

Urban Land Market, Tenurial Security and the Poor: Policies and Tools of Intervention with special reference to Delhi, India

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1. Objectives

- To examine the validity of the thesis of degenerated peripheralisation in urban India due to pushing out of the slums and absorption of low income migrants in the city peripheries.
- To analyse the demographic growth in different areas within the National Capital Territory of Delhi and demonstrate how the differential growth of population confirms the thesis of degenerated peripheralisation.
- To analyse the developments in Delhi, including programmes and policies followed by the central and state governments, the orders passed by the courts, their implementation at micro level, in the context of the above mentioned thesis.

Objectives

- To examine the policies pertaining to land launched in the period of globalisation and their impact on the access of rich and poor to land in the national capital; also analyse their implications for the morphology of the city.
- To overview the land related proposals in Delhi's Master Plan 2021 along with the new guidelines for regularisation of unauthorised colonies and the contemporary debate on the subject, highlighting their implications for the poor.
- To summarise the findings, assess the prospect of finding space and tenurial security for the poor and recommend appropriate tools of intervention in the context of the developments in the country and the city.

2. Gradients of Land values around the cities and Process of Degenerated Peripheralisation in India

- The development indicators show strong correlation with land values in the hinterland. The most striking feature, however, is that the trends reverse or show significantly different gradients after a certain distance.
- Per capita income falls drastically in the immediate vicinity of urban centres but the fall becomes smooth thereafter. The steep decline could be due to migration of poor from distant areas and their absorption in rural periphery. Increase in HH sizes in the periphery is also an indication of the absorption of large number of migrants in this region.

Figure 1: Distance (kilometres) and Per capita Income (Rs.)

