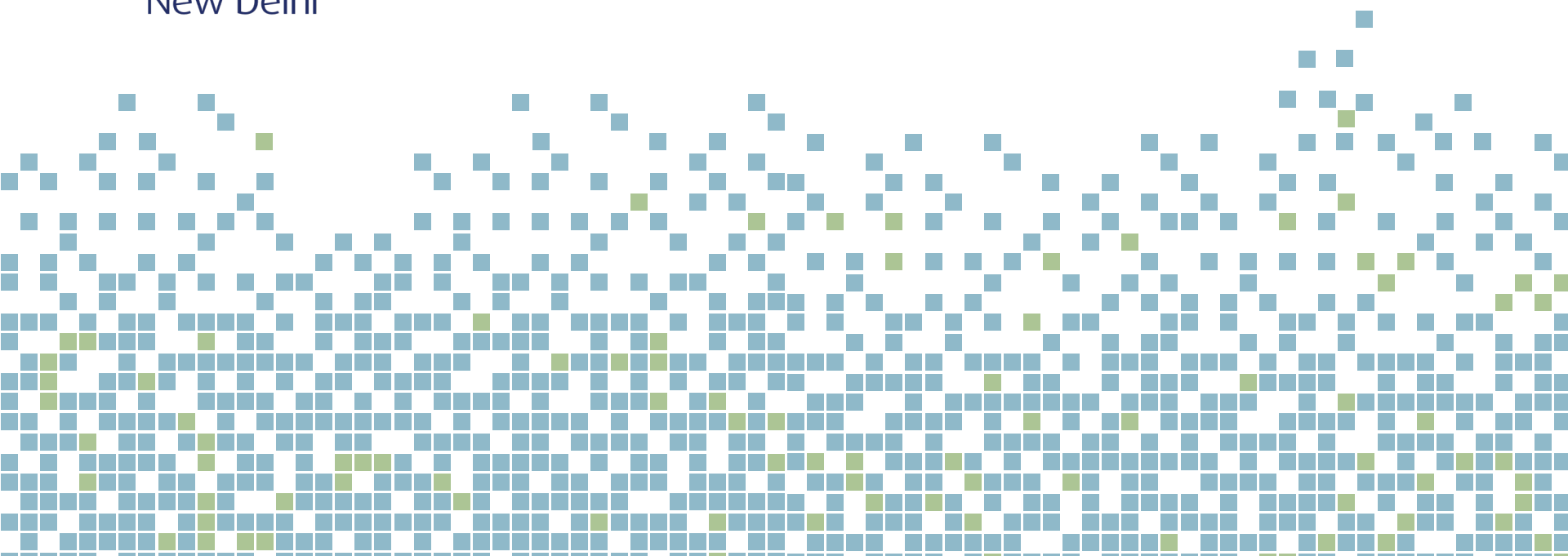




New Habitat



British
High Commission
New Delhi



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I. Background

With the enactment of “The Odisha Land Rights to Slum Dwellers Act, 2017” and the launching of Odisha Liveable Habitat Mission (OLHM), also known as JAGA Mission¹ in 2018, the Government of Odisha (GoO) had recognised the collective responsibility of improving the quality of life of the slum dwellers by ensuring integrated and planned growth of the cities with adequate infrastructure and services.

The first phase of the JAGA mission aimed at providing land rights to the urban poor, and over 60,000 Land Rights Certificates (LRC) had been granted to households residing in slums. In its second phase, the government prioritized slum upgradation and delisting, by creating necessary basic civic infrastructure and bringing the slums at par with the rest of the city, following the Standard Operating Procedure (SOP) for Participatory Slum Upgradation and Delisting. However, there remained people, living in the slums located on environmentally hazardous land or were under significant threat of eviction. The GoO, working towards securing their ‘right to the city’ and pursuing the spirit of ‘leave no one behind,’ developed an innovative process for creating New Liveable Habitats. To aid in the process of implementation, the Government, in partnership with the Centre for Policy Research (CPR)

The irony: New Liveable Habitat

The programme does not peripheralize slums; instead, it aims to integrate slums within the city while strongly discouraging relocation and New Liveable Habitats. After exhausting all land re-classification, exchange, and transfer tools, it is a solution for relocation only for the objectionable nature of untenable land.

supported by Foreign, Commonwealth, and Development Office (FCDO) and Omidyar Network India (ONI), developed a Standard Operating Procedure (SOP) for creating New Liveable Habitats. The SOP lays down the procedure and criteria for identifying slums on objectionable nature of untenable land and established procedure, process, and requisite documentation for relocation to a New Liveable Habitat. This initiative’s fundamental principle is to exhaust all possible opportunities to settle slum dwellers in-situ before creating such New Liveable Habitats. This exemplary relocation model has the potential to be replicated in other states in India.

¹JAGA Mission, also known as Odisha Liveable Habitat Mission (OLHM), is one of the largest slum land settlement initiatives of the Government of Odisha, Department of Housing and Urban Development. The mission aims for Hon’ble Chief Minister Shri Naveen Pattnaik’s vision of empowering slums and transforming the slums into a liveable habitat.

2. The Key Principles

The objective of implementing the New Liveable Habitat process is to untangle untenability and minimize relocation. As per the Standard Operating Procedures for New Liveable Habitat, the key tenets of the New Liveable include the following:

- Exhaustion of all possibilities for granting in-situ land tenure to slum dwellers before opting for relocation
- Strong community mobilization processes to bring forth community consent which should not be less than 80 percent of total families living in the slum
- Participation of the slum dwellers at every stage of the New Liveable Habitat creation process – from the selection of suitable sites and layout design till the construction of the habitats
- Design and construction of the New Liveable Habitat as a plotted mini-township, containing all necessary amenities
- Grant land and certificates of land rights to slum dwellers at the New Liveable Habitat site
- Leveraging available housing schemes to encourage beneficiary-led housing at the new liveable habitat.



3. Evolution of the New Liveable Habitat

Through the experience of the JAGA Mission and deliberations around minimizing relocation, evolved the process for the development of New Liveable Habitat.

a. Granted in –situ land rights to slum dwellers

The JAGA Mission tried to address the deplorable condition of the slum dwellers where they had no access to basic services like clean water and sanitation. This was causing significant health risks for the slum dwellers. Odisha adopted a two-pronged approach towards this issue through the JAGA Mission. In the first phase, it provided security of tenure in the form of Land Rights Certificate (LRC) and Land Entitlement Certificate (LEC)², ensuring that the slum dwellers were able to access subsidies under public schemes. The second phase followed an integrated and holistic approach to upgrade the whole slum, converging with other ongoing center and state schemes.

b. Impact of tenure for adequate housing supply

An analysis by CPR³ reveals that the distribution of LRCs significantly impacted the uptake of beneficiary-led construction (BLC) of housing and had broader policy implications on housing policies.

The observations are summarized below:

- Conferring land ownership streamlined the documentation related to land ownership in the name of the female beneficiary, and integrated slum development may enhance women's empowerment in household decision-making, access to services, reducing their burden of daily activities. However, such impacts are subject to further research
- Resolving tenure issues pertaining to land/ housing is critical for ensuring adequate housing supply for the urban poor
- Adopting a multi-pronged approach is imperative for enhancing the poors' sustained housing/land supply. Such measures have the potential to contribute to broader aspects of sustainability that could include
 - Creating interdepartmental collaboration and coordination: The department of urban local bodies and the revenue to address urban land tenure issues.
 - Creating new tools for land distribution: Using alternative methods/processes to establish tenure rights over land/properties to redistribute land in favor of the most vulnerable population

²LEC is an assurance for grant of land right on a later date subject to fulfillment of conditions in the Odisha Land Rights to Slum Dwellers Act, 2017 and the Rules. It is an interim measure giving statutory recognition, which can be used for availing other benefits, including address proof.

³Das A., Mukherjee A., Sarkar B., Chatterjee S., Gupta A., and Jain A. (June 2020) Improving Housing for the Urban Poor - Learnings from BLC Implementation in Odisha. New Delhi: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) & Centre for Policy Research, DOI: 10.13140/RG.2.2.25231.8208

- The interventions by the Odisha government point to the inherent limitation on instruments of land monetisation and leveraging private sector investments for ensuring housing for the urban poor
- Focus on neighbourhood spatial planning and improved access to basic civic services is crucial in achieving the overarching objective of habitat improvement. In addition, housing improvement schemes need to redress issues of the land market and adequately focus on the sector as a whole to create a more inclusive housing sector.

c. The challenge of untenable land remained.

While the focus of JAGA Mission was primarily on granting in-situ land rights to slum dwellers, there was the challenge of untenable land parcels which made granting in-situ land rights difficult in some instances.

d. The Solution

Learning from experiences and discussions around the challenge of untenable lands, from Rajiv Awaas Yojana (RAY)⁴, and also exposure visit of the Principal Secretary, HUDD, GoO to South Africa, to experience the efforts made by the South African Government for in-situ slum upgradation in cities like Johannesburg, Durban, etc. revealed the fact that to improve living conditions of the urban poor, it is imperative to upgrade the settlement and integrate them within the city fabric, thereby improving their de-facto tenure status.

So, Odisha's approach in the second phase of the JAGA Mission was based on two critical aspects:

- Citywide slum upgradation and maximising in situ slum upgradation
- Minimising relocation

To address the untenability of land, the approach was re-densification of existing tenable slums and exploring relocation to a new liveable habitat. To avoid large-scale relocation, the State government emphasised alternatives such as land exchange with private entities and/or conversion of land classification to make the lands leasable. After exhausting all the options, the ULBs are allowed to choose relocation options primarily meant for slums located on the strictly objectionable category of land.

