

Study on the Utilisation of Housing Complex Created under JNNURM – BSUP in the State of Mizoram.

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Abstract

“Basic Services to the Urban Poor (BSUP)” was one of the Sub-Mission of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) initiated in 2005. The main thrust of the sub-Mission on Basic Services to the Urban Poor is to integrate development of slums through projects for providing shelter, basic services and other related civic amenities with a view to provide utilities to the urban poor. In the state of Mizoram three projects have been completed under the scheme, the present study will try to evaluate the utilisation of these projects by the urban poor.

Index terms: BSUP Housing Complex in Mizoram.
JNNURM-BSUP, EWS Housing in Mizoram

I. Introduction:

Basic Services for Urban Poor (BSUP) for providing basic services, especially housing and connected public facilities for the economically weaker sections (EWS) in Mission Cities. It was administered by the erstwhile Ministry of Housing & Urban Poverty Alleviation. 4 Projects were sanctioned for the state of Mizoram which are already being utilised and completed as shown in **Table-1** below:

Table-1:
Approved Project Under JNNURM-BSUP in Mizoram

Sl. No	State Name	City Name	Project Name	Approved Date	Project Cost	GOI Share	State Share
1	Mizoram	Aizawl	*Combined EWS Housing Project at Lawipu (408 Units)	29/02/2008	34.03	28.52	4.18
2	Mizoram	Aizawl	368 DUs BSUP Scheme at Rangvamual, Aizawl, Mizoram	02-11-2009	30.75	27.63	3.08
3	Mizoram	Aizawl	320 DUs Durtlang BSUP Housing Project, Aizawl, Mizoram	28/02/2009	26.23	23.56	2.64
			1096	Total	91.01	79.71	9.90

Source: UD&PA Department, Government of India

Note: *EWS Housing at Chite & Lawipu are combined with the approval of SLSC.

1. Mission Objectives:

- 1.1. Focused attention to integrated development of Basic Services to the Urban Poor in the cities covered under the Mission.
- 1.2. Provision of Basic Services to Urban Poor including security of tenure at affordable prices, improved housing, water supply, sanitation and ensuring delivery through

convergence of other already existing universal services of the Government for education, health and social security. Care will be taken to see that the urban poor are provided housing near their place of occupation.

- 1.3. Secure effective linkages between asset creation and asset management so that the Basic Services to the Urban Poor created in the cities are not only maintained efficiently but also become self-sustaining over time.
- 1.4. Ensure adequate investment of funds to fulfill deficiencies in the Basic Services to the Urban Poor.
- 1.5. Scale up delivery of civic amenities and provision of utilities with emphasis on universal access to urban poor.

2. Scope of Mission Programme:

The main thrust of the sub-Mission on Basic Services to the Urban Poor was on integrated development of slums through projects for providing shelter, basic services and other related civic amenities with a view to provide utilities to the urban poor.

3. Implementation in Mizoram:

As already stated 4 projects were sanctioned and implemented by the Government in collaboration with Hindustan PreFab Limited (for BSUP at Lawipu and Chite combined) and National Projects Construction Corporation Limited (for BSUP at Rangvamual and Durtlang). The projects are already completed and handed over to Government of Mizoram in 2017. The total number of housing unit available is 1096 dwelling units as shown in Table-2:

Table-2:
Number of Dwelling Units Available

<i>Sl. No.</i>	<i>Name of Project</i>	<i>Dwelling Units</i>
1	EWS Housing, Chite*	200
2	EWS Housing, Lawipu *	208
3	EWS Housing, Rangvamual	368
4	EWS Housing, Durtlang	320
<i>Total Dwelling Units</i>		<i>1096</i>

Source: UD&PA Department, Government of India

Note: *EWS Housing at Chite & Lawipu are combined with the approval of SLSC.

II. Objectives of the Study:

The present study mainly focuses on the utilisation of social infrastructure development projects created out of public money. It specifically ensures whether such projects actually achieved its desired goal after completion. The objectives of the study are as follows:

1. To find out the status of implementation of the project
2. To study the selection process of beneficiaries, operation and maintenance of the project and its sustainability.
3. To identify problems and issues faced in the implementation and to study the areas for further improvement in the implementation.

III. Methodology of the study:

The present study mainly depends on secondary sources of data which are available with the State Level Nodal Agency (SLNA) – Urban Development and Poverty Alleviation Department, Government of Mizoram. The researchers also utilize information gathered through interaction with the functionary in the implementing department as well as unstructured and random interaction with some of the beneficiaries with whom the researcher met randomly.

