

# Jawaharlal Nehru National Urban Renewal Mission

Timeline for Implementing the  
Urban Reform Agenda

5

JrNURM

Ministry of Urban Employment and  
Poverty Alleviation



Government of India

Ministry of Urban Development

# JAWAHARLAL NEHRU NATIONAL URBAN RENEWAL MISSION

## Timeline for Implementing the Urban Reform Agenda

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## The Toolkit

The Jawaharlal Nehru National Urban Renewal Mission (JNNURM) requires cities applying for assistance to lay down a time schedule for implementing the proposed reform agenda. The reform agenda consists of reforms that are to be undertaken: (i) by urban local bodies (ULBs) and (ii) by the state governments.

This Toolkit is designed to seek information from the applicant cities that will enable the Ministry of Urban Development (MoUD) or the Ministry of Urban Employment and Poverty Alleviation (MoUEPA) to set the following: (i) the benchmarks on each of the constituents of the reform agenda, and (ii) a time-schedule for implementing the reform agenda.

The timeline for implementing the reform agenda will be attached to the Memorandum of Agreement (MoA), a draft of which is enclosed with this toolkit.

# I. Reform Agenda at the Level of the Urban Local Body (ULB)

## Accounting Reform

What system of accounting does the ULB follow?

Cash-based, single entry	<input type="checkbox"/>
Modified accrual	<input type="checkbox"/>
Accrual, double entry	<input type="checkbox"/>

If it is accrual, double entry-based, since when has this system been followed? Year

*If cash-based or modified accrual, give a time schedule for change over to accrual, double entry system.*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

## E-Governance Applications (using IT, GIS and MIS)

Has there been any initiative towards the use of E-governance applications or setting up of an E-governance cell within the ULB?

Yes  No

If yes, for what services is the ULB using these applications and in what way?

Services using E-governance applications	Details
a.	
b.	
c.	
d.	

## Property Tax Reform, 2004/05

What are the total number of properties in the city?

What are the number of properties assessed for purpose of taxation?

What are the number of properties which paid taxes in the fiscal year 2003/04 ?

What is the basis of taxation?

- ◆ Annual rateable value (ARV)
- ◆ Unit area values to determine ARV
- ◆ Unit area values to directly determine property values or property tax
- ◆ Capital valuation

What is the amount of tax demanded?

2003/04

Rs.

2004/05

Rs.

What is the amount of tax collected?

2003/04

Rs.

2004/05

Rs.

Achieving the target of 85% tax collection to tax demanded

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

## Levy of User Charges

### Water Supply

Percentage of households covered by municipal/ parastatal water supply  %

Per capital domestic water supply  lpcd

Average number of hours of water supply  hrs

Percentage of non-revenue water to total water released  %

Percentage of water supplied free  %

Percentage of water lost due to leakages and thefts  %

Total cost (Operation & Maintenance and debt repayment) incurred in delivering water.

2003/04

2004/05

Rs.

Rs.

Total recoveries from the sale of water

2003/04

2004/05

Rs.

Rs.

### *Achieving cost recovery target (full O & M recovery)*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

### Other services

Service	User charge
a.	<input type="text"/> %
b.	<input type="text"/> %
c.	<input type="text"/> %
d.	<input type="text"/> %

### *Achieving cost recovery target (full O & M recovery)*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

## Services to the Urban Poor

Percentage of households living in unauthorised tenements/  
temporary structures

 %

Percentage of households living in unauthorised tenements/  
temporary structures without access to

 %

Municipal water supply

 %

Sanitation

 %

Primary education

 %

Primary health

 %

## Reaching the services to the urban poor

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

## Internal earmarking of budgets for the urban poor

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

## II. Reform Agenda at the Level of the State Government

### Implementation of the Constitution (Seventy-Fourth) Amendment Act, 1992

What is the status of implementation of the following as per the Act? Specify.

	Yes	No	Remarks
(a) Constitution of municipalities			
(b) Composition of municipal councils			
(c) Reservation of seats for women, SCs, and STs			
(d) Constitution of District Planning Committees (DPCs)			
(e) Constitution of Metropolitan Planning Committees (MPCs)			
(f) Incorporation of Schedule 12 into the State Municipal Act			

If Schedule 12 has been incorporated into the State Municipal Act, has it been incorporated fully or partially?

Fully  Partially

Which of the functions of Schedule 12 have been incorporated into the State Municipal Act and transferred to-ULBs?

Functions listed in 12 <sup>th</sup> schedule	Functions incorporated	Transferred to (defacto) ULB
1 Urban planning including 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 the environment and promotion of ecological aspects		
9 Safeguarding the interests of weaker sections of society including the handicapped and mentally retarded		
10 Slum improvement and upgradation		

Functions listed in 12 <sup>th</sup> schedule	Functions incorporated	Transferred to (defacto) ULB
11 Urban poverty alleviation.		
12 Provision of urban amenities and facilities parks gardens, and playgrounds		
13 Promotion of cultural, educational, and aesthetic aspects		
14 Burials and burial grounds, cremations, cremation grounds and electric crematoriums		
15 Cattle pounds, 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		

Has the transfer of functions been accompanied by transfer of staff?

