Problems and Prospects of Slums in India

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1. ABSTRACT

India is a fast developing country with many of its metropolitan cities growing at a higher pace in terms of their population. During last two decades; migration from villages and small towns to urban areas has increased tremendously in India. This had lead to the degradation of urban environment by growth of slums especially in the metropolitan cities. The growing demand for housing and relatively high property rate has resulted worse condition for the poor people in terms of having a proper shelter. Unaffordability has compelled them to live in unauthorized, congested and unhygienic conditions called Slums. At present in India, most of the major cities are facing the problem of Slums which has become major concern for the government. Today urban areas face major challenge in terms of providing basic infrastructure, health and safety for the people living in Slums. The gap in Demand and Supply of low cost housing in increasing day by day, which is one of the major crisis to most of the Urban cities in India. The aim of this paper is to study and examine various definitions of slums and policies related to slums in India and finding out the problems associated with the slums. Also examine various methods of redevelopment of slums in India.

Key Words: Slums, Unaffordablity, Metropolitan cities, Migration, Squalor,

2.1 INTRODUCTION

Shelter is one of the basic necessities of human being. If there is a lack of planned housing, then the people are forced to live in unhygienic conditions and in dilapidated houses which even lacks the basic infrastructure. This type of practice leads to the formation of heavily populated urban informal settlement characterized by substandard housing with poor sanitation and squalor, which is termed as Slums.

Rapid urbanization in India is down pouring huge population to the urban centers because the economic vibrancy of these urban centers in offering diverse employment opportunities and means of livelihood is the main cause of migration to these areas. Migration concurrently has resulted in transfer of rural poverty to urban areas. Rural migrants are attracted to the urban areas for economic reasons regardless of the fact that physical infrastructure in terms of housing, drinking water supply; drainage etc. is not in par of their affordability in the cities.

Planned urbanization has been marred to a great extent due to excessive demand for basic amenities resulting in deterioration in the physical environment of cities. The quality of life has thus suffered due to continuing influx of migrants and, consequent, widening of the gap between demand and supply of essential services and other infrastructure in these areas.

Unchecked migration, particularly, aggravates housing problem resulting in huge shortage of affordable housing and rapid increase in the land prices. This force the poor to settle for

informal solutions resulting in mushrooming of slums and squatter settlements spread across the city.

2.2. Definition of Slums

The definition of the term "slum" varies depending upon the interpretation of the prevailing housing situation. Normally slums are those part of the city which may be unfit for human habitation either because of the structure there in are old dilapidated grossly congested and out of repairs or because of lack of infrastructure facilities or because sites themselves are unhealthy (slum up gradation program, 1985). The definition of slum varies with different countries as the concept of slum has both physical as well as social aspects. The definition is derived after analysing the overall living condition, occupation and education of the people. The various definitions of slums are as follows:-

1. A compact area of at least 300 populations or about 60-70 households of poorly built congested tenements, in unhygienic environment usually with inadequate infrastructure and lacking in proper sanitary and drinking water facilities.

(Census of India, 2001 and National Slum Policy)

2. Slums are neglected parts of cities where housing and living conditions are appallingly lacking. Slums range from high density, squalid central city tenements to spontaneous squatter settlements without legal recognition or rights, sprawling at the edge of cities.

(Source: The World Bank)

3. "A group of individuals living under the same roof that lack one or more of the following conditions: access to safe water; sanitation; secure tenure; durability of housing; and sufficient living area."

(Source: UN habitat)

4. A slum is building; a group of buildings or area characterized by overcrowding, deterioration, and lack of facilities or amenities endanger the health, safety of its inhabitants.

(Source: UNESCO)

5. As per National Sample Survey Organization (NSSO) a slum is a compact settlement with a collection of poorly built tenements, mostly of temporary nature, crowded together usually with inadequate sanitary and drinking water facilities in unhygienic conditions. Such an area, for the purpose of this survey, was considered as "non notified slum" if at least 20 households lived in that area. Areas notified as slums by the respective municipalities, corporations, local bodies or development authorities are treated as "notified slums".

