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2001**

INDIA: National Report
Progress of Implementation of the Habitat Agenda (1996-2000)



GOVERNMENT OF INDIA
Ministry of Urban Development and Poverty Alleviation

Acronyms

ADB	Asian Development Bank
A&OE	Administration and Office Expenses
ARV	Annual Rental Value
ASI	Archaeological Survey of India
ATI	Administrative Training Institute
BMTPC	Building Materials and Technology Promotion Council
BOOT	Build Own Operate Transfer
BOT	Build Own Transfer
CBOs	Community Based Organisations
CDF	Community Development Fund
CDS	Community Development Societies
CETP	Combined Effluent Treatment Plant
CIDCO	City and Industrial Development Corporation
CITYNET	Network of Urban Local Governments, Development Authorities and Non-Governmental Organisations in the Asia-Pacific Region.
CLGF	Commonwealth Local Government Forum
CMDA	Calcutta Metropolitan Development Authority
CMDA	Chennai Metropolitan Development Authority
CPCB	Central Pollution Control Board
DDA	Delhi Development Authority
DOT	Department of Telecommunication
DUDA	District Urban Development Agency
DWCUA	Development of Women and Children in Urban Areas
DWS	Disaster Warning System
EIUS	Environmental Improvement of Urban Slums
EWS	Economically Weaker Sections
GDP	Gross Domestic Product
GIS	Geographic Information System
GSTP	Global System of Trade Preferences
HDF	Highway Development Fund
HDFC	Housing Development Finance Corporation
HIG	High Income Group
HRD	Human Resource Development
HSMI	Human Settlement Management Institute
HUDCO	Housing and Urban Development Corporation
IAY	Indira Awaas Yojana
IEC	Information, Education and Communication
IIM	Indian Institute of Management
INSAT	Indian Satellite
IRDPA	Integrated Rural Development Programme
Lakh	Unit to measure 100,000.
LIC	Life Insurance Corporation
LIG	Low Income Group

CONTENTS

<i>Foreword</i>	ii
<i>Executive Summary</i>	ix-xii
Chapter 1 – Shelter	1-19
1.1 Introduction and Policy Framework	
1.2 Housing Needs Assessment	
1.3 Efforts to Promote Adequate and Affordable Housing	
1.4 The National Housing and Habitat Policy, 1998	
1.5 Secure Tenure	
1.6 Access to Basic Services	
Chapter 2 – Social Development and Eradication of Poverty	20-30
2.1 Introduction and Policy Framework	
2.2 Programme Intervention for Poverty Alleviation	
2.3 Programme Intervention for Slum Improvement	
2.4 Education and Learning	
2.5 Providing Equal Opportunity for a Healthy and Safe Life	
Chapter 3 - Environmental Management	31-39
3.1 Introduction and Policy Framework	
3.2 Promoting Geographically-balanced Settlement Structures	
3.3 Reducing Urban Pollution	
3.4 Disaster Mitigation and Rehabilitation of Disaster Victims	
3.5 Promoting Effective and Environmentally-sound Transportation Systems	
3.6 Initiatives for the Preparation of Local Agenda 21	
Chapter 4 - Economic Development	40-43
4.1 Introduction and Policy Framework	
4.2 Programme Initiatives	
Chapter 5 - Governance	44-50
5.1 Participation in Civic Engagement	
5.2 Transparency and Accountability in Urban Governance	

Chapter 6 - International Cooperation	51-55
6.1 Regional Cooperation of Urban Local Bodies	
6.2 Information Sharing and Capacity Building	
6.3 Technology Transfer	
6.4 Global Programmes for Strengthening City Capacities	
6.5 Priority Areas for Future Cooperation	
6.6 Steps to Enhance International Cooperation and Partnership	
Chapter 7 - Future Actions and Initiatives	56-60
7.1 Priorities for Shelter Development	
7.2 Priorities for Sustainable Urban Development	
7.3 Priorities for Capacity Building and Institutional Development	
7.4 Priorities for International Cooperation	
Annexures	
1. National Agenda for Governance	61-68
2. Innovative Building Materials and Construction Technologies Developed and Promoted for Strengthening of Housing Activities	69-71
3. The Swarna Jayanti Shahari Rozgar Yojana – Guidelines	72-82
4. Special Central Assistance to States for Slum Development – Guidelines	83-85
5. Environmental Management Plan: Kanpur Urban Area	86
6. Twelfth Schedule	87
7. i) List of Persons/Organisations Consulted for Preparing the National Report	88-90
ii) List of Participants for National Steering Committee Meeting for Finalisation of National Report - November 10, 2000, New Delhi	91-92
References	93-94

List of Tables

1. Housing Shortage	2
2. Physical and Financial Achievements under Indira Awaas Yojana since inception	3
3. Election to Urban Local Bodies	47

List of Boxes

1. Private Sector Participation in Housing	4
2. The Economics of Construction Sector	6
3. Cost-Effective Building Materials and Technology Features	8
4. SEWA Bank's Role in Poverty Alleviation in India	12
5. Navi Mumbai, Maharashtra – A Success Story	13
6. Slum Development in Mumbai by Shivshahi Punarvasan Prakalp Ltd.	14
7. Narela: a Happy Example of Relocation and Rehabilitation	15
8. SJSRY Progress at a glance	23
9. The Kudumbashree Programme	24
10. Integrated Approach to Women's Empowerment in Andhra Pradesh	25
11. Lok Jumbish (People's Movement for Education for All)	27
12. Rejuvenation of culturally significant cities; Varanasi	32
13. Delhi MRTS	36
14. Municipal Autonomy	38
15. Community Development Fund (CDF) for Urban Poor	42
16. Capacity Building of Women Elected Representatives at City Level	49
17. Property Tax Reforms	50

MHADA	Maharashtra Housing and Areas Development Authority
MIG	Middle Income Group
MMRDA	Mumbai Metropolitan Regional Development Authority
MRTS	Mass Rapid Transit System
MTS	Mass Transit System
NCHF	National Cooperative Housing Federation
NCOP	National Council for Older Persons
NGO	Non-Governmental Organisation
NHAI	National Highway Authority of India
NHB	National Housing Bank
NHC	Neighbourhood Committees
NHG	Neighbourhood Groups
NHHP	National Housing and Habitat Policy
NPA	National Plan of Action
NPRD	National Programme for the Rehabilitation of the Disabled
NRCP	National River Conservation Project
NRY	Nehru Rozgar Yojana
NSDP	National Slum Development Programme
NSFDC	National Scheduled Castes and Scheduled Tribes Finance and Development Corporation
NSS	National Sample Survey
Pattas	Land Tenure
PDS	Public Distribution System
PMIUPEP	Prime Minister's Integrated Urban Poverty Eradication Programme
PSU	Public Sector Undertakings
RBI	Reserve Bank of India
RCC	Reinforced Cement Concrete
RCH	Reproductive and Child Health
RCV	Resident Community Volunteers
Rehri	Vending Cart
Rs.	Rupees (Indian Currency); 1US\$= Rs.45 (approx)
SC/ST	Scheduled Caste/Scheduled Tribe
SEWA	Self-Employed Women's Association
SJSRY	Swarna Jayanti Shahari Rozgar Yojana (Golden Jubilee Urban Employment Programme)
SIDA	Swedish International Development Agency
SPPL	Shivshahi Punarvasan Prakalp Ltd.
SUDA	State Urban Development Authority
TCPO	Town and Country Planning Organisation
UBSP	Urban Basic Services for Poor
ULB	Urban Local Bodies
UMP	Urban Management Programme
UNCHS	United Nations Centre for Human Settlements
UNEP	United Nations Environment Programme
UNICEF	United Nations Children's Fund
UP	Uttar Pradesh

USAID	United States Agency for International Development
USEP	Urban Self Employment Programme
UTs	Union Territories
UWEP	Urban Wage Employment Programme
WHO	World Health Organisation
WTO	World Trade Organisation

FOREWORD

In June 1996, 171 governments at the second United Nations Conference on Human Settlements (Habitat-II) held in Istanbul adopted the Habitat Agenda. The Habitat Agenda is a sign of commitment to improve the quality of life in the cities, towns and villages of the world. Five years after the Habitat-II, the General Assembly of the United Nations is due to review and appraise the implementation of the Habitat Agenda in a Special Session in June 2001 in New York. All the governments which participated in Habitat-II are being invited to this Special Session of the United Nations General Assembly (Commonly known as Istanbul+5) to present their achievements and review progress on the commitments made by them at Istanbul. In preparation for this Special Session the United Nations organised a series of meetings during the year 2000 at regional and global levels to discuss the implementation of the Habitat Agenda. These meetings specifically discussed the progress in areas identified by UNCHS from the Habitat Agenda. They included Shelter, Social Development and Eradication of Poverty, Environmental Management, Economic Development, Governance and International Cooperation on the part of all the participating governments.

The Special Session of the UN Assembly provides a unique opportunity to member countries of the United Nations not only to review what has been achieved by the Member States during this short interval of five years after Habitat-II, but also to focus on the tasks ahead so that the governments alongwith the various other actors in the human settlements sector all over the world may plan, develop and manage human settlements in future and make them more livable and sustainable. This will also be an opportunity to share experiences among the international community which may enable members countries to implement the Habitat Agenda much more effectively in the first decade of the new millennium.

India's National Report brings out fully the efforts made by the government, the public sector and other key actors including NGOs, CBOs, the private sector, the civil society and the people themselves to implement the Habitat Agenda and gives an objective assessment of what has been achieved and what needs to be done in our endeavour to provide adequate shelter for all in a rapidly urbanising India.

The National Report prepared through wide consultations with all key stakeholders reflects a consensus approach in areas of shelter, poverty, environmental management, economic development and urban governance. It reflects India's commitment to the implementation of the Habitat Agenda adopted at Istanbul in 1996. It also chalks out a future plan of action keeping in view the nation's priorities for shelter and sustainable urban development.

S.S. Chattopadhyay
Secretary
Department of Urban Employment
and Poverty Alleviation
Government of India

New Delhi
January, 2001

Chapter 1: SHELTER

1.1 Introduction and Policy Framework

India's National Report in 1996 had Stated that meeting the existing housing shortage was a priority. The National Housing and Habitat Policy (1998) is a conscious effort to redefine housing from a mere physical asset to a more dynamic concept - that of a sustainable living habitat. The concept of shelter has undergone a change since 1998. The process of fine tuning the definition of 'adequate shelter' is still on; it includes adequate physical and social infrastructure, use of energy-saving and cost-effective building material, a good clean living environment, and other such parameters. The emphasis is, therefore, on a Human Settlement Technology rather than a civil engineering approach.

The short-term action plan outlined in the India National Report, 1996 emphasized upgradation of housing stock in both urban and rural areas by enhancing its durability, providing better amenities and services, and reducing congestion in the existing housing stock. The UNCHS Habitat Agenda of 1996 lays emphasis on removing legal, administrative, institutional, financial and gender-biased hindrances in gaining access to basic shelter needs. The National Housing and Habitat Policy (1998) reveals, therefore, a conscious shift and, talks of the practical aspects of providing housing by involving various stakeholders, the corporate and cooperative sectors, housing finance institutions and research institutions, with government playing the role of a facilitator. In the background of these Stated intentions, this section outlines the present scenario and progress made so far.

1.2 Housing Needs Assessment¹

Several estimates of housing shortage exist but these are at a disaggregated level. The trends are briefly indicated here:

¹ A dwelling unit is defined as the accommodation occupied by a household for its residential purpose. The structure may be classified into 3 district categories, viz. *pucca*, *semi-pucca*, and *katcha*. A *katcha* structure is one whose walls and roofs are made up of mud, bamboo, grass, leaves, reeds, thatch, or unburnt bricks. A *pucca* structure is one whose walls and roof are made up of burnt bricks, stone, cement, concrete, jack board (cement-plastered reeds), mosaic, tiles, or timber. Tiles, galvanised tin, or asbestos cement sheets used in construction of roofs will be regarded as *pucca* material. A *semi-pucca* structure is one in which either the roof or the walls, but not both, is made like that of *pucca* structure.

Source: Sarvekshana, Journal of the NSSO, Vol.XX No. 4, pp. 11&12, April-June,1997.

Chapter 3: ENVIRONMENTAL MANAGEMENT

3.1 Introduction and Policy Framework

The key aspects of the Habitat Agenda concerning environmental management are: (a) promotion of geographically-balanced settlement structures, (b) management of supply and demand for water and sanitation in an effective manner, (c) reduction of urban pollution, (d) prevention of disasters and rebuilding of settlements, (e) promotion of effective and environmentally sound transportation systems, and (f) supporting mechanisms to prepare and implement local environmental plans and Local Agenda 21 initiatives.

The National Plan of Action (NPA), prepared and adopted during Habitat-II in 1996 mentions the development of sustainable human settlement as one of the priority areas. To achieve this goal a large number of initiatives have been taken. Some of the major achievements and new initiatives are given below:

3.2 Promoting Geographically-balanced Settlement Structures:

The steps taken to achieve balanced development include:

- Formulation of a National Population Policy, 2000. The long-term objective of this policy is to achieve a stable population by 2045, at a level consistent with the requirements of sustainable economic growth, social development, and environmental protection.
- Formulation of a Draft National Urban Policy for promoting balanced urban growth in tune with the economic reforms and keeping in view the elements of national urban strategy listed out in the regional Action Plan on Urbanisation adopted by the ESCAP countries as per the New Delhi Declaration. The draft policy takes into account the process of decentralisation initiated through the 74th Constitution Amendment Act and gives due cognizance to the overall developmental goals of States, their physical and financial resources, growth potential of towns in different regions, and integration of spatial and economic planning.
- Preparation of State-of-the Environment report for urban areas is in progress. Studies on Calcutta, Bangalore, and Kanpur have been completed (Refer Annexure-V: Environmental Management Plan: Kanpur Urban Area).

ANNEXURES

NATIONAL AGENDA FOR GOVERNANCE

Adopted by the then Union Government in March 1998:

Preamble

In the elections to the 12th Lok Sabha, the BJP and its alliance partners went to the people as a team and sought their support for forming a new government. The electorate gave its verdict. The BJP and alliance partners unitedly won. We have the mandate to govern. This we will do mindful of the high responsibility and honour that has been conferred upon us.

On this occasion we recollect the core of the appeal for support that we had made: the assurance of a 'stable government and an able leadership'. As a reaffirmation of that and in joint and unanimous commitment to this high national endeavour, together the BJP and its alliance partners now present to the country a "National Agenda for Governance."

This is our joint commitment, an assurance that we give together to the entire country. We do so conscious of the deep historic import of the moment in this, the Golden Jubilee year of our independence; of the great relevance and significance of: 'The Agenda For India'; adopted unanimously by both Houses of Parliament on that occasion; the impending end of the twentieth century and the dawning of a new millennium. On this occasion we appeal for and aspire to the advent of a new political age of reconciliation and accord; of dynamic economic growth with our cherished values of humanism in the forefront, and above all with an unshakable faith in the destiny of our great land and its people.

Governance

1. Our first commitment to the people is to give a stable, honest, transparent, and efficient government capable of accomplishing all-round development. For this the government shall introduce time-bound programmes of needed administrative reforms including those for the police and other Civil Services.

Economy

2. We will continue with the reform process, give it a strong 'Swadeshi' thrust to ensure that the national economy grows on the principle that 'India shall be built by Indians'; reappraise and revitalise reforms through giving primacy to removal of unemployment, and to an accelerated development of infrastructure, particularly energy and power production. We will bring GDP growth to the 7-8

¹ Annexure-I as referred to in the report on p.4

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- per cent bracket, and control deficits – fiscal and revenue. We will take all such steps as would expedite implementation of policies and programmes in accordance with our national interests; and give to the entire national development efforts a humane face with total eradication of poverty as the ultimate goal. For this '*Berozgari Hatao*' – eradicate unemployment – is our call.
3. We will carefully analyse the effects of globalisation, calibrate the process of it by devising a timetable to suit our national conditions and requirements so as to not undermine but strengthen the national economy, the indigenous industrial base, and the financial and services sectors.
 4. We will earmark 60 per cent of the Plan funds for effective public investment in agriculture, rural development, irrigation and, by diverse incentives, including tax shelters, achieve a quantum leap in agricultural production so that agriculture, horticulture, forestry, food processing, fisheries, and so on become the vehicles for growth resulting in an enhancement of the purchasing power of the people. Effective crop insurance schemes will be introduced. Special efforts will be made in animal husbandry, dairying, particularly in respect of the cow and its progeny. This is one of the routes to generating employment, thus eradicating hunger and poverty in rural as well as urban areas. We will continue with farm subsidies but make them more direct, efficient, and specific. Development of medium and small-scale irrigation projects shall receive priority attention; emphasis for investment here will be in accordance with the potential for development.
 5. We will adopt a National Water Policy which provides for effective and prompt settlement of disputes and their time-bound implementation.
 6. We will increase the national savings to 30 per cent of the GDP in the next five years by appropriate incentives and through motivation: encourage Foreign Direct Investment in core areas so that it usefully supplements the national efforts and discourage FDI in non-priority areas.
 7. We will institute a comprehensive study of the financial, technological, and social security requirements of the self-employed and unincorporated sector, also constitute a Development Bank to promote this largest segment of the national economy which, too, has great employment and self-employment potential. Further, in addition to financial support institutions, we will bring into being other institutional systems for providing services, technology, and marketing facilities for artisans, the small-scale, village, khadi, powerloom, handloom, handicrafts, and such other industries. This and the agricultural sectors are untapped sources with unlimited scope for generation of employment.
 8. We will give a major thrust to infrastructure development, particularly energy and power, by recommencing public expenditure in the sector. Towards this we will access long-term funds in the national and international markets, remove administrative bottlenecks, reverse the slowdown in this critical area of national economy, thus giving a fresh impetus to growth.

9. We will undertake a review of all laws and regulations relating to industry so as to free it from bureaucratic control; institute a system of voluntary compliance with laws, including tax laws; ensure speedy redressal of industrial sickness; arrange for meaningful interaction between industry and government; and revive the capital market as a viable and transparent mechanism for raising capital. We will also expedite comprehensive reform of the Public Sector Undertakings (PSU), including restructuring, rehabilitation, and divestment.

Labour

10. We will make labour, both organised and unorganised, an equal and proud partner in the production of the nation's wealth and in its progress. Laws relating to equal pay for equal work for men and women shall be strictly implemented.

Eradication of Unemployment

11. Recognising the right to work of every citizen, the main thrust of the new government will be to *Berozgaari Hatao* (Eradicate Unemployment). As against the present trend of jobless growth, our government will measure growth by generation of gainful employment. Our new investment and institutional thrust to agriculture, the self-employed, the unincorporated sector, infrastructure development, and housing will act as the vehicles for massive employment creation at all levels.

Food Security and Price Stability

12. We will ensure food security for all, create a hunger-free India in the next five years and reform and improve the Public Distribution System so as to serve the poorest of the poor in rural and urban areas. We will also ensure price stability by all appropriate means and necessary legislation.

Health and drinking Water

13. We will ensure that potable drinking water is available to all villages in the next five years. We will strive to achieve 'Health for All' by diverse programmes.

Education for All

14. We are committed to a total eradication of illiteracy. We will formulate and implement plans to gradually increase the governmental and non-governmental spending on education up to 6 per cent of the GDP to provide education for all. We will implement the constitutional provision of making primary education free and compulsory up to 5th standard. Our aim is to move towards equal access to, and opportunity of equal educational standards up to the school-leaving stage. We shall strive to improve the quality of education at all levels – from primary schools to our universities.

Housing for All

15. Shelter is a basic human requirement that needs to be met on a priority basis. We are therefore committed to evolving a National Housing and Habitat Policy in consultations with State governments, aimed at providing housing for all towards this end. We shall facilitate construction of 2 million additional housing units annually. As in other programmes, the emphasis will be on the benefit to the poor and the deprived.

Empowerment of Women

16. We will legislate for the reservation of 33 per cent of the seats in Parliament and State Assemblies for women; and also institute plans for providing free education for girls up to the college level, including professional courses, so as to better empower women. We will also set up a Development Bank for women entrepreneurs in the small-scale and tiny sectors.

