

REGIONAL CAPACITY BUILDING HUB

Module 1 – Urban Governance

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Jn **NURM**

2011

Sponsored by:

Mission Directorate, JnNURM,
Ministry of Urban Development (MoUD),
Government of India,

Prepared by:

Administrative Staff College of India (ASCI)



सत्यमेव जयते

**Jawaharlal Nehru National Urban Renewal Mission
(JnNURM)**

Regional Capacity Building Hub

Module 1 – Urban Governance

Sponsored by:

Mission Directorate, JnNURM
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COMPONENT	DESCRIPTION						
BACKGROUND	<i>JnNURM</i> is a reform-led urban governance strengthening and improvement at ULB, parastatals and state government levels. Urban Governance reforms, therefore, is the cornerstone and a necessary condition for investments in mission cities as well as across ULBs the states.						
INTENDED AUDIENCE(S)	The module addresses the training needs of all functionaries – elected as well as appointed - at ULBs, parastatals and other related urban governance institutions and state government departments who are directly or indirectly involved in urban management.						
LEARNING OBJECTIVES	The primary aim of this module is to help the municipal functionaries to develop a larger perspective of urban governance so that, in turn they become enabled to sustain the investments being made through <i>JnNURM</i> . It is also intended to develop a basic understanding of key issues and their prospective solutions.						
MODULE OVERVIEW/CONTENTS/ STRUCTURE	This module provides an overall understanding of the key aspects pertaining to urbanization patterns, good urban governance, devolution of powers, development urban planning, poverty, community participation in city development and innovative illustrations through case studies.						
MODULE DELIVERY OUTLINE	<table border="1"> <thead> <tr> <th>Awareness</th> <th>Knowledge</th> <th>Skills</th> </tr> </thead> <tbody> <tr> <td> <ul style="list-style-type: none"> • Overview of Urban Governance • Rationale of reforms as envisaged under <i>JnNURM</i> </td> <td> <ul style="list-style-type: none"> • Urbanisation and Reform framework • Overview of 13th Finance Commission Reforms • <i>JnNURM</i> and its Reforms • Focus on Heritage in preparation of CDP. • Understanding the concept of poverty and programs & schemes in alleviating of poverty. • Overview of the community participation and its process. </td> <td> <ul style="list-style-type: none"> • Common understanding for policy makers and executives/ functionaries </td> </tr> </tbody> </table>	Awareness	Knowledge	Skills	<ul style="list-style-type: none"> • Overview of Urban Governance • Rationale of reforms as envisaged under <i>JnNURM</i> 	<ul style="list-style-type: none"> • Urbanisation and Reform framework • Overview of 13th Finance Commission Reforms • <i>JnNURM</i> and its Reforms • Focus on Heritage in preparation of CDP. • Understanding the concept of poverty and programs & schemes in alleviating of poverty. • Overview of the community participation and its process. 	<ul style="list-style-type: none"> • Common understanding for policy makers and executives/ functionaries
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MODULE DELIVERY	Presentations using powerpoint, interaction, group discussion and peer learning to find out differences and issues pertaining to good urban management, site visits where necessary, exercises, etc.						
SUPPORTING MATERIALS	Additional supporting material is given in a CD enclosed with this module.						
MODULE DELIVERY	Send your feedback on the material, how they can be improved to schary@asci.org.in						
MODULE PREPARATION	Centre for Urban Governance, Administrative Staff College of India						

Contents of the enclosed Compact Disc (CD)

1. Soft Copy of the Module in PDF Format

2. Power Point Presentations of Urban Governance Module

3. Reference Material for Sub Modules

Urban Governance

- 74th Constitutional Amendment Act
- *JnNURM* Primer on Implementation of the 74th Constitutional Amendment and Integration of City Planning and Delivery Functions

Development Planning

- Revised Toolkit for Preparation of City Development Plan
- Manual for integrated District Planning
- Guidelines for Landuse & Development Plan

Urban Heritage

- A Supplement to Toolkit on Formulation of City Development Plan - Focus on Heritage

Urban Poverty Alleviation

- *JnNURM* Toolkits for the Sub Mission: Basic Services for the Urban Poor
- *JnNURM* Primer on Internal earmarking of funds to Basic Services for Urban Poor
- *JnNURM* Primer on Basic Services for Urban Poor
- *JnNURM* Primer on Earmarking 20-25% developed land to LIG&EWS
- Guidelines For Slum infrastructure Improvement Plan
- Guidelines for Livelihoods & Poverty Alleviation Plan
- A note on Kudumbashree

Community Participation

- Nagar Raj Bill
- Primer on Community Participation Law

4. Other Documents:

- Kolkata Metropolitan Area - Guidelines to Urban Local Bodies for Preparation of Draft Development Plans; Book 2 – 18.
- *JnNURM* Primers
- *JnNURM* Toolkits
- List of *JnNURM* cities
- *JnNURM* Rapid Training Programme-1
- 13th Finance Commission Compendium
- Guidelines Outcome Budget-2006-07
- Handbook on SLB for e-governance
- Model Municipality Disclosure Bill
- National Municipal Accounting Manual
- Handbook of Service Level Benchmarking

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Sub Module 1.1 - Urban Governance

1.1 Urban Governance

1.1.1 Urbanisation

India is witnessing an increased pace of urbanization. Despite its population being predominantly rural, it is emerging as one of the fastest urbanizing countries. It is the second largest urban system in the world with an urban population of about 340 million and 35 metros. Cities are emerging as the engines of national economy and generators of wealth. Cities are the centers of technology, innovation, creativity and economic growth and employment, reservoirs of skills, knowledge and hope for migrants from rural areas.

1.1.1.1 Definition

Census broadly defines urban areas as follows:

- All statutory places with a municipality, corporation, cantonment board, or notified area committee,
- A place satisfying the following three criteria simultaneously:
 - 1) a minimum population of 5,000;
 - 2) at least 75 per cent male working population engaged in non-agricultural pursuits; and
 - 3) a density of population of at least 400 persons per sq. km.
- Others which do not satisfy the above criterion are also classified as urban, if they have distinct urban characteristics such as major project colonies, areas of intensive industrial development, railway colonies, university campus, important tourist centers, etc.

1.1.1.2 Urbanization Trends

There has been a steady increase in the country's urban population over the decades. The urban population increased from 26 million in 1901 to 285 million in 2001 and from 10 per cent to 28 per cent during the same period (See Table 1). India's urbanization presents a contrasting picture – a large urban population with low urbanization. The annual exponential growth rate of urban population and rate of urbanization shows that urban population of India grew by less than 1 per cent per annum up to 1921, 3.5 per cent per annum during 1941- 51, peaked up at 3.8 per cent per annum during 1971-81 and decelerated during 1981-2001. The trend in the rate of urbanization also remained fluctuating. The number of urban centers increased from 3,126 in 1971 to 5,161 by 2001. One perceptible trend noticeable is the slowing down of urbanization – a large of number of states as well as urban centers at all levels experienced this slow down.

The urban scene of India can be better understood through the spatial dimension of urban growth. Till 1991, Maharashtra was the most urbanized state of India. In 1981, Tamil Nadu followed Maharashtra in the level of urbanization. In 1991, however, Gujarat replaced Tamil Nadu as the second most urbanized state and in 2001 Tamil Nadu surpassed both Maharashtra and Gujarat and became the most urbanized state in the country. With only 10 per cent of its population living in urban areas, Himachal Pradesh remains the least urbanized. The regional pattern of urbanization remained quite stable over past 30 years.

The western and southern states are more urbanized than northern, central and eastern states. All the four southern states i.e. Tamil Nadu, Karnataka, Kerala and Andhra Pradesh and two western states of Maharashtra and Gujarat generally had the level of urbanization higher than the national average whereas Punjab in the north and West Bengal in east have that distinction. The state wise differentials in urbanization closely follow the spatial diversity in industrial and agricultural development.

Table 1: Urbanisation Trends in India

Census Years	Number of Towns	Urban Population (in millions)	Per cent Urban	Annual Exponential Growth Rate
1901	1916	25.9	10.8	-
1911	1908	25.9	10.3	0.0
1921	2048	28.1	11.2	0.8
1931	2220	33.5	12.0	1.7
1941	2422	44.2	13.8	2.8
1951	3060	62.4	17.3	3.5
1961	2700	78.9	18.0	2.3
1971	3126	109.1	19.9	3.2
1981	4029	159.5	23.3	3.8
1991	4689	217.6	25.7	3.1
2001	5161	284.53	27.8	2.7

Decadal growth rates also show wide variations between major states. During 1971-81 Chhattisgarh and Orissa had 70.39 and 68.54 per cent growth respectively. Bihar, Haryana, Jharkhand, Karnataka, MP, Rajasthan and Uttaranchal had growth rates between 50-60 per cent where as Andhra Pradesh, Gujarat, J&K and Punjab had growth rates between 40 and 50 per cent. During 1981-91 Kerala had the highest growth rate with 60 per cent and states like Chhattisgarh, Andhra Pradesh, Haryana, J&K, MP and Uttaranchal had growth rates between 40-50 per cent. During 1991-2001 there has been a declining trend in urbanization among the major states. Haryana had the highest growth rate with about 50 per cent followed by Tamil Nadu with 40 per cent. Kerala witnessed a seven per cent growth rate as can be seen from table.

Table 2: Decennial Growth Rate of Urban and Total Population

States/UTs	Total Population Growth (%)			Urban Population Growth (%)		
	1971 – 81	1981 – 91	1991 – 01	1971 – 81	1981 – 91	1991 – 01
Andhra Pradesh	23.10	24.20	14.59	48.62	43.24	16.33
Arunachal Pradesh	35.15	36.83	27.00	139.63	167.04	105.99
Assam	23.36	24.24	18.92	38.25	39.58	38.24
Bihar	24.16	23.38	28.62	53.29	30.45	29.35
Chhattisgarh	20.39	25.73	18.27	70.39	48.90	36.58
Goa	26.74	16.08	15.21	58.82	48.63	39.78
Gujarat	27.67	21.19	22.66	41.42	34.38	32.88
Haryana	28.75	27.41	28.43	59.47	43.41	50.82
Himachal Pradesh	23.71	20.79	17.54	34.76	37.80	32.59
Jammu & Kashmir	29.69	30.89	29.43	46.86	42.33	40.29
Jharkhand	23.79	24.03	23.36	56.92	29.86	29.14

Karnataka	26.75	21.12	17.51	50.65	29.62	29.15
Kerala	19.24	14.32	9.43	37.64	60.97	7.64
Madhya Pradesh	27.16	27.24	24.26	52.92	43.92	30.09
Maharashtra	24.54	25.73	22.73	39.99	38.87	34.57
Manipur	32.46	29.29	24.86	165.36	34.67	13.91
Meghalaya	32.04	32.86	30.65	63.98	36.76	37.59
Mizoram	48.55	39.70	28.82	222.61	161.01	38.70
Nagaland	50.05	56.08	64.53	133.95	73.18	64.62
Orissa	20.17	20.06	16.25	68.54	36.16	30.28
Punjab	23.89	20.81	20.10	44.51	28.95	37.86
Rajasthan	32.97	28.44	28.41	58.69	39.62	31.26
Sikkim	50.77	28.47	33.06	159.73	(27.56)	61.78
Tamil Nadu	17.50	15.39	11.72	27.98	19.59	44.06
Tripura	31.92	34.30	16.03	38.93	86.96	29.41
Uttar Pradesh	25.39	25.61	25.85	60.89	38.52	32.99
Uttaranchal	27.45	23.13	20.41	56.38	42.20	33.35
West Bengal	23.017	24.73	17.77	31.73	29.49	19.88
A & N Islands	63.93	48.70	26.90	89.31	51.02	55.02
Chandigarh	75.55	42.16	40.28	81.52	36.18	40.41
D & N Haveli	39.78	33.57	59.22		69.58	330.39
Daman & Diu	26.07	28.62	55.73	23.34	63.81	20.62
Delhi	53.00	51.45	47.02	58.16	46.87	52.34
Lakshadweep	26.53	28.47	17.30		56.28	(7.37)
Puducherry	28.15	33.64	20.62	59.39	63.58	25.46
INDIA	24.66	23.87	21.54	46.14	36.44	31.51

Source: Census of India 2001: General Population Tables (A1 – A3) Part – I.

1.1.1.3 Components of Urban Growth

There are four components of urban population growth - natural increase or organic growth, rural to urban migration, reclassification, and boundary changes of the existing urban centers. From the census reports it can be assumed that the natural increase during 1991-2001 was about 59 per cent, rural-urban migration 21 per cent and the remaining urban growth is due to reclassification or boundary changes as can be seen from table 3.

Table 3: Components of Urban Population Growth

Components of Growth	1961-71	1971-81	1981-91	1991-2001
Natural Increase	64.6	51.3	61.3	59.4
New Towns	13.8	14.8	9.4	6.2
Expansion of Urban Areas	2.9	14.2	7.6	13.0
Rural -Urban Migration	18.7	19.6	21.7	21.0

Source: Ministry of Housing and Urban Poverty Alleviation, Government of India, Urbanisation and Poverty in India: A Statistical Compendium, 2010

1.1.1.4 Distribution by Size Class

Indian census classifies urban centers into six categories based on population ranges as given below:

- Class I cities : 100,000 or more
- Class II towns : 50,000-99,999
- Class III towns : 20,000-49,999
- Class IV towns : 10,000-19,999
- Class V towns : 5,000-9,999
- Class VI towns : population < 5,000

There has been a steady increase in the population of Class I cities and a steady decline in the population of Class, IV, V and VI towns over the decades. The population of Class I cities, which constituted 26.28% in 1901 increased to 68.62% by 2001 and the population of Class VI towns declined from 6.07% to 0.23% during the same period. Class II and III towns, however, maintained steady state without much increase or decline as can be seen from Table 4. In each size class there are some fast growing cities and towns and some slow growing.

Table 4: Population Distribution by Size Class

Year	Class I	Class II	Class III	Class IV	Class V	Class VI
1901	26.28	11.65	15.71	20.27	20.02	6.07
1921	29.95	10.94	15.43	17.88	18.60	7.20
1941	38.66	11.50	15.92	15.66	14.97	3.39
1961	51.88	10.96	16.53	12.70	7.00	0.93
1981	61.21	11.47	13.77	9.36	3.59	0.60
2001	68.62	9.73	12.29	6.80	2.33	0.23

Source: Ministry of Housing and Urban Poverty Alleviation, Government of India, Urbanisation and Poverty in India: A Statistical Compendium, 2010

Distribution of population by size-class among the states can be seen from table 5.

Table 5: Percentage of Population by Size Class-2001

States/UTs	Class I	Class II	Class III	Class IV	Class V	Class VI	Total
Andhra Pradesh	75.6	13.99	8.03	1.67	0.67	0.04	100.0
Arunachal Pradesh		--	36.86	42.59	18.76	1.79	100.0
Assam	46.96	11.74	19.13	13.54	7.68	0.95	100.0
Bihar	59.25	13.66	23.62	3.24	0.23	--	100.0
Chhattisgarh	63.11	8.93	13.14	11.09	3.73	--	100.0
Goa	15.62	28.94	9.23	29.52	14.6	2.09	100.0
Gujarat	76.14	9.7	9.81	3.57	0.64	0.14	100.0
Haryana	72.56	5.78	1.9	7.66	2.03	0.07	100.0
Himachal Pradesh	24.34	--	25.86	19.06	19.09	11.65	100.0
Jammu & Kashmir	63.59	14.57	3.97	9.93	5.16	2.78	100.0
Jharkhand	71.34	7.09	12.34	5.17	3.51	0.55	100.0

Karnataka	67.22	9.61	17.3	4.67	1.07	0.13	100.0
Kerala	68.84	11.37	13.98	4.99	0.82	--	100.0
Madhya Pradesh	55.38	12.11	16.08	12.24	4.04	0.15	100.0
Maharashtra	79.73	6.65	9.45	3.26	0.84	0.07	100.0
Manipur	43.45	--	19.22	19.02	15.64	2.67	100.0
Meghalaya	58.94	12.99	10.61	15.56	1.9	--	100.0
Mizoram	51.76	--	16.69	17.65	8.39	5.51	100.0
Nagaland	--	51.09	35.5	13.41	--	--	100.0
Orissa	48.56	17.08	18.14	12.61	3.16	0.45	100.0
Punjab	58.32	15.91	13.1	9.81	2.58	0.28	100.0
Rajasthan	57.22	13.94	20.8	6.92	1	0.12	100.0
Sikkim	--	--	49.03	23.98	9.07	17.92	100.0
Tamil Nadu	56.55	11.55	12.35	14.23	5.17	0.15	100.0
Tripura	34.81	--	33.39	22.92	8.88	--	100.0
Uttar Pradesh	47.05	11.95	20.5	9.42	9.17	1.91	100.0
Uttaranchal	61.89	10.23	14.56	10.22	2.99	0.11	100.0
West Bengal	83.51	4.35	5.98	3.15	2.58	0.43	100.0
A & N Islands	--	86.05	--	--	13.95	--	100.0
Chandigarh	100	--	--	--	--	--	100.0
D & N Haveli	--	--	100	--	--	--	100.0
Daman & Diu	--	--	100	--	--	--	100.0
Delhi	99.78	--	--	0.12	0.1	--	100.0
Lakshadweep	--	--	--	37.52	62.48	--	100.0
Puducherry	78	11.48	10.52	--	--	--	100.0
INDIA	68.62	9.73	12.29	6.8	2.33	0.23	100.0

Source: Computed from Census of India 2001 general Population Table A – 4

One feature of India's urbanization is the growth of large and metropolitan cities. This is a challenge of India's urbanization. In 1901 only Calcutta had more than a million population, and the number increased to 12 by 1981, to 23 by 1991 and to 35 in 2001. The metropolitan cities together have a population of about 108 millions in 2001. The metropolitan cities together host nearly 11 per cent of country's total population and 38 per cent of urban population. One aspect of metropolitan growth is that there is very favourable spatial spread of these large cities that may help in achieving the goals of balanced urban growth. Today Mumbai is the most populous city of the country followed by Kolkata, Chennai and Delhi. These four cities have remained at the top of India's urban hierarchy.

1.1.1.5 Urban Projections

Projections indicate that by 2030 that India’s urban population will be 575 million constituting over 40% of total population; as can be seen from the Fig.1. *India’s Urban Awakening* (2010) a McKinsey report projected that by 2030 five states viz., Gujarat, Karnataka, Maharashtra, Punjab and Tamil Nadu will have more than 50% urban population and 13 cities will have more than 4 million population each. Six cities viz., Delhi, Mumbai, Bangalore, Chennai, Kolkata and Pune will have more than ten million population each.

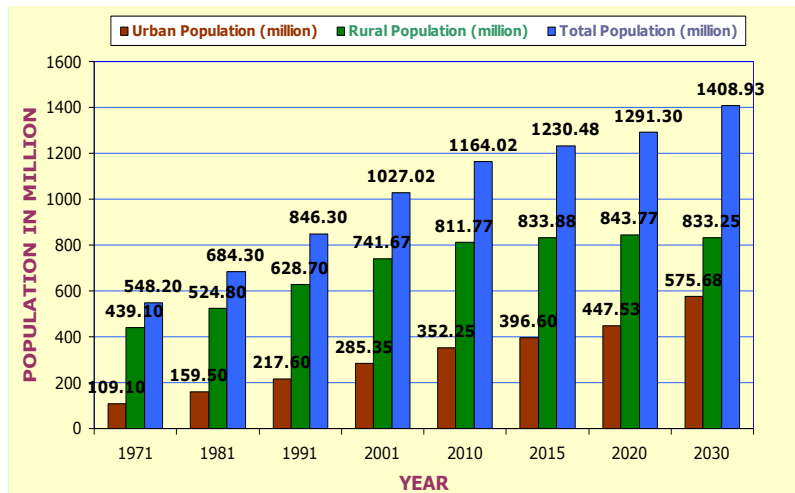


Figure 1: Urban Population Growth Trends

1.1.1.6 Challenges of Urbanisation

Most cities experience a steady decline in the quality of physical environment. One finds stressed physical infrastructure, inadequate delivery of basic services, air and water pollution, uncollected wastes, etc., exposing citizens to harmful pathogens and bacteria. Deteriorating urban health has become a critical issue because of the emergence and spurt in some of the diseases related to poor environmental sanitation and poor living conditions such as malaria, tuberculosis, as well as HIV/AIDS and other sexually transmitted diseases. The other serious problems include:

- Rapid economic activity - urban growth running faster than solutions can catch up and there is very little reliable data being generated to track this
- Multiplicity of agencies with multiple institutional jurisdictions like basic services with ULB and PDS /housing with other state departments
- Weak administrative systems and human resources with minimal training, poorly designed cadre and recruitment rules
- Inadequate or dysfunctional internal systems – finance, land records, etc.
- Inadequate or inappropriate technical skills
- Mismatch between emerging problems and the available new skills; PPPs, outsourcing, use complex contracts, etc.,

- Urbanisation of poverty, land rights, permanent and seasonal migration, problems in beneficiary identification under different schemes;
- Increased financial requirements for provision of basic minimum urban infrastructure – for 63 cities, the CDPs tentatively estimated a need of Rs 3,23,779 crores;
- Rural-urban issues, peri-urban growth, extension of services to these areas, etc.

Urbanization is inevitable and needs to be considered as positive in national development. The response to increasing urbanization and growth and development of cities needs to be viewed positively, though there is no denial of the fact that it should be more balanced and more responsive to national development goals. Our cities need to be better managed and efforts are needed to improve governance. The 74th Constitution Amendment marked a significant initiative to make urban local bodies as institutions of self-governance. This was followed by reforms under Jawaharlal Nehru National Urban Renewal Mission (*JnNURM*) and Thirteenth Finance Commission. The focus is on making urban local bodies (ULBs) accountable for efficient management of cities.

1.1.2 Urban Governance – Concept and Principles

The concepts of governance and good governance have become part of development literature during the last few decades. No analysis of the government – national, state or local - is complete today without a focus and full-length discussion on governance. Concept of governance is very complex. It comprises of the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. The *JnNURM* focuses on governance improvement through of implementation of reforms at state and ULB levels. With nation's economic growth is largely linked with urban centers, the capacity of a nation to pursue its economic goals becomes contingent on its ability to govern its cities. Urban governance has, therefore, assumed increasing importance as a means to ensure that economic growth is equitable, sustainable and improves the living human conditions. Today, apart from the government, private sector and civil society have a critical role to play in local governance. Figure 2 provides the interconnections between actors involved in urban governance.

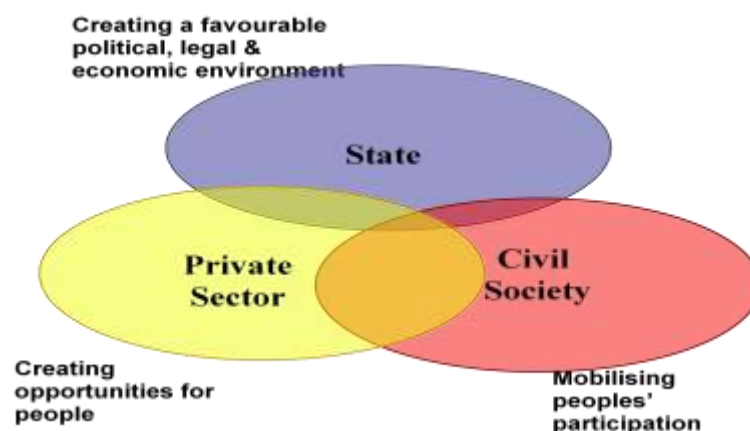


Figure 2: Urban Actors

Good governance ensures broad consensus among the three stakeholders - the state, private sector and civil society. All three are critical for sustaining human development. In post 74th CAA, civil society is playing a significant role in urban management and development. Community Participation Law being enacted in states as mandated under *JnNURM* envisages constitution of ward committees and area sabhas to facilitate community participation in decision making. The key urban issues viz., employment/job creation, waste collection and disposal, urban poverty, shelter and housing, water and sanitation, public transport and traffic, health and education services, civic engagement in development process, etc., cannot be addressed without good governance. The characteristics of good governance include participation, rule of law, transparency, responsiveness, consensus orientation, equity and inclusiveness, effectiveness and efficiency, accountability and strategic vision.

With increased urbanisation and growing importance of cities in national economy and development, conventional methods of governing the city with top down approaches have proved to be restrictive and inadequate. There has been an increasing demand for avenues for participation in urban governance, to increase transparency in civic management, modernizing administration, improved service delivery, etc. The need to adopt new systems and methods of governing the cities that are inclusive and facilitate active and effective the participation all stakeholders is being increasingly realised. There is also a realisation that the existing capacity of the urban local bodies is limited and need to be enhanced systematically, which only will contribute to good urban governance.

Urban governance is defined as “the sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of the city. It is a continuing process through which conflicting and diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and social capital of the citizens”. Good urban governance is:

- a process by which quality of life in the cities can be improved.
- an efficient and effective response to urban problems by accountable local government working in partnership with civil society.
- a process for efficient and effective way of running the cities.
- aims to promote civil society participation in city management along with municipal institutions.
- an inclusive process to achieve a quality of life as desired by the citizenry, particularly the poor and the disadvantaged. It promotes inclusiveness, reduce poverty and involve all stakeholders in the political process of governing the city.

Good urban governance, however, is not panacea to all urban problems, ills and controversies. It is inextricably linked to citizen welfare and enables the community to access the benefits of urban citizenship including adequate shelter, security of tenure, safe water, sanitation, a clean environment, health, education and nutrition, employment and public safety and mobility. Through good urban governance, citizens are provided a platform that allows them to use their talents to the full to improve their social and

economic conditions. Good urban governance, like good governance, is characterised by the following criteria viz.:

- Sustainability - cities must balance the social, economic and environmental needs of present and future generations and this includes having a clear commitment to urban poverty reduction.
- Subsidiarity of authority and resources to the closest level to facilitate efficient service delivery to facilitate community initiative and responsiveness.
- Efficient delivery of services and promotion of local economic development through sound and cost-effective financial management, delivery of services, good public-private-people partnerships, etc.
- Transparency and accountability of local bodies to facilitate citizen's understanding of municipal performance through information flow, active citizen participation in local affairs, etc.
- Civic engagement by all stakeholders including women, poor, members of civil society, etc.
- Security of people and the environment to avoid conflict, crime, and disasters. This refers to security of individuals in their living environment.

