JANAAGRAHA CENTRE FOR CITIZENSHIP & DEMOCRACY

Jana Urban Space Foundation

City-Systems Strategy

An actionable framework for transforming India's cities and towns

JANAAGRAHA
JANAAGRAHA CENTRE FOR CITIZENSHIP & DEMOCRACY

Janaagraha Centre for Citizenship and Democracy

Janaagraha Centre for Citizenship and Democracy (Janaagraha) is a Bangalore-based not-for-profit organization committed to transforming Quality of Life in India's cities and towns. Janaagraha defines Quality of Life not just as quality of infrastructure and services, but also as quality of citizenship in a democracy. Janaagraha, along with its sister organization Jana Urban Space Foundation, runs multiple programs on transforming cities and citizenship. These programs are based on a **Theory of Change** built around a City-Systems framework that Janaagraha has developed over many years of grassroots work with citizens, and urban policy advocacy with governments for scalable and sustainable change. Janaagraha's work over the last decade on addressing the complex challenges of India's cities continues to gain momentum and impact. Read more about Janaagraha at **www.janaagraha.org**.

Jana Urban Space Foundation (Jana USP)

Jana USP shares the mission of its sister organization—Janaagraha Centre for Citizenship and Democracy: transforming Quality of Life in India's cities and towns. Jana USP is a not-for-profit trust working on the core premise that urban planning and urban design are central to shaping vibrant cities and transforming Quality of Life. JanaUSP's goal is to catalyze a more thoughtful transition for a rapidly urbanizing India, through three streams of activities involving practice and policy: Urban Planning, Urban Design, Policies for Planning and Design. Read more about Jana USP at **www.janausp.org**.

To know more about Janaagraha's online initiatives, visit:
www.ichangemycity.com and **www.ipaidabribe.com**

City-Systems Strategy is a new action-oriented approach to transforming India's cities and towns. Read on to find out more.

RAMESH RAMANATHAN

SWATI RAMANATHAN

Ramesh Ramanathan and **Swati Ramanathan** are Co-Founders of Janaagraha Centre for Citizenship and Democracy, India's leading not-for-profit organisation working on governance reforms and citizen participation in India's cities and towns. Janaagraha is one of the four institutions they have founded as part of Jana Group, India's largest urban-focused, non-profit social change enterprise. Other organizations in the Jana Group include Jana Urban Space Foundation, an urban planning and design enterprise, Janalakshmi, an urban micro finance company and Janaadhar, an urban affordable housing company. Ramesh and Swati have been engaged in urban transformation for over a decade. Prior to their social ventures, Ramesh held leadership positions in Citibank's capital markets business in New York and London. He holds an MS in Physics from BITS Pilani and an MBA from Yale University, USA. Swati holds a Masters degree from Pratt Institute, New York and worked with Van Summern Architecture in the United States and Gensler Associates in the United Kingdom.

Foreword

"Before you start some work, always ask yourself three questions—'Why am I doing it?', 'What results do I want?' and 'Will I be successful?'" - **Chanakya**

Our cities are in a mess. The challenges are too deep and systemic to take tactical stabs at fixing them. We can only transform our cities if we ask two questions of our city leaders: 'What is the City's Strategy for transformation?' and 'What does a 5-year or 10-year Blueprint look like?'

Unfortunately, we have never asked these questions. There are many reasons for this: one, because we are so inundated by the problems of our cities that any response - even if the solution is tactical and situational—is acceptable; two, because we don't know who is in charge—after all, strategy and execution presumes that there is clear leadership, whereas Indian cities have a hydra-headed mishmash of institutions with fragmented mandates; and three, because—well, frankly, we haven't really taken a 5-year or 10-year view for our cities.

A few years ago, Janaagraha and Jana USP developed a framework to think about the systemic challenges of our cities, and called it the 'City-Systems' framework. Last year, we created a measurable diagnostic covering four themes of the 'City-Systems' framework—Urban Planning and Design; Urban Capacities and Resources; Empowered and Legitimate Political Representation and Transparency, Accountability and Participation. The Annual Survey of India's City-Systems (ASICS) measures the health of India's City-Systems. Like a health check-up, ASICS shows us the deep systemic flaws we have in our cities, and highlights the corrective actions to be taken.

The **'City-Systems Strategy'** and **'Transformational Blueprint'** outlined in this document provide a robust framework for city leaders to be able to develop a clear strategy for their city: identify the key outcomes that they wish to deliver for city-dwellers, across 4 themes: Economy, Equity, Environment and Trust and Participation; connect these outcomes with 3 key perspectives: Development (including projects, planning and finances); Policies and Processes; and Leadership and Capacities; and finally, create a Transformational Blueprint that identifies key initiatives across all these themes, and produce a practical, actionable 5-year roadmap for the city.

The City-Systems Strategy and Transformational Blueprint framework is the result of hundreds of thousands of hours of effort in fixing our cities over the past fifteen years. Janaagraha and Jana Urban Space are ready to engage with city leaders of any city, to help develop their customised City-Systems Strategy and Transformational Blueprint.

"All men can see the tactics whereby I conquer, but what none can see is the strategy by which victory is evolved." ***- Sun Tzu***

RAMESH RAMANATHAN SWATI RAMANATHAN

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Transforming Quality of Life in India's Cities and Towns

Imperatives for Transforming Quality of Life in India's Cities and Towns

The case for transforming Quality of Life in India's cities and towns is largely self-evident for an average citizen. For the leadership of a city however, the urgent imperative of transforming Quality of Life gains significance based on two distinct, but related factors—the **demographic boom** and the **economic imperative**.

The demographic boom in cities

The growth of India's urban population from 65 million at independence to over 375 million today and further to 600 million by the year 2030, will be an unprecedented demographic transition in the history of the world, except for China. By 2030, the population of India's cities and towns alone would equal the combined population of the United States, Brazil, Indonesia and Pakistan. This demographic transition will happen in the face of a severe backlog in public infrastructure and services that is already playing out on a daily basis in each of the cities and towns.

	Urban Population	Number of Cities and Towns	Number of Million-plus Cities
From	30% in 2011	5,161 in 2001	53 in 2011
To	40% by 2030	7,935 in 2011	80 by 2030

Figure 1

When compared to the cities in Brazil, China, South Africa and Vietnam, India's cities are far behind in providing basic infrastructure and services to its citizens, as illustrated in *Figure 2*.

The urban population boom against the backdrop of poor infrastructure and services is therefore, one of the two key reasons why transformation of India's cities and towns is an urgent imperative.

18% of urban households do not have access to toilets, defecate in the open.

Less than 20% of the road network in Indian cities is covered by storm water drains.

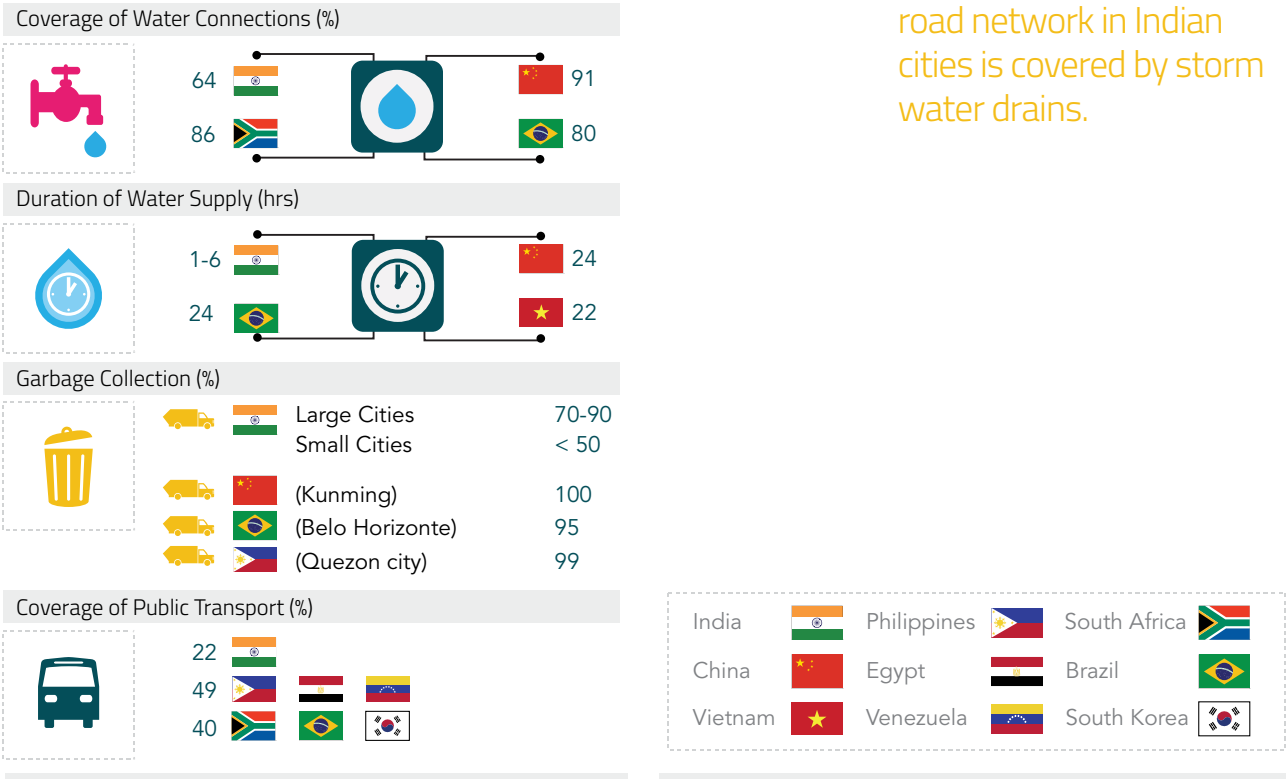


Figure 2

The economic imperative of cities

Higher growth rates in economies are directly linked to higher degrees of urbanization. India's development agenda, therefore, also hinges critically on its cities emerging as economic powerhouses.

Indian cities are expected to generate 70% of India's GDP and 70% of new employment by 2030, and will require an investment of approximately INR 40 lakh crores over the next two decades. In addition, the urban economy is expected to generate 85% of the total tax revenues.

However, the ability of India's cities to emerge as hubs of investments and talent is wholly dependent on significantly better public infrastructure and services, and thereby, better Quality of Life.

The Economist Intelligence Unit's report,"Hotspots 2025: Benchmarking the future competitiveness of cities," has ranked India's cities very low on competitiveness. Of the 8 Indian cities that feature in the list of 120 cities, 6 cities have been ranked below 90, showing little improvement between 2012 and 2025.

Even cities like Mumbai and Delhi, which have performed relatively better, have lost out to peers in Brazil and China, as shown in *Figure 3*. This report shows that there is maximum correlation between the quality of physical infrastructure and public transport of cities, and their competitiveness.

Unless cities transform the quality of infrastructure and services, which are essential components of Quality of Life, the global competitiveness of cities will continue to be under severe strain.

Governments have been trying to meet the Quality of Life challenge in India's cities for more than a decade by continuously allocating budgets to treat the symptoms rather than the disease.
As an example,large sums of money are being spent on filling potholes in city after city, and year after year, but not on cracking the code on building high-quality roads. This fragmented approach is not addressing the existing issues.

Of the 8 Indian cities that feature in the list of 120 cities, 6 cities have been ranked below 90, showing little improvement between 2012 and 2025.

Global Cities	Ranks	
	2012	**2025**
Kuala Lumpur	39	31
Sao Paulo ⬆	61	36
Shanghai	32	38
Johannesburg	65	66
Bangkok	53	62
Jakarta	76	74
Incheon ⬆	60	43
Beijing	36	49

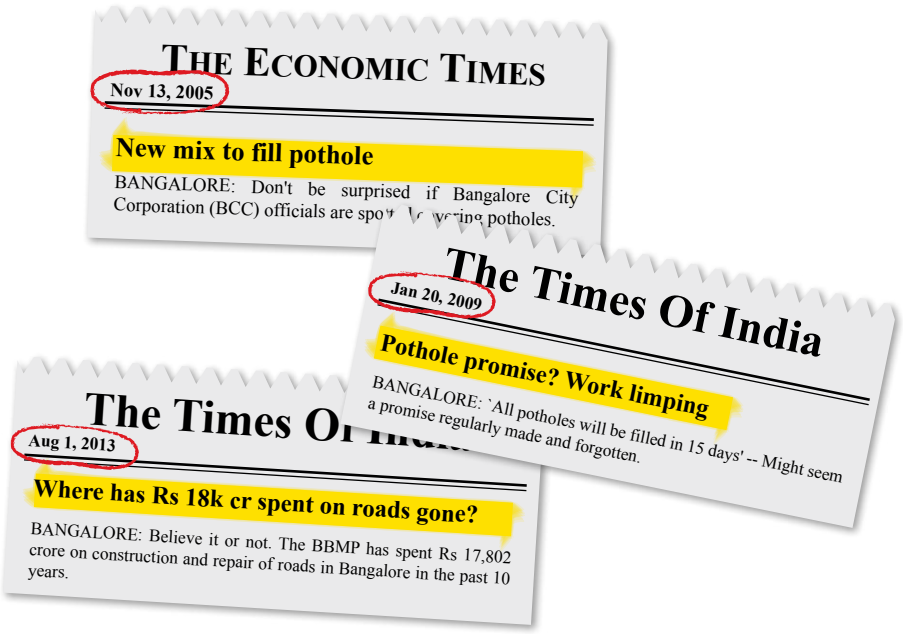
Indian Cities	Ranks	
	2012	**2025**
Mumbai	67	51
Delhi	69	56
Bangalore	86	94
Pune	101	99
Hyderabad	98	100
Chennai	105	101
Ahmedabad	92	104
Kolkata	105	109

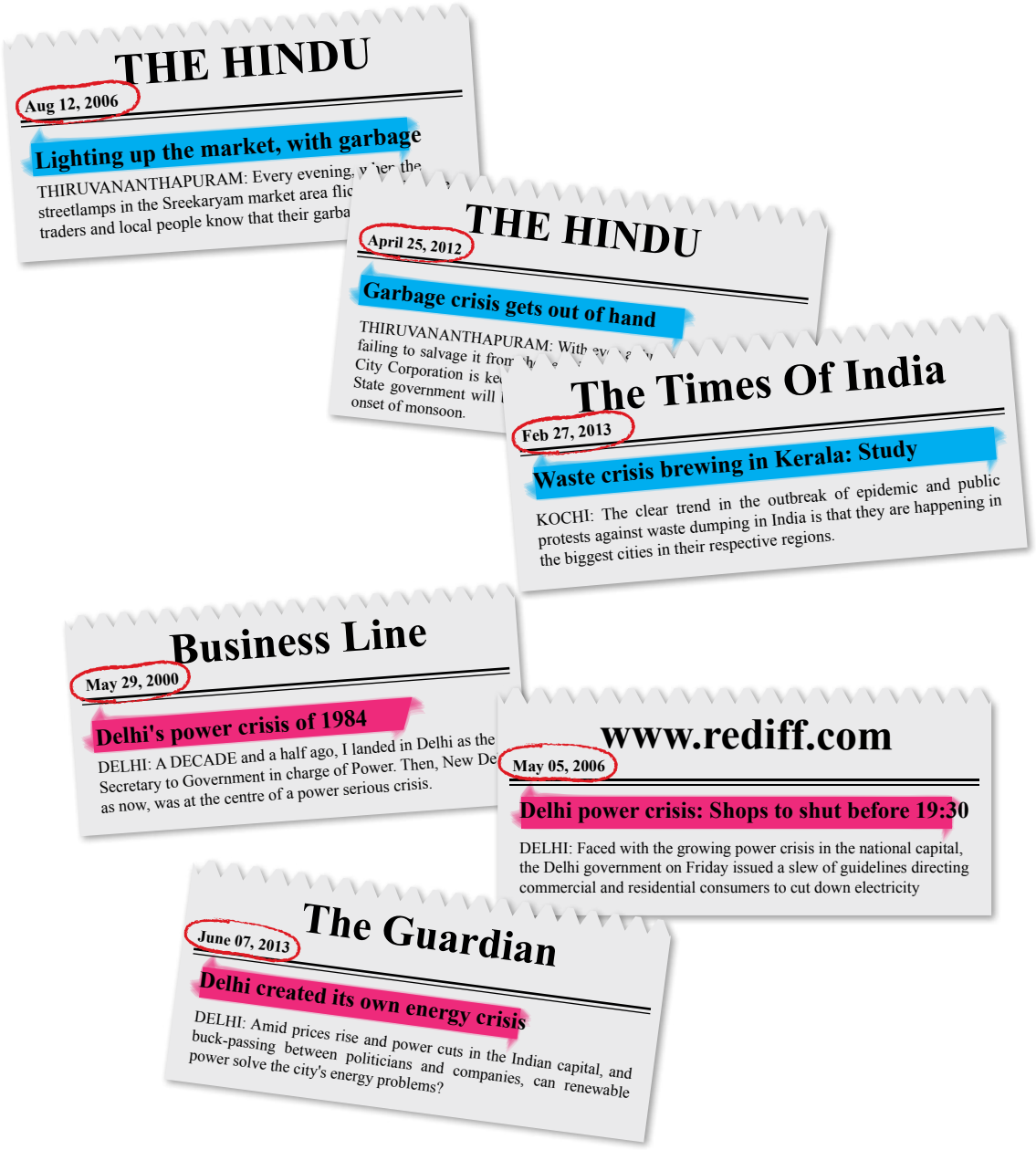
Figure 3

The failure of band-aid solutions

Potholed roads, snail-paced traffic, polluted air and water, crime, garbage dumps, slums, unstable power supply, etc. are all symptoms of the malaise in India's cities. These are not the root causes, but visible elements of a systemic failure in the governance and management of cities. However, governments have continuously focused on band-aid or patch-work solutions, temporary and largely ineffective solutions, which are only aimed at treating the symptoms, while completely ignoring the root causes. Any number of band-aids cannot prevent the malaise from spreading, unless the underlying structural deficiencies are addressed successfully.

This is clearly evidenced by the fact that most of these problems have persisted for more than a decade. On one hand, rapid urbanization is resulting not just in stagnation, but also deterioration in the state of affairs in several instances.




THE HINDU
Aug 12, 2006
Lighting up the market, with garbage
THIRUVANANTHAPURAM: Every evening,
streetlamps in the Sreekaryam market area
traders and local people know that their
THE HINDU
April 25, 2012
Garbage crisis gets out of hand
THIRUVANANTHAPURAM:
failing to salvage it
City Corporation is
State government will
onset of monsoon.
The Times Of India
Feb 27, 2013
Waste crisis brewing in Kerala: Study
KOCHI: The clear trend in the outbreak of epidemic and public protests against waste dumping in India is that they are happening in the biggest cities in their respective regions.
Business Line
May 29, 2000
Delhi's power crisis of 1984
DELHI: A DECADE and a half ago, I landed in Delhi as the
Secretary to Government in charge of Power. Then, New De
as now, was at the centre of a power serious crisis.
www.rediff.com
May 05, 2006
Delhi power crisis: Shops to shut before 19:30
DELHI: Faced with the growing power crisis in the national capital, the Delhi government on Friday issued a slew of guidelines directing commercial and residential consumers to cut down electricity
The Guardian
June 07, 2013
Delhi created its own energy crisis
DELHI: Amid prices rise and power cuts in the Indian capital, and buck-passing between politicians and companies, can renewable power solve the city's energy problems?

On the other hand, no serious efforts are being made to address systemic issues.

