

Chapter – 6 : Urban Poor and Slum



CHAPTER - 6 URBAN POOR AND SLUM

6.1 INTRODUCTION

Urban Poverty and Slums are the most critical problems of urban development today. In Delhi too, they are a serious issue. The various dimensions of poverty and slums have been discussed in detail in this chapter. This chapter has been divided into three sections. The first section discusses the poverty profile of the city, the characteristics of the poor population and poverty alleviation programmes. The profile of slums / JJ Clusters, with respect to their location, distribution, growth, infrastructure status and requirements, processes of slum development in the city and the slum development programmes by the Slum Department of the MCD and DDA, is discussed in the second section. The last section summarizes the issues related to poverty and slums.

6.2 POVERTY PROFILE OF DELHI

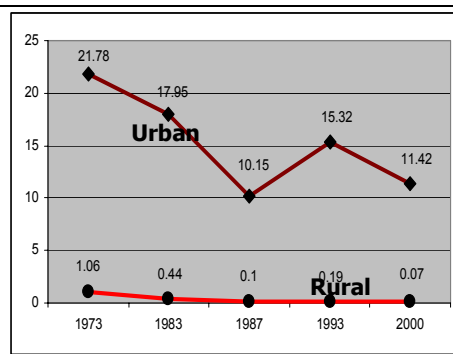


The Planning Commission estimates the proportion and number of poor based on the projection of minimum needs and effective consumption. Such a projection is based on the norm of 2100 calorie per capita per day consumption for an urban area. The calorie norms are invariably expressed in monetary terms that change with respect to weighted commodity indices of the consumer price index. The percentage of people below poverty line (BPL) stood at 49.61% for Delhi in 1973-74. The

figure has been declining steadily to 26.22% in 1983; 16.4% in 1991 and 14.69% in 1993-94. The percentage of people below poverty line declined to 10.02% in 2001. Table 6.1 presents the zone wise BPL population.

Table 6.1: Below Poverty Line Population (2005)

Year	Rural BPL Population (in Lakh)	% age to Total	Urban BPL Population	%age to Total
1973	1.06	24.44	21.78	52.23
1983	0.44	7.66	17.95	27.89
1987	0.10	1.29	10.15	13.56
1993	0.19	1.19	15.32	16.03
2000	0.07	0.40	11.42	9.42



Source: Economic Survey Report, Government of Delhi, Delhi

6.3 SOCIO-ECONOMIC PROFILE OF POOR

The socio-economic profile of the segment of population categorized as poor is of strategic importance for both planning purposes, and for managing the habitat and its environmental upgradation and improvement. However, comprehensive data is not available for the whole of Delhi, although generalizations can be made on the following parameters based on data available from the few available surveys and studies. It is important to keep in perspective however that inhabitants of LIG / EWS areas are not a homogenous segment.

- (a) **Income and Expenditure:** The average total monthly income per household ranges from Rs. 1500-2500 among the poor. The expenditure of these families is around 5-10% more than their incomes. The per capita monthly income and expenditure is Rs. 245 & Rs. 423 respectively. Poor households, therefore, are increasingly dependent upon loans from the local moneylenders. The monthly income of around 25-30% households is above Rs 1500 and around 45-50% households is below Rs 1000.
- (b) **Access to Housing:** Housing is a basic need of the poor. Most of the poor do not have access to secure land tenure. 85% of the poor are squatters, and are vulnerable to frequent eviction. 6% of the poor live in rented accommodation and have to pay a substantial portion of their income for rent. Most importantly, such rental quarters do not have even basic infrastructure facilities. The quality of life led by these people is extremely poor.
- (c) **Occupation Profile of Poor:** 41% of these families work as casual labourers, as most of them are unskilled. However, one-third of the poor also work in the service sector and only 20-25 % is self-employed. Therefore, nearly 52% of the poor households do not have access to a dependable occupation and secure incomes.
- (d) **Migration Status and Poor:** Migration characteristics have also been included as most of the poor are migrants from rural areas, who come to the city in search of employment. In Delhi, 38% of the total poor have migrated to the city for employment purposes.
- (e) **Access to Infrastructure:** The infrastructure facilities that have been covered are water and sources of energy for the urban poor. A majority of the poor families (47%) have access to water from community sources. 16% of the families do not have any definite source of water. With respect to source of light, nearly 30% of the families depend on kerosene lamps.
- (f) **Pavement Dwellers:** Around 1 Lakh homeless people constitute another component of the poor in Delhi. They are mostly found in the Walled City or its surrounding areas and generally sleep on the pavements. There are around 10 night shelters located at Azadpur, Subzi Mandi, Paharganj, Jhandewalan, Red Fort, Old Delhi Railway Station, Azad Market and Roshanara road. The night shelters operated by MCD provide accommodation to only male dwellers.

6.4 POVERTY ALLEVIATION PROGRAMMES

Swaranajyanti Saw Rozgar Yojana (SJSRY) is the main poverty alleviation programme of the government, which was launched in 1997 after merging the NRY (Nehru Rozgar Yojna), PMIUPEP and Urban Basic Services Programme (UBSP). The programme aims not only at economic emancipation of people living below the poverty line but also an improvement in their living environment. The details of the programme are being given in Box 1.