At the end of JAGA Phase 1, 60% of the slum households were residing on untenable land.

.....
Currently, only 4% of the slum households need relocation due to their presence on "objectionable" lands.

⁴Launched in 2010 by the Government of India and subsequently withdrawn as a scheme in 2014

4. The Transformative Approach Habitat

Consequently, the Government of Odisha also unpacked the untenable land parcels by categorising them into buckets of tenability across the tenure continuum to maximize the possibilities of in-situ settlements and only under unavoidable circumstances, i.e., in case of railway land or environmentally hazardous settlements that a new habitat has been planned for minimizing the negative impact on the lives of relocating households. After a lot of deliberations, deriving from the experiences of the first phase of the JAGA Mission, the Government with support from Scaling City Institutions in India (SCI-FI) at Centre For Policy Research (CPR), concluded that as much as possible, the issue of untenability should be addressed through a process of inter-departmental dialogue and using techniques such as land re-classification; land transfer (inter-departmental); and slum re-densification, etc. so that in-situ, land rights can be granted. However, there are slum settlements located on lands where in-situ land rights cannot be provided, viz. Railway land, defence land, and environmentally hazardous lands. Hence, SCI-FI-CPR supported the preparation of SOP for New Liveable Habitats for resettling such

The SOP for New Liveable Habitat extends to all Municipalities and Notified Area Councils (NAC) in Odisha (collectively referred to as ULB) and not the Municipal Corporations.

slums and supported the ULBs in implementing the same. **Only on the exhaustion of all such measures would a relocation of**

slums to New Liveable Habitats be considered, subject to the written consensus of the slum dwellers through the Slum Dwellers Association. The approach and some insights are elucidated as follows:

4.1 Minimize relocation

To address the untenability of land, re-densification of existing tenable slums and relocation to a new liveable habitat will be explored. However, to avoid large-scale relocation, the state prioritized alternative solutions such as land exchange with private entities and/or conversion of land classification to make the lands leasable. After exhausting all these alternatives, the ULBs will be allowed to choose relocation options primarily meant for slums located on the strictly objectionable category of land. The overall approach for this is illustrated in Figure 1.

Thus, all the categories that are in the continuum between clear land rights and new habitat come on private land and/or untenable government land (e.g., environmentally hazardous lands or lands owned by the railways, forest or defence departments or lands reserved at some point in the past by the revenue department for water bodies, grazing land or lands owned by local kings, temple committees, etc.) were explored. Each category has a different strategy for allowing land rights to be given. While those processes will take some time, the slum households will be allowed to stay there, and no eviction will be initiated from the ULB. Once those processes are completed, maybe they will get land rights, and during this time, the slums will be upgraded.

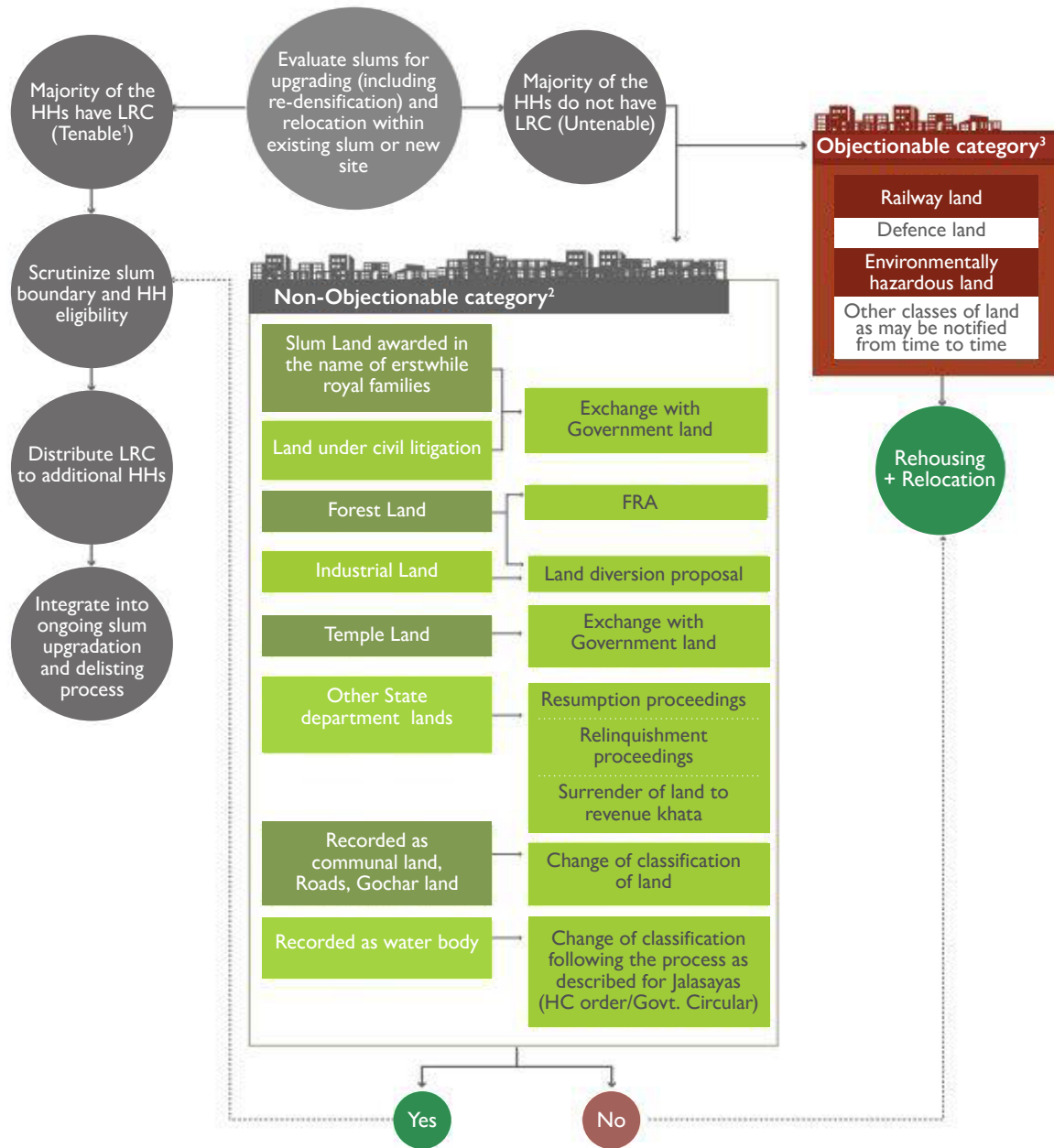


Figure 1: Criteria for New Liveable Habitat

1. **Tenable category:** means the settlement as decided by the Committee, where the existence of human habitation does not entail undue risk to the safety or health or life of the residents or habitation or such sites are not considered contrary to the public interest or the land is not required for any public or development purpose (LR Act, 2017).

2. **Non – Objectionable category:** It may include but is not limited to; forest land, private land (mostly local Rajah’s land), temple land, or any other land that may be converted to tenable by land exchange/negotiation or conversion.

3. **Objectionable category:** It may include but is limited to railway land, defence land, environmentally hazardous land, land near waste dumping sites, etc. or any other land where the existence of human habitation entails undue risk to the safety or health or the life of the inhabitants themselves or where the Committee considers habitation on such areas not to be in the public interest. By definition, smaller settlements with less than 20 HHs and do not qualify as a slum can also be included in this category.

In most cases, relocation is determined on a case-to-case basis and based on the principle of en masse relocation as per the SOP. Cases are tackled as per feasibility based on the context of the tenability of the slum (proportion of untenable land versus tenable land). High priority is given to the consent of the slum dwellers for relocation and the availability of adequate land within the city.

4.2 Identification of land banks

ULBs are responsible for undertaking a vacant land survey to identify vacant lands for relocation of slums on “objectionable” categories of untenable land. The ULBs are required to maintain a vacant land bank after identifying and marking all such vacant lands on the GIS base map,

- Increased coordination and inter-departmental dialogue to maximize in-situ land rights
- Technology-enabled this process, providing evidence and transparency to the process.

with the help of satellite image and field verification. The land bank should capture details of the vacant land parcels that would include land area and status of encumbrance, the market value of land, land with existing trunk infrastructure, landmarked as a residential zone, or a non-residential zone. If adequate land is not available in the city, as in the case of Balasore, other solutions like an extension of the city boundary could also be explored.

4.3 Community consent

The slums located solely on objectionable land category can be considered for relocation subject to the prior consent of at least 80 percent of slum HHs. This will allow slum settlements to be relocated en masse to the new liveable habitat, thereby preventing fragmentation of their communities through partial relocation, as far as practically possible. For the preparation of relocation strategies-firstly, the concerned Executive Officer (EO) and Slum Dwellers Associations (SDAs), along with a team detailed by the ULB, will set up a focus group discussion with the slum households to facilitate community consent for relocation. The SDA constitutes members from each household in the slum. The SDA is a non-registered entity, acting on behalf of the community members and assisting the other stakeholders in implementing the Act. Then the strategy will be prepared following a participatory process for the chosen relocation site. The SDA may pass a resolution stating that at least 80% of slum households have consented to relocation to the new liveable habitat as per the prescribed format and submit it to the ULB. The SDA consent is final. Further, this is

Challenges faced to minimize relocation.