Harnessing Yuva Shakti

17. Our youth are not only the strength of the family, village, locality, and the community, they are also the future of our nation. We will take all necessary steps to mobilise this most idealistic, inspired, and energetic section of our society in the mission of nation-building. For this purpose, we shall build national consensus for the creation of a National Reconstruction Corps aimed at environmental protection, ecological tasks, reclamation of wasteland, including afforestation, and for spreading literacy. We will have a time-bound programme for promotion of sports.

Children

18. We will present a National Charter for Children. Our aim is to ensure that no child remains illiterate, hungry, or lacks medical care. We will take measures to eliminate child labour.

Population

19. A suitable and judicious mix of incentives and disincentives for population control shall be presented early so that national commitment on this critical issue is obtained.

Constitutional and Legal Reforms

20. We will appoint a Commission to review the Constitution of India in light of the experience of the past 50 years and to make suitable recommendations.

21. We are convinced that there is a clear case for devolution of more financial and administrative powers and functions to the States. We will take suitable steps to ensure harmonious Centre-State relations in the light of the recommendations of the Sarkaria Commission and also effect decentralisation right up to the grassroots' level by activating and involving panchayats and local bodies. States of the Union where the percentage of population below the poverty line has increased during the last five decades shall receive special attention. A Backward Area Commission for each State of the Union to identify the least developed areas and recommend comprehensive measures for their development shall be instituted. A Committee will be set up to study the feasibility of treating all 19 languages included in Schedule 8 of the Constitution as official languages.
22. We will introduce necessary electoral reforms on the basis of the recommendations of the Goswami Committee so as to deal with the malaise of defections, corruption, and criminalisation of politics, and to prevent electoral malpractices.
23. We will set up a National Judicial Commission which will recommend judicial appointments in High Courts and the Supreme Court and draw up a code of ethics for the judiciary.

Corruption

24. We will enact the Lok Pal Bill with adequate powers to deal with corruption charges against anyone, including the Prime Minister. In the administration of justice, we shall not allow discrimination between the rich and the poor, the empowered and the powerless; we shall restore the majesty of law, and the objectivity of the State.

New States

25. We will give full Statehood to Delhi and also create Uttaranchal, Jharkhand, and Chhattisgarh as new States.

National Security

26. The state of preparedness, morale, and combat effectiveness of the Armed Forces shall receive early attention and appropriate remedial action. We will establish a National Security Council to analyse the military, economic, and political threats to the nation, also to continuously advise the government. This council will undertake India's first ever Strategic Defence Review. To ensure the security, territorial integrity, and unity of India we will take all necessary steps and exercise all available options. Towards that end we will re-evaluate the nuclear policy and exercise the option to induct nuclear weapons.

Internal Security

27. We are committed to ensuring the safety and security of all citizens in all parts of the country. For reaching this goal, we will take effective steps to create a riot-free order and a terrorism-free India.

International Relations

28. We will strive to secure for India a place, role, and position in the global arena, consistent with our size and capability and promote peaceful relationship with all neighbours on a reciprocal basis. We will promote and strengthen regional and civilisational grouping on the lines of SAARC and ASEAN, and reorient our diplomacy to pursue our economic and commercial goals. We will formulate our agenda on the WTO issues in the wider perspective of the universal goal of creating a world order which is more equitable, humane, and free of exploitation. To this end, we will attempt to build a system of trade and economic cooperation through an expanded global system of trade preferences (GSTP) among developing countries. In the WTO we will assert more robustly India's national interests.

Genuine Secularism

29. We are committed to establishing a civilised, humane, and just civil order, an order which does not discriminate on grounds of caste, religion, class, colour, race, or sex. We will truly and genuinely uphold and practice the concept of secularism consistent with the Indian tradition of '*Sarva panth samadara*' (equal respect for all faiths) and on the basis of equality of all. We are committed to the economic and educational development of the minorities and will take effective steps in this regard.

Schedule Caste's (SCs), Schedule Tribes (STs) and Backward Classes

30. The interests of Scheduled Castes, Scheduled Tribes, and Backward Classes will be adequately safeguarded by appropriate legal, executive, and societal efforts and by large-scale education and empowerment. We will provide legal protection to existing percentages of reservation in educational institutions at the State level. We will continue to offer all assistance to the SCs, STs, and Backward Classes to ensure their speedy socio-economic development. We will remove the last vestiges of untouchability from our society. Further, we will present a National Charter for Social Justice (*Samajik Nyay*) based on the principle of social harmony (*Samajik Samarasata*).

Environment

31. We will establish an appropriate legal framework for the protection of the environment and unveil a National Environment Policy to balance between development and ecology.

Prasar Bharati

32. We will improve the Prasar Bharati Act as originally enacted (before its amendment by ordinances) to make it an effective instrument accountable to Parliament. We will also enact the Broadcasting Bill to regulate private broadcasting and to protect Indian interests. We will restrict foreign equity holding in private television broadcasting to 20 per cent and prevent cross-holding to avoid emergence of monopolies in the media.

Science and Technology

33. For sustainable national development and the long-overdue transformation of India into a modern, prosperous and knowledge-driven nation, we will ensure integration of efforts in the field of science and technology with development programmes in various socio-economic sectors. We will speed up the modernisation of National Laboratories, strengthen R&D and establish centres of excellence.

Information Technology

34. A new revolution is sweeping the globe – that of Information Technology. We believe that Information Technology is an important vehicle for future development. We are committed to ensuring that India is a full and equal partner in its global progress; indeed, that India can be a software superpower. We will, for that purpose, unveil a National Informatics Policy with short, medium, and long-term perspectives.

A New Norm for Governance by Consensus

35. Finally, we are convinced that a nation of nearly 1,000 million people representing a sixth of humanity cannot be governed on the arithmetics alone of majority and minority. Governance must become unifying, not divisive, in its practice. It is this mindless manner of the domination of the majority that has led to bitterness, hostility, and confrontation and has even made the opposition and ruling parties like permanent adversaries. This destructive trend of the politics of negativism and untouchability which has distorted our body politic in the last few decades calls for an immediate corrective. We will, therefore, strive to develop national consensus on all major issues confronting the nation by involving the opposition parties and all sections of society in dialogue. We will also try for a consensual mode of governance as far as practicable.

Conclusion

This National Agenda is a sincere and solemn covenant aimed at changing the content and culture of governance of this great nation, freeing it of the triple curses of hunger (*bhookh*), fear (*bhay*), and corruption (*bhrashtachar*) and transforming it into a New India that is prosperous, strong, self-confident, and at peace with itself and the world. We appeal for the cooperation of all parties and all sections of society in this great endeavour.

Innovative Building Materials and Construction Technologies Developed and Promoted for Strengthening of Housing Activities

A number of environment-friendly, energy-efficient, and cost-effective alternate building materials and components have been developed in India and are being commercially produced to meet the housing needs particularly for low-income segments of population. The new materials and technologies developed are mostly based on utilisation of agro-industrial wastes and byproducts. These technologies are being adopted on a large-scale and have shown a very good potential for job creation, employment opportunities and are being integrated in the poverty alleviation programmes by establishing micro - and small-scale enterprises to enhance production and application and availability at decentralised locations in different regions of the country.

i) Building Materials and Components Based on Agro-industrial Wastes

Several building materials and components have been developed utilising the wastes, byproducts, and residues from agriculture, industry, mining activities, and natural fibres. After establishing their techno-economic feasibility, a number of these materials/components are being commercially produced. The agricultural and industrial wastes which have been utilised for converting into building materials and components include:

Industrial Wastes: Fly ash, Blast Furnace Slag, Cinder, Coal Washery Waste, Copper Mine Tailing, Copper Plant Waste, Gypsum Mine Waste, Iron Tailing, Kiln Dust, Lime Stone Waste, Lime Sludge, Paper Waste, Phosphogypsum, Red Mud, Waste Glass, Waterworks Silts, Zinc Tailings.

Agricultural Wastes: Rice Husk, Bagasse, Banana Leaves and Stalks, Coconut Husk, Groundnut Shell, Jute Stick, Rice Reeds and Wheat Reeds, Sawmill Blocks, Waste Boards, Sisal Fibres, Cotton Stick.

Materials and Components developed, commercially produced and adopted in construction are given below:

- Door-window shutters, partition panels using Red mud/Fly ash, jute fibre bonded with polymer
- Flush door shutters using a composite of expanded polystyrene and red mud

Annexure-II as referred to in the report on p.9

- Door shutters using mineral wool derived from blast furnace slag-a waste from the steel industry
- Cementitious binders from industrial lime sludges
- Fly ash sand lime bricks and blocks and fly ash clay bricks
- Panel materials, door shutters and fibre boards from coir and jute fibre
- Wall panels based on phosphogypsum-a waste from fertiliser industry
- Flooring tiles and roofing sheets from red mud-a waste from the aluminium industry
- Medium density fibre boards using bagasse-a waste from the sugar industry
- Medium density fibre boards using cotton stalk
- Particle boards based on rice husk
- Panel boards and plywood based on coir, jute, and sisal fibre
- Bricks and masonry cement using mine tailings from copper and iron ore mining
- Anti-corrosive paint using fly ash
- Walling blocks and masonry binder from marble industry waste.

ii) Environment-friendly and Energy-efficient Materials and Production Technologies

In order to conserve natural raw material and forest resources a number of environment-friendly building materials/components have been developed which can be produced from renewable resources like agro-industrial wastes, short period harvest woods, and natural fibres. Their production processes are energy-efficient and have shown a good potential for reducing GHG emissions.

- Activated lime pozzolana binders
- Insulating bricks from rice husk
- Composite materials for door window shutters, roofing sheets using natural fibres in polymer or cement matrices
- Eco-friendly flush door shutters from rubber wood, poplar wood, and other plantation timbers
- Laminated split lumber panel doors and frames from rubber wood
- Veneer laminated lumber panel doors from poplar wood
- Bamboo mat corrugated roofing sheets, and bamboo-based flat boards
- Stabilised clay bricks and blocks
- Ferrocement door shutters, wall panels, and roofing components
- Vertical shaft kiln for making clay fly ash bricks
- Coconut pith-cement panels, cellular light weight concrete blocks and slags.

iii) Production Technologies Developed and Practised for Enhancing Employment Opportunities in Urban and Rural Settlements

Following machines have been developed which are being utilised for production of a variety of cost-effective building components and used in construction of housing and other community buildings like schools, health centres, anganwadies, and other such buildings. These machines have helped in generating employment

in urban and rural areas. These are also being utilised for production of materials and components in several post-disaster repair and reconstruction of houses in Uttar Pradesh, Orissa, Andhra Pradesh, Madhya Pradesh.

The machines have been demonstrated in African region where entrepreneurs from seven countries evinced interest in buying the machines. The entrepreneurs from Tanzania have already purchased most of these and orders are being received from few other countries such as Mozambique, Uganda, Zambia.

- 1 Solid/hollow Concrete block making machine (egg-laying type)
- 2 Solid/hollow Concrete block making machine (standing type)
- 3 Precast Concrete door/window frame-making machine
- 4 Ferrocement Roofing channel-making machine
- 5 Micro Concrete Roofing tile-making machine
- 6 Concrete Block/brick-making machine
- 7 Compressed Earth block-making machine (low capacity)
- 8 Compressed Earth block-making machine (high capacity)
- 9 C-brick machine for fly ash/sand lime bricks
- 10 Alternate Station Hydraulic brick-making machine
- 11 Stone/coal disintegrator (crusher)
- 12 Bar and Pipe cutting machine
- 13 Bi Directional Vibro Press for bricks, blocks (solid and hollow), pavers
- 14 Ferrocement Wall Panel-making machine
- 15 Precast RCC Plank-making machine
- 16 Precast RCC Joist-making machine
- 17 Solid and Hollow Concrete block-making machine (handheld type)
- 18 Precast L-panel making machine
- 19 Combination Machine for lintels, shelves, and roofing planks
- 20 Finger shaping and jointing machine for making components based on plantation timbers
- 21 Stone-cutting and polishing machine.

THE SWARNA JAYANTI SHAHARI ROZGAR YOJANA

Guidelines

Introduction

The Swarna Jayanti Shahari Rozgar Yojana (SJSRY) seeks to provide gainful employment to the urban unemployed or underemployed poor through encouraging the setting up of self-employment ventures or provision of wage employment. This programme relies on creation of suitable community structures on the UBSP pattern and delivery of inputs under this programme is through the medium of urban local bodies and such community structures.

The Swarna Jayanti Shahari Rozgar Yojana is funded on a 75:25 basis between the Centre and the States.

The Swarna Jayanti Shahari Rozgar Yojana consists of two special schemes, namely:

- (i) The Urban Self Employment Programme (USEP)
- (ii) The Urban Wage Employment Programme (UWEP)

Salient Features

The Swarna Jayanti Shahari Rozgar Yojana rests on a foundation of community empowerment. Rather than relying on the traditional method of top-down implementation, this programme relies on establishing and promoting community organisations and structures to provide supporting and facilitating mechanisms for local development. Towards this end community organisations like Neighbourhood Groups (NHGs), Neighbourhood Committees (NHCs), and Community Development Societies (CDSs) are to be set up in the target areas based on the UBSP pattern. The CDSs are the focal point for purposes of identification of beneficiaries, preparation of applications, monitoring of recovery, and generally providing whatever other support is necessary to the programme. The CDSs will also identify viable projects suitable for that particular area.

These CDSs may also set themselves up as Thrift and Credit societies to encourage community savings, as also other group activities. However, Thrift and Credit societies may be set up separate from the CDSs as well. These bodies will try to link local resource generation efforts with wider institutional finance. It is expected that these bodies will be registered under the Societies Registration Act or other appropriate Acts to provide them direct access to funds under various schemes as also a wider finance and credit base. A

Annexure-III as referred to in the report on p.22

maximum expenditure at the rate of Rs.100 per member for the first year, and Rs.75 per member for each subsequent year is allowed for activities connected with the CDSs. The CDS, being a federation of different community-based organisations, is the nodal agency for this programme. It is expected that they will lay emphasis on providing the entire gamut of social-sector inputs to their areas including, but not limited to, health, welfare, education, and other such parameters through establishing convergence between schemes being implemented by different line departments within their jurisdiction.

The Urban Self Employment Programme (USEP)

This programme has three distinct parts:-

- (i) Assistance to individual urban poor beneficiaries for setting up gainful self-employment ventures.
- (ii) Assistance to groups of urban poor women for setting up gainful self-employment ventures. This sub-scheme is called "The Scheme for Development of Women and Children in the Urban Areas (DWCUA)".
- (iii) Training of beneficiaries, potential beneficiaries and other persons associated with the urban employment programme for upgradation and acquisition of vocational and entrepreneurial skills.

Coverage

- (i) The programme is applicable to all urban towns in India.
- (ii) The programme is implemented on a whole-town basis with special emphasis on urban poor clusters.

Target Groups

- (i) The programme targets the urban poor, defined as those living below the urban poverty line, as defined from time to time.
- (ii) Special attention is given to women, persons belonging to Scheduled Castes/Tribes, disabled persons, and other such categories as may be indicated by the government from time to time. The percentage of women beneficiaries under this programme shall not be less than 30 per cent. SCs and STs must be benefited at least to the extent of the proportion of their strength in the local population. A special provision of 3 per cent is reserved for the disabled under this programme.
- (iii) Educational Qualifications: There is no minimum educational qualification for beneficiaries under this programme. However, to avoid an overlap with the PMRY scheme, for the self-employment component, this scheme shall not apply to beneficiaries educated beyond the IX standard, subject to the condition that this stipulation shall not apply to the training component of this scheme. Any person

living below poverty line is entitled to seek training under USEP for upgradation of his skill in various vocational trades as indicated elsewhere in the guidelines. This would help him to set up his own self-employment venture by securing loan from any other source or secure salaried employment with enhanced remuneration. As regards the wage employment component, there is no restriction of educational qualification whatsoever. Where the identified activity requires skill, training of an appropriate level, as may be necessary, is provided to the beneficiaries before extending financial support.

- (iv) A house-to-house survey for identification of genuine beneficiaries is done. Non-economic parameters are also applied to identify the urban poor in addition to the economic criteria of the urban poverty line. Community structures like the CDSs are involved in this task under the guidance of the Town Urban Poverty Eradication Cell/Urban Local Body. List of beneficiaries finalised is to be displayed at the Urban Local Body Office as also in the concerned local areas. For ease of operation, if desired, the house-to-house survey and beneficiary identification can be got done by the State nodal agency through any identified body at the ULB/community level specially empowered in this behalf.

All other conditions being equal, women beneficiaries belonging to women-headed households are ranked higher in priority than other beneficiaries. For purposes of this section, women-headed households mean households which are headed by widows, divorcees, single women, or even households where women are the sole earners.

Components

(i) Self-employment through setting up Micro-enterprises and skill development

This programme encourages under-employed and unemployed urban youth to set up small enterprises relating to servicing, petty business, and manufacturing, for which there is a lot of potential in urban areas. Local skills and local crafts are encouraged for this purpose. Each town has to develop a compendium of such projects/activities keeping in view the cost, marketability, economic viability, and other various activities. To avoid duplication with the ongoing Prime Minister's Rozgar Yojana (PMRY), this component of SJSRY is confined to below-poverty-line beneficiaries who have got education up to ninth standard with emphasis on those given a higher priority on the basis of the non-economic criteria. The maximum unit cost is Rs.50,000 and the maximum allowable subsidy is 15 per cent of the project cost, subject to a limit of Rs.7,500. The beneficiary is required to contribute 5 per cent of the project cost as margin money.

In case a number of beneficiaries, either male or a mixed group consisting of males and females, decide to jointly set up a project, such a project shall be eligible for a subsidy which will be equal to the total permitted subsidy per person as per the above criteria. In this case too the provision relating to 5 per cent margin money per beneficiary will apply. The overall project cost, which can be permitted, is the simple sum of the individual project cost allowable per beneficiary.

Skill development through appropriate training is another element of this programme. It is intended to provide training to the urban poor in a variety of service and manufacturing trades as well as in local skills and local crafts so that they can set up self-employment ventures or secure salaried employment with enhanced remuneration. Training is also imparted in vital components of the service sector like the construction trade and allied services like carpentry and plumbing and also in manufacturing low-cost building materials based on improved local technology. Services of the Building Centres sponsored by the HUDCO/BMTPC within the States may be utilised for this purpose, as per the local requirements.

Training institutions such as ITIs/Polytechnics/ShramikVidyapeeths, Engineering Colleges, and other suitable training institutions run by government, private or voluntary organisations may be utilised and provided appropriate support for this purpose. In addition, the Building Centres existing within the States may also be utilised.

The unit cost allowed for training is Rs.2,000 per trainee, including material cost, trainer's fees, other miscellaneous expenses to be incurred by the training institution and the monthly stipend, to be paid to the trainee. The total training period for skill upgradation may vary from two to six months, subject to a minimum of 300 hours.

Infrastructural support may also be provided to beneficiaries setting up micro-enterprises in relation to marketing of their products. This can be accomplished by providing selling places for the poor in the form of kiosks and *rehri* markets, setting up of "Nagar Palika Seva Kendras" for construction and other services, (like those provided by carpenters, plumbers, electricians, TV/radio/refrigerator mechanics who will be available to city residents on call), and through provision of weekend markets/evening markets in municipal grounds or on road sides on the one hand and technical assistance in relation to market surveys/trends, joint brand names/designs and advertising on the other hand. It is also proposed that a Service Centre should be set up at the CDS level for those who have undergone skill upgradation training. Appropriate space should be provided to trained persons who can be asked to enrol themselves with the Service Centre so that they could be sent to attend day-to-day skilled tasks on call from citizens against appropriate payment fixed by the Community Development Society (CDS). Appropriate publicity may be done within the town regarding the facilities available under the Service Centre.

Tool kits may also be provided to trainees who complete the training satisfactorily. The cost of tool kit should not exceed Rs.600. In case the cost exceeds Rs.600 there is no objection to the excess amount being met from funds other than this programme's funds or even as beneficiary's contribution.

(ii) Development of Women and Children in Urban Areas (DWCUA)

This scheme is distinguished by the special incentive extended to urban-poor women who decide to set up self-employment ventures in a group as opposed to individual effort. Groups of urban-poor women shall take up an economic activity suited to their skill, training, aptitude, and local conditions. Besides generation of income, this group strategy

shall strives to empower the urban-poor women by making them independent as also providing a facilitating atmosphere for self-employment.

