

**TOWN LEVEL BACKGROUND NOTE
(DRAFT)
ON
JALNA**



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By

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List of Abbreviations

JMC: Jalna Municipal Council

MC: Municipal Council

SWM: Solid Waste Management

APMC: Agricultural Produce Market Committee

D.P.: Development Plan

SC: Standing Committee

GB: General Body

INTRODUCTION

Jalna Town is the district place of Jalna District. Jalna is one of the comparatively developed cities in Marathwada. In the medieval period, Jalna was considered to be a better developed place than Aurangabad town because of being a central trading place; now it is recognized for industrial activities as well as marketing of agricultural products. Considering entrepreneurial tradition of the town that has a major impact on the culture and society of Jalna, is a must for the analysis of the town. From this perspective, society of Jalna is majorly divided into entrepreneurs, and workers. There is also a section working in the service sector. As compared to other classes, the middle class population is low. People from various castes live in Jalna. No existence of a dominant caste was reported in the town. Politics of town is based on collaboration of majority castes. Due to this type of social character, there has not been any single dominant political leader from the region. The representation of the constituency in the legislative assembly has changed in each election. The municipal council on the other hand, sees representations from various wards of the town based on social factors.

Considering the social character of Jalna town, this document concentrates on two factors, viz. provision of basic services as well as execution of pro-poor schemes that are vital for fulfillment of basic development conditions in any town. Therefore, in this short note, we have made an effort to review the status of these two factors. We have also delved into the status of functioning of the Municipal Council that plays a key role with respect to both these functions.

In addition, this note provides analysis of a few policy-level factors, which assume special significance for the development of the town. It is known that along with all these micro as well macro-level factors, 'reforms in urban governance' are among the key factors influencing the course of development of towns. Hence, it is imperative to take into account the status of reforms and projects executed as well as sanctioned under the JNNURM regime, while reviewing the policy-level factors influencing the current and future development of the town.

The note is broadly divided into three parts. Part I covers the basic information about the town, which provides a factual context to the discussion in the consequent parts. Part II gives details and analysis of functioning of Jalna Municipal Council (JMC), and part III presents a review of the status of reforms and projects under JNNURM regime.

ABOUT THE TOWN

Geographical and environmental attributes play an important role in shaping the strategic relevance of any place. They are instrumental in shaping the socio-economic composition of that place. Both geo-environmental and socio-economic attributes provide a context necessary to look at the development issues in the town. Development issues thus placed in a broader context create a background to review the status and functions of ULBs as well as potential challenges and opportunities in front of the ULBs. It is with this understanding that we have given below a brief overview of some basic information about Jalna.

1.1 GEOGRAPHICAL AND ENVIRONMENTAL ATTRIBUTES

Jalna town was declared as the district headquarter on 1.5.1992. It is located at 19° 1' N 75°54' E, at an altitude of about 508m above the mean sea level, and the climate is dry and hot. The terrain is almost flat and a general slope is observed from North-West to South-East. The most important river in Jalna district is Godavari, which flows for about 60 kms. along the Southern boundary of the district. Jalna town is located on the bank of river Kundalika. Kundalika has its source among the highlands to the north side of the town and after a course of about 40 miles it enters in the Dudna river. The average rainfall at Jalna is approximately 721 mm.

The total area of the town is 81.64 sq. km. Buldana district forms the northern border, Parbhani district forms the eastern border, Beed southern and Aurngabab district is located to the west, of Jalna district. [Mumbai](#), the state capital is located to the west of the district. Aurangabad (divisional headquarter of Marathwada region) is at a distance of 66 km.

The history of the town has also left a deep mark on the make-up on the town, discussed in the next section.

1.2 HISTORY

In ancient times, the town was supposed to be known as Janakpur, the town of Sita, which in medieval times was changed to Jalna. The town in ancient times, was ruled by the Satavahanas, Chalukyas and the Yadavas. In 1803, Jalna was occupied by British troops, and after defeating the Marathas, it was finally ruled by princely state of Nizam. After India's independence, in 1948, the princely state of Nizam was merged with the Indian Union, and in 1956 the Marathwada region (of which Jalna was a part), was merged with the Bombay Province. In 1960, it became part of Maharashtra. On 1st May, 1981, Aurangabad district was bifurcated, with Jalna becoming a separate district.

1.3 SOCIAL STRUCTURE

Total Population of the town according to census 2001 is 2,35,529 and its population density is about 2885 persons/ sq. km. The town's Population Growth rate during 1990-2001 was reported to be 34.6%. Jalna town comprises 3 settlements viz, old Jalna, Kadrabad and Sadar bazaar. Jalna is these days classified into old and new town. The population of the town is divided into various caste and community groups. The caste groups are further divided according to their location and livelihood resources.

The population in old Jalna comprises Maratha Gawali community looking after livestock – mainly big ruminants, Kaikadi community working in the unorganized sector, Mali community whose main occupation is agriculture, Padmashali community that came from Andhra Pradesh and works in small-scale Bidi industry. There is also a sizeable Muslim population in Jalna town. On the other hand, Ahir Gawali community looking after livestock, Marwadi, Sindhi and Gujarati communities dominant in trading and commercial activities are reported to constitute New Jalna. These communities play a major role in economic activity of Jalna town. Muslim community has been reported to be working in hawking, garages, rickshaw driving and unorganized sector. Muslim population resides in both old and new Jalna.

1.4 POLITICAL SCENARIO

There is no division of the caste groups according to the political ideologies. People vote for those candidates who belong to same community irrespective of their political party, no matter even if s/he is an independent candidate. A single-headed political leadership never emerged from the town. The MPs elected from the district were never residents of town itself. Most of the MPs elected from the district were from nearby rural areas, who were reported not to be much interested in the development of the town. In terms of political orientation, the town has always supported Indian National Congress in the elections of MLAs, excluding two terms of Arjun Khotkar (Shivsena). Shivsena got through the elections couple of times due to the support of nearby rural areas included in Jalna constituency. After the restructuring of constituencies, the current MLA from the town is Kailas Gorantyal (INC).

In the ULB elections, the dominant parties are Shivsena and Congress. Both have a more or less similar mandate. But now, the ruling party is Shivsena with support of independent councilors.

In the political arena, various community groups represent themselves with the number of councilors. In the past, the presidents of JMC have been from the Ahir Gawali, Mali, Muslim, Marwari and Maratha communities. Also, there are considerable number of councilors in the ULB representing various communities. In the current situation, every

caste is represented with a couple of councilors in the ULB, while some communities are represented even more. The current MLA from the town is itself from the Padmashali community, which can be counted as a minority according to its population.

There is stark differentiation between the various community groups and their economic status. Marwari-Sindhi-Gujrati communities are comparatively wealthy communities. These communities engage in the commercial activities in the Gold Market, Cloth Market, APMC Market (Mondha) and other Market activities. These communities are an influential and a deciding factor in the town politics, but do not directly participate. In contrast to that, Kaikadi-Muslim-Padmashali-Mali communities, working in the unorganized sector, live in the older part of the town in slum like conditions. Representation of the middle class is negligible in the internal affairs of the town. Also, middle class people are reported to be a bit reluctant to participate in the development process. This is reportedly because the criminalization and use of Money and Muscle power in the politics. Every alternate house in the Middle class society is with a young member, migrating to Pune-Mumbai-Aurangabad for employment opportunities.

