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PARADIGM OF EWS HOUSING ALLOTMENT – URBAN POOR RELOCATION IN SURAT

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Abstract

Exercise of the up-gradation or relocation of slum dwellers is carried out with a view to improve the quality of life of economically poor citizens of the society. These residents live in unhygienic and filthy hutments called slums though in the urban area. The success of relocation of slum is always a challenge for any Urban Local Body (ULB). Indirectly linked factors affecting successful relocation are, the distance from original slum establishment; transportation cost; social cohesion with and within the community, post-relocation earning potential and so on. In addition, availability of physical infrastructure facilities like water supply, drainage, solid waste disposal and such also impact. Importantly the effect of social infrastructure facilities like school, hospitals, community hall also depend on the success of a relocation. In general the important reason of failure of relocation of slum is identified as lack of social cohesion in the community and neighbours. This paper explores about the applied method of the allotment of EWS houses in different schemes including the recommendation for the allotment of houses in Surat as a result of slum relocation. The Surat Municipal Corporation (SMC) is the ULB in Surat, Gujarat, India and follows provision to reserve EWS Housing land in TP Schemes through implementation of The GTPUD Act, 1976. Earlier, SMC experienced mass relocation of dwellers from slum pockets spread geographically in various parts of the city. The relocated sites were in Kosad and Bhestan area with mass EWS housing constructed. Present paper encompasses details on the developed EWS housing schemes. However, in the absence of any uniform allocation mechanism or policy, the SMC allocates houses on (lottery type) draw bases. A rapid small-sample survey was taken up in Kosad EWS housing packages to understand first-hand understanding of satisfaction for the allocation process from the relocated dwellers. It was with a focus to have the insights in Surat with vision to have detailed survey later based on results obtained through analysis of these samples. Initial rounds of consultation with SMC officials and primary data collection has helped understanding the un-attempted situation well and demanded an extensive study. Paper reviews provisions for EWS projects under different Government schemes (JnNURM, GRUH and so on) have varying guidelines regarding house allocation. Preliminary results are showing that the distance of relocation is the most neglected parameter in the allocation process. Also, the dwellers have to lose their routine economic attachments in search of new due to increased travel time and cost if they wish to continue adhering to the old one. Towards future consideration, suggestive early attempt policy modifications are proposed. However, the same require validation through considerable and extensive exploration by the officials and authority.

Keywords: EWS Allocation, EWS Housing, Slum Relocation, Surat, Urban Poor

1 INTRODUCTION

In majority cases of the relocation of slum dwellers, they are shifted from the original site and to another site. The physical and social infrastructure is said to be better in relocated site than the original site in terms of facilities for water supply, drainage, solid waste management. It is a positive side of relocation of slum. In negative side, if slums are on the roadside, at the river front or canal banks, they are to be evacuated looking to possible losses during the unavoidable hazard strike. In the resettlement site households from different slum, sites are brought in, which fostered a sense of alienation among the slum dwellers, further leading to loss of standing in the community. Displaced

citizens were not happy with the different communities staying on the new site, and there was a feeling of distrust between them (Mandhyan, June 2014) Families that had been staying together like joint families in the slums had been forced to live apart. It is because they were allotted residences in different localities and were very unhappy with such forced arrangements (Vijay Kapse, 2012) As most of the allocated flats are on a lottery system, a mixed culture is observed (Amey Z. Sheth, 2010) Moving to relocated site is going to break their social links so that the more, they refused to be resettled. The people who agreed to for resettlement had relatively weak social bonds with their neighbours and kinship groups (Lanka, September 2010) Second one, the area of dwelling unit is more in slum compare to allotted area that affect the QOL of these people. Another problem related to relocation of slum is the distance from original slum. The relocated slum, mostly is far away from the original site. The slum dwellers go for work near to their settlement nevertheless after relocation their house location will change (influence by the ULB) but not the job (no provisions by ULB). As a result, the transportation costs increase due to relocation. 'Increased distance to the previous place of work and in affordability to travel there in the absence of adequate public transport access to a new site'. It emerges as the principal reason for loss of livelihood (Mandhyan, June 2014) The other problems after relocation of slum dwellers are higher electricity bill, more distance of shop for civil supply compared to the original site, security of assets, women and children and alike.

