Challenges of Urban Slum: A Case of Faridabad City

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Abstract: This article analyses the efforts of state agencies in improving the conditions of slum areas of Faridabad, Haryana with focus on schemes and policy of state and central government of India. Slum population in Faridabad has the highest density. The physical conditions and environment of these shelters are not healthy. Despite all efforts of the state government, why this industrial town is not able to tackle the menace of slum? The city faces many challenges from relocation of refugee during partition in 1947 to industrialisation in 1970 to 1980. In year 2001, the city crosses the benchmark of 1-Million population. The phenomenon of the informal sector has generally confined to the poor working people involved in production of goods and services. The city is planning for Transit-oriented development along the mass rapid transit to promote affordable housing and other facilities around transit stations areas. To understand the vision of “slum free city” we first need to address the reality ground of slum. This paper would discuss different urban development schemes and initiatives by the central and state government to make Faridabad as slum free city. The study is an assessment of the past urban planning policies & programmes which has led to slum growth in Faridabad city.

Keywords: Resettlement, displaced, slum area, housing, rehabilitation, urban poor

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1 INTRODUCTION

The urban population in India is increasing over the past decade and this phenomenal growth trend will continue in the year to come. The urban population of the city increased to double from year 1901 to 1947 and it increased again six times from 1947 to 2001 (Venkatachalam 2015). The Census of India 2001 indicates that slum populations are about 22.58% of the total urban populations. The population of urban poor in 2001 has been estimated as 82 million (MoUDPA 2001). This slum population increased to 31% as per census 2011. It is noticed in many cities that urban sprawl expand on their periphery. Slums are not always located on the periphery area but the core area of the city (Moriconi-Ebrard and Marius-Gnanou 2007). According to UN report title “The Challenge of Slums” defines a slum as a condition of household that lacks durable housing, access to safe water, sanitation services, secured tenure and proper living space. However, slums do not provide accommodations to urban poor, nor are all slum dwellers always poor (Joshua and Glanda 2016).

As per report on Slums in India - A Statistical Compendium 2015, about 380 million slum populations live in urban areas and it is estimated that by the year 2030 this population will increase to about 600 million. One of the major challenges of the slum population is affordable housing, sanitation and pollution free environment. According to the Slum Census 2011, 66% of statutory towns in India have “slums”. The main problems of the city are the shortage of housing. In most cases the slums are developed near the work place. Faridabad city development plan prepared by CRISIL argues that “the proliferation of slums is due to the high cost of housing as also proximity to the place of work. The number of slums has been continuously increasing; the slum dwellers do not have access to basic services” (CRISIL 2006). UN-Habitat report mentioned that “These slums population do not have access to adequate housing, and lack access to safe water and sanitation. These people live in overcrowded and un-serviced slums, often situated on marginal and dangerous land” (UN-Habitat 2003). There is a positive side of the slums that they provide accommodation at low cost and affordable housing to poor people who come to city first time. Slum people earn their living from the activity in the informal sector. The inadequate affordable housing supply forced poor people to live in slums, Jhuggis or “illegal” squatter settlements (HSMI 2016).

2 DEVELOPMENT SCENARIO OF FARIDABAD CITY

Faridabad city is known as the industrial town of Haryana and part of National Capital Region (NCR) of Delhi. The city was created in 1707 AD by the Shaikh Farid, treasurer of Jahangir (Directorate of Census Operations Haryana 2011). It is the major city in Haryana state and its economy is mainly based on industrial activities. The city was selected by Government of India for rehabilitating the displaced populations who migrated during the partition of India in 1947. Faridab-

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3 POLICIES AND PROGRAMMES OF URBAN DEVELOPMENT

3.1 Resettlement of the Displaced Persons (Land Acquisition) Ordinance, 1948

Following the Partition of India in 1947, the first housing initiative was proposed for the resettlement of millions of homeless refugees (CPPR 2016). The “Resettlement of the Displaced Persons (Land Acquisition) Ordinance, 1948” empowered the government to acquire any land for the purpose of housing the displaced persons (Chakravarty 2014). It was a difficult task to implement the rehabilitation programmes in urban areas. Central government issued certain directives to all state governments regarding housing. It helps in identifying suitable sites and construction of houses therein. The abandoned homes left by the Muslims migrated to Pakistan were the first option to allocate the incoming migrants (Planning Commission 1951).

