

**REGULATORY GUIDELINES FOR URBAN UPGRADING :
HYDERABAD EXPERIENCE, INDIA**

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The Background

Andhra Pradesh is the fifth largest state in India. Hyderabad, the capital of Andhra Pradesh, is the fifth largest city in India. The state shot into fame twice in the last two decades. First with a new political party reflecting the local aspirations of Andhra people¹ in 1983 and recently (in 1999) with a new leadership in the same party.

The present government, elected to power in 1999, is today the most well known in the country. Information technology savvy² and self-professed to be governing on the principles of simplicity, transparency, and result-driven, the government is most popular because of its dynamic Chief Minister. The government started functioning by working towards “Vision 2020” for the state. The vision has 19 major engines of focus. Out of these, managing urban growth and infrastructure development are two thrust areas. The challenge for the Government today is in playing the role of facilitator, enabler and catalyst of economic change. The current policy environment and extensive use of information technology for improving public services have made AP a favoured destination for new investments³.

Janmabhoomi is a people centred development process launched in the State of Andhra Pradesh in January 1997. This process has evolved out of the experience gained through the implementation of Prajala Vaddaku Paalana (taking administration to the door steps of the people) launched in November 1995 and Sramadanam (contribution of labour) launched in January 1996. It aims at establishing an ideal society, which embodies and cherishes the principles of people's participation, equality, transparency and accountability leading to sustained economic development and excellence in all walks of life. The goal is, an enhanced quality of life for every man, woman and child in the State.

The present study of housing scenario for the urban poor in Hyderabad and the impact of regulatory mechanism are studied in the above specific context, particularly with reference to :

1. the UCD and land sharing experience in Hyderabad
2. the present policy and political environment in the state
3. the impact of IT on housing related services to the poor
4. Impact of the standards etc. on livelihoods of the poor

Housing the urban poor in Hyderabad : an overview

Hyderabad – the vital statistics

Hyderabad as a metropolitan area consists of the Municipal Corporation of Hyderabad (MCH), nine surrounding smaller municipalities, the Secunderabad Cantonment and several villages many of which are urbanised. The area under the Hyderabad Urban Development Authority (HUDA) covers about 1534 sq.km. and had a population of 4.616 millions as per the 1991 census.

¹ The Telugu Desam Party brought in landmark and very popular welfare measures covering the entire poor in the state

² AP is now known as the Cyber state, its capital Cyberabad and its Chief Minister “Cyber Naidu”.

³ Both in the human resources sector and the financial sectors

The Municipal Corporation of Hyderabad (MCH) is the central city with an area of 169.31 sq.km. and a population of 3.146 millions (in 1991). The nine smaller municipalities together cover an area of 376.97 sq.km. and had a combined population of 963,000 in 1991. The rest of the area under HUDA is in 242 villages constituted into 106 Gram Panchayats or rural local bodies, with a population of 431,000 in 1991.

The growth rate in population during the decade 1981 – 1991 in the HUDA area was 70.33%. As per the Draft Revised Master Plan–2011 for the Hyderabad Development Area prepared by the HUDA in 1993, the population in 2001 was projected to be about 6.7 millions and in 2011 to be 8.6 millions.

The housing scenario

In 1991 there were 824,000 households in the HUDA area. 37% of the households were living in one-room dwelling units and another 31% were in two-roomed dwelling units.

About 25-30% of the population in Hyderabad (MCH area) was estimated to be staying in slums. In 1979, 455 slums were identified and by 1994 the number of slums identified and listed was 811. The following table shows the growth of slums in the MCH area .

Table showing the growth of slums and slum population in MCH

Year	No. of slums	Population
1962	106	120,000
1967	194	168,000
1972	282	300,000
1976	300	320,000
1977	Not given	380,000
1978	377	400,000
1979	455	408,000
1981	470	540,000
1986	662	859,000
1994	811	1,259,000

Source : 'Urban Community Development : List of Identified Slums', a report of the MCH⁴.

The squatter settlements started in Hyderabad in early fifties when the Muslim elite fled the city due to the police action⁵ leaving behind their lands and properties. The Nehruvian era of industrialisation and making Hyderabad the capital of AP state were the other events that triggered sudden growth of population, particularly the poor. The river Musi divides Hyderabad into two economic zones, with the old city situated towards the south, housing majority of the poor. Two third of the squatter settlements are located on private lands. The average household size is 5.5 and the average household occupation size is about 16 m². The average density of population in slum pockets is three times higher than the city's average⁶.