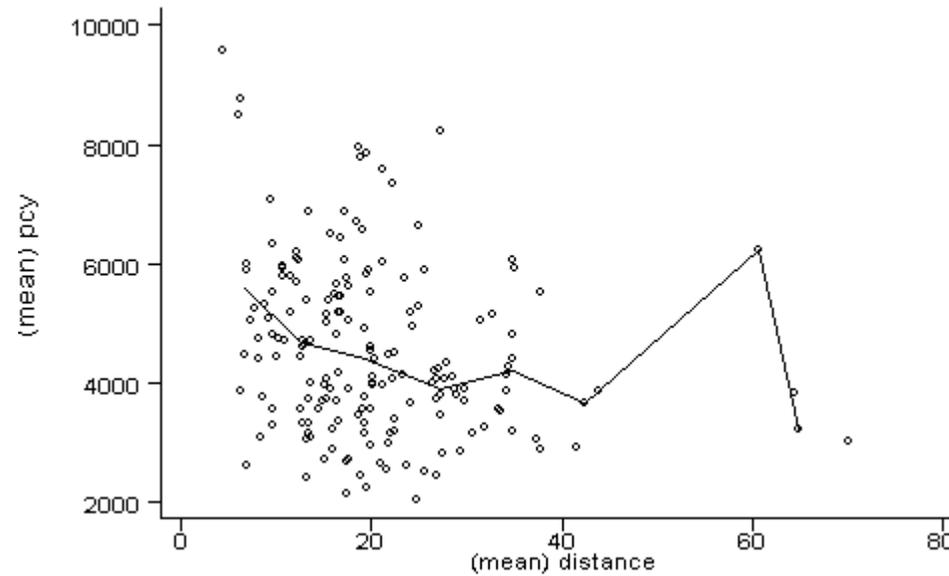


Figure 2: Distance (kilometers) and Wage (Rs.)
for the Male Agricultural Labour

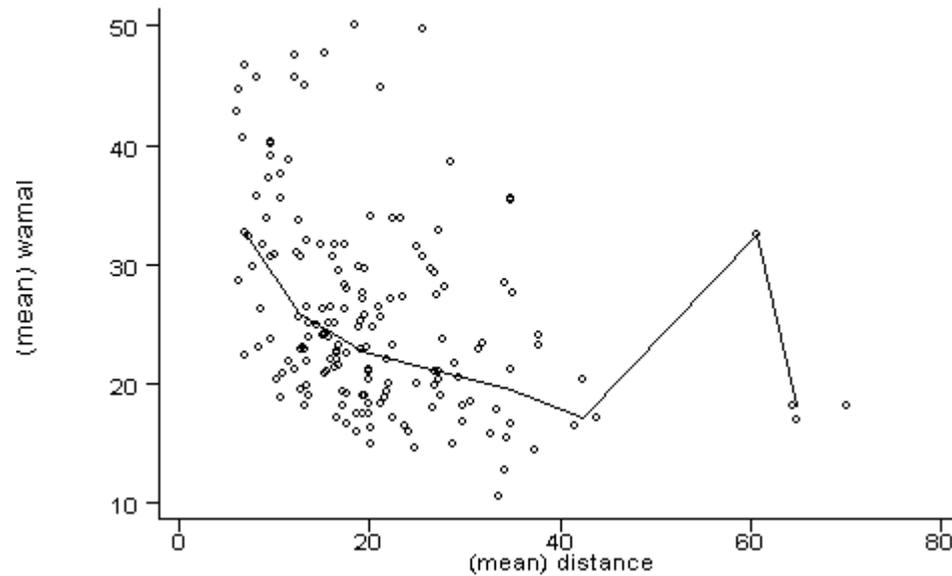
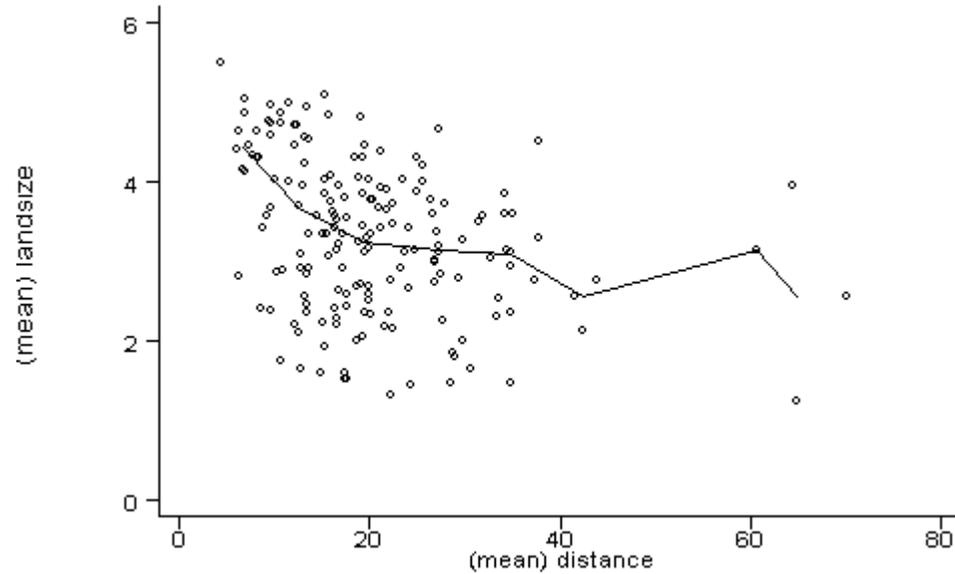


