

**BASIC SERVICES TO THE URBAN POOR:
A STUDY OF AIZAWL DISTRICT**

**A DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT
OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF PHILOSOPHY**

F. LALRUATPUIA

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**BASIC SERVICES TO THE URBAN POOR:
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BY

F. LALRUATPUIA

Department of Public Administration

Supervisor

Dr. LALTANPUII RALTE

**Submitted in partial fulfillment of the requirement
of the Degree of Master of Philosophy in Public Administration
Mizoram University, Aizawl.**

MIZORAM UNIVERSITY

AIZAWL: MIZORAM



Post Box No. 190 Gram: MZU

Phone: 233161/2331606

Fax: 0389-2331606

Dr. Laltanpuii Ralte

Department of Public Administration

CERTIFICATE

This is to certify that Mr. F. Lalruatpua has prepared a Dissertation under my Supervision on the topic Basic Services to the Urban Poor: A Study of Aizawl District in fulfillment for award of the Degree of Master of Philosophy (M.Phil) in the Department of Public Administration, Mizoram University, Aizawl.

This Dissertation has been the outcome of his original work and it does not form a part of any other Dissertation submitted for award of any other degree.

He is duly permitted to submit his Dissertation for examination.

Dated Aizawl, the July, 2021

(Dr. LALTANPUII RALTE)

Supervisor

Mizoram University

July, 2021

DECLARATION

I, F. Lalruatpuia, hereby declare that the subject matter of this dissertation is the record of work done by me, that the contents of this dissertation did not form the basis for the award of any previous degree to me or to do the best of my knowledge to anybody else, and that the dissertation has not been submitted by me for any research degree in any other University/Institute.

This is being submitted to the Mizoram University for the degree of Master of Philosophy in Public Administration.

(F. LALRUATPUIA)

Candidate

(Prof. A. MUTHULAKSHMI)

Professor & Head

(Dr. LALTANPUII RALTE)

Supervisor

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CONTENTS

<i>Certificate</i>	<i>i</i>
<i>Declaration</i>	<i>ii</i>
<i>Acknowledgement</i>	<i>iii</i>
<i>Contents</i>	<i>iv</i>
<i>List of Tables</i>	<i>v</i>
<i>List of Abbreviations</i>	<i>vi-vii</i>
List of figures	<i>viii</i>

Chapter	Title	Pages
I	: Introduction	1-18
II	: BSUP Scheme in Aizawl	19-37
III	: Role of UD & PA	38-51
IV	: Problems and Prospects	52-61
V	: Conclusion	62-69
	Annexure	70-78
	Bibliography	79-82
	<i>Brief Bio-data of the candidate</i>	
	<i>Particulars of the candidate</i>	

LIST OF TABLES

Table No.	Title	Page
1	Categories of cities selected for BSUP Scheme.	10-11
2	Financing pattern of various categories of cities	12
3	Projects under BSUP sector indicating Central and State government shares	23
4	Scores attained by Mizoram in respect of BSUP Scheme	37
5	Investment Envisaged in CDP for Aizawl (2006)	43-44

ABBREVIATIONS

GDP	:	Gross Domestic Product
GoM	:	Government of Mizoram
JNNURM	:	Jawaharlal Nehru National Urban Renewal Mission
UTs	:	Union Territories
UIG	:	Urban Infrastructure and Governance
BSUP	:	Basic Services to the Urban Poor
MDGs	:	Millennium Development Goals
ULBs	:	Urban Local Bodies
CDP	:	City Development Plan
DPRs	:	Detailed Project Reports
O&M	:	Operation and Maintenance
SLNA	:	State Level Nodal Agency
EWS	:	Economically Weaker Sections
LIG	:	Low Income Group
HUPA	:	Housing and Urban Poverty Alleviation
UD	:	Urban Development
CPHEEO	:	Central Public Health and Environmental Engineering Organisation
CMD	:	Chairman & Managing Director
O.M.	:	Office Memorandum

UD&PA	:	Urban Development and Poverty Alleviation
DU	:	Dwelling Unit
NPCC	:	National Project Construction Corporation
HPL	:	Hindustan Prefab Ltd.
MP	:	Member of Parliament
MLA	:	Member of Legislative Assembly
PHE	:	Public Health Engineering
LSG	:	Local Self Government
YMA	:	Young Mizo Association
AMC	:	Aizawl Municipal Corporation
PWD	:	Public Works Department

LIST OF FIGURES

Figure No.	Name	Page
1	Political Map of Aizawl District.	21

CHAPTER-I

INTRODUCTION

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INTRODUCTION

Although more than two-third of the population of India live in rural areas, the remaining population which live in urban areas is not free from poverty. Urban poverty in India is over twenty five (25) percent; close to eighty one (81) million people in urban areas live below the poverty line.¹ Despite this condition, urbanization is rising and with it, urban poverty. Rural poverty in India is higher than urban poverty but both are grave concerns for the nation. In 2001, according to the National Report prepared by the Ministry of Housing and Urban Poverty Alleviation called India Habitat III, about 23.5% of urban households in India were slum dwellers. By 2011, this percentage had decreased to 17% even though the total number of families living in slums had gone up from 10.5 million in 2001 to 13.75 million in 2011. Majority of the growth of urban poverty happens in mega-cities.² Slum development and slum rehabilitation programmes have been undertaken by Government of India and State Governments but due to the huge population in slums (approximately 6.55 crores according to Census of India, 2011), more is yet to be accomplished.

Nations throughout the world are challenged with urbanisation and urban poverty. But the challenge is even more difficult for developing countries than developed countries. Although India attained the fifth rank in the world in terms of nominal Gross Domestic Product (GDP) in 2020, she is a developing nation and the problem of urban poverty persists. India is the seventh largest country in the world in terms of geographical size but the problem is her population (1.393 billion) which is more than 17% of the world's population. Moreover, population of India is estimated to surpass that of China around the year 2027 according to the United Nations. But according to experts, these huge numbers can be beneficial as well.

Mizoram, one of the youngest and smallest States in India, also experiences the problem of urbanization and urban poverty. The problem is greater in its district capital

¹ Akanksha Sharma, Cities of the Poor: A view on Urban Poverty in India, The Times of India, November 21, 2019.

² <https://www.habitatforhumanity.org.uk/blog/2018/08/causes-urban-poverty-india/> (accessed on 01.11.2020)

Aizawl than in its other Districts. According to the Ministry of Housing and Urban Affairs, Government of India, Mizoram is the most urbanised State among the North-Eastern States with 51.5 per cent urban population. According to Census of India, 2011, the population of Aizawl City was 2,93,416 out of the total population of the District which is 4,00,309. In 2020, the estimated population of Aizawl City was 3,70,000 and that of the whole District was 4,56,352.

The problem of urbanization in Mizoram, in particular, Aizawl, is a grave situation because of the hilly topography of the region. Unlike the plains, there are several areas which are uninhabited. Therefore, urbanization takes place in the already small inhabited parts of the region.

In view of the situation of urbanization in Aizawl, the Government of Mizoram (GoM) did well in implementing the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and received the award for Best Performing State under JnNURM in North East and Special Category States and Union Territories (UTs).³

1.1 Jawaharlal Nehru National Urban Renewal Mission

The JNNURM was a national mission of the Government of India under which there were two sub-missions - the Basic Services to the Urban Poor (BSUP) and the Urban Infrastructure and Governance. It was launched on 3rd December, 2005 by the then Prime Minister of India, Shri Manmohan Singh. So, in order to study the BSUP, it is a prerequisite to have at least a brief knowledge of the JNNURM.

1.1.1 Rationale for JNNURM

(1) Need for a Mission-led Initiative:

India being a large country, its cities and towns account for the second largest urban system in the globe, and put up more than 50 per cent of the nation's GDP. In this manner, the cities and towns of India are central to the nation's economic growth. Therefore, in order that the cities may become effective propellers of growth after realizing their full potential, it is imperative that priority be given to improvement and development of urban infrastructure.

³ <https://pib.gov.in/newsite/printrelease.aspx?relid=102645> (accessed on 03.06.2020)

(2) National Common Minimum Programme of the Government of India:

The National Common Minimum Programme gives the highest priority to the improvement and expansion of physical infrastructure. According to this priority, it was proposed to realize a comprehensive programme of urban development and renewal of housing in cities and towns, giving importance to the actual needs of slum dwellers.

(3) Commitment to Achieving the Millennium Development Goals (MDGs):

The MDGs commit the international community, including the India nation, to an expanded goal of development as a key to ensure sustenance of both social and economic progress. The Government of India, as a part of its commitment to achieve the MDGs, plans to: (i) strengthen and develop the existing policies of the nation in order to realize these goals; and (ii) facilitate and foster investments in the urban sector.

1.1.2 Mission Statement

The Mission Statement of the JNNURM reads as: *The goal is to promote reforms and fast track well-planned development of selected cities. Focus is to be on efficiency in urban infrastructure and mechanisms of service delivery, community participation, and accountability of ULBs/ Parastatal agencies towards the citizens.*

1.1.3 Objectives of the Mission

The objectives of the JNNURM are to ensure that the following goals are achieved in the urban sector:

- a) Focused attention to comprehensive development of infrastructure services in the cities covered under the Mission;
- b) Establishment of linkages between asset-creation and asset-management through a series of reforms for long-term project sustainability;
- c) Ensuring adequate funds to do away with the deficiencies in urban infrastructural services;
- d) Planned development of selected cities including peri-urban areas, outgrowths and urban corridors leading to scattered urbanisation;
- e) Scale-up delivery of civic amenities and provision of public utilities with emphasis on universal access to the urban poor;

- f) Special priority on urban renewal programme for the old city areas to decrease congestion; and
- g) Provision of basic services to the urban poor including security of tenure at affordable rates, improved housing, water supply and sanitation, and ensuring delivery of other existing universal provisions of the government for education, health and social security.

1.1.4 Scope of the Mission

The JNNURM comprised of two Sub-Missions, namely:

(1) Urban Infrastructure and Governance (UIG) Sub-Mission:

This was administered by the Ministry of Urban Development through the Sub-Mission Directorate for Urban Infrastructure and Governance. The main thrust of the Sub-Mission was on infrastructure projects relating to sewerage, solid waste management, water supply and sanitation, road network, urban transport and redevelopment of old city areas with a view to upgrading infrastructure therein, shifting commercial and industrial establishments to conforming areas, etc.

(2) Basic Services to the Urban Poor Sub-Mission:

This was administered by the Ministry of Urban Employment and Poverty Alleviation through the Sub-Mission Directorate for Basic Services to the Urban Poor. The main thrust of the Sub-Mission was on integrated development of slums through projects for providing basic services, shelter, and other related civic amenities with a view to providing utilities to the urban poor.

In common parlance, the BSUP is referred to as a Scheme. Therefore, in this dissertation, the words sub-mission and scheme are used interchangeably in respect of the BSUP.

1.1.5 Strategy of the Mission

The objectives of the Mission were expected to be met through the adoption of the following strategy:

(1) Preparing City Development Plan:

Every city was expected to formulate a City Development Plan (CDP) indicating policies, financing plans, programmes and strategies.

(2) Preparing Projects:

The CDP was proposed to facilitate identification of projects. The Urban Local Bodies (ULBs) / parastatal agencies were required to prepare Detailed Project Reports (DPRs) for undertaking projects in the identified spheres. It was essential that projects were planned in a manner that optimises the life-cycle cost of projects. The life-cycle cost of a project was to cover the capital outlays and the attendant Operation and Maintenance (O&M) costs to ensure that assets were in a good working condition. A revolving fund was to be created to meet the O&M requirements of assets created, over the planning horizon. In order to seek JNNURM assistance, projects needed to be developed in a manner that would ensure and demonstrate optimisation of the life-cycle costs over the planning horizon of the project.

(3) Release and Leveraging of Funds:

It was expected that the JNNURM assistance would serve to catalyse the flow of investment into the urban infrastructure sector across the country. Funds from the Central and State Governments were to flow directly to the nodal agency designated by the State, as grants-in-aid. The funds for identified projects across cities were disbursed to the ULB/Parastatal agency through the designated State Level Nodal Agency (SLNA) as soft loan or grant-cum-loan or grant. The SLNA / ULBs in turn leveraged additional resources from other sources.

(4) Incorporating Private Sector Efficiencies:

In order to optimise the life-cycle costs over the planning horizon, private sector efficiencies could be inducted in development, implementation, management and financing of projects, through Public Private Partnership arrangements.

1.1.6 Duration of the Mission

The duration of the Mission was proposed to be seven years beginning from the year 2005-06. Evaluation of the experience of implementation of the Mission was

undertaken before the commencement of Eleventh Five Year Plan and if necessary, the program calibrated suitably.

1.1.7 Expected Outcomes of the Mission

On completion of the Mission period, it was expected that ULBs and parastatal agencies would have achieved the following:

- a) Modern and transparent budgeting, financial management systems, accounting, designed and adopted for all urban service and governance functions.
- b) Established and become operational city-wide framework for governance planning.
- c) All urban residents would be able to obtain access to a basic level of urban services.
- d) Financially self-sustaining agencies for urban governance and service delivery would be established, through reforms to major revenue instruments.
- e) Local services and governance would be conducted in a manner that is transparent and accountable to citizens.
- f) E-governance applications would be introduced in core functions of ULBs/Parastatal agencies resulting in reduced cost and time of service delivery processes.

1.2 Basic Services to the Urban Poor (BSUP)

Similar to the Mission Statement of the JNNURM, the BSUP has its Mission Statement as *“Fast track, reforms driven, planned development of identified cities with focus on efficiency in urban infrastructure/services delivery mechanisms, community participation and accountability of Urban Local Bodies (ULBs) towards the citizens.”*

1.2.1 Rationale for BSUP

As per Census of India, 2001, 285.35 million people reside in urban areas of India. This urban population constitutes 27.8% of the total population of the country. In post independence period, while the population of India has tripled, the urban population has grown five times. The rising urban population has also given rise to

increase in the extent of urban poor. As per estimates made in 2001, the slum population of India is estimated to be 61.8 million. The ever increasing population of slum dwellers causes tremendous pressure on urban basic services and infrastructure. In order to cope with massive problems that have emerged as a result of fast urban growth, it has become imperative to come up with a coherent urbanization policy/strategy to implement projects in select cities on mission mode.

