



HPEC (Ahluwalia) Report 2011 Highlights and Recommendations

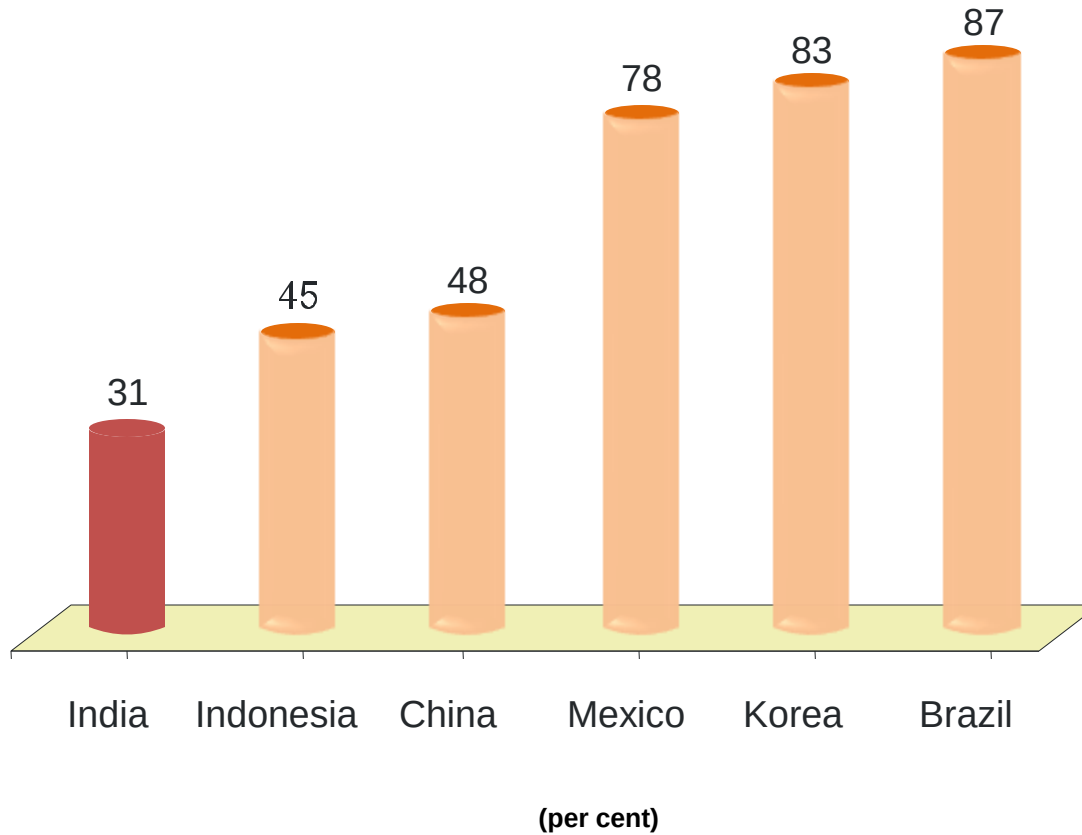
May 30, 2014

Capacity Building Workshop

Shimla, Himachal Pradesh

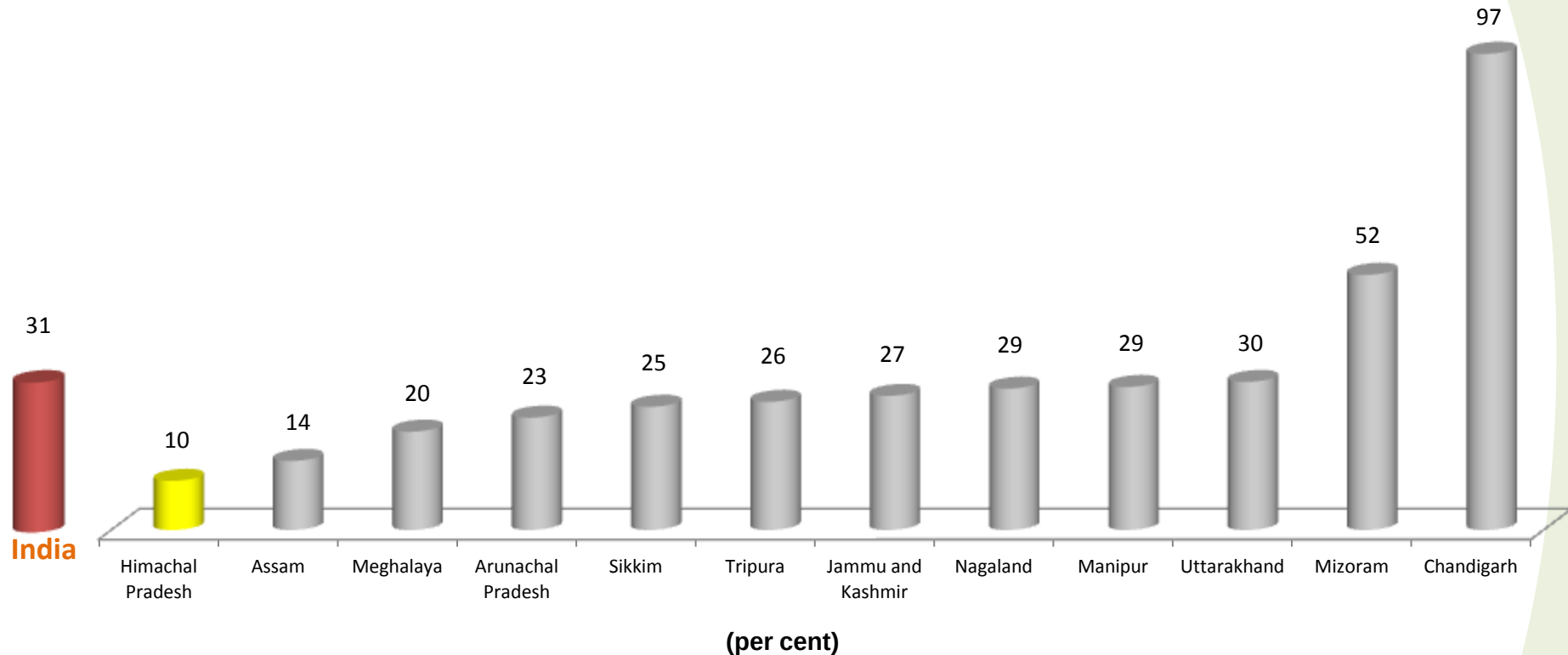
Urban Share of Total Population in 2011

India and Some Selected Countries



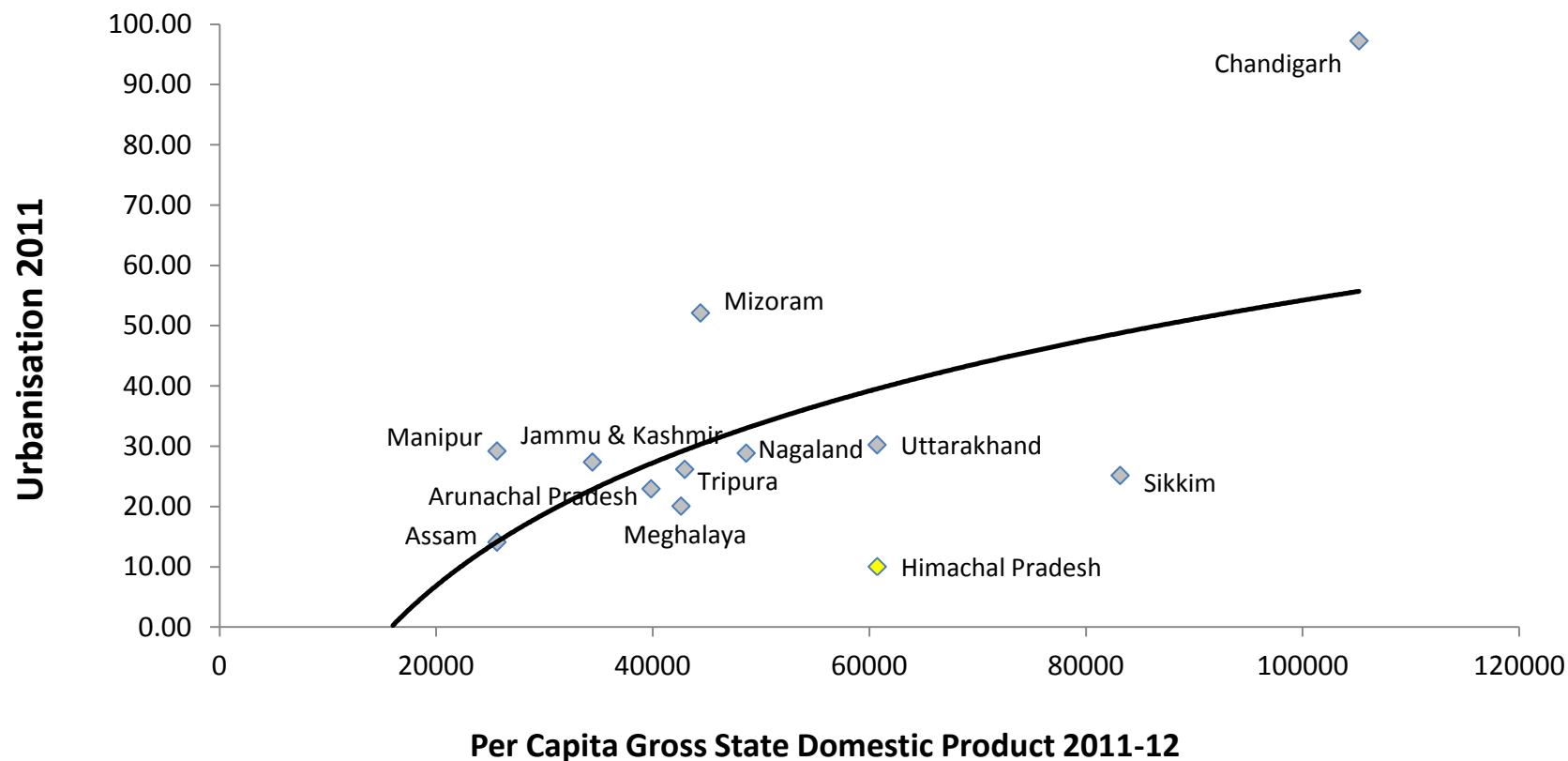
Urban Share of Total Population in 2011

India and 12 Selected States



Except for Mizoram and Chandigarh, all the states have urbanisation levels that are lower than the national average of 31 per cent in 2011. Himachal Pradesh has by far the lowest.

Per capita income and urbanisation levels: States 2011



Besides Chandigarh and Mizoram, Jammu and Kashmir and Manipur have urbanisation levels higher than expected given their income levels.

Source: Estimates based on Census of India data and CSO.

India is urbanising with increasing number of metropolitan cities

India's urban population to increase

- From 377 million today to 600 million by 2031
- From **52** metropolitan cities in 2011 to **87** by 2031
- Of the 12 states and union territories, only Jammu & Kashmir has Srinagar which is a metropolitan city

Metropolitan cities are cities with population over 1 million or 10 lakh (Class IA and Class IB cities); Other cities are cities with population between 1 lakh and 10 lakh

