

# Pradhan Mantri Awas Yojana (Urban)

## PROCEEDINGS

of

## POLICY DIALOGUE FOR BEYOND PMAY(U)

January-March 2022



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Ministry of Housing & Urban Affairs  
Government of India



# Message by Hon'ble Minister (HUA)

हरदीप एस पूरी  
**HARDEEP S PURI**



आवासन और शहरी कार्य मंत्री  
पेट्रोलियम एवं प्राकृतिक गैस मंत्री  
भारत सरकार

Minister of  
Housing and Urban Affairs; and  
Petroleum and Natural GAS  
Government of India

## Message

The Pradhan Mantri Awas Yojana-Urban (PMAY-U), which was launched in June 2015, was one of the most significant Missions launched to tackle the complex housing challenges in the urban sector. It has met with remarkable success. The idea of bringing together various stakeholders to discuss strategies to take the good work forward is a welcome initiative. The Ministry of Housing and Urban Affairs undertook this exercise to ensure that the gains and the success achieved under the Mission are carried forward and institutionalised.

This publication titled 'Policy Dialogue for Beyond PMAY-U' provides a stage for cross-learning to give experts of housing sector a chance to provide their inputs. Through these stakeholder consultations, ideas were exchanged and discussions held on various topics ranging from infrastructure upgradation, convergence, affordable housing, among others. Experts of national and international repute collaborated in the exercise.

'Policy Dialogue for Beyond PMAY-U' was an opportunity to reach out to domain experts to envisage and develop a vision for new urban India. The proceedings of the different sessions have been compiled in the form of a publication which will be helpful for the planners and administrators while formulating policy.

This Publication will be a useful document for all stakeholders involved in the housing sector and will serve as a resource for future learning.

New Delhi

  
(Hardeep S Puri)



# Message by Hon'ble Minister of State (HUA)

कौशल किशोर

**KAUSHAL KISHORE**



आवासन और शहरी कार्य राज्य मंत्री  
भारत सरकार

Minister of  
State for Housing & Urban Affairs  
Government of India



## Message

Housing as a subject that concern each one of us. In fact, housing throughout the evolution of human beings has been one of the most important and basic requirements. Even in the modern day, housing is both a necessity for households and also an economic commodity. It is one of the most vital markers of quality of life of a household and in a way impacts the perception of household in the larger society. Acknowledging this multidimensional and versatile role played by housing in our lives, MoHUA created a platform for multiple stakeholders to give their suggestions on the future of affordable housing in the country.

I am told that the series received very encouraging response from multiple stakeholders and 18 institutions of national & international repute participated in it. I am also told that the learnings from the series have helped the officials at MoHUA to understand the nuances related with affordable housing. I would congratulate the participating organisations and assure them that their suggestions will be incorporated while the next housing policy of the country is being penned.

I am aware that housing is a dynamic topic, there can be no one size fit model to answer the diversity of our incredible nation, but I am assured of the fact that through networking and partnership, the Government will be able to cater the diverse housing need of this country. Our government has left no stone unturned in creating a self-propelling environment for affordable housing sector of the country, I am assured that the efforts will continue in partnership with the private sector. Recently Mission has also been extended till 31<sup>st</sup> December 2024 to complete houses sanctioned upto 31<sup>st</sup> March 2022.

Policy Dialogues for Beyond PMAY-U was the demonstration the way we envisage an ideal working model of the government, where experts came together and brainstormed about solving some of the biggest and most important problems faced by the country. I congratulate the entire team of 'Housing for All' Mission and hope that publication leads way to future dialogues and stakeholder engagements.

New Delhi

(Kaushal Kishore)



# Message by Secretary (HUA)

मनोज जोशी  
सचिव

**MANOJ JOSHI**  
Secretary



भारत सरकार  
आवासन और शहरी कार्य मंत्रालय  
निर्माण भवन, नई दिल्ली -110011

Government of India  
Ministry of Housing and Urban Affairs  
Nirman Bhawan, New Delhi - 110011

## Message

The year 2015 brought a remarkable change in the affordable housing sector with the launch of Pradhan Mantri Awas Yojana-Urban (PMAY-U). Since then, the Mission has been transforming lives of urban poor by providing them all-weather pucca houses with basic amenities along with necessary physical and social infrastructure. The goal is to achieve the Hon'ble Prime Minister's vision of 'Housing for All'.

Every house constructed under PMAY-U ensures dignity of living for the household. At this point, I am happy to share that against the total assessed demand of 112 lakh houses, the Ministry has sanctioned over 122 lakh houses; out of which 104 lakh houses are grounded for construction and around 63 lakh have been completed and delivered to beneficiaries. Recently Mission has been extended till 31<sup>st</sup> December 2024 to complete houses sanctioned upto 31<sup>st</sup> March 2022.

PMAY-U has been projecting a promising story and works on the ethos of 'Sabka Sath, Sabka Vikas, Sabka Vishwas and Sabka Prayas'. The implementation of the scheme is done in such a way to ensure that the benefits reach all eligible beneficiaries keeping in place accountability, transparency and sustainability. The aim, after all, is to make sure we fulfil the housing dreams of people.

At the turn of the New Year 2022, MoHUA came up with a unique initiative named 'Policy Dialogue for Beyond PMA Y-U' with an aim to facilitate cross- leaning and exchange of ideas, best practices in order to design the strategy for future housing policies of India and to fulfil the vision of Slum free India and increase availability of dignified affordable dwelling units for urban poor. We are in an important juncture at the Mission where design strategy to take the Mission ahead needs to be focussed on. I am sure the discussions hosted with different organisations, universities, State Governments and other stakeholders during Policy Dialogue for Beyond PMAY-U gave the much-needed fillip to us to chalk out our policy.

I appreciate the concerted efforts put in by 'Housing for All' team, States/UTs and other key stakeholders for successfully carrying out the initiative. We are committed to bring out positive changes and experiences during implementation of PMAY-U and share initiatives taken to increase availability of affordable living spaces for urban poor to achieve the vision of 'Housing for All', thus paving way for a slum-free India.

*Manoj Joshi*

(Manoj Joshi)

New Delhi



## About Policy Dialogue For Beyond PMAY(U)



At the start of 2022, Ministry of Housing and Urban Affairs (MoHUA) came up with the idea to conduct a brainstorming session with national and international organisations/universities, Banks, Civil Society Organisations, academic/research institutions and State/UT governments across India to strategise, exchange ideas and learnings that would pave way to fulfil vision of meeting urban housing shortage in India and increase availability of dignified affordable dwelling units for urban poor. The entire programme was conducted as part of Azadi Ka Amrit Mahotsav.

Due to rapid urbanisation, there is a need to provide more affordable living spaces which would also prevent further proliferation of slums. Pradhan Mantri Awas Yojana (Urban) is catering to the housing needs of urban poor with sanctions close to 123 lakh and during the course of time, over 64 lakh people have got a pucca house with basic amenities under the Mission. PMAY-U has been modelled under four verticals; however, one of them named In-Situ Slum Rehabilitation (ISSR) has not seen the expected uptake. Thus, came the idea to organise a few interactive sessions based on various themes related to housing which would benefit the Mission in the long run while formulating future policies and strategies. Contextually speaking, for the future affordable policies of India.

After rounds of internal discussions, conversations with experts and other stakeholders about the initiative, Policy Dialogue For Beyond PMAY-U took off on 21st January 2022. Subsequently, 18 sessions of the dialogue were hosted till 7th March 2022 with some reputed national/international organisations, universities such as School of Planning and Architecture, UN-Habitat, TATA Trusts, Centre for Policy Research, CEPT University among others. State Governments of Andhra Pradesh, Odisha, Kerala and Madhya Pradesh were also invited to share their experiences of implementing the Mission in their respective regions.

Policy Dialogue for Beyond PMAY-U created a platform for cross-learning and exchange of ideas, best practices in order to design the strategy for future affordable housing policies, discussions were held on slum redevelopment, land titles, infrastructure upgradation approach, convergence with livelihood programmes, affordable housing, relocation programmes, funding mechanism, women empowerment and many more. A detailed study about each theme, sessions and speakers have been included in the following pages.

The whole series received a warm welcome from the various panellists as they appreciated MoHUA's efforts in organising such a dialogue wherein experts can share their views in a transparent manner. Policy Dialogue for Beyond PMAY-U formed the much-required platform for exchange of learnings and successful case studies, success stories which have the potential to be adopted in other States/UTs to fulfil the vision of Housing for All thus, paving way for a slum free India.

**- Kuldip Narayan  
JS&MD (HFA)**



## Themes



A total of **nine broad themes** were deliberated upon with various Governmental, Civil Society, Development, Finance and Academic Organisations. The broad themes are described below



**Slum redevelopment through Public Private Partnership-** the approach leverages the locked potential of land under slums to provide houses to the eligible slum dwellers bringing them into the formal urban settlement in partnership with private developers. The discussion revolved around the following sub-topics:

- Policy Measures
- Incentives offered to private developers
- Land-Use
- Stakeholders
- Community Mobilisation
- Financial Viability of the project
- Livelihood
- Barriers and Challenges faced



**Land titles to slum dwellers-** the approach allots land rights to slum dwellers which are heritable but not transferable for building their own houses at the same place. The discussion revolved around the following sub-topics:

- Policy Measures
- Identification and availability of land
- Conditions of land rights
- Eligibility
- Convergence with other attributes like livelihood
- Barriers and Challenges faced



**Local Area Planning/ Town Planning Scheme (TPS) Approach-** TPS were introduced with the objective of ensuring service provision, enhancing the availability of land for affordable housing, and regulating the urban expansion of cities. The discussion revolved around the following sub-topics:

- Policy Measures
- Spatial Planning Strategies
- Institutional Mechanisms
- Barriers and Challenges



**Infrastructure upgradation approach-** In cases where slum was identified because of lack of basic infrastructure services like drinking water, sewer and drainage. The intervention has redeveloped the slum by upgrading the existing infrastructure. The discussion revolved around:

- Program Design
- Identification of such slums
- Land rights
- Implementation Mechanisms
- Financial Model
- Barriers and Challenges





**Convergence with livelihood programmes-** Housing is interlinked with lives and livelihood. People often look for housing near their workplaces. Not only the physical distance but the livelihood of the household has direct implication on the quality of housing one has access to. The slum redevelopment approach in this case considers both housing and livelihood as necessities of a household. The discussions revolved around:

- Program Design
- Identification of slum dwellers and livelihood
- Land rights
- Implementation Mechanism
- Financial Model
- Skill Development (if any)
- Barriers and Challenges



**ULB led Affordable Housing programmes-**This is a supply side intervention. To enhance the availability of affordable houses for EWS/LIG category at an affordable rate, the ULB/State Government either through their own agencies or in partnership with private sector including industries plan affordable housing projects. The discussion will revolve around:

- Program Design
- Selection of Location of the Project
- Finance Mechanism
- Social Mobilisation of slum dwellers
- Private Sector Incentives
- Barriers and Challenges



**Relocation Programmes-** In cases where in-situ redevelopment is not possible due to any reason, the slum dwellers have to relocate in order to access better housing. In this case, the relocation can through both ways, either by providing land rights or motivating the slum dwellers to shift in an affordable housing project. The discussion will revolve around:

- Program Design
- Selection of Beneficiaries
- Social Mobilisation
- Private Sector cooperation
- Barriers and Challenges



**Meeting Increased Demand for Affordable Housing-Variou Models-**The demand for affordable housing in urban areas is dynamic in nature. Therefore, to ensure provision of adequate housing in urban areas, cohesive and continuous efforts are required from all involved stakeholders. The discussions revolved around:

- Role of stakeholders
- Demand side interventions
- Supply side interventions
- Barriers and Challenges
- Way Forward







# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## TATA TRUSTS

24<sup>th</sup> January 2022



## SLUMS TO LIVEABLE HABITAT

### Speakers



**Shikha Srivastava**

**Head**  
Urban Habitat & Migration  
Tata Trusts



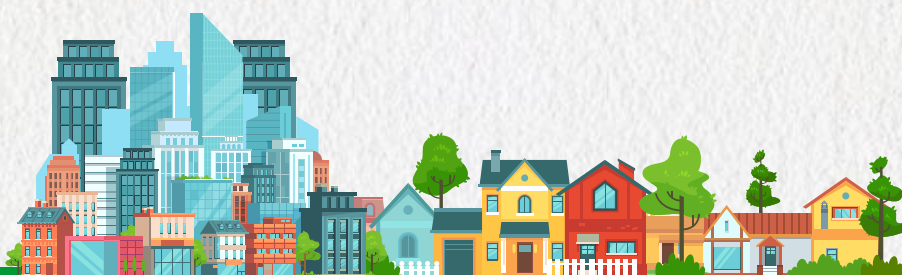
**Shishir Dash**

**Lead**  
Urban Habitat, Tata Trusts



**Suchisnata Sahoo**

**Consultant**  
Jaga Mission





# Context

Over the years, Tata Trusts has been engaged in a variety of developmental sector concerns including healthcare, nutrition, water, sanitation and hygiene, livelihood, urban habitat, migration, and education. The Trust has worked in 655 districts and 33 States/UTs across the country. It has undertaken large scale direct implementation of projects and has provided technical assistance to the Government agencies at various levels. The Trust runs their urban programme with an objective to improve quality of life of the urban poor by reducing residential, occupational and social vulnerabilities.

When the State Government of Odisha passed the “Odisha Land Rights to Slum Dwellers Act” in 2017, Tata Trusts partnered with the State Government for providing technology and innovation to support for provision of land rights and; design of liveable habitat, ensuring community participation in decision making, promotion of community participation and; creating models of Urban Governance, and building institutions for sustainability of the initiative. The Trust initially undertook pilot projects in 9 ULBs which was further extended to all 114 ULBs of the State.

## Initiatives

### Drone Mapping and Survey

The process of settlement of land rights required accurate mapping of the area occupied by slum dwellers including the area occupied by household and topographic features of the slum. It was imperative to prepare base maps of the slum including the land ownership and current occupation accurately to ensure assigning of land rights including suggestions on in-situ/relocation based land settlement transparency and accuracy, it was decided to use drones for the survey. This would ensure mapping of each individual slum tenement without any human error/subjectivity and ascertain not just the plots, but the boundaries. The key value addition that drone images brought was the high resolution which greatly reduced the chance of future conflicts on the boundaries geo-tagged on the map.

For selection of agencies to do the drone survey, the Trusts followed an innovative method of test bed

demonstration for selection of drone survey agencies. Odisha Space Applications Centre (ORSAC), marked and surveyed at least 30 well defined points at the test slums which were then used as bench marks to test the accuracy of each of the agency’s maps. While the Test Bed demonstration helped evaluate the capabilities around creation of maps, extensive interactions helped clarify each firm’s capabilities, approach and their ability to deliver on the ground (e.g., ability to work with government officials, experience in Odisha, awareness around the context), and commercials.

Once the technical agencies were selected, the process of identifying slum boundaries was initiated. The technical agency arranged in-person discussions with representatives from the ULB (Executive Officers, Community Organisers, and Ward Councillors) and the revenue department (Revenue Inspectors). The next step involved establishing differential GPS (DGPS).

Post this, the technical agency conducted the drone survey by flying the drones over identified slum areas to collect multiple high-definition aerial images. The drone survey usually took about 15 minutes per slum. Pre and post work on the survey added up to an hour of work for every slum. The images captured by the drone were used to create ortho-images for the slums. Typically, this activity ranged between three and five days (post completion of the actual survey), and in most cases was completed within the timeline.

To begin the implementation of the passed law, one major hurdle was the unavailability of reliable and accurate data on the informal settlement. While on one hand the Census 2011 datasets were only available for recognised slums, on the other, the definitions of recognised and unrecognised slums itself was not clear.

Therefore, it was a huge challenge for them because they tried to access the census data, which was only available for recognised slums. Then they inquired about what are the recognised and unrecognised slums as the definition was not available. Further, drone and household surveys have been carried out to get the accuracy and quality about the footprints of the houses.

The project was successful because the government’s technical academic institution, technical agencies,



civil society organisations and knowledge partners came together and developed this project. At the state level, capacity building is very high. However, at ULB level, continuous capacity building was one of the challenges that was one of the learnings. For successful execution of the project, there must be the last mile capacity building at the ULB level. Technology has played an enabling role in the entire process.

### **Development of Slum Land Information System**

A Web-GIS Information System for monitoring of Land Rights assignment to Slum Dwellers was developed. The information system was designed in a modular manner enabling analysis and dissemination of key-information on issue of Land Rights at State/ District/ ULB/ Slum level. This comprised information on survey, application, evaluation, recommendation, UASRRC decision and LRC issue status

### **Developing a Template for Livable Habitat: Moving from Tenure to Livable Habitat**

Tata Trusts partnered with Norman Foster Foundation with the objective of creating a template for sustainable habitat for communities living with little or no access to appropriate living, working spaces or access to basic services. The partnership included (i) development of design and masterplan for one Pilot informal settlement named NoliaSahi, in the town of Konark in Puri district and (ii) a slum free strategic plan for the town of Dhenkanal. As part of the process, the ortho images developed by the drone survey and slum profiles collected during the door-to-door survey were analysed to understand the contextual needs. The pilot project at Konark, set steps and methodologies which ensured that the community was at the core of the planning process and making development plans

contextually relevant to the character and culture of the settlement. The project thus became a reference case study and demonstration for scaling up in rest of the settlements under the Jaaga Mission.

### **Community Participation**

To encourage community participation Slum Dweller Associations (SDAs) were formed in all the Slums. SDAs are fundamentally constituted to become the decision-making entity (representing the slum) for the

various entitlements and welfare of the slum, like Land Rights, social benefits and basic infrastructural amenities.

The capacities of the SDAs were built through extensive trainings to evolve into their role of 'Implementing Partners' for various development works undertaken in their slums by the ULB.

### **Building institutions for sustainability**

Odisha Liveable Habitat Mission or Jaga Mission was registered under the Societies Registration Act, XXI of 1860. The Mission aims to transform the slums into livable habitat with all necessary civic infrastructure and services at par with the better off areas within the same urban local bodies and to continuously improve the standard of the infrastructure, services and access to livelihood opportunities. The Mission also aims at leveraging and converging various schemes/ programmes/ funding opportunities by strengthening collaboration among various departments / urban bodies/ non-government organisations/ Financial institutions/International Agencies/ Trusts/ communities and other stakeholders. It will also provide advisory support to the government of Odisha to examine options for policy reforms required for the sustainable transformation of lives of urban poor.

### **Jaaga Fellowship**

With the scaling up of Land Rights and Odisha Liveable Habitat Mission Activities in all 114 urban local bodies (ULBs) of state, it was imperative to enhance human resources including technical resources for day-to-day management of the programme at the Urban Local Body level. Hence the Jaga Fellowship programme was initiated by the Tata Trusts and Government of Odisha on January 22, 2019 to commission a cohort of dynamic and young professionals, designated as Jaga fellows at the ULB level for ensuring smooth implementation and monitoring of the Jaga Mission activities. Under Jaga Fellowship project, 100 JAGA Fellows were recruited as per the requirement and deployed in all the ULBs of Odisha for a period of two years, to ensure smooth implementation and regular monitoring of mission activities. On closure of the Fellowship, around 80% of the Fellows were recruited by the Jaaga Mission, thus providing the



state with a cadre of young urban professionals to take the objectives of the mission forward.

# Learnings

Data paucity is one of the major challenges faced by slum redevelopment initiatives in the country. The methods adopted by the State Government of Odisha through the Trust involving drone and GIS mapping, followed by door-to-door survey is one of the ways in which data can be gathered from ground.

Participatory planning and involvement of beneficiaries from the stage of project formulation and concept is vital for creating acceptance among the residents for slum redevelopment projects. To enhance the community participation and create a sense of ownership, Slum Dwellers Association were created from the inception of the project planning itself. Further, women leadership and participation has played a key role in the entire process. While formulating the executive community memberships, 50% of women participation was mandated. Women were encouraged to place their opinions during the land rights, during the infrastructural gap analysis which led to development of women-friendly infrastructure at neighbourhood level.

Jaaga Mission emerged as a successful model because of the strong network and synergies between the implementing authority and academic institution, technical agencies, civil society organisations and knowledge partners from the very inception of the projects till the implementation stages.

Project execution, monitoring and planning will remain limited in reaching the desired outcome without capacity building at the local level. There is a strong need to ensure professionals which impact the habitat to be present at the ULB level, like- doctors, architects, engineers, planners, social workers, etc.



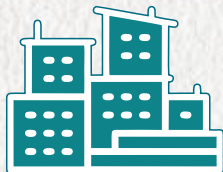


# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## State Government of Odisha

21<sup>st</sup> January 2022



### LAND TITLES TO SLUM DWELLERS: LEARNINGS FROM JAGA MISSION

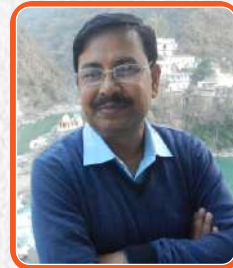
#### Speakers



**G. Mathi Vathanan**  
Principal Secretary  
(H&UDD)  
Government of Odisha



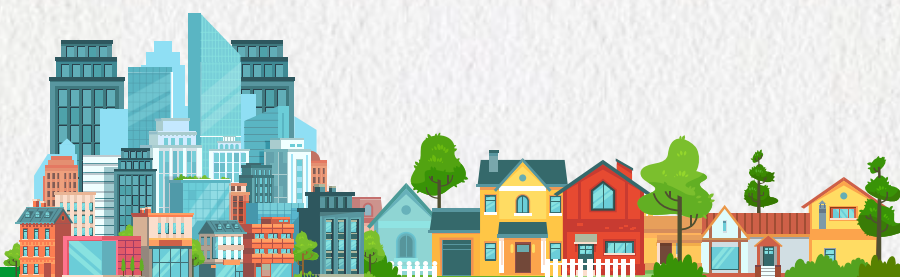
**Srikanth Viswanathan**  
CEO  
Janaagraha Centre for  
Citizenship & Democracy



**Shishir Dash**  
Lead  
Urban Habitat  
Tata Trusts



**Shubhagato Dasgupta**  
Senior Fellow  
Centre for Policy Research



# Context

In August 2017, the Government of Odisha enacted a landmark legislation 'The Odisha Land Rights to Slum Dwellers Act 2017', to assign land rights to slum dwellers in medium and small towns. The Odisha Land Rights to Slum Dwellers Act, set in motion a pioneering programme to formalise the state's 2,919 slums and improve living conditions for 400,000 households (1.8 million people). The legislation is the first of its kind in India and marks a major policy shift by the Odisha government, as it seeks to settle slum dwellers on the land they currently occupy - rather than viewing them as 'encroachers'. It also recognised the significant contribution of slum dwellers to the economy and to future growth by ensuring inclusive development for all residents. As per this legislation, the slum dwellers in slums across the state became entitled to heritable and mortgageable land rights for up to 30 square meters for residential use. Further, depending on the extent of land currently occupied by a slum household, there would be a ceiling of forty-five (45) square meters in medium cities and sixty (60) square meters in smaller cities on payment of a certain percentage of benchmark value. The Odisha Land Rights to Slum Dwellers Project, is now acclaimed as World's largest slum land rights project, benefiting a million individuals and providing them freedom from the fear of eviction.

The Act was rooted in the conviction that tenure was the first step towards overall slum upgradation and comprehensive improvement in the quality of life of slum dwellers. This was given shape through the launch of the Jaaga Mission on 7th May 2018 by Shri Naveen Patnaik, Hon'ble Chief Minister in the presence of Shri. Ratan N Tata, Chairman Tata Trusts, Lord Norman Foster, Pritzker award winner British Architecture and other dignitaries. Since its inception Jaga Mission has gone out to win national and international laurels as World's largest slum titling and development project.

# Initiatives

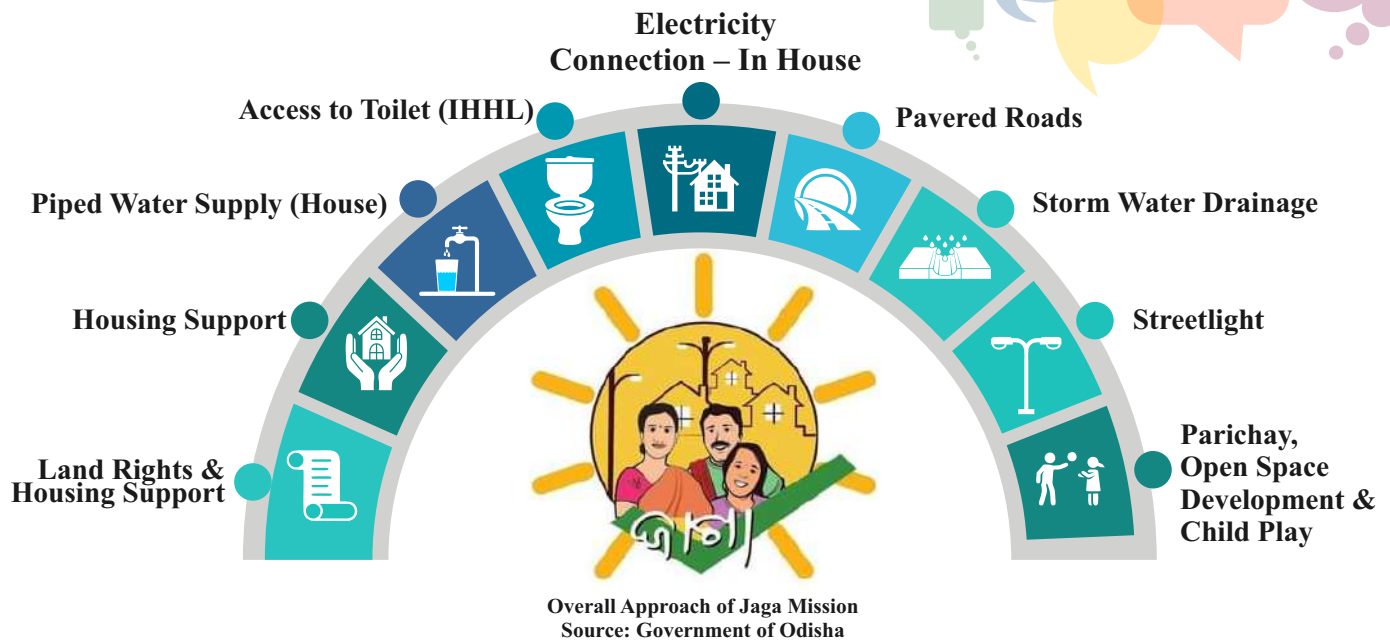
With the belief of valuing people more than land, Jaaga Mission has emerged as the World's largest slum titling and upgrading program. Presently, it covers 114 cities, 2936 slums and more than 1.7 million slum dwellers. The Mission builds on the principle that formal sector and informal sector are mutually dependent on each other for sustenance. Therefore, the service provision in both the areas need to be adequate. To provide adequate infrastructure services in informal settlements and enhance livability in them, providing land rights to slum dwellers was perceived as the way forward.

Firstly, the Mission extensively deploys technology and promotes innovation to create datasets which are accurate, updated and time-saving. The Government through technical agencies and CSOs adopted drone imagery and geo-spatial mapping of slum areas to demarcate the existing built and open spaces within an existing slum. Further, a database management system was devised to manage and interpret the captured data. The data thus collected, was then physical verified through door-to-door surveys of the slums. The process proved to be extensively effective, the Government was able to gather the required datasets within one year which through conventional survey techniques would have taken more than 30 years.

Secondly, the implementation structure of the Mission was community centric and community led. As one of the first steps, Slum Development Associations were formulated to ensure equitable and just land rights distribution. These Associations played an active role while designing the liveable habitat as well, provisions were made to ensure proper lighting, water and drainage alongwith COVID-19 safety in the slums. Further, employment opportunities were also created for families in slums who were affected by the pandemic.

Third, habitat was understood as the entire area in and around the dwelling unit. Therefore, alongwith building new houses under the BLC vertical of PMAY-U, Jaga Mission built on neighbourhood development approach that included streetlights, roads, storm water drainage and housing support to the beneficiaries to build their own houses.





The approach to slum redevelopment was undertaken on case-to-case basis. Standard Operating Procedures (SOP) were created carrying a variety of options for slum redevelopment. The SOPs were designed after receiving technical inputs from the partner organisations and were guided mainly by the principle of in-situ redevelopment of slums.

However, wherever in-situ slum redevelopment is not possible owing to environmental hazards and sensitivity of the location (railway and defence lands). The SOP ensured participation of slum dwellers at each step in the project implementation process. It established that 80% slum-dwellers must give consent for relocation projects to be undertaken. Further, it established the relocation of slum households must be undertaken in blocks. Based on these principles, the SOP recommended establishment of 'New Liveable Habitats' for slum dwellers at new locations. These new habitats also constituted all the facilities being made available to the residents of in-situ redevelopment areas.

