

CHAPTER 14

HOUSING & URBAN DEVELOPMENT

About one-third of Delhi lives in sub-standard housing, which include 695 slum and JJ Clusters, 1797 unauthorized colonies, old dilapidated areas and 362 villages. These areas often lack safe, adequate housing and basic services. According to the projections, Delhi needs 24 lakh new housing units by the year 2021 (MPD-2021). Of these, 54% are required for the EWS and LIG. About 42% housing units, i.e. about 10 lakh are to be provided by densification and redevelopment of existing residential areas, covering in-situ slum rehabilitation, infill development, regularization and redevelopment of unauthorized colonies and by densification and up-gradation of old residential areas;

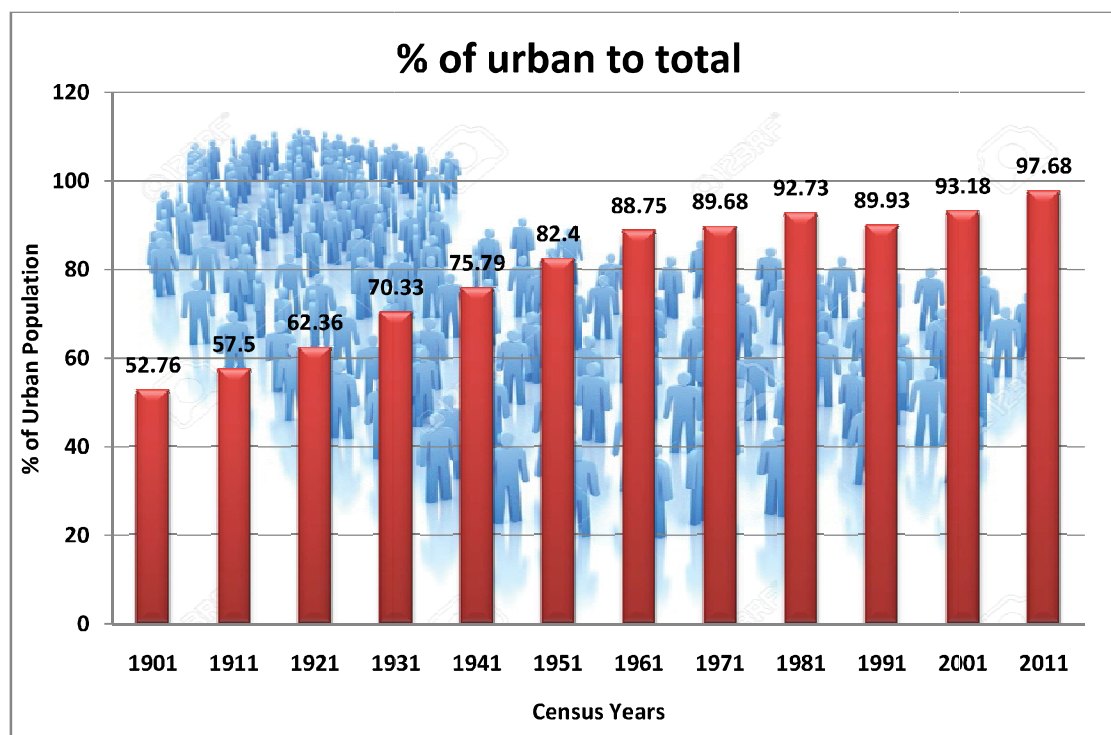
- 2.1 Urban basic services are the lifeline of urban living. These essentially include potable water for all and always, affordable 24x7 electricity, sewerage, sanitation and toilets, especially in the localities of the poor, i.e. slums, villages, unauthorized colonies, resettlement colonies etc. The poor need municipal services and waste management to keep the city clean and hygienic. This needs a review of the practices of solid waste management, sweeping and regular maintenance of public spaces, parks and roads. Wastewater and storm water can be the assets by adopting strategy of recycling rainwater harvesting and by innovative ways of drainage, irrigation and urban farming.
- 2.2 Delhi Government is only one of the many players in the Housing Sector because land, land development and public housing are under the jurisdiction of the Delhi Development Authority under the Ministry of Urban Development, GoI. In order to realize the long term Goal of ensuring access for all to adequate, safe and affordable housing and basic services and upgrade slums under the framework of Sustainable Development Goal 2030, Government of India and Government of Delhi together have to take major policy interventions along with other stakeholders.
- 2.3 With the launching of Jawahar Lal Nehru National Urban Renewal Mission (JNNURM), Delhi Government got engaged in the construction of houses for economical weaker sections. However, given the huge size of targeted population, the Government initiative would be limited due to the fact that availability and allotment of land is under DDA. In order to cater to a projected population of 23 million by 2021, Delhi Master Plan Document (MPD-2021) is planning to add 20 lakh new dwelling units over the period 2001 to 2021, out of which 54% of the units would be for EWS category.
- 2.4 Among all the State and Union Territories, Delhi has the highest population density 11,320 persons per sq km. in 2011 at despite a decline in the decadal growth rate from 47.02 % during 1991-2001 to 21.20 % during 2001-2011. The city of Delhi is overwhelmingly urban; with 75 % of its total area (1483 sq km) falling in urban jurisdiction and the population

