Chapter V

Basic Services to the Urban Poor

5.1 Introduction

This chapter presents an overview of the urban poverty in Hyderabad. More than one-third of Hyderabad's population reside in slums, squatters and other poor settlements. Their contribution to city's economy has been also been growing over the period. In the absence of developed land and clear policy to address their problems, the poor suffer from many inadequacies in terms of access to basic services, socio- economic needs. It is necessary, therefore, to articulate policies and programmes to mainstream the slum communities with the city, both in terms of infrastructure provision and social and economic development.

5.2 Population below Poverty Line

As per the available data, the number of people living below the poverty line is 540 thousand of which about 430 thousand live in the MCH area and the rest in the surrounding municipalities. The BPL population is quite substantial and constitutes around 13 percent of the total population. There are wide variations in the number of people living below the poverty line across the municipalities. For example, the percentage of BPL population is very high in Quthbullahpur and Rajendranagar constituting about 37 and 24 percent respectively and very low in Serilingampally, Uppal and LB Nagar constituting around 3 to 4 percent. Table 5.1 gives the details.

Table 5.1: BPL Population in MCH AND Surrounding Municipalities

Town	BPL population	% of BPL Population
MCH	429189	14.10
Serilingampally	2722	3.76
Kukatpally	16434	8.79
Quthbullahpur	38990	36.58
Alwal	7824	11.77
Malkajgiri	4021	3.16
Kapra	14982	17.07
Uppal Kalan	2438	3.22
LBNagar	3566	2.29
Rajendranagar	20000	23.66
Total	540166	13.48

Source: HUDA Master Plan 2011, Hyderabad Vision 2020 p.216

5.3   Growth of Slums and Slum Population

Hyderabad is characterized by a very significant presence of the urban poor, with a growing poverty profile. Slum settlements have multiplied over decades and the living conditions of the poor have not improved. Environm ental decline, vehicular pollution, inadequate basic services and infrastructure in the poor settlements hit the poor hardest. Slums are scattered across the city and surrounding municipalities, with high population densities and the number of people inhabiting them   estimated to be around two million. It is estimated that more than half of these slums are on private land, and the rest on lands belonging to various public entities.

Poverty has a visible gender dimension too. The incidence of poverty among women is higher and female-headed households constitute the poorest of poor.

The number of slums and slum population in Municipal Corporation of Hyderabad has been increasing at a faster pace over the decades. In addition, in the municipalities around the MCH constituting the Hyderabad Urban Agglomeration (HUA), there are around 500 slums. As these municipalities were constituted only in the late 1980s the slum population is high. For example in Quthbullahpur, Alwal and Rajendranagar they constitute about 60% of the total population underpinning the enormity of the problem. Their slum populations are presented in Table.5.2.

In the HUA area, as can be seen from Table 5.2, there are 1631 slums with an approximate population of 2.0 million which are not concentric at a particular location. They are spatially spread all over the HUA area, which is a cause for concern and requires appropriate strategies. Another concern is that sereval of them are non-notified making it difficult for the provision of infrastructure and other services on sustainable basis. Some of the slums in the MCH area are very old established more than five decades ago and continue to suffer deprivations.

Table 5.2: Slum Population in MCH Surrounding Municipalities

Town	Number of slums	Slum Population (2001)	% of Slum Population
MCH	1142	1411000	38.83
Serilingampally	59	73866	49.07
Kukatpally	81	19585	6.74
Quthbullahpur	77	138360	61.27
Alwal	61	62585	58.81
Malkajgiri	44	47396	27.08
Kapra	33	47064	29.57
Uppal Kalan	21	43586	36.86
LBNagar	75	23478	8.96
Rajendranagar	38	84287	58.87
Total	1631	1951207	37.47

Source: ULBs

The poor, not only habitat in slums of HUA area but are spread in squatter and informal settlements in small groups deprived of basic services. This makes them more vulnerable to vagries of nature and threat of eviction. There is no record of data on the number of such settlements and their population.

5.4   Socio-economic Characteristics of slum population

5.4.1 Communities

Slum population in HUA is heterogeneous in character - with Hindus, Muslims and Christians having migrated from different neighbouring districts, which once formed part of the erstwhile Nizam's dominion. Languages predominantly spoken in slums in Hyderabad and Secunderabad are Telugu and Urdu, followed by a smattering of Marathi and Kannada. Similar pattern exists in surrounding municipalities as well.