(Source: Report no. 417, 429 (49th Round - 1993) & 486 (58th Round – 2002)

6. As per The UP Slum Areas (Improvement and Clearance) Act, 1962 , those residential areas where dwellings are in any respect unfit for human habitation by reasons of dilapidation, overcrowding, faulty arrangements and designs of such buildings, narrowness or faulty arrangement of streets, lack of ventilation, light or sanitation facilities or any combination of these factors which are detrimental to safety, health and morals. Thus, conceptually slums are compact overcrowded residential areas (and not isolated or scattered

dwellings) unfit for habitation due to lack of one or more of the basic infrastructure like drinking water, sanitation, electricity, sewerage, streets etc.

(Source: Under Section-3 of the Slum Area Improvement and Clearance Act)

7. A habitat area with following features:

- Compact areas of at least 300 populations or above & 60-70 households & poorly built congested tenement.
- Dilapidated houses / semi-permanent structures of less than 25sqm area.
- Poorly built congested tenements.
- Lacking in sanitary facilities.
- Lacking in access of safe drinking water within 150 m.
- Unhygienic environment & in adequate infrastructure.
- Specific preference to socially disadvantaged sections.

(Source: Rajasthan Urban Housing & Habitat Policy – 2006)

So, different bodies have different aspects of defining slums. Due to the variation in the definition most of the preliminary data is either wrong or incomplete which ultimately decreases the efficiency of any scheme on the ground. This variation in definition leads to: -

Variation in Demographic data and other numbers- The data of population living under slum condition varies from one institution to another.

Inadequate Planning Strategies- The success of any scheme or programme depends on the primary data. But the figure of target population is incorrect most of the times which is one of the reasons of failure of schemes.

Inadequate Investments- The investments made in these schemes is not as per the actual demand, it is totally based on the target population.

Reduced Number of Beneficiaries- Incorrect demographic data lower down the number of beneficiaries which are supposed to be benefitted from the scheme.

This variation can be very well understood by the example of Lucknow where different bodies have projected different demographics of slums in the city.
(Population in Lakhs)

	1971		1981		1991		2001	
	Total Population	Slum Population	Total Population	Slum Population	Total Population	Slum Population	Total Population	Slum Population
CENSUS	-	2.33	9.47	2.85	16.19	6.97	21.85	1.79
MASTER PLAN 2021	-	2.33	9.47	2.85	16.19	6.97	21.85	1.79
DUDA (2005)							-	6.7
OXFAM (2005)							-	10.18
SUDA,UNCHS (2000)							21.85	11

(Source: CDP, Lucknow)

2.3 Policies and Programmes in India

Polices are made to check the growth of slums in a city and various slum redevelopment programmers aims to improve the living conditions of slum dwellers by providing them with basic infrastructure and proper shelter. They also aim to maintain balance among the capable and incapable by proper administration of recourses among all.

In India there are broadly three different kinds of programmes dealing with Housing and Infrastructure Provision for urban poor, which are-

- Land tenure regularization programmes. (Tenancy reform Law)- The programme aims to provide the slum dwellers a permanent and legal place to live. It aims to provide them with the Occupancy Rights.

- Basic Services provision programmes. (BSUP)- The programme aims to provide basic infrastructure like drinking water, sanitation, electricity, sewerage, streets, clinics, schools etc. to the slum dwellers. It aims to improve the overall quality of life by providing them Hygienic and Healthy environment to live.
- Housing Construction Programmes.(RAY)- The programme aims to provide the housing demand of these people. It develops various schemes to construct low cost houses for slum dwellers.

The approach towards slums has changed in years. Initially schemes were launched to uproot slums from city, but over the years government realized the need of this sector. Slum dwellers played an important role in supporting the household work of the families; they took up most of the lower class jobs without which a city couldn't function. So, their potential was credited by the government and from uprooting them, it launched schemes to support and upgrade them. After independence various schemes are launched for poverty alleviation and slum upgradation. These schemes are part of Five year plans and they have their target to be completed in stipulated period.

But failure of policies leads to formation of slums. Policies in India lack the ground level verification, which creates problems in their implementation. Failure of policies can be understood as-

- Failure of ownership based policy. There is a lack of tenure based policies in India, so the slum dwellers cannot enjoy the occupancy rights and always fear eviction. This finally results in degradation of their quality of life.