density in urban area is as high as 14698 persons per sq km as per 2011 Census. 16.37 million population i.e 98 % of total population (16.79 million) of Delhi is residing in urban areas. Highly urban character of Delhi exerts tremendous pressure on public delivery of services / civic infrastructure systems like water supply, sewerage and drainage, solid waste management, affordable housing, health and educational facilities etc. and poses a great challenge for the city government.

- 2.5 There is a virtual urban continuum between Delhi and the surrounding areas, which lie in the States of Uttar Pradesh and Haryana. With the imperatives of growth and development, the problems of Delhi have become complex, which have to be viewed both as a challenge in terms of the pressures of regular and floating in-migration, as well as opportunity in terms of planning and development in a regional context.
- 2.6 High growth of urbanization and the trend of growth of urban population in Delhi during last 12 Census are depicted in the Chart 14.1

Chart 14.1

URBANIZATION TREND OF DELHI DURING 1901-2011



3. Housing Conditions in Delhi

- 3.1. Housing and Urban Development is a priority Sector in the development of planning process in Delhi. Despite the challenges of population growth, migration and land

availability, housing stock has increased in Delhi over a period of time. According to 2011 Census estimates, there are 33.41 lakh households residing in 31.76 lakh houses which clearly indicates the shortage of housing. Houses in Delhi are not only used for residential purposes but also have commercial use.

Statement 14.1

Item No.	House-list Item	Absolute number			Percentage		
		Total	Rural	Urban	Total	Rural	Urban
A	Number of census houses						
A.1	Total number of census houses	46,05,555	1,24,422	44,81,133	100.0	100.0	100.0
A.2	Total number of vacant census houses	5,12,691	22,556	4,90,135	11.1	18.1	10.9
A.3	Total number of occupied census houses	40,92,864	1,01,866	39,90,998	88.9	81.9	89.1
B	Number of occupied census houses						
B.1	Total number of occupied census houses	40,92,864	1,01,866	39,90,998	100.0	100.0	100.0
B.2	Occupied Census Houses used as Residence	31,76,329	75,234	31,01,095	77.6	73.8	77.7
B.3	Residence -cum- other use	1,37,575	3,458	1,34,117	3.4	3.4	3.4
B.4	Shop/ Office	3,77,299	3,022	3,74,277	9.2	3.0	9.4
B.5	School/ College etc.	9,709	279	9,430	0.2	0.3	0.2
B.6	Hotel/ Lodge/ Guest house etc.	7,754	60	7,694	0.2	0.1	0.2
B.7	Hospital/ Dispensary etc.	7,853	113	7,740	0.2	0.1	0.2
B.8	Factory/ Workshop/ Work-shed etc.	90,945	829	90,116	2.2	0.8	2.2
B.9	Place of worship	8,668	354	8,314	0.2	0.3	0.2
B.10	Other non-residential use	2,37,244	17,713	2,19,531	5.8	17.4	5.5
B.11	No. of occupied locked census houses	39,488	804	38,684	1.0	0.8	1.0

Source: Census of India 2011.