The decision on relocation was made on a case-to-case basis. Different scenarios were witnessed during implementation. For example, when overlaying revenue land on slums, a different combination of tenable and untenable land has been seen. It is very rare that the slum will be located entirely on untenable land. Most of the slums are partially either on the higher side or on the lower side, 80 to 90%, or, let's say, significantly less or 50- 50—examples of different scenarios faced during implementation.

Scenario 1: If there were few households that are on untenable land, then the ULB is encouraged to remove it from any new habitat list altogether.

Scenario 2: When most slum households, e.g., 80% are on untenable land, and 20% are on tenable lands, the land rights for the 20% are kept on hold and pending. Following a consultative process, en masse relocation would happen only if at least 80 percent of the slum dwellers agree.

Scenario 3: In the situation when a slum has an untenable-tenable ratio of 60:40, the ULB gets into a discussion with the slum dwellers, with the intent of not splitting the slums. So, in that case, if the whole slum is not agreeable to relocating, their wish is given priority.

Scenario 4: When relocation is not possible because of lack of adequate land within the city, like in the case in Balasore, after due analysis and discussions, it was found that the only way these slums could be relocated is to extend the city boundary. But that is a long-term process, but until those things are resolved, the slum dwellers will not be disturbed. So in Balasore, now the solution is that they have started extending the city's boundary to incorporate some gram panchayats, which will also take care of the new habitat situation.

also true when planning and designing the site plan. In the case of Gopalpur, while authorities had approved one proposal of site layout, it was subsequently rejected by the SDA and then re-designed based on the needs identified by the SDA.

For the JAGA Mission, the most important thing is that it does not have enforcement parameters; the Odisha Land Rights to Slum Dwellers Act has only welfare parameters. Welfare can be given, but enforcement of negative cannot be done. So, in this case, where the slum dwellers are unwilling to relocate from untenable land, the JAGA Mission will neither relocate nor evict the slum. JAGA Mission, in this case, will simply withdraw. It will allow the slum dwellers to live and take whatever risk they want to take as they had to take before. In the case 80% of slum dwellers from objectionable land, namely, environmentally hazardous land, railway land (facing eviction due to expansion of railway tracks, but not other types of railway land, like land allotted for guest house and not used which can be re-classified through deliberations with the authorities considered for re-classification) and defence land, willing to relocate then JAGA Mission will help. It will not give land rights on untenable and objectionable land but will relocate them if the land is available.

4.4 Participatory planning and design

The creation of SDAs in each slum, with the support of NGOs, put in place a mechanism for institutionalizing the participatory processes. The involvement of the SDAs enhanced their capacity and gradually allowed them to own the process. The critical aspects of this process include:

Community involvement and participation were central throughout the process of planning and implementation.

SDA more proactive in Gopalpur

An extensive, continuous consultative process with the SDAs, ULB and the State team has yielded a plan for new habitat dwellers that is truly designed by themselves, thus catering to their needs.

In the case of Gopalpur, several site layout options were designed, and one of them had also been accepted by the administration. However, the SDA rejected all the proposals because the style of houses in construction in Gopalpur is of a linear pattern, and they wanted a similar style to be executed in this new habitat. So, the plot sizes were reworked, and a new proposal was made for the site design to reflect the requirement of the SDA. So, through this process of community consultation and participatory planning and design, it was observed that the Gopalpur SDA people were proactive and engaged.

- ULBs are responsible for preparing and finalizing the plotted layout of the new liveable habitat in consultation with the slum communities and SDAs, with necessary support from the State Level Technical Team.
- The size of land identified and associated basic infrastructure should be commensurate with the size of the new liveable habitat, including the number of households that need to be relocated (Approximately 1 acre of land for relocating 60 households-an estimate based on pilots).
- Small plot sizes of 30 sq. m and a limited number of larger plots of 45 and 60 sq. m (based on willingness to pay) were made available for the slum dwellers.
- The design of the new liveable habitats should preserve the morphology and pattern of space usage of slum dwellers in the original slums - for example, incidental open spaces in the slums

may be replicated by street life and open spaces in the planned new liveable habitats.

- The new liveable habitats shall be plotted mini-townships containing paved streets, piped water supply (in-house), street lighting, in-house electricity connection, open and community spaces, following specific design principles.
- The ULB, along with the SDA, will facilitate the process of allotment of the plot through a participatory decision-making process among the slum HHs to foster a feeling of ownership, commitment, and responsibility for the development- the layout option and plot-level preferences by the slum dwellers, to be collected and incorporated in the preparation and finalization of the final layout, to the extent applicable.

Further, to aid house construction through PMAY (U), a series of consultations with the slum dwellers were held to ascertain the different needs of the households and floor plans designed in accordance. As a result, detailed options were developed in consultation with them to suit their household needs and as well as to accommodate economic activities (example-shop), provision of different options for the staircase to enable incremental vertical build-up, as and when they need and can afford, etc. Some sample floor plans have been included as part of **Annexure 1.**

4.5 Implementation

While the implementation is ongoing across 6 ULBs, construction is completed in one ULB. The implementation was done through the following steps:

- A physical survey of the sites had been undertaken, and accordingly, projects were formulated for laying or extending infrastructure into the site. While the provision of Water supply (under Public Health Engineering Organisation -PHEO) and electricity supply was coordinated and facilitated by the respective ULBs, all the other remaining verticals were handled

directly by the ULBs.

- Simultaneously, a list of slum HHs for relocation was included in the SDA resolution and submitted to the concerned ULB.
- The list was ratified by the Urban Area Slum Redevelopment & Rehabilitation Committee (UASRRC), and post that, ULB issued Letter of Allotments (LOA) to the eligible slum HHs.
- A draft list of eligible HHs was displayed, inviting objections, and upon redressing the objections, the final list was submitted to UASRRC by the concerned ULB for approval.
- Upon approval from UASRRC, plots were demarcated, and unique numbers were assigned to the plots. Such numbers were then used to allocate the plots to the concerned HHs for the issuance of LRC.
- The Authorized Officer then approved the settlement for the listed eligible slum HHs and issued the Certificate of Land Rights (LRC) subject to surrendering of the LoA, based on the allotted plot numbers.
- Post this, the ULB, in partnership with the SDAs, facilitated the relocation of the slum HHs to the new liveable habitat.

- The ULB also was responsible for sensitizing the slum HHs to apply for available housing subsidy, and start house construction.

4.6 Relocation and delisting/naming/ RWA

As the next step to relocation, the rightful owner of the land earlier inhabited by the slum dwellers has to be intimated about the relocation for necessary actions. Also, upon formal relocation of the slum HHs, the SDA may seek to name the new liveable habitat and a resolution to be passed converting SDA into a Resident Welfare Association (RWA) with intimation to the ULB. The name should then be suitably published in the local media; postal authorities intimated about the new habitat. This also forms part of the due process to integrate the New Liveable Habitat into the larger city fabric.

This approach enables transformative changes to improve the lives of the people affected and brings a sense of ownership and pride by making them partners in the process. New Liveable Habitat grants LRCs to the slum dwellers and includes the development of infrastructure and amenities in parity with the other planned parts of the city.



5. Key Pillars and Lessons for Replication

5.1 Greater coordination between the ULB and the relevant departments at the State level

Usually, informal settlements may be located on lands that comprise multiple land parcels of different categories and uses. Based on the experience of Odisha, an important lesson is the use of spatial data using Unmanned Aerial Vehicles (UAV), along with the digital spatial tool. It enabled the overlaying and visualisation of the Government's spatial data (revenue department data with land use and ownership details of each parcel of land in the state). This process removed bottlenecks created by working only with paper maps. In addition, spatial mapping increased the efficiency of resource allocation by the revenue department by targeting field verification only to specific problem cases identified by the digital tool.

The major outcome of this process was that it minimized relocation through land re-classification through an inter-departmental coordination and collaboration process. In-situ land rights could only be granted to slum households on tenable government land. If the slum households lie on private land and/or untenable government land (e.g., environmentally hazardous lands or lands owned by the railways, forest or defence departments or lands reserved at some point in the past by the revenue department for water bodies, grazing land or lands owned by local kings, temple committees, etc.) then a range of measures such as land re-classification, land exchange, slum re-densification, etc. were put in place to ensure as much in-situ settlement of land as possible. This

Adoption of innovative technology for planning and public participation, and land governance

Technical agencies extensively worked on drone mapping of slum areas, GIS mapping, and creating a household database to map the areas and identify the slum boundaries. These technical agencies were supported by NGO partners, which carried out the community mobilisation process by conducting Urban Slum maps, ownership, and land classification.

required close interaction with the Revenue and Disaster Management department, with other Departments and committees, such as the Forest & Environment Department, Endowment commissions for religious land, Department of Railways, etc.). When the Government of Odisha started identifying the slums for intervention under JAGA Mission, they realised that about **fifty percent of their slums were located on untenable lands**. This process resulted in **only four percent of the slums that needed relocation** to New Liveable Habitats.

5.2 Scientific-participatory-transparent process

Geographic Information Systems (GIS) has proved to be an essential enabler in planning slum upgradation programmes like the JAGA Mission. The spatial data generated helped in accurate mapping of slums, identification of beneficiaries, identification of tenable lands, calculating

the exact extent of land occupied by the slum households, identifying vacant lands, etc. In tandem, this should be accompanied by laying down structures at the implementation level (Slum) to create a consultative process, encouraging women and community leaders to play a lead role. Urban Area Slum Redevelopment and Rehabilitation Committee (UASRRC) has been formulated, with multiple members, including district collector, councilor, Tehsildar, Urban Planner, Superintendent of Police, a representative from NGO, and a representative from Slum Dwellers Association (SDA). This is likely to pace up the implementation in the field and ensure local ownership in the process. The participatory and community-centric processes need to be in place at the start of any programme, as was the case in the JAGA Mission, to ensure consultation, clarification, and resolution of conflicts at the settlement level.

