



Slum Conditions in Haryana and Pro-poor Housing Initiatives in Faridabad, India

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ABSTRACT

Rapid urbanization forces urban poor to live in slums and squatter settlement. In neo-liberal development approach, participatory planning and collaborative actions are becoming popular in slum upgrading programmes. This paper discusses the slum scenario in state of Haryana along with detailed pro-poor housing attempts in industrial city of Haryana i.e. Faridabad. The paper reviews the three projects that aimed to improve the living conditions and lives of urban poor communities in Faridabad. The study examines in detail BSUP projects at Dabua Colony and Bapu Nagar taken up under India's first urban renewal mission i.e. JNNURM within the context of community participation. Results reveal that contrary to the state's rhetoric of inclusive governance, the urban poor are completely excluded from settlement planning, leading to a lack of understanding of their needs by the state. BSUP housing scheme has failed to mobilize slum dwellers. Drawing on the experience of these projects, the paper seeks to answer the question: why the stated objectives were not achieved and makes recommendation that community led initiatives and slum mapping should be at the core of slum improvement strategy so that qualitatively superior areas can be planned for the unprivileged.

1. Introduction

The introductory section discusses urbanization trends, housing shortage and slum proliferation in India. The 2011 Census of India reveals that the urban population of the country stood at 377 million or 31.2 per cent of the total population. The number of cities and towns increased from 5,161 in 2001 to 7,936 in 2011 (Census of India, 2011). The number of towns has increased by 2775 since the last Census. The number of million plus cities has grown from 35 in 2001 to 53 in 2011, accounting for 43% of India's urban population. Report of the High Power Expert Committee (2011) estimated that by 2031, India will have more than 87 metropolitan areas and the country's urban population is likely to soar to over 600 million, adding about 225 million population to present urban population. As urban population grows much faster than cities' capacity both in terms of infrastructure and housing stock, the urban poor find it increasingly difficult to access decent and affordable housing and end up living in informal settlements and slums. The inability of the government to provide affordable housing causes rise of squatter and slum settlements (Ooi and Phua, 2007). The lack of access to housing and security of tenure is thus both a consequence and a cause of urban poverty. The total urban housing shortage estimated at the beginning of the 12th Plan period i.e. 2012 was 18.78 million, 96 percent of which affects the two weakest income groups, (Ministry of Housing and Urban Poverty Alleviation, 2011). Households living in congested houses account for 80 percent of the shortage, while those residing in obsolescent houses account for 12 percent. According to government data, only 3 percent of the shortage stems from households' homelessness. As per the Report of the

Committee on Slum Statistics/Census, Slum population in the country was estimated at 75 million in 2001 and projected slum population increase from 93 million by the year 2011 to 95 million by 2012, 97 million by 2013, 98.8 million by 2014, 100.7 million by 2015 and 102.7 million by 2016 respectively (MoHUA, 2008). According to Census data (2011), 17.4 percent of the total urban population lives in slums, which, are characterized by high vulnerability and informality. Slums are often located in spaces that expose their residents to multiple hazards, such as riverbanks, drains or railways. Slum housing is only one side of the housing crisis in India. The urban poor live in a variety of habitats which constitute a wide spectrum in terms of legality, formality, and vulnerability (Planning Commission, 2011).

2. Housing schemes for urban poor

Though Govt. of India has initiated numerous program like Subsidized Industrial Housing Scheme, 1952; LIG Housing Scheme (LIGHS), 1954; Slum Areas Improvement and Clearance Programme (SAIC), 1956; Site and Services Scheme (S & S), 1960; Environmental Improvement of Urban Slums (EIUS), 1972-73; Integrated Development of Small and Medium Towns, 1979; EWS Housing Scheme (EWSHS) 1980; Integrated Low Cost Sanitation Scheme (ILCSS), 1981; Urban Basic Services Scheme (UBSS), 1986; Urban Basic Services for the poor Programme (UBSP), 1990/91; IDSMT 1995; National Slum Development Programme, 1996; Two Million Housing Programme (2MHP), 1998-99; Valmiki Ambedkar Awas Yojana, (VAMBAY), 2001; Basic Services for Urban Poor Programme, (BSUP), 2005 under JNNURM; Urban infrastructure Development

Scheme for Small& Medium Towns (UIDSSMT),2005 under JNNURM; Integrated Housing and Slum development programme (IHSDP), 2005 under JNNURM; Rajiv Awas Yojna (RAY); 2011,PMAY 2015. Although having a number of housing schemes for urban poor lack of inclusive planning, and incapability of putting them in right order and place resulted in failure of most of the schemes.