It was decided by the Indian Government that the initially property of the evacuees has to be kept in the trust of the government which would act as custodians of all such “evacuee property”; and the full ownership of their properties would be given to them when the migrants would return. The very target of the state in establishing property as “evacuee property”, of letting the migrants to actively contribute in the process of categorizing such property, and finally, of transfer the possession of such property to incoming refugees from West Pakistan, are all important markers of how rehabilitation in the West from the very beginning was visualised as dependent upon the displacement of the Muslims.

As far as rehabilitation of refugee from West Pakistan are concerns, the two main groups have been left out in the rehabilitation process i.e. Schedule Caste and women. To accommodate the Schedule Caste populations in urban areas was a bigger task as they were not allotted to any evacuee property or home. They were forced to live in the slums. The age-old discrimination of caste and class have not spared these people even in abnormal times. Therefore single-roomed tenements or mud houses were constructed to homeless Schedule Caste in Delhi (Chapter II 2006).

3.2 Planning Commission-Five Year Plan

The First Five Year Plan focuses on housing programmes after partition of India for rehabilitation of refugees. During the first plan about 742,000 houses or tenements were constructed by state governments, central ministries and public authorities. The Ministry of Rehabilitation made provision of 322,000 houses or tenements in urban areas in Second Five Year Plan (Commission 1957). The Second Five Year Plan focuses on “Slum Clearance and Sweepers” Housing and other

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**Table 1.** Faridabad city population and slum population percentage

<table>
<thead>
<tr>
<th>No.</th>
<th>Year</th>
<th>City population</th>
<th>Slum population</th>
<th>Slum population %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1981</td>
<td>330,864</td>
<td>92,641</td>
<td>28.0</td>
</tr>
<tr>
<td>2</td>
<td>1991</td>
<td>617,717</td>
<td>148,252</td>
<td>24.0</td>
</tr>
<tr>
<td>3</td>
<td>2001</td>
<td>1,055,938</td>
<td>490,981</td>
<td>46.5 (as per MoHUPA)</td>
</tr>
<tr>
<td>4</td>
<td>2011</td>
<td>1,438,855</td>
<td>215,053</td>
<td>14.94 (as per Census 2011)</td>
</tr>
</tbody>
</table>

Figure 1. Slum locations in Faridabad (Narayan 2013)
housing”. The Second Five Year Plan (1955–1956 to 1960–1961) initiated the housing programmes under Subsidized Industrial Housing Scheme (SIHS) for 128,000 tenements, and 110,000 tenements for re-housing.

The Third Five Year Plan targets to provide 100,000 houses/tenements under slum clearance, 73,000 for SIHS and 75,000 for Low Income Group (LIG) and workers of coal and mica industries. It provides for a programme of about Rs. 29 crore for slum clearance and improvement (Planning Commission 1961). The Fourth five Year Plan period 1963–1969, estimated 69,556 numbers of tenements under slum clearance & improvement and 165,623 numbers of tenements for subsidized housing schemes for industrial workers and economically weaker sections to be built by 1968–1969.

The Sixth Five Year Plan (1980–1985) proposed a strategy for relocating the slum populations of urban areas in the future. The total outlay for the Environmental Improvement of Slums (EIS) programme was Rs. 151.45 crores. HUDCO increased their equity to Rs. 75 crores from Rs. 25 crores. In the Seventh Plan 1985–1990 emphasis total outlay in State Plans for the Environmental Improvement of Slums (EIS) programme of Rs. 269.55 crores (Planning Commission 1980).

