

Appendix C

Workshop

India Habitat Centre New Delhi

September 24th 1998

Introduction

Programme

Summary of Proceedings

Main Issues/Conclusions

List of Participants

Workshop

Introduction

A one-day Workshop was held on September 24th 1998 at the India Habitat Centre, New Delhi on the issues raised by the Delhi Field Studies. In the ten days prior to the workshop date most of the invitees were interviewed and the aims of the research project explained and their views at that stage noted. Two days before the workshop a sixteen-minute video was shot in Motia Kahn that showed the appalling living conditions there and contained extemporaneous interviews with residents who expressed their views concerning relocation and other issues. This was shown at the opening of the workshop. 28 people out of some 40 contacted attended. This was considered an excellent turnout considering the abnormal weather conditions of the previous night and a high level seminar that was also taking place on the same day on the future development policy for Lutyens New Delhi.

Guide to Good Practice in Urban Core Area Development

Workshop Programme

India Habitat Centre

Lodhi Road

09/24/1998

Programme

- 10.00 Convene and Introductions
- 10.15 Overview and Background to the research project
Dr M Theis director Max Lock Centre
Followed by short presentations of the public and private sector roles concerning the problems faced in the commercial development process when the issue of unauthorised occupation is present.
Delhi Development Authority
CB Richard Ellis
- 11.15 Coffee/tea break and brief summary by Ripin Klara
Open discussion
- 13.00 Buffet Lunch
- 14.00 Introduction by Dr Theis to the selected Sites
Followed by a presentation of the Peera Garhi field studies and their implications Inderjit Sagoo and Kaplin Sharma
Open discussion
- 15.00 A similar procedure will be followed for the presentation of Motia Khan
- 16.00 Coffee break, summing up crucial issues and questions raised
Open discussion, where do we go from here
- 17.00 END

SUMMARY OF WORKSHOP PROCEEDINGS

(A full transcript and conclusions of the workshop is available from the Max Lock Centre, University of Westminster, London).

Session - I

Chairperson: Dr. Vinay Lall
Director, Society for Development Studies

Introductory remarks of the chair:

- The integration of income and housing programmes to provide access to housing for the lower segment of the housing market is endorsed in the global Habitat Agenda, the Government of India's National Housing Policy and the Habitat Report by the Government of India.
- The primary issues in this context are:
The implication on policy of 'core area development'

The credit instruments which will facilitate an integrated approach to shelter income programmes.

Introduction by Dr. Michael Theis:

- The project looks at measurable Urban Forms and their content and trying to compare them for one city with another. The aim is to produce a set of Urban Design and Development tools that will enable lower income communities to live close to the source of their livelihood within the commercial centres of these cities. This will help to avoid a universal experience of creating
 - a) a dead city which only operates during business hours
 - b) totally unsustainable transport methods, people having to come in to work, goods having to be brought in the centre rather than being produced there.
- This DFID funded project asks us to look at case studies where such a practice has been tried successfully.
- This study is purely an academic study to try to find a way to promote good practice and in no way do we want to try or even tempt people to think that we might be offering something on individual sites that would improve their lot.
- The importance of central service employment as an essential part of the urban economy must be highlighted.
- Mixed use can be defined as any activities adjoining each other and that do not, in fact, infringe on the rights of other persons and the neighbours next door.

- The research looks at:
ways in which sustainable low-income housing and small income business provision can be integrated with new commercial developments in a range of developing world contexts.
ways and means that have been successfully used by other urban authorities to overcome those valid opinions. Direct community control and community enforcement by various methods because if the communities are involved they are self-policing.
- It follows that the discussion could look at the basic assumption that mixed use of all classes in core area commercial development is good practice.

The Opening of the Discussion:

What are the operational problems that come when we try to tie up the whole concept of housing and income in the core area.

