

# HUMAN RIGHTS ASSESSMENT OF HOUSING SCHEMES IN INDORE



**SUGGESTED CITATION**

Youth for Unity and Voluntary Action. (2019).  
Human Rights Assessment of Housing Schemes in Indore.  
City Say. Mumbai: India

**PUBLISHED BY:**

Youth for Unity and Voluntary Action (YUVA)  
YUVA Centre, Sector 7, Plot 23, Kharghar  
Navi Mumbai – 410210 (India)

# HUMAN RIGHTS ASSESSMENT OF HOUSING SCHEMES IN INDORE

---



Youth for Unity and Voluntary Action (YUVA) is a non-profit development organisation committed to enabling vulnerable groups to access their rights and address human rights violations. YUVA supports the formation of people's collectives that engage in the discourse on development, thereby ensuring self-determined and sustained collective action in communities. This work is complemented with advocacy and policy recommendations on issues.

**CONTRIBUTORS:**

Ankit Jha, Anand Lakhan, Shaguna Kanwar, Marina Joseph,  
Doel Jaikishen, Anjali Anand, Mukhesh Pawar

**RESEARCH SUPPORT:**

Govind Ajnare, Jagdish Rawat, Parmjit Rawat, Sukhlal Saste,  
Sujit Tomar, Tejaswin Sharma, Amit Dubey

W: [www.yuvaindia.org](http://www.yuvaindia.org)

E: [info@yuvaindia.org](mailto:info@yuvaindia.org)



@officialyuva



@officialyuva



yuvaindia84



@yuvaonline

**PUBLISHED BY:**

Youth for Unity and Voluntary Action (YUVA)  
YUVA Centre, Sector 7, Plot 23, Kharghar, Navi Mumbai – 410210 (India)  
November 2018

**DESIGNED BY:**

Tabish Shakil

# TABLE OF CONTENTS

---

<i>Abbreviations</i>	<i>ii</i>
<i>List of Pictures</i>	<i>iii</i>
<i>List of Figures</i>	<i>iii</i>
<i>List of Tables</i>	<i>iv</i>
<i>List of Operational Definitions</i>	<i>v</i>
<i>Foreword</i>	<i>vi</i>
<i>Executive Summary</i>	<i>vii</i>
<b>1. INTRODUCTION</b>	<b>1</b>
<b>2. HOUSING PROGRAMMES IN INDORE</b>	<b>4</b>
<b>3. STUDY OBJECTIVES AND METHODOLOGY</b>	<b>7</b>
<b>4. THE HUMAN RIGHTS ASSESSMENT FRAMEWORK</b>	<b>10</b>
<b>5. MAJOR FINDINGS</b>	<b>12</b>
<b>6. HUMAN RIGHTS ASSESSMENT OF HOUSING SCHEMES IN INDORE</b>	<b>17</b>
<b>7. CONCLUSION AND RECOMMENDATIONS</b>	<b>36</b>
<i>References</i>	<i>40</i>
<i>Annexures</i>	<i>42</i>

# ABBREVIATIONS

---

<b>AHP</b>	Affordable Housing in Partnership	<b>LIG</b>	Low Income Group
<b>BLC</b>	Beneficiary-Led Construction	<b>LPG</b>	Liquefied Petroleum Gas
<b>BPL</b>	Below Poverty Line	<b>NSDP</b>	National Slum Development Programme
<b>BSUP</b>	Basic Services for Urban Poor	<b>NSSO</b>	National Sample Survey Organisation
<b>CESCR</b>	Covenant on Economic Social and Cultural Rights	<b>OBC</b>	Other Backward Class
<b>CLSS</b>	Credit Linked Subsidy Scheme	<b>OHCHR</b>	Office of the High Commission on Human Rights
<b>EWS</b>	Economically Weaker Section	<b>PMAY</b>	Pradhan Mantri Awas Yojana
<b>HIG</b>	High Income Group	<b>RAY</b>	Rajiv Awas Yojana
<b>HLRN</b>	Housing and Land Rights Network	<b>SC</b>	Scheduled Caste
<b>IIM</b>	Indian Institute of Management	<b>ST</b>	Scheduled Tribe
<b>IIT</b>	Indian Institute of Technology	<b>UA</b>	Urban Agglomeration
<b>IMC</b>	Indore Municipal Corporation	<b>UDHR</b>	Universal Declaration of Human Rights
<b>IMP</b>	Indore Master Plan	<b>ULB</b>	Urban Local Body
<b>IMR</b>	Indore Metropolitan Region	<b>UN</b>	United Nations
<b>ISSR</b>	In-situ Slum Redevelopment	<b>UPA</b>	United Progressive Alliance
<b>JNNURM</b>	Jawaharlal Nehru National Urban Renewal Mission	<b>VAMBAY</b>	Valmiki Ambedkar Awas Yojana

## LIST OF PICTURES

<b>Pic</b>	<b>Details</b>	<b>Page</b>
<b>2.1</b>	House constructed under Aranya Housing Scheme	4
<b>2.2</b>	Budh Nagar developed by IMC under VAMBAY	5
<b>2.3</b>	A house at Bhuri Tekri rehabilitation site under BSUP	5
<b>6.1</b>	Budh Nagar, an in-situ rehabilitation site under VAMBAY	17
<b>6.2</b>	Eviction at Budh Nagar for rehabilitation at Ahir Khedi	21
<b>6.3</b>	Bhuri Tekri, a resettlement site under BSUP	22
<b>6.4</b>	Nannoid, a resettlement site under BSUP	23
<b>6.5</b>	Deteriorating building structure at Bada Bangarda, a rehabilitation site under BSUP	24
<b>6.6</b>	PMAY resettlement site in Bhuri Tekri under construction	28
<b>6.7</b>	Niranjanpur Nai Basti, a proposed site for in-situ rehabilitation under PMAY	29
<b>6.8</b>	Naya Basera Basti, a proposed site for in-situ rehabilitation under PMAY	31
<b>6.9</b>	Transit site built in Bhuri Tekri under PMAY	32

## LIST OF FIGURES

<b>Fig.</b>	<b>Details</b>	<b>Page</b>
<b>1.1</b>	Indore slum demography	3
<b>5.1</b>	Notice before evictions, mode of circulation and language	12
<b>5.2</b>	Reasons for eviction cited	13
<b>5.3</b>	Nature of resettlement: forced or voluntary	13
<b>5.4</b>	Access to drinking water	15
<b>5.5</b>	Access to electricity connection	15
<b>5.6</b>	Nearest public transport	15
<b>5.7</b>	Nearest anganwadi	15
<b>5.8</b>	Access to toilets	15
<b>5.9</b>	Gender-based violence during evictions	16

## LIST OF TABLES

---

Table	Details	Page
<b>3.1</b>	Sampling plan for sample survey	8
<b>3.2</b>	Research methodology	9
<b>5.1</b>	Impact on access post resettlement	14
<b>5.2</b>	Expenditure on travel to workplace	14
<b>6.1</b>	Rehabilitation plan under PMAY phase I in Indore	28



# LIST OF OPERATIONAL DEFINITIONS

---

1. **Adequate Housing:** The human right to adequate housing is more than just four walls and a roof. It is the right of every woman, man, youth and child to gain and sustain a safe and secure home and community in which to live in peace and dignity (UN OHCHR, 2012).
2. **Homemaker:** Homemaker is a term used for the category of respondents who are engaged in non-income generating household activities.
3. **Human Rights:** Human rights are rights inherent to all human beings, regardless of race, sex, nationality, ethnicity, language, religion, or any other status. Human rights include the right to life and liberty, freedom from slavery and torture, freedom of opinion and expression, the right to work and education, among others. Everyone is entitled to these rights, without discrimination (United Nations, n.d.)
4. **Interview:** An interview is a method of data collection in the form of a verbal interchange, often face-to-face, in which an interviewer tries to elicit information, beliefs or opinions from another person (Burns, 1997).
5. **Interview Schedule:** An interview schedule is a written list of questions, open-ended or closed, prepared for use by an interviewer in a person-to-person interaction to collect data during an interview (Kumar, 2011).
6. **Low Income Housing Settlement:** This term has been used as an alternative to 'slums', defined as closely congested areas which lack basic social amenities and infrastructure.
7. **Observation:** Observation is a method of gathering primary information about a social interaction or a phenomenon, mostly in qualitative studies. It is a purposeful, systematic and selective way of watching and listening to an interaction as it takes place. This is usually done by developing a close interaction with members of a community or respondents living in the situation which is being studied (Kumar, 2011).
8. **Covert Observation:** A type of observation where respondents are not informed about them being observed.
9. **Overt Observation:** A pattern of observation where respondents are informed about the observation.
10. **Questionnaire:** A questionnaire is a series of questions used in a sample survey to gather information from respondents (Kumar, 2011).
11. **Sample Survey:** A method of data collection in which a representative group has been selected through probability and non-probability sampling methods from the universe to gather information through a questionnaire (Kumar, 2011).
12. **Sampling:** Sampling is a process in research in which a predetermined number of observations are taken from a larger population.

# FOREWORD

---

Human rights continue to be violated in the name of development.

Globally, as nations pursue agendas of exclusionary urban development, inequality and injustice is on the rise. In India too, the case is no different. With the rise of neoliberalism, wealth accumulation in the hands of a few, skewed power dynamics, and the state pushing back on its welfare role, the marginalised are being invisibilised further and the space for people's resistance and democratic action is constantly under threat.

The case of obscene inequality is well illustrated if we just look at the lack of adequate homes for people nation-wide. Despite attempts made by the government over the years to address India's acute housing shortage, the existing scenario begs a serious reconsideration of how the housing question has been treated so far. If we are to ensure 'housing for all', and uphold people's right to live with dignity and justice, what is the path we need to tread on?

This is one of many questions this report seeks to address. It presents urban housing schemes in Indore over the past few decades, evaluating it from a human rights approach. By connecting state-implemented schemes with people's right to adequate housing and assessing it within the larger human rights framework, the report takes a holistic view of development trajectories pursued so far, and forces us to re-examine how future housing needs of the city need to be re-planned to be more just, inclusive and sustainable.

The report is powerful as it presents voices from the ground, directly impacted by these urban housing schemes. The discussions are timely and relevant and force us to engage on the housing and human rights debate further, linking it strongly to the ideologies driving urban development today.

I encourage people to take ahead this research and drive evidence-based advocacy efforts, so that we can draw closer to real impact.

Amitabh Behar  
New Delhi, January 2019

# EXECUTIVE SUMMARY

## INTRODUCTION

Over the past few years, Indore's population has rapidly grown owing to fast-paced development in the realm of education, employment and other utility services in the city. These development activities are constantly reshaping the city's boundary, bringing more and more people into the urban sphere. In search of cheap and affordable housing, the marginalised have developed housing on uninhabitable lands. As of 2011, there are around 600 low-income housing settlements in the Indore Metropolitan Region (IMR) with a population of around 8,18,000 which is approximately 39 per cent of the IMR population (Directorate, Madhya Pradesh, n.d.).

In the post-liberalisation era, the government took up the role of facilitating housing construction and rehabilitating the poor through massive housing projects in Indore. These were implemented through centrally-sponsored schemes such as Valmiki Ambedkar Awas Yojana (VAMBAY) in 2001, followed by Basic Services for Urban Poor (BSUP) under Jawaharlal Nehru National Urban Renewal Mission (JNNURM) in 2005, the Rajiv Awas Yojana (RAY) in 2013 and the currently operational Pradhan Mantri Awas Yojana–Urban (PMAY–Urban).

Youth for Unity and Voluntary Action (YUVA) developed a framework based on different national and international human rights standards to assess the housing schemes implemented in Indore since 2001. The study uses primary and secondary research to analyse the status of human rights (against the framework of protect, realise, respect and provide) in terms of the loss occurred in both qualitative as well as quantitative terms, particularly under three housing schemes (VAMBAY, BSUP and PMAY). Eight sites were chosen under these housing schemes for the study. These include one site under VAMBAY (Budh Nagar), four under BSUP (Ahir Khedi, Bhuri Tekri, Bada Bangarda, Nannoid) and three under PMAY (Niranjanpur, Bhuri Tekri [Transit Camp], and Naya Basera). A total of 204 people were surveyed and interviewed for this purpose.

The guidelines of these schemes reflect the ideology under which they were conceptualised and the political economy of those times. An analysis of the various schemes reveals each government's vision of and perspective on housing implementation.

## MAJOR FINDINGS OF THE STUDY

The study reveals the following major findings:

### **NON-ADHERENCE TO UNITED NATIONS (UN) GUIDELINES AND THE SCHEMES' GUIDELINES DURING EVICTION AND RESETTLEMENT**

Authorities are mandated to provide notices to all potentially affected persons before project-based evictions. Additionally, all relevant information, including land records and proposed resettlement plans, must be provided for public review for a given time period. Public hearings on the proposed plans and alternatives need to be held thereafter to facilitate the provision of legal, technical and other advice for the affected people. All these procedural norms were found lacking in the implementation of these schemes.

In majority cases, notices were not served to individual houses.

Overall, 56 per cent respondents said that they were not served any kind of notice before evictions. 83 per cent respondents surveyed across all the housing schemes claimed they were 'forcefully evicted' and no household was paid any compensation for the losses incurred due to demolition of houses and subsequent rehabilitation. It is evident from the findings that the process of rehabilitation was flawed and unjust.

## EXISTING LEGAL SAFEGUARDS OF THE POOR VIOLATED

Majority settlements that have been resettled at various relocation sites under housing schemes have been resettled before under earlier schemes. Most households have also had the *patta* rights (land titles) or resided on the 15 per cent land reserved for the economically weaker section (EWS). Despite these legal safeguards, the scheme guidelines did not consider the existence and identity of people.

## SUBSTANDARD CONSTRUCTION, DESIGN AND QUALITY OF RESETTLEMENT HOUSES

The construction and design of the houses did not adhere to the prescribed guidelines and disregarded basic, practical needs of the occupants. It was found that the houses provided were smaller in carpet area compared to the size mentioned in the guidelines. For example, under the VAMBAY scheme the houses constructed were less than 120 sq. ft. (165 sq. ft. mandated in the guidelines) and failed to accommodate all the family members, resulting in the separation of the family unit. This trend was also perceived in the houses constructed under BSUP. Cases were also reported where the elderly and disabled were provided houses on the second or third floor of the building, which raises questions on the ease of accessibility and the general apathy towards the concerned people. In some cases, few families were not allotted houses due to their inability to produce certain documents and, in still others, it was found that the buildings were rapidly deteriorating.

## LACK OF BASIC FACILITIES AT THE RESETTLEMENT SITES

Basic amenities like education, health, clean drinking water, hygiene, public transport, electricity, and other public conveniences were also found lacking at the rehabilitation sites. The following are some instances of lack of access:

### HEALTH

Due to the distance of the public hospital from the resettlement colony, majority respondents preferred to go to a private clinic instead, thereby drastically increasing expenditure on healthcare. Respondents highlighted that health was a significant concern given that skin diseases and chikungunya are rampant in

the colony due to waterlogging and unhygienic water supply.

### WATER

A salient feature of the BSUP scheme was the provision of clean water, but all the respondents mentioned lack of access to tap water at home. 65 per cent respondents said that they fetch water from water tankers. Individual water connections were not even a part of the VAMBAY scheme. Over the years, the situation seems to have improved as 4–5 households now share a common tap.

### LACK OF ENTITLEMENTS AND ACCESS

The 57 per cent who possessed a ration card had to travel an average of six km to reach the registered centre for procuring ration. Similarly, 77 per cent respondents who had a bank account had to travel an average of five km to access any banking services. The lack of public transport was also reported by the respondents.

## ADVERSE IMPACT ON LIVELIHOOD AND FALL IN MONTHLY INCOME

Due to relocation, distances to workplaces and educational institutions increased manifold, multiplying costs and time spent in commutes. Before resettlement, only 24 per cent respondents had to travel more than five km to their workplace. This dramatically rose to 67 per cent post resettlement.

The most severe consequence of the resettlement process was the sharp decline in the monthly incomes of the residents. Before evictions, one-fourth respondents were earning less than INR 5,000 and 72 per cent were earning more than INR 5,000. Post evictions, however, 50 per cent reported earning less than INR 5,000 and a meagre 45 per cent were able to continue earning more than INR 5,000.

The average unemployment period, post-resettlement, was nearly eight months and it was found that most of the women could not restart their occupation owing to various factors such as, distance of the workplace from place of residence, lack of economic mobility, no opportunity for the same kind of work at the new place, change in lifestyle, change in social environment and difficulties in taking care of the family at the new residence.

## PMAY IMPLEMENTATION CONTRADICTS THE SCHEME GUIDELINES

It was observed during the data collection process that the implementation of PMAY is contrary to the scheme guidelines. The guidelines define slums as, 'a compact area of 300 population and 60–70 houses of poorly built congested tenements in unhygienic environment usually with inadequate infrastructure and lacking in proper sanitary and drinking water facility'. However, Bhuri Tekri settlement neither has congested tenements nor lacks any inadequate infrastructure. Similarly, other settlements like Niranjapur or Naya Basera bear the same testimony. These settlements do not lack basic facilities and have *patta* rights of the land but are still being considered for resettlement under the scheme.

## REPETITION OF POOR IMPLEMENTATION PROCEDURES

All schemes surveyed lacked an understanding of local needs and community participation. For example, people allotted houses under VAMBAY (implemented in 2003) are still waiting to get freehold ownership of their houses and those under BSUP were forcefully evicted, followed by relocation to peripheries that led to a severe fall in their incomes. These experiences of erstwhile housing projects should have been considered as learnings towards providing adequate housing before preparing the first phase of the next housing schemes, such as the PMAY.

## CONCLUSION

---

The findings categorically demonstrate that these three instances of redevelopment and resettlement (under VAMBAY, BSUP and PMAY) have followed or have been following almost the same pattern of exclusionary processes that violate national and international guidelines of resettlement and rehabilitation.

While it is undeniable that Indore cannot holistically represent the case of each growing urban centre of the country, the analysis and findings of this report indicate larger trends in implementation of urban housing schemes in such cities.

The findings reveal that while government housing schemes intend to address the housing crisis by rehabilitating a large population to new locations, they fall short in meeting basic standards necessary for habitation. The only way to alter a trajectory that denies existence and further oppresses a population already living in the margins is to upgrade current housing rather than create new and inadequate dwelling units to resettle people living in slums.



## CHAPTER 1 INTRODUCTION

### 1.1 RAPID URBANISATION OF INDIAN TOWNS

India's urban landscape is changing rapidly. With poor rural livelihood prospects, people are migrating to urban areas in larger numbers, leading to a rapid rise in urban population. According to the 2011 census, the rural–urban population distribution stands at 68.84 per cent and 31.16 per cent, respectively, which was 72.19 per cent and 27.81 per cent, respectively, in 2001. An increase of almost four per cent of the population in urban areas indicates the way urban spaces have expanded and been occupied (Government of India, 2011).

