

GOVERNMENT OF UTTAR PRADESH

Urban Development Department

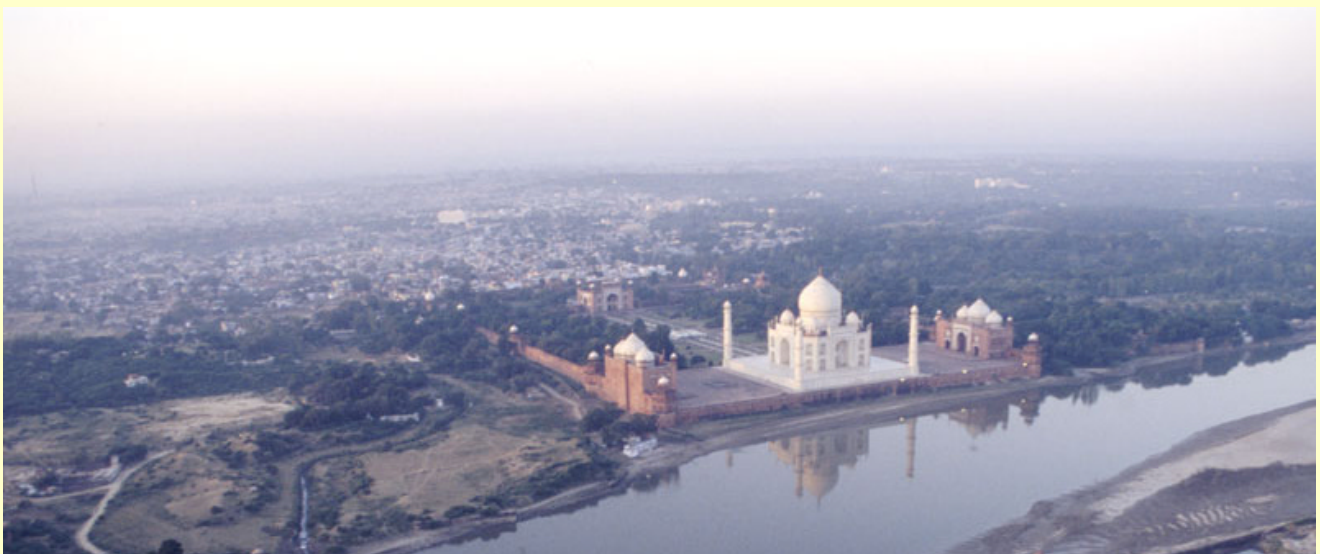


AGRA NAGAR NIGAM

Final Report

Executive Summary

August 2006



CITY DEVELOPMENT PLAN (CDP)



MDP Consultants (P) Ltd. (ISO 9001-2000)
(a member of DHV Group, the Netherlands)

in association with



Allianz Securities Limited

JNNURM

EXECUTIVE SUMMARY

City Profile

The origin and growth of Agra can be traced to several hundred years, during which it witnessed historical events leading to its present form, structure, character, culture and economy. The city witnessed rule of various hindu kings and mughal emporers, followed by colonial period. Its historic importance is evident from the numerous historical monuments in and around the city. The city boasts three World Heritage sites namely – the Taj Mahal, Fatehpur Sikri and Agra Fort and innumerable other monuments of national and international importance.

The population of Agra city is 12.75 lakhs as per Census 2001 with a decadal growth rate of 30.37 per cent. This population is inhabiting in Agra Nagar Nigam area of 141 sq.km. Agra Nagar Nigam has 80 wards reorganized into 8 revenue wards. In last four decades the city experienced maximum growth rate of 32.15 per cent during 1971-81, when the nagar nigam limits were extended and more than 100 per cent of its original area of 61.80 sq.km. came within its purview.

Agra is basically a commercial city. The major part of its industrial activity is in the form of small-scale and house-hold industries. The important industries are textile, leather, foundries, diesel engines, generator sets, electrical goods, fans, pipes, C.I, casting, leather goods including shoes, steel rolling, packaging materials, etc. The major handicrafts are marble, leather, carpet, brassware, artistic dari and jewellery crafts. With work force participation rate of 25.5 per cent, majority of work force (about 89%) is engaged in tertiary sector. The has 5263 small scale industrial units with investment of Rs. 263.15 crore. Apart from these units there are over 750 cottage units producing *petha*. Most of these units are in the narrow lanes of the centuries-old Noori Darwaza Market.