⁴ A later modification to the list indicates that an estimated 1.259 million people stay in 792 slums

⁵ When India attained Independence from the British in 1947, a few areas remained outside the Union of India. The state of Hyderabad is one such which was integrated with rest of India by police action by Govt. of India. It became capital of AP state much later in 1956.

⁶ 400 persons per hectare in 1987 as against the city's average of 127 persons per hectare.

According to a brief note of the Urban Community Development (UCD), MCH published in 1996, out of these, 387 slums were recommended to be deleted from the list as they were fully developed in all respects under the (UCD) projects with ODA (Overseas Development Agency)/MCH assistance. This deletion thus left only 424 slums on the notified list of slums, many of which also are likely to be deleted from the list in the near future with the ongoing development measures in these slums also get completed.

As per the 1991 census about another 284,000 population (that is about 29.5 %) stays in the 263 slums outside the MCH in the nine municipalities within the Hyderabad metropolitan area⁷.

Housing types of the urban poor

The housing types of the urban poor in Hyderabad are :

- Village settlements surrounded/engulfed by expanding urban development
- Temporary, unauthorized hutments (land parcels rented out to 'hutters' without approval from the local authorities, usually to accommodate construction workers, etc, temporarily)
- Slums/squatter settlements with informal, temporary shelter units on public or private lands
- Illegal land sub-divisions where the layout and buildings constructed have no approval⁸
- New sites and services schemes to either upgrade an existing slum by reorganizing the layout, or, to rehabilitate squatters from 'objectionable' lands⁹ on a different site.
- Apartments constructed by the public agencies either to rehabilitate squatters or as part of Shelter upgradation or as a 'land sharing' mechanism

1.4 Formal Sector Supply of Housing for the Urban Poor

The public agencies involved in supply of housing or land for the urban poor, particularly aimed at the existing occupants of the slums in Hyderabad are :

- 1) Andhra Pradesh State Housing Corporation Limited (APSHCL) undertaking the actual formulation and implementation of the schemes for the Economically Weaker Sections (EWS), including financial management.
- 2) The two district collectorates within the city area which are responsible for the supply of land for undertaking housing projects for rehabilitating/relocating/upgrading the slum/squatter settlements

Role of other public agencies

The two public sector agencies which were previously playing a significant role in the supply of houses for all economic groups including the EWS (Economically Weaker Section) - Andhra Pradesh State Housing Board and Hyderabad Urban Development Authority (HUDA) are now limiting their activities to supplying developed land and auctioning the same in the open market. Hence the developed plots they are auctioning are usually appropriate only for the higher income groups or for the potential developers who buy these sites and build apartments for the upper

⁷ Provisional figures from the 2001 census, still under processing obtained from informal sources suggest that the population in the slums in the nine Municipalities reduced to 186,000 distributed over 240 slums. It is possible that this data, since it is not yet cross-checked and ready for official release, is inaccurate

⁸ Generally where the land is not permitted to be sub-divided either due to urban land ceiling or due to violation of land-use

⁹ The notified slums have been classified as either unobjectionable or objectionable. Objectionable slums are those, which are in low-lying lands or where roads have been proposed or on non-residential zones as per the statutory Masterplan

middle or higher income groups. Thus, the government has now designated APSHCL responsible for all EWS housing in the state and limited the role of APSHB and HUDA to supplying land and housing for the the middle and higher income groups. UCD wing of MCH will now play only the role of community development and environmental improvement of slums in Hyderabad.

Allotment of land ‘pattas’ in slums of Hyderabad :

The slums are ‘notified’ in the official gazette by the Commissioner, MCH within the MCH area and by the Director, Municipal Administration, in the Municipalities.

The first stage of the regularization of the slum settlements is that of giving land tenure to the occupants in the notified slums. The district collectorates, which are the land revenue authorities undertake the survey and identification of the potential beneficiaries (those living in the existing slums), prepare a site plan from the point of view of land records for the purpose of issuing a land clearance/alienation order, and issue ‘pattas’ or tenure certificates of land holding/possession to the identified beneficiaries.

AP State Housing Corporation Limited

The 1983, the government launched several popular measures across the state, a massive rural housing programme being one of them. The programme was aimed at uplifting the socially and economically backward landless agricultural labourers in rural Andhra Pradesh. Permanent housing for this target group was seen as a nucleus around which income augmenting/employment generation programmes of the government were tied up to make it an integrated rural development project. There has always been a small component of urban weaker section housing in this programme. The targets set are construction of 140,000 dwelling units per year (mostly rural) and are mostly met. The institutional and financial mechanisms required to achieve this were established and are still continuing. Andhra Pradesh State Housing Corporation is the nodal agency responsible for implementation of this programme.