## Learnings

The project combined skill and expertise both in the areas of community participation and mobilisation as well as in the areas of spatial data collection and management. Networking with knowledge partners from the private sector was crucial to the success of the project. The involvement of private technical agencies for slum mapping and GIS related activities brought innovative techniques by combining drone surveys with ground level physical verification of slum settlements by the NGO and SDA.

Most importantly, the project adopted a strong integrated and accountability framework during the execution of the project. The legislation was unique in its determination to provide not only land but also overall development of services and infrastructure. It was deliberately designed not to bring beneficiaries to government offices. It adopted a community-based approach with a focus on a delivery of services where in the ULB and NGO partners interact with slum dwellers. The project also used technology and partnership with different resource organization for efficient service delivery.

There is a critical need to invest upfront on alignment and to create tighter management protocols. Given the novelty of the program, there was no existing template to ensure success. However, clarity in laying out roles, management structures, and creating standard operating processes in parallel will not only ensured a smooth process, but also served as a potential program for other states to replicate. The project has adopted a strong component of documenting and disseminating certificates.

Lastly, the project aimed to promote sustainable development to ensure equitable supply of land, shelter and services at affordable prices to all sections of the urban poor. The Odisha Liveable Habitat Mission addressed urban poverty as a multi-dimensional issue faced by the poor in cities and towns and tries to comprehensively integrate occupational, residential and social needs.





# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## UN-HABITAT

27<sup>th</sup> January 2022



# HOUSING FOR ALL: AFFORDABLE, INCLUSIVE AND SUSTAINABLE

### Speakers



**Dr. Shipra Narang Suri**  
Chief, Urban Practices  
UN-Habitat, Nairobi



**Kerstin Sommer**  
Programme Manager  
Housing & Shelter Section  
UN-Habitat, Nairobi



**Srinivasa Popuri**  
Senior Human  
Settlements Officer  
UN-Habitat Regional office for  
Asia & the Pacific, Fukuoka, Japan



**Parul Agarwala**  
Country Programme  
Manager  
UN-Habitat-India



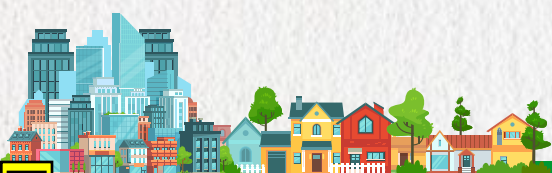
**Ram Khandelwal**  
Senior Urban Planner  
UN-Habitat India



**Danilo Antonio**  
Programme Management Officer  
Land, Housing & Shelter Section  
UN-Habitat, Nairobi



**Christophe Lalande**  
Housing Lead Specialist  
Land, Housing &  
Shelter Section, UN-Habitat, Nairobi







# Context

UN-Habitat believes that adequate housing is a human right as it is a driver to reduce poverty, enable inclusion, safety and security, sustainable climate actions and peace. Therefore, the organisation works towards achieving this basic human right.

UN-Habitat's four major objectives revolve around people, planet, peace and prosperity and there are 5 flagship programs to cut across these agendas. Therefore, in cities like that of India, which consist of not only mega and large cities but number of small cities as well, it is important to leave no place behind and work towards equity in housing access. The major agenda of the organisation is to mandate adequate shelter, promoting Housing for All and sustainable urbanisation in the world.

UN-Habitat works in the direction to improve the condition of the people by implementing different programs and collaborating with the different governments to provide assistance to uplift the life of the people living in informal sectors. UN-Habitat also works as a convener for various conferences, including World Urban Forum and National Urban forum, etc.

UN-Habitat is working on a number of projects with India, especially with MoHUA, so as to develop sustainable city strategies for five cities to ensure various theories of change such as integrating affordable housing in urban form, mobility, spatial aspects and infrastructure. Another program - Leave No One Behind - is headed by the India country office.

By 2030, almost 607.5 million persons will reside in urban India. Cities would need to provide approximately 2.64 million new housing units to accommodate the 124.2 million new residents added to the cities between 2020 and 2030. This new housing demand will occur against a backdrop of 13.9 million households, comprised of slum inhabitants in the 33,510 slums across India in 2011-2012. India's urban dividend requires staggeringly high investments in infrastructure. The Government's vision for an AatmaNirbhar Bharat prioritizes five pillars, of which Demography and Infrastructure are strongly aligned with the urban sector and in realizing the Sustainable Development Goals (SDGs). Addressing the magnitude of housing and infrastructure outlook with an inclusive, sustainable and resilient focus requires a systems approach to

Housing and Slum Upgrading.

## Discussions

### 1. Addressing Right to Adequate Housing:

Access to Adequate Housing is a human right. The basic premise of the Right to Adequate Housing is that it must be "seen as the right to live somewhere in security, peace and dignity." Adequate Housing must meet the following minimum criteria:

**Security of tenure:** Housing is not adequate if its occupants do not have a degree of tenure security which guarantees legal protection against forced evictions, harassment and other threats.

**Availability of services, materials, facilities and infrastructure:** Housing is not adequate if its occupants do not have safe drinking water, adequate sanitation, energy for cooking, heating, lighting, food storage or refuse disposal.

**Affordability:** Housing is not adequate if its cost threatens or compromises the occupants' enjoyment of other human rights.

**Habitability:** Housing is not adequate if it does not guarantee physical safety or provide adequate space, as well as protection against the cold, damp, heat, rain, wind, other threats to health and structural hazards.

**Accessibility:** Housing is not adequate if the specific needs of disadvantaged and marginalized groups are not taken into account.

**Location:** Housing is not adequate if it is cut off from employment opportunities, health-care services, schools, childcare centres and other social facilities, or if located in polluted or dangerous areas.

**Cultural adequacy:** Housing is not adequate if it does not respect and take into account the expression of cultural identity.

### 2. Multidimensional Impact of Housing:

Urban housing in India is encumbered by several of the above deprivations when viewed from the lens of adequate housing. Based on available data from 2011,



urban housing is characterized by overcrowding (60% of urban households live in one or two rooms), poor access to water (43% slum HHs did not have water inside their homes), lack of sanitation facilities (44% slum HHs did not have toilets inside houses). Furthermore, 1.5 million persons were identified as homeless in 2011, a large share of which may be living in urban areas.

### 3. Urban Housing Condition and Implications:

Access to adequate housing can be a precondition for the enjoyment of several human rights, including the rights to work, health, social security, vote, privacy or education. Therefore, an impact focus on housing sector has the potential for a comprehensive improvement to the “standard of living” and “well-being” of communities by addressing poverty reduction, inclusion, safety, economic growth and prosperity, sustainability, climate mitigation and adaptation.

### 4. Systems approach to affordable housing & Slum upgrading in India:

The diversity of demographic, social, cultural, and economic characteristics and sensibilities of urban

communities in India requires a “housing continuum.” This translates into a variety of housing forms that prioritize social function over financial/income outcomes. Thus, it demonstrates that meeting the demand for affordable housing will require different housing models tailored to the needs and demands of communities.

Addressing the challenge of existing slums and future need for affordable housing in urban India must adopt a “systems approach” based on a set of core principles that lend to a systematic change with long term vision for driving transformation at all levels.

**These core principles are divided into three categories:**

**Leaving No One Behind (LNOB):** Leaving no one behind puts the most vulnerable first at the forefront.

**People at the Center:** Communities are most crucial drivers of change. They are key partners for community transformation.

**Leaving No Place Behind:** Place matters for an individual or communities’ well-being and standard of living.



System Approach to Affordable Housing  
Source: UN-Habitat



## Three Pillars of “Systems Approach to Affordable Housing and Slum Upgrading”:

To deliver “adequate housing” at scale in India requires a comprehensive systems approach that offers flexibility to respond to the changing urban dynamics in cities and communities. A systems approach acknowledges that given the urban diversity in India, the conventional “one-size-fits-all” rationale must be replaced with a “fit-for-purpose” intent in design and implementation of policies and programmes.

### Three pillars encapsulate the proposed Systems Approach:

#### Integration: sectoral and institutional

It becomes a mandatory condition in provision of adequate housing as defined in the Universal Declaration of Human Rights (UDHR). Ensuring safe drinking water, adequate sanitation, energy for cooking, heating, lighting, food storage or refuse disposal, connectivity to places of recreation, employment, education, health, and safety from hazards are central to measuring housing adequacy. To this end, sectoral integration in physical and social infrastructure that is facilitated by local and regional planning is crucial.

Institutional integration, such that urban local bodies collaborate and coordinate efforts in implementation of plans and strategies for spatial convergence can lead to transformative impact. Strengthening vertical linkages between local, sub-national, and national levels are crucial for efficient and effective utilization of the technical, and financial resources provided by different hierarchies of institutions.

***To enable seamless integration, following strategic actions can be considered:***

#### Inventory mapping and analysis of settlements

Communities, with support from government and other stakeholders, can take the lead in doing their own inventory, enumeration and mapping of their settlements using low-cost technologies. The evidenced-data that will be produced could be analyzed with government and other stakeholders for identifying the issues and priorities and for planning the appropriate interventions.

#### Upgrading plan for all settlements

At city-region level all formal and informal settlements can be included in the planning process. Further, local area level plans may be prepared. The plans can undergo a periodic revision to reflect the ground realities and aspirations from time to time. City wide slum upgrading strategy (CWSUS) can be developed. It can include situation analysis including asset and infrastructure mapping; partnerships between donors, private players, local bodies and communities; setting up of community managed revolving funds; prioritization of projects in incremental manner amongst others.

#### Linkages to livelihoods

Urban informal settlements not only provide housing to the deprived households but often are centers for informal enterprises and home-based work. However, the spatial linkages of informal economy with housing, infrastructure, and mobility is under-studied and most cities lack a focused approach to livelihood recovery which is citizen-centric and focuses on community-level planning. Improving the productivity of the informal sector, have implications for changes in land-use planning procedures and responsibilities, and provision of specific types of infrastructure and services. A detailed spatial approach is necessary to localize response: re-organizing informal markets and urban transport hubs, build repository of existing livelihoods and skills, and match skills with demands within a reasonable buffer for easy mobility, etc.

#### **Holistic: planning and governance**

A holistic-planning and governance pillar implies a comprehensive response that covers the entire housing development and implementation process including, diagnostics, policy, legislation, planning, design, governance, finance, implementation, monitoring.

- *Housing policy and slum upgrading strategies* should be accompanied by a detailed plan of action, time frame, and provisions for ensuring that resources are available to implement actions and indicators for monitoring and evaluating.
- *Systemic changes in governance* are required for effective functioning of housing systems such that it empowers ULBs and allows factors of production – land, capital, expertise to be used to their full potential. A clear understanding of

stakeholder roles, systems of monitoring and accountability for decision-making, policy and implementation must be considered as part of a complete overhaul of governance tools.

- To shift focus from delivery of housing units

towards holistic housing development, urban planning practice must be complemented with governance and finance. Successful delivery of housing requires “responsible stewardship, stewardship, guiding institutional administration and development, and ensuring an optimal role for all stakeholders.”

Tool	Definition
<b>Strategic Frameworks</b>	Agreed goals and long-term plans that focus efforts of stakeholders towards desired outcomes, often in the form of a national housing strategy.
<b>Institutional capacity</b>	Authority and resources to implement housing responsibilities are provided to relevant stakeholders, such as ministries with clear responsibility for housing, government agencies, land bankers, finance agencies, or social and public resources, and industry networks and professional skills.
<b>Multi-level governance and partnership</b>	Multi-level governance refers to coordination and sharing of responsibility as well as jurisdictional authority between different actors in housing policymaking and implementation. This can be vertical, between national, regional and local governments, or horizontal, across different government agencies and agreements, can also involve other private and public organizations involved in delivery.
<b>Housing standards</b>	Important housing standards relate to quality (including fire safety), space per occupant (relating to overcrowding), security (freedom from no-grounds eviction), affordability to different income and household types, access for different household groups (youth, aged, migrants) and proximity to key resources (employment, education and recreation).
<b>Evidence</b>	Housing policy should be informed by objective evidence; for example, of the need for adequate housing among different household types and in different locations, as well as disaggregated data on homelessness (including specific drivers).
<b>Supervision</b>	Supervision incorporates a range of governance processes including developing accountability systems, stakeholder participation, and the monitoring and reporting obligations which influence policy outcomes. It also involves mentoring, rectification and enforcement measures.
<b>Dedicated social and affordable housing providers</b>	Governments can have challenges with steering the outcomes of private actors in housing, for example housing developers, builders, or landlords. Thus, having dedicated, publicly controlled or accountable housing providers for, for example, social housing, can help countries intervene more effectively in the housing sector and ensure housing outcomes.
<b>Tenant and owner-occupier involvement frameworks</b>	In some countries, tenants and owner-occupiers play an active role in the governance of their dwellings and neighbourhoods. The extent and nature of this varies significantly, particularly between private condominium housing and different types of rented accommodation; for example, private rented, social, or cooperative housing.



## Partnerships: networking and collaboration

People are accelerators for scaling. People have assets to engage in the process; further if housing and slum upgrading enables socio-economic transformation, social integration, urban economy and not least future demand for affordable housing with non-slum conditions created.

Participatory planning that facilitates collective design, planning, implementation and feedback from multiple stakeholders and interest groups enhance accountability, transparency and information dissemination. Collaboration across levels of government, private sector, civil society and other stakeholders is the new norm and must be formalized through a governance framework for delivery of comprehensive programmes.

- Empowering local agents of change and promoting locally-driven action will drive the success of a systems approach. Urban local bodies and grassroots organizations with knowledge of communities can shape resilient interventions. Encouraging partnerships with local leaders in slum communities can minimize resistance, increase community buy-in, and advocacy with right messages. Municipal corporations and ward committees must be capacitated to perform the role of conveners of stakeholders representing health, MSMEs, service providers, and others.
- Grassroots organizations can bring strong capacities to activate and mobilize people and

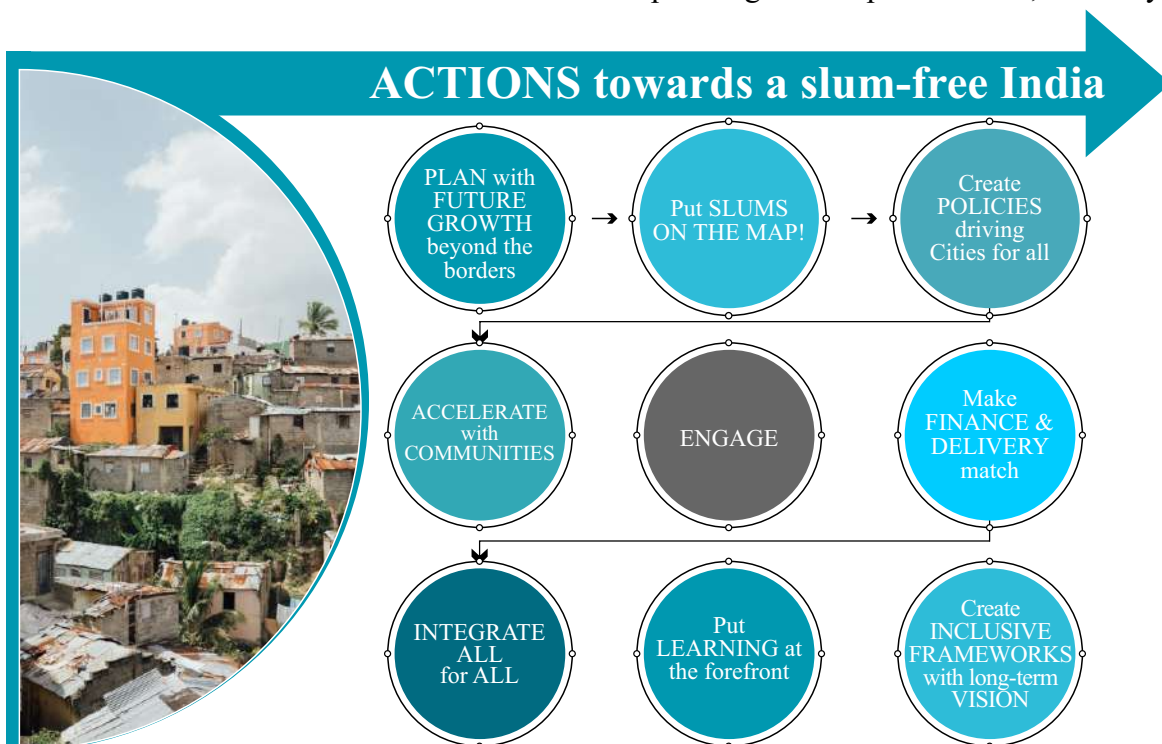
implement programmes and activities at the local level. Local partnerships between grassroots organizations and ULBs must be formalized to leverage strengths of each stakeholder and collectively roll-out a comprehensive response by sharing resources, capabilities and capacities. Government financing for stimulating enhanced role of such organizations in sustainable community outreach and implementation must be considered.

## 6. Plan big, but respond to the current needs

As a vision, there should be provisions in the masterplans of the city and other policy actions to ensure provision of affordable housing accessible for all in the urban centres. However, alongwith a future plan of action, there is a need for immediate actions as well which can respond to immediate housing needs.

## Learnings

- a) Housing is not just walls and a roof. It's a basic human right for a decent living condition and requires a systems approach. A sustainable, inclusive and affordable response to meet the needs of the most marginalized must follow a 'Housing Continuum'.
- b) Housing should be a central element of social and economic policies of a country. National and local authorities need to be at the helm of policy design, planning and implementation, not only to create a



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Source: UN-Habitat

conducive environment for investors, public-private partnerships, the private sector and community initiatives.

c) Embedding housing development in the regulatory and legislative agenda should prioritize needs of marginalized persons, and centre on promoting right to adequate housing.

d) A Partnership-based Housing Programme that clearly articulates the drivers of (un)affordability and (ex)inclusion in India and is based on housing policy developed to address needs of people and planet must be considered.

e) Applying “theory of change” in developing an integrated-holistic-partnership based approach for affordable housing and slum upgrading can steer focus on this complex exercise towards desired impact. The method entails describing the impact, priority areas, outcomes, guiding principles and enablers to achieve housing for poor and marginalized.

<b>GOVERNANCE TOOLS</b>	<b>Strategic frameworks</b>		<b>Institutions and capacity building</b>		
	<b>Multi-level governance</b>		<b>Setting and monitoring housing standards</b>		
	<b>Evidence</b>		<b>Supervision</b>		
	<b>Dedicated social and affordable housing providers</b>		<b>Tenant and owner-occupier involvement frameworks</b>		
<b>FINANCE AND INVESTMENT TOOLS</b>	<b>Regulating financial institutions</b>	<b>Non-profit provision of social and affordable housing</b>		<b>Subsidizing rents</b>	
	<b>Rent setting indexation and regulation</b>	<b>Microfinancing</b>		<b>Using household savings</b>	
	<b>Public loan, grants and purposeful investment</b>	<b>Interest rate subsidies</b>		<b>Loan guarantees and insurance</b>	
	<b>Special purpose intermediaries</b>	<b>Shared equity and costs schemes</b>		<b>Revolving funds for investment in affordable housing</b>	
	<b>Taxation to guide investment</b>				
<b>LAND POLICY TOOLS</b>	<b>Public land banking</b>		<b>Public land leasing</b>		
	<b>Land readjustment</b>		<b>Land value capture</b>		
	<b>City and neighbourhood planning</b>				
	<b>Land-use regulation and inclusionary zoning</b>				
	<b>Land value taxation</b>				
<b>CLIMATE NEUTRALITY TOOLS</b>	<b>Energy performance-related building regulations</b>		<b>Regulating the urban environment for energy efficiency</b>		
	<b>Non-regulatory climate policy initiatives</b>		<b>Financial incentives</b>		
	<b>Awareness-raising and training</b>				

Desired Change: Impact Sustainable, Inclusive, and Adequate Housing for Marginalized Communities

**SYSTEMS APPROACH TO HOUSING AND SLUM UPGRADING**

Priority Areas: Pillars	INTEGRATION: Sectoral and Institutional**	HOLISTIC: Planning and Governance	PARTNERSHIPS: Networking and Collaborations
Outcomes*	<ul style="list-style-type: none"> <li>Evidence base (quantitative, qualitative, and spatial) mapping database created</li> <li>Upgrading plan for all settlements</li> <li>Linkages to livelihoods</li> </ul>	<ul style="list-style-type: none"> <li>Government capacities strengthened to implement and monitor evidence-based planning</li> <li>Enhanced spatial planning and governance by utilization of spatial/digital tools</li> <li>Effective application of government funding and housing financing tools</li> </ul>	<ul style="list-style-type: none"> <li>Technical and resource partnerships mobilized to strengthen locally-driven actions by involving grassroots stakeholders</li> <li>Formal systems of engagement established for the partnerships</li> </ul>
Guiding Principles	Leaving No One Behind - People At The Centre - Leaving No Place Behind		
Enablers	Financing   Technology and Innovation   Competencies and Skills		

Theory of Change for integrated-holistic-partnership based approach for affordable housing and slum upgrading  
 Source: UN-Habitat





# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## Indian Institute for Human Settlements (IIHS)

28<sup>th</sup> January 2022



## PARADIGMS FOR — SLUM FREE CITIES

### Speakers



**Gautam Bhan**  
Senior Lead  
Academics & Research  
IIHS



**Amir Bashir Bazaz**  
Lead-Practice  
IIHS



**Namrata Kapoor**  
Senior Consultant  
IIHS





# Context

The Indian Institute for Human Settlements (IIHS) is committed to the equitable, sustainable and efficient transformation of Indian settlements. During the session, analysis was made on the different verticals of the Mission, what should be the approach of PMAY-U in the making of a slum free city.

There are three types of approaches adopted by PMAY-U to build houses in India i.e., Support for building new houses (ISSR, AHP and CLSS), support for self-built housing is given (BLC and CLSS) and support for repair and retrofit (BLC-Enhancement). Focus was on some typological issues of the Bombay SRA model, which is considered as one of the successful ISSR model.

IIHS has conducted a feasibility analysis to understand the condition and situation of ISSR vertical, factors that were considered were slum size, density and shape, developer ecosystem, Transfer of Development Rights (TDR) and land markets. The observation drawn was that the feasibility of ISSR in small cities is very low, and for most of the slum it is not going to be profitable. Further, it was observed that ISSR requires structural thinking in PMAY 2.0. Also, single window clearance can be done for ISSR vertical to work.

## Discussions

### ISSR

This is the only vertical in PMAY-U specifically designed to provide homes for slum dwellers. However, IIHS's feasibility analysis model of the ISSR vertical - based on slum size, shape, density, TDR markets, and developer ecosystem shows that there is little possibility of the vertical being profitable outside of cities like Mumbai and Ahmedabad. Even in these cities, profitability has come at the cost of adequacy. To make redevelopment viable in Mumbai, the Slum Rehabilitation Authority (SRA) relaxed the rules for distances between buildings and maximum density norms. This allows developers to pack rehabilitated slum housing on a smaller plot of land, leaving a larger area for profitable market development, thus making the scheme viable. But, as a result, the typology of rehabilitated slum homes is claustrophobic and lacks light and ventilation. To make up for it, residents depend

on mechanical light and ventilation and shell out high electricity costs.

### AHP

The vertical has done relatively better than ISSR and Credit Linked Subsidy Scheme (CLSS). However, the housing stock emerging out of this vertical is often located in peri-urban areas of the city that lack infrastructure and efficient transit facilities to employment centers. While the homes may be affordable and adequate, they remain unviable.

### BLC/E

Beneficiary Led Component/Enhancement (BLC/E) is the most successful vertical of PMAY-U. PMAY-U guidelines to upgrade the verticals to allow for beneficiary led enhancement in addition to new construction has been lauded as it addresses the need to upgrade and relieve congestion in homes. However, BLC/E can only be availed by households that have tenure on the land they are building. This leaves out 13.8 million Indian households living in informal settlements. Further, the approach restricts to a house alone and does not include the considerations for the neighbourhood.

## Learnings

### Intervene in Land and Housing Markets

The Centre should support State governments to play an active role in planning, building and delivering housing for lower-income groups. This support should be to:

#### a) Build More Homes

- Build new housing stock on public land
- Use public landholding to enable viably located AHP or ISSR projects
- In addition to private developers, give TDR to public developers to encourage them to undertake well designed ISSR projects
- Continue to use inclusionary zoning or town planning schemes within private reservations to build the stock of affordable housing
- Allow (and demonstrate by building) diversity of housing typologies that mix work & shelter
- In smaller towns, leverage government land to



create small-format sites and services schemes



### **b) Make Land Available**

- Use Affordable Housing Zones (AHZ) to enable the supply of land at city-region level
- Cover existing slums under AHZ
- Identify AHZ within transit-oriented development zones
- Identify vacant land and new land for future AHZ land banks.
- Ensure ULBs find statutory recognition for AHZ through masterplans and urban missions
- Prepare and implement a holistic plan to equip AHZ with affordable transit, and other infrastructure and amenities
- Build ULB capacity to plan holistically for AHZ

### **Consolidate Neighbourhoods**

By adopting neighbourhood upgrade planning approach, the focus should be on building resilient, integrated and upgraded neighbourhoods, not just the dwelling units alone. This could be achieved through the following steps:

#### **a) Regularize**

Protect and improve existing housing. The approach can differ for metro and non-metro areas:

- In non-metro areas, the government can provide land titles to slum dwellers
- Within metropolitan areas, the government can provide land titles, tenure rights or Communal Land Titles (CLTs) to slum dwellers

#### **b) Upgrade**

Even without land titles, the government can choose to extend housing repair grants like BLC/E to slum households that don't have proof of ownership (this can be done by following the Swachh Bharat model). To improve the quality of housing, it can:

- Equip Nirmithi Kendras to provide training programs for energy and material-efficient buildings for BLC/E
- Build material banks that can help in the provision of energy-efficient and recycled materials for building construction

### **c) Consolidate:**

To repair communities, not just homes government must:

- Provide holistic infrastructure and services to slums
- Use the opportunity for slum/neighbourhood upgradation that is energy-efficient, resilient, and complete with health and social infrastructure
- Tie these with community works programs for neighbourhood infrastructure upgrade in order to build resilient communities.

### **Repair and Retrofit**

Instead of demolishing and building new houses, existing houses should be repaired and retrofitted, wherever possible. For enabling people to undertake repair and retrofitting work, Nirmithi Kendras established across the country should undertake training of beneficiaries on sustainable and energy efficient retrofitting options. Further, a building materials bank could be created which enlists sustainable, energy efficient and recycled materials for building construction. From the individual building level, this could be scaled up to neighbourhood level, to ensure promotion of liveable habitats.

### **Align with a Resilience and Adaptation Agenda**

The above steps can tie into a city, neighbourhood, and housing level climate action and adaptation agenda. For example, a heat action plan, especially for poor neighborhoods that don't have access to mechanical cooling, can prescribe specific designs that consider the climate of the region for neighbourhood level planning. Further, it can suggest the use of energy-efficient design and building materials for planning homes.





# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## National Institute of Urban Affairs (NIUA)

16<sup>th</sup> February 2022



### EXPERIENCES OF NIUA IN AFFORDABLE HOUSING SECTOR

#### Speakers



**Hitesh Vaidya**  
Director  
NIUA



**Dr. Debolina Kundu**  
Professor  
NIUA



**Sarika Chakravarty**  
Senior Sector Coordinator  
NIUA



# Context

NIUA works on five major domains which include urbanisation and economic growth, climate responses, data governance, municipal finances and inclusive development and providing the assistance in the form of capacity building, evidence-based research, and advocacy.

NIUA also acted as the think-tank to Delhi Development Authority for Delhi Master Plan- 2041. The session focused on current status on affordable housing in the country and subsequently on the housing situation in Delhi alongwith the strategies that were adopted while planning the housing in Delhi Master Plan- 2041.

