

ICOA1103: EXAMINING THE DECISION MAKING COMMUNITY IN GOVERNMENT OF INDIA'S HRIDAY (HERITAGE CITY DEVELOPMENT AND AUGMENTATION YOJANA) SCHEME

Subtheme 01: Integrating Heritage and Sustainable Urban Development by engaging diverse Communities for Heritage Management

Session 2: Management, Documentation

Location: Stein Auditorium, India Habitat Centre

Time: December 13, 2017, 15:00 – 15:15

Author: Purvi Patel, Shobhit Tayal

Purvi Patel is a graduate of CEPT and Co-founder of a firm providing research & professional services across Urban Planning, Environment Design and Architecture.

She has headed several public space design projects and is presently leading the implementation of heritage-linked development in Two HRIDAY cities. She has co-authored papers on urban development, was part of Ahmedabad Heritage Walk 1999 and comprehensive development plans for heritage precincts, and is a visiting faculty at CEPT, Ahmedabad.

Abstract: In the context of Government Schemes such as HRIDAY, Decision-making regarding Urban Development is inherent to the success of the aims and objectives of the scheme. However, contrary to the stipulated author of a development process, it is stretched and distorted in many ways by the decision makers and stakeholders throughout.

Strain put on the Scheme/ project's aims by relationship between various agencies, absence of role clarity, and ad-hoc decisions have affected and in part defeated the very concept with which HRIDAY (Heritage City Augmentation and Development Yojana) scheme was conceived by the Ministry of Urban Development, Government of India.

This paper aims to assess the roles played by the author/s of the process, the Project Management Unit, as well as Heritage City Anchor the agency providing the concepts, along with other agencies such as local authority, and community involved in implementing the HRIDAY projects in India by looking at the decisions made or unmade by various stakeholders in 2 out of 12 cities. Contrary to the excellent process envisaged by the government, this review from the perspective of a stakeholder agency trying to design and implement the initiatives brings forth the many challenges as experienced by those in the middle and on ground. Aim is to reveal the actual process and the opportunities converted and lost in conserving, preserving, and in general integrating the heritage of those places into urban planning and development process.

In case of HRIDAY, when practically everyone is doing such projects for the first time, the huge gap between elite and often isolated experts and the actual machinery delivering the work has made a major impact on the projects, and will keep affecting the ultimate goals of defining, conserving, inventing and sustaining heritage in cities.

Key words: *community, stakeholder, development, participation*

Introduction

HRIDAY or Heritage City Augmentation and Rejuvenation Yojna for 12 cities with cultural, natural and built heritage is a scheme of Government of India where 100% of the fund will come from Centre. HRIDAY is envisaged to help in developing cities with a focus to preserve and revitalise the identity of the heritage city and cater to a large number of visitors. In 2015, DPC came on board to design and develop the HRIDAY proposals for the cities of Mathura and Dwarka. Proposed to be completed in March 2017, and ambitious at the onset, the scheme has run into several delays, owing to common as well as unique problems in achieving completion.

In this paper, the authors have tried to capture a three year process, lacunae within and possible solutions in the selection, design and implementation of HRIDAY proposals through the making of Detail Project Report (DPR).

Stakeholders in decision making and gaps in the process

An excellent process was envisioned by the Government of India in which Ministry of Urban Development (MoUD), through a nationwide selection process, would make available the funds as well as technical support and expertise. The local government will later make use of these agencies to create Heritage Master Plans and Detail Project Reports and ultimately to oversee the implementation.

National Institute of Urban Affairs, New Delhi was involved in the selection process of experts and has carried out a National Empanelment process. Both Anchor (HCA) and DPR agencies were selected for each city to bring in the expertise related to heritage.

Two pivotal responsibilities of 1. Representing the local stakeholders and 2. Averting to ground realities, as well as guiding the proposals to be context specific and easy to implement were given to CMD and CLAMC.

