

Appraisal of City Development Plan: Ahmedabad

The City Development Plan of Ahmedabad has been prepared and presented very well. Ahmedabad city has a vision of becoming a 'Vibrant City'.

Stakeholder Consultations

1) The Ahmedabad Municipal Corporation (AMC) had organised a series of workshops in the year 1999, 2000 on "City Development Strategies" (CDS) that involved stakeholder consultations. This workshop and other consultations on 'Social & Environmental Management Framework and Slum Policy' (in 2003), 'Sabarmati Riverfront Development Project' (2003-05) and 'Bus Rapid Transit Project' (2005) have formed the basis of the consultative process for the preparation of CDP.

The city consultation process however, does not give a clear picture of the stakeholders involved in the consultations; it is not clear if the representatives of the poor were involved in the consultations. Section 1.2.1 on p.3 should give details of the consultation process, and indicate whether the stakeholders invited for meetings were broad-based (with the details in Annexure), and how their views were incorporated in the CDP. This section should also mention whether all the stakeholders have accepted the CDP that has been submitted or if there were reservations and how they have been addressed.

AMC:

Three Phase Consultations were organised. In addition elected wing of AMC also deliberated.

The stake holders involved included:

- *Elected Representatives*
- *Professionals*
- *Corporate Heads*
- *Business/Industry Associations*
- *Educational Institutions*
- *NGOs*
- *City Managers*
- *Government Officials*
- *Senior Citizens*

*NGOs, Business associations represented the poor and the labour class as well as citizen with environment and other societal concerns. A partial list of participants is **annexed** to this document. The process of planning involved evolving a vision for the city and workout broad consensus on setting achievable goals, strategies & targets with regard to each of the service sector. The process involved as it addressed overall developmental aspects, contentious issues were fewer. Whenever such issues arose, they were resolved through debate and discussion.*

Stakeholder responses to specific technical decisions were taken as additional points of enquiry and a final decision was made after sufficient technical analysis.

The issues related to social aspects, which involved relocation and/or some alteration, in individual/group's stake, the PAPs have been made part of the project beneficiary in the development process. PAPs have been fully identified and alternative plans have been discussed for finalisation.

As part of Slum Policy and Vendor Policy development, specific surveys to elicit the stakeholders view was done before making the draft policy. After synthesis recommendations were made through full participation of stakeholders. Urban poor formed core of the stakeholder community participated decision process.

Analysis of the Existing Situation

The existing situational analysis has been done well and is fairly detailed. However the following points need to be addressed:

2. Analysis of composition of growth (i.e. natural increase, in-migration, and jurisdictional change). This would help in providing a better understanding of the reasons for population growth and also in proper population projection.

AMC :

AMC and AUDA areas during the period 1991 and 2001 have remained same. Hence the components of growth include Natural growth and Migration Component.

About 20.2% of the growth is attributable to migration.

Projections are made for Greater Ahmedabad and include dimensions related to area merger, natural growth (stabilisation) and economic diversification.

3. The analysis of infrastructure does not discuss the financial aspects - income and expenditure for each service, cost recovery and investments.

AMC :

Direct cost recovery is in the form of water & sewerage charge. The details are as presented in table 1.

4. The categorization of land use (Tables 2-7 & 2-8) has changed between 1997 and 2011 and it is not clear:

- What has happened to AMC Plots, Hospitals, and Burial Grounds/Grave Yards in 2011 in Table 2-7?
- What has happened to Railways/Roads/Airports, Waterway/Tank, Garden/Open Space in 2011 in Table 2-8?

This needs clarification.

AMC :

Development Plan process adopted different scheme of landuse classification for existing areas in AMC and Periphery. The proposed zoning plan also differs. AMC proposal is largely for developed area while periphery proposal involve area for urban and non-urban uses.

- Referred areas are included in Area under Reservation.
- Areas zoned as public, semi-public and recreational use zones.

5. Chapter 10 (Urban Governance) does not give the institutional responsibility matrix, i.e. which institutions are responsible for which services and the role of the private sector in service provision. This needs to be given.

