

Slum Upgrading as part of Slum Free City Planning in Odisha



1. Context:

With the launch of Odisha Land Rights to Slum Dwellers Act and Jaga Mission during 2017-18, the government has recognised the imminent need for improving the quality of life of the slum dwellers in the state. Continuing the Government of Odisha's landmark initiative of the Odisha Liveable Habitat Mission (OLHM), also known as the JAGA Mission, launched in 2018, and the successful implementation of the Odisha Land Rights to Slum Dwellers Act 2017¹; upgradation of basic infrastructure and delisting of upgraded slums emerged as the next critical step towards transforming these informal settlements into liveable habitats, making them an integral part of the city fabric. Towards this end, the Scaling City Institutions for India (SCI-FI) initiative at the Centre for Policy Research (CPR) as knowledge partner supported Housing and Urban Development Department, GoO to prepare a 'Standard Operating Procedure (SOP) for Participatory Slum Upgradation and Delisting'². This policy note summarises the various processes and procedures laid out in the SOP and provides a current status of the intervention in Odisha.

¹ <https://govtpress.odisha.gov.in/pdf/2017/1652.pdf>

2. Odisha's Approach to operationalise the slum upgradation and delisting SOP

The SOP aims to operationalise the targets of slum integration in the city fabric, reducing growth of slums by addressing access to basic public utilities and generating community and city-level benefits of slums proofing to ensure increased urban resilience by:

1. Laying down the procedure and benchmarks for undertaking participatory integrated slum level infrastructure upgradation; and
2. Establishing procedure and documentation for delisting of a slum to integrate it to the rest of the urban area.

The SOP extends to all Municipal Corporations, Municipalities and Notified Area Councils (NAC) in Odisha, collectively referred to as Urban Local Bodies (ULBs). The concerned Ward Officer of the ULB is designated as the Nodal Officer to operationalise the process of slum upgradation and delisting in its jurisdiction.

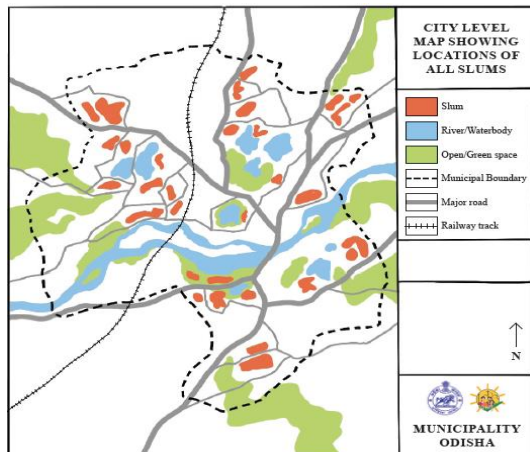
² <https://scifi.cprindia.org/resources/standard-operating-procedure-sop-slum-upgradation-and-delisting-odisha>

3. Steps Adopted to Upgrade and Delist the Slums in Odisha

The process adopted by Odisha for upgrading and delisting slums are illustrated below:

A. Identification and Listing of Slums:

- ULB must identify all slums as mandated by the Urban Area Slum Redevelopment and Rehabilitation Committee (UASRRC), formulated for granting of Land Rights under the Odisha Land Rights to Slum Dwellers Act, 2017. The Committee is formulated under the chairpersonship of the District Collector and have representations from concerned ULBs, Revenue Department, CBOs and CSOs.
- Slum is identified as “A compact settlement of at least 20 households with a collection of poorly built tenements, mostly of temporary nature, crowded together usually with inadequate sanitary and drinking water facilities in unhygienic conditions, which may be on the State Government land in an urban area” [Section 2(r) of the 2017 Act].



B. Undertake Participatory Infrastructure Needs Assessment (PINA) at slum level for primary infrastructure facilities:

- Participatory Needs Assessment (PNA) shall be conducted by the concerned Ward Officer.
- PNA will cover status of access to primary infrastructure specifically i) water supply, ii) paver roads, iii) pucca storm water

drainage, iv) street lights, v) individual household toilets (IHHL) vi) in-house electricity vii) Parichaya viii) Open space development and ix) Children play areas

