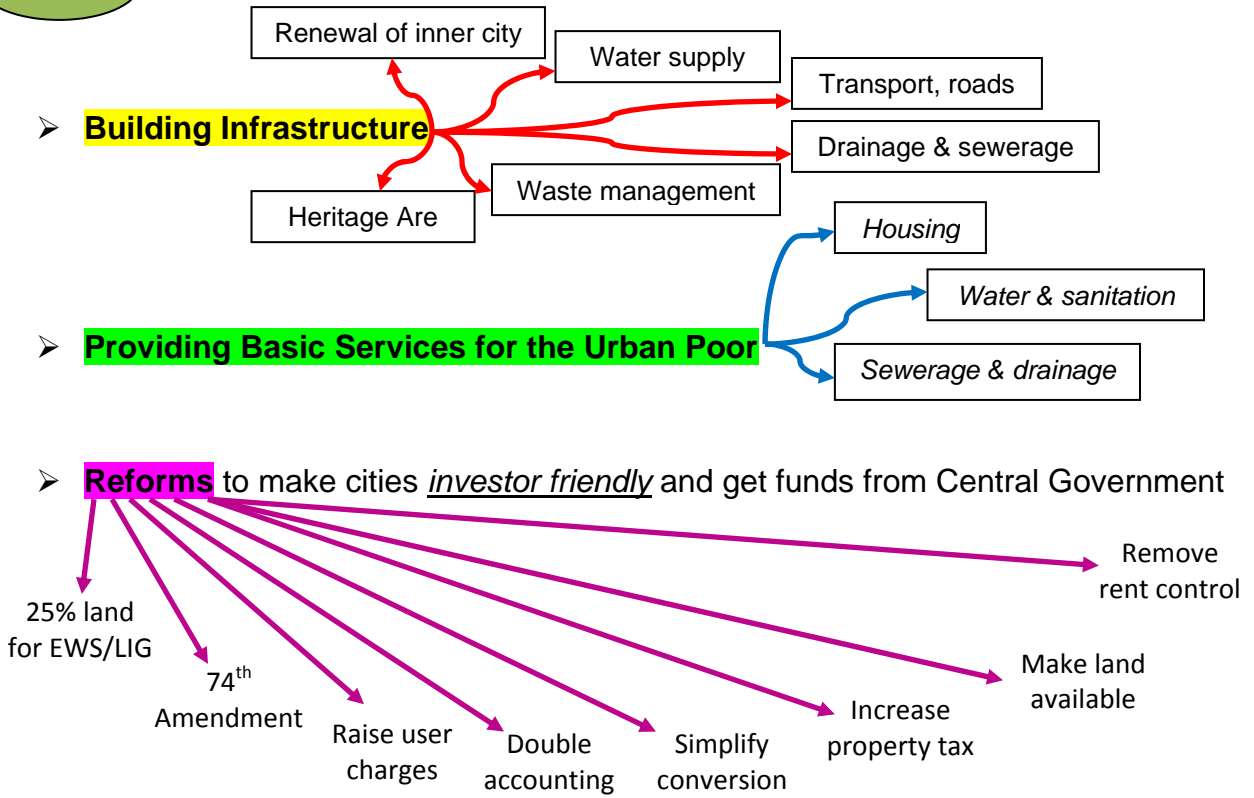


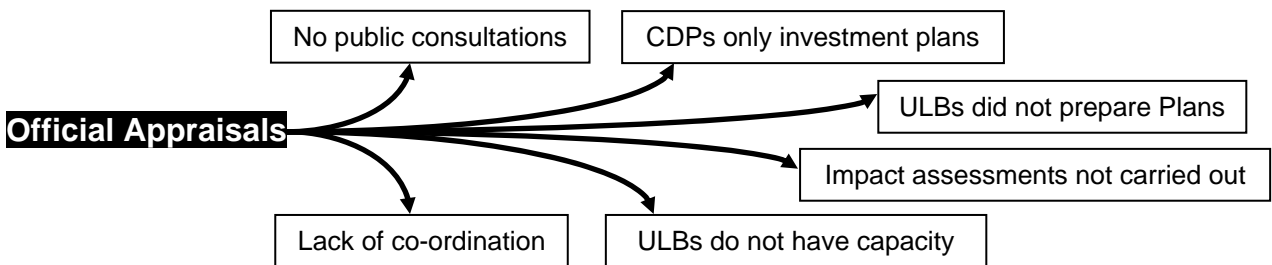
What is JNNURM?

