Convergent Public Action in City Management

City Management Group – A think tank for innovations

PREFACE

Bhubaneswar, the capital city of Odisha is a unique amalgamation of tradition and modernism. Dotted with temples of the past era glorifying several Hindu Gods & Goddesses, it is rightly termed as a "City of Temples". It is a city which has seen the advent of many faiths like Hinduism, Jainism & Buddhism and their peaceful coexistence with each other that has resulted in reinforcing its secular image in the country. While the old city preserves the golden chapters of history, the modern city boasts itself as being a tech- savvy City of Eastern India. Poised to becoming the premier tech city in eastern India, the city offers benefits like none other Excellent Infrastructure leading to all round enhancement of quality of life and high quality talent pool. It has a modern cosmopolitan married to great historical and leisure places, the combination of which make it a preferred destination. It is also one of the safest cities in India to live in.

Though it is filled with all amenities and facilities to live in, on the other hand it is associated with a lot of problems, its dwellers are facing in their day-to-day life. Different departments of Government of Odisha have been adopted different schemes with an intention to eradicate those problems. There should not be any conflict while implementing these plans. Hence City Management Group has been formed to avoid the unpleasant situations arising due to conflict between different departmental decisions and to make the plans people-centric.

The idea behind such a group was to provide concerted and synergistic approach that could be citizen-centric. The initial idea was to have a combined effort so that persisting problems can be easily tackled. Gradually there arouse the need for institutionalization of the group. This would pave the way for concrete decisions having legal sanctity.

The main objective is to identify the innovations those have been adopted in favour of providing services to public. The focus should be on how people are benefited from those plans. The best practices are to be followed for the sustainability of the plan. Special steps may be taken for the replicability of the process.

The Study Team

ACKNOWLEDGMENT

ABBREVIATIONS

AR: Administrative Reforms

BDA: Bhubaneswar Development Authority

BMC: Bhubaneswar Municipal Corporation

CMG: City Management Group

DFO: Divisional Forest Officer

F&E: Forest and Environment

GA: General Administration

H&UD: Housing and Urban Development

IDCO: Odisha Industrial Infrastructure Development Corporation (IDCO)

JNNURM: Jawaharlal Nehru National Urban Renewal Mission

MIS: Management Information System

MoUD: Ministry of Urban Development

NIC: National Informatics Center

OFDC: Odisha Forest Development Corporation

PHED: Public Health Engineering Department

RTO: Regional Transport Officer

ULB: Urban Local Body

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CHAPTER-1 INTRODUCTION

Good governance has direct and immediate effect on the quality of life of the city. The improvement in governance has a visible impact in the city as successfully witnessed in some of the cities of India. The proactive leadership and a committed administration are the underlying reasons of these successes.

Provision of facility and service is the basic function of Urban Development. With the implementation of the statues in accordance with the 74th amendment, it is imperative to have a local body and the functions of local body to be carried out by it. Generally it is the Municipality that looks into the functions of the local departments.

1.1 Background

A City Management Group (CMG) was constituted in 2006 by General Administration (AR) Department, Government of Odisha to recommend and carry out plans for better management of the city of Bhubaneswar. The CMG had met on 6th December 2006 of its 1st meeting to discuss important issues related to the development and management of the city of Bhubaneswar under the Chairmanship of Special Secretary, General Administration Department.

It was observed that the CMG requires coordination among various Departments / Agencies such as General Administration Department, Housing and Urban Development Department, Works Department, Home Department, Commerce and Transport Department, Forest and Environment Department, BMC, Police, PHED, District Administration, BDA & IDCO. It order to accomplish this difficult task of synchronizing activities of so many varieties of Agencies and Departments, it was felt necessary to constitute a Core Coordination Committee under the Chairmanship of Special Secretary, GA Department and named as City Management Group (CMG) consisting of the following entities;

   i. Managing Director, IDCO, Bhubaneswar
  ii. Commissioner, BMC

iii. Director of Estates, GA Department

iv. Superintendent of Police, Bhubaneswar

v.   Managing Director, Odisha Forest Development Corporation(OFDC)

vi. DFO, City Forest Division, Bhubaneswar

vii. Collector, Khurda

viii.   Chief Engineer, Roads

ix.   Chief Engineer, Building

x.   Chief Engineer, PH (Urban), Bhubaneswar

xi.   Secretary, BDA

xii.   Secretary, State Pollution Control Board

xiii.   RTO, Bhubaneswar

xiv.   Tourist Officer, Bhubaneswar

xv.   Any other entity whose function has bearing on city management may also be included as entity in future.