Of the 377 million urban population, Class I urban agglomerations (UAs) and towns (with population more than 1,00,000) are the most populous with 26.4 crore inhabitants, which is approximately 70 per cent of the total urban population in India. UAs/towns increased from 394 in 2001 to 468 in 2011 (Indore Municipal Corporation [IMC], 2013). This rise in population can be attributed to rural distress, lack of opportunities in rural areas and increasing work opportunities in the cities. Similarly, due to rapid industrialisation, growth in education facilities, better medical services and other developmental activities centred around the city, there has been a significant increase in the population of million plus cities (IMC, 2013).

In the post-independence era, bigger cities like Delhi, Mumbai and Kolkata attracted a large number of migrants. For a significant part of the following

decades, major growth practices in the commercial realm were adopted in these cities only (Morris, 2017). Cities like Indore, Patna, Pune or Jaipur were neither big industrial zones nor places of political importance. It was only after the New Industrial Policy of 1991 that the notion of development shifted to regional hubs across the country and several cities like Chandigarh, Ahmedabad, Bengaluru, Hyderabad, Pune and Indore were seen as prospective metro cities (Mohan and Dasgupta, 2004). These cities gained prominence largely due to tradable goods and services being viewed as determinants of growth. Additionally, four major industrial corridors were created in Madhya Pradesh around the same time alongside Indore, Bhopal, Jabalpur and Rewa. With the advent of local infrastructural development these industrial corridors, which existed on a smaller scale earlier, opened the gates for investment as well as migration. The population growth during this period in Indore was 35 per cent (1991–2001) while the population growth in Madhya Pradesh was 23 per cent (IMC, 2013).

Indore witnessed rapid industrial development due to its significant geographic location. While cities like Chandigarh, Ahmedabad, Bengaluru, and Pune are geographically close to one or the other metro cities, Indore shares proximity to both Delhi and Mumbai. The city has a significant contribution in the upcoming Delhi–Mumbai Industrial Corridor as four nodes in the corridor are close to Indore (Urban Research Lab, 2018).

### 1.2 HOUSING THE POOR

With increasing population, housing demands in the city grew. Low-income groups began living in informal settlements due to their inability to afford current housing options available. This takes us to the decade old relevant analysis, 'Power Elite Planning for People's

Welfare' by B. V. Krishnamurti where he substantiates his idea of housing expenditure with National Sample Survey Organisation (NSSO) data on urban poor in the 1960s (Murti, 1967). According to the NSSO data analysis, in the 1960s 70 per cent of the earnings of

85.6 per cent urban residents was spent on food and they required an additional 70 per cent to pay for housing needs like rent and maintenance of the house. This data brought the expenditure to a rough estimate of 140 per cent of monthly household earnings of the urban poor (Bose, 1967). The extra 40 per cent needed to be sourced somehow and people opted to look for cheaper settlement options in the meantime.

It has been estimated that as of 2012, 1.49 crore households living in congested spaces require new houses (Kundu, 2014). There was a shortage of 1.05

crore houses for the economically weaker section (EWS) out of the overall 1.87 crore housing shortage in India, as of 2012. To address the current housing crisis in the country, the present government aims to achieve the target of constructing 2 crore houses through its flagship programme, Pradhan Mantri Awas Yojana–Urban (PMAY–Urban) by 2022. Similar efforts were undertaken by previous governments through housing schemes for the urban poor like Valmiki Ambedkar Awas Yojana (VAMBAY), Basic Services for Urban Poor (BSUP), and Rajiv Awas Yojana (RAY).

### 1.3 THE HUMAN RIGHT TO HOUSING

---

A human rights based approach has been widely recognised as a crucial lens that enables the examining of schemes and policies in the light of the impact they could potentially have on lives of the people they seek to benefit. Human rights have been seen more as a universal tool placing issues into a rights-based perspective. According to the Office of the High Commission on Human Rights (OHCHR), human rights are rights inherent to all human beings, irrespective of nationality, place of residence, sex, national or ethnic origin, colour, religion, language, or any other status. This definition seeks to establish equality as the basis of rights (UN OHCHR, 2014). There are additional dimensions to rights, however, including equity and a sense of justice. According to the Protection of Human Rights Act 1993, human rights are defined as the rights relating to life, liberty, equality and dignity of the individual guaranteed by the Constitution or embodied in the International

Covenants and enforceable by courts in India (Sripati, 2000). This definition includes not only equality but also dignity and liberty as the basis of justice.

Dignity denotes respect for a person's social role, their status and personal preferences. The notion of dignity upheld in the Protection of Human Rights Act is relevant to the context of housing rights and thus needs to be accorded without bias or judgement. Since housing is one of the three basic necessities for a human being (habitation is sought one way or another based on affordability) any judgement on what housing should 'look' like, must be made in consonance with the idea of rights. Notions of beauty, hygiene, cleanliness, habitability, and purity all bear masks of perception which have been created by affluent classes. Therefore, a human rights framework needs to be applied to allow the spectrum of expressions that do exist to surface and be given space.

### 1.4 AN OVERVIEW OF INDORE

---

Spread across an area of 390 sq. km, Indore has a registered population of over 21 lakh with a sex ratio of 921 females per 1,000 males. The city's literacy rate is 77 per cent, with 81 per cent male literacy and 73 per cent female literacy. The scheduled caste (SC) composition in the population is 14 per cent and that of scheduled tribes (ST) is 3 per cent, respectively (Government of India, 2011). As of 2011, the highest percentage of the workforce is engaged in industrial and daily wage labour (IMC, 2013). More than 64

per cent of the workforce is in the tertiary economic sector (IMC, 2013).

Indore is both the industrial and educational hub of central India and has witnessed a tremendous rise in population in the last decade, resulting in an increased demand for housing. Massive displacement due to the Sardar Sarovar and Indira Sagar Dam Projects, along with the farm crisis in adjacent districts of Alirajpur, Mandsaur, and Jhabua etc. have led to growing



migration into the city, thereby contributing to the cumulative population growth (IMC, 2013).

Indore is a million plus city. It was the first city where two premier educational institutes, the Indian Institute of Technology (IIT) and Indian Institute of Management (IIM) were established and continues to be the only city in recent times to have both institutions in the same region. The flourishing educational services and booming industries, thereby, began to generate social and economic opportunities that led to migration across all demographic and social categories in the city.

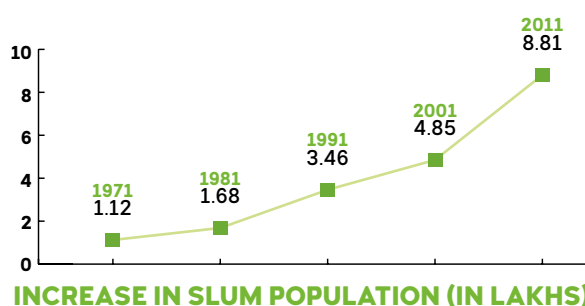
One of the biggest challenges of this upsurge in population was the provision of basic services as municipal boundaries continued to expand to accommodate urban villages. While several villages became part of the municipal corporation in Indore, their centre for basic services remained in the villages. Moreover, with Indore being an old city many of the earlier housing structures are in a dilapidated condition and are being declared obsolete, exacerbating the housing crisis in the city and especially impacting the poor.

In 1951, there were only 26 low-income housing settlements in Indore, while there are approximately 600 low-income housing settlements in the Indore Metropolitan Region (IMR) as of 2011 with a population of around 8.18 lakh, which is approximately 39 per cent of the IMR population (Directorate, Madhya Pradesh, n. d.). As per the data reported in the 'Poverty Mapping Report' (by IMC in association with UN-Habitat and Water Aid India), there are 1.76 lakh households in 599 slums and poor localities out of which 0.53 lakh households comprise below poverty line (BPL) families, which is around 29.93 per cent. A substantial increase in the low-income housing settlements' population took place between 1981–1991 with 51.45 per cent increase in the population, and a similar increase of about 30 per cent took place from 1991–2001 (IMP, 2021). About six lakh people lived in informal settlements before 2001, demonstrating how old the slum population of Indore actually is. In Indore, they are referred to as *malin basti* or *gandi basti* (filthy settlements).

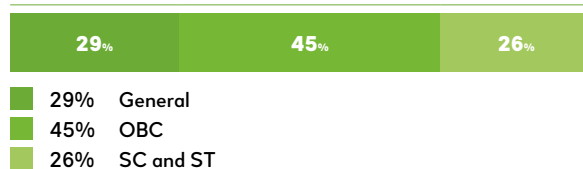
There have been measures taken from time to time for slum improvement and schemes have been designed to facilitate access to basic services in these settlements. However most approaches have focused on area-based development so far.

#### POPULATION GROWTH IN SLUMS FROM 2001–2011

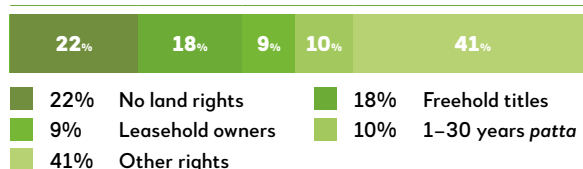
39%



#### CASTE-REPRESENTATION



#### LAND OWNERSHIP PATTERN



**Fig 1.1 | Indore Slum Demography**  
Source: IMC, 2013

## CHAPTER 2 HOUSING PROGRAMMES IN INDORE

### 2.1 INTRODUCTION

Indore has always been a centre for urban reform schemes. Housing, however, has always been a struggle given the vast population of migrants and ever-increasing influx of industrial workers in the city. Indore has a history of low-cost housing and developmental schemes being implemented in the city, including the Aranya Housing Scheme and the acclaimed Overseas Development Authority project. More recent projects include Valmiki Ambedkar Awas Yojana (VAMBAY), Basic Services for Urban Poor (BSUP), Rajiv Awas Yojana (RAY) and Pradhan Mantri Awas Yojana (PMAY).

With the implementation of these housing schemes in the last two decades, there have been major population shifts from the centre of the city to its fringes. Over 10 settlements were shifted to relocation sites as a part of slum rehabilitation and housing schemes, including many settlements located

on 15 per cent land reserved for the economically weaker section (EWS) in private colonies, where the communities had mostly developed on open lands. This shift of habitat from one place to another adversely impacted people's lifestyle, livelihood, education, social capital and, most importantly, violated the human rights of the affected population. This study attempts to analyse the implementation of these housing schemes and their impact on the lives of different sections of people (men, women, children, elderly, and the disabled) within a human rights framework. Let's take a look at some of these prominent housing schemes.

### 2.2 AN OVERVIEW OF HOUSING SCHEMES

#### 2.2.1 ARANYA LOW COST HOUSING SCHEME

Planned by B. V. Doshi for a population of around 60,000 in 6,500 dwelling units spread across 85 hectares, ranging in size from 35m<sup>2</sup> for EWS to 475m<sup>2</sup> for high income groups (HIGs), the scheme was completed in 1989 at 'Aranya', about 6 km from Indore (Doshi and Himanshu, 1988). It was a slum development project designed to develop into a township with the fundamental values of a balanced community and a representation of various socio-economic groups. This project eventually went on to win the Aga Khan Award for Architecture in 1996 (Ekram, 2013). It was planned keeping livelihood, community character and local resources in consideration. About 65 per cent plots were distributed for EWS and low income group (LIG) housing (Davidson and Serageldin, 1995).



**Pic 2.1 | House constructed under Aranya Housing Scheme**

### 2.2.2 NATIONAL SLUM DEVELOPMENT PROGRAMME (NSDP)

This was a centrally sponsored scheme launched in 1996 to provide adequate water supply, sanitation, affordable housing and environmental improvements. It was implemented as a part of infrastructure

development in the urban slums. Under this programme, States were expected to work out their specific scheme for housing construction or upgradation in slums.

### 2.2.3 VALMIKI AMBEDKAR AWAS YOJANA (VAMBAY)

With an aim to upgrade the living conditions of urban slum dwellers living below the poverty line, VAMBAY was announced by the Prime Minister of India on 15 August 2001. The scheme was one of the earliest initiatives by the government to address urban housing needs in the context of affordability and healthy living conditions by providing in-situ rehabilitation. A significant feature of the scheme was that the allotment of houses was done in the name of the woman of the house or jointly in the name of the husband and wife. The funding was based on 50:50 sharing by central and state governments. The State Urban Development Agency was formed to implement and monitor the scheme. The scheme also worked in synergy with other schemes like 'Nirmal Bharat Abhiyan', which aimed at constructing household toilets. The VAMBAY scheme did not have any provision of land monetisation. The entire land occupied by the informal settlement had to be used for its redevelopment only. In case in-situ upgradation

was not possible on the existing land, no demolition could take place. As per the scheme guidelines, the question of choosing land as a resource for slum redevelopment rested with the urban local body (ULB) and the consent of settlement dwellers in designing as well as construction of houses was made pivotal.



**Pic 2.2 | Budh Nagar developed by IMC under VAMBAY**

### 2.2.4 BASIC SERVICES FOR THE URBAN POOR (BSUP)

The Jawaharlal Nehru National Urban Renewal Mission (JNNURM) was launched in 2005 with two sub-missions including Basic Services for Urban Poor (BSUP) and Urban Infrastructure and Governance. The BSUP mission aimed to provide basic services like shelter, and civic amenities to the urban poor living in informal settlements, to enable holistic development. BSUP had two important components, Urban Infrastructure Development Scheme for Small and Medium Towns, and the Integrated Housing and Slum Development Programme.

In the context of housing, the latter component was one of the crucial urban reform programmes which claimed to provide housing along with tenure security at affordable prices. Much like the National Habitat and Housing Policy 2007, it also aimed to provide seven entitlements—security of tenure, affordable

housing, water, education, sanitation, health and social security—in low-income settlements. Indore was one of the 65 cities selected under the scheme in the second category (with population between 10–40 lakh).



**Pic 2.3 | A house at Bhuri Tekri rehabilitation site under BSUP**

### 2.2.5 RAJIV AWAS YOJANA (RAY)

This Scheme, launched in 2011, aimed to build a 'slum-free' India with equitable and inclusive cities where every citizen can access basic civic infrastructure and social amenities. As part of RAY, the government also launched affordable housing in partnership (AHP) in 2013 (MOHUA, 2017). Indore Municipal Corporation

prepared the Slum Free City Plan (SFCP) for Indore Metropolitan Area in 2013 under RAY. While RAY was never implemented in Indore, PMAY guidelines direct the use of slum free city plans to inform planning and implementation.

### 2.2.6 PRADHAN MANTRI AWAS YOJANA (PMAY)

This Mission was launched on 25 June 2015 with an aim to provide housing to all eligible families by 2022, eliminating the housing shortage in the country which stood at almost 1.9 crore in 2015 (TG-2012).

The PMAY has four verticals—affordable housing in partnership (AHP), in-situ slum redevelopment (ISSR), beneficiary-led construction (BLC), and credit linked subsidy scheme (CLSS) (MOHUA, 2018). It has separate housing programmes for rural and urban housing. The Mission is a centrally sponsored scheme, except for the CLSS component. According to the PMAY guidelines, a 'slum' is defined as a compact area of at least 300 population or 60–70 households

of poorly built congested tenements, in unhygienic environments, usually with inadequate infrastructure and lacking in proper sanitary and drinking water facility.

In Indore a slum list was generated as part of the implementation plan. The first phase of implementation was planned in one site under the ISSR vertical and in three sites under the AHP vertical. Nineteen settlements from the slum list have been selected for rehabilitation in these sites. The second phase of the project is planned in seven sites of AHP which will rehabilitate 38 settlements from the slum list.

## 2.3 OVERVIEW OF LEGAL SAFEGUARDS FOR EXISTING HOUSING

Majority people surveyed in the study hold land *pattas* (land titles) and are situated on the 15 per cent land reserved for housing the EWS as per *Nagar Palika Rules 1998*.

The *Madhya Pradesh Nagariya Kshetro Ke Bhoomihin Vyakti (Pattadhriti Adhikaron Ka Pradan Kiya Jana) Adhiniyam*, 1984 conferred leasehold rights to landless persons in respect of sites for dwelling units in urban areas in the state of Madhya Pradesh for 29 years. The provisioning of non-transferrable land allotment was done up to 80 sq. m. in the Nagar Panchayat area and 60 sq. km. in the Municipal Council area. However, a clause stated that the land settlement in the area of a Municipal Corporation shall not exceed 45 sq. km. (Ansari, 2000). The *Patta Act*, as it was popularly known, gave low-income settlements a sense of security through which they thrived in their place of dwelling.

Similar to the *Patta Act* is the Madhya Pradesh (Municipal Corporation/Municipality–Nagar Palika Rules 1998) which provides that the colonisers

(person/company developing a residential colony) have to deposit a 'shelter fee' of INR 40 per sq. m. for towns with a population up to 3 lakh, INR 60 per sq. m. for towns with population of 3–5 lakh and at INR 100 per sq. m. for towns with population over 5 lakh. If the fees (revenue that could have been utilised for constructing EWS houses or to provide basic amenities) are not collected, colonisers would need to reserve 15 per cent of the developed area for carve out plots of 32 to 40 sq. m. or EWS houses of 20 to 24 sq. m. size constructed on 25 per cent of the total plot area (Ansal, 2002).

So far, Indore has demonstrated positive land owning provisions in the form of the *Patta Act* and 15 per cent land reservations for the EWS, but majority housing schemes have focused on rehabilitation of people in informal settlements, relocating them to the peripheries of cities in substandard houses, affecting their life and livelihood prospects. There should be a focus on the upgradation of housing and basic service facility in these settlements, as the need for adequate housing still persists despite rehabilitation.

## CHAPTER 3

# STUDY OBJECTIVES AND METHODOLOGY

---

### 3.1 OBJECTIVES OF THE STUDY

---

The study was driven by the following broad objectives:

#### **UNDERSTANDING THE HABITAT SITUATION FOR DISADVANTAGED GROUPS IN INDORE, BASED ON A HUMAN RIGHTS ASSESSMENT OF PREVIOUS AND CURRENT GOVERNMENT HOUSING SCHEMES**

A major objective of the study was to better understand how erstwhile and current government housing schemes have impacted the urban poor, especially in the light of the human rights assessment framework.

#### **UNDERSTANDING TRAJECTORY OF RESETTLEMENT THROUGH NARRATIVES WITH REGARD TO EVICTION AND SUBSEQUENT RESETTLEMENT**

The study aimed to supplement quantitative data of survey respondents with people's narratives to understand personal experiences of those relocated to resettlement sites on the pretext of adequate housing and access to basic services. This included documenting and analysing challenges faced in resettlement, and its implications on people's lives.

#### **DOCUMENTING HUMAN RIGHTS VIOLATIONS IN HOUSING SCHEMES**

Human rights violations with regard to loss of entitlement or economic and physical loss in the event of eviction needed to be documented, especially if these violations are a part of the implementation of centrally sponsored housing schemes that aim to provide basic services. Documenting the implementation gap and subsequent loss suffered by people is the prime objective of the study.

#### **HIGHLIGHTING PLANNING, IMPLEMENTATION AND GAPS IN PREVIOUS AND CURRENT GOVERNMENT HOUSING SCHEMES TO RECOMMEND THE STEPS AHEAD**

There have been four major urban housing schemes in the last two decades and each one followed almost the same principle of addressing housing needs of slum dwellers through the provision of social infrastructure and basic services. The study attempts to capture the significant gaps that emerge from the planning, methods of implementation and the current situation, with respect to Valmiki Ambedkar Awas Yojana (VAMBAY), Basic Services for Urban Poor (BSUP) and Pradhan Mantri Awas Yojana (PMAY).

