

Chapter - V

Shelter

A. Introduction

5.1 Shelter is a basic need. When the need for shelter is not satisfied, it becomes almost impossible for an individual to think of satisfying his/her family aspirations and intellectual needs. Primary responsibility of any city is to provide its members with a decent and habitable shelter. A standard housing does not mean merely land and building, but includes basic services like water supply, sanitation and access roads.

B. Current scenario

5.2 The gap between households and housing units in 2001 was of the order of 36,000 units in the Chennai Metropolitan Area while in the City it was much less. The problem in Chennai city is that 15% of the dwelling units are semi-pucca and 10% of the units are Kutcha. Nearly 41% of the dwelling units are either one room units or units without an exclusive room.

5.3 Even though the proportion of the housing units with 'Kutcha' roofing materials accounts for only about 10%, in absolute numbers it is large i.e., 93,701 and these are vulnerable to fire accidents, particularly in summer months some times resulting in casualties.

Houseless Population and Pavement Dwellers

5.4 According to Survey of Pavement Dwellers in Chennai City conducted by the consultant SPARC for CMDA in 1989-90, the number of households who were living in pavements was 9491 at 405 clusters at an average of about 23 households at a place; their population was 40763 (20811 Male and 19950 Female) with 40.2% children population. Although the problem is not as severe as in other metro cities, due to large scale construction activities and increasing informal sector employment the problem is bound to become acute and it is important both from the point of view of these houseless pavement dwellers as well as keeping the pavements for their legitimate use, to find acceptable solutions to this problem.

Slum Scenario

5.5 Chennai City has a slum population of 819,872, which constitutes about 19% of the City Population. The Scheduled Castes Population in slums is of the order of 269,301 persons apart from 1830 constituting the Scheduled Tribe population. The slum population in the municipalities outside City as per a recent survey is indicated below:

Table No. 5.1: Slum Population in Selected Municipalities

Municipal Town	Population (2001)	Slum Population	% of Slum Population
Ambattur	310967	12690	4.1
Alandur	146287	4740	3.2
Avadi	229403	5895	2.6
Pallavaram	144623	14365	9.9
Tambaram	137933	3675	2.7
Tiruvottiyur	212281	20400	9.6
Madhavaram	76093	5150	6.8
Kathivakkam	32590	4395	13.5

Source: Pre-feasibility study for identification of Environmental Infrastructure requirements in slums in CMA, 2006 (Conducted for TNSCB & TNUIFSL).

Fishermen Housing

5.6 Chennai is a coastal metropolis and there are 84 fishermen villages along the coast of which 43 are in Chennai City, 30 are in the northern part of City upto Minjur and 11 in the south upto Uthandi. There are 12 landing sites in Chennai (14 and 38 in the northern and southern parts). Housing for fishermen becomes important particularly because the housing has to be close to their working area namely the sea and the restrictions placed by CRZ for several types of development. According to a recent count there are 36,162 fishermen households with an average household size of 3.81. They live in 31,688 pucca as well as kutcha structures of which 16,482 are in Chennai, 8439 in northern part of CMA and 6767 in the southern part of CMA. The growth of population among fishermen has increased by 5% between 2000 and 2005 and thus this trend is likely to continue. At present fishermen housing is dealt by Tamil Nadu Slum Clearance Board (TNSCB) and Fisheries Department.

Housing for Upper Income Groups

5.7 Till 1995 Tamil Nadu Housing Board (TNHB) was engaged in land development for housing and housing construction for the Middle and High Income Groups. However most of the upper income housing were constructed by individuals. This has changed since the entry of a large number of small and medium private builders into the real estate and construction market. This trend is also changing with the entry of large private sector real estate building construction companies into the housing field and today the upper income housing is market-driven. Hence shelter policies will have to be restructured in a way that adequate lands at affordable cost become available through public sector for EWS housing and slum rehabilitation and generally for all housing coming under the low income groups.