1.2.2 Mission Strategy

1. Planned urban perspective frameworks for a period of 20 to 25 years (with 5 yearly updates) indicating policies, strategies and programmes of meeting fund requirements would be prepared by every identified city. This perspective plan would be followed by preparation of Development Plans integrating land use with services, environment management and urban transport for every Five Year Plan period. In this context, a CDP would be required before the city can access the Mission funds.

2. Cities were required to prepare DPRs for undertaking projects under identified areas.

3. Private Sector Participation in development, financing and management of Urban Infrastructure would be clearly delineated.

4. Funds for identified cities would be released to the designated State Nodal Agency, which in turn would leverage additional resources from the State Government their own funds, funds of implementing agencies and funds from the financial institutions/private sector/capital market and External Aid. A revolving fund would be created to take care of operation and maintenance of various assets created under the Mission.

1.2.3 Mission Objectives

Similar to the objectives of the JNNURM, the mission objectives of the BSUP are:

1. Focused attention to integrated development of Basic Services to the Urban Poor in the cities covered under the Mission.

2. Provision of Basic Services to Urban Poor including security of tenure at affordable prices, improved housing, water supply, sanitation and ensuring delivery through convergence of other already existing universal services of the Government for education, health and social security. Care will be taken to see that the urban poor are provided housing near their place of occupation.

3. Secure effective linkages between asset creation and asset management so that the Basic Services to the Urban Poor created in the cities are not only maintained efficiently but also become self-sustaining over time.

4. Ensure adequate investment of funds to fulfill deficiencies in the Basic Services to the Urban Poor.

5. Scale up delivery of civic amenities and provision of utilities with emphasis on universal access to urban poor.

1.2.4 Mission Components

The Basic Services to the Urban Poor covers the following components which are categorized into two – Admissible components and Inadmissible components. Admissible components are those components which may be provided through the BSUP Scheme. On the other hand, there are certain components which can be beneficial for the urban poor but are not to be provided through the Scheme. These components are explained as follows:

(a) Admissible components:-

- i. Integrated development of slums, i.e., housing and development of infrastructure projects in the slums in the identified cities.
- ii. Projects involving development/improvement/maintenance of basic services to the urban poor.
- iii. Slum improvement and rehabilitation projects.
- iv. Projects on water supply/sewerage/drainage, community toilets/baths, etc.
- v. Houses at affordable costs for slum dwellers/ urban poor/EWS/LIG categories.
- vi. Construction and improvements of drains/storm water drains.
- vii. Environmental improvement of slums and solid waste management.
- viii. Street lighting.

- ix. Civic amenities, like community halls, child care centers, etc.
- x. Operation and maintenance of assets created under this component.
- xi. Convergence of health, education and social security schemes for the urban poor.

(b) Inadmissible Components

Projects pertaining to the following were not be considered :

- i. Power
- ii. Telecom
- iii. Wage employment programme & staff component
- iv. Creation of fresh employment opportunities

1.2.5 Selection of Cities

To select cities to be covered, a National Steering Group is constituted, with a composition as follows:

Minister for Urban Development	— Chairman
Minister for Housing and Urban Poverty Alleviation	— Co-Chairperson
Secretary, Housing and Urban Poverty Alleviation	— Member
Secretary, Planning Commission	— Member
Secretary, Department of Expenditure	— Member
National Technical Adviser	— Member
Secretary, Urban Development	— Member-Convener

Sixty three (63) cities were selected under three (3) categories as follows:-

Table 1: Categories of cities selected for BSUP Scheme.

Category	Population/ Nature of city	Number of cities
A	Population of more than 4 million (40 lakhs) as per 2001 census	7
B	Population of more than 1 million (10 lakhs) but less than 4 million as per 2001 Census	28

C	Cities of religious/historic and tourist importance	28
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Source: Modified Guidelines for Sub-Mission On Basic Services To The Urban Poor (BSUP), Ministry Of Housing And Urban Poverty Alleviation, Government Of India, New Delhi, 2009.

National Steering Group may consider addition or deletion of cities/towns under Category C (other than State capitals). The total number of cities under the Mission however, remained around the same.

1.2.6 Sanction of Projects Under the Mission

There was a Central Sanctioning and Monitoring Committee in the Ministry of Housing and Urban Poverty Alleviation for sanctioning the projects submitted by identified States, which comprised-

1. Secretary, Ministry of Housing and Urban Poverty Alleviation(HUPA) – Chairman
2. Secretary, Ministry of Finance (Department of Expenditure) – Member
3. Principal Adviser, Planning Commission – Member
4. Secretary, Ministry of Urban Development (UD) – Member
5. Secretary, Ministry of Environment and Forests –Member
6. Secretary, Ministry of Health and Family Welfare –Member
7. Secretary, Department of School Education & Literacy –Member
8. Secretary, Ministry of Social Justice and Empowerment –Member
9. Joint Secretary and Financial Adviser, Ministry of UD/HUPA –Member
10. Adviser, CPHEEO, Ministry of Urban Development –Member
11. Chief Planner, Town and Country Planning Organization –Member
12. CMD, Housing and Urban Development Corporation Ltd –Member
13. Joint Secretary (JNNURM)/Mission Director, Ministry of HUPA –Member-Secretary

Central Sanctioning and Monitoring Committee as mentioned above was authorized to appraise and sanction projects costing up to Rs.500 crore under the BSUP without further reference to the Expenditure Finance Committee/Cabinet Committee on

Economic Affairs. However, projects costing above Rs.100 crore required approval of the Minister of State (Independent Charge) for Housing and Urban Poverty Alleviation and the Finance Minister, in each case. All projects costing above Rs.500 crore were approved by the competent authorities as envisaged in Ministry of Finance (Department of Expenditure) O.M. No.1(26)-E.II(A)/2002 dated 21.12.2002 as amended from time to time.

1.2.7 Financing Pattern

Table 2: Financing pattern of various categories of cities.⁴

Category of cities	Central Share	State/ULB/Parastatal share, including Beneficiary contribution
Population of more than 4 million (40 lakhs) as per 2001 census	50%	50%
Population of more than 1 million (10 lakhs) but less than 4 million as per 2001 census	50%	50%
Cities/towns in North Eastern States and Jammu and Kashmir	90%	10%
Other Cities	80%	20%

Source: Jawaharlal Nehru National Urban Renewal Mission Overview, Government of India (Retrieved from <http://mohua.gov.in/>)

1.3 Review of Literature

The following books and articles are reviewed for this study:-

Girish K. Misra and M.K. Narain (1989), in their edited book titled “*Development Programmes for Urban Poor*” provide one of the earliest studies relating to development of India’s urban poor. The book compiles the proceedings of a National Seminar on “Development Programmes for Urban Poor” which was organized by the

⁴ Jawaharlal Nehru National Urban Renewal Mission Overview, Government of India (Retrieved from <http://mohua.gov.in/>)

Centre for Urban Studies of Indian Institute of Public Administration during 2nd -3rd February, 1987. It contains select 19 papers presented in the seminar in a well-sequenced pattern, some of which directly focuses on housing the urban poor. These are Ashok Ranjan Basu's paper "*Housing the Urban Poor: A Review of Alternate Approaches*", R.K. Wishwakarma's "*Managing Urban Basic Service for the Poor*", Vinay D. Lall's "*Financing of Housing and Infrastructure for Urban Poor*", etc. The book provides theoretical frameworks as well as case studies of urban poor in some Indian cities.

S.S. Dhaliwal (2004), in his book titled "*Urban Infrastructure Development in Small and Medium Towns*" interprets in eight chapters, urban development, urban management, role of urban local government, a review of the 74th Constitutional Amendment Act, etc. His study of urban local governments and existing urban infrastructures in small and medium towns of India is in-depth and quite exceptional among the literatures concerning urban development. He gives a detailed analysis of the impact of the 74th Constitutional Amendment Act on urban development and asserts the need to develop municipalities in several urban areas of India.

Jacob Z. Thudipara (2008), in his book titled "*Urban Community Development (Second Edition)*" focuses on the significance of the community for the development of urban areas. He stresses the necessity of the participation of the community in the process of the development of their own community and prioritizes human resource development. His three chapters on *Participatory Approach to Urban Development*, *Privatisation of Municipal Services* and *Community-Based Organisations and Sustainability* which are based on case studies of Indore city are in-depth and very resourceful. As far as urban development in Indore is concerned, the writer offers very instrumental case studies.

Amita Singh, Kapil Kapoor, Rabindranath Bhattacharyya (2009), in their edited book titled "*Governance and Poverty Reduction: Beyond the Cage of Best Practices*" compile comprehensively three sections of writings on the inter-relationship of governance and poverty reduction. The first section which is about poverty in South Asia, contains six chapters, of which two focuses on Nepal and Pakistan respectively. The second section studies the practices and experiments for poverty reduction, in

which a special reference is given to West Bengal and Sri Lanka. The third section is dedicated to case studies conducted in India, Sri Lanka, Nepal and Bangladesh.

Sundar Burra, Diana Mitlin, Gayatri Menon (2018), in their article titled *Understanding the Contribution of the BSUP (JNNURM) to Inclusive Cities in India*, interpret the findings of their research of the outcomes of the BSUP in five Indian cities (Bhopal, Bhubaneswar, Patna, Pune and Visakhapatnam) in an in-depth manner. According to the writers, these cities were selected because of their diversity and as such they presented a diversified range of socio-economic pattern and economic development and also differed in the extent and nature of involvement of civil society in the BSUP programming. The findings of their research analysed the outcomes of the BSUP interventions and addressed the significance of capacities of State, vision and commitments for urban development. In summary, the experiences and outcomes of the BSUP provide proof of the significance of commitment, vision and capacity. While these are partly determined by the levels of institutional and economic development, they are also influenced by the willingness of the government to cooperate with civil society agencies.

Karthik Madhavan (2013), in his article titled *Corporation struggles to meet target under BSUP scheme* writes about the struggles of the Coimbatore City Municipal Corporation in the implementation of the BSUP scheme. The writer's analysis of Phase-I and Phase-II of the corporation's process of implementation of the scheme explains the struggle of the corporation in implementing the scheme. The writer also points out that the corporation fails in selecting the right beneficiaries. The writer's interpretation of the impossibility to achieve the targets of the scheme with the amount of funds allocated to the beneficiaries is very reasonable.

Sheela Patel(2013), in her article titled *Upgrade, re-house or resettle? An assessment of the Indian government's Basic Services for the Urban Poor (BSUP) programme* provides an assessment of the progress in the implementation of the BSUP scheme in select 11 (eleven) cities of India. The writer suggests that the problem in the implementation of the scheme is due to the exclusion of the slum dwellers in the process of planning of the scheme. Her framing of the question whether to upgrade or

re-house or resettle the slum dwellings leaves a baffling but necessary doubt in the very rationale of the scheme.

Yogesh Kumar, Shyam Singh (2014), in their article titled *Rehabilitation of Slum Dwellers: A Case Study in Bhopal* interpret their case study of rehabilitation of slum dwellers in Bhopal through the BSUP scheme. The article focuses at two specific dimensions of the implementation of the BSUP scheme: whether the living conditions of the beneficiaries are sustainable and whether the stated objectives of the scheme have been fulfilled. The writers compare three cases in the city of Bhopal to explain and answer these two specific dimensions. The article puts forward a point for discussion whether providing a house for a family under the scheme is enough in order to improve the quality of life of the urban poor and whether the scheme delivers a comprehensive package as it has been envisaged in the guidelines issued by the government. The cases cover a newly constructed settlement under the scheme, a transit camp in which the habitants of a displaced slum are temporarily placed before being shifted to a newly constructed settlement under the scheme and an existing slum, which was planned to be rehabilitated sometime in the future.

Amiya Kumar Das(2007) in his book titled *Urban Planning in India* attempts to provide a guide for understanding urban planning and making intelligent planning decisions. An explanation of how the concept of planning, financing options and implementation mechanisms have changed tremendously in the last thirty years is provided. He comprehensively provides practical information such as budgeting and financing, agency structure, law and implementation. He details present methods and issues, past solutions and pitfalls and future solutions to planning concepts. He asserts that public participation is very important in creating a functional and beautiful city. The solutions to and causes of the current and impending urban challenges in India such as the traffic congestion, housing crisis, drainage and flood management are also explored.

Lalitha Kamath (2012), in her article titled “New Policy Paradigms and Actual Practices in Slum Housing: The Case of Housing Projects in Bengaluru” interprets the novelty of policy paradigms in the process of slum housing as well as actual practices in the process through case study of housing projects in Bengaluru. According to the

writer, the new policy paradigm targets inclusiveness and efficiency, but its outcome has been far from its targets. The study examines two housing projects in Bengaluru to explain how the core elements of the programme drive distortions and inconsistencies on the ground, adversely affecting the urban local body's ability to realize the ambitious aim of providing affordable housing in sizeable quantities. The writer argues that the new approach to housing projects is too dependent on the conventional framework of "public housing built by contractors who are chosen through tender" and this poses new challenges to the already hard-pressed local bodies.

1.4 Statement of the Problem

While the implementation of the BSUP scheme in Mizoram did receive appreciations, it has also been subjected to criticisms especially in the selection of beneficiaries in the initial stage of running of the Housing Complexes constructed under the scheme. It has been criticized that many of the beneficiaries are not economically underprivileged.

