in his jurisdiction.

PAST APPROACHES TO SLUMS

The problem of slum dwellers has been engaging the attention of the government since the Second Five Year Plan. In the initial stages, the ameliorative strategy consisted of slum clearance and rehabilitation of slum dwellers in new developed areas and the provision of minimum basic civic amenities. As a part of this strategy, the slum clearance scheme was introduced in 1956. However, it was realized that this strategy would not lead to provision of adequate facilities since slum population was growing at a rapid pace and the cost of rehabilitation by procuring and developing additional land was proving to be very high. Consequently, in 1972 the strategy of clearance of slums and rehabilitation on new land was abandoned and the Central Scheme of Environmental Improvement of Urban Slums (EIUS) was introduced.

EIUS SCHEME

For the purpose of the implementation of the EIUS scheme, the Government of India had adopted the following definition : 'a slum area means any area where such dwellings predominate which by reason of dilapidation, overcrowding, faulty arrangement of design of building, narrowness or faulty arrangement of streets, lack of ventilation, light or sanitation facilities, inadequacy of open spaces and community facilities, or any combination of these factors, are detrimental to safety, health or morale. Any slum area selected for improvement under the scheme should have at least 2/3rd of the slum families in the poor and low income groups with an income of less than Rs 250 per month. Also there should be no likelihood of any slum clearance or redevelopment programme being taken up in that areas for a period of at least 15 years in case of pucca built slums and 10 years for hutment type slums, so that adequate benefit is secured for the money spent on improvement.'

The strategy for tackling the problem of pucca slums consisted of provision of sanitation and other facilities like conversion of dry latrines to water sealed, creation of open spaces, and upgradation of other physical and social infrastructure. In Delhi, the population of these identified slums which was 18 lakhs in 1981, decreased to 9.51 lakhs in 1991 probably due to conversion of land use from residential to commercial, shifting of population due to increase in family size and availability of houses in outer colonies/ areas of Delhi. The programme of repairs of katra properties is being continued under the Slum and JJ Department. For older structures where repairs exceed the prescribed ceiling, relocation is resorted to. Environmental improvement services are also provided to the katras, such as community centers/welfare centers, water supply through taps/handpumps, community toilets and sewerage, drains, roads, streetlights, etc.

The EIUS Scheme purports to improve the living environment of slum dwellers by providing minimum basic facilities as given below:

- | | |
|---|---|
| 1. Water Supply | : One tap for 150 persons |
| 2. Sewer | : Open drains for normal outflow to avoid water accumulation |
| 3. Storm water drains | : For quick draining out of storm water |
| 4. Community baths | : One bath for 20-50 persons |
| 5. Community latrines | : One latrine for 20-50 persons |
| 6. Widening and paving of roads/streets | : For easy flow of pedestrians, bicycles, and handcarts on paved paths thereby avoiding mud and slush |
| 7. Street lighting | : One pole 30 meters apart |

EIUS Scheme was initially operative in cities with a population of three lakh and above provided that in States where there was no city of this size at least one city would be selected. The scope of the EIUS Scheme was enlarged in 1974 and the scheme was made as an integral part of the Minimum Needs Programme and was transferred to the State Sector in April, 1974.

The per capita assistance permissible under the EIUS Scheme since 1972 was increased from Rs 120 to Rs 800 in 1987 (4th year of 8th Plan).

Slums and Jhuggi Jhompri (Squatter Settlements) in Delhi.: In 1958, the Government appointed a Committee to investigate the problem of growth of Jhuggies (51 settlements and 40,000 families living in them at that time). Under this scheme a 80 sq.yd. developed plot to each jhuggi family on a 99 year lease basis was allotted with other amenities and facilities in the allotted colony.

The scheme was modified in 1962 because many allottees sold their plots and majority of others were not able to pay the monthly instalment of lease money. As such the element of ownership was eliminated and the plot size was reduced to 25 sq. yards.

JJ-Resettlement Colonies : During the period 1960-1977, 47 resettlement colonies have been developed and more than 210,000 families (150,000 families during 1975-77 alone in 27 new resettlements) were settled and all the facilities like water supply, sewerage, drains, electricity, pucca roads, streetlighting, schools, bus stands, dispensaries and community centers, etc., have been provided. However, the scheme of JJ resettlement was discontinued with the termination of the Sixth Five Year Plan (1980-85). During Seventh Plan (1985-90) minimum basic civic amenities under the EIUS were provided.

Construction of Tenements : Besides resettling JJ dwellers in resettlements colonies, the construction of tenements for allotment to the JJ dwellers as well as evictees from the old pucca slum areas was undertaken. 4280 tenements were constructed to rehabilitate these slum dwellers. The scheme was dropped due to high cost and long gestation period of construction.

Development of Sites and Services Plots : Development of sites and services plots, namely at Dwaraka, Rohini, Narela was taken up with effect from 1990 and a total of 13,390 sites and service plots have been developed to settle the slum dwellers.

Present Strategy :

To tackle the problem of slums, the Government/S.&J.J. Department of MCD has adopted the following three pronged strategy in 1990-91, namely:

1. If the JJ dwellers are residing before 31st Jan. 1990 (later extended to 31-12-1998) on the land urgently required by the land-owning agencies for the execution of public purpose projects, then these JJ dwellers are relocated elsewhere;
2. In-situ: Upgradation of slum clusters is resorted to where the land owning agencies do not need the land in near future and given NOC to the effect that such clusters may be upgraded;
3. Civic amenities like water supply, street-lighting, roads, storm water drains, etc., are provided in the JJ clusters which do not fall in the category 1 & 2 above.

Therefore the identified slum population comprising of notified slum population (9.51 lakh) and Jhuggi Jhompri cluster population (12.97 lakh) i.e. total of 22.48 lakh were to be considered for inclusion under environmental improvement of urban slums programme. There has been a suggestion that the slum population already covered under EIUS scheme may be deleted for future target-determination for EIUS scheme. This requires careful examination. The extent of EIUS effectiveness needs to be verified as it is unlikely to have removed the slum characteristics.

PRESENT APPROACH

In general now there is appreciation that all slums cannot be categorized under one common definition, and the approach to slums of different locations, land-ownership, nature of shelter, neighbourhood, alternative demand for land, etc., have to be different. The generally accepted view is (1) to resettle the slums where the lands under JJ-clusters are immediately required for other public purposes; (2) to undertake in situ upgradation where the land is not immediately required for other uses; (3) to provide environmental improvement where in situ upgradation is not permissible. The most important departure from the earlier approach of governments towards slums and squatter settlements has been to move from clearance and resettlement to relocation, in situ upgradation and environmental improvement. However, there is large scope for improvement in implementation.

PLAN SCHEMES FOR SLUMS

Programmes for the assistance of slum dwellers is part of the Five Year and Annual Plans of the Government of National Capital Territory of Delhi. They form a major part of the Plan schemes under Urban Development. A brief overview of the official approach to schemes for slum dwellers, follows:

Plan Documents of NCTD speak of framing measures such as environmental improvement in urban slums, provision of facilities in urbanized rural villages, additional facilities in resettlement colonies, development of regularized unauthorized colonies, redevelopment of walled city area, etc. On the environmental front, the Plan document speaks of mechanization of conservancy and sanitation services, environmental improvement through horticultural works, construction of public toilets and community centers on a mass scale in different sub-standard localities. A number of new entities called Slum Improvement Board (to guide slum wing in its task of improvement of urban slums), Urban Villages Board, and Board for Development of Regularised Unauthorised Colonies, have been suggested. Schemes for Development of Narela, Najafgarh, and Meharauli towns, and Development of suitable sites for the Relocation of Kabaris and Auto-workshops have been included in 9th Plan.

According to the Plan document (2001-02), In Delhi prior to inception of 7th Five Year Plan, about 2.40 lakh JJ families had been resettled in 46 JJ colonies, where these families were given plots varying from 18 sq. mtrs. to 21 sq. mtrs. with basic infrastructure. During 1980-85 the emphasis shifted from resettlement to improvement of Slum/JJ clusters where they were. In 1990 (Jan. to March) a comprehensive survey was conducted by Civil Supplies Dept. for purpose of issue of food cards. The families residing in jhuggies were issued identity cards and metallic plates on the basis of this survey/enumeration. As on January 1990, it was estimated that about 2.60 lakh jhuggie families were staying in about 929 JJ clusters. As on 31-3-1994, the number of clusters was listed at 1080 with 4,80,929 families living in them. Current rough estimates are that the number of jhuggies is 6 lakhs with a population of 30 lakhs.

The Plan document goes on to say that with effect from 1990-91 onwards, in Delhi a three-pronged strategy has been adopted keeping in view the policy that on the one hand no fresh encroachments shall be permitted on public land and on the other hand past encroachments which had been in existence

prior to 31-3-1990 would not be removed without providing alternatives. The three strategies as stated are:

Relocation of those jhuggie households where the land owning agencies are in a position to implement their projects on the encroached land pockets as per requirements in the larger public interest and they submit requests to DSJJ for clearance of the jhuggie cluster for project implementation and also contribute prescribed land owning agency share towards the resettlement cost

In-situ upgradation of JJ clusters and informal shelters in case of those encroached land pockets where the land-owning agencies issue No Objection Certificates to DSJJ for utilization of land

Extension of minimum basic civic amenities for community use under the scheme of Environmental Improvement, scheme of construction of Pay and Use Jansuvidha Complexes containing toilets and baths, with provision of mobile toilet vans until provided facilities under the first two strategies. This is a continuation of the scheme started in 1987 under the 7th Plan.

The relocation programme contemplates development of sites and services plots of 18 sq. mtrs each with a 7 sq. mtr undivided share in open courtyards as per the cluster court town house planning concept for resettlement of squatter colonies. Thus the total area allocated for each squatter family amounts to 25 sq. mtrs. in the aggregate. The resettlement complexes are an integral part of the new residential development schemes of DDA. In a plot of 5 hectares, about 1000 plots/residential units are accommodated, making a density of 200 units per hectare. In such a plot, one hectare is earmarked for provision of community facilities such as primary schools, open spaces, shishu vatikas, basti vikas kendras, community facility complexes, dhalaos, etc. Allottees are permitted to build a first floor in due course. To make the unit self-contained, WC and bathroom are provided on ground floor.

DSJJ is responsible for provision of infrastructural facilities within the layouts of the resettlement complexes; peripheral services are to be taken care of by DDA as part of its integrated development projects, and trunk services are to be provided by the subject agencies. It is stated that DDA has so far not been in a position to provide peripheral services for those projects where land was made available; interim

peripheral services are being provided by DSJJ by adjusting the expenditure out of land cost payable to DDA by DSJJ.

DSJJ determines the eligibility of squatter families for resettlement in consultation with the representative of the Land Owning Agencies through joint surveys. The jhuggies of ineligible squatter settlements are to be demolished / cleared by the concerned land owning agency (and not by DSJJ). The sites and services plots are for self occupation and beneficiaries are provided photo identity cards.

A framework for the scheme was approved by DDA on 4-2-92.

- Relocation of squatters on project sites needed by land owning agencies;
- □ Eligible families to be confined to squatters as on 31-1-90, and allotted plots described above under cluster court town house planning concept.
- DDA to provide 20% of residential land in the said integrated urban development project at Rs 825 per sq. mtr. of the net plotted area.
- Slum wing provides Rs 23,000 per family (Rs 10,000 each by plan funds and land owning agencies, and Rs 3000 by beneficiaries). This was subsequently revised to Rs 44,000-Rs 29,000 from land owning agency, Rs 10,000 from plan budget, and Rs 5000 being beneficiary contribution. This has been approved by MoUD on 4-4-94.
- The charge of Rs 825 per sq.mtr. is used towards provision of internal development and infrastructure as well as peripheral services.
- Slum wing to construct plinths of 18 sq. mtrs along with WC seats out of house building loan of Rs 15,000 sanctioned from a housing financial institution.
- Beneficiaries formed into cooperatives and sites allotted on lease-hold basis through the cooperative.

This scheme has been under implementation since 1990-91, and till Sept. 2000 DSJJ has developed 22,000 sites and services in Dwaraka, Rohini, Narela, Molar Bundh, Tikri Khurd. Between 1990-99 about 13000 households from land pockets in Central, South and Eastern Delhi areas were relocated in Southwest and Northwest areas of Delhi.

The financial arrangement of land and development between DSJJ and DDA is rather complicated. DSJJ has to pay Rs 825 per sq. mtr. However, DDA has to provide peripheral services, which costs about Rs 5400 per unit. DSJJ, to provide interim peripheral services, deducts its cost from amount payable to DDA for the land. In Annual Plan 2001-02 it has been observed that DDA is now offering land to DSJJ for the relocation of squatters at Rs 719.57 per sq. mtrs. on gross area basis. Taking into consideration the land cost of such a high rate offered by DDA, the cost of development of plot works out to about Rs 70,000 and thus requiring the whole funding pattern to be revised accordingly. Discussing the Annual Plan for development of plots, the document states that 'in physical terms, no target for development of plots can be set as it is linked with the availability of land from DDA or from Delhi Govt. after acquisition'. However, there was a target of 35,000 sites and services plots in 9th FYP and 15,000 plots in 2000-01. Achievement till October 2000 was that 6226 families were shifted to Narela, Rohini, and Molar Bund where land was allotted by DDA. Target for 2001-02 was 30,000 families. 'However, these targets are notional in nature in the sense because it entirely depends upon the availability of land and sufficient resources for acquisition of land.' Non-availability of land, of contribution from land owning agencies, and of shelter loan to members of cooperatives of relocated families are perennial problems. In certain instances, the DSJJ was unable to recoup expenditure incurred in anticipation of the funds being provided by concerned agencies. At the same time, with passage of years the cut off date of 31-1-90 has proved to be unworkable with more than 50% ineligible households in certain clusters. As a consequence the cut-off date had to be extended, and GoI have informed Delhi Govt. that 'the matter has been considered in the Ministry and it has been decided that the cut-off date for eligible beneficiaries be extended from 31-1-90 to 31-12-98.' The Ministry also determined the plot sizes: 'So far as size of plots is concerned the existing practice being followed by DSJJ i.e. 18 sq. mtrs. to pre-1990 and 12 sq. mtrs to post 1990 slum dwellers shall continue.'

IN SITU UPGRADATION OF JJ CLUSTERS

According to the Plan document, the in situ upgradation is taken up where the land owning agency issues a No Objection Certificate, and the existing JJ dwelling units are upgraded in an improved and

modified layout by 'socialising the distribution of land and amenities amongst the squatter families'. The JJ households are given sites of 10 to 12.5 sq. mtrs in modified layouts at the encroached sites.

