

1.0 Introduction

Urban centres have a vital role in India's socio-economic transformation and change. Urban centres account for 30% of the total populace, notwithstanding, most cities and towns are severely stressed in terms of infrastructure and service availability, and their growth and development is constrained by indifferent implementation of the 74th Constitution Amendment Act (CAA), 1992. The Government of India launched the JNNURM in December 2005. The Mission aims at encouraging cities initiate steps to bring about improvement in the existing service levels in a financially sustainable manner.

The ever-increasing number of slum dwellers causes tremendous pressure on urban basic services and infrastructure. In order to cope up with massive problems that have emerged as a result of rapid urban growth, it is imperative to draw up a coherent urbanisation vision and strategy for implementation of projects aimed towards achieving the outlined vision. The aim of the Mission is to encourage reforms driven, fast track, planned development of identified cities with focus on efficiency in urban infrastructure and service delivery mechanisms, community participation, and accountability of Urban Local Bodies (ULB)/ parastatal agencies towards citizens.

The JNNURM consists of two sub-missions –

- The Urban Infrastructure and Governance; and
- The Basic Services to the Urban Poor.

The primary objective of the JNNURM is to create productive, efficient, equitable and responsive cities. In line with this objective, the Mission focuses on –

- Integrated development of infrastructure services;
- Securing linkages between asset creation and maintenance for long-run project sustainability;
- Accelerating the flow of investment into urban infrastructure services;
- Planned development of cities including the peri-urban areas, outgrowths (OG), and urban corridors;
- Renewal and redevelopment of inner city areas; and
- Universalisation of urban services to ensure their availability to the urban poor.

The thrust sectors for coverage under the JNNURM are – water supply including setting up of desalination plants, sewerage and sanitation, solid waste management including hospital waste management, construction & improvement of drains & storm water drainage system, road network, urban transport, construction and development of bus and truck terminals, renewal and re-development inner city areas, development of heritage areas, preservation of water bodies, integrated development of slums i.e. housing and development of infrastructure in slum settlements, provision of basic services to the urban poor, and street lighting.

2.0 City Report

The current total population of Varanasi is over 12 lakh and is growing at a constant rate. It has three distinct zones. The sex ratio in the city is 876, which is much lower than the State & National urban average. There are a large number of in-migrants, largely for employment. The abnormally high density within the inner city has led to unhygienic living conditions and

is a potential health hazard. The low density in the remaining part of the town has led to urban sprawl thus increasing the distribution network of the urban services. Further, there is a significant floating population into Varanasi throughout the year, which also depends on the city infrastructure.

There are a large number of slums in the city. The slum population is approximately 40,000 about 38% settled in 227 clusters. The issues causing concern in the old city of Varanasi are –

- Densely populated area with intense commerce & huge congestion
- Major roads are used as transport corridors & bazaar streets
- Prevailing traffic bottlenecks, encroachments, scarcity of parking
- 70% retail & wholesale business prevailing in the area
- Activities relating to textiles, carpets & metalware operate from here
- Small scale industrial units of weaving, clothing, sweets, & food materials are located here
- Transformers, electric/ telecom poles are placed haphazardly
- Bus stations near cantt Railway station is a nuisance; creates traffic jam
- Over 100 year old water supply lines
- 70% areas not covered by the sewerage network
- No separate storm water drainage system
- Poor solid waste management – source of nuisance & health hazard
- Air & noise pollution due to bus stops & heavy motorized traffic
- Skyline is dominated by wires/ cables

There are several institutional and finance related deficiencies in city governance –

- MCV, JS and JN show lack of sharing of common information and resources amongst each other;
- MCV and JS work in isolation and do not interact much with public or call for their opinion in operational matters and development issues;
- All the organisations are primarily conducting breakdown maintenance work. Routine and preventive maintenance seems to be lacking;
- Most of these institutions spend 30-40% of their expenditure on manpower at worker level. Several activities of MCV and JS are similar and carried out separately;
- Most of the institutions do not have proper asset records and no efforts have been initiated so far for asset inventory;
- MCV does not have any zonal offices and the ward committees have not been constituted so far;
- MCV is short of sanitation staff. Lack of manpower for sanitation services is leading to ineffective sanitation and solid waste facilities in the city;
- Property tax collections are only a part of the total and often based on wrong/ misguided assessments;
- There is huge dependence on paper work in the absence of computerisation and e-governance; and
- Single entry accounting system in practice.

3.0 City Vision

The issues stressed upon during the workshops and individual consultations were that –

1. Culture of the city be preserved
2. Centre for national as well as international tourists
3. Traditional households industries be revived
4. Provision of basic services to all.