## Discussions

### Condition of Housing and Economic Performance in Metropolitan Cities

NIUA undertook an evidence-based evaluation which assessed the condition of housing and economic performances in metropolitan cities in the country. Economic performance index was determined by correlating per capita gross domestic product, share of regular salaried workers in total employment and percentage of people above poverty line. Housing quality index was determined by correlating percentage of households with 'good' condition of houses, houses using permanent material for roof, houses using permanent material for walls and houses using permanent material for floor. The table below summarises the finding:

	Cities with poor housing condition	Cities with good housing
Good economic performance	Metro - 16 NM - 55	Metro - 10 NM - 106
Poor economic performance	Metro - 11 NM - 106	Metro - 15 NM - 157

Based on the matrix above, the following matrix of the metros was prepared:

	Metros in housing crisis	Metros not in housing crisis
Metros with good economic performance	Amritsar, Bhopal, Coimbatore, Dhanbad, Durg-Bhilainagar, Faridabad, Gwalior, Jamshedpur, Kannur, Kollam, Kota, Kozhikode, Madurai, Nagpur, Thiruvananthapuram, Thrissur	Ahmadabad, Aurangabad, Delhi, Greater Visakhapatnam, Indore, Kochi, Ludhiana, Rajkot, Tiruchirappalli, Vadodara
Metros with poor economic performance	Allahabad, Asansol, Jabalpur, Kanpur, Lucknow, Meerut, Patna, Raipur, Ranchi, Srinagar, Varanasi	Agra, Bangalore, Chennai, Ghaziabad, Greater Mumbai, Hyderabad, Jaipur, Jodhpur, Kolkata, Malappuram, Nashik, Pune, Surat, Vasai Virar City, Vijayawada

### Ongoing works of Centre for Sustainable, Healthy and Learning Cities and Neighbourhoods

The centre undertook analysis of housing condition from NSS unit level data of the Household Amenities, Schedule 1.2, 58th Round (2002), 69th Round (2012) and 76th Round (2018) and the gathered the following findings:

- The share of pucca houses registered an increase for all urban, notified and non-notified slums during 2002-2018
- The share of pucca household is higher in million plus cities in both slum and non-slum areas
- The average floor area of non-slum houses and all urban is twice that of slums
- Among slums, notified areas have higher floor area
- Congestion is high among Short term Migrants, Tenants, SC, ST and Poor
- Availability of separate kitchen is low in slums, among poor households and tenants
- Access to bathroom facility is low in non-notified slums
- Share of households having exclusive use to latrine facilities improved in all areas

### Impact Assessment of COVID-19 on Slums

In 2021 NIUA undertook a primary survey to understand the impact of the pandemic in slums



across 10 cities- Aurangabad, Bengaluru, Bhopal, Delhi, Indore, Jammu, Jodhpur, Lucknow, Pune and Ranchi. 120 HHs were surveyed in each city. The following are the findings:

Cities	One Room	Two Rooms	Three Rooms	>Four Rooms
Aurangabad	4	5	5	6
Bengaluru	5	8	0	0
Bhopal	4	5	5	7
Delhi	4	5	6	8
Indore	4	5	6	8
Jammu	4	7		4
Jodhpur	5	6	5	8
Lucknow	4	5	6	6
Pune	4	6	7	6
Ranchi	4	4	5	6
Overall	5	6	6	7

*Occupants in homes with different sizes*

*Source: NIUA Pandemic Preparedness Survey, July-August 2021*

The major findings included that most of the slum houses are congested with around 4-5 members living in a single room where quarantine during the pandemic is almost impossible. It was observed that the cooking areas in these houses were built in the corner of 1-BHKs which added to the probability of virus transmission during the pandemic. It was also noted that majority of single room houses are occupied by first generation migrants.

Around half of the surveyed households had separate latrine facility however, these latrines were often temporary in nature and separated by a curtain from the living space/ bedroom. People prefer 'community latrines' over 'separate latrines' because of quality and maintenance. In Delhi, more than 90% of surveyed HHs use 'community latrines'. Water was accessed from the road-side water supply point and the male residents from the slums took bath at these roadside water points.

## Current Housing Scenario and Issues in Delhi

### a) Demand-Supply Mismatch

There are unmet housing targets from the last

master plan period (MPD 2021). This unmet housing targets have led to the growth of unplanned settlements. A total of 45% built-up area in the national capital is unplanned and it accommodated almost 60% of the total population. Further, 10.8% of the total population lives in slums.

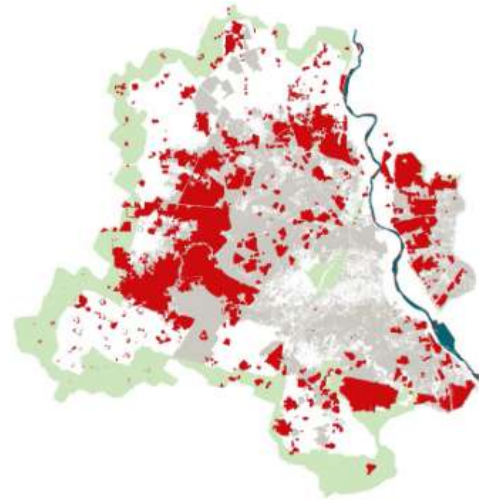


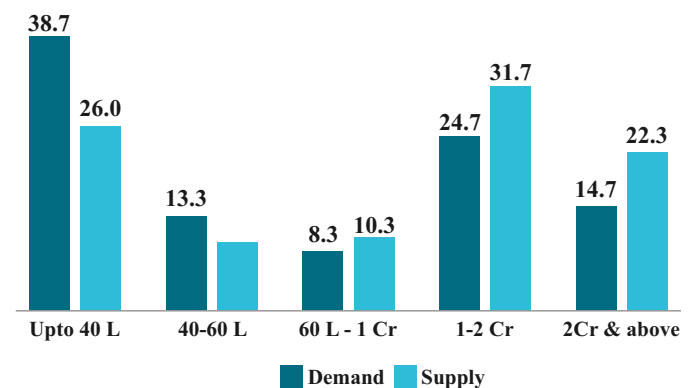
Figure showing unplanned settlements in red  
Source: NIUA

### b) Housing Stock

Out of the total housing stock in the national capital, 12.33% are old and obsolete. 70% of the structures violate building norms and 63.1% households live in houses with 2 rooms or less leading to housing congestion. It was also brought to notice that 11% of the total housing stock as per Census 2011 are lying vacant in the city.

### c) Lack of affordable housing alternatives

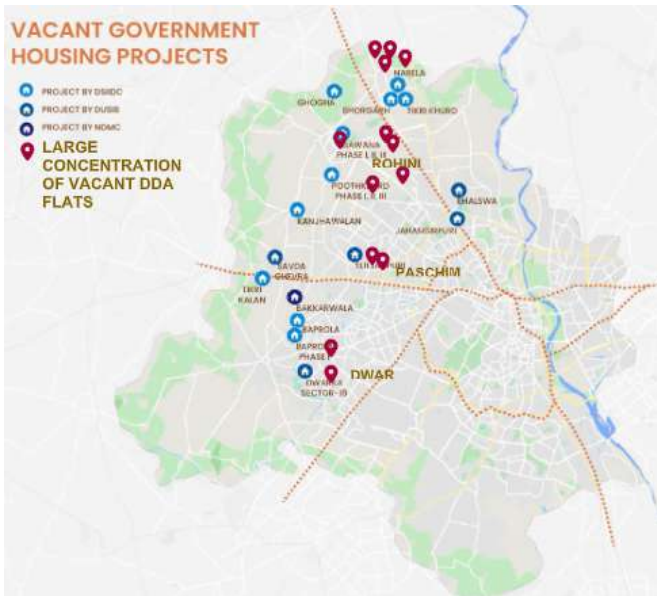
The national capital faces lack of access to affordable housing in the city. 85% of the total population falls in the EWS, LIG and lower MIG income groups. There is more demand for affordable housing while supply is more in high-end luxury housing.



Housing Demand & Supply (Percentage)  
Source: NIUA

### d) Vacant Public Housing Stock

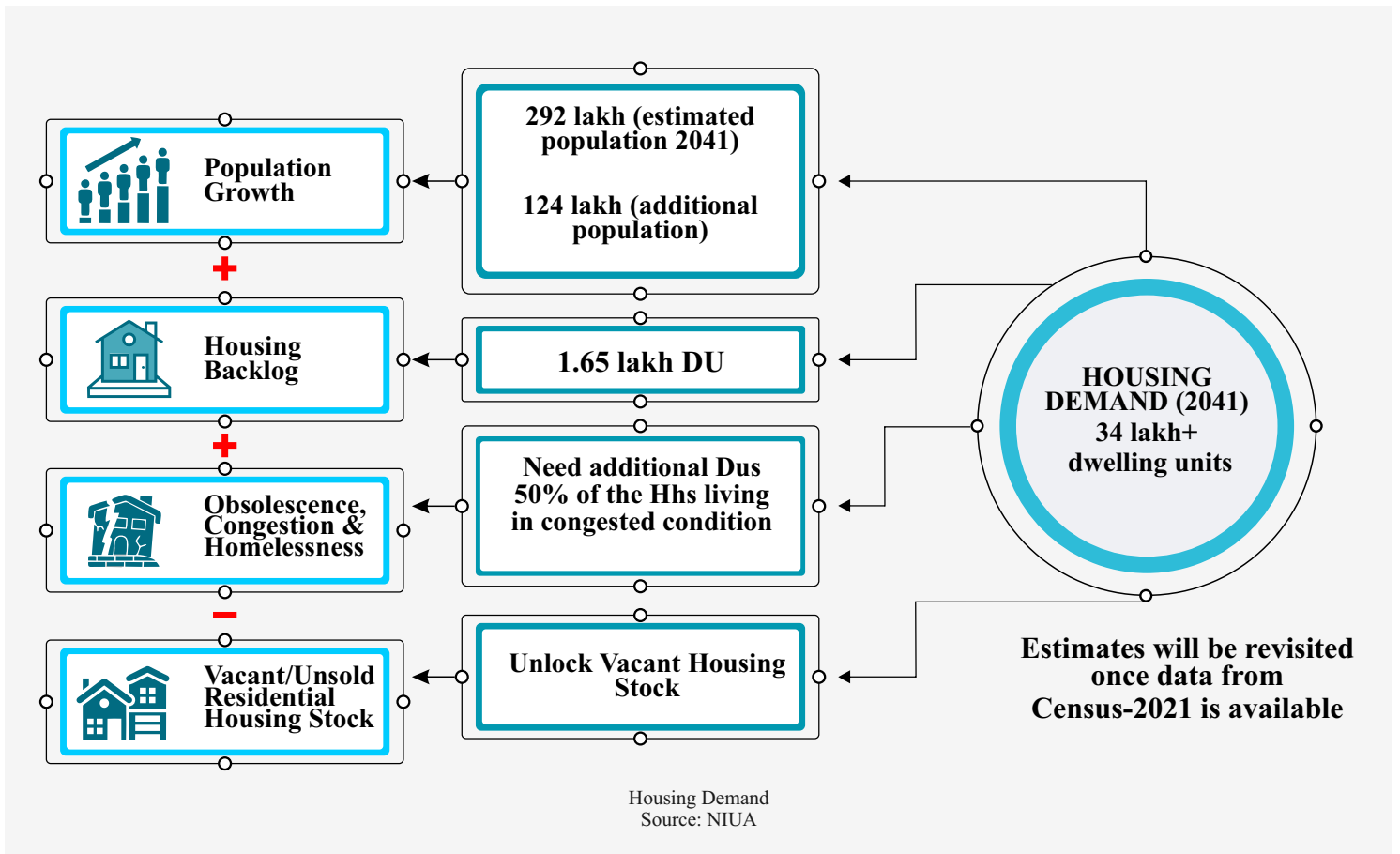
The analysis of NIUA revealed that more than 60,000 public housing inventory is lying vacant in the national capital.



### Current Housing Scenario and Issues

It was realized that there is a strong interdependency between Delhi and the towns in and around National Capital Region for livelihood opportunities in the capital region. Further, due to enhanced connectivity by rail, road and metro corridors between Delhi and larger NCR & surrounding towns, the realty market of the CNCR functions in a homogenous manner. So, the towns outside of New Delhi actually cater to affordable housing demand of NCTD.

Due to available economic opportunities and high per capita income, Delhi has one of the highest immigration in the country. Rental housing demand is for 'family' HHs (dwelling units) and single member' HHs (hostels, studio apartments, serviced apartments, dormitories, etc.). However, the rental housing sector suffers from tenure insecurity, disparate living conditions, lack of amenities in unplanned settlements and lack of maintenance of old rental properties.



## Housing Supply Strategies of MPD-2041

### a) Developing complete neighbourhoods

Built environment will be planned with improved access to physical infrastructure, socio-cultural facilities and improving density of walkable and cyclable streets.

### b) Promoting 'small-format' housing (40-60 sqm. Carpet area)

There is a provision in the MPD-2041 that minimum 25% of dwelling units in land pooling areas will be on small format units. Following the principles of transit-oriented development residential development will be undertaken. Residential FAR remaining after accommodation existing number of dwelling units, shall be used for providing dwelling units of size upto 60 sqm.

### c) Promote Rental Housing

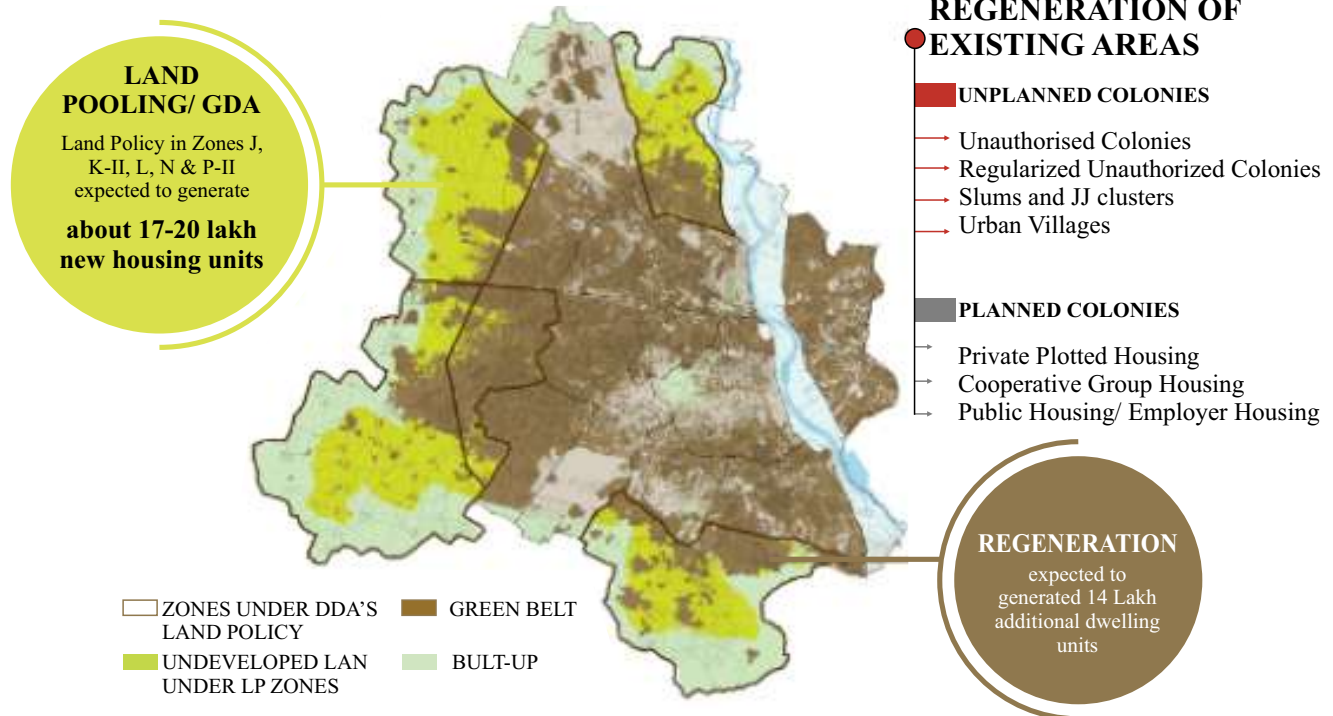
MPD-2041 makes the provision for affordable housing complexes with affordable and regulated rentals. There will be promotion of market rental units. Further, there will also be provisions of rent-to-own tenure models.

d) *Public Agencies to facilitate private sector-led development*, and focus on provision of trunk infrastructure, facilitate development, provision of policy and strategic interventions as per requirement of the city.

### e) Housing inventory integration - single portal

All public rental housing units in the city will be inventoried alongwith listing of beneficiaries of public housing (owned/ rental, household size and structure, income, anticipated tenure length, etc.)

## Housing Supply Strategies of MPD-2041



## Learnings

1. GIS based mapping of housing stock in all cities could pave way for better and accurate datasets with the ULBs. It would further promote evidence-based decision making and help generate housing data inventory.

2. Undertaking evidence-based research

- Assessment of PMAY-U 1.0 – Identify challenges and opportunities in select states/cities through primary survey to inform the architecture of future housing policies of India.

- Analyse the current condition of housing in all cities and towns based on,

***Census 2021 secondary data  
Profiling on PMAY-U Beneficiaries***

3. Building capacities for urban planning

- Provide knowledge support to the Government, Academia, Industry, and Civil Society, and empower them to build smart, inclusive, sustainable and resilient cities.
- Knowledge management to create data repositories and enable information-based decision-making (e.g. National Urban Learning Platform)
- Enable context-specific adoption of the policy guidance provided by the Centre
- Promulgate processes and principles of master planning

4. Creating monitoring and evaluation frameworks

- Integrated Urban Assessment Framework (Housing Indicators with Ease of Living Index, Municipal Performance Index, etc.)
- Tools and templates for monitoring and evaluating the progress of future housing policies of India.







# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

**Artha Global**

**23<sup>rd</sup> January 2022**



## ADDRESSING IN SITU REHABILITATION OF SLUMS

**Speakers**



**Dhaval Monani**

Senior Fellow  
Artha Global



# Context

Slum development and its challenges are one of the key issues that most of the Asian countries are facing. There are many challenges faced in slum development, which are directly or indirectly related to land titles. It was highlighted that Slum Act 1956 does not mention anything related to land title. Many steps have been taken to identify slums but the whole approach of slum identification is one of the major challenges that has been faced.

Speakers mentioned important points on the model of Affordable Rental Housing Complexes. Focus was also given on block chain based titles for SRAs that started three years ago. Speakers highlighted the idea of new institutional architecture which is being set up for implementation of the national infrastructure pipeline in combination with a new tank as well as the asset recycling kind of infrastructure which is further required for the creation of new project preparation facilities.

Further, the speakers stressed upon the Maharashtra model, wherein the government explored the title from the block chain through the 'plug n play'. Every service, right from direct subsidy transfer to property dues, were set on a sort of 'plug n play' basis. The importance of land titling was also discussed. Land titles are combined with Slum Dweller Association which link up with livelihoods and management of the urban wage employment scheme. Also linking them with other possibilities of in-situ rehabilitation of slums and focusing on resettling slum communities.

# Discussions

It was highlighted that to meet the vision of Housing for All and considering the current deficit, the amount of capital required is huge. The burden on the government is consistently increasing as the estimated land value is 3-5 times as compared to the project value of a CLSS project. Instead of investing directly, models should be developed wherein major or a larger portion should come from Public Private Partnerships. It was highlighted that the immediate problem or structural difficulty that is being faced by the government is that they are unable to develop smaller or more inexpensive units in the most needed regions and are unable to execute the ARHC concept.

Further, there is a lot of demand for small units which are not only of the existing population requiring access to affordable housing but also for the new people entering the workforce sector of the city. This demand was largely concentrated on the metropolitan areas where the planners are beginning to follow the transit-oriented development model. The development increases the possibility to develop small units around transit nodes.

# Learnings

- There is a need to mark a change of direction from the original policy by renewing or extending the Credit Linked Subsidy Scheme (CLSS) for the EWS and LIG segments. CLSS for the MIG expired in 2020 and was not renewed the subsequent budget signally the governments inclination to for more targetted interventions. The change of focus to smaller per capita subsidy of Rs. 1.5 lakhs as opposed to 2.67 will bring in more beneficiaries under the subsidy umbrella and the higher allocation of Rs. 48,000 indicates a continuing commitment towards 'Housing for All'.
- It is likely the future housing policy of India. will deliver the majority of the targetted subsidy through the Beneficiary Lead Construction (BLC) route. The challenge in the BLC route that is availed by beneficiaries both in rural and peri urban areas is lack of bridge financing for construction. The major impediment is non recognition of certain land titles. The PMAY BLC subsidy can act a validation tool and down payment for the mortgage, reducing risk and consequently cost of financing.
- Ticket size for BLC loans will remain small. The larger financial institutions will not find it lucrative have neither the will or penetration to address this market. This segment will remain dependent on NBFCs, HFCs and MFCs with higher cost of capital. If the process of recognizing land title as collateral is rationalized for peri urban/rural lands and access to NHB lines of refinancing eased, it is likely that the impact of successor of PMAY-U will be amplified substantially.





- BLC is a robust and well-intentioned delivery mechanism but is still prone to leakages and in many cases the beneficiaries don't get the full advantage of the intended amount. As the quantum is likely to increase in the current year and potentially in the years going ahead, a better delivery and monitoring mechanism will be greatly benefitting the efficiency of delivery.
- Peri urban development is key to expansion of urban areas and a well thought out, planned and incentivized development can help ease the pressure on urban agglomerations.





# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## Government of Madhya Pradesh

25<sup>th</sup> February 2022



# SLUM REDEVELOPMENT

Speakers



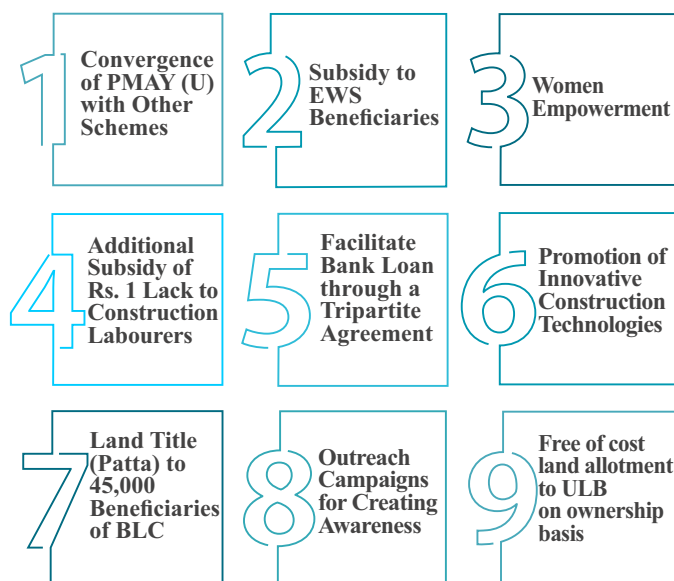
**Nikunj Srivastava**

OSD cum Commissioner  
Urban Development & Housing  
Government of Madhya Pradesh



# Context

Through continuous efforts by Government of Madhya Pradesh, many milestones have been achieved on the way including several recognitions from the Central Government. Madhya Pradesh is one of the states to get recognised for the successful implementation of HFA under PMAY-U Awards 2019. The efforts made by employees are commendable and hence Madhya Pradesh ranked as the second Best Performing State for overall implementation of HFA. Madhya Pradesh was also adjudged as the Best AHP on Public Land for implementation of the Affordable Housing in Partnership (AHP) vertical in special category.



Initiatives of Government of Madhya Pradesh to facilitate implementation of PMAY-U  
Source: Government of Madhya Pradesh

## Discussions & Learnings

There are few schemes that have really touched the lives of individuals and made a big difference and predominantly, PMAY-U is among them. The scale of implementation of PMAY-U has been remarkable and the focus has been to provide houses to urban poor.

### *Slum Upgrading*

If a slum can be retained with good and basic infrastructure, like roads, drainage, water supply, network and management, that can be a big step as nobody wants to move out of their house.

### *Land Titles to Slum Dwellers*

Land title can be provided to the slum dwellers to build their own houses alongwith land rights, public-private partnership models may be developed to ensure provision of all kinds of basic infrastructure is made. Once the people have land title, the private sector partner may engage slum dwellers to decide on basic amenities and the Government can play facilitator in development of a project. Legally, the slum dwellers and private sector partner may enter into an agreement that ensures public participation and planning the development of the land.

### *CLSS*

It was highlighted that CLSS has not been very successful but provides a scope for participatory approaches with synergies between the private developer and the beneficiary population. Support for CLSS can be provided in terms of the interest subsidy, which is easy to implement, and the relationship is directly between the borrower and the bank.

### *Finance for beneficiaries*

One of the major challenges that is faced by beneficiaries under PMAY-U is to arrange for their on share. The beneficiaries face challenges in accessing formal sector finance because people who are actually eligible do not have very good credit history. So, focus should on creating models so that banks can finance liberally.

### *Rental Housing*

The urban migrants/labours should be provided with night shelters for accommodation, an initiative which has been started by many State Governments and further they should be supported at all terms alongwith strengthening the implementation of Affordable Rental Housing Complexes (ARHCs).



# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## State Government of Andhra Pradesh

28<sup>th</sup> January 2022



## HOUSING EXPERIENCES FROM ANDHRA PRADESH

### Speakers



**M. Mallikarjuna Nayak, IAS**  
Commissioner & Director  
Municipal Administration  
Government of Andhra Pradesh



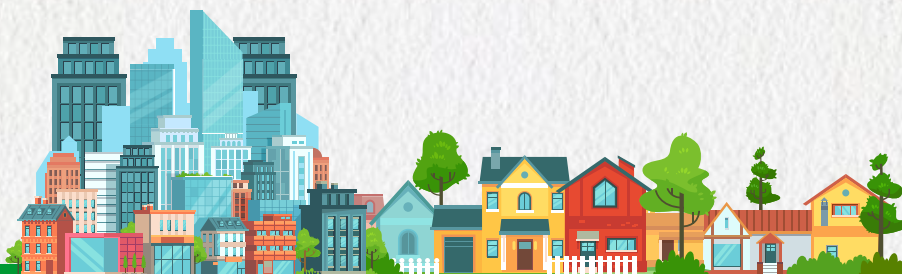
**V Ramudu**  
Director of Town &  
Country Planning



**Swapnil Dinakar Pundkar, IAS**  
Municipal Commissioner  
Kakinada



**K. Dinesh Kumar, IAS**  
Municipal Commissioner  
Nellore





# Context

Andhra Pradesh Township and Infrastructure Development Corporation (APTIDCO) Limited was established as a government syndicate. The task taken up are integrated township and Infrastructure development across the state of Andhra Pradesh. It is the state level nodal agency for Pradhan Mantri Awas Yojana (PMAY-U).

APTIDCO has taken on a large-scale urban housing project. It does holistic planning, development, financing and implementation of affordable housing in the state under Municipal Administration and Urban Development Department so as to ensure effective coordination of functioning among the key institutional stakeholders – ULBs & Development Authorities.

Apart from APTIDCO Housing, Jagananna Colonies, and MIG Housing Scheme, Andhra Pradesh has a number of additional housing programmes in operation. The citizens of the state are very receptive to the state's initiatives. Interventions done by the state of Andhra Pradesh under PMAY-U and their good practices that can be replicated in other states as well as the recommendations from an industry expert was discussed.

# Initiatives

## Overview of Affordable Housing in Andhra Pradesh

Under AHP (Group Housing), over 2.62 lakh houses are taken up by APTIDCO of G+3 model, along with civil infrastructure like roads, streetlights and Sewage Treatment Plant.

The Janaganna Colonies have been conceived to give 1 cent in urban areas and 1.5 cents in rural areas. Whereas, land acquisition, whenever necessary, is taken up for distributing 30 lakh house sites. The concept of Beneficiary Led Contribution was conceived to assist in-situ development of slum dwellers. For Middle Income Group Housing, MIG citizens are given option of purchasing plots in the layouts developed by Government of Andhra Pradesh on Not-for-Profit Basis.

## Target Measure

The following targets are usually measured-

### Demand Assessment

- Number of property tax assessments in the city is taken as a criteria to finalize probable number of urban homeless.
- Number of Rice Cards (Ration Cards)
- Number of applications filed in Secretariat and Online Portals
- Number of applications received in various grievance portals

### Progress Measurement

- In BLC - Stage Progression from BL- RL- RC- Completion
- Extension of Financial Assistance
- In TIDCO - Bank Linkage and Beneficiary Contribution
- Infrastructure Works, Street Lighting, STP and other civic amenities by Gantt Chart

## Funding Mechanism

It is estimated that the beneficiary contribution is Rs 3.15 lakh to Rs 4.15 lakh, based on house type. For which, the Central share is 1.5 lakh while the Government of Andhra Pradesh provides share between Rs 1.9 lakh to 1 lakh.

Name of Scheme	Beneficiary Contribution	GoI Contribution	Govt. of AP Contribution
YSR Jagananna		1.5 Lakh	
TIDCO	3.15-4.15 lakh (Based on house type)	1.5 Lakh	1.9 lakh to 2.9 lakh
BLC	As Desired	1.5 Lakh	1.0 Lakh

Source: Government of Andhra Pradesh

## Nellore Case Study - TIDCO Houses

Total Dwelling Units in Nellore Municipal Corporation: 27,888

Under Phase-I, 4,800 units in Venkateswarapuram completed; among them 3,000 Units Keys were handed over to the beneficiaries.

