The policy and practice brief on 'Basic Services and the Urban Poor Children' has been published by Youth For Social Development with the purpose of improving physical environment and basic services for the urban poor children which is vital for their physical and mental growth. We do believe this will provide important research and policy inputs to various stakeholders specifically the government, policymakers, service providers and think tanks to improve urban basic services.

Introduction

The human right to housing is the right to live in adequate shelter in security, peace, and dignity. The right to housing is not merely having a roof over one’s head, rather, it requires an accessible habitable space that fulfils the basic needs of humans to personal space, security, adequate lighting and ventilation, safe infrastructure, protection from weather, and adequate location with regard to work and basic facilities— all at a reasonable cost. Despite the dismal status of housing and land rights in the country, there is no comprehensive human rights-based national housing law or policy. The National Housing and Habitat Policy, 2007, while stating shelter for all as a goal does not consider housing to be a human right but focuses more on a market approach to housing. The national urban scheme 'Rajiv Awas Yojana' that aims to provide security of tenure for residents of slums/informal settlements also needs to focus on incorporating a strong 'human right to adequate housing' approach in order to be successful.

Berhampur city in Odisha is comprised of 16,686 households with 1.17 lacs of people living in 162 slums, among them 148 slums are tenable and semi tenable and 15 are untenable. Due to migration from the rural areas mostly for livelihood purposes people find temporary informal dwellings in public spaces. Thus, most of the slums in Berhampur city have emerged on the bank of ponds and other public spaces where there is immediate availability of space for defecation and water for daily needs. Government has approved the master plan for Berhampur Municipal Corporation under section 32 of the Orissa Town Planning and Improvement Trust Act, 1956 which operates in 84.97 sq km. This was prepared way back in the year 1968. According to the plan 35% of the land is residential, 15% are roads and 44% for public and semi public space and another 14% for tanks.

Berhampur Municipal Corporation has been experiencing poor land use, planning, and development since 1968. Several slum pockets have come up and a large part of the city population resides in slums. Open spaces are inadequate and unorganized, while large scale encroachments on government lands have created scarcity of land for housing for the urban poor. Since the master plan was prepared long back the plan itself is outdated, while there is lack of institutional coordination in preparing a new master plan and managing lands in the town.

Housing issues in Berhampur

- Most of the slums in the city, in the last 17 to 30 years, emerged in prominent locations with limited or no space to live a dignified life since last 17 to 30 years.
- All most all the houses in these informal settlements are temporary and thatched with average size of 150 to 200 square feet.
- Recently, slums like 'Phailin' adversely affected the people living in slums with their houses completely damaged.
- There are no basic facilities like water, toilet, drainage, garbage collection, roads, electricity and street lights in most of the slums and informal settlements.
- No light and air passes through and indoor air pollution due to kitchen makes it difficult for to live in, particularly for children.
- In most of the slums, there is poor sanitation, open drainage, open air defecation and no garbage collection has made them unhygienic and unsafe for overall growth of children.
- Most of the slum dwellers have no tenant rights and hence are always fearful of forceful eviction by the government.
- Due to poverty and backwardness among most of the people living in slums, they are unable to afford a land and a house even under the government schemes.
- Housing schemes like VAMDAY and ISIDP in the city failed miserably due to its poor implementation, no community participation, and low size of the land beneficiaries and non-affordability of beneficiary contribution by the slum dwellers.
- Slum pockets under Rajiv Awas Yojana looks fancy, but again there is issue of forceful eviction (due to non-availability of land inside the city) to a far away area affecting the livelihood. Further, poor implementation of housing schemes by the local government, low level of community participation and non-transparency and accountability of resettlement, transit dwelling and beneficiary contribution are also some of the issues.
- Vulnerable sections like children have no opportunity to share their opinion to find a safe and healthy space to read, to play, to associate and to grow.
Children in slums and housing

Children living in urban poverty are the most vulnerable section that faces many problems due to lack of adequate shelter.

- It is hard to bear the expenses for a land and house for those who live in urban poverty.
- Insecurity of tenure results in fear of forced eviction from the informal settlement a problem that runs in the young minds.
- Temporary shelters in hazardous locations with extreme climatic conditions such as rain, heat, cold or humidity harm children both physically and mentally.
- Fear of insects, fire, polluted air, earth and rubble inside the house make children to live in a fearful house and difficult vicinity.
- Lack of basic facilities like water, toilet, sanitation, electricity makes it difficult for children to live.
- Lack of house creates emotional harm to children which makes them difficult to grow physically and mentally.

