Ph. D Synopsis

Title: Urban Resettlement and Sustainable Urban Development: Three Comparative Case Studies in the City of Hyderabad

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Introduction

Today, almost one half of the world’s population lives in cities. The world’s cities are growing by one million people each week. Cities play a significant role in development and they continue to attract migrants from rural areas because they enable people to advance socially and economically. Cities offer significant substantial livelihood options in the form of jobs, housing and services, and are important centers of productivity and social development. India in the post independence period planned economic development that led to development for sure but there is also another face to it where large number of people had to suffer in several ways in the name of national development, the “city-dwellers” are no exception.

Today large numbers of people live in the cities but do not have any entitlements. These people are called as informal dwellers as they live in the so called slums. “The existence of a slum means the authorities have failed,” says the World Bank. “The slum population of the country works out as above 40 million accounting for 14.12% of the total urban population. The States reporting high share of slum population in total urban population are Maharashtra, Andhra Pradesh and Haryana constituting 25.9%, 25.1% and 23% of the urban population respectively. Andhra Pradesh has 5, 149,272 population in slums which come up to 25.11% of urban population. Specifically Hyderabad has 17.43% of slum population”. This population has no rights or entitlements and they reside in public places. The major cause for population displacement has been the projects undertaken to promote development at different level for different reasons. Displacement for development is the process of physically uprooting large section of people from their land, economy, resources and culture. The ideology of development is used to strengthen inequitable social relations in society, through the acts like displacement.

This phenomenon needs a different approach as they are also part of the society and they too have all the rights to have a dignified life.

**Literature Review**

**Forced Displacement- A Phenomenon**

Forced displacement occurs as a result of the need to improve infrastructure and consequently development like new industries, irrigation, transportation highways, power generation, and other developmental activities such as hospitals, schools, and airports. Such programs are indisputably needed. They improve many people's lives, provide employment, and supply better services. Nevertheless, the involuntary displacements caused by such programs also create major impositions on some population segments. They restrict the rights of the population's by state-power intervention and are often carried out in ways that cause the affected populations to end up worse off. This raises major issues of social justice and equity. The principle of the "greater good for the larger numbers," routinely invoked to rationalize forced displacements, is, in fact, often abused and turned into an unwarranted justification for tolerating ills that are avoidable. The outcome is an unjustifiable repartition of development's costs and benefits. Some people enjoy the gains of development, while others bear its pains.

The most widespread effect of involuntary displacement is the impoverishment of considerable population. In India, for instance, researchers found that the country's development programs have caused an aggregate displacement of more than 20 million people during roughly four decades, but that 75 percent of these people have not been "rehabilitated" (Fernandes 1991; Fernandes, Das, and Rao 1989). Their livelihoods have not been restored; in fact, the vast majority of development resettlers in India have become impoverished (Mahapatra 1999b).

Involuntary population resettlements entailed by development programmes have reached a magnitude and frequency that has been demanding a strong policy guided solution in the present century. Involuntary urban resettlement can be defined as displacement of people (with coercion rather than cooperation) from a specific area and reconstruction of their livelihood; sometimes can be called as rehabilitation. There has been a record where 10,000,000 people each year are
displaced worldwide by infrastructural development programmes that may be dam construction, urban development or transportation.

Historically Social Sciences has been a discipline, which has taken a strong note in tune with recording the effect. As Cernea puts it, “Public policy responses to hard development issues can gain much from listening better to social research. But it is important to state that social scientists themselves have to do much more to equip governments and public organizations with adequate practical and public advice”\(^2\). The present task of finding a long lasting sustainable solution to the problem has shifted over to the arena of public policy. On the other side there has been an inability of social science research to acknowledge the full impact of the process of resettlement. The real challenge has come now, as this has to be grounded in a larger structural critique of development.