Good urban governance contributes to sustainable urban development. It brings civil society, private sector and other actors into a political process. Sustainable cities have four important characteristics viz., good governance, liveability, competitiveness and bankability. Through good governance, urban local bodies develop competitiveness, make the city liveable and through prudent and efficient financial and asset management increase rating to facilitate market borrowings for investment on city development. Therefore, good urban governance is critical for growth and development.

1.1.3 Governance Institutions

There are a large number of institutions at state and city levels associated with governing urban areas – cities and towns. They include:

- State Level – Departments of urban administration, housing, water supply, public health, environment, welfare, education, health, home, planning, etc. State Finance Commission, State Election Commission, are the other institutions
- City level - Urban Local Bodies, City Police Department, Pollution Control Boards,
- Parastatal Agencies – Jal Sansthan, DUDA, Development Authorities, Housing Boards, etc.

Institutional aspects have been discussed in detail in Module 7 Institutional Strengthening and they can be consulted as needed.

1.1.4 Urban Governance – Reform Framework

Because of the critical importance of cities in national development, efforts are being made during the last two decades to improve urban governance in India. The passage of 74th Constitution Amendment Act in 1992 was the first step. This was followed by several urban reforms in the states. Launching of JnNURM - a program for promoting reforms and

investments in select 65 cities by the Government of India (GOI) in 2005, has brought a paradigm shift in urban development strategy. Similarly, the GoI launched two other programs – Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) and Integrated Housing and Slum Development Program (IHSDP) for non-mission cities. These programs have mandatory reform component to improve city governance. Thirteenth Finance Commission also recommended several reforms- some mandatory and others discretionary- to improve municipal finances and to strengthen urban governance.

1.1.5 *JnNURM*

JnNURM was launched as a response to emerging urban challenges in the country in on 3rd December, 2005 with a total investment of over one lakh crore rupees. It aims at a fast track, reform driven, rights oriented, demand led, partnership based planned development of cities. *JnNURM*:

- is a significant urban development policy initiative;
- encourages reforms as catalysts for development;
- focuses on efficiency in urban infrastructure provision, service delivery mechanisms, community participation and accountability of ULBs and parastatals to civic community.
- has three components viz., governance reforms, infrastructure improvement and services to the poor

Several features characterize *JnNURM* and they include:

- Central funding for identified sectors through additional central assistance
- State and ULBs to contribute 10-50% share of funds based on project type
- Funding is linked to reform implementation
- Emphasis on convergence with other projects

The objectives of *JnNURM* are:

- To create economically productive, efficient, equitable and responsive cities;
- Planned development of cities and peri-urban areas to make the cities self-sustaining
- To remove regulations that impede city growth
- Integrated development of infrastructure through effective linkages between asset creation and management for sustainability and adequate investment of funds.
- Scaling up delivery of civic amenities with emphasis on universal access
- Provision of basic services to the poor
- Renewal and redevelopment of inner cities
- Resource mobilisation through partnerships
- Introduction of IT in urban governance
- Conservation of natural resources

- Achievement of MDGs

1.1.5.1 JnNURM - Strategy

The JnNURM has been adopting the following strategy:

- Preparation of City Development Plan (CDP) with a 20-25 year perspective indicating policies, programmes and strategies, and financing plans
- The ULBs and parastatal agencies identify priority projects as part of CDP and prepare Detailed Project Reports (DPRs) for undertaking projects in the identified spheres.
- Defining timelines for reform implementation
- Effective role for private sector in infrastructure provision, management and financing to optimise the life-cycle costs over the planning horizon, introduction of private sector efficiencies through Public Private Partnership (PPP) arrangements.
- Transfer of funds from nodal agency to ULBs as grant or loan. This provides facilitates leveraging additional resources from capital market
- Creation of Revolving Fund to meet the O&M requirements of assets created

Mission Period

The Mission was planned for seven years beginning from the year 2005-06 and is expected to continue until 2011-12. Based on evaluation of the experience of implementation of the Mission decisions will be taken on the project.

1.1.5.2 JnNURM - Expected Outcomes

The ULBs and parastatal agencies, on completion of the Mission, are expected to achieve the following:

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

1.1.5.3 Financial Assistance

Under JnNURM substantial financial assistance is provided to the cities for projects meeting the Mission's criteria. The ULBs and parastatals implement the projects either directly or through the special purpose vehicles (SPVs) that have been identified or set up. Assistance under JnNURM is additional central assistance as 100 per cent central grant. The implementing agencies are expected to leverage the sanctioned funds to attract greater private sector investments through PPP that enables sharing of risks between the private and public sector. Funding under the Mission is not uniform for all cities. The pattern is

different for different categories of cities and is also marginally different between the two Sub-missions – Governance and Infrastructure and Basic Services for the Urban Poor. The larger cities get lower central assistance and smaller ones higher. The rest has to be contributed by the state and local governments as shown in table 6.

Table 6 : Funding Pattern under JnNURM

Infrastructure and Governance %				Basic Services to the Poor %		
Cities	GoI	State	ULB	Cities	GoI	State /ULB
4M+cities	35	15	50	1M + cities	50	50
1M-4M cities	50	20	30			
Others	80	10	10	Others	80	20
J&K and NE States	90	10	-	J&K and NE States	90	10

The state, ULs and parastatal contributions may include internal resources of implementing agency, funds under externally aided projects and MPLAD and MLALAD funds. Under BSUP there should be a 12% beneficiary contribution for housing projects. However, for SC, ST, BC, OBC, PH and other weaker sections, the contribution will be ten per cent. Norms have been prescribed for the release of central assistance.

1.1.5.4 Areas of Assistance under JnNURM

Financial assistance is being provided under the Mission apart from projects, for capacity building, preparation of CDPs, DPRs, facilitating and promoting community participation, information, education and communication (IEC) activities, etc. The assistance is limited to five per cent of the total central assistance or the actual requirement whichever is less. In addition, up to not five per cent of the central grant or the actual requirement, whichever is less is also permitted for administrative and other expenses (A&OE) by the states for capacity building, engaging consultants by the ULBs and parastatals in consultation with the SLNA.

1.1.5.5 Revolving Fund

JnNURM envisages creation of a Revolving Fund under governance and infrastructure projects. It is expected that 25% of central and state grants should be recovered and deposited into the Fund. It is to be used to leverage capital market to further finance infrastructure projects. It is expected to evolve into a State Urban Infrastructure Fund. In case of projects under Basic Services to the Poor at least 10% of funds would be deposited into the Revolving Fund. The fund should be utilised for O&M of assets created and it is expected to evolve into State Basic Services to Urban Poor Fund. Despite its importance no state seems to have created the Fund.

1.1.5.6 Cities Eligible for Assistance

For purposes of financial assistance under JnNURM, 65 cities and urban agglomerations (UAs) have been identified for infrastructure development. The cities and UAs have been selected based the following criteria:

- Cities and UAs with 4 million plus population as per 2001 census
- Cities and UAs with 1 million plus but less than 4 million population as per 2001 census
- Cities and UAs like state capitals and others of religious, historic and tourist importance.

1.1.5.7 Projects Eligible for Assistance for Urban Infrastructure and Governance

The sectors and projects eligible for central assistance under the sub-mission Urban Infrastructure and Governance include:

- Urban renewal - redevelopment of inner city areas to reduce congestion, renewal of water supply, sewerage, drainage, and solid waste disposal systems, etc.;
- Water supply including desalination plants and sanitation.
- Sewerage and solid waste management.
- Construction and improvement of drains and storm water drains.
- Urban transportation including roads, highways, expressways, MRTS, and metro projects.
- Parking lots and spaces on PPP basis.
- Development of heritage areas
- Prevention and rehabilitation of soil erosion and landslides only in cases of special category States where such problems are common; and
- Preservation of water bodies.

1.1.5.8 Projects Eligible for Assistance under Basic Services to the Urban Poor

The sectors and projects eligible for central assistance under the Sub-mission Basic Services to the Urban Poor include:

- Integrated development of slums, housing and development of infrastructure projects in slums in the identified cities,
- Projects relating to development, improvement, and maintenance of basic services to the urban poor.
- Slum improvement and rehabilitation of projects.
- Projects on water supply, sewerage, drainage, community toilets, and baths etc.
- Projects for providing houses at affordable cost for slum dwellers, urban poor, economically weaker sections (EWS) and lower income group (LIG) categories.
- Construction and improvement of drains and storm water drains.
- Environmental improvement of slums and solid waste management.
- Street lighting.
- Civic amenities like community halls, child care centres etc.
- Operation and Maintenance of assets created under this component.
- Convergence of health, education and social security schemes for the urban poor

1.1.5.9 Inadmissible Components for Assistance

Land cost is not eligible for financing except in case of North East, and hilly states of Himachal Pradesh, Uttaranchal and Jammu and Kashmir. Similarly, power, telecom, health

and education projects, wage employment including staff component and creation of fresh employment opportunities are not eligible for funding. The allocations made under the Mission for projects to different sectors (2010) are given in Figure 3.

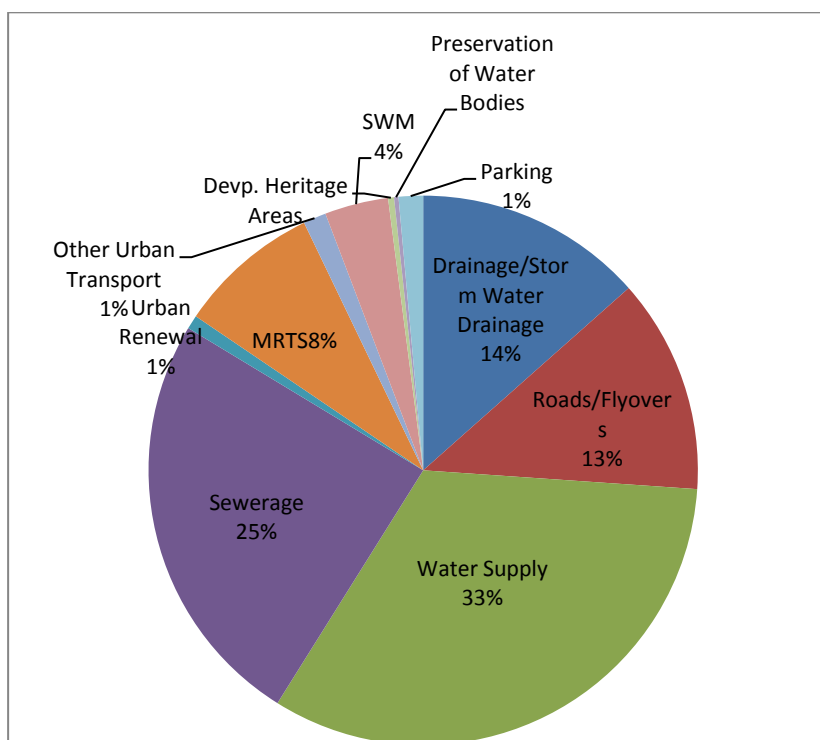


Figure 3: Approved Cost-JnNURM Projects

Number of projects sanctioned under different schemes of *JnNURM* (as on 31st December 2010) is given in Table 7.

Table 7: Projects sanctioned under *JnNURM*

S.No.	Scheme	Projects Sanctioned	Cost of Projects Sanctioned	Central Assistance
			Rs in lakhs	
1	Urban Infrastructure and Governance (UIG)	527	59,918	27,748
2	Basic Services to Urban Poor (BSUP)	477	26,844	13,566
3	Urban Infrastructure Development scheme for Small and Medium Towns (UIDSSMT)	764	12,929	10,363
4	Integrated Housing and Slum Development Programme (IHSDP)	962	9,638	6,564
	Total	2,730	1,09,329	58,242

1.1.6 *JnNURM* - Reform Agenda

One of the objectives of *JnNURM* is to ensure improvement in urban governance and service delivery to facilitate ULBs become financially sound and sustainable. A Memorandum of Agreement (MoA) between States/ULBs/Parastatal agencies and the Government of India, a prerequisite for accessing the Central assistance, spells out milestones to be achieved for each reform. All reforms should be implemented within the Mission period. The reforms

under *JnNURM* are of two types viz., mandatory and optional. They have to be implemented both at state and ULB levels including parastatals. The optional reforms do not mean that the state governments and ULBs have the discretion to implement or not to implement them. They also need to be implemented during the Mission period, but the local governments have the option to choose any two reforms per year for implementation. In that sense they are also mandatory. Some of the reforms are to be enacted at state level and to be implemented at ULB/parastatal level. In some cases the cities can also initiate the reform. For example, simplification of building approval process.

1.1.6.1 Reform Objectives

The Reforms under *JnNURM* are aimed at:

- strengthening urban governments and to decentralize and devolve functions, finances and functionaries to them to enable them to function as self-governing institutions providing services efficiently and effectively;
- provide for an integrated governance framework with transparency and clear lines of authority and accountability to achieve the objectives of ‘good urban governance’;
- facilitate and promote inclusiveness, civic engagement and effective participation of the civil society in city management;
- contribute towards financial sustainability of cities - strengthen the financial base of the cities and make them bankable;
- enable the cities to work towards planned and integrated provision and operation and maintenance of infrastructure;
- develop partnerships with public, private and other sectors for better provision and delivery of services;
- extend the canvas of information technology and e-Governance to all aspects of city management for efficient, effective and timely service delivery;
- promote pro-poor urban governance and work towards slum free cities with universal, adequate and affordable housing and basic services;
- ensure renewal and revival of inner cities; and
- contribute to municipal capacity enhancement.

Mandatory Reforms- State Level

- Implementation of 74th Constitutional Amendment Act.
- Repeal of ULCRA.
- Reform of Rent Control Laws balancing the interests of landlords and tenants.
- Rationalisation of Stamp Duty to bring it down to no more than 5 per cent.
- Enactment of the Public Disclosure Law.
- Enactment of the Community Participation Law to institutionalize citizen’s participation
- Assigning or associating elected ULBs with “city planning function”.

Mandatory Reforms – ULBs and Parastatals

- Adoption of modern accrual-based double entry system of accounting
- Introduction of a system of e-governance using IT applications, such GIS and MIS
- Reform of property tax.
- Levy of reasonable user charges with the objective of recovery of full recovery of cost of O&M or recurring costs.
- Internal earmarking of funds in the budgets for basic services to the urban poor.
- Provision of basic services to the urban poor including security of tenure at affordable prices, improved housing, water supply and sanitation.

Optional Reforms - Common to States, ULBs and Parastatals

- Revision of byelaws to streamline the approval process for construction of buildings, development of site, etc.
- Simplification of legal and procedural frameworks for conversion of land from agricultural to non-agricultural purposes.
- Introduction of Property Title Certification System in ULBs.
- Earmarking at least 20-25 per cent of developed land in all housing projects (both public and private agencies) for EWS and LIG category with a system of cross subsidisation.
- Introduction of computerised process of registration of land and property.
- Revision of byelaws to make rainwater harvesting mandatory in all buildings and adoption of water conservation measures.
- Byelaws for reuse of recycled water.
- Administrative reforms i.e., rationalisation of staffing pattern, reduction in establishment costs, capacity building, etc.
- Structural reforms.
- Encouraging public-private partnerships (PPP).

1.1.6.2 Implementation Status

All states have initiated the process of implementing the reforms committed in the MoA, though the status of implementation varies from reform to reform and state to state. Reforms like 74th CAA, reduction of stamp duty, repeal of ULCRA, rent control laws, enactment of community and public disclosure laws, etc., have been implemented in most states. But there has been slow progress in case of transfer of functionaries and finances, integration of service delivery functions with the ULBBs, disclosure of information, etc. Similar is the case with ULB level reforms. Most states introduced e.Governance modules, double entry accounting system, earmarking of funds for services to the poor, property tax reforms, etc. But there has been slow progress in extending these reforms to all the ULBs in the state. Efforts are being made by state and local governments and administrative reforms, reform of building regulations, promotion of PPP projects, etc. One reform which is alluding proper and effective implementation relates to introduction of property title certificate system, though there have pilot efforts in some states. The table 8 gives an overview of implementation status of reforms under JnNURM.

Table 8: Reform Implementation Status

1.	Implementation of 74 th CAA	<ul style="list-style-type: none"> • Almost all states have amended the Municipal Acts incorporating the provisions of the 74th CAA. • Elections are being held regulatory, SEC and SFCs constituted • DPCs constituted in several states but are not functional in all. • MPCs constituted only in a few cities, though legislation was passed in six of the 14 states where it is applicable. • Almost all states devolved functions except Fire Services. But, funds and functionaries continue to be a problem and limited efforts to transfer them. • Fire services transferred only in a few states like Maharashtra and in other states continue to be with Home Department. • In states like Andhra Pradesh, Fire personnel are being posted in ULBs to undertake fire service functions.
2.	Integration of City Planning and Delivery Functions	<ul style="list-style-type: none"> • Efforts are being made to bring accountability of parastatals and other service providers to ULBs. • Opposition to make parastatals accountable to ULBs • Parastatals like Water Boards were established through legislation and there is reluctance to bring parastatals functioning well under political control at city level.
3.	Rent Control Reforms	<ul style="list-style-type: none"> • Several states have rent control legislations in some form. Nine states amended the laws on the lines of the Model Rent Control Act and others in the process.
4.	ULCRA	<ul style="list-style-type: none"> • All states except West Bengal and Jharkhand repealed the Act. West Bengal appointed a Committee on the subject and the report is under consideration.
5.	Rationalisation of Stamp Duty	<ul style="list-style-type: none"> • Most states reduced the stamp duty to 5%. • Some states have reservations on reduction as it impacts their finances. • In states like Andhra Pradesh an additional surcharge is being levied. Though the stamp duty is reduced to 5% along with surcharge it goes beyond 5%.
6.	Community Participation Law	<ul style="list-style-type: none"> • Kerala and West Bengal incorporated aspects of the CP Law as part of implementing 74th CAA. • 12 states enacted CP Law and others are in different stages of enactment. • Maharashtra constituted only Area Sabhas and not Ward Committees. • UP constituted Ward Committees and not Area Sabhas. • Some states adopted nomination process instead of elections as given in the model CP Law for Area Sabha. • Slow implementation after enactment.

7.	Public Disclosure Law	<ul style="list-style-type: none"> • Most states enacted the PD Law on the lines of the Model Law circulated by the MoUD. • Cities started disclosing information, though not in full, as per the Law. Institutional constraints and lack of IT support come in the way for full disclosure.
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ULB Level

1.	e-Governance	<ul style="list-style-type: none"> • Twenty two cities introduced e-governance modules and in others only some modules were introduced and others are in the process of finalisation. • The modules, in some cities, were developed independent of JnNURM and are in the process of integration. • Cities experience problem of financial resources and internal staff capacity. • Some states are extending e.Governance to all ULBs.
2.	Municipal Accounting	<ul style="list-style-type: none"> • Thirty seven cities implemented this reform. • Several cities are supported by the Chartered Accountants for implementation. • Cities experience problem of finances and staff capacity.
3.	Property Tax	<ul style="list-style-type: none"> • Efforts are being made by the cities to improve coverage and collection efficiency. Only 15 cities achieved 90% collection. • There appears to be political problems and administrative weaknesses. • Collection of arrears appears to be a major problem.
4.	User Charges	<ul style="list-style-type: none"> • Limited efforts by cities due to political problems. Only six cities achieved 100% O&M cost recovery in water and SWM. • Greater efforts and higher rate of recovery of O&M costs in water sector. • Limited efforts in case of solid waste and other services.
5.	Internal Earmarking of Funds to Urban Poor	<ul style="list-style-type: none"> • Almost all states made provision for earmarking funds for provision of services to the urban poor. • It varies between 15-25% and incremental increase is being made in some cities. • Problem of preparing action plans. • Earmarked funds are not being fully used in some cases.
6.	Provision of Basic services to Urban Poor	<ul style="list-style-type: none"> • Absence of authentic data on poverty and services • BPL survey is in progress in several cities / states. • Efforts to extend water supply, sanitation, solid waste connection and other services. • Housing is being provided in most cases under BSUP.

Optional Reforms

1.	Property Title	<ul style="list-style-type: none"> • Most complex and intractable reform. Lack of clarity and
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	Certification System	<p>understanding of the scope of reform in almost all the states.</p> <ul style="list-style-type: none"> • Some states initiated pilot projects through GIS mapping, land registration, etc.
2.	Revision of building Bye-Laws	<ul style="list-style-type: none"> • Most states undertook simplification of building approval process and are implementing. 31 cities achieved. • In some cities Auto-DCR system is being implemented or efforts are being made. • Some cities experimenting with innovations like payment of penalty to the applicant by the officials for delays in approval – GHMC • Require further efforts – amendments to bye-laws, building staff capacity and attitudinal change.
3.	Rain Water Harvesting	<ul style="list-style-type: none"> • Part of building bye-laws and made mandatory in 50 states. • Some states have prepared the designs for RWH structures. • Some states provide incentives in property tax for introducing RWH – Maharashtra • No post building approval supervision or check
4.	Earmarking 25% Developed Land to Poor	<ul style="list-style-type: none"> • Efforts initiated in most states and 26 achieved this reform... • Problem of implementation in private sector.
5.	Computerised Land and Property Registration	<ul style="list-style-type: none"> • Most states introduced the process and 38 achieved.
6.	Simplification of Legal Framework for Conversion	<ul style="list-style-type: none"> • Efforts initiated in states and 39 achieved. • Part of Revenue Department and problems of convergence.
7.	Reuse of Recycle Water	<ul style="list-style-type: none"> • 29 cities achieved and provision made as part of building bye-laws in some states. • Implementation is weak or non-initiated. • Problem of costs.
8.	Administrative Reforms	<ul style="list-style-type: none"> • This is a state initiated reform in most states. • Cities making efforts towards administrative reforms and it is a continuing process. No uniformity in efforts. • Administrative costs continue to be high.
9.	Structural Reforms	<ul style="list-style-type: none"> • Efforts for decentralization within ULB implemented in most large cities. • Limited efforts for formal inter-agency coordination; informal arrangements exist. • Forming new municipal cadres in under consideration or progress in states like AP, Orissa and Maharashtra.
10	Encouraging PPPs	<ul style="list-style-type: none"> • State formulated guidelines for promoting PPP in projects. • City-level efforts in solid waste management and other projects in most cities.

There are several reasons for slow implementation of reforms in states and cities. For example, reforms like Stamp Duty, Rent Control Law, Property Title Certification, Land Development and Allocation, Land Registration and Conversion, etc., are outside the purview of Municipal Administration and Urban Development Departments and are with Revenue, Housing and or other Departments. There are problems of coordination between these departments in taking forward the reform process and even assessment. For example, in “property title certification’ multiple agencies are involved in providing land title and ownership. In West Bengal, Land & Land Revenue Department provides the ownership of land and ULBs provide the legal sanctity of the structure built on it through mutation. The other reasons include:

- Problem of financial resources for initiation and implementation as some reforms requires huge funding;
- Limited staff capacity in cities and this is a threat for sustainability of reforms initiated.
- Lack of clarity on the content and scope of reform;
- Lack of technical capacity at the ULB level;
- Coordination and convergence between multiplicity of agencies involved;
- Political will to take forward the reform process; etc.

1.1.7 Thirteenth Finance Commission Reforms

The recommendations of the Thirteenth Finance Commission (13th FC) are of far reaching significance for strengthening local governance in India. The Commission initiated a process to reform and vitalise the self-governing institutions to enable them to play the role the Constitution has envisaged through the Seventy Third and Seventy Fourth Constitution Amendment Acts. The Commission’s recommendations will strengthen and take forward the urban governance reform agenda under *JnNURM*. The 13th FC attempted to strengthen the finances of ULBs in the broader context of strengthening urban governance.

The previous finance commissions made several recommendations to improve finances and governance of local bodies. Making a departure, the 13th FC made implementation of some its recommendations conditional to access part of the funds it recommended to the local bodies. The conditions broadly relate to improving local finances and strengthening urban governance. The conditions/reforms suggested are:

1. Constitute State Property Tax Board
2. Fully empower ULBs to levy PT
3. Constitute Local Body Ombudsmen
4. Benchmarks for service delivery
5. Fire-hazard Response Plan in metros
6. Electronic transfer of grants in 5 days
7. Qualifications for members of SFCs
8. CAG guided accounts and audit system
9. Introduction of a supplement to budget

The Commission also made several other non-mandatory recommendations to strengthen governance and they include speedy implementation *JnNURM* reform on assigning/ associating ULBs with planning and delivery functions, use of 13th FC grants for revamping fire services, need to formulate guidelines for constitution or upgradation of Nagar Panchayats, strengthening Local Fund Audit Department including capacity building and personnel augmentation, need for the ULBs to develop and use comparable and audited data, etc. Implementation of these recommendations will strengthen both urban governance and finances in India.

Sub Module 1.2 – Development Planning

1.2 Development Planning

1.2.1 Development Planning in India

India is wedded to planning for development. Planning has been an article of faith ever since independence and preparation and implementation of successive five-year plans are a living testimony for India's commitment for planned development. The national and state governments prepare five year and annual plans and attempt to synchronize development effort to achieve the stated objectives. As the local self-governing institutions are creatures of the state government, their plans are integral part of state plans. As a result, plans for rural and urban development are prepared by the respective departments who undertake the exercise independent of each other and there is, therefore, no or little integration or synchronization of plans at the district or state levels. Development efforts at the district level are coordinated through administrative institutions like district development committees in different states. These institutions, in most cases, are only coordinating and reviewing mechanisms than agencies for comprehensive and integrated planning and development. Coordinated and integrated planning for rural and urban development at the district level, therefore, has been very weak or non-existent.

