

## EXECUTIVE SUMMARY –Swati Pitale

The Mumbai Urban Transport Project (MUTP) is the most ambitious infrastructure upgrade ever undertaken for this city. The total estimated cost of the project is Rs. 45260 million . The World Bank had sanctioned a loan of Rs. 26020 million. The Mumbai Urban TransMUTPport Project (MUTP) has identified a number of sub-projects to strengthen the suburban rail transport and road transport in Greater Mumbai and Mumbai Metropolitan Region (MMR) as a whole. As a part of MUTP, Maharashtra State Development Corporation (MSRDC) and Municipal Corporation of Greater Mumbai (MCGM) have undertaken the Santacruz - Chembur Link Road (SCLR) linking Western Express Highway (WEH) and Eastern Express Highway (EEH) having the total length of this proposed road is 6.45 km. As a result of this project, total 434 structures will be affected out of which 235 are residential, 193 fully commercial and 6 residential-cum commercial. The project affected persons (PAPs) losing their residential and commercial structures have been resettled at Mankhurd. The Mankhurd resettlement site having total residential tenements of 3256 and commercial tenements of 720 has been selected for resettlement of people affected by Mumbai Urban Infrastructure Project (MUIP) and the surplus tenements will be used for resettlement of residential and commercial structures affected by SCLR phase-II.

This is also the World Bank's first attempt to resettle a very large number of people in an urban area. Some 17,500 families including thousands of squatter families living in shacks along railway tracks -- have been relocated to safe permanent dwellings and given legal title to their new housing. Every eligible household losing a dwelling place shall be allotted a dwelling unit of minimum of 225 sq.ft. at an alternate site. Similarly every PAH losing a commercial structure shall be eligible for an alternate place for commercial use of equivalent area.

The paper involves the study of Lallubhai compound at Mankhurd. It deals with the R& R component at the Mankhurd site which is the largest resettlement site. It has 60 buildings with 80 flats each. At the Mankhurd site about 6,000 families have been resettled. From April and December 2004, the independent Inspection Panel of the World Bank received four separate requests for inspection from organisations representing residents and shop-owners in Kurla and Jogeshwari. The Inspection Panel investigated the complaints of four main requesters in the "right of the way" of the SCLR and the JVLR. They pertained to the proposed construction and improvement of east-west connecting roads within the road-based transport component and to the proposed resettlement and rehabilitation of persons affected by the road component. The requesters claimed that the World Bank safeguards on involuntary resettlement would result in the loss of livelihoods and harm those displaced. The Project had failed to provide for income restoration. The shopkeepers feared that they would suffer irreparable damage to their well-established businesses. They argued that their structures had not been surveyed properly.

The Inspection Panel issued a report in Dec-2005. The serious violation of the Bank's policy and agreements between the Bank and the Government of Maharashtra, had resulted in injustice to the PAPs causing them economic loss, social harm and mental torture. The Report brought out the Bank's own management and staff going against its own policy and taking along the borrower country agencies, at the cost of the PAPs. MUTP required, under the Bank's own policy, an independent, free standing resettlement component. However the initially planned and funded, separate project was later merged to form only one component of the broader, MUTP project. There were no properly trained personnel nor the required attention and will.

The merger against the original decision and preparations was pushed not by the borrower State agencies but the World Bank staff itself. The Bank failed to differentiate between the rail and road component of the Project and to ensure different, appropriate treatment and appraisal to rehabilitate package. A comprehensive assessment of environmental impacts including aspects such as air quality, noise and ecological as well as social- R&R components was absent in MUTP since it exclusively focused on biophysical concerns only. A separate estimate of shopkeepers etc. was dropped and resulted in bad planning. Effect on lives and businesses did not form a part of the MUTP-planning. The alternatives were

not even considered in selection of R&R sites, to compare the implications for residence and occupational needs of the PAPs.

