

# Appraisal of City Development Plan Jammu

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## **Appraisal of City Development Plan: Jammu**

The City Development Plan (CDP) of Jammu has been submitted by the Economic Reconstruction Agency, Jammu and Kashmir, Jammu. The CDP gives a fair idea about the city on issues like city assessment and analysis, future perspective and vision, and the city investment plan (CIP).

Two aspects, however, were completely missing in the first draft of the CDP that was reviewed by the National Institute of Urban Affairs (NIUA), namely, the process and details of stakeholder consultations, and the financial aspects of various agencies that were involved in the provision of urban services in Jammu. Following this preliminary appraisal, a team from Water and Power Consultancy Services (India) Ltd. (WAPCOS) visited NIUA on 25 January 2007 and on 6 February 2007. During these visits detailed discussions were held with respect to the required changes in the CDP. A number of suggestions were made and city officials were asked to incorporate additional information in the revised CDP as discussed in Annex 1.

### ***City's response after the first set of comments:***

Based on the initial submission of the CDP, the comments mentioned above were communicated to the city. As is clear from these comments, the CDP needed major revisions. The revised CDP along with a compliance note (Annex 2) was sent to NIUA on 12 February 2007 and the (second) revised version of the CDP was again appraised by the Institute.

### ***NIUA's response:***

The revised CDP has incorporated most of the comments made on the earlier draft CDP. Chapter 7 has been rewritten (pages 91-99) and titled as "Finances and City Investment Plan". The sectoral city investment plan (pages 117-120) and financial operating plan (pages 123-132) have been incorporated in this chapter. Chapter 8 has also been rewritten and titled as "Strategy and Action Plan".

There are major changes in the revised CDP, such as in the earlier version, it was shown that cost recovery for the water supply sector was 64 percent for the 2004-05 (refer to the finances of city-level water supply and sewerage board (table 7.4.4.2 page 109)), whereas in the revised CDP, cost recovery for the water sector has been shown as merely 7 percent for the year 2004-05 (Tables 7.17 and 7.20).

Some data limitations at city level however, still remain. For instance, in Section 2.1 on Demographic and Social Profile these issues have not been adequately addressed (please see comments in Annex 1). Further Tables 7.19 and 7.20, which provide details on revenue and capital expenditure on water account, do not match and Sections 3.6 and 3.3 providing details on urban poor and solid waste management, respectively have not been adequately dealt with and the requisite information has not been provided.

However, considering the conditions prevailing in the city we accept what has been presented in the CDP for the present. But it is required that the city will provide more information in this regard in a year's time. The Ministry of Urban Development may take appropriate action in this regard.

**Subject to the caveats/qualification mentioned above, the CDP is now is in accordance with JNNURM toolkit number 2.**

## Annex 1

# Appraisal of City Development Plan: Jammu (First round)

The City Development Plan (CDP) of Jammu gives a fairly good idea about the Jammu city, its existing level of infrastructure, services and its analysis, future perspective and vision, strategies for development and city investment plan. However there are certain information requirements, which should have been incorporated at this stage. These are discussed below.

### 1. Stakeholder consultations

As per the Tool Kit 2 (Formulation of City Development Plan) of the Jawaharlal Nehru Urban Renewal Mission (JNNURM), it was expected that city would carry out stakeholder consultations in the preparation of the CDP. It has been mentioned on page 5, “the draft CDP has been developed with extensive consultations with various stakeholders”. However, it is observed that no information is provided related to this exercise, especially the list of stakeholders, outcomes of these meetings and their views in arriving at a common vision (short term and long term) for the future of the city.

### 2. Analysis of the existing situation

#### *2.1 Institutional arrangements:*

Section on urban governance, especially on the functional domain as per the Municipal Corporation Act, has not been provided in the CDP. That would have given a clear picture of the responsibilities of the JMC and also would have highlighted the status of incorporation of eighteen functions of the twelfth schedule of Seventy Fourth Constitutional Amendment. It is important to know at this stage that how many of the eighteen functions are actually in practice at JMC level and what are the other agencies involved in taking up these functions.

The CDP has dealt with these issues inadequately as it has not explained the problems related to the functioning of multiple agencies such as overlapping functional domains, etc.

Organisational structure of these multiple agencies and functioning of line departments has also not been provided in the CDP.