Due to the damage done to a part of the housing complex of Durtlang by a landslide, the stakeholders of the construction had been severely rebuked because earthquake-safety measures were taken in the construction process. In addition to this, it has also been asserted that the maintenance of the Housing Complexes has been inadequate.

1.5 Scope of the Study

The study encompasses the process of implementation of the BSUP Scheme in Aizawl. It attempts to uncover the ground reality of the condition of the Housing Complexes constructed under the scheme. It includes a study of the living condition of the residents of the Housing Complexes. It also comprehends the planning process of the scheme in Aizawl.

1.6 Objectives of the Study

The objectives of the study are:

1. To study the how the BSUP scheme is implemented in Aizawl.

2. To study the role of the Nodal Agency in the implementation of the BSUP Scheme in Aizawl
3. To find out the problems faced by the beneficiaries of the BSUP Scheme in Aizawl and to suggest remedial measures.

1.7 Research Questions

The research questions for this study are as follows:

1. How is the BSUP Scheme implemented in Aizawl?
2. What is the role of the Nodal Agency in the implementation of the BSUP Scheme in Aizawl?
3. What are the problems faced by the beneficiaries of the BSUP Scheme in Aizawl and what remedial measures can be suggested?

1.8 Methodology

The research is both descriptive and analytical in nature by utilizing primary and secondary data as follows:

Primary data was collected from the Directorate of Urban Development and Poverty Alleviation (UD & PA) Department, Mizoram, Aizawl as well as from the residents of the BSUP Housing Complexes of Aizawl, local authorities such as the Local Council/ Young Mizo Association Branch of their respective localities through personal interviews. Office Bearers of the Housing Society of each of the Housing Complexes were also interviewed. Observations of the Housing Complexes were also done to collect information. Random sampling was taken from the beneficiaries of the Scheme.

Secondary data was collected from the Directorate of UD & PA, Mizoram, Aizawl through their reports and official documents. Journals, books, internet, local newspapers of Mizoram, etc., were also utilized.

1.9 Chapterisation

Chapter I – Introduction:

This Chapter provides a brief scenario of urbanization in the context of India and Mizoram. It includes an introduction to the JNNURM and an overview of the BSUP. Review of Literature, Statement of the Problem, Scope of the Study, Objectives of the Study, Research questions and Methodology for the present study are also included.

Chapter II - BSUP Scheme in Aizawl:

In this Chapter, the process of implementation of the BSUP Scheme in Aizawl as well as the basic services provided under the Scheme in Aizawl is explained.

Chapter III - Role of the Department of UD & PA:

This Chapter provides a description of the role of the Nodal Agency for the BSUP Scheme in Aizawl in the implementation of the Scheme as well as in the consequent administration.

Chapter IV - Problems and prospects:

The problems and challenges faced by the beneficiaries of the BSUP Scheme in Aizawl and their prospects are explained in this Chapter.

Chapter V – Conclusion:

This Chapter provides the overall observations of the implementation of the BSUP Scheme in Aizawl and suggestions for betterment of the beneficiaries of the BSUP Scheme in Aizawl as well as for better implementation of similar schemes.

CHAPTER – II

BSUP SCHEME IN AIZAWL

CHAPTER – II

BSUP SCHEME IN AIZAWL

2.1 Aizawl

Aizawl, the capital of the state of Mizoram, is located in the northern part of the state. It is one of the eleven districts of the State. It has a geographical area of 3,576 sq.km and is the second-largest district of Mizoram, next to Lunglei.⁵ Mizoram, one of the youngest States of India, ranks third in literacy rate among the States of India in 2020.

The topography of Aizawl, like other districts of Mizoram, consists of steep hill ranges with narrow valleys, and most areas of the State lies within the severest seismic zone (Zone V). Census of India, 2011 shows that about 27 per cent of the total population of Mizoram lives in Aizawl. Since 1951, addition of people to the city's population every census has been significant until 1991. Thereafter, a decline in the addition is observed. Nonetheless, Aizawl has a large population size when compared with the remaining 22 (twenty two) statutory towns in the State. The next town in order, namely Lunglei, has a population of 57,011 (as of 2011) which is five times less than that of Aizawl. Aizawl has grown much faster because of various reasons such as it being the State's administrative headquarters, and has better infrastructure and opportunities. It is also an indication that urban population in the State is not uniformly distributed.⁶

⁵ Statistical Handbook, Mizoram, 2018.

⁶ Rumi Aijaz, Aizawl: On a smart city mission, 2018 (Retrieved from <https://www.orfonline.org/>)

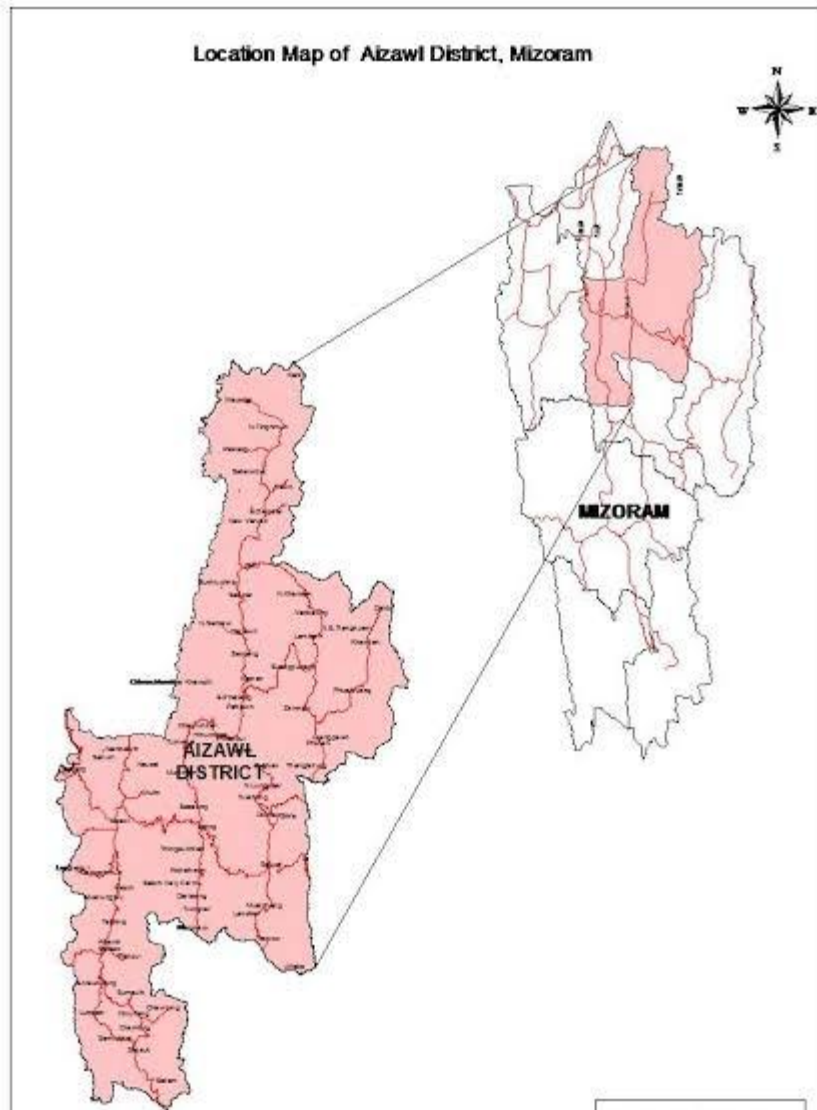


Figure No. 1: Political Map of Aizawl District.

2.2 Genesis

In August, 2006, the City Development Plan (CDP) of Aizawl was prepared by the Government of Mizoram (GoM) with a vision of guided and sustainable development of Aizawl city in the next two decades. The CDP of Aizawl was submitted to the Government of India (GoI) under the JNNURM. Subsequent to its approval within the framework of the JNNURM, the GoM decided to proceed with the various projects identified in the CDP for the planned development of Aizawl city.

Slum upgradation, relocation and developing adequate housing for Economically Weaker Sections (EWS) and low-income households were identified among the top priority areas in the CDP. The explosive growth of settlement in Aizawl – 107% between 1981 and 1991, combined with the topography (which makes construction expensive) led to extensive slum development, with about 5,000 of the 14,402 houses (as of the year 2009) classified as uninhabitable. Relocation of these shanties into safer areas with basic amenities and augmenting the supply of affordable housing for the urban poor in Aizawl was therefore, a priority area of the GoM.⁷

2.3 Objective

The main objective of the BSUP sub-mission in Aizawl is relocation of slums and provision of housing for the EWS. The aim is not to resettle all families of some selected slum areas but to offer the option of relocation to all households of those slums that have been identified for urgent relocation. There is no forcible resettlement for those families who, for employment reasons may not wish to move. It is envisaged that as other sites of the sub-mission are located in different parts of the city, slum-dwellers would be able to move to one of the sites that is closest to their most frequent places of work.

Facilitation of monetary income and self-sustenance for the slum-dwellers through small-scale farming, animal husbandry, kitchen farming etc. is envisaged. Planning for realizing such facilitation is accommodated in the planning process of the sub-mission.⁸

2.4 Approved Projects for Mizoram under JNNURM

Under JNNURM, a substantial amount of Rs. 91.0 crores has been invested in the Basic Services to Urban Poor sector. Rs.16.8 crores was sanctioned for improving the condition of water supply in the city. In the road and transportation sector, Rs. 114.2 crores was invested in four major projects which were Purchase of Buses, Improvement and Widening of City Road Phase – I, Improvement and Widening of Vaivakawn to

⁷ Detailed Project Report: Durtlang BSUP Housing Project, Aizawl, Mizoram, 2009.

⁸ Detailed Project Report: Rangvamaual Housing Project, Aizawl, Mizoram, 2009.

Mizoram University and Sihhmui to Mizoram University as spur of Aizawl city Ring Road. An overview of the amount sanctioned for the BSUP sector has been mentioned in the table below.⁹

Table 3: Projects under BSUP sector indicating Central and State government shares.

Sl. No.	Name of project	Total project cost (in lakhs)	Central share (in lakhs)	State share (in lakhs)	Implementing Department
1.	Revised (Combined) BSUP Housing project at Lawipu (408 DUs)	3403.4	2852.8	550.6	UD & PA
2.	BSUP Housing project at Rangvamual (368 DUs)	3075.2	2763.2	312.0	
3.	BSUP Housing Project at Durtlang (320 DUs)	2623.7	2356.8	266.9	
	Total	9102.3	7972.8	1129.5	

Source: City Development Plan for Aizawl, 2041 (Final City Development Plan), 2015.

2.5 Sites of Implementation

The BSUP sub-mission is implemented at four places in Aizawl, namely Lawipu, Durtlang, Edenthar and Rangvamual. A brief description of the sites for the scheme at the four places is as follows:-

Lawipu:

The site is located in the western part of Aizawl urban area at Lawipu. It is located longitudinally down the north of a north-south ridge. It has natural drain passing

⁹ City Development Plan for Aizawl, 2041 (Final City Development Plan), 2015.

through it. It measures 37,202 sq.m., with slopes varying between 12 to 15 degrees. The site is moderately covered with young trees and fairly dense undergrowth, which intensifies in the monsoon. Lying on the windward side of the ridge, the site faces the south-west monsoon and the accompanying moderate wind speeds but also gets the sun during the winter, when temperatures fall substantially.¹⁰

Presently, there are 330 families residing at EWS Housing Complex, Lawipu with a total of 1320 individuals. The number of residents at this Complex is the largest among the BSUP Housing Complexes of Aizawl.

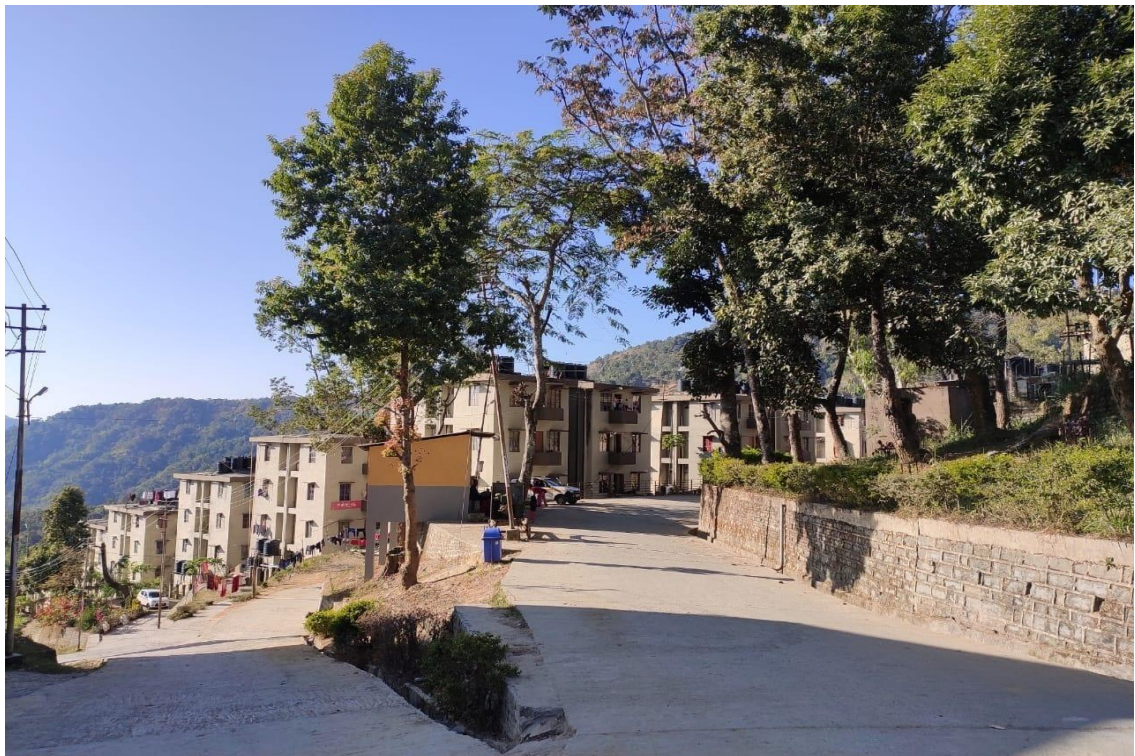


Photo plate No.1: EWS Housing Complex, Lawipu as on 2nd January, 2021.

