

Implementation of JNNURM – IHSDP and its Impact on Urban Poor in Mizoram

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Abstract

“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 Jawahar Lal Nehru National Urban Renewal Mission (JNNURM). It is administered by the Ministry of Housing & Urban Poverty Alleviation. The Scheme was under implementation in 6 District Headquarter viz. Mamit, Champhai, Kolasib, Serchhip, Lunglei and Saiha in Mizoram. 1950 dwelling units were sanctioned and reported as completed. In the present study emphasis is placed on the impact of IHSDP to the urban poor in Mizoram.

Keywords: JNNURM – IHSDP in Mizoram.
IHSDP EWS Housing in Mizoram

I. INTRODUCTION:

Integrated Housing & Slum Development Programme is applicable to all cities and towns as per 2001 Census except cities/towns covered under Jawahar Lal Nehru National Urban Renewal Mission (JNNURM). The scheme seeks to enhance public and private investments in housing and infrastructural development in urban areas.

1. Objectives of IHSDP:

The basic objective of the Scheme is to strive for holistic slum development with a healthy and enabling urban environment by providing adequate shelter and basic infrastructure facilities to the slum dwellers of the identified urban areas.

2. Components

The components for assistance under the scheme will include all slum improvement / up-gradation / relocation projects including up-gradation / new construction of houses and infrastructural facilities, like, water supply and sewerage.

3. Ceiling Cost for Dwelling Unit

Cost Ceiling of DUs under IHSDP will be Rs.1,00,000 for the projects sanctioned during 2008-09 onwards for the purpose of determining Central share, with States/UTs/ Urban Local Bodies (ULBs) having the freedom to fix higher unit cost for housing and composite cost for housing and basic infrastructure, meeting the additional cost by

themselves. For special category/hilly States and difficult/far flung areas, 12.5% additionality will be permissible over and above the prescribed ceiling cost per dwelling unit. **Minimum Floor Area of Dwelling Unit** should not be less than **25 sq. mtrs.** Area and preferably two room accommodation plus kitchen and toilet should be constructed.

4. Implementation in the state of Mizoram

In the Implementation of the scheme the state of Mizoram was awarded **“Best Performing State during 2007 – 2012”** in the categories of Small States & Special Categories states in January 2014 by the Ministry of Housing & Urban Poverty Alleviation, Government of India. The award goes along with Medal, Citation and Rs.5.00/- lakh cash award.

For the state of Mizoram 8 projects were approved with total allocation (original + additional allocation) for Mizoram under JNNURM - IHSDP is Rs. 40.27 crore. Total approved projects for Mizoram are as under:

- A. EWS Housing at Lunglei: Approved Cost is Rs. 8.27 crore.
- B. EWS Housing at Champhai – I: Approved Cost is Rs. 1.54 crore.
- C. EWS Housing at Kolasib – I: Approved Cost is Rs. 1.29 crore.
- D. EWS Housing at Saiha: Approved Cost is Rs. 5.55 crore.
- E. EWS Housing at Serchhip: Approved Cost is Rs. 7.10 crore.
- F. EWS Housing at Mamit: Approved Cost is Rs. 3.52 crore.
- G. EWS Housing at Kolasib – II: Approved Cost is Rs. 6.76 crore.
- H. EWS Housing at Champhai – II: Approved Cost is Rs. 6.23 crore.

Source: UD&PA Department

II OBJECTIVES OF THE STUDY:

In the present study emphasis is deeply place on the impact of JNNURM – IHSDP in urban areas of Mizoram. In Mizoram, Aizawl is the only town covered under JNNURM Mission cities – IHSDP, one of the sub-mission of JNNURM is designed to extend the coverage by implementing it in other urban areas which are not covered under JNNURM. Unlike other cities in India in Mizoram due to the absence of slum conglomeration the scheme is implemented as in-situ individual house construction. The objectives of the present study can be seen as under:

1. To understand the implementation procedure of Integrated Housing and Slum Development Programme (IHSDP) in the State of Mizoram.
2. To explore the cause for the delay in the completion of the project.
3. To evaluate the impact of the scheme on the BPL families in Urban Mizoram.

III METHODOLOGY OF THE STUDY:

The present study mainly depends on secondary sources of data which are available with the State Level Implementing Department – Urban Development and Poverty Alleviation Department, Government of Mizoram. The researchers also utilize information gathered through interaction with the functionary in the implementing department. To prove the genuineness of the data available with the state implementing department the researchers also refers various other sources like Statistical handbook of Mizoram, Mizoram census data

as well as data provided by the erstwhile Ministry of Housing and Urban Poverty Alleviation, Government of India.