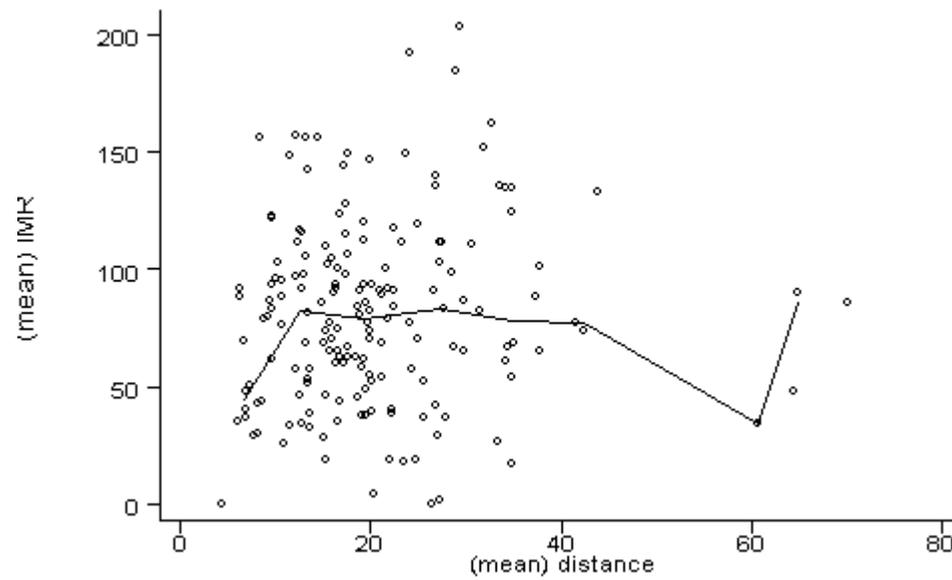
Figure 3: Distance (Rs.) and Size of Landholding (acres)



Development Gradients around the cities and their Implications

- Male wage rates (also for females), decline systematically with distance (Figure 2). The rate of decline, however, is much sharper within a radius of 20 km, after which wages fall at a much slower pace.
- The size of landholdings also declines with an increase in distance much more steeply in the immediate peripheries up to a distance of about 20 kms. (Figure 3). This, too, can be explained in terms of the absorption of a large majority of poor migrants in the nearby villages and significant decrease in the size of the landholding, as a consequence.

- Fig 4 Distance and Infant Mortality



Health and Morbidity in the city hinterland

- Health indicators show a declining trend with distance. Both infant and child mortality rates increase sharply with an increase in distance (Figures 4 & 5). One would argue that the villages in the vicinity of urban centres lack in health facilities, leading to a larger number of deaths among infants as well as children.
- Short-term morbidity also shows a positive relationship with distance which, once again, can be explained in terms of a decline in the level of medical facilities, in the immediate periphery of urban centres (Figure 6).