- 3.2. As per 2011 Census, out of 46.1 lakh houses in Delhi, only 40.9 lakh were occupied and of the occupied houses, 77.6% were being used for residential purposes. As regards the other uses 9.2% of these housing units were being used for shops / offices, and 5.8% for entirely for non-residential purposes. The quality of housing in Delhi has improved over the last decades with the share of “good” houses having increased from 58% in 2001 to 66% in 2011. Nearly one – third of the houses need minor repairs and only 3% are in dilapidated condition and require major repair.
- 3.3. The trend of residential houses and households in Delhi and India during 1991, 2001 and 2011 is presented in Statement 14.2.

Statement 14.2

**RESIDENTIAL HOUSES AND HOUSEHOLDS IN
INDIA AND DELHI DURING 1991, 2001 & 2011**

S. No	Years	Households (Lakh)	Residential Houses (Lakh)	Difference of Households & Residential Houses (Lakh)
1.	1991			
	a. Delhi	18.62	17.14	1.48
	b. India	1520.10	1470.10	50.00
2.	2001			
	a. Delhi	25.54	23.17	2.37
	b. India	1919.64	1792.76	126.88
3.	2011			
	a. Delhi	33.41	31.76	1.65
	b. India	2466.93	2360.52	106.41

*Source: Tables on Households and Amenities, Census of India,
Ministry of Home Affairs 1991, 2001 & 2011.*

- 3.4. As per the census 2011, the distribution of households by type of structure of houses in Delhi is “Good” to the extent of 60.19%, 36.19% is “Satisfactory”, and the rest 3.62% is rated as “Bad”. The survey revealed the structure-wise composition of houses as 99.10% of the total households are pucca houses, 0.68% semi-pucca houses and 0.22% kutcha type of houses.

Statement 14.3

CONDITION OF CENSUS HOUSES

Item No.	House-list Item	Absolute number			Percentage		
		Total	Rural	Urban	Total	Rural	Urban
1	Total house	33,13,904	78,692	32,35,212	100.0	100.0	100.0
2	Good	21,81,500	43,489	21,38,011	65.8	55.3	66.1
3	Liveable	10,39,572	32,234	10,07,338	31.4	40.9	31.1
4	Dilapidated	92,832	2,969	89,863	2.8	3.8	2.8

Source: Census of India 2011

- 3.5. Ownership of houses in Delhi is also high with 68% of the households having own houses and 32% living in rented premises (2011 Census). New Delhi, being the only District, having a higher share of rented than owner occupied housing.

Statement 14.4

	Ownership status		
	Owned - households	Rented - households	Other - households
NCT of Delhi	68.2	28.2	3.6
North-West	72.5	24.1	3.4
North	69.2	26.4	4.3
North-East	75.3	23.3	1.4
East	68.3	28.6	3.1
New Delhi	13.0	56.6	30.4
Central	70.7	24.7	4.6
West	73.1	23.4	3.5
South-West	58.1	38.0	3.8
South	63.5	32.8	3.7

Source: Census of India 2011

4. Basic Facilities

- 4.1. One of the duties of the State is to provide all its citizens with adequate access to basic services like Water, Sanitation, Electricity and Transport. As per 2011 Census data, provisioning of basic services in Delhi improved significantly over the last decade. There is a near universal electrification and 99% of the households have access to sanitation facilities. The supply of drinking water by Delhi Jal Board now reaches 81% of the

households against 75% 10 years ago. Less than 1% of the households are without both toilet and electricity facilities. There is a significant improvement in the availability of basic services in Delhi as depicted in the statement 14.5:

