

Citizens' Review

Jawaharlal Nehru National Urban Renewal Mission

A collective view from below

HALF TIME

or

TIME OUT

Citizens' Groups

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Introduction

Neo-liberal development policies have been introduced, enacted, and implemented in India since 1990. These policy initiatives mainly focus on the liberalisation of procedures and norms to facilitate the entry of private corporate investments in all the sectors and particularly for creating space for FDI (Foreign Direct Investment). Thus, urban reforms began in 2004 with the Government declaring the *National Vending Policy* in the name of protecting vendors through the instrument of zoning. But, in 2006, Government formally allowed organised retail and FDI to enter the retail sector in no-vending zones as part of the liberalisation process. Similarly, Government launched the *Jawaharlal Nehru National Urban Renewal Mission* (JNNURM) in 2005, arguing that cities contribute about 50% to the GDP and, therefore, Urban Local Bodies (ULBs) have to be strengthened. But, at the same time, JNNURM also emphasised the time-bound implementation of a set of market-friendly reforms to which the availability of funds to ULBs was tied. And in 2007, the *National Housing and Habitation Policy* was announced, suggesting that 15-25% of housing would be reserved for EWS (Economically Weaker Sections) and LIG (Lower Income Group) housing, but actually facilitating corporate and foreign investment in the housing sector. For all the urban policies though, the concept of the Public Private Partnership (PPP) was common, where private corporations are given incentives to invest, services are paid for by user charges, while the State covers the risks.

If we look at these policy initiatives from the perspective of the urban poor it can be seen that the working people do not really figure as participants but as supposed “beneficiaries”. For instance, in India around 40 million people are engaged in vending and it is second largest employment provider after agriculture. On one hand, policies ensure that these vendors are not allowed to move freely to keep the city “congestion free”, while on the other hand organised retail trade is allowed to operate from the areas they vacate. Even if the vendors are “protected” within vending zones, the question is what will happen if the zones are outside the city limits? Similarly, although there is a separate sub-Mission for BSUP under the JNNURM, in the City Investment Plans prepared under the Mission the emphasis is on infrastructure development. It is not only the vendors who are affected by urban renewal measures, but most of the urban workers in the unorganised sector are engaged in petty trade, domestic work, construction work, rickshaw pulling, daily labour, garbage collection, rag-picking, tiny shops, artisanal crafts etc. But city planners clearly do not value their contribution; rather, organised efforts are taken up to drive them out of the city. The planners, power holders, and executives are unable to create gainful employment opportunities for the ordinary citizens but seem to be willing to throw them out from whatever be their modes of survival.

Government has assessed the urban housing shortage by the end of the 11th Plan period as around 265.3 lakh of which 99% is expected to be in the EWS and LIG categories. The National Housing and Habitation policy suggests that this shortage would be met through various combinations of PPPs, and there would be 25% reservation for housing for the poor. Recently the Prime Minister argued for a reduction in the subsidy bill for agriculture, food, and petroleum. In the same vein, Government is not willing to provide housing to all but would rather like to act as a facilitator for private developers. If the policy gives directions for 25% of the houses being reserved for the poor, and if 99% of the estimated shortage of 265.3 lakh houses is of the poor, then it means that Government will have to allow for construction of a total of about 1061 lakh houses. Thus, while the houses are notionally required for the poor, priority will clearly be given for housing the rich. The most critical dimension of the housing shortage assessment is that it is based on the Census of 2001 which, according to many analysts, has under-reported the slum population. Another missing dimension is that there was no assessment of the homeless population.

The Hazards Centre, along with several citizens' groups and organisations, has been intensively studying the JNNURM ever since its inception, beginning in February 2006 when it brought out a Delhi Fact Sheet to promote a public debate on the process of preparing the City Development

Plans (CDP) that had been demonstrably undemocratic and arbitrary. To further explore this dichotomy, for three months, the Centre assisted Oxfam India and Vigyan Foundation to conduct a series of public meetings in the seven cities of Uttar Pradesh selected under JNNURM. The first National Consultation on “Whither Indian Cities?” was then jointly organised in Mumbai in April 2006 by the Committee for Right to Housing, Mumbai and Hazards Centre to examine the anti-poor bias implicit in the deliberate break-up of the Mission into two distinct components under two separate Ministries and Directorates. This Consultation was attended by representatives from 16 cities, and they began critically analysing the CDPs and the “reforms” agenda of the Mission. From mid-2006 onwards, the Hazards Centre and constituent members of the Sajha Manch in Delhi also began attending meetings of the National Technical Advisory Group (NTAG) of the Mission, but their attempt to include all sections of the urban population in the deliberations actually led to their subsequent (and deliberate) exclusion from NTAG meetings.

As activists and organisations got to know more about the Mission and its various components, public protest began to simmer in different cities. In February 2007, Hazards Centre organised a two-day Seminar on “Cities of Exclusion?” in Delhi, mostly attended by representatives from the North, which discussed the further developments under JNNURM. The Seminar concluded with a critical resolution in Hindi asking for greater transparency and public accountability. In October 2007, CIVIC Bangalore and INHAF Ahmedabad too, in consultation with Hazards Centre, jointly organised another two-day Seminar in Bangalore for participants from the South, at which a set of recommendations was unanimously passed emphasising that there were alternative ways of looking at urban renewal. Finally, in June 2008, the Centre organised yet another National Seminar in Delhi, attended by concerned groups from 17 cities, with endorsements from another 6 city groups, at which it was decided to collectively prepare a report on the actual implications of the Mission and the impact of urban reforms on the urban poor. In view of the fact that the JNNURM was completing 3 years since its inception and the Government was mandated to conduct a mid-term review, it was further resolved that groups from as many cities as possible would be encouraged to perform a “Citizens’ Review” of the Mission on the basis of a common format, that could be compared to the official view of its performance.

The common format was eventually prepared by a team of individuals from different groups, including D Leena, Kalyani Menon-Sen, and Harini Narayanan from Delhi, Sanjay Vijayvergiya from Lucknow, and Kshithij Urs from Bangalore. This format broadly focussed on the following:

- Secondary Information compilation including desk review of the CDP, recent developments in the city, assessment of slum population and housing requirements, new policy initiatives to facilitate urban reforms, implementation of the National Vending Policy, and a scan of media reports on the performance of JNNURM.
- Primary Information collection and compilation by local citizens’ organisations of data relating to improvements in access to and availability of basic services for the urban poor, in-situ slum development schemes, conditions of displacement and relocation, changes in livelihoods and shelter of vendors, community participation in preparation of schemes, and entitlements for the urban poor.

Information of varying quality was eventually gathered for about 40 of the 63 JNNURM cities by, amongst others: *Kshitij Urs, Action Aid and team in Bangalore and Mysore; Vinay Baidur and Lalitha Kamath from Bangalore, Harish Poovaiah from CIVIC in Bangalore; Beena Jadav and team from Action Aid and Rethan Adhikar Manch in Gujarat; Amit and team of SPARSH and Apna Theatre in Ajmer; Hemlata Kansotia and team from Labour Education and Development Society in Jaipur; Ranjan and team of NIDAN in Patna and Bodhgaya; Umesh Varma, Chetana and team from Chhatri in Hyderabad; Vigyan Foundation and Oxfam and their partners in cities of Uttar Pradesh; Shweta Tambe and Dr. J Adsule from Committee for Right to Housing and their colleagues in cities of Maharashtra; Pradeep Singh from Nagarik Adhikar Manch in Bhopal; Anand Lakhan from Deenbandhu Society in Indore; Rajesh Jaiswal and team of APIL and Ayushi Mittal and Faiza Rahman from the Hyderabad’s NALSAR University of Law, Ashish Mukherjee from Shalti Research Group in the city of Kolkata; and Com. Raghu in Vijaywada.*

The information was compiled into a draft report by a team of D Leena, Seela M Mahapatra, Pritha Chatterjee, and Jyoti Awasthi, with advisory inputs from Kalyani Menon-Sen and Harini Narayanan. The draft report was placed for wider discussion before participants in a three-day National Seminar held at Delhi from 16 to 18 July 2009, in which there were 84 participants from 16 cities and towns. The wide-ranging discussions yielded a set of conclusions and recommendations, and it was expected that the collective would carry these forward into local meetings at the State and city level, as well as consultations and negotiations with policy makers at the national level. Ridhi Gupta put all the minutes of the Seminar together. This report contains all the material that was collected by the different groups as well as the conclusions and recommendations of the seminar.

While this report has been published by the Hazards Centre, it represents, for all purposes, the collective activity of several citizens' groups, organisations, and individuals. The material contained in this report is, therefore, for free use by all citizens groups with due acknowledgement and for the greater advancement of democratic debate and dissent on the nature of the city and its participatory renewal.

Analysis of City Development Plans

The Ministries of Urban Development and of Urban Employment and Poverty Alleviation have provided a series of Toolkits to “assist city governments and other participating organisations” in understanding the framework and process of the JNNURM. These are available on the website of the Ministry. Toolkit #2 outlines the scope of the City Development Plans (CDPs), and “indicates the requirements of data, and suggests a methodology for analysis, together with steps for their use to realistically assess the problems and resources and comparative advantage of cities and to determine a medium to long term vision for their future development.” According to the Toolkit, “preparation of a CDP is a multi-stage exercise”, involving:

- i. *In-depth analysis of the existing situation, covering the demographic, economic, financial, infrastructure, physical, environmental and institutional aspects*
- ii. *Development of a perspective and a vision of the city*
- iii. *Formulating a strategy for bridging the gap between where the city is and where it wishes to go*
- iv. *Preparing a City Investment Plan (CIP) and a financing strategy*

In this section, we attempt to analyse as many of the CDPs as the participating groups and individuals could access and compare them to the mandatory requirements for data and analysis of the existing situation in the cities, as spelt out in the Toolkit.

1. Population of the city and basic services existing in the slum localities:

As the Toolkit #2 states, for an analysis of the existing situation in a city, “The demographic characteristics of a city are a major component in the formulation of a CDP”, and have to be analysed for the pattern of population growth, its social composition, the distribution by age and gender, the poverty levels, the causes, the nature of in-migration, and what are the implications for shelter, services, and infrastructure. Hence, logically, the CDPs should contain the basic data that will enable a plan to be formulated. The following is an analysis of what the CDPs of some selected cities reveals in this respect.

Agra – The city has a population of 12, 17,534 as per the 2001 Census. The population in 2011 will be 17.53 lakh. The slum population is 1, 21,761 in 252 slums which are notified by the DUDA (District Urban Development Authority).

32% of the slums have public taps, 21.29% have private taps, and 28.02% have a private hand pump. There is no provision for drainage and waste collection. 32% of the total slums use public toilets, while 40% have no access.

Ahmedabad – With a 2001 Census population slightly above 47 lakh, the CDP projects that the total population of Ahmedabad is likely to cross 69 lakh by 2011. The 2001 Census also yields a slum population of 9.06 lakh, but the CDP has not made any projections for 2011. Interestingly, the CDP mentions that according to the Ahmedabad Municipal Corporation (AMC) the number of slums has decreased from 1,029 to 710 between 1991 and 2001, although there has been a two-fold increase in the population, indicating the enormous densification that has occurred within the slums during this period.

A mere 3.5% slum households are connected with private taps, the rest depend upon 712 public stand posts and, as per the municipal figures cited in the CDP, each stand post serves an incredible 1,272 persons. There is no mention of any waste collection system provided in the slums, although 45.4% are connected to a drainage facility. 21.37% of the slum households have personal latrines, the remaining are dependent on 8,189 public toilets with a remarkable average of 855 persons per seat. It is claimed that 23.51% slums are linked to the services of municipal dispensaries. The CDP cites the AMC Statistical Outline for primary data related to livelihood,

housing, basic services, education, health etc and clearly anticipates a shortage of schools for the economically weaker sections in the future.

Ajmer – The population is 4, 85,575, as per the Census of 2001, and projected to rise to 5, 93,066 by 2011. There is no mention at all of any slum-related information in the CDP.

Allahabad – Allahabad city has a total population of 9, 75,393 as per the Census of 2001. The Census also states that Allahabad has about 3, 30,000 people living in 185 slums.

60% of the slums have access to a water facility; 60% are with electricity facility; and 85% have hygienic toilet facility.

Bangalore – Bangalore's CDP estimates its population at 61.70 lakh, including the peripheral villages under BMP, as per the Census data of 2001. The projected population for 2011 is 78.28 lakh. The CDP gives the total slum population of Bangalore city in 2001 as 2, 17,257 but there is no projection for 2011. Total number of slums is 542 including the slums that are registered under the Slum Clearance Board.

The Infrastructure Development and Investment Plan for Bangalore (2006-2030) survey showed that, in 2006, 17% of the slums had access to well water, and the same number had access to drainage and waste collection systems. And 34% slums have public toilets.

Bodhgaya – 30,883 was the total population at the time of the 2001 Census, rising to an estimated 59,000 by 2012. The CDP mentions the existence of about 2,000 households living in slums, however there is no mention of the future numbers.

The CDP is silent on the availability of basic services in these slums, except for stating that 20% have access to water, 10% have drainage facilities, and a mere 2% are provided with waste collection systems, as cited in the Nagar Panchayat 2006 plan.

Chennai – The population of this metro is stated to be 43.43 lakh in the 2001 Census, increasing to 49.50 lakh by 2011, according to the analysis done for the CDP. The slums are reported to have a population of 7, 47,936 living in 1,431 slums in 2001; however there is disagreement on this figure according to other sources on the Net. There is no projection made for the growth of either the slums or the slum population in the CDP. There are a total of 12.72 lakh domestic units of which 9 lakh are in the non-slum and 2.72 lakh in the slum categories respectively.

As far as basic services go, there is no piped water supply in the slum households. The sources of water include open wells, bore wells, and public water tanks. The average number of persons sharing each public water tank/tap is high at 620 persons. About 90% depend on supplies through municipal water tankers; only 1% possesses a municipal connection; and 3.7% have access to public taps. Only 73.8% households have access to daily water supply, while 24% receive water on alternate days, and for 1.4% of the households there is no regular frequency of supply. 71% of the slum dwellers have to purchase drinking water. This information is sourced from a study on "Identification of Environmental Infrastructure Requirement in Slums in Chennai Metropolitan Area" carried out for the Tamil Nadu Slum Clearance Board in 2005 under the World Bank funded TNUDP-II. There is no mention of any drainage facility in the slums, but the CDP claims that 33% of the households deposit their waste in municipal bins, 55% throw it on the road side/open spaces, and 12% cast it into the drains. Other basic services mentioned include 29.2% households using individual latrines/pits, another 48.3% use community/public latrines, and 22.5% use other means including open defecation; 38.9% have access to solid waste disposal and 32% have street lights in the vicinity. The primary data for all basic services has been taken from the Statistical Hand Book of Tamil Nadu 2003.

Guwahati – The 2001 population of 8, 90,773 is expected to rise to 13, 01,480 by 2011. There is no mention about slums and basic services in the CDP.

Hyderabad – The Census population of Hyderabad in 2001 is stated to be 57.5 lakh; expected to increase to 90.5 lakh by 2011, but the source of this projection is not mentioned in the CDP, although the Master Plan of Hyderabad gives a similar figure. It is claimed that a population of 19.5 lakh is living in 1,631 slums as per the ULB data. No projections for rise in the slum population are mentioned in the plan.

The CDP claims that 65% of the slum households have access to water; however it is not clear as to how many are getting piped supply and how many are dependent on public stand posts. 59% are provided services of waste collection and 71.2% have access to electricity, although the nature of the connections is not mentioned. There is no mention of the sources of this information related to basic services in the CDP.

Jaipur – The Jaipur city population is 23.2 lakh as per the Census of 2001, and is projected to rise to 35 lakh by 2011 as per the Master Plan. However, the official website of Jaipur quotes 25, 93,791 as the population of the Pink City. 183 bastis have been counted in Jaipur in 2004 according to the Jaipur Water Supply and Sanitation Project Feasibility Study of 1998 and cited by the Jaipur Municipal Corporation in 2004, and having 43,718 households according to Jaipur Development Authority estimates. However, there are other estimates and, according to information provided for the National Rural Health Mission by the Rajasthan government, 15.8% of the city's population lives in slums. Furthermore, 279 slums have been reported in 1998 in a study jointly conducted by UNICEF and Bodh Shiksha Samiti for the UN. CDP estimates the rise in slum households to be 60,000 by 2011 without quoting any source or basis for this estimation. The residential area in Jaipur is about 48% of the total developed area. With an existing 4, 74,751 houses there is a shortage of 3,289 dwellings. Additional housing of 2, 01,996 will be required by 2012 to house the expected population of 35 lakh.

Enumerating the provision of basic services, the CDP states that 47% get water from community sources. In one ward the slum population of 2,964 is covered by two hand pumps, in another two major wards with a slum population of 1,84,965 there is no provision laid out by the government, yet another one shows partial coverage, and only two wards are said to be completely covered. There is no mention of any drainage system serving the slums, sewer line connections exist only in the slums of two wards covering 7,124 households, there are only 9 community toilets spread across three wards catering to 42,073 households, and waste collection systems are absent in the slums. 70% slum households are supposed to avail electricity supply but the source of this information is not mentioned. The CDP mentions an increase in marginal workers (citing the NSSO Survey 99-00). Except water supply (to about 85% houses) no other basic service finds mention in the CDP.

Kanpur – The Census of 2001 shows the population of Kanpur as 25, 32,138 and the projected population in the year 2011 will be 31.9 lakh. As per a DUDA survey, the total population in 390 notified slums is given as 4, 19,859, but in the CDP the Census 2001 data is cited to show a slum population of 3.68 lakh, while the Kanpur Nagar Nigam estimates it at 5 lakh. The CDP has no data on the projected number of slums and their population in 2011.

There is very little information about the basic services provided to the slums. Water accessibility in the slums is mentioned as 50%. 63,090 EWS houses were built under various schemes of the government in 2006 but have still not been allotted.

Lucknow – This city has a current population of 22, 45,509 as per the Master Plan 2021. In 2011 the total population will be 32, 26,000. The slum population is 1.79 lakh as per the Master Plan 2021; and 6.7 lakh as per the DUDA 2005.

Meerut – The city has a population of 11.61 lakh as per the Census of 2001. The 2011 population will be 15.27 lakh. DUDA Meerut estimates a total of 108 slums in Meerut but the District Supply Office cites it as 539 with a total population of 4,71,581 as per the data of 2001. But the projected slums and its population is not given.

49.42% of the slums have piped water supply; 43% have drainage facility; 24% have sewer lines; however, 49% have individual toilets.

Mysore – Mysore CDP shows a population at 7.9 lakh as per the 2001 Census and the projection for 2011 is 10.1 lakh for a low growth scenario and 12.2 lakh for a high growth one. The total slum population in 2000 is given as 81,000 and the number of slum clusters as 80. But nothing has been said about the projected slum population in Mysore for 2011.

Regarding basic services the NSSO data for 2002 shows 40% of the total slum population have easy access to water within 500 metres, waste collection service is available for 50%, and 30% have access to sanitation. Only 34% people live in pucca houses.

Patna – The Patna CDP says that the 2001 Census population of the Patna Urban Agglomeration (PUA) was 16.98 lakh, and that the projected population for 2011 is 22.5 lakh. The CDP document further states that the 2001 slum population of the PUA included approximately 41,000 households, quoting the Report on Urban Basic Services for the Poor: Patna District of Bihar, NIC, 2003. A Bihar government brochure (*BSUP program under JNNURM, 2008*) which details the activities planned under the BSUP component of the JNNURM in Patna further states that 63% of Patna's population lives in slums or slum-like areas; and that there are 1.73 lakh families in the slums. Out of this, 34,000 families apparently live on 'road-side or encroached land'; the brochure states that the BSUP program will target these families under the JNNURM. The CDP quotes two figures for the total number of slums – it explains that the Patna Municipal Corporation (PMC) has identified 52 slums, but that the Urban Basic Services for the Poor report of the NIC indicated 122 locations, 100 of them in the PMC area.

The CDP has information on basic livelihoods and housing drawn from the Census of 2001. It also records information about basic services (water, sanitation, electricity), and other services (education, health, welfare, and transportation) – all drawn from the Interim Report of the Patna Master Plan 2021. 52.49% of the population has access to municipal water (and all but 0.41% of the rest get "tubewell and well" water). Drainage services are admitted to be "very poor", with 52% of the population "defecating on the open ground". There is no source mentioned for the above figures. The document says there is "no system" for waste collection in the slums, and there are no details of any other civic services for the poor.

Rajkot – Population of Rajkot city is 10, 02,000 as per Census 2001 data and is expected to reach 14, 84,500 mark by 2011. At the same time the slums house a population of 2, 02,371 spread across 84 such settlements in the city (source: Census 2001 and United Research Organisation survey, 2002). There is no projection about the increase in slum numbers or population in the CDP.

The CDP claims there is total coverage for water and other basic services across all slums without going into details or quoting any source for this information.

Surat – Surat reports a population of 28, 11,464 in 2000 projected to rise to 35 lakh by 2011; however none of the information carries any source. The slum population is slightly above 20% of the total, living in 312 slum settlements. Again, there is no estimation regarding the slum population rise by 2011 and no data source mentioned in the document.

72% of the slums receive water supply and 68% have drainage connections; there is no information on sewerage and other basic services.

Vadodara – Vadodara city has a total population of 25 lakh and the slum population is 2.57 lakh in a total of 337 slum pockets as per the census data.

Vadodara Municipal Corporation has identified 190 slums for onsite services. A total of 88% slums have water supply, 96% have street lights.

Varanasi – Varanasi CDP mentions the population in 2001 as 12, 02,443 as per the Census and projected to reach 16, 87,344 by 2011, although no source for the estimate is cited. The slum population (without mentioning the number of slums on record) is 4, 53,222 which amounts to 38% of total population of the city.

Regarding basic services, a survey done by DUDA Varanasi reports 82% slums with access to water, 80% with access to drainage, and 65% with a proper toilet facility – although there is no elaboration of the term ‘proper’.

2. Economic base

Toolkit #2 spells out that “the key to the analysis lies in identifying the lead sectors of the city’s economy, and examining if the growth within the lead sectors is likely to be maintained in a medium-term framework. It should ascertain the recent shifts in the economic base and the factors that would explain such shifts and their long-term impact on the city’s economy. It is important to take stock of the role and contribution of the informal sector in the city’s economy.”

The **Agra** CDP states that 3.50% of the city’s economy is in the primary sector, 7.82% in household industry, and other services constitute 88.68%, as per the Census data of 2001 – but the “other services” are not specified.

The **Ahmedabad** CDP talks of the high economic growth of the city, but it does not mention that the erstwhile bastion of industries is now giving way to the tertiary sector. Census data is cited to report that the primary sector contribution is 0.20%; and manufacturing in household industry yields 3.9%; but there is no listing of the share of other standard categories such as construction, transport, trade, and other services.

Ajmer reports a major contribution by other services - 29.6%. Next to this is transport (including storage and communication) at 11.2%, followed by 7% contribution by the primary sector, and 6.2% by the construction sector. The balance 46% is not detailed in the CDP.

In **Allahabad** the CDP mentions a share of 3% for the primary sector, 12.5% for transport, 27% for trade and business, and 27.5% for other services. 30% is marked as secondary sector where manufacturing and household industry and other industries and construction industry is included.

In the **Bangalore** CDP, figures from the Department of Employment and Training are cited giving 0.80% to the primary sector, 43.36% for manufacturing, 0.99% for construction, 7.29% for transport (including communication and storage), 3.59% for trade and business, and 31.51% for other sectors, 1.40% for electricity, gas and water supply, and 11.07% for banking and insurance sector.

Bodhgaya CDP mentions only about the primary sector contributing about 50% of the city’s economy and is silent about everything else.

Similarly, **Chennai** reports only 1.42% as the contribution by the primary sector (primarily agriculture) – which too, according to the CDP, is dwindling. No other sector finds any mention.

Guwahati CDP mentions the highest contribution of 59% from household industries, according to the Fourth Economic Census (1998), followed by transport and storage with 45%, trade and

business 31%, construction industry 7%, primary sector 5%.

Hyderabad CDP is totally silent on describing the economy of the city.

In **Jaipur** other services contribute a whopping 94% of city's economy as per the Town Directory, 1991 Census and NSSO 1999–2000 report. Trade and business provide 24%, transport 8%, construction 6.4%, household industry 5%, and primary sector only 1%. The figures given in the CDP do not match.

For **Kanpur**, Census 2001 data shows 4.56% share for the primary sector, 0.16% for household industry, 6.41% for manufacturing, 0.48% for construction, 1.71% for transport, 6.17% for trade and business, and 7.12% for others. There is no explanation for the rest 73.39%.

Lucknow CDP quotes 2.07% as the data for the primary sector and is silent for all other sectors.

Meerut CDP gives the share of the primary sector at 8%, household industry at 5.2%, manufacturing at 22%, construction industry at 3.7%, transport at 7.5%, trade and business at 21%, and other services at 32.5%, but the source for this data is not mentioned.

Mysore CDP has nothing to say about the economic base of the city.

The **Patna** CDP cites the Census of 2001 to say that the primary sector accounts for 5.93% of the PUA's economic base, household industry accounts for 4.33%, and other services for 83%. The break-up for manufacturing, construction, transport, trade/business is not given. The details for balance 6.74% is not given in the CDP.

Rajkot CDP shows the manufacturing sector and other services contributing 28% each, while trade yields 21%, transport 10.2%, construction 5.5%, and household industry 3% contribution to the city economy and 3.5% as self employed. No contribution from the primary sector is shown.

Surat, the industrial town, reports 53% from manufacturing, 24% from trade and business, and 7% from construction. Nothing else finds any mention. No source is quoted for the data either.

Lastly **Varanasi**, the religious city, cites 10.69% from manufacturing, 6.8% from trade/business, 5% from other services, 2% from transport, and 0.6% from construction. The primary sector does not find any mention. Agriculture is 1.01% and 73.40% is unemployed. The sources reported are Vision 2025 and ICRA Report 2006.

3. Financial profile

According to the Toolkit #2, "The financial profile of the city indicates the state of the city's finances and the capacity of the city to be able to manage its finances and mobilise resources for maintaining infrastructural services at prescribed norms and standards." Hence, the analysis is supposed to focus on assessing the financial status of the city government, its state of current assets and liabilities, and the role of inter-governmental financial transfers. The Toolkit states that "it will be useful to examine if the levels of expenditure on municipal services are skewed in favour of certain areas compared with others e.g., the poor areas." There is also supposed to be an assessment of the criteria for fixing user charges, the level of efficiency and equity in local taxation, and user fee policies. A critical query posed is, "How much do the urban poor contribute to local revenues? How much do they benefit from local expenditures?"

Agra Urban Local Body (ULB) has taken a sum of Rs 219.70 lakh as loan. The expenditure on establishment is 6.80%. The percentage of revenue from taxes is given as 10-20%.

Ahmedabad CDP mentions about revenue receipts and expenditure of the ULB. It states that

taxes generate 21.55% of the total revenue while expenditure on establishment is about 42%. Loans/grants of Rs 13,321 lakh have been taken in the financial year 2004-5. The income and expenditure on water services is mentioned. Overall, the AMC shows a surplus of earning over expenditure.

Ajmer CDP also publishes the data on revenue receipts and expenditure and suggests that establishment costs are a mere 5.99% of the total revenue. No other relevant information is shared.

Allahabad CDP does not mention anything about the financial profile of the city.

Bangalore CDP has given the receipts and expenditure of the ULB. The percentage of revenue from taxes is 73.39% and the expenditure on establishment is 18.18%. The loan taken by the ULB is Rs 8 crore.

In **Bodhgaya** CDP, there is a mention of revenue receipts and expenditure. Taxes generate 6% of total revenue of the city. 39% is spent on meeting establishment costs while ULB has taken 59% of the total income as grant or loan. Expenditure is shown as higher than income.

Chennai shows a revenue income of Rs 644.32 crore in the year 2005-06. Taxes contribute 46.74% of the total revenue. On an average 43% is the share of expenditure on establishment costs. The ULB has taken Rs 1,628.39 lakh as loan as on 31/3/04 as reported in the CDP. Expenditure and income details from water are mentioned. Income is more than expenditure incurred on a per capita basis.

Guwahati CDP also mentions revenue receipts and expenditure; however it does not specify the share of taxes in the total revenues. Expenditure on establishment cost is 38.18% and expenditure is quoted as more than income. The ULB has taken loans worth Rs 320 crore.

Hyderabad reports revenue receipts and expenditure with income stated to be more than expenditure. However this has been contested by the local group participating in this review, as they cite press statements that reveal the losses being incurred by the Greater Hyderabad Municipal Corporation (GHMC). The CDP also mentions about expenditure and income from water and sewerage services. 66% is reported to come from taxes while 45% goes in meeting establishment costs. GHMC claims to have surplus budgets on record, but the press coverage from time to time indicates otherwise. Recently it was reported that works to the tune of Rs 3,200 crore have been sanctioned by GHMC while funds in hand are only about Rs 1,100 crore. The officials claim that a lot of money has been allocated for the urban poor. But while the allocation is shown as 73% to 92%, the actual expenditure ranged from 12%-38%.

Jaipur also gives details about expenditure and income and reports that 82.3% share of revenue comes from taxes, while expenditure overruns income. 54.7% of income goes into meeting establishment costs. There is no mention of expenditure and income from water and sewerage. ULB is reported to have taken a general grant of Rs 6 crore in 2004-05.