Under Phase-2, 18,624 units are under construction.



70% of the units have been completed & basic amenities work has begun. The project is proposed to be completed by May 2022.

Under Phase-3, 4,464 units will be constructed, which would be completed by end of December 2022.

## YSR Jagananna Colonies

In a giant leap, 30 lakh houses are coming up in next four years. In Phase 1, construction of 15 lakh houses will be done; in Phase 2, construction work for 15 lakh houses.

Housing will be provided to all beneficiaries who have been granted house site pattas by the State Government.

Supply of quality housing materials from manufacturers to all beneficiaries less than market price through reverse tendering with providing infrastructure facilities.



Suggested plan under YSR Jagananna Colonies  
Source: Government of Andhra Pradesh

## Social Mobilization Strategies

Government of Andhra Pradesh has decentralized the administration by making services of all government departments available at one place. 1,000 Households are mapped to Secretariat System and each volunteer to 80-100 Households.

MEPMA - Motivation through SHGs, linking beneficiary with bank for smooth disbursement of loans, Identification of beneficiary for allotment.



Volunteer recording information from citizens  
Source: Government of Andhra Pradesh



Motivation through SHGs  
Source: Government of Andhra Pradesh

## Replicability and Scalability of the intervention

### APTIDCO Group Housing

- Suitable in areas where land cost is high
- Suitable for In-Situ Development of existing slums
- PPP can be thought of if cost of the land is high
- Replicable and scalable throughout the state provided the financial support from the Government

### YSR Jagananna Colonies

- Suitable in rural areas where land cost is cheap
- Replicability in urban areas is costly due to availability of vast spaces of land
- Apt for complete relocation of slums

### Beneficiary Led Contribution

- Scalability and replicability is limited to the extent of beneficiary owning land
- Flexibility for the owner to design on his own
- Suitable for In-Situ development to modernize the existing slums



# Learnings

The case studies of APTIDCO and Jagananna Housing are the examples of successful implementation of affordable housing by keeping all the associated facilities intact and also without harming their present source of livelihood.

- Considering the inflation and increase of prices in raw materials; financial assistance from Government of India may be increased to Rs 3 Lakh.
- Permissions may be given to trade TDR in the National Stock Exchange.
- Incentivize the slum dwellers for in situ development of slums by providing various rebates in Property Tax and other Taxes.
- An institution with a mission and vision to create India a Slum Free Country may be set up.
- In Situ development/rehabilitation of Slums may be made part of Corporate Social Responsibility.
- There is scope of defining innovative methods for undertaking demand assessment of housing.



# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## School of Planning and Architecture, Bhopal

21<sup>st</sup> January 2022

### PERSPECTIVE ON AFFORDABLE HOUSING IN INDIA

#### Speakers



**Dr. Natraj Kranthi**

**Professor**  
HOD, Urban & Regional  
Planning & Transport Planning  
SPA, Bhopal



**Dr. N.R. Mandal**

**Professor**  
Urban & Regional Planning  
SPA, Bhopal



**Dr. N. Sridharan**

**Director**  
SPA, Bhopal



**Dr. Sheuli Mitra**

**Associate Professor**  
Urban & Regional Planning  
SPA, Bhopal



**Dr. Arti Jaiswal**

**Assistant Professor**  
Urban & Regional Planning  
SPA, Bhopal



# Context

School of Planning and Architecture, Bhopal specialises in education and research in the field of urban planning, architecture and design. In the case of rural areas, a report named SVAMITVA was released by SPA Bhopal, which was used for land titling through drone techniques in the Abadi area in Madhya Pradesh. A few findings of the International Journal of Housing Policy were published by SPA Bhopal. Two scenarios were identified based on investigating the case of the missing ISSR as the absence of a robust economy and strong land markets. SPA Bhopal has also conducted a research which was on the analysis of rental housing situation for two cities, Bhopal and Mumbai.

## Discussions

School of Planning and Architecture, Bhopal, presented a vision for Housing Beyond PMAY-U. The deliberations in this edition focused on the perspectives of affordable housing.

- **Vision For Housing Beyond PMAY(U)**
- MoHUA should focus on three visions:
- **Short term (up to year 2030) policy**
- Mobile Housing Facility with other infrastructure at the peri-urban areas for the EWS and LIG. Mobile Houses can be shifted to other areas at a later stage. These mobile houses should have drinking water, heating (where it is required), individual sanitation, SWM system, etc.
- Strong support to transport infrastructure to enable the mobility of population from the peri-urban areas to the core employment centers. This can be subsidized to attract the people.
- **Medium Term (2047) policy**
- Use of digital land titling as in the case of SVAMITVA in rural areas including peri-urban villages. Under this SVAMITVA use of drone is being used for Abadi area. Such a system can be used for slum areas and high-density areas for

capturing and recording the extent and development of low income areas.

- Use of Spatial Data Infrastructure in Housing System and synchronizing as well as overall Master Plan.
- Use of NSSO data to assess the affordability regarding the actual income expenditure of the people. It is required to do research in this area, on the lines of the developer as well as the bank assess the affordability based on various documents. Through vouchers the government can give it to EWS/LIG and MIG as per the income documents as a bridge money only. Rest can be paid by the banking system.
- Changes to be brought in BIS, PWD, CPWD norms and standards for construction including housing.

### **Long term Policy (2047+) policy**

- Focus not on Mega and Metro cities but to shift to Class I and Class VI towns as well as Census Towns in terms of Housing with a focus on EWS and LIG sections.
- Invest on research in housing sector, land markets as there are many segments within these.

### **Affordable Housing Approaches**

Affordable housing can be approached through Town Planning Schemes in the peri-urban areas earmarked in the master plan. There should also be integrated and incremental approach, clubbed with housing services and livelihood opportunities. Collaborative planning strategies should be done with developers for land sharing and suitable incentives. Community participation and engagement should be encouraged. There should be an Integration with SDG-1 and SDG-11 for affordable housing, tenure security, basic services, etc. In the AHP vertical, a data capture mechanism should be introduced so that the developers capture the data about the beneficiaries with regard to the place from where they are shifting.

### **Technology Integration**

Integration with geospatial and drone technologies, spatial data infrastructure for land/property mapping and management, etc.



## Titling and tenure security

Identification of slums and beneficiaries scientifically through tangible parameters; Slum de-notification for improved slums; Considering the provision of different and suitable tenure typologies eventually converting the de facto to de jure; Encouraging group tenure rather than the individual tenure.

### Existing Slums in Big Cities (ISSR vertical)

- An alternate approach may also be considered such as introducing NUDGE units as a part of ANGIKAAR (Campaign for change management). Nudging for apartment style living and willingness to be part of a small TP Scheme. With the willingness of the residents, create housing cooperatives. Approach of dealing in parts rather than the whole with multiple number of cooperatives overtime. Tripartite arrangement involving cooperatives, developers, and TP Scheme monitoring agency, to work out the land percentage to be returned and land percentage to be retained.
- With the land retained, a higher amount (compared to BLC and AHP) to be given to beneficiary or option for apartment construction.
- In the cases of squatter on government land, land may remain vested with the government but a land lease may be given to the cooperatives.

### Focus on smaller cities

Mostly focus is laid on the slums of the metropolitan cities, but slums in relatively smaller cities should also be considered for intervention

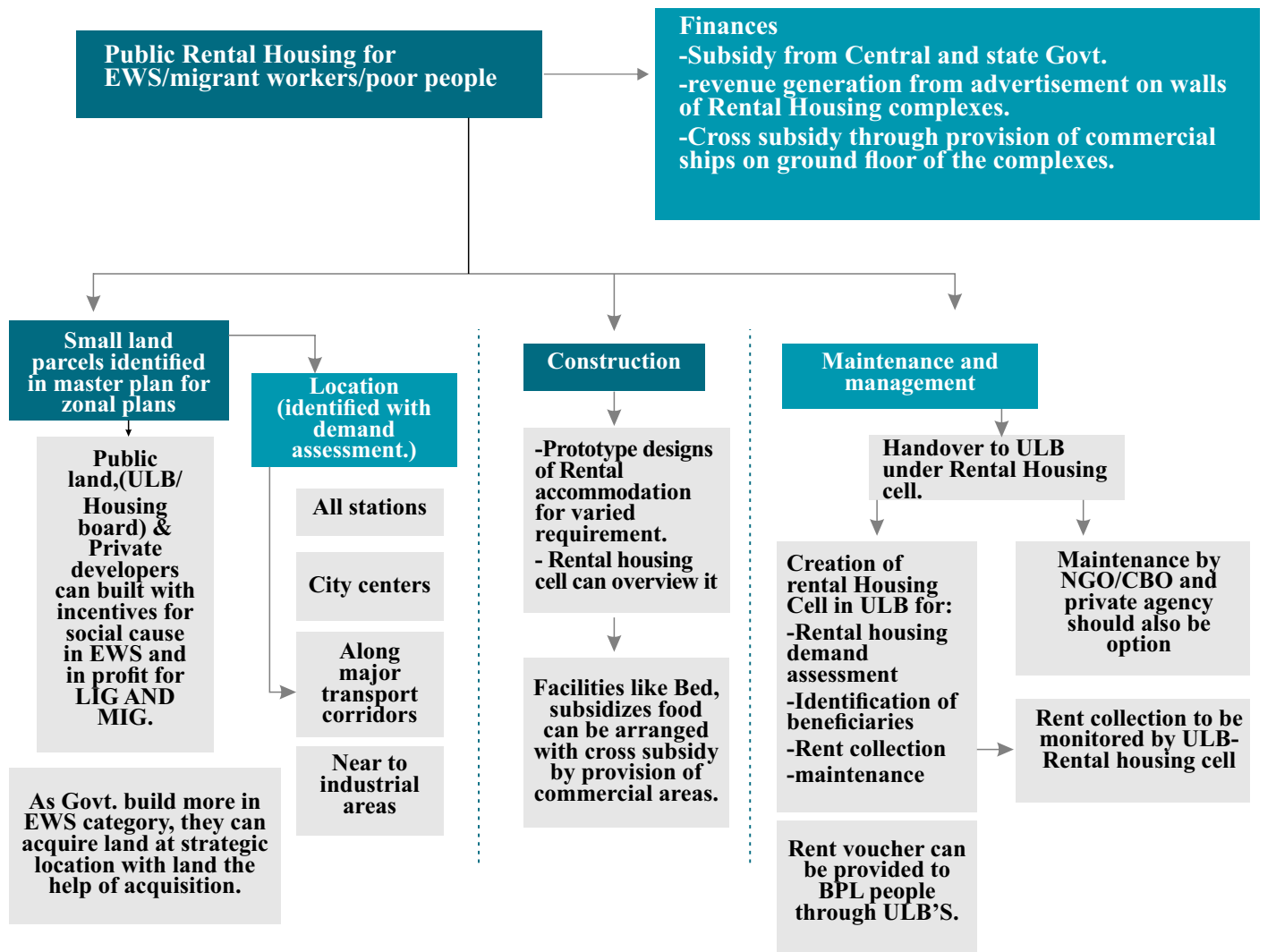
- The performance of the four verticals differs between hierarchies of towns and thus, it needs to be examined at every city level.
- While the beneficiary builds the housing unit, the assistance from the ULB is for provision of tenured land, access to livelihoods and infrastructure and assistance in technology for the beneficiary.
- Support from the Centre is required for lower order ULBs whose technical and financial capacities are weak.

## Affordable Rental Housing Complexes

Looking at the dynamic nature of Rental Housing demand in urban areas, online web portal and real time tracking could be adapted.

- To encourage private involvement in construction of ARHCs, incentives in the form of tax rebates, TDS and cross subsidy could be part of the scheme
- Rent vouchers for EWS people by local bodies can also be one of the important provisions under AHRC models.
- Rental housing should focus on the transfer of units after minimum required number of years if one has kept on paying the rent equivalent to decided EMIs (Rent-to-Own Model).





(Flood – Reconstruction and Resilient Construction)

Suggestive Framework for Rental Housing Complexes  
 Souce: SPA, Bhopal, Madhya Pradesh

## Suggestive responses to challenges across verticals under PMAY-U

### *Building Urban Infrastructure – Technical & Financial Support to ULBs*

- Operational guidelines for recommendations of 15th FC-Municipal Budgeting
- Enhancing Technical & Financial Capacity of ULBs to service large areas with BLC housing with urban infrastructure in a short time.
- Develop transport infrastructure and mass transit to peripheral areas and unlock land for mass housing projects, with good accessibility

### *Design & Technology Support for Beneficiaries & Suppliers*

- Geo-climatic region-specific design, material & technology upgradation research
- Capacity building of ULBs to assess self-built

housing quality

- Making design templates & innovative technology for mass housing accessible in small and medium towns to provide options beyond plot-and-housing format

### *In situ slum redevelopment & slum upgradation*

- Working out critical threshold densities at which ISSR works in robust and emerging land markets in specific site and city conditions
- Operationalisation of slum upgradation in remaining in-situ sites by enabling BLC – existing housing extension component and infrastructure inserts

### *Addressing Hurdles to the Access of Housing Finance*

- Effective mechanisms to enable access to housing finance in EWS and LIG informal sector, who fulfil affordability criteria but are



- denied loans
- Linking to E-shram registration methods to be explored

## Learnings

The partnership among the Centre, State and Local governments needs to be redefined in implementing Central Missions and programmes to ensure effective implementation.

### ***Three-pronged approach:***

Role of Centre in-

(a) continued assistance through policies & programmes to overcome supply side and demand side hurdles, and

(b) foster research through think tanks to refine policy and develop templates of implementation & dissemination to states and ULBs.

Role of State in enabling legislation on land, convergence of schemes, devolution of funds to ULBs.

Role of ULBs in supply of affordable housing on ground:

- upgrading and redeveloping existing settlements
- land & infrastructure development for new low-income housing - Unlocking land at periphery by city-wide transport networks serviced with public transport (Convergence with other urban schemes)
- building adequate reserve housing stock (rental housing)
- Developing database of local materials and techniques



# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## State Government of Kerala

22<sup>nd</sup> February 2022

### REDEFINING AFFORDABLE HOUSING IN KERALA: CONVERGENCE MODEL

#### Speakers



**Smt. P.I. Sreevidya, IAS**  
Executive Director  
Kudumbashree



**Adv. M. Anilkumar**  
Hon'ble Mayor  
Kochi, Municipal Corporation



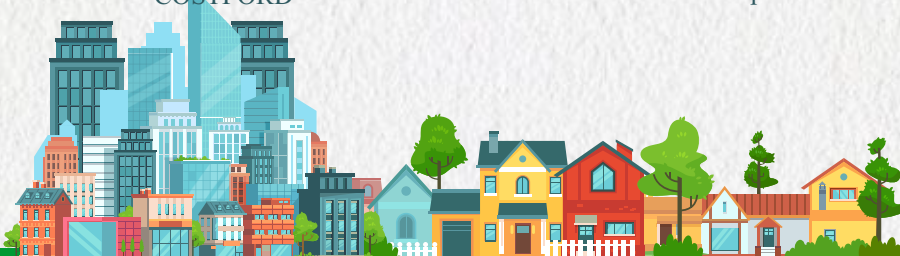
**Dr. Beena Philip**  
Hon'ble Mayor  
Kozhikode, Municipal Corporation



**Shri. P B Sajan**  
Chief Architect & Joint Director  
COSTFORD



**Shri. Sajeev P K**  
Secretary  
Kollam Corporation



# Context

Kerala's LIFE (Livelihood Inclusion and Financial Empowerment) Mission was launched by the State Government in 2016 with the mandate of providing 'Housing for All' in the state. The target of the Mission is to provide safe housing to nearly 4.30 lakh homeless people in Kerala. The State provides houses with all the basic infrastructures. The poverty level in the Kerala is very much less compared to other States in the housing sector. In the past too, there were measures and steps taken by the government for the social development of the state, especially in the housing sector. The Land Reforms movement in Kerala ensured that the poorest of the poor also got a piece of land in his/her name, which helped the State Government to implement the housing scheme successfully in Kerala.

Community-based monitoring and intervention is actually the basis of the success of many Kerala's housing schemes for timely completion. This is the basic approach the State has taken for the implementation of all the schemes, including Central Government's and other State schemes.

Meanwhile, an expert from COSTFORD (Centre Of Science and Technology For Rural Development), a non-profit making voluntary organization consisting of scientists, technologists, educationalists, professionals and social workers was also part of discussion. The organization strives to facilitate empowerment of poor and weaker sections of the society to improve their living conditions by the application of appropriate and people friendly technologies and adopting participatory, democratic, transparent and gender sensitive processes.

COSTFORD had published a booklet by Laurie Baker – 'Are slums inevitable?' - in 1996. It outlined his ideas regarding slums – both philosophical and practical.

# Initiatives & Learnings

## Convergence

### *Convergence with LIFE Mission*

Highest unit cost among all states under BLC(N). Rs 4 Lakh is given to each beneficiary under BLC (In addition to Rs 1.5 Lakh provided by Central Government, Rs 2.5 Lakh is provided by State Govt).

The Urban Local Bodies earmark minimum 20% of the plan fund for housing (most of the ULBs earmark above 35%). Balance ULB share of Rs 1,051 Crore through HUDCO loan. State guarantee while interest paid by the state.

*Addressing the issue of landless through apartment complexes* - Average cost per DU under AHP is Rs 14 lakh (In addition to Rs 1.5 Lakh provided by Central Government, Rs 12.5 Lakh and land is provided by State Govt). Possession and inheritance rights are given.

*Home insurance cover of Rs 4 lakh for a period of 3 years by State government* - Premium of Rs 349/house is provided by the state government. 63,449 houses under PMAY(U)-LIFE given home insurance cover.

### *Convergence with State and Central Schemes*

Convergence with Ayyankali Urban Employment Guarantee Scheme

90 person days are given to each household (Financial support of Rs 26,190).

Additional assistance of Rs 70 Crore is given.

Total man-days given - 3057312.

Job cards given - 100 man-days will be given every year.

*NULM convergence* - Skill training & placement and wage employment.

700 PMAY-U beneficiaries completed skill training, 240 placed

60 enterprises started





## Convergence with Urban Local Bodies

Special projects of ULBs to provide additional financial assistance to improve their living environment.

Land, waste management unit, solar lamp, livelihood support such as providing layer hens to PMAY-U beneficiaries, provision of saplings.

Alakkukuzhi Rehabilitation project for the rehabilitation of 20 families in Kollam Municipal Corporation.

CSR assistance of Rs 1.34 Crore was provided by Housing and Urban Development Corporation of India (HUDCO) for the reconstruction of houses destroyed in the flood.



(Flood – Reconstruction and Resilient Construction)  
Source: Government of Kerala

CSR assistance for gap funding from Chittilappally Foundation, Yasoram Constructions, Malabar Gold etc.

Gap funding through Kudumbashree linkage loans.

## Best Practices

Angikaar Campaign for convergence and change management (7,400 Ujjwala Gas connections provided, 12,800 Health Insurance under Ayushman Bharat, 13,173 Solid waste units, 17,602 LED lamps)

Haritha Bhavanam Campaign (Sustainable Green Houses) – 124 PMAY-U houses adopting green practices were recognized. Cash prize of Rs 10,000 given towards creating green consciousness among PMAY-U beneficiaries.



(Smt. Babitha from Irinjalakuda Municipality standing outside her beautifully constructed pucca house under the Mission)  
Source: Government of Kerala

## Gap funding through CSR support

Construction materials at subsidized cost, bulk procurement. (Tie-up with companies and dealers. 130 items are available at subsidized rate).

31 women construction groups formed in urban areas who have completed construction of 52 PMAY-U houses.



Source: Government of Kerala

scarcity of land, high value; low acceptance of vertical development model, high maintenance cost, difficulty to link livelihood options with vertical development and builders not willing to accept AHP model due to high land value.

### Rehabilitation Project

In Alakkukuzhi slum located in Kollam, lives of 20 dhobi families have been transformed. Their ancestors migrated from Andhra Pradesh almost 100 years ago. They were living in kutchha houses with unhealthy surroundings. The rehabilitation package included land of 3 cent extent and 2BHK house with 500 sqft area.

Project funding: Unit cost of 1 house – Rs 10.2 lakh  
 PMAY-U fund for 1 unit – Rs 4 lakh  
 ULB plan fund for 1 unit – Rs 6.2  
 Total Project cost – Rs 2.05 crore  
 (Total PMAY-U share – Rs 80 lakh, total plan fund – Rs 1.24 crore)

### Construction Phase

a) Kollam Corporation and Kudumbashree signed the contract for construction. 40 women trained in construction by Kudumbashree were joined as a team. The construction work started 1st January 2019 and the project was handed over on 23rd October 2019.



b) Kalluthan Kadavu Colony in Kozhikode Municipal Corporation: Area 1.84 acre, 102 families were inhabitants, who work in informal sector and lived in dilapidated conditions. Unauthorized settlement from 1960 and onwards.

The rehabilitation programme was conceived in 2010.

### Conditions of Agreement

- The Concessionaire will construct 140 Dus (14 Cr)
- In 7 Floor – 4 Blocks, with 30 m2 size
- In a property very near to the slum (184 cent)
- In turn, ULB handed over this existing slum for commercial operation
- Concessionaire will construct – 2 Lakh sq ft commercial space and retain for 35 years
- Annuity of Rs 10 Lakh/year

### Rehabilitation – Execution

- Work Started in 2014
- Due to delay in resource mobilization, there was delay in completion
- All slum dwellers occupied the flat on 2nd December 2019
- Slum was cleared on 20th December 2019
- Site (slum) handed over to the concessionaire



Kalluthan Kadavu  
 Souce: Government of Kerela

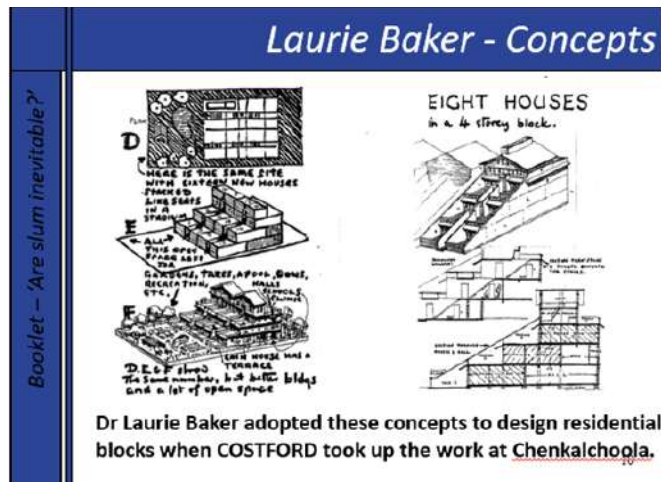


## Benefits of the scheme

- Construction of 140 DUs, and thereby we can rehabilitate decade old slum
- Revenue Mobilization of Rs 10 Lakh/year
- An additional investment of Rs 20 Cr (Commercial space of 2 lakh sq ft)
- First of its kind in Kerala
- Changes in health, education, social entitlements, social inclusion, etc

c) Chenkalchoola: The first slum rehabilitation intervention in Kerala was started here in 1978 by State Government. 528 houses were completed during 1978-90, in 1st, 2nd, & 3rd stages. In the 4th stage, 88 houses were completed. In total, 616 houses were completed. In 2003, the Corporation decided to construct 160 more houses for remaining settlers as part of Slum Clearance and Rehabilitation. The Corporation requested to Centre of Science & Technology for Rural Development (COSTFORD) to undertake the design and construction.

Dr Laurie Baker adopted these concepts to design residential blocks when COSTFORD took up the work at Chenkalchoola.



Source: Government of Kerala

Each block is designed for accommodation 10 families: Ground floor 5 families, first floor 3 families and second floor 2 families.





# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

**School of Planning and  
Architecture, Vijayawada**

**7<sup>th</sup> March 2022**



**CONVERGENCE WITH  
LIVELIHOOD PROGRAM**

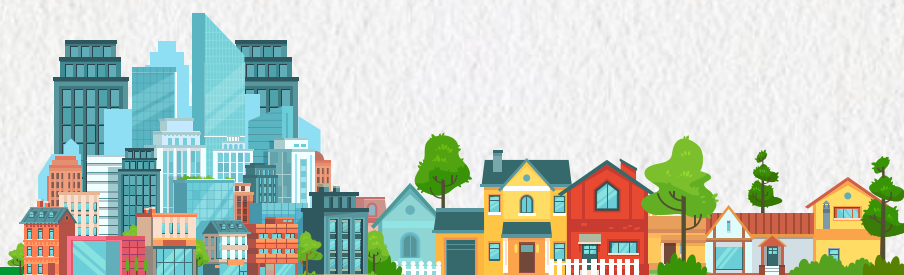
**Speakers**



**Dr. Ayon Kumar Tarafdar**  
Professor (Planning)  
SPA, Vijayawada



**Dr. Abdul Razak Mohamed**  
Head of Department (Planning)  
SPA, Vijayawada





# Context

School of Planning and Architecture, Vijawada specialises in education and research in the field of urban planning, architecture and design. The work of the institution is based on the principles that there are strong linkages between home and livelihood. Stemming from their evidence-based research, the team established that there is a need to enhance the understanding of the informal settlement communities and their inclusion in the city. It is important to understand social and spatial dynamics before planning an intervention. Understanding housing as much broader than just the physical structure and acknowledging its impact on social, economic, environmental, physical and human capitals also emerged from the institution's research.

# Discussions

There is a need for a strong interconnection between the house and the socio-physical environment (community facilities) utilised by the household. Housing affordability must also include the amount of time and money the household spends in reaching their livelihood centres. The basic livelihood needs in urban poor households are two basic things, improvement in basic infrastructure and availability and accessibility of livelihood needs which include services like- potable drinking water, basic education, primary health, sanitation, energy, and fuel. While designing an intervention for slums, the diversity of the settlement needs to be the central focus, as each household living in slums has a different and diverse need.

**Social Patterns and Physical Structure of Slums:** Commonly observed socio-spatial characters are dilapidated housing structure, congestion and overcrowding and Inadequate/No livelihood infrastructure facilitates - lighting, safe potable drinking water, absence of toilet facilities and bathing areas, lack of open spaces such as parks and play grounds, absence of community halls and absence of basic education and primary health facilities. However, this common understanding is devoid of understanding the diversity of the slums. Each of the slum consists of Diverse Demography's - children, adult, old age, rich, poor, men, women, differently able people. Each of the group has a different space and time requirement.

## Improvement of the basic livelihood needs of the urban poor households

Two basic principles which are essential for the improvement of the basic livelihood needs of the urban poor households live in informal settlements in towns and cities in India are:

- Lack of spatial access and inclusion of livelihood needs in their settlement will lead to the household spend considerable amount of time and money to gain access to obtain the facilities.
- Inclusion and gain spatial access to livelihood needs of households in informal settlements reduce the cost in terms of time and money and improve the living condition

## Social and Spatial Aspects

Understanding the social and spatial aspects of urban low income neighbourhoods are prerequisite for the study of spatial access. "Spatial Access" is the measure of availability and accessibility to livelihood needs such as potable drinking water, basic education, primary health and sanitation, energy and fuel wood and socialization of the low-income informal settlement households. It leads to considerable increase of "Spatial Access Cost" in terms time and money spend towards gaining access to livelihood needs.

## Understand Urban Poverty

- Understanding of the magnitude of urban poverty could be achieved by exploring the condition of life in urban slums (Basu.K and Basu.S, 2000). Chelliah and Sudarshan (1999), and Kannan K. P (1999) argue on income poverty and Sandhu (2000) stress on housing poverty in terms of the work and shelter condition of the urban poor in India. It deals mainly with shelter, employment, land, and basic needs, which are based on the social, economic and infrastructure issues.
- However, the spatial aspect of poverty and urban poor are not considered yet and largely neglected by the researchers and also urban planners and policy makers in India. The



poverty condition of urban poor also depends largely on the accessibility particularly the spatial access to household livelihood needs which may be considered as infrastructure poverty. So it is essential to consider the spatial access to livelihood needs is an indicator for the measure of urban poverty.

