

A CASE STUDY OF INTEGRATED HOUSING AND SLUM DEVELOPMENT PROGRAMME (IHSDP) IN GUWAHATI

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ABSTRACT

Majority of the developed countries, developing countries and less developed countries are facing the problem of slums and there is no panacea to eradicate the same from the surface of the earth. Slums are universal in character and no country is able to get rid of them.

Integrated Housing & Slum Development Programme seeks to enhance public and private investments in housing and infrastructural development in urban areas. Many areas of Assam come under the preview of this scheme. IHSDP was introduced by central government with an objective of fulfilling the housing requirements of the urban poor especially for the slum dwellers. There is a lack of adequate housing facility in the town of Polashbari and lack of employment has resulted in development of slums in the city of Guwahati. The study is the Government intervention through IHSDP has improved the living condition of the slum dwellers in the town of Polashbari.

Slum dwellers of Polashbari are assimilated socially. Whatever they are getting from Government as IHSDP, most of them are satisfied but they are trying more to develop their social condition and status. They pass their social life as usually like other people of Palashbari town.

Keywords:

IHSDP, Slum, Housing, Social Development, Urban-poor, Implementation, Area, Beneficiaries, Dwellers.

INTRODUCTION

Housing is one of the three basic human needs viz 'Roti', 'Kapda' and 'Makan'. Ever since the origin of life, mankind has been striving to arrange for these basic requirements and continues to do so even today. Housing is a pre-requisite for an individual security from nature and unsocial elements. An individual's physical, intellectual, socio-economic development depends on a suitable housing accommodation. However, housing is a general problem faced by the global populations. UN Conference on Environment and Development 1992 stated that, "access to safe and healthy shelter is essential to a person's physical, psychological, social and economic well-being". Hence the issue of housing, especially for the poor as they do not have all the necessary resources to acquire or even hire one for their living is an important one for the policy makers and administrators. Among the section of population facing the problem of housing accommodation, the condition of slum dwellers deserves special attention. About 78 million people in India live in slums. 17% of the world's slum dwellers reside in India and 170 million people are almost homeless or living in houses completely unsuitable to live in despite India's rapidly expanding economy. Up to 7% of homeless people in the major city of New Delhi are women. More than three million men and women are homeless in India's capital city which makes up approximately 30 electoral districts of Canada. With the rapid expansion of urbanization, the slum population has also increased in alarming proportions. People living in slums live in a very unhygienic condition with unplanned and unclean environment without

livable houses due to low socio-economic status. In order to provide solution to the issue of housing shortage, government of India and various state governments are implementing various housing schemes from time to time.

The scheme “Integrated Housing and Slum Development Programme (IHSDP)” has been introduced by the Government of India for improvement of slums in the cities/towns in the country. Integrated Housing & Slum Development Programme aims at combining the existing schemes of VAMBAY and NSDP, under the new IHSDP Scheme for having an integrated approach in ameliorating the conditions of the urban slum dwellers who do not possess adequate shelter and reside in dilapidated conditions. The scheme is applicable to all cities and towns as per 2001 Census except cities/towns covered under Jawaharlal Nehru National Urban Renewal Mission (JNNURM). The scheme seeks to enhance public and private investments in housing and infrastructural development in urban areas.

Assam has 15 projects under IHSDP and 30 projects under UIDSSMT. Almost all projects are running behind schedule. This is mainly due to late release of funds and the channels through which funds have to pass before reaching the implementing agency. Examples were cited when funds took 20 months from the time of release by GOI till they were received by the urban local body. It is suggested that funds could be released to a State Urban Development Agency, which could be a ‘society’. This would be appropriate because the JNNURM is a ‘mission’ with a definite time frame and objectives. The State is also not releasing its share thus further compounding the problem.

This study attempts to examine and evaluate the effectiveness of the implementation of the IHSDP in Palashbari, Guwahati and to understand whether the implementation is successful in accordance with the rules, regulations and the objectives set out in initiating such welfare scheme for the slum dwellers.