### 3.2 METHODOLOGY

---

The study used a mixed method approach. Methods used include observation, sample survey and in-depth interview. Observation helped establish an overview of the situation of resettlement colonies, its physical infrastructure, social life and basic services. Sample survey was used to gather responses from resettlement colonies. The interview process included questions which were significant to structural indicators and were conducted in resettlement sites

and slums slated for rehabilitation. All these research methods were adopted to enable a multi-dimensional perspective on the assessment of the human rights situation. The indicators were shaped in the form of questions asked during the survey and interviews. Each question was framed to gather particular data, which was used to assess the human rights situation of a given context.



There were four important types of questions which were posed to respondents to gather data, which can be categorised as:

1. Basic profile of respondents
2. Process of resettlement
3. Questions related to socio-economic and cultural rights
4. Questions related to civil and political rights

Data collection was conducted in three phases using the methods of observation (overt and covert) in July 2017, household sample survey in November 2017 and in-depth interviews in December 2017. The three methods ensured data validity through triangulation.

A total of eight sites were chosen under different housing schemes. One site was chosen under Valmiki Ambedkar Awas Yojana (VAMBAY)—Budh Nagar; four under Basic Services for Urban Poor (BSUP)—Ahir Khedi, Bhuri Tekri, Bada Bangarda, Nannoid; and three under Pradhan Mantri Awas Yojana (PMAY)—Niranjanpur, Bhuri Tekri (Transit Camp), and Naya Basera.

A basic questionnaire was developed for the survey, which was corrected after a pilot study of five respondents from Ahir Khedi. The respondents of the pilot study are not included in the final survey. Efforts were made to ensure that the samples represent communities across all classes and demographic dividends.

For the purpose of personal interviews, an interview schedule was prepared and modified after the pilot interview with two respondents from Niranjanpur. The snowball sampling technique was used for this purpose, which included a young woman, a young man, a senior citizen, a school going child and a disabled person. Interviews were conducted at all the six relocation sites (including one in the transit camp) and three low-income settlements (five each from all locations) where PMAY in-situ redevelopment is proposed.

Simple random sampling was used for the household survey. The survey reached out to a total of 187 respondents across six relocation sites. The sample for the survey was 5 per cent of the total households at each location (see Table 3.1)

HOUSING SCHEME	RELOCATION SITE	TOTAL HOUSEHOLDS	5% SAMPLE
VAMBAY	Budh Nagar	750	38
BSUP (JNNURM)	Bada Bangarda	848	43
	Nannoid	400	20
	PMAY	800	40
	Ahir Khedi	750	38
PMAY	Bhuri Tekri (Transit Camp)	500	25
<b>TOTAL</b>		<b>4,048</b>	<b>204</b>

**Table 3.1 | Sampling plan for sample survey**

In addition to the primary data collected through observation, survey and interviews, the study also included secondary data based on a review of existing

literature on the subject, clarifying the ontological basis of the study and a mapping of the trajectory of urban housing schemes in the city.

METHODS	TOOLS	DATA SOURCE	UNITS OF ANALYSIS
Observation	Overt observation guide	Individuals and families at relocation sites under previous housing schemes Individuals and families in transit camps Individuals and families in the selected slums for PMAY	Seven core elements of adequate housing as established by UN Covenant on Economic Social and Cultural Rights, most importantly: - Availability of services - Habitability - Accessibility - Location - Cultural adequacy
In-depth Interview	Interview guide/schedule	Individuals from different settlements (selected for PMAY housing), relocation sites of BSUP and VAMBAY and the transit camp. People selected for this are from different social categories, including: - A young man - A young woman - A school going child - Person with disability - Senior citizen	Outcome details of previous housing schemes Assessing need-based approach in providing housing to disadvantaged groups Change in lifestyle post resettlement Individual narratives
Sample survey	Questionnaire	5 per cent people from different transit camps and relocation sites.	Data on loss of lives, habitat, livelihood, and other significant issues Data on the violation of socio-economic and cultural rights as well as civil and political rights Data on the violation of UN guidelines due to forced eviction by authorities in the process of resettlement

**Table 3.2 | Research methodology**

## CHAPTER 4

# THE HUMAN RIGHTS ASSESSMENT FRAMEWORK

### 4.1 THE RIGHT TO ADEQUATE HOUSING

The 1948 Universal Declaration of Human Rights (UDHR) recognises the right to adequate housing as an integral component of human rights to ensure an adequate standard of living, as specified in Article 25.1 of UDHR (UN OHCHR, 2014). The article states that everyone has the right to a standard of living adequate for health and well-being for her/himself and her/his family, including food, clothing, housing, medical care and necessary social services, in addition to the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control. The article includes three important components which guide the inception of this study—Right to an Adequate Standard of Living, Right to Housing, Right to Security in the event of unemployment and necessary social services.

In addition to the UDHR article on the right to adequate standard of living, the first Special Rapporteur on Adequate Housing defined the human right to adequate housing as the right of every woman, man, youth and child to gain and sustain a 'safe and

secure' home and community in which he/she can live in 'peace and dignity' (Housing and Land Rights Network [HLRN], 2018). These rights constitute the basis of enquiry for the study and shape its paradigm around the material (house) and non-material components of housing (livelihood, dignity, well-being of family). In addition, the right to adequate housing which is guaranteed by the United Nations (UN) Covenant on Economic, Social and Cultural Rights (CESCR) consists of the following components—security of tenure, affordability, habitability, availability of services, accessibility, geographical location and security. The responses of people were analysed in the light of UN Basic Principles and Guidelines on Development-based Evictions and Displacement which also emphasise these seven core elements of adequate housing (UN OHCHR, 2014). These components are essential to uphold the right to adequate housing and the Government of India in its pledge to the UN General Assembly on 10 April 1979 affirmed adherence to it (Asian Forum for Human Rights and Development, 2008).

### 4.2 ELABORATING ON THE ASSESSMENT FRAMEWORK

With the aim of assessing housing schemes in the light of a human rights framework, based on different national and international human rights standards, the analysis looks at three indicators which are critical to gauge the trajectory of rehabilitation, right from planning to implementation and its outcome. They include:

1. Structure
2. Process
3. Outcome

The structure indicator focuses on policy formation and analyses it in the light of its basic conception, including the principles of participation, empowerment, non-discrimination and equality. The process indicators assess the processes of eviction, resettlement, rehabilitation and subsequent consequences. The outcome indicators are the most significant, with the safeguarding of the rights of citizens within its purview. This includes rights which are social, economic and cultural, civil and political in nature. This indicator evaluates the outcome of the schemes in light of the protection of these rights. The UN Office of the High Commission on Human Rights



(UN OHCHR, 2012) guidelines served as a basis to create indicators for the study.

The indicators of structure, process and outcome shaped the study and have been analysed through the lens of **Respect, Protect, Realise and Provide** which are basic to realise human rights. Respect implies non-interference and respecting equal rights of all citizens. Protect implies ensuring protection from violation

of these rights. Realise implies creating a safe and conducive environment to access the rights in question and Provide implies creating direct provision of service if the right(s) concerned cannot be realised.

The human rights assessment framework uses research as a method of analysis to evaluate human rights in terms of the losses that have occurred in both qualitative and quantitative terms.

## 4.3 OTHER SUPPORTIVE FRAMEWORKS AND CONVENTIONS

---

The following national and international human rights standards were used to develop the framework for the study. These include:

1. Universal Declaration of Human Rights adopted by UN General Assembly, 1948
2. International Covenant on Economic, Social and Cultural Rights, 1966
3. United Nations Basic Principles and Guidelines on Development-based Evictions and Displacements, 2007
4. General Comments 4 and 7 of the United Nations Committee on Economic, Social and Cultural Rights
5. United Nations' Human Rights-Based Approach to Programming
6. National Rehabilitation and Resettlement Policy, 2007
7. National Urban Housing and Habitat Policy, 2007
8. The Constitution of India
9. The Protection of Human Rights Act, 1993
10. PMAY Social Audit Guidelines, 2016

These declarations, conventions, constitutional rights, schemes and guidelines offered direction on standards of human rights with regard to housing and development-based evictions. They were also adapted to suit the unique national and local contexts being studied.

The ontological position of the study is premised on the principles of human rights and human development. It is envisaged that these principles will generate humane spaces of participation and empowerment around equitable relationships that would provide necessary safeguards for people from skewed power dynamics that may monopolise processes.

The study is fundamentally grounded on the belief that housing is not an isolated project but encapsulates important axiological aspects of basic amenities and sustainable livelihoods along with critical infrastructure.

## CHAPTER 5

# MAJOR FINDINGS

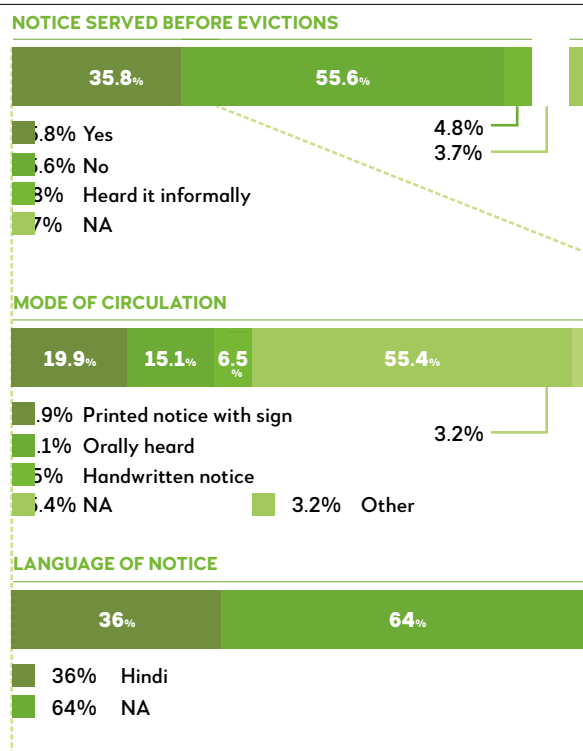
### 5.1 SOCIO-ECONOMIC PROFILE OF SURVEY RESPONDENTS

A total of 187 individual respondents were surveyed across six relocation sites. These include one resettlement under Valmiki Ambedkar Awas Yojana (VAMBAY)—Budh Nagar in 2003; four resettlements under Basic Services for Urban Poor (BSUP) scheme—Ahir Khedi, Bhuri Tekri, Bada Bangarda and Nannoid in 2013–15; and one site being resettled under Pradhan Mantri Awas Yojana (PMAY) currently—Bhuri Tekri Transit Camp. Of the total respondents, 77 were male and 110 were female; no respondent belonged to the third gender. Among the respondents, 67 per cent were daily wage labourers and 31 per cent were engaged in other occupations such as driving, waste recycling, domestic work, etc.,

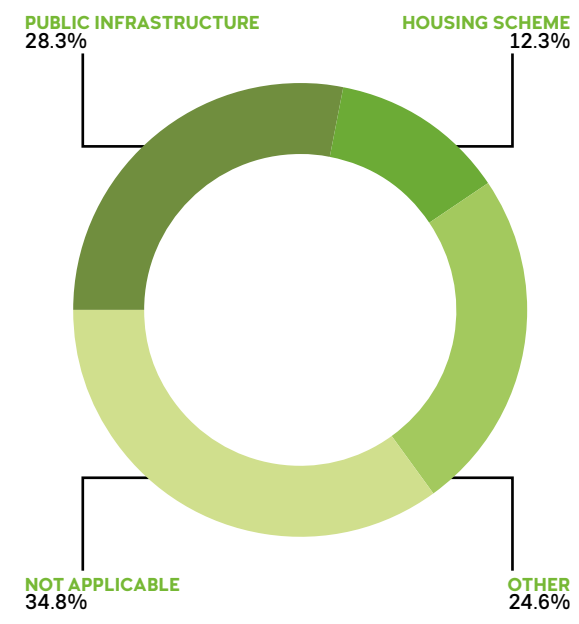
and two per cent did not work. Women engaged as homemakers have also been included in the category of those employed, as work implies engagement in productive work and does not necessarily have to be driven to reap economic benefit. Majority (53 per cent) among the total respondents are illiterate, around 28 per cent have completed primary education and only 18 per cent have completed matriculation. 84 per cent respondents are Hindus, 12.4 per cent are Buddhists and only 3.8 per cent are Muslims. One-third of the respondents are married, 19 per cent are widows or widowers and only six per cent are unmarried.

### 5.2 FORCED EVICTIONS AND THE PROCESS OF RESETTLEMENT

The United Nations Basic Principles and Guidelines on Development-based Evictions and Displacement presented by the UN Special Rapporteur on Adequate Housing, and acknowledged by the UN Human Rights Council in 2007, emphatically state that evictions may only take place in 'exceptional circumstances' and in case of unavoidable circumstances. The guidelines state that the operational procedures based on the standards of human rights be followed. As per the responses received during the survey, non-deliverance of notices emerged as a major flaw in the process of resettlement. 56 per cent respondents said they were not served any kind of notice before the evictions. In the case of the VAMBAY scheme, 76 per cent respondents said notices were served while 100 per cent respondents of PMAY said that no notices were served before evictions.



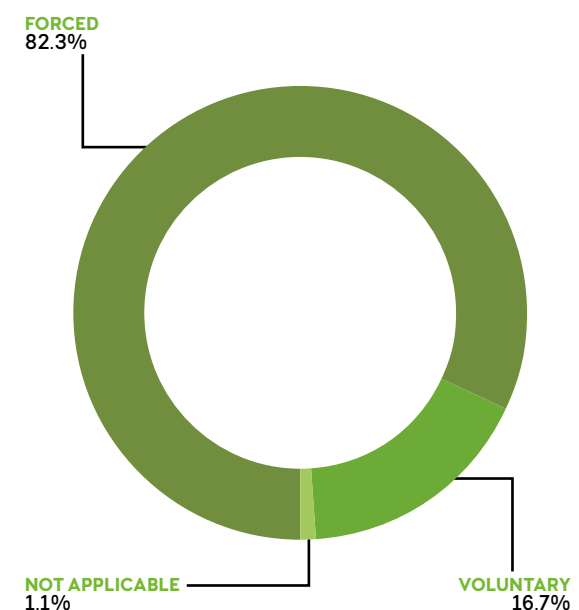
**Fig 5.1 | Notice before evictions, mode of circulation and language**



**Fig 5.2 | Reasons for eviction cited**

Overall, 83 per cent respondents claimed they were 'forcefully evicted'. If housing schemes were meant to provide better living conditions, then why were people forcefully evicted from their houses and forced to move out of the city to cramped multi-storeyed buildings?

Every housing scheme has an aspect of consent and community participation embedded in its guidelines,



**Fig 5.3 | Nature of resettlement: forced or voluntary**

but this was clearly not reflected in implementation. In majority cases, since notices were not served to individual houses and public distribution of notices was not made in the local language, individual consent for eviction was not obtained. Eviction was forced on the families despite their resistance. No household was paid any compensation for the loss due to demolition of houses and subsequent rehabilitation. It is evident from the survey findings that the process of rehabilitation was flawed and unjust. The administration did not adhere to either the scheme guidelines or United Nations (UN) guidelines regarding resettlement.

The UN Guidelines also mention that the state should ensure that members of the same extended family or community are not separated as a result of eviction. The study discovered that houses provided under all the schemes were less than 150 sq. ft. and failed to accommodate all the family members, hence separation was inevitable. In some cases, families were not allotted houses due to lack of documents and in others people were provided with housing on the second and third floors of buildings despite having indicated the presence of elderly family members and those with disabilities.

## 5.3 IMPACT ON LIVELIHOOD AND INCOME

A labourer's daily income is minimal and barely meets living expenses in a city like Indore. With resettlement to the peripheries of the city, the situation is only aggravated. Post-relocation, the cost and time taken to travel to workplaces as well as educational institutes multiplied. Before resettlement, only 24 per cent respondents travelled over five km to their workplace, which dramatically rose to 67 per cent post resettlement. Of the percentage that travels over five km a day, 44 per cent spend more than INR 50 and 13 per cent spend more than INR 100 per day. The respondents who travel less than five km belong to Budh Nagar (under VAMBAY) and were resettled in-situ.

Majority respondents relocated under the BSUP project belong to the waste recycling community (popularly called ragpickers) whose work is based in the centre of the city. Their relocation to the city's periphery took them 18 km away from their previous location. The insensitivity of the state towards their nature of work has jeopardised the livelihood of people. There has been a huge loss of livelihood for the rehabilitated people.

	DISTANCE (IN KM)	NUMBER OF PEOPLE (AT PREVIOUS LOCATION)	NUMBER OF PEOPLE (AT NEW LOCATION)
<b>School</b>	Less than 1	109	88
	1-5	36	66
	More than 5	8	25
<b>Hospital</b>	Less than 1	-	5
	1-5	-	80
	More than 5	-	99
<b>Workplace</b>	Less than 1	70	12
	1-5	81	46
	More than 5	24	122

**Table 5.1 | Impact on access post resettlement**

The change in location adversely affected the average monthly income of the respondents. 25.8 per cent respondents were earning less than INR 5,000 and 72 per cent were earning more than INR 5,000, but post rehabilitation 50 per cent reported earning less than INR 5,000 and a meagre 45 per cent earned more than INR 5,000. This fall in monthly income is the result of both decline in earning opportunities as well as increased family expenditure. Since livelihood goes hand in hand with housing, any loss in livelihood has a resultant effect on the housing scenario. Paragraphs 52 to 58 of the United Nations Basic Principles and Guidelines state the provisions and requisites for the evicted households to be provided by the state. The most important of all is just compensation and sufficient alternative accommodation or restitution. The component of just compensation was absent in all resettlement colonies.

	EXPENDI- TURE PER DAY (IN INR)	NUMBER OF PEOPLE (AT PREVIOUS LOCATION)	NUMBER OF PEOPLE (AT NEW LOCATION)
<b>Workplace</b>	Less than 50	118	70
	50-100	29	81
	More than 100	3	24

**Table 5.2 | Expenditure on travel to workplace**

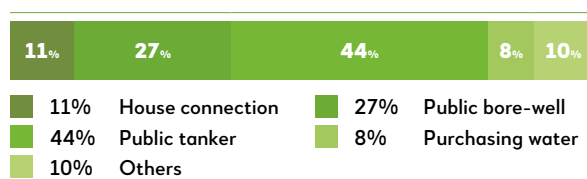
## 5.4 CHALLENGES IN ACCESS TO BASIC SERVICES AND ENTITLEMENTS

Basic services like education, health, clean drinking water, hygiene, public transport, electricity etc also witnessed stark changes in the pre and post rehabilitation period. These changes have mostly resulted from increased cost of sustenance and decreased sources of earning.

