Salient Features of JNNURM

What are the basic salient features of JNNURM? Jawaharlal Nehru National Urban Renewal Mission was the most ambitious urban program in the history of India. This is an attempt by the government of India, an initiative at aiming at encouraging reforms and fast track planned development of identified cities. This was taken up as a pledge as a way to change the urban fabric of the country, city by city, town by town. Focus is on efficiency on urban infrastructure and service delivery mechanisms, community participation and accountability of ULBs/parastatal agencies towards citizens. Total support is from the government of India, its about 50,000 crore with matching contribution by cities or states, over the next six years i.e 2006 - 2012, Investment of around 1,50,000 crore is envisaged. So, the primary objectives of the JNNURM is to create economically productive, efficient, equitable and responsive cities. In line with this, the mission focuses on, Integrated development of infrastructure services. Securing linkages between asset creation and maintenance for long run project sustainability. Accelerating the flow of investment into urban infrastructure services, planned development of cities including the peri urban areas, outgrowth and urban corridors. Renewal and redevelopment of inner city areas. Universalisation of urban services so as to ensure their availability to the urban poor. So, this mission was not only set for the cities as such. For the services that are attached to the cities, infrastructure based, transport based. It could be redevelopment of inner city areas. It was universalization of urban services and to mainly reach the urban poor. As this country has been modernized as well as urbanization is the main scenario in our country, the main increase in poor population is not in the rural areas any more but the urban poor. So, JNNURM is targeted towards them to rehabilitate them, to rehabilitate their lifestyle as well as the cities that give housing to such people.

If you look at the main objectives, it mainly encourages reforms and fast track planned development. So, number one is to integrate development of infrastructural services. Ensure adequate funds to fulfill these deficiencies. Planned development of cities. Provision of different services for the urban poor. Redevelopment of old cities and finally secure effective linkages between asset creation and asset management. So, you have two tracks over here. Track one is for 63 identified cities and the second track which is the subsidiary track is for other cities. We will be discussing only the role of JNNURM. Now, if you look at this, you have a particular timeline that is set for reform and agenda. Urban lower classes, you have category A - Megacities which is more than 4 million population, 7 cities have been identified, one of them is Bangalore, Karnataka. Category B is million plus cities which is between 1-4 million population, 28 cities have been identified and category C is cities with less than 1 million population. 28

cities have again been identified. Mysore in Karnataka. As of 2012, Gujarat being the only state to have achieved all 10 reforms required by the mission. Five states have achieved 9 out of these 10 reforms; Andhra Pradesh, Maharashtra, Madhya Pradesh, Orissa and Uttar Pradesh. Public disclosure and community participation laws have initially progressed slowly with only five states managing to enact them as a part of the reform agenda, as of 2009. However, as of 2012 community participation laws have been enacted by 22 out of 31 states, and public disclosure laws were enacted by 27 states. 20 states had decentralized the responsibility for water supply and sanitation from the state level to ULBs and 19 had done so for city planning functions.

Now, if you look at different components of JNNURM. You have Admissible components and Inadmissible components. The Admissible components are Urban renewal, Water supply which includes even Desalination plants and STP i.e Sewage Treatment plants, Solid waste management, Storm water drains, urban transportations like buses, MRTS, parking spaces, development of heritage areas, Prevention and rehabilitation of soil erosion but that is useful only for Special category states like Jharkhand where you are usually set by, they are a lot of setbacks because of natural calamities, Preservation of Water bodies. Inadmissible Components are the basic components taken care by the departments like Power, Telecom, Health, Education, Wage employment and staff components. Now Mandatory reforms, you have city level as well state level. You have accrual-based double entry system of accounting introduction, reform of proprietary taxes with GIS, Levy of reasonable user charges, Internal earmarking of budgets, Provision of basic services to the urban poor. These are reforms that we have been discussing till now.