### Understanding urban housing for poor through the lens of vulnerability

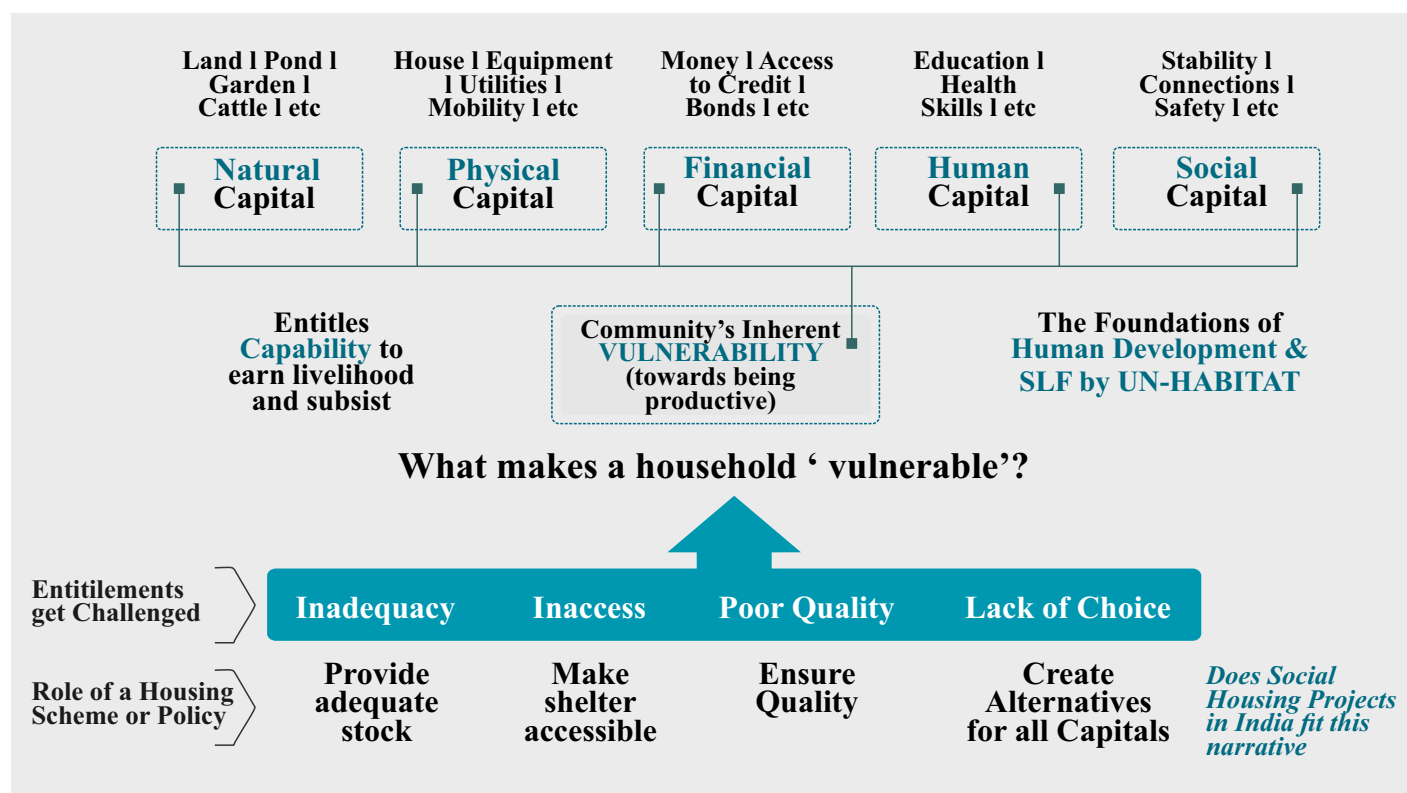
Housing needs to be understood not just as the physical unit but the way it interacts with natural, physical, financial, human and social capitals. Through direct and indirect linkages it impacts the overall well-being and capabilities of a household. It determines the household's access to better livelihood opportunities and better quality of life. The role of housing policy can thus be redefined to provide adequate stock, make shelter accessible, ensure quality and create alternatives for all the identified capitals. Access to housing also alters the entitlements of a household. The vulnerability of the household is associated with inadequacy, inaccess, poor quality and lack of choice in terms of housing.

### Measuring Vulnerability

Having "vulnerability and livelihood framework assessment (VLFA)" of the target beneficiaries or PAP require to be a part of housing project

formulation and project initiation process. Design of the layouts and the elements to be provided along with shelter, needs to be finalised based on the findings of the 'vulnerability and livelihood framework assessment (VLFA)'. This assessment can be done by the project proponent or third party or the architect/planner in charge of the project. Such a paradigm will eventually streamline to projects towards being locally relevant and contextual. It will also start addressing aspects of human and social capital as these needs will emerge from the assessment. Parameters of the VLFA needs to be predefined to the maximum extent and not left open to the consultants.

Further, statistically, it is seen that, when the insecurity of tenure is up, it is linked with higher vulnerability. The lesser, the insecurity of tenure, the lesser is the vulnerable. So as the insecurity of tenure increases, which means that tenure is insecure, people have a sense of eviction in your mind. The fear of eviction decreases when they get more security of tenure. There is a sense of security and their vulnerabilities are also coming down, probably because they are getting associated with the spaces.





# Learnings

- While formulating spatial policies on housing and infrastructure for low-income communities, the location of facilities in urban areas it is essential to look at the significance of 'spatial access' to livelihood needs. To provide civic and social infrastructure facilities at their neighbourhoods to the urban poor households, reduce the time and money to gain access to basic livelihood needs which are scattered and non-availability in their settlements. There is a need for setting up planning standards and norms for social and physical infrastructure facilities.
- Housing policies and initiatives should aim at creating opportunities for enhancing earning capacity of the household. The spaces thus designed should be multi-utility and modifiable. The focus of the housing policies should be to enhance capabilities of the household and reduce their vulnerabilities. Therefore, there is a need to design spaces which are not just for living in but can serve to socialise, earn, provide safety and give opportunities of growth to the household.





# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## Centre for Policy Research

24<sup>th</sup> February 2022



## PMAY(U): THE DIFFERENCE IT MAKES TO THE CITY

### Speakers



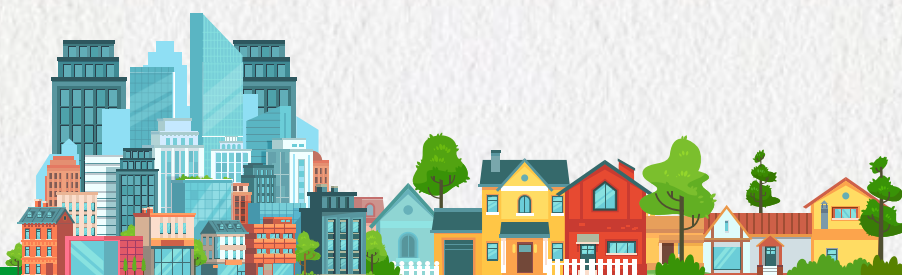
**Partha Mukhopadhyay**  
Senior Fellow  
Centre for Policy Research



**Mukta Naik**  
Fellow  
Centre for Policy Research



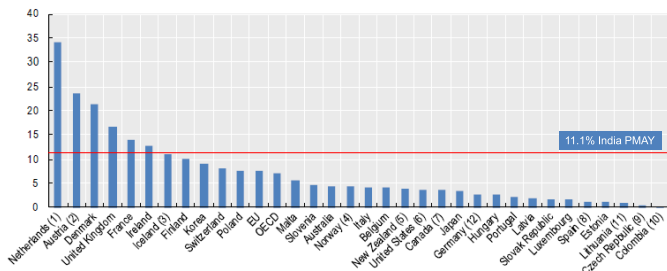
**Arkaja Singh**  
Fellow  
Centre for Policy Research





# Context

The evidence-based research of the Centre for Policy Research highlights that PMAY-U has made a large impact on urban housing. At 11.1% of housing stock, is arguably one of the most impactful social housing programs in the world today.



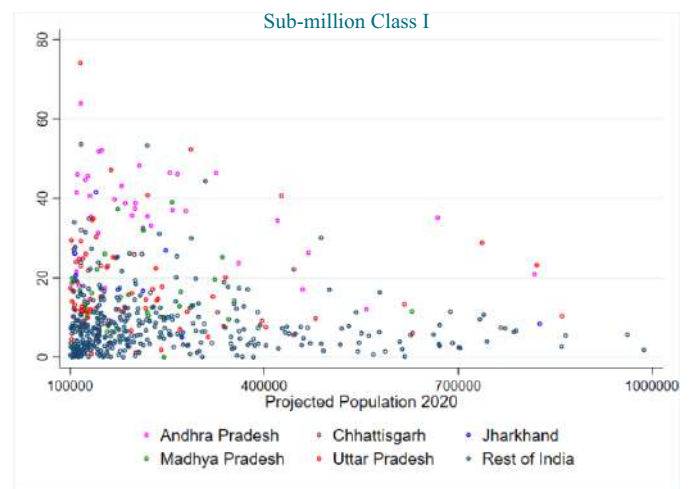
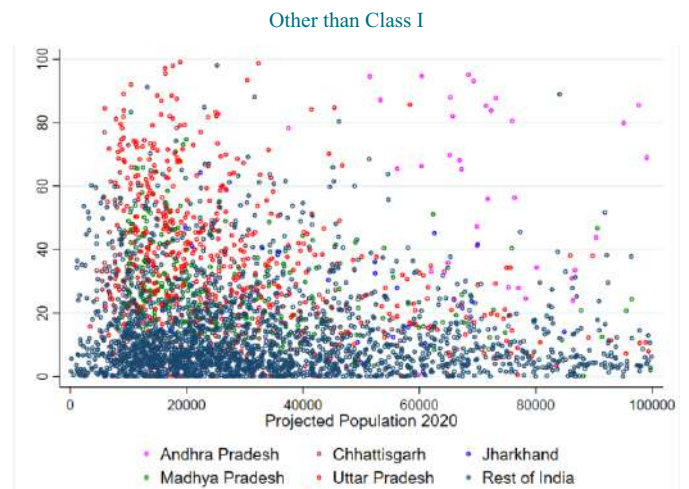
Share of social rental housing to total housing stock  
Source: Centre for Policy Research

However, this impact varies significantly by the size of city. It is commendable that smaller cities have been well-served, mainly owing to the success of the beneficiary-led construction (BLC) component. These are locations where private real estate supply is modest. The large-scale uptake of BLC in smaller cities has provided for expandable housing, which should stem the growth of slums and other types of informal settlements. This augmentation of housing stock has helped improve housing quality, reduced congestion and arguably helped to contain the spread of Covid-19. In contrast, there has been only a modest impact of the PMAY-U in million-plus cities where mostly the AHP and ISSR components have been implemented.

## Discussions

### PMAY-U in India's megacities needs big change

The role of public housing in India's megacities requires reconsideration, there are two emerging concerns of peripheral location and of small unit sizes.



Share of PMAY sanctions to total housing stock  
Source: Centre for Policy Research

### Transport connectivity for peripheral housing

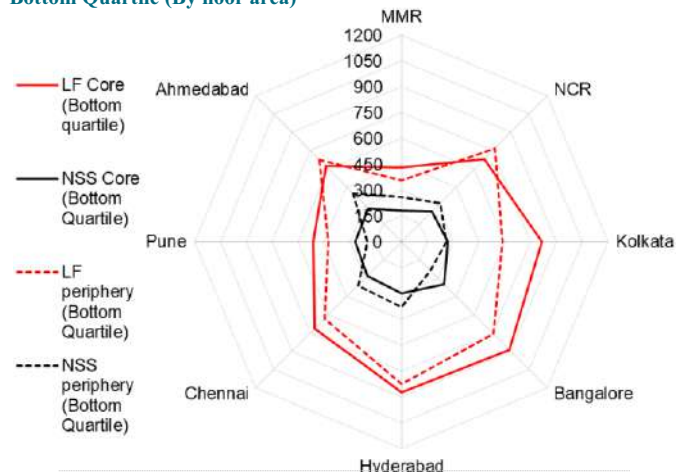
If the housing units are being planned in peripheral locations, the Government needs to invest in transport connectivity for peripheral housing. Private sector housing supply in the entry segment is entirely peripheral in India's eight largest megacities; so is PMAY-U supply through AHP. This raises the question of severe disconnection of the poor from livelihood opportunities and has been a longstanding reason for the failure of slum relocation programs. Relocating slums, where lower caste populations are over-represented, to the periphery also re-spatialises caste in patterns similar to rural settlements. The emancipatory promise of the city is thus undone.

### Encourage housing mobility for the urban poor

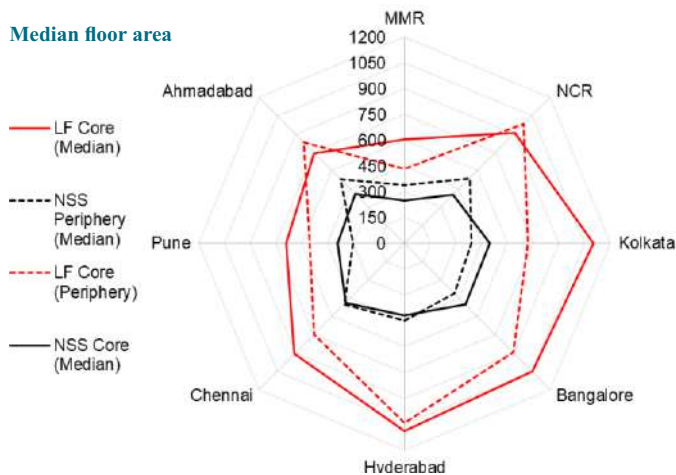
Housing currently offered under the AHP and ISSR schemes is quite small, averaging 25 square metres. As families grow, these units will become congested,

a key issue in urban housing identified by the Ministry's High-Level Housing Taskforce in 2012. This is of particular concern in a post-Covid scenario. In general, housing sizes in the bottom quartile as captured by the NSS are well under 300 sq. ft. with units in core areas of the cities being much smaller than those in the periphery. In contrast, unit sizes in the bottom quartile of privately supplied homes, based on the Liases Foras database, range between 350-600 sq. ft. This comparison offers a sense of what the future aspiration would be for beneficiaries of PMAY homes, who are currently boxed into small units.

**Bottom Quartile (By floor area)**



**Median floor area**



Floor area from NSS and the Liases Foras data  
Source: Centre for Policy Research

The Liases Foras database also offers insights into the affordability of entry-level housing units in megacities. Housing prices range from Rs 3000-7000 per sq. ft. and, though peripherally located, do offer an entry point into formal housing for a large number of middle-income households. It is likely that the credit-linked subsidy scheme (CLSS) has helped a new set of households achieve early home ownership as well as helped existing homeowners to move to larger and better-quality homes. The same kind of

housing mobility should also be available to low-income households who are currently in the EWS/LIG segments and hence beneficiaries of PMAY, but will transition to improved economic circumstances over time. Currently, in the absence of transferable rights, beneficiary households are illegally transferring property.

**Price per square feet**



**Average size by segment**



Even entry segment is unaffordable at current financing levels  
Source: Centre for Policy Research

**Service slum housing through incremental tenure improvements**

Inadequacy of service provision in informal settlement remains a persistent problem which the BLC does not necessarily resolve, since it is a household-level subsidy with no linkage to settlement scale infrastructure provisioning. The NSS 76th round data shows that there is a clear 'slum penalty' when it comes to water and sewerage supply. Slum households are 1.4 and 1.8 times more likely to depend on neighbours and community sources of water, for instance. This should be of concern considering the intent of AMRUT is to provide in-house tap water to everyone, including civic infrastructure to slum redevelopment and affordable housing projects and ease of access to water and sewer connections.

Other than trunk infrastructure, which AMRUT 2.0 and SBM 2.0 are augmenting, inadequacy of tenure remains, in practice, the key barrier to accessing services for slum households. NSS data demonstrated a small 'notification bonus', with 44% households in notified slums reporting access to

exclusive water sources as compared to 38% in non-notified slums. In our analysis, there appears to be no actual statutory bar to offering basic services connections in slums, however often times NOCs from various departments are required, which are onerous for applicants to get. Additionally, officials have implicit, administrative concerns about the legal status of area development, land occupation and permission for construction.

Grade C	Grade B	Grade A	Grade A+
<ul style="list-style-type: none"> <li>✓ X Legal title subject to actual legal bar (central government land, post-cut off date slums, Delhi unauthorised colonies)</li> </ul>	<ul style="list-style-type: none"> <li>✓ Documentation of residence</li> <li>X Recorded property claims</li> <li>X Record of heritable claims (but may pass on in practice)</li> <li>X Planned Settlement</li> </ul>	<ul style="list-style-type: none"> <li>✓ Property claim docs</li> <li>X Full title</li> <li>✓ Record of heritable claims</li> <li>X Formal registered sale</li> <li>X Planned settlement (Can be proactively established via family tree, govt survey/verification)</li> </ul>	<ul style="list-style-type: none"> <li>✓ Documentation of title</li> <li>✓ Full title transfer</li> <li>✓ Title registration</li> <li>✓ Planned Settlement (not in a slum, illegal colony or urban village)</li> </ul>

Ladder of land tenure  
Source: Centre for Policy Research

### Address housing finance gaps

Housing finance access is a substantive obstacle to homeownership, especially for low-income households who might be engaged in incremental housing construction or require gap financing. The National Housing Bank reports that the disbursement of loans of small ticket sizes of upto Rs 5 lakhs remains a very small part (less than 10% in 2019-20) of the total disbursement. In practice, for those with informal incomes, formal finance is only accessible in the form of personal loan products like 'loan against property' which are channelised towards housing improvements. Housing finance companies now have effective processes to document informal incomes in ways that meet regulatory standards<sup>2</sup>. These products provide high-interest short duration loans. The demand for small-ticket long-duration housing loans is largely unmet. Increasing the loan duration from 2 to 10 years would decrease EMI by two-thirds and cut interest rates from 18-24% to 8-10%, leading to a three-fourth reduction in the cost of the loan.

This is because much of this demand emerges from semi-planned neighbourhoods known in bank parlance as 'unauthorised' areas where lending is considered too risky. The extent of risk varies hugely between non-notified slums where tenure is weak and long-settled neighbourhoods where possibilities of outright eviction are slim. Yet banks and housing finance companies must adhere to RBI norms that

hold urban settlements to impossible rigid standards, thereby denying urban households with the ability to repay the finance that they need to improve and expand housing.

### Incentivise registrations and private supply of affordable rentals

Rent is a key feature of the Indian housing landscape. The share of rentals is higher and growing in megacities (37%) and million-plus cities (29%) compared to smaller cities (28.5% in non-million Class I cities and 22.1% in non-Class I cities). It is also higher in non-slum urban areas as compared to urban slums, though the reported rentals in slums might be a gross underestimate. Rentals tend to be relatively well-serviced. This means that even in space is a constraint, renters can expect good in-house access to water and sanitation.

Particularly there appears to be a significant uptake for small-sized units, which aligns with the understanding that renters are relatively younger (hence, smaller family size and lower incomes) and would prioritise location (proximity to work and amenities) over size. The NSS 2018 housing survey shows that about 21% HH living in owned housing live in units with a single room as compared to 37% in employer's quarters, 33% in rentals with contracts and 53% in rentals without contracts. The aggregate picture that emerges is that rental supply is skewed towards small-sized and somewhat well-serviced units, but this mostly exists outside of the formal framework of rent registrations and is supplied by private landlords. The bulk of affordable rentals, especially in megacities, might be located in inner city unplanned settlements. As such, the Model Tenancy Act 2021, largely meant to address landlords' fear of dispossession, is not likely to achieve the objective of formalisation of rental housing for the entry segment.

As the recent developments in V.Manimegalai vs Selvaraj Kannan shows, those who choose to be outside the ambit of registration also do require dispute resolution mechanisms. However, they fear visibility because they live in settlements with insecure tenure, or because registration could attract penalties in the form of higher utility charges and taxation. More deliberation is required to find ways to incentivise registrations.

On the other hand, the PMAY's effort to create bulk

affordable rentals via the Affordable Rental Housing Complexes (ARHC) Scheme is likely to be a non-starter. The bulk of vacant public housing that is slated to undergo retrofitting under Model 1 of the ARHC will not be attractive to renters as it is peripherally located and poorly serviced<sup>5</sup>. Under Model 2, it will be a challenge to balance the return-on-investment expectations of private concessionaires with the paying capacity of low-income renters, though it is possible that projects targeted toward 'captive' workers of relatively higher paid blue-collar workers in sectors like hospitality, healthcare etc.

## Learnings

- At present, MoHUA's involvement in transportation is chiefly in the augmentation of Metro rail infrastructure, whereas more affordable transportation options like buses and paratransit are more suitable solutions for this problem. A move towards electric buses in public transport fleets has been signalled by the Budget 2022's announcement of the battery swapping policy. A clear plan for expanding public bus systems, including the adoption of electric bus systems, must be put in place.
- Existing beneficiaries of AHP/ISSR units must be permitted to exit these housing after specified lock-in periods, or be permitted to pay their way out of this housing via a graded fee that reduces with the length of stay. This will free up these units for migrant or slum households entering the formal urban housing segment for the first time.
- BLC has not been possible in megacities because of insufficient tenure security in slums and informal settlements. Where possible, permitting adequate tenure for BLC access could address the concerns around size, affordability and location. The Government might also consider stopping the 25 sq. m. free non-expandable unit offering in megacities. Instead, where BLC is not possible, it can consider building larger sized units (upwards of 450 sq. ft.). Instead of offering these free, the additional cost could be recovered from beneficiary in the form of loan repayments.
- MoHUA might also consider stopping the 25 sq. m. free non-expandable unit offering in megacities. Instead, where BLC is not possible, it can consider building larger sized units (upwards of 450 sq. ft.). Instead of offering these free, the additional cost could be recovered from beneficiary in the form of loan repayments.
- There is a need for pro-active government measures to identify and recognise informal settlements and housing in them. In our 'ladder of tenure' (below), it would be possible for many households to move from Grade B to Grade A status, thereby making them eligible for BLC housing and removing impediments in the way of getting full access to city water supply systems.
- Providing policy clarity that unequivocally delinks water and sanitation services from tenure status. In this way, all grades of tenure can have access to safe and reliable water and sanitation services for their daily needs and in order to have a decent quality of life.
- City authorities could be asked to report on intermediate tenure recognitions (Grades B and A) that they accord, and proactive measures they have taken to bring larger numbers of households into improved tenure categories.
- MOHUA and state governments could provide clear administrative guidelines and directives to de-link tenure from access to water and sanitation services.
- MoHUA must start a dialogue with the RBI and NHB on revisiting the risk categorisation of various types of urban settlements.
- Offering support in the form of EMI interruption protection is one way to push loans to those in the informal sector who have fluctuating incomes.
- It is critical to offer guarantees to lenders against the risk of eviction and/or demolition. This is different from a no-eviction warrantee as it does not protect households from eviction, but the guarantee can involve the repayment of the loan to the lender in case the house is demolished for reasons related to tenure. This would also ensure that demolitions are done only for valid reasons





and could be a strategy to provide housing finance access to a currently needy but underserved segment.

- To augment rental housing, MoHUA should focus on catalysing private supply. This can be done by building on the success of BLC and seeing it as a rent-augmentation tool.
- Policy must progress in the direction of providing incentives to small-scale private landlords, especially in rent-rich locations, i.e. where location is conducive to bulk rental demand. These landlords are most often living in such locations themselves, and are renting out units inside or in close proximity to their own homes. These incentives may include tenure upgrades, construction finance, technical assistance, rental management support, etc.
- More needs to be done to encourage private landlords to register. Here, it is important to address fears that inhibit registration. Policy documents could offer a clear articulation that rent registration is agnostic to tenure. Assurances that rental housing will not attract commercial property taxes and utility charges would also help. A robust information and awareness campaign would also be needed around the issue of renting.





# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## Centre for Policy Research

2<sup>nd</sup> March 2022

FROM HOUSES TO RESILIENT NEIGHBOURHOODS:



**LESSONS FROM RESEARCH  
AND PRACTICE FOR PMAY 2.0**

### Speakers



**Shubhagato Dasgupta**  
Senior Fellow  
Centre for Policy Research



**Anindita Mukherjee**  
Associate Fellow  
Centre for Policy Research



**Antarin Chakraborty**  
Associate Fellow  
Centre for Policy Research



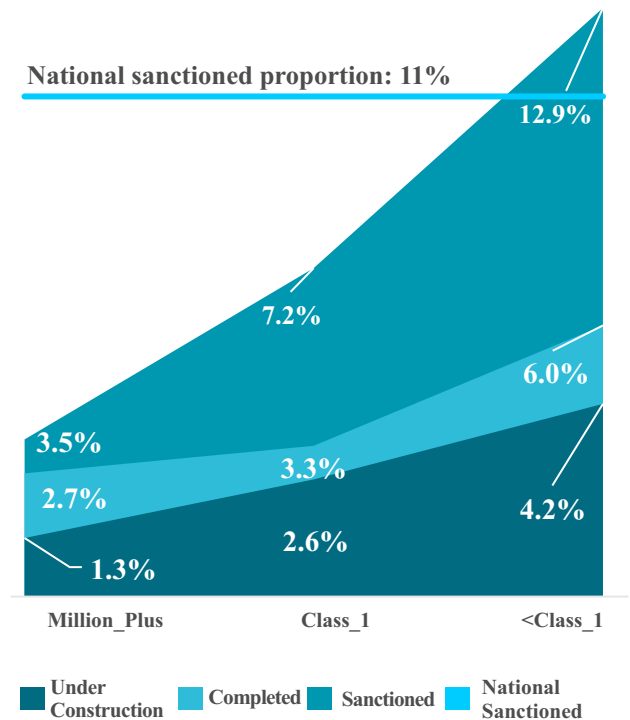
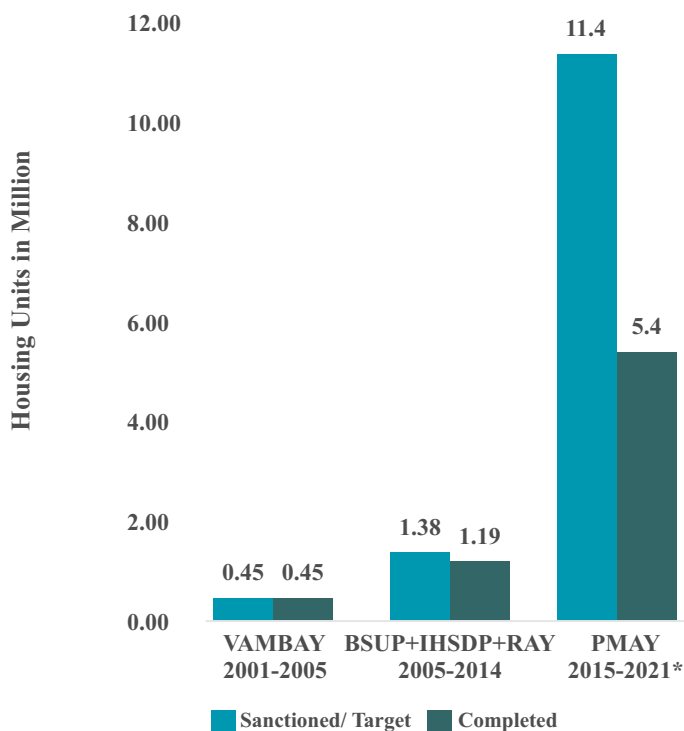
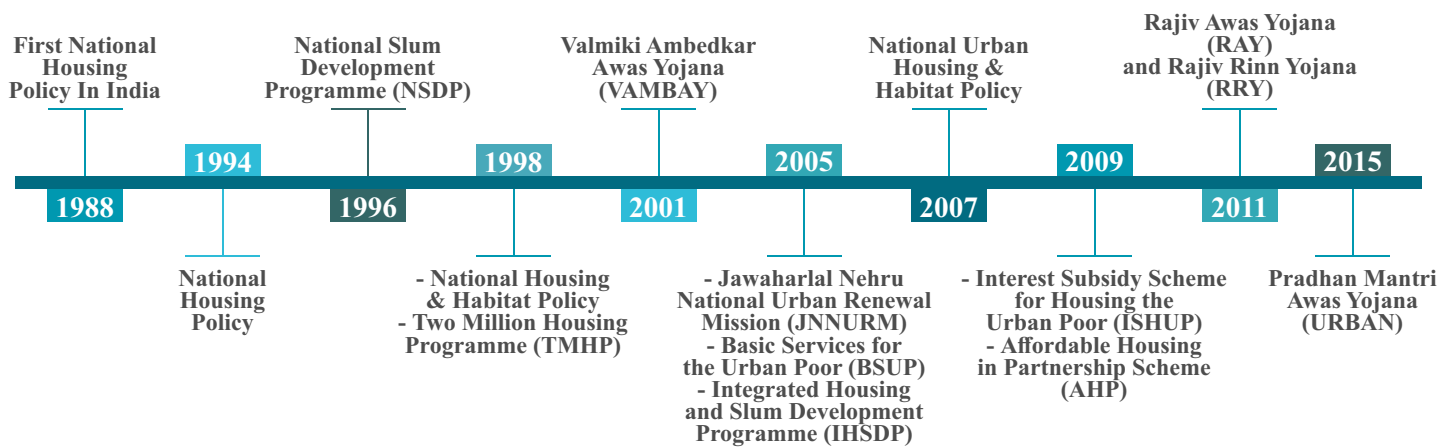
# Context

The Scaling City Institutions for India (SCI-FI) programme aims to better understand ‘governance scale’ in Indian cities in tandem with ‘sector specific socio-economic scales’. Through research, the programme aims to inform stakeholders, including the three tiers of the government, to develop better informed policies and programmes enabling improved governance and service delivery. It has two key thematic focus in areas of Land, Planning, and Housing and Water and Sanitation. The SCI-FI programme is nested at the Centre for Policy Research (CPR) since 2013. The programme has two major focus areas: land, planning & housing and water & sanitation.