Box 1: Salient Features of SJSRY

The programme seeks to provide gainful employment to the urban unemployed and underemployed poor, through encouraging the setting up of self - employment ventures or provision of wage employment. It relies on creation of suitable community structures and delivery of inputs through urban local bodies. It is funded on a 75:25 basis between the centre and the state. It consists of two special components of:

- Urban Self-Employment Programme (USEP): It has 3 components of self-employment: setting up of micro-enterprise; setting up of group micro- enterprise under Development of Women and Children in Urban Areas (DWCUA) and training for skills up-gradation of beneficiaries.
- Urban Wage-Employment Programme (UWEP): The programme aims to provide wage employment by utilizing labour to construct socially and economically useful public assets.
- Special emphasis is given on formation of Community based structures like CDS, NHGs and NCs.

6.5 SHELTER OPTIONS

The poor typically inhabit unplanned or semi-planned developments. In Delhi these are classified as (a) Notified Slums in Old Walled City area; (b) Resettlement Colonies; (c) Relocated JJ Clusters and (d) JJ Clusters or Squatter settlements. The section below describes the characteristics of these areas.

6.5.1 Old Walled City Area

In Delhi, areas designated or notified as slums under the act are generally located in the Walled City and its adjoining environs. There are 319 katras in the Walled City area with about 3,000 buildings or properties. Out of these, 365 properties have been identified as dangerous and therefore require resettlement of inhabitants. In addition, there are 400 properties, which are with the Evacuee Property Cell of Land and Building Department of Delhi Government.

6.6 SQUATTER SETTLEMENTS / JJ CLUSTERS

The squatter settlements are encroachments on mainly public land. As such these are illegal clusters (JJs) and are devoid of any legal entitlements. However, efforts have been made by the government to extend basic social and environmental services to them (Refer Box 2)

Box 2: Urban Poor and Type of Shelter

The category of the urban poor mainly comprises of the inhabitants in JJ clusters / squatter settlements. These inhabitants are service providers, which includes domestic help, hawkers and vendors, low paid workers in the industrial, commercial and trade / business sectors etc.

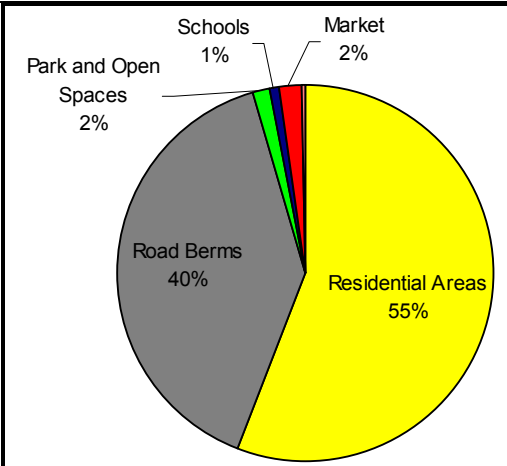
The socio-economic constraints on access to income pose constraints to food and other basic necessities including shelter. As a result, they are constrained to live in the worst kind of settlements. Substandard housing is not only the consequence of poverty but also policy and financial constraints imposed on the government departments and agencies to provide adequate services for the poor. However, the type of housing they are constrained to choose is largely the consequence of poverty.

6.6.1 Location and Distribution of JJ Clusters

JJ clusters are scattered all over the city. Generally they are situated on the vacant land along railway lines, roads, drains and river embankments and also vacant spaces near residential, industrial and commercial complexes. Around 55 per cent of squatters are near the residential areas and 40% along the road berms (Table 2).

Table 6.2: Status of JJ Clusters in Delhi

Areas with Encroachment	Number of Squatters	% age to Total
Residential Areas	34100	55.86
Road Berms	24184	39.62
Park and Open Spaces	966	1.58
Schools	500	0.82
Market	1093	1.79
Railway Station	200	0.33
TOTAL	61043	100.00

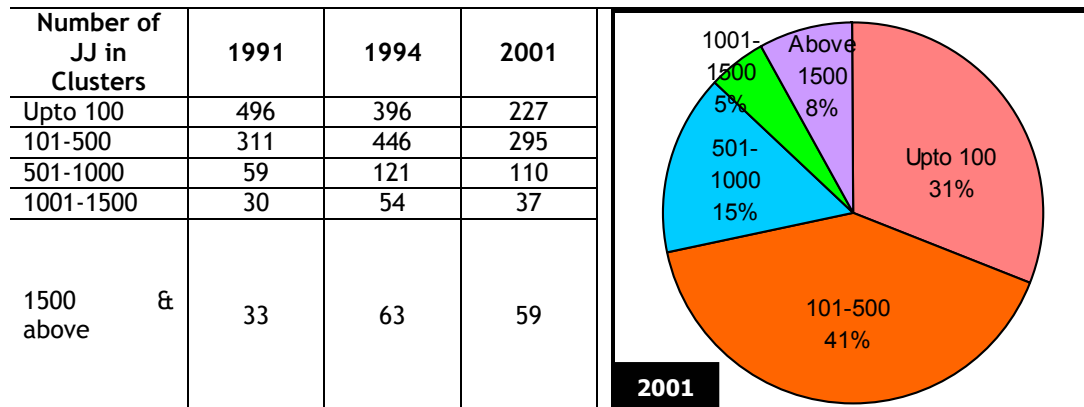


Source: Sabir Ali, Environment Scenario of Delhi Slums, Centre for Social Development Studies, 1998

It is clear from Table 6.3 that around 70% of clusters have less than 500 JJ's. This percentage has remained constant from 1991-2001. The sharp decline in the number of JJ clusters (1994-2001) is attributed to large scale relocation of JJs since 1999.