In the ward wise politics, people intentionally elect those councilors who can use influence in the JMC. Such councilors exercise their influence and power in the ULB and provide their areas with the civil services. Due to such dynamics, people are reluctant to elect knowledgeable personalities who also reportedly happen to be well spoken. People often voice that 'those who can provide us with civil services, will be elected, irrespective of their criminal background'.

1.5 ECONOMIC INFORMATION

Jalna town is well known as a market place. The trading in the town was famous since the medieval period. It has been noted in history that Chhatrapati Shivaji Maharaj had looted the town in 1669. The town perhaps has flourished due to the trading activities happening in the town. The 'Marwari' community is predominant in the trading and business sector. The industry started developing in the town from the 1960. Majority of the initial establishments were agro based, and are small sector industries. Initial industrial activities were oil seed extracting industries, dal mills, brick making units, cotton ginning and pressing units, *bidi* making, and the Agricultural Produce Marketing Committee (APMC).

Agricultural activity in Jalna district mostly depends upon the monsoon season, which is irregular. About 82% of the total working force is engaged in agriculture and allied activities. Jowar, bajra, wheat, pulses, groundnuts, cotton and sugarcane are the major crops. With the extension of irrigation facilities, multiple cropping also exists in the district. About 15% of the total existing industries in Jalna district are Agro-based industries.

The total area under forests in the district is 6800 hectare, which is only 0.89% of its total geographical area. Jalna district accounts for only 0.12% of the total State forest area. Minerals of economic value are not found in the district. Mud used for making bricks, and sand and metal stone used for construction purpose are the only important minerals found in the district. Due to non-availability of any mineral of commercial value, there is reportedly no scope for setting up of any employment generating industry.

In Jalna district, there are 1270 primary schools, 152 secondary schools, and 32 Higher Secondary schools. There are 13 degree colleges in Arts, Science and Commerce, one Polytechnic and 9 Industrial Training Institute in Jalna district. Colleges are affiliated to the Maharashtra University of Aurangabad. The literary rate of the district is reportedly about 46% (Male - 64% and Female 27%).

Jalna Industrial Area is one of the oldest Industrial Areas developed by the MIDC. The total industrial area is about 452 hectares. MIDC started working in Jalna in 1962 and the actual development began in 1963. After allotment, MIDC acquired additional area of 158 hectares in Phase I and 244 hectares in Phase II. The district has been declared as an industrially backward area by the Govt. of Maharashtra. The lack of infrastructural facilities, inadequate local markets, insufficient skilled labour, and immobility of local people, are reportedly the major constraints for industrialization of the district. The

industries in the region face major problems in terms of frequent power cuts, severe water shortage and inadequate Railway transport facility.

Small-scale industry units had played a significant role in the town's development, but due to absence of recognized organizations/ associations, they are facing major problems related to finance and marketing. As of end of Oct. 2000, there were 2367 SSI units existing in Jalna district. Majority of the units are agro based, metal based, and textile based units. There is a huge concentration of Oil Mills, Dal mills, Seed processing units, cotton spinning and pressing units, and Re-rolling mills. The small-scale industries in the district do not have a wide base and are not of much diversified nature. The existing industries are mainly traditional based on agricultural resources and the trend of setting up diversified (demand based) and modern industries is reportedly yet to be set in the district. Proprietors of most of the small-scale units are locals having trading background; as such, they are trader-cum-manufacturers already possessing entrepreneurship qualities to start small-scale industries.

Following industries are predominantly working in the small-scale sector:

1. Seed Processing units- Jalna district is reportedly well known for seed processing units in entire Asia. There are about 8 to 10 Seed processing units in Jalna district. M/s Mahyco Seed Company, M/s. Bejo Sheetal Seed Company, M/s. Mahindra Seed Company and M/s. Krushidhan Seed Company are the famous seed companies of Jalna district. The product of these industries is traded throughout Maharashtra State.

2. Re-rolling Mills- There are about 25 Re-rolling mills and Mini Steel plants in Jalna town, providing employment to about 800 workers. The finished goods are traded throughout Maharashtra.

3. Brick-Making- Availability of good quality of mud, water and fly ash coming out from the thermal power station situated at Parli taluka in Beed district, are reported to be the main reasons for huge concentration of brick manufacturing units in and around Jalna town.

4. Cotton Ginning and Spinning- Cotton is abundantly grown in Jalna district. About 5.12% of the total area under cotton cultivation of the State lies in Jalna district and the cotton production accounts for 58% of the total production of the State. There are about 25 cotton ginning and pressing mills in Jalna district.

The industrialization in the town is growing with its pace but it doesn't seem have filled up the vacuum of unemployment in the town. The town is reportedly experiencing 'Clustered Industrialization', which is concentrated in few sectors. Although Steel industry and other industrial activities are labour intensive in nature, a very little fraction of local population works with them. Most of the workers in the MIDC area are emigrants from other states like Rajasthan, Bihar, UP and Orissa. These people have settled in the outskirts of the town on the Aurangabad road. A low-income group community colony, Chandanzira, on Aurangabad road is also a house for these workers.

1.6 MAIN DEVELOPMENT ISSUES

Since the independence, the district has not had any significant political leadership who can lead the town to progress. Due to this, the district has always been neglected in implementing the development policies. Jalna faces a set of multiple development issues, but the key among them according to us is the unregulated growth of slums and absolute lack of town planning, which leads to deprivation of majority of the residents from basic civil services and amenities. Unattended policy issues for development of the town and the district is another critical issue responsible for the current state of affairs in the town. Therefore, in spite of providing information on status of basic amenities, we have discussed these two issues in this section.

1.6.1 Unregulated Growth of Slums

In Jalna town, the activities under the informal sector include petty shops, hawkers, rag pickers etc. The hawkers are along the MSRTC Bus stand, Railway Station, Chaman

Chowk and Mahatma Phule Market. Almost all of the slum dwellers are involved in the informal sector. Most of the people are hawkers, construction labourers, and some engage in the small industries such as oil extraction, Dal Mills. A few of them have small shops such as pan stalls, food stalls. Quite a few women are employed as housemaids in the surrounding residential areas. Most of the work force comprises skilled and semi-skilled laborers. Housing in Jalna town is mainly made available by the private sector. Public sector affordable housing construction is absent in the town. Due to this, squatter settlements and slums are increasing by the day. According to the 2001 census, 26% of town population lived in slums. It is a typical phenomenon, that majority of the slums lack basic amenities viz., sanitation, internal roads, SWM, and housing with basic minimum living conditions.

Sanitation and SWM are in a worse condition as compared to roads, though there are settlements which do not have proper roads, and become practically inaccessible during monsoons when the mud-roads get flooded with storm- as well as drain-water.

Drainage lines are absent in most of the slums, except in one or two cases where the councilor has taken special efforts for ensuring basic municipal facilities. Public toilets are very few in number and these few are also in a deplorable condition in many places, which leads to defecation in the open, which further affects overall hygiene conditions in many areas.