As a source of information the researchers also referred the scheme guidelines itself which is the main bible for the implementation of the scheme. The researchers also could access minutes of the State Level Sanctioning & Monitoring Committee (SLSMC) of Mizoram and other important correspondence with the Ministry of Urban Development, Government of India as a source of information to this study.

IV. **Results and Discussions:**

Basic Services to the Urban Poor (BSUP) was one of the sub-mission of the erstwhile Jawaharlal Nehru National Urban Renewal Mission (JNNURM). It is one of the schemes in India that encompasses the creation of all social infrastructure facilities for the elimination of slum areas in urban India. The main aim of the scheme was to provide shelter and basic civic amenities to slum dwellers. Even though it has been argued that slum area does not exist in Mizoram, the Government of Mizoram is willing to accept this scheme to be implemented in the state to eliminate homelessness to hundreds of urban poor.

Unlike other states in India the urban poor in Mizoram do not live in conglomeration, but, scattered all around the city and towns. Because of this it is very difficult to clearly pinpoint such places or area as slum area or slum pocket in Mizoram. Therefore, the acceptance of such scheme in Mizoram by the state government is quite absurd. Some of the important findings of the study are as follows:

1. **Delay in completion of project:**

BSUP was launched in the year 2005 – 2006 the duration of the mission was estimated to be 7 years. All BSUP projects in Mizoram were approved during 2008-2009 financial by the Ministry of Housing and Urban Poverty Alleviation, Government of India. Final installment of the fund was received on 13.3.2013. Till February 2015 the physical and financial achievement of the project was about 70% (Table-3). The main cause for the delay of completion of the project was as under:

- a. **Problem in land acquisition:** Due to problem in land acquisition BSUP Chite project could not be initiated, after many meeting at the top official level BSUP Chite project was combined with BSUP Lawipu project where large land is available. The project at Durtlang and Rangvamual also could not be accommodated completely at the proposed site, therefore, 208 number of dwelling units in these two location were shifted to Edenthlar locality, where government land is available free of cost.
- b. **Issues on acceptability of the project by local community:** The Government fails to convince the local community where the project is located, before the initiation of the project. There were no goodwill activities done by the government to the local community before the initiation of the project due to this local community created problems to contractor who are undertaking the works for about a year. After the intervention of state government the works continues and was finally completed in the year 2017.
- c. **Cost escalation:** As the project could not be completed on its stipulated time i.e 2013 – 2014 it is quite inevitable that there should be cost escalation. BSUP projects in Mizoram was prepared based on Mizoram PWD SoR 2007, the project was finally completed after 10 years from approval. The central ministry had given special consideration to the state and extended the duration of the project from 2013 to 2017. Cost escalation was so huge that the state government even requested the central ministry for revision of cost of the project from SoR 2007 to SoR 2013. The proposal was turned down and in turn directed the state government to compensate for the cost escalation form the state budget and to complete the project at the earliest. This is a wakeup call for the state government who in-turn directed the contractor to complete the project with the available funds.

Table-3:
Monthly Progress Report (February, 2015)

City Name	Project Name	Project Cost	Dwelling Units (Nos) Sanctioned	Financial Progress-% Funds Utilized	Dwelling Units (Nos) Completed	Dwelling Units (Nos) In Progress
Aizawl	Combined EWS Housing Project at Lawipu (408 Units)	34.03	408	75.00%	320	88
Aizawl	368 DUs BSUP Scheme at Rangvamual, Aizawl, Mizoram	30.75	368	50.00%	256	112
Aizawl	320 Dus Durtlang BSUP Housing Project, Aizawl, Mizoram	26.23	320	72.32%	280	40
	Total	91.01	1096		856	240

Source: UD&PA Department

2. Problem on selection of beneficiaries:

There are certain criteria laid down by the State Level Sanctioning and Monitoring committee for the selection of beneficiaries for BSUP housing in Mizoram. The first and foremost qualification for availing dwelling units under BSUP housing in Mizoram is that he/she must belong to economically weaker section (EWS) of the society and must not have house on his/her own in any part of the Indian union. Secondly, he/she must be a citizen of India. Thirdly, he/she must live in Aizawl for at least 5 years before 2012. Finally, he/she must not own any land in any part of India to construct his or her own house. The committee also clearly specifies that priority shall be given to household –

- headed by widow.
- headed by unmarried women.
- with no male adult.
- with physically and mentally challenged person present, Chronic illness and HIV Positive.
- with MNF Returnee.
- with free bonded labourer.
- affected by natural calamities.
- who are victim of atrocity.

For the selection of beneficiaries, application was being invited from eligible household from Aizawl town since 2014. Since then, 1353 application were received and verified as per the guidelines laid down by the State Level Sanctioning & Monitoring Committee (SLSMC). 969 applicants were found to be eligible, 229 applicants were categorised as not eligible and 155 applicants/families could not make decision or could not be located in Aizawl City (see *Table-4*).

