

11. Urban Governance and Institutional Framework

11.1. INTRODUCTION

This chapter presents the existing institutional framework in Jaipur region responsible for provision of urban infrastructure. It presents institutional issues and the institutional development strategy. The first section of the chapter describes the reform action taken till now by government of Rajasthan, second section briefly describes about the agencies involved, while last section bring outs the issues and recommendations.

11.2. REFORM ACTIONS AND CAPACITY BUILDING

Urban reforms in Rajasthan started with the 74th CAA. The state government has already formed the Third state finance commission¹. In 1999, the Government of Rajasthan with the assistance of the ADB initiated Rajasthan Urban Infrastructure Development Project (RUIDP). Capacity building of JNN for delivery of services was one of the project components. It included provision of equipment and materials, training to officers, e-governance scheme etc. At the same time, the government has prepared an action plan for Urban renewal of Jaipur. The plan is implemented through various agencies, like the Jaipur Development Authority, the JNN, the RHB, the Tourism Department, etc². Jaipur Action Agenda Group (JAAG) has been created to implement Jaipur Action Agenda for Jaipur. This group reviews the progress maid on the projects identified for the implementation³.

The Government of Rajasthan is a signatory to Urban Reform Incentive Fund (URIF) scheme of central government and has agreed to most of the conditions. Government of Rajasthan has taken number of steps in this direction⁴. State Urban agenda of Rajasthan (SUARAJ⁵) is the latest initiative of government of Rajasthan. Agenda has identified fast track and reform projects. The fast track projects include houses for urban poor, city infrastructure project, Heritage conservation and management Institute, SWM innovation project, conservation and restoration of urban water bodies, and rehabilitation project. Out of these, action has been taken and works are either completed or are underway. The reform projects include creation of spatial data center, urban land reforms, and training programme for human resource development in ULB, formulating state urban policy, municipal financial reform and revamping model municipal law.

¹ Source: Report of the First Finance Commission

² Source: Report of Draft Action Plan for Urban renewal of Jaipur

³ Source: Progress Report of Jaipur Action Agenda Group, November 05.

⁴ Source: NIUA website and Note on the Reform actions by the GoR under the JNNURM

⁵ Source: Jaipur Development Authority, www.jaipurjda.org

The reform measures undertaken by the state government as part of SUARAJ includes a) placement of the “Rajasthan Municipality Bill 2005” for cabinet sanctions⁶, b) enactment of new property tax assessment rules, c) double entry accounting system, d) draft integrated township guidelines, e) simplification of land allotment rules, etc. The Government of Rajasthan has agreed to implement all the mandatory reforms to be carried out under JNNURM by the state, in a phased manner.

11.3. INSTITUTIONAL ARRANGEMENT – JAIPUR REGION

Jaipur was under the municipal administration well before Rajasthan enacted “Rajasthan Municipalities Act” in 1959. Jaipur got the status of Municipal Council under this act. After the 74th CAA to Rajasthan municipalities act, Jaipur Municipal Council’s status was changed to Jaipur Municipal Council. The line departments played an important role in the delivery of services and infrastructure till 1982. This is when Jaipur development authority act was enacted creating JDA, with which all the powers of line departments were vested. At the same time, the Rajasthan Housing board (RHB) was also created.

Today JDA is the authority for planning and implementation of the city development plans and infrastructure for the notified JDA area, which includes the JNN area. JNN is responsible for planning, operation and maintenance of selected infrastructure. Although JNN area is far beyond the walled city, its operations are limited to the walled city and its immediate periphery. The line departments like the PHED, still play an important role in delivery of services and urban management.

JDA notified area has both rural and urban characteristics and therefore, involves both urban and rural development agencies. There are a plethora of agencies responsible for city management. There is a municipal corporation (JNN), a development authority (JDA), PHED, PWD, Rajasthan Housing Board, RSRTC, Forest department, Tourism department, devasthan department, and archeology department. RUIDP, ADB funded project is also involved in provision of basic infrastructure, urban development and heritage conservation. A summarized Institutional responsibility matrix is given in **Table 11.1**.

Table 11-1: Institutional responsibility matrix

Sector	Planning	Implementation	Operation and Maintenance
Landuse / Master Plan/ Building Byelaws	JDA	JDA, JNN	JDA, JNN
Water Supply	JDA, PHED, JNN, RUIDP, RHB, PriDev	JDA, PHED, JNN, RUIDP, RHB, PriDev	JDA, PHED, JNN, RHB, PriDev
Sewerage	JDA, PHED, JNN, RUIDP, RHB, PriDev	JDA, PHED, JNN, RUIDP, RHB, PriDev	JDA, PHED, JNN, RHB, PriDev
Roads/ Bridges/ flyovers/ RoB/Multilevel Parking	JDA, JNN, RHB, PWD, RUIDP, NHAI	JDA, JNN, RHB, PWD, RUIDP, NHAI	JDA, JNN, RHB, PWD, NHAI
Traffic Control and Management Systems	JDA (JTB), JP, RTO	JDA (JTB), JP, RTO	JDA (JTB), JP, RTO
City Public Transportation	RSRTC, PriOper	RSRTC, PriOper	RSRTC, PriOper
Street Lighting	JDA, JNN, RHB, PWD, RUIDP	JDA, JNN, RHB, PWD, RUIDP	JDA, JNN, RHB, PWD

⁶ Source: official internet website of Government of Rajasthan.

Sector	Planning	Implementation	Operation and Maintenance
Storm Water Drainage	JDA, JNN, RHB, ID, RUIDP	JDA, JNN, RHB, ID, RUIDP	JDA, JNN, RHB, ID,
Solid Waste Management	JNN, RHB	JNN, RHB	JNN, RHB
Parks / Playground/ golf course/ beautification of road intersections/ urban forest	JDA, JNN, ID, FD	JDA, JNN, ID, FD, PDCOR	JDA, JNN, ID, FD
Air, water and noise pollution Control	JNN, RSPCB, PHED,	JNN, RSPCB, PHED,	JNN, RSPCB, PHED,
Slum Development	JNN, JDA	JNN, JDA	JNN, JDA
Urban Poverty Programme	JNN	JNN	JNN
Housing for EWS	JNN, JDA, RHB	JNN, JDA, RHB	JNN, JDA, RHB
Public Conveyance	JDA, JNN	JDA, JNN	JDA, JNN
Heritage Building Conservation	JDA, JNN, RUIDP, AD, PHED, DD, PriOwn	JDA, JNN, RUIDP, AD, PHED, DD, PriOwn, SpSo	JDA, JNN, AD, PHED, DD, PriOwn, SpSo

JDA: Jaipur Development Authority, JNN, Jaipur Nagar Nigam, RHB: Rajasthan Housing Board, PHED: Public Health Engineering Department, PWD: Public Works Department, RUIDP: Rajasthan Urban Infrastructure Development Project, ID: Irrigation Department, FD: Forest Department, JTB: Jaipur Traffic Board, RTO:Regional Transport Office, JP: Jaipur Traffic Police, DD: Devasthan Department, PDCOR: Project Development Corporation of Rajasthan, PriDev: Private Developer, PriOwn:Private Owner, SpSo: Special Societies

Source: Line Department Survey, LASA, 2006.

11.4. JAIPUR DEVELOPMENT AUTHORITY

11.4.1. Constitutional Framework

The Jaipur development authority was created in 1982, under the Jaipur Development Authority Act, 1982, with an objective “to plan, coordinate and supervise the proper, orderly and rapid development of the Jaipur region”. The authority functions and executes its power under following acts:

- Jaipur Development Authority Act, 1982,
- Notifications on delegation of powers to officers of the Authority,
- The Rajasthan Urban areas (sub divisions reconstitution and improvement of plots) rules 1975.
- Rajasthan Land Revenue (Conversion of Agricultural Land for Non-Agricultural Purposes in Rural areas) Rules 1992.
- Notifications on transfer of developed areas under JDA to Jaipur Nagar Nigam.
- Rajasthan Municipalities (Change of Landuse) rules 2000
- JDA (Small Townships and Residential Colonies by Private Developers) Amendment Act, 1998.
- JDA (Constitution of Committees) Amendment Act, 2001
- JDA (Regularization of Illegal Construction) Amendment Act, 1989.

Organizational Structure

A Board oversees the overall functioning of the Authority. The Minister-in-charge, Urban Development of the State of Rajasthan is the Chairman of the Board, while State Minister of Rajasthan for Urban Development is the Vice Chairman. Apart from Chairman and Vice-Chairman, there are 17 members, including Secretary, Urban Development, GoR, Jaipur

Development Commissioner (JDC), Chairman, Rajasthan Housing Board, Chief Engineer, PHED, Chief Engineer PWD, Chief Engineer, RSEB, Chairman/ CEO, Jaipur Municipal Council, Zila Pramukh, Zila Parisad, Jaipur District, Chief Town Planner, Rajasthan and 7 non-official members appointed by the State Government.

Next to the board, there is 15 members Executive Committee⁷, which is chaired by the JDC. The members of executive committee are the heads of the various departments of the Authority, representatives of State Line Departments, Jaipur Police, Jaipur Municipal Council and state owned companies. There are six departments in JDA namely; Engineering, Finance, Planning, General Administration, Law and Special Projects and are headed by Directors. The Engineering section takes care of public works, water supply, roads, etc. JDA area is divided into zones. A Deputy Commissioner, under the engineering department, administers each Zone. (Figure 11.1)

There is a Land Acquisition Officer on deputation, who acquires land; on behalf of Government of Rajasthan for JDA, and after acquisition transfers the land to JDA. Under the Authority, there is a “Jaipur Traffic Control Board⁸”. The function of the Board is to plan, modernize, execute and manage traffic and transportation systems in Jaipur region. JDC is the chairman of the 13 members Board.

There are Committees formed under the provisions of JDA (Constitution and Functions of Committees) Amendment Act 2001, namely; Urban Land Disposal Committee, Project Committee, No objection and Landuse Conversion Committee and Building Committees (1 and 2). Also there are two Committees called Local Mutual Agreement Committee and State Level Mutual Agreement Committee. These Committees are responsible for sorting out litigation pending with courts. (Figure 11-1 and Figure 11-2)

The powers of the officers of JDA is governed by a Notification on delegation of powers to officers of the authority, while Technical and accounting powers are as provided in Rajasthan General Financial Accounting Rules (civil) and Rajasthan Public Works and Account Rules (projects).

⁷ Formed under section 7 of “the Jaipur Development Authority Act, 1982”

⁸ Formed under section 13 of “the Jaipur Development Authority Act, 1982”

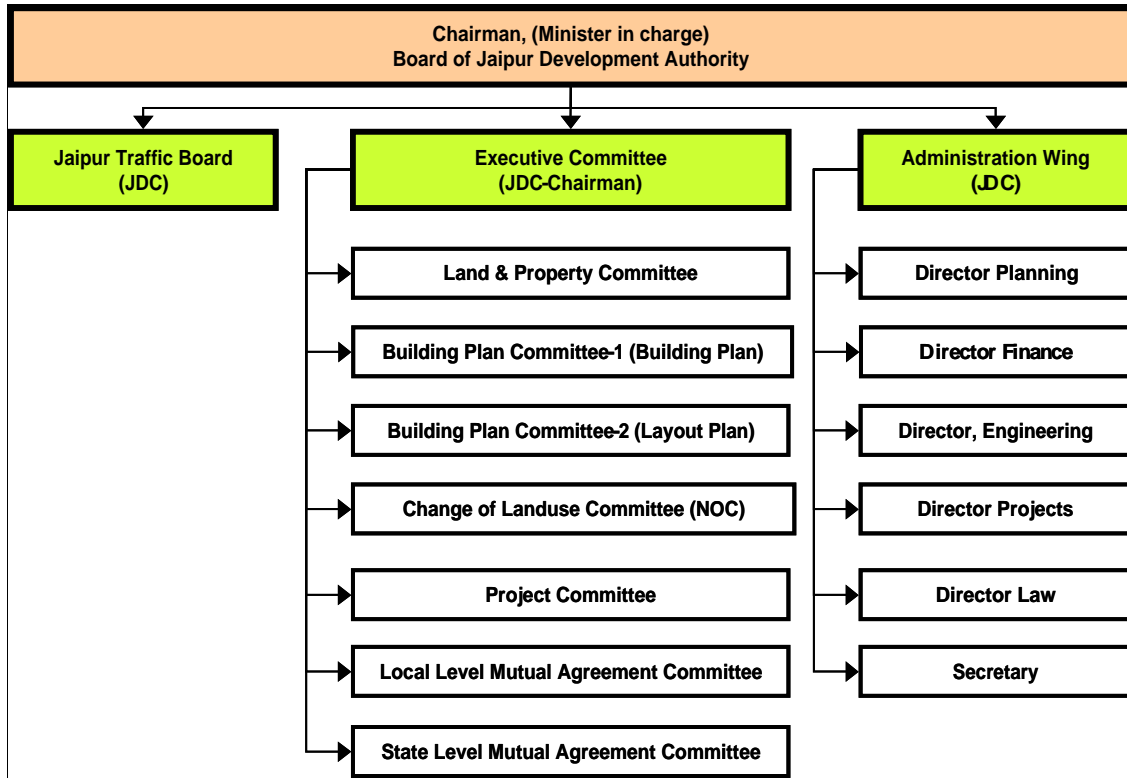


Figure 11-1: Organization Chart of JDA

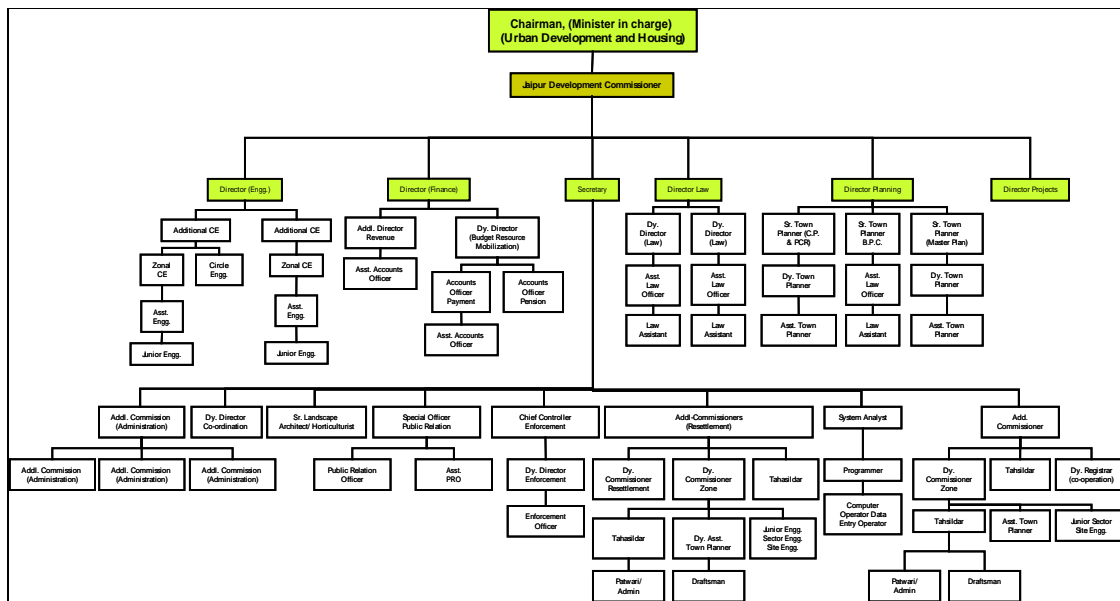


Figure 11-2: Organization Chart of JDA (Administrative Wing)

11.4.2. Functions and powers⁹

The functions and powers of the Jaipur Development authority as per JDA Act, 1982 are listed below:

- Urban planning including the preparation of Master Development Plan and Zonal Development Plans
- Formulation and sanction of the projects and schemes for the development of the Jaipur Region or any part thereof;
- Execution of projects and schemes directly by itself or through a local authority or any other agency;
- To make recommendations to the State Government on any matter or proposal requiring action by the State Government, Central Government, any local authority or any other authority for overall development of the Jaipur Region;
- Participation with any other authority for the development of the Jaipur Region;
- Co-coordinating execution of projects or schemes for the development of the Jaipur Region;
- Ensuring adequate supervision over the planning and execution of any project or scheme, the expenses of which, in whole or in part are to be met from the Jaipur Region Development Funds;
- Preparing schemes and advising the concerned authorities departments and agencies in formulating and undertaking schemes for development agriculture, horticulture, floriculture, forestry, dairy development, transport, communication, schooling, cultural activities, sports, Medicare, tourism entertainment and similar other activities;
- Execution of projects and schemes on the directions of the State Government;
- Undertaking housing activity in Jaipur Region, provided that the delineation of responsibility for housing between Rajasthan Housing Board and the Authority will be made by State Government effective from the date to be fixed by it;
- To acquire, hold, manage and dispose of property, movable or immovable, as it may deem necessary;
- To enter into contracts, agreements or arrangements with any person or organization as the Authority may deem necessary for performing its functions;
- To prepare Master Plan for traffic control and management, devise policy and programmer of action for smooth flow of traffic and matters connected therewith;
- To perform functions designated by the State Government in the areas of urban renewal, environment and ecology, transport and communication, water energy resourcee management directly or through its Functional Board or other departments/agencies as the State Government may specify;
- Regulating the posting of bills, advertisement hordings, signpost, and name boards in Jaipur Region or in any part thereof as specified by the Authority;
- Regulating the erection or re-erection of buildings and projections, making material alterations therein and providing for open spaces in Jaipur Region or in any part thereof as specified by the Authority;
- Removing obstructions and encroachments upon public streets, open spaces and properties vesting in the Government or the Authority; and

⁹ As mentioned under section 16 of “the Jaipur Development Authority Act, 1982”

- To do all such other acts and things which may be necessary for or incidental or conducive to, any matters, which arise on account of, its activity and which are necessary for furtherance of the objects for which the Authority is established.

Financial Management:

Taxation power: JDA is authorized to levy development charges, land conversion charges, building permission charges, and other charges. Auctioning (sale) of plots is the main revenue resource. It has recently prepared the land bank through which it is likely to raise resources.

Billing and Collection: Billing of Development Charges and Building Permission are done at JDA offices. For the collection of money JDA has counters at various locations of city. Sometimes it also involves banks and financial institutions for collection.

Project Financing: For projects under the JDA jurisdiction, JDA funds the project from its own resources. JDA also borrows from financial institutions, if required.

Asset Management: JDA maintains assets in its ownership while JNN and State line departments maintain their own assets and assets transferred to them by JDA.

Borrowings and Debt: JDA borrows from financial institutions as and when required.

Budgets and Audit: Budgets are prepared annually. Each department sends its planned and non-planned expenditure to the Finance Department. Finance Department then prepares the budget. This draft budget is placed before the Executive Committee. Executive committee then reviews the draft and modifies it if required. This is then sent to the Authority. Authority then endorses the budget for that year. Financial statements are prepared annually. A Chartered Accountant prepares financial statements. Internal auditing system is in place. There is no provision for auditing by the CAG.

Human Resource Management

JDA is fully equipped with required technically qualified staff. Staffs of JDA are not trained to use computers and computer based operations. Although under various training courses some of the technical and administrative staffs have been given computer training. JDA does not have professionals from the field of Transportation, environment and Heritage conservation.

Use of Technology and Information management

JDA has computerized its entire department. It uses various software's for its functioning. JDA time to time sends its officials for computer training. All departments are computerized and are enabled with Internet facility. JDA has its own website. Website is managed and updated by JDA. All the tenders/ notifications etc are published there. Finance department uses special software to produce financial statements. However, the database is managed in a scattered manner. There is no centralized database and information management system in place for management of infrastructure and services.

11.4.3. Institutional Issues

The issues are summarized in Table 11-2.

Table 11-2: Institutional Issues: Jaipur Development Authority

Sector	Issues
Legal and organization	<ul style="list-style-type: none"> o Laws enable JDA to exercise various functions within the municipal area, which is against the spirit of 74th CAA. o Power to delegate functions to JNN and other state line departments. o Highly Centralized administration. o Restricted accessibility o Functional transparency needs to be improved.
Land Development and physical planning	<ul style="list-style-type: none"> o Excess Land pooling for generation of resources. JDA is functioning as government real estate agency. o No consideration for social-environmental aspects while developing land. As land pricing policy don't have any consideration for EWS. o Master Plan and Development Control Enforcement. o 25% compensation model in case of road development converting all streets as commercial streets. o High potential for malpractices. o Transfer of infrastructure assets created by JDA within JNN limits to JNN for operation and maintenance.
Finances	<ul style="list-style-type: none"> o Auditing to be done by Rajasthan local fund audit act. No provision for other external audits.
Information and Database	<ul style="list-style-type: none"> o No Centralized information and database management for infrastructure and services provided by JDA. o Low level of use of GIS and information technology in day-to-day functions.
Capacity Building	<ul style="list-style-type: none"> o Impart Computer training o Need to impart specialized professionals.
Heritage and Conservation	<ul style="list-style-type: none"> o Less attention to heritage and conservation o DO not have technically sound professional to manage heritage monuments and conservation management

11.5. JAIPUR NAGAR NIGAM (JAIPUR MUNICIPAL CORPORATION)

11.5.1. Constitutional Framework

The Jaipur Nagar Nigam functions under the “the Rajasthan Municipalities Act, 1959” and further amendments to it. The act fall short to fulfill the spirit of 74th CAA, as JNN still has to seek approval from Directorate of Local Bodies.

11.5.2. Organizational Structure

The governance structure of Jaipur Nagam Nigam is divided into two wings viz., elected wing and administrative wing. Jaipur has Mayor-in-Council system. Mayor in Council comprises 70 elected members from 70 wards, 3 co-opted members, 6 MLAs and 2 MPs. Mayor is Chairperson of the Council. Also, there are 18 functional committees on various subjects, namely executive committee, finance committee, health committee, building and works committee, rules and byelaws committee, garage committee, license committee, house tax committee, electric and public lighting committee, slum development committee, cattle and conservation committee, city tourism development and cultural festival committee, sewerage development committee, special schemes and environment committee, social relief and employment committee and anti-encroachment and vigilance committee.

The Chief Executive Officer oversees the functioning of administrative wing. He is assisted by the commissioners and departmental heads. Departments includes, General Administration,

Law Section, Vigilance, Accounts Section, Revenue Section, House Tax Section, Public Health Section, Public Works Section (Engineering), Electric & Street Lighting Section, Garden and Parks Section, Planning Cell, Heritage Cell, Projects Cell, Fire Fighting Department, Land Records Cell, Slum Cell/ SJSRY Cell, Enforcement Cell, Statistical Cell, Mechanical (Garage) Section, IT Section, Gaushala and Stores.

For administrative purpose Nigam area is divided into 6 zones comprising 70 wards. Commissioner Zone heads the zonal office. After the zonal offices there are 75 ward offices at lower level.

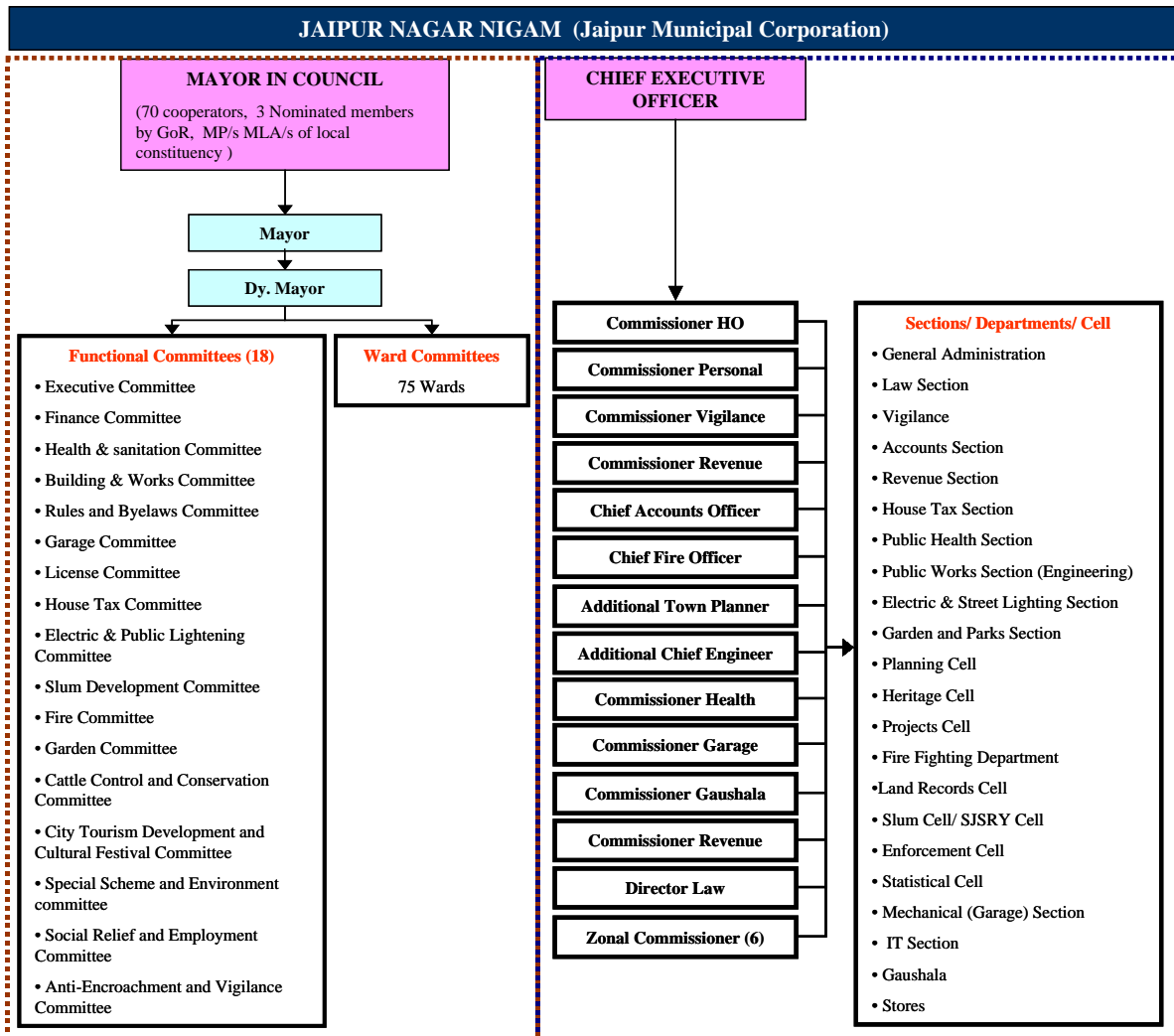


Figure 11-3: Organizational Structure of Jaipur Nagar Nigam

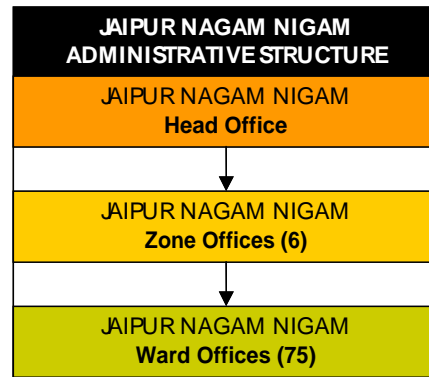


Figure 11-4: Organizational Structure of Jaipur Nagar Nigam (Overall administration)

11.5.3. Functions

The functions of JNN are listed in sections 98 and 101 of the Act. Section 98 provides for mandatory functions and section 101 provides for discretionary functions of JNN. The major function of JNN are: city cleanliness, solid waste management, maintenance of gardens/dividers/circles, street light, bio-medical waste, slaughter house, fire fighting, flood control, encroachment removal, stray cattle management, community toilets, community halls, sewer maintenance, parking lots, development works, advertisement, sale of land, house tax, and licensing.

Financial Management:

Taxation power: As mentioned earlier, JNN requires approval from Directorate of Local Bodies on number of aspects, similar is the case with levy of taxes. JNN do not have powers to levy any tax or charges prior the approval of state government. Although the Rajasthan Municipal Act provides for power to levy of taxes, in actual terms they have not been delegated to JNN. At present JNN follows the tax rules and guidelines framed by government.

Billing and Collection: Billing of taxes and other charges are updated frequently. Collection system of revenues is inefficient; resulting in increases of arrears (amount not realized by JNN), and is increasing year by year.

Project Financing and Implementation: JNN is partly dependent on its own funds and partly on the funds received as grants. Most of the capital works done are through grants. JNN involves

Asset Management: JNN maintains it assets records.

Budgets and Audit: JNN at present maintains it accounts in registers. The JNN follows single entry accounting system. For every financial year balance sheet for accounts is prepared. Financial statements are prepared by charter accountant. The audit of the accounts is proposed to be audited by Examiner of the local fund audit, in accordance to “ the Rajasthan Local Fund Audit Act, 1954”. There is no provision for periodical review of municipal finances by comptroller auditor general.

11.5.4. Human Resource Management

JNN on an average houses 307-350 persons / Lakh of population. This is on a higher side as compared to the municipalities having the same population size that of Jaipur. JNN has 9635 sanctioned headcounts, of which 87.6% are filled. Out this 99 % staff belongs to cleaning staff (79%), clerical staff and other staff, while only 1% of staff have technical background.

JNN faces acute shortage of technically qualified professionals in the field of engineering and heritage conservation. The recruitment in JNN is through Rajasthan administrative service and Rajasthan municipal service commission, which are out dated to fulfill the need of better urban management by technical and skilled professional.

Use of Technology ¹⁰

The Government of Rajasthan through the RUIDP (ADB funded project) is implementing e-governance programme. Under this programme (over the project period) Integrated computerized system is being developed and implemented for efficient service delivery. The project would develop and commission 26 modules for each of municipal function. The Government has also started the e-Mitra project, which is being implemented through district administration. The project offer services like deposit of electric, telephone, water bills, Birth – Death certificate, payment of house tax, etc, through its 70 kiosks installed through out the Jaipur city. JNN has signed MoU with e- Mitra Society for delivery of services like house tax and birth and death certificates.

JNN has also started implementing computer based double entry accounting system. Most of the computerization part in JNN is being implemented with the help of private sector. JMC has established a Help-line phone number for resolution of Public Grievances regarding sanitation, sewer, streetlights etc.

Information management

In JNN information and data is maintained in the form of registers. The data base maintenance is very poor. There is no infrastructure information management system in place.

11.5.5. Issues

Summary of issues is given in **Table 11.3**.

Table 11-3: Institutional Issues: Jaipur Nagar Nigam

Sector	Issues
Legal	<ul style="list-style-type: none"> ○ JNN functions under an act that is applicable to municipal councils and falls short to meet challenges of urban development and municipal management. ○ Devolution of more powers and functions to JNN, in the spirit of 74th CAA. ○ High dependency on state government (LSG) for resources and approvals that is against the spirit of the 74th CAA. ○ Pending establishment of Metropolitan Planning Committee. ○ To many subject Committees within JNN. ○ Need to have business allocation regulation for clear demarcation of function to be

¹⁰ Source: RUIDP and JNN

Sector	Issues
	<ul style="list-style-type: none"> performed by cells/ department and sections of JNN. o No transfer of Infrastructure assets / services created by Line department / JDA or private developers o Overlapping of functions; JDA exercises number of function assigned to JNN. o Implementation of Byelaws.
Organization and functioning	<ul style="list-style-type: none"> o Lack of clarity for exercise of powers by committees, elected functionaries and nominated functionaries. o Lack of clarity about the role to be performed by the officers and elected members of JNN. o Scattered structure of JNN. No defined business rules for departments and sections. Need to reorganize the organizational structure. o Lack of accountability and transparency in functioning of JNN. o Lack of experience in handling big infrastructure project.
Finance	<ul style="list-style-type: none"> o Improper Financial Organizational Structure. o Lack of financial and taxation powers. o Law does not permit borrowing from market. o No proper budgeting system in place. o Revenue collection system inefficient. o Poor record maintenance and asset management. o High dependency on grants and loans.
Human resource management	<ul style="list-style-type: none"> o JNN does not have the required technical and skilled staff. o Need to redefine recruitment policies and guidelines. o Need to prepare office manual. o No accountability. o JNN does not have technical capacity for heritage conservation
Data base and information management	<ul style="list-style-type: none"> o Very Poor Data Base and Information Management o No asset management o Traditional land record and registration system o Use of Technology in infrastructure monitoring and database management system

11.6. RAJASTHAN HOUSING BOARD (RHB)

11.6.1. Constitutional Framework and Organizational Structure

The Rajasthan Housing Board was created under “the Rajasthan Housing Board Act, 1970”, with an objective “o provide housing for all” in urban areas. The board of directors oversees the functions of (RHB). Minister-In-Charge is the Chairman of the Board. Apart from Chairman, there are 10 members in board, out of these 4 are government and 6 are non-government members. Housing commissioner, who is the Chief Executive officer, oversees the functioning of the office/s. Financial Advisor, Secretary, Chief Engineer, Director Law and Chief Property Manager assists Housing Commissioner. (Figure 11-5)

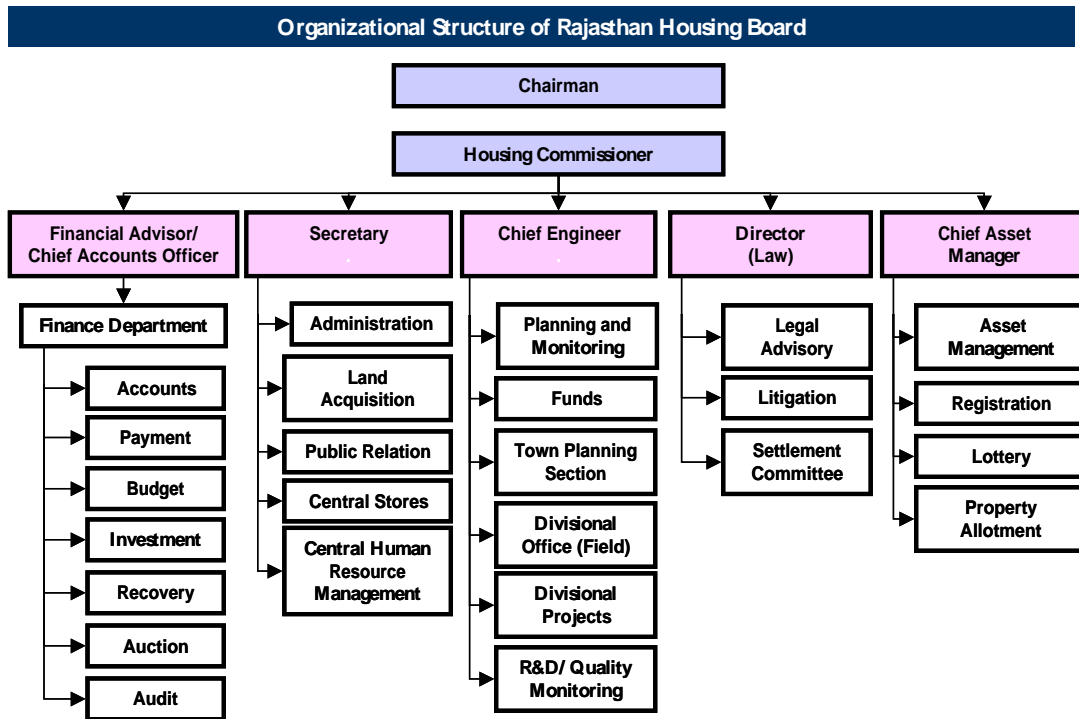


Figure 11-5: Organizational structure of Rajasthan Housing Board

The operations of the RHB is divided into 8 circles (Jaipur, Jodhpur, Udaipur, Bikaner, Kota, and Alwar), this circles are managed by circle offices. Circles are further divided into divisions; there are 32 such divisions. Jaipur falls under Jaipur Circle and has 3 divisions.

11.6.2. Functions

The main function of the RHB is to provide housing. This includes housing for poor, housing for EWS and housing for all class. The functions also include provision, operation and maintenance of infrastructure facilities provided by the board.

11.6.3. Issues

The RHB develops residential colonies within and out side the JNN area. Physical infrastructure like roads, streetlight, water supply, sewerage, sanitation, solid waste management and open spaces are provided. These facilities are initially shall be managed by RHB, and are required to be transferred to JNN and respective departments. Transfers of services to JNN are delayed due to number of reasons. Delay in transfer affects the delivery of services, as JNN due to legal aspect cannot provide services to these areas. Resulting to no proper clearance of waste, poor maintenance of roads and streetlights, open spaces and public facilities.

11.7. PUBLIC HEALTH ENGINEERING DEPARTMENT

11.7.1. Constitutional Framework and Organizational Structure

The PHED is the line department of the State Government of Rajasthan. It is an functional arm of the government for provision of water supply through out the state including urban water

supply. The Minister-In-charge is the head of PHED. Secretary PHED oversees the functioning of Rajasthan Water Supply and Sewerage Management Board (RWSSB) and PHED. RWSSB is the advisory board to secretary for policy planning, project planning and project financing. To perform its functions board has policy planning committee, empowered committee, finance committee and Technical committee. These committees are assisted by technical, financial and accounts specialists. (Figure 11-6)

Chief Engineer (head office), Chief Engineer (rural), Chief Engineer (Special projects), Chief Engineer (Jodhpur) and Chief accounts officer assists Secretary PHED in performing its functions. CEs are assisted by Addl. Chief engineer (region). There are 7 regions. Jaipur falls under Jaipur Region and Jaipur Divisions. SE Jaipur oversees the water supply system to Jaipur city. Jaipur division has two sections, Production and Distribution and Revenue. North and South subdivisions of Production and Distribution division looks after the Jaipur city supply. (Figure 11-7)

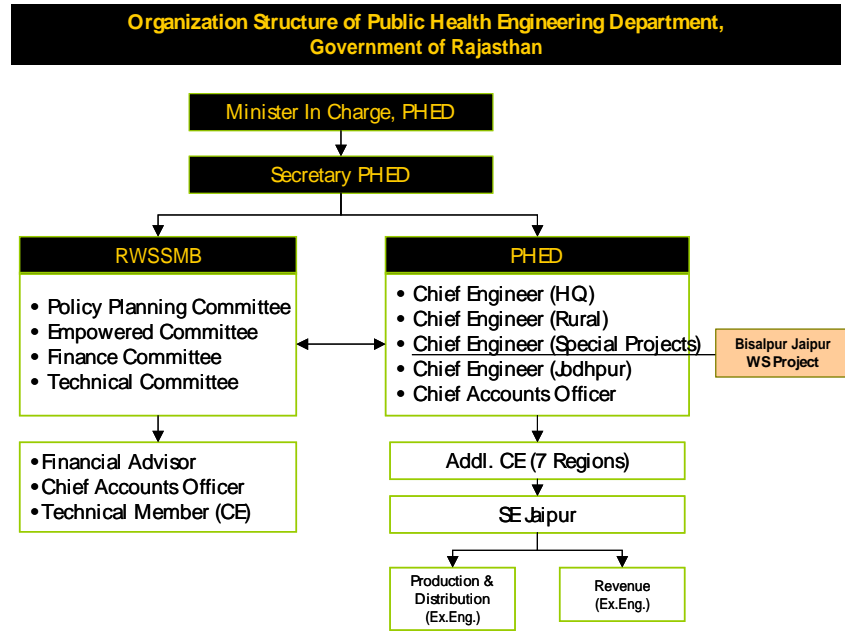


Figure 11-6: Organizational Structure PHED (overall)

