

# Diversity, informality and opportunities for the poor in villages in megacities:

examples from Delhi and Mumbai

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This presentation is an input to the international policy workshop on rural-urban linkages held in Zhejiang, PRC on 2-4 September 2014. The views expressed in this presentation are those of the author, and do not necessarily reflect the views and policies of the organizers (the Asian Development Bank [ADB] and the International Poverty Reduction Center in China [IPRCC]), or ADB's Board of Governors, or the governments they represent. ADB and IPRCC do not guarantee the accuracy of the data and information in this paper.

# Focus of this paper

1. India

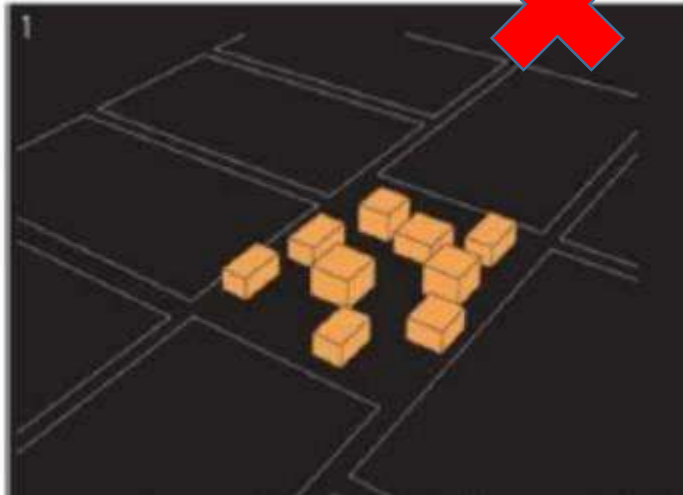
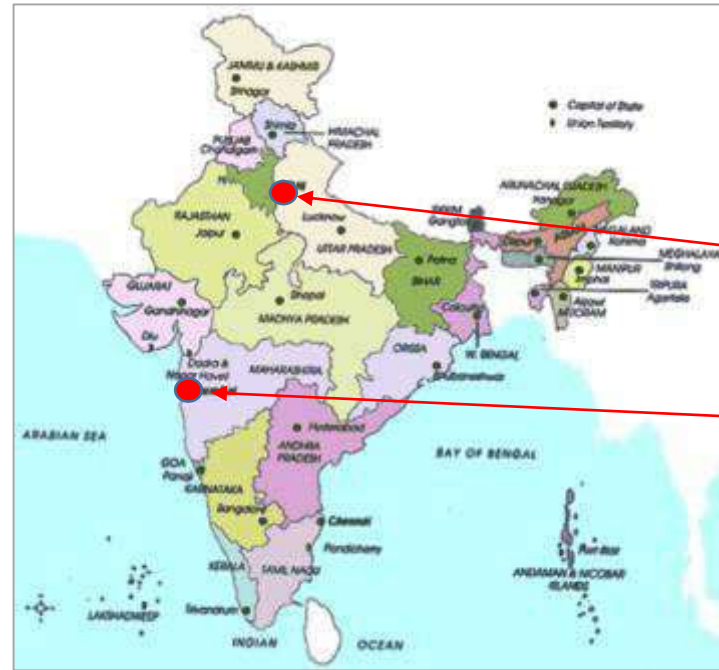
2. Megacities

Delhi

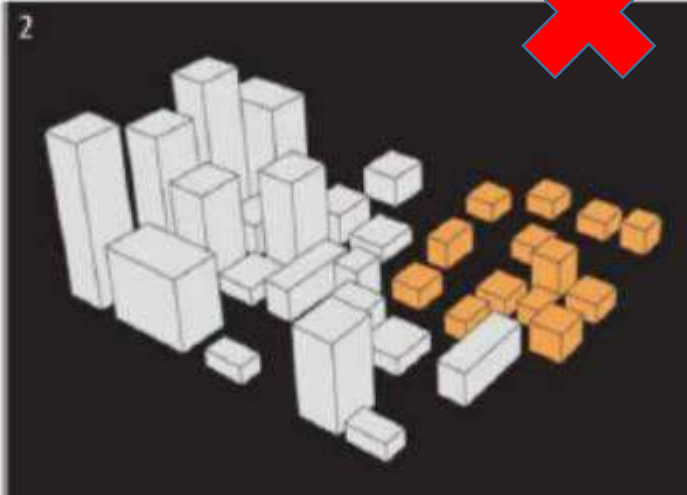
Navi Mumbai

3. Urban Village

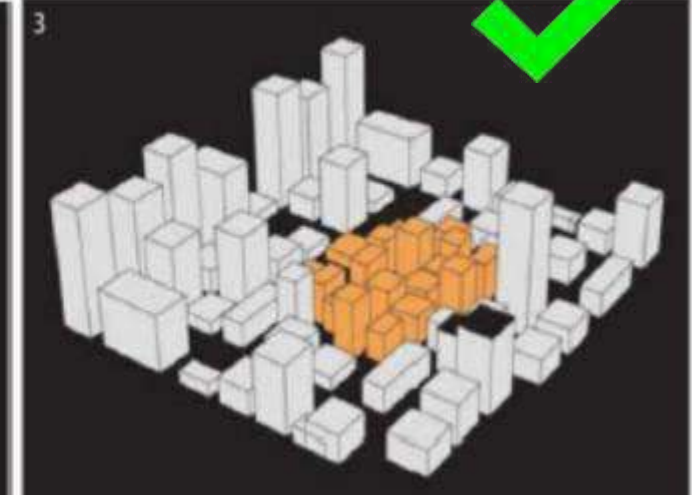
4. Poverty



Traditional village



Peri-urban village



Village engulfed by city



# Location of Urban Villages in Delhi

## Population

Total Urban : about 16.78 mill.

Urban Village: 1.81 mill.

Urban Village: 6.4% total

No. of urban villages: 135

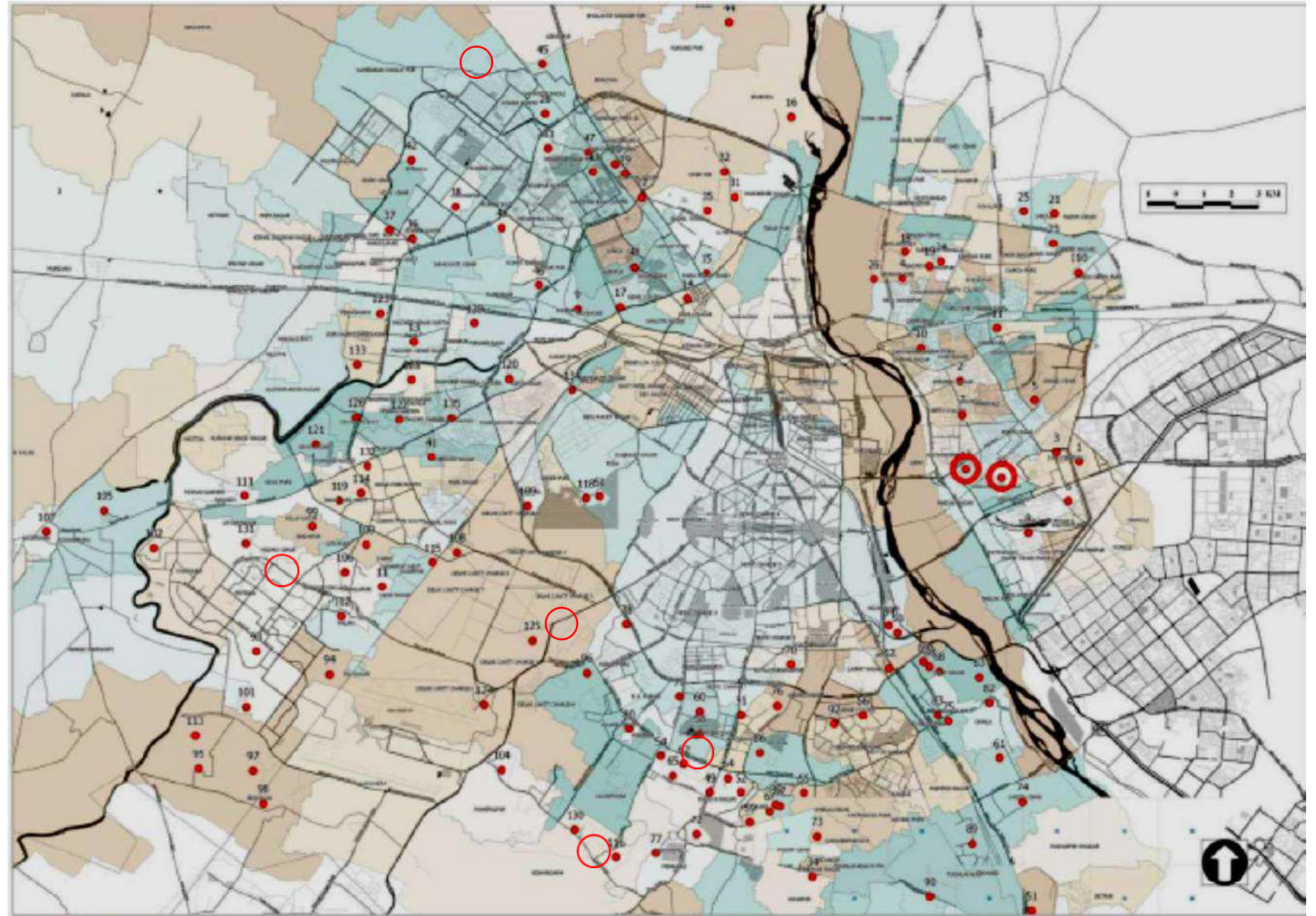
## History

Farm land around Delhi expropriated

In 1908-09 & 1959-62 for planned  
development of city with  
compensation :

