

**Workshop on  
Shelter Security and Social Protection for the Urban Poor and the Migrants in  
Asia  
At Ahmedabad, India  
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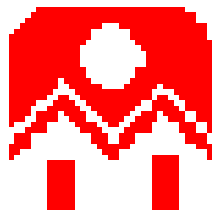
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**SHELTER SECURITY STATUS IN  
DHARAVI**

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**MASHAL.**

Shelter Security and Social Protection for the urban poor and migrant is an issue discussed and debated in seminars and conferences which are usually not attended by the real stakeholders i.e. migrants and urban poor. The Government's approach to the issues of this segment of city population varies from forcible slum evacuation to accepting them and giving them free houses! The political parties look at them as vote banks or as soft belly target who have no capacity to fight back. Real Estate Developers view housing for slum as an opportunity for assured business. Recent, outrage of some political parties in Maharashtra brings out the divide between those who consider themselves local and those who want to be a part of the urban scene. In fact it is the struggle between those who have received benefits of urbanization and those who are or want to be recent migrants to seek employment and prospects of better urban future.

The housing market in Indian Cities is now dominated by 'Developers or Builders' a big players in real estate development. They are usually backed by 'investors' – who have deep pockets and want to make them deeper by getting 25% to 200% returns on their investment in this supply starved housing scenario. The nexus between underworld, politicians and corrupt burucracy and wheeler dealer professionals is well known and is almost an accepted fact of Indian urban scene. Governmental housing is no more playing important role in providing houses for poor. But the real fact is that the so called 'open market' in the housing sector has nothing to offer to urban poor and recent migrants. The cities do not provide affordable housing stock for this section of our urban community. They have to create a space for themselves and squat on the Government, neglected, hazardous lands and create slums – a self constructed habitat. The security of tenure is a piece of paper nobody is really worried about. The real security to the poor gets in the from of protection by local slum lord, politician who helps them in their needs and provides basic services like water, latrine, pathways and streetlight, police departments which has their own strength to trouble. Parallel system of governance exists that provide real security to shelters that are constructed by themselves without any help from Architect, Planning Authorities, financial institutions etc. or so called civil society.

On this background, this papers looks out Dharavi one of the biggest slum of Mumbai as a case study and brings forth the issues and peoples struggles in the real situation.

Mumbai is a financial capital of India with population of approximately 15 million. Over 60% of its citizen stays in over 2000 slum pockets across the city. Dharavi is one of the biggest pockets in this metropolis where nearly 60,000 slum families/ establishments occupy major portion of 239 hectare of area in a compact settlement pattern. Dharavi is a triangular area between Mahim creek to the North, Western and Harbor Railway lines to the West and Central Railway line to the East. Most of the land is owned by Mumbai Corporation of Greater Mumbai (MCGM). However part of it is owned by Railways, MHADA, State Govt., Kabarastan, Mahim Nature Park and by private land owners.

The Government of Maharashtra has planned ambitious Dharavi Rehabilitation Project (DRP) to kick start change the face of Mumbai. It passed the resolution to develop Dharavi under cluster approach on 4/ 02/ 2004. It was decided to implement Dharavi Rehabilitation Project through Slum Rehabilitation Authority, Mumbai. The

project aims at rehabilitating bonafied existing households/ establishment while creating additional residential/ commercial space for sale in open market by allowing 4.00 global FSI on site. It aims at developing required physical – social infrastructure in a planned way. It expects to integrate proposed infrastructure with the City infrastructure in such a way that Dharavi becomes modern ideal real estate landmark.

DRP has decided to give 25 sq.m. (269 sft.) Carpet area house to each bonafied slum dwellers. To allow such a major project, existing Development Control Rules of MCGM (1991) has been modified suitably. This allows DRP to include, MCGM or State Government chawls, staff colonies and Estate properties in the project. DRP has separate policy for industrial unit holders as well as for commercial unit holders. DRP also plans for new Railway station, bus depot and even our underground Metro station to cater to increasing need of the residents as well as future floating population in Dharavi.

DRP appointed MASHAL to undertake GIS based Biometric & Socio-Economic Baseline Survey (BSES) of all slum dwellers/ establishment owners of Dharavi. DRP/ SRA had advertised for the work and Mashal responded to the tender based on its experience of a similar work in Pune, Nashik and in Pimpri Chinchwad Municipal Corporations. The assignment was awarded on the competitive basis. Survey team of over 100 surveyors worked tirelessly for over a year to complete survey of approximately 50,000 families/ establishment of Dharavi. Balance survey is going on without much resistance from the people.

Dharavi is divided into five Planning Sectors for implementation of DRP. Mashal was instructed to carry out above survey for each of above Sector independently. It used satellite image, survey maps of City Survey Department, information from SRA, RGNP, MCGM, SLR etc. to complete cadastral survey of total 239 Hectore of land in Dharavi. Satellite image from NRSA Hyderabad replied Mashal to kick start the survey using total station instruments and plane table survey method in the field. Each Planning Sector was further divided into number of clusters popularly known as nagar/ society/ wada etc. Mashal conducted the surveys in stages as mentioned below:

- a) Cadastral survey – showing each structure to the scale indicating use and number of stories.
- b) Socio-economic survey – collecting detailed information of family of the occupier/ establishment in the format approved by DRP.
- c) Biometric survey – capturing photo of the head of household and his/ her left hand thumb impression.
- d) Photo verification – digitally capturing the structure with unique ID no. displayed on the same
- e) Collection of photocopies of documents regarding proof of residence from all slum dwellers/ establishments.
- f) Preparation of individual files for submission to MCGM.
- g) Data entry, GIS integration and analysis.

Each Slum structure is given **an Unique Identity Number** as: SECTOR/ CLUSTER/ STRUCTURE NUMBER. This number is on each structure of all clusters. The collection of socio-economic and biometric information is also against the same number. The following table gives an idea of different stages of surveys completed.

Sr. No.	Sector	Socio-economic survey completed	Bio-metric survey completed	Photo verification completed	Individual files with submitted to MCGM.	Preliminary ID Cards ready fore distribution
1	I	6,667	6,272	6,239	767	519
2	II	11,234	12,486	12,758	10,781	5024
3	III	10,937	10,593	8,680	937	742
4	IV	9,006	9,166	6,139	957	748
5	V	8,853	8,647	9,539	5,633	2805
6	Out of Sector	1,803	1,739	1,803	1,802	Nil
	<b>Total</b>	<b>48,500</b>	<b>48,903</b>	<b>45,158</b>	<b>20,877</b>	<b>9,838</b>

Inferences of data analysis from 20 clusters is as follows:

PARTICULARS		TOTAL OF 20 CLUSTERS	PER. (%)	
STATUS OF MASHAL'S SURVEY	SOCIO-ECONOMIC SURVEY (FORMS)	10752	88.42	
	BIOMETRIC SURVEY (PHOTO / THUMB)	9785	80.47	
	DIGITAL PHOTO OF STRUCTURE	11891	97.79	
	COLLECTION OF SUPPORTING DOCUMENTS	9594	78.90	
TYPOLOGY OF SLUM STRUCTURES	RESIDENTIAL	G	2773	22.80
		G+1	7269	59.78
		G+2	7	0.06
	COMMERCIAL	G	333	2.74
		G+1	1519	12.49
		G+2	3	0.02
	INDUST.	G	0	0.00
		G+1	0	0.00
		G+2	0	0.00
	RESI. + COMM.	G	11	0.09
		G+1	80	0.66
		G+2	0	0.00
	AMENITY	G	155	1.27
G+1		10	0.08	
G+2		0	0.00	
<b>TOTAL</b>		<b>12160</b>	<b>100.00</b>	
PARTICULARS		TOTAL OF 20 CLUSTERS	PER. (%)	
RUB ATION OF SLU	0.00 TO 5.00 SQ.M.	1061	8.73	
	5.00 TO 10.00 SQ.M.	5311	43.68	

	<b>10.00 TO 15.00 SQ.M.</b>	3913	32.18
	<b>15.00 TO 20.00 SQ.M.</b>	1170	9.62
	<b>20.00 TO 25.00 SQ.M.</b>	299	2.46
	<b>25.00 TO 30.00 SQ.M.</b>	113	0.93
	<b>30.00 TO 35.00 SQ.M.</b>	84	0.69
	<b>35.00 TO 40.00 SQ.M.</b>	54	0.44
	<b>40.00 TO 45.00 SQ.M.</b>	33	0.27
	<b>45.00 TO 50.00 SQ.M.</b>	10	0.08
	<b>ABOVE 50.00 SQ.M.</b>	112	0.92
	<b>TOTAL</b>	<b>12160</b>	<b>100.00</b>

<b>STRUCTUREWISE FLOORWISE ANALYSIS FOR ALL SLUM STRUCTURES IN 20 CLUSTERS</b>	
<b>PARTICULARS</b>	<b>PER. %</b>
G	26.91
G+1	73.01
G+2	0.08
<b>TOTAL</b>	<b>100</b>

**Difficult Areas:**

**Koliwada** is the area of original Dharavi Gaathan in Sector IV, where fishing community stays. They have property cards in their names. These kolies opposed Mashal's survey as they wanted separate treatment from DRP. OSD/ DRP had series of meetings with them and has agreed to look into their demands. Koliwada is not treated as slum cluster by DRP. However there are issues about boundary of the Koliwada. Enclosed map shows three possible boundaries.