Opportunities

Opportunities and strength of the city which can be utilized for improving the quality of life and environment of the city are:

- Tourism and Heritage
- Long stretch of river front
- Locational advantage
- Well entrenched local economy in terms of : (a) Petha (b) Leather (c) Handicrafts
- Willingness of local and state administration to reform
- Willingness of local population to support city development
- Presence of many developmental stakeholders including NGOs

Constraints

Key constraints to the envisaged development of the city are :

- Fragile and environmentally sensitive heritage
- Haphazard spatial development and mushrooming of unauthorized settlements
- Weak Infrastructure – basic services of water supply, sewage and solid waste disposal and drainage
- Congested roads due to dis-organised and mixed nature of traffic
- Lack of modern public transport
- Laxity in implementation
- Substantial urban poverty & slums
- Reforms yet to take off

City Vision

The City Vision was formulated by considering the strengths, potential, issues/problems, future focus areas, preferences of the residents of the city and physical characteristics of the city.

Utilization of Agra's potential for improving the economy of the City by providing equal access to best quality physical and social infrastructure to all residents.



Development Strategies

Development strategies, formulated on the basis of city assessment and stakeholder consultations, aim at achieving the sectoral vision and goals thereby achieving the vision for Agra. These strategies are pre-requisite for the city to:

- Emerge as a pleasing, aesthetic, clean and green city, which is sustainable.
- Provide highest quality of life to its citizens, competing with the other cities.
- Provide every citizen with the best access & opportunities for work, education, health, development and recreation.
- Be a safe, tolerant, creative and connected city.

The strategies for achieving the vision of:

Tourism sector:

- Creation of world-class infrastructure- like international airport, golf course of international standard, light & sound programme at Agra Fort, National Park etc. (not Covered under JNNURM)
- Restoration and preservation of the heritage buildings/monuments.
- Positioning and maintaining tourism development in Agra as a state/national priority activity.
- Enhancing and maintaining the competitiveness of Agra as a tourism destination.
- Improving existing tourism products and expanding these to meet new market requirements.

Infrastructure sector:

- Enhancement and Up-gradation of city infrastructure in terms of provision and delivery of municipal services (water supply, sewerage, surface water drainage, solid waste management, roads, bridges, streetlights, community facilities and other civic urban infrastructure and services).
- Improving / achieving the maximum benefits of tourism economy by creating additional infrastructure and additional facilities for increasing number of tourists.
- Adopt GIS mapping for utility planning and management

Urban poor:

- Provision of basic services in slum areas
- Slum improvement and rehabilitation programme to cover the whole cross-section of the urban poor
- Community empowerment for establishing linkages between community and bankers so as to facilitate assistance to beneficiaries.
- Identify institutions for imparting specialized training to the community for improving their skills and talents
- Improvement of housing conditions

Inner city:

- Augmentation of existing water and sewer lines, maintain and lay new drains
- Efficient disposal of solid waste to maintain the hygiene of the area
- Shifting of non-conforming household/small industrial units to planned new areas
- Strengthening the road surface and traffic management plan for smooth flow of traffic
- Identify and revitalize the heritage buildings of the inner city

Project Identification and Prioritization

Based on the stakeholder consultation meet, the prioritization of projects was done so that the views, aspirations and felt needs of the local officials, residents, experts, NGOs, elected representatives and others are given due cognizance. The sectoral priority to the projects is assigned on the basis of various consultations and discussions held with the government departments involved in the implementation of CDP. It also takes into account the aspirations of the residents of Agra expressed in a workshop, informal discussions and meetings held for the purpose.

As per the scope of the mission, the projects costs under Sub- Mission I is approximately Rs. 7373.79 crores and under Sub Mission II is Rs. 480.85crores.



Table1: Sector wise Investment

S. No.	Sector	Cost (in crore)
SUB - MISSION I		
1	Water Supply	900.04
2	Sewerage	763.13
3	Storm Water Drainage	168.44
4	Solid Waste Management	87.51
5	Roads & Transportation	4950.35
6	Heritage & Tourism	52.5
7	Industry	4.83
8	Environment	254.78
9	Urban Renewal Projects: Inner city	180.61
10	Capacity Building	11.6
Sub-Total		7373.79
SUB - MISSION II		
11	Urban Poverty and Slum	480.85
Sub-Total		480.85
Grand Total		7854.64

Table 2 : Schedule of Expenditure (Rs. In crores)