The IHSDP Project Report has been prepared in ameliorating the condition of the slum dwellers that do not possess adequate shelter and reside in dilapidated conditions. The basic objectives of the scheme are to strive for holistic slum development with healthy and enabling the urban environment by providing adequate shelter and basic infrastructure facilities to the slum dwellers of the identified slum areas. These projects when completed are expected to play a positive role in building up an efficient physical infrastructure in the town. The projects are expected to benefit inhabitants of the slums besides creating a positive impact in the region.

BACKGROUND OF THE PROGRAMME

Some of the slums in today’s world are a product of urbanization, the malady of urbanization, particularly in the context of large cities, stems from highly skewed geographical distribution of urban population. Transfer of population from rural areas is mostly directed to large cities only as a consequence of direction less growth of the urban centers. Due to the cost of time and money in their movement back and forth between rural and urban areas, their families gradually migrated to the urban center. As they could not afford to buy houses, slums were thus formed.

STATEMENT OF THE PROBLEM

The important subject matters are the slum dwellers. A detail study of the problem of the slum dwellers and their remedy is the main concern. Slum dwellers are a major problem of modern urbanization and it’s spread is making the problem even more complex. Now, the question is what problems they are facing? The problems of slum dwellers are many.

The main problem is housing or shelter. They do not have proper housing facilities whatever they have are unplanned. Due to the high cost of land in metropolitan cities, they do not have their own piece of land. So, they try to settle along the open space of sewage, drain, roadside, railway tracks, etc. Generally, these areas are unfit for human habitations.

Another problem of slum dweller is sanitation because it links with health and social responsibility. The basic necessity is proper education, training and publicity on all aspects of sanitations and personal hygiene.

Another problem is lack of education and awareness. There is no facility of education among the slam dwellers. Most of the slum dwellers are illiterate having no knowledge of education. They are guided by superstition.

Another visible feature of urban slums of Guwahati is overcrowding with several family’s line in the same available space even though the members have multiplied diseases such as tuberculosis and measles spread rapidly under such living conditions.

REVIEW OF LITERATURE

Siva Ramakrishna, Kundu and Sing (2007) comprehensively analyses trends in urbanization using the most recent census data. The study discusses trends, patterns, growth, and the socio-economic characteristics of urbanization; as well as the availability of infrastructure, migration trends, and employment opportunities. Covering 17 major states across India it provides regional dimensions and micro-level perspectives, by bringing in district level analysis of two developed states—Maharashtra and Punjab, and two relatively backward states—Rajasthan and Bihar. Two aspects are important in the book. These are first, the release of the migration data by the Census of India. The data throws up many facts that run contrary to popular belief on rural-urban migratory movement. The second is the launch of the Jawaharlal Nehru National Urban Renewal Mission in 2006. The largest initiative in urban infrastructure development, the Mission focuses on city development strategies.

Kopardekar (1987) discusses the issues of urban finance Management, urban development: planning & other approach, urban land and Estate Management, urban transportation and Traffic Management, use of Computers in Urban Management, Use of Corporate Management Techniques in Urban Problems, Urban conservation and environment, Training of Urban development, Innovation and low-cost solution to Urban problem

Mohan (1992) provides a picture of the global slum, slum settlements, the land components, the Socio-economic values, the pollution, the Case studies, housing, the issue of survey, case studies of the life of slum dwellers, urban renewal, and public involvement & the Authorities.

Prasad (2006) deals with the Politics of Urbanization and Demographic, Municipal Personal Management for Good governance and Urban Local self-government in North east India with special reference to the city of Guwahati.

Singh (2006) deals with the issues of slum, environment and development of Metropolitan cities of India, Ground water issues for sustain able water supply, Size of the House hold in India, about other cities as like Delhi, Nepal, Sri Lanka. The book provides a wider picture on how slum is not confined to a particular state rather the issue has become a global phenomenon.