Statement 14.5

AVAILABILITY OF BASIC FACILITIES IN DELHI

S. No	Items	2001 Census (in lakh)	Percentage of Total Households	2011 Census (in lakh)	Percentage of total Households
1.	Electricity	23.72	92.86	33.11	99.1
2.	Toilet facility	19.91	77.96	29.91	89.5
3.	Electricity and Toilet facility	18.74	73.77	29.80	89.2
4.	Electricity available but no toilet facility	4.98	19.49	3.31	9.9
5.	Toilet available but no electricity	1.17	4.59	0.11	0.3
6.	No electricity and toilet facility	0.65	2.55	0.19	0.6
7.	Water supply				
(i)	Piped water supply	19.24	75.33	27.17	81.3
(ii)	Hand-pumps/tube-wells	5.60	21.91	4.58	13.7
(iii)	Wells	0.01	0.04	0.03	0.1
(iv)	Other sources (river/canal/tanks)	0.69	2.72	1.63	4.8

Source: Census : 2011

5. Unauthorized Colonies

- 5.1 It is estimated that in Delhi there are 1797 Unauthorised Colonies, which are to be regularized as per government policy. These have about 40lakh population which needs to be effectively incorporated in the mainstream of urban development. This requires provision of infrastructure services and facilities for which differential norms and procedure have been devised.
- 5.2 The Delhi Government and its agencies, Delhi State Industrial and Infrastructure Development Corporation (DSIIDC), Department of Irrigation and Flood Control (I&FC), Delhi Jal Board (DJB), Public Works Department (PWD) and Municipal Corporations of Delhi (MCDs) are providing services in the regularized unauthorized colonies. Delhi government had distributed provisional regularization certificates to 895 unauthorised

colonies in 2008. However, in only about 70 colonies development work had been carried out. About 580 of these colonies had come up on government land and another 300 came up on private land but have some plots on government land.

6 Slum Free City

- 6.1 In Delhi three million people live in slums, almost without hygienic sanitation, drinking water facility and a clean place to urinate and defecate. The public and individual toilet facility, particularly for women and children, is a critical area of concern.
- 6.2 With the aim of making Delhi a slum free city, the Delhi Government has, in its Approach Paper of 12th Five Year Plan, outlined mission objectives that embrace human development goals, irrespective of class and status. These goals includes environmental sustainable urbanization, provisioning of basis amenities in all the habitats irrespective of their status, urbanization for more inclusive growth with provisioning of social services, skill development and policy initiatives for productive employment for EWS workers and convergence of all programmes to make Delhi slum free city.
- 6.3 According to Census of India 2001, 16.3% of urban households were residing in slum of NCT of Delhi, whereas in India, this is 14.8%. This clearly shows that percentage of slum households in NCT of Delhi was higher than the national average in 2001. In 2011, there was proportion of slum households reduced to 11.3% in Delhi by 2011, whereas, it increase to 17.7% countrywide. It clearly indicates that Government of NCT of Delhi has managed to reduce the slum dwellers in the State. The reduction of slum dwellers in the NCT of Delhi has been a result of consistent efforts by GNCTD.
- 6.4 The minimum basic amenities are currently being provided in all the slum clusters. A number of schemes like “Pay & Use Jan Suvidha Complexes”, “Basti Vikas Kendras” to meet the social consumption requirements of slum dwellers, “Sishu Vatika” etc. to create space for slum children are under implementation for betterment of lives of slum dwellers.

7 Jhuggi Jhopri Bastis/ Cluster

- 7.1 The inception of slums or Jhuggi Jhopri basties/clusters started with the development of cities. In Delhi the formation of slums observed even before Independence. The main reasons behind the formation of slum basties/ clusters were due to various factors such as flow of migrants from neighboring states for livelihood and employment. The condition was manageable before 1970 and most of slums were resettled. After 1970, the high pace of development of Delhi and slow development in other states in northern India speeded up the flow of migration to Delhi resulting in massive increase in slum and J.J. basties/ clusters.