- Urban population *doubled* to 38% from 1991 to 2021 and will be **50%** by 2030
- Number of towns increased from 5000 to almost 8000 between 2001 and 2011
- In 2011, urban areas contributed **65%** of GDP
- But **20 to 70%** of urban population officially lives in slums
- Urban areas already lack basic facilities for the existing population
- ***This reduces the efficiency and productivity of cities as “engines of growth”***

JnNURM was launched in 2005 by the Government of India to “renew” the cities by:



Cities had to prepare a **City Development Plan** and a **City Investment Plan**
To help in bringing in investment through **Private Public Partnerships**



Yet there is consensus by “stakeholders” that there should be another JnNURM.

Citizens' Review

But citizens' groups in many cities may not be satisfied with the above official appraisal. It is important that such groups also have a say in what they have learnt from the experience of JnNURM so far. The following steps are suggested for a citizens' review.

Step 1

1. List and identify all the projects and reforms in the city using the Ministry's website (<http://jnnum.nic.in> & <http://mhupa.gov.in>).

Example: Vishakapatnam

Project	Approved Cost	Central share	State share	ULB share	Other sources	Completi on Stage	Benefits? Cost? For Whom?
All Infrastructure projects							
Water supply: Replacement of Thatipudi pipeline	6228.00	3114.00	1020.67	2403.23	0.00	<i>Completed</i>	Has the water <i>availability</i> and <i>quality</i> improved? <i>Targets</i> met?
Sewerage system in the Old city area of Visakhapatnam	3708.00	1854.00	562.10	1364.10	0.00	<i>Completed</i>	Has this improved the <i>sanitation</i> ? At what <i>cost</i> ? Who are <i>beneficiaries</i> ?
.....							
All Basic Services							
7352 Houses & Facilities in 22 poor settlements	142.27				0.00	<i>Completed</i>	<i>Affordable</i> houses and <i>services</i> ? For <i>whom</i> ? <i>Livelihoods</i> protected?
...							

All Reforms	Status	Achieved? So....
Governance: ➤ E-Governance set up	Achieved	Are services more easily <i>accessible</i> ? Are <i>grievances</i> quickly addressed?
Land/Property: ➤ Repeal of Urban Land Ceiling & Regulation Act	Achieved	How much more land is made <i>available</i> ? For <i>whom</i> ? And <i>where</i> ?
People's Participation: ➤ Earmarking 25% land in all housing projects for EWS/LIG	Achieved	Where and how much land has been provided to EWS/LIG families?

- Such a list gives an idea of what all projects have been sanctioned, how many have been completed, how much has been spent or allocated, and who might have been benefited.
- It also provides an opportunity to ask the questions that citizens may be asking regarding access to minimum services, transparency/accountability of the service provider, and participation in sustainable governance.

Step 2

- How much money has been spent? Is there any private investment? How much has come from the Centre? Has the *investor-friendly* policy worked?

Example: Delhi:

- Infrastructure projects cost Rs 6,894 cr; only 42% has been utilized; share of Centre is 32.4%, State is 57%, ULB is 10.6%, Private investment is **Zero!**
- BSUP projects cost Rs 32 cr, i.e. only **0.47%** of the total approved cost!