Throughout its implementation period, the programme is seen as a welfare measure¹⁰. Though it is generally acknowledged that the anticipated socio-economic improvement of the socially backward rural poor has been achieved, there are no studies to show whether this has actually reduced migration of rural poor to the urban areas.

The actual supply of housing

The District Manager of the APSHCL prepares the project and layout plan for the housing scheme¹¹. After obtaining the necessary planning approvals and building permissions from the MCH, sends the project report to the head office of the Andhra Pradesh State Housing Corporation Limited. After obtaining the necessary financial sanctions and loans, the project is executed by the District Manager, including disbursement and recovery of loans.

The office of the District Manager (Housing) is within the premises of the office of the District Collector so that the two components, land supply and the housing supply activities are operationally integrated.

APSHCL has so far built about 18,000 units for slum upgradation in Hyderabad. The norms of the Andhra Pradesh State Housing Corporation Limited specify a cost ceiling of Rs. 30,000 per

¹⁰ The programme was initially placed under the Social Welfare ministry, but later changed to housing & municipal administration ministry.

¹¹ in the existing slum on a reorganized layout or on a new site to rehabilitate occupants from an ‘objectionable’ slum

house in Hyderabad for the EWS category considering a subsidy of Rs.3,000, a loan of Rs.25,000, and a beneficiary's contribution of Rs.2,000. The upper limit of income for an individual to be registered as a beneficiary was stipulated as Rs. 18,000 per annum. Where the existing densities do not permit all ground floor structures, the buildings are constructed in two or more floors. The cost ceiling enables only the grant of land tenure and the building of the RCC frame structure for the multi-level tenements. The beneficiaries are then expected to build the walls/envelope on their own. In such cases, the experience shows that the beneficiaries, for various reasons do not complete the dwellings and therefore, they remain unoccupied. The local body is expected to develop the infrastructure networks and provide the other services.

The schemes in operation in Hyderabad by the APSHCL are :

Category	Income Limit(Rs.)	Unit Cost (Rs.)	Beneficiary's Contbn. (Rs.)	Loan (Rs.)	Subsidy (Rs.)
EWS	18,000	30,000	2,000	25,000	3,000
Township houses	30,000	100,000	2,000	95,000	3,000

The current approach to housing being evolved by the APSHCL is to take over the ownership of a piece of government land through official transfer, develop the infrastructure networks, build the tenements, and sell the units. This would make the project integrated and ready for occupation. The cost ceiling for such 'Township Houses' was initially specified as Rs.50, 000. Due to the increase in the cost of land, infrastructure development and construction, the cost ceiling of such 'Township Houses' has been proposed to be increased to Rs.100,000. The net cost of a 24 sq.m. (plinth area) tenement completed in all respects, in a multi-storeyed building is thus estimated at about Rs. 100,000 at current prices. This includes the cost of land, development of on-site infrastructure and construction of floor space.

At present norms of HUDCO loans for the EWS a maximum of 25% of the household's disposable income is considered in calculating the credit eligibility of a household. At the cost of Rs.100,000 per house, the monthly income required for being eligible for a housing loan from the HUDCO is about Rs.4,500 which is nearly twice the income limit specified for the 'Township House' category. The only other alternative is to supply developed land at the peripheries of the city, which does not fulfill the guidelines of the housing agencies—namely, to locate these houses in close proximity to their workplaces.

For better performance and increased coverage of the programme, the following recent actions are initiated :

- a. One time repayment of outstanding loans is announced by the Corporation. Transfer of unit to another household fulfilling the eligibility criteria is now permitted. The response has been tremendous in view of this concession.
- b. So far the state government has been standing guarantee for the loan raised from HUDCO. Since the recovery position was very poor, budgetary allocation is made annually for extension of loan to the Directorate of weaker section housing programme, which draws the money from the government and passes on to the Corporation. With a view to improve the performance of the corporation in terms of loan recovery, starting from the current year, the government decided to only extend letter of credit and not stand guarantee. However, there is thinking in the Corporation that the rural component caters to the very poor and hence may be viewed as a welfare measure.
- c. Integrated projects in Hyderabad will be taken up for slightly better off lower income groups on total cost recovery basis (as described above).