Yes  No

If no, has the ULB been given the powers to recruit staff for managing the transferred functions?

Yes  No

*Give a time-schedule for transferring the Schedule 12 functions to the ULB*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If the DPC/MPC has been constituted, attach a copy of the Act.

If the DPC/MPC has not been constituted, has the legislative process for their constitution been initiated?

Yes  No

*If no, give a time- schedule for constituting DPC/MPC*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

## Repealment of Urban Land (Ceiling and Regulation) Act, 1976 \*

Current status of the Act in the State Repealed   
Not Repealed

*If not repealed, give a time schedule for its repealment*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

## Rent Control Reforms, 2004/05 \*

(a) Number of properties under rent control

(b) Percentage to total number of properties  %

Current rental ceiling below which properties qualify to be under rent control  Rs.

State the provision in the existing laws, which allow property owners to seek vacation of housing units, upon conclusion of the tenancy period.

State the provision in the existence laws, which allow tenancy to be transferred.

*Time schedule for undertaking reform of rent control laws*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

Outline the nature of proposed reform of rent control laws.

\* In respect to schemes for basic services to the urban poor and schemes for water supply and sanitation, the two mandatory reforms, viz., repeal of urban land (Ceiling and Regulation) Act, 1976 and reform of rent control laws will be optional.

## Stamp Duty Rationalisation, 2005

Current stamp duty rates as applicable to property-related transactions (sale, purchase, transfer etc.)

> 10%	8-10%	6-8%	5 % & less
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Any surcharge on the base rate

> 2%	1-2 %	< 1 %
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*Time-line for reducing stamp duty rates to 5 per cent or less than 5 per cent*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

## Public Disclosure Law

Is there any provision in respect of public disclosure (public screening or review of municipal budget proposals) in the existing State Municipal Act.

Yes  No

If yes, state the provision and comment on its adequacy.

*Give the timeline for enactment of a Public Disclosure Law or incorporation of relevant provision in the existing state-level municipal statute.*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

## Community Participation Law

Is there any provision in the State Municipal Acts regarding the involvement of civil society, industry, and business in municipal affairs – e.g., in setting priorities, budgeting provisions, etc?

Yes  No

*Time schedule for enactment of a Community Participation Law or incorporation of relevant provision in the existing state-level municipal statute*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

## City Planning Function

Who is responsible for city (urban) planning function for the city?

Urban local body (ULB)

City-based special-purpose agency

State-level town & country planning organisation

### *Time schedule for formal association of ULB with the City Planning Functions*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Who, which agency is responsible for provision of the following services?

### Water supply and sewerage

Urban local body	City-level special-purpose agencies	State-level special-purpose agency	PHED	Any other (specify)
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### *Schedule for transferring to municipality this function, where it is not a municipal function*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### Public transport

Urban local body	City-level special-purpose agencies	State-level special-purpose agency	Any other (specify)
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### *Schedule for transferring this function to the municipality where it is not a municipal function*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

## Optional Reform Agenda

Revision of bye-laws to streamline the approval process for construction of buildings, development of sites etc.

### *Time schedule*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Simplification of legal and procedural frameworks for conversion of agricultural land for non-agricultural purposes.

### *Time schedule*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Introduction of Property Title Certification System in ULBs.

### *Time schedule*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Earmarking at least 20-25 per cent of developed land in all housing projects (both public and private agencies) for EWS/LIG category with a system of cross subsidisation.

### *Time schedule*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Introduction of computerised process of registration of land and property.

### *Time schedule*

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Revision of bye-laws to make rain- water harvesting mandatory in all buildings to come up in future and for adoption of water conservation measures.

<i>Time schedule</i>						
Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

Bye-laws on reuse of reclaimed water.

<i>Time schedule</i>						
Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

Administrative reforms i.e. reduction in establishment by introducing voluntary retirement schemes, non-filling up of posts falling vacant due to retirement etc., and achieving specified milestones in this regard.

<i>Time schedule</i>						
Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

Structural reforms

<i>Time schedule</i>						
Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

Encouraging Public-Private Partnership

<i>Time schedule</i>						
Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

## **IV. Draft Memorandum of Agreement (MoA)**

### **Jawaharlal Nehru National Urban Renewal Mission (JNNURM)**

#### **Draft Memorandum of Agreement (MoA)**

Between

**The Ministry of Urban Development**

or

**The Ministry of Urban Employment and Poverty Alleviation  
(Government of India)**

and

**The Government of \_\_\_\_\_**

and

**The Municipal Corporation of \_\_\_\_\_ Parastatal Agency**

Dated \_\_\_\_\_

THIS AGREEMENT is made on this \_\_\_\_\_ day of \_\_\_\_\_, 200\_\_\_\_\_ between the Government of India, through the Ministry of Urban Development or the Ministry of Urban Employment and Poverty Alleviation, of the Part I

AND

The State Government of [*mention the name of the State*], through its Governor, of the Part II

AND

The Municipal Corporation of [*mention the name of municipal corporation or the parastatal agency*] through its authorized person, of the Part III.