Table 6.3: Size Wise Distribution of JJ Clusters



Source: (i) Slum Department, Municipal Corporation of Delhi, Delhi; (ii) Status Report for Delhi-21, Delhi Urban Environment and Infrastructure Improvement Project (DUEIIP), January 2001

Some of the major areas with concentrations of slums in various pockets of Delhi are presented in Figure 6.2 and Box 3.

Box 3: Areas with Concentration of JJ Clusters

The spread of JJ clusters ranges from a plot of 0.4 acres with 8 JJs to JJs as large as 50 acres with 10,000 households & 45000 population. The average number of JJ per acre comes to 200 with 193 being the lowest (Nazafgarh area) and 206 the highest (Gole Market and Kalkaji areas). The average area of JJ is 20m². Some of the major area with such concentrations are given below

A) HIGH CONCENTRATION:

- Minto Road/Gole Market/Matia Mahal (129 clusters, 43388 JJs, 215.08 acres)-NDMC Area
- Badarpur/Tulaqabad/Saket (79 clusters, 64187 JJs, 79 acres)-MCD Area
- Moti Nagar/ Patel Nagar/Rajendra Nagar (72 clusters, 35,427 JJs, 175.45 acres)-MCD Area
- Jahangirpuri/Adarsh Nagar/Model Town/Wazirpur (117 clusters, 71538 JJs, 356 acres) -MCD Area
- Badli/Shahbad-Daulatpur (21 clusters, 27,551 JJs, 137.70 acres) -MCD Area

B) MEDIUM CONCENTRATION:

- Delhi Cantonment/Janakpuri/Tilak Marg (17 clusters, 18,982 JJs, 95.03 acres) -MCD Area
- Bishwas Nagar/ Shahdara/Babarpur (44 clusters, 18915 JJs, 88.91 acres)-MCD Area
- Hauzkhas/RK Puram (52 clusters, 14110 JJs, 70.22 acres)-NDMC Area

C) LOW CONCENTRATION:

- Nazargarh/Nasirpur/Palam (11 clusters, 363 JJs, 1.83 acres)-MCD Area
- Sarojini Nagar/Kalkaji/Malaviya Nagar/Ambekar Nagar/ Kasturba Marg (45 clusters, 11,802 JJs, 68.42 acres)-NDMC Area

6.6.2 Growth of Squatter Settlements

The squatter settlements or jhuggi jhopari clusters (JJC) assume strategic importance as far as issues of unorganized settlements are concerned. As mentioned in Table 6.4 , in 1951 Delhi had 12749 *jhuggi jhopris* (JJs) scattered over 199 clusters. By 1973 the number of JJs had reached 98483 spread over 1373 clusters. The resettlement scheme pursued in 1962-77, with a

concentrated effort in 1975-77 resulted in the resettlement of 2.4 lakh JJs in different parts of Delhi. In 1977 only 20000 JJ households remained to be relocated. But, in 1983 the number of squatter households had gone upto 1.13 lakhs. In 2001 the JJ clusters had declined to (729 from 1080 in 1994) due to relocation of around 300 clusters from Gautampuri, Kingsway Camp, Ashok Vihar, AIIMS and Hauz Khas etc.

Table 6.4: Status of JJ Clusters in Delhi

YEAR	JJ CLUSTERS	JHUGGI HHS	AREA IN HA	POPULATION
1951	199	12749	21.1	63745
1973	1373	98483	164.1	492415
1983	534	113000	188.3	565000
1990	929	259000	431.7	1295000
1997	1100	600000	902.1	3000000
2001	728	429662	650.2	2148310

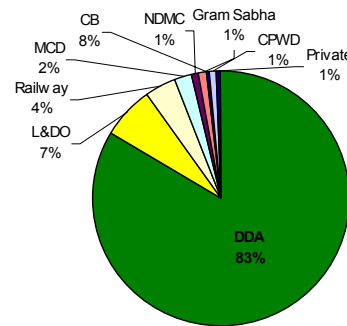
Source: Slum Department, Municipal Corporation of Delhi, Delhi

6.6.3 Land Owning Agencies and JJ Clusters

The land owning agencies in whose area the JJ clusters are situated are given in Table 6.5. Eighty Three percent of DDA land is squatted on by 600 JJ clusters (refer Annex-6.1).