- Monetary
- Job for one family member
- One residential plot

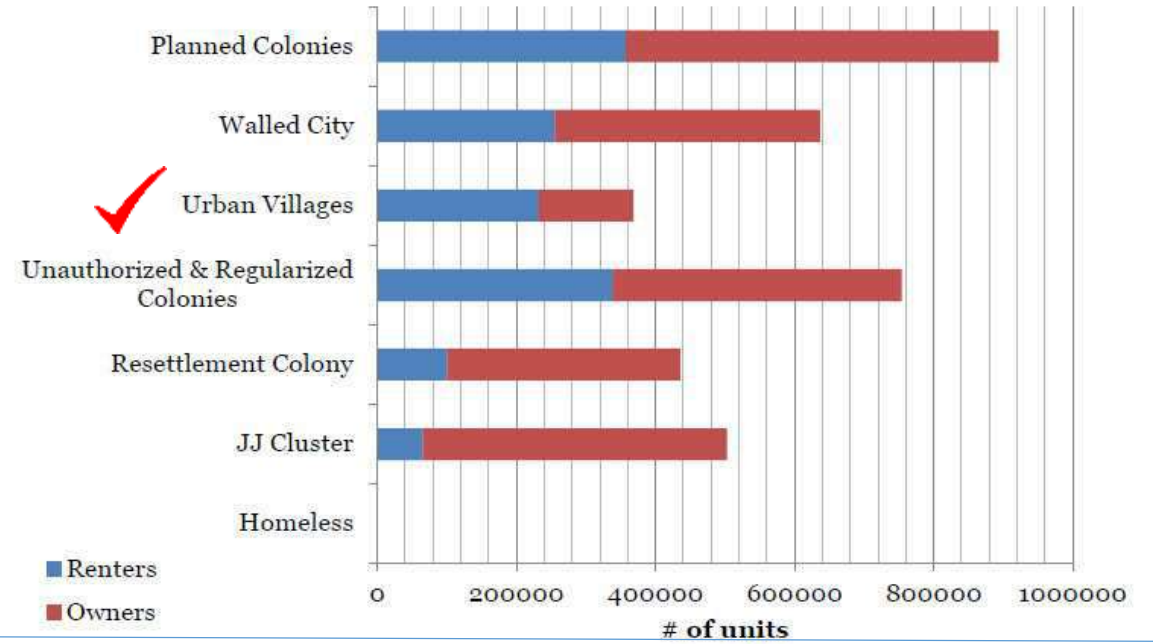
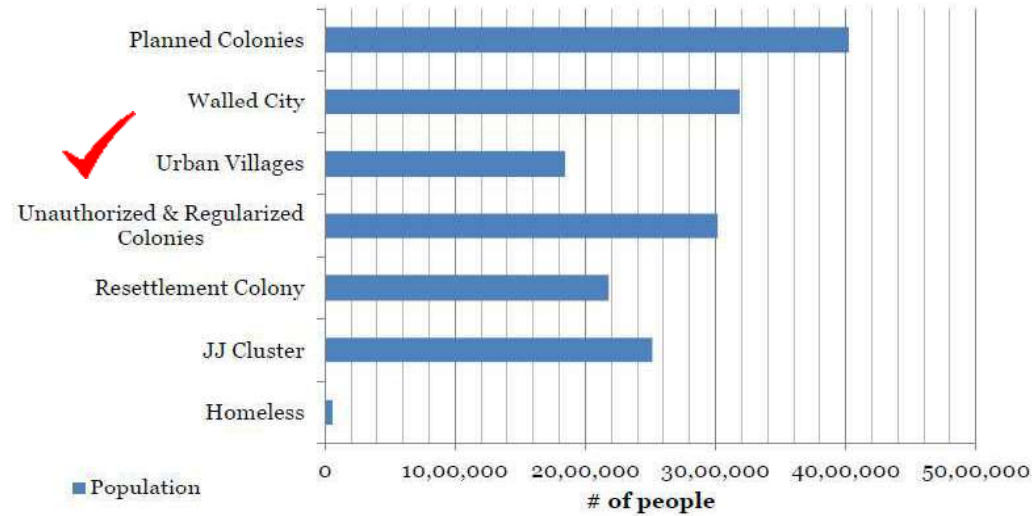
Village habitation to be integrated with  
city through Village Development Plan  
for planned provision of urban services,  
facilities, development control



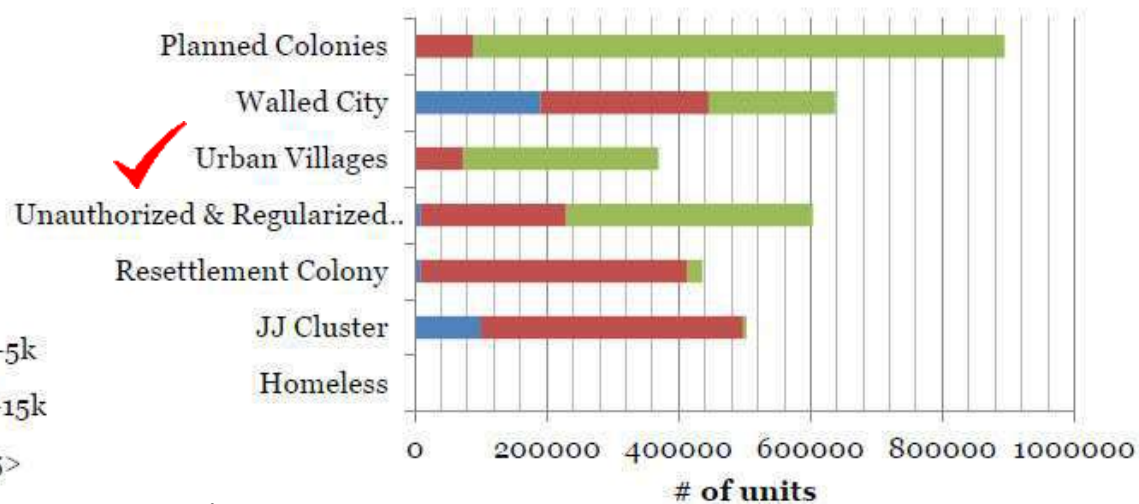
# Delhi 2011: Population, income, housing

## Renters vs. Owners

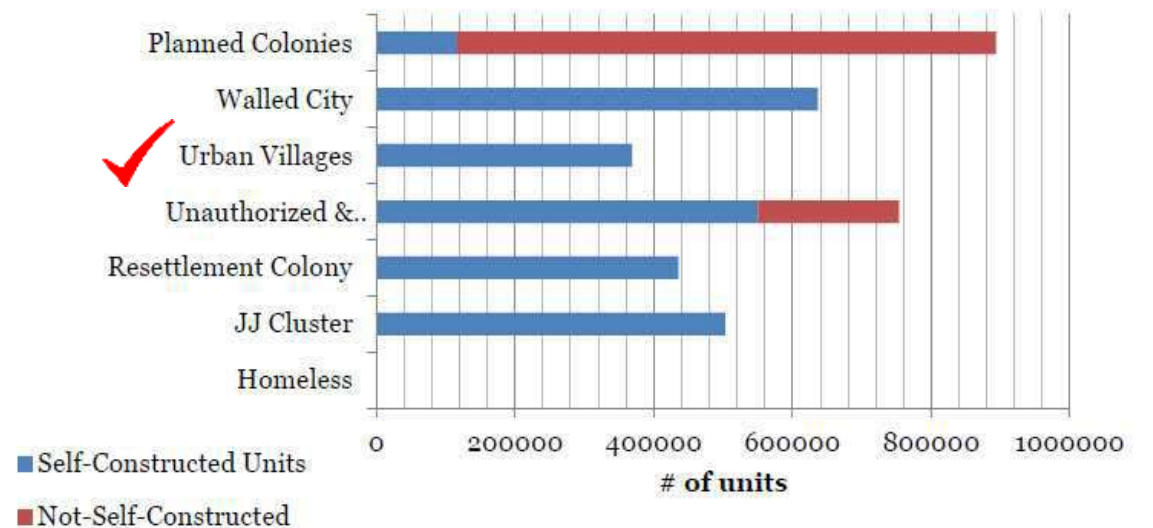
### Population



### Income



### Self-Construction

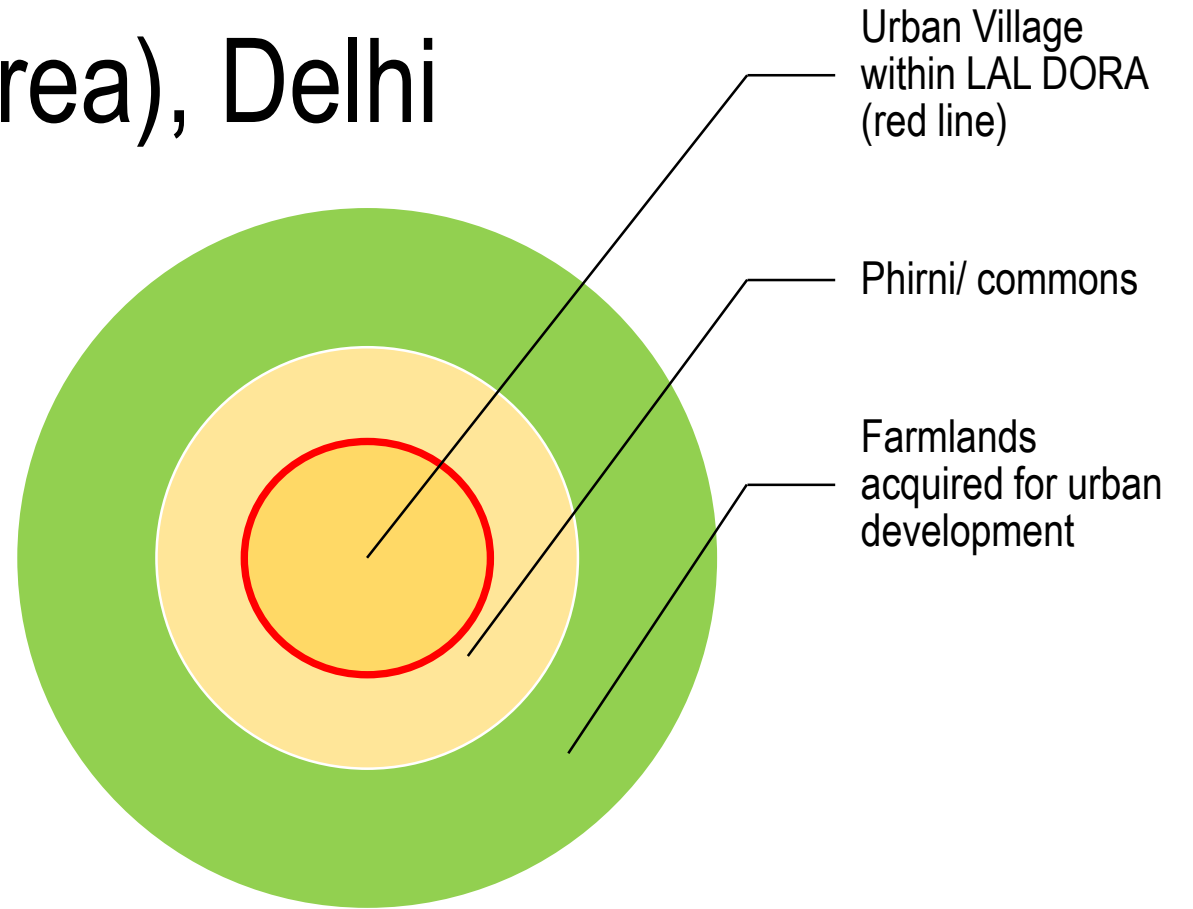




# Urban Village (Lal Dora area), Delhi

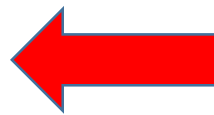
## What is Urban Village ?