- Lack of policies compelling private players to supply housing to poor. Even in the large townships only 15% of the total housing has to be of EWS category which is very less as compared to other categories. Even this 15% goes in wrong hands instead of deserving people
- Unaffordable housing market scenario due to lack of policies to check real estate market. Due to increase in the income of HIG and MIG-a there is an overwhelming response in investments of real estate. Due to this the land prices have grown up tremendously, and now are far beyond the reach of many. Hence the balance in income and expenditure is lost.

2.3.1 Programmes for the poor in Five year Plans

The Five Year Plans have incorporated many policies and schemes for poverty alleviation and slum up gradation in India right from first five year plan in 1951 to Twelfth five year plan in 2012. Initially the slum clearance was started which was transformed to providing of amenities & redevelopment by twelfth five year plan by integrating urban poor in economic activities. Initiatives in various five year plans are listed below:-

1st-1951-56

Emphasis was given to build various institutions for working on the development of urban poor Construction of houses for the weaker section.

2nd -1956-61

Town and Country Planning Legislations were enacted in many states and necessary organizations were also set up for the preparation of Master Plans for major towns and cities of the country. New schemes were introduced, namely Rural Housing, Low Income Group Housing, Slum Clearance and Sweepers Housing

3rd -1961-66

The State Housing Schemes, Land Acquisition and Development and Town Planning schemes were added. A slum clearance and Improvement scheme was introduced in 1959 to clear some of the worst slums in big cities.

4th -1969-74

Shift from formal housing to site and services Programs. Housing and Urban Development Corporation (HUDCO) was established to fund the remunerative housing and urban development programs. A scheme for Environmental Improvement for Urban Slums (EIUS) was undertaken in the central sector from 1972-73 to provide a minimum level of services, like, water supply, sewerage, drainage, etc.

5th -1974-79

National level programs such as the Minimum Needs Program (MNP), public procurement and distribution of essential goods were introduced. The Urban Land (Ceiling and Regulation) Act was enacted to make available urban land for construction of houses for the MIG & LIG.

6th -1980-85

Integrated Provision of services along with shelter particularly for the poor, provision of site and services instead of direct subsidy to EWS. Emphasis on setting up new industries and commercial and professional establishments

7th -1985-90

A responsibility of housing construction was given to private sector. Urban Poverty Alleviation Scheme known as Urban Basic Services for the Poor (UBSP) was launched. The Global Shelter Strategy (GSS), National Housing Policy (NHP) was followed up. Indira Awaas Yojana (IAY) was launched in May 1985.

8th -1992-96

National Housing Policy (NHP) was launched. Schemes for NRI investors in housing were launched. Urban Poverty and Alleviation Program of Nehru Rojgar Yojana (NRY) was launched.

Page : 71

9th -1997-2002

Direct investment by govt. in housing for lower segment. 2 Million Housing Program was launched. The Repealing of Urban Land Ceiling act and the Amendment in the Rent Control Act were enacted. Swarna Jayanti Shahari Rozgar Yojana (SJSRY) was launched.

10th -2002-07

Encouraging the development of new integrated township through FDI/Private Entrepreneurship VAMBAY launched. The shelter up gradation components of both NRY and PMIUPEP has been merged with the National Slum Development Program. (NSDP). JNNURM was launched

11th -2007-12

BSUP & IHSDP came under JNNURM Housing and Habitat policy 2007. Emphasis on Rapid and inclusive growth.(Poverty reduction)

12th -2012-17

Rajiv Awas Yojana (RAY) launched. Focus on Faster, sustainable and more inclusive growth. "Housing for All by 2022" programme launched on 17th June, 2015, which aims at rehabilitation of slum-dwellers and promotion of affordable housing for the urban poor. The target is to provide nearly 20 million houses over seven years.
(Source: Ministry of Urban Development)

2.3.2 Impact of these Programmes

These programmes aimed to improve the living condition of slum dwellers by providing them with the basic infrastructure of shelter, road, drinking water, schools, dispensary etc. The idea was to make these unrecognized people, a part of society by integrating them with the growing city. Their contribution to the economy was important so, schemes were launched to provide them jobs. Few schemes even aimed at providing free housing to these people.

But even after all the initiatives the population of slums is increasing in India which reflects the efficiency of the programmes. Previous schemes of the government have not been successful in addressing the housing deficit. They have failed to achieve their goal in the stipulated period. The table showing the work of various schemes is shown below which clearly reflects the condition of these schemes.