With increasing urbanization, there has been an enormous growth and expansion of cities in the country. The number of urban agglomerations and cities with more than one million populations has increased substantially in the country. The growth of metropolitan and other larger urban areas has been a major concern of policy-makers, planners and city managers and urban communities alike. Their growth has serious implications for policy and planning, particularly provision of infrastructure, transport, basic services like water and sanitation, social services like health and education, housing, etc. It also creates problems of establishing proper linkages between cities and their hinterland for proper and integrated development. During the last few decades, metropolitan or urban development authorities are being constituted for metropolitan and other larger cities with the responsibility for preparation and implementation of master plans. The authorities' jurisdiction extends to the entire larger city as well as the surrounding rural and urban areas, often cutting across districts. Despite the existence of these authorities, effective, comprehensive and integrated planning of these areas continue to be a major concern.

The 74th CAA recognized this inherent weakness in planning for integrated rural and urban development. It also recognizes the need to give planning a constitutional status and underpins the importance of decentralized planning to achieve integrated socio-economic development. Keeping these aspects in mind, the 74th CAA makes two provisions viz., Article 243 ZD and Article 243 ZE for the constitution of district planning committee (DPC) at the district level and metropolitan planning committee (MPC) respectively.

1.2.2 District Planning Committees

The constitution of District Planning Committee (DPC) is mandatory under Article 243ZD of the Constitution and is common for both rural and urban local bodies. DPCs are responsible for integrated planning for urban and rural areas in the district. As urbanisation increases, the need for such an integrated planning has become more important. Town and the country have to share the physical and economic resources of the district such as

communications, water resources and market places. Allocation of water for irrigation, drinking or industry is already a contentious issue in many districts. Dealing with each other's wastes is another serious problem. Municipal solid wastes - be they chemicals, plastics, hospital wastes or other debris - spill over into the countryside and find their way into neighbouring streams. Agricultural lands at the fringe of towns, large or small, are increasingly prone to conversion. These are problems that need understanding and response within the local area. The district needs a platform to umpire and resolve these issues. The DPCs are an important process for this purpose. Planning is an obligatory function of both urban and rural local bodies. Such plans at the local level are the building blocks for a district plan.

1.2.2.1 Composition

The composition of the DPC and the manner in which they are to be filled is left to the states. The Article 243ZD stipulates only that four-fifths of the total number of members of DPC have to be elected by and from amongst the elected members of the panchayats and municipalities in the district in proportion to the ratio between the population of the rural and urban areas in the district. The rest are to be nominated. Almost all states have made enabling legislations to constitute DPCs and constituted them. In some states they are effectively functioning.

In Assam, Karnataka, Kerala, Rajasthan and West Bengal the DPCs are part of Zilla Parishad. The Chairperson of the Parishad is also Chairperson of the DPC. In Madhya Pradesh, a Minister is the Chairperson and is expected to lead and guide district planning with the help of the district administration. Gujarat and Maharashtra have District Planning and Development Committees with a Minister as the chairperson and they are considered adequate substitutes for the DPCs. Table 9 gives details of composition and other details of the DPCs.

Table 9: Composition of District Planning Committees

State	Total Members	Chairperson	Secretary
Kerala	15	President, Zilla Parishad	District Collector
Madhya Pradesh	15-25	Minister nominated by the State Govt.	District Collector
Maharashtra	30-50	Minister nominated by the State Govt.	District Collector
West Bengal	10-100	President, Zilla Parishad	District Magistrate
Rajasthan	25	President, Zilla Parishad	Chief Planning Officer of ZP
Uttar Pradesh	20-40	Minister nominated by the State government	District Chief Development Officer
Karnataka		President, Zilla Parishad	CEO of Z.P.
Tamil Nadu		President of the District Panchayat	CEO of District Panchayat

Madhya Pradesh model of DPC is claimed as a step forward towards the establishment of district government. The DPC is vested with powers to supervise and monitor district level schemes undertaken by different departments of the Government. The DPC Act gives it the powers of administrative approval and financial sanctions subject to some limits. The DPCs have also been entrusted functions previously performed by the state government in respect of urban areas such as delimitation of municipal wards, land acquisition, etc. But

making a Minister as the Chairman of the DPC and the District Collector as the Secretary, it is argued that the DPC has emerged as a body distinct from the Zilla Parishad exercising more powers on behalf of the State Government. It is not the intent of the Constitution that the DPC should emerge as a super body at the district level dominating even the Zilla Parishad.

Maharashtra enacted a separate District Planning Committee Act in 1998. The Act provides for a Minister of the State Government to be the Chairperson of the DPC with the President of the Zilla Parishad, its CEO and the Divisional Commissioner as ex-officio members and the District Collector as the Member Secretary.

In West Bengal, the organisational arrangements are similar to those in Kerala. It revived a previous practice of District Planning and Development Co-ordination Committee (DPDCC) presided over by a Minister of the State Government. Though the President of the Zilla Parishad continues to be the Chairman of the DPC, the DPC is expected to consult the DPDCC.

In Rajasthan, DPCs have been formed in all the districts with the President of the Zilla Parishad as the Chairperson and the Chief Planning Officer of the District who is a functionary of the Zilla Parishad as the Secretary. In Tamil Nadu, the President of the District Panchayat is designated as the Chairman of the DPC.

The highly varied organisational and operational arrangements for the DPC confirm the fact that the provisions of the Constitution have remained very poorly understood and very badly implemented. Where the DPC has not been located within a Zilla Parishad the ownership of the process itself has been left to doubt. The induction of a State Government Minister appears to be a deliberate attempt to dilute the position of the district level panchayat and forestall possible attempts of that panchayat to assert its preeminence as a distinct body of elected representatives. The operational arrangements for the preparation of a district development plan and merely forwarding it to the State Government also reduces it to a paper exercise. If, on the other hand, district level planning becomes multi sectoral and inter-departmental and also covers project allocation, monitoring and supervision and if that district level planning becomes a part of the Zilla Parishad's responsibilities it would undoubtedly enhance the Parishad's power and influence.

1.2.2.2 Functions

The 74th Constitution Amendment Act left to the State Legislature to specify the functions of District Planning Committee. The Act indicated that every District Planning Committee while preparing the Draft Development Plan should have regard to:

- Matters of common interest between the panchayats and municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation
- The extent and type of available resources whether financial or otherwise.

Most States have laid down the functions of the DPCs keeping this broad framework. For example, the Andhra Pradesh DPC Act, 2005 specifies the following functions:

- Ensure that each Gram panchayat or Mandal Parishad or Zilla Parishad or Nagar Panchayat or Municipality or Municipal Corporation in the district prepares a Development Plan for the financial year which shall be consolidated into the District Development Plan and shall be submitted to the Government for incorporation into the state plan.
- Reviews from time to time the implementation of the Development plan so prepared and monitors the achievements at the district level against the targets set under different development or performance indicators.
- Formulate draft five year plans of the district in their socio-economic, temporal and spatial dimensions.
- Make necessary recommendations to the Government concerning the development of the district.
- Perform such other functions as entrusted by the Government subject to the guidelines issued from time to time.

1.2.2.3 Planning Process

The extensive arrangements for decentralised planning made in Kerala, particularly in the case of Panchayats, at different levels have been well documented and discussed in various sources. So far as the DPC is concerned, the State Planning Board and the NGOs have also helped to identify and provide district level resource persons with the required professional background. The DPCs guide the intermediate and village level panchayats in the preparation of their plans and the approval of the plan is the responsibility of the DPC though it cannot change the priorities determined by the PRIs in the district.

1.2.2.4 Manual on District Planning

Eighteen years after the enactment of the 74th CAA, DPCs have yet to come into their own in most states. By 2008, five states have not constituted DPCs. Even in states that constituted them, their roles are often markedly different from what is expected under the Constitution. They have not been able to prepare district development plans as they are not adequately equipped. Consequently, they meet occasionally to endorse, without adequate appreciation, plans prepared by officials.

The Manual for Integrated District Planning (Planning Commission, 2008) detailed the process for the preparation of district development plans by the DPCs. The Manual underpins that the DPCs need to guide the local bodies in the planning process. It recommended:

- Capacity building of elected representatives and officials;
- The Town and Country Planning Acts need to be amended based on UDPII guidelines;
- DPCs require infrastructure to house its offices, IT support, equipment etc.,
- A qualified secretary drawn from senior IAS, IES and ISS;
- Budgetary support.

The Manual emphasizes that the officials working with DPCs, local bodies and other organizations associated with district planning process need both institutional and attitudinal change as well as change management and administrative reforms.

The Manual indicated the need or the preparation of a 15-year perspective plan, five year and annual plans at the district and ULB levels. It felt that a perspective plan becomes an important guide in deciding the priorities of a district over the long-term including articulation of goals and outcomes and would basically address three aspects of development viz., human development indicators, infrastructure development and development in the productive sector’.

The process of district planning as envisaged in this Handbook consists of two phases, viz., the preparation of a five year development plan and the preparation of annual action plans. The preparation of the five year development plan comprises the following broad steps:

- i) Preparation of a district stock-taking report, which is presented to the District Planning Committee. This becomes the basis for the district vision-building exercise. The areas to be covered under this may include:
 - a. Basic information including demography, social structure etc.,
 - b. Infrastructure and services including health, education, water and sanitation, solid waste management, employment status etc.,
 - c. Data on indicators like births and death, IMR, employment status, immunization, malnutrition, social security etc.,
 - d. Administrative organization,
 - e. Financial status including budgetary allocations, receipts , patterns of resource distribution, credit plan,
 - f. Areas of accelerated growth like tourism, industries, agriculture, etc.
- ii) Data analysis for presentation to the DPC;
- iii) Participatory district vision-building exercise, which should be guided by national and state goals, trends in the stock-taking report, and a SWOT analysis.
- iv) Communication of the district vision to each planning units like local bodies and others to enable the setting of priorities and allocating of funds at their levels.
- v) Simultaneously communicating the governmental funding envelope that each planning unit is likely to obtain, so that this can guide the envisioning process.
- vi) Following the visioning exercise, to generate planning unit-wise priorities and broad investments through community participation within the framework of the vision.
- vii) To identify what can be met through available funds at each planning unit and what cannot, so that other funding avenues can be explored.
- viii) Bringing together the plans of smaller planning units to a higher level, to explore and firm up linkages.
- ix) Simultaneously, integrating these plans into a decentralised district plan and its final approval by the District Planning Committee.
- x) Establishment of monitoring systems and social audit mechanisms to ensure effective implementation of the district plan.

The steps involved in the preparation of annual plan include:

- ii) Annual stock-taking of the implementation of the previous year’s annual plan;.

- ii) Participative preparation of the current year's list of projects, taken from the five year perspective plan after considering the progress and shortfalls of the previous year's plan; and.
- iii) Finalisation of the technical and financial feasibility of prioritised projects.

Perspective planning for urban areas

For urban areas, the perspective plan indicating goals, policies and strategies regarding spatial and economic development of urban settlements should be prepared by the urban local bodies. The perspective plan is to provide a policy framework for further detailing and it serves as a guide for urban local bodies in preparation of development plans for five years. It will need to indicate the main transportation corridors, city level open spaces, utility corridors, cultural and heritage zones, activity nodes, direction of urban growth and spread. The perspective plan would be a broad long term framework for development and should be approved by the District Planning Committee in the light of set urban development policies. It should be fully synchronised with a term of the national and state Five Year Plans to facilitate integration of spatial and economic policy planning initiatives. While preparing Perspective Plans, urban local bodies are required to integrate the proposals of various other plans prepared by different agencies at town- or city-level such as the Transportation Plan, the Environment Management Plan, the Habitat and Housing Plan, the Sanitation Plan and Master Plan in order to avoid any conflict between environment protection and urban development.

DPCs in Kerala

Kerala is one of the states where the DPCs are active and functional. The process of decentralized planning in Kerala is inextricably interwoven into the district development planning process. The government issued detailed guidelines of the process and organized a series of training and orientation programmes to official and non-official functionaries. Another significant feature is over 35% of the state plan budget are allocated to the rural and urban local bodies in the state. Accessing these plan funds is conditional to preparation of plans by the rural and urban local bodies as per the guidelines. The plans of the local institutions are screened by the DPC and they are consolidated as district development plan. A large number of technical experts, both working and retired, are associated with the technical advisory committees at different levels to ensure that the process and guidelines are meticulously followed. Another significant feature is active involvement of ward committees and ward sabhas in the corporations and municipalities in the preparation of town level plans before their consolidation at the municipal level. In addition, as the town development plan also includes a list of beneficiaries, the representatives of community based and civil society organizations are actively involved in the ward sabha meetings. For detailed discussion and wider participation of civil society, the ward sabha meetings are split into working groups each dealing with specific subjects like education, health, agriculture, sanitation, etc. This facilitates the active involvement of people's representatives, officials, experts and members of the community, particularly the poor.

1.2.2.5 Issues

There appear to be several political and administrative problems in the effective functioning of DPCs. They include:

- Rural Development departments traditionally regard district level planning as falling in their domain but since they find that the provisions for the DPC are now a part of the 74th Constitutional Amendment, their reaction has been that these Committees are the concern of the Urban Development or Municipal Affairs department. These departments, on the other hand, do not have a clue about the objectives and purposes of the District Planning Committee and expect that some other department like Planning will take care of it. The result is that the Development Plans often became orphaned between disinterested departments.
- There also appear to be political apprehensions that the DPC emerging as a dominant body deciding on public investments and thus reducing the influence and patronage of state level political leaders.
- A second issue is the relationship between the Zilla Parishad and the DPC. The Constitution envisages the DPC as a stand-alone entity. While article 243ZD provides for election of members of DPC from amongst the elected members of the Zilla Parishad and municipalities in the district, it does not specify the relationship between the Zilla Parishad and the DPC.
- The designation of a Minister as the President of the DPC virtually makes it an extension of the state government and goes against the intent of the Constitution. It also defeats the principle of decentralization.
- Representation to MPs and MLAs is related issue. As the 73rd and the 74th Amendments enable state legislatures to decide on their representation in the DPC, some states have provided for their representation as ex-officio members. Questions are raised about the appropriateness of their representation.
- As presently worked, the Panchayat at the District level or the Zilla Parishad is construed as a Zilla Rural Parishad. The reality is that a district is an important administrative entity and its jurisdiction covers both the rural and the urban. Its composition should reflect the character of the district as a whole. Its territorial constituencies should, therefore, comprise all parts of the district. Such a Parishad will truly be a Panchayat representing the district as a whole. District Planning has to be one of its firm and continuing responsibilities.

1.2.3 Metropolitan Planning Committee

1.2.3.1 The Rationale

There are 35 metropolitan areas in India each with a population of 10 lakhs or more, according to the 2001 Census. These areas are urban agglomerations administered by several municipalities. Growth overtaking the traditional boundaries, these multi-municipal urban agglomerations reached their present dimension and configuration over a period of time. Initially the boundaries of the central city could be extended two or three times as in the case of Mumbai but after that, such extensions were resisted. Surrounding urban local bodies are generally unwilling to give up their jurisdictions. Greater Mumbai Municipal Corporation, for example, does not cover all the Mumbai metropolitan area. Thane. Ulhas Nagar, Navi Mumbai, etc., are all different municipal corporations. The Kolkata Metropolitan Area (KMA) comprises three corporations, thirty-four municipalities and numerous non-municipal urban localities. Similar is the case with other metropolitan areas of Chennai, Bangalore, Hyderabad, etc. World experience shows that devising a system of governance

reconciling local autonomy with a metropolitan perspective has not been easy. Their size, the scale and complexity of problems, are formidable. As the tasks are numerous, multiple organisations emerged. Besides, many of these mega cities are also the seat of state governments.

The municipal corporations or the municipalities comprising the agglomerations are generally zealous of their domain; the agglomeration itself needs a metropolitan wide perspective, planning, advocacy and action. Sources of water, waste disposal, traffic and transport, drainage, abatement of air pollution, etc., are examples of items where one city corporation or the municipality alone cannot achieve much in isolation. The B.E.S.T, which is part of the GMMC, however competent it may be, cannot do much about public transport in Mumbai if the Ministry of Railways handling the suburban system does not subscribe to a common plan. The Government of India's Ministry of Environment or Maharashtra's State Pollution Control Board cannot do much to mitigate pollution without GMMC's active collaboration. Above all, the maintenance of the infrastructure is a task requiring much interaction and partnerships between the central, state and local governments, the public and the private sector, industry, commerce and the citizenry. The Metropolitan Planning Committee (MPC) was envisaged as an inter-institutional platform for such purposes.

Metropolitan areas are also the main engines of growth and economy in the country. Urban transport, water supply, waste management, police, public health, etc., require metropolitan level planning, implementation and coordination. Besides the scale of services needed in these metropolitan areas is huge and it is not possible for city corporations or municipalities to address all of them. The suburban railways or metropolitan transport system in Kolkata, Mumbai and Chennai are handled by the Ministry of Railways. The ports in these cities have a separate set-up. Metropolitan Development Authorities or Departments of Metropolitan Development in the State Government cannot be adequate answers for these multi-municipal problems. Since the 74th Constitution Amendment, Mayors and Municipal Chairpersons are moving increasingly to assume executive leadership for managing their respective areas. Administrative organizations cannot bring these elected representatives and leaders together at the metropolitan level. It is in this context the 74th Constitution Amendment provides for the MPC under Article 243ZE.

1.2.3.2 Composition

In the composition for MPC it is envisaged that one-third of its members are to be elected by and from amongst the elected representatives of urban and rural local bodies in the metropolitan areas. The others are to be nominated, representing central and state government agencies, other organizations and institutions responsible for various services in the metropolitan areas. More importantly, the nomination also enables representation to the private sector and civil society. The manner of appointment of the Chairperson of the MPC, and the planning and coordination functions to be entrusted to it, are left to the state legislature.

Several states have passed enabling laws to set up an MPC, but not many states have constituted them so far. In Maharashtra, the MPC consists of 45 members. Thirty members are to be elected from among the elected members of the municipalities and panchayats in

the area in proportion to their population. The other fifteen include the chairperson, representatives of trade, industry and other walks of public life nominated by the State Government. One very useful feature of the law is that the Mumbai Metropolitan Region Development Authority (MMRDA) assists the MPC and functions as its technical arm and secretariat. This is in keeping with the approach recommended by the central government and expert bodies so that technical resources of the development authorities can be utilized in a more effective and accountable manner by a politically representative body like the MPC. The MPCs have been constituted for Mumbai, Pune, and Nagpur and they are functional.

1.2.3.3 Functions

The 74th Constitution Amendment Act left to the State Legislature to specify the functions relating to Planning and Coordination for the metropolitan area. Every MPC in preparing the draft development plan should have regard to:

- The plans prepared by the municipalities and Panchayats prepared in metropolitan area
- Matters of Common Interest between the Panchayats and Municipalities including coordinated spatial planning of the area, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation
- The overall objectives and priorities set by the Government of India and the Government of State
- The extent and nature of investment likely to be made in the metropolitan area by agencies of Government of India and of the Government of states and other available resources whether financial or otherwise.

Most states have laid down the functions of the MPCs keeping this broad framework.

1.2.3.4 Kolkata Metropolitan Planning Committee

After the 74th CA A, 1992 West Bengal was the first state in India to enact the West Bengal Metropolitan Planning Committee Act in 1994, providing for the constitution of MPC in every metropolitan area in the state. In pursuance of the Act, the Kolkata Metropolitan Planning Committee (KMPC) was constituted in 2001 for the Kolkata metropolitan area. The jurisdiction of KMPC extends to the whole of Kolkata Metropolitan Area (KMA) which includes Kolkata, Howrah and Chandan Nagar Municipal Corporations, 38 municipalities and about 100 panchayats and other settlements. .

The KMPC consists of sixty members of whom two-thirds are to be elected through general elections by single transferable vote and the remaining twenty members including chairperson and vice-chairperson are to be nominated by the state government. Elected councilors, including the chairperson and vice-chairpersons of the panchayats in the KMA area, are the voters and they are eligible to contest for the KMPC. Of the forty elected members, 14 are elected by the elected councilors of KMC, twenty from the elected representatives of the other urban areas in the metropolitan district and the remaining six

are from the rural local bodies. The Chief Minister and the Minister for Municipal Affairs and Urban Development are the ex-officio chairperson and vice-chairpersons of the KMPC. The KMPC provides representative character and political legitimacy for metropolitan planning and development. The Secretary of the Kolkata Metropolitan Development Authority (KMDA) is the Secretary of the KMPC. KMPC's functions include:

- Preparation of a draft development plan in consultation with the institutions and organizations as the government may specify having regard to;
 - The plans prepared by the municipalities and panchayats of the metropolitan area;
 - Matters of common interest between the municipalities and panchayats, including coordinated spatial planning of the area, sharing of water and other physical natural resources, the integrated development of infrastructure and environment conservation;
 - The overall objectives and priorities of set by the Government of India and the state government;
 - the extent and nature of investments likely to be made in the metropolitan area by agencies of the government of India and of the state government and other available resources, whether financial or otherwise.

- to perform such functions relating to planning and coordination for the metropolitan area as the state government may assign.

The KMDA is the technical secretariat of KMPC. KMDA plans and executes inter-municipal and large scale infrastructure projects of metropolitan significance. Its resources mainly come from special programs, central and state governments such as *JnNURM*, *BSUP*, etc. It also receives grants from the government and takes loans from the financial institutions.

The first elections to the KMPC were held in October 2001 and second elections in October 2006. The term of the present KMPC expires in October 2011. The KMPC at its first meeting in December 2001 decided to form an Executive Committee under the chairpersonship of the Minister of Municipal Affairs, who is also the Vice-chairperson of KMPC to consider and finalise the sectoral plans. It also decided to constitute five sectoral committees to prepare the perspective master plans on different sectors of development. The Committees relate to:

- Water supply;
- Sewerage, drainage and sanitation;
- Traffic and transportation (including railways and waterways);
- Education, health and employment; and
- Environment, wetlands, urban amenities and heritage.

The Secretary KMPC is the ex-officio member of the Executive Committee and all sectoral committees. The functions executive committees are:

- Coordinate on behalf of KMPC the development activities in KMPA
- Review and monitor the work of all the five sectoral committees,
- Consider and finalise the sectoral plans and submit to KMPC for approval

- Convene the meetings of the KMPC and provide necessary support for decision making.

The sectoral committees prepare sectoral development plans and master plans for their respective sectors after taking into account the plans prepared for the metropolitan area, matters of common interest between the different local bodies, and the overall objectives and priorities of the government.

The Executive Committee and sectoral committees have evolved working procedures over years. These committees are free to invite subject experts in respective fields to help them in plan preparation. The sectoral committees report to the Executive Committee on the progress of work. Considering the interdependence of different sectors, the sectoral committees interact with each other and also take into consideration the plans, programs, investments of different grants of departments and agencies as well as private sector. The plans prepared by the KMDA are reviewed and endorsed by the KMPC with modifications, as necessary.

Two documents viz., Vision 2025: Perspective Plans for KMA and the Master Plan for Traffic and Transportation of KMA: 2001-2025 were prepared by KMDA and placed before KMPC for their consideration. The DDPs prepared by the ULBs within KMA have to be approved by the KMPC.

1.2.3.5 Metropolitan Planning Committees in Maharashtra

The Maharashtra Metropolitan Planning Committee (Constitution and Function) (Continuance of Provisions) Act, 1999 was enacted in 2000. As per the Act, MPC should be constituted for every metropolitan area in the state. The MPC should consist of 45 members, two-thirds of whom will be elected from the elected members of municipalities and chairpersons of the panchayats in the metropolitan areas in proportion of their ratio of population. In addition, it will have ex-officio members; nominated members, special and permanent invitees and representative of various Government and Parastatal agencies. It's main function is to prepare a draft development plan for the metropolitan area as a whole.

Functions

The MPCs are expected to prepare a draft development plan for the metropolitan area adopting the procedure detailed in Chapter II of the Town Planning Act (for preparation of Regional Plans). While preparing the plans the MPC shall have due regard to:

- the proposals of the development plans prepared by the Municipalities and Panchayats in the Metropolitan area in accordance with the procedure laid down in Chapter III of the Maharashtra Regional and Town Planning Act, 1966
- the provisions of the clause (3) of article 243 ZE of the Constitution of India.
- the guidelines and policies framed by the State Government in regard to the planning considerations.

The draft development plan should be:

- published inviting suggestions/ objections;
- If any suggestions or objections are received with reference to the draft development plan, the MPC should appoint a Planning Sub-committee as provided in section 10 of the Maharashtra Regional and Town Planning Act, 1966 for the purpose of hearing the suggestions or objections.
- The Planning Sub-Committee should submit its report to the MPC along with all the concerned documents
- After receiving the report of the Planning Sub-Committee, and considering the suggestions and objections, the MPC prepares a draft development plan and submits to the state government along with the concerned documents, plans, maps and charts for approval.

MPCs have been constituted for Mumbai, Pune and Nagpur metropolitan areas in the state in 2009. The proposal for constitution of MPC for Nashik is under consideration. All the MPCs are headed by the Chief Minister. MMPC held two meetings so far and the others two MPCs one meeting each. Mumbai Metropolitan Region Development Authority (MMRDA) assists the Mumbai MPC in the preparation of development plan and functions as its technical secretariat. As per the Act the MMRDA is expected to assist the Mumbai Metropolitan Planning Committee (MMPC) in the preparation of Mumbai Metropolitan Plan. The Nagpur Improvement Trust and Pimpri-Chinchwad New Town Development Authority are expected to support Nagpur and Pune MPCs in plan preparation and act as technical secretariats respectively.