- Habitation area of village
- Within urban area
- Showing urban character
- Circumscribed by a red line (lal dora) in land revenue map, Hence the name **LAL DORA** area.
- Declared as urban u/s 507 of Delhi Municipal Corporation (MCD) Act

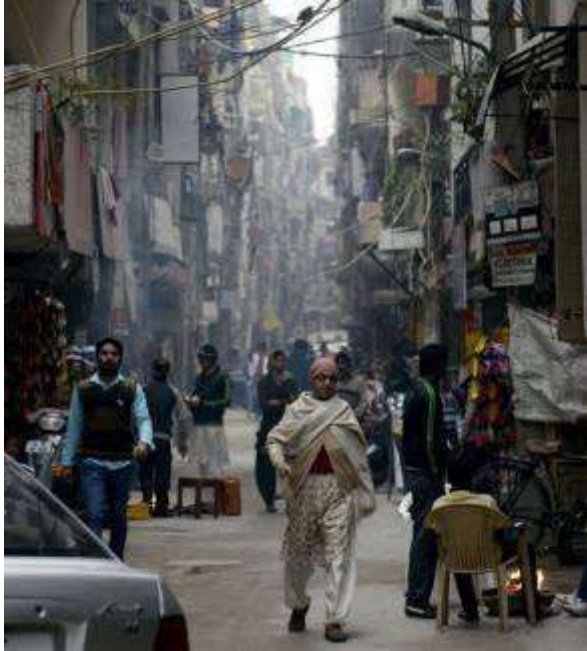


Once MCD declares urban village, prescribed urban regulations must be followed

Policy vs Practice



Walking through an Urban Village in Delhi... many things are possible here



Khirki Village



Kishan Garh Village



Shakarpur Village



Mahipal Pur Village

Developing, even though the promised Village Development Plans never came through

# From farmers to urban landlords

## Land ownership

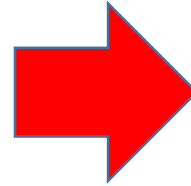
- Traditional occupancy rights
- Legal transfer of ownership not possible

## Infrastructure

- Basic services available: Water, power, paved streets, street lights, drains, garbage removal

## Regulations

- Building and land use zoning regulations not applied
- Area around village 'no man's land'



Rental rooms for poor migrants

Rental housing

Renting plots for factory/warehouse/recycling yard

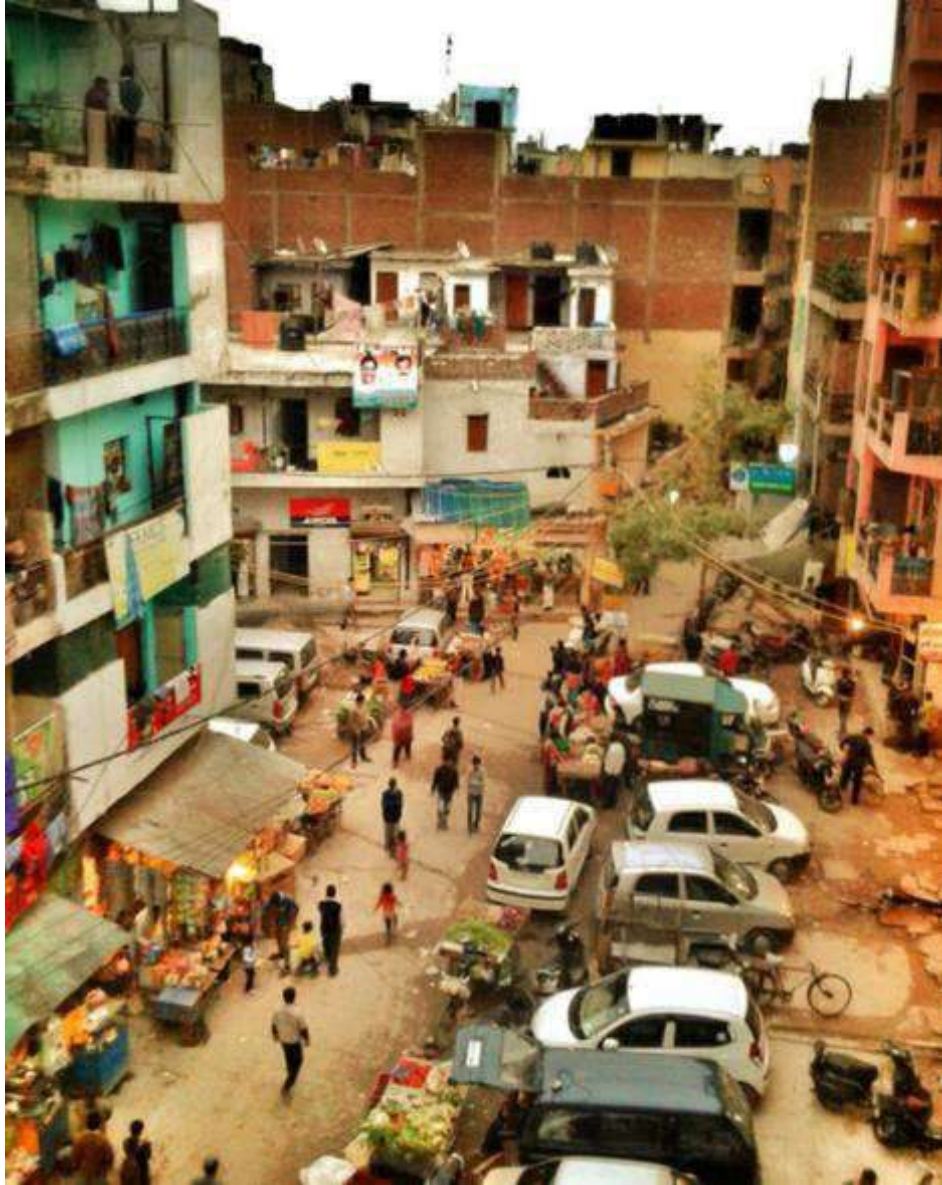
Land sale by 'power of attorney' in village and surrounding commons

Low quality, increasingly high rise, unsafe structures  
Narrow village streets  
Unregulated industries –mostly prohibited in residential areas  
Mixed land-use: residential, commercial, coaching classes, guest houses, industrial, high end showrooms, restaurants  
Village & surroundings develop informally

**Strategy: Low , 'quiet' incremental investment , rapid turnover, quick and accumulating returns**



Shahpur Jat: incremental building, mixed use of space  
a way of life







## Shahpur Jat: Found by art and fashion

External investment on 'sense of place'





# Transformation of Shakarpur Village: connectivity with city spurs development

## Shakarpur Land Use Plan 1975

Table 6.2 Land Use and plots distribution of Shakarpur 1975

Land use	Area (Ha.)	Percentage %
Total Area	99.8	100
Residential	56.24	56.35
Commercial	1.73	1.52
Parks & open space	3.74	3.7
Roads & Services	13.82	13.84
Community Facilities	2.78	2.79
Vacant Land	22.32	21.75

Type	No. of Plots	Percentage %
Total Plots	5364	100
Pakka	2104	42
Semi-Pakka	2255	44
Kachha	260	5
Vacant	345	7
Under Construction	110	2

Total Household : 5,364  
Total Population : 26,820  
Density : 268.73 PPH

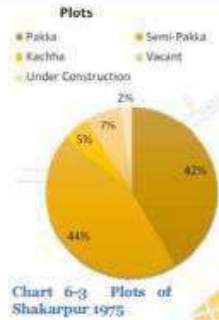


Figure 6.2 Land Use plan of Shakarpur 1975



## Shakarpur Land Use Plan 2014

Table 6.4 Land Use distribution of Shakarpur 2014

Land use	Area (Ha.)	Percentage
Total Area	84.86	100
Residential	38.76	52
Commercial	9.46	13
Roads & Services	8.35	11
Community Facilities	8.37	11
Parks & open space	9.92	13