Now, if you look at the optional reforms, you have revision of building bye-laws and streamline approval building processes. Usually when you look at the role of JNNURM, they focus only on their sure shot reforms that they can and will accomplish. The optional reforms are left for the second category of JNNURM. So, what they tend to do is, they try to revise the bye-laws which not only change the building processes but also help non-agricultural sources like industries, light as well as heavy, it even introduces computerized process of registration of land and property so that it makes the life of the common man easier. Revision of by-laws to make sure that rain water harvesting becomes mandatory in all buildings and it also makes sure that, all water conservation measures are being adopted. Bye-laws for reuse of recycled water. Administrative reforms, Structural reforms, encouraging a lot of private-public partnership. Now, if you look at funding patterns, cities with more than 4 million plus population grants are given 35% by the centre, 15% by the state and Parastatals that has to be given equally by the rest of them is 50% by individual cities and other bodies. Cities with million plus but less than 4 million population - you have 50% given by the centre, 20% by the state and ULBs have to

contribute 30%. Cities in North Eastern states and J&K - centre provides for 90%, state takes care of only 10%. Other cities - centre takes care of 80% and the state 10% and ULB takes care of the rest 10%. Desalination Plant, this applies for any city - 80% is taken care of by the centre, 10% by the state and again, 10% by ULBs.

Now, if you go about evaluating the JNNURM and how their work has been performed and how is it that their activities are tracked in our country. Number 1 question we need to ask is, what reforms have happened over a period of time? What proportion of the development has actually been fast tracked? What efficiency in urban infrastructure and service delivery mechanisms have been achieved? What community participation has happened? What accountability of ULBs/Parastatal Agencies towards citizens has been established?

Rajiv Awas Yojana
Now, the next stage of the JNNURM, the second phase which is 'Rajiv Awas Yojana'. This has been applied only in 2012, Minister UD Kamal Nath has announced the second phase of JNNURM in July 2012. We have not been receiving any public information about this. We have the basic data regarding this, around 200,000 crores have been expected to be spent, double that of the first phase. How will this be different from the first phase? Almost all cities and municipalities to be covered, including all JNNURM cities. More freedom is going to be given to the states, because when states are not directly involved or proper power is not given to them the centre might not be aware of the problems each city faces, that is more region specific and state specific. So, by giving more freedom and power to the states, a better prospectus can be expected. Larger role envisioned for private players. Focus is going to be on 'capacity building' i.e increase and recruitment of skilled manpower for cities. Training programs for existing workers. Land monetization will be important i.e selling existing municipal land or otherwise extracting revenue from it. JNNURM is likely to obtain UIG activities i.e all 'Urban Poor' spending to go under RAY.

Rajiv Awas Yojana - this was actually announced in 2009, but it began its work in 2012. The goal was primarily to promote 'slum-free cities' by existing slums, both declared and undeclared. Preventing development of new slums by providing affordable land as well as housing. States must agree to give property titles to the poor to qualify for funding. The key actors or the stakeholders in this, the Tamil Nadu Slum clearance board, the RAY Nodal Agency at the state level. This is responsible for receiving funding, mapping and surveying slums, identifying the development model for each slum, preparing the slum-zone-city-level plan of action (POA), managing implementation of projects. Survey being done by consultant: Darashaw & Co.

How does the RAY work in every state or city? There are two stages; Planning and implementation. Planning actually includes preparing legislation for assigning property rights,

slum survey and slum mapping, preparing a state level plan of Action and all level plans of action or at least putting together databases of all slum populations that can be used for planning. POA's need to have redevelopment plans for every slum identified in the city, the slums that have been identified could be both registered and not registered. On the basis of which projects will be prepared and money will be sanctioned and you have to take this step by step. By taking all these slums together, when funding is not there, it is going to cause a lot of chaos, it has to be done first as the planning is happening. Even which slum is going to be taken up first and the order and hierarchy based on which requires immediate intervention should be sanctioned.

Now, what is the current status of RAY in Chennai. In December 2010, Darashaw began mapping in Zone 10, now expanded to other zones. May 2011: TNSCB which is the slum clearance board began working on GIS and MIS for slums. June 2012: Government was authorizing hiring a project coordinator to write Slum Free City Plan for Tamil Nadu. So, what usually is the negative aspect of this is; when you identify slums it is not the poorer neighbourhoods that are chosen, it is only the slums that are not in a permissible area, without permission that are built are considered slums. So sometimes the older buildings that are being provided by the slum clearance board, even they are currently in the area of such slum dwelling units but they will not come under this program. You have a number of slum dwelling areas in Kotturpuram and Adyar which have been built by the slum clearance board around 20 to 30 years ago. But they too are degenerating over time because of certain floods, rains and other wear and tear issues but that does not come under this. It is only the slums which are recognized as; unplanned, which do not come under the purview of the Tamil Nadu planning authority, only those are recognized as slums and that will come under this plan. So, when you actually decide to make Tamil Nadu slum free, the older slums which are being cleared and apartments that have been given to them, those are still going to be equivalent to every other slum that is there in the city because they don't have proper water, they do not have electricity, their approach to services like bus services or other transportations provided by the city is inadequate. So, all of those also have to be upgraded, till then you cannot be considered a slum free city plan for Tamil Nadu.