Prasad (1989) analyses the earlier studies on Social and Occupational Mobility of slum dwellers, urbanization, Occupational Mobility and Social Integration: Methodologies, Socio-Economic profiles, Urbanization and Representation of scheduled caste in the Urban area, Opportunity structure, occupational mobility and Social Integration.

Hatekar Neeraj and Rode Sanjay (2003) observed that there were socio-cultural and behavioral barriers like female illiteracy, poor economic status of women etc. which affect the nutritional status of children. On the basis of nutritional indicators, the study showed that severe malnourishment was found to be higher in Mumbai than in Jawaharlal colony. The study showed that seasonal wasting incidence is likely to be higher in girls. Malnourishment is very likely to occur when insufficient incomes co-exist with poor coverage of basic amenities and health services. Girls in urban areas tend to better than those in rural areas. But at the same time urban slum dwellers are undernourished. Proportion of undernourishment was very high in slum areas. The study empirically proved that the incidence of malnourishment among urban slum children was very close to the incidence of Jawahar tribal.

Sharma (2009) stated that owing to absence of sufficient number of community toilets, the people residing in slums of Jammu are forced to excrete in the open.

Vipul (2008) reported that type of fuel also has considerable effect on the health of individual. In the urban slums of Surat, two third of girl child were found to have history of persistent cough whereas 52.8% of girl child of Middle-Income Group (MIG) area suffered from same problem. The difference in these two groups was attributed to variation in the type of fuel they used, as kerosene and wood were the main cooking fuel used by the poor slum dwellers while LPG was common in the latter case.

OBJECTIVES OF PAPER

To study the origin and development of slums and to study the socio-economic status of the slum dwellers of the study area and the implementation of IHSDP in the study area.

RESEARCH METHODOLOGY

The paper is based on primary as well as secondary data. The primary data was generated through field work. The household beneficiaries of the IHSDP were personally contacted for the collection of data on the implementation of the project. The officials who implemented the project also were contacted to collect their feedback on the implementation of the project. Some of the officials are Vice President and Vice Chairman, Assistant Engineer, Upper Division Clerk, Lower Division Clerk of PMB. The data from the officials was collected by interview. The secondary data was collected from the published records and reports by different organizations both at national as well as at local levels. Books, journals, magazines, reports of state government, central government and from the officer of the IHSDP, Guwahati formed the secondary source of data for the present research. Various reports like the study of BSUP (Basic Service to Urban Poor), Programme in Guwahati Municipal Corporation, report of the communities on DPR (Detailed Project Report), Report of the community on slum statistic, Palashbari Municipal corporation, Urban local bodies of Palashbari town. This study attempts to evaluate the community participation in these improvements.

AREA OF THE STUDY

Palashbari is one of the slums of Assam. According to the data collected from Guwahati Municipal Corporation, Palashbari has been shown as one of the slums within the administrative jurisdiction of GMC. The implementing agency of the IHSDP is Director, Town and Country Planning, GMC which is the nodal agency for the project. Guwahati Municipal Administration is one of the members of SLCC for the monitoring and evaluation of IHSDP which is being implemented in Palashbari slum. Thus, the area of study is Guwahati though Palashbari slum is not within the geographic area of Guwahati. However, Palashbari constitutes a part of greater Guwahati as per the revelations of the officials of GMC.

IHSDP has undertaken with the construction of only 108 dwelling units and accordingly a total number of 108 beneficiaries have been selected and awarded the houses by the Palashbari Municipality Board (PMB) in the slum. All the beneficiaries have been selected for the study. Thus, there is no sampling. It is a census survey. The data was collected from respondents who availed the benefit of the IHSDP living the Palashbari slum by one-on-one interviews. The interview method was also followed for collecting data from officials of Palashbari Municipal Board (PMB) including vice chairman and vice president implementing the Programme.