Housing policy of government of India

National Urban Housing and Habitat Policy (NUHHP), 2007, seeks to use the perspective of Regional Planning as brought out in the 71st Amendment Act in terms of preparation of District Plans by District Planning Committees (DPCs) and Metropolitan Plans by Metropolitan Planning Committees (MPCs) as a vital determinant of systematic urban planning. The policy seeks to promote a symbiotic development of rural and urban areas. In this regard, the policy seeks to ensure refinement of Town and Country Planning Acts (wherever required) and their effective implementation. The core of this Policy is provision of “Affordable Housing for All” with special emphasis on vulnerable sections of society such as Scheduled Castes/Scheduled Tribes, Backward Classes, Minorities and the urban poor.

Government of India has recently come up with two major initiatives. First, under Jawaharlal Nehru National Urban Renewal Mission (JNNURM) there is a component for Basic Services for Urban Poor (BSUP); and non-JNURM cities are covered by the Integrated Housing and Slum development programme (IHSDP). In addition, another major initiative has been taken through introducing Rajiv Awas Yojana (RAY), which aims at creating slum-free cities. These schemes adopt a holistic approach and focus on local capacity and community development needs in a big way. However, the initiation that remains is they are confined to a few cities and towns in the country. In Odisha, JNURM is confined to Bhubaneswar and Cuttack, and RAY is confined to the 6 cities of Bhubaneswar, Cuttack, Berhampur, Rourkela, Sambalpur and Puruli.

Housing policy guidelines of government of Odisha

Government of Odisha has a “Scheme for Affordable Urban Housing in Odisha, 2013” revised on 8th August 2013 "Revised Scheme for Affordable Urban Housing in Odisha, 2013" in line with the Slum Rehabilitation and Development Policy (SRDP, 2013) of Odisha is aimed at creating an enabling environment at the State and city level for citywide slum upgrading and poverty reduction. It will also provide the framework within which the Rajiv Awas Yojana (RAY) shall be implemented. Urban Local Bodies (ULB), the Development Authorities (DAs), and the Orissa State Housing Board (OSHB) will implement the tenets of this Policy.

Under the "Revised Scheme for Affordable Urban Housing in Odisha, 2013" a

- State Level Steering Committee (SLSC) constituted for taking policy decisions and undertaking necessary legislative and administrative amendments/enactments to implement the policy.
- An Orissa Slum Development Task Force (OSDTF) constituted at the state level to provide assistance in mobilization of resources, promote convergence, remove interdepartmental/inter-agency bottlenecks; prioritize slums to be taken; decide tenable or untenable settlements, in-situ development or resettlement of a particular slum; approve project(s) and decide the agency which may take up a particular project.
- Department Level Monitoring Committee constituted to review and monitor the progress of projects taken up under the policy.
- A State Level Nodal agency (SLNA) constituted to provide technical and manpower support and guidance to the implementing agencies in preparing Slum Free City Plans with implementation strategies and financial plans for slum development.
- Slum Free City Planning Team (SFPT) constituted in corporation areas and municipalities, are responsible for preparing city strategies for slum development in partnership with Slum Upgrading Units (SUU)/Project Implementation Units (PIU)/Cells (see below) with community participation.

A new bill named ‘Odisha Property Rights to Slum Dweller and Prevention of New Slums Bill, 2013’ has been brought up in response to legislative approval to provide for the identification of eligible beneficiaries, slum redevelopment and rehabilitation, including grant of property rights to identified slum dwellers; and prevention of formation of new slums and alienation of land and reservation of FAR for EWS/LIG housing and for matters connected therewith or incidental thereto.
Housing for urban poor and budget allocation

Valmiki Ambedkar Awas Yojana (VAMBAY)

The budget commitment for housing before 2010-11 was almost nil by any government except the Valmiki Ambedkar Awas Yojana (VAMBAY) housing scheme during 2001 in Berhampur Municipal city. Under this scheme 300 beneficiaries from 73 families of Berhampur Municipal city benefitted.

Integrated Housing and Slum Development Programme (IHSDP)

Integrated Housing and Slum Development Programme (IHSDP) has been launched in Berhampur city during 2010-11 for 1122 dwelling units in 24 slums. Delay in completion of project has been the major issue in the implementation of IHSDP only 262 dwelling units completed as on April, 2013 out of 984 work orders has been issued. The reasons for immense delay are no provision for price escalation; beneficiaries are unable to pay their contribution, fear of eviction causes to demolish old houses for a new construction and no provision for transit house for the slum dwellers, poor community participation and lack of transparency on housing scheme to the people living in slums.

Houses under this scheme have poor space with inadequate planning like no ventilation, no space for toilet and no separate room for kitchen. On the other hand basic facilities like street lighting, community toilet, garbage bin, community centre, jogging track, fruits bearing saplings, avenue plantation, fencing of open space has not been completed in the IHSDP project slums even though there is budget allocation for different components.