This article presents housing initiatives for urban poor in Faridabad city. The paper also looks at reasons for failure of the BSUP housing projects

implemented to improve the environment of urban slums. Though as per the stated objectives of BSUP, beneficiaries should be involved as an active stakeholder in slum rehabilitation and up gradation programmes as community participation is an important component in the implementation of policy and the execution of projects. An authoritarian approach to slum rehabilitation can result projects which are inappropriate for the conditions and ineffective in terms of the policy's intentions.

Table 1: Slums Conditions in Haryana as per Census 2011

Item	Elements	Quantity
Population	Total Population	25,351,462
	Urban Population	8,842,103
	Slum Population	1,662,305
	% of Slum Population in Urban Population of state	18.80
	% of State Slum Population in Total Slum Population of India	2.54
	Population of cities/towns reporting slums	7,802,074
	% of slum Population to Population of cities/towns reporting slums	21.3
Township	Number of statutory town	80
	Number of slum reported town	75
Household	Number of Slum Household	332,697
	Average slum household size	5.0
	Average urban household size	4.9
Work Participation	Number of male worker	444,500
	Number of female worker	82,903
	Work participation rate (male)	50.1
	Work participation rate (female)	10.7
	Total main worker	447,518
	Total marginal worker	79,885
	Total worker	527,403
Slum's House Type of Material	Floor: Mud, wood and bamboo	64,546
	Floor: Burnt Brick, Stone and Cement	317,520
	Floor: Mosaic/Floor tiles	21,793
	Floor: Any other material	1,663
	Wall: Grass, Thatch, Bamboo, Plastic, and Polythene	4,524
	Wall: Mud/Unburnt brick	28,886
	Wall: Wood, Galvanized Iron (GI), Metal, Asbestos sheets	1,228
	Wall: non-mortared stone	8,916
	Wall: mortared stone	15,833
	Wall: Burnt brick, concrete	345,476
	Wall: Any other material	659
	Roof: Grass, Thatch, Bamboo, Wood, Mud, Plastic, Polythene etc.	60,293
	Roof: Hand-made tiles	6,305
	Roof: Machine-made tiles	4,178
	Roof: Burnt Brick, Stone, Slate, Concrete	306,483
	Roof: G.I./Metal/Asbestos sheets	26,741
	Roof: Any other material	1,522
	Total number of slum's houses	405,522
House Condition	Good	160,883
	Livable	147,603
	Dilapidated	16,245

3. Structure and Methodology

The structure of the article is as follows. After presenting the slum scenario of India in the introduction section, the article presents slum definitions by various institutions and glimpses of slum conditions in Haryana as per census 2011 and the current picture of slum in detail in the industrial city of Haryana i.e. Faridabad. It is followed by institutional response in housing provision in Faridabad city, presenting 3 projects of pro poor housing initiatives including BSUP programme implemented till date by local authority. Next section presents reasons for failure of BSUP project. The last section presents discussion and conclusion.

The Area of the Study is Haryana- Urban in general and metropolitan city Faridabad in particular. The sources of data include Census reports, National Sample Survey. Reports, Five Years Plans, published and unpublished reports of the state and local government. In addition, the data has also been collected from other sources like, Town and Country Planning Department, Haryana Development Authority, State Statistical and District Statistical Office etc. The article is based on the primary information collected through focused group discussions, individual discussions and site observations of the BSUP site and intended beneficiary.

4. Some Working Definitions.

UN-HABITAT defines "A slum is a contiguous settlement where the inhabitants are characterized as having inadequate housing and basic services. A slum is often not recognized and addressed by the public authorities as an integral or equal part of the city. Slum households as a group of individuals living under the same roof that lack one or more of the conditions of (a) insecure residential status (b) inadequate access to safe water (c) inadequate access to sanitation and other infrastructure (d) poor structural quality of housing, and (e) overcrowding.

Slum Definitions in India: In India, the definition of slums are brought out by the Census and the NSSO and also every State in India has unique definition of slums in keeping with the distinctive socio-economic characteristics of the region, its terrain and slum housing conditions.

CENSUS 2011 definition: All notified areas in a town or city notified as 'Slum' by State, Union Territory Administration or Local Government, Housing and Slum Boards etc. under any Statute including a 'Slum Act' are considered as Notified Slum. All areas recognized as 'Slum' by State/Local Government, Union Territory Administration, Housing and Slum Boards etc., which may have not been formally notified as slum under any statute are categorized as Recognized Slum. 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 in the State/Union Territory are categorized as Identified Slums.

National Sample Survey Office (NSSO) definition: Operational definition of slum in the 69th round survey include (a) Areas notified as slums by the concerned municipalities, corporations, local bodies or development authorities were termed notified slums (b) Any 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, was considered a slum by the survey, provided at least 20 households lived there. Such a

settlement, if not a notified slum, was called a non-notified slum (c) The word "slum" covered both notified slums and non-notified slums.