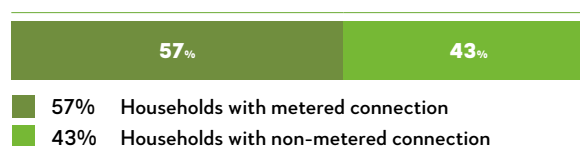
Most public schemes are accessed through bank accounts linked to Aadhaar Cards. Relocation hampered ease of access to banking operations and schemes, given that a whole day's earning needed to be typically sacrificed to travel to the old bank branches. Although 77 per cent respondents have bank accounts, their lack of digital literacy and the distance to be travelled to their home branch (average of five km) hampered access to regular banking activities. Only 13 per cent respondents had any access to pension or insurance schemes and

only 13 per cent respondents said that their girl child is registered under Ladli Laxmi Yojana. 79 per cent respondents said a daily cleaning vehicle (*swacchta* van) services their area while 20 per cent respondents said this van serviced their area on a weekly basis.

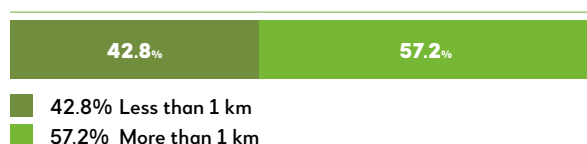
Challenges are faced while accessing government food subsidy either due to the lack of a ration card or the distance to the nearest centre for ration delivery. About 43 per cent respondents did not have a ration card and of the 57 per cent who did have a ration card, they had to travel an average of about six km to reach the nearest centre for ration delivery. Travel to places of work and education has also been challenging as 56 per cent respondents have to travel more than one km to reach their nearest public transport centre.



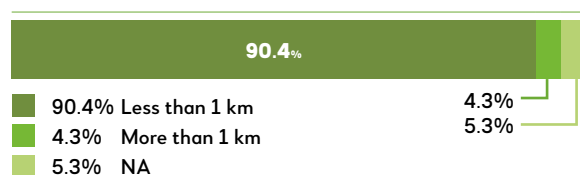
**Fig 5.4 | Access to drinking water**



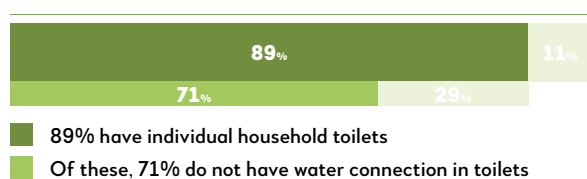
**Fig 5.5 | Access to electricity connection**



**Fig 5.6 | Nearest public transport**



**Fig 5.7 | Nearest anganwadi**



**Fig 5.8 | Access to toilets**

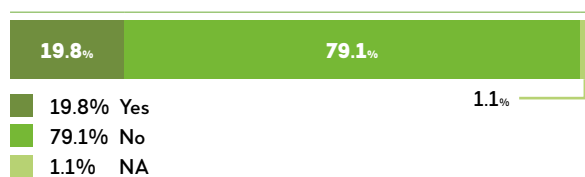
*Over 500 houses with individual household toilets constructed under Swachh Bharat Mission were demolished for the PMAY implementation at Bhuri Tekri*

## 5.5 GENDERED IMPACTS OF RESETTLEMENT

Through this study we were unable to speak to transgender or intersex persons. This remains a limitation of the study. The data revealed that women were most impacted by the process of resettlement and rehabilitation. Of 187 individuals interviewed, 40 said that the head of their household is a woman. The average unemployment period post-resettlement has been nearly eight months and it was found that most women could not restart their occupation owing to reasons such as distance of workplace from place of residence, no opportunity for the same work at the new place, change in lifestyle, change in social environment, and difficulties in taking care of the family at the new place. These factors affected women physiologically, socially and economically.

A respondent at Bhuri Tekri Transit Camp said that she was working in a hospital as a nurse when her house was demolished. She could not return to work, given the difficulties of adjusting in the resettlement site and running the household. Women respondents at other rehabilitation sites also shared similar accounts of having left work post eviction due to the increased cost and time taken to travel, since they also have to balance household chores and family care with their job responsibilities. About 20 per cent respondents said that there was some form of gender-based violence at the time of evictions. This violence includes physical assault, manhandling by officers or other male members at the time of eviction, fear of security at the new location, etc.

The significant decline in family income can also be attributed to women having to leave their jobs to take care of the family and household, thus depending on just one member's income. Education for girls in the rehabilitation sites is also evidently neglected as it was found that only 8 per cent were enrolled in the Ladli Lakshmi Yojana.



**Fig 5.9 | Gender-based violence during evictions**

## CHAPTER 6

# HUMAN RIGHTS ASSESSMENT OF HOUSING SCHEMES IN INDORE

This chapter provides scheme wise analysis of the three schemes—Valmiki Ambedkar Awas Yojana (VAMBAY), Basic Services for Urban Poor (BSUP) under Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and the currently operational Pradhan Mantri Awas Yojana–Urban (PMAY–Urban).

These three housing schemes are significant due to their scale of implementation, launched under three different political regimes in the last two decades. The schemes have been analysed in the human rights context and perspectives.

### 6.1 VALMIKI AMBEDKAR AWAS YOJANA (VAMBAY)

This scheme was implemented at six different locations, two in-situ redevelopment and four relocation sites. Under the in-situ component, two

sites (Budh Nagar and Arjun Pura) were rehabilitated. 35 respondents participated in the survey and four were interviewed at Budh Nagar.



**Pic 6.1** | Budh Nagar, an in-situ rehabilitation site under VAMBAY



### 6.1.1 SITE OF ENQUIRY: BUDH NAGAR

Budh Nagar was a three-decade old low-income settlement with a mixed population of Buddhists and scheduled castes who worked in the informal sector. Most families here were relocated earlier from Kishanpura and were given land *pattas* during the United Progressive Alliance (UPA) regime in 1986. People from different settlements (Budh Nagar Basti, Tower Chauraha and Mukungarh) started living in Budh Nagar in the late 1980s and early 1990s.

After a decade, the Ring Road Project was proposed and the settlement consisting of more than 1,200 families was demolished in 2003 for in-situ redevelopment under the VAMBAY scheme. The scheme proposed to provide a two-storeyed housing unit of 120 sq. ft. consisting of one room and a kitchen. Of the 1,200 families, around 850 families were allotted houses at Budh Nagar under in-situ rehabilitation and given *pattas* while the rest continued living in the existing settlement. They were relocated after 10 years to different locations under successive schemes.

### 6.1.2 PROCESS OF EVICTION, RESETTLEMENT AND REHABILITATION

It was observed that all the important guidelines for project-based evictions were followed by the authorities at the time of resettlement at Budh Nagar. Notices were served in the local languages and people were given time to respond to them. 76 per cent respondents accepted that a notice was served before the evictions, eight per cent said that they only heard of the notices informally and 16 per cent said they did not have any information about the possible evictions. About 22 per cent respondents said that they were verbally informed whereas more than half the respondents said they received a typed and signed copy of the notice from the concerned authority two weeks prior to evictions. Around 80 per cent respondents said that an individual distribution of notices was done before eviction by the Indore Municipal Corporation (IMC) officials. All respondents who received the notice stated that it was written in Hindi. More than half the respondents said that

although they received notices prior to eviction, their consent was not taken.

Most respondents denied any incidents of gender-based violence at the time of eviction. Eight per cent said that there were few incidents of inappropriate touching and manhandling by the authorities (IMC officials and police) present. Around nine per cent of the total respondents said that there were small incidents of violence whereas 90 per cent respondents denied remembering any incident of violence inflicted upon a family member or themselves.

The eligibility criteria was not specified under the scheme and the State Urban Development Agency determined the eligibility list of beneficiaries at its own will. Around 30 per cent households were not included in the beneficiary list and they continued living in the settlements, resisting their exclusion without any respite from the IMC.

More than 85 per cent respondents said that they were not paid any compensation for the losses incurred during evictions. After rehabilitation, their monthly expenditure on house maintenance went up over INR 1,000 per month. In some cases, these expenses were reported to be as high as INR 5,000 per month. Households spent INR 13,500 on average while shifting.

When the resettlement houses were constructed, the area was sparsely populated. There were no commercial centres and only one market existed in Rajendra Nagar, two km away from the rehabilitation site. But as habitation increased in Ahir Khedi, Budh Nagar and several other settlements for the economically weaker section (EWS), this area grew into one of the commercial hubs. Public amenities like a school and a public healthcare centre have been developed recently about two km from Budh Nagar. Respondents were relocated adjacent to their previous house and not much had changed with regard to distance to their workplace. In fact, they attested to the fact that relocation provided them with a permanent roof over their heads that protected them from all weather conditions.



### 6.1.3 IMPACT OF SCHEME (PLANNING VS IMPLEMENTATION)

A housing project is designed on the basis of a scientific calculation of space and the number of people occupying it. No scientific calculation would accommodate a family of five people in a 120 sq. ft room, providing a mere space of 24 sq. ft. per person or an area of 6 x 4 ft. However, this was the size of the houses provided under the scheme. Service providers saw the provision of housing as an obligation rather than a matter of right. The size of the house was a major point of critique during the implementation of this aspect of the scheme.

To accommodate a larger number of families, the carpet area of the houses was reduced from 165 sq. ft. to 117 sq. ft. per unit during construction. Despite reducing the carpet area, many families were left out of the rehabilitation plan. One of the respondents revealed in interviews that they initially agreed to the plan proposed, as the scheme promised a lot, but were disheartened after seeing the reality of the dwelling units. 'We protested against the demolition as the units were not in accordance with the promises made. There were also incidents of violent protest where police vans were set on fire. Many men were also arrested but the agitation subdued with time.'

The houses constructed did not take into consideration spatial needs of the family units. In one case, a respondent with four sons was given three houses and, as the family grew, the fourth son who was not allocated a house had to look for another house outside the colony and live separately. Another respondent with two daughters shared that the space constraints (living in a single room) were affecting the children's studies. Visits from guests also disturbed the children, given the lack of space.

Another issue they faced was with the ownership rights of the house. Even after living for more than 15 years, the people do not possess freehold ownership of houses.

Several respondents pointed out the issue of public transport. 81 per cent respondents said that they walk two km or more to reach the nearest public transport facility location. Services like electricity, liquefied

petroleum gas (LPG) connection, ration card, banking and insurance were gradually accessed over time. Their cooking habits slowly changed from the use of wooden logs and dung cakes as fuel to LPG. The shift from kerosene to LPG was due to lack of proper ventilation in the rooms, which would normally get heated up and reek of kerosene.

As mentioned earlier, housing cannot be viewed in isolation. It comprises of several other amenities. People had to fetch water from a common borewell in the beginning as individual water connections were not a part of the scheme. The situation has gotten better over the years and now four to five households share a common tap. They have also built a good community space called Budh Vihar which is regularly used. Slum residents' participation and consent formed a major part of scheme guidelines, but this was not reflected during implementation. Respondents mentioned wanting to participate in designing their house.

The concerns about the durability of the houses have been consistently raised and after 15 years houses under this scheme are being declared uninhabitable by the IMC. Plans are being made for another resettlement under the Indore Master Plan (IMP) 2021 as this land is shown reserved for a recreation park.

The provision of basic services took place after many years of habitation and now the IMC has declared these houses unfit for habitation. Their fate now awaits another relocation.

### 6.1.4. LIFE IN BUDH NAGAR

'When it used to rain at our earlier settlement, we had to stay awake the whole night to save ourselves from the water leakage from the ceiling, but now we hardly worry even if a storm is brewing, as we have something that resembles a functional home which belongs to us', said Satish Vakode from Budh Nagar resettlement colony. Satish's family is one of the beneficiaries of the scheme. A painter by profession, he goes to different construction sites for daily wage assignments. A Buddhist and an avid Ambedkarite, Satish believes that change in any form should be given a chance. He recounts how difficult it was initially to adjust into the small dwelling units provided under the scheme when they were used to the three to four rooms in their

house. However, he views the house provided under the scheme as a form of progress.

'We used to cook on kerosene stoves that would heat up the room and make it smell. Our lives have changed in so many ways and these changes have been good for us. We now have LPG stoves, access to better roads, sanitation, water supply and more dignified living conditions. We could not have ever thought of owning a house in Indore even if we worked our whole lives towards that goal. We have that security today and better lifestyles. Our children have begun going to schools.'

Satish believes that despite the initial resistance and certain gaps in scheme implementation, rehabilitation has been a positive experience for them and for many others in the community. He did talk about the size

of the house being small and the inconveniences that would be caused if guests paid visits and once his young daughters grew up, but he is happy that he was at least involved in the construction of the house. 'Most of us were involved in the construction and it felt as though we were building our own homes,' he said. Satish is one of the few people who were also employed as construction workers in the project.

The story of Satish highlights that any housing scheme, if implemented with the inclusion of people's ideas, has a positive impact on their individual journeys and community trajectories. Although the construction quality was not optimal and the size of the houses were smaller than the ones indicated in the scheme guidelines, the housing option was still considered as a significant contribution to the welfare of the people.

## 6.2 BASIC SERVICES FOR URBAN POOR

Around 6,500 dwelling units were constructed under this scheme between 2012–2015 across five locations in Indore. Of these, only one was an in-situ redevelopment site and the rest were relocation sites. People from more than 10 different settlements were resettled in these four-storeyed structures. The implementation of the BSUP housing scheme was very different from VAMBAY (where select UN guidelines were followed along with basic principles of community participation).

The whole process of resettlement under the BSUP has resulted in ghettoisation of the poor at the fringes of the city. According to the Building Materials and Technology Promotion Council, Ministry of Housing and Urban Affairs, Government of India, INR 14,346 lakh was sanctioned for construction of 7,000 dwelling units under BSUP in Indore. The cost per unit, therefore, was estimated at INR 2.04 lakh. The funds for the project were sanctioned in 2009 but the resettlement finally took place from 2014–2015.

### 6.2.1 SITES OF ENQUIRY: AHIR KHEDI, BHURI TEKRI, NANNOID AND BADA BANGARDA

151 respondents participated in the survey and people were interviewed from all four relocation sites, consisting of a mixed group evicted under different

schemes and projects like road widening, Smart City, National Green Tribunal's order and slum clearance. The resettlement was done in different phases and ultimately people were forcefully shifted to these sites.

#### 6.2.1.1 AHIR KHEDI

Ahir Khedi is one of the four relocation and resettlement sites under BSUP where people from Ahir Khedi Gaon, Prakash Nagar, Buddha Nagar, Kishanpura, Pipleypala and Junarishala were resettled. There are around 750 dwelling units here. It is located in the south-western part of Indore near Hawa Bangla which is around nine km from Indore Railway Station. It used to be the place of residence for the people of Ahir Khedi Kankad.

#### Process of eviction, resettlement and rehabilitation

A brief analysis of survey responses revealed that 74 per cent respondents did not receive prior notice before demolition and the other respondents got to know through other sources. Less than 10 per cent respondents confirmed that there was a printed notice. Majority respondents were resettled from nearby Budh Nagar. More than 73 per cent respondents said that they voluntarily moved from their location and eviction was not forced upon them, whereas 27 per cent said eviction was forced upon them. Most of



**Pic 6.2 | Eviction at Budh Nagar for rehabilitation at Ahir Khedi**

these respondents were from Budh Nagar and were living near the relocation site pre-evictions. 85 per cent respondents denied any kind of gender-based violence in the process of resettlement, and 77 per cent denied any kind of violence inflicted upon any member of the family.

More than 95 per cent respondents denied any loss of life during resettlement. Others said that they could not save the life of a family member due to resettlement and poor financial situation. About 60 per cent respondents said that the resettlement site is about five km away from their previous location.

It has been observed that livelihood is the worst affected component as a result of resettlement in the case of Ahir Khedi. More than 60 per cent respondents (most of whom are daily wage labourers) had no work for more than six months, while having to pay for increased cost of maintenance at a new location. Over 75 per cent respondents had to spend about INR 5,000 as initial expenditure at the time of resettlement. No respondent was paid any kind

of compensation for loss incurred at the time of resettlement.

Earlier, people were working within five km of their workplace. Post eviction, this distance increased to more than five km for over 90 per cent respondents. This increase in distance also implied an increase in travel cost (over 80 per cent respondents reported increase in travel costs and over 65 per cent respondents now spend above INR 50 on travel daily). With increased distance and cost of travel, livelihood has been badly affected, as many respondents said they cannot travel far for domestic work. The monthly family income, which was more than INR 5,000 for over 80 per cent respondents fell to less than INR 5,000 for about 66 per cent respondents and no respondent could earn more than INR 10,000 monthly. About 23 per cent respondents used to have a monthly family income of more than INR 10,000 at their previous location. Access to schooling, health facilities and other basic services were not as badly affected.



### 6.2.1.2 BHURI TEKRI, BSUP SITE:

Known as one of the most inaccessible settlements in Indore, located on a hilly terrain, Bhuri Tekri is situated in the east of Indore and is eight km from Indore Railway Station. At Bhuri Tekri, there is a 'slum' settlement and nearby is a BSUP resettlement site. Bhuri Tekri was a mineral extraction ground earlier, which was developed as a habitable settlement for people who worked as labourers in these extraction units. People from Mahu Naka, Buddha Nagar, Phool Mandi, Pipeyahana, Champa Bagh, and Azad Nagar were also settled here. The Bhuri Tekri resettlement colony is one where the largest number of people were shifted from different places. Most of them are the people evicted under the road-widening project at Bada Ganpati, Pipeyahana, etc.

#### Process of eviction, resettlement and rehabilitation

A brief analysis of responses revealed that about 53 per cent respondents did not receive any prior notice on eviction whereas 27 per cent stated receiving the notice, and 20 per cent said that they heard about eviction informally. Of the 47 per cent respondents who said they received notice or heard informally about eviction, only 60 per cent received a written

notice with the logo and seal of authority. Notices were received in Hindi and the reason cited was a housing scheme. Whether they got notices or not, 97 per cent respondents said that the eviction was forced upon them and just one respondent agreed for voluntary resettlement. 95 per cent respondents denied any kind of gender-based violence during eviction and five per cent were of the view that there were cases of manhandling and inappropriate touching by police and officials.

Around 65 per cent respondents said that their workplace is more than five km now, which was less than one km earlier for 59 per cent respondents from their previous location. Only 25 per cent respondents had to travel more than five km before resettlement. Around 77 per cent respondents used to spend less than INR 50 on travel to the workplace from their previous locations. This has now dropped to 50 per cent. About 92 per cent respondents were of the view that resettlement had an adverse impact on their livelihood.

Around 48 per cent respondents had to admit their children to different schools due to resettlement and those who didn't opt for this now have to travel



**Pic 6.3** | Bhuri Tekri, a resettlement site under BSUP

a long distance to reach their schools. There were no significant number of school dropouts due to resettlement. The nearest public hospital is around two km from the new location. Due to the distance of the public hospital from the resettlement colony, 83 per cent respondents prefer to go to private clinics instead of hospitals, which has increased family expenditure on healthcare manifold. One of the most salient features of BSUP was to provide clean water, but none of the respondents have access to tap water in their homes. 65 per cent respondents said they fetch water from water tankers. In addition to the rise in cost of basic services, the worst blow was the exorbitant increase in cost of maintenance of the newly constructed buildings, which were as high as INR 1,000 per month.