Urban Community Development (UCD) Programme of MCH

Government initiatives to upgrade slums in Hyderabad have met with varied degree of success. The major schemes were Slum Clearance Scheme, Slum Improvement Programme, Environmental Improvement Scheme, Housing Scheme for urban poor, Integrated Urban Development Programme, Hyderabad Slum Improvement Project and the Urban Community Development Programme. Out of these, the most effective is the UCD. Municipal Corporation of Hyderabad (MCH) undertakes overall community development including health, women and child welfare, employment generation, environmental improvement, etc. in the slums under the Urban Community Development (UCD) Scheme. The project aims at motivation, organisation and convergence of development programmes for the urban poor. The project delivered about 20,000 pattas and upgraded 12,000 houses.

Started in 1967, the project was initially funded by the central, state and municipal bodies; then shifted to state & municipal funding. UNICEF and the ODA of UK part funded the project until mid nineties. Presently the project is entirely funded by the municipal budgets. As already mentioned, the role of this programme is now confined to environmental improvement of slums. The funding for the schemes of the UCD Cell has recently gained statutory provision (as UCD and Services Fund) and is constituted of 10 % of the total property tax collection of the MCH and 30 % of the per capita grants received from the State and Central Governments. This statutory provision has been made in pursuance of the 12th Schedule of the 74th amendment to the Constitution, 1994, which envisages urban poverty alleviation as a legitimate function to be undertaken by the local bodies.

There was an increased rate of public participation and self-help component when the programme was implemented through UCD. The communities not only did self-help but helped one another as well. UCD used an integrated approach wherein various means are adopted to bring about social changes, the provision of housing being just one of the means. However, the rate of slum upgradation was not appreciable due to a majority of the slums being on private lands. It was for this reason, that the land-sharing concept evolved in Hyderabad.

Land Sharing : The case of Gandhikuteer

Interesting examples of “Land Sharing” between the slum dwellers and the private land owners exist in Hyderabad. The process by which this concept was tried makes an interesting study. Land Sharing in the context of Hyderabad is the process by means of which the piece of land in private ownership, squatted upon for considerable number of years, is shared by the landlords and the squatters, according to the conditions agreeable to both the parties. The advantages to the landlords are immediate possession of part land with increased value¹², special incentives offered by the local body for agreeing to share the land and the advantage to the slum dwellers are security of land tenure, no further eviction threats, incentive to build permanent houses, an asset for future generations and most importantly, improved social status.

Gandhikuteer was a settlement situated at a busy junction in the city. 240 families lived on 12000 m² land since early thirties. Since 40s court cases were fought both between various claimants of the land ownership as well as the landlords and the slum dwellers. In 70s a negotiation took place to acquire the land by paying compensation to the landlords by the slum dwellers, but did not finally materialise. UCD declared Gandhikuteer as a slum in 1981 on the strength of which

¹² the land now is litigation free and unencumbered

the slum dwellers tried to obtain land pattas. But the UCD officers felt that it was unfair to deprive the owners of the total land and hence initiated the land sharing exercise. The settlement had three distinct social groups and the stronger two connived to evict the third one in consideration of benefits offered by the landlords.

The UCD director was very dynamic and applied micro planning tools to increase the strength and reduce the threat against land sharing solution. At community level, the misguiding leadership was broken and at household level the younger generation was separated from the elders and taken into confidence. A settlement was finally reached whereby the land sharing would be equal¹³ and the slum dwellers to vacate the landlord's part of the land in 6 months time. It was agreed to pay Rs. 1000 in 1984-85 as a support by the landlords to the poorer families to speedup the rehabilitation work.

The shelter upgradation work started soon after. The community decided to allot different sized plots (24 to 47 m²) wherein the largest size was offered to the families who stayed the longest. Due to reduced land component for housing, G+1 structure were decided to be constructed where related families were allotted ground and first floors of the same building. 80% cost came as a loan from HUDCO at 7% interest with repayment over 20 years period, and the rest as beneficiaries' contribution and state subsidy. The beneficiaries' contribution could be labour, cash, or recycled material from the old house. The houses were constructed with all services. The families together had the option of building up another floor and divide equally, after repayment of loan component. Present of large groups of construction workers among the community helped fast and quality construction. The youth took up the leadership now and the strong community bond established during negotiation for land sharing and subsequently while construction of the housing scheme, ensured unity in future.