Slum as defined by Government of Haryana: Government of Haryana had issued a notification on 16.4.1990 for constitution of Haryana Slum Clearance Board and adopted the Punjab Slum Areas (improvement and clearance Act 1961) As per section 3(1) of this Act, the definition of Slum area is where the competent authority upon report from any its officers or other information in its possessions satisfied as respect of any area that the buildings in that area: (a) are in any respect unfit for human habitation, or (b) are by reason of dilapidation, overcrowding, faulty arrangements and design of such buildings narrowness or faulty arrangements of streets lack of ventilation, light or sanitation facilities, or any combination of those factors detrimental to safety, health or morals" it may by notification in the official Gazette, declare, such an area a slum area. In determining whether a building is unfit for human habitation for the purpose of this act regard shall be had to its condition in respect of the following matters, that is to say (a) repairs (b) stability (c) freedom from damp (d) natural light and air (e) water-supply (f) drainage and sanitary conveniences (g) facilities for storage preparation and cooking of food and for the disposal of waste water. The building shall be deemed to be unfit as aforesaid if any only if it is so far defective in one or more of the said matters that it is not reasonably suitable for occupation in that condition.

5. Urbanization Trends, Housing Shortage and Slum Proliferation in Haryana

Haryana, a predominantly rural state in India. In the past it seems to have urbanized rather fast in last three decades. It has already crossed national average in terms of level of urbanization. Haryana occupies an area of 44,212 sq. km. in total, rural area covers 42,235.92 sq. km and urban area covers 1976.08 sq. km. It shares 1.34 % area to India's total Area. In 2011, the total population of Haryana was 254 lakhs, which is 2.09% of India's total population. At the same time the urban population of the state was 88.42 lakhs which is 2.39% of total urban population of the country. 34.79 % of the total population of Haryana is residing in urban areas. As the work force is crucial determinant of employment situation and high level of workforce (employed population) plays important role in economic growth of the state, cities and villages. The nature of workforce structure has changed over a period of time. In Haryana during 1981-2011 shows sharp decline in share of main workers employed in primary sector. At the same time there is considerable increase in the share of workforce employed in secondary and tertiary sectors. Majority of secondary and tertiary sectors are physically located in urban areas. Housing for the workforce was not created by the government sector, which has led to spread of slums in towns.

Housing is an asset for transforming the livelihood opportunities of the urban poor (Moser, 1998). It is considered crucial for socioeconomic and human development of urban societies. In post liberalization era, housing is emerging as an important issue in urban areas in Haryana. The real estate boom in 1990s has made housing and land a costly commodity which seem to have gone beyond reach of the poor. The condition of houses is also poor as Census data shows high level of dilapidated houses in the urban areas of state. The issues of poor coverage and quality of water, sanitation, streets, roads, parks, parking's add woe to the housing problem. The situation is worst in slums which have grown in most of the towns in the state. It seems the Housing and Urban Development Authority has not made adequate efforts for housing the urban poor.

Table 1 shows slum conditions in Haryana. The existing housing plays an immense role for the livelihood opportunity of urban poor. However, in policy measures this particular impact of housing on the livelihood of the urban poor has often been overlooked. Most development professionals still assume that poverty is caused by a lack of income or assets, but fail to recognize that poor quality overcrowded housing which lacks basic infrastructure, exacerbates the deprivations associated with poverty (McLeod and Satterthwaite, 2001).

Information provided in above table reveals that 18.8% (1,662,305) of urban population is residing in 332697 slum households. Average slum household size is 5.0. Out of 80 Statutory towns 75 have reported slums as a solution of informal housing. 527,403 (31.7 %) persons out of 1,662,305 are engaged as main and marginal Worker. Predominant Material of Floor is Mud, Wood, Bamboo; Wall is constructed of grass, thatch, bamboo, plastic, polythene etc.; material of roof is grass, Thatch, Bamboo, Wood, Mud, Plastic, Polythene, Handmade Tiles, Burnt Brick, Stone, Slate, Concrete etc. Material of construction in slums houses indicate the majority of the households are living in semi-pucca structure. Table 1 indicates that 160,883 houses are good in conditions. Above data can be used in addressing vulnerability of poor people and area can be used as a productive asset. Existing physical environment of slums depicts social health, happiness, social justice, and dignity of the inhabitants. This section has explained various parameters of slum houses in urban areas in Haryana. On the basis of this data strategy for pro poor housing can be adopted. Where social health, happiness, social justice, and dignity of the inhabitants are not considered in housing projects, it usually reflects a sense of despair, deprivation, and deepening violence (Hassan, 1999).

