A critical review of India's Urban Governance reforms and its impact on transport sector: Case Studies of Bangalore and Jaipur

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- India has had one of the **world's fastest growing economies** since the last two decades resulting in adverse environmental, social, and financial impacts derived from modernization and rapid urbanization processes.

- Several transport policies and initiatives have emerged to improve the **quality of life** of Indian citizens.

- **Urban governance reforms** took shape in 1992 by enacting the 73rd and the 74th Constitutional Amendment Acts (CAA).

- This recognized municipal public administrations as a formal part of a **three-tier governing system**.

- The resulting transformations in policies, institutions, and administrations have been reflecting **failures in coordination and integration** among stakeholders into decision-making processes related to transport delivery and investing to meet the needs of citizens

About Smart Cities Mission (SCM)

- Launched in 2015, this program aimed to harness technological innovations **to address the challenges of urbanization** in Indian cities.

- The intention was to correct coordination and integration failures of the past urban transport policies.

- **Special Purpose Vehicle (SPV)** - incorporated to ensure operational independence and autonomy in decision-making in the cities.

Gaps

- In Indian context, the word smart is still considered as "**providing basic or standard**".

- Although all three tiers of governance are responsible for improving urban transport, substantial decision-making authority and financial capabilities are vested in the Central Government and State Government.

- **Therefore it is imperative to explore whether the Smart Cities Mission resolves these issues.**

The objectives of this paper are threefold:

1. to examine the various governance reform initiatives implemented over the past few years to determine their impact on long-term infrastructure development projects and to identify those that could not be implemented

2. to give a detailed review of Smart Cities Mission and

3. to build a stakeholder map by conducting workshops with stakeholders

Methodology

Bangalore and Jaipur are chosen as the case study sites due to their strong identities as a technological and heritage-important city, respectively.

General socio-demographic and transport characteristics

Details	Bangalore	Jaipur
Population (number of persons)	1,27,64,935	40,07,505
Area (in sq. km)	8005	467
Altitude (in m)	920	431
Road network length (in Km)	6000	2500
Bus fleet size (in counts)	6501	400

Mode share of Bangalore and Jaipur

Travel mode	Percentage %
Mode share of Bangalore (Source: CTTS report, 2010)	
Walk	34
Bicycle	4.5
Taxi	0.5
Auto	4.6
Maxi Cab	0.5
Two-Wheeler	21.4
Car/van	4.5
PT	30
Mode share of Jaipur (Source: Comprehensive Mobility Plan, Jaipur city, 2018)	
Walk	26
Bicycle	6
Car and Taxi	17
Two-Wheeler	27
Auto Rickshaw	6
Metro	0
City Bus	18

Methodology

Stakeholder workshops were conducted in 2018 in Bangalore and Jaipur to

- set a common platform for all stakeholders **to discuss issues and concerns** in connection to urban governance reforms and SCM program

- **identify critical stakeholders** whose inputs would be significant and seek answers for some essential questions around the configuration of SPV in those cities, and

- understand the **effect of this governance reform** on implementation of the SCM.