The scheme was built in 1985 and is studied in 1987 as well as in 2001. It was found that the community ties are still very strong. There was hardly any encroachment onto common roads or conversion of building use in the last decade and a half. Some of the youngsters are not aware that it was a slum before. The education levels have remarkably gone up and the community feels that this is due to the elevation of status due to shelter upgradation. Over 50% of the present occupants are original owners and among the rest are rented units. In all over 60% have retained the ownership. The third floors are added incrementally and the shelter size now makes it above lower income-level.

Legislation, Regulations, and Programs/Schemes Related to housing for the Urban Poor in Hyderabad

Legislation

The only Act enacted in the State related to slums is the Andhra Pradesh Slum Improvement (Acquisition of Land) Act, 1956. The provisions of the Act were enforced in the State with effect from August, 1962.

The Act was primarily aimed at facilitating the government to acquire the land on which slums were located so as to undertake public works in these areas designed to improve these areas.

¹³ The landlords received the parcel of land fronting the main road with high commercial potential on which MCH permitted extra FSI.

Under section 3(1) of this Act the government may by notification in the Andhra Pradesh Gazette declare an area to be a slum area if it is satisfied that such area is or may be a source of danger to public health, safety or convenience of its neighbourhood by reason of it being low lying, unsanitary, squalid or otherwise.

Under section 3 (2) of the Act the government may acquire the land in such 'notified slums by publishing in the Andhra Pradesh Gazette a notice to the effect that they have decided to acquire it in pursuance of this section.

The implementing agencies of the Slum Improvement Scheme as per the Act were nominated as follows :

- 1) In the Municipal Areas : Director of Municipal Administration
- 2) In the Municipal Corporation Area : Commissioner of Municipal Corporation of Hyderabad

Programs and Schemes

1961 : banned - granting of pattas¹⁴ for government land within 10 miles radius of the limits of MCH. (G.O. Ms. No.1122, Revenue dept., dated 29-6-1961)

1967 : The Urban Community Development (UCD) Project in MCH was sanctioned as a Government of India (GOI)Centrally Sponsored Scheme in one ward with a population of 50,000. The contribution of fund for the project was in the ratio of 2 : 1 : 1 by the Centre, State and the MCH respectively. (G.O. Ms. No.583, MA., dated 20-9-1967)

1969 : The UCD Scheme was transferred to the State sector funding and the funding was contributed half by the State and half by the MCH.

1974 : Two more UCD projects sanctioned under State funding.

1976 : UNICEF funding for UCD schemes (along with the State and MCH funds).

1976 : Slum improvement and slum housing were included as part of the UCD program, with a view to improve their living conditions and help them to construct pucca houses with loans from banks/HUDCO on plots / land holdings when pattas were assigned to them. (G.O. Ms. No.88, Housing, dated 26-10-1976 and G.O. Ms. No.526, MA, dated 18-11-1976)

1979 : 'Weaker Sections Housing Scheme' was started. The Andhra Pradesh State Housing Corporation Limited was established to formulate, promote and execute housing schemes for the weaker sections of the society in the State.

1980 : 50 slums were listed as 'objectionable' – to be shifted to new locations where minimum infrastructure was to be provided and building of houses be facilitated.

¹⁴ Pattas are leasehold rights granted for utilisation of a parcel of land for a specific purpose and period.

The ban on granting pattas as per the 1961 G.O. was removed .

All eligible squatters / encroachers on government land were to be given pattas if in unobjectionable slums and were to allotted alternative sites if occupying objectionable slums. Each encroacher was to be given upto 50 sq. m. of land and if occupation of land was more than 50 sq. m. the market value was to be collected for the portion in excess of 50 sq. m.

(G.O. Ms. No.3250, Revenue (L) dept., dated 24-7-1980)

1981 : Of the 50 slums classified as 'objectionable', 30 were reclassified as 'unobjectionable' and one previously 'unobjectionable' slum was reclassified as 'objectionable'. (G.O. Ms. No.1520, Revenue (L) dept., dated 01-10-1981)

1981 : UCD proposed to construct (under the Habitat Slum Housing Program) 10,000 houses in slum areas by obtaining loans from HUDCO. In the first phase it was proposed to build 3955 houses in 26 schemes by taking a loan through the Andhra Pradesh State Housing Board with a State Government guarantee. (G.O. Ms. No.268, MA., dated 01-10-1981)

1981 –'83 : The Hyderabad Slum Improvement Project Phase –I was initiated by the MCH with a proposal to develop 228 of the slums in two years with its own funds. However due to paucity of funds, only sporadic development of amenities could be taken up in 156 slums at about a fourth of the budget originally proposed.

