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TABLE OF CONTENTS

11 Institutional Measures & Implementation Strategy	11-1
11.1 General	11-1
11.2 Existing Institutional Arrangement in Jamshedpur Urban Area	11-1
11.2.1 Jamshedpur Notified Area Committee (JNAC)	11-3
11.2.2 Mango Notified Area Committee (MNAC)	11-3
11.2.3 Adityapur Nagar Parishad (ANP)	11-3
11.2.4 Adityapur Industrial Area Development Authority (AIADA)	11-3
11.2.5 Jugsalai Municipal Council (JMC)	11-3
11.2.6 Jamshedpur Utilities and Services Company (JUSCO)	11-3
11.2.7 Public Works Department (PWD)	11-4
11.2.8 Transport Department (RTO)	11-4
11.2.9 Traffic Police	11-4
11.2.10 Jamshedpur State Pollution Control Board	11-4
11.3 Suggested Institutional Improvements	11-4
11.3.1 Directorate of Urban Land Transport Authority (DULT) at State Level	11-5
11.3.2 Unified Metropolitan Transport Authority at the City Level	11-7
11.4 Agencies and Strategy	11-11
11.4.1 Implementing Agencies	11-11
11.4.2 Implementation Schedule	11-11

LIST OF FIGURES

Figure 11-1: Current Institutional Arrangement in Jamshedpur Urban Area (JUA)	11-2
Figure 11-2: Organisation Chart of Directorate of Urban Land Transport at State Level	11-7
Figure 11-3: Recommended Structure for UMTA setup	11-9

LIST OF TABLES

Table 11-1: Implementation Agencies in Jamshedpur Urban Area	11-11
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LIST OF ENCLOSURES

11 Institutional Measures & Implementation Strategy

11.1 General

Urban transport in India is controlled by multiple institutions and the same is true in the case of Jamshedpur Urban Area (JUA). In fact, the organizational setup of JUA is more complex as it is controlled by several ULBs/ Notified Area Committees with JUSCO, a subsidiary of Tata providing urban services in about one third of JUA. Hence, the multiplicity of institutions has resulted in fragmentation of functional responsibilities.

In India, the responsibilities for policy making, planning, investment, operations and management are divided among central, state/union territory and local government with the result that there is no unity of command and coherent approach to various issues confronted by urban transport sector. The institutional gaps in urban transport with respect to the JUA can be summarized as follows:

- Multiplicity of organizations especially multiple ULBs. Due to small areas under various ULBs, integrated planning and implementation with long-term vision will be difficult. Apart from this, the current arrangement requires intense co-ordination in planning and implementation of projects.
- No accountability in ownership, performance, maintenance of transportation infrastructure and systems operations
- Lack of coordination among organizations
- No single apex agency regulating, facilitating and integrating operations of different modes
- Lack of institutional capacity as well as transport planning expertise
- Lack of privatisation strategy i.e., PPP initiatives
- Lack of financial resources
- No clear segregation between the planning and implementing bodies
- All departments related to urban transport do not function in coherence
- Lack of adequate public transport (PT) thereby Intermediate Public Transport (IPT) i.e. share Auto rickshaws taking the role of public transport
- No dedicated organization that is in charge of long-term urban transport planning for the city
- No Metropolitan Development Authority responsible for preparation and implementation of Master Plans, approval of building plans at the Urban Agglomeration (UA) level, etc.

11.2 Existing Institutional Arrangement in Jamshedpur Urban Area

Existing Institutional arrangement in JUA for Urban Transport is discussed in this section. The JUA civic administration is under multiple hands. Their major responsibilities include provision of urban services i.e., water supply, sewerage, solid waste management, building and maintenance of roads, footpaths, street lighting, managing public spaces etc. *The agencies responsible for providing urban services in JUA are as follows:*

- Jamshedpur Notified Area Committee (JNAC)
- Adityapur Nagar Parishad (ANP)
- Mango Notified Area Committee (MNAC)

