

Terms of Reference

India

Proposed GEF-funded Sustainable Urban Transport Project Consultancy for Project Preparation for GEF5 Project on Efficient & Sustainable City Bus Transport (SCBT)

The terms of reference (TOR) listed below refer to a consultancy service to be undertaken for preparing the SCBT project prior to the Global Environment Facility (GEF) work program entry.

1. Background: Proposed GEF-funded Sustainable City Bus Transport (SCBT)

Government of India (GoI) has recognized the need to tackle the issue of the tremendous increase in private modes of transport (two and four wheel vehicles) as a result of increasing income levels and growth in the size of cities. Congestion, Road Safety and environmental pollution as a result of transport have increased due the rapidly developing reliance on use of personalized motor vehicles. The poor quality of public transport contribute to traffic congestion, increased air pollution levels and road safety problems on roads in most of the Indian metropolitan cities.

Under both National Urban Transport Policy (NUTP, 2006) and National Environment Policy (2006) action plans have been prepared and implemented for major cities to reduce urban transport emission. The main objective of NUTP is to provide sustainable urban transport which will help to reduce Green House Gas (GHG) emissions. Urban transport has also been given priority in the Jawaharlal Nehru National Urban Renewal Mission (JnNURM), through which GoI will finance up to 50% of the total cost for urban infrastructure investment projects in 61 selected cities. To foster a long-term partnership between GoI and state/local governments in the implementation of a greener environment under the umbrella of the NUTP, GoI in 2008 initiated the Sustainable Urban Transport Project (SUTP) with the support of the Global Environment Facility (GEF). GoI has launched the National Mission for Sustainable Habitat (NMSH) as one of the eight missions of the National Action Plan on Climate Change (NAPCC) to promote sustainability of habitats, and one of the key platforms for this is through modal shift towards public transport and resource conservation.

Urban transport demand in Indian cities is met by a range of modes. While the high income group has access to cars, the middle-income and lower- income group depends on public transport services, 2-wheelers and non-motorized modes such as walking and cycling. The long term sustainability of cities depends on promoting walking, cycling and public transport services. Public Transport carries more people, is less polluting and takes up less road space than the equivalent number of personal vehicles. City bus services can meet the public transport needs of most cities in a cost effective and efficient manner. Cities in India do not, in general, have good quality public bus systems. Structured bus services, which form the essential requisite of meeting the transport demand in urban sectors in Indian cities with more than 0.5 million people, are often found to be absent. Public Transport services are considered as unreliable in most cities. According to "Traffic & Transportation Policies and Strategies in Urban Areas" which is a study undertaken by the Ministry of Urban Development, public transport mode shares have generally dwindled over the last couple of

decades and fleet sizes in nearly all public bus companies declined rather than keep pace with demand.

2. Introduction: On-going initiatives

I. JnNURM

In an attempt to discourage the usage of private vehicles and promote public transport Gol under the second stimulus package, on 2 January 2009 announced that states would be provided with financial assistance under the Jawaharlal Nehru National Urban Renewal Mission (JnNURM) for the purchase of buses for their urban transport systems. Under this programme, the Gol provided funding for purchase of buses in 61 cities across India with the following objectives:

- a. Provide new, cleaner, more user friendly buses to cities in order to provide a higher level of service and convenience for passengers.
- b. Assist in the implementation of public transport institutional and service reforms, including setting up SPV's for managing and operating JnNURM financed buses, changes in route and network structure, operations and maintenance practices, etc.

Accordingly under the scheme launched by the MoUD, a total of 15,260 buses have been sanctioned to 61 JnNURM cities at a total cost of Rs. 4723.94 Crore out of which total Admissible Central Assistance (ACA) would be Rs. 2088.05 Crore and the remaining would come as the counterpart share from state and city governments. This funding did not include any other additional funding from Gol. The state/city's share of funding shall include their counterpart share in the bus funding scheme under JnNURM and in-kind assistance. These cities either had a population of over one million or were capitals of the state governments or had some other tourist/heritage interest.

II. SUTP

The Sustainable Urban Transport Project (SUTP) for India delivered under GEF4 is an umbrella programme focused on developing the necessary national, state and city level capacity in urban transport planning and kick starting the process through some high impact demonstration projects on Bus Rapid Transit, Non-motorized Transport and ITS in five cities. Although the project was not designed to directly address city bus services and operations in major cities but it did support development of a sustainable urban transport system holistically.