Water is also a very critical issue in majority of the areas in summer in Indira Nagar, Kaikadi Gali and also other slums. Water is provided to the town once in a week during winter and once in a month in summer. As an alternative, the residents have to buy water from private suppliers, who sell 500 litres of water @ Rs. 200/-. Many families who cannot afford to buy water prefer the option of taking water from the main water supply pipeline, when water is released from the tanks and seepage allows filling water without a tap.

1.6.2 Neglect at Policy Level

Jalna town has piped water supply designed for only 1.2 lakh population, which is not adequate for its present population, which is about 2.3 lakh. Also, there is no other major water resource nearby the town. The entire water supply system is dependent on the water coming from Jayakwadi dam which is 85 km away from the town. In summers, there is severe scarcity of even drinking water in the town. Jalna Municipal Corporation reportedly runs water tankers for the citizens during these days.

As per WHO recommendations every person should get at least 125 lit of water every day for his day to day life, and JMC is nowhere close to this target. There are a lot of illegal water connections and therefore there is no effective collection of water tax for the municipal corporation. The water supply pipeline has numerous leakages during its course from Shahagarh to Jalna town. This leakage costs a huge amount of drinking water loss and can be saved for scarcity situation.

JMC has allotted a sizeable amount of funds to rectify the situation but still the situation of drinking water in the town supply has not improved. The Middle class of the society is living in the extended part of the town. The extended areas of the town are not provided with water supply yet. Also the extended slum-like areas such as Chandanzira, Kanhaiya Nagar is not provided with water supply yet. So it is mandatory to dig a bore well if one wants to build a house in these areas. There are bore wells in each and every house in these middle class extended areas.

River Kundalika flows through the middle of Jalna town and divides the town in to 2 parts known as new Jalna and old Jalna. This river is now worst polluted carrying sewage and other waste products. As the town does not have any mechanism for effective solid and liquid waste management, JMC literally dumps waste in the river. Due to this, the

condition of the river is deteriorating day by day. Also, the condition becomes more hazardous when it rains heavily. Floods are reported to hit the town every year. When it floods, the river deposits all the garbage within it to the banks. There are many squatter settlements on the banks of the river. The floods create a wide spread of various diseases in these. There is no any scheme by Jalna Municipal Corporation to tackle the situation.

There is no sewage management system for the town. The effluent from septic tanks enters municipal drains by the roadside. These Municipal drains overflow very frequently, especially in the rainy season. These open drains act as a breeding ground for mosquitoes and rodents, leaving nearby residents vulnerable to spread of diseases. This has created a direct threat to the public health in the town. Sewage coming from the town directly flows into the river Kundalika. Due to this, the ecology of the river is totally disrupted. JMC had put few garbage collecting tanks at every corner in the town. Those are not attended by the JMC over several months and spill with waste materials, continuously worsening the situation.

The transport and roads are the most valuable parameters for development of any town. Jalna town stands very low regarding both these issues. There is no public transportation system available in the town. Private auto rickshaws are used by majority of the people for transportation. While the core areas of Jalna town getting dense with increasing urban sprawl, communication pattern for the town is becoming more and more complex. As the town has developed around the old town, all the inner town roads are very congested and very difficult to travel on. Also, street vendors and encroachment by the shopkeepers further narrow the road. Every Tuesday, a weekly market is held in the commercial area of the town, where traders purchase hides brought by the villagers. The same is sent to Mumbai, Pune and other cities for further processing. The place for this Tuesday Bazaar is in the heart of the town, so on every Tuesday, traffic jams are reported to happen in that area. Town administration does not have any alternative strategy plan for the traffic on the day. It is possible to plan for that specific day by compelling commuters to use alternative way. This inner town is the principal market place of the town, and also the centre of commercial activity.

Despite the increase in population and economic growth, the town traffic and transportation issues in Jalna town are reportedly not properly addressed. However, this situation is deteriorating with the increasing number of private motor vehicles, also aggravating the noise and air pollution issues in the town.

According to the state electricity board data, during the year 1998-99, 6553.52 lakh units were utilized in Jalna district. 67% of the energy consumption was for industrial purpose, about 21% for agriculture, about 7% for domestic purpose, and the rest for street lighting, commercial and other purposes. Electrical supply for the town has never been continuous. There is a daily 6-hour load shedding in the town and the situation further worsens during summer. Such a power cut costs valuable productive hours for the town. In addition, there is reportedly no captive power generation plant in the town.

Poverty, illiteracy and unemployment are the major social problems for the town. Jalna is an agriculturally distressed district. Most young people from nearby villages migrate to Jalna town in search of work after monsoon. The town reportedly provides temporary work opportunities for them but no place to reside.

Town planning as such has not been carried out for Jalna town. The town also lacks public conveniences at important places. The sanitation in slums is particularly inadequate and

non-availability of public toilets forces the slum dwellers to defecate in the open. This poses health risk to the whole town.

Although Jalna is known for its steel rolling mills, the industry is reportedly showing signs of decline. Shutting down of small-scale industries is said to be due to technological down gradation. Also, increasing pollution due to the steel industries is responsible for the deterioration of environmental conditions in Jalna town. It is a fact that there was a lot of air pollution in the MIDC area where most steel mills are concentrated. Thus, care should be taken to prevent pollution while promoting the industry. The implementation of the Development Plan in Jalna has been poor and this has led to unregulated development.

The town has developed as a centre for industry, trade & commerce and people from rural areas (mainly landless labourers and poor people) migrate to the town in search of livelihood. However, the housing needs of these people are not addressed adequately, leading to the formation of slums. The steel industry also requires a lot of unskilled labour. Now a new trend has developed and workers from Uttar Pradesh and Bihar and Rajasthan migrate to work in steel industry.

Jalna's record on the higher education front is said to be not encouraging either, as stated by the University Grants Commission (UGC). The standard of the Government aided educational institutions is deteriorating in the town too. Education for the children in the urban area is reportedly highly neglected. There is a lack of facilities and open spaces for children's recreational growth in most of the educational institutions, and also there is a lack of quality education in government primary schools.

According to interviews of a few key informants, following are apparently the developmental issues observed in Jalna town -

- Weak institutional set up in the municipal council for planning and implementation of the developmental schemes.
- Lack of focus on development of town level infrastructure
- Absence of plan monitoring, planning review and evaluation mechanism in the working municipal council
- Lack of definite role of an independent implementation Agency
- Lack of budgetary resources and financial crises of the municipal council
- Poor cost recovery mechanism of the project completed by municipal council
- Non-availability of affordable housing for the poor
- Non-use of efficient and effective land management tools and techniques
- Absence of a separate monitoring and enforcement institutional set-up
- Lack of strong political leadership and political will
- Lack of coordination between the JMC and the relevant parastatal agencies

Jalna Municipal Council is not the only agency involved in planning and development of the town. Other parastatal agencies are also responsible for infrastructure development such as - Housing Boards, Slum Clearance Boards, Industrial Area Development Boards, Maharashtra State Electricity Board, and others are important players for development of the town. There is a need of coordinated and structured collaboration of these agencies for development and growth of infrastructure and development in the town. Lack of such coordination in Jalna town can be perceived in violations of zonal plans, encroachments on public land by street vendors and shopkeepers, and its impact on town congestion, housing, unauthorized developments, traffic and communication.