1981 –'83 : Out of 455 notified slums, 142 were covered under the (EIS) Environmental Improvement Scheme (a five year plan activity, that is - budgeted and funded under the five year plans). The scheme envisaged the involvement and participation of the local people.

1983 – 1989 : The Hyderabad Slum Improvement Project Phase –II was taken up for the improvement of 210 slums. This time the financial outlay was enhanced due to the assistance from the Overseas Development Agency, United Kingdom.

1983 : Under the Permanent Housing Program, permanent houses were to be built in place of the 'hutment's' scheme being implemented in the 'sites and services' programs until then.

1989 – 1996 : The Hyderabad Slum Improvement Project Phase –III was taken up for the improvement of 300 slums. The per family expenditure norm adopted under this phase was Rs.4000/- and in addition to physical infrastructure the development programs covered socio-economic as well as health activities. This phase also received financial sanction and assistance from the Overseas Development Agency, United Kingdom

1989 : Establishment of the Andhra Pradesh State Urban Development and Housing Corporation (APSUDHC) to cater to the development of urban areas with a special emphasis on housing in the slums and other areas occupied by the poorer sections of the society. The APSUDHC was to implement in the urban areas, the State Government's programs of providing shelter to the weaker sections of the society, viz. :

- 1) Urban Permanent Housing Program (UPHP) and
- 2) Shelter Upgradation and Scheme for Housing (SHASU)
(G.O. Ms. No.98, MA., dated 03-3-1989)

- 1993 : Under the EWS housing scheme (started in 1981) undertaken by the MCH, 13,128 units were grounded in 95 slum areas, of which 10,000 houses were completed in all aspects. This housing program was transferred to the Collectorate, Hyderabad. The District Collector who is the Executive Director of the district level office of the Andhra Pradesh State Urban Development and Housing Corporation was made incharge of the implementation of the program including planning, execution and monitoring of the program.
- 1997 : The Andhra Pradesh State Housing Corporation Limited (APSHCL) becomes the apex agency for all public schemes for the weaker sections. The Andhra Pradesh State Urban Development and Housing Corporation's activities and programs are transferred to the APSHCL.
- 1998 : A new category of dwelling unit named 'Township House' is introduced by the APSHCL. The cost ceiling for such 'Township Houses' is specified as Rs.50,000. This represents the net cost of a 24 sq.m.(plinth area) tenement completed in all respects, in a multi-storeyed building including the cost of land, and the floor space including common facilities such as the staircase and the corridor.
- 1998 : 'Policy Guidelines for Weaker Sections Housing in Urban Areas' identified certain problems such as selection of genuine beneficiaries; unnecessary interference by middle men; frequent sale of assigned house sites: low level of beneficiary participation; scarcity of funds to provide civic amenities; inadequate unit cost specifications for purposes of grant of loan; etc. and established an 'Empowered Committees' at the district level which shall co-ordinate and monitor all the schemes in the respective districts in such a manner so as to overcome the identified problems.
- 1999 : Relaxation of norms to expedite housing scheme in Hyderabad City. Wherever shelter upgradation programs are taken up in existing slums, to enable such schemes, particularly where reorganization of plots is resisted, the modified minimum plot size of 24 sq.m. has been permitted. The width of the internal roads also may be modified to the extent necessary instead of the otherwise minimum specified (6 m.) as long as it is motorable. Also the layout open spaces may be reduced to 5% instead of the stipulated 10%.
- 2001 : 3,30,050 houses have been constructed by the Andhra Pradesh State Housing Corporation Limited so far under the urban housing program. Out of these 18,025 houses were built in Hyderabad. This figure excludes the 13,128 dwelling units built by the UCD, before the APSHCL.

As per revised guidelines, houses are being allotted in the name of woman beneficiaries, wherever feasible.

Planning Regulations and Standards

In the case of development of new layout upgradation/regularization of housing for the poor, all formal development is undertaken only by public agencies and hence are technically made as per the specific regulations applicable to the EWS housing programs. These housing schemes are at the most limited to 4 – storeyed walk up apartments and hence need not consider height zoning. There are no density regulations in the city and FAR specifications do not apply to these public programs.

Land Use and Zoning Regulations

In the case of development/ upgradation / regularization of housing for the poor, the location of the existing squatter / slum settlement is checked by the MCH / Municipality and the Directorate of Town and Country Planning for conformity to the existing statutory plan and zoning regulations and technical approval for regularization accorded as long as these locations are not 'objectionable' which implies tank beds and other low lying areas, margins of major thoroughfares and proposed roads, and non residential use zone as per the Statutory Masterplan.