Heritage related issues have not found a clear place or priority in the statutory planning process, even in bigger cities. Some of the known problems plaguing urban development works for comparable context are: vast gap between the statutory planning and design projects, lack of technical capacities and funds with small local governments; absence of institutional arrangements, procurement mechanisms and funds to operate and maintain projects that require highly specialised skills, sway of local vested interests and in some cases, a muddled contractor procurement and implementation process.

With reference to HRIDAY, at Dwarka, the Anchors have categorically put down the requirement of creating unified design code or urban design strategies as part of HRIDAY. Palika has rejected the possibility every time stating the lack of institutional arrangement, and capacities to enforce Urban Design Guidelines.

At Mathura too, a representative has voiced his concerns a number of times and has categorically stated that his inputs (that he has been giving since the initial consultations) have not been documented, and not being responded to.

Often, informal decisions have been made depending on whoever is present and who has the most tenacity to continue being present. In Dwarka, was attempt to rope in PWD team did not succeed. In Mathura too, apart from leaves and frequent transfers of the local officers, the agencies like CPWD stated ignorance about their scope and role in the project as they had received ad hoc communiqué to contribute, rather than being systematically informed about their mandate. Therefore, while one agency raised questions about the high cost of a single element like light poles, another one in similar role approved per square meter construction cost which was 5 times the usual cost without a query.



Fig.1– Kick off meeting in Mathura: Media took photos; no one took notes, Source: Authors

NIUA, City Anchors and DPR preparation agency’s role and lacunae

There was a lot of reliance on Anchors in both Mathura and Dwarka cities, one of which had core capacities in Conservation and Architecture and the other in Planning, with the additional responsibilities and efforts necessitated by the lack of capacities on ground.

In the context of Mathura, huge amount of Anchor’s time went into guiding the process and in conclusion of their recommendations on account of ULB’s low capacities. Procuring ownership data; resolving the overlaps in various authorities as well as the institutional structure required to achieve their proposals and carrying out stakeholder consultations and collaborating on final solutions at early stages should have been done before starting Detailed Project Reports. Not doing this brought about major changes at a later

stage where the designs were only supposed to be detailed and executed. And as a lot of decision making was controlled or guided by HRIDAY City Anchors (HCA), any weakness at this stage will now affect the entire outcome.

In HRIDAY’s conception, DPR Agency’s scope is to prepare Detail Designs and Execution Drawings and relevant specifications and estimates. In most cases, their knowledge was not used.

The Ministry started with qualifying agencies with financial turns over 200 times the envisaged project fees. NIUA has relied on Project Management Unit, and both are not given sufficient power to advice on the projects. Apart from arbitrarily fixing a top ceiling for fees for DPR preparation, there has been no mention of revision clause. No provision for extension in timeline or scope, nor change on account of complexity of urban context has been provided for. ULBs demand extensive support hence there is a lot of strain on technical agencies in the event of delays.

Time and type of tasks/ HRIDAY Cities	Mathura	Dwarka
DPR Preparation Starts	December 2015	February 2016
DPR tasks completed	December 2016	June 2016
Approximate project team time spent on meetings/ Site visit	882 Hours	413 Hours
Approximate project team time spent in research and design	228 Hours	431 Hours

Fig.2 – Table showing the number of hours spent on meetings rather than on design and research. Source: DPC (Purvi Patel).

Management process as imagined and as actual

Apart from the common problems, almost all the HRIDAY cities face unique challenges like the need to cater to a large floating population, fragmented democratic processes and same individuals burdened with multiple schemes and tasks. Sway of local vested interests is higher when definition of what HRIDAY meant to achieve is unclear. In process, no agency was clearly designated and accountable to carry out the stakeholder consultations. Even if they know and want to perform this role, the City Anchor agency cannot do this without strong support from local body. In Mathura, for example, there was a great chasm between the end users/ community on ground, the City Mission Directorate, the Nagar Palika and the Concept/ Detail Design teams. Meetings were not conclusive and there were frequent changes. Up until the demarcation stage, the decisions are changing because of this.

