

Training Needs Assessment

in Sustainable Urban Transport



Gujarat

Urban Management Centre

Training Needs Assessment of City Managers in Urban Transport in Gujarat

June 2013

a study by
Urban Management Centre (UMC)

with financial support from
Shakti Sustainable Energy Foundation
&
Climate Works Foundation

ACKNOWLEDGEMENTS

Rapidly growing cities and increasing economic activities in urban areas have exacerbated issues in urban transportation. A majority of cities in India face challenges of providing integrated urban transportation. These problems could be mostly attributed to inadequate transport infrastructure and its sub-optimal use, no integration of land use and transport planning and few improvements in city bus service. Most such problems arise due to complex institutional arrangements, insufficient finances to create infrastructure, and inadequacies in ULBs.

In view of these issues, the Government of India approved the National Urban Transport Policy (NUTP) in April 2006. The JNNURM has also been supporting transportation sector-linked investments in the areas of bus, rail and related infrastructure. City governments' capacity to undertake the responsibility of providing appropriate urban transport needs assessing. With this objective in mind, UMC, with financial support from ClimateWorks Foundation and Shakti Sustainable Energy Foundation, assessed the capacity of city governments in Gujarat and Madhya Pradesh to understand, plan, operate and manage sustainable urban transportation systems. This study period covered 2012-2013.

I am thankful for support from the Urban Development & Urban Housing Department (UD&HD), Government of Gujarat. Special thanks goes to I.P Gautam, former Principal Secretary, UD&UHD. Municipal Commissioners of Bhavnagar, Jamnagar and Junagadh and Chief Officer of Navsari were helpful in discussions and provided valuable insight. I would also like to extend my gratitude to officials and staff members of the following organizations from the four cities of Gujarat- Bhavnagar Municipal Corporation, Jamnagar Municipal Corporation, Junagadh Municipal Corporation, Navsari Municipality, Development Authorities of Bhavnagar, Jamnagar and Junagadh and the city bus operators of Bhavnagar, Jamnagar and Junagadh. Shivanand Swamy and Bhargava Adhvaryu from CEPT University and Shreya Gadepalli from ITDP provided technical insights and advise during the course of the study.

This study would not have been possible without the dedicated team effort of UMC staff including Meghna Malhotra, Vanishree Herlekar, Anurag Anthony, Bhavesh Patel and Vimal Sharma.

Manvita Baradi
Director, Urban Management Centre

CONTENTS

Context	07
Study methodology	09
Institutional framework for urban transport	11
National agenda for sustainable urban transport	11
Institutional framework for urban transport in Gujarat	13
State and para-statal agencies in urban transport	14
Role of municipal corporations in urban transport	17
Gap Analysis in implementation of sustainable transport	20
Improving governance structures	22
Proposed institutional structure by MoUD	22
Strengthening role of urban Local Bodies in Transport	23
Training needs assessment	25
Bhavnagar	30
Jamnagar	40
Junagadh	49
Navsari	58
Key strategies and resources for training	63
Capacity enhancement strategy for Gujarat	63
Training needs for each category of ULB staff and elected officials	64
Knowledge, technology and skill enhancement areas for training in Gujarat	66
Training providers in urban transport	70
Resources and publications on sustainable urban transport	75
References	77
List of city managers interviewed for TNA study	78
Capacity assessment questionnaire	80

ABBREVIATIONS

BMC	Bhavnagar Municipal Corporation
BPMC	Bombay Provincial Municipal Corporations Act
BRTS	Bus Rapid Transit System
CEO	Chief Executive Officer
CADS	City Assessment and Development Strategies
CDP	City Development Plan
CSP	City Sanitation Plan
CAGR	Compounded Annual Growth Rate
CMP	Comprehensive Mobility Plan
CAA	Constitutional Amendment Act
DUTF	Dedicated Urban Transport Fund
DPR	Detailed Project Report
DCR	Development Control Regulations
DP	Development Plan
GIDB	Gujarat Infrastructure Development Board
GSRTC	Gujarat State Regional Transport Corporation
GUDC	Gujarat Urban Development Company limited.
GUDM	Gujarat Urban Development Mission
IPT	Intermediate Public Transport
JADA	Jamnagar Area Development Authority
JMSTSMML	Jamnagar Maji Sainik Transport Shahkari Mandli Limited
JMC	Jamnagar Municipal Corporation
JNNURM	Jawaharlal National Urban Renewal Mission
JUDA	Junagadh Urban Development Authority
MoUD	Ministry of Urban Development
NUTP	National Urban Transport Policy
NMT	Non-Motorized Transport
PPP	Public Private Partnership
PWD	Public Work Department
RTO	Regional Transport Office
SPV	Special Purpose Vehicles
TCPO	Town and Country Planning Office
TPS	Town Planning Scheme
TOD	Transit Oriented Development
UD & UHD	Urban Development and Urban Housing Department
UIDSSMT	Urban Infrastructure Development scheme for Small & Medium Towns
ULB	Urban Local Body
UMTA	Urban Metropolitan Transport Authority