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 Housing and Urban Poverty Alleviation, Government of India.

IV RESULTS AND DISCUSSIONS:

The implementation of Integrated Housing and Slum Development Programme (IHSDP) in Mizoram was carried out by Urban Development & Poverty Alleviation, Government of Mizoram. 6 towns were covered in the state with a total of 8 approved detailed project report – two each for Kolasib and Champhai town and one each for Lunglei, Serchhip, Mamit and Saiha. Out of 8 District Headquarter towns in Mizoram 6 towns were covered under the scheme. Aizawl city was left out as it was covered as JNNURM cities for the state of Mizoram, however, Lawngtlai town was left out as it was not declared as census town in 2001 census of India.

The overall performance of Mizoram in the implementation of JNNURM-IHSDP was found to be quite good it was even awarded “*Best Performing State during 2007 – 2012*” in the categories of Small States & Special Categories states in January 2014 by the Ministry of Housing & Urban Poverty Alleviation, Government of India. Out of the total of 1950 dwelling units (DUs) approved (*Table-1*) by the central ministry under the scheme 100% achievement was reported as under:

Sl. No.	State Name	City Name	No. Of Dwelling Units approved
1	Mizoram	Lunglei	500
2	Mizoram	Saiha	200
3	Mizoram	Kolasib-II	250
4	Mizoram	Champhai-II	376
5	Mizoram	Serchhip	350
6	Mizoram	Mamit	150
7	Mizoram	Kolasib-I	50
8	Mizoram	Champhai	74
			1950

Source: UD&PA Department.

Some of the other important findings of the study can be seen below:

1. Arbitration in the selection and number of Beneficiaries approved:

According to 2001 census the number of houses dilapidable in these 6 towns was reported as 514 (*Table-2*) which was about 1.21% of the total number of houses available. On the contrary there still were 1227 (2.03%) houses in dilapidable condition in 2011 census in these 6 towns. The number of dilapidated houses between these two census rises to more than 130%. In spite of the implementation of IHSDP in these 6 towns the rise in the number of dilapidated houses is too alarming. Moreover, the rise in the number of houses from 2001 census to 2011 census is about 42.59%, which is quite high.

Table-2:
Census Houses in Urban Areas of Mizoram, 2001 Census

Sl. No.	Name of Towns/ District Headquarter	Number of Census Houses	No. of Occupied Houses	Residence	Own House	No of House on Rent	Condition of Household		
							Good	Livable	Dilapidated
1	Lunglei	12922	12371	10184	6096	4484	7420	3089	21
2	Saiha	3601	3512	2959	1522	1565	1911	1089	72
3	Champhai	9233	8758	7480	4981	2602	3543	3903	230
4	Kolasib	8263	7802	6573	4206	2329	3551	3137	106
5	Serchhip	5703	5348	4639	3343	1313	2326	2353	49
6	Mamit	2685	2483	2042	1432	602	779	1300	36
<i>TOTAL=</i>		<i>42407</i>	<i>40274</i>	<i>33877</i>	<i>21580</i>	<i>12895</i>	<i>19530</i>	<i>14871</i>	<i>514</i>

Source: Census Handbook 2001

Table-3:
Census Houses in Urban Areas of Mizoram, 2011 Census

Sl. No.	Name of Towns/ District Headquarter	Number of Census Houses	No. of Occupied Houses	Residence	Own House	No of House on Rent	Condition of Household		
							Good	Livable	Dilapidated
1	Lunglei	17315	16591	13637	7485	6085	10045	3719	105
2	Saiha	5784	5456	4525	2059	2417	3176	1325	108
3	Champhai	12717	12031	9899	6016	3762	5441	4467	148
4	Kolasib	12507	11415	9445	5654	3539	5687	3710	235
5	Serchhip	8018	7424	6213	3986	2162	2748	2923	600
6	Mamit	4129	3825	3082	1784	1176	2451	674	31
<i>TOTAL=</i>		<i>60470</i>	<i>56742</i>	<i>46801</i>	<i>26984</i>	<i>19141</i>	<i>29548</i>	<i>16818</i>	<i>1227</i>

Source: Census Handbook 2011

From the comparison of census 2001 and census 2011 data it may be concluded that either the life span of house constructed in Mizoram is short or the quality of houses constructed under IHSDP in Mizoram is very bad. It may also be assumed that instead of selecting deserving beneficiaries under the scheme, the selection of beneficiaries may be politically motivated.