- Jugsalai Municipality (JMC)
- Nagar panchayats
- Other Development Organizations like:
 - Jamshedpur Utilities and Services Company (JUSCO), a Tata Steel subsidiary responsible for urban services in Tata Command Area of Jamshedpur Notified Area
 - Adityapur Industrial Area Development Authority (AIADA) responsible for industrial development in Adityapur

Apart from the above, there are several organisations those are responsible for urban transport in the city. The list of organisations, their roles and responsibilities are summarised below:

- NHAI - Development and maintenance of National Highways
- PWD – Development and maintenance of State Highways/ MDR
- RTO – Manage driving licensing, vehicle registration and route licensing procedures
- Police –Traffic management and enforcement of traffic laws
- State Pollution Control Board – Prescribe and monitor emission standards

The current institutional set-up is presented in **Figure 11-1**.

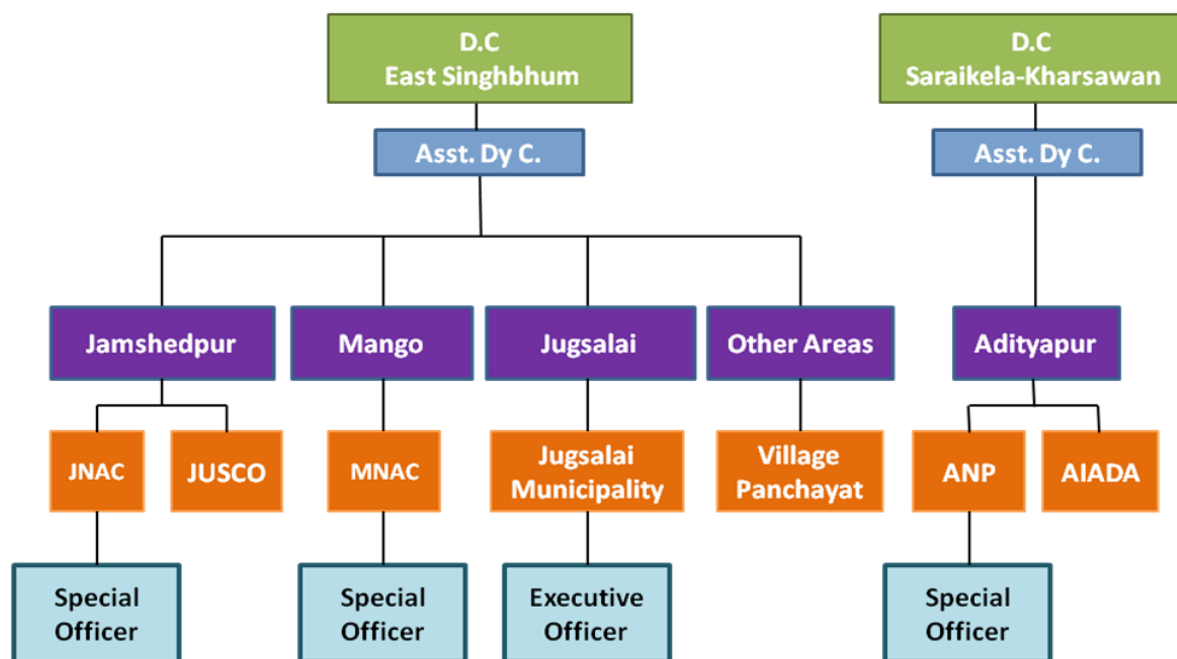


Figure 11-1: Current Institutional Arrangement in Jamshedpur Urban Area (JUA)

The roles and responsibilities various agencies and the area details under their control for urban transport are presented in the following sub-sections.

11.2.1 Jamshedpur Notified Area Committee (JNAC)

JNAC with an area of 56.32 sq. Km. is divided into two parts, one is the Tata lease area¹ (also known as Tata command area) while the other is the non-Tata lease area¹ (also known as Tata non-command area). The Tata command area is about 41 sq. km., is managed by JUSCO while the rest of the area is managed by JNAC.

11.2.2 Mango Notified Area Committee (MNAC)

MNAC looks after the residential regions of Mango and Pardih with an area of about 18 sq. km. MNAC is responsible for the provision of civic infrastructure within Mango area.