Table 6.5: Land Owning Agencies and JJ Clusters

LO AGENCY	Number of Jhuggies		Population 1994	Area in Acres
	1990	1994		
DDA	280988	349705	1856683	1865.93
L&DO	21530	29415	132327	149.86
Railway	12161	17346	78929	84.34
MCD	8428	11052	52045	47.29
NDMC	3226	4487	20182	22.52
Gram Sabha	4132	4360	19619	21.31
Cantonment Board	1570	1700	7064	7.86
CPWD	3040	4316	19421	16.84
Private	2454	2885	12980	14.45
TOTAL	337529	425266	2199250	2230.4



Source: Status Report for Delhi-21, Delhi Urban Environment and Infrastructure Improvement Project (DUEIIP), January 2001

6.6.4 Access to Infrastructure in Slums/JJ Clusters

Water and sanitation facilities in these unorganized colonies, particularly JJ clusters, is poor. Only 21 % of colonies are covered with piped water supply and 10% are covered by sanitation. Table 6.6 presents a satisfactory level of infrastructure availability in unplanned settlements, but these facilities are non- functional in around 75-80% of the settlements. The average population served by one PSP ranges from 250-300 against the standard of 150. Moreover, average waiting time at PSP is 20-30 minutes. Around 85-90% of JJ clusters did not have even community toilets, forcing habitants to defecate in the open near the water bodies or drainage channels.

Table 6.6: Water and Sanitation Status in the Unplanned Settlements (2004)

Service Provision in Unplanned Settlement	Piped Water Supply		Sewer Facility	
	Number	% of Colonies	Number	% of Colonies
Regularized Unauthorized colonies	557	98.2	458	80.7
Resettlement Colonies	44	100.0	44	100.0
JJ Clusters	158	21.7	72	9.8

Source: Slum Department, Municipal Corporation of Delhi, Delhi

6.7 RESETTLEMENT COLONIES

Under the schemes for resettlement of JJ clusters 47 resettlement colonies were developed during 1961-77. Around 2.0 Lakh plots were developed accommodating about 2.4 lakh households. These resettlement colonies have degenerated due to intense population pressures and unorganized development. Therefore investment towards up gradation of physical infrastructure has to be made for improving civic life. Annex 6.2 gives detailed list of resettlement colonies in City.

6.7.1 Location of Resettlement Colonies

The spatial distribution of these colonies indicates that they are proliferating mainly in the south-east, north east, north-west, south-west and central parts of the NCT of Delhi. There are five colonies in South-East, eight in North-East, 15 in North West, Seven in South West and 12 in central Delhi.

6.8 RELOCATION SITES

There are around 11 relocation sites such as Bawana, Holambi Kalan, Papan kalan, Rohini, Narela, Savdar Ghevada etc. The most recent relocation has been made to three principal sites. These are Dwarka (known also as Papan Kalan), Rohini, Narela and Savdar Ghevada. The main pockets from where JJ Cluster were relocated are Central, South and East Delhi areas. Thus, during 1999-2000, 3741 squatter households from the JJ clusters at CGO complex, Chanakyapuri, Kotla Mubarakpur, Andrews Ganj, Sadiq Nagar, Mahki Sarai, Shahdara were moved to Narela and Rohini. 27.4 acres of land has been allotted at Molar Bund for shifting of the JJ cluster at Gautam Nagar behind AIIMS. In 1997-98, DDA allocated 32 acres of land in Tehkhand village for relocation of squatter families.

These relocation / resettlement sites offer no security of tenure to habitants who begin a new life without security, basic services, schools and other basic amenities. (Refer Figure 6.2 & 6.2 (a))

Box 4: Experience of Relocation

One of the problems with regard to the strategy of relocation is that of allottees transferring the plots for payment and then squatting elsewhere. According to recent estimates by DDA, more than 50 per cent of the allottees have sold their plots which are now occupied by unauthorized persons. The sample survey in Kalkaji and Dakshinpuri resettlement colony (out of 6238 units only 2350 were original allottees) reveals that around 50% occupants were not original allottees. The transfer of properties has been attributed to the fact that relocation sites planned were 40km away from the existing location of JJ clusters.

At Bhalswa resettlement site, communities were relocated in November 2000. They started the process of constructing their homes on land allotted to them without any tenure document. Without adequate documented tenure, the residents cannot obtain loans from financial institutions. Additionally, unscrupulous property dealers offer loans to residents and then coerce them to leave under duress.