SIGNIFICANCE OF THE ARTICLE

The study is analytical in nature which aims at examining the level of success or failure of IHSDP. If the study finds IHSDP successful, it will highlight the project as a successful model for tackling the problem of slum dwellers and slums in general. It could be further employed to solve the problems of slum dwellers in other areas. However, if the project is unsuccessful it would project the loopholes in the program and highlight bits and pieces of program which needs rethinking or restructuring or replacing it with another policy altogether. The study is also a comprehensive account of slum areas providing a conceptual understanding of the subject-matter falling within its respective area of study.

SOCIO-ECONOMIC STATUS OF THE SLUM DWELLERS OF PALASHBARI SLUM

The beneficiaries of Palashbari were selected on the basis of BPL card holders and mostly helpless women. The total number of female beneficiaries is 100 which is the 92.60 % of the beneficiaries of IHSDP being implemented at Palashbari. Male members are 8 which constitute only 7.40 % of the total number of beneficiaries. Most of the Respondents i.e., 49.1%

belong to the general category and SC/ST are with lower percentage i.e., 9.1% in Palashbari slum. Families with 1-3 number of members constitute 43.6%, families with 4-5 number of members constitute 41.8% and 14.5% of the respondent's family members have 6-8 number of members. 92 respondents i.e., 85.5% are married and only 14.5% are unmarried.

There were 34.2% respondents whose educational qualification was up to standard VIII. Only 5.5% respondents were having educational qualification till Higher Secondary level. Out of the total 108 respondents there are 22 (20%) skilled workers, 48 (44.46%) semi-skilled workers and 38 (35.54%). This clearly indicates that most of the workers/respondents have little or no skill.

Out of 108 respondents, 93 respondents i.e., 86.11% are the local inhabitants and 15 i.e., 13.89% have been migrated from different parts of Assam. 33.33% respondents have been migrated in search of job, 40% respondents have been migrated because of the lack of land and occupation, 26.67% have been migrated due to riots/conflicts in their original place of stay. 84.26% has their own land and the remaining 1.86% of respondents do not have own land and have received land from others as gift and 13.88% have no and of their own and have been rehabilitated by the PMB.

Sixteen respondents (14.85%) do weaving, 8 respondents (7.40%) make silk from worm, 9 respondents (8.38%) make bamboo handicraft, 32 respondents (29.62%) work as domestic help, 9 respondents (8.38%) work as brick layer, 10 respondents (9.10%) work as construction workers, 7 respondents (6.48%) work as rickshaw pullers, 3 respondents (2.77%) work as peddler, 2 respondents (1.86%) work as cobbler, 5 respondents (4.62%) have stitching profession, 4 respondents (3.75%) have carpentry profession and 3 respondents work as painter to earn their livelihood. The data on their occupation is indicative of the fact that most of the respondents have unreliable and non-permanent sources of income.

Most of the respondents of the slum are very poor which is substantiated by the fact that majority of them i.e., 87.27% have an annual income between Rs 10,000-25,000 as mentioned in the first row. Moreover, only 10 respondents i.e., 9% have an annual income between Rs. 26,000-40,000 and only 4 respondents i.e., 3.73% have an annual income above Rs. 41,000. Among the 108 respondents, 24 (21.82%) have a life insurance policy however, most of the respondents, i.e., 84 (78.18%) do not have a life insurance plan.