#### 6.2.1.3 NANNOID

Nannoid is about 14 km from the Indore Railway Station and located in the north-western part of Indore. The majority population here consists of people resettled from C. P. Shekhar Nagar, which was

also known as Phool Mandi, and Panchsheel Nagar resettlement colony. The problems faced by the residents of C. P. Shekhar Nagar upon resettlement have been discussed earlier, but it is equally important to throw light on the residents resettled from Panchsheel Nagar, which was a resettlement site itself. This was the same scenario as Ahir Khedi where people from Budh Nagar were resettled. At Panchsheel Nagar, people from central Indore informal settlements were resettled. However, they were evicted again after many years, once they had settled at this place.

#### Process of eviction, resettlement and rehabilitation

More than 90 per cent respondents said that eviction was forced upon them. 26 per cent respondents said that violence was inflicted upon at least one member of the family at the time of eviction and resettlement. An analysis of the questions asked during the sample survey reveals a contrast in the responses on the process of resettlement. About 50 per cent respondents said they were served notices



**Pic 6.4 | Nannoid, a resettlement site under BSUP**



while the other half said they did not get any notice. This response was then substantiated with qualitative analysis which revealed that residents of Panchsheel Nagar were served public notices and informed orally, whereas people of C. P. Shekhar Nagar were not served any notice before eviction. Even after the notices were served partially, more than 90 per cent respondents were of the view that eviction was forced upon them. About 70 per cent respondents said there was no gender-based violence which occurred at the time of eviction, whereas 26 per cent respondents said there was manhandling, and force used on women by male police present at the site.

More than 90 per cent respondents said they have been relocated more than three km from their previous location. Over half such respondents stated that the distance of their previous location is now more than five km away. The major occupations of the respondents are daily wage labourers, waste pickers and drivers. The distance of the workplace from the resettlement colony is more than five km for about 75 per cent respondents whereas 95 per cent respondents used to travel a km to their workplace from their previous location. Over 55 per cent respondents are spending more than INR 50 on travel to their workplace every day, which was less than INR 50 for more than 90 per cent respondents earlier. None of the respondents were compensated for the losses incurred during resettlement, in the form of travel expenses, initial payments, early expenditure in maintenance and leaving a house built through years of hard work. 60 per cent respondents have a monthly family income of INR 5,000 and less, whereas more than 70 per cent families earned more than INR 5,000 at their respective previous locations monthly. It substantiates the response on the loss of livelihood.

All the respondents had to pay a certain amount before getting the possession letter of the house. Many students left education as the distance to their schools increased. The nearest government school is about four km away in Gandhi Nagar and it is the same issue with hospitals. People who preferred public hospitals to private clinics are now compelled to go to clinics as there is no nearby hospital. Only primary

healthcare centres and clinics are available in the vicinity. Respondents reported having to fetch water from a common tank and people have to carry water up to different floors. About 50 per cent respondents use this untreated water for drinking purposes, whereas the other 50 per cent purchase drinking water for which they spend INR 20–50 for every 20 litres of water. Every household has an individual toilet facility, but none have a water connection. They have an electricity and LPG connection, but it costs them a lot more than what their monthly income allows them to pay for.

#### **6.2.1.4 BADA BANGARDA:**

Located in the north-western part of Indore, around 14 km from Indore Railway Station, Bada Bangarda was the biggest resettlement site planned under BSUP in Indore. Its majority population consists of people



**Pic 6.5 | Deteriorating building structure at Bada Bangarda, a rehabilitation site under BSUP**

resettled from C. P. Shekhar Nagar, also known as Phool Mandi.

#### **Process of eviction, resettlement and rehabilitation**

All respondents said that eviction, carried out in the name of resettlement, was forced upon them. 88

per cent respondents did not receive any individual notice before the demolition. More than 49 per cent respondents said that at least one member of the family was subjected to gender-based violence at the time of eviction and resettlement while 45 per cent respondents said that violence was inflicted upon at least one member of the family at the time of eviction. Two respondents refused to answer this question.

None of the residents received any compensation for the losses incurred in the process. 88 per cent respondents now travel more than 10 km every day to get to their workplace whereas only six per cent respondents used to travel more than 10 km from the previous location. More than 90 per cent respondents said that they used to travel less than a km to reach their workplace and their total expenditure on the commute was less than INR 50 daily. After relocation, 80 per cent surveyed said they are spending more than INR 50 daily in commuting to their workplace. Owing to the increased cost of travel, many residents were forced to leave work and, in many cases, only one member of the family now goes to work. This has had a huge impact on the livelihood of the people. Almost every respondent was engaged in waste picking work at the previous location, but many had to give up their work because of increased cost and time of travel and family problems. Daily work has now been limited to three to four days a week, and this has resulted in a sharp fall in their monthly income. As a result, the monthly family income of 82 per cent respondents is less than INR 5,000 now, compared to 80 per cent respondents whose monthly family income was more than INR 5,000 at the previous location.

Education of children was also adversely hit due to the fall in monthly income and the increase in living expenses. Many children had to leave schooling for work to supplement the family's income. Children needed to change schools post resettlement, and the schools they are now admitted to are not adequate in terms of school infrastructure, capacity and quality of education. A visit to the nearby primary school during the rainy season revealed damp and leaking walls. There was just one big room in the school and 3-4 classes were run simultaneously in that space.

Even basic health services were lacking at the resettlement site. The nearest public hospital is about three km from the location. Respondents said that their health situation has deteriorated as skin diseases and chikungunya are rampant in the colony due to water logging and unhygienic water. Even the buildings are getting decrepit day by day. The basic amenities in the form of access to livelihood opportunities, education, water and health are lacking in Bada Bangarda and have been ignored by the authorities. This has led to rampant spread of diseases, causing death in a few cases.

### 6.2.3 LIFE IN BADA BANGARDA

'I am 63-years-old. My home is on the third floor. If I go down once, I do not go to my house till evening as I can't climb the stairs so many times a day. My wife is paralysed on one side, and since her mobility is restricted, it feels like there are two worlds that we have been forced to live in; one which is on the third floor and the other which is three floors down,' says Bhagwan Nagoji Tahire who was resettled to Bada Bangarda resettlement colony from C. P. Shekhar Nagar. Bhagwan is a daily wage mechanic who operates welding machines. He has two sons and a daughter who all are married. He says all his family members have got homes in different blocks and he and his wife are left to live on the third floor of a deteriorating living structure. He says that the administration promised that they will be given better houses with full facilities. 'They said you all are facing so many problems here as three to four families live together in this small house. We will give one house to each family. When every family will live separately, there will be more cleanliness, less congestion. People were swindled like this,' said Bhagwan, who did not want to shift once he saw how far away the resettlement house was located. The authorities tried in various ways to coerce them and their efforts were met with resistance. People protested and a boy lost his life in the midst of it. They were told that houses less than 30 m from the Khaan River bed would be demolished but the ones even further away were demolished.

The eviction had an adverse impact on the lives of people as they lost their livelihood, their community

and children lost their education. Bhagwan says they have to wake up earlier to reach their workplace, since most of the work opportunities are in the city. 'We lose a day's wages if we get late even a single day. It takes an hour to travel and public transport options are very few. The quality of houses constructed is substandard and the conditions are visibly deteriorating everyday. The plaster is coming off and stairs have turned into ramps. 'The water situation is the worst. I am an old man now. I have to fetch water from the ground floor and carry it to the third floor. It is very painful at this age to hold a bucket full of water and climb three floors. We cannot store the water either as it smells in two days' time and from the third day onwards there are worms in the water. This is the water we drink. Many people are suffering from skin allergies and diarrhoea due to consumption of this water and for this we pay INR 60 each month'.

According to him, if this kind of torture is to be endured as part of the affordable housing option then they would rather not have anything to do with these schemes. 'If a scheme takes away all our earning opportunities, if it makes one hesitate to even go into his own house and if it divides the whole family, what is its so-called benefit? A home is one which houses a family, and is an abode for happiness and peace. Nothing here gives us the feeling of home', he says.

### **6.2.2 IMPACT OF THE SCHEME (PLANNING VS IMPLEMENTATION)**

Respondents who were part of the survey were from four different resettlement sites and were resettled from several settlements under different circumstances. One of the biggest forced evictions was carried out in C. P. Shekhar Nagar and people were resettled to three different locations of Bangarda, Nannoid and Bhuri Tekri. All these sites were more than 10 km away from their existing location.

More than 80 per cent respondents said that eviction was forced upon them. The due process of rehabilitation was not followed by the authorities. The case of C. P. Shekhar Nagar was the most critical as all possible violations were committed by the IMC and Indore police, leading to violent outbreaks. One of the most important components of the eviction process is

to issue notices explaining the reason for eviction to the affected households in the locally spoken language at a reasonable time. A general analysis of the process of eviction states that more than 70 per cent respondents did not receive any prior notice. Even those who received the notice said they heard it from informal sources which they refused to name.

Almost the whole population of C. P. Shekhar Nagar was engaged in waste picking and recycling. They need space for collection, accumulation and segregation of waste along with their living space. This was not considered, given the vertical housing structure they were rehoused in. Nor was the people's necessity for proximity to the workplace paid any heed to at that time. Since maximum waste is generated in central city pockets, people are required to travel to the city centre for work. Being resettled in far-flung areas, people's access to livelihood drastically reduced. Children's education was also adversely affected due to relocation, and as family expenditure increased. This analysis is in stark contradiction to the basic tenets of the BSUP guidelines: security of tenure, affordable housing, water, education, sanitation, health and social security, which have not been upheld.

The case of C. P. Shekhar Nagar is an interesting one. Many wondered whether it was a project-based forced eviction, a National Green Tribunal order or the outcome of the BSUP. The people still await an explanation from the IMC. Similarly, people of Panchsheel Nagar could not provide a reason why they were resettled from central Indore to Panchsheel Nagar and then again to Nannoid.

Under project-based evictions, authorities must provide notices to all potentially affected persons along with public hearings on the proposed plans and alternatives. All the relevant information like land records, proposed resettlement plans must be provided, a time period for public review of the plan needs to be done and above all, opportunities and efforts to facilitate the provision of legal, technical and other advice for the affected people should be provided. None of these norms were followed in this context.



A respondent said '*IMC ne yojana nahin banayi, saazish rachi thi hame hataane kii* (IMC didn't plan for the evictions rather they conspired for this).' One of the respondents termed the whole incident of evictions as the ultimate moment of helplessness and said that she has never seen the government being this cruel and brutal towards its own people. The state's role is to protect human rights as well as human lives. There was a life lost in the process of evictions carried out at Shekhar Nagar. Around 350 people who were living in the Budh Nagar settlement adjacent to the VAMBAY resettlement colony were evicted and shifted to Ahir Khedi. People resisted the evictions as there were no projects planned for the place, and the place is shown as 'residential land' in the IMP 2021.

All settlements resettled at different relocation sites under BSUP were old settlements and many of them were already resettled earlier under different schemes. Also, most of the households have had the *patta* rights of the land they were dwelling on.

These dwelling units were planned to provide all basic services. They ended up infringing upon the most basic rights of people—the 'Right to Life'—which includes safe livelihood, food and peaceful sleep. In less than four years of resettlement, these units have deteriorated to the extent that it has become anything but liveable. Multiple instances of accidental deaths were reported due to the deteriorating structures at these sites. Similarly, water-borne diseases increased due to poor water quality. People also claimed that there were irregularities in the allocation of houses by the authorities. A respondent at Ahir Khedi reported that when they were allotted the house they found it was already occupied by other people. Since the site was far away from the centre of the city, it also became a safe haven for criminals to hide in. It took people a while to adjust to the new location and the anti-social elements made things worse from the start. The main objectives of BSUP were to provide affordable housing with security of tenure and basic services, but not free of cost. The whole process of resettlement lacked the process of needs assessment

and ignored the question of livelihood and traditional living styles. Vertical housing provided did not allow space for livelihood activities and social interaction.

## 6.3 PRADHAN MANTRI AWAS YOJANA

A list of 646 settlements (slums) have been selected for PMAY by IMC, across three different phases. In the first phase, 4,400 families from 14 existing slums are going to be resettled to three sites with about 1,000 families in-situ rehabilitated at four different locations. Along with this, the three settlements Naya Basera, Bhuri Tekri and Niranjapur Nai Basti mentioned in Table 6.1 are going to be in-situ redeveloped. In the second phase, 38 settlements are going to be relocated at seven different sites.

### 6.3.1 SITES OF ENQUIRY: NIRANJANPUR, NAYA BASERA AND BHURI TEKRI

During the study, three of the 18 settlements that were planned for the first phase were included along with Bhuri Tekri Transit Camp as they are units for in-situ redevelopment. The transit camp at Bhuri Tekri is the only place where rehabilitation has begun. Due to the high security and the presence of IMC private security at the premises, the respondents were very apprehensive of participating in the survey. Hence,

SR. NO.	NAME OF SLUM	RELOCATION/ REDEVELOPMENT SITE	VERTICAL UNDER WHICH RESETTLED/ REDEVELOPED
1.	Naya Basera	Bada Bangarda	In-situ slum redevelopment
2.	Babu Murai Mohalla	Bada Bangarda	In-situ slum redevelopment (3-5 km)
3.	Bagarda Road		
4.	Patel Nagar		
5.	Ramnagar		
6.	Nai Basti Niranjapur	Niranjapur	In-situ slum redevelopment
7.	Ishwar Nagar	Niranjapur	In-situ slum redevelopment (3-5 km)
8.	Bhamori		
9.	Jai Ambe Nagar		
10.	Chitra Nagar		
11.	Malviya Nagar	Bhuri Tekri	In-situ slum redevelopment
12.	Bhuri Tekri		
13.	Sharjah Colony	Bhuri Tekri	In-situ slum redevelopment (3-5 km)
14.	Aman Nagar		
15.	Sethi Nagar	Sethi Nagar	In-situ slum redevelopment
16.	Lodha Colony	Lodha Colony	
17.	Joshi Mohalla	Joshi Mohalla	
18.	Bara Matha	Bara Matha	

**Table 6.1 | Rehabilitation plan under PMAY phase I in Indore**



**Pic 6.6 | PMAY resettlement site in Bhuri Tekri under construction**

though the number of respondents was fixed at 24 (five per cent of the total 500 households), only 14 individuals were surveyed. A total of 14 respondents (five each from Bhuri Tekri and Niranjanpur and four from Naya Basera) were interviewed from three different locations selected for ISSR vertical of PMAY. The respondents were selected as per their demographic and social identity (age, gender, and disability) to get different perspectives on the growth of settlements, basic services and ideas of housing.

Since the PMAY sites are yet to be developed, themes of enquiry included the history of the existing settlement, pattern of evolution, people's aspirations of housing and participation and if resettlement is justifiable.

### 6.3.1.1 NIRANJANPUR

#### History of Settlement

Developed around the 1980s along the Penjon factory in Indore, most of the residents in the settlement used to work in the factory who later shifted to different forms of daily wage work.

#### Demographic Profile

The settlement is home to people belonging to different castes with the highest proportion of scheduled caste.

#### Existing Tenure Provision

Most of the residents have a 30-year *patta* of their land.

#### Access to Basic Services

The nearest government school was opened 20 years ago and most children have been enrolled in government schools or in private schools in close proximity. Similarly, the nearest hospital is 1.5 km away. It was observed that residents usually prefer to go to public hospitals and rarely visit private clinics. While people earlier shared water from a well, now there are individual water connections.

#### People's Opinion on Resettlement

On being asked about the degree of their participation in the planning of a housing scheme, the respondents indicated that no one from the government had ever approached them to ask about their perceptions of living conditions. They also added that they did not see the need for redevelopment and were not comfortable with the idea of moving to flats.



**Pic 6.7 | Niranjanpur Nai Basti, a proposed site for in-situ rehabilitation under PMAY**



### Is resettlement justified?

Situated in the vicinity of Indore's fastest developing commercial area, Niranjanpur is a settlement over 30-years-old and houses more than 1,500 families. As per people's accounts of its history, a factory existed nearby. A lot of people who used to work at the factory started settling down in the area due to the proximity to work and inexpensive housing options. The settlement gradually grew large and people decided to continue living there even after the factory closed down. Nearly four generations have lived here since and an attempt was made to talk to members from three generations. Responses from the five people interviewed indicate that Niranjanpur has come a long way in terms of development. From being an area with mostly empty spaces and wild bushes, it has now progressed to a settlement with basic amenities like water, sanitation and electricity in addition to avenues to earn a livelihood. Responses also indicate that people have fought and struggled for access to services. The oldest respondent shared that there was just a well for water and dirt roads which made areas inaccessible when it rained. Since she had a disability, she expressed how difficult it was for her to manage transport. With the help of a non-profit, people collectivised and their advocacy finally resulted in the granting of basic amenities. Most of the residents here are migrants from nearby districts of Indore. A major segment of the population is engaged in informal work. Women mostly work as domestic help in nearby colonies and men work in construction projects.

When asked about their opinion on the resettlement process, a young man who works as a mason said that it would mean living in a transit camp for years and this would ruin the future of his children who have started to go to school. Other respondents also had similar fears. They were, however, keen on the need for security of tenure so they do not face the threat of eviction. Most respondents shared that better access to services was also an aspect of housing to aspire for. Inclusive participation is a pivotal part of the scheme that seems to have been overlooked by the authorities, as no formal public meetings were held to understand the scheme and the proposed redevelopment plan at Niranjanpur.

### 6.3.1.2 NAYA BASERA

#### History of Resettlement

In 1984, over 300 families were relocated to a resettlement site called Naya Basera that comprised of single-storeyed 12 x 30 ft houses with asbestos roofs, a single room and toilet. People registered their houses with a fee of INR 5 and paid an annual amount of INR 365, post which they were allotted *patta* rights for the land. People thus considered the houses as their own homes and began to live accordingly.

#### Demographic Profile

This is a mixed community where people from two different religions live together. The percentage of people belonging to scheduled castes is relatively higher than the rest. There are two generations of people who are engaged in different livelihood options. The first generation comprises mostly of daily wage labourers or agricultural labourers and the new generation is either studying in schools and colleges or working in businesses and private jobs.

#### Existing Tenure Provision

Almost everyone in the settlement has the leasehold registration of their lands in addition to the *patta* of their land.

#### Access to Basic Services

The people of Naya Basera have arranged for access to basic services over a period of time. They have a primary and a middle school within the settlement and with the availability of private clinics and a primary healthcare centre within three km, health facilities have also improved here. Water facilities have been arranged by the people themselves and they also have a community centre.

#### People's Opinion on Resettlement

On being asked about housing aspirations and services they wish to have access to, people shared that ownership is their main priority as they were resettled from an earlier site even though they had a leasehold registration. They are of the view that their leasehold registration needs to be extended, as they do not want to go to the rehabilitation site for two to three years and then be shifted into a flat for the rest of their lives.



**Pic 6.8 | Naya Basera Basti, a proposed site for in-situ rehabilitation under PMAY**

### **Is resettlement justified?**

Naya Basera was surrounded by wild bushes, vegetation and a single road in 1984 when people were resettled here. There was no proper transport system and a single bus route was operational to reach central Indore, which was over 15 kms away. There were no fixed sources of livelihood for people and they used to either work on construction sites, or as agricultural labourers in nearby villages. The nearest centre for any basic services was Gandhi Nagar, which was over four km away.