Kanpur ULB has taken a loan of Rs 9,725 lakh. The percentage of revenue from taxes is 19.29%. Kanpur CDP does not give any information about the establishment costs but quotes the following – “Kanpur Nagar Nigam has an outstanding liability of approximately Rs 920.00 million comprising of salaries, pension, and provident fund payments to the tune of Rs 800.00 million. (Provident Fund amounts, deducted from the account of employees, have not been deposited since 1990. The amount outstanding as of date is Rs 250.00 million; this amount is included in Rs 800.00 million.)”

Lucknow has taken a loan of Rs 5,712 lakh. The percentage of revenue from taxes is 36.15% and the percentage on establishment costs is 61.19%.

Meerut ULB has taken Rs 141.65 lakh as loan and Rs 3,634.58 lakh as grant. The percentage of expenditure on establishment is 53.13%. The percentage of revenue from taxes is 13.55%. The CDP says that the amount of expenditure is not greater than the income. In 2004-05, the city's accounts closed with a positive balance of Rs 415 lakh.

Mysore CDP gives information about the finances in the city that shows an increase due to the water tariff because of an increase in coverage and the number of connections under the ADB scheme (KUIDP). (Connections increased from approximately 90,000 to about 115,000). The CDP mentions the percentage of revenue from taxes as 18.43% and percentage of expenditure on establishment costs is 48.67%. The loan taken by the ULB is Rs 3,262 lakh.

The **Patna** CDP gives details of revenue receipts and expenditure for the PUA. The document claims that about 70% of the revenue is from taxes, and that 75.1% of expenditure is on establishment costs. The ULB took loans and grants worth Rs 1,624.32 lakh in 2004-2005. Rs 132 lakh was spent on water supply and sewerage services in the same year. There was an income surplus until 2002-2003, but since then expenditure has been greater than income, apparently because of a steady decline in revenue income, alongside a rise in revenue expenditure.

The **Rajkot** CDP similarly gives revenue receipts and expenditure details. However, it does not mention the portion of revenue being generated by taxes. Expenditure is shown to be greater than income and 38.18% is stated to be spent on establishment costs. The ULB has reportedly taken Rs 89 lakh as loan/grant.

Surat also shows revenue receipts and expenditure details and shows expenditure to be greater than income. 24.21% of the revenue is generated by taxes. The ULB has taken Rs 4,460 lakh as loan.

No information regarding finances is given in the **Varanasi** CDP.

4. Infrastructure

On the issue of Infrastructure, the Toolkit #2 has the following to offer: "The infrastructure profile ... indicates the adequacy or inadequacy of infrastructural services in terms of coverage, quantity, and quality, and attempts to identify the factors responsible for (their) inadequate development. It measures the gap between demand and supply of different infrastructural services, and examines the factors that explain the gap. It reviews the cost of delivering services and compares them with recoveries made therefrom. What are the distributional characteristics of service delivery within the city? What differences are there in the level of services received by different socio-economic groups? The most important aspect of the analysis lies in recognition of the fact that inadequate access to infrastructure is a key constraint to development; apart from determining the characteristics and quality of public service delivery, it is important to ascertain the factors that are constraining infrastructure development. Are these factors financial, institutional, or others?" (Emphasis added).

For **Agra**, of the total funding of Rs 7,854 crore in the CDP, major allotments have been under road and transport sector (about Rs 5,000 crore) followed by water supply (Rs 900 crore) and sewerage (Rs 765 crore). Only about 6% of the total funds have been allotted for BSUP.

Ahmedabad seems to be poor in water supply as, according to the AMC reports in 2005, per capita water availability is 143 lpcd (litres per capita per day) for 2 hours a day only. The city gets water from 2 major sources that are being developed further to full capacity. 2,100 tonnes of solid waste is generated by the city daily. As far as public transport goes, there are 150 routes and 540 buses operate, out of which only 350 are operational at any given time (as per CEPT survey and AMTS Reports).

There is no mention about infrastructure in the **Ajmer** CDP at all.

Allahabad CDP gives very little information about the infrastructure. According to the Master Plan 2021, 210 lpcd of water is available from surface and ground water sources.

Bangalore CDP has given the water availability as 73 lpcd. For this the water sources are the Cauvery and Arkavathi Rivers which are situated 92 kms from the city. The supply duration is 3-4 hours.

In **Bodhgaya** per person water availability is 150 lpcd with supply duration being 8-12 hours and the primary source is ground water from tube wells. About 10% households are connected to sewer lines. Wastewater disposal is done by 1 sewage treatment plant (STP), there are four pumping stations which are non-functional. There is no organised system to collect solid waste. There is no mention of public transport. 70% area of the city is reportedly covered by street lighting.

Chennai CDP provides a host of information about available infrastructure in the city. Water is scarce ranging from 90-30 lpcd (often on alternate days) through the year. 3.5 lakh people in the slums are provided with piped water while the rest are covered through tankers/public hydrants. There are a number of reservoirs and storm water drains in and around the metropolitan area but require a lot of augmentation and cleaning. 50% of the city is covered under drainage with 11 points of water outfall. The sewerage system covers about 15,460 streets of the Corporation covering an area of 174 sq.km, leaving most of the city unserved by any system. A daily output of 4,580 tonnes of solid waste is reported in the CDP.

Guwahati CDP is silent about available infrastructure.

Hyderabad reports water availability to be 139 lpcd and also specifies the water source. Supply is as scarce as ½ hour to 2 hours every alternate day. 63% of the population in the core city is connected with sewer lines and 850 mld (million litres per day) of waste water is disposed every day. However, the local participant organisation in this review states that the Water Board has never done any study to furnish such data. Solid waste collections go up to 3,379 tonnes per day. Only 42% people avail of public bus transport.

Jaipur CDP reveals that availability of water is 146 lpcd and 86.4% of the supply is from ground water. For waste water disposal soak pits are used. The sewer system is 60 years old. Only 76 community latrines are serving all the slums of Jaipur, and there are about 1,20,600 septic tanks for the purpose. 50,000 houses are connected with door-to-door collection of solid waste and 1,239 tonnes per day of waste is collected from 8 wards across the 3 zones covered by the service.

Kanpur CDP states that the total water supply requirement for the city is 600 mld but only 385 mld of portable water is being supplied. The water source is the catchments of the Ganga and Pandu rivers (210 mld raw water from Bhaironghat pumping station and 45 mld from Lower Ganga Canal), and approximately 130 mld water is drawn from groundwater, comprising of 80 mld from (about 135) tube wells and 50 mld from (about 9,830) hand pumps. Supply duration is 4-5 hours. The CDP shows that the city is well connected to the sewerage system.

Meerut city has water availability of 175 lpcd with the source being ground water. Ganga water has a very small contribution to this. The duration of supply is 13 hours. 112 mld of sewage is generated but the city has a disposal capacity of only 45 mld. 25-30% of the population is connected to the sewer line. 600 tonnes of solid waste are being produced per day but the collection capacity is 450 tonnes. There are 177 buses on city routes with 18 bus terminals. 80% of the city is being connected under street lights. Private investment for all these is nil.

Mysore CDP has given some details about the infrastructure. According to the KUWSDB, water availability is 135 lpcd. There are 3 water sources from the main rivers Kaveri and Krishna.

In **Patna** the water availability in the PUA is recorded as being 92 lpcd on the average, with households in the Patna Municipal Corporation area getting 107 lpcd, and households in other areas getting 43 lpcd. Primary surveys in the slums suggest an actual supply as low as 30 litres per household. The source is ground water, and piped water supply is available for 6 hours each day, details of which have been corroborated through primary surveys. The CDP says that one-third of the population has some form of wastewater disposal; this is not verifiable in the slums because the slums are not part of this 'one-third' of the population. The information on whether or not households are connected to sewers is confusing; in one place, the CDP says that 9.2% of just the PMC area has access to underground facilities or septic tanks, and that the other ULBs have nothing; in another place it says 20% of the PUA has underground access, and 80-85% of the PUA has 'septic tanks and low-cost sanitation'. The CDP says that 65% of solid waste in the PMC and 50% in the other ULBs is collected, but that there is no meaningful disposal system – waste is dumped along bypasses and the low-lying southern suburbs. All the above information is attributed to Patna "ULB and line department surveys" and is not easily verifiable. Public transport forms less than 12% of all transport in Patna City, with bus services comprising only 1%. The above figures are attributed to the District Transport Office, Patna, and to the Traffic SP, Patna City; figures for the PUA have not been provided. The CDP quotes "ULB and line department survey formats" to say that there are 9,267 street lights in the PUA (including 23 high-mast lights). Only 100 of these are outside Patna City. There is no break-up available for the slum areas. There is also no break-up provided in terms of how much public and how much private investment there is in these services.

Rajkot CDP has no information about available infrastructure.

Surat CDP says that water availability is 195 lpcd and the sources are both ground and surface water along with the river Tapti. The water supply duration is 2-3 hours. 6 drainage schemes serve the sewer system. Total coverage of drainage is expected to be achieved by the end of 2006. Solid waste disposal is non-scientific. 48,098 street lights across the city are spaced at an interval of 25m.

Varanasi has the maximum water supply at 275 lpcd with the sources of water being the Ganga River, tube wells, and hand pumps. The University supply station pumps water for 20 hours a day and information for the remaining is unavailable. Waste water is disposed through open drains and some storm water drains (no details are given). Sewers are also rare and mostly connected to storm water drains that outfall into the river Ganga. Solid waste is dumped on the roadside and collection is done by the Municipality thereafter. There are over 3 lakh streetlights all over the city.

5. Land and housing

Toolkit #2 emphasises that the assessment "should specifically deal with the availability of land, and land use organisation. It should indicate the total land availability, allocation of land for different uses and purposes, whether it has been done on the basis of certain identified principles, and their consistency with the broader economic and infrastructural base of the city." The Toolkit also insists that there should be focus "on the role of legal and statutory provisions e.g. Urban Land (Ceiling and Regulation) Act, 1976 in making land available to the market." And goes on to specify questions such as: "What percentage of urban land is occupied by different uses? What land use changes have occurred in recent years? What are the characteristics of the urban land market? What kinds of land use controls are practiced?"

Agra Master Plan shows 61.84% of the land allocated for residential use, 2.63% for commercial use, 6.87% for industrial use, and 3.97% for recreational use.

Ahmedabad CDP gives 36% as residential, 15% as commercial, and 24% as undeveloped land. There is no mention of housing stock.

Ajmer CDP cites the Master Plan to say that 51% residential area is available in the city, about 3.5% is commercial, another 3.5% is industrial, and 10 % is for recreation. Housing stock in the city is mentioned as above 1 lakh (as per Census data).

Bangalore CDP mentions that the residential area is 14.95% as per the Bangalore Development Authority, the commercial land is 1.59%, industrial land is 5.36%, and recreational land is 1.52%. It does not give details for the total developed and undeveloped land.

In **Bodhgaya**, 31% of the total area is developed as per a HUDCO survey of 2003 on land use. 13% of this is used for residential purpose, 2.5% for commercial activity, and a mere 1.4% for industries. Housing stock is 4,423 as per the 2001 Census.

Chennai CDP reports a substantial 52% as residential area, 7% as commercial, 5% as industrial, and 2% as recreational. There is no data given for housing stock, undeveloped, and developed land.

The same is true of the **Guwahati** CDP that only specifies residential areas as 25%, commercial 2.5%, industries 5.2%, and recreation 5.4%.

Kanpur yields figures of residential use as 62.93%, 3.28% for commercial, 6.93% for industrial, and 6.84% for recreational use. At the same time, the draft Master Plan for 2021 aims to bring the residential area down to 41%, industrial area to 5.5%, and commercial to 2.61%, while increasing the recreational area by almost 3%. But the CDP is silent about the extent of developed and undeveloped land.

Hyderabad CDP gives figures of residential area 44%, commercial 6.2%, and undeveloped 12%. It is curiously silent about the percentage of industrial area. Neither does it mention anything about housing stock. The Master Plan of HUDA has approved 470 sq.km of land for development in excess of demand (330 sq.km), cutting down on conservation areas.

In **Jaipur** the residential area is 46%, a decrease from the previous Master Plan, commercial area has gone up from 3% to 7%, industrial area decreased from 7% to 6%, and recreational area increased from 10% to 12%, while 50,000ha of land is available as undeveloped in the JDA land bank. The CDP reports a housing stock of 3, 71,192.

Lucknow has 54.98% allotted for residential use, 2.21% for commercial, 6.08% for industrial, and 2.67% for recreational. 12.42% of the total land is declared to be undeveloped.

In **Meerut** city 47.68% of the land is residential, 2.59% is commercial, 9.09% is industrial, and 16.58% is recreational, while 5,712 ha has been developed, 85,114.4 ha remains undeveloped. The total housing stock is not mentioned.

Mysore CDP says that 39.9% will be for residential use, 3.02% for commercial use, 13.48% for industries, public use will be of 13.48%, and semi-public use of 13.74%. It is silent about the details of the developed and undeveloped land. Total housing stock too has not been mentioned.

Patna CDP says that almost 61% of the land area is residential, 2.2% is commercial, 1.76% is industrial, and 1.56% is recreational. It quotes the Interim Report of the Patna Master Plan 2021, to state that less than 1% of the PUA is 'undeveloped' – that is, if the agricultural land, which is almost 19% of the total land area, is also treated as 'developed' land. The 2001 Census is cited to state that there are 2.83 lakh households and 2.7 lakh houses in the PUA.

Rajkot CDP mentions that 40% is used for residential purposes, only 2% for commercial activity, about 6% for industries, and about 1% for recreation. 77% of the land in the city is developed. Housing stock is said to be about 40%.

Surat CDP mentions 58% as residential, 17.8% for industries, and 2.4% as commercial area. It does not mention developed or undeveloped land and housing stock.

The **Varanasi** CDP shows 53% is residential area, about 3.5% is commercial and industrial, and 5.5 % is for recreation. 80% of the land is developed. It says the city has a housing stock of 1, 84,833 houses as per the 2001 Census.

6. Role of the private sector in providing services

In spelling out the institutional framework within which urban renewal is to be carried out, Toolkit #2 specifies that it is necessary to “present the organisational structure as it relates to the delivery and management of infrastructure services, i.e., who does what, and evaluate the efficiency and effectiveness of the existing institutional structures.” While the Toolkit acknowledges that “the analysis needs to be organised such that it sheds light on the key problems in the existing allocation of functional and financial responsibilities, and the extent to which it bears on the efficient and equitable delivery of services”, it also strongly recommends “a review of the role of the private sector in service delivery and the potential of public-private partnership in the development and management of infrastructural services.”

The **Agra** CDP has no analysis of the private sector and is silent on public-private partnerships (PPP). But there is a mention that street lighting will be contracted out for operation and maintenance purposes. The CDP also dreams of making Agra a world class city, primarily an education and health hub, with PPPs.

In **Ahmedabad** CDP there is again no review of private sector performance in service delivery but it is specified that Excel Industries Ltd will be hired to make soil enricher from the waste. There is also a mention of a Slum Networking Project to be carried out as PPP, but this is not elaborated.

Ajmer CDP is completely silent on the current role of the private sector and its possible future participation.

The same is true of the **Allahabad** CDP.

Bangalore CDP mentions the role of the private sector in providing a water treatment plant for water supply to the city but no other PPP is envisaged.

There is no private sector review in the **Bodhgaya** CDP but a few projects are mentioned under PPP: improvement of the present solid waste removal system; tourism related to pilgrims and heritage; and urban governance linked to a city wide mapping project.

In **Chennai** the ONYX firm is to be hired for solid waste collection; other than that there is no mention of a possible PPP.

Guwahati CDP has nothing about PPP.

Hyderabad CDP also is silent on the possible role of the private sector and PPP, although citizens' report that the ground reality is that private sector participation is happening secretly. Recently Solid Waste Management in the city has been completely handed over to “Ramky” group, which is being paid Rs 1,430/tonne of waste after handing over all infrastructure, as

compared to the cost of Rs 650/tonne being incurred by the municipality. The contract is being opposed by the employees' union on grounds of high cost and possible job losses.

Jaipur CDP mentions the role of private players in housing, such as the contribution of 13% housing by private developers and 11% by cooperative housing societies. Curiously an SEZ is proposed in the CDP with joint collaboration between RIICO and Mahindra and Mahindra, at an estimated cost of Rs 8,800 crore; and a World Trade Park with an estimated cost of Rs 350 crore to give a boost to trade in Rajasthan.

The **Kanpur** CDP contains no assessment of the role of the private sector but proposes that revenue collection will be outsourced.

As with many of the CDPs, **Lucknow** also has no mention of PPP.

Meerut city ignores the role of the private sector and of possible PPP.

Mysore CDP has no analysis of existing private investments but at some point it mentions the increase of income due to the water supply tariff which eventually went into the pockets of ADB. It also generally proposes to have increased partnerships with the private sector.

In **Patna** CDP, a survey is cited to suggest that there have been no private investments in any of the areas of civic provisioning. There is a proposal to invite private participation for a slum development and a solid-waste management project. Contrarily, the CDP also states that the overall private sector participation is expected to go up from 12% (Rs 11.98 crore) in 2007-08 to 20% (Rs 178.26 crore) in 2011-12; but no further details are given.

Rajkot CDP is silent on the issue of private sector participation.

The **Surat** CDP contains no analysis or review but stipulates that operation and maintenance of various services like water quality monitoring, sewerage, solid waste management, roads and street lights will be outsourced, although no potential private firms are mentioned.

Varanasi CDP does acknowledge a role for private agencies through PPP for in situ development of housing in the EWS/LIG category, solid waste management, sanitation, maintenance of street lighting, and upkeep of ghats.

7. Proposed developments

In "Developing a Vision for the City", Toolkit #2 is emphatic that a "vision is a statement of where the city wishes to go" and "aligns stakeholders' energies to work cohesively for the development of the city". In other words, "All objectives, strategies, programmes and projects must be aligned with the vision of the city. Developing a common vision requires a significant effort of consensus building in order to balance the competing demands arising from different economic infrastructure sectors, as also from different interest groups within the city." Thus, the planners have to "choose 'milestones' and targets such as provision of a minimum level of services to all; public disclosure and transparency in the formulation of budget proposals; introduction of a single window in matters of service delivery and management and the like. In developing the vision, cities must choose a set of criteria that are directly relevant to the JNNURM components. It is important that when cities define outcomes and milestones on the vision, they ensure that these are measurable and have a time frame."

Agra's vision only sets out a proposed budget of Rs 6,492.01 crore that increases to Rs 7,854.64 crore because of 5% inflation.

The **Ahmedabad** CDP lists a set of proposed development plans: National River Conservation Project (NRCP) Phase 1 completed, proposed Phase 2 to finish by 2011; water supply project; sanitation and solid waste, sewerage, storm water drainage; urban watershed management; urban transport including roads, highways etc; inner city development; health and education sector projects; public amenities and facilities; and urban environment. The proposals amount to an investment of Rs 5,111 crore for the seven year period. Similarly, for the urban periphery, a separate proposal plans for an amount of Rs. 3,712 crore worth of investment.

The **Ajmer** CDP does not mention anything under this head.

Allahabad has a vision of 15 projects under the UID component with a cost of Rs 700.60 crore, and quite a few BSUP projects costing upto 560 crores.

In **Bangalore** Rs 18,688.7 crore has been proposed for the UID projects and Rs 6,034 crore for the ones under BSUP.

In **Bodh Gaya** there is a mention of some projects under UID but there is no matching budget in the CDP, and there is no provision at all under BSUP.

The total budget proposed for **Chennai** is Rs 34,429 crore, of which about 21% goes for BSUP and the rest lies with UID.

For **Guwahati**, there is no provision for any projects under either head in the CDP.

In the **Hyderabad** CDP Rs 14,942 crore is proposed for UID projects, while there is a provision of Rs 4,575 crore for BSUP, i.e. about 23% of the total. Rs 500 crore have been allocated for urban renewal – or 2.5% of the total.

Jaipur sets out an elaborate budget for both UID and BSUP. The UID projects include sanitation, water supply, solid waste management, environment, sewerage, urban governance, and transportation. BSUP mentions an “Apna Ghar Yojana” by JDA for housing slum dwellers, with a share of 12% of the total proposed budget which is about Rs 564.8 crores. Other budgetary details about infrastructure are given in a detailed manner separately under each head.

Kanpur CDP provides for 15 UID projects with a budgetary provision of Rs 5,676 crore, and the far fewer BSUP projects have a budget of Rs 960 crore.

Meerut CDP gives a total of 7 UID projects with a budgetary provision of Rs 1,405.98 crore, which is 73% of the total budget. There are also 7 BSUP projects but with a budget of Rs 51.1 crore.

In **Mysore** Rs 1,767 crore have been provided for the UID projects of heritage development, water supply and sewerage, solid waste management, roads, transport, and urban spaces. Rs 201 crore have been set aside for the BSUP projects of low cost houses, public toilets, and the maintenance and operation of these.

In **Patna** the exact number of projects under each of the UIG and BSUP components is not clear from the CDP. A sum of Rs 3,417 crore has been budgeted for UIG projects, while Rs 200 crore is earmarked for BSUP projects. Interestingly, the BSUP budgetary allocation appears to have been increased by the State to Rs 313.15 crore.

The **Rajkot** CDP does not contain anything under this head.

Neither does the **Surat** CDP.

In **Varanasi** CDP, it is mentioned that there are Rs 254,143.07 lakh worth of projects under UID and Rs 307,259 lakh for BSUP projects.

8. Reforms

In the Toolkit #4, the process of project appraisal imposes a set of criteria for assessing whether a city will be able to obtain the assistance required for urban renewal. One of the critical parameters is whether the “city is willing to undertake reforms”. The proposal, therefore, has to include “a project-specific reform implementation plan linked to milestones with regard to: (i) Mandatory reforms to be undertaken by the ULB/parastatal agency and State Government; and (ii) Optional reforms to be undertaken.” In fact, it is clearly specified that appraisal will be based on whether “the State government and ULB/parastatal agency have committed to undertake and implement reforms and have agreed in principle to execute the MoA.”

The State Governments seeking assistance are obliged to carry out the following 7 reforms:

- Effective implementation of the Constitution (Seventy-Fourth) Amendment Act, 1992
- Repeal of Urban Land (Ceiling and Regulation) Act, 1976
- Reform of rent control laws
- Rationalisation of stamp duty to bring it down to no more than 5%
- Enactment of a public disclosure law
- Enactment of a community participation law, and
- Association of elected municipalities with the city planning function

At the Municipal level, there are a set of 6 “mandatory” reforms:

- (i) Adoption of a modern, accrual-based, double entry system of accounting
- (ii) Introduction of a system of e-governance for various urban services
- (iii) Reform of property tax so as to raise collection efficiency to 85%
- (iv) Levy of user charges to recover full cost of operation and maintenance
- (v) Internal earmarking of budgets for basic services to the urban poor, and
- (vi) Provision of basic services to the urban poor, including security of tenure at affordable prices

Apart from these there is a set of 8 “optional” reforms common to both:

- (i) Revision of bye-laws to streamline the approval process for construction and development
- (ii) Simplification of legal and procedural frameworks for conversion of agricultural land
- (iii) Introduction of property title certification
- (iv) Earmarking at least 20-25% developed land in housing projects for EWS/LIG
- (v) Introduction of computerised registration of land and property
- (vi) Administrative reforms including retirement schemes and surrender of vacant posts
- (vii) Structural reforms
- (viii) Encouraging public private partnership

Thus, there are a total of 21 reforms, all to be implemented within the 7 years of the Mission.

In **Agra**, according to the CDP, the Urban Land Ceiling and Regulation Act (ULCRA) has been repealed but all the other reforms are to be done.

Ahmedabad CDP affirms that the 74th Constitutional Amendment Act (74CAA) is in place and e-governance is being gradually introduced. The remaining indicators of reform do not find specific mention.

In **Ajmer** CDP, there is clear mention of reforms in property taxes, construction clearances, accounting systems, e-governance, user charges, and a separate budget for BSUP, but not of the others.

Allahabad CDP is silent on all the reforms that will be undertaken.

Bangalore has already implemented 74CAA and repealed ULCRA. Rent Control Act and Property Tax is also reformed. But there is no mention of the remaining reforms.

In **Bodhgaya**, the CDP claims that 74CAA is already in place. No changes have been brought in the systems of property title, tax, registration method, and conversion of land use. E-governance is yet to be launched, and user charges for O&M are yet to be introduced. The other reforms are not mentioned.

Chennai has implemented 74CAA, and ULCRA has been repealed in 1999 itself. Rent Control reforms are committed to be brought in from 2007-08. Property taxation and certification has been reformed while computerisation of registration process is on and to be completed by the end of 2007. Double entry accounting was initiated in 1982. E-governance is already in place, user charges for O&M of water and sewerage are being levied. Participation Law is not in place yet while Public Disclosure Law is to be implemented by the end of 2008-09. A separate budget is mentioned for BSUP from 2008-09 but there is no commitment for reserving 20-25% housing for EWS/ LIG.

In **Guwahati**, there is no information on implementation of 74CAA, repeal of ULCRA, reform of Rent Control Act and Certification process. But it is claimed that all the other reforms have been completed and there is a stated commitment to providing 20-25% housing for EWS/ LIG.

In **Hyderabad**, there is ambiguity about whether the 74CAA has been implemented or not. There is no clear information either on whether a Public Disclosure Law is in place, Rent Control Act reformed, and user charges for O& M introduced. For EWS/LIG housing the earlier commitment of 15% funding was later downsized to 10% as builders filed a case against the provision.

Jaipur CDP mentions repealing ULCRA, implementation of Rent Control Act and Property taxation (since 2003), double entry system of accounting, and implementation of 74CAA. However there is no mention about certification of property title, conversion of land use, e-governance and user charges for O&M. A three tier structure in the Ward Council has been described to ensure implementation of Participation Law. A Public Disclosure Law is also being implemented. There is provision for a separate budget for BSUP but no mention is made about provision for EWS housing in the reforms.

Kanpur CDP says that the repeal of ULCRA is under process. Necessary reforms for balancing the interests of landlords and tenants were made through amending the Uttar Pradesh Urban Building (Regulation of Letting, Rent, and Eviction) Act, 1972 by UP Act 17 of 1999. Property Tax and property title reform, and computerisation and conversion of land use are under consideration by the State government, as are Participation Law, Public Disclosure Law, and EWS housing. E-Governance will be taken up at the city level very soon. 74CAA will be done after the Urban Land Ceiling act is repealed. But the CDP is silent on the funds.

ULCRA is already repealed in **Lucknow**. All other reforms are yet to be done, although user charges for O&M are levied annually. A separate budget for BSUP is yet to be provided and 74CAA will be implemented soon.

Meerut CDP is keen on repealing the ULCRA. All other reforms are yet to be done.

Mysore CDP does not mention anything about the repeal of ULCRA, streamlining construction clearances, user charges for O&M, separate budget for the urban poor, Public Disclosure Act and 20-25% EWS housing. It says that implementing the Rent Control Act, Participation Law, e-governance, and double entry accounting is under way and will be completed soon, while 74CAA has already been implemented.

The **Patna** CDP indicates that plans are being made for property tax regime and certifying property titles. Computerising of registration has been started in the first year of the JNNURM; simplification of the conversion of land use is planned for Year 6. The streamlining of construction clearances is planned without specifying the year. Double-entry book-keeping is not currently practiced, and there are no immediate plans to institute this practice. E-governance is not mentioned in the CDP. In place of O&M, 'beneficiary contributions' are mentioned for many projects but without any specifics. BSUP projects, all of which are related to housing, have been budgeted for. The implementation of the 74CAA, the Participation Law, and the Public Disclosure Law are all planned to be brought in by the 3rd year of the Mission. The provision of 20-25% EWS/LIG housing is planned to be completed by the 7th and last year of the Mission.

Rajkot CDP mentions that reforms have been completed in property taxation, computerised registration, accounting system, e-governance, levy of user charges, Public Disclosure Law, Participation Law (partly), and a commitment has been made towards 20-15% provision for EWS/LIG housing.

In **Surat**, 74CAA is implemented and property taxation, computerised registration, and double entry accounting have been put in place. There is no mention of a specific budget for BSUP.

Varanasi CDP mentions about reforms in property taxation and certification of titles, construction clearances, e-governance, Participation Law and Public Disclosure Law, as also earmarking of 20-25% provision for EWS/LIG housing. There is no mention of a separate budget for BSUP.

Comparison of the Detailed Project Reports with the CDP

S. no	CITY	GROUP ¹	CDP	DPR	FUNDS		CDP and DPR compatibility
					Allotted in the CDP	Actually released	
1	Agra	B	No project details Time frame given	Solid waste management Sewerage Water supply No projects for traffic and transportation.	No funding details	25-50% released	CDP project names do not match with DPR list.
2	Ahmedabad	A	No specific projects Improving infrastructure		Overall project costs given No breakdown of costs	For most of the projects 20-50% sanctioned.	Present status of projects unknown.
3	Ajmer	C	P C Khel Nagar stadium Patel stadium Subhash Park Topdarah khel maidan 5 Major approach roads Other inner city roads Dargah area renovation Foot over-bridge	Water supply Dargah area redevelopment Sewerage		75% for water supply 25% for others Total allotted Rs 505.64 cr	
4	Allahabad	B	Water supply Solid waste management Tourism Heritage conservation	Water supply Solid waste management	Funding given	Funds sanctioned	Different heads in the two lists No progress reports
5	Bangalore	A	Ring road Other arterial roads Under passes Green spaces Urban afforestation Heritage sites Sewerage system	Specific projects: Underpass at Ring Rd/HB Rd Non-specific projects: Sewerage Water supply No BSUP projects	Details complicated, unable to grasp allocation of costs	25% funds released for all projects	Some congruence in roads and flyovers No details for other projects.