- 7.2 The exact number of JJ basties/ clusters was enumerated in a survey conducted by Government of Delhi in 1990. The survey report mentioned that there were 929 slum basties/ clusters and around 2.59 lakh households in Delhi. Delhi Urban Shelter Improvement Board estimated the number of jhuggi jhopri basties/ clusters and slum population of Delhi during the year 2010. It is estimated that there are 675 slum basties/ clusters with 4 lakh households having a population of 20 lakh in Delhi.
- 7.3 The 69th round of NSS survey, inter-alia, include the subject on condition of urban slums. Unlike the previous surveys conducted under the NSS rounds, where the information was collected from each selected household, information on the civic facilities of the slums was collected from one or more knowledgeable persons in respect of each of the selected slums. About 6343 slums with approximately 10.20 lakhs households were estimated to be in existence in urban Delhi in 2012. Average 161 households per slum were found to be in these slums.
- 7.4 About 90% of slums were built on public land, owned mostly by local bodies (46%), railways (28%) and state government (16%), etc. 16.19% of the slums have cropped up along nallah/drain, around 27.64% along railway lines, approximately 27.73% at open places/parks and the remaining 28% of the slums at other places. About 74.46% slums are surrounded by residential areas, 3.36% by industrial areas, 0.66% by commercial areas and rest by other type of areas. 54.91% of slums are composed of pucca structure, 29.47% semi pucca and only 15.62% of slums were having unserviceable katcha structure.
- 7.5 For 86.50% of slums, the major source of drinking water was either tap or hand pump. The most of the residents of about 30% of the slums are using septic tank/flush type of latrine facility. At the other extreme, 22% slums did not have any latrine facility at all. Underground sewerage existed in only about 16.30% slums. About 98.38% of the slums were having underground/covered pucca/open pucca open katcha drainage system. Only 1.62% of the slums were having no drainage system.
- 7.6 Local bodies were collecting garbage from 31.45% of slums. Out of the slums in which garbage collection is done by local bodies, the frequency of the collection was 37% on daily basis, while in 32% of slums garbage was collected atleast once in two days, once in 3 to 7 days in 29% slums and once in 8 days to 15 days in 0.68% of slums and remaining 2% falls in other category having no regular mechanism for garbage disposal.
- 7.7 About 48% of the slums had a motorable (Pucca/Kutchka) approach road. About 77% of slums were having pucca road/lane/path within the slum. About 16.76% of slums were electrified with both street light and household use, 23.90% for household use only, 58.96% for street light only, while in 0.38% of slums there was no electricity. About 86.74% of the slums were having primary schools in the proximity of less than 0.5 km.

- 7.8 About 19.28% of the slum clusters were having the government hospital within a distance of 0.5 km, 28.33% in the distance 0.5-1 km, 36.31% in the distance 1-2 km, 14.27% in the range of 2-5 km and 1.81% slum clusters are covered by government hospitals in the distance of 5 km and above. About 9.30% of the slums were usually affected by water logging (inside of slum as well as approach road also) during monsoon. About 4% of the slums in Delhi were having associations either formal/informal for improving the condition of the slums formed by the slum dwellers themselves.