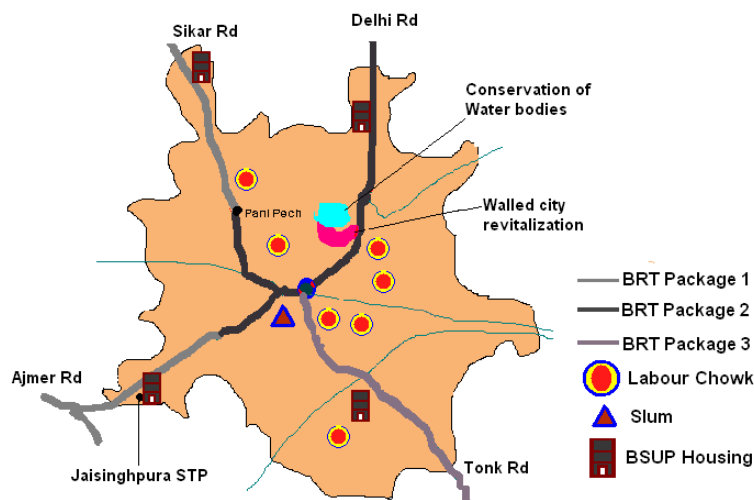
- Shortlist all completed projects, which can be easily seen, for review. *At least one project* from each sector is recommended. The Quarterly Project Report (at the ULBs and their website) can be used for this purpose.

Example: Pune QPR June 2012

Project Title: BRT Pilot project for Pune city (Katraj Swargate Hadapsar Route)				
List of tender packages proposed for the Project (3 of 22)		Cost (in rs.lacs)		Can we make an assessment of progress?
No	Brief Title of Tender pack	Estimated	Awarded	
1	Solapur Road - Pavement Development (Part-I)	661.33	820.09	Is this ready? Is it used by pedestrians?
2	Bus Shelter, PIS/GPS, E-Ticketing	480.00	1463.00	Do these shelters have the facilities? Why did it cost so much?
3	Solapur Road - Traffic Signal	97.00	90.55	Is it working? And is cost effective?
And Progress of Reforms				
No	Commitment as per MoA	Completion	Progress during the year	Can we make an assessment of progress?
1	Property Tax: Rewarding honest tax payers	2006-07	Rebate proposal sanctioned by GoM. 2,60,000 properties benefited during 09-10	Can property owners be interviewed?
2	E-Governance:- Kiosk	2006-07	Kiosks in 144 wards for birth/death certificate. 70 Kiosks installed & operating	Can these kiosks be checked?
3	User Charges: Water supply	2005-06	Rs.106 Cr. recovered (45 by metering, 55 by property taxes) against expenditure of 94 Cr	Can consumers be interviewed about water charges?

- Map the projects under JNNURM

Example: Jaipur



All the projects have been put on the map.

- On this map locate the slums, labour chowks, and work places.
- Are the planned projects near where the poor work and live?
- Will the projects benefit the working poor?
- Is the planned BSUP housing near the place of work?
- Will the transport corridors make it easier for travel and work?
- How much eviction and displacement is taking place?
- Are the displaced people being properly rehabilitated?

Step 3

➤ First visit:

Visit the site to observe and note down the important points regarding the (1) project developer, (2) completion status, (3) money spent, (4) use by local communities, and (5) benefits to the poor, if any.

This information can be found at the site from notice boards and interviewing local citizens.

➤ Accountability:

- Is there a Project Implementation Unit (PIU) in the Urban Local Body?
- File RTI applications to find out more details of the project:
 - ✓ percentage completed,
 - ✓ money spent,
 - ✓ quality of building materials,
 - ✓ reasons for delays,
 - ✓ and list of beneficiaries.