This is borne out by the results of Janaagraha's Annual Survey of India's City-Systems, a unique study that evaluates India's cities on systemic factors across four City-Systems—Urban Planning and Design, Urban Capacities and Resources, Empowered and Legitimate Political Representation and Transparency, Accountability and Participation. The study evaluates India's cities on laws, policies, institutional design and capacities, accountability mechanisms, etc. These in turn, determine a city's ability to deliver high Quality of Life on a sustained basis.

	Ahd	Blr	Che	Del	Hyd	Jpr	Kpr	Kol	Mum	Pun	Sur	NYC	Lon
Urban Planning and Design	2.5	2.9	2.2	3.9	2.9	2.5	2.8	4.2	2.6	0.7	2.5	**8.8**	**8.8**
Urban Capacities and Resources	2.5	0.9	2.2	2.9	2.1	2.4	1.8	2.0	2.7	2.6	2.4	**9.9**	**8.1**
Empowered and Legitimate Political Representation	3.2	1.9	4.1	2.2	2.6	4.5	4.0	4.3	3.8	3.8	3.2	**9.4**	**9.3**
Transparency, Accountability and Participation	1.5	3.0	2.9	1.2	4.4	1.2	3.1	2.9	3.3	3.2	1.4	**8.9**	**8.1**

Figure 4: Annual Survey of India's City-Systems, 2013; Ahd-Ahmedabad, Blr-Bangalore, Che-Chennai, Del-Delhi, Hyd-Hyderabad, Jpr-Jaipur, Kpr-Kanpur, Kol-Kolkata, Mum-Mumbai, Pun-Pune, Sur-Surat, NYC-New York City, Lon-London

Lack of Credible Financial Reporting

"Most states do not have credible information on the finances of their local bodies. Local bodies would continue to need funding support for building database and maintenance of accounts…"

- Twelfth Finance Commission 2005-2010

"…Unfortunately, successive Finance Commissions, including our own, have been unable to independently verify the data provided on local bodies. The need to put in place a system, where financial and performance data of local bodies can be audited and confirmed credibly, cannot be over-emphasised."

- Thirteenth Finance Commission 2010-2015

Weak Finances of Urban Local Bodies (ULBs)

"The municipal bodies in India are faced with the problem of poor finances. The own revenue generated by ULBs across the country accounts for only 0.5 % of GDP and this varies from a measly INR 38 in Orissa to INR 2,600 per capita in Maharashtra. The total revenue of ULBs accounts for only 0.94% of GDP (2007-08). This is very small compared to 6% in South Africa and 7.4% in Brazil. The low percentage of revenue and expenditure in ULBs is hurting the competitiveness of cities and consequently national economic growth."

- Report of the Working Group of Planning Commission on Capacity Building, 2011

Lack of Skilled Manpower in ULBs

> "…The requirements for Capacity Building in terms of Demand—Supply gap is high not only on account of the number of people to be trained, but also in terms of the competencies of the personnel required if the intended governance and service delivery standards are to be achieved."

- Report of the Working Group of Planning Commission on Urban Capacity Building, 2011

Lack of Adequate Skilled Manpower/ Senior Management

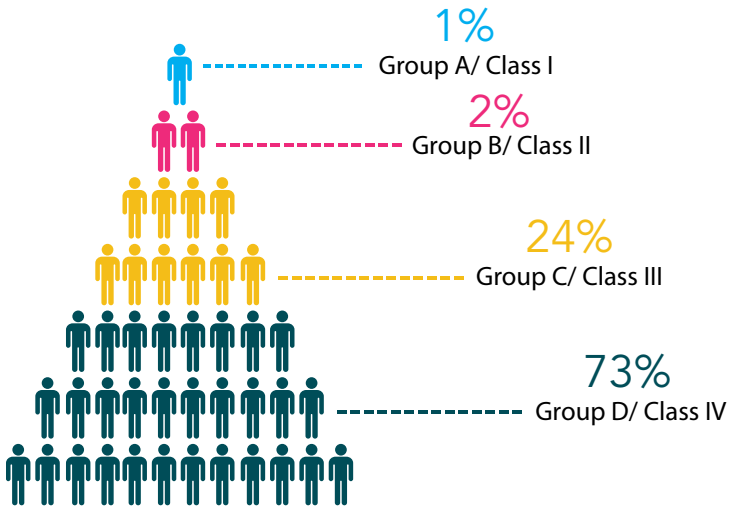


Figure 5: PWC Report based on TNA for JnNURM, 2009; data for JnNURM cities

According to the 2013 edition of the Annual Survey of India's City-Systems, India's cities scored across a range of 0.7 to 4.5 on a scale of 0 to 10, across the four City-Systems. In comparison, New York and London, which were included as global benchmarks, scored between 8.1 and 9.9 on the same scale.

The two questions that now arise are: Have any systemic reforms actually worked in India's cities? If yes, how can these be scaled and institutionalized?

The success of systemic solutions

In a complex urban ecosystem, visible changes to Quality of Life, such as, better quality roads, cleaner streets, etc. should be accompanied by sustainable systemic reforms. These reforms should address the root causes and create an enabling environment for developing permanent solutions.

Project Tender S.U.R.E., which is currently underway in Bangalore city, has proven that visible transformation is possible in Indian cities, while also implementing systemic reforms.

Read more to know how the **Tender S.U.R.E.** project is changing the way the Government of Karnataka and civic agencies in Bangalore plan, design and build city roads.

Project Tender S.U.R.E.

"We should start seeing a visible difference in Bangalore city... it will make a huge difference to Quality of Life... this is an activity that will benefit every strata of society"

- Kiran Mazumdar Shaw,
Chairman and Managing Director,
Biocon and Member, BCCF

The Impact

- To develop **25 Tender S.U.R.E.** roads in Central Bangalore, the Government of Karnataka allocated **INR 200 crores and INR 300 crores** in the 2012 and 2014 State budgets.
- An **Integrated Tender** contract was signed by the civic agencies, a first in India; this has resulted in integrating networked services and preventing indiscriminate road-cutting.
- **Genuinely collaborative** effort among the industry leaders of the Bangalore City Connect Foundation, the State Government, the Bruhat Bangalore Mahanagara Palike (Municipal Corporation) and the Jana Urban Space Foundation; demonstrates the power of partnerships between the government, the business fraternity and the civil society.
- **Strong emphasis** on streamlining **underground services**, providing uniform travel lanes within well-divided Right-of-Ways.
- Pioneers a **Lifecycle Costing** approach; higher capital outlay more than offset by gains over a 15-year period from underground ducting and overall improved designs, both above and below the ground.
- **Phase 2** to see four more roads in addition to an urban rejuvenation project. As of May 2014, 7 roads in Central Bangalore are being laid at a cost of INR 115 crores, giving Bangalore a network of world-class roads in its city centre.

< Men at work on a Tender S.U.R.E. road, organizing underground services below the footpath.

Redesign of Vittal Mallya Road as per Tender S.U.R.E. guidelines, with uniform travel lane widths, continuous footpaths, a designated cycle track and landscape strips. >

< Redesign of Siddaramalingaiah Circle as per Tender S.U.R.E. guidelines as an efficient intersection allowing for continuous flow of traffic at steady speeds.

"...right outside that building there was no road, basically it was fully potholed, when it rained there was 6 feet of water, no pavement, open drain, and it looked a disaster... I had to struggle for almost 18 months to get the permission to do it... and finally we had that vision, we had that passion and the whole idea was to set it as a template...and I am very happy to see from here the Tender S.U.R.E. idea happened..."

- Irfan Razack,
Managing Director,
Prestige Group

Implementing Project Tender S.U.R.E.

The redevelopment and redesign of two streets—**Vittal Mallya Road** and **Walton Road in Bangalore**, spearheaded the Tender S.U.R.E. movement. These two successful projects were completed as a collaborative effort between various stakeholders, the State Government and Jana USP proving that Bangalore can break out of the chaos and woes that plague urban roads and strive to become a world-class city. The complex but systematic journey of Tender S.U.R.E. is captured below.

Before

After

Before

After

In 2012, the Government of Karnataka announced a budget of INR 200 crores for Tender S.U.R.E roads in Bangalore. INR 300 crores was allocated in the State Budget 2014.

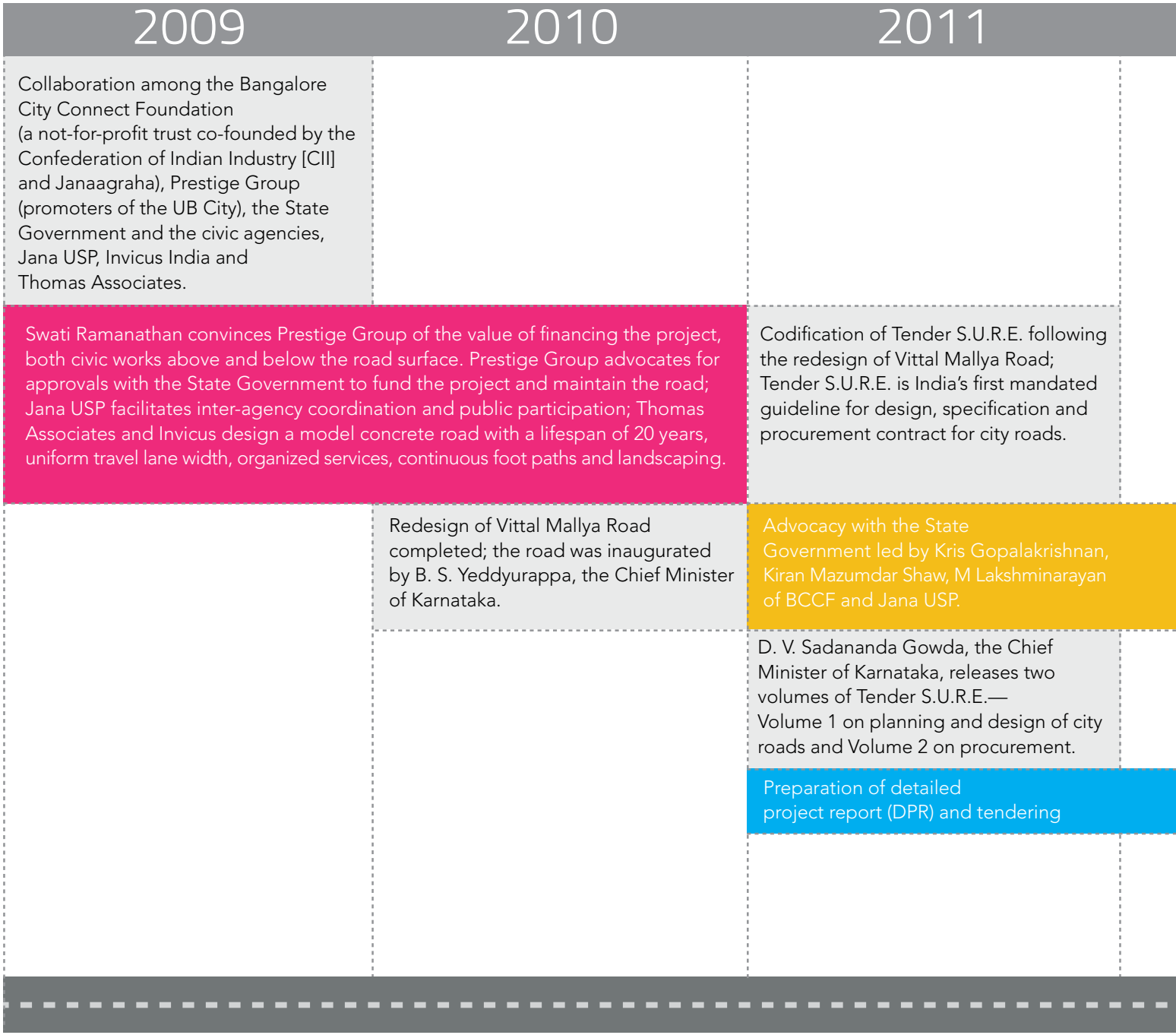
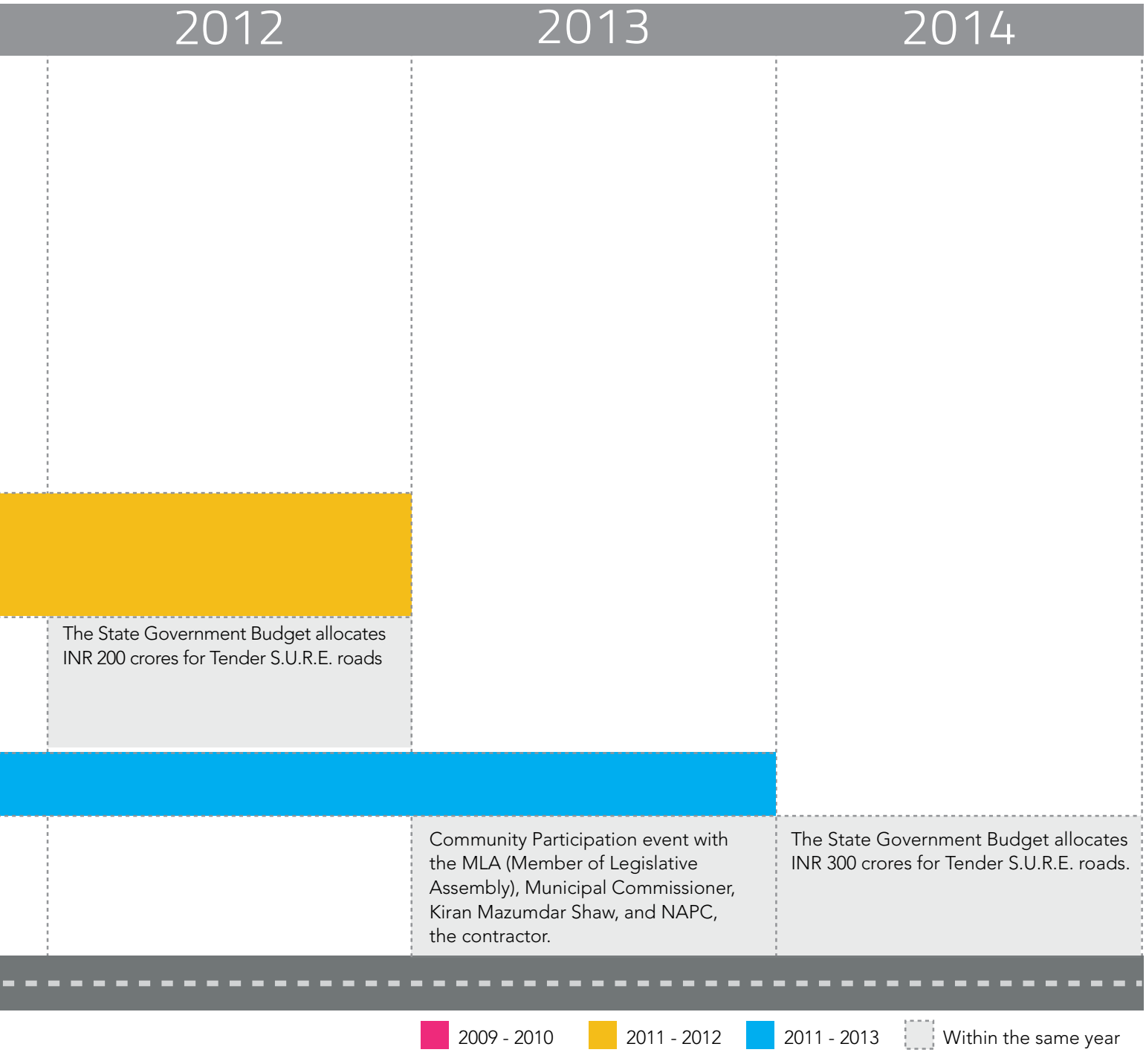


Figure 6: Systematic journey of Tender S.U.R.E.


2012
2013
2014
The State Government Budget allocates INR 200 crores for Tender S.U.R.E. roads
Community Participation event with the MLA (Member of Legislative Assembly), Municipal Commissioner, Kiran Mazumdar Shaw, and NAPC, the contractor.
The State Government Budget allocates INR 300 crores for Tender S.U.R.E. roads.
2009 - 2010
2011 - 2012
2011 - 2013
Within the same year

"...we worked with 18 different agencies of the government, we got them together...it was a long and arduous process, it took us almost two years to get it to the level of the Chief Secretary, Chief Minister... today I am happy that almost twelve roads are going to be made..."

- M Lakshminarayan,
Country Manager & Managing Director, Harman India and Member, BCCF

"I believe that urban India, at least as far as the roads in cities are concerned, should be a completely different picture if Tender S.U.R.E. specifications and Tender S.U.R.E. model becomes the basis for road making. I think it's a big leap forward"

- ISN Prasad,
Principal Secretary, Karnataka Chief Minister's Office, 2008-2012

Learnings from Tender S.U.R.E.

Tender S.U.R.E. prioritizes the comfort and safety of pedestrians and cyclists, as well as recognizes the demands of street vendors and hawkers. The project also combines street landscape and hardscape aesthetics with practical considerations of user behavioral change. At the same time, the Tender S.U.R.E. project brings with it strong and systemic elements, such as, inter-agency coordination, public- private partnerships, lifecycle approach to roads and augmenting government capacities by engaging external experts.

Tender S.U.R.E. is a case in point on how systemic changes can be achieved while simultaneously transforming Quality of Life. It also exemplifies the need for a structured and systematic way of thinking about and solving problems and challenges faced in cities. Tender S.U.R.E. addresses one piece of a complex puzzle that we need to solve using the **City-Systems Strategy**.