11.2.3 Adityapur Nagar Parishad (ANP)

AMP looks after the 49 sq. km. of Adityapur region comprising the residential as well the industrial belt. In June 2015, Adityapur Nagar Parishad has been upgraded to a Municipal Corporation.

11.2.4 Adityapur Industrial Area Development Authority (AIADA)

AIADA is an industrial development authority. Total area controlled by AIADA is 33,970 acres (137 sq.km.) in which 2,955.76 acres (12 sq.km.) have been developed.

Adityapur Industrial Area has about 893 industries which comprises 12 large scale, 71 medium scale, 567 small scale and 243 tiny scale industries. About 129 industries are under construction. Total employment provided by the industrial area is about 42,000 nos.

11.2.5 Jugsalai Municipal Council (JMC)

The area of Jugsalai Municipal Council is about 1.29 sq. km. The Municipal Council of Jugsalai is responsible for managing the infrastructure of the most dense area in the JUA. Their functions include laying and maintaining of roads and parks, street cleaning, tree plantation on the roadsides, protecting the environment and providing streetlights. In addition to this, JMC is also responsible for providing clean drinking water, construction and maintenance of the drainage and sewerage system. JMC is also vested with the powers to sanction plans for new buildings and industries. Health and education are also two important functions of the municipality.

11.2.6 Jamshedpur Utilities and Services Company (JUSCO)

Jamshedpur Utilities and Services Company (JUSCO) is providing urban infrastructure services in Tata command area of Jamshedpur Notified Area. Carved out of Tata Steel, from its Town Services Division in 2004, the company's mandate is to provide urban services. The Company's services encompass water and waste water management, power services, public health & horticulture services, and planning, engineering & construction

¹ Source: Wikipedia (<https://en.wikipedia.org/wiki/Jamshedpur>)

11.2.7 Public Works Department (PWD)

Public Works Department (PWD) is responsible for development and maintenance of state highways, MDR and ODR.

11.2.8 Transport Department (RTO)

The Transport Department (RTO) is responsible for some of the following activities:

- Issuing driving license
- Registration of new vehicles
- Grant and renewal of permit
- Monitoring the pollution under control in motor vehicles
- Collection of vehicle tax
- Inspection of accident vehicles
- Creating awareness on Road Safety
- Providing transport facilities to the public through regular stage carriage services through private operators (Shared Auto rickshaws)

11.2.9 Traffic Police

The traffic management is carried out by Traffic Police. The Traffic police are responsible for enforcement of traffic laws and prosecution of violators. Also handles the traffic management related aspects during festivals, VIP visits, and various cultural and political meetings.

11.2.10 Jamshedpur State Pollution Control Board

Jharkhand State Pollution Control Board monitors the pollution levels through several monitoring stations in JNU.

11.3 Suggested Institutional Improvements

A review of organisations discussed in earlier sections reveals that multiple organisations are responsible for urban transport of the planning in JUA with overlapping responsibilities, and lack of financial resources etc.

Implementation of CMP proposals is an opportunity to identify and strengthen the institutions responsible for planning, development, operation and management of the transport system and capacity building for effective implementation of urban transport projects.

In the current institutional arrangement, while multiplicity of organisations is unavoidable but institutional setup can be improved by clear delineation of roles and responsibilities, better co-ordination and strengthening the institutions with adequate technical and managerial staff.

Consultants propose institutions at State level as well as city level for better planning, monitoring and implementation of urban transport projects.

