

BENGALURU: WAY FORWARD

Expert Committee: BBMP Restructuring
June 2015



BBMP
RESTRUCTURING

Chairman: B.S. Patil, IAS (Retd)

Members: Siddaiah, IAS (Retd)

V. Ravichandar

V. Yashvanth, IAS (Secretary)

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FOREWORD

There was a time not so long ago, when Bengaluru with abundance of greenery was truly the 'Garden City'. But today 'Bangalored' has become a byword around the world, synonymous with 'cutting edge' idea power, thanks to the brilliant crop of young minds' springing out at every nook and corner of the State who have made Bengaluru a software capital of the world. However, along the way it has unfortunately lost its character too. The metropolitan city in the last decade registered the highest growth rate of 44.6%. Unplanned growth has led to huge infrastructure deficiencies, coupled with poor urban service. Bengaluru's urban management has come under severe criticism from one and all. There are no quick solutions as the city has over grown in size and shape. Despite this, we owe to the young brave hearts and the future generations that Bengaluru lives up to its reputation. For this we have a long way to go. But attempt and achieve we must.

Mindful of this, the Govt. of Karnataka under the visionary leadership of our Chief Minister, Shri Siddaramaiah, invited me to chair the 3-Member Expert Committee of Shri Siddaiah, IAS (Retd.) and Shri V. Ravichandar to lay out a road map in pursuit of that dream. We are indeed honoured to be charged with this noble task.

The Committee over the last 8 months met over 1,000 stakeholders representing democratically elected representatives, political parties, officials, members of civil society and citizens' forum. The Committee also studied in great detail various city governance structures, across the world, took into consideration suggestions of several leading urban experts as well as reports of expert groups constituted for similar purpose. The details are set out in our web site www.bbmprestructuring.org. The Committee before addressing the solutions had to understand the current status of the Municipal Corporation (BBMP), be it be the organizational structure, finances, human resources, delegation of powers, role responsibilities of Council, zonal offices and wards, etc. The Committee sought the services of eminent institutions such as Azim Premji University, WRI India, IISc, IIM-B, IIHS, ISEC, Janaagraha and other expert bodies. These institutions put in place research teams of experts to compile information, submit best practices and solutions. The committee is, therefore, beholden for their very valuable inputs in the preparation of this report.

The difficult task of recommending an appropriate structure for the governance for BBMP could only be possible if urban experts were available full time to undertake the task. We were fortunate to have among our committee two eminently qualified members in the team. Shri. Siddaiah, I.A.S, (Retd.), with whom I shared some of the glorious years of my service, is a person of invaluable experience and knowledge on BBMP having served as the Commissioner on two occasions. His contribution to the report especially in delineating the jurisdiction of the five corporations is invaluable where he has kept the emotional aspects and sentiments of Bengalureans while suggesting the final configuration. He particularly brought in deep insights on improving citizen participation through ward committees, improving revenues through better property tax administration and delineating the HR set up for our proposed structure. Another member, Shri V. Ravichandar has in the past 15 years worked very closely on urban issues and contributed in bringing in innovative tax reforms within the BBMP. He brought in domain knowledge on urban management and global city governance structures, to facilitate in finalising the report. He worked like a 'One-man Army' for the last 8 months. I, therefore, wish to place on record their total contribution to this report.

The Committee would also like to place on record its appreciation for the inputs received from several heads of the Government Departments and the heads of the Parastatal agencies for their forthright observations, suggestions and inputs. The Committee also expresses its deep appreciation to two of its officers who served the Committee as Secretaries during the period, Shri Manivannan P, I.A.S, and Shri V. Yashvanth, I.A.S. Similarly the Committee expresses deep sense of gratitude to Dr. Puttaswamy who in a record time of few days was able to complete translation of the report into Kannada compendium. There are others too who helped in finalizing the report whom we acknowledge with appreciation. Their names figure in the Appendix to the report.

The report establishes a need for urgent structural changes in Bengaluru Metropolitan Area (BMA). The Committee has taken a 25-year horizon in making its recommendations considering the present population figure at 10 million going up to 20 million by 2040. Recent experiences worldwide indicate a move towards City-Region governance. The Committee after considerable deliberations came to the conclusion that a 3-tier structure of governance for BMA would be an ideal architecture which will address the needs of the city and its citizens. Our report suggests an apex body at the Tier-1 – the Greater Bangalore Authority/Council with the functions of Local Planning Authority, infrastructure development, integration of parastatal agencies, economic

development, etc. At the second tier, the Committee has proposed five Municipal corporations. Karnataka State was a pioneer in initiating devolution of powers under the Panchayat Raj. The Committee believes that similar devolution of powers should be provided at the ward level where the voice and aspirations of the citizens provides the spirit of the 3rd tier.

While recommending the above structure of governance, the Committee kept in mind deep sentiments expressed by large sections of the society that 'Brand Bengaluru' should not lose its identity. The Committee by recommending Greater Bangalore Authority has ensured Bengaluru remains as one city governance just the way London is today.

We are privileged to have been called upon to propose a plan for the future of this great city. Admittedly we have dreamt big, but our beautiful city deserves nothing less. We are firmly convinced that the recommendations made are eminently achievable given the combined forces at the command of the State.

The Committee expresses its deep gratitude to the Hon'ble Chief Minister Shri Siddaramaiah and the Members of his Cabinet for giving us this unique responsibility to present our recommendations for a better future for all Bengalureans.

We, the 3-member Committee, take great satisfaction in submitting its report on 'BBMP Restructuring' to the Govt. of Karnataka for consideration and acceptance.

B.S. Patil, I.A.S (Retd)
Chairman

We would additionally like to place on record our deep appreciation of the leadership, wise counsel and sage advice that our Chairman, Mr. B.S. Patil provided through the entire BBMP Restructuring exercise. In keeping with his known penchant for being a tough task master throughout his service years, he kept us on track to meet the overall goals of this exercise!

Siddaiah, I.A.S (Retd)

V. Ravichandar

1 EXECUTIVE SUMMARY: BBMP RESTRUCTURING

1.1 WHY RESTRUCTURING?

The Expert Committee was initially constituted to suggest how the existing Bruhat Bengaluru Mahanagar Palike (BBMP) could be divided into smaller municipal areas. In the view of the Government of Karnataka (GoK), Bengaluru had grown too large and unwieldy to be managed by a single Corporation. The 2007 amalgamation of the erstwhile Bangalore Mahanagar Palike (BMP) with 7 City Municipal Councils (CMC), 1 Town Municipal Council (TMC) and 110 villages had not yielded the expected gains. For instance, the villages added to BBMP still languish without basic amenities like underground sewerage, drainage and piped water.

The Committee discussed with the GoK about the proposed mandate suggesting division. There were discussions whether the citizens multiple woes on the deteriorating quality of life could be addressed by wielding the scalpel and creating miniature versions of BBMP. It was felt there were serious challenges with multiple civic agencies operating in silos and a BBMP set up that lacked appropriate governance, administration and people capacity. GoK agreed that unless one took a holistic view of what ails the current set up (BBMP, Other civic agencies) in delivering on citizen expectations, arriving at the contours of a comprehensive solution was infeasible. Hence the case made by the Committee for a larger mandate that focussed on improving quality of life for all citizens (particularly the underprivileged) in Bengaluru through (i) Access to quality infrastructure and services and (ii) Accountability of service providers, was accepted by GoK and the mandate of the Expert Committee was upgraded accordingly.

The Committee met with over 1,000 Stakeholders (Elected representatives, Senior officials of government agencies, Institutional groups, Resident Welfare Associations (RWA), NGOs, Community Based Organisations, etc.). A web site, www.bbmprestructuring.org, was set up as a two way communication platform between Citizens and the Expert Committee. The Committee reviewed best practices (Domestic / International), heard citizen suggestions, set up teams for spatial databases, public finance, HR, governance / administration, activity mapping, legal & planning aspects and held multiple deliberations. This report is the culmination of these efforts and done with the support of many institutions and individuals.

1.1.1 Infirmities in the current system

Discussions and analysis of available data indicate a tale of multiple deficits that plague BBMP currently:

- Ineffective Governance and Administration
 - Overriding influence of the State over Bengaluru manifested through a weak, one year 'titular' mayor system, administrative measures and financial control through the grants process
 - Negligible citizen participation at the third tier of city governance

- The existence of silo 'parastatals' like BWSSB, BESCO, BDA, BMTC that operate outside the control of the city leadership leading to serious coordination challenges
- Large Corporation Council with over 260 members; limited deliberations about local development issues
- Omnibus, ineffective Standing Committees in BBMP with around 132 Councillors across 12 Committees
- Insufficient independent powers with Zonal Commissioners.

- Citizens do not have a voice in the current system
 - The 74th Constitutional Amendment mandates citizen participation through the vehicle of ward committees but this is routinely breached
 - There is a citizen participation law on paper but giving veto power to the Councillor effectively negates any voice for the citizens
 - Farcical Ward Committee arrangements with poorly defined roles and responsibilities, member composition, meetings that are rarely held, etc.
 - Demands for 'speed money' for commonly required civic services.

- Trust deficit
 - Leakages in civic works; inflated contract values are considered the norm and financial indiscipline is the norm at BBMP
 - This coupled with poor state of infrastructure and service delivery has led citizens to distrust BBMP –for example, low revenue realisations (property tax payers < 50%).

- Lack of Accountability
 - No one seems responsible for the state of the city, be it something as serious as citizens washed away in drains or pot holed roads, delayed projects, mounting garbage, lack of walkable footpaths, building violations, encroachments, etc.
 - The presence of multiple agencies leads to a blame game – the road cutting and non-restoration in time is a classical manifestation of this problem
 - Negligible mapping of activities across civic agencies with clear cut delineation of responsibilities of elected representatives and officials.

- Poor state of Human resources
 - The C&R (Cadre & Recruitment) Rules, 1971 that govern BBMP is obsolete and not in tune with the times
 - In-house employees lack urban expertise and have no training
 - External resources deputed at senior levels too have limited capabilities. They have no long term commitment to BBMP and hence are detrimental to developing a healthy internal culture

- City management needs urban professional resources with high domain knowledge. This is a huge vacuum across civic agencies
- Negligible specific job oriented training. No induction program
- Staff shortage (about 35% vis-à-vis sanctioned capacity).
- Lack of Transparency
 - The operations and finances are shrouded in secrecy. There is no visibility on where the money is spent. There is no MIS system in place and senior officers are severely handicapped in taking decisions. A Fund Based Accounting System implemented in 2003 which had these features was circumvented and allowed to lapse
 - There is no appetite for proactive disclosure, be it about projects underway or how the money was spent
 - More shockingly, the Central Accounts Office of BBMP was not part of the limited functionality, computerised accounting system in place at the Zonal level. So with no financial audit for over four years and poor internal records, it is near impossible to know the true state of affairs at the Corporation.
- Financial Mismanagement
 - BBMP which currently has own revenue sources of around Rs. 1800 crores annually (including arrears), had pending bills as of Apr 1, 2015 of Rs. 2,300 crores, a loan of around Rs. 2,200 crores and Spill over works of Rs. 3,000 crores indicative of serious financial stress
 - In 2014-15 less than 50% of the estimated 23 lakh properties paid property tax indicative of a lax approach towards revenue mobilisation. Further, property tax rates that are based on land guidance value have not been revised since 2007
 - Interest in mopping up revenue from other promising sources like leased assets and advertising hoardings has been negligible allowing operators to flourish at the expense of the Corporation.
- Planning deficiencies for the Local Planning Area
 - The Comprehensive Development Plan (CDP) exercise which is expected to determine the future of the city, produces static land use maps and regulations that are obsolete when compared to the needs and changing pace of the city
 - Coordination and cooperation between the planning and implementing agencies is dismal
 - The lack of town planning professionals is a serious impediment to planning, coordination and management of the city coupled with an inability to come up with proactive and innovative solutions for the city's myriad problems
 - Reactive approach to haphazard urban developments on the outskirts of the BBMP area.

- Implementation challenges
 - Negligible prior planning, poor process / financial discipline and low people capacity manifests itself in extremely poor project execution on the ground in terms of final utility and time taken
 - Project pre-audits are often by-passed and consequently Return on Investments are impossible to measure
 - Inter-agency coordination is a major challenge due to lack of appropriate integration platforms and multiplicity of authorities. Road cutting woes faced by citizens is a glaring example of this failure
 - Poor control on expenditure and limited use of third party inspection resulting in runaway costs with poor outcomes
 - Poor enforcement and blatant violations of the law of the land leading to unfavourable outcomes – visible examples in land use / building plan violations, land title disputes, encroachment of lakes / government properties, unaccounted for water (50%), riding on footpaths, jumping traffic signals, etc.
 - The garbage problem in Bengaluru has now been festering for over three years without a positive resolution.

1.1.2 Addressing the infirmities

The Expert Committee on BBMP Restructuring focussed on finding systemic remedies to the existing infirmities that is holding Bengaluru back from realising its true potential as the best city in India and one of the truly liveable global cities in the world. Beyond making the city a more liveable one, it needs to be an engine of economic growth creating livelihoods and attracting investments. This will call for political will and administrative support in realising the holistic vision of what Bengaluru can become and getting there.

The subsequent sections in this summary analyses options and sets out the Committee's recommendations.

1.2 THE SUGGESTED ARCHITECTURE FOR MANAGING BENGALURU: RATIONALE

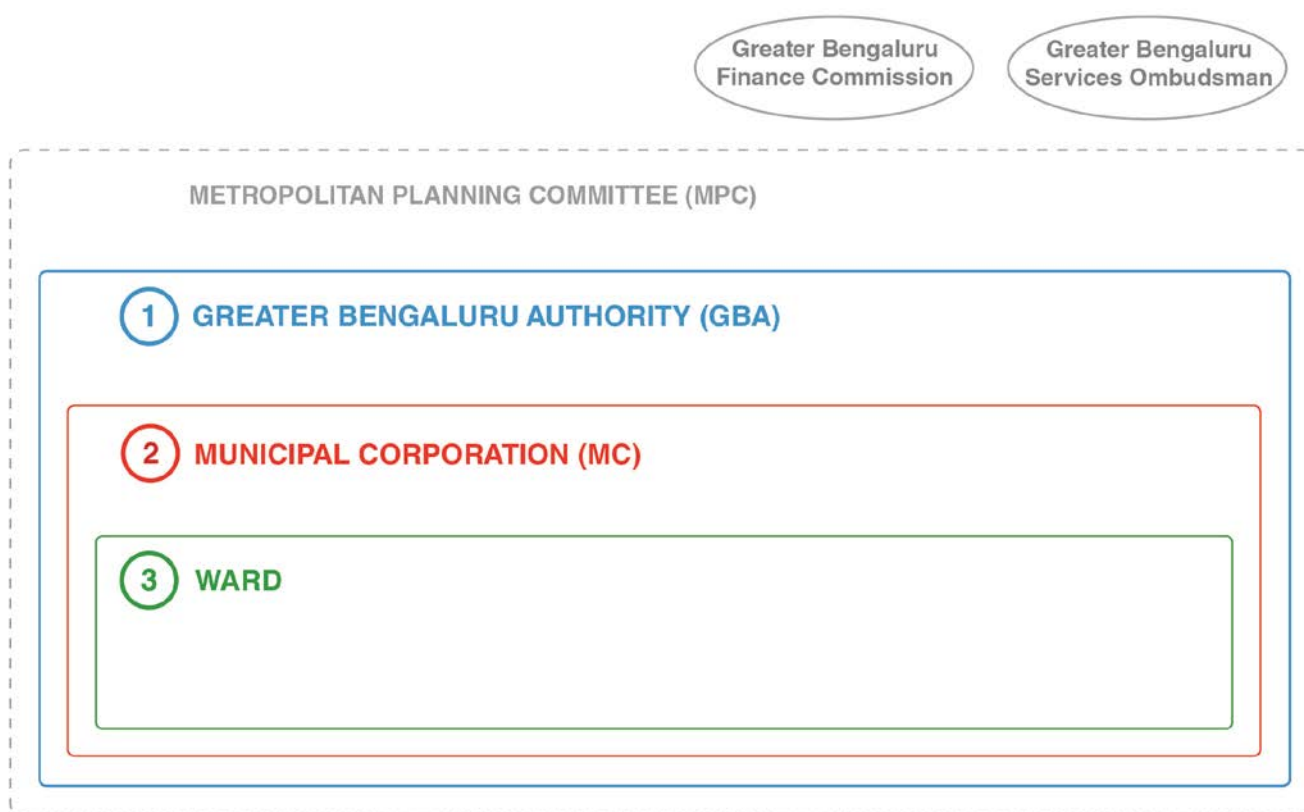


Fig 1a: The 3 Tier Governance frame work

The Committee recommends a holistic structure for managing Bengaluru which is guided by the following philosophies:

- Recommendations to be rooted in constitutional principles with a focus on the 74th CAA
 - Providing for the Metropolitan Planning Committee (MPC) at the Regional level with the Greater Bengaluru Authority (GBA) as a Local Planning Authority (LPA)
 - Strengthening the ward committees at the lowest level.
- Giving voice and a place for citizens at the 'table' to address local urban issues in their neighbourhood
 - A representative Ward committee with clearly defined functions
 - Wards empowered to take necessary action to fix issues faced by the locality.
- Political Devolution and Decentralised Accountability
 - Subsidiarity principle wherein any activity is undertaken at the level where it is best placed to deliver – Ward, Zone, Corporation and Greater Bengaluru Authority
 - Powers accordingly devolved to smaller governance units with a credible leader at the Municipal Corporation level.
- Co-existence of larger Metropolitan governance structures while protecting the devolved powers at the lower levels

- For visioning, strategic planning, integration, coordination, economic development
- To protect and reinforce brand Bengaluru.
- ‘Watch dog’ mechanisms as custodians of citizens’ interests
 - For fair and equitable distribution of resources and problem resolution, a Greater Bengaluru Finance Commission
 - A Greater Bengaluru Services Ombudsman for citizens to make their case for better civic services from the agencies rather than approaching the Courts
 - Ensuring a transition path for village areas as their character changes to predominantly urban, through a Municipalisation Committee housed in the BDA within the Greater Bengaluru Authority.

Arising from the above (Fig 1a), we have suggested a 3 tier governance framework for Bengaluru [Ward, Municipal Corporation, Greater Bengaluru Authority (GBA)] with the footprint of the current Bengaluru Metropolitan Area of 1,307 sq kms and the MPC with BMRDA footprint of 8,005 sq kms.