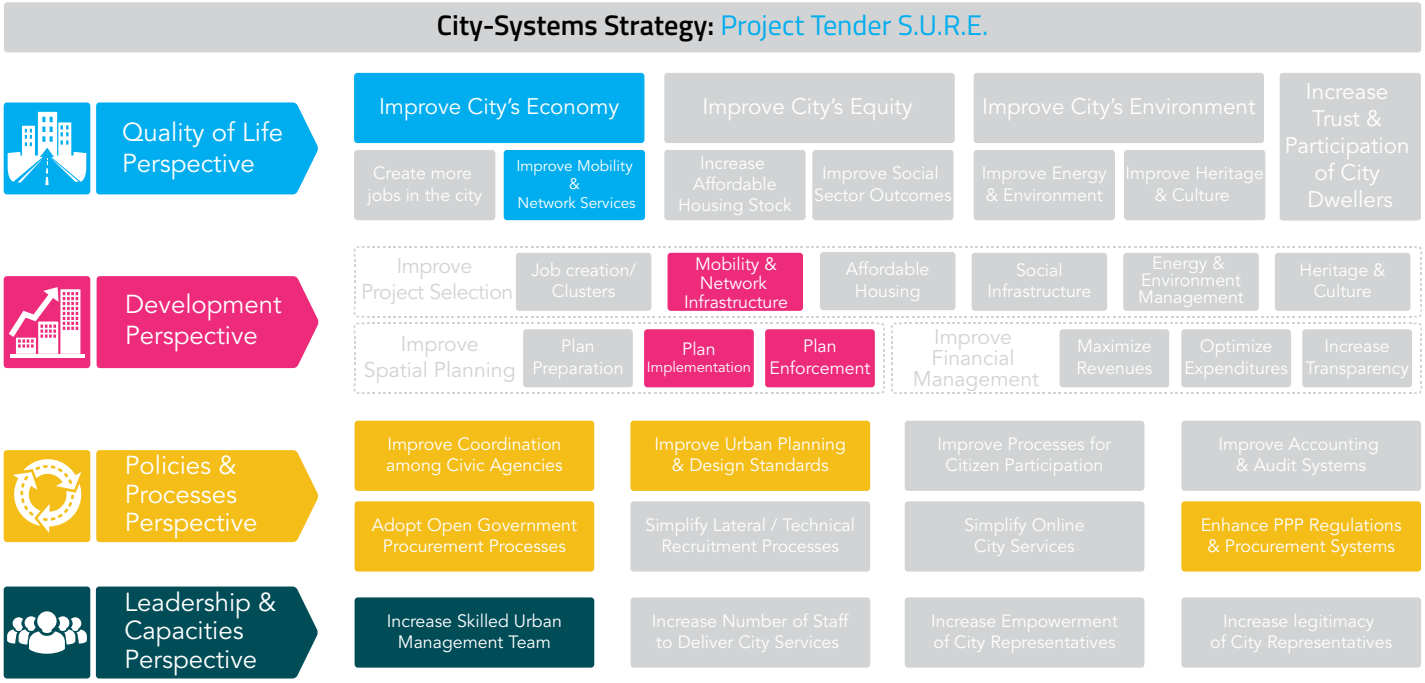
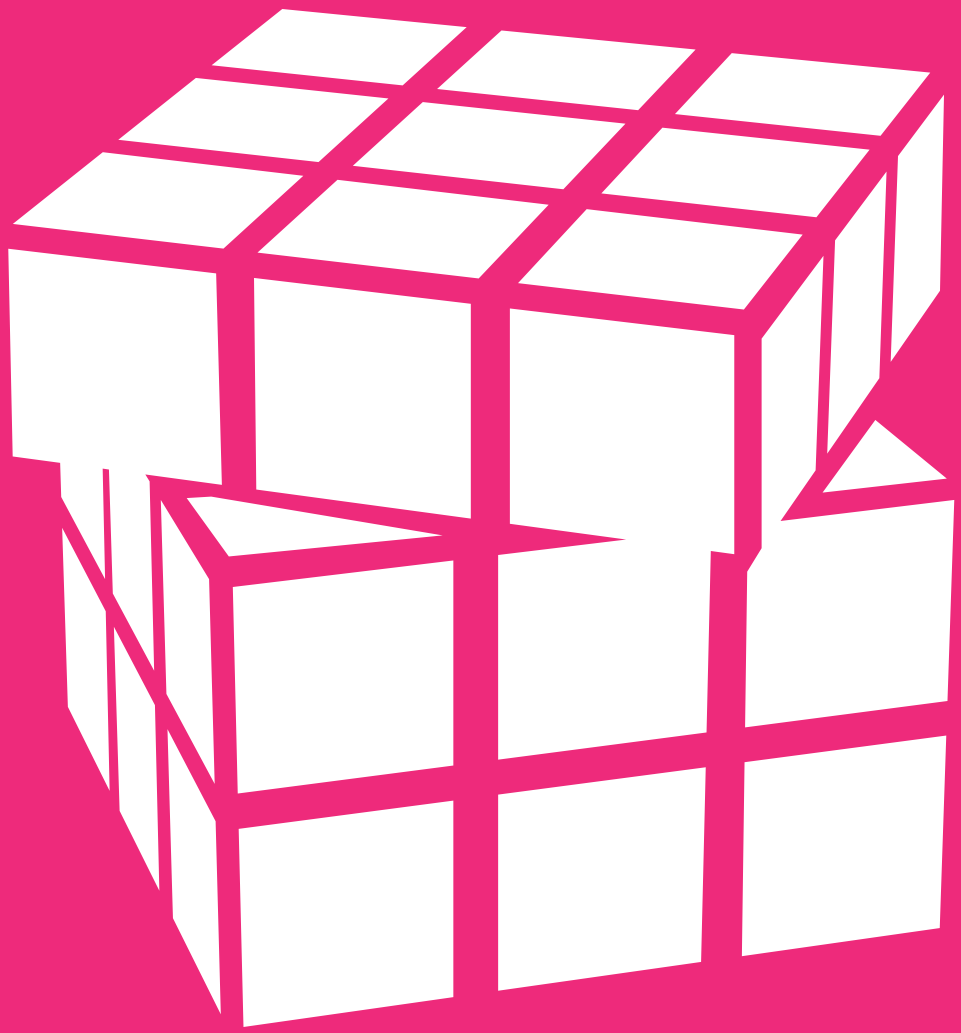

City-Systems Strategy: Project Tender S.U.R.E.
Quality of Life Perspective
Improve City's Economy
Create more jobs in the city
Improve Mobility & Network Services
Improve City's Equity
Increase Affordable Housing Stock
Improve Social Sector Outcomes
Improve City's Environment
Improve Energy & Environment
Improve Heritage & Culture
Increase Trust & Participation of City Dwellers
Development Perspective
Improve Project Selection
Job creation/ Clusters
Mobility & Network Infrastructure
Affordable Housing
Social Infrastructure
Energy & Environment Management
Heritage & Culture
Improve Spatial Planning
Plan Preparation
Plan Implementation
Plan Enforcement
Improve Financial Management
Maximize Revenues
Optimize Expenditures
Increase Transparency
Policies & Processes Perspective
Improve Coordination among Civic Agencies
Improve Urban Planning & Design Standards
Improve Processes for Citizen Participation
Improve Accounting & Audit Systems
Adopt Open Government Procurement Processes
Simplify Lateral / Technical Recruitment Processes
Simplify Online City Services
Enhance PPP Regulations & Procurement Systems
Leadership & Capacities Perspective
Increase Skilled Urban Management Team
Increase Number of Staff to Deliver City Services
Increase Empowerment of City Representatives
Increase legitimacy of City Representatives

Figure 7

City-Systems Strategy

An actionable framework for transforming India's cities and towns



Overview

The Tender S.U.R.E. project exemplifies the power of a systematic approach to transforming city roads, balancing systemic reforms and near-term priorities. Similar to Tender S.U.R.E. for city roads, there are several projects and reforms required in cities to achieve high Quality of Life, especially in these areas: garbage disposal, water supply, sanitation and sewerage, public transport, affordable housing, employment, and a whole gamut of other aspects.

The Four Perspectives of the City-Systems Strategy

The City-Systems Strategy represents a comprehensive and systematic approach that encompasses all of these in a single framework. This framework, largely based on the Balanced Scorecard approach, has **four perspectives:**

- **Quality of Life**
- **Development**
- **Policies and Processes**
- **Leadership and Capacities**

The Quality of Life perspective comprises outcomes that citizens strive for in their cities, as seen from the lens of the city's leadership.

The Development perspective principally covers development projects that directly improve Quality of Life, and the two principal and essential enablers of such projects—spatial development plans and strategic financial management.

The Policies and Processes & the Leadership and Capacities perspectives are constituted by systemic factors that provide a solid foundation to the Development perspective, ensuring that visible changes to Quality of Life are accompanied by deep-rooted reforms in institutional processes and capabilities.

Glimpses

From the province of Jeollabuk-do in South Korea to the state of Rio Grande do Sul in Brazil, from the city of Charlotte in the United States to over thirty cities in the Philippines, governments around the world, and across levels- central, state and city, are delivering tangible and significant improvements to service delivery and governance using systematic approaches and strategic frameworks.

Within a span of just five years between 2004 and 2009, forty cities in the Philippines adopted the Public Governance System (PGS) Scorecard, not just as a tool of performance measurement, but as an instrument of democratic governance. In the local elections of 2007, in 19 of the 20 cities, Mayors or candidates endorsed by them were reelected. Some of the PGS cities achieved breakthrough results in a short span of two to three years, as verified by external audits.

Indian cities too need to adopt systematic approaches and frameworks to achieve transformational change in their Quality of Life.

Please flip open to see a model City-Systems Strategy Framework.

City-Systems Strategy Framew

Quality of Life Perspective

- Improve City's Economy
- Create more Jobs in the City
- Improve Mobility & Network Services

Development Perspective

- Improve Project Selection
- Job Creation/ Clusters
- Improve Spatial Planning
- Plan Preparation

Policies & Processes Perspective

- Improve Coordination among Civic Agencies
- Adopt Open Government Procurement Processes

Leadership & Capacities Perspective

- Increase Skilled Urban Management Team

Figure 8

ork: Transforming India's Cities

mprove City's Equity

Improve City's Environment

Increase trust & participation of city dwellers

ncrease ffordable using Stock

Improve Social Sector Outcomes

Improve Energy & Environment

Improve Heritage & Culture

obility & Network astructure

Affordable Housing

Social Infrastructure

Energy & Environment Management

Heritage & Culture

n ntation

Plan Enforcement

Improve Financial Management

Maximize Revenues

Optimise Expenditures

Increase Transparency

e Urban Planning esign Standards

Improve Processes for Citizen Participation

Improve Accounting & Audit Systems

Lateral / Technical itment Processes

Simplify Online City Services

Enhance PPP Regulations & Procurement Systems

e Number of Staff ver City Services

Increase Empowerment of City Representatives

Increase Legitimacy of City Representatives

The City-Systems Strategy with its four perspectives should be given life by the collective vision of governments and citizens. Each city must evolve its own City-Systems Strategy, based on the vision and priorities of its leaders and people.

For a city to prepare a City-Systems Strategy, the constituents of each of the four perspectives should be understood in greater detail.

Quality of Life perspective

Quality of Life perspective has four components: Economy, Equity, Environment and Trust and Participation of Citizens.

Economy

Cities, besides being human settlements, are also economic entities in their own right. Enabling a sustainable economy is critical to the health and growth of any city. Sustained economic growth in a city is driven by augmenting the chief sources of economic growth, which in turn, will create more jobs. In addition, growth is accelerated by building best-in-class physical infrastructure, especially mobility and networked infrastructure, covering not just roads, rail and public transport, but also water supply, sewerage, etc.

The economy of a city is heavily dependent on its ability to attract and retain high-quality human talent. This ability, in turn, is influenced by the availability of employment opportunities and quality of physical infrastructure, the latter being an important component of Quality of Life that city dwellers would experience.

Equity

The informal economy of a city is as important as the formal economy and provides far greater livelihood opportunities in terms of numbers, especially to the urban poor, both for the already-resident urban poor as well as for the significant influx of the migrant poor who move to cities in search of better economic opportunities.