The Project transferred almost total responsibility of resettlement and rehabilitation to the NGOs, relieving the State agencies of the same. Flaws in gathering data appear to have resulted in major misstatements about overall size of displacement, and eventually loss of control by Bank staff over aggregate proportions of displacement under Project. Surveys of affected population, immovable assets affected by resettlement, and income of PAPs were significantly deficient. Surveys did not appropriately cover employees of middle income shopkeepers. Socio-economic situation of distinct group of middle - income and lower-middle-income inhabitants, in particular shopkeepers and other commercial PAPs, was not adequately recognized in preparation and planning. It noted that most housing societies had not been registered hence many of the PAPs had not received the interest that should cover the maintenance costs.

The Panel observed that serious efforts were needed to complete this action for additional 80 societies by July 2007 because so far these societies had not even been registered. The Panel further noted that the transport allowance was paid through the housing societies, and as most societies have not been registered yet, payments had been delayed significantly. For the same reasons conveyance deeds had not been given to PAPs yet. The Panel emphasized that the registration of cooperative societies was a key requirement for the initiation of several post-resettlement activities including the payment of the maintenance interest and transport allowance. In March 2006, 48 out of an estimated total of 200 societies had been registered; this number had only increased by 10 to a total of 58 by March 2007. Panel noted that housing cooperatives must be legally approved and registered before they are eligible to receive funds. As of November 1, 2005, the Panel found that most cooperatives had not been registered. The earned interest of the maintenance fund only covered certain taxes that PAPs have to pay, but does not help them to deal with the high maintenance costs that PAPs have to pay in the new buildings. The Panel also noted that many of the PAPs interviewed had no knowledge about the procedure and time-frame for the registration of the societies. The Panel also noted with concern that the post-resettlement agency had still not been appointed and that the process had been delayed substantially. Disclosure of information on MUTP had been inadequate and did not comply with Bank Policies. Neither shopkeepers nor other PAPs were consulted about resettlement sites. The shopkeepers were not consulted about any possible alternatives to the resettlement sites for their shops. Use of TDRs in the MUTP had limited availability of sites that were considered. Panel believed that choice of possible resettlement sites was strongly influenced by finding sites that suited the developers Bank overlooked middle income shopkeepers in planning for resettlement and failed to notice differences in their situation from that of others to be resettled. The shopkeepers complained about a significant loss of income and stated that while they had lost their customer base, they faced increased costs for the shops. They expressed concern that their situation would even decline once all 100 shops would move in and create competition, decreasing the already small customer base. At some sites shops did not have water supply and shopkeepers have to bring water from other places. At some sites, shopkeepers also reported that they had to use common toilets in the buildings. At Mankhurd, shopkeepers complained about the lack of facilities. Some of them state that they had to use the BMC pay toilets located outside the compound. They claim that they also lacked water supply and hence had to bring it from other areas.

A survey was carried out to determine the Quality of life in the area after resettlement. The total numbers of respondents were 65 families. Lallubhai compound in Mankhurd is about 1.5 kilometers away from Govandi station. There are sixteen building clusters. Each building is separated from the other by little space. Only 4 buildings had access to direct sunlight on one side. It is in close proximity to one of Mumbai's only operating open garbage dump, and an abattoir. The total respondents were 65. Most of the respondents had come from Panjara Pol area in Chembur east. All of them had a ration card and voter I-card. The housing society was registered. The slum dwellers were not used to the vertical way of living.

The resettled families now had a new sense of self-esteem, and experienced greater safety and privacy in their new homes.

The maintenance charges were Rs. 3600 per year while the electricity bill was on an average Rs. 400 per month. They experience a feeling of security after coming here. For some families that have been in the bottom rung among the poor the house in Lallubhai is a liability more than an asset. For these groups, the monthly payment of electricity bills and maintenance fees coupled with increased transportation costs and the loss of their jobs or the lack of increase in salaries but rise in expenses is a great agony. The poor garbage lifting facilities, the overflowing drains between the buildings, the lack of water are prime grievances. PAPs expressed the need to double the current water supply of 15-25 minutes per day.

