

dirplg

**From:** Renu Khosla [renukhosla@cureindia.org]  
**Sent:** 04 April 2012 16:46  
**To:** dirplgmp\_r\_tc@dda.org.in  
**Subject:** FW: Suggestions for MPD on Slum Development  
**Attachments:** CURE paper - Inclusive City Planning 190311.docx; MPD comments DDA.docx; Summary of Suggestions.docx

Resending the mail on the new address.

Renu

OFFICE OF THE DIR (Plg.)  
2236  
Dated 4/5/12

**From:** Renu Khosla [mailto:renukhosla@cureindia.org]  
**Sent:** 01 April 2012 00:31  
**To:** 'jtdirplg2ap1@dda.org.in'  
**Cc:** 'pranav singh'  
**Subject:** Suggestions for MPD on Slum Development

OFFICE OF THE DIR (Plg.) MPD-2021  
Dy. No. 1862  
Dated 23-5-12

Dear Mrs. Parate,

This is in continuation of our discussion on MPD 21 and integration of slum development within the tenets of the revised Master Plan.

I am attaching herewith the following documents for your consideration:

- review paper on Delhi Master Planning process developed by CURE
- summary of observations and suggestions on pro-poor provisions to be included in MPD 2021
- specific changes in the MPD 2021

I would be happy to come over and discuss our observations with you and the committee if required.

With warm regards

Renu

g/wt  
4/5  
AD (PS) 2

## MPD 21: Planning for Integration of Slums

JNNURM and the new housing mission, RAY has provided a framework for planning of inclusive and slum free cities with housing for the poor. A review of the Master Planning process of Delhi suggests that despite planned development, Delhi is becoming increasingly inequitable and non-inclusive with unequal and inadequate spaces and services for the poor.

The negative impact of Plan omissions on settlements for the poor has resulted in pockets with substandard living environments right in the midst of planned developments. Slum settlements have grown haphazardly over a period of time and encroach upon planned developments to meet their need for space.

Specific impacts of ineffective implementation of MPD on the poor have been:

- Proliferation of slum and squatter settlements on untenable lands such as along riverbeds, drains, railway tracks, roadsides, etc., putting lives at risk.
- Inadequate and sub-standard housing accessed through grey housing and land markets mostly outside legal housing markets, leading to poor quality of life.
- Uncertain Tenure with frequent evictions that make way for new infrastructure or city beautification, disrupting people's livelihoods and deepening poverty. Insecurity of tenure has discouraged investments by people in their own housing and neighbourhood improvements.
- Relocation has meant a loss of livelihoods and income shocks. Large numbers return to slum living, adding to density of other slums.
- Insufficient services in slums as these are deemed illegal and local agencies reluctance to invest in the provisioning of infrastructure.
- Delayed implementation of planned schemes resulting in shrinkage of space allocated to slum dwellers from 66.89 sq metres (80 sq yards) to just 12.5 sq metres, which is below even the international minimum humanitarian space standard.
- Insecure Livelihood as lack of planned spaces/markets/ opportunities for income generation in the MPDs force the poor to work in the informal sector trades in exploitative market conditions. As in housing, they are subject to numerous clearance drives that take away their small savings/assets.
- Unreliable public transport systems to slums reducing mobility and livelihood opportunities. In the long-term, this limits the scope and range of their economic activities.

### Reduced entitlements of the poor to living space and services

#### Service Provision Standards

One of the major casualties of ineffective implementation of MPDs has been the declining standards of services in the city. Recommendations of successive Master Plans showed a persistent shortfall in supply. This excessive gap, which accumulated successively with each plan, resulted in the reduction of supply to the poor to unrealistically low levels.

1 Water : Average water supply in the city is 59 GPCD but the distribution is uneven. However norms for the poor are set at 40lpcd with community sources and 10lpcd in case of tanker supplies. Poor maintenance renders number of these services dysfunctional deepening the disparity.



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2 Sewage: Despite extension of sewage network, a large part of the city, particularly slums lack access to this facility.