1.3 WARD DELIMITATION IMPERATIVE

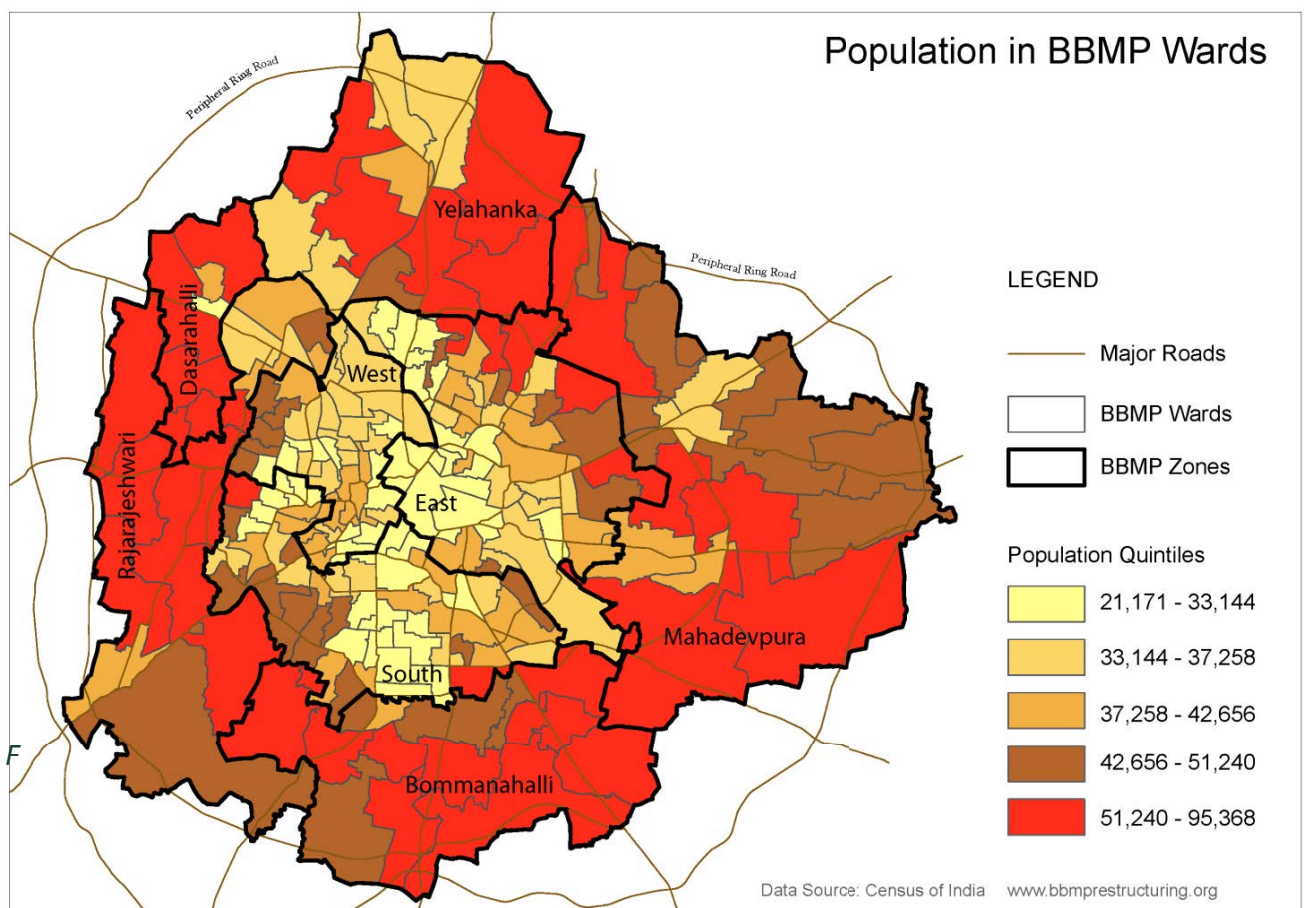


Fig 1b: Ward Population as per Census 2011

The existing 198 wards in the BBMP area of 709.5 sq kms formed during the amalgamation of 2007 were based on the 2001 census. During the decade 2001-11, Bangalore grew by 44.6%, the highest in its comparable class in the world. If we view Bengaluru today it has an inner core (within Outer Ring Road) and outer periphery with equal population of about 50 lakhs each. During 2001-11 the inner core grew by about 18%, the outer periphery grew by over 100%. This has resulted in grossly mismatched wards. 21 wards have a 2011 population of < 30,000 while 43 wards have a population > 50,000. The largest ward Horamavu (95,368 in 2011) is well over 1.1 lakhs currently.

While the current 198 wards need a delimitation exercise to rationalise their sizes, it was felt that an ideal ward size needs to be around 25,000 improving scope for a more decentralised administration. It is noted that areas in the core of the old city area are growing slowly (or even losing population) while the periphery is growing rapidly. Consequently the ward population could be fixed at 20,000 (growth areas) - 30,000 (core areas) to allow for a balance to be developed over the next decade at which time the delimitation could be again revisited. For the current population of around 10 million, the Committee suggests about **400** wards to be delineated in the current BBMP area. The Committee is of the opinion that ward delimitation (exact number to be determined) is a necessary prerequisite for the restructuring.

1.4 STRENGTHENING WARD GOVERNANCE AND ADMINISTRATION

Any fix to our city structures need to start at the lowest level of interface between the citizen and the elected Councillor / Administration system. Consultations with citizen groups have revealed a huge trust deficit between citizens and government, manifest in an extremely dysfunctional ward committee arrangement – the composition of the ward committee is flawed, its functions are not clear and the Councillor has veto powers on any decisions taken there. Meetings are not held in many cases, and most Councillors ignore the Ward committee on the grounds that they are elected by the citizens and themselves sufficiently represent the will of the people. The Committee recommends a set of reforms for the Ward Committee and operations at the Ward level that is rooted in the spirit of the 74th Constitutional Amendment mandating ward committees.

1.4.1 Ward Committee Composition

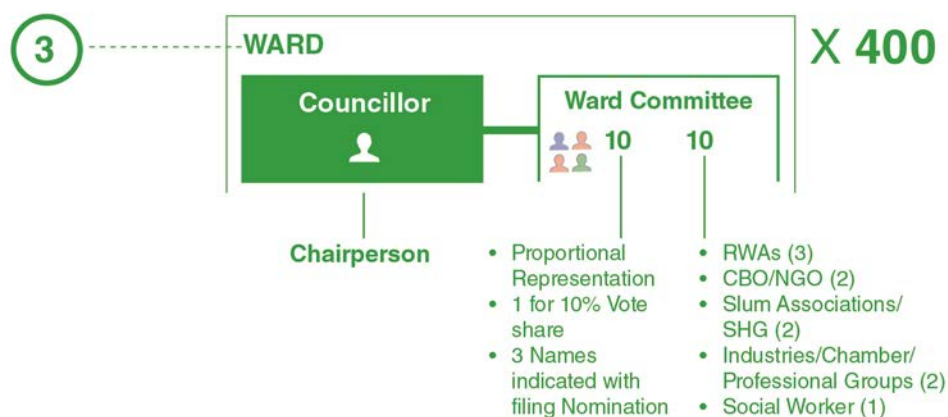


Fig 1c: The Ward Committee Composition

We have provided for a Ward Committee with wider representation of political parties through proportional representation and also provide for more members nominated from civil society. A 20 member Ward Committee chaired by the Ward Councillor has been suggested (Fig 1c):

- 10 in the Elected category (through proportional representation)
 - Every competing Councillor would indicate at least 3 nominees for the Ward Committee at the time of filing the nomination
 - Every 10% vote share for a candidate results in a seat in the Ward Committee under the Elected category
 - The unfilled seats (out of 10) through this allocation process can be filled by the winning Councillor as per their choice
 - This will make the elected group representative of the voting preferences of the ward.
- 10 in the Nominated category
 - 5 diverse civil society groups with suggested representation
 - There will be a process of selection from the applicants based on appropriate criteria managed by a Selection Committee.

1.4.2 Ward Committee Functions

Currently there are no clear definitions on the roles and responsibilities of the Ward Committee. This has been addressed:

- The Ward Committee will be entrusted with more powers to ensure that most civic issues in the ward can be addressed at the ward level itself
- Provide inputs for annual and 5 year plans for the ward
- Provide desired ward budget estimates as an input to the Municipal Corporation for the budget finalisation exercise
- Supervisory and audit powers. This is expected to address the key problems on the ground related to quality, completeness of works undertaken and the financial leakages in civic projects
- Communicate to the citizens of the ward about projects and the decisions taken.

1.4.3 Financial devolution to the ward

Currently Wards are given either Rs. 2 crores or Rs. 3 crores annually as a ward budget. This has no scientific basis. Further, the one area where the ward Councillor (with assistance from the Ward Committee and citizenry) can be in control of their revenue resources is property tax collections. It is necessary to find a fair basis for allocation. It is also desirable to incentivise the ward to enhance their property tax collection through the following measures:

- The Proposed Greater Bengaluru Finance Commission should set out a basis for financial devolution to the ward on fair, equitable principles
- Wards that have historical infrastructure deficiencies would need additional intervention through the proposed GBA
- A proportion of the property tax collected by the ward subject to a minimum amount should devolve to the ward for financing their ward plans at the discretion of the Ward Committee. This will go a long way to ensure higher property tax compliance.

1.4.4 Aligning Service agency jurisdictions to wards

One of the key expectations of citizens is to have BBMP and other civic service providers align their activities at the ward level. This is a considerable challenge given the varying jurisdictions and the specific internal organisation structures of organisations like BWSSB, BESCOM, Police, BMTC, etc. It is unreasonable to expect them to reorganise themselves ward wise given the operation logistics, infrastructure and costs involved. Further wards get delimited from time to time and repeated reorganisation will be a challenge. However, one needs to find a way to have them align their activities at the ward level.

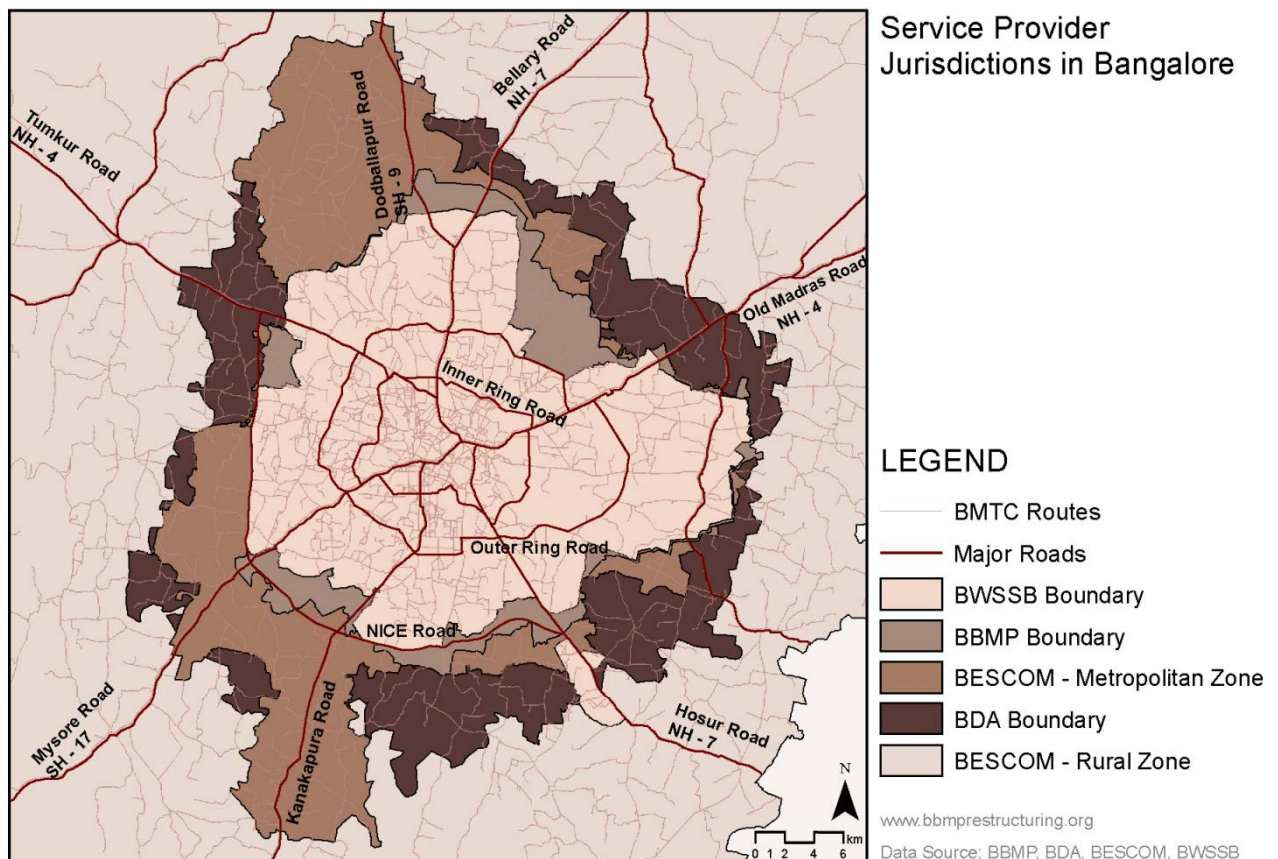


Fig 1d: Varying jurisdictions of some 'parastatal' agencies

We have some suggestions to help align parastatals to citizens at the ward level:

- Each of the parastatal agencies should have a designated ward 'Single Point Of Contact' (SPOC) officer who is well versed with the agencies organisation structure, jurisdiction, processes and activities. These SPOCs should be capable of resolving any citizen query or requests related to their agency. Based on the internal organisation of the parastatals, an individual will be a SPOC for multiple wards
- A virtual 'avatar' of these SPOCs could be mirrored online where most of the typical citizen queries can be addressed without the need for human intervention
- Coordination between multiple government parastatal agencies - The integration of parastatals like BWSSB, BESCOM, Police (Law & Order, Traffic), BMTC for a ward will be achieved through a monthly coordination meeting at the zonal level.

1.5 SETTING OUT THE MUNICIPAL CORPORATION LAYER

The current single BBMP model is unsustainable. The system is not effective currently, and with a likely population of over 20 million by 2040, steep deterioration in the quality of living can be expected to set in rapidly. It has been near impossible for a single BBMP Commissioner to effectively administer such a wide populace spread over a large geographic area. Further growth will only make this challenge harder.

For effective governance, the devolution of powers from large, centralized governmental bodies to smaller, decentralized units are necessary. Devolution includes both political and administrative decentralization whereby decision-making powers are handed over from higher levels of the government to lower levels. Considering the principle of subsidiarity, the Municipal Corporations must be made directly responsible for only those issues that cannot be solved at lower levels.

1.5.1 The debate about One vs. Multiple Corporations

There have been considerable discussions with Stakeholders and in the media whether we need Multiple Corporations at the proposed second tier of our 3 tier governance framework. The proponents of the single Corporation as a 'command and control' centre with empowered Zonal units (8 Zones as exists in BBMP currently) believe that a hard dose of administration is all that is necessary to make the place liveable. However, the experience of a single Corporation from 2007 to 2015 has been otherwise – many of the infirmities (unwieldy size, poor governance and administration, limited voice for citizens, low revenue generation, financial mismanagement, etc.) have been set out earlier. One of the key objectives of amalgamation was to provide infrastructure in outlying areas. This has not happened. Wards in the outer areas (and currently nearly half of Bengaluru lives there) have suffered in terms of infrastructure with many areas having less than 50% underground drainage and piped water. Citizens in these areas have complained of neglect and apathy towards their problems and just getting prominent political leaders or high ranking officers to visit the area is seen as a victory! Most of them want a governance structure that is sensitive to their needs and closer to them.

Then there is the historical experience from across the world. There is no city with Bengaluru's population of 10 million and 709.5 sq kms area that operates as a single Corporation entity. Our research has shown the following:

- Top mega-cities follow multi-municipal structures
- Decentralization and devolution of powers is felt to be useful as cities grow
- Finding optimal scale and size of governance is an iterative process
- The number of Corporations is based on balancing power, economy & accountability
- Clarity in roles and responsibilities between local, metropolitan and regional levels is necessary
- The case for political and administrative decentralization is quite strong across the world.

Finally, it is worthwhile pondering on the growth of Bengaluru from 2001 and the likely scenario over the next 25 years till 2040. The growth apart from being rapid (Fig 1e) has taken place beyond the Outer Ring Road and this trend will sustain over the years.

In 2015, the population within the Outer Ring Road (ORR) and outside it within BBMP is about the same. This will increase in the coming years in favour of the Outer areas. We need to proactively consider multiple Corporations to manage the growth in the area. Continuing with the current 261 member single BBMP model, would only imply adopting an ostrich policy to a potential problem.

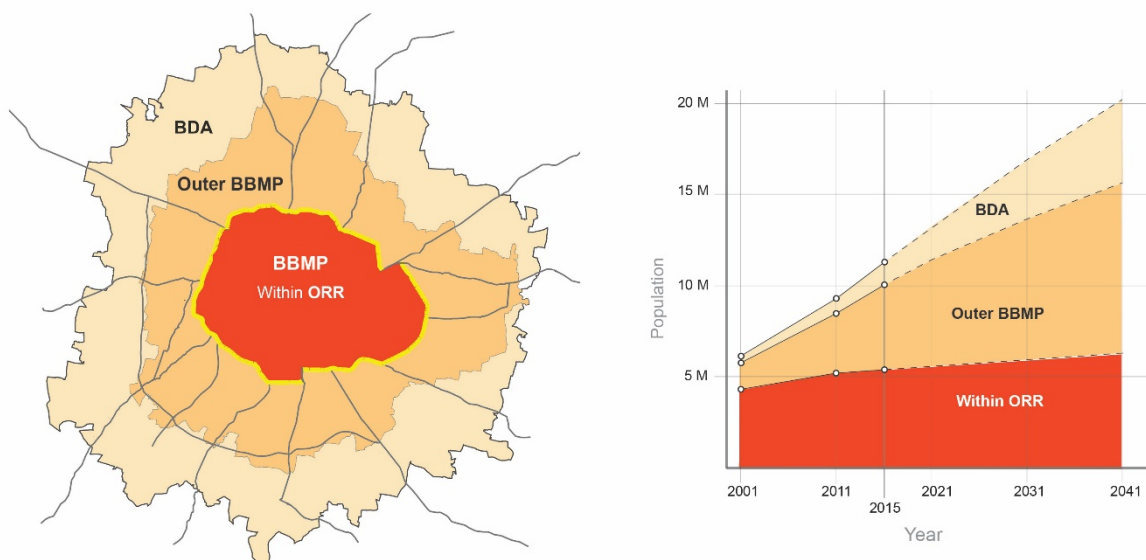


Fig 1e: Bengaluru's growth 2001-2041 (estimated)

1.5.2 Multiple Municipal Corporations

It is clear that we need multiple Municipal Corporations. But what is the correct number of new Corporations? One guide in deciding an ideal size is to think of the span of control that can be effectively managed over the long term (from now to 2040) in terms of population and area. It is also important to take care to ensure that the Municipal Corporations are more or less balanced in terms of their financial viability and future growth potential of both the economic base and the population.