Source: Site visit

¹⁰ Detailed Project Report: Lawipu BSUP Housing Project, Aizawl, Mizoram, 2009.



Photo plate No.2: EWS Housing Complex, Lawipu as on 2nd January, 2021.

Source: Site visit

Durtlang:

The site is located in the northern part of Aizawl urban area at Ramthar Veng, Durtlang. Similar to the site at Lawipu, this site is also 3(three) kilometers from the main road connecting the central parts of Aizawl. It measures 12,917 sq.m. and rises between 15 to 25 degrees.¹¹

Durtlang is somewhat a remote locality in Aizawl. However, it is not an underdeveloped locality. It is a vast locality with three Local Council areas.

EWS Housing Complex, Durtlang has a capacity of 320 housing units. But due to the landslide at the Complex on 2nd July, 2019, all residents of the Complex (around 197 families) were relocated at Rangvamual and Edenthlar EWS Housing Complexes.

¹¹ Detailed Project Report: Durtlang BSUP Housing Project, Aizawl, Mizoram, 2009.



Photo plate No.3: BSUP Housing Complex, Durtlang as on 2nd January, 2021.
Source: Site visit



Photo plate No.4: BSUP Housing Complex, Durtlang as on 2nd January, 2021.
Source: Site visit

Rangvamual:

Located in the northern part of Aizawl urban area, the site is three(3) kilometers from the road connecting the central parts of Aizawl to Sairang, which is one of the main expected directions for growth of the city. It measures 11,222 sq.m. The soil conditions are moderately stable, with soft shale/clay layers but no hard rock. On the north-eastern side are hills with high courts.

Rangvamual is a rather infamous locality due to some households selling indigenous liquor.

Presently, there are 140 families residing at Rangvamual EWS Housing Complex with a total of 560 individuals.



Photo plate No.5: BSUP Housing Complex, Rangvamual as on 2nd January, 2021.
Source: Site visit

Edenthar:

This site is located in the northern part of Aizawl urban area. It is the remotest site among the sites of the BSUP Housing Complexes of Aizawl. Initially, it was not

part of the proposed sites for the BSUP Scheme. It is located in a moderately dense forest and is the bottom most settlement at Edenthlar.

Presently, there are 70 families residing at Edenthlar EWS Housing Complex with a total of 210 individuals. The number of residents at this Complex is the smallest among the BSUP Housing Complexes of Aizawl.



Photo plate No.6: BSUP Housing Complex, Edenthlar as on 2nd January, 2021.
Source: Site visit

2.6 Basic Services provided

In Aizawl, the basic services provided under the BSUP scheme are as follows:

1. Housing/ Dwelling units:

A total of one thousand and ninety six (1,096) housing/dwelling units, each with a size ranging from approximately 27.5 sq.m. to 31.5 sq.m. are constructed at the four sites of implementation. The total housing units are estimated to accommodate 5,480 (five thousand four hundred and eighty) individuals if there are 5 (five) persons in each household. 408 units are at Lawipu, 320 at Durtlang, 208 at Edenthlar and 160 at

Rangyamual.¹² Each unit has two bedrooms, one kitchen, one living room, one bathroom and a balcony. The cost of each unit is Rs. 4 lakhs.



Photo plate No.7: Interior of a housing unit at BSUP Housing Complex, Edenthar as on 2nd January, 2021.

Source: Site visit

¹² Achievement Report of Missions & Schemes Under Government Of Mizoram UD&PA Department



Photo plate No.8: Interior of a housing unit at BSUP Housing Complex, Rangvamaal as on 2nd January, 2021.

Source: Site visit

2. Community Centre:

The Housing Complexes except that of Rangvamaal has a Community centre to be utilized for various purposes by the residents of the complex or other parties in connection with affairs of the housing complex.



Photo plate No.9: The Community Centre at Edenthar.
Source: Site visit



Photo plate No.10: Interior of Community Centre at Edenthar
Source: Site visit



Photo plate No.11: The Community Centre at Lawipu.
Source: Site visit

3. Water reservoir:

Every household is allotted 500 litres of water in the water reservoir provided at the Housing Complexes. Several small water tanks or a few large water tanks are provided to the Housing Complexes. At Rangvamual and Durtlang, several small water tanks are provided whereas at Edenthar and Lawipu, there are a fewer large water tanks. These prove to be very convenient and useful in times of water scarcity during dry season as well as to store rainwater during monsoon.

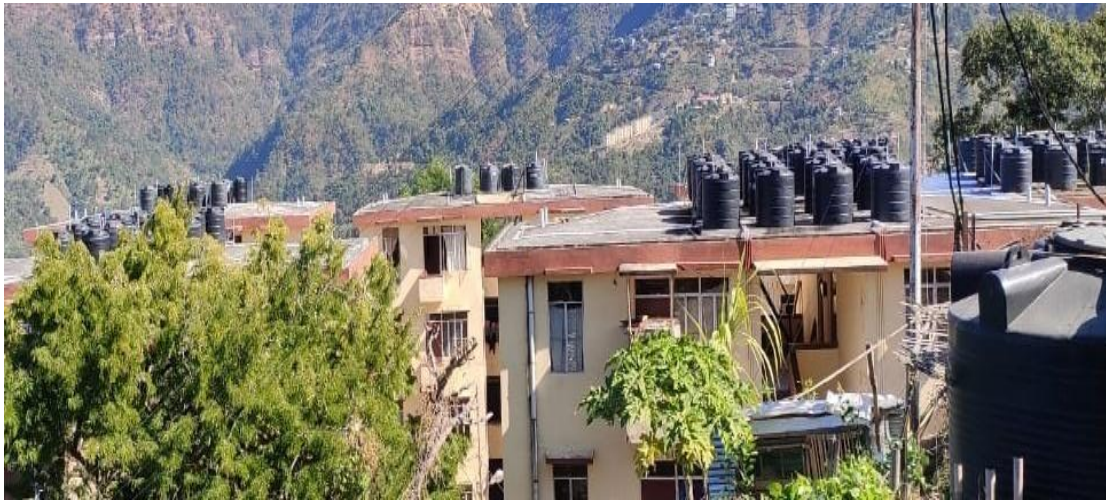


Photo plate No.12: Smaller water tanks at Rangvamual.

Source: Site visit



Photo plate No.13: Large water tank at Edenthar.
Source: Site visit



Photo plate No.14: Large water tank at Lawipu.
Source: Site visit



Photo plate No.15: Smaller water tanks at Durtlang.

Source: Site visit

4. Water and electricity supplies:

Every household is provided with water and electricity supplies free of cost at one Housing Complex and with charge at other Housing Complexes.

In addition to the above mentioned provisions, roads connecting the housing complexes are constructed as the sites of the complexes with the exception of Rangvamual are situated at remote areas.

2.7 Executing Agency

National Project Construction Corporation (NPCC) Ltd and Hindustan Prefab Ltd. (HPL), New Delhi were selected as Executing Agencies for construction of the BSUP Housing Complexes in Aizawl.

NPCC Ltd. is a "**MINI-RATNA-Category-I**" established on 9th January 1957 as a premier construction company to create necessary infrastructure for economic development of the country in the core sectors of irrigation and water resources, power

and heavy industries. Its administrative control was transferred from Ministry of Irrigation and Power to Ministry Water Resources, River Development and Ganga Rejuvenation (earlier named as Ministry of Water Resources) in 1989. NPCC Ltd. complies with Quality management requirements of **ISO 9001-2015** for execution of Civil Works for Thermal & Hydro Electric Projects’, River Valley Projects, Industrial Structures, Project Management Consultancy services for buildings, Housings, Roads, Bridges and Infrastructure Projects. The corporation has been awarded credit rating as A+ company by ICRA Limited (formerly Investment Information and Credit Rating Agency of India Limited).¹³

HPL, one of the oldest Central Public Sector Enterprises, functions under the administrative control of the Ministry of Housing & Urban Affairs. It was established as a Department in 1948 and later incorporated as a company in 1953. It has headquarters in Jangpura, New Delhi.¹⁴

2.8 State Level Steering Committee

In order to decide components to be implemented and their priorities, a State Level Steering Committee with following composition is constituted:

- | | | |
|-------|------------------------------------------------------------------------------------------------------|--------------------|
| i. | Chief Minister of the State/
Minister for Urban Development/
Minister for Housing of the State | — Chairman |
| ii. | Minister, Urban Development/
Minister for Housing of the State | — Vice-Chairman |
| iii. | Concerned MPs/MLAs | — Member |
| iv. | Secretary, Finance of the State Government | — Member |
| v. | Concerned Mayors/Chairpersons of ULBs | — Member |
| vi. | Secretary (PHE) of the State Government | — Member |
| vii. | Secretary (Housing) of the State Government | — Member |
| viii. | Secretary (Municipal Administration/Affairs) | — Member |
| ix. | Secretary (UD)/LSG/Municipal Affairs | — Member-Secretary |

¹³ <http://npcc.gov.in> (Accessed on 02.07.2020)

¹⁴ <http://hindprefab.in> (Accessed on 02.07.2020)

2.9 Reform Agendas

The agencies implementing the JNNURM were assigned scores as per simplified reform calibration method approved by Central Sanctioning and Monitoring Committee, Ministry of Urban Development. The scores of Mizoram in respect of the BSUP Scheme are as follows:

Table 4: Scores attained by Mizoram in respect of BSUP Scheme:

Sl. No.	Reform	Maximum score	Score attained
1	Provision of Basic Services to Urban Poor	10	9
i	Creation of database of households.	1.5	1.5
ii	Whether municipal budget has provided any funds to achieve 7-point charter services listed below		
a	Housing	1	1
b	Water supply	1.5	1.5
c	Sanitation	1.5	1.5
d	Solid waste management	1.5	1.5
e	Primary education	1	0
f	Healthcare	1	1
g	Social security	1	1

Source: Fifth Reform Appraisal Report (2012-2014) – Mizoram.

CHAPTER – III

ROLE OF UD & PA

CHAPTER – III

ROLE OF UD & PA

3.1 Department of Urban Development & Poverty Alleviation

The UD & PA Department is designated as the State Level Nodal Agency for implementation of the JNNURM by the Government of Mizoram. The Department was established on 24th August, 2006 and has a Directorate at Mizoram New Capital Complex (MINECO), Aizawl.

In respect of the BSUP Scheme, the Department, inter-alia, is proposed to perform following functions:-

- i. Management of grants received from Central and State Government;
- ii. Obtaining sanction of State Level Steering Committee for seeking assistance from Central Government under JNNURM;
- iii. Appraisal of projects submitted by ULBs/Para-statal agencies;
- iv. Management of Revolving Fund.
- v. Release of funds to ULBs/Para-statal agencies either as grant, or soft loan or grant cum loan.
- vi. Monitoring physical and financial progress of sanctioned projects;
- vii. Monitor implementation of reforms as committed in the Memorandum of Agreement.¹⁵

As written in the Department's Citizens' Charter (2020), the Department delivers the following services to citizens or other departments/organisations including non-governmental organizations:

1. Development of Urban Infrastructure and Urban Transport:

Existing assets and developmental activities have to be monitored and improved from time to time due to the quick pace of urbanization. The Department strives to address this issue through Central and State Schemes.

¹⁵ Modified Guidelines for Sub-Mission On Basic Services To The Urban Poor (BSUP), Ministry Of Housing And Urban Poverty Alleviation, Government Of India, New Delhi, 2009.

2. Urban Housing:

Urbanization has taken a rapid trend in Mizoram which is mainly encouraged by education, health services, livelihood, etc. This rapid increase in population is coupled with the challenges of urban housing. To tackle this, Pradhan Mantri Awas Yojana (Urban) [PMAY(U)] was launched on 25th June, 2015 to ensure housing for all families in urban areas for implementation during 2015-2022. The Mission provides central assistance to implementing agencies through States/Union Territories (UTs) and Central Nodal Agencies (CNAs) for providing houses to all eligible families/ beneficiaries against the validated demand for houses.

PMAY(U) focuses on the following trust areas.

(a) CLSS (Credit Link Subsidy Scheme): To avail CLSS benefits, individuals must fall into any of these income categories:

- EWS or Lower Income Group - Annual income between Rs. 3 Lakh and Rs. 6 Lakh can avail Loan up to Rs. 6 lakhs with interest subsidy of 6.5%
- Middle Income Group I - Annual income within Rs. 6 Lakh - Rs. 12 Lakh can avail Loan up to Rs. 9 lakhs with interest subsidy of 4%
- Middle Income Group II - Annual income within Rs. 12 Lakh - Rs. 18 Lakh can avail Loan up to Rs. 12 lakhs with interest subsidy of 3%

(b) BLC (Beneficiary-Led Construction): Assistance to individual eligible families belonging to EWS categories to construct a new house. Central assistance up to Rs. 1.5 lakh per house.

3. Urban Sanitation:

Maintenance of proper sanitary habit and management of waste in a scientific and orderly manner.

4. Improvement of Urban Livelihood:

Deendayal Antyodaya Yojana – National Urban Livelihoods Mission(DAY–NULM) is implemented to reduce poverty and vulnerability of the urban poor households by enabling them to access gainful skilled wage employment opportunities and self-employment, resulting in an appreciable improvement in their livelihoods on a sustainable basis, through building strong grassroots level institutions of the poor. DAY-NULM focuses on the following components:

- Social mobilization and Institutional development (SM & ID)
- Employment through Skill Training and Placement (ESTP)
- Support to Urban Street Vendors (SUSV)
- Self-Employment Programme (SEP)
- Shelter for Urban Homeless (SUH)

5. Parking House Support Scheme (PAHOSS):

In order to solve the vehicle traffic problem due to inadequate parking facility, the Government of Mizoram formulated a scheme for providing substantial amount of assistance for construction of parking space at various locations within Aizawl City by providing incentive to recognized non-governmental organisation, private, Local Council having suitable land and building.