5.3 Robust institutional framework

A robust institutional framework, along with detailed and defined responsibilities of each stakeholder, plays a critical role in any such programmes as the JAGA Mission. Slum upgradation and delisting and

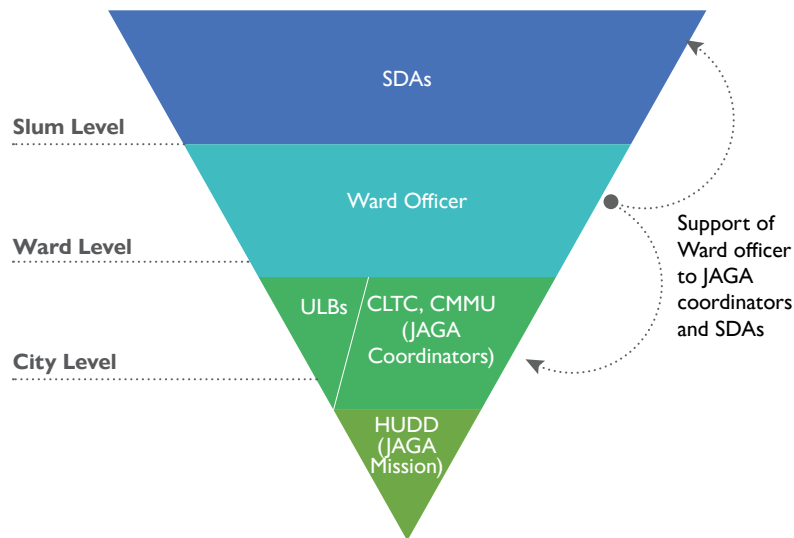


Figure 2: Institutional framework

Table 1: New Liveable Habitat process- Responsible Entities

Step	New Liveable Habitat Process Details	Responsible Entity
A	Identification of eligible slums for relocation, wholly on the objectionable category of untenable land	ULBs
B	Identification of vacant, habitable land in the ULB for new liveable habitat	ULBs
C	Sensitization and capacity building of the SDAs enabling community mobilization	ULBs
D	Facilitate community consent on relocation to the identified site for new liveable habitat by SDA	Concerned Executive Officer (EO) and SDA along with a team detailed by the ULB
E	Participatory Design Layout (PDL) preparation and finalization for the new liveable habitat in consultation with SDAs	The ULB and SDA
F	Plot layout to the distribution of LRCs	ULB, USRRAC, and SDAs
	Physical Infrastructure	ULB, PHEO, and electricity utility
G	Initiate the process of relocation to the new liveable habitat	ULB along with SDAs
H	Repossession of vacated land	ULB
I	The naming of the new liveable habitat	ULB and SDA

new habitat programmes all had the involvement of stakeholders at all the levels, from the state level to city, ward, and slum level, supported by JAGA coordinators, local NGOs, and CBOs.

Strong leadership at the State level led by the Principal Secretary, with a long tenure (provided the vantage position of being part of the mission from its conception and initiation) the defined role and responsibilities of each of the stakeholders from the state to the

community level have given shape to a robust institutional framework (top-down and bottom-up approach). The institutional roles and responsibilities are illustrated in Annexure 2. Along with this, the SOPs (in this case, the Liveable Habitat SOP), where the responsible entity for each step of the process needs to be defined and detailed, provides the framework and approach to minimize ambiguity, misconceptions, and conflicts during execution on the field for such statewide programmes.

5.4 Sustained Holistic development of slums

The New Liveable Habitat is planned to be developed as plotted mini-townships (individual houses with toilets connected to community septic tank, shall be constructed by slum dwellers) containing paved streets, piped water supply (in-house), street lighting, in-house electricity connection, open and community spaces.

To further strengthen the program's implementation, the Odisha government amended the Odisha Municipal Act, 1950 and Odisha Municipal Corporation Act, 2003 to earmark 25 percent of the annual city budget under the head of capital expenditure related to infrastructure development for urban poor. In this regard, the ULBs are required to consider this amendment while preparing the budget and mandatorily spend 25 percent of the capital expenditure budget by providing basic services and infrastructures to the urban poor areas including the slums and on other ongoing schemes related to urban poor. The ULBs are also responsible for monitoring the spending quarterly.

As per the Housing and Urban Development Department's estimates, INR 2,895 crore (GBP 288 million) (excluding salaries) will be allocated to the 114 ULBs during the two financial years 2020 -21 and 2021-22, of which INR 723.75 crore (GBP 72 million) has to be spent on slum development.⁵

Guiding design principles for New Liveable Habitats

1. The plots in the new liveable habitat shall be earmarked for residential purposes only.
2. The project scale will be commensurate with the number of HHs to be relocated
3. Open space and common social infrastructure such as Parichaya shall be placed preferably at a central location to allow easy access to all the HHs.
4. Encourage construction of common septic tanks catering to 3 to 4 individual houses where suitable areas may be restricted. Such demarcated spaces (above the common septic tanks) can be used as an open areas for the public.
5. Street will have minimum width to allow easy access to emergency services, e.g., ambulance, etc.

5.5 Convergence with ongoing schemes of State and Central Government

Convergence with ongoing State and Central Government schemes was a key mechanism to enable funding for the upgradation and implementation of the New Liveable Habitats. The Department of Housing and Urban Development of the state, the nodal agency for implementing the program, utilizes human resources from the existing administrative machinery at the state, district, and ULB levels. As their establishment cost is already provided and met from the annual state budget, no additional budget provision is required. The various public works components are funded under various government welfare

⁵ Press Trust of India. "Odisha Will Be Slum-Free by 2023, Focus on Improving Welfare: Minister." Business Standard, 26th June 2021. https://www.business-standard.com/article/current-affairs/odisha-will-be-slum-free-by-2023-focus-on-improving-welfare-minister-121062501706_1.html, Accessed: 18th November 2021

schemes, converging and collaborating to cover all project parts. The programme is linked to multiple central and state schemes like UNNATI, Odisha Urban Wage Employment Initiative (OUWEI), Buxi Jagabandhu Assured Water Supply to Habitations (BASUDHA), Pradhan Mantri Awaas Yojana (PMAY- U), also known as Odisha Urban Housing Mission (OUHM) or AWAAS, Swachh Bharat Mission (SBM) and Atal Mission for Rejuvenation and Urban Transformation (AMRUT).

Some of the key convergence components are:

- For the upgradation of slums, JAGA Mission converges with Mission BASUDHA, which has a dedicated fund of INR 236 crores (GBP 23.4 million) for providing piped water supply to all urban households as per the state budget for 2020-21.
- The construction of community-based organisations like Mission Shakti, Women Self Help Group (WSHG) s and their Area/City Level Federations and SDAs engaged as Implementing Partners (IP) are funded under the UWEI scheme. UWEI is a component under UNNATI, a program included in the state budget to fill critical gaps in urban infrastructure. Further, INR 100 Crore (GBP 10 million) is made under UNNATI for spending under this new initiative. The State Government had dedicated a fund amounting to INR 200 crore

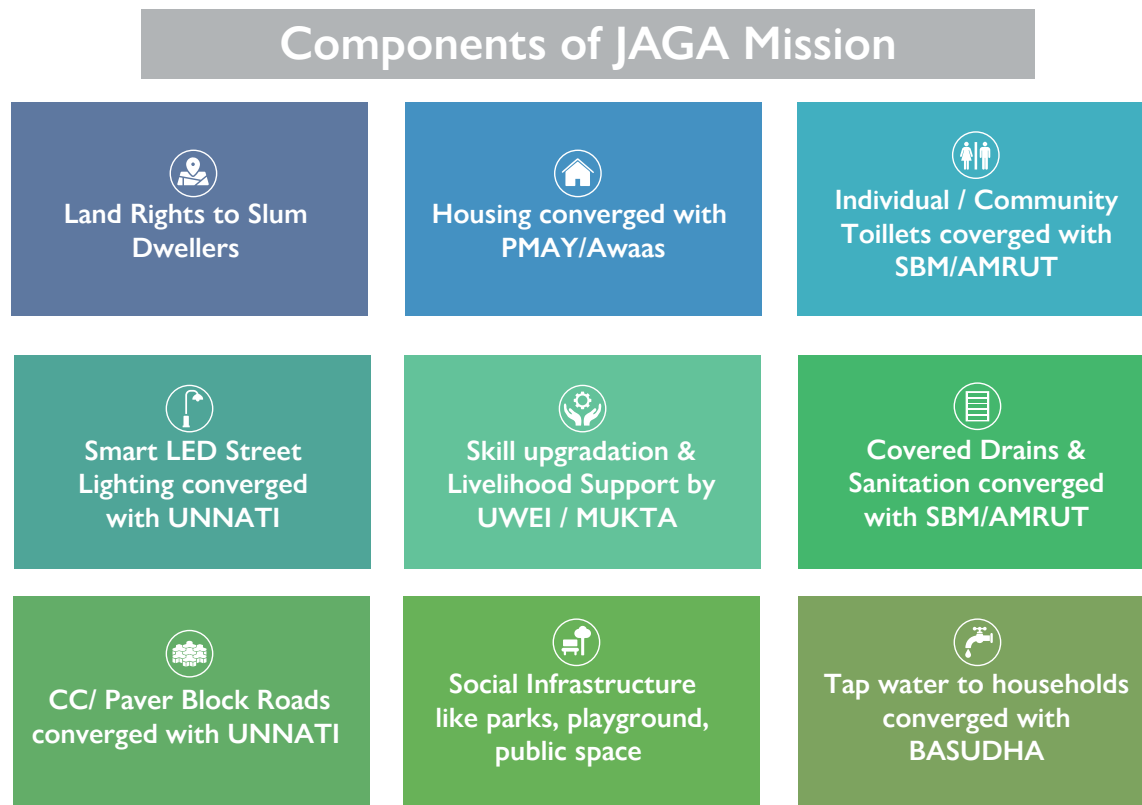


Figure 3: Convergence of JAGA Mission with other schemes

(GBP 19.8 million) under the UNNATI scheme to disburse wages to beneficiaries in 2020-21. Funds worth INR 130 crore (GBP 13 million) available under the scheme will be spent in 2021-22. From 2022-23 onwards, there will be a separate budgetary provision for Mukhyamantri Karma Tatapara Abhiyan Yojana (MUKTA).

