

Housing for Urban Punjab Slums: Need Policy Implementation

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Abstract: Various studies give glimpse on the availability of many facilities in slum houses of Punjab but the housing structure is not up to mark and these settlements fall under the category of Slums. Many policies are made for the improvement of housing structures and development of slum areas. The policies according to their objectives can be split into two major categories; economically driven policies and infrastructure driven policies. Economically driven policies are those which concentrated on economic upliftment of slums likewise in the provision of employment opportunities and giving living space to slum dwellers or economically weaker section of urban areas. Infrastructure driven policies are those whose objectives mainly revolve around development of infrastructure like housing and provision of basic amenities in slum areas. This study concentrates on the second type of policies which are made and then implemented for the improvement of urban slums housing. The study is purely a review study in which various government reports, articles, papers are used to shed light on this concern.

Keywords: Slums, Urban, Policies, Implementation, Housing.

1. Introduction: The characteristics and spatial pattern of Slum like settlements are alike all over the world and various organizations defined them in different ways but they have commonalities also. As per UN-Habitat, stressed upon the various slum improvement alliances which effectively worked on various cities of the world. UN-Habitat defines the slum areas which lack one or more of the conditions; access to improved water, access to improved sanitation, sufficient-living area, durability of housing, security of tenure (UN-Habitat, 2006). The Encyclopedia Britannica defines slums as "residential areas that are physically and socially deteriorated and in which satisfactory family life is impossible. Bad housing is a major index of

slum conditions. Bad housing is meant to the dwellings that have inadequate light, air, toilet and bathing facilities; of poor repair, dump and improperly heated; that do not afford opportunity for family privacy; that are subject to fire hazard and that overcrowd the land, leaving no space for recreational use” (Ministry of Housing and Urban Poverty Alleviation, 2010). Defining slums in different ways by different ministries of different states directly shows the condition of slums in their own territory. Ministry of Housing and Urban Poverty Alleviation, 2010 report collects the all definitions of slums given by different ministries, NSSO different rounds and by states to denote their slum conditions. Register General of India gave definition which is adopted by Census of Indian and NSSO “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”. But the core of all definitions is the settlements which are squalid, crowds, lacks sanitation safety and good health. States like Punjab and Haryana specify in Improvement and Clearance Act, 1961’, Chapter II explained about declaration of slum areas by notification in Official Gazette i.e. the buildings in particular area- are in nay respect unfit for human habitation; are by reason of dilapidation, overcrowding, narrow streets, lack of ventilation, light or sanitation facilities or any combination of these factors, detrimental to safety, health or morals. The various definitions shed light on the poor housing conditions which need improvements. In some areas, houses are made up of very poor material which can’t even support fast wind, storms or heavy rains. Slums are illegal settlements grow on public land, increase over time around the cities (Sawhney, 2013). The form of settlements is temporary in nature and sometimes squatter type with unauthorized structures (NSSO, 2003). In India, these settlements are called Jhopad Patti or Jhuggi Jhopri, also and name clearly indicates the type of settlement would be temporary or kacha type. In such cases, many policies are implemented by government but the implementation of such policies must be study time to time. Present study has been divided into five different sections; Slums and their conditions in urban areas of Punjab, Four Major policies for the improvement of urban areas including slums, status of implementation of housing policies and concluding remarks.

2. Urban Punjab Slums: Slum people live in the most deprived conditions in urban areas with lack of facilities and poor housing conditions. Economic and employment opportunities in cities attract the people from rural areas & other urban areas, several determinants like affordable

housing, land rent etc. are responsible to create such informal settlements around or in the cities commonly known as “slums”. These densely populated slum or squatter settlements are suffering from poor-quality housing, lack of services and give space to informal residents in a very insecure manner. In Punjab state such influx of population can easily observed in Cities and poorly built structures are found within the cities. As per 2011 census, there are 217 towns in Punjab State and the services to the households are managed by various municipal corporations, municipal committees and municipalities. In terms of cities, there 17 Class I cities in Punjab, which has more than 1 lakh population residing within the city (Census of India, 2011).Not even in Punjab, but in all states of India most of the class 1 cities reported slum type settlements. Among total urban households of Punjab, 14.2 per cent households fall under the category of slums, these are located in 18 districts of Punjab. As per Punjab stats data estimations, there were no slums reported in Urban Punjab before 1975, but from 1976-1980 in all urban areas of Punjab 95 slums has been reported. In Punjab, 293928 slums households are reported in 2011 census which occupies 1460518 populations of urban areas. While, Punjab is not in top five slum populated states in India but this number is very huge to study for them and to make appropriate policies for them. Punjab is at the top to occupy the most schedule caste population living in its slums which is 39.8 per cent (Primary Census Abstract for Slum, 2011).

