

Appraisal of City Development Plan: Rajkot

The CDP for Rajkot has been prepared taking the CDP toolkit as guide. The appraisal of the CDP has also been guided by the toolkit.

The appraisal has been divided into the four stages of CDP preparation given in the toolkit i.e., analysis of the existing situation, vision for the city, strategies and interventions, and city investment plan.

Overall, the CDP seems to be in order and gives a reasonably good idea of the existing situation, the vision, the strategies and the investment plan. However, some additional information is required which would make the CDP complete.

Analysis of the Existing Situation

The CDP gives a fairly good idea of the background of the city and its demography.

1. While the type of industries in the city is described well, the number of industries by type, growth of industries over time, the number of workers (only % given), the approximate size of the informal sector etc. are not given. Including these in the CDP would give a more complete picture of the economic background of the city.

RMC:

At present total 69 medium and large-scale industries in Rajkot District out of which in Rajkot city there are 20 Medium and large scale industries having total investment worth of Rs. 287. 80 crores. (DIC report 2001). Major Industries are based on Solvent Plant, Steel Forging, cotton yarn, spinning mills, Machine tools etc., There are more than 26693 SSI out of which about 24000 SSI units work are registered at Rajkot city. Total investment made is worth Rs.734.52 crores. Major engineering units are diesel oil engine units, which provide employment to over 50,000 workers. Other details are described in the CDP. Kindly refer para no. 2.3.1. on page no. 13. No authentic survey has been carried out for informal sector. However, it is estimated about 15,000 such units like pan wala, eating places like bhelpuri wala, paubhajiwala, ice-cream parlour, vegetable vendors, snacks vendors etc., provides employment to over 25,000 people.

2. The finances of Rajkot Municipal Corporation are not given in detail. This needs to be given for at least past five years which would help in understanding how the revenues and expenditure have grown over the years (the details could be given in the annex). While the sources of revenue are mentioned with some explanations, the heads of revenue expenditure is not given in detail. Similarly, the details of capital expenditure could have been given which would have helped in understanding the type of projects that have been undertaken by the city in the past few years.

RMC:

The details of revenue income, capital income as well revenue expenditure and capital expenditure have been discussed in CDP. The additional details required are attached as annexure: 3 to 8

3. The analysis of land use and land supply seems adequate. Information on the housing stock is not adequate to get an idea of the housing situation and also there is no information on the dilapidated housing stock, if any.

RMC:

Rajkot city is developing city. Most of the houses in walled city area and houses have been replaced by new commercial complexes and buildings. The land value in the city is increasing at jet speed, which encourages people to dismantle old house and converting the same into low rise, high- rise buildings and/ or commercial-cum-residential buildings. Earthquake 2001 also played a major role to replace the old buildings. Increase in new assessment of properties for tax, rise in number of building plans sanctioned or the census data give an idea of spurt in demand for new house. However, the following para provides more clarification in this regard.

Housing is not an obligatory duty of local self-government though planning of city highly influenced by housing sector and regulation mechanism. Housing reflects the economy & quality of life of any urban area. Poor planning mechanism leads to slum & illegal growth. Though, there exists an elaborate Regulatory Mechanism to promote, guide & control the building activities, it is often claimed that its procedures are very restrictive and difficult to comply. Such rigidity in regulation mechanism has minimized its scope. Almost 25 to 28 percent additions to the housing stock are estimated to be made informally without obtaining necessary permissions and sanctions. On one side lot of financial agencies and Govt incentives, encourages the development of housing sector whereas on other side the regulation mechanism creates complex hurdle to the development. Therefore it is necessary to form housing strategy for better city and reducing slum & illegal development.