In the Eighth Five Year Plan, a pilot project was initiated in 1986 in the name of Urban Basic Services Scheme (UBSS), with the involvement of state governments and UNICEF (Planning Commission 1992). In the Ninth Five Year Plan was given to in situ slum up-gradation and renewal of old & dilapidated housing stock. In the Tenth Five Year Plan (2002–2007) under Valmiki Ambedkar Awas Yojana, the finance of community toilet complex were undertaken, access to potable drinking water improvement, particularly in urban slums and remote areas (Planning Commission 2002). In the 11th Five Year Plan 2007–2012, for the first time in India, Census slum data were collected by the Registrar General of India for cities having urban population of 50,000 and more. Slums and slum rehabilitation and housing for slum dwellers were initiated as per the 2001 Census and the availability of housing and other basic amenities to them (Planning Commission 2007). In the 12th Five Year Plan Rajiv Awas Yojana was initiated in 2011 for urban poor. It also focuses on promoting economic opportunities for women in urban slum areas and creation of work sheds for women (Planning Commission 2012).

### 3.3 Punjab Slum Area Act-1961

The combined Punjab State in 1961 formulated “The Punjab Slum Areas (Improvement Clearance) Act-1961”. The main objective of this act was “to provide for the improvement and clearance of slum areas, for the establishment of the Slum Clearance Board for undertaking the development or re-development of slum areas, rehabilitation of slum dwellers in the State of Haryana and for the protection of tenants in such arm, from eviction” (Punjab 1961). Through this act the state government establishes Slum Improvement Board.

### 3.4 National Slum Development Program-1966

“The National Slum Development Program (NSDP) was launched in 1996” with objective of the scheme up-gradation and improvement of urban slum through development of infrastructure and housing activities like development or roads, drains, street light, drinking water community latrine and bath etc. (Buckley et al. 2005).
3.5 The Constitution 74th Amendment Act 1992

“The Constitution Seventy Fourth Amendment Act 1992” aims at revitalizing and strengthening the urban governments so that they function effectively as units of local government. The Twelfth Schedule (Article 243-W) focuses on urban area and includes slum improvement and upgradation. This act provides greater constitutional status to the local bodies in urban areas.

3.6 Valmiki Ambedkar Awas Yojana-2001

Government of India in December 2001 launched the Valmiki Ambedkar Awas Yojana (VAMBAY). The main objective of this scheme was to provide shelter or upgrade the existing shelter in Urban Slums for people living Below Poverty Line, with a view to achieve the goal of “Shelter for All” under Bharat Nirman Scheme.

3.7 Jawaharlal Nehru National Urban Renewal Mission-2005

Another Government of India scheme was initiated in the name of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) in 2005. The main aim of this scheme was to encourage reforms and fast track planned development of identified cities. The mission objective is to make provision of basic services to the urban poor including security of tenure at affordable prices, improved housing, and water supply and sanitation. Faridabad City Development Plan (CDP) 2006–2010, was prepared for the municipal corporation’s corporate strategy that presents both a vision of a desired future for the city and the corporation’s organization, as well as mission statements on how the corporation, together with other stakeholders, intends to work towards achieving this long-term vision in the next five years (CRISIL 2006).

State of slums in India – a statistical compendium 2011 by Ministry of Urban Development and Poverty Alleviation stated that “the major programmes started by the Government of India towards inclusive city development with focus on slums, including the provision of basic services and affordable housing to the urban poor, are the Jawaharlal Nehru National Urban Renewal Mission (JNNURM)-Basic Services to the Urban Poor (BSUP) and Integrated Housing & Slum Development Programme (IHSDP) components – launched in 2005, and the two schemes entitled Interest Subsidy Scheme for Housing the Urban Poor (ISHUP) and Affordable Housing in Partnership, launched in 2009” (MoHUPA 2011).

3.8 Integrated Housing & Slum Development Programme-2005

Another scheme, “the Integrated Housing & Slum Development Programme (IHSDP) was launched by Government of India (GOI) in December, 2005 by replacing the schemes namely, National Slum Development Programme (NSDP) and Valmiki Ambedkar Awas Yojana (VAMBAY). In Haryana under IHSDP, 18 projects for 15 towns estimate Rs. 262.13 crore were approved by GOI, out of which GOI share is Rs. 209.71 crore. An amount of Rs.104.85 crore was released by GOI as central share and Rs. 26.22 crore was released by state government of state share. The GOI had earmarked an amount of Rs. 133.05 crore for IHSDP for Mission period 2005-2012 against which DPRs (Detail Project Report) having Central Share of Rs. 209.71 crore has already been approved. Under this program 7,537 housing units has been constructed and work of 2,165 units is in progress”. For this program Rs. 179.76 crore has been distributed to council in budget year 2012–2013 (Singh 2012).