2. Delay in the completion of the Project:

IHSDP was designed to be implemented during 2007 – 2012, all projects in Mizoram was approved during 2008 – 2009 financial year. After the approval of the project the state government have four good years to implement and complete the project. All eight projects were reported as completed on 3rd July, 2014 which is about 1 year and a half from the stipulated timeline. Some of the cause for the delay in the project may be seen as under:

Table-4:
Table showing Progress of Implementation as on 3rd July 2013

Sl. No.	Name of Project	Date of Approval & Sanction	Total Project Cost	Central Share	State Share	Total fund received	Physical & Financial. Progress in %age
1	EWS Housing, Lunglei (500 DUs)	7.3.2008	827.27	621.41	205.86	812.26	100.00%
2	IHSDP project for Champhai (74 DUs)	20.2.2009	153.65	132.97	20.68	151.25	100.00%
3	IHSDP Project for Champhai Ph- 2 (376 DUs)	11.2.2009	623.00	539.14	83.86	611.34	100.00%
4	IHSDP Projec At Kolasib, Mizoram (50 DUs)	20.2.2009	129.02	96.58	32.44	125.75	100.00%
5	IHSDP Project for Ph-2 at Kolasib (250 DUs)	11.2.2009	576.00	423.09	152.91	559.77	100.00%
6	IHSDP Project for Saiha (200 DUs)	11.2.2009	555.00	389.82	165.67	539.09	100.00%
7	IHSDP Project for Serchhip, Mizoram (350 DUs)	11.2.2009	710.40	515.56	194.84	688.35	100.00%
8	IHSDP Project for Mamit (150 DUs)	11.2.2009	352.50	259.81	92.67	342.74	100.00%
Total of IHSDP :			3926.84	2978.38	948.93	3830.55	

Source: UD&PA Department.

- Problem in finalisation of beneficiary list:* The implementing department could not produced finalised beneficiary list even after the approval of the DPR this is due to various issues in the selection procedure.
- Implementation problem:* IHSDP was slum improvement programme the absence of slum in Mizoram makes it difficult to implement the scheme as per DPR. Instead, individual beneficiary are given assistance under the scheme in Mizoram.
- Modified in-situ development in Mizoram:* As against the scheme guidelines in-situ development was narrowed down to individual beneficiaries in Mizoram. Individuals are given assistance under the scheme to construct their own houses on their own land.
- Absence of contractor / builders:* Under IHSDP in Mizoram there are no construction firm or company that are involved in the construction of houses. Each individual beneficiary is considered as contractor of their own houses and assistance is directly given to their hands as grant-in-aid under the scheme.

3. Comparison of number of Beneficiaries with number of BPL families:

As stated earlier there were 8 DPRs approved under the scheme, these are:

Table-5:

List of Approved Project Under IHSDP in Mizoram

Sl. No.	State Name	City Name	Project Name	Approved Date	Project Cost	GOI Share Committed	State Share Committed	No. Of Dwelling Units approved
					(Rs. In Crore)			
1	Mizoram	Lunglei	EWS Housing	03-07-2008	8.27	6.21	2.06	500
2	Mizoram	Saiha	EWS Housing	02-11-2009	5.55	3.90	1.66	200
3	Mizoram	Kolasib-II	EWS Housing	02-11-2009	5.76	4.23	1.53	250
4	Mizoram	Champhai-II	EWS Housing	02-11-2009	6.23	5.39	0.84	376
5	Mizoram	Serchhip	EWS Housing	02-11-2009	7.10	5.16	1.95	350
6	Mizoram	Mamit	EWS Housing	02-11-2009	3.52	2.60	0.93	150
7	Mizoram	Kolasib-I	EWS Housing	20/2/2009	1.29	0.97	0.32	50
8	Mizoram	Champhai-I	EWS Housing	20/2/2009	1.54	1.33	0.21	74
TOTAL=					39.28	29.79	9.49	1950

Source: UD&PA Department

There are 1950 beneficiaries in 8 DPRs for 6 towns in Mizoram. The numbers of beneficiaries covered in each town as against the number of BPL families in each town are as follows: In Lunglei town out of 2813 BPL families 500 beneficiaries were covered which is about **17.77%** of BPL families; Serchhip town – 1708 BPL families 350 beneficiaries covered which is **20.49%**; Saiha town – 1030 BPL families 200 beneficiaries – **19.41%**; Champhai town – 1138 BPL families 450 beneficiaries – **39.54%**; Mamit town – 772 BPL families 150 beneficiaries – **19.43%**; and Kolasib Town – 1785 beneficiaries 300 beneficiaries – **16.80%**.