Figure 5 : Distance (kilometers) and Child Mortality

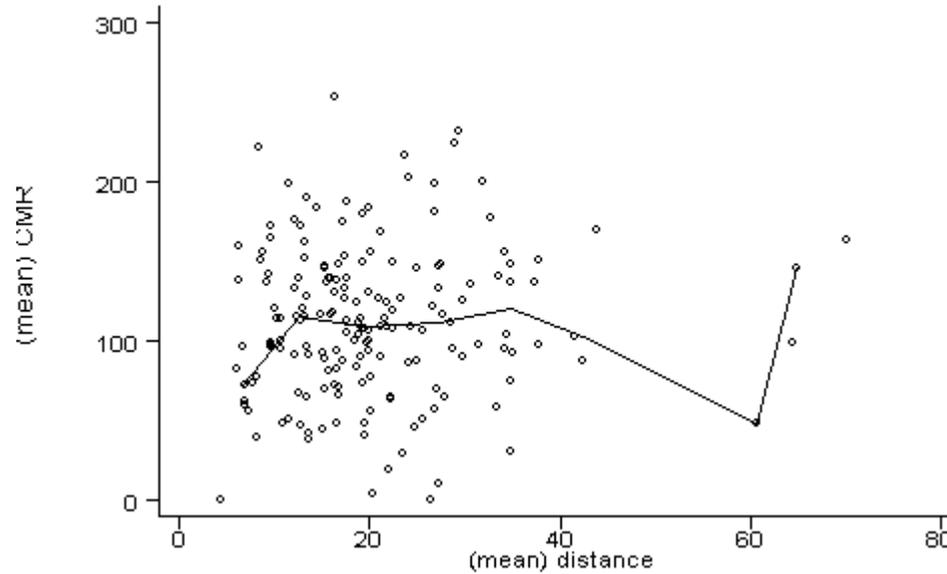
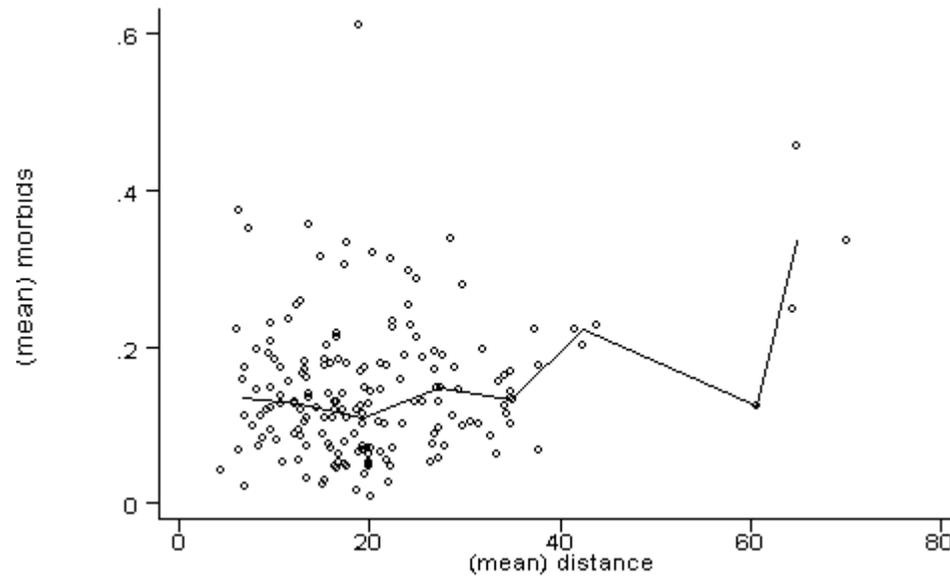


Figure 6: Distance (kilometers) and short duration morbidity



3. Demographic growth and slum policies in Delhi and their Impact

- Demographic growth in Delhi over the past five decades can be noted as highly uneven, Delhi Municipal Corporation registering an annual growth rate over 4.5 per cent.
- In comparison, the Cantonment has registered a growth of around 3.5 per cent only while New Delhi Municipal Council (NDMC) has recorded a negative growth.
- The lower population growth in Cantonment and NDMC areas can be attributed to the stricter vigilance and adoption of slum eviction and Environmental Improvement Schemes

Demographic growth and slum policies in Delhi (contd.)

- This spatially differentiated growth has increased disparities in density and having an adverse effect on the quality of micro-environment. High density areas with pressure on their infrastructure and basic amenities have experienced high population growth.
- The same is true for peripheral urban and rural settlements where population growth has been phenomenal. All these have led to segmentation of the City and contributed to degenerated peripheralisation.

Demographic growth and slum policies in Delhi (contd.)

Delhi adopted the policy of discouraging immigration, particularly into its central areas and launched programmes for shifting slum dwellers to identified colonies in the periphery.

- In-situ upgrading on a comprehensive or partial basis, constitutes a very small component of the slum improvement.

Impact and the Instruments of Intervention

- Despite the absence of formal land tenure, slums grew rapidly. Households enjoyed perceived security and made significant investment in land and amenities.

The tools of Intervention that facilitated this are

- (a) Issuance of photo identity cards, rations cards and voter's identity cards
- (b) Issuance of land lease or licence to use land for a specific period
- (c) possession of informal documents like affidavits, stamp paper receipts (signed by a notary or even a slum leader as a witness), electricity bills

Instruments of Intervention (contd.)

- (d) public agencies providing services often due to court orders or on the eve of elections,
- (e) Assurances by political leaders, naming the slums after them, their statues being erected in the slums etc.