2 PROBLEM FACED BY SLUM RELOCATED CITIZENS AFTER RELOCATION

There is an ideal thought that after the relocation, the relocated citizen's quality of life will be better than before, but it is not necessary. There are many other problems faced by these people after relocation. If the relocated site is far away from the original site, they will have to travel more compared to the old one for the livelihood. At the slum site, people used to walk for their livelihood but after relocation, the increased distance from the job site add the cost of transport. They have to spend more money and time for the purpose. The cost of electricity is also, increased after relocation. The allotment of the dwelling unit based on draw system possibly breaks the social bond between these people because of changed neighbour after resettlement. The security of assets, women, and children is also decrease after relocation. Some people had their own informal business at the original site but after relocation, their business space is occupied by someone else, and they have to do another job for livelihood. The people who were serving for garage repairing, groceries shops, vegetable shopkeepers had to change their livelihood as they do not get such places to around relocated site. It adversely affect the financial aspects of these people. Diagram (Figure 1) below is a general compilation on difficulties faced by slum dwellers in post-relocation stage.

3 PROVISION OF ALLOTMENT OF HOUSES IN DIFFERENT POLICIES AND SCHEMES

The Regulations for the rehabilitation and redevelopment of the slums 2010, Government of Gujarat mentions regarding dwelling unit distribution. Allocation of newly developed dwelling units to eligible slum dwellers may be done using computerised random draw. In some cases, it can also allow availing unanimous consent from all eligible slum dwellers. The JnNURM scheme mentions selecting beneficiaries and allocate houses using a transparent procedure through the State Government / implementing agency. It suggests for modes as draw of lottery in accordance with detailed guidelines approved by the State/UT Government. Mukhya Mantri GRUH Yojana for EWS, allotment of houses needs to be through a computerized draw with basis from prevailing policy norms. Importantly it is to remark that almost all plans and schemes have facility of draw for the allotment of houses. It forces the households to stay apart from families with whom they might have been living as the neighbour for long. It may be a reason for adverse social impact for the community cohesion.

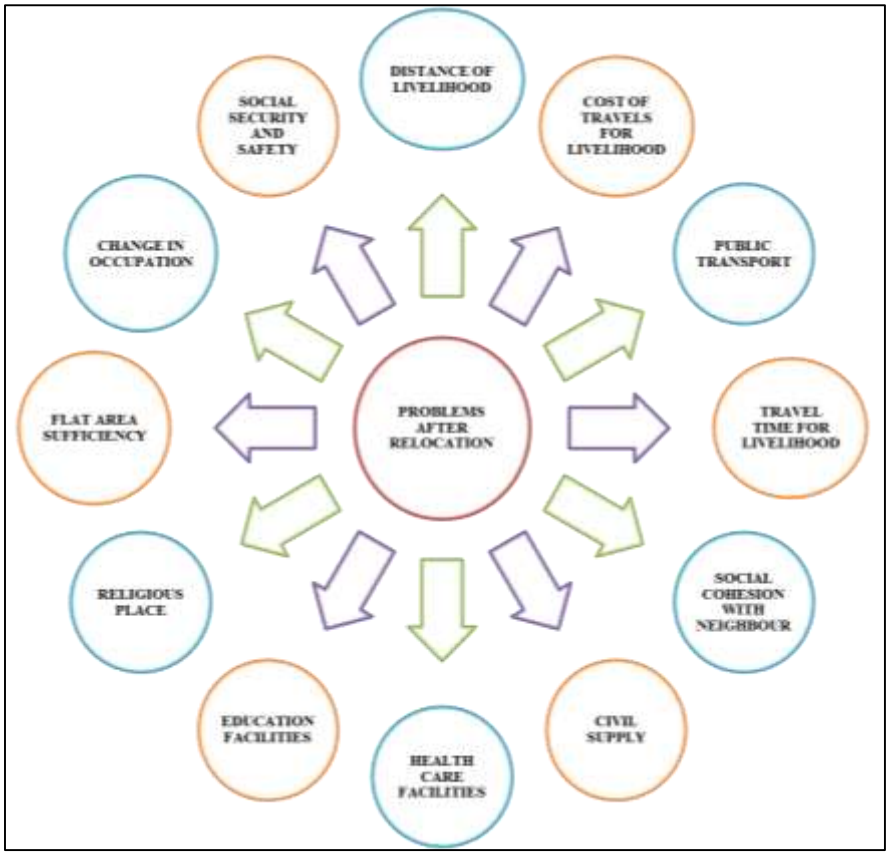

Figure 1 Problems faced by slum dwellers after relocation

3.1 Summary of schemes applied for relocation of slum dwellers

Following are the applicable projects / plans for the slum up-gradation in urban areas of Gujarat state. In accordance with the financial policy provisions, Government announced for these schemes from time to time with a motive to create better-living conditions for poor people in the society.

Table 1 Slum dwellers relocation schemes

Name of scheme	Central Government	State Government
GRUH		✓
RAY	✓	✓
JnNURM	✓	✓
VAMBAY	✓	✓
IAY	✓	✓

4 RESULTS AND FINDINGS OF PILOT SURVEY AT KOSAD

Location of Kosad village (now in administrative boundary of the city) is in the North zone in Surat, just to the North of Tapi River and the West to Mumbai-Delhi railway line. SMC had acquired the land from Gujarat Housing Board (GHB) for rehabilitation of slum dweller citizens through a mega project of a kind. A total of 17,993 households (beneficiary) from different areas were relocated to new houses in the Kosad project. Graph below indicates the distribution of the same.

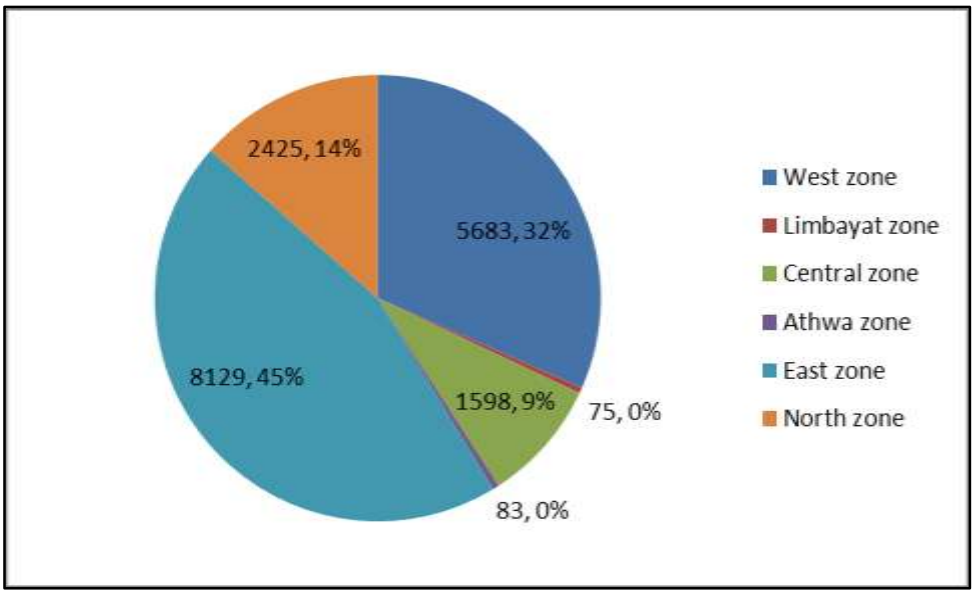

Figure 2 Zone wise percentage of beneficiary slums at Kosad (Source: Surat Municipal Corporation)

Figure 3 Distance of different zones from Kosad (Courtesy: Google Maps)

Details of the dwelling unit at Kosad Awas is as below:

- Housing plan – two bedrooms, Kitchen, W/C, Chowkdi
- Built – up area – 25.50 m^2 to 25.64 m^2
- Actual cost – INR 1,34,653/- to INR 1,60,153/-
- Up-front cost – INR 3,500/-
- Loan Amount – INR 32,500/-
- EMI – INR 400/- per month
- Total repayment period – 10 years
- Interest rate applicable – 9%
- Cost of house recovered from the beneficiary – INR 35,000/- (ongoing presently)

Housing details of Kosad Awas project is as below:

Table 2 Housing Details of Kosad Awas

Sr.	Cluster	No. of apartments	Total floors on all apartments	Total dwelling units (Nos.)
1	H1	110	440	5280
2	H2	88	352	4224
3	H3	53	212	2544
4	H4	53	212	2544
5	H5	61	244	2928
Total		**365**		**17520**

(Source: Surat Municipal Corporation)

Figure 4 Google Earth image of Kosad Awas

The pilot survey of 25 households at Kosad, Surat carried out was to get familiarize with the issues associated with the relocated slum dwellers. Analytical tools were used to perform analysis and results obtained are discussed in the following sub-sections of the paper.

4.1 FAMILY SIZE VIS-A-VIS FLAT AREA

As a foremost analysis, it was attempted to identify the perception of relocated dwellers about the flat size that they have been allocated. Here, it is important to note that no family size consideration was made prior or after allocation by the authority. Survey results shown that the allocated flat size was found to be sufficient to the family sizes in a range of 2 to 5 persons per family.

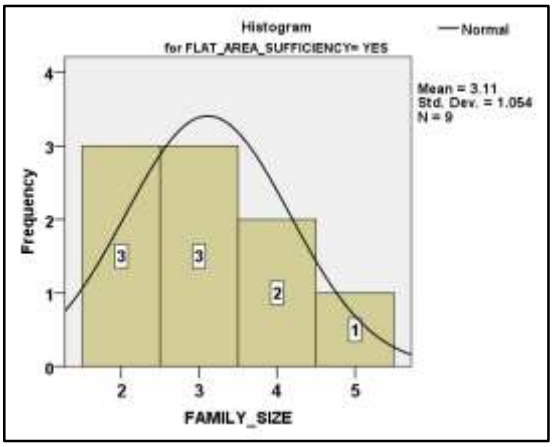

Figure 5 flat area sufficiency and family size

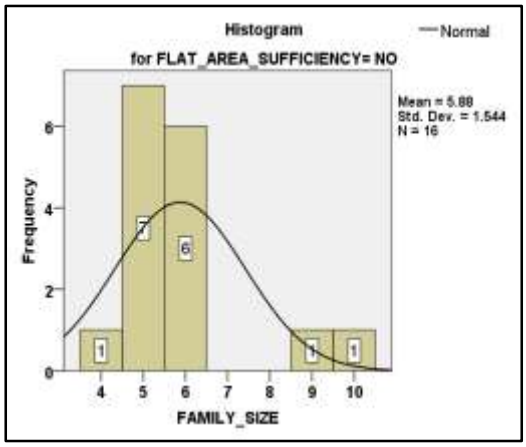

Figure 6 Flat area insufficiency and family size

However, the survey suggested that flat size was found to be insufficient for family sizes more than 5 persons. The results shown that there exists HH having more than 6 persons in a family. Surprisingly, 64% respondents were finding the size of flat shall be larger based on their family size requirements and family cohesive culture that existed among.

4.2 WATER SUPPLY UTILITY

The survey revealed that about 92% of respondents found to have insufficient water supply through SMC supplies on daily bases. In support to the fact, 96% responses were received telling that the residents have to make additional arrangements for storing water either in terms of providing personal water tank or through drum.