The workshop was attended by 31 participants from 19 organizations in Bangalore, such as Bruhat Bengaluru Mahanagara Palike (BBMP), Directorate of Urban Land Transport (DULT), Karnataka State Road Transport Corporation (KSRTC), iDeck (Smart City Consultant), among others. In Jaipur, the workshop was conducted on the 14th of September 2018 at HCM-RIPA Campus in Jaipur. It was attended by 32 participants from various organizations, such as Jaipur Development Authority (JDA), Jaipur Municipal Corporation (JMC), Jaipur Smart City Limited (JSCL), Town Planning Department, Ministry of Road Transport and Highways (MoRTH GoI), Rajasthan Road Safety, among others.
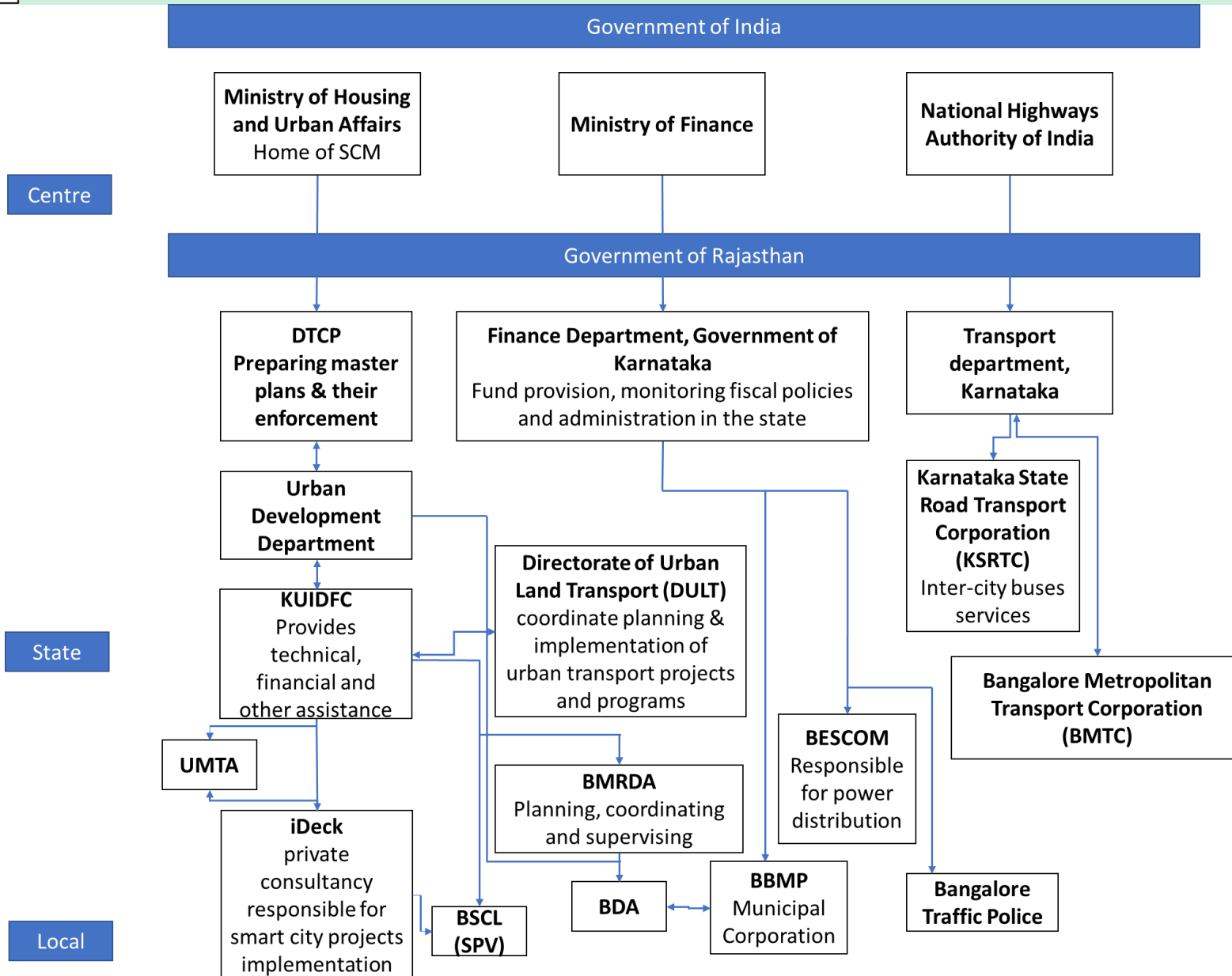
Urban Governance reforms in Bangalore

1. Bruhat Bengaluru Mahanagara Palike (BBMP) is an amalgamation of

   - Two Municipal Council of Kengeri (100 wards of the erstwhile Bangalore Mahanagara Palike (BMP) or Bangalore City Corporation)

   - Seven City Municipal Councils (such as Dasarahalli, Rajarajeshwari Nagar, Krishnarajapuram, Bommanahalli, Byatarayanapura, Mahadevapura, and Yelahanka), and

   - 100 villages around Bangalore

2. Parastatal agencies responsible for service delivery and infrastructure development

   - Bangalore Development Authority (BDA),

   - Bangalore Water Supply & Sewerage Board (BWSSB),

   - Bangalore Metropolitan Region Development Authority (BMRDA),

   - Bangalore Electricity Supply Company (BESCOM) and

   - Bangalore Metropolitan Transport Corporation (BMTC)

3. Bangalore Task Force (BATF) implemented in 1999 - responsible for developing the infrastructure of Bangalore, raising additional resources from citizens to ensure efficient service delivery by building the capacity of agencies. By the end of 2010, the contributions of BATF were uncertain.

Urban Governance reforms in Bangalore – cont'd

4. JNNURM introduced and implemented by GoI released funds to a state-level nodal agency, known as Karnataka Urban Infrastructure Development Finance Corporation (KUIDFC), which would grant or loan to the implementing agency. However, a lack of planning and capacity at the municipality led to the failure of this mission renewal in Bangalore

5. Directorate of Urban Land Transport (DULT) and Bangalore Metropolitan Land Transport Authority (BMLTA) were established in 2007 by the State Government of Karnataka.

6. SCM was established in 2015 and SPV, Bengaluru Smart Cities Limited (BSCL), were established as a part of BBMP in 2018 for a five-year term.