3. GEF5 Project on Efficient & Sustainable City Bus Transport (SCBT)

Taking forward the initiatives taken under JnNURM & SUTP, in order to help modernize and improve/ launch sustainable bus services at **city level** there is need for:

- a. Operationalization of an institutional mechanism and the reform agenda
- b. Up-gradation of physical infrastructure such as terminals, depots, bus shelters
- c. Driver training and improved maintenance practices for buses, via depot modernization and record keeping, for improved fuel efficiency (better kmpl).
- d. ITS support such as PIS, fleet management, scheduling, AFC for improved operations, user responsiveness and mode integration

- e. Route planning and rationalization for integration with other modes and user responsive service planning
- f. Private operations contracting and monitoring
- g. Fare management and financial planning for improved bottom lines

At National / State level there are cross cutting issues of:

- Regulatory and institutional framework for city bus services
- Tax burden on buses
- Guidelines for efficient operations - fuel savings etc.

Thus, this proposal takes forward the earlier initiative for promoting public transport by **focusing more comprehensively on efficient city bus transport and treating the multiple issues** viz - operational, financial, regulatory, fiscal, lack of infrastructure and modern & efficient technologies, driver training; through city bus modernization.

4. Project Components

It is envisaged that the project will include the following three components:

Component 1: National / State Level Technical Assistance (TA) on policy, regulatory, fiscal Issues and Capacity Building

- Review policy, legislative and regulatory constraints to promoting efficient and quality city bus public transport including modernization of State Transport Undertakings (STUs), decentralization to city governments, private sector participation and the taxation burden on public transport vehicles vis-à-vis personal vehicles and develop policy notes to assist nodal government departments at the national and state level to address identified issues;
- Assist STUs and private bus companies in adoption of improved techniques through training of drivers and maintenance personnel and improved vehicle maintenance to improve fuel efficiency; Conduct workshops to disseminate experience of these cities and propagate the use of fuel conserving practices among STUs and private bus companies; Creation of curricula/training programme in Centres of Excellence;

Component 2: City Demonstration Projects Technical Assistance (TA) and Capacity Building

- Conduct pilot projects in 4 cities with (i) existing bus services and (ii) where modern bus services are planned to be introduced. This will involve assistance to improve their quality of service through technical assistance in focus areas such as Route rationalization, Greater private participation, Improved branding and over all financial sustainability, Driver training and vehicle maintenance, overall financial sustainability and reform implementation. It will also include assistance capacity building through conducting workshops, training events,

Component 3: Preparation and Implementation of Demonstration Projects - Physical Improvements

- Conduct pilots to modernize bus services in the 4 cities chosen in Component 2 – 1-2 cities where they already exist and introduce modern bus services in 1-2 cities where such services do not exist. This will involve assistance to improve their quality of

service through physical investments in goods and equipment in bus shelters, , depot and maintenance equipment, ITS enabled passenger information, scheduling, fleet management and operations management and fare collection systems, increased private participation,;

5. Expected project outcomes and activities

The expected outcomes and activities to achieve the same are as follows;

- I. Sustainable transport and urban policy and regulatory frameworks adopted and implemented.
- II. Increase the mode share of buses and make buses a preferred option especially amongst the women, students, youth and middle aged persons across India thereby reducing GHG emissions.
- III. Brand building and awareness campaign to persuade a shift from personal modes to public transport. Reduce by 20% GHG emissions and achieve energy savings by providing ITS, proper maintenance scheduling & driver training.
- IV. Increased investment in less-GHG intensive transport and urban systems.
- V. Awareness creation and Capacity building of concerned stakeholders.
- VI. Documentation, knowledge products, case studies, development of roadmap and guidelines.

6. Objective of the Project Preparation Consultancy

The main objectives of the consultancy are:

- i) Detail out the exact scope of work involved in each component of the Project and develop standard documentation to be used by all implementing agencies during preparation and implementation phase i.e. terms of reference, operations manual, project agreements, with a view to streamlining activities for PMU oversight
- ii) During project preparatory stage:-
 - a) Assist PMU in reviewing preparation documents submitted by selected cities/ states and providing necessary advice
 - b) Development of Terms of Reference and RFPs for component 1 & 2; and
;
 - c) Preparing Project Information and Project Appraisal documents for GEF 5 .