11.3.1 Directorate of Urban Land Transport Authority (DULT) at State Level

At the state level, a directorate needs to be established under the Urban Development Department (UDD) on similar lines of Directorate of Urban Land Transport Authority (DULT) created in the state of Karnataka. The Directorate is in general responsible for overseeing all the urban land transport initiatives in urban/ local planning areas of Jharkhand. This directorate will help in coordinating planning and implementation of urban transport projects in the State. The case study of DULT for Karnataka is provided in the Box below. The need of the directorate is felt at the state level due to the following:

- Urban transport requires special focus and attention at the state level considering the emerging needs of urban transport in various cities and towns of Jharkhand
- Promote Public Transport (PT) in large cities of Jharkhand (Ranchi, Jamshedpur and Dhanbad) as the current share of intra-city public transport is negligible and increasingly public transport role is being played by privately operated share autos causing congestion and pollution
- Promote Non-motorized Transport (NMT) in all cities and towns as there is good scope of improvement since trip lengths are less in most of the cities/towns
- Need to promote PPP especially in areas of Development of Bus Terminals, Bus stops, Bus operations etc.
- To fill the deficiencies in technical and administrative capabilities at the city level
- To promote long- term planning
- To assess the fund requirement, identify the sources of funds and monitor the expenditure on urban transport
- Co-ordination with various agencies
- Training and capacity building

Directorate of Urban Land Transport (DULT) in Karnataka

Directorate of Urban Land Transport (DULT) has been set up by the Government of Karnataka (GoK) under the Urban Development Department (UDD) with objective to coordinate planning and implementation of urban transport projects and programs. The Directorate is in general responsible for overseeing all the urban land transport initiatives in Urban/ Local Planning Areas of Karnataka and administers the State Urban Transport Fund (SUTF)

Vision

To provide efficient, sustainable and integrated transportation systems that enhances Karnataka's economic competitiveness and prosperity while preserving the quality of environment and communities.

Objectives

- Comprehensive planning through preparation of mobility plans
- Strengthening public transport/ enhancing PT mode share
- Providing technical assistance to agencies regarding traffic management, etc.
- Planning and hand-holding for implementation of NMT projects
- Capacity building through workshops, etc.
- Policy formulation on urban transport issues
- Taking up awareness programmes in association with other stakeholders

Functions

In line with National Urban Transport Policy (NUTP), 2006 and recommendations of National Working Group on Urban Transport for 11th Plan Govt. of Karnataka has constituted the Directorate of Urban Land transport (DULT). Following are the functions of the DULT.

1. Periodic assessment of travel demand
2. Determination of the level of public transport required in different corridors and the type of transport systems required
3. Assessment & recommendation of the new investments needed creation of infrastructure
4. Procurement of public transport service from private operators
5. Policy guidelines for development of total network in urban areas/ new layouts
6. Designing and developing integrated policies and plans for city level transportation

Source: Website of Directorate Urban Land Transport (DULT), Karnataka

The proposed organization structure for Directorate at State Level is presented below:

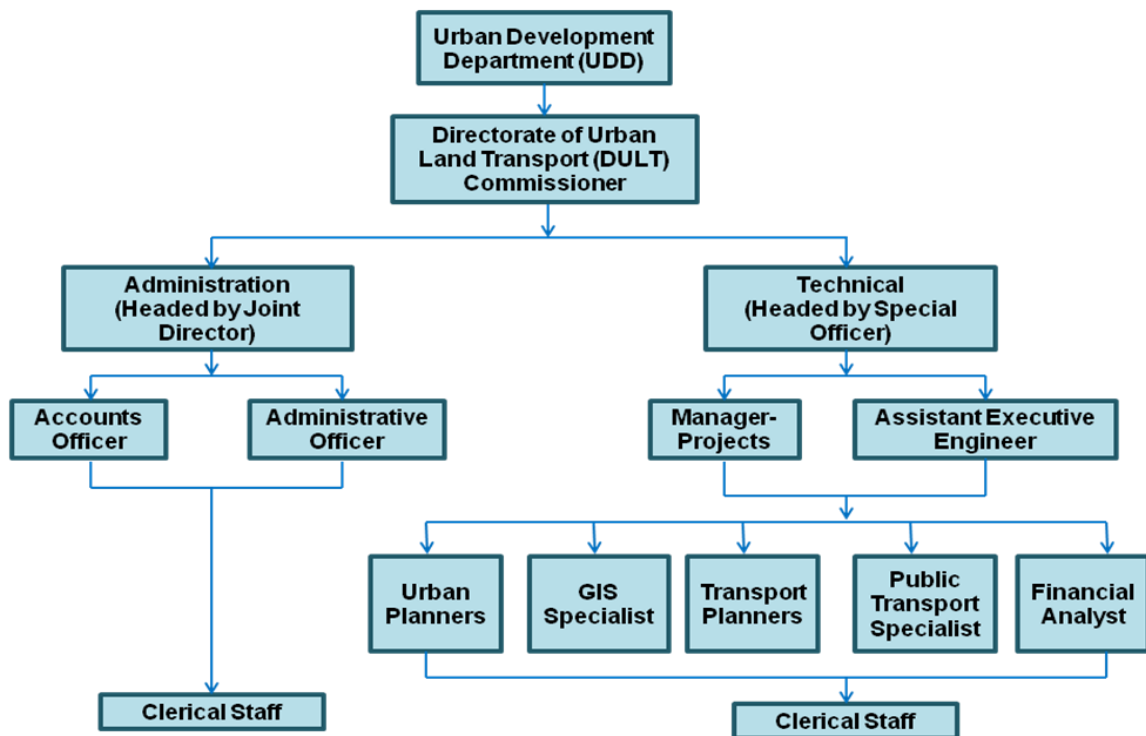


Figure 11-2: Organisation Chart of Directorate of Urban Land Transport at State Level

11.3.2 Unified Metropolitan Transport Authority at the City Level

The National Urban Transport Policy has recommended setting up of Unified Urban Transport Authorities (UMTA's) in million plus cities. In the policy document it observed as follows:

“The current structure of governance for the transport sector is not equipped to deal with problems of urban transport. These structures were put in place well before the problems of urban transport began to surface in India and hence do not provide for the right co-ordination mechanisms to deal with urban transport. The central government will therefore, recommend the setting up of Unified Metropolitan transport Authorities (UMTA's) in all million cities, to facilitate more coordinated planning and implementation of urban transport programmes & projects integrated management of urban transport systems, such Metropolitan Transport Authorities would need statutory backing in order to be meaningful.

The central government would also encourage the setting up of professional bodies that have the capacity to make scientific assessment of demand on various routes and contract services that can be properly monitored. Toward this end, it would encourage the setting up of umbrella bodies that regulate the overall performance of the public transport systems and ensure that the city has a comprehensive public transport system. Such bodies would, inter-alia design networks and routes, assess demand, contract services, monitor performance manage common facilities like bus stations and terminals, etc. They would have representation from all the major operators and stake holders”

Bearing in mind the National Urban Transport Policy and the recommendations in the Draft Report of the Working Group for Urban Transport System for the 11th Plan, it would be necessary to create an Unified Metropolitan Transport Authority (UMTA) for the Jamshedpur Urban Area

(JUA) which will function as an umbrella organization to coordinate planning and implementation of urban transport programmes and projects and provide an integrated management structure. All the land transport systems in the Jamshedpur Urban Area may be brought under the purview of the Unified Urban Transport Authority. The UMTA should be created initially under an executive order and later with statutory backing.

11.3.2.1 Functions of UMTA

The functions of UMTA shall be as follows:

1. To coordinate all land transport matters in JUA
2. To initiate action for a regulatory framework for all land transport systems in JUA
3. To take other decisions regarding integrated urban transport and land use planning and implementation of the projects
4. To function as empowered Committee for all Urban Transportation Projects
5. To prepare CMP and update the same at regular intervals
6. To oversee implementation of all transportation projects
7. To appraise and recommend transportation and infrastructure projects for Central assistance
8. Undertake overall planning for public transport in the city, covering all modes - road, rail and water transport systems
9. Promote efficiency in public transport operation
10. Allocate routes amongst different operators
11. Procure public bus services for different routes through contracting, concessioning, etc.
12. Ensure compliance of terms and conditions of license
13. Recommend revocation of license for non-compliance of terms and conditions of the license
14. Carry out surveys and manage a database for scientific planning of public transport requirements
15. Co-ordinate fare integration among different operators of public transport and determine the basis for sharing of revenues earned from common tickets or passes
16. Operate a scheme of passes for the users of public transport and channelize subsidies to operators for any concessions that are offered in accordance with government policy
17. Regulate the arrangement amongst operators for the sharing of their revenue derived from the use of passes
18. Protect the interest of the consumers
19. Settle disputes between different operators and between operators and infrastructure providers
20. Levy fee and other charges at such rates and in respect of such services as may be determined by regulations