Against this backdrop, the functioning of JMC was analyzed.

JMC: HISTORY, CURRENT STATUS AND ISSUES

1.7 HISTORY

During the 19th century Jalna town became a military center. Jalna cantonment was built in 1927. Jalna municipal council was established in 1933. Jalna town has grown as commercial center. The pace of growth was particularly very high when this region was amalgamated in Maharashtra state from the then Hyderabad state. Jalna Municipal Council is the local governing body of the town. It is an 'A' class municipal council.

1.8 POLITICAL COMPOSITION AND STRUCTURE

Jalna municipal council has not been the stronghold of any one party. At present, Shivsena and BJP alliances hold power in the municipal council. There are 54 electoral wards in Jalna, and each ward elects one representative. Out of the 54 representatives, Candidates of Shivsena party were elected in 21 wards, BJP 3 wards, Congress 18 wards, Nationalist congress 7 wards and independent candidates were elected in 5 wards. The presidency of the JMC is currently with Shivsena, while the seat of deputy chairperson has been allotted to a representative of BJP.

1.9 AVAILABILITY OF HUMAN RESOURCE

At present, the JMC has 473 permanent posts and 247 temporary posts as per the 'Akrutibandha' (revision in the staffing pattern). In practice on the other hand, there are 127 vacancies. The table below presents the number of permanent staff, temporary staff and vacant posts in all of the departments. A high number of vacancies in the sanitation and water supply departments, that are directly related to provision of basic services explains the low quality of basic services in the town.

Paucity of water as discussed earlier is a critical issue in the town. 21 Vacancies in the department for water works possibly explain why the schedule of distribution keeps on fluctuating very frequently, and the maintenance issues of water supply network.

Same explanation is applicable for the dismal picture regarding the collection and disposal of waste. Moreover, there is no effective system for the collection and segregation of solid waste materials. In the sanitation department, 16 sanitary officers' and supervisors' posts are vacant.

Table 1: Departmental staff status

Sr. No.	Department	Perman ent staff	Tempor ary staff	vaca nt
1.	Meeting work and Representatives office	9	0	1
2.	Chief Officer office	16	4	2
3.	Computer section	0	0	2
4.	Record section	3	0	0
5.	Store and purchase section	4	0	0
6.	Public service section	1	0	0
7.	Birth-Death registration/ grievance redress	4	0	0
8.	Poverty eradication/ child and women section	2	0	1
9.	Encroachment/market section	4	0	2
10.	Garden section	0	71	14
11.	Fire brigade section	12	3	11
12.	Library section	0	0	2
13.	Account dept	4	0	3
14.	Audit dept	2	0	3
15.	Tax dept	41	3	2
16.	Health dept	0	7	2
17.	Sanitation dept(officer)	3	0	16

Sr. No.	Department	Perman ent staff	Tempor ary staff	vaca nt
18.	Sanitation dept (worker)	352	25	9
19.	Public Work dept	4	13	6
20.	Water supply dept	7	28	21
21.	Electricity dept	2	2	2
22.	Town Planning dept	2	0	5
23.	Octroi dept	0	80	21
24.	circuit house	0	5	0
25.	Auditorium	1	5	2
26.	Education dept	0	1	0
Total		473	247	127

Residents, especially slum dwellers, report that breeding mosquitoes is a big trouble throughout the year except in summer. They also report that incidence of malaria is high in many areas. Vacancies in the urban malaria department are revealing against this backdrop.

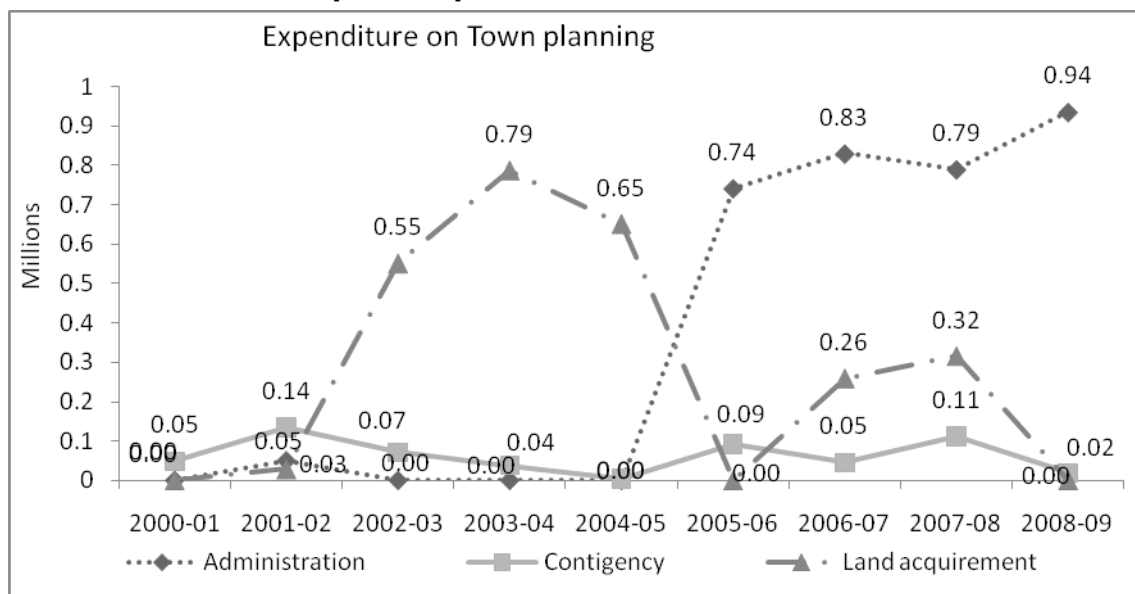
1.10 FUNCTIONING OF GB AND SC

As the functioning of general board (GB) and standing committee (SC) effectively influences almost all of the operations of the municipal council, the kind of discussions carried out, the issues raised, the manner of approval of issues are the aspects that need to be studied with regard to the GB and SC functioning.

Since no recorded data was available to the study team concerning the same, analysis could not be included herewith. However, this analysis would form a significant factor of studies in the future.

1.11 EXECUTION OF D.P.

Graph 1: Expenditure on Execution of D.P.



At present, the town planning dept of JMC has 2 permanent posts and 5 vacant posts. Town development related implementation has reportedly become weak due to the insufficient staff.

As per a senior town planner officer's experience, the extent of execution of D.P. is very low, hardly 10-12% in majority of the towns from Marathwada region (except Latur and Nanded), as the ULBs reportedly face severe constraints in terms of financial resources.

Therefore, it would be appropriate to review the budget reports of JMC in order to understand its financial status. The next section presents this discussion.