7. Scope of the Consultancy

The consultant is expected to carry out the following four streams of tasks:

- i) **Task 1: Preparation for the Component 1 of the SCBT,**
 1. Describe scope of technical assistance to be provided to the GOI in developing and institutionalizing a long-term partnership between GOI and states/cities for sustainable city bus transport.
 2. Develop terms of reference for key tasks defined and agreed in the scope.
 3. Define the capacity building program for promoting fuel efficiency and other aspects.
- ii) **Task 2: Preparation for the Component 2 and 3 of the SCBT,** which should:

4. Define a comprehensive and integrated process (including key requirements) to be endorsed by the GOI and participating states for planning, identifying, preparing, and implementing Sustainable City Bus Transport Projects, based on international good practices;
5. Define and tabulate city selection process for selecting three demonstration cities to provide assistance for capacity building & developing technical assistance activities.
6. Define capacity building programme and focus areas
7. Define focus areas where technical assistance is required.
8. Develop a package of model ToRs and estimated costs for key tasks to be carried out during the above process for preparation and implementation of various types of demonstration Sustainable City bus transport projects and institutional strengthening activities;
9. Assist PMU during project preparatory stage with reviewing proposed institutional development activities of selected cities;
10. Define a comprehensive and integrated process (including key requirements) to be endorsed by the GOI and participating states for planning, identifying, preparing, and implementing Sustainable City bus transport projects, based on international good practices;
11. Assist PMU during project preparatory stage with review of DPRs including technical, social and environmental aspects, procurement and financial management and other documents prepared by selected cities for infrastructure development activities during the preparation phase.

iii) **Task 4: Technical Assistance to the Project Management Unit (PMU)** in preparation and approvals for SCBT.

8. Detailed Tasks and Activities

Task 1: Preparation for the Component 1 of the SCBT:

- **Task 1-1: Define and illustrate key problems in regulatory, financing and institutional arrangements and taxation for city bus transport development in India;**
- **Task 1-2: Articulate the roles of national government and local governments (including both state and city governments) in urban transport development and the need for establishing a long-term and functioning national partnership programme for sustainable city bus transport, learning from international experience in countries with similar political and institutional structures;**
- **Task 1-3: Explore options to support existing national capacity building programmes through the component 1 of the SCBT;**
- **Task 1-4: Consult key stakeholders and to define scope of activities to be undertaken under the Component 1 of the SCBT;**

- **Task 1-5: Prepare a detailed Terms of Reference for the Component 1 of the SCBT.**

Task 2: Preparation for the Component 2 and 3 of the SCBT:

- i) **Task 2-1: Define and illustrate key problems in financing and institutional arrangements for city bus transport development in India at city level bus operations;**
- ii) **Task 2-2: Review the process and key activities for developing focus areas for Technical assistance and investment activities and capacity building programme for Sustainable City Bus Transport Projects.** International good practices have demonstrated that a comprehensive and integrated planning process is required to facilitate the rational identification and subsequent preparation and implementation of sustainable transport projects. The process normally need to comprise, inter alia, the following key activities: Comprehensive City Public Transport Plans which support implementation of the respective city development plans (CDP) through environmentally friendly urban transport measures; Alternative Analysis; Preliminary engineering, and environmental and social impact assessments; Economic Analysis; Financial Analysis; Detailed engineering design, Procurement plans and documentation; Institutional Strengthening; Project Implementation Arrangements; Supervision and Monitoring. This has already been developed as part of SUTP and the consultants will be required to review and customize the process for SCBT. Technical assistance activities could be taken up in a variety of areas either directly related to further preparation of designs, for hiring of project management consultants etc. and also for undertaking policy, financial and business planning studies, PPP contracting options etc.
- iii) **Task 2-3: Customize / Develop a package of model TORs for the above key activities.** The model ToRs should cover all key activities identified based on those described in the paragraph above for all types of Sustainable City bus transport projects but not limited to the same (listed in the Annex1). These model ToRs, after some adjustment to reflect local context, will be utilized under the task 3 of the SCBT for preparing and implementing demonstration projects using existing SUTP documents. For the case of Component 2, consultants shall prepare model ToRs in required areas such as route structuring and rationalizing; city bus service 5 year business plan including financial analysis; private contracting of infrastructure and operations; project management consultants etc.
- iv) **Task 2-5: Draft a model Participation Agreement (PA)** to be endorsed by the GOI and states which are interested in participating with SCBT programme. The PA should include: Objectives of the SCBT; Key requirements for Identification, Preparation and Implementation of demonstration project packages under the SCBT; Institutional and financing arrangements for project preparation and implementation, etc. Again, documents already available from SUTP maybe updated for this Project.
- v) **Task 2-6: Present the concept of the SCBT and the comprehensive process for preparing and implementing Sustainable City Bus Transport Projects in the form of an information package appropriate for 4-6 half-day regional or state workshops with selected states and cities.** These workshops will be organized by the MoUD. The consultant is required to (i) prepare presentations; (ii) facilitate the workshops; (iii) seek feedback from states/cities; and iv) help modifying and finalizing