SOME IMPORTANT FINDINGS

- Very low socio-economic status: The data collected on various parameters like income, type of work or profession taken by respondents, their education shows that the respondents have a very low socio-economic status.
- Demand-Supply Gap: The total number of the houses built in Palashbari slum is 108 which is quite inadequate compared to the total number of slum population which is above 5 thousand.
- Inadequacy of Room: The families with 2-5 members find it very difficult to live in two rooms provided under IHSDP.
- No room is built with concrete roof.
- No feedback Taken: No feedback was taken from the slum dwellers with regard the design, quality and planning of the house.
- Water supply to House: No individual house got separate connection. Thus, the slum dwellers depend on common tube-well provided by IHSDP for drinking water which is called Shallow tube well.
- Selection of beneficiary: The selection of the beneficiaries of Palashbari slum has not followed the due procedures as per the guidelines. Most of the slum dwellers belong to BPL and many families are having land the title of which is in the name of the female member. Only those who are somehow related to the officials have got selected. Thus, it can be said the selection of beneficiaries is not fair as the procedure followed for the selection was not fair.
- No biometric identification of beneficiaries was made by PMB

- No beneficiary committees were constituted to supervise the various stages of work of construction.
- No social audit organized for assessing the quality of the constructions.
- The officials have not constructed any drain for the release of water from the slum. The respondents are of the opinion that the drain near the slum will lead to mosquito and open drain will generate filthy smell.
- No provision has been made for sewerage facility: As a result, the slum becomes dirty and garbage accumulates making it unhygienic. There is no provision for the clearance of garbage from the slum. The garbage makes the living condition unhygienic and, in the slum, the scattered garbage was found by the survey.
- The officials have not constructed any concrete road: Whatever road is there, that is *kutchha* one from main road to the slum and becomes muddy during rainy season.

SUGGESTIONS

Implementation of IHSDP has many complications. It fails to fulfill the coveted good. The houses are not properly constructed, and they lack hygienic toilets, kitchens facilities and proper road conditions. There is lack of sufficient health facilities and the overall condition is irksome. Considering the aforesaid facts some suggestions are being made as follows:

- Total numbers of rooms allotted should be completed along with attached kitchen and toilet facilities.
- The site should be relocated for the slum dwellers; those are near the riverside, as their house will be affected by the Brahmaputra River.
- The conditions of the roads should be developed and communication with other places should be updated.
- Proper medical facilities and sanitation should be provided.
- Most of the slum dwellers are poor and below the poverty line, hence the government should take initiative and provide job cards for their financial upliftment.
- The beneficiaries should be provided training for self-help such as- tailoring, weaving, etc. to support their family economically.
- Most of the slum dwellers are illiterate, so, non-formal education and adult education should be compulsorily provided.
- Community halls and community toilets are not sufficient. It should be increased so that the slum dwellers can utilize it comfortably.
- In order to tackle the problem of adequate water supply, arrangements for extra water supply should be made.
- There are some physically handicapped slum dwellers also which should be properly taken care of by the government by designing suitable schemes for them.
- The sewerage arrangement is absent in slum areas, so proper drainage and sewerage should be made.
- The areas are flood prone areas, so government should undertake befitting measures to control flood by creating dike and dams.
- Land security tenure rights to the beneficiaries are the first requirement. It has to be accomplished by giving Patta's to the slum dwellers that are relocated.
- There should be one park and playground for the recreation of slum dwellers; to be provided by the IHSDP.
- Proper street lights and proper electricity connections should be provided in the areas resided by slum dwellers.
- The government should take initiatives to provide more amenities and facilities for the overall development of the slum dwellers.

CONCLUSION

Housing is not just about providing houses. It involves many other related but essential requirements like drainage, sewerage, shelter, school, hospital, transport facility, storm-water management, community hall, water supply etc. for a healthy living. Therefore, the guideline for the implementation of IHSDP provide for this. The purpose is to make India a slum free country. The proper implementation with availability of related facilities can change the picture of slums and

convert them into proper inhabitations. In the present study it was found that some criteria/norm/principles were followed whereas some are not. The experience of the implementation of Palashbari Slum will be helpful for the other slums where the IHSDP is or will be implemented. The implementers must give emphasis on fair selection process, give importance on certain basic amenities like water, sewerage, sanitation, approach road etc., so that it will benefit the slum dwellers and will be helpful for the socio-economic development of the country.

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