After four decades of hard work and dedicated struggles to access basic services, Naya Basera has undergone a significant transformation and now has schools, clinics, religious places and individual water connections within the settlement. The community has a middle school and the nearest high school is just two km away. There are also general stores nearby and the nearest ration shops are about three km away. Since people have registered these dwelling units and received *pattas*, they have maintained their houses very well and invested in other services. On being

asked about the prospect of resettlement, people shared their perceptions of flats and how they can never be homes given the lack of space and inability to increase house size over time. People are culturally not accustomed to living in flats and did not see why they required redevelopment when no major project was proposed on the land and when their living conditions were good. When asked about their participation in the planning process, people shared that they were not aware and came to know about this through informal sources which once again indicates the government's oversight in this critical component.

#### **6.3.1.3 BHURI TEKRI**

Bhuri Tekri is the hilly terrain where an old settlement is located Opposite this slum settlement is a BSUP relocation site. It was an extraction unit earlier and people who began to work there eventually started living in close proximity, despite the safety concerns and the minimal payment for work. People were paid INR 10 for a truckload of *muram* (red building material), boulders and *eran* (stone) and women were paid less than their male counterparts. The nearest

school used to be in Bichauli Hapsi, a nearby village about three km from the settlement. There were no nearby hospitals then, just a private clinic two km from the settlement. The extraction work stopped here in the early 2000s and it was considered a very dangerous area. All the centres of basic amenities were quite distant, be it the nearest public transport centre or the ration shop. The nearest ration shop was three km away. There were no fixed water sources and people had to walk at least three to four km to fetch water. There have been significant changes since then due to people's consistent efforts at converting the space into a habitable one. There is currently a primary public school in the settlement itself and there are good public schools in Bichauli, Tilak Nagar and even Palasia. There is also a hospital in Bichauli Hapsi which became operational ten years ago. The settlement was announced as a residential one in 2008. Bhuri Tekri is also set to be redeveloped under PMAY.

### History of Settlement

It was earlier a part of the Gram Panchayat and was sparsely populated as just 200 families had been living here for the last 20 years since they began working at the extraction unit.

### Demographic Profile

The dominant population of Bhuri Tekri consists of people belonging to other backward classes (OBCs) followed by a few SC/ST households. There is a small percentage of people from the general category. Most of the men are daily wage labourers and the women mostly work in their own households. Since there is a primary school located in the settlement, a majority of children and youth are part of the formal education system.

### Existing Tenure Provision

Since the MP *Patta* Act was enforced in a five km radius of the Municipal Corporation, the people of Bhuri Tekri also got the *patta* rights for their occupation of collector's land.

### Access to Basic Services



**Pic 6.9 | Transit camps built in Bhuri Tekri under PMAY**

Resources were once located at a significant distance due to Bhuri Tekri's hilly surroundings and the fact that it was earlier a part of the Gram Panchayat and that Bichauli Hapsi was the centre for everything. Accessibility to basic services like water, education, health, livelihood sources and financial security has improved over the years. .

### **People's Opinion on Resettlement**

On being asked about their aspirations and services, people say that the most important part is the freehold land ownership of the house given how long they have lived here. The houses in the transit camp constructed nearby are 10 x 10 ft. They said that the transit camp rooms are so small that even a quarter of their household materials would not fit in it.

### **Recent Evictions**

Bhuri Tekri is the only settlement of the three sites where construction of houses and rehabilitation has begun. In the first phase of evictions in January 2017, around 500 houses were demolished, and families were shifted to transit camps. In the recent evictions on 23 May 2018, the rest of the 150 houses were also demolished. These families were also supposed to be resettled in transit camps but the number of 'shanties' ended up being less than the number of families (The Wire, 2018).

### **Transit Camp**

Since Bhuri Tekri is the only site where implementation has reached the construction stage, a transit camp of about 600 tin sheds has been created near the old settlement. Transit camps are the place of residence for these families till the work is completed and the conditions at the camps are a major cause for concern.

### **Is resettlement justified?**

Even the children do not aspire for a flat in the proposed multi-storied buildings. One of the respondents who has been one of the earliest people who settled here, shared that she has seen this place flourish from nothing and says that the social cohesion and relations are falling apart now as a result of so many external changes. She said that since they fall in the age-bracket of above 60 years, officials have

denied them a house in the scheme owing to their inability to pay the installments.

Since the people of Bhuri Tekri have witnessed both a resettlement colony and a transit camp in the vicinity of terrain, their fear is real. They do not want to live in either and prefer to remain in the condition they currently are in. They have also fought a long battle to make their stand clear. They refused to participate in the scheme earlier and when the demolitions began they went on an indefinite strike for more than three months. 'No one can compensate us for the hardships we have suffered, the fear we have gone through every night, the losses we have incurred, the compromises we have made and the fights we have made to convert this terrain into a place to live. This may be government land, but we have made this land worth living', said a young male respondent on being asked about their proposed resettlement. He also said that there's no question of participation and inclusion in decision making if they are not considered as residents at all.

Even after so many protests, struggles and attempts for dialogue there is no room for the participation and inclusion of people's opinion. What should have been a participatory process of housing redevelopment has turned into a civil conflict between people and authorities.

## **6.3.2 LIFE IN BHURI TEKRI**

'I sat near my demolished house for hours without realising what was happening around. It took us (her family) a while to realise that our house was ultimately demolished, and we had to shift to the transit camp', said Premlata Verma at Bhuri Tekri Transit Camp.

Premlata recalls the horrifying incident that happened at the time of demolition in 2017 where more than 400 houses were demolished and people were shifted to transit camps. There were few families who resisted the eviction drive and went on to protest. More than 50 people went on an indefinite strike against the illegal demolition of houses that were not a part of scheme. Premlata was working as a nurse in a nearby primary healthcare centre and her husband was a painter. Her house was demolished in the month of August, amidst heavy rain. She was surrounded by



the police on the day of eviction when her husband had already left for his job and her children had gone to college to study. As she resisted the eviction, she was detained by police alleging that she was trying to commit suicide. She was taken in custody and detained for more than six hours as her house was brought to dust. After detaining her, an FIR was registered against her under section 151 of CRPC, alleging she was trying to commit a cognizable crime. This crime is still not clear and as the section directs she was presented before the District Magistrate within 24 hours and was acquitted without any allegations. When she returned, she found the debris of what she once called her home.

Her family was then shifted to the transit camp house which is situated towards one end of the camp. There is no one in the adjoining houses and the first occupied house is after 11 houses. The house in this context is a one room tin shed with cement flooring. This tin-shed camp house is uninhabitable for a family of five. As a result of eviction and shifting to the transit camp, Premlata had to leave her job to take care of the house. She had to stand in a long queue to fetch water, use the toilet, and for other daily needs and chores. There's scarcity of everything, be it water, food, or security. Her house is in the corner, a space once used to bury children. She fears the area for its uninhabitable condition, which gets worse during the rains. The fear of disease is high as almost all members of the family suffered from chikungunya during the last rainy season. She says it became very tough for her family to survive in the camp house and their source of livelihood suffered. Her elder son is still attending college, but hardly gets to study at home as there's only one room. She is worried about the family as no one knows when the houses will be constructed, when they'll be ready for allotment and which floor she would be given housing in.

### 6.3.3 IMPACT (PLANNING VS IMPLEMENTATION)

A major part of the study was to record the history of these settlements as they turned barren lands to habitable places. All the three settlements are different and significant in their own terms. Naya Basera is about six km from the airport and very near the 'Super

Corridor' currently under construction. Bhuri Tekri is a hilly terrain and near the 'Gram Panchayat Areas' that have been newly included in the IMC and Niranjapur is in the heart of the city, in close proximity to all major shopping malls, coaching classes and the Indore Development Authority scheme houses. Naya Basera has a significant number of agricultural and daily wage labourers, Niranjapur houses labour for Penjon Factory and Bhuri Tekri houses labour for extraction of minerals.

An analysis of questions from all three locations that have been planned for ISSR indicate that people are very hesitant about redevelopment. They are of the view that they should have rights to the land that they currently inhabit, given that they have lived here for so long and arranged for amenities as a result of all the hard work and struggle over decades. In their opinion, the government is looking to redevelop land that they have already worked so hard to transform, to reap profits.

One of the major objectives of PMAY is to provide housing to all as the Republic of India enters 75 years of independence. Section 4.1 of PMAY guidelines say that ISSR aims to leverage the locked potential of land under slums to provide houses to all 'eligible' slum dwellers, bringing them to the formal urban settlements. The term 'formal' needs to be clarified in this context, given that they are all tenable and have access to all basic services.

According to Section 4.6 of PMAY guidelines, 'Eligibility of the slum dwellers like cut-off date etc. will be decided by States/UTs preferably through legislation'. No such legislation has been passed by the State Government nor are they considering notary or *patta* as a land-owning document. The *patta* right should have been considered as proof of land ownership for availing benefits under the beneficiary led construction (BLC) vertical of the PMAY. In the case of Bhuri Tekri, which is the only PMAY construction site at present, more than 8,000 dwelling units are planned. It is being considered as both an in-situ redevelopment site and a relocation site for Sharjah Colony, Aman Nagar and several other settlements



The Social Audit guidelines of PMAY implicitly state that the consent of people and needs assessment is very important for PMAY. However, all 14 respondents said that their community was never included in the process of planning for the implementation of PMAY. The conditions in transit camps are inhuman, with no proper flooring, ceiling and walls. Households with individual toilets have been forced to use community toilets, forced to fetch water, contain it in buckets and then use it with no privacy. Although the transit camp has been proposed as a temporary shelter for people, the dignity of people is compromised. The transit camp is more like a jail than a rehabilitation camp with constant surveillance from security staff and restricted entry into the premises. Seasonal variations increase the degree of discomfort as there is water logging during rains and excessive heating up of tin sheds during summer, making it impossible for people to stay inside during the day. Despite all this, there is no guarantee of allotment of houses.

Of the 18 settlements proposed under the scheme, the process of rehabilitation has commenced at only one site in Bhuri Tekri covering 400 households as per the information received from the PMAY implementation agency. Additionally, the land to be developed under PMAY at Bhuri Tekri was fixed at the beginning of implementation but the implementation agency is attempting to take more land, thereby disturbing over 250 families who are under constant threat of eviction. These alarming indications of the method of implementation need to be looked into.

One of the most defining features of Bhuri Tekri is that it doesn't fall under the definition of slum used by the PMAY guidelines. Houses are neither congested nor in an unhygienic environment with inadequate infrastructure or lacking in proper sanitary and drinking water facility. Despite this, houses which are outside the development plan of the IMC under PMAY were threatened for eviction. Locals complain that development work has commenced on more than the planned area. All the respondents who were part of the survey as well as interviews were of the common view that evictions were done in the most brutal and cruel manner possible.

## CHAPTER 7

# CONCLUSION AND RECOMMENDATIONS

The cases represented in the study took place under three political regimes. All the three major schemes have been analysed through the planning, implementation and outcome stages. As of 2018, Valmiki Ambedkar Awas Yojana (VAMBAY) housing is a decade and a half old, Basic Services for Urban Poor (BSUP) resettlement sites are now three to four years old and Pradhan Mantri Awas Yojana (PMAY)

sites are being currently planned and implemented. Over 15 years, three schemes have been implemented in the city and each one follows an arbitrary process of implementation with a similar trajectory. In all the cases studied, people have spent decades developing habitats on land that they have considered theirs and housing schemes have been enforced on them without their participation and involvement.

## KEY FINDINGS

The study reveals the following major findings:

### **NON-ADHERENCE TO UNITED NATIONS (UN) GUIDELINES AND THE SCHEMES' GUIDELINES DURING EVICTION AND RESETTLEMENT**

Authorities are mandated to provide notices to all potentially affected persons before project-based evictions. Additionally, all relevant information, including land records and proposed resettlement plans, must be provided for public review for a given time period. Public hearings on the proposed plans and alternatives need to be held thereafter to facilitate the provision of legal, technical and other advice for the affected people. All these procedural norms were found lacking in the implementation of these schemes. In majority cases, notices were not served to individual houses.

Overall, 56 per cent respondents said that they were not served any kind of notice before evictions. 83 per cent respondents surveyed across all the housing schemes claimed they were 'forcefully evicted' and no household was paid any compensation for the losses incurred due to demolition of houses and subsequent rehabilitation. It is evident from the findings that the

process of rehabilitation was flawed and unjust.

### **EXISTING LEGAL SAFEGUARDS OF THE POOR VIOLATED**

Majority settlements that have been resettled at various relocation sites under housing schemes have been resettled before under earlier schemes. Most households have also had the *patta* rights (land titles) or resided on the 15 per cent land reserved for the economically weaker section (EWS). Despite these legal safeguards, the scheme guidelines did not consider the existence and identity of people.

### **SUBSTANDARD CONSTRUCTION, DESIGN AND QUALITY OF RESETTLEMENT HOUSES**

The construction and design of the houses did not adhere to the prescribed guidelines and disregarded basic, practical needs of the occupants. It was found that the houses provided were smaller in carpet area compared to the size mentioned in the guidelines. For example, under the VAMBAY scheme the houses constructed were less than 120 sq. ft. (165 sq. ft. mandated in the guidelines) and failed to accommodate all the family members, resulting in

the separation of the family unit. This trend was also perceived in the houses constructed under BSUP. Cases were also reported where the elderly and disabled were provided houses on the second or third floor of the building, which raises questions on the ease of accessibility and the general apathy towards the concerned people. In some cases, few families were not allotted houses due to their inability to produce certain documents and, in still others, it was found that the buildings were rapidly deteriorating.

### **LACK OF BASIC FACILITIES AT THE RESETTLEMENT SITES**

Basic amenities like education, health, clean drinking water, hygiene, public transport, electricity, and other public conveniences were also found lacking at the rehabilitation sites. The following are some instances of lack of access:

#### **HEALTH**

Due to the distance of the public hospital from the resettlement colony, majority respondents preferred to go to a private clinic instead, thereby drastically increasing expenditure on healthcare. Respondents highlighted that health was a significant concern given that skin diseases and chikungunya are rampant in the colony due to waterlogging and unhygienic water supply.

#### **WATER**

A salient feature of the BSUP scheme was the provision of clean water, but all the respondents mentioned lack of access to tap water at home. 65 per cent respondents said that they fetch water from water tankers. Individual water connections were not even a part of the VAMBAY scheme. Over the years, the situation seems to have improved as 4–5 households now share a common tap.

#### **LACK OF ENTITLEMENTS AND ACCESS**

The 57 per cent who possessed a ration card had to travel an average of six km to reach the registered centre for procuring ration. Similarly, 77 per cent respondents who had a bank account had to travel an average of five km to access any banking services. The lack of public transport was also reported by the respondents.

### **ADVERSE IMPACT ON LIVELIHOOD AND FALL IN MONTHLY INCOME**

Due to relocation, distances to workplaces and educational institutions increased manifold, multiplying costs and time spent in commutes. Before resettlement, only 24 per cent respondents had to travel more than five km to their workplace. This dramatically rose to 67 per cent post resettlement.

The most severe consequence of the resettlement process was the sharp decline in the monthly incomes of the residents. Before evictions, one-fourth respondents were earning less than INR 5,000 and 72 per cent were earning more than INR 5,000. Post evictions, however, 50 per cent reported earning less than INR 5,000 and a meagre 45 per cent were able to continue earning more than INR 5,000.

The average unemployment period, post-resettlement, was nearly eight months and it was found that most of the women could not restart their occupation owing to various factors such as, distance of the workplace from place of residence, lack of economic mobility, no opportunity for the same kind of work at the new place, change in lifestyle, change in social environment and difficulties in taking care of the family at the new residence.

### **PMAY IMPLEMENTATION CONTRADICTS THE SCHEME GUIDELINES**

It was observed during the data collection process that the implementation of PMAY is contrary to the scheme guidelines. The guidelines define slums as, 'a compact area of 300 population and 60–70 houses of poorly built congested tenements in unhygienic environment usually with inadequate infrastructure and lacking in proper sanitary and drinking water facility'. However, Bhuri Tekri settlement neither has congested tenements nor lacks any inadequate infrastructure. Similarly, other settlements like Niranjapur or Naya Basera bear the same testimony. These settlements do not lack basic facilities and have *patta* rights of the land but are still being considered for resettlement under the scheme.

## REPETITION OF POOR IMPLEMENTATION PROCEDURES

All schemes surveyed lacked an understanding of local needs and community participation. For example, people allotted houses under VAMBAY (implemented in 2003) are still waiting to get freehold ownership of their houses and those under BSUP were forcefully

evicted, followed by relocation to peripheries that led to a severe fall in their incomes. These experiences of erstwhile housing projects should have been considered as learnings towards providing adequate housing before preparing the first phase of the next housing schemes, such as the PMAY.

## RECOMMENDATIONS

Based on the findings from the study, the following recommendations have been made:

### HOUSING SCHEMES MUST PROTECT HUMAN RIGHTS AND DIGNITY

Article 1 of the UDHR says that all human beings are born free and equal in dignity and rights. Dignity is well connected to the idea of an adequate living place and workplace. When the government is planning a housing scheme, it needs to consider the dignity of people who are going to live in those houses. Similarly, the UN Committee of Economic, Social and Cultural Rights looks at Right to Adequate Housing as the right to live somewhere in peace, security and dignity. The basic components of adequate housing should be taken care of in the design, planning and implementation of any housing scheme.

The human rights approaches of respect, protect, realise and provide should be of the top most priority at the time of any slum rehabilitation or redevelopment scheme. Until the State respects the existence of people, protects their housing and livelihood rights, realises their actual needs and provides the atmosphere, condition and protection to flourish and prosper, no housing scheme can achieve the target of housing for all. The most important consideration before the conceptualisation of a housing scheme should be that the whole process should not result in the violation of human rights of people.

### ENFORCE UN GUIDELINES ON FORCED EVICTIONS IN HOUSING SCHEME GUIDELINES

UN Guidelines on Forced Evictions is a soft law tool that places an obligation on States to ensure that evictions only occur in exceptional circumstances. The

most important aspect of any housing scheme should be not to carry out evictions until it is unavoidable. Contrary to this, in the case of Indore housing schemes have adopted the option of relocation of slums and that has resulted in evictions on a large scale. States should take care of the guidelines and form policy or legislation to avoid forced evictions, especially in the name of implementation of housing schemes.

### HOUSING SCHEMES MUST ADDRESS THE LOCAL CONTEXT

A centrally sponsored housing scheme is planned, designed and implemented to reduce the housing deficit in the country. It is based on needs assessment of the actual housing deficit. The housing context in each city is unique and for a housing scheme to be successful, implementation should be based on a thorough understanding of the existing housing situation and states and local governments must make provisions for the same.

### PEOPLE BUILT HOUSING SHOULD BE CONSIDERED AS AN ORGANIC SOLUTION TO THE HOUSING DEFICIT

As a large part of the population lives in these settlements, negating their existence will turn housing needs into an even bigger crisis. The PMAY in Indore has been designed to address housing needs, but in reality it is only creating a new crisis which would need to be subsequently addressed. The implementation of any housing scheme needs to focus on upgradation of housing rather than the creation of new dwelling units to resettle the people of slums. The local land provisions like *Patta* Act in Madhya Pradesh

and government rules like 15 per cent reservation for economically weaker section (EWS) housing in every housing colony should also be respected which provides access to basic services for informal settlements.