Total Household : 17,091  
Total Population : 80,196  
Density : 945.03 PPH

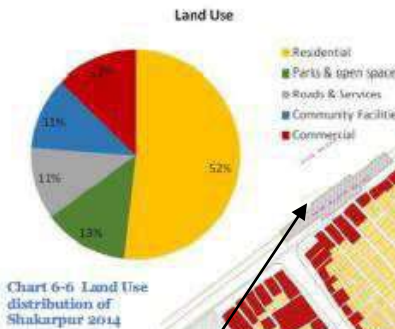
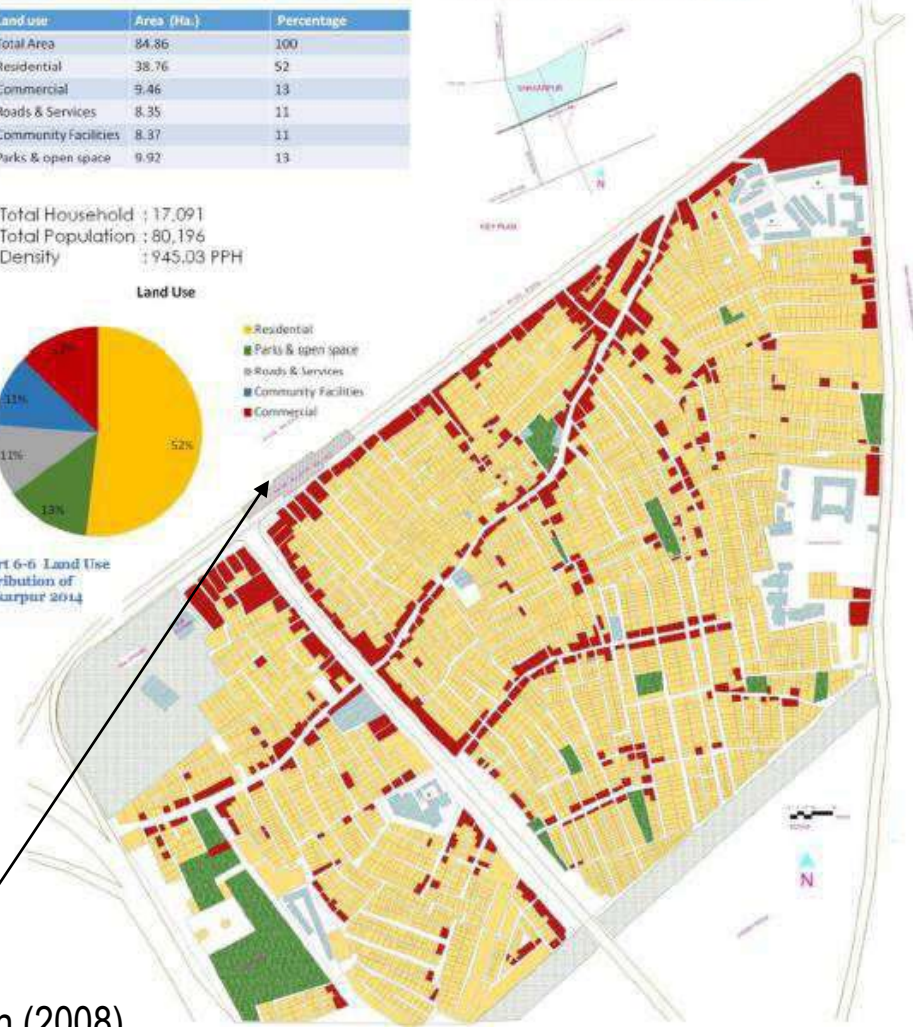


Figure 6.4 Landuse Plan of Shakarpur 2014



Metro station (2008)

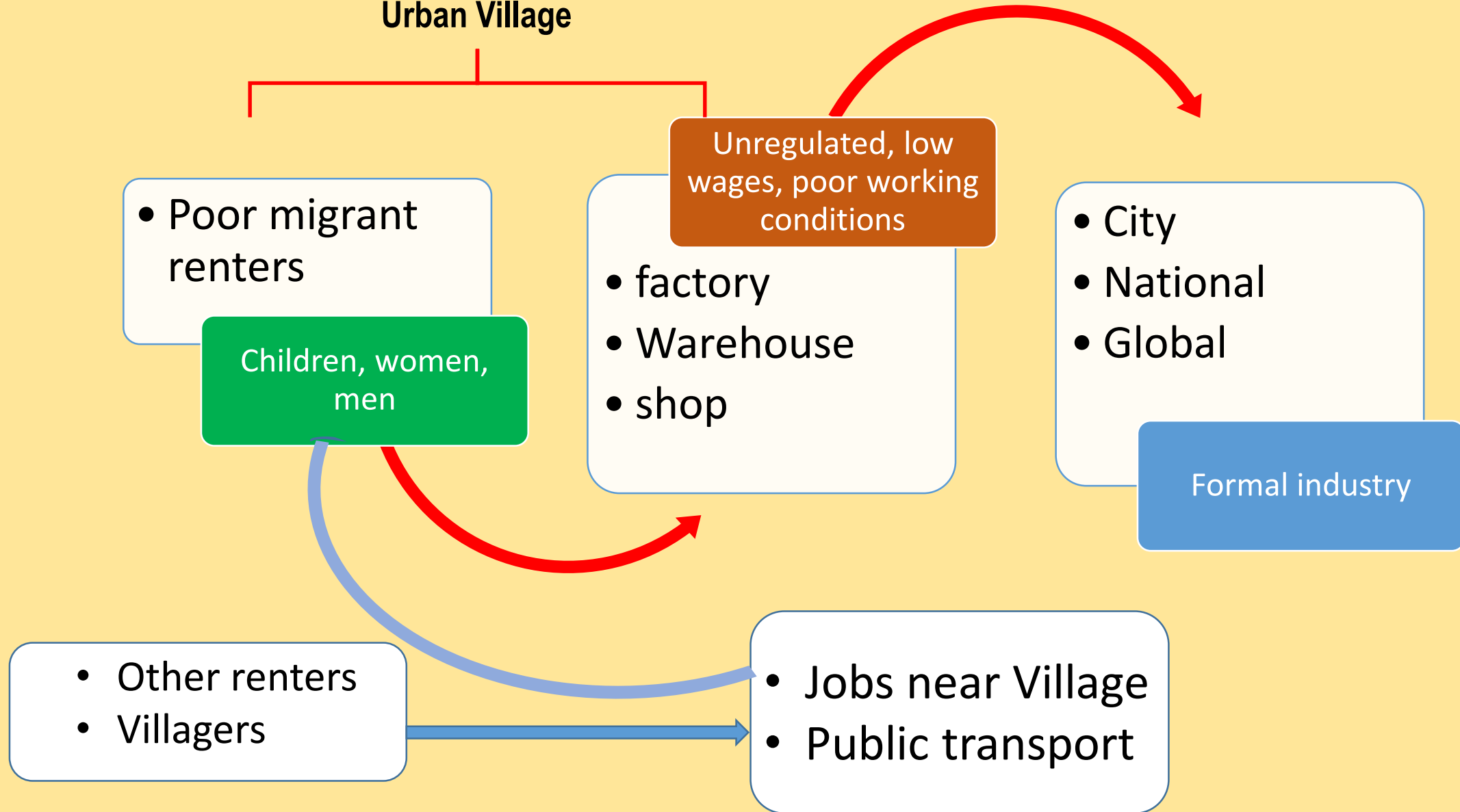


Transforming landscapes.....

Where are the poor?

# Housing and employment linkages

## Urban Village



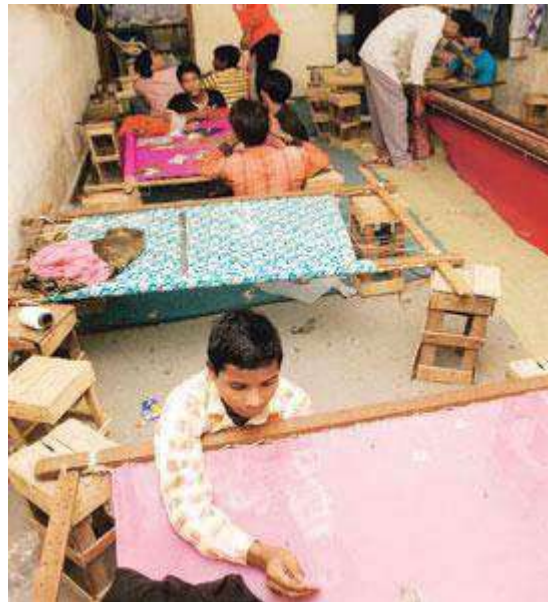




## Shahpur Jat Sweatshops of global garment chains

Thriving in stealth and immunity from regulations

2 out of 5 workers are children from rental families in village





# Recycling e-waste in Samaypur

At the edge of a polluted industrial belt



High incidence of respiratory and skin diseases among workers

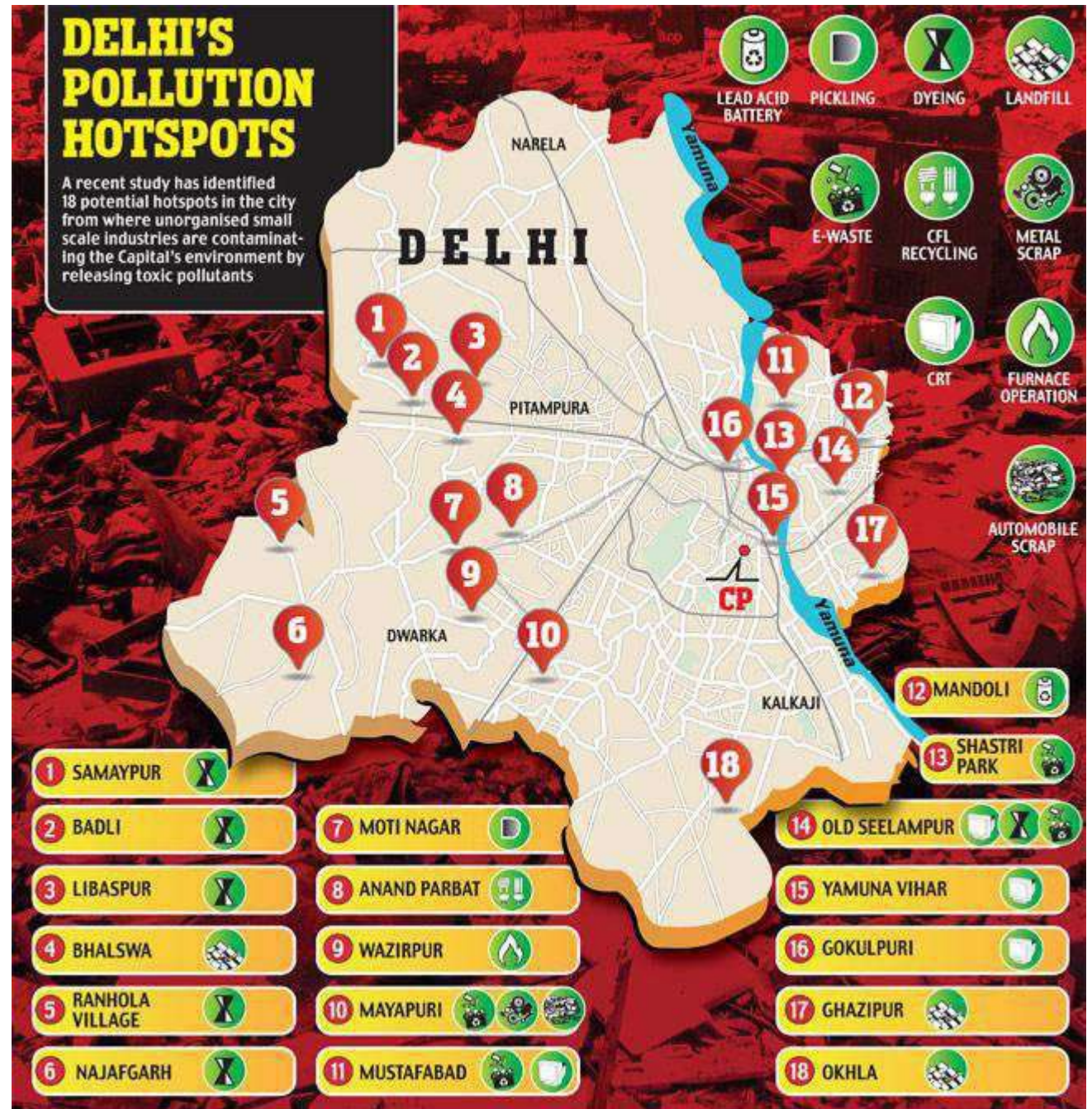
Toxic waste let out into open drains.  
(Toxics Link, 2014)