#### *2.2 Demographic and social profile:*

Section 2.1 of the CDP has not adequately highlighted the issues related to demography, population growth rates and composition of population growth of the city. It is not clear from

the figure for population of 2001, namely 7,25,160, whether it is for Jammu Urban Agglomeration (JUA) or for Jammu Municipal Corporation (JMC). The city's population mentioned in the CDP for 2001 does not match with the population of JUA or JMC as per the Census 2001. Although there are 34 outgrowths, one census board and one N.A.C town at the periphery of the JMC, whether they have already been merged in the JMC by the year 2006 or not is unclear.

Size class of Towns/ City/UA/Town	Civic Status	District	Population 2001			Growth rate		Sex ratio, 2001 (Females per 1,000 males)
			Persons	Males	Females	1981- 1991	1991- 2001	
2	3	4	5	6	7	8	9	10
<b>Jammu</b>	<b>U.A.</b>	Jammu	607,642	330,769	276,873	36.0	172.0	837
(a) Jammu	M.C.	Jammu	378,431	206,061	172,370	32.7	83.6	836
(i) Palore	O.G.	Jammu	21,194	11,126	10,068	-	-	905
(ii) Chhani Himat	O.G.	Jammu	17,492	9,426	8,066	-	-	856
(iii) Chhani Raman	O.G.	Jammu	11,880	6,552	5,328	-	-	813
(iv) Deeli	O.G.	Jammu	10,703	5,746	4,957	-	-	863
(v) Muthi	O.G.	Jammu	10,027	5,244	4,783	-	-	912
(vi) Sunjwan	O.G.	Jammu	9,711	5,217	4,494	-	-	861
(vii) Chak Changadwan	O.G.	Jammu	9,357	4,853	4,504	-	-	928
(viii) Dungina	O.G.	Jammu	7,013	3,699	3,314	-	180.5	896
(ix) Nagrota	O.G.	Jammu	6,432	3,382	3,050	164.2	158.7	902
(x) Narwal Bala	O.G.	Jammu	6,426	3,396	3,030	38.5	549.7	892
(xi) Bhore	O.G.	Jammu	5,870	3,076	2,794	-	-	908
(xii) Chhani Beja	O.G.	Jammu	5,249	2,880	2,369	-	-	823
(xiii) Gangial	O.G.	Jammu	4,605	2,534	2,071	-	-	817
(xiv) Rakh Gadi Garh	O.G.	Jammu	4,359	2,293	2,066	-	-	901
(xv) Barnayi	O.G.	Jammu	4,181	2,185	1,996	-	-	914
(xvi) Chatha	O.G.	Jammu	4,010	2,159	1,851	-	-	857
(xvii) Rakh Bahu	O.G.	Jammu	3,721	2,275	1,446	-	-	636
(xviii) Gadi Garh	O.G.	Jammu	3,599	1,886	1,713	-	-	908
(xix) Gajral	O.G.	Jammu	3,051	1,616	1,435	-	-	888
(xx) Chanor	O.G.	Jammu	2,948	1,525	1,423	-	-	933
(xxi) Chhani Kamala	O.G.	Jammu	2,846	1,531	1,315	-	-	859
(xxii) Satwari	O.G.	Jammu	2,498	1,323	1,175	113.2	28.0	888
(xxiii) Darmal	O.G.	Jammu	1,983	1,048	935	-	-	892
(xxiv) Chak Jalu	O.G.	Jammu	1,941	1,023	918	-	-	897
(xxv) Khanpur	O.G.	Jammu	1,096	581	515	-	167.3	886
(xxvi) Raipur	O.G.	Jammu	1,096	607	489	-	-	806
(xxvii) Chak Kalu	O.G.	Jammu	894	470	424	-	-	902
(xxviii) Setani	O.G.	Jammu	789	404	385	-	-	953
(xxix) Thangad	O.G.	Jammu	758	406	352	-	-	867
(xxx) Hazuri Bagh	O.G.	Jammu	669	368	301	-	-	818
(xxxi) Kamini	O.G.	Jammu	596	339	257	-	124.1	758
(xxxii) Chak Gulami	O.G.	Jammu	240	126	114	-	-	905
(xxxiii) Rakh Raipur	O.G.	Jammu	141	84	57	-	-	679
(xxxiv) Narwal Pain	O.G.	Jammu	113	74	39	-	-	527
(b) Bari Brahmana	N.A.C.	Jammu	31,616	16,868	14,748	-	96.4	874
(c) Jammu	C.B.	Jammu	30,107	18,386	11,721	36.9	249.1	637

Source: Census of India, 2001-provisional

The methodology for projecting future population growth is not provided in the CDP. To make the appropriate population estimates, one should carefully consider factors such as correct actual population, annual exponential growth rates, composition of growth such as natural growth, migration and rise in population due to jurisdictional changes.