Improved paved pathways and drainage, street-lighting, individual electric connection on payment basis, community pay and use toilets and bath rooms, garbage bins and house construction by beneficiaries with the assistance of DSJJ, are provided. Till 1992-93 the cost ceiling was Rs 6000 per dwelling unit, raised to Rs 9500 from 1993-94. 50% of the expenditure is on sanitation, 20% each on potable water, pathways and drains, and the balance on street-lighting and garbage bins. So far three projects have been taken up- 672 families in Ekta Vihar (RK Puram), 112 Prayog Vihar in West Delhi, and a scheme for 4800 squatter families in Shahbad Daultpur is reported to be under implementation. Lack of better progress in the in situ upgradation programme is attributed to non-availability of NOCs from the land-owning agencies.

ENVIRONMENTAL IMPROVEMENT OF URBAN SLUMS

There is a specific provision for this item, but additional funds are also provided under separate heads such as Construction of Pay & Use Jansuvidha Complexes, Basti Vikas Kendras, provision of water supply directly under Plan scheme of DJB. The provision from Government of India under NSDP is utilized for augmenting the resources of the schemes under State Plan. Under EIUS basic amenities like supply of water, light, public toilets, sewers, dalaos, brick pavements etc are being provided. The nature and extent of services extended so far remains inadequate.

KATRA REDEVELOPMENT

Structural improvement and relocation are the plan schemes for katra redevelopment. Structural improvements are made in katras where cost of structural repairs does not exceed Rs 1000 per capita, and habitable space after improvement does not fall below 3 square metres.

PLAN SCHEMES

The following table furnishes the outlays on main programmes for slum and JJ populations, in 9th Plan (Expenditure) and 10th Plan (Provision):Rs in Lakhs

Sl.No	Name of Sector/ Scheme	9 th FYP Approved Outlay	Expenditure in 9 th Plan Outlay	Outlay for 10 th Plan	Annual Plan 2002-03
1.	Relocation of JJ Squatters	3500	6468	12000	2300
2.	In situ upgradation of JJ Clusters	1000	446	1000	200
3.	Environmental Improvement in Urban Slums	2000	1303	1000	200
4.	Structural Improvement & rehabilitation of Katras	800	801	1000	200
5.	Constrn. of flats/incremental houses for katra dwellers	500	366	500	100
6.	Constrn. of community halls/Basti Vikas Kendras	800	437	500	100
7.	Constrn. of pay and use jansuvidha complexes	2500	661	500	100
8.	Shishu Vatikas/Common spaces in JJ clusters	200	166	250	50
9.	NSDP	3000	11240	10000	1900
10.	Swarn Jayanthi Shahri Rojgar Yojana		151	500	100

PERSISTING PROBLEMS IN RESOLVING THE SLUM ISSUE

Review of Plan schemes indicates adequate awareness of the proper approaches in many respects. The continuation of slums over years and generations, however, indicates a failure of planning and development policies. If slum issue has been considered and dealt with over several decades, and Plan schemes continue to be implemented for slum-dwellers, and if in spite of all this effort the slums continue as before with hardly any reduction in the numbers of settlements and households and on the contrary if the numbers are actually increasing, then there are serious shortfalls in the approach and the action on this issue. Some of these are identified below.

PLANNING CONCEPTS, MASTER PLAN PROVISIONS, AND IMPLEMENTATION

Tracing the history of planning in Delhi, it has been noted that the Hume Committee brought in the Delhi Improvement Trust (DIT) in 1937, to reduce 'slumlike' conditions as a major objective. Likewise the Birla Committee of 1952 referred to deteriorating 'slumlike' environments and which contributed to the DDA taking over from the DIT. For a long time there has been no place for private land developers and public agencies have planned and executed major part of land and housing development. However, the slums and squatters/JJ clusters have proved to be impossible to prevent.

It has been pointed out that Master Plans make provisions for low income housing. As regards the location, the 1962 Master Plan recommends earmarking suitable sites in several zones. Bustis are to be relocated in various parts of the urban area so that they are integrated, and utmost importance has been placed on the objective of avoiding stratification based on income. Mid-term Appraisal also favoured 'composite colonies with better class houses and houses for EWS, and that 12-15% of total land be reserved for EWS.' Experts who were present the Round Table held by the Committee were of the view that while the Master Plans have spoken of providing adequate land for the urban poor and of integrating them with the society at large, in actual practice there is too much importance being given to upgrading, or of segregating them into resettlement colonies. 'The Master Plan for Delhi envisages integration of

low income housing within composite housing. Re-settling/ 'upgrading' the poor in vast areas meant only for them is against the statutory Master Plan.'

In practice, however, it is observed that the 'working population has not been provided with shelter by the planners, and hence has had to settle on whatever land is available'. There has been inadequate allocation of land for low income/economically weaker section housing either in an integrated or in a segregated fashion. Ironically, DDA, which is the agency entrusted with planning for the city, has unwittingly or otherwise become the largest 'host' organization of slums.

DDA is stated to own 25,377.2 hectares of land accounting to 17.1% of the land in the State. As regards land allocation by DDA, according to a study, 'Between 1960-61 and 1970-71 the high income groups (HIG) got as much as 49.8 percent of the plots through auction. Those whose land was acquired (alternative allottees) were given 14 percent of the total plots. The middle income (MIG) and low income (LIG) groups were allotted only 24.7 percent and 11.5 percent of the total plots respectively. The proportion of land given to the lower income group actually declined from 55 percent in 1961-62 to 3.2 percent and 1.9 percent in 1969-70 and 1970-71 respectively. The LIG and MIG have been allotted a small proportion of the total land area. Thus during the same period as much as 63.5 percent of the total land disposed of was sold to the HIG. The alternative allottees were given 14.5 percent and the MIG and LIG were allotted only 16.5 percent and 6.5 percent of the total land respectively.' ('Urban Land Acquisition: Certain Emerging Issues - Nilima Verma in *Urban Problems and Policy Perspectives* - New Delhi, 1981). According to the Report 'Delhi Urban Environment & Infrastructure Improvement Project - Interim Status Report Delhi 21 - May 2000' prepared by GHK International Ltd in association with Operations Research Group, 'DDA claims that 20% of the residential area is earmarked for EWS/squatter population under the integrated development project. DDA has not allotted any land to S&JJ Dept. during 1992-97. In 1997-98, DDA allocated 32 acres of land in Tehkchand village for relocation of squatter families but as per the direction of Ministry of Urban Development & Employment, this has to be implemented by DDA. In addition, during 1998-99, about 27.4 acres of land was allocated to S&JJ Dept. at Molar Bundh for relocation of about 4000 squatter families from Gautam Nagar near AIIMS.' (Ch.6, p.11).

Prima facie, the allocation of land for the housing of urban poor has been insufficient to meet the requirements, and below the proportion of their share. The information furnished by Delhi Development Authority in response to a query on the provisions of the Master Plan relating to housing needs of the urban poor, and the extent of land made available by DDA for slum re-housing, may be seen at Annexures (ix) and (x), the latter being the extracts from provisions of the Master Plan.

While DDA is in charge of planned development of the city, the provision of land and housing are failing to meet the demand of the urban poor. It is difficult to assess the size of the unmet demand for housing, but surely runs into hundreds of thousands. As a result several unauthorised colonies have sprung up, and JJs on DDA and other Departmental lands, as well as on common lands (gram sabha lands) in the rural areas continue to proliferate. Enforcement of protection of land and prevention/removal of unauthorized developments is absent.

Subdivision of agricultural land is made by owners in search of quick money, with the active support of the real estate dealers. This is also coming in the way of acquisition of land and orderly development, whereas private development of an unauthorized kind has increased. As regards other sources of land, land sold to the public by developers remains un-serviced for many years.

The basic fact is that there is inadequate availability of affordable land and housing for the urban poor. The poor cannot have developed sites for house construction at an affordable price because of high cost of land and non-expansion of infrastructure in a planned way which has resulted in squatter settlements in various places.

Lack of rental housing thanks to the prevailing rent control and protection to tenants, has made the problem of housing worse than it needs to be.

PROBLEM OF LAND CATEGORIZATION : Buch Committee had recommended categorization of the lands under slums, for the three types of treatments. However, no such categorization appears to have been made by any of the land owning agencies.

PROBLEMS IN IN SITU UPGRADATION: It is evident from information available that only very few projects have been taken up for in situ upgradation. In fact, DDA, the largest land owner, has not

granted NOC for in situ upgradation. The key question is how the number of projects under in situ upgradation can be increased.

PROBLEMS IN SLUM RESETTLEMENT : During the period from 1-4-1990 till 2000-01, the number of relocations is 27,682. For the current year the target is 30,000. The pending requests for resettlement number about 1,30,867 jhuggies. The problems in resettlement relate to land acquisition, as well as provision of an adequate level of amenities, including transportation facilities to places of work. The revision of the unit costs are said to be under consideration.

The initial impediment is the difficulty in getting land. In relation to the total problem, the progress achieved is quite low. How the large demand on resettlement programme can be implemented, is the major issue for which a solution needs to be found.

The financing of the relocation/resettlement programme is another major issue. While there is a financing pattern, the difficulty is in making the colonies adequately serviced within the prescribed financing plan. There is a serious danger that the control on costs will be lost, the works will go on interminably to provide various amenities. At the same time, unless the colonies are properly developed with essential services, they will lack credibility and acceptability among the beneficiaries.

PROBLEMS IN ENVIRONMENTAL IMPROVEMENT : This is the major programme for Delhi slums at present. The objective of the programme is not entirely clear : is it to provide services in a piecemeal manner, or is it to raise the slums above the slum characteristics ? The absence of a master-plan for achieving defined improvements in the slums with the clear objective of removing for good the slum-like features of the colonies, is proving a hindrance to proper implementation. Absence of such planning also impedes measuring the impact of the measures which are taken. Committee suggests that the entire planning process needs to be revamped with clarity of objectives, means, time-frame, and resources.

INSTITUTIONAL ARRANGEMENT : The adequacy of the present arrangement of Slum & JJ Department, its powers and structure, and ways to improve the same with a view to implementing a programme for speedy implementation is a fundamental aspect. The issues of co-ordination between

various agencies, budgetary support, monitoring and evaluation, convergence of services, community and NGO participation, etc. will be resolved by a proper structure of the administrative arrangement. The proposal to establish a Slum Improvement Board requires early decision.

LAND PROTECTION : Protection of public lands has been emphasized in Buch Committee Report which recommended entrusting them to the Deputy Commissioners. The methods to inventorize and secure public lands have to be put in place urgently.

CITY-WIDE ENVIRONMENTAL ISSUES : It is impossible to discuss slum issues – as indeed any issues relating to urban growth – without bringing in environmental aspects, particularly the aspects of land and water pollution, sanitation, solid waste management, and protection of ecologically valuable water bodies and greenery. Much low income housing and slums have come up in an unplanned fashion which generate large volumes of untreated sewage and solid waste that is discharged into Yamuna river. While slum-dwellers have in part caused this environmental problem, they are themselves also victims of environmental degradation and need protection.

SECTION IV : RECOMMENDATIONS

The concept of the “City Without Slums” or specifically, “Delhi Without Slums” has to be the objective before the urban managers of Delhi city. Delhi has better resources than most cities in the country, and there is possibility of securing international funding for any well-thought out programme of slum upgradation and housing. Therefore, a Delhi free of slums in the next 10 years should be considered a feasible proposition. Integration of slum dwellers with the general population is the ultimate objective.

Since provision of shelter that is affordable with adequate environmental protection and basic services is the immediate need of slum-dwellers, the objective of slum programmes are self-evident. However, considering the magnitude of the problem, the measures to be taken have to be wide-ranging as well as focused.

SLUM SETTLEMENT SURVEY, DETERMINATION OF LAND-OWNERSHIP, AND COMPREHENSIVE PLANNING

Preparatory to any programme for slum improvement, a comprehensive survey should be undertaken to find out the actual number of slums and their locations, as well as the status of housing and civic amenities, health and educational services, employment status, etc. The Committee is of the view that the comprehensive survey should be undertaken by the DSJJ with the guidance of institutions in the field of social work and socio-economic studies, who can assist in design of survey formats, supervision and validation, and analysis of survey data. Without baseline data on slums and their occupants, it would not be possible to take up a programme to eliminate the worst features of congested and insanitary housing and other forms of deprivation suffered by the slum-dwellers.

Simultaneously, as already emphasized, the ownership of all lands under slums and especially the JJ clusters should be determined through a proper verification of land records, including those of land acquisition.

The agencies should thereafter determine the lands to be got cleared, those to be taken up for in situ upgradation, etc. The slum survey, the land ownership survey, and the final determination of land use (i.e., for shelter or otherwise), should be carried out in a coordinated fashion in order that the problem of slum-dwellers can be dealt with expeditiously.

The survey should lead to the preparation of a medium term plan for the slum-dwellers, with phasing and prioritization of clusters to be taken up year to year. A programme for the slums to be drawn up with annual phasing should be large enough to make a dent in the slum problem, and should not merely be a token or a 'pilot' programme. The programme to follow should be specific with regard to the existing status, objectives to be met, and the course and time frame of action.

SCOPE OF SLUM DEVELOPMENT PROGRAMMES TO BE TAKEN UP

In every option of slum improvement – environmental improvement, in situ upgradation, resettlement – apart from housing and shelter upgradation, necessary facilities of education, health, water supply, sanitation, community facilities, etc. also need to be provided. It has been noted that the present standards of services are low, and that they need to be raised so that the slum dwellers have a quality of life comparable to the rest of the city. In existing slums and JJ colonies this may involve both local and trunk works. The work involved in developing resettlement colonies is no less, as all infrastructure has to be set up and brought to a satisfactory level before the concerned population can be moved to the new location. In resettlement colonies, new facilities for transport, schooling, health-care, etc. will need to be set up afresh and provided on a sustained basis. This highlights the need for close co-ordination between various agencies providing the urban services and amenities, for the success of any slum improvement or re-location programme.

BASIC APPROACH

The basic approach of these programmes is that efforts should be made to raise the quality of life of the slum residents to bring on par with the rest of the city. In particular, the programmes aim to increase the standard of health, education, and community life, by provision of improved physical infrastructure and an enhanced level of services. In addition, efforts to improve the income-earning potential of the slum-dwellers are also made. Apart from provision of shelter, the basic package of assistance under slum development projects should include the following :

- Infrastructure improvement: roads, drains, water, sanitation, street lighting, and community halls
- Health: promotional and preventive via maternal-child health clinics, health awareness, and health volunteers
- Education: pre-schools, non-formal education, legal literacy and adult literacy
- Community development : institution building, gender awareness raising, vocational training and economic support.