9 out of 18 of Delhi's pollution 'hotspots' are in industrialised urban villages

What cannot happen elsewhere can happen here





## Delhi: Urban village, Kishangarh

Variety of private housing for rent and sale built by developers and land owners



60% population is of low-income renters



## Kishangarh: rental rooms for migrant workers

Land lord built:

Rented rooms occupied by migrants:

House maids, casual labour, shop assistants, industrial labour

Socially homogenous: place of origin/religion/caste

Protection: gates, landlord assurance



Rs 2500-3000 for room with shared bath and toilet facilities  
Courtyard gets flooded in the monsoon



# Kishangarh: rental housing for migrant workers

Developer- built in partnership with land lord:

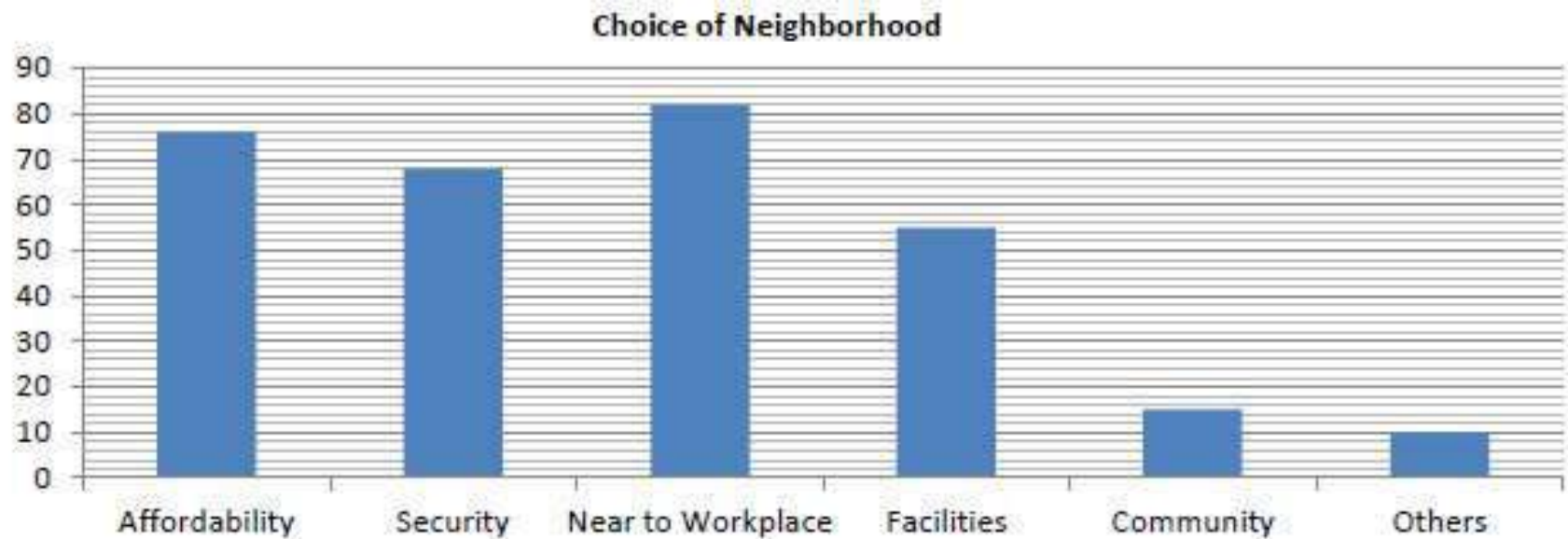
Rental apartments: nurses, students, call centre workers, security guards



Rent: Rs 6000 for 1 room with bath and toilet; Rs 8000- 10,000 - for 2 rooms



## Shakarpur Renters: Why do you stay in this neighbourhood ?

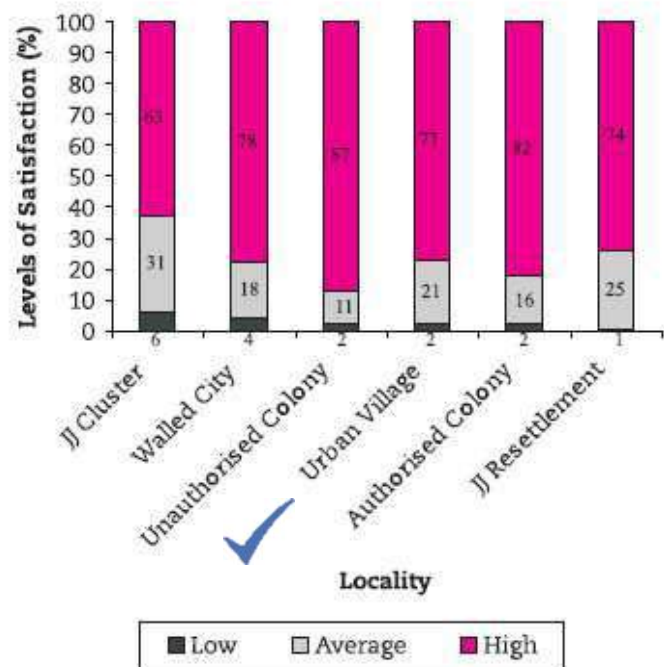


Soni, 2014

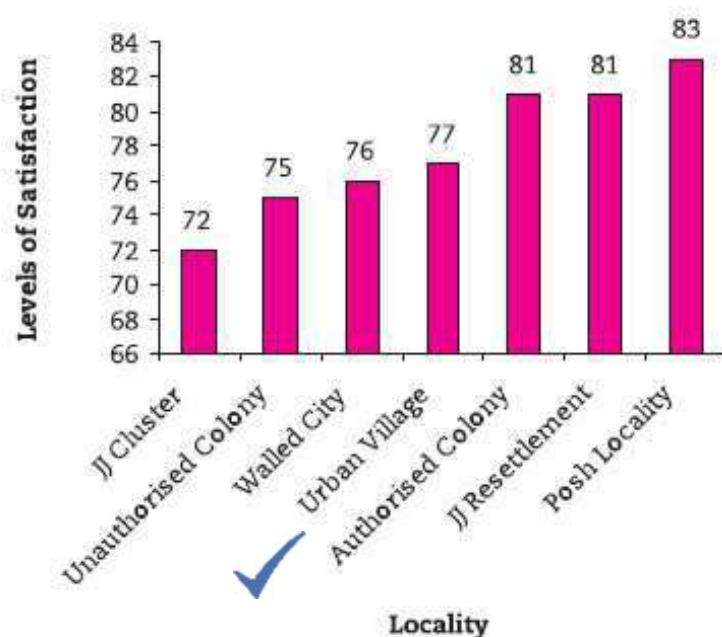
The advantages outweigh the limitations.

# Perceptions of satisfaction by locality in Delhi

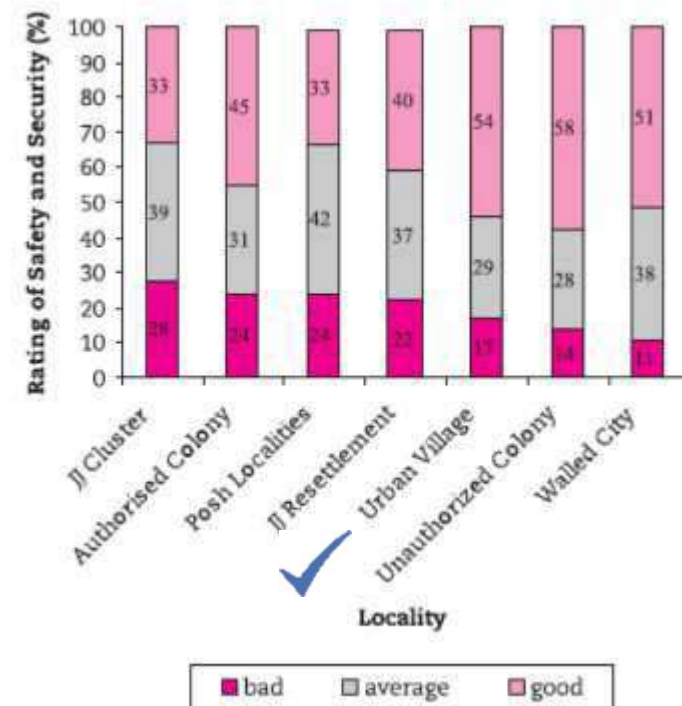
Distribution of Population Based on the Level of Satisfaction with Life (Index), by Locality



Proportion of People Satisfied with Their Neighborhoods, by Locality



Distribution of Population Based on Their Rating of Overall Safety and Security, by Locality





# Shahpur jat residents making claims to the city: asssimilating as citizens....



Residents from Gulmohar Park, Panchsheel, **Shahpur Jat** and Khel Gaon held a protest outside the Asiad Tower, claiming the site was their district park and that it had been illegally commercialised by the Delhi Development Authority.