# Initiatives

## Analysis of PMAY-U

The Mission has redefined the policy paradigm for housing programmes. The first housing policy of the Government of India was launched in 1988 and since then there have been sustained efforts to formulate housing programmes and policies to address the housing deficit of the respective periods. PMAY-U has been first of its kind demand-driven housing programmes launched in the country.



PMAY has redefined the policy paradigm for housing programmes  
 Source: Centre for Policy Research

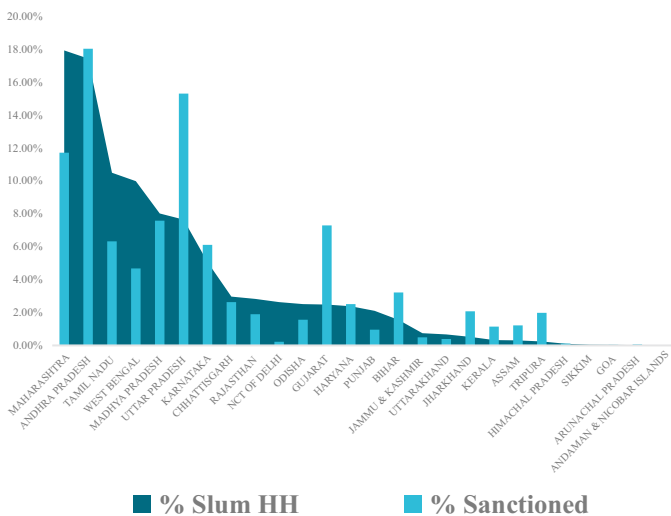
**A) PMAY-U offers a range of subsidy across its four verticals - BLC, AHP, ISSR and CLSS. The vertical wise characteristics of PMAY-U, are listed in the table below:**

	BLC	AHP	ISSR	CLSS
Sanctioned	61%	20%	4%	14%
Completed	49%	11%	5%	35%
Land & Tenure (Pre-Condition)	✓			
Urban Basic services		✓	✓	✓
Integrating real estate markets		✓	✓	
Eligibility Requirement		<250 houses with 35% for EWS	Slum Dwellers	EWS, LIG, MIG1 & MIG2
Major Constraints	Upfront resource mobilization	Issues with Land, Developers and Tendering		Documented income proof among EWS

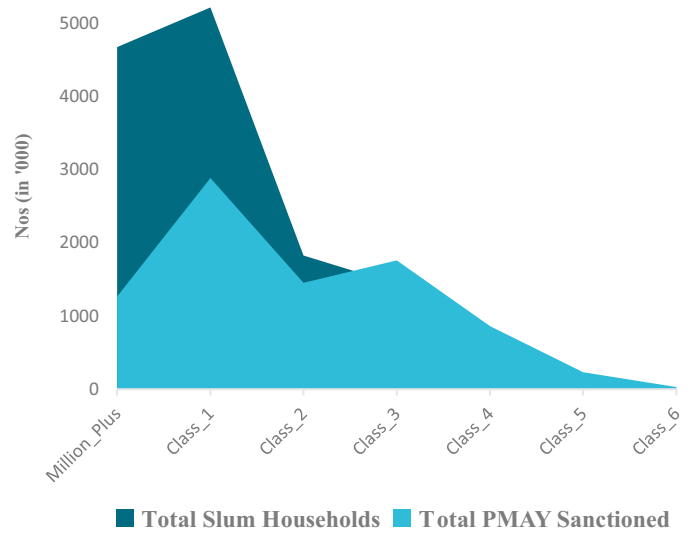
**B) PMAY-U's demand-based approach broadly aligned to slums across states and cities**

Through the analysis of number of sanctioned houses across all states and comparing it with the total percentage of slum households in each of the states, it was found that the number of houses sanctioned under the Mission is proportional to the total number of slum households in the states. Therefore, it can be inferred that the PMAY-U has been playing a significant role in answering the issue of slums across the country.

Further, while analysing the total sanctioned houses data in seven categories of cities (Million Plus, Class 1, Class 2, Class 3, Class 4, Class 5, Class 6) it was inferred that here also the number of houses sanctioned remained proportional to total slum households in these cities.



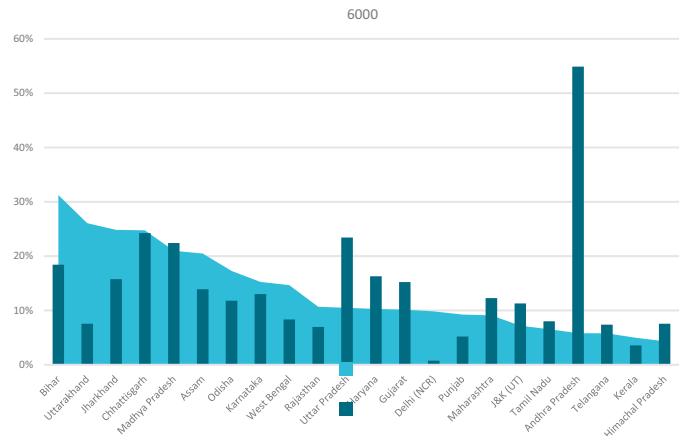
**PMAY's demand-based approach broadly aligned to slums across states and cities**  
Source: Centre for Policy Research



**PMAY's demand-based approach broadly aligned to slums across states and cities**  
Source: Centre for Policy Research

**C) PMAY-U's demand-based approach broadly aligned to income categories across states and cities**

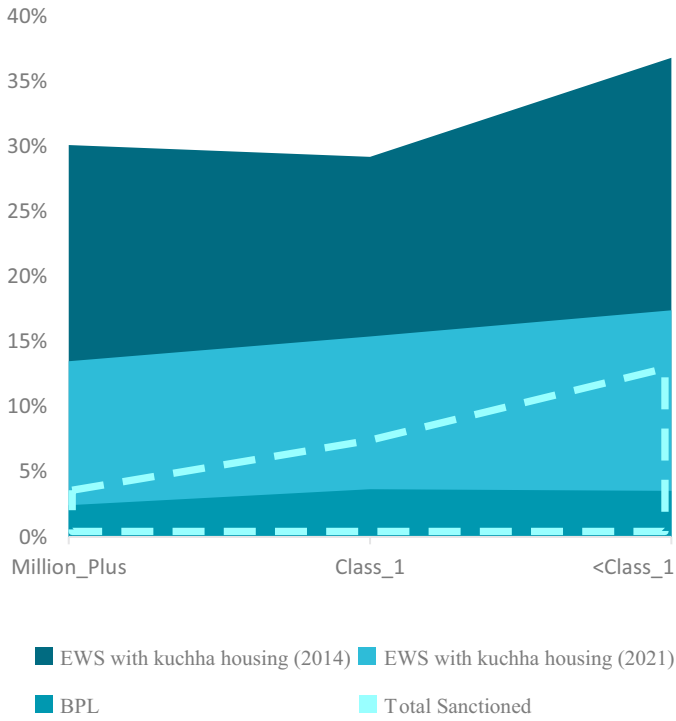
The analysis of % of below Poverty Line Households (as per 2011 Census) and percentage increase in residential stock due to PMAY-U (taking 2011 as base year), it was inferred that the houses sanctioned under the Mission broadly aligned to the percentage of BPL households in the state.



**PMAY's demand-based approach broadly aligned to income categories across states and cities**  
Source: Centre for Policy Research

Same trend was exhibited while analysing the income categories and cities as well. The cities with higher number of EWS segment of population living in kutchha houses were the ones where the sanction of PMAY-U has been higher. Further, it was also analysed that the number of houses sanctioned under PMAY-U is inversely proportional to the size of the city.





**PMAY's demand-based approach broadly aligned to income categories across states and cities**  
 Source: Centre for Policy Research

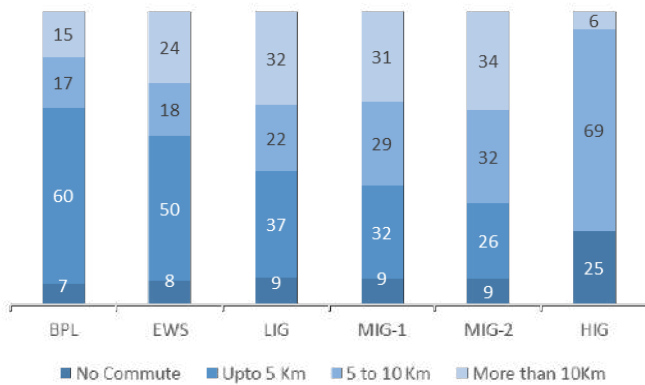
*Singular Public housing products constraints access and adequacy:*

A case study on public sector housing in Chennai was undertaken to understand the diversity in housing demand based on income, employment and life stage; to assess housing products supplied by public housing programs and to identify gaps between housing demand and public housing products supplied. The analysis was undertaken across formal private sector, public sector and informal private sector. The housing supplied by three sectors was analysed against availability of formal

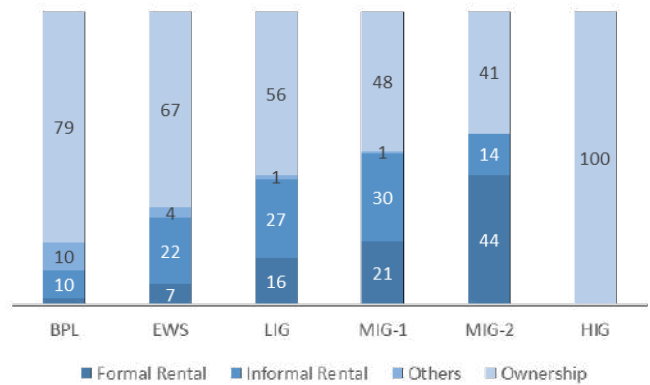
	What kind of Housing is supplied?				
	Formal Neighbourhood	Exclusive WASH	Adequacy of Housing	Location Commute <5	Affordable
Formal Private Sector	More Likely	More Likely	More Likely	Less Likely	Unlikely
Public Sector	More Likely	More Likely	Less Likely	Unlikely	More Likely
Informal Private Sector	Unlikely	Less Likely	Less Likely	More Likely	More Likely

**Housing Supply**  
 Source: Centre for Policy Research

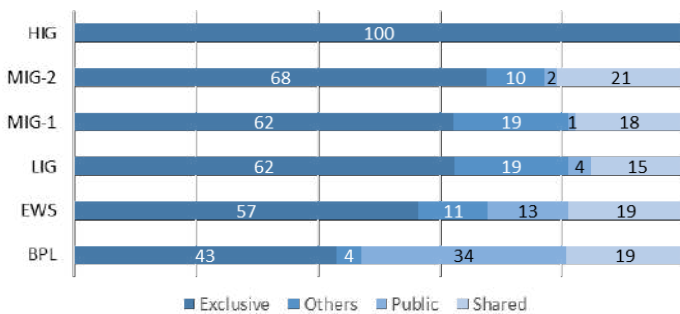
**Commuting Preferences**



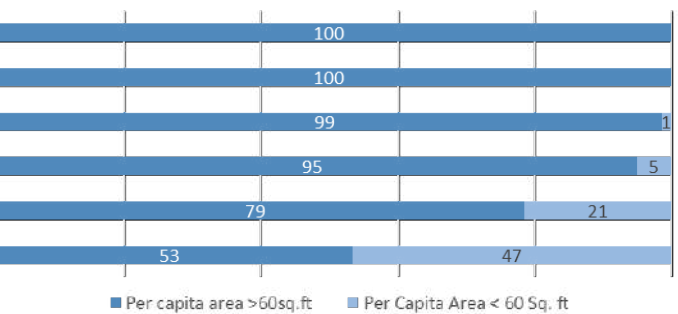
**State of Tenure**



**Access to WATSAN**



**Per Capita Floor Space availability**



**Variety of concerns require appropriate solutions**  
 Source: Centre for Policy Research

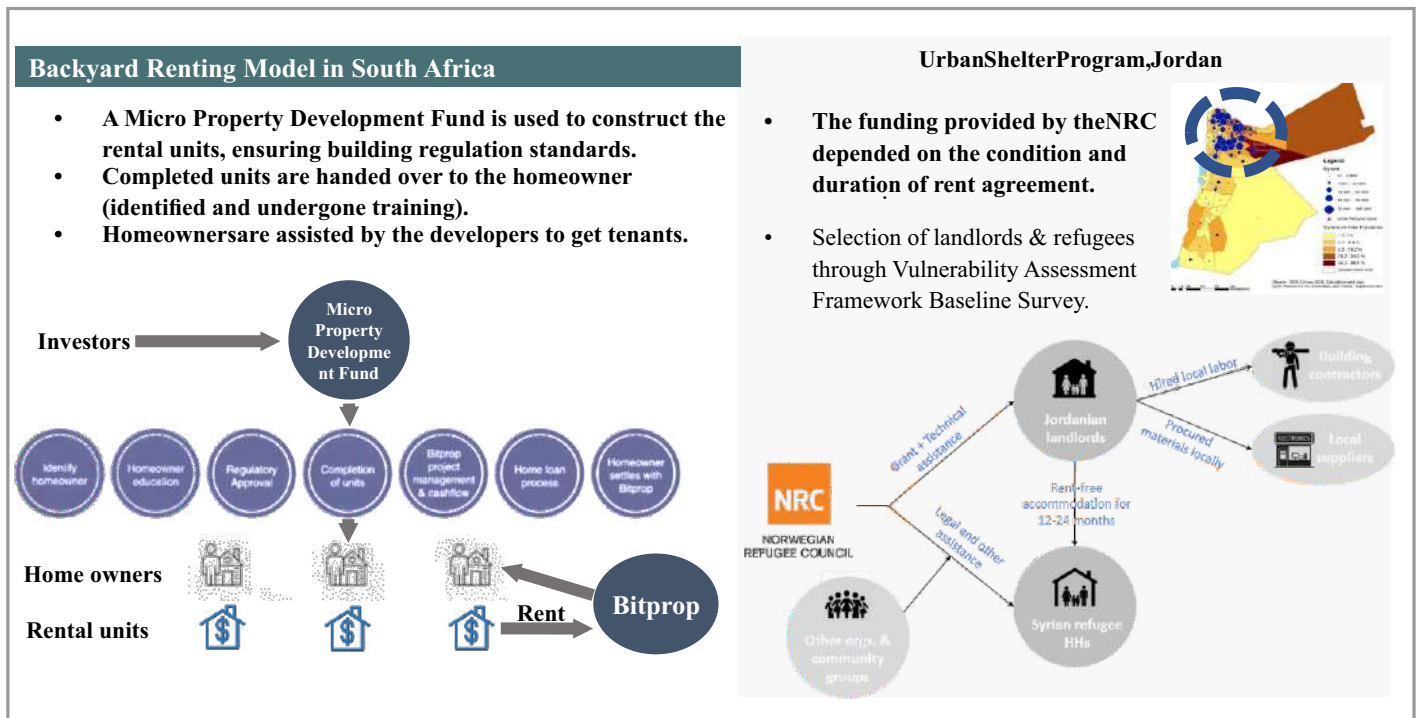


Variety of concerns require appropriate solutions  
Source: Centre for Policy Research

*Public housing product diversification required: Tenure, Finance & Design*

Based on the research across three states, it was observed that there is a need to diversify public affordable housing. There is a need to provide wide range of tenure options within the formal sector. These houses should be well located and services. The tenurial systems should involve small and

subsistence land owners who cater to the housing need of EWS/LIG income groups. Architecturally, the unit/ housing design solutions should cater to local preferences. They should provide the users with flexibility in terms of usage of space. Further, to enhance the affordability of the housing unit, there is a need to enhance the availability of small ticket loans and make the repayment modalities simpler for the beneficiaries.



International cases of working with small landlords  
Source: Centre for Policy Research



# Learnings

Focusing on outcomes instead of dwelling units construction only. An outcome matrix that better recognises public housing's contribution to society and the economy should set outcome targets like :

- (a) slum free wards created
- (b) slum free cities created
- (c) local jobs created
- (d) contribution to economic output
- (e) public revenues generated

This would also involve creating a wider menu of program choices that could include:

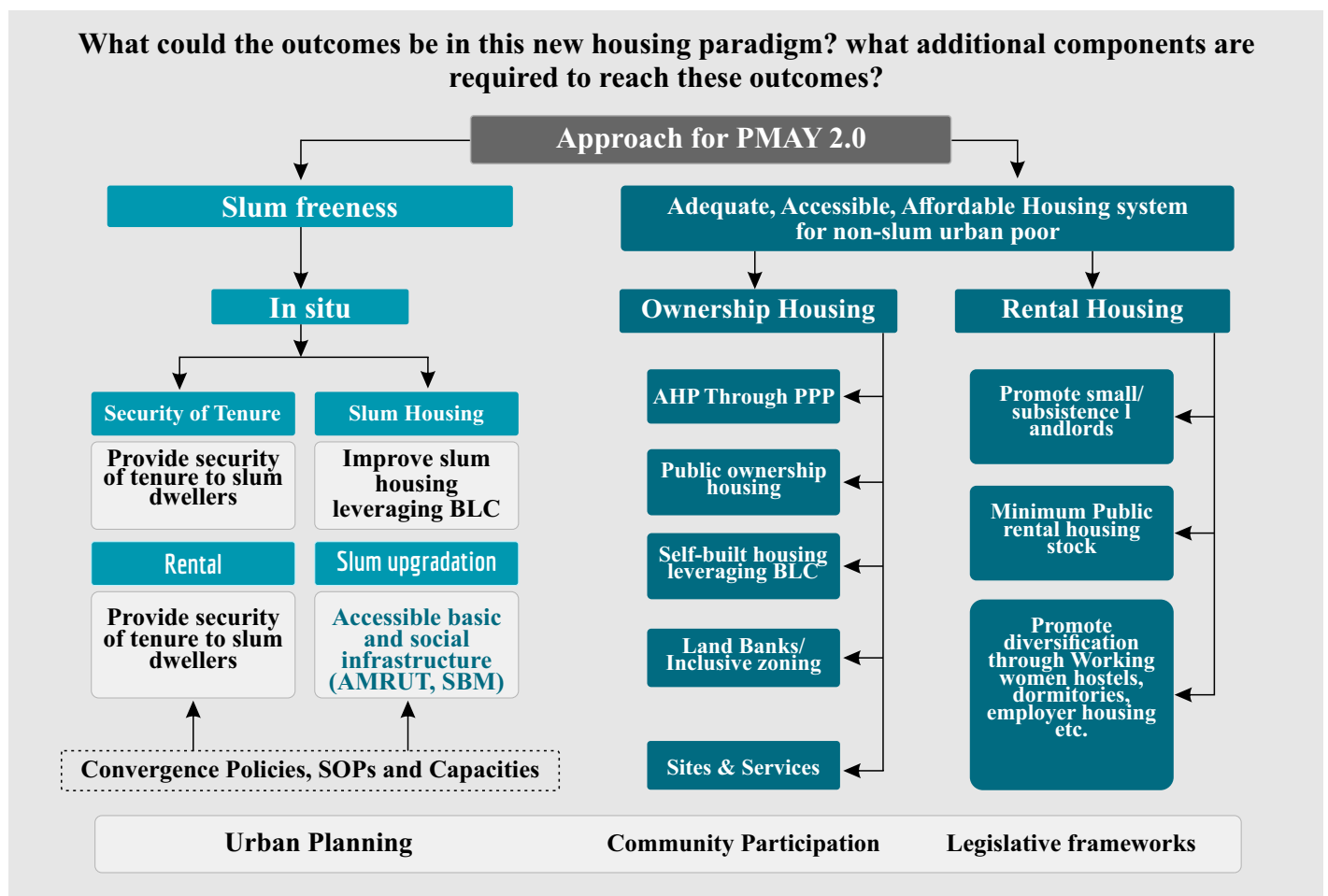
- Slum Upgrading
- Land rights for slum dwellers
- Rental housing through individual house owners in poor neighborhoods
- Dormitories for short term migrants
- Low cost housing supply expansion through site and services programs.

Secondly, future housing policies of India should

pursue reforms to develop state level housing delivery systems that incorporate standards of adequacy and accessibility beyond affordability alone, in line with the SDG goals.

This must include:

- Developing a differentiated subsidy mechanisms for the BPL and EWS households
- Developing Community Mortgage Programmes as in Thailand or the Philippines
- Encourage state government - Housing Finance Company partnerships to expand formal lending to urban poor households.



Source: Centre for Policy Research





# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## IIFL Home Finance Ltd.

24<sup>th</sup> February 2022



# ENABLING SUSTAINABLE HOUSING FOR ALL

### Speakers



**Monu Ratra**  
CEO & ED  
IIFL Home Finance Ltd.



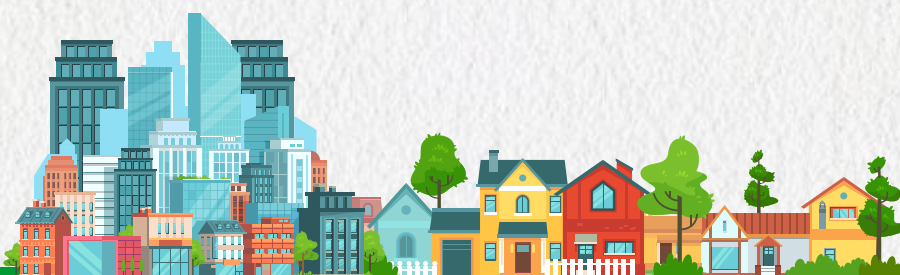
**Apoorv Kaushik**  
Lead  
ESG & Business Sustainability  
IIFL Home Finance Ltd.



**Ajay Jaiswal**  
Head  
Compliance & ESG  
IIFL Home Finance Ltd.



**Madhvi Gupta**  
Head  
Marketing & Communication  
IIFL Home Finance Ltd.



# Context

Under PMAY-U's CLSS vertical, Housing Finance Companies and banks as Primary Lending Institutes (PLIs) play an important role in providing the beneficiaries with interest subvention through the Central Nodal Agencies. IIFL is one of the listed PLIs entrusted with the implementation of CLSS vertical. Broadly, IIFL is a technology driven housing finance company providing affordable home loans and business loans to SMEs. It focuses on lower income group and non-metro customers. Majority of home loans disbursed by IIFL are to customers under Priority Sector Lending category. Further, IIFL works in facilitating large scale adoption of green buildings in residential sector in the country. Since its inception, IIFL has provided housing finance to more than 1.4 lakh first time home buyers.

# Initiatives

## Sustainability Initiatives

Kutumb is a platform where IIFL brings together industry experts and housing developers to create a sustainable infrastructure and a know-how model of Green buildings in affordable housing segment. In order to bridge the gap and uncertainty among developers, specifically regarding the cost implications of green building certification process, IIFL has curated an in-house technical expertise which supports in providing assistance on green building methodologies and certification processes to developers. Further, a platform called 'Purpose' is launched as a strategic initiative to contribute and develop an ecosystem for green affordable housing in India. The platform intends to bring industry experts from various domains of construction, finance, building design and sustainability for an open-dialogue and to serve as an advisory council to influence policies at all levels of implementation about green affordable housing.

## PMAY-U Scheme Challenges:

Challenges		Support Required
<b>Delay in receipt of Funds</b> Refund of Subsidy Amount along with Fee in case Construction not Completed within 36 months. Covid related disruption is not being considered.	<b>Financial</b>	<b>Funds may be allocated to PLIs at the start of the Fiscal Year</b> The MoUHA may guide the CNAs accordingly. Also, PF in such cases shall not refundable as subsidy had already been adjusted once by PLI
P1 rejection, Aadhaar Seeding (name not matching as per UIDAI records). Bulk Aadhaar Verification (Y/N) not available with UIDAI Subsidy not provided in same areas wherein BLC benefit may be availed	<b>Policy</b>	MoHUA may request RBI and UIDAI to allow use of AUA/KUA license at the earliest. Use of KUA/AUA license would help PLI to fetch correct name as per UIDAI records MoHUA may review sample cases wherein a resident can get BLC benefit but due to sanction plan not approved by relevant authorities, cannot avail subsidy after taking loan.
Non-receipt of Subsidy if refunded once. Portal rejects the claim Portal locked for MIG cases sanctioned and disbursed before March 31, 2021 Distinction between Rural/Urban not available	<b>Technical</b>	MoHUA may direct CNAs to review such cases and a joint team to CNA and Ministry may be formed to address such issues. MoHUA may direct CNAs to accept MIG claims disbursed before March 31, 2021 MoHUA may direct the states to map the Pin Codes against each statutory town code, to that the thin line b/w urban and rural may be drawn for the sake of clarity
Absence of Quick Response Team to address challenges (either technical or policy related) faced by PLI	<b>Grievance Redressal</b>	As mentioned above a joint Action Task Team may be formed to look into issues of PLIs which may be related to either P1 Ministry's Portal or P2 - CNA portal or a policy/guideline related matter

Source: IIFL HOME FINANCE LTD.

## Sustainable Financing

The Green building sector need investment by 2030: \$1400 billion. In order to facilitate the investment, there is a need for a National Green Building Plan/Policy. There is a need for Sustainable Finance Policy Framework which bridges domestic and international financing gap. Further, there is a need for liquidity support and parity with NBFC for borrowing from SIDBI/NABARD/BEE, etc. Green building finance should be included in priority sector lending and should be encouraged as a mainstream practice while lending.

# Learnings



## Identified Challenges

### Propagation

Reaching-out to the beneficiary of BLC Scheme for small ticket loans.

### Disbursement

Lack of information about subsidy getting credited to the beneficiary of BLC scheme (including subsidy amount)

### Technical

For BLC,

- Unable to view the construction progress; regular updating of relevant database/website; Tracking of eventual/final completion and occupation
- Area of actual construction

### Legal and Collection

- Linkage of land title document with the individual/official identity
- Majority of the documents provided by beneficiaries are laminated
- Patta allotment under BLC scheme and charge creation
- Recurring allotment cancellation and re-allotments; Allottee Confirmation
- Security is a concern as only Patta document is issued/available
- In case of death of allottee and legal heirs coming on loan structure
- In case of EWS scheme, the property is sold by the allottee to a third party. The third party intends to avail loan.

Preference of PSU institutions (if at all) for AHP projects

### Proposed Solution

Connecting with the local bodies who can be enablers for counselling of beneficiaries and redirecting them to PLIs

The disbursement process of housing loan should be linked to subsidy getting credited to the

beneficiary.

- Requirement of BHUVAN app's API to be linked to construction monitoring process for loan disbursements.
- Connecting with ISRO (BHUVAN app's developer) for additional data points( satellite images etc.)
- Getting access to larger database w.r.t construction/property related details
- Getting associated/linked with surveyors on-ground
- Online verification/validation of patta document (possible through access to relevant database)
- Requirement of conveyance deed (OTC) in AHP Projects; Process to verify the authenticity of patta under BLC-KYC check of allottee and its confirmation to be shared.
- Support in any government order related to stamp duty and registration charges exemption; since book 1 registration is not present, need to check whether there is any procedure for lien marking to create charge
- For cases of death: Procedure of transfer and legal documentation related to it
- For cases sold to third party; Need to confirm whether the allottee can sell the property and any lock-in period or non alienation clause is prevalent in such properties; Any requirement of NOC

Make it open and provide equal opportunity to HFCs





# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## Asian Development Bank

25<sup>th</sup> February 2022



### ADB'S EXPERIENCES IN AFFORDABLE HOUSING

#### Speakers



**Susan Olsen**  
Senior Investment Specialist  
Private Sector Operations  
ADB



**Ricardo Carlos Barba**  
Principal Safeguards Specialist  
South Asia Department  
ADB



**Hong Soo Lee**  
Senior Urban Specialist (Smart Cities),  
Urban Sector Group  
Sustainable Development  
and Climate Change Department  
ADB



**Jude E Kohlhase**  
Unit Head  
Project Administration  
Urban Division  
(South Asia Department)  
ADB



**Sanjay Joshi**  
Principal  
Urban Development Specialist,  
South Asia Department  
ADB



# Context

Experts at Asian Development Bank shared the organisation's experience about private sector investments in affordable housing, experience in affordable housing and particularly, the new models which ADB has adopted. ADB has provided affordable housing in project design and is involved in Public Private Partnership in various projects. Their focus is on affordable housing aspects and experiences in terms of Asian countries.