1.2   Objectives

- To recommend and carry out various plans for better management of the city of Bhubaneswar
- To bridge coordination among various Departments / Agencies of Government of Odisha
- To resolve various important issues related to the development and management of the city of Bhubaneswar
- Overall development of the city.

1.3   Functions of CMG

The City Management Group is envisioned to coordinate among various departments and agencies for better management of the city. This group is some what similar to a core coordination committee of the Government. The primary functions of the CMG are as follows;

a. Identification of Stakeholders.

b. Regular meetings and release of proceedings.

c. Putting forward of proposals for city management by individual stakeholders.

d. Identification of concerned stakeholders for any particular proposal.

e. Defining timeline and procedure of implementation of any proposal.

f. Periodic review of implementation status in meetings.

1.4 Decision making process

The CMG meets on every Saturday at 10.30AM and on second Saturday the meeting holds meeting on Friday at the same time. As the management process gets institutionalized, the CMG may meet at longer intervals as determined by the group. The meetings are attended by the members or their representatives.

- As different Departments of Government of Odisha are involved in the CMG and sits under a single roof, hence the decisions taken by all departments become mutual.
- Less time involvement in decision making process through inter-departmental decisions.
- Less cost and time involvement by executing the co-related processes concurrently.
- Legal approval of departmental decisions at once. Thus time saving.

Important decisions taken:

1. **Management of vacant spaces** including the followings:-
   a. Eviction of encroachment
   b. Relocation of encroachers to the extent possible
   c. Barricading of vacant spaces
   d. Plantation and Hedging on vacant spaces including roadside land.
   e. Designing and management of hoardings.
   f. Setting up of beat houses and police assistance booths for facilitating effective police action against wrongdoers and providing police assistance to needy people.

Boundary wall on the open space at BJB Nagar (Behind State Museum) has been constructed in order to prevent encroachments by the slum dwellers residing adjacent to that place along with at IRC village area, BJEM-Kalpana area and Mz. Gopabandhu Nagar of the city. The CMG has also launched a Land Search Team since 2007 to find out the Government lands in the city encroached by the public. More than five plots were detected by the team so far.

2. **Setting up of Parking and No Parking Zones** (Tow Away Zones): The Bhubaneswar Municipal Corporation has identified the parking and no parking zones (Tow Away Zones) with clear signals and establish a mechanism for towing away unauthorized parked vehicles. This has been identified in the school area, official establishment area, industrial area, park area, market

building area, shopping mall complex area etc. A joint survey was made by the BMC and GA Department to identify patches of Govt. land for creating and developing parking space more particularly by the side of Janpath. Multi-layer parking arrangement has been conceptualized to ensure optimum use of available Govt. land. BMC and BDA have taken up the work on PPP mode.

3. **Setting up of Vending Zones for relocation of street vendors**:

   The capital city of Odisha in India initiated an innovative approach to improve the informal trade and better managed public space. This initiative is unique in nature due to the development of public private partnership model. The task was not easy due to the combination of many institutions. But today this initiative is in the process of replication in many other cities of the country.

   The present case study relates to the Bhubaneswar Municipal Corporations innovative strategy to organize the informal venders into vending zones. The civic body of Bhubaneswar realized that informal venders need to be organized for the best interest of city transport, beautification and reducing city's Carbon Foot Prints. It also realized that organized vending zones would provide revenue to the civic body.

   BMC has set up vending zones along with public park for the roadside vendors near Bhuasuni Temple in Mz. Nuagaon, Unit-II, Unit-III, Dumduma etc.

4. **Traffic Management**: This includes for proper designing of roads to facilitate smoother flow of traffic, construction of flyovers and maintenance of traffic signals. BMC and Works Department has formulated guidelines for widening and

redesigning of the city, streets, construction of flyovers, bus bays etc. for the smooth flow of the traffic in the city.

The corporate sector like AIRTEL Company has developed and maintaining the traffic islands at Rupali Square.

5. **Setting up of wholesale markets** of food and allied products as fruits, vegetables, eggs, meat etc. for facilitating arrivals and supplies from rural areas and their off take by retail vendors of the city. The District Administration has identified suitable lands of 30–40 acres in the outskirts of the city for development of the wholesale market for food and allied products.