With this background, “the vision for the city that emerged by consensus is **Economically vibrant, culturally rich Tourist City**”

4.0 Development Strategies

4.1 Urban Infrastructure & Governance

Strategies are meant at broadly taking the vision towards project identification. The broad strategies for provision of urban infrastructure and effective urban governance so as to achieve the ultimate vision/ goals for the city of Varanasi have been spelt out as follows:

- i. Adequate, effective, sustainable, pollution free service delivery –
 - Potable drinking water (as per CPHEEO manual) to all with major thrust on exploiting available surface water;
 - Sewerage network to connect all urban development within VDA jurisdiction;
 - 100% collection, treatment of sewage & safe disposal;
 - Separate & efficient storm water drainage network for the city;
 - Provision of hi-tech solid waste management system;
 - Suitable, sustainable, efficient, environment friendly transportation system;
 - Provision of tourism infrastructure to support pilgrimage/ tourism;
 - Conserving culture & heritage;
 - Infrastructure for industrial development; and
 - Pollution free & healthy environment.
- ii. Transparent, efficient & reformed governance –
 - Clarity of roles & responsibilities between different institutions;
 - Capacity building program for staff;
 - Double entry system for fool-proof & transparent accounting;
 - Innovative Public-Private Partnerships in infrastructure projects;
 - Provision of graded tariff/ tax system for various services offered by ULBs;
 - GIS based management for efficient service delivery, checking of theft & taxation purposes; and
 - E-governance for a hassle-free, efficient & transparent system.

4.2. Basic Services for the Urban Poor

Strategies for effective service delivery in poor/ slum areas are as follows:

- i. Enhanced life quality for urban poor by provision of basic services –
 - Rehabilitation (*in-situ/ ex-situ*) of existing slum dwellers by provision of affordable housing for EWS & LIG strata;
 - Provision of adequate core amenities/ services;
 - Provision of community toilets for better sanitation;
 - On-site management of waste/ sewage water in inaccessible areas; and

- Educating the slum dwellers about environmental sanitation & personal hygiene.

5.0 Infrastructure & Governance Projects

5.1 Water Supply

In order to develop a water supply system that can fulfil the water requirement for the next 25 years, the following works are propose to be taken up in a phased manner –

- Renovation and rehabilitation of existing schemes; and
- Construction of new schemes.

For the implementation of activities under the heads of renovation/ rehabilitation and construction of new schemes concerning water supply including the *Trans Varuna* area, several preliminary activities need be carried out. Training and educational programs are required for the capacity building of the division.

5.2 Sewerage and Sanitation

To develop an effective sewerage system in the city, which can provide a clean and healthy environment to the citizens for the next 25 years from, now, following works are being proposed to be planned and executed in a phased manner –

- Renovation and rehabilitation work; and
- Construction of new works.

5.3 Storm Water Drainage

Proposals are called for the development of effective and dedicated storm water drainage network so that the serious water logging problem of several low lying areas in the city is solved. This shall ease out the tremendous pressure on the sewerage network caused by the storm water during the rainy season.

5.4 Solid Waste Management

It is the need of the hour that an appropriate and effective SWM system is in place for the city of Varanasi in order to provide aesthetic, clean, and healthy city environment. An exercise has been done towards identifying projects/ activities that shall help not only in effective handling and management of solid wastes but provide useful returns as well.

5.5 Tourism & Heritage Conservation

Tourism and heritage conservation related projects have been identified keeping in view Saranath being part of Buddhist tourist circuit and pilgrims to famous ghats and temples with provision of adequate/ maximum facilities to the *Teerth yatries and foreign tourists* and with minimum inconvenience to the city dwellers.

5.6 Roads and Transport

The objective is to achieve a sustainable transport system that is adequate, safe, comfortable, equitable and efficient. It is also to providing relief to the city from the through traffic.

5.7 Other Community Facilities

Discussion with various stakeholders at the city and state levels has revealed that there is requirement of certain community facilities to benefit elderly, women and the youth of the city. Infrastructure towards this has been identified as under –

- Home for the elderly and destitute
- Youth hostels.

5.8 Environmental Aspects

Few significant projects for the conservation of a healthy and liveable environment have been identified. This includes the following –

- Plantation along select roads;
- Slaughter houses;
- Improvement of Kunds
- Improvement of catchment areas of Varuna and Asi
- Facilities on Ghats.

6.0 Slum Improvement Projects

6.1 Integrated Slum Development

Improvement of slums is proposed to be taken up in an integrate manner. It would focus on roads, water supply, sewerage and sanitation, drainage, and solid waste management for improving the living conditions and quality of life of the urban poor in Varanasi and shall enhance quality of life of the urban poor and make it accessible and affordable for them over the next 25 years.

6.2 Housing

The parastatal agencies concerned will provide housing for LIG/ EWS mostly in the form of sites and services. Smaller plots (25-30 m²) with pedestrian accesses, and water and sewerage facilities, water tap and toilet seat are proposed. Going by the present situation, *in-situ* rehabilitation option is considered for authorised slums and relocation for the unauthorised colonies/ slums.

7.0 Institutional and Financial Reforms

Mandatory reforms at state level are:

- Effective implementation of 74th CAA
- Reform of rent control laws;
- Rationalisation of stamp duty by bringing it down

- Enactment of public disclosure law; and
- Institutionalising community participation.