Table-4:
No of Application received and No of Eligible Beneficiaries

Housing Complex	Total Applicant	Eligible	Not Eligible	Blank
Lawipu Housing Complex (408 DU's)	460	310	91	59
Rangvamual Housing Complex (160 DU's)	183	124	39	20
Durtlang Housing Complex (320 DU's)	397	270	76	51
Edentharr Housing Complex (208 DU's)	313	265	23	25
TOTAL	1353	969	229	155

Source: UD&PA Department

The number of dwelling units available as against the number of beneficiaries is less in most of the housing complex except at Edenthar Housing Complex where there is 208 dwelling units available and the number of eligible beneficiaries are 265. Till date the status of occupancy of dwelling units is at about 56% (Table-5). However, the total number of eligible beneficiaries as against the total number of Dwelling Units (DU) available is about 88.41%. This clearly shows that about 32% of the total eligible beneficiaries are not allotted to their dwelling units. When asked about why there are so many vacant DUs? The responds was that only about 50% of the allottees actually occupy their DUs. Many allottees surrender their allotment, some other use it as temporary home, some as go-down and some other rent it out to other household.

After due verification if the department is satisfied that the actual allottee do not occupy their DUs as specified their allotment are cancelled outright and declared the DUs as vacant.

Table-5:
No House Allotted and No of House Vacant

Housing Complex	No of DUs Available	Eligible	No of House allotted	No of House Vacant
Lawipu Housing Complex (408 DU's)	408	310	338	70
Rangvamaul Housing Complex (160 DU's)	160	124	99	61
Durtlang Housing Complex (320 DU's)	320	270	159	161
Edenthar Housing Complex (208 DU's)	208	265	15	193
TOTAL	1096	969	611	485

Source: UD&PA Department

3. Operation and maintenance issues:

For the construction of BUSP Housing funds were provided by the central ministry, however, operation and maintenance cost is not applicable under such projects. Central government keeps the responsibility of operation and maintenance to state government. For small states like Mizoram that does not have good sources of revenue, setting aside cost for O&M for completed project is a big problem. Knowing this the SLSMC had designed a system to monitor the operation and maintenance of these housing complexes by creating Housing Society in each of the housing complex. The housing society is empowered to levy user charge to beneficiary, utilizing this housing society will manage the operation and maintenance of the housing complex.

The housing society should be a registered society under Societies Registration Act of 1860 as amended in Mizoram. As a pilot project Housing Society is being created at BSUP Lawipu Housing Complex, the registration for which is in process. The creation of Housing Society for the management and maintenance of this housing complex may or may not give good effect in future. However, it is anticipated that this housing society will give way for the sustainability of the housing complex.

V. Conclusion and Recommendation:

The challenge of providing affordable housing to the Economically Weaker Sections (EWS) and Low Income Groups (LIG) makes a regular appearance in State and Central government policies. To address this challenge, the Centre over the decades has drafted any number of housing projects with the intention of making housing not just affordable, but secure and inclusive, too. Failure of such project is highly eminent in India because of the simple fact that just providing four walls of brick and cement is not housing. Factors such as access to public institutions, social inclusiveness and home security will have to be given equal attention. The strategy followed by the state government of Mizoram by creating housing society in each housing complex could be one of the best efforts to maintain its sustainability. However,

seeing the statistics available the rate of success of such project is too little comparing with the time and money the government has had invested.

Here below the researches would like to highlight few points from the article “*Why can’t affordable housing be smart?*” By **Kulwant Singh** as a point of suggestions:

“The UN-Habitat approach is designed at targeting these specific areas that skip the vision of policy makers. The characteristic elements of the approach are:

- a. *Security of tenure*: Occupants should be provided with a degree of tenure security which guarantees legal protection against forced evictions, harassment and other threats.
- b. *Affordability*: A house is only established as affordable if the occupants do not have to compromise on other basic rights of life.
- c. *Habitability*: A habitable home is one that renders complete satisfaction, making occupants feel safe from all natural and social hazards.
- d. *Location and accessibility*: Economic activity, education and health-care have to be at a convenient distance. Modes of commute and incurring expenses have to be considered.

“Social integration is the most crucial component that has to be assimilated into any affordable housing scheme so that the poor get a sense of belonging and strive to improve their neighbourhoods. Sustainable Development Goals (SDGs) proposed for all-round urban development looks at deploying a list of guidelines that are targeted at making human settlements safe, resilient and sustainable. If acquiring separate land isn’t viable, up gradation of the slums can be a feasible way of providing decent housing to the poor.”

References:

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