

1. APPROACH TO DEVELOPMENT OF ‘CITY DEVELOPMENT PLAN’ FOR KANPUR

1.1 INTRODUCTION

The city development plan (CDP) for Kanpur is the culmination of a study which was commenced about three months ago by JPS Associates. This report is based on invaluable inputs the consultants received from the various stakeholders and the officers associated with the development of the city. This CDP, therefore, truly reflects the vision of the citizens, the poor and the slum dwellers and the officers who are determined to make Kanpur a futuristic city in the next few years.

This report is divided into eighteen chapters, each dealing with a separate facet of the city and services of the city. The final chapters deal with the vision and strategy, the financing plan and the institutional reforms which are at the heart of sustainable development.

Each chapter of the report summarizes the issues that have emerged as a result of a study of the secondary data that the consultants collected and the discussions held by the consultants with various stakeholders. It then examines the issues that have arisen and examines the various strategies that are needed to address the issues identified.

This rapid assessment report formed the basis on which further discussions were held with the various departments involved as also to hold widespread consultations with the various officers, associations, industry associations, NGOs, RWA and the representatives of the poor and economically weaker section of the society.

The feedback received from them has formed the basis of prioritizing the infrastructure needs of the city as also the status of various reforms initiated by the Kanpur Nagar Nigam and how they are affecting the common man.

This forms the basis of the development of the city vision and strategies to achieve the vision.

It may be pointed out that in assessment of the needs of infrastructure in the city during the next 20 years, a good projection of population growth and population densities is very important. In this report efforts have been made to project the population and a mean of various methods of calculations is recommended, so that we err on the higher side and do not fall short of the infrastructure requirements in a short time.

As will be seen from the chapters that follow, the problems of Kanpur are many, not the least amongst them is the problem of stagnating economic activity, the large number of families belonging to the Economically Weaker Section and the problem of overcrowding in the inner city.

On the other hand, we found the city to have many areas of strengths which can be exploited, not the least of them being the good work done by DUDA in organizing the inhabitants of the slum dwellers and the confidence and the positive attitude that we witnessed in our interactions with the various societies.

Considering the desirability of introducing P-P-P in many of the services in the city, it is highly desirable that the corpus and capacity built by DUDA by way of community development societies be leveraged to the maximum as they can provide many of the services such as ‘Solid Waste Collection’ efficiently. Involving them in such P-P-P efforts will also make the societies sustainable, and the surplus so generated could be used for starting other small businesses.

The methodology followed for the development of the City Development Plan is described below:

1.2 ANALYSIS OF SECONDARY DATA

The data collected from secondary sources and through interactive sessions/ interviews was analysed to make a realistic assessment of where the city is and the direction in which it has been moving and its strengths and weaknesses. An analysis of the Kanpur City’s existing situation with respect to the followings was carried out to see its implications for service delivery and urban management.

- Demography
- economic activities i.e. identification of existing nature of commercial and industrial establishments
- urban land use
- urban poverty
- characteristics of the slums
- urban infrastructure and services (like transportation, water supply and sanitation, sewerage and solid wastes management, drains etc.)
- physical and environmental aspects and
- institutional aspects

A critical assessment as well as projections of population growth, infrastructure needs and resource requirements in the short term and long term perspective was also carried out.

1.3 IDENTIFICATION OF KEY STAKE HOLDER’S

The list of key stakeholders, who are involved in the urban service delivery, was collected from various government departments i.e. Kanpur Nagar Nigam (K.N.N.), Kanpur Development Authority (KDA), District Urban Development Authority (D.U.D.A), District Industrial Centre (D.I.C) and Directorate of Industries etc. and compiled to prepare a final list. The key stakeholders identified were as follows:

- community development societies (CDS),

- ex- appointed elected representatives,
- trade associations,
- industries associations,
- builders associations,
- social organizations,
- non-governmental organizations.

A list of officials from different departments such as Housing Board, District Urban Development Authority, Kanpur Development Authority, Kanpur Jal Nigam, Kanpur Jal Sansthan, Department of Industries, U.P. State Industrial Development Corporation, U.P. Financial Corporation, Pollution Control Board, Traffic cell, Kanpur Police etc. involved in the preparation of urban development plan was also drawn up. The final list of stakeholders is annexed with a brief report on the consultations (Annexure I).

1.4 DISCUSSIONS/ CONSULTATIONS WITH KEY STAKEHOLDERS

The objective of the stakeholder's consultation was to ensure that the CDP reflects ground realities and the needs of the people, as articulated by them, are incorporated in the CDP.

For this purpose the methodology is: After identification of stakeholder, consultation with various stakeholders i.e. officials from departments such as Kanpur Nagar Nigam, Kanpur Development Authority, Kanpur Jal Nigam, Kanpur Jal Sansthan, Housing Board, PWD, KESCO, District Urban Development Authority (DUDA), U.P. State Industrial Development Corporation etc. has been carried out to make them aware of city development plan and to know their view about city's vision and strategy.