To be eligible for subsidy under this scheme, the DWCUA group should consist of at least 10 urban poor women. Before starting income generating activity, the group members must get to know each other well, understand the group strategy, and also recognise the strength and the potential of each member of the group. The group is to select an organiser from amongst the members. The group will also select its own activity. Care should be exercised in the selection of activity because the future of the group will rest wholly on an appropriate selection. As far as possible activities should be selected out of an identified shelf of projects for that area maintained by the Town Urban Poverty Eradication Cell. In addition, every effort will be made to encourage the group to set itself up as a Thrift and Credit society.

Financial Pattern

The DWCUA group society is entitled to a subsidy of Rs.125,000 or 50 per cent of the cost of project whichever is less.

Where the DWCUA group sets itself up as a Thrift and Credit society, in addition to its other entrepreneurial activity, the group/Thrift and Credit society is also entitled to a lump sum grant of Rs.25,000 as a revolving fund at the rate of Rs.1,000 maximum per member. This revolving fund is available to a simple Thrift and Credit society also even if the society is not engaged in any project activity under DWCUA. This revolving fund is meant for the use of the group/society for purposes like:-

- (i) purchases of raw materials and marketing;
- (ii) infrastructure support for income generation and other group activities;
- (iii) one time expense on child care activity. Recurring expenses like salary for staff and other such expenses will not be payable;
- (iv) expenses not exceeding Rs.500 to meet travel costs of group members for visit to banks and the like.
- (v) where an individual member of a Thrift and Credit society saves at least Rs.500 in a fixed deposit for 12 months with the society, she is entitled to a subsidy of Rs.30 to be paid on her behalf towards a health/life/accident/any other insurance scheme for herself. Moreover, in cases where the member saves at least Rs.750 in a fixed deposit in 12 months, she is entitled to a subsidy of Rs.60, at the rate of Rs.30 for the member herself and either Rs.30 for her husband towards health/life/accident/any other insurance or Rs.30 for any minor girl child in her family for health/accident insurance. This expense may also be debited to the revolving fund; and

- (vi) any other expense allowed by the State as being necessary in the group or society's interest.

A DWCUA group/Thrift and Credit society is entitled for payment of revolving fund not earlier than one year after its formation. In other words, only such a body in existence and functioning for at least one year is eligible for payment of the revolving fund. The decision whether a group has been in existence and functioning for more than one year is taken on the basis of examination of the record of the group as regards the number of meetings held, the collections made from members towards group savings, the regularity of collection, the role of the group in capacity building or training of its members and other such activities.

Infrastructure Support

Special assistance may be provided for setting up of community Seva Kendras which could be used for multifarious activities such as work places/marketing centres for beneficiaries under this programme. These Seva Kendras should be administered on a day-to-day basis by the local CDS. Land for such Seva Kendras is to be provided free of cost either by the local body or any other agency. The construction of the Seva Kendra shall follow the norms laid down under the scheme of urban wage employment. However, not more than 10 per cent of the total allocation under the self-employment component can be spent on creation of infrastructure.

Training

States may utilise an amount up to a maximum of 5 per cent of their total allocation for training and capacity building of the personnel involved with the implementation of this programme whether State Government employees, ULB employees, CDS workers or any other involved parties. In all cases the training schedules and programmes drawn up by the States shall be integrated with the national training plan drawn up by the Department of UEPA. Care is taken to ensure that the latest information is presented during training. States is responsible for translating training material provided by the Government of India or its recognised institutions into vernacular so that it can be used effectively.

States may also consider developing in-house training capabilities within SUDAs and DUDAs by imparting adequate training to and skill development of officials attached with these institutions to enable them to work as trainers. Besides reducing reliance upon outside agencies, and imparting a field flavour to the training, thereby making it more relevant and responsive towards the situation on the ground, this will enable a much wider spread to be achieved in training programmes than would be possible if only one identified institution was involved with the training, as was the case earlier.

Information, Education and Communication Component

States may utilise upto 2 per cent of their allocation for activities under the IEC component. Once again, care shall be taken by the State to ensure that full use is made of

the material made available by the Department of UEPA and the recognised national institutions in this regard.

Administration and Office Expenses

States shall seek to minimise unproductive expenditure. In any case, not more than 5 per cent of the total allocated funds to the State can be utilised for A&OE purposes. A&OE expenses of ULBs and other structures down the line shall be met from the 5 per cent allowed for this purpose out of the funds placed at their disposal. Any expenditure incurred over and above this limit shall be met out of local resources. A further sum, not exceeding 3 per cent of the allocated amount at the ULB level can be used for strengthening the ULB structure, subject to the proviso that the said ULB should have set up the Urban Poverty and Eradication (UPE) cell.

The Urban Wage Employment Programme (UWEP)

This programme seeks to provide wage employment to beneficiaries living below the poverty line within the jurisdiction of urban local bodies by utilising their labour for construction of socially and economically useful public assets.

This programme applies to urban local bodies, the population of which was less than 0.5 million as per the 1991 Census.

The material labour ratio for works under this programme is to be maintained at 60:40. The prevailing minimum wage rate, as notified from time to time for each area, is payable to beneficiaries under this programme.

This programme is to be dovetailed with the State sector EIUS scheme as well as the NSDP. This programme is not designed to either replace or substitute the EIUS, the NSDP, or any other State sector schemes.

Method of Implementation

Community Development Societies (CDSs) survey and draw up a list of available basic minimum services in their areas. Missing basic minimum services first identified. Other requirements of physical infrastructure are listed thereafter. The term 'basic minimum services' above shall carry the same connotation as is carried under the scheme of EIUS.

The CDS prioritises the above services into two lists 'A' and 'B'. This prioritisation is final and not subject to change and modification by any other agency. List A is the order of priority for the missing minimum services whereas List B is the order of priority for other required infrastructure. These lists along with the remarks of the CDS with respect to where such services should be located and other such parameters is forwarded to the Town Poverty Eradication Cell at the beginning of the year.

The Town Poverty Eradication Cell separately consolidates both lists for the entire town and gets detailed technical estimates prepared for the same. Such detailed estimates drawn up first for the missing basic minimum services and thereafter for list 'B'. While drawing up the estimates the total availability of funds to the town is kept in view.

States are to delegate the power to issue administrative sanctions either to the ULB or to the respective DUDA.

In case the ULB is so empowered it examines the CDSs recommendations and takes a final decision on merits, and forwards the CDSs recommendation along with their own recommendations and technical sanctions to the DUDA for necessary action.

The DUDA examines the proposals received on merits, subject to the provision that proposals relating to basic minimum services are given priority over proposals for other infrastructure. Administrative sanction for works is issued by the DUDA. Normally, administrative sanctions are not to be issued for an amount greater than 200 per cent of the available funds.

Works are to be executed through CDSs, under the general control and supervision of the ULBs, as far as possible. ULBs are expected to maintain a close watch over the quality of construction. Work must be done departmentally and detailed guidelines as regards maintenance of muster rolls etc. are issued in this regard by the concerned State Governments. To the extent possible, even the material component of the work is to be done departmentally. Where departmental work is not possible, due to the specialised nature of the work involved, such material component of the work is got done through agencies by following the proper tendering/government procedure. In all cases it is ensured that works undertaken under this programme are brought to a safe stage and no work is left incomplete or pending half way. In case of cost escalation, or expansion in the nature of the work, or increase in the project estimate for any other reason whatsoever and, if additional funds are not available under this programme, it is the basic responsibility of the sanctioning authority/implementing authority, i.e., DUDA/ULB to ensure completion of such works by bringing in additional resources from other programmes, if so required.

Project Administration

At the community level a Community Organiser is appointed for about 2,000 identified families. A Community Organiser is, as far as practicable, a woman. She is a full time functionary either recruited or taken on deputation from some Government department, or from the ULB, or employed on a contract basis. The Community Organiser's responsibility includes:

- (i) facilitating and promoting voluntarism and organising community structures/groups;
- (ii) guiding and assisting the community in need assessment and formulating plans;

- (iii) working with the community to implement and monitor the programme;
- (iv) liaise with the sectoral departments to establish initial contacts with the community;
- (v) facilitating community skill enhancement through interactive experiences;
- (vi) organising community level training and information sharing;
- (vii) identifying suitable beneficiaries for self-employment ventures from her area, preparation of the applications for finance after approval of the beneficiaries' name by the CDS, and subsequent follow-up with the ULBs/Banks/Administration until final disposal of the application;
- (viii) regular follow up with the financed beneficiaries to monitor the progress of the self-employment venture as also timely repayment of loans and the like; and
- (ix) any other function as may be assigned to her for furtherance of the target of alleviating urban poverty.

At the town level, there is an Urban Poverty Eradication (UPE) Cell under the charge of a Project Officer. The Project Officer is responsible for coordinating the activities of all the CDSs and COs. This Cell is responsible for ensuring convergence between the activities of the societies and the ULB. It promotes linkages and uniformity of purpose with all sectoral departments and schemes. The UPE cell first identifies urban-poor clusters and areas for setting up of community structures. The other functions of the UPE cell/project officer include:

- (i) guide and monitor the work of CDS;
- (ii) prepare city convergence plans based on the community plans and sectoral programmes at District and Municipal levels;
- (iii) promote integrated and coordinated implementation of the UPE convergence plan;
- (iv) promote linkages of the community structures with the ULB structures under the 74th Constitution Amendment Act;
- (v) mobilise the human and financial resources at the city level;
- (vi) review and approve community action plans; and
- (vii) monitor programme activities at the city level (MIS).

At the District level, the State Government constitutes a District Urban Development Agency (DUDA) with an officer designated as the District Project Officer. This Project Officer who works under the overall guidance of the District Collector but is personally responsible for ensuring effective implementation of urban poverty alleviation initiatives in all urban areas falling within the district. The DUDA is registered under the Societies Registration Act or any other appropriate Act. The DUDA is provided with necessary support structure by the State. The functions of the District Project Officer include:

- (i) develop a policy for urban poverty alleviation at the district level;
- (ii) promote and facilitate convergence with the sectoral departments at district/city/town levels;
- (iii) promote information and experience exchange within the district; and
- (iv) monitor city convergence plans and implementation at the district level.

At the State level, there is a State Urban Development Authority, which is headed by a full time senior officer of the State Government. The SUDA is designated as the State Nodal Agency for urban anti-poverty programmes. The SUDA monitors the programme, gives suitable policy directions, and facilitates convergence at the State level. The SUDA is registered under the Societies Registration Act and/or any other appropriate act. The functions of the SUDA include:

- (i) develop the State urban poverty programme and policy within the overall State urban strategy;
- (ii) provide technical support to districts/towns to achieve convergence targets and participatory systems;
- (iii) monitor and assess the programme (MIS);
- (iv) plan, coordinate inter-city/town visits;
- (v) plan, coordinate and monitor the State Training Plan;
- (vi) mobilise resources and determine allocations based on the need and performance;
- (vii) guide and supervise the programme implementation through visits to the projects; and
- (viii) report the programme status monthly, or as per the requirement from time to time, to the Department of UEPA.

The State Government may prescribe guidelines for the implementation of the programmes in the State based on these guidelines. However, care is taken to ensure that SUDA plays only a facilitating role to promote initiative and flexibility in an overall participatory development process. At the national level, the Department of Urban Employment and Poverty Alleviation is the nodal Department. The programme is monitored and overseen by the UPA Division. A high level monitoring committee headed by Secretary (UEPA), with representatives from different sectoral departments engaged in social sector schemes aimed at the urban poor, as well as interested parties like the RBI, State Government representatives and others monitors the programme on a half-yearly basis.

SPECIAL CENTRAL ASSISTANCE TO STATES FOR SLUM DEVELOPMENT

Guidelines

Introduction

The Constitution 74th Amendment Act, 1992 envisages a critical role for elected municipal governments in the provision of basic services to their residents. The Act incorporates a 12th Schedule containing an illustrative list of municipal functions. Slum improvement, slum upgradation, and urban poverty alleviation are considered as legitimate functions of the municipal authorities. These functions, requiring local knowledge and active participation by local communities, can be best handled at the local level, with necessary support from the Central and State Governments.

As far as poverty alleviation is concerned, the Government of India has taken up a large number of programmes in the urban and rural sector and recently the SJSRY was launched to cover the urban poor. This scheme replaces the NRY, UBSP, and PMIUPEP. However, as far as slum improvement and upgradation are concerned, during the Fifth Plan, the Central Government had introduced a Centrally Sponsored Scheme of EIUS, which was transferred to the State sector subsequently. Experience shows that virtually none of the State Governments has been able to provide sufficient funds for the scheme as a result of which there has not been much improvement and upgradation work in urban slums except, perhaps, where external funding agencies like the Department for International Development (UK) were involved. In the light of the Constitution 74th (Amendment) Act, and considering the fact that the conditions of urban slums in most of the States and towns are extremely unsatisfactory and that the slum population of the country was 46.78 million (1991), it was considered appropriate for the Government of India to introduce an Additional Central Assistance to States for upgradation of urban slums with the following elements:

1. The scheme is applicable to all the States and Union Territories having urban population.
2. Funds are allocated to States on the basis of urban slum population.

Annexure-IV as referred to in the report on p.26

Components

The components of this scheme include:

- i. Provision of physical amenities like water supply, storm-water drains, community baths, widening and paving of existing lanes, sewers, community latrines, street lights and other basic amenities.
- ii. Community infrastructure - Provision of Community centres to be used for pre-school education, non-formal education, adult education, recreational activities and the like.
- iii. Community Primary Health Care Centre buildings can be provided (it is proposed that after creation of infrastructure facilities the concerned municipalities will seek the support of Registered Medical Practitioners/Government Doctors in the State/NGOs/CBO/Philanthropic Associations to man these centres).
- iv. Social amenities like pre-school education, non-formal education, adult education, maternity, child health and primary health care including immunisation and other amenities.

The scheme attempts to bring about convergence between schemes being implemented by different line departments and also provides missing links, if required.

- v. Provision for Shelter: The scheme has a component of shelter upgradation or construction of new houses (including EWS) as may be required. This is a necessity if genuine slum improvement is to be done. Not less than 10 per cent of the allocation to States under this assistance is to be utilised for construction and/or upgradation of houses for the urban poor.
- vi. The State may work out State specific schemes for housing construction/upgradation under this component subject to the proviso that the scheme shall not be an entirely subsidy-based scheme but the funding shall contain a loan component as well. The State scheme is first got sanctioned in a State Level Project Committee which is set up for this purpose by the State Government concerned and which has one representative from the Department of UEPA, which is the nodal Department for this scheme in the Government of India.
- vii. The scheme makes adequate provision for achieving convergence between different sectoral and departmental programmes relating to achieving social sector goals similar to those envisaged in this scheme.

Release of Funds

A yearly provision under this scheme is indicated by the Planning Commission at the beginning of each financial year. Inter-se allocations between States are made on the basis of the slum populations of the States. However, releases to States are made by the Department of Expenditure only after the nodal Department reviews expenditure, the physical progress of works, and other performance criteria. The Department of Expenditure releases funds to the States on the basis of recommendations of the nodal Department.

Implementation

The scheme is implemented at the grassroot level by Neighbourhood Committees and Community Development Societies, basically the same structures as already exist for UBSP and PMIUPEP and as set up for the SJSRY. The activities of the Community Development Societies include taking over of various community activities including organisation of Thrift and Credit Societies, provision of community sanitation, pre-school education, non-formal education, adult education and other activities. The required staff is appointed by the community committees and paid for out of the Community Development Fund. This fund at the community level is set up based on a principle that for every rupee raised by the community for this fund, a matching share of Rs.5/- is contributed from the Special Central Assistance allocation. Expenditure from this fund is closely monitored by the concerned ULB to ensure that the fund is utilised correctly.

Every urban body must create a separate sub-head in the budget for slum development and urban poverty eradication. In addition, a Slum Development Committee is to be created to oversee all slum development programmes within the urban area. This Committee consists of elected members of the municipal body and can co-opt representatives of the NGOs, CBOs and other such organisations as per requirement.

Monitoring

The urban local body reports progress under this scheme periodically to the DUDA/SUDA in a format which is prescribed by the SUDA/State Government in this regard.

At the National level, the Department of Urban Employment & Poverty Alleviation is the nodal Department and monitors this programme. States submit reports in the prescribed MIS format to the Department of UEPA regularly as per the prescribed schedule.

Environmental Management Plan: Kanpur Urban Area

In order to incorporate environmental considerations in urban planning and prepare an Environmental Management Plan for improving the environmental quality. The Central Pollution Control Board of India undertook a study of Kanpur with the following objectives:

- To map the characteristics and environmental profile of the study area and to identify environmental pollution hot spots;
- To prepare an environmental management plan that includes rehabilitation and mitigation measures; and
- To recommend guidelines for environmentally compatible land use planning.

The methodology for preparation of the Environmental Management Plan included a general overview and profile of the city, assessment of the environment quality, identification of the environmental hot spots, and proposing an environmental management plan. It covered preparation of a series of maps to understand the problem areas and to identify the trends. The parameters of selected indicators were identified and plotted on the base map of Kanpur Urban Area to get an aggregated picture as part of the evaluation process. Extensive field surveys, environmental monitoring, application of GIS tools and air and water quality modelling was done for preparing various maps. Based on various thematic maps, a consolidated map showing all the environmental hot spots due to air pollution, water pollution, solid waste disposal, landuse compatibility and other parameters was prepared and the sources of pollution were identified so that recommendations could be made accordingly.

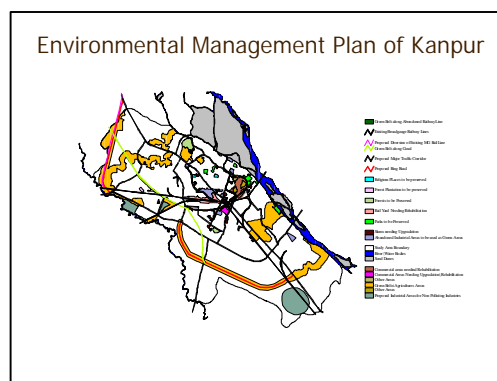
The environmental management plan made its recommendations in the following 2 parts:

1. Mitigation measures and abatement infrastructure

Various mitigation measures were suggested for polluting industries and also the pollution abatement infrastructure for industrial clusters. Some measures like end-of-pipe treatment, waste minimisation, pollution abatement at source, recycling, reusing, and renovation were suggested.

2. Land use control

This part identified the incompatible landuses and accordingly planned for shifting of either the source or the receiver. The other suggested remedial measures included providing a buffer between the source and the receiver.



Annexure-V as referred to in the report on p.31

TWELFTH SCHEDULE

List of functions to be devolved to Urban Local Bodies under the 74th Constitution Amendment Act

1. Urban planning and town planning.
2. Regulation of land use and construction of buildings.
3. Planning for economic and social development.
4. Roads and bridges.
5. Water supply for domestic, industrial, and commercial purposes.
6. Public health, sanitation, conservancy, and solid waste management.
7. Fire services.
8. Urban forestry, protection of environment, and promotion of ecological aspects.
9. Safeguarding the interests of the weaker sections of the society, including the handicapped and mentally retarded.
10. Slum improvement and upgradation.
11. Urban poverty alleviation.
12. Provision of urban amenities and facilities such as parks, gardens, and playgrounds.
13. Promotion of cultural, educational, and aesthetic aspects.
14. Burials and burial grounds, cremation grounds, and electric crematoriums.
15. Cattle ponds, prevention of cruelty to animals.
16. Vital statistics including registration of births and deaths.
17. Public amenities including street lighting, parking lots, bus stops, and public conveniences.
18. Regulation of slaughter houses and tanneries.

Annexure-VI as referred to in the report on p.38

**List of Persons/Organisations Consulted for
{PRIVATE }Preparing the National Report**

CENTRAL GOVERNMENT

Mrs. Krishna Singh, Principal Advisor, Planning Commission, Yojana Bhawan, Parliament Street, New Delhi-110001.

PP Vora, Chairman and Managing Director, National Housing Bank, Core-5-A, India Habitat Centre, Lodhi Road, New Delhi-110003. (FAX : 4646988)

Satish Chandra, Joint Secretary (RH), Ministry of Rural Development, Krishi Bhawan, New Delhi.