Faridabad became the 12th district of Haryana in 1979. Faridabad district falls in the National Capital Region (NCR). It is bounded by the Union Territory of Delhi (National Capital) on its north, Gurgaon District on the west and State of Uttar Pradesh on its east. It was carved out of Gurgaon district. After independence, the town has become a centre for the resettlement of refugees created by Partition. Now Faridabad is the most populated and industrialized city in the whole of Haryana. Industrial development started in 1950s after partition of the country and migration of large number of refugees to the city. According to Revised City Development Plan there are about 15,000 small, medium and large industries in the city providing direct and indirect employment to nearly half a million people and ranks 9th largest industrial estate in Asia. Faridabad alone generates about 60 percent of the revenues of Haryana with its large number of industrial units (FCDP). The growth of Faridabad city has been rapid and continuous. Faridabad urban agglomeration (UA), also the largest class I metropolitan town of Haryana has also been rated as the one of the fastest growing urban centers in the world, standing a position of 3rd fastest growing city in India.

According to RCDP the settlement policy of the National Capital Region has been evolving since 1962 when the Master Plan of Delhi suggested to decentralize the industries and housing facilities from national capital Delhi to the surrounding areas diverting some population of the city to some of the ring towns including Faridabad, Gurgaon, Ballabhgarh, & Ghaziabad etc., located within a radius of 30 km. Backed with the support of the concerned State Governments and also due to nearness to Delhi, these ring towns including Faridabad grew much faster than the National Capital itself. There are large numbers of small and medium industries in the city which provide employment to the people. According to RCDP from 2001 to 2011

there has been an increase of 3.48 lakhs of population in the city. Out of which approximately 1.83 lakh is the natural increase and 1.65 lakh is the immigration in city. Hence approximately 11.78 % people have migrated in the city in the last decade. Faridabad is not an exception to the general work force scenario in the state. The industrial base of Faridabad is not just the economic base of Faridabad, but it is an important constituent of the overall economy of the state of Haryana as well as NCR. According to City Development Plan, the work force participation rate (WFPR) of Faridabad city was about 30 per cent in 2011, 31 percent in 2001, 30 percent in 1991 and 34 percent in 1981. With the rapid urbanization, there has been unregulated development and encroachments of public land such as roads, streets, parks etc. in the Faridabad. According to Faridabad City Development Plan, the booming industry in the city during 1970s and the 1980s and the growth of its economy has also contributed to the growth of slums. Large numbers of labourers from different parts of the country have migrated to the city in search of opportunities and settled on vacant land, largely belonging to the Central and State Government, MCF, HUDA, Wakf Board, and even private land. Faridabad has 63 slums pockets (425.30 Acres) comprising 15 (99.95 Acres) in Old Faridabad, 28 (221.70 Acres) in NIT and 20 (103.65 Acres) in Ballabhgarh. There are 47523 slum households with a population base of 200, 892 persons. The density of population in slums is 11600 persons/sq. km which is much higher than the density of population in the city. The result is haphazard growth of Faridabad town with numerous slums. It is important to know about the magnitude and location of slums in Faridabad city for the urban local body so that sufficient attention is paid to improve the living environments of slum dwellers in relation to the scale of the problem. Slum Free City Plan of Faridabad was prepared by Gaheli Centre of Research and Development (GCRD 2013), for the Municipal Corporation Faridabad under Rajiv Awas Yojana (RAY) housing scheme. The slum conditions in Faridabad, as described by GCRD are slightly different from data provided by Census 2011. GCRD describes that the deficiencies in slums are more critical than the city in general. The water, sewerage and drainage systems are grossly inadequate. The access to important services like latrines, bathrooms, electricity and all other are either absent or very inadequate. The Census of India 2011 recorded very low level of slum population in 2011 at 15.21%. The mapping of slum areas of Faridabad city carried by the Facilitation Centre for GIS in Governance (FCGISG 2013) shows the location of slums in Faridabad.

The Slum Free City Plan of Faridabad (GCRD 2013) has given good account of slum wise detail of households, population area and land ownership. There are 63 slums in Faridabad with 48,889 households. Figure 1 shows the location of slum settlements in urban area of Faridabad. With an average household size of 4.5 persons per household, slums have population base of 219264 persons. The area covered by the slums is about 2.34 sq. km. The GCRD survey (2013) recorded slum population at 219264 in 63 identified slum clusters in Faridabad city which was little higher than the slum population recorded by the Census of India in 2011. All of the 63 slum settlements within the Faridabad municipal corporation limits are non-notified. Most of the slums in Faridabad are older than thirty years. There are 40 slums in Faridabad which are older than thirty years, 9 slums each between 20-25 and 25-30 years old, 2 slums between 15-20 and only 1 slum is 10-15 year old according to Slum Free City Plan of Faridabad. The majority of the earning members across the 63 slums of Faridabad are in the age group 25 to 35 (32.6 per cent) and in the age group 35 to 45 (30.6 per cent). 16.6 per cent are in the age group of 45 to 60 and a further 9.9 per cent in the age group 20 to 25. It is alarming that there are 0.3 per cent earning members even among children in the age