8 Delhi Urban Shelter Improvement Board (DUSIB)

- 8.1 Delhi Urban Shelter Improvement Board has come into existence under Delhi Urban Shelter Improvement Board Act, 2010, passed by the Legislative Assembly of the National Capital Territory of Delhi on the 01st April, 2010. The Delhi Urban Shelter Improvement Board has been nominated as nodal agency for the implementation of scheme of relocation/rehabilitation of JhuggiJhopri clusters in Delhi like improvement of environment, relocation and in-situ development of slums in Delhi.
- 8.2 DUSIB is primarily responsible for the qualitative improvement of slum settlements and providing various kinds of services for slum dwellers in the city. It also undertakes works relating to provision of shelters to the urban poor / slum dwellers under the policy for relocation of slum and JJ dwellers, including the provisions of built up flats under exceptional circumstances, when the properties / katras become dangerous / unfit for human habitation. The main thrust is to provide minimal civic infrastructural facilities like toilets, bathrooms and BastiVikasKendras (Community Centres) in JJ Clusters.
- 8.3 The broad activities of DUSIB are as follows;
- Construction, Management and Maintenance of Night Shelters.
 - Construction of low cost Housing under EWS for Slum dwellers under Jawahar Lal Nehru National Urban Renewal Mission (JNNURM).
 - Relocation of squatters.
 - In-situ up-gradation
 - Environmental Improvement in Urban Slums.
 - Construction of Pay and Use Jansuvidha (Toilet) Complexes.
 - Construction of Basti Vikas Kendras / Community Halls.
 - Structural Improvement and Rehabilitation of Katras.
 - Work on behalf of Trans Yamuna Area Development Board.
- 8.4 MPD-2021 Mandates In-situ slum rehabilitation, including using land as a resource for community and private sector participation;

- In order to prevent growth of slums, mandatory provision of EWS housing/slum rehabilitation in all group housing to the extent, minimum 15% of the proposed FAR on the plot.
- Housing for urban poor to the extent of 50-55% of total;
- Recategorisation of housing types, development control norms and differential densities to make EWS/LIG housing available and economical.
- Shift from plotted housing to group housing for optimal utilization of land;
- Private sector participation for development/ redevelopment of housing;
- Removing unnecessary controls (like height) for optimum utilization of land and to facilitate creation of 'signature' projects.
- Enhancement of ground coverage, FAR and height for residential development.
- MPD-2021 envisages that for in-situ rehabilitation of JJ bastis, a maximum of 40% land can be used as a resource and minimum of 60% of land has to be used for in-situ redevelopment to rehabilitate JJ dwellers.

8.5 MAKING SLUM AND JJ BASTIES OPEN DEFECATION FREE

- 8.5.1 There are 675 Slum & JJ Basties in Delhi having more than 3 lakh Jhuggies. As per the survey conducted by DUSIB in April 2016, 253 Open Defecation spots got identified at 216 locations. DUSIB has assessed total requirement of 36600 WC toilets based on the guidelines of Swatchha Bharat Mission of 1 set for 30 persons.
- 8.5.2 There are 17405 WC Seats are available in these Basties upto March 2016 including 3987 WC Seats available in the toilet complexes of Delhi Municipal Corporations. DUSIB has planned to construct more than 15000 WC Seats and during 2015-16, it had added/renovated 4000 WC Seats. During 2017-18, around 9000 Seats are to be added. Thus DUSIB has planned to add a total of 20000 WC Seats by the end of 2017-18 to make the JJ Basties declared ODF.
- 8.5.3 Existing toilet complexes are getting improved and new toilet complexes are built with innovative design. All signage have been standardized, improved and made more informative. DUSIB has also planned portable mobile toilets for those locations where there are no water and toilet facilities. These toilets will have chemical technology to recycle the water for flushing and collection and discharge of sludge in nearby sewerage system after 70/80 uses.
- 8.5.4 DUSIB has requested all land-owning agencies to issue NOC to it for construction of toilets in JJ Basties.

9 EWS HOUSING

- 9.1 Under Sub Mission-II Basic Services to the Urban Poor (BSUP) of JNNURM, Government of India had approved 8 Projects of DSIIDC, 6 projects of DUSIB and 1 Project of NDMC with the revised cost of ₹ 2514.27 crore for construction of 52584 dwelling units. The construction of 24504 flats has been completed and 28080 flats are under different stages of construction. Only 717 units got occupied by the end of March 2016. The issues and problems for low occupancy are very low eligibility rate qualifying for getting the dwelling unit, non-availability of required peripheral infrastructure facilities, apprehension of allottees of losing livelihood after shifting. Other issues for in situ development of JJ clusters are lack availability of land and for providing alternate accommodation to the JJ dwellers for development of the colony.
- 9.2 DUSIB has constructed 10684 EWS houses at Dwarka, Sultanpuri and Sawda Ghevra. 7400 EWS houses are under construction at Bhalswa which are likely to be completed by 31.03.2017. The DSIIDC has constructed 13820 EWS houses under JNNURM and 28080 EWS houses are under construction at various locations in Delhi, viz., PoothKhurd, Baprola, Bawana, Narela, Ghoga and Bhorgarh.