Table 1: Details of budget share of Integrated Housing and Slum Development Programme (Rs. in Lakhs)

<table>
<thead>
<tr>
<th>SL No.</th>
<th>Components</th>
<th>Total Cost</th>
<th>Central Share</th>
<th>State Share</th>
<th>ULB Share</th>
<th>Beneficiary Share</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Housing Component (1202 Nos.)</td>
<td>1442.4</td>
<td>961.6</td>
<td>360.6</td>
<td>Nil</td>
<td>120.2</td>
</tr>
<tr>
<td>2</td>
<td>Water Supply (11510 m)</td>
<td>97.26</td>
<td>77.81</td>
<td>9.73</td>
<td>9.72</td>
<td>Nil</td>
</tr>
<tr>
<td>3</td>
<td>Sewerage (5 Nos)</td>
<td>219.79</td>
<td>175.83</td>
<td>21.98</td>
<td>21.98</td>
<td>Nil</td>
</tr>
<tr>
<td>4</td>
<td>Roads (12577 m)</td>
<td>355.5</td>
<td>284.24</td>
<td>55.55</td>
<td>55.55</td>
<td>Nil</td>
</tr>
<tr>
<td>5</td>
<td>Drainage (17841 m)</td>
<td>379.66</td>
<td>303.73</td>
<td>37.97</td>
<td>37.96</td>
<td>Nil</td>
</tr>
<tr>
<td>6</td>
<td>Street Light (2 Nos.)</td>
<td>11.55</td>
<td>9.24</td>
<td>1.16</td>
<td>1.15</td>
<td>Nil</td>
</tr>
<tr>
<td>7</td>
<td>Garbage Bin (50 Nos.)</td>
<td>5.95</td>
<td>4.76</td>
<td>0.59</td>
<td>0.6</td>
<td>Nil</td>
</tr>
<tr>
<td>8</td>
<td>Juggling Track (2781 m)</td>
<td>21.47</td>
<td>17.18</td>
<td>2.14</td>
<td>2.15</td>
<td>Nil</td>
</tr>
<tr>
<td>9</td>
<td>Community Centre (Type I/II) (24)</td>
<td>270.86</td>
<td>216.69</td>
<td>27.08</td>
<td>27.09</td>
<td>Nil</td>
</tr>
<tr>
<td>10</td>
<td>Avenue Plantation (400 Nos.)</td>
<td>4.8</td>
<td>3.84</td>
<td>0.48</td>
<td>0.48</td>
<td>Nil</td>
</tr>
<tr>
<td>11</td>
<td>Fruits Bearing Saplings (2404 Nos.)</td>
<td>0.36</td>
<td>0.28</td>
<td>0.04</td>
<td>0.04</td>
<td>Nil</td>
</tr>
<tr>
<td>12</td>
<td>Fencing of Open Spaces (2645 m)</td>
<td>9.87</td>
<td>7.89</td>
<td>0.99</td>
<td>0.99</td>
<td>Nil</td>
</tr>
<tr>
<td>13</td>
<td>DPR, Training &amp; CP etc @ 5%</td>
<td>140.96</td>
<td>-</td>
<td>140.96</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>14</td>
<td>Administrative &amp; Others @ 5%</td>
<td>140.96</td>
<td>-</td>
<td>140.96</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>3101.19</strong></td>
<td><strong>2063.09</strong></td>
<td><strong>790.21</strong></td>
<td><strong>137.69</strong></td>
<td><strong>120.2</strong></td>
</tr>
</tbody>
</table>

Source: Berhampur Municipal Corporation, Berhampur

Rajiv Awas Yojana (RAY)

Rajiv Awas Yojana was started in Berhampur Municipal Corporation in 2013 through the preparation of Detailed Project Report (DPR) of four slums. The 5th Central Sanctioning & Monitoring Committee (CSMC) meeting approved 1,520 dwelling units (DU) in three phases (I, II and III). After the cyclone ‘Phailin’ devastation on October 12, 2013, the 6th Central Sanctioning & Monitoring Committee (CSMC) approved another 2,158 dwelling units in four phases (IV, V, VI, VII) in December 2013 and January 2014.

Table 2: Rajiv Awas Yojana Implementation phase in Berhampur, Odisha as on 18th March, 2014 (Rs. in crore)