Status of housing scheme	BSUP	IHSDP	RAY	AHP
Houses sanctioned	916196	525991	120912	20472
Houses completed	542104	273682	1154	3416
Houses occupied	384367	207394	0	965
Houses under construction	230516	153026	16064	3352

(Source: Ministry of Housing and Urban Poverty Alleviation)
Table: Report of various Schemes in India

Basic Services for Urban Poor(BSUP) and Integrated Housing and Slum Development Programme (IHDSP)were part of the Jawaharlal Nehru National Urban Renewal Mission (JNNURM). Affordable Housing in Partnership (AHP) was being implemented under the Rajiv Awas Yojana (RAY) by the Ministry of Housing and Urban Poverty Alleviation. Even till March 2015, 7731 houses out of the total sanctioned number of 1.9 lakh were completed under RAY/AHP.

From the above discussion it can be observed that:-

1. Rate of Supply against the demand is very poor.
2. Beneficiary identification is a problem which causes delay in occupancy of these houses.
3. There is a lack of coordination between several bodies responsible for the functioning of the programme as the programme is centrally sponsored but the work of beneficiary identification lies in the hands Local authorities (municipal corporations or development authorities). In the same way developer is responsible for the construction work. Lack for coordinated governance is also leads to delay in periodic fund release.
4. Time lag increases the cost of construction, hence the budget is disturbed.

According to the analysis of National Commission of Urbanization on the impact of the various programs, it concluded that most of the schemes were unable to fulfill their target in the stipulated period. The fund released for these programmes were not used as per the structure of the scheme.

After analyzing the above facts it can be concluded that:-
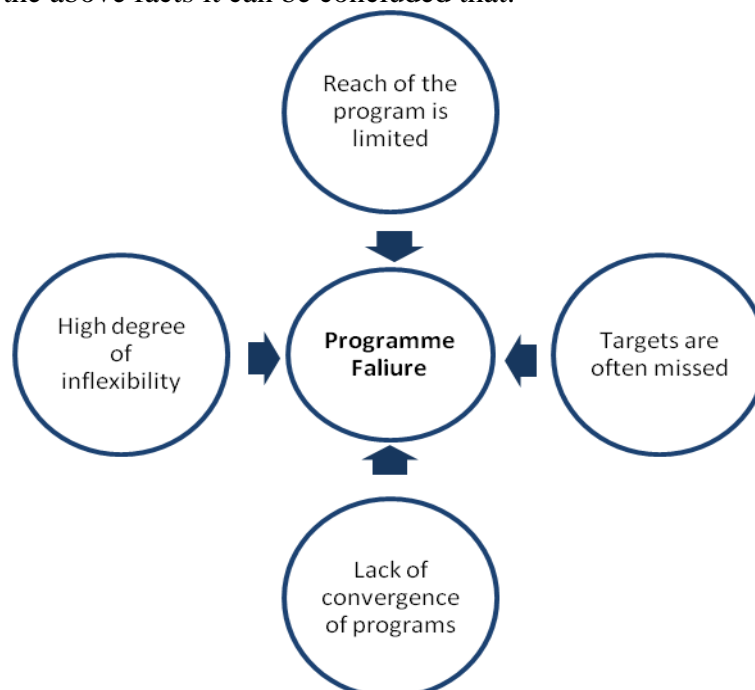
The impact of these programs and strategies on the incidence of poverty is not satisfactory. They are not directional in terms of achieving their goals. Due to the involvement of different

bodies, the loop- holes in the schemes increases providing opportunity of corruption. Also the gap between the goal and work delivery increases at each time when it passes through different level of governance.

Overall the pace of work of these schemes is not upto the demand so the government needs to think of a integrated system to get better results.