SLUM IMPROVEMENT BEYOND PHYSICAL WORKS

These approaches are already built into the programmes such as EIUS and in situ upgradation, except that the community development approach is absent. This is because the slum wing or department does not have social activities personnel. It has been noted that community development staff may be marginalized in working with administrative and engineering staff. There may also be gender barriers for the proper working of women staff dealing with health, education, community development, etc. The administrative and engineering wing generally lack experience in participatory techniques and methodologies. A top down or paternalistic approach to slum dwellers comes naturally to most officers. To some extent this lacuna has been filled under the SJSRY programme wherein Community Organizers are appointed. In Delhi there is a need to have among the DSJJ staff such community organizers and social activities

personnel, who can both provide training and organize the slum households as well as act as coordinators between different departments providing a range of services to the slum households, to bring about convergence of services. Central Government's main programme for urban poverty alleviation, the Swarn Jayanti Shahri Rozgar Yojana (SJSRY) is based on formation of community structures such as Neighbourhood Groups, and Community Development Societies, with the participation in particular of the women of the slum households. The neighbourhood committees under SJSRY are a mechanism for promoting the participation of the slum residents in project planning and implementation, to ensure that the components are need-based and as a potential mechanism for maintenance and sustainability of assets. In Delhi, however, there does not appear to have been much progress with the scheme. Active participation of Non-Governmental Organizations are particularly desirable in social, educational and economic development of the slum-dwellers.

INSTITUTIONAL COORDINATION

Institutional arrangement is of the highest importance, because, as observed earlier, of the complexity of Delhi's administration. All the concerned agencies/Departments may be invited to participate in the task, and a time bound programme be planned.

NEED FOR AGREED JOINT PROGRAMME OF ALL AGENCIES

The multiplicity of authorities and agencies involved in issues relating to slums and their improvement, without clear responsibility centers, is creating problems of coordination, accountability, and result orientation. It is an entirely fragmented scenario which is not conducive to good administration. The least that needs to be done is that the agencies together prepare a master plan for the slum improvement works for the 10th Plan period, with clear roles, tasks, and implementation arrangements for each of the agencies involved, so that there is complete cohesion and unity of purpose, and clarity regarding who has to do what. Such a common plan document would be the first step in making a programme where the agencies do not have scope blame one another for lack of progress. The next important measure would be to set up an implementation and monitoring group consisting of all the concerned agencies which should meet at least once in a fortnight to sort out inter-departmental issues and review progress. Such a groups should be empowered to take decisions which are essential for keeping up smooth progress. The aim should be

to develop a *joint programme* for the various agencies involved which should be participatory in nature and owned by each of them. Such a common programme to which all agencies in the city are signatories, may facilitate implementation without the problem of inter-agency co-ordination surfacing repeatedly to delay project implementation.

CREATION OF DEDICATED WINGS

In view of the enormity of the task and the specialized manner in which activities relating to environmental improvement of slums, in situ upgradation, and resettlement, need to be executed, it is essential that the DSJJ creates dedicated divisions or wings for each of these approaches to slum improvement. The divisions should have appropriate functional personnel to meet the managerial requirements of each type of activity. The creation of separate divisions for the three approaches will also ensure that the work is carried out in a speedy fashion without personnel of DSJJ trying to manage different activities in a number of different locations, as is happening at present.

PROJECT STRATEGY

In order to have better control and visible impact, the slum development programmes should be taken up in area based units of manageable, geographically focused projects. The project should be specific regarding the achievement targets over specified time periods, and the responsibility for each unit should be clearly laid on the identified project staff. This will enable that the programmes show tangible progress and there is no thin spreading of resources with little scope for monitoring progress. Moreover, the targets should be monitorable not only in physical and financial terms, but also in terms which can determine the improvement brought about in matter such as security, quality of life, and income generation. Ultimately, the programme should result in significant socio-attitudinal change, improving the image of slum areas within the city and integrating them into the social and political economy.

ROLE OF DELHI DEVELOPMENT AUTHORITY

Urban Development Authorities play a dual role of being land user planners, as well as land and infrastructure developers. Delhi Development Authority conforms to this pattern, and in both these roles

it has crucial responsibilities towards the urban poor in Delhi. There is need for Delhi Development Authority to play a positive and progressive role with regard to housing needs of the urban poor and slum-dwellers, and actively participate in the programme of upgradation and provision of housing to this group, in tandem with a programme to remove the characteristics and stigma of slums attached to the innumerable clusters located on a variety of lands including, foremost, its own. It would be necessary for DDA to examine what were the provisions made for the housing of the economically weaker sections in the Master Plan, lands earmarked and actually made available, as well as its strategies of construction and allotment of EWS houses to meet the need to address the problems of slums. In its present operations relating to provision of land and houses, a definite bias for a planned provision of alternatives to existing slums, has to be uppermost in DDA's programmes. Since a new Master Plan is being prepared, the appropriate policies to be built into the Master Plan 2021 may be ensured. Corrections have to be made in lapses in implementation of the existing Master Plan with regard to provision of land and infrastructure which are so badly needed by the informal sector, and its workforce, many of whom are slum-dwellers.

URBAN POOR AND MASTER PLANS FOR THE CITY

The increasing population pressure on urban land and the consequent problems call for measures for ensuring proper management of land in terms of its supply, utilisation and servicing, It is therefore, essential that the approach to revision of NCR Plan and Delhi Master Plan be based on the criteria of optimal land utilisation leading to better land and environmental management, with focus on the needs of housing of different sections. It has to be understood that the decisions relating to location of further developments in the fields of industries, commercial activities, institutions, recreation centers, transport corridors, and housing, are of the greatest importance to the picture of future of the city. Policy decisions relating to persisting problems of unauthorized settlements and non-conforming activities in different zones, are also of critical importance. Policies are also needed for attending to heritage and ecologically sensitive areas. They need to be developed and managed with the involvement of the community.

In the new Master Plan the provision for housing of the urban poor should be made more specific and measures should be taken to make such housing actually available. As the most deprived sections in shelter are the slum-dwellers, and with the objective of achieving a slum-free city, the Plans should make all-out efforts to meet needs of EWS housing. At the implementation level, the EWS houses construction programme of the DDA and the slum improvement should be interlinked, with allotment of land or

houses to residents of specified locations of slums as first option. The land thus cleared should be immediately put to its alternative public use and protected from further renewed encroachments.

Better coordination and interaction at appropriate levels should be ensured while formulating plans and programmes to integrate the NCR Plan and the Delhi Master Plan and enforceable legal provisions should be made to facilitate implementation of these plans. A framework should be developed to facilitate increased level of public consultation and community involvement at city and detailed level planning and also implementation of the plans.

CHECKING GROWTH OF DELHI AND DEFLECTING FUTURE GROWTH TO THE NATIONAL CAPITAL REGION

It is undoubted that the land use allocation strategies and development control to achieve balanced development in NCR vis-à-vis Delhi and densification of low density areas and redevelopment of degraded areas will have an impact on the housing of the urban poor who presently occupy slum areas.

A POLICY OF LIMITING THE GROWTH OF DELHI CITY

The following basic information regarding the city and its peripheral areas is of great interest.

LAND USE AND MASTER PLAN IN DELHI

LAND USE IN NCT DELHI

Built up area as per IRS 1C LISS III satellite data dte. 25-3-1999

- 70,162 ha (47.31 %)

Natural features :

Reserved Forest	- 9.40 ha
Protected forest	- 4.16 ha
Wild Life Sanctuary	- 28.54 ha
Area with Forest Deptt.	- 290 ha
Ridge as per 2001	- 7777 ha
River Yamuna	- 9700 ha

Total

- 17809 ha (12 %)

Sub-total (Built-up and Natural Features)

- 87971 ha (59.31 %)

Un-developed area in Delhi

- 60329 ha (40.79 %)

Total Geographical Area of NCT Delhi

- 148,300 ha (100 %)

MASTER PLAN FOR DELHI - PROPOSALS FOR 1981

The Master Plan for Delhi 1962 proposed the development of 44,777 ha of urbanisable area by 1981 in order to accommodate the assigned urban population of 46 lakhs. In addition the Master plan also proposed the development of 9838 ha of land for various urban uses in the ring towns of Ghaziabad, Faridabad, Ballgarh, Gurgaon, Bahadurgarh, Loni, and Narela in order to accommodate 4 lakhs of diverted population from Delhi in addition to their normal growth. In order to sustain this population a strong economic base was conceived through deflection of 115,000 workers in manufacturing and 50,000 union government employess from Delhi into these ring towns.

However, during this very period 3 more areas namely Patparganj, Sarita Vihar and Vasant Kunj covering 4000 ha were added to the MPD proposed 44,777 ha area making Delhi Urban Area - 81 to be 48,777 ha.

THE MASTER PLAN FOR DELHI 2001

The Master Plan for Delhi published in 1962 had a perspective year of 1981 when it was supposed to have come to an end. Further for the development of post 1981 Delhi, a modified Master Plan was supposed to be produced immediately thereafter. However, it was only in August 1990 that a modified master Plan for Delhi with perspective of 2001 was prepared and published. Along with the modified Master Plan only one land use plan was published. It is not indicated on the plan whether it is an existing landuse plan or a proposed landuse plan with a target date. However an examination of the above plan indicates that an area of approx. 48,777 ha has been indicated as Urban area and the balance of the area outside it as rural. Comparing this, with the proposed land use plan 1981 (published as a part of the 1962 Master Plan, for Delhi) indicates that the above land use plan (along with MPD 2001) is just a Delhi Urban area plan of 1981 wherein, in addition to the 1962 plan proposals of 44,777 ha of urbanisable area, 4000 ha have been added covering the areas of Patparganj, Sarita Vihar, and Vasant Kunj.

DELHI 1993

Analysis of data from IRS-1B indicates a built up area of 60,340 ha as against the built up area of 57,880 ha in 1986.

DELHI 1999

Preliminary analysis of the data from IRS-1C for the National Capital Region taken on 21-3-1999 indicates that in March 1999, the built up area in Delhi has increased roughly to 75,000 ha (including the built-up area of rural settlements) which is more than 50% of the area of NCT Delhi. This urban mass is probably the largest concentration of built up area as compared to its state, anywhere in the country and for that matter even the other metro cities/regions like Mumbai, Chennai, and Kolkata.

GROWTH OF INDUSTRIES

There has been a phenomenal growth of industries in Delhi in the last 2-3 decades, where a sharp increase in the number of units from 26,000 in 1971 to 137,000 in 1999 has been recorded. Only 25,000 units out of total 1.37 lakhs are functioning in the conforming industrial areas. Balance about 1.10 lakhs units are in the non-conforming areas.

DELHI AS PER REGIONAL PLAN-2001 PROPOSALS OF NATIONAL CAPITAL REGION PLANNING BOARD

The Regional Plan-2001 had assigned a population of 112 lakhs (110 lakhs urban plus 2 lakhs rural) for NCT-Delhi by 2001. This assignment was done considering deflection of 20 lakhs people from coming into Delhi and to be located in the priority and selected DMA towns in the NCR. In order to accommodate the 110 lakhs population, the Regional Plan proposed the development of a total of 62,777 ha of area within NCT-Delhi as the total urban plus urbanisable area. The rest of the area outside the proposed urbanisable area within NCT-Delhi has been reserved as green belt/green wedge and is to be used only for non-urban uses viz. i) Agriculture, particularly high value cash crops, ii) Gardening, iii) Dairying, iv) Social Forestry/Plantation, v) Quarrying, vi) Cemeteries, vii) Social institutions such as school, hospital and viii) Recreation or leisure.

NON-DISPERSAL OF INDUSTRIES FROM DELHI

At the time of preparation of the Master Plan for Delhi in 1962, there were only two planned industrial districts in Delhi. One was along the Najafgarh road developed by the erstwhile Delhi Improvement Trust, having both the extensive and intensive industries and the other was a small scale industrial estate near Okhla, developed by Govt. of India.

In the MPD-62, the component of the working force in the manufacturing activity by 1981 was estimated to be 440,000 in Urban Delhi and 114,700 planned to be deflected to the Ring Towns of Ghaziabad, Loni, Faridabad-Ballabhgarh, Gurgaon, Bahadurgarh and Narela. In the Plan about 5 percent of the total developed area of urban Delhi in 1981, i.e. about 5800 acres was allocated for

industrial use. In addition to this, an area of about 2800 acres was provided in UP to the east of Shahdara and altogether about 1'000 acres in Narela and other rural areas of Delhi.

But unfortunately, no conscious attempt was made to shift the non-conforming industries from the heart of the city and the hazardous and objectionable industries continued at their locations aggravating the environment of the densely populated core areas of Delhi. Moreover, unauthorized growth of industries in non-conforming areas continued unabated. The result was that the developed industrial areas in the Ring Towns remained unused for a long time, which forced the respective agencies to allot the plots to new industries.

In the meanwhile NCR Planning Board was constituted in 1985 with the prime objective of decongesting NCT-Delhi. The Regional Plan advocated a policy of strict control over the growth of industries in NCT-Delhi keeping in view the availability of limited space, large scale immigration, pollution, and strain on already deficient civic services. It was to fulfil this objective that the three participating States of NCR i.e., Haryana, Rajasthan, and Uttar Pradesh were called upon to create adequate industrial infrastructure to accommodate relocation of industries functioning within NCT-Delhi and also to cater to the future requirements of industry in the region.

(Source : 'DELHI 1999 - A FACT SHEET' - National Capital Region Planning Board, New Delhi.)

Against the projected urbanized area of 44,777 ha which was visualized in the Master Plan for the year 2001, the actual urbanized area has been seen through satellite data as 70,162 ha (built-up area). In the Committee's view, the single most important issue to be addressed by the Planning authorities, relates to the need to put reasonable limits to the growth of the present Delhi city. Unless effective action is taken to check the growth of the city, deflect the potential for its growth to the peripheral areas, shift some of the activities to the neighbouring towns, and make the towns in the Capital Region as attractive as Delhi, the level of migration into Delhi will continue, and it will not be possible to meet the demand on land for housing, transport and other public purposes. On the contrary, what we witness today is that projects are being taken up to make Delhi a still more attractive destination for migrant population, than ever before. Though unreliable and subject to breakdowns and failures, highly subsidized supply of water, electricity,

and various amenities provided by municipal and other authorities at well below their cost, add to the attractions.

DEVELOPMENT OF THE PERIPHERAL TOWNS IN THE NATIONAL CAPITAL REGION

One of the suggestions has been that the slum dwellers may be resettled in the National Capital Region. This suggestion has a number of practical difficulties. The National Capital Region consists of different State Governments without whose cooperation the resettlement cannot be done, and they may not be keen on taking the slum population within their boundaries. The distance from work places would be a great disincentive, unless the work places are also shifted. To make such coordinated shifting would be a tremendous administrative task. Again, the NCR region concept does not mean that the outlying areas take over the problems of Delhi; rather, the NCR is meant to share in the growth of Delhi and thus benefit the people who live in the region. The local population would not be willing that only the slum population is moved into their neighbourhood. Development programmes in the NCR towns should be such as to lead to overall development of the selected towns, as part of which location of various economic activities in these towns should be welcome. It would be necessary to ensure that the new developments do not share the characteristics of slums but are acceptable in terms of quality of life and services, and are seen as part of total economic development package for the area.