Urban agglomeration is a continuous urban spread of a town and its adjoining outgrowths, or two or more physically contiguous towns with or without outgrowths of such towns. An urban agglomeration must have at least one statutory town and its total population should not be less than 20,000 (as per Census 2001).

Cities other than metropolitan cities

State	Number of cities by population size (2011)			
	Below 20,000	20,000 – 49,999	50,000 – 99,999	1 lakh and above
Arunachal Pradesh	14	3	0	0
Assam	74	22	7	7
Himachal Pradesh	49	6	0	1
Jammu and Kashmir	58	4	5	2
Manipur	24	4	0	1
Meghalaya	6	2	1	1
Mizoram	19	2	0	1
Nagaland	3	4	2	0
Sikkim	8	1	0	0
Tripura	16	6	0	1
Uttarakhand	55	14	3	4

Need to Recognise Urbanisation

In 6 out of the 12 states, there was parallel increase in Census Towns and Statutory Towns.

In 4 states, there is need to recognise urbanisation which is a more typical experience across India.

In 2 states, we see the opposite trend.

Much more increase in Census Towns than in Statutory Towns

Census Towns

	2001	2011
All India	1362	3894
Assam	45	126
Jammu and Kashmir	3	36
Tripura	10	26
Uttarakhand	12	42

Statutory Towns

	2001	2011
All India	3799	4041
Assam	80	88
Jammu and Kashmir	72	86
Tripura	13	16
Uttarakhand	74	74

The opposite observed in...