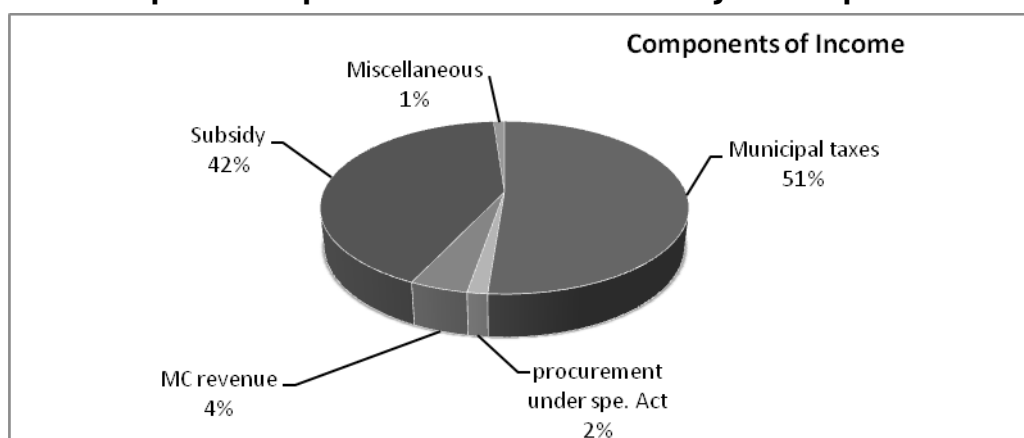
1.12 FINANCIAL STATUS

In any budget report, there are two basic components, (i) income and (ii) expenditure. In order to understand the financial position of any entity, we need to review the status of these two components independently, as well as compare them to each other. We also need to review and compare the sub-components of these two components, in order to obtain trends regarding various aspects. In the following paragraphs, we have followed the same methodology for analyzing budget-reports of JMC. For this exercise, we have reviewed the budget reports for a span of eight years (from 2001 - 2009) in the context of development issues discussed in the earlier sections. In addition, we have reviewed statistics on percentage of revenue collection from various taxes, and expenditure made from various grant accounts.

1.12.1 Income: components and sub-components

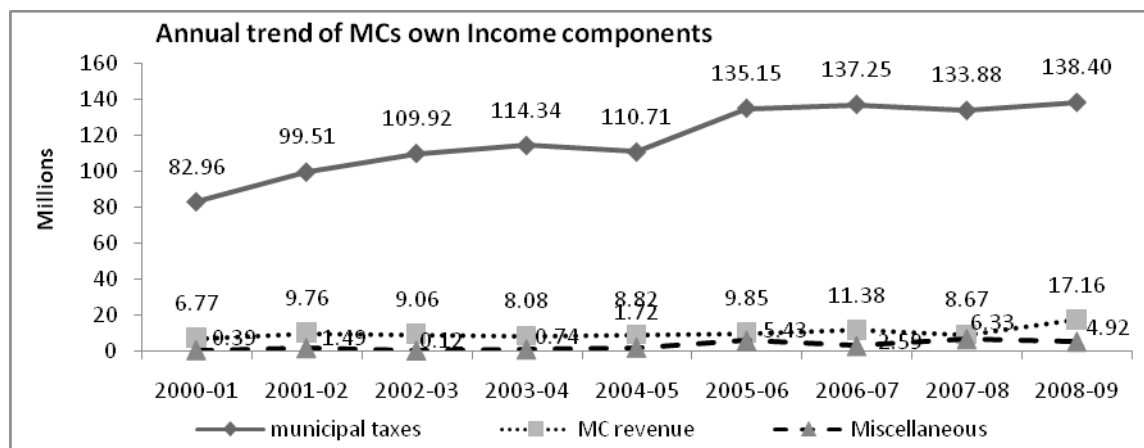
Review of JMC budget reports shows that there are three main components under the heading 'Income': (i) Municipal taxes, (ii) Procurement under spl. Act, (iii) MC revenue, (iv) Subsidy and (v) Miscellaneous. Graph 2 presents the share of each of these components in the total income of JMC.

Graph 2: Components of Total Income of JMC: Proportion

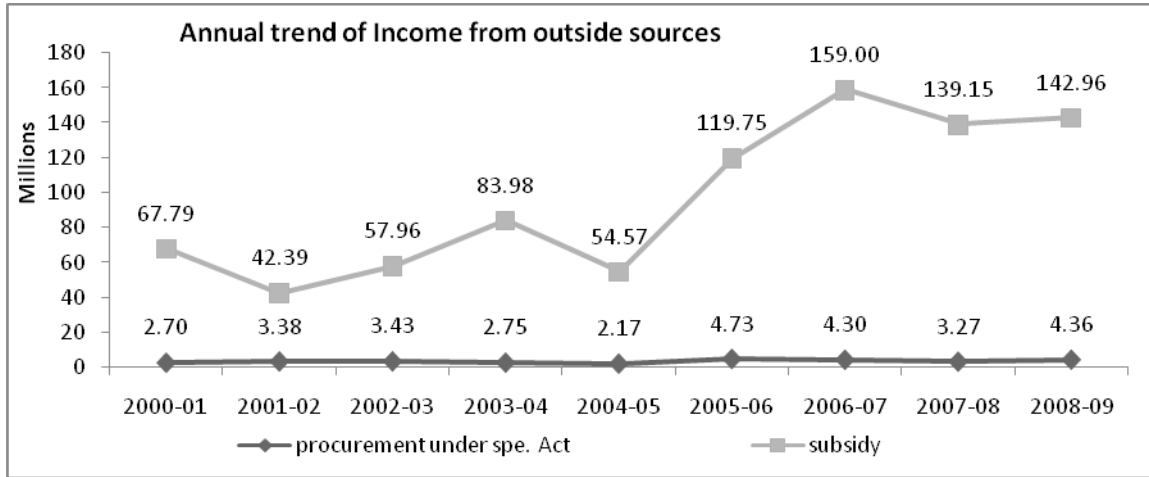


As presented in the pie chart above, Municipal taxes and subsidy receipts is the largest share of JMC's income, while MC revenue, procurement under spl. Act and miscellaneous are the less significant components. Graph 3 further shows the annual trend with respect to MCs own income and Graph 4 shows the annual trend of income from outside sources.