CONTEXT

Urban India with a population of over 377 million people residing in 7935 cities and towns constitutes the world's second largest urban system (Census , 2011). Cities in India are growing, in terms of population, area as well as economic activity. Ensuring smooth and efficient movement of people and goods through efficient urban transport systems is amongst the basic needs of a well functioning city.

With land uses and activities becoming increasingly dispersed, the spatial footprint of cities has expanded resulting in an increasing need for mobility. Unfortunately the urban transport infrastructure in our cities has not kept pace with this increasing demand for movement of people and goods. Because of lack of investment in high quality pedestrian and cycling infrastructure and reliable and efficient public transport, urban dwellers are increasingly turning to personalized motor vehicles. Organized public transport mode share in most Indian cities is less than 20 per cent whereas share of personalized motor vehicles has grown significantly over the last two decades.

Gujarat is one of the most urbanized states in India with 43% of the State population living in urban areas and is at the forefront of urban infrastructure development. The State Government has supported several urban transport projects in cities and benefitted from the first round of JNNURM funds. The Janmarg BRT system in Ahmedabad has proven itself to be one of the first successful BRT projects in the country.

Three other cities in the State – Surat, Vadodara and Rajkot – are in various stages of planning and implementing a BRT system. Majority of the investment in urban transport in Gujarat is concentrated in larger cities with populations more than ten lakh. There are more than 15 cities in the state with a population within the range of 1 to 10 lakh also in need of urban transport infrastructure up-gradation. With little support from the State and local government, the transport situation in these cities is worsening every day. The number of motorized vehicles, especially two-wheelers, is on a rise. Public transport in these cities is limited with the private-sector fulfilling the large demand for public transport. Large three-wheeled rickshaws and newer vehicles such as TATA Magic operating as shuttle services between designated points are the most popular mode of transport. In some cities such as Jamnagar and Bhavnagar, private operators are also operating city bus services in the city but with little oversight from the Municipal Corporations. The transport infrastructure in these cities is also inadequate with no proper bus stops, terminals and parking spaces for IPT vehicles. The new investment is largely in the form of road widening and adding vehicular lanes. Few cities have streets that cater to the relatively high number of pedestrians and cyclists.

Challenges in urban transport in smaller cities in Gujarat:

- Increasing demand for transport due to increasing urban area
- Increasing car & two-wheeler ownership
- Auto oriented transport solutions such as road widening and flyovers are more popular
- Inadequate investment in public transport
- Rise in congestion, pollution and consumption of fossil fuels
- Current public transport options are unsafe, unreliable and unaffordable for a large sector of population
- Lack of integrated planning / coordination between various agencies

Objectives of TNA Study

The objective of the study is to assess the gap in the capacities of senior and middle management staff in Municipal Corporations and Development Authorities to plan, operate and manage sustainable urban transport systems.

Strengthening urban local governments by capacity-building and better financial management is identified as a key strategy for urban development in the Government of India's 11th five-year plan. The plan identifies lack of skilled manpower as one of the key concerns in urban development and recommends capacity-building programs to address capacity gaps in urban local bodies. Phase I of JNNURM launched in 65 cities in India has also clearly highlighted the need for long-term capacity-building support to the cities in successful implementation of projects. Training Needs Assessment is the first step in the establishment of a comprehensive training and capacity development program for cities in Gujarat in the area of sustainable urban transport.

“While the JNNURM has had some success in building physical capacity, it needs to invest more in financial and human capacity. Many states and cities have been unable to leverage available funds or implement reforms because of a lack of local capacity and technical expertise”

-- India's urban awakening:
Building inclusive cities, sustaining economic growth, McKinsey Global Institute, 2010

Scope and Limitation of study

The scope of the study was to assess the capacities of technical staff in select ULBs in Gujarat. This is extended to include the staff of development authorities and Bus Companies. There are several agencies (Traffic Police, RTO, District Collector's office etc.) other than the ULBs and development authorities that are involved in implementation and management of transport in Gujarat. While these authorities were identified as key stakeholders in this study to understand the institutional framework for transport, the staff of these agencies is not included in the capacity assessment.