In addition to these major services, the Department is also responsible for the following services:

- i. Real Estate Regulatory Authority
- ii. Town Planning
- iii. Property Tax
- iv. Street Vending Regulation

As per the Citizen's Charter, the main function of the Department is administering and implementation of various missions, schemes and projects of both Central and State Government for the development of urban areas and coordination between the ULBs of the state in discharging their statutory responsibilities. The following attached/subordinate offices, unit and ULBs comes under the ambit of this department:

- a) Directorate of Urban Development & Poverty Alleviation Department
- b) Aizawl Municipal Corporation
- c) State Investment Programme Management and Implementation Unit
- d) Aizawl Smart City Limited
- e) Town & Country Planning Wing
- f) Sanitation Wing.¹⁶

¹⁶ Citizens' Charter for Urban Development & Poverty Alleviation Department (2020)

In addition to the primary functions, the role of the Department in relation to BSUP has been found to fulfill the following points:

1. Preparation of City Development Plan (CDP)
2. Preparation and submission of Detailed Project Reports (DPR)
3. Coordination with stakeholders
4. Selection of beneficiaries
5. Organisation of Housing Societies

3.2 Preparation of City Development Plan (CDP)

As the State Level Nodal Agency, the Department of UD & PA presented the CDP of Aizawl in August, 2006 with a vision of guided and sustainable development of Aizawl city in the next two decades. The CDP contained plans for development of Aizawl in various measures, one of which was the BSUP. As every city was required to prepare a CDP indicating policies, programmes and strategies, and financial plans, the Department of UD & PA took exhaustive measures to come up with a promising CDP. It may be noted that a revised version of this CDP named the City Development Plan for Aizawl, 2041 has been published in March, 2015. This was also prepared by the Department of UD & PA.

The CDP of Aizawl (2006) identified most of the issues related to the city's demography and growth pattern, economy, availability of basic infrastructure services and urban governance. The CDP acknowledged that the economic base was limited, developable land was unavailable with regard to the influx of in-migrants and that there was increased need for land for developing new infrastructure.

Various other issues mentioned in the CDP were:

1. Absence of proper/ scientific system of collection or disposal of solid waste.
2. Lack of adequate natural and surface drainage network in the entire city.
3. Lack of systematic household and internal common drain in urban area to drain out the waste water and storm water to road side drains.
4. Encroachment developed on either side of the storm water drains in the form of sub-human settlement.

5. Narrow roads, winding with poor geometric standard. The highest width being 6.88 meters.
6. Vehicular parking in many places, especially congested areas, block at least 1.8 m of the road width.
7. Precarious condition of street lighting.
8. Inadequate infrastructure for the urban poor.
9. Deterioration and dwindling of the existing greenery in and around Aizawl City.

Based on the above mentioned issues and considering the deteriorating condition of Aizawl city the CDP proposed short term and long term investment needs across different sectors along with mentioning the projects in those sectors. The City Investment Plan during the Mission period (2005-2012) was Rs 2011.76 crores out of the Vision Plan (2005-2031) amount of Rs 5166.25 crores. For the first phase an amount of Rs 221.9 crores was sanctioned to implement various projects under three major sectors of Water Supply, Road, Traffic and Transportation and BSUP i.e. 10% of the total funding applied for under JNNURM and 4% of the total infrastructure funding calculated in the CDP. Though the CDP envisaged projects and investment for eight major sectors under JNNURM, the amount was sanctioned only for Water Supply, Roads, Traffic and Transportation and BSUP sector and projects were taken up under these sectors only. The investment envisaged under various sectors is mentioned in the table below.¹⁷

Table 5: Investment Envisaged in CDP for Aizawl (2006).

Sl. No.	Sector	Investment envisaged (Rs. in crores) during Mission period (2005-2012)	Investment envisaged (Rs. in crores) during Vision period (2005-2031)
1.	Water Supply	230.0	400.0
2.	Sewerage and Sanitation	225.0	350.0
3.	Drainage	240.0	400.0

¹⁷ City Development Plan for Aizawl, 2041 (Final City Development Plan), 2015.

4.	Solid Waste Management	65.0	75.0
5.	Transportation and Communication	698.5	2482.9
6.	Industry, Trade and Commerce	150.0	425.0
7.	Parks, Squares, City Environment and Forest	40.0	100.0
8.	Basic Services to the Urban Poor	363.3	933.4

Source: City Development Plan for Aizawl, 2041 (Final City Development Plan), 2015.

3.3 Preparation and submission of Detailed Project Reports (DPR)

As written in the Modified Guidelines for the Basic Services To The Urban Poor (BSUP), cities were required to prepare DPRs for undertaking projects under identified areas. Accordingly, the Department of UD & PA prepared three DPRs – one each for the project to be implemented at Durtlang and Lawipu and one for the project to be implemented at Rangvamual and Edenthar. The DPRs for Durtlang and Rangvamual and Edenthar were completed in February, 2009 and that for Lawipu in December, 2012.

The three DPRs were then submitted to the then Ministry of Housing and Urban Poverty Alleviation (now Ministry of Housing and Urban Affairs), Government of India.

The contents of the DPRs may be summarized as:

- i. A brief description of the project
- ii. Location and background of the project
- iii. Context of Aizawl city
- iv. Concept and design of the project
- v. Infrastructure system designed for the project
- vi. Social infrastructure and services planned for the project

- vii. Costs and financial structure of the project
- viii. Description of educational facilities in Aizawl
- ix. List of beneficiaries
- x. Memorandum of Understanding with Government of India
- xi. Annexure
- xii. Drawings

3.4 Coordination with stakeholders

Throughout the process of implementation of the BSUP scheme, the Department of UD & PA coordinates with the following stakeholders:

- Executing agencies:

The process of construction of the BSUP Housing Complexes by the NPCC and HPL was overseen by the Department of UD & PA as the Nodal Agency. The Department served as the channel for formal communication between the executing agencies and the Government of Mizoram or the public.

- Government Departments:

The Department of UD & PA coordinates with other Departments before and after completion of construction of the BSUP Housing Complexes. It coordinates with Department of Environment, Forest and Climate Change for creation of parks and open spaces at the Housing Complexes.

The Nodal Department coordinates with the Public Health Engineering Department in respect of provision of water supply to the BSUP Housing Complexes. Coordinating with the Power & Electricity Department, the Nodal Department ensures provision of electricity to the BSUP Housing Complexes.

In coordination with Public Works Department, rates of estimates are made in accordance with the Mizoram Public Works Department Schedule of Rates, 2007 and the Central Public Works Department Delhi Schedule of Rates, 2007.

- Civil Society Organisations:

During and after implementation of the Scheme, the Nodal Department coordinates with the civil society organizations of the respective localities such as the Young Mizo Association and Local Council in management of the Housing Complexes.

Members of these organizations are included among the Office Bearers of the Housing Societies constituted by the Nodal Department for each of the Housing Complexes.

3.5 Selection of beneficiaries

Application for a dwelling unit at the BSUP housing complexes is done at the Directorate of UD & PA. An application form (*enclosed at Annexure*) can be availed when there is vacancy of dwelling unit(s). Public Notice need not be made; therefore, those in need of a residence have to inquire at the Directorate of UD & PA. There are conditions for eligibility to apply for a dwelling unit in the BSUP Housing Complexes. There are terms of allotment and a committee which selects beneficiaries. These are described in the following paragraphs.

3.5.1 Eligibility

In order to be eligible for applying for a dwelling unit in the BSUP Housing Complex, the applicant should:

1. belong to an Indian family belonging to EWS (Annual income of less than Rs. 1,00,000).
2. have resided within Aizawl city in the last five years.
3. not own a house or land within any urban area of Mizoram in his/her name or in the name of any of his/her family members.

Preference is given to:

- i. a family headed by a single mother
- ii. a family in which there is a person with disability who is in need of regular assistance in his/her daily life.
- iii. A family in which there is a person with arduous/terminal illness.
- iv. A family not having regular employment.
- v. A family displaced by a natural calamity.

3.5.2 Selection Committee

A committee called the Selection Committee of Beneficiaries under JNNURM – BSUP is constituted under the chairmanship of the Joint Secretary to the Government of

Mizoram, UD & PA Department to oversee selection of beneficiaries for the BSUP scheme based on applications submitted to the Directorate of UD & PA. It may be noted that screening of applications is done at the Directorate and decisions on selection are made thereat. The Committee comprises of the following members:

- i. Chairperson, Mizoram State Commission for Women
- ii. Director, Social Welfare and Tribal Affairs Department
- iii. Joint Director(Plan), UD & PA Department
- iv. Secretary, AMC
- v. Deputy Director, Rural Development Department
- vi. Under Secretary to the Government of Mizoram, UD & PA Department

In addition to these members, the Committee may have special invitees such as prominent citizen, architect, engineer, etc.

The functions of the Committee may be summarized as:

- i. Overseeing of reports of selection of beneficiaries.
- ii. Referring of issues regarding selection of beneficiaries, if any, to the State Level Steering Committee.

3.5.3 Terms of Allotment

The terms of allotment of a house of the BSUP Housing Complex are as follows:

- i. The allottee should occupy only the house allotted to him/her.
- ii. The allottee should pay any bills such as electricity bill, water supply bill, etc. pertaining to the house.
- iii. The allottee should not transfer the house to another family.
- iv. The allottee is responsible for keeping the house clean and repairs.
- v. The allottee should register as a member of the Housing Society of the complex at which he/she is allotted.
- vi. The allottee should comply with any instruction made by the Housing Society of the complex at which he/she is allotted.
- vii. The allottee should report to the Directorate of UD & PA if he/she is vacating the house.

- viii. Substance prohibited by the Government of Mizoram should not be admitted or sold at the house.

3.6 Organisation of Housing Societies

The Department of UD & PA constitutes a Housing Society every two years at each of the BSUP Housing Complexes by gathering all adults living in the Housing Complex and taking nominations from them. Then the Department appoints a Chairman, a Secretary and other members for the Housing Society. The Society performs the following functions:

- i. Formulate and enforce rules to be followed by all residents of the complex.
- ii. Work for cordial relationship among residents of the complex.
- iii. Decide on the kind of shop to be run at the complex which shall provide essential commodities of daily needs.
- iv. Select individuals to attend various trainings conducted by the Government.
- v. Resolve any issue arising in the complex and to consult the Department of UD & PA in case of issues beyond their ability.

It may be pertinent to note that though each Housing Complex has a Housing Society, it is under the jurisdiction of the concerned Local Council and YMA Branch.

3.6.1 Ex-officio Member

The Department of UD & PA appoints one official of the Department as an ex-officio Member of the Housing Society. Currently, a Research Officer holds the responsibility. The responsibilities of the official are as follows:

- i. Assisting the Housing Society in its functions without disturbing the flow of working of the Society.
- ii. Attending all the meetings of the Housing Society. Frequency of such meetings is not fixed.
- iii. Seeking solution to the problems faced by the Housing Society in his or her capacity or referring such issues to the Nodal Department.
- iv. Submitting yearly report regarding the Housing Society to the Nodal Department.

- v. In case the Housing Society is dissolved, the official shall be responsible for overall management of the Housing Complex till a new Housing Society is constituted.

3.6.2 Funding for the Housing Societies

The Department of UD & PA authorizes the Housing Societies to accumulate funds from the following sources and use it for their organization and maintenance of the Housing Complex:

- i. Monthly contribution from each household which varies from Rs. 50 to 100. Monthly contribution from each household is equal within one Housing Complex.
- ii. Annual contribution from each household. (But whether or not annual contribution is to be made may be decided by Housing Societies)
- iii. Rental charge of shops, market and community hall of the Housing Complex. There are only a few shops at each Housing Complex which are run by the beneficiaries themselves and rental charge of the shops are not collected.
- iv. Vehicle parking fees amounting to Rs. 100 (one hundred rupees) per month for a car owned by a beneficiary.
- v. Funds received from the government and private entities.
- vi. Monthly contribution of Rs. 50 from each household for maintenance of assets of the Housing Complex.
- vii. Other sources agreed upon by the Society.

In keeping the funds it collected, the Housing Society is responsible for the following:

- i. Having a bank account in its name.
- ii. Maintaining minutes of its meetings.
- iii. Recording details of works it executed.
- iv. Recording details of its revenue and expenditure.

3.6.3 Dissolution of a Housing Society

There are certain rules which Housing Societies should follow, violation of which shall result in dissolution of the Society; these are:

- i. Any plan formulated by a Housing Society should get approval of the Government of Mizoram through the Nodal Department.
- ii. The Society should not act in violation of the Constitution of India or in disturbance of governmental undertaking.
- iii. The Society should not act for personal benefit of anyone.

3.7 Current Composition of Housing Societies

The current office bearers of the Housing Societies at the BSUP Housing Complexes excluding that of Durtlang are as follows:

- **Rangvamual BSUP Complex Housing Society:**

Chairman : Pu Laldinthara (Chairman, Local Council, Rangvamual)
Vice Chairman : Pu Lalzekima Fanai
Secretary : Pu C. Lalzuithanga (President, Rangvamual Branch YMA)
Asst. Secretary : Pu F. Lalzamliana
Treasurer : Pi Lalhunthari (Member, Local Council, Rangvamual)
Financial Secretary : Pu C. Lalhmachhuana

- **Edenthar BSUP Complex Housing Society:**

Chairman : Pu C. Lalramliana
Vice Chairman : Pu H. Lalzawmliana
Secretary : Pu Lalnunchhara
Asst. Secretary : Pu Lalnunthara
Treasurer and Financial Secretary : Dismissed due to involvement in illegal activity.