Census Towns

	2001	2011
Arunachal Pradesh	17	1
Nagaland	1	7

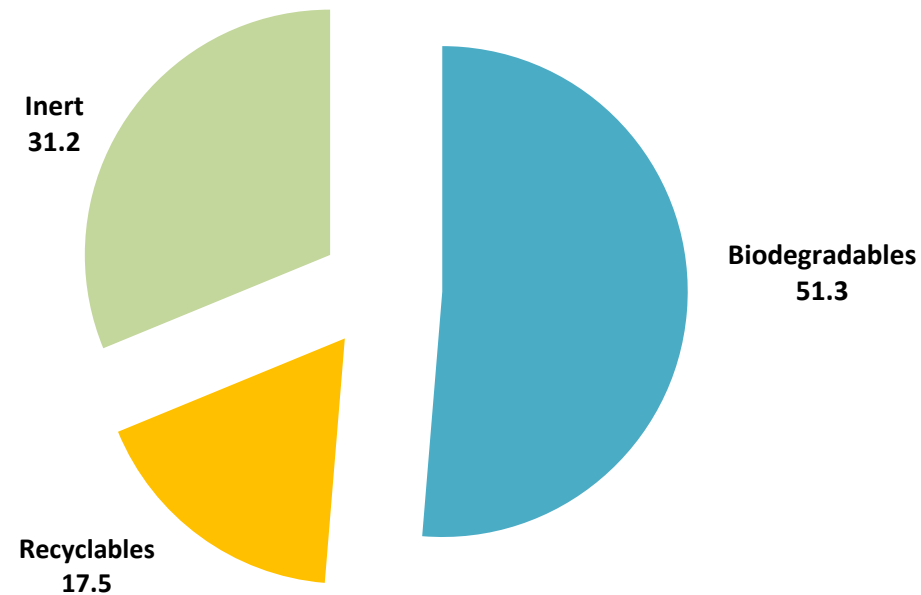
Statutory Towns

	2001	2011
Arunachal Pradesh	0	26
Nagaland	8	19

Census towns have at least 75% of male working population engaged in non-agricultural activities, have a population of at least 5,000 and have a population density of at least 400 per sq. km

Statutory towns have local bodies like municipal corporations, municipal committees, etc. irrespective of their demographic characteristics

Composition of municipal solid waste in India (2011): per cent



- Moisture content - 47%
- Calorific value - 7.3 mega joules per kg

Calorific value is the quantity of energy that can be released by complete combustion of a material.

Source: Report of the Task Force on Waste to Energy (Volume 1), Planning Commission, 2014

Deteriorating situation of municipal solid waste in India

	2001	2011	2031*
Volume of municipal solid waste (million tonnes per year)	45.9	68.8	165.0
Per capita waste generated (kg/day)	0.4	0.5	0.7

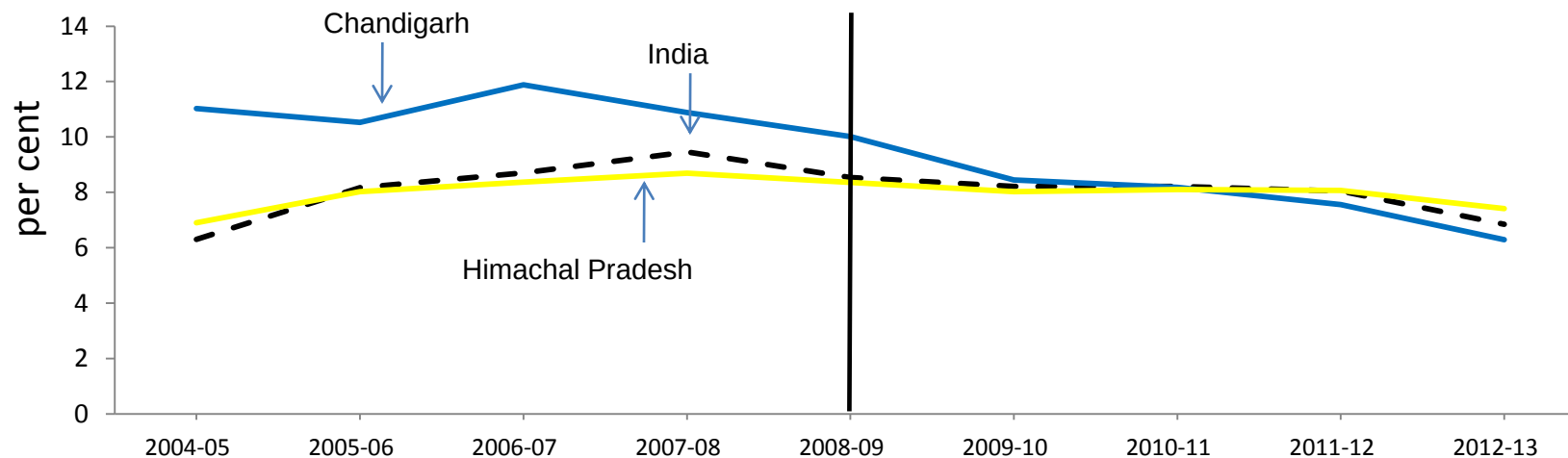
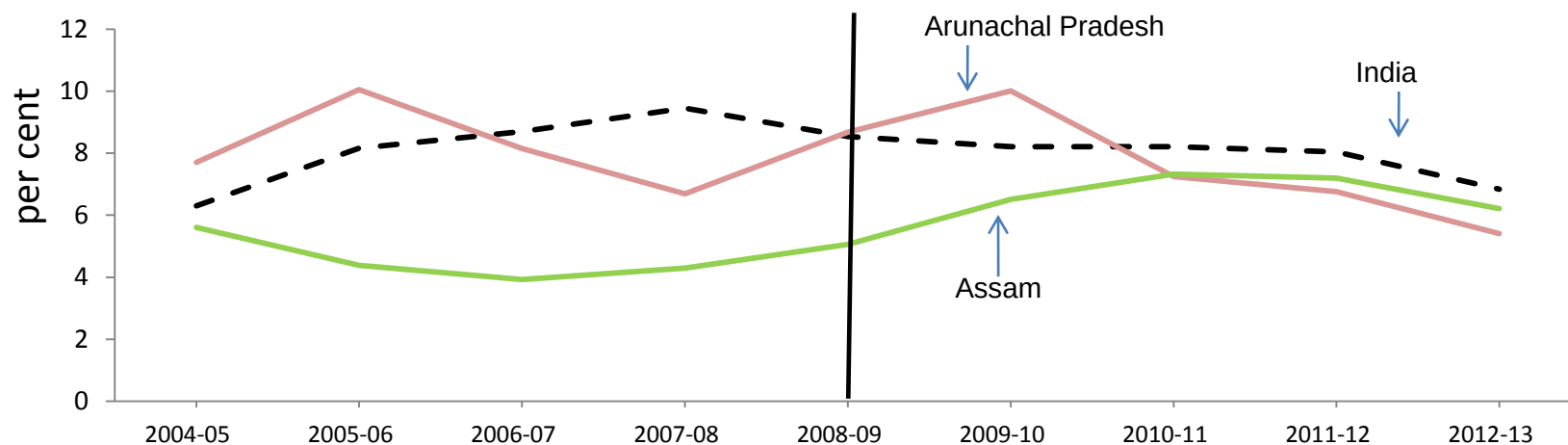
Source: Central Pollution Control Board (CPCB) and India Infrastructure Research.