6. **Setting up of large dormitories** for facilitating temporary accommodation of rural migrants to cities, daily workers of the city and other poor people looking for work in the city. The District Administration has identified land for setting up of dormitories for temporary accommodation for rural migrants to the city, poor and low income group persons and job seekers.

7. **Demolition of unauthorized constructions**: The joint eviction drive by the BDA and BMC has reported more than 100 numbers of unauthorized constructions are demolished.

8. **OMFED and OPOLFED**: Various OMFED and OPOLFED booths have been constructed to provide instant tea, milk, curd etc. and fast foods respectively. The BMC and GA Department have formulated guidelines for installation, running, shifting and relocation of OMFED and OPOLFED in the city.

1.5 City Management Group– At a Glance

Name and address of the Body	City Management Group, General Administration Department, Odisha Secretariat
Type of Body (Board, Council, Committees, Other Bodies)	Committee
Brief Introduction of the Body	**Establishment Year**: 2006 **Objective**: To synchronize various activities of so many varieties of agencies and departments for development of the city.
Role of the Body (Advisory / Managing / Executive / Others)	Advisory, Managing and Executive
Structure and Member Composition	<u>Chairman</u>: Special Secretary, GA Department <u>Members</u>: 1. Managing Director, IDCO, Bhubaneswar 2. Commissioner, BMC 3. Director of Estates, GA Department 4. Superintendent of Police, Bhubaneswar 5. Managing Director, Odisha Forest Development Corporation(OFDC) 6. DFO, City Forest Division, Bhubaneswar 7. Collector, Khurda 8. Chief Engineer, Roads 9. Chief Engineer, Building 10. Chief Engineer, PH (Urban), Bhubaneswar 11. Secretary, BDA 12. Secretary, State Pollution Control Board 13. RTO, Bhubaneswar 14. Tourist Officer, Bhubaneswar 15. Any other entity whose function has bearing on city management may also be included as entity in future.
Head of the Body	Special Secretary, GA Department– Chairman
Frequency of Meetings	Two times in a month. Every 1st and 3rd Saturday of a month.
Can public participate in the meetings?	No
Are minutes of the meetings prepared?	Yes
Are minutes of the meetings available to the public? If yes please provide information about the procedure to obtain them.	Yes. It can be obtained under RTI Act, 2005.

CHAPTER-2 METHODOLOGY

2.1 Process followed for institutionalizing CMG

The model adopted for convergent action through City Management Group has proved to be successful over the last couple of years. It is has given fruitful results in form of several innovations across the city relating to city beautification, recreational parks, widening of roads, well managed traffic posts, proper housing plans etc. Now the time has come for the Government to institutionalize the City Management Group into a regulatory and statutory body having a legal sanction. This should give the discussions and deliberations made during the meeting an official order to abide.

Procedure followed to take a decision:
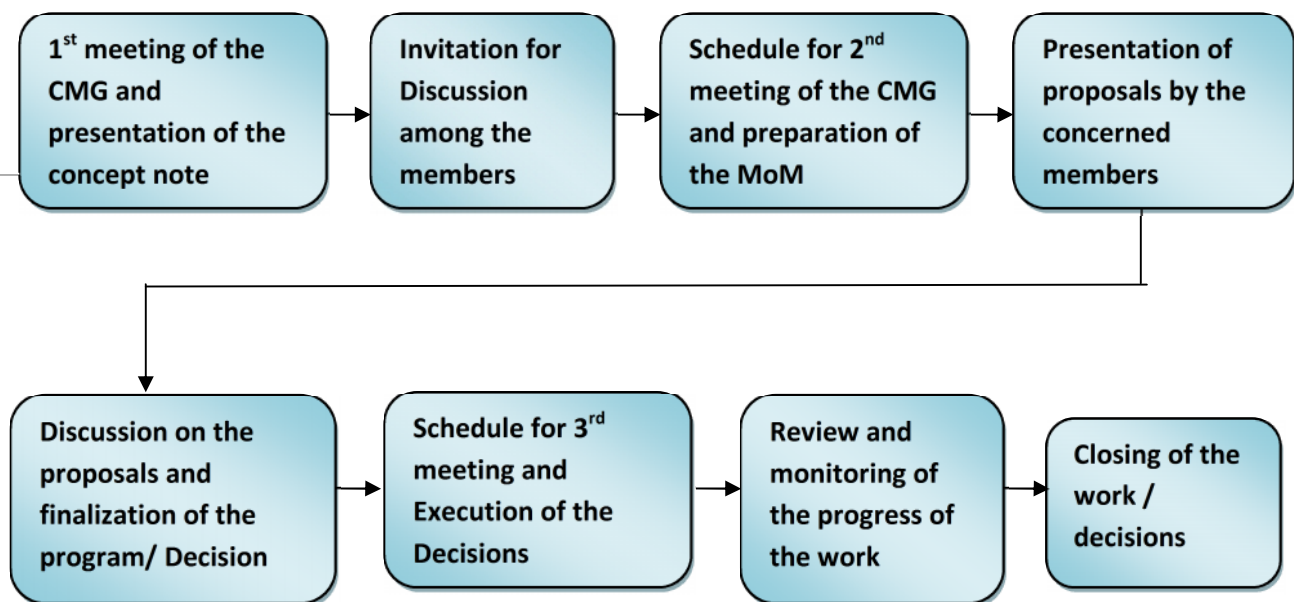
2.2 Innovations Adopted