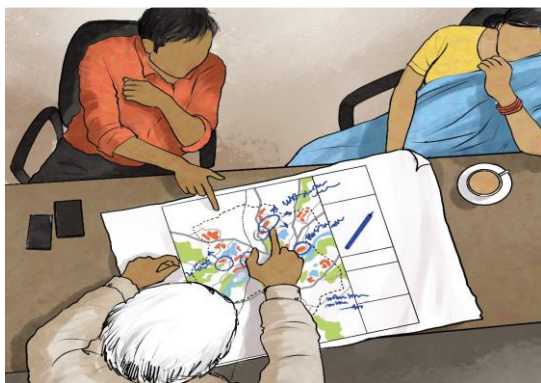
- The survey shall consist of: i) Group Discussion ii) Discussion with office bearers of SDA/RWA (BAC) - conducted via field visits and discussions with the residents.
- The SDA constitutes members from each household in the slum, having a core management team consisting of President, Secretary and Treasurer is also elected for each SDA by the community
- A team - comprising of a ULB Engineer, city-level volunteers, Jaga Fellow (if available) Community Organisers and ULB MIS expert or may include any other officer as ULB may deem fit - may be deputed by the ULB to support the Ward Officers and SDA.



C. Prepare I-GAP to assess the infrastructure gap at the slum level and to plan for slum upgradation projects:

- An Infrastructure Gap Assessment Profile (I-GAP) shall be developed by the ULB in close coordination with the concerned Ward Officer as per the standardised framework stated in the PNA.
- This tool will be used to objectively assess the vulnerability of the slums in terms of the availability of the primary infrastructure.
- If a slum is identified with adequate infrastructure, it is directly taken up for delisting.
- The concerned Ward Officer, on behalf of the ULB will initiate the preparation for

upgrading slum level infrastructure based on I-GAP.



D. Execution of slum upgradation projects:

- Slum upgradation projects shall be executed under the supervision of the Ward Officer.
- The concerned SDA/RWA will be the Implementing Partner (IP) for these works.
- Details of execution modalities of these projects and involvement of IP will be shared by the State Government, from time to time.



E. Completion of slums upgradation projects:

The Ward Officer shall ensure the completion of the slum upgradation projects.

F. Delisting proposal submitted by SDA for evaluation by ULB:

- SDA/RWA may pass a resolution stating the slum is eligible for delisting based on I-GAP.

- SDA/RWA shall prepare a delisting proposal which is submitted to the ULB and the Ward Officer shall communicate the upgradation of primary infrastructure facilities.
- ULB shall evaluate the proposal based on PNA facilities via either field level verification or its observations or both.
- The proposal will be passed by a Council Resolution and forwarded to the UASRRC.
- If the proposal is found unsatisfactory, the ULB may send it back to the SDA/RWA along with comments and suggestions to improve primary infrastructure via the Ward Officer.



G. Delisting Procedure:

- UASRRC shall constitute a Delisting Scrutiny Sub-Committee (DSC) and pass the slum delisting recommendations received from SDA/RWA via ULB, for validation.
- The DSC to be formulated under the Chairpersonship of One Senior Officer nominated by the Collector having representation from SDA/RWA, CSO, ULB and other invited members as deemed fit by the Collector.
- DSC may validate the process or refer to the SDA/RWA and ULB to undertake actions for infrastructural upgradation.
- Upon validation, UASRRC will issue a public notice - displayed at the slum, ward office and ULB office - inviting objections to the change of slum status for 15 days.
- UASRRC shall address the objections and re-examine the delisting process if

deemed necessary, and subsequently direct the ULB to issue an order for delisting of the slum.

- Post issuance of the order, the delisting order is sent to the SDA/RWA, and the SDA will further pass a resolution converting the SDA to RWA with an intimation to the ULB.



H. Renaming of the habitation and incorporation in the ULB and other records:

- Upon formal delisting of the slum, the RWA may seek a change of name through a resolution.

- To incorporate the changed name, the ULB through the concerned Ward Officer shall incorporate necessary corrections in the ULB and other records, publish change of name in the local newspaper, release a Gazette notification and intimate Postal authorities about the changes.

4. Way Forward:

Under the Slum Upgradation & Delisting process an initial target of transforming 500 pilot slums into "Adarsh Colonies" was envisioned by March 2021. However, the HUDD, GoO, could surpass the target to achieve upgradation and delisting of 550 slums across 28 ULBs in just 6 months of rolling out the SOP. In this process, about 08 ULBs have attained a slum-free status. Odisha is working towards upgrading all the 2936 slums by December 2022, thus achieving a slum free status.

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The Scaling City Institutions for India: Land, Planning, and Housing (SCI-FI: LPH) programme, is a multidisciplinary research, outreach and policy support initiative. It aims to better understand the intersection of governance and scale in the Indian urbanising landscape with sector specific social and economic characteristics. The SCI-FI: LPH initiative envisages to inform multiple stakeholders, including the three tiers of the government, on demand-driven, sustainable, alternative, and scalable models for delivering and operationalizing housing, basic services, and property rights for the urban poor. The SCI-FI programme is nested at the Centre for Policy Research (CPR) since 2013.