* Projections from the *Report of the Task Force on Waste to Energy (Volume 1)*, Planning Commission, 2014, which estimates current municipal solid waste generation at 62 million tonnes per year.

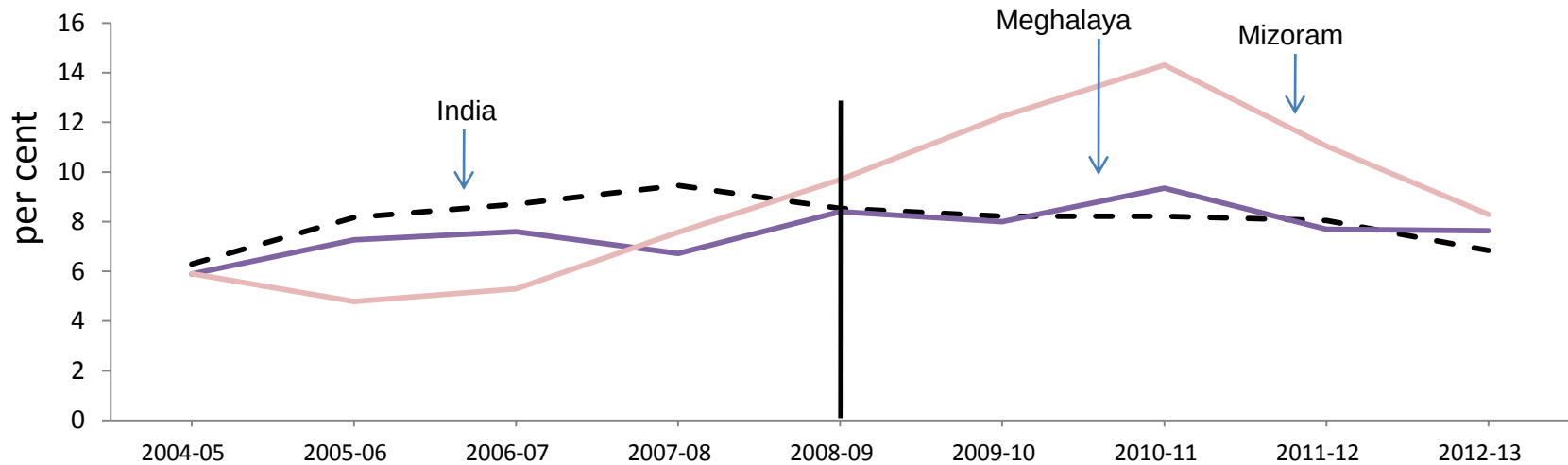
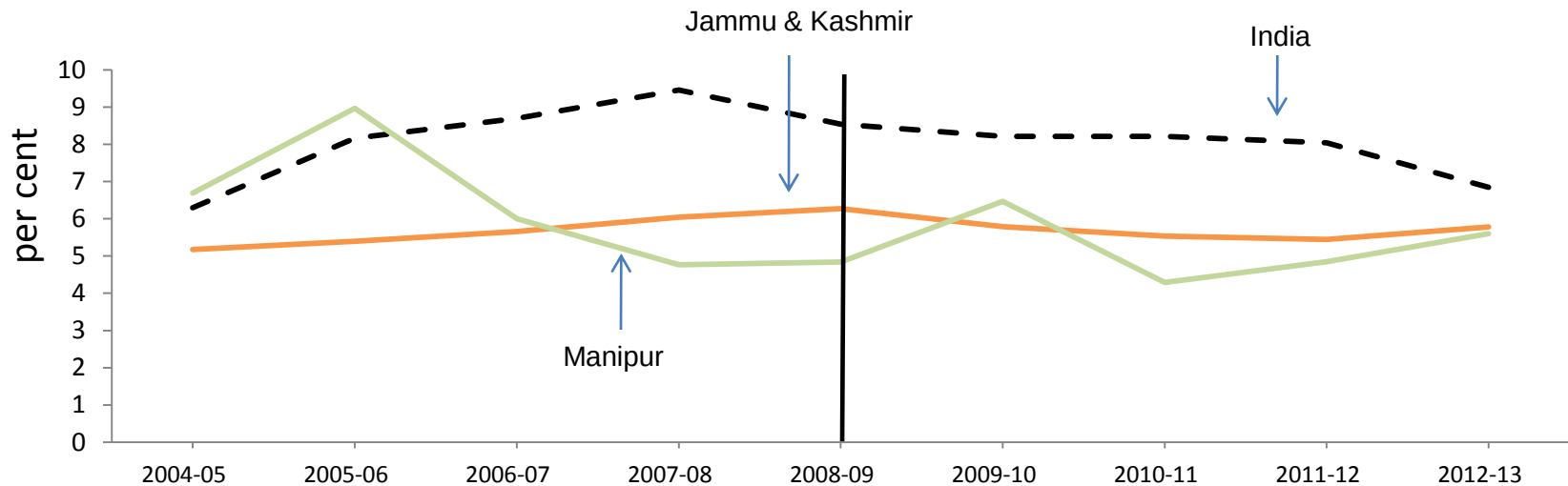
	1996	2011
Biodegradables (per cent)	42.2	52.3
Plastics/rubber (per cent)	0.6	7.9

Source: National Environmental Engineering Research Institute (NEERI)