- **Lawipu BSUP Complex Housing Society:**

Chairman : Pu Nuntluanga Pautu (Chairman, Local Council, Lawipu)
Vice Chairman : Pu Chawnglhira
Secretary : Pu Lalroliana Khiangte (President, Lawipu Branch YMA)
Asst. Secretary : Pu K. Sangliana

Treasurer : Pu R. Lalchhandama (Secretary, Local Council, Lawipu)
Financial Secretary : Pu Doa

CHAPTER IV

PROBLEMS AND PROSPECTS

CHAPTER IV

PROBLEMS AND PROSPECTS

The implementation of the BSUP scheme in Aizawl is rather minimally criticized before and after its completion. Being the first and only one of its kind in the State, the scheme was enthralling for the people and the government during the process of its implementation. But like any other scheme, it is not flawless. There are problems, difficulties, inconveniences, etc., faced by the residents of the Housing Complexes on a daily basis which are not known by the public and some of which cannot reach even the government authorities. Uncovering these ground realities is attempted through this research. Moreover, there are constraints and challenges for the Nodal Agency in the process of implementation.

The constraints and challenges in the implementation of the BSUP Scheme in Aizawl as identified by the Nodal Department are:

1. Due to seismic and unstable slope conditions, construction costs were substantially increased by the extra structural and land stabilization requirements. These measures increased the cost of each housing unit by up to 60 percent over the cost of the housing unit itself, and because geographical conditions also vary within the site, this extra cost varied substantially between housing units. In order not to encumber the beneficiaries unduly because of the geographical conditions and also because the incidence of extra cost would differ greatly across clusters and sectors, the cost of land stabilization and slope treatment had therefore not been included in the cost of housing unit but presently separately.
2. Construction cost was also significantly higher because almost all materials were brought from outside the State. While the rates used were as per the Mizoram SOR, it may be pointed out for reference that the Construction Cost Index (NBCC, Mizoram PWD) as per the SOR, 2003 is about 1.8 (one point eight) times higher than the Delhi SOR. Further, the cost escalation factor at the time over the SOR, 2003 is 30 percent.

3. As the projects were financed by grant funds, any economic/ financial Internal Rate of Return was bound to be negative as there were no financial benefit streams that could be captured. Substantial social and some economic benefits were anticipated, but even using shadow pricing techniques, these could not be captured to any realistic extent.

The problems and prospects of the BSUP scheme in Aizawl observed through this research may be explained under the following points:

- (1) Connectivity
- (2) Repairing of assets
- (3) Selection of beneficiaries
- (4) Garbage disposal
- (5) Street lighting
- (6) Public urinal/toilet
- (7) Sports infrastructure
- (8) Fire hydrant
- (9) Primary health centre
- (10) Impact of COVID-19

4.1 Connectivity

The problems of connectivity faced by the residents of the BSUP Housing Complexes may be summarized into two points:

- i. Connectivity by road.
- ii. Mobile network.

4.1.1 Connectivity by Road

All the locations of the BSUP Housing Complexes except Rangvamual are rather remote and isolated. The sites - Durtlang, Lawipu and Edenthar are rather cut off from the main urban area of Aizawl. Rangvamual too, is remote, considering the narrow extent of public transportation in Aizawl, but is not far from the main road. The unfavourable location of the sites may be attributed to the following reasons:

1. Undulating topography of Aizawl and requirement for a large plot of land for the sites.
2. There may be lands which are less remote and isolated but lands cannot be simply acquisitioned by the Government.
3. Due to hilly terrain of Aizawl, lands which are safe from landslides, fractures, etc. have to be taken into account.



Photo plate No.16: Unmetalled road leading to BSUP Housing Complex, Edenthar as in January, 2021.

Source: Site visit

Roads are prepared for the other three sites but large portions of it are unmetalled and some are broken. These roads are dusty during dry season and muddy and slippery during wet season. While there are several broken roads and potholes within the city area of Aizawl, it is unlikely that the roads connecting these sites to other parts of Aizawl get better treatment.



Photo plate No.17: Unmetalled road leading to BSUP Housing Complex, Lawipu as in January, 2021.

Source: Site visit



Photo plate No.18: Unmetalled road leading to BSUP Housing Complex, Durtlang as in January, 2021.

Source: Site visit

4.1.2 Mobile Network

Owing to the remoteness of the BSUP Housing Complexes, mobile network is generally poor at the Housing Complexes. It is true that even in many parts of urban area of Aizawl, mobile network is poor sometimes but according to the residents of the Housing Complexes and as experienced during field visits, mobile network is nevertheless comparatively very poorer at the Housing Complexes. This causes daily inconveniences for the residents. It is troublesome because the residents cannot possess both mobile phones and a landline telephone. They rely on mobile phones and several households have only one mobile phone for the entire family. In addition to causing daily inconveniences, the situation becomes graver in times of emergencies.

4.2 Repairing of Assets

Another problem faced by the residents of the BSUP Housing Complexes is repairing of damaged assets of the Complexes. Damages to household assets are unavoidable and with several families moving in and out of the Complexes, damages to household assets are common. Repairing of these damages is the responsibility of the residents as the terms of their allotment include that *the allottee is responsible for keeping the house clean and repairs*. This term is reasonable but certain damages to the assets of a household are not caused by the current occupant because the assets are utilized by one or more households. For example, a water tap partially damaged by one household becomes un-useable only after the family moves out and the next household has to repair it. Although it is still debatable that the current occupant should be the one to repair the damaged assets, considering the economic condition of the families, it may be asserted that repairing of damaged assets is a problem.

4.3 Selection of Beneficiaries

Selection of beneficiaries for the BSUP Scheme is a tedious process. According to officials of the Nodal Department for the Scheme, i.e. Urban Development & Poverty Alleviation Department, the process was even more difficult in the initial stage of inauguration of the BSUP Housing Complexes when lobbying was common. The three conditions for eligibility to apply for a dwelling unit in the BSUP Housing Complexes

mentioned in the previous chapter have often been violated by providing false information. For example, the first of the said conditions which states that the applicant should belong to a family with an annual income of less than Rs. 1,00,000, can be violated by providing false Income Certificate. Although an Income Certificate is issued by the Deputy Commissioner's Office after the application for the said Certificate is scrutinized by a clerk and then approved by a Sub-Deputy Commissioner, the amount of income stated in the Certificate is simply copied from that written in the application and written by Local/Village Council Chairman or Secretary. The problem here is that the amount of annual income is often falsified by the applicant and this is problematic for the Local Council. Deputy Commissioner's Office too does not conduct verification of the amount of annual income claimed by the applicant. In this manner, the first condition for eligibility to apply for a dwelling unit in the BSUP Housing Complexes can be violated.

The second condition for eligibility which states that the applicant should have resided within Aizawl city in the last five years and the third condition for eligibility which states that the applicant should not own a house or land within any urban area of Mizoram in his/her name or in the name of any of his/her family members are violated less than the first condition.

In addition to these conditions for eligibility, preference is given to a family headed by a single mother, a family in which there is a person with disability who is in need of regular assistance in his/her daily life, a family in which there is a person with arduous/terminal illness, a family not having regular employment and a family displaced by a natural calamity. Apparently, these conditions can be violated if the applicant attempts so. Therefore, since it is difficult to frame impeccable conditions for eligibility to apply for a dwelling unit in the BSUP Housing Complexes, it becomes possible that ineligible applicants are selected as beneficiaries of the BSUP Scheme. Due to this, some beneficiaries of the BSUP Scheme have been criticized to be undeserving for selection as beneficiaries.

In addition to violation of the conditions for eligibility to apply for a dwelling unit in the BSUP Housing Complexes, it has been asserted that there is political interference in selection of beneficiaries. But as observed through this research that

several housing units are currently vacant, political interference in selection of beneficiaries seems to be not so prevalent.

4.4 Garbage Disposal

As the locations of the BSUP Housing Complexes, except that of Rangvamual, are remote, garbage-collecting vehicles reach only the Housing Complex of Rangvamual. This causes troubles for the residents of the Housing Complexes as they have to dispose the garbage somehow. Some garbage are burnt, some are buried and some are scattered in the surroundings. These methods of disposal of garbage are making the Housing Complexes unhygienic and untidy and could have adverse impacts on the environment in the future and on the health of residents.

4.5 Street Lighting

Streetlight is provided only at the Housing Complex at Lawipu. Absence of streetlight at the other Housing Complexes causes inconveniences for the residents as well as visitors. Only a few streetlights would be sufficient, which if provided, will be highly convenient for commutation of the residents as well as the nearby communities and visitors. The significance of streetlights was evident during the destruction of BSUP Housing Complex, Durtlang due to landslide in the night of 2nd July, 2019.

Streetlight is also absent at the side of the roads leading to the Housing Complexes. As the Housing Complexes except that of Rangvamual are remote, the absence of streetlights is causing difficulties of commuting for the residents of the Housing Complexes as well as the nearby communities and visitors.

4.6 Public Urinal/Toilet

Public urinal/toilet has not been provided for the BSUP Housing Complexes of Aizawl till date but efforts are underway for provision. Absence of public urinal/toilet is inconvenient especially for visitors and is unhygienic.

4.7 Sports Infrastructure

Sports infrastructures are not provided at the Housing Complexes. As the beneficiaries of the Scheme consist of people of various age groups, sports infrastructure is a necessity. So, provision of sports infrastructures at Rangvamual and Lawipu Housing Complexes remains a motivating prospect.

4.8 Fire Hydrant

Fire hydrant is not provided for any of the Housing Complexes. This unavailability poses a grave danger for the beneficiaries as there are several housing units within one building. Moreover, quick arrival of fire trucks at the Housing Complexes is not feasible because of its locations.

It was proposed that a small fire station would be provided in the future. So, fire-extinguishing mechanism is yet to be kept in place at the Housing Complexes.

4.9 Primary Health Centre

Although a primary health check-up facility was proposed to be provided at each of the BSUP Housing Complexes, it has not been fulfilled due to undisclosed reasons. Considering the location and the number of families residing at the Housing Complexes, provision of a primary health check-up facility is a primary necessity.

5.0 Impact of COVID-19

The pandemic has direct impacts on the beneficiaries and administration of the Housing Complexes. Beneficiaries have been given exemption for an indefinite period in making monthly contribution starting from the month of April, 2020. Moreover, vehicle parking fee amounting to Rs. 100 (one hundred rupees) per month for a car owned by a beneficiary has not been collected since April, 2020. This greatly disturbs collection of revenue of the Housing Complexes.

CHAPTER V

CONCLUSION

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CONCLUSION

As mentioned in the first Chapter, the Government of Mizoram received the award for Best Performing State under JnNURM among the North-Eastern States, Special Category States and UTs. However, this achievement does not necessarily mean that Mizoram implemented the BSUP Sub-Mission without flaws because in addition to the BSUP Sub-Mission, there is the Sub-Mission for Urban Infrastructure and Governance under the JnNURM. Nonetheless, it may be asserted that Mizoram implemented the BSUP Sub-Mission admirably. In spite of this achievement, this research attempts to find out both the shortcomings in the implementation of the BSUP Sub-Mission and recognize the exceptional features of the implementation of the Sub-Mission and through such findings, suggest measures for improvement and future reference.

Observations and Suggestions

In the planning stage of the BSUP Scheme for Mizoram, the Aizawl Municipal Corporation/Council had not been constituted. Therefore, since urban rehabilitation is a relevant subject for the Department of UD & PA, the Department planned and implemented the Scheme. In this regard, it may not be out of line to deduce that it is better the Department implemented the Scheme as political interference is often prevalent in municipal bodies because municipalities are headed by elected officials representing certain political parties.

The locations of the BSUP Housing Complexes merit special consideration in order to come up with suggestion which may be used as a reference in future undertakings of similar rehabilitation. Despite the huge number of people living in Aizawl city in rented homes, none of the Housing Complexes are fully occupied. More than half of the total number of housing units is vacant till date. The reason or reasons for this cannot be pinpointed as officials of the Nodal Agency cannot provide an answer, owing to the transfer of officials who were posted in the Department in the initial stage of running of the Housing Complexes. Moreover, the Department has been constantly engaged in other projects of various nature. However, it may be asserted that

the remote location of the Housing Complexes is one of the reasons. Moreover, the poor condition of the roads leading to the Housing Complexes, except Rangvamual, is also unappealing.

In addition to the rather remote locations of the Housing Complexes, the problem of connectivity includes poor mobile network at the Housing Complexes. Provision of a separate mobile tower for the Housing Complexes by the Nodal Department or by telecommunication companies is unlikely to happen as it involves a huge expenditure. Therefore, the problem of mobile network is likely to continue. However, it may be hoped that the situation changes in the near future according to development of telecommunication companies.

Provision for streetlights is included in the proposals for all of the Housing Complexes but it has not been fulfilled till date. Planning is under way for provision of the same.

As mentioned in the previous chapter, public urinals/toilets have not been provided at the Housing Complexes but efforts are underway for provision. If public urinals/toilets are provided, utilization charge could be collected and this could be utilized by the Housing Society.

A primary health check-up facility was proposed to be provided at each of the Housing Complexes but this has not been fulfilled. It was proposed that a doctor and other assistants would be provided at the said facilities.

Sports infrastructure, which is necessary for people of various age groups for mental and physical health, is not provided at the Housing Complexes. At the Housing Complexes of Rangvamual and Lawipu, there is a futsal ground and a playground respectively which are owned by the Local Councils. But there are no such facilities nearby the Housing Complexes of Edenthlar and Durtlang and hence, the residents are deprived of such recreational activities.

Inconsistencies between a proposal and its implementation are common in governmental undertakings especially in a project as huge as the BSUP Scheme. As it has been elaborated through this research, there are inconsistencies between the proposals for implementation of the BSUP Scheme in Mizoram and the actual implementation. But it has to be noted that the Nodal Agency and the Government of

Mizoram had to be ambitious in the contents of the proposals as States were competing for selection through the proposals.