The Committee made multiple iterations trying out combinations of 3, 4, 5, 6 and 8 Municipal Corporations. Though 3 was okay in the short term it did not scale too well over the long term – the area covered and population were too large currently to absorb future growth. 8 Corporations were too many and getting 'balance' among so many units was also a challenge. The best fit Corporation which 'balanced' the various areas and kept intact the essential character of Bengaluru was a 5 Corporation solution. This had the scope to scale well over the next twenty five years. The benefits of a 5 Corporation solution was expected in terms of significantly better revenue realisation due to greater focus on raising resources and incentives for higher property tax collections. The garbage issue could be more effectively resolved over 5 Corporations with a focus on segregation at source and decentralised processing by waste streams. 5 Commissioners and 10 Zonal Commissioners overseeing the administration in their designated areas would be a lot more effective than the current set up. It would also make for healthy competitive spirit between the 5 entities.

The proposed 5 Corporation solution is set out in Fig 1f. The 2014 Population (#), Decadal Growth rate (DGR) 2001-11 (%), Area (sq kms) and 2014-15 Property tax (Rs. crores including arrears) is set out against each of the 5 Corporations. The property tax potential is expected to be around twice the figure indicated. We have estimated the infrastructure availability for these 5 Corporation areas (Chapter 3 and Appendix IV) – this can be used to decide on investment decisions to raise the infrastructure quotient in the under developed wards. Finally, this map is indicative – the actual boundaries need to be drawn after the ward delimitation exercise is completed. It is advisable at that stage to align the Corporation boundaries to the key arterial or main roads wherever possible.

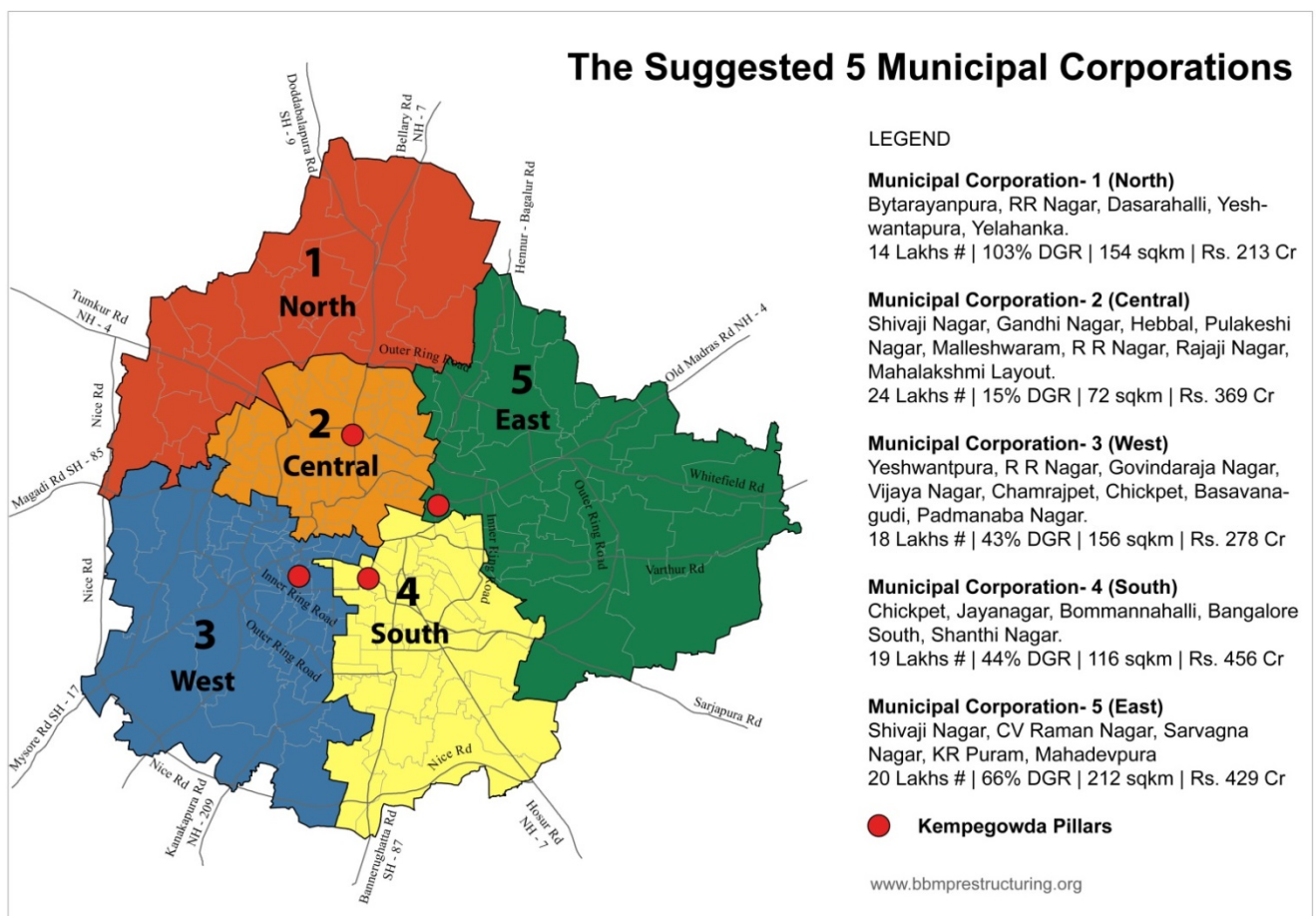


Fig 1f: The Suggested 5 Municipal Corporations

Historical connection: The 5 Corporation model epitomises a Bengaluru aligned to its historical roots while reaching out to seek its tryst with the modern world. Corporation 1 is in the Yelahanka area, where Bengaluru’s founder Kempegowda first set up base. Kempegowda II moved base to Bengaluru and the 4 pillars he erected to represent the boundaries of Bengaluru in the sixteenth century. The four Corporations (2-5) have a portion of the city centre and share a pillar each, making a connection with a historical landmark.

Key characteristics of the 5 Corporations

Parameters	MC 1	MC 2	MC 3	MC 4	MC 5
Direction	North	Central	West	South	East
Population 2,011#	1139035	1948517	2182475	1583352	1590296
Population decadal growth %	103	15	43	44	66
Area (sq km)	150.5	71.1	157.2	118.7	211.6
Population density 2,011 #/(sq.km)	7,568	27,405	13,883	13,339	7,515
Buildings 2,014#	206820	200833	309205	223589	256717
HH Census 2,011 #	2,93,251	4,69,055	5,37,806	3,97,429	4,04,290
Est Builtup area 2,014 (sq m)	4.7 cr	6.1 cr	7.2 cr	6.9 cr	8.2 cr
2,014-15 Property tax (Rs. crores)	213.6	369.9	278.6	456.1	429.4
Road length (kms)/Sq. Kms	16.7	25.4	23.7	19.7	14.7
DWCC 2,014 #	20	51	56	37	32
Open spaces/Area %	4.85	2.63	2.53	4.9	5.48
Police stations #	14	31	22	18	18
Bus stops #	663	747	1,068	731	765
2,011 HHs with UGD (%)	56.4	95.4	87.9	86.3	58.4
2,011 HHs with Piped water supply (%)	45.7	88.1	79	72.5	58.5

One of the arguments against splitting BBMP in the public debate has been the fear of the loss of the Bengaluru brand. This implicitly assumes brand Bengaluru is dependent on BBMP remaining as a single unit forever. This is not the case. Brand Bengaluru is shaped by its people, its ethos, its culture, its vibrancy, its promise among a host of other factors. BBMP by no yardstick can be considered to be the sign post of brand Bengaluru and it is extremely unlikely that the Founder of Bengaluru visualised a future day BBMP as the flag bearer of the city. The recommendation to make it into multiple units is driven by a desire to make the city more manageable and more liveable. London has 33 boroughs but its brand is one of the best in the world – the former mayor Ken Livingstone had opined that ideally London should have been 5 super boroughs for a stronger borough presence and better management of the area. Our recommendation for a Greater Bengaluru Authority will help build, sustain and nurture brand Bengaluru.

1.5.3 Municipal Corporation Composition



Fig 1g: Municipal Corporation structure

Our recommendations for strengthening the Municipal Corporations have revolved around strengthening the Mayoral system and reimagining the institution of the Standing Committees and the Zonal arrangements:

- We propose a 5 year Mayoral term with the Mayor as the head of the Corporation with a Mayor's council supported by the Municipal Commissioner in executing the role and responsibilities. The 1 year, titular, revolving mayor is detrimental to the management of the Corporation and should certainly be done away with. The issue of Corporation leadership and management is too complex to think that it can be headed by a ceremonial, powerless head
- On the issue of the selection of the Mayor, we are in favour of a directly elected Mayor at the time of the Corporation elections. There could be challenges in terms of managing the Council if the Mayor is from a different political party than the majority party or an Independent candidate. This could be overcome by the greater acceptability among the populace and will act as precursor to a later day directly elected Metropolitan Mayor of the proposed Greater Bengaluru Authority
- However, we realise that the alternative option of a Mayor in Council elected by the Corporation Councillors has been considered by previous committees on urban management. This is in sync with practices in the rest of the country but less preferable than a directly elected mayor
- We strongly advocate rationalising the number of Standing Committees to three, with their role focused on framing rules and policies.

1.5.4 Zonal level arrangements

Further, even in a multi Municipal Corporation set up, following the principles of devolution and decentralisation, we will need zones to manage a set of wards. We suggest 2 zones per Municipal Corporation each managing about 35-40 wards in a 400 ward city. The Zonal Commissioners will be in charge of the zones to deliver on the decisions of the Municipal Corporation.

For the zone to be a legitimate unit of governance, it must bring together both political and administrative capacity. Hence, we propose regular monthly meetings headed by a Zonal Commissioner and consisting of all ward councillors belonging to the zone.

One of the important activities proposed at the zonal level is solid waste management. The current system of dumping municipal solid waste of a city of 10 million in villages with population of 500-1000 outside BBMP is morally and ethically wrong. Neither is it sustainable as a long term practice. With segregation and decentralized handling, the waste of a set of wards within a zone should be predominantly managed within its boundaries or at least within the relevant Municipal Corporation boundaries. And if there are constraints in doing so, they need to forge arrangements with other Corporations to take their waste on commercial terms.

Quarterly Zonal meetings

Apart from the monthly Zonal Committee meetings which the Zonal Commissioner convenes with the relevant Ward Councillors, every zone also needs to have a quarterly meeting with wider participation. The quarterly meeting should include, along with the Councillors from the zone, all the Members of the Legislative Assembly whose constituency falls wholly or partly within the jurisdiction of the Zone. It should also include the zonal level heads of all the departments of the Municipal Corporation and representatives from parastatal agencies who are designated for the zone.

These meetings would help resolve the issues faced by each Zone in a better manner due to the participation of representatives from various levels of government. The advantage of having MLAs from the Zone participating in these meetings is that, they can take stock of the various issues faced by the constituents in the Zone and take it up at higher levels as required. While MLAs are expected to play a role in the Legislature, the reality on the ground is that their constituents expect them to fix local civic issues too. These meetings will give them a handle on the state of civic affairs of their wards and a forum for them to provide their valuable inputs.

1.5.5 Municipal Corporation and Zone functions

The Municipal Corporation functions derive themselves from the Article 243-W of the Twelfth Schedule of the Constitution. At the Corporation level, three Standing Committees covering subjects of Taxation / Finance, Budget / Account and Other subjects is suggested. We foresee most of the execution roles being undertaken at the Ward and Zone level with the Municipal Corporation as the policy making and deliberative body.

The Committee has also undertaken a detailed Activity level mapping of all civic functions and set out the level at which this is best carried out. One of the key activities across the board at the Municipal Corporation level is the dimension of 'Service Level promise' to the citizens (eg. time taken for khata transfer or issuing a birth certificate) – the Municipal Corporation in most cases will specify service levels that can be expected and put in place measures to deliver on the promise.

1.6 GREATER BENGALURU AUTHORITY (GBA) AS THE TOP TIER

The Tier 2 and Tier 3 arrangements will work only if we have a Greater Bengaluru layer (Tier 1) that integrates all the civic activities and takes responsibility for planning and administration of the Bengaluru metropolitan activities. One of the causes of Bengaluru's current woes is the lack of attention and future planning for the extended region.

The haphazard development and lack of infrastructure provisioning in the outlying areas has impacted the quality of life in Bengaluru adversely. The apex body is strongly advocated on multiple counts:

- Nearly all stakeholders consulted have voiced concerns about ensuring that the Bengaluru brand is protected, nurtured and further grown over time. The Greater Bengaluru Authority (GBA) will ensure that all activities in the metropolitan area will be in sync with building brand Bengaluru.
- There are many civic requirements that are best executed on a larger scale (e.g. bus services, utilities provisioning, major road infrastructure, etc.). One of the complaints of Bengaluru citizens is the lack of inter-agency coordination due to organisation silos which requires integration. The GBA arrangement will have place for the parastatals (eg. BWSSB, BESCO, BMT, etc.) and allow for both inter-agency and inter-municipal coordination
- Our Comprehensive Development Plans (CDP) drawn every decade end up being no more than land use plans, and even these are poorly executed. The CDP sections involving mobility, energy, environment, water supply, sewerage, though nicely written up, are not followed through in practice. By anchoring the Planning function in the GBA set-up as part of the Local Planning Authority (LPA) under the BMRDA region, the plans drawn up have a better chance of seeing the light of day and ensure compliance
- Attracting investments and job creation is critical. An Economic Development Agency anchored at the GBA level and run as PPP has huge scope for Bengaluru to be at the forefront on city economy innovation in the country.

1.6.1 Footprint of the Greater Bengaluru Authority

The footprint of the GBA is ideally the Bengaluru Metropolitan Area (BMA) also known as the BDA area currently. The Committee examined multiple options for the footprint of the GBA (Fig 1h) – these included staying with BBMP 709.5 sq kms (will not be sufficient even till 2025), BMA area, Bengaluru Urban District 2190 sq kms (has considerable non-urban settlements), following the growth corridors 1710 sq kms (a bit scattered - does not follow any existing district jurisdictions). On considering all the alternatives, the BMA footprint (BBMP + BDA) of 1307 sq kms was considered most appropriate for GBA – it already is the declared LPA under the regional structure anchored under the BMRDA.

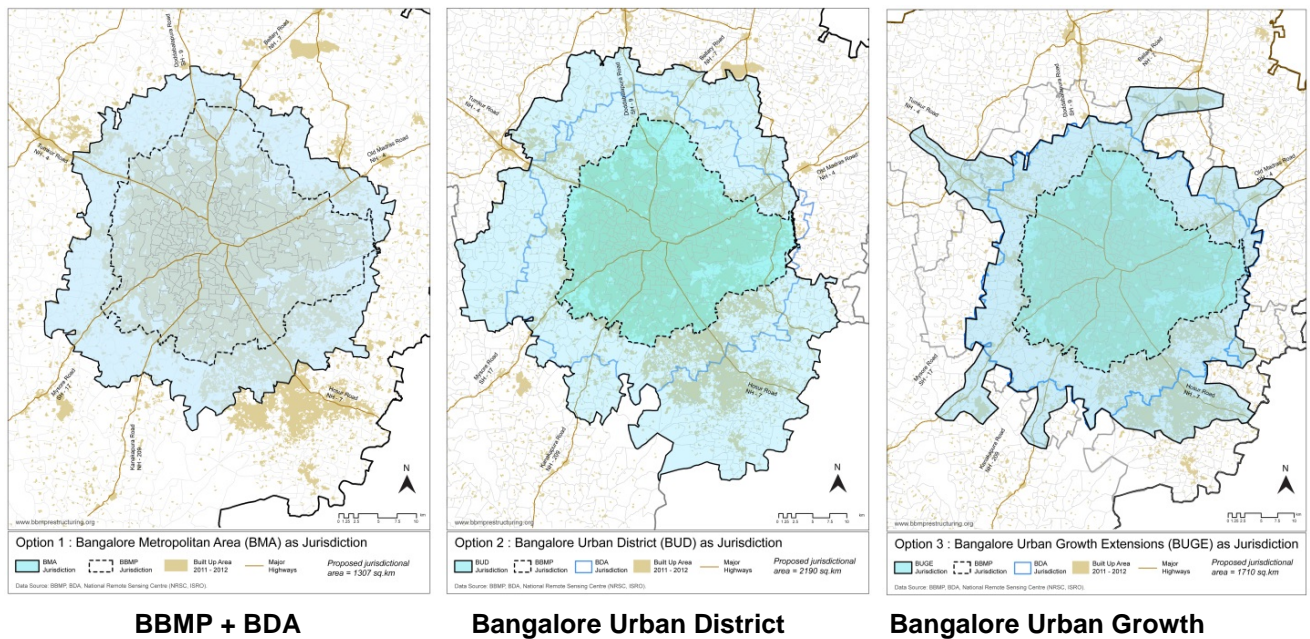


Fig 1h: Alternatives for the GBA footprint

1.6.2 Greater Bengaluru Authority (GBA) Composition

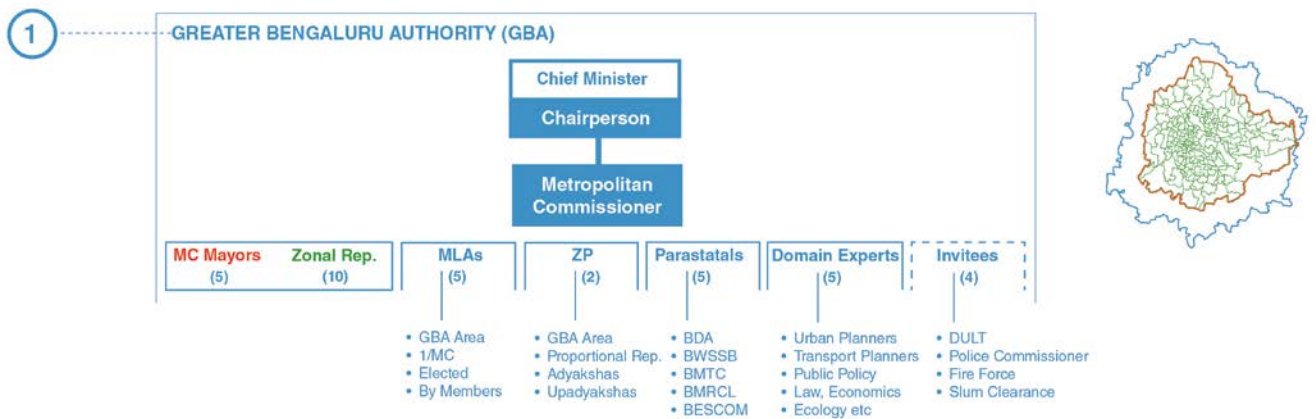


Fig 1i: GBA Members

It is suggested that the proposed Greater Bengaluru Authority be headed initially by the Chief Minister. Since the State has had a major role in the city for decades and there are multiple, complex legacy issues, it is suggested that the State continues to play a role in steering the new arrangement at the Metropolitan city level. Over time (within a 5 to 10 year period), as the system matures and the initial teething problems are resolved, Bengaluru should go in for a directly elected 'Metropolitan Mayor' for the Greater Bengaluru Authority. There is currently no legal arrangement at the State level for managing a Metropolitan city. A new Bengaluru region Act will be needed to enable it.