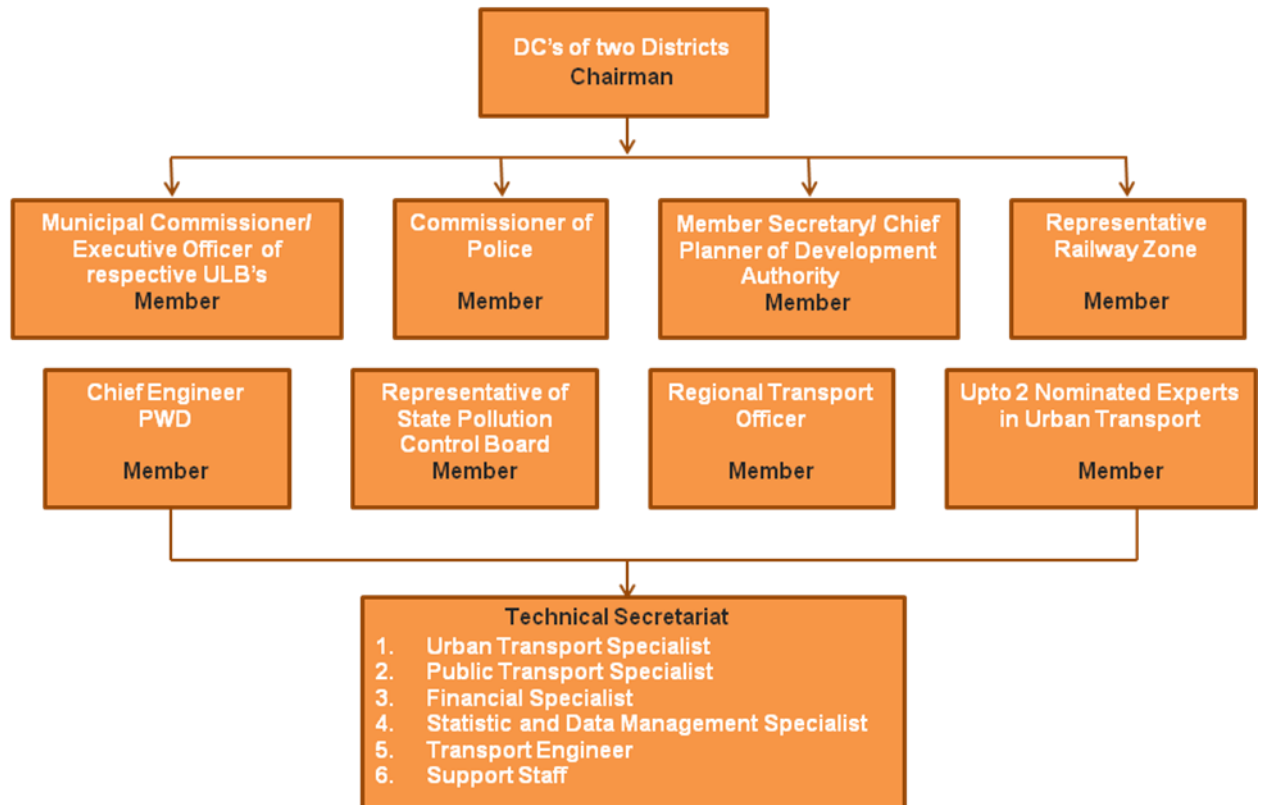


Figure 11-3: Recommended Structure for UMTA setup

11.3.2.2 Staffing and Manpower

UMTA shall have to avail the services of an expert team of traffic and transportation planners, engineers, urban planners and other technical advisers. In order to strengthen its human resource, UMTA shall have to form a schedule of officers and employees whom it shall deem it necessary and proper to maintain for the purposes of UMTA Act. In addition to this, various powers related to appointment, promotion, suspension, etc shall also have to be worked out as per the Government's schedule.