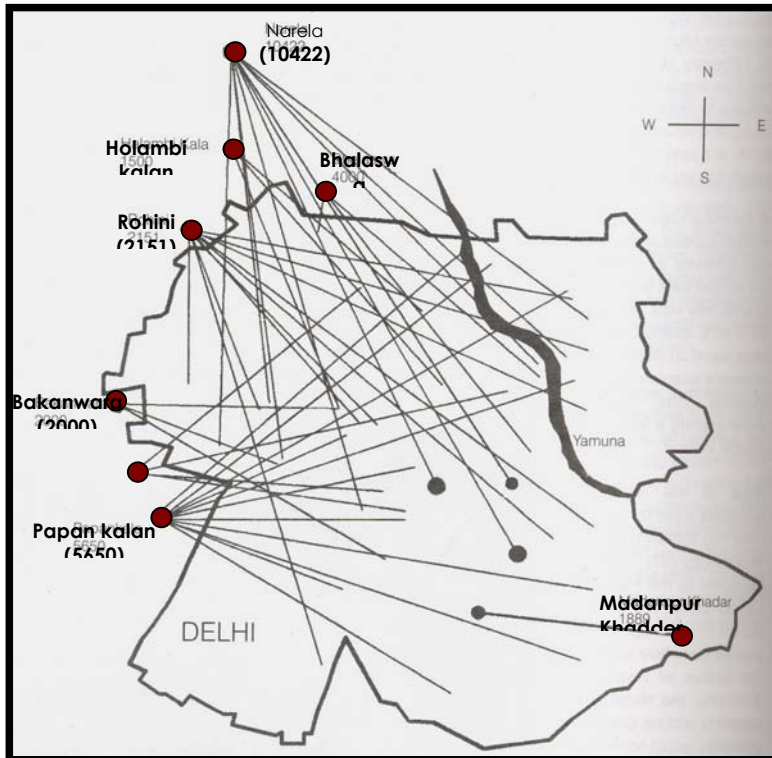


Figure 6.2: Relocation Sites and Relocated JJ Clusters

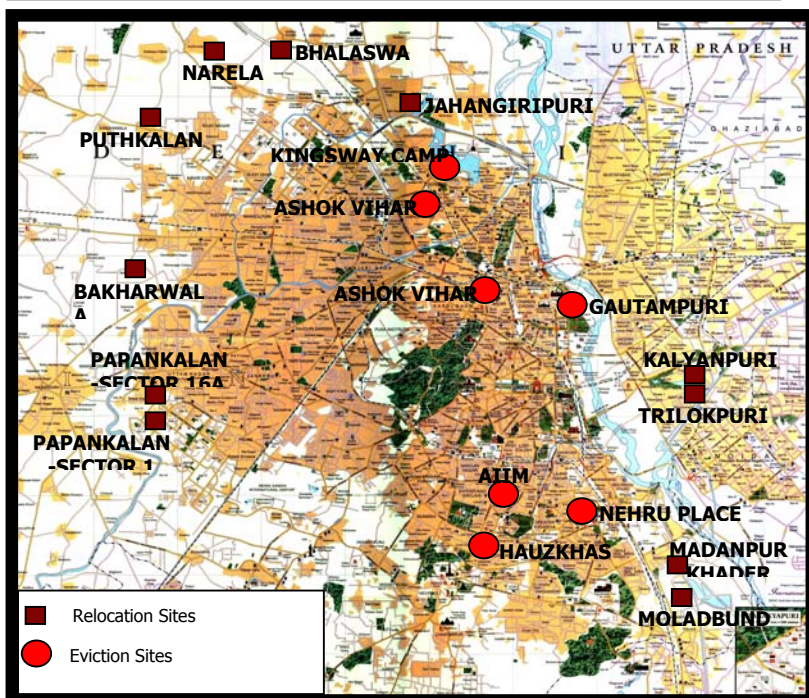


Figure 6.2(a): Relocation Sites and Recent Eviction Sites

6.9 SLUM DEVELOPMENT POLICES & STRATEGIES

The approach of the government towards areas notified as Slums under the Slum areas Act 1956¹ has been three pronged (i) **Clearance/Relocation;** (ii) **In-situ upgradation;** and (iii) **Environmental Improvement Schemes.** Clearance / relocation has been the mainstay of the policy towards the squatters and JJ clusters. The program of squatter clearance was discontinued at the end of the sixth plan (1980-85). The clearance program has been initiated again in 2005.

The general policy adopted by the government has been two fold (i) No new encroachment shall be permitted on public land and (ii) Past encroachments viz. those in existence up to 1990 would not be removed without providing alternatives.

6.9.1 Walled City Slum (Katra) Clearance and Improvement

There are 319 katras in the walled city area with about 3000 buildings or properties. Out of these, 365 properties have been identified as dangerous and therefore require resettlement of the inhabitants. In addition, there are 400 properties, which are with the evacuee property cell of Land and Building Department, Delhi Government. At present two schemes are being implemented by the slum wing for the improvement of the wall city. These are (i) structural improvement of Katras; (ii) relocation of Katra Dwellers. The salient features of these programmes are presented below.

NAME OF PROGRAMME	SALIENT FEATURES	ACHIEVEMENT
Katra Structural Improvement	Structural improvement are made only to those katra properties where: (i) Cost of structural repairs does not exceed Rs 1000 per m ² and habitable space after structure improvement should not fall below 3m ² per inhabitant. (ii) Per capita space is more than 3m ² but cost of repair exceeds Rs 1000 per m ² , the occupants are either evacuated or conferred ownership rights to enable them to make improvements either by themselves or by forming a co-operative society.	About Rs 2 crore per year is being utilized from Plan funds for repair of these Katras by the slum wing and the transferring the ownership right to the residing households for maintenance.
Katra Clearance	Katra properties that do not fall under the parameter of structural improvement are to be cleared.	In 9 th five year plan, the relocation scheme contains two components. These are construction of 261 flats at Ajmeri Gate, where katra properties were cleared, and construction of 900 incremental type houses in various parts of Delhi.
Environment Improvement	Environment improvement is undertaken under urban basic	Upto 1989, 14.50 lakh slum dwellers had benefited under

¹ The Old city areas and unauthorized colonies are notified as slum under the provision of Slum Area Act 1956. The provisions of the act are not applied to the squatters or JJ clusters.