Based on the above mentioned observations, the following measures are suggested:

1. While it has been observed that implementation of the BSUP Scheme by a Government Department and not by the AMC is more desirable, it may be proposed that the AMC should take part in ameliorating the condition of the Housing Complexes as such undertaking is relevant for inclusion among the subjects handled by a municipal body. Moreover, it may be proposed so because such undertaking may be implemented by the municipal body in the future.
2. As it has been observed that the remote location of most of the Housing Complexes constructed under the Scheme is one of the reasons why the housing units of the Complexes have not been fully occupied, if and when projects for rehabilitation are planned for other Districts of Mizoram, knowing the consequence of the location would go a long way in the success of the projects. Therefore, it is suggested that remote locations should be avoided for constructing rehabilitation facilities.
3. Proper garbage disposal system, a necessity for a hygienic environment, has to be provided for the beneficiaries in order to ensure cleanliness of the communities and their surroundings. Similarly, as several families reside at each of the Housing Complexes, public toilets should be provided.
4. If streetlights are provided, as mentioned in the previous chapter, it will be highly convenient for commutation of the residents as well as the nearby communities and visitors. In this regard, authorities in the government may be impelled by the beneficiaries.
5. If the proposal for provision of a primary health check-up facility manned by a doctor and other assistants at each of the Housing Complexes is realized, it would positively impact the residents and create employment opportunities for the large number unemployed medical graduates and other persons educated in related fields. Therefore, it is suggested that provision for such an essential need should be fulfilled as soon as possible

6. If sports infrastructures are provided at each of the Housing Complexes, it can be effectively utilized by the residents especially by the large number of children and youth. Moreover, it would be used by outsiders and hence, the location of the Housing Complexes would become popular as recreational destinations. From these activities, the Housing Societies can in turn, generate revenue. Therefore, it is suggested that sports infrastructures be provided.
7. Fire-safety mechanisms should be kept in place to ensure the safety of the large number of families at the Housing Complexes. Moreover, as the locations of the Housing Complexes are rather remote, fire-safety mechanisms are necessary.

Limitations

The COVID-19 pandemic affected the process of data collection for this research and has been affecting the administration of the BSUP Housing Complexes. In addition to the problem of collection of data that researches done in the years 2020 and 2021 had experienced, this research has been directly impacted by the COVID-19 pandemic because one of the BSUP Housing Complexes i.e. BSUP Housing Complex, Durtlang has been utilized as a Child Friendly Covid Care Centre since 27th October, 2020 and preparations were carried out several weeks before. Therefore, BSUP Housing Complex, Durtlang could not be visited.

Officials of the Department of UD & PA from whom data had to be collected were engaged in the preparation of the BSUP Housing Complex, Durtlang for COVID-19 Centre. So, the process of data collection was delayed. Moreover, like other Departments, the Department of UD & PA had to reduce the number of employees attending office. This also adversely impacted the process of data collection. These inconveniences, coupled with people avoiding face-to-face conversation, hindered the process of data collection.

The problem of data collection continued at the BSUP Housing Complexes. Personal interviews had to be conducted on the beneficiaries as well as the representatives of the Housing Societies but the need for social distancing impeded this process.

The Department of UD & PA shifted its Directorate building from Thakthing to MINECO on 18th September, 2019 and in the process, according to its employees, some documents were lost, some of which are supplementary to this research. However, all documents which are indispensable for this research could be acquired. Nonetheless, some employees admitted that some documents were misplaced due to improper filing and hence, unprofessionalism was witnessed in maintenance of documents. Moreover, with due respect, it has to be mentioned that while some officials of the Department were cooperative in providing data, some other employees were not.

Conclusion

As of January, 2021, around 540 families (approx. 2,090 individuals) are beneficiaries of the BSUP Scheme in Mizoram, a Scheme implemented with a budget of Rs. 9102.3 lakhs. Out of the total 1,096 housing units, approximately 556 housing units are vacant. It may be asserted that the Government of Mizoram implemented the Scheme excellently. The implementation of the Scheme may not be flawless but it may be noted that unlike other States which had undertaken slum rehabilitation/development projects, the Scheme is the first of its kind implemented by the GoM.

It may be safe to say that though socio-economic benefits of the Scheme are difficult to be measured, the Scheme has achieved a considerable level of such benefits as several families have been provided a home free of rent due to which instead of paying for house rent, they could invest for education of children, betterment of their profession, etc. The Nodal Agency has plans for further development of the project, which if realized, would increase the level of socio-economic benefits of the Scheme. Therefore, political will as well as pressure from the beneficiaries shall be required to realize such plans.

As mentioned before, the Nodal Agency is giving autonomy to the beneficiaries in their self-governance and welfare while providing necessary assistance. Although the Nodal Agency has least interference in the self-governance of the community of the beneficiaries of the Scheme, it treats the beneficiaries as important subjects of the Department. In this regard, this research finds admirable professionalism on the part of the Nodal Agency.

The GoM looks upon the beneficiaries of the BSUP Scheme as rightful owners of their respective allotted houses subject to their compliance with the terms of allotment. Keeping in mind the difficulties of establishing one's own home especially within Aizawl city, the Government aims to ensure that the urban poor are rehabilitated. It aims to facilitate the urban poor in terms of settlement in order that they can work for their own sustenance and not deal with the problem of setting up a home of their own within the capital of the State where vacant lands are becoming scarce and very expensive.

It may be pertinent to note that in 2015, JNNURM was replaced with Atal Mission for Rejuvenation and Urban Transformation (AMRUT) which was launched in June, 2015. The purpose of the Mission is to

- Ensure water supply and a sewerage connection for every household.
- Improve the amenity value of cities by creating open spaces which are well-maintained (e.g. parks) and greenery and
- Reduce the rate of air pollution by switching to public transport or constructing facilities for non-motorized transport (e.g. walking and cycling). All these measures are valued by citizens, particularly women, and indicators and standards have been prescribed by the Ministry of Housing and Urban Affairs (MoHUA) in the form of Service Level Benchmarks (SLBs).

Ministry of Urban Development has selected Aizawl for implementation of the Mission in the State of Mizoram. The Government of Mizoram designated UD & PA Department as the State Mission Directorate and the Secretary, UD & PA Department is appointed as the State Mission Director and the Director, UD & PA Department is appointed as the State Nodal Officer.¹⁸

In conclusion, it may be contended that the BSUP Scheme in Aizawl has not been implemented exactly as proposed as elaborated in the previous chapter. However, it may be affirmed that the Scheme has been implemented competently as the Ministry of Housing and Urban Poverty Alleviation, Government of India did identify the imperfections of the implementation of the Scheme but awarded Mizoram the award for Best Performing State under JnNURM among the North East and Special Category

¹⁸ <http://udpamizoram.nic.in/amrut.html> (accessed on 11.03.2021)

States and Union Territories (UTs). Since the inauguration of the Housing Complexes established under the Scheme, the project has not been subjected to State-wide criticism. It may be assumed that there will come a time when all the housing units under the Scheme are occupied and envisaging this, the value of the BSUP Scheme in Aizawl can only go up from here on.

ANNEXURE

10^

GOVERNMENT OF MIZORAM
GENERAL ADMINISTRATION DEPARTMENT

NOTIFICATION

Dated Aizawl, the 24th August, 2006.

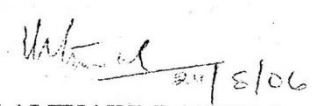
No.A.46011/1/2004-GAD/31 : In exercise of the power conferred by Rule 3 of Government of Mizoram (Allocation of Business) Rules, 1987, the Governor of Mizoram is pleased to create a new Department namely, 'Urban Development & Poverty Alleviation Department'.

Sd/-J.C.RAMTHANGA
Secretary to the Govt. of Mizoram
General Administration Department

Memo No.A.46013/2/2006-GAD/31 : Dated Aizawl, the 24th August, 2006.
Copy to :-

1. Secretary to Governor, Mizoram.
2. P.S. to Chief Minister, Mizoram with 5(five) spare copies.
3. P.S. to Speaker, Mizoram
4. P.S. to all Ministers/Deputy Speaker/Vice-Chairman, State Planning Board, Mizoram
5. P.P.S. to Chief Secretary, Govt. of Mizoram.
6. All Principal Secretary/Commissioners/Secretaries, Govt. of Mizoram.
7. All Administrative Departments.
8. All Heads of Departments
9. Guard File.

As/LAD


(K.LALTHAWMMAWIA)
Deputy Secretary to the Govt. of Mizoram
General Administration Department

NO.A.46011/1/2004-GAD
GOVERNMENT OF MIZORAM
GENERAL ADMINISTRATION DEPARTMENT

NOTIFICATION

Dated Aizawl, the 26th September, 2006.

No.A.46011/1/2004-GAD : As a corollary to the creation of the new Department of Urban Development and Poverty Alleviation, the Governor of Mizoram, in exercise of the power conferred by Rule 3 of the Government of Mizoram (Allocation of Business) Rules, 1987, is pleased to make allocation of subjects to the Local Administration Department and the Urban Development and Poverty Alleviation Department as follows :

XXII. LOCAL ADMINISTRATION DEPARTMENT

1. Village Council matters and village administration *Streetslights ?*
2. Matters relating to Panchayati Raj Institution
3. Naming of streets, roads and villages
4. Animal control and taxation
5. Local Development works funded under State Plan Fund including Housing Assistance
6. Park & Recreation
7. Aizawl Building Centre
8. Housing Loans & Advances

XLIII. URBAN DEVELOPMENT AND POVERTY ALLEVIATION DEPARTMENT

1. Jawaharlal Nehru National Urban Renewal Mission(JNNURM) and allied matters
2. Urban Infrastructure Development Schemes funded under 10% Lump Sum grants for North Eastern Region States
3. Urban Development Schemes to be funded under Asian Development Bank
4. Solid Waste Management and Sanitation ✓
5. Aizawl Development Authority (ADA) ✓
6. Town and Country Planning which includes –
 - (1) The Mizoram Urban & Regional Development Act, 1990 and Rules thereunder
 - (2) The Urban Development Plans Formulation and Implementation Guidelines, 1996
 - (3) The National Building Code of India under the Bureau of Indian Standards Act, 1986
7. Integrated Development of Small and Medium Towns
8. Urban Employment and Poverty Alleviation Programmes including Swarna Jayanti Shahari Rozgar Yojana (SJRY) and Integrated Housing and Slum Development Programmes (IHSP) ✓
9. Urban Local Bodies ✓

Consequently, the subject '*Solid Waste Management*' shall stand deleted from the list of subjects under the Public Health Engineering Department.

Sd/- J.C. RAMTHANGA
Secretary to the Govt. of Mizoram
General Administration Department

**DIRECTORATE OF URBAN DEVELOPMENT & POVERTY ALLEVIATION
GOVERNMENT OF MIZORAM**

HRIATPUINA

Pi / Pu / NI. / Tv. _____ te
chhungkua hi Aizawl Khawpui chhungah hian in leh lo an neilo tih ka hria a. *EWS /
**LIG chhungkua an ni tih ka hriatpui baw e. (Tuna an chenna veng Local Council te
nemngheh tur)

Tin, Pi / Pu / NI. / Tv. _____ te
chhungkua hi kan veng chhung / khua _____ ah hian
kum _____ chhung, kum _____ atanga kum _____ chhung an cheng tih ka
hriatpui baw e.

***Pi / Pu / NI. / Tv. _____ te
chhungkua hi kan veng chhung / khua _____ ah hian
kum _____ chhung, kum _____ atanga kum _____ chhung an cheng tih ka
hriatpui e.

An chen tawhna LC seal leh Signature _____
Seal:

Tuna an chenna Local Council Seal leh Signature

Date: _____ Signature: _____

Seal :

*EWS (Economically Weaker Section): kum khata cheng 1,00,000 (Cheng nuai khat)
lalut tling lo chin.

** LIG (Low Income Group): kum khata cheng 100001 (Cheng nuai khat) – atanga –
cheng 200000 (Cheng nuai hnih) lalut chin.

***(Tuna an chenna vengah hian kum 5 aia reilo an cheng a, amaherawhchu, Aizawl khawpui chhung veng danga an lo chen tawhna nen belhkhawma kum nga aia rei Aizawl khawpui chhunga an chen tawh chuan, an lo chen tawhna LC te chuan hriatpuina hi an siam ve baw k tur a ni)

1. Basic Services to Urban Poor under JnNURM: BSUP hnuai hian Aizawl Khawpui chhung bika a chenna in neilo te tan hmun li ah Housing Complex, chhungkua 1096 chenna tur sak a ni a.

Sl. No	Project Hming	Housing Unit Awm zat
1	EWS Housing Project at Lawipu	408
2	BSUP Scheme at Rangvamual and Edenthlar	368
3	Durtlang BSUP Housing Project	320

Heng inte hi sak zawh a ni mai dawn a, tunah hian luah mai theih tura buatsaih mek a ni. Housing Complex a cheng turte hi a hnuai a tarlan ang hian ngun taka thlan an ni dawn a. He hmun a inluah tur duh te tan Dt. 8th March 2016 atang hian UD & PA Directorate, Thakthingtlang, Aizawl ah dilna form siamsa hmangin March thla chhung in dil theih a ni ang. Tin, a dilna form hi internet atanga download theih a ni baw k ang (www.udpamizoram.nic.in)

- a. India khua leh tui an ni tur a ni.
- b. EWS/LIG family a mi an ni tur a ni
- c. Aizawl khawpui chhungah kum 5 tal cheng tawh an ni tur a ni. Hei hi June 2014 hmalam atang in chhiar a ni ang.
- d. In leh lo neilo leh in hmun neilo an ni tur a ni.