5. Policies and Programmes under Globalisation

- Delhi makes land available to many international and national organisations and private corporate sector by pushing out slums as also informal manufacturing.
- Interventions by the judiciary since the mid nineties, mostly upholds the claims of land owning agencies and orders evictions, shattering the perceived sense of security among squatters.
- Delhi government announces giving plots to poor migrants coming during 1991-98 and land titles on a freehold basis in resettlement colonies. Unfortunately, the decisions not backed up by programmes
- Supreme Court takes Delhi government to task for failing to stall growth of slums and wants strengthening of relocation and resettlement schemes.

Policies and Programmes under Globalisation (contd.)

- ***Proposals for Regularisation of Unauthorised colonies in the Name of the Poor***
- No legality of the settlements as these have come up in total violation of the Master Plan, land use restrictions and building standards. The percentage of poor here would be less than 15 per cent.

The Union Minister for Urban Development declared in 2002, that all unauthorised settlements developed before March 2002 would be regularised.

Policies and Programmes under Globalisation (contd.)

- **The State is generous also to those who build without authorisation in formal settlements**

Accepting Malhotra Committee recommendations, government in one stroke legalises several illegal structures, additions and alterations.

- **Minister for Urban Development announces in 2003 that DDA flat owners are allowed another 15 percent extra space**

several extensions/ alterations allowed in the building as well as layout plans.

Policies and Programmes under Globalisation (contd.)

- ***Permission to convert DDA houses from leasehold to freehold:*** halving the rate of conversion; sharing of unearned income and paying other fees not needed.

Master Plan encourages development of land through Private builders, land pooling system, higher FAR and freehold title to those who can afford: Private housing projects in plots of 30 acres or more by paying 20 percent of the market value to government's shelter fund.

- ***Acceptance of Recommendations of the Property Tax (Dharamarajan) Committee***

It indirectly regularizes alterations/ additions to the houses, giving huge benefits to property owners.

6. Master Plan and Guidelines for Regularisation of Unauthorised Colonies

- The Master Plan 2021 for Delhi has recently been announced with the basic objective of maintaining the tempo of economic growth and improving infrastructure base for making the national capital a global city.
- The Plan envisages engagement of private sector and relaxation of regulatory controls over usages of land.
- The Plan considers it is the responsibility of the Resident Societies not only to get the lay out plans approved but also to implement it.

- Ministry is currently taking a generous view towards regularization, reflected in relaxation of norms and standards of service provision
- New guidelines, issued by the Ministry proposes local authorities instead of preparing layout plans and implementing these should only approved these, prepared by the Resident Society.
- Given this macro perspective, one would wonder how the promise of providing affordable shelter to poor through National Urban Renewal Mission with be fulfilled, what institutions will take the responsibility of mobilizing the required land and how this will be financed.

7. Vision for an Inclusive urban development

- Stalling exclusionary growth and letting Delhi play a catalytic role in the regional economy would require a policy of balanced regional development within national capital region.
- Strengthening Legal System and formalisation of land rights would push poor out of the City
- informal land tenure to the squatters and slum dwellers and involvement of NGO and Community could stall the process of eviction and Relocation of the poor in the Periphery.

- Regularisation of illegal extension/ alteration in the dwelling units in formal settlements, launching of many of the development projects such as flyovers, greening drives, mass rapid transport system, etc. were not envisaged in the Plan. Modification in the Master Plan would be necessary for all these. Hence, minor modification in Master Plan to provide land for the poor should pose no problem

Analysis of the Master Plan and Guidelines for Regularisation of Unauthorised Colonies Issued at Different Points of Time

- If the plan can be modified time and again to accommodate global interests, this could be done for *in situ* upgradation of slums as well
- Instead of making land for the poor a matter of competitive politics, Master Plan must make explicit provision for land and minimum basic services for the poor.
- Land in Delhi must, therefore, be in the hands of neither the central nor state government agencies but regulated through the Master Plan in a transparent manner.

- *Thank You*