WHEREAS the Part III seeks financial assistance from the Part I under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM);

WHEREAS the Part III, in pursuance of the requirements for assistance has developed a City Development Plan (CDP), fully detailed in Annexure I;

AND WHEREAS the Part III has formulated a detailed project report in respect of \_\_\_\_\_, with details on its feasibility, fully detailed in Annexure II;

AND WHEREAS the Part II and Part III have undertaken to implement the reform agenda, as per the timeline indicated therein, fully detailed in Annexure III and IV;

AND WHEREAS the Part I has considered the documents mentioned in Annexure I, II, III, and IV and found them consistent with the goals and objectives of JNNURM;

AND WHEREAS the Part I agrees to release a grant of Rs. \_\_\_\_\_/- over a period of \_\_\_\_\_ years, in accordance with the terms and conditions specified in this agreement.

NOW THE PARTIES WITNESSED as follows:

1. That the Part I shall release the first installment of Rs. ....../- upon signing of the Memorandum of Agreement (MOA) and submission of the above mentioned documents i.e., Annexure I, II, III and IV;
2. That the Part I may release the second installment of Rs. ....../- upon submission of a satisfactory Progress Report indicating -
  - (a) \_\_\_\_\_
  - (b) \_\_\_\_\_
  - (c) \_\_\_\_\_

3. That the Part I may release the third installment of Rs. ..../- upon submission of a satisfactory Progress Report indicating -
  - (a) \_\_\_\_\_
  - (b) \_\_\_\_\_
  - (c) \_\_\_\_\_
  
4. That the Part I may release the final installment of Rs. \_\_\_\_\_/- upon submission of a satisfactory Progress Report indicating -
  - (a) \_\_\_\_\_
  - (b) \_\_\_\_\_
  - (c) \_\_\_\_\_
  
5. That the Part I or an Institution nominated by it, may undertake a site visit to ascertain the progress of the ongoing projects and also the reforms agenda through designated representatives periodically;
  
6. That apart from the Progress Report, the Part III shall submit a Quarterly Report of the spendings of the grant to the Part I. In case Part III fails to submit such a report further installment of grant may be withheld until such submission;
  
7. Similarly, the Part II shall submit a Half-yearly Report of the progress in respect of the implementation of the reform agenda as detailed out in Annexure III.
  
8. That Part II and Part III shall submit a complete report regarding the outcome of the JNNURM on the completion of the project;
  
9. That the Parties to the agreement further covenant that in case of a dispute between the parties the matter will be resolved to arbitration within the provisions of the Arbitration and Conciliation Act, 1996 and the rules framed thereunder and amended from time to time. The matter in dispute shall be referred to \_\_\_\_\_ [*Insert a name of an arbitrator*] as arbitrator, however, in case such person refuses to act as arbitrator, or is rendered, unable because of sickness or otherwise, or dies, \_\_\_\_\_ [*name of the second person for arbitrator*] shall act as arbitrator between the parties and the dispute shall be referred to such person and still in case this second person is not available for any reason to act as arbitrator between the parties, both parties shall name one person of their choice as arbitrator and decision of such arbitration shall be final and binding on the parties.
  
10. That in case there is any delay in the implementation of the reforms agenda or submission of any periodic reports, etc. at the State level by the Part II or Urban Local Body or Parastatal

level by the Part III, due to the circumstances beyond the control of Part II or Part III i.e., *Force Majeure* or any other reason, the decision on the matter of extension of time for the implementation of the goals and objectives of the JNNURM shall be at the discretion of Part I.

11. That in case of any breach regarding the terms and conditions of the JNNURM, the Part I shall be entitled to withhold subsequent installments of the grant on giving 30 days notice to the Part II or the Part III. However, in this regard decision taken by the Part I shall be final and binding on the Part II or the Part III, though, before making such orders, opportunity of hearing shall be given to the Part II or the Part III.

IN WITNESS HEREOF all the parties have put their hands on these presents of Memorandum of Agreement in the presence of witnesses.

WITNESSES:

1. \_\_\_\_\_ Ministry of Urban Development

2. \_\_\_\_\_ Or

Ministry of Urban Employment and Poverty Alleviation  
(Government of India) (Part I)

The Government of \_\_\_\_\_ (Part II)

Municipal Corporation of \_\_\_\_\_

Or

Parastatal Agency \_\_\_\_\_ (Part III)