			Water supply Storm water drainage No BSUP projects				
6	Bhopal	B	CDP not available.	Water supply Urban renewal Mass rapid transit system			
7	Bodhgaya	C		No projects			
8	Chennai	A	Various heads Different projects No demarcation of funds	Water supply Sewerage system Traffic and transportation	Funding patterns not given	25-50% funds disbursed	No progress reports
9	Delhi	A	Water supply	Redevelopment of CP Urban renewal Heritage conservation		Funds not allotted	
10	Guwahati	C	Transportation Water supply Sanitation Sewerage Solid waste management	Solid waste management Water supply	Rs 3,200 cr		
11	Hyderabad	A	Water supply Solid waste management Traffic and transportation	Flyover Chandrayangagutta Pipeline TBR-Prashasan Ngr Water to Secunderabad (projects completed) Houses under VAMBAY Relocation of slum dwellers	Funding details not given	> 50% funds released for most projects	Status of projects unknown Projects not comparable
12	Indore	B	CDP not available	Water supply Mass rapid transit system Roads and flyovers			
13	Jabalpur	B	New roads Upgradation of old roads New bus terminus Bridges Subways Multi level parking Other infrastructure Slum improvement	Sewerage Sewage treatment Ph-I	Rs 1,929.22 cr		

			Slum rehabilitation Child care centres				
14	Jaipur	B	Development of walled city Widening of roads Sewage treatment plant	Urban renewal of walled city Solid waste management Sewerage system (Ph-I) Sewerage project (Ph-II) BRTS Conservation of P M Bori		25% funds for every project released	
15	Kanpur	B	Street lighting Roads Bridges Flyovers Solid waste management	Water supply Solid waste management Sewerage Sewage treatment plant			
16	Lucknow	B	Listing of projects in phases	Water supply Solid waste management Sewerage.	Funding details not given		No link between projects
17	Meerut	B	Urban renewal Water supply Drainage Road transport Urban environment	Solid waste management Water supply			
18	Mumbai	A	Metro Harbour sea link Meethi river development Water supply	Drainage Water supply Sewerage Overbridges.			
19	Mysore	C	No project details Broad schemes of: Water supply Solid waste management Sewerage Heritage conservation EWS housing	5 projects: Water supply Roads and flyovers Solid waste management Storm water discharge 46 slums development	Complicated funding scheme difficult to understand	25% funds sanctioned for two projects only	No heritage projects in DPR No congruence between projects
20	Nagpur	B	Description of projects No details No costing	Water supply Roads/flyovers.		25% funds sanctioned for water supply 50-75%	

						funds for rest	
21	Nanded	C	Heritage conservation Sewer treatment plant Water supply Storm water drainage Sewerage and sanitation	Heritage areas Underground sewerage Sewage treatment plant Improvement of city roads Water supply			
22	Nashik	B	Complicated details: Water supply Sewerage system Solid waste management Projects in phases	Water supply Solid waste management Storm water drainage Sewerage		75% funds approved for SWM 25-50% funds released for others	Projects not comparable Details of projects not given No progress reports
23	Patna	B	Many infrastructure Funding details given	No projects given			
24	Rajkot	B	Water supply Drainage Storm water drainage River redevelopment	Water supply Bus rapid transit system		Not clearly mentioned	
25	Surat	B	Water supply Solid waste management	Flyover construction Bridges Sewerage BRT corridor.	Funding details given for each phase	100% funds released for water supply 25% funds for others	Projects not comparable PPP models status unknown
26	Varanasi	B	Pedestrianisation of ghats Improvement of ghats Water supply Traffic management etc	Water supply Solid waste management Storm water drainage Sewerage	No funding details have been given	25% of funds for most of the projects	Status of heritage and tourism unknown Projects not comparable No BSUP projects

¹ As per the Mission overview

A - Cities with 4 million plus population as per 2001 census

B – Cities with 1 million plus but less than 4 million population as per 2001 census

C - Selected Cities (State Capitals and other cities/ religious/ historic and tourist importance)

Summary of CDP-DPR comparisons

Guidelines for Project Appraisal Toolkit #4 of JNNURM state that the following prerequisites are necessary for accessing investment assistance:

- a. the city is eligible for assistance
- b. the city is willing to undertake reforms
- c. the State government is willing to undertake State-level reforms
- d. the city has prepared a CDP
- e. the proposal is prioritised in the CDP (emphasis added)
- f. the city has prepared a detailed project report comprising techno-commercial analysis, legal assessment, establishment of institutional framework(s), risk assessment, environment and social assessment, financial operating plan, and an implementation plan, and
- g. the proposal complies with statutory requirements

Also, the Toolkit #2 specifies that only the following activities are admissible under JNNURM:

- i. Urban renewal i.e., redevelopment of inner (old) city areas (without land acquisition costs)
- ii. Water supply including setting up de-salination plants, where necessary
- iii. Sewerage and solid waste management
- iv. Construction and improvement of drains/storm water drains
- v. Urban transport
- vi. Laying/improvement /widening of arterial/sub-arterial roads and bridges
- vii. Laying of ring roads and by-passes around metro and mega cities, with toll charges
- viii. Construction and development of bus and truck terminals
- ix. Environmental improvement and city beautification schemes
- x. Construction of working women hostels, marriage halls, old age and destitute children's homes, night shelters with community toilets.

According to the guidelines, the City Development Plan is a framework or vision document for development of the city and, therefore, all the Detailed Project Reports being proposed under JNNURM must flow from the overall vision and development plan.

Agra

- There are three projects that find mention in the DPR list for UIG:
 - Municipal Solid Waste Management Project (Rs 87.50 crore in CDP and Rs 30.84 crore in DPR)
 - Water Supply (Rs 900.04 crore in CDP and Rs 82.70 crore in DPR)
 - Sewerage - Yamuna Action Plan Phase II for Branch and Lateral Sewer Lines in Northern Zone and Western Zone (Rs 763.73 crore in CDP and Rs 21.62 crore in DPR)Apart from these, there are no DPRs or budgets for heritage, industries, tourism, roads etc that are meant to develop Agra as a tourist destination as envisioned in the CDP. There appears to be a total mismatch and change in priorities.
- Under BSUP, there are 4 DPRs that find mention:
 - Integrated Development of Kanshi Ram Taj Nagari Phase-II
 - Integrated Development of Mananiya Shri Kanshi Ram Ji Kalindi Vihar I & II
 - BSUP Scheme, Phase-III – Ram Nagar, Nangla Budi, Ajampada, Bodla, Jatab Basti, etc
 - BSUP Scheme, Phase-IV – Nangla Ber, Kishorepura, Nangla Budi, Ajampada, Bodla, Jatab BastiAll together these are worth Rs 2.13 crore, while in the CDP the amount proposed under BSUP is Rs 480.85 crore.

Ahmedabad

- Under UID, Water Supply Projects as mentioned in CDP get reflected in DPRs also. Two projects of Sewerage renovation that are there in the CDP too, although the approved costs of Rs 69.22 crore and Rs 11.35 crore for the two do not tally with the Rs 26 crore given in the CDP. BRTS is proposed at a cost of Rs 460 crore whereas the CDP figure is Rs 87.60 crore. The remaining budget heads under Roads and Storm Water Drainage match with CDP.
- Under BSUP: the CDP contains a State government sponsored Slum Networking Project costing Rs 100 crore for in-situ up-gradation of slums in the city with participation from slum dwellers' associations and NGOs facilitating the process, to build 60,000 houses. However, there are three budget heads in the DPRs for Phase I, II, III costing Rs 0.98, Rs 0.87, and Rs 3.39 crore respectively, and the MoA is signed for Phase I only. The update is that all three have been cleared and sent to CSMC for approval.

Ajmer

- The CDP spells out the need to make Road and Rail Transport more efficient even inside the city, but there are no DPRs in this regard. On the other hand, there are projects for development of the Dargah area. Funds have been allocated sector-wise in the CDP and project-wise in the DPR.

Bangalore

- The striking feature of the Bangalore CDP is the sheer absence of project specifications proposed under investment requirements. For instance, under Water supply and Sewerage it mentions CAPEX, OPEX, and land acquisition charges without giving any details of the projects. There are broad budget heads: such as Lake Redevelopment; Existing and New Parks; Sewage Treatment Plants without any indication of how many and where and of what capacity; or Local Tourist Shuttles/Circuits/Heritage Walks/Ticketing without mentioning the locations, numbers, costs etc. Which raises the intriguing question of how were the budgets arrived at?
- In BSUP the budget heads are categorised on a zonal basis (east, west, north, and south). The funds for Relocation and In-situ Development are earmarked only for registered or declared slums. The budget heads given are Construction of Houses, Infrastructure, and O&M of Assets Created. Out of 11 proposals sent to the Centre for approval, 6 proposals which were to be funded by HUDCO but do not carry any specification except the name of the Municipal Corporation, have been returned to the State. The remaining 5 giving the number, name of slums and of the Corporation have been cleared.

Bodhgaya

- The DPR list, including one for BSUP, identifies none of the projects mentioned in the CDP.

Chennai

- Under UIG, there is a match with the CDP in the proposed budgets under heads like Sewerage, Drainage, Water Supply, and Roads and Transport.
- Under BSUP, the Construction of Houses and providing Infrastructure Facilities at 32 locations in the Municipal Corporation and Chennai city areas have been proposed with 13 being referred back and 14 cleared. A total amount of Rs 14.15 crore has been proposed out of which Rs 12.72 crore has been cleared. But the CDP contains nothing for the urban poor except Housing, nor does the DPR list the same. However, almost half the amount (including the plans referred back to State) has yet to be planned for.

Dehradun

- UIG projects for Water Supply and Solid Waste Management, Urban Renewal, Preservation of Water Bodies, Roads and Transport etc, where funds have been allocated in the CDP, are totally missing from the DPR list.
- In the BSUP list, only “Slums” has been written and it is difficult to understand whether that means slum up-gradation or relocation. Even the fund allocations are not matching. For the slums and urban poor the allocated fund in the CDP is Rs 62.31 crore, but in the DPR list the figures mentioned are Rs 498 and Rs 6.23 and Rs 3.16 without spelling out whether these are in crore or lakh.

Guwahati

- Guwahati CDP has identified the need for projects on Water, Drainage, Storm Water Drainage, Sanitation, Sewerage, Solid Waste Management, Transportation and Restoration, Preservation & Beautification of Water Bodies, Capacity Building Programmes for the ULB etc but the approved projects in the DPR include only those related with Solid Waste Management and Water Supply.
- Under BSUP projects in the CDP, there are Community Halls, Health Care, Education of the Poor, Slum Development, and Maintenance of Slums. But in the DPR only Construction of Houses has been approved.

Hyderabad

- The DPR lists four projects that are not there in the CDP at all. Moreover, the time for project completion has been extended up to the year 2016 or 2025, as against the closure year of 2012 for JNNURM. Curiously, a project which is there in the CDP but not in the DPR is on Solid Waste Management. Two projects that are there in both CDP and DPR are the Musi River Revitalisation and Charminar Pedestrianisation, but there is no budget for the former.
- As far as BSUP projects are concerned there is a mismatch between the DPR list and the CDP. There is a mention of provision of housing for the poor and EWS housing but with no figures for either.

Indore

- In the CDP the proposal is for ‘Construction of RCC Barrage at Yashwant Sagar tank including trunk line of 720mm dia of 8500m worth Rs 35 crore, whereas in the DPR this changes to ‘Yeshwant Sagar Water Supply System Augmentation Scheme’ budgeted for an approved cost of Rs 23.75 crore. The DPR lists the Indore Sewerage Project without giving any break-up for the total cost of Rs 307.17 crore, while the CDP details 2 big projects costing Rs 346.6 crore. Under Roads and Flyovers the CDP gives details for a number of roads and intersections across the city; however, in the DPR there is a single budgeted head for development of 8 roads. A budget for piloting BRTS is approved in the DPR, but does not find any mention in the CDP.
- Under BSUP, 4 out of 6 budgeted DPRs have been referred back to the Centre and two approved for funding. The BSUP focuses on Slum Development, Rehabilitation, and In-situ Upgradation, giving names of the locations such as North Toda Indore Part A etc. But the approved projects are general in nature: Indore (Scheme No. 134) and “slum redevelopment at different locations”.

Jabalpur

- Under UIG only two projects for Sewerage and Sewage Treatment Plan have been approved at budgets far less than the projected amounts in the CDP – this does not clarify whether the budget is being released in phases or there is a reduction in cost. No other CDP projects find mention in the DPR list.

- Under BSUP, out of 5 proposed projects one has been referred back while the rest are approved for Rs 87.93 crore out of a total proposed budget of Rs 467.78 crore.

Jaipur

- DPR projects mentioned under Urban Renewal, Sewerage, Water Supply, MRTS, Preservation of Water Bodies, and Solid Waste Management match the commitments made in the CDP.
- Under BSUP, there is only a single project with the title 'Jaipur Phase I', costing Rs 1.69 crore, that has been approved by the CSMC. The CDP mentions a single plan as well but with the title 'Apna Ghar' worth Rs 546 crore.

Kanpur

- A large number of projects are given in the CDP but only 2 out of some 30 in the UIG and 3 out of 4 in the BSUP list are incorporated in the DPRs.

Lucknow

- Under UID, there are DPRs for Solid Waste Management, Water, Storm Water, and Sewerage only. There is no mention of the projects in the CDP related to Roads, Bridges and Parking Lots, although one major CDP project (that is not mentioned in the DPR) of making an Elevated Expressway over the Haider canal is in full swing.
- In BSUP, Integrated Rehabilitation Project Phase-II, In-situ Slum Development, and Integrated Rehabilitation at Nayi Basti Phase-III find mention, of which the last one has been deferred.

Meerut

- 2 project heads, Water Supply and Solid Waste Management, are mentioned in the UID list of projects sent for approval and both have been cleared. However, none of the other plans has been converted into proposals as per the CDP list.
- In BSUP, the DPRs are for Integrated Upgradation & Housing Project for 5 Slums; BSUP Scheme Phase II, and BSUP Scheme Phase-III. It is, however, unclear whether integrated development undertakes all the planned heads in the CDP or not.

Mumbai

- The vision in the CDP is to "transform Mumbai into a city of the millennium" but this does not translate into specific developments in the CDP. The Emerging City Development Strategy identifies the key sectors that need to be prioritised including Housing, Infrastructure Development, Heritage and Tourism Promotion etc. But instead of identification of projects, there are general statements like "need to increase housing affordability by all", and "an immense need to improve governance". No details are given regarding fund allocation or completion date of any projects. Phrases like "several projects are already underway", and "it is proposed that a MRTS to be built", give no idea regarding the implementation or the status of these projects.
- Some projects pertaining to BSUP have been mentioned in the CDP, such as "create 800,000 low income houses to rehabilitate slum dwellers", but no such project has been identified in the DPR list. Also no clue is given as to which slums are to be re-settled and on what criteria.

Mysore

- Again in Mysore, no detailed budgets have been presented for the proposed projects in the CDP. Lump sum amounts have been mentioned for broad heads like Development of Lake, Slum Improvement, Solid Waste Management etc. The budget heads merely refer to 'parameters' without quoting any specific works. 6 projects have been approved for UIG, but

here too, as in the CDP, specifications are missing in the DPR. Thus, under Road and Flyovers, the entire Outer Ring Road is mentioned. Similarly for Solid Waste Management, integrated municipal solid waste strategy is mentioned as a general category against which a bulk amount of Rs 29.98 crore has been allotted – and also approved. Barring 2 heads where the stretch of work is mentioned the remaining 4 are general in nature and the budgets are just lump sum amounts.

- There are 2 projects under BSUP, and both have been cleared. Rs 45.62 crore has been allocated for BSUP Scheme covering 46 Slums in Phase-II.

Nagpur

- The projects identified in the CDP and the DPR lists are very different from each other and not comparable. In fact, the CDP uses terms like “sustainable city” and “clean city” but no definite and distinct projects are identified as such. On the other hand, the DPR lists several specific projects although no funding details have been given.

Nashik

- The DPR list identifies 4 projects only while the CDP lists quite a number of projects pertaining to Sewerage, Water Supply, and Solid Waste Management etc. There is no project related to Traffic and Transportation in the DPR list whereas the CDP has a project worth Rs 605 crore. At the same time, the CDP mentions miscellaneous works worth Rs 252 crore that would be undertaken under PPP without giving any indication about what these works would entail. An interesting observation is that in the CDP the project completion dates extend up to 2016, whereas in the DPR list the dates are only up to March 2010. None of the projects show parity in the allocation of funds between the CDP and the DPR.

Patna

- Unlike many of the other CDPs, the Patna one has a fairly detailed section describing the projects proposed, devoting a sub-section of a chapter on ‘Projects and Capital Investment Plan’ to various UIG as well as BSUP projects. In the case of UIG projects, the CDP provides break-ups for all the Solid Waste Management and Water Supply projects planned in terms of components (i.e., ‘civil work for the electronic weigh bridges’, or ‘household bins’) but it does not tell us precisely what projects are planned location-wise, so it is impossible to make direct comparisons between the CDP, the DPRs, the details of funds released project-wise, and the situation on the ground. Further, while there are some details of funds released for all the five Solid Waste Management and Water Supply Projects proposed for the PUA, full details have been provided on the JNNURM website for only one project of Municipal Solid Waste Management for Patna Town, at an approved cost of Rs 36.95 crore, out of which the central government is committed to provide Rs 18.48 crore (it has so far released Rs 4.62 crore). No part of the amounts committed by the State or local governments has so far been released. Given that the funds released for the UIG projects appear to be a miniscule fraction of the Rs 3,417 crore proposed in the CDP (and are not even correlated with the details provided in the CDP) – and the fact that almost no work appears to have been undertaken in this area – it is not possible to trace any meaningful links between the CDP, the DPRs and the projects on the ground in the case of UIG projects.
- The BSUP housing projects detailed in the State Government brochure above do seem to follow logically from what has been set out in the section titled ‘Slums & Poverty Alleviation’ in the CDP chapter mentioned above. This section states that “1.73 lakh households reside in slum areas”, and that “20% are new migrants (0.34 lakh) in marginal lands along pavements etc.” The brochure seems to suggest that it will be households from this group (Category D) that will benefit from the 12,596 houses it has proposed to build in the eight phases detailed above. This project appears to be underway. However, there is no connection between the cost estimates mentioned in the CDP and those budgeted for and cleared by the Urban Development ministry in the DPRs. In the CDP, a sum of Rs 200 crore is budgeted to cover

all BSUP projects. Further, a sum of Rs 72 crore (to be fully borne by the Patna Municipal Council) has been budgeted for all projects related to Category D. But, according to the DPR, a sum of Rs 313.15 crore will be expended on housing projects that will cover only 37% of this category (Rs 140.83 crore of this will be borne by the Union Government and Rs 172.32 crore by the beneficiaries; it seems the State Government will not bear any financial costs for these projects; the responsibility for the projects will be with the Patna Municipal Council). It is not clear how much of all these funds have been made available so far, where the remaining funds will come from, and what other projects are being thought of.

Rajkot

- In Rajkot, CDP projects have been planned for Water Supply, Drainage, Storm Water Drainage, Roads, Solid Waste Management, Traffic Management, River Redevelopment, E-governance, etc and most of the related DPR projects have been approved except for Traffic Management and E-governance.
- Under BSUP many important projects like building RCH Centres for the Poor, Training Centres, and Slum Up-gradation which were scheduled in the CDP do not find a place in the DPR. In the CDP 3,000 houses were to be built under VAMBAY but in the DPR only 2,640 houses have been approved.

Surat

- There is no match between the projects identified in the DPR list and the CDP. Thus, in the CDP, the Sewerage project is for Rs 389.20 crore whereas in the DPR list it is Rs 55.65 crore; Rs 30 crore is to be spent on Traffic and Transportation in the CDP, but in the DPR list it is budgeted at Rs 936.49 crore. There is total incongruity in the share of funds, and no completion dates are given in the CDP.

Varanasi

- The DPR identifies only 4 projects pertaining to Water Supply, Storm Water Drainage, and Solid Waste Management, whereas the CDP lists out almost 4 times that many. There is no match in the projects mentioned in the CDP to that of the DPR list. There is, therefore, a problem of comparability when it comes to the funds. For instance, the CDP mentions several projects pertaining to the improvement of Tourism and Heritage Sites worth Rs 34 crore, but these are absent in the DPR. Similarly, the CDP earmarks Rs 864 crore for Sewerage and Rs 381 crore for Water Supply, but the DPR decreases those to Rs 309.12 crore and Rs 111.02 crore respectively. The projects mentioned in the DPR list are also very general, viz Solid Waste Management of Varanasi, Storm Water Drainage Works for Varanasi, and so on.

Media reports on Performance of JNNURM cities (Based on media reports from December 2006 to February 2009)

In the last three years, several reports have appeared in the media which give some indication of how different cities are performing with respect to JNNURM and what have been some of the difficulties.

Agartala

This city has a credit rating of 05. The CSMC approved the first JNNURM Water Supply Project under UIG in which 33 new deep tube wells and 4 new water treatment plants would be installed and was expected to be completed in 36 months. The works will be taken up under ADB/State/Other Institutional Funding with a total cost of Rs 78.26 crore wherein 90% is the Centre's share¹ But the MoUD says that no proposal has been submitted by Agartala and Rs 40 crore are lying unused.

Agra

Agra has been given a credit rating of 29. Yamuna Action Plan Phase II for Branch and Lateral Sewer Lines in Northern Zone and Western Zone, and Municipal Solid Waste Management has been proposed under UIG. The Tourism Minister has announced Rs 102 crore for infrastructure development for Agra². The city has ensured 85% coverage in property tax and 90% in tax collection³. UP will get an additional fund of around Rs 2,500 crore, which covers seven major cities (including Agra) and 96 small towns in the state. The Centre has agreed to provide Rs 100 crore each for the seven cities for starting new projects in addition to those already undertaken there⁴. The government has prepared a proposal for the constitution of an Urban Transport Directorate that would upgrade transport in the urban areas as well as streamline traffic⁵. Chief Minister Mayawati announced a separate Rs 1,400 crore package for Agra⁶. But the change in the government headed by Mulayam Singh to one by Mayawati has led to non-implementation of the Projects under JNNURM⁷.

Ahmedabad

The credit rating is 33. Around 40% of the capital assigned to the JNNURM project was to be directed towards the development of the poor. But States across India, including Gujarat, have not used this fund for the same purpose. The amount sanctioned was instead used for development purposes, for which, a substantial amount was already released. Gujarat has launched a massive urban development programme aimed at upgrading infrastructure and building houses for the poor in cities for which funds from a centrally-sponsored scheme will be utilised, officials said. 21 projects worth Rs 784 crore have been approved under UIG out of a total of 61 projects for Ahmedabad, Vadodara, Rajkot and Surat.⁸ The city is all set for having the

¹ http://pib.nic.in/release/rel_print_page.asp?reid=43653

² Digest no1073; June 2, 2008

³ Digest no 1005, April18, 2008

⁴ http://timesofindia.indiatimes.com/Lucknow/Centre_fills_state_coffers/articleshow/4067540.cms Centre fills state coffers; 3 Feb 2009, Arvind Singh Bisht, TNN

⁵ <http://cities.expressindia.com/fullstory.php?newsid=252078>
Lucknow newslines; Wednesday, August 22, 2007

⁶ http://timesofindia.indiatimes.com/Lucknow/Lucknow_gets_projects_worth_Rs_2400cr/articleshow/4084346.cms
Lucknow gets projects worth Rs 2,400cr, 6 Feb 2009, 0513 hrs IST

⁷ <http://www.expressindia.com/latest-news/lack-of-coordination-continues-to-haunt-innurm-in-the-state/285067/>; March 17, 08

⁸ jnnurm@yahoogroups.com

unique Bus Rapid Transit System, expected to provide world class services. The Centre has said that the State government has to follow certain norms in order to access the stimulus fund. The Union Government has demanded that the State waive taxes and duties on urban transport. These funds are the only way to make it possible for Ahmedabad Janmarg Limited (AJL) to go in for eco-friendly CNG low-floor buses instead of Euro-3 diesel that were ordered to be rolled out in May⁹. These diesel buses cost close to Rs 31 lakh and lacked the frills promised earlier. This could also mean a ban on parking on main roads, steeper parking fees to fund urban transport. The Central Government has insisted that the State Governments applying for this stimulus fund should also start an advertising policy to generate additional revenues for the overall transport system.

Under BSUP, the government had submitted two projects worth Rs 154.9 crore and both have been approved by the MoUD¹⁰. Around Rs 1,250 crore will be invested to make Ahmedabad a slum-free city by 2012. 20% of the abandoned cotton mills' land will be developed by the Corporation and used as a site for housing. A total of 18,000 houses of casting concrete will be provided to the poor families. Of these 600 are ready and 180 families have already moved in. An effort was made to incorporate people's participation through PWCs under JNNURM which has not seen the light of day. "No state has passed an Act which fulfils this requirement in letter and spirit. The draft is pending government's consideration," says a senior state urban department official¹¹. Slum dwellers residing in Macchipir Indira Society of Maninagar have been issued notices to shift to Piplag for an alternative rehabilitation for another infrastructure development project of the AMC. The Sabarmati Riverfront Development Project, which is expected to attract maximum attention during the Vibrant Gujarat Global Investors' Summit 2009, will displace around 35,000 odd families from the riverbed and the surrounding areas.

The apex court had ordered a stay on the demolition of hutments in Santosh Nagar and Vatva on the request of Jan Sangharsh Manch and other social groups in the city. However, barely three months after the stay, the civic body resumed its drive. The demolitions were carried out in Paldi, Dudheshwar, Machchipir and Vatva, evacuating nearly 700 people. Those evacuated were shifted to JNNURM dwellings immediately. Yet, those given promises of JNNURM houses for the last many years are still waiting. Residents of slums and chawls will soon be moving into neat vertical homes built by Ahmedabad Municipal Corporation (AMC) for Economically Weaker Sections (EWS). The AMC is building up to 20,000 houses for the urban poor in the city on a loan of Rs 120 crore from Central Bank of India. This is the first such housing project whose funding has been cleared by any public sector bank under the Interest Subsidy Scheme for Housing the Urban Poor (ISSHUP). These houses are being developed in the city at 29 locations at an estimated cost of Rs 350 crore¹².

Aizawl

The city has a credit rating of 04. Projects include Renovation of Water Supply Phase-I for Rs 16 crore, Lawipu Housing Project for Rs 20 crore, Lunglei IHSDP Project for Rs 7 crore, and EWS Housing for Rs 14 crore. The Mizoram Municipalities Act 2007 has been passed.

Ajmer-Pushkar

The twin-towns have a credit rating of 69 and the Central Government has sanctioned a whopping mega project for Ajmer and Pushkar. Higher rated cities are getting more Central funds.

⁹ http://timesofindia.indiatimes.com/Ahmedabad/BRTS_drives_closer_to_Amdavad/articleshow/3934736.cms.

¹⁰ <http://cities.expressindia.com/fullstory.php?newsid=203709#>, Oct 4, 06

¹¹ <http://timesofindia.indiatimes.com/Ahmedabad/People-participation-still-a-mirage-in-in-democracy-Activists/articleshow/4387023.cms>

¹² <http://www.indianexpress.com/news/amc-may-land-in-legal-trouble-for-recent-demolition-drive/479511/0>

Ajmer is getting about 9% of the entire JNNURM funds¹³. But local opinion says that the money is being misused by way of appointing incompetent specialists, who have previously been in the department, as consultants. What assurance is there that these people can help JNNURM projects¹⁴. Other news is that House Tax Collection has been simplified from annual rental value to area based collection; stamp duty has been reduced from 11% to 3%; Land and Building Department has been abolished to avoid multiple taxation; ULCRA has been repealed; Model Rent Control Act introduced; and Rajasthan Urban Infrastructure Financing and Development Corporation (RUIFDCO) formed for technically and financially supporting the ULBs¹⁵. But, for a similar project, a Water Aid report points out, "Tariff charged by the department is woefully inadequate to cover the cost of production of water"¹⁶.

Allahabad

The credit rating is 26. The Centre has approved the two municipal solid waste (MSW) projects for Agra and Lucknow. Sources in the urban development department said that around Rs 1.5 crore have already been released for that. But the money will now lie idle with the PLA to be used later. The Election Commission's denial of permission to the State Government to undertake the ground work on these projects assumes significance as these were approved by the Centre. The rest, like those on drainage in Kanpur, Agra, Varanasi, Allahabad and Lucknow have been rejected for one reason or the other, confide sources in the urban development department¹⁷. The city claims to have ensured 85% coverage in property tax and 90% in tax collection¹⁸. Other factors reported are similar to those for Agra.

Amritsar¹⁹

Punjab has "failed miserably" to take benefit of the Centre's flagship JNNURM scheme, as it is yet to avail Rs 470 crore against the seven-year allocation of Central assistance of Rs 538 crore. The Centre has no problem in releasing the funds, but it is entirely demand-based. If there is no demand from the State concerned, all the Ministry can do is to bring it to their notice, which it has done in Punjab's case. The city has a credit rating of 46 and so comes under Non-investment Grade city but receives only 13% of the funds as compared to richer cities²⁰. Work has not started at all but for two projects: the first being a major elevated road project (ERP) costing Rs 150 crore, was expected to be complete by now, but by Government's own admission only 42% of the work has been completed. Officials claim the project would be completed by this year end, but the ground realities suggest that it would take more than one year for completion²¹. The Urban Development Ministry has approved the release of a third instalment for construction of two-lane elevated road to Golden Temple and four-lane elevated road on G T Road costing about Rs 32 crore in Amritsar²². The Tourism Ministry has identified 20 mega destinations for infrastructure development; Amritsar is one of these cities²³.