3 Power: Under-estimation of power demand and low achievement levels has meant lowered supplies to the poor areas.

Supply norms for infrastructure have been fixed at substantially lower levels than in the high income / planned areas. The disparity can be seen in the standards of 42.5 to 50 LPCD for JJ clusters, unauthorised colonies, notified slums; 131.75 to 154 LPCD for resettlement colonies, regularised unauthorised colonies and rural villages, and 225 to 270 LPCD for planned colonies and urban villages.

- Water taps: 1 for 150 persons
- No underground sewerage system
- Open drains
- Storm water drains
- Community baths: 1 for 20-50 persons
- Community toilets: 1 seat for 20-25 persons
- Roads paved to allow pedestrians, bicycles, handcarts, etc., replaced once in 5 years
- Street light poles; 30m apart
- Brick / concrete pavement for internal lanes.

### Housing Shortages

Housing shortage at the start of MPD-2021 was estimated at 1 lakh dwelling units with a demand for 24 lakh new housing units by 2021. This is reflective of the inability of housing agencies to build fast enough. Unanticipated population growth has created a space crunch, increased cost of land acquisition and development and stretched limited government resources. Estimates by the Centre for Urban and Regional Excellence based on a physical study of slums in the city found 905 slums as opposed to 685 listed by DUSIB. This undercounting shall add to the estimated housing deficit.

Despite the growth in the number of poor in the city, norms for housing spaces and services to the poor have been systematically and arbitrarily watered down to meet the rising demand. Instead of designing schemes that would meet the minimum prescribed standards of housing, norms are lowered for the poor.

The first scheme for resettlement of JJ clusters was initiated in 1961 with 66 sq.m plots. Subsequent years saw plot sizes shrinking to 40sq.m, and later to 25 sq. metres. Recent resettlement schemes have further reduced the space to a mere 18 sq. metres (for those with proof of residence before 1998) and 12.5 sq. metres (for those who came to the city post 1998).

Besides the housing footprints, standards for density and the provision of social infrastructure have also been chopped down from those in the first Plan period. MPD-62 recommended that standards for schools, parks, streets etc., for slum redevelopment should be similar to that for others in the subdivisions. As land shortages grew, MPDs have been less imaginative; instead of making recommendations for space optimisation, the standards have been lowered for the poor.

In MPD-2001, the density for in-situ redevelopment was prescribed at 250 tenements per hectare with provisions for pathways of 2 or 3m. No mention was made of the width of access or internal roads. MPD-2021 recommends an increase in the density to 600 dwelling units (dus) per hectare; enforcing living standards that are highly congested and have minimum service access.

**The main proposals of MPD-2021 that address the needs of the poor are:**

- Allocation of 50-55% of all housing to the poor and economically weaker sections in two or one-roomed houses; slums and JJ clusters on lands not required for public purposes to be upgraded in-situ with government as facilitator and provider and with the support of NGOs/CBOs.
- Old/traditional areas, employers and industrial housing, group housings and unauthorised regularised colony infill to be developed to provide housing for the poor.
- In-situ-environmental upgrading should provide basic minimum service standards till the clusters are integrated or moved to resettlement sites in built up accommodation of about 25 sq. metres instead of in plots.
- Old resettlement colonies are also to get improved infrastructure. MPD-2021 also recommended involvement of the private sector using land as a resource and with incentives like higher FAR, part commercial use of land and Transfer of Development Rights (TDR) for promoting development of housing for the poor.
- The Plan also recommended provisioning of tenure rights in cooperative housing. In case of relocation to resettlement colonies, small clusters should be developed in a manner that they can be integrated with overall planned development of the area, particularly keeping in view the employment avenues available in the vicinity. Provision of temporary/transit accommodation for families to be rehabilitated should be made at or near the same site till housing is developed.

MPD-2021 has many weaknesses. Even as it has provided detailed recommendations for in-situ upgrading and resettlement colonies, it has not made any distinction between the two typologies of settlements despite their very distinct spatial character (in-situ sites may have smaller housing units as compared to resettlement colonies). Its basis for allocating half of all housing to the poor is unclear, especially as the population math has not been done. Without estimates of land needs or probable sites for affordable housing, the intent of the Plan is doubtful. Further, the Plan recommends private sector involvement in developing housing for the poor without going into aspects such as their 'for-profit intent' which may be contrary to the objectives of social housing; high land values resulting in leakages in privately developed housing to upper poor/high income groups; and private sector's capacity to maintain delivery schedules, construction quality and long-term maintenance.