- One hundred percent piped water supply in all wards and LED street lighting to all streets in all urban areas of the state are provided under UNNATI.
- Sanitation infrastructure provided under SBM
- Implementing Partners (IP) for the works up to INR 10,00,000⁶, while works beyond this threshold were handed over to the state department. The IP was paid at 7.5% of the total estimated cost of the project as supervision charges and 7.5% of the wage component of the project as supervision charges from work executed by the department.
- Sensitization of the slum dwellers by the ULB to utilize the subsidy provided by the PMAY (U)/ AWAAS scheme.

Moreover, recently, the Government has released an order mandating the ULBs to utilise at least 25 percent of the amount under capital expenditure head of their annual budget relating to development work to provide basic services and infrastructure to the urban poor areas including slums.

5.6 Networking with multiple stakeholders and involvement of knowledge partners

The multiple stakeholders and partners for execution of the Land Rights Act and transformation of slums to liveable habitats involved the State Government, Urban Local Bodies, NGOs, and Slum Dwellers Association, guided by technical expertise along the process by agencies like Tata Trusts, Cadasta Foundation, Omidyar Network India (ONI) and think tanks like Centre for Policy Research (CPR) supported by Foreign, Commonwealth and Development Office (FCDO). The key lesson of such collaborative effort of the Government is the synergy of strengths of various partners. The state needs to play a facilitative role with the involvement of technical agencies, NGOs/CBOs, and field facilitators⁷. The inclusion of a range of organisations is an enabling factor to build on extensive knowledge and experience of different partners and ensure a community-centric approach.

Community centric approach, built on extensive knowledge and experience of different partners

⁶ MUKTA Scheme

⁷ In this case, 600 field facilitators

6. Current Status and Way Forward

The current status of the implementation of the New Liveable Habitat is summarized in Table 2. As of November 2021, New Habitats have either been completed or under construction in 15 slums in 6 cities, with a coverage of 526 households. In addition, some key observations from the ongoing site planning and design of the new habitats are included below, which may provide useful insights and ideas to determine plot size and imagine different options of site plans and floor layouts.

- SOP was piloted in six cities of Odisha – Kesinga, Dhenkanal, Balangir, Soro, Gopalpur, and Chikiti with active support from the stakeholders.
- Each of these cities is at a different stage of implementation of new liveable habitat, with Kesinga being the most advanced where construction work has already started.

Table 2: Status of implementation of the New Liveable Habitat (November 2021)

S. No	District	ULB	Slums	HH	Objectionable Land Type	No of new habitats	Status
1	kalahandi	Kesinga	2	44	Railway land (slum's near to railway track)	1	Construction completed
2	Balasore	Soro	1	45	Railway land (slum near to railway track)	1	Under construction
3	Dhenkanal	Dhenkanal	3	48	Railway land and Env. Hazardous land	1	Under construction
4	Ganjam	Gopalpur	1	41	Private land (in-situ settlement not possible)	1	Under construction
5	Ganjam	Chikiti	3	43	Pre-SOP resettlement site	1	Near to completion (8 Houses are under construction)
6	Balangir	Balangir (Phase-1)	5	305	Env. Hazardous land	1	Under construction
Total			15	526		6	

Table 3: Comparative site plan area statements

Comparative Site Plan Area statements of Ongoing New livable Habitats (~50HHs)													
	Kesinga				Dhenkanal				Gopalpur				Average of %
	Area in Sq.ft	Area in Sq.m	Area in Acres	Percentage (%)	Area in Sq.ft	Area in Sq.m	Area in Acres	Percentage (%)	Area in Sq.ft	Area in Sq.m	Area in Acres	Percentage (%)	
Available Land	40581	3770	0.93	100.00	40129	3728	0.92	100.00	30502	2833	0.7	100.00	
Residential area	15590	1448	0.36	38.42	15590	1448	0.36	38.85	15876	1474	0.36	52.05	
	No. of plots 44 (Plot Dimensions 16 ft X 20.30 ft)				No. of plots 48 (Plot Dimensions 16 ft X 20.30 ft)				No. of plots 41 (Plot Dimensions 16 ft X 20.30 ft)				40%
Common Area	24992	2322	0.57	61.59	24538	2280	0.56	61.15	14626	1358.75	0.31	47.95	
*Site services (Septic tank & Garbage Collection points)	2379	221	0.05	5.86	1578	147	0.04	3.93	1526	141	0.04	5.00	
* for Roads (along with Storm water drains)	15424	1433	0.35	38.01	14480	1345	0.33	36.08	9297	863	0.21	30.48	60%
* for Open Spaces & Parichay	7190	668	0.17	17.72	8480	788	0.19	21.13	3803	353	0.09	12.47	
Trees (1 tree for every 80 Sq.m of common area)	29				28				17				25 trees

• Area statements and model templates for new habitation

For accommodating up to 50 HHs (including all required site services, open spaces, and JAGA Mission's signature micro-activity centers called "Parichaya"), the average site area required is 0.9 Acres – assuming a scenario where all plots are 30 Sq.m, the average area covered under residential is 40% and the average area covered under common spaces is 60% as per Odisha Development Authorities (Planning and Building Standard rules - 1 tree for every 80 Sq.m of common area).

In Soro, unlike Gopalpur and Dhenkanal, the challenge was to accommodate different plot sizes like 30 square feet and 45 square feet, as per the Odisha Land Rights to Slum Dwellers Act, 2017. The act also

mentions that if the beneficiary is willing to pay for an additional area of land, they can give the benchmark value of the cost, as decided by the ULB. So accordingly, if the beneficiary is willing to pay for the extra land, they can purchase excess land. Hence, plots of size of 30 square feet, and 45 square feet were made available in the site plan for Soro. Therefore, the area statement derived is as follows, as per the above scenario.⁸:

- For accommodating up to 60 HHs (including all required site services, open spaces, and Parichay), the site area required is 1.56 Acres
- The site has the potential to accommodate **80 to 85 HHs** of 30 Sq.m each

⁸ The ratio of the houses of varying plot sizes will be as per the requirement and the beneficiary's willingness to pay the amount for additional land as per the benchmark value as and when fixed by the State Government.

- Here two different plots sizes have been provided as per the requirement – **60 HHs**
 - 22 HHs are of 30 Sq.m (**≈40%**), and
 - 38 HHs are of 45 Sq.m (**≈60%**). The rest of the spaces have been restricted for the development of common Open/ Multipurpose spaces
- The site has the potential to accommodate 70 HHs in which
 - 25 houses can be of 30 Sq.m (**≈35%**), and
 - 45 houses can be of 45 Sq.m (**≈65%**)

Based on the above area statements, some model templates have also been designed to help other ULBs in planning how plots can be demarcated facing public spaces and space available for utilities and roads. Further, as indicated earlier, detailed floor plans have evolved through continuous deliberations with the slum dwellers. These can be useful for generating ideas for future planning for other cities in Odisha

and other states. Some of the model site templates and approximate costing and model floor plans are included in **Annexure 3 and Annexure 1**, respectively.

- **Participatory Layout Plans designed to maintain the social fabric of each relocated slum**

In Kesinga ULB, 1.53 acres of vacant land were identified post notification of new habitat. This site was initially planned not only for the households to be relocated from their current objectionable and evicted land but also with plots demarcated for future standby development. However, after discussions with the ULB and the State Team, it was decided to demarcate only for the current requirement, and the remaining vacant land could be taken up for future slum proofing.⁹ Similar was the case with Dhenkanal. The plans with 3D visualization have been presented to the SDA to encourage the slum dwellers to initiate the construction of their dwellings (Figure 3).



