

Study and Effectiveness of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) in Haryana State

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Abstract: In this paper, the author has discussed about the effectiveness of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) in the Haryana State. It is a central government programme for urban development with two broad sets of objectives – (a) improvement in the coverage and supply of urban infrastructure along with rejuvenation of urban local bodies (includes two components: Urban Infrastructure and Governance or UI&G covering 65 identified cities, and Urban Infrastructure Development Scheme for Small and Medium Towns or UIDSSMT) and (b) tackling the problem of urban slums through resettlement and other measures and providing basic services to the urban poor (two components: Basic Services to the Urban Poor or BSUP, and Integrated Housing and Slum Development Programme or IHSDP). Areas covered under (a) include urban transport, sewerage and sanitation, water supply, and construction of public facilities, among others.

Keywords: JNNURM, IHSDP, Urbanization, DPR, sanitation, report.

INTRODUCTION

Data Jawaharlal Nehru National Urban Renewal Mission (JNNURM) was launched on 3rd December, 2005 to give focused attention to integrated development of urban Infrastructure and services to select 63 cities with emphasis on provision of basic services to urban poor including housing, water supply, sanitation, road network, urban transport, development of inner (old) city area. There is no doubt that India by and large still lives in our villages. But the development process of the past ten decades has made a significant difference. An increasing share of our population now lives in urban India. Urbanisation is a relentless process, which has come to stay and has to be factored into all our developmental thinking and development processes. We have already added 65 million persons to our urban population in the decade of the 90's alone. We are poised to have nearly fifty per cent of India living in our cities by the earlier part of the present century and that should give you an idea of the magnitude of the development and renewal task that awaits all of us.

With urbanisation comes the need to invest in infrastructure and improve the quality of life in our cities. Rapid urbanisation has not only outpaced infrastructure development, but has also brought in its train a terrible downside - the downside of proliferating slums, the downside of increasing homelessness, the downside of growing urban poverty and crime, of relentless march of pollution and ecological damage. Furthermore, The Jawaharlal Nehru National Urban Renewal Mission (JNNURM), aims to convert cities into engines of economic growth, to encourage urban fast-track integrated development. It is a massive city-modernisation scheme launched by the Government of India under Ministry of Urban Development.

The JNNURM was launched with a lot of fanfare by Prime Minister Dr. Manmohan Singh on 3rd December, 2005. A total of 343 projects were sanctioned. It envisages an investment of more than Rs 1,00,000 crore with committed Central Government share of Rs 50,000 crore. The State Governments and the Urban Local Bodies will contribute Rs 50,000 crore. The Mission is to be implemented in a time-frame of seven years (2005-2011). The objective is to ensure integrated development of urban infrastructure and services, secure effective linkages between asset creation and management and to ensure adequate investment of funds to address deficiencies in the urban infrastructure. It lays particular emphasis on providing basic services to the urban poor.

OBJECTIVES OF THE STUDY

The objective of this study is to find out the various achievements or defects of implementation of JNNURM scheme in Faridabad district of Haryana. The author has tried to know the effects and outcomes of this scheme by his practical surveys and data collection and various other approaches which could be reached to a better conclusion for this study like person to person conversation, door to door visit to fill the special questionnaires, physical conditions of the city roads and the sanitation situation of the city.

The conclusion may be obtained in terms of the merits and demerits of the proposed scheme after completing the duration of its implementation. It can be estimated that if the JNNURM scheme was successfully implemented according to its objectives or not.

MISSIONS OF JNNURM

Mission Statement: The aim is to encourage reforms and fast track planned development of identified cities. Focus is to be on efficiency in urban infrastructure and service delivery mechanisms, community participation, and accountability of ULBs/ Parastatal agencies towards citizens.

JNNURM comprises two Sub-Missions:

- (i) Urban Infrastructure and Governance (UIG) (Sub-mission I)
- (ii) Basic Services to the Urban Poor Urban (BSUP) (Sub-mission II)

There are, in addition, two other components:

- (i) Urban Infrastructure Development of Small & Medium Towns (UIDSSMT)
- (ii) Integrated Housing and Slum Development Programme (IHSDP)

These Sub-Missions (BSUP and UI&G) are for select 63 large cities and cities of religious/historical/tourist importance. The duration of the Mission was seven years beginning from the year 2005-06.

Objectives of JNNURM

Cities and towns of India constitute the world's second largest urban system. They contribute over 50% of country's Gross Domestic Product (GDP) and are central to economic growth. For these cities to realize their full potential and become true engines of growth, it is necessary that focused attention be given to the improvement of infrastructure therein. For achieving this objective, a Mission mode approach is essential.