The extreme analytical attention on resettlement makes the understanding more broad and specifically shows the much amplified growing political resistance and active opposition developed in several countries against involuntary resettlement. Resettlement is defined as “Displacement of people and reconstruction of their livelihood; this reconstruction is sometimes called rehabilitation. Each has its own demands, risks, costs, logistics and socio-cultural and economic effects”. Even if sheer size is considered; population displacement fully calls for structured public policy responses, as well as for continuous attention from social scientists. The study mainly concentrates on how public policy responses to hard development issues can gain much from listening better to social research\(^3\).

Displacement is a move which is effectively permanent, in the sense that the area where people used to live has been transformed by the intervention, and there is no going back’. Displacement with resettlement is thus to be distinguished from resettlement, where people may simply have to go out of the way and make provision for themselves, and which should perhaps rather be termed


‘expulsion’. The major policy message embodied in the models of resettlements is that, general risk pattern inherent in displacement can be controlled through a policy response that mandates and finances integrated problem resolution. Participatory planning in displacement is severely restricted and what planning does take place is effectively reduced to preparing for the actual relocation of the people. Any preparation and planning for the long term needs of those who are moved, tends to be delayed, or even abandoned, thus fields are not prepared properly before move is clearly seen and which has successfully led to failures of the resettlements. Involuntary resettlement is not a problem that will fade away in the foreseeable future.

It is important to locate gender and the consequences of resettlement and displacement on women and the problem faced by women in different displacement contexts and how public policy has to respond to this problem. Displacement is essentially the acquisition of land in the name of development and national development. Planners in the ground justify the displacements that they provide benefits to large number of people. However they tend to forget or overlook the short term and long-term consequences, such as loss of productive assets, dismantling of social networks. It is universally accepted that every human being has a right to just and sustainable development, development processes, as they are implemented, affect vulnerable groups in ways that extend the cost way beyond monetary value of the previous life. Schedule castes and other minority groups are the worst hit. Displacement is increasingly being understood as a multidimensional phenomenon, affecting people’s lives in their entirety, encompassing not only the economic but also the social and cultural sphere, all of which feedback into each other. Land acquisition is the major cause of displacement. The land acquisition laws being favorable to the administrators have deteriorated the chances of people getting equal justice in the case of displacement and this is also a major reason which has facilitated several displacements. There are two important views or two ways how displacement and resettlement is being understood.

1) **Absolutist Stand** – this type of view says that there are large numbers of people in the society who take this absolutist stand, which says that the displaced can never be

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adequately compensated for what they lose. This has been the stand of even the activists and organizations involved in the issue, but the author feels that this view should be discarded and a positive attitude with proper planning and public policy has to take place, which can give scope for best resettlement.

2) **Standard of Living Approach** - Sangeeta Goyal argues that the principle most generally invoked with regard to resettlement and rehabilitation is that, compared with the pre-displacement situation, all projects affected persons should have similar or higher ‘standard of living’. This principle has a broader thrust than just resettling people for the sake of resettling.

There is a problem of recognizing the claims of those who are in railway squatters or beside the streets as they have no legal rights to the space they have occupied. The interesting conceptual move that has reordered the numerous ad hoc and paralegal solutions in this area is the distinction between *rights* and *entitlements*. Rights belong to those who have proper legal title to the lands or buildings that the authorities acquire; they are, we might say, proper citizens who must be paid the legally stipulated compensation. Those who do not have such rights may nevertheless have entitlements; they deserve not compensation but assistance in rebuilding a home or finding a new livelihood. The problem remains, however, of how these different kinds of rights and entitlements are to be identified and validated and how to ensure that the compensation or assistance reaches the right people. Efforts at minimizing displacement or improving resettlement will only be marginal, palliative and temporary if they are not conceptualized in a wider socio-political context. Stress on planning is required as it is the most important and essential part of any resettlement. Planners and administrators invariably capitalize on and manipulate the relatively weaker socio-economic and political position of most of the people facing. Their numbers are underestimated, they are treated indifferently and only minimal cash compensation, if at all, is paid. There is an extraordinary unwillingness to grant them clear rights, such as security of tenure on alternative developed land sites. Historically social scientists

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have been better in recording the tragedies and trauma of evictions and displacement than at generating conditions that would prevent these from happening\(^7\).