C. Principal Stakeholders

5.8 The principal stakeholders in providing housing in Chennai area are TNHB and TNSCB in the public sector. In the private sector builders including corporate builders and individuals are the chief contributors. Only the public sector has been involved in the housing of EWS and Low Income Groups, which constitute nearly 65% of the households. The TNHB has vast experience in developing neighbourhoods and composite developments providing for EWS housing through its neighbourhoods and sites-and-services programmes under the Madras Urban Development Projects. The TNSCB has experience in insitu development of slums with grant of tenure and also in large slum rehabilitation schemes. The role of cooperative sector in housing is limited to provision of loans to individuals. Till now the private sector has not been involved in housing for the low income groups and EWS. Their contribution has been mainly in providing houses for the high affordable groups.

D. Projection of Housing Demand

5.9 The housing need for CMA has been projected taking into consideration the growth of households, vacancy rate, demolition rate of buildings and replacement rate, The housing demand is estimated based on the growth of households, vacancy rate, replacement rate and affordability. The following table gives the details of projected demand for 2026.

Table No. 5.2 : Projection of Housing Demand in CMA						
	2001	2006	2011	2016	2021	2026
Population	7040616	7896230	8871228	9966636	11197763	12582137
Households	1619000	1754718	1971384	2214808	2488392	2796030
Total Housing Demand	62520	193638	413012	659479	927151	1237482
EWS (30%)	10796	58091	123904	197844	278145	371245
LIG (35%)	21882	67773	144554	230818	324503	433119
MIG (20%)	12504	38728	82602	131896	185430	247496
HIG (15%)	9378	29046	61952	98922	139073	185622

Special Requirement for Fishermen

5.10 The Fisheries Department has estimated the additional requirement of housing for fishermen at 42,543 units by 2025.

E. Policies and Strategies for Housing and Inclusive Development

5.11 Projected annual demand for housing varies from 38,000 units in the first 5 years (ending 2006), 44,000 units in the second 5 years, 49,000 units in the third 5 years, 54,000 units in the fourth 5-year and 62,000 units in the fifth five years (ending 2026). The present supply is about 60,000 units per annum.

5.12 The principal policies and strategies for CMA have been evolved based on the National Urban Housing and Habitat Policy 2005 and the National Slum Policy. Currently Government is evolving a detailed housing policy. The specific strategies proposed for inclusive housing are:

- a) Review of space standards considering land cost, availability of developable lands, land requirements, affordability and space standards for housing developments.
- b) New housing for EWS and LIG as well as rehabilitation of slum households will be in composite and special neighbourhoods whether developed by the public, private, cooperative or joint sector. These may be in the form of built dwelling units or affordable serviced sites.
- c) When housing neighbourhoods and apartment blocks are developed by the private sector on lands exceeding one hectare, 10% of the land shall be reserved and developed for housing for LIG/EWS with dwelling units not exceeding 45 sq.mt either within the site proposed for development or in a location within a radius of 2 km from the site under reference.
- d) The concept of Transfer of Development Rights will be made applicable to all types of social housing.
- e) All shelter programmes will be integrated with provision of infrastructure, security of tenure, health and education, livelihood opportunities and skill training and micro finance.
- f) Public-Private Partnerships will be facilitated to enhance capacity of construction industry to deliver housing for EWS and LIG through prefab and other innovative technology routes.
- g) Housing will be developed in proximity to employment centers both existing and proposed.
- h) In the event of housing being developed away from existing employment centers, new employment locations nearby will be created/encouraged.
- i) Pavement dwellers will be provided with affordable opportunities for housing in selected sites preferably close to their present pavement residence.