¹³ <http://www.livemint.com/2008/11/16235631/How-not-to-fund-urban-renewal.html?h=B> Kanhu Charan Pradhan Nov 18,

¹⁴ <http://ajmerengineers.blogspot.com/2008/03/jnnurm-for-ajmer-and-pushkar.html>

¹⁵ urbanindia.nic.in/moud/programme/ud/presentations/iaipur/Raasthan_Govt.pdf -

¹⁶ <http://www.businessworld.in/May2206/indepth04.asp>; May 22, 06

¹⁷ <http://www.articlearchives.com/government-public-administration/elections-politics/1802242-1.html> March 27 2007

¹⁸ Digest no 1005, April 18, 2008

¹⁹ <http://www.financialexpress.com/news/Punjab-yet-to-avail-Rs-470cr-JNNURM-funds/482807/#>

²⁰ <http://www.livemint.com/2008/11/16235631/How-not-to-fund-urban-renewal.html?h=B> Kanhu Charan Pradhan

²¹ http://timesofindia.indiatimes.com/Chandigarh/Punjab_slow_in_executing_JNNURM/articleshow/3359073.cms

²² <http://www.indopia.in/India-usa-uk-news/latest-news/327312/National/1/20/1>

²³ jnnurm digest 1073

Asansol

Asansol's credit rating is 39. State urban development & municipal affairs minister, Asok Bhattacharya, said that only the Haldia and Asansol municipalities have been able to release bonds to raise funds because of higher assets and fund-size credit ratings.²⁴ The CSNC has approved the release of third instalment of Additional Central Assistance (ACA) of Rs 3.60 crore for the 7 MGD Water Treatment Plant together with reservoir, distribution system and allied works. The total approved cost of the project is Rs 28.78 crore. First and second instalment of ACA of Rs. 3.60 crore each had already been released. Total ACA to the tune of Rs 14.39 crore will be provided for the project²⁵. The Union urban development ministry has approved 100 buses for Asansol. It will fund 35% of the project cost pegged at Rs 22 crore for Asansol²⁶. A proposed project of a truck terminal in Asansol is on the cards subject to sanction of money from the World Bank²⁷. In the past two budgets, State finance minister Asim Dasgupta stepped on the gas to mop up revenue from owners of private cars and two-wheelers. He shifted gear from annual tax payment to five years at one go for cars and lifetime tax for two-wheelers and hiked the tax rates by nearly 100%.²⁸

Bangalore

This metro city has a surprisingly low credit rating of 21. The BBMP is close to bankruptcy because it has collected almost no property taxes. It is also hit by a lack of proper administration. With its finances precarious, the BBMP is likely to put infrastructure projects worth about Rs 1,600 crore only. It has demanded the introduction of a surcharge on property tax, an infrastructure impact fee, real estate fee, Value Added Tax (VAT), a consumption tax on electricity and liquor, and also the reintroduction of the surcharge on stamp duty. The State Government has estimated that Rs 36,000 crore are needed in the next six years to fulfil the infrastructure needs of Bangalore. It has sought a special grant of Rs 8,000 crore from the Centre to address these needs²⁹.

Cyclists constitute 15% of the traffic on roads and organisations promoting cycling are positive that more people will take it up if some space is made available to them. Organisations are now planning to hold an awareness rally to make more people use bicycles. Unlike other Indian metros, cycling in Bengaluru is easy due to moderate weather conditions and lesser average distance between residential areas and offices when compared to other metros³⁰. At the same time, there is huge spending on transportation, especially to augment the Volvo fleet. But a study shows that the buses are not running to full capacity on several routes, with the occupancy in some buses pegged at less than 15 passengers per bus. The Centre under the JNNURM has made available funds to city transport agencies for purchase of buses. This has come as a windfall for BMTC, which has been planning to increase its fleet strength from the present 5,700 to 10,000 by the year 2012. The total cost of the JNNURM projects is estimated at Rs 300 crore³¹. However, while deadlines are set, funds are available and announcements made, BMTC cannot induct 1,000 new buses by June 30 because of low production capacity of manufacturing firms.

²⁴ <http://cities.expressindia.com/fullstory.php?newsid=204723#>

²⁵ <http://pib.nic.in/release/release.asp?relid=39355>

²⁶ <http://timesofindia.indiatimes.com/Kolkata /State may tax cars to buy buses /articleshow/4203342.cms>

²⁷ <http://timesofindia.indiatimes.com/Kolkata /Govt knocks on World Bank doors for funds /articleshow/4067753.cms>

²⁸ <http://timesofindia.indiatimes.com/Kolkata /State may tax cars to buy buses /articleshow/4203342.cms>

²⁹ jnnurm@yahoo.com

³⁰ <http://www.deccanchronicle.com/bengaluru/cyclists-demand-dedicated-track-983>

³¹ <http://www.deccanherald.com/Content/Mar312009/city20090331127211.asp>

The State was expected to fund approximately Rs 700 crore for land acquisition, and the Centre was supposed to provide gap funding. But in the last two months, the government did a U-turn on the project. There was a proposal to build an elevated road from Marathahalli all the way up to Hebbal flyover being awarded to IDEB. The Rs 3,600 crore High Speed Rail Link (HSRL) project which would have ensured a 20 minute ride to BIA from MG Road has been scrapped by the State Government. The Bangalore City Traffic Police (BCTP) is making attempts to bring down the number of road accidents. The latest attempt at bringing in traffic discipline is the laying of reinforced cement concrete (RCC) medians. The traditional concrete blocks, boulders and iron grilled road medians in the city are being replaced with the RCC median. The rate of road accidents will come down by 15 per cent once the RCC medians are in place. People formed a human chain to prevent the BBMP men from laying the road through a park to connect the 6th and 7th main roads. If these contractors are allowed to form a road through the children's play area, people won't be able to enjoy the park in peace³².

The BWSSB has decided to supply treated water in all areas at 50% of the cost of drinking water that is being supplied now. Treated water supply will begin within six months. The BWSSB will set up 20 sewerage treatment plants across Bangalore. Used water will be treated in these plants, and will be transferred to storage points to be set up at all 198 wards of BBMP. The plan is to supply 700 million litres of treated water every day. Residential areas being supplied with water drawn from borewells by the civic authorities in various cities and towns in the State will get clean water drawn from either the reservoirs or rivers, thanks to a massive integrated drinking water supply programme being undertaken by the Urban Development Department, with financial assistance from the Asian Development Bank³³.

Though the Union budget has enhanced Central assistance for solving the flooding problems that plague Mumbai and West Bengal, Bangalore has been given the cold shoulder. Redesigning, protests, delay in land acquisition, poor response from contractors, and re-tendering have delayed work on 17 infrastructure projects sanctioned for Bangalore and Mysore. The State has failed to reap the benefits accruing to it under the JNNURM in which the Centre bears 35% of the cost for a metropolitan city such as Bangalore and 80% of the cost for a two-tier city like Mysore. Of the 58 projects approved, only four have been completed³⁴.

Karnataka wants people in the State's slums to move to apartments. But the slum dwellers demand tenurial rights of their existing homes, so they can sell the houses at will. They now have a possession certificate, which bars them from selling houses. But the government insists multi-storey apartments are the solution because there isn't enough land. The High Court stayed the construction work of houses for slum dwellers under a JNNURM scheme at the temple street of Malleswaram. The residents alleged that BBMP is misusing the scheme. The petitioners contended that there were no slum dwellers in the area and that BBMP is building houses for its officials by demolishing public property³⁵.

Bhopal

It has a very high credit rating of 65. But of the cities in the poorer states, Bhopal will receive only 9%³⁶. The CSMC has approved water supply distribution network for Bhopal Municipal Area for proper utilisation of water available from the Narmada scheme. The project envisages that by 2011, the city will provide water 24x7 (round the clock) for the entire city with 100% metering. The project will cover 100% urban poor and minorities ensure potable water supply with ample

³² jnnurm@yahoogroups.com

³³ jnnurm@yahoogroups.com

³⁴ jnnurm@yahoogroups.com

³⁵ <http://www.expressbuzz.com/edition/story.aspx?Title=Reference+to+Judicial+Layout+irks+HC&artid=6xB4iVWMkL4=>.

³⁶ <http://www.livemint.com/2008/11/16235631/How-not-to-fund-urban-renewal.html?h=B> Kanhu Charan Pradhan

pressure, and volumetric tariff based upon consumption. The project would be implemented by the Bhopal Municipal Corporation³⁷. Bhopal's existing sewer serves 30% of the city's population but treats only 20% of its waste. The lack of sewage management has polluted the Upper Lake, Bhopal's main water source. No funds have been allotted for lake cleaning³⁸. BRTS project will also be coming in Bhopal³⁹. According to one media report, four cities (Bhopal, Indore, Gwalior and Jabalpur) have received crores of rupees under JNNURM. Even though many development works have been taken up in these cities yet they cannot be said to be satisfactory. The Corporations have IAS level officials as administrators; still it is a dilemma that better results are not coming out. There may be many reasons attributed for this drawback, prominent among them being political interference. The biggest problem facing development issues is corruption. There are many complaints of irregularities in works carried out under JNNURM⁴⁰.

Proposed houses for the urban poor under JNNURM are 18,452, of which 6,300 are under construction or complete. 380 houses in Shyam Nagar are already allotted to slum dwellers where 1,440 houses have to be constructed for the poor⁴¹. But those who have got the house have no registration under their names⁴². When the residents applied for electricity meters, then MPEB slapped cases against them for electricity theft⁴³. This is in spite of the fact that the MP government has decided to confer land ownership rights to all slum dwellers in the State.

Bhubaneswar

The capital of Orissa has a credit rating of 60 and got a Rs 700 crore project cleared through JNNURM⁴⁴. Some of the major projects include development of sewers, pumping stations (main, intermediate and lift), a sewerage treatment plant and disposal, renovation and replacement of old sewers, and low-cost sanitation⁴⁵. While 100 buses would ply within the capital city, 50 buses would be dedicated to the pilgrim town of Puri. These two cities of the State have been selected to be funded under JNNURM scheme for their overall development⁴⁶.

The State Government has included 3 slum areas under BSUP during the 2007-08 financial year for construction and upgradation of 1,961 dwelling units. The slum areas included under BSUP are Dumduma, Bharatpur, and Nayapalli. DPRs of these have been approved by the Centre for Rs 51.2 crore of which Rs 11.45 crore has been released to the Bhubaneswar Municipal Corporation (BMC) for execution of the project. Apart from this under the VAMBAY scheme Rs 0.42 crore was provided to 142 beneficiaries, all below poverty line (BPL) slum dwellers, for construction of their dwelling units against the target of 250 units. Out of this, Central subsidy was Rs 20 lakh⁴⁷. Funds sanctioned for the housing scheme under the JNNURM are lying unspent as efforts to disburse them to individual beneficiaries have met with unforeseen roadblocks. The

³⁷ <http://news.webindia123.com/news/articles/India/20090219/1181152.html>

³⁸ Digest no 785

³⁹ http://timesofindia.indiatimes.com/Ahmedabad/BRTS_drives_closer_to_Amdavad/articleshow/3934736.cms

⁴⁰ JNNURM works in cities: Total commitment lacking, Digest no 726

⁴¹ Dream Houses bring them no cheers. HT live Bhopal March 18, 2009

⁴² Dream Houses bring them no cheers. HT live Bhopal March 18, 2009

⁴³ Dream Houses bring them no cheers. HT live Bhopal March 18, 2009

⁴⁴ <http://www.financialexpress.com/news/rs-700cr-innurm-project-cleared-for-bhubaneswar/439539/0>

⁴⁵ <http://www.financialexpress.com/news/rs-700cr-innurm-project-cleared-for-bhubaneswar/439539/0>

⁴⁶ <http://www.hindu.com/2009/03/13/stories/2009031357590300.htm>

⁴⁷ <http://www.expressbuzz.com/edition/story.aspx?Title=Now,+three+slums+under+JNNURM&artid=9|2J0/4DdAo=&SectionID=mvKkT3vj5ZA=&MainSectionID=fyV9T2jla4A=&SectionName=nUFeEOBkuKw=&SEO=April+15,+2009+4:02+PM+IST>

scheme was to provide houses to slum dwellers rehabilitated in urban areas.

Bodhgaya

Credit rating of 32. HUDCO's Executive Director (Design and Development) R K Safaya said improvement in civic amenities such as water supply, drainage and sanitation, as proposed in the Master Plan, will be used for funding a tourism centred development under JNNURM⁴⁸. But no proposals have been submitted and funds are lying unused⁴⁹.

Chandigarh

Chandigarh's credit rating is 47. The Municipal Corporation (MC) is planning to privatise the maintenance work of green spaces in Chandigarh⁵⁰. The tenders for privatisation have been floated and the work will be started soon. MC officials claimed that the privatisation system has resulted in better maintenance of the green belts and saving labour as well as money. Apart from the existing green belts, new belts are being developed in Sectors 32, 46, and 47.

Years after the Slum Rehabilitation Project under the Chandigarh Small Flats Scheme-2006 was conceptualised, with the Chandigarh Housing Board (CHB) as the nodal agency, none of the beneficiary 26,000 families across 18 slums has been allotted a unit so far. Out of a total of 25,728 flats, construction has started on a mere 2,720 in Sector 38 (W), Sector 49, and Ram Darbar. The construction of this first phase is likely to be completed by the end of this year. The project is coming up at an estimated cost of Rs 1,238 crore. More than 2,000 slum families have already been shifted to pre-fabricated shelters in Sector 52 and one-room flats in Sector 56. Yet this slum rehabilitation scheme seems to have generated keen interest from urban development authorities of other States⁵¹.

Chennai⁵²

Credit rating of 54 has ensured that MoUD has given financial sanction for improving the condition of waterways in north Chennai, estimated at Rs 360 crore. The various areas affected by the floods during the monsoon require an enduring solution, but the JNNURM scheme for improvement of drains is yet to be completed. The benefits of improved solid waste management and construction of bridges are yet to reach the people.

Cochin

This town has a credit rating of 20. The Kochi Corporation conducted several meetings with city stakeholders for the preparation of the CDP, several hundreds have shared their views and dreams of the development of Kochi with the expert committee appointed by the Corporation. The civic authorities decided to extend the meeting with the stakeholders till next week following the unprecedented response of general public and experts to its call for sharing the development dreams⁵³. The civic administrators may, however, have to source funds from external agencies for implementing the 100% sewerage coverage project in the city, as funds offered from JNNURM for the project is only Rs 78 crore. This amount would be sufficient for covering only 15 per cent of the city area⁵⁴. Kochi also plans to have a green belt around the city under JNNURM⁵⁵. Kochi

⁴⁸ <http://www.buddhistchannel.tv/index.php?id=4.2573.0.0.1.0>

⁴⁹ http://economictimes.indiatimes.com/Features/The_Sunday_ET/No_taker_for_Rs_4000_crore_central_grants_for_nine_cities/articleshow/2929629.cms

⁵⁰ <http://www.expressindia.com/latest-news/mc-to-privatise-maintenance-of-green-spaces/321822/>

⁵¹ jnnurm@yahoo.com

⁵² http://timesofindia.indiatimes.com/Chennai/Centre_to_fund_waterways_improvement_project_in_Chennai/articleshow/3864704.cms

⁵³ <http://www.thehindu.com/2006/07/08/stories/2006070822690300.htm>

⁵⁴ Digest no 1247

Corporation will prepare a detailed project report for the introduction of e-governance in all the key sectors of governance⁵⁶. The Kochi Corporation is planning to seek the advice of Finance Minister T.M. Thomas Isaac to find out ways to raise the nearly Rs 200 crore needed for the projects being implemented here⁵⁷. In another development, the mystery behind the missing file of the Kerala State Road Transport Corporation (KSRTC) proposal deepens, as apprehensions rise if the proposed Rs 245.60 crore Bus Rapid Transit System project for the city has been buried. The Kochi Corporation authorities are washing their hands off any clue on the file with a proposal conceived by the KSRTC that falls under the JNNURM⁵⁸. Further opinion holds that the construction of flyovers will not help reduce the traffic congestion in the city. Instead, the administration should improve the public transport system and encourage the people to use it⁵⁹. Public transport system of premium quality, public comfort stations, setting up and management of parks, slaughterhouses and crematoriums are some of the areas in which Kochi could think of collaborating with the private sector, Ms. Antony said⁶⁰.

Under the BSUP scheme of JNNURM⁶¹ Kochi Corporation has persuaded a section of the builders to complete the construction of 72 apartments at Mundamveli in West Kochi. The Corporation's share – Rs 1.2 lakh for each unit – will be given in three instalments whereas the builders will spend Rs 2.8 lakh per unit. The escalating cost of construction materials and the reluctance of the contractors to take up the work has forced the civic authorities to look for external aid. At the same time, this project witnessed a heated debate, wherein the Councillors cried foul over the alleged bypass of their authority in the project implementation. The project envisages building houses for the homeless among the urban poor. Councillors complained about the alleged drawbacks of the survey carried out by Kudumbasree, the nodal agency. They said that the selection of prospective beneficiaries was discriminatory, humiliating, and they were not given enough time to submit their applications⁶².

Coimbatore

It has been rated at 55. For the first time in three years, the Coimbatore Corporation is to hold a special meeting in the Council on November 24 to discuss more than 10 infrastructure development schemes that it plans to implement under the JNNURM at Rs 3,186 crore⁶³. The Corporation will go in for partial privatisation of the removal of garbage from transfer stations and its disposal as part of its Rs 96.51 crore Integrated Solid Waste Management Scheme, under JNNURM⁶⁴. Concern over the non-implementation of the solid waste management project and the project for establishing two sewage treatment plants was raised by the Opposition who demanded a probe into the procurement of bins and containers for waste management⁶⁵.

⁵⁵ <http://www.thehindu.com/2006/08/18/stories/2006081825450400.htm>

⁵⁶ <http://www.hindu.com/2008/07/31/stories/2008073159440300.htm>

⁵⁷ <http://www.thehindu.com/2007/11/19/stories/2007111957420100.htm>

⁵⁸ <http://www.expressbuzz.com/edition/story.aspx?Title=Mystery+behind+missing+file+deepens&artid=vk5a7U85bMU=&SectionID=9R67TMeNb/w=&MainSectionID=9R67TMeNb/w=&SEO=JNNURM,+KSRTC:+missing+file:+proposal:+Bus+Rapid+T&SectionName=gUhH3Holuas=>

⁵⁹ <http://www.expressbuzz.com/edition/story.aspx?Title=Flyovers+no+solution,+says+expert&artid=H8bXhrIpYTY=&SectionID=9R67TMeNb/w=&MainSectionID=9R67TMeNb/w=&SectionName=gUhH3Holuas=&SEO=>

⁶⁰ <http://www.hindu.com/2008/08/25/stories/2008082553500300.htm>

⁶¹ <http://www.hindu.com/2008/07/31/stories/2008073161440900.htm>

⁶² Councillors allege slight to their authority Digest no 800

⁶³ <http://www.hinduonnet.com/thehindu/thscrip/print.pl?file=2008112150370100.htm&date=2008/11/21/&prdt=th&>

⁶⁴ <http://www.hindu.com/2008/06/18/stories/2008061857130100.htm>

⁶⁵ <http://coimbatorelive.blogspot.com/2008/12/corporation-special-meeting-is-eyewash.html>

Fichtner will implement the 24x7 water supply module in two demonstration areas. In 2001 the population of the city was 9.3 lakh and Fichtner's projection is that it will be 12.88 lakh by 2021 and 16.44 lakh by 2036. Per capita requirement of water would rise to 135 litres. The city would require 210 million litres by 2021 and 272 million litres by 2036. At present, the city gets 75 million litres from Siruvani and 62 million litres from Pilloor scheme. When the second phase of the Pilloor water supply scheme comes into operation, it would provide 125 million litres. Elected representatives raised various questions regarding operational details and doubts raised by the officials were also answered by the Fichtner representatives⁶⁶. The sewer project has already been cleared for Rs 377 crore and the water scheme for Rs 113 crore. The Corporation has already raised drinking water charges and introduced a monthly sewer maintenance charge of Rs 170. These and the tax revision have run into stiff resistance from Opposition Parties. Consequently, the tax revision has been put on hold⁶⁷. Peoples Watchdog Committee on Coimbatore Development Plan had its meeting on 30.03.2008 to deliberate upon the status of the City Development Plan, in general, and about the Plan and implementation of the Under Ground Drainage (UGD) scheme in the city⁶⁸. The question was raised, "Without the required number of staff, how can the Corporation prove it can perform?"⁶⁹

The Corporation appears to have covered substantial ground in getting the government land at Ammankulam to build 3,840 flats in a ground plus three floors apartment for the families that have currently encroached the Valankulam. Construction of the multi-storeyed tenements is being done by the Tamil Nadu Slum Clearance Board, as part of the Corporation's BSUP project. Mr. Venkatachalam is confident that the city can be rid of slums by improving the living conditions of the urban poor. The Corporation has got 15 acres at Ammankulam and more than 50 acres at Ukkadam to re-locate people living on water bodies. The Mayor says a detailed project report that is to be prepared will examine options for land acquisition⁷⁰. Under the Mission, more than 26,000 houses (both horizontal and vertical) would be provided at Rs 443 crore for people living in 173 slums. More than 9,000 families had been identified to be re-located from the water bodies. CPI (M) member complained that the Corporation had passed on to the beneficiaries its burden of meeting 30% of the cost of each house. The Commissioner said arrangements were being made to provide a loan of Rs 20,000 to each beneficiary at 4% interest. Mr. Velmurugan feared that the beneficiaries might not have good living conditions if houses were built on the sewage farm at Ukkadam⁷¹.

Cuttack⁷²

Cuttack which has the largest slum concentration of the entire State has been left out of the IHSDP fold. To add to its embarrassment, as many as 16 towns like Jatni, Angul, Bargarh and Jajpur, which are much smaller than Cuttack, have got their proposals approved and received funding while CMC has failed to submit a project proposal even after three and a half years.

Delhi

The national capital has a credit rating of 53. The Delhi Government has submitted Rs 7,649.50 crore of projects but the senior advisor to Infrastructure Development Finance Company (IDFC)

⁶⁶ <http://coimbatorelive.blogspot.com/2008/11/24-hour-water-supply-discussions.html>

⁶⁷ [Funds an area of concern for Corporation](#) [Funds an area of concern for Corporation](#)

⁶⁸ <http://kovaikural.wordpress.com> [Coimbatore People's Committee Attacks Under Ground Drainage Project](#) [Coimbatore People's Committee Attacks Under Ground Drainage Project](#)

⁶⁹ <http://www.thehindu.com/2008/11/25/stories/2008112560870300.htm>

⁷⁰ (<http://www.hinduonnet.com/2008/10/11/stories/2008101150090100.htm>)

⁷¹ <http://coimbatorelive.blogspot.com/2008/11/delhi-based-consultancy-firm.html>

⁷² <http://www.expressbuzz.com/edition/story.aspx?Title=HC+slaps+notices+for+non-implementation&artid=AqwdzQdKEgw=&SectionID=mvKkT3vj5ZA=&MainSectionID=fyV9T2jla4A=&SectionName=nUFeEOBkuKw=&SEO=HUDCO,+IHSDP,+JNNURM,+BP+Das+and+MM+Das>

Anil Bajjal has said that, for Delhi, the municipal bodies are cash rich, and hence have not cared much about the Central grants under JNNURM. The government has decided to procure 40,000 buses as part of the urban development ministry's scheme to upgrade and expand urban transport at an investment Rs 300 crore. These newly purchased buses will be assigned to all the States and Union Territories depending on the size of their existing fleet and the population that the fleet services. The Cabinet, however, rejected MCD's proposal to enact the Nagar Raj Bill Community Participation Law on the plea that the State Government was already plagued by multiplicity of authorities and the Area Sabhas would only "add to the confusion". Interestingly, the law is one of the mandatory reforms that all States have to undertake to access JNNURM funds. It makes provisions for people's participation in the decision making process through the constitution of Area Sabhas which will be one step below the ward committees⁷³.

Concerned over housing shortage in urban areas, government is planning to construct about 15 lakh houses under the JNNURM. While 55,000 houses are already being completed, construction of more than 3 lakh units is in progress across the country. In a move aimed at giving a boost to the economy facing recession, the Union Cabinet on Thursday is likely to approve a scheme to extend interest subsidy of 5% a year on the market rate of interest on housing loans for a period of five years to economically weaker sections and low income groups of society. The housing ministry is considering a proposal to impose a tax of 0.5% on all central taxes to establish a dedicated "Shelter Fund" to meet the ambitious target of "affordable housing for all" and to make India slum-free by 2020⁷⁴. The government is considering an incentive package for stakeholders in an effort to encourage construction of houses for economically weaker and low income groups. The Centre has decided to revise the cost of a dwelling unit provided under the Integrated Housing and Slum Development Programme (IHSDP) to Re 1 lakh from Rs 80,000⁷⁵. Under the Central Government housing scheme low cost houses with ownership rights will be built for poor families in various parts of the city. The allottee will be entitled to a grant of Re 1 lakh under the Jawaharlal Nehru National Urban Renewal Mission and the rest of the money can be got through bank loans⁷⁶. The Delhi Government Tuesday began the sale of application forms for allotment of 10,000 low-cost houses aimed at making a slum-free national capital. It has sanctioned more than 10 lakh houses for the urban poor. Delhi has also agreed to earmark at least 20-25% of developed land in all housing schemes for EWS and LIG categories. Even the private builders have to make space for the poor in their housing projects. The private sector real estate players must reset their priorities so as to provide low-cost housing to the middle class and the poor.

It was announced at a meeting that a study on the proposed second Bus Rapid Transit (BRT) corridor from Karawal Nagar to the Commonwealth Games Village would be completed by September and tenders would be floated thereafter. Also, in the meeting it was informed that the second phase of the first BRT corridor that connected Ambedkar Nagar to the north of Delhi would become operational by August. It has also been decided that an automatic fare collection system and global positioning system would be installed in all the Delhi Transport Corporation (DTC) buses for better time and route management.⁷⁷

While the Government is yet to begin allotment of the 8,000-odd low-cost homes built last August under the Rajiv Gandhi Awas Yojna, it has already dropped its slum relocation project at Deramandi since it falls in the Ridge area. Apart from Deramandi, two slum relocation projects at Jaunapur and Najafgarh are also awaiting clearance from the Environment Department. Work on the Poothkhurd housing project under the Sub-mission on BSUP is yet to begin as the process for

⁷³ <http://timesofindia.indiatimes.com/Delhi/Cabinet-rejects-Community-Bill/articleshow/4139055.cms>

⁷⁴ jnnurm@yahoo.com

⁷⁵ <http://www.thehindu.com/2009/01/30/stories/2009013056301300.htm>

⁷⁶ <http://www.thehindu.com/thehindu/pp/2009/03/28/stories/2009032850040100.htm>

⁷⁷ <http://www.thehindu.com/2009/07/03/stories/2009070357710400.htm>

land acquisition has not started. DDA has invited tenders for the construction of 4,740 units under the slum relocation project at Narela near Siraspur village while land is being acquired for the Pothkurd project where 13,392 houses are to be constructed. The Bawana project has, meanwhile, proved to be the government's saving grace, with over 7,000 dwelling units ready for allotment. The total project cost is Rs 8,886 crore⁷⁸.

Dehradun

It has been declared as a Tourist City. The ADB is to fund Rs 2,500 crore urban development projects in Uttarakhand, while the Centre has allotted Rs 205 crore under JNNURM to improve basic facilities in Dehra Dun, Nainital, and Haridwar⁷⁹.

Dhanbad

With a credit rating of 41, the urban development department has decided to set up project implementation units in Ranchi and Dhanbad, the two existing municipal corporations that qualify for the over Rs 6,000 crore of the Centre's allocation to upgrade urban infrastructure till 2011-12⁸⁰. The Centre has agreed to release 25% of the 80% it will ultimately contribute for the Dhanbad water supply project. Water supply schemes for the State and coal capitals finally received the attention they deserved with the Centre agreeing to release part funds for JNNURM projects for Dhanbad worth Rs 360 crore⁸¹. The Jharkhand government has decided to repeal the Urban (Land) Ceiling Act by 2011. The decision was taken at a meeting attended by ministers and officials Thursday evening. The Jharkhand Government will also make changes in the Chhotanagpur Tenancy Act, which restricts sale of land to non-tribals⁸². However, sources said that there is an acute scarcity of experts in otherwise "ill-managed" corporations and smaller civic bodies. JNNURM being a demand-driven scheme with capacity to turn around cities, the unit experts will help speedy implementation of projects⁸³.

Faridabad

This town has a credit rating of 48. It can hope to get 24x7 uninterrupted water supply by the second half of 2011, around two-and-a-half-years from now. After the Centre approved the Rs 493.4 crore water augmentation plans, city managers claim that Faridabad will get rid of all water tankers within six months and in the next phase of the project it would get round-the-clock water supply⁸⁴.

In Faridabad 46.5% of the total population lives in slums⁸⁵ and the policy is to ensure "adequate reservation" of developed land for economically weak and low income groups in housing projects⁸⁶.