3.9 Rajiv Awas Yojana-2011

Rajiv Awas Yojana (RAY) was initiated in 2011 with implementation phase from 2013–2022. “The vision of RAY is to make ‘Slum Free India’ with inclusive and equitable city (Ministry of Housing & Urban Alleviation 2013). The objective of the RAY is improving and provisioning of housing, basic civic infrastructure and social amenities in intervened slums, enabling reforms to address some of the causes leading to creation of slums. The Government of India has sanctioned Rs. 168.636 crore for the state for Slum Free City Planning under RAY. During fiscal year 2011–2012 Rs. 65.35 crore were provided which also included Rs 10 crore by state government and for the current fiscal year 2012-2013 there is a proposal for Rs. 19.00 crore” (Singh 2012). The GOI has released Rs. 109 crore to the state. Accordingly, the state government has also sanctioned/released Rs. 127 crore after adding its proportionate state share to the concerned implementing agencies.

3.10 “Housing for All by 2022”

Prime Minister Awas Yojana (PMAY) is a social welfare scheme. Housing for All by 2022 scheme was initiated in 2015 for making housing affordable for people from every section of society. This scheme focuses on providing affordable housing to economically weaker sections (EWS) and low-income group (LIG) to help in slums eradication. Under this scheme, housing loan of up to Rs 6 lakh will be available at a rate of 6.5% under “credit linked subsidy” for 15 years for addressing the housing needs of the EWS/LIG segments in urban areas.

Government of Haryana has different department dealing with the urban development, i.e. Department of Town and Country Planning and Urban Estates, Department of Urban Local Bodies and Department of Housing. Government of Haryana target-2019 aim to construct 40,000 BPL houses provided with modern facilities under affordable housing schemes with focus on tomorrow to modernization for housing facilities to urban-poor families (Analysis 2018).

3.11 Slum-in-Situ Rehabilitation Policy under Housing for All-2018

The Government of Haryana, Urban Local Bodies Department notifies a comprehensive “Slum-in-Situ Rehabilitation Policy under Housing for All-2018” under the Section 345 & 398 (2) (a) of the Haryana Municipal Corporation Act 1994 and Section 250 (a) of the Haryana Municipal Act 1973 on 17 May, 2018. This act states that central government land/state government land/ULB land, private land should be taken for in
The land under slum areas will be a resource for slum improvement projects. The decision of ownership rights, renewable, mortgage and inheritable leasehold rights shall be decided by the state government.

Affordability of house in the core urban area and transportation cost to the periphery areas are the main issues faced by the poor people. If the cost of transportation is high, there are chances of more slums in the core city areas. If redevelopment of existing slums is part of urban development project, the resettlement should account for both the cost of housing and transportation from the new housing to the existing job centers of the displaced residents. If the cost rises beyond an established benchmark, alternatives should be considered (Singh 2013).

3.12 Scheme for Development of SC Basties

“The objective of this scheme is to provide benefits to SC basties other than those covered under the scheme of Development of Municipal Wards with more than 50% SC population. During the financial year 2013–2014, Rs. 38.50 crore was released to the municipalities. During the current financial year 2014 – 2015, a budget provision of Rs. 50.00 crore has been made; the same was released to the municipalities up to 23.02.2015”.