Mumbai Metropolitan Planning Committee

At the first meeting of the MMPC the constitutional base of the MPC, its functions and powers, and its expected role were explained and doubts clarified. At the second meeting aspects of jurisdiction, funding, establishment of office, staffing, etc., were discussed. Issues relating to financing the plans prepared by the MMPC and its institutional capacity were also discussed. The Department of Urban Development and MMRDA made a presentation on status of different sectors in the metropolitan area. The MMPC also constituted five study groups on Land Use, Environment, Infrastructure, Transport and Housing were constituted with ten members each. The groups were to be supported by the concerned officials from MMRDA and other agencies. These groups are working on the reports.

The MMPC covers two urban districts fully and two other districts partially. In the later two districts DPCs have been constituted and working. But the relation between the MMPC and the DPCs were unresolved and they seem to be working in isolation.

The MMPC has no institutional capacity and depends on other institutions like the MMRDA for support. The role and functions of MMPC, apart from the provisions of the Act are still at ideational stage and do not seem to have crystallised. There do not seem to be any policy level discussion as yet.

1.2.3.6 Issues

Though the rationale for setting up the MPC is clear one reason for the reluctance of the state governments in setting them up appears to be that such an MPC may acquire a political identity of its own and may become a counter point to the State government itself. This is a totally mistaken perception. The Constitution itself clearly recognises the role of the Government of India and the Government of the State in metropolitan planning and that is why clause (c) of article 243ZE provides for representation of Government of India and State Government agencies. Clause (3) also requires that while preparing the plan the MPC should have regard to the overall objectives and priorities set by the Government of India and the Government of the State, the nature and extent of investments likely to be made by their agencies and the involvement of other institutions and organisations. The MPC should, therefore, be regarded as a politically representative platform in which the Central and the State Governments will have the clear opportunity of translating their overall objectives and priorities through a metropolitan development plan.

In larger metros like Kolkata, Hyderabad, Chennai, etc., the metropolitan area extends beyond the limits of the Municipal Corporation and often to several districts. This is an area of possible conflict of jurisdiction between MPCs and DPCs. Since metropolitan areas are predominantly urban, the rural or the Panchayat component in the MPCs would be rather small. Where a part of a revenue district is included in a metropolitan area, state governments can suitably redefine the boundaries for the purpose of DPC and MPC work. Alternatively, a functional delineation is also possible. The Tamil Nadu Government attempted to do this by providing that the MPC for the Chennai metropolitan area will be deemed to be a DPC for those portions of the revenue districts which are included in the metropolitan area. Under the Constitution it is up to the state governments to determine the jurisdiction of the DPC and the MPC to avoid conflicts, if any.

As for the political aspect, it must be understood that the different municipalities and the panchayats in a metropolitan area need not always have the same political complexion. In fact they will be held by different parties. This is already the case in Calcutta, Hyderabad, Mumbai or Bangalore. Experience shows that the Chief Ministers of states where these multi municipal metropolitan areas are located are in fact taking an active interest in metropolitan development. The MPC offers good platform for the Chief Minister to articulate a vision for the metropolitan area and guide its policies and strategies.

1.2.4 Urban Planning in India

A historical perspective of Urban Planning in India is detailed below:

- a) Planning of towns and cities in India dates back to the Vedic times. Town Planning as a conscious and accepted government responsibility and as a specific professional discipline is of relatively recent age. However, idea of making a development plan for a city is not new to India. Most of our cities which left their imprint in the history of civilizations were built on the basis of well conceived plans like Pataliputra, Varanasi, Nalanda etc.

- b) In the 20th century, capital cities of Chandigarh, Bhubaneswar and several other new towns such as Jamshedpur, Bhilai, Durgapur, Rourkela etc, were also built according to well conceived master plans, but were not part of statutory processes in the beginning. Subsequently some of these city plans such as Chandigarh acquired the status of statutory development plan.
- c) In the late 19th and early 20th centuries, scope of town planning was generally confined to the provision of civic amenities such as water, drainage, street lighting, and solid waste collection. It was much later that in some of the major towns, improvement schemes for housing, water supply, drainage etc., were also included.
- d) Conference of Improvement Trusts organized by the Ministry of Health in 1948, however, recommended that master plans should be drawn up within a given timeframe for all towns having population of 10,000 or more and every scheme of improvement trusts should be formulated within the broad framework of master plans.
- e) Statutory process of master plan making in India was inspired by the erstwhile comprehensive planning system envisaged under the Town and Country Planning Act, 1947 in the United Kingdom.
- f) As most of the town improvement acts in force in various states except that of Bihar, Orissa and Rajasthan did not contain provisions for preparation of master plans, a need was felt to have a comprehensive town and country planning act on the lines of the British Town and Country Planning Act, 1947.
- g) As a result, in the first annual Town and Country Planning seminar of the Institute of Town Planners, India held at Hyderabad in 1953, Model Town and Country Planning Legislation was discussed. Subsequently the Central Town and Country Planning Organization drafted a Model Town and Regional Planning and Development Law, which formed the basis for various State Town and Country Planning Acts, was enacted by the state governments.
- h) However, momentum to prepare master plans got generated during the Third Five Year Plan (1961-1966) when central government provided hundred per cent financial assistance to state governments to set up town planning departments for the preparation of Comprehensive Master Plan for fast growing cities and towns under a legislative framework based on the Model Law formulated by the TCPO.
- i) Since then, process of master plans picked up and a concerted effort was made for providing appropriate legislative support for preparation, enforcement and implementation of master plans.
- j) Over 1000 master plans have been prepared under various state Town Planning Acts, Town Improvement Trust Acts, City Development Acts and other related acts. Master Plans for many other towns are in the draft stages of preparation.

1.2.4.1 Preparation of Master Plans

- a) Generally the state Town and Country Planning Department/Directorate is responsible for the preparation of master/development plans of urban settlements under the respective state Regional and Town Planning Act. In Maharashtra and Gujarat, the development plans of urban centers are prepared by state Town Planning and Valuation Departments for and on behalf of the municipalities.
- b) The development authorities, in some states, perform the planning function also. Private sector town planning consultancy firms are also engaged by various organizations to prepare development plans of state capitals, new towns and other towns. The implementation of these plans is generally through development authorities and special function boards/undertakings.

1.2.4.2 Scope of Master Plans

In India, the nomenclature ‘master plan’ and ‘development plan’ has been used without distinction. Scope of master plan and development plan have been clearly defined in various town planning acts and other relevant statutes. However, while initiating centrally assisted scheme for the preparation of master plans in the Third Five Year Plan, it was felt necessary to define the scope of a master plan.

“Master Plan is a statutory instrument for controlling, directing and promoting sound and rational development and/or redevelopment of an urban area with a view to achieving maximum economic, social and aesthetic benefits.”

A master plan is prepared for a long time period keeping in view the future growth of population, economic development potential and ecological improvements likely to come up during the plan period. The plan is to take note of regional and national factors, which have bearing on the development of different areas.

As indicated in various relevant acts, the scope of a master plan confines to,

- Suggest broad proposals and allocation of land for various purposes such as residential, industrial, commercial, recreational, public and semi public etc.
- Propose a network of roads and pattern of streets and traffic circulation systems for present and the future.
- Identify areas required to be preserved and conserved and development of areas of natural scenery and landscape together with the preservation of features, structures or places of historical, architectural and scientific interest and environmental value.
- Provide for all such matters as may be necessary for the development of respective towns or cities or as may be prescribed by state government and other specialized agencies
- Include zoning regulations for regulating development within each zone
- Indicate stages through which the plan is proposed to be implemented

1.2.4.3 Experience of Master Plans

In pursuant to centrally sponsored scheme of the Third Five Year Plan (1961-66), master plans prepared for a number of towns and cities have completed their stipulated period of 20-25 years. Some of the important cities like Delhi, Kolkata, Mumbai, Chennai, Hyderabad, Bangalore, Ahmadabad, Bhopal etc., have undergone the second generation of statutory master plans. A master plan approach in India has not outlived its utility and continues to be an important tool for guiding and promoting growth and development of urban areas in the country. The experience of Delhi, Kolkata and Mumbai would reveal the success of Master Plan Concept. However, the implementation in other cities has been very poor and master plan, as an instrument guiding urban development, has been found somewhat deficient. Some of the constraints of master plans are listed below:

1. Weak Database and non availability of Base maps
2. Population Projections for perspective period of 20-25 years difficult
3. Lack of emphasis on Environmental Parameters
4. Time consuming process
5. Prescription of Land Uses
6. Lack of coordination between various agencies
7. Lack of investment strategies
8. In effective Public Participation
9. Lack of monitoring mechanism
10. Rigid Process of Modification/Revisions
11. Lopsided Plan Implementation
12. Absence of National and Regional Goals and Priorities
13. Mismatch between Space of Growth and Changing needs of the Society
14. Neglect of development of Urban Fringe
15. Neglect of traditional approach.

1.2.5 UDPFI Guidelines

The 74th CAA demands devolution of planning function to local authorities and involvement of people in the planning process; administratively and professionally it is expected that the system should provide for a long term policy plan, a midterm comprehensive plan further integrated with budgetary process and divided into projects/schemes for implementation, monitoring and review.

Technical Group on Urban Planning System (Planning Commission) and the Urban Development Plans Formulation and Implementation (UDPFI) Guidelines prepared and circulated by the ITPI (Ministry of Urban Development, Government of India, 1996) suggested the preparation of four inter related plans viz., Perspective Plan, Development Plan, Annual Plan and Plans of Projects/Schemes.

A **Perspective Plan** is a long term (20-25 years) written document supported by necessary maps and diagrams providing the state government the goals, policies, strategies and general programmes of the urban local authority regarding spatio-economic development of the settlement under its governance.

A **Development Plan** conceived within the framework of the approved perspective plan is a medium term (generally five years) plan providing to the people the comprehensive proposals for socio-economic and spatial development of the urban centre indicating the manner in which the use of land and development therein shall be carried out by the local authority and other agencies.

An **Annual Plan** conceived within the framework of development plan is a plan containing details of new and ongoing projects that the local authority intends to implement during the respective financial year and for which necessary fiscal resources shall be mobilized through plan funds and other resources

Conceived within the framework of approved *Development Plan, Projects/Schemes* are detailed working layouts with all supporting infrastructure, and documents including cost of development, source of finance and recovery instruments for their execution by a public or private agency.

1.2.5.1 Development Plan

The objective of a development plan is to provide further necessary details and intended actions in the form of strategies and physical proposals for various policies given in the perspective plan depending upon the economic and social needs and aspiration of the people, available resources and priorities. The scope of this plan covers the following:

- Assessment of current issues, prospects, priorities and proposals for development of the urban centre including employment generation, economic base, transportation and land use, housing and other infrastructure; and matters like environment, conservation and ecology
- Contain implementation Strategies, agency wise (including private sector) schemes/projects, development promotion rules, and resource mobilization plan with particular reference to finance, land and manpower
- Provide for an efficient system of monitoring and Review

A development plan is a statutory plan, approved and adopted by the local authority for implementation with the help of schemes and projects.

1.2.6 City Development Plan under JnNURM

A City Development Plan (CDP) is a comprehensive document outlining the vision and development strategy for future development of the city, prepared in consultation with a wide range of stakeholders to identify the thrust areas to be addressed on priority basis in order to achieve the objectives and the vision. It thus provides the overall framework within which projects are identified and put forward in a City Investment Plan.

1.2.6.1 CDP as a Comprehensive Strategic and Integrated Plan

Unlike the current planning process, i.e. 'preparation of master plan', which places a greater emphasis on the spatial aspects and its regulation, the planning process outlined for City Development Plan (CDP) envisaged under JnNURM takes a more strategic view of the

development of a city and aligns infrastructure development and service delivery to the vision for development in a consultative and participatory manner. The process is cyclical with an in-built periodical review mechanism so that it can respond to the evolving aspirations and needs of the citizens keeping the constraints and opportunities in mind.

1.2.6.2 Relationship between Master Plan and CDP

The Comprehensive Development Plan/Master Plans prepared by cities in the earlier context were largely land-use regulation and monitoring documents, while the CDP envisaged under *JnNURM* has wider objectives that seek, inter-alia (a) guided growth of the city, (b) citizen's participation, (c) reform in governance leading to a well-managed society, and (d) clear estimates of financial investments and sustainability. For any city, Master Plans lay down the spatial requirements for the coming years, where a CDP is a comprehensive document outlining the vision and development strategy for future development of the city, prepared with a wide range of stakeholders to identify the thrust areas to be addressed to achieve the objectives and the vision. Master plan is more focused on physical and infrastructural aspects and the Development plans are more focused on the socio-economic aspects. While, strategically, Master plans are less flexible in nature and try to control the growth in a pre-perceived manner, the development plans are flexible in nature and often align themselves with the welfare objectives and other socio-economic and political dynamics.

1.2.6.3 Key Features of CDP

The CDP has many features, which are listed below:

- 1) Present stage of city's development – *where are we now?*
- 2) Projects aspirations of the city – *what/where do we want to be?*
- 3) Attempts a Resource Based Planning – *is city planning inclusive of all resources; social, economic, natural and cultural?*
- 4) Identifies the thrust areas – *what are the sectors we need to address on a priority basis?*
- 5) Sets goals for different sectors –inter sectoral and intra sectoral - *what specific goals should be targeted?*
- 6) Suggests alternative routes, strategies – *what are the practical and implementable approaches to achieve the goals?*
- 7) Identifies specific interventions and their resource requirements – *what are the specific projects and initiatives to be undertaken, and what will be the investment needs?*
- 8) Adopts a transparent and consistent framework and prioritizes these interventions – *collectively what do we agree as the priorities?*
- 9) Identifies a financial plan that can be operationalised at the institutional level and then as an aggregate at the city level – *how do we balance the resource availability (social, economic, cultural and natural) with the requirements of the plan for the*

medium term? Can the internal resources finance priority investments? Are there other options for leveraging finances?

- 10) Identifies the actions for developing institutional synergy, drawing on resources from private sector and the civil society, and build the organizational capacity to meet the challenges of implementing these plans – *what are the resources we need to put together to be able to implement these plans?*
- 11) Ensures that focused strategies and plans are evolved to address issues of urban poverty - *how do we ensure that the goals, strategies and plans promote inclusive growth, and provide the environment to alleviate poverty?*
- 12) Evolves through a process of participatory planning with involvement of all stakeholders – *how do we ensure that the CDP has collective ownership and reflects the voice of all sections of society?*

1.2.6.4 CDP as Living Document

The CDP has to be looked at in a context of the dynamic nature of the issues involved. The timeline and processes for changes and mid-term course correction related to varying aspects of the CDP have to be dynamic, to reflect the changing physical as well as policy environment. The CDP should also integrate developments in the ULBs with its immediate spatial continuum extending to the peri-urban ULBs and panchayats. Thus the CDP becomes a comprehensive and implementable document including a long term Vision of the city, short term sectoral plans defining specific projects and annual Financial Operating Plan (FOP).

Since a CDP is both a perspective and a vision for the future development of a city, it should not limit itself only to provide for existing and projected shortfalls but to provide for better quality of services, infrastructure and built environment. All the three aspects of curative, preventive and betterment approaches have to be part of a comprehensive and inclusive planning for an enhanced quality of life of the citizens.

Inter-sectoral as well as intra-sectoral linkages need to be addressed through the CDP. For example, while dealing with water supply in the city, the entire value chain beginning with the assessment of traditional water systems and their usefulness for current day solutions, the assessment of the existing water resource management in the area, down to storage, treatment, supply, distribution, monitoring and collection of user charges have to be planned for. Integration of all the intra-sectoral aspects of water supply with other sectors like conservation of natural and cultural resources, road networks, power supply, drainage, sewerage has to be undertaken so that meaningful inter-linkages for sustainable development can be achieved. All the services should follow a 'common network' approach, which in turn should be related to the activity pattern or land uses in the city.

1.2.6.5 Key Steps in the CDP Preparation Process

The key steps in the CDP preparation process are detailed in Figure 4.

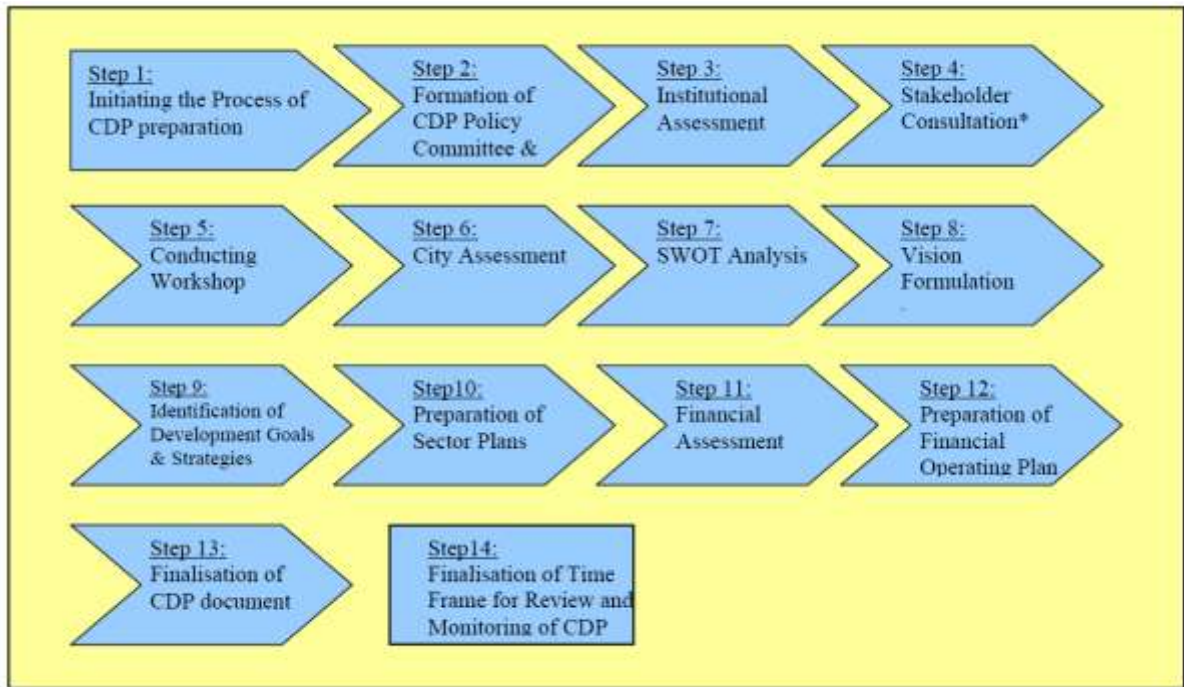


Figure 4: CDP Preparation Process

1.2.6.6 Organisational Framework for CDP Process

The process for preparation of the City Development Plan should be based on the principles of participation, stakeholder involvement and greater interaction between the various urban institutions. While leveraging the available technical capacity in the urban institutions, steps should be taken to augment the same through the use of external consultants or experts as deemed necessary.

Given the complex institutional arrangements for planning, implementing and managing urban infrastructure and service delivery, a framework has been proposed in this toolkit for guiding the CDP preparation process. This framework identifies key urban stakeholders and provides a platform for each of them to contribute to the planning process. The Figure 5 gives the broader organization framework for preparing the CDP.

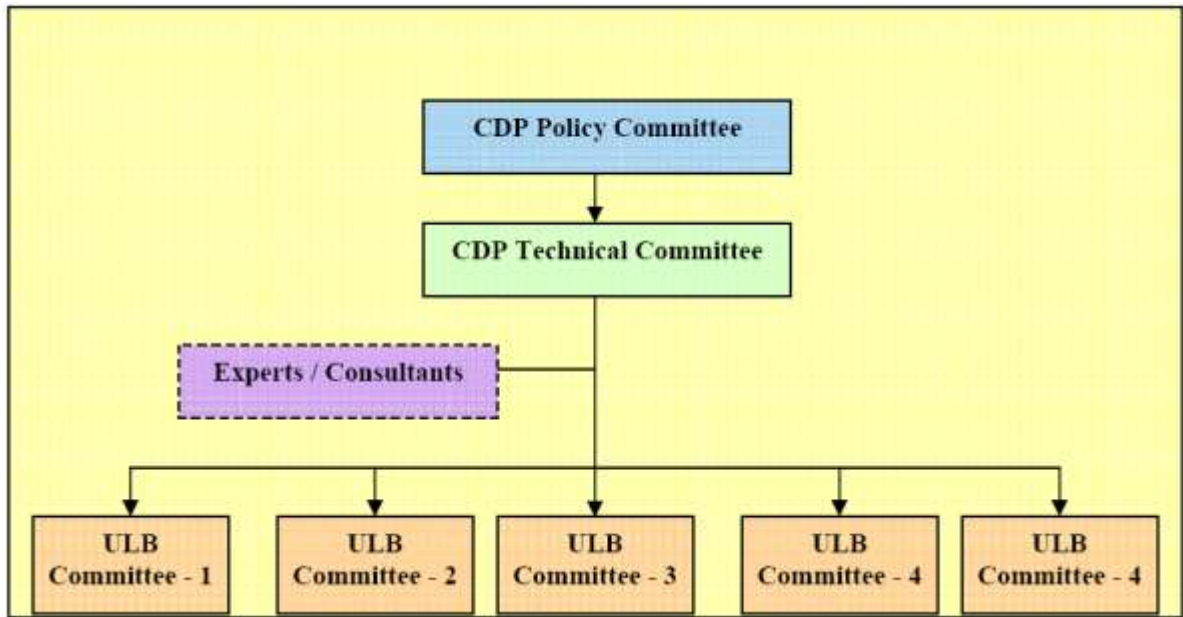


Figure 5: CDP Preparation Organisation Framework

CDP Policy Committee: The Policy Committee/Group will provide all the Guidance and Strategic support for the preparation and implementation of CDP. The Policy Committee should have the support of all the city level institutions namely; the ULB, the Development Authorities and Parastatals. The CDP Policy Committee should be headed by the Mayor / Chairperson of the City. In case of an Urban Agglomeration constituting more than one ULB/ City under its fold, the Mayor/ Chairperson of the largest city should be the committee head. The Mayors/ Chairpersons of other ULBs shall also be represented in the CDP Policy Committee.

- Chairman (Mayor of City or largest ULB in UA)
- Vice- Chairman (Deputy Mayor or Mayor of Second largest ULB in UA)
- Municipal Commissioner / Deputy Municipal Commissioner / Chief Executive Officer
- Head of the Urban Development Authority/Improvement Trust
- Head of the Urban Utilities (e.g. Water Supply & Sewerage Board)
- Members from the MPC and DPC
- Head of all Technical Committees
- Any other member the Committee may wish to co-opt

CDP Technical Committee: The Technical Committee / Group will work under the overall guidance and advice of the CDP Policy Committee and shall coordinate with all other stakeholder groups as necessary. In case of single ULB cities, the CDP Technical Committee will be constituted by office bearers from the sole ULB. In case of multi-ULB cities, each ULB will constitute the various Technical Committees.

An Apex CDP Technical Committee will be formed, the composition of which will be decided by the CDP Policy Committee. The role of the Apex CDP Technical Committee will be to consolidate the CDP at the urban agglomeration level.

1.2.6.7 CDPs for Metros

Some metropolitan cities identified under JnNURM have several corporations and municipalities, apart from corporation of the core city. In such a case there are two options for the preparation of CDP. Firstly, preparation of CDP for each of the urban local bodies within the metropolitan area as was done in Mumbai. The other option is preparing an integrated CDP for the core city and the other local bodies within the metropolitan area, as was done in case of Hyderabad. (After the preparation of CDP, 10 separate Municipalities in the Metropolitan area were amalgamated with the Hyderabad Municipal Corporation making it Greater Hyderabad Municipal Corporation (GHMC))

1.2.7 Sanitation Plans

Under Article 243 W of the Constitution, public health and sanitation is the responsibility of the urban local bodies. To ensure that the local bodies undertake this function effectively, the Government of India formulated the National Urban Sanitation Policy (NUSP) in 2008 with a vision to provide appropriate sanitation facilities in all cities and towns, through policy, institutional, technical and financial interventions. NUSP recognized sanitation as a state subject and stipulates that within two years each state and city to formulate state sanitation strategy, institute a state rewards scheme to mobilize cities and promote healthy competition. GoI undertakes to support states in developing sanitation strategies and incorporates guidelines on state sanitation strategies and CSPs. The salient features of NUSP are:

- achieving open defecation free towns
- providing access to toilets for poor people
- Waste water and solid waste treatment and disposal and achieving public health outcomes and environmental standards.

1.2.7.1 State Sanitation Strategy

Every state is expected to formulate a state sanitation strategy. Its main elements include:

- Clear assignment of institutional responsibility, resources and capacities – concerted efforts need to be made to devolve powers, roles and responsibilities along with financial and personnel resources
- Setting standards at the state level – environment outcomes, public health outcomes, service delivery standards, manpower issues such as adequate compensation, hazardous nature of work, provision of safety equipment, use of modern technology
- ULBs to be responsible for planning and financing public infrastructure and leveraging such private investments as may be required for achieving outcomes
- States to devolve adequate and predictable resources to ULBs including setting tariffs, intergovernmental fiscal transfers and targeting of subsidies
- Recovery of O&M cost through introduction of user charges and collection of dues
- Rewards for best performing cities

- Reaching the unserved and the poor through resolution of tenure, space and affordability constraints
- Earmarking at least 20% of the funds for the poor
- Issue of guidelines to cities for the adoption of participatory approaches to community sanitation
- Planning for appropriate sanitation for floating population
- Final responsibility for performance in sanitation will be with the ULB
- ULBs to have the key regulatory remit over all properties in respect of outcome and process standards
- Agencies that will orient elected representatives and train state level and ULB personnel to be identified
- Such an agency could be a government, GO or private sector organization
- Capacity building needs to focus not only on training but also development of systems and capacities

1.2.7.2 City Sanitation Plan (CSP)

Every city is expected to prepare a city sanitation plan within two years. The CSP is a vision document on sanitation with 20 to 25 years horizon with short term town level action plans for 5 years to achieve sanitation goals. The lack of capacity of the urban local bodies in developing city sanitation plans has been recognized as one key constraint. CSP envisages achieving the following outputs:

- Open defecation free cities.
- Elimination of manual scavenging and safety of sanitary workers.
- Proper disposal of municipal wastewater and storm water drainage.
- Recycle and reuse of treated wastewater for non-potable applications.
- Solid waste fully collected and safely disposed of scientifically.
- Serving the un-served with basic minimum services.
- Measures for improved public health and environmental standards.