Name of the Sector	2007	2008	2009	2010	2011	2012
Heritage & Tourism	12.34	12.95	27.20	0.00	0.00	0.00
Industry	0.00	0.66	0.93	1.46	1.79	0.00
Environment	12.34	52.64	61.93	43.75	45.94	38.18
Water Supply	17.06	174.47	164.38	172.60	181.23	190.29
Sewerage	122.43	99.72	140.33	179.56	107.85	113.24
Storm Water Drainage	34.55	40.02	50.47	17.50	12.64	13.27
Solid Waste Management	30.98	38.59	17.94	0.00	0.00	0.00
Roads & Transportation	334.15	368.50	949.08	990.70	1130.06	1177.85
Urban Renewal Projects	12.08	29.04	35.57	56.31	23.23	24.39
Capacity Building	2.10	2.21	2.32	2.43	2.55	
Sub-Total	578.01	818.79	1450.15	1464.32	1505.28	1557.23
Urban Poverty & Slum	63.00	66.15	69.46	72.93	102.10	107.21
Sub-Total	63.00	66.15	69.46	72.93	102.10	107.21
Grand Total	641.01	884.94	1519.61	1537.25	1607.38	1664.43

Project Phasing



Table 3: Project Phasing

S. No.	Project	Implementation Period					
		2007	2008	2009	2010	2011	2012
I	INDUSTRY						
1	Development of new industrial estates						
II	HERITAGE & TOURISM						
1	Project for infrastructure improvement in Taj Environs						
2	Project for Improving other Heritage protected Sites						
III	WATER SUPPLY						
1	Re organization of existing water works						
2	Distribution network						
3	Storage Improvement/ enhancement						
4	Reduction of UFW						
5	Construction/enhancing of pumping station, treatment plant						
6	Water Works storage Capacity enhancement						
7	Ganga Jal Project						
8	Test Laboratory						
IV	SEWERAGE						
I	Augmentation of Sewerage System						
1	Central Sewerage District						
2	Western Sewerage District						
3	Eastern Sewerage District						
4	Northern Sewerage District						
5	Southern Sewerage District-I						
6	Southern Sewerage District-II						
7	Tajganj Sewerage District						
8	Purchase of Modern Equipment for Desilting of sewers						
V	STORM WATER DRAINAGE						
1	Repair of Existing & Construction of new drains - I						
2	Repair of Existing drains						
3	Construction of new drains Phase III						
4	Purchase of Equipment for Desilting of drains						
VI	SOLID WASTE MANAGEMENT						
1	Purchase of SW transport equipment & tools						
2	Development of Storage points						
3	Compost plants						
4	Land fill site development						
5	Capacity Building						
VII	ROADS & TRANSPORTATION						
1	Sky Bus From Sikandara to Taj Mahal						
2	Multi Storied/underground Parking-5 nos.						
3	Up gradation of existing bus terminals at Idgah and Fort						
4	Development of new bus terminals (6 nos.)						
5	Up gradation of workshop						
6	Purchase of CNG buses						
7	Widening and strengthening of main roads						
8	Construction of remaining master plan Roads MP 2021						



S. No.	Project	Implementation Period					
		2007	2008	2009	2010	2011	2012
9	Proposed construction of 100 M wide Ring Road						
10	Construction of Rail Over Bridge/Rail Under Bridge						
11	Development of internal roads						
12	Development of parking areas in the city						
13	Development of approach road to Taj & heritage sites						
14	Improvement in street lighting						
15	Intersection Signalling						
16	Improvement of road geometrics & street furniture						
17	Footpath improvement						
18	Foot over Bridges/ Pedestrian underpasses						
19	Construction of Fly over						
VIII	ENVIRONMENT						
1	River front Development						
2	Improvement and beautification of existing parks						
3	Development of new parks						
4	Protection of forest area/ Afforestation						
5	Rain water harvesting						
6	Restoration and beautification of water bodies						
7	Construction of weir across river Yamuna downstream Taj						
IX	URBAN RENEWAL PROJECTS: INNER CITY						
1	Selected road widening						
2	Replacement of water and sewer lines						
3	Laying of new water and sewer lines						
4	Construction of public toilets & urinals						
5	Night Shelters						
6	Community Centre/ Hall						
X	CAPACITY BUILDING						
XI	URBAN POVERTY AND SLUM						
1	Development and improvement of basic services						
2	Construction of community toilets and bath						
3	Construction of community rooms/ child care centre						
4	Financial assistance for improvement of shelter						
5	Provision of security tenure						