<table>
<thead>
<tr>
<th>Phase</th>
<th>Project Details</th>
<th>No of Projects</th>
<th>Total DUs</th>
<th>Housing Cost</th>
<th>Infrastructure Cost</th>
<th>Others</th>
<th>Project Cost</th>
<th>ACA committed</th>
<th>ACA released</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>288 new DUs in three slums</td>
<td>1</td>
<td>288</td>
<td>10.62</td>
<td>3.37</td>
<td>2.55</td>
<td>16.54</td>
<td>7.75</td>
<td>-</td>
</tr>
<tr>
<td>II</td>
<td>564 new DUs in five slums</td>
<td>1</td>
<td>564</td>
<td>21.05</td>
<td>6.65</td>
<td>5.17</td>
<td>32.87</td>
<td>21.20</td>
<td>-</td>
</tr>
<tr>
<td>III</td>
<td>756 new DUs in six slums</td>
<td>1</td>
<td>756</td>
<td>22.41</td>
<td>0.25</td>
<td>1.22</td>
<td>35.08</td>
<td>22.56</td>
<td>-</td>
</tr>
<tr>
<td>IV</td>
<td>422 new DUs in Nehru Nagar slum</td>
<td>1</td>
<td>422</td>
<td>19.93</td>
<td>2.27</td>
<td>4.37</td>
<td>27.07</td>
<td>12.39</td>
<td>4.68</td>
</tr>
<tr>
<td>V</td>
<td>240 new DUs in two slums</td>
<td>1</td>
<td>240</td>
<td>7.43</td>
<td>2.14</td>
<td>1.79</td>
<td>11.36</td>
<td>7.36</td>
<td>2.83</td>
</tr>
<tr>
<td>VI</td>
<td>596 new DUs and upgradation of</td>
<td>1</td>
<td>1055</td>
<td>21.85</td>
<td>18.42</td>
<td>7.35</td>
<td>47.81</td>
<td>20.72</td>
<td>7.80</td>
</tr>
<tr>
<td></td>
<td>459 DUs in 26 slums</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>VII</td>
<td>234 new DUs in Group Housing, 66</td>
<td>1</td>
<td>331</td>
<td>12.33</td>
<td>6.97</td>
<td>3.62</td>
<td>22.92</td>
<td>9.02</td>
<td>3.38</td>
</tr>
<tr>
<td></td>
<td>new Individual DUs</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>7</strong></td>
<td><strong>5646</strong></td>
<td><strong>117.29</strong></td>
<td><strong>45.46</strong></td>
<td><strong>30.56</strong></td>
<td><strong>193.31</strong></td>
<td><strong>101.00</strong></td>
<td><strong>18.69</strong></td>
</tr>
</tbody>
</table>

Source: Ministry of Housing and Urban Poverty Alleviation, Govt. of India
Immediate attention

- There is urgent need for constituting a high level committee to look into the status of implementation of housing scheme in Berhampur and to assess the needs of housing. The committee shall constitute policy makers, experts on urban housing, civil society representatives and slum dwellers' representatives.

- To make clarity on the scheme and make the programme participatory BMC should conduct a public hearing on housing for slum dwellers.

- Need for completion of all 1202 houses under construction under Integrated Housing and Slum development Programme (IHSDP) since 2007 with all infrastructure facilities in the project areas (slums).

- Inclusion of all 1153 slums of Berhampur city under the Rajiv Awas Yojana (RAY) to make Berhampur city slum free.

- Immediate completion of all detailed project reports (DPR) under Rajiv Awas Yojana (RAY) and early approval by the state and central government for implementation of the same.

- Ensure efficient community participation in preparation of DPR under all housing schemes like RAY and IHSDP and ensure communities are aware of their role, i.e., financial contribution, tenant rights, transit house facility, peripheral development, provision of all basic infrastructure in housing schemes.

- Provide special attention to young children to make the house 'child friendly' and ensure their participation in all housing and urban development programmes schemes like JnNURM, Rajiv Awas Yojana (RAY), Basic Services for the Urban Poor (BSUP), Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) and Integrated Housing and Slum Development Programme (IHSDP).

- Child-friendly components like adequate space to read and play inside the house and space to play and association, child-friendly community centre, children's park, basic services and infrastructure with all child-friendly features should be available within the housing community.

- Development of the city is based on the master plan. It is highly essential to complete the preparation of city master plan and revenue master plan at an earliest to identify government lands and accordingly provide land, housing and better infrastructure facilities to the urban poor.

- Berhampur is vulnerable to natural disasters like cyclones, tsunami, due to its location, linkages, geo-hydrological features, regional setting. Climate resilient city and housing plans should be prepared in accordance with disaster mitigation strategy.

- There is need for designing of low cost housing based on people's needs and climatic conditions in Berhampur.

Housing situation in slums in Berhampur City

- Purnabasi Colony
- Gramadevati Street
- Phulasundari Street
- Pichpicha Nagar

Research : Mr. Ratneswar Sahu, Project Manager, Youth for Social Development
Research Inputs : Ms. Bibhuti Prasad Sahu, Secretary, Youth for Social Development
Mentor : Dr. Srikant Patibandla, Member, Youth for Social Development

Published by

YOUTH FOR SOCIAL DEVELOPMENT

Supported by

Bernard van Leer Foundation

6th Medical Bank Colony, Bapuji Nagar, Bhubaneswar, Odisha, India
Tel.: +91 - 9666640471
E-mail: info@ysdindia.org