Heng mite hi duhsak bik an ni ang: EWS/LIG family, Hmeithai chhungkua, Rualbanlo awmna chhungkua, Natna khirh tak tuar awmna chhungkua (families with terminal illness person), Eizawna nghet neilo chhungkua (unemployed), Natural Calamity (Chhiatrupna) tuar hlim hnaivai.

INTERVIEW SCHEDULE with Office Bearers of the Housing Societies

1. Can you kindly tell me the names and designations of the Office Bearers of the Housing Society of your Housing Complex?
2. How often does the Housing Society hold a meeting?
3. Do the Young Mizo Association and the Local Council have authority over the residents of your Housing Complex?
4. What are the number of families and total number of individuals currently living in your Housing Complex?
5. Moving on to financial matters, what is the amount of monthly contribution of each household?
6. Is the amount of monthly contribution of each household equal?
7. Is the amount of monthly contribution of each household of your Housing Complex equal to that of other Housing Complexes?
8. Is annual contribution collected?
9. Are bills for water supply and electricity paid by the residents of the Housing Complex?
10. How is vehicle parking fee collected in your Housing Complex?
11. Are there any shops within your Housing Complex from which fees are collected by the Housing Society?
12. Can the Community Centre of your Housing Complex be utilized by people other than the residents of the Housing Complex?

13. Is there a primary health check-up facility in the Community Centre of your Housing Complex?
14. Does your Housing Complex get regular supply of water and electricity?
15. Are any housing units allotted to individuals who rent it to other individuals?
16. Is the size of all the housing units in your Housing Complex the same?
17. In your opinion, do you think the Nodal Agency i.e. the Urban Development & Poverty Alleviation Department fulfills its responsibility in managing the Housing Complexes?
18. For the last question, can you kindly explain the problems and inconveniences in your Housing Complex?

FOR RESEARCH PURPOSE ONLY

INTERVIEW SCHEDULE with Beneficiaries

1. Can you kindly tell me if you have knowledge on the number of families and total number of individuals currently living in your Housing Complex?
2. Do the Young Mizo Association and the Local Council have authority over the residents of your Housing Complex?
3. Moving on to financial matters, what is the amount of monthly contribution of each household?
4. Is the amount of monthly contribution of each household equal?
5. Is the amount of monthly contribution of each household of your Housing Complex equal to that of other Housing Complexes?
6. Is annual contribution collected?
7. Do you pay your bills for water supply and electricity?
8. Do you know how vehicle parking fee is collected in your Housing Complex?
9. Are there any shops within your Housing Complex from which fees are collected by the Housing Society?
10. Can the Community Centre of your Housing Complex be utilized by people other than the residents of the Housing Complex?
11. Is there a primary health check-up facility in the Community Centre of your Housing Complex?
12. Does your Housing Complex get regular supply of water and electricity?
13. Are any housing units allotted to individuals who rent it to other individuals?

14. Is the size of all the housing units in your Housing Complex the same?
15. In your opinion, do you think the Nodal Agency i.e. the Urban Development & Poverty Alleviation Department fulfills its responsibility in managing the Housing Complexes?
16. For the last question, can you kindly explain the problems and inconveniences in your Housing Complex?

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BIO-DATA OF THE CANDIDATE

NAME : F. LALRUATPUIA
FATHER'S NAME : F. HRANGLAWMA
SEX : MALE
CATEGORY : SCHEDULED TRIBE
PERMANENT ADDRESS : BAWNGKAWN, AIZAWL, MIZORAM,
PIN CODE: 796014
MOBILE NUMBER : 8794581235
EMAIL : ruatpuia96bk@gmail.com
EXAMINATIONS PASSED :

Sl. No.	Name of Examination	Name of Board/University	Year of passing	Division
1	HSLC	MBSE	2010	I
2	HSSLC	MBSE	2014	Distinction
3	B.A.(Public Admin.)	MZU	2017	I
4	M.A.(Public Admin.)	MZU	2019	I
5	NET- December, 2018	UGC	2019	N/A
6	NET- June, 2019	UGC	2019	N/A

PARTICULARS OF THE CANDIDATE

NAME OF CANDIDATE	:	F. Lalruatpuia
DEGREE	:	Master of Philosophy
DEPARTMENT	:	Public Administration
TITLE OF DISSERTATION	:	Basic Services to the Urban Poor: A Study of Aizawl District
DATE OF ADMISSION	:	29.07.2019
COMMENCEMENT OF SECOND SEMESTER/ DISSERTATION	:	01.02.2020
APPROVAL OF RESEARCH PROPOSAL	:	
1. DRC	:	
2. BOS	:	29.05.2020
3. SCHOOL BOARD	:	12.06.2020
MZU REGISTRATION NO.	:	4321 of 2014
M.PHIL REGISTRATION NO. AND DATE	:	MZU/M.Phil./597 of 12.06.2020
DATE OF SUBMISSION	:	
EXTENSION (IF ANY)	:	NIL

Head
Department of Public Administration
Mizoram University

**BASIC SERVICES TO THE URBAN POOR:
A STUDY OF AIZAWL DISTRICT**

**A DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT
OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF PHILOSOPHY**

F. LALRUATPUIA

MZU REGN. NO.: 4321 OF 2014

M.PHIL. REGN. NO.: MZU/M.PHIL./597 OF 12.06.2020



**DEPARTMENT OF PUBLIC ADMINISTRATION
SCHOOL OF SOCIAL SCIENCES**

JULY, 2021

**BASIC SERVICES TO THE URBAN POOR:
A STUDY OF AIZAWL DISTRICT**

BY

F. LALRUATPUIA

Department of Public Administration

Supervisor

Dr. LALTANPUII RALTE

**Submitted in partial fulfillment of the requirement
of the Degree of Master of Philosophy in Public Administration
Mizoram University, Aizawl.**

ABSTRACT

The study is on the implementation of Basic Services to the Urban Poor (BSUP) Scheme in the Aizawl District of Mizoram. The scheme was one of the two sub-schemes under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM). The research focused on the process of implementation of the BSUP Scheme and studied the role of the Nodal Agency for implementation of the Scheme i.e. the Urban Development & Poverty Alleviation Department (UD & PA), Government of Mizoram. It also attempted to identify the problems and challenges faced by the beneficiaries of the Scheme in Aizawl. Based on these problems and challenges, suggestions were made for the betterment of the beneficiaries as well as for future reference.

Some of the books and articles reviewed for this study are:-

S.S. Dhaliwal (2004), in his book titled "*Urban Infrastructure Development in Small and Medium Towns*" interprets in eight chapters, urban development, urban management, role of urban local government, a review of the 74th Constitutional Amendment Act, etc. His study of urban local governments and existing urban infrastructures in small and medium towns of India is in-depth and quite exceptional among the literatures concerning urban development. He gives a detailed analysis of the impact of the 74th Constitutional Amendment Act on urban development and asserts the need to develop municipalities in several urban areas of India.

Jacob Z. Thudipara (2008), in his book titled "*Urban Community Development (Second Edition)*" focuses on the significance of the community for the development of urban areas. He stresses the necessity of the participation of the community in the process of the development of their own community and prioritizes human resource development. His three chapters on *Participatory Approach to Urban Development*, *Privatisation of Municipal Services* and *Community-Based Organisations and Sustainability* which are based on case studies of Indore city are in-depth and very resourceful. As far as urban development in Indore is concerned, the writer offers very instrumental case studies.

Sundar Burra, Diana Mitlin, Gayatri Menon (2018), in their article titled *Understanding the Contribution of the BSUP (JNNURM) to Inclusive Cities in India*, interpret the findings of their research of the outcomes of the BSUP in five Indian

cities (Bhopal, Bhubaneswar, Patna, Pune and Visakhapatnam) in an in-depth manner. According to the writers, these cities were selected because of their diversity and as such they presented a diversified range of socio-economic pattern and economic development and also differed in the extent and nature of involvement of civil society in the BSUP programming. The findings of their research analysed the outcomes of the BSUP interventions and addressed the significance of capacities of State, vision and commitments for urban development. In summary, the experiences and outcomes of the BSUP provide proof of the significance of commitment, vision and capacity. While these are partly determined by the levels of institutional and economic development, they are also influenced by the willingness of the government to cooperate with civil society agencies.

Karthik Madhavan (2013), in his article titled *Corporation struggles to meet target under BSUP scheme* writes about the struggles of the Coimbatore City Municipal Corporation in the implementation of the BSUP scheme. The writer's analysis of Phase-I and Phase-II of the corporation's process of implementation of the scheme explains the struggle of the corporation in implementing the scheme. The writer also points out that the corporation fails in selecting the right beneficiaries. The writer's interpretation of the impossibility to achieve the targets of the scheme with the amount of funds allocated to the beneficiaries is very reasonable.

Statement of the Problem: While the implementation of the BSUP scheme in Mizoram did receive appreciations, it has also been subjected to criticisms especially in the selection of beneficiaries in the initial stage of running of the Housing Complexes constructed under the scheme. It has been criticized that many of the beneficiaries are not economically underprivileged.

Due to the damage done to a part of the housing complex of Durtlang by a landslide, the stakeholders of the construction had been severely rebuked because earthquake-safety measures were taken in the construction process. In addition to this, it has also been asserted that the maintenance of the Housing Complexes has been inadequate.

Scope of the Study: The study encompasses the process of implementation of the BSUP Scheme in Aizawl. It attempts to uncover the ground reality of the condition of the Housing Complexes constructed under the scheme. It includes a

study of the living condition of the residents of the Housing Complexes. It also comprehends the planning process of the scheme in Aizawl.

The objectives of the study are:

1. To study how the BSUP scheme is implemented in Aizawl.
2. To study the role of the Nodal Agency in the implementation of the BSUP Scheme in Aizawl .
3. To find out the problems faced by the beneficiaries of the BSUP Scheme in Aizawl and to suggest remedial measures.

The research questions for this study are as follows:

1. How is the BSUP Scheme implemented in Aizawl?
2. What is the role of the Nodal Agency in the implementation of the BSUP Scheme in Aizawl?
3. What are the problems faced by the beneficiaries of the BSUP Scheme in Aizawl and what remedial measures can be suggested?

Methodology: The research is both descriptive and analytical in nature by utilizing primary and secondary datas as follows:

Primary data was collected from the Directorate of Urban Development and Poverty Alleviation (UD & PA) Department, Mizoram, Aizawl as well as from the residents of the BSUP Housing Complexes of Aizawl, local authorities such as the Local Council/ Young Mizo Association Branch of their respective localities through personal interviews. Office Bearers of the Housing Society of each of the Housing Complexes were also interviewed. Observations of the Housing Complexes were also done to collect information. Random sampling was taken from the beneficiaries of the Scheme.

Secondary data was collected from the Directorate of UD & PA, Mizoram, Aizawl through their reports and official documents. Journals, books, internet, local newspapers of Mizoram, etc., were also utilized.

The first chapter gives an introduction to the JNNURM, as the BSUP Scheme is under the JNNURM. It describes the guidelines and theoretical aspects of the JNNURM. It provides a brief scenario of the problem of urbanisation in India and Mizoram.

The second chapter interprets the process of implementation of the BSUP Scheme in Aizawl. It provides documentary proofs of the nature of implementation of the Scheme. It comprehends the study of Housing Complexes constructed under the Scheme at four localities in Aizawl, namely Durtlang, Rangvamaual, Lawipu and Edenthar.

The third chapter describes the roles of the Nodal Agency for implementation of the BSUP Scheme in Aizawl, i.e. UD & PA Department. These roles are those written in government documents as well those identified through field visits of Housing Complexes.

The fourth chapter focuses on the problems and challenges faced by the beneficiaries of the BSUP Scheme in Aizawl. These problems and challenges were identified through field visits and interactions with the beneficiaries of the Scheme.

The fifth and final chapter interprets observations and suggestions in connection with the implementation of the BSUP Scheme in Aizawl. The following measures are suggested:

1. While it has been observed that implementation of the BSUP Scheme by a Government Department and not by the AMC is more desirable, it may be proposed that the AMC should take part in ameliorating the condition of the Housing Complexes as such undertaking is relevant for inclusion among the subjects handled by a municipal body. Moreover, it may be proposed so because such undertaking may be implemented by the municipal body in the future.

2. As it has been observed that the remote location of most of the Housing Complexes constructed under the Scheme is one of the reasons why the housing units of the Complexes have not been fully occupied, if and when projects for rehabilitation are planned for other Districts of Mizoram, knowing the consequence of the location would go a long way in the success of the projects. Therefore, it is suggested that remote locations should be avoided for constructing rehabilitation facilities.

3. Proper garbage disposal system, a necessity for a hygienic environment, has to be provided for the beneficiaries in order to ensure cleanliness of the communities

and their surroundings. Similarly, as several families reside at each of the Housing Complexes, public toilets should be provided.

4. If streetlights are provided, as mentioned in the previous chapter, it will be highly convenient for commutation of the residents as well as the nearby communities and visitors. In this regard, authorities in the government may be impelled by the beneficiaries.

5. If the proposal for provision of a primary health check-up facility manned by a doctor and other assistants at each of the Housing Complexes is realized, it would positively impact the residents and create employment opportunities for the large number unemployed medical graduates and other persons educated in related fields. Therefore, it is suggested that provision for such an essential need should be fulfilled as soon as possible.

6. If sports infrastructures are provided at each of the Housing Complexes, it can be effectively utilized by the residents especially by the large number of children and youth. Moreover, it would be used by outsiders and hence, the location of the Housing Complexes would become popular as recreational destinations. From these activities, the Housing Societies can in turn, generate revenue. Therefore, it is suggested that sports infrastructures be provided.

7. Fire-safety mechanisms should be kept in place to ensure the safety of the large number of families at the Housing Complexes. Moreover, as the locations of the Housing Complexes are rather remote, fire-safety mechanisms are necessary.

The chapter also includes limitations of the research due to the COVID-19 pandemic and other factors.

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