Comments :

- Initially all people resist resettlement. Has the research looked at what binds the people to their new location after a period of time when they have got used to it?
- As land prices rise the amount of land which can be afforded by the development authorities for allotment is reduced and increasingly distanced from the centre of the city.
- Since the 60s when resettlement colonies were first introduced people have been practicing livelihood activities within their homes and should be accepted. Furthermore, allowing economic activity in living spaces and use of common areas, has been incorporated in our layouts.
- The unaffordable price of land makes it unaffordable for the allottees. People who sold their land and went away were not accessible to be quizzed.
- Is planning a good way to develop a city? What kind of urban areas do we have in mind? How can we integrate women and children into city development?
- All families on a site are in various stages of development and should have an option to go whenever THEY decide. This option is not available.
- Demand for free housing is a key problem.
- What kind of activities may be introduced besides shopping and commercial facilities?
- The formation of co-operatives can help the communities to voice their concerns.
- Inter-agency communication and co-operation is weak.

- Let us not sacrifice fundamental standards of living for want of expensive space.
- For the financial viability of schemes due regard to market conditions is essential.
- Resettlement is also haphazard and unplanned owing to indecisiveness over many occupied sites.
- Improvement of transport and other infrastructure at the peripheries would attract people there.
- The less regulations you have from the top and the more participation there is from the bottom up, the fewer law breakers break into your system.

Summary of session from the chairperson (transcribed):

- The discussion had 70-80% participation.
- There was wide acceptance to the idea of mixed-use development in core areas.
- Social and Gender issues should be incorporated in physical planning.
- The MCD has gone through three stages of integrating economic activity within residences - first stage was to allow economic activity within homes, second stage was to allow economic activity in a courtyard shared by 7-8 houses and third was to provide shared economic infrastructure outside courtyards.
- Composite credit instruments must be incorporated into housing and income generation schemes.
- Co-operatives are important agents as economic life can never succeed without community participation.
- Cross-subsidisation in housing must have a market component.
- The approach has to be 'bottom-up' in which all the stakeholders are satisfied.

Session - II

Chairperson: Prof. (Ms.) Veena Garella

Faculty Member, School of Planning and Architecture

Discussion on the term Mixed Land-use

- Mixed land-use can be categorised into two: one allowing mixed use at city level and the other which is specifically tailored for the low-income communities. Mixed land-use does not mean free for all.
- Mixed land-use can become a problem. Taking examples of areas like Pahar Ganj, Lajpat Nagar or say Karol Bagh where commercial has become dominant over the years, it has created problems in circulation

system, social system and security system. Such problems should be looked at more carefully. Ways and means should be devised to tackle the problem. Traditionally it has been seen that major spines become commercial over a period of time. So problems can be solved by, for example, pedestrianising those areas, providing adequate parking, etc. It cannot be solved by regulations. Mixed land-use cannot be created by regulations.

- Ways and means are needed to encourage mixed land-use in central areas where new developments are taking place to keep the area alive as a community and as an urban area.

Presentation of alternative options by Dr. Michael Theis (audio and transcriptions available)

General consensus of the house that mixed use is acceptable but the degree of acceptability is the point of conflict.

Discussion question:

“Should the people stay or go from the site?”

Comments:

- If the people are to be recognised as stake holders to the piece of land they occupy, then shouldn't the discussion start with them? But the authorities have a pre-meditated decision that people should move out of the sites. So if the authorities have taken such a rigid stand, there can be no solution to this whole problem.
- Inadequate commercial activities in an area will result in people converting the residential areas into commercial. On the other hand, even if there is a designated shop a mile away, people would prefer to go to the shop which is just round the corner. So its a good thing to have commercial areas within the residential areas.
- Housing mobility - efforts should be made to provide housing for all classes.

Discussion limited to four decisions:

8. Whether mixed land-use on the site, particularly for those who have consolidated themselves economically on the site, is a good concept or not?
9. People have forward and backward linkages from the site. Who are the best people who can be retained and who are the ones who can possibly move out.

10. When they are retained, how they are to be retained. What will contribute to their sustainability - social cohesiveness, economy, occupational structure or the homogeneity of these communities?
11. How to finance them?