5.13 Other Strategies proposed are:

- a) Taking note of the demands for various target groups for housing, working women's hostels, student hostels, employees housing by employers, single person dwellings and night shelters will form part of housing action plans.
- b) Standard housing includes basic services like water supply, sanitation and proper access roads. Before the Government declared that the layout of house sites unauthorisedly is opposed to public policy and prohibited registration of plots therein, a number of unauthorized layouts had come up in the last 30 years, which lack basic services. These unapproved layout areas should be properly merged with the urban fabric by framing suitable regulation and permitting constructions in these plots.
- c) Land assembly using innovative measures such as land readjustment, land pooling, guided development and neighbourhood developments by TNHB and TNSCB severally or jointly will be encouraged to minimize undesirable speculation and increase in land cost to ensure planned development to provide for the needs of the lower income groups.
- d) Problems of shelter for the urban poor and their shelter improvement should be addressed through improvement of physical surroundings so that it has adequate basic services such as water supply, drainage, sanitation, street lighting, and other physical conditions leading to better hygienic environment; secondly, through the improvement of the actual structures that the slum dwellers live in , preferably by themselves (extending assistance in terms of financial and physical resources) and by encouraging *in-situ* development ; thirdly, through the improvement of the whole economic and social environment beyond the mere physical condition they live in.
- f) TNSCB would take steps to segregate the slums in unsuitable sites which require resettlement in the nearby sites or elsewhere; high dense slums which cannot be improved 'as - is - where - is' require to be housed in storeyed tenements; for slums which can be improved 'as-is-where-is' plans may be prepared with phasing and the same implemented in order to achieve the goal of total eradication of slums in near future, say at the latest by 2021. This policy would incorporate land readjustment and redevelopment using the BOT route.
- g) Identification of suitable land for urban renewal such as redevelopment and rehabilitation taking into consideration of age and structural stability of buildings, land use and level of infrastructure will be made by TNHB and TNSCB.
- h) Encouragement and incentives are proposed for development of self-contained new towns and settlements around and inside the CMA with all infrastructure facilities

- including those required for the IT developments with all attendant infrastructure facilities and housing needed.
- i) To discourage speculation and encourage optimum utilization of land, levy of a suitable nature in proportion to permissible FSI can be thought of.
 - j) All Government lands have to be properly identified, documented and safeguarded to prevent encroachment.
 - k) Retrofitting of old and vulnerable houses to make them disaster-resistant encouraged by involving financial institutions.

5.14 Area Development Strategies are

- a) CMDA will facilitate formulation of local level housing action plans by urban local bodies in association with public-private sector institutions.
- b) The housing locations in action plans of urban local bodies will be close and easily accessible from major road arterials and railway, existing and planned
- c) CMDA will facilitate local housing plans by rural local bodies by convergence of rural development schemes of government.
- d) Housing and neighbourhood developments will not be encouraged on high value agricultural land and prohibited on environmentally unsuitable land.
- e) Fisheries Department in coordination with CMDA and TNSCB will facilitate fishermen housing and settlement development close to their work sites.

F. The Plan

5.15 The plan has set apart lands for new housing in different parts of CMA. The following Table indicates the estimated new housing to be provided in different sectors of CMA.

Table No. 5.3: Estimated New Housing in CMA				
CMA Sector	Estimated New Housing in lakhs	Extent Earmarked in hect.	Suggested Density (Net)	LIG/EWS housing in lakhs
City	3.34			2.17
Urban Local Bodies (ULBs)				
North	3.76	9474	300	2.44
South	2.49	6728	300	1.62
Village Panchayats				
North	1.32	11784	100	0.86
South	1.46	7827	125	0.95

5.16 Specific locations for housing neighbourhoods and composite housing developments, camping sites and night shelters for pavement dwellers and houseless people will be included in the Detailed Development Plans made in accordance with the provision of the Tamilnadu Town and Country Planning Act.

5.17 Acquisition has been initiated by TNHB for about 1700 acres of land in 8 villages in CMA for housing development. A map showing the location of these sites is annexed. It has also proposed to acquire further lands around the city in consultation with CMDA.

5.18 Areas will be identified for urban renewal areas where assembled lands of 10,000 sq.m. and above will be given priority in housing development.

5.19 TNHB will mainly act as a facilitator for land and site development and providing opportunities for the construction of housing units to private agencies by private-public sector participation.

5.20 The parameters for regulating layouts and subdivision of land, apartment constructions, raising of trees and greenery, provision of utilities and related matters to support sustainable housing development are incorporated in the Development Regulations Volume II.

G. Monitoring and Review

5.21 A committee of CMDA to be known as “Shelter and Infrastructure Committee” with representation of Government and non-government stakeholders and experts will be constituted to monitor the implementation of policies and strategies in this sector and to initiate such studies and assemble such information as needed for the purpose. This committee will meet at least once in three months or as many times as needed. It will draw up detailed terms of reference for its work in consultation with the concerned stakeholders.

5.22 This committee may work through special working groups created for the purpose for the different sub-sectors under it.