

IMPLEMENTATION OF BSUP CASE OF VADODARA

Prof. Swara Shah

Associate Professor, SAAD- ITM universe, Vadodara, Gujarat, India

Vidisha Gajjar

Associate Professor, Vadodara Institute of Architecture, Vadodara, Gujarat, India

Abstract: In this paper, the approach taken to analyze Vadodara city under the Basic Services for the Urban Poor (BSUP) program, a sub-mission of the Jawaharlal Nehru National Urban Renewal Mission (JNNURM). Vadodara Mahanagar Sewa Sadan (VMSS) has approached BSUP mainly through in-situ redevelopment of slums. Under this approach, VMSS is converting a large number of *kutchha* houses on municipal and State Government lands. VMSS has taken care of many pavement dwellers also for accommodation under BSUP. Basic services and infrastructure are also supposed to be upgraded in these settlements. VMSS has also attempted to accommodate many of the people's concerns, demands and desires which emerged during the implementation process. In this paper, slum scenario of the Vadodara city, need for BSUP and implementation attempt of VMSS is analyzed.

Keywords: Implementation, Participatory Approach, Urban Poor.

Introduction: There are numerous cities like Ahmedabad, Hyderabad, and Raipur in which JNNURM and BSUP have facilitated evictions and the shifting of the urban poor to distant sites on the urban periphery. Vadodara Mahanagar Sewa Sadan (VMSS) has tried to minimize evictions and resettlement and has instead tried to approach BSUP mainly through in-situ redevelopment of slums. Under this approach, VMSS is converting a large number of *kutchha* houses on State Government and municipal lands. Basic services and infrastructure are also supposed to be upgraded in these settlements. VMSS has also attempted to accommodate many of the people's concerns, demands and desires which emerged during the implementation process. This case-study is done to aid our learning on processes and challenges around urban poor housing interventions and particularly around in-situ redevelopment and up gradation.

BSUP, Vadodara: Vadodara has 336 slums as per the socio- economic survey done by Smart Chip Company in 2009-10 and they have recognized around 60,000 slum dwellers in the city. Under Basic Services for Urban poor (BSUP) done in 5 phases around 20 locations and total 21,696 number of Dwelling Units (hereafter DU) had been proposed for allocation to slum dwellers during 2007-2016. In bio-metric Process, the slum dwellers have to register themselves after confirming their identity proof. Slum dweller, living in the slum area from last 5 years was also beneficial for the scheme by registering himself in *Panchcase*. The allotment process was done through the draw matter. Handicapped and aged people got the advantage of ground floor allotment. The other floors are randomly provided to other beneficiaries. Total 11056 houses are constructed under Phase 1 and Phase 2. 10640 houses are constructed under Phase 3, 4 and 5. Total 17600 DUs are allotted till 2016 under BSUP to the slum dwellers of Vadodara.

Phase- Wise Development:

Phase 1: In Phase 1 beneficiaries got their houses on the same foot print, because in situ development approach adopted by the Authority. Slums development around the area of 3 m has been shifted to this housing. Night Shelter (9 Nos.) facility has been provided for pavement dwellers. 5 Detailed Project Report(DPR) have been prepared for housing projects and DPR for Construction of *Aanganwadies* and pre-stressed compound wall & main Gate on various Plots of BSUP Phase-I.

Phase 2: Phase 2 is completed and besides providing housing to slum dwellers, the housing projects also aimed to clearing slums along the line of the *Vishwamitri* River. The civic body has made ambitious

plans to clear the banks of the *Vishwamitri* for its rejuvenation. It is also looking into the possibility of a riverfront project along the course of the river in the city. So in this phase the slums are relocated.

Phase 3: BSUP Scheme phase -3 which had five packages with 6096 DUs. Out of those 2000 DUs are completed and allotted to the beneficiaries. BSUP phase III suffered from huge dispute by slum dwellers and delayed. Remaining 4096 DUs' cost was overrun due to change of location and change and design. 600 DUs are completed and remaining at finishing stage. In BSUP Ph-3 allocated at *Ataladara* and *Sayajipura*, disputed 4096 DUs financial approval is under pipe line and VMC identified and finalized the beneficiaries. The slums have been relocated in this phase. This in this project the encroached land transferred by state to ULB. The tender and work order has been released the work order issued in 2012.

Problems in Phase 3 Project: In this phase, 5168 dwelling units planned to construct on same plots. 1500 on site slum dwellers filed PIL in the Gujarat High-Court in Dec.-2011. Pkg.-1, 2 & 3 work could not start even in January-2012. Pkg.-5 housing locations were situated on other small plots. In situ Slum dwellers on the small plots were evacuated March-2012. For 320 dwelling units in Pkg. 5 - work started in March 2012. Commencement of phase III project was communicated to Mission Director in - March 2012.