Furthermore, while typical timeline to have a collaborative and flexible planning for collectives is in years, HRIDAY projects were envisaged to complete in much shorter time. The most easy-to-implement technologies, areas and solutions were selected, and the local crafts and traditions did not find a scope due to haste. So neither the technical knowledge of the experts was utilised, nor the integration with the other schemes/ any synergy have been achieved, nor any long term strategies is taking root. Thus the benefits will be incidental and largely unplanned. In absence of a strong political, administrative and community will, even the best of the proposals are likely face disruption.



Fig.3– New language of HRIDAY super-imposed on existing context built without relevant building bylaws at Krishna Jann Bhoomi, Source: DPC

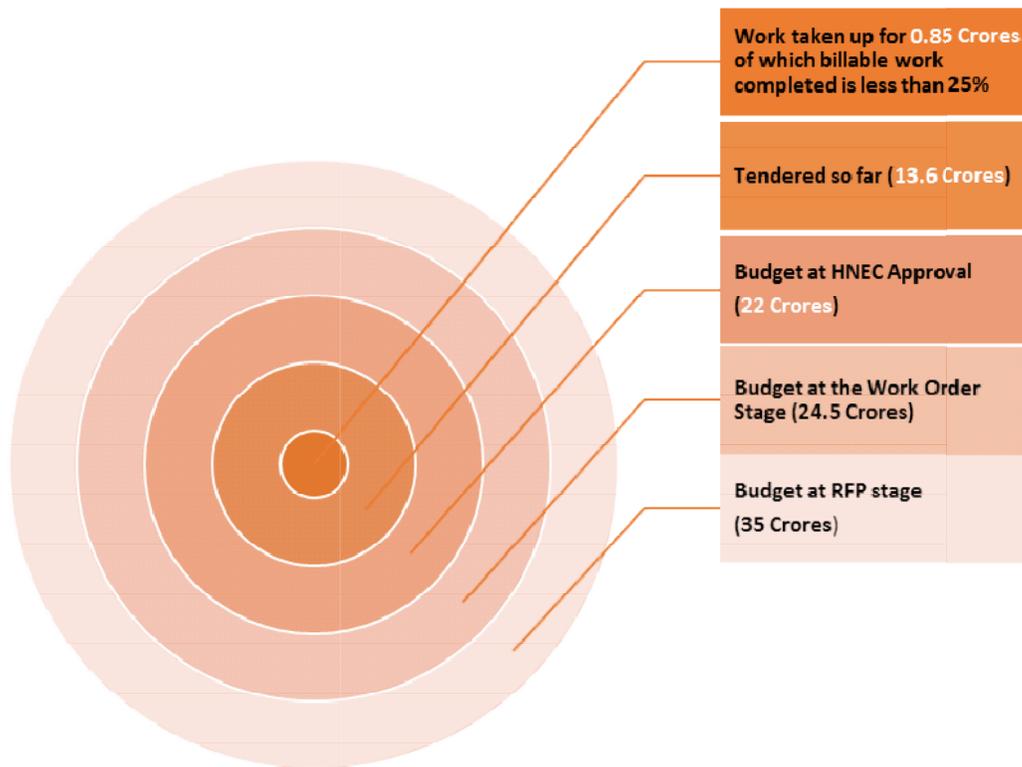


Fig.4– Budget in Mathura: Lofty Intentions to diminutive Implementation, Source: Authors

Present Status of Implementation

The circumstantial authority and delivery in this process are relatable to Foucault’s definition of fluid power as everyone made decisions and everyone used the power available to them. Democratic process has not really happened and people’s representatives, stakeholders and local authorities have not played a role in making positive and actionable decisions. Rather, the structure has worked to stall and delay the process. There have been problems of local capacities, remote locations and specialised skills. The following table (Fig. 05) captures the project progress at Mathura and Dwarka.