Urban transport stakeholder mapping

Government of India

Ministry of Housing and Urban Affairs Home of SCM	Ministry of Finance	National Highways Authority of India

Centre

Government of Rajasthan

DTCP **Preparing master plans & their enforcement**	**Finance Department, Government of Karnataka** Fund provision, monitoring fiscal policies and administration in the state	**Transport department, Karnataka**

Urban Development Department

Directorate of Urban Land Transport (DULT) coordinate planning & implementation of urban transport projects and programs

Karnataka State Road Transport Corporation (KSRTC) Inter-city buses services

KUIDFC Provides technical, financial and other assistance

State

UMTA

BMRDA Planning, coordinating and supervising

BESCOM Responsible for power distribution

Bangalore Metropolitan Transport Corporation (BMTC)

iDeck private consultancy responsible for smart city projects implementation

BSCL (SPV)

BDA

BBMP Municipal Corporation

Bangalore Traffic Police

Local

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- The **overlapping of functions and responsibilities** is a significant issue

- **Improper channelization of authority** to DULT/BMLTA and the lack of integration between associate organizations have resulted in the ineffective implementation of BMLTA.

- The SPV is expected to address the **absence of integration** by bringing various organizations under one umbrella hence improving the delivery process.

- No significant involvement of technical experts or public in the SCM so far.

- **No strict evaluation** or **benchmarking** for evaluation of SCM

- The consultants (iDeck) who were initially tasked with implementing SCM projects were not involved in the proposal finalization and preparation phases, which Jannagraha handled.

- **Non-involvement of DULT** at any level of the decision-making process

- **Frequent interactions between the Centre and the ULBs** can be advantageous, especially for improved channelization of funds.

- The **integration of the public transport organizations** like KSRTC and BMRCL could significantly improve the projects undertaken for the SCM under SPV.
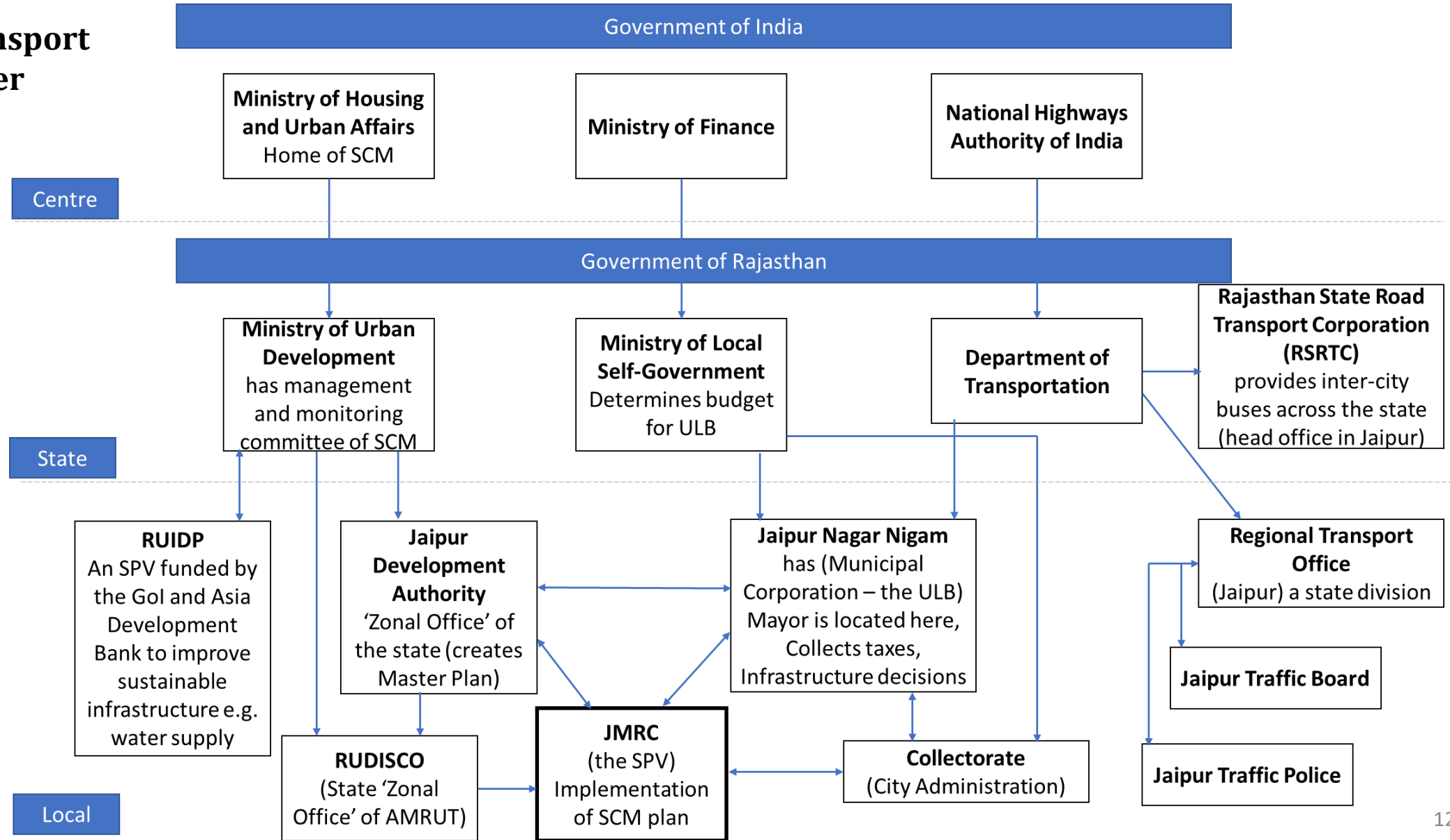
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Urban Governance reforms in Jaipur