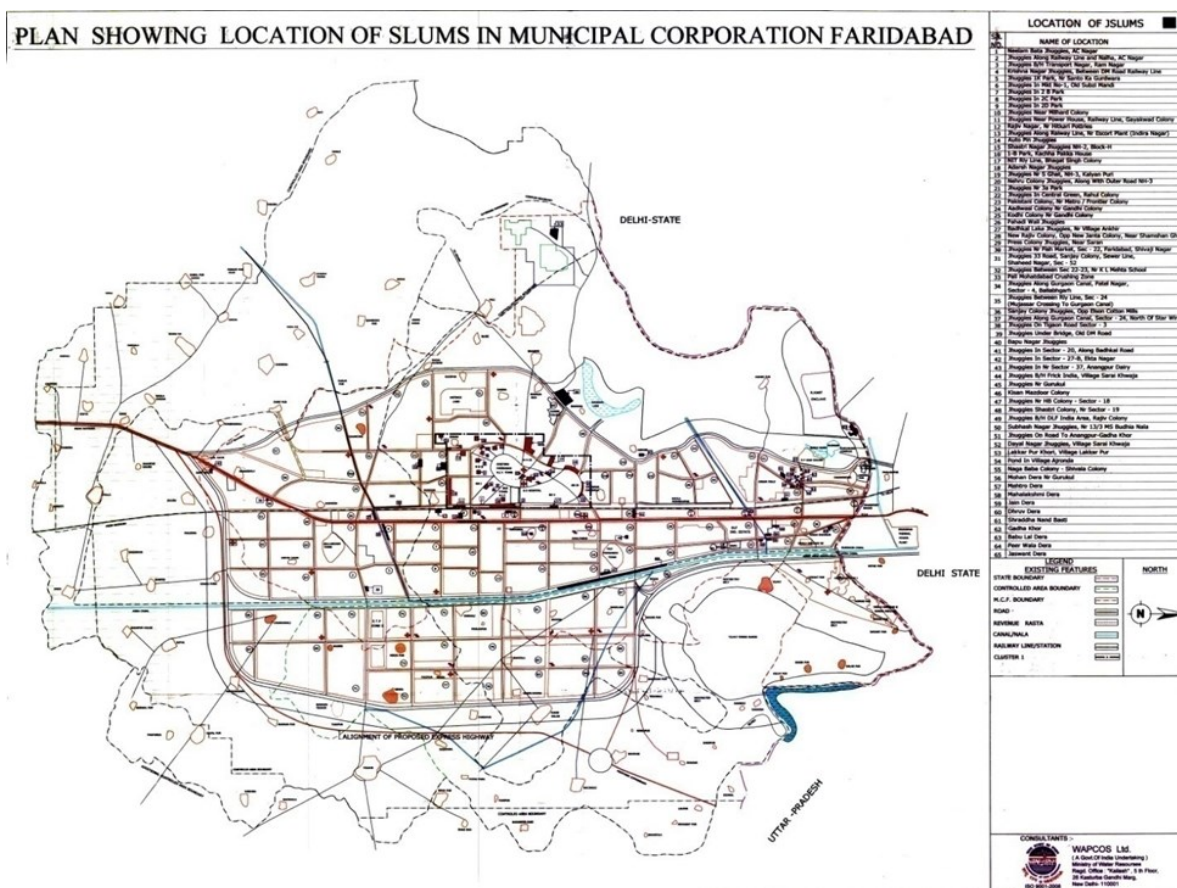


Figure 1: Master Plan showing Slum Settlements in Urban Area of Faridabad

group less than 14, 1.9 per cent in the high school going age of 14 to 20; and 8.1 per cent among the old age people of greater than 60 ages, who are forced to seek work to fend for themselves.

The GCRD survey (2013) shows that housing conditions in Faridabad slums are critical. The large majority of almost three out of five houses in the slum settlements of Faridabad, on average, could be categorized as semi-pucca. Only 22.48 per cent of the houses were fully pucca and 60.00 per cent were semi-pucca while 17.8 per cent were fully katcha in Faridabad city areas. Water supply according to the GCRD survey (2013) out of 63 slum settlements in Faridabad, only 60.5 per cent of the slum households have some form of water supply within their premises, of which only 15 per cent have an individual tap facility as the source of drinking water within their premises. 39.5 per cent have to resort to carry drinking water from outside to their premises; Only 59.5 per cent of the slum households spread over the 63 slums in Faridabad have electricity connections. 31 per cent of the households use kerosene as the source of house lighting. On average, 21.6 per cent of the slum households in Faridabad still defecate in open areas. While 63.7 per cent do have some form of own septic tank or flush latrine within premises, 14.7 per cent households still depend on community and shared latrine facilities. The slum housing situation in Faridabad today presents a little complex picture. The gaps in housing as identified above at the state and city levels need to be addressed to evolve a healthy a city.