The following are the key constituents of the 34 member GBA:

- Chairperson (subsequently Metropolitan Mayor) and Metropolitan Commissioner
- 15 out of 400 representatives from the Municipal Corporation level through Mayors and Zonal representatives
- 5 out of 27 Bengaluru City MLAs who are members of the relevant Municipal Corporation
- 2 Zilla Parishad representatives from the BDA area
- 5 Parastatals
- 5 Domain experts about city issues
- Permanent invitees like the Police, DULT, etc. to help coordinate city wide activities.

1.6.3 GBA Function

The key functions that will be undertaken at the GBA level:

- Plan and Plan enforcement
 - Planning functions will encompass Strategic Visioning for the City's unified future, close inter-linkages between land use plans, mobility, infrastructure, economic development plans and detailing strategic projects
 - Municipalisation Committee for orderly transition of rural to urban areas in BDA
 - Enforcement is critical because currently the Comprehensive Development Plans which are more in the nature of land use plans, are not outcome oriented in terms of detailing out implementable projects and currently attempts to check violations
- Mega Infrastructure projects that span the city. Examples would be major arterial roads, storm water drains, flyovers, bus rapid transit systems, etc.
- Parastatal integration is a key activity of the GBA. There is a need to align the functioning of these bodies in line with the requirements of the city in a 'Principal-Client' manner. While BDA and BWSSB can report to the GBA, the other parastatal Corporation entities need to work in tandem with the overall goals of the GBA, Municipal Corporations
- Inter Municipal Corporation coordination
- Mobility plans and outcomes for the city including integrating the activities of the multiple mobility parastatals, the Municipal Corporations and the Traffic police
- Economic Development. This is a new function and extremely critical since the trend in the developed world is a competition among cities to attract investments and create jobs to be an attractive destination. A few key points about Economic development:
 - Economic development is knowledge and skills-enhancing; it builds long-term assets that benefit everyone; it is not real-estate development
 - Urban economic development is much more than economic growth; and its engine is not land value, but skills and value-addition
 - Basic services can be a tremendous economic development opportunity
 - The informal economy has high growth and development potential
 - Economic development cannot depend on free give-aways, but show enhanced public benefit and long-term accounting
 - Economic development requires a specialized economic development agency which can be run as a public-private partnership.

1.7 OTHER INSTITUTIONAL ARRANGEMENTS IN THE ECOSYSTEM

Fig 1k sets out the composite proposed 3 tier governance framework along with the other Institutional elements. The three institutions listed here are the Metropolitan Planning Committee (a 74th amendment requirement), Greater Bengaluru Finance Commission (for fair and equitable distribution) and a Civic Services ombudsman (as custodian of citizens’ interests).

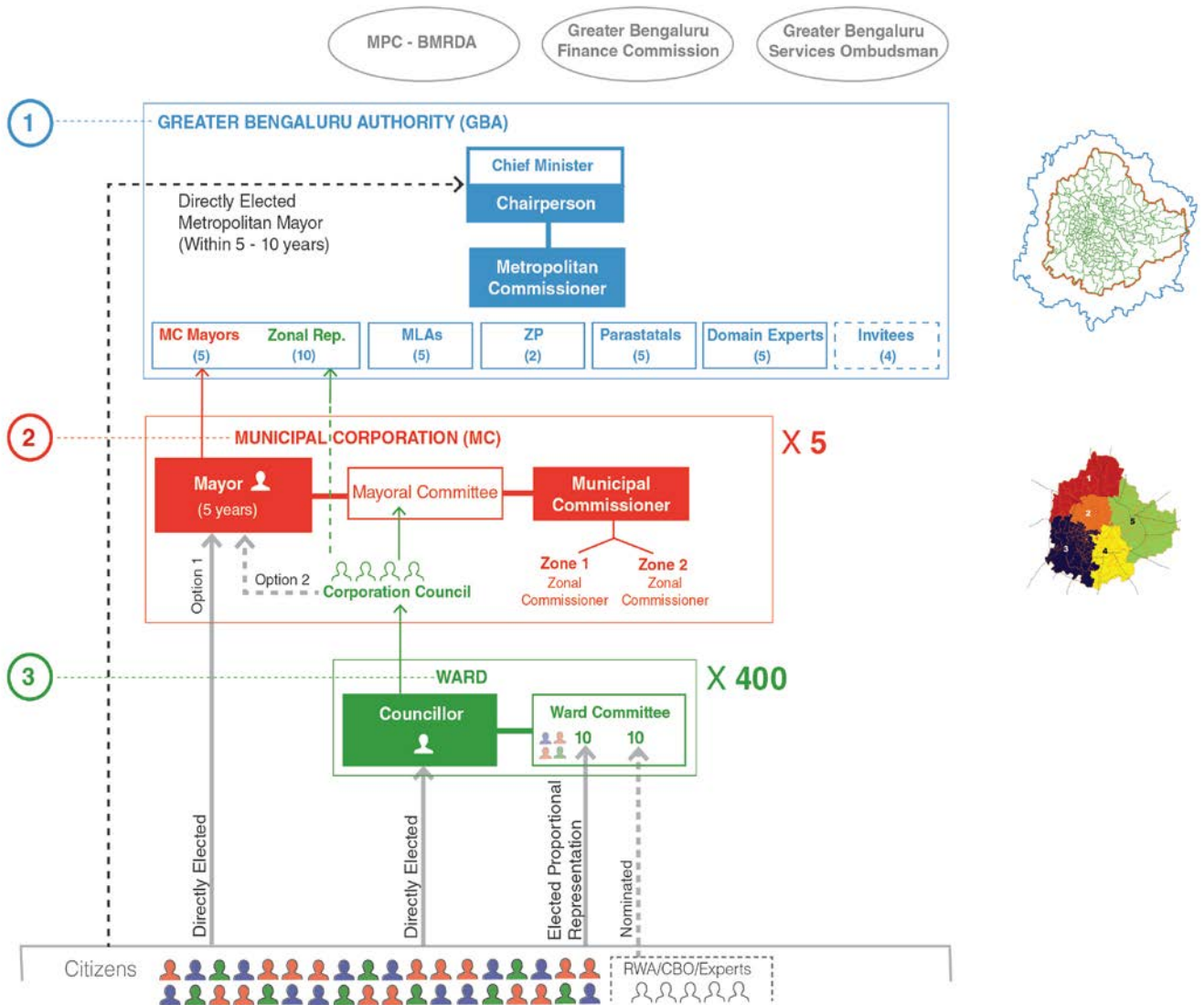


Fig 1k: The proposed 3 Tier Governance framework with eco system institutions

1.7.1 Metropolitan Planning Committee (MPC)

The MPC is a 74th Amendment mandatory requirement. In our view this should be at BMRDA regional level of 8,005 sq kms (Fig 1I):

- Bengaluru needs a planning body that looks out for development activities on its outskirts and help accommodate that elsewhere to reduce the burden on the city
- Land development in the region tends to happen before any government regulated expansion and hence planning for the future requires a larger jurisdiction
- The current metropolitan region houses several urban local bodies that are almost contiguous to Bengaluru and needs a metropolitan regional authority for coordination, negotiation and cooperation purposes
- Technically, the spirit of setting up the MPC is to coordinate plans of at least two or more Municipalities or Panchayats. The Development (Master) Plan despite splitting up of the BBMP should remain a single plan as it is one city.

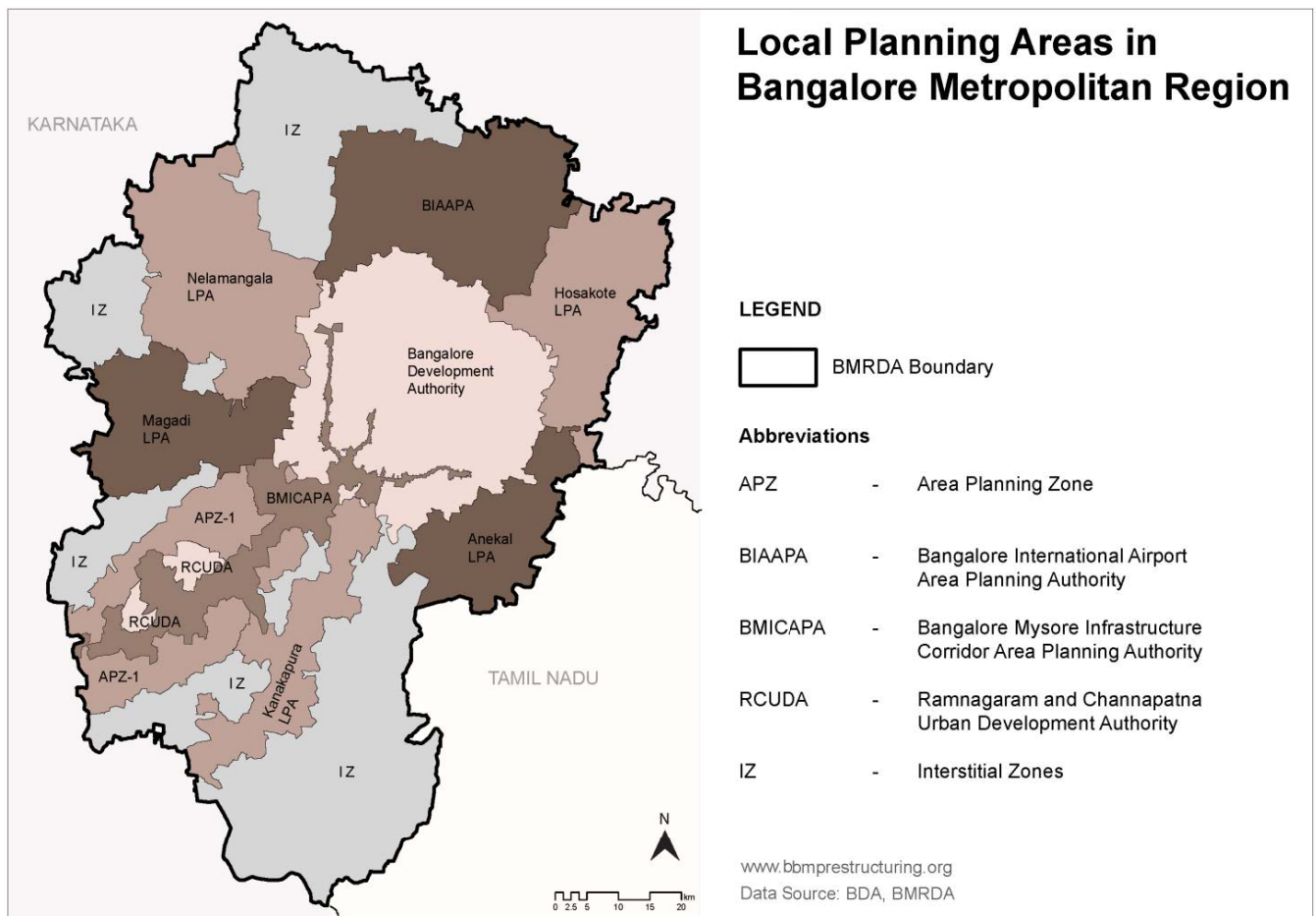


Fig 1I: BMRDA planning bodies (LPA)

Currently the MPC has been notified for the BDA area. No meetings have been held and the issue of MPC composition and functioning is in Court. It is suggested that the MPC be notified as the BMRDA area and the composition and functions of MPC building on the suggestions of the Dr. Kasturirangan committee are laid out in the report. The GBA would be a Local Planning Authority within the MPC.

1.7.2 Municipalisation Committee at GBA level

There are about 25 villages in the BDA area (and some beyond) which exhibit urban characteristics. More villages will grow to become more urban and need to be brought under an urban road map. Some of the larger settlements could be designated as Nagar Panchayats and over time grouped together with the Municipal Corporations as their populations grow. The restructuring exercise should include planned municipalisation of the portions of the GBA that are outside BBMP limits. In this area, there has been a significant rise in home construction, and many parts of this peri-urban region can no longer be governed through the panchayats in those areas. They end up being badly managed resulting in a later day pressure on Municipal Corporations when they are brought under their dispensation.

In current law, the municipalisation of new areas is based on the assumption that villages gradually and organically grow into larger and larger settlements. Accordingly, at a certain threshold of population, they are designated as 'urban' areas, and from that time onwards they are governed accordingly, instead of under the rural framework. While this assumption may once have held some meaning, it is clearly no longer valid. Throughout the country, the urban form today includes a mix of three demographic realities – the continuing densification of existing urban areas, engulfed rural and urban settlement in areas near the periphery of cities, and large new developments put up by private developers for thousands of new residents in apparently urban settings situated within the middle of panchayat areas. These settlements inhabit a no-man's-land of governance, being neither integrated into the panchayati raj system, nor established as new 'municipal' areas. The BDA area is full of such urban fragments (peri-urban growth, and townships in rural settings), which will need to be municipalised sooner or later. Indeed, BBMP itself is the result of the municipalisation and absorption of earlier villages which were outside the limits of the pre 2007 BMP.

Cities are the prime platforms for job opportunities and lifting people out of poverty. The key expectation of people is access to more efficient public services and infrastructure provision. Land speculation and haphazard urban growth patterns at peripheries scatter investments in expensive bulk infrastructure and dilutes the future potential of the city. While renewal and retrofitting of deteriorating core city areas is pertinent, so is planning for urban expansion and a relevant municipalisation strategy.

The previous Regional Structure Plan for Bangalore (up to 2011) wrongly predicted that Bangalore – Mysore corridor and Nelamangala could attract rapid urban growth absorbing 60% of Bangalore's deflected population growth. This was expected to be made possible by modulating and containing development pressures in the eastern segment and attracting growth away from the city. The market trend was different; the revision of the Bangalore Master Plan (RMP 2015) and the Revised Structure Plan (BMR RSP 2031) indicate a flurry of investment and activity in the city's eastern, south-eastern and northern segments.

The way forward then is to have a more nimble and dynamic strategy that assesses and manages trends rather than trying to fight it. At a broader regional level, this could be achieved by a 'land capability analysis' which indicates zones more suitable to urbanisation and helps mandatorily conserve ecologically sensitive areas such as wetlands, valleys, drains and water bodies.

At a municipal and GBA level, agencies need to be more perceptive to trend and make shorter duration plans (5 year revision periods) legally ensuring strategic plots of land can be identified as sites for public space, infrastructure, transport, and then acquired before they are lost to development. To properly manage expansion, cities should balance expansion with added density and integrate regional and metropolitan planning in a comprehensive vision for development. This can include analysis to better understand natural and ecological networks, economic geography, growth patterns, transit connectivity between settlements, and other relevant factors. Good examples of managing urban expansion are Town Planning Schemes, new township and large development policies, public space policies, etc. Following such guidelines set out in new township location policies for example will ensure that islands of infrastructure excellence do not appear in the midst of arable, multi cropping agricultural land. The consequences of failing to plan for expansion are clear.

It is proposed to set up a Municipalisation Committee (within the BDA) for the GBA region (that could be used as a model for other peri-urban regions in the State) that would address the issues of proactively planning for the orderly transition of predominantly rural communities to an urban landscape in a timely manner.

1.7.3 Greater Bengaluru Finance Commission

The need for a Greater Bengaluru Finance Commission is evident for a 3 tier set up where decisions on fiscal flows need to be made in an objective, non-partisan manner. Decisions need to be made on the formula for flow of grants to the Multiple Municipal Corporations and the GBA based on assessed needs across the 5 Municipal Corporations. Further, it is suggested that Wards be incentivised by allowing a proportion of the property tax collected to be retained for Ward projects. In the new system, the SFC allotted funds would devolve to the GBA which would use the Greater Bengaluru Finance Commission norms to do the further distribution. They would also set out proportion of own funds that can be retained by the Municipal Corporations. Some of the terms of reference for the proposed Greater Bengaluru Finance Commission:

- Suggestions on the distribution of financial resources between agencies under the GBA jurisdiction, and between those agencies and their underlying zones/wards
- Recommend measures to augment financial resources of agencies in the GBA jurisdiction through both tax and non-tax revenues , including the GBA itself, its constituent municipalities and other parastatal agencies
- Review the financial position and financial performance of the GBA and its constituents and make recommendations on measures to improve financial sustainability, including appropriate Fiscal Responsibility and Budget Management mechanisms
- Review standards for Public Expenditure Management processes and systems, comprising financial reporting standards, budgeting standards, performance measurement and reporting standards, related data and information architecture and systems and standards pertaining to the same.