DS Meshram, Chief Planner, Town and Country Planning Organisation, E-Block, Vikas Bhawan, I.P. EState, New Delhi-110002. (FAX : 3319197)

V Suresh, Chairman and Managing Director, Housing & Urban Development Corporation Ltd, HUDCO Bhawan, India Habitat Centre, Lodhi Road, New Delhi-110 003.
(FAX: 4697378)

A Gopinathan, Joint Secretary (UN), Ministry of External Affairs, South Block, New Delhi.

Dr. TN Gupta, Executive Director, Building Materials and Technology Promotion Council (BMTPC), Nirman Bhawan, New Delhi.

STATE GOVERNMENTS

PV Rao, Chief Secretary, Government of Andhra Pradesh, Secretariat Building, Hyderabad-500022.

AK Dubey, Principal Secretary, Housing and Urban Development, Government of Punjab, Room No.620, Mini Secretariat, 6th Floor, Sector-9, Chandigarh-160017.

Amal Ghosh, Secretary (Housing & Urban Development), Government of West Bengal, Writers' Building, Calcutta.

Govind Swarup, Secretary (Housing & Special Assistance Department), Government of Maharashtra, Mantralaya, Mumbai.

P Bhaskardoss, Secretary (Housing & Urban Development Deptt.), Government of Tamil Nadu, Chennai.

Satyanand Mishra, Secretary (Housing & Urban Development Department), Government of Madhya Pradesh, Bhopal.

LOCAL GOVERNMENTS

Dr.(Mrs.) Rita Bahuguna Joshi, Mayor, Allahabad Municipal Corporation, Sarojini Naidu Marg, Allahabad-211001.

Deepak Singhal, Commissioner, Bareilly Division, Bareilly (UP). (Tele : 0581-455663/61)

Upinder Singh Grewal, Mayor, Ludhiana Municipal Corporation, Ludhiana, Punjab.

Mrs. K Sharada, Mayor, Guntur Municipal Corporation, Guntur, Andhra Pradesh.

GB Mahapatra, Municipal Commissioner, Municipal Corporation, Surat, Gujarat.

V Ranganathan, Commissioner, Mumbai Municipal Corporation, Mumbai.

Dr. SC Rai, Mayor, Lucknow Municipal Corporation, B-69, Mandir Marg, Mahanagar Extension, Lucknow-226006. (Fax No: 0522-370342)

Mrs. Umameswari, Mayor, Tirunelveli Municipal Corporation, Tirunelveli-620 001.

URBAN DEVELOPMENT AUTHORITIES

PK Ghosh, Vice-Chairman, Delhi Development Authority, Vikas Sadan, INA, New Delhi.

NATIONAL/ACADEMIC INSTITUTIONS

Prof. Amitabh Kundu, CSRD, Jawahar Lal Nehru University (JNU), Olee Palme Marg, New Delhi-110066.

Dr. Vinod K. Tiwari, Director, National Institute of Urban Affairs, Core-IV-B-14, IInd Floor, India Habitat Centre, Lodhi Road, New Delhi-110003. (FAX : 6112961)

Dr. Vinay D Lall, Director, Society for Development Studies (SDS), Core-6-A, 2nd Floor, India Habitat Centre, Lodhi Road, New Delhi-110003.

RM Kapoor, Chief Urban Studies, Times Research Foundation, 8, Camac Street, Calcutta-700 017.

NON-GOVERNMENT ORGANISATIONS

Kirtee Shah, Hony Director, Ahmedabad Study Action Group, Dalal Building, Behind Hotel Capri, Relief Road, Ahmedabad (Gujarat). (FAX : 079-5507842)

Mrs. Sheela Patel, Director, SPARC, PO Box 9389, Bhulabhai Desai Road, Mumbai - 400026.

Minar Pimple, Youth for Unity and Voluntary Action, 52-53, Parel Narepark Municipal School, Opp : Narepark Ground, Near Shiorkar High School, Parel (East), Mumbai-400012. (FAX : 022-4135314/Tele : 022-4143498/4155250)

Mrs. Anita Reddy, Hony. Director, Association for Voluntary Action Services (AVAS), 11th Wood Street, Bangalore (Karnataka). (FAX : 080-5362075)

OTHER ORGANISATIONS

SN Sharma, Chairman, National Cooperative Housing Federation of India, 6A/6, Siri Fort Institutional Area, August Kranti Marg, New Delhi - 110 049.

**National Steering Committee Meeting for Finalisation of National Report
November 10, 2000, New Delhi.**

List of Participants

CENTRAL GOVERNMENT

SS Chattopadhyay, Secretary (UEPA), Ministry of Urban Employment and Poverty Alleviation, Nirman Bhawan, New Delhi-110011.

PSS Thomas, Advisor (HUD), Planning Commission, Yojana Bhawan, New Delhi-110001.

SK Singh, Director (LSG), Ministry of Urban Development and Poverty Alleviation, Nirman Bhawan, New Delhi-110 011.

Hazari Lal, Deputy Secretary (H), Ministry of Urban Development and Poverty Alleviation, Nirman Bhawan, New Delhi-110 011.

Mrs. Bharthi S Sihag, Director (RH), Ministry of Rural Development, Krishi Bhawan, New Delhi. (FAX: 3381967)

Mohar Singh, Deputy Director (HS), Ministry of Rural Development, Krishi Bhawan, New Delhi.

RK Bhatia, High Commissioner of India to Kenya, PR to Habitat, Nairobi.

DS Meshram, Chief Planner, Town and Country Planning Organisation, E-Block, Vikas Bhawan, IP Estate, New Delhi-110 002.

RK Celly, Chief, Building Materials and Technology Promotion Council (BMTPC), Nirman Bhawan, New Delhi.

STATE GOVERNMENTS

Atul Kumar Gupta, Secretary (Housing and Urban Development), Government of Uttar Pradesh, Bapu Bhawan, Lucknow-226 001.

Satyanand Mishra, Secretary (Housing and Urban Development Department), Government of Madhya Pradesh, Bhopal.

S Mitra, Special Secretary (Housing), Govt. of West Bengal, 14, New Secretariat Building, 1, KS Roy Road, Calcutta - 700001. (FAX: 033-2483987)

LOCAL GOVERNMENTS

GB Mahapatra, Municipal Commissioner, Municipal Corporation, Surat, Gujarat.

KR Chaudhary, Chief Engineer (Slum Improvement), Mumbai Municipal Corporation, Mumbai.

PUBLIC SECTOR ORGANISATIONS

V Suresh, Chairman and Managing Director, Housing and Urban Development Corporation Ltd, HUDCO Bhawan, India Habitat Centre, Lodhi Road, New Delhi-110003.

PP Vora, Chairman and Managing Director, National Housing Bank, Core-5A, India Habitat Centre, Lodhi Road, New Delhi-110 003.

Dr. Kulwant Singh, Executive Director, Human Settlements Management Institute (HSMI), HUDCO House, Lodhi Road, New Delhi-110 003.

ACADEMIC INSTITUTIONS/NGOS

RM Kapoor, Chief, Urban Studies, Times Research Foundation, 8, Camac Street, Calcutta-700017.

Prof. Amitabh Kundu, CSRD, Jawaharlal Nehru University, Olef Plame Marg, New Delhi-110 066.

Dr. VD Lall, Director, Society for Development Studies, Core 6A, 2nd Floor, India Habitat Centre, Lodhi Road, New Delhi- 110 003.

A Jockin, President, National Slum Development Federation, Byculla, Area Resource Centre, Mumbai-400 008.

Sunder Burra, SPARC, Meghraj Sethi Marg, Municipal Dispensary, Byculla, Mumbai – 400008. (FAX: 022-3887566)

OTHER ORGANISATIONS

Dr. ML Khurana, Managing Director, National Cooperative Housing Federation of India, 6A/6 Siri Fort Institutional Area, August Kranti Marg, New Delhi - 110049. (FAX: 6491736)

- Proper location and planning of industries and industrial eStates are useful preventive instruments to ensure sustainable development. District-wise Zoning Atlas being prepared by Central Pollution Control Board (CPCB) identifies suitable areas based on environmental considerations for planned industrial development in the country.

Heritage Conservation

- Inner city revitalisation projects have been initiated in a number of major urban centres like Delhi, Jaipur, Ahmedabad, Mumbai, and Calcutta. The focus in these projects is on rejuvenation of the traditional activities, upgrading the housing stock and services, regulating the traffic with emphasis on pedestrian movement, reducing commercialisation, and conserving heritage monuments and buildings as also their surroundings. Attempts are also made to revive the cultural heritage of cities of importance some of which are Varanasi, Kanchi, Madurai, Dwarka.
- Management Action Plans prepared for the conservation of mangroves, coral reefs, and wetlands for selected areas of the country.
- The Archaeological Survey of India (ASI) has identified important historical monuments for restoration and preservation.

Box 12: Rejuvenation of culturally significant cities: Varanasi

In the blue print for a new urban India, culturally significant cities find a pre-eminent place. Throughout history, such cities have acted as spiritual workshops of nations. Rejuvenating them does not only mean civic reconstruction, it also includes all-round development with emphasis on the cultural heritage. It is an attempt to understand, in a historical perspective, why these cities were centres of great civilisations and to recapture those facades of the city which can restore its former glory through modern innovation. The Government has initiated a programme for rejuvenation of these culturally significant cities with pilot projects in the cities of Varanasi in the North, Madurai, Tiruchirappally and Warangal in South, Ujjain in the Central India, Puri and Konark in East and Dwarka in West.

Varanasi has been given priority for such project. The rejuvenation would mean restoration, redevelopment and improvement of ghats, tanks, parks, pilgrim facility centres, night-shelter complex, parking and so on. Adequate facilities and networks around the temples would also be developed for use by the citizens. This exercise is likely to have a cascading effect for replicability in other parts of the country.

The Government has formulated this programme of "Rejuvenation of Culturally Significant cities and Towns", so as to give a unified thrust to development keeping both environmental quality, developmental needs and rejuvenation of cultural heritage in view. This programme will further give new direction of growth to urban India and would demonstrate linkages between economic prosperity and social advancement.

3.3 Reducing Urban Pollution

Pollution is nothing but a wasted resource and wastage of the scarce natural resources as pollutants in the gaseous, liquid, and solid form bodes well neither for the economy nor for the environment. Indeed prosperity of a nation depends upon how skillfully and optimally its natural resources are harnessed and utilised especially when we are in no position to produce them. In India major initiatives taken since 1996, to prevent and control pollution, are:

Surface Water Pollution

- The Central Pollution Control Board (CPCB) strengthened the monitoring of water quality of national aquatic resources through a network of 414 stations on rivers, 25 on groundwater, 38 on lakes, and 30 on canals, creeks, drains, ponds and the like.
- Combined Effluent Treatment Plants (CETPs) are being promoted as an end-of-pipe technology for pollution abatement from small-scale industries. At the same time increasing emphasis is being laid on the upgradation of process to prevent pollution at the source.
- Community participation is being promoted by constituting Citizens' Monitoring Committees in every town covered under the National River Conservation Project (NRCP) initially and is likely to be extended in other areas.

Solid Waste Disposal

- The Municipal Solid Wastes (Management and Handling) Rules, 1999 are being finalised.
- Rules have been amended for manufacturing, storage and import of hazardous substances, and handling and disposal of hazardous and bio-medical wastes.
- A preliminary notification on management and handling of lead-acid batteries has been finalised.
- Procedure for registration of recyclers possessing environmentally-sound management capabilities established for processing of non-ferrous metallic wastes and waste oil.

Abatement of air and water pollution

- Action for the amendment of various Acts, namely, Air (Prevention and Control of Pollution) Act, 1981, Water (Prevention and Control of Pollution) Act, 1974, Environment (Protection)

Act, 1986, the Water (Prevention and Control of Pollution) Cess Act, 1977, and others have been initiated.

- New standards are being set for air, water, soil, and noise pollution under various categories of uses.
- A National River Conservation Directorate has been constituted to maintain/restore designated water quality. It has identified 37 polluted river stretches of 26 medium and minor rivers in the country and work is on for preparation of a management plan to restore/maintain designated water quality.
- A draft notification for phasing out ozone-depleting substances has been prepared.
- Stringent emission standards known as Bharat Stage-II similar to Euro-II emission standards for registration of motor cars and four-wheelers in four metro cities and Bharat Stage-I similar to Euro-I for the rest of the country have been notified. Commercial transport vehicles, which are more than 15 years old, are being phased out.
- Only unleaded petrol is supplied in all retail outlets of the entire country with effect from 1.2.2000 and 0.25 per cent sulphur in diesel with effect from 1.1.2000 respectively.

3.4 Disaster Mitigation and Rehabilitation of Disaster Victims

India has experienced major natural hazards like drought, floods, earthquakes, and cyclones throughout its history. Natural disasters not only damage the national economy but also bring on hardship for large sections of population. On an average, natural disasters in India take a toll of over 3,600 human lives and damage 2.63 million houses annually. Past statistics reveal that about 80 per cent of human lives were lost only due to house collapse.

Over the years the Government of India has taken many steps for mitigating the impact of the natural hazards on its people, settlements, and economic development. The emphasis has shifted now from disaster mitigation to disaster preparedness. Some of the major achievements towards safe and sustainable settlement planning are as follows:

- The Hazard Mapping and Vulnerability Assessment of buildings marks the boundaries of districts so that the areas prone to various intensity of hazards are clearly visible. The vulnerability of buildings highlights the risk of the buildings of various types in every district when subjected to different intensities of earthquakes, wind velocity, and flooding.

- A complete techno-legal regime has been proposed for amending the present Building Bye-laws to include the safety aspects from natural hazard. In addition, several States have taken up review of relief manuals and disaster preparedness guidelines to suit local needs and geo-climatic conditions.
- Appropriate guidelines have been developed to cover various aspects of landuse zoning, and for construction of buildings resistant to earthquakes, cyclone, and floods. Transfer of better construction technologies is being effected through Building Centres.
- Active and ongoing efforts are on for using State-of-the-art technologies for collection, storage, retrieval, and dissemination of information. The control rooms are also being modernised and being made more effective and community friendly.
- The seismological observations in the peninsular shield region have been strengthened involving several research institutions.
- The Department of Telecommunication (DOT) has developed the Disaster Warning System (DWS) for rapid and direct dissemination of cyclone warnings through INSAT Satellite to the designated addresses at isolated places in vernacular languages.
- Conducting, monitoring and impact assessment of natural hazards.

3.5 Promoting Effective and Environmentally-sound Transportation Systems

(a). Priorities Areas

In view of the projected increase in urbanisation level, together with high trip lengths and per capita trip rate, the transport demand in India is likely to increase at a much higher rate than the population growth. The average two-wheeler ownership in metropolitan cities is expected to grow from 112 per cent per 1,000 population in 1994 to 250 by 2001 and car ownership from 14 to 27 during this period. The total number of daily trips in all million-plus cities is projected to rise from 67 million in 1994 to about 92 million by 2001 and 144 million by 2011. The demands on the urban transport sector are likely to exceed these figures and new approaches are thus needed to meet the challenges of the future. The main issues that have emerged as priorities for policy initiative are:

- Enhancing economic productivity.
- Increasing personal mobility.
- Addressing urban environmental issues pertaining to vehicle emissions.

Policy Initiatives

i) *Combating Vehicular Pollution*

Vehicular pollution is the main reason for air pollution in the major cities. The measures adopted by government in this regard include enforcing stringent emission norms for manufacturers, comprehensive inspection and certification norms for on-road vehicles, promoting cleaner fuel, and phasing out 15-year old commercial vehicles.

ii) *Resource Mobilisation*

The Government has set a Highway Development Fund (HDF) by levying a cess of 50 paise per litre of diesel, Re.1/- per litre of petrol and a cess of Rs.10,000 per commercial vehicle, Rs.5,000 per car and 1 per cent cess on auto components. These cesses are expected to cumulatively net about Rs.27,000 million in 1997 and approximately Rs.101,000 million in 2010.

To attract foreign investment in the road sector, government has decided to grant automatic approval for foreign equity participation up to 74 per cent in the construction of roads and bridges. In addition, automatic approval is being given for majority foreign

Box 13: Delhi MRTS

Urban transport problem in Delhi has resulted in overcrowding of roads due to gross inadequacy of public transport; high levels of atmospheric pollution and, consequent, health hazards; and increasing accident rates.

A multi-modal MRTS for Delhi comprising a mix of underground metro, surface, and elevated rail corridors and dedicated bus-ways covering a distance of 184.5 kms. was approved in September, 1996. The first phase of the project is scheduled to cover a distance of 122.8 kms. It is envisaged that the MRTS would :

- Meet transport demand for 2001 and beyond;
- Reduce journey time;
- Provide relief to bus/road system; and
- Involve least investment.

The project which is being implemented through a corporate mode (Delhi Metro Rail Corporation Ltd.) is expected to cost Rs.81,550 million and is estimated to carry 1.95 million passengers per day by 2005. The reduction in travel time will particularly benefit the residential relocations of low income communities.

It is estimated that Delhi MRTS project would lead to a saving equivalent to Rs.17,020 million in the year 2005-06, at 1995 prices, on account of lesser vehicle operating costs, saving in passenger time, prevention of accidents and pollution, and lesser need for road infrastructure. The saving on fuel alone is expected to be Rs.3,750 million, while a saving of 2.645 million man-hours on account of reduction in journey time and 50 per cent reduction in the level of pollutants in Delhi's atmosphere, i.e., 257.46 metric tons daily, is also envisaged.

equity up to 51 per cent in support services to land transport. The other incentives offered by government for private sector projects are:

- Exemption of custom duty on equipment; government grant up to 40 per cent of the project cost.
- Road sector has been declared an industry to facilitate borrowing on easy terms and to permit floating of bonds.
- 100 per cent tax holiday for first 5 years and 30 per cent tax exemption for next 5 years from the first 12 years of operation of the facility to 20 years to private entrepreneurs investing in road sector.

iii) Encouraging Public Transport

The Mass Transport System (MTS) mode available to commuters in metropolitan cities, except Mumbai, Calcutta, and Chennai is the bus, and to some extent the mini-bus. The rail based MTS mode is being extended to Delhi, Bangalore, and Hyderabad. Additional facilities are proposed to be developed for non-motorised transport. A national quadrangle, connecting the 4 mega cities, through expressway is being developed by National Highway Authority of India (NHAI).

iv) Institutional Set-up

The Association of Road Transport Undertakings and subsequently the Working Group on Urban Transport has in 1996 recommended setting up of Urban Transport Authority/Metropolitan Transport Authority at the National and State level. The four metro cities of India, i.e., Calcutta Metropolitan Development Authority (CMDA), Mumbai Metropolitan Regional Development Authority (MMRDA), Chennai Metropolitan Development Authority (CMDA), and Delhi Development Authority (DDA) have Transport Divisions. Similar transport divisions are proposed to be created in Metropolitan Planning Committees constituted under the 74th Amendment to the Constitution of India.

3.6 Initiatives for the preparation of Local Agenda 21

The Agenda consists of four main approaches:

- i) Identify social and economic activities to tackle issues like poverty, health, commerce, consumption, and population.
- ii) Conservation, protection, and management of the natural resources like water, land, air and so on for long-term sustainability.
- iii) Strengthening the social sectoral role, i.e., the poor, the backward class, and the disadvantaged in planning and designing the facilities.
- iv) Harnessing the local resources for meeting the requirements of the Agenda.

Policy Initiatives

With the 73rd and 74th Amendment to the Constitution, the role of the local governments, in India, has been strengthened. The Twelfth Schedule of the constitution which defines the functional domain of the ULBs includes 18 items and provides an illustrative list of functions (Refer Annexure-VI: Twelfth Schedule). The initiatives in this respect are:

Financial Autonomy

The act stipulates that the State Governments, State Finance Commission, and the Central Finance Commission would form the system of checks and balances for ensuring the financial autonomy of the municipalities.

Box 14: Municipal Autonomy

A unique feature of the fiscal decentralisation drive in Kerala has been the allocation of nearly 40 per cent of the plan resources of various levels of local bodies with the urban local bodies getting a share in proportion to their population. In other States, this is around an average of 12 per cent.

Preparation of Social and Economic Plans

The 74th Amendment to the Constitution prescribes for constitution of District and Metropolitan Planning Committees for regional planning, incorporating the process of participatory and integrated development planning, covering both rural and urban areas.