Graph 3: Components of JMC's own Income: Annual Trend



Graph 4: Components of Outside sources Income of JMC: Annual Trend

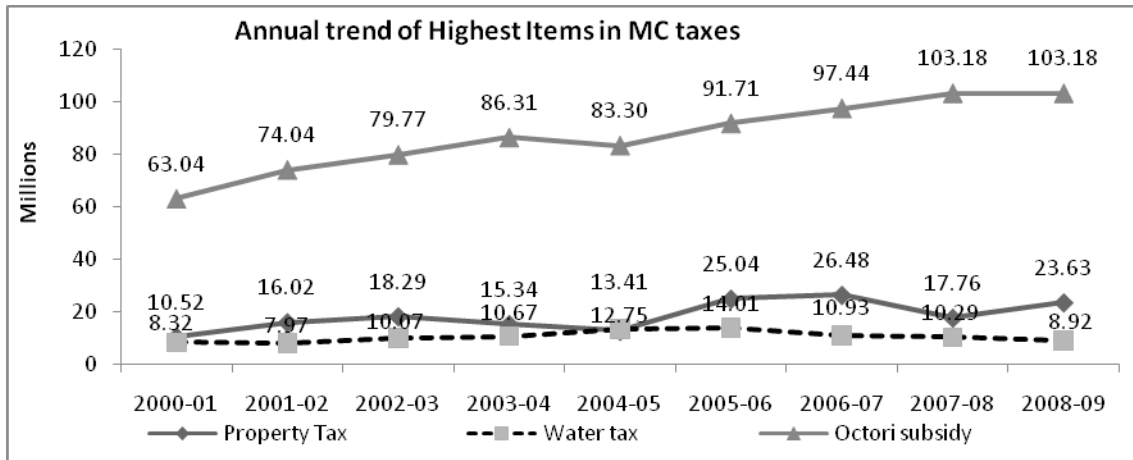


As presented in this graph, Municipal tax receipts have consistently been the largest component of JMC's own total income and they have shown rise consistently over the years. While there is a considerable fluctuation in the MC revenues and miscellaneous receipts, they have been significantly small in comparison with the MC tax receipts. As presented in Graph 4, share of Subsidy receipt also has consistently been a significantly large component of outside Income source. There is a considerable fluctuation in the procurement under spl. Act receipts, it too has been significantly small in comparison with the Subsidy receipts.

a. Municipal tax Receipts

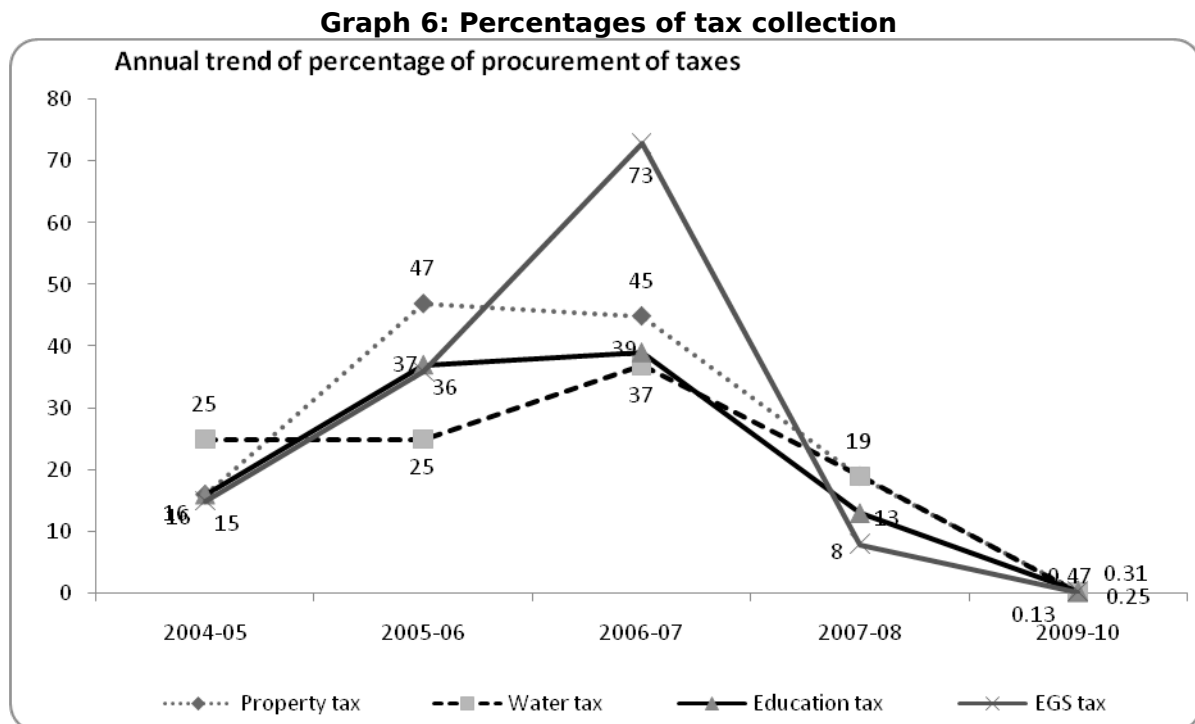
What makes Municipal taxes receipts the largest component of JMC's own income? Graph 5 presents the sub-components of municipal tax receipts and their annual trend. It is evident from this graph that receipts from Octroi are the largest component of JMC's own income, but it comes under subsidy basis, while JMC's own sources of income, viz., property- and water- tax receipts occupy a very small share; octroi was municipal own income but now it came on the basis of subsidy.

Graph 5: Components of Revenue Receipts: Annual trend

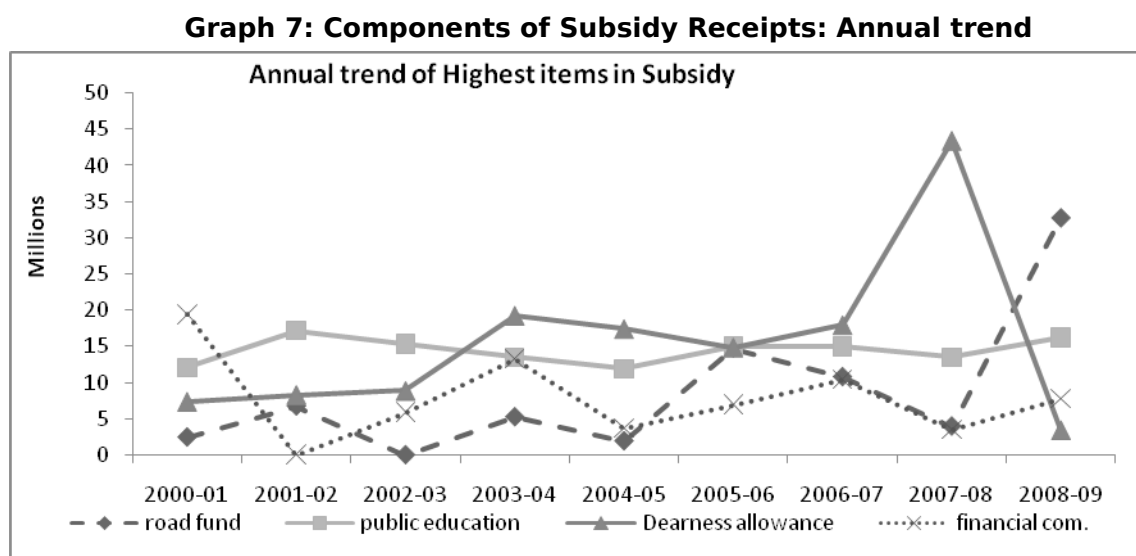


The collection of taxes as well as charges on utility services has been consistently very low. The reason for this situation is said to be the bad quality of municipal services on one hand and on the other hand, apathy of residents to pay the requisite charges for utilizing municipal land, buildings and other services such as license fees, fees on display

of hoardings or banners and so on. In order to substantiate this, Graph 6 presents that there is a considerable fluctuation in procurement of taxes. Municipal council own income is low due to inconsistency in tax collection and major arrears of taxes.



Over the last five years, the property tax collection average is only at 25%, water tax collection average is 21%, education tax 21% and employment guarantee scheme tax collection average is 26%.



The above graph presents the sub components of Subsidy receipts and their annual trend. It is evident from this graph, that receipts from public education, dearness allowance are the largest components of JMC's external income. Receipts from financial commission subsidy and road fund also form a sizeable contribution to external income of the JMC. This reveals that the JMC is highly dependent on external factors for its income.