PROGRESS - HRIDAY CITIES	MATHURA	DWARKA
DPR APPROVAL TIME		
DPR Preparation time (from Start-Approval)	12 Months (December 2015-December 2016)	5 Months (February 2016-June 2016)
ZONES UNDER IMPLEMENTATION		
Zones tendered (from zones with approved DPR)	1 (Out of 3)	5 (Out of 5)
VALUE OF WORKS		
Value of works approved in DPRs	22 Cr INR, approx	19.86 Cr INR, approx
Value of works tendered	8.02 Cr INR *	19.21 Cr INR
Value of works under implementation (as % of RFP value)	10%	40%
Value of work completed (as % of DPR value)	1%	12%
*As per tender notice		

Fig.5– The comparison of progress in the cities of Mathura and Dwarka in terms of time and value of works under HRIDAY Scheme, Source: Authors

Way Forward

While it can be said that context specific design happened to a large extent, did heritage specific design happen? Largely, no. The following suggestions may help in preventing the same mistakes.

- a. To clear roles and responsibility for every authority and consultant for the entire progression of the project.
- b. Heritage anchors ought to have minute understanding of urban contexts, public projects, and urban services, experience in public consultations and should overlap limitations of authorities.
- c. Continuity is pivotal in decision making in design department and individuals.¹
- d. To have a clear system and method for grievance redressal.
- e. To make room for traditional craftsman and locals in procurement. There must be a component to at least showcase the local technology or art.
- f. To integrate and mandate the urban design guidelines into building byelaws.

It is essential to execute all the ongoing and future schemes in an appropriate manner which will not be possible without the active participation of the government and the citizens together. Only by considering urban planning, economic realities and value of heritage assets as a whole and by involving maximum

¹In Dwarka, since the same team of individuals remained attached throughout the project, decisions were relatively smooth. Also Dwarka City Anchors, with their willingness to engage in stakeholder consultations and experience of having worked with Local Governments, documented the decisions to a reasonable extent and prevented major deviations from the Heritage Management Plan (HMP).

stakeholders in addressing these concerns, the aims of defining, conserving, and sustaining heritage in Indian cities can be achieved.

Glossary

HNEC – HRIDAY National Empowered Committee
CLAMC – City Level Advisory and Monitoring Committee
CMD – City Mission Directorate
ULB – Urban Local Body (Nagar Palikas in both cities under study)
DPR – Detail Project Report
CHP – City Heritage Plan / City HRIDAY Plan
HCA – HRIDAY City Anchors

Bibliography

Patel, P. & Das, A. (2017). *Process Dossier: DPRs for Heritage Precincts of Mathura*. Ahmedabad Urban Management Centre & Urban Management Consulting Pvt. Ltd. (Feb. 2016). *City HRIDAY Plan, Dwarka*. Ahmedabad: UMC

Dasgupta, S. (2015). *Mathura City Heritage Plan*. New Delhi: Braj Foundation

Balachandran, B. R. & Patel, P. (2007). *Reconstruction of Bhuj: A Case of Post-disaster Urban Planning*; in *Urban Public Services: A Development Perspective*, ed. Nair, P.; Bangalore: ICFAI Uni. Press; and (2006) ICFAI Journal of Urban Policy.

Balachandran, B. R. & Patel, P. (2006). *Commentary on City Development Plans with a Spotlight on Gujarat: Vol 13, Jan. 2006: Special Issue on Urban Governance, NIRNAY*. Ahmedabad: SPIPA.

Patel, P. ed., (2005) Foldout map and write-up for two heritage walks ‘Ahmedashahi Ahmedabad’ and ‘Havelis of Ahmedabad’, Ahmedabad: Centre for Environment Education.

Patel, P. (2003). *City as an Imprint of Power*. Thesis, Ahmedabad: CEPT University.