1.2.7.3 Preparation of CSPs

CSPs will detail out how the city plan to deliver the sanitary outcomes defined in NUSP and State Strategy, in coordination with other line departments to ensure a well collaborated approach engaging all stakeholders including governmental and non-governmental service providers. CSP preparation involves following tasks:

Collection of Secondary Data: Secondary data collection and review of available data from various sources as per demands of CSP (the officials of city municipal corporations/water boards/any other parastatal agencies).

Preparatory Work (Profiling of ULB): As a preparatory work, a preliminary profiling of ULBs will be undertaken using SLB indicators and City Ratings to highlight the ODF status, sanitation situation, health indicators and current projects. This also will guide further investigation through reconnaissance survey and primary data.

Stakeholder Analysis and CSTF Constitution: To play their part, as per the requirements of CSP, institutions, individuals, NGOs, academics, journals, local councilors, industry owners, consultants, representatives of private sector and etc. will be identified in an given city in an ULB and analyze the strengths and competencies required for sanitation. Constituting City Sanitation Task Force (CSTF) will be facilitated, drawing members from these groups in consensus with ULBs.

Primary Data Collection and Sampling: Supplementary data collection to a limited extent through rapid field surveys, case studies, consultations, transects walks, FGDs etc. The data will be collected as per formats/templates and questionnaires after brief orientation to the stakeholders. Random stratified sampling in typical cases (slums, schools, wards commercial places etc.) evenly distributed all over the town to cover all representative types of situations.

Field Assessment: Choices of toilet in the city and their effectiveness along with pictures on super structure, below ground, design models and materials used for different uses – Residential, Industries, Public Spaces and New areas. Field tests facilitation (soil percolation, waste water effluents, water bodies contamination) in critical points in drains, ground water after a reconnaissance survey.

Ward Profiling as per City Sanitation Ranking Parameters: City as a number of spatial units will look at indicators pertaining to the practice of open defecation, access to sanitation (individual, community and public), collection, treatment and disposal of solid and liquid wastes, proper upkeep and maintenance of the sanitation infrastructure, clear institutional roles and responsibilities and improvements in health and environment as per the “City Sanitation Rating”.

Communication Gap and Needs Assessment: IEC needs assessment will be carried out and broad communication strategy will be developed in consultation with the ULB officials and other stakeholders.

Developing a Situation Analysis Report: The Situation Analysis, prepared by taking into consideration the ground realities, local conditions, and assessment of the present sanitation situation. It will include inputs from all the above activities with the details of existing household sanitation arrangements, public sanitary conveniences, wastewater disposal, solid waste management and water supply. The report will also include an analysis of the ULB legal framework and byelaws, financial analysis of the ULB, data on key public and environmental health, user charges, willingness to pay, etc.

Draft CSP Report Preparation: Finalization of CSP along with recommendations based on the situation and solutions for making city open defecation free and totally sanitized, public toilet and community toilets models and operational models ; proto - type design

recommendation for all typical situations, waste disposal mechanisms, starters for sewerage layouts and estimation of requirement in terms of capacities, quantity and finances.

1.2.7.4 City Sanitation Plan Process

The Figure 6 explains the process involved in the preparation of city sanitation plans.

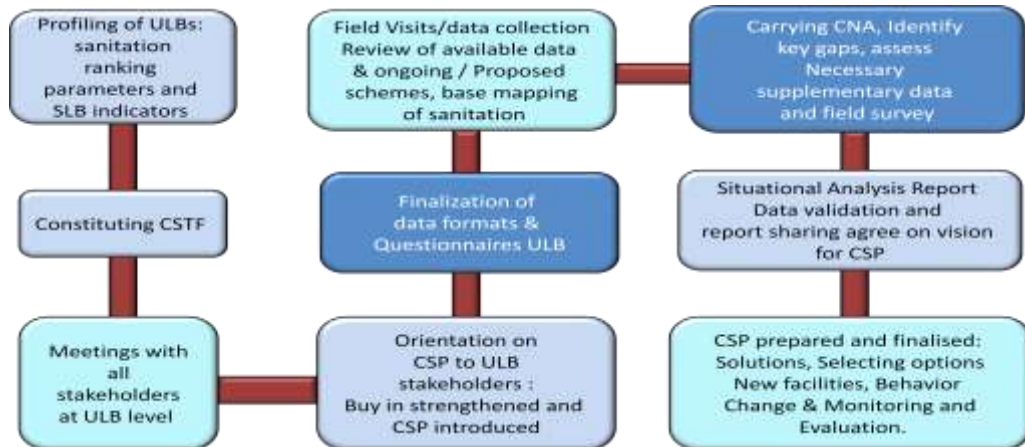


Figure 6: City Sanitation Plan Preparation Process

1.2.7.5 City Sanitation Task Force (CTF)

In every city a City Sanitation Task Force (CTF) should be constituted to mobilize stakeholders to elevate the consciousness about sanitation among the government and municipal agencies and the people of the city. It should be multi-stakeholder body comprising representatives from:

- Agencies directly responsible for sanitation including on-site sanitation, sewerage, water supply, solid waste, drainage, etc including the different divisions and departments of the ULB, PHED, etc;
- Agencies indirectly involved in or impacted by sanitation conditions including representatives from the civil society, colonies, slum areas, apartment buildings, etc,
- Eminent persons and practitioners in civic affairs, health, urban poverty,
- Representatives from shops and establishments,
- Representatives of other large institutions in the city (e.g. Cantonment Boards, Govt. of India or State Govt. Enterprise campuses, etc.),
- NGOs working on water and sanitation, urban development and slums, health and environment,
- Representatives of unions of safai karamcharis, sewerage sanitary workers, recycling agents / kabaris, etc
- Representatives from private firms/contractors formally or informally working in the sanitation sector (e.g. garbage collectors, septic tank de-sludging firms etc.)
- Representatives from educational and cultural institutions.
- Any other significant or interested stakeholders

The City Sanitation Task Force will be responsible for:

- Organize a multi-stakeholder, multi-party meeting in the preparatory stage, and take a formal resolution to make the city 100% sanitized.
- Launching the city 100% sanitation campaign
- Generating awareness amongst the city’s citizens and stakeholders
- Approving materials and progress reports provided by the implementing agency, other public agencies, as well as NGOs and private parties contracted by the implementing agency, for different aspects of implementation.
- Approving the CSP for the city prepared.
- Undertaking field visits from time to time to supervise progress
- Issue briefings to the press / media and state government about progress
- Providing overall guidance to the implementation agency.
- Recommend to the ULB fixing of responsibilities for city-wide sanitation on a permanent basis.

1.2.8 Comprehensive Mobility Plan

The DPRs for specific transport projects generally fail to examine a wide range of policy options available. The projects often represent preconceived “solutions” and the documents try only to justify such “solutions”. The Ministry of Urban Development considers that the submission of a Comprehensive Mobility Plan (CMP) is a prerequisite for the submission of DPRs, because any projects or policy measures recommended should effectively contribute to the attainment of “comprehensive mobility” visions that are effective and sustainable from the long-term perspective of future city development.

Concept

A CMP presents a long-term vision of desirable mobility patterns (people and goods) for a city and provides policy measures and strategy to achieve the vision. It should follow the National Urban Transportation Policy (NUTP), which emphasizes the importance of pedestrian facilities, non-motorized transport measures, and public transport systems including buses and sustainable mass rapid transit systems. The planning horizon of a typical CMP will be 20 years, but CMPs should also cover actions to be taken between 5 to 10 years. Since cities are constantly changing, the CMP should be revised and updated at least once in five years.

Role of CMP in JnNURM process

The CMP is a key document providing the rationale for transport proposals. Therefore, within the overall planning hierarchy, the CMP can be considered as a prerequisite for the submission of DPR (Level 1) for JnNURM funding. Although it is not mandatory, all cities considering a funding application to central government are recommended to submit the CMP and to obtain approval from MoUD. A separate study for Alternative Analysis is required for major projects with the cost exceeding Rs 500 Crore at 2008 prices. The Alternative Analysis may be included as part of the CMP or DPR for projects less than Rs. 500 Crores.

Objectives of CMP

The objective of a CMP is to provide a long-term strategy for the desirable mobility pattern for a city. To achieve this objective, the following need to be considered:

- Articulation of a long-term vision(s) and goals for desirable urban development in each city;
- To illustrate a basic plan for urban development and include a list of proposed urban land use and transport measures to be implemented within a time span of 20 years or more; and
- To ensure that the most appropriate, sustainable and cost-effective implementation program is undertaken in the urban transport sector.

The main features of CMPs are:

- To optimize the “mobility pattern of people and goods” rather than of vehicles;
- To focus on the improvement and promotion of public transport, non-motorised vehicles and pedestrians, as important transport modes in Indian cities;
- To provide a recognized and effective platform for integrating land use and transport planning; and
- To focus on the optimization of goods movement.

Comparison of major tasks of CMPs and other existing transport plans

Major Tasks	Existing CDP	Existing Master Plan	Existing CTTS	CMP
Review of Existing Transport System	✓		✓	✓
Transport Demand Survey			✓	✓
Review of Land Use Plan		✓		✓
Analysis of Urban Transport Situations			✓	✓
Preparation of Future Land Use Scenario		✓		✓
Future Transport Network Scenario				✓
Transport Demand Forecast Model			✓	✓
Network Evaluation				
Preparation of Mobility Framework				✓
Formulation of Urban Transport Measures	✓	✓	✓	✓
Social and Environmental Impact Assessment				✓

Institutional Scheme for Project Implementation				✓
Preparation of Implementation Programs	✓		✓	✓
Stakeholder Consultation	✓	✓	✓	✓
Periodical Update and Maintenance		✓		✓

The CDP prepared by each mission city as a pre-requisite to access *JnNURM* funds should address various urban development sectors, including urban transport. Usually, CDPs include project proposals for both infrastructure and regulatory measures, but the development of urban transport measures is not comprehensive. CDPs rarely adopt a transport modelling approach and do not include a clear strategy regarding long-term urban transport development and the ‘mobility’ concept. CMPs should review transport sector programs and integrate them into more comprehensive transport sector programs that focus on integration of land use and transport and improvement of the mobility of people.

In preparing a CMP, where a Master Plan is available, the latter should serve as an input to the former. In this process, the CMP reviews the future land use patterns in the Master Plan from the mobility optimization point of view and selects a preferred pattern of land use/transport integration, if necessary. If the recommendation by the CMP on urban growth pattern differs from the Master Plan, the CMP recommendation may be reflected in a future version of the Master Plan. For cities where a Master Plan is not available, a CMP must be prepared first and used as an input for the preparation of the Master Plan.

Sub Module 1.3 - Urban Heritage

1.3 Urban Heritage

1.3.1 Introduction

Urban heritage refers to the built legacy of the city's history and culture. Urban heritage characterises the visual, spatial and cultural character of the city. Heritage plays a very significant and critical role in the socio-economic and cultural life of cities, and heritage can be utilised to reshape and revitalise the cities' economy and culture. Heritage is an important lever for rejuvenating the economy and quality of life in these cities. Urban heritage comprises archaeological sites, remains, ruins, and monuments protected by the Archaeological Survey of India (ASI) and their counterparts in the states, and also a large number of unprotected individual and groups of buildings, neighbourhoods, and public spaces including landscapes and natural features which provide character and distinctive identity to cities. Conservation plans and projects for cities must take into account both the protected and unprotected components of the urban heritage. Heritage refers to:

- Protected and unprotected monuments,
- Individual and groups of buildings of archaeological, architectural, historic and cultural significance,
- Public spaces including landscapes, water bodies, parks and gardens,
- Streets having identifiable traditional neighborhoods and precincts of historic character
- The tangible urban heritage is closely linked with intangible heritage, which confers it with meaning and significance.

Urban heritage is classified under two categories, viz., tangible and intangible heritage. Tangible heritage includes buildings and physical elements of architectural and historical significance. Intangible heritage comprises movable artefacts, handicrafts, folklore, myths, legends, spirituality, traditional knowledge, rites and rituals, festive events, visual and performing arts, music, literature, language, dialects, traditional medicine, culinary traditions, etc., which are intimately linked to the built heritage. The tangible urban heritage is closely linked with the intangible heritage, which confers it with meaning and significance.

Cities need to identify the heritage component and formulate strategies to protect, conserve, and contribute to their further development. Ten cities were included in *JnNURM* primarily based on their heritage importance. These cities are: Ajmer-Pushkar, Amritsar, Bodhgaya, Hardwar, Madurai, Mathura, Mysore, Nainital, Nanded, and Puri. Considering the value of urban heritage in India a Task Force on Heritage headed by Architect Charles Correa, recommended that not only these ten heritage cities but all Mission cities must address protection of urban heritage under *JnNURM*

The buildings protected by ASI and their state counterparts are on record, unprotected urban heritage needs to be identified through a process of listing. The listing is important to:

- create a databank of heritage properties with details on their status, condition, and typology of properties;
- map the listed properties in urban and regional development plans in order to identify Heritage Zones which may be co-terminus with one or more wards of a city, for planning purposes;
- determine the potential and priorities for heritage-related tourism;
- determine the potential and priorities for reuse of heritage as hotels, museums, cultural places, etc.;
- prepare guidelines and controls, heritage regulations, etc.,
- monitor the heritage properties, additions and alterations thereon; and
- establish ownership and rights.

Listing is a technical activity to be undertaken by technically trained and skilled personnel, it should be undertaken in a participatory process involving civil society organizations, industry and trade. State and local government should play a pivotal role in the process. Both protected and unprotected heritage buildings and sites need to be located on the city map in relation to major infrastructure including road connectivity. The purpose of mapping is to identify significant concentration of listed buildings within the wards of a city. These wards should be identified as Heritage Zones / Ward should form integral part of the legal urban and regional plans and the CDP.

1.3.2 Preparation of a City Development Plan for Urban Heritage

Preparation of a City Development Plan (CDP) with focus on heritage is a comprehensive analysis of the existing status and future role of heritage in city's historical and cultural life. This envisages the preparation of Conservation Plan for the Heritage Zones. The Conservation Plan should be an integral part of the CDP. The Conservation Plan comprises of six components viz.,

- identifying the Heritage Zones of the city;
- defining the importance of urban heritage in the socio-economic and cultural profile of the city;
- determining the legal and statutory framework for conserving urban heritage;
- identifying the institutional set-up;
- planning the infrastructure for servicing urban heritage;
- providing a financial profile

1.3.3 Identifying Heritage Zones

The Conservation Plan should focus mainly on identified as heritage zones of the city. These zones should be co-terminus with the defined Wards of the city. This enables undertaking planning and making investment decisions in discrete areas of the city.

1.3.4 Importance of Urban Heritage

CDP for heritage protection, conservation and development should recording and analyze the role heritage plays in the socio-economic and cultural life of the city. This component should look at:

- Number of visitors to heritage sites,
- Number of visitors expressing interest in non-tangible component of heritage, and trends in the numbers over a period of five years,
- Composition of visitors i.e., domestic and foreign; pilgrims-local and from other parts of the country; age, sex and income composition of visitors and other characteristics;
- Estimated number of persons dependent for their livelihood on heritage;
- Estimated annual income generation from heritage to the city; and
- Year-round importance, or seasonal, or specific days.

1.3.5 Legal and Statutory Framework

Heritage in India is regulated and protected by the Ancient Monuments and Archaeological (Sites and Remains) Act, 1958, (called ASI Act) counterpart legislations in states, the Urban and Regional Planning and Development Acts, municipal Acts and the building bye-laws. The application of the ASI Act and state legislations is limited to monuments protected by the Archeological Survey of India (ASI) and their counterparts in the States. These Acts lay down the prohibit and regulate zones around the protected monuments. The Urban and Regional Planning and Development Acts (or the Town and Country Planning Acts) have provisions for identifying “Special Areas”/Town Planning Schemes/ Local Area Plans and their equivalents which can be made use of for regulating activities around heritage sites and within Heritage Zones. The CDP with a focus on heritage should provide details of:

- The process of conferring or designating the heritage status to buildings, groups of buildings, public spaces, landscapes etc, or Heritage Zones, together with the criteria used for the purpose, including the Act (or Acts) under which it is being done;
- Scope of the Act, including provisions for the conservation and protection of the heritage; their grading or ranking; rights and obligations of the owner of the heritage as related to reconstruction, additions and alterations, demolition, change of use, displaying of signages, etc.
- Adequacy of the Act for meeting the contemporary challenges faced by heritage, including provisions for acquisition of privately-owned heritage or transferring public ownership to private trusts or corporates, or making use of public-private partnership arrangement for heritage protection and maintenance.

1.3.6 Institutional Set-up

Alongside the legal and statutory framework, the CDP should contain a review of the institutions that are responsible for the management of the heritage in the city. The review should analyse:

- Institutions responsible for the management of heritage with details on their mandate and responsibilities relating to the upkeep and maintenance of heritage, maintenance of records, publicity, etc.,
- Inter-institutional linkages and the methods of coordination between them for the advancement of heritage within the city;

- Role of the ULBs in heritage protection and conservation either direct or indirect like provision of heritage-linked infrastructure. This role can be facilitated by establishing a Heritage Cell in the ULB to look after heritage issues; and
- Role of NGOs and civil society groups including industry and trade in heritage protection, maintenance and development.

A record of the ownership of the heritage should be clearly indicated. The CDP should show whether the heritage structures are publicly-owned or privately-owned by trusts, individuals, or others, and identify the weaknesses in the existing institutional arrangements and to determine the needed improvements.

1.3.7 Heritage Infrastructure

It should be recognized that the overall environment of the city is an important factor in heritage promotion. This aspect should be adequately emphasized in the CDP. It is important to effectively maintain the heritage sites to contribute to the economic and cultural profile of the city. This requires adequate and properly equipped infrastructure is provided and maintained. The infrastructure may be on-site or off-site.

- On-site infrastructure, e.g., lighting, provision of drinking water, toilets, internal road network, arrangements for waste collection, resting spaces, and the like,
- Off-site infrastructure, e.g., connectivity, public and private transport links, traffic directions and management; publicity and advertisement, etc.

Determining the adequacy of heritage infrastructure – both on-site and off-site is critical to the CDP and should be brought out in as much detail as possible.

1.3.8 Financial Arrangements

The CDP should cover the methods and sources of financing the heritage in the city. The questions that should be examined include:

- Sources of budgetary support for heritage, trends over a five year period, and their adequacy in relation to the needs;
- Level of government that provides the support - central, state, or local
- Sources of non-budgetary support like trends therein for five years, and the adequacy thereof;
- Composition of the budgetary support in terms of wages and salaries, and maintenance of heritage and related infrastructure; and
- Revenue generation e.g., user fee for heritage sites and inspection.

The financial arrangements should examine the adequacy of the financial support for the protection and maintenance of the heritage, and the extent to which decay or deterioration if any, in heritage protection is attributable to financial constraints.

1.3.9 Formulating a Vision

Developing a vision for the city is key to the preparation of the City Conservation Plan or the CDP. A “vision is a statement of what the city wishes to do, within a given time-frame, and is often expressed in terms of clear expectations. It defines the potential of the city and reflects its unique attributes in terms of comparative and competitive advantages, values and preferences of the city’s residents, relationship of the city to the state, national and global economies, and of course, the history and physical characteristics of the city”. The CDP with heritage focus needs to develop a vision for its heritage component: what is the city’s vision for heritage? What does the city think about the future development of city’s heritage? In what direction does the city want to develop and use its heritage? A clear vision is necessary for designing strategies and identifying relevant projects. The vision should be expressed, as far as possible, in quantitative terms, e.g., planning to raise the number of visitors or income from heritage over a period of time – say 2016 or 2021, etc. The vision may also cover qualitative aspects like providing a life time experience to visitors. Vision should be developed through participatory and consultative process involving in particular the ULB and other institutions that have a direct stake in heritage development and address the following aspects:

- the future role of city’s heritage - both tangible and intangible, in city’s socio-economic and cultural profile;
- the hidden or under-used potential of city’s heritage and the extent to which the city wishes to tap it, for city’s growth and development;
- the possible economic contribution that heritage can make to the city’s economy; and
- other roles that heritage can play, e.g., creating networks and relationships, etc.

1.3.10 Defining Strategies

Formulation of vision should be followed by development of strategies to achieve the vision. Only a sound strategy will ensure the implementation of different phases of the project in a meaningful way. The strategies should suggest:

- the cost- effective methods of achieving the vision;
- the methods to be pursued by the city and city-level institutions to attract visitors, efforts to be initiated to check deterioration in heritage or the growing indifference to the non-tangible component of heritage such as rites and rituals, music, folklore, artefacts and the like;
- the traditions to maintained and fostered involved in the strategies.

A key to the formulation of strategy lies in choosing those that have lasting impact on the accomplishment of the vision and Conservation Plan / CDP goals and objectives. Development of alternative strategies is both a technical process, i.e., of identifying their costs and benefits, and a consultative process involving, e.g., putting across to the stakeholders the relative merits and demerits of the alternatives and the implications thereof.

1.3.11 Financing Plan and Strategies

At present, the Archaeological Society of India (ASI) in case of heritage regulated and controlled by them, and the CPWD and PWD in case of properties under the control of governments, provide funds for the conservation and maintenance of heritage. Financing support mechanisms, for heritage properties and sites owned by private trusts and individuals do not exist. Buildings older than 15 years are not eligible to avail of the repair and improvement loans. This is why privately held heritage buildings decay and are abandoned by owners or replaced by new structures. It is necessary, therefore, that a five year investment plan along with a year-to-year plan is prepared for the heritage component in detail to:

- conserve and develop the heritage component;
- develop on-site infrastructure;
- develop off-site infrastructure; and
- capacity building, creation of a dedicated cell in ULB, publicity, awareness building, etc.

An investment plan needs to be supplemented with a financing strategy indicating:

- sources of funding - central, state or local governments, parastatals, or the private sector;
- scope of financing the proposed investment from user charges;
- scope of public-private partnership in financing the heritage investment plan;

It is equally important to examine as to the type of financing strategy that is appropriate for privately-owned heritage sites and properties. As privately – owned heritage sites and properties are large, innovative financing strategies need to be developed in order not to place undue burden on either the public resources or on those trusts and individuals who own them.

Box :Examples of heritage

- Public and historic spaces in Heritage Zone
- Streets with special heritage character
- Renewal of inner city areas or heritage precincts
- Areas containing groups of heritage buildings and related spaces
- Natural heritage sites
- Potential for adaptive re-use of heritage buildings and spaces
- Functions which will enhance transit or pilgrimage potential of the city

A cursory look at the investment proposals in some of the Mission cities clearly indicates that they relate to both provision of civic infrastructure as well as conservation of heritage structures. Table 10 gives details of Heritage component in the total CDP investments of the eleven Mission cities.

Table 10: Summary of Investments on Heritage

S.No	City	Investment (Rs. in crores)	
		Total	Heritage
1	Bodhgaya	222.10	47.00
2	Mysore	1967.00	312.00
3	Ujjain	1237.72	526.74
4	Nanded	2081.00	75.00
5	Amritsar	923.00	36.00
6	Ajmer-Pushkar	1217.78	84.64
7	Madurai	2360.94	3.00
8	Mathura	1830.43	269.00
9	Agra	7854.64	52.50
10	Allahabad	3308.57	121.70
11	Haridwar	3133.20	31.60

Source: Compiled from the respective CDPs

1.3.12 Hyderabad : Heritage Conservation Plan

Heritage Components include:

- Both built and natural heritage is important part of urban structure and image of city of Hyderabad.
- There are 169 lakes of over 10 acre each in their water spread which is important part of the drainage system and water resources of the city.
- There are seven conservation areas notified by AP Urban Arts Commission.
- 150 historical buildings identified (besides monuments protected by state and central archaeological departments) in Hyderabad Conservation Study, 1984.
- Pedestrianization of Charminar area, walled city and Musi River Revitalization are two main projects proposed in the CDP for urban conservation and renewal.

1.3.13 Issues in Heritage Conservation

The important issues in heritage conservation include:

- Conflict of interest of municipal authority and owner of the house;
- Community mobilization and participatory conservation;
- Funding for conservation and restoration in case of privately owned structures; and
- Promotion of wiser use of structures vis-à-vis economic interest.

Sub Module 1.4 - Urban Poverty

1.4 Urban Poverty Alleviation

‘Poverty anywhere is a threat to prosperity everywhere’

1.4.1 Concept of Poverty

Poverty has social, economic and political dimensions. It refers to the condition of not having the means to afford basic human needs such as clean water, nutrition, health care, education, clothing, shelter and lack of economic opportunities that provides commensurable income to access ‘basic needs’. It also refers to lack of opportunities to participate in decision making that affect their social and economic life. Poverty in India is defined based on calorie norm of 2,400 per capita per day for rural areas and 2,100 per capita per day for urban areas. The poverty line for the base year 1973-74 was taken as the per capita expenditure level, which meets these calorie norms on an average, for the country as a whole, as per the National Sample Survey (NSS) household consumption expenditure survey for the corresponding year. In order to arrive at the estimates of the number of poor, Planning Commission has been making adjustments in the NSS data on distribution of households by consumption expenditure levels. Based on this methodology, estimates of poverty – both urban and rural – are being made at national and state levels by the Planning Commission at five-year intervals since 1973.