11.3.2.3 Urban Transport Fund (UTF)

Public transport sector is almost non-existence in Jamshedpur. On the physical infrastructure side, vehicle sales generate large revenues, through taxation. Most of the proceeds, however, are treated as general taxes and do not trickle down to the urban area level as a ready pool of resources for urban transport projects.

It is thus suggested that a separate collection of funds be generated locally and so that the same may be spent locally on development and maintenance of urban transport infrastructure. This fund can be managed by a professional fund manager (appointed by the city level Unified Metropolitan Transport Authority) so that the balances in this fund can earn appropriate returns, in accordance with prevailing market potential.

Any local investment proposal that would require funding/ part funding from the Local Govt. / State Govt. could be posed to the UTF for financial support. Approval could be given by the UMTA, after due appraisal by the Local Administrator/ Secretariat.

Source for Funding:

- Taxes - property tax, sales tax on fuel, advertisement tax
- Portion of parking fee
- Collections from congestion tax
- Additional fee on PUC certificate
- Collections from traffic violation fines
- Additional registration fee on vehicles – this could be graded depending on the size of the vehicle
- Proceeds from “Land Value Tax” or “Betterment Levy”
- Any other fee/ tax that may be decided to be used exclusively for investments in improving urban transport infrastructure and services

11.4 Agencies and Strategy

11.4.1 Implementing Agencies

Implementation of CMP proposals is primarily the responsibility of four agencies i.e. ULBs. Broadly, implementation agencies and their roles and responsibilities are listed in **Table 11-1**.

Table 11-1: Implementation Agencies in Jamshedpur Urban Area

S. No.	Agency Name	Specific to the Current Project
1	ULBs (including JUSCO)	Road building and maintenance, street lighting, traffic management in Jamshedpur Urban Area
2	PWD	Implementation of roads and bridges including footpaths, NMT infrastructure (cycle tracks), landscaping, PPP projects etc.
3	Traffic Police	Traffic Management
4	Transport Department (RTO)	Policy for scrapping of old vehicles, ensure metering for auto rickshaws and taxis, permits for stage carriage
5	Proposed Public Transport SPV	To fund and run the public transport services in Jamshedpur Urban Area

11.4.2 Implementation Schedule

The Implementation schedule in terms of phasing of the projects is presented in this section.

- Phase-I : 2016-2019
- Phase-II: 2020-2025
- Phase-III : 2026-2035

The projects in **Phase-I** includes majorly short-term traffic improvement schemes and few medium-term improvement proposals. The list of various categories that will fall under Phase-I are given below. The detailed description related to each category is presented in **Chapter 8: Transportation Improvement Proposals**.

- Strengthening of roads
- Junction improvements (geometric improvements & raised pedestrian crosswalks etc.)
- Road markings and signages on all major roads of the study area
- Development of bus shelters along existing bus routes
- On-street & off-street parking demand management
- Regularisation of existing IPT service
- Implementation of one-way traffic movement schemes
- Hawkers and street-side vendors management
- Improvement of pedestrian facilities i.e., footpaths along major roads

- Development of Elevated (Eastern) Corridor

The projects in **Phase-II** include majorly medium-term proposals and few long-term proposals. The details of Phase –II proposals are listed below:

- Development of off-street parking facilities
- Development of NMT infrastructure i.e., cycle tracks and footpaths
- Expansion of existing intra-city bus terminal
- Development of new bus routes and bus shelters along new routes
- Expansion/ Development of ISBT
- Development of new bridge cum road from Marine Drive (Sonari) till NH-33
- ROB/ RUB at level crossings
- Development of truck terminal
- Development of marine walkways

The projects in **Phase-III** include mostly long-term proposals that are listed below:

- Road widening proposals
- Development of new bridge cum road on eastern side of the study area i.e. via Manpita till NH-33
- Development of mobility corridors
- Development of ring road network