Table 1: Slums in Cities/Towns of Punjab (2011)

Sr. No.	City	Region/State	Households	Population	Share to total slum households of Punjab (%)
	Punjab	State	293928	1460518	100
1	Amritsar	Majha	66444	329797	22.60
2	Ludhiana	Malwa	50857	244163	17.30
3	Jalandhar	Doaba	30170	145117	10.26
4	Bathinda	Malwa	8099	41153	2.76
5	Hoshiarpur	Doaba	8006	37680	2.72
6	Abohar	Malwa	7809	40105	2.65
7	Pathankot	Majha	7430	37069	2.52
8	Malout	Malwa	6956	36507	2.36
9	Faridkot	Malwa	6279	31716	2.13
10	Fazilka	Malwa	6149	31456	2.09
	Total (top ten cities/towns)		198199	974763	67.39

Source: Census of India, 2011

Top ten cities or towns which are having highest number of slums settlements contributes 67.39 percent of total slums settlements or households in Punjab (Table 1). Among top ten most of the cities/towns belong to Malwa region and the highest number of slum households is in Amritsar City. The urban slum areas of major cities of Punjab state are facing the problem of sub-standard housing, high density, lack of basic facilities & unfavorable sanitary conditions (PHHP, 2008). Steering Committee on Urbanization Planning Commission (2011) estimated that Punjab Slum population will increase from 2.798 million in 2011 to 3.194 million in 2017. In state of Punjab, the condition of urban slums is not severe but the numbers of slum households keeps on increasing and slums in Class I cities are facing many problems like water supply and sanitation, access to other amenities like primary education, public transport, land rights etc.

3. Policies: Land and housing related policies are the state objects and Central Government facilitate help in terms of financial support for those programmers. The policies according to their objectives can be split into two major categories; economically driven policies and infrastructure driven policies. Economically driven policies are those which concentrated on economic upliftment of slums likewise in the provision of employment opportunities and giving living space to slum dwellers or economically weaker section of urban areas. Most of these policies or programs are under Ministry of Housing and Poverty Alleviation in which Swarna JyantiShahariRozgarYogna, Affordable Housing in Partnership, Interest Subsidy Scheme for Housing the Urban Poor are also included which are mean to implement for poverty alleviation in urban areas (Ministry of Housing and Urban Poverty Alleviation, 2010).Infrastructure driven policies are those whose objectives mainly revolve around development of infrastructure and provision of basic amenities in slum areas. Some Central government's policies in India to provide basic amenities to slum areas are; Environmental Improvement of Urban Slum (1974), National Slum development Programme (1996), Integrated Low-cost Sanitation Scheme (1980), Jawaharlal Nehru National Urban Renewal Mission (2005), Basic Services for Urban Poor & Integrated Housing and Development Programme (sub-mission of JNNURM) and National Housing and Habitat Policy (2007). Four Policies; National Housing Policy (1998), National Housing and Habitat Policy (1998, 2007), JNNURM, AMRUT and Smart Cities Mission are discussed in present study.

3.1 National Housing Policy (1988): National Housing Policy was discussed in the monsoon session of parliament in 1988 and gets passed to develop affordable housing to rural and urban poor in India. Kumar (1989) reviewed the full policy and questioned the objectives of policy to provide adequate housing, affordable shelter, counteracting speculation etc. by saying that how these could be achieved? The policy does not include the matter of land rights which is the foremost issue in this concern. Kumar suggest splitting of the policy into three categories one for those who do not have any house, second who have poorly built tenants and thirdly who do not have adequate facilities in their houses.