5.4.2 Literacy

As per the census 2001, the literacy rate of slum population was found to vary between 60 - 80%. Female literacy in slums varied from 52 - 73%. Table 5.3 gives the literacy status of slum population in MCH and surrounding municipalities.
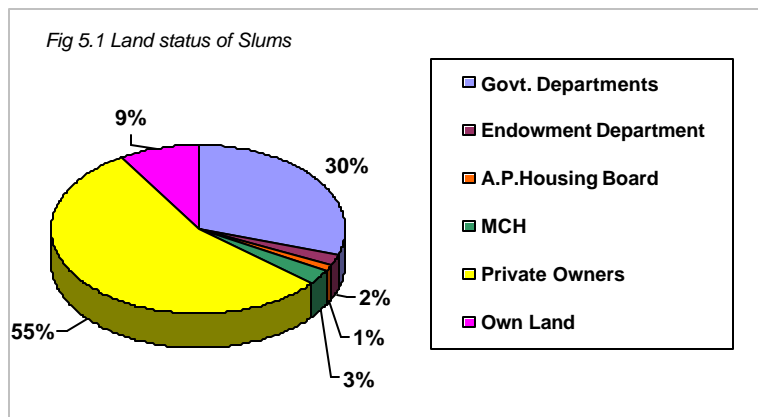
Table 5.3: Literacy among Slum Population

Town	Literacy Rate (2001)	Female Literacy Rate (2001)
MCH	72.5	65.94
Serilingampally	63.75	55.79
Kukatpally	72	63.48
Quthbullahpur	73.5	64.62
Alwal	80.29	72.38
Malkajgiri	75.34	67.38
Kapra	69.55	59.37
Uppal Kalan	73.05	63.14
LBNagar	63.67	53.25
Rajendranagar	60.15	51.66

Source: Census – AP-2001

5.4.3 Land Holdings

Slums in HUA are located on state government, municipal and quasi government land, Abadi land, central government land, private land and unclaimed land. Government of Andhra Pradesh classified all the slums on government land into objectionable and unobjectionable in 1985 (Figure 5.2.) Categorisation as "objectionable" was based on location and land use - location on riverbeds, low lying areas, drains, road margins, etc. Only a few slums were cleared as 'unobjectionable'. In case of surrounding municipalities, they were the small and scattered villages inhabited by the poor; particularly the labour from the industrial areas. They suffer from worse deprivations in terms of physical and social amenities as well as sustainable livelihoods.

Fig 5.1 Land status of Slums

- Govt. Departments
- Endowment Department
- A.P.Housing Board
- MCH
- Private Owners
- Own Land

30%, 9%, 2%, 1%, 3%, 55%

5.4.4 Environmental Conditions and Health Status

The environmental conditions in slums are very poor and lack basic civic amenities like dust proof roads, drainage, protected water supply, street lights and adequate number of community toilets. Earlier studies have recorded that the common diseases prevalent in

slums in Hyderabad are gastro-enteritis, dysentery, liver enlargement, malnutrition, ringworm, scabies and other skin diseases. To overcome these hazards health infrastructure was developed and 64 urban primary health centres were established under IPP VIII. Most of the slum communities and the poor access the services from these centres. However in surrounding municipalities such facilities are not available.

5.4.5 Basic Infrastructure

Access of slum population to basic services is a key indicator of the quality of life in slums in particular and the city in general. The infrastructure provided during the Slum Improvement Projects is presented in *Table 5.4.*

Table 5.4: Basic Infrastructure in Slums

Services	Units	MCH	Surrounding ULBs
Roads	Km	1175	473
Sewer Lines	Km	548	124
Storm Water Drains	Km	366	236
Community Latrines	Seats	111	42
Street Lights	No.	35824	16506
Drinking Water Supply Piped Supply	Km	107	261
Drinking Water Supply Public Stand Posts (PSPs)	No.	508	1623
LCS Units	No.	6659	13216
Community Centres	No.	380	135
Schools	No.	340	332
Water Supply Coverage	%	70	52
Sanitation Facility	%	55	70
Electricity	%	70	77

About one third of the slums have individual service connections and the rest depend upon public taps. A significant feature is that despite 90% coverage of slum areas with water supply lines, the individual service connections are less. Basic infrastructure facilities in the slum indicates that they are minimal and inadequate and need to be strengthened.

5.4.7 Community Facilities

The community facilities in the slums comprise of schools, community halls, etc. No other amenities are available in the slum areas. The existing community infrastructure facilities in slums of Hyderabad are presented in Table 5.5.