Reasons for Delay in the Project DPR-III: Slum dwellers didn't vacate the plot for want of alternate accommodation/rent. On site slum dwellers lodged PIL in the Hon-High-Court in December 2011. Settlement with slum dwellers has been done in April 2012. Allotment of dwelling units has been done. Available from ph-II project, to 1500 slums dwellers in April 2012. Immediate Shifting was not possible for want of electricity and approach. Subsequently monsoon and model code of conduct for Gujarat assembly election shifting held up. Removal of slum could make it possible in Jan-2013 with a clearance of the side

Phase 4: In this phase, construction of 2336 DUs of Housing Development and up gradation of slums at *Vadodara*, All the houses are allotted to the occupants.

Phase 5: In this phase, 2208 DUs in-situ project of Housing Development and up gradation of slums. All the houses are allotted to the occupants.

Common issues for delay phase 4 and phase 5 - The Detail Project Reports (DPR) approved in March- 2012. The work orders for both the Phases are also issued in Sept 2012. This Phases contain in-situ cum relocation project. The common issue is that the slum dwellers did not vacate the plots for want of alternate accommodation. So, ULB has demanded alternate open plots from state to development of the housing. The part land released in August 2012, Feb- March 2012 and final land released in July 2013 (VMSS plots).

Internal earmarking of funds for Basic Services to Urban Poor: The internal earmarking of funds for services to the urban poor has been implemented by VMSS. The minimum budgetary earmarking in municipal budget for urban poor is Rs. 262.42 crore for the year 2013-14. It is equivalent to 41.48% of the total budget. The Standing Committee of VMSS had approved the Slum Policy and finalized it. The General Board of VMSS has also approved the Slum Policy vide resolution.

The Present Status of Slums under Various Services is as Follows:

Earmarking 25% Developed Land in all Housing Projects for EWS/LIG: VMSS has framed about 65 T.P. schemes in the city area covering more than 158 Sq. Kms. of the city area where in 10% reservation of land for urban poor has been made which is compulsory as per Gujarat Town Planning & Urban Development Act 1976. This area is more than 25% of land area required for housing.

Table 1: Fund allocation for BSUP, Vadodara

Phase	DPR Cost (In Crs.)	Approved DUs	Completed DUs	Allotted DUs	On Going DUs	Yet to Allocate DUs
I	73.50	5392	5392	5392	0	0
II	114.77	5664	5664	5664	0	0
III	155.24	6096	2000	3258	4096	2838
IV	92.83	2336	2336	2318	0	18
V	87.87	2208	2208	2048	0	160
Total	525.54	21696	17600	18680	4096	3016

Conclusion: The possibility for BSUP benefitting greater numbers of the urban poor, as well as more settlements with poor quality housing and inadequate infrastructure can be opened up with the expansion of the definition of the slum by VMSS and inclusion of Pavement dwellers in the beneficiaries. However, there does not seem to have been any clear criteria for selecting which settlements would be covered under BSUP. DPRs were prepared without any prior study of the types of settlements in Vadodara, their varying conditions, and people's concerns and priorities. The DPRs proposed a completely new layout of a cluster of medium-rise flats for most of the slums. There was also no study of these layouts and thus no understanding of the economic backgrounds of the residents and whether they all should be covered under BSUP. Approach of in-situ redevelopment on the same footprint is most suitable so that people's livelihood cannot be affected. The concept of self-construction can be adopted, so that, a systematic process of consultation and participation can be followed. The Vadodara municipal corporation can open to people's concerns, demands and desires. Carrying out surveys, studies and a process of public engagement prior to DPR preparation would have ensured better planning for the process of in-situ redevelopment on the same footprint. VMSS is having the institutional framework and mechanisms in place to implement, monitor and resolve the complexities and challenges. The new approach to pay adequate attention to the upgrading and functionality of physical and social infrastructures in the settlement should be adopted. Emphasis on house design and the design and planning of physical and social infrastructures, and plan infrastructures in relation to wider city-level improvements should be given. If this is not done, settlement-level improvements will end up being lip-service but will not lead to substantial improvements in quality of life for the residents of these settlements. Attempts of safety of housing with social protection should be made. This could have been done by addressing other important components of BSUP like convergence of health, education and social security schemes for the urban poor. Whether in relocation programs or in in-situ redevelopment programs, issues of livelihood need to be addressed since housing and livelihood are inter-dependent, and without livelihood, the urban poor often find it difficult to sustain housing improvements. And lastly, there should be encouraging the urban local body to incorporate beneficiary in planning process and decision making in any development works and Strong Capacity Building and transparency should be encouraged by ULB level.

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