Participatory Planning

With a view to ensuring the proximity of municipal government to the people, the Amendment Act mandatorily prescribes for the constitution of ward committees, each consisting of one or more wards, in municipalities with a population of 300,000 or more. These committees are essential to decentralise administration of the services within the city and promoting active participation of people in municipal affairs.

Responsive Local Government

The Amendment Act stipulates reservation of seats for women and weaker sections of the society with a view to giving them a voice in municipal affairs and ensuring that the disadvantaged sections of the society have a say in municipal affairs.

Chapter 4: ECONOMIC DEVELOPMENT

4.1 Introduction and Policy Framework

Urban areas are centres of economic activity which attract migration from rural areas in the hinterland. The migrating rural poor cannot afford formal housing and do not find access to formal employment avenues. People residing in informal settlements in urban areas and specific groups of marginal farmers and landless labourers in rural areas, constitute the major identifiable poverty groups. Official policies recognise the productive potential and contribution of this 'informal sector' for the local economy and action plans have been evolved as a strategy to tap their potentials and reduce the incidence of poverty both in urban and rural areas. Women who constitute the most vulnerable group amongst the poor are focussed in order to sustain the initiatives taken. The recent policy and programme initiatives focus on a decentralised, participatory, and demand-driven approach which is in contrast to the earlier initiatives which were mostly top-down and supply-oriented. This is operationalised by establishing a three-tier community structure starting with 20 families' neighbourhood group (NHG), followed by the next higher level of 200 families', neighbourhood committee (NHC), and culminating with 2,000 families' group (Community Development Society [CDS]). This pattern has been strongly recommended before initiating the scheme in urban areas. These groups are represented exclusively by poor women. Another important focus area is encouraging local economic development by supporting establishment of savings and credit groups to generate local resources and creating a scope for economic empowerment.

Habitat II National Report referred to a declining trend, in the poverty level both in urban and rural areas. However, in numerical terms, poverty remains a major concern. As of 1993-94, in rural areas the number of poor is estimated to be 244 million, which accounts for 37.27 per cent

of the rural population. In urban areas, the number of poor is estimated to be 76.36 million, which accounts for 32.36 per cent of the urban population.

4.2 Programme Initiatives

- a) Promoting Home-based Economic Activities: This is perhaps the most easily sustainable and cost-effective option for development of small and micro enterprises both in urban and rural areas within the purview of shelter activity. With this understanding policy measures as well as design and implementation strategies are adopted for developing house-cum-work areas for fishermen, artisans, weavers, and many others in rural areas. In urban areas mixed land use developments permitting small shops, eating places, and non-polluting productive activities are encouraged.

- b) Development of Small and Micro Enterprises: Recognising the need for direct intervention to create employment opportunities, the Government of India has also launched two new schemes namely the Swarna Jayanti Shahari Rozgar Yojana (SJSRY) in urban areas since December, 1999 and Swarna Jayanti Gram Swarozgar Yojana (SGSY) from April, 1999 in rural areas. These schemes have amalgamated some of the earlier initiated schemes such as Nehru Rozgar Yojana (NRY), Urban Basic Services for the Poor (UBSP), Jawahar Rozgar Yojana, and Integrated Rural Development Programme (IRDP). Both the schemes focus on promoting self-employment through micro-enterprise development. Group activity is preferred, even though provision exists to support individual initiatives. Women get preferential treatment or priority of access. Establishing community groups is a prerequisite and these groups are involved in identifying/targetting the scheme benefits and implementation of the programme as a whole. Cash subsidy is only a minor enabling component in these schemes and credit facility is offered through nationalised banks. The programme in rural areas promote multiple credit rather than a one-time credit 'injection'. Those who have been sanctioned loans are assessed and imparted necessary training. In urban areas training facility is extended to non-loanees also, in order to develop their skills for enhancing income-earning potential.

In the initial years of implementation, efforts have been focussed on preparatory work of establishing community structures, detailing out operational mechanisms/procedures, creating awareness in the functionaries and the communities about the process orientation of the programmes, establishing monitoring mechanisms and mobilising the support of banks to streamline lending and repayment mechanisms.

Progress: In urban areas, up to December, 1999 about 0.15 million people have been assisted for setting up micro enterprises; subsidy amount released for this purpose is Rs.802.46 million. In addition 5,037 women have been assisted in urban areas to set up joint self-employment ventures under the group scheme known as Development of Women and Children in Urban Areas (DWCUA). About 0.12 million people have been trained for skill upgradation. Rs.82.37 million has been provided as revolving fund for assisting thrift and credit societies to encourage savings as well as to promote entrepreneurial activities at the household level in urban areas. In rural areas up to November, 1999 about Rs.2,092.4 million have been spent and total credit mobilised is Rs.1,935.6 million, assisting about 0.16 million families.

Box 15: Community Development Fund (CDF) for Urban Poor

The need for a Community Development Fund has been felt. The first step has been taken in this regard. Funds from donor agencies and loans raised on soft lending terms from financial institutions will form the corpus for CDF. The United States Agency for International Development (USAID) has agreed to provide US\$5 million as contribution to CDF. HUDCO has decided to invest 2.5 per cent of its net profit in this fund which is meant to address the needs of those who cannot access credit from formal institutions. The fund would also be utilised to strengthen independent micro-finance institutions.

In North-Eastern States 10 per cent funds has been earmarked for such initiatives. In Kerala 2 per cent of the annual general revenue of the local bodies is used as Poverty Alleviation Fund.

c) *Public Private Partnerships to stimulate productive employment opportunities:* The need for involving people in the development process has been emphasised right from the beginning of planned development initiatives in this country. However, with the changing role of government, and the greater role assigned for private and individual initiatives, there is an all round perceptible change. The main areas of change that are indicative of this trend are highlighted below:-

i) *Solid Waste Management in Urban Areas:* A number of urban local bodies are resorting to contracting out primary collection of household wastes in view of the restriction

imposed on hiring permanent staff. The contracted institutions include NGOs and community-based organisations. They work with the communities to create awareness and mobilise the households to contribute a small monthly payment for ensuring collection of household wastes, segregating them and transporting the wastes to collection points managed by the local body.

- ii) *Training and IEC*: Training and IEC (Information, Education and Communication) funds have been established for Human Resource Development (HRD) for educating and mobilising the beneficiary groups to participate in programme/project design, in implementation and subsequently for sustaining the activities and infrastructure provisions developed. Activities under this fund are implemented by networking with institutions, resource persons, NGOs, and private initiatives. However, community groups are organised at the first instance to have a say in all the subsequent activities. The underlying emphasis of this activity is to give a demand orientation for delivery of services. This has also helped in productively engaging the enterprising individuals from within the community. The four national training institutes have together organised 222 programmes to train 7,425 functionaries at various levels. Besides, there is a multiplier effect of this training at State and local levels.

Other direct outcomes of training and IEC are also seen in generation and enhancement of income-earning potential. Training is undertaken in socially useful and productive activities like weaving, embroidery, production of traditional handicraft items, computer applications, vending and marketing of consumer durables, driving skills, hand pump and latrine installation, repair and maintenance. Training for organising credit and thrift groups are also undertaken to assist and guide the poor communities for mobilising community resources. This would help in augmenting the external and institutional resources for improving service delivery, undertake housing upgradation, set up community enterprises, management of services, and on the whole, strengthen local economic linkages contributing to productivity and employment opportunities.

Chapter 5 : GOVERNANCE

Good governance is key to the success of achieving the target set at Istanbul. Decentralisation and local democracy embodying the principles of autonomy and proximity are essential for devolution of political, administrative, and fiscal powers to the rural and urban local bodies. The Constitution of India made detailed provision for ensuring democratic functioning of Parliament and State Legislatures. Originally, the Indian Constitution did not make local self-government in urban areas a clear-cut obligation, although the Directive Principles of State Policy prescribed the formation of Village Panchayats. In order to give constitutional status to these local bodies, two Constitutional Amendments commonly known as 73rd and 74th Amendments have been made. These Constitutional amendments guarantee the political, administrative, and financial independence of local authorities. We, in India, have full conviction that the degree of self-government enjoyed by local authorities is regarded as a touchstone of genuine democracy. The Constitutional amendment specifies the need for a Constitutional/legal foundation for local self-government, defines the concept and establishes principles governing the nature and scope of local authority's power. Further, it makes provisions aimed at securing a clear legal framework for necessary supervision of the actions and commissions of local authorities, and at ensuring that they have adequate access to resources to match the task assigned to them, on terms which do not impair their basic autonomy.

The principle of local self-government has now been recognised in the national Constitution and this denotes the right and the ability of the local governments within the limits of law to regulate and manage a substantial share of public affairs under their own responsibility and in the interest of the local population.

It has also given right to the local governments by which the Council or Assemblies are composed of members freely elected by secret ballot on the basis of direct, universal suffrage and they may possess executive organs responsible to them. These local governments are supported by higher levels of government in the development of administrative, technical, and managerial capacities and of structures which are responsive, transparent, and accountable. The

conditions of office of a locally elected representative has been guaranteed for free exercise of their functions. Supervision of these local bodies is exercised only as per the procedures established by law and this supervision of activities aims only at ensuring compliance with the law and with Constitutional principles. They are also supervised only when necessary in due proportion to the interest which is intended to protect them. They cannot be superseded or dismissed without following the proper procedure of law and it is also ensured in the Constitution that if superseded their functioning shall be restored within a maximum period of six months.

Local governments are now entitled to financial resources which they can dispose freely within their framework of powers. The Constitutional provision also ensures that their financial resources shall be commensurate with their task and responsibilities. To achieve these objectives the Constitution has made provision for creation of the Central Finance Commission and State Finance Commissions for devolution of resources. A reasonable proportion of financial resources of local governments is derived from local taxes, fees, and charges of which they have the power to determine the rate.

The local authorities are now empowered to establish and develop partnership with all actors of civil society, particularly non-government organisations and community-based organisations and with the private sector and other interested stakeholders. They are also free to form their association to protect their interest.

All India Council of Mayors which is an association of elected representatives of the Municipal Corporations is actively interacting with both the provincial and central government to safeguard and protect the interest of local bodies. They are also entitled to having access to international cooperation through national government as permitted by law. They have also the right of recourse to judicial remedy in order to safeguard their autonomy and to ensure compliance with the laws which determine their functions and protect their interest.

The 74th Amendment to the Indian Constitution which came into effect in June, 1993 has the following salient features:

- Urban local bodies are now constituted on the basis of pre-defined criteria and not merely on political considerations. Under the 74th Constitution Amendment Act, three types of urban local bodies consisting of: a) Nagar Panchayats for a transitional area (that is to say an area in transition from a rural area to an urban area), b) Municipal Councils for a smaller urban area, and c) a Municipal Corporation for a larger urban area, has come in existence. These municipal bodies have been constituted as per the criteria laid down in the Act. The criteria for constituting these local bodies include: (i) population of the area, (ii) density of population, (iii) the revenue generated for local administration, (iv) percentage of employment in non-agricultural activities, and (v) the economic importance or such other factors as the State government may deem appropriate. Table 3 gives the number of Urban Local Bodies and Elected Representatives in India.
- Representation of the weaker sections from among the Scheduled Castes, the Scheduled Tribes, and the Backward Classes in local governance is ensured. For empowerment of women one-third of the seats in every municipality, including those of the offices of mayors and chairpersons are reserved for women. This feature of statutory empowerment of women is a landmark in the road to complete gender equality in governance.
- The functional domain of the municipalities has been defined in the Act and in the Twelfth Schedule of the Constitution. This measure is crucial for establishing the basis for decentralised governance and bringing in a certain degree of accountability for service delivery. Planning and provision of physical infrastructure services such as water supply, sanitation, scavenging, streetlighting, and such other basic services are brought within the domain of local bodies, thus giving them functional empowerment besides political empowerment.
- To strengthen the local fiscal autonomy, the 74th Amendment Act provides for setting up of State Finance Commission in every State to review the financial position of urban local

bodies and to make recommendations as to the principles governing tax assignments, sharing of taxes, and grants-in-aid.

- To enhance the participation of people's representatives in all planning matters at the local level, the 74th Amendment provides for constituting Ward Committees in the territorial area of any municipality having a population of three hundred thousand or more.
- A new focus on development planning as against only land use planning which shall also aim to integrate rural and urban development plans in any district or metropolitan area. The Amendment Act provides for setting up District Planning Committees and Metropolitan Planning Committees in every district and metropolitan area respectively to consolidate the plans prepared by the panchayats and the municipalities and to prepare a draft development plan for the district and metropolitan area as a whole.

Table 3: Election to Urban Local Bodies

State/U.T.	Municipal Corporations	Municipal Councils	Nagar Panchayats	Total
Andhra Pradesh	07(395)	94(2853)	15(314)	116(3562)
Assam	01	25(353)	42(204)	68(557)
Bihar*	06	70	93	169
Goa	-	13(155)	-	13(155)
Gujarat	06(468)	86(2745)	60(1260)	152(4473)
Haryana	01	20	32	53(1359)
Himachal Pradesh	01(25)	19(183)	29(221)	49(429)
Karnataka	06(410)	122(3196)	89(1355)	217(4961)
Kerala	05(298)	53(1597)	-	58(1895)
Madhya Pradesh	18(1067)	106(2527)	283(4537)	407(8131)
Maharashtra	15(1417)	228(4901)	-	243(6318)
Manipur	-	07	20	27
Orissa	02(70)	29(560)	72(1056)	103(1686)
Punjab	03	97	34	134(1699)
Rajasthan	03	11	169	183(4412)
Tamil nadu	06	102(3494)	611(9794)	719(13288)
Tripura	-	01	12	13
Uttar Pradesh	11(841)	226(5970)	444	681(6811)
West Bengal	06	112	4	122(2706)
A&N Islands	-	01	-	01
Chandigarh	01	-	-	01
Delhi	01	01	-	02(134)
Pondicherry*	-	05	-	05
Daman & Diu	02	02	-	04
Total	101	1430	2009	3540

- Elections not held due to court cases

Note : Figures in brackets indicate number of elected representatives.

Source : Nagar Palika Network, 3(4), July, 2000 page 2

5.1 Participation and civic engagement

Government, at appropriate levels, including local authorities, had developed legal and institutional frameworks to facilitate direct participation of citizens in the planning, implementation, and monitoring of human settlement strategies and programmes. The decentralisation policy also provides for civic education programmes and capacity-building activities to equip the people to effectively participate in the governance. The work plan drawn up for local governance shall promote equity, incorporate gender and child considerations, and involve vulnerable groups so that the people's own perceptions and their best interests are adequately reflected in local level programmes.

Executive authority in the States vests with the elected representatives rather than a State appointed 'Municipal Commissioner'. In some States, presidents of the municipalities are recognised as a 'Municipal Authority' and have been given executive powers.

The Mayor-in-Council system introduced in Calcutta and other Corporations of West Bengal adopts the cabinet mode of governance. The Mayor is elected by the elected councillors of the Corporation, who in turn appoints a deputy-mayor and a maximum of ten other elected councillors and assign to them different subjects. Together they form the Mayor-in-Council, which is the executive authority in the Corporation and is collectively answerable to the council. Apart from Corporations, a similar Chairman-in-Council system for municipalities have been adopted in West Bengal and Madhya Pradesh.

5.2 Transparency and Accountability in Urban Governance

Following measures have been initiated:

- Constituting Ward Committees in the territorial area of any municipality having a population of 300,000 or more. States of West Bengal and Kerala have provided for a Ward Committee for each municipal ward for all municipalities. The West Bengal Municipal Act, 1993 has been amended to incorporate a provision regarding composition and functions of a Ward Committee for each ward of a municipality.
- District Planning Committees have been constituted in many States.

- A Finance Commission has been constituted in all the States and most of them have already submitted their reports. For the first time, the Tenth Central Finance Commission recommended a devolution of Rs.1,000 crore as capital grants to the urban local bodies and the Eleventh Central Finance Commission in its report has recommended devolution of Rs.2,000 crore to municipalities for operations and maintenance of core municipal services during the period 2000-2005.

Box 16: Capacity-Building of Women-Elected Representatives at City Level

The women play an important role in the society. They constitute nearly 50 per cent of the human resources of any country and understanding their role in context of the socio-economic and gender dimensions is vital for the overall growth and development. The consideration towards gender dimensions is equally important in any governance system including the urban governance system at local level. In this context, State level training institutions like ATI, Mysore have been organising short-duration orientation programmes for the elected representatives of urban local bodies, particularly women representatives. The objectives of these programmes were mainly to improve the performance efficiency in the management, planning, and implementation of urban development projects.

In context of the decentralisation efforts in various States and identified training needs, the capacity building of elected representatives has been identified as one of the key areas of intervention. In Uttar Pradesh, the Centre for Development Studies of UP Academy of Administration has been instrumental in organising the training workshops for elected representatives of urban local bodies at the city level. In past four years, more than 30 such workshops have been organised. The first phase of short-duration workshops for the Women elected representatives of 11 Municipal Corporations started in 1997 through a series of workshops on the theme of Urban Poverty Alleviation. The women-elected representatives in municipal corporations were invited to regional workshops wherein they were sensitised with their roles as decision and policy makers, negotiators, and implementers of city development schemes. Besides these, several modules have been developed on Women and Urban Development and Urban Management for various programmes of elected representatives.

- States like Kerala and Punjab are amending their laws to provide a strong, elected municipal executive for taking-up their enhanced responsibility. Some of the States have, however, now gone in for second set of amendments after carrying out their initial conformity legislation.
- Municipal elections have been held in all major States. About 60,000 elected representatives, one-third of them women, have come into the urban political stream.

After Habitat II 1996

- Wide-ranging consultations have been held by the Government of India with the elected representatives of the urban local bodies during the 1998-2000. In these consultations,

elected representatives made several suggestions for effective working of urban local bodies.

- To bring about needed reforms in the property tax, which is a major source of revenue of urban local bodies. The Government of India has devised and issued guidelines to all States Governments. In these guidelines attempts have been made to simplify tax procedures and tax rates on various types of properties. The objectives of these guidelines is to reduce the discretionary powers of the assessing authorities to the minimum possible and at the same time increase the revenue base of urban local bodies. Many urban local bodies have started the exercise to bring necessary reforms in their taxation system.

Box 17: Property Tax Reforms

Property Tax constitutes a most important source of revenue for urban local bodies in India. Experience shows that inspite of its tremendous potential, this tax has not been exploited properly. The problems are related to the fixation of tax base and tax rate, tax assessment, tax collection, tax exemptions, dispute resolution and the like. The most serious problem faced by the property tax system is the linking of the tax to the concept of Annual Rental Value (ARV). Municipal Acts define ARV as the hypothetical rent that a property could fetch annually if let out in the market.

In order to assist the State Government to carry out needed reforms in the property tax system, the Government of India has devised and circulated broad guidelines to all State Governments, and select Municipal Corporations. Main objectives of the Property tax reforms are to: a) minimise the discretion on the part of assessors in tax levy; b) delink the property tax from Rent Control Act provisions; c) make the process of assessment, levy, and collection transparent and simple; d) ensure equity between classes of tax payers/property owners; and e) facilitate self-assessment of property tax by property owners/occupiers.

Most of the attempts for property tax reforms have aimed at moving away from the tedious system of valuation of individual property to area-based valuation based on certain transparent and rational parameters. The area-based property tax systems are based on the principle of classification. The property tax reforms attempted by the Patna Municipal Corporation classified the city into three zones (on Principal Main Road, on main road and on other roads), buildings into three types (*pucca* buildings with RCC roof, *pucca* buildings with asbestos or corrugated sheets, and other buildings which do not fall in the above two) and uses of property into three categories (fully commercial or industrial, fully residential, and others). It adopts carpet area rates for buildings of different types, located in different zones, and devoted to different uses.

- To maintain the transparency in delivery of various municipal reforms to the people, the Government of India has also circulated guidelines for formulation of a Municipal Charter of service to all State Governments. A number of Municipal Corporations and other municipalities have since devised their municipal charter to help the common man.

Chapter 6: INTERNATIONAL COOPERATION

India has played a major role in the field of housing and urban development by not only making a rich contribution in the formulation of the Habitat Agenda but also cooperating and participating in the work of UNCHS (Habitat), UNEP, WHO, UNICEF, KfW, ADB and USAID and other multilateral and bilateral agencies such as OECF, DFID, DANIDA, CIDA, etc. Substantial international financial assistance is being availed through these agencies in which the Central and State governments and various agencies in public and private sectors like HUDCO, NHB, HDFC, and ILFS are playing a major role.