Other administrative and governance reasons for programs not reaching the poor are :-
1. Lack of proper publicity and advertisement
2. Poor implementation of the guidelines of respected schemes.
3. Political interference
4. Lack of Manpower and restricted resources with the Local Government

It can also be inferred from the discussion above that only a few programs are meant for the urban poor and that most of them are focus on the shelter sector. The programmes which are meant to provide shelter requires huge capital investment, which is dependent on real estate business of a particular city. Moreover there is no government body to monitor the progress of work under these schemes which is one of the major reasons of inefficiency of the programmes.
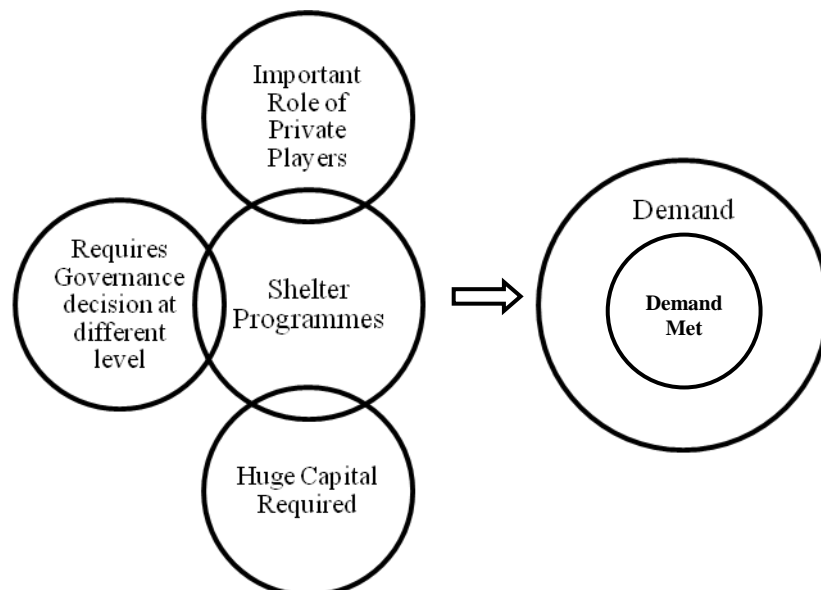

Fig 1: Shelter Programmes in India

3.1 Redevelopment of Slums

"The process of redevelopment of slum areas by providing dwelling space and other basic civic and infrastructural services to the slum dwellers, on the existing land on which the slum is based." (Ministry of Housing and Urban Poverty Alleviation- MoHUPA).

Slum redevelopment aims at up gradation of living standard of slum dwellers in both social and physical parameters. It also targets to provide a sense of security to the dwellers by providing them occupancy rights.
 Slum redevelopment option will depend on-

Page : 74

- The size of plot
- Number of dwelling units to be built.
- Real Estate market of the city
- Plot Rates

Slum redevelopment is one of the major solutions being discussed in India today – slum upgrading, market provision of housing for lower income groups, and mixed models that recommend the development of a mix of rental and ownership housing by both the private and public sectors is stated under redevelopment of slums.

Thumb rule of slum is to create balance for all the participating bodies and manage benefits for all. It provides a platform for the government agencies to work in a much integrated manner with Private developers. Moreover it emphasizes on including the interest of slum occupants by providing ground for public participation in decision making. It aims to overcome the housing shortfall in urban areas and provide shelter to all. The main actors in this process are the private developers who bid for redevelopment rights, the local or state government and/or the relevant rehabilitation authority. Involvement of private players in the process of redevelopment not only improves the quality of work but also helps to complete the work in time.

Other than these redevelopment benefits in the following ways:-

1. It provides defined ownership & property rights to the slum dwellers, hence removing the fear of eviction from the mind of slum dwellers.
2. In the process of settling slum dwellers in a planned area government can also generate Revenue in the form of Taxes for ULB .
3. It provides benefits to the private developer in form of extra FSI / TDR. This gives boosts to PPP model of redevelopment which indeed gives better results.
4. It provides better quality Pucca houses to the slum dwellers in place of kachha houses or dilapidated houses in which they live.
5. It provides clean and hygienic place to live improving their living environment.
6. Due to the poor living condition slum dwellers often fear to get diseases but the definite and clean environment brings big improvement in their health condition.
7. Social problems like low lifestyle, woman and child harassment are the major problems associated with the slums. Redevelopment not only upgrades the social values of the people but also safeguards the interest of weaker section of society.