The experiences in the past two decades of struggle and debate across the country and concrete situations of displacement, and resettlements have given a new dimension and understanding to the problem. Given several similar experiences and situation has led to some type of strong initiative regarding displacement and resettlement. There is need to look beyond just rehabilitation, and there is a need to look at more fundamental questions. Any resettlement policy has to be in accordance with article 19(1)(e) of Indian constitution, guaranteeing to people the freedom and right to settle and reside anywhere in the country, and also international law, which is acknowledged in national rehabilitation policy (NRP). Displacement has become a common phenomenon, both project and non-project. This involves lot of coercion. Some 100-200 lakh people have been displaced in urban and urbanizing areas over the five decades since independence. The right of the displaced to reside at the constitutional level has to be respected\(^8\). The status of displacement and resettlement processes are at project designer’s negligence. The designer’s and implementers clearly treat involuntary resettlement component as subordinate to construction process and schedules, and as economic externality. The planners many a time term it as an unfortunate side effect of the main project. If projects are for development then that process has to keep in mind and ideally provide the affected people with an enhancement of (a) their material circumstances; (b) their range of options or choices; (c) their control over their day to day affairs. Any model should speak about the general risk pattern inherent in displacement, which can be controlled through a policy response that mandates and finances integrated problem resolution\(^9\). Displacement is an expropriation of land and other assets in order to allow a project to proceed for the overall social good. Displacement may be partial or total. Resettlement refers to the process of reconstruction of the livelihood; there is a loss of home and the kith and


kin. Displacement and resettlement have paved path for larger debate as they are considered to be beneficial for the larger society, but also for that project-affected person’s displacement represents the imposed unraveling of their economy and society. If development has to occur then at no point it can just forget the project affected people and their welfare as they are also part and parcel of the society in which we live\textsuperscript{10}.

Involuntary resettlement consists of two closely related yet distinct processes: displacing people and rebuilding their livelihoods. The complexity of involuntary resettlement and the enormous diversity of project situation make achieving good resettlement a formidable task. When people are displaced, production systems may be dismantled, kinship groupings disrupted, and long established residential settlements disorganized. People’s lives are affected in very painful ways. Many jobs and assets are lost. Health care tends to deteriorate. Links between producers and customers are often severed, and local labour markets are disrupted. The special feature in his paper is that he makes a clear distinction between voluntary and involuntary resettlement. On the other hand he uses scudder-colson relocation theory and discusses it in a great extent so that the model can be adapted to Indian situation in a meticulous way. Several international experiences of involuntary resettlement give us an understanding of Indian situation regarding the problem\textsuperscript{11}.

Gender is increasingly seen as a powerful social and cultural construct determining the ways in which social relations are structured between men and women. It constitutes the entire ambit of relations that govern the social, cultural and economic exchanges between women and men in different arenas from the household to the community, state and multi-lateral agencies (Jackson and Pearson, 1998). Gender is central to how societies assign roles, responsibilities, resources and rights between women and men. Allocation, distribution, utilisation and control of resources are thus incumbent upon gender relations embedded in both ideology and practice. In most parts of the world, there exist gender biases, which disadvantage women. Gender is not a static concept but differs in different cultural, geographical and historical contexts. It is contingent on


factors such as age, class, culture and history. Therefore, it is wrong to assume homogeneity amongst women. Gender analyses do not merely focus on women but also look at the ways in which men and women interact with each other and the gendered nature of their roles, relations and control over resources.