India is a member of the United Nations Centre for Human Settlements (UNCHS) since its inception. In 1997 a high level delegation participated in the XVI meeting of the commission on Human Settlements and took active part in the deliberations of the Global Agenda. Two years later the Indian delegation led by the Minister for Urban Affairs and Employment participated in the 17th session of UNCHS to discuss the issue of implementation of Habitat Agenda and Agenda 21 relating to urban environment. India, thus, has been closely associated with the activities of the UNCHS. The World Habitat Day is celebrated each year as per themes declared by UNCHS.

In pursuance of the goals of Habitat Agenda, several Indian organisations like HUDCO, HDFC seek international cooperation from multilateral and bilateral Agencies like World Bank, ADB, KfW, OECF, USAID and many others for financing shelter and infrastructure projects. India has so far received a total external financial assistance for urban infrastructure to the tune of US \$ 2,300 million. The main areas of external assistance and international cooperation are in the field of housing, urban infrastructure including water supply and sanitation, urban planning, urban environment, urban poverty alleviation and capacity building. Besides ADB and World Bank, UNICEF and DFID have programmes in several States.

India also looks forward to learning from the experiences of other countries. At the same time, its own experiences in human settlements, shelter development, urbanisation and rural

development might be useful to many other countries seeking to find solutions to problems which India has acquired by tackling these problems for a considerable time.

6.1 Regional Cooperation of Urban Local Bodies

Several Urban Local Bodies (ULBs) in Indian cities like Ahmedabad, Allahabad, Bangalore, Calcutta, Delhi, Mumbai, and Rajkot are active Members of the CITYNET, a Network of Local Authorities for the Management of Human Settlements in Asia and the Pacific. In January, 2000, subregional consultations on the draft World Charter on Local Self-Government took place in Mumbai for South Asian Countries. Besides the ULBs, many non-governmental organisations as well as national organisations like HUDCO/HSMI are actively involved with the activities of regional organisations like CITYNET, which is closely working with the UNCHS as well as UN-ESCAP for pursuing the goals of sustainable human settlements in the region. Several Indian NGOs are also promoting international cooperation to pursue the goal of Habitat Agenda.

As part of capacity building in Public Administration, UNDP has initiated financial assistance for capacity building for “Improving Urban Governance in India”. This project basically relates to capacity building of Urban Local Bodies to enhance their capability in delivering the civic services. As per this project, the Ministry of Urban Development will be assisted in training and capacity building of elected and official functionaries of the urban local bodies. This will cover a two-pronged strategy – research and training both being complementary to each other. The research will provide a modified plan of action under different areas of their operation and training will link the research findings with the implementation. The areas of research would include drafting model municipal laws, pilot projects for identification, and documentation of best practices, promotion of accountability of urban government institutions and privatisation of municipal services and various forms of partnerships among public agencies with various citizens' groups. The training activities would include training needs' analysis, capacity building of training institutions, training of trainers and preparation of training modules, and training of elected representatives and official functionaries of the urban local bodies.

6.2 Information Sharing and Capacity Building

UNCHS presently has an Information Office in the city of Chennai. Similarly, the Urban Management Programme (UMP) of UNDP is having a Regional Office at New Delhi for the South Asia Region and is also working on projects in the city of Surat and Mysore. HSMI in collaboration with UNCHS and Commonwealth Local Government Forum (CLGF) organised a workshop on Local Government Capacity Building Strategies 2000 for South Asian Countries in September, 1999 at New Delhi.

6.3 Technology Transfer

Recognising the suitability of India technologies for developing countries in the African region, an exhibition was recently organised in Tanzania to demonstrate such technologies and machinery and equipment developed in India. The exhibition organised in the framework of a cooperation programme jointly initiated by the Government of India and UNIDO, resulted in a very encouraging response from entrepreneurs, decision makers and professionals engaged in housing and human settlement development from several countries in the east African region. Besides placing orders for purchase of larger number of machinery and request for transfer of technical know-how, five countries (Tanzania, Zambia, Trinidad, Mauritius, and Uganda) have also proposed for establishing permanent mechanisms through Memoranda of Understanding to promote investment and technology transfer between India and African countries in the area of composite materials for low-cost housing.

6.4 Global Programmes for Strengthening City Capacities

Sustainable Cities' Programme of UNCHS and UNEP is being implemented in Chennai for the last four years. Similarly, Urban Health Development Projects have been initiated at various places like the Calcutta Slums Health Improvement funded by the World Bank, Solid Waste Management Project in Calcutta, Healthy Drainage in Chennai, Healthy Bus Terminal in Hyderabad, Community Participation in Bangalore, and Healthy Hospital in Kottayam Municipality in Kerala. A pilot project on "Community Approach to Integrated Basic Services

Promoting Health and Livelihood for the Urban Poor” supported by UNCHS was implemented in three cities viz. Lucknow, Rajkot, and Visakhapatnam during 1999-2000.

6.5 Priority Areas for Future Cooperation

The main areas where India is looking forward to international cooperation and assistance are:

- Data Base and Information Technology
- Management of Mega cities
- Waste Management
- Water Supply and Sanitation
- Experience sharing in Public-Private Partnership arrangements like BOOT, BOT and many others.
- Tenure
- Financial Intermediation
- Municipal Finance
- Technology Development and Upgradation
- Urban Governance
- Capacity Building, and
- Planning and Development.

6.6 Steps to Enhance International Cooperation and Partnership

Innovative framework for international cooperation in the field of human settlements is proposed to be developed to ensure timely, appropriate and responsive technical and financial cooperation. These frameworks should include all the actors in decision making, policy formulation, resource mobilisation, and their utilisation as well as to meet the requirements for cooperation between and amongst multilateral and bilateral agencies and the South-South, North-South, and South-North transfer of the best practices.

The priority areas and modes for North-South and South-South cooperation proposed for assistance are as follows:

PRIORITY AREAS	SUGGESTED MODE OF INTERNATIONAL COOPERATION
<ul style="list-style-type: none"> • Settlements and urbanisation policies and strategies; • Resource mobilisation for human settlements and urban development; • Management of urban infrastructure. 	Training programmes
<ul style="list-style-type: none"> • Management of mega-cities. 	Study and exchange visits
<ul style="list-style-type: none"> • Management of urban informal sector. 	Joint area programmes and city alliances
<ul style="list-style-type: none"> • Fiscal and legal framework; • Community participation in housing and urban development; • Capacity building; • Management of information systems; • Technology upgradation. 	Training programmes, workshops
<ul style="list-style-type: none"> • Decentralisation and local governance. 	Demonstration projects
<ul style="list-style-type: none"> • Down-marketing of credit. 	Establishing networks for exchange of information
<ul style="list-style-type: none"> • Social development planning and management. 	Training programmes and workshops

The most important cooperation in this regard is the South-South cooperation. In this, India can provide advisory and catalytic inputs in several areas, such as, development processes, industrialisation, urban management, poverty alleviation and income generation, sustainability in human settlement programmes, appropriate building materials and technologies, housing delivery systems at grass-root levels, and public sector targeting to reach those segments of the society, which are otherwise ignored by the market forces.

Chapter 7: FUTURE ACTIONS AND INITIATIVES

7.1 Priorities for Shelter Development

Urban development and shelter in India are State subjects and the Government of India mainly lays down the policy guidelines and plays the role of a facilitator. Shortage of developed land, inadequacy of finance for housing, dearth of cost-effective housing construction techniques and designs, menace of unauthorised constructions, need for urban renewal and rejuvenation of old towns, little focus on promotion of rental housing, scarce resource for maintaining are some of the major issues which effect planning and development of housing and shelter. The dimensions and problems of housing need to be seen in the overall environment of human settlements. In order to tackle these issues, proactive initiatives have been taken to enlarge the flow of funds for streamlining the shelter development activity through remedial, legal, and fiscal measures. The need is to treat the housing industry at par with other infrastructure. In the coming years, the priority areas of action for housing development in urban areas would include:

- Attention in housing sector for all segments of population with focus on low income groups and other priority groups such as people below poverty line, SC/ST, disabled, slum dwellers, and women-headed households.
- Apart from government, other institutions including NGOs, CBOs and the private sector are being encouraged to take up land development and construction activities by providing financial and technological support.
- Reforms in techno-legal and techno-financial regime have been initiated for strengthening and extending the housing delivery system to the private sector and NGOs and model laws and guidelines and are being formulated for modifying the relevant acts by the State Government for optimising land use, making use of land as a resource, adopting low-rise high density urban form and providing statutory support for land assembly, land pooling and land sharing, and other such techniques.
- Function and activities of urban local bodies and other concerned agencies will be restructured so that they function in a cohesive and coordinated manner for housing development and for enabling them to play the role of facilitator and enabler for housing and shelter improvement.

- Efforts would be made not only to make up the backlog in housing but to create sufficient housing stock either through rental or ownership basis to meet the future demand. Housing sector would be used as generator of more employment opportunities and upgradation of skill in housing building and related activities.
- Latest technology would be used for modernising the housing sector to increase efficiency, productivity, energy saving, and improving the quality of housing.
- Strategy for slums will focus on *insitu* as well as redevelopment of slum settlements and informal housing. Removing of encroachment on public lands and shifting of non-conforming activities are being given priority attention by the Ministry of Urban Development and Poverty Alleviation. However, as recommended in the National Housing and Habitat Policy, forcible relocation or dishousing of slum dwellers would be avoided as far as possible. Steps will also be taken for conferment of occupation rights wherever feasible. Promotion of various shelter development activities will include access to basic urban services, institutional finance and capacity building of NGOs and CBOs. Night shelter with basic sanitary facilities shall be constructed for pavement dwellers and the homeless population.

The priority areas of action for housing development in rural areas would include:

- Site and Services Schemes shall be taken up for the rural landless. Housing structures would be strengthened and upgraded through innovative and indigenous building design technology and materials. Access to housing services and amenities would be linked with income-generation programmes.
- For an effective rural housing delivery system, necessary improvement in the institutional set-up will be made through technology transfer, provision of necessary inputs for capacity building, and extending facilities for developing self-help groups.
- As in urban areas, ownership rights would be conferred and necessary safeguards would be taken to avoid displacement or re-housing due to mega projects and if displacement is necessary rehabilitation would be ensured.
- Preserving the customary and traditional rights of access to biomass resources for rural households.

7.2 Priorities for Sustainable Urban Development:

The priority in urban development would be to check the growing deterioration in urban environment and to bring a positive change to ensure a improved, healthy, and congenial environment.

Strategy for sustainable urban development shall aim at a balanced regional development with focus on small and medium towns, development of backward regions and containing of metro and mega cities. Scheme of Integrated Development of Small and Medium Towns already in operation since the Sixth Five-Year Plan has covered 1,005 towns so far and will be made more focussed to take up activities that would bring sustainability to the urban environment. This would promote urbanisation, which would be supportive of economic development and at the same time help in achieving the goal of decentralisation in conformity with the spirit of the 73rd and 74th Constitution Amendment Acts. An overall policy for human settlements and urban development would be formulated to identify strategies and action that need to be taken at various levels to achieve a sustainable and balanced urban structure in the country. Settlements would be planned in a manner which would minimise energy consumption in transportation, water supply, and sanitation alongwith regulatory measures to direct urban growth in a planned manner. Urban infrastructure and basic services shall be strengthened alongwith value added services in terms of telecommunication and entertainment in the rural and semi-urban areas to strengthen the rural-urban continuum. Human settlement technologies specially designed to solve the problems of urban centers would be propagated.

A rejuvenation of culturally significant cities and towns in each State for promoting tourism, strengthening local economy, and providing services to the floating as well as resident population would be taken so as to make these centres more vibrant not only of cultural resurgence but also of economic and social advancement. Accordingly, guidelines have been formulated and schemes have been initiated in Varanasi town. Besides, efforts would be made to save old historic areas of the cities with great care and imagination from the misguided enthusiasm of modernity and from the pressure of speculators and profiteers. A comprehensive civic code would be formulated to save the cities from being uglified. Such an approach will be helpful in projecting the specific image of the respective towns and cities.

Scientific methods and systems for property tax assessment including creation of property cards in local bodies would be introduced. City information and service windows would be established at the neighbourhood level alongwith citizens' charter to streamline the public services and grievance redressal system. Land records and accounting systems in municipal bodies would be computerised so as to facilitate collection of municipal taxes and monitoring of development.

For improved planning, delivery, and management of urban services the urban mapping scheme on a pilot basis has been initiated using the latest technology of GIS, aerial photography and remote sensing and the same would be strengthened further.

Effective, dynamic, and realistic planning system has been evolved comprising of a package of interrelated plans consisting of a Perspective Plan, Development Plan, Annual Plan and Projects and Schemes synchronising with economic planning system of the country which would be adopted by the Planning and Development Agencies to meet the emerging needs of urban planning system.

7.3 Priorities for Capacity Building and Institutional Development

- (a) *Capacity Building*: Systematic capacity-building programmes would be taken up for the urban local bodies and other stakeholders for improving management and delivery of services provided by them. This will include strengthening of legal, institutional, and organisational framework. Training will be undertaken not only by research and training institutions but also by field organisations in collaboration with Central and State Governments and non-government organisations so as to achieve interface between research/training and field organisation on the aspects of planning, development, maintenance, monitoring and evaluation, resource mobilisation, and public-private partnerships. Training would also be conducted for elected political representatives as well as the executives for upgrading their knowledge and skills. The training programmes would mainly be demand-driven. Networking of specialised institutions of research and training would be developed.

- b) *Institutional Development:* To cope up with the emerging dimensions and problems of urban areas, urban local bodies would be strengthened in terms of planning and development functions and resource base as envisaged in the 74th Constitution Amendment. The institutional development programme would also emphasise on improving the management techniques both for financial and infrastructure management. Housing is a participatory programme involving actions by various agencies at national, state, and local level and private and cooperative sector for which an enabling environment would be created so that all the stakeholders could join hands to achieve a common goal of providing adequate shelter for all.

In the era of e-governance, strengthening of institutions would involve use of the latest information technology for planning, development, and management of towns and cities. Accordingly, urban local bodies would be geared to meet the challenges in the next millennium.

7.4 Priorities for International Cooperation

In view of the changing urban scenario and development-management mechanism, the priority areas for North-South and South-South cooperation and assistance would include the following components:

Mobilisation of resources from non-budgetary sources for urban development; public-private partnership in urban infrastructure development and management; management of mega-cities; integration of informal sector in urban development; community participation in housing and urban development; capacity building of urban local bodies and other stakeholders; data-base and information system; new urban technologies; down-marketing of credit; integration of physical and economic planning; development and management of mass transport system in large cities; sustainable urban environment management techniques; promotion of barrier-free access features in urban environment; innovative land assembly and development techniques; and simplified development promotion rules.

- (a) Urban Housing: The National Buildings Organisation estimated the 1991 shortage at 8.23 million, up from 7.0 million in 1981. It expects the absolute shortage to decline progressively to 7.57 million units in 1997 and 6.64 million in 2001.

The working group on Urban Housing for the 9th Plan outlined the thrust to be given for housing development by suggesting construction of 0.32 million semi-*pucca* houses and 8.87 million *pucca* housing units. The working group also identified the requirement of *pucca* housing units for different income categories based on the likely price-to-income ratio (See Table 1).

Table 1: Housing Shortage

Category	No. of Units (in millions)
EWS	3.79
i) Shelter upgradation	0.475
ii) Site and Services with cash loan	0.475
iii) Skeletal housing with cash loan	0.950
iv) 25 sq.mtr built house	1.890
LIG	3.34
MIG	1.00
HIG	0.74
Total	8.87

Note: In India, economic groups are classified based on monthly family income as : Economically Weaker Sections (EWS)- upto Rs.2,500/-; Low Income Groups (LIG)- Rs. 2,501 to Rs.5,700; Middle Income Groups (MIG) – Rs.5,701 to Rs.10,000 and High Income Group (HIG)- is over Rs.10,000.

The total urban housing need by 2002 is estimated to be of the order of 15.02 million for the LIG/EWS category and 1.74 million for HIG/MIG category.

- (b) Rural Housing: The net housing shortage in rural areas between 1997 and 2002 is expected to be 18.77 millions of which 8.46 million is the requirement for new houses. The balance 10.31 million *kutcha*/unserviceable houses require upgradation.

Strengthening Rural Housing through Indira Awaas Yojana (IAY):

Launched initially in 1985-86, and later as an independent scheme on January 1, 1996, Indira Awaas Yojana (IAY) aims to provide grant for construction of houses to members of Scheduled Castes/Scheduled Tribes, freed bonded labourers, and also to other rural poor. IAY benefits are also extended to other under-privileged and needy groups provided: (i) they reside in rural areas; (ii) they have not been covered under any other scheme of shelter rehabilitation; and (iii) they are houseless, or in need of shelter, or shelter upgradation. Three per cent of the funds have been earmarked for the benefit of disabled persons below poverty line. Allotment of houses under IAY is either in the name of female member of the beneficiary household or in the name of both husband and wife.

Table 2: Physical and Financial Achievements under Indira Awaas Yojana since inception

Year	Expenditure (Rs. Million)	No. of Houses Built
1985-86 to 1995-96	36,430	29,14,556
1996-97 to 1999-2000*	55,290	27,79,089
Total	91,730	56,93,645

* Up to 30th November, 2000

1.3 Efforts to Promote Adequate and Affordable Housing:

As a policy, public housing thrust is directed towards social housing to reach the priority groups, such as people below poverty line, socially-disadvantaged groups (Schedule Caste/Schedule Tribe), the disabled, slum dwellers, and women-headed households. An important concern of the Government is a policy framework which provides a conducive legal regime and a fiscal and financial system that would be friendly to shelter delivery. A package of incentives and concessions to attract private sector participation has been introduced to supplement the task of housing the poor in the new policy adopted by the government.

Box 1: Private Sector Participation in Housing

Public-Private partnership in housing has led to the setting of joint ventures for land development and housing construction. Some of the examples are:

1. Haryana joint development model based on the Haryana Development and Regulation of Urban Areas Act.
2. Lucknow Development Authority Model.
3. In Chennai Metropolitan Development Authority, a joint venture between the private landowners and developers was formed for guided urban development.
4. In West Bengal, two major projects executed are Bengal Ambuja's Udayan & Udit and Bengal Peerless's Anupama a partnership between West Bengal Housing Board and private companies. The success of these partnerships has led to setting up of other joint ventures by the West Bengal Government, i.e., Bengal DCL Housing Development Company, Bengal IFB Housing Development Company, and Bengal Shrachi Housing Development Company.

However, the volume of shelter delivery for the poor through these initiatives is relatively small.

1.4 The National Housing and Habitat Policy, 1998:

National Housing and Habitat Policy 1998 was designed to tackle housing shortage without sacrificing sustainable development. The need for adequate infrastructure, including social infrastructure, and strong public-private partnerships, and the role of the cooperative and corporate sectors was stressed in NHHP. The primary objective was to create **2 million additional dwelling units, predominantly for the poor, each year**, in pursuance of the National Agenda for Governance (1998). The roles of various stakeholders including the State and Central Governments were clearly defined. The need to protect the interests of women, particularly women-headed households was recognised. The objective is to achieve "Housing for All" by the end of Tenth Plan (2007). (Refer Annexure-I: National Agenda for Governance).

Facilitation

The Government of India seeks to achieve this target of 'shelter for all' through a facilitating approach principally in three areas:

- i) Legal Reform
- ii) Transfer of Technology
- iii) Fiscal incentives and enlarging the resource base.

It has been estimated that the cost of providing 16.76 million houses in urban areas would be enormous – around Rs.1,215 billion at 1997 prices. Of this, 15.02 million (EWS/LIG) houses for the poor would cost Rs.600 billion and 1.74 million houses for the rest (MIG/HIG) another Rs.600 billion. Government believe that the task of providing nearly all the EWS housing (10.04 million units) and many of the LIG houses would be done through proactive facilitating action by government, through State governments and State-owned parastatals and through cooperative societies. The task of providing for the housing shortage of others would largely devolve on the private sector, which would also be offered incentives in the form of legal reform, fiscal incentives, and transfer of technology.