On the other hand, the following table shows the receipts to the Jalna Municipal Council, of funds earmarked for the poor.

Table 2 Funds received for works targeting the urban poor in Jalna

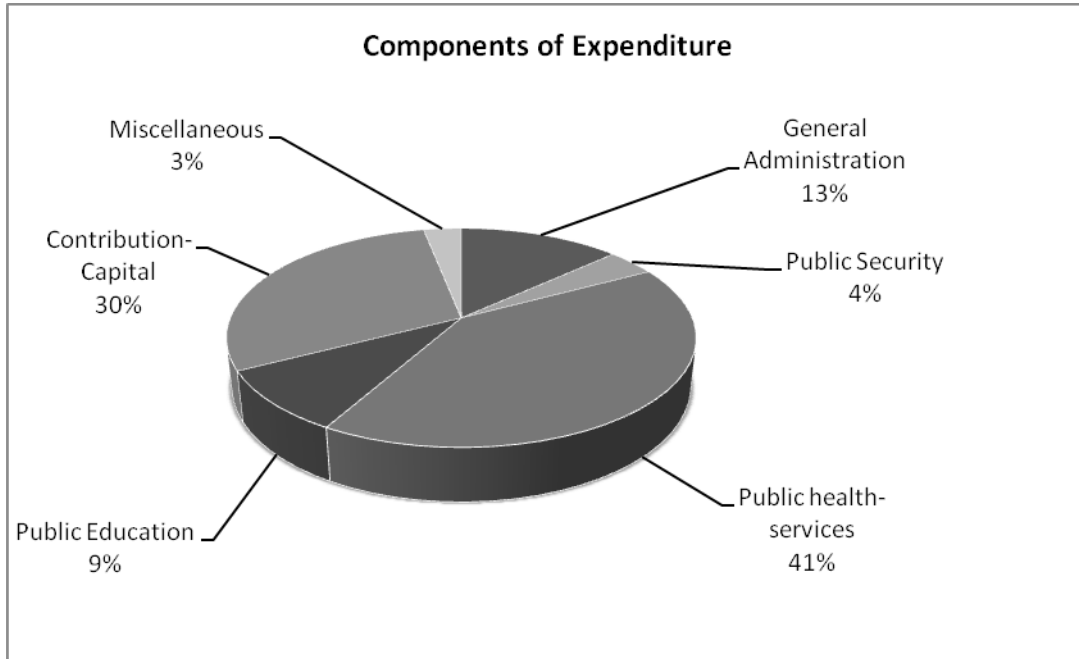
Year	Dalit wasti sudharana (Rs.)	filthy area reform (Rs.)	integrated slum development (Rs.)	WAMBAY (Walmiki Ambedkar Awas Yojana) (Rs.)	water supply to urban Dalit (Rs.)	Total receipts for funds earmarked for poor (Rs. millions)
2000-01	100000 00	0	0	0	0	10.0
2001-02	500000 0	435100	0	0	0	5.4
2002-03	0	313620 0	0	0	0	3.1
2003-04	644760 0	186270 0	0	0	0	8.3
2004-05	216100 0	366500	0	0	0	2.5
2005-06	142400 0	0	0	0	600000 0	7.4
2006-07	0	729900	0	0	140000 00	14.7
2007-08	975000 0	236921 00	8888600	0	135000 0	43.7
2008-09	0	0	1863100	0	135000 0	3.2

The proportion of funds received targeted towards the urban poor by all schemes applicable in Jalna, as compared to the other grants, vis-à-vis the proportion of urban poor population in the town would reveal how effectively the needs of the urban poor in Jalna are considered at the policy level. While studying the problems of the urban poor in terms of municipal service provision, this may form an important part of the analysis.

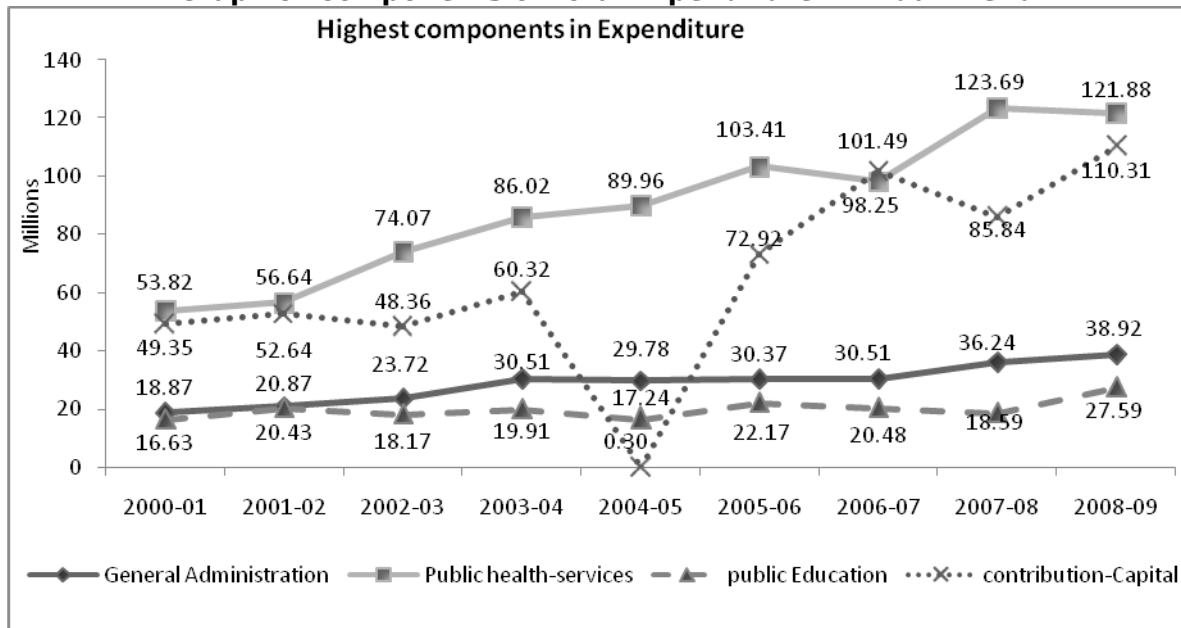
1.12.2 Expenditure of JMC

As presented in Graph 8, public health-services and capital expenditure is the largest component of total expenditure of JMC, while public security, general administration, public education and miscellaneous expenditure occupy only a small share in it.