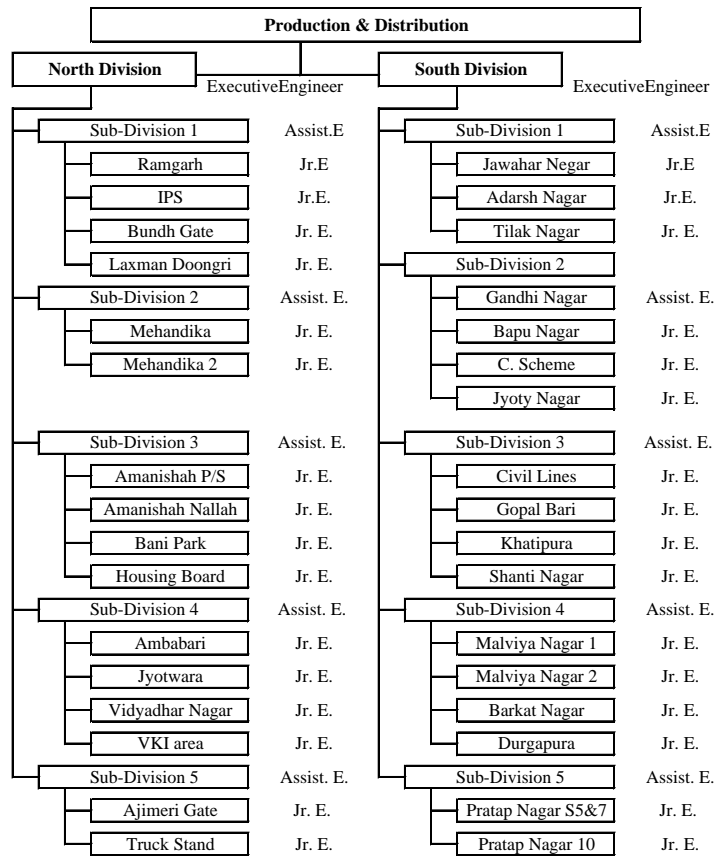


Figure 11-7: Organizational Structures PHED (Production and Distribution, Jaipur)

Functions:

The PHED is responsible for provision of safe drinking water supply to city. This includes securing water sources, treatment of water, transmission and distribution of water, providing water connections, billing of water charges, disconnections of water charges, repair of damages etc.

Implementation of urban and rural water supply projects, Operation and maintenance of urban and rural water supply projects, and water quality testing and monitoring. The Department is also responsible for management of Dam's marked for drinking water purpose and rainwater harvesting and creating water awareness.

11.7.2. Jurisdiction and coverage

PHED is responsible for water supply production distribution to Jaipur city (JNN area). In these areas also PHED role is limited to transmission of water through main lines. Rest area is covered by JDA or RHB. With respect to total number of house holds and connected households the PHED covers 68% of JMC area. The coverage is likely to increase with commissioning of Bisalpur water supply project.

Database and Information

The PHED manages data relating water supply and treatment. Information regarding the improvements or projects implemented through special project generally are not promptly transferred to the department creating the information gap. Also the water supply infrastructure created by JDA and RHB are not transferred frequently to the PHED. PHED does not use GIS and MIS for overall management of Water supply systems of Jaipur region.

Issues

Revenue 3 times the expenditure cost, indicating high operation and maintenance cost and highly subsidized water supply. Need to design water traffic policy to minimize revenue gap and use of water. There is a need to expand PHED jurisdiction. The single entity of PHED shall be responsible for water supply systems in JDA region. This shall include the transfer of all assets to PHED created by JDA and RHB. There is revenue loss due to less coverage / jurisdiction area and high rate of water loss (35%). The implementation of GIS and MIS based water supply information management system.

11.8. PUBLIC WORKS DEPARTMENT**11.8.1. Constitutional Framework and Functions**

The PWD is the line department of the State Government of Rajasthan. It is a functional arm of the government for providing road infrastructure (roads, bridges, flyover, underpass, pathways road over bridge etc), departmental building works, conservation of historical monuments and buildings. PWD (Jaipur) is responsible for maintenance and construction of State Highways, District Roads, other district roads and village roads within JDA region.

The PWD is also involved in repair and restoration works of the heritage buildings handed over to it by Maharaja of Jaipur and those maintained by other state government departments. It is important to note here that PWD do not have specialized conservation specialists. From stake holder consultations it is revealed that PWDs approach and maintenance practices are degrading the monuments more.

11.8.2. Organizational Structure

The SE (Zone-1) oversees the functioning of the Jaipur zone. Zone is further divided into circles. City Circle Jaipur and Electric circle Jaipur are responsible for Jaipur city. (See **Figure 11-8**)

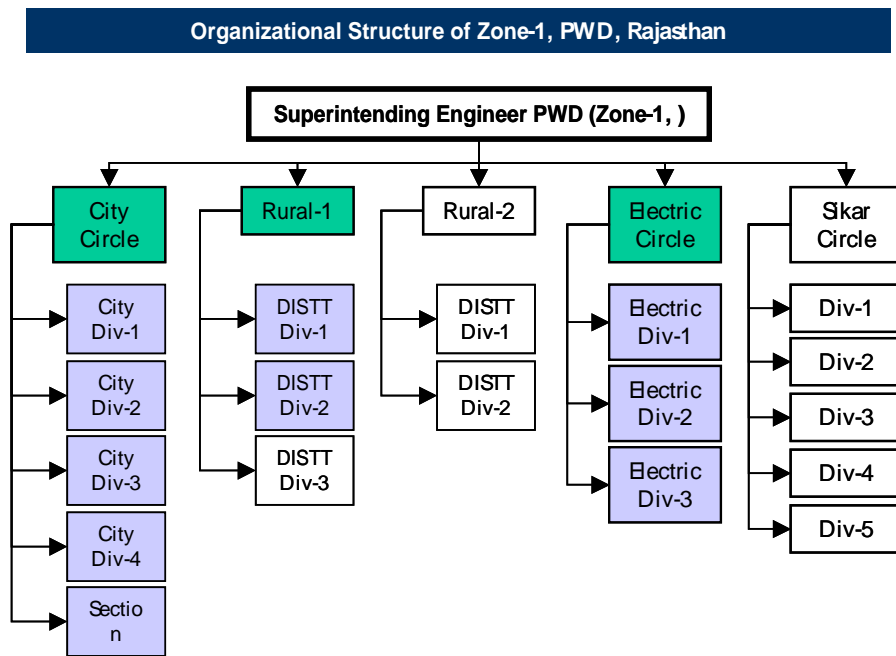


Figure 11-8: Organizational Structure of Zone-1 (PWD) GoR

11.8.3. Issues:

The PWD jurisdiction is limited to walled city area and some major roads; adding one more agency responsible for maintenance of roads in JNN and JDA area. The PWD lacks of know how towards restoration work is reducing the architectural value and is increasing structural instability of the monuments and buildings.

11.8.4. Institutional Involved in Tourism and Heritage Conservation

The tourism sector today contributes 10% of SGDP, which is on decline trend. The management and conservation of heritage and culture of Jaipur is must if Jaipur has to attract more and more tourist.

In Rajasthan (Jaipur) there are at least 6 agencies, including JNN and JDA, are responsible for maintenance and conservation of heritage of Jaipur city. Given the management scenario has lead to mismanagement and lack of attention toward the conservation of heritage.