Comments:

- Formulation of a co-operative method of participation from the people.
- Two aspects to be looked at:
 - Constitutional aspect - People staying on a piece of land for a long period of time should not be removed without taking their point of view.
 - Economic aspect - whether people can actually be re-housed in a proper manner on that site - somebody will have to subsidise that.
- Authorities point of view: Environmental in-situ up-gradation - problem of people selling off and squatting somewhere else because by the time the flats will get built, say in two years time, the value of the flats will increase and hence will be sold off for profit. The idea of certain number of families staying and others going is a difficult one to enforce.
- Two views expressed with regard to retaining people staying on the site. One, looking at the social angle, people should be retained and the policy makers feel that if they have to retain them, they cannot adopt a discriminatory attitude, favourable to some and not to others. The second point is that when we are talking about the specific sites, the market value or the development impact cannot be ignored.
- Co-operative model has been tried but collapsed. It can be made stronger if the co-operatives are economically interdependent or dependent on each other rather than having it for the sake of living together. Programmes should be launched to build educational and cultural awareness of these people.
- Building confidence by giving them dignity.
- If we talk about people's participation, people's views are important, their integration into the economy is important.

Summary of session from the chairperson (transcribed):

- View expressed relate to reasonability of providing such schemes - allocations free of cost should never be given.
- Uses in adjoining area should be considered - projects such as this can make a headway within parameters of land-owning agency, and within attributes of location consideration of site potentials like commercial viability.
- Experiments should be encouraged.
- See if Government schemes like *Rozgar Yojanas* can converge on site or not - they can open new doors.

- Community awareness and education is important.
- There is a consensus that mixed use is important to the city as exclusive uses (restricted use) have a proven inefficiency.....other uses creep in and there is a need for discretion on which of these are appropriate.
- The education of people and their integration into the site is important
- With so many sites like this in the city problems have to be perceived within framework of mixed-use vis-à-vis exclusive use (restricted use)
- When we plan in context to the site let us go into some detail on what kind of development would be sustainable
- Let us not fear market forces
- Subsidisation should be at a city level
- People, especially the informal sector, contribute 40% of the city's economy
- We should think of action which can be taken to bring people in.

END OF WORKSHOP

Main Issues

The morning session discussion focused on the question 'The basic assumption behind the research is that mixed-use of all classes, in core commercial development, is good practice. Can, or even should, efforts be made to achieve this in Delhi?' The afternoon session concentrated on the question 'Should the people stay or go from the site?'

There was general acceptance by the delegates that mixed-use development was a 'good thing' although considerable argument arose from the DDA and MCD delegates, in particular, as to how to define mixed-use so that development control regulations can be drawn up. Strong arguments were put forward from the academic and research members, as well as the reports of field survey, that re-accommodation on site of sitting residents should be taken into account. This was resisted by DDA and MCD who pointed out the problems arising from trying to determine who should stay and who should not when it was administratively and financially easier to re-settle the total population without question. Many instances, and ingenious means, were cited as to how low-income allottees sold on or otherwise profited individually from the system.

In the end the Commissioner for Slums, who had earlier spoken in favour of mixed development, came out firmly in defence of clearing such sites completely of all existing residents. As he saw it, this was the only way to maximise the commercial return from the site to the central funding mechanism that he was dependent on for funding his slum improvement programme. Without that his programme would be worse off.

Conclusions

The workshop identified two issues that it was felt should influence the future course of the research.

First, is the issue of municipal financial mechanisms that actively encourage the maximisation of values of central site development at the expense of existing residents and small enterprises being retained in central areas where arise the greatest economic opportunities and needs for their services.

Second, is the whole question of finding effective and acceptable administrative and financial controls to ensure that any low-income provision, either residential or business, made in areas of increasing land values such as core areas is kept in such occupancy.

Both these areas would benefit from closer examination.

LIST OF WORKSHOP PARTICIPANTS
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24TH SEPTEMBER 1998.

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