10 NIGHT SHELTERS

- 10.1 Besides, coordinating the EWS housing projects, DUSIB also looks after the services of night shelters in Delhi. There are a total number of 266 night shelters (81 permanent shelters, 115 shelters in porta cabins), and 68 running in tents and 02 subways to be used in winter only. The total capacity has enhanced to 21724 during 2016-17. It is ensured by DUSIB that there is availability of electricity and water, adequate number of clean toilets, blankets, daris, jute mats etc. to serve the people in the night shelters.
- 10.2 Medical facilities also are provided in the night shelters and in 10 Night Shelters, Skill Training / Vocational training is being provided to the inmates in 2016-17.

11 Trans Yamuna Area Development Board

- 11.1 For development of Trans Yamuna area in a proper, speedy and sustained manner, Trans Yamuna Area Development Board (TYADB), an advisory Board was constituted in 1994. The Board approves and recommends works for the development of infrastructure in Trans Yamuna area. Various agencies are involved in the development of infrastructure facilities in Trans Yamuna area such as Delhi Jal Board, Municipal Corporation of Delhi, Public Works Department, Department of Irrigation and Flood Control and Urban Development. After the inception of Board, most of the activities relating to the development of infrastructure in Trans Yamuna area are coordinated by the Board. The agency-wise expenditure of TYADB during 2008-09 to 2015-16 is presented in Statement 14.6.

Statement 14.6

AGENCY-WISE EXPENDITURE OF TYADB: 2008-2016

(` Crore)

S. No.	Name of Agency	2008 -09	2009-10	2010 -11	2011 -12	2012-13	2013-14	2014-15	2015-16
1	Delhi Jal Board (DJB)	15.17	23.00	17.00	15.75	2.00	3.00	2.00	3.57
2	Municipal Corporation of Delhi (MCD)	72.60	40.00	39.93	60.00	70.00	109.86	80.00	30.00
3	Public Works Department (PWD)	0.28	0.01	-	0.47	4.82	0.05	0.09	-
4	Irrigation & Flood Control Department (I&FC)	10.93	15.00	9.78	10.00	18.93	19.99	22.71	-
5	Urban Development Department (UD)	-	-	-	2.50	-	-	5.50	0.00
6	Delhi Urban Shelter Improvement Board (DUSIB)	-	-	-	-	-	1.29	3.29	2.25
	Total	98.98	78.01	66.71	88.72	95.75	134.19	113.59	35.82

Source: Urban Development Department, GNCTD

12 Development of Walled City- Delhi

- 12.1 For maintaining the original heritage character and to improve the environment in the walled city area, a comprehensive redevelopment plan has been prepared. It involves the active participation of governmental and non-governmental agencies and professionals for rejuvenating and maintaining the heritage areas. For ensuring the development of Walled city of Delhi, the Shahjanabad Re-development Corporation has been established. The major activity of the Corporation is to promote conservation of built and natural heritage in the National Capital Territory of Delhi which needs to be protected, nourished and maintained by all citizens. The corporation is to conserve the civic and urban heritage those are architecturally significant and are having socio-cultural value without any profit to do.
- 12.2 The project for Redevelopment of Chandni Chowk was approved at an estimated cost of ` 47.26 crore for improvement of roads, making all overhead hanging wires and services underground, improving traffic circulation and for restoring heritage character of Chandni Chowk area.