AMC ;

Refer Tables below.

Existing Public-Private-Partnerships

S.No.	Sector	PPP Project/Element with brief Description
1	Water Supply	Chlorination of water, operation & maintenance of pump sets
2	SWD including lakes, river etc.,	-
3	Sewerage	operation & maintenance of pump sets
4	Roads	Parking Management; Built some roads on PPP
5	Transport	AMC has already put 300 buses on PPP model by way of wet lease and also issued a bid to get more 275 buses to cater need of the public transportation.
6	Street Lights	-
7	Solid waste management	Door to Door garbage collection system is implemented by AMC with help of Resident Welfare Association (RWA) covering around 10 lakhs units in the city. Transportation of solid waste to the land fill site is also done through PPP in three zones of AMC. AMC also runs a compost manure plant on PPP basis.
8	Health	-
9	Education	-

S.No.	Sector	PPP Project/Element with brief Description
10	Fire	-
11	Parks & Play Grounds	28 traffic island are developed and maintained by the industrial & commercial & institutional units. Moreover that all major gardens in the city are maintained by the business units
12	Disaster management	-

Institutional Responsibility Matrix

S.No.	Sector	Delivery Responsible Agency (& Actual if different in Parenthesis)	
		Provision	O & M
1	Water Supply	AMC	AMC
2	SWD including lakes, river etc.,	AMC	AMC
3	Sewerage	AMC	AMC
4	Roads	AMC	AMC
5	Transport	AMC	AMC/AMTS
6	Street Lights	AMC	AMC
7	Solid waste management	AMC	AMC
8	Health	AMC & State Govt.	AMC & State Govt.
9	Education – Primary	AMC	AMC
10	Fire	AMC	AMC
11	Parks & Play Grounds	AMC	AMC
12	Disaster management	AMC	AMC
13	Traffic Management	AMC & State Govt.	AMC & State Govt.

Service-wise Cost-Recovery Mechanisms

S.No	Sector	Cost Recovery Tool	Extent of Recovery (2005)
1	Water Supply	Water & Sewerage Charge	10%
2	SWD including lakes, river etc.,	-	
3	Sewerage	Water & Sewerage Charge	8%
4	Roads	Vehicle Tax	8%
5	Transport	-	
6	Street Lights	-	
7	Solid waste management	-	
8	Health	-	
9	Education	-	
10	Fire	-	
11	Parks & Play Grounds	-	
12	Disaster management	-	

5. Municipal Finances : AMC's financial aspects have been presented well and in great detail. AMC had an opening balance of Rs. 246 crores, which indicates the good financial health of the Corporation. The financial information given for AMC for the last five years (2001 – 05) can be summarized as follows:

- The revenue income of AMC has increased from Rs. 562 cr to Rs. 806 cr.
- The revenue expenditure has increased from Rs. 561 to Rs. 596 cr.
- The revenue surplus has increased from Rs. 1.38 cr. to Rs. 209 cr.
- The capital income of AMC has ranged between Rs. 136 cr and Rs. 241cr.
- The capital expenditure of AMC has ranged between Rs. 136 cr and Rs. 243 cr.

In 2004-05, the income from octroi contributed 57% to the total revenue income of AMC while property tax contributed about 21%.

The revenue income of AMC has been projected to grow between 7% (min.) and 15% (max.) per annum while the revenue expenditure has been projected to grow between 5% (min.) and 8% (max.) per annum.

The finances of AUDA could have also been analysed in this section.

AMC:

AUDA finance pattern is not in line with ULB pattern. Analysis, as possible is included as part of final chapter. This area is being considered to be included into AMC in near future.

Vision and Strategies

The vision for Ahmedabad is 'Vibrant Ahmedabad – Vibrant Gujarat'. The CDP combines the vision and strategies in the same chapter.

6. Projects for a total of Rs. 3900 cr. is being proposed in the CDP of which Rs. 428 cr. is for Social Amenities (health and education sector), which is ineligible.

AMC :

Based on the recommendations of the ULB elected wing and of State Level Steering Committee, the CDP proposals have been revised wherein AMC area plans to expend an amount of Rs. 5111 Crores of which Rs. 4531 (5101 at current prices) is requested under NURM.