The estimates of 3 percent of the population below the poverty line and 10 percent of the population belonging to economically weaker section also could be not understood from the information provided.

### *2.3 Water supply and sewerage:*

The analysis of infrastructure -water supply could have been presented in a more detailed manner. There is no information provided on present supply and the original capacity of source of water supply. It has been mentioned in the CDP on page 26 that the PHE department of state government was responsible for planning, capital and O&M works related to water sector but which agency is undertaking these functions at present is not clear from the CDP.

The finances of city-level water supply and sewerage board (table 7.4.4.2 page 109), shows that cost recovery is 64 percent for 2004-05. Although direct recoveries have improved in the past but still this figure needs to be reviewed. Break-up of the income and expenditure of the water board has not been provided in the CDP. It is not clear if this income of the board is from its own tax and non-tax sources or from state government grant funding.

The section on sanitation and sewerage system indicates that the city does not have a planned and full-fledged sewerage system and the population connected to sewerage system is nil. The agency responsible for this is not clear from Sections 3.2.1 and 4.2.3. The CDP has presented an alarming situation with respect to sewerage and drainage systems, which needs immediate concern. Details of existing drainage network should have been provided at this stage.

### *2.4 Solid waste management:*

Solid waste management is a mandatory function of the JMC. The CDP has addressed this sector well but the portion of the municipal budget that goes in the provision of this service has not been provided. The CDP should also indicate what are the major threats for the city environment if this service is neglected in the coming years.

### *2.5 Urban poor:*

The CDP has not addressed the issues related to urban poor at all. It has not provided a list of slums and squatter settlements. No specific details and estimates are provided in the CDP with respect to coverage and level of services in the slum areas. Existing situation analysis of basic services to poor such as the access to water supply, community toilet facility, solid waste management and housing etc. could have given an insight into the exact problems faced by the poor. The demand for Rs.175 crores for urban poor cannot be justified in the absence of these information gaps.

### *2.6 Financial profile of the city:*

Part B of Chapter 7, deals with municipal finances but this chapter is not written well because there are several missing links, which create confusion. Further, this chapter has provided information only on municipal corporation's finances whereas information related to finances of other institutions, which are involved in the provision of basic services have not been provided. There is an observed high dependency on state transfers. The CDP has mentioned, "The reports of the Municipal Finance Commission of 1987 and State Finance Commission 2001 do not indicate any major role of municipal resources in the development of urban areas". Information for institutional finances for the past five years should have been compiled in this chapter to give a clear picture of financial constraints. Break-up for tax/non-tax income has not been provided.

## **3. Future perspective and vision, strategies for development and city investment plan**

### *3.1 Future perspective and vision:*

Section 3.1 of Chapter 3 on vision and goals has been presented in a generalised manner and specific details have not been produced in this section. The details linking the present situation to future goals should have been presented clearly.

### *3.2 Strategies for development:*

This chapter's main focus is on the core of the city and the situation in the periphery areas has not been explained. Whether these strategies are on behalf of JMC or JDA or on behalf of all the different agencies together is not clear from the CDP.

### 3.3 Sector-wise funding:

The table giving details of sector wise funding requirements shows the main focus on urban transport and sewerage followed by drainage, water supply, urban poor, heritage/water bodies and others. However, the detailed city investment plan (CIP) does not give the phasing of its components for augmentation of water supply, sewerage and drainage, physical up-gradation of slums and storm water drainage. This section does not provide adequate reasoning and background for working out for these CIP i.e. what kind of assumptions has been made for estimation of financial requirements etc.

Jammu	Required Investment	
	Rs.Crore	%age
Urban Transport	2015.52	48.92
Sewerage	1185.00	28.76
Drainage	300.00	7.28
Water Supply	242.50	5.89
Urban Poor	175.00	4.25
Heritage/Water Bodies	102.45	2.49
Others	99.78	2.42
	4120.25	100.00

### 3.4 Financial operating plan:

Financial operating plans (FOPs) have not been prepared and provided in the CDP. These FOPs need to be prepared for all the involved institutions, which provide basic services to thin the city. The strategies on resource augmentation and impact of reform agenda at JMC level are not produced in this section.

## 4. Expected improvements

The CDP should have been as per the guidelines issued in the toolkit of JNNURM. The CDP should be able to present the current stage of the city's development – *where is the city now in terms of level of services, finances etc?* It should set out the clear directions of change –*where does the city want to reach?* It should identify the thrust areas- *what needs to be done on priority basis? And what interventions should city make in order to attain the vision?*

The CDP can be reconsidered once the following points are addressed:

1. In-depth analysis of the existing situation, covering the demographic, economic, financial, infrastructure, physical, environmental and institutional aspects.