NAME OF PROGRAMME	SALIENT FEATURES	ACHIEVEMENT
in Katras	services programme (UBS). This programme includes the provision of water supply, sewers, storm water drains, jan suvidha complexes, widening and paving of existing lanes, dalaos/dustbins, community facilities etc.	the programme. The facilities provided are: 78 Multi-purpose centres; 3 open air theatres; 10 physical training centres; 8 social welfare centres; 677 water taps/handpumps; 642 WC seats; 20550 metres sewerline; 122077 metre storm water drains; 5397 street light; 5 lakh square metre roads; 122 parks for children

6.9.2 JJ Clusters and Squatter Settlements

Three pronged strategy has been adopted by Government of Delhi² for dealing with the problems of JJ Clusters. These strategies are (i) Relocation of Jhuggie Households; (ii) In-situ Up gradation of JJ Clusters; and (iii) Extension of minimum basic civic amenities for community use under EIUS schemes in JJ clusters. The salient features and achievement of these schemes and programmes are presented below:

NAME OF PROGRAMME	SALIENT FEATURES	ACHIEVEMENT
Relocation & Resettlement	Under this Strategy, relocation has to be carried out for only those clusters that are required by the land owning agency for projects of larger public interest. The cost of resettlement due to the land owning agency amounts to Rs 29,000 per household. The beneficiary ³ is expected to contribute Rs 7000 and the Slum department has to provide a grant of Rs 10,000 towards the cost of sites and services for the purpose of resettlement.	During 1990-99, about 13000 JJ households have been relocated. During 1999-00, about 3741 squatter households from JJ clusters at CGO complex, Chanakyapuri, Kotla Mubarakpur, Andrews Ganj, Sadiq Nagar, Mahki Sarai, Shahdara were moved to Narela and Rohini.
In-situ Upgradation of JJ Clusters ⁴	The scheme involves re-planning of the existing JJ dwelling units in modified layouts by redistributing the encroached land pockets. The JJ households are given plots of 10 to 12.5 m ² in modified layouts. The beneficiary constructs the shelter under a self help approach with technical extension services from MCD and Slum & JJ department	In-Situ up-gradation has been undertaken in 3 JJ clusters viz at Prayog Vihar (214 DUs), Ekta Vihar (471 DUs) and Shanti Vihar (112 DUs) respectively. At present JJ clusters of Shahbad-Daulatpur are being developed with this approach for providing infrastructure services. In first

² Government of Delhi has emphasized on two policies with regards to JJ Clusters "Policy-1: No fresh encroachments shall be permitted on public land and Policy-2: Past encroachments which had been in existence prior to 31/01/90 would not be removed without providing alternatives.

³ The beneficiaries staying in JJ clusters prior to 1990 are provided with 18.5m² plots, whereas those settled in 1990-98 are provided with 12.5m² plots at the relocation site. The squatters settled after 1998 are displaced without providing alternatives.

⁴ The implementation of this programme is dependent upon two conditions. One is "No Objection Certificate" from the land owning agency and the other is clearance of the project by the technical committee of DDA.

NAME OF PROGRAMME	SALIENT FEATURES	ACHIEVEMENT
	and consultative support from NGOs & VOs. Upto 1992-93, in-situ upgradation was limited within a cost ceiling of Rs. 6000 per dwelling unit, which has been extended to Rs 8000 per dwelling unit.	phase, 4800 families are being covered and the second phase will take care of 4000 households.
Environment Improvement Scheme of JJ Clusters	In JJ clusters, which are not being relocated or developed with the in-situ approach, basic amenities are provided under the 'Environment Improvement of Urban Slums Scheme'. The minimum basic facilities provided are as per the prescribed national norm ⁵ of Rs 525 per capita, which has been raised to Rs 800 since April 1995.	<u>Jansuvidha Complexes:</u> 1985-1991: 138 Pay and Use Jan Suvidha Complexes were constructed. 1995-1999: 365 Pay and Use Jan Suvidha Complexes and 9211 WCs were constructed. <u>Water Supply:</u> Until 1990: 917 water hydrants had been provided in 280 JJ clusters and 601 India Mark-II hand pumps installed in 205 dwellers. <u>Street Light:</u> Upto 1990: In all 4981 electric poles containing 6,318 street light points were available in 326 clusters.

6.9.3 Tenure Funding Mechanisms

The current land tenure allotted to the dwellers is for a lease period of 5 to 10 years. The lease period of around 80% dwellers at relocation sites has expired. The NGOs / Slum & JJ Department assist in forming societies by motivating the beneficiaries. Beneficiaries are to meet the incidental charges amounting to Rs 247 towards formation of the Societies. Resettlement is organized by setting up multi-purpose co-operative societies comprising of about 200 families.