There is an important role for the NCR in improving the quality of life in Delhi. The National Capital Region Planning Board (NCRPB) was established in the year 1985. This has enabled development of peripheral towns. Since inception, the Board has been able to finance development of land and infrastructure in these towns, and currently sizeable extents of land for both housing, and industrial and commercial activities is available. Some data relating to the NC Region towns are enclosed at Annexures (vii) and (viii). However, the response from investors, industrialists, traders etc., will also depend on the degree to which they are directed to the NCR towns rather than being provided land and other facilities in Delhi. For its survival as a livable city, Delhi needs to adopt a conscious policy of re-directing any

further growth to the peripheral towns. Concurrently, the infrastructure in the NCR towns and their access to Delhi and surrounding economic region, need to be continuously upgraded.

The programmes of Delhi Development Authority and National Capital Region Development Board need to be closely dove-tailed so that they do not function to nullify each other's objectives. In particular, the land use zoning regulations where land is identified for different purposes including lung-space for the city, need to be strictly enforced, and further colonization for housing, and industrial and commercial uses, needs to be curbed.

The issue of coordination between the DDA and NCRPB is precisely one of providing for matching level of amenities in the peripheral towns. The experience of Greater Noida shows that a well-planned and properly executed satellite town has the capacity to attract fresh investment, and the urbanization that goes with it.

PROTECTION OF PUBLIC LANDS

Land Owning Agency (L&DO, DDA, etc.) should maintain a duly verified and authentic register in which details of each and every plot owned by public bodies should be listed, whether it is an encroached one or otherwise. It is presumed that the concerned agency has sufficient infrastructure to undertake this job. The Police Department should also be intimated with regard to the status of the plots in their jurisdiction. If ownership of these lands by the public bodies is duly established, then illegal transfer or renting of the jhuggies located on such lands thus will be discouraged, and the land mafia/muscle power will not be able to play their unsavoury role as the true ownership of the land will stand revealed.

LAW ENFORCEMENT

It is mentioned that industries/commercial activities are undertaken in these slums. There is frequent theft of power and water. However, this is not exclusively a problem of slum areas. Electricity theft and industries located in non-conforming areas has become a serious problem in the city of Delhi. Law enforcement agencies should be reactivated to put an end to such activities, including in slum areas.

PROVISION OF HOUSING : GRANT OF TENURIAL RIGHTS TO SLUM-DWELLERS

There has been hardly any progress towards granting tenurial rights to slum dwellers in any of the JJ clusters. DDA has also not given many NOCs for taking up in situ development, which is short of granting tenurial rights but gives a temporary security to the occupants. This has left the slum-dwellers in a permanent state of insecurity with regard to shelter. As stated elsewhere in the Report, the decision on in situ upgradation of the JJ clusters is overdue.

PROVISION OF HOUSING : PLOT SIZES

In in situ upgradation, there should be less priority for commercial exploitation of any part of the land, and more stress has to be given for providing a reasonable extent of area per family. The plot sizes should be determined based on the availability of land for in situ upgradation, and the households desiring larger plots may be encouraged to opt for resettlement in one of the new colonies.

MAKING LAND AND SHELTER AFFORDABLE

Urban poor to an extent can pay for housing, and are probably paying rents to someone or other. What is usually un-affordable is the land, especially land close to their places of work, which are often in central parts of the city. Production units are often located in various parts of the city, and because marketing and transportation are easier, they also occupy central areas. Proximity to the services provided by the urban informal sector is a great convenience also to the better-off residents who require these products and services.

Allocation of more land, cross-subsidization of land cost, and grant of tenurial rights on slum lands, are ways to make land affordable to the poor. As regards cost of construction, there is need for institutional arrangement for credit. In the case of individual housing, construction is best left to the household who will take it up according to their capability and needs. However, where multi-storied

tenements are to be put up some agency such as the Social Housing Corporation will have to undertake it. Control of cost and quality then become important considerations, as public bodies usually lack accountability in these respects.

It is commonly understood that there are slum-dwellers who have a certain capacity to pay even for housing. In fact they may already be paying a kind of 'rent' to some person or other. It is also understood that there is a willingness to pay if the service such as housing is provided by a public authority subject to assurance of timeliness, quality, and provision of civic amenities. It is only the populism which leads to reckless assurance of subsidized or free grant of amenities including housing, that leads to an unwillingness to pay. The problem being large and costs involved to the public authorities also substantial, there is every need to link housing and amenities to the capacity and willingness to pay. It should be made clear that the beneficiaries will not get everything free, and that they should be willing to pay reasonable amounts.

The new scheme of VAMBAY for instance, is based on a 50% subsidy and 50% loan. It is also applicable to slum housing in Delhi and bodies such as DDA and MCD can avail of it to provide housing to the slum-dwellers. What is important is that the limits of subsidy and the requirement to repay the loan amounts in agreed instalments, should be made clear and insisted upon. The provision of alternative housing to millions of slum-dwellers is bound to be an impossible task unless there is recovery of loans relating to housing.

PROBLEM OF RE-SALE BY ALLOTTEES

In 1990 it was estimated that only one out of five were the original allottees were residing in the resettlement colonies, the rest having sold their lands. However authentic information on this aspect needs to be collected.

Much is made of the 'tendency' of slum-dwellers to sell out allotted housing in resettlement colonies and move back to the slums. The matter may not be that simple. Few studies have been carried out to ascertain why households who require housing sell-out. The reason could vary from unsuitability of location (usually too far from work place, unhealthy social environment,

insecurity from anti-social elements) from an individual household's point of view to poor quality of amenities (schooling, transport, water, electricity). Legal provisions prohibiting re-sale will prevent this but prior consultation, and adequacy of facilities are also required. Land for squatting is not easy to find if a household quits the resettlement colony. If land formerly under slums is protected after resettlement of slum-dwellers who had squatted on it, then there would be no scope for a household to return to it. In 1993 High Court of Delhi directed that in future plots to squatters may be allocated on licence fee basis instead of on leasehold basis. The land may be owned by a co-operative of allottees with individual households being lessees of the co-operatives, so that there is both the advantage of ownership without total freedom to sell out. The co-operatives can also assist allottees in obtaining finance for construction through tie-up with housing finance companies, National Co-operative Housing Federation, and banks.

ADMINISTRATIVE ARRANGEMENTS

The Department of Slums and JJ have jurisdiction covering the whole of the National Capital Territory of Delhi. However, it has been shuttled between Municipal Corporation of Delhi and Delhi Development Authority, on more than one occasion. There are also frequent interventions in its working by Ministry of Urban Development.

The role of the Government of NCTD in regard to slum development remains somewhat uncertain, though the slum schemes appear as part of the annual plan of NCTD. DSJJ is active to the extent its finances permit, and at present relocation is an important activity for the Department. The question of the control of DSJJ, determination of its priorities and financing, and monitoring of its progress are important issues. The other important issue affecting the effectiveness of programmes for slum-dwellers in the city is the role of DDA and the inter-departmental coordination between all the concerned agencies. Both these aspects need to be perceived in the context of the provisions of the Constitution relating to urban management, and urban poverty.

The 74th Constitutional Amendment envisages a critical role for elected municipal governments in the provision of basic services to their residents. The Constitutional Amendment Act incorporates the

12th Schedule containing a list of municipal functions. Slum improvement, slum upgradation, and urban poverty alleviation are considered as legitimate functions of the municipal authorities. These functions, requiring local knowledge and active participation by local communities, can be best handled at the local level, with necessary support from the Central and State Governments. The Committee of the view that the responsibility for slum improvement programmes with necessary powers including powers to put lands under slums to appropriate development, should rest with the Municipal Corporation of Delhi, of which the Department of Slums and Jhuggie-Jhompris is a part. All other agencies should be wholly accountable to MCD with regard to slum programmes. In the event of division of the Municipal Corporation for administrative convenience, the slum programmes should continue under a single DSJJ or Slum Improvement Board, as well as the proposed Social Housing Corporation which should not be divided or replicated in each new administrative unit.

NATIONAL SLUM DEVELOPMENT PROGRAMME & VALMIKI AMBEDKAR AWAS YOJANA

Central Government has initiated a number of schemes for the urban poor and slum-dwellers. Swarn Jayanthi Shahri Rozgar Yojana was introduced in 1997 to replace NRY, UBSP and PMIUPEP. During Fifth Plan, Central government had introduced a Centrally Sponsored Scheme of EIUS which was transferred to the State sector subsequently. However, GoI concluded that experience shows that virtually none of the State Governments has been able to provide sufficient funds for the scheme as a result of which there has not been much improvement and upgradation work in urban slums. Currently, Government of India is allocating funds for the National Slum Development Programme which is mostly used for environmental improvement works.

National Slum Development Programme : In the light of the Constitutional amendment, and considering the fact that the conditions of urban slums in most of the States and towns are extremely unsatisfactory and that the slum population is growing unabated, GoI considered it appropriate to introduce a Special Central Assistance to States for upgradation of urban slums. The scheme is applicable to all the

States and Union Territories having urban population. Funds are allocated to States on the basis of urban slum population. The components of this scheme include (i) provision of physical amenities like water supply, storm water drains, community bath, widening and paving of existing lanes, sewers, community latrines, street-lighting, etc; (ii) community infrastructure, provision of community centers to be used for pre-school education, non-formal education, recreational activities; (iii) community primary health care centre buildings can be provided (iv) social amenities like pre-school education, non-formal education, adult education, maternity, child health and primary health care including immunization, etc. can be taken up. The scheme is an attempt to bring convergence between schemes being implemented by different line departments and may also provide missing links, if required; (v) provision for shelter with 10% of the Central assistance being used for this component, was a part of the scheme, but this has now been superseded by the new housing scheme for slum-dwellers named VAMBAY.

Under the scheme, a State may work out State specific schemes for housing construction/upgradation under this component subject to the proviso that the scheme shall not be an entirely subsidy based scheme but the funding shall contain a loan component as well. The State scheme shall be first got sanctioned in a State level project Committee which shall be set up for this purpose by the State Government concerned, and which shall have one representative from the Dept. of UEPA which is the nodal Department. The scheme must make adequate provision for achieving convergence between different sectoral and departmental programmes relating to achieving social sector goals similar to those envisaged under this scheme.

VAMBAY : Under this Centrally Sponsored Scheme introduced during the final year of the 9th Five Year Plan (2001-02), subsidy is available in Delhi at the rate of Rs. 30,000 per unit for housing development for slum-dwellers. Part of the allocation is also available for sanitation programmes. This is a welcome addition to make up for what was missing, namely, Central assistance to construct houses for slum dwellers. Housing programmes for the slum dwellers in Delhi should fully make use of the schemes of NSDP and VAMBAY. However, the beneficiaries will need to be below the poverty line. For others, the existing schemes of the Delhi administration may be implemented.

CREATION OF A NEW HOUSING INSTITUTION : HOUSING THROUGH PUBLIC AGENCIES

The justification for having a new entity would be the magnitude of the work relating to slum housing still to be undertaken in Delhi. A Social Housing Corporation could perform a number of useful roles. It could be in complete charge of all credit and construction related activities for the housing of slum-dwellers, and could take over the tasks in this area currently being handled in DDA. SHC could be responsible for financing of individual as well as group construction programmes, with a strong team for appraisal, sanction and recovery of loans. One wing would be in charge of works.

Housing Financial Institutions do not normally enter the field of providing assistance to the informal sector workers because of the higher credit risk and low interests associated with such lending. A State agency has to step in as an intermediary between the financing agencies and the beneficiaries. Since VAMBAY requires a credit component, SHC could be the nominating State agency to access funds from HUDCO and other institutions, and make the funds available for construction. There are large numbers of slum-dwellers above the poverty line who do not qualify for VAMBAY assistance. Being part of the slum community, such households will still need to be provided assistance to upgrade or move to another location with proper housing, and this task could be taken up by the SHC.

On housing there are many external and internal services which could be looked after by the SHC, making these items part of the project cost. Group housing and tenement construction could be centralized in one agency. These activities could be taken up with a combination of institutional credit, Government assistance, and recovery of a reasonable service charge from the beneficiaries.

The proposed Social Housing Corporation is a useful instrument, but it should be ensured that the management and construction costs, are kept under control. The Corporation should be a conduit for making credit available and undertake the recovery. It should have technical and managerial expertise to undertake construction for which reputed agencies (contractors) should be appointed. What is of great importance is that the beneficiaries are made to pay their loan instalments in due fashion, for which the quality of construction, provision of amenities, cost control, and timely completion would be incentives.

EXTERNAL AGENCY FINANCIAL SUPPORT

Some cities have taken up slum improvement programmes with the help of bilateral and multilateral funding agencies. A programme for Delhi which makes a visible change in a short period would also require such funding. A housing programme for the slum- in Delhi with external assistance is a matter to be pursued by the DSJJ and the other authorities. Such a programme will make an impact on the city as a whole.

The Three Approaches to Slum Programmes : 1. IN SITU UPGRADATION

Slums are often located on land considered 'too valuable' for the housing of urban poor. Too much obsession in some land-owning agencies on what the commercial value of the land may be, comes in the way of providing the minimum needs of the slum dwellers.

This as well as the reason that the land may be required - or indeed may have been notified - for purposes other than housing, makes land-owning agencies reluctant to agree to a programme of in situ upgradation. At the same time, in most of these instances, the site has already been used for residence for several decades, and moving the occupants to far away locations is clearly not going to be feasible.

At present the absence of a decision on this issue is the biggest obstacle in undertaking an adequate shelter upgradation programme in Delhi slums. A time limit has to be set for determination of the lands for in situ development, after which the DSJJ should be free to undertake in situ development programme. Planning regulations need to be amended to make such development valid grant of deemed land use change, where necessary.

1. IMPLEMENTATION :

As regards executing in situ upgradation schemes, there is lack of much experience in this line since it has not been attempted on a wide scale. If in situ upgradation does not remove the slum-like qualities,

it would have failed. The Slum and JJ Department will need to be strengthened to provide these services through creation of a dedicated in situ upgradation wing.

The main components of in situ upgradation are re-aligning the plots, and re-construction. It may become necessary to go for structures which are ground-plus-one, or higher, because the available land may be insufficient for providing the minimum required space if only single storey is constructed. These are decisions to be taken in consultation with the slum-dweller households. It may be combined with the option for some of the households to move to a different location, if they so desire, with a compensatory amount make such move attractive, which may be added to the cost of land to the households who continue at the location.

2. RESETTLEMENT:

MCD has furnished a list of about 90 cases where relocation requests have been made by various agencies. The list includes relocation of 75,000 jhuggis in Yamuna Pushta. The Department has a target of relocating approximately 30,000 families per annum.