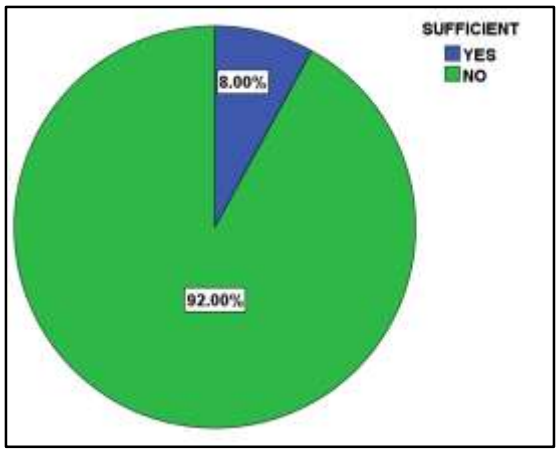

Figure 7 Water supply sufficiency

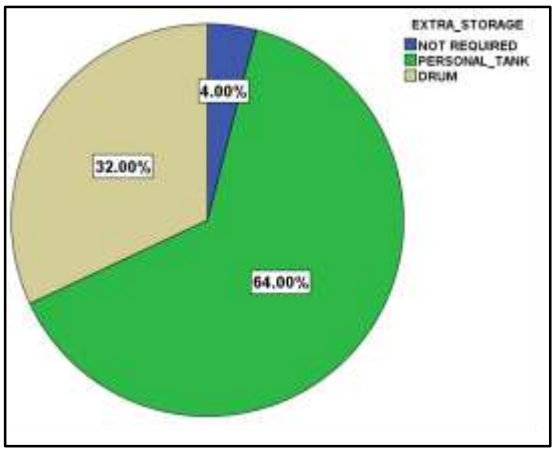

Figure 8 Extra storage of water

Above fact in particular suggests to relook in the water supply demands anticipated and system design aspects considered prior allocation of houses. Important to note here is that 36% of families having HH size less than 5 persons, also lack of water supply as only 4% responded to have no additional arrangement for water storages as well as 8% found existing water supply to be enough.

4.3 FUEL CONSUMPTION

Depending on the family size and water availability, a connection was attempted to explore fuel consumption employed for the cooking purpose.

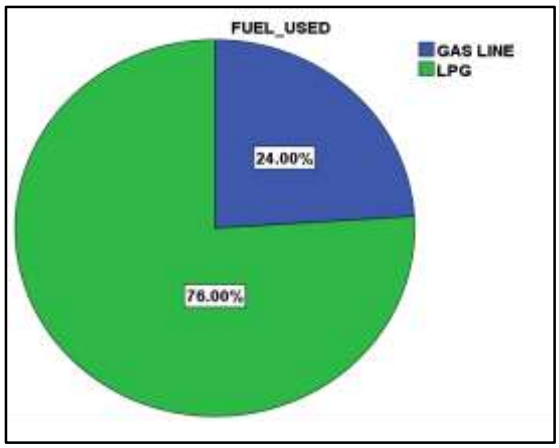

Figure 9 Cooking fuel

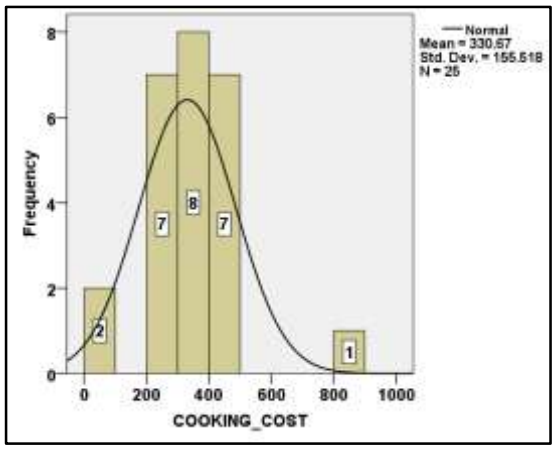

Figure 10 Cooking cost

Mean bimonthly cost of cooking was observed to be around INR 330 with a general range between INR 175 to INR 485. Almost 76% of the families use LPG bottles as primary fuel for cooking along with a few having natural gas (LNG) through pipeline. It was lately informed by the officials that the natural gas supply through pipelines is under progress to cover all the residents in all five housing clusters of Kosad. The fuel consumption was related with average monthly total income of the household which revealed as shown in matrix below.

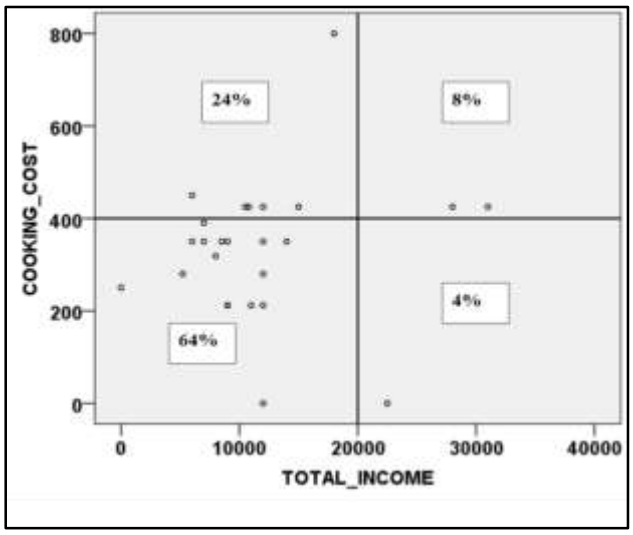

Figure 11 Cooking cost v/s family size

It helps drawing a remark that about 64% families bear bimonthly fuel costs less than INR 400 however in 24% cases having same income level spend more on cooking fuel. Exceptional cases having bimonthly fuel cost spending around INR 800 and monthly income about INR 30,000 were also recorded.

Further in the survey, attempt was to identify the electricity consumption and costs involved for the relocated dwellers. Results show that on bimonthly basis, average cost of electricity is around INR 710 having a deviation of INR 188. Here, composition of family size suggests a mean of around 5 persons in a family with a deviation of 2 persons in general. However, maximum observed family size has reported as 10 persons in a HH also.

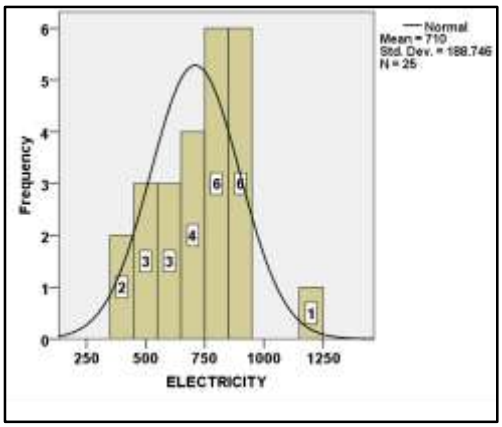

Figure 12 Electricity usage

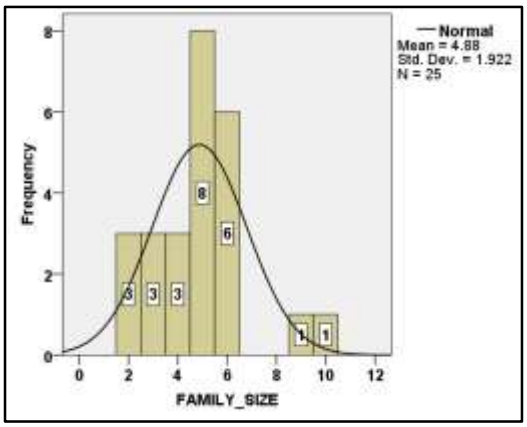

Figure 13 Family size distribution

This usage depends more or less on family size as well. It is reflected in the charts shown below where in exactly around 36% families having size less than 5 persons have income around INR 12000 as well as having bimonthly electricity consumption at INR 710.