## **RECOMMENDATIONS**

### **Database for Slum Free City Planning**

A strong-robust-current time data base that provides insights into the informal aspects of slum development shall be key to the successful design and operationalization of Master Plans in the City and for MPD's integration with parallel planning activities in the city. Delhi's last slum survey, carried out in 1994 by the Slum Wing has only been partially updated/ reviewed and lacks spatial orientation. By generating the evidence base, including area and service maps, DUSIB will be better positioned to take appropriate development decisions, create comprehensive development agendas, and integrate slums with other development services in the City.

While household surveys have their usefulness in determining eligibility, these need to be carried out with specific purpose and closer to the time of development intervention. Meanwhile, sample studies can unpeel dimensions of the problems such as ownership / renter status, credit histories, affordability and willingness to pay, etc. Development Plans could then be made on a slum-by-slum and house-by-



house basis and through intensive community interactions. Reciprocally, data on slums and slum studies can inform the Area, Zonal and the Master Plan.

### **The First Tier: Slum Development Plans**

While MPDs have been descending gradually, the entire approach needs to be turned on its head instead. Beginning organically, Slum Development Plans need to be developed through participatory planning processes that will involve communities in identifying their priorities, preparing development plans and finding solutions with specific actions, responsibilities for the action, time horizons, resource needs etc.

MPDs will succeed when they are able to respond to local problems and opportunities; build on local knowledge, skills and wisdom; keep programmes small and community based; and develop plans and projects incrementally, yet comprehensively.

Slum Development Plans developed through such inclusive planning processes can be integrated into Local Area Plans, added to make up the Zonal Plans and eventually built into a Master Plan. Such a bottom-up approach shall ensure successful implementation of MPDs.

### **Development Alternatives**

MPDs must explore and recommend a slew of options for slum development in the City; from incremental upgrading by people as per affordability and with secure tenure to building by themselves as housing cooperatives with network services and technical support, to redevelopment with land equalization, to land pooling arrangements, to near and far-site resettlement to rental housing.

### **The Small Picture**

MPDs non-success in creating adequate housing stock for poor people has upped the noise over private sector participation in housing for the poor. Big projects have big buy-ins from the political establishment. However, it is the small builder that has so far had greater success in creating affordable housing for the poor. MPDs need to explore alternatives. While reserving the private sector development to housing for the middle and upper income groups, the small private (including individual household) could be supported and subsidised for the development of housing for the slum dweller, including use of low-cost technologies for integrating these spaces with the city systems.

### **The Ten Golden Provisions for Slum Development in MPDs**

MPDs must observe the following golden rules;

- i) Multi-utility spaces: Design multi-utility spaces that respond to the needs of the poor.
- ii) Tenure security: Provide for tenure security to unlock personal investments in housing and environmental improvement.
- iii) Equitable services: Ensure individual-network-linked-equitable services for all.
- iv) Affordability through innovation: Reduce construction costs through innovative construction technologies, alternative yet sturdy construction materials.
- v) Flexibility and incremental expansion: Provide for flexible spaces that can be expanded incrementally as families grow economically and in size.

- vi) Change Bye Laws: Permit mixed land-use with non-polluting livelihoods and change density, lot-size norms, etc.
- vii) Environmentally Healthy living Standards: Incorporate standards for healthy environments into design and space standards, densities, light, ventilation and services.
- viii) Safety: Ensure safety from environmental and natural risks and anti-social activities.
- ix) Connectivity: Ensure transport connectivity to livelihood centres.
- x) Sustainability: Promote sustainable development with incremental development.

An inclusive, organic, well-regulated, frequently monitored process can ensure success of the Master Plan process.