Graph 8: Components of total Expenditure: Proportion

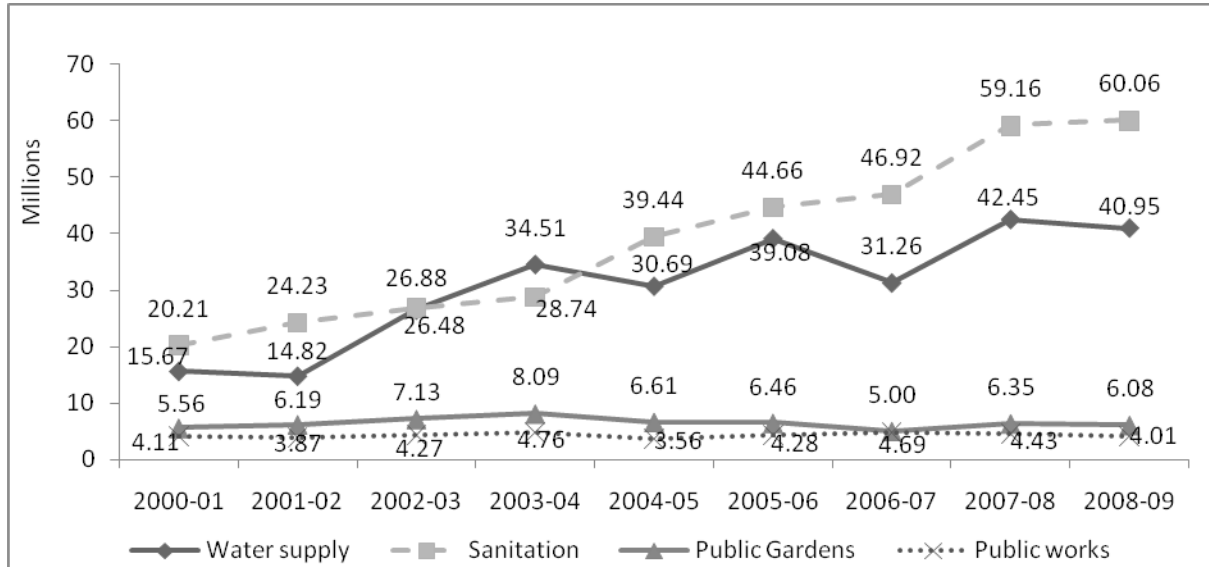


Graph 9: Components of total Expenditure: Annual Trend



On the other hand, the following plot shows the share of expenses incurred by the JMC on provision of municipal services:

Graph 10: Annual trend of Highest Items in public services



As can be observed, sanitation formed a significantly large component of municipal expenses almost consistently, and especially over the last few years. However, the overall situation of sanitation in the town was pitiable at best, as revealed by the following pictures taken in May 2010, when it was not even raining.



Whether the expenses incurred make any difference on ground, be it for any municipal service sector, is an issue that needs to be raised as part of any analysis.

STATUS OF DEVELOPMENT PROJECTS AND REFORMS

A brief of the status of development projects under the JNNURM regime, and reforms, as of when this document was prepared, has been presented in this section.

1.13 DEVELOPMENT PROJECTS

The JMC is in the process of setting up a solid waste treatment project with private participation that would employ vermiculture to treat the organic waste generated in the town. The total project cost has been estimated at Rs. 5.85 crore.

A water supply augmentation scheme, worth Rs. 145.34 crores is also underway, with Maharashtra Jeevan Pradhikaran handling the works.

While the solid waste management sector is covered by the funds under the 12th Finance Commission grants, the water supply scheme would be financed by the UIDSSMT.

As of March 2009, a grant of Rs. 32.74 crore from the road front was utilized for Jalna town, as per the utilization certificate obtained from the JMC.

There evidently are quite a number of more development initiatives underway by the JMC, with the help of funds earmarked under various schemes and categories. The issue of analysis, study and discussion is whether the work carried out on ground actually is proportionate to the funds expended, and the reasons for disparity therein, if any.

1.14 JNNURM REFORMS

While no consolidated data was available in terms of the status of reforms committed to or under implementation at the JMC, the study team attempted to draw inferences from the other documentation regarding the status of reforms.

Looking at the budgets and the accounting documents of the JMC, the double entry (financial) reform does not yet seem to have been implemented. The JMC still seems to be following the single entry (income vis-à-vis expenditure) format to keep accounts and track the financial status of the MC.

As for the structural reforms, the Jalna MC opted for the new staffing pattern in 2005, as per the documentation available. On the other hand, there was no information/ data available regarding the initiatives taken by the JMC to build the capacity of its staff, implementation of cadre system or e-governance related reforms.

Further data collection and analysis needs to be carried out to bring out issues related to the reforms committed to and underway at the JMC.

BETTER PLANNING THE EXISTING INFRASTRUCTURE

While there are quite a few initiatives to improve or replace the municipal service provision infrastructure in the town, there also are a few vistas for the town to better plan and utilize the existing infrastructure as starting steps towards better service provisioning.

1. *Redevelopment of inner town areas:* This would include clearing narrow streets of encroachment, and shifting commercial establishments from inner town to outer-town areas as much as possible, to reduce congestion.
2. *Data collection and inspection of existing water supply, solid waste management & sanitation infrastructure:* This would encompass pointedly inspecting the networks for problems and hindrances in delivery of municipal services, and revamping old and worn-out water pipes to improve their capacity, renewal of sewerage and drainage disposal systems. For solid waste management, an extensive study should be taken up to identify the waste type, the kind of collection and transportation and treatment systems required for the town. Measures also need to be taken to prevent overflowing and clogging of the drains of the town. The data collection and monitoring studies shall indicate the direction of efforts needed to this effect.
3. Strengthening the existing transportation infrastructure - especially the internal roads of the town as well as the highway linkages, along with development of public transport mechanism
4. Reduction of congestion in the central and commercial areas of the town
5. Reducing the environmental footprint of the industrial development in and around the town

6. Development of internal water sourcing especially for drinking water, in terms of fresh water bodies
7. Ensuring community participation in the development process, starting with decision-making

Small and medium towns such as Jalna can be an alternative for the burgeoning population migrating in search of livelihoods and municipal service provision. There is a need to develop towns such as Jalna and equip them as centres of employment generation, providing basic services of water supply and sanitation, and using environmental resources sustainably for development of the town.

ANNEXURE

1.15 REFERENCES

1. Development Plan (D.P.), Jalna Town
2. Budget Reports of JMC (2001 - 2008)
3. Akrutibandh and statistics on HR in the JMC
4. Kale Bhagwan, (2008) 'Aapala Jalna zilha' sanket prakashan, Jalna

1.16 RESOURCE PERSONS

JMC/government institution

1. Mr Nilawad, CO, Jalna Municipal Council
2. Mr Khillare, administrative officer
3. Mr Fulambrikar
4. Mr Saood
5. Mr Ashok Pawar
6. Mr Bhitle
7. Mr Aba Patil

Civil Society

1. Prof. Sanjay Lakde
2. Mr Vaijanath Londhe
3. Mr Manoj Deshmukh
4. Prof. Bhagwan Kale
5. Prof. Golhar
6. Prof. B. Y. Kulkarni
7. Prof Raosaheb Dawale
8. Prof Renuka bhawsar
9. Mrs. Rasana Dehadikar
10. Mr Kumar Deshpande

1.17 AREAS VISITED

No.	Area Name	No.	Area Name
1.	Slaughterhouse	8.	Kanhaiyanagar
2.	Kaikadi Mohalla	9.	Chandanzira
3.	Chaman	10.	Dukhinagar
4.	Mama Chowk	11.	Ghayalnagar
5.	Preetisudha	12.	Indira nagar

	Nagar		
6.	Kacheri Road	13	Aanandswami gali
7.	MIDC Area		