*As described above there are **51.34% land is reserved for Residential purpose**. Out of which **80% is being developed**. The average households size as per census 2001 is 5.64, and the total number of residential property as per **RMC tax branch report is 1,65,000, which describes need of additional 40000 residential units**.*

*It is observed that nearly about **5000 dwelling units are added annually** to the housing stock of the city. In contradiction to this, observation the number of applications for development permission received by RMC is as low as 1600. However, many of these development permission are taken for multi-storied building having more than one dwelling unit. On these grounds, it is estimated that nearly half of the dwelling units are constructed beyond the framework of town planning. The development permission in Rajkot city is accorded as per the regulations contained in General Development Control Regulation (GDCR) - as revised in March-2003, framed under Gujarat Town Planning & Urban Development Act, 1976.*

Table: 2.14 - Housing stocks and demand		
Year	Developed land (hectares)	Undeveloped and under developed land under use (hectare)
2001/02	7744.843	2740.922
2002/03	7894.843	2591.157
2003/04	8052.740	2433.000
2004/05	8213.795	2272.205

It is estimated that more than 75% dwelling units out of total houses constructed for lower income groups, 55% out of total houses constructed for MIG groups and similarly 25% for out of total houses constructed by high-income group housings are constructed without development permission.

4. The number of urban poor and slum dwellers as also their housing situation is given in the CDP. A more detailed discussion on the urban poor, access of the poor to basic services, etc. would need to be given.

RMC:

The incessant process of urbanization and rapid industrialization has increased the population of Rajkot from 1,32,000 in 1951 to 10,02,000 in 2001 registering a growth rate of about 759 percent in five decades. Though the population has grown by leaps and bounds but the corresponding provision of housing facilities has not kept abreast. Shortage of housing facilities has contributed to the emergence of slums. At present there are 84 (74 recognized + 10 unrecognized) slums with an approximate population of 2,02,371 within city Municipal limit. The slums in Rajkot are experiencing a faster growth rate at present in Corporation with the growth rate of the city in 1972-73. There were only 24 slums, with 4,927 nos of households in Rajkot in 1972-73. At present, there are 84 slums with 44,914 nos of households. This indicates an increase of 468 per cent in slum population in just thirty

years. As the slum population is over 2,02,380 and the present population of Rajkot is over 1 million, it can be concluded that about 20 percent of the Rajkot population live in slum areas.

Slum Housing:

Most of the slum population resides either in pucca or semi-pucca houses. Only 1.15 per cent resides in huts made of kutcha (temporary) materials. This indicates the better housing of Rajkot slums, when we compare them with general image of slums. A house has one multi-purpose room, kitchen and verandah. The roofing material is either local tile or pre-cast slabs.

Type of Slum Houses		
Hutment type	Number	Percentage Total
Temporary (kutcha)	513	1.15
Semi-Permanent	31971	71.18
Permanent	12430	27.67
Total	44914	100

As indicated above table, 71.18 per cent of the hutments in the slums in Rajkot are built of semi-permanent or temporary (kutcha) material.

EWS Housing schemes by RMC

Rajkot Municipal Corporation has planned to implement low cost housing project for urban poor. RMC has set a target to construct at least 1000 houses per year for urban poor and RMC kept on achieving the target every year since year 2000. Till date, RMC has constructed 5600 houses. RMC has planned to construct more than 2000 EWS and VAMBAY houses especially for urban poor in the year 2006-07

For the purpose, land reserved for EWS housing part of Town Planning scheme is being used. Each house is of about 25 sq.mts. built-up area and costing Rs.72,000 excluding infrastructure cost.

Under SISRY programme, under instruction of state government a survey was commissioned to United Research Organization, a Vadodara based NGO to conducted special survey in year 2002 in order to find out the status of access of urban poor to the urban basic services. The finding of the survey is mentioned in para 2.2.7 on page no.12 of CDP. Additional information is given below:

- *Rajkot Municipal Corporation is already providing water supply to all notified slum area dwellers either through community stand post or through pipeline network with individual connection and somewhere through tankers. Water supply through tanker or community stand post is not chargeable.*
- *RMC has identified the pockets where water is being supplied either by tanker or by stand post where pipeline network will be provided and subsequently, individual house connections will be given and the system of tanker and stand post will be discontinued.*
- *Plans and estimates for these pockets are under preparation and work will be taken up at the earliest. Because of the scattered location and higher elevation, the system design requires considerable time. It is planned to complete the work by March 2008.*
- *Rajkot Municipal Corporation identified slum-networking program to cover all notified slums with underground drainage system as well as solid waste management system and it will be implemented on or before March 2008.*
- *Rajkot Municipal Corporation is providing facilities of health and education to about 90% slum dwellers though primary education and health centres and balance 10% will be covered within a couple of years by constructing additional 14 schools and 9 health centres under Reproductive Child Health Centre (RCH) program.*

