

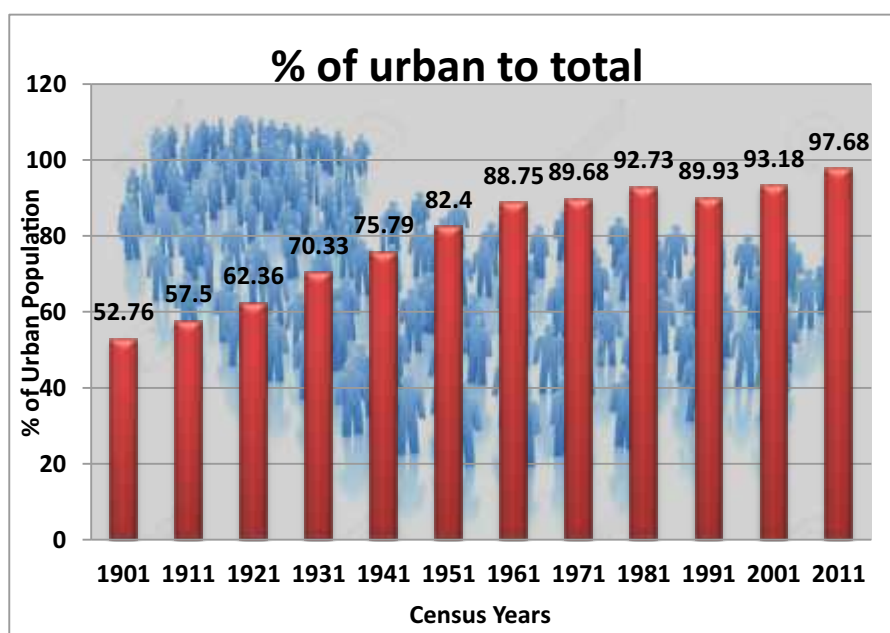
# CHAPTER 14

## HOUSING & URBAN DEVELOPMENT

Among all the state and Union Territories, Delhi has the highest population density in 2011 at 11,297 per sq km. despite a decline in the decadal growth rate from 47 % during 1991-2001 to 21 % 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.

- High growth of urbanization and the trend of growth of urban population in Delhi during last 12 Census is depicted in the graph below:

**Chart 14.1**  
**URBANIZATION TREND OF DELHI DURING 1901-2011**



### 3. Housing

- The demand for housing in Delhi is relentless, as more and more people continue to come to this Metro City in pursuit of education and employment opportunities, population growth as well as in-migration. It is estimated that the migration to Delhi is around 78000 per annum.

- 3.2. 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.
- 3.3. 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.
- 3.4. The trend of residential houses and households in Delhi and India during 1991, 2001 and 2011 is presented in Statement 14.1.

**Statement 14.1**  
**RESIDENTIAL HOUSES AND HOUSEHOLDS IN**  
**INDIA AND DELHI DURING 1991, 2001 & 2011**

Sl. No	Years	Households (Lakh)	Residential Houses (Lakh)	Difference of Households & Residential Houses (Lakh)
1.	<b>1991</b>			
	a. Delhi	18.62 (1.22)	17.14 (1.17)	1.48 (2.96)
	b. India	1520.10	1470.10	50.00
2.	<b>2001</b>			
	a. Delhi	25.54 (1.33)	23.17 (1.29)	2.37 (1.87)
	b. India	1919.64	1792.76	126.88
3.	<b>2011</b>			
	a. Delhi	33.41 (1.35)	31.76 (1.35)	1.65 (1.56)
	b. India	2466.93	2360.52	106.41

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

Note: Figures in parenthesis relates to percentage to India total.

- 3.5. It is mentioned in the report on Housing Conditions in Delhi (69th Round of National Sample Survey) the distribution of households by type of structure of houses in Delhi was good, more than ninety per cent of the households in Delhi are in the category of pucca during July 2012-Dec. 2012. Statement 14.2 provides results relating to the type of the structure and

some perceptions about the condition of the structure of the households separately for each type of structure. The survey revealed that in rural areas of Delhi 99.18% of the total households were residing in pucca houses, 0.01% in semi-pucca houses and 0.81% in kutcha type of houses.