The agencies responsible for maintenance of heritage buildings and areas with the help of other department/ agencies like JDA, JNN, electricity department, PWD and PHED are: Archeological Survey of India, Tourism Department, Department of Archeology and Museums, Devasthan Department. Apart from this there is private sector which has contributed towards the conservation and are willing to do so are Rajasthan Institute for Conservation of Cultural Properties (RHB), Intec, NRIs, registered societies, and residents of buildings.

11.8.5. Archeological Survey of India (ASI)

There are 150 Protected monuments in Rajasthan, including those in Jaipur. Jaipur Circle of ASI through its 9 sub circles, each consisting junior engineer (conservation assistant), a caretaker and foreman, maintain this monuments. The Jaipur circle office has power to implement projects having project cost less than 2 lakhs, for higher cost project, sanction from Delhi ASI office is must. This has resulted in poor maintenance of protected monument.

11.8.6. Department of Archaeology and Museum

The department at present looks after more than 200 monuments in state (including 45 in Jaipur district). Conservation work of these monuments is done through state government funds. Work includes plastering, repair of chajjas and railings and repair of passage etc. Any major works project is implemented with the help of PWD.

11.9. DEVESTHAN DEPARTMENT

There are around 62 temples in Jaipur district under the devasthan department of the government. These includes temples directly administered by the department and ones registered with it but privately administered. The department carries out renovation work of these temples either through RHB or private tenders. Projects are funded by grants from Government of Rajasthan.

11.10. DEPARTMENT OF TOURISM

The department is responsible for policy making. The department through its policy offers incentives (direct/indirect) for the preservation of heritage and culture. It also provides fund for implementation of heritage conservation projects in the state. In case of Jaipur incentives offered have not been availed any significance. Department also assists individuals for maintaining buildings monuments (owned privately) having tourism importance.

11.11. PRIVATE SECTOR INTERVENTION

The number of private sector agencies are involved in conservation of heritage, which includes INTACH, Hindustan Charitable Trust and Rajasthan Institute for Conservation of Cultural Properties (RICCULP), NRIs, Hoteliers and local residents. Although private sector has been involved in conservation activities, due to the multi agency involvement, the progress made is not significant.

11.11.1. Issue

The overall heritage scenario/ issues are summarized as below:

- There is a piecemeal, uncoordinated approach to the heritage and conservation in Jaipur Region.
- There is a limited positive and meaningful co-operation between the agencies involved.
- There is no overall planning and direction in the sector.
- Monuments are in dilapidated stage and being altered heavily (losing their historical value)
- Number of heritage buildings occupied by State and Central Government Departments.
- No Incentives and technical support given to owners of heritage building for they're up keep and maintenance.
- Difficult to apply laws and regulations and at the same time lack of rules/ guidelines for restoration of civil heritage, construction on and demolition of heritage structure.
- No nodal agency for overall heritage management.
- Lack of political commitment and public awareness on heritage value.
- Lack of Public facilities in and around the monuments and area.
- Poor Solid Waste Management in old city.
- Public Private Partnership for development of tourism and heritage conservation.

11.11.2. Institutions Involved in Management of City Environment

The Rajasthan State Pollution Control Board (RSPCB), Forest Department and Irrigation Department apart from JDA and JNN are the agencies responsible for the management of city environment. JDA and JNN are responsible for provision and operation and maintenance of Open spaces, parks and play grounds, landscaping water bodies and tanks etc, while forest department is responsible for management of forest areas, and irrigation department is responsible for ponds/ lakes bigger then 300 acres (Jal Mahal Lake)

11.12. RAJASTHAN STATE POLLUTION CONTROL BOARD (RSPCB)

The RSPCB is responsible for quality check and monitoring of Air pollution, water pollution, noise pollution, hazardous waste management, and industrial waste. It is also responsible of environmental zonation, enforcement of environmental guidelines, protection of bio-diversity etc. Mining operations are also screened by RSPCB. The role of the RSPCB board in city environment is very limited. It only monitors air Noise and water quality. It gives environmental clearances to various industrial, mining and construction activities.

11.13. FOREST DEPARTMENT

The Jaipur Division of Forest department oversees the forest and afforested areas through its North, Central and South Jaipur divisions. Restricted, reserved and protected forests are directly under the forest department. The afforested areas developed by forest department have been transferred to JDA. It is understood that JDA has asked forest department to keep such areas intact. Thus forest department maintains these areas on behalf of JDA. The forest department provides seedlings and other plantation materials to JDA and JNN for improvement

of open spaces; play grounds, roadsides plantation and road intersections. The ownership of this area rests with the JDA that has the powers to modify its landuse. In order to conserve these forested areas, it is important that the ownership of this area be given to the forest department. Irrigation Department

The irrigation department is responsible for maintenance of water bodies more than 300 acres. This includes Jal Mahal lake. The irrigation department is also provides water for some of the landscape areas within JDA region.

11.13.1. Issues

The issues related to urban institutional set up are discussed in Table 11-4.

Table 11-4: Institutional Issues

Issue	Status
Implementation of 74 th CAA	<ul style="list-style-type: none"> o Jaipur Nagar Nigam functions under the Rajasthan Municipal Act, 1959, which is meant for municipal council. o JNN has to get approval from the Directorate of Urban Local Bodies. o Do not have financial and taxation powers; to levy tax it has to take approval from directorate of local bodies, JNN has to get its own Budget approved by directorate of Local bodies, o JDA can entrust functions to JNN, which is unconstitutional. As, no authority, other than state government can delegate functions to corporation.
Overlapping of Jurisdiction	<ul style="list-style-type: none"> o No clear demarcation of boundaries. o JNN does not complete jurisdiction within its boundary. As JDA and RHB exercise there control over the major parts of JNN area. o Areas under these agencies are not transferred to JNN.
Overlapping of functions	<ul style="list-style-type: none"> o JDA has been encrusted with the functions those are of JNN. o JDA exercise and execute functions those are also of JNN within JNN boundary.
Other Sectors	<ul style="list-style-type: none"> o Water Supply o Revenue 3 times the expenditure cost, indicating high operation and maintenance cost and highly subsidized water supply. o Revenue losses due to less coverage / jurisdiction area (67%). o High rate of water loss (35%). o No centralized database and information management system in place. o Heritage and Conservation o Piecemeal, uncoordinated approach to the heritage and conservation in Jaipur Region. o Limited positive and meaningful co-operation between the agencies involved. o No overall planning and direction in the sector. o Monuments are in dilapidated stage and being altered heavily (losing their historical value) o Number of heritage buildings occupied by State and Central Government Departments. o No Incentives and technical support given to owners of heritage building for they're up keep and maintenance. o Difficult to apply laws and regulations and at the same time lack of rules/ guidelines for restoration of civil heritage, construction on and demolition of heritage structure. o No nodal agency for overall heritage management. o Lack of political commitment and public awareness on heritage value. o Lack of Public facilities in and around the monuments and area. o Poor Solid Waste Management in old city. o Public Private Partnership for development of tourism and heritage conservation.

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