Various agencies (CCI, Dept. of Education, NDMC, PWD, DDA, Forest Dept., AIIMS, DMRC, CPWD, NPL, Delhi Police, CSWB, M/O Plag. & Prog. Impl., FIEE, DTTDC, Defence Ministry, GNCTD, AAI, Family Welfare Dept., L&DO, Sales Tax Dept., & Noida Toll Bridge Co.) have approached for relocation of a total of 69,867 Jhuggies, of which 31,068 are 'ELIGIBLE' and 33,419 are 'INELIGIBLE' in terms of the cut-off date. In addition, in the list two more categories are added: Yamuna Pushna (Western and Eastern Embankment plus Major Drains leading to Yamuna) - 57,000 (75000 less 18000); and Jawahar Babir, Kirti Nagar - 4000. The total requests therefore comes to 1,30,867 households.

The number of requests from DDA are 18, accounting for 24,205 jhuggies which include 18,461 in the Yamuna Pushta (Western Embankment between Old Delhi Rly Station to ITO Bridge). Other areas where resettlement has been requested relate to residential areas, institutional land, Golf Course at Lado Sarai, road margins, Delhi Metro project lands, industrial areas, Defence needs, airport, park, marginal bund, and central areas of NDMC.

Land is a major constraint for resettlement of the slums. Several locations have been identified for relocation of slum dwellers, such as Bhalasawa, Bawana, Holambi Kalan etc. The need for speedy land acquisition has also been emphasized from time to time. However, litigation has stalled acquisition proceedings.

It is necessary that a list of all cases in which stay orders have been passed by the Courts be drawn up by the Govt. of NCT of Delhi and time bound action taken and efforts made for getting the stay orders vacated.

The Committee has already drawn attention to the many issues involved in successful resettlement, acceptability to the beneficiaries, and sustainability of the new colonies as solution to the slum problem. The range of infrastructure and services to be provided have also been indicated. These include health, education, transport, electricity, water supply, sanitation services, etc. Each project should be comprehensive with all the services and the time-bound manner in which they are to be provided, and the infrastructure and projects/programmes should be designed, funded, and personnel nominated before any shifting is actually proposed.

As in the case of in situ upgradation, the resettlement colonies will need to be maintained and this work should be under the Slum and JJ Department.

Coordination of all services is of critical importance, and calls for a great deal of administrative effort. During discussions, it was stated that the Slum and JJ Department has had to face a lot of problems in regard to provision of services and facilities such as primary schools, PHCs, drinking water, electricity, and provision of ration shops, cooking gas, milk booths, and other necessities. The land within and around the settlements need to be protected from misuse, flooding, and the activities of the land mafia without which the settlers will not feel safe or comfortable. Monitoring will need to be done at senior levels. High level committees will need to meet regularly to ensure that the progress of provision of these essential services proceeds according to plan.

Physical rehabilitation by itself would not suffice. Shifting may have an immediate impact on their occupation and economic well-being. Further the rehabilitation programme should have sufficient provision

for monitoring the progress and proper implementation in a time-bound manner. In fact the rehabilitation facilities of an adequate, if not comprehensive, level should be first prepared and then only the households moved from their present location. The representation of the slum-dwellers themselves in the monitoring arrangement, is of great importance to ensure their satisfaction with the facilities. "For sustainable rehabilitation programme, an efficient institutional framework needs to be created. Development institutions/agencies should have a vital role, particularly in the delivery mechanism, management of resources, and promotion of the economic aspects of the programme. The institutional framework should facilitate and promote the active role of all key stakeholders and specialised institutions/agencies, such as the Govt. of NCT Delhi, Slum & JJ Dept., MCD, DMRC, DSIDC, DVB, Transport Department, Financial institutions, NGOs/CBOs, and the community. Through their partnership, an integrated programme can be implemented and this should include habitat services, social development inputs, economic infrastructure, and support services for economic activities." (Report for DMRC, SDS, New Delhi, February, 1999)

The other issue is meeting the cost of the services. Apart from the provision as per the scheme, it is always possible and in fact has been experienced, that the outlays will exceed the provisions, and has to be met by the State Government. It has been confirmed that the Slum & JJ Dept. will not be able to provide the required services, particularly the peripheral and trunk services, within the current cost norms. The question then arises as to whether the concerned Department should meet the cost. A combined effort will be inevitable with cost sharing. The details will have to be worked out on a case-by-case basis, but the basic principle of cost sharing has to be accepted if at all provision of services involving large costs is to be feasible. In fact the current cost norms only provide for internal services. Some of the issues which arise are peripheral and trunk services, the norms/technical specifications to be adopted, per capita service norms and the manner in which the provision of these services may be arranged so as to keep the per plot cost of resettlement at a reasonable level.

At the same time, financial prudence requires that there should be proper control on costs of resettlement. The estimates should be comprehensive and realistic to ensure that there is no overrun. As the number of colonies increase, the costs to Government will also increase which should be kept in mind. These costs will include both the capital costs of developing resettlement colonies and of provision

of housing, as well as the subsequent maintenance of services. If necessary the unit cost under the scheme should be revised to realistic levels. Assistance of schemes such as VAMBAY should be utilized to supplement the funds under resettlement scheme.

Uniformity between agencies : If more than one agency is involved in developing resettlement colonies, it is desirable that there is a large degree of uniformity. This applies in particular to DDA and MCD. Otherwise there will be comparisons and complaints, which will lead to discontent among some groups of resettled population. It has been observed in respect of resettlement colonies that if livelihood opportunities for the families, full and supplemental, are not available in the relocated sites, and if the travel time to work places (even if subsidized) is excessive, then desertion and selling out from the colonies is common, with the households returning to the inner city areas where squatting occurs on marginal lands. Thus the size of the plot and of house are not the only considerations affecting the squatter's choice, but also the level of amenities, safety, employment opportunities, cost and time of travel, etc.

Protection of cleared land : In respect of several slums cleared in the past, it appears the lands were again occupied. This indicates that the agencies owning land did not make a serious effort to put the land which had been cleared, to its intended purpose, and meanwhile, also failed to protect it. This will not serve the purpose of reducing the slums in the city.

Credibility of resettlement programme : It is of highest importance that the programme of resettlement should be designed in close consultation with the beneficiaries, and they should have the confidence that the resettlement colonies will be developed with necessary amenities. Only with such credibility can the resettlement be a painless operation benefiting both the city and the allottees.

3. ENVIRONMENTAL IMPROVEMENT :

In planning and implementation of EIUS programmes, adequacy of services and amenities and reaching a level required for an acceptable quality of life, are the major issues. If the task is taken up in a piecemeal manner without an overall master plan, the results will not be tangible or visible. Therefore there is need to professionalize the services, and implement the schemes according to a phased programme

with participation and involvement of the beneficiaries themselves. As already emphasized, the objective of environmental improvement should be to remove the slum-like characteristics. For this programme to succeed, it is necessary that in the first instance the decision on in situ upgradation is taken, so that a higher level of development can be undertaken in as many clusters as possible. Environmental improvement schemes are likely to succeed only where the available land and the level of construction are such as to improve to a normalcy through EIUS alone.

LESSONS FROM INTERNATIONAL EXPERIENCE

Much thought has been given to what is appropriate slum programme at the international level. The problem of slums is acute in many developing countries in Asia, South America and Africa. A number of reports on the projects for slum-dwellers, and experience-sharing is available. These can be made use to study experience elsewhere, which may have useful lessons and a bearing on the Delhi situation.

Annexure - i

No. PC/UD/9/2/99
Government Of India
Planning Commission
(Housing and Urban Development Division)

Yojana Bhavan, Sansad Marg,
New Delhi, dated, 11.4.2000

Order

Subject :- Setting up a Committee to consider various issues connected with the growth of slums in Delhi and to recommend strategies to be adopted to deal with the problem.

The phenomena of accelerated urbanization coupled with industrialization and absence of structured housing programme for the urban poor has brought with it rapid growth of slums. In spite of efforts to contain proliferation of slums in different plan periods, fast increase in the slum population is causing tremendous pressure on urban basic services and infrastructure. Concentration of slum population is more in larger cities (Delhi, Mumbai, Calcutta, Chennai, Bangalore etc) compared to the smaller towns. Planning Commission has been receiving suggestions from various organizations including Government of NCT Delhi for formulation of an action plan to deal with the problem.

Recognizing the need for greater attention in this wide ranging area of concern and keeping in view the welfare of slum dwellers as a social objective, it has been decided to constitute a Committee to consider the various issues connected with the ever increasing slums particularly in Delhi and to recommend strategies to be adopted to deal with the problem.

The composition is as follows :

Shri Charti Lal Goel	-Chairman
Ex-Speaker, Delhi Vidhan Sabha	
One representative each from HUD &WS, Social Welfare, Health & Family Welfare, Education Divisions of the Planning Commission	-Members
Representative of M/o Urban Employment & Poverty Alleviation	-Member
Representative of M/o Urban Development	-Member
Representative of Deptt. of Urban Development, Govt. of NCT of Delhi	-Member
Representative of Deptt. of Social Welfare, Govt of Delhi.	-Member
Representative of NDMC	-Member
Representative of MCD	-Member
Chief Town Planner, TCPO	-Member
Shri A.K.Kalia, Deputy Adviser (HUD) Planning Commission	-Member Secretary

The Committee will submit its report within six months.

Sd/

(S.N.Brohmo Choudhury)

Director (HUD)

Shri Charti Lal Goel,
Ex-Speaker, Delhi Vidhan Sabha,
60, Banarsi Dass Estate,
Timarpur,
Delhi-110054

Shri S.S. Chattopadhyay,
Secretary,
Ministry of Urban Development & Poverty Alleviation,
Nirman Bhavan,
New Delhi.

Shri Ashok Pahwa,
Secretary,
Ministry of Urban Development,
Nirman Development
New Delhi

Ms. Suman Swarup,
Pr. Secretary, Department of Urban Development,
Govt. of NCT of Delhi
B-Block, Vikas Bhavan,
I.P.Estate, New Delhi.

Shri S.Mallaichamy
Secretary,
Deptt. Of Social Welfare,
Govt of NCT Delhi
Transport Bhavan,
Delhi-110054

Shri V.K.Duggal,
Commissioner,
Municipal Corporation of Delhi
Town Hall, Delhi

Shri B.P.Mishra,
Chairman,
NDMC, Parliament Street,
New Delhi.

Shri D.S.Meshram,
Chief Regional Planner,
Town and Country Planning Organisation,
M/o UA&E, E-Block,
Vikas Bhavan, I.P.Estate,
New Delhi

Copy to :

- 1. Pr. Adviser (Education)**
- 2. Adviser (Health & Family Welfare)**
- 3. Adviser (Social Welfare)**
- 4. PS to Dy. Chairman**
- 5. PS to Secretary**
- 6. Dy. Adviser (HUD)**

-sd-

(S.N.Brohmo Choudhury)
Director (HUD)

Census of India 2001(Provisional)
Slum Population in Million Plus Cities (Municipal Corporations)

S.No.	Name of the City	Total Population			Slum Population		
		Persons	Males	Females	Persons	Males	Females
	Total	70,813,906	38,063,450	32,750,456	16,896,937	9,270,038	7,626,899
1.	Greater Mumbai	11,914,398	6,577,902	5,336,496	5,823,510	3,291,655	2,531,855
2.	Delhi Municipal Corporation (Urban)	9,817,439	5,378,658	4,438,781	1,854,685	1,042,032	812,653
3.	Kolkata	4,580,544	2,506,029	2,074,515	1,490,811	825,334	665,477
4.	Bangalore	4,292,223	2,240,956	2,051,267	345,200	177,172	168,028
5.	Chennai	4,216,268	2,161,605	2,054,663	1,079,414	548,517	530,897
6.	Ahmedabad	3,515,361	1,868,886	1,651,475	439,843	237,582	202,261
7.	Hyderabad	3,449,878	1,773,899	1,675,979	601,336	309,649	291,687
8.	Pune	2,540,069	1,325,694	1,214,375	531,337	276,155	255,182
9.	Kanpur	2,532,138	1,354,581	1,177,557	368,808	198,805	170,003
10.	Surat	2,433,787	1,372,307	1,061,480	406,018	241,524	164,494
11.	Jaipur	2,324,319	1,239,711	1,084,608	350,353	185,137	165,216
12.	Nagpur	2,051,320	1,058,692	992,628	726,664	372,668	353,996
13.	Indore	1,597,441	839,843	757,598	259,577	136,455	123,122
14.	Bhopal	1,433,875	755,685	678,190	126,346	66,273	60,073
15.	Ludhiana	1,395,053	789,868	605,185	314,759	178,760	135,999
16.	Patna	1,376,950	749,868	627,082	3,511	1,865	1,646
17.	Vadodara	1,306,035	684,130	621,905	107,289	56,936	50,353
18.	Thane	1,261,517	674,660	586,857	420,276	231,266	189,010
19.	Agra	1,259,979	674,902	585,077	121,890	66,003	55,887
20.	Kalyan-Dombivli	1,193,266	633,395	559,871	34,854	18,904	15,950
21.	Varanasi	1,100,748	584,514	516,234	138,183	73,218	64,965
22.	Nashik	1,076,967	579,638	497,329	142,234	73,918	68,316

S.No.	Name of the City	Total Population			Slum Population		
		Persons	Males	Females	Persons	Males	Females
23.	Meerut	1,074,229	571,074	503,155	471,316	251,796	219,520
24.	Faridabad	1,054,981	580,548	474,433	491,131	273,392	217,739
25.	Hapur	1,008,704	547,969	460,735	118,235	66,522	51,713
26.	Pimpri-Chinchwad	1,006,417	543,436	462,981	129,357	68,500	60,857

Note:1. In case of Lucknow M.C. no slum population has been reported by the Mahanagar Adhikari (MNA) - the highest executive authority of the corporation. This claim is being scrutinized by the Census authorities. The slum population of Patna M.C. is partial and is being subjected to scrutiny.

Area of Squatter Settlements in Delhi classified by Land Owning Agencies, 1994.