### **PROMOTE THE USE OF LOCAL RESOURCES AND ADAPT HOUSING TO CULTURAL CONTEXTS**

A housing scheme should focus on deploying local resources and understanding to provide housing that responds to the given cultural contexts. This should be complemented with the local resources like labour and designs available in the community. This will be beneficial for both the local government and people who will feel more connected to the design and house.

## REFERENCES

---

- Aga Khan Development Network. (n. d.). *Aranya Community Housing*. Retrieved from <http://www.akdn.org/architecture/project/aranya-community-housing>.
- Ansal, S. (2002). 'Housing for Economically Weaker Section by Private Participation'. National Real Estate Development Council, India.  
Retrieved from <http://www.naredco.in/article/pdfs/Housing%20for%20Economically%20Weaker%20Section%20by%20Private%20Participation.doc>
- Ansari, J. H. (2000). 'Improving Access of the Poor to Serviced Urban Land in India. *Social Change*, 30(1–2), 130–138.
- Asian Forum for Human Rights and Development. (2008). *India's Hunger for Economic, Social and Cultural Rights*. Retrieved from <https://www.forum-asia.org/?p=12714>.
- Bose, A. (1967, June). 'Housing the Rich in Delhi'. *Economic and Political Weekly*, 2(22): 997–999.
- Burns, Robert B. (1997). *Introduction to Research Methods* (2nd Edition). Pennsylvania State University: Addison Wesley Longman.
- Davidson, Cynthia and Ismail Serageldin, editors (1995). *Architecture Beyond Architecture*. London: Academy Editions.
- Directorate, Town and Country Planning, Madhya Pradesh. n. d. *Indore Development Plan 2021*. Retrieved from <http://mptownplan.gov.in/LU-panel/Indore/Indore%20development%20plan%202021.pdf>
- Doshi, B. V., & Himanshu, H. P. (1988). Aranya Township, Indore. *MIMAR 28: Architecture in Development*.
- Ekram, L. (2013). Aga Khan Development Network. *Aranya Community Housing*. Retrieved from <https://www.akdn.org/sites/akdn/files/media/documents/AKAA%20press%20kits/1995%20AKAA/Aranya%20Community%20Housing%20-%20India.pdf>
- Government of India. (2011). *District Census Handbook Indore, Village and Town Directory*. Directorate of Census Operations Madhya Pradesh, 404–459.
- Housing and Land Rights Network. (2018, February). *Handbook on UN Basic Principles and Guidelines on Development-based Evictions and Displacement*, 3–8, 29–36.
- Indore Municipal Corporation. (2013). *Slum Free City Plan for Indore Metropolitan Area*. Vol. 1, 20–24, 45–51, 70–81.
- Kumar, R. (2011). *Research Methodology: A Step-by-Step Guide for Beginners*. New Delhi: Sage.
- Kundu, A. (2014). 'Exclusionary Growth, Poverty and India's Emerging Urban Structure. *Social Change*, 44(4), 541–566.
- Mohan, R., & Dasgupta, S. (2004, June). Urban Development in India in the Twenty First Century: Policies for Accelerating Urban Growth. In Fifth Annual Conference on Indian Economic Policy Reforms at Stanford Centre for International Development, June, pp. 4–5.
- Mohua.gov.in. (2017). *Rajiv Awas Yojana: Ministry of Housing and Urban Affairs, Government of India*. Retrieved from <http://mohua.gov.in/cms/raji-awasyojana.php>.
- Mohua.gov.in (2017). *Jawaharlal Nehru National Urban Renewal Mission: Ministry of Housing and Urban Affairs, Government of India*. Retrieved from <http://mohua.gov.in/cms/jawaharlal-nehru-national-urban-renewal-mission.php>.

Mohua.gov.in. (2018). *Pradhan Mantri Awas Yojana: Ministry of Housing and Urban Affairs, Government of India*. Retrieved from <http://mohua.gov.in/cms/pradhan-mantri-awas-yojana.php>.

Morris, S. (2017). 'The Horror of Urban Development in India: Identifying the Real Issues'. Ahmedabad: Indian Institute of Management. Retrieved from <https://web.iima.ac.in/assets/snippets/workingpaperpdf/8320310722017-06-01.pdf>

Murti, B. K. (1967, May). 'Power Elite Planning for People's Welfare'. *Economic and Political Weekly*, 2(21): 959-976.

Sripati, V. (2000). India's National Human Rights Commission: A Shackled Commission. *Boston University International Law Journal*, 18: 1-46.

Tangri, S. S. (1968). 'Urban Growth, Housing and Economic Development: The Case of India'. *Asian Survey*, 8(7): 519-538.

UN OHCHR. (2012). *Human Rights Indicators: A Guide to Measurement and Implementation*. New York and Geneva: UN OHCHR.

UN OHCHR (2014). The Right to Adequate Housing- Fact Sheet No. 21/Rev.1. *UN-Habitat*. Retrieved from [https://www.ohchr.org/Documents/Publications/FS21\\_rev\\_1\\_Housing\\_en.pdf](https://www.ohchr.org/Documents/Publications/FS21_rev_1_Housing_en.pdf).

United Nations. (n. d.). Retrieved from <http://www.un.org/en/sections/issues-depth/human-rights>

Urban Research Lab (2018). *Delhi Mumbai Industrial Corridor-Madhya Pradesh*. Retrieved from <http://delhimumbaiindustrialcorridor.com/dmic-madhya-pradesh.html>.

## ANNEXURE 1

# QUESTIONNAIRE FOR SAMPLE SURVEY

### यूथ फ़ोर यूनिटी एंड वोलंटरी एक्शन “इंदौर शहर में चल रहे आवासीय परियोजनाओं की मानव अधिकार समीक्षा”

**Note:** यह सैम्पल सर्वे प्रश्नावली इंदौर शहर के अंदर विभिन्न आवासीय योजनाओं तथा आधारभूत संरचना के विकास हेतु योजनाओं के लिए हुए बस्तियों के तोड़-फोड़, तथा बस्तियों के ट्रेजिट कैम्प में पुनर्स्थापन का मानव अधिकार समीक्षा के लिए प्रयोग किया जाएगा। इस प्रश्नावली के उत्तर हेतु सभी प्रत्यर्थियों से स्वीकृति ली गयी है।

फ़ॉर्म क्र:

दिनांक:

स्थान:

शोधार्थी का नाम:

#### 1. बेसिक प्रोफ़ाइल-

- 1.1 नाम: .....
- 1.2 परिवार के मुखिया का नाम: .....
- 1.3 मुखिया से संबंध: 1. स्वयं 2. पुत्री 3. पुत्र 4. पति/पत्नी 5. अन्य ....
- 1.4 आयु: .....
- 1.5 लिंग: 1. पुरुष 2. स्त्री 3. अन्य .....
- 1.6 परिवार में सदस्यों की संख्या: .....
- 1.6.1 60 वर्ष से अधिक का कोई सदस्य: .....
- 1.6.2 कोई विकलांग सदस्य: .....
- 1.7 शैक्षणिक योग्यता: 1. प्राथमिक 2. मट्रिक 3. स्नातक 4. अन्य 5. अनपढ़ .....
- 1.8 वैवाहिक स्थिति: 1. विवाहित 2. अविवाहित 3. असंस्कृत 4. विधवा/विधुर .....
- 1.9 धर्म: .....
- 1.10 जाति: .....
- 1.11 व्यवसाय: .....
- 1.12 आप यहाँ कब से रह रहे हैं? 1. 1 साल से कम 2. 1 वर्ष से अधिक (सही अवधि:.....)
- 1.13 मूल निवासी: .....
- 1.14 कहाँ से विस्थापित किए गए: .....
- 1.15 पता: (पुनर्वासित स्थान का) .....
- 1.15.1 पता: (मूल स्थान का) .....

1.16 घर कौन से मंजिले पर है: .....

1.17 घर का फ़्लोर एरिया: .....

#### 2. ज़बरन तोड़-फोड़ तथा पुनर्वास से सम्बंधित प्रश्न:

- 2.1 क्या तोड़-फोड़ से पहले कोई नोटिस दिया गया था? 1. हाँ 2. नहीं  
3. अनौपचारिक रूप से सुना .....
- 2.2 यदि हाँ, तो नोटिस देने तथा तोड़-फोड़ के बीच कितना अंतराल रहा?  
.....
- 2.2.1 यदि हाँ, तो नोटिस देने हेतु किस माध्यम का उपयोग किया गया था?  
1. मौखिक  
2. प्रशासन के लोगो तथा हस्ताक्षर के साथ प्रकाशित नोटिस  
3. प्रशासन के लोगो तथा हस्ताक्षर के साथ हस्त लिखित नोटिस  
4. अन्य .....
- 2.2.2 नोटिस को कैसे वितरित किया गया था?  
1. सभी व्यक्तियों को बाँटा गया है  
2. किसी एक स्थान पर चस्पा किया गया
- 2.2.3 नोटिस किस भाषा में दिया गया था?  
1. हिंदी  
2. अंग्रेज़ी  
3. किसी अन्य क्षेत्रीय भाषा .....
- 2.2.4 नोटिस में तोड़-फोड़ का मुख्य कारण क्या दिया गया था?  
1. सरकारी निर्माण परियोजना  
2. आवास परियोजना  
3. स्लम पुनर्वास परियोजना  
4. अन्य .....
- 2.2.5 किस प्रशासन द्वारा नोटिस जारी किया गया था?  
1. इंदौर विकास प्राधिकरण  
2. इंदौर नगर निगम  
3. इंदौर लोक निर्माण विभाग  
4. अन्य .....
- 2.3 क्या आपके द्वारा किसी तरह का ऐक्शन लिया गया?  
1. क़ानूनी  
2. राजनैतिक  
3. ग़ैर सरकारी संस्थाओं के साथ



4. अन्य .....
- 2.4 यह ऐक्शन लेने में आपकी सहायता किसने की? .....
- 2.5 क्या पुनर्वासि जबरदस्ती था या स्वेच्छा से? .....
1. ज़बरन
  2. स्वेच्छा से
- 2.6 तोड़-फोड़ के समय कौन कौन से सरकारी अधिकारी वहाँ मौजूद थे?
1. कलेक्टर
  2. एसडीएम
  3. नगर निगम के अधिकारी
  4. विकास प्राधिकरण के अधिकारी
  5. अन्य .....
- 2.7 क्या कोई भी महिला लिंग आधारित हिंसा या किसी अन्य तरह के हिंसा से पीड़ित रही?
1. हाँ
  2. नहीं
- 2.8 क्या किसी भी सदस्य के साथ किसी भी तरह की हिंसा हुई?
1. हाँ
  2. नहीं
- 2.9 क्या पूरे प्रक्रिया के दौरान किसी के जान की क्षति हुई?
1. हाँ
  2. नहीं
- 2.10 आपके पिछली जगह से पुनर्वासित जगह की दूरी कितनी है?
1. 1 किमी से कम
  2. 1 से 5 किमी
  3. 5 किमी से अधिक
- 2.11 पुनर्वास के दौरान खर्च
- 2.11.1 नए घर में किया गया शुरुआती खर्च: .....
- 2.11.2 कितने दिनों तक बेरोज़गार रहे? .....
- 2.11.3 केस तथा अदालत के मामलों में आया खर्च .....
- 2.12 क्या आपके नुकसान के लिए किसी तरह की क्षतिपूर्ति की गयी?
1. हाँ
  2. नहीं
- 2.13 सम्भरन (मेंटेनेन्स) में आने वाला मासिक खर्च
1. 1000 रु से कम
  2. 1000 से 5000 रु तक
  3. 5000 रु से अधिक

### 3. आर्थिक-सामाजिक तथा सांस्कृतिक अधिकारों के प्रश्न:

#### 3.1 कार्य तथा जीविका आधारित प्रश्न:

- 3.1.1 व्यवसाय
- 3.1.1.1 मुख्य व्यवसाय
  - 3.1.1.2 द्वितीय व्यवसाय
- 3.1.2 नए स्थान से कार्यक्षेत्र की दूरी
1. 1 किमी से कम
  2. 1 से 5 किमी
  3. 5 किमी से अधिक
- 3.1.3 नए स्थान से कार्यक्षेत्र के मध्य प्रतिदिन आने वाला खर्च
1. 50 रु से कम
  2. 50 से 100 रु.
  3. 100 रु से अधिक
- 3.1.4 पुराने स्थान से कार्यक्षेत्र की दूरी
1. 1 किमी से कम

2. 1 से 5 किमी
3. 5 किमी से अधिक

#### 3.1.5 पुराने स्थान से कार्यक्षेत्र के मध्य प्रतिदिन आने वाला खर्च

1. 50 रु से कम
2. 50 से 100 रु.
3. 100 रु से अधिक.

#### 3.1.6 क्या पुनर्वास के दौरान किसी तरह के जीविका की क्षति होती हुई?

1. हाँ
2. नहीं

#### 3.1.7 नए स्थान पर आपके परिवार की मासिक आय

1. 5000 रु से कम
2. 5000 से 15000 रु
3. 15000 रु से अधिक

#### 3.1.8 पुराने स्थान पर आपके परिवार की मासिक आय

1. 5000 रु से कम
2. 5000 से 15000 रु
3. 15000 रु से अधिक

#### 3.2 पुनर्वास वाले घर के विषय में:

##### 3.2.1 क्या घर के स्वामित्व से पहले आपको किसी तरह का भुगतान करना पड़ा था?

1. हाँ
2. नहीं

##### 3.2.1.1 कितना पैसा भुगतान करना पड़ेगा? .....

##### 3.2.1.2 भुगतान का माध्यम क्या है? .....

##### 3.2.2 क्या आपको आपके घर का पूर्ण स्वामित्व दिया गया था?

1. हाँ
2. नहीं

##### 3. कुछ वर्षों के बाद दे दिया जाएगा

##### 3.2.3 क्या पुनर्वास के कारण आप के सांस्कृतिक या सामाजिक व्यवहार में किसी तरह का बदलाव आया है? विस्तार से बताएँ.

#### 3.3 शिक्षा तथा स्वास्थ्य संबंधी

##### 3.3.1 सबसे नज़दीक सरकारी स्कूल: .....

##### 3.3.1.1 क्या पुनर्वास के बाद स्कूल बदला है?

1. हाँ
2. नहीं

##### 3.3.2 स्कूल की दूरी (नए स्थान से)

1. 1 किमी से कम
2. 1 से 5 किमी
3. 5 किमी से अधिक

##### 3.3.3 स्कूल का प्रकार

1. प्राथमिक
2. माध्यमिक
3. उच्चतर
4. उच्चतर माध्यमिक

##### 3.3.4 स्कूल जाने का माध्यम

1. निजी वाहन
2. पैदल
3. सार्वजनिक वाहन
4. अन्य .....

##### 3.3.5 स्कूल की दूरी (पुराने स्थान से)

1. 1 किमी से कम
2. 1 से 5 किमी
3. 5 किमी से अधिक

##### 3.3.6 सबसे पास में सरकारी अस्पताल .....

##### 3.3.7 अस्पताल की दूरी .....

1. 1 किमी से कम

2. 1 से 5 किमी
3. 5 किमी से अधिक
- 3.3.8 अस्पताल का प्रकार
  1. प्राथमिक उपचार केन्द्र
  2. ज़िला अस्पताल
  3. अन्य सरकारी अस्पताल
  4. अन्य निजी अस्पताल
- 3.3.9 समुदाय द्वारा पसंद की जाने वाली स्वास्थ्य सुविधा:
  1. अस्पताल
  2. निजी क्लीनिक
  3. अन्य
- 3.3.10 सबसे नए में हुआ आपका दवाई पर खर्च:- कितना .....
- 3.3.11 बीते दिनों में हुई कोई बीमारी: .....
- 3.3.12 कोई दुर्घटना या दुर्घटना से हुई मृत्यु: .....
- 3.3.13 मृत्यु का कारण क्या रहा? .....
- 3.4 पानी एवं स्वच्छता संबंधित:
  - 3.4.1 आपके पीने के पानी का स्रोत क्या है?
    1. घर में नल कनेक्शन
    2. सार्वजनिक बोरवेल
    3. सार्वजनिक वॉटर टैंकर
    4. खरीदते हैं
    5. अन्य .....
  - 3.4.2 पानी की उपलब्धता कैसी है?
    1. प्रतिदिन कुछ घंटों के लिए
    2. एक दिन बीच करके
    3. सप्ताह में एक दिन
    4. अन्य .....
  - 3.4.3 यदि पानी खरीदते हैं तो प्रतिदिन कितना खर्च आता है?
    1. 20 रु से कम
    2. 20 से 50 रु तक
    3. 50 रु से अधिक
  - 3.4.4 आप के नए घर में शौचालय की कैसी व्यवस्था है?
    1. घर में अटैच्ड शौचालय
    2. सार्वजनिक शौचालय
    3. कोई व्यवस्था नहीं
  - 3.4.4.1 यदि घर में शौचालय है तो, क्या पानी की व्यवस्था है?
    1. हाँ
    2. नहीं
  - 3.4.4.2 यदि घर में शौचालय है तो, क्या सिवेज की व्यवस्था है?
    1. हाँ
    2. नहीं
  - 3.4.4.3 यदि सार्वजनिक शौचालय है तो परिवार का प्रतिदिन कितना खर्च आता है?.....
    1. मुफ्त है
    2. 20 रु से कम
    3. 20 से 50 रु तक
    4. 50 रु से अधिक
  - 3.4.4.4 यदि कोई व्यवस्था नहीं है तो क्या उपाय है?
    1. खुले में शौच
    2. किसी अन्य जगह पर सार्वजनिक शौचालय का प्रयोग
- 3.5 आवासीय सुविधाएँ आधारित प्रश्न:
  - 3.5.1 क्या आपके घर में बिजली का कनेक्शन है?
    1. हाँ
    2. नहीं
    3. अन्य .....
  - 3.5.2 यदि हाँ, तो क्या बिल आपके नाम पर आता है?
    1. हाँ

2. नहीं
- 3.5.3 औसतन एक महीने में बिजली पर कितना खर्च होता है?
  1. 200 रु से कम
  2. 200 से 500 रु तक
  3. 500 रु से अधिक
- 3.5.4 क्या पावर कट होता है?
  1. हाँ
  2. नहीं
- 3.5.5 यदि हाँ, तो प्रतिदिन कितने देर के लिए?
  1. 1 घंटे से कम
  2. 1 घंटे से 3 घंटे तक
  3. 3 घंटे से अधिक
- 3.5.6 आपके घर में खाना पकाने का स्रोत क्या है?
  1. एलपीजी गैस कनेक्शन
  2. मिट्टी का चूल्हा
  3. स्टोव
  4. अन्य .....
- 3.5.7 क्या आपके घर में एलपीजी गैस का कनेक्शन है?
  1. हाँ
  2. नहीं
- 3.5.8 औसतन एक महीने में गैस सिलेंडर पर कितना खर्च होता है?
  1. 700 रु से कम
  2. 700 से 1000 रु तक
  3. 1000 रु से अधिक

#### 4. सिविल तथा राजनैतिक अधिकारों के प्रश्न:

- 4.1 सरकारी सुविधाओं के लाभ:
  - 4.1.1 राशन कार्ड:
    1. हाँ
    2. नहीं .....
  - 4.1.1.1 सबसे नज़दीकी राशन के दुकान की दूरी: .....
  - 4.1.2 पेंशन तथा सरकारी बीमा
    1. हाँ
    2. नहीं
  - 4.1.3 बैंक अकाउंट
    1. हाँ
    2. नहीं
  - 4.1.3.1 सबसे नज़दीकी बैंक की दूरी: .....
  - 4.1.4 आधार कार्ड:
    1. नए पते पर
    2. पुराने पते पर
    3. नहीं है
  - 4.1.5 परिवार में कोई लड़की लाइली लक्ष्मी योजना का लाभ उठा रही है?
    1. हाँ
    2. नहीं
  - 4.1.6 स्वच्छ भारत वैन की सुविधा:
    1. प्रतिदिन
    2. सप्ताह में एक बार
    3. सुविधा ही नहीं है
    4. अन्य .....
  - 4.1.7 सबसे नज़दीकी सार्वजनिक यातायात की सुविधा की दूरी:
    1. 1 किमी से कम
    2. 1 किमी से अधिक
  - 4.1.8 सबसे नज़दीक आंगनवाड़ी की दूरी:
    1. 1 किमी से कम
    2. 1 किमी से अधिक

4.1.9 यदि 1 किमी से कम, तो आपके आस पास कितने आंगनवाड़ी हैं?