While the role of the urban poor in sustaining the economic engine is paramount to the success of a city, very little support is made available by cities to the urban poor. The acute shortage in affordable housing options creates a cycle of social inequity where the poor live in a state of constant vulnerability and inadequate access to the basic civic amenities. Equity, as a component of the Quality of Life perspective, therefore, seeks to focus on providing adequate and better affordable housing to the urban poor, and ensuring that the poor are the beneficiaries of improved basic social services, such as, education and health.

Environment

Cities are not just centres of employment but must also provide a sense of cultural belonging and well-being to its citizens. Improving the environment and preserving the heritage are therefore vital to meeting the growing aspirations of citizens.

The urban environment is vulnerable due to rapid economic and demographic development, resulting in both industrial pollution and degradation of quality of air, lakes and public spaces. In addition, vehicular pollution and consumption, that is unaccompanied by integrated and scientific waste management has compounded the challenge.

To respond to the current demands without compromising the environment for future generations is to drive a new "cleantech" economy that India's cities should embrace. Such an economy uses new technologies in energy saving buildings, transport systems and water and waste management.

Heritage assets in cities are similarly vulnerable to the impact of unbridled urban development and must be protected for posterity.

Trust and Participation of Citizens/City Dwellers

In a democratic society, Quality of Life is not solely dependent on the quality of infrastructure and services. Quality of citizenship is an essential ingredient of Quality of Life. High-quality citizenship is a direct result of high levels of trust and participation between citizens and governments. The Trust and Participation of City Dwellers in

the governments is therefore, an end in itself. Strong bonds of trust between governments and citizens and active participation of citizens in civic life should be systematically engineered through deliberate actions, for example: adoption of Open Government and creating formal and informal platforms for citizen participation, such as, area sabhas or mohalla sabhas.

The Development perspective

The Development perspective envisages projects that deliver tangible infrastructure and services to citizens. Development projects have two prerequisites: spatial planning and financial management.

Development of physical or social infrastructure in a city must be based on a comprehensive spatial development plan. This prevents piecemeal and haphazard development of cities. A robust framework for the preparation, implementation and enforcement of spatial plans is a non-negotiable condition for the success of development projects.

Determining the sources of funds for a project is crucial because most of India's cities are resource-starved, and a total investment of approximately INR 40 lakh crores is required in the next two decades to bridge the infrastructure deficit. To address this deficit, governments have no choice but to adopt strategic measures for prudent financial management. This ensures that revenues are maximized and costs are optimized, while increasing transparency in financial operations.

The Development perspective, therefore has three inter-dependent components: development projects, spatial plans and financial management.

A robust framework for the preparation, implementation and enforcement of spatial plans is a non-negotiable condition for the success of development projects.

The Policies and Processes perspective

Development projects, spatial plans and financial management need a strong foundation to ensure sustainability of outcomes. The Policies and Processes perspective is one of the two crucial components of that foundation.

This perspective helps governments deliver better Quality of Life in two ways:

- Sound policies and processes help remove well-recognized bottlenecks hindering successful implementation of projects. For instance: better inter-agency coordination, increasing transparency in procurement and building technical capabilities required to leverage public private partnerships (PPPs).
- Policies and Processes also act as a catalyst to strengthen the ecosystem of service delivery through both operational efficiencies and by building stronger bonds of trust between the citizens and the governments. For example: online citizen services, open governments and platforms for citizen participation.

The Leadership and Capacities perspective

Effective leadership, adequate manpower and technical and administrative capabilities finally determine the success of activities and initiatives across all perspectives of the City-Systems Strategy. Leadership and Capacities perspective spans both elected representatives and city administrators and officials. Serious systemic reforms should be initiated to ensure the availability of adequate number of skilled manpower to run our cities. While the systemic reform process will fructify in the medium-term, this perspective also envisages short-term measures, such as, partnerships that will aid governments to overcome shortages in talent.

Effective leadership, adequate manpower and technical and administrative capabilities finally determine the success of activities and initiatives across all perspectives of the City-Systems Strategy.

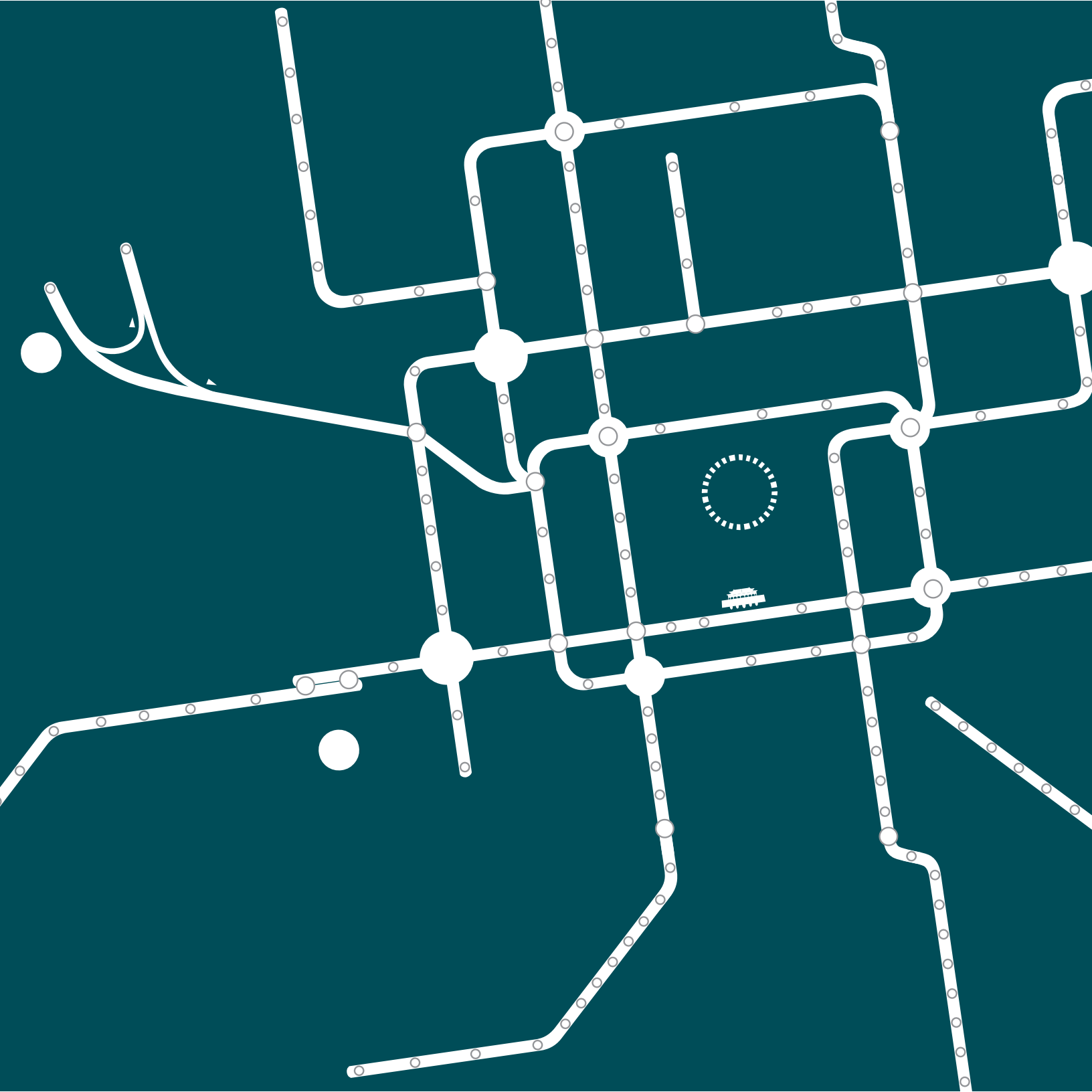
Implementing the City-Systems Strategy

The successful implementation of the various elements of the City-Systems Strategy depends on a well-defined roadmap.

This roadmap should clearly set out what activities the city leadership need to undertake, what milestones need to be achieved and within what timeframe. This roadmap is called a **Transformational Blueprint.**