What are the opportunities RAY Offers? States/ cities can decide redevelopment models, and construction methods - people can even build homes themselves. Mapping supposed to include all slums, declared and undeclared and all vacant lands in the city to identify locations for relocation nearby, if required. Involvement of the community is required is mapping and if the consultant is hired, he too should be involved along with the community. Again, when these vacant lands are identified by these consultants, they don't take into consideration for the original slum. For them it is basically; number of slums, number of families housed in those

slums and where can they be reaccomodated? But when you look at the occupation for example a particular slum that is by the Marina beach. Their occupation is predominantly fishermen. Not predominantly, they are fishermen communities that are settled there but if you give them the second group of housing that is going to be given to them as an alternative. If it is going to be far away from the beach, that cannot actually be used by them because it is away from their main source of occupation or bread. So, when that happens there should be a sense of dialogue between the community and the consultant and any vacant land or relocation of the slum authorities that is going to be done by them, has to be done in a nearby area conducive to their older neighbourhood or their older profession and if at all they are going to be completely relocated for their safety, it has to be done in such a way that they are given alternate methods of earning their occupation or giving them newer job opportunities and if that job opportunity requires certain amount of training or vocational training, that to has to be given to them.

All maps and list of slums and households are supposed to be presented before the community for ratification. States must agree to provide property rights from the poor, and later allocations of funding are based on city and state meeting certain milestones towards passing property rights legislation. So this is where a huge gap happens, usually the property is never given to the poor, they have to give a lot of a memos and it is only after that, the patta or the land rights is given to them. If the land rights are given to them, only then will the funding be released. Usually what happens is because of this gap in the dialogue and the whole process gets delayed or degenerated. The State is to set up an "unbiased dispute resolution mechanism". This is easier said than done. Politics plays a crucial game over here, you have different political parties, you have different voting banks coming from different slums, so all of that does play a very important crucial role and it usually doesn't remain unbiased.

What are the important concerns with respect to RAY? States can access first ranch of money even without enacting any property rights legislation. No specified penalties if state does not include the community in RAY planning process. No safeguards in place to prevent large displacement, relocation and evictions. So if you look at the main concerns over here, they are vast, it does not encompass and actually support the urban poor. They are a lot of loopholes for the state government to get by without actually giving them the land rights or the patta rights. Well, if the community is not particularly included, even that does not have to be specified and if at all their large communities are being suddenly displaced or relocated or being asked to be moved because of any particular reason there is no prevention or a safeguarding mechanism for those people. So if you look at this, even though the system isn't in place and the planning model isn't in place, the implementation model is not very sufficiently pro urban poor as it is pro government. The government has a lot of levy while performing these activities. This is the

Pradhan Mantri Gram Sadak Yojana, this goes hand in hand with the RAY because only when a basic infrastructure; roads and other things are specified, only then can a particular environment or a particular city grow. The Pradhan Mantri Gram Sadak Yojana or PMGSY is a nationwide plan in India to provide good all weather road connectivity to unconnected villages. This centrally sponsored scheme was introduced in 2000 by the then Prime Minister. The programme envisages connecting all habitations with a population of 500 persons and above in the plan areas and 250 persons and above in hill regions, the tribal and the desert regions.

It is under the authority of the Ministry of Rural Development and was begun on 25 December 2000. It is fully funded by the central government irrespective of where the roads are going to be laid. The goal was to provide roads to all villages with a population of 1000 persons and above by 2003, with a population of 500 persons and above in 2007, in hilly regions, tribal areas and desert areas, villages with a population of 500 persons and above by 2003, and 250 by 2007. According to the latest figures made available by the state governments under a survey to identify Core networks as a part of the PMGSY programme, about 1.67 lakh unconnected habitations are eligible for coverage under the programme. This involves construction of about 3.71 lakh km.