3.13 Slum Strategies Adopted in the City

Faridabad undertook variety of slum related programmes and schemes over a period of time. The Slum Clearance and Relocation of 1970’s was adopted in which most of the slum clusters were relocated on the periphery of the city. Environmental Improvement (1981–1985) scheme covered 18,849 household for making provision of water supply, paved streets and community latrines baths. In the Slum Upgradation & Resettlement (1986) scheme, the resettlement of 8,455 families was done and 11 slums were regularized. Urban Basic Services Programme initiated in 1986 and also in 2005 covered the household of 25,807 for providing basic amenities, upliftment of women and children source: M.C.F. Records and Reports (Published & Unpublished). From the IHSDP fund 2,072 dwelling units were constructed against DU’s of 7,294 in relocation of projects and for in situ development projects of slums 7,639 DU’s were constructed against proposal of 8,381 DU’s in Haryana (Narayan 2013). The JNNURM has a sub mission named as Basic Services to the Urban Poor (BSUP) which focuses on the integrated development of slums. With the fund from JNNURM, 1968 dwelling units at Dabua Colony at the cost of Rs. 39.83 crore and 1280 dwelling units were constructed at the cost of Rs. 19.71 crore in Bapu Nagar, Faridabad (Ministry of Urban Development 2013). The slum dwellers haven’t taken possession of these houses as the flats size are small, inadequate common areas like corridors, absence of interaction spaces (Nirmala 2017). The MCF plan, to rehabilitate 21,868 slum families, as and when suitable land is provided by the concerned departments. The cost of this Slum Free City Plan of Action is estimated to the tune of Rs. 2,477.58 crore. As per 2001 census survey, about 27,021 slum families have been identified squatting on the land of MC, Faridabad. Further, the MCF has also identified 21,868 slum families squatting on land belonging to HUDA or central/state government department/boards/corporations.
3.14 Role of Slum Dwellers, Voluntary Organizations and Local Politicians

Many slums dwellers have prepared a semi-structured drainage but they have not been involved in government sponsored schemes and programmes. N.G.O.’s role in up-gradation of slum dwellers is very limited; they help in organising a few health camps, and play a role in providing a few vocational centres for females and anganwadi’s for children. The politicians in India largely treat slum dwellers as their vote banks and mostly slum’s name are after their name. These slum dwellers vote more often than citizens in affluent areas. They are “useful”, often necessary, to the working of the city and the national economy (Saglio-Yatzimirsky 2013).

3.15 Reasons of Gaps in the Slum Area Development

The main issue of land in relation to rehabilitation of Faridabad’s slum dwellers remains unaddressed as most of the land under slum different agencies, i.e. Indian Railway, HUDA, HSIIDC or individual plot owner. Slums are located mainly along railway track, mainly, national highway and near industrial areas. Faridabad is selected to be a smart city as per the flagship mission of Ministry of Urban Development, Government of India that particularly aims at creating 100 smart cities in their 5 years tenure, Faridabad also becomes one of the selected smart cities yet it has to tackle the issue of slums. The policy further specifies that “For ‘Redevelopment’ projects within the Intense or Standard TOD Influence zones, FAR-Density bonuses permitted only if: a. Existing density is ≤250 du/ha; b. If existing gross density is greater than 250 du/ha, FAR-density bonus may be availed only if the area is notified for redevelopment (e.g. slums, unauthorized colonies, special areas, etc.). Retrofitting for better access and physical infrastructure provision in these areas may also be required.”

4 CONCLUSIONS

From the settlement of refugee schemes in 1948 to Slum-in-situ Rehabilitation Policy under Housing for All- 2018, the Government departments fails to minimize the problems of slums. To solve the problems of urban slums, India adopted different strategies over period of time. Slum clearance was on focus till the Fourth Five Year Plan. Policies and programmes framed and implemented at the national level were adopted here too. It cannot be denied that JNNURM has been instrumental in slum area development in Faridabad. Interestingly, the BSUP slum housing projects started in Faridabad with the funding of JNNURM-2005 and the slum population decline after the implementation of these housing projects in Faridabad. The in-situ slum development is more effective than relocation of slum dwellers on outer periphery as slums are located near the work place.

Despite all efforts by the central and state government, the slum populations are increasing and although their living condition and physical infrastructure are improving. The intention and process of the implementing agencies lack the spirit to eradicate the problems and improve the conditions of urban slums. Implementation of RAY in India is successful at some places and at some other places the action plan failed because people took the benefits of the scheme but are not ready to move and have took the scheme as an opportunity to earn and don’t want to embrace the conclusive approach of agenda. Housing for all policy could present more advantage in development of in-situ slums.

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