Transformational Blueprint

A roadmap to achieve the City-Systems Strategy



Introduction

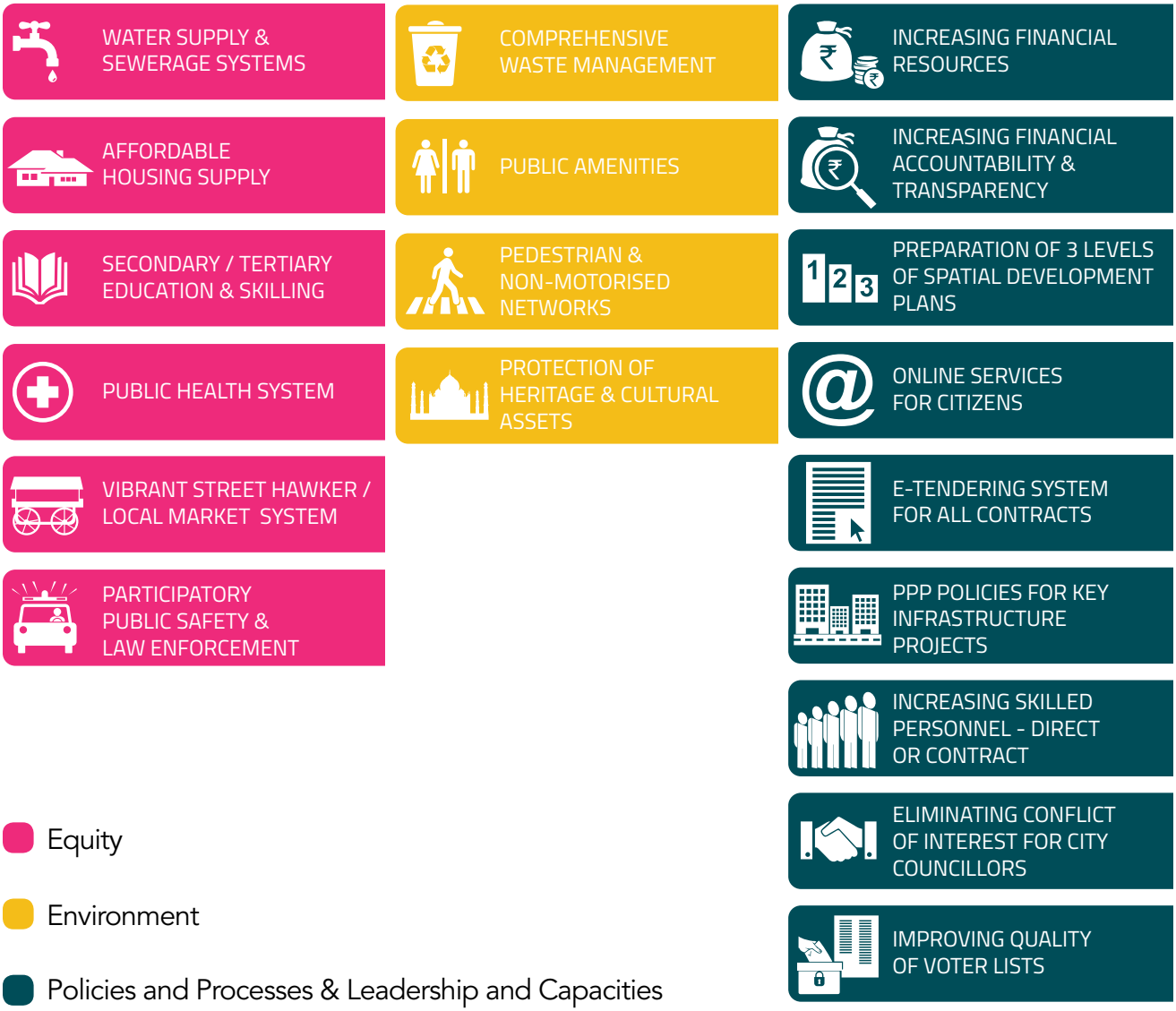
A Transformational Blueprint is a roadmap for the city leadership to achieve their City-Systems Strategy within a five-year term. The city leadership should identify relevant projects from their City-Systems Strategy to directly improve a city's Economy or Equity or Environment, while also increasing the Trust and Participation of city dwellers. It should also choose some projects that relate to Spatial Plans, Financial Management, Policies and Processes and Leadership and Capacities that may not directly improve Quality of Life for city dwellers, but lead to better institutional capacities that make high Quality of Life sustainable in the long-term.

An illustrative list of projects that can improve a city's Economy is given on the next page:

CITY ROADS: TENDER S.U.R.E.	100 kilometres of Tender S.U.R.E. roads to dramatically improve city traffic, pedestrian and bicycle experience, and create hawker space.
PUBLIC TRANSPORT SYSTEMS	Basic foundation of an Integrated, multi-modal public transport system, addressing key issues of inter-agency challenges like feeder systems, transit hubs and fare sharing.
POWER DISTRIBUTION NETWORK	24 x 7 power for all areas, with a well-regulated power tariff policy that is equitable.
YARDS, STORAGE & LOGISTICS HUBS	Well-planned logistics and storage hubs to optimize the economics of the goods economy, and minimize spillover pressure on the city.
REGIONAL CONNECTIVITY INFRASTRUCTURE	Key metrics for Road / Rail / Air connectivity for the city with the larger region to be met. These metrics will differ based on the size, importance and location of the city.
HIGHWAY ENTRY / EXIT TRANSITION INFRASTRUCTURE	Formal institutional arrangement between city, state and NHAI to have an integrated Highway Interchange System, addressing infrastructure and financial aspects. At least 3 key Highway interchange points implemented / under implementation.
CITY PARKING SYSTEM	Formal policy for city parking, including multi-agency coordination between city and traffic police on policy and fee sharing. Incentives for PPP in parking. Complete revamp of city parking systems, with substantial increases in parking fees, and ease of traffic bottlenecks due to improper parking.
MARKETS & MANDIS FOR RURAL PRODUCE	Creation of vibrant and user-friendly markets and mandis across the supply chain starting with wholesale markets, to increase rural economic opportunities, and rural-urban linkages. Key markets at city borders operational.

Economy

Similarly, the lists of projects that can improve a city's Equity or Environment or Policies and Processes or Leadership and Capacities is illustrated in the next page. By implementing these projects and communicating directly to stakeholders, city leaders can improve Trust and Participation of the citizens.


WATER SUPPLY & SEWERAGE SYSTEMS
AFFORDABLE HOUSING SUPPLY
SECONDARY / TERTIARY EDUCATION & SKILLING
PUBLIC HEALTH SYSTEM
VIBRANT STREET HAWKER / LOCAL MARKET SYSTEM
PARTICIPATORY PUBLIC SAFETY & LAW ENFORCEMENT
COMPREHENSIVE WASTE MANAGEMENT
PUBLIC AMENITIES
PEDESTRIAN & NON-MOTORISED NETWORKS
PROTECTION OF HERITAGE & CULTURAL ASSETS
INCREASING FINANCIAL RESOURCES
INCREASING FINANCIAL ACCOUNTABILITY & TRANSPARENCY
PREPARATION OF 3 LEVELS OF SPATIAL DEVELOPMENT PLANS
ONLINE SERVICES FOR CITIZENS
E-TENDERING SYSTEM FOR ALL CONTRACTS
PPP POLICIES FOR KEY INFRASTRUCTURE PROJECTS
INCREASING SKILLED PERSONNEL - DIRECT OR CONTRACT
ELIMINATING CONFLICT OF INTEREST FOR CITY COUNCILLORS
IMPROVING QUALITY OF VOTER LISTS
Equity
Environment
Policies and Processes & Leadership and Capacities

Projects, activities and initiatives are goals or end-points, the achievement of the project involves a number of steps, each of which is significant for the overall achievement of the project itself.

The Transformational Blueprint, which is derived from a City-Systems Strategy, enables the city leadership to move from a well-intentioned (but often ambiguous and unrealistic goals without action plans) to a transparent, systematic and detailed approach of setting and achieving Quality of Life outcomes.

Over the five years of the Transformational Blueprint, there are different activities and milestones that are required to accomplish a project, which span across the following perspectives: Development, Policies and Processes, and Leadership and Capacities. This results in balancing short-term and long-term priorities, while ensuring sustainability of outcomes.

The Power of Transformational Blueprint

Over a five-year period, a city can aspire to develop 100 kilometres of Tender S.U.R.E. roads, while also catalyzing 10 kilometres of road development based on Public Private Partnership. This modest level of outcome is possible over a five-year period by following the activities mentioned in the transformational blueprint.