ADB provides a full suite of support to the organisations with which they work, that can also be debt funding in the housing sector. It also has structures that are suitable for developer loans as well equity. ADB also takes direct ownership, stake, minority stakes in companies that are providing both supply of affordable housing and also, the housing finance companies, which is where the bulk of ADB's portfolio is in the port, especially in the private sector in India. The organisation also ensures the provision of technical assistance in blended finance, which is managed by them, but funded by donor partners. The Asian Development Bank helps private companies to contribute more to development goals, particularly in the areas of gender and climate finance. The Bank has always targeted their operations to analyse the exact numbers of women borrowers and co-borrowers. Reducing inequality and providing increased quality of life opportunities for low income segments and giving access to dignified housing is an important goal of ADB.

ADB has also collaborated with the IIFL home finance project, which was the first to work with green or affordable housing. ADB has initiated some technical assistance grant programs that are running in conjunction with universities and set research and development foundation. IIFL home finance is also helping as a technical partner, since they know how to execute green, affordable housing to continue to build the ecosystem for developers and other key stakeholders at the state.

# Initiatives

## Overview of ADB's Private Sector Housing Operations in India

a) The organisation's Strategy by 2030 is to achieve a prosperous, inclusive, resilient and Sustainable Asia and the Pacific. This would be done by addressing remaining poverty and reducing inequalities, accelerating progress in gender equality, tackling climate change, building climate and disaster resilience and enhancing environmental sustainability, making cities more liveable, promoting rural development, strengthening governance and institutional capacity and fostering regional cooperation and integration.

ADB works to help finance operations in affordable housing in India. The development strategy of ADB has a lot to do with the contribution of the housing sector to the strategic goals of the organisation, which are addressing poverty and remaining inequalities in the country. The organisation looks for opportunities to work with companies which target women as buyers, borrowers, and ultimately homeowners. Promoting gender equity in the country is important through the housing sector. Housing, urban construction, rural construction, affordable housing market helps ADB to support climate finance targets in India.



Strategy 2030 and Private Sector Operations  
Source: Asian Development Bank



## b) Recent Private Sector Housing Operations in India

- Debt or Equity in Housing Developers - Equity investment in Drashti Developers Private Limited (DDPL) for the Shapoorji Affordable Housing Project in India, together with International Finance Corporation (IFC) private sector arm of World Bank.
- Focus on increasing supply of builder led affordable housing units for the Lower Income and Middle-Income Groups (LIG and MIG) in urban/peri urban areas.
- Debt or Equity in Specialized Affordable Housing Finance Companies (HFCs) - Loan to Aavas Financiers to support expansion of access to home loans for women borrowers and in lagging states of India. 100% of proceeds for Economically Weak Segments (EWS) and LIG.
- Loan to IIFL Home Finance to support expansion of home loans to developers for the construction of green certified affordable housing, and for loans to women borrowers in EWS and LIG segments.
- Equity investment in Shubham Housing Development Finance Company to support expansion of housing for women and EWS/LIG groups in peri urban areas and lagging states of India.

## ADB's experience in affordable housing in Asia

### a) The housing challenge

~600 million people in Asia Pacific live in informal or inadequate housing. The COVID-19 pandemic brought a fragile relationship between housing and public health outcomes. Those without safe, sanitary, and secure housing are suffering the most.

### ADB's engagement in housing

- Pre 2000s: successful housing/urban sector projects with Developing Member Country (DMCs)
- Post 2000: focus shifted to water sector; housing became one of sub-themes
- Mid-2010s ADB reorganization: Influenced housing-related lending by DMCs requests

Housing is a challenging area, especially for low income and vulnerable groups. Economically Weaker Section (EWS) are the ones most suffering. There are three focusing areas which ADB works on:

One is the mortgage and housing finance, which is the substantial part; Second is the integrated infrastructure and upgrading slow grading project, including the micro finance; The last one is policy supply and construction finance through technical assistance.

### b) The Timeline

How did ADB get here?

Trajectory of housing sector assistance - 1970s-80s: Shift from low-cost housing production to sites-and-services

#### 1980s-90s: Slum upgrading

- Complex admin and supervision, unwillingness/inability of governments to allocate public lands, debate on good models (standards/cost, ownership/sustainability, scalability/impact, cost recovery/financial viability)
- Largely abandoned by the late-1990s

#### 2000s: Government role as an "enabler"

- Embracing private sector
- Policy governing the overall sector, not just the needs of poor

#### Enabling markets framework

- Demand side pillars – (i) property rights (ii) mortgage finance (iii) targeted subsidies
- Supply side pillars – (iv) infrastructure (v) regulations (vi) building industry
- Seventh pillar – institutional strengthening

All these pillars enable the environment

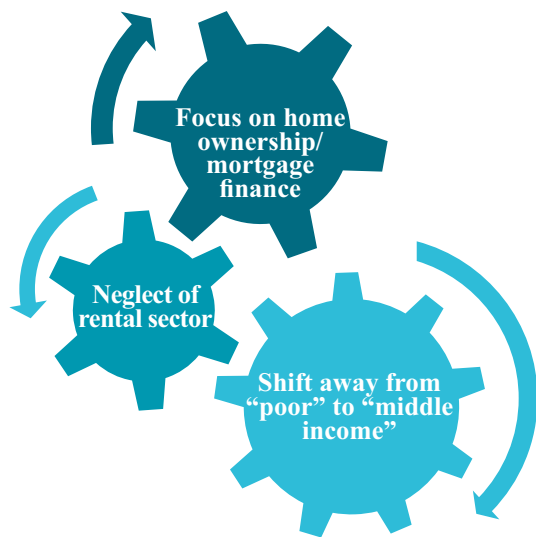
### The ADB trajectory

Early 2000s: - Integrated urban infrastructure projects - Housing finance projects

Mid-2000s onwards: Institutional restructuring - Urban development projects classified as 'multisector' projects, that included projects in rural development, environment, etc.

Housing stayed out of ADB lending agenda, barring some non-sovereign projects.

Three interrelated trends in the last two to three decades are:



Source: Asian Development Bank

The public sector plays a key role to target the housing assistant to the poorest and most vulnerable groups. It also has an important role as an incentive to change the behaviour and leverage private investment and enabling the private sector to deliver housing for Middle and High Income Groups by addressing constraints in the housing value chain.

### **Inclusive, Resilient and Sustainable Housing for Urban Poor Sector Project in Tamil Nadu (India)**

#### ***Brief about the project:***

##### ***Impact***

Permanent shelter with appropriate housing infrastructures and services for every affected household.

##### ***Outcome***

Access to inclusive and safe affordable housing infrastructure and services for vulnerable and disadvantaged groups in Tamil Nadu increased.

##### ***Outputs***

- (i) Affordable and improved housing for vulnerable communities constructed.
- (ii) Affordable housing for urban poor and migrant workers increased.
- (iii) Regional plan development supported.

#### **ADB's value addition – Introducing gradual changes:**

- Improved design
- Increased beneficiary consultation & participation
- Graduation approach

- Improve sustainability through long term O&M
- Pilot PPP structure in delivery of housing
- Regional planning
- Replication potential

#### **Challenges**

- (i) Crime (Especially against Women Children and Other Vulnerable Groups)
- (ii) Increased Incidence of Disease
- (iii) Encroachment of Pedestrian Pathways, Open Spaces

The project supports the government's goal of permanent shelter with appropriate housing infrastructure services for affected households. The aim is to construct affordable and improved housing for vulnerable communities. Further, to implement this project, Tamil Nadu's requirement for affordable housing was calculated and the partner was Tamil Nadu Slum Clearance Board. Beneficiary consultation and participation was ensured to improve gradual changes in the design of affordable housing. In terms of the design, a graduation program for livelihood was introduced. Sustainability is further improved through long term operations and maintenance. PPP structure was introduced and delivery of housing was made through the Tamil Nadu shelter fund.

Livelihood is an important issue during the project implementation. People were relocated and this was done through the Graduation Approach. It is a combination of comprehensive, multi-dimensional and sequenced supports that create 'big push' to propel the extreme poor from poverty. The four foundation graduation pillars are: Livelihood promotion, social protection, social empowerment and financial inclusion.

### **ADB supports Affordable Housing in Bhutan - BHU: Green and Resilient Affordable Housing Sector Project**

#### ***Project timeline***

- 2017 - Pre-identification
- Project processing (2019-2021)
- December 2019 – Reconnaissance
- December 2020 – Concept approval
- December 2021 – Project approval

- Implementation (2022-2028)
- June 2028 – completion

### **Sector challenges**

- Urbanisation and housing challenge – 20,000 housing shortfall
- Scarcity of land – 7% usable
- Low formal production of housing
- Rental distress to low-income groups
- Climate change and disaster vulnerability

### **Project description - ADB's value addition**

- Inclusive and seismic-resistant design
- Support to low-income groups
- Gender-sensitive community service centers and facilities
- EDGE certification
- Institutional strengthening
- Building code strengthened
- Improved land management system - housing asset management
- PPP guidelines and home ownership strategy

# Learnings

## **Housing is complex and heterogenous. There is need for**

- A deeper qualitative (and quantitative) understanding of the user and type of house, and bottlenecks in the overall housing demand/supply value chains.
- Well-targeted/efficient housing subsidy system for the poor and Supply of housing/finance for middle-income HHs to enable them to access housing without subsidies.

### **Targeting Assistance - Housing affordability: Affordable for whom?**

- EIR (Expenditure-to-income method): 30% rule-of-thumb not suited to poor/low-income Hhs.
- RIM (Residual income method): Measures how

much money is available for housing expenses after other essential expenditures.

- Two broad groups of people who typically have a housing problem: Those who spend too much on housing: A problem of lack of affordability (economic issue). Those who spend too little on housing: A problem of housing inadequacy (quality issue).
- Segmenting by 'adequacy' and 'affordability'.

## **Understand the sector more holistically**

### **1) Need to balance between housing finance/homeownership and the many other aspects of the housing sector, including rental.**

- Housing sector assessment: a prerequisite for all housing-related lending projects.

### **2) What and who to prioritize?**

- Urban areas
- Slums and informal settlements
- Low income and vulnerable groups: women, children, elderly, disabled, minorities.

### **3) Target subsidies to those who need them most**

- Subsidies targeted to the poorest have highest welfare gains: Smaller subsidies, targeted on lower income families are not only more equitable, they are more efficient and can greatly expand the numbers assisted.
- Upgrading projects can have a high socio-economic impact; Conventional mortgage loans are ill-suited to poor/low-income Hhs.
- An 'enabling' policy environment is needed for subsidies to be effective, there is a need for so that the distortions that reduce their access to housing do not continue.

### **4) Support policy/regulatory reform**

- Inelasticity of housing supply is generally caused by restrictive policies and regulations. Changing such regulations can be much more effective than financing the construction of new



housing.

- Housing finance plays a fundamental role in financial systems; however, adequate regulations and an enabling environment are its bedrock.

## **Key lessons from ADB's Private Sector Operations Department (PSOD) Housing Operations**

### ***Income Segments***

- Need to focus on EWS and LIG to incentivize buyers and builders given vast deficit in the segment.
- Clear income definitions and building parameters for affordable to simplify targeting for impact driven investors.

### ***Green and Gender***

- Vital to have incentives that continue to promote female home ownership as title holders.
- Green affordable housing is barely nascent and needs much more deliberate push to ensure climate resilience while meeting housing deficit needs.

### ***Urban vs Rural***

- Solutions for self-construction market different from urban/peri urban builder led models.
- Developer incentives important to ensure quality supply of affordable housing stock.
- Regulatory frameworks to ensure buyer and investor confidence for formal housing vital.





# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## Mahila Housing Trust-SEWA

3<sup>rd</sup> March 2022



## TOWARDS \_\_\_\_\_ UNIVERSAL HOUSING

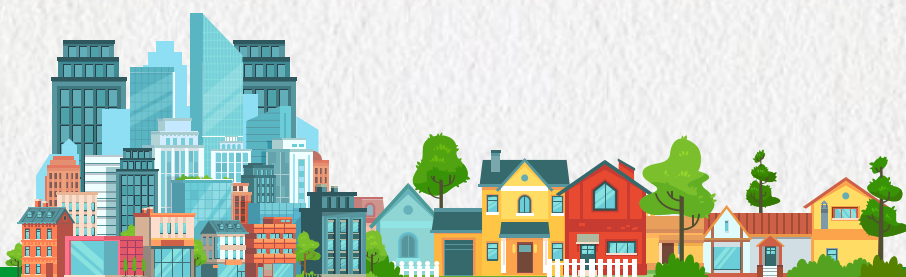
### Speakers



**Renana Jhabvala**  
Executive Trustee  
MHT SEWA



**Bijal Brahmbhatt**  
Director  
MHT SEWA



# Context

Mahila Housing SEWA Trust (MHT) was established in 1994 to improve the housing, living and working environments of poor women in the Informal Sector. MHT works as a grassroots technical organisation, develops collectives of women, which are given technological skills and knowledge for development. MHT works across 8 states in India with more than 1,000 slum settlements with more than 800 collectives of women.

## Initiatives

### In-Situ Slum Redevelopment

Uptake for ISSR has been low (4%), but states like Gujarat show examples of success that can be replicated across specific cities. As of 2021, there are 178 ISSR sites across India; 117 of these are in Gujarat. Over the last 12 years, MHT has worked with the Ahmedabad Municipal Corporation, Private Developers, and Communities at 58 ISSR sites in Ahmedabad, with over 26,000 households.

### Collaborative Platform

- The 'Gujarat Rehabilitation & Redevelopment of the Slum' scheme was formulated in 2010. It was revised in 2013 and 2016 with advice from MHT and private developers. This led to better implementation of the scheme and allows for ISSR to be successful
- The Municipal Corporation has officially asked MHT to be part of the scheme. The private developers have funded MHT's for facilitating 3rd party involvement. The inclusion of NGOs like MHT helps oversee the implementation and provide suggestions to make policy mechanisms more inclusive
- MHT's role is to mobilize the community and bring their voices into the process, to facilitate documents for bolstering eligibility and to formulate RWAs, build consensus and work with collaborative platforms/partners. This helps avoid delays and litigation

### Eligibility criteria for beneficiaries

- All types of documents are allowed as proof including, electricity bill, gas bill, school leaving certificate, death certificate (AMC has a list of 17 documents). Where there is limited proof existing, a local panchnama is executed. This allows for an inclusive approach and should be extended to other state policies
- Children over 18 years who wish to be included could do so with a determined amount of payment

### Transit Housing

- The Ahmedabad / Delhi cases show that good-quality transit housing is very expensive and difficult to build. Current transit housing often lacks basic amenities and is of inferior quality
- MHT's findings from Ahmedabad indicate that rental allowances work better. Additional pressure is put on developers to complete projects quicker

### Resident Welfare Association

- MHT has helped in the formulation of RWAs and assisted in training for proper management and maintenance of assets. A minimum of 50% of women's presence should be mandated in these RWA committees

### Enhancing Land/Property Titles

- **Land titles to be given on basis of final plots:** Currently land titles are being given to individual households. This means some households on a designated final plot will get it, some will not. It is desirable that all households on the same final plot should be considered eligible for land titles. This will enable redevelopment of the entire plot if required to allow for better planning and design.
- **PMAY-U should encourage States to title land occupied by slum dwellers:** The Ministry



could build a framework that states could use to promote land titling. It should be flexible so that variances in local conditions can be considered.

- **Mutation of titles should be both online and offline:** In some states like Jharkhand, with tribal, uneducated, and poor populations, It is difficult to navigate online systems, and this encourages money mongering via agents. Physical titling should also be allowed.
- **Partnership with NGOs to facilitate Land Titles:** NGOs who have a one-to-one relationship with the communities can facilitate titling in colonies and help in the implementation of these schemes
- **Mixed-Use:** All low-income housing should be declared as mixed-use, as many low-income houses house women who use their home as the workplace
- **Single window clearance:** A single window department with representatives of the revenue department and the ULB should be set up to fast-track clearances.
- **Consider de-facto ownership for transfers in Resettlement:** Many residents in resettlement colonies do not possess original allotment slips. Furthermore, over decades, the property has transferred hands through tools like GPA. Recognize GPAs for transfer of titling, such as in the PM UDAY scheme (for UACs), and ensure each floor is titled separately.
- **Titling for old resettlement colonies:** Older resettlement colonies should be granted titling; however, conversion charges need to be aligned with their incomes. For example, in Delhi, in the past conversion charges have been as high as 30% of the present value. Allow charges to be made in instalments.
- **Regularise Unauthorised Colonies and Slums:** There are many unauthorised colonies and slums in cities. The method of informal transfer has been via GPAs. A scheme similar to PM-UDAY should be created for the regularisation of slum settlements. Women's ownership should be promoted via titling.

## Beneficiary Led Construction

BLC has seen maximum uptake (64%) amongst the four components of the PMAY. However, overall, this has been confined mostly to the Nagar Palikas. Larger cities have seen limited uptake. MHT has undertaken social audit of over 35,000 households conducted in Gujarat.

The following are the recommendations to strengthen the implementation of BLC:

- **Recognition of de facto titles for BLC schemes:** Many residents do not have clear titles preventing them from using the BLC. Alternatives need to be devised. For example, In Ranchi, 'Vanshavali' certified by local government councilors and communities have been considered for the BLC scheme; in Rajkot 'Sanad' has been used.
- **Increase uptake for BLC in Metro cities:** Metro cities like Jaipur, Ahmedabad, Rajkot, Delhi have not seen the implementation of the BLC. Only smaller Nagar Palikas have seen enhanced roll-out. This is largely due to insufficient titling. The use of de facto titling can help increase uptake in large cities for BLC.
- **Partnerships with NGOs:** This helps create de facto ownership and act as bridges between communities and the state. In Patna, SEWA has worked with Ward Parshads to create acknowledgment letters that showcase the duration of stay. These have been used for service provisioning and can also be used for BLC.
- **Basic Services to be provided with housing:** Most BLC housing are in peripheral locations and do not have access to water and electricity. Basic services should be extended along with the housing to ensure a minimum quality of life for residents
- **Strict implementation of Social Audit:** Although there are provisions for social audits, it is not carried out in most states. In Gujarat, MHT is the official organisation for the social audit. Many suggestions are accepted by the government. This practice should be replicated across states.



- Encourage contribution by beneficiaries: In many cases, beneficiaries contribute financially to build beyond the minimum 30sqm in the scheme. However, some cities forbid such contribution by beneficiaries, since it changes the recommended plan. Such initiatives should be encouraged and left to local interpretations.
- Innovative solutions: To ensure fire safety in narrow streets, MHT implemented innovative fire hydrant solutions such as dry fire fighting techniques, decentralised fire extinguishing points etc.

## Infrastructure Upgradation

- Basic Need: Denial of basic infrastructure such as water, sanitation, etc. to communities in informal settlements has often led to disease and open defecation, impacting overall health in the city
- Delinking Tenure and Infrastructural Services: Slum residents are denied infrastructure as provisioning is tied to legal land titles. There is an immediate need to delink provisioning from land titles or ownership
- Policy precedence exists for this in the Swachh Bharat Mission (SBM). Innovative methods such as beneficiary endorsed No Objections Certificates (NOCs) can be used.
- Special attention needs to be paid to land belonging to agencies such as the railways. Infrastructure services are particularly lacking here.
- Basic services (package of water, toilets, sewerage, roads, streetlights and drains) lead to increased productivity and lowered instances of ill-health: Studies show that water-borne diseases have reduced by 17%, productivity increases on an average by 2 hours; average incomes have increased to the tune of INR 500.
- Graded Byelaws: Flexible bye-laws should be designed and allowed for different settlement typologies like slums, unauthorised colonies etc. For example, to accommodate a maximum number of houses in the scheme, the minimum road width between two opposite houses (usually 10 feet), was reduced to 3-5 feet. This ensures mobility and grants space ensuring drinking water lines do not get mixed up with sewer lines.
- Decentralised Solutions: Non-provisioning is common in slums that are densely packed or that the topography does not support bulk infrastructure provisioning. In such cases, decentralised solutions can be implemented.
- High Impact – Low-Cost Model: In MHT's experience, up-gradation has proved to be cost-effective with an expenditure of INR 60,000 per HH. In projects like the SNP in Ahmedabad, residents have paid and are willing to bear 1/3rd the cost of such services, given proper implementation mechanisms, and NGO partnerships.
- Creation of Special Cell: A dedicated cell that only focuses on slum up-gradation services should be created within state/ULB to expedite up-gradation. Ahmedabad has successfully implemented the SNP through the creation of a special cell.

# Learnings

## In-Situ Slum Redevelopment

- Capacity Building and fund allocation to NGOs- NGOs may not always have the funds to play facilitatory roles. Capacity-building funds in the program (currently used only for ULBs) can have a certain percent allocated for NGOs
- Promote titling in women's names for agency and autonomy- all policies mention joint ownership. However, this faces roadblocks because documents for eligibility are often in the name of the males. Further, private developers do not make attempts to include women.

## Cognizance of Livelihoods in Planning:

- To accommodate the livelihoods of low-income communities, mixed-use zoning should be





mandated. Example: Shops have been accommodated for in the residential ISSR Scheme (2013) of Ahmedabad



- To make this more widespread, master plan and development controls should mandate open public spaces for critical cluster-based livelihoods

#### **Ownership Rights:**

- Most states do not have mechanisms for transferring ownership rights
- For example, in Gujarat, ownership rights are transferred after 15 years of occupation
- This is too long a period, and in MHT's experience, it is better to transfer with immediate effect

#### **Management and maintenance:**

- ISSR scheme was originally formulated as a welfare scheme for the slum population. Unfortunately, there is now a greater emphasis on generating an earning for the ULB. Rather than G+2, it has now become G+7/10 in Ahmedabad
- In this model, maintenance costs of elevators/water pumping, etc. will become exorbitant over time. Allocated maintenance costs are bound to run short, and developer one-time contributions are often misused
- The amount of positive premium earned by the ULBs is negligible as compared to the annual budget of a metro city. Hence, cities should reiterate their welfare role, rather than earning premium from the developers for the scheme
- Funds should be allocated for training RWAs on proper management and maintenance of services. MHTs assessment: INR 5,000 per household should be reserved for these trainings post possession





# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

CEPT University

24<sup>th</sup> January 2022



## MAKING 'HOUSING FOR ALL' WORK IN INDIAN CITIES

### Speakers



**Dr. Bimal Patel**  
President & Acting Director  
CEPT



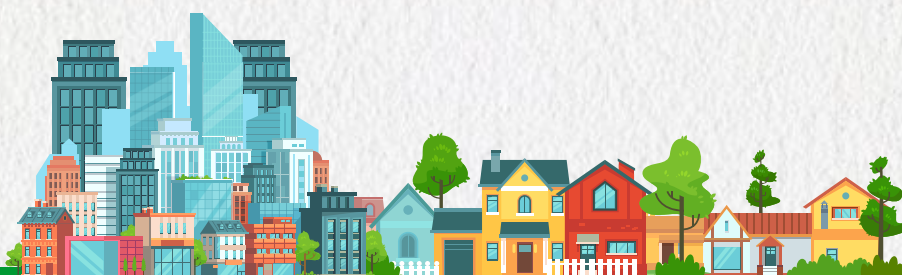
**Dr. Sejal Patel**  
Professor and Program Chair  
Master of Urban Housing  
CEPT



**Dr. Saswat Bandyopdyay**  
Professor  
CEPT



**Amrit Abhijat**  
Principal Secretary  
Government of Uttar Pradesh



# Context

PMAY-U is a demand driven scheme through which subsidy is provided to beneficiary household to build/acquire their own houses. The subsidy or the interest subvention offered act as a nudge to beneficiary households in order to enhance home ownership among the beneficiary households.

Affordable housing is and will continue to be in need for the cities because of population growth and immigration. Therefore, this is need for sustained efforts in the field. The sector calls for cohesive actions between the Government and private sector to answer the housing deficit in our cities. The housing demand in the country is varied and diverse, therefore, there is a need to create models which are local in their approach.

According to NITI Aayog, about 600 million people are expected to live in India's urban areas by 2036 and various studies indicate that Indian residential floor space will potentially grow from 15.3 billion sqm in 2018-18 to 22-23 billion sqm by 2030. A substantial segment of this new floor space (45%) is expected to cater to 'affordable housing' segment and much of these demand would be in DIY/Self Built sector. Building Sector accounts for about 35-38% of the Global GHG emissions. Presently only 5 % of the building sector are rated as Green and the overall share of "Green and Resilient" Affordable Housing is negligible. Affordable Housing Sector, thus, is a key stakeholder in India's recent commitment towards NET ZERO by 2070 and Reductions in GHGs emissions by 2030.

# Discussions

## Slum Redevelopment through Public Private Partnership

Ahmedabad has been successful at leveraging land value and redeveloping slums through public private partnerships – 55 slum pockets between 2013-21; 20941 units

Panchal J. (2021). Evaluating critical factors affecting implementation of In-Situ Slum Redevelopment (ISSR) using PPP approach: Lessons from Ahmedabad, DRP - MUH CEPT, Ahmedabad

### *Factors that have contributed to this success are:*

- The development, over time, of clear protocols and systems making the complex work of forging partnerships and implementing projects easier.
- A Development Control Regulation regime that allows transfer or sale of development rights (TDR) enhances the viability of projects.
- The role of a competent and trustworthy NGO in enabling communication with slum dwellers and coordinating between them, Government and Developers.

### **Local Area Planning / Town Planning Scheme Approach**

- Gujarat has been particularly successful in using the T P Schemes Approach to ensure supply of well-serviced land for peripheral urban expansion and for appropriating land for a variety of public uses

### *References:*

1. Ballaney, S. and Patel, B. (2009); Using the 'Development Plan—Town planning scheme mechanism to appropriate land and build urban infrastructure. India infrastructure report 2009. New Delhi.
2. "Ballaney, Shirley; Bertaud, Marie-Agnes; Clarke Annez, Patricia; Koshy, C.K.; Nair, Bindu; Patel, Bimal; Phatak, Vidyadhar; Thawakar, Vasudha. 2013. Inventory of Public Land in Ahmedabad, Gujarat, India. Policy Research Working Paper; No. 6664. World Bank, Washington, DC. © World Bank. <https://openknowledge.worldbank.org/handle/10986/16878> License: CC BY 3.0 IGO."

- The T P Scheme approach is the only well-functioning approach in the country that systematically ensures abundant supply of land for both, private and public housing developers



- GoI's AMRUT is already promoting the use of the T P Scheme approach in other states.

### Infrastructure Upgradation Approach

- The Ahmedabad Municipal undertook a series of very successful slum upgrading projects from the mid-1990s on.

#### Reference:

- Tripathi, D. (1999). *Slum Networking in Ahmedabad: The Sanjaynagar Pilot Project*. Development Planning Unit, University College London

- The in-situ slum upgrading approach seems to have fallen out of favour
- As an approach it remains highly relevant and should be a part of the repertoire of approaches used to address the slums
- Aspects necessary for success of this approach are well documented in the literature and should be considered when instituting this approach.

### ULB-Led Affordable Housing Programs

- Ahmedabad Municipal Corporation, Ahmedabad Urban Development and Gujarat Housing Board have been very successful at implementing a string of affordable housing projects.

#### References:

- Patel S, Swahney A, Tanna S, Redekar V, Tarwani D (2019). *MUH DRP Four Verticals of PMAY (U) in Gujarat: Potential and Challenges*

- AUDA EWS Housing at Amiyapur, <https://www.youtube.com/watch?v=z2NPChF7eel>

- The Sabarmati Riverfront Development Project is a sterling example of large-scale slum relocation and rehabilitation.
- Key to success of both is:

1. The ample availability of land for building affordable housing projects

2. The competence and capacity for project implementation

### Meeting Increased Demand for Affordable Housing - Various Models

- Demand for affordable housing will continue to be fuelled by influx of low-skill and low-income households into Indian cities. Meeting this demand will require both, public and private sectors to generate affordable housing. The challenge cannot be met by government alone.
- Wide ranging and complexly interconnected measures are necessary to ensure that both sectors can meet the challenge

#### References:

- Clarke Annez, P., Bertaud, A., Patel, B., & Phatak, V. K. (2010). *Working with the market: a new approach to reducing urban slums in India*. World Bank Policy Research Working Paper, (5475).

- Patel S and Pant P (forthcoming 2022). "Enabling markets to augment supply of affordable housing for the less catered through Inclusionary Zoning: A case of Ahmedabad" , CEPT University Press, Ahmedabad

- Patel B, Byahut S and Bhatha B (2018). "Building regulations are a barrier to affordable housing in Indian cities: the case of Ahmedabad." *Journal of Housing and the Built Environment* 33(1): 175-195.