⁷⁸ <http://www.expressindia.com/latest-news/facing-ecological-hurdle-government-shelves-lowcost-housing-project-at-deramandi/485516/>.

⁷⁹ digest no 1358

⁸⁰ digest no 1004

⁸¹ http://www.telegraphindia.com/1081230/jsp/frontpage/story_10319309.jsp

⁸² digest no 1471

⁸³ digest no 1004

⁸⁴ Faridabad's water woes to end by 2011, 15 Feb 2009, 0435 hrs IST, Dipak Kumar Dash , TNN

⁸⁵ http://timesofindia.indiatimes.com/Delhi/City_housing_projects_will_have_to_leave_space_for_poor/articleshow/3935113.cms

⁸⁶ http://timesofindia.indiatimes.com/Delhi/City_housing_projects_will_have_to_leave_space_for_poor/articleshow/3935113.cms

Guwahati⁸⁷

The capital of Assam has the lowest credit rating of 01. Registering strong opposition to the property tax increase by the Guwahati Municipal Corporation (GMC), the Guwahati Mahanagar Unnayan Samity (GMUS) has alleged that this "arbitrary decision" had been taken without doing necessary reforms in the services provided by the corporation. Raising the issue of the landless people living in the city occupying the Government land for several decades, it was said that the land problem of these people has not been solved and they face eviction drives every now and then. The corporation draws tax from many of them providing a holding number to them, which is no help to them in any way. People pay tax on the basis of these holding numbers assuming that they would be saved from eviction, but this notion has been proved wrong in last several instances. 771 families were evicted from the land of the Railway Colony at Kali Mandir and Panbazar areas last year, and staged a protest rally demanding proper shelter⁸⁸. The Guwahati Municipal Corporation and the State Government have done remarkably well in several fields, such as bringing down the stamp duty from 12-14% to 5% for women and 6% for men. Both the State Government and the ULB are in tune with the basic requirements of the project. The rent control reform, property title certification, and 20-25% land for the Economically Weaker Sections in any newly developed area are some of the reforms that have been implemented by the state.

Haridwar

This too, like Dehradun, has been declared a Tourist City and will benefit from the same ADB fund of Rs 2,500 crore as well as the Rs 205 crore allotted under JNNURM to improve basic facilities in Dehra Dun, Nainital and Haridwar⁸⁹

Hyderabad

The State is to repeal ULCRA by 2009. The Andhra Pradesh Government has sought Rs 1,191 crore loan from the World Bank for improving infrastructure and other facilities in urban areas. With the State already drawing more than its share of funds under JNNURM, the Government is re-negotiating with the World Bank for the loan to take up the Rs 1,544 crore APURMS project. The State will bear Rs 353 crore towards the project⁹⁰. The Godavari drinking water project Phase-I is likely to miss the deadline due to the lack of funds and the slow land acquisition process. Over 1,100 acre land is to be acquired on the 200 km stretch. The Hyderabad Metropolitan Water Supply and Sewerage Board has still not got the funds required for the Rs 3,000 crore project. In spite of insufficient funds, new orders have been given for building of roads, drains and bridges. Poor revenue collection and several ongoing projects have forced the Greater Hyderabad Municipal Corporation (GHMC) to go in for overdraft (OD) from State Bank of Hyderabad⁹¹. Apart from roads, the corporation has been executing major works like the Musi project, flyovers, Charminar pedestrianisation project, road over-bridges, and modernisation of slaughter houses. According to sources, nearly Rs 1,000 crore has been earmarked for roads alone. Nearly Rs 160 crore is being spent on recarpeting the roads in the city. The corporation got nearly Rs 1,400 crore, including Rs 150 crore from JNNURM, till December. At a time when revenues are dwindling, the GHMC gave sanctions for works worth about Rs 3,400 crore last year. Ironically, the civic body's budget for the current fiscal (2008-09) is Rs 2,920 crore. The civic body has managed to complete both minor and major projects worth about Rs 1470 crore. DMRC supported the public-private partnership (PPP) that the Andhra government entered into with Maytas for the Hyderabad metro. "Government asked to alter the DPR to extend the Metro by a 5 km stretch," the DMRC official told *Outlook*. The cause for suspicion was the company's bid offer

⁸⁷ <http://timesofindia.indiatimes.com/Guwahati/Guwahati-may-lose-central-funds/articleshow/4633124.cms>

⁸⁸ <http://www.assamtribune.com/scripts/details.asp?id=apr0109/City3>

⁸⁹ digest no 1358

⁹⁰ <http://www.hindu.com/thehindu/holnus/004200901302031.htm>

⁹¹ innurm@yahoogroups.com

to pay the state government Rs 30,000 crore over 20 years if awarded the project. In fact, the first tranche - Rs 11 crore - was paid in September. This is a typical case where the developer offered to pay the State Government⁹².

Buses, which are affordable and preferred by the poor and middle class for transport, have been neglected for a very long time. The number of buses was stagnant for almost a decade resulting in a huge increase in private vehicles leading to congestion. AC Volvo buses are being purchased with JNNURM funds in spite of it being pointed out that they are not affordable by the poor and incur losses because they are not running to full capacity. Mass Rapid Transit System (MRTS) in the form of Metro is being pushed in Hyderabad through the PPP-BOT model. There has been widespread opposition to it as Metro is not seen as a solution to traffic problems. A PIL is pending in the High Court of Andhra on this project raising environmental concerns. Despite the termination of the project, the Government has not given up and has decided to float tenders again⁹³.

With the salary and pension bill of municipal employees, barring Greater Hyderabad, Vijayawada and Visakhapatnam Municipal Corporations, being taken care of by the Government from July 1, municipalities and corporations would now have close to Rs 400 crore annually at their disposal for better maintenance of amenities. These additional funds would have a positive impact in improving maintenance and sanitation in 109 municipalities and 11 corporations⁹⁴.

The GHMC, which has sought funds from the Centre for revising the cost to take up 20,101 housing units for the poor, will also be seeking funds for nearly 30,000 more units. But contrary to claims, the State Government has failed to finish its initial target of 80 lakh houses promised under Indiramma Housing Scheme, charged vice-president of Human Rights Forum (HRF) S. Jeevan Kumar. Out of 65.05 lakh houses allocated in three phases, only 22.70 lakh houses have been completed, Mr. Jeevan Kumar alleged⁹⁵. Prices of Rajiv Swagruha houses were higher by 25 per cent than market prices⁹⁶. Reviewing the progress of the works under various urban development schemes, the government would lay special emphasis on implementation of Integrated Housing and Slum Development Programme (IHSDP), a centrally-sponsored scheme, under which integrated slum development including drinking water supply and sewerage management, housing, development of roads and solid waste management would be taken up. Government would soon take up an ambitious and comprehensive plan to make Andhra Pradesh slum-free by 2014⁹⁷.

Imphal

While pointing out that the population of Imphal city is being projected to be 6 lakh 27 thousand approximately by 2011, Gitkumar (Chief Town Planner) said the population growth is being kept in the mind of the planners in preparing the City Development Plan. A solid waste management plant is coming up shortly at Lamdeng Khunou. Enforcement of a public participation law is under active consideration of the State Government. The other initiatives include mapping of Imphal City, preparation for establishment of e-governance for Imphal Municipal Council, and plans for development of six other towns namely Thoubal, Kakching, Moreh, Bishnupur, Moirang and

⁹² [http://www.outlookindia.com/full.asp?fodname=20090126&fname=Satyam+\(F\)&sid=2](http://www.outlookindia.com/full.asp?fodname=20090126&fname=Satyam+(F)&sid=2)

⁹³ jnnurm@yahoogroups.com.

⁹⁴ jnnurm@yahoogroups.com.

⁹⁵ <http://www.thehindu.com/2009/03/13/stories/2009031359180300.htm>

⁹⁶ <http://www.thehindu.com/2009/03/13/stories/2009031359180300.htm>

⁹⁷ <http://www.expressbuzz.com/edition/story.aspx?Title=Urban+renewal+a+joke.+only+1%+housing+target+reached&articl=332aFW//rUg=&SectionID=xAV59odivTs=&MainSectionID=xAV59odivTs=&SEO=&SectionName=BUzPVSKuYv7MFxnS0yZ7ng==>

Jiribam⁹⁸.

Indore

A shift to double-entry accounting has been completed by Indore. BRTS has been approved through the PPP mode and 9% of the JNNURM funds have been shared⁹⁹.

Jabalpur

Rs 150 crore assistance has been provided for sewerage while core demands like road transport and water supply have been ignored¹⁰⁰.

Jaipur

There has been a shift to double-entry accounting and BRTS approved through PPP mode¹⁰¹.

Kolkata

The Union urban development ministry has approved 1,300 buses for West Bengal – 1,200 for Kolkata and 100 for Asansol. It will fund 35% of the project cost pegged at Rs 372 crore (Rs 350 crore for Kolkata and Rs 22 crore for Asansol). The Finance Minister decided to increase revenue from owners of private cars and two-wheelers. He shifted gear from annual tax payment to five years at one go for cars and lifetime tax for two-wheelers and hiked the tax rates by nearly 100%¹⁰².

The Kolkata Municipal Corporation (KMC)¹⁰³ has failed to utilise a major portion of a fund provided to set up flats for the urban poor under the BSUP scheme. Around October 2007, the KMC had obtained a sanction of Rs 80 crore for carrying out housing schemes for the economically weaker sections. Six slum development projects in Anandanagar, Hatgachia, Garden Reach, Rajarghat, Achiapara and Jalpara had been cleared. However, the KMC has utilised only Rs 80 crore – less than half of the allotted amount¹⁰⁴. More than 5,000 people, mostly Dalits, were forced from their shacks in Belgachia Bhagar, an area in the city of Howrah. Most residents have odd jobs; about 80% scavenge in the nearby municipal dump salvaging recyclable materials; others are rickshaw drivers; some are daily labourers¹⁰⁵. The CPM's discomfort with land acquisition after facing an electoral reverse in the Lok Sabha elections has forced it to ask the Left Front-run Board of the Kolkata Municipal Corporation to put a pause on the Rs 500 crore slum development projects. The reason: slum development projects under the Basic Services for Urban Poor Scheme (BSUP) of the JNNURM Scheme will require acquisition of land.¹⁰⁶

⁹⁸ jnnurm@yahogroups.com.

⁹⁹ jnnurm@yahogroups.com.

¹⁰⁰ jnnurm@yahogroups.com.

¹⁰¹ jnnurm@yahogroups.com

¹⁰² <http://timesofindia.indiatimes.com/Kolkata /State may tax cars to buy buses /articleshow/4203342.cms>

¹⁰³ <http://www.thestatesman.net/page.news.php?clid=23&theme=&usrsess=1&id=248906>

¹⁰⁴ <http://www.thestatesman.net/page.news.php?clid=23&theme=&usrsess=1&id=248906>

¹⁰⁵ <http://www.thestatesman.net/page.news.php?clid=6&theme=&usrsess=1&id=246974>

¹⁰⁶ <http://www.thestatesman.net/page.news.php?clid=6&theme=&usrsess=1&id=246974>

Lucknow¹⁰⁷

After handing over the power distribution of two cities to private hands, the State Government is set to try out the model in urban water supply. The idea is to ensure round-the-clock water supply and to check its wastage as has been suggested by the city officials. The key issues are also being incorporated in the first-ever State policy on drinking water, a rough draft of which has already been prepared. Apart from other related features like metering, rainwater harvesting, the prime focus of the policy will be round-the-clock supply of safe drinking water to each civic body and each rural habitant.

Ludhiana

In Ludhiana, work on an ambitious Rs 241 crore sewerage project, for which GOI has released the first instalment of Rs 31.17 crore, is yet to begin¹⁰⁸. The people of Ludhiana and the entire Malwa region have been a harried lot due to the filthy Buddha Nullah, which flows right in the heart of the city. The dumping of industrial and residential waste in the nullah has even polluted the Satluj. The practice was continuing despite strict orders from the Punjab and Haryana High Court to the State Government to stop industrial units from disposing of waste into the Buddha Nullah. The Government had proposed to beautify the Buddha Nullah crossing by planting trees, but no steps had been initiated towards it. The approved slum development project of Rs 66.64 crore is also yet to take off as only last month the foundation stone was laid in one cluster.

Mumbai-Thane

In the forefront is the Rs 151 crore Underground Drainage Project. An underground drainage system, besides removing the open drains often overflowing during the monsoons, would also reduce the pollution in Ulhas River as the sewage would be processed in a treatment plant. The city is shifting to the capital value base property tax system from the present ratable value system. It would increase the property tax bill for those who live in the island city and reduce the burden on those who live in the suburbs. The report on the progress and implementation of the projects was prepared by the secretary of the urban development department to be presented before the state-level steering committee for JNNURM schemes¹⁰⁹. The MMRDA failed to provide even the status of the projects, the agency scored zero, showing utter inefficiency on its part. BMC's plan to provide round-the-clock water to every Mumbaikar by 2011 has received a major blow. The Central Government has turned down a request to fund two important water projects under the JNNURM, derailing the civic body's plan to augment the city's water supply network over the next two years. The Bombay High Court has dismissed a petition challenging the constitutional validity of Maharashtra legislature's repeal of the Urban Land Ceiling Act on the grounds that the Centre had forced the State to adopt the repealing law, by making release of funds conditional on it.

The slum population in the country has gone up with Mumbai leading other cities. In view of the magnitude of the problem, the Centre has so far approved 116 projects for slum development/upgradation in Mumbai, Delhi, Chennai, and Kolkata under the scheme of BSUP. Redevelopment of the slums in Mumbai is also in the pipeline. In the first phase 1,634 slums would be redeveloped into self-contained model colonies. The Rs 77 crore Housing Projects under the BSUP envisage health centres, community halls, gymnasium, gardens, and solar power enabled colonies¹¹⁰. BMC gave its approval for the purchase of over 1,400 tenements to rehabilitate Project Affected People (PAP) by the Brihanmumbai Storm Water Drain (BRIMSTOWAD) project which is touted as the solution for floods in the city. The MHADA has decided to construct and allot 24,000 houses in the city by March 2011.

¹⁰⁷ <http://www.indianexpress.com/news/for-urban-water-supply-state-to-go-private/469802/>

¹⁰⁸ http://timesofindia.indiatimes.com/Chandigarh/Punjab_slow_in_executing_JNNURM_projects_/articleshow/3359073.cms

¹⁰⁹ <http://www.expressindia.com/latest-news/badlapur-on-a-development-spree/411828/>

The Dharavi project is widely seen as a sophisticated land grab initiative. Over the years, residents from various parts of the city have been made to settle there by Government, while taking great care not to give them proper legal rights of occupancy. They are now being offered in-situ free pucca housing in exchange for being shifted into less than half of the land they currently occupy. The rest of the land thus released from occupation will be commercially exploited and significant profits are expected to accrue both to Government and to the developers entrusted with the project.¹¹¹

30% Mumbaikars earn less than Rs 592 a month. Over 10 lakh city families – roughly 40 lakh people – earn less than Rs 591.75 per person per month, and do without basic urban facilities like television sets, telephones, in-built toilets. These families have claimed to be below the poverty line (BPL) in the door-to-door survey carried out by the BMC in conjunction with authorities from the Directorate of Municipal Administration. Of the 16.07 lakh families surveyed in slum areas, tribal belts, gaothans, koliwadadas, and slum rehabilitation buildings, 10.78 lakh families claimed to be BPL.

Mysore

An amount of Rs 112 crore has been reserved for the Kabini Drinking Water Supply project under JNNURM. All the Parties in Mysore City Corporation (MCC) have urged the release of funds for the project on Kabini Drinking Water Supply to Mysore during this financial year itself. The decision of the City Corporation and KUWS&DB entering into an agreement with JUSCO to hand over the management of water supply is against the wishes of the citizens as it will lead to hardships because they have to pay heavy water tax if a private party takes over the management. The Association of Concerned and Informed Citizens of Mysore has expressed concern that privatisation of water supply will result in citizens paying exorbitant bills, and has urged the public to oppose the move and send a resolution to the Union Government against it¹¹². The City Corporation officials have shown their negligence by issuing Rs 17,000 water bill to a beggar woman. This blunder came to light during the public complaints drive under the 'Response to Civic Problems' scheme that was held by Vani Vilas Water Works on Wednesday. For the first time ever since the launch of JNNURM, the citizens were allowed to review the progress and forward suggestions. More than 100 activists of Mysore Kannada Vedike and Dr. Raj Kumar Kannada Sene staged a protest at K.R.Circle here this morning opposing the Mysore City Corporation's deal with the Tata-owned JUSCO company regarding water supply system to Mysore city. Organisers propose to collect 30,000 signatures for submitting to Government¹¹³.

The Centre has not approved the work under JNNURM connected with the construction of Outer Ring Road which links Nanjangud road and Bannur road. The work on the construction of Ring Road is incomplete since many years. As a result, goods transport vehicles and passenger vehicles are unnecessarily entering the city which has affected the vehicular traffic. State Urban Development (UD) Minister directed the heads of departments who have been assigned the task of implementation of JNNURM projects to prepare themselves to make total utilisation of grants released apart from providing the project details for the second phase, setting January 31 as the deadline to utilise a total grant of Rs 744.31 crore. It was believed that the city will get nearly Rs 2,000 crore for various works in the city. But, the meeting of people from various walks of life with officials convened by deputy commissioner and special officer for JNNURM works, exposed the fact that the Union Government has approved projects worth Rs 1,120.72 crore. The proposal on converting Hebbal Lake area, adjacent to Hebbal Industrial Estate, into sites has been opposed by Mysore City Corporation (MCC). The Council also resolved to protect the lake at any cost. Since Hebbal Lake is being developed under JNNURM project, the same is shortly getting approval from the Centre. In that context, the land should not be converted into sites. The MCC

¹¹¹ http://www.thesouthasian.org/archives/2009/dharavi_redevelopment_is_sophi.html

¹¹² innurm@yahoo.com

¹¹³ <http://www.thehindu.com/2009/04/09/stories/2009040959110300.htm>

on Tuesday launched a drive to collect funds for the development projects under JNNURM. The idea is to make localities stakeholders in the development projects.¹¹⁴

An action plan is being prepared to expand the jurisdiction of Mysore City Corporation (MCC). As per the plan, 41 surrounding villages of Mysore are proposed to be merged with the Corporation. Providing facilities to the villages is also being considered. Mysore is a growing city next to Bangalore. The city is going to get facilities like metro rail, flyover, airport etc. Lands of farmers on the outskirts of the city are being grabbed by private developers. As a result, new extensions are coming up.¹¹⁵

Nagpur

The cost of the land in special economic zones (SEZ) in Nagpur, considered the 10th economically fastest growing urban centre of India, is available at half the rate as compared to metro cities like Mumbai, Pune, and Hyderabad. In the wave of the global crisis when urban infrastructure projects across Mumbai are witnessing a change in investment strategies, second-rung cities like Nagpur are distinctly at an advantage¹¹⁶. Presentation by the secretary, department of urban development of the State Government, grades NMC the lowest among all the urban local bodies implementing JNNURM projects. It gives NMC an unflattering 'F' grade and between 7 to 13 marks out of 100 after evaluating implementation of projects from July to October 2008. It is the only city among the five in the State having JNNURM projects not to have an instalment claim pending with the Union Government. The cash-strapped Nagpur Municipal Corporation may have to put on hold a few of its ambitious projects that have been sponsored under JNNURM, including a storm water drain project worth Rs 1,000 crore, Rs 350 crore for south and Rs 350 crore for central sewerage zones, north sewerage zone project worth Rs 400 crore, and cement roads worth Rs 300 crore, for lack of funds. It is difficult to understand how, with funds ready at hand, NMC underperforms to this degree¹¹⁷.

Nainital

Along with Dehradun and Haridwar, Nainital has been declared a Tourist City and will get a share in the ADB fund of Rs 2500 crore for urban development and the Centre's allotment of Rs 205 crore under JNNURM to improve basic facilities¹¹⁸.

Orissa

Orissa got Rs 700 crore projects cleared through Jawaharlal Nehru National Urban Renewal Mission or JNNURM. Some of the major components of the sprucing up act include development of sewers, pumping stations (main, intermediate and lift), a sewerage treatment plant, and disposal, renovation and replacement of old sewers and low-cost sanitation.¹¹⁹

Pondicherry

Bumbling CCP officials and city fathers may have ensured the loss of at least Rs 300 crore that the city was to receive from the Centre under JNNURM. The projects could not be sanctioned by the Central urban development ministry purely because of the apathy of the corporation. Even after constant and repeated requests by the State Government, CCP did not respond¹²⁰.

¹¹⁴ <http://www.starofmysore.com/main.asp?type=news&item=19088>,
<http://www.hindu.com/2009/07/27/stories/2009072750140100.htm>

¹¹⁵ <http://www.starofmysore.com/main.asp?type=news&item=21055>

¹¹⁶ http://timesofindia.indiatimes.com/Mumbai/Urban_infrastructure_projects_hit/articleshow/3934818.cms

¹¹⁷ jnnurm@yahoogroups.com

¹¹⁸ jnnurm@yahoogroups.com

¹¹⁹ <http://www.financialexpress.com/news/Rs-700cr-JNNURM-project-cleared-for-Bhubaneswar/439539/>

¹²⁰ jnnurm@yahoogroups.com

Pune

The JNNURM requires certain reforms to be undertaken by States and cities in order to levy user charges on different municipal services. A steep hike in civic taxes, including a two-fold increase in the road and water taxes, has been proposed by Pune Municipal Corporation (PMC). Besides road and water, sewage, conservancy, fire and theatre taxes have been proposed to be doubled. Those owning four-wheelers will have to pay 10% road tax instead of 5%. The tax structure for IT companies has been left untouched. Although the PMC has proposed a tax hike and other measures like cutting the annual budget to counter effects of the economic slowdown, it has been unable to draw up a list of an estimated 1 lakh unassessed properties in the city and thus failed to bring them under the tax net. However, there is also a view that the civic body is receiving JNNURM funds without any problems and will continue to receive the same. There is no need to hike taxes for JNNURM funds. Facing a financial crunch in trying to complete pending budgetary works proposed last year, the Pune Municipal Commissioner has proposed to "freeze" budgetary allocation on works proposed in 2009-10.¹²¹

Political parties have strongly contested the Municipal Commissioner Pravinsinh Pardesi's statement that rejection in tax reforms would affect the flow of JNNURM funds. The Pune Municipal Corporation's plans to provide feeder services of non-motorised transport for the pilot bus rapid transit routes received a boost with the World Bank agreeing to provide the PMC's share of funds for the project. The civic administration has proposed to grant 4 Floor Space Index (FSI) to properties along the proposed Metro and Bus Rapid Transit (BRT) routes. This is for the first time that the Municipal Corporation has proposed to grant such a high FSI.¹²²

Pimpri-Chinchwad Municipal Commissioner Ashish Sharma on Tuesday presented Rs 2,068-crore draft budget which proposes no new taxes and earmarks Rs 1,486 crore for capital intensive works.¹²³

The draft budget, which includes JNNURM grants of Rs 1,016 crore, focuses more on completion of ongoing projects and has increased allocations for ward-level works, besides a provision for physical evaluation of actual work completed at the end of the financial year. The Municipal Corporation (PCMC) has also proposed to levy water benefit tax at 8% of the annual rateable value (ARV) of a property. The proposal states that water tax in the municipal limits is levied to recover the operation and maintenance of water supply to the residents of the township. PCMC will also seek funds under the JNNURM to increase fleet of city buses. The transport company currently has 1,200 buses with a shortage of nearly 500 buses, required for the Pune Metropolitan Region. The Pune Mahanagar Parivahan Mahamandal Ltd (PMPML) Board has opted for a private-public partnership (PPP) to buy 650 buses, including 200 AC coaches, under the JNNURM scheme. The project is worth Rs 400 crore. As many as 100 of them will be Volvo buses running on diesel, and the rest will run on CNG. The private players will decide the AC bus fares, which will be 1.25 to 2.5 times the regular fare.

The Pimpri-Chinchwad Municipal Corporation (PCMC) would seek suggestions from citizens on developmental works that should be included in the draft budget for the year 2009-10. Preference will be given to the ward-level works for which suggestions from citizens are being sought. Rajmata Jijau Gharkul Yojana 2009 project aims at rehabilitating residents of all slums that have come up in the city before January 1, 2009 within three years. The project document states that there are 564 slums with around 2 lakh tenements in the city, and residents of only 14 of these have been rehabilitated in the last 14 years. The first pilot project on a public private partnership (PPP) basis under the JNNURM will be undertaken by Pimpri-Chinchwad New Township

¹²¹ <http://timesofindia.indiatimes.com/Cities/Commissioner-proposes--freeze-on-budget-llocation/articleshow/4610331.cms>

¹²² <http://timesofindia.indiatimes.com/Pune/4-FSI-for-properties-along-Metro-BRTS-routes-likely/articleshow/4220665.cms>

¹²³ http://timesofindia.indiatimes.com/Cities/Steep_hike_in_municipal_taxes_mooted/rssarticleshow/3929046.cms

Development Authority (PCNTDA) in 2009-10. PCNTDA has approved a resolution to hand over land at Chikhli free of cost to the PCMC for the Rs 600 crore housing scheme for economically weaker section (EWS) and has sent the resolution to the state government for approval. Under it, 15,000 houses will be built.¹²⁴

Ranchi

Rs 1,160.13 crore is the amount required to revamp Ranchi, Jamshedpur, and Dhanbad, but the State may lose the money if the authorities fail to bring about mandatory urban reforms within the stipulated deadline of 2010. Jharkhand will get around Rs 1,500 crore under the JNNURM in a phased manner. The fund will be utilised for development of cities like Ranchi, Bokaro, and Dhanbad. The Centre has granted Rs 32 crore to RMC under the BSUP scheme. While the Union Government has an estimated budget of Rs 55,000 crore for development works in 66 urban bodies across the country, RMC is expected to receive around Rs 1,000 crore for development projects from the JNNURM funds.¹²⁵ The Jharkhand Government has decided to repeal the ULCRA by 2011.

Ranchi Municipal Corporation (RMC) will carry out a comprehensive survey of below poverty line (BPL) households in the city with the help of NCC and educated unemployed youths. At least 80% names in the list are wrong. The list also includes names of beneficiaries who do not actually belong to the group and names of many, who actually belong to the list, are missing. The NCC and educated unemployed youths are to be handed over the task of drawing up the BPL list in order to ensure that the final list is unbiased.

According to the JNNURM scheme, the State has to frame Community Participation Law to ensure people's participation in execution of urban development works. But poor participation by citizens marked the first meeting conducted by the Ranchi Municipal Corporation (RMC) today to seek people's say in development works of the city under the JNNURM scheme. Through these meetings, the RMC will select 5 to 10 people, who will be made members of the City Technical Advisory Group¹²⁶.

Thane

The highly publicised Basic Services for Urban Poor (BSUP) project of the Thane Municipal Corporation (TMC) is now getting closer to becoming a reality. The TMC has almost completed the construction of around 1,000 homes under the project codenamed Basic Services for Urban Poor (BSUP) and the homes would be made available to the beneficiaries from August onwards. According to civic sources, the TMC is carrying out the first phase of the project at nine different locations of the city. Out of this eight are being carried out at the site of the existing slum colonies while the ninth one is coming up on a vacant plot of land belonging to the Mumbai Metropolitan Region Development Authority (MMRDA) at Tulsidham. Apart from this another 500 homes are to come up in the tenth project coming up on vacant plot of land at Kausa. Eight buildings would be erected to house the 500 homes. Out of this the construction of three buildings is already under way.¹²⁷

Thiruvanthapuram

The budget presented on Saturday, has given more emphasis on people-friendly initiatives than going in for any major infrastructural projects. Free breakfast for primary school children, financial assistance for poor children, free food for patients and by-standers, and educational assistance for the children of Kudumbasree workers are some of the new major initiatives charted out in the

¹²⁴ http://timesofindia.indiatimes.com/Pune/PMC_aims_to_make_city_slum-free_by_2012/articleshow/4202776.cms

¹²⁵ Few takers for civic meet on JNNURM scheme

¹²⁶ jnnurm@yahoo.com

¹²⁷ <http://timesofindia.indiatimes.com/Thane/Poor-to-get-1000-homes-by-August/articleshow/4682485.cms>

budget. The Thiruvananthapuram Corporation had sought Central assistance for its city development plan (CDP) for Rs 842.34 crore under the JNNURM. The Centre, however, frowned on the lion's share of the programmes. Only a programme meant for the development of basic amenities for the poor, worth Rs 5.6 crore, got the go-ahead¹²⁸.

Karimadom Colony has something that is sorely missing in several poor and lower middle class neighbourhoods of the city. The JNNURM project if implemented according to COSTFORD's vision will be a proud achievement in Trivandrum's fight against urban poverty. But whether the project will address the residents' demands for beginning the construction immediately and finishing the construction within a stipulated time frame remains to be seen¹²⁹.

Varanasi

About 35% of the 15 lakh population of Varanasi is covered under sewerage system in the cis-Varuna area but there is no sewage system in the trans-Varuna area which has 40% of the city's population and is growing fast and will have a population of 5.27 lakh by 2010 and generate 63.264 MLD of sewage every day. The project envisages the construction of a sewerage network of 142.58 km¹³⁰.

Vijaywada

The State is to repeal ULCRA by 2009 and the BRTS system has been approved for the city. An order has been issued by the State Government seeking to treat a major part of its share of funding for the projects taken up under the JNNURM as loan. State Government issued a GO stating that its contribution as grant would be 2% and the remaining 18% would be treated as loan, instead of the entire 20% as grant as stated earlier¹³¹.