Table-6:

DISTRICT CAPITAL: URBAN BELOW POVERTY LINE

Sl. No.	Name of City/ Town	2008 - 2009		2009 - 2010	
		No. Of Households	No of Persons	No. Of Households	No of Persons
1	Kolasib Town	1,319	6,060	1,785	8,106
2	Champhai Town	2,179	9,843	1,138	4,955
3	Serchhip Town	1,708	7,778	1,708	7,778
4	Mamit Town	772	3,689	772	3,689
5	Lunglei Town	2,813	12,377	2,813	12,377
6	Lawngtlai Town	899	2,960	899	2,960
7	Saiha Town	1,030	4,845	1,030	4,845
TOTAL		10,720	47,552	10,145	44,710

Source: Statiscal Handbook of Mizoram 2010

In most of the town about 16% – 20% of BPL families are covered under the scheme except for Champhai town where about 40% of BPL families are covered. This clearly shows that the State Government did not give clear instruction to the implementing department on the number or percentage of beneficiaries to be covered in each town. In this situation there is high chance of showing partiality to a particular town by the implementing department as in the case of Champhai Town.

V. CONCLUSION AND RECOMMENDATION:

Integrated Housing and Slum Development Programme (IHSDP) was for providing similar basic services to the poor in cities and towns other than JNNURM Mission Cities. It was administered by the Ministry of Housing & Urban Poverty Alleviation. The Scheme was under implementation in 6 District Hqrts. viz. Mamit, Champhai, Kolasib, Serchhip, Lunglei and Saiha. 1950 dwelling units were sanctioned and reported as completed. The beneficiaries constructed their own houses within the assistance provided to them under the scheme.

As already stated the state of Mizoram was one of the best states in the implementation of JNNURM – IHSDP. It has reported an achievement of cent per cent to the ministry on 3rd July, 2013. During this time as per the minute of the SLSMC 1930 houses were completed and some 20 houses were still in progress. The state implementing department had already released all the funds to all the beneficiaries; some 20 beneficiaries could not complete the construction of their houses during this time because of problem in their land title settlement. Due to the implementation of IHSDP in Mizoram many landless family were given land to construct houses by the state authority.

The land provided by the government to 20 families across 6 towns were facing problem while applying for Land Settlement Certificate from the Government as they were considered either encroached to private property or public property by the revenue department. However, the issue was settled at the state level joint meeting of various departments and stakeholders by favouring the landless beneficiaries under IHSDP.

Some of the important learning of the present study, which is worthy to be adopted in the implementation of various schemes in the state, are as follows:

1. *In-situ development or construction:* The state government introduces in-situ development or construction where the beneficiary themselves construct their own house. In spite of limited funds provided under the scheme cent per cent results could be achieved. The beneficiaries were motivated and made huge contribution in terms of labour, materials and even own financial contribution from their meagre income.
2. *Adaptation of local technology:* For the construction of IHSDP houses local technology was adopted. The structure of the house was constructed using 50% RCC and 50% wood (wood is locally available and cheap). If it is to be 100% RCC (pucca building) chances of completing the house is very less due to lack of availability of materials and high cost in the state of Mizoram.
3. *Good coordination among various stakeholders:* The coordination among various line departments – UD&PA, Power & Electricity, Public Health

Engineering and PWD, Land Revenue and Settlement department and the district administration were quite commendable.

4. *Involvement of Civil Society Organisations:* Civil Society Organisations in all districts plays very important role in the successful implementation of the project. There are many civil society organisations in Mizoram who are working for the welfare of the society. To mention a few Young Mizo Association (YMA), Mizo Hmeichhe Insuihkhawm Pawl (MHIP) and Mizoram Upa Pawl (MUP) plays a lead role in helping the beneficiaries in various places to achieve their desired objective of having their own house.

Through the study of the implementation of this project it can be said that for a vast country like India, introduction of schemes with rigid guidelines without any areas for variation may not be viable for many states. Therefore, the central Government must keep in mind that there are regional differences as well as state to state peculiarity while developing a new scheme in future. For a country like India “One size does not fit all”.

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