3.2 National Housing and Habitat Policy (1998): In 1991 census, it was realized that 22.90 million units are needed to give housing to the homeless people. After that National Housing and Habitat Policy were framed. The Policy aims to provide a cost effective accommodation and housing alternatives to the citizens through the construction of surplus housing stock either on leasing or ownership basis, especially the vulnerable group and the poor¹. Ministry of Urban Housing and Poverty alleviation is the agency to look after the process, data collection, policy framework and creation of report. In 2005, NHHP, draft contains preamble, definitions of different constituents, involving agencies, estimation of cost, objectives and goals of the policy. As per 2005 draft, the working agencies will be Central Government, State Government, Local Urban Bodies, Housing finance Institutions, Other public, private and cooperative agencies.

In 2007, another draft of this policy was prepared in which the preamble, objectives and goals were the same but new data of rural to urban migration of people which causes severe need of urban housing is highlighted along with data. This is directly related to slum people because in the city area the rural urban migration in search of employment is the major cause of formation of squatter settlements. Concept of Sustainable Habitat along with regional planning concept was first time added to this draft. The ultimate goal of this policy was to “*ensure sustainable development of all urban human settlements, duly serviced by basic civic amenities for ensuring better quality of life for all urban citizens*” (Ministry of Urban Employment and Poverty Alleviation, 2007). State government have a big role to play in this policy so different states

¹http://www.nhb.org.in/Publications/trends_nhnp.php

made their own drafts of this policy under the same preamble and objectives likewise Punjab state has Punjab Housing and Habitat Policy- 2008.

3.3 JNNURM & AMRUT: As per Auon, 2013, five steps of being Smart Cities, India is in first step as it is the vision of Indian Prime Minister Mr. Narendra Modi. On the launching of Smart cities Mission has been specified Prime Minister Narendra Modi. "As the world looks to India, we have to work towards reaching the world standard. We can't feel disheartened that the world has progressed and we missed the bus," Modi said. The Honorable Prime Minister also launched the 'Housing for All' by 2022 and Atal Mission for Rejuvenation and Urban Transformation (AMRUT). AMRUT is 'area based' approach which focuses on providing better infrastructure services such as Water Supply & Sanitation, electricity supply, affordable housing for poor, solid and liquid waste management, efficient urban mobility and public transportation, robust IT connectivity, governance, especially e-governance and citizen participation, security of citizens, health, education and sustainable urban environment (Pandey, 2015). AMRUT scheme is reform of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) which was established in 2005 target to upgrade 500 towns around the nation. JNNURM is unsuccessful to achieve its objectives. In 2012, Comptroller and Auditor General (CAG) gave a report about failure of JNNURM and suggested to reform it. The report stated that the ministries of the Central Government were not equipped to monitor a project of JNNURM's magnitude. "The JNNURM guidelines had been deficient as they did not give adequate advisory to States regarding the parking of funds and the utilization of interest thereof. There was no uniformity in utilizing interest earned on parked funds amongst the States/Union Territories and the revolving fund had also not been created in almost all the States," the report says. The Government allocated only Rs.37, 070.15 crore of the Rs.66, 084.66 crore sanctioned by the Planning Commission. Of this, Rs.32, 934.59 crore had been released by March 31, 2011 (Ramachandran, 2015). On another hand, funds are not distributed equally to different areas so CAG consider JNNURM as unsuccessful. In June 2015, it is transferred to AMRUT along with Smart Cities Mission.

3.4 Smart Cities Mission in Punjab: The Smart Cities Mission purpose is to promote well effective and better infrastructure in the city areas. It also focused on to provide a well-mannered quality of life to its citizens, a clean and sustainable environment and application of 'Smart'