The requirements for the periphery are in the order of Rs. 3712 Crores.

Maximum investment is proposed for the Sabarmati River Front Development project which takes up 31% of the total investment identified. Sewerage and Drainage accounts for 20% of the investment requirements followed by roads & bridges (17%), slum improvement (13%) and water supply (6%). The Ministry may take a view as to which components of the Sabarmati River Front Development would be taken up for funding, in terms of priority.

7. The CDP has not prioritised the projects and so it is not clear which projects would the city like to propose first and which later.

AMC:

The plan aims to comprehensively address the issues of all the core services.

Within the JNNURM framework, the city governments are having the financial capacity to invest 100% as proposed with JNNURM support.

Priority List for DPRs submitted for the current year is attached herewith.

8. The CDP discusses the goals and strategies for each sector and proposes projects. However, in the water supply sector, the projects proposed do not address all the strategies indicated. For example, while the strategies indicate promoting water recycling, water quality monitoring, water auditing and ground water recharge, no projects have been proposed for these strategies. This needs to be clarified. For periphery areas no specific projects have been mentioned. These need to be specified in the CDP.

AMC :

Ground water recharge is part of DCR and also forms part of Storm Water Management Strategy. Water Recycling feasibility is proposed to be examined as mixing of industrial and domestic waste is a major issue. Water quality monitoring is part of source development and distribution system.. Water auditing is a process, which AMC proposes to undertake annually, and will be through consultancy study. Two projects for periphery are proposed.

9. No details of the projects for storm water drainage have been given for which Rs. 300 crores is being requested. The projects being proposed need to be given. It is also not clear from the CDP how the projects

relate to the strategies proposed. There is also a need to clarify whether 52 lakes can be developed in the periphery (whether land has been identified for the same) and if this can be done in the next six years?

AMC :

The proposal is to lay drains covering 5 zones of AMC. Zone wise cost estimates are:

West- Rs. 54.02 Crores (57.6 Km)

North-Rs. 53.98 Crores (77.02 km)

East- Rs. 29.94 Crores (55.94 Km)

Central- Rs. 9.59 Crores (18.59 Km)

South Zone – Rs. 107.96 Crores (138.4 Km)

Major Trunk Line Rs. 23.38 Crores (11.46 Km)

with 10% contingencies the cost is Rs. 300 Crores

The proposal is for redevelopment of 41 existing water bodies. Land acquisition is not necessary.

10. One of the problem areas mention in the solid waste Management section is the unscientific disposal of waste leading to ground water contamination. However, no project is proposed for developing a sanitary landfill site. This needs to be clarified.

AMC :

Sanitary Landfill site development along with machinery is proposed at a cost of Rs. 22. 9 Crores (Project 6 of CDP of 11.4.3). A project for sanitary landfill has been tendered out (Rs. 8.0 Crores).

Projects worth Rs. 994.3 cr are being proposed for Urban Poor and Housing – for slum networking, chawl reconstruction and housing the weaker sections.

11. The Cultural Heritage of the city (Chapter 7) indicates that the inner city needs to be revitalized. However, the CDP does not clearly indicate if projects have been proposed for inner city revitalization. This needs clarification.

AMC:

Basic services for the inner city are covered as part of the overall sector plan.

An area development project for inner city revitalisation is proposed at a cost of Rs. 40.0 Crores(section 11.4.8 of CDP)

12. Chapter 12 on Financial Operating Plan (FOP) does not indicate a financial risk mitigation strategy in case the projected sources of income fall short of their target. For instance, how would AMC meet its financial contribution if Octroi is abolished? This needs to be added to the FOP.

AMC :

The assumptions for forecast have been based on the levels of growth achieved in the past. Octroi is the primary revenue source of all municipal corporations in Gujarat. Any decision to abolish, it may be accepted safely that, would involve evolving mechanisms for adequate compensation for municipal corporations.

The CDP is now in accordance with the guidelines provided in the JNNURM Toolkit Number 2.