



Evaluation of State Level Reforms under JnNURM in India

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Abstract

The Jawaharlal Nehru National Urban Renewal Mission (JnNURM) was a scheme launched by government of India to improve the urban infrastructure facilities in 65 cities across country. This scheme aims to encourage the reforms in all states for better management of projects effectively and efficiently in order to sustain the projects. It is right time to evaluate JnNURM reforms at state level to learn the lesson from the first experienced for poor performing cities such as north east cities, India. The research was adopted through literature review, documents of ministry of urban development, Government of India, and National Institute of Urban Affair, Delhi. The analysis of state levels performance has been carried out and finally drawn the strategy to the states of India to ensure the effective management of JnNURM projects for better quality of life in cities and towns through JnNURM reforms implementation. The tool used for state level performance is carried out with the help of ArcGIS software. For the above statement, following objectives has been identified - i. to evaluate the performance of reforms before JnNURM scheme at state level, ii. to study the performance at state level in India, and iii. to draw a useful inference based on the states level performance to developed a strategy for poor performing state and build up capacity at state level.

Keywords: JnNURM, Reforms, Government.

Introduction

Globalization is a fundamental determinant of transforming the character of city through proper planning for development of infrastructure services¹. The challenge of meeting the Millennium Development Goals (MDGs) is depending on the Urban Local Bodies (ULBs) and good work culture². On the adjacent, the Jawaharlal Nehru National Urban Renewal Mission (JnNURM) was launched for the first time on 3rd December, 2005 in India, a comprehensive national level initiative carried out with huge budget for urban infrastructure development and housing for urban poor in 65 cities³. This program attempted to build up the Capacity Building (CB) and strengthening the line agencies at Urban Local Bodies (ULBs). This scheme focused to create self-sustaining in the line departments for better services to urban population⁴.

In the above context, the series of state level reforms had been introduced by government of India in 2005 namely (1) 74th Constitutional Amendment Act (CAA), it comprises (i) Transfer of 12th Schedule Function, (ii) Constitution of District Planning Committee (DPC), (iii) Constitution of Metropolitan Planning Committee (CMPC), (2) Transfer of City Planning Function (TCPF), (3) Transfer of Water Supply and Sanitation, (4) Reform in Rent Control, (5) Stamp Duty Rationalization, (6) Repeal of Urban Land Ceiling Regulation Act (ULCRA), (7) Enact of Community Participation Law (ECPL), and (8) Enactment of Public Disclosure Law (EPDL). Among these reforms, the 74th CAA primarily strengthens the urban local body functioning responsibility and task of decentralized in a

hierarchy system⁵. The main idea of the JnNURM reforms is to set up proper administrative structure to implement more number of projects effectively and efficiently to get better quality of urban life in 65 cities in India.

Hypothesis: The JnNURM reforms at state level are quite important for urban development project implementation and also for Operation and Maintenance (OandM) at post project stage. It is assume that all state of India has been achieved the JnNURM reforms. The significant of this study is very important for project planning, implementation and effective management of projects.

Methodology

The history of Reforms Implementation (RI) is not new in India. In early stage of urbanization in India had introduced and attempt to increase the efficiency in public service provision in city and towns (Singh, U.B, 2002). The Ministry of Urban Development (MoUD) had designed to promote a series of institutional body at state level to boost up functional and efficiently through 74th Constitutional Amendment Act (CAA)⁶. The JnNURM components of reforms at state level have different angles of objectives – to promote better mechanism of governing function, to promote the self financial sustainability, transparency in decision making process and implementing the development project, to encourage institutional coordination, devolution of power to the Urban Local Bodies (ULBs) from the state government, encouraging participation, and land market

promotion⁷. The objectives of state level reforms are represented in table-1.

The planning process in India has been witnessed by adopting reforms implementation to reduce poverty and basic services in urban areas⁸. In the last decade, the government of India has come up with new innovative ideas to ensure the strengthening and empowering of the ULB governance across the country. The 74th CAA is a set of major reforms which have been

introduced by Government of India. In the same direction, JnNURM has further enforced a series of reforms at state level. Rapid urbanization is set to be continued. In 2001, 285 million of population spread over 5161 urban agglomeration/towns in India⁹. This causes the lack of infrastructure in cities such as roads, water, and sanitation etc¹⁰. In this connection, reforms implementation has been designed (figure-1).

Table-1
Objectives of State Level Reforms under JnNURM

Indicator of Reforms	Objectives
Devolution of Powers to the ULBs from the state government	
Implementation of 74 th CAA	To ensure the significant of administration structure and involvement of ULBs in planning and service delivery
City Planning functions to be transferred to cities	To assign the Urban Local Bodies (ULBs) with city planning functions
Water and sanitation functions to be transferred to cities	To assign all civil services to the ULBs for creating the accountability of the civic service delivery
Institutional Co-ordination	
Implementing of 74 th CAA – Constitution of DPC	To ensure the meaningful of district planning committees function for betterment in planning and service delivery
Implementing of 74 th CAA – Constitution of MPC	To ensure the Urban Local Bodies (ULBs) in planning and service delivery effectively and efficiently.
Encouraging Participation	
Enactment of Public disclosure law	To ensure the municipality to publish information about their development works that should be transparent to common people.
Community participation law	To ensure the effective participation from common people in the planning aspect for urban development e.g. setting priorities, budgeting provision, etc.
Land market promotion	
Rationalization of stamp duty to 5%	To create a systematic manner that stable between rights and obligations of landlords and tenants. To create new housing stock and promote robust rental housing market for all income categories.
Repeal of urban land ceiling and regulation Act (ULCRA)	To provide the demand of land sufficiently for urban development and meeting the demand of land supply in the market

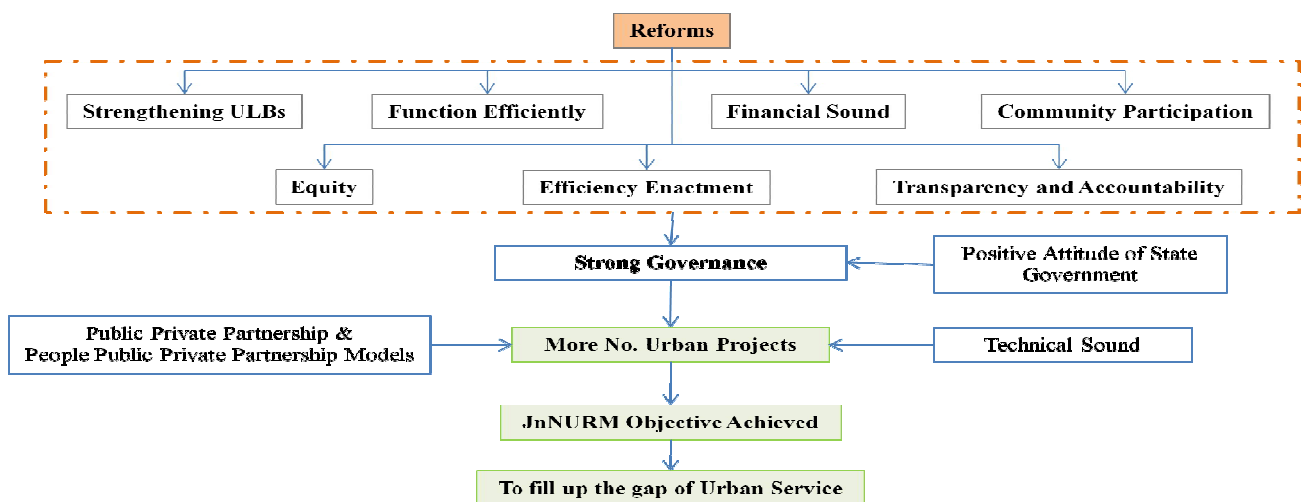


Figure -1
JnNURM Reforms Strategy

Result and Discussion

The union government has made a framework of administrative functioning in a proper hierarchy with respective function of 74th CAA. The critical analysis of the state level performance of the 74th CAA in pre stage of JnNURM schemes, the states of Karnataka, Kerala, Maharashtra, Uttar Pradesh and West Bengal were the best performers¹¹. The states of Madhya Pradesh, Rajasthan, Tamil Nadu, Haryana, Andhra Pradesh and Gujarat

had implemented 5 to 7 components among the various components such as Municipal Corporation, Municipal Council, Nagar Panchayat, Ward Committees, Finance Commissions, District Planning Committees (DPC) and Metropolitan Planning Committees (MPC). The classification of different performing states had been listed as 5 states (A+ grade), 1 state (A grade), 3 states (B+ grade), 2 states (B grade), 2 state (C grade), and remaining 14 states were in very poor (D grade) (table-2).

Table 2
Implementation Status of 74th Constitution Amendment Act Before JnNURM

Sl. No.	State	Legislation	Municipal Corporations	Municipal Councils	Nagar Panchayat	Wards Committees	Finance Commissions	Election Commissions	DPCs	MPCs	Total Achieved out of 8 Components	Percentage of Achieved	Grade System
1	Karnataka	1994									8	100	A+
2	Kerala	1994									8	100	A+
3	Maharashtra	1994									8	100	A+
4	Uttar Pradesh	1994									8	100	A+
5	West Bengal	1994									8	100	A+
5	Madhya Pradesh	1994									7	87.5	A
7	Rajasthan	1994									7	78.5	B+
8	Tamil Nadu	1994									7	78.5	B+
9	Haryana	1994									6	75.0	B+
10	Andhra Pradesh	1994									5	62.5	B
11	Gujarat	1993									5	62.5	B
12	Orissa										4	50	C
13	Punjab	1994									4	50	C
14	Himachal Pradesh										2	25	D
15	Assam										1	12.5	D
16	Bihar										1	12.5	D
17	Goa	1994									1	12.5	D
18	Jammu and Kashmir	2001									0	0	D
19	Mizoram										0	0	D
20	Nagaland										0	0	D
21	Meghalaya										0	0	D
22	Arunachal Pradesh										0	0	D
23	Lakshadweep										0	0	D
24	Dadra and Nagar										0	0	D
25	Manipur										0	0	D
26	Andaman and Nicobar										0	0	D
	Total Achieved		12	13	12	8	15	14	8	7			

Legend

	Reforms Implemented		Reform not Implemented		Data Not Available
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Identified ten component of JnNURM reforms at state level are – “repeal of urban land ceiling and regulation act (Code – SLM01)” ranks highest as it is being implemented in 30 out of 31 states/UTs in India. The “74th CAA (Constitution of DPC being a code – SLM02)” had been implemented in 27 states and same as the component of “enactment of public disclosure law (code-SLM03)”. The “stamp duty rationalization (code-SLM04) to 5%” is implemented in 26 states. Enactment of community participation law (code-SLM05) has been implemented 23 states. “Transfer of water supply and sanitation function (code-SLM06)” has been implemented in 20 states, “transfer of city planning functions (code-SLM07)” has been implemented in 19 states, “reforms in rent control (code-SLM08)” has been implemented in 18 states, “74th CAA (Transfer of 12 Sch. Function) being a code as SLM09” is implemented in 17 states and “74th CAA (constitutional of MPC) being as code-SLM10” has been implemented only in 9 states (table-3).

In comparison among the states, Gujarat and Tamil Nadu have achieved all the components of reforms, while Nagaland, Goa and Jammu and Kashmir states had performed very poor. The performance of state level reforms has been evaluated and

illustrated along with their progress as shown in Table 4¹². The evaluation has been done by grading particular component with a score of 10. Based on the score of states they are classified into categories as A+, A, B+, B, C+, C, and D shown in Table 5.

Category wise representation of the states and Union territories according to their performance in achievement of the components of the reforms is shown in table-5. In group A+ consist of two states, A group consist of 10 states, B+ group consist of 3 states, C+ group consist of 5 states, C group consist of 4 states, and D group consist of 5 states. Group A+ includes states of Gujarat, and Tamil Nadu, group A includes states of Andhra Pradesh, Chhattisgarh, Himachal Pradesh, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Tripura, and Uttar Pradesh, group +B includes the states of Haryana, Rajasthan, West Bengal. Group B includes the states of Assam, and Kerala, group C+ includes states of Meghalaya, Mizoram, Pondicherry, Punjab, and Sikkim, while Bihar, Chandigarh, Manipur, and Uttarakhand come under group C and lastly group D includes states of Arunachal Pradesh, Delhi, Nagaland, Goa and Jammu and Kashmir (figure-2).

Table-3
Component wise Performance of State Level Mandatory Reforms

Reform Component Code	Name of Reforms Component	No. of States Achieved out of 31 states	Percentage of States Achieved Reforms
SLM01	Repeal of ULCRA	30	96.77
SLM02	74th CAA (Constitution of DPC)	27	87.09
SLM03	Enactment of Public Disclosure Law	27	87.09
SLM04	Stamp duty rationalization to 5%	26	83.87
SLM05	Enactment of Community Participation Law	23	74.19
SLM06	Transfer of Water Supply and Sanitation	20	64.51
SLM07	Transfer of City Planning Functions	19	61.29
SLM08	Reform in Rent Control	18	58.06
SLM09	74th CAA (Transfer of 12 Sch. Function)	17	54.83
SLM10	74th CAA (Constitutional of MPC)	9	29.03

Table-4
State wise Performance of State Level Mandatory Reforms

Sl. No	State	Population (2011 Census)	SLM01	SLM01	SLM01	SLM01	SLM01	SLM01	SLM01	SLM01	SLM01	SLM01	No. of Reforms Achieved (A)	Score Marks (A × 10)	Maximum Score
1	Gujarat	6,03,83,628											10	100	100
2	Tamil Nadu	7,21,38,958											10	100	100
3	Andhra Pradesh	8,46,65,533											9	90	100
4	Chhattisgarh	10,54,686											9	90	100
5	Himachal Pradesh	68,56,509											9	90	100
6	Jharkhand	3,29,66,238											9	90	100
7	Karnataka	6,11,30,704											9	90	100
8	Madhya Pradesh	7,25,97,565											9	90	100
9	Maharashtra	11,23,72,972											9	90	100
10	Orissa	4,19,47,358											9	90	100
11	Tripura	36,71,032											9	90	100
12	Uttar Pradesh	19,95,81,477											9	90	100
13	Haryana	2,53,53,081											8	80	100
14	Rajasthan	6,86,21,012											8	80	100
15	West Bengal	9,13,47,736											8	80	100
16	Assam	3,11,69,272											7	70	100
17	Kerala	3,33,87,677											7	70	100
18	Meghalaya	29,64,007											6	60	100
19	Mizoram	10,91,014											6	60	100
20	Pondicherry	12,44,464											6	60	100
21	Punjab	2,77,04,236											6	60	100
22	Sikkim	6,07,688											6	60	100
23	Bihar	10,38,04,637											5	50	100
24	Chandigarh	2,55,40,196											5	50	100
25	Manipur	27,21,756											5	50	100
26	Uttarakhand	1,01,16,752											5	50	100
27	Arunachal Pradesh	13,82,611											4	40	100
28	Delhi	1,67,53,235											4	40	100
29	Nagaland	19,80,602											4	40	100
30	Goa	14,57,723											3	30	100
31	Jammu and Kashmir	1,25,48,926											3	30	100
Total Achieved		1,21,01,93,422	30	27	27	26	23	20	19	18	17	9			

Legend

Reformed Not Reform Not Applicable

Table-5
Grading of State Level Mandatory Reforms

Grade	Maximum Score	Score Marks (in Percentage)	Number of States	Name of State
A+	100	91 – 100	2	Gujarat and Tamil Nadu
A	100	81-90	10	Andhra Pradesh, Chhattisgarh, Himachal Pradesh, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Tripura and Uttar Pradesh
B+	100	71-80	3	Haryana, Rajasthan and West Bengal
B	100	61-70	2	Assam and Kerala
C+	100	51-60	5	Meghalaya Mizoram, Pondicherry, Punjab and Sikkim
C	100	41-50	4	Bihar, Chandigarh, Manipur and Uttarakhand
D	100	Below 41	5	Arunachal Pradesh Delhi Nagaland, Goa, and Jammu and Kashmir
Total			31	

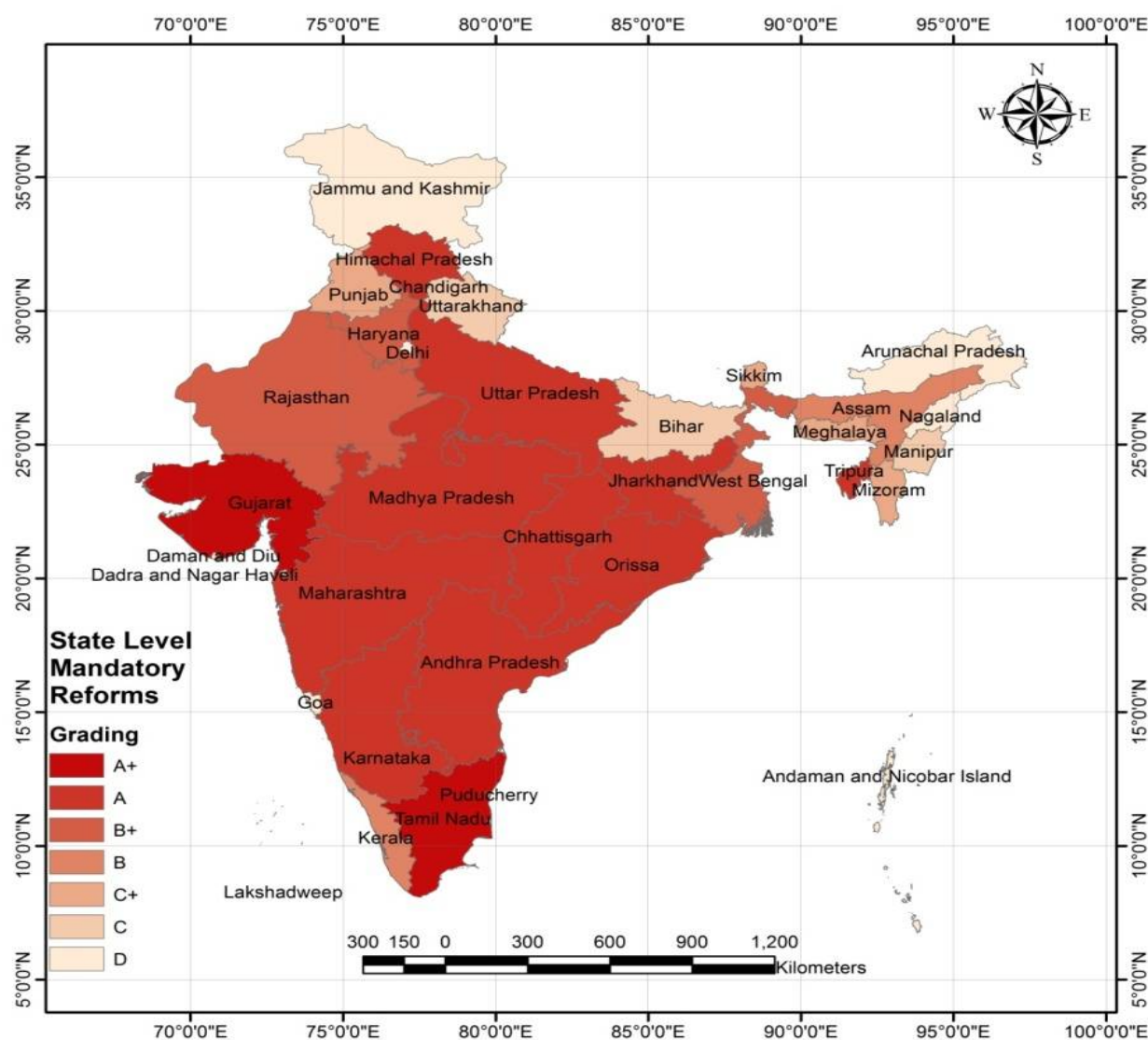


Figure-2
State Level Mandatory Reforms Performance

The comparative analysis on the implementation of JnNURM reforms at state achievement was quite low. Only few states such as Gujarat and Maharashtra have been leading among Indian states to achieve the JnNURM reforms. The overall percentage of reforms implementation is hardly only 45 to 50 percent.

The reforms performance is based on the attitude of the state government. In fact, all states are needed to implement the JnNURM reforms to ensure better governance. However, most of the state governments have been able to implement only few components of reforms out of eight i.e. (1) repeal of ULCRA, (2) 74th CAA (constitution of DPC), (3) enactment of community participation law, (4) stamp duty rationalization to 5 percent, (5) enactment of community participation. While they have not been able to implement other important reforms such as (6) transfer of water supply and sanitation, (7) transfer of city planning function, (8) reforms in rent control. The most important component of reform is 74th CAA (transfer of 12 scheduled functions) which is to delegate identified functions to ULBs. However, this reform has not been achieved till date and this is main reason for poor performance of JnNURM in the first phase.

Based on the performance of the states level in India has reveals that state government has different attitude towards reforms implementation. In order to plan and execution of the projects in city development, state government seems less intension of reforms implementation. Reforms implementation is high required to build up Capacity Building (CB). Hence implementation of Short Term Plan (STP) and Medium Term Plan (MTP) is to be carried out in time (figure-3).

Conclusion

In the above identified components of reforms at state level, the strategy for reforms has been designed in following manner that – out of ten components of reforms at state level – top priority should be given to implementation of (1) transfer of water supply and sanitation, (2) transfer of city planning function, and (3) transfer of 12th schedule function (74th CAA). This should be implemented within 1 year. The remaining reforms have to be carried the implementation in the coming 2 years (Figure 3). Good governance is character to achieve JnNURM reforms. Finally, it suggests encouraging for capacity building to act as smart governance.

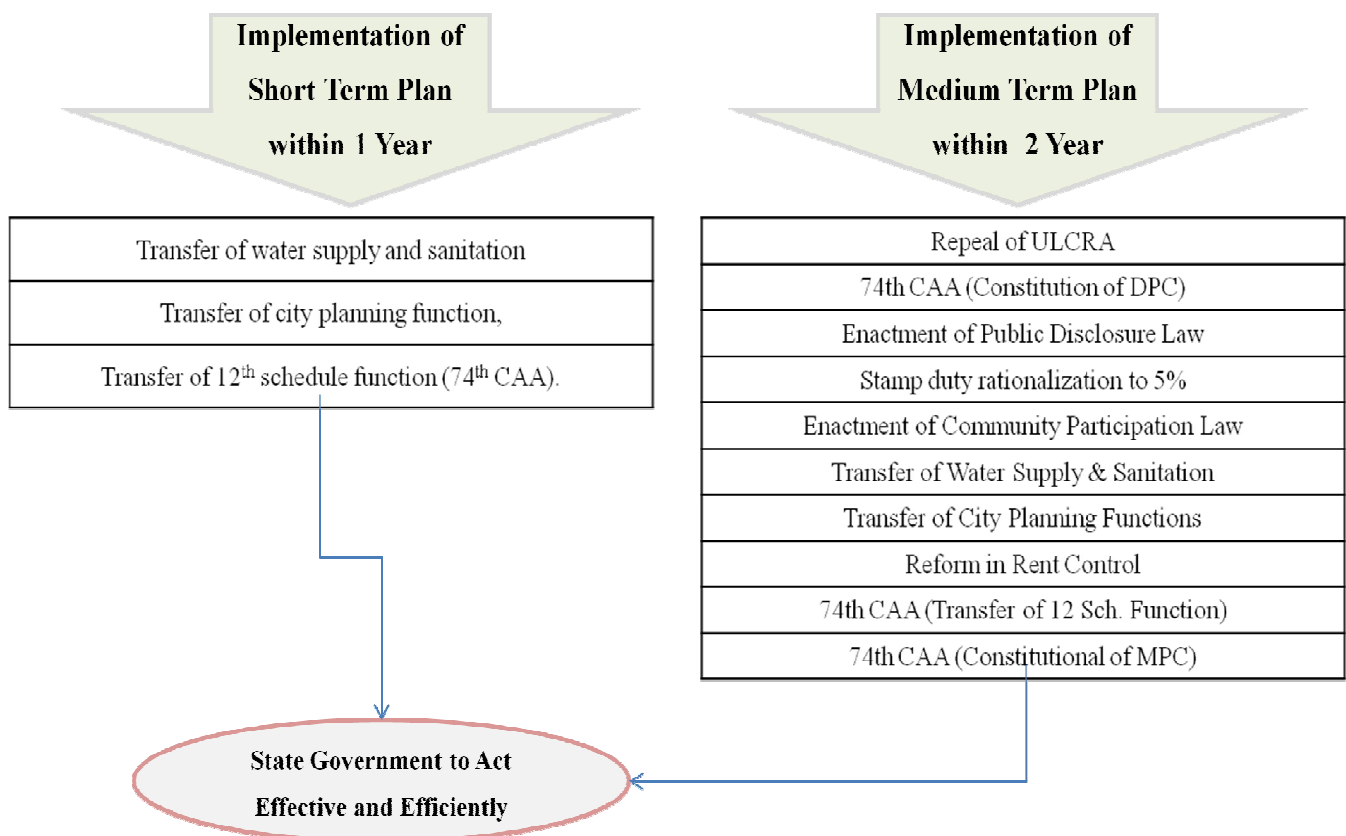


Figure-3
Reforms Implementation Plan under JnNURM

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