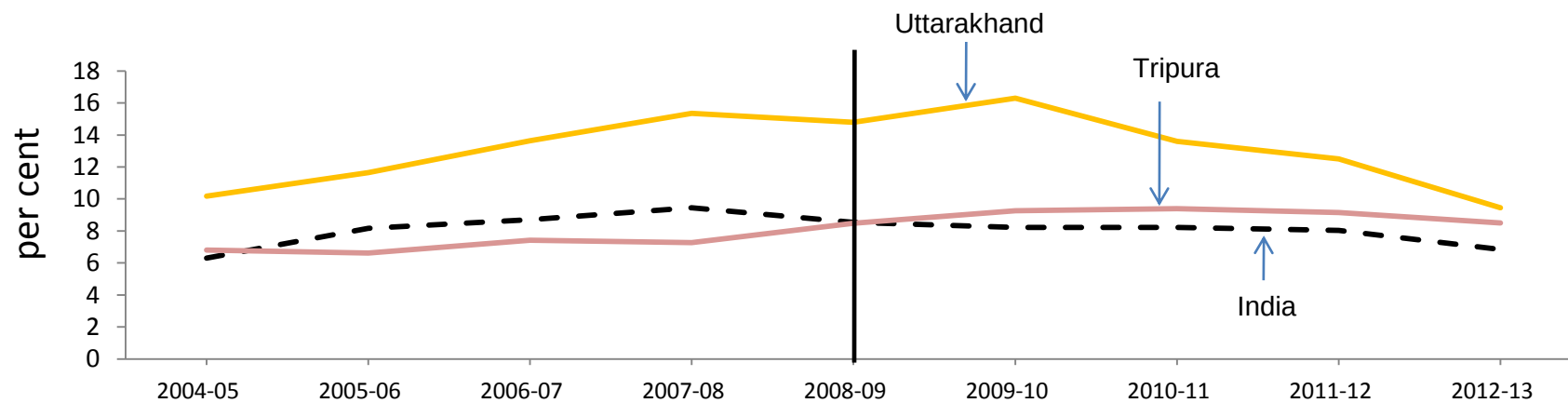
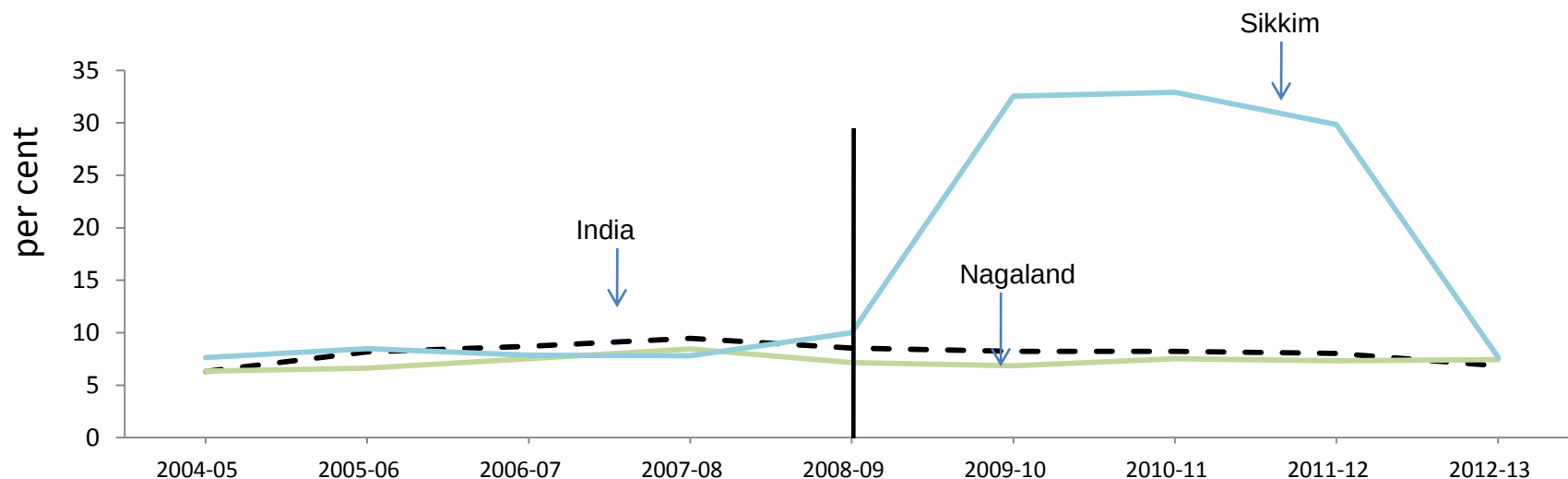
Comparing growth of GDP: India and the states



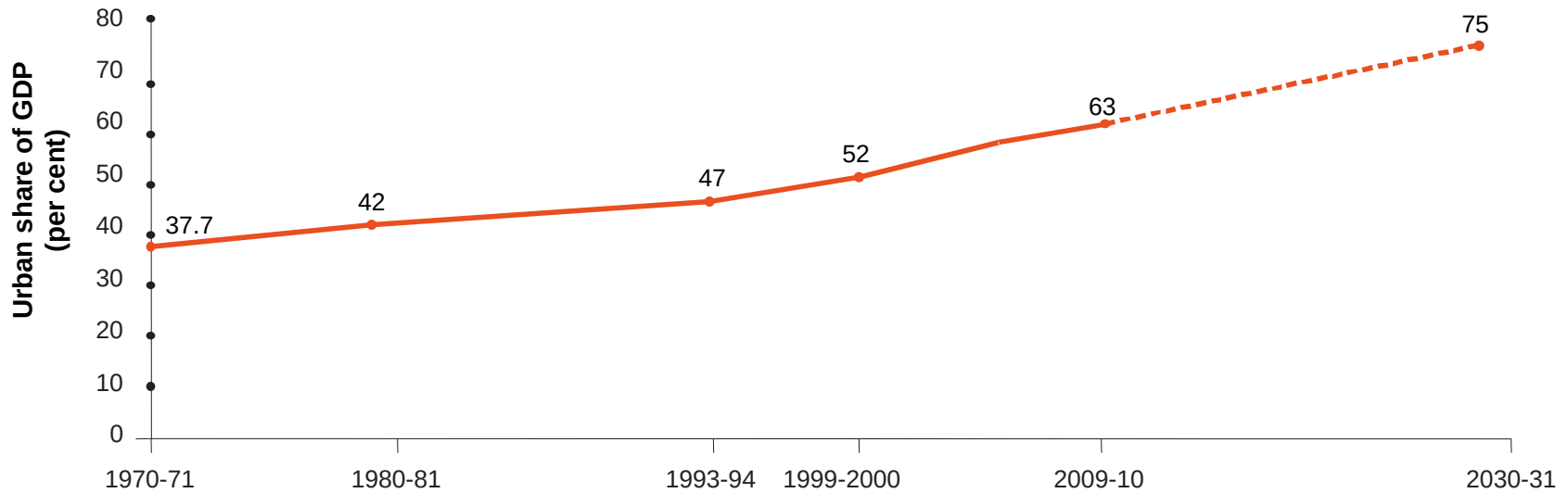
Comparing growth of GDP: India and the states