6. Institutional Response in Pro-poor Housing Provisions in Faridabad City

Industrial Development in Faridabad and decentralization planning of Delhi Master Plan is the main cause of sudden increase of industrial workers in the city. As there was no industrial housing for this class, they followed self-help housing initiatives and constructed sub standard shelters known as slum settlement. If we look at the institutional response, three projects have been taken up since 1977 till date. This section will explain these projects chronologically in detail.

As discussed in above section, Faridabad is the only industrial city of Haryana. Industrial development started in 1950s after partition of the country and migration of large number of refugees to the city. First EWS housing project was designed in 1977 by urban local body to accommodate industrial labour .The 2.08 hectare site is located near industrial area. Site is divided into 160 plots covering 34% area of site, with a density of 155 DU per hectare; roads and open spaces are occupying 24% and 35% area respectively. As indicated in fig.2 every plot is having individual open spaces. Inclusive Community open spaces are provided adequately. A population of 1612 is residing in this housing area. This was the only one and first attempts of pro poor housing by Faridabad Administration in 1977. Such efforts did not continue further and left - out slum dwellers consolidated their claims on unauthorized settlement they have developed over a period of time on public land. Lack of housing provision by public authority led to



Figure 2: Site Plan of EWS housing project in 1977 (Source: MCF, Faridabad)

slum proliferation further and presently the city still has some 40 years old slum colonies.

Second housing project for urban poor was developed in 1985 by Faridabad Administration. 1624 dwelling units were accommodated on a site of 18.95 acre. Area for shopping centre, community centre, school, police post was also earmarked on site layout. Every plot has private open space, can be used for extension of indoor activities and all clusters are having community green areas, can be used for social interaction and play area for small children. As per planning norms social infrastructure, enough road spaces and green spaces have been provided. This project was finalized on papers but never got constructed due to financial paucity. On the other side industrial workers kept on increasing in the city due to pull factor of industries and decentralized policy of Delhi Master Plan and consequently slum settlements kept sprawling on public land, posing challenges before housing authority.

Third housing project was initiated in 2005 under Jawaharlal Nehru National Urban Renewal Mission (JNNURM) scheme. In 2005, Government of India initiated the JNNURM which has been one of the most significant initiatives, aiming at meeting infrastructure needs of Indian cities, improving quality of life of people and speeding up the process of governance reforms. Under the scheme there are two submissions designed to meet the needs of the urban poor. Sub-Mission 1 is Urban Infrastructure and Governance (UI&G) formulated under the Ministry of Urban Development and Sub-Mission 2 is Basic Services to the Urban Poor (BSUP) formulated under Ministry of Housing and Urban Poverty Alleviation. The main thrust of Sub-Mission 2 on Basic Services to the Urban Poor (BSUP) was on integrated development of slums through projects for providing shelter, basic services and other related civic amenities with a view to provide utilities to the urban poor. The mission statement also emphasizes institutional reforms driven, fast track, and planned

development of identified cities with focus on efficiency in urban infrastructure/services delivery mechanism, community participation and accountability of Urban Local Bodies (ULBs) towards citizens.

The ever increasing number of slum dwellers causes tremendous pressure on urban basic services and infrastructure. In order to cope with massive problems that have emerged as a result of rapid urban growth, it has become imperative to draw up a coherent urbanization policy/strategy to implement projects in select cities on mission mode.

The objectives of JNNURM include: (a) provision of basic services to urban poor including security of tenure at affordable prices, improved housing, water supply, sanitation and ensuring delivery through convergence of other already existing universal services of the government for education, health and social security (b) care will be taken to see that the urban poor are provided housing near their place of occupation (c) secure effective linkages between asset creation and asset management so that the basic Services to the Urban Poor created in the cities, are not only maintained efficiently but also become self-sustaining over time (d) ensure adequate investment of funds to fulfill deficiencies in the basic Services to the urban poor (e) scale up delivery of civic amenities and provision of utilities with emphasis on universal access to urban poor.

In the following paragraph an effort has been made to look at the status of BSUP, JNNURM in Haryana with special focus on Faridabad. Under BSUP, 2 projects had been sanctioned in Faridabad which proposed to provide dwelling units to the urban poor. An attempt has also been made to assess the failure of housing projects. The nodal agency for the JNNURM projects was the Haryana Slum Clearance Board and the Haryana Urban Infrastructure Development Board. According to Revised City Development Plan following projects were envisaged under BSUP, JNNURM: (a) Dabua Colony Housing Project (b) Bapu Nagar Housing Project.



Figure 3: Housing Project for urban poor in 1985 (Source: MCF, Faridabad)

As table 2 shows 1968 dwelling units have been constructed at Dabua Colony, Faridabad within 5 years. Total site area is 12.32 acres (49892.6 sq. m.). Ground coverage of 33.33% is allowed. 24.7% ground coverage has been achieved. Maximum permissible FAR is 175% of this site area. Achieved FAR is 104% of the site area. The site is a very prime piece of real estate. Existing development around the site is a mix of commercial and residential uses, police post, community centre, govt. funded primary school. Though it is a relocation project to house the urban poor, relocation here does not mean remotely situated area, but the relocated site is in developed potential zone as shown in Figure 4. The surrounding building typologies, road connectivity to neighbouring areas should attract the intended beneficiaries. But the project has failed to achieve its stated objectives. The intended beneficiaries did not come forward to occupy these flats.

Figure 5 shows that commercial development has taken place along the abutting road. These commercial activities provide employment opportunities to the beneficiaries of BSUP housing at Dabua Colony in the immediate area. Figure 6 shows the facilities that add further potential to the BSUP site.

As per Table 2, 1,280 dwelling units (DUs) were proposed at Bapu Nagar. 928 dwelling units are constructed at Bapu Nagar. Balance 352 DU's are held up due to encroachment by Jhuggi dwellers case is under Hon'ble Court. Total site area is 7.17 acres (29,253.6 sq. m.). As per planning norms 33.33% ground coverage is allowed. Achieved ground coverage is 27.37% (8,006.71 sq. m). Relocation slum improvement strategy is adopted in this project. Relocated site is surrounded by numerous industries. This project provides an appropriate housing solution to the beneficiaries who are employed in these industries. But the intended beneficiaries prefer to stay in slum houses which are located near to this site rather than shifting to new development. In Figure 7, the red boundary depicts BSUP housing at

Bapu Nagar and the yellow boundary encloses the existing slum settlement area.

Figure 8 shows the physical status of JNNURM projects in Faridabad. The Housing Work at Dabua Colony and Bapu Nagar project is the live example of social and economic exclusion of the urban poor from mainstream urban settlements. Despite the completions of BSUP projects, poor slum dwellers continue to live in poor conditions. On

Table 2: Status of housing works under BSUP scheme in Faridabad

Brief Description of Work	Award Value (INR)	Important Date	Status of Work
Housing work at Dabua Colony:	366,788,000	01 July 2007 (Started) 31 March 2015 (Completed)	Total 492 DUs at one floor, Remarks 202 DU's Handed over & total 1968 DUs are ready
Const. of 1968 DUs including all Internal & External Works			
Housing work at Bapu Nagar:	237,600,000	01 July 2007 (Started) 31 March 2011 (Completed)	The work of 928 DUs are completed 139 DU's handed over on 15 July 2014 to beneficiaries and balance 789 DUs are vacant. Balance 352 DUs are held up due to encroachment by Jhuggi dwellers case is under Honorable Court. After area vacation, 352 DUs can be completed in one year time. Electrical connection from Haryana Electricity Board is awaited.
Const. of 1280 DU's including all Internal & External Works			

Source: Faridabad Municipal Corporation

Flats in Dabua Colony under BSUP (Relocation development)



Figure 4: Location of BSUP housing at Dabua Colony along with neighbouring areas (Google Earth)

the basis of above discussion ,visual survey and interview with beneficiaries ,the current status of BSUP housing projects at Dabua colony and Bapu Nagar shows dismal achievement.

7. Results and Discussion

One of the stated objective of BSUP is to support slum upgrading, , support improved living conditions and service provision in existing slum settlements. The preferred option should be in- situ up gradation i.e. improvement in the same location. For residents, this avoids the disruptions to livelihoods and social networks that relocation usually brings. The relocated sites are usually remotely located and far from income-earning opportunities. The same has happened in Saveda Ghevera relocation project in Delhi, which is called a planned slum by researchers as it has failed to link employment opportunities of the beneficiaries. For the government, upgrading avoids the need to find a new land site which is again a herculean task. Upgrading is also meant to ensure more secure tenure (so that eviction threats are much reduced) and build on the investments the residents have already made

in their housing (and infrastructure). There are examples of such “upgrading” in cities in India going back the late 1960s, (Anzorena, 1988) but it had never been national government policy to support these at this scale. The government of India’s policy commitment to upgrading was further enhanced in JNNURM (2005), in 2009 when the Rajiv Awas Yojana (RAY) programme was announced and recently adopted in PMAY (2015) also.

But slum upgrading strategy implies an acceptance of the right of the residents to live there, even if the housing and infrastructure do not meet regulatory standards and the tenure or use of the land is illegal. Since the 1970s, upgrading has become so common that in many nations it is seen simply as what a city government should do (Almansi, 2009). There are also international programmes that have supported upgrading on a large scale – one of the best known being the Baan Mankong programme in Thailand. NTAG study of BSUP projects to examine potential for Community Participation 2012 states that many of the projects funded within BSUP were designed and implemented as if they were public housing programmes, with the government paying



Figure 5: Commercial Development



Figure 6: Police Station



Figure 7: Google Image showing BSUP housing at Bapu Nagar and adjoining industrial area. (Google Earth)

contractors, based on tenders they submitted for the work – with little or no interaction with the inhabitants. In most cases, the slums were not upgraded but bulldozed, and new contractor-built housing constructed on the cleared site or on another site. Many houses built but remain unoccupied. Most of the city development plans and the detailed project reports were prepared by external consultants or municipal engineers. There was little or no scope for input from the intended beneficiaries regarding socio-economic conditions of the dwellers, housing and settlement design requirements and residents' roles and contributions, or consultation on whether to adopt in-situ upgrading, in-situ land sharing, in-situ redevelopment, or relocation. If the project involved relocation, there was little or no consultation with those who were to be moved. This goes against the whole concept of community participation in slum upgrading, which is to build on existing housing and infrastructure and support for incremental upgrading of homes.



Figure 8: Physical Status of JNNURM projects in Faridabad

Earlier discussion stated that BSUP housing projects at Dabua colony and Bapu Nagar shows dismal achievement. The main reasons behind this is contractor built G+3 housing i.e. flatted development, which do not meet community choices in term of area requirement. Area of one dwelling unit is less than their original homes, the units did not have open spaces on upper floors, that are necessary for those living in smaller houses, inadequate common areas like corridors, absence of extended interaction areas near staircases on upper floors as shown in figure 18 are the reasons for not being occupied. It has been advocated by Delhi Urban Art Commission, New Delhi that balconies, terraces, wide corridors act as extension of outdoor activities. Because of less covered area available, these people prefer to be connected to ground floor. If ample open spaces are provided on subsequent floors, such flatted development can be socially acceptable in poor communities. This semi-covered spaces add more meaning to the socialization of children and women of these communities. In case of Faridabad BSUP scheme large number of people in the slum community were not communicated, organized and motivated to make collective decisions. They were not offered different ways of slum improvement like In-situ Upgrading, In-situ Land Sharing, In-situ Redevelopment, and Relocation so as to make appropriate decision for their respective slum settlements. The JNNURM objectives provided ample opportunity for community participation to let people make their own choices and decisions and for local governments to establish a relationship with communities. In case of Faridabad, the communities were informed about the flatted development but not consulted. There is a lack of awareness about the benefits of community participation at city as well as community level. In case of Faridabad, Slum upgrading is seen as shifting 'slum dwellers' to contractor built housing elsewhere. Participation remains an unclear and misunderstood term in this case.

Although the rationale behind slum upgrading is to benefit the residents, the residents are dissatisfied with the contract built housing and are not ready to occupy. Spatial arrangement of designing of

dwelling unit does not acknowledge the needs of women and children. Information regarding investment in their homes, livelihood, and capacity to contribute financially were not recognized by authorities. There is disconnection between the reality and implemented solution. Participation of community is not mainstreamed but used as a tokenism rather based on consultation and information sharing. Housing projects at Dabua Colony and Bapu Nagar represent injected development rather than enabling people to solve the problem. This state – led housing approach has failed to understand community's potential to deal with slum up gradation. The emergence of slum settlement, informal housing solution is resultant of such failure of state-led approach which did not acknowledge the platform of self-help initiatives.

8. Conclusions

There are many successful example of BSUP scheme in India, one of them is in situ upgrading in Mother Teresa Nagar in Pune. In this project community participation was used as a tool from planning stage to build network between community and Pune Municipal Corporation. Design of houses was developed by architects in consultation with each household. Women were particularly active in designing their units and the internal spaces, and 2,000 individual house plans were prepared as per different needs of the community. Community members were encouraged to work on the construction sites.

On the basis of studies conducted by Eric S. Belsky and others in 2013 and in order to understand the physical characteristics of any slum settlement, authority should map the existing conditions on the basis of following criteria because each slum is different and detail mapping will guide how to plan and invest in them: (a) Proximity and access to employment centre (b) Population and land use density of settlement (c) Spatial form of the urban fabric (d) Degree to which land ownership and tenancy are clearly and formally recorded (e) Extent of existing land uses not in compliance with existing master plan regulations (f) Existence of community-based organizations and their social network to assess strength of community (g) Type of economic activity taking place within the slum (h) Level of infrastructure and municipal services.

Slum mapping is required for slum improvement plans because existing housing plays an immense role for their livelihood opportunity. It is also an important productive asset (Moser, 1998; Tipple, 2005). In the urban context, housing is an important asset that generates income through, for instance, renting rooms and the use of its space for home-based production activities (Tipple, 2005). A synergy between slum communities and housing authority should be created for assertive results and community-led actions should be encouraged in slum up gradation programmes.

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