A round table on "JNNURM programme funds – State Government's attitude" organised by the CPI (M) resolved to take up a division-wise agitation programme in the city against the State Government's decision to treat a major chunk of its share of the funding as loan. The speakers expressed the view that the JNNURM programme had turned out to be a burden on the VMC because of the State Government's decision. They felt that the Government should reconsider its decision and treat its 20% share of funds for JNNURM projects as grant, instead of loan. At a time when the Corporation was struggling hard to pool funds towards its share of 30% in JNNURM projects, the State Government had slashed its grant to 2% from 20%. It would be an enormous burden on the people, and also cripple the finances of the Corporation, they said.

Vishakhapatnam

The State is to repeal ULCRA by 2009 and the BRTS system has been approved for the city. As many as 37,000 new household connections in the central part and 12,000 in the Old Town area will be given, besides the existing ones for water supply. The Old Town project is scheduled for completion in one and a half years and the one meant for the central part in two years. As of now, tenders have been called and the technical bids are under evaluation¹³².

For whatever reasons, media news on the cities of **Gangtok, Itanagar, Jammu, Jamshedpur, Kanpur, Kohima, Madurai, Mathura, Meerut, Nanded, Nashik, Patna, Panaji, Puri, Raipur, Rajkot, Shillong, Shimla, Srinagar, Surat, Ujjain, and Vadodara** do not seem to be appearing in the national newspapers. But there is no reason why information should not be available about their performance or on public debates about them in the regional and local media. Hence, it is

¹²⁸ digest no 498

¹²⁹ jnnurm@yahoogroups.com

¹³⁰ jnnurm@yahoogroups.com

¹³¹ jnnurm@yahoogroups.com

¹³² jnnurm@yahoogroups.com

important to follow this up further by local groups and organisations.

Some other pertinent facts about JNNURM from media reports

- Just about 10% of the amount sanctioned for JNNURM has been actually utilised in the last four years since the Mission's launch in December 2005.
- Of the Rs 45,839 crore sanctioned for over 430 projects across the country, only Rs 6,931 crore has been availed of. An additional Rs 21,446 crore for contingency remains unutilised.
- This, in spite of the fact that over 120 Lok Sabha seats comprise urban areas and another 117 are from semi-urban areas.
- Maharashtra tops the list of fund-users though the State has spent only 26% of the amount sanctioned for its 74 projects. Gujarat, Andhra, and Karnataka follow at 11%, 10%, and 6%.
- Most projects (127) have been approved for water supply, which remains a critical problem for urban dwellers, but only 39% of the available money has been sanctioned so far.
- Around 74 road projects have barely taken off, with only 9% of funds. Only 21% of the fund sanctioned for 93 sewerage projects has been released and 3% for solid waste management.
- A majority of the 19 urban transport projects consist of bus rapid transport systems, but only 11% of the fund has been availed of.
- Only one project has been sanctioned for car parking, and only 0.10% of the funds released.
- Urban Development Secretary M. Ramachandran spoke in an interview and indicated that the seven-year scheme that ends on 31 March 2012 could be extended for another five years.
- The Union Urban Development Ministry is seeking a \$5 billion loan from the World Bank to implement various infrastructure schemes in urban areas.
- An internal assessment of the Finance Ministry has revealed that many of its past projects are running far behind schedule to the extent that the Government has been paying commitment charges of several hundred crore every year.
- The Government is considering the launch of a new version of JNNURM with an allocation amounting to Rs 1, 00,000 crore, to run over a period of seven years for cities with a population over 5 lakh.

Citizens' Views **(Status on the ground)**

The mandate of JNNURM is to renew 63 cities to become not only self-sustaining but also to have A-class infrastructure and provide basic services to the urban poor. The present study was designed to examine the performance of the various cities and thus critically analyse the conception of the JNNURM itself. In the previous three sections we have studied the preparation of the CDPs in 18 different cities; the relationship between the CDPs and the DPRs for 26 cities; and the media reports that have appeared from time to time about the performance of the Mission in 41 cities. Thus, a significant proportion of the cities under JNNURM have been evaluated in one way or the other in this study. In this section we present field reports that have been presented by different groups and individuals on the actual impact of the multi-crore mission on the 23 cities of Agra, Ahmedabad, Ajmer, Allahabad, Bangalore, Bhopal, Bodhgaya, Gandhinagar, Guwahati, Hyderabad, Indore, Jaipur, Kanpur, Kolkata, Lucknow, Mumbai, Nagpur, Nanded, Nashik, Patna, Vadodara, Varanasi, and Vijaywada.

It should be mentioned here that these 23 field reports do not represent the full range of effort that was put in. At the beginning of the study, organisations working in more than 30 cities were identified and contacted to see if they would be able to carry out the impact assessment in their cities. Many of them were fairly optimistic to begin with to be able to obtain a lot of data at the field level. So we collectively began by accessing City Development Plans and Detailed Project Reports from websites and city administrations and many of the local organisations set out to analyse them in order to assess the performance of implementation in their cities. But as groups and individuals began exploring the ground status, in city after city they found that data was hard to come by, town planning authorities and municipalities either were reluctant to part with information or did not even have it themselves, and municipal councillors, corporators, and legislators were often ignorant about the details of JNNURM. In addition, when they went to check implementation at the ground level, frequently they could not even trace the proposed projects. Responses to requests under the Right to Information Act were delayed, vague, and arbitrary.

Thus, in many cities where the project is supposed to be at the implementation stage but there is no evidence of impact on the beneficiaries, the data could not be filled. In Delhi, until the last moment, the list of DPRs was not available and the municipality refused to part with the information on privatisation of waste management. In Guwahati, the solid waste management project could not be traced. In Varanasi, the project sanctioned was augmentation of water supply of the whole city, but the local organisation was unable to find out where the project is being implemented. The budgetary sanctions have been made already, but the Varanasi municipality was not ready to disclose any information under the RTI application which is now at the appeal stage. In Dehradun, RTIs have been filed after repeatedly visiting government offices in vain but there is still no response on which slums are to be upgraded. Hence, eventually, it was possible to do field studies of some detail only in the 23 cities mentioned above.

In these 23 cities, some basic information on the socio-economic profile of the project affected people could be collected, but mid-way through the Mission period, there is still not much evidence of any direct benefits accruing to the community. The general level of ignorance about the genesis of projects, the lack of public participation in preparation of plans, the inability to distinguish JNNURM projects from non-JNNURM ones also restricted the comparative analysis of the status before and after Project Implementation.

Agra

The slum population of Agra varies between 10-55%, depending upon different sources of enumeration. The strategy for providing basic services to these slums includes improvement and rehabilitation programmes, linkages with bankers to provide financial assistance, training for

upgradation of skills and talents, and improvement in housing. Other proposed urban strategies that affect the urban poor comprise of shifting non-confirming household/small industrial units to planned new areas, sustainable river front development through site clearance and slum rehabilitation, widening and strengthening of important links, and creation of additional infrastructure. But the City Investment Plan has budgeted only 6.1% of the total for urban poverty and slums.

According to the study done by Oxfam and MSS in December 2006, there were 383 slums in the city with a population of 8,16,142, that is, about 55% of the total. But the CDP claims that only 17,567 families are living below the poverty line in the city. In other words, under-reporting of the slum population and their exclusion from plans is a common phenomenon. This is of particular concern because most of these families earn insecure livelihoods in the informal sector and many are shelterless, and their needs have not been considered in the preparation of the CDP. Even the CDP and the DPRs have been treated as confidential documents and are not available for public debate. The Nodal officer of the Agra Municipal Corporation has informed that 5,000 houses are to be built for the poor, but presently a project for the construction of 1,500 houses (G+3) is under implementation.

During the process of the citizen's review by Vigyan Foundation and Oxfam, slum level information was collected from the following 10 slums where slum level consultations were organised and 1 city level consultation was organised in November 2008.

Settlement Name	Age (years)	No of families	Land Situation	Public Tap	Hand Pump	Without electricity	Without toilets
Nagla Faturi	30	254	Nazul	✓	✓	-	244
Nagla Devjeet	50	826	Unknown	✓	✓	726	165
Gautam Nahar	60	416	Nazul		✓	-	382
Shanti Vihar	30	196	Nazul		✓	184	194
Sushil Nagar	25	467	Nazul		✓	-	319
Ravidas Nagar	36	319	Military	✓	✓	319	319
Nagla Dhani	70	416	Nazul/Private	✓		336	219
Telipan	90	183	Nazul/Private	✓		8	86
Kolihai	86	352	Nazul/Private	✓		150	180
Laldiggi	82	123	Unknown	✓		60	65

The main findings of the Slum Level Consultations were as follows:

- There is no change in access to and availability of basic services like water, drains, roads, sewerage, waste management etc at any of the locations
- No public facilities have been created after December 2005
- Nobody had ever heard about JNNURM, CDP, and DPR at any of the locations
- No agency ever contacted the people for any consultation on CDP/DPR
- People are not aware about any scheme for slum improvement/development, except for NGO initiatives like Basti Shiksha Pariyojana
- People from 1 out of 10 locations had heard about Nagar Nigam Awas Yojana and people from 4 locations had heard about construction of road through their basti (slum settlement) to facilitate travel by foreign visitors to the Taj. People from 2 locations (80-90 years old) informed that they had heard that their basities are supposed to be removed for construction of roads near the Taj. But they were never contacted by any agency for discussion or consultation for their removal or rehabilitation. Their basties are many decades old but their existence is at stake.

At the City Level Consultation, attended by Ward Members, the Nodal Officer of the Municipal Corporation, representatives of the community, CSOs, and media, and activists, the observations were as follows:

- The CDP belongs to the consultant firm and the Mission belongs to Government officers and contractors. People of Agra have nothing to do with it. No efforts were made for the identification of settlements of poor and no assessment of population was made by the developers. The CDP is a simple compilation of some information provided by the Departments; neither public nor public representatives were ever contacted by them.
- Ward members have no role at any level and nothing was discussed with them. Nobody is aware about the developmental activities. Everything is merged under the JNNURM without considering the local peoples' voice and needs.
- 5,000 houses for the poor are supposed to be constructed in the city and work is in progress on 1,500 but details of the project have never been discussed with ward members and whatever information is available is through the media.
- Agra has its water body and reservoir, which is neglected, and even this has not been considered under the Rs 7,854 crore CDP; rather the focus is on the implementation of a scheme through which water from Ganga will be brought to Agra without learning any lessons from the Yamuna Action Plan.

Ahmedabad

Members of Action Aid and Rethan Adhikar Manch, Gujarat report that there are 37 projects which have been passed so far under JNNURM for a total of about Rs 16,856 crore: 20 projects in Ahmedabad, 3 in Rajkot, 11 in Surat, and 3 in Baroda. Rs 5,522 crore have been sanctioned for the Ahmedabad CDP alone, of which Rs 495 crore is allotted for urban housing. More than one lakh people have been evicted to implement these projects. According to the 2007 data, there are about 12 lakh people living in 714 bastis. In one of the orders by Gujarat High Court, a slum cluster was removed and sent 15 km away from the city with no basic amenities at the resettlement site, because the Court observed that it was obstructing development work. In Surat 55,000 houses are to be built of which about 30,000 houses have been built for the poor, but they have not been allotted till date while the cut-off date for eligibility is 1967.

The Slum Networking Policy states that demolished slums will be provided a rehabilitation package, but the Machhiper slums were destroyed without providing any rehabilitation other than open space for shelter along with a negligible financial support of Rs 5,000. There was no provision for infrastructure, education, health services, drinking water, and transport facility to connect them with their earlier livelihoods. Due to various development projects around 4 lakh families will get affected and lose shelter, livelihoods, education, and basic civic facilities, whereas the Government of Gujarat is planning to construct only 1 lakh housing units under JNNURM.

Recent evictions in Ahmedabad have been as follows:

- Gulbai Tekra: 600 huts were demolished in November 2004 and the families have been relocated 20 kilometers away out of the city at a place named Odhav.
- Devji Pura Sahibag: Around 380 huts were demolished in December 2004. The land was acquired to build a post office and a police station. No alternative accommodation was provided to the evicted victims.
- Vastrapur Old Lake: 200 families were forcefully evicted to beautify the lake area in December 2003 and no alternative habitat has been provided to the victims.
- Mahakali Danilimbada: Houses of around 100 families were demolished for broadening the road and laying a pipeline, although a stay order has been obtained from the court and the families are still living in the same locality.
- Ambika Bridge area: in January 2004 the houses were demolished but the people got a stay order from the court.

Other eviction threats are at Lakodi Talab; in Babu Nagar, where a vegetable market is planned; approximately 10,000 households in 7 slums in the Ahmedabad Municipal Corporation (AMC) area because of 11 Town Planning Schemes; and 40,000 families on the banks of the Sabarmati. As in other cities, Ahmedabad's relocation sites are like dumping grounds, which are on the outskirts of the city. Odhav relocation site is 20 kilometers away in one of the industrial areas. The Ahmedabad Urban Development Authority had built around 1,500 housing units in a four-storeyed

complex in 2000-2001. Since this rehabilitation scheme was started only around 400 families have been relocated there and are residing in one-room apartments. Vejalpur is 7 kilometers away from the city and around 100 housing units have been built there. This is also a four-storeyed complex. Most of the occupants are from Bodakdev basti and were evicted in 2004. Vatwa rehabilitation site is 30 kilometers distant and Nikol rehabilitation site is 35 kilometers away from the city.

Of particular note is the Sabarmati Riverfront Development Project, planned as a self financing project which would generate revenue through the sale of reclaimed land, and which is expected to attract maximum attention during the Vibrant Gujarat Global Investors' Summit 2009. The total land to be reclaimed under this project is expected to be 58,598 hectares. According to a recent survey, there are 14,555 slum households by the riverbank of whom only 6,293 would have to be rehabilitated as the cut-off date is 1976. But the actual displacement could be around 35,000 odd families according to a survey by Action Aid and Sabarmati Nagarik Adhikar Manch, of whom 57% fall below the poverty line. At the same time, the Executive Director of SRFDCL claims that 19,000 houses will be constructed under the JNNURM schemes, out of which 600 are ready and 180 families have already moved in. Under the scheme, 30% of the cost of the house has to be borne by the beneficiaries.

The AMC had promised slum-dwellers Rs 5,000 as compensation, a land area of 15ftx10ft in the relocated area and adequate arrangements for transport for shifting when evacuating slums. The findings of both the activists and the Indian Institute of Management, however, show unfulfilled promises, as relocation sites don't even have houses or basic amenities. In most of the evacuations, the slum-dwellers have neither received compensation nor any basic amenities at their rehabilitation sites. The AMC also promised the residents that the relocation would be done within 3 kilometers of the current location. But most of the relocation is on the periphery of the city. The citizen's survey reveals that 27% of the slum dwellers are labourers, 25% are casual labour, and 20% are self-employed, while 11% are in service. Hence, livelihoods are adversely affected by such relocation, and the cost of travel goes up significantly.

Ajmer

Ajmer is a city of religious significance, and that is why it finds a place in the list of 63 cities under JNNURM. The local organisations, Social Participation among Rural People for Sustainable Health (SPARSH) and Apna Theatre Sansthan, are active on urban issues in Ajmer and mainly work with street children. Being a religious place, the city attracts many tourists from all over the world. The Dargah (shrine) is the most important place in Ajmer, and is the resting place of the revered Sufi saint Moinuddin Chishti. The present study was also done in the Dargah area, where the Government seeks to revitalise the inner walled city and decongest it to make it into a more vibrant tourist destination.



The study was conducted in Garib Nawaz Colony of the Dargah area. 61% of the surveyed people were small shopkeepers, selling things to the tourists. And the rest were daily wage

earners. 85% of the respondents were living in self-owned houses in the walled city in what is basically ancestral property. But the houses are tiny and 43% of them have only one room. The ground situation is even more pathetic with respect to JNNURM-led projects. No one in the Municipality of Ajmer and Pushkar has any idea about JNNURM and the two projects which have been approved by the Centre, for which part money has also been released. The representatives of the local groups filed requests under the RTI, but the answers did not reveal any more information.

One of the DPRs under BSUP program was for urban renewal of Dargah area. But in the Dargah area there were no signs of any work. Not even a single sign board was installed. Another DPR under UID sanctioned by the Centre is water supply for the entire city. But the Municipality itself has no idea about the funds released in this case.

List of DPRs for Ajmer-Pushkar

S. No.	Project Name	Year of sanction	CSMC date of approval	Approved Cost (Rs lakh)	ACA committed (Rs lakh)	Funds released (%)	Release date
1	Water Supply for Ajmer	2006-07	06/10/06	18,873	15,098	11,324 (75)	20/09/07
2	Water Supply to Ajmer-Pushkar	2007-08	28/12/07	16,642	13,313	3,328 (25)	29/05/08
3	Urban Renewal of Dargah Area	2007-08	08/02/08	3,842	3,073	768 (25)	17/03/08
4	Sewerage project	2008-09	19/08/08	11,208	5,200	1,300 (25)	01/10/08

Overall, there is no news of JNNURM in Ajmer, but there is a lot of talk about face-lifting the inner areas under the urban renewal program.

Allahabad

Allahabad is the least populated city among the major cities of Uttar Pradesh, with the third highest growth rate in the State. The CDP was prepared by a consultant firm when no elected urban local body was in place, but project implementation is already in process. The firm conducted some consultations in 5-star locations with a few selected officials and prepared the plan without assessing the real situation of the poor living in the city. Not a single consultation was organised at the slum level and even the sitting MLA of Allahabad was not invited. Rs 18.08 crore were allocated for a public awareness program and 96.13% of this was for BSUP but neither the people nor the public representatives of Allahabad are aware about the JNNURM. Hence, there was no public participation in the preparation of the CDP.

The planners of the CDP estimated a total slum population of around 4,00,000 with 60% and 40% living in unauthorised and authorised slum settlements respectively. The following activities have been planned under BSUP, for which less than 24% of the budget has been allocated:

- Rehabilitation (*in-situ/ex-situ*) of existing slum dwellers by provision of affordable housing for EWS & LIG strata (73% of total cost)
- Provision of adequate core amenities/services
- Provision of community toilets for better sanitation
- On-site management of waste/sewage water in inaccessible areas
- Educating the slum dwellers about environmental sanitation and personal hygiene

As per the CDP all the activities listed under BSUP are supposed to be completed during a period of 5 years from 2006-07 to 2010-11, and about 76% is supposed to be completed by 2008-09

including construction of 35,323 housing units for the poor living in slum settlements. However, activists of Vigyan Foundation and Oxfam found that during the last 3 years, under BSUP only 1 DPR for Integrated Rehabilitation Project of Rs 3.34 crore had been approved. This means that, despite all the media hype, out of the total plan projections of BSUP only 0.18% work has been started. During the citizens' review process, besides slum level information collection, 10 slum level and 1 city level consultations were organised in the month of November-December 2008, details of which are given below:

Settlement	Age [years]	No. of families	Land Situation	Public tap	Hand pump	Without electricity	Without toilets
Kushth Ashram	75	144	Cantonment	✓		107	144
Gaughat	80	125	Railway	✓	✓	125	125
Minto Park	30	250	Cantonment	✓	✓	250	250
Newada – I	40	180	Nagar Nigam	✓		140	132
Yamuna Bank Rd	80	150	State land	✓		142	150
Chaitam Line	20	80	Cantonment	✓		72	80
Chungi Road	40	85	Cantonment	✓		85	85
Purapadaen	80	120	Cantonment	✓		120	120
Hashimpur	70	100	Railway	✓		97	90
Sanjay Nagar	40	130	Railway	✓	✓	130	127

The main findings of the Slum Level Consultations were:

- There is no change in access to and availability of basic services like water, drains, roads, sewerage, waste management etc at any of the locations.
- People of 6 out of 10 locations are not aware about even the words like JNNURM, CDP, and DPR. At 4 locations people have heard about the JNNURM during consultations organised by the CSO but are unaware about CDP and DPR.
- No agency has ever approached the slums for participation in either preparation of CDP or DPR.
- People from all the locations only know about the housing schemes such as VAMBAY, Kanshiram Awas Yojana, and as per their information 264 houses are under construction in Naini and 1,500 will be constructed somewhere else.
- People from 9 out of the 10 locations neither know about any relocation scheme nor do they want to relocate to a distant site.

A city level consultation was organized in November 2008 in Allahabad and the local MLA, Ward Members, slum dwellers, media persons, NGO representatives, and others participated in it. The critical concerns that emerged during the consultation were:

- The poor are excluded from planning and nothing was done to assess their occupational and other requirements. The slum people prefer land rights instead of a 25-30m² built up area in G+2 houses as planned under JNNURM.
- Thousands of people are homeless but there is not a single mention about them in the CDP.
- There are about 50,000 people living in the Civil Lines as 'Sagar Pasha' occupants for serving the colonial landlords, but this segment of the population is totally excluded from the city development planning.
- Rs 53.27 crore are allocated for solid waste management in the city but rag pickers are excluded from the process.
- Rs 659.75 crore are allocated for sewerage and sanitation and storm water drainage in the UID sub-component and another Rs 47.75 crore are allocated under BSUP, but there is no mention of the people engaged in the cleaning of drains and sewers.
- More than a decade-old survey conducted by SUDA was used for the assessment of slums and the slum population.
- Nothing has been mentioned about the expansion of the city to a radius of 45 km and the 435 villages that were included in November 2007 and their requirements.

- Benefits of any scheme are limited to poor families having BPL ration cards. In Allahabad only 5,422 families have BPL ration cards and nothing has been done for the proper identification of the poor.
- The Mission seems focused on removal of the poor from the city to make it a world class one.
- A large portion of the urban poor are living in Cantonment and Railway areas but they do not figure in the CDP.
- Though some of the DPRs like water and sanitation, storm water drainage, and solid waste management and one DPR under BSUP have been approved, but there is no visible improvement in the city.
- Now the poor are in the periphery of the city where house tax and water tax has increased by 10 to 15 times.
- A coordination committee of Cantonment Board and Municipal Corporation has been formed but there is no Metropolitan Committee in place.
- Nothing has been done so far for surface water management or water conservation; rather the emphasis is on re-boring or creation of new tube wells.
- Nothing is disclosed or shared with the people or peoples' representatives.

Bangalore

JNNURM has given fixed guidelines for housing under BSUP program with little room for local modification. The consultants working in the slums find it difficult to carry out appropriate testing and surveys and, hence, the cost estimates are based on generic figures rather than on the ground realities. JNNURM also provides only for permanent housing whereas what is happening at the ground level in Bangalore is transit housing which is not supposed to be supported by the Mission. People have demanded that the plans should be city specific but the ULBs do not have the freedom to bring about the requisite changes.

Action Aid have found that there have been issues over land as well, since there are two kinds of claims people can have over land: (1) *Haku patra*: temporary claim over land; and (2) *Swadheen patra*: claim over the housing unit, not over the land. Since no mention is made about the type of allocation, it creates a lot of confusion. In addition, there has been opposition from the middle class RWAs to the public housing projects, and a demand that there should be infrastructural development (playgrounds, shopping complexes etc) for their colonies and localities instead.

The Bruhat Bengaluru Mahanagar Palika (BBMP) had started 5 pilot projects in the first phase and the slums were located by the NGOs. In particular, two NGOs played a significant role: Mahila Milan conducted the socio-economic surveys to document the prevailing conditions in the slums; while CHF did the biometric survey to identify the beneficiaries. The NGOs also played an important role in convincing the people about the advantages of multi-storeyed housing being provided under JNNURM.

The following 5 slums have been selected:

S.No	Name of the slum	No. of beneficiaries	Houses	Total allotment (Rs)
1	Kallyan	190	32	1,38,25,640
2	Jastma Bhavan	406	91	4,91,01,760
3	Kodihalli	179	35	2,02,05,020
4	Bakshi Garden	199	47	2,54,27,460
5	Netaji	144	42	2,66,97,960
TOTAL				13,52,57,840

According to the guidelines, first of all people's involvement has to be taken into consideration for making the plans. To consider and discuss the opinions of the slum people about the building plans, a meeting was held on 27.05.2006. In this meeting only senior city officials, Corporators, and the representatives of the NGOs participated. Nobody was there to represent the slum people and none of the slum representatives were invited. When a question was posed about their absence, one of the Corporators responded, "Why should they come? We are here to

represent them, isn't it?" In this manner in the first meeting which was conducted to take a decision on the housing project, the slum people were kept away and ignored.

In the same meeting the representatives of the participating NGOs expressed their dissatisfaction regarding the allocation of Rs 176 crore and made the following suggestions:

1. The slum community should be clearly involved while establishing the housing projects.
2. They should also be given all the information on the projects beforehand, such as the model, the quality, the mode of payment by instalments, and the maintenance charges.
3. The BSUP project should not only be for building houses but also for the social well-being of the slum dwellers.
4. Instead of maintaining that slums can be rebuilt and improved only through projects like BSUP, some money should be set aside for local institutions that contribute to the betterment of their own people in the slums.
5. Facilities for self-employment should also be included in the scheme.
6. Given that the Slum Board has not demonstrated either the ability to protect the slum land or to provide adequate facilities, will it be able to adequately utilise such a huge amount?
7. Meetings should be held from time to time in the wards to discuss about the working of the BSUP.
8. BDA, BMP, and Slum Boards should not be allowed to take independent decisions about the slums.
9. It is dangerous to unthinkingly accept the reforms and conditions proposed by the NURM.

However, all these suggestions were ignored and the organisers went on taking decisions as and how they wished. In subsequent meetings, only the officials and two NGO representatives were invited to participate, while the making of the Detailed Project Report for the BSUP was entrusted to Mansa Consultants, and the CDP given to Urban First Contractors. It is these two NGOs who were also commissioned to obtain the support of the people by highlighting its benefits. In this way, the CDP was prepared without the involvement of the people, and Rs 187.17 crore was sanctioned for the BSUP DPRs on 08.02.2007, of which the Pilot Project for the 5 slums received only Rs 13.53 crore. In the same vein, development of 13 slums was reported to the Centre and permissions obtained by 23.10.2007.

Deshyanagar

The Deshyanagar area, where 108 families have been staying since 30 years, was declared a slum in 2005. The only change in 30 years has been the increase in the height of the door from 3 feet to 5 feet. The status has not changed since 2005 and now the Karnataka Slum Clearance Board (KSCB) wants to provide housing in this area under JNNURM. The DPR guidelines provide for the following provisions:

- A detailed household socio-economic survey should be done to assess the felt needs so that a suitable DPR incorporating appropriate physical and social infrastructure facilities can be developed.
- Consultation with beneficiaries is a must before preparation of DPRs. Their consent should be taken and their willingness and capacity to pay the beneficiary contribution ascertained.
- Beneficiaries should be notified and the list placed on the website. Bio-metric identity cards should also be issued to them based on the socio-economic survey and these data/records should be computerised.
- Beneficiary committees are a must for planning, identification, implementation, monitoring, review, and social audit.
- Security of tenure at affordable prices has to be given to the beneficiary family, preferably in the name of the wife.
- 'Whole Slum' approach {it implies making available facilities of housing and basic services, community centre, health care centre, education centre, work places / common facility centres / livelihood centres / informal sector markets}.
- Revolving Fund {the agency (ULBs) should ensure that at least 10% of the funds released are recovered and ploughed into a revolving fund}.

- Constitution of Project Monitoring Units (PMUs) and Project Implementation Units (PIUs) and a Third Party Inspection and Monitoring (TPIM) team.
- Convergence of schemes: Sarva Shiksha Abhiyan, Health Mission, Aam Aadmi Bima Yojana, Rashtriya Swasthya Bima Yojana, National Social Assistance Programme, Prime Minister's Employment Generation Programmes, SJSRY

In contrast, the ground reality presents a very different picture:

- According to Deshyanagar residents, the survey did not happen nor is it available in the DPR under RTI. Consultations were not held with the beneficiaries.
- The beneficiary list is not there in the DPR nor on the website. In fact, the list is yet to be finalised.
- No beneficiary committee has been formed until recently.
- The issue of security of tenure has not been discussed nor assured and this is adding to the anxiety of the beneficiaries.
- The facilities provided till now include houses, a parking area, and a commercial area as compared to the whole slum approach.
- There is no mechanism of a revolving fund mentioned in the DPR neither are the families aware about it.
- PMU and PIU are not in place. There was an advertisement in May 2009 to fill these units. TPIM is not there in DPR nor is it there on the field.
- The issue of convergence of schemes is non-existent in the DPR.

It is clear, therefore, that the authorities look at the project as a poverty alleviation program or a housing mission, but do not consider it to be a livelihood program calling for a convergent approach.

Bhopal

According to the 2001 Census, Bhopal's population was 14.33 lakh, of which 4.8 lakh (or 34%) were in slums. The survey by the Bhopal Municipal Corporation in 2000 counted 266 slums with a population of 4.68 lakh, and this increased to 384 slums in another survey in 2005. However, a field count by Oxfam in 2006 revealed 543 slums with a population of 10.63 lakh, or 63.42% of the total inhabitants. 27.68% of the investment in the CDP has been set aside for the BSUP sub-component and most of this is for integrated development and housing of slums and infrastructural facilities in unauthorised settlements. Provisions have also been made for vending zones but no data has been presented of the work force in the informal sector, including hawkers and vendors, rickshaw pullers, tea and petty shops, vegetable sellers, artisans, waste pickers etc.