भारत सरकार द्वारा प्रायोजित जेएनएनयूआरएफ की बीएसयूपी योजना के अंतर्गत बिहार सरकार द्वारा शहरी गरीबों के लिए इयोपुट, फुलवसियरीफ, पटना में आवासों एवं संबद्ध सेवाओं का निर्माण	
कुल योजना लागत	≈ ₹ 541.97 लाख
कुल ब्लॉकों की संख्या	≈ 14
कुल आवासों की संख्या	≈ 224
योजना प्रारम्भ करने की तारीख	≈ 17.09.2008
योजना को पूरी करने की अवधि	≈ 12 माह
कार्यान्वयन एजेंसी = हाउसिंग एण्ड अर्बन डेवलपमेंट कॉर्पोरेशन लि० (हडको) निर्माण एजेंसी = मेसर्स भाविन्दा कंस्ट्रक्शन	

Info available on Notice board at site in Patna

Example: Patna

- Slum clusters were demolished for the Patna BSUP Scheme (Phase 3).
- Total 2736 flats were to be built in this scheme, while 17128 households were affected. Most of them were unorganized sector workers, with 26% unemployed or cannot go to work.

Several RTIs that were filed revealed that:

- 320 acres of land were required for constructing 34,000 houses
- 700 acres of land is available with District Administration
- Only 89.23 acres of land has been made available by the District Administration
- Rather the administration is acquiring 200 Hectares of highly fertile multi-crop land for this purpose, which will be leased out to builders and real estate speculators.

State level Consultation with Ministers and MLAs were organized on the basis of these findings to demand accountability and to voice the demands of unorganized sector workers and their organizations.



Site of Construction BSUP Phase 3



Site of Slum demolition

Step 4

➤ Field Review:

Do a detailed survey with the help of the information collected already, to assess the following:

- Is the project actually completed? (interview political representatives, local leaders, municipal officers, senior citizens, and workers at the site)
- What is the actual project cost? (take along a friendly engineer, contractor, accountant, professional, or computer specialist to give a rough estimate)
- Has the benefit of the project reached the people in the neighbourhood, *particularly the poor*?
- Conduct a primary survey of say 100 [or more] beneficiary households, and ensure that at least 50% of the respondents are women.
- Are there any groups who are complaining of displacement, exclusion, or loss of livelihoods because of the project and what are their experiences?
- Check what local media reports have to say about the projects.

Example: A sample check-list used for survey in Mid-Term Review:

Availability of basic services	Availability of community services	Housing condition	Livelihood opportunities	Monthly expenditure
<i>It is More than Adequate or Adequate or Below Requirement or Much Below Requirement or Does not exist</i>				<i>Has increased or decreased?</i>
<ul style="list-style-type: none"> • Public toilets • Water points • Paved roads • Street lighting • Pucca drains 	<ul style="list-style-type: none"> • Community centre • Park/playground • Working space • Child care centre 	<ul style="list-style-type: none"> • Space available • Privacy • Natural light • Ventilation • Security & safety 	<ul style="list-style-type: none"> • Employment • Change in Income • Working space 	<ul style="list-style-type: none"> • Food and Water • Fuel and Electricity • Transport • School fees • Toilet Use • Health Care • Debt. Payment

Example: Survey in Hyderabad:

In BSUP Project for 4,550 houses in "Bhimrao Bada", Hyderabad, 81% of beneficiaries worked as daily wagers earning between Rs 600 to 3000 per month. After resettlement:

- *The situation of public toilets, sanitation, and water supply was pathetic.*
- *There were no community services.*
- *Living space increased with better light and ventilation but was less safe.*
- *Income decreased by 20% to 100%; many even lost their livelihood.*
- *Monthly expenditure and transportation cost increased.*

Media reported several issues which were recorded for **Hyderabad**:

- *AP Govt draws more than its share in JnNURM and also seeks 1544 Cr loan from world bank.*
- *Lack of funds and slow land acquisition to delay 3000 Crore Godavari Drinking Water Project*
- *Roads worth Rs 1000 Cr. GHMC sanctioned Rs 3400 Cr work (2008-09), its budget 2920 Cr.*
- *Purchased Ac Volvo buses do not run to full capacity, high user charges and incurring losses.*

➤ Questions for experienced labourer / contractor / engineer / expert:

- What is the quality of materials used for the project?
- What will be the life of the infrastructure?
- What is the approximate cost per sq ft?
- Has there been any impact study for the project?
- Are there any harmful effects of the materials used?