**Research Problem and Significance of Study**

The development process has been leading to displacement, which is coercive, and this calls for proper resettlement of the displaced. The resettlement has to be a sustainable one and such a resettlement can take place only if there is a participatory approach involving the dwellers as few studies point out this has to be worked at the very ground level of formation of public policy of a development project. There has been a good number of works done on resettlement. But specifically on urban resettlement few pioneers like Michael Cernea, Harimohan Mathur, Paula Banerjee and Ranavir Samaddar have worked extensively. There has been a considerable projection of the problem through the prism of social justice, vulnerability of the marginalized, gender sensitivity, impoverishment and such other psychological trauma, which occurs on the people who are resettled. The process has also witnessed a diagnostic and a predictive study of the phenomena. The works also show how development projects can operate through development of the displaced. A few public policy issues have also come up in the process.

The involuntary displacement and consequent resettlement of populations has been a major concern all over the world during the past two decades. During this period, investigators from a variety of scientific fields have conducted research on the impacts of official policies and procedures-or lack of policies-for resettled populations. Most of these efforts have focused on "mega projects" for hydroelectricity and irrigation in rural areas, while the experience with involuntary displacement of urban populations, especially in the slums and poverty belts of large cities, has been less systematically assessed. A disciplined effort to understand the specific features of urban resettlement would help in designing operational policies, strategies, and procedures that are compatible with the socio-economic and political realities in the urban context.
If the above mentioned is the case with the resettlement which is the basic and backbone of research, the other case, which deals with sustainable development has also been the most pampered word and a word which has got a unique character and position of getting adopted according to the problem. A massive body of works has been done on sustainable development but the works pertain and restrict themselves at producing a solution to keep the urban sphere sustainable with the given condition. The significance of the research is in getting both the concepts of urban resettlement and sustainable development together. The research is focused on giving new dimension to the development induced displacement with concepts of justice, right and opportunity. The study aims at even being innovative in circumstances where displacement is inevitable as an opportunity to develop the city, make it sustainable on overall basis and improve the living condition of the large number of informal dwellers who are not in the best of the socio-economic and psychological conditions. The combination of both the concepts is expected to come out with some practical solutions and allowing development of not just a section of the society but aiming at overall development, which leads to an egalitarian society.

Objectives

A) To use John Rawls’s concept of justice to assess the problem of displacement and resettlement in the urban scenario.
B) To analyze, how unplanned development leads to the problem of displacement in Mega cities like Hyderabad.
C) To assess the impact of displacement on the communities before and after displacement, and investigate the impact of unplanned development in the city of Hyderabad.
D) To study whether urban resettlement can be used as an opportunity for sustainable urban development.

The Research Methodology

As part of the research a pilot study of the place was conducted through a questionnaire formulated according to the need, requirement and keeping in mind the diversity of the population. With frequent visits to the field a tangible rapport was built up and in the later stage the field study was conducted. The study is based on both primary and secondary
sources and data collection. Primary data is used to have ground level understanding. The primary data is collected by having a basic information sheet which was similar to all the families, and it is considered for sampling. The secondary data is used to have the conceptual understanding of the wide area of resettlement and sustainable urban development.

The primary data is collected at two levels; one, at the stage of official level in order to know their approach at the policy as well as personal level towards resettlement. The second one was with the resettled people in order to understand the implications of resettlement in social, economical and political life. The study is carried out through Case Study method, Participant Observation Method, Questionnaire Method and proportionate Stratified Random Sampling. Apart from this the process is carried out through structured interviews, focused group discussions and informal interactions. 15% of the total displaced population is taken and investigated through Proportionate Stratified Random Sampling for quantifying the data. The collected data is cross checked with Triangulation method so that the accuracy of the data is maintained. The collected data is analyzed through Statistical Package for Social Sciences (SPSS) with sufficient graphs and pie charts as to illustrate in the form of comparative case studies and many of the case studies have been formulated through informal interactions and focused group discussions. The major part of the research relies upon Diachronic Method to analyze the status of the people with different parameters in pre-displacement and post resettlement. The questionnaire method is used for the better understanding of the pre-settlement and post-resettlement scenario. Following Kothari’s study, the diachronic comparison is being made by focusing on the pre and post settlement process.
Structure of the Thesis