Table 5.5: community facilities in Slums of Hyderabad

Sl. No.	Description	Schools No.					Community Halls (no.)
		Govt., School	Schools running in Pvt. Bldg.	Anganwadi	Sarva Siksha Abhiyan	Bala Jyothi	
1	MCH	164	78	93	-	5	380
2	Surrounding ULBs	241	97	107	47	15	148
	Total	405	175	200	47	20	528

5.5 Unorganised and Informal Sector Employment

The contribution of informal sector, with more than 30% of the industrial workforce, to the city's overall economy is considerable. The income per employed person in the organised sector may vary from 6.5 to 3 times the income per employed in the informal sector. Hence the informal sector contributes to more than 30% of the total income generation in the city and the same can be applied to Hyderabad. Studies conducted by Ministry of Urban Development and Poverty Alleviation in 2001 indicates that informal sector accounts to 50-60% in a majority of the cities of the country and their share in the urban employment is increasing. The salient features are:

?? The sector derives its importance due to the scale and nature of operations;

?? The activities are concentrated around the business districts, along the important road network in the city. They occupy the road margins, footpaths etc. and are spread all over the MCH and surrounding Municipal areas;

?? The major areas of concentration of informal activities is noticed in Sultan Bazaar, Begum Bazaar, Abids, Ameerpet in Hyderabad and R. P. Road, MG Road, some portions of Tarnaka in Secunderabad and surrounding municipalities; and

?? The people involved in the informal sector constitute a major portion of urban poor as these units have a low labour income though the entire family might be involved.

5.6 Poverty Reduction Initiatives

The urban poverty reduction programmes in city started with the Urban Community Development (UCD) Programme in MCH in 1967. This is one of the internationally acclaimed programmes of poverty reduction.   After its initial success, the UNICEF and the British Government supported the poverty reduction programmes during 1983-96. At present there are many ongoing poverty reduction initiatives as presented in Table 5.6.

Table 5.6. List of Poverty Alleviation Programs

NATURE	MCH	Surrounding ULBs
Externally Funded	?? SIP ?? IPP-VIII	?? APUSP ?? APURMSP
Central Sponsored	?? Swarna jayanti sahari rozgar yojana: (SJSRY) ?? National slum development programme (NSDP) ?? Balika samrudhi yojana (BSY) ?? Adarsha basthis programme (ABP) ?? Special nutrition programme: (SNP) ?? Individual Latrines - Low Cost Sanitation Programme (ILCS) ?? VAMBAY	
State Sponsored	?? Rajivnagar Bata Programme ?? Urban Programme for Advancement of Household Incomes ?? Rajiv Yuva Sakthi / Rajiv Gruha Kalpa ?? INDIRAMMA ?? Welfare Programmes Sponsored by Women, SC, ST, Minorities and Other Corporations	
ULBs Funds	?? Clean slum initiative (CSI) ?? Voluntary garbage disposal scheme (VGDS) ?? Anti larval operations in slums	Basic Services

As we shall see later, several government agencies and NGOs also implement programmes relating to education, health, welfare and others. Studies indicate that there is lack of coordination and convergence in programme implementation. There is need to bring all these efforts under a single authority to facilitate coordination and convergence and to avoid duplication of effort and resources.

In addition to the above, the state government has taken up the following initiatives

- ?? Water supply connection to BPL families for Rs 1200
- ?? Policy of spending 40 % of net municipal fund for improvement of slums
- ?? Notification of Un-notified Slums
- ?? Slum Improvement based on new Prioritised Matrix Approach
- ?? New citizen friendly street vendor policy

The full impact of these new initiatives is yet to be seen as they were initiated only recently.

5.7. Community Structures

Urban Community Development Department (UCDD) of the Municipal Corporation of Hyderabad (MCH) is the lead agency in the implementation of slum improvement projects and is responsible for the coordination of different inputs. The main focus is community mobilisation, and organising the community to implement community development activities through their involvement. Currently, the Department coordinates the direct provision of a large programme of slum improvement with a large budget. An intrinsic feature is of the urban community development program is mobilizing the community and involving them from the beginning through Neighbourhood Committees, Community Welfare Organisations, Mahila Mandala and Youth Clubs. Under the Urban poverty reduction programs, Community structures were established with the community having a major say in the provision of infrastructure and other services. In addition, the socio-economic programmes, especially those aiming at empowerment of women and weaker sections by generating self-employment through skill improvement, are under implementation through SHGs and other community structures.