	Land Owning Agency	(Area in acres)	%	Pop.	%
1.	DDA	1,495.67	62.56	1,346,103	62.56
2.	DDA/Slum Dept.	297.04	12.42	267,336	12.42
3.	L&DO	135.92	5.68	122,328	5.68
4.	Data not available	97.11	4.06	87,394	4.06
5.	Railway	90.64	3.79	81,571	3.79
6.	Slum Dept./Private	60.00	2.51	54,000	2.51
7.	Slum Dept.	45.45	1.90	40,900	1.90
8.	DDA/Railway	37.17	1.55	33,448	1.55
9.	NDMC	22.27	0.93	20,038	0.93
10.	Gram Sabha	21.54	0.90	19,386	0.90
11.	CPWD	16.83	0.70	15,147	0.70
12.	Private	15.09	0.63	13,576	0.63
13.	MCD	12.31	0.51	11,074	0.51
14.	L&DO/CPWD	11.59	0.48	10,431	0.48
15.	Cantonment Board	7.85	0.33	7,065	0.33
16.	DDA/Private	4.59	0.19	4,131	0.19
17.	CPWD/Waqf Board	4.00	0.17	3,600	0.17
18.	CPWD/L&DO	3.25	0.14	2,925	0.14
19.	Delhi University	2.24	0.09	2,016	0.09
20.	DDA/Waqf Board	2.00	0.08	1,800	0.08
21.	DDA/L&DO	1.50	0.06	1,350	0.06
22.	PWD/Railway	1.25	0.05	1,125	0.05
23.	MCD/Flood control	0.94	0.04	841	0.04
24.	P&T Dept.	0.90	0.04	810	0.04
25.	Defence	0.84	0.04	751	0.03
26.	Railway/MCD	0.68	0.03	607	0.03
27.	L&DO/NDMC	0.62	0.03	553	0.03
28.	Delhi Adm/Flood Control	0.56	0.02	508	0.02
29.	Flood Control	0.46	0.02	409	0.02
30.	Delhi Admn.	0.26	0.01	234	0.01
31.	Private (Gram Sabha)	0.26	0.01	234	0.01
32.	Archaeological Deptt.	0.11	0.00	99	0.00
33.	PWD				
	TOTAL	2,390.94 (9.68 sq. km.)	100.00	2,151,790	100.00
	1998-99 estimates			3,000,000	

Source: Slum Wing, MCD

A NOTE ON THE REPORT OF THE BUCH COMMITTEE

The problem of slum and squatters in Delhi area has received serious attention of the authorities from time to time, and several studies have been conducted in the past. These Reports provide valuable contemporaneous perspectives on the problems, apart from having formed the basis of whatever measures were taken. The immediate past study of the problem was conducted by what is called the Buch Committee.

Constituted in February 1996, this Expert Committee submitted its Report in November of that year. The data adopted by the said Committee provides a useful bench-mark: The Committee assessed the growth of the squatter population in the years 1991 to 1994 at 54.2 per cent, against the overall growth rate of 46.9 per cent in the decade 1981-91 for the entire city. The Committee concluded that the squatter settlements, which numbered 409 in 1981, grew to over 1100 in 1984, covering approximately 1112 acres or 445 hectares of land. The Committee assessed the annual migration into Delhi at about a quarter of a million people.

The Committee observed that there has been a reasonable degree of success in the resettlement programme between 1960 and 1985. In these 25 years about 2.4 lakh JJ families were resettled in Resettlement Colonies. At this time the stream of migration into Delhi was still manageable. 'The entire development along the Yamuna waterfront and the relocation and resettlement of squatters before and during the emergency were made possible because of the scheme.' (p.3).

During the Seventh Five Year Plan the emphasis was on improvement of slums on an as-is-where-is basis. In the year 1990-91 a new three-pronged strategy was evolved for Delhi, under which whereas slums in existence prior to 31-1-1990 would not be disturbed unless an alternative was provided, simultaneously no new encroachments would be permitted.

STRATEGY-I: Relocation of those jhuggi households where the land-owning agencies are in a position to implement the projects as per requirement and they submit the request for clearance of jhuggi cluster

and also contribute due share towards resettlement cost. Only those squatter families are to be considered for alternatives those who are residing on the project site as on 31-1-1990 as evidenced by ration cards, metallic plate and photo identity cards issued by the Delhi Government. They have also to submit an affidavit stating that they are Indian citizens.

For defraying the cost of relocation and resettlement under the scheme the funding pattern w.e.f. 1-4-1994 is as follows:

Share of the land-owning agencies per eligible family....	Rs 29,000
Plan assistance from Delhi Government per eligible family	Rs 10,000
Contribution from the beneficiaries	Rs 5,000

Sites and service plots of 25 sq. metres containing 18 sq. mtrs for construction of shelter under self-help approach and 7 sq. mtrs. Un-divided share of open courtyard as per cluster code town concept for the resettlement of squatter families are given under the scheme.

STRATEGY-II : In situ upgradation of JJ Clusters and informal shelters in case of those encroaching the land pockets where the land owning agencies issue NOCs to Slum and JJ Department for the utilization of land. Its implementation is further linked with the clearance of the project by the Technical Committee of DDA. Available land is distributed under a lay-out by carving out sites of 10 to 12.5 sq. mtrs for construction of informal shelters under self-help approach. Land owning agencies have to sacrifice the land for 10 to 15 years.

STRATEGY-III : Extension of minimum basic civic amenities of community use under the scheme of Environmental Improvement in Slums and its component scheme of construction of pay and use jan suvidha complexes containing toilets and baths and also introduction of mobile toilet vans in the clusters irrespective of the status of the encroached land till the encroachers are covered under one of the aforesaid strategies. This practice is continuing w.e.f. April, 1987.

The Buch Committee was of the view that the strategy has not worked because in the four years from 1990 to 1994 alone there has been an 85% increase in the number of jhuggies in Delhi, from 2.59 lakhs to 4.81 lakhs. The Committee said that the time has now come for a fresh look at the problem with a view to evolving workable solutions.

Important observations and recommendations of the Buch Committee were as follows:

Government may consider how best the Deputy Commissioner can be made effective as a revenue officer with powers to manage all public land, regardless of which department owns it (p.7)

The Committee suggested categorization of lands as follows:

LANDS TO BE CLEARED OF ENCROACHMENT : Lands of strategic importance, right of way for a road or railway, land earmarked for essential services such as a sub-station or a hospital, land needed on a priority basis for public use; land reserved for a specific purpose whose use cannot be transferred to another site; land with intrinsic high economic value which can only be realized if the land is put to the earmarked use.; JJ clusters which are direct nuisance and cause of social tension in the area; clusters exposed to vagaries of nature such as Yamuna Bandh.

LANDS FOR IN SITU IMPROVEMENT : Land earmarked for residential purpose, not enjoying an intrinsic high value, with high density of encroachment and rehabilitation costs would be excessive; land adjacent to work-sites where resettlement would cause economic hardship to the squatters.

VACANT LANDS: Vacant lands should be protected against encroachment.

The Committee recommended that Delhi Government should be given control over public land, and Deputy Commissioners of the nine districts of Delhi should be given the authority to detect encroachments and clear them. The DCs should also be made responsible for locating vacant land for relocation of JJ clusters required to be resettled. Such lands should be immediately made available to the Slum Department for relocation work, irrespective of which agency owns the land. Lands under squatters should be prioritized for the type of development by the concerned agency.

The Slum Department and the Delhi Slum Improvement Board should be merged to form a Social Housing and Development Board. It should have three wings to deal with land and planning, upgradation of slums and resettlement respectively.

The relocation will be in respect of the entire cluster as existing on the date of a preparatory Census. No other cut off date will apply. At the resettlement site itself there should be comprehensive

planning in advance. The colony should have a density of 250 units per hectare. On site development such as leveling, fencing etc. should be left to the beneficiaries. But protected water supply should be assured on norm of 30 lpcd, low cost sanitation, and provision of bio-gas from sewage.

In situ reconstruction can be done through co-operative effort or private builders. Relaxation of FAR may be allowed. A revolving fund of Rs. 250 crores should be built up for land acquisition and development. A separate housing finance corporation should be set up for providing composite credit to the poor, including shelter and income generation activities. The Revolving Fund may in part be funded by a surcharge of 3% on construction works in the city. The Report emphasizes participation of the beneficiaries in all decision-making, as well as close monitoring to prevent unauthorized transfer of land or housing provided under the scheme.

THE SLUM AREAS (IMPROVEMENT AND CLEARANCE) ACT

The Slum Areas (Improvement and Clearance) Act, 1956 extends to all Union Territories. It came into force in the Union territory of Delhi on 8-2-1957 and continues to apply in NCTD. It is an 'Act to provide for the improvement and clearance of slum areas'. Important provisions of the Act are definition of slum area: where 'the buildings in that area (a) are in any respect unfit for human habitation; or (b) are by reason of dilapidation, overcrowding, faulty arrangement of streets, lack of ventilation, light or sanitation facilities, or any combination of these factors, are detrimental to safety, health or morals'. The competent authority may declare such area to be a slum area. 'Slum clearance' means the clearance of any slum area by the demolition and removal of buildings therefrom. 'Work of improvement' in relation to any building includes repairs, provision of amenities, latrines, fixtures, fittings, and removal of rubbish. It also includes demolition of any building or any part which is necessary for executing any of the improvement works. Slum improvement works are to be carried out by the owner and others having an interest, on whom a notice is to be served, and on his failure by the competent authority who may recover the costs. Maintenance costs of the works are to be borne by occupiers. Competent authority has the powers to regulate construction in the notified slum, and demolish buildings unfit for human habitation. Where the authority is satisfied as respects any slum area 'that the most satisfactory method of dealing with the conditions in the area is the demolition of all the buildings in the area,' the authority can order wholesale demolition of all buildings in the slum area, by declaring it to be a clearance area, excluding, however, any building which is not unfit for human habitation or dangerous or injurious to health. The owner of the land can after clearance of the slum redevelop the land in accordance with plans approved, and subject to such restrictions and conditions determined by the authority. The authority can itself pre-empt the owner and 'determine to re-develop the land if that authority is satisfied that it is necessary in the public interests to do so.' Central government may acquire the land of a slum area or a clearance area. After acquisition, the land shall be made available to the authority for improvement or demolition or re-development. If such land is unsuitable for these purposes, the land can be used for other public purposes. The Act provides protection from eviction to the tenants; even after vacation or eviction for the purpose of improvement or re-erection, the

tenant can ask for re-occupation of the building after completion of work of improvement or re-erection of building. This Act in spirit implies 'improvement' rather than removal. Slum areas, i.e., areas notified as slums under the Slum Areas (Improvement and Clearance) Act of 1956;

Chapter II, section 3 of the Slum Areas (Improvement and Clearance) Act, 1956 defines slum as: 3(1) where the competent authority upon report from any of its officers or other information in its possession is satisfied as respect any areas that the building in that area :a) are in any respect unfit for human habitation, or b) are by reasons of dilapidation, overcrowding, faulty arrangement of streets, lack of ventilation, light or sanitation facilities, or any combination of these factors, are detrimental to safety, health or morals; it may, by notification in the official Gazette, declare such area to be as a slum area. In determining whether a building is unfit for human habitation for the purposes of this Act, regard shall be given to its condition in respect of the following matters, that is to say, a)repair, b)stability, c) natural light and air, d)free from dampness, e) water supply, f) drainage and sanitary conveniences, g)facilities for storage, preparation and cooking of food and for the disposal of waste water, and the building shall be deemed to be unfit as aforesaid if and only if it is so defective in one or more of the said matter that it is not reasonably suitable for occupation in that condition.

It may be noted that the Act is not much used. There is no regular practice of notifying all slums under the Act or of denotifying them when they have overcome the characteristics of slums. The main reason appears to be the fact that most of the slums are on public lands, and the question of protection against eviction does not arise; likewise the improvement programmes are taken up as part of public policy at Governmental cost. Provision of affordable housing is also a responsibility of the State. There is still need for a law that deals with the issue of slums, of protection, improvement, upgradation, resettlement, service provision, etc. The present Act may need to be revised in the light of present day perceptions of meeting the requirements of urban poor and slum-dwellers.

Decadal Population Growth, NCT - Delhi and India

Years	NCT Delhi	Decadal growth (%)	India	Decadal growth (%)	Delhi's population as % of India's
1901	405,819	-	238,396,327	-	0.17
1911	413,851	1.98	252,093,390	5.75	0.16
1921	488,452	18.03	251,321,213	-0.31	0.19
1931	636,246	30.26	278,977,238	11.00	0.23
1941	917,939	44.27	318,660,580	14.22	0.29
1951	1,744,072	90.00	361,088,090	13.31	0.48
1961	2,658,612	52.44	439,234,771	21.64	0.61
1971	4,065,698	52.93	548,159,652	24.80	0.74
1981	6,220,406	53.00	683,329,097	24.66	0.91
1991	9,420,644	51.45	846,302,688	23.85	1.11
2001*	13,782,976	46.31	1,027,015,247	21.35	1.34

* Provisional

Source: Census of India

Population Growth of DMA Towns and Regional Centres, 1981-2001

S. No.	Name of Town	1981	1991	Assigned (RP-2001)	2001	Actual Pop. as % of Assigned Pop.	Decadal Growth(%)	
Population in lakhs						1981-91	1991-01	
	NCR	190.19	264.46	325.00	370.33	114	39.05	40.03
	NCT Delhi (Total)	62.20	94.21	112.00	137.83	123	51.45	46.31
	NCT Delhi (Urban)	57.68	84.72	110.00	128.20	117	46.87	51.33
	DMA Towns							
1.	Bahadurgarh	0.37	0.57	2.00	1.32	66	52.68	130.50
2.	Faridabad	3.31	6.18	10.00	10.55	105	86.70	70.79
3.	Gurgaon	1.01	1.36	7.00	2.29	33	34.70	68.70
4.	Ghaziabad incl. Loni	2.97	5.48	11.00	10.89	99	84.35	98.64
5.	NOIDA	0.37	1.47	5.50	2.94	53	295.98	100.60
6.	Kundli	-	-	1.50	-	-	-	-
	Regional Centres							
1.	Panipat	1.38	1.91	5.00	3.54	71	38.63	85.13
2.	Rohtak	1.67	2.16	5.00	2.95	59	29.58	36.30
3.	Palwal	0.47	0.59	3.00	1.01	34	25.02	69.90
4.	Rewari	0.52	0.75	1.10	1.01	92	46.12	33.98
5.	Dharuhera	0.05	0.11	0.75	0.19	25	106.00	74.13
6.	Meerut	5.37	8.50	15.50	11.67	75	58.36	37.37
7.	Hapur	1.03	1.46	4.50	2.12	47	42.23	44.94
8.	Bulandshahr	1.03	1.27	5.00	1.76	35	22.98	38.56
9.	Khurja	0.67	0.80	3.00	0.98	33	19.65	22.54
10.	Alwar	1.46	2.10	5.00	2.66	53	44.14	26.51
11.	Bhiwadi	0.02	0.15	1.15	0.34	29	784.04	121.33

Population Growth- DMA Towns, 1981-2001

Sl. No.	Name of Town	1981	1991	2001	Decadal Growth(%)	
					1981-91	1991-01
1.	Ghaziabad incl.Loni	297429	548320	1089180	84.35	98.64
2.	NOIDA	37000	146514	293908	295.98	100.60
3.	Faridabad	330864	617717	1054981	86.70	70.79
4.	Gurgaon	100877	135884	229243	34.70	68.70
5.	Bahadurgarh	37488	57235	131924	52.68	130.50
6.	Kundli	-	-	-	-	-

Source: Census of India

Annexure-ix

**DELHI DEVELOPMENT AUTHORITY
MASTER PLAN SECTION
6TH FLOOR, VIKAS MINAR
NEW DELHI-110002**

No.F.3(36)/96-MP/470

Date 25-6-02

From:

A.K. Manna,
Jt. Director (MP)

To

Shri P.S.S. Thomas
Adviser (HUD), Govt of India
Planning Commission, Yojana Bhavan
Sansad Marg, New Delhi

Sub: Information on draft report on "Problems of Slums in Delhi"

Sir,

Please refer to your letter No.PC/UD/9/2000 dated 11-6-2002 on the subject mentioned above.