The 1998 National Housing and Habitat Policy, coupled with these incentives also seeks to impose a social mandate on the private sector, advising them to provide a specified percentage reservation for the poor, in their projects. These units will be cross-subsidised to make them affordable to the poor. They will be well integrated with the HIG/MIG units to provide for social integration within communities. However, the government is clear that it would not be possible for 15.02 million EWS/LIG houses to be cross-subsidized in this manner. The onus of the major percentage of the shelter delivery for the poor will rest with government. To make such shelter affordable and accessible to the poor, the government on one hand seeks to make cost-effective houses for them and on the other hand seeks to increase the purchasing power of the poor, by linking economic growth to employment for the poor. The health of the housing and construction sector is seen as a major index of the health of the economy. It is one of the largest providers of employment to the poor.

Box 2: The Economics of Construction Sector

The impact of investment in the housing sector on GDP and employment in the Indian Economy is evident from the following findings of a recent study:

- ◆ The construction sector ranks 4th among 14 sectors in terms of backward linkage and 3rd in terms of total linkage effect with other sectors of the economy.
- ◆ In terms of Income Multiplier, it ranks 4th and is ahead of other sectors like Transport and Agriculture. Moreover, a unit increase in the final expenditure would generate additional income as high as five times.
- ◆ A 10 per cent increase in the final expenditure in the construction sector results in an increase of more than US\$ 6,200 million in gross national output and generates a total employment of 2,957,000 in various sectors. The corresponding figure for direct, indirect and induced employment would be 11,334,000, which represents more than a 2.5 per cent increase in total employment in the economy.
- ◆ It has huge employment generation potential and it ranks 5th in terms of employment multiplier.

Source: Study on "Impact of Investment in Housing Sector on GDP and Employment in Indian Economy", Bakul H. Dholakia and Ravindra H. Dholakia, IIM, Ahmedabad, sponsored by HUDCO.

(a) Legal Reforms

Government has identified a set of laws, statutes, rules, regulations, Bye-laws which impact housing and construction activity and decisive action has been taken to amend/recommend amendment/modification of these laws. A constraint is that many of the laws pertain to State governments and the role of the Government of India is largely recommendatory.

Central laws

- (i) The Urban Land (Ceiling and Regulation) Act, 1976, which was seen as a major bottleneck in land assembly in urban areas, has been repealed. It is expected that nearly 200,000 hectares of urban land would thus become available for housing activity.
- (ii) The National Housing Bank Act, 1987 has been amended to facilitate easy foreclosure. This will boost investor confidence and ensure flow of greater funds to the housing sector.
- (iii) Wide-ranging amendments are on the anvil in the Indian Stamp Act in many States to reduce the burden of Stamp Duty on property transactions.
- (iv) Modifications to the Registration Act have been recommended to prescribe easier procedures for registration of property and mortgages.

- (v) A stiff Vacant Land Tax has been proposed to promote construction activity by discouraging land loading.
- (vi) Amendments to the Land Acquisition Act to facilitate litigation-free acquisition of land for public purposes are under consideration. This will particularly help development of slums on privately-owned lands by mitigating delays in acquiring land.

In addition to the above proactive steps, government have framed and recommended model laws and Bye-laws for adoption by State governments. These include laws on Rent Control, Town Planning and Building Bye-laws, Apartment Ownership Regulations. The Housing and Urban Development Corporation (HUDCO) and the National Cooperative Housing Federation (NCHF) have respectively prepared model legislations to make housing boards and housing cooperatives more effective in shelter delivery. Many States have already carried out legislation ensuring tenurial rights to the urban poor. Some examples are:

- i) The Calcutta Tenancy (Acquisition & Regulation) Act, 1981 as amended, provides for the regularisation of slums on private land. This Act is applicable in the municipal limits of Calcutta and provides legal status to tenants under Thika Tenanted Slum Act. It incorporates provisions against their eviction. Under the Premises Tenancy Act, these tenants are ensured rights of water supply and electric connections. Besides, the State government has adopted a policy of regularisation of slum areas and approximately 2.1 million slum households have been regularised till now.
 - ii) In Madhya Pradesh under the Patta Act, about 150,000 *pattas*/tenurial rights have been conferred, benefiting about 0.8 million people in the State.
- (b) *Transfer of Technology*

The accent on transfer of technology is to provide cost-effective housing without sacrificing the employment potential of the construction sector, a major provider of employment in this country. While poverty-alleviation measures, skill

upgradation, and economic growth through vigorous construction sector increase the purchasing capacity of the poor, energy-efficient, waste-based, environment-friendly technology based on local materials and dependent on local skills help the poor in accessing and maintaining shelter.

The Building Materials and Technology Promotion Council (BMTPC) and the Housing and Urban Development Corporation (HUDCO) have played an increasingly important role in transfer of such technology, particularly in shelter delivery for the poor.

Box 3: Cost-effective Building Materials and Technology

Features

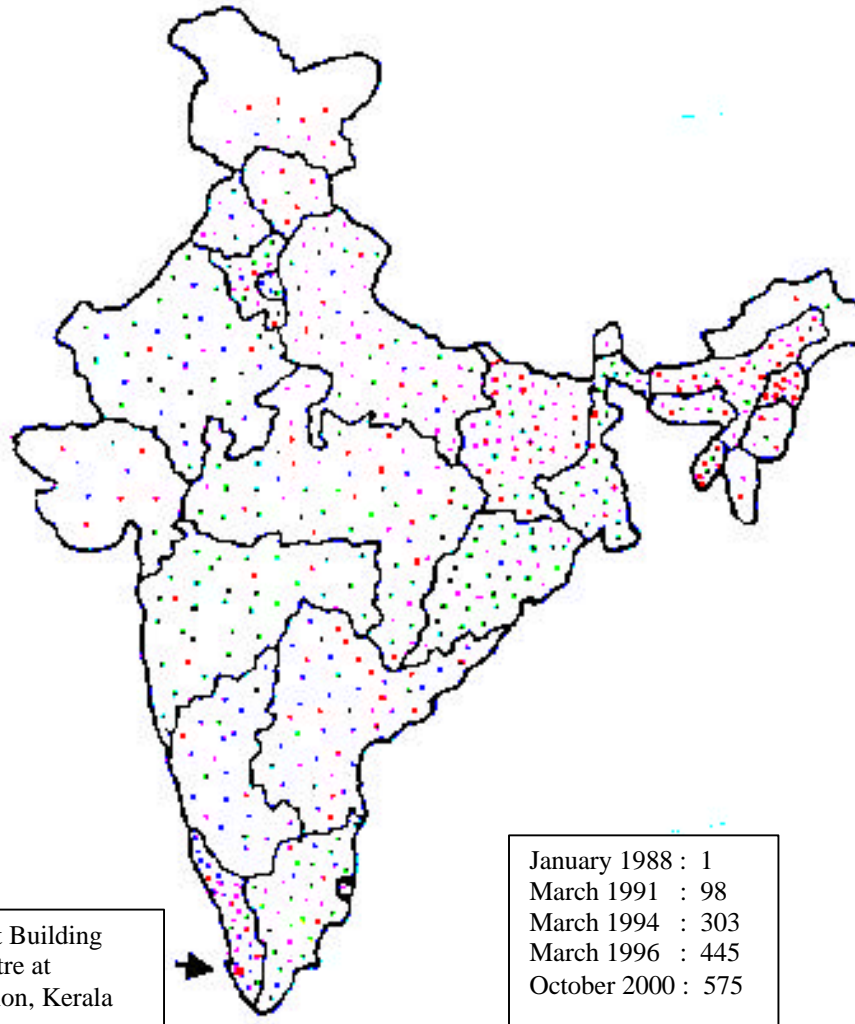
1. Reduction in cost by 15-40 per cent.
2. Based on locally available material - easy to use and easy to maintain.
3. Use agriculture and industrial waste material like fly ash for brick manufacturing thus conserving natural resources and preventing pollution
4. Wood substitutes central to this technology, thus saving forests
5. Energy conservation
6. Generate employment for the poor.

The Building Centre approach has proved very effective in dissemination of cost-effective technologies through a network of 575 centres spread all over the country.

These centres perform the following functions:

- i) Demonstrate the technology and machines,
- ii) Train the artisan and urban poor,
- iii) Demonstrate commercial production of material,
- iv) Disseminate the technology by actually taking up works, and are
- v) Self-sustaining.

Location Map of Building Centres



Fiscal incentives such as duty exemptions and access to low-cost funds are also being provided to popularise cost-effective technologies. (For details, refer Annexure-II: Innovative Building Materials and Construction Technologies Developed and Promoted for Strengthening of Housing Activities).

(c) *Fiscal incentives and enlarging the resource base*

The medium-term aim of fiscal reform is to ensure flow of adequate resources to fund construction of a sufficient number of houses to meet the housing shortage. As against a conservative estimate of a requirement of Rs.1,215 billion at 1997 prices, the net flow in the Eighth Plan was only around Rs. 250 billion. Much of this money may have gone for HIG/MIG housing, therefore, the accent of fiscal reforms and incentives has been on ensuring flow of reasonably priced funds to organisations like HUDCO which target the poor for shelter delivery.

Some of the measures include:

- i) increase of government equity in HUDCO from Rs.3,850 million to Rs.12,500 million enabling it to increase mobilisation of funds by 400 per cent;
- ii) provision of tax deduction on the interest portion of loans;
- iii) external commercial borrowing through the Asian Development Bank;
- iv) the share of incremental deposits of banks to be invested in housing has been doubled to 3 per cent, thus ensuring flow of an additional Rs.20,000 million into the sector;
- v) tax concessions for rental housing to attract more funds into the sector by making it more attractive for investment;
- vi) exemption of tax on profits for urban infrastructure projects to give a fillip to social and other infrastructure necessary for human settlements;
- vii) a liberalised policy of foreign investments for Non-resident Indians/Persons of Indian Origin/Overseas Corporate Bodies, has already attracted more than Rs.6,500 million.

Efforts are also being made to attract long-term finances, e.g., provident funds and insurance funds, into this sector.

(d) *Other initiatives*

- (i) *Activating Housing Cooperatives:* National Housing Cooperative Society (NCHF) is responsible for the delivery of shelter through a network of over 90,000 societies with a membership of 6.3 million all over the country. The apex cooperative housing federation provides loans to primary housing cooperatives for construction of dwelling units of their members. The National Housing and Habitat Policy identifies these societies as a potent means to provide housing for low income groups and the urban poor. A NCHF Study based on 1997 data indicate that 57.7 per cent of the total housing stock constructed by cooperatives was for the EWS category and another 17.4 per cent for the LIG category.

Some of the concessions given by government to cooperatives are:

- a rebate of 0.5 per cent on the rate of interest and priority in land allotment.
- the exemption limit for income tax purposes has been raised from Rs. 20,000 to Rs. 50,000 in the Budget 1998-99 for cooperatives' housing income.
- some Local Bodies have announced a special rebate of 15 per cent in respect of house tax for the flats constructed and maintained by Group Housing Cooperatives.

Other Initiatives in the Cooperatives Sector

The Cooperative Societies Act is proposed to be amended. A model Act is under preparation for a separate enactment for housing cooperatives. Since this will take time, as an interim measure a separate model chapter on housing cooperatives has been prepared and is being circulated to all States for adoption and inclusion in existing Cooperative Law.

The recent step of placing Cooperative Housing Societies under the ambit of the Consumer Protection Act is making them more accountable and

productive. However, to become an effective medium of shelter delivery, housing cooperatives have to improve their management, secure enhanced working capital, and improve recovery of dues.

(ii) *Involvement of NGOs*

NGOs are being increasingly involved in shelter delivery and community infrastructure, through provision of micro-credit both for self-employment and house construction. Government programmes like National Slum Development Programme (NSDP) and Swarn Jayanti Shahari Rozgar Yojana (SJSRY) also lay emphasis on the formation of DWCUA groups and Thrift

Box 4: SEWA Bank's Role in {PRIVATE }Poverty Alleviation in India

Shri Mahila Sewa Sahakari Bank, an organisation of poor self-employed women workers was established at the initiative of 4,000 self-employed women workers with a capital of Rs.60,000 in year 1974. The bank is owned by self-employed women and policies are made by their own elected board.

Mahila Housing Trust (MHT): This subsidiary of SEWA focuses its attention on organising the women slum dwellers to interact with the local body for gaining access to basic services and housing. The savings of the family and the community are used as a seed capital to generate resources from the local body and private enterprises who have a stake in the well being of the neighbourhood and the community.

The SEWA Bank provides all finance linked support services to its members and has started work on a security insurance scheme and a housing programme. The bank is now actively expanding into rural areas through savings and credit groups.

This bank has successfully catered to the financial requirements of poor self-employed women workers. Today it has 150,000 depositors and working capital of Rs.300 million. As on March 2000, SEWA BANK has provided loans of Rs.300 million to 45,000 women. Housing loans of Rs.50 million have been given to 8,000 women. SEWA has also contributed to the development of the habitat environment through accessing drinking water in rural areas to 15,000 families and providing toilets to 6,000 families.

and Credit Societies. The groups prioritise projects, identify the beneficiary and monitor loan repayment. Since formal credit is not easily available to the poor, this is seen as a viable alternative. There is evidence that urban poor can pay interest rates as high as 16-18 per cent with 100 per cent loan recovery. Organisations such as the Dhan Foundation, in Andhra Pradesh, Mahila Housing Trust in association with SEWA (Self Employed Women's Association), operating as NGOs and specialized micro-credit institutions

have successfully demonstrated the process of linking informal savings and credit to housing.

(iii) *Peri-urban Growth- Satellite Towns*

Special initiatives have been taken to develop new townships in areas adjoining bigger/metro cities to promote geographically-balanced settlements. The policy framework provides for stronger public-private partnerships; housing cooperatives/societies are provided land at reasonable prices to undertake affordable housing for a wide range of population with varying incomes and occupations. Successful examples are planned peri-urban growth around Delhi, Mumbai, Chennai, Chandigarh, and Calcutta.

In the new town near Calcutta, the settlement has been done largely on the basis of negotiated land purchases. This in turn has minimised litigation and already made available a substantial quantum (more than 1,800 acres) for planned development.

Box 5: Navi Mumbai, Maharashtra - A Success Story

The City and Industrial Development Corporation (CIDCO), a parastatal of the Government of Maharashtra, has successfully evolved and implemented a strategy of urban development through setting up an effective counter-magnet in the mega city of Mumbai. Navi Mumbai is located on the main land across the harbour from Mumbai and is spread over 344 sq. kms. It follows a polycentric, nodal pattern of development alongside multiple mass-transit corridors; each of the 14 townships are self-sufficient in educational, health, civic, social, religious, cultural, sports, and recreational functions. The rail links Navi Mumbai with Mumbai.

New concept of town planning, establishment of partnerships for creation and maintenance of housing stock, infrastructure financing, maintenance of public health, and also integration of original landholders are some of the highlights of these townships. The best part of Navi Mumbai is the generation of 200,000 jobs and, quality, commercial, and social activity for a self-contained township. CIDCO has developed over 170,000 housing units of which more than 60,000 are by private developers. Efforts are being made to increase the employment opportunities to 800,000 by 2003.

This is a demonstration of the new National Housing and Habitat Policy, which seeks to propagate the sustainable human settlement technology.

1.5 Secure Tenure:

The total population of urban India is estimated to be over 300 million, of which over 60 million live in slums and other low-income informal settlements with poor infrastructure. Therefore, the problem of access to housing and services in urban India is also a problem of tenure particularly in slums or informal settlements. Shelter delivery, access to basic services, and a sustained livelihood in a sustainable environment are possible if the urban poor have stable tenure. Without tenure slum dwellers are treated as nomads without being nomads.

Programme Initiatives

The Government is tackling the problem of tenure, through a three pronged strategy:

- i) *In situ upgradation of slums:* The approach in general, is to provide for in-situ upgradation and betterment of living conditions. Some States like Andhra Pradesh have provided temporary title through *pattas* for a specified period. This allows access to shelter upgradation and basic services.
- ii) *Partly in situ upgradation and part relocation:* In cases where a part of the land is essential for public use, resettlement of the slum dwellers is done by constructing integrated high-rise residential complexes to house the displaced poor and the rest of the land is used in a commercially viable manner. The

Box 6: Slum Redevelopment in Mumbai by Shivshahi Punarvasan Prakalp Ltd.

The initiative of Government of Maharashtra through *Shivshahi Punarvasan Prakalp Ltd.* (SPPL) with participation of Maharashtra Housing and Areas Development Authority (MHADA) and Mumbai Metropolitan Regional Development Authority (MMRDA) with additional funding coming from Housing Finance Institutions is a successful example of slum upgradation.

The SPPL is established to take up construction on open government land and to mobilise slum dwellers from the vicinity to shift to the tenements constructed. Part of the land is given for commercial development. This income funds the housing.

The SPPL extends financial assistance in the form of construction loans to the applicants which will be secured by collateral, Bank Guarantee, Project Properties, Transfer of Development Rights, and other innovative mechanisms and buy-back options. The loan component is routed through SPPL, which will stand guarantee for the same. So far, 400 such schemes were sanctioned. Fifty thousand houses are being built.

resources thus generated are being used for relocation and resettlement, e.g., Jalgaon Municipal Corporation in Maharashtra resettled the vegetable market vendors in this manner a few years back.

- iii) *Relocation of slum dwellers by following a project approach:* In cases where land under encroachment is urgently required for public use and cannot be spared under any circumstances, relocation becomes inevitable. Relocation the last alternative is often misquoted and misunderstood. It is done only if it is inevitable and is invariably accompanied with a welcome package of benefits such as security of tenure and improved civic services like drinking water, adequate sanitation, solid waste management, drains, paved roads and lanes, schools, hospitals, police stations, community halls and other facilities, in short, all that is needed to improve the quality of life. All these advantages are perceived to come in exchange for the so-called nearness to workplaces. The model recommended in this country is backed by an efficient transport system or availability of work near the relocated site.

Box 7: Narela: A happy example of relocation and rehabilitation

A major initiative has been taken by the Government of India in collaboration with the slum wing of the city government of Delhi to relocate and rehabilitate slum dwellers from the most untenable and disaster prone sites in Delhi to new areas by providing them access to land at affordable rates, infrastructure, and also tenurial status for land ownership in the joint name of husband and wife. About 10,000 families have been shifted and each family allotted a plot measuring 18.5 sq. m. with potential for vertical expansion. Financial assistance through loan on concessional terms is provided for construction on plots allotted to the families. A provision has also been made for primary and secondary schools, police station, dispensary, park, and community centre. Adequate bus services are in place. This has been done by taking people's consent and confidence. Employment opportunities are being created by locating industries in the area.

Despite the above policy initiatives, resistance to projects involving tenure issues arises due to a variety of reasons. Bringing about a change in attitudes and a better understanding of the process of urbanisation, and the need to intervene at an early stage by initiating a dialogue between residents and land-

owning agencies to find an acceptable and workable solution at each project level are some of the important lessons. It is also important to mention that even though a policy framework is crucial, the issue of tenure is strongly linked to location, plot size and area, accessibility to facilities, infrastructure, possibility of productive income-generation activity, and other issues which vary from project to project.

1.6 Access to Basic Services

- (a) Issues and Areas of Concern: To improve productivity and quality of life, basic services like water, sanitation, electricity, roads and waste management, health care, and education are considered a prerequisite. The National Housing and Habitat Policy aims to achieve the objective of providing basic infrastructure facilities with focus on covering poor households. The prevailing conditions and trends are highlighted here:-

In Urban areas:

- 53 per cent slums have access roads;
- 85 per cent population has access to protected water supply; however this percentage is only 65 per cent in slums;
- 49 per cent urban population has toilet facilities; but only 46 per cent slums have access to "shared" toilet facilities, which implies much lesser coverage for population living in slums and informal settlements than the general urban population.

In Rural areas:

- more than half of the villages do not have access roads;
- about 3 per cent habitations do not have drinking water facilities and another 16 per cent are only partially covered; and
- about 92 per cent of rural population do not have access to sanitation facilities.

(b) Policy Initiatives and Programmes:

- (i) *Water Supply:* The Accelerated Urban Water Supply Programme launched earlier is continuing in 330 towns, with less than 20,000 population, since 1994. Allocations continue to be inadequate. The total requirement for urban infrastructure development covering the backlog in service provision, new investments, and Operation & Maintenance for the next 10 years is around Rs. 25,000,00 million (US\$ 55.6 billion), according to the estimates of the Rakesh Mohan Committee. This would mean an annual requirement of Rs.250,000 million (US\$ 5.6 billion). Such levels of investment are not available and therefore the shortfall is planned to be made good by increased resource mobilisation by States and municipalities, by privatisation of services through the BOT, BOOT route, by external commercial borrowings, and to a limited extent through institutional loans from LIC, HUDCO, and others. In addition, both State and Central Government are making considerable efforts jointly to mobilise funds from international donor agencies and institutional sources.