### Statement 14.2

#### HOUSEHOLDS BY TYPE OF STRUCTURE OF HOUSES:

Sl. No	Type of Structure	Condition of Structure			
		Good	Satisfactory	Bad	Total
1	Pucca	2374529	1403898	134292	3912719
	Per cent	99.91	98.25	94.03	99.10
2	Semi Pucca	2051	21214	3592	26857
	Per cent	0.09	1.48	2.51	0.68
3	All Kutcha	0	3837	4941	8778
	Per cent	0	0.16	0.21	0.37
	<b>Total</b>	<b>2376580</b>	<b>1428949</b>	<b>142825</b>	<b>3948359</b>
	<b>Per cent</b>	<b>60.19</b>	<b>36.19</b>	<b>3.62</b>	

Source: - Housing Conditions in Delhi, NSS 69th Round July 2012-Dec. 2012, Directorate of Economics and Statistics, Government of NCT of Delhi

Note: - Figures in parenthesis relates Percentage to total.

3.6. Ownership of houses in Delhi is also high with 68% of the households owning houses and 28% living in rented premises (2011 Census). The District-wise data reveals that housing ownership to be higher in Northern than in Southern Districts, New Delhi being the only District having a higher share of rented than owner occupied housing.

### Statement 14.3

#### HOUSEHOLDS BY TYPE OF OWNERSHIP BY 69TH NSS ROUND

Sl. No	Category	Number	% age
1	<b>Owned</b>		
	a. Freehold	1991554	50.44
	b. Leasehold	421107	10.67
	<b>c. Total</b>	<b>2412661</b>	<b>61.11</b>
2			
	a. Employer Quarter	178188	4.51
	b. With Written Contract	125469	3.18
	c. Without Written Contract	983127	24.90
	<b>d. Total</b>	<b>1286784</b>	<b>32.59</b>
3	<b>Others</b>	<b>248914</b>	<b>6.30</b>
	<b>Total</b>	<b>3948359</b>	<b>100.00</b>

Source: - Housing Conditions in Delhi, NSS 69th Round July 2012-Dec. 2012, Directorate of Economics and Statistics, Government of NCT of Delhi

- 3.7. As per the 69th NSS Round on urban slums in Delhi, conducted by Directorate of Economics and Statistics, the estimated number of urban slums in Delhi during July 2012-Dec. 2012 is that 61.11% households were found to be residing in owned dwellings, 4.51% in employer provided, 3.18% in rented dwellings with written contracts, 24.90% in rented dwellings without written contracts and remaining 6.30% having other arrangement in Delhi.
- 3.8. 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. However, with the launching of Jawahar Lal Nehru National Urban Renewal Mission (JNNURM), Delhi Government is now 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.

#### 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 14.4 below:-

**Statement 14.4**  
**AVAILABILITY OF BASIC FACILITIES IN DELHI**

Sl. 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	89.1
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.	<b>Water supply</b>				
(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

## 5. Unauthorized Colonies

- 5.1. During 1993, a list of all unauthorized colonies in Delhi was prepared by Urban Development Department, which indicates that there were 1071 such unauthorized colonies. Due to litigation and other policy issues, no decision could be taken about regularization of such colonies. Government of Delhi started a Plan Scheme in 1997-98 for providing minimum civic services i.e. construction of road, roadside drain and filling up of low lying area so as to maintain hygienic conditions in these colonies. To meet the expense on provision of water supply, sewerage, roads, drains, sanitation, street lighting and electrification etc, an expenditure about ₹ 5217 crore has been incurred till March 2015.
- 5.2. These colonies are now being regularized and a Board for development of Unauthorized Colonies is functioning under the chairmanship of Hon'ble Chief Minister of Delhi. A total 1639 applications were received and provisional regularization certificates have been issued to 1218 unauthorized colonies in, 2008. Govt. has regularized 895 colonies in the first notification issued in Sept. 2012. The process for regularization of remaining colonies is in progress.

## 6. Slum Free City

- 6.1. 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.
- 6.2. 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.
- 6.3. 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 Vikas Kendras" etc. to create space for slum children are under implementation for betterment of lives of slum dwellers.

## 7. Jhuggi Jhopri Clusters

- 7.1. The inception of slums or jhuggi jhopri 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 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. Clusters.
- 7.2. The exact number of JJ Clusters was enumerated in a survey conducted by Government of Delhi in 1990. The survey report mentioned that there were 929 slum clusters and around 2.59 lakh households in Delhi. Delhi Urban Shelter Improvement Board estimated the number of jhuggi jhopri clusters and slum population of Delhi during the year 2010. It is estimated that there are 672 slum 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. 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. 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. 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. 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. 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 Jhuggi Jhopri 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 Basti Vikas Kendras (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 under RAY
  - 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.