1. Urban reforms in Rajasthan started with the 74th CAA.

2. The Government of Rajasthan initiated the **Rajasthan Urban Infrastructure Development Project** (RUIDP) in 1999.

3. **Capacity building** of Jaipur Nagar Nigam (JNN) was one of the essential project components.

4. An action plan for the **urban renewal of Jaipur** was implemented by various agencies such as Jaipur Development Authority (JDA), the JNN, the Rajasthan Housing Board, and the Tourism Department.

5. **Jaipur Municipal Council** was emerged after the 74th CAA.

6. There are a number of agencies responsible for the direction of the city of Jaipur apart from the municipal corporations, development authorities, and departments (like JNN, JDA, PHED, PWD etc).

7. The 74th CAA provided the basis for **administrative decentralization** and the **transfer of responsibilities** between municipal, state, and national-level government institutions in decision-making matters.

8. Jaipur was selected in the **first round of the SCM competition** and the SPV named **Smart City Limited** was formed in **2016.**

Case City of Jaipur

Urban transport stakeholder mapping

Government of India

| Ministry of Housing and Urban Affairs Home of SCM | Ministry of Finance | National Highways Authority of India |

Centre

Government of Rajasthan

State

| **Ministry of Urban Development** has management and monitoring committee of SCM | **Ministry of Local Self-Government** Determines budget for ULB | **Department of Transportation** | **Rajasthan State Road Transport Corporation (RSRTC)** provides inter-city buses across the state (head office in Jaipur) |

Local

RUIDP An SPV funded by the GoI and Asia Development Bank to improve sustainable infrastructure e.g. water supply

Jaipur Development Authority 'Zonal Office' of the state (creates Master Plan)

RUDISCO (State 'Zonal Office' of AMRUT)

JMRC (the SPV) Implementation of SCM plan

Jaipur Nagar Nigam has (Municipal Corporation – the ULB) Mayor is located here, Collects taxes, Infrastructure decisions

Collectorate (City Administration)

Regional Transport Office (Jaipur) a state division

Jaipur Traffic Board

Jaipur Traffic Police

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- Despite the formation of the Special Purpose Vehicle (SPV) for the Jaipur Smart City Proposal, **no expert has been involved** for the same.

- No cohesion in decision is observed, and there is **mismanagement of resources** due to **lack of integration** of organizations.

- Various issues have been raised, like **absence of any public consultation** at any stage of project planning, **switching from reactive mode to pro-active mode** for any city-level project.

- There is a **lack of an evaluation process** to gauge the success of an implemented project.

- It was emphasized that all states should have **an umbrella agency** like UMTA

- It was proposed that at least 25% of the funds collected in the form of penalties and challans by the Rajasthan state can be extended to those organizations.

- The **modal share of Non-Motorised Transport (NMT) has declined** from the past few years; therefore, more innovative projects **to attract people to shift to NMT and public transport modes** should be brought out.

Conclusion

- This paper focused on the SCM program, its SPV mechanism, and the coordination and integration issues between urban transport stakeholders in Bangalore and Jaipur to fulfil a threefold purpose.

- Concerning the SCM, SVP, and interactions among stakeholders around transport and mobility issues, both cities expressed a convergence:
  - stakeholders in Bangalore and Jaipur highlighted problems such as overlapping functions,
  - delays in the configuration and presentation of projects and bids for competition, and
  - the lack of coordination and integration with government institutions and officials.

- Thus, the need for integrated urban metropolitan transport authorities or alternative system capable of taking action on urban mobility on a city-wide scale, including maximizing the advantages of emerging technology and capable of attracting the talent required to drive the development of Indian cities, remains an urgent need to examine.

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Thank you