In the city of Bhopal construction of multi-storey buildings has begun. But these buildings are just to trap the slum dwellers into loans, as has been reported for some slums of Bhopal. In the Mission document it has been stated that two-storey buildings will be constructed, with a flat costing about Rs 80,000, and of this, 12% will be paid by the slum dwellers and for Dalits it will be 10%. But when the structures were built, 3-storey buildings were constructed, the price rose to Rs 1, 50,000, and there is no place for the parking of their rickshaws. There is no community hall or parks for children. The Madhya Pradesh Urban Development Ministry has also published in the papers on 24th July, 2007, vide no. F-10/31/18-2/2007, that the amount exceeding Rs 80,000 will have to be paid by the slum dwellers, which means that what was to be contributed by the ULB will now be passed on to the 'beneficiaries', who will not be given any '*patta*' (title deed) for their flats either, although occupation of the flats means that they will be taken out of the BPL list.

Bodhgaya

Bodhgaya became part of the JNNURM list primarily because of its religious significance. It has been categorised as a Class C city with less than a million population. Bodhgaya has a total of 15 slum clusters housing 2,100 households which is around one lakh population on the basis of an average of 5 members per household.

There is only one DPR for Basic Services for Urban Poor in Bodhgaya, while the DPR on Urban Infrastructure Development is absent. This BSUP project, which will provide housing for 2,000

people, entails building 400 houses only. For the implementation of this project, slums from 7 clusters have already been demolished but the people are yet to be resettled. With not much information in the BSUP project on rehabilitation, the basic design is essentially of constructing G+3 flats for the slum dwellers.

A sample survey of the uprooted families was carried out by Nidaan. 87% of the people surveyed were women, 54% work as labourers, and 35 % are unemployed. 94% of the dwellers had self-owned jhuggies earlier of which 83% were kaccha. 65% had only a one-room tenement and 74% kept the kitchen outside the house. 92% go to open fields to defecate. 99% have access to public taps for water. 85% of the households had no electricity and the 15% families who had electric connections spent less than Rs 30 per month to get it.

People have been uprooted from their dwellings and have been placed in open fields to wait for the alternate housing structures to come up. This has immensely disrupted their daily life. 33% of the respondents said that they had to take personal loan of Rs 5,000 to survive through this state. 36% of them said that they are unemployed while 53% are having irregular work. Earlier 35% used to earn between Rs 1,000-2,000 per month and now only 24% have a monthly income between Rs 2,000-3,000. For most families, the domestic expenses have significantly increased. 76% of the respondents said that they have to spend much more to make ends meet.

Details of increase/decrease in family spending (Bodhgaya)

Item of expense	<25% more	25-50% more	50-75% more	>75% more	<25% less	25-50% less
Food	0	76	24	0	0	0
Water	0	76	24	0	0	0
Fuel	0	76	24	0	0	0
Electricity	0	18	1	0	0	0
Transport	0	82	0	0	0	0
School fees	0	54	0	0	0	0
Toilet use	0	0	0	0	0	0
Health care	0	70	30	0	0	0
Social obligations	0	0	0	0	0	0
Debt repayment	0	0	0	0	0	0

Gandhinagar

In the context of the JNNURM being implemented as 'Vibrant Gujarat' continues to pursue its model of 'growth', Action Aid activists have documented the violent razing of the settlements of the labourers who built Gandhinagar, the capital city of Gujarat, through their blood and sweat. The Technology Park that is coming up in Gandhinagar needs a 'clean' look, with no disturbing



scenes of poverty or dirt or squalor around. Hence the demolition and forced eviction of the poor and marginalised communities living in the slums is going on in full swing without any sympathy towards the children and women. Thus the slums in Sectors 13 and 14 were demolished in the heavy presence of police. These families were not given any alternative for housing, in spite of the fact that there is a GR of the Gujarat Government (2003) which explicitly marks out the plots of land demarcated for resettlement of over 2,800 families of slum dwellers in Gandhinagar.

Since the last 5 years the people, all of whom were ready to shift, have been struggling for plots of land in the resettlement sites that they

were entitled to under this GR, but to no effect. Instead the administration chose to crack down and demolish, in total disregard of the obligation of the state to complete the plot demarcation procedure and transfer of the land titles to these families. The people were badly beaten up and even women were not spared when they tried to resist. Zakir, a worker from Kamdar Swasthya Suraksha Mandal (KSSM), one of the Action Aid partners working on unionising sanitation workers, was beaten up for having called an ambulance to transport a pregnant woman who was beaten up and injured by the police.

More than 5000 people are now living in the open amid the rubble in scorching heat. The Administration has cut off the supply of water to the people, who have been given strict warnings to collect their belongings and move off otherwise every thing would be bulldozed after two days. The people are terrified but in spite of all this they are staying put at the site. Despite the memorandum submitted to Range IGP, Chief Secretary and Principal Secretary, Home Department nothing has happened for their relief. The lower court of Gandhinagar has rejected their application for a stay order on evictions. The district court has been moved and currently the court has ordered the government to make on-the-spot verification of the site to ascertain how many families were still living there and get back with the data. However the Government seems to be delaying the process with a view to tire the people out.



Guwahati

According to the review conducted by SSTEP, the City Development Plan has many loopholes although some of the points, such as recycling and reusing sewerage, financial accounting, and transparency of municipal bodies etc are encouraging. But many citizens have criticised it on various grounds. Thus, there are no details about the strategy for providing civic amenities at affordable prices, and the suspicion is that it is the private companies who are the real beneficiaries through Public Private Partnerships whose details have not been revealed. There is similar suspicion of the Look East Policy wherein the Centre continues to treat the entire North East as an appendage supplying raw materials to and buying finished goods from mainland India. The consultations that led to the preparation of the CDP did not involve the urban poor or their organizations or the informal sector and so did not take into account their needs and requirements. Out of Rs 3,200 crore to be spent under CDP only 3.4% is earmarked for providing services to the urban poor.

In particular, there is no mention of the potential displacement from infrastructure projects. Thus, a large section of the urban poor are dependent on the wetlands for their livelihoods. But the degeneration of Deepar Beel as a consequence of the growth of Guwahati finds no mention in the CDP. Similarly, there is no data and analysis for the floods and the embankments that have failed to provide protection. While 5-star hotels are being promoted, there is no mention of their locations and the consequent displacement. A review by Xavier's Foundation of the water supply project, rejected in public consultations during the formulation stage and now being funded by JBIC, indicates that water tariffs would be very high and uniform user charges would be levied

with no special consideration being given to the urban poor. There is also no identification of the land where the displaced would be rehabilitated.

Hyderabad

For the present study the local organisation Chhatri, along with an urban development expert of Chetana, chose to study the BSUP Project for construction of 4,550 houses and provision of infrastructure facilities in the GHMC area of Hyderabad. Hyderabad is the only place where a comparative assessment could be possible because the project has been completed. The area is called "Bhimrao Bada". The study took place after the slum dwellers were given JNNURM houses. 81% of the people surveyed in the area were women. The main occupation was labour. Most of the women work as daily wage labourers and earn anything between Rs 600 to 3,000 per month. Loss of income ranges from 20% to 100% in the daily labour category and 25% to 60% in the self-employed. 11 persons have lost livelihoods post-JNNURM.



Most of the surveyed have self-owned houses. Earlier 40% of the surveyed families had a one-room tenement but after JNNURM, 82% have two-room tenements. 80% of them have a kitchen in their house while 82% have to use public toilets which have been never cleaned, now they have to build individual toilets. The situation of the water supply is also pathetic (*see pictures*). When asked about how much they had to spend for the transition, 16% replied that they have spent less than Rs 15,000, 24% have spent Rs 10,000 to 15,000, and 26% spent less than Rs 5,000. 54% of the respondents said they could get this amount only through personal loans, and the interest

varied from 36% to 72%. A few also said that they had to access multiple sources of finance.

Rate your present house in terms of the following criteria

	Does not exist	Much below requirement	Below requirement	Adequate for family	More than adequate
Living space	0	13	33	36	0
Natural light	0	0	7	57	18
Ventilation	0	2	8	46	25
Privacy	35	8	38	1	0
Security and safety	75	7	0	0	0
Working space	65	10	7	0	0
Storage space	60	12	10	0	0
Playing space	3	34	20	25	0

The above table demonstrates what the transition has meant to the displaced people. Comparing the present shelter with the earlier one, a significant number felt that the present one was either adequate or more than adequate from the point of view of living space, natural light, and ventilation. This is understandable given the earlier conditions of congestion in the slum. But security, safety, working space, and storage space do not exist in the new house for the majority of the respondents, while privacy remains a major concern. 29% also stated that the present house is 5-10 km further from the place of work than the previous house and the time taken for travelling to and from the work place has also increased by around 15 minutes. This is likely to be quite significant in terms of changes in transportation modes and the cost of travel.

Details of increase/decrease in family spending

Item of expense	<25% more	25-50% more	50-75% more	>75% more	<25% less	25-50% less
Food	18	26	12	13	0	0
Water	0	0	0	0	0	0
Fuel	30	21	5	0	0	0
Electricity	6	3	0	0	0	0
Transport	8	7	4	29	0	0
School fees	12	14	0	0	0	0
Toilet use	0	0	0	42	0	0
Health care	13	15	36	0	1	0
Social obligations	0	0	0	0	0	0
Debt repayment	0	2	1	0	0	0

On one hand the families have lost 25-30% of incomes, and on the other hand the monthly expenditure has increased. 42% said that they have higher expenditure while 21% said that the expenditure is much higher. The expenses on food, fuel, transport, education, sanitation, and health care have gone up significantly for most of the respondents. Thus, expanding on the theme of basic services, the surveyed population demanded that the government should provide water free of cost, health facilities, schools, community centre, and child care centres in their area immediately. But, as the tables below indicate, while the bulk of respondents were clear that it was the NGOs who were familiar with their needs and priorities, they also recognised that it was the elected representatives who were ultimately going to deliver the services, and the needs could be expressed preferably through community meetings.

After 2005, who asked you about your needs and priorities

Unknown researcher	Known NGO	Government official	Municipal staff	Association / Pradhan	Community meeting	Elected representatives
6	82	16				29

Who, in your view, represents the community to participate in planning

Elected representatives	Pradhan/local leader	Community meetings	Ward Sabhas	Mohalla Sabhas
82	31	82		

Indore

The local citizen's group, Deen Bandhu Society reports that there are several projects running under JNNURM, and their description and status is as follows:

- Eight grade separators were proposed, all of which are still pending
- Over bridges, of which four have been completed while the rest are pending
- Four- and two-lane bridges
- Extension of existing bridges
- Construction and renewal of around 600 gardens and regional parks
- Super river corridor as a part of a BRTS
- Sewerage projects are pending worth Rs 307.17 crore
- Rs 9,655 crore has been earmarked for developing infrastructure
- The BRTS consists of an eight-lane road costing Rs 868.15 crore, and has been presented through ICTSL as a model for other cities such as Ahmedabad and Pune. The claim is that such a system is already running in Taipei, Quito, Kunming, Curitiba, Bogotá, Mexico, Sao Paolo, Beijing, Jakarta, and Seoul. It will be constructed by 2025 to directly benefit 60% of the total population. More than Rs 260 crore will be borne by ICTSL, of which Rs 200 crore will be arranged through Public Private Partnerships and Rs 60 crore will come from IMC and IDA.
- 15 roads will be constructed and the housing and livelihood of at least 50,000 citizens is going to be directly affected, with many more indirectly impacted, but these impacts have been completely ignored in the planning process.
- Gumtee-free roads have been proposed, with hawkers zones demarcated for only 10,000 hawkers who have been surveyed – the rest will be evicted without any rehabilitation.
- Third phase of Narmada Project is under progress for water supply to 33 lakh of the population. ADB has financed Rs 641 crore and the remaining Rs 70 crore will be arranged by the municipality.

Jaipur

Jaipur has the famous walled city which has been made with pink stones and walls. This is why it is known the world over as the "Pink City". On one side it has the famous Hawaa Mahal and on the other side are the old streets from which wholesale trade is carried out. The Government is keen to beautify the entire walled city and in the bid to do so, it is planning to decongest the entire area, laying down new sewer lines, with maintenance of roads and restoration of pavements. This has led to massive forced evictions of small shops, hawkers, and vendors. The Government has also come down heavily on the daily labour earning their income through rickshaws, thelas, hammalis, etc.

With an estimate of 15.8% of the population of Jaipur city living in the slums, the BSUP project is focused on revitalisation of the walled city. Jaipur is known for its traditional crafts and jewellery, especially diamonds and kundans. This has a lot of influence in the economy which is also dependent on tourism. In a bid to attract tourists, big corporates, and multi-national companies coming through Rajasthani NRIs, the Government has undertaken the task of making Jaipur a world class premier city with 8-lane expressway, knowledge parks, information parks, a big

international airport, plus a few dozen flyovers with traditional artistic murals on the walls. Thus, JNNURM was initially welcomed with open arms by the people who knew of it.

The local organisation that did this survey was Labour Education and Development Society (LEDS), which is working with the construction workers, domestic workers, and sewerage workers in Jaipur. Although the survey cannot be said to reflect many of the aspects which the people of Jaipur have faced during the face-lift programme for the city, but it could assess two major projects in the walled city: one of revitalisation of the inner city, and another of phase-1 of the sewerage system.

Revitalisation of Inner City Part 3, BSUP

This project under NURM has led to removal of encroachments on the pavement by hawkers and vendors. 88% of the people surveyed are those affected by the project, who are self-employed having bangle shops, cosmetic shops, footwear shops, selling ready made clothing and jewellery, etc. 69% of the respondents belong to the age group of 26-45 years. 50 % of them are living in rented accommodation and in pucca houses.

Sewerage system for Jaipur, Phase-1

The project did not evict any family but it is laying sewer lines within the walled city lanes. The people surveyed live in the same locality where the sewers are laid. 60% of them are living in their self-owned house, while 40% are living in rented accommodation. 92% are living in pucca houses. 100% of them have sewer connections.

While the community did not face displacement, and there is not much change in their incomes, but they have cited that the net expenditure of their household has increased 25% more than what it used to be six months earlier. Thus, between 63 to 74% of the surveyed households reported an increase less than 25% in food, water, fuel, and transport bills, but 31-32% said that the expenses on these had gone up by 25-50%.

Details of increase/decrease in family spending

Item of expenditure	<25% more	25-50% more	50-75% more	>75% more	<25% less	25-50% less
Food	74	32	0	0	0	0
Water	72	31	0	0	0	0
Fuel	71	32	0	0	0	0
Electricity	70	32	0	0	0	0
Transport	63	32	0	0	0	0
School fees	72	31	0	0	0	0
Toilet use	69	5	0	0	0	0
Health care	65	32	0	0	0	0
Social obligations	68	32	0	0	0	0
Debt repayment	65	31	0	0	0	0

Jaipur city has already shifted its wholesale business and manufacturing units to places like Sanganer and other such places which will have specific manufacturing industries only. Public transport is being promoted with high-tech buses and state-of-art transport facilities. The buses are to run on 8-lane expressways and wide roads. Thus the mandate of JNNURM has shifted the focus of the city from manufacturing and crafts to high-tech infrastructure and services that would be out of the reach of most of the local people.

Kanpur

Kanpur is the most important metropolis and biggest city of Uttar Pradesh. According to the 2001 Census, the city had a population of 25.51 lakh, of which the slum population was 3.68 lakh i.e. 14.5%. However, as per the survey conducted by DUDA, the total number of slums in Kanpur

was 390 and the slum population was 4.19 lakh. As per KNN estimate, slum population is about 5.0 lakh in 2006, which is 20% of the total. A large number of below poverty line (BPL) population (about 60%) also live in the slums. The metropolitan region defined under JNNURM by Kanpur Nagar Nigam (KNN) includes the KNN area, 8 kilometres around the KNN boundary, and the newly included 47 villages of Unnao district on the north-eastern side. Out of the total houses, 33% are not covered by electricity, 17% by safe drinking water, and 36.5% by toilets.

The activities proposed under BSUP are:

- In-situ development of 390 slums by bringing improvement of roads and drains, hand pumps, water supply, sewerage, street lighting, and construction of 7,461 houses
- EWS housing is proposed to be built for relocation of those slums which are on untenable sites such as falling near the river/ footpath/ or site which is required for development works
- 5 slums to be developed on Bombay/Pune model with multi-storey housing and improved infrastructure.

25.33% of the total potential investment is proposed for BSUP and is spread out over five years as follows:

SI	Planned Work	Investment Plan [Rs crore]					
		2006-07	2007-08	2008-09	2009-10	2210-11	Total
1	Infrastructure development & construction of EWS housing in existing <i>malin bastis</i> .	15	17	14	18	12	77
2	Construction of EWS houses for the poor in new colonies	68	108	253	253	201	883
	Total	83	125	267	271	213	960

As reviewed by Vigyan Foundation and Oxfam activists, three projects amounting to Rs 169.11 crore were approved in 2006 and 2007 and 50% of the planned work is supposed to be completed by 2008-09. However, as per the available information, only 35% of the work is under progress. In the public consultations, the following concerns emerged:

- The citizens of Kanpur assess that more than half the city population is living in the slums as against the 20% estimate of the CDP.
- The needs of the migrants, the destitute, the street children, and the homeless have not been considered for planning.
- The people relocated at Ratanpur Panki informed that they are relocated about 25 km away from their original location about one year ago, and though houses have been provided to them, they have lost their wages because of the distance and there is no arrangement for public transport.
- During the process of citizens review people of 12 basties informed that they are absolutely unaware about any scheme or plan.
- More than 1,00,000 vendors, about 60,000 rickshaw pullers, and daily wage earners are not part of the so-called new development planning.
- Water quality is an issue of concern across the city as it is considered to be an environmental hotspot where surface and groundwater is contaminated, but it is out of the purview of the CDP.

Kolkata

This is one of the few cities where the ULCRA has not been repealed. But even while the reform has not been implemented, funds are still being sanctioned for building high-rises and other

infrastructural projects. Thus, in the South City complex, public space (where previously there was an Usha factory which was closed down) has been appropriated and converted into a private space. Similar 'development projects' have been taking place in Batanagar where the Bata Shoe Factory has been closed down and the land where Hind Motors was earlier located. The PPP has been implemented in a big way but mostly for infrastructural projects, and also for basic services such as health, which means that the lower income groups are being put in a vulnerable position.

The UID component of JNNURM deals with improvement of physical infrastructure such as bridges, flyovers, drainage system etc. The project also talks about fixing water meters in houses although the Government has promised not to tax water in the near future. The BSUP component has formulated plans to resettle people living in slums into decent dwelling units through minimal expenditure on the part of these poor people. Areas such as Rajarghat, Kacharipada, Hatgachia-I and Hatgachia-II, Anandanagar (Garden Reach) have been identified as places where the scheme will be implemented. Work has already started in Rajarghat and Anandanagar, but the work progress has been really slow within these 3 years and the people for whom this is being done are hardly aware of the developments. The slums are situated in prime locations of the city where the land is being sold at very high prices to private developers.

The study in Kolkata was conducted by Ayushi Mittal and Faiza Rahman from the NALSAR University of Law, Hyderabad. Their report lays emphasis on the housing schemes proposed by the government under JNNURM and it critically analyses the same. According to the 2001 census there are 15 lakh people who are residing in the 5,072 slums (basties) of Kolkata. Some other sources have said that there are 3,500 basties in the city of Kolkata. The researchers studied the Rajarghat area with around 16,000 people living there, Kacharipara with approximately 6,000 people, and Hatgachia-I with about 7,000 people and Hatgachia-II with 1,900.

Rajarghat

In Rajarghat, a population of 15,631 people, comprising mainly of ragpickers, will be provided 2,808 dwelling units. The KMC intends to provide courtyards in order that they might be able to stack their collection and continue their livelihood. The nearness of the site to the dumping ground is seen as another reason which would make this project a successful one. The slum dwellers that will be shifted to the dwelling units will only have to bear expense to the tune of Rs 30,000. Out of this 30,000, Rs 20,000 will be taken from banks in form of loan by the Government on behalf of the occupants which they will have to repay within a period of 10 years. The area also encloses within it a government school which will be shortly demolished, and be rebuilt in a different place. However, the slum dwellers are skeptical about the project and do not know the kind of life they can expect in the dwelling units provided by the government. They are also skeptical as to whether they will be given the houses in the first place or not.

In Rajarghat the people to whom the houses shall be allocated have already been given identity cards and their photographs have been taken. However, what they have been given as a proof of their holding a house in the apartments that are being constructed is a handwritten piece of yellow paper with a few numbers in it, the meaning of which the slum dwellers are ignorant of. Hence, one can see the kind of "document" provided to the slum dwellers does not qualify as any kind of guarantee that these people who have been promised a house to stay in and are asked to pay money for the same will for sure be provided the same. Also the people are unaware as to who exactly has given them the papers and taken their photographs. Some say that they were people belonging to a political party while the others say that they were Government officials. They claim that they were not given an opportunity to negotiate any demands with the Government and were left with no option but to agree to their proposal. They also stated that they had been subtly threatened into submitting to the proposal.

Hatgachia and Kacharipada

The areas of Hatgachia and Kacharipada lie adjacent to Rajarghat but the residents in these slums have resisted the KMC's efforts regarding JNNURM and do not want to vacate the place; they are also skeptical about the scheme and how it will meet their needs and be better than their

present condition. Issues such as provision of a single flat to families which consist of more than one sub-family within them are one of the reasons why these people are against the Government's initiatives. The locality of Hatgachia-1 has formed an association which will voice their concern about the project and also protest on behalf of the people living there. The Government officials have stated that the people living in these slums will not be relocated or evicted at any point during the project.

According to the survey conducted by the researchers no such availability of basic services has been made to the poor at their present sites. There is no water, waste disposal, sewerage, or sanitation being provided to these slum dwellers as of now. Whereas there are some works which have begun in the JNNURM project such as construction of flyovers and better drainage facilities but these are being provided to the city as a whole and not to the slum dwellers. But the new homes are also being constructed in the areas in which they are presently residing under in-situ development. The construction work has only begun in the Rajarghat area. However, on speaking with the people living in Hatgachia-I, Hatgachia-II, and Rajarghat area the researchers got to know that that they were informed that construction would begin in these areas too in some time and the people would temporarily be shifted but no location was told to them or no information was provided to them as to which area would they have to move into while the construction took place.

As of now there have been no improvements in the services provided to these slum dwellers after the JNNURM project has come into force. Though the KMC claims that the work has begun and all the issues would be taken care of. As per their plans the slum dwellers when shifted to flats would be provided water on which no tax shall be charged unless they are capable to pay for it themselves and also the sanitation, the drainage, the solid waste disposal, and all the other services which are provided will be done at the cost of the KMC. The people will only have to maintain the sanitation within their housings. As no changes have been provided as of now, these people are living in the same down-trodden condition as before. However these slum dwellers are not very willing to shift out as they tend to see and feel that their livelihoods would be brought to an end and this kind of a change will not be welcomed by them.

Lucknow

Lucknow Urban Agglomeration (LUA) became a million-plus city in 1981. Besides the areas under the jurisdiction of the Lucknow Municipal Corporation, the LUA also includes the Lucknow Cantonment. Census 2001 estimated the population of the LUA at 22.46 lakh. There are wide variations in the information available on slum and slum population. As per the revised findings of Census 2001, the total slum population in the city was 1.79 lakh, whereas it was 6.97 lakh in the 1991 Census. It was estimated at 11 lakh by a survey conducted by SUDA/UNCHS in 2000. As per DUDA survey of 2005 the slum population was 6.70 lakh, while in the same year Oxfam's survey found a slum population of 10.18 lakh. Hence, the slum population may be as much as half of its total population spread over more than 1,000 slums. There are about 8,775 BPL card holders in the city, but a recent study conducted by Action Aid shows that 44% of the slum dwellers in the city are without a ration card and 66% of the families are living below Rs 16 per capita per day.

Like in other cities of Uttar Pradesh, the CDP of Lucknow was also prepared by a consultant firm in a situation when no elected local body was in place. The BSUP sub-component consists of:

- In-situ integrated development of slums with provision of housing, basic services, and amenities
- Relocation of slums that are in dangerous areas
- Night shelters for the destitute
- Community toilets in selected slums

For this, the City Investment Plan provides 21.68% of the total budget of Rs 4,845.33 crore. The study by Vigyan Foundation and Oxfam shows that long term schemes have been completed after JNNURM, such as the Haider Canal Express Highway, but it resulted in uprooting 47 slums. About Rs 22.38 crore have been spent on the Kukrel Diversion Plan (6-lane highway which is not

mentioned in the CDP but was reported in the newspapers) which will affect more than 6 lakh slum dwellers. When the concerned authorities were asked about the resettlement of these slum dwellers, the reply was that houses will be available after 6 months.

The CDP proposes EWS housing for a population of 5.1 lakh. With an average family size of 5, a total of 1.02 housing units will be required. Cost has been estimated at the rate of Rs 80,000–50,000 for the house and Rs 30,000 for basic infrastructure. Basic infrastructure includes piped water supply, sewer system, and storm water drains. Additionally at the cluster level there will be one building each for community hall, primary school, and primary health centre with the costs being divided within the cluster. The total cost of EWS housing is estimated at Rs 816 crore. Rs 700 crore are allocated for construction of EWS houses during the Phase I of the Mission. This is in addition to creation of additional housing stock at 7,000 per annum and housing proposed under the Integrated Slum Development Scheme. As per the annual financial plan 58% of the total proposed work under BSUP is supposed to be completed by 2008-09.

Through pro-active intervention, Vigyan Foundation and Oxfam contacted the consultant firm at the time of preparation of the DPR to facilitate interaction between slum dwellers and developer and also to provide information available with them. But neither the consultant firm nor the local nodal agency shared the CDP and it was treated as a most confidential document. As per the information update of 20.01.2009, 35% of the money has been sanctioned, but interestingly the slum survey is yet to be carried out and things are moving without assessing real situations. As with the CDP, the DPRs are highly confidential and no information is available to the public. It is further claimed that DUDA is working in 10 slums (as against 100 slums to be covered under in-situ development by 2010) and LDA is supposed to construct 8,869 houses under BSUP, of which 5,058 houses are already constructed – but this will still be only 13.5% of target.

During the citizen's review process 9 slum level consultations were conducted in 7 slums and 2 rehabilitation colonies, and 1 city level consultation was organised.

Settlement	Age (years)	No. of families	Land Situation	Public tap	Hand pump	Without electricity	Without toilets
Purvadinkheda	15	65	Najul			All	65
Jaipuria crossing	15	300	Railway			All	300
Rajajipuram	40	300	Nagar Nigam		✓	All	300
Rampur	40	300	Najul	✓	✓	All	70
Jugoli	60	450	Urban village	✓	✓	-	300
Umrao ahata	40	102	Multi ownership		✓	-	-
Baba purwa	100	425	Disputed	✓		-	280
Mayavati colony*	10	486	Awas vikas	✓	✓	-	-
Para*	5	296	LDA/DUDA		✓	-	@

* Mayavati colony and Para are rehabilitation colonies

@ In Para toilets are constructed in every house but the sewer is choked and people are forced to defecate in the open. In Umrao ahata 65 families are using a public toilet constructed by an NGO and the community.

The main findings of the Slum Level Consultations were:

- 8 out of 9 are unaware about JNNURM, CDP and DPR.
- Situation of rehabilitation colonies is not very good: at 1 location water is contaminated; at another people have to purchase water from a private submersible pump at Rs 300 per month. Sewer line is choked and nobody is taking care of roads and other facilities.
- People of Umrao ahata informed that they participated in a consultation on CDP through Vigyan Foundation but they do not know what happened and whether their concerns were included in CDP or not.
- People at none of the locations were contacted by Nagar Nigam or DUDA
- People from only 1 location informed that streets, drains, and sewer were constructed after December 2005, but the sewer is not functional and they have heard about possible payment of user fees.

The City Level Consultation was organised in November 2008 and Ward Members, community representatives, media, and CSOs participated in it. The main findings were:

- The process of development is confined to infrastructure without considering the people of the city. Though it has a separate sub-mission for urban poor but the process seems to be more of an urban poor removal mission. One consultant firm came and developed a CDP, later it was approved by the Nagar Nigam, but Ward Members remain unaware about it.
- This plan has been prepared without considering 1,50,000 vendors, 72,000 rickshaw pullers, 30,000 women domestic workers, around 18,000 homeless, 76 labour *addas* (markets), and around 1000 slums. It is a process of systematic denial of existence of the poor.
- The city is experiencing changes and the poor are losing their working and living space. In-situ development of few slums is proposed without consulting with the community and new townships for the poor are proposed 18-20 km away from their working place.
- Roads are being widened and vendors and petty shopkeepers removed without considering the implications for their survival.
- About 38 basties are situated around Haider Canal and people are living there since the last 40-50 years but eviction was started for construction of an expressway through the middle of the city. Few basties are completely evicted and few houses are demolished and allotments were given to the owners of the houses in the rehabilitation colony where already allotted families were residing without considering their needs and not a single person was consulted before demolition.

Mumbai

The four JNNURM cities in the state of Maharashtra are Mumbai, Nagpur, Nanded, and Nashik and regular public meetings and discussions have been held in each by Committee for Right to Housing (CRH) and their comrades. The various projects proposed in these cities consist of water supply, storm water drainage, road development, and solid waste management. The formulation of the CDPs has been done in a very complicated manner. The data and figures provided in the CDPs are inconsistent and lack authentication. Implementation of the projects is a problem and there is no detailed information about any of the re-settlement programmes.