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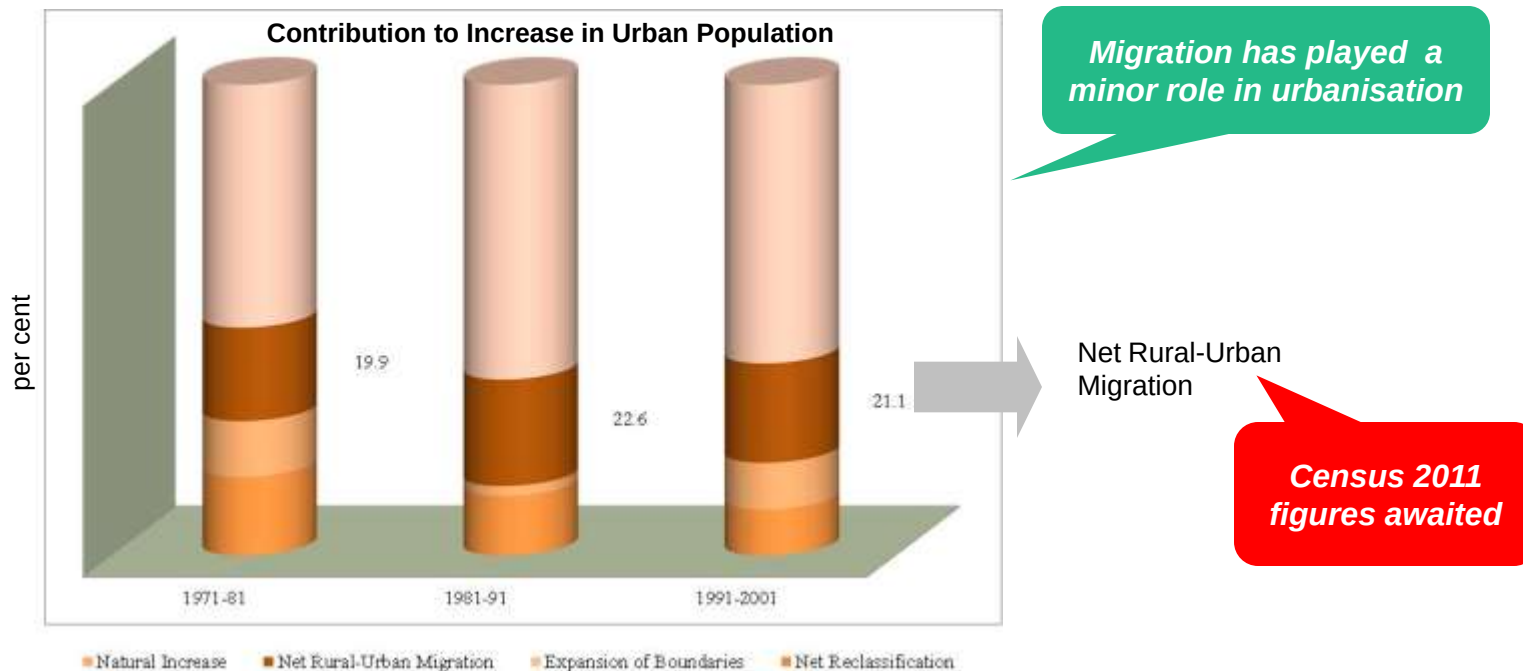
Structural Transformation



Source: CSO, Eleventh Five Year Plan and the Mid-Term Appraisal Document of the Eleventh Five Year Plan

Rapid Growth has meant that as Indian economy goes through a major structural transformation, urban share of GDP is rising rapidly

Role of rural-urban migration



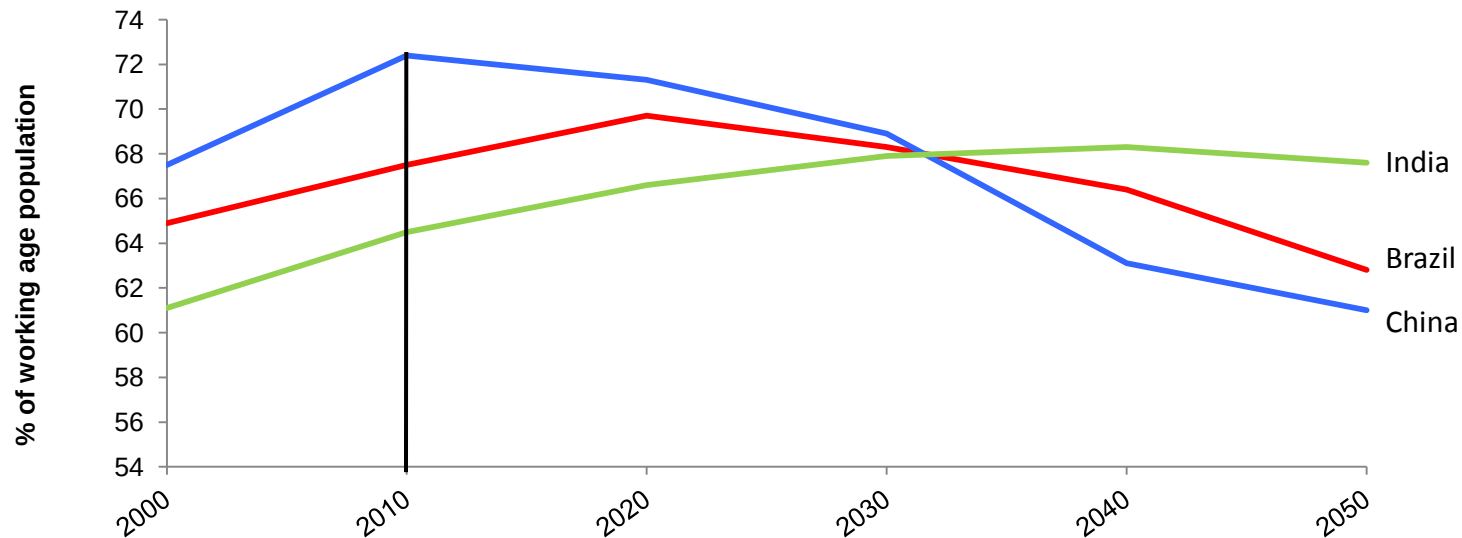
- Pressure of rural-urban migration will increase further with
 - increasing role of industry and services sector in growth
 - with more labour absorbing growth resulting from increasing integration with the world economy
- Many cities will experience peripheral expansion, with smaller municipalities and large villages surrounding the core city becoming part of the metropolitan area.