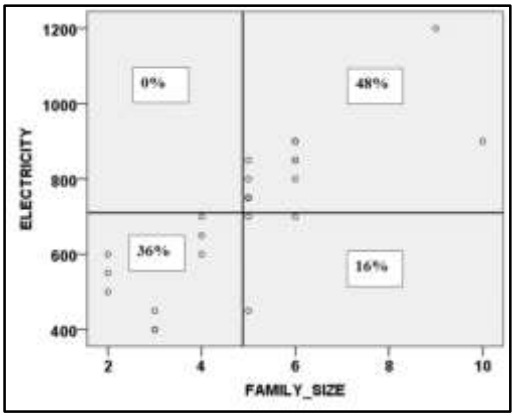

Figure 14 Electricity usage and family size, scatted diagram

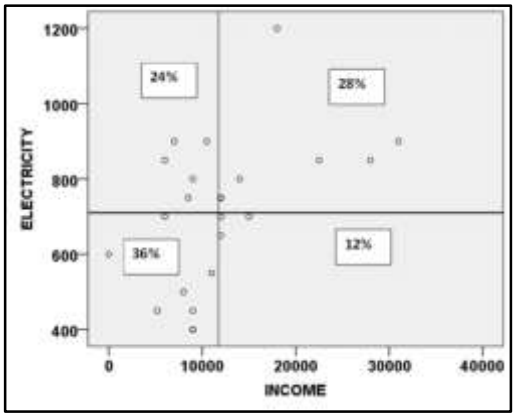

Figure 15 Income V/S electricity usage, scatted diagram

Exceptionally in some of the cases it is observed that higher the income leads to higher electricity consumption along with higher family sizes. Indirectly it prompts for rooms being utilized on shift bases as well as there might be presence of home appliances like TV, refrigerator and so on.

4.4 INCOME CRITERIA

Further it was attempted to explore the changes in the income before and after the relocation. Below charts show the comparative frequency distribution in the context.

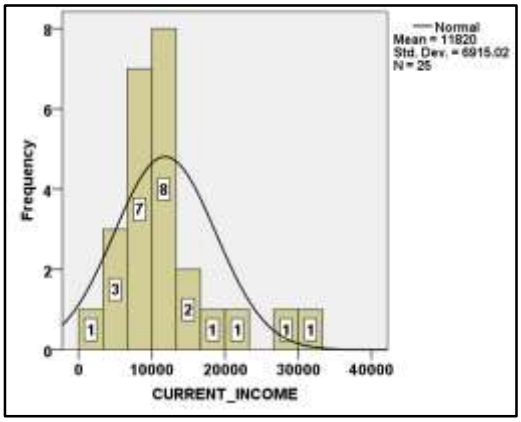

Figure 16 Current income

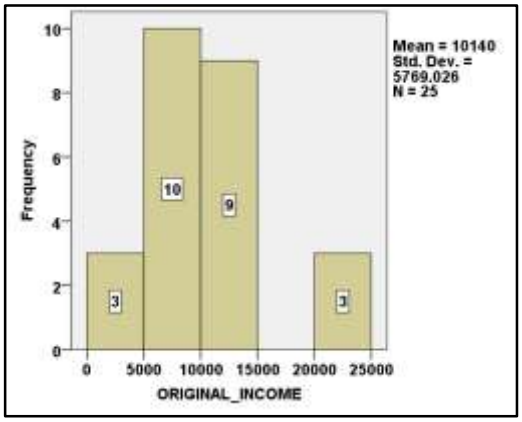

Figure 17 Original income

Majority of the mass, about 48% of total is having monthly income in range of around INR 10,000 and the same is not reported to have change as an effect of relocation. This further explains indirectly about job opportunity availability around relocation site. However, in some of the cases a major shift also has been observed on a positive note. In a few cases, new job (for dwellers not earning earlier) has also been reported showing market potential. Importantly, around 8% results are either showing neutral or negative responses on the part of job loss or reduction in past income levels.