## Urban Villages in Delhi

- A market driven solution for secure housing for poor migrants which thrives on informality
- Mixed use makes possible good work-home relationship and secure environments
- There is a case for recognising and supporting land-owning entrepreneurial villagers to produce better solutions

But

- New policy is for redevelopment and renewal of housing through land pooling in urban villages in partnership between 'major developers' and land owners.
- Multi-storeyed housing is encouraged.

**Where is the employment- housing link for the poor?**

**Where are the village land entrepreneurs?**





# Navi Mumbai

A different perspective

# Navi Mumbai: New city in Mumbai Metropolitan Region (MMR)



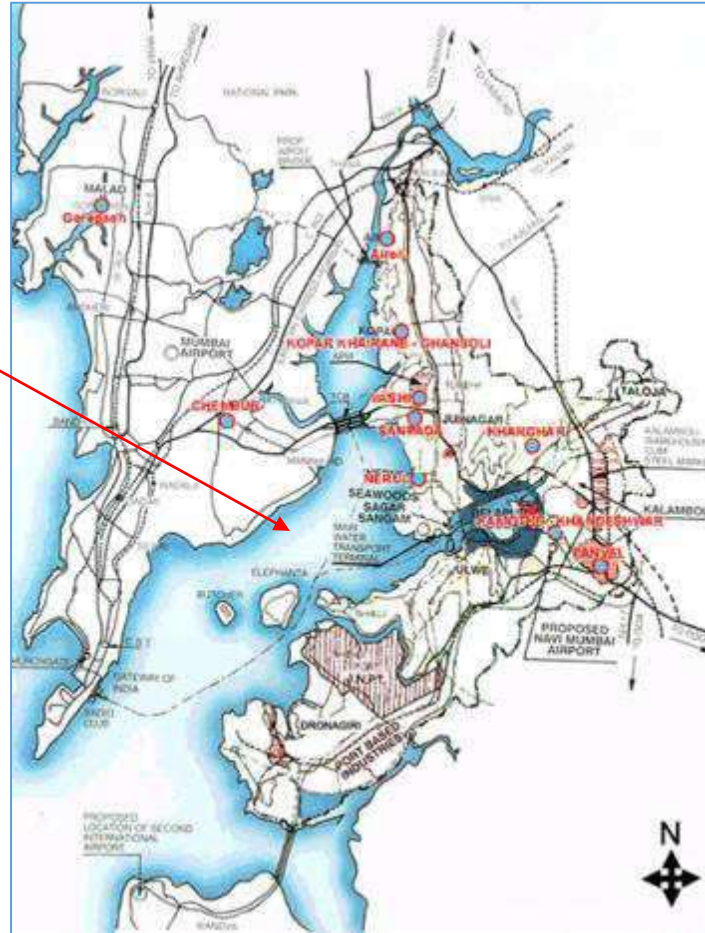
Mumbai Metropolitan Region (MMR)

- Started in 1970
- Shifting wholesale markets
- CBD
- Rapid transport links
- Industrial Estates
- Port
- Airport
- 20 Planned Townships (Nodes)
- Rehab of existing villages

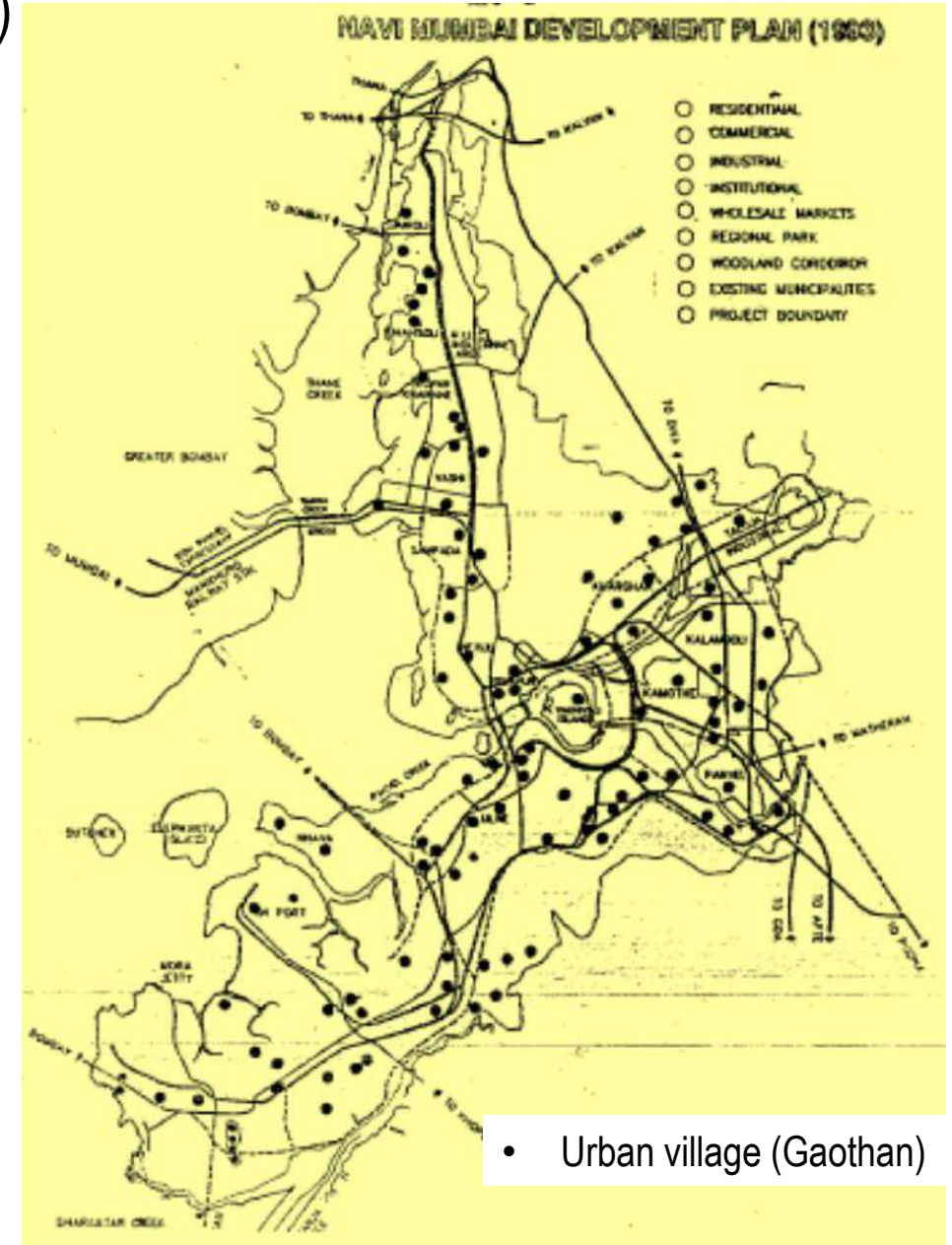
## Navi Mumbai

Total Population: 1.12 million

Village & slum population: 0.55 mill.



Mumbai & Navi Mumbai



- Urban village (Gaothan)

95 Villages (Gaothan) in Navi Mumbai



Navi Mumbai

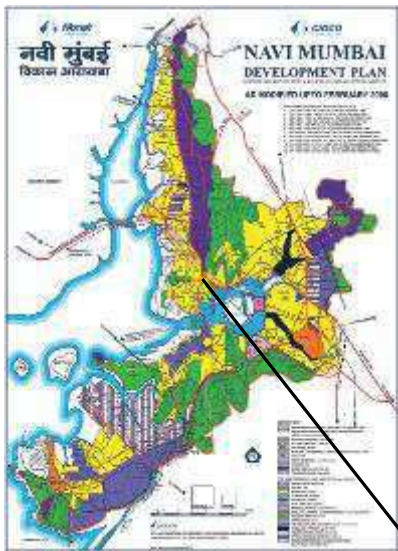




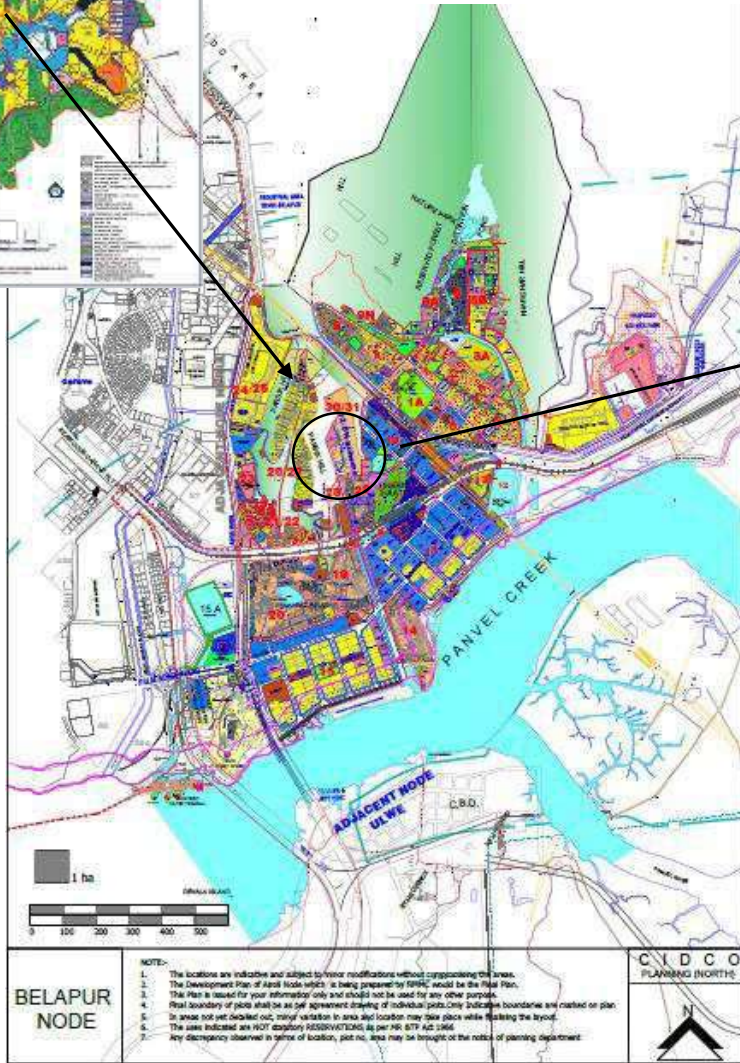
# Rehabilitation & Integration of Urban Villages in Navi Mumbai