Figure 4: Site plan layout and 3D rendering for Kesinga New Liveable Habitat

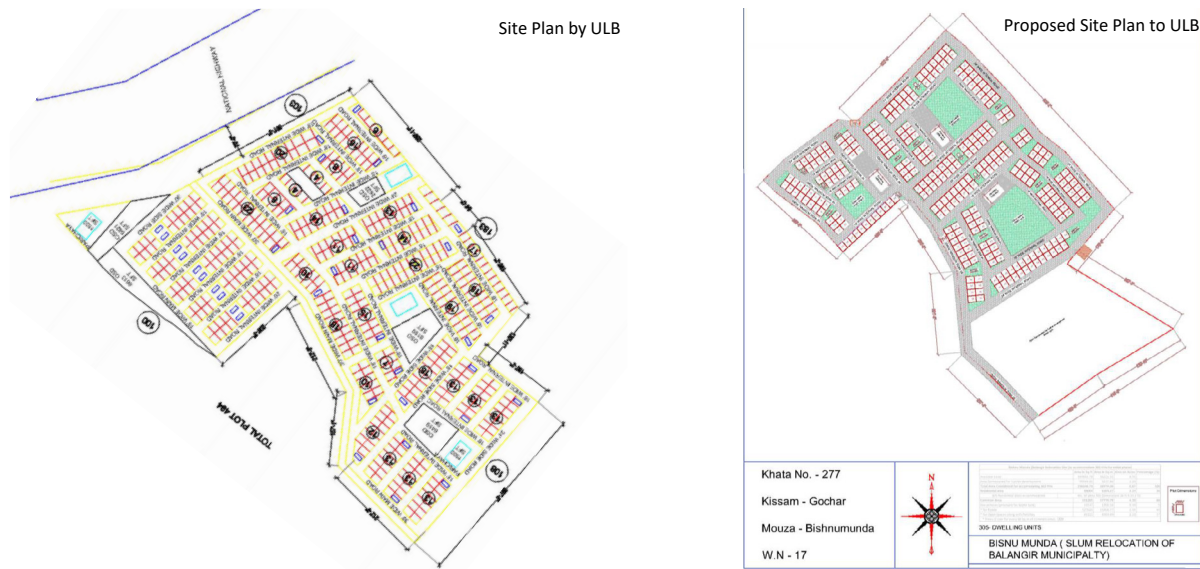


Figure 5: Balangir: Slum proposal and final slum – reflects plans that maintain the integrity of the five slums as well as an area for future slum proofing

In the case of Balangir, five slums were relocated, and the layout evolved through continuous engagement and participation with the SDAs. Figure 5 reflects the final design proposed after consultations that **reflects that the process of slum layout design preserved and upheld the integrity of each of the five different slums.**

This model of slum proofing cities is an opportunity for other states with similar urbanization trends (Class 1V, V, and VI cities growing at a high rate)¹⁰ to place small and medium-sized cities and towns at the center of inclusive urban development. In cognisance of the future situation of urban areas that may face similar consequences as the big cities are currently facing in terms of rampant slum development, this initiative is unique in focusing on small and medium-sized towns

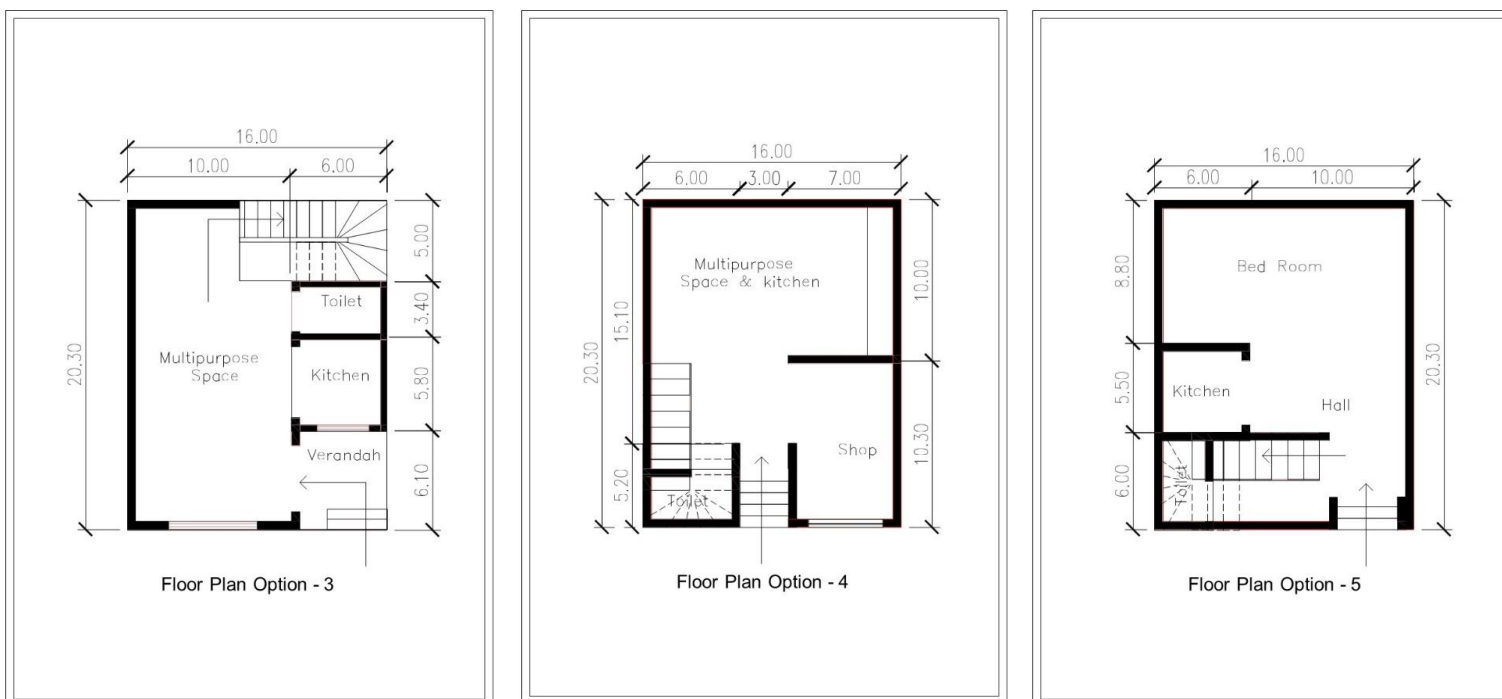
rather than only the most prominent cities, the usual focus of slum upgrading programmes. This model recognizes that the challenge of slum development on untenable land will remain. Thus relocation will be inevitable, and thus proposes an implementation process for minimizing relocation and development of sustained, holistic habitats for relocated households, maintaining their social fabric and integrity. Similar urbanization trends in most of the other states reinforce the potential of this model for scaling up. Thus, for smaller cities in other states, yet to undergo densification, with affordable land parcels still available within the city, conducive for the development of new liveable habitats, this is an opportune time to adopt the Odisha model emerging as an important way forward towards slum-free and slum proofing small cities and towns.

⁹Slum proofing is the concept of preventing the future proliferation of slums in the cities by planning forward.

¹⁰Class IV towns with 10,000 to 19,999 population; Class V towns with 5000 to 9,999 population; Class VI towns with less than 5,000 population

Annexure I: Model Floor Plans

Conceptualized Options along with staircase provision for model template purposes



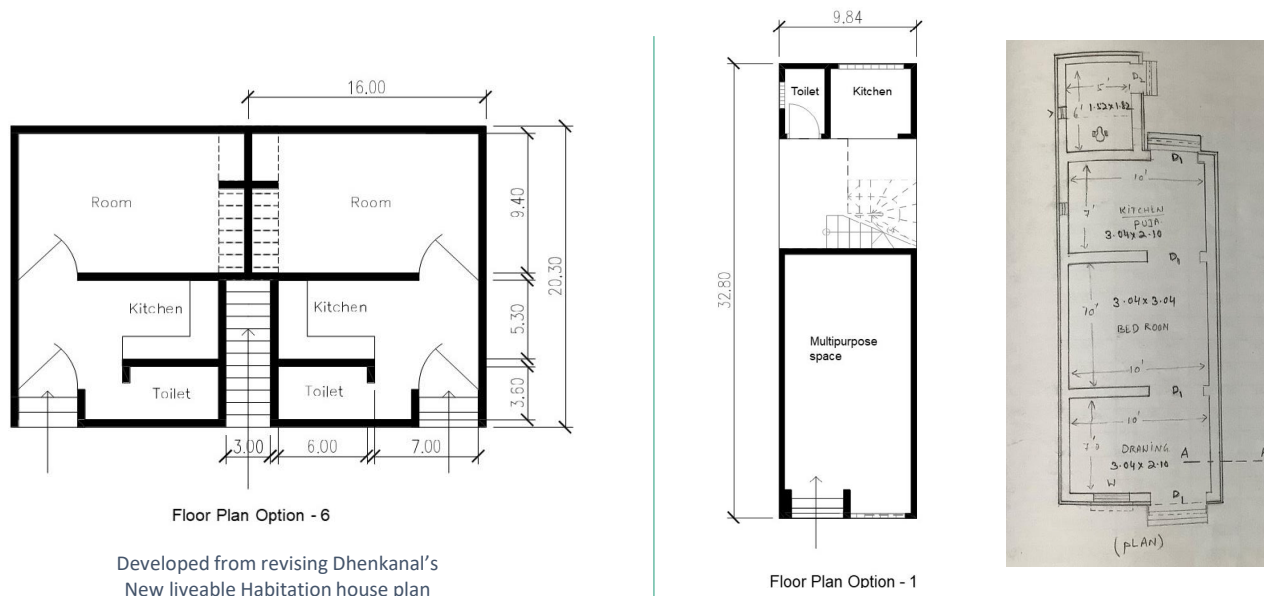
Developed from Konark's nolia sahi existing House Plan

Conceptualized Options along with staircase provision for model template purposes