JNNURM was launched on 3rd December 2005 with the objective of :

- Focused attention to integrated development of basic services to the urban poor;
- Security of tenure at affordable price, improved housing, water supply, sanitation;
- Convergence of services in fields of education, health and social security;
- As far as possible providing housing near the place of occupation of the urban poor
- Effective linkage between asset creation and asset management to ensure efficiency
- Scaling up delivery of civic amenities with emphasis on universal access to urban poor
- Proper investment of funds to fulfill deficiencies in the basic services to the urban poor

Scope of the Mission

The Mission shall comprise two Sub- Missions, namely:

Sub-Mission for Urban Infrastructure and Governance: This will be administered by the Ministry of Urban Development through the Sub- Mission Directorate for Urban Infrastructure and Governance. The main thrust of the Sub-Mission will be on infrastructure projects relating to water supply and sanitation, sewerage, solid waste management, road network, urban transport and redevelopment of old city areas with a view to upgrading infrastructure therein, shifting industrial and commercial establishments to conforming areas, etc.

REVIEW OF LITERATURE

Cities and towns of India constitute the world's second largest urban system. They contribute over 50% of country's Gross Domestic Product (GDP) and are central to economic growth. For these cities to realize their full potential and become true engines of growth, it is necessary that focused attention be given to the improvement of infrastructure therein. For achieving this objective, a Mission mode approach is essential.

JNNURM is a unique project dedicated to the redevelopment of India's cities, as India has traditionally primarily focused on the development of rural areas, especially its underdeveloped villages. As per the 2011 census, India is home to about 1.21 billion people, making it one of the most densely populated areas of the world. However, it was also estimated that 68.9% of India's population lies in rural areas. Urban India is fast growing but sometimes in unplanned ways. India is benchmarked to be the next superpower that held a steady growth rate during the recent recession. But unplanned growth has taken a toll on urban India, especially due to problems in the rural agricultural sector. The rising population due to migration from rural to urban areas and other factors have contributed to the increase of slums and degradation of cities due to lack of planning.

Inadequate infrastructure, rising population rates as well as rising urban poverty are major causes to the degradation of the cities. Hence, the government of India has taken up the initiative to redevelop urban towns and cities by developing infrastructure, municipal reforms and providing aid to the state governments and the urban local bodies (ULBs). As per the information in the JnNURM mission brochure as launched by the authorities, cities and towns account for 30 percent of the country's population, contributing 50–55 percent of the gross domestic product (GDP). The degrading conditions in cities have forced the government to rethink their strategies to adhere to the socio-economic objectives of the country. Hence, this had been proposed.

Number of Cities as of December 20, 2009:

The number of cities in Jawaharlal Nehru National Urban Renewal Mission is 65 by the end of 2009. The last two cities added are Tirupati and Porbandar. Purchase of Buses: Under the second stimulus package announced by the Government on 2.1.2009, it has been decided that States, as a one time measure upto 30.6.2009 would be provided assistance under the JNNURM for the purchase of buses for their urban transport systems. Accordingly under the scheme launched by the Ministry of Urban Development, a total of 15260 buses have been approved for 61 JNNURM cities at a total cost of Rs.4723.94 crore out of which total admissible Central Assistance would be Rs.2088.05 crore.

Progress in UIG Component:

For Urban Infrastructure and Governance (UIG) component Additional Central Assistance(ACA) for was increased from Rs 25,500 crore to Rs 31,500 crore for the Year 2009. Under the UIG component of JNNURM, 20 projects were sanctioned during 2009, bringing total number of projects sanctioned under the UIG component since inception (i.e. since 3rd December 2005) to 481.

Progress in UIDSSMT component:

Seven year allocation for the Urban Infrastructure Development for Small and Medium Towns (UIDSSMT) component was raised from Rs 6400 crore to Rs 11,400 crore in the Year 2009.

New Schemes: Two new Schemes were launched in 2009 The Asian Development Bank assisted North Eastern Region Urban Development Programme (NERUDP) covering Agartala, Shillong, Aizawl, Kohima and Gangtok Scheme for infrastructure development in the satellite towns around the seven mega cities.

Proposed Programme Management Unit:

To strengthen the capacity of State Level Nodal Agency (SLNA) to effectively coordinate implementation of projects and reforms under Jawaharlal Nehru National Urban Renewal Mission, Ministry of Urban Development has proposed to support a Programme Management Unit (PMU) at the SLNA. The financial support for establishing PMUs was initiated in June 2007. Based on proposals sent by the states the Mission Directorate has approved 19 PMUs of which, 10 states have established arid operationalized PMUs.

Project Implementation Unit (PIU)

The Mission Directorate is providing financial and technical support to establish Project Implementation Units (PIUs) at the municipal level, to enhance their capability to effectively implement projects and reforms under JNNURM. The PIU is meant to be an operations unit supplementing and enhancing the existing skill mix of the ULB, rather than a supervisory body. The Mission Directorate has approved 45 PIUs of which 26 PIUs have established and operationalized by the ULBs.

Independent Review and Monitoring Agency (IRMA)

IRMAs are agencies to be appointed by the states for monitoring of the progress of implementation of the projects sanctioned under the JNNURM so that the funds released are utilized in a purposeful and time-bound manner. The proposals of Kerala, Rajasthan, Madhya Pradesh, Uttarakhand, Maharashtra, West Bengal, Puducherry, Andhra Pradesh, Gujarat, Assam, Tamil Nadu, Uttar Pradesh and Karnataka for appointment of IRMA have been approved by the CSMC. IRMAs have been established in Andhra Pradesh, Kerala, Madhya Pradesh, Maharashtra, Gujarat, Uttarakhand, Tamil Nadu, Uttar Pradesh, Karnataka and Rajasthan. The states of Bihar, Delhi, Nagaland, Haryana and Himachal Pradesh are in the process of appointing IRMAs. For the states of Chandigarh, Jammu & Kashmir, Punjab, Mizoram, Meghalaya, Sikkim, Tripura, Arunachal Pradesh, Manipur, Chattisgarh, Jharkhand, Orissa and Goa, Ministry of Urban Development has initiated steps for appointment of IRMAs on behalf of these States. CSMC has approved the selection of firms for appointment of IRMAs in these States and States have been intimated about the decision for entering into the agreement with the selected firms.

Peer Experience and Reflective Learning (PEARL)

The “Peer Experience and Reflective Learning” (PEARL) programme was launched to foster cross learning and knowledge sharing through networking among the Mission cities. To achieve this objective, the Mission supported formation of groups/networks amongst JNNURM cities having similar socio-economic profile and urban issues, along with natural affinity to peer pair. The National Institute of Urban Affairs (NIUA) has been appointed as the National Coordinator for the PEARL programme for coordinating the overall functioning of the networks, with an appreciation of the independent self driven nature of the networks, and assisting the Mission Directorate in supporting and monitoring the programme. Under the programme, network of heritage cities have organized knowledge sharing workshops. A website has been made operational providing tools to support networking and knowledge sharing. NIUA has brought out a newsletter “PEARL Update”.

Programme Management and Evaluation System (PMES)

PMES has been developed as a comprehensive web-enabled Management Information System (MIS) which will serve to cover all the critical aspects of programme implementation. Intensive hands-on training for City as well as State level officials has been conducted to ensure effective use of the application. Further rounds of training have been planned and will be rolled out shortly. PMES is live for all States covering 52 Mission cities, training for which have been completed.

Public Private Partnership (PPP) initiatives

The Mission Cities have agreed to include promotion of PPP through appropriate policies and projects as a part of the reforms agenda. A number of States such as Andhra Pradesh, Assam, Bihar, Gujarat, Jharkhand, Karnataka, Kerala, Maharashtra, Orissa, Rajasthan, West Bengal, have adopted PPP policy.

PPP cell has also been established by Andhra Pradesh, Assam, Gujarat, Karnataka, Punjab and West Bengal for promotion of PPP for infrastructure projects in their States. PPP initiatives have been taken by Indore, Vadodara, Pune and Ahmedabad for establishing City Bus Service.

URBANIZATION AND URBAN SYSTEMS IN HARYANA & OTHER STATES

Urbanization is an index of transformation from traditional rural economies to modern industrial one. It is a long term process. This paper endeavors to illuminate on the process of urbanization in India over a century with emphasis on level, tempo of urbanization and urban morphology using Indian Census data during 1901-2001. It will try to trace urban problems and related policy issues. At the moment, India is among the countries of low level of urbanization. Number of urban agglomeration /town has grown from 1827 in 1901 to 5161 in 2001. Number of population residing in urban areas has increased from 2.58 crores in 1901 to 28.53 crores in 2001. Only 28% of population was living in urban

areas as per 2001 census. Over the years there has been continuous concentration of population in class I towns. On the contrary the concentration of population in medium and small towns either fluctuated or declined. The graduation of number of urban centers from lower population size categories to class I cities has resulted top heavy structure of urban population in India. India's urbanization is often termed as over urbanisation, pseudo-urbanization. The big cities attained inordinately large population size leading to virtual collapse in the urban services and followed by basic problems in the field of housing, slum, water, infrastructure, quality of life etc. Urbanisation is a product of demographic explosion and poverty induced rural-urban migration. Urbanisation is occurring not due to urban pull but due to rural push. Globalisation, liberalization, privatization are addressing negative process for urbanization in India. Policy relates to proper urban planning where city planning will consist of operational, developmental and restorative planning. Redirection of investment is recommended to develop strong economic base for small and medium city neglected so far so that migration flows are redirected to small and medium cities.

Sub-Urbanization, is closely related to over-urbanization of a city. When cities get over-crowded by population, it may result in sub-urbanization. Delhi is a typical example. Sub-urbanization means urbanization of rural areas around the cities characterized by the following features: a sharp increase in the 'urban (non-agricultural) uses' of land inclusion of surrounding areas of towns within its municipal limits, and intensive communication of all types between town and its surrounding areas.

Over Urbanization refers to the increased exemplification of the characters of urbanisation in a city or its surrounding rural area. It results due to the excessive development of urbanistic traits. Due to the expansion of the range of urban activities and occupations, greater influx of secondary functions like industry, increasing and widespread development of an intricate bureaucratic administrative network, the increased sophistication and mechanization of life and the influx of urban characters into the surrounding rural area, over urbanization gradually replaces the ruralistic and traditionalistic traits of a community. Mumbai and Calcutta are two such examples of cities.

It is clear that in the last century, which saw rapid urbanization across the globe, India did not face an "urban explosion" as did many other regions of the world, especially in the Americas. India's level of urbanization increased from 17.6 per cent in 1951 to only 23.7 per cent in 1981 and 27.8 per cent in 2001. Consistent with its low per capita income India ranks among the last thirty in the list of countries listed according to their urbanization levels. Despite its low level of urbanization, in terms of magnitude, India's urban population has grown to more than 285 million in 2001, close to 28 per cent of the total population of the country (Table 2). In the last decade the overall increase in population has been particularly large, about 70 million people. The increase itself is larger than the urban population of all countries except Brazil, China, Indonesia, Russia, and the United States. Therefore even though India's level of urbanization continues to be low and its urban population growth rate is not among the fastest in the world, it is important to study the phenomenon of urbanization in India as its magnitude is so large in absolute numbers.

Present State of Urban India and Haryana

India is on track to witness an unprecedented pace and scale of urbanisation. However, even at the current pace and scale, India is struggling. The delivery of urban infrastructure and basic services is insufficient to provide citizens with a decent quality of life. Urban India is underserved by utilities, suffers from inadequate housing stock, and is highly congested and polluted. As discussed earlier, addition of over 225 million people to urban India over the next 20 years will put enormous stress on the urban system if not managed well. Left unattended, the risk from the ongoing deterioration in the quality of life in urban India will compromise productivity, deter investors' and eventually curtail economic growth. Higher Incidence of Urban Poverty NSSO (2004-05) estimated that the number of urban poor had increased by 35 percent from 1973 to 2004. Approximately 81 million i.e. 26 percent of the estimated 310 million urban dwellers were below the monthly consumption of Rs. 539 in 2004-05. In addition, 40-45 million people were living on the borders of this level of consumption². In 2004-05 approximately 80 percent of the urban poor were either self-employed or casually employed. Typically, a high degree of uncertainty clouds such livelihood means, and often results in highly variable income inflows. This constraints the access of the urban poor to any form of institutional and market finance. Poor State of Basic Service Delivery Across all major quality of life indicators, India's cities fall well short of not only the levels of service to which international cities aspire but also even basic standard of living. This is demonstrated through a systematic benchmarking effort conducted by the authors of the HPEC Report 2011.

Affordable Housing: Housing is a basic service around which all others revolve. However, India lags significantly on this front.

- HPEC 2011 estimated that approximately 24 percent of India's urban population resides in slums. The proportion of slum dwellers in large metropolitan areas is higher. For example, according to Census 2011, 66 percent of the population in Mumbai Metropolitan Region (MMR) lives in slums.

- Not all slum dwellers are poor but the extreme scarcity of housing for low income groups has led to them living in slums.
- Many slum dwellers do not have access to basic sanitation facilities and potable water.

Water supply:

Inadequate coverage, intermittent supply, low pressure and poor quality are some of the key features of water supply in the urban India.

- Only 64 percent of urban population is covered by individual connections and/or standposts in India compared with 91 percent in China, 86 percent in South Africa and 80 percent in Brazil
- Duration of water supply is 1 to 6 hours in India as compared to 24 hours in Brazil and China and 22 hours in Vietnam
- Sewerage and sanitation: The problem of sanitation is much worse in urban areas than in rural areas due to high population density and congestion. The sewerage network across cities is also very poor.
- 94 percent of urban cities and towns do not even have a partial sewerage network
- 18 percent of urban households do not have access to any form of a latrine facility and defecate in the open
- Only 21 percent of the waste water generated is treated compare with 57 percent in South Africa
- Solid waste management: Infrequent collection, limited segregation and partial processing are some of the characteristics of the solid waste management system, even though the quantum of waste generated is significantly lower compared to other countries.
- Only 50 percent waste collection coverage in smaller cities compared with benchmark of 100 percent
- Less than 30 percent solid waste is segregated
- Urban roads and transport: Highly inadequate and poor quality of urban roads and transport system lead to significant lags in productivity.
- Public transport in India accounts for only 22 percent of the modal share compared with 49 percent in Philippines, Venezuela and Egypt.
- The share of buses has decreased from 11 percent of total registered vehicles in 1951 to 1.1 percent in 2001
- Only 20 percent roads have storm water drains compared to the benchmark of 100 percent
- Environment: Indian cities struggle with poor quality of air and few parks and open spaces.
- Nearly half of the cities have critical levels of PM10 particles

RESULTS AND DISCUSSION

Under the Jawaharlal Nehru National Urban Renewal Mission (JnNURM), 6 Detailed Project Reports (DPRs) amounting to Rs 768.70 crore for the augmentation of water supply, sewerage, drainage, solid waste management and construction of houses etc. were approved by the Government of India. To implement various components under the said scheme, Rs 694.82 crore has been utilized by Municipal Corporation, Faridabad upto 15.02.2015. Under the Basic Services to Urban Poors scheme, 2896 units have been constructed in Faridabad against the target of 3248 Dwelling Units. The progress reports are as under:-

Table 1: Progress Report of Faridabad City as per JNNURM scheme

			GOI Share (50%)	State Share (20%)	ULB Share (30%)	Total Released	Expdt.	Project Status/ likely completion
Sl. No	Description	Sancti- oned Cost	Released	Released	Released by MCF			
1	Housing Works at Dabua Colony	38.96	18.91	7.57	12.48	38.96	39.83	Completed

2	Housing Works at Bapu Nagar	25.27	12.26	4.91	4.93	22.10	19.71	Completed
3	Sewerage System at Old Faridabad.	103.83	46.72	20.77	31.15	98.64	101.97	Completed
4	Drainage System at Old Faridabad.	30.65	12.71	6.13	6.90	25.74	22.50	Completed
5	Solid Waste Management at Faridabad	76.50	33.08	15.31	23.75	72.14	78.95	Completed
6	Augmentation of water supply	493.49	222.08	98.70	85.99	409.26	445.31	31.03.2015
	Total	768.70	345.76	153.39	165.2	666.84	708.27	

Table 2: Detailed Project Report under Appraisal / Submission

(Amount Rs. in Crore)			
Sl. No	Name of Work	Amount as per DPR	Likely Date of Submission
1	Revamping/Relaying of Sewerage in Ballabgarh Zone at Faridabad	80.00	Submitted (Under Scrutiny by CPHEEO)
2	Drainage Work – NIT Zone	76.00	Forwarded by MoUD to CPHEEO for the Appraisal
3	Road Work – NIT Zone	180.00	Submitted (Appraised by CRRI under Hold)
4	2180 DU's at Mirzapur/Lakarpur Faridabad	65.00	Submitted (Under Hold)
5	Road Work – Ballabgarh Zone	80.00	Submitted (With HUIDB)
	Total	481.00	

CONCLUSION

As per the study, the author has concluded that JNNURM has brought the urban sector to public attention, but it has not alleviated the urban poverty. International and Indian experience suggest that the poor will incrementally improve their houses out of their own or borrowed resources, if they are given some form of security of tenure. Unfortunately, in most cities, the difficult task of giving tenure was not resolved, but houses were built or upgraded where people already had tenure. It is also suggested to redesign JNNURM towards developing state capacity to catalyse inclusive and democratic urban development. We need to revisit the issue whether Urban Local Bodies (ULBs) were the appropriate agencies to implement the JNNURM.

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