5. The discussion on infrastructure is very elaborate and good. While the cost and recovery aspects have been touched, a more detailed analysis of the financial aspects of the services provided would improve the understanding of these services. A SWOT analysis has been done for each infrastructure service, which is useful. However, the capital investment in the past few years in infrastructure has not been covered in this section.

RMC:

The investment on capital expenditure of previous seven years are submitted herewith, as an annexure 3 and attached in CDP.

The CDP has also covered the social infrastructure such as education, health, fire and emergency services, and disaster management, which makes the CDP more comprehensive, though these aspects would not be getting funds under JNNURM.

6. While the RMC is responsible for providing most of the services in the city, a discussion on the other institutions responsible for certain services within RMC and RUDA area could have been given so that the overlapping institutional responsibilities could have been reflected. Institution responsible for construction and maintenance of roads and bridges should have been mentioned clearly (as a substantial sum is being proposed under CIP for this). Rajkot was amongst the first few cities to use the private sector in the provision of services, however, the CDP does not discuss the role of the private sector in this.

RMC:

The institutional responsibility matrix is given below.

Institutional Responsibility Matrix

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

Details of the existing Public-Private Partnerships are given below:

Existing Public-Private-Partnerships at Rajkot

Sl.No.	Sector	PPP Project/Element with brief Description
1	Water Supply	<ul style="list-style-type: none"> ➤ Maintenance of distribution lines ➤ Maintenance of mains of water supply ➤ Operation and Maintenance of water treatment plant ➤ Three pumping stations out of 12 including

Sl.No.	Sector	PPP Project/Element with brief Description
		<p><i>Chlorination of water</i></p> <ul style="list-style-type: none"> ➤ <i>In three wards covering about 35 sq.km of area total</i> <i>Operation of distribution system,</i> ➤ <i>Operation & maintenance of pump sets</i>
2 3	<i>SWD including lakes, river etc., Sewerage</i>	<p>-</p> <ul style="list-style-type: none"> ➤ <i>Operation and Maintenance of Sewage Treatment Plant of 44.5 MLD capacity</i> ➤ <i>Operation and Maintenance of all seven pumping stations</i> ➤ <i>operation and maintenance of Sewerages, Complain redressal system</i>
4	<i>Roads</i>	<ul style="list-style-type: none"> ➤ <i>Maintenance of Roads</i> ➤ <i>Footpath and street furniture</i> <i>....on the basis of contract</i>
5	<i>Street Lights</i>	<ul style="list-style-type: none"> ➤ <i>Operation and Maintenance of street lights covering 13 wards out of 23 wards- which covers more than 23000 streetlights out of 33000 streetlights including central sodium lights, high masts etc.</i>
6	<i>Solid waste management / sanitation</i>	<ul style="list-style-type: none"> ➤ <i>Primary Solid Waste Management (collection) partially 5 wards out of 23 wards (i.e. app. 20%)</i> ➤ <i>Secondary SWM (Transportation)- 17 wards out of 23 wards including providing up to transfer station and Solid Waste Processing Plant</i> ➤ <i>Tertiary SWM (SW Process) - integrated Solid Waste Process Plant of 350 MT/ day capacity.</i> ➤ <i>Operation and maintenance of community toilet blocks, pay & use toilets (125 nos.)</i> ➤ <i>Stray animal impounding</i> ➤ <i>Dead animal disposal</i> ➤ <i>Operation of cess pool tankers</i>
7	<i>Health</i>	<ul style="list-style-type: none"> ➤ <i>O & M of Reproductive Child Health centre (RCH)- health centres,</i> ➤ <i>ICDS Anganwadies, balwadis</i> ➤ <i>O & M of Two mobile dispensaries</i> ➤ <i>Operation and Maintenance of 7 crematoria including three electrical crematoria by NGOs</i>
8 9	<i>Education Fire</i>	-
10	<i>Parks & Play Grounds</i>	<ul style="list-style-type: none"> ➤ <i>Operation and Maintenance of almost all parks and Gardens</i> ➤ <i>Four circles/ traffic islands are developed and maintained by the industrial, commercial & institutional units</i> ➤ <i>18 plots are developed under social forestry program and run by the industrial & commercial & institutional units</i>
11	<i>Social Infrastructure</i>	<ul style="list-style-type: none"> ➤ <i>Maintenance of community halls</i> ➤ <i>O & M of science centre, computer centres, library, Planetarium</i>