After successful constitution of CMG many significant & innovative steps have been taken for the development of the city and helping the city dwellers. Today many initiatives are in the process of replication in many other cities of the country. Few innovative initiatives are described as follows;

2.2.1   Collection of miscellaneous ground rents:

The CMG has developed a mechanism of collection of miscellaneous ground rents for giving temporary and seasonal permission to open stalls like Fire crackers, Rakhee, Greeting cards, Holi, Lassi, Opera Show, Puja Manadaps etc. and utilize the amount for improvement of civic amenities in the capital city. The BMC has leading this initiative successfully.

2.2.2   City Bus Services:

As a part of its second stimulus package, Ministry of Urban Development (MoUD), Government of India offered financial assistance to mission cities for procurement of buses for Urban Transport under the Jawaharlal Nehru Urban Renewal Mission (JNNURM) programme.

Under these projects, the State Government has released Rs.891.00 lakhs which includes the ACA component of Rs.792.00 lakhs and state share of Rs.99.00 lakhs to the ULBs concerned. In anticipation of GoI receipt, the State Government has released Rs. 712.00 lakhs (ACA+SS) in favour of BMC, BBSR & Puri Municipality for implementation of the project.

A Special Purpose Vehicle in the name of Bhubaneswar–Puri Transport Services Limited (BPTSL) has been created for monitoring the day to day operationalisation of the City Bus Services. 55 nos of standard buses (50 for BBSR + 5 for Puri) and 70 nos. of Mini buses (50 for BBSR+20 for Puri) have been procured for City Bus Services in Bhubaneswar city & Puri town. Expenditure for Rs.1258.07 lakhs out of the released amount has been incurred. The City Buses have been made operational in six routes of Bhubaneswar city.

2.2.3 City Beautification:

Paintings:–

BMC has started with a fresh idea of city beautification through painting the walls of the city with colours dwelling on Odisha's rich cultural flavour. Around 20 institutions/individuals funded a group of talented artists with a sum of Rs.30 lakh for the entire exercise.

Major Walls of the City have been adorned with paintings depicting Odisha's cultural & traditional history, art, festivals, rituals, village life, tribal art, folk tales and portraits. Many Corporate houses & banks have volunteered to come forward & joined hands with BMC in beautifying the city walls. Efforts are on to identify the walls at few more significant places for painting with the assistance of corporate houses.

Colony Park, Plantation & Mission Green Drive Programme:–

In line with Mission Green Drive and "Go Green Drive", BMC came upon with a novel idea through beautification of city & recreation of Colony Parks. 24 nos. of Colony Parks have been taken up by BMC with initial investment of 90% of the project & the rest 10% share by Resident Welfare Association. Stretches along roads and important squares are identified and assigned to various institutions for development of green patches & good lighting.

The CMG with the help of District Forest Officer, City Forest Division has also started to set up a long-term plan of action for afforestation and their maintenance. The

consultation meeting of all stakeholders has been concluded and the physical verification has been done successfully for this purpose. This drive has been geared up since 2010.

Bus Shelter & Public Convenience:-

The existing Bus Shelters have been modernized & made functional in PPP mode. A City Bus service has been dedicated to the citizens of the city with effect from 10.10.2010 under JNNURM scheme.

Parking Places:-

Parking places have been created & developed in BMC area for parking of Vehicles. This is convenient for Vehicle owners and to avoid traffic congestion. Users' fees are being collected for parking of vehicles also.

Nagarbandhu Sanman:-

A new scheme formulated by BMC in association with Plant Lovers Association, Odisha Environmental Society & ICLEI-SA. Nominations are invited across the city from individuals & organizations who have contributed towards cleaning & greening Bhubaneswar. Spot visits are made to select the best nominations. This has proved to be a good way of encouraging active and positive involvement of citizens.

Street lighting:-

Most of the uncovered stretches in the city are lighted now with hi-mast light up the major junctions and several ornamental three arm lights adorn small junctions. Focus is on to promote energy efficiency and energy conservation measures through adoption of solar energy sources, & LED street lighting.

Foot Over Bridge:-

Steps have been taken for construction of foot-over bridges at three places within the city.

Planned eviction of encroachment:-

Major squares, main roads and thorough fares with immediate erection of fences and subsequent plantation are bearing fruits. Creation of public nuisance is being countered through issuance of notices and awareness campaigns.

Beautification of market building:-

Area popularly known as Unit-II market with an investment of around Rs.80 lakhs is the talk of the town. Floor tilling, ornamental lighting, choicest plantation, systematic parking and good sitting arrangement have brought a total transformation much to the pleasure of hundreds of people thronging the market everyday. Capital market Association has partnered with BMC in this development process. All unwanted encroachment has also been removed from this area.

Renovation of ponds:-

The CMG had requested BMC to renovate the existing ponds, tanks, small water bodies as a part of city beautification. Various ponds near Old town, Laxmi sagar, Dumduma etc have been developed.

Involvement of Corporate Bodies:-

BMC has involved various Public Sector Undertakings (PSU) like Indian Oil Corporation, Odisha Mining Corporation (OMC) for city beautification drive from Kalinga Stadium to Jaydev Vihar and from AG Square to Rajmahal Square respectively. Other corporate sector enterprises like PPL have installed an electrified stream near Paribahan Bhawan at AG Square. Punjab National Bank has also installed ornamental lights at four public places of the capital city. Other institutions like ENCON, Mayfair Hotel and FACOR have developed the median and road side land from Jaydev Vihar to Nalco Square.

2.2.4 Citizen Interface & Citizen Cards:

BMC believes in 'Progress through Partnership' & to ensure active participation of Citizens in the process of development, the Resident Welfare Associations of each ward is involved in the process through direct interaction with its members in the presence of the officers of BMC & the Corporator of concerned ward. The citizens Interface was conducted by BMC during January, 2011 with the participation of many citizens and officers of BMC.

2.2.5   Vending Zones:

The capital city of Odisha in India initiated an innovative approach to improve the informal trade and better managed public space. This initiative is unique in nature due to the development of public private partnership model. The task was not easy due to the combination of many institutions. But today this initiative is in the process of replication in many other cities of the country.

The present case study relates to the BMC's innovative strategy to organize the informal venders into vending zones. The civic body of Bhubaneswar realized that informal venders need to be organized for the best interest of city transport, beautification and reducing city's Carbon Foot Prints. It also realized that organized vending zones would provide revenue to the civic body.

The process of vending zones can be explained as:

STEP I: Enumeration of vendors by civic body along with street vendors association. Civic body also conducts an independent survey to identify correct person.

STEP II: Civic body then identifies a place for relocation of vendors in consultation with City Management Group (CMG).

STEP III: Civic body informs identified informal hawkers to move into the new location. The existing place is cleaned from encroachers and wire fenced for plantation or parking etc.

STEP IV: Vendors were allowed to construct temporary shed as designed by civic body. Vendors are then allowed constructing shed made of recycled product bamboo. Upon successful functioning for six months they were allowed to convert the shed from bamboo to iron sheet.

STEP V: The process of constructing iron sheet is done through an advertising agency. The advertising agency is given right to use the defined displayed space for commercial use. The advertising agency shares some portions of revenue in constructing the sheds.

STEP VI: All the identified vendors were provided with a photo identity card signed by Chief Executive Body.

STEP VII: Vendors to register for trade license in civic body.

STEP VIII: The vending zone has to follow the instructions of civic body.

CHAPTER-3   PRACTICES FOLLOWED

3.1   Methodology Adopted for Transparency and Accountability

The CMG meeting is convened under the Chairmanship of the Special Secretary, GA Department and all the stakeholders participated. Every member put forward their proposals and ideas in an open platform and this is subject comments and suggestions of the members present. Every points of discussion are clearly noted down for record and future actions. All these steps ensure transparency of the methodology.

Any proposals and discussions during the meeting carry the same level of importance for everybody even if it has no significance to a particular stakeholder. Concerned stakeholders for any proposal mention their part of the job.

3.2   Users' Satisfaction
- Illegal vending in major street are now encroached free.
- It is a win-win situation for all venders in terms of stability and partner in city development.
- Citizens are happy in identifying reliable informal business venders.
- Civic body got rid of from everyday eviction drive.
- The vending zones are more organized than previously.
- Organized parking places.
- Availability of bus shelters.
- Adequate lighting in streets.
- Creation of a cozy market place through beautification of market building.

3.3   Quick Decision

As different Departments of Government of Odisha are involved in City Management Group and sitting under a single roof, so spot decisions are taken through inter-departmental decisions. All decisions are well documented and necessary

arrangements have been taken to communicate the decision to the public.

3.4 Convergence

A convergence process has been adopted among various Departments / Agencies such as General Administration Department, Housing and Urban Development Department, Works Department, Home Department, Commerce and Transport Department, Forest and Environment Department, BMC, Police, PHED, District Administration, BDA & IDCO. Any other entity whose function has bearing on city management may also be included as entity in future. All decisions are in mutual understanding. So, all service rendering departments are taking decisions in consultation with other related departments or agency before final decision taken.

CHAPTER-4   OBSERVATIONS

4.1   Cost effectiveness

- Civic body received revenue income of Rs 15.00 Lakh as trade license and Rs.1.9 Lakh as advertisements.
- Civic body is not required to spend money for construction of vending zones.
- Revenues for constructions were mobilized from advertisements on partnership basis.
- Civic body income increased with no investment.
- User's fees collection from parking places.
- Toll fee collection from particular areas and roads.
- Collection taxes from encroachments.
- Revenue collection from street vendors of market building.

4.2   Achievements

- Organized informal hawkers in Vending Zones.
- Provides vendors identity and their stability.
- City gained land from encroaches by different unused space equally.
- Civic body income increased with no investment.
- Location a walking distance, reduced use of vehicle.

4.3   Sustainability

Sustainable city planning should aim at achieving social and environmental equity while improving the lives of the people. For that to happen we need to have a sustainable city as well as provision and proper management of the services. Thus, in order for a city or urban area to be sustainable it needs to produce and manage basic services like water, waste, energy, and transportation in a way that it conforms to the principles of sustainable development. In other words, the city should be able to produce and distribute the services in an economic, environment friendly and equitable way, so that the initiatives will sustain in the long run in fulfilling the purposes of the public. The below factors argues for its sustainability;

- Growing informal trend in Indian economy will boost-vending zones.
- Near the housing complexes ensures computers reducing cities carbon footprint.
- Advertising rights as per the actual rates.

- Being a PPP it has no financial burden.
- Involvement of citizens in "Go Green Drive" and city beautification.
- Organization of citizen awareness programmes to understand their roles and responsibilities.
- Awarding people for their contribution towards cleaning of city.
- Sufficient funding for implementation of activities.

4.4   Replicability

The vending zone, city beautification and other concepts are transferable to any cities having available space near to housing society, streets or commercial areas. As these are running in PPP mode hence it is cost effective and it has no financial problem to replicate, only needs interest of the concerned authority.

4.5   Recommendations

- A core committee chaired by Special Secretary may be constituted for regular supervision on developmental works in the city.
- Inclusive vending zone policy should be formulated.
- Rigorous awareness campaign may be launched in regular interval for sensitizing the city dwellers regarding the maintenance of various developmental works.

CHAPTER-5   ENDNOTES

Cities in the developing countries are deficient in the provision of basic services that pollute the environment. It is to be noted that though there are some differences between cities and between rich and poor nations, in general urban infrastructure systems are designed without much attention to environmental and social impacts.

A sustainable city planning leads towards a sustainable development, attaining social equity and environmental protection in urbanization while minimizing the costs of urbanization. This paper aims at discussing some of the important issues relating to sustainable urban form that would lead to sustainable urban development with possible references to significant initiatives of Odisha.

CMG, a think tank for the innovative initiatives has marked a significant policy maker for the development of the city of Bhubaneswar.

The city fathers are taking lessons in urban management and functioning of CMG. Right from the basic needs of a city to challenges of urbanisation to sustainable city planning, the members are getting an insight into all these issues.

Green and Clean Bhubaneswar