Cost Structuring

The total cost of projects in Sub Mission I (Basic Infrastructure and Governance) is Rs. 7373.79crores in which the share of Central Government is Rs. 3686.9crores and contribution from state government is Rs. 1474.76 crores. The remaining 30 per cent contribution is from the various other agencies like ANN, ADA, NHAI, UP Bridge Corporation, UP Jal Nigam, private sector participation etc. as detailed as under;

As regards the Sub Mission II (Basic Services for Urban Poor) the cost of projects is Rs. 480.85 crores comprising of 50 percent share from central government and the remaining 50 per cent from state/ ULB/ other parastatal share including beneficiary contribution as per the JNNURM funding pattern.

Table 4 : Cost Structuring

Name of Sector	Total Project Cost (Rs. in crores)	Cost Structuring										
		GoI (50%)	GoUP (20%)	Other agencies (30%)								
				ANN	ADA	NHAI	UP Bridge Corp	FI	Pvt Sec	UP Jal Nigam	Irrigation Deptt	RTO
SUB MISSION I												
Heritage & Tourism	52.5	26.25	10.5						8.94	6.81		
Industry	4.83	2.42	0.97	1.45								
Environment	254.78	127.39	50.96							54.5	21.93	
Water Supply	900.04	450.02	180.01							270.01		
Sewerage	763.13	381.56	152.63								228.94	
Storm Water Drainage	168.44	84.22	33.69								50.53	
Solid Waste Management	87.51	43.75	17.5							26.25		
Roads & Transportation	4950.35	2475.17	990.07		734.1	422.88	124.54			165.6		37.99
Urban Renewal Projects	180.61	90.3	36.12								54.18	
Capacity Building	11.60	5.8	2.32	3.48								
Sub- Total	7373.79	3686.9	1474.76	4.93	734.1	422.88	124.54	8.94	523.17	333.65	21.93	37.99
Urban Poverty & Slum	480.85	240.42	240.42									
Sub- Total	480.85	240.42	240.42									
Grand Total	7854.64	3927.32	1715.18	4.93	734.1	422.88	124.54	8.94	523.17	333.65	21.93	37.99

Private Sector Participation

The contribution of private sector is Rs. 523.17 crores, which is approximately 7.6 percent of the total cost of the projects. The private sector participation is envisaged for various sectors like water supply, solid waste management, roads and transportation, heritage & tourism and environment. The private sector participation is envisaged for maintenance of compost plants, improvement and beautification of existing parks, maintenance of new parks, restoration and beautification of water bodies, multi storied parking, maintenance of foot over bridges /pedestrian underpass and infrastructure improvement in other heritage sites.

Institutional and Governance Reform

Good Governance is defined differently in terms of the context. A 'good urban governance' is characterized by its efficiency, transparency, accountability, and civic engagement. According to the World Bank, " the manner in which power is exercised in the management of a country's economic and social resources for development " is good governance. Good urban governance, based on the principle of urban citizenship, affirms that no man, woman or child can be denied access to the necessities of urban life, including adequate shelter, security of tenure, safe water, sanitation, a clean environment, health, education and nutrition, employment and public safety and mobility. It is in this context the Government has initiated the JNNURM.



Institutional Framework and Existing Institutional Responsibility

A number of institutions are involved include the state government departments, local bodies and parastatals. The main organisation which is responsible for urban governance and civic management is the Agra Municipal Corporation.

Existing Institutional Role and Responsibilities

Infrastructure Component	Planning and Design	Construction	Operation and Maintenance
Water Supply	UP Jal Nigam	UP Jal Nigam	UP Jal Sansthan
Sewerage	UP Jal Nigam	UP Jal Nigam	UP Jal Sansthan
Storm Water Drainage	UP Jal Nigam	UP Jal Nigam	UP Jal Sansthan
Solid Waste Management	Agra Municipal Corporation (AMC)	Agra Municipal Corporation (AMC)	Agra Municipal Corporation (AMC)
Roads	PWD,ADA and AMC	PWD,ADA and AMC	PWD,ADA and AMC
Streetlighting	ADA,AMC	ADA,AMC	ADA,AMC
Parks	AMC	AMC	AMC

From the above table, it can be seen that in the water supply sector, there is a fragmentation of functional activity between the Jal Nigam and the Jal Sansthan. Furthermore, when it comes to the provision of this very basic service to the slum dwellers, another organisation called the State Urban Development Authority (SUDA) comes into the picture. However, as per the Municipal Act, this function is to be under the Agra Municipal Corporation. Therefore, there is a clear fragmentation on the one hand and functional overlap on the other. Similarly, some roads are looked after by the PWD, some by the Agra Development Authority and some by the Municipal Corporation, thereby indicating fragmentation of functional responsibility. In the case of street lighting also, one can see fragmentation as well as overlap.