In this regard, I am directed to enclose herewith copies of the relevant extracts of Master Plan for Delhi-2001 with regard to provisions for sub-standard areas i.e. Slum, Resettlement Colonies, Urban Villages etc.

DDA has recently published a booklet called "Delhi The Millennialopolis". This booklet contains information regarding housing done by DDA in different sectors. The same is being enclosed for your kind reference please.

MOUD & PA vide its letter dated 29-1-97 issued directions to the DDA to supply 10% of residential land to Slum & JJ Dept. MCD at pre-determined rates for facilitating relocation/ resettlement of JJ dwellers. As per the information available, the following lanes have been earmarked by the DDA for Slum & JJ rehabilitation.

- | | | |
|------|-----------|--------|
| i) | Dwarka | 56 ha. |
| ii) | Rohini | 53 ha. |
| iii) | Narela | 41 ha. |
| iv) | Bakarwala | 24 ha. |

DDA has also issued NOC for acquisition and development of lands for Slum & JJ rehabilitation at the following locations:

- | | | |
|------|---------------|-----------|
| i) | Bawana | 100 acres |
| ii) | Halambikalan | 70 acres |
| iii) | Bhalaswa | 200 acres |
| iv) | Savda/Chevera | 257 acres |
| v) | Kadipur | 65 acres |

In the Rohini project of DDA also more than 50% of the plots cater for the economically weaker section and lower income groups.

Yours faithfully,

sd/

(A.K. Manna)
Jt. Director (MP)
D.D.A.

EXTRACTS FROM MASTER PLAN FOR DELHI - 2001

THE GAZETTE OF INDIA: EXTRAORDINARY (Pages 121 & 122)

SHELTER

Shelter besides being an essential need of a family is of considerable importance to Development both in economic and welfare terms. For most of the families, housing is perhaps a major goal of family saving efforts. Besides protection from elements, housing provides access to sanitation, health, education and other welfare services and incomings for low income families. With the availability of substantial under utilized labour, housing can make it productive at low cost.

Efficiency and Equity

Housing has strong spatial relationship to employment social services and other urban activities. Besides its direct need as shelter, housing could act as vehicle for social change for aspects such as welfare of women and children, universal elementary education, removal of adult illiteracy and expansion of public distribution system. Housing policy could act as a major tool for influencing the efficiency and equity of urban areas.

Housing Components

Shelter, to fully service the needs of the families, should have the following essential components:

- | | | |
|-------|----------------|---|
| (i) | Space | Sufficient for household activities. |
| (ii) | Infrastructure | |
| | Physical | Water, Electricity, Liquid and Solid waste disposal. |
| | Social | Education, Health, Recreational and other facilities. |
| (iii) | Location | In relation to transportation to the work place and educational and other facilities. |

Employer Housing	Central Govt. Delhi Admn. Local Bodies	Central Govt. Delhi Admn. Local Bodies	4
Regularized infil General Housing	Individual	Individual	8
(a) Site and Services	Housing Agency	Individual Family	25
(b) Built and Partially built houses	Housing Agency & Cooperatives	Housing Agency and Cooperatives	43

Housing cooperatives which are an overlapping sector between public and private, have been a reasonable success in Delhi and should be further encouraged. Small cooperatives with individual housing on plotted basis could also be introduced. In site and services, schemes for construction of dwelling, individual families need the help of institutional financing.

Partially built plotted housing- New Concept

Before the promulgation of the plan in 1962, housing for the general public was available in the form of 2 family plotted development. This plan had in 1962 proposed the same alongwith multi-family (group) housing. Recently 2 family plotted development has been permitted a third family unit on the second floor, commonly known as 'Barsati' floor. Studies of the existing housing developments indicate:

- (i) Most of the plotted development remain only single storeyed for a long time, thus generally it accommodates one or two families (about 7 persons) per plot.
- (ii) Group Housing in the overall city design has a very marginal intensive use of land.
- (iii) There is a preference for built housing.

Further relating housing to (i) affordability, (ii) efficiency of land utilization (Land use intensity), (iii) equity (social distribution of urban land), (iv) flexibility, the most appropriate type of general housing would be partially built housing on individual plots of 70 to 80 square metre.

Each household in the long range gets dwelling of about 80 sqm to 120 sqm. Being on individual plot, it can be built in stages as the affordability permits. In case of site and services and service personnel schemes for economically weaker section, single family housing could be provided on reduced size of plots but this should accommodate individual bath and w.c.

Through such housing, gross residential density of 350-400 persons per hectare (pph) could be achieved and at the city level, an overall density of 180 to 200 pph. is possible. Still higher gross residential densities increase man/land ratio marginally and should be prescribed only in special conditions. For comparison it may be seen that gross residential densities prescribed in the plan during 1961-81 were lower; the average gross residential density prescribed was 187 pph and overall city level density of about 100 pph.

Major part of general public housing in the form recommended, can provide for an equitable distribution of urban land. Only small part of housing could be provided in the form of 3 family plots, size varying from 150 sqm. to 250 sqm. and multi-family housing. Limited number (less than 1 percent) of residential plots could be upto 350 sqm except for schemes of special considerations.

Community Module

Housing should be related to affordability and should be integrated. The community (about 1 lakh population) may contain a complete cross section of the income groups, also including hostel accommodation for single. This would have minimum 25 per cent housing upto 2 rooms dwellings to provide shelter for low income families in the community.

Resettlement Colonies

Immediate need of the resettlement colonies in individual services i.e. water, sewerage and electricity. Regular sewerage may not be possible immediately in many areas because of non-availability of connecting line or financial constraints. In such cases the low cost sanitation through Two Pit method on individual or collective basis should be adopted. Non Government Organisation, which come forward for establishment of adult literacy centers, creches, balwaris and likewise institutions should be encouraged to supplement the social actions of the concerned Government departments and the housing agencies. The capabilities of the families for increasing income need should be constantly explored; suitable provision for income earning opportunities be made within or near these settlements and monitored.

Unauthorised Colonies

Any planned development needs discipline which seems to be lacking in this sort of building activity taking place in the city. More than about 600 unauthorised colonies, existing in the city, which have so far been considered for regularization, are result of this. This present method of regularisation

may not be helpful in improving the low level of physical environment existing in these colonies. For improvement of physical and social infrastructure, the house owners in these unauthorized colonies should be asked to form into societies and these societies should come forward with plans for improvement of the target group. This is likely to improve the present state of affairs.

Urban Villages

Presently there are 106 villages within the urbanisable limits, more villages would be added into the urban area because of its extension. The settlements having a completely different life-style for centuries are now getting merged into the urban environment and need a sensitive treatment in the planning and development process. The settlements should get the modern services and amenities and should also be catered for their traditional cultural styles. Village settlements of historic significance should be conserved. Development of villages should be integral part of the development scheme of the area. Around these settlements educational, health and recreational facilities and work areas should be developed for the benefit of the village population in urban as well as rural Delhi.

Lutyen's New Delhi

Lutyen's New Delhi comprises of large size plots and has a very pleasant environment. In fact, the area is unique in its continuing existing at low density in the heart of the city . While formulating the re-development plans, of this area due care should be taken to ensure that its basic character is maintained.

Civil Line also has bungalow area. Studies also should be conducted to maintain its basic character.

Environmental upgradation in the Developed Housing Areas

In general it would be desirable to take up all the existing developed residential areas one by one for environmental improvements through (i) plantation and landscaping, (ii) Provision of infrastructure-physical and social and proper access where lacking, (iii) possibility of infrastructure management of the last tier through the local residents.

CONSERVATION, REVITALISATION AND ENVIRONMENTAL IMPROVEMENT

Conservation and revitalization is required in case of traditional areas and environmental upgradation and improvement is needed in other old build-up areas.

Most important part of the traditional housing is the walled city. Once a beautiful city, it now presents a chaotic picture. The walled City of Shahjahanabad has become a core of vast extended metropolis accommodating a part of the business district. The population in the Walled City of Shahjahanabad increased to its saturation upto the year 1961 but since then there is large scale infil by commercial use replacing residential use. Refer table below:

Locality	Population in lakh			
	1951	1961	1971	1981
Walled City	3.81	4.20 (+10.24)	4.09 (+2.62)	3.62 (-11.40)
Planning Div. 'A'	5.38	6.50 (+20.81)	6.80 (+4.62)	6.22 (-8.52)

Figure in brackets give percentage of decadal Variation.

Traditional areas in Walled City need special treatment. The following measures are recommended:

Shifting and Delimitation of non-Residential activity

The walled City contains industrial units using acids, chemical and inflammable material and trades like plastic, rexin etc. Which are noxious and hazardous. The first requirement of the area is that such industries and trades should be shift on priority to the extensive industrial areas and areas specifically earmarked for these trades. This should be linked with the development of industrial estates and freight complex proposed in the plan.



Charti Lal Goel
Chairman of the
Committee to Study the Problems of Slums in Delhi

योजना आयोग
योजना भवन
नई दिल्ली - 110 002
PLANNING COMMISSION
YOJANA BHAVAN
NEW DELHI - 110 001

D.O.No. Pc/Ud/9/2000-Vol. II

19 Dec., 2001

Dear Shri Anant Kumar ji,

I have the honour to have been appointed Chairman of the Committee to Study the Problems of Slums in Delhi, constituted by the Planning Commission in April 2000. The Committee is planning to submit its report by the end of March, 2002.

I am of the view that it would be appropriate even at this stage to bring certain issues to your kind notice, as well as seek information on policy of the Ministry.

Reconciliation of Land Lists under Slums : We have noticed that there is no authentic list of the lands under slums, especially those lands which belong to the DDA and the L&DO. While MCD has listed the JJ clusters, according to this list 1514 acres of DDA lands in 514 clusters are occupied by slums. DDA's own list, however, only shows 422 JJ clusters on 729.68 acres of DDA land. We do not yet have a list from L&DO Department.

Proper accounting of public and Government lands is a first requisite in protecting these lands. The difference between DDA and MCD in this regard is glaring and requires reconciliation.

Classification of lands under slums for environmental improvement, in situ development or resettlement : It is well accepted that one of the ways to provide a decent quality of life to slum-dwellers is to undertake *in situ* development. However, in respect of DDA, we understand that no NOCs are being issued for this purpose. It is essential that land-owning agencies should take decision as to those lands which must be cleared of slums because of important public reasons, and those which for

practical considerations should be developed *in situ*. Such classification has not been done because of **which virtually no *in situ* development of slums is being taken up in Delhi.**

Land acquisition problems : Slum development programmes are dependent on acquisition of land where resettlement is proposed. Considerable difficulty is being experienced in obtaining land through land acquisition which is delaying the development programmes. Could there be other possible ways to make land available for this programme ?

I shall be grateful if the Ministry's views on these issues could be made available.

With regards,

Yours

(CHARTILAL GOEL)

Shri Ananth Kumar

Hon'ble Minister for Urban Development, Government of India,
NEW DELHI.

Annexure-(xii)



अनन्त कुमार
ANANTH KUMAR

शहरी विकास और गरीबी उपशमन मंत्री
भारत सरकार
नई दिल्ली - 110 002
MINISTER OF URBAN DEVELOPMENT &
POVERTY ALLEVIATION
GOVERNMENT OF INDIA
NEW DELHI - 110011

D.O.No. K-19013/5/2000-DDIIB-1887-F

14 March, 2002

Dear Sri Charti Lalji,

Please refer to your letter No. PC/UD/9/2000-Vol. II dated 19-12-2001 regarding problem of slums in Delhi.

I have had the matter examined. The reconciliation of the list of slums by DDA was taken up with them and they are taking steps to reconcile the list. As regards the issue of providing No Objection Certificate for in situ development and resettlement is concerned, the land owning agencies are normally hesitant to give such No Objection since it is possible that the land may be required by them in future. Perhaps, the only way out could be to start identifying clusters where in situ regularization could be considered on a portion of the land thereby making a part of the encroached area free for development purposes.

In regard the problem of land acquisition for relocation of slums, it is a fact that the process of acquisition of land is affected by stay orders on land acquisition process by different courts. The matter has to be dealt with on case to case basis only and the concerned court moved for vacation of the stay order.

With kind regards,

Yours sincerely,

-sd-

(ANANTH KUMAR)

Shri Charu Lal Goel,
Chairman of the Committee to
Study the problems of Slums in Delhi,
Planning Commission,
Yojana Bhavan,
New Delhi

PLANNING COMMISSION
Report of the Committee on Problems of Slums of Delhi

SALIENT POINTS FROM THE REPORT

Basic Data : The rate of decadal growth in Delhi, despite showing decline, (down from 51.45 percent in 1981-91 to 46.31 in 1991-2001), is much higher than the national average. Further, population density per sq. km. in the State went up from 6352 persons per square kilometer in 1991 to 9294 per sq. km. in the year 2001, which is the highest in the country. The North East District of Delhi has a density of 29365 persons per sq. km.

Migration into Delhi continues at a high rate, with an estimated 23.55 lakh additional immigrants into the State during the decade, with the resultant pressure on housing, civic services and infrastructure in Delhi.

Urban Poverty in Delhi : The commonly held view regarding migrants into the city is that they swell the numbers of urban poor. However, as per official data, urban poverty in Delhi is on the decline at 9.42 percent of the population, far lower than the all-India urban poverty ratio of 23.62 percent.

Slum Population and Area : According to data of MCD, the number of slum clusters in Municipal Corporation area of Delhi is about 1100, and the slum population numbers around 30 lakhs. The slum population as per MCD records appears to be much higher than Census data. Rather than any reduction in slum numbers, the impression gathered is that all clusters in its lists continue to exist, and there is in fact more dense population in the clusters than in the past. It is apparent that many of the present day slum-dwellers belong to second or subsequent generations living in JJ clusters, with little hope of being liberated from the insecurity, squalor, and indignity of living in such conditions.

The total acreage occupied by the slums is according to estimates, about 2500 acres of public and private lands, and the major part of lands under squatters is reported to belong to the Delhi Development Authority and other public bodies Government departments.

Ownership of quite considerable extent of land under occupation by slum-dwellers which are attributed to DDA, remains uncertain. This is a highly undesirable situation in a Metropolitan City such as Delhi, from an administrative point of view. Authentic information on land ownership is essential for planning for upgradation of slum settlements, and for ensuring security of shelter to the slum-dwellers against antisocial elements.