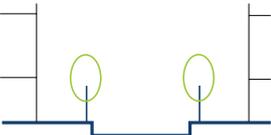
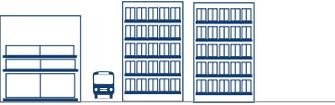
There is no urban transport department within ULBs in Gujarat with dedicated staff. A shortage of technical staff was also identified in all cities with staff holding multiple positions across sectors. Due to these limitations the assessment is conducted with select staff from allied departments such as PWD and Town Planning which are somewhat involved in urban transport.

Gap analysis in implementation of sustainable transport

Once various departments involved in the planning and implementation of urban transport in Gujarat were identified, a gap analysis was conducted to assess how successful a particular authority/ department has been in implementing sustainable transport projects and policy reforms that are within its domain.

The gap analysis was primarily conducted based on a review of existing documents, field visits, interviews with administrative and technical staff and UMC’s understanding of sustainable transport. The following six broad principles of sustainable urban transport that are relevant for medium sized cities in India were used for the assessment.

Sustainable Transport Principles

1		Design and construction of “complete streets” that are walking- and cycling-friendly
2		Create dense, inter-connected street networks that enhance accessibility
3		Ensure efficient use of right of way through traffic management and organized and paid parking
4		Support high quality public transport which is reliable, comfortable and frequent
5		Maintain a compact city footprint by facilitating public transport-oriented development
6		Strengthen and improve intermediate public transport for last mile connectivity

City buses operated by VTCOS in Bhavnagar



Institute of Urban Transport (IUT)

Institute of Urban Transport was set-up in 1997 with the objective of promoting and coordinating urban transport, in India. The membership of the institute includes academics, architects, economists, engineers, transport planners, town planners and professionals from various disciplines. The institute manages the affairs of the National Urban Transport Information Centre of the Ministry of Urban Development, which has been set-up to compile data on urban transport in scientifically designed formats and maintain it methodically. IUT publishes various toolkits and organizes training workshops in urban transport areas such as road safety, street design, bus operations etc. in partnership with national and international experts.

Contact:

Director General,

Institute of Urban Transport

1st Floor, Anand Vihar Metro Station Building,

(Entry adjacent to Gate No 1), Delhi - 110 092

Tel.: (91) 11 66578700- 709 (10 lines)

E-mail : iutindia@gmail.com,

Website : www.iutindia.org

The Institute for Transportation and Development Policy (ITDP)

The Institute for Transportation and Development Policy (ITDP) is an international non-profit founded in 1985 to promote environmentally sustainable and socially equitable transportation worldwide. ITDP works with city governments and local advocacy groups to implement projects that reduce poverty, pollution, and oil dependence. ITDP India works in Chennai, Pimpri-Chinchwad, Pune, and Rajkot. In 2009, with technical support from ITDP, Ahmedabad's Janmarg bus rapid transit (BRT) system opened and earned the city the 2010 Sustainable Transportation Award. ITDP supports local government in planning and executing BRT infrastructure and systems for pedestrian and cyclist safety and comfort, parking management, and pricing. ITDP also works on sustainable transport policy to encourage reduced car use and transit-oriented development. ITDP has provided training in the areas of BRT, operational planning and street design.

Contact:

Senior Program Director

ITDP India

16/14, First Floor, 2nd Street Nehrunagar

Adyar, Chennai-600020, Tamilnadu,

Tel:+91- 44- 45562426

GIZ International Services: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)

GIZ was established in 1975 as a private company owned by the German Federal Government with two registered offices in Eschborn and Bonn.

GIZ International Services (GIZ IS) started its activities in India in 2006 concentrating its portfolio on projects with international organizations, governments, foundations and companies with worldwide operations. Currently, there are 69 international and national staff working for GIZ IS in India to support on vocational education, corporate social responsibility, environment and energy, but extend across the full range of themes covered by GIZ. Projects are currently being implemented throughout the country on behalf of the European Commission, Indian state governments and international companies. GIZ is supporting the SUTP project in India. It has published various resources on transport planning and provides training in the areas of pedestrian and cycle systems, public transport etc.

Contact:

Regional Director South-Asia & South-East-Asia

GIZ International Services Deutsche Gesellschaft für

Internationale Zusammenarbeit (GIZ) GmbH

S-35 A, Panchsheel Park

New Delhi 110 017 India

Tel: +91-11- 47773500

Email: hans-h.dube@giz.de

www.giz.de

National Institute of Urban Affairs (NIUA)

National Institute of Urban Affairs (NIUA) is a premier institute for research, training and information dissemination in urban development and management. Established in 1976 as an autonomous body under the Societies Registration Act, the Institute enjoys the support and commitment of the Ministry of Urban Development, Government of India, state governments, urban and regional development authorities and other agencies concerned with urban issues.