Step 5

It is important to know what are the successes and failures of the JnNURM projects. It is also important to get an idea of what people want.

So we suggest that while doing the primary survey in Step 4, you may want to find out the needs of *different classes* and whether they are satisfied with what they are getting.

So, a survey of 100 families each from Higher & Middle Income groups is useful.

A survey form is suggested for this as below:

Sl No	Service related to	What are they getting?	Is it satisfactory?	What are they paying?	Is it Affordable?	If yes, can it be improved?	If not, what would they want?
1	Housing						
2	Electricity						
3	Water						
4	Sewerage						
5	Sanitation						
6	Drainage						
7	Transport						
8	Health						
9	Education						
10	Livelihood						

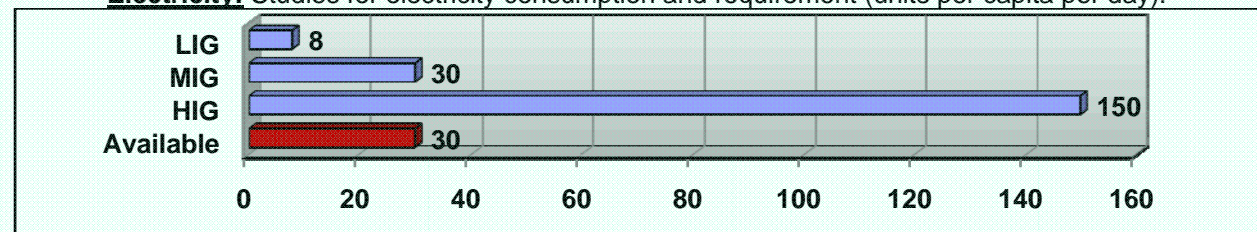
Try and get **quantitative** answers to each question in terms of space occupied in square metres, or units of electricity, or litres of water, or kilometers travelled etc. so that some norms can be arrived at about what people need. You will see that the needs of the rich households will be quite different from those of the middle class and the working poor. So they will have to be **recorded separately**.

Example: Delhi

Water: A study of 3000 households showed the actual water supply, requirement and availability:

Water Supply (for Different Income Groups)			Available	Required
LIG (Lower)	MIG (Middle)	HIG (Higher)		
33 lpcd	250 lpcd	400 lpcd	225 lpcd	100 lpcd

Electricity: Studies for electricity consumption and requirement (units per capita per day):



Roads: And for space occupied, cost and pollution on roads constructed revealed:

Mode	Persons	Road Space	Cost (p.m.)	gCO2e/PMT Emissions
HIG	20%	75%	Rs 1200	232
MIG	80%	2%	Rs 450	59
LIG			0	0

Step 6

The above data can now be summarised to answer the following questions:

1. Has there been any significant private investment in the projects?
2. Have the projects been completed as per the prescribed costs?
3. Has the infrastructure development / basic service / reform benefitted citizens?
4. How have the poor benefited from the above?
5. Have the poor been displaced, evicted, excluded, marginalised by the projects?
6. What do different classes want, and are those needs being satisfied?
7. If JnNURM 2 is to be redesigned then what should be included so that citizens' needs, particularly for the working poor, are satisfied at least cost and with maximum effect?

If you need any help at any stage of this process, please let us know and someone from the Hazards Centre will come to provide assistance.

Finally, when the review has been completed, if you can send it to us then we can compile it to make a national report that will be published on behalf of all of us.