Developed from Kesinga ULB's implemented House Plan

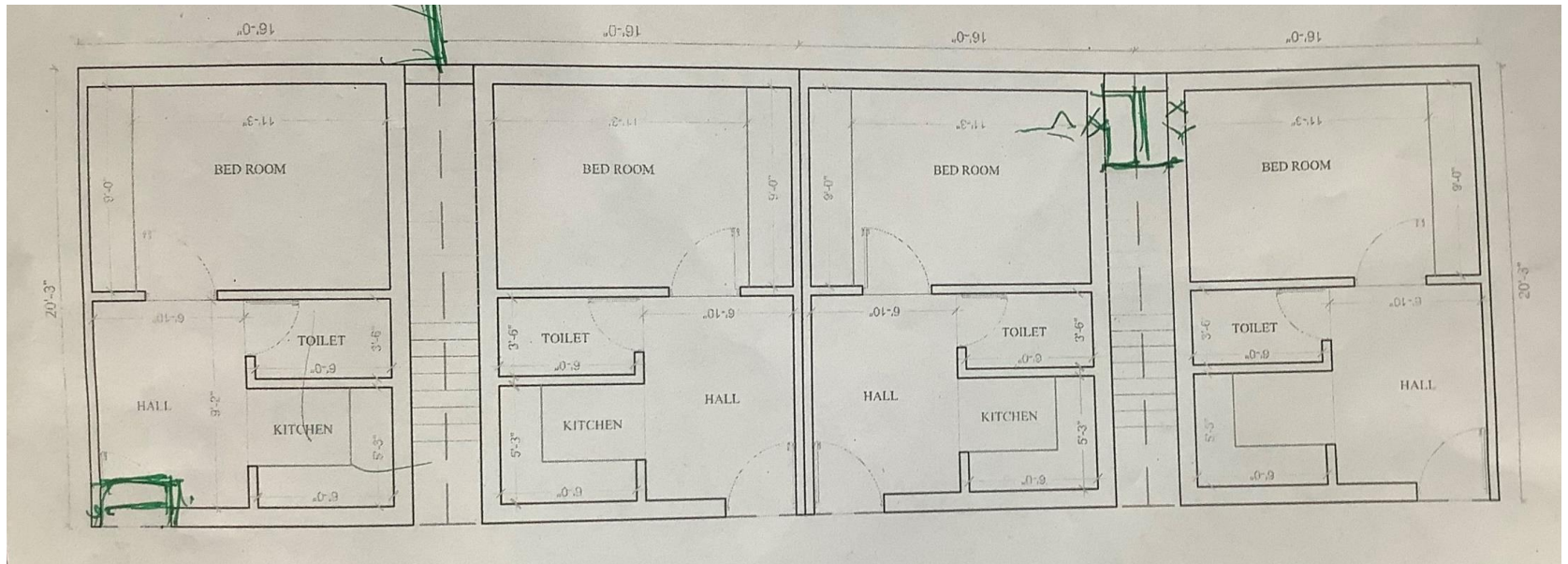
Conceptualized Options along with staircase provision for model template purposes



Developed from revising Dhenkanal's New liveable Habitation house plan

Floor Plan Option - 1

Developed from Chikiti's PMAY House Plan



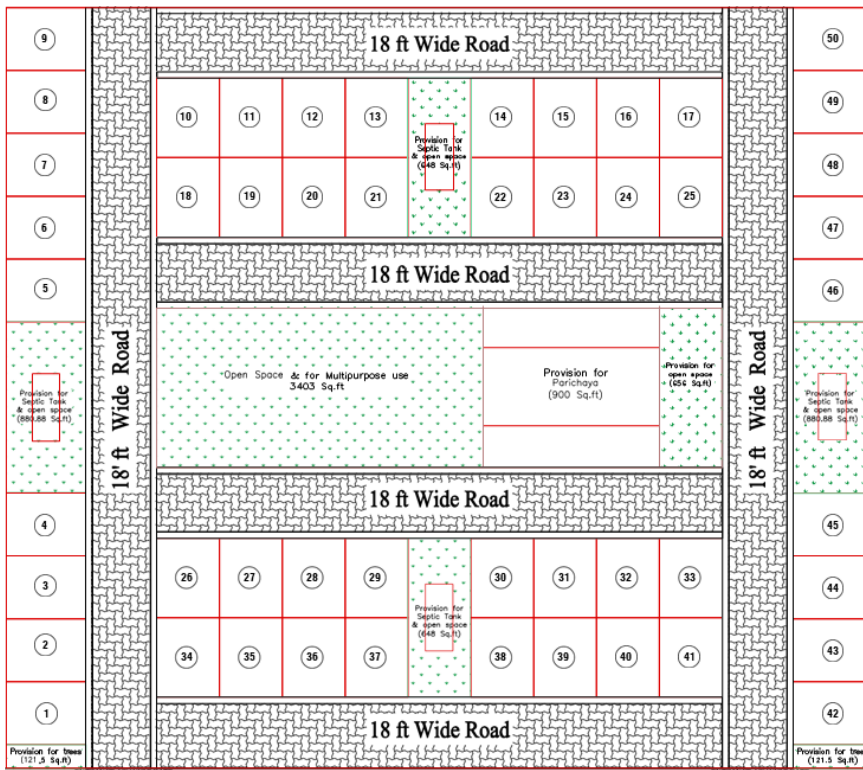
House Floor plan proposed by Dhenkanal ULB for executing in
New Liveable Habitation (plot size 16ft X 20.3 ft)

Annexure 2: Institutional Framework: Roles and Responsibilities - State to Community Level

Level	Nodal Agency	Responsible entities	Responsibility
State	Housing and Urban Development Department (HUDD)	The Principal Secretary HUDD is the Chairperson of the Executive Committee, supported by Director Municipal Administration as the Mission Director.	Implementing the provisions of the Land Rights Act and JAGA Mission as a whole.
City	ULB	Executive Officer	The process of relocating the slum HHs to the new habitat and preparing the site for the same.
	The Urban Area Slum Rehabilitation and Redevelopment Committee (UASRRC)	District Collector (Head), elected representative of ULB, Superintendent of Police/representative, Tehsildar, Executive Officer (EO) of ULB, One urban planner, One CBO/ slum dwellers representative, One NGO representative	Formulating the scrutiny subcommittee and preparing the list of slum dwellers eligible for issuance of land rights
	Delisting Scrutiny Sub-Committee (DSC)	One Senior Officer to be nominated by Collector- Chairperson, President & Secretary of SDA/ Resident Welfare Association (RWA) from the concerned slum-Member; One Civil Society representative, one educationist, Executive Officer (EO) / Commissioner/any senior officer of the concerned ULB-Member Convener, Other Invited members as the Chairperson may deem fit.	Validate the slum delisting recommendations received from SDA/RWA through ULB
Ward		Ward Officer	Process of slum upgradation and delisting in their jurisdiction
Community		Slum Dwellers Associations (SDA) is a community-based entity for each identified slum.	<ul style="list-style-type: none"> Assisting the NGO in community mobilisation and the Urban Slum Household Area (USHA) survey and ensuring uniform community awareness and buy-in Initial validation and building consensus on the draft slum settlement proposal provided by the technical agency. The draft settlement proposal details out household layout and area to be settled for each household, based on which the Slum Dwellers Association applies for the land right to the Urban Area Slum Redevelopment and Rehabilitation Committee (UASRRC) Applying for land rights to the UASRRC.

Annexure 3: Model Site Plan Templates and Cost Estimates

a. 50 Households



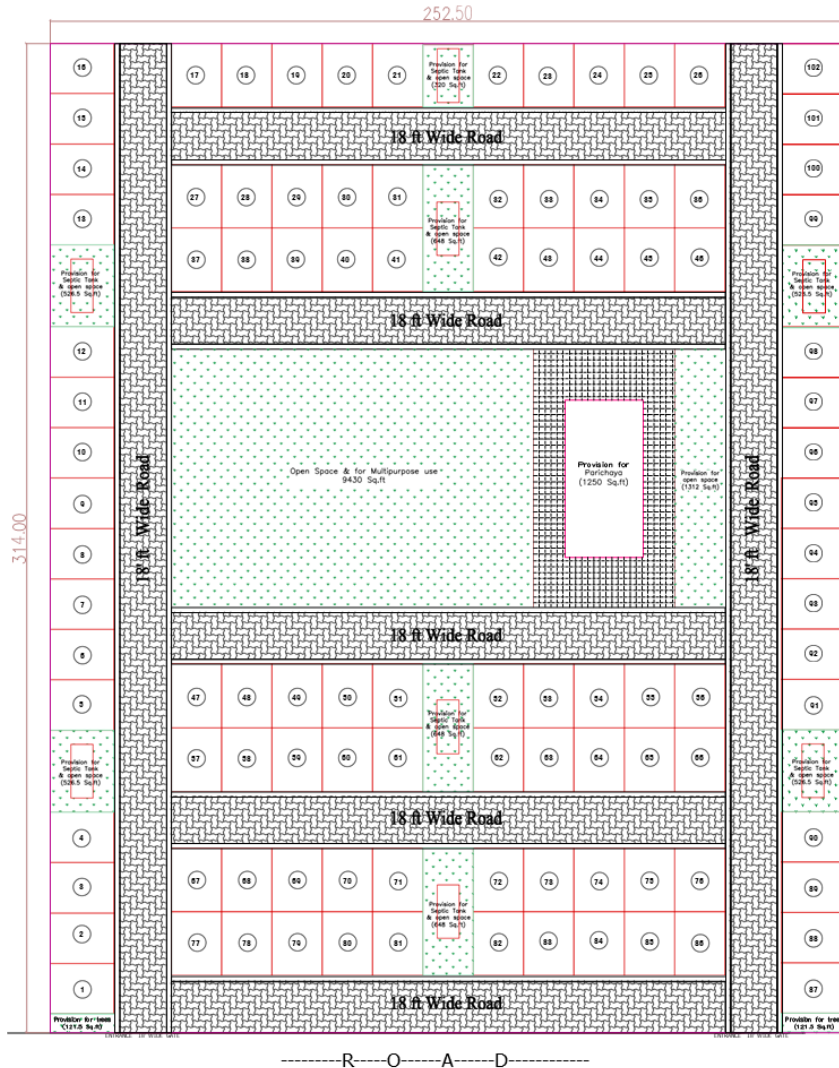
- - - R - O - - A - - D - - - -

Model Template for 50 HHs				
Notes :-				
1. All plots in this layout are of 324 Sq.ft (30 Sq.m)				
* Dimensions of the base plot are - 16ft X 20.25ft				
2. Accommodated a total of 50 plots.				
Area Statement:-				
Model Template (Accommodated 50 plots)				
	Area in Sq.ft	Area in Sq.m	Area on Acres	Percentage (%)
Available Land	42666.75	3963.84	0.98	100.00
Residential area	16200	1505.02	0.37	37.97
No. of plots = 50 (Dimensions 16 ft X 20.30 ft)				
Common Area	26467	2458.84	0.61	62.03
Site services (Septic tank)	3058	284.10	0.07	7.17
* for Roads	14483	1345.50	0.33	33.94
* for Storm Water Drains	2851	264.86	0.07	17.60
* for Open Spaces & Parichay	6075	564.38	0.14	14.24
* Trees (1 tree for every 80 Sq.m of common area)	31			
Plot Dimensions:-	Signature & Seal of EO:-			
	Prepared By:-			
	Checked & Submitted By:-			
Septic tank dimensions for 100 users	Scale:-			
	North Direction:-			
	Comments:-			
All technical drawings can be provided upon request.		All measurements are in feet & inches		

TENTATIVE ESTIMATE FOR RELOCATION OF 50 HHs

STORM WATER DRAINAGE			Quantity	Amount
Sl.No.	Item Description			
1	Dimension Details of the Proposed Drain With Cover Slab			
2	Amount Per Running Meter	4300	332	14,27,600
3	Reinforcement Per CUM of Concrete	0.40 Qntl/CUM for Drain. 0.80 Qntl/CUM for Slab.		
4	Grade of Concrete Used	M20		
PAVER BLOCK ROAD				
1	Layers Provided in Paver Block Road			
2	Amount Per Square Meter	1295	907.5	11,75,212
OPEN SPACE				
1	Amount Per Square Feet	210	5000	10,50,000
PARICHAYA				
1	Amount Per Square Feet	810	900	7,29,000
TOTAL				43,81,813

b. 100Households



Model Template for 100 HHs

Notes :-

1. All plots in this layout are of 324 Sq.ft (30 Sq.m)

* Dimensions of the base plot are - 16ft X 20.25ft

2. Accommodated a total of 102 plots.

Area Statement :-

Model Template (Accommodated 102 plots)				
	Area in Sq.ft	Area in Sq.m	Area on Acres	Percentage (%)
Available Land	79285	7365.76	1.82	100.00
Residential area	33048	3070.23	0.76	41.68
No. of plots 102(Dimensions 16 ft X 20.25 ft)				
Common Area	46238	4295.58	1.06	58.32
Site services (Septic tank)	4370	405.98	0.10	5.51
* for Roads	22644	2103.68	0.52	28.56
* for Storm water drains	4548	422.48	0.10	5.74
* for Open Spaces & Parichay	14676	1363.43	0.34	18.51
* Trees (1 tree for every 80 Sq.m of common area)	54			

Signature & Seal of EO:-

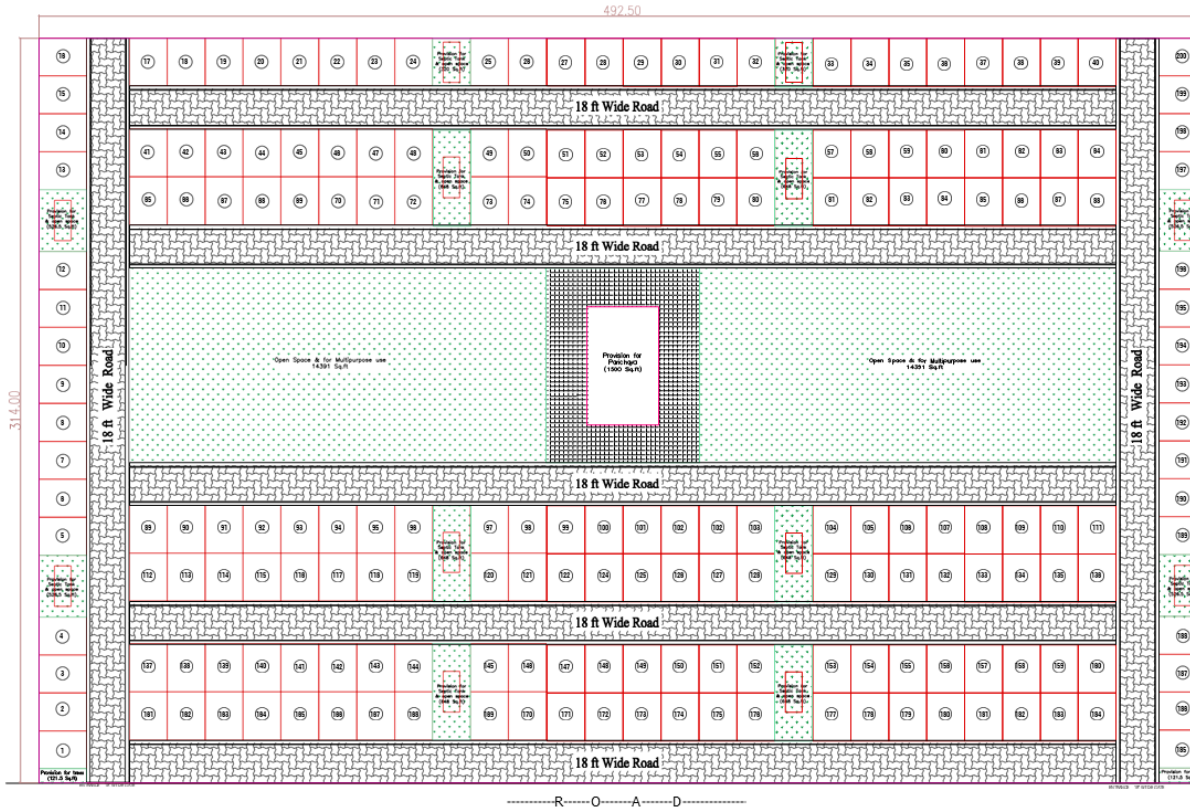
Plot Dimensions:- 	Prepared By:-	Checked & Submitted By:-
	Scale:-	
Septic tank dimensions for 100 users 	North Direction:-	Comments:-
All measurements are in feet & inches		

All technical drawings can be provided upon request.

TENTATIVE ESTIMATE FOR NEW HABITAT OF 100 HHs

STORM WATER DRAINAGE			Quantity	Amount
Sl.No.	Item Description			
1	Dimension Details of the Proposed Drain With Cover Slab			
2	Amount Per Running Meter	4300	711	30,57,300
3	Reinforcement Per CUM of Concrete	0.40 Qntl/CUM for Drain. 0.80 Qntl/CUM for Slab.		
4	Grade of Concrete Used	M20		
PAVER BLOCK ROAD				
Sl.No.	Item Description			
1	Layers Provided in Paver Block Road			
2	Amount Per Square Meter	1295	1725	22,33,875
OPEN SPACE				
1	Amount Per Square Feet	210	5000	10,50,000
PARICHAYA				
1	Amount Per Square Feet	810	1250	10,12,500
TOTAL				73,53,675

c. 200 Households



Model Template for 200 HHs

Notes :-

- All plots in this layout are of 324 Sq.ft (30 Sq.m)

* Dimensions of the base plot are - 16ft X 20.25ft

- Accommodated a total of 200 plots.

Area Statement :-

Model Template (Accommodated 200 plots)				
	Area In Sq.ft	Area In Sq.m	Area on Acres	Percentage (%)
Available Land	154645	14366.87	3.55	100.00
Residential area	64800	6020.07	1.49	41.90
No. of plots 200 (Dimensions 16 ft X 20.25 ft)				
Common Area	89847	8347.01	2.06	58.10
Site services (Septic tank)	6634	616.31	0.15	4.29
* for Roads	40857	3795.73	0.94	26.42
* for Storm water drains	8000	743.22	0.18	5.17
* for Open Spaces & Parichay	34356	3191.75	0.79	22.22
* Trees (1 tree for every 80 Sq.m of common area) 104				

Signature & Seal of EO:-

Prepared By:-

Checked & Submitted By:-

Scale:-

North Direction:-

Comments:-

All measurements are in feet & inches

TENTATIVE ESTIMATE FOR NEW HABITAT OF 200 HHs

STORM WATER DRAINAGE			Quantity	Amount
Sl.No.	Item Description			
1	Dimension Details of the Proposed Drain With Cover Slab			
2	Amount Per Running Meter	4300	1379	59,29,700
3	Reinforcement Per CUM of Concrete	0.40 Qntl/CUM for Drain. 0.80 Qntl/CUM for Slab.		
4	Grade of Concrete Used	M20		
PAVER BLOCK ROAD				
1	Layers Provided in Paver Block Road			
2	Amount Per Square Meter	1295	3097.5	40,11,262
OPEN SPACE				
1	Amount Per Square Feet	210	6000	12,60,000
PARICHAYA				
1	Amount Per Square Feet	810	1500	12,15,000
TOTAL				124,15,963

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