the Participation Agreement (PA) to be signed between GOI and states interested in participating in the SUTP/SCBT.

- vi) **Task 2-7: Assist Project Management Unit (PMU) in reviewing preparation documents submitted by participating states and handholding them through preparation.** The consultant is expected to assist selected cities/states prepare and finalize their documents in line with World Bank requirements. These shall include but not be limited to DPR, social and environment assessment and implementation plans, financial and procurement assessments, procurement plans, bidding documents;
- vii) **Task 2-8: Explore options to support existing State & City level capacity building programmes through the component 2 of the SCBT;**
- viii) **Task 2-9: Consult key stakeholders and scope activities to be undertaken under the Component 2 of the SCBT;**
- ix) **Task 2-10: Based on international good practices consultant would define a comprehensive and integrated process to be endorsed by the GOI and participating states for planning, identifying, preparing, and implementing Sustainable City bus transport projects, including:**
 - a. Amending the Model Participation Agreement for individual states and Model TORs for shortlisted demonstration projects to reflect the specific local context;
 - b. Preparing/ updating procurement guidance documents, operations document, environment & social management framework, financial manual, etc. for each component of the SCBT;
 - c. Preparation of Project information document & assistance with Project Appraisal

Task 3: Assisting the Project Management Unit (PMU) in preparation of the SCBT, including

- x) **Task 3-1: Providing training to PMU staff**
- xi) **Task 3-2: Assist PMU in day-to-day functioning and coordination activities**
- xii) **Task 3-3: Assist in procurement of Project Management Consultants (PMC) including preparation of tender documents.**

9. Consultant Team Requirements

It is expected that the consultancy will require the service of a team of experts with skills and experience in urban/Public transport policy analysis and development, urban public bus transport planning/project preparation and public administration.

All team members are required for at least one in-country missions backed up by home activity for preparation and follow up. The Team Leader should be physically present in Delhi no less than four months over the period of the consultancy service.

The specialist appointed as Team Leader shall have specific experience in working with and managing multi-disciplinary teams and/or planning in developing countries. Working experience in India is a plus. Fluency in written and spoken English is mandatory.

The minimum requirements of key core staff likely to be involved in the main contract components are indicated below. The Team Leader should be a urban public bus transport specialist or a Project Appraisal Specialist.

Position & No.	Man Months	Years of Exp	Specific Experience
1. Project Appraisal Specialist - 1	6	15 years	The Project Appraisal specialist shall have a degree relevant to urban transport project appraisal (Economics, Civil Engineering, Transportation, Urban Planning, Policy studies etc.) with a minimum of 15 years experience in the transportation sector, with at least 10 years appraising urban transport projects for Public transport on behalf of a national government agency. The ideal candidate would have experience in formulating and implementing urban transport appraisal guidelines on behalf of a national-level government transport agency and had experience in training/informing local agencies on project formulation consistent with those appraisal guidelines.
2. City Bus Transport Specialist - 1	6	15 years	The Urban Bus Transport Operations and Planning Specialist shall have at least 15 years of experience in modernization of urban public bus transport systems. . Though a good understanding (and preferably experience with) the formal urban transport planning process (the four-step process) is required, the intention is not to find a modeller. Rather, the ideal candidate will have a good understanding of urban public bus transport The ideal specialist would also have experience in project formulation, financing and implementation at the local urban level. The candidate should have experience in Public Transport planning & operations.
3. Transport Economist - 1	2	10 years	The Transport Economist shall have a graduate degree in economics with 10 years of experience in the transport sector. The candidate must have experience in various economic analyses for policy making, project planning, monitoring and evaluation in the transport sector for government agencies. The ideal candidate must have experience in preparing financial models / preparing self sustaining models for public transport operations.