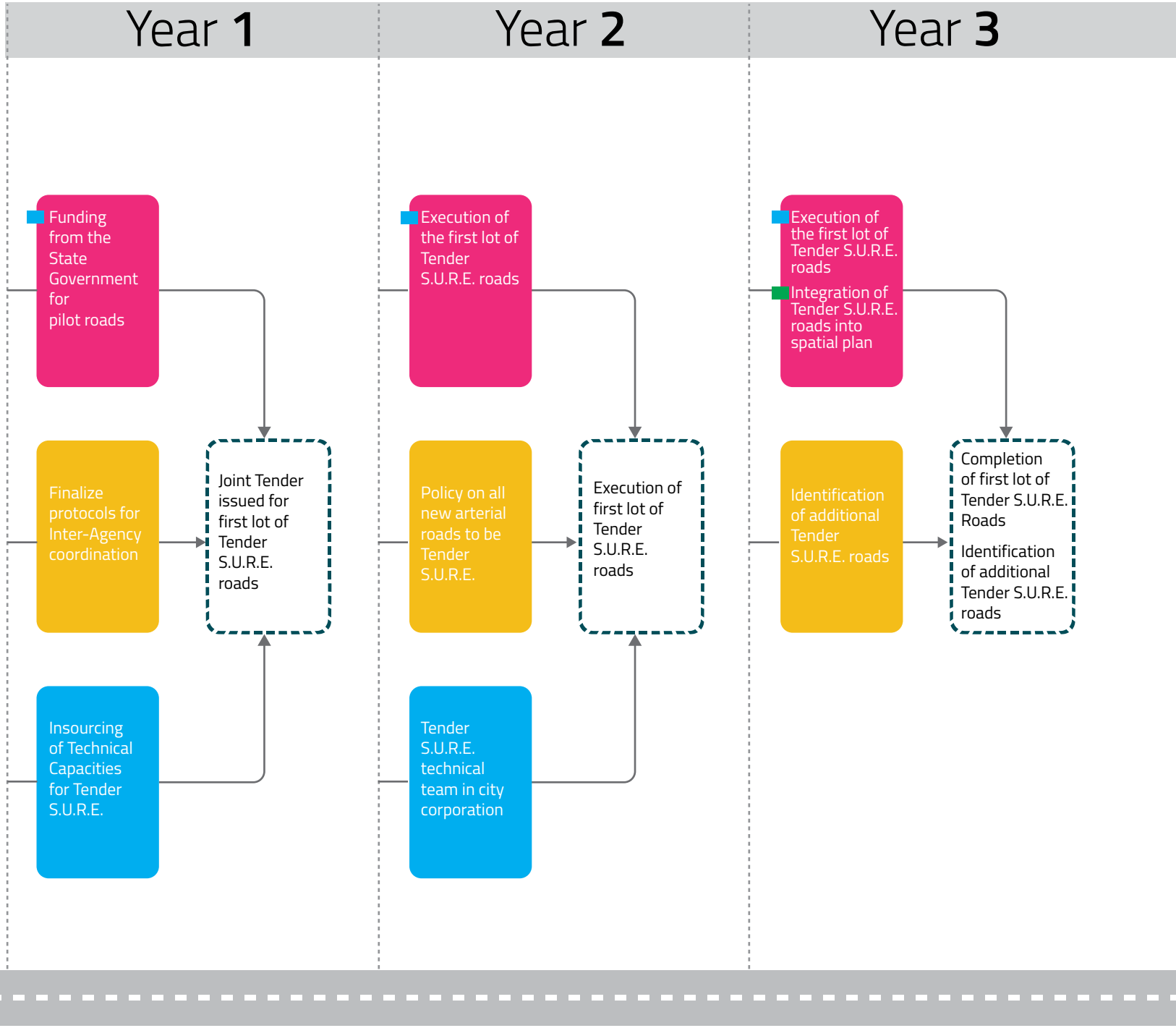
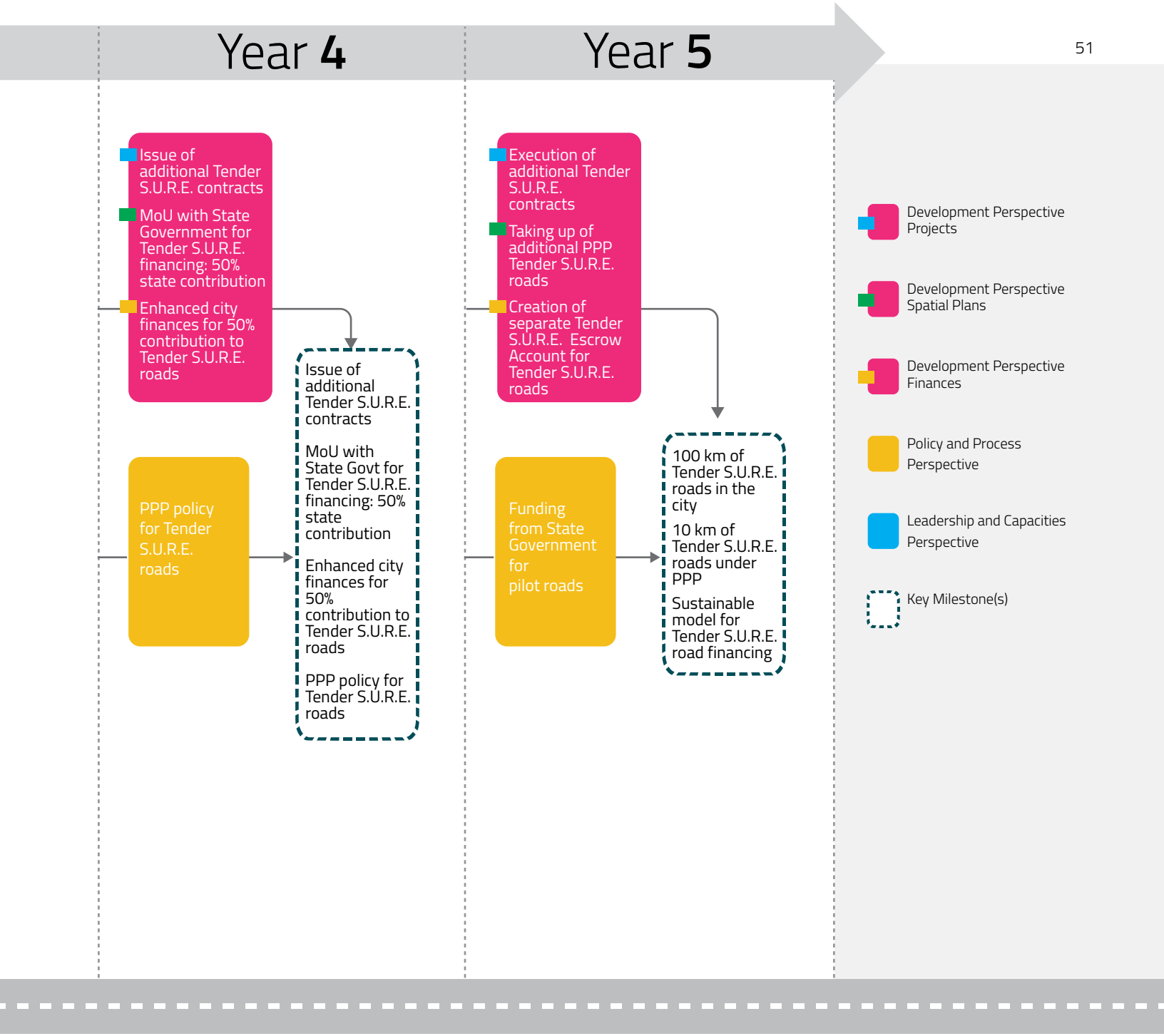


Figure 9: Tender S.U.R.E Transformational Blueprint lays out as a year-by-year and perspective-by-perspective roadmap that highlights the steps that need to be taken by the city leadership to accomplish the project in a sustainable manner.


Year 4
Year 5
Issue of additional Tender S.U.R.E. contracts
MoU with State Government for Tender S.U.R.E. financing: 50% state contribution
Enhanced city finances for 50% contribution to Tender S.U.R.E. roads
PPP policy for Tender S.U.R.E. roads
Issue of additional Tender S.U.R.E. contracts
MoU with State Govt for Tender S.U.R.E. financing: 50% state contribution
Enhanced city finances for 50% contribution to Tender S.U.R.E. roads
PPP policy for Tender S.U.R.E. roads
Execution of additional Tender S.U.R.E. contracts
Taking up of additional PPP Tender S.U.R.E. roads
Creation of separate Tender S.U.R.E. Escrow Account for Tender S.U.R.E. roads
Funding from State Government for pilot roads
100 km of Tender S.U.R.E. roads in the city
10 km of Tender S.U.R.E. roads under PPP
Sustainable model for Tender S.U.R.E. road financing
Development Perspective Projects
Development Perspective Spatial Plans
Development Perspective Finances
Policy and Process Perspective
Leadership and Capacities Perspective
Key Milestone(s)

The following table explains the milestones and activities for one year.

Year 1

Joint tender issued for the first lot of Tender S.U.R.E. roads

A city's leaders must undertake the following activities in the very first year to achieve these milestones.

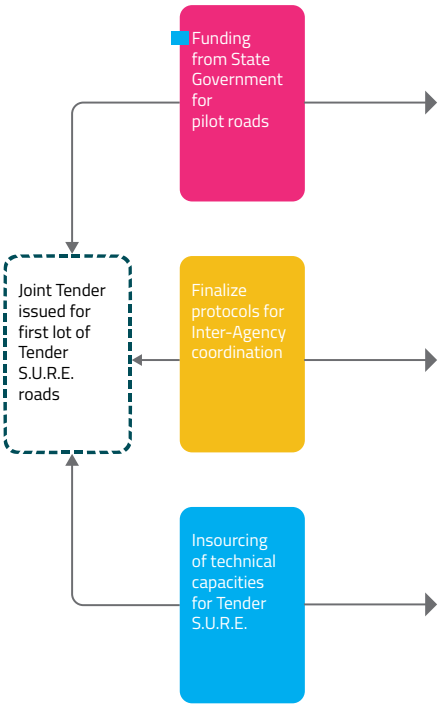


Figure 9a

The agreement must address financing and cash flows relating to the project, given that the tender issued is an integrated tender, which involves settlements among various civic agencies. Protocols for such a settlement should be established at the outset itself. Given the relatively higher capital outlays required for Tender S.U.R.E. roads, the state government should commit funding over the five-year term for this project.

The city leadership must establish inter-agency protocols in the very first year. This helps to avoid fragmented tenders by individual civic agencies for road works, water supply and sewerage, power cables, bus stops, etc. Such an arrangement requires a formal agreement between various civic agencies and the state government leadership.

In the first year, a city should bolster its capacities to handle technical challenges relating to the Tender S.U.R.E. design standards. These capabilities are unlikely to exist within the government and external stakeholders should therefore be engaged. For example: Jana USP provided technical expertise on design, detailing and tender preparation work for the first set of Tender S.U.R.E. roads.

The Power of Transformational Blueprint (contd.)

Tender S.U.R.E. is an example of one project transforming city roads in a systematic and planned manner. If Tender S.U.R.E. alone can have such a long-lasting and positive impact on a city's mobility and economy, imagine the multiplier effect when all the other projects prioritised by the city leadership from its City-Systems Strategy are executed over a five-year term based on their respective Transformational Blueprints.

The power of the City-Systems Strategy lies in its coherent, over-arching framework that is used to generate a detailed five-year Transformational Blueprint.

The **City-Systems Strategy** and the **Transformational Blueprint** together serve the city leadership not only as a strategy map, but also as a powerful tool of measurement and accountability with a strong bias towards systematic action.

Next Steps

The City-Systems Strategy and the Transformational Blueprint can be brought into action by Chief Ministers, the Central Government, policy planners, business houses and civil society to transform the Quality of Life in cities.

- **Chief Ministers and City leaders** can combine the strategy and the blueprint by taking the following steps:

  - Envisioning a City-Systems Strategy
  - Deriving a Transformational Blueprint for a five-year period
  - Executing the Transformational Blueprint directly

In addition, city leaders can strengthen the trust between citizens and the government by communicating the progress of these initiatives to all city dwellers, hence ensuring complete transparency.

- **The Union Government,** comprising the Ministry of Urban Development, the Planning Commission and other specialized agencies, can include three crucial elements of the City-Systems Strategy as part of the mandatory reforms. In addition, funds can be conditionally disbursed to the state governments to achieve the following reforms:

  - Spatial Development Plans
  - Leadership and Capacities
  - Public-Private Partnerships

- **Opinion leaders** in cities can urge city leaders to clearly define their vision for the development of a city. In this manner, leaders can be made more accountable for transforming the Quality of Life in a city.

Janaagraha Centre for Citizenship and Democracy and **Jana Urban Space Foundation** are committed to partnering with action-oriented city leadership teams across the country that are willing to commit to the City-Systems Strategy approach of transforming Quality of Life in their cities. With over a decade of deep domain experience in engaging with governments across all levels - Centre, State and City - Janaagraha and the Jana Urban Space Foundation have a proven track record in implementing systemic changes in India's cities and towns.

Please write to: founders@janaagraha.org

Notes and References

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Acknowledgement

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