The Mumbai CDP says that the aim of the Mission is to make it a 'slum-free city'. But even after 3 years of the implementation of the project, slums still exist all over Mumbai. According to the data compiled by CRH activists, displacements in Mumbai have been under numerous projects and have impacted a large population in the last 4 years. A very small percentage of the displaced population has been rehabilitated in the unsustainable rehabilitation sites developed in exchange of TDR and FSI. CRH has been working in the community of Indira Nagar Pipeline, a community that will be displaced by BRIMSTOWAD project under JNNURM. The community has been issued eviction notices and residents have been asked to submit their documents proving eligibility to the Municipal Corporation.

The profile of the community presently is as follows:

1. Largely Muslim population, though at the fringes of the community there is a presence of Hindu population. There is a huge community of rag pickers from Andhra Pradesh
2. The community lives in very appalling and dangerous conditions with a nalla at the back and houses on the pipeline itself.
3. Most of the people earn their livelihood working in the unorganised sector, a few work at Bandra Terminus, and many of the women work as domestic help in neighbouring colonies.
4. The community has faced demolitions many times in the past.
5. The area is very dense and many times fire has broken out in various parts of the settlement destroying many households at a time.
6. Most of the houses in the area are constructed of tin sheets and wooden planks. Almost all the houses have G+1 structure which are rented out. The rent proves to be a regular source of income for many residents of the community.
7. The land on which this community is living belongs to the railways and the city survey no. is 420.

8. There are no community toilets, although many households have built-in toilets opening into the nalla behind. The entire community has 3 taps, many people fetch their water from the railway taps or buy water from neighbouring slums or get water from their relatives in the neighbouring areas.
9. Most of the people residing are registered voters and also have photo-passes. Those who live in rental housing have no documents in terms of ration cards, voter IDs, or photo-pass receipts.
10. Many have lost their documents during the frequent demolitions and fires.

This profile itself indicates that resettlement of the slum is likely to benefit the minority of residents and even the allotment of single flats to those with proper documentation is not going to amount to rehabilitation because of decrease in incomes – whether through depletion of livelihood opportunities, increasing distance to work places, or loss of rental incomes. In addition, in Mumbai there are a host of other projects that are being carried out under other schemes and there is widespread confusion about which initiative is being taken under which project. There is no clear-cut demarcation of projects and targets.

Nagpur

The data in Nagpur was collected from Nagpur Municipal Corporation and presented by Subhangi Meshram and Jammu Anand of CRH. According to the 2001 Census the total population of Nagpur city is 22 lakh out of which 8.04 lakh lives in 424 slums of which 289 are declared and 135 are not declared as slum pockets. Nagpur Municipal Corporation submitted 5 proposals for rehabilitation and all 5 were sanctioned in November 2006. The projects will be implemented by the Slum Rehabilitation Authority of Maharashtra. 16 proposals are presently under consideration benefiting 6,322 households. Total cost of these projects is Rs 125.93 crore out of which half comes from the Central Government and the rest shall be raised by the State Government, the ULBs, and through people's contribution.

The BSUP projects sanctioned under JNNURM are:

S.No	Sanctioned Project	Zone – East Nagpur	Zone - West Nagpur
1	10 Slum Pockets to be rehabilitated	Babbudh Nagar, Taj Nagar, Bangladesh, North side of Chamar Nalla Slums, Pili Nadi I & II western-side	Gondtoli, Marartoli, Sanjay Nagar, Ambajari, Zingawai Takli, Indira Nagar
2	Houses to be constructed	2,603	2,518
3	Total Cost	4,998.00 lakh	4,900.00 lakh
4	Break up of the total cost		
	a. Central Govt (50%)	2,498 lakh	2,434 lakh
	b. State Govt (30%)	1,498 lakh	1,463 lakh
	c. SRA	600 lakh	581 lakh
	d. Beneficiary contribution	408 lakh	305 lakh

The BSUP projects proposed under JNNURM are:

S No	project submitted	East	Central	West
1	Slum Pockets to be rehabilitated	6	4	7
2	Total houses to be constructed	2,081	2,603	2,679
3	Total Cost	4,108 lakh	5,276 lakh	5,249 lakh
4	Break up of the total cost	<i>(in lakh)</i>	<i>(in lakh)</i>	<i>(in lakh)</i>
	a. Central Govt (50%)	2,054	2,638	2,624
	b. State Govt (30%)	1,233	1,583	1,575
	c. SRA	495	631	626
	d. Beneficiary contribution	326	424	424

Projects other than JNNURM:

Name of the slums	Total Households	Cost (in crore)
Panchsheel Nagar, Baigen Baugh, Dhammadeep Nagar, Indira Mata Nagar, Borker Nagar, Jatatrodi II, Indira Nagar and Vanjari	2,996	119.81
Jatatrodi I (Central Government sanction)	269	12.57
Indiranagar, Indiramata Nagar, Borker Nagar, Vanjri (recommended to State Government)	1,282	61.00
Savitribai Phule Nagar (submitted to State Government)	1,084	55.00

Thus, as in Mumbai, there are a host of other projects that are being carried out under other schemes, with equivalent budgets, and no clear-cut separation of projects and targets. The sanctioned budget for 2008-2009 for infrastructure projects is:

Water Supply – 260 crore

Road – 490 crore

Street Lights – 83 crore

BSUP – 105 crore

Nanded

The major displacement that has taken place in Nanded is in the Gurudwara premises. The official figure is of around 2,000 households living illegally in the premises. Around 350-400 households have been rehabilitated in the Gurudwara compound itself and some (150-200 households) who could not establish clear eligibility have been put up in shed-like structures very close to their original tenements in the compound. The rest have been left to fend for themselves.

The other displacements that are likely to happen are in Pandurang Nagar on airport land. This is a community of around 700-800 households. Initially there was a threat of eviction but there is a rumour that 1,200 tenements are to be constructed under BSUP which shall be utilised for evictees from Pandurang Nagar and other nearby places. Not much has been officially said about the project. Some people who have already deposited their beneficiary contribution are presently feeling trapped as there is no activity towards building the new rehabilitation site. There are also about 10,000 houses built in Nanded but none of them have been allotted to any of the slum evictees.

Govardhan Ghat is a basti on municipal land of 200 households, the basti has been in existence for the last 50 years and a few of the early residents have been living there even before that. There was an attempt at evicting and rehabilitating them 20 km away in an area developed by CIDCO. 14 households have already been evicted, but currently they are staying at the same place in broken houses. The eviction was stopped as many residents had clear entitlements but rehabilitation sites / tenements were not ready. There is a proposal to develop a rehabilitation site at Shravasti Nagar for around 800 households and this site too is partially complete.

Nashik

In Nashik there have been many displacements in the past 2 years in the name of implementation of development plans, for projects proposed under JNNURM and projects that can find their reflection in the city development plan of Nashik. One such demolition had taken place in 2006 in Godavari Nagar a community of 350 households. The community has been in existence at the same spot on Godavari Ghats since before 1972. In the 1972 development plan the plot was shown to be reserved for a market, but this was not developed even though the residents of Godavari Nagar were engaged in economic activities and had small shops. In 1972 there were around 100 households. In the development plan of 1992 there were about 200 households and the plot was still reserved for development of a market.

The current eviction also happened on the pretext of development of a municipal market at the

same location. During the demolitions in 2006 all 350 households were razed. After a long struggle the Nashik Collector allotted them an open plot for rehabilitation in Nilgiri, about 5 km away from the city. But the Godavari Nagar people were chased away from Niligiri Baugh by the people rehabilitated there earlier as well as by the local politicians and his goons. Presently these people are spread across the city in different slums. Some 100 households are shelterless on the Godavari banks, few live in rented accommodation, while petty shopkeepers have bought or rented small shops in the neighbouring areas.

In all 7 bastis have been displaced under JNNURM projects or projects which can be traced to the City Development Plan under JNNURM. Information collected by CRH for 3 bastis indicates that their conditions are not very different from Godavari Nagar residents. Thus Amardham is a small basti on Nashik Road of 250-300 households, from where the people have been evicted for development of a garden but have not been provided any rehabilitation. Similarly, Macchimar Basti was demolished to make way for a road for Badhrakali Police Station. 50 households were demolished and not provided any rehabilitation. Shivaji Wadi was demolished to make way for road widening. Around 50 households were evicted, out of which 45 have been rehabilitated under VAMBAY, and 5 households could not avail of any rehabilitation facility due to lack of documentary evidence.

Patna

In Patna city, out of 72 slum clusters, 16 have been demolished but the oustees have not been given any alternate housing till today. Government of Bihar announced 8 BSUP schemes for slum rehabilitation with 12,596 flats to accommodate the population under JNNURM. So far the project is at the stage of laying of the foundation stone and barely any construction can be seen on the site (see *photographs*). The Patna CDP speaks about a solid waste management scheme and water supply project but on the ground there seems to be no movement apart from an announcement made by the Bihar Government on the approval of one project of Solid Waste Management under the UID component of JNNURM. Verification of this project on the ground is next to impossible unless the project is in the implementation stage.



Site of slums demolished

Nidan was the local organisation which did the project assessment in Patna. Nidan is more than a decade-old organisation working in the slums of Patna and engaged in organising rag pickers, vendors and hawkers, home based workers, construction workers, and domestic maids and has evolved as an effective organisation of both women and men. Nidan has been part of the JNNURM process since 2006 and has been monitoring it regularly at the State level. The data collection in Patna city was done with a sample of slum dwellers whose slums were demolished with the promise of alternative accommodation in G+3 flats. The information display board on the site gives a completion date of the project as September 2009. On the basis of its findings Nidan organised a State level consultation on project impact assessment in December 2008 which was attended by the Ministers and MLAs of the State.

As per the survey of Nidan there are about 69,000 households in Patna that require in-situ up-gradation and about 20% households require rehabilitation. For this, additional land of 197.2km² would be needed. But as much as 200km² of highly fertile multi-crop land is being acquired for these purposes, mostly for leasing out to builders and real estate speculators. The basic question being how to locate vacant Government land where the evictees could be rehabilitated, the Right to Information Act was used to get details of all such land in the municipal area of Patna from the circle office. It was found out that there was enough vacant Government land within the municipal area to rehabilitate the displaced slum dwellers.

Some major findings by Nidan regarding the status of BSUP projects are:

- 320 acres of land are required for constructing 34,000 houses
- 700 acres of land are available with District Administration
- Only 89.23 acres of land has been made available by the District Administration

An important observation in this regard is that the main problem regarding the implementation of the projects is that the funds are getting restricted at the State level only. The Government is taking no initiative to disperse the funds.

In Patna, the demolition of slums was carried out for the implementation of "Patna BSUP Scheme Phase-3" which would build 2,736 houses with a total investment of Rs 64 crore. The total number of affected households is 17,128, who are mainly unorganised sector workers.

The situation of the demolished households under this particular BSUP scheme is that they are left in the lurch with no roof on their head and made to live on nearby patches of land till the time the flats are built for them. About 26% of those surveyed were unemployed, as they cannot go to work and have to protect their temporary structures and shelterless children. 89% of the respondents were women and 11% were men. 34% of them belonged to the age group of 36-45 years.



One of the signboards at the BSUP site

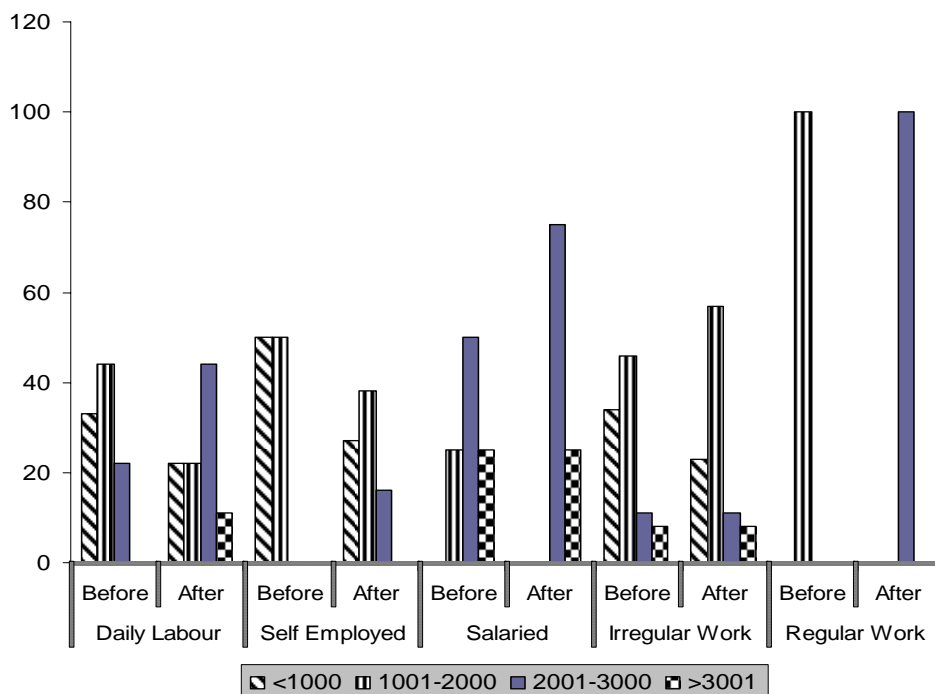
86% of the houses were self-owned and 93% were kuccha. 86% of the houses had only one room and 87% had kitchens outside the house before demolition. The situation is the same, if not worse, post-JNNURM demolitions.



The site of Construction of BSUP Phase 3

The figure below indicates that there is some change in the income pattern of those who have been displaced. 20-25% of the population has got a 20% jump in the incomes, for the rest income remains unchanged. According to Nidan this partial increase is because minimum wages were increased by the State Government during the period under review. Hence, it may also be interpreted that the no-change scenario means that earning opportunities have decreased.

Changes in income



Changes in Income pattern before and after NURM (Patna City)

However, there is also a significant change in the expenditure pattern as given in the table below.

	<25% more	25-50% more	50-75% more	>75% more	<25% less	25-50% less
Food (daily rations)	4	93	3	0	0	0
Water	6	91	3	0	0	0
Fuel	6	92	2	0	0	0
Electricity	0	0	0	0	0	0
Transport	41	55	1	0	0	0
School fees	41	45	0	0	0	0
Toilet use	0	0	0	0	0	0
Health care	1	95	3	0	0	0
Social obligations	0	0	0	0	0	0
Debt repayment	0	0	0	0	0	0

Details of increase/decrease in family spending (in percentages)

65% of the respondents said that they have higher expenditure while 35% said that they have much higher expenditure. 90-95% of them said that they have to spend 25-50% more on food grains, water, fuel, and health care. While 45-55% said that they suffered because of increase in school fees and transport costs.

The basic services such as public toilets, water points, and community centre are much below requirement while roads, street lighting, play ground, working spaces and child care centres do not exist in the area.

	Does not exist	Below requirement	Adequately provided	Improved from before	Become worse
Public toilets	47	53	0	0	0
Water points	41	59	0	0	0
Paved roads	99	0	0	0	0
Street lighting	96	2	2	0	0
<i>Pucca</i> drains	88	11	1	0	0
Community centre	39	61	0	0	0
Park/playground	98	2	0	0	0
Working space	100	0	0	0	0
Child care centre	99	1	0	0	0

Status of facilities in the colony/basti after JNNURM project was started/ completed (in %)

While it was difficult to cull out information regarding exact project impact assessment, but the information clearly shows that the slum dwellers have been evicted without any pre-planned alternative arrangements.

Vadodara

According to the study done by Action Aid, Rethan Adhikar Group and Vikalpa, the total population of Vadodara is 25 lakh and the slum population is 2.57 lakh staying in 337 different slums pockets. The Vadodara Municipal Corporation (VMC) has identified 190 slums for providing “onsite services”. The basic infrastructure availability varies with the location of the slums: 88% already have water supply whereas 96% have streetlights. Supplementing the basic infrastructure requirements is likely to provide much faster relief to the slum dwellers. Furthermore, re-location always causes some physical and mental hardships. Hence the vision of the ULB is to develop on-site services by 2011-12. VMC has planned a total outlay of Rs 155.44 crore for the year 2006-07, and earmarked Rs 10 crore for Basic Services for the Urban Poor. The sectoral distribution of investment is as follows:

Roads and storm water drainage	Rs 4 crore
Water supply works	Rs 3 crore
Drainage	Rs 2 crore
Street lighting	Rs 1 crore

The slums identified for eviction are Shastrinagar, Bhathujinagar near J P Road police station, Jamwadi, Sayajigunj, Ganeshnagar in Pratapnagar, Jay Ramnagar on Waghodia Road, and Fatehpura dargah. Slum-dwellers from five city pockets that lost their houses in VMC’s earlier demolition drives, had filed a plea in the Gujarat High Court. The High Court then directed the VMC to provide alternative residential accommodation under the JNNURM housing scheme but also ruled that the slum dwellers should vacate the premises by March 31; though in case of genuine difficulties they can file a fresh application. As per a Supreme Court order in case of the Ahmedabad civic body, which is also applicable in Vadodara, only huts on the main roads are to be given alternative sites. While VMC is ready to extend the benefit to those being evicted from their plots, PUCL and Jan Sangharsh Manch activists say that the rest should also be included as beneficiaries in the scheme.

The cut-off date for relocation in Vadodara is 1996. VMC is planning to build 6,668 residential houses under JNNURM in Kishanwadi, Akota, Karelibaug, and Vasna areas. In November, in a planned drive across the city, the VMC officials, along with policemen, razed 500-odd houses. The slum dwellers then allegedly indulged in heavy stone-pelting, demanding proper rehabilitation by the Government before their forcible eviction. After a pitched battle between police and slum dwellers, the former drove out the mob using lathis and lobbed teargas shells. The Makarpura

police claimed that no one was injured in the police action but a case of rioting was registered against eight people in connection with the stone throwing incident. The VMC is planning to go ahead with its eviction operation in the city with heavy security measures in large slum clusters like Kassarwadi and Santoshwadi – where only 500 families are likely to be relocated out of a total of population of 4,000 people.

Varanasi

The present area under Municipal Corporation of Varanasi (MCV) has a population of 12 lakh in 2001. Owing to its rich tourism potential, the estimated daily flow of tourists and pilgrims to the city is 25,000. The planning area has changed from 56.65km² to 79.79km² over the last decade. Average household size for Varanasi city is 7.3, which is higher as compared to the State average of 6.3 and national average of 5. In slum areas, the average household size is 10, which is much higher as compared to the overall town (7.3), State (6.3), and national (5) averages. The BSUP component provides for in-situ and ex-situ development/rehabilitation of slums, provision of adequate core amenities and community toilets, reservation of 10% of new housing stock for future migrants, and registration and regulation of all workers in the informal sector; for which Rs 299.36 crore (9.74%) has been provided.

Like other cities of the State, a consulting firm used a report of DUDA Varanasi for information about the slums and slum population, to assume that there were 227 slums with about 38% of the total population. Whereas CSOs and local public representatives are saying that there are around 500 slums which are not included in the DUDA survey. Similarly, the assessment of BPL families in the CDP is 21% of the slum population; but a recent independent assessment of Lucknow and Allahabad shows that more than half of the urban poor population is without a ration card posing a big question mark about the BPL criteria itself. Thus, the assessment of housing in the CDP is that 30% of the slum population would have to be provided with EWS group housing through relocation, whereas the remaining 70% would be improved in-situ, and the PPP model would be used to cross subsidise the costs of EWS housing. Hence, 17,160 housing units have to be constructed for ex-situ development and 16,016 housing units are to be constructed for in-situ development, with another 24,025 housing units to be up-graded.

According to the CDP, 60% of the proposed work under BSUP was supposed to be completed by 2008-09. That means that more than 19,900 housing units are also supposed to be constructed within this particular period. So far 4 DPRs amounting to Rs. 23.93 crore have been approved under BSUP; that is 7.7% of projected investments during 2006-2009 and 3 out of 4 DPRs were approved as late as 10.12.2008. Thus, at the consultation organised in November 2008, in which Ward Members, people from the community, representatives of NGOs, CBOs, media, academicians, and others participated, the concerns and issues that emerged were:

- Neither Ward Members nor the community are aware about the CDP preparation or implementation of projects.
- Public representatives are even unaware about what types of work are possible under the Mission.
- A senior Corporator said that there is no role for public representatives in the entire process.
- There has been no assessment of the problems of the poor.
- Nearly 500 basties are totally out of the purview of the development process.
- There is no mention of 1,500-2,000 destitute children, about 45,000 rickshaw pullers, 80,000-1,00,000 vendors of different categories, local artisans, 12,000-15,000 homeless in the CDP.
- About 3-4 lakh seasonal migrant workers come to the city every year in search of means of survival but not a single shelter is proposed in the CDP.
- The Mission is under implementation since last 3 years but nothing is visible on the ground especially in favour of the poor.

Vijaywada

The water meters issue has become a bugbear for the Congress in Vijaywada. The Congress MLAs have opposed it. Because of public anger Congress Corporators also said “no” to fixing water meters and the Council passed an unanimous resolution opposing meters. But the next day the Municipal Minister Koneru Ranga Rao of the Congress said meters are compulsory and the

CM later reiterated the same. This led to turmoil in the party at the local level. According to Local committee of CPI (M), it is undeniable that meters are part of municipal reforms. JNNURM, which cited paucity of funds for municipal areas as a cause for the Mission, has water meters as a condition of reforms.

The CPM has been opposing reforms in the City Council since the inception of the reforms process. It conducted a people's ballot in which 4,50,589 people participated and 4,30,840 opposed meters. This trend was observed even in wards where the Congress has had many supporters traditionally. CPM also moved a resolution for seeking of funds without conditionalities but it was opposed and dropped. It also asked for revealing the CDP which was again opposed. The Congress is pushing for reforms by saying that the rich people are using more water and poor people are not getting any. It promises water for all 24 hours after fixing water meters. But this is nothing more than a ploy for privatisation of water. While it is currently being argued that Rs 8 per 1,000 litres is reasonable, this has to be seen in a context wherein, before the Council was formed, a Special Officer passed a resolution approving Rs 25 per 1,000 litres – which is where the price will end up after the meters are fixed.

On the basis of demands similar to those that had arisen in Kerala and West Bengal, the 73rd and 74th Amendments were widely publicised in Vijaywada, but the powers were not decentralised as envisioned. JNNURM was launched with much fanfare and a huge budget of Rs 1,50,000 crore for 63 cities with million-plus populations, but what is not revealed is that what is actually sanctioned in every Rs 100 crores is only Rs 50 crore, and the remaining Rs 50 crore has to be raised by the Municipality. Similarly, the State Government has to give Rs 20 crore but instead of a grant they are giving only loans. It is these funding conditions that are leading to reforms like water meters, user charges on solid waste, building penalisation tax, property tax hike etc, and also provoking popular opposition. Seeing the experiences of JNNURM it looks more likely that the poor will become poorer.

Jaipur, Raipur, Ranchi, Patna, Shimla and Varanasi

The Society for Participatory Research in Asia (PRIA), a civil society organisation, carried out a survey involving 3,820 individuals in low and high income earning categories in six Indian cities – Jaipur, Raipur, Ranchi, Patna, Shimla and Varanasi – to assess the impact of urban renewal. The findings indicate that despite an approved expenditure of Rs 5,000 crore by various State Governments and municipalities under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM), the urban sanitation systems, water supply, and waste management systems in these cities were in a deplorable condition. According to the survey, 60% households were dissatisfied with the services in terms of quantity, quality, frequency, and timing of water supply.

It has been found that people were also not satisfied with the maintenance of community latrines, especially on parameters of their availability, accessibility and cleanliness. On an average, 40 to 50% households had rated these services from average to poor. The surveyed citizens have also expressed their dissatisfaction over the solid waste management in their localities. A good one-third of the citizens were willing to pay additional money to the municipality, if there would be improved garbage disposal and street sweeping.

"The objective was to identify the issues and problems of citizens. The findings of the survey gave an insight into the perceptions of the citizens on basic civic services like water supply, sanitation (including public toilets, drainage, and sewerage) and solid waste management, which are provided by the municipalities," said Rambha Tripathy, programme officer PRIA. "It is clear that with rapid urbanisation, there has been tremendous pressure on the urban basic services," Tripathy said, adding that the survey hopes to point out shortcomings and reassess strategies.

The National Seminar

Following up from the recommendations of a National Conference on the Jawaharlal Nehru National Urban Renewal Mission held at Delhi in June 2008, participants from organisations working in 16 different cities of Agra, Ahmedabad, Ajmer, Bangalore, Bhopal, Chennai, Delhi, Hyderabad, Indore, Jaipur, Kolkata, Lucknow, Mumbai, Patna, Pune, Surat, and Vishakhapatnam, met again in Delhi from **July 16 to 18, 2009** at a **National Seminar**, to consolidate a mid-term review of the Mission that they had been undertaking since June last year.

As mentioned in the Introduction to this report, a draft of the Citizen's Review was placed before the assembly covering four aspects: Analysis of the CDPs of 26 cities; Comparison of the CDPs with the DPRs; Media coverage of the progress of the Mission in about 41 cities; and Citizen's Reports of field progress from 23 cities (as well as 10 cities who reported no progress at all).

After three days of deliberation and debate the following conclusions were unanimously arrived at:

Conclusions

1. CDP Analysis

- 1.1 There is a lack of in-depth analysis as required by the Toolkit, with respect to:
 - 1.1.1 Population trends and demography
 - 1.1.2 Number and conditions of slums with state of existing services
 - 1.1.3 Economic base – does not give the exact state of employment
 - 1.1.4 Financial profile – most of the cities already have loans but the debt burden is not explained nor the skewed expenditure pattern
 - 1.1.5 The existing role of the private sector is not analysed

2. CDP-DPR Comparison

- 2.1 The DPRs do not, by and large, match with the CDPs

3. Media Reports

- 3.1 Evictions are taking place without resettlement
- 3.2 Funds are underutilised
- 3.3 Projects are not being implemented
- 3.4 Participation law has not been put in place
- 3.5 There is a rise in taxes and extracted revenues
- 3.6 There is widespread refusal to disclose information
- 3.7 Citizens groups and mass organisations and many ULBs are resisting the reforms

4. Citizen's Review

- 4.1 Information is very difficult to come by
- 4.2 ULBs have little idea of what the CDP contains and what DPRs are there
- 4.3 Work on DPRs is non-existent or there is very little progress
- 4.4 Expenses of working class households have systematically increased while incomes have decreased
- 4.5 The roles of the NTAG and CTAGs are unclear with respect to civil society
- 4.6 The role of citizens has changed from representative democracy to selected consultation rather than to participative democracy
- 4.7 There is no convergence between the city plans and projects and people's requirements

of work and livelihoods

4.8 There is no space for appeal against unilateral decisions taken by bureaucrats, technocrats, and corporate firms

4.9 The norms and benchmarks set are favourable to privatisation

4.10 These norms also create divisions within the urban poor regarding entitlements

4.11 Confusion is deliberately created regarding data and different schemes to avoid accountability

4.12 A new 'city' of the poor is being created outside the inner city where the vacated land is used for commercial purposes

4.13 Land use is being changed arbitrarily to favour corporate interests

4.14 The urban working class has no entitlement to land and the new housing being built under BSUP is both inaccessible and unaffordable

4.15 PPPs are being promoted in a manner that the profits go to the private sector while the public sector covers the risks

4.16 The toolkits and various rules and laws are being violated with impunity

4.17 Middle class associations and large NGOs are emerging as the new power brokers

4.18 The history of the past diverse development of cities has been systematically set aside by the Mission and a process of standardisation put in place

4.19 The impact on the environment of the infrastructure development projects is not being assessed

4.20 Services are being provided on the basis of user pays which gives greater entitlements to the affluent

4.21 The provision of flats to the urban poor is likely to create problems for them in the future as they will no longer be eligible for BPL entitlements

4.22 Investment in social development is suffering because of the extensive diversion of public funds into urban infrastructure

4.23 The power of the State nodal agencies has become much greater than that of ULBs and public agencies

4.24 There is no arrangement of transit accommodation for communities who have been evicted and displaced

The following recommendations emerged at the end of the deliberations:

Recommendations

- A clear definition has to be laid down about who are the 'primary participants' who have to be prioritised for the purposes of urban renewal.
- A critical analysis of past planning exercises is necessary to provide the context within which the performance of the Mission can be reviewed.
- Collecting data should remain the responsibility of the Government and not be passed on to consultants or community organisations.
- Funding should not be the real concern in the development of the city, but the needs of the most vulnerable.
- Community organisations and experienced urban planners should be provided space for monitoring and reviewing the progress of the Mission.
- The Mission must lay down clear rules for convergence with schemes and plans for promoting urban livelihoods, the National Urban Transport Policy (particularly for giving priority to cyclists and pedestrians), and neighbourhood housing.
- Public participation must be prioritised through the implementation of the 74th Amendment of the Constitution rather than ad-hoc consultations.

- Pro-active disclosure of all documents regarding the Mission must be in local languages, placed in the public domain through newspapers and public media, as well as before the legislature.
- Land records and registration must be updated through joint surveys with communities whose entitlements are likely to be affected, and not merely be made a part of expert-led e-governance and computerisation.
- The safety and security of workers must be an integral part of any holistic urban development and renewal programme.
- The work of those NGOs who claim they represent the urban poor in Mission fora must be held up for review by those whom they claim to represent.

The participants resolved to carry forward these recommendations into negotiations and public debates with the legislators, the Standing Committees of Parliament, the Ministries and the executive, the various committees associated with the Mission, and, most important of all, with struggling urban communities everywhere.

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**National Seminar on
Citizen's Review of JnNURM
16th-18th July 2009, Indian Social Institute, New Delhi**

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