The thesis is divided into five chapters apart from Introduction and conclusions. The chapters are:

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The Second Chapter: Facets of Displacement and Resettlement-Policy Reviews, Approaches and Gender Perspectives starts with the first section on policy reviews with rehabilitation and resettlement policy in India and its nature. The section in detail explains the draconian law of Land Acquisition existing in the form of Land Acquisition act of 1984 and its features that has been a matter of concern from almost a century. The concepts of public domain and public purposes which are of high controversy are dealt with considerable care. This section not only finds problem with the policy but also suggests the model type which can be of better use for the displaced community using the empirical experience. Series of amendments and national laws have been presented with a critical tone as to sensitize the system to the agony of the displaced mass.

The second section on approaches to displacement and resettlement consist a wide range of literature reviewed on displacement and resettlement in India as well as other parts of the world. The literature review consists of several approaches to displacement and the severity of displacement through different techniques. The chapter consists of assessment of capability and well being approach to absolutist approach used by several governments and departments. The last section on gender perspectives has greater importance in this particular work, there are very few works which have paid attention to the gender dimension to displacement. The women are
the most vulnerable among the vulnerable and they are neglected in the resettlement process. The amount of psychological stress and risks they go through goes unnoticed most of the time.

The Third Chapter: Making Sense of Resettlement-A Theory and Models is the innovation of this thesis and it formulates the crux of the findings and the applicability of Rawlsian approach to displacement and resettlement in the first section. This section discusses the justice concept in general proposed by Rawls and particularly deals with difference principle used by Rawls. The applicability of Difference Principle in Indian scenario and the least advantaged group has been dealt elaborately. Attempt has been made to use Rawls’s concept of least advantaged in the context of India. This attempt has been made as the section of the population displaced in the chosen three case studies from Hyderabad consist the categories which are called as reserved and minorities in India. The second section of the chapter on models is of high utility in the context of growing number of displacements happening around the world and particularly in the third world countries. The speciality of the concept of sustainable development being adaptable to several contexts is the logic behind including this in the thesis. The sustainable model speaks about livelihoods, human development and sustainable settlements. The concept is of high utility as displacement disrupts all the above mentioned factors when it occurs due to which the generations suffer. The chapter gives some of the applied models to promote livelihood and settlements.

The Fourth Chapter: This is an empirical study titled Three Comparative Case Studies in Hyderabad. The chapter deals with three cases of displacement and resettlement in the city of Hyderabad. The chapter begins with the profile of the place and the process of displacement and resettlement. There is a description of how the displacement occurred and later the problems of the displacement and related aspects. After the explanation of each of the case a comparative description is given with regard to demographic data, social stratification, political affiliation, religious status and such other things. The major finding of income before and after displacement using diachronic method is also presented.
The last chapter of the thesis is the **Conclusion** and this chapter essentially contains some of the revelations and policy imperatives. Fifty years of research has shown that development-induced displacement is likely to unleash widespread changes called the resettlement effect, these changes include multi-dimensional impoverishment, the loss of homes, communities, productive land, income-earning assets, subsistence, community-shared resources, and cultural sites. The non-material impacts may be even greater, including human rights violations, deep fractures in social structures, networks and ties; threats to cultural identity and health; and destruction of social capital. From this perspective, women, children and the elderly are particularly vulnerable to the resettlement effect. The loss of social capital is particularly serious, as it diminishes the society’s capacity to withstand non-project related threats. The section suggests how best a displacement can be prevented and in case of inevitable displacement how best a resettlement can be given. The process of participation and appropriate compensation aspects are also covered apart from using right based approach for displacement and resettlement rather than charity approach. The section contains several case studies analyzed in line with the theory and models used for the work.