3.2 Slum Redevelopment Models

Slum redevelopment schemes (SRS) have been carried out under a number of different 'models' over the years. This section examines three of these –

1. The public private partnership model (or "Mumbai model" for its famous proposed use in Dharavi)
2. The slum network partnership model used in Ahmadabad
3. Community-managed eviction and resettlement model that was followed in rehabilitating families affected by Mumbai's Railways improvement project.
4. Upgrading models elsewhere

(i) Public Private Partnership Model - "Mumbai" model

Under this model, which has been proposed for use in Dharavi, Golibar and elsewhere in the island city, land is handed over to a developer, who in turn receives additional FSI to build both market rate housing for sale and rehabilitation housing for slum dwellers. The rationale is that the sale of market rate units will cross-subsidize slum rehabilitation units on the same plot. Slum dwellers typically get these units with full ownership rights although it is conceivable that other tenure arrangements and resale rights might be negotiated.

(ii) In Situ Slum Upgrading Model – The Slum Network Partnership Model (Ahmadabad)

The Slum Networking Project (SNP) – an upgrading program that has received accolades for its work in Ahmadabad, showcases the "network partnership model". SNP was unique in that it created a partnership between local government, NGOs, private industry and the slum communities themselves to design, finance and implement slum upgrading projects.

As part of the 2006-2012 City Development Plan for Ahmadabad, it was noted that 32.4 percent of the city's population still lived in slums (as cited in Marshall, 2010). The SNP decided that to improve the conditions of slum dwellers, it was crucial to improve their linkages with citywide infrastructure and services. The main objectives of the program were to improve the physical and non-physical infrastructure facilities within selected slum areas; to facilitate the process of community development; and to develop a city-level organization for slum networking and infrastructure improvement.

(iii) Community-Managed Eviction and Resettlement - Society for the Promotion of Area Resource Centers (SPARC) in Mumbai- This constituted a participatory, decentralized, multi-stakeholder approach to eviction and resettlement that preserved the right to housing for slum dwellers and created a sustainable relocated community.

This resettlement project was unique in that as it did not cause economic hardship to those resettled ,

it was voluntary and involved no external force in implementation and it involved the evicted households in the resettlement design, planning and implementation.

(iv)Upgrading models elsewhere- Some of the Innovative and successful models are studied which have somewhat same conditions like India - Baan Mankong project in Thailand and the Orangi pilot project in Pakistan. The advantages of these projects are analyzed and programmes are made to implement in India.

4.0. CONCLUSION

From the above discussion we can infer that the government requires to have a integrated management system for any scheme, so that in can work in a directional way to achieve its goal. Problems at different level of Governance can be solved by constituting a body which will only monitor the growth of programme from time to time. Time bound claws should be signed by the developer to complete the work on time which if violated will impose penalty on him.

With public participating in decision making, policies inviting private players to invest in infrastructure and pollution free environment, we can have develop better living conditions for the slum dwellers. Providing slum dwellers with shelter and basic infrastructure will

create the balance among the society and will be an important step towards sustainable growth of cities.

Choice of redevelopment model affects the efficiency of Schemes and decides the number of participating bodies. Understanding the concept of various models helps us to choose the best suited solution to the problem of slums and frame the policies accordingly.
The choice of model depends on -

- **Physical characteristics of the area-** Location, Vicinity and other geographical feature of the area determines the land value which is one of the major component of any redevelopment model.
- **Social status of the Slum dwellers-** Quality of life, Living standard and their Ethnicity play major role in framing the policy guidelines. The pace of their upgradation depends on these parameters.
- **Occupational structure of the Slum dwellers-** Occupation defines the Affordability on the basis of which commodity are designed. Marketing of these commodities depends on the buying capacity of the beneficiaries.
- **Infrastructure availability in the concerned area and in its surroundings-** The budget and other estimates are prepared as per the requirements of the area. So it is important to carefully examine the infrastructure available like Water lines, Electricity, Roads etc.
- **Real Estate Market of the City-** Real Estate market states the condition of investors and amount of investment which can be drawn. Investors are more likely to invest if the real estate business is on rise. A good compensation in terms of extra FSI and Ground coverage can attract more investors in the project.

So, careful examination of situation of slums and wise choice of redevelopment model can improve the living condition of these under privileged part of our society. A integrated system clearly stating the roles of each bodies involved is required to increase the efficiency of the schemes. Moreover at society level people need to realize the importance of slum dwellers help them to grow and develop gradually in a united manner.

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