Pollution and water diseases are the major health hazards. Primary Health Centre is unsatisfactory and the people take less than 30 minutes to reach it. There are no big hospitals in the area. People are also not happy with the primary and secondary schools in the area. Many students were moved from downtown, and were forced out of their slightly better schools. They take less than 30 minutes to reach the school and the expenses are Rs.400-500 per month. The private school buses that have been put in place are too expensive and are only serving few children. There are no gardens and playgrounds in the area. The spaces between the houses tend to be full of garbage. PAPs still throw garbage in open drains and clog them. There are two community bins. There is daily sweeping and the garbage is collected daily still the place is infested with rats. There is water logging and the drains and gutters are not cleaned. The PAP's are mostly rickshaw driver, watchman, driver, cleaner, plumber, domestic help and casual labourers. They have continued with same work after resettlement. For 29 respondents the time required to reach the place of work is 1 hour. There is one earning member in a family and the dependents are 4-6. The monthly income has remained the same or increased while in a few cases it has gone down. There are ration shops in the area and the monthly expense on food is on an average Rs. 1500 and in some cases Rs. 4000. Ground floor houses have been converted into shops, beauty parlours, English teaching classes and STD-PCO booths. People go back to the older neighbourhoods for work and for reaching their children to schools. Some of the residents have given up their homes for rent and have begun to live in the nearby squatter settlements or in and around their original places of residence. The number of bus routes are 4 with a frequency of 30 minutes. There are two rickshaw stands and 8-10 P.C.O's. There are no post offices and banks.

The rickshaw drivers charge five rupees a seat for a one-way ride between Govandi station and Lallubhai. PAPs in Mankhurd also emphasized the need for a pedestrian bridge to cross over the rail tracks to the Mankhurd station and suggested to add bus lines to main points in Mumbai mainly Churchgate and Victoria Terminus, where many offices are located as well as to other distant places. Many PAPs are still not aware of their entitlements and the post resettlement process. They have not been involved in the decision making process nor have their grievances been heard. They rarely visit the local councillor to solve their problems. Rather they find the NGO's friendlier. Only 17 respondents were involved with some association. The social networking is enhanced by various forms of groups and organizations that abound within Lallubhai – the women's savings group, the hawkers' federation, National Slum Dwellers' Federation-Mahila Milan-SPARC. A thriving women's hawker market has come up on the roads. There are financial networks woven within the social and political fabric of the area – the grain merchants, the jeweller's shops which double up as lending and borrowing institutions. There are social and political organizations also. Post resettlement agency will ameliorate the situation at the resettlements sites. More field staff that would help them with daily issues related to resettlement is needed.

Resettlement of the displaced people is one-time relocation at a new site with payment of compensation for the land acquired and without other support such as jobs, training and welfare inputs to resettle in a new society and economic situation. Rehabilitation focuses on social and cultural factors and attempts to rebind the dispossessed livelihoods of the displaced and project-affected people. It is not limited to

economic compensation but, goes beyond to include welfare approach. Rehabilitation is more often understood as an economic rather than a psycho-sociological phenomenon resulting from displacement. It is normally perceived as a 'planned change effort'. In a strict sense, it implies that, the overall objective of the change is to restore the situation to its original condition. The nature of rehabilitation is quite different from other development processes. All developmental efforts imply planned change to improve existing conditions, whereas rehabilitation is designed to restore the status quo.

Sustainable development of cities has been the ongoing mantra. However that unequivocally means inclusive cities. Sustainable livelihood approach perceives shelter not just an availability of a dwelling. It should be a structure that enhances access to sustainable livelihood opportunities. It implies capabilities, assets and activities required for a living. A livelihood that can cope up with stress and shocks provides sustainable opportunities for future generations. It is a people centred multilevel responsive approach to development.