The accelerated Rural Water Supply Programme has been revamped to institutionalise community participation by making it a people-oriented, decentralised, demand-driven, and community-based programme. Users are being involved and aided in deciding on design and management arrangements; they share a part of the capital cost. They would be made responsible for maintenance and would be required to bear the full cost of the Operation and Maintenance. About 0.32 million persons have been covered in the last three years.

- (ii) *Sanitation:* The scheme for conversion of existing dry latrines into low-cost, waterseal pour-flush latrines, and construction of new sanitary latrines has been initiated since 1989. The scheme is operated by a combination of subsidy by the Government of India and loan from

HUDCO. About 1.9 million units have been sanctioned for conversion and another 1.9 million new units have been approved for construction under the programme cumulatively up to the year 2000. Sulabh International, an NGO operating in this sector has successfully propagated the sanitation systems at the community level and also in commercial centres. These are popularly known as “Sulabh Shauchalayas”, which are operated as ‘pay and use toilets’.

- (iii) Recognising the importance of clean cities and the need to undertake solid waste management in cities and urban areas on scientific basis, a manual on solid waste management has been prepared and is under finalisation after taking the requirements and views of the urban local bodies in the country.
- (iv) The rural sanitation programme has been restructured from April 1999. A target based approach will be gradually phased out by the year 2002 and in its place a demand-based approach has been introduced. Fifty percent of the rural population is targetted to be covered by the end of ninth plan, i.e., by the year 2002. About 3.6 million facilities have been constructed in the two-and-a-half year period up to 2000.

In this context it is important to refer to the Union Minister for Urban Development's address to the Conference of Ministers of Local Self-Government and Urban Development of States and Union Territories, wherein he Stated as under -

"In the context of the peculiar conditions prevailing in our country, wherein massive migration to major urban centres has not been accompanied by de-population of villages, wherein small and medium-sized towns are languishing and wherein problems of 'teeming countryside' and 'teeming metropolises' have to be tackled simultaneously, it may be necessary to formulate an overall policy for all human settlements, instead of looking at the rural and urban areas in segments. If economic advancement and higher quality of life have to be attained together, a clear strategy of spatial planning needs to be worked out and balanced distribution of population over different settlements ensured."

Therefore, the National Housing Policy, 1994 as modified in the National Housing and Habitat Policy, 1998 is evolving towards a Human Settlements Management Policy. It has incorporated various elements to achieve the objective of sustainable development of human settlements in the framework of rural-urban continuum.

Chapter 2: SOCIAL DEVELOPMENT AND ERADICATION OF POVERTY

2.1 Introduction and Policy Framework

Continuous efforts are being made in India to deal with poverty through empowerment of the poor and focus on women and other vulnerable sections of the population in poverty-alleviation programmes by improving access to credit and adequate shelter. Lately, poverty, which was earlier seen largely in terms of inadequate income, has acquired a different connotation. While primarily meaning a wage or an income which cannot sustain an individual or family, it is now broadened to include any form of deprivation - be it social, economic, political, and the like. Adequate shelter with attended physical and social infrastructure is seen as an inherent component of poverty alleviation. Poverty is now seen in terms of basic minimum needs.

The **Poverty Line** however continues to be defined in income terms based on desirable consumption needs. This is a slight variation from the earlier definition that is based on consumer expenditure with respect to calorie intake. As per National Survey Sample (NSS) data, consumer expenditure was reported to be Rs. 56.64 (US\$ 1.30) per capita per month, based on a calorie intake of 2,100 calories per day per capita in urban areas. The Planning Commission has now circulated State specific poverty lines at 1996-97 prices based on recommendations of an expert group. The current All-India average urban poverty line is at Rs.353.44 (US\$ 7.90) per capita per month. The average income ranges from a minimum of Rs.271.71 (US\$ 6.0) to a maximum of Rs.419.98 (US\$ 9.40). The definition of poverty alleviation means ensuring a minimum income to the poor and at the same time providing access to shelter, with proper support infrastructure, including social infrastructure, and an environment conducive to good health and well being.

The latest official estimates of poverty bring out a significant decline in the poverty level in both urban and rural areas. While in 1973-74, the urban population below the poverty line was 49 per cent of the total population, it declined to 32.36 per cent in 1993-94 and is estimated to have further fallen to 28 per cent in 2001, as per the NSS estimates (tentative). However, the absolute number of urban poor have increased from 60 million

in 1973-74 to 76.3 million in 1993-94 and are estimated to be around 82 million today. Therefore, population control is also a key issue in poverty alleviation and social development.

The key elements highlighted in the Habitat Agenda are provision of equal opportunities for a safe and healthy life, social integration, and inclusiveness and gender equality. Addressing the status and needs of marginalized groups is fundamental to the policy. Efforts to identify and assess the position of marginalized groups, and the development and implementation of policies that correct inequality are central to this strategy. These issues have been addressed by the government in its latest initiatives.

2.2 Programme interventions for poverty alleviation

Over the years the Government has launched a variety of poverty-alleviation programmes. The 3 major ones being:

- i) Nehru Rozgar Yojana (NRY): It was launched in 1985, with the objective of providing economic opportunities to the urban poor through wage employment for creating socially - and economically-useful public assets. Loans were provided to the beneficiaries for setting up micro-enterprises and construction/upgradation of shelter.
- ii) Urban Basic Services for the Poor (UBSP): This programme was launched in 1990 with the objective of community empowerment and participation in delivery of services by creating community structures.
- iii) Prime Minister's Integrated Urban Poverty Eradication Programme (PMIUPEP): The objective of this programme was focussed delivery and convergence of schemes pertaining to social, economic, and infrastructure development of the poor.

These programmes did not take a holistic look at poverty alleviation as suggested earlier, apart from overlapping with the other government programmes. Therefore a new poverty alleviation programme, namely, **Swarna Jayanti Shahari Rozgar Yojana (SJSRY)** was

initiated on 1st December, 1997 subsuming the above mentioned programmes, to address the wider implications of poverty.

The foundation of SJSRY is on community empowerment. SJSRY prescribes a baseline survey of the towns. In this survey, the requirements of the town are identified and an attempt is made to match these requirements with the skills of the urban poor. It is clear that there is growth in urban areas but this growth need be linked to employment for the poor. (Refer Annexure-III: The Swarna Jayanti Shahari Rozgar Yojana Guidelines)

SJSRY has basically 3 components:

- i) *Community Structures*: The major thrust of SJSRY is on community empowerment and therefore community structures are created in all towns of the country for programme implementation. These structures start with the informal association of (preferably) women representing 10-40 poor slum families; one of them is elected as Resident Community Volunteer (RCV). The RCVs work under the aegis of Neighbourhood Committees (NHC) and Community Development Societies (CDS). These are expected to guide the urban local bodies in the planning, selection, implementation, and monitoring of poverty-alleviation programmes.
- ii) *The Urban Self-Employment Programme (USEP)*: This component gives assistance to individuals/urban poor women groups for setting up micro enterprises. It also focusses on the skill upgradation amongst the prospective beneficiaries. DWCUA, which is exclusively for women is a part of USEP.
- iii) *The Urban Wage Employment Programme (UWEP)*: This programme seeks to provide wage employment to the migratory and unskilled workforce, living below the poverty line, within the jurisdiction of urban local bodies by utilising their labour for construction of socially - and economically-useful public assets.

Box 8 : SJSRY Progress at a Glance

	(Number)
Total No. of towns/urban areas	: 3,744
Towns where BPL survey completed	: 3,467
Beneficiaries identified	: 93.43 million
Community Development Societies formed	: 5,441
Beneficiaries assigned under Urban Self-Employment Programme (USEP)	: 249,568
Persons trained for skill development	: 179,693
DWCUA Groups (group of 20 women) formed	: 8,734
Mandays generated under Urban Wage Employment Programme (UWEP)	: 23.25 million days

Similar efforts have been made to launch an amalgamated poverty-alleviation programme in rural areas also by incorporating the positive features of the earlier programmes. The programme in rural areas is called Swarna Jayanti Gram Swarozgar Yojana (SJGSY).

Recent Progress:

SJSRY, adopting a bottom-up approach relies on the establishment of community structures. The spirit of 74th Constitution Amendment has been incorporated in SJSRY. Decision making in the context of programme is transferred to urban local bodies. Urban Poverty cells have been created in all urban local bodies and District Urban Development Authorities (DUDAs) for effective implementation of the programme. The salient features of SJSRY are:

- ◆ 30 per cent reservation for women;
- ◆ formation of women self-help community groups (DWCUA) and introduction of group enterprise in support of thrift and credit societies;
- ◆ reservation of benefits for SCs and STs (vulnerable sections) in proportion to their population;
- ◆ 3 per cent reservation of benefits for the disabled;
- ◆ provision for wage employment for jobless labour and linkage of the same with community infrastructure;

- ◆ provision for expenditure on infrastructure for backward and forward linkages;
- ◆ linking the programme with NSDP for synergy and slum upgradation; and
- ◆ increased support for training for skill upgradation and capacity building.

Box 9: The Kudumbashree programme

The Kudumbashree programme is a joint effort of the government of Kerala and Housing and Urban Development Corporation (HUDCO). It translates into reality the wider definition of poverty alleviation. Adequate shelter with support infrastructure, assured employment, and insurance cover are features of this scheme, operated by a network of Community Development Societies (CDSs) set up under SJSRY. Families being covered under this scheme are 0.5 million.

The network of CDSs has resulted in a cadre of committed functionaries dedicated to poverty alleviation. The government of Kerala has through this decentralization process empowered urban local bodies in the poverty-alleviation programme.

Kerala is also the first State where the government has ordered to earmark 2 per cent of the annual general revenue of local bodies, 30 per cent of general purpose grant, and 10 per cent of women component fund as poverty alleviation fund. The utilisation of these funds is done together with People's Plan Campaign through CDSs which is a SJSRY structure. This embodies the spirit of SJSRY. Similar initiatives, replicating Kerala model, are expected in other States.

The scheme is implemented with Central Government contributing 75 per cent of the funds and the rest by the respective State Governments.

Programme Review:

SJSRY is characterised by very tight monitoring using MIS techniques, quarterly review at the Ministry level and inspection by officials. Even though SJSRY is of recent origin, analysis and concurrent evaluation, coupled with impact studies have indicated the need for some fine tuning.

- The 3 components of SJSRY namely community structures, wage employment, and self employment share 15 per cent, 30 per cent, and 50 per cent of the project funds, respectively. This division of funds is rigid and the States find it difficult to adapt as per local need. It has therefore been suggested that the allocations be made flexible so that funds may be appropriated as per local requirements.
- Micro-enterprises, which constitute an important component of this programme, and DWCUA groups need timely and adequate credit. However, inadequate flow of credit from banks has been noticed as a major bottleneck.

- Skill upgradation is important to convince the bankers about the creditworthiness of the loanees. However, attention also needs to be paid to the selection of trade, establishing backward and forward linkages, involving bankers in selection of trade, beneficiaries, and training. Helping banks in loan recovery boosts investor's confidence.

Box 10: Integrated Approach to Women's Empowerment in Andhra Pradesh

In Kukatpally urban local body near Hyderabad, women groups (DWCUA) provide civic services, infrastructure and also do social audit. This helps them improve their social, economic, and political status. DWCUA groups are managing the solid waste disposal in Kukatpally municipality and this on an average is providing each women an income of about Rs.1,800 per month through part-time employment. Sanitation in the city has taken a remarkable turn for the better.

Apart from economic empowerment, the status of these women, many belonging to weaker sections of the society, has improved dramatically. They are seen as role models who have brought cleanliness to the city.

Source: Ministry of Urban Development, Government of India.

A Committee headed by Joint Secretary (HEPA), Government of India is addressing these issues and the programme guidelines shall be modified accordingly.

2.3 Programme Intervention for Slum Improvement

“Urban poor work at a high opportunity cost and their capacities are limited by low body weight and poor nourishment as infants, resulting in a poor ability to concentrate and hence an incapacity to benefit from education, made worse by the employment of children in work or full-time household duties and persistent childhood sickness, all affecting adult capacities to work effectively when the children are fully grown. Adults, excessively long working and travelling hours lead to exhaustion, made worse by the time required to obtain basic services, e.g., thus poor water supplies oblige people to spend great time and often money in obtaining alternative supplies, to minimize use and so increase the dangers of contamination, particularly where safe waste-disposal systems are lacking. It is often the women of poor households who are most exposed to many of these strains²”.

The urban population of the country is estimated to be around 300 million in 2001, of which 62 million will be living in slums (A compendium on Indian Slums, 1996, TCPO). The population of urban poor in 2001 has been estimated as 82 million. It is a safe presumption, therefore, that most of the urban poor will be slum dwellers. The shortage

² Cities in the 1990s; the Challenge for Developing Countries edited by Nigel Harris; 1992.

of housing for EWS in urban area is 10.04 million. With 11.5 million families living in urban slums, the problem of shelter delivery is also a problem of settlement of tenure and shelter upgradation in urban slums. Therefore, the key to poverty alleviation in urban areas is providing adequate shelter, now having a wider connotation namely: a) a house with support infrastructure including social facility; b) creating employment opportunities for the urban poor to take advantage of the economic growth in urban areas; and c) creating an environment for the poor which not only ensures freedom from disease but also ensures quality of life so that the programme gains are well received.

The **National Slum Development Programme** (NSDP), started in 1996, attempts to achieve all these goals. With the advent of SJSRY, this strategy has achieved sharper focus. NSDP operates through the same network of NHGs, NHCs, CDSs as the SJSRY. This ensures complete synergy and convergence of the two programmes. Not less than 10 per cent of NSDP is earmarked for shelter upgradation. Therefore, the key role of adequate shelter in poverty alleviation is stressed. The success of NSDP is reflected in the following statistics:

	<u>Number</u>
Towns covered	1,918
Slums covered	47,124
Beneficiaries	27 million

Though the programme has been found to be successful, it has encountered shortage of funds. States are being requested to see that NSDP funds are not diverted but released on time with a focus on providing basic amenities. (Refer Annexure-IV: Special Central Assistance to States for Slum Development-Guidelines)

2.4 Education and Learning

The country is making all out efforts to achieve equal access and opportunity for education to all people residing in both urban and rural areas by improving the quality of education at all levels - from primary school to university level.

Since 1996, a major provision has been made for nutritional support to primary school children. The central plan outlay for education has been substantially increased from Rs.18,250 millions in 1995-96 to Rs.47,000 millions in 1999-2000.

a) Strategies and Policies: Some New Initiatives

- The National Policy on Education and Programme of Action (POA), envisage that free and compulsory education of satisfactory quality to all children up to the age of 14 years.
- Six per cent of the Gross Domestic Product (GDP) is to be earmarked for the education sector by the year 2000-2001. Of this at least 50 per cent will be spent on primary education.

b) Programmes and Achievements

- ***Operation Black Board*** – Under Operation Black Board, essential facilities such as at least 2 teachers and basic teaching/learning equipment have been provided in 522,902 targetted primary and 125,241 upper primary schools in the country by 1999.

Box 11: Lok Jumbish (People's Movement for Education for All)

The State of Rajasthan has a low literacy level. To bring about a change in this situation, Lok Jumbish (People's Movement for Education for All) was started with assistance from Swedish International Development Agency (SIDA). During 1997-98, the programme was in operation in 75 blocks. The achievements include to environment building and community contact, opening of 383 primary schools, upgradation of 227 primary schools to upper primary schools, opening of 2,326 non-formal education centres and school mapping activity in 4006 villages. A marked improvement in the quality of education has been achieved as a result of this programme.

- ***National Programme of Nutritional Support to Primary Education (Mid-day Meals Scheme)***. Up to 1999, nearly 100 million children were covered under the scheme. This has led to improvement in enrolment, and attendance, reduced dropouts, and improved nutritional status of the students of nearly 690,000 schools.

- ***Mahila Samakhya*** – The Mahila Samakhya Programme (Education for Women’s Equality) is being implemented in 6,877 villages in 8 States. The programme support has been successful in laying the foundation for Women’s strategic interventions in the education of adolescent girls and adult women.

2.5 Providing Equal Opportunity for a Healthy and Safe Life

Free medical facilities for the urban and rural poor through a vast network of rural and urban health centres has been ensured. Special focus on women and children in all poverty-alleviation and other programmes is a step in ensuring equal opportunity. Old age pension, crop insurance, free education with scholarship and hostel facilities for the poor are other features of a welfare State.

Recent Initiatives

- Model laws have been formulated for a Barrier Free Environment by the Ministry of Urban Development and circulated among all the State Governments for incorporating the same in the Building Bye-laws of cities and other related laws.
- Population growth rate has come down to 1.83 per cent in 1997 from 1.97 in 1991. Population control is the key to poverty-alleviation.
- The National Population Policy announced in February, 2000 has the immediate objective of providing the needed health infrastructure and integrated service delivery for basic Reproductive and Child Health (RCH). The long-term objective of the National Population Policy is, however, to achieve a stable population by 2045 at a level consistent with the requirements of sustainable economic growth, social development, and environmental protection. Stabilising population will not only make RCH accessible and affordable, but also increase the coverage and outreach of primary and secondary education, extend basic amenities like sanitation, safe drinking water and housing, empower women with enhanced access of education and employment, provide roads, transportation and communication, and make a permanent impact on poverty alleviation.

- Improvement in the quality of health care and implementation of disease control programmes have increased the expected average life span to 62.5 years for males and 63.3 years for females by 1998.
- The Pulse polio immunisation programme has ensured a coverage of 133.6 million (102.6 million rural and 31.0 million urban) children in the country. This ensures coverage of nearly all the children below 5 years.
- The Protection of Civil Rights Act and Atrocities on Women and Child ensures exemplary punishment for offenders and legal support for the vulnerable groups.

Other Initiatives

- A new organisation called National Scheduled Castes & Scheduled Tribes Finance & Development Corporation (NSFDC) has started its operations in 1997. It extends concessional financial assistance to scavengers. During 1999-2000, the corporation has disbursed Rs. 201.6 million for 78 schemes to various channelising agencies benefiting 5,005 *safai karamcharies* for establishment of income generating and viable projects as an alternate means of vocation.
- A new centrally-sponsored scheme for assistance to Panchayati Raj Institutions/Non Government Organisations (NGOs) for construction of an old-age home in every district has been launched in 1996-97. During 1999-2000, the Ministry has supported 230 old age homes, 387 day-care centres, 40 mobile medicare units and 3 projects of non-institutional services for older persons. The year 1999 has been observed as the International Year for the older persons.
- The Indian Public Distribution System (PDS) is probably the largest distribution network of its type in the world. Up to April 1999, 1,876 million ration cards have been issued by States/UTs to cover the entire population of the country through 0.5 million ration shops.
- To deal with both the prevention of discrimination and rehabilitation aspects such as reservation of jobs, education, employment and vocational training, creation of a barrier-free environment, provision of rehabilitation services for persons with disabilities, institutional services and supportive social security measures like

unemployment allowance, and a grievance redressal machinery both at the Central and State levels.

- The Ministry of Social Justice and Empowerment is implementing 'National Programme for the Rehabilitation of the Disabled' (NPRD) to provide community-based rehabilitation with adequate referral support services.
- The primary objectives of the National Policy on Older Persons (NPOP), announced in January 1999, are to encourage individuals to make provisions for their own as well as their spouse's old age and their families to take care of their older family members. In addition, it seeks to provide care and protection to the vulnerable elderly persons especially widows, and the frail, handicapped, abused, and destitute elderly. Support to the voluntary and NGO sectors, emphasis on creation of health-care facilities suited to the elderly, and establishment of inter-sectoral partnerships are other characteristics of NPOP.
- A National Council for Older Persons (NCOP) under the chairpersonship of the Minister of State for Social Justice and Empowerment has since been set up to operationalise the National Policy for Older Persons.

Thus it is obvious from the above that the country is moving towards eradication of poverty and ensuring social justice and development of all vulnerable sections of the society.