6.9.4 Financial Performance of Slum Improvement

The amount spent on slum improvement and rehabilitation programmes in the city by the slum department of the MCD since the year 2002 - 03 has been given in Table 6.7. The maximum expenditure of Rs. 179.3 million was in the year 2003-04 under the National Slum Development Programme. A steep decline in the allocations for slum development is evident. Since 1991, the slum department has developed around 55000 plots for relocation of squatters through non-Plan investment and has not utilized the Plan investment as is evident from the table below.

⁵ The Norms and Standards for basic amenities are: (i) Water Supply-One tap for 150 persons; (ii) Drainage for Waste water and Storm Water; (iii) Community Bath- One bath for 20-50 persons; (iv) Community Latrine- One WC seat for 20-25 persons; (v) Widening and paving of lanes; (vi) Street lighting- poles 30 meters apart and (vii) Community Facilities- Community Centres, Dispensaries, non-formal educational centre.

Table 6.7: Financial Performance of Slum Improvement (Rs Million)

Name of Schemes	10 th Plan Approved Out Lays	2002-03	2003-04	2004-05	2005-06
Night Shelter including Mobile	30	5.9	6.03	6.04	5.51
Relocation of Squatter	1200	-	-	-	-
Construction of Community Halls	50	11.2	6.03	6.57	18.22
In situ Up gradation of Slums and JJ Clusters	100	-	-	-	-
Environment Improvement in Urban Slums	100	55.6	19.7	18.8	19.95
Construction of Pay & Use Jan Suvidha Complex	50	10.0	10.0	8.60	3.9
Structural improvement and rehabilitation of Katras	100	22.5	28.2	25.7	18.57
Incremental Houses for Katra Dwellers	50	5.15	1.8	-	-
Shishu vaticas/common spaces in JJ clusters	25	5.51	4.4	1.3	13.19
National Slum Development Programme	1000	176.9	179.4	132.7	88.53
Study and preparation of perspective plan of sub standard area for next 20 years	50	-	-	-	-
TOTAL	2755	292.9	255.6	199.8	167.8

Source: Slum Department, Municipal Corporation of Delhi, Delhi

6.10 ISSUES IN SHELTER FOR THE URBAN POOR

The evaluation of slums, JJ clusters and resettlement sites, housing workers and service providers in Delhi highlighted the following issues:

- (i) **Legal Security of Tenure:** Studies conducted by various NGOs and CBOs highlighted the problem of security of legal tenure, rights of the dwellers on resettlement sites and the JJ clusters. Without adequate documented tenure, the residents cannot obtain loans from financial institutions. Additionally, unscrupulous property dealers offer loans to residents and then coerce them to leave under duress.

- (ii) **Access to Appropriate Mechanisms of Finance:** The poor are unable to meet the requirements of conventional financing institutions, and housing micro-finance is poorly developed.
- (iii) **In-situ Up gradation of Existing JJ clusters:** Around 80% of dwellers of JJ clusters favour in-situ up-gradation of clusters with provision of plots not less than 40m². In case the relocation is unavoidable, it shall be within 2km radius. If plots cannot be provided, relocation in G+1 structures is preferred.
- (iv) **Access to Public Goods and Services:** In all the relocation sites, and 85-90% of JJ clusters, residents did not have access to public goods and services. These areas lack general health services, access to portable water and sanitation. As discussed above, residents are dependent on private tankers to meet their water need. In all the JJ clusters, residents have to travel average distances of 500m-700m to PSP with an average waiting time of 20-25 minutes. All the twelve relocation sites are not accessible from arterial & sub arterial roads in the city.
- (v) **Variable plots sizes at relocation sites:** The eligibility criteria for resettlement is restricted to those who are (i) Indian Nationals and (ii) residing on the respective site as on 31st December 1998 as evidenced by ration cards. Because of the cut-off date, upto 40-45% families of JJ clusters are ineligible for relocation. Hence, it has become very difficult to get encroached land pockets completely vacated.

The existing practice adopted by slum department for provision of plot to the beneficiaries is (i) 18m² to beneficiaries settled before 1990 and 12.5m² to beneficiaries settled during 1990-98. This practice of providing differential plots sizes to the beneficiaries, which is lower than the UNHCR guideline of 40 m², is one of the major issues to be tackled as part of the slum relocation policy.

- (vi) **Land Suitability of Relocation Sites:** The land provided for the construction of homes in five of the twelve sites is uninhabitable. In areas of Hastal, Bhalsawa and Madanpur Khader, around 15-20 % of plots are 5-10 feet below Ground Level and vulnerable to flooding.

