

SUSTAINABLE LIVELIHOODS, URBAN TRANSPORT & CLIMATE CHANGE

*Community Participation
in Resource Use & Planning*

The Case of Surya Tejanagar, Visakhapatnam

ARTD

Association for Rural and Tribal Development – Urban Wing

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SURYA TEJANAGAR, VIZAG STUDY REPORT

Surya Tejanagar, a non-notified slum in Vizag, Andhra Pradesh was selected for In-situ Redevelopment under Rajiv Awas Yojana. The Greater Visakhapatnam Municipal Corporation (GVMC) planned to build G+3 housing without any consultation with the people. But people completely rejected this multi-storied housing and wanted land with individual units which suits their livelihood and lifestyle practices. Association for Rural and Tribal Development – Urban Wing (ARTD), a local organization assumed leadership in this issue to negotiate with GVMC. The GVMC has had to finally accept most of the community demands.

A study was conducted to review the impact of this initiative in the Surya Tejanagar on aspects of information, participation, and assertion of their lifestyle by the people. This was done by documenting the lifestyle patterns of people, their preferences, expectations, and changes, in relation to the previous and current plan finalised by the GVMC.

Background:

Vizag is the fastest growing city of Andhra Pradesh. It had a population of 17.30 lakhs in 2011 spread over an area of 544 sq.km. It has a high in-migration rate as several people come to the city in search of jobs and better livelihood opportunities. According to the Census 2001 data GVMC had a total population of 7,70,971 living in slum settlements, which is 44.6% of the total population. Hence both the State and Union Government have launched several plans and missions to provide housing to the slum dwellers like Rajiv Gruha Kalpa, Jawaharlal Nehru National Urban Renewal Mission (JnNURM) etc.

In the first City development Plan (CDP) prepared under JnNURM, it was estimated that a total of 6 lakh population lives in slums which require a total of 1,20,000 housing units, of which 52,000 have already been provided. So the CDP envisaged to provide 50,000 DUs under JnNURM at a cost of Rs 50,000 lakhs. In the following nine years from 2005 to 2014, a total of 24,423 flats were approved in 12 projects under the Basic Services for Urban Poor (BSUP) component of JnNURM. Of these 23,243 are reported to have been constructed and 21,993 allotted. But only 10,933 are occupied. The total approved cost of these projects was Rs 76,422 lakhs.

Also most of these flats have been constructed in the outskirts of the city far from the original settlement. And the beneficiaries in most cases have been forcefully evicted and relocated. The status and condition of living of these beneficiaries have been studied by the ARTD (Urban Wing), particularly in the case of Seva Nagar, which revealed that:

- The average income declined from Rs 6,000-10,000 to Rs 2,000-5,000 per month.
- Women have been forced into prostitution as many people lost their employment.
- People have been shifted 20 Kms away to Madhurawada, without any transport facilities.
- The cost of living, transportation, medical facilities have increased.
- 35 cases of deaths have been reported due to lack of medical facilities and doctors.
- Several students have lost the opportunity to avail education due to lack of schools.
- The quality of water supplied is very poor and inadequate.
- Many original residents have not been given flats, while there are 172 bogus beneficiaries.
- Even the condition of new houses is fast deteriorating with water leakages and cracks.

And the people of Seva Nagar have been trying to register their grievances and make the authorities responsible.

Then in 2013, the revised CDP (Draft - May 2013) again estimated that Vizag has about 6 Lakhs people living in 741 slum settlements of which only 284 are notified and the remaining 455 are non-notified slums. And it was further estimated that an investment of Rs 1,20,000 lakhs is required for building 50,000 dwelling units.

Rajiv Awas Yojana

Rajiv Awas Yojana (RAY) was launched by the Government of India in 2011 to provide housing to all and make cities Slum-Free. It lists several models for providing better physical and social infrastructure and housing, which have been prioritised into three main strategies as listed below:

- In-Situ Upgradation: To provide physical and linking infrastructure in settlements where people have already built the houses but the infrastructure facilities are lacking.
- In-situ Redevelopment: Where both housing and infrastructure facilities are lacking.
- Relocation: Where the slum is on non-tenable land which is unfit for human habitation.

However it also says that the option to be selected for slum freeing will also depend on the market value of the slum land.

So in Vizag all the 741 slums are to be covered under this scheme. Every city has to make a slum-free city plan of action and each State has to enact a Property Rights to Slum Dwellers Act to be eligible to obtain funding under this scheme. Surya Tejanagar in Vizag was selected as a pilot project under RAY in 2011, but neither the Slum Free City Plan of Action has been prepared nor the Property Rights Act been passed. The total investment proposed for this project was previously Rs 1131.08 lakhs (for 240 DUs and facilities), and later revised to Rs 1011.46 lakhs (for 204 DUs and facilities).

Surya Tejanagar

Surya Tejanagar is a working class settlement in the well developed Arilova locality which is approximately at a distance of 10 Kms from the centre of Vizag. People have been living here for more than 25 years. They have migrated here in search of livelihood, mostly from rural areas. Most of the people are working in the nearby areas as labourers in the unorganised sector doing a variety of skilled jobs such as drivers, mechanics, welders, carpenters, painters, masons etc. They have slowly and incrementally build pukka or semi-pukka houses.

The slum was selected by GVMC for in-situ redevelopment under the RAY in 2011. The GVMC had planned to build multistoried G+3 housing in the slum and even prepared a Detailed Project Report and layout plan for it without informing and consulting the residents. The residents only received the information about Rajiv Awas Yojana through ARTD in 2012.

Since then ARTD have been organizing regular meetings in the slum to inform and discuss the objectives, opportunities for participation in planning, designing, decision making and implementation, and the various options in RAY. After receiving this information people with help from ARTD discussed in detail the redevelopment project as planned by GVMC and pointed out several flaws and objections in the GVMC's plan:

- The list of slum dwellers and survey had names of several bogus beneficiaries.
- The G+3 multistory housing was completely unsuitable for the livelihood and lifestyle practices of the people in the settlement.
- The land mapping, measurement and survey were not correct.
- The width of road was planned much higher than that needed by the residents or that required according to the building code and regulations.
- Even while the slum population was much less than the neighbourhood level population neighbourhood level facilities were planned in the slum.
- The area marked green under the high tension wire that passed right through the middle of the settlement to leave the requisite space for safety considerations actually increased the danger for kids and others that might enter the area for different purposes.
- A space of 6 meters along both sides of the 6-10 meter drain (gedda) that passed right through the middle of the settlement was left for safety which reduced the space available for individual units.

So ARTD along with the people decided that they will conduct their own survey and also design their own plan. It took help and advice from Architects and Experts to design the plan and to explore the regulations and policy to come out with the best option for the slum dwellers. Based on the consultations with people, the survey, and the data collected by ARTD, Hazards Centre prepared a set of five different possible layout plans which were used by ARTD to put forward the demands of the people.

This data collected from people, the set of five plans based on these, and information about the policy and building regulations, were used by ARTD to negotiate with GVMC. Some of this information, even including those about laws, plans and policy were not available with the GVMC and MEPMA (Mission for Elimination of Poverty in Municipal Areas) – the Nodal agency for RAY in Andhra Pradesh. This brought other options and possibilities that were earlier off the negotiation table into consideration. And enabled ARTD and people to question and demand their rights and created greater credibility for the choices and practice adopted by people.

This caused GVMC to prepare a new plan recognizing:

- a) the difference in the lifestyle of the working poor from those of the middle classes,
- b) the other options available for planning, and
- c) the need of planning housing based on the livelihood of the people.

This new plan accepted most of the demands of the people:

- Individual units were planned for 74% of households and G+1 for remaining 26%.
- Bogus beneficiaries were removed and total number was brought down from 235 to 204.
- Land survey and measurement was done again and verified by the people.
- Width of roads earlier planned to be 9 & 6 meters were brought down to 6 & 4 meters.
- The neighbourhood level facilities were removed from the settlement.
- It was decided to shift the high tension power line so it does not pass over the settlement.
- The safety space along the drain was reduced from 6 meters to 3 meters.

People and ARTD also accepted this new plan. And a study was planned to review the impact of this initiative in Surya Tejanagar.

Objectives and Methodology of the Study:

The study was done by documenting the household and livelihood patterns of the people, and how they viewed this whole experience of negotiation with the GVMC. The data was collected by student volunteers of various disciplines like Social Work, Sociology, Environmental Science, Economics etc., of Vizag. A training of the volunteers and community researchers was conducted by Hazards Centre. And a field visit and community consultation was organised based on which a questionnaire was designed. And a complete household survey was conducted using it.

Demographics:

A total of 196 households of the total 204 listed as final beneficiaries in In-situ redevelopment plan participated in this study. All these people are living in Surya Tejanagar with their families.

- 7.7% are Scheduled Caste, 53.6% Backward Caste, 2.6% Other Caste and rest 36.2% left it unreported.
- The total population is 550 of which 50.7% are males and 46.2% are females.
- 21.1% are in the 1-15 years age group, 37.6% in 15-35 years age group, 23.3% in 36-55 years age group, and 4.9% in the 56-75 years age group.
- 6 persons are physically handicapped.

Migration:

83% respondents said they came from rural areas and 17% from urban areas. And most of these families have migrated and settled in Surya Tejanagar 15 to 20 years ago or even earlier as can be seen from Tables 1 & 2 below. However 45.6% people did not respond to these questions.

TABLE 1: YEAR OF MIGRATION	
Years	No. of Families
Less than 5	8%
5-10	13.4%
10-15	17.9%
15-20	40.2%
20 & above	20.5%

TABLE 2: YEAR OF COMING TO SURYA TEJANAGAR	
Years	No. of Families
Less than 5	5.7%
5-10	11.4%
10-15	14.3%
15-20	44.8%
20 & above	23.8%

It was found that 95% of respondents have migrated in search of livelihood or because of lack of work in rural area, and the remaining 5% for education and other reasons. However, only 20% people responded to this question.

Livelihood and Educational Qualification:

All the people here are working in the unorganised sector and doing a variety of skilled jobs as shown in Table 3 below. 71% people responded to these questions. Other people are engaged in a variety of works such as mechanic, mason, plumber, marble work, security guard, nurse, gardener, cook, housemaid, sweeper, cleaner, warden, vendor, small shop, barber, bakery, tailor etc. The survey has recorded a total of 17 females as earning members.

The educational qualification of these workers is also presented in Table 4 and it can be seen that most of these are formally uneducated.

TABLE 3: TYPES OF OCCUPATION	
Occupation	No. of people
Labour	50.4%
Auto driver	13%
Carpenter	5%
Private Job	4.3%
Car Driver	4.3%
Painting Work	2.9%
Other	20.1%

TABLE 4: EDUCATIONAL QUALIFICATION	
Education	No. of people
Nil	40.3%
Primary	23.7%
Secondary	20.9%
Inter	3.6%
Graduate	2.9%
Other courses	0.7%
Blank	7.9%

Income, Identity and Mode of Travel:

The monthly income distribution is given below in Table 5. Only 4 households have more than 1 earning member and the average monthly household income is Rs 5848. It was also found that 11 people were receiving an average pension of Rs 255, while the no. of people above 55 years is 27. 16.8% respondents were found to have no bank account. Also only 48% people reported that they have a Ration Card, and 18.9% said that they have an Aadhar Card. More than 65% people responded to these questions.

TABLE 5: INDIVIDUAL INCOME DISTRIBUTION	
Income	No. of people
4000 & less	28.9%
4001 - 8000	56.3%
8001 - 12000	14.1%
12000 & above	0.8%

TABLE 6: DISTANCE FROM PLACE OF WORK	
Distance (kms)	No. of people
5 & less	49.2%
5 - 10	29.7%
10-15	13.3%
15 & above	7.8%

From Table 6 it can be seen that most of the people work in nearby areas. Many people also work within the slum settlement or keep their goods, tools and equipments in or near their houses like auto drivers, vendor, shopkeepers, tailor, etc. And from Table 7 it can be seen that most of the people use bus or non-motorised means of transport. Also many of the 17% who use auto rickshaw are rickshaw drivers themselves.

TABLE 7: MODE OF TRAVEL FOR WORK	
Mode of Travel	No. of people
Walk	19.5%
Bicycle	6.3%
Bus	50.8%
Bike	6.3%
Auto	17.2%

Information, Participation, Assertion:

The survey found that 99.2% people were satisfied with the present GVMC plan. 85.2% reported that they knew about the struggle with the GVMC. 62.2% people responded to these questions.

The survey also registered that 99.5% people have reported that the status of facilities in the settlement have improved since they first started living there. Recently, people have started to question what will happen of the money and labour they have invested in the last 15-20 years in developing the land and building their homes?, is it possible to make any assessment of these?, and will they be compensated? However these questions and issues have not been addressed.

The information available with people has also increased. They earlier had no information about the Rajiv Awas Yojana and the various options for slum improvement and participation in it. But after several community meetings and workshops held by ARTD, they were able to enquire about the scheme and the whole process. The status of participation was much more than that while preparing the first plan. The first DPR by GVMC was prepared without any community consultation. But after the intervention by ARTD, GVMC had to consult the community and accept most of their demands. This acceptance had also brought some recognition of the lifestyle of the people by the official agencies which had earlier completely ignored it.

However there was no response by the people on the two questions: (a) "Why do you think GVMC wants to give you flats", and (b) "How do they see the demand for plots. Also the preferences and practices of the people have been vilified by GVMC by spreading information that the slum dwellers have demanded land with individual houses since they know that the price of land has increased tremendously due to recent developments.

Discussion and Conclusion:

The study only documented the responses of the slum dwellers. Although the official statements of the agencies and even its officers are available and considered, personal interviews could have been sought to find their take on this episode of RAY pilot project planning in Surya Tejanagar. Also in many questions in the survey schedule a large percentage of people (30-80) have given no response. Reason for this needs to be explored and addressed.

However the study clearly shows that the residents of Surya Tejanagar have migrated and settled here in search of livelihood. Most of these people belong to the Backward Caste or Schedules Caste, and work in the unorganised sector and provide various skilled services. But they are paid very low wages. People have access to government schools and hospital here. The services in the slums have improved but still lack proper water supply, sanitation and waste collection. They have built their own homes with their own resources and labour. But there is no documentation and data on how the land, housing and services in the slums have improved, who has invested their effort, labour and resources, and how much of this has been due to the contributions of the slum dwellers? Interestingly, people have also started to raise this question.

Most of the people work in the nearby areas and use non-motorised, or public transport for commuting. Some people also work in their homes or store the tools and equipments there. Their livelihood practices require land with individual units rather than multi-storied flats. Their demand has been accepted in the latest plan by GVMC, after the effort made by ARTD. People have also accepted this plan. This is a great success as compared to the case of Seva Nagar where people have been evicted and shifted 20 km away and are facing various problems.

But even then the revised CDP again still only plans for housing in multi-storied flats, without any consultation with the people. A quick financial comparison of the DUs planned in first CDP, BSUP, Revised CDP, and Surya Tejanagar RAY previous and latest plan reveals very interesting data as shown in Table 8.

Scheme/Plan	Year	No. of DUs Planned	Total Investment in Rs Lakhs	Investment per DU in Rs Lakhs
First CDP	2005-06	50,000	50,000	1.00
BSUP – 12 Project	2005-14	24,423	76,422	3.13
Surya Tejanagar Previous Plan	2012	240	1,131	4.72
Revised CDP	2013	50,000	1,20,000	2.40

Firstly, it is interesting to note that even after 24,423 Flats have been constructed under JnNURM, the number of required DUs still remain at 50,000 in the revised plan, same as that in the first CDP. Secondly, there is an increase of 3.13 times in cost per DU that was planned in first CDP and what was implemented under BSUP. Will the revised CDP not again be victim of such cost escalations? Thirdly, all these DUs are planned in the same multi-storied model as implemented in case of Seva Nagar, the failure of which has been well documented. And the price paid for this failure per DU has also being constantly increased, except for the revised CDP.

However no data is available on the comparison of the resource use and consumption between the multi-storied flats being prepared by the GVMC and that of land with individual units – the lifestyle preferred and practiced by the poor. Neither there is any assessment of the cost (value generated or added) of the services provided by the poor through their livelihoods. Hence GVMC has been claiming that the slum dwellers have demanded land because they want to capture it as its price has gone up.

Also although the information available with people has increased, and their participation in this case has been enabled by the intervention of ARTD, but the scope and possibilities of future participation may not be similar, as has been witnessed in the case of preparation of revised CDP, and depend on the strength of intervention in case to case.

So while the assertion by people of their preferences and practices has increased in the case of Surya Tejanagar, it has come under attack and is maligned by the statements of the official agencies. So to enable people to discredit such claims maligning their livelihood and practices, it may be helpful to collect and empower people with information which can compare the resource requirements, and role, cost and contribution of the poor in developing land, housing and services.



Surya Tejanagar 2014 Google Earth



Plans and Model by GVMC





ARTD



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