SCHEME	COMPONENTS	OBJECTIVES
<b>1.</b> Human resource development & employment of PAPs	<ul style="list-style-type: none"><li>• Education stipends</li><li>• Skills training and placement</li><li>• Preferential contracts (sanitation, horticulture, quarrying)</li><li>• Petty contracts (civil works)</li></ul>	Economic integration into city
<b>2.</b> Village improvement	<ul style="list-style-type: none"><li>• Water supply, street paving, street lighting, power connections, drains, latrines, solid waste management</li><li>• Parks and playgrounds (in or next to village)</li><li>• Community hall, school, dispensary</li></ul>	Bring villages at par with city
<b>3.</b> Land compensation	<ul style="list-style-type: none"><li>• <b><u>GES: 10% acquired land returned</u></b> Developed plots (50%) to be built by PAPs (no sale 10 yrs), Facilities &amp; roads (50%); 40 sq m plots for landless agri labour, saltpan workers, artisans</li><li>• <b><u>12.5% Scheme: 12.5% acquired land returned</u></b> Developed plots (70%) facilities &amp; roads (30%); Commercial components 15%; Development control regulations relaxed; Sale permitted, Partnership with developer permitted</li></ul>	Make villagers partners in city development and share assets created



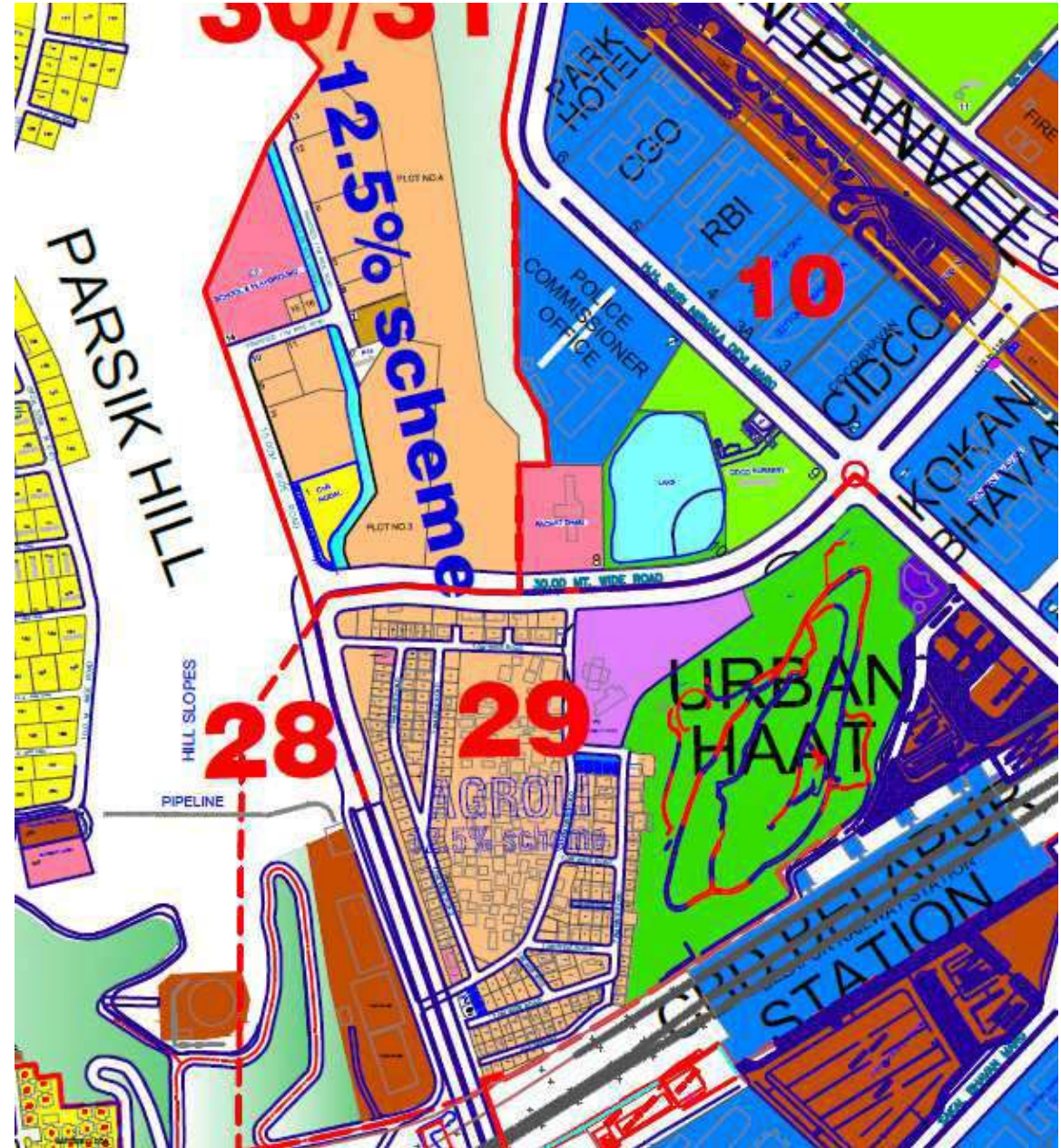


## Navi Mumbai: Belapur Node Integration of villages into city





Agroli village in Belapur Node





# Belapur Node , Navi Mumbai



# Benefits and results of rehab schemes

1. HRD & employment	vi	3. Land compensation
<ul style="list-style-type: none"> <li>Quarrying contracts</li> <li>Earthwork contracts</li> <li>Large civil works contracts</li> <li>Small civil works contracts</li> </ul>	<ul style="list-style-type: none"> <li>Better quality of life but limited: low quality infra, narrow streets, poor O&amp;M</li> </ul>	<ul style="list-style-type: none"> <li>Large plots for large land-owning farmers</li> <li>Small plots for non-land owning poor</li> </ul>
<ul style="list-style-type: none"> <li>Migrants employed in quarries</li> <li>Migrants employed in building</li> </ul>	<ul style="list-style-type: none"> <li>Investment in house improvement</li> <li>Investment in rental housing for poor migrants</li> <li>Investment in rental space for shops/ workshops</li> <li>Slums develop near villages</li> </ul>	<ul style="list-style-type: none"> <li>High land values and demand for low/middle class housing in city leads to high density housing for rent/sale</li> <li>Villagers move out of village</li> </ul>
<ul style="list-style-type: none"> <li>Profits cycled into property development, business, household expenses</li> <li>Migrants live in slums</li> <li>Insecure tenure</li> </ul>	<ul style="list-style-type: none"> <li>Deteriorating environmental conditions</li> <li>Overcrowding</li> <li>Secure tenure</li> <li>Cheap housing for poor</li> <li>Work places in village</li> </ul>	<ul style="list-style-type: none"> <li>Small developers/contractors take control</li> <li>Relaxed regulations &amp; poor enforcement result in high density, congestion, inadequate infra</li> <li>Affordable housing stock</li> </ul>

Who is benefited/ affected/ involved?