4. Procurement Specialist - 1	6	10 years	The candidate should have Bachelors degree or equivalent. He/She should have minimum of 10 years experience in a responsible capacity for procuring goods, works, supply & installation of equipment, and services including Consultancy Services. He/She should have handled procurement function for at least one World Bank funded project in the last 5 years, and should be fully conversant with World Bank Procurement procedures and Guidelines
5. Financial Management Specialist - 1	6	10 years	The financial analyst shall have a Masters Degree in Business Management (Finance) / Commerce or equivalent and will have at least 8 years experience with financial modelling, financial auditing and World Bank procedures.
6. Social Safeguards Specialist- 1	3	10 years	The Social Safeguards Specialist shall have a technical background in social policies, laws and at least 10 years of experience in formulating and generating urban transport projects and policies. The ideal candidate should have a good understanding of the GEF policies & procedures and comprehensive planning approach encompassing technical, financial, social and environmental aspects for public transport projects.
7. Environment Specialist - 1	3	10 years	The Environment Specialist shall have a technical background in environmental science/engineering and at least 10 years of experience in formulating and generating urban transport projects and policies. The ideal candidate should have a good understanding of the GEF policies & procedures and comprehensive planning approach encompassing technical, financial, social and environmental aspects for public transport projects.

10. Deliverables and Schedule

The consultant is requested to deliver the following outputs in about twelve (12) months:

S. No.	Deliverables	Time Frame (Months from the date of signing of the contract)
1.	Inception Report	1
2.	Model Participation Agreement (PA)	2
3.	Detailing scope of each Component	3
4.	Regional/State workshops	3
5.	Package of model TORs and RFP for the Component 1 & 2 of SCBT	6

6.	Appraisal of demonstration projects	8
7.	Procurement of PMC	9
8.	Project Information and project appraisal documents including Operations Manual; ESMF; FM Manual	10
9.	Monthly one-page progress report	Every month

All the reports submitted to the client will be supplied in six hard Copies, along with a CD comprising relevant electronic copies.

It must be noted that the copyright for all the manuals, plans and reports and other intellectual property created as a part of this project will vest exclusively with the Government of India (MoUD) which would be free to use all such material, without restrictions, in any of its training programs or for any other purposes.

11. Review, Reporting and Evaluation

This consultancy is managed by the Project Management Unit, GEF-SUTP. The consultant should report directly to the National Project Manager (NPM) of the **PMU** which is established at MoUD. For further details visit www.sutpindia.com.

**A list of types of Sustainable Urban Transport Projects recommended in the GEF OP
11: Sustainable City Bus Transport**

- Improvement of Public Transport
 - Promotion of Bus Rapid Transit Systems
 - Improvements to and reform of existing bus services
 - Enhancement of public transport (landscaping, safety, comfort, design, image)
 - Fare and modal integration
 - Traffic signal priority
- Land-use and transport planning coordination
 - Comprehensive corridor development integrating various modes of transport
 - Urban upgrading and re-developments in conjunction with development of public transport systems
 - Recuperation of urban centres (historic, symbolic) while promoting accessibility
- Adequate Operation and Maintenance of Transport Fleet
 - Driving practices and training of operators
 - Fleet maintenance practices and outsourcing
 - Vehicle emissions monitoring
- Non-motorized transport development
 - Provision and improvement of cycling networks and facilities, and pedestrian facilities
- Travel Demand Management
 - Traffic Calming
 - Congestion pricing
 - Traffic cells
 - Parking policies
 - Advanced Public Transport Systems or Intelligent Transport Systems
 - Rationalization of travel behaviour
- Freight Rationalization
 - Freight transfer centres
 - Fleet standards
 - Rules on truck circulation