Contact:

Director, NIUA

National Institute of Urban Affairs

Core 4B, India Habitat Centre, Lodhi Road, New Delhi 110003

Tel: +91-11-24643284/24617517

National Transportation Planning and Research Centre (NATPAC)

National Transportation Planning and Research Centre (NATPAC) was established in 1976 as a Division of Kerala State Electronics Development Corporation (KELTRON), a Public Sector Enterprise under the Government of Kerala. In 1982, NATPAC was reconstituted as an R&D institution under the Department of Science, Technology and Environment, Government of Kerala. The Centre undertakes research, training and consultancy work in the fields of traffic engineering and transportation planning, highway engineering, public transport system, alternate options for transport system, transport energy, inland water transport, tourism planning and rural roads.

Contact:

National Transportation Planning and Research Centre
Sasthra Bhavan, Pattom Palace (PO), Thiruvananthapuram,
Kerala; Tel : + 91-471-2548200/2548209
Fax : +91-471-2543677
Email: natpac@asianetindia.com

Urban Management Centre(UMC)

The Urban Management Centre (UMC) is a not-for-profit organization based in Ahmedabad that works towards professionalizing urban management in India and South Asia. UMC provides technical assistance and support to city governments in areas of urban water & sanitation, transport, institutional frameworks and heritage and facilitates change through peer-to-peer learning processes.

UMC combines its network of experts, resource people and training organizations with adult learning methodologies, tailor-made capacity building plans, study tours and internships tools to create specific training programs.

Contact:

Director
Urban Management Centre(UMC)
c/o III Floor, Ahmedabad Urban Development Authority
Usmanpura, Ahmedabad - 380 014, India
Email:info@umcasia.org

Publications by Urban Management Centre(UMC)

Training Needs Assessment of City Managers In Urban Transport in Madhya Pradesh, 2013, ISBN 978-81-909120-3-7

What Works in water and Sanitation: Case studies from Urban Gujarat, 2013 ISBN 978-81-909120-4-4

Best Practices Sangrah (in Gujarati), edited and published by UMC under the PAS program, 2012, ISBN 978-81-909120-2-0

At the Core-Understanding Built Heritage of Surat and Rander, authored by Manvita Baradi and Meghna Malhotra, 2011, ISBN 978-81-909120-1-3

Afghanistan Urbanscapes, authored by Manvita Baradi and Meghna Malhotra, 2010, ISBN 978-81-909120-0-6

Mega Cities-Poised for Change: Leading Practices Catalogue, knowledge management by UMC, published by International City/County Management Association, 2007

Inclusive Development through Partnership and Reforms in Urban Management In Gujarat (2001- 2006), knowledge management by UMC, published by Gujarat Urban Development Company Limited, Government of Gujarat, 2007

Films by Urban Management Centre (UMC)

Lathi Gujarat, 2012 , Duration: 12 minutes

What Works- Ensuring Water Quality in SMC, 2011, Duration: 10 minutes

Performance Measurement and Improvement of Urban Gujarat, 2010, Duration: 9 minutes

Introduction to PAS program, 2009, Duration: 8 minutes

Inclusive Development through Partnership and Reforms in Gujarat, 2007, Duration: 13 minutes

Playground Design and Execution – in Nagapattinam and Cuddlore, Tamil Nadu under Post Tsunami Recovery Program 2005 – 2007, 2007 Duration: 16 minutes

Learning Beyond Borders : Afghanistan, 2009, Duration: 17 minutes

Strengthening Local Governance in Sri Lanka, 2008, Duration: 7 minutes

Final Film – CityLinks-Nagapattinam and Cuddlore, Tamil Nadu - Post Tsunami Recovery Program (2005 – 2007), 2007, Duration: 19 minutes

CityLinks Indore Jabalpur Banglore (2002 – 2004), 2004, Duration: 17 minutes

Mainstreaming HIV/AIDS Program in City Governments, 2005, Duration: 15 minutes

Towards Professionalizing Urban Management, 2003, Duration: 13 minutes

Lessons Learned, Lessons Shared – ICMA Annual Conference and Study Tour 2005, Duration: 10 minutes



ISBN 978-81-909120-5-1



9 788190 912051

90000 >



UMC
URBAN MANAGEMENT CENTRE

III Floor, AUDA Building
Usmanpura, Ahmedabad, Gujarat
Tel: +91-79- 27546403/ 5303
Email: info@umcasia.org
Web: www.umcasia.org