## 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 DSIIIDC, 6 projects of DUSIB and 1 Project of DDA and 1 Project of NDMC with an estimated cost of ₹ 3083.37 crore for construction of 67800 dwelling units. By the end of financial year 2014-15, construction of 22924 flats has been completed and 32320 are under construction stage. Only 3733 number of dwelling units got allotted to the eligible beneficiaries and 266 units got occupied by the end of March 2015. 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. The scheme / projects under JNNURM have now been subsumed under a new format designed by Ministry of Urban Development, Government of India named as Atal Mission for Rejuvenation and Urban Transformation (AMRUT). Project already completed 50% or more under JNNURM will be financed under AMRUT.

## 10. NIGHT SHELTERS

- 10.1. Besides, coordinating the EWS housing projects, DUSIB also look after the services of night shelters in Delhi. There are a total number of 271 night shelters (92 permanent shelters, 111 shelters in pota cabins, 54 tents, 11 shelters in DDA Community Halls and 3 shelters by DMRC catering to accommodate 19604 people) being looked after by DUSIB. 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. Besides, medical facilities also are provided in the night shelters.

## 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 2014-15 is presented in Statement 14.5.



**Statement 14.5**  
**AGENCY-WISE EXPENDITURE OF TYADB: 2008-2014**

(₹ Crore)

Sl. No	Name of Agency	2008 - 09	2009- 10	2010 - 11	2011 - 12	2012- 13	2013- 14	2014- 15
1	Delhi Jal Board (DJB)	15.17	23.00	17.00	15.75	2.00	3.00	2.00
2	Municipal Corporation of Delhi (MCD)	72.60	40.00	39.93	60.00	70.00	110.00	80.00
3	Public Works Department (PWD)	0.28	0.01	-	0.47	4.82	0.05	0.09
4	Irrigation & Flood Control (I & F C)	10.93	15.00	9.78	10.00	18.93	19.99	22.71
5	Urban Development (UD)	-	-	-	2.50	-	-	5.50
	<b>Total</b>	<b>98.98</b>	<b>78.01</b>	<b>66.71</b>	<b>88.72</b>	<b>95.75</b>	<b>133.04</b>	<b>110.30</b>

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. An expenditure of ₹17.08 crore has been incurred upto March 2015 and the project is being implemented by PWD.

### 13. Some policy initiatives of Delhi Government in the area of Shelter and Housing

- 13.1. The scheme aims to provide night shelters and mobile shelters to the shelter-less population. The DUSIB has setup 271 night shelters in all parts of the city. Of these, 92 night shelters are functioning in permanent structures and 165 in temporary structures and 14 in community halls. These night shelters have also been provided with the basic facility of Sulabh Shauchalayas.
- 13.2. Under this Central Government scheme, infrastructure building, improving quality of services and spatial development of the city have been brought into focus to facilitate qualitative improvements in urban areas. It also includes the provisioning of low-cost houses and up-gradation of slums by providing basic services to the urban poor.
- 13.3. Under the Basic Services for the Urban Poor (BSUP) scheme under the JNNRUM, the Government of India has approved 16 EWS housing projects for construction. These projects together would provide 67,800 dwelling units for the poor in Delhi. Of these 22924 units have already been constructed.
- 13.4. In another initiative, the Government of National Capital Territory of Delhi (GNCTD) has conferred ownership/freehold rights to about 45 JJ resettlement colonies, which were held on lease/license basis till June, 2006. This conferment promises tenure security to almost 1.5 million persons (2,50,000 plot-holders/households) on payment of a conversion charge. This conferment is also being considered for other such settlements.
- 13.5. RAY is a significant policy guideline under the JNNURM for enabling slum redevelopment, rehabilitation and promotion of affordable mass housing. It envisages a 'slum-free city' in which every citizen has access to basic civic and social services and decent shelter. It aims to achieve the problem of slums in a definitive manner, by using a multi-pronged approach. It focuses on bringing all the existing slums, notified or non-notified, within the formal system and enabling them to avail of the same level of basic amenities as the rest of the town.