Layout and Building Regulations

- *The minimum road width in newly planned schemes may be 6 metres. only.*
- *At least 10 % of the layout area has to be allotted for open spaces.*
- *A minimum plot size of 50 sq.m. is specified.*
- *Plot coverage of 75 % is permitted*
- *In the case of reorganization of existing slum settlements where proposals for multistoried tenements are resisted, the open spaces may be only 5 % of the total area, and the minimum plot size may be 24 sq.m. The issue of coverage does not arise since the existing 'hutments' are regularized.*

Table Showing Comparitive Summary Of Procedures Related To Housing In Hyderabad

Formal Sector		Equivalent Procedure Applicable only for the Poor in the Slum Settlements	
For	Administrative Procedures / Changes in Regulation during last 10 years	For	Administrative Procedures
Registering a plot/land	All transactions to be compulsorily registered as per the Transfer of Property Act, 1892 Since 1996 Even Sale Agreements & General Power of Attorney deeds are required to be compulsorily registered	Getting a Patta	Application to Collector Revenue deptt. issues orders & patta issued by RDO / MRO
Urban Land Ceiling Clearance	Vendors and vendees have to get a No Objection Certificate from the concerned authority / submit an affidavit for any transfer of land		Not applicable or necessary

Layout Approval	Any owner/developer before intending to subdivide land & disposing into building plots is required to obtain layout approval from Planning Authority – in MCH area as per HUDA ZRs 1981; in areas outside the MCH. layout approval is given after 25% of the area is mortgaged as surety for compliance of layout development rules and other conditions - applies to all new developments; plot subdivisions -basically looks at road pattern, existing facility & proposed building activity for density regulation, etc.	Layout Approval	Is taken by the public agency undertaking the scheme (APSHCL) and given by the Commissioner of the Muncpl. / Muncpl. Corp.
Development	Owner/Developer is obliged to carry out all layout development works before disposing plots Outside MCH, all layout roads are to be BT, Water Supply & Underground Sewerage System is obligatory.	Development	Undertaken only by public agency (APSHCL) or the local authority
Construction	Building Permission from HUDA/ Local Authority mandatory. GOMs 423 MA dt 31-7-98 allows constructions on sites upto 300 sq.m. area without approval from local body , but approval from licensed technical personnel is adequate	Construction	Constructions by individuals may be undertaken without prior approval from local body. For construction of houses undertaken by public agency (APSHCL) the agency obtains the necessary building permissions.
Credit (Loan)	From financial agencies like HDFC/LIC/Dewan Housing/CANFIN Homes,etc; Housing Federation Loans,etc	Credit (Loan)	From HUDCO and other financial institutions on surety from the State Govt. APSHCL in turn retains the 'pattas' as mortgage against the loans. The monthly installments are collected by the APSCHL in the slum settlements.
Water Supply Connection	Facilitated either collectively by Housing Society/Developer,etc or individually from HMWSSB or Municipality	Water Supply Connection	Facilitated either collectively by the agency (sometimes supported by funds allotted by the MLA / MP as part of the Constituency Fund or individually from HMWSSB or from Municipality
Sewer Connection	Same as above	Sewer Connection	Same as above In addition may be provided under the GOI's Low Cost Sanitation Scheme
Power Connection	Facilitated either collectively by Housing Society/Developer, etc or individually from APTRANSCO	Power Connection	Facilitated either collectively by Housing Society/Developer, etc or individually from APTRANSCO. Alternatively given as part of the 'regularization' drives or as part of the 'Janmabhoomi' program
Municipal Tax Assessment/ Door No.	Assessment made by MCH/Municipality after one year of construction	Municipal Tax Assessment/Door No.	Assessment made by MCH/Municipality after one year of construction

The comparative summary shows that the procedures for various stages in accessing land, shelter and services are relatively easier and in fact taken care of by the public agencies in the case of the urban poor. In a democratic context where the absolute number of urban poor is significant enough to represent major vote banks, this situation is easy to understand and appreciate. The policies and actions are all the more pro-poor where the poor have become politically mature enough to articulate their demands appropriately and effectively.

Costs and Impact of the Regulations

EWS Layouts

EWS layouts are usually taken up as part of Government Programs for facilitating housing for the economically weaker sections of society. The economic criteria, viz., income, are taken as the basis of allotment of houses/house sites. Usually these are all from the socially and economically backward classes of society.