1. 1 से 3
2. 3 से अधिक

4.1.10 क्या आपके आस पास कोई कौशल विकास केंद्र है?

1. हाँ
2. नहीं

4.1.11 किसी अन्य तरह के “राष्ट्रीय शहरी आजीविका मिशन” के अंतर्गत कोई शुरुआत हुई है क्या?

1. हाँ
2. नहीं

4.1.12 यदि हाँ, तो किस तरह की?.....

.....  
.....

आवश्यक टिप्पणी:

सभी प्रश्नों के उत्तर मेरी स्वीकृति के बाद ही लिए गये तथा शोधार्थी ने किसी भी प्रश्न के उत्तर के लिए मुझपर किसी तरह का दबाव नहीं बनाया। अतः मैं शोधार्थी को यह सहमति देता/देती हूँ कि वो इस प्रश्नावली द्वारा लिए गये मेरे उत्तरों तथा जानकारी को “इंदौर शहर में चल रहे आवासीय परियोजनाओं की मानव अधिकार समीक्षा” के शोध में उपयोग कर सकते हैं।

प्रत्यर्थी का नाम:

हस्ताक्षर:

दिनांक:

## ANNEXURE 2

# INTERVIEW SCHEDULE FOR BASTIS

### यूथ फ़ोर यूनिटी एंड वोलंटरी एक्शन “इंदौर शहर में चल रहे आवासीय परियोजनाओं की मानव अधिकार समीक्षा” इंटरव्यू शेड्यूल

**Note:** यह इंटरव्यू शेड्यूल इंदौर शहर के अंदर विभिन्न आवासीय योजनाओं तथा आधारभूत संरचना के विकास हेतु योजनाओं के लिए हुए बस्तियों के तोड़-फोड़, तथा बस्तियों के ट्रेजिट कैम्प में पुनर्स्थापन का मानव अधिकार समीक्षा के लिए प्रयोग किया जाएगा। इस शेड्यूल के उत्तर हेतु सभी प्रत्यर्थियों से स्वीकृति ली गयी है।

फ़ॉर्म क्र:

दिनांक:

स्थान:

शोधार्थी का नाम:

#### 1. बेसिक प्रोफ़ायल-

- 1.1 नाम: .....
- 1.2 परिवार के मुखिया का नाम: .....
- 1.3 मुखिया से संबंध:
  1. स्वयं
  2. पुत्री
  3. पुत्र
  4. पति/पत्नी
  5. अन्य .....
- 1.4 आयु: .....
- 1.5 लिंग:
  1. पुरुष
  2. स्त्री
  3. अन्य .....
- 1.6 परिवार में सदस्यों की संख्या: .....
  - 1.6.1 60 वर्ष से अधिक का कोई सदस्य: .....
  - 1.6.2 कोई विकलांग सदस्य: .....
- 1.7 शैक्षणिक योग्यता:
  1. प्राथमिक
  2. मट्रिक
  3. स्नातक
  4. अन्य
  5. अनपढ़ .....
- 1.8 वैवाहिक स्थिति:
  1. विवाहित
  2. अविवाहित
  3. असंसक्त
  4. विधवा/विधुर .....
- 1.9 धर्म: .....

1.10 जाति: .....

1.11 व्यवसाय: .....

1.12 आप यहाँ कब से रह रहे हैं?  
 1. 1 साल से कम  
 2. 1 वर्ष से अधिक (सही अवधि:.....)

1.13 मूल निवासी: .....

#### बस्ती में रह रहे लोगों के लिए:

#### 2. आवश्यकता आधारित अप्रोच-

- 2.1 आप यहाँ कब से रह रहे हैं?
- 2.2 आप के यहाँ रहना शुरू करने से लेकर अभी तक इस जगह में क्या क्या बदलाव आए हैं?
- 2.3 निम्नलिखित सुविधाओं तक पहुँच में क्या बदलाव आए हैं?
  - ☐ शिक्षा
  - ☐ स्वास्थ्य
  - ☐ रोज़गार
  - ☐ राशन
  - ☐ बैंक तथा डाक घर
- 2.4 यदि आप अपने लिए एक घर की कल्पना करते/करती हैं तो किस तरह के घर की कल्पना करते/करती हैं?
- 2.5 आपके अनुसार यदि सरकार आपके घर को ठीक या फिर किसी अन्य घर देने की योजना बनाए तो उसमें क्या महत्वपूर्ण चीज़ें होनी चाहिए?
  - ☐ स्वामित्व की सुरक्षा के नज़रिए से
  - ☐ सुविधाओं के नज़रिए से
  - ☐ भौगोलिक स्थिति के नज़रिए से
  - ☐ किफ़ायत के नज़रिए से

2.6 क्या आपके अनुसार किसी भी घर के बदले में घर देने से क्षतिपूर्ति हो सकती है? यदि हाँ तो कैसे? और यदि नहीं तो इसे कैसे सुनिश्चित किया जाए?

2.7 किसी भी जगह को किसी भी योजना के अंतर्गत स्थानांतरण या तोड़-फोड़ से पहले शामिल करना कितना आवश्यक है?

2.8 यहाँ पर सामुदायिक सहभागिता तथा सामाजिक सम्बंध कैसे हैं?.....

.....

सभी प्रश्नों के उत्तर मेरी स्वीकृति के बाद ही लिए गये तथा शोधार्थी ने किसी भी प्रश्न के उत्तर के लिए मुझपर किसी तरह का दबाव नहीं बनाया। अतः मैं शोधार्थी को यह सहमति देता/देती हूँ कि वो इस प्रश्नावली द्वारा लिए गये मेरे उत्तरों तथा जानकारी को “इंदौर शहर में चल रहे आवासीय परियोजनाओं की मानव अधिकार समीक्षा” के शोध में उपयोग कर सकते हैं।

प्रत्यर्थी का नाम:

हस्ताक्षर:

दिनांक:

## ANNEXURE 3

# INTERVIEW SCHEDULE FOR REHABILITATION SITES

### यूथ फ़ोर यूनिटी एंड वॉल्यून्ट्री ऐक्शन “इंदौर शहर में चल रहे आवासीय परियोजनाओं की मानव अधिकार समीक्षा” इंटरव्यू शेड्यूल

**Note:** यह इंटरव्यू शेड्यूल इंदौर शहर के अंदर विभिन्न आवासीय योजनाओं तथा आधारभूत संरचना के विकास हेतु योजनाओं के लिए हुए बस्तियों के तोड़-फोड़, तथा बस्तियों के ट्रेजिट कैम्प में पुनर्स्थापन का मानव अधिकार समीक्षा के लिए प्रयोग किया जाएगा। इस शेड्यूल के उत्तर हेतु सभी प्रत्यर्थियों से स्वीकृति ली गयी है।

फ़ॉर्म क्र:

दिनांक:

स्थान:

शोधार्थी का नाम:

#### 1. बेसिक प्रोफ़ायल-

- 1.1 नाम: .....
- 1.2 परिवार के मुखिया का नाम: .....
- 1.3 मुखिया से संबंध:
  1. स्वयं
  2. पुत्री
  3. पुत्र
  4. पति/पत्नी
  5. अन्य .....
- 1.4 आयु: .....
- 1.5 लिंग:
  1. पुरुष
  2. स्त्री
  3. अन्य .....
- 1.6 परिवार में सदस्यों की संख्या: .....
  - 1.6.1 60 वर्ष से अधिक का कोई सदस्य: .....
  - 1.6.2 कोई विकलांग सदस्य: .....
- 1.7 शैक्षणिक योग्यता:
  1. प्राथमिक
  2. मट्रिक
  3. स्नातक
  4. अन्य
  5. अनपढ़ .....
- 1.8 वैवाहिक स्थिति:
  1. विवाहित
  2. अविवाहित
  3. असंस्कृत
  4. विधवा/विधुर .....
- 1.9 धर्म: .....

1.10 जाति: .....

1.11 व्यवसाय: .....

1.12 आप यहाँ कब से रह रहे हैं?

1. 1 साल से कम
2. 1 वर्ष से अधिक (सही अवधि:.....)

1.13 मूल निवासी: .....

**ट्रांजिट कैम्प अथवा पुनर्स्थापित आवासों में रहने वाले प्रत्यर्थियों के लिए:**

#### 3. जीवन शैली में बदलाव-

3.1 तोड़-फोड़ और यहाँ (ट्रेजिट कैम्प) आने के बाद से आपके जीवन शैली में क्या अंतर आया है?

- ☐ शिक्षा
- ☐ कमाई
- ☐ सामाजिक सहयोग
- ☐ सामाजिक स्थिति
- ☐ लाइवलीहुड

3.2 यहाँ पर सामुदायिक सहभागिता कैसी है?

3.3 यहाँ आने के बाद से आपके परिवार में आए सांस्कृतिक और व्यावहारिक बदलाव के बारे में बताइए।

3.4 मूलभूत सुविधाओं जैसे बिजली, पानी (स्वच्छ पेय जल तथा अन्य उपयोग हेतु), सड़क, शौचालय, तथा पिछली आवासीय पते के दस्तावेज़ के बारे में बताएँ।

**4. पुनर्स्थापन/ ट्रेजिट कैम्प में आने के बाद से अब तक के आपके और आपके परिवार के जीवन के बारे में थोड़ा बताइए।**

**5. यहाँ पर दी जाने वाली सुविधाओं के बारे में कुछ बताइए  
तथा आप जिन असुविधाओं का सामना करना पड़ता है  
उसके बारे में भी बताइए।**

---

- ☐ शिक्षा
- ☐ स्वास्थ्य
- ☐ रोज़गार
- ☐ राशन
- ☐ बैंक तथा डाक घर

सभी प्रश्नों के उत्तर मेरी स्वीकृति के बाद ही लिए गये तथा शोधार्थी ने किसी भी प्रश्न के उत्तर के लिए मुझपर किसी तरह का दबाव नहीं बनाया। अतः मैं शोधार्थी को यह सहमति देता/देती हूँ कि वो इस प्रश्नावली द्वारा लिए गये मेरे उत्तरों तथा जानकारी को “इंदौर शहर में चल रहे आवासीय परियोजनाओं की मानव अधिकार समीक्षा” के शोध में उपयोग कर सकते हैं।

प्रत्यर्थी का नाम:

हस्ताक्षर:

दिनांक:

## ANNEXURE 4

# OBSERVATION GUIDE

SR. NO.	SITE OF ENQUIRY	AREA OF OBSERVATION	
1	AHIR KHEDI	GEOGRAPHICAL LOCATION	
		LIVING CONDITION	
		BASIC SERVICES	
		BEHAVIOUR OF RESPONDENTS	
		CONSTRUCTION OF R&R SITE	
2	BADA BANGARDA	GEOGRAPHICAL LOCATION	
		LIVING CONDITION	
		BASIC SERVICES	
		BEHAVIOUR OF RESPONDENTS	
		CONSTRUCTION OF R&R SITE	
3	BHURI TEKRI R&R	GEOGRAPHICAL LOCATION	
		LIVING CONDITION	
		BASIC SERVICES	
		BEHAVIOUR OF RESPONDENTS	
		CONSTRUCTION OF R&R SITE	
4	BHURI TEKRI BASTI	GEOGRAPHICAL LOCATION	
		LIVING CONDITION	
		BASIC SERVICES	
		BEHAVIOUR OF RESPONDENTS	
		CURRENT SITUATION	
5	BUDH NAGAR	GEOGRAPHICAL LOCATION	
		LIVING CONDITION	
		BASIC SERVICES	
		BEHAVIOUR OF RESPONDENTS	
		CONSTRUCTION OF R&R SITE	
6	NANNOID	GEOGRAPHICAL LOCATION	
		LIVING CONDITION	
		BASIC SERVICES	
		BEHAVIOUR OF RESPONDENTS	
		CONSTRUCTION OF R&R SITE	
7	NAYA BASERA	GEOGRAPHICAL LOCATION	
		LIVING CONDITION	
		BASIC SERVICES	
		BEHAVIOUR OF RESPONDENTS	
		CURRENT SITUATION	
8	NIRANJANPUR	GEOGRAPHICAL LOCATION	
		LIVING CONDITION	
		BASIC SERVICES	
		BEHAVIOUR OF RESPONDENTS	
		CURRENT SITUATION	



## ANNEXURE 5 CONSENT FORM

### स्वीकृति पत्र

#### शोध कार्य में सहभागिता हेतु स्वीकृति पत्र यूथ फ़ोर यूनिटी एंड वॉलुंटेरी ऐक्शन, दिल्ली

शोध के प्रक्रिया का विवरण:

यदि आप इस शोध में सहभागिता हेतु अपनी स्वीकृति देते हैं तो आपको निम्नांकित कार्य करने होंगे-

- डाटा संकलन की प्रक्रिया में प्रत्यर्थी के रूप में भाग लेना।
- सहभागिता के बाद शोधार्थी से एक से अधिक बार भी मिलना हो सकता है।
- मिलने की अवधि पूर्णतः शेड्यूल पर निर्भर करेगा।

शोध में भाग लेने से असुविधाएँ तथा आशंकाएँ:

इस शोध में भाग लेने से निम्नलिखित आशंकाएँ हैं:

- पहला कि यह शोध विभिन्न अखबार, मैगज़ीन, जर्नल तथा आलेखों के स्रोत के रूप में कार्य करेगा।
- दूसरा यह कि ये शोध यूथ फ़ोर यूनिटी एंड वॉलुंटेरी ऐक्शन द्वारा संचालित एक स्वतंत्र शोध है जो कि अन्य संस्थाओं के साथ भी साझा किया जा सकता है।

शोध में सहभागिता के लाभ:

- इस शोध में सहभागिता का कोई आर्थिक लाभ नहीं है।
- यदि यह शोध आलेख के रूप में किसी अखबार, जर्नल, मैगज़ीन आदि में प्रकाशित होता है तो शोध के विषय तथा इंदौर में हुए निर्मम विध्वंशों के विषय में अधिक से अधिक लोग जान सकेंगे।
- इस शोध को प्रदेश तथा देश के नीति नियंत्रकों तथा सरकार के समक्ष प्रस्तुत किया जाएगा ताकि मुख्य बिंदुओं को ध्यान में रखते हुए योजना में बदलाव पर विचार किया जा सके।

गोपनीयता:

पहचान तथा बयान के सभी रिकॉर्ड गोपनीय रखे जाएंगे। ऐसे किसी भी रिपोर्ट में पहचान ज़ाहिर नहीं होगी जहाँ पर आपकी सहमति ना हो किंतु एक बार सहभागिता के पश्चात आपके बयान गोपनीय रूप से साझा हो सकते हैं।

आपको रिपोर्ट के प्रकाशित होने के बाद विषयवस्तु को देखने का तथा सत्यता को जाँचने का पूर्ण अधिकार होगा।

वेतन:

इस शोध में सहभागिता हेतु कोई आर्थिक वेतन प्रदान नहीं किया जाएगा।

अस्वीकृति तथा विच्छेद का अधिकार:

इस शोध में भाग लेने का निर्णय पूर्णतः आप पर है। आप इस शोध में भाग लेने से किसी भी समय मना कर सकते हैं, इस निर्णय से आपके तथा युवा संस्था के रिश्ते में किसी भी तरह का अंतर नहीं आएगा। आपको कोई भी उत्तर ना देने तथा पूर्णतया विच्छेद करने का भी पूर्ण अधिकार है। साथ ही आपको यह भी अधिकार है कि आप शोधार्थी से आग्रह कर अपने बयान या उत्तर के किसी हिस्से को हटवा भी सकते हैं या प्रयोग करने से मना भी कर सकते हैं।

प्रश्न करने का अधिकार:

आपको इस शोध के विषय में किसी भी तरह के प्रश्न करने का अधिकार है तथा उन प्रश्नों का उत्तर आप किसी भी समय मुझसे शोध के दौरान, पहले अथवा बाद में माँग सकते हैं। आप अपने प्रश्न मुझसे फ़ोन अथवा मेल या व्यक्तिगत रूप से कर सकते हैं। यदि आपको इस शोध या शोध में मौजूद किसी भी प्रश्न से असहमति या समस्या हो तो आप मुझे/ श्री आनंद लखन (lakhan.anand@gmail.com) अथवा मरीना जोसेफ़ (marina.j@yuvaindia.org) से कह सकते हैं।

सहमति:

उपरोक्त विषयवस्तु को अच्छे से पढ़ने के पश्चात् नीचे आपका यह हस्ताक्षर प्रमाणित करता है कि आप इस शोध में सहभागिता के लिए स्वीकृति देते हैं। तथा आपने यह निर्णय उपरोक्त विषयवस्तु को अच्छे से पढ़ने तथा समझने के बाद लिया है। आपको इस पत्र का एक हस्ताक्षरित तथा दिनांक के साथ वाली कॉपी सौंपी जाएगी।

सहमति के साथ

उत्तर देने वाले का नाम:

हस्ताक्षर:

दिनांक:

शोधार्थी का नाम:

हस्ताक्षर:




## ABOUT YUVA

---

Youth for Unity and Voluntary Action (YUVA) is a non-profit development organisation committed to enabling vulnerable groups to access their rights. YUVA encourages the formation of people's collectives that engage in the discourse on development, thereby ensuring self-determined and sustained collective action in communities. This work is complemented with advocacy and policy recommendations. Founded in Mumbai in 1984, currently YUVA operates in the states of Maharashtra, Madhya Pradesh, Odisha, Assam and New Delhi.

At the community-level, through an integrated 360-degree approach, YUVA delivers solutions on issues of housing, livelihood, environment and governance. Through research, YUVA creates knowledge that enhances capacity building. Through partnerships in campaigns, YUVA provides solidarity and builds strong alliances to drive change.



This study assesses housing schemes implemented in Indore since 2001 from a human rights perspective. The three housing schemes (VAMBAY, BSUP and PMAY) have been studied in detail for this purpose.