1.7.4 Greater Bengaluru Services Ombudsman

It is suggested to have a Greater Bengaluru Services Ombudsman to redress citizen grievances related to service delivery failure of civic agencies. The Ombudsman will differ from the Lok Ayukta in that s/he will concern himself only with service level complaints and not corruption / financial irregularities. This can be modelled on the office of the Local Government Ombudsman in the United Kingdom and the City Ombudsman in Cape Town, where the ombudsman is an independent body with the mandate to investigate and resolve only service related complaints.

A Greater Bengaluru Services Ombudsman will act as a trustee of citizens' interests vis-à-vis the civic agencies and could be an effective channel to reduce the need for citizens to move the Courts through Public Interest Litigation. We currently have instances of citizens going to court for footpaths or getting the BBMP and the Pollution Control Board to address the garbage issue effectively.

The key roles and responsibilities of Ombudsman will be restricted to civic services and often in the role of a mediator:

- The agency has not fulfilled its service obligations w.r.t. maintenance of roads, garbage disposal or any such function which falls under its jurisdiction
- The agency did not adhere to specified norms or procedures in its functioning or fulfilment of service obligations
- The agency has not addressed a citizen complaint fairly or adequately
- The Ombudsman shall take up cases related to interagency disputes or complaints related to territorial responsibility between agencies or municipalities.

For this to work, it needs to be constituted along the lines of similar oversight bodies like the Lok Ayukta. It can be a single member body with a five year tenure appointed by a Committee consisting of the Chief Minister of the State, the Speaker of the State Legislative Assembly and the Leader of the Opposition in the Legislative Assembly. An Ombudsman shall be a retired person of repute and shall have experience in civil services or public or municipal administration or management sector, and if such person is a former civil servant, s/he shall be not below the rank of an Additional Chief Secretary to the State Government or a retired Judge of the High Court having jurisdiction in the State.

1.8 THE LEGAL PROVISIONS REQUIRED

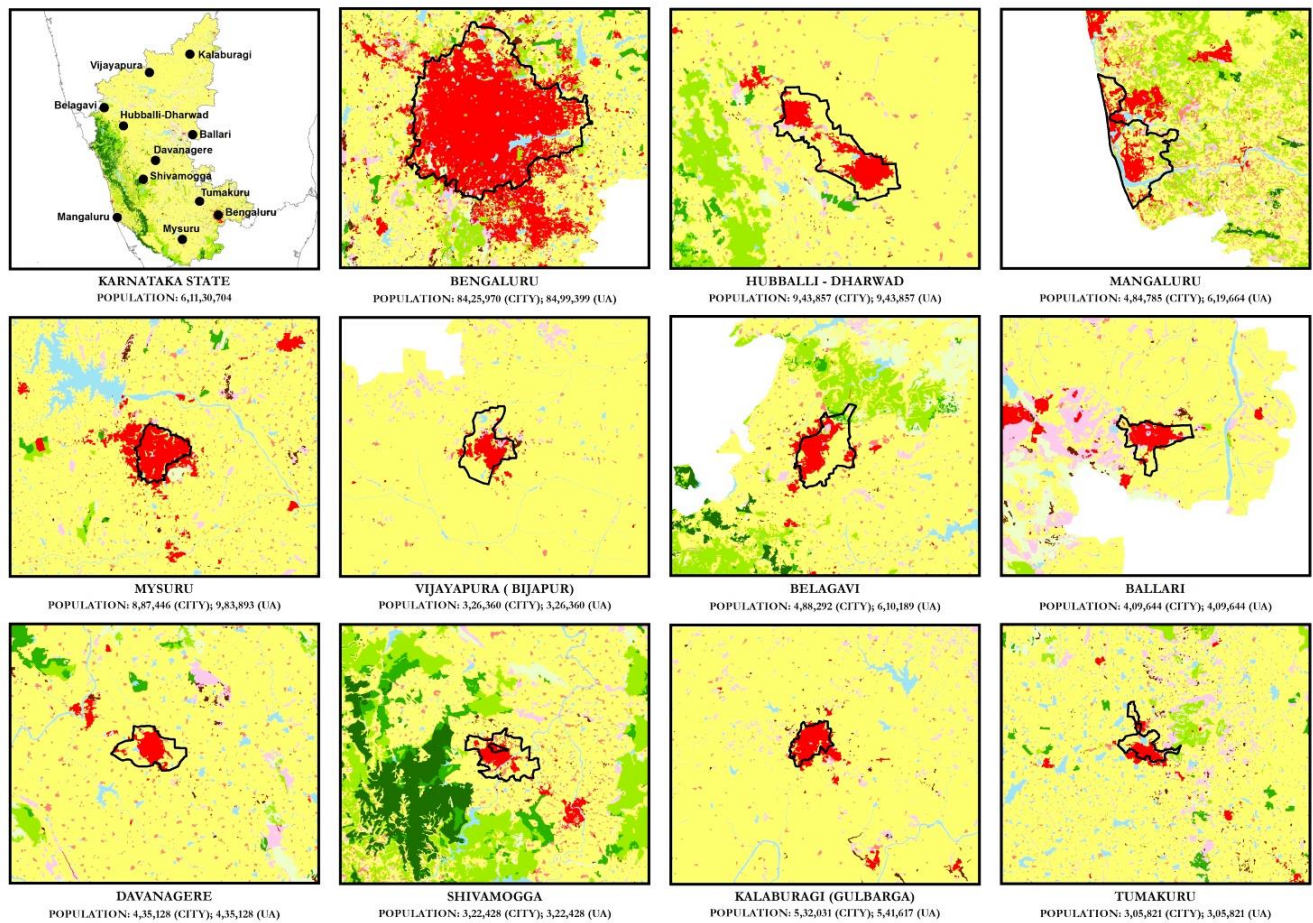


Fig 1m: 11 cities in Karnataka governed by KMC Act

Bengaluru Municipal Corporation with a population of 10 million is governed by the same KMC Act that is applicable for a 3 lakh city like Tumkur Municipal Corporation (Fig 1m). It is over 9 times bigger than the next largest city (Hubli Dharwad) in the State but the governance and administration rules that govern it are the same. This is untenable and Bengaluru needs a separate Act that is customised for its special needs as a large, growing metropolis. The report contains the key elements needed in the new Act for Bengaluru. The Committee strongly recommends that a new Act to enable the governance of Bengaluru as per the 3 tier framework set out be done at the earliest to substitute the KMC Act. The Karnataka Town & Country Planning Act (KTCP) is another Act that needs to address Bengaluru’s concerns separately – currently a small town like Beltangadi (population 7,746) follows the same KTCP rules applicable to Bengaluru.

1.9 ACTIVITY MAPPING ACROSS THE 3 TIERS

Activity mapping is very important to determine which activity is best done at what level of the 3 tier governance structure. The Activity mapping of civic functions (citizen facing and back end) sets out what is needed for addressing quality of living in a city based on parameters involving Citizen

interface, Criticality, Proximity, Externalities, Discretion and Economies of scale . This determines the ideal scale at which the activity should be undertaken (Ward, Zone, Municipal Corporation, GBA) for each activity (Setting technical standards, Making service level promise, Planning, Capital asset creation, O&M, Monitoring) and who is accountable.

Nearly 700 activities across 18 Government agencies has been mapped and set out in the Appendix. That is nearly 4,000 cells being mapped about where the activity should be undertaken. While this does not purport to be an exhaustive list, it can act as a starting list for agencies to review, modify and add as appropriate. Once that is done, this can roll out as process tasks, fixing accountability and an input for the job description.

1.10 ADDRESSING THE HUMAN RESOURCES CHALLENGE

The entire BBMP Restructuring exercise is dependent on the quality of Human Resources that will plan and implement the desired outcomes. If this capacity challenge in the system is not fixed, all the systemic improvements set out in this report will be of no avail. The key focus needs to be on setting up a professional cadre of human resources with specialists manning tasks that need deep domain knowledge. Training of existing resources is necessary but will take time and considerable effort. In our view lateral recruitments at senior levels with professional qualifications and experience is imperative if the overall mission is to succeed.

1.10.1 Professionalization of Human Resources: Municipal Corporations

- Revision of C&R Rules
 - The draft revised C&R Rules 2013-14 to be further revised with suggestions made in the report
- HR focus
 - A Human Resources cell (manned by a professional with over 15 years' experience) at the GBA level to oversee, plan and manage the HR function including manpower planning, organisation design, recruitment, performance management including promotion, training, transfers, etc.
- Lateral Entry
 - Professional heads of departments and specialised positions based on well-defined skills and competencies
 - Outsource the candidate selection process to independent, reputed academic institutions
- Minimize reliance on Deputation
 - Only in unavoidable cases
 - Selection subject to a rigorous process of selection through the HR cell
- Direct Recruitment
 - Encourage lateral recruitment
 - Build a cadre of professional urban services professionals over time based on scientific estimation of requirements and skills / competencies needed
 - Promotion through a process similar to selection
- Performance Assessment

- Performance linked incentives and disincentives
- Stringent annual performance review process including skill based certification.

1.10.2 Proposed Reorganization of Departments

- Shifting Departments to GBA from BBMP
 - Major projects department to move to GBA
 - Department of Town Planning (for Bengaluru) & Legal cell
- Reorganization of Departments
 - For effective planning and control
- Merging revenue generating departments
 - Revenue, Advertisement and Markets under Department of Resources
- Creating a Department of Ecology and Environment
 - Parks, Forests, and Lakes under one department
 - Currently they are under 3 different departments
- Discontinue Education Department
 - Better handled by State Education department
 - Low operations compared to State schools
- Strengthening Ward Administration
 - To consider an additional Health inspector for Solid Waste Management
 - Senior most ward officer to be Ward Secretary to coordinate works
- Rationalization and estimation of the staff
 - Scientific study needed to develop norms for estimating staff requirement
 - Take into account skills and competencies required and use of technological aids.

1.11 THE PUBLIC FINANCE DIMENSION

Bengaluru collected about Rs. 1,25,000 crores from taxes and user fees (Central taxes at about Rs. 80,000 crores and balance from State and Local) in 2014-15. About Rs. 18,000 crores was spent on Bengaluru across all Civic agencies and Government departments last year. Of this, about Rs. 5,700 crores is Capital expenditure. The Karnataka ICT group (under IT / BT) has estimated that Bengaluru needs about Rs. 2.25 lac crores over 12 years – about Rs. 20,000 crores per year of capital infusion. We need to find resources (financial and human capital) to increase the infrastructure spend by about Rs. 5,000 per year through increased own revenues, collection efficiencies, new revenue sources, pooled finances, increased State grants, etc. Our suggestions for improving the financial health revolve around four themes – Financial Sustainability, Fiscal Decentralisation, Fiscal Responsibility and Budget Management, Transparency and Accountability.

1.11.1 Financial Sustainability

- Undertake an immediate medium term debt restructuring and fiscal recovery plan for the BBMP
- Set up the Greater Bengaluru Finance Commission every five years as detailed earlier
- Position a Finance and Accounting professional as Chief Financial Officer (CFO) at the GBA level to oversee full implementation of financial reforms and compliance
- Implement an integrated financial management system at the GBA and Municipal Corporation level
- Increased revenues from buoyant sources such as Property tax and Land based financing.

1.11.2 Fiscal Decentralisation

- Norms for flow back of proportion of select State taxes (eg. Stamps & Registrations) to GBA and Municipal Corporations
- Set up Land and Property management division under the CFO at the GBA
- Introduce Treasury function including liquidity and debt management at the GBA reporting to CFO
- Levy Service charges from all government / defence properties that avail municipal services.

1.11.3 Fiscal Responsibility & Budget Management

- Follow Karnataka Municipal Accounting & Budgeting rules 2006 at the Municipal Corporations
- Mandate 5 year Medium Term Fiscal Plan & how it will be met with annual budgets aligned to it
- Appoint independent Chartered Accountants as auditors of annual accounts, hasten the audit track and minimise audit delays.

1.11.4 Transparency & Accountability

- Develop Performance MIS systems (daily, weekly, monthly, etc.) for use by Municipal Corporation heads, Commissioners, Department, Zonal heads
 - Expose relevant data to citizens in Open data format
- Appoint a Chief MIS officer in the Municipal Corporation
- Move to an ERP system post full digitisation of Finance and Accounting
- Review and improve IT systems
- Use Karnataka Municipal Data Society for setting and measuring service levels
- Build credible balance sheet for the Municipal Corporation starting with an Opening balance.

1.11.5 Some improvement suggestions for revenues and cost control

- Measures to improve property tax collection
 - Link property tax payers to spatial geo referenced building database
 - Will identify non payers
 - Will identify those who are paying below estimated areas
 - Compare databases with BWSSB / BESCOM to identify non-residential users
 - A uniform Property Identification (PID) system to be followed by all agencies
 - Current ward based PID has to be replaced by an multi digit alphanumeric system since ward delimitation will make current PID redundant
 - Request Courts to use property tax payment declaration as basis to identify owner-tenant status in case of any complaints
 - Ensure guidance values updated regularly as basis for zone classification
 - Improve property tax systems at the back end
- Better, transparent works management
 - Pre-audit must be mandatory before any works undertaken
 - Broadcast works being undertaken online
 - Maintain and update history of works undertaken to identify and cancel 'ghost' works of a repetitive nature

- Post audit and bill payment status to be put online
- Revenue Augmentation
 - Scope for enhanced revenues from estates, hoardings, trade licences
 - Create digital record of estates and returns from leased properties
 - Use technology (holograms) to identify legitimate hoardings
 - Transparency key to achieving these outcomes
 - Reward higher than budgeted collections by sharing part of enhanced revenue.

1.12 CHANGES IN PLANNING PARADIGM

The practice of an identical process being used for master planning for a city of 10 million (Bengaluru) and a smaller city of just 10,000 must be revisited. The Karnataka Town and Country Planning Act (KTCP) 1961 must enable custom variations based on size, urban footprint and complexity of urban centres.

1.12.1 Scale of Plans

Our suggestions on the scale of plans within Bengaluru local planning area (LPA):

- At GBA level
 - Bengaluru Strategic Spatial Plan
 - Strategic projects as output
 - Land use and DCR oriented development plan
- Municipal level (Zone / Ward)
 - Zone and Ward plans; Projects and Schemes.

1.12.2 Strategic Spatial Planning

Strategic Spatial Planning (SSP) is suggested at the GBA level as a transformational idea for planning. It separates the visioning tool from the regulatory tool. A few characteristics about SSP:

- Driven by strategies for Mobility, Infrastructure Development (Sectoral) and Economic Development
- Strategic projects are an output of SSP
 - Strategic projects target spatial fragments that have catalytic effect
- High inter Stakeholder consultations and negotiations
- SSP complements other planning tools
- Links to budget, monitoring, evaluation, feedback, adjustment and revision.

1.12.3 BASIC: Bengaluru Spatial Information Centre

As part of data collection and analysis, the Committee embarked on a drive to collect and compile all spatial (and relevant non-spatial) data from the various government agencies. This was brought onto a common GIS platform which we have christened BASIC – Bengaluru Spatial Information Centre. We have about 102 layers (point, line, polygons) of information with attributes about various aspects of the city (eg. lakes, buildings, roads, police stations, dry waste collection centres, bus routes, property tax, etc.). This spatial database was critical for the Committee in finally arriving at the proposed 5 Corporations. On a regular basis, this spatial database could be a very useful

planning and assessment tool. This needs to be kept current and data sharing protocols with the agencies and public needs to evolve. For instance, the commons like lakes, forests, parks, etc. with the buffer areas could be put out for the public to view online. They could then become custodians of the public properties and not fall prey to any unscrupulous sellers.

We propose having a Spatial Repository Act for handling spatial digital assets and housing the large spatial database at an appropriate centre. This will make the entire exercise sustainable over the long run.

1.13 WILL THE SUGGESTIONS HELP FIX THE MULTIPLE DEFICITS?

At the outset we had identified a set of infirmities with the current BBMP system. The table below sets out how some of the multiple deficits are addressed by the Committee's suggestions:

Deficit	Addressing the deficit
Ineffective Governance & Administration	3 tier Governance structure; 5 year Mayoral term; Empowered Zones; Parastatal integration; Corporation departments' reorganisation
No voice for citizens	Empowered Ward Committees; Greater Bengaluru Services Ombudsman
Trust deficit	Financial transparency; Proactive disclosure; More voice for the citizens
Accountability	Activity mapping for clearer role definitions; Greater Bengaluru Services Ombudsman; Smaller governance and administration structures
Poor Human Resources	Change in C&R rules; Lateral recruitment; Urban services cadre; Training
Lack of transparency	Financial transparency; Proactive disclosure
Financial Mismanagement	Smaller governance set up to improve property tax collections; Expenditure control measures; Greater Bengaluru Finance Commission; Computerisation
Planning deficiencies	Strategic & Spatial Plans; Economic Devt agencies; Municipalisation Committee
Implementation challenges	Better human resources; Citizen oversight; Mega projects from GBA; Mandated inter agency coordination and cooperation

This report sets out the desired direction across Legal aspects, Activity map, Human Resources, Finance, Planning, etc. Once the broad recommendations are accepted, these suggestions can be honed and finalised during the implementation phase.

1.14 ADDRESSING FREQUENTLY VOICED CONCERNS

During the course of the discussions with Stakeholders and in media articles, there have been concerns voiced about making changes to the current system. Some of the common concerns and our response:

- *Better administration and empowered Zones would do the job. Why are we splitting the Corporation and putting in a 3 tier structure?*
 - The current system of 261 Council members in a single central Corporation with the myriad Standing Committees is dysfunctional and over half the citizen population on the outskirts are being neglected
 - Devolution coupled with decentralised operations and citizen participation at the ward level has a better chance of meeting citizen needs and aspirations
 - Parastatal integration, Mega infrastructure provisioning, Mobility solutions and Economic Development will be facilitated by the GBA
 - We need a solution that works over time as the population doubles in 25 years. A single central unit cannot manage the population sprawl. The Municipalisation Committee will ensure a managed transition of overgrown villages into the city eco system.
- *The Bengaluru brand will be affected by splitting the BBMP Corporation*
 - Not at all. In fact it will be further strengthened since the smaller Municipal Corporations will allow for the place to be better managed through devolution and decentralisation
 - The change in Governance structure and the reform measures suggested will improve the quality of life in the city making Bengaluru an attractive destination for investment and jobs
 - The GBA set up will ensure that the Bengaluru brand does not get diluted.
- *Will there be inter Municipal conflicts? What about Municipal Corporations that are relatively poor in resources and infrastructure*
 - We foresee healthy competition among the Municipal Corporations in terms of service level promise and delivery. There has been no conflict between wards and zones currently
 - There are coordination mechanisms for inter Municipal issues at the GBA, inter Zone at the Municipal Corporation and inter ward at the Zonal level
 - The Greater Bengaluru Finance Commission will suggest the necessary financial transfer mechanisms to cover for relatively poor Municipal Corporations.
- *The costs of a multiple Municipal Corporation set up will be high*
 - There will be additional costs that we estimate at around Rs. 150 crores with 5 Corporations and 10 Zones (20% increase in current salary and administration costs with

infrastructure investments). This will be more than offset with the gains from the Restructuring

- Smaller units and incentives for wards to raise additional property tax is expected to bring in at least Rs. 1,000-1,500 crores initially and a steady stream of regular additional income / savings as the smaller units are more alert to further revenue mobilisation and expenditure control
- Focus and measure return on investment rather than looking at it as additional costs.
- *The character of Bengaluru will be lost through the division*
 - Not at all. The 5 Municipal Corporations have been carefully selected to ensure a fine balance of the essential demographics and characteristics of Bengaluru
- *Bengaluru's major problems relate to garbage and traffic. How will these suggestions fix it?*
 - The smaller Corporation set up and the emphasis on resolving the garbage processing within the Corporation limits will go a long way to move away from the current model of transportation and dumping to badly managed land fills
 - Mobility will be handled by the GBA by bringing in all the transport related stakeholders together. This is expected to provide better outcomes over the current silo arrangements.

1.15 TRANSITION PLAN

If the Government decides to go ahead with the Committee's recommendations, a list of next steps has been set out under the implementation and transition plan. About 6 months would be needed to transition to the new arrangement. It is dependent on the legal sanctions which is likely to impact the overall time plan for shifting to a new set up detailed under the proposed BBMP Restructuring. The Committee is confident that adopting the measures set out will make Bengaluru regain its rightful position among the world's leading cities.

Area-Month	1	2	3	4	5	6
Legal Acts, Enactment						
Ward delimitation						
Corporations & Zones						
BBMP - HR policy roll out						
Activity mapping						
Municipalisation Committee						
GB Finance Commission						
GB Services Ombudsman						
GIS Repository Act & Spatial centre						
Economic Development Agency						
BBMP process improvements						
BBMP asset transfer planning						

2 BENGALURU: KARNATAKA'S PRIME URBAN CENTRE

2.1 KARNATAKA FACES INEVITABLE URBANIZATION

Karnataka faces inevitable urbanization, despite a current majority of rural residents Karnataka. With a population of 6.1 crore people Karnataka is the 7th most urbanized State in India with 38.7% of its population residing in urban areas¹. The urban population is distributed into 347 towns, with Bengaluru being the largest urban agglomeration housing 36% of the State's urban population. The Bengaluru Urban District (which includes Bengaluru and Anekal) is the most urbanized district in the State at 90.4%. (Census Data, 2011).

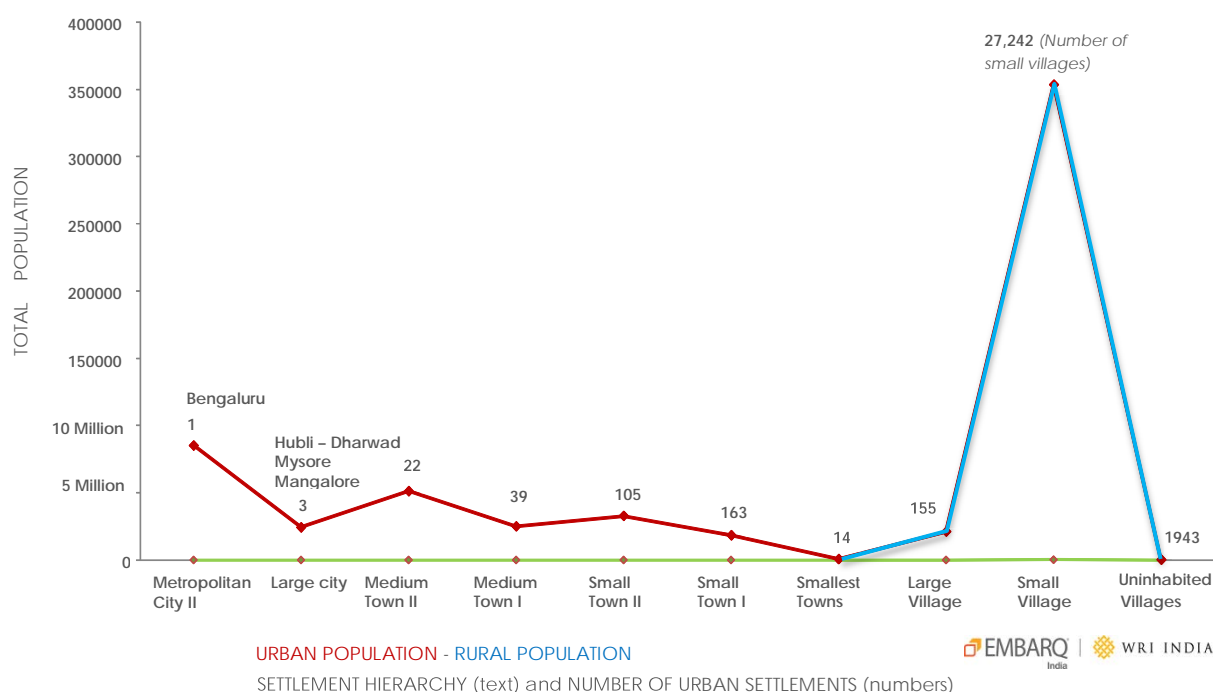


Fig 2a: Distribution of urban and rural population in Karnataka across various settlement types

Data Source: Census, Categories adapted from Census, Draft URDPFI Guidelines and others, Graph generated by EMBARQ - WRI India

Despite unprecedented urbanization, the bulk of the population of Karnataka continues to live in its villages as seen in Fig 2a. This complete picture of the State's population reveals 61% of the population (3.74 Crore) stay in 27,242 small and 155 large villages.

¹ As per Census of India an urban area is one which has a municipality, corporation, cantonment board or notified town area committee, or satisfies criteria of i) A minimum population of 5,000 ii) At least 75 per cent of the male main working population engaged in non-agricultural pursuits iii) A density of population of at least 400 persons per sq. km.

Urbanisation in the State is primarily nestled in Class 1² towns, which accommodated nearly 68% of the total urban population in 2011. Bengaluru city alone, contributes 53% of the population of the Class I cities. A spurt in the growth of smaller towns is noted with Class 5 and Class 6 Census towns witnessing growth rates of 196% and 180% respectively in the last decade. This rampant growth of smaller towns however does not make much of a dent as it contributes barely 3% of the total urban population of the State as shown in Fig 2b.

Census Class	No of towns (2001)	No of towns (2011)	% Decadal growth rate	Population (in 2011 in lakhs)	% of total urban population of state
Class 1	24	26	8 %	160.05	67.74 %
Class 2	27	39	44 %	24.82	10.50 %
Class 3	101	105	4 %	32.63	13.81 %
Class 4	53	83	57 %	12.43	5.26 %
Class 5	27	80	196 %	5.76	2.44 %
Class 6	5	14	180 %	0.56	0.24 %
Total	237	347		236.25	100 %

Fig 2b: Distribution of urban population in Karnataka as per census classification
 Data Source and categories: Census 2001 and 2011, Table generated by EMBARQ - WRI India

There are indications of a declining growth rate in the population of the State over time which is a pattern seen across several Indian States. With inevitable urbanization, Karnataka is set to be more than 50% urbanized by 2031, with an urban population of 39.6 million. As per census 2011, cultivators and agriculture laborers – who are part of the primary sector- constitute about 49% of the total workforce in the State.

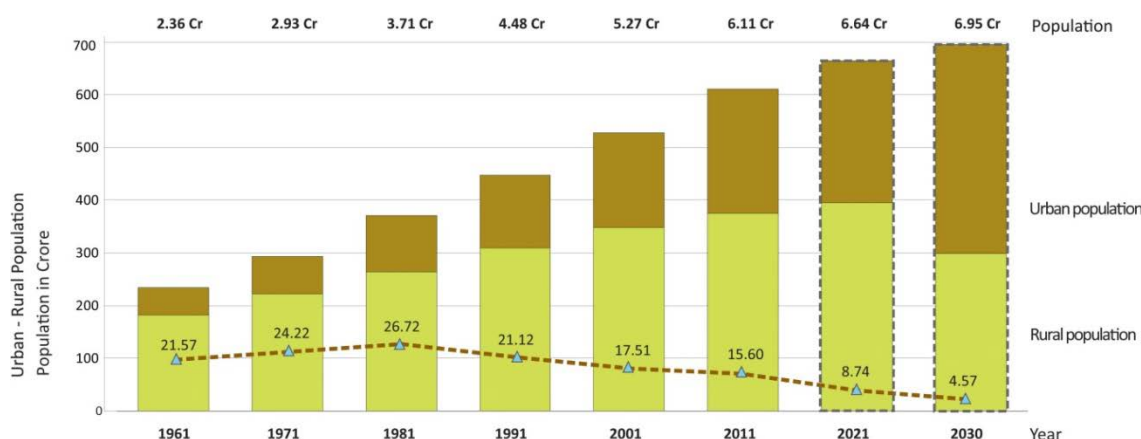


Fig 2c: Shifting share of urban and rural population in Karnataka and population growth rates
 Data Source: Census of India and Karnataka Vision 2008, Graph generated by EMBARQ - WRI India

² Census of India groups urban areas based on population. Class 1 towns indicate those towns which have at least 1,00,000 persons as population

Many districts of the State are facing multiple issues underlined by various socio-economic indicators. North eastern districts of the state including Koppal, Raichur, Bidar, Yadgir, Gulbarga, Bijapur and Gadag and southern districts of Chamrajnagar, Kodagu, Chikballapur, Ramanagra, Bengaluru Rural lack access to physical infrastructure, social infrastructure, have low urbanization levels and per capita income.

Total Built up area (rural and urban) is only 0.6 % of the total geographical area of the State. Urban population largely is concentrated along the transport corridors of Bengaluru-Belgaum, Mysore- Kolar and Mangalore – Karwar (coastal tract). However, this built up area exerts immense pressure on natural resources, leaving behind an irreversible and disproportionate ecological footprint.

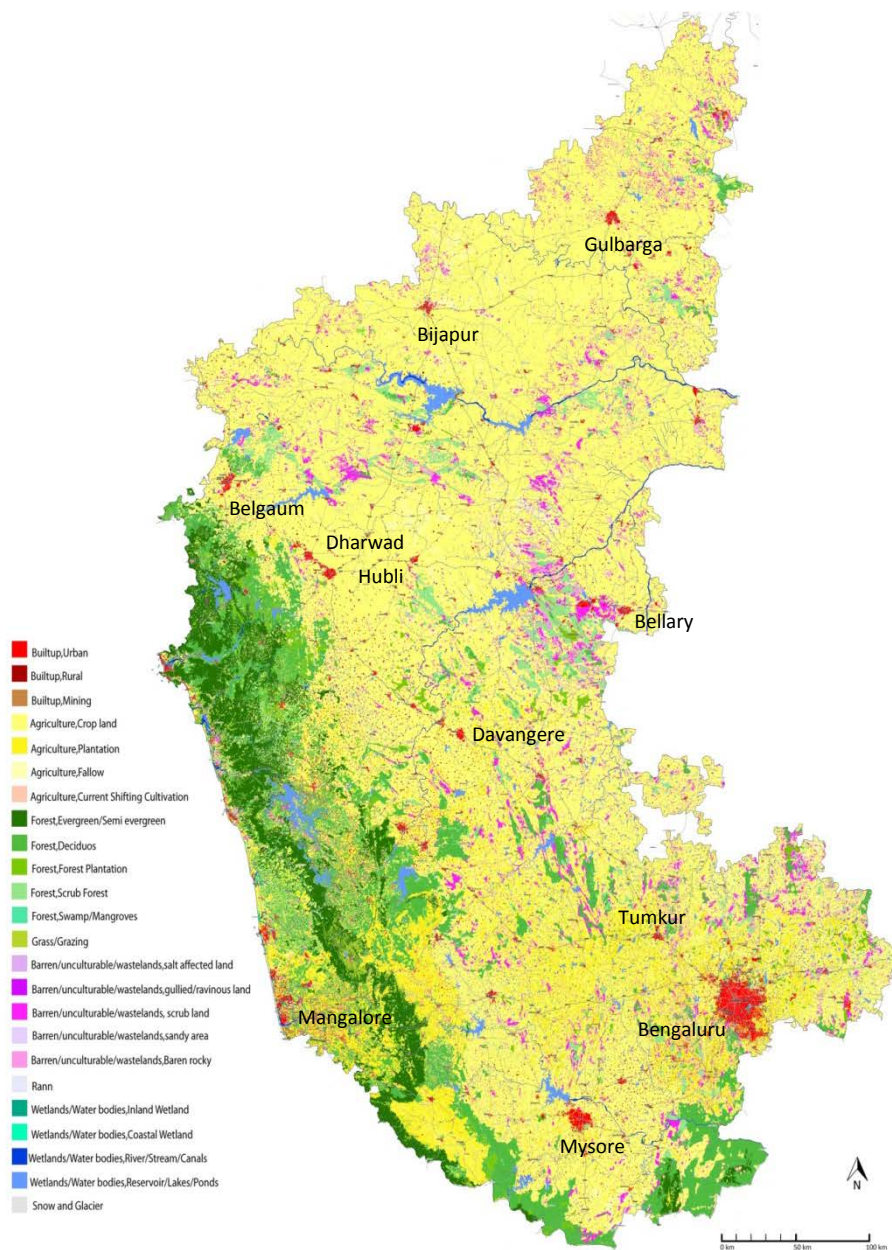


Fig 2d: Karnataka Land Use Land Cover Map 2011- 12

Data Source: Digital Map Thematic Services, Land Use Land Cover-50K map/NRC, NRSC/ISRO – India

2.2 BENGALURU RECEIVES THE LION'S SHARE OF KARNATAKA'S URBANIZATION

Proportion of people out of every 10 getting added to an urban centre

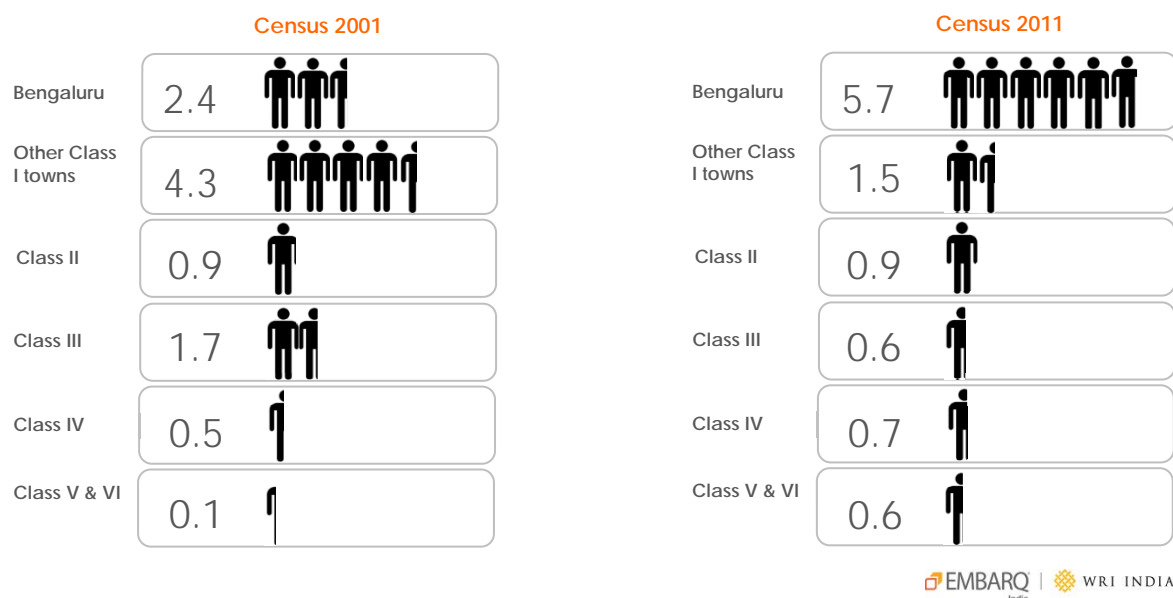


Fig 2e: Bengaluru's increasing share of the States urban growth

Data Source and categories: Census 2001 and 2011, Image generated by EMBARQ - WRI India

The capital city Bengaluru has been experiencing the lion's share of urbanisation in the State. Census 2001 revealed that for every 10 people being added to an urban area in Karnataka, Bengaluru had a share of 2.4 people. Census 2011 however shows that out of every 10 people, 5.7 are getting added to Bengaluru alone increasing its dominance in terms of urban population share thereby reducing the share that goes to other Classes of Towns. This growth in population includes natural growth, urban to urban migration and rural to urban migration.

The access to economic opportunity coupled with physical and social infrastructure availability has continued to attract people to this city:

- 80%³of global IT companies have based their India operations and R & D centers in Bengaluru; It is the 4th largest technology cluster in the world;
- The city has attracted 6% of the country's Foreign Direct Investment; Bengaluru Urban District has contributed 33.8% to GSDP at Current Prices (Economic Survey Report 2013-14);
- Bengaluru accounts for 80% ⁴of the sales tax and 75% of the corporate tax collection in the state;

³Advantage Karnataka, The Gateway of Innovative India, Karnataka Udyog Mitra, <http://nriforumkarnataka.org/Brochure/Advantage%20Karnataka%20Brochure.pdf>

⁴ Draft Urban Development Policy for Karnataka, 2009, Urban Development Department, GoK

- Bengaluru has been identified as the country's Silicon Valley and is one of the technological innovation hubs with a score of 13⁵ out of 16 (UNDP 2001);
- Bengaluru in addition to being a center for IT and IT based industries, also has numerous other leading commercial and educational institutions, industries such as textiles, heavy machinery, aviation, space and biotechnology, garments, etc.
- Bengaluru's projected GDP for 2015 is 32.7 billion USD (Karnataka 82.1 bn USD)

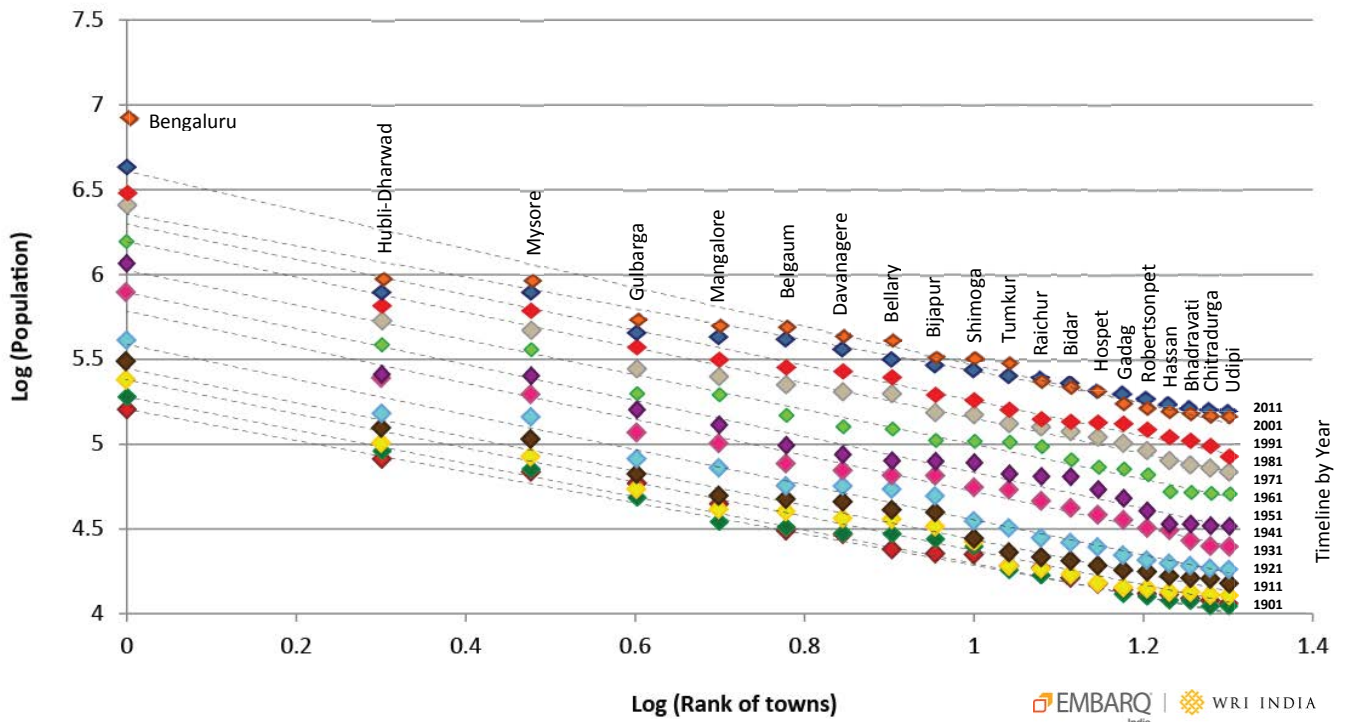


Figure 2f: Zipf's Law applied from 1901 until 2011 to the top 20 urban centers in Karnataka
 Data Source and categories: Census of India 1901 upto 2011, Image generated by EMBARQ - WRI India

Using Zipf's law to plot the changes in the top 20 urban settlements in Karnataka from 1901 up to 2011 indicates that Bengaluru has always been the undisputed leader in the State's urban hierarchy and is not a new phenomenon. It is interesting to note that Bengaluru (84, 95,492 population in 2011) which emerges as the largest city has taken the lead by almost 9 times from its nearest contender (Hubli-Dharwad and Mysore which have a population of under 1 million each). Zipf's law which follows a rank size rule expects the largest urban centre to be twice as large as the second largest urban centre, thrice as large as the third largest urban centre and so on. The fact that Bengaluru doesn't fall anywhere close to this rule, proves the magnitude of concentrated growth and the city's strong urban primacy. The city grew from a population of about 0.4 million spread over 70 sq.km in 1941 to one holding over 8 million people in 709 sq.km in 2011.

⁵Almost at par with San Francisco(USA),while Silicon Valley (USA)isnumber1withscoreof 16

Once a simple trading centre founded by Kempegowda in 1537, Bengaluru later developed into a military and commercial centre during the Muslim and British rule in 17th and 18th century. During the British rule, the administrative centre was shifted to Bengaluru from Mysore and the largest cantonment board of South India was established here. The spikes in population growth as seen for Bengaluru (Fig 2c are clearly attributable to several favourable policies and decisions being focussed on the city especially post-independence such as the setting up of key central government institutions, the benefits of liberalisation and more recently municipal area expansion.

2.3 IMPLICATIONS FOR THE FUTURE OF URBANIZATION IN KARNATAKA



Fig 2g: Shifting share of GDP contribution by sector from 1961- 2021 in Karnataka

Data Source and categories: Census of India, McKinsey, Karnataka State Planning Board; Graph generated by EMBARQ - WRI India

Structural changes have been witnessed in the State’s economy. The agricultural sector which made the highest contributions to GDP in the 60s was barely contributing 17% in 2011. This share is expected to reduce to just 6% in the next 10 years (2021) but yet will have 60% of the rural workforce dependent on this income. There is cause for concern in the fact that the size of the workforce dependent on the primary sector is not commensurate with its share in the GDP. The tertiary sector powered predominantly by Bengaluru’s city-region now contributes to 57% of the GDP of the State.

On the demographic front a positive dividend is noted as Karnataka’s working population (15-59 age groups) is set to increase by 7.7 million between 2006 and 2026. This means an average of 0.4 million people are expected to enter the workforce each year up to 2026. This requires a significant increase in employment opportunities, and appropriate education and skill development of the workforce. In the same period, the 60+ population is also expected to rise significantly from 38.4 lakh to 96.8 lakh, calling for an increase in geriatric services as well. With the State becoming more urban than rural by 2031, several challenges will be thrown up such as the need for urban jobs, urban skill set development, urban infrastructure, sustainable development challenges and the institutional capacity to absorb and manage this scale of impending urbanization. 73% of the total GDP of the State would be contributed by urban areas by 2030 and would be dominated by the tertiary sector

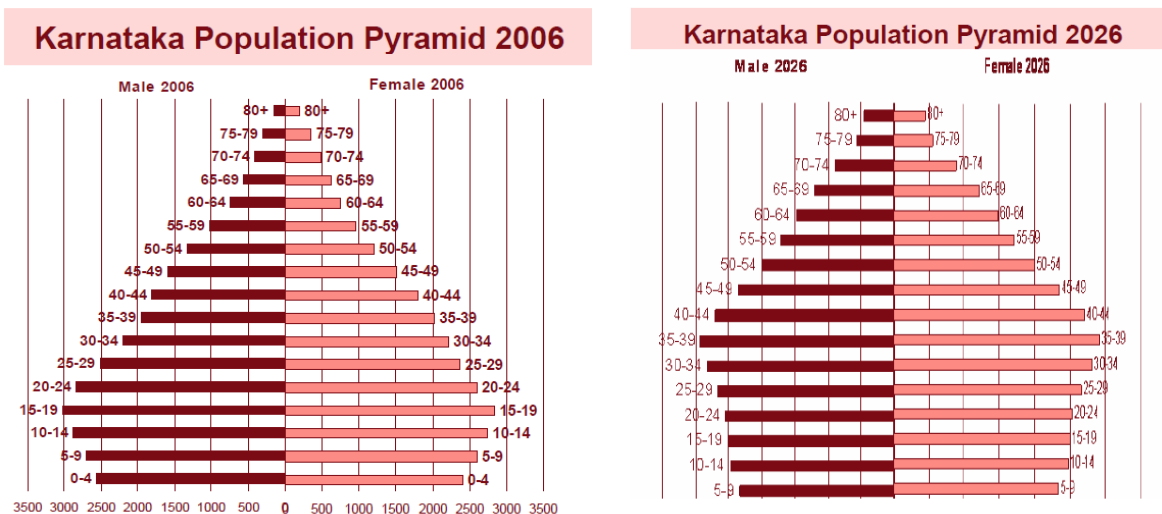


Fig 2i: Population Pyramid in 2006 and 2026 for Karnataka

Data Source and categories: Projections for States 2001-2026, Office of the Registrar General & Census Commissioner, India

The urbanisation trend is inevitable and the State needs to address this shift as follows:

- Bengaluru being the global identity of the State and its main revenue turner, must retain its primacy and competitive edge. It should be accorded a special status to be able to plan and manage its complex functioning and needs
- Urban centres other than Bengaluru need facilitation and government led incentives to attract investments, attract future migration from rural areas, maximise on resources and focus on the provision of basic infrastructure and amenities to improve quality of life and foster a good trade and business environment
- Concepts such as twin cities, urban complexes and urban clusters could be explored across the State so as to pool and share resources, social and physical infrastructure and administrative staff while increasing dependency on each other. This could result in creating a threshold path towards a better and self-sustaining urban future
- Similarly higher order villages having central location and having a potential for development within its catchment area, could be provided with basic social facilities for population from smaller villages engaged in agriculture and other primary activities. Linking of State Industrial Policy is the key to their future
- Regional infrastructure when planned appropriately can strategically link lagging areas with leading areas and markets. Administrative divisions should not deter inclusive policies for areas across jurisdictions. A regional approach for large urban centres becomes a necessity
- There is a need to think of a regional development strategy for Karnataka with a focus on developing 'live and work' clusters in an innovative manner. Each region should have an anchor 'airport' city with 6-8 nodes with high speed connectivity; Clusters of economic activity and livelihood possibilities (with appropriate skill training) for the local communities will provide the employment opportunities; Proactive physical and social infrastructure provisioning and ability to attract private capital for the regional development plan through enabling frameworks could go a long way in helping other areas of Karnataka develop in a balanced manner reducing the pressure on Bengaluru as the predominant growth engine.

2.4 IMPACT ON BENGALURU

The chart below shows the increase in urban area (built up as in Land Use Land Cover) over six years. This represents an increase of 13 sqkms / year in BBMP area, 29 sq kms/year in the BDA area and about 60 sq kms / year in the BMRDA region.

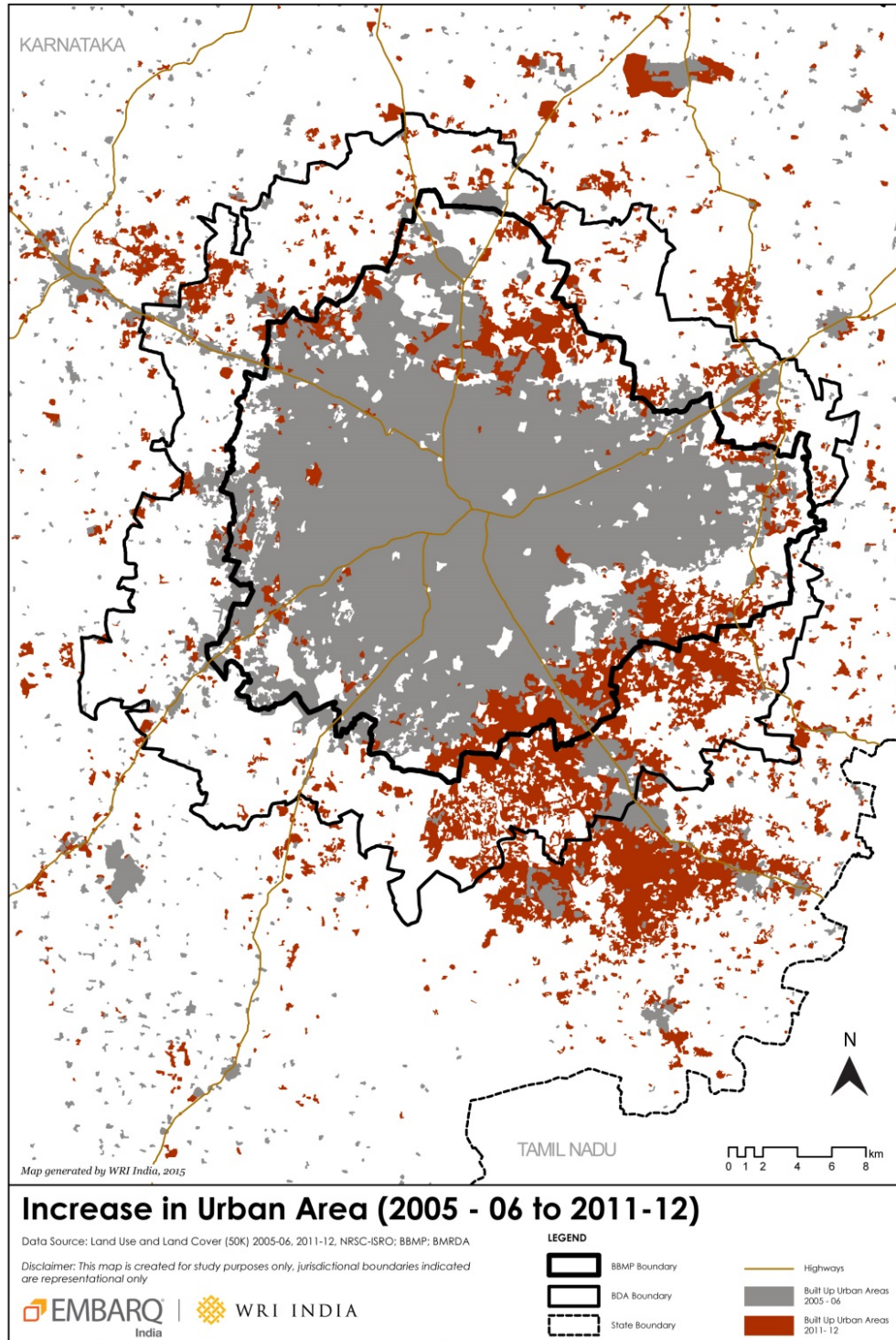


Fig 2j: Bengaluru's expansion 2006-12

The Centre of Ecological Studies, Indian Institute of Science has been crying itself hoarse of the serious ecological damage to Bengaluru due to its rampant, unchecked growth model over the past four decades. The satellite image below from 1973 to 2010 conveys the toll this rapid, unplanned, unregulated growth has taken on Bengaluru.

The quality of life has diminished considerably and is reflected in the challenges in managing the city's urban sprawl, infrastructure, traffic, garbage, water, sewerage, shrinking open, public spaces, pollution, etc.

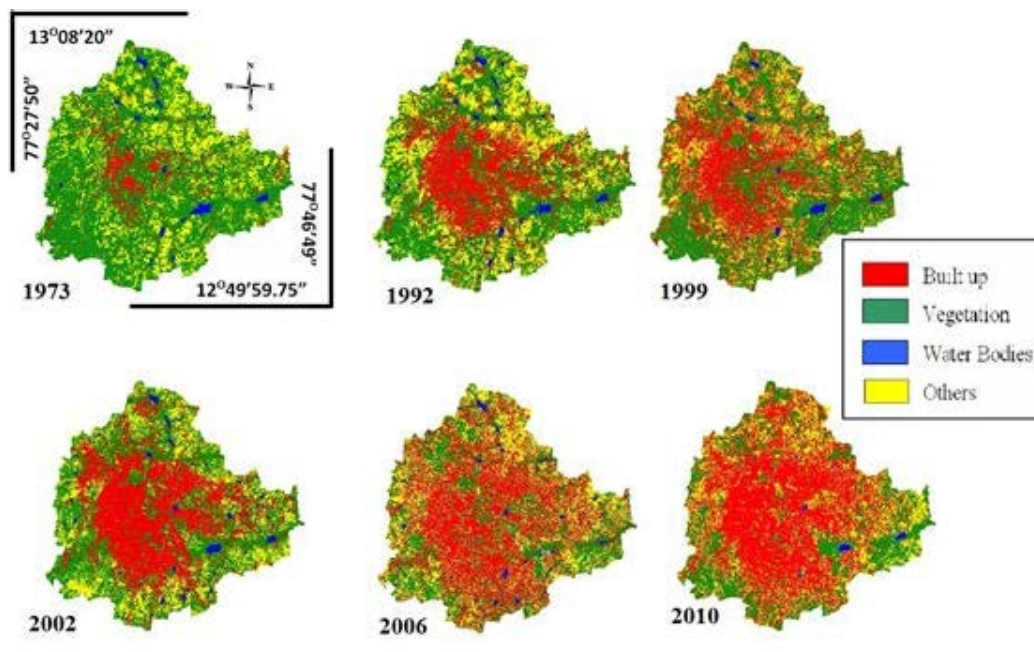


Fig 2k: Bangalore to Bengaluru - Changing land use dynamics. Source: IISc-CES, Blr

Key highlights from its ENVIS Technical report 93 of June 2015:

- **Infrastructure stress on ecosystem:** Growth in Bengaluru has surpassed the threshold evident from stress on supportive capacity (insufficient water, clean air and water, inadequate electricity, solid waste, traffic bottlenecks, etc.) and assimilative capacity (polluted water and sediments in water bodies, enhanced GHG – Greenhouse gases, etc.)
- **Loss of wetlands, green spaces:** There has been a 925% increase in built up area (concretisation, paved surfaces) in Bengaluru from 1973 to 2013 with a sharp decline of 79% area in water bodies, 78% in trees affecting the micro-climate, water availability, etc. Water table has declined to 300 m from 28 m over two decades. The frequent flooding (since 2000, even during normal rainfall) in Bengaluru is a consequence of the increase in impervious area with the high-density urban development in the catchment, drain encroachments and loss of wetlands, vegetation.

- **Pollution and Climate change:** Higher level of GHGs (Greenhouse gases) in the air environment, nutrient and heavy metal rich water bodies and land. Urban heat island phenomenon is evident from large number of localities with higher local temperatures. The pattern of growth in Bengaluru and its implication on local climate of an increase of ~2 to 2.5 °C during the last decade. There is about one tree for seven persons in the city. This is insufficient even to sequester respiratory carbon (due to breathing which ranges from 540 -900 g per person per day).

It is realised that any strategies for a regional development in Karnataka will take time to yield dividends. Meanwhile Bengaluru is facing the ravages of extreme growth leading to a destruction of ecological systems and deteriorating quality of life. Consequently, it is necessary to think proactively about making Bengaluru a far better place on infrastructure and quality of life indicators. This effort of the Expert Committee on BBMP Restructuring aims to do that by analysing the shortcomings in the current system, analysing relevant data and suggesting the way ahead based on global best practices, stakeholder feedback and what's appropriate in the local Bengaluru context.

3 MULTIPLE CORPORATIONS: EXPERIENCES

3.1 BENGALURU TO BANGALORE TO BENGALURU: SHORT HISTORY

3.1.1 Bengaluru founding history

- Founded by Magadi Kempegowda under the Vijayanagar Empire in 1537. Kempe Gowda also referred to the new town as his "Gandu Bhoomi" or "Land of Heroes"
- The fort, which Kempe Gowda built at this place consisted of eight gates, the most prominent of which were the Yelahanka gate in the North, the Halasoor gate in the East, the Anekal gate in the South and the Kengeri gate in the West
- Town was divided into Pete/ Markets. The town had two main streets: Chickkapete Street(East-West) and Doddapete Street (North-South). Their intersection formed Doddapete square — the heart of then Bengaluru
- His successor Kempegowda II built the 4 towers predicting the limits of the growth of the city in future. The towers were built in four corners of the then city keeping the Dharmaswamy temple as the focal point.

3.1.2 Municipal history

- The civic history can be traced back to 1850 when citizens of the old town of Bengaluru constituted themselves into a Municipal Board under the provision of the Municipal Act XXVI of 1850
- Almost simultaneously, a similar board was constituted for the Civic Administration of the Cantonment area
- By 1892, both these municipalities were free from direct British rule and elections were introduced
- The two municipalities were merged to form a City Corporation in 1951 under the Bangalore City Corporation Act 1949 with 7 divisions and a population of 0.75 million
- *"..... Most of the cities of India remind one certainly of the present, certainly of the future but essentially of the past. But Bangalore, more than any other great city of India, is a picture of the future..... "* - Jawaharlal Nehru's addressing a Bangalore City Corporation event in April 17, 1962
- BMP divisions rose to 87 in 1991 as Bangalore Mahangar Palike (BMP)
- BMP subsequently had 100 wards since 1995

- In 2007, the State government issued a notification to merge the BMP (226 sq kms) with adjoining Councils and Villages to form the Bruhat Bangalore Mahanagara Palike (BBMP – 709.5 sq kms) with 198 wards.

3.2 THE AMALGAMATION PHASE

Bangalore (now Bengaluru) has been one of the fastest growing urban regions in India. In the last 2 decades it has grown from 4.1 million in 1991 to 9.6 Million in 2011 in the Urban Agglomeration area. BBMP (Bruhat Bengaluru Mahanagara Palike) is the largest single municipal corporation in India covering an area of 709.5 square kms with a 2015 population of over 10 million.

In 2007, the Bangalore Mahanagara Palike (BMP) with an area of 226 sq kms catering then to a population of 6.5 million was amalgamated with 7 City Municipal Corporations (CMC), 1 Town Municipal Corporation (TMC) and 110 villages to form Bruhat Bangalore Mahanagara Palike (BBMP). This expanded the scope of BBMP to cover 709.5 sq kms, governing around 7.8 million citizens in 2007.

The prime rationale for the amalgamation into BBMP was the poor governance and negligible infrastructure provisioning in the CMC / TMC and villages. A case was made that by integrating it with BMP, there was scope to optimize expenditure and bring in efficiency in service delivery through access to better resources centrally. The 2007 amalgamation exercise primarily focused on expanding the physical boundaries to bring the extended area as one contiguous urbanised area. There was no road map about what was to be done about the peri-urban areas as they become increasingly urban in the years to come. At that point of time, it was felt that just adding the 98 wards to BMP to make it BBMP would make for vastly improved conditions in the newly added wards. With the passage of 7 years, there has been a gap in expectation versus the reality on the ground. The newer areas, particularly the 110 villages, continue to languish in terms of basic infrastructure even today.

While the focus is on the City Corporation, BBMP, multiple agencies are involved in providing civic services. Many of them are referred to as Parastatals – BWSSB for water & sewerage, BESCOM for power, BMTC for bus transport, BDA for extended city planning and development, etc. The key Government agencies operating in Bengaluru and their jurisdictions are set out below:

Economy	Environment and planning	Infrastructure & Transport	Education and Culture	Health & Social Service	Security	Others
KARNATAKA STATE						
		TRANSPORT	EDUCATION K&C	HEALTH	HOME	UDD
BENGALURU METROPOLITAN REGION 8000 km ²						
INDUSTRIES & COMMERCE	BMRDA Planning BIAPA Airport BDA Planning	PWD KSRTC Transport (Inter-state/ Intra -State)	1219 km ²			KSPCB Pollution KERC Electricity Regulation
BENGALURU CITY 1,01,00,000 709 km ²						
	BBMP/DTCP Local Planning ELCITA Local Planning BBMP Waste BBMP Urban Forestry	BMTC Transport BBMP Public Works BESCOM Telephone and Elec- tricity BWSSB Water Supply and Sewage BMRL Metro Rail	BBMP Education	BBMP Health & Welfare	BCP City Police and Traffic police KSFEC Fire and Emergency services	RTO Transport BBMP Revenue
198 WARDS Avg. : 50,000 People						
<p>Mapping urban civic services, Bengaluru Source: BBMP, Secondary sources</p>						

Fig 3a: Mapping urban civic services in Bengaluru

3.3 COMPARING BENGALURU WITH OTHER CITIES GLOBALLY

A grid map of 21 cities (Fig 3b) with population range 4-12 + million and area range 200-1800 sq kms is set out. It is noticed that of the 8 cities with population of over 9 million, only 2 cities in the world have a single Corporation ('Dense' Mumbai with an area of 463 sq kms and Bengaluru with an area of 709.5 sq kms). Mumbai is actually a tale of multiple Corporations when we see the immediate regional view. Further, once a city reaches the 7-8 million population range, the number of Corporations tends to rise from a solitary one to multiple Corporations. London (32) and Johannesburg (7) are exceptions in the sense that they had multiple Municipal Corporations even at lower population levels.

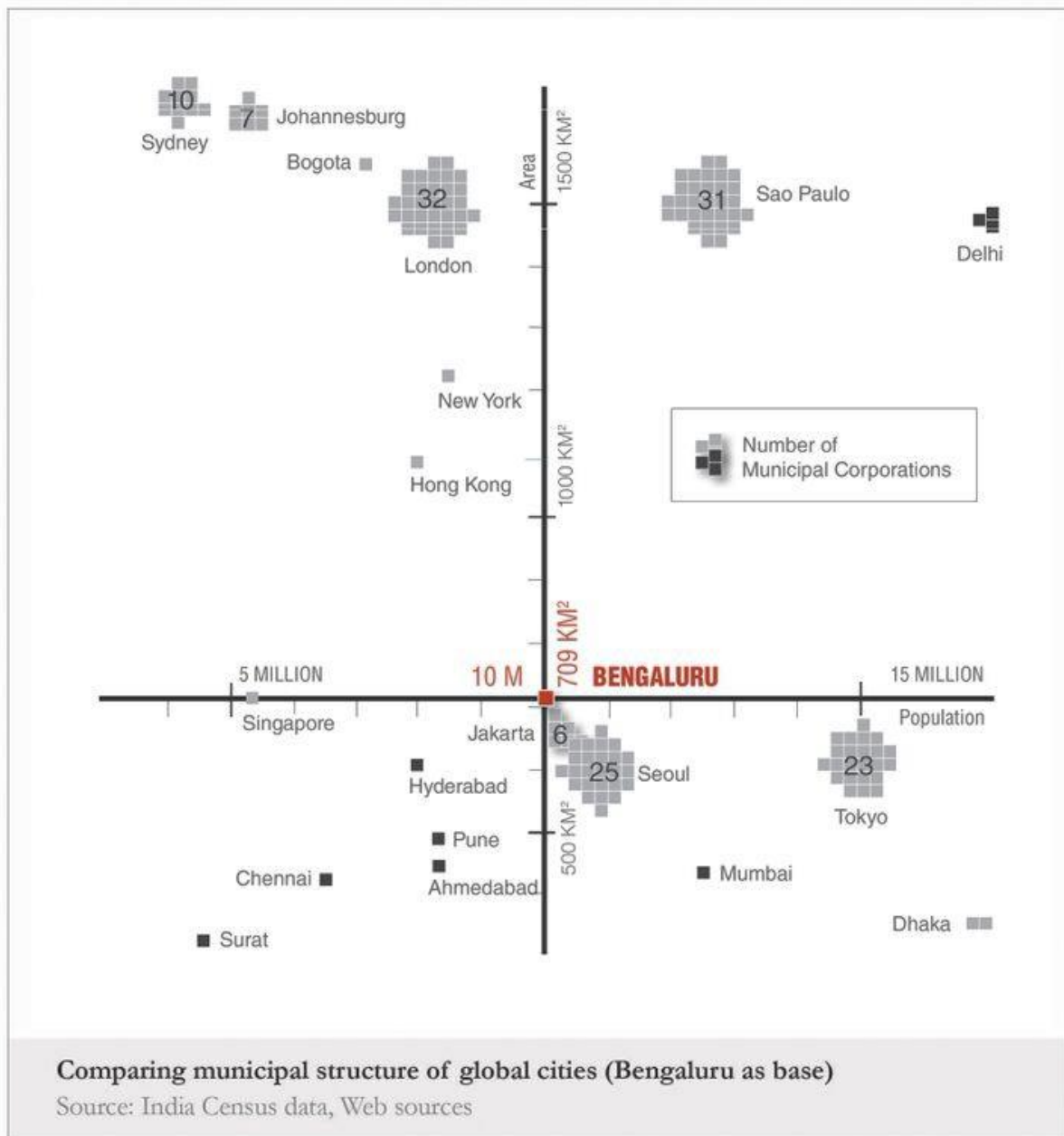


Fig 3b: Global cities: Population, Area and # of Municipal Corporations

A listing of 28 cities with area, population and lowest elected unit is set out (Fig 3c). The Metropolitan view of the subject is interesting too for the large number of municipalities in the region. For regions with population between 14-26 million, the number of Municipalities range from 8-60 Municipalities.

Comparing global cities and their municipal structures

CITIES	TOTAL POPULATION (EST.)	TOTAL AREA (KM2)	MUNICIPALITIES		LOWEST ELECTED UNITS	
			#	Term	#	Term
Paris	2,234,000	105	1	Council	80	Quartiers administratifs
Bhopal	2,368,000	285	1	Municipal Corporation	70	Wards
Toronto	3,200,000	630	1	Municipal Government	44	Wards
Berlin	3,500,000	891.8	12	Boroughs	96	Ortstelle (localities)
Nairobi	3,630,000	694.85	1	City council	85	Wards
Sydney	4,390,000	1,687	10	Village precincts		
Surat	4,466,826	326.5	1	Municipal Corporation	38	Wards
Kolkata	4,486,000	185	1	Municipal Corporation	144	Wards
Johannesburg	5,130,000	1,645	7	Regions	130	Wards
Singapore	5,400,000	710	1	National Government	84	Wards
Chennai	6,500,000	426	1	Municipal Corporation	200	Wards
Bogota	7,200,000	1,587	1	City Council	20	Localities
Hong Kong	8,000,000	1,104	1	Government of Hong Kong	18	Districts
Hyderabad	8,000,000	626	1	Municipal Corporation	172	Wards
Ahmedabad	8,200,000	464.16	1	Municipal Corporation	69	Wards
Greater London	8,200,000	1,572	32	Boroughs	624	Electoral Wards
Pune	8,242,142	552	1	Municipal Corporation	76	Electoral Wards
New York	8,400,000	790	1	Government of New York City	51	Electoral district
Lima	9,130,000	2,672	43	Districts		
Bengaluru	10,178,000	709	1	Municipal Corporation	198	Wards
Jakarta	10,200,000	664	6	Municipalities	265	Villages
Seoul	10,437,000	605	25	Districts	250	Neighbourhoods
Sao Paulo	12,500,000	1,502	31	Boroughs	96	Sub-divisions
Mumbai	13,100,000	437	1	Municipal Corporation	277	Electoral Wards
Istanbul	14,100,000	5,196	39	District Municipality		
Tokyo	15,000,000	621	23	Special Wards		
Delhi	17,000,000	1,397	3	Municipal Corporations	272	Wards
Dhaka	17,000,000	325	2	City Corporation	92	Wards

Fig 3c: Global cities Demographics and Governance

Another useful data to view is the City Regions. The 7 City regions set out in Fig 3d are all multiple municipal entities from 8 to 60 Municipalities. The Bengaluru city region (Bengaluru Metropolitan Regional Development Authority – BMRDA) has the least number of municipal entities over 8000 sqkms.

CITY REGIONS	POPULATION IN MILLION (EST.)	AREA IN KM ²	NUMBER OF MUNICIPALITIES
1 Bangalore Metropolitan Region	12	8,000	1 Corporation, 3 CMCs, 7 TMC
Bangalore city	10.1	709	
2 Kolkata Metropolitan Region	14.1	1,886	38 Municipalities, 3 Municipal corporations
Kolkata	4.5	185	1 Municipal Corporation
3 Mumbai Metropolitan Region	20	4,350	8 Municipal Corporations
Mumbai	12.5	438	1 Municipal Corporation
4 Mexico City Region	21.2	7,854	60 Municipalities
Mexico city	9	1,485	
5 South East England	22	19,096	
Greater London	8.2	1,572	32 Boroughs
6 New York Metropolitan Region	23.5	34,500	31 Counties
New York city	8.4	1,214	1 Government
7 National Capital Region	54	34,100	20 Class-I cities
Delhi Metropolis	17	1,480	3 Municipal Corporations

Comparing global city regions
Source: India Census data, Web sources

Fig 3d: City Regions

3.4 COMPARISON WITH OTHER METRO REGIONS IN INDIA

Exhibit 4A-D has a detailed comparison of 6 Metropolitan regions in India – Delhi (National Capital Territory), Mumbai, Kolkatta, Chennai, Hyderabad and Bengaluru. The analysis covers the following parameters – Demography, Political primacy, Economy, Water & Sewerage, Solid waste Management, Energy and Mobility.

3.5 LEARNINGS FROM OTHER CITIES

Given the complexity of the task at hand and its repercussions for the future of the Bengaluru, the Committee recognised the need to look at examples from other cities in India and globally to understand how they have dealt with similar challenges to help formulate an informed opinion. The key findings:

- **Top mega-cities follow multi-municipal structures**

Study of global cities with a population over 8 million suggest that they increasingly follow a multi-municipal governance structure with an umbrella metropolitan government at the regional scale. Some of the well-known examples include world class cities such as London and Tokyo. London has a population of 8.2 million, comprised of 32 boroughs and a metropolitan government constituted of a directly elected

Mayor and assembly council. While Tokyo with a population of 15 million is divided into 23 'special wards' that act as mini-cities with a metropolitan government headed by the Mayor, as the chief executive of the Tokyo Metropolitan Government. Other examples with comparable population in developing economies include Lima (43 districts), Jakarta (6 municipalities) and Sao Paulo (31 boroughs).

Recent examples of splitting a Corporation are from Delhi where the municipal corporation was trifurcated in 2012 and Dhaka where it was bifurcated in 2011. Sources indicate that the prime drivers were to reduce the burden on service providers and improve the citizen experience of civic services through efficient management.

- **Decentralization and devolution of powers felt useful as cities grow**

With greater number of people living in cities, the rise of the megacity scale, decentralization has been seen globally as a way to expand the supply and effectiveness of public services to the urban population with a focus on citizens, as well as increase citizen participation in public policy and improving accountability.

The example of Sao Paulo is worth mentioning as a recent case where decentralization and devolution was conceived in 2003 as a way to expand the supply and effectiveness of public services. Sao Paulo then had a population of 10.3 million, and was 1500 sqkms in area. The city undertook creation of boroughs and installation of participatory budgeting to address a broader 'democratic deficit'. The unique aspect was that it was the first time it took "population size as requirement for both action and quality of the administration." As reported, the process of decentralization had an impact on not just provision of public services but also on political and administrative polity. The emphasis on the territory as a geographic and social space was central to the provision of services to the population and strengthening localities to produce public policy and extend democracy.

- **Finding optimal scale and size of governance is an iterative process**

With respect to size and number of sub-divisions however, there seems to be no one size fits all solution. The key enquiry about how to decide, how to sub-divide seems to be about achieving the optimal scale and size of governance structures that foster higher liveability, economic vibrancy, inclusion, and sustainability.

It is also observed that the discovery of the optimal configuration of governance layers and how civic responsibilities are organized may not be a onetime act but a process of iteration. As seen in London, the 32 borough configuration and service responsibilities are not immutable. Reports point to how due to

recent fiscal stress some boroughs have been collaborating for service deliveries such as health and waste management (London waste) to reach new economy of scale and reduce costs.

To indicate the iterative nature of the sub division process, in London there have been discussions to align new governance to changing urban context, include Ken Livingston's (former Mayor) proposal to make London into 5 'Super Boroughs'. Meanwhile the Green party prefers further scaling down Boroughs to increase local level governance. These ongoing debates demonstrate how determining size of municipalities/service delivery body is also about balancing need to meet economies of scale and local scale accountability.

- **The number of Corporations is based on balancing power, economy & accountability**

When comparing the larger vs smaller sub-divisions, the trend show lesser number of sub-divisions would make for a stronger top tier government. Further, since the sub-divisions would be larger in size, comparable to smaller cities, they can have more real power, more independence in providing services and more capital at their disposal. Though the case of Delhi suggests, fewer sub-divisions (3 divisions, population 5.6 million per municipality) might also lead to more conflicts between the municipalities for resources given their relatively large size.

On the other hand, smaller sub-divisions such as seen in London (32 boroughs, average population 248,000 per municipality) or Sao Paulo (31 boroughs, average population 400,000 per municipality), can lead to making of a true local area government with closer relationship between citizens and elected representative. What has been noticed in these cities is that since no single municipality is very large, there is less inter municipal differences and less conflict between the roles of Metropolitan authority and local level governance.

However, as in London boroughs, they may have to resort to more inter-borough cooperation based service delivery. The support of the super boroughs proