

**URBAN DEVELOPMENT: A STUDY OF JAWAHARLAL
NEHRU NATIONAL URBAN RENEWAL MISSION IN
AIZAWL**

**A Dissertation submitted to Mizoram University
for the award of the Degree of Master of Philosophy
in Public Administration**

by

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MZU/M.Phil/252 of 1.05.2015

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AIZAWL, MIZORAM

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CERTIFICATE

This is to certify that Mr. R. Lalthankima has prepared a Dissertation under my Supervision on the topic Urban Development: A Study of Jawaharlal Nehru National Urban Renewal Mission in Aizawl in fulfillment for award of the Degree of Master of Philosophy (M.Phil) in the Department of Public Administration, Mizoram University, Aizawl.

This Dissertation has been the outcome of his original work and it does not form a part of any other Dissertation submitted for award of any other degree.

He is duly permitted to submit her Dissertation for examination.

Dated Aizawl,

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DECLARATION

I, R. Lalthankima, hereby declare that the subject matter of this dissertation is the record of work done by me that the contents of this thesis did not form basis of the award of any previous degree to me or to do the best of my knowledge to anybody else, and that the thesis has not been submitted by me for any research degree in any University/Institution

This is being submitted to the Mizoram University for degree of Master of Philosophy in the Department of Public Administration, Mizoram University.

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ACKNOWLEDGEMENT

First of all, I would like to express my sincere gratitude to my supervisor Asst. Professor Laltanpuii Ralte, for her guidance and supervision. Her kind and helpful advice, valuable comments and suggestion has enriched this work and I am truly indebted to her abled supervision throughout the course of the research.

I would like to express my sincere gratitude to Prof. Lalneihzovi, Head of Department, Department of Public Administration, Mizoram University for giving me the opportunity to undertake this work.

I would also like to thank all the faculty members in the Department of Public Administration for their help and support.

I would also like to offer my utmost gratitude to my family and friends for their love and support. I would also like to thank officials of UD&PA Department, PHE, PWD, AMC etc for providing me with vital information and materials.

Finally, I thank God for giving me strength and for his continued blessings.

(R. LALTHANKIMA)
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ABBREVIATIONS

ADA:	Aizawl Development Authority
ADB:	Asian Development Bank
ACA:	Additional Central Assistance
AMC:	Aizawl Municipal Council
AMRUT:	Atal Mission For Rejuvenation and Urban Transformation
AUA:	Aizawl Urban Area
AUWSP:	Accelerated Urban Water Supply Programme
BC:	Before Christ
BSUP:	Basic Service to Urban Poor
CCTV:	Close Circuit Television
CDP:	City Development Plan
CSMC:	Central Sanctioning and Monitoring Committee
DPR:	Detail Project Report
DU:	Dwelling Unit
DUDO:	District Urban Development Office
EIUS:	Environmental Improvement of urban Slums
EWS:	Economically Weaker Section
GAWSS:	Greater Aizawl Water Supply Scheme
HUDCO:	Housing and Urban Development Corporation
IDSMT:	Integrated Development of Small and Medium Towns
IHSDP:	Integrated Housing and Slum Development Programme
JNNURM:	Jawaharlal Nehru National Urban Renewal Mission
LIG:	Lower Income Group

MoA:	Memorandum of Agreement
MoUD:	Ministry of Urban Development
MHUPA:	Ministry of Housing and Urban Poverty Alleviation
NPL:	National Prefab Limited
NPCC:	National Project construction Company
NSDP:	National Slum Development Programme
NSG:	National Steering Group
PHED:	Public Health Engineering Department
PWD:	Public Works Department
PPP:	Public Private Partnership
SJSRY:	Swarna Jayati Shahri Rojgar Yojana
SLMC:	State Level Monitoring Committee
SLNA:	State Level Nodal Agency
TAG:	Technical Advisory Group
UA:	Urban Agglomeration
UBSP:	Urban Basic Service to the Poor
UD&PA:	Urban Development and Poverty Alleviation
UDS:	Urban Development Schemes
UIDSSMT:	Urban Infrastructure Development Scheme for Small and Medium Towns
UIG:	Urban Infrastructure and Development
ULB:	Urban Local Body
ULCRA:	Urban Land Ceiling and Regulation Act
VAMBAY:	Valmiki Ambedkar Awas Yojana
VRS:	Voluntary Retirement Scheme

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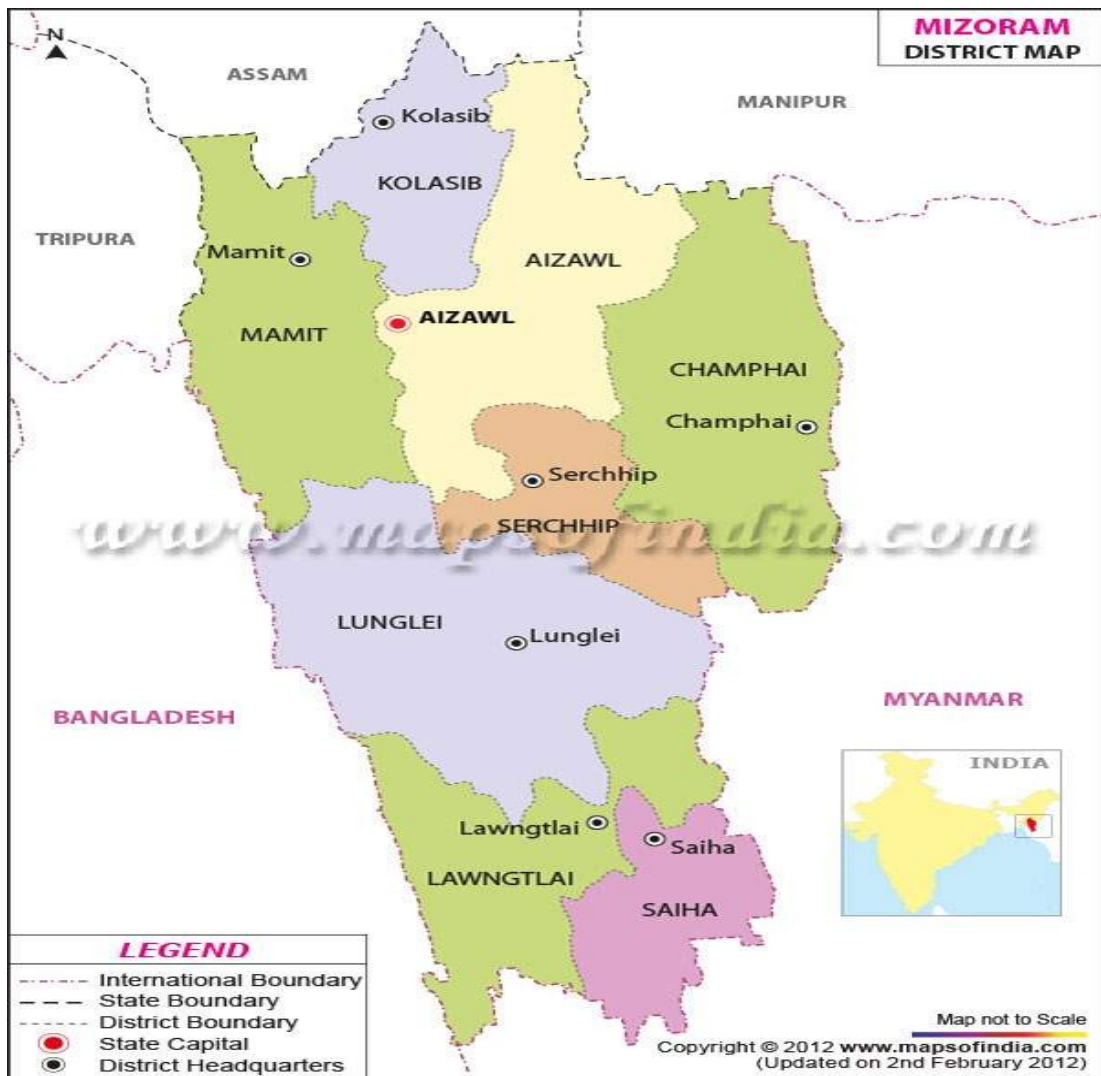


Figure No 2: Map of Aizawl District

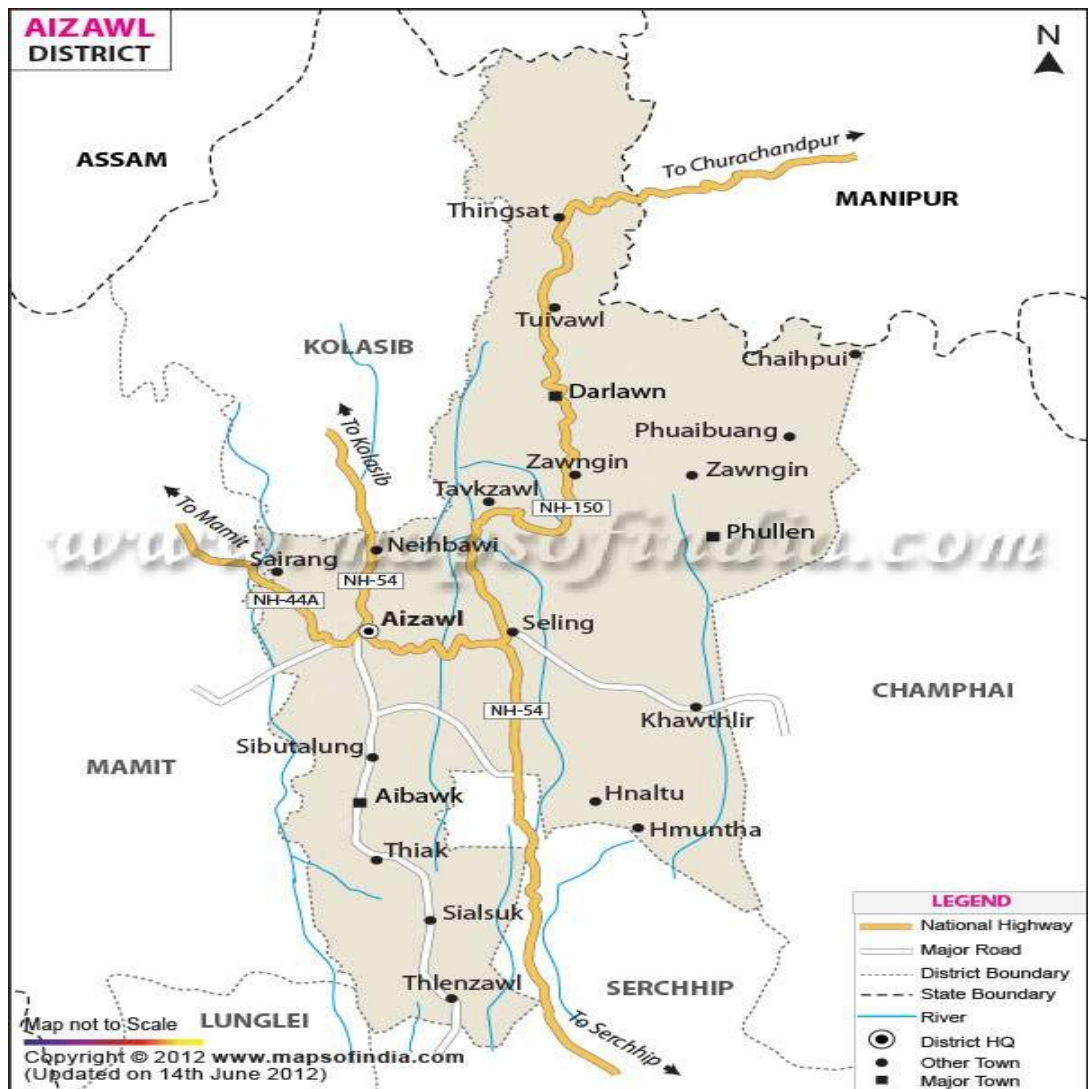
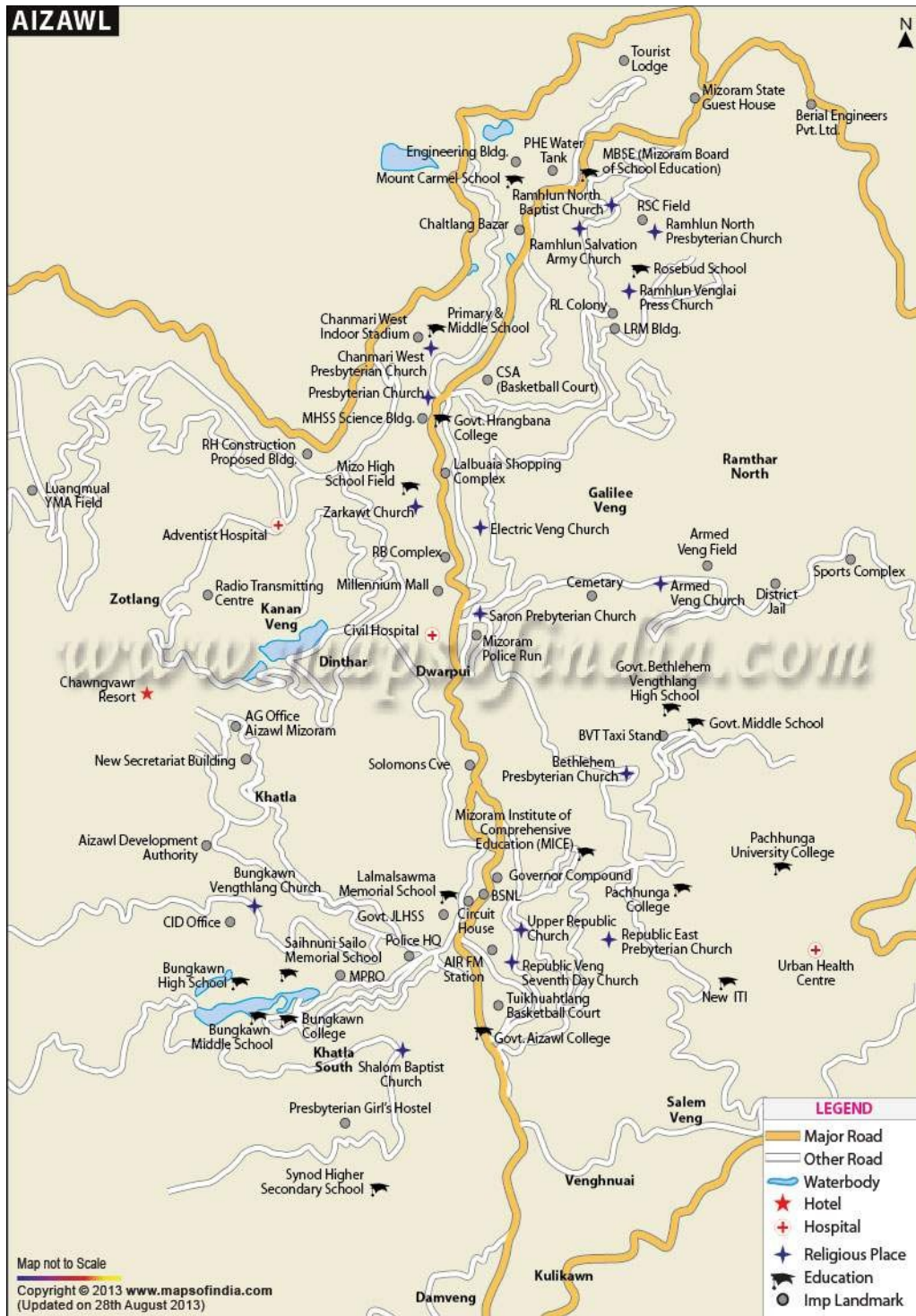


Figure No.3: Map of Aizawl City



CHAPTER – 1
INTRODUCTION

Chapter 1

INTRODUCTION

Urbanisation and its impacts have been one of the greatest challenges of every nation. The challenges have been tougher for the third world countries as they started to witness rapid urban population growth just after they were free from colonial rule. Despite remarkable progress in industrialisation, essential services, housing and human settlement development, the cities are faced with the problem of acute shortage of housing and basic services, haphazard growth and dangers from pollution of different kinds. This phenomenal growth of urbanisation and its subsequent socio-economic challenges have to be met by the urban government.

The process of urbanisation is a universal phenomenon and India is no exception to this process. In India, there is an alarming increase in the population of cities and towns. The urbanisation process in this country especially after independence is much faster than the expansion in infrastructure and service. All the cities in the country are now having severe shortage of housing, water supply, sewerage, transportation, communication and other facilities. The cities seem not yet ready to accommodate the growing population- to provide work and services and infrastructure for all. The growth of urban agglomeration also creates several problems of over-concentration of population, problems of planning, co-ordination and development of civic amenities. The unplanned and unbalanced urban growth is leading to inter-regional imbalances, rural-urban divide, springing up of large number of slums and environmental pollution. It also leads to social tensions, depletion of resources, etc. Haphazard growth of cities also leads to chaos, disorder and conflicts. In short, the rapid growth of urban population in India is

responsible for the disorderly and haphazard growth of our cities and towns¹.

Table: 1:1: Urbanization in India: 1901-2011

Census Years	Number of Towns	Urban population (in millions)	Percent of urban Population	Annual Exponential Growth Rate
1901	1916	25.9	10.8	-
1911	1908	25.9	10.3	0.0
1921	2048	28.1	11.2	0.8
1931	2220	33.5	12.0	1.78
1941	2422	44.2	13.8	2.8
1951	3060	62.4	17.3	3.5
1961	2700	78.9	18.0	2.3
1971	3126	109.1	19.9	3.2
1981	4029	159.5	23.3	3.8
1991	4689	217.6	25.7	3.1
2001	5161	284.53	27.8	2.7
2011	7935	377.16	31.16	3.2

Source: Census India Reports 1901-2011

In 1961, India had about 79 million urban population which constituted approximately 18 percent of the total population. During 1951-61, the average growth rate was 2.23 percent which was accelerated to 3.7percent during 1971-1981. This was the highest growth rate since independence. However, urban growth rate declined to 3.09 percent during 1981-1991 and still further to 2.75 percent during 1991-2001. According to 2011 census, the urban population grew to 377

¹ N.T.K. Naik & S Mansoor Rahman, Urbanization of India, New Delhi, Serials Publications, 2007,p-177-192.

million (31.1 percent of total population) showing a growth rate of 2.76 percent per annum during 2001-2011².

Mizoram is the second most urbanized state in the country having 51.51 percent of its population living in urban areas next only to Goa. Rapid urbanization in Mizoram has been due to migration of rural people to the urban areas in search of better job and opportunities. Natural growth, expansion of existing urban areas and addition of new towns are also contributing factors of increasing urbanization in Mizoram³.

Table: 1:2: Urbanization in Mizoram: 1951-2011

Year	No. of Towns	Total Population	Urban Population	Percentage of Urban Population
1951	1	1,96,202	6,956	3.54
1961	1	2,66,063	14,257	5.34
1971	2	3,32,390	37,759	11.36
1981	6	4,93,757	1,21,814	24.67
1991	22	6,89,756	3,17,946	46.20
2001	23	8,88,573	4,41,006	49.63
2011	23	10,91,014	5,61,977	51.51

Source: Directorate of Economics and Statistics, Government of Mizoram, Statistical Handbook, Mizoram 2014.

The proportion of urban population in Mizoram has increased considerably, as highlighted in Table 1.2 above, from 3.54 percent in 1951 to 5.34 percent in 1961. 11.36 percent in 1971, 24.67 percent in 1981, 46.20 percent in 1991, 49.63 in 2001 and 51.51 percent in 2011. In

² Shalini Bhandari, Rising Urbanization in India: Problems and Challenges for Urban Development, In U.C. Agarwal (Eds), Nagarlok, Vol XLV, No-1, January-March2013, p-85

³ A.K. Agarwal, Op. cit., p. 270.

1951, there was only one town in Mizoram i.e., Aizawl having a population 6,956. The number of towns through the years increased to 23 in 2001 as against 1 town in 1951. The urban population also increased by 49.63 percent. The total urban population stood at 4,41,006. As per 2011 census, the total urban population in Mizoram is 5,61,977 showing an increase of 51.51 percent. Aizawl, the capital city is having more than 50 percent of urban inhabitants in the state out of the total urban population of 2,93,416.

In 1951 Aizawl was categorised as a class V town. It was upgraded to class IV town with a population of 14,257 in 1961. Its population increased by 105.14 percent during 1951-1961, as against 35.61 percent increase in total population. In 1971, the population of Aizawl increased further to about 32,000 persons with a percentage increase of 122.6 during 1961-1971 and the town was categorized as class III town. The same year witnessed the emergence of Lunglei town with a population of about six thousand persons.⁴

Aizawl was categorized as class II town after its population increased to 74.5 thousand persons as per the 1981 census. In 1991, its population further increased to 1.55 lakhs and the town was upgraded to class I. Lunglei also witnessed rapid population growth having 17 thousand population according to 1981 census and 30.56 thousand population in 1991 census. With the increase in population as stated by the 1981 Census, four towns of Mizoram, namely, Kolasib, Champhai, Serchhip and Saiha were upgraded to class V town. The number of towns suddenly jumped up to 22, as other new towns like Thenzawl, Darlawn,

⁴ A.K. Agarwal, a Study of Urbanization Pattern in Mizoram, In J.B. Ganguly (Eds), Urbanization and Development In North-East India: Trends and Policy Implication, 1995, Deep and Deep Publication, p. 269

Mamit, Saitual, Khawzawl etc., were included and categorized as class V towns⁵.

Like the rest of India, urbanisation in Mizoram is at a much faster rate than the growth of infrastructure and service sector, for the latter to be able to cope with it. Rapid growth of population is more profound in Aizawl- the state capital and other major towns like Lunglei, Champhai, Kolasib, Mamit, Saiha, Serchhip etc.

Aizawl, is also facing the problems which have been faced by most of the cities in India. Severe shortage of housing, water supply, sewerage, transportation, communication and other facilities are matters of grave concern in the city. Besides this, unplanned and uncontrolled urbanisation in Mizoram has created problems in providing civic amenities and in planning, coordination etc. Environmental destruction, pollution of different kinds and ever increasing number of crimes are the products of over-urbanisation in Mizoram⁶.

Realising the needs and importance of cities and towns, the Government of India launched the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) on 3rd December, 2005. The launching of JNNURM marked a new beginning in developing a comprehensive and proactive urban policy⁷. The objectives of JNNURM are as follows:

- (a) Focused attention to integrated development of infrastructure services in cities covered under the Mission.
- (b) Establishment of linkages between asset-creation and asset-management through a slew of reforms for long-term project sustainability.

⁵ Ibid, p. 269

⁶ Ghosh, A.K (Urbanization, Aizawl and Its Problems, In Dr Girindra Kumar (Eds), Urbanization in Mizoram: Retrospect and Prospect, (1999), , Titagarh, Linkman Publication, pp- 125-130

⁷ A. Narender, Urban Policy under JNNURM and 12th Five Year Plan in India, in U.C. Agarwal (Eds), Nagarlok, Vol. XLV, No-1, January-March 2013, p.1

- (c) Ensuring adequate funds to meet the deficiencies in urban infrastructural services.
- (d) Planned development of identified cities including peri-urban areas, outgrowths and urban corridors leading to dispersed urbanisation.
- (e) Scale-up delivery of civic amenities and provision of utilities with emphasis on universal access to the urban poor.
- (f) Special focus on urban renewal programme for the old city areas to reduce congestion; and
- (g) Provision of basic services to the urban poor including security of tenure at affordable prices, improved housing, water supply and sanitation, and ensuring delivery of other existing universal services of the government for education, health and social security⁸.

Along with 62 other cities, Aizawl has also been selected for the implementation of JNNURM. Yet, no Urban Local Body (ULB) had been formed till the time of introduction of JNNURM in Aizawl - the capital of Mizoram. In the absence of ULB, the Urban Development & Poverty Alleviation (UD&PA) Department, Government of Mizoram, acted as both the Urban Local Body and the State Level Nodal Agency and still continues to play these roles even after the constitution of the Aizawl Municipal Council which was recently upgraded to a Corporation.

Recently, JNNURM was replaced by Atal Mission for Rejuvenation and Urban Transformation (AMRUT). The scheme was launched by Prime Minister Narendra Modi in June, 2015, with the focus of the urban renewal projects to establish infrastructure that could ensure

⁸ Jnnurm.nic.in accessed on (13.04.2015)

adequate robust sewerage networks and water supply for urban transformation. The purpose of Atal Mission for Rejuvenation and Urban Transformation (AMRUT) is to:

- (i) ensure that every household has access to a tap with assured supply of water and a sewerage connection;
- (ii) increase the amenity value of cities by developing greenery and well maintained open spaces (parks); and
- (iii) reduce pollution by switching to public transport or constructing facilities for non-motorized transport (e.g. walking and cycling)

Rajasthan was the first state in the country to submit a State Annual Action Plan under Atal Mission for Rejuvenation and Urban Transformation⁹.

REVIEW OF LITERATURE

A number of books, articles, documents etc., have been studied by the researcher and the following important literatures were reviewed.

Amit Kumar Singh (2010) in his book *Patterns and Processes of Urban Development* deals extensively with the patterns and processes of urban development and highlights their spatial and temporal changes. The book also examines the problems being faced by small and medium towns in providing basic services to their residents. It also evaluates the infrastructural and financial resources that are needed to deliver quality services to the urban people.

Dr S.S. Dhaliwal (2004) in his book *Urban Infrastructure Development in Small and Medium Towns* states that the past five

⁹ india.gov.in (accessed on 23.04.2015)

decades have witnessed a phenomenal growth of urban population in India. The major urban concern is the growing gap between the demand and supply of basic infrastructure services. The book also tries to deal with the existing, emerging and future problems faced by Urban Local Bodies with regards to infrastructure and has come out with constructive suggestions, which needs to be attended to.

Prabhat Datta's (2010) book *Urban Governance and Development* is the compilation of his eight articles on different aspects of urban governance and development in India and West Bengal. While the issues of urban development dealt with in this book include the concepts and practices of sustainable urban development, he also suggests new schemes of urban development under the umbrella of Jawaharlal Nehru Urban Renewal Mission, urban poverty, issues of urban governance, institutional reforms and participatory governance with special reference to West Bengal.

Girish K. Misra and G.C. Mathur (1997) in their book *Public-Private Partnership in Urban Development* have tried to promote the concept of public-private partnerships in urban development with special reference to Services, Housing and Infrastructure to help mobilise more financial resources from private sectors, and better management of urban development process, not only to improve productivity through optimum utilization of all resources, but also to ensure access to urban services, housing and infrastructure by the underprivileged sections of the society. The book also provides recommendations as regards to the responsibilities to be shared between the public and the private sectors.

G Ramesh, Vishnuprasad Nagadevara, Gopal Naik and Anil B Suraj (2010)'s book *Urban Infrastructure and Governance* is the compilation of fifteen papers contributed by different experts from

within and outside India. These papers are presented at the Third International Conference on Public Policy and Management held in 2008 at IIM, Bangalore. These papers are written in the context of providing urban growth and infrastructure through better governance and financial reforms. One of the highlights of the book is that it looks at financial mobilisation and reform as a strategy for governance and how these can be an instrument of governance.

A. K. Jain (2008) in his book *A Sustainable Vision for Urban India* has highlighted that the urban and environmental challenges of Indian cities demand a reconsideration of the values, goals and means of achieving them. The book has also underlined an urgent need to evolve the concepts and innovation in shaping the urban environment by shifting the paradigm towards urban integration.

A. C. Minocha and H. S. Yadav in their book *Small and Medium towns and their Role in Regional Development* have presented the role of small and medium towns in their different manifestations as growth centres, as service centres etc. The main focus of the book is on rural-urban interaction, the economic base of the towns in terms of their land-use pattern, cropping pattern, crop combinations and the extent of commercialisation of agriculture in their respective regional economies.

Ashwani Luthar (2013) in his article *Policy Initiatives and Challenges for Housing the Urban poor: Is RAY the answer?* published in *Nagarlok* has mentioned that housing and sustainable infrastructure remain the key concerns for the policy makers and urban planners. The article has also highlighted some important features of the sub-mission of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and other important urban housing schemes like RajivAwas Yojna (RAY), Interest Subsidy Scheme for housing the Urban Poor (ISSHUP),

Affordable Housing in Partnership Scheme (AHP) etc., along with their possible impacts.

T. Aishwarya (2013) in his article *Economic Reforms, Urban Infrastructure and the Public Private Partnership- Issues and Challenges* published in *Nagarlok* has made an attempt to raise certain issues for institutional reforms in order to ensure that urban infrastructural facilities such as water supply, sanitation, roads and transport are provided more and more on commercial lines, taking advantage of the latest development in the management science. The best way to accomplish that is to adopt the concessionaire format of the Public Private Partnership (PPP) as the mainstay of the development strategy.

Abhijit Datta(1994) in his article *Institutional Aspects of Urban Governance in India* published in *The Indian Journal of Public Administration* analytically examined the institutional aspects of urban governance in India since pre- independence period. Clarifying its political ideology and reality, the author discussed its typology, functions, areal problems in big city governance, and municipal accountability.

Shalini Bhandari (2013) in his article *Rising Urbanisation in India: Problems and Challenges for Urban development* published in *Nagarlok* has mentioned the past and present scenario of urbanisation in India. He has also highlighted that the unplanned and unbalanced urban growth has brought inter-regional imbalances, rural-urban divide, springing up of large slums, environmental pollution, severe shortage of housing, water supply, sewerage and many more urban related problems being faced by all cities in India.

Narender (2013) in his article *Towards Slum Free Cities in India: Policies and Issues* published in *Nagarlok* has made an extensive study on the current status of slums, slum and housing policies over the years, emerging policy and approach of Rajiv Awas Yojana (RAY) and identifies the issues and way forward for making Indian cities 'slum free.'

Sumit Chatterjee(2003) in his article *Status of Urban Water Supply and Sanitation in India- Challenges Ahead* published in *The Indian Journal of Public Administration* has called for rational pricing of water, efficient collection of charges, self-sustaining O&M of civic water resources and assured supply of quality drinking water. He also laid emphasized on the need to recycle the waste water for potable needs.

Commendable though they are in their respective areas of study, the above literature under review have not dealt with the implementation of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) in the urban centres of Mizoram.

STATEMENT OF THE PROBLEM

Poverty and absence of adequate infrastructure are common problems faced by all the cities and towns in India. Even after years of planning and efforts at the local, state and national level and assistances from inside and outside the country, the lives of a large number of urban dwellers is still unsatisfactory. The scenario can be seen easily when we consider the number of BPL families, slum dwellers and homeless beggars who are wandering about in search of food and shelter¹⁰.

¹⁰ A. Narender, Op. cit., p-6

Aizawl, the capital of Mizoram, is also struggling with the problems associated with acute poverty and non-availability of adequate infrastructure. Over-urbanisation, negligence, insurgency, inefficient administration etc., are responsible for these problems. Presently, about 24 percent of the total population in Aizawl are living Below the Poverty Line.

As a result of heavy urbanisation, the city, Aizawl, is now having civic problems like any other growing cities in India. Such problems are in the nature of civic inconveniences, sanitation, congestion, lack of adequate supply of water, no proper drainage system, shortage of housing, shortage of power supply etc. Social problems are also increasing. Petty theft, burglaries, unemployment, human trafficking etc., have become rampant. Sustenance of livelihood has become very difficult¹¹.

Even before the introduction of JNNURM, various urban policies and programmes had been formulated and implemented in the country which, however, failed to bring the desired result. The fragmented approach of addressing issues of urban development has been replaced by a holistic and strategic approach with the launching of JNNURM programme in 2005¹².

In Mizoram, Urban Development & Poverty Alleviation Department (UD&PA), Government of Mizoram, is implementing the JNNURM programme and other programmes which are meant for urban development and poverty alleviation. Presently, nineteen projects under JNNURM are being implemented by the Department.

¹¹ A.K Agarwal, Urban Infrastructure in Mizoram, in Dr Giridra Kumar (Eds), Urbanization in Mizoram: Retrospect and Prospect, (1999), Titagarh, Linkman Publication, pp-64-66.

¹² A. Narender, Op. cit., p-18.

SCOPE OF THE STUDY

At present, there are 23 census towns in Mizoram. Though some of them are also covered under the sub-missions of JNNURM programme, only the implementation of JNNURM and its sub-missions in Aizawl city is covered by the present research work.

A number of urban development schemes and programmes, other than JNNURM are also being implemented in Aizawl by Urban Development & Poverty Alleviation Department, Government of Mizoram. However, only those Projects and Programme which come under the purview of JNNURM are covered by the proposed study.

OBJECTIVE OF THE STUDY

The following are the objectives of the present study:

1. To explore the conceptual issues relating to urban renewal.
2. To analyse the nature and significance of JNNURM as an institutional intervention.
3. To study the impact of JNNURM towards the realisation of the goal of socio-economic development in Aizawl.
4. To study the role of Urban Development & Poverty Alleviation Department, Government of Mizoram, in the process of implementation of JNNURM.
5. To find out the problems in the implementation process and suggest suitable measures to solve the problems.

RESEARCH QUESTIONS

The following research questions are formulated for empirical verification in the study:

1. Does JNNURM have an impact in Aizawl for the achievement of socio-economic development?
2. Is the Urban Development & Poverty Alleviation Department the right institution for implementing JNNURM while there exists a constitutional Urban Local Body (ULB) i.e., Aizawl Municipal Council (AMC), lately upgraded to a Corporation, in Aizawl.
3. Are there any problems and shortcomings which has hampered the smooth implementation of the Mission?

METHODOLOGY

The proposed work has been undertaken on primary and secondary data. Structured and unstructured interview schedule were used for collecting primary data which was administered to the Mission beneficiaries, officials of Urban Development & Poverty Alleviation (UD&PA) and other concerned officials from implementing agencies like PHE, PWD etc.

The secondary data was gathered from books, journals, booklets, articles related to the study and documents of the concerned departments. Electronic mediums such as Internet, was also used as important sources for collection of information.

CHAPTERIZATION

The first chapter is the introductory part of the study. It highlights the problems and challenges faced by the cities and towns as a result of rapid urbanization. It also includes an introduction of Jawaharlal Nehru National Urban Renewal Mission (JNNURM), Review of Literature, Scope of the study, Objective of the study, Research questions, Statement of the problems and method of data collection. It also contains a brief profile of Mizoram and Aizawl.

The Second Chapter is an overview of urban system in India. The evolution of urban system in India since pre-historic period is delved upon. The present urban system along with the challenges faced by cities and town in more detail is also highlighted.

The third Chapter consists of the details of Jawaharlal Nehru National Urban Renewal Mission. The efforts made for urban development during the Five Year Plans prior to the introduction of JNNURM are also highlighted.

The fourth Chapter deals with the implementation of projects under JNNURM, undertaken in Mizoram. Role of UD&PA Department the State Level Nodal Agencies (SLNA) is also included.

The fifth Chapter is the concluding chapter. It comprises of the summary of the study and gives some reflections on the research findings as well as suggestions based on the findings. Problems in the implementing process are also highlighted.

PROFILE OF MIZORAM

Mizoram is a mountainous state which became the 23rd State of the Indian Union in February, 1987. It is situated in the north eastern part of the country. It was one of the districts of Assam till 1973, when it became a Union Territory. Its geographical area is 21,087 square kilometers (sq.km.). It is located between 92.15 to 93.29 degree east longitude and 21.58 to 24.35 degree north latitude. Aizawl is the capital city of the state. Mizoram shares inter-state borders with Assam in the north (123 km), Manipur in the east (95 km) and Tripura in the west (66 km). Mizoram occupies an area of great strategic importance in the north-eastern corner of India having international boundaries in the east and south with Myanmar and in the west with Bangladesh. It has a total of 722 km. boundary with Myanmar and Bangladesh. The length of the State from North to South is 277 kms .and 121 kms. from east to west¹³.

Mizoram has a pleasant climate. It is generally cool in summer and not very cold in winter. During winter, the temperature varies from 11°C to 21°C and in summer it varies between 20°C to 34°C. The entire area is under the direct influence of the monsoon. It rains heavily from May to September and the average rainfall is 254 cm. per annum. The average rainfall in Aizawl is 208 cm, and Lunglei has 350 cm. Mizoram has great natural beauty and endless variety of landscape and is also very rich in flora and fauna. Almost all kinds of tropical trees and plants thrive well in Mizoram¹⁴.

As per the 2011 Census, the population of Mizoram is 10,97,206 (5,55,339 males and 5,41,867 females). The rural areas have a population of 5,25,435 whereas the Urban areas have 5,61,977. The State has a

¹³ Government of Mizoram, Statistical Handbook, Op. cit, p. XXI

¹⁴ www.mizoram.gov.in (accessed on 14.09.2015)

density of 52 persons per sq. km. The decadal growth rate of the population of the State has grown by 23.48 percent over the period 2001-2011. The sex ratio of Mizoram is at 976 females to 1000 males. The literacy rate of the State is 91.33 percent (93.35 percent male and 89.27 percent female) which is one of the highest in the country¹⁵.

Historians believe that the Mizos are a part of the Mongolian race who are said to have spilled over into the eastern and southern parts of India centuries ago¹⁶. They came under the influence of the British Missionaries in the 19th century, and now most of the Mizos are Christians. One of the beneficial results of Missionary activities was the spread of education. The Missionaries introduced the Roman script for the Mizo language and for formal education. The Mizo society is a close-knit society with no class distinction and no discrimination on grounds of sex¹⁷.

There are 8 districts, 3 Autonomous District Councils, 23 Sub-Divisions and 26 Rural Development Blocks in Mizoram. As per 2011 Census, there are 830 villages and 23 notified towns. Out of this number of villages, 704 are inhabited while 126 villages are uninhabited¹⁸.

The total area covered by forests in the State is about 19,117 square kilometers¹⁹. Agriculture is the main occupation of the people. Most of the people are still practicing the traditional method of shifting cultivation. The State is categorized as an industrially backward state. Only cottage and small scale industries are established till date.

¹⁵ Government of Mizoram, Statistical Handbook, Mizoram 2014, Op. cit, p. xviii

¹⁶ R.N. Prasad, Government and Politics in Mizoram: 1947-1986, New Delhi, Northern Book Centre, 1987, p.3

¹⁷ www.mizoram.gov.in (accessed on 14.09.201)

¹⁸ Government of Mizoram, Statistical Handbook, Mizoram 2014, Op. cit, p.xxi

¹⁹ Ibid., p. 19

Before the arrival of the British, the Mizos had a well-organised system of governance in each village. Each village was administered by a Chief and his elders. He exercised many executive and judicial powers with his elders over his people²⁰.

The British annexed Mizoram, the then, Lushai Hills, in 1890. As it was declared as an 'Excluded Area', the Lushai Hills was kept isolated from the rest of the country. Both the Government of India Act 1919 and 1935 did not have any effect on the administration. Soon after Independence, Chieftainship was abolished in 1952 and the Lushai Hills became one of the districts of Assam till 1972, when it was upgraded to the status of Union Territory. On 20th February, 1987, Mizoram was granted statehood and became the twenty-third state of India²¹.

PROFILE OF AIZAWL

Aizawl is the headquarters of Aizawl district and the capital city of Mizoram in India. As per the Statistical Handbook of Mizoram, 2014, the population of Aizawl city stood at 2,93,416. Being a state capital, it is the political, commercial, educational and cultural hub of the state.

History

Before the advent of British, there was no such kind of city or town in Mizoram. The people were scattered in many small villages. They followed the primitive form of cultivation- shifting cultivation, also called 'jhuming', because of which they had to move from place to place in search of suitable land for cultivation. Aizawl, too, was an unknown and unoccupied village. It began to take its shape in 1890, when it was discovered by Mr. Dally of Assam police on his way to reinforce Col.

²⁰ R. N. Prasad, Op. cit., p-29

²¹ P. Lalnithanga, Emergence of Mizoram, Aizawl, Lengchhawn Press, 2010, pp. 27

Skinner's troops who were in pursuit of Lianphunga, for raiding the Chittagong hill tract. On his recommendation, they built a defence post consisting of two stockades and settled there. Aizawl became the permanent headquarters of Mizoram when Capt. H.R. Brown, the political officer chose it as the administrative headquarters of North Lushai Hills²². Aizawl continued to be the Headquarters of Mizoram ever since.

Geographical Location

The city of Aizawl is located at 92.94°E longitude and a latitude of 23.42°N, north of the Tropic of Cancer which runs across in the northern part of Mizoram. It is situated on a ridge 1,132 meters (3715 ft.) above sea level, with the Tlawng river valley to its west and the Tuirial river valley to its east. The city is connected with other parts of the country by road and Air. The city is connected by National Highway (NH)-54 with Silchar in Assam in the north and Churachanpur in Manipur in the north-east and Agartala, the capital of Tripura in the west²³.

Climate

The climate of Aizawl city is characterized by its coolness, relatively high humidity, almost all year round and abundant rainfall. The cold winter season from December to February is followed by the summer season from the last part of February to the last week of May. The months of April, May, and June are usually hot. The monsoon season which follows thereafter, continues till the first week of October. The rest of October and November constitute the autumn. During the period from May to September, the skies are heavily clouded. Aizawl

²² Ibid., p-3

²³ aizawl.nic.in (accessed on 25.09.2015)

gets an annual average rainfall of about 2350 mm. The city temperature varies from 4°C to 34°C with an average humidity of 90%. Temperature begins to decrease rapidly from about the end of November. January is the coldest month with the mean daily maximum temperature at 20.2°C and the mean daily minimum of 11.4° C. The average temperature in winter is 11.8 °C to 21.3°C and in summer it is 20.8°C to 29.80°C²⁴.

Demography

As per the Statistical Handbook of Mizoram, 2014, Aizawl had a population of 2,93,416. Out of this, the female population stood at 1,48,503 which constituted 50.61 percent and the male population at 1,44,913 constituting 49.39 percent²⁵. This is a remarkable feature as compared to the whole nation having 940 female per 1000 male. Mizos from various tribes make up the majority of the population. As per 2011 Census, the gross density of population in Aizawl Urban Area (AUA) was around 2045 persons per sq. km. Aizawl Municipal Council (AMC) has the highest share of population, i.e., 93.27 percent of the entire AUA population, covering only 68.02 percent of the total AUA²⁶.

Civic Administration

The Aizawl Municipal Council (AMC), which has been upgraded to a Corporation as per Government of Mizoram Notification No. B.13017/73/2015-UD&PA dated the 15th October, 2015, is the authority for civic administration of Aizawl city. It consists of 19 elected members representing 19 wards and 12 other members appointed by the Governor of Mizoram. The tenure of the Council is five years. One-third of the total membership is reserved for women, which shall be rotated after every five years. The AMC is governed by a Board of Councillors and

²⁴ Government of Mizoram, Statistical Handbook, Mizoram 2014, OP. cit., p. 129-132

²⁵ Ibid, p-4

²⁶ As per the Record of Aizawl Municipal Council.

the Executive Council headed by a Chairman who is assisted by a Vice-Chairman and three other Executive Councillors.

The 19 Wards, are further divided into 82 localities, each having 5-7 elected representatives, collectively called the Local Council. These Local Councils are the grassroots level democratic institutions, and have been playing an effective role in delivering services to the people. They also help in enlisting people's participation in the development of the localities through provisions of voluntary service called 'Hnatlang'.

CHAPTER – 2
URBAN INDIA : AN OVER VIEW

Chapter 2

URBAN INDIA: AN OVERVIEW

Globally urbanization is taking place at a rapid pace and currently more than 50 percent of the world's population lives in urban areas. Though India is a land of villages and will continue to remain so for many years to come²⁷, it has the second largest urban system in the world, next only to China. As per 2011 Census, 377 million people are living in urban areas in India²⁸. Urban areas in the country at present contribute around 60 percent of the national income and have immense potential to contribute to the national economic growth and poverty reduction. At the same time, cities and towns are now facing several challenges, such as, low level of urban services, growing number of poor people and lack of adequate housing.²⁹

W.S. Thomson defined urbanization as “movement of people of small communities, concerned solely with agriculture to other larger communities whose activities are primarily centered to government, trade, manufacture and allied interest. It implies an increasing shift from agrarian to industrial services and distributive occupation, in a process by which the number of points of population concentration increases involving from agrarian to non-agrarian occupation”.

According to the Planning Commission, “ Urbanization is an important aspect of the process of economic and social development and is closely connected with many problems, such as migration from

²⁷ R.P. Misra, *Urbanization in India: Challenges and Opportunities*, New Delhi, Regency Publication, 1997, p-23

²⁸ Census of India Report, 2011

²⁹ A. Narender, *Urban Policy under JNNURM and the 12th Five Year Plan India*, In U.C. Agarwal (Eds) *Nagarlokk*, 2013, IIPA, New Delhi, Jan- March, , Vol-XLV, No-1,

villages to towns, levels of living in rural and urban areas, relative costs of providing economic and social services in towns of varying size, provision of housing for different sections of the population, provision of facilities like water supply, sanitation, transport and power, pattern of economic development, location and dispersal of industries, civic administration, fiscal policies and the planning of land use”.

Urbanization is not a product. It is a process by which people, instead of living in predominantly dispersed agricultural villages, start living in towns and cities dominated by industrial and service functions. It can also be increase in number of urban places and/or an increase in the size of existing cities³⁰. Urbanization usually involves:

- a) Concentration of people at population densities higher than those associated with agricultural population with only very rare exceptions on either side;
- b) Migration of rural people to urban areas;
- c) Occupational shift from agricultural to non-agricultural;
- d) Shifting of the use of agricultural land to non-agricultural³¹.

EVOLUTION OF INDIA’S URBAN SYSTEM

Urbanization in ancient India

Urbanization in India can be traced back to 2350 BC, to the Indus valley region. Mohenjodaro was the most elaborate form of urbanization. This urban culture lasted for about 1000 years. The urban development designated as Harappan culture was not confined to just two cities- Mohenjodaro and Harappa. It extended from the Arabian Sea coast to the upper reaches of Yamuna plain covering a distance of over 1500 kms.

³⁰ R.P.Misra,Op. cit., p-8

³¹ Shalini Bhandari, Rising Urbanisation in India: Problems and Challenges for Urban Development, In U.C. Agarwal (Eds) Nagarlok, IIPA, New Delhi, Jan-March, 2013, p-82

from west to east. Besides, Mohenjodaro and Harappa, more than a hundred urban places emerged in the region. Chanhudaro, Kalibangan, Lothan, Bhagatrav, Megham and Telod, Rupar and Alamgir were some of the significant urban centers which flourished during the time of Mohenjodaro and Harappa.

Mohenjodaro and Harappa represent the climax of urban development attained in the Harappan culture. Both cities show remarkable similarities. Each was located on the banks of a river- Mohenjodaro on the banks of the Indus and Harappa on that of the river Ravi. The two cities extended over an approximate area of more than two square kilometers and had an estimated population of around 30,000 persons. Mohenjodaro was the older and larger, and was rebuilt not less than nine times. It was a planned city with buildings mostly made of baked bricks. The houses were well ventilated with doors and windows, bathrooms and excellent drainage system. People were highly skilled in the art of sculpture and pottery. They were also skillful in their agricultural practice. Metals like gold, silver and copper were commonly used for many purpose like weapons, ornaments etc. Notable features of Harappa were the cemetery, the granary and the well-planned workmen's quarters³².

Urbanization during Medieval India

Urbanization in India during this period began around 600 BC. The architects of urban places were the Aryans in the north and the Dravidians in the south. Urban development in those places was interlinked by large-scale migration of Aryan people to the south. This period also witnessed that cities in the north and south were intimately tied to each other through cultural and economic interaction. From this

³² R. Ramachandran, *Urbanization and Urban System in India*, New Delhi, Oxford University Press, 1989, p-25

period onwards, urbanization became one of the permanent features of the history of the country.

This period covers a nearly a thousand years of urban history which may be further divided into three parts in northern India- post Vedic period, the Mauryan period and the post-Mauryan period. These periods indicate the early origin of urbanization, its climax and decline. In the south, urbanization started during the pre-Sangam period and reached its climax during the Sangam period.

In the medieval India, Pataliputra of Chandragupta Maurya, Ujjain of the Gutas, Kanauj, Beneras, Mathura were some great cities which flourished in the northern part of India. The southern part of India also witnessed the emergence of many great cities built by the Chalukyas, the Rastrakutas, the Cholas, the Hoyasalas and others.

The Muslims during the Mughal period also made their own significant contribution for the development of India's cities and towns. Delhi and Agra are some examples which can be seen till today. Apart from Agra and Delhi, urbanization had taken place all the way from Srinagar in the North to Madurai in the South and Chittagong in the east to Vadora in the west. This period was marked by the revival of old cities rather than the establishment of new cities and towns. In fact, the Muslim rulers were good builders of mosques, forts and palaces but not of cities and towns. The cities like Agra, Fatehpur Sikri, Delhi, Ahmedabad, Lahore, Varanasi, Lucknow, Chittagong, Raipur, Cambay and many more had reached their peak in urban development. Agricultural and industrial prosperity was considered to be the reason for the development of urbanization which further became more stable and dynamic than ever before³³.

³³ ibid, p-48

Urbanization during the Colonial regime

The European impact on Indian urban system had started in the period when the Mughal supremacy was at its height. The Portuguese were the first to establish new port towns in India- Panaji in Goa in 1510 and Bombay in 1532. They were followed by the Dutch- Machilipatam in 1605 and Nagapattinam in 1658 and the French in Pondicherry in 1673 and Chandranagore in 1690. The British established themselves in Madras in 1639 and Calcutta in 1690. However, significant change in Indian urban system did not take place till the time India came under the British crown in 1858.

A major feature of India's urban system during the British rule was the decline of pre- British cities. Prominent among the cities that lost their glory were Agra, Delhi, Lucknow, Ahmedabad, Srinagar, Cambay, Patna, Gaya, Baroda, Indore and Tanjore. When the first Census was undertaken in 1872, the urban population in India had declined from 11 percent in 1800 to 8.7 percent in 1872. There were only 16 cities with a population of one lakh or more. Calcutta had, by this time, become the premier city of India with a population of nearly 8 lakhs while others, excluding Bombay and Madras, showed a great decline in terms of population³⁴.

The reasons for the decline of the number of urban areas in India during the British period were:

1) the negative attitude of the British towards the traditional industries of India, particularly the cotton textile industry. This attitude was a result of the Industrial revolution in England and the growth of textile industry in Manchester.

2) Another factor was the introduction of the network of railroads in India starting from 1853. It resulted in the diversion of trade routes

³⁴ B. Bhattacharya, *Urban Development in India Since Pre-Historic Times*, New Delhi, Concept Publishing Company, 1979, p-222

into different channels and every railway station became a point of export of raw materials, thus depriving some of the earlier trade centres of their monopoly in trade.

We can briefly summarize the contributions made by the British in Indian urban scenario as follows:

- 1) Creation of three metropolitan port cities which emerged as the leading colonial cities of the world.
- 2) Creation of a chain of hill stations in the Himalayan foothills and in South India and also introduction of tea and coffee plantations which produced a number of small settlements with distinct urban characteristics in Assam.
- 3) Modification of urban landscape of the existing cities with the introduction of the 'Civil Lines' and the 'Cantonments'.
- 4) Emergence of new industrial townships, such as, Jamshedpur, Asansol, Dhanbad and so on, as a result of the introduction of railways and modern industries.
- 5) Improvements in urban amenities and urban administration³⁵.

Urbanization in Independent India

A new and more important phase of urbanization in India began to take place in the post-independence period. Compared to the British period, which witnessed a period of urban stagnation, the post independence period has been notable for rapid urbanization, particularly of the one-lakh and million cities. The major changes that occurred in India's urban scene in the post independence period are:

- 1) large scale migration of refugees from Pakistan and their settlement in urban areas in northern India
- 2) the building of new administrative cities, such as Chandigarh, Bhubaneshwar and Gandhinagar

³⁵ R.P. Misra, Op. cit, p-40

3) the construction of new industrial cities and new industrial townships near major cities

4) the rapid growth of one-lakh and million cities

5) stagnation or decline of small towns

6) massive increase in squatters and the proliferation of slums in the million cities and

7) the introduction of city planning and general improvement in civic amenities.³⁶

The rate of urbanization in India varies from time to time. In the earlier part of the present century, the level of urbanization was only 10.84 percent with only 25.85 million people in 1827 towns. In 1951, at the starting point of planned economic development, the level was 17.29 percent with 62.45 million urban population. The 2011 population census has recorded 377.1 million urban population which accounts for 31.16 percent of 1210.2 million total population, distributed over 7935 urban agglomeration/towns.³⁷

India's urban areas are defined on the basis of two criteria. First, the state government grants municipal status – Corporation, Municipal Council, Notified Town Area Committee or Nagar Panchayat etc., – to a settlement. Such settlements are known as statutory or municipal towns in the census definition of urban areas. Second, if a settlement does not have an urban civic status, but satisfies demographic and economic criteria, like a population of more than 5,000, a density of 400 persons per square kilometer and 75 percent male workforce in the non-agricultural sector, it can be declared urban. Such urban areas are termed census towns. It is important to note that India's urban definition is very broad-

³⁶R. Ramachandran Op. cit, p-69

³⁷Shalini Bhandari, Op. cit, p-83

based and closely reflects levels of development unlike several other developing countries.

The Census in India recognizes three categories of urban places- Metropolitan areas, Cities and Towns. It is entirely based on the population criterion. Metropolitan cities are urban areas with a population of a million or more, while the term 'city' refers to all places with a population of one lakh or more. All other urban places with a population of less than one lakh are termed as towns. Towns are further divided into class II towns (with population between 50,000 and 1,00,000), class III towns (20,000 to 50,000), class IV towns (10000-20000), class V towns (5,000-10,000), and class VI towns (less than 5,000). The cities form the class I category. The term urban agglomeration was introduced by the 1971 Census which includes the suburban outgrowth of a particular town with that town itself.³⁸

Present Scenario

According to the 2011 Census, the urban population grew to 377 million showing a growth rate of 2.76 percent per annum during 2001-2011. The level of urbanization in the country as a whole increased from 27.7 percent in 2001 to 31.1 percent in 2011 showing an increase of 3.3 percentage points during 2001-2011 compared to an increase of 2.1 percentage points during 1991-2001. It may be noted that the Indian economy has grown from about 6 percent per annum during the 1990s to about 8 percent during the first decade of the 2000s. This clearly reflects the power of economic growth in bringing about faster urbanization during 2001-2011.³⁹

³⁸ R.Ramachandran, Op cit. p.108

³⁹ Census Report, 2011

At the state level, the pattern of urbanization is very diverse, but economically advanced states more or less show higher levels of urbanization. All the southern states, along with Punjab, Haryana, Gujarat, Maharashtra and West Bengal, have higher urbanization levels than the national average, but a small state, Goa, continue to top the list as the most urbanized state in the country with 62 percent urban population, followed by Mizoram with 51.5 percent. States which lag behind are Himachal Pradesh at the bottom with a 10 percent level of urbanization, followed by Bihar (11.3 percent), Assam (14 percent) and Orissa (16.6 percent). Other states like Uttar Pradesh, Rajasthan, Madhya Pradesh, Chhattisgarh and Jharkhand also continue to have lower levels of urbanization than the national average. Although the reversal in the declining trend in urban population growth rate at the national level is a major feature revealed by the 2011 Census, there are only 15 states and union territories which show an increased urban population growth rate during 2001-2011 compared to 1991-2001. Among them, Kerala, Andhra Pradesh, Karnataka, Gujarat, West Bengal, Bihar, Jharkhand, Chhattisgarh and Uttarakhand are the major states. A very high urban population growth has occurred in the states of Kerala and Andhra Pradesh; urban population growth rates have increased to 6.5 percent per annum in Kerala and 3% per annum in Andhra Pradesh during 2001-11 compared to just about 1 percent per annum during 1991-2001. In both Kerala and Andhra Pradesh, as well as in West Bengal and Gujarat, a large number of new towns have emerged.

In 1951, there was only one city that could be called a metropolitan city, namely Calcutta. In 1971, the number increased to five and in 1981 their number stood at 12. The number of metropolitan cities almost doubled during 1991-2001, which were 23 in number. In 2011, the number of metropolitan cities became 50. These cities are scattered in all the major states of India. As per 2011 Census, 264.9 million

persons constituting 70 percent of the total urban population live in class I cities/towns.⁴⁰

CAUSES OF URBANIZATION IN INDIA

The pace of urbanization in India is not that fast as compared to other developing countries. However, it has one of the largest urban system in the world. The reasons attributed for this are:

1) Migration of large number of displaced persons from Pakistan after the partition of the country by the British in 1947. Most of them having resided in urban areas in Pakistan turned to the urban areas on their arrival in India. Moreover, those who had been living in rural areas but following non- agricultural occupations like petty trade, money lending etc., also chose to settle down in the urban areas in India.⁴¹

2) The establishment of cantonments and garrisons during the colonial period greatly influenced the growth, spatial structure and character of a number of cities in India. Bangalore and Hyderabad are good examples.⁴²

3) Agricultural improvement is also an important stimulant of urbanization in India. Increase in agricultural produce is essential for industrial and urban revolutions because the cities can sustain life only if the farm sector produces surplus food to supply to the urban sectors.⁴³

4) Industrialisation is also another contributory factor of urbanization in India. It stimulates urban agglomeration and urban growth. New industrial centres like Bhilai, Durgapur, Rourkela and many more have been developed after Independence. Industrialisation

⁴⁰ Shalini Bhandari, Op cit, p-85

⁴¹ V. Nath, Urbanization, Urban Development and Metropolitan Cities in India, New Delhi, Concept Publishing Company, 2007, p. 6

⁴² N.T.K. Naik & S. Mansoor Rahman, Urbanisation of India, New Delhi, Serials Publications, 2007, p. 37

⁴³ Ibid, p. 37

also accelerated the growth of a number of old cities and towns. In addition to this, employment opportunities provided by Industrialization also attracted many rural people to migrate and settle in urban areas.

5) Growth of services rendered by social and economic organization also contributed to the growth of cities and towns. Many of these services by nature tend to be centralized in towns providing retailing, entertainment, catering and administration. As more and more services are needed, it attracts more people and gradually the urban areas grow in size.

6) Improvement in transport and communication is also responsible for urbanization in India. The development of railways, air transport and the construction of roads and bridges facilitate easy movement of goods and people. The development of communication networks also plays a key role in the growth of towns.

7) Urban areas are more advanced in terms of sophisticated technology, improved infrastructure, communication facilities, medical facilities etc. People anticipating that they can lead a more comfortable life in cities, thus, migrate to cities in search of greener pastures.

CHALLENGES AND PROBLEMS FACED BY URBAN AREAS

Housing shortage

Shelter is one of the basic needs of man next to food and clothing. Rising demand for housing and infrastructure has been the direct impact of rapid urbanization in India.

**Table: 2.1 Estimation of Housing Shortage as on 2007 & 2012
(in million).**

Sl. No	Items	2007	2012
1	Excess of Housing over Housing stock	7.47	NA
2	Households living in Overcrowded (Congestion) Conditions Needing Houses	12.67	14.99
3	Households Living in Dilapidated (Obsolescence) Houses Needing Replacement	2.39	2.27
4	Households in Kutcha Houses Needing Upgradation	2.18	0.99
5	Households in Homeless Condition	NA	0.53
6	Total Housing Shortage	24.71	18.78

Source: Government of India, Ministry of Housing and Poverty Alleviation, "Report of the 11th Five Year Plan (2007-12) Working Group on Urban Housing with Focus on Slums".

As can be seen from Table 2.1, Urban housing shortage in India is estimated at 18.78 million in 2012, which clearly shows that there is a very wide gap between demand and supply of housing. Thus, housing shortage is a matter of grave concern in India, which compels a large number of people to live in slums, squatter settlement and below-standard housing. As per 2011 Census, India has 13.7 million urban slum households or 17.8 percent of Indian households live in slums. According to a Report submitted by a Technical Committee to the Ministry of Housing and Urban Poverty Alleviation (MHUPA) besides those living in obsolescent houses, 80 percent of these households are living in congested houses and are in need of new houses. The Report also revealed that nearly one million households are living in non

serviceable *kuchcha* houses, while over half a million households are in homeless conditions⁴⁴.

Urban Services

Services to the urban people in India are very low as compared to the national standards and norm and still far from the international benchmarks. According to the Strategic Plan of Ministry of Urban Development (MoUD, 2011) only 74 percent of urban households are served by piped water supply leaving 24 percent to be covered by other sources such as hand pumps and tube wells. About 11 percent of urban households do not have toilets which means that nearly 3 crore people defecate in the open. Less than two-third of the households, are connected to sewerage system and only 20 percent of sewage generated is treated. Almost all the solid waste generated in the urban places, are disposed off without any scientific treatment. The public transport constitutes only 22 percent of urban transport. Thus, the data on current service levels from the strategic plan of MoUD indicates that the present urban services levels are not satisfactory at all.⁴⁵

Poverty

Poverty in urban places in India is characterised by lack of or inadequate access to employment, income, housing, services, credits, assets, etc., to certain sections of society. Their livelihoods and incomes are irregular and insecure as they are engaged in casual and wage labour, petty trade and business activities. The poor also live in pathetic and undesirable housing conditions with temporary structure. Lack of access to basic services such as water supply, sanitation, drainage, solid waste management and roads is the key features of slum settlement. Inadequate

⁴⁴ Ashwani Luthara, Policy Initiatives and Challenges for Housing the Urban Poor: Is RAY The Answer, In T. Chatterjee (Eds), Nagarlok, Vol. XLV, No 4, Jan-March, 2013, p-82

⁴⁵ A. Narender, Op. cit, p-6

or lack of services combined with lack of tenure and poor housing conditions result in high levels of environmental degradation and deterioration.⁴⁶

Table 2.2: Urban Poverty in India Based on Poverty Line

Year	Poverty in Ratio (In Percentage)			Number of Poor (In Millions)		
	Rural	Urban	Total	Rural	Urban	Total
1973-74	54.44	49.01	54.88	261.3	60.0	321.3
1977-78	53.07	45.24	51.32	264.3	64.6	328.9
1983	45.65	40.70	44.48	252.0	70.9	322.9
1987-88	39.09	38.20	38.86	231.9	75.2	307.0
1999-2000	27.09	23.62	26.10	193.2	67.0	260.2
2004-05	28.3	25.7	27.5	220.9	80.8	301.7

Source: Planning Commission Reports and reports of the Expert Group to Review the Methodology for Estimation of Poverty, November 2009.

Table 2.2 shows that the total number of poor has increased from 321.3 millions in 1973-74 to 407.36 millions in 2004-05, with an increase from 60.0 millions in 1973-74 to 80.76 millions in 2004-05 in the urban areas.

Environment Degradation

Destruction of the environment due to urbanization in India cannot be overlooked. If it cannot be tackled on time, our cities and towns will continue to be the main reasons for different kinds of pollutions which can further lead to complete destruction of our environment.

⁴⁶ Ibid, p-8

Health conditions of urban inhabitants and their economic productivity in India have been adversely affected by environment degradation. As per the World Bank estimation, India's annual environment damages have been \$9.7 billion or 4.5 percent of the gross domestic at 1992 values. The main reason behind this is water and air pollutions. The three mega cities in India- Delhi, Kolkata and Mumbai- are among the most polluted cities in the world. Six largest Indian cities experience very high level of air pollution. Growing number of automobiles, burning of biomass, wood and coal for domestic cooking/ heating in slums are contributing factors in air pollution⁴⁷.

Water pollution is also a serious problem faced by urban places in India. The primary source of this problem is untreated sewages. Many rivers that are dry, except during monsoon season, now receive only sewage and industrial wastages. The untreated and partially treated industrial and municipal wastes finds its way to other sources of water such as rivers, lakes and ground water and are causing water pollution⁴⁸.

Sound pollution has become another serious problem faced by inhabitants of urban places. Our cities are now the noisiest cities in the world. Noise level is higher during religious ceremony and marriages. At the traffic intersections, motorists usually blow their horns to the maximum, that is, above the permissible level. All these create noise pollution and have a number of adverse effects on the people in the vicinity, such as, hearing problems.⁴⁹

Though urban policies and strategies in the past have made attempts to address these challenges, the persistence of these problems even after four decades of efforts clearly indicates both the severity of

⁴⁷ T. M. Vinod Kumar, *Urban Environmental Issues in India: Approaches to Environmental Planning and Management*, in Archana Ghosh (Eds), *Urban Environment Management: Local Government and Community Action*, Concept Publishing Company, New Delhi, 2003, pp-138 - 139

⁴⁸ *Ibid*, p-140

⁴⁹ *Ibid*, p-141

the problems and ineffectiveness of urban policies to address these problems.

CHAPTER – 3

**JAWAHARLAL NEHRU NATIONAL
URBAN RENEWAL MISSION**

Chapter 3

JAWAHARLAL NEHRU NATIONAL URBAN RENEWAL MISSION

The launch of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) in December, 2005, marked a new beginning towards the realization of the wishes of the cities and towns in India. The Mission was the first of its kind. However, it is no doubt that even before the inception of JNNURM, several urban policies and programmes had been formulated and implemented, but failed to bring the desired results. The reasons might be many but what is more important is that our cities and towns have been facing many problems and challenges in terms of poverty, housing, lack of adequate infrastructures, environmental pollutions etc.⁵⁰. Realising the needs and the growing importance of our urban places and learning from the past mistakes, the Mission was launched with improvements in various aspects and greater expectations.

Urban policies before JNNURM

India never had an independent urban development policy or strategy.⁵¹ Policies meant to develop urban areas were articulated mainly through Five Year Plans. They mainly focused on creating dedicated institutions and formulating programmes and schemes with an emphasis on weaker sections and the poor. Some important landmarks that took place during the Five Year Plan periods prior to the launching of JNNURM are highlighted below:

⁵⁰ Shalini Bhandari, *Rising Urbanisation in India: Problems and Challenges for Urban Development*, In U.C. Agarwal (Eds), Nagarlok New Delhi, IIPA, Vol. XLV, No.1, January-March, 2013, p-89

⁵¹ A. Narender, *Urban Policy under JNNURM and the 12th Five Year Plan in India*, In Agarwal (Eds) Nagarlok, Vol-XLV, No-1, Jan- March, 2013 , p-14

First Five Year Plan (1952-1956):

During this Plan period, the Government of India set up the Ministry of Works and Housing, National Building Organisation and Town and Country Planning Organisation. It also allocated some outlay for rehabilitation of refugees coming from Pakistan. Chandigarh city housing scheme for industrial workers, Government employees and weaker sections was also formulated.

Second Five Year Plan (1956-1961):

This period witnessed the introduction of schemes such as, Rural Housing Scheme, Sweepers Housing Scheme etc. Town and Country Planning Legislation was formulated. Town and Country Planning Organisations were set up in a number of states. During this period formulation of Rent Control Act, Building Bye Laws, Land Acquisition and Development Act and The Slum Areas (Improvement and Clearance) Act, 1956 were also undertaken.

Third Five Year Plan (1961-1966):

During this period, emphasis was on housing for low income family. The Government of India introduced a scheme to provide loans to state governments for a period of ten years for acquisition and development of land. Preparation of master plan for major cities and the formation of the Committee on Urban Land Policy were part of urban development initiatives.

Fourth Five Year Plan (1969-1974):

During this period, small and medium towns were given more attention. Establishment of Housing and Urban Development Corporation (HUDCO), introduction of Environmental Improvement of

Urban Slums (EIUS), Scheme for provision of basic services in slums and creation of Urban Development Authorities in metropolitan cities were noticeable efforts made for urban development during this period.

Fifth Five Year Plan (1974-79):

Integrated Urban Development Programme for large cities, setting up of a Task Force for Development of Small and Medium Towns and enactment of urban Development Authorities in metropolitan cities were important landmarks in the way of developing our urban areas during this plan period.

Sixth Five Year Plan (1980-1985):

During this plan period, housing in urban and rural areas was given greater emphasis, the Government of India introduced Integrated Development of Small and Medium Towns Scheme. Low cost Sanitation Scheme for Weaker Sections was also formulated and implemented. Provisions were also made to develop Water Supply Scheme in more than 500 towns.

Seventh Five Year Plan (1985-1990):

During this plan period, many noticeable efforts were made, of which a few may be mentioned. *Firstly*, emphasis was on private sector housing. *Secondly*, Private housing finance institutions were created. *Thirdly*, National Commission on Urbanization was also constituted. *Fourthly*, National Housing Policy, 1988 was formulated. *Fifthly*, National Building Organisation was reconstituted. *Sixthly*, Building

Material Technology Promotional Programme was also set up. *Seventhly*, Urban Basic Service to the poor (UBSP) programme was introduced⁵².

Eight Five Year Plan (1992-1997):

This period also witnessed several changes in the way of urban development in India. The 74th Constitutional Amendment Act, Introduction of Nehru Rojgar Yojana, National Housing Policy, 1994, Mega City Scheme, Integrated Urban Poverty Eradication Programme, Formulation of Urban Development Plan etc., were significant developments which could be seen for the development of urban areas in India.

Ninth Five Year Plan (1997-2002):

During this plan period, the National Slum Development Programme (NSDP) and Swarna Jayathi Shahri Rojgar Yojana (SJSRY) were introduced. Two Million Housing Programme was started. Valmiki Ambedkar Awas Yojana (VAMBAY), a Centrally Sponsored Scheme for slum dwellers living below poverty line was also introduced in 2001⁵³.

THE MISSION

Mission Statement

The aim JNNURM 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.

⁵² R. Ramachandran, Urbanization and Urban System in India, New Delhi, Oxford University Press, 1989, p-330-331

⁵³ A. Narender, Op.cit, pp14-15-

Objectives of the Mission

(1) The objective of the JNNURM is to ensure that the following are achieved in the urban sector:

- (a) Focused attention to integrated development of infrastructure services in cities covered under the Mission;
- (b) Establishment of linkages between asset-creation and asset-management through a slew of reforms for long-term project sustainability;
- (c) Ensuring adequate funds to meet the deficiencies in urban infrastructural services;
- (d) Planned development of identified cities including peri-urban areas, outgrowths and urban corridors leading to dispersed urbanisation;
- (e) Scale-up delivery of civic amenities and provision of utilities with emphasis on universal access to the urban poor;
- (f) Special focus on urban renewal programme for the old city areas to reduce congestion; and
- (g) Provision of basic services to the urban poor including security of tenure at affordable prices, improved housing, water supply and sanitation, and ensuring delivery of other existing universal services of the government for education, health and social security⁵⁴.

⁵⁴ jnnurm.nic.in (access on 26th Sept, 2015)

Scope of the Mission

The Mission was divided into two sub-missions, which are:

(1) Sub-Mission for Urban Infrastructure and Governance (UIG) :

This was administered by the Ministry of Housing and Poverty Alleviation through the Sub- Mission Directorate for Urban Infrastructure and Governance. The main thrust of the Sub-Mission was 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.

(2) Sub-Mission for Basic Services to the Urban Poor (BSUP):

This was administered by the Ministry of Urban Employment and Poverty Alleviation through the Sub-Mission Directorate for Basic Services to the Urban Poor. The main thrust of the Sub-Mission will be on integrated development of slums through projects for providing shelter, basic services and other related civic amenities with a view to providing utilities to the urban poor⁵⁵.

There also exist two sub-schemes- Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) and Integrated Housing and Slum Development Programme (IHSDP), formulated to cover the remaining towns other than the mission cities. UIDSSMT schemes is administered by Ministry of Urban Development. It subsumed the schemes of Integrated Development of Small and Medium Towns (IDSMT) and Accelerated Urban Water Supply

⁵⁵ Rakesh Gupta, Nimish Jha, Reforming Cities in India: A Study of Jawaharlal Nehru National Urban Renewal Mission, In Prof. S.P. Sharma (Eds) Nagarlok, , Vol-XXXIX, No 2 , April-June 2007, p-14

Programme (AUWSP) which aims at planned infrastructural improvement in towns and cities.

The sub-mission for Integrated Housing and Slum Development Programme (IHSDP) is administered by the Ministry of Housing and Urban Poverty Alleviation (MHUPA). The basic objective of the Scheme was to strive for holistic slum development with a healthy and enabling urban environment by providing adequate shelter and basic infrastructure facilities to the slum dwellers of the identified urban areas. The scheme was applied to all cities/towns, other than those cities/towns covered under JNNURM. The target group under the scheme is slum dwellers from all sections of the community through a cluster approach⁵⁶.

Strategy of the Mission

The objectives of the Mission are to be met through the adoption of the following strategy:

(1) **Preparing City Development Plan:** Every city would be expected to formulate a City Development Plan (CDP) indicating policies, programmes and strategies, and financing plans.

(2) **Preparing Projects:** The CDP would facilitate identification of projects. The Urban Local Bodies (ULBs) / parastatal agencies will be required to prepare Detailed Project Reports (DPRs) for undertaking projects in the identified spheres. It is essential that projects are planned in a manner that optimises the life-cycle cost of projects. The life-cycle cost of a project would cover the capital outlays and the attendant O&M costs to ensure that assets are in good working condition. A revolving

⁵⁶ Inderjeet Singh Sodhi, Jawaharlal Nehru National Urban Renewal Mission- A Road to Urban Sector Reforms in India, In P.L. Sanjeev Reddy (Eds), Nagarlok, New Delhi, , Vol-XXXIII, No 3, July-September 2006, p-11

fund would be created to meet the O&M requirements of assets created, over the planning horizon. In order to seek JNNURM assistance, projects would need to be developed in a manner that would ensure and demonstrate optimisation of the life-cycle costs over the planning horizon of the project.

(2) Release and Leveraging of Funds: It was expected that the JNNURM assistance would serve to catalyse the flow of investment into the urban infrastructure sector across the country. Funds from the Central and State Government would flow directly to the nodal agency designated by the State, as grants-in-aid. The funds for identified projects across cities would be disbursed to the ULB/Parastatal agency through the designated State Level Nodal Agency (SLNA) as soft loan or grant-cum-loan or grant. The SLNA / ULBs in turn would leverage additional resources from other sources.

(4) Incorporating Private Sector Efficiencies: In order to optimise the life-cycle costs over the planning horizon, private sector efficiencies can be inducted in development, management, implementation and financing of projects, through Public Private Partnership (PPP) arrangements⁵⁷.

Duration of the Mission

Initially, the duration of the Mission was decided to be seven years beginning from the year 2005-06. However, the Mission completed its seven years term in 2012 and was extended for another two years. In case of BSUP and IHSDP the period was further extended for one more year for completion of projects sanctioned till March, 2012, and

⁵⁷ jnnurm.nic.in (access on 27th September,2015)

implementation of the reforms under the Mission. Evaluation of the experience of implementation of the Mission has been undertaken.⁵⁸

Expected Outcomes of JNNURM on its initiation

On completion of the Mission period, it was expected that ULBs and parastatal agencies would have achieved the following:

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

Funding pattern and Assistance under JNNURM

The Central Government provided assistance for capacity building, city development plan, Detailed Project Reports, Community Participation, information, Education and Communication (IEC) with a provision of 5 percent of the total central assistance for the actual requirement, whichever is less. In addition, not more than 5 percent of

⁵⁸ mohupa.gov.in (access on 27th September, 2015)

the Central grant or the actual requirement, whichever is less may be used for administrative and other expenses (A&OE) by the states.⁵⁹

Table No. 3.1: Financing of projects under the Mission

S.No	Category of Cities	Grant Central Share	State/ULB/ Parastatals share, (including Beneficiary contribution)
1	Cities with 4 million plus population as per 2001 census	50%	50%
2	Cities with million plus but less than 4 million population as per 2001 census	50%	50%
3	Cities/Towns in North Eastern States	90%	10%
4	Other states	80%	20%

Source: moud.gov.in (accessed on 28th September 2015)

The Mission is funded on a 50:50 basis by the Central Government and the State/ Urban Local Body/ Parastatal agencies inclusive of beneficiary contribution, for cities with one million or more population. For cities or towns in the North Eastern States, the Central share is 90 percent, whereas the State/ Urban Local Body/ Parastatal agencies have to bear 10 percent, which includes the contribution of beneficiaries. States other than those mentioned above are to be funded

⁵⁹ Jnnurm.nic.in (accessed on 27th September, 2015)

on 80:20 ratio between the Central Government and the aforementioned bodies.

Eligible Cities, Sectors and Projects

1. Cities Eligible for Assistance under the JNNURM : Cities/ UAs are selected based on the following criteria:

- (i) A Cities/ UAs with 4 million plus population as per 2001 census, which are 7 in number.
- (ii) B Cities/ UAs with 1 million plus but less than 4 million population as per 2001 census. There are 28 such cities.
- (iii) C Selected Cities/ UAs (State Capitals and other cities/ UA of religious/ historic and tourist importance), totaling to 28.

The JNNURM shall give assistance for infrastructure development in the eligible cities/ Urban Agglomerations (UAs) across states in the country.

2. Sectors and Projects Eligible for Assistance under the Sub-Mission, Directorate for Urban Infrastructure and Governance are as follows:

- (i) Urban renewal, that is, re-development of inner (old) city areas [including widening of narrow streets, shifting of industrial and commercial establishments from non-conforming (inner city) areas to conforming (outer city) areas to reduce congestion, replacement of old and worn out pipes by new and higher capacity ones, renewal of the sewerage, drainage, and solid waste disposal system etc.]
- (ii) Water supply (including desalination plants) and sanitation.
- (iii) Sewerage and solid waste management.
- (iv) Construction and improvement of drains and storm water drains.

- (v) Urban transportation including roads, highways, expressways, MRTS, and metro projects.
- (vi) Parking lots and spaces on PPP basis.
- (vii) Development of heritage areas.
- (viii) Prevention and rehabilitation of soil erosion and landslides only in cases of special category States where such problems are common; and
- (ix) Preservation of water bodies.

3. The sectors and projects eligible for JNNURM assistance in eligible cities for Assistance under the Sub-Mission Directorate for Basic Services to the Urban Poor are as follows:

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

- (xi) Convergence of health, education and social security schemes for the urban poor

4. Projects pertaining to the following items are regarded as inadmissible components for JNNURM assistance:

- (i) Power
- (ii) Telecom
- (iii) Health
- (iv) Education
- (v) Wage employment programme and staff components.
- (vi) Creation of fresh employment opportunities

Agenda of Reforms

The thrust of the JNNURM was to ensure improvement in urban governance and service delivery so that ULBs become financially sound and sustainable for undertaking new programmes. It was also envisaged that, with the charter of reforms that are followed by the State governments and ULBs, a stage will be set for PPPs.

The agenda of reforms is given in the section below. The National Steering Group (NSG) may add additional reforms to identified reforms. A Memorandum of Agreement (MoA) between States/ULBs/Parastatal agencies and the Government of India, a prerequisite for accessing the Central assistance, would spell out specific milestones to be achieved for each item of reform. All mandatory and optional reforms shall be completed within the Mission period.

1. Mandatory Reforms

(I) Mandatory Reforms at the Level of ULBs, and Parastatal Agencies

- (a) Adoption of modern accrual-based double entry system of

accounting in ULBs and parastatal agencies.

- (b) Introduction of a system of e-governance using IT applications, such as GIS and MIS for various services provided by ULBs and parastatal agencies.
- (c) Reform of property tax with GIS. It becomes a major source of revenue for ULBs and arrangements for its effective implementation so that collection efficiency reaches at least 85 per cent within the next seven years.
- (d) Levy of reasonable user charges by ULBs and Parastatals with the objective that the full cost of O&M or recurring cost is collected within the next seven years. However, cities and towns in the North East and other special category States may recover only 50 per cent of O&M charges initially. These cities and towns should graduate to full O&M cost recovery in a phased manner.
- (e) Internal earmarking, within local bodies, budgets for basic services to the urban poor.
- (f) Provision of basic services to the urban poor including security of tenure at affordable prices, improved housing, water supply and sanitation. Delivery of other existing universal services of the government for education, health and social security is to be ensured.

(II) Mandatory Reforms at the Level of States

- (a) Implementation of decentralisation measures as envisaged in 74th Constitutional Amendment Act. The State should ensure meaningful association and engagement of ULBs, in planning the function of parastatal agencies, as well as, in the delivery of services to the citizens.
- (b) Repeal of Urban Land Ceiling & Regulation Act (ULCRA)

- (c) Reform of Rent Control Laws balancing the interests of landlords and tenants.
- (d) Rationalisation of Stamp Duty to bring it down to no more than 5 per cent within the next seven years.
- (e) Enactment of the Public Disclosure Law to ensure preparation of medium-term fiscal plan of ULBs and parastatal agencies and release of quarterly performance information to all stakeholders.
- (f) Enactment of the Community Participation Law to institutionalise citizen's participation and introduce the concept of the Area Sabha in urban areas.
- (g) Assigning or associating elected ULBs with "city planning function". Over a period of seven years, transferring all special agencies that deliver civic services in urban areas to ULBs and creating accountability platforms for all urban civic service providers in transition.

2. Optional Reforms (common to States, ULBs and Parastatal Agencies)

The following optional reforms are expected to be undertaken by ULBs, parastatal agencies and State governments:

- (a) Revision of bye-laws to streamline the approval process for construction of buildings, development of site etc.
- (b) Simplification of legal and procedural frameworks for conversion of land from agricultural to non-agricultural purposes.
- (c) Introduction of Property Title Certification System in ULBs.
- (d) Earmarking at least 20-25 per cent of developed land in all housing projects (both public and private agencies) for Economically Weaker Sections(EWS) and Low Income Group(LIG) category with a system of cross subsidization.

- (e) Introduction of computerised process of registration of land and property.
- (f) Revision of byelaws to make rain-water harvesting mandatory in all buildings and adoption of water conservation measures.
- (g) Byelaws for reuse of recycled water.
- (h) Administrative reforms i.e., reduction in establishment costs by adopting the Voluntary Retirement Scheme (VRS), not filling posts falling vacant due to retirement etc., and achieving specified milestones in this regard.
- (i) Structural reforms.
- (j) Encouraging Public-Private Partnership (PPP).

Institutional Framework

The JNNURM functions under the overall guidance and supervision of National Steering Group (NSG). The National Steering Group is chaired by the Minister of Urban Development and co-chaired by the Minister of State for Urban Housing and Poverty Alleviation. The NSG set the policies for implementation, monitor and review progress, and suggest correctives where necessary. The NSG is supported by a Technical Advisory Group (TAG) and a Central Sanctioning and Monitoring Committee (CSMC), whose task is to appraise proposals and which was responsible for further appraisal and sanctioning proposal respectively.

At the State level, the JNNURM is co-ordinated by the State Level Steering Committee. It is headed by the Chief Minister. Its responsibility is to review and prioritise proposal for inclusion in the JNNURM. The State Level Committee is supported by a nodal agency which invited

project proposal, appraise them and manage and monitor the JNNURM.⁶⁰

Details of the Mission Implementation

Almost a decade has passed since the introduction of JNNURM in India. Initially, it was launched for a period of seven years starting from 2005-2006. The period was extended once for the whole mission and twice for the sub-mission of BSUP and IHSDP due to its popularity and success as well as to finish the unfinished business. It is no doubt that much had been done till it was replaced by the new urban mission-AMRUT (Atal Mission for Rejuvenation and Urban Transformation) which was launch in June 2015.

Developments under the sub- mission of Urban Infrastructure and Governance (UIG):

During a period of almost a decade from the time it was launch, 599 projects were sanctioned under this sub-mission. Out of this number, 233 projects were completed till August, 2014. The approved cost of all project was Rs 64,88,261.11 lakhs. Out of the total approved cost, Additional Central Assistance (ACA) was Rs 30,14,432.16 lakhs but the amount released for doing the actual work was only as many as Rs 2174,154.06 lakhs. The percentage of completed projects out of the number of the sanctioned projects is only 38.89 percent. All the 31 states failed to complete hundred percent of the sanctioned projects. The states like Assam, Bihar, Goa, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Meghalaya, Manipur, Mizoram, Puduchery and Tripura were failed to complete even a single project. Under this sub-mission, projects were made under 11 different sectors. The water supply sector got the highest number of approved and completed projects whereas

⁶⁰ jnnurm.nic.in (accessed on 28th September,2015)

preservation of water bodies sector got the lowest number of approved projects and none were completed.

The following tables highlight the work performance under the mission (As on 08.08.2014)

Table No. 3.2: Sector Wise Details of Projects Sanctioned under JNNURM (UIG)

Amount Rs. in Lakhs.

Sector	No of Projects	Approved Cost	Total ACA Commitment	Total ACA Released	No of Projects
Drainage / Storm Water Drains	76	836553.68	342454.58	277612.81	29
Roads / Flyovers / RoB	104	816126.13	338849.96	232755.74	6
Water Supply	186	2249379.17	1101703.74	808644.82	7
Urban Renewal	10	46445.28	19249.12	9765.35	4
Sewerage	122	1576434.61	755486.21	517831.22	3
Other Urban Transport	17	79064.82	37158.51	27033.21	1
Mass Rapid Transport System	22	552980.04	252162.66	201328.85	7
Solid Waste Management	46	211021.81	112365.96	75670.95	1
Parking lots and spaces on PPP basis	5	86042.43	33728.19	10336.01	0
Development of Heritage Areas	7	22542.60	14412.02	7507.83	2
Preservation of water bodies	4	11670.54	6861.22	5667.27	0
Total	599	64,88,261.11	30,14,432.16	21,74,154.06	23

Source: moud.gov.in (accessed on 29th September,2015)

Table No. 3.3: State Wise Details of Projects Sanctioned under JNNURM (UIG)

Amount Rs. in Lakhs

Sl. No.	State Name	No. of Projects Sanctioned	No. of Projects Completed	Approved Cost	Additional Central Assistance (ACA) Commitment	ACA Released
1	Andhra Pradesh	52	26	4,83,243.20	2,05,263.82	1,68,096.51
2	Arunachal Pradesh	3	2	18,048.20	16,243.38	12,565.15
3	Assam	2	0	31,610.71	28,449.64	24,813.27
4	Bihar	8	0	71,181.41	39,475.72	15,513.14
5	Chandigarh	2	2	5,698.60	2,684.64	2,684.64
6	Chatisgarh	1	1	30,364.00	24,291.20	21,862.08
7	Delhi	23	9	6,64,955.00	2,32,734.25	1,12,981.62
8	Goa	2	0	7,484.08	5,987.28	1,496.82
9	Gujarat	82	52	6,21,371.01	2,75,200.34	2,19,877.55
10	Haryana	4	3	69,909.02	34,954.51	31,459.05
11	Himachal Pradesh	3	0	3,663.68	2,930.94	3,472.84
12	Jammu & Kashmir	6	0	64,381.32	57,053.19	35,972.69
13	Jharkhand	6	0	1,09,711.63	74,117.16	35,691.61
14	Karnataka	54	26	4,05,343.37	1,69,700.25	1,25,536.15
15	Kerala	10	0	96,972.61	62,964.49	24,337.63
16	Madhya Pradesh	27	11	2,52,363.56	1,28,852.10	98,598.45
17	Maharashtra	90	44	12,52,914.17	5,68,447.58	4,54,084.35
18	Meghalaya	2	0	21,795.72	19,616.15	13,300.85
19	Manipur	4	0	24,370.85	21,933.77	11,025.88

20	Mizoram	4	0	12,771.30	11,494.17	5,015.77
21	Nagaland	4	1	11,746.47	10,571.82	6,250.54
22	Orissa	4	1	74,015.66	59,212.53	33,026.00
23	Puduchery	1	0	20,340.00	16,272.00	10,502.00
24	Punjab	7	2	1,13,650.00	56,825.00	25,631.39
25	Rajasthan	12	4	1,08,373.11	69,355.99	54,144.97
26	Sikkim	2	1	9,653.67	8,688.30	7,819.45
27	Tamil Nadu	65	24	6,00,377.53	2,45,552.67	1,95,327.95
28	Tripura	2	0	18,047.00	16,043.40	14,439.06
29	Uttar Pradesh	33	4	5,55,406.49	2,69,660.09	2,32,039.82
30	Uttarakhand	14	3	39,485.06	31,189.68	25,606.13
31	West Bengal	70	17	6,89,012.68	2,48,666.10	1,50,980.70
	Total	599	233	64,88,261.11	30,14,432.16	21,74,154.06

Source: moud.gov.in (accessed on 29th September,2015)

Development under the Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT):

As can be seen from Table 3.4 below, till March, 2014, the number of sanctioned projects under 10 different sectors was 1148 in number. Out of these projects, 453 projects were completed. The percentage of completed projects was 39.45. The approved cost of all the projects was Rs 26,81,673.44 lakhs. The amount of Additional Central Assistance (ACA) was Rs 21,61,603.06 lakhs but the released amount could reach only Rs 12,72,964.20 lakhs. Among the 10 sectors in which projects were made, the water supply sector got the highest sanctioned and completed projects while the sector like Parking and Heritage got only one sanctioned project each. For implementing this scheme, 904 towns/ cities from 34 states and Union territories were chosen. Madhya Pradesh got the highest share in term of towns and projects whereas Daman & Diu got only one.

Table No. 3.4: State wise details of sanctioned projects under UIDSSMTAmount Rs in Lakhs
As on 31.03.2014

Sl.No.	Name of States	Allocation for the Mission	No. of Towns/ Cities	No. of Sanctioned Projects	No. of projects complete	Approved Cost	Total ACA Share	Total ACA Released
1	Andhra Pradesh	49,031.00	69	84	70	2,45,996.00	1,99,157.72	1,98,091.01
2	Arunachal Pradesh	746.00	20	26	9	23,582.84	21,224.56	8,039.41
3	Assam	10,129.00	32	36	11	35,106.44	31,843.99	15,348.54
4	Bihar	25,478.00	21	27	3	1,17,973.93	94,607.95	14,615.83
5	Chhattisgarh	13,478.00	7	8	1	54,842.66	37,232.13	22,791.41
6	Goa	2,211.00	3	3	1	2,875.00	2,254.13	2,064.63
7	Gujarat	35,182.00	52	52	40	46,396.40	37,261.21	34,705.33
8	Haryana	19,559.00	7	12	5	29,775.90	23,972.16	12,531.87
9	Himachal Pradesh	1,744.00	13	20	5	40,650.09	32,547.16	17,122.12
10	Jammu & Kashmir	3,545.00	14	51	15	64,176.76	58,172.76	45,239.19
11	Jharkhand	11,452.00	5	6	2	12,864.35	10,436.18	8,515.22
12	Karnataka	44,314.00	53	71	17	1,90,819.39	1,53,172.66	84,234.77
13	Kerala	23,282.00	21	29	4	54,746.46	44,031.80	31,413.11
14	Madhya Pradesh	43,843.00	137	201	29	3,45,158.95	2,76,748.89	1,41,689.57
15	Maharashtra	66,476.00	98	121	37	5,49,127.24	4,40,156.75	2,60,226.54
16	Manipur	1,260.00	5	5	2	6,277.00	5,670.09	5,670.09

17	Meghalaya	719.00	2	2	0	1,433.26	1,289.93	1,212.23
18	Mizoram	824.00	2	2	2	1,555.04	1,399.54	1,399.54
19	Nagaland	1,028.00	3	5	0	5,077.42	4,569.68	1,376.67
20	Orissa	18,179.00	20	24	3	60,414.53	48,500.39	24,110.77
21	Punjab	22,660.00	16	20	7	64,569.76	51,779.08	30,402.16
22	Rajasthan	40,143.00	62	64	22	2,49,771.48	2,00,294.34	54,476.37
23	Sikkim	120.00	5	5	2	3,992.82	3,617.25	3,617.25
24	Tamil Nadu	70,597.00	122	136	102	1,78,204.77	1,42,563.82	84,347.94
25	Tripura	1,376.00	4	4	3	7,816.81	7,100.13	6,919.68
26	Uttar Pradesh	94,792.00	50	71	42	1,48,172.72	1,19,415.18	98,790.98
27	Uttaranchal	4,670.00	16	17	0	30,778.24	24,622.59	10,169.14
28	West Bengal	31,525.00	40	41	18	86,090.05	69,219.30	49,708.31
29	Delhi	112.00	0	0	0	-	-	-
30	Pondicherry	557.00	2	2	1	20,061.90	16,049.52	3,134.40
31	Andaman & Nicobar Islands	448.00	1	1	0	558.13	446.50	223.25
32	Chandigarh	-	0	0	0	-	-	-
33	Dadar & Nagar Haveli	193.00	1	1	0	1,864.73	1,491.78	745.89
34	Lakshadweep	104.00	0	0	0	-	-	-
35	Daman & Diu	220.00	1	1	0	942.37	753.90	31.00
	Total	6,39,997.0	904	1148	453	26,81,673.44	21,61,603.06	12,72,964.20

Source: moud.gov.in (accessed on 29th September.2015)

Development under Basic Service to Urban Poor (BSUP):

Table 3.5 shows that, 62 cities were selected from 32 states and Union Territories for implementing the sub-mission for Basic service to Urban Poor (BSUP). 480 projects were approved. Out of these projects, only 45 projects were completed and the rest were still under construction till the start of the month of October, 2015. The final project cost approved was Rs 23,170.23 crores. The central share committed in the approved cost was Rs 11,292.31 crores but the actual central share released amount was 11,460.94 crores. The excess Central share released was due to cancellation/ revision/ curtailment/ dropping of dwelling units or projects. The final dwelling units approved were 7,94,091 in number. Out of this approved units, 6,29,898 units were completed and 4,70,821 units were already occupied. The rest 1,64,193 dwelling units are still under progress.

Development under Integrated Housing and Slum Development Programme (IHSDP):

Under this programme, 881 cities/ towns from 33 States and Union Territories were selected, as can be seen from Table 3.5 given below. The number of projects approved were 1,032 in number out of which only 87 projects were completed till October 2015. Other 945 projects are still going on. The total amount of the approved projects cost was Rs 9646.71 crore. The Central share committed was 6,208.36 crore but the actual released amount was up to Rs 6,431.80 crore due to the reasons same to the previous sub-mission. Originally, the approved dwelling unit was 6,14,380 but dropped down to 4,56,938 units due to cancellation, curtailment or dropping of some Dwelling Units. 3,33,259 Dwelling Units had been completed and 2,81,721 units are now already

occupied. The construction work on the rest is still going on till October, 2015⁶¹.

Table No. 3.5 : Over All Progress of JNNURM under BSUP and IHSDP- National Level (As on October 2015) (Rs. in Crore)

S. No	Particulars	JnNURM		
		BSUP	IHSDP	TOTAL
1	States	32	33	35
2	Cities/Towns	62	881	943
3	DPRs/Projects approved initially	553	1,137	1,690
4	DPRs/Projects Cancelled by State	73	105	178
5	Project(s) Approved as on	480	1,032	1,512
6	Project(s) Completed	45	87	132
7	Project(s) on-going	435	945	1,380
8	Originally Project Cost Approved	31,751.31	12,779.98	44,531.29
9	Project Cost after Dropped DUs *	23,170.23	9,646.71	32,816.94
10	Allocation of ACA	16,356.35	6,828.31	23,184.66
11	Originally Central Share Approved	16,050.75	8,259.37	24,310.12
12	Central Share in Dropped/ Cancelled/ Curtailed DU's/ Project	5,464.46	2,332.74	7,797.20
13	Central Share Reinstated	456.15	252.08	708.23
14	Net Central Share Cancelled	5,008.31	2,080.66	7,088.97
15	Central Share Committed as on *	11,292.31	6,208.36	17,500.67
16	Central Share Released (Projects)	11,460.94	6,431.80	17,892.73
17	Excess Central Share Released in projects due to Cancellation/ Revision/ Curtailment/ Dropping of DUs/ Projects	1,184.77	713.94	1,898.72
18	Excess Central Share adjusted through going projects	463.33	333.72	797.05
19	Central Share pending for Release in projects	552.82	156.78	709.6
20	Combined Central Share which can be Released through adjustment for BSUP & IHSDP			414.27
21	Combined Central Share for actual Release in BSUP & IHSDP			295.34

22	Originally Dwelling Units Approved	11,29,823	6,14,380	17,44,203
23	Cancelled/ Curtailed/ Dropped DUs	3,61,562	1,77,790	5,39,352
24	Dwelling Units Reinstated in CSMC	22,850	18,600	41,450
25	Net Dwelling Units Cancelled	3,38,712	1,59,190	4,97,902
26	Dwelling Units Approved as on date	7,94,091	4,56,938	12,51,029
27	Dwelling Units Completed	6,29,898	3,33,259	9,63,157
28	Dwelling Units Occupied	4,70,821	2,81,721	7,52,542
29	Dwelling Units Under Progress	1,64,193	1,23,679	2,87,872
Status during the Fortnight ending as on 30/09/2015				
30		Actual Released	-	-
31	Central Share	Adjusted Release	-	-
32		Completed	3,672	5,347
33	Dwelling Units	Occupied	266	756
Status as on 16/09/2015				
34	Central Share Released	11,460.94	6,431.80	17,892.73
35	Dwelling Units Completed	6,26,226	3,27,912	9,54,138
36	Dwelling Units Occupied	4,70,555	2,80,965	7,51,520

Source: mohupa.gov.in (accessed on 29th September.2015)

CHAPTER – 4

JNNURM IN MIZORAM : ROLE OF URBAN DEVELOPMENT & POVERTY ALLEVIATION DEPARTMENT

Chapter 4

JNNURM IN MIZORAM: ROLE OF URBAN DEVELOPMENT & POVERTY ALLEVIATION DEPARTMENT.

The previous chapter discusses the efforts which have been made in the country for the development of cities and towns since the first Five Year Plan. It also highlighted the details of JNNURM from the year it was launch till October 2015 including the achievements it has made so far in different states. In the present chapter, focus shall be laid on the details of the implementation of JNNURM in Mizoram and the role played by UD&PA Department, Government of Mizoram, in formulation and implementation of different projects under the mission. Attempt shall also be made to highlight the impact of the mission on the life of the people living in Aizawl city.

Mizoram, the awardee for Best Performing State under JNNURM in the North East and Special Category States and Union Territories (UTs) for the year 2012-2013⁶², has experienced several changes due to the implementation of JNNURM in the state. Aizawl, the capital city of Mizoram, was selected as the mission city along with the other 62 cities of India. It was the only city selected under the mission in the state, under category C-Cities/ UAs, meant for cities with less than one million population.⁶³ The two sub-missions viz., UIG and BSUP have been implemented in this city. Besides Aizawl, UIDSSMT and IHSDP have also been implemented in other towns like Lunglei, Saiha, Champhai, Kolasib, Serchhip and Mamit.

⁶² pib.nic. in (accessed on 03.10. 2015)

⁶³ jnnurm.gov.in (access on 24.09 2015)

As stated in the previous chapter, in Mizoram, due to the non-existence of any Urban Local Body (UBL) at the time of introduction of JNNURM, the Department of Urban Development & Poverty Alleviation (UD&PA) was designated to be both the State Level Nodal Agency (SLNA) as well as the Implementing Agency. The Central Ministries like MOUD and MOHUPA being aware of the Mizoram scenario at the time conceded to the UD&PA Department handling the programme. It was UD&PA Department which distributed different projects to various implementing agencies like MPWD, PHE, Transport Department etc., within the State.

Urban Development and Poverty Alleviation Department (UD&PA)

Urban Development & Poverty Alleviation Department (UD&PA) was constituted on 24th August 2006, vide Notification No. A. 46013/2/06-LAD dated 24.8.2006, by the Government of Mizoram, to facilitate various sub-missions under the initiative of Government of India pertaining to Urban Development, viz., JNNURM and Urban development Scheme to be funded under Asian Development Bank (ADB) in addition to existing schemes of Urban Development. It has also been entrusted urban developmental programme in twenty three Census Towns. Municipality of Aizawl, and Urban Poverty Alleviation (SJSRY) also falls under the responsibility of Urban Development & Poverty Alleviation Department.

Organisational Structure of the Department:

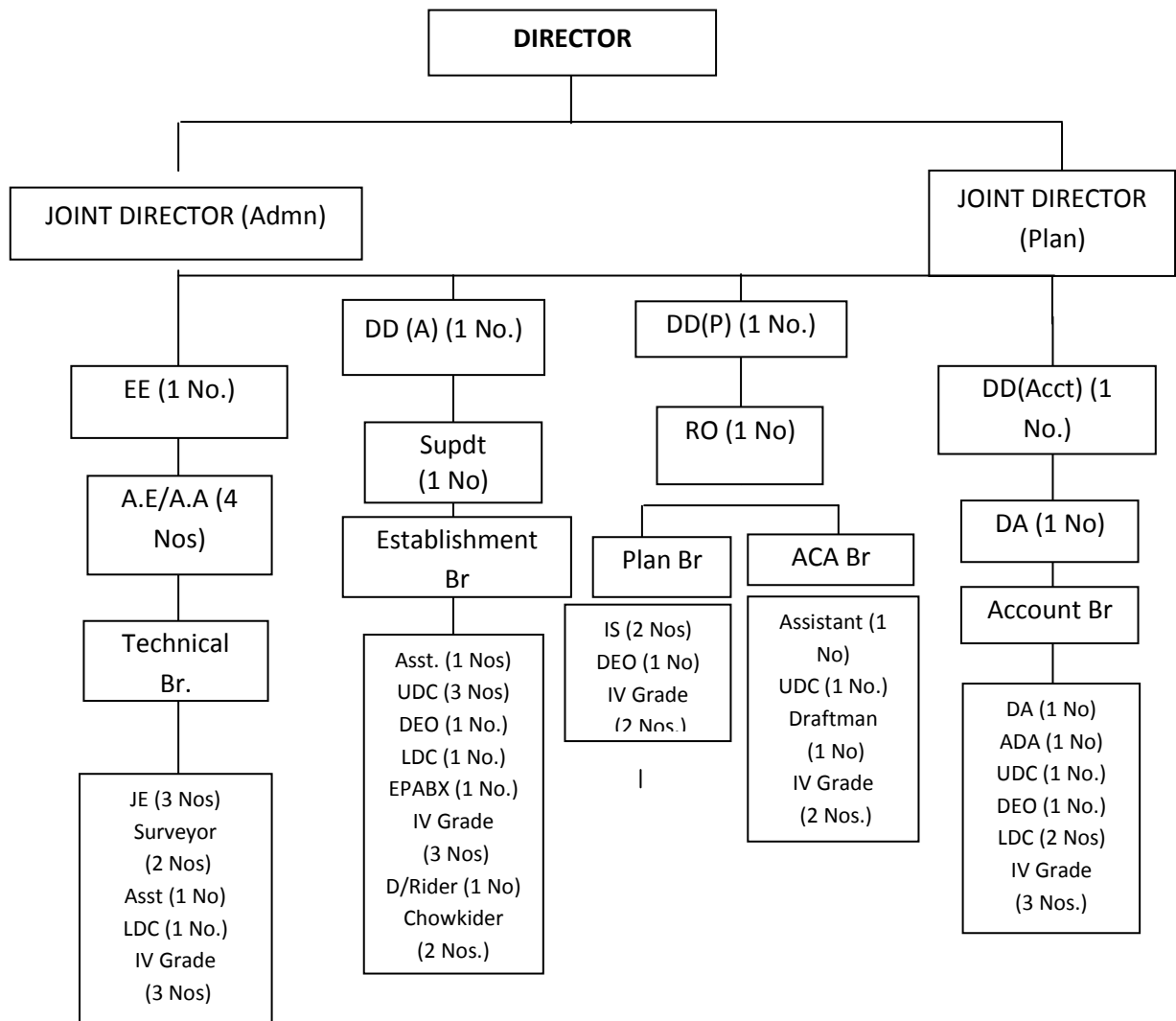
1. Directorate:

It is headed by the Director. The office is located at Thakthing Tlang, Aizawl. It has four Branches viz., Establishment Branch, Technical Branch, Account Branch, ACA Branch and Branch. Establishment Section deals with all administrative matters like appointment, leave, transfer etc. Technical Section deals with all technical related matters. It prepares plan and estimate for works taken up by the Department. Besides this, verification and supervision are also the responsibility of this Section. Account Section mainly deals with account matters of the Department like preparation of budget, issue of Letter of Credit (LOC) to all subordinate offices and the directorate itself. It also allocates funds to the sub-ordinate offices. Plan Section prepares Annual Plan and Five Year Plan. All sanctioned proposals relating to works are initiated and routed through this section. Regular submission of Utilization Certificate, Achievement Reports and Quarterly Reports were also done by this Section. Allocation of Plan Fund to Directorate and Sub-ordinate offices is also the responsibility of the Plan section. ACA Branch is handling schemes and projects coming from the Central Government. All the correspondences with the Central government are dealt with by Branch.

The Department is required to establish Project Management Unit (PMU), under UIG and BSUP, which are funded by the MoUD and MoHUPA respectively. Proposal for the PMUs was approved by the Central Government on 31st October, 2011. However, the Department failed to establish the Units as the fund allotted by the Central Government under the two sub-

missions had been exhausted for other works under the sub-missions. The MoHUPA has consented to reimburse the expenditures incurred for establishing the Project Management Unit, whereas the Ministry of Finance has declined the request for additional fund for the same. The Department utilizes the services of the experts when the need arises by diverting funds from other sources, in anticipation of reimbursement from the MoHUPA.

Chart No. 1: Organizational Structure of the Directorate of UD&PA

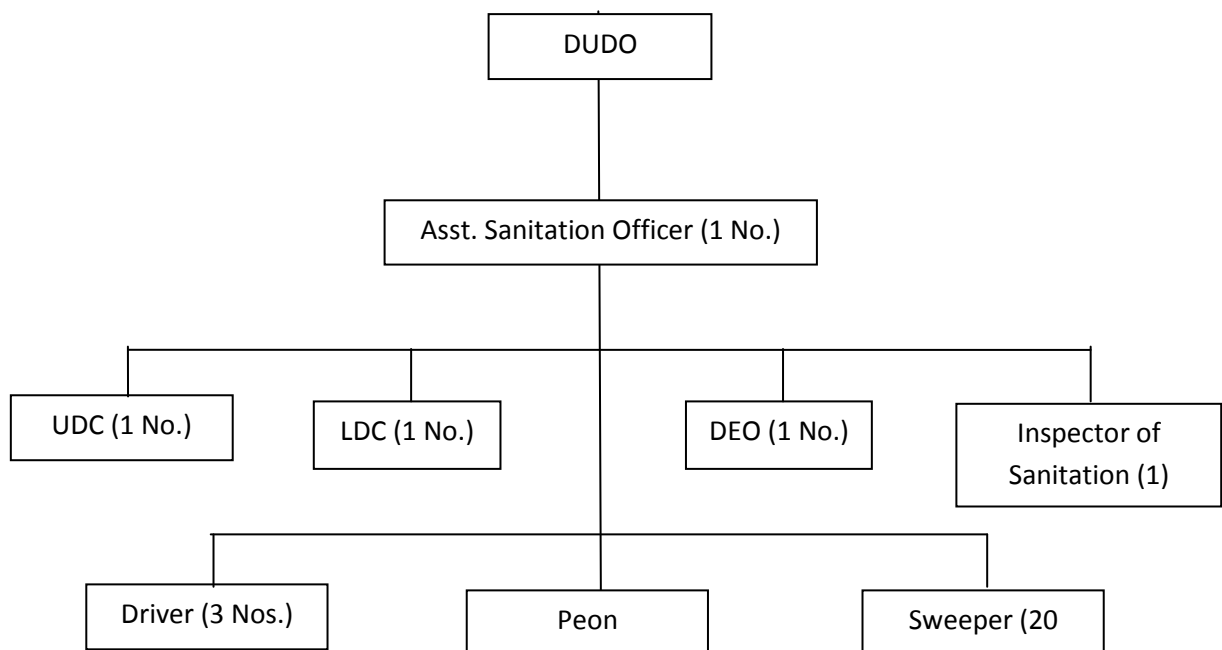


Source: Directorate, Urban Development and Poverty Alleviation Department, Government of Mizoram

2. District Urban Development Office (DUDO)

Presently, there are three District Urban Development Offices in Mizoram. They are located in Lunglei, Champhai, Kolasib, Each Office is headed by a District Urban Development Officer. The main function and responsibility of the office is to carry out urban development programmes and projects operating in their respective area. Though there are sanctioned post of District Urban Development Officer in Mamit and Serchhip, the offices are still headed by Senior Sanitation Officer.

Chart No. 2: Organisational Structure of District Urban Development of Urban Development



Source: Directorate, Urban Development & Poverty Alleviation Department, Government of Mizoram

3. Town Planning Office:

It is a separate wing having a separate establishment. The Office is headed by a Joint Director. Prior to the setting up of UD & PA Department in 2006, it was a part of the Local Administration Department. The Office is located in Tuikual locality at Aizawl. They prepare the Master Plan (for planned development. In collaboration with Departments such as Land Revenue Department they prepare the Detail Zonal Plan/Layout Plan and Service Plan. Preparation of Detailed Project Reports for availing Central Assistances is also a part of its responsibility. The Office is the Nodal Agency for the Central Government scheme called National Urban Information Scheme (NUIS)

4. Sanitation Office:

It is another separate wing under the UD & PA Department. It has its offices at Aizawl, Serchhip and Mamit. The Senior Sanitation Officer is the head of this Office. Its main function is to carry out sanitation works in their respective area.

JNNURM IN AIZAWL

SUB - MISSION - I

URBAN INFRASTRUCTURE AND GOVERNANCE (UIG)

Initially, five projects were approved by the Central Government under the Urban Infrastructure and Governance (UIG)- the Sub-mission I of JNNURM, in Aizawl. The total approved cost of the projects was Rs. 13096.30 lakhs. As Mizoram is categorized as a Special Category State, the funding pattern between the Central Government and the State Government for this Sub-Mission in the State is 90:10. Out of the total approved cost, the total Additional Central Assistance (ACA) commitment (Central Share) was Rs. 11787.17 lakhs and the remaining funds were to be matched by the State Government. The approved projects were:

1. Renewal of Pumping Machineries and Equipments and Transmission System of Greater Aizawl Water Supply Scheme Phase-I
2. City Road Improvement & Widening of Aizawl Phase –I
3. Widening & Improvement of Vaivakawn to Mizoram University
4. Sihmui to Mizoram University as Spur of Aizawl Ring Road.
5. Purchase of 28 Buses for Urban Transportation.

Details of the Projects implementation

I. Renewal of Pumping Machineries and Equipments and Transmission System of Greater Aizawl Water Supply Scheme Phase-I

The implementing agency of this project is Public Health Engineering Department (PHED), Government of Mizoram. The total approved cost was Rs. 1681.80 lakhs out of which Rs. 1513.62 lakhs

was Total ACA commitment (Central Share) and the remaining fund Rs. 168.18 lakhs was to be taken from the State Government Revenue (State Share). The items of work under this project as per the approved estimate were (i) Source Development (ii) Renewal of Raw Water Pumping System (iii) Renewal of Water Treatment Work (iv) Renewal of Clear Water Pump Station-I (v) 33KV Sub- Station-I (vi) Motor Control Panel-I (vii) Renewal of Pump & Machineries –I (viii) Renewal of Clear Water Pump Station-II (ix) 33KV Sub- Station-II (x) Motor Control Panel-II (xi) Renewal of Pumps & Machineries-II (xii) Renewal/ Replacement of Transmission of Clear Water-I (xiii) Renewal/ Replacement of Transmission of Clear Water – II (xiv) Improvement of Approach Road Work i.e., Drains (xv) Fencing of Pump House – I and II (xvi) Leakage detection work including installation of Electric Flow Meter (80mm-350mm) 39 in number (xvii) Establishment of Public Health Laboratory Buildings and (xviii) 3% of funds reserved as Contingencies fund.

Items of works under the project- Renewal of Pumping Machineries and Equipments and Transmission System of Greater Aizawl Water Supply Scheme Phase-I



Vacuum Circuit Breaker at Pump House No-I



Lightning Arrester at Pump House No-I



*Vacuum Circuit Breaker at
Pump House No-II*



The funds committed for the project were released in 4 installments. The last installment was released on 30 January, 2014. The State Government too released its share enabling the completion the project within the extended time frame. However, it should be noted here that 10% (Rs 151.36 lakhs) of the Central Share was deducted as a

penalty due to the failure of State government to fulfill the items of reforms laid down by the Central Government. Though the scheduled date of completion of the project was 25th March, 2008, the whole project was completed in all respect on April, 2015 only as the State Government, fortunately, could get the required amount for completion of the project from other sources.

Outcome of the project

Aizawl is inhabited by approximately 2 lakhs people. The demand for water is ever increasing. Besides drinking, water is utilised for manifold purposes. Though two schemes viz. Greater Aizawl Water Supply Scheme Phase I (GAWSS-I) and Greater Aizawl Water Supply Scheme Phase –II (GAWSS-II) have been functioning to supply water demand of the people of Aizawl, the machines and materials used in the Greater Aizawl Water Supply Scheme (GAWSS) Phase-I has become very old (about twenty years) and needs to be repaired and refurnished very often. The Government had to spend a large amount of its revenue, time and man-power to do the same. This always hampered the smooth functioning of the whole scheme. But with the advent of JNNURM, many things have been changed. The capacity of the Scheme now rose to 8 mld (million liters per day) from the earlier supply of 4-6 mld. This indicates that the Greater Aizawl Water Supply Scheme (GAWSS) Phase- I can feed about more 1,54,000 persons as per the Department calculation- 130 Liter per capita per day. However, it does not mean that all the people can now get sufficient supply of water rather it implies more water supply at the regular interval.

II. Road Projects

Three road projects are implemented under JNNURM. These Road Projects are implemented by the Public Works Department, Government of Mizoram. Details of each project is stated below:

(i) Improvement and Widening of City Road Phase – I

The total cost of the Project is Rs. 3,873.40 lakhs. It was approved on 3rd Jan, 2012 by the Central Sanctioning and Monitoring Committee (CSMC). Out of the total Project cost Rs. 3,486.06 (90%) was Central Share (ACA) and the remaining Rs. 387.34 lakhs (10%) was the State Matching Share. Under this Project, ACA was released in three installments. The first installment was released in the year 2012 and the second and third installments were released in 2014. The total amount of ACA (Central Share) released was Rs 1394.43 lakhs whereas Rs 193.68 lakhs was released from the State Government. Under this project, 12 items of works were proposed to be taken up. The items were:

- 1) Bazar Bungkawn to Bawngkawn via Chaltlang
- 2) Bazar Bungkawn to Millennium Centre via Israel Point
- 3) Israel Point to Chanmari via Electric
- 4) Chanmari to Bawngkawn via Ramhlun
- 5) Bungkawn to ITI Road
- 6) Chanmari to Zarkawt via MC Donald Hill
- 7) Approach Road to ICFAI University
- 8) Bazar Bungkawn to Sihpui Road
- 9) Zoramsangliana's House to Company Peng
- 10) Chanmari to Vaivakawn Road
- 11) Bazar Bungkawn to Armed Veng and
- 12) Pedestrial footpath from Bazar Bungkawn to Dawrpui Church

Out of the above items of work proposed to be carried out, 76 percent could be completed and the remaining works cannot be carried out anymore as the Central Government failed to release its remaining share due to the termination of the Mission. Besides this, 10 percent of the total project cost was deducted due to the failure of the State Government to fulfill the Reform Agendas laid down by the Central government.

Some Items of works under the project Improvement and Widening of City Road Phase – I



Pedestrian Footpath at Bazar Bungkawn to Dawrpui Church (As on 12th November 2015)



Bazar Bungkawn to Millennium Centre via Israel Point (As on 12th November, 2015)

(ii) Improvement and Widening of Vaivakawn to Mizoram University

The approved cost of the Project was Rs. 1,907 lakhs. It was approved by Central Sanctioning and Monitoring Committee on 3rd January, 2012. The Total Additional Central Assistance i.e., 90% of the project cost (Central Share) was Rs. 3, 486.06 and the remaining 10 percent i.e., Rs. 190.76 lakhs was to be contributed by the State Government. However, only two installments from the Central Share amounting to Rs. 686.76 lakhs and the State share amounting to Rs 95.38 lakhs could be released till the end of the Mission. In this Project also, 10 percent of the Central Share was deducted again due to the non-achievement of the Reform Items. There were nine items of works in this Project. They are 1) Widening 2) Strengthening 3) Hume Pipe Culvert 4) Line Side Drain 5) Unline Side Drain 6) Link Drain 7) Construction of Retaining Wall 8) Construction of Breast Wall and 9) Culvert Extension.

Among these items, only works of Widening, Hume Pipe Culvert, Link Drain and Culvert Extension were completed. Approximately 85 percent of the work has been achieved.

Some works under the Project -Improvement and Widening of Vaivakawn to Mizoram University





Widening of Mizoram University road in progress (As on 6th April, 2013)



Chawlhmun Locality where the project was left half done (as on 12th November, 2015)

(iii) Construction of Sihhmui to Mizoram University as Spur of Aizawl City Ring Road.

The Implementing Agency of the Project is Public Works Department (PWD) Government of Mizoram. The total approved cost was Rs. 5,309.32 lakhs. It was approved on 3rd January, 2012. The total ACA (Central Share) commitment was Rs. 4,778.39 lakhs and the State Matching Share was Rs 530.932 lakhs (10% of the total approved cost). Under this project, seven items of works were proposed to be carried out. They were: (i) Formation Cutting (ii) Side Drain Unlined (iii) Retaining Wall (iv) Breast Wall (v) Slab Culvert (vi) Hume Pipe Culvert and (vii) Pavement work. The first and the only installment of the Additional Central Assistance (ACA) for the project amounting to Rs.1,194.60 lakhs, was released on 17th May, 2012. Unfortunately, only works like Formation Cutting could be undertaken as the extension period of the Sub-Mission was completed. Thus, the Sub-Mission ended leaving the construction work half-way.

III. Purchase of Buses for Urban Transport:

The implementing agency for the Project was Mizoram State Transport Department, Government of Mizoram. The total approved cost for buying 25 mini buses was Rs 325 lakhs. It was approved by the Central Sanctioning and Monitoring Committee (CSMC). The ACA commitment (Central Share) was Rs. 293 lakhs and the remaining cost was to be matched by the State Government. The first installment of ACA, that is, Rs 146 lakhs was released by the Central government on 6th March, 2009. Four 28-Seater Star Buses (Deluxe) on LP 709 and ten City Ride Buses were purchased on 10th December, 2009. Eight buses were delivered to the Department on 1st April, 2010, and the remaining was delivered to the Department on 19th April, 2010. The State

Government also released its share of Rs 32 lakhs, which was utilized for purchasing three more buses. All together, the Department bought 17 buses from the first installment of the Project fund. Though, the Detail Project Report for second installment was submitted again to the Ministry of Urban Development (MoUD) on 13.05.2011, the Central Government refused to release the remaining balance as it was dissatisfied with the number of buses bought. The Central Government have told the State Government that 25 buses should be bought instead of 17. The Central Government laid down some conditions to be complied with by the State Government for release of second installment. They are:

1. Details of remaining 8 buses to be submitted along with the purchase order.
2. Route map for operation of buses sanctioned along with bus registration number, permit number, and photograph of all buses.
3. Details regarding area, capacity of depots and maintenance facilities available at workshop.
4. Implementation of Intelligent Transportation System (ITS) facilities including Closed Circuit Television (CCTV) Cameras, p/s system, Smart Cards Integrated controller.
5. Draft parking and advertisement policy for the city etc

As the State Government failed to comply with the above conditions, the Central government refused to release its remaining share again. The sanctioning never took place again due to the termination of the Mission.

SUB – MISSION - II
BASIC SERVICE TO THE URBAN POOR (BSUP)

For provision of housing and other basic amenities to families Below Poverty Line and Economically Weaker Sections of society, project cost amounting to Rs 91.01 crore was approved by the Central Government. Under this Sub-Mission, originally, four projects viz. Chite Economically Weaker Section(EWS) Housing Project, Lawipui EWS Housing Project, EWS Housing, Rangvamual and EWS Housing, Durtlang were approved but their number went down to three as Chite EWS and Lawipu EWS Housing Projects were combined and renamed as Combined EWS Housing Project at Lawipu. Out of the Total Project cost, 90 percent i.e., Rs 79.71 crore was ACA commitment (Central Share) whereas the remaining balance Rs 8.58 crore was to be matched by the State Government. These four projects together were meant to provide housing to 1096 urban poor families.

I. Combined EWS Housing Project at Lawipu

This Project amounting to Rs. 34.03 crore was approved by the Central Government on 29th February, 2008. Out of the Total Project cost, Rs 28.52 crore was ACA Commitment (Central Share) and the remaining Rs 4.18 crore was State Share. The Work was started on 29th August, 2008. Hindustan Prefab Limited (HPL) was chosen as the implementing agency. Under this project, 408 Dwelling Units are to be constructed at Chite Locality and Lawipu Locality. ACA and State Share were released in four installments and the total project cost could be released before the end of the Mission. Almost all the works to be done have been completed except electrification, water supply and minor works. However, selection of beneficiaries is still in progress. It is expected that all the works under this project would be completed in all respect by December 2015.



EWS Housing, Lawipu (As on 29th March, 2014)



EWS Housing, Lawipu (As on 29th October 2015)

II. EWS Housing Project, Rangvamual

The total approved cost of the Project was Rs 30.75 crore. Out of it, the total ACA commitment (Central Share) was Rs 27.63 and the remaining balance Rs 2.38 crore was the State share. National Project Construction Company (NPCC) implemented the project. The work was started on 11th August, 2009. The sanctioned number of dwelling unit under this Project was 368 units. Both the Central Government and the State Government could release their respective share. Fund for this project was released in 4 installments. However, only 268 Dwelling Units has been completed and the remaining 100 Units are still in progress. It is expected that on-going works can be completed by the end of 2016. Under this project, dwelling units are constructed in two localities- one at Rangvamual and the other in Edenthlar locality.



EWS Housing, Rangvamual (As on 29th March, 2014)



EWS Housing, Rangvamual (As on 30th October, 2015)

III. **EWS Housing, Durtlang**

The total approved cost of the project was Rs 26.23 crore. It was approved on 28th February, 2009. The total ACA commitment was Rs 23.56 crore and the total amount of the State Share was Rs 2.02 crore. Both parties could release their respective Share. Matching Share of the beneficiary was made Rs 0.64 crore. Like other projects, fund was released in four installments. 320 Dwelling Units are proposed to be constructed. National Project Construction Company (NPCC) was chosen to be the implementing agency. Out of the number of proposed units, only 287 units have been completed and the remaining units are still under construction. Beneficiary's share could not be realized as selection process is still in progress. It is expected that all the works can be completed by the end of 2016.



EWS Housing, Durtlang (As on 29th March, 2014)



EWS Housing, Durtlang (As on 30th October, 2015)

**Urban Infrastructure Development Scheme for
Small and Medium Towns
(UIDSSMT) in Mizoram**

Besides the previous Sub-Missions, Urban Infrastructure Development for Small and Medium Towns (UIDSSMT) was another important component of JNNURM. In Mizoram, Lunglei town and Serchhip town were selected for implementing the scheme. The projects under UIDSSMT approved by the Central Government in Mizoram are:

1. Augmentation of Greater Lunglei Water Supply Scheme (Part – I Strengthening of Existing Scheme) and
2. Augmentation of Serchhip Water Supply Scheme

**I. Augmentation of Greater Lunglei Water Supply Scheme
(Part – I Strengthening of Existing Scheme)**

The approved cost of the Project was Rs 867.44 lakhs. The funding pattern is same with the other Sub-Missions of the Mission i.e., 90:10. In this Project, Rs 780.70 lakhs was the Central Share and the remaining Rs 86.50 lakhs was the Matching Share of the State Government. Both the Parties could release their respective share. The Public Health Engineering Department (PHED), Government of Mizoram was selected as the Implementing Agency. The Project was completed in all respect on March 2014.

II. Augmentation of Serchhip Water Supply Scheme

The approved cost of the Project was Rs 687.60 Lakhs. 90% of the approved cost amounting to Rs 618.84 was the Central Share and the remaining 10 percent amounting to Rs 68.50 was the State Matching Share. Both Central and State Government could release their share to complete the project. The Implementing Agency of the Project was Public Health Engineering Department, Govt. of Mizoram. The project

was estimated to be able to feed 22,600 persons. It had 10 items of work. The whole Project was completed on March, 2014.

Integrated Housing & Slum Development Programme (IHSDP) in Mizoram

In Mizoram, under the Integrated Housing & Slum development Programme, 8 (eight) projects in different District Capitals were approved by the Central Government. The Implementing Agency of the project was UD&PA Department, Govt. of Mizoram. Projects under IHSDP were:

- 1) EWS Housing, Lunglei (500 DUs)
- 2) EWS Housing, Saiha (200 DUs)
- 3) EWS Housing, Champhai-I (74DUs)
- 4) EWS Housing, Champhai-II (376 DUs)
- 5) EWS Housing, Kolasib-I (50 DUs)
- 6) EWS Housing, Kolasib-II (250 DUs)
- 7) EWS Housing, Serchhip (350 DUs) and
- 8) EWS Housing, Mamit (150 DUs)

The Total Approved project was Rs 3926.8 Lakhs. Rs 2978.4 Lakhs (90%) was the ACA commitment (Central Share) and the remaining balance Rs 948.9 (10%) was the State Matching Share. All funds for each project had been released. Total number of approved Dwelling Units is 1950. The Dwelling Units in all projects were successfully completed and occupied in 2014 by 1950 households.

Role of Urban Development & Poverty Alleviation Department (UD&PA), Government of Mizoram

As it was created to facilitate various urban development schemes in the State, the role played by Urban Development & Poverty Alleviation Department is very significant for realizing the objectives of Jawaharlal Nehru National Urban Renewal Mission (JNNURM). Its importance has been enhanced as the Aizawl Municipal Corporation (AMC) is still unable to handle some of the functions to enable the transfer of the works even after some years of its existence. Besides JNNURM and its related works vide Notification under Memo No. 46011/1/2004-GAD Dt. 26.9.2006, the subject assigned to the Department are:

1. Urban Infrastructure Development Schemes (UIDS) funded under 10% Lump Sum Grants for North Eastern Region States
2. Urban Development Schemes (UDS) under Asian Development Bank
3. Solid Waste Management & Sanitation
4. Aizawl Development Authority (ADA)
5. Town & Country Planning which includes:
 - (i) The Mizoram Urban & Regional Development Act, 1990 and rules there-under
 - (ii) The Urban Development Plans Formulation and Implementation Guidelines, 1996
 - (iii) The National Building Code of India under the Bureau of Indian Standards Act, 1986
6. Integrated Development of Small and Medium Towns
7. Urban Employment and Poverty Alleviation Programmes including Swarna Jayanti Shahari Rozgar Yojana (SJSRY) and Integrated Housing and Slum Development Programme (IHSDP)
8. Urban Local Bodies

UD&PA and the Mission

The Department of UD&PA, Government of Mizoram act both as the State Level Nodal Agency (SLNA) as well as the Implementing Agency of JNNURM. Because of the dual task performed by the Department, the role it plays is highly significant.

As it acts as a State Nodal Agency and implementing agency, it is the important task of the Department to invite project proposal from the other implementing agencies and appraise them. Till the end of the Mission, 23 proposals had been appraised by the Department. Out of this number, nine projects for Aizawl city and ten projects for other towns in Mizoram were approved by both SLSC and the Central Sanctioning and Monitoring Committee (CSMC). The projects in Aizawl were:

- 1) Renewal of Pumping Machineries and Equipments and Transmission System of Greater Aizawl Water Supply Scheme Phase-I,
- 2) City Road Improvement & Widening of Aizawl Phase –I,
- 3) Widening & Improvement of Vaivakawn to Mizoram University ,
- 4) Sihhmui to Mizoram University as Spur of Aizawl Ring Road,
- 5) Purchase of 25 High Capacity buses and
- 6) Three EWS Housing Projects under IHSDP.

Projects for other Towns were:

- 1) EWS Housing, Lunglei (500 DUs)
- 2) EWS Housing, Saiha (200 DUs)
- 3) EWS Housing, Champhai-I (74DUs)
- 4) EWS Housing, Champhai-II (376 DUs)
- 5) EWS Housing, Kolasib-I (50 DUs)
- 6) EWS Housing, Kolasib-II (250 DUs)
- 7) EWS Housing, Serchhip (350 DUs) and
- 8) EWS Housing, Mamit (150 DUs)

- 9) Augmentation of Greater Lunglei Water Supply Scheme (Part – I Strengthening of Existing Scheme)
- 10) Augmentation of Serchhip Water Supply Scheme

The appraised projects which got approval of the SLSC but failed to receive any fund from the Central Government due to the termination of the Mission are five in number. They are:

1) Development of Storm Water Drains & Rehabilitation of Natural Drains of Aizawl City (Phase-I) (Zone –1A) with an estimated amount of Rs.1997.57 lakhs

2) Development of Storm Water Drains & Rehabilitation of Natural Drains of Aizawl City (Phase-I) (Zone –1B) having an estimated amount of Rs.3485.16 lakhs

3) Revised DPR of Solid Waste Management for Aizawl city for Tranche – 3 sub projects. The total estimated for this project was Rs. 3653.24 lakhs

4) DPR for Solid Waste Management in Serchhip Town, Mizoram, with an estimated cost of Rs. 1238.32 lakhs

Secondly, obtaining sanction of the SLSC for seeking assistance from Central Government under JNNURM is another important function to be performed by UD&PA Department. In performing this task, the Department never face a problem as it is the body which convene the meeting of SLSC and feed all the necessary information.

Thirdly, it manages grants received from Central and State Government. As the Department is a Nodal Department at the State level, it receives ACA from the Central Government and State Matching share from State Government and releases the same to different implementing agencies.

Fourthly, it releases funds to implementing agencies. MPWD, PHED, MST, and Government of Mizoram are the implementing

agencies of the projects under UIG and UIDSSMT whereas HPL and NPCC are implementing projects under BSUP. The funds to be used for implementing the projects have to be released again by the Department even after they have been released from the Central and State Government.

Fifthly, it manages the revolving funds too. It would ensure that at least 10% of the funds released are recovered and ploughed into the Revolving Fund. This fund will be utilized to meet operation & maintenance expenses of the assets created under the Sub-Mission. At the end of the Mission period, the Revolving Fund may be graduated to State Basic Services to the Urban Poor Fund. Sometimes bank interests are received when the funds are deposited in the bank for a certain time period before utilization. It is the Department which decides on how to spend the interests accrued from the deposited amount.

Sixthly, monitoring the physical and financial progress of sanctioned projects is the responsibility of the Nodal Agency. This is done either directly or indirectly. When direct monitoring is needed, the engineers in the technical section are sent to the sites to observe and to listen. Sometimes, third parties, usually the private firms are employed to monitor the progress on behalf of the Department/State Government.

Seventhly, it is the Department which gives progress report to the Central Government. The Implementing agencies submit their quarterly progress report to the Department. These reports are examined and compiled and sent to the Ministry of Urban Development.

Eighthly, Training and Capacity building is also the responsibility of the Department. For this purpose, the Central Government spared 5% of Central Grant or the actual requirement, whichever is less. So far, the Department successfully organized 20 training programmes and 13 exposure visits to different States.

Ninthly, The Department directly implemented the projects under IHSDP. It has constructed 1950 dwelling units in different district capitals of Mizoram. All the constructed dwelling units under IHSDP have been occupied.

Mizoram and the Reform Agendas

The implementing agencies have been assigned scores in the following sub-sections as per simplified reform calibration method approved by Central Sanctioning and Monitoring Committee (CSMC), Ministry of Urban Development. The following tables depicted the score of UD&PA Department, Government of Mizoram.

Table No. 4.1: Summary of Scores

S. No	Reform	Maximum Score	Existing Score	Percentage
1	State Level Mandatory Reform	70	62.5	89.3
2	ULB Level Mandatory Reform	60	30.5	50.8
3	Optional Reform	100	80	80.0
	Total	230	173	75.2

Source: 5th Reform Appraisal Report (2012-2014)- Mizoram-Aizawl

Table No. 4.2: Detailed Scores of Mizoram in State Level Reform

S. No	Milestone	Maximum Score	Existing Score
1	Implementation of 74th CAA	15	12
i	Constitution of Municipalities & Election	2	2
ii	Transfer of 12 th Schedule functions	9	6
iii	Constitution of DPC	2	2
iv	Constitution of MPC	2	2
2	Integration of City Planning and Delivery Function	5	3
i	Resolution to assign ULBs with city Planning functions including Development Control Regulation & Building Byelaws	1	1
ii	Preparation of CDP with inclusive and integrated planning	2	2
iii	Placing of City Plans before MPC/DPC	2	0
3	Reform in Rent Control	10	10
i	Availability of Rent Control Act	2	2
ii	Provision of fixation of standard Rent	2	2
iii	Provision of revising rent periodically	2	2
iv	Balancing Obligation of Landlords and Tenants	2	2
v	Establish adjudication system for resolving disputes	2	2
4	Stamp Duty Rationalization to 5%	10	7.5
i	Reduce Stamp Duty to 5% (including surcharges)	5	5
ii	Preparation of guidance values/ circle rates	2.5	2.5
iii	Annual revision of guidance value	2.5	0
5	Repeal of ULCRA	10	10
i	State Legislature to pass a resolution in compliance with the repeal of ULCRA Act passed by Parliament in 1999	7	7
ii	State Government to issue notification in this regard	3	3
6	Enactment of Community Participation Law	10	10
i	Notification of Legislation for ensuring community participation	2.5	2.5
ii	Constitution of Ward Committee	2.5	2.5
iii	Citizen Charter with timelines	2.5	2.5
iv	Any additional provision instrument for citizen participation	2.5	2.5

7	Enactment of Public Disclosure Law	10	10
i	Legislation of RTI Act	2.5	2.5
ii	Implementation of RTI Act	2.5	2.5
iii	Preparation of Citizen Charter	2.5	2.5
iv	Disclosure through a website	2.5	2.5

Source: 5th Reform Appraisal Report (2012-2014) - Mizoram-Aizawl

Table No. 4.3: ULB Level Reforms

S. no	Milestone	Maximum Score	Existing Score
1	E-Governance (Modules)	10	2.5
i	Property Tax	1.25	0
ii	Accounting	1.25	0
iii	Water Supply & Other Utilities	1.25	0
iv	Citizen's Grievances Monitoring	1.25	1.25
v	Personal Management System	1.25	0
vi	Birth & Death Registration and Health Programs	1.25	0
vii	Building Plan Approval	1.25	0
viii	E-Procurement	1.25	1.25
2	Municipal Accounting	10	7.5
i	Preparation of State Municipal accounting Manual	1.5	1.5
ii	Manual approval & Adoption by the local Body	1.5	1.5
iii	Valuation of Assets	1	1
iv	Preparation of Opening Balance sheet	1	1
v	Listing the Assets and Liabilities at ULB Level	1	1
vi	Migration of DEAS	1.5	1.5
vii	Appointment of Audit Officers/CA/Cadre	2.5	0
3	Property Tax	10	2
i	Notification Amendment of Act on collection of Property Tax	1	1
iii	Extending of Property tax to all properties	1	0
iii	Posting of tax details in the public domain & migration to standardized self-assessment system of property taxation on the basis of periodic revision and review of rates	1	0

iv	Setting up non-discretionary method for determination of property tax (unit area method or capital value method)	1	1
V	Coverage (85%)	3	0
vi	Collection Efficiency (90%)	3	0
4	User Charges	10	2
i	Formulate and adopt a policy on user charges	1	0
ii	Separate Accounting system for user charges-water supply	0.5	0
iii	Separate Accounting System for user charges-SWM	0.5	0
iv	Collection O&M Charges (WS)	4	1
v	Collection O&M (SWM)	4	1
5	Internal Earmarking of Funds	10	7.5
i	Formulate & Adopt a policy on earmarking of funds for urban poor	2.5	2.5
ii	Creation of separate Municipal budget for “Services to the Urban Poor”	2.5	2.5
iii	Targeted Expenditure	2.5	2.5
iv	Actual Spent % of budget	2.5	0
6	Provision of Basic Services to Urban Poor	10	9
i	Creation of database of Households	1.5	1.5
ii	Whether Municipal Budget has provided any funds to achieve 7 point charter services listed below		
a	Housing	1	1
b	Water Supply	1.5	1.5
c	Sanitation	1.5	1.5
d	Solid Waste Management	1.5	1.5
e	Primary Education	1	0
f	Healthcare	1	1
g	Social Security	1	1

Source: 5th Reform Appraisal Report (2012-2014) - Mizoram-Aizawl

Table No. 4.4 Optional Reforms

S.No	Milestone	Maximum Score	Existing Score
1	Introduction of Property Title Certification System in ULBs	10	10
i	Arrangement for reflecting property titles in a legal framework	2.5	2.5
ii	Arrangement for adjudication for property title disputes	2.5	2.5
iii	Notification of rules for smooth implementation	2.5	2.5
iv	Setting up administrative system/process	2.5	2.5
2	Revision of Building Bye-laws - Streamlining the Approval Process	10	10
i	Notification of building bye-laws in public domain	5	5
ii	Establish adjudication system for resolving disputes	2.5	2.5
iii	Time frame for approval process	2.5	2.5
3	Revision of Building Bye-laws – To make rain water harvesting mandatory	10	10
i	Building Byelaws to mandatorily provide for rainwater Harvesting	5	5
ii	Dissemination of such Byelaws through website	2	2
iii	Start of approval as per the new Building Byelaws	3	3
4	Earmarking 20-25% developed land in all housing projects for EWS/LIG	10	5
i	Notify the reservation of land between 20 and 25% in housing projects (Public/Private)	5	5
ii	Review and revise Building Byelaws to reflect to earmarked land to EWS/LIG	2.5	0
iii	Engaging with state departments for implementing EDL(Earmarking Developed Land)	2.5	0
5	Simplification of Legal and Procedural Framework for conversion of agricultural land to non-agricultural land	10	10
i	Availability of legal framework for conversion of agricultural land for non-agricultural purposes	5	5

ii	Notification of rules and processes	2.5	2.5
iii	Establish adjudication system for resolving disputes	2.5	2.5
6	Introduction of computerized process of registration of land and property	10	7
i	Computerized registration of land and property	5	5
ii	Capturing of photo of seller & buyer	2	2
iii	Creation of database system	3	0
7	Byelaws on reuse of Recycled Water	10	10
i	Building Byelaws to mandatorily reflect reuse of recycled water	8	8
ii	Dissemination of new building byelaws through websites	2	2
8	Administrative Reforms	10	6
i	Rules notified for personal Management system in Local Bodies	2	0
ii	Grievances Management System	2	0
iii	Computerization of Administrative activities	2	2
iv	Training and skill building initiatives	2	2
v	Encourage Outsourcing of Municipal Activities	2	2
9	Structural Reforms	10	4
i	Creation of Municipal Cadre	5	0
ii	Standing Committee for municipal subject matters(Engineering., Account, Health, Welfare etc)	2.5	2.5
iii	Involvement of elected representatives in decision making process	1.5	1.5
iv	Disputes resolution mechanism	1	0
10	Encouraging Public Private Partnership	10	8
i	Project initiatives planned through PPP	6	6
ii	Setting up of PPP at State level	2	2
iii	Formulation of PPP policies and governance framework	2	0
	Grand total (State level + ULB level+ Optional Reforms)	230	173

Source: 5th Reform Appraisal Report (2012-2014) - Mizoram-Aizawl

Though Mizoram has been doing well in implementation of various reforms and their components, it has failed in many items, as can be seen from the tables above. This further led to the deduction of 10 percent of the Central Share out of the total cost of the projects.

CHAPTER – 5
CONCLUSION

Chapter 5

CONCLUSION

The final Chapter is divided into two parts: Part-I and Part II. Part I contains a brief summary of the previous chapters. Part II consists of some reflections on the research findings and suggestions regarding possible measures to be taken for solving the problems in the implementation process of JNNURM.

PART I

Urbanization in India brought a number of problems, such as, shortage of housing, lack of adequate infrastructure, lack of civic amenities, pollution of different kinds etc. These are matters of grave concern in the cities. Like other urban areas in India, Aizawl, the capital city of Mizoram, is also struggling with the problems and challenges brought in by uncontrolled urbanization. Next only to Goa, Mizoram is the second most urbanized state in India having about 51.51 percent of the total state population.

Urbanization in India had been taking place even during the ancient period. Harappa and Mohenjodaro are finest examples of well developed urban areas of the pasts. The number of urban areas increased greatly during the medieval period. However, during the British period in India, urbanization took a new shape. There was no progress towards urbanization in many cities and towns. Delhi, the capital city of India, was one of them. This was due to the negative attitude of the British toward development of cities and towns. The introduction of Railways also changed the scenario. Urbanization regained its momentum after India got its independence from the colonial rule. In post-Independence

India a number of major changes occurred in the urban scene, such as, building of new cities- administrative and industrial, rapid growth of cities, introduction of city planning, improvement of civic amenities etc. There exist three categories of urban areas – metropolitan areas, cities and towns. Problems like shortage of housing, lack of services, poverty, environmental degradation etc., are faced by most of the urban areas.

In India, policies meant for development of urban areas has been mainly articulated through the Five Year Plans. A number of programmes and schemes have been introduced through the years for the emancipation of people living in the urban areas. The launching of the Jawaharlal Nehru National Urban Renewal Mission in December 2005 was an epoch making turn towards realizing the reforms and planned development in urban areas of the country. It focuses on the efficiency in urban infrastructure and service delivery mechanisms, community participation and accountability of Urban Local Governments. The Mission is divided into two Sub-Missions: (i) Sub- Mission for Urban Infrastructure and Governance (UIG) and (ii) Sub-Mission for Basic Services to the Urban Poor (BSUP). The strategy followed in JNNURM are by: (i) Preparation of City Development Plan (ii) Preparation of Projects (iii) Releasing and Leveraging of Funds. The mission was initially meant for a duration of seven years starting from 2005-06. After the completion of seven years in 2012, it was extended for another two years. The Funding pattern of JNNURM is 50:50 for cities with one million plus population as per 2001 census; 90:10 for cities and towns in the North Eastern States and 80:20 for other cities. Under the Reforms Agenda, 13 Mandatory Reform items and 10 Optional Reform items are stated. The JNNURM functions under the overall guidance and supervision of the National Steering Group (NSG), which set the policies for implementation, monitor and review progress, and suggest correctives if required.

Aizawl, the capital city of Mizoram, was the only city selected under the mission in the state, under category C-Cities/ UAs, meant for cities with less than one million population. In Aizawl, five projects are implemented under Sub-Mission I and three housing projects under Sub-Mission II. Besides Aizawl, UIDSSMT and IHSDP have also been implemented in other towns like Lunglei, Saiha, Champhai, Kolasib, Serchhip and Mamit.

Due to the non-existence of any Urban Local Body (UBL) at the time of introduction of JNNURM, the Department of Urban Development & Poverty Alleviation (UD&PA) was designated to be both the State Level Nodal Agency (SLNA) as well as the Implementing Agency. The UD&PA Department was established in the year 2006 to facilitate various urban development schemes in the State. The details of the programme implementation is dealt with in Chapter 4.

PART II

The present study focuses on the implementation of the UPA Government Flagship Programme – Jawaharlal Nehru National Urban Renewal Mission (JNNURM) in Mizoram, particularly in Aizawl. During the course of the study, the researcher found out that the funding pattern under JNNURM has been different to different mission cities. In Aizawl, as Mizoram is under the special category state, the funding pattern between the central and state government has been 90:10 with the Centre bearing the brunt of the expenditure and the State Government rendering only 10 percent of the project costs. It is also found out that 10 percent of the total Central Share has been deducted from most of the projects implemented in Aizawl, namely, the Renewal of Pumping Machineries and Equipments and Transmission System of Greater Aizawl Water Supply Scheme Phase I and three road projects in Aizawl

due to the non- conformity with the Reform agendas stipulated by the programme. This has greatly hampered the works taken up under the various projects implemented in the city. In certain cases, as in the case of the Road Projects under Sub-Mission I- Urban Infrastructure and Governance (UIG) it has led to the non-completion of the project. In addition to the deduction the term of the Sub-Mission I came to an end in 2014, therefore, provisions for release of more funds under the programme could not be explored. Thus, the anticipated benefits and developments from the programme could not be achieved in Aizawl.

While attempting to study the impact of JNNURM in Aizawl, it was found that the project of Renewal of Pumping Machineries and Equipments and Transmission System of Greater Aizawl Water Supply Scheme Phase-I, which could not be completed due to the 10 percent deduction and the termination of Sub-Mission I, was completed in all respect on April, 2015, after funds were allotted from the special Project Assistance (SPA). The project was finally completed after 7 years from the schedule date of completion of the project, which was 25th March, 2008, it. With the completion of this project the water requirements of approximately 15,400 could be met through pipeline water connection. This is as per the Standard calculation of 130 liters per capita per day.

The study on the three Road projects implemented under JNNURM in Aizawl brought out that none of the projects could be completed. Though incomplete, it still had some positive impacts for the people in Aizawl in general, and the people who utilise these roads for their everyday movement in particular. At the same time, some problems came to the fore for the people of those localities where the works has been left half done.

The roads under the project-City Road Improvement & Widening of Aizawl Phase – I, are important and very busy roads. The

people who benefitted are not only the residents of the localities it cuts through, but also all the people who travel through these routes daily. Though incomplete, whatever construction has been completed, still provide means of faster and easier movement to all the people who use these roads. Pedestrians and shop owners along the completed roads are also among the beneficiaries of the project. However, for the places where the works were left incomplete, the project fails to provide any new positive change to the people.

It was found that the project for Improvement and Widening of Vaivakawn to Mizoram University Road, is on the verge of completion with 90 percent of the work having been completed during the UIG programme period. With only 10 percent of the work left it has brought certain positive changes. Movement for employees, students and visitors of the University now became easier, faster and more comfortable as compared to the time before the implementation of the project. From the interviews conducted with the security personnel in the University it was found that more visitors frequented the University after the improvement of the roads.

The visitors as stated by them were not only the official visitors of the University but also those who had come with their families during holidays to explore the only University under the public sector in the state. This has created a general awareness among the citizens of Aizawl regarding the Higher Education and also to visit the park and enjoy the place. This is of relevance in a place like Aizawl, where there is hardly any open spaces to be seen. The project has also greatly enhanced the movement of the local habitants and their transfer of goods has become easier and more comfortable as compared to their situation before the implementation of the project.

From the interview conducted by the Researcher it was found that the vegetable vendors at the road side also benefitted as their sales has

increased after the improvement of the road. Their vegetables attracted more buyers due to the absence of dust particles from the road settling on their vegetables. Their sale was further enhanced because of the increase in the number of visitors to the University. Interview conducted by the researcher with five shop-keepers showed that there has been an average increase in their earnings from Rs. 3000 per day, prior to the project, to Rs. 5000 per day after the project. At the same time, there has also been an increase in the number of shops at the road-side from 16 to 32 after the implementation of the project in one of the locality, called Ropaiabawk, which is covered by this project.

However, people who dwell beside the unfinished portion of the road like Chawlhmun locality encounter new problems that did not arise before the implementation of the project. The road becomes extremely muddy during rainy season and there are dust particles all over the place during dry season. The residents of this locality also stated that the sand and dust particles has adversely affected their health, especially that of the children.

Under the project, Sihmui to Mizoram University as Spur of Aizawl Ring Road, only 20 percent of the work could be completed. With 80 percent of the work left incomplete it does not have much impact on the lives of the people of Aizawl.

Purchase of 25 buses for urban public transport is another project under JNNURM, which was meant to minimize the problem of shortage of means of transport within the City. Only 17 buses were purchased out of the approved number of 25 buses. The Transport Department could not arrange routes for them within the city, due to pressure from Aizawl City Bus Owners Association. Due to this reason, most Mission buses ply on the highway to different villages and Falkawn Referral Hospital. Therefore, this project failed to serve the people for whom the project was meant, and so the project does not have any impact on the

residents of the urban area, specifically Aizawl. Had the buses been made to ply in the City, it would greatly reduce the shortage of public conveyance in Aizawl. However, it was noted that the implementation do not complying with the project guideline, still benefit the rural population and is not altogether futile. Moreover, by plying to Falkawn Referral Hospital, it reduces the conveyance problem faced the patients and staff of the hospital. This has enabled more people to avail the services and facilities of the hospital.

All construction works under the Combined EWS Housing Project at Lawipu has been completed, with minor works such as electrification, water connection etc., still in progress. No building has been occupied and selection of beneficiaries is still at the inception stage. It is expected that all the works can be completed by the end of December, 2015, including the finalization of the beneficiaries. On completion, the projects would provide housing to 408 families. No study can be made at this juncture regarding the impact of the project.

Under the EWS Housing Project, Rangvamual, only 268 Dwelling Units out of the 368 units to be constructed, have been completed. Since construction work is still going on, it has not provided any housing facility to anyone till date. The project is expected to be completed by the end of 2016. If and when completed, this project is envisaged to accommodate 368 families belonging to the economically weaker section.

With regard to EWS Housing Project, Durtlang, out of the 320 Dwelling Units to be constructed, 287 units are completed and the remaining units are still under construction. As with the above mentioned housing projects, this project too, has not provided housing to the people. The anticipated time of completion in all respect is by the end of 2016, accommodating 320 families when completed

Unlike the UIG projects no deductions has been made in the three housing projects. On completion of the project 1076 EWS families in total within Aizawl city will be provided housing facilities under JNNURM.

The researcher, in an attempt to explore the appropriateness of the UD&PA Department implementing the JNNURM programme while there exist an ULB, i.e., Aizawl Municipal Council, found out that at the time of launching of the JNNURM in December, 2005, no Urban Local Body (ULB) was in existence in Aizawl. Due to the absence of ULB in Aizawl, UD&PA Department which was created in 2006, was assigned to be both the State Level Nodal Agency (SLNA) and Implementing Agency. Even after years of the establishment of AMC which started functioning from 2008, UD&PA Department still continue to perform its functions and responsibilities pertaining to JNNURM. This is attributed to the lack of man power, technical know-how and experience by the AMC. The Central Government conceded to the UD&PA Department being the Mission implementing agency after being appraised of the situation in Mizoram, though it is against the principle of the Mission. According to the officials, the Government of Mizoram was committed to create an Urban Local Body as per the 74th Constitutional Amendment Act, in accordance with the Mandatory provisions of the Reform Agenda. This commitment made while signing the Memorandum of Agreement (MOA) with the Central Ministries contributed to the acceptance of the UD&PA Department to be the implementing agency of JNNURM.

From the interview conducted with the higher level officials of UD&PA Department and AMC and on studying the government documents such as, Orders relating to the creation of UD&PA, The Mizoram Municipality Act, 2007 etc., the researcher found that the UD&PA Department was not in existence at the time of the inception of

JNNURM in 2005. No man power, no equipments and no separate institution for urban development existed at the time. The AMC being a recently organized body, is still in the experimental stage. However, once it is equipped with the required man power and other resources and equipments, it appears to be the appropriate institution to implement the JNNURM programme.

In the course of the study it was found that a number of problems were faced in the implementation of the different projects.

Shortage of fund due to the deduction of 10 percent of ACA was a problem common to all the projects under UIG. The deduction was made as a penalty due to the non-conformity to the Reform Agenda laid down by the Central Government. Due to this reason the projects failed to achieve 100 percent completion. In the case of the Under the Renewal of Pumping Machineries and Equipments and Transmission System of Greater Aizawl Water Supply Scheme Phase-I, the Implementing Agency (PHED) had to search for other sources of fund to solve the liabilities they had in various firms. The problems faced which are unique to the different projects are highlighted project wise.

Under the Renewal of Pumping Machineries and Equipments and Transmission System of Greater Aizawl Water Supply Scheme Phase-I it was found that, Late release of funds is also another problem faced in the implementation of the Project. All the installments of ACA were not released on the stipulated period. This slowed down the process of implementation.

Long rainy season also sometimes hampered transportation of the machineries required for the implementation and construction of the approach road.

The project could cover only 50 percent of the whole of GAWSS-I. Had the remaining 50 percent been undertaken under this project, the capacity of the GAWSS is likely to go up to 10mld.

Problems unique to the road projects, which came to the fore during the study were those such as, long and heavy rainy season in Mizoram hampered the smooth implementation of the projects very much. This is a common problem faced by the all the road projects in Mizoram. In Mizoram, there occurs about eight months of wet season when works related to construction of roads cannot be carried out.

The roads under the projected being very busy roads, the MPWD could not expedite its work process as expected. There exist times, when it was required to block the road while work is in progress and times when the road had to be open to traffic before the proper setting of the road especially in case of Surface Road, laid with Bitumen.

Delay in the preparation of Estimates and the release of fund both by the State and the Central government was also responsible for failure to complete the Projects. The work could be started only in 2012, with the release of the first installment, when the normal tenure of the Mission was on verge of ending.

Land acquisition problem arose before and during the road widening process. This problem though usually solved led to wastage of time in the attempt to acquire the required land.

Various problems pertaining to the implementation of the project-Purchase of 25 Buses for Urban Public Transport were also found, such as, the inability to come to an understanding between the Mizoram State Transport Department (MST) and Aizawl City Bus Owners Association (ACBOA) regarding the route on which the Mission buses would ply. As no consensus could be reached, the Department was forced to divert the route of the Mission buses from Aizawl to rural areas. So it failed to serve the purpose for which it was meant.

Since there was no separate fund for maintenance of the Mission buses, the State Government had to explore other source of funds to be used for the same.

Refusal of the Central Government to release the 2nd installment of ACA led to the inability of the State Government to purchase the proposed number of buses. The refusal, however, was due to the failure of State Government to fulfill the separate service benchmark laid down by the Central Government.

Besides the problems already stated, there also existed certain problems related to the implementation of EWS Housing Projects. Land acquisition is one of the primary problems faced in the course of the implementation. This occurred as some of the lands on the project site were owned by private individuals. Though this problem was solved through peaceful negotiation, the work process was greatly delayed.

Long and heavy rainy season in Mizoram also hampered the progress of the work especially during the construction of the approach road. Moreover, the land slide caused by the rain in some areas led to the demolition of the building and retaining walls during construction in the project site at Durtlang. This led to loss of time and money.

The local contractors do not own the required resources to carry on the work. They rely on the running bills from the Department. This situation also hampered the implementation process to a great extent in times of delay in the release of funds.

Robbery and theft are other problems that are faced. Many construction materials were stolen. As such situations occurred very often, the concerned Department (UD&PA) is now planning to complete the construction works only after the beneficiaries can occupy their respective houses.

Due to all the problems stated above, some projects under the Mission, undertaken in Mizoram could not be completed in all respect and some are still in progress even after the end of the Mission.

After discussing the issues, problems, challenges and possible solutions, the following suggestions are provided which emerged out of the study:

- 1) The funding Ministry may ensure that funds are released in time such that the works can be performed at a time conducive to perform the particular kind of work. At the same time, the State Government too, needs to ensure the release of its share to ensure proper completion of the projects. Timely release of the accumulated funds received from the funding agencies, further needs to be released in time for the work performance to take place by the Nodal Department.
- 2) The timely commencement of work appears to be another aspect that needs to be taken into consideration to ensure that seasonal changes, inclemency of weather and natural calamities do not delay or disrupt the implementation of projects.
- 3) Land laws and uniform land acquisition rules may be framed by the Government, such that, the problem of negotiating with land owners on the commencement of projects involving land may be done away with.
- 4) Awareness programs before the introduction of schemes and projects may be conducted to ensure the compliance of the citizen/civil society and groups that are anticipated to be impacted in various forms.
- 5) Sub-contracting of works need to be brought to an end. Works when undertaken by those who could not be officially held responsible for their performance usually leads to poor performance. Better performances in implementation can be expected if only those contractors desirous of performing the work themselves are selected. The financial stability of the Contractor may also be taken into consideration during the selection process. Contractors relying on the running bill may lead to delay in completion of the project.

- 6) Proper storage facilities for construction materials are required to avoid robbery and theft. Such facilities may be arranged before the commencement of the projects.
- 7) Aizawl Municipal Council should be strengthened by transferring more powers, and equipping it with skilled and trained man-power as well as sufficient financial resources to enable it to function as envisaged by the Constitution.

Jawaharlal Nehru National Urban Renewal Mission (JNNURM) is primarily focused on bringing efficiency in urban infrastructure and service delivery mechanisms, community participation and accountability of Urban Local Bodies towards citizens. It is aimed at improvement and development of the urban areas and its citizens, especially, the weaker sections of the society. It envisages integrated development of infrastructure services in urban areas, planned development of cities, delivery of civic amenities emphasizing universal access, urban renewal and provision of basic services to the urban poor.

JNNURM has immense potential to develop the urban areas and to uplift the citizens, especially the urban poor, if implemented in the true spirit. The programme can greatly enhance the availability and accessibility of basic and civic services. The study reveals that despite all the problems that are in existence in the implementation process and its inability to achieve the targeted improvements in some areas, it has had positive impacts in the on the quality of life of the people in the urban areas. The findings and suggestions are hoped to have further policy implications for policy makers and that it would encourage future researchers in studying the development programmes for the alleviation of urban areas.

ANNEXURE

Spa

GOVERNMENT OF MIZORAM
GENERAL ADMINISTRATION DEPARTMENT

NOTIFICATION

Dated Aizawl, the 24th August, 2006.

No.A.46011/1/2004-GAD/31 : In exercise of the power conferred by Rule 3 of Government of Mizoram (Allocation of Business) Rules, 1987, the Governor of Mizoram is pleased to create a new Department namely, 'Urban Development & Poverty Alleviation Department'.

Sd/-J.C.RAMTHANGA
Secretary to the Govt. of Mizoram
General Administration Department

Memo No.A.46013/2/2006-GAD/31 : Dated Aizawl, the 24th August, 2006.
Copy to :-

1. Secretary to Governor, Mizoram.
2. P.S. to Chief Minister, Mizoram with 5(five) spare copies.
3. P.S. to Speaker, Mizoram
4. P.S. to all Ministers/Deputy Speaker/Vice-Chairman, State Planning Board, Mizoram
5. P.P.S. to Chief Secretary, Govt. of Mizoram.
6. All Principal Secretary/Commissioners/Secretaries, Govt. of Mizoram.
7. All Administrative Departments.
8. All Heads of Departments
9. Guard File.

Vat...
24/8/06

(K.LALTHAWMMAWIA)
Deputy Secretary to the Govt. of Mizoram
General Administration Department

As/LAD

in file

28/8

US/LAD

28/8
Sum...

P. O. of Jdl. Secretary,
Local Admn. Deptt
Receipt No. 1067
Date... 28/8/06

Receipt No. 680
Date 28/8/06

Director, LAD

3

NO.A.46011/1/2004-GAD
GOVERNMENT OF MIZORAM
GENERAL ADMINISTRATION DEPARTMENT

29/9/06
to 29/9/06

NOTIFICATION

Dated Aizawl, the 26th September, 2006.

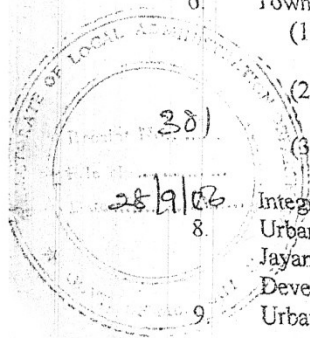
No.A.46011/1/2004-GAD : As a corollary to the creation of the new Department of Urban Development and Poverty Alleviation, the Governor of Mizoram, in exercise of the power conferred by Rule 3 of the Government of Mizoram (Allocation of Business) Rules, 1987, is pleased to make allocation of subjects to the Local Administration Department and the Urban Development and Poverty Alleviation Department as follows :

XXII. LOCAL ADMINISTRATION DEPARTMENT

1. Village Council matters and village administration *Streetslights?*
2. Matters relating to Panchayati Raj Institution
3. Naming of streets, roads and villages
4. Animal control and taxation
5. Local Development works funded under State Plan Fund including Housing Assistance
6. Park & Recreation
7. Aizawl Building Centre
8. Housing Loans & Advances

XLII. URBAN DEVELOPMENT AND POVERTY ALLEVIATION DEPARTMENT

1. Jawaharlal Nehru National Urban Renewal Mission(JNNURM) and allied matters
2. Urban Infrastructure Development Schemes funded under 10% Lump Sum grants for North Eastern Region States
3. Urban Development Schemes to be funded under Asian Development Bank
4. Solid Waste Management and Sanitation ✓
5. Aizawl Development Authority (ADA) ✓
6. Town and Country Planning which includes -
 - (1) The Mizoram Urban & Regional Development Act, 1990 and Rules thereunder
 - (2) The Urban Development Plans Formulation and Implementation Guidelines, 1996
 - (3) The National Building Code of India under the Bureau of Indian Standards Act, 1986
7. Integrated Development of Small and Medium Towns
8. Urban Employment and Poverty Alleviation Programmes including Swarna Jayanti Shahari Rozgar Yojana (SJRY) and Integrated Housing and Slum Development Programmes (IISP) ✓
9. Urban Local Bodies ✓



Consequently, the subject 'Solid Waste Management' shall stand deleted from the list of subjects under the Public Health Engineering Department.

Sd/- J.C. RAMTHANGA
Secretary to the Govt. of Mizoram
General Administration Department

... 2/-

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