Annex-6.1

Area of Squatter Settlements in Delhi Classified as per Land Owning Agencies, 1994

S. No.	Land Owning Agency	Area (in Acres)	Population	%
1.	Delhi Development Authority	1,495.67	1,346,103	62.56
2.	DDA / Slum Dept.	297.04	267,336	12.24
3.	L&DO	135.92	122,328	5.68
4.	Data not available	97.11	87,394	4.06
5.	Railway	90.64	81,571	3.79
6.	Slum Dept. / Private	60.00	54,000	2.51
7.	Slum Dept.	45.45	40,900	1.90
8.	DDA / Railway	37.17	33,448	1.55
9.	NDMC	22.27	20,038	0.93
10.	Gram Sabha	21.54	19,386	0.90
11.	CPWD	16.83	15,147	0.70
12.	Private	15.09	13,576	0.63
13.	MCD	12.31	11,074	0.51
14.	L&DO / CPWD	11.59	10,431	0.48
15.	Cantonment Board	7.85	7,065	0.33
16.	DDA / Private	4.5	4,131	0.19
17.	CPWD / Waqf Board	4.00	3,600	0.17
18.	CPWD / L&DO	3.25	2,925	0.14
19.	Delhi University	2.24	2,016	0.09
20.	DDA / Waqf Board	2.00	1,800	0.08
21.	DDA / L&DO	1.50	1,350	0.60
22.	PWD / Railway	1.25	1,125	0.050
23.	MCD / Flood control	0.94	841	0.04
24.	P&T Dept.	0.90	810	0.04
25.	Defence	0.84	751	0.03
26.	Railway / MCD	0.68	607	0.03
27.	L&DO / NDMC	0.62	553	0.03
28.	Delhi Admn. / Flood control	0.56	508	0.02
29.	Flood Control	0.46	409	0.02
30.	Delhi Admn.	0.26	234	0.01
31.	Private (Gram Sabha)	0.26	234	0.01
32.	Archaeological Deptt.	0.11	99	0.00
33.	PWD	-	-	
	TOTAL	2,390.94	2,151,790	100.00
	1998-99 estimates		3,000,000	

Source: Slum Wing, MCD

Annex 6.2

Resettlement Colonies in Delhi

Name of the Colony	Estimated Population	Area (in acres)	21 / 25 / 31 sq. yds.	80 sq. yds.	Tenement
More than 1,00,000 Population					
Jahangirpuri	125100	1061.22	25020	-	-
Patparganj Complex, Trilokpuri, Kalyanpuri, Khichripuri	110000	2013.87	22000	-	-
Mangolpuri Ph. III	105160	332.92	21032	-	-
20,000 - 1,00,000 Population					
Sultanpuri	97010	624.57	19402	-	-
N. G. Road (Sector A, D, E & C)	42100	213.53	5829	1591	100
Nand Nagri, Ph. I	39975	244.33	7995	-	-
Dakshinpuri Extn.	32145	47.07	6429	-	-
Madangir	31770	139.20	6354	-	-
Shakurpur, Ph. I & II	30780	91.53	6156	-	-
Seelampur Ph. III and IV	29275	-	3586	1277	922
Dakshinpuri, R/Scheme	29015	77.90	5803	-	-
Wazirpur	28425	3070	5685	-	-
Nangloi, Phase II	22035	52.30	4407	-	-
Madipur	21610	55.70	4322	-	-
Less Than 20,000 Population					
Mangolpuri, Ph. II	191170	58.49	3834	-	-
Naraina	18700	65.00	3740	-	-
Seemapuri Old	18130	44.00	3626	-	-
Nangloi, Phase IV	18090	53.81	3618	-	-
Hastsal	17300	40.95	3460	-	-
Khayala, Ph. I, II & III	16810	49.42	3362	-	-
Seemapuri, New Ph, I, II & III	16265	43.84	3253	-	-
Mangolpuri, Ph. I	14700	47.74	2940	-	-
Addl. Plots at Sultanpuri	13860	220.93	2772	-	-
Addl. Plots, N. G. Road (R-Block, B-Block, etc.)	13570	-	2714	-	-
Gokalpuri	12010	36.72	2402	-	-
Nehru Vihar	11045				
Nand Nagari Extn.	10930	30.52	2186	-	-
Seelampur, Ph. I, II	10800	-	580	1580	-
Kondli	10725	38.42	2145	-	-
Nand nagari, Ph. II	10000	76.92	2000	-	-
Tigri	9770	38.80	1954	-	-
Nangloi, Ph. I	8670	30.23	1734	-	-
Chaukhandi	7770	21.13	1554	-	-
Pandav Nagar	7670	45.47	1534	-	-
Shakurpur, Ph. III	7280	19.55	1456	-	-
Kalkaji	7040	58.60	-	-	1408
West of Khanpur	6030	17.67	1206	-	-
Block P.A.G. Extn. N and Nagri Weaver Colony	5480	12.40	1096	-	-
Nangloi, Phase III	4270	11.00	854	-	-
Shakurpur, Ph. IV	4260	15.49	852	-	-
Sunlight Colony	4225	48.05	679	166	-

Name of the Colony	Estimated Population	Area (in acres)	21 / 25 / 31 sq. yds.	80 sq. yds.	Tenement
Mangolpuri	3360	9.41	672	-	-
Seelampur additional plots	2900	-	580	-	-
Ranjit Nagar	2480	6.00	-	-	496
Sriniwaspuri	2115	15.04	-	423	-
Garhi Village	1920	7.68	-	-	384
Moti Bagh, (Ring Road)	1495	14.50	-	299	-
Total	1061745				