2. Development of a perspective and a vision of the city combined details of consultation with key stakeholders and civil society.
3. Functional domain of the agencies involved in the provision of basic services in the city especially the problems related to the working of multiple agencies, and overlapping functional domain etc.
4. Strategies for resource augmentation at JMC level to reduce the dependency on state government grants and transfers.
5. Sector wise financial analysis for the past five years giving clear-cut financial constraints especially for sectors such as water supply, sanitation, sewerage and drainage, solid waste management, roads etc.
6. Status of urban poor in the city with respect to housing, coverage and level of services etc. Financial constraints in providing required level of services to urban poor.
7. Detailed information on agency wise strategies and capital investment plan.
8. Prioritisation of projects and with adequate reasoning.
9. Financial operating plans (for JNNURM time period) for all the institutions involved in providing basic services at the city level.

## Annex 2

### Compliance Note Submitted by WAPCOS (I) Ltd. On 12 February 2007

It has been our best efforts to provide all information as desired under the guide lines of JNNURM & prepare the CDP for Jammu which is not only extensive in approach but takes care of all important aspects which are required to translate the approach into reality. The CDP has tried its level best to incorporate all essential ingredients required in the preparation of such vital document and at the same time make it as comprehensive as possible so that anybody going through the same has no problem in understanding it.

S.No	Comments	Reply
1	<p>Stakeholder Consultations:</p> <p>As per the Tool Kit 2 (Formulation of City Development Plan) of the Jawaharlal Nehru Urban Renewal Mission (JNNURM), it was expected that city would carry out stakeholder consultations in the preparation of the CDP. It has been mentioned on page 5, “the draft CDP has been developed with extensive consultations with various stakeholders”, however it is observed that no information is provided related to this exercise, especially the list of stakeholders, outcomes of these meetings and their views in arriving at a common vision (short term and long term) for the city.</p>	<p>Incorporated in Chapter –I , Para 1.4.1, page No: 5 named as Stake holders Consultation</p>
2	Analysis of the Existing Situation	
2.1	<p>Institutional arrangements:</p> <p>Section on urban governance, especially on the functional domain as per the Municipal Corporation Act, has not been provided in the CDP. That would have given a clear picture of the responsibilities of the JMC and also would have highlighted the status of incorporation of eighteen functions of the twelfth schedule of Seventy Fourth Constitutional Amendment. It is important to know at this stage that how many of the eighteen functions are actually in practice at JMC level and what are the other agencies involved in taking up these functions.</p> <p>The CDP has dealt with these issues very inadequately as it has not explained the problems related to the functioning of multiple agencies such as overlapping functional domains etc. Organisational structure of these multiple agencies and functioning of line departments has also not been produced in the CDP.</p>	<p>Incorporated in Chapter –II , Para 2.7, page No: 24 named as Institutional Arrangements</p>
2.2	<p>Demographic and social profile:</p> <p>Section 2.1 of the CDP has not adequately highlighted the issues related to the demography, population growth rates and composition of population growth of the city. It is not clear from the figure for population of 2001 i.e. 7,25,160; whether it is for Jammu Urban Agglomeration (JUA) or for Jammu Municipal Corporation (JMC). The city’s population mentioned in the CDP for 2001 does not match with the population of JUA or JMC as per the Census 2001. Although there are 34 outgrowths, one census board and one N.A.C town at the periphery of the JMC.</p>	<p>Incorporated in Chapter –II, Para 2.1, page No: 11 named as Demography and Social Profile</p>