Important Messages from HPEC (Ahluwalia) Report 2011:

The challenge of faster and more inclusive growth

- To sustain growth rates of GDP of 8 per cent per annum, or
- To sustain per capita income increases of about 5.5 to 6.5 per cent per annum
- Faster GDP growth has to come from industry and services, since agriculture at best can grow at 4 to 4.5 per cent per annum
- To make growth of industry and services more labour intensive
 - **modernise labour laws** (to provide greater flexibility in hiring and firing labour)
 - provide **social protection** to those who do not find productive employment in the organised sector.
- **Fortunes of the rural sector are crucially linked to the manner in which growth in the industrial and services sector unfolds**

From demographic opportunity to demographic dividend



- Decline in China's working age population from 2010 onwards
- Decline in Brazil's working age population from 2020 onwards
- Increase in India's working age population will continue till 2040 and begin to decline mildly after that
- Demographic dividend can be reaped if
 - Youth is empowered with education, skills and innovative capacity
 - Employment opportunities expand

Implications for urban development

The ground reality

- Cities and towns of India are visibly deficient in the quality of services they provide
- Current state of service delivery is far short of what is needed to realise the economic potential of urban areas

The way forward

- Creating urban infrastructure
- Reforming governance for service delivery
- Providing access to universal service standards for all including the poor
- Consciously building rural-urban synergy
- Recognising importance of urban transport
- Integrating transport and land use planning
- Focussing on metropolitan planning

Service Standards

• Water Supply : 100 per cent piped water, 24x7 flow, and 135 lpcd consumption per capita		
• Sewerage : Underground sewerage with 100 per cent collection and treatment of waste water		
• Solid Waste : 100 per cent collection, transportation and treatment		
• Urban Roads	: Area under roads	11 per cent area for cities
		7 per cent for towns
	: Road density (km per sq. km.)	12.25 km per sq. km. for cities
		7 km per sq. km. for towns
• Storm Water Drains : Network covering 100 per cent road length on both sides of the road		
• Urban Transport : Rail-based and road-based Mass Rapid Transit System for cities with population1 mn and above, city bus service for smaller cities and towns		
• Street Lighting : Illuminance: 35 Lux for all cities and towns; 40 m spacing for major roads, 45 m for collector roads, and 50 m for access road spaces		
• Traffic Support Infrastructure : Details by city size in the Committee’s Report		

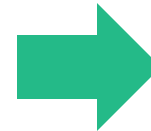
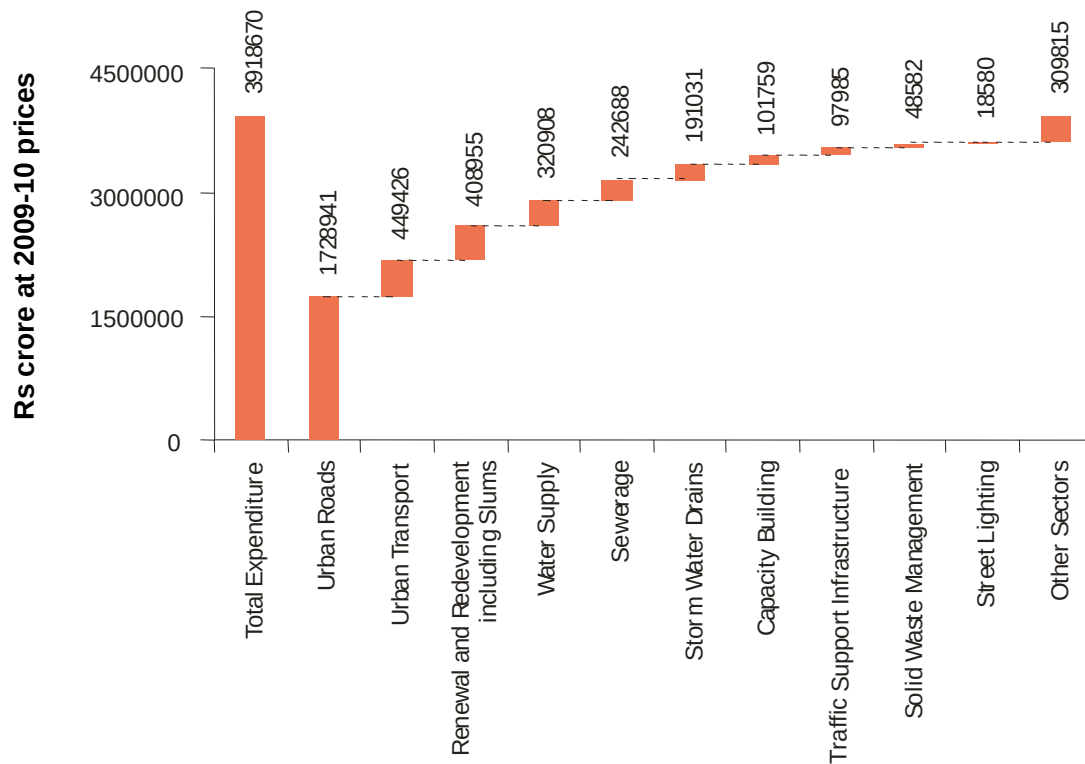
Urban Infrastructure Investment requirement (including for slum redevelopment and capacity building): 2012- 2031

The HPEC provided an estimate of **Rs 39 lakh crore** as the urban infrastructure requirement over the period 2012-2031.