The Citizens' Mid-Term Review in 2009 clearly put forth to the Ministry that:

- There is no link between the CDPs, the DPRs, and people's needs.
- The infrastructure created does not support the city's economic activity.
- The city's skewed expenditure pattern and existing debt are not analysed.
- Decisions are taken by officials and not by elected representatives.
- Funds are mostly underutilized and projects are not being implemented.
- There is widespread refusal to disclose information.
- Taxes and user fees have increased while peoples' incomes have decreased.
- Land use and PPP benefit the private sector while public sector covers the risk.
- Only 10% of the investment is in BSUP projects against the planned 40%
- There are no impact assessments for most of the projects.
- Middle class associations and large NGOs are emerging as power brokers.
- Services are provided to those who can pay, giving more to the rich.
- The working poor need land for housing and livelihoods, not flats.

At a National Consultation in Feb, 2012, the following resolutions were passed:

- We oppose any attempt to launch JnNURM 2 before MoUD conducts public audits for infrastructure projects with elected representatives, voluntary groups, and mass organizations.
- We demand MHUPA for a public audit of BSUP and to stop implementation of Rajiv Awas Yojana until it is clear that RAY is an improvement over BSUP.
- We disagree with the findings of the Grant Thornton report and the High Powered Expert Committee on infrastructure.
- Any further sanction of funds should be refused by Finance Ministry and Planning Commission until Rs 20,000 cr. of sanctioned amount remains unspent.
- We will also conduct independent reviews of JnNURM in as many cities and towns as possible.

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The Rajiv Awas Yojana emerged out of the “lessons” learnt from BSUP.
But there are many questions about RAY

- Q. What does Property Title mean?**
A. Right to own a property, i.e. a 25 sq.m Flat, and *not* Land in RAY.
- Q. Will this Flat / property be given to the beneficiaries forever?**
A. No. This will be given on lease for between 10 to 90 years depending upon the State.
- Q. Is it for all or is there any cut-off date for eligibility?**
A. No, it is not for all. Centre has given June 2009 as cut-off date, but left it to State governments.
- Q. Is there a cut-off income also?**
A. Yes. Only BPL, EWS (income below Rs 6000/month) will be eligible, and in some cases LIG.
- Q. Will slums/families be resettled at the same place?**
A. No. Only Tenable slums will be resettled at their present location.
- Q. What are Tenable and Non-Tenable Slums?**
A. Areas safe and fit for human habitation are Tenable and those unfit are Non-Tenable.
- Q. Who will decide if a slum is Tenable?**
A. Expert committees will decide based on whether land title is clear and price of the land is high.
- Q. Will land be given to people living in Tenable slums?**
A. No. It will be *redeveloped* by private sector with flats on part of the land for sale to slum dwellers.
- Q. So which slums will be in-situ upgraded/improved and land allotted to people?**
A. Those which are on low-value, government land, not required for any other public purposes, with high density of population.
- Q. How much would the user have to pay for the Flats?**
A. Between Rs 1 lakh and 2 lakh. Exact amount will be decided by the State government.
- Q. Will this amount have to be paid at once in the beginning?**
A. No. But a down payment of about 20% would have to be paid in the beginning.
- Q. Will a loan be provided to BPL and EWS category families?**
A. Yes. Loan would be provided for which monthly installments would have to be paid regularly.
- Q. How much will be the monthly installment? And for how many years will it have to be paid?**
A. About Rs 2000 per month for around 20 years.
- Q. What will happen if someone is not able to pay the monthly installments?**
A. The flat will be seized and defaulter family ousted.
- Q. Would people have the right to sell the property?**
A. No. Not before the loan is paid or at least seven years.
- Q. Will there be any other costs that have to be paid?**
A. Yes. Repair and Maintenance charges (Rs 700-900/month) and user charges for water, electricity and sewerage will have to be paid.
- Q. Will the BPL status of the family remain after a Flat is provided in RAY?**
A. No. A pucca roof means the family is no longer BPL.
- Q. Are the Flats transferable to spouse or offspring?**
A. Yes, in case of death of owner.
- Q. Is there a provision for community participation and community self-survey in RAY?**
A. Yes. There is provision of community participation in self-survey and in-situ upgradation,
- Q. Will new surveys be conducted for implementing RAY?**
A. Not necessarily. Old surveys are being used in many States.