7.1 E-Governance

Proposals for effective institution building and better revenue collection, asset management, grievances addressal and service delivery etc have been identified. Creation of Citizen Service Centres/ Lok Vani Centres at convenient locations will be a step towards this. The CSC/ LVC is proposed to serve functions as follows:

- Information source to the citizens for adequate addressing of their problems;
- Simplified and standardised application forms;
- Simplified and standardised note files for easy and effective retrieval;
- Removal of non value adding steps in daily procedures; and
- Source of citizen feedback for improved and efficient functioning/ service delivery.

7.2 Finance and Accounts

Several activities, as discussed in the ongoing section, have been proposed for implementation of finance and accounting reforms in MCV –

- Double entry based accounting –
 - Asset accounting & creation of fixed asset register;
 - Chart of accounts;
 - Accounting manual;
 - Capacity building; and
 - Computerisation of procedures.
- Increasing the revenue base –
 - GIS mapping;
 - Comprehensive database;
 - Self assessment of taxes;
- Water Supply Management;
 - Maximize billed portion of water;
 - Reduce overtime, losses and leakages in the system;
 - Detect illegal use of water by customers; and
 - Minimize consumption of electricity powers.

7.3 Financial Operating Plan

Requirement of funds for all the identified projects has been determined with annual breakdown based upon the requirements/ priorities. The financial operating plan has been prepared on the assumption that the inflation rate will be 0% per year over the next seven years of investment. The 12th Finance Commission has also reflected in the report that the State would help the ULBs achieve financial sustainability.

Total fund requirement is to the tune of Rs. 3072.59 crores for Phase 1 of the Mission: Rs. 2556.12 crores for sub-Mission 1 (Infrastructure and Governance, and Rs. 516.47 crores for sub-Mission 1 (Basic Services for Urban Poor).

The cost of each project has been split by the funding share of the Centre and State governments, and the ULB/ parastatal agencies. Stakeholder (agency) has been identified at the city level for the purpose of implementation of each project. Further there are certain development activities/ infrastructure projects that can attract private investment (PPP). Any investments made under PPP mechanism shall make part of the contribution from the ULB/ Parastatal. Such projects include –

- Multi-level parking
- Solid waste management
- Street cleaning/ sweeping
- Ghat Renovations
- Construction & Maintenance of Bridges
- Heritage buildings (including illumination, and sound and light programs)
- Maintenance of City parks
- Maintenance of community toilets (CTCs) in slums
- Jan Suvidha kendras
- Tourist Information centres
- Pre paid taxi counters
- Budget hotels

Table 1: Requirement of Funds for Priority Projects in Phase I

S. No.	Sector	Phase I											Total phase I	Phase II	Total Cost (Lakhs)
		Priority I									Priority II				
		2006-07				2007-08				Total Priority I	Rest 4 years				
		GOI	GoUP	ULB/PS	Sub Total	GOI	GoUP	ULB/PS	Sub Total						
I	URBAN INFRASTRUCTURE & GOVERNANCE														
1	Urban Renewal	81.5	32.6	48.9	163	251.75	100.7	151.05	503.5	666.5	5604.5	6271	-	6271	
2	Heritage	572.5	229	343.5	1145	308.5	123.4	185.1	617	1762	1629	3391	-	3391	
3	Water Supply	2377.5	951	1426.5	4755	3510	1404	2106	7020	11775	26360	38135	-	38135	
4	Sewerage and Sanitation	3675	1470	2205	7350	10092.5	4037	6055.5	20185	27535	58905	86440	-	86440	
5	Storm Water Drainage	826	330.4	495.6	1652	2801	1120.4	1680.6	5602	7254	23261	30515	-	30515	
6	Solid Waste Management	115.3125	46.125	69.1875	230.63	522.75	209.1	313.65	1045.5	1276.125	3031.95	4,308.08	-	4308.1	
7	Urban Transport	1697.5	679	1018.5	3395	7172	2868.8	4303.2	14344	17739	66122	83861	-	83861	
8	Environment	79	31.6	47.4	158	95	38	57	190	348	874	1222	-	1222	
10	E-Governance Reforms	100	40	60	200	212.5	85	127.5	425	625	425	1050	-	1,050	
12	Property Tax Reforms	46	18.4	27.6	92	65.5	26.2	39.3	131	223	77	300	-	300	
13	Water Supply Management Reforms	1	0.4	0.6	2	8	3.2	4.8	16	18	26	44	-	32	
14	Public Awareness Programs	12.5	5	7.5	25	12.5	5	7.5	25	50	25	75	-	75	
		GOI	GoUP/ ULB/ PS		Sub Total	GOI	GoUP/ ULB/ PS		Sub Total	Total Priority I	Priority II	Total phase I	Phase II	Total Cost (Lakhs)	
II	BASIC SERVICES FOR THE URBAN POOR														
9	Basic Services to Urban Poor	2884	2884		5768	6346.25	6346.25		12692.5	18460.5	33186.2	51646.7	-	51,647	
	Total Fund Requirement	9,583.81	3,833.53	5,750.29	19,167.63	25,052.00	10,020.80	15,031.20	50,104.00	69,271.63	186,340.45	307259	-	307,247	