5.8 Institutional Structures

The Urban Community Development Department in MCH and Urban Poverty Alleviation Cells in the surrounding municipalities are the umbrella organizations for the implementation of programmes and schemes for the poor. In addition there are a large number of agencies responsible for implementing programmes aimed at poverty reduction. They include the revenue, education, health, housing and SC, ST, BC, Physically Handicapped, Women and Minority welfare departments and their organisations, urban development authorities, CBOs, NGOs and academic institutions, etc. The Table 5.7 gives an indicative list of agencies and the focus of their activities.

A serious problem in this arrangement is the overlapping jurisdiction and absence of coordination and convergence of programmes and activities. There is need for integrated and unified arrangements for addressing the problems of poverty reduction comprehensively. This will facilitate better targeting of programmes, effective identification of beneficiaries, facilitates participation of community based organizations, better institutional coordination, etc.

Linkages should be established between the UCD/UPA Cells and civil society and their role in poverty reduction should be clearly understood.

Table 5.7 Indicative list of Institutions and Programmes

S. No.	Institutions	Programmes
1	MCH/ULBs	Implementation of poverty programmes
		Notification and denotification
		UCD
		Health and Sanitation
		Town Planning
		Infrastructure
2	District Collector	Issue of Pattas
3	Scheduled Caste Corporation	Provision of loans and subsidy for livelihoods
4	Minorities Development Corporation	Provision of loans and subsidy for livelihoods
5	Women Welfare Development Corporation	Provision of loans and subsidy for livelihoods
6	Housing Corporation/Board	House Development
7	Education Department	School education
8	Health Department	Health care and ICDS
9	Social Welfare Department	Welfare of backward sections
10	HUDA, QQSUDA	Planning and development
11	Urban Health Posts/Centres	Primary health care
12	NGOs	Livelihoods and services
13	Research and Training Institutions	Studies and surveys
		Training
		Impact assessment
		Policy advice and support
14	CBOs	Articulating needs and priorities
		Planning and implementation

In the urban agglomeration area effective coordination between the Corporation and ten municipalities will benefit both. Similarly, urban health centre in MCH should become the focal point for implementing the programmes. Similar system should be established in the surrounding municipalities as well. There is also need for convergence of programmes and coordination between UCD and UPA cells and government agencies, for effective targeting and better impact.

In addition to ensuring better coordination across the public agencies, private sector and the civil society, it is recommended that a high level Task Force at the metropolitan city level should be set up with representatives of public sector, private sector and the civil society as the members. The Task Force should provide support for implementation of the action plans .

Key Challenges

In spite of several initiatives towards poverty alleviation there are several critical issues and challenges that need to be addressed. They Include:

- **Lack of Dependable Data:** Lack of dependable data on various aspects of poverty including number of slums, slum population, access to services like water and sanitation, livelihood, etc.

- **Land Tenure**: Land tenure continues to be a daunting issue in addressing the problems of the poor. People living in non-notified slums are most vulnerable, as they are not officially recognised. They are most vulnerable with no regular incomes, access to basic services absence of tenural rights, etc

- **Infrastructure Deficiency**: Deterioration of infrastructure created by investments under various slum improvement programs due to inadequate maintenance, finance and direction in the post-project phase resulting in poor quality of service availability to the residents in the already improved slums. The infrastructure created in slums is not linked to the citywide networks. With funds constraints, service provision for the poor becomes a sporadic activity rather than a regular service delivery system of local government.

- **Absence of Integrated Response:** The experience of implementing poverty programmes clearly brings out the need for an integrated response to deal with the problems of the urban poor. The experience highlights the fact that no sectoral intervention would mitigate the problems of the urban poor or improves their quality of life. It is also noted that programmes for the poor need to focus on particularly vulnerable groups among them, like women and children, disabled and destitute, the aged and children in difficult circumstances. Lack of coordination leads to inefficient use of resources.

- **Neglect of Informal Settlement: Programs** arte targeted mostly for notified and developed Slums. Lack of awareness of non-notified slums and de-notification policy for developed slums.

- **Weak Municipal Resource Base:** Poor resource base for creating and constantly maintaining infrastructure is a critical issue. As they depend on adhoc grants, the service provision for the poor becomes a sporadic activity rather than a regular service delivery system of local government institutions.

- **Absence of Connectivity:** The infrastructure created in slums is not linked to the citywide networks in all cases.

- **Lack of co-ordination** among various programs and institutions to address the problems in an integrated and meaningful way.

- **Vulnerability**: Programs for the poor need also to focus on vulnerable groups among them, like women and children, disabled and destitute, aged and children, etc.