resolutions. The focus is on sustainable and comprehensive development and the idea is to look at crowded areas, create a model which will act like a light house to other aspiring cities. Ludhiana being the first city in the list of first 20 Smart cities proposal from North-West Region of India which cover three states; Punjab, Haryana & Himachal Pradesh. Ludhiana is currently facing several issues in its planning & environmental concerns which need improvement. The issues to be improved for making Ludhiana a smart city are addressed by media in newspaper articles. Singh & Sharma (January, 2016) in article of *Hindustan Times* gave glimpse about the impending development plans to make Ludhiana as Smart City with Rs. 1000 crore budget amount. Assured electricity supply, adequate Water supply, Solid waste & waste water management, rain water harvesting & smart metering system will trigger the base of Smart City proposal. Digitization, Robust Information Technology Connectivity, Traffic Management, Smart Parking, Innovative use of Open Spaces and women, children & elderly safety are the next most imperative concerns. Vinod Behl (January, 2016) in *The Tribune*, article revealed the selection criteria of Ludhiana to be selected as Smart City. The selection criteria are based on the city's size, population, infrastructure level, city level parameters, area based development with enough scope for up gradation. The geographical location of the city, in centre of the state, high score on e-governance, people participation through citizen's feedback on social media, good scope of redevelopment, significant plan for urban mobility and public transport, active real estate market, bicycle manufacturing industry make the city to qualify for be Smart City. Amritsar and Jalandhar will be next in the list of being Smart Cities.

Concerns of Ludhiana City: But, Ludhiana metropolis is the area where migrants from other states has had settled down from last few generations. In this city, slum dwellers are not only labourers but also scavengers, beggars, physically handicapped and even some pickpockets and small thieves. Poverty gives birth too many problems which are directly linked to social evils like theft, drug smuggling etc. Such people suffer from insecurity, lack of infrastructure and sometimes homelessness (Duggal, 2009). The problems and concerns of Slums are two way; in one way, slums are facing severe problems to get basic amenities & development; in other way, slums are causing very concerns to the city people and for management. According to Town & Country Planning Department report (2011) of Ludhiana city, lack of water supply & electricity supply lead to illegal water or electricity connections in slum areas. Rickshaw Pullers, Auto

Rickshaw drivers and owner of other small transport park their vehicles alongside roads which cause traffic hindrance. In Ludhiana city, at some places slums are located near other residential areas and lack of sewerage facilities create unhygienic conditions and spread many diseases to surrounding area also.

- 4. Status of Policies Implementation:** Punjab has excellent employment opportunities for slum dwellers but the increasing number of population and settlements make this issue a matter of concern (Kumar & Sidhu, 2005). Several agencies have worked on Slum areas of Punjab state also but the data consists of facts about notified slums which are register by the authorities as slums or which are considered as slums. Except them, these are several other areas also which look like slum conditions according to the definition but not register yet, they are temporary in nature. Such areas and their associated problems must be studied. Even, NSSO, in its 69th round give attention to non-notified slums also and consider nine non-notified slums for survey from the Punjab state also. But, in their analyses part they did not give much attention to it because Punjab have less number of non-notified rather than other states. Even some policies like JNNURM and sub-missions shows success in Punjab, which is calculated by various ministries reports Like Ministry of Urban Development, Ministry of Housing and Urban Poverty Alleviation etc. In December 2014, 55 slum families were successfully rehabilitated under JNNURM scheme in Ludhiana city of Punjab (Goyal, 2014). Only 55 families were rehabilitated but more than 50 thousand families need rehabilitation in Ludhiana City. Punjab state is facing inadequate housing about 4.3 per cent houses dilapidated with lack of basic amenities (Government of Punjab, 2008). Punjab Housing and Habitat Policy, PHHP, is a part of National Housing and Habitat Policy in which central, state and other local agencies have to work together. Therefore, the proposed Policy guidelines would be concerned with building new houses and up-gradation of existing Economically Weaker Section houses/replacement of temporary houses & semi-permanent houses including housing for slum and squatter dwellers. The policy will also focus on up-liftment of poor and economically weaker section of rural and urban areas including slum dwellers. *Kacchibasties* (especially Slums) living on govt. land would be transferred to permanently residences and would be shifter or regularized elsewhere under a special programme ensuring security of tenure and through community participation. The policy has not taken appropriate actions as in 2013, and again start taking initiatives in 2015.

Conclusion: Despite several policies for the provision of such basic amenities to the people still the problem prevails. Urban poor who are mostly residing in Slums of Urban areas are struggling to get benefit from such policies. The expenditures and the objectives of the policies are hoped to sought out the issues in successful manner but slum people are still living in Crowded, bad air and water, solid waste sites and the number of slum population is keep on growing. Such types of results are somehow despair in context of eliminating the poor conditions of living of slum people. The implementation of the policies must be checked time to time through evaluation.

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