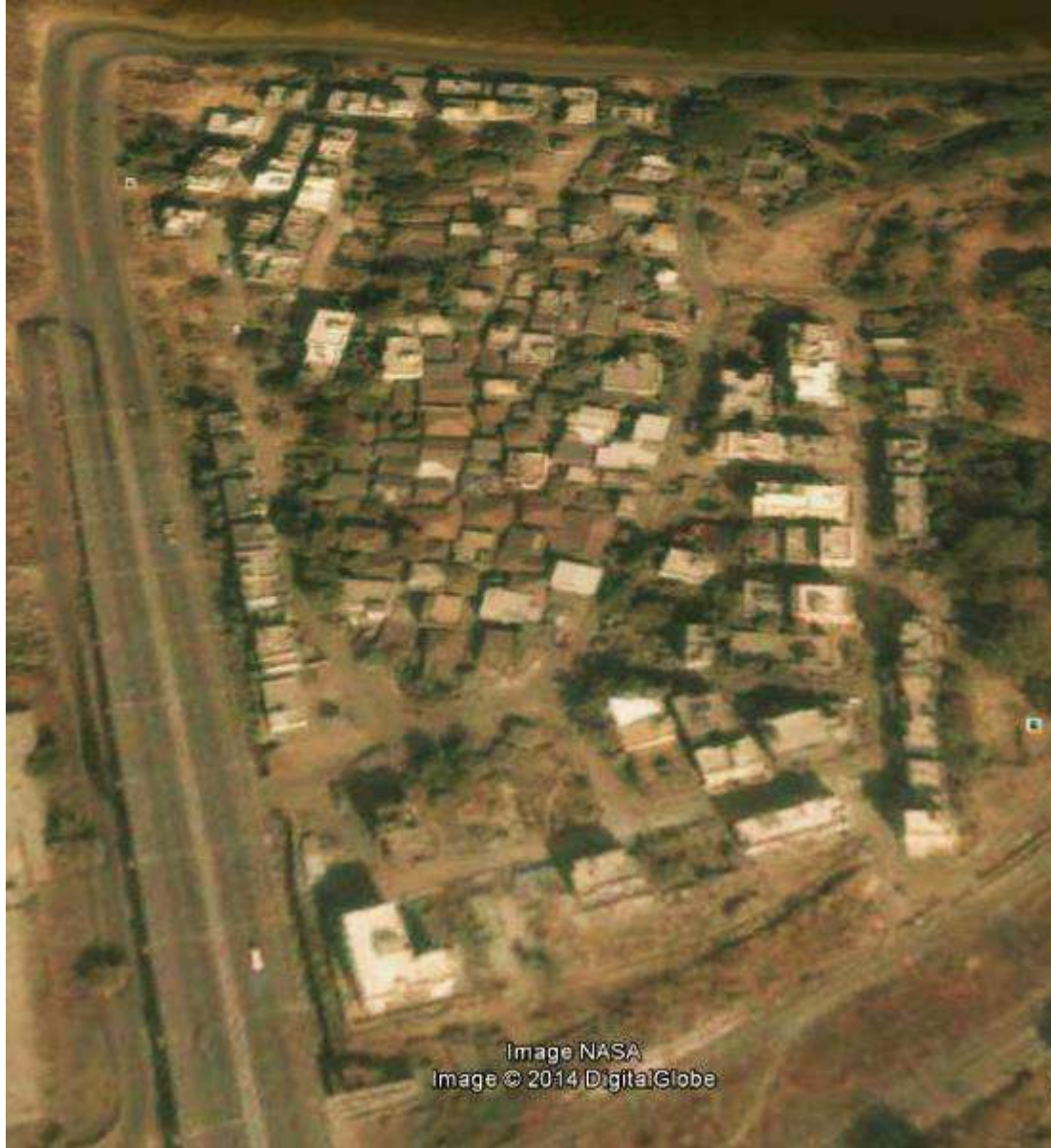
All

Poor

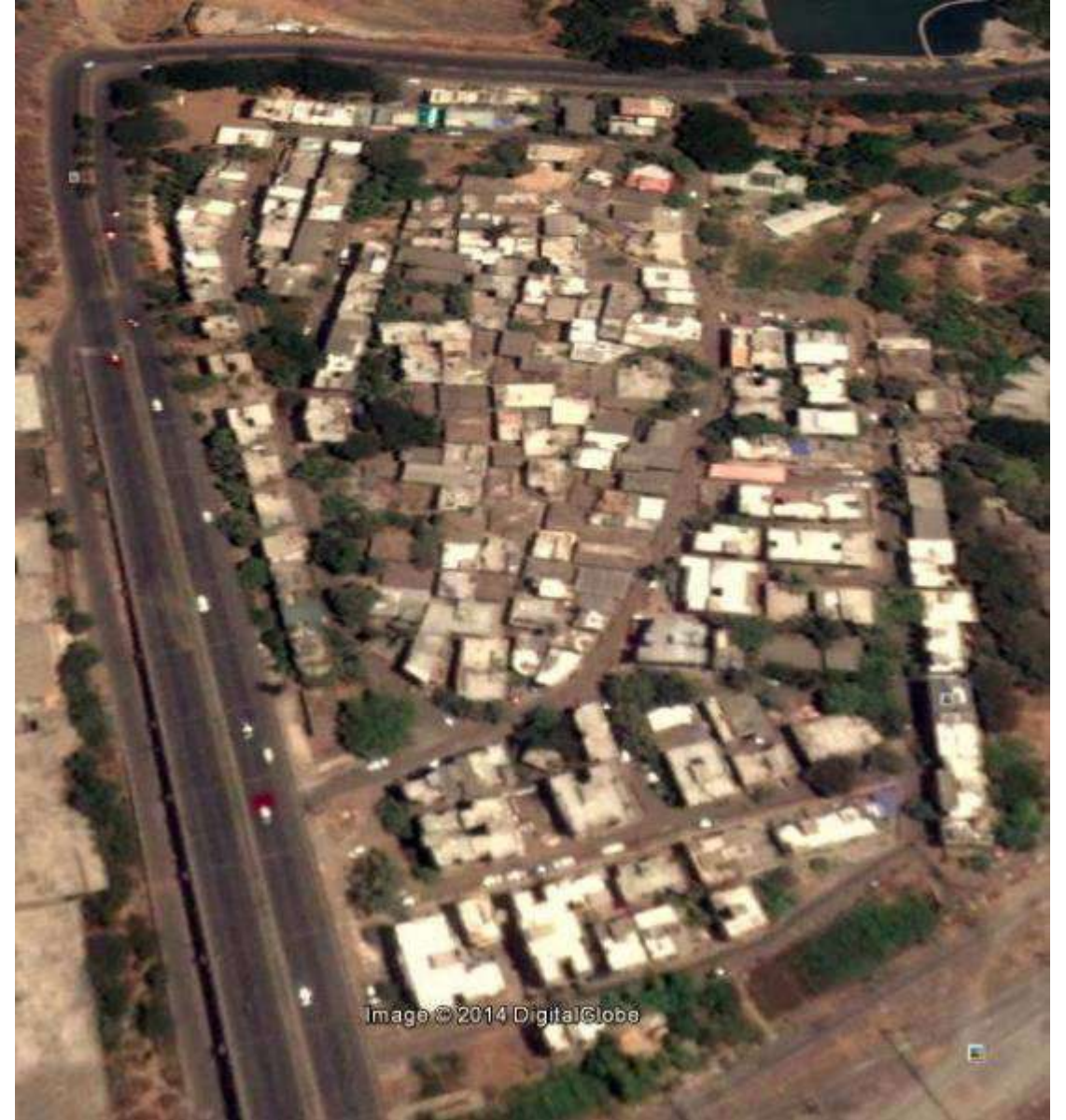
Non-poor



## Agroli Village & 12.5% scheme area



2003



2013



## Ghansoli Village, unauthorised layout and slums : Navi Mumbai



2003

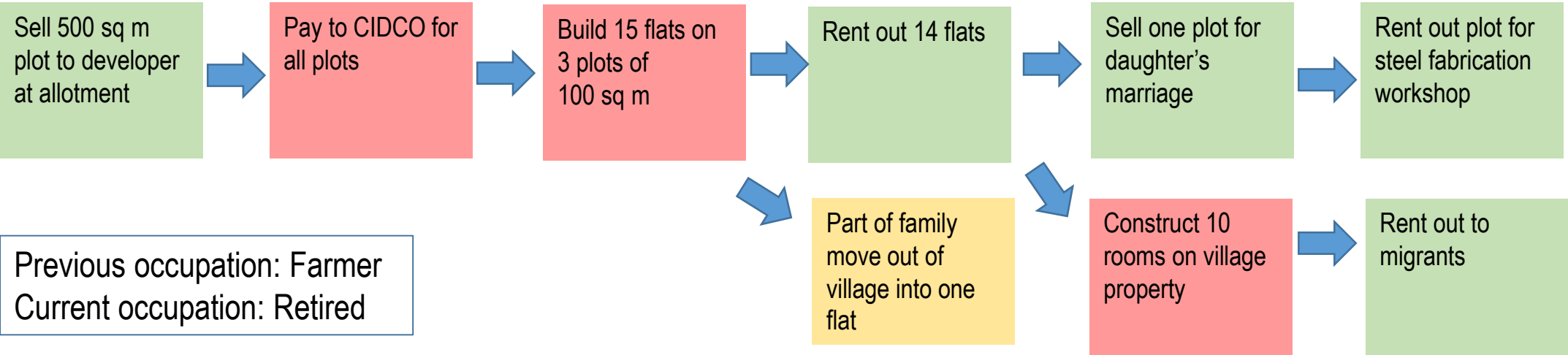


2013

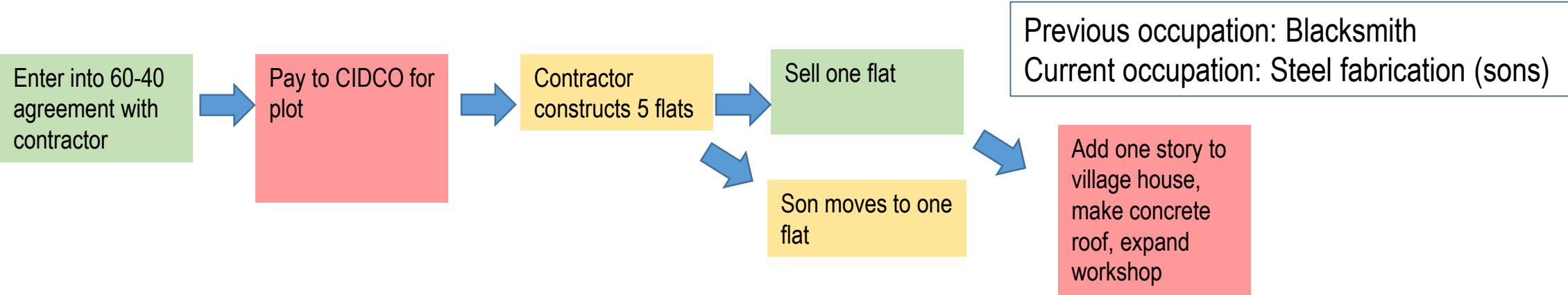


# Farmers to city land lords: Cycle of Investment and Income in Agroli Village & 12.5% land

## Case 1: Got 1000 sq m land in plots: 500 sq m (1 no.), 100 sq m (5 nos.)



## Case 2: Got 40 sq m land in one plot



# The city, the urban villager and migrant poor

Access to housing and urban services

- Urban village land market provides range of affordable options to migrants and village poor, but poor environment

Living conditions

- Much worse than planned areas; much better than slums

Security of tenure and property rights

- Secure tenure, unlike slum; rural property rights until mutation; for 12.5% land, same as city.

Access to employment

- Well connected with city: location, transport links; opportunities in building, reclamation, industry; but **urb village to urb village linkages much stronger for informal businesses.**

Voice & representation

- **PAPs Collective struggle backed by political parties in 1980's for fair compensation led to higher monetary compensation and higher benefits under land compensation.**
- **Majority of councillors in elected local government, Navi Mumbai Municipal Corporation (NMMC) represent urban village constituencies**



# Navi Mumbai: Approach towards urban villages in practice



Lal Dora is both  
a bureaucratic nightmare  
and  
an unusually vibrant place.  
It belongs to no one and to everyone

Gautam Bhatia (Urban Philosopher)

Thank you