The poverty line at all-India level is worked out from the expenditure per capita per month class-wise distribution of persons (based on URP-consumption, that is, consumption data collected from 30 –day recall period for all items) and the poverty ratio at all-India level. The poverty ratio at all-India is obtained as the weighted average of the state-wise poverty ratio. Similar exercise is carried out for the states also. The poverty line is periodically updated. The table below gives the state wise poverty lines for the year 2004-05

In 2001, for the first time, Census also captured the slum demography details (though the data was collected only from class I and II cities of 1991 Census). States have also been conducting poverty surveys in urban local bodies as part of SJSRY and other programs for better targeting the poverty programs. In this section state wise poverty statistics published by the Planning Commission and slum details published by the Census 2001 are included.

1.4.2 Poverty Profile

Poverty has both economic and social dimensions; though only income aspects have always been highlighted. Lack of access to basic services like water, sanitation, health, educations, housing, etc., are signifies levels of poverty. These dimensions of poverty profile are equally important for a better understanding.

1.4.2.1 Poverty Levels

The levels of rural and urban poverty both in terms of number and percentage can be seen from table 12.

Table 11: Population below Poverty Line- 1973-74 to 2004-05

Year	Rural		Urban		Total	
	Persons (in lakhs)	(%)	Persons (in lakhs)	(%)	Persons (in lakhs)	(%)
1973-74	2612.90	48.41	600.46	50.61	3213.36	48.86
1977-78	2642.47	38.11	646.48	43.55	3288.95	39.31
1983	2519.57	26.53	709.40	36.30	3228.97	28.91
1987-88	2318.79	33.80	751.69	26.10	3070.49	25.86
1993-94	2440.31	15.92	763.37	38.33	3203.68	22.19
1999-2000	1932.43	11.05	670.07	26.63	2602.50	15.77
2004-2005	2209.24	28.3	807.96	25.7	3017.20	27.5

Source: Ministry of Housing and Urban Poverty Alleviation, GoI, Compendium on Urban Poverty and Urban Slums, 2006

The state-wise poverty levels are given in table 12.

Table 12: Population below Poverty Line by States 2004-05

S.No.	States/UT	Rural		Urban		Combined	
		No. of Persons (Lakh)	% of Persons	No. of Persons (Lakh)	% of Persons	No. of Persons (Lakh)	% of Persons
1	2	3	4	5	6	7	8
1	Andhra Pradesh	64.70	11.2	61.40	28.0	126.10	15.8
2	Arunachal Pradesh	1.94	22.3	0.09	3.3	2.03	17.6
3	Assam	54.50	22.3	1.28	3.3	55.77	19.7
4	Bihar	336.72	42.1	32.42	34.6	369.15	41.4
5	Chhattisgarh	71.50	40.8	19.47	41.2	90.96	40.9
6	Delhi	0.63	6.9	22.30	15.2	22.93	14.7
7	Goa	0.36	5.4	1.64	21.3	2.01	13.8
8	Gujarat	63.49	19.1	27.19	13.0	90.69	16.8
9	Haryana	21.49	13.6	10.60	15.1	32.10	14.0
10	Hima. Pradesh	6.14	10.7	0.22	3.4	6.36	10.0
11	Jammu Kashmir	3.66	4.6	2.19	7.9	5.85	5.4
12	Jharkhand	103.19	46.3	13.20	20.2	116.39	40.3
13	Karnataka	75.05	20.8	63.83	32.6	138.89	25.0
14	Kerala	32.43	13.2	17.17	20.2	49.60	15.0
15	Madhya Pradesh	175.65	36.9	74.03	42.1	249.68	38.3
16	Maharashtra	171.13	29.6	146.25	32.2	317.38	30.7
17	Manipur	3.76	22.3	0.20	3.3	3.95	17.3
18	Meghalaya	4.36	22.3	0.16	3.3	4.52	18.5
19	Mizoram	1.02	22.3	0.16	3.3	1.18	12.6
20	Nagaland	3.87	22.3	0.12	3.3	3.99	19.0
21	Orissa	151.75	46.8	26.74	44.3	178.49	46.4
22	Punjab	15.12	9.1	6.50	7.1	21.63	8.4
23	Rajasthan	87.38	18.7	47.51	32.9	134.89	22.1
24	Sikkim	1.12	22.3	0.02	3.3	1.14	20.1
25	Tamil Nadu	76.50	22.8	69.13	22.2	145.62	22.5
26	Tripura	6.18	22.3	0.20	3.3	6.38	18.9

27	Uttar Pradesh	473.00	33.4	117.03	30.6	590.03	32.8
28	Uttarakhand	27.11	40.8	8.85	36.5	35.96	39.6
29	West Bengal	173.22	28.6	35.14	14.8	208.36	24.7
30	A & N Islands	0.60	22.9	0.32	22.2	0.92	22.6
31	Chandigarh	0.08	7.1	0.67	7.1	0.74	7.1
32	D & Nagar Haveli	0.68	39.8	0.15	19.1	0.84	33.2
33	Daman & Diu	0.07	5.4	0.14	21.2	0.21	10.5
34	Lakshadweep	0.06	13.3	0.06	20.2	0.11	16.0
35	Pondicherry	0.78	22.9	1.59	22.2	2.37	22.4
	All-India	2209.24	28.3	807.96	25.7	3017.20	27.5

The Planning Commission periodically identifies the poverty line state-wise which becomes the basis for calculating the state level poverty and fund allocation. The state level poverty lines were last announced in 2004-05 and can be seen from table 13. (Figures in Rs)

Table 13: State Specific Poverty Line 2004-05.

S.No	States/UT's	Rural	Urban
1	Andhra Pradesh	292.95	542.89
2	Arunachal Pradesh	387.64	378.84
3	Assam	354.36	435.00
4	Bihar	322.41	560.00
5	Chattisgarh	410.38	612.91
6	Delhi	362.25	665.90
7	Goa	353.93	541.16
8	Gujarat	414.76	504.49
9	Haryana	394.28	504.49
10	Himachal Pradesh	391.26	553.77
11	Jammu & Kashmir	366.56	451.24
12	Jharkhand	324.17	599.66
13	Karnataka	430.12	559.39
14	Kerala	327.78	570.15
15	Madhya Pradesh	362.25	665.90
16	Maharashtra	325.79	528.49
17	Orissa	410.38	466.16
18	Punjab	374.57	559.63
19	Rajasthan	351.86	547.42
20	Tamil Nadu	365.84	483.26
21	Uttar Pradesh	478.02	637.67
22	Uttarakhand	382.82	449.32
23	West Bengal	362.25	665.90
24	D & Nagar Haveli	356.30	538.60
	India	292.95	542.89

Source: Ministry of Housing and Urban Poverty Alleviation, GoI, Compendium on Urban Poverty and Urban Slums, 2006

1.4.2.2 Urbanisation of Poverty

Over decades the urban poverty has been increasing whereas the rural poverty has been declining. Among the total poor in the country, the per centage of rural poor was 83.77 in 1973-74 while it came down to 73 % by 2004-05 (Table 14). But in case of urban poverty there has been an increase in the levels of poverty. In 1973-74 the per centage of urban poor to total poor was only 16% where as in 2004-05 it has increased to 27%, signifying increase in urban poverty in the country. In some states it is more prominent. For example, in the southern states of Andhra Pradesh, Karnataka and Kerala and northern states of Rajasthan and Delhi the urban poverty is far higher than rural poverty, as can be seen from the table 15.

Table 14: Rural and Urban Poor to Total Poor

Year	Rural %	Urban %
1973-74	83.77	16.23
1977-78	82.50	17.50
1983	81.73	18.27
1987-88	82.45	17.55
1993-94	76.17	23.83
1999-	74.25	25.75
2004-05	73.00	27.00

Table 15: States with Higher Levels of Urban Poverty 2004-05

State	Rural Poverty	Urban
Andhra	11.2	28.0
Karnataka	20.8	32.6
Kerala	13.2	20.2
Rajasthan	18.7	32.9
Delhi	6.9	15.2

Source: Planning Commission

Table 16: Increase in BPL Population-Select States

S.No	State	BPL Population (In Lakhs)		Increase in Number
		1993-94	2004-05	
1	Haryana	7.31	10.60	3.29
2	Karnataka	60.46	63.83	3.37
3	Maharashtra	111.90	146.25	34.35
4	Orissa	19.70	26.74	7.04
5	Rajasthan	33.82	47.51	13.69

Source: Planning Commission

1.4.2.3 Slum Population

Slums are physically and socially deteriorated residential areas without where it is difficult or impossible to live. Bad housing, inadequate light and air, absence of bath and toilet, overcrowding, absence of recreational facilities, vulnerability to fire and other natural disasters, etc., characterize the slums. For purposes of census, the Registrar General of India considers all those recognized as slums by the state Slum Acts, Housing and Slum Boards – notified or non-notified, and those areas with at least 300 people or 60-70 households, tenements with unhygienic environment, inadequate infrastructure and absence of proper water, sanitation, etc. The **Report of the Committee on Slum Statistics/Census, 2010** constituted by the Ministry of Housing and Urban an Poverty Alleviation defines slums as “compact settlements of at least 20 households with a collection of poorly built tenements,

mostly temporary in nature, crowded together usually with inadequate sanitary and drinking water facilities in unhygienic conditions”.

The very definition of slums points at the dilapidated housing, acute scarcity of drinking water, sanitation crisis and lack of access to other environmental services. The slum population is constantly increasing; it has doubled in the past two decades. The current population living in slums in the country is more than the population of Britain. As per the 2001 census, one out of every four persons was residing in slums in our cities and towns. The NSSO survey in 2002 identified 51,688 slums in urban areas of which 50.6% were declared as "notified slums." The growing slum population and the lack of basic facilities will badly impact on India's overall target achievement in water and sanitation sector.

Poverty, as noted earlier, relate to inadequacy of income, poor access to basic amenities, and lack of voice in public affairs. It is with regard to the latter two slums manifest a form of poverty. Absence of tenurial security, constant fear of eviction, vulnerability to disasters, insecure employment, over-crowding and unhealthy living environment, etc., are some of the factors that make slums some of the worst manifestations of urban poverty.

There is no authentic data on slum population either at city or state levels. Except Census 2001 data on slum population was never collected by official agencies any time in the past. As a result planning for their development and fund allocation has always been ad hoc. The Committee on Slum Statistics identified data on 119 parameters of cities and towns and projected slum population for all ULBs in the country for 2001 as well as for the next five years. Estimated slum population of ULBs state wise in 2001 and projected slum population for a seven year period as computed by the Committee can be seen from the Table 17.

Table 17: State Wise Projected Slum Population 2011-2017

State	2011	2012	2013	2014	2015	2016	2017
Andaman and Nicobar	33722	35294	36867	38265	39663	41060	42633
Andhra Pradesh	8180022	8273434	8357451	8440074	8521999	8602530	8681318
Arunachal Pradesh	98248	103459	108669	114127	119833	125788	131494
Assam	1070835	1100118	1129636	1159857	1190780	1222406	1253798
Bihar	1683954	1707378	1730148	1752590	1774376	1795671	1816639
Chandigarh	332473	348685	365154	381881	397321	411474	429744
Chhattisgarh	2111546	2169237	2228058	2287634	2347964	2409802	2470886
Dadra and Nagar Haveli	26083	28813	31542	34424	37305	40035	43219
Daman & Diu	9187	9316	9316	9445	9445	9575	9575
Delhi	3163430	3260984	3360874	3463999	3570716	3681745	3793313
Goa	154759	161494	168229	174815	180801	185741	192276
Gujarat	4662619	4759581	4856740	4954094	5051840	5149782	5245569
Haryana	3288292	3390907	3495059	3600364	3707207	3815202	3923582
Himachal Pradesh	87281	89143	91005	92983	94845	96707	98685
Jammu & Kashmir	494180	504243	514306	524369	534275	544180	553771
Jharkhand	931912	948949	966239	983530	1001202	1019382	1036673

Karnataka	3631147	3700490	3770161	3839998	3910162	3980656	4049341
Kerala	533278	536057	538776	541314	543671	545906	548021
Lakshadweep	1560	1560	1498	1435	1435	1435	1373
Madhya Pradesh	6393040	6523229	6654059	6785528	6917636	7050705	7181214
Maharashtra	18151071	18549628	18950624	19352665	19754009	20152914	20557046
Manipur	75197	75915	76514	76993	77592	78190	78789
Meghalaya	205176	208590	212003	215416	219209	222622	226415
Mizoram	105720	107700	109679	111659	113639	115619	117599
Nagaland	83220	84292	85365	86223	87295	88368	89226
Orissa	1736064	1770623	1805436	1840503	1876078	1912161	1948244
Puducherry	136899	143316	149876	156435	162282	167131	174118
Punjab	2798256	2864014	2930296	2996316	3062598	3128094	3193590
Rajasthan	3826160	3894590	3962311	4029561	4095395	4160049	4224939
Sikkim	13321	13803	14124	14605	14926	15408	15729
Tamil Nadu	8644892	8862969	9081045	9298651	9515080	9729624	9940165
Tripura	131080	134137	137003	140061	143118	146175	149232
Uttar Pradesh	10878336	11127210	11378552	11631376	11885434	12139739	12394291
Uttarakhand	826257	846181	866105	886615	906832	927342	947559
West Bengal	8546755	8640642	8733188	8825399	8918616	9014179	9106055
India	93055983	94977993	96907923	98845216	100786594	102729415	104668340

1.4.2.4 Literacy

Education is critical to development and elimination of poverty, inequality, disease and ignorance. The Slum Census, 2001 reports a literacy rate of 72.2 per cent for all slum dwellers while the male literacy among slum dwellers was 80.1 per cent and female literacy was 63.2 per cent. Thus there is a gap of 16.9 per cent between males and females living in the slums. The overall slum literacy was the lowest in Chandigarh at 54.8 per cent and highest in Meghalaya at 88.1 per cent. The slum literacy rates are lower than overall urban literacy rates in 26 out of 27 states/union territories that have reported slums. According to Census 2001 the literacy of non-slum population was 74.4 per cent whereas the slum literacy was only 64.4 per cent.

1.4.2.5 Infant Mortality Rate

Infant mortality rate (IMR) explains the health status of the community. The urban infant mortality rate has been declining over years in the states. But there are wide variations between states. The national average in 2008 is 36. In Kerala it is as low as 10 while in states like UP and Orissa it is as high as 49. State wise IMR can be seen from table 18.

Table 18: Infant Mortality Rate, 2009

India/States/ Union Territories	Infant Mortality Rate		
	Total	Rural	Urban
1	11	12	13
India	50	55	34
Bigger states			
1. Andhra Pradesh	49	54	35
2. Assam	61	64	37
3. Bihar	52	53	40
4. Chhattisgarh	54	55	47
5. Delhi	33	40	31
6. Gujarat	48	55	33
7. Haryana	51	54	41
8. Jammu & Kashmir	45	48	34
9. Jharkhand	44	46	30
10. Karnataka	41	47	31
11. Kerala	12	12	11
12. Madhya Pradesh	67	72	45
13. Maharashtra	31	37	22
14. Orissa	65	68	46
15. Punjab	38	42	31
16. Rajasthan	59	65	35
17. Tamil Nadu	28	30	26
18. Uttar Pradesh	63	66	47
19. West Bengal	33	34	27
Smaller states			
1. Arunachal Pradesh	32	35	14
2. Goa	11	11	10
3. Himachal Pradesh	45	46	28
4. Manipur	16	18	11
5. Meghalaya	59	61	40
6. Mizoram	36	45	19
7. Nagaland	26	27	23
8. Sikkim	34	36	21
9. Tripura	31	33	20
10. Uttarakhand	41	44	27
Union Territories			
1. Andaman & Nicobar Islands	27	31	20
2. Chandigarh	25	25	25
3. Dadra & Nagar Haveli	37	41	24
4. Daman & Diu	24	21	30
5. Lakshadweep	25	22	28
6. Puducherry	22	28	19
Source: SRS Bulletin, Sample Registration System, Registrar General, India; Volume 45 No.1; January 2011			

1.4.2.6 Access to Basic Amenities

Status on access to basic services and amenities can be seen from the Table 19.

Table 19: Access to Basic Amenities by the Urban Poor

S.No.	Service	Per centage
1	No water within the premises	34.6
2	No latrine	26.3
3	No electricity	12.4
4	No bath room in the premises	29.6
5	No kitchen	24.0

Universal access to potable water and toilet in the household is still a far cry as per census 2001 in several states. Only 68 per cent have potable water facility and the remaining depend on wells, tanks, hand pumps, etc., as can be seen from table 20. About 26 per cent still continue to defecate in the open as can be seen from table 21.

Table 20: Distribution of Households by Access to type of 'Drinking Water Source' 2000-2001

States/UTs	Number of Urban Households (HHs) by Source of Drinking Water								
	Urban H.H. (Total)	Tap		Hand-pump & Tube well		Well		Tank, Pond, River, Lake, etc.	
		Total	%	Total	%	Total	%	Total	%
Andhra Pradesh	4,174	3,001	71.9	762	18.2	300	7.2	111	2.6
Arunachal Pradesh	48	40	83.1	4	7.6	2	3.9	3	5.4
Assam	715	225	31.4	279	38.9	176	24.6	36	5.1
Bihar	1,323	349	26.4	858	64.9	100	7.6	16	1.2
Chhattisgarh	789	474	60.0	227	28.8	77	9.7	12	1.5
Goa	138	112	81.0	1	1.1	23	16.7	2	1.2
Gujarat	3,758	3,120	83.0	465	12.4	53	1.4	120	3.2
Haryana	1,075	771	71.7	276	25.6	9	0.8	20	1.9
Himachal Pradesh	143	134	93.9	5	3.2	1	0.8	3	2.1
Jammu & Kashmir	390	342	87.5	32	8.2	5	1.2	12	3.1
Jharkhand	1,060	509	48.0	214	20.2	305	28.7	32	3.1
Karnataka	3,557	2,790	78.4	487	13.7	231	6.5	50	1.4
Kerala	1,653	659	39.9	49	3.0	925	56.0	20	1.2
Madhya Pradesh	2,795	1,898	67.9	577	20.6	277	9.9	43	1.5
Maharashtra	8,070	7,197	89.2	498	6.2	261	3.2	114	1.4
Manipur	101	55	54.7	5	4.7	4	3.7	37	36.9
Meghalaya	91	65	71.3	2	2.2	11	11.7	13	14.7
Mizoram	82	36	44.2	3	3.6	2	2.2	41	50.0
Nagaland	67	22	32.8	6	9.5	29	44.2	9	13.5
Orissa	1,087	499	45.9	287	26.4	274	25.2	27	2.5
Punjab	1,490	995	66.8	478	32.1	3	0.2	13	0.9
Rajasthan	2,186	1,751	80.1	293	13.4	89	4.1	53	2.4
Sikkim	13	13	96.9	0.03	0.2	0.002	0.0	0.4	2.8
Tamil Nadu	5,899	3,858	65.4	1,210	20.5	567	9.6	264	4.5
Tripura	122	65	53.4	40	32.5	12	9.9	5	4.2
Uttar Pradesh	5,171	2,820	54.5	2,204	42.6	100	1.9	47	0.9
Uttaranchal	390	321	82.3	60	15.5	1	0.2	8	2.0
West Bengal	4,554	2,580	56.7	1,623	35.6	296	6.5	56	1.2
A & N Islands	23	23	97.3	0.1	0.5	0.3	1.4	0.2	0.8
Chandigarh	181	167	92.7	13	7.2	0.01	0.0	0.3	0.2
D & N Haveli	11	4	37.2	7	58.9	0.4	3.8	0.01	0.1

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Daman & Diu	12	11	91.2	1	7.7	0.1	0.9	0.02	0.2
Delhi	2,385	1,837	77.0	494	20.7	0.4	0.0	53	2.2
Lakshadweep	4	0.05	1.2	0.1	3.4	4	93.3	0.1	2.1
Puducherry	136	123	90.3	7	5.2	5	3.9	1	0.6
INDIA	53,692	36,865	68.7	11,466	21.4	4,140	7.7	1221	2.3

Table 21: Distribution of Households by Type of Latrine within the House 2000-2001

States/UTs	Number of Urban Households (HHs) by Type of Latrine Within the House							No. of Households without latrine	
	Urban H.H. (Total)	Water closet		Pit latrine		Other latrine		Total	%
		Total	%	Total	%	Total	%		
Andhra Pradesh	4,174	1,961	47.0	630	15.1	668	16.0	915	21.9
Arunachal Pradesh	48	13	28.1	15	32.1	13	26.8	6	13.0
Assam	715	421	58.9	189	26.4	67	9.3	39	5.4
Bihar	1,323	575	43.4	150	11.4	197	14.9	401	30.3
Chhattisgarh	789	306	38.8	41	5.2	68	8.6	374	47.4
Goa	138	54	38.9	26	18.7	16	11.6	43	30.8
Gujarat	3,758	2,334	62.1	366	9.8	326	8.7	731	19.5
Haryana	1,075	333	31.0	285	26.5	249	23.2	208	19.3
Himachal Pradesh	143	71	49.7	17	12.0	22	15.5	33	22.8
Jammu & Kashmir	390	104	26.5	79	20.2	157	40.2	51	13.1
Jharkhand	1,060	437	41.2	79	7.4	191	18.0	353	33.3
Karnataka	3,557	1,596	44.9	736	20.7	344	9.7	881	24.8
Kerala	1,653	1,235	74.8	184	11.1	102	6.2	132	8.0
Madhya Pradesh	2,795	1,149	41.1	332	11.9	412	14.7	902	32.3
Maharashtra	8,070	3,580	44.4	571	7.1	535	6.6	3,383	41.9
Manipur	101	21	20.5	68	67.0	8	7.8	5	4.7
Meghalaya	91	39	43.5	30	33.1	14	14.9	8	8.4
Mizoram	82	28	34.5	44	54.5	7	9.0	2	2.0
Nagaland	67	13	19.9	27	40.5	23	33.8	4	5.9
Orissa	1,087	468	43.1	103	9.5	78	7.2	438	40.3
Punjab	1,490	693	46.5	306	20.5	290	19.5	201	13.5
Rajasthan	2,186	887	40.6	398	18.2	379	17.3	522	23.9
Sikkim	13	11	87.0	0	1.9	0	2.9	1	8.2
Tamil Nadu	5,899	2,682	45.5	658	11.2	455	7.7	2,104	35.7
Tripura	122	53	43.1	55	44.8	11	9.0	4	3.0
Uttar Pradesh	5,171	1,653	32.0	934	18.1	1,549	30.0	1,034	20.0
Uttaranchal	390	159	40.8	104	26.7	75	19.3	51	13.1
West Bengal	4,554	2,514	55.2	1,043	22.9	308	6.8	690	15.2
A & N Islands	23	14	58.7	2	6.7	3	11.1	6	23.5
Chandigarh	181	128	70.8	2	1.0	15	8.3	36	19.9
D & N Haveli	11	8	71.6	0	3.5	0	2.2	3	22.8
Daman & Diu	12	7	60.6	0	3.4	0	1.5	4	34.6
Delhi	2,385	1,129	47.4	362	15.2	393	16.5	500	21.0
Lakshadweep	4	3	70.2	0	0.8	0	12.8	1	16.2
Puducherry	136	81	59.4	3	2.2	5	3.4	48	35.0
INDIA	53,692	24,761	46.1	7,840	14.6	6,980	13.0	14,111	26.3

Housing

About 2.3% do not have exclusive room in their house, 35% have one room and 29.5% have two rooms. Total housing shortage in the country was estimated at 24.7 million houses of which shortage for EWS category is 21.78 millions and for LIG category 2.89 million and the rest is for the other categories. Recognising the importance of affordable housing to the poor to improve their living conditions and quality of life under BSUP and IHSDP over 15.4 lakh houses were sanctioned by the Ministry of Housing and Urban Poverty Alleviation. Of them 8.22 lakh houses were completed or nearing completion which is a significant achievement.

1.4.3 Policies and Programs

The Government of India has been giving focus to urban development and poverty aspects right from the First Five Year Plan. In the first three five year plans focus was on housing upgradation and slum clearance programs. During fourth and seventh plans the focus was on urban community development and environmental improvement of slums. From eighth plan onwards urban poverty began to get attention and a series of programs relating to basic services and livelihoods and employment generation were launched. The evolution of urban development and poverty reduction policies and programs is given in the table 22.

Table 22: Evolution of Urban Policy and Poverty Programmes

Period	Approach
First Plan (1952-56)	<ul style="list-style-type: none"> Housing Development.
Second Plan (1956-61)	<ul style="list-style-type: none"> Urban community development started in 1958. Housing, Slum clearance and improvement, Land development.
Third Plan (1961-66)	<ul style="list-style-type: none"> Housing programs for low income groups Loans to State Governments to acquire land to make available building sites
Fourth Plan (1969-74)	<ul style="list-style-type: none"> Expansion of urban community development . Establishment of Housing and Urban Development Finance Corporation to fund housing and urban development programs, especially to the poor Launching of Environmental Improvement of Urban Slums (EIUS) to provide minimum level of services to poor.
Fifth Plan (1974-79)	<ul style="list-style-type: none"> Enactment of Urban Land (Ceiling and Regulation) Act to make available land for construction of houses for the middle and low income groups EIUS was transferred as a state scheme in 1974
Sixth Plan (1980-85)	<ul style="list-style-type: none"> Urban Basic Services (UBS) program was started in 1981 to cater to the basic physical and social needs of the poor
Seventh Plan (1985-90)	<ul style="list-style-type: none"> First conscious effort to directly address problem of urban poverty UBS program extended to 168 towns in partnership with UNICEF Adoption of four-pronged strategy to address urban poverty viz., employment generation through micro-enterprises and public works, housing and shelter upgradation, social development with focus on women and children, environmental upgradation of slums. Launching of Nehru Rozgar Yojana (NRY) in 1989 and UBSP in 1990
1990-92	<ul style="list-style-type: none"> Enactment of Constitution 74th Amendment Act, 1992. Urban poverty alleviation, slum upgradation and protection of interests of weaker sections as legitimate function of ULBs (as part of 12th Schedule of the Constitution)
Eighth Plan (1992-97)	<ul style="list-style-type: none"> Launching of Prime Minister's Integrated Urban Poverty Eradication Program (PMIUPEP) in 1995 for Class II towns Launching of National Slum Development Program in 1996.
Ninth Plan (1997-2002)	<ul style="list-style-type: none"> Launching of Swarna Jayanti Shahari Rojgar Yojana in 1997by subsuming NRY, PMIUPEP and UBSP. Launching of Valmiki Ambedkar Awas Yojana (VAMBAY) to provide or upgrade shelter to slum dwellers. National City Sanitation Project called Nirmal Bharat Abhiyan was an integral part of VAMBAY.

Tenth Plan (2002-07)	<ul style="list-style-type: none"> • Launching of Jawaharlal Nehru National Urban Renewal Mission (<i>JnNURM</i>) in 2005 for the identified 65 Mission cities . • Basic Services to the Urban Poor is an integral component of <i>JnNURM</i> • Integrated Housing and Slum Development Program (IHSDP) was launched for the non-mission cities.
Eleventh Plan (2007-12)	<ul style="list-style-type: none"> • Creating and updating database on slums; • Granting tenure security and provision of affordable housing; • Provision of land for the poor in the master plans; • Developing self-employment enterprises and job creation; • Protection of economic interest & safety of women and vulnerable sections;. • City-wise perspective and integrated slum development plans; • Augmenting and facilitating access to services for slum dwellers; • In-situ upgradation and resettlement options for slum improvement; • Using land as a resource for shelter development for slum dwellers.

A three pronged strategy of ‘inclusive growth’ is being followed at present to address the multi-faceted problem of urban poverty and slums. It includes provision of housing and services through *JnNURM*, institutional reforms as evidenced in 74th CAA and *JnNURM*, and through policies and programs like Policy for Urban Street Vendors and Swarna Jayanti Shahari Rozgar Yojana (SJSRY). *JnNURM* is the most significant intervention to address the problems of urban poverty in the country.

1.4.4 Programs and Schemes for Urban Poverty Alleviation

Urban poverty alleviation is one of the important objectives of five-year plans. As it is a multi-dimensional, innovative and coordinated actions are needed at macro and micro levels. Several programs and schemes sponsored by both central and state governments are in operation. They aim to strengthen and improve the quality and standard of living of weaker and deprived sections of the society. Different government departments/corporations of state governments constantly make efforts to eradicate poverty and to generate sources for raising income and employment in the state. Though the incidence of poverty has come down over decades, the number of poor in the country has remained more or less stable due to rise in population. However, as per the projections of Planning Commission, poverty is expected to decline to about 4% in 2012. To address the problems of poverty, a number of programmes were designed for implementation in cities and towns. While some of them are centrally sponsored schemes, others are state sponsored.

A number of urban development and urban poverty alleviation programmes are under implementation in states. Some of these programmes are sponsored by the Government of India and others launched by the State Governments. The programs launched by the Government of India include:

- a) Urban community development program (1958)
- b) Subsidised housing program (1970)
- c) Environmental Improvement of Urban Slums and Low Cost Sanitation Program (1972)
- d) Slum Improvement Programs (1983- externally aided)
- e) Urban Basic services (1985)

- f) Nehru Rozgar Yojana (1989)
- g) Urban basic services for the poor (1991)
- h) Prime Ministers Integrated Urban Poverty Alleviation Program (1995)
- i) National Slum Development Program (1996)
- j) Swarna Jayanti Shahari Rozgar Yojana (1998, Revamped in 2009)
- k) Valmiki Ambedkar Awas Yojana (2001)
- l) National Policy for Urban Street Vendors (2004)
- m) Basic Services for the Urban Poor (JnNURM, 2005)
- n) Integrated Housing and Slum Development Program (2005)
- o) Interest Subsidy Scheme for Housing the Urban Poor (ISHUP) – 2008
- p) Integrated Low Cost Sanitation (ILCS Revamped in 2008)
- q) Urban Statistics for HR & Assessments (USHA) – 2008
- r) Affordable Housing in Partnership Scheme – 2009
- s) National Policy on Urban Street Vendors – 2009
- t) Slum-free City Planning scheme for Rajiv Awas Yojana – 2010

Each of the schemes has a specific focus, objectives and components. For example, UCD focused on participation and self-help programs. The SJSRY aims at motivating the under employed and unemployed - both individuals and groups - to start micro-enterprises. There is also provision for wage employment. This Yojana rests on the foundations of community empowerment and local bodies works through community based organizations in implementing the programme. The components of the programme include Self-employment through micro-enterprises, Development of Women and Children in urban areas and Entrepreneurship and vocational skill development of urban poor. An analysis of the implementation of poverty alleviation policies and programmes brings out the following important features:

- Fragmented approach to urban poverty – by individual departments, schemes and programmes
- Lack of convergence and integration
- Lower priority to urban as compared to rural –education and health
- Limited focus on slum development – tenure, services etc
- No separate funding for urban poverty/poor
- Missing linkages across departments, sectors and funds

State governments also launched state specific programmes to address the problems of poverty with their own resources. A list of programmes being implemented in Andhra Pradesh is given in table 23 for illustration.

Table 23: State sponsored Urban Poverty Programmes in Andhra Pradesh

Schemes	Implementing Agency
a) Training & Infrastructure	
b) UPADHI	ULB
Pavala Vaddi	ULB
Indira Kranthi Patham	ULB

Rajiv Yuva Shakthi Individual	Youth Welfare Department
Housing a) Rajiv Gruha Kalpa c) INDIRAMMA Housing	ULBs Housing Corporation
Tap Connection to BPL houses At Rs 200/-	ULB
Deepam - LPG gas connections to eligible BPL families.	ULB
SC Corporation a) Self Employment Loan b) Micro Credit Finance	SC Corporation Facilitation by ULB
ST Corporation a) Micro Credit Finance	ST Finance Corporation Facilitation by ULB
Minority Corporation a) Self Employment Loan b) Micro Credit Plan c) DOMWA	Minority Finance Corporation Facilitation by ULB
BC Corporation a) Self Employment Loan b) Micro Credit Finance c) Adarana d) Rajiv Abhyudaya Yojana	BC Finance Corporation Facilitation by ULB
Disabled Welfare a) Self Employment b) Bank Linkage to Disabled SHGs	Asst Director of Disabled Welfare Facilitation by ULB
Pensions a) Old ages b) Widow c) Disabled	Budget From DRDA
APADH BANDU	Revenue Department -MRO
Health Programme - AIDS Awareness Camps	ULB
Rajiv Arogyasri	Hospitals
Total Literacy Programme	Adult Education Department ULB
Enrollment of Children to Primary Education.	Education Department & ULB
Girl Child Protection Scheme	ULB
Balika Mandals	ULB
Rajiv Nagara Bata	ULB/State Departments
Praja Patham	ULB
Indiramma - (Integrated Novel Development of Rural Areas and Model Urban Areas) Integration of development activities in select wards.	ULB

In addition to the above programmes the Government of India has launched a new program called Jawaharlal Nehru National Urban Renewal Mission in 2005. The programme has two components viz., infrastructure, governance and basic services to the urban poor. These two components would be administered by the Ministry of Urban Development and the Ministry of Urban Employment and Poverty Alleviation respectively. Initially sixty three towns have been identified for implementation. The cities covered under the programme and their population is given in Table.

The funding pattern includes fifty per cent grant to the approved projects from the Government of India and the remaining fifty per cent should be the contribution of State Government /ULB/Parastatal and/ or beneficiary contribution. Accessing funds under the Mission linked to implementation of reforms both at state and city levels. the Government of India has also formulated a companion programme to cover the cities not covered under the JNNURM called Housing and Integrated Slum Development programme. Both the programmes have just been launched and the implementation will begin after the approval of the projects by the Government of India.

1.4.5 Basic Services to the Urban Poor – Sub-mission

The objective of JnNURM is to provide basic services to the urban poor. As the Government of India accords highest priority for urban poverty alleviation, the second Sub-mission under JnNURM deals with Basic Services to the Urban Poor (BSUP). The National Steering Group under the Mission is common to both the Sub-missions and the Minister for Housing and Urban Poverty Alleviation is its co-chair. The objectives of the Sub-mission are:

- Focused attention on integrated development of basic services to the urban poor;
- Provision of basic services to the urban poor including security of tenure, improved housing, water supply and sanitation and ensure convergence of universal services for education, health and social security;
- Secure effective linkages between asset creation and asset management;
- Ensure adequate investment of funds for basic services to the urban poor; and
- Scale up delivery of civic amenities and provision of utilities with emphasis on universal access to the poor.

There is a separate Central Sanctioning and Monitoring Committee under the Sub-mission, which appraises and sanctions the projects submitted by the cities. The Sub-mission Directorate is under the charge of Joint Secretary, Ministry of Housing and Poverty Alleviation who is designated as Sub-mission Director. The Mission Directorate is responsible for ensuring effective coordination with state and city governments in the implementation of projects sanctioned by the Mission. At the State Level Steering Committee and State Level Nodal Agency are common in most states to both the Sub-missions. At the national level there is also a Technical Advisory Group comprising of professionals and civil society representatives to advice the Mission on aspects of community participation, securing transparency and accountability, to find ways and means to involve citizens in service delivery at grass root level, etc.

JnNURM aims to achieve the objectives of inclusive growth. Developing inclusive cities and slum free urban India are its major challenges and thrust areas. Its objectives to tackle urban poverty include:

- Integrated provision of basic services to the urban poor;
- Effective linkage between asset creation and asset management to ensure sustainability of assets created;
- Provision of adequate funds to meet the deficiencies; and
- Universal access to basic needs.

The BSUP aims at integrated provision of basic amenities and services to the urban poor and slum communities. They include security of tenure, improved housing, water supply, sanitation, education, health and social security. The latter three services are to be provided through convergence of existing universal services of the Government. Governance reforms are central to improve urban governance and provide basic services to the poor in a sustainable manner. BSUP *inter alia* identified three key reforms viz.

- Internal earmarking within local body budgets for basic services to the poor in proportion to the share in total population;
- Implementation of seven point charter i.e., provision of basic services to the urban poor; and
- Earmarking at least 20-25 per cent of developed land in all housing projects (both public and private agencies) for EWS and LIG category with a system of cross subsidisation.

An overview and a discussion of the status of implementation of these reforms are very important for a better understanding.

1.4.6 Reforms for Alleviating Urban Poverty- JnNURM

One of the major reforms of alleviating poverty is to ensure that access to basic services is made available to the urban poor. The objective of JnNURM is to provide basic services to urban poor. As the Govt. of India accords high priority for urban poverty reduction, a separate Sub-Mission on Basic Services to Urban Poor was constituted as part of JnNURM implementation. Three reforms under JnNURM directly impact the urban poor viz.,

- Internal Earmarking of Funds for Services to Urban Poor (L 5)
- Provision of Basic Services to Urban Poor (L 6)
- Earmarking at least 20 – 25% of Developed Land in all housing projects (both public and private) for EWS / LIG category with a system of cross subsidisation (O 4)

1.4.6.1 Internal Earmarking of Funds for Services to Urban Poor (L5)

Internal earmarking of funds for basic services to the urban poor is one of the mandatory reforms under JnNURM. Under this, the urban local bodies are expected to allocate a specific per centage of funds in their budget for service delivery to the poor. Each local body has to commit itself in the MoA as to what per centage of its resources will be allocated and utilized for provision of basic services to the poor. They also have to undertake reforms in the budget and accounting systems to track the expenditure incurred in the delivery of services to the poor. Some states and cities have a policy to allocate resources to the poor either on their own or as per the state policy. The existing status on budgetary allocations in some states is discussed.

Kerala

- 2% of the plan funds are earmarked for 'Urban Poor' Projects in the budget

- More than 25% is earmarked for slum improvement programme, special component plan for the development of Scheduled Castes projects, etc.

Tamilnadu - Government of Tamil Nadu issued instructions to provide at least 25% of the own source of revenue to urban poor.

Orissa – The Government made it mandatory to allocate at least 25% of municipal budget for provision of basic services to the poor.

Uttar Pradesh - The Government issued instructions to the ULBs to earmark a certain proportion of municipal own resources for services to the poor.

Puducherry - The Government issued instructions for earmarking of funds in municipal budgets for provision of services to the poor in July 2008.

West Bengal - The Government made it mandatory to allocate at least 25% of annual municipal budget from own resources for provision of basic services to the poor living in slums.

Andhra Pradesh - 40% of infrastructure funds allocated for basic services to poor.

Madhya Pradesh - The Government issued instructions to the ULBs to earmark at least 25% of expenditure from municipal own resources for services to the poor.

It is not sufficient for the ULBs to earmark funds for provision of basic services to the poor. It is more important to prepare an Action Plan to provide the services to the poor to ensure universal access. The Seven Point Charter should guide the ULBs in preparing the action plans.

1.4.6.2 Earmarking Developed Land to Poor

This reform entails earmarking at least 20-25% of developed land in all housing projects (both public and private agencies) for EWS/LIG category with a system of cross-subsidization. The objective is to enable the urban poor to have access to land and not squeezed out of the urban land market in the face of sky-rocketing land prices. By 2010 ten states have implemented this reform. Others are in the process. States find it easy to ensure earmarking land to the urban poor in all government projects but not in private projects.

1.4.6.3 Provision of Basic Services to Urban Poor (L6)

One of the mandatory reforms at ULB level is provision of basic services to urban poor. The ULBs are expected to update their database, prepare a comprehensive policy with stake holder involvement on basic services to all urban poor including tenure security and housing at affordable prices, rank and prioritise the poor settlements in a participatory manner to facilitate investment decisions and benchmark the services and prepare a time frame to achieve them during the Mission period.

The key feature of urban areas and slums is lack of access to basic services such as water supply, drainage, toilets and solid waste collection and disposal. Access to services is stated to be better in non-slum area as compared to slum areas. Within slum areas the access is better in notified or registered slums as compared to non-notified or unregistered slums. Unfortunately data is not available at the nation or state level with regard to access to services in slums. In terms of access to various services the access to water supply is often better with regard to water supply but poor or very poor with regard to drainage and sanitation. But even access to water supply being better could be due to the nature of reporting where the presence of water supply network is considered as access. But this does not translate into access to households or reliable and good quality. The condition of housing is also poor with many houses being semi-kaccha or kaccha. The data on availability of services in slums in different states is presented below.

1.4.6.4 Poverty Programs – Seven Point Charter

As part of urban poverty alleviation strategy the Ministry of Housing and Urban Poverty Alleviation has articulated a Seven-point Charter which is a “Time bound Action Plan” for provision of basic services to urban poor including security of tenure at affordable prices, improved housing, water supply, sanitation and ensuring convergent delivery of existing universal services for education, health and social security within the Mission period (2005 – 12) according to agreed timelines”. Figure 7 gives seven point charter.

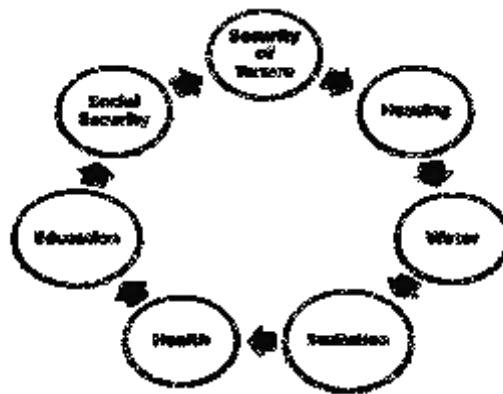


Figure 7: Seven Point Charter under JnNURM

The MoA suggested that implementation of seven point charter requires formulation of a series of steps that are interlinked. These steps include comprehensive policy on basic services, conducting comprehensive household survey of the urban poor, identification of infrastructure deficiency, data base development and prioritization of slums for investments, ranking of slums, housing and service provision with benchmarking and periodic data updating. The Figure 8 presents the steps toward implementation of 7 point charter.

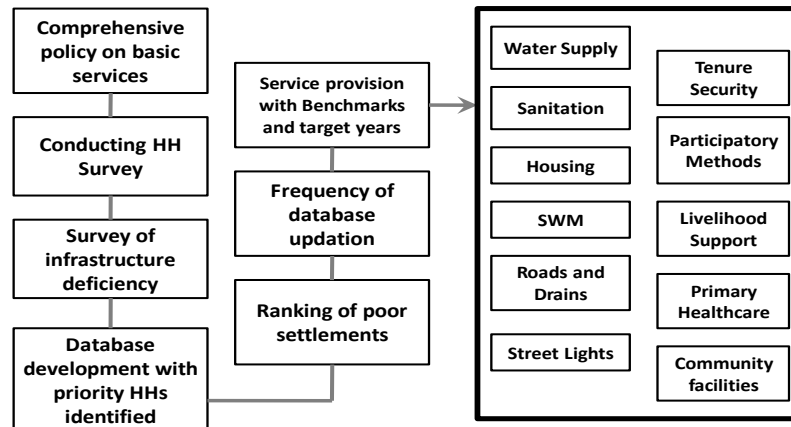


Figure 8: BSUP Reform Process

1.4.7 Slum Free Cities - Rajiv Awas Yojana

Government of India is launching Rajiv Awas Yojana (RAY) - a major initiative to make cities slum-free. The policy was announced by the President of India in her speech to the Parliament in 2010. The statement reads:

“My Government proposes to introduce a Rajiv Awas Yojana for the slum dwellers and the urban poor on the lines of the Indira Awas Yojana for the rural poor. The schemes for affordable housing through partnership and the scheme for interest subsidy for urban housing would be dovetailed into the Rajiv Awas Yojana which would extend support under JNNURM to States that are willing to assign property rights to people living in slum areas.

My Government's effort would be to create a slum free India in five years through the Rajiv Awas Yojana.”

The Ministry of Housing and Urban Poverty Alleviation is working out the details and it also issued the draft guidelines. RAY will be implemented over a period of seven years. RAY will incentivise the states to draw up and implement slum free city plans of action. It would subsume and merge the existing schemes of BSUP, IHSDP, Affordable Housing, and Interest Subsidy for Housing the Urban Poor (ISHDUP). It would extend support to states that are willing to assign property rights to people living in slum areas and focuses on an integrated approach. The vision of RAY is to:

- create slum free cities
- bring existing slums within the formal system and enable them to avail the same level of basic amenities as the rest of the town

- redress the failure of formal system in the creation of slums
- tackle the shortages of urban land and housing
- retain the sources of livelihood and employment

The following will be the admissible components under RAY:

- Integrated development of all existing slums, notified or non-notified i.e., development of infrastructure and housing in the slums/rehabilitation colonies for the slum dwellers/urban poor including rental housing
- Development/improvement/maintenance of basic services to the urban poor including
- Convergence with health, education and social security schemes
- Connecting slum infrastructure with city wide infrastructure
- Creation of new housing stock for the economically weaker sections, low income and low middle-income groups, with provision of civic infrastructure and services through ownership or rental or hire – purchase basis

1.4.7.1 Approach

- Priority to areas with large slum population and where property rights are already given.
- State to prepare a Plan of Action for Slum Free State by including different categories of cities in a time bound and phased manner.
- In situ development of slums will be the program of choice.
- Prepare DPRs by implementing agencies for funding under RAY including specific project components such as health, education, social security and connectivity with civic infrastructure.
- Planned reconfiguration of slums in a participative manner as per existing town planning norms before laying down the civic infrastructure.

1.4.7.2 Slum-free Action Plans

- State to prepare a Plan of Action for Slum Free State by including different categories of cities in a time bound and phased manner.
- A state POA will be the agglomeration of POAs for all cities.
- A ‘whole city’ project will have to be proposed and should include both notified and non-notified slums.
- POA should also be a perspective plan for containment of future slums.
- POA should include legislative changes for reservation of 10-15 per cent of land housing schemes or 20-25 per cent of FAR, whichever is greater, earmarking of 25 per cent of municipal budget for poor and provision of 7 point charter

1.4.7.3 Financing

- Funding of infrastructure on sharing pattern.
- In respect of housing quantum of state or municipal share left to the state government.
- For housing, the center proposes to provide 40 per cent of cost of house as subsidy, while 45 per cent of cost house should come as loan and remaining 15 per cent should be borne by the beneficiary.
- No share in housing cost is envisaged for state and municipality but they may be free to contribute if they wish so.
- Interest subsidy of 5 per cent of the loan up to a loan of Rs 2 lakh.
- Each state or city would create a Rajiv Awas Shelter Fund with contribution from state or municipality equivalent to interest subsidy which constitutes 13 per cent of house cost.
- In each slum or city the state would create or enable an intermediate agency between the lender and borrower which may be a Rajiv Awas Yojana Housing Society of the Slum Dwellers. It could also be a collaboration between housing society and micro finance agency or a JV between municipal or state housing board.
- Rental or hire purchase units should be constructed for those who may not be eligible for housing loans.
- If slum reconstruction is planned on a PPP basis, using either private land or public land with free housing, it would be permissible to utilize the central/state subsidy for viability gap funding.

1.4.7.4 Institutional Arrangements

- RAY National Steering Group under the Chairpersonship of Minister, MOHUPA – I address policy requirements, modify guidelines
- Ray Technical Advisory Group headed by Technical Advisor from civil society – encourage community mobilization, PPP, citizen involvement
- Ray Mission Authority under Additional Secretary/Joint Secretary of MoHUPA – for coordination with states and for processing of project proposals
- State Level Steering Committee (SLSC) – guide, review and monitor legislations, POAs and selection of projects
- Rajiv Awas Yojana Mission to be headed by CM/Minister with other ministers as members with MAUD Secretary as Convener
- Establishment of Nodal Agencies at state and city levels.

1.4.7.5 Expected Outcomes

- Property rights, housing and basic amenities to 2.6 crores of slum dwellers
- Inclusive city growth and enhanced productivity at the bottom of the pyramid
- Inclusive urban planning replacing traditional master planning
- Pro-poor city governments
- Empowerment of urban poor and women through participatory planning, decision-making and ownership of assets.

1.4.8 Basic Services to the Urban Poor (BSUP) Fund

The Ministry of Housing & Urban Poverty Alleviation has taken up with State Governments for the establishment of Basic Services to the Urban Poor (BSUP) Fund at city level as envisaged under *JnNURM* guidelines. It has also mooted the concept of budgetary resources being channelised for the urban poor through Urban Poverty Sub-Plan. The BSUP Fund could be created by earmarking a portion of the following revenue sources: property tax, profession tax, entertainment tax, stamp duty (surcharge), vacant land tax, land use conversion charges, town planning fees and charges, betterment levies, external development charges, grants from central and state governments and recovery of at least 10 per cent of the funds released to implementing agencies under *JnNURM*. It has been suggested that at least 25 per cent of every city's budget (including those flowing from higher levels) may be dedicated to the urban poor.

1.4.9 Good Practices

1.4.9.1 Kudumbashree

A multi-pronged bottom up approach to poverty reduction was initiated in Kerala through Kudumbashree. It is a community based, women oriented, participatory and convergent approach for poverty eradication. Its philosophy is convergent community action and inter-linkages with government departments and agencies like education, health, social welfare, municipal administration and rural development. Its Mission is *“To eradicate absolute poverty in ten years through concerted community action under the leadership of Local Governments, by facilitating organisation of poor for combining self help with demand led convergence of available services and resources to tackle the multiple dimensions and manifestation of poverty holistically”*.

Strategies

Convergence of various government programmes and resources, participatory anti-poverty planning and implementation, formation of thrift and credit groups and development and nurturing of micro-enterprises is central to Kudumbashree. The strategy also includes :

- Formation of women collectives.
- Training to broaden outlook on health, education, social and economic status.
- Skill upgradation to facilitate economic development and livelihoods

- Providing skill trainings, self-employment opportunities and infrastructural development through wage employment.
- Promotion of thrift - credit operations
- The micro-plans formulated by the NHGs are integrated into mini plans at ADS level and action plan at city level.
- Promotion of self-help approach for building houses, toilets, water and sanitation facilities etc.
- Micro-enterprises for sustainable economic development.
- Kudumbashree gives necessary resource support and facilitate forward/backward linkages to promote micro-entrepreneurship among poor women.
- Power to the people; especially the poor women.

Risk Indicators

The poor and the beneficiaries are identified based on a nine point risk index. The risk index is simple, inclusive, and takes into consideration non-economic criteria. It is based on a community self-survey. The families with more than four points are identified as families in risk needing support. The risk elements include:

- Landless
- Houseless
- Without access to drinking water
- Without access to toilet
- Women headed households
- Unemployed
- Belonging to S C/ST
- Physically/mentally challenged person (at least one member)
- Illiterate adult member (at least one member).

Community Based Organisations

Kudumbashree aims at empowering the community based organizations of poor women and they play a central role and are the critical and significant instruments. The poor women are organised into Neighbourhood Groups (NHG) representing 15 to 40 families. A five-member team - volunteers for community health, infrastructure development and income generation activities, general manager and coordinator - elected from the NHGs act as cutting edge functionaries of the programme. NHGs are federated into Area Development Societies (ADS) at the ward level and Community Development Societies (CDS) at municipal level.

Thrust Areas

Twelve thrust areas have been identified for focused attention in development planning. They include human resource development, community health, education, 'Balasabha'-Children's NHGs, infrastructure development, housing, rainwater harvesting, latrines, SWM, micro finance, destitute rehabilitation, lease land farming, thrift and credit, micro enterprises development, etc.

Impact

Kudumbasree enabled the communities, particularly the women, to participate actively and effectively in the development process; particularly poverty reduction. The development plans prepared are based on local needs and priorities through a bottom up participatory process and they are consolidated at municipal and district levels with inputs on capabilities for local economic development, institutional finance and access to higher levels of human development. Kudumbasree facilitated convergence of resources and services and their integration into anti-poverty plans. Another aspect is community monitoring of plan implementation. A large number of women trained in the Kudumbasree are getting elected to the urban local bodies.

1.4.9.2 Andhra Pradesh Urban Services for Poor

The Andhra Pradesh Urban Services for the Poor (APUSP) is an innovative partnership project of Government of Andhra Pradesh and Department for International Development (DFID), Government of UK implemented in 42 Class 1 towns is a significant and flagship intervention. The Project was designed with an outlay of over Rs.1,500 crores, the Government of UK provided Rs.745 crores as grant. Its goal was 'sustained reduction in vulnerability and poverty of the urban poor in Andhra Pradesh'. The Project aims to:

- Stimulate reforms for performance improvement in the identified urban local bodies.
- Provide environmental infrastructure based on the needs of the poor, and
- Strengthen the civil societies to participate in municipal governance and contribute to poverty alleviation.
- Improve municipal governance so that they become responsive and efficient to the needs of people- poor in particular
- To improve environmental infrastructure for poor in a sustainable way
- Undertake poverty reduction measures with active participation of poor and civil society

The project has three complementary components viz.,

- reforms in the areas of policies, management practices, institutional structures, participatory planning process, strengthening municipal resources, capacity building and human resource development, effective service delivery, accountability and increase municipal responsiveness to community needs.
- provision of water supply, drainage, roads, streetlights, sanitation and solid waste management in poor settlements, linking the infrastructure in the poor settlements with the citywide infrastructure.
- strengthening civil societies to enable them to become partners in city management and governance.

Municipal Action Plan for Poverty Reduction

Preparation of a Municipal Action Plan for Poverty Reduction (MAPP) in a participatory and transparent way by the ULB is an essential condition for accessing Project funds. MAPP is a:

- framework for improved performance and service delivery
- brings citizens into decision-making and implementation through participatory and consultative processes.
- tool to prepare their plans through a consultative process in a systematic manner.
- enables ULBs to define how it will achieve objectives.
- a rolling plan updated periodically.
- contains municipal strategy, proposals for investment, and implementation plan with measurable outcomes and approaches to convergence.

Preparation Poor Settlement Matrix

The heart of APUSP is preparation of a poor settlement matrix based on poverty and infrastructure deficiency for all the slums in the city. Slums are selected for investments and development from the matrix based on availability of the financial resources. This process is objective, participatory and transparent. A sample matrix is given in Figure 9.

		→ Poverty		
Infrastructure Deficiency ↓	SCORE	1	2	3
	1	1/1	2/1	3/1
	2	1/2	2/2	3/2
	3	1/3	2/3	3/3

Figure 9: Poverty and Infrastructure Deficiency Matrix

After preparation of the matrix and prioritization of the poor settlements, next step is to undertake micro-planning through a participatory process. Community participation is central to the process and identification of infrastructure required. The process is objective and transparent and only most disadvantaged are prioritized. The important features of APUSP are focus on community contracts, community monitoring of the implementation, third party quality assurance, livelihood development.

Impacts and Outcomes

The project made significant impact on the local institutions and poverty. Reforms streamlined the financial management, improved finances of the municipalities; built the capacities of officials, elected functionaries and communities. Closed decision making gave way to transparent and participatory decisions; resource allocation based on analysis and prioritization than based patronage and political pressures; active civic engagement in city governance, etc., are the other significant contributions of the project. The Andhra Pradesh poverty reduction strategy, which is based on the APUSP experience, is holistic, participatory, convergent and process oriented.

Other Good Practices

The other good practices in the urban poverty reduction and social development include:

- Self Employed Women’s Association (SEWA),
- Access to water to the poor in Andhra Pradesh,
- Achieving open defecation free status by Kalyani Municipality, West Bengal
- Slum networking, Ahmadabad,
- Slum sanitation, Pune.

Sub-module 1.5 – Community Participation

1.5 Community Participation

Community Participation aims at involving the citizens in municipal functions, e.g., setting priorities, budgeting provisions, etc. It ensures that the 74th amendment is effectively implemented. 74th CAA, apart from providing a legal basis for the urban local bodies, also ushers in participatory local democracy in urban areas. They provide for the participation of citizens in the decision making process on local issues in the shape of wards committees.

1.5.1 What is Community Participation?

Community participation is defined as the “creation of opportunities to enable all members of a community to actively contribute or to influence the development process to share equitably the fruits of development”. The broad objective of participation is to:

- strengthen civil society and democracy;
- increase the effectiveness and efficiency of investment; and
- mobilize people for active involvement in the governance.

1.5.2 Types of Community Participation

Participation can be viewed from different perspectives and there are several types of participation. They include:

- **Passive Participation:** People participate by being told what is going to happen or has already happened through unilateral announcement by administration.
- **Participation in Information Giving:** People participate by answering questions posted by extractive researchers using questionnaire surveys or similar approaches and do not have the opportunity to influence proceedings.
- **Participation by Consultation:** People participate by being consulted, and external people listen to views and may modify these in the light of people’s responses but do not involve them in decision-making.
- **Participation for Material Incentives:** People participate by providing resources, for example labour, in return for food, cash, or other material incentives, yet people have no stake in prolonging activities when the incentives end.
- **Functional Participation:** People participate by forming groups to meet predetermined objectives related to the project after major decisions have been made.
- **Interactive Participation:** People participate in joint analysis, development of action plans, and formation or strengthening of local institutions.
- **Self-mobilisation:** People participate by taking initiatives independent of external institutions to change systems. They develop contacts with external institutions for resources and the technical advice they need, but retain control over how resources are used.

1.5.3 Community Participation Law

In urban governance framework there are no or very limited avenues for citizen's participation. As per the 74th CAA, Wards Committees have to be constituted in all ULBs with more than three lakh population. But they have not been constituted in all states and where constituted they have not been very effective. *JnNURM*, with a view to ensure and institutionalize citizen participation in urban governance made enactment of Community Participation Law a mandatory condition. The Law envisages the constitution of ward committees in each ward and Area Sabhas below the ward level. The institutional mechanism envisaged under CP Law is given in the Figure 10.

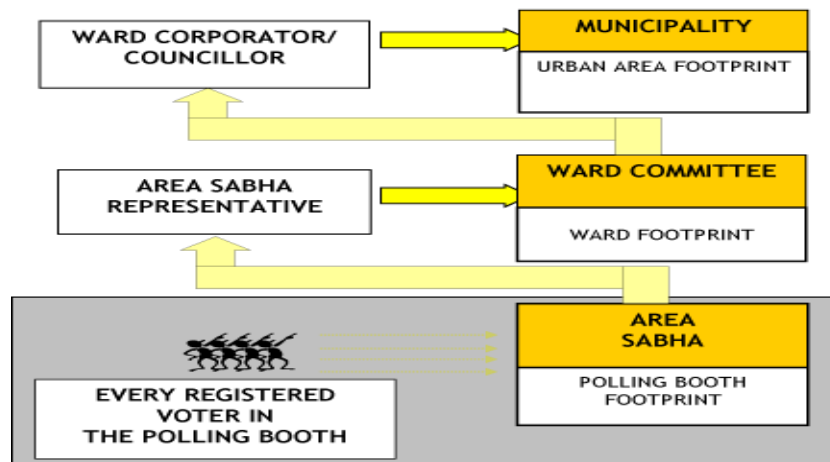


Figure 10: Community Participation Institutional Mechanisms

These institutions participate in decision making in the areas of urban planning, revenue collection, infrastructure provision and O&M of amenities, health care, urban poverty alleviation, preparation of budgets and encourage and mobilise people's participation.

1.5.4 Ward Committees

The Nagar Raj Bill – a model Community Participation Law circulated by the Ministry Urban Development, Government of India, envisaged the constitution of Ward Committees in each electoral ward of the local body. The Model Law also gives details of composition of the Ward Committees as well as its functions and an outline of its working. As per the Model Law, a Ward Committee may consist of:

- (a) the Councillor representing the ward, who should also be the Chairperson of the Ward Committee;
- (b) not more than ten persons representing the civil society from the ward, nominated by the municipality. The Law provides that not less than two-thirds of the members of such Committee should be the Area Sabha Representatives resident in that ward.

As per the Model Law, the Ward Committee should undertake the following functions:

- (a) provide assistance in solid waste management;

- (b) supervision of sanitation work;
- (c) assist in the preparation and encouragement of the development schemes;
- (d) encourage harmony and unity among various groups of people;
- (e) mobilize voluntary labour and donation by way of goods or money for social welfare programs;
- (f) provide assistance in the implementation of development schemes;
- (g) provide assistance for identification of beneficiaries for the implementation of development and welfare schemes;
- (h) encourage art and cultural activities and sports and games;
- (i) ensure people's participation in the voluntary activities necessary for successful implementation of the developmental activities ;
- (j) Assist in the timely collection of taxes, fees and other sums due to the local bodies;
- (k) ensure maintenance parks, street lighting, etc.

As per the Model Law, every Ward Committee shall have the right to:

- a) Obtain full information about the district and municipal Plans;
- b) Obtain the full municipal budget, to verify, seek clarifications and suggest changes that need to be incorporated;
- c) Obtain the requisite financial and administrative support from the local body in managing Bank accounts;
- d) Be consulted in the development of land use and zoning regulations within its jurisdiction;
- e) Obtain full details on all revenues including taxes and budgetary allocations which should be presented in a simplified manner which is manageable by the Ward Committee;
- f) Retain up to 50% of the Ward Revenues for local development, until a predefined minimum level of Ward Infrastructure index, which should be notified by the State Government;
- g) Have a proportionate claim on municipal development expenditures, based on the Ward Infrastructure Index of that ward compared to the other Wards in the Municipality.

As per the Model Law, every Ward Committee shall have the duty to:

- (a) Prepare the Ward Plans consistent with the district plans and complete this exercise within the time specified by the state government;
- (b) Prepare the Ward budget in accordance with the Ward Plan and complete this exercise within the time specified by the state government;
- (c) Encourage local-level alternatives for implementation in all the areas that the Ward Committee has responsibility for;
- (d) Ensure optimal collection of all revenue sources as specified;

(e) Map the Ward Infrastructure Index.

The Law provides for the constitution of Finance and Information and Statistics Committees and gives details of their constitution and functions.

Several state governments, as part of their commitment in their MoA, have amended the Municipal Acts to make provision for constitution of Wards Committees and Area Sabhas based on Model Law. In Kerala and West Bengal, however, the provision for the constitution of Ward Committees was made as part of implementing 74th Constitutional Amendment Act, 1992. The composition, functions and working of Ward Committees in Kerala and Andhra Pradesh are discussed below for a better understanding.

Kerala

In Kerala, Ward Committees are constituted in all municipal corporations and municipalities with a population of more than one lakh. In towns with less than a lakh population, Ward Sabhas have been constituted. The Ward Committee consists of:

- Councillor, who is also Chairman of the Committee
- 15 persons to be elected from the registered residents organizations in the ward
- 20 from among the registered NHGs in the ward
- One nominated by each political party represented in the council
- Heads of all recognized educational institutions in the ward
- 20 nominated jointly by the chairperson and the councillor of whom :
 - (a) 10 from persons representing agriculture, industry, NGOs
 - (b) Professionals from agriculture, industry, health, education
 - (c) 5 from registered trade unions

The Ward Sabha consists of all persons included in the electoral roll of that ward. The Councillor representing the ward functions as its conveyer.

The Functions of the Ward Committees and Ward Sabhas include:

- (a) assist the collection and consolidation of details necessary for the formulation of development schemes for the Municipality;
- (b) formulate proposals on development schemes to be implemented in the Municipal area, determine the priority and make available information regarding the functional schemes for the next three months;
- (c) prepare the final list of eligible beneficiaries in the order of priority by finding out eligible applicants from the Ward are based on the criterion prescribed in respect of the beneficiary oriented schemes and to submit the same to the Municipality;
- (d) render necessary assistance for the effective implementation of development schemes providing necessary local facilities;
- (e) seek and obtain detailed information regarding the development programmes implementing in the Ward and observe its implementation in accordance with the directions;
- (f) provide and mobilise voluntary service and assistance in cash or kind for social welfare programmes;

- (g) prepare the order of priority as to the location of street lights, water taps etc. and of public sanitation Units in the street or at other public places, irrigation facilities and other public utility schemes;
- (h) discuss and formulate literacy programmes necessary for the Ward area, formulate schemes for imparting awareness regarding matters of public interest like sanitation, environment protection, pollution control etc” and to give protection from social evils like corruption, false and fabricated transactions etc;
- (i) to promote harmony and unity among the people belonging to different sections in the Ward area and to organise arts and sports festivals for promoting goodwill among the people of that area;
- (j) to observe and assist the beneficiary committees which are conducting developmental programmes in the Ward;
- (k) to verify the eligibility of persons getting various kinds of welfare assistance from Government such as pension and subsidy etc.;
- (l) to make aware the people for the prompt payment of taxes, fees, rents and other sums due to the Municipality;
- (m) to cooperate with the employees of Ward area in the sanitation arrangements of the area and rendering voluntary service in the removal of garbage;
- (n) to encourage the residents of the ward area to plant kitchen gardens and to engage in horticulture activities;
- (o) to identify the deficiencies in the systems of water supply, street lighting etc. in the Ward area and to suggest remedial measures;
- (p) to identify the lacunae and lapses in following the building rules and in implementing spatial planning;
- (q) to assist the activities of the parent teacher associations in the schools in the Ward area;
- (r) to assist the functioning of public health centers in the ward area;
- (s) to perform other functions as may be prescribed.

Duties and rights of Ward Committees and Ward Sabhas include:

- (a) disseminate information regarding the development and welfare activities;
- (b) participate and propagate the programmes regarding health and literacy and other similar time-bound development, programmes;
- (c) Collect essential Socio-economic basic data;
- (d) Provide information by collecting the progress regarding development activities;
- (e) Adopt moral means for payment of taxes, repayment of loans, improvement of environmental cleanliness and maintenance of social harmony;
- (f) Mobilise, resources locally to augment the financial sources of the Municipality;
- (g) Supervise development activities as voluntary groups;
- (h) Make arrangements to report immediately the occurrence of epidemics, natural calamities etc.;
- (i) Coordinate and implement the activities for the protection of nature to impart knowledge to the people on environmental problem.

Rights of the Ward Committees and Ward Sabhas include:

- (a) to get information regarding the services to be rendered and the activities proposed to be carried by the officers concerned during the next three months;
- (b) to get information on the detailed estimate regarding the works proposed to be undertaken;
- (c) to know whether each decision of the council of the Ward area is logical;
- (d) To know about the follow up actions taken, decision of the Ward Sabha and the Ward Committee, as the case may be, and about the detailed reasons for not implementing any decision;
- (e) to get information regarding detailed town planning schemes building construction permits etc. in the ward.

The ward committees and ward sabhas have been functioning for more than a decade. They have been playing a constructive role in planning and implementation of development plans, in their respective jurisdictions.

Andhra Pradesh

In Andhra Pradesh there is provision for constitution of Ward Committees in all ULBs with more than one lakh population and Ward Sabhas in ULBs with less than one lakh population. The Ward Committees consists of

- (a) the Councilor representing the ward, who will also be the Chairperson of the Ward Committee;
- (b) not more than ten persons representing the civil society from the ward, nominated by the municipality based on prescribed criteria.
- (c) The Area Sabha Representatives.

The functions of the Ward Committees include:

- supervision over sanitation and drainage, maintenance, distribution of water supply, working of street lights, repairs to roads, maintenance of parks, playgrounds, implementation of poverty programmes etc.,
- monitoring the working of schools, dispensaries and health centers under the municipality;
- facilitation of collection of taxes and non-taxes;
- preparation of list of beneficiaries under different schemes;
- preparation of annual ward development plan;
- preparation of inventory of municipal assets;
- mapping the ward infrastructure index; etc.

Ward Committees can seek information from the Commissioner on all matters relating to the ward, master plans and zonal development plans and budget including revenue and expenditure relating to the ward. The Ward Committee should be consulted in the development of land use and zoning regulations within the ward. The Ward Committees can constitute sub-committees from among its members on any subjects.

One important feature of Ward Committees in Andhra Pradesh is allocation of 20% of the municipal budget for maintenance of the services viz., sanitation, water supply, drainage, roads, street lights, parks and markets to the Ward Committees to undertake functions entrusted to them.

The Ward Committee prepares a calendar for monthly meetings, compiles the Annual Ward Plans and prepares Ward budget six months before the municipal budget.

The functions of the Area Sabha include:

- generate proposals and determine the priority of schemes and development programmes and forward it to Ward Committee for inclusion in development plan of Ward;
- preparation of list of beneficiaries under different schemes;
- verify the eligibility of persons getting welfare assistance such as pension and subsidy etc.;
- identify the deficiencies in the systems of water supply, street lighting etc., in the Ward area and to suggest remedial measures;
- suggest the location of street lights, public taps, public toilets;
- assist the functioning of public health centers in the ward area; and
- undertake and support tax mapping.

The Area Sabha has the right to get information on services being rendered or proposed in the Area. It has right to be informed by the Ward Committee about decisions taken as well as implementation of those decisions, in the area. It is expected to cooperate with the Ward Committee with the provision of sanitation, undertake awareness programmes on cleanliness, preservation of environment and prevention of pollution etc.

1.5.5 Community Participation Fund

The Ministry of Urban Development constituted a community participation fund with a view to facilitate and promote community participation in planning and implementation of development activities in urban areas. The fund aims at enhancing the community capacity. Under the fund, eligible agencies can get up to a maximum of rupees ten lakhs for approved projects, of this community contribution should be 10% and 5% in case of poor. The approved projects have to be completed within a period of one year. One important condition of the fund is that the projects have to be identified and prepared through a consultative process and the proposal has to be signed by at least 51% of the voters in the area.

Why Community Participation Fund?

- To create capacities in communities to engage and contribute to improve living environment
- To catalyse the participation process
- To provide a participatory incubator that allows communities
 - To experience collective decision making process
 - To take full accountability for the decisions

Who can apply?

Community based organisations like the Resident Welfare Associations, neighbourhood committees, youth clubs and market committees are eligible to apply for the Fund. The NGOs, ULBs, private sector and government agencies are ineligible.

Eligible Projects

The following sectors are broadly eligible for funding:

- Water distribution in poor localities
- Crèche
- Counseling for education, employment, skill development, etc
- Centers for elderly
- Building vegetable market
- Improve traffic conditions around a school
- SWM, use of non-conventional energy

Role of ULB

The ULB is expected to provide guidance to CBOs in project preparation and guide the implementing agencies. It is expected to process the proposals and forward to the state government. It is the conduit for flow of funds and monitors project implementation.

Participation in Planning & Budgeting

The Area Sabha and Ward Committees have a critical role in preparing plans and budgets adopting participatory and consultative methods. The roles are given below:

Area Sabha

- Preparation of database index
- Consultation with the citizens
- Prioritization of activities
- Preparation of project plans & budget

Ward Committee

- Preparation of Ward Plan & Budget by compiling area plans & budget
- Sharing Ward Plan with Area Sabha's
- Submission of Ward Plan & Budget to Municipal Council

Municipal Council

- Preparation of Municipal Plan & Budget
- Finalization of Plan & Budget in consultation with Ward Sabha
- Publishing the Municipal Plan & Budget

Operating context for community participation

Community participation occurs in a broad context determined by external factors. Plummer J highlights four factors – political, legislative, policy and administrative – as having significant influence on the capacity of the local body to meet their objectives. Each of these factors is reinforcing and inter-related and each determines the operating context of the community participation in the local body.

1.5.6 Community Participation Process

Community Participation Process consists of several phases and steps including planning, institutionalization, implementation, monitoring and evaluation. It is to be remembered that there is no single path or ideal or similar way for engaging community participation. In an ideal situation, it is proposed to inform, consult, involve, design and take the feedback of the community at every step of decision making. The Figure 11 explains the process.

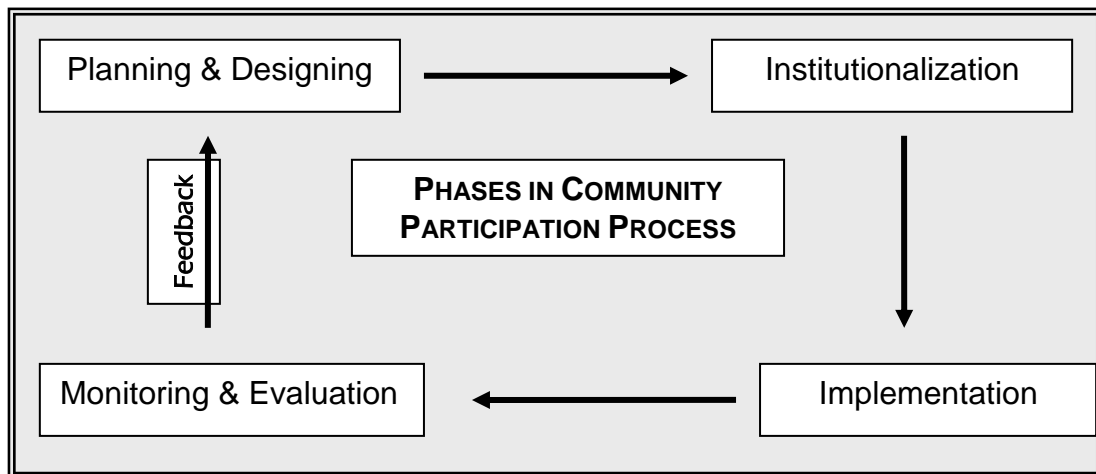


Figure 11: Community Participation Process

Phase 1: Planning and Designing of Community Participation in ULBs

This phase involves conscious decision at the political and administrative level to involve community in the planning, operations & management and monitoring & evaluation process, identifying the stakeholders like slum dwellers, RWAs, NHGs, consumer associations, educational and religious institutions, industries, etc. It also involves identifying hurdles and supportive factors for introducing and sustaining community participation, examining the expected cost for mobilizing the community and sources of financing, strategies for mobilizing communities, documentation of the participatory process in form of minutes, notices, which are open for public scrutiny or can be placed as regular monthly reports, reviews etc.

Phase 2 involves identifying and institutionalizing participatory institutions through Area Sabhas, Ward Committees, RWAs, Civil society organizations etc.,

Phase 3: Implementation of Community Participation Process

- **Contracting of facilitating agency**

If the decision of the policy makers is to contract an agency like NGO, research institution for facilitating the community participation process, the agency should be a part of the development of the community participation strategy itself.

- **Process of community participation in Planning & Budgeting**

The process of community participation in Planning & Budgeting can be seen as a step-wise process involving several steps. One of the most successful examples of involving people in planning is Kerala under peoples planning campaign (See the Box 1).

Box 1 : People’s Planning Campaign of Kerala: A model of Participatory Planning

The People's Planning Campaign of Kerala has succeeded in providing a concrete methodology for participatory planning for local level development. The steps involved in this methodology are: 1) Needs identification 2) Situation analysis 3) Strategy setting 4) Projectisation 5) Plan finalization 6) Plan vetting 7) Plan approval

Source: Economic Review: Planning and Economic Affairs Department, Official website of the Government of Kerala 2003

Participatory budgeting in Brazil is another example as can be seen from the box 2:

Box 2: Case of Porto Alegre, Brazil: A Model of Participatory Budgeting

In Porto Alegre, budget is prepared by the Mayor’s office and ratified by the Chamber of Deputies. Budgetary debates with the city residents are managed by GAPLAN (the planning office) and the Coordination of Relations with the Communities (CRC). To facilitate participation, the city is divided into sixteen regions and topics for discussion into five themes: i) transportation, ii) education, leisure and culture, iii) health and social welfare, iv) economic development and taxation, v) city organization and urban development.

Source: <http://www.sasanet.org/documents/Case%20Studies/Participatory%20Approaches%20in%20Budgeting%20-%20Brazil.pdf>

Phase 4: Participatory Monitoring and Evaluation

Ward committees should insist on regular reports and feedback on municipal projects and services, either at ward committee meetings or at public hearings. If necessary they should make constructive suggestions for improvement and should organize the community to get the job completed. This may involve several steps including:

- Annual Performance Report by the municipality/corporation council
- Formation of monitoring and evaluation committees in Area Sabha
- Regular monitoring and evaluation of activities in the jurisdiction of Area Sabha.

Community can play an effective role in the monitoring and evaluation of urban service delivery with the right tool. It can also bring about significant changes in the way urban services are delivered by their response and feedback. The initiative of Public Affairs Centre (PAC) for introducing Citizen's Report Card (CRC) in Bangalore(See Box 3) has brought to light an effective tool for monitoring and evaluating the quality of urban services.

**BOX 3 : CITIZEN REPORT CARD AS A TOOL FOR PARTICIPATORY MONITORING AND EVALUATION:
BANGALORE CASE**

Inspired by a private sector practice of conducting client satisfaction surveys, a small group of people in Bangalore led by Dr. Samuel Paul, concerned about the city's deteriorating standards of public services, initiated an exercise in 1993 to collect feedback from users. User perceptions on the quality, efficiency, and adequacy of the various services were aggregated to create a 'report card' that rated the performance of all major service providers in the city.

This exercise was repeated in 1999, and has been replicated in at least five other Indian cities. By systematically gathering and disseminating public feedback, report cards may serve as a "surrogate for competition" for monopolies – usually government owned – that lack the incentive to be as responsive as the private enterprises to their client's needs. They are a useful medium through which citizens can credibly and collectively 'signal' to agencies about their performance and pressure for change. (Barcharts & pictures)

Source: <http://www.sasanet.org/documents/Case%20Studies/Bangalore%20Citizen%20report%20card.pdf>

The implementation of a small project in a community or to develop the city development plan, the different phases mentioned earlier is part and parcel of community participation. The steps mentioned may not be occurring in the same order, and may occur simultaneously. Being a dynamic process, apart from the knowledge gained, the field experience, procedural knowledge of the administrative system and willingness to bring in a difference to the system, attitudinal change to share the venue with the community will lead to the success of the community participation.

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