Besides carrying out discussions with the officials, discussions with key stakeholders such as Community Organisations, trade associations, industry associations, hoteliers etc have also been carried out to find out their roles in city development, know their perception about the city vision and develop a set of mission statements during different stages of project. The consultative process through stakeholder consultations forms an integral part of the preparation of City Development Plan.

Both group discussions and individual discussions were held. It was found that best discussions were held in small groups of 8-10. In large groups, a few persons would dominate the discussions and it was difficult to get in-depth views. Hence instead of conducting large workshops, several small group meetings were held.

Some key points which were expressed repeatedly by the citizens were (a) general dissatisfaction with the response of KNN to grievances of the citizens (b) grave concern about the quality of water and its contamination with sewage water (c) Poor state of environmental sanitation and Solid Waste Collection, particularly in the inner core area (d) lack of transparency and harassment at the hands of clerks and petty officers (e) poor state of transport

in the city and (f) poor connectivity of the city to the new colonies that are coming up in the outskirts.

Many of these points have been addressed in the strategies proposed. In particular attention has been paid to introduction of e-governance, use of GIS to modernize city management and revamp of the grievance handling.

1.5 SELECTION AND PRIORITIZATION OF INFRASTRUCTURE PROJECTS

Having identified the infrastructure needs of the city, it was realized that the requirements of revamping the infrastructure were gigantic and it would not be possible both financially and physically to handle all of them at the same time. Hence a scoping exercise was carried out under the guidance of the Divisional Commissioner, under which the overall infrastructure needs were identified and projects formulated.

Next, the financial requirements for the projects and their phasing was discussed and decided. It was realized that in view of the limitation in the money that the city could raise as its own share (30%) under JNNURM, not every thing could be taken up immediately.

Hence priorities had to be fixed and certain projects had to be scaled down. The priorities are discussed in the financial chapter, but in general priority was given to (a) those projects which will have an immediate visible impact e.g. improving the city roads (b) projects for urban renewal and improvement of the inner old city, specially repair of water and sewer lines in view of the health hazard they were causing and (c) modernization of the solid waste management system.

1.6 IMPROVING BASIC SERVICES TO THE POOR

Realizing that no improvement of a city is possible unless a minimum standard of living and equity can be provided to the urban poor, considerable time was spent in understanding the problems of the poor, including visits and group discussions with slum dwellers.

The consultants tried to understand the reasons why some of the earlier efforts had not been very successful. The new methodology suggested will try and avoid the mistakes of the past, chief being that resettlement of slums is a vexed issue and hence design of resettlement process should be demand driven and should involve extensive stakeholder consultations. As a result of the discussion, this chapter emphasizes the plan to re-develop about five slums in situ with high rise buildings and improved EWS housing in others.

Further, security of tenure is to be guaranteed by allotting the house in the name of the slum dweller, but full ownership rights will pass on to the inhabitants after ten years or so i.e. after he has paid fully for the tenement. This is to avoid the slum dweller re-selling the tenement and returning to the old situation.

1.7 INSTITUTIONAL CAPACITY BUILDING AND REFORMS

This section of the study tried to understand the institutional issues concerned with the Kanpur Nagar Nigam and the Kanpur Jal Sanasthan. The reasons for the institutions being in financial difficulty were studied and the reforms which will help the institutions to become financially viable and effective service providers were identified.

The institutions need an improvement in management and implementing the reforms, already started by them, in a more vigorous and faithful manner. For this purpose, role of e-governance, improved tools of management such as GIS etc. have been suggested.

There is no doubt that financial health and efficient provision of services go hand in hand. Hence, by modernizing old and dilapidated fleet of Solid Waste Collection or by introducing Public Private Partnership in O&M of street lights or by outsourcing of bill collection, considerable savings and improved service levels can be achieved simultaneously. However, the real challenge is not going to be deciding which areas to outsource or even finding suitable parties. The challenge will be in successful change management and in hand holding the private parties during the crucial period of stabilization.

1.8 FINANCING PLAN

This is the most important chapter of the CDP, as it outlines the various infrastructure projects in financial terms, together with the proposed phasing and priorities.

The infrastructure development plan also looks at the sources of funds and how the city will raise its own share of funds. As per the JNNURM norms, for a city of size of Kanpur (With a population between 1 million and 4 million) the GoI's contribution will be 50%, while the balance 50% would comprise of the state (20%) and the city (30%).

This means that the size of the infrastructure plan is limited by the city's ability to raise its share of 30%. The city's share comprises of the savings which KNN and KJS can contribute and also the budgetary grants available to the city from GoUP in the normal course.

While there is a provision of raising loans by way of market borrowings or bonds, we have not considered these options for Kanpur as in our opinion; the finances of the KNN and KJS are not robust enough to be able to get a good credit rating and to service the debt.

1.9 REFORM AGENDA

The last chapter of the 'City Development Plan' reviews the status of various mandatory and optional reforms mandated by JNNURM and the actions on initiated / to be initiated on them.

1.10 NEXT STEPS

The CDP will be followed by DPRs of each of the projects, signing of the 'Memorandum of Agreement' (MoA) with the GoI and release of funds to commence the projects.