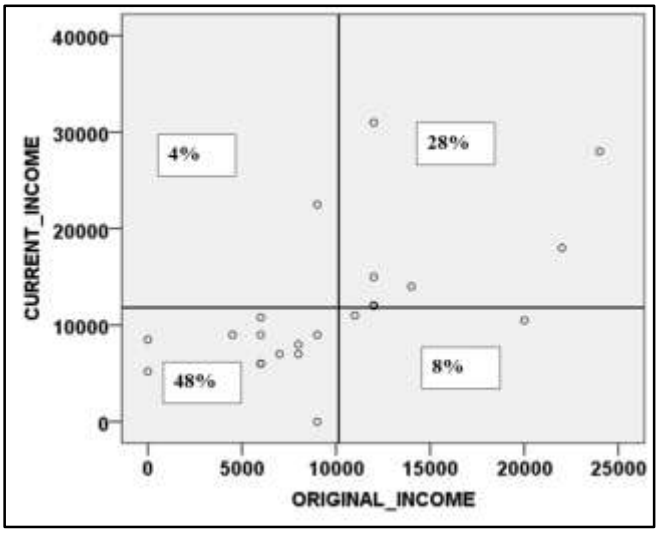

Figure 18 Original income V/S Current income, Scatter Diagram

4.5 OCCUPATION AND TRANSPORTATION DETAILS

Occupation involvement exploration revealed that about 64% HH are involved in private sector and rest involved in informal businesses. Preferentially, while doing the economic activities a major of the mass reported to use auto-rickshaw (three wheeler) followed by use of private vehicles at 34%. Interestingly, 13% HH reported to walk to their job places that supports the earlier findings. At present, the mass transportation facility is not in operation hence, the potential for use of such services remains with an anticipated shift from auto-rickshaw or private vehicles; however, it majorly will depend on the destinations covered by proposed MPT. It also was reported that average daily cost of transportation is about INR 50 for doing economic activities that on average consume INR 1500 towards cost of transportation from the monthly income generated.

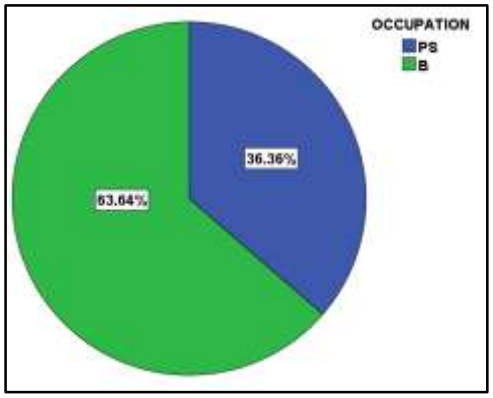

Figure 19 Occupation

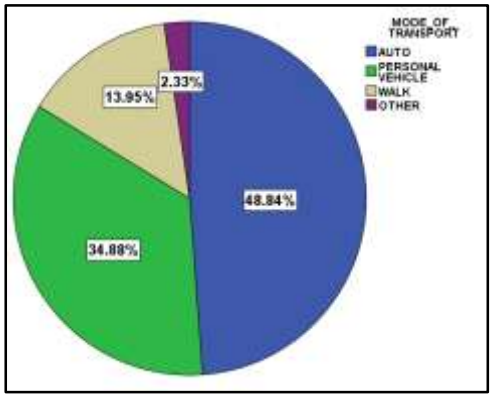

Figure 20 Mode of Transport

5 CONCLUDING REMARKS

- Relocation of Slum dwellers is very challenging task and it requires consideration on involving social aspects for it to be successful.
- It is imperative to understand the need of space considering the family size. If family size is more than 5 persons and married couple are two or more, one flat is not sufficient. Principle of equality shall be applied while allocating DU considering a base of HH size also.
- Prior to propose a relocation site, an exploration survey on present involvement in economic activities of the people is essential. Keeping in view of transportation costs after relocation without disturbing economic activity involvement, the relocation site shall be proposed.
- Integrated planning and its implementation shall be assured to reduce additional costs of all kinds.
- Relocation associates with additional financial burden in terms of facilities like electricity, cooking fuel and taxes or charges whereas scope for additional income to match theses expenses needs to be explored. It may lead to create opportunities in terms of skill development programs and capacity building towards poverty alleviation measures.

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