Chapter	Page no.	Section	Sub-section	Excerpt	Comment and Suggestion
No. 3 Delhi urban area	9	3.2		At the first instance to accommodate the projected additional population @ 250 pph average city level density,	The density norms for resettlement and non-slum areas proposed vary. This is likely to create pockets of intense concentration in the city. The Master Plan should provide for similar density norms in redevelopment areas as for other parts of the city. In case of higher densities, the (<600pph) infrastructure level of city must be upgraded to sufficient carrying capacity.
	9	3.2		The Plan stipulates that the land up to the depth of one peripheral revenue village boundary along the border of NCTD, wherever available, would be maintained as Green Belt	Resettlement sites areas such as Savda Ghevra and Bawana are currently within the proposed green belt limits of NCTD. It is suggested that green belt parameters may be revised with varying depths across the city or else resettlement colonies shall require land use conversion every time.
	10	3.2		The space required per person would be 40 sq.m.	1. The plot sizes proposed for resettlement colonies are at 25sq.m. (real area is between 12.5 and 18.5 sq. mts.). As this space is shared by at least 5 people of a family, housing space per person reduces to approximately 5 sqm. Space allotment norms per person are usually 1/3rd of total space/person (or 40/3 = 13 sqm). With these norms, housing space for the poor is about 1/3 <sup>rd</sup> of that recommended in the MPD.
	14	3.3	3.3.1 (i)	Redevelopment of Influence Zone	1. Benefit of an influence zone on neighbouring real estate is very high. This will be absorbed by formal residents residing or working in this area. 2. Slums are usually cleared to create infrastructure that produces these influence zones. 3. Slum dwellers who are relocated are losing both their work in these areas and do not get to share the benefits of (better living and working



					conditions and better incomes.	Slums on infrastructure pathways should be resettled within 2kms of the existing site so that they may also benefit from city economic growth. This shall help to create inclusive cities and to meet the objectives of the housing mission; RAY.
17	3.3	3.3.1 (III)	Resettlement colonies though planned, are also to be upgraded in a similar way for infrastructure provision.			As resettlement colonies are being planned as green-field projects, they should be planned with all infrastructures that should obviate the necessity to be upgraded. May be restated like "resettlement colonies shall have the entire infrastructure as in the rest of the city to enable poor people to have piped water supply and private toilets. This shall ensure quality of life with equity".
18	3.3	3.3.2 (ii)	The resident/ cooperative societies/ private developers should get the layout and services plan prepared in consultation with the concerned authority for approval.			The provision of housing cooperatives should be applicable to slums as well. Slum dwellers should be encouraged to organize into housing cooperatives and get assisted with formal finance for area upgrading and housing development.
21	table 4.1		Slum & JJ housing type at 25%			It has been stated in the plan that 50-55% of total housing demand is for the weaker sections. DDA may want to assess if the proposed 25% allocation for slum housing will be able to meet the total housing requirement in this class.
No. 4 Shelter	25	4.2.3.1 (vi)	Planning norms for redevelopment of slums and JJ clusters			The draft MPD's emphasis on small plot development "the sites should be identified with a view to develop relatively small clusters in a manner that they can be integrated with the overall planned development of the area, particularly keeping in view the availability of employment avenues in the vicinity. Very large settlement sites could lead to a phenomenon of



					<p><i>planned slums</i>" contradicts with minimum plot size requirements of 2000 sq mt. (facing a min. road of 9 m). As minimum plot size of 0.2 ha would be difficult to find in the city, especially in the same vicinity, we may want to avoid recommending minimum land parcel size, but to encourage housing development that conforms to density and building bye laws in the area including in small fractured parcels.</p> <p>Locations of slum pockets that could be developed through in-situ development should be identified on the master plan.</p> <p>All resettlement and upgrading sites shall have facilities provided on individual basis.</p> <p>Innovative house (building) models should be explored and adopted for this.</p>
26	4.2.3	4.2.3.1	In-situ upgradation at other sites to be selected	25 sqm with common area and facilities	<p>(CBOs) and (NGOs) should be closely involved in the resettlement process.</p> <p>Slum Clearance and Urban Renewal Authority, or a Corporate Body, should be created under a statute</p> <p>Most of the resettlement colonies have now been provided with essential services</p> <p>collective community rehabilitation</p>
27		4.2.3.1 (viii)			<p>To rewrite; (CBOs) and (NGOs) should be closely involved in the resettlement and redevelopment process</p> <p>1. DUSIB has already been set up, so this may be modified.</p> <p>This is incorrect. Even today colonies such as Savda, Bawana, Madanpur Khader, Narela etc. do not have all essential services as in other parts of the city. This statement may be deleted in the revised MPD.</p> <p>It is not clear what is meant by collective community rehabilitation?</p>