Assuming:

- All the unserved and underserved population between 2012 and 2031 will be covered.
- All the additional population will be covered.
- Service standards will match the norms set by the Ministry of Urban Development.
- This estimate is based on 2009-10 prices.
- This estimate does not include primary education, primary health, electricity distribution and land cost.
- GDP is assumed to increase at 8 per cent per annum for the 20-year period

Composition of Urban Infrastructure Investment requirement of Rs 39 lakh crore (including for slum redevelopment and capacity building): 2012- 2031



% Increase	Five-Year Plan
15	XII
12	XIII
8	XIV
8	XV

Share of Major Sectors in Total Investment Requirement of Urban Infrastructure

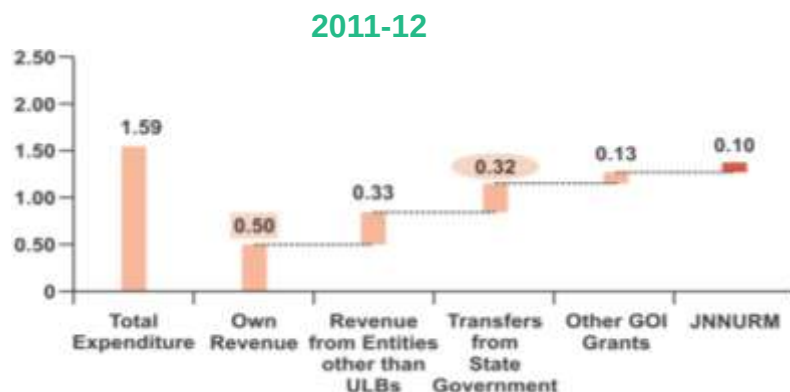
Urban roads (backlog very large)	50 per cent
Transport and traffic support infrastructure	16 per cent
Water, sewerage, solid waste management, storm water drains, street lighting	24 per cent
Other sectors	9 per cent
Total	Rs 34 lakh crore

Sectors	Rs lakh crore
Urban roads	17.3
Urban transport	4.5
Traffic infrastructure	1.0
Water supply	3.2
Sewerage	2.4
Storm water drains	2.0
Solid waste management	0.5
Street lighting	0.2
Other sectors	3.1

Slum Redevelopment **Rs 4.1 lakh crore**
(12% of infra investment)

Capacity Building **Rs 1.0 lakh crore**
(2.5 % of infra investment)

Projections for Financing (per cent of GDP)



Large sums, but financeable if

- Government of India scales up urban development funding to 0.25 per cent of GDP per year for 20 years
- State governments enter into Constitutionally mandated revenue-sharing arrangement with ULBs
- State governments provide enabling environment for ULBs to reform
- ULBs aggressively push reforms to increase own revenues, i.e.,
Access to borrowing and PPP is made possible by working on a Revenue Model which makes ULBs credit-worthy and market-worthy

Governance is Crucial

- Financing is crucially dependent on the reform of institutions and the capacity of those who run the institutions for service delivery and revenue generation.
- Municipal entities need to be empowered to raise 'own' sources of revenue, predictable transfers from state governments, and other transfers from the GoI and state governments, to help them discharge the larger responsibilities assigned to them by the 74th Constitutional Amendment.
- The ULBs themselves need to carry out reforms to strengthen their finances, and improve service delivery
- Building and developing a Municipal cadre is very important

And so is Capacity

- The JNNURM has created dynamism in the Indian urban sector which has long suffered neglect. But progress in implementing reforms under the JNNURM has been slow. The Mission has generally exposed the lack of capacity to prepare and implement projects in urban infrastructure within an integrated framework of a City Development Plan.

Recommendations

A. Major recommendations on governance

Administrative

- One ministry of Housing and Urban Affairs at national level
- Urban Development, Urban Transport, and Housing in one department at state level
- Unified Mission (NIJNNURM)
- Unified command under an empowered and accountable Mayor

Regulatory framework

- Urban Utility Regulator
- Local Body Ombudsman
- Local Funds Audit Commission

Reforms for service delivery

- Corporatisation
- Inter municipal cooperation
- Legislative reforms at state level to facilitate PPPs
- Use of e-governance

Planning

- Town Planning related
- Metropolitan and Regional Planning related

B. Major recommendations on financing

1. Tax reforms

- Introduce a 'Local Bodies Finance List' in the Constitution
- Empower ULBs with 'exclusive' taxes
- Constitutionally ensure sharing by the state governments of a pre-specified percentage of their revenues from all taxes on goods and services with ULBs
- Provide for formula-based transfers and grants-in-aid to ULBs from the divisible pool
- Abolish octroi and entry taxes in all states
- Reform property tax so as to levy tax on constructed building under an Area Based System and levy of vacant land tax on the basis of ready-reckoner capital value

B. Major recommendations on financing...*contd.*

2. Unlocking land value

- Tapping land-based financing sources including conversion charges, betterment charges, impact fees, and development charges
- Pricing of Floor Space Index (FSI) above a certain limit, within overall planning guidelines
- Preparing city-wide inventory of land assets
- Putting in place a transparent and accountable mechanism for monetisation of public land with due attention to the needs of the poor and the marginalised

B. Major recommendations on financing...*contd.*

3. Reforms to strengthen non-tax revenues

- Municipal Service Regulator should be assigned the responsibility of revising user charges regularly. Even when different segments of the population are charged differently, the cross-subsidisation should be such that the overall O&M cost is recovered and a minimal surplus generated. Automatic indexation will ensure smooth increase over time without the challenge of having to defend cumulative adjustment every few years.
- User charges to be so structured as to meet O&M cost, debt servicing, and depreciation towards the cost of the project. In addition, they must also generate some surplus to enable building the equity base of ULBs, supported, where appropriate, with viability gap funding (VGF)
- Levy water and sewerage charges separately rather than build into the property tax
- Introduce parking fee to enhance revenue streams and promote the use of public transport
- Collect trade licensing fee on the basis of a self assessment return

B. Major recommendations on financing...*contd.*

Other reforms

- State governments to set up state financial intermediaries to work with small ULBs
- Government of India to create a 'Regulatory Guidelines Handbook for Municipal Borrowings'
- ULBs to prepare 'Intended Use Plans', requiring them to prepare a borrowing programme based on their investment needs and repayment capacity
- Remove fixed cap of 8 per cent on annual interest on municipal bonds to make the bonds attractive
- HUDCO to have a professional Board; to receive benefits available to infrastructure financing companies; and be regulated by the Reserve Bank of India

C. Major capacity building initiatives

- Set up five Indian Institutes of Urban Management
- Create Reform and Performance Management Cells (RPMC) at Government of India, and also at state government level
- Build/Reform Municipal cadres in all states
- Train 300 officers from the Indian Administrative Services (IAS) and other central services annually as urban specialists
- Infuse funds and new talent into existing Schools of Urban Planning
- Promote think tank initiatives in urban policy through Centres of Excellence/Innovation
- Encourage lateral hiring of professionals

Thank You