Status of Existing Role of Private Sector

At present, the role of the private sector in municipal service delivery is negligible. A small stretch of street light maintenance on the MG Road has been contracted out and has not been running successfully. Similarly, a limited area around the Taj Mahal has been given out for private sweepers for cleaning. However, even this has not been properly managed and is not a successful experience.

Infrastructure Component	Planning and Design	Construction	Operation and Maintenance
Water Supply	Nil	Nil	Nil
Sewerage	Nil	Nil	Nil
Storm Water Drainage	Nil	Nil	Nil
Solid Waste Management	Nil	Nil	Nil
Roads	Nil	Nil	Nil
Streetlighting	Nil	Nil	MG Road only
Parks	Nil	Nil	Nil

Existing Organizational and Governance Problems

The key organizational problems / challenges are as follows:

- Lack of Adequate Capacities and Awareness.
- Systems Inadequacies include new methods of register maintenance, data storage and retrieval, etc.
- Lack of Adequate Municipal-Parastatal Coordination
- Jurisdictional Issues
- Lack of Citizen Grievance Redressal Systems
- Lack of Inter-Municipal Coordination
- Low Efficiency of Service Delivery
- Lack of Reliable Information Base



Status of Reforms Undertaken

As of date, no municipal reforms have been undertaken by the Agra Municipal Corporation. At the state level, the Agra Municipal Corporations Act of 1959 has been duly amended, as already discussed earlier. Further, at the state level, implementation of reform of Rent Control Act and Urban Land Ceiling Act are other reforms which have been initiated.

There is no system of e-governance in the Agra Municipal Corporation. For the purpose of property tax collection, the Municipal Corporation had commissioned a consultant which suggested various property tax reforms alongwith e-governance for tax collection. However, the same has yet to be implemented in the Corporation.

In terms of compliance to the 74th Constitution Amendment Act of 1992, the Agra Municipal Corporation is yet to comply the constitution of WCs, MPC, and DPC. Devolution of function is incomplete.

Recommendation for Reforms to be undertaken

- The Government of Uttar Pradesh needs to play the role of a facilitator of urban development activities in the city of Agra. For this, CDP Agra recommends that the Govt. of UP has to fully implement the 74th CAA in letter and spirit by complete devolution of all functions and powers, state level reforms viz. repeal of ULC, Rent Act, rationalisation of stamp duty and bringing it down to 5 percent need to be implemented and also facilitate municipal-parastatal coordination.
- The Agra Nagar Nigam is the principal organisation which carries out various civic functions in the city. The ANN should at the earliest take up the following reforms:
 - rationalization of property tax and implementation of IT and GIS based system
 - full implementation of double entry accounting system and introduction of e-governance
 - coordinate with all concerned parastatals for smooth functioning of all civic activities / works / projects (such as those under JNNURM) in the city.
 - Coordinate with all concerned parastatals as well as surrounding municipalities / cantonment so that inter - jurisdictional issues as well as functional overlap can be sorted out once and for all.
 - Implement Ward Committee byelaws so that the ward committees can start functioning properly
 - Facilitate capacity building exercises for its staff so that they can be made aware of the latest developments in the urban / municipal sector in India.
 - Develop a data base for all properties owned by the Corporation so that property portfolio management can be done.
 - Data base and MIS should be created so that all data is readily available
- There is every possibility and potential to bring about private sector participation in the provision of civic services.
- The need to be sympathetically viewed by the Municipal Corporation for involving the NGOs and CBOs at various levels including at the planning stag, budget preparation stage, selection of contractors / private service providers, monitoring various projects as a watch dog, provision and maintenance of various civic services and mobilising all the stakeholders together so that the city can be taken forward to its destination.

If the above issues are taken into account and the above reforms are implemented, the state of governance and urban infrastructure in the city of Agra would certainly see a remarkable improvement in the times to come.