List of Figures

Fig.1- Kick off meeting in Mathura: Media took photos; no one took notes. Source: Authors

Fig.2- Table showing the number of hours spent on meetings rather than on design and research. Source: Authors

Fig.3- New language of HRIDAY super-imposed on existing context built without relevant building bylaws at Krishna Janm Bhoomi. Source: Authors

Fig.4- Budget in Mathura: Lofty Intentions to diminutive Implementation. Source: Authors

Fig.5- The comparison of progress in the cities of Mathura and Dwarka in terms of time and value of works under HRIDAY Scheme. Source: Authors

ICOA1103: EXAMEN DU PROCESSUS DÉCISIONNEL DE LA COLLECTIVITÉ DANS LE PROGRAMME DU GOUVERNEMENT INDIEN HRIDAY (HERITAGE CITY DEVELOPMENT AND AUGMENTATION YOJANA)

Sous-thème 01: Intégrer le patrimoine et le développement urbain durable en engageant Diverses communautés pour la gestion du patrimoine

Session 2: Le management, documentation

Lieu: Stein Auditorium, India Habitat Centre

Date et heure: 13 Décembre, 2017, 15:00 – 15:15

Auteur: Purvi Patel, Shobhit Tayal

Purvi Patel est diplômée de l'institution universitaire Centre for Environmental Planning and Technology (CEPT), d'Ahmedabad et co-fondatrice d'un cabinet d'expertise et de recherche dans les domaines de l'urbanisme, de l'environnement et de l'architecture. Elle a piloté plusieurs projets d'aménagement d'espaces publiques et dirige actuellement la mise en œuvre du développement lié au patrimoine dans deux villes du programme HRIDAY. Elle est co-auteur d'articles traitant du développement urbain. Elle a également contribué au projet de promenade guidée urbaine Ahmedabad Heritage Walk et aux plans de développement global d'ensembles patrimoniaux. Elle est professeur invité à la CEPT à Ahmedabad.

Résumé : Dans le contexte de programmes gouvernementaux tels que HRIDAY, la prise de décision en rapport avec le développement urbain est inhérente à la réussite des buts et des objectifs du programme. Toutefois, contrairement aux intentions du concepteur d'un projet de développement, celui-ci est modifié et dénaturé de multiples façons en cours de réalisation par les décideurs et les intervenants.

Les pressions subies par le projet et ses objectifs en raison des relations entre différents organismes, de l'absence de clarté des rôles et des décisions prises au cas par cas, ont affecté et en partie anéanti le concept même sur base duquel fut élaboré le programme HRIDAY par le Ministère du Développement urbain du Gouvernement indien.

Cet article vise à évaluer les rôles joués par le ou les auteurs de projet, le *Project Management Unit*, ainsi que le *Heritage City Anchor*

– organisme fournissant les orientations –, aux côtés d'autres institutions telles que les autorités locales, et de la collectivité impliquée dans la mise en œuvre de projets HRIDAY en Inde, en examinant les décisions prises ou non par les différents intervenants dans deux des douze villes choisies. A l'inverse de l'excellent processus prévu par le Gouvernement, un réexamen dans l'optique d'une institution impliquée qui tente de concevoir et de mettre en œuvre des initiatives, provoque de nombreux problèmes, comme l'ont expérimenté les acteurs de terrain et les intermédiaires. Le but est de présenter la démarche réelle ainsi que les opportunités concrétisées ou perdues en conservant, préservant et intégrant de manière générale le patrimoine de ces lieux dans la planification urbaine et les processus de développement.

Dans le cas du programme HRIDAY, alors que pratiquement chacun met en œuvre de tels projets pour la première fois, l'immense écart entre élite et experts souvent isolés et les mécanismes actuellement en place, a eu des impacts importants sur les projets et continuera d'affecter les objectifs ultimes d'identification, de conservation, d'inventorisation et de maintien du patrimoine dans les villes.

***Mots-clés:** communauté, intervenant, développement, participation*