A detailed write-up on Privatisation of Municipal Services has been attached herewith as annexure: 9

The analysis of the existing situation contains 10 maps giving spatial information on various aspects.

Vision

According to the CDP, the vision exercise for the city started in 1998 with a series of consultations. The consultations with stakeholders were held in 2002 and the ideas emerging from the consultations were synthesized to form a City Development Strategy in January 2003.

7. While the city carried out the consultations in 2002, it is not clear if those consultations were attended by all the stakeholders across income groups and geographical areas within the city. It is also not clear if there were representatives of the poor in the consultations and what was their vision.

RMC:

The consultations were indeed attended by the all stakeholders across the income groups and geographical areas. The representative of the urban poor were in the form of neighbourhood committee from poor areas. Their views were taken as a part of CDP in 2003.

The same has been discussed in chapter 3 para 3.1 to 3.2. The more details are attached as an annexure 1 and 2.

The vision has been given sector-wise. While the vision statement is not well formulated, the table of vision and goals quantifies the broad statements made in the vision.

The vision section also discusses the reform agenda and indicates that many of the reforms required to be undertaken under JNNURM are already under implementation in the city.

Strategies

The strategy plan is well made giving the outcome, output, input, reforms, projects to be undertaken and an operating plan (which includes issues, strategy, action and also the training and institutional arrangements) for each of the services. The CDP covers the slum improvement component separately and indicates the projects that are proposed to be undertaken.

The strategies and interventions are in line with the problems of the city and the vision of the city.

Capital Investment Plan

The Capital Improvement Programme that was made for the City Development Strategy has been given as the City Improvement Plan for this CDP.

This section gives the basis of working out the CIP, the CIP process and the multi-year investment programme. The total capital investment fund requirement to finance the capital works is projected at Rs. 763.74 crores. The amount of funding being requested from the Centre is Rs. 425 crores.

The details of financing pattern i.e., own sources of revenue, loans, grants etc. have been given in the tables in the CIP section. These seem adequate. However, the projections of revenue may undergo changes if there is any change in some of the revenue inflow sources. The alternate revenue scenarios (e.g. with and without Octroi) could have been given to indicate how the abolition of Octroi would affect the revenue flows and what strategies would be put in place to overcome this major loss of revenue source.

8. *Since the detailed revenue and expenditure figures of RMC's budget are not given for the past five years, it is not clear how the projections of revenue and expenditure have been arrived at.*

RMC:

Abolition of octroi will definitively adversely affect the expected revenue inflow,. However, it has to be compensated by some kind of alternative by the state government. Such alternative can be (1) A city surcharge on sales tax allowing the declared goods to be made subject to surcharge (2) State wide entry tax (3) Grants by the state. The only problem that ULB will be facing is dilution of its financial independence.

The other alternative will be unconventional income sources on Hyderabad model. The fact is that the RMC has already started thinking in that line with proposal of unconventional revenue source like water cess, drainage cess, cable TV tax etc. Though not accepted by Municipal General board for year 2006-07, the thinking of financial independence through unconventional income sources has already become a topic of discussions amongst the stakeholders. The unconventional revenue sources coupled with improved collection of conventional sources like property tax will be an answer to the financial independence in case of abolition of octroi.

The CIP is attached as annexure: 10.

NIUA: The CDP is now in accordance with the guidelines of the JNNURM Toolkit Number 2.