- ~~Research to better understand constraints to supply of affordable housing is needed~~

### Institutional Mechanisms

- Complex, wide ranging and interconnected reforms at the state level are necessary to expand the supply of publicly and privately provided affordable housing
- State level missions at the level of CMs are necessary for tackling reforms

- Private sector and academic expertise needs to be roped in to support such missions

### Adding Value through Design

- The quality of design of public affordable housing, in general, continues to be dismal
- The value that good architectural design can add to housing is easily evident

#### Reference:

- AUDA EWS Housing at Amiyapur, <https://www.youtube.com/watch?v=z2NPChF7eeI>

To focus attention on this issue, PMAY-U should institute a series of awards for well designed housing

## Learnings

- The understanding of a housing programme needs to be understood not just in terms of providing the physical dwelling unit but on the multifold impact a house has on the overall well-being of the household and the enhancement of capabilities it provides to each member of the family.
- Beneficiaries need to be understood as capable actors, an equal partner in the process of implementation. No policy maker, planner can understand the need of a household more than the household themselves. There is a need for a small nudge to the household in order to reach the desired end. The nudge can be in the form of direct subsidies, capacity enhancement, etc.
- There needs to strategies responding to the size of the cities, rather than having blanket policy actions for the entire country.
- There needs to be an enhanced focus on the design of the dwelling units. There needs to be a balance between private, semi-private and public spaces while designing houses as small as 30 sqm. An understanding of how the household uses the space would be beneficial before

undertaking the designing of the dwelling unit.

- Planning and design aspects of affordable housing through collaborative and continual collaboration with practitioners, academia and research. There should be a documentation of national and international best practices, international knowledge exchange to document and replicate design practices.
- Deepening Capacities towards Green and Resilient Affordable Housing by establishing:
  - *National Anchor Institute for Continuous Capacity Building and hand Hold holding support for PMU officials, State and Local Town Planners, Senior officials from the Anchor institutes*
  - *Regional PMAY Hubs of Excellence in Planning and Design*
  - *Training of the Trainers (TOTs)*
  - *PMAY 2.0 Affordable Housing Fellows (PAHF)- Selection of 25-30 National Fellows as PMAY 2.0 Brand Ambassador*
  - *National design competitions or Design Challenge with Private Sector and Bi-Lateral Agencies.*
  - *Online/Hybrid certification programmes for Architects, Designers, Inservice Professionals at Important Universities like CEPT and SPAs*
  - *Executive Leadership Programmes for Private Sector agencies and Housing Finance Companies*
  - *Community of Practioners (COPS)*





# POLICY DIALOGUE FOR BEYOND PMAY(U)

With

## GIZ

17<sup>th</sup> February 2022



## HOUSING FOR ALL MAKING INDIAN CITIES SUSTAINABLE & SPATIALLY INCLUSIVE

### Speakers



**Dr. Winfried Damm**  
Head of Energy  
GIZ



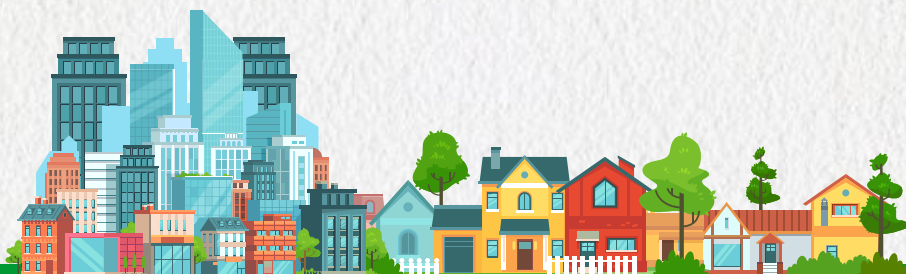
**S Vikash Ranjan**  
Project Head  
GIZ



**Teresa Kerber**  
Head of the Advisory Project  
GIZ



**Aparna Das**  
Senior Advisor  
GIZ



# Discussions & Learnings



**Sustainable Urban and Industrial Development (SUID)** focused on the housing and spatial planning thematic areas in policy support, implementation support, knowledge management, and capacity development under the SUD-SC project. Key learnings from two previous projects, namely 'Inclusive Cities Partnership Programme' (ICPP) and 'Land Use Policy and Management' (LUPM) were also presented. The following recommendations were shared:

- Housing for All Plan of Action (HfAPoA) *Plus* provides cities with an opportunity to understand better their DNA and critical growth factors, a steppingstone in formulating statutory Spatial Plans or Master plans. Master plans play a crucial role in connecting affordable housing with transport corridors, amenities, and livelihood options, thereby ensuring efficient utilization of land and earmarking land for housing for the urban poor within the city limits. This integration provides an opportunity to leverage the existing public land assets and explore Land Value Capture tools, such as inclusionary zoning to ensure spatial inclusion.
- The housing shortage in India is primarily due to the congestion factor, and, unlike the popular notion, there is no shortage of housing units. However, it is evident that urban poor housing cannot be dealt with in isolation and requires an integrated approach to meet housing needs.
- Incremental housing is often practiced in Indian cities. The 'Enhancement' component under the Beneficiary Led Construction (BLC) vertical needs to be strengthened. There is a need to integrate BLC implementation with neighborhood planning to ensure efficient provision of basic services and amenities, including open spaces. As evident through various successful examples from states, it is also important to integrate this with livelihood mission (refer to study on BLC)
- Initiatives to include key institutions, such as the Revenue Department Primary

Lending Institutions, in addressing the housing shortage should be taken to ensure increased success (refer study Demystifying Urban Land Tenure Issues).

- A substantial population of the poor urban segment live in rental and shared accommodation facilities and at worksites (factories, shops, etc.) and not always as family units. In practice, the landlords may be as poor as the tenants and sublet a single room/ a small space within their dwelling units as a means of subsistence. Adequate knowledge on such arrangements, including rental and small format housing (refer to Policy Labs on Affordable rental housing report), needs to be developed to sufficiently inform the Housing Mission.
- It is crucial to harness the power of digital solutions at every level of the mission implementation. There are certain attempts to connect the informal landlords and tenants using digital platforms. (BandhuApp)
- The construction industry is one of the critical economic triggers and results in employment for many. However, women workforce are mostly employed in this sector in low-end jobs and that too informally. Therefore, capacity Development needs to be targeted towards the women workforce in the construction industry.

## **Indo German Energy Programme, Climate Smart Buildings (IGEN-CSB)**

The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH under the Indo German Energy Programme, Climate Smart Building (IGEN-CSB) project proposes to achieve the following impact by supporting the Pradhan Mantri Awas Yojana-Urban (PMAY-U) mission of Ministry of Housing and Urban Affairs (MoHUA):

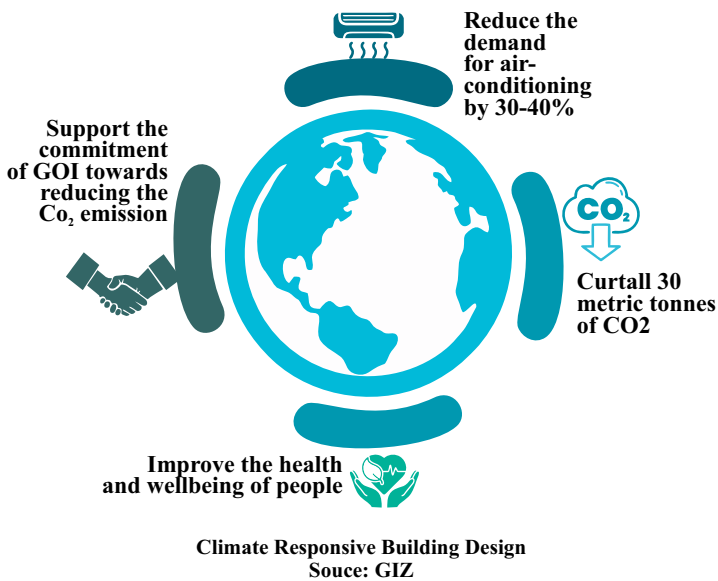
1. Enhance Thermal Comfort by 35%
2. Reduce GHG emissions by 20 MtCO<sub>2</sub>e by 2030 & 30 MtCO<sub>2</sub>e by 2047
3. Capacity development of 1500 Building design professionals & Govt. officials
4. Vocational training and Awareness for >12000



Skilled Workers and Building professionals through more than 200 Workshops /Trainings /Conferences/Webinars

5. Pilot construction of >10,000 thermally comfortable affordable Dus

The GIZ on behalf of The Federal Ministry of Economic Cooperation and Development (BMZ), Germany, and in cooperation with the Ministry of Housing and Urban Affairs, Government of India aim to foster sustainability in built environment in order to use sustainable materials for Thermal comfort and in turn improve the environment and climate conditions.



The Climate Smart Building (IGEN-CSB) project is currently providing technical assistance and cooperation for the following activities under PMAY(U):

- a. Technical assistance in developing thermal comfort action plan for Affordable Housing and support mass scale application in selected states
- b. Technical support in implementation of Global Housing Technology Challenge-India (GHTC-India) started by Ministry of Housing & Urban Affairs (MoHUA)

The project will aim to enhance climate resilience and thermal comfort in buildings by adopting innovative passive measures, local sustainable and low embodied energy material coupled with best available technologies for affordable housing construction. These building constructed and operated using innovative technologies and appropriate modern products, materials and designs

will lead to sustainability in buildings and mitigation of carbon emissions.

### Proposal 1: Enhance Replicability and Scalability of ongoing activities

The CSB project shall work to enhance the replicability and scalability of the ongoing activities by focussing on the following:

- The construction of Demonstration projects (DHPs, LHPs, ARHCs, etc.) will showcase the relevance, usefulness and cost-effectiveness of compliance with EE & Thermal Comfort Standards.
- Testing the concept of Thermal comfort in 6 LHPs for its potential assessment and replicability in Phase II
- Policy mandate for EE & Thermal Comfort will institutionalize the process, thereby increasing the number of efficient dwelling units within the country.
- Enhanced awareness and capacity development efforts will also lead to replicability in other energy efficiency related interventions, such as implementing retrofitting EE measures in existing buildings.
- The programme will exchange experiences and lessons learnt within the country, in particular related to Affordable Housing schemes with other GIZ programmes that are being implemented across the globe.

### Proposal 2: Promote Low-rise development for Affordable Housing projects

For residential buildings, Low to Mid rise construction can lead to a very economical structural design with low embodied energy impact. The best practice for low embodied energy buildings is to use locally available material and recycled or waste material for walling systems wherever possible. As the height of the building increases, electricity consumption for common services increases, hence low solar potential was observed for high rise buildings.

**Renewable Energy (RE) potential to achieve Net-**

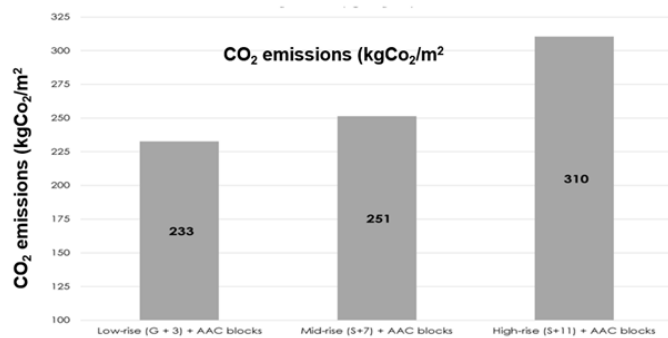


**zero targets:**

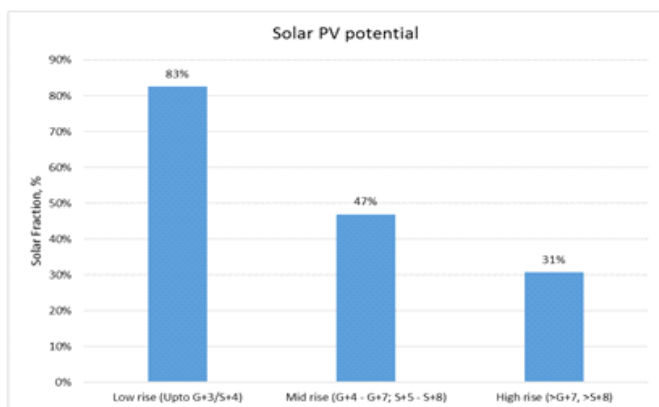
- 80% Energy demand could be met for affordable housing through Solar rooftop
- 100% Energy demand possible to meet with solar rooftop with passive design strategies

**Reduced embodied energy of Low-rise construction:**

- Cement and Steel contributes to about 70-90% embodied energy of the overall construction, while Walling Material has a share of about 10-25%
- Monolithic Concrete Construction as compared to Brick Wall has 10% higher embodied energy
- Use of AAC instead of Clay Bricks results in a reduction of 10-20% in terms of embodied energy
- Compared to High Rise Building, Low rise building typically has 40% less embodied energy



Low-rise vs. High-rise carbon emissions w.r.t embodied energy  
Source: GIZ



Average Solar PV potential for Low, Medium and High-Rise Buildings  
Source: GIZ

The CSB project also proposes mandatory use of Solar Roof tops for all Affordable housing for its sustenance (E.g., LDA, Lucknow).

**Proposal 3: International Best Practices for Policies on Thermal Comfort and Energy Efficiency development for Affordable Housing projects**

The project proposes to bring in learnings from the International best practices across the globe for policy integration of Energy Efficiency and Thermal comfort in affordable and social housing schemes. Few examples have been placed below for reference:

**Brazil:** Thermal Performance Standard (ABNT NBR15220-3) is based on Bio-climatic principles

- Opening for ventilation and solar shading,
- Thermal properties of envelope (color, thermal mass, etc.), and
- Passive Thermal Conditioning Strategies.

**Sweden:** Minimum guarantee of satisfactory thermal comfort required by Building Code.

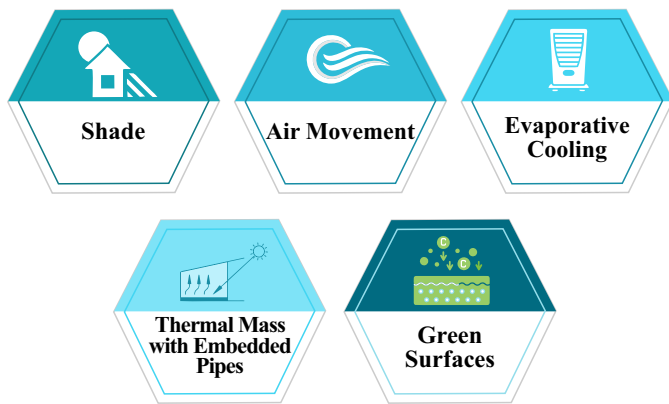
**UK:** Regulations identify distinct comfort requirements in sleeping and living rooms.

**Italy and South Africa:** Envelope performance requirements account for thermal capacity

- Italy utilizes periodic thermal transmittance (YIE) that accounts for thermal transmittance and decrement factor.
- South Africa sets CR value for envelope, i.e., product of thermal capacity of wall and its thermal resistance

**Germany:** Regulations require the lessor to guarantee an indoor temperature of at least 19 oC in winter.

In the Indian context, the focus of the design practices for affordable housing shall be on integration of passive strategies.



Passive strategies for Thermal Comfort  
Source: GIZ

### Proposal 4: Policy roadmap on Net Zero Affordable Housing (nZAH)

The CSB project proposes to develop a policy roadmap on Net Zero Affordable Housing (nZAH) in line with India's commitment to net zero carbon by 2070. India has committed reduction of the total projected carbon emissions by 1 BT by 2030, and reduction of the carbon intensity of the economy by 45 percent (compared to carbon intensity in 2005). In addition, India will increase the non-fossil energy capacity to 500 GW by 2030 and meet 50 percent of energy requirements from renewable energy by 2030.

The roadmap for the policy shall be developed based on the following steps:

- Step 1: Identify relevant contextual aspects
- Step 2: Set balanced requirements
- Step 3: Standardize costing practices
- Step 4: Install a quality assurance process
- Step 5: Conceive & select alternatives
- Step 6: Define practices for procurement and guarantees
- Step 7: Involve a multi-disciplinary team
- Step 8: Design an optimized building
- Step 9: Set up collaborative construction practices
- Step 10: Teach on-site team practical nZEB skills
- Step 11: Involve team in time, quality and cost control
- Step 12: Commission the building services
- Step 13: Create a building dossier
- Step 14: Monitor and optimize performance

- Step 15: Guide user behaviour
- Step 16: Evaluate and apply the lessons learnt
- Step 17: Integrate the value chain

The steps are organized within the four main project phases: initiative, design, construction, and operation & maintenance. Most steps are interrelated and dependant on each other.

The Net Zero Affordable Housing (nZAH) aims to achieve significant construction and lifecycle cost reductions through integral process optimization in all project phases. Optimizing these processes to fully integrate available solutions in the areas of process, technology and contracting is seen as the largest potential in lifecycle cost reduction. The main target groups are professional clients and project managers, responsible for the integrated performance of the nZAH.

### Proposal 5: Revision of existing Census Forms

It is proposed to revise the household census forms for improved documentation of construction data of existing households. It is recommended to include new and popular building materials, such as AAC Blocks, Fly Ash Bricks, Insulation, etc. being utilized on a large scale across the country.

The screenshot shows a portion of the 'Census of India 2021' form. It includes a barcode, form number (2802 3739), and fields for location, state/UT, district, and sub-town/village. Below these are three columns for building materials: '4 Floor', '5 Wall', and '6 Roof'. Each column lists various materials with corresponding counts. The '5 Wall' column has been modified to include 'AAC Block', 'Fly Ash Bricks', and 'Insulation'.

4 Floor	5 Wall	6 Roof
Mud.....1	Grass/ thatch/ bamboo etc. ....1	Grass/ thatch/ bamboo/ wood/ mud etc.....1
Wood/ bamboo....2	Plastic/ polythene.....2	Plastic/ polythene....2
Burnt brick...3	Mud/ unburnt brick.....3	Hand made tiles.....3
Stone.....4	Wood.....4	Machine made tiles....4
Cement.....5	Stone not packed with mortar.....5	Burnt brick.....5
Mosaic/ floor tiles..6	Stone packed with mortar.....6	Stone.....6
Any other...7	G.I./metal/ asbestos sheets...7	Slate.....7
	Burnt brick.....8	G.I./metal/ asbestos sheets.....8
	Concrete.....9	Concrete.....9
	Any other.....0	Any other.....0

Modification of existing Census Form for addition of new & popular Building Material

Eg:

- 1) AAC Block
- 2) Fly Ash Bricks etc
- 3) Insulation



### Proposal 6: Financial Mechanism with Kfw and GIZ focussed on BLC vertical of PMAY(U)

The CSB project can support in mobilizing the available financial funding opportunities provided under ongoing kfw projects. The proposal is to work on following mechanisms to support the initiatives under PMAY(U) 2.0:

- GIZ Technical Support to MoHUA may be extended beyond 2024 on Affordable Housing
- KfW is funding state Affordable Housing through soft Loans >\$600 million (E.g. Tamil Nadu) and technical support to achieve 20% Energy Saving
- KfW will provide subsidized interest-rate loan to TNSCB to finance green / energy efficient affordable housing for economically weaker and low-income groups.
- The Tamil Nadu model on linkage with Incentives and Energy Efficiency with Thermal comfort could be replicated to other Indian States
- KfW & SBI in Agreement (250 million Euro) on Energy Efficient Homes for Interest subsidy to the developers and home buyers with a rider of Energy Efficiency of >20%

### Proposal 7: R&D support under ASHA-India to enhanced thermal performance of Building materials and construction technologies

The CSB project proposes to provide technical

support in the form of additional courses, workshops and on-site handholding under ASHA-India in integrating aspects of thermal comfort, energy efficiency, energy efficient building material and low- carbon embodied energy and support in testing, prototyping their products and launching them into the market. This will include:

- Identify the technical support required by different Incubators and Incubating Institutes.
- Design, Develop and Delivery of additional course modules to bridge the existing knowledge gaps.
- Identify and provided technical handholding support on-site required by the specific Incubators in lab testing and field testing for their technologies.
- Identification and design workshops needed by Incubators and Accelerators on approval, certifications, and patents etc. for launching/mainstreaming of technologies into the markets.
- Organisation of Workshops for launching/mainstreaming of technologies into the markets for Incubators and Accelerators.

The initiative to mainstream use of sustainable and locally available building material can be considered as a Sub-Mission under HFA.

### Proposal 8: Amendments in Model Bye Laws and Local Bye Laws for enhanced thermal comfort

The CSB project proposes to make amendments in Model Bye Laws and Local Bye Laws for integration of climate resilience and thermal comfort requirements. Key activities to be performed under this proposal are as follows:

- Establish a steering and technical committee under the chairmanship of Principal Secretary, UDD or Housing and urban Planning Department
- Organise all meetings of the constituted forum under the chairmanship of Principal Secretary, UDD or Housing and urban Planning Department, which comprises of key stakeholders from state public or private organizations or any other meetings with the stakeholders/ organisation necessary for the



implementation of enhanced thermal comfort in the state.

- Facilitate discussions between the stakeholders to draw the road map for the implementation of enhanced thermal comfort and execute the strategies at ground level
- Propose revision of bye-laws/ General Development Control Rules (GDCR) documents to include thermal comfort requirements, clauses and specifications in government guidelines.
- Prepare draft guidelines for thermal comfort in consultation with the stakeholders for notification & enforcement in the state.
- Review and compilation of existing government rules/orders/notifications and guidelines related to performance of buildings (energy, occupant comfort, etc.)
- Review of Municipalities Byelaws for the inclusion of thermal comfort requirements in the framework for improving affordability and sustainability.

### **Proposal 9: Develop Template Design Layout for affordable housing**

The CSB project proposes to conduct a study on innovative material and technology to develop climate specific design package for affordable housing. The developed design packages will act as a guide for the developers on how to construct using innovative and cost-effective technology. This will help in achieving enhanced thermal comfort in affordable housing through passive techniques. The activities envisaged includes the following:

- Documentation of architectural typology, construction technology and materials used for affordable housing under PMAY-U
- Develop Architectural Designs & Specifications of Replicable Design options for Thermally Comfortable Affordable Housing

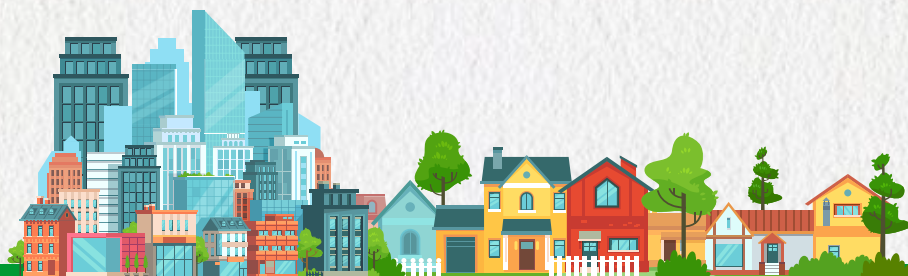
- Develop Budget Estimates of Replicable Design options for Thermally Comfortable Affordable Housing
- Develop BIM and Simulation Models of Replicable Design options for Thermally Comfortable Affordable Housing
- The project shall also organize awareness workshops and event for the launch of replicable design catalogue for thermally comfortable affordable housing.

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# Conclusion





# Recommendations

Pradhan Mantri Awas Yojana (Urban) has emerged as one of the biggest public housing schemes in the world. The Mission and the supporting initiatives have attempted to pave way for a self-propelling affordable housing sector in the country. However, some issues in the realm of affordable housing sector continue to persist, such as inadequate supply of land in urban areas, lack of diverse tenure options, slums and informal settlements, lack of financing options for EWS/LIG beneficiaries, low yield in the rental housing sector, lack of neighbourhood amenities, livelihood options, etc.

The series of Policy Dialogue for beyond PMAY-U attempted to drive the discourses on the future of housing policies in the country and creation of an inclusive urban India. These sessions advocated that public housing alone cannot cater to the demand for affordable housing in the country and multiple stakeholders need to be incentivised in order to ensure adequate supply of affordable housing in the growing urban areas of the country. The vibrancy and dynamism of the housing sector can be ensured by understanding citizens as capable actors which is innate in the implementation structure of PMAY-U and by fostering the roles of different stakeholders, including public agencies, private developers, real estate brokers, property managers. It is also vital to recognise the role played by informal sector in provisioning housing for urban poor & migrants by crafting policies and legal frameworks (strengthening the implementation of Model Tenancy Act) that respond to the on-ground realities. Further, the sessions aimed to identify and understand the different segments of affordable housing value chain.

Culminating the findings and learnings from the series of 18 policy dialogues, as discussed in the previous sections, the following recommendations are outlined across nine domains:

## PROVISION OF LAND TITLES TO SLUM DWELLERS

- The process of land titling can be initiated through drone technology.
- Small towns make up a big part of the city's metropolitan centres, and EWS should be able to get the security of tenure they need because it leads to demand for better housing (BLC), access to formal finance, and improved livelihoods.
- 70 million people are moving to cities around the world. Slums will be home to 3 billion people by 2030. As a result, for size and speed, land titles are the way to go.

## PROVISION OF BASIC/COMMUNITY INFRASTRUCTURE AND COMMUNITY PARTICIPATION

- Basic amenities and upgradation should be done through community models, through the NGOs. Incentivisation can be conducted for the same.
- Community infrastructure should be prioritised, and shared areas in the building habitat should be established.
- Issue policy directions for providing water and sanitation to unlink them from planning regulations and tenure status.
- Promoting Self Help Groups (SHGs) to be a part of the scheme is an important step in ensuring inclusivity and public participation because these organisations play a significant role in obtaining finance from the formal sector (NULM/Cooperative), ensuring judicious resource use, and lowering costs through community procurement.

## RENTAL HOUSING

- Rental vouchers can be offered to local governments or distributed by the state to migrants who lack a source of income and a better standard of living. Once they have a source of income, they can return the rental vouchers to the state government, which will then provide them with subsidised rental housing.
- We can supply amenities such as beds and subsidised food in rental homes, which can be



cross-subsidized with commercial areas or commercial accommodation in the same complex.

- In addition to ARHC, housing for seasonal migrant workers should be built.
- Provide security of tenure to the slum-dwellers to gain their trust and encourage active participation.

### **INTRODUCING NUDGE ACTIVITIES**

- NUDGE activities should be introduced as a part of Angikaar.
- NUDGE gives people the freedom from the ghetto structures of very less carpet area and congestion that have been created through various housing schemes.
- NUDGE has also worked in the ISSR vertical in a way that if the project is not viable then that can be compensated by the government through viability gap funding.

### **INITIATIVES FOR NEIGHBOURHOOD/ LIVELIHOOD APPROACH**

- Access to livelihood opportunities and neighbourhood level planning with a focus on intermediate shared open space should be encouraged instead of developing just a single dwelling unit. Providing housing to a large number of underprivileged people by deslumping India and providing them with a decent neighbourhood to live in.
- To accommodate the livelihood of low-income communities, mix-use zoning should be mandated.
- To make this approach efficient, master plan and development controls should mandate open public spaces for critical cluster-based livelihoods.

### **UPLIFT WOMEN PARTICIPATION/ EMPOWERMENT**

- Womens should be included in the construction process and sustainable daycare centres.
- Promote land titling in women's names, as having women's names on land titles has positive impacts on their participation in family decisions.
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### **AFFORDABLE HOUSING**

- Initiatives such as JAGA Mission has shown to be a scalable concept that can be adopted in a variety of cities and is effective in providing affordable housing for both landowners and those living in slum regions.
- House is a key driver in providing well-being, reducing poverty and informality, making cities resilient and inclusive in nature. Many concepts such as people centric approach, diversified participation, fit-for-purpose which can help in deslumping India and prepare India for the planned growth.
- To achieve the goal of adequate, accessible, affordable housing system for non slum urban poor, a balance among ownership housing and rental housing is needed. Therefore, approaches which promote affordability and inclusivity in the form of site and services, inclusive zoning ,AHP through PPP, diversified rental options can be incorporated.

### **SLUM REDEVELOPMENT/UPGRADATION**

- The majority of slum redevelopment efforts are focused on Metropolis or Class I towns, but there is a need to start thinking about the following step and include Class I through Class VI cities as well.
- For implementation of slum upgradation, the method should be at several levels, including community, state, and national. In order to attain slum-free India and make the project inclusive in nature, it is vital to develop a habitat with allied infrastructure rather than merely concrete buildings that lack the sense of home.
- Slum upgradation can be done by providing access to basic physical and social infrastructure services with convergence of other schemes such as Amrut and SBM.



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