<b>Sr. No.</b>	<b>Particulars</b>	<b>Area in Sq.m.</b>
1.	Koliwada objected area	27,527.75
2.	Koliwada as per SLR.	20,823.29
3.	Dharavi Gaathan as per Collector in 1935	15,470.49

The issue of the boundary of Koliwada need to be resolved before starting Koliwada survey.

**Kumbharwada** is another area in Dharavi where Mashal could not complete its survey activities. Located in Sector II, area below *Kabrastan* to the North, old 90' road to the West, Central Railway line to the East and Sion Hospital road to the South is popularly known as *Kumbharwada / Shahid Bhagatsing Nagar /* area below Tata Power lines. (Please refer enclosed map). Mashal's survey teams were opposed by Shri. Dhansukh Parmar and others. They represent '**Prajapati Sahakari Utpadak Mandal Ltd.**' whose members were given Vacant Land Tenure by BMC / MCGM to carry out pottery related activities in 1930. Out of approximately 350 Kumbars who were original VLTs, 120 potters have small kilns at present and still carry out pottery related activities. Most of the given vacant land is constructed upon with slum like structures and they are being used for residential or commercial activities. Many of the VLT tenants have rented the slum structures and are earning rent from poor slum

dwellers or have sold the structures to new occupants. There are approximately 2,755 slum structures in above area. Out of these 1,234 structures are in *Shahid Bhagatsingh Nagar* below Tata Electrical Lines and 1,521 families/ establishments occupy and prime land of *Kumbharwada* along old 90' road.

MCGM has cancelled Vacant Land Tenures status as the original VLTs have constructed slum structures and rented them or sold them to others. There is hardly any vacant land left in *Kumbharwada* at present. When a private developer or DRP plans to undertake slum rehabilitation project under SRA, the VLT status of above lands gets automatically cancelled as per State Government order in 1997.

Ex-VLT owners from *Kumbharwada* claim that they are almost the owners of the land refuse to accept that the VLT status is cancelled by above G.R. of the Govt. of Maharashtra. They would like *Kumbharwada* to be developed not under DRP but with Private Developer's involvement. Unless DRP gives them in writing that Ex-VLT tenants would be allowed to undertake development on their own, they would not co-operate with Mashal to carry out the survey. Moreover, they are not ready to include slum dwellers residing below Tata Power line along Central Railway to their development of a part of *Kumbharwada* under SRA. According to the spokesman of Prajapati Mandal, only a part of land along old 90' road below *Kabrastan* is *Kumbharwada* and they would like to undertake SRA scheme with Private Developer for benefit of VLT owners residing on that prime portion of land. Rehabilitation of slum dwellers under Tata Electric Lines is a non – issue for them Mashal is trying to get the survey done with their co-operation.

**Eligibility of the slum dwellers under DRP:** There is on going issue of cut-off date for eligibility to get benefit under DRP. The State Govt. accepts 1.1.1995 as cut-off date for DRP the same is extended to 01.01.2001. However hardly 25% of the slum dwellers are found eligible by strict criterions of the competent authority. OSD/DRP has appointed Asst. Municipal Commissioner, G/N Ward, MCGM as a also Competent Authority to verify the eligibility of slum dwellers in Dharavi and to prepare final Annexure II. Mashal was asked to prepare individual files of all surveyed slum-dwellers and pass them over to above Authority. Mashal has submitted 20,907 individual files of 34 clusters with BSES forms, photo copies of proofs of residence, prints of biometric survey and photo verification of structures to MCGM for finalization of Annexure II. The ward officer/ Asst. Municipal Commissioner of MCGM is expected to return there files with his comments/ remarks to DRP. Mashal is expected to submit all the files from remaining slum clusters to MCGM within a month.

Above study brings out the following issues:

- 1) Poor and migrant have to create space for them selves and go on asserting their position.
- 2) Democratic form of Government is a great tool in the hands of poor to be active stakeholder.

- 3) The Government has been modifying their policies to accommodate poor and migrant – though bit reluctantly.
- 4) The private sector is going to play important role in creating shelter for urban poor and migrant.