The house sites are given by the Rural Development Officer (RDO) or Mandal Revenue Officer (MRO) who undertakes a survey based on requirements in a particular area, identifies the land for EWS Housing (usually Government land; however where Government lands are not available, compulsory land acquisition is also undertaken). The papers related to tenural rights over the house sites (called pattas) are given under the Land Revenue Act and a 'patta' is as good as an ownership document and a legal tender. However, the beneficiary/allottee cannot dispose of the site for 10 years. Thereafter it can be sold/transferred like any other property. In reality, sites are transferred/sold through a "Notarised Deed" or even executed on "Bond Paper" (which is a judicial stamp paper of nominal value). There are allegations that allotment of sites is a matter of political fiefdom. In many areas where there are encroachers/squatters, the 'dadas' or local musclemen/ local leaders regulate the allotment/rentals/transactions. In the case of Hyderabad in the suburban Jagadgirigutta area, the going rate is about Rs.25,000/- per site of 60 sq yards. No deed is executed and the beneficiary can stay /build on his own free will. The transfer /selling is done again through the dada. The Government does undertake regularization of such encroachments due to political exigencies under the Revenue department orders and on payment of nominal charges.

The facilities like roads, water supply, drainage, street lighting etc, are subsidized and done incrementally /stage-wise mostly with funding from the MLA's / MP's Constituency Fund and executed through the Municipality as 'deposit work'.

Housing loans are facilitated institutionally by HUDCO and other financial institutions at nominal rates of interest with the State Government as surety. Property taxes (average comes to Rs.20-30 per half-year) are willingly paid by the individuals as it gives the individuals a perception of legitimacy of tenure.

Feedback from the communities

The main impact of the regulations and procedures seem to be more discernable in the case of services. For example a slum occupant without a patta is said to be paying about Rs. 3,700/- for an electrical connection which would have cost him only Rs. 1,260/- if he had a patta. However a special drive to regularise illegal connections has given many of the slum occupants irrespective

of the tenure status, an individual metered connection for only Rs.450/- which is far cheaper than an electrical connection established by a normal, formal application to the department.

In many cases where tenure has been granted and housing with all services has been completed, the value of the dwelling unit as an asset is estimated to fetch a market value of Rs.150,000 to 200,000 in the case of the multi-storeyed tenements. Some of the original allottees are reported to have sold their tenements and gone back to squatting / encroaching.

In surveys undertaken, in the illegal and also in the regularized, upgraded settlements the water supply even in the case of community stand posts was perceived as satisfactory and adequate except in the summers. The average time taken for collecting water was given as 15 to 20 minutes in both type of settlements. Few of the households had individual water connections and they let the neighbours collect water on a payment of Rs 40 per month.

In most of the cases the community toilets were in a state of disuse and repair. Individual toilets were observed in few of the households and they were reportedly used by the women folk only because of the problem of water required for flushing and maintenance.

Conclusions

The planning standards, regulations and procedures for the urban poor are unique in the sense that they do not apply to any schemes undertaken by either individuals or by the private sector 'market forces' and they apply to the schemes and programs undertaken only by the public agencies like the APSHCL and the UCD. Hence they have been formulated and constantly modified by the authorities to assist them in their pro-poor action programmes.

The absence of private sector in the formal supply of land, shelter and services for the urban poor is primarily because the market prices are beyond the 'willingness-to-pay' of the poor, and not due to the standards or regulations. The usual argument about non-sustainability of the state subsidised/poor recovery schemes for the poor did not hold good in the case of AP. APSHCL has been able to sustain its scale of operation without loan recoveries for almost two decades.

Rather than differences in direct financial costs, the most striking difference that may be observed between the legal/regularized/formal settlements and the few illegal settlements that still remain within the city is the one related to the residents' perception of their own social status and their resultant attitudes to life in general.

In the case of the regularized settlements, the residents apparently have joined the mainstream of urban economic, social and political life as can be discerned by their attitudes while conversing with them. This characteristic is more particularly highlighted where the regularization has happened more than a decade ago and the present teenaged residents do not have any memory of their colony ever having been a slum. In contrast, the residents of the few illegal settlements seem to be less 'forward looking' than their counterparts in the regularized settlements, both in the sense of being economically less enterprising and also socially or politically marginalized or less integrated with the mainstream of urban life.

The few settlements, which have remained illegal, are primarily due to certain site-specific legal complications and/or the attitude/political affiliation of the local community leaders, rather than the regulations or procedures.