Factors Leading to Slum Formation : Migration of people from impoverished rural and urban areas in the neighbouring States such as Uttar Pradesh, Bihar, and others, are the main cause of slums. Lack of development, and even lack of 'law and order' and consequent insecurity, while being experienced by all sections, are particularly affecting the lower rungs of society, and provide the motivation for migration to the relative safety of the Metropolis where the migrants foresee better employment opportunities.

Haphazard Growth in 'Planned' City of Delhi : Delhi, despite being the National capital and with a history of detailed urban planning spanning several decades, has been affected by haphazard growth over the years which has resulted in unauthorized settlements and fast growth of slums. Failure to protect public lands from squatters has certainly contributed to growth of slums.

Land and Housing Policy : Prima facie, the allocation of land for the housing of urban poor has been insufficient to meet the requirements, and below the proportion of their share. The requirements of the 'informal' sector in regard to land for its multifarious activities, need to be recognized and provided for in making urban development plans.

Private Developments : Subdivision of agricultural land is made by owners in search of quick money, with the active support of the real estate dealers. This is also coming in the way of acquisition of land and orderly development, whereas private development of an unauthorized kind has increased Land sold to the public by developers remains un-serviced for many years.

Rent Control : Lack of rental housing thanks to the prevailing rent control and protection to tenants, has made the problem of housing worse than it needs to be.

LACUNAE IN SLUM PROGRAMMES :

Slum Improvement Policy : A three pronged strategy was adopted in 1990-91, namely:

1. If the JJ dwellers are residing before 31st Jan. 1990 (later extended to 31-12-1998) on the land urgently required by the land-owning agencies for the execution of public purpose projects, then these JJ dwellers are relocated elsewhere;
2. In-situ: Upgradation of slum clusters is resorted to where the land owning agencies do not need the land in near future and given NOC to the effect that such clusters may be upgraded;
3. Civic amenities like water supply, street-lighting, roads, storm water drains, etc., are provided in the JJ clusters which do not fall in the category 1 & 2 above.

However, the implementation has not been up to the mark.

- Buch Committee had recommended categorization of the lands under slums, for the three types of treatments. However, no such categorization appears to have been made by any of the land owning agencies.
- Only very few projects have been taken up for in situ upgradation. In fact, DDA, the largest land owner, has not granted NOC for in situ upgradation.
- During the period from 1-4-1990 till 2000-01, the number of relocations is 27,682. The pending requests for resettlement number about 1,30,867 jhuggies. The problems in resettlement relate to land acquisition, where progress recently has been halting, as well as provision of an adequate level of amenities, including transportation facilities to places of work.

Environmental Improvement : This is the major programme for Delhi slums at present. The objective of the programme is not entirely clear : whether it is to provide services in a piece-meal manner, or is it to raise the slums above the slum characteristics. In the view of the Committee, the objective has to be removal of the slum characteristics.

Institutional Arrangement : The issues of co-ordination between various agencies, budgetary support, monitoring and evaluation, convergence of services, community and NGO participation, etc. are yet to be resolved by a proper structure of the administrative arrangement. The proposal to establish a Slum Improvement Board requires early decision.

City-Wide Environmental Issues : Much low income housing and slums have come up in an unplanned fashion which generate large volumes of untreated sewage and solid waste that is discharged into Yamuna river. While slum-dwellers have in part caused this environmental problem, they are themselves also victims of environmental degradation and need protection.

RECOMMENDATIONS :

Stage I - Comprehensive Survey : Preparatory to a full-fledged programme of slum improvement and re-housing, there is need for a complete survey of all clusters, with house-listing, and population data. The map of the area with basic information relating to various services, roads, sanitation, water supply, community, health and educational facilities, should also be drawn up.

Stage II - Determination of land usage : The agencies should thereafter determine the lands to be got cleared, those to be taken up for in situ upgradation, etc.

Stage III - Project Formulation for a Delhi free from slums : The survey should lead to the preparation of a medium term plan for the slum-dwellers, with phasing and prioritization of clusters to be taken up year to year. The annual programme to be designed should be large enough to make a dent in the slum problem, and should not merely be a token or a 'pilot' programme.

Comprehensive Services required : The objective should be to raise the quality of life of the slum residents to bring on par with the rest of the city. Apart from provision of shelter, the basic package of assistance under slum development projects should include the following :

- Infrastructure improvement: roads, drains, water, sanitation, street lighting, and community halls
- Health: promotional and preventive via maternal-child health clinics, health awareness, and health volunteers

- Education: pre-schools, non-formal education, legal literacy and adult literacy
- Community development: institution building, gender awareness raising, vocational training and economic support.

Coordination : The aim should be to develop a joint programme for the various agencies involved which should be participatory in nature and 'owned' by each of them. A common programme to which all agencies in the city are signatories, may facilitate implementation without the problem of inter-agency co-ordination surfacing repeatedly to delay project implementation.

Project Management : In view of the enormity of the task and the specialized manner in which activities relating to environmental improvement of slums, in situ upgradation, and resettlement, need to be executed, it is essential that the DSJJ creates dedicated divisions or wings for each of these approaches. In order to have better control and visible impact, the slum development programmes should be taken up in area based units of manageable, geographically focused projects.

Bigger role for DDA : There is need for Delhi Development Authority to play a positive and progressive role with regard to housing needs of the urban poor and slum-dwellers and actively participate in the programme of upgradation and provision of housing to this group. EWS/LIG housing of DDA should be tailor-made to meet needs of slum-dwellers who need to be provided alternative housing, and directly linked to specific slum clusters.

Since a new Master Plan is being prepared, the appropriate policies to be built into the Master Plan 2021 may be ensured. Corrections have to be made in lapses in implementation of the existing master plan with regard to provision of land and infrastructure which are so badly needed by the informal sector, and its workforce, many of whom are slum-dwellers.

Unhealthy Growth of Delhi : In the Committee's view, the single most important issue to be addressed by the Planning authorities, relates to the need to put reasonable limits to the growth of the present Delhi city. Unless effective action is taken to check the growth of the city, deflect the potential for its growth to the peripheral areas, shift some of the activities to the neighbouring towns, and make the towns in the

Capital Region as attractive as Delhi, the level of migration into Delhi will continue, and it will not be possible to meet the demand on land for housing, transport and other public purposes.

Integration of Delhi and NCR Plans : The programmes of Delhi Development Authority and National Capital Region Development Board need to be closely dovetailed so that they do not function to nullify each other's objectives.

Protection of Public Lands : Each land owning agency should maintain a duly verified register in which details of each and every plot owned by it. SHOs of the area should be made responsible for protection of such lands.

Protection of cleared land : In respect of several slums cleared in the past, it appears the lands were again occupied. This indicates that the agencies owning land did not make a serious effort to put the land which had been cleared, to its intended purpose, and meanwhile, also failed to protect it. This will not serve the purpose of reducing the slums in the city.

Law Enforcement : It is mentioned that industries/commercial activities are undertaken in these slums. There is frequent theft of power and water. However, this is not exclusively a problem of slum areas. Electricity theft and industries located in non-conforming areas has become a serious problem in the city of Delhi. Law enforcement agencies should be reactivated to put an end to such activities, including in slum areas.

In situ Upgradation : There has been hardly any progress towards granting tenurial rights to slum dwellers in any of the JJ clusters. This has left the slum dwellers in a permanent state of insecurity with regard to shelter. This decision on in situ upgradation of the JJ clusters is overdue and the biggest obstacle in undertaking an adequate shelter programme in Delhi slums. A time limit has to be set for determination of the lands for in situ development, after which the DSJJ should be free to undertake in situ development programme. Planning regulations need to be amended to make such development valid grant of deemed land use change, where necessary.

Prevention of re-sale : The land may be owned by a co-operative of allottees with individual households being lessees of the co-operatives. The co-operative can also assist allottees in obtaining finance for construction through tie-up with housing finance companies, National Co-operative Housing Federation, and banks.

Urban Poverty Alleviation a Municipal Programme : Slum improvement/upgradation, and urban poverty alleviation are among the functions of the municipal authorities. The Committee of the view that the responsibility for slum improvement programmes with necessary powers including powers to put lands under slums to appropriate development, should rest with the Municipal Corporation of Delhi, of which the Department of Slums and Jhuggie-Jhompris is a part. All other agencies should be wholly accountable to MCD with regard to slum programmes. In the event of division of the Delhi Municipal Corporation for administrative convenience, the slum programmes should continue under a single DSJJ or Slum Improvement Board, as well as the proposed Social Housing Corporation which should not be divided.

Social Housing Corporation : The proposed Social Housing Corporation should be a conduit for making credit available and undertake the recovery of loan, apart from construction of group houses. There is need to base housing on subsidy-cum-credit format as in the case of VAMBAY.

Obtaining External Assistance : A housing programme for the slum-in Delhi with external assistance is a matter to be pursued by the DSJJ and the other authorities. Such a programme will make an impact on the city as a whole.

Land Acquisition for Relocation : It is necessary that a list of all cases in which stay orders have been passed by the Courts be drawn up by the Govt. of NCT of Delhi and time bound action taken and efforts made for getting the stay orders vacated.

Credibility of resettlement programme : It is of highest importance that the programme of resettlement should be designed in close consultation with the beneficiaries, and they should have the confidence that the resettlement colonies will be developed with necessary amenities. Only with such credibility can the resettlement be a painless operation benefiting both the city and the allottees. The land within and around the settlements need to be protected from misuse, flooding, and the activities of the land mafia without which the settlers will not feel safe or comfortable. Monitoring will need to be done at senior levels. High level committees will need to meet regularly to ensure that the progress of provision of these essential services proceeds according to plan.

**Planning Commission
Speech of Shri Charti Lal Goel,
former Speaker, Delhi Vidhan Sabha,
and Chairman of the Committee constituted
by the Planning Commission
to study the Problems of Slums in Delhi,
on the occasion of the presentation of the Report of the Committee to
Shri K.C.Pant, Deputy Chairman, Planning Commission
8 August 2002**

Respected Shri K. C. Pantji, Deputy Chairman of the Planning Commission, Members of Planning Commission, members of the Press, officers of Planning Commission, and friends,

At the outset, it gives me great pleasure to welcome you all on this occasion of submission of the Report of the Committee. In appointing this Committee, the Planning Commission, and in particular Shri Pantji, were aware of the importance of the problem of slums to the life of urban citizens, and of the need for finding feasible solutions. It is extremely gratifying to me personally and to the members of the Committee that today we are submitting to the Deputy Chairman, Planning Commission, the Report of the Committee. To us this labour has been extremely worthwhile, as it gave us an unparalleled opportunity to closely look at and analyse, as well as ponder over the possible solutions to what has been one of the most intractable problems of a large section of Delhi's population. I do hope that the Report will throw light on the issue of helping Delhi towards being a city without Slums, while liberating slum-dwellers of the city from the stigma and insecurity and misery of being slum-dwellers.

I do not intend to repeat the findings and recommendations of the Committee at this stage. For the present occasion, a summary of its contents is circulated separately. Suffice it to say, the conclusion of the Committee is that the task of making Delhi free of slums is not only feasible but fully desirable. The

Report of the Committee will, I hope, be made available widely. We would expect that the approach of the Committee will be debated and finally implemented in the interests of the City.

The tragedy of Delhi has been that the various studies made and recommendations given regarding the resolution of the slum problem, have not been implemented effectively. The number of jhuggies in Delhi is estimated to have increased three-fold since 1986 – from about two lakhs to about six lakhs today. The slum population is stated to be around 30 lakhs today, and the area under slums is about 2500 acres. As we find, there are on-going schemes to provide slum populations with better environment as well as housing. Environmental improvement includes provision of basic amenities. The concept of convergence of services in the social sector is also quite well accepted. As is well known, apart from environmental improvement, the other approaches are in situ upgradation, and resettlement. Each approach has a specific reason and context. There are, however, a number of institutional deficiencies which have prevented taking up of concerted action with defined objectives in each cluster. The consequence is that while a good deal of public funds are being spent, and a number of schemes are in operation, the slums continue to flourish with ever more dense population, and new and more unhygienic areas are being colonized.

The Report suggests both short and long-term programmes, which involve a number of agencies, and most important, pinpoints the hard decisions which need to be taken with regard to land, financing of housing, project co-ordination, and the time horizon within which these are to be achieved. The clear objective is that the targeted clusters should no longer share slum characteristics. If in the end this objective is not achieved, whatever else is done will not have served the purpose of making Delhi free of slums.

Hard decisions are also needed to implement the NCR concept and to discourage the unfettered growth of Delhi in favour of growth of the peripheral towns. Industrial and commercial activities which need not be located in the city, should be moved out. The policy of putting a stop to location of new Government offices should be enforced, because we live in an era where with modern communication, physical location of personnel is now no longer essential. These measures are essential for the survival of Delhi as a livable city, not only for the prevention of further slum settlements from coming up in the city.

If city's growth is not checked and further growth deflected to the NCR area, the present problems of environmental degradation, congestion, artificially high prices of real estate, inflow of migrant workers, and inadequacies of civic services, will only get worse choking the quality of life of city-dwellers. The NCR towns should be enabled to share in the economic boom of Delhi, which, as we have seen in instances such as Gurgaon and Greater Noida, is well within the realm of the possible. Government of Delhi should take positive steps to encourage development of the National Capital Region.

Our appeal to the concerned authorities is to approach the problems of slum-dwellers with an open mind, treating them as valuable contributors to the city's economic activity and providers of services to the city-dwellers. With such an approach, we see no reason whatsoever why the slum-dwellers should not get a fair deal, and be assisted to move up to a far more humane condition of living, which is their entitlement. Specifically, we would like to see in position as quickly as possible, a sane land policy, decision on in situ upgradation, creation of structures such as Social Housing Corporation and Slum Board, credit support, and co-ordinated action by all civic agencies.

May I now request Shri Pantji to accept the Report of the Committee. May I, also, request you, Sir, to provide continued support and monitoring by the Planning Commission in order that Delhi city implements a progressive and dynamic programme of slum improvement and housing? I thank you all for your presence, and request Shri Pantji to speak a few words.

GLOSSARY

DDA	Delhi Development Authority
DJB	Delhi Jal Board
DSJJ	Department of Slums and Jhuggie-Jhompris Development, Municipal Corporation of Delhi
EIUS	Environmental Improvement of Urban Slums
GNCTD	Govt. of National Capital Territory of Delhi
JJ	Jhuggie-Jhompris
MCD	Municipal Corporation of Delhi
MoUD	Ministry of Urban Development
NCR	National Capital Region
NCRPB	National Capital Region Planning Board
NRY	Nehru Rozgar Yojana
NSDP	National Slum Development Programme
PMIUPEP	Prime Minister's Integrated Urban Poverty and Employment Programme
SJSRY	Swarn Jayanti Shahri Rozgar Yojana
UBSP	Urban Basic Services for the Poor
VAMBAY	Valmiki Ambedkar Awas Yojana