			4.2.3.4 (i)	Maximum density of the dwelling units- 600 units per hect. + 10% variation	Proposed units for slum resettlement shall create a density of more than 3600pph, creating intense pressure on service infrastructure and poor quality living conditions. for attaining such high densities, infrastructure levels shall need upgrading as well.
			4.2.3.4 (v)	maximum area for remunerative use has to be 40%.	This statement suggests that 40% shall be set aside for remunerative uses. <b>It may be restated to "maximum area for remunerative use shall not be more than 40% in any case and only that land which is required to generate enough finances for the housing project shall be unlocked.</b>
		table 4.2	(e) 15	Dhalao including segregation	Newer concepts of waste management should be incorporated, for e.g. composting units near dhalos nurseries, etc. The objective is to encourage renewable, alternate and newer technologies
	33			Residential plot - group housing	Group housing options may be available for slum development.
No. 4 Trade and Commerce	40	5.6		Commercial Centres	Planning for integration of transportation should be pro-poor and gender based.
	42		5.9.1	Steps for relocation	This may read as "the location of present stationary units shall be considered on case by case basis and steps for relocation/in-situ upgrading/ improvement shall be taken."
	42		5.9.2	An informal unit shall not be permitted within a distance half of the width of the road, from an intersection	Such a proposal is likely to lead to an evacuation of all informal vendors. The MPD should state that informal vending units shall be accommodated in organised places along the roads.
No.5 Transportation	92	12.3	12.3.4	no encroachments will be permitted on the existing road network	As above



<b>No.5 Environment</b>	<b>71</b>	<b>9.1</b>	<b>Water</b>	<p>New technologies should be included in the master plan such as decentralized waste water and water treatment and distribution systems for areas that are currently disconnected from the municipal systems. These systems should be planned as commercially viable approaches to enable poor communities to derive livelihoods.</p> <p>Parks in slum resettlement and development projects shall be handed over to the communities for management.</p> <p>While pedestrianizing Shahjahanabad we must also include plans for rickshaw pullers, vendors, and workers who live and work in the area.</p> <p>Linkages should also include slum communities.</p> <p>Distinction may be made between public toilets that are in commercial/public areas and used by a floating population and community toilets near slum areas used by a stable community. Different systems may be used for each. The latter should be handed over to the communities for management purposes.</p> <p>To add and all slums if not redeveloped /upgraded shall be connected in to the city wide sewer network.</p>
	<b>75</b>	<b>9.3</b>	<b>Formal parks shall be developed as per the hierarchy</b>	
<b>No.5 Urban Design</b>	<b>84</b>	<b>11.1.1</b>	<b>Many areas in Shahjahanabad could be pedestrianised and made completely free of vehicular traffic</b>	<b>11.1.1.2</b>
	<b>86</b>	<b>11.4</b>	<b>Linking large number of work centres with residential areas and overall disincentives for private vehicle ownership</b>	
	<b>86</b>	<b>11.5</b>	<b>Design, location and maintenance of public amenities such as public toilets, garbage bins, bus stops, etc. determine the quality of public spaces</b>	<b>11.5.1</b>
<b>No.5 Physical Infrastructure</b>	<b>135</b>	<b>14.3</b>	<b>By the year 2021 entire Delhi should be served by regular sewerage system in a phased manner.</b>	

136	14.4	Effluent treatment plants should be provided at outfall of drains and aeration units at interceptions with advanced techniques for maintenance of drains.	Decentralised systems shall be set up in the city for areas that are dispersed and technically difficult to connect. Non-conventional methods like baffle reactor, pisciculture, etc. should be used wherever possible.
139	14.6	Solid waste	A door to door system should be initiated by the city with the involvement of the community to efficiently manage the waste