	whether they have already been merged in the JMC, by the year 2006 or not, is unclear.	
	The methodology for future population growth is not provided in the CDP. To make the appropriate population estimates, one should carefully consider factors such as right source of actual population, annual exponential growth rates, composition of growth such as natural growth, migration and rise in population due to jurisdictional changes.	Incorporated in Chapter –II , Para 2.1.1, page No: 11 named as Demography and Social Profile
	Estimates of 3 percent population below poverty line and 10 percent population belonging to economically weaker section also could be not understood from the provided information.	This percentages are considered from the study report of National Human Development Report (NHDR) and this is Incorporated in Chapter –II , Para 2.1.1, page No: 11 named as Demography and Social Profile
2.3	<p>Water Supply and Sewerage</p> <p>The present analysis of infrastructure -water supply could have been presented in a more detailed manner. There is no information provided on present supply and the original capacity of source of water supply. It has been mentioned in the CDP on page 26 that the PHE department of state government was responsible for planning, capital and O&amp;M works related to water sector but which agency is undertaking these functions at present is not clear from the CDP.</p>	Incorporated in Chapter –III , Para 3.0, page No: 35-37 named as Water Supply
	The finances of city-level water supply and sewerage board, shows that the cost recovery is 64 percent for the year of 2004-05, although the direct recoveries have improved in the past but still it needs to be reviewed. Break-up of the income and expenditure of the water board has not been provided in the CDP. It is not clear if this income of the board is from its own tax and non-tax sources or from state government grant funding.	Given in chapter- VII, Page –112
	The section on sanitation and sewerage system indicates that the city does not have a planned and a full-fledged sewerage system and the population connected to sewerage system is nil. Which agency is responsible for this is not clear from section 3.2.1 and section 4.2.3. The CDP has presented an alarming situation with respect to sewerage and drainage systems, which needs immediate concern. The details of existing drainage network should have been provided at this stage.	Incorporated in Chapter –III, Para 3.2, page No: 39-40 named as Drainage
2.4	<p>Solid Waste Management:</p> <p>Solid waste management is a mandatory function of the municipal body. The CDP has addressed this sector well but what portion of the municipal budget goes in the provision of this service has not been provided. The CDP could also indicate what are the major threats for the city environment if this service is neglected in the coming years.</p>	Incorporated in Chapter –III, Para 3.3, page No: 41-44 named as Solid Waste Management

2.5	<p>Urban Poor:</p> <p>The CDP has not addressed the issues related to urban poor at all. It has not provided a list of slums and squatter settlements. No specific details and estimates are provided in the CDP with respect to coverage and level of services in the slum areas. Existing situation analysis of basic services to poor such as the access to water supply, community toilet facility, solid waste management and housing etc. could have given an insight into the exact problems faced by the poor.</p>	Incorporated in Chapter –III, Para 3.6, page No: 48-50 named as Solid Waste Management
2.6	<p>Financial profile of the city:</p> <p>Chapter 7, deals with municipal finances but this chapter is not written well because there are several missing links, which create confusions. Further, this chapter has provided information only on municipal corporation’s finances whereas information related to finances of other institutions, which are involved in the provision of basic services have not been provided. There is an observed high dependency on state transfers. The CDP has mentioned, “The reports of the Municipal Finance Commission of 1987 and State Finance Commission 2001 do not indicate any major role of municipal resources in the development of urban areas”. Information for institutional finances for the past five years should have been compiled in this chapter to give a clear picture of financial constraints. Break-up for tax/non-tax income has not been provided.</p>	Modified the entire chapter –VII, Page no: 91-99
3.0	Future Perspective and Vision, Strategies for Development and City Investment Plan	
3.1	<p>Future Perspective and Vision:</p> <p>Section 3.1 of chapter 3 on vision and goals has been presented in a generalised manner and the specific details have not been produced in this section. The details linking the present situation to future goals should have been presented clearly</p>	Explained in Chapter-IV named as Vision and Goals fro page no: 52-63
3.2	<p>Strategies for Development:</p> <p>This chapter’s main focus is on the core of the city and the situation in the periphery areas has not been explained. These strategies are on behalf of JMC or JDA or on behalf of all the different agencies together is not clear from the CDP.</p>	Modified entire Chapter-VIII named as Strategy and Action Plan
3.3	<p>Sector-wise Funding:</p> <p>The table giving details of sector wise funding requirements shows the main focus on urban transport and sewerage followed by drainage, water supply, urban poor, heritage/water bodies and others. However, the detailed city investment plan (CIP) does not give the phasing of its components for augmentation of water supply, sewerage and drainage. physical up-gradation of slums and storm</p>	Incorporated the sectoral City Investment Plan of Jammu in Chapter-VII, Para 7.5, page no : 117-120

	water drainage. This section does not provide adequate reasoning and background for working out for these CIP i.e. what kind of assumptions has been made for estimation of financial requirements etc.	
3.4	<p>Financial operating plan:</p> <p>Financial operating plans (FOPs) have not been prepared and provided in the CDP. These FOPs need to be prepared for all the involved institutions, which provide basic services to thin the city. The strategies on resource augmentation and impact of reform agenda at JMC level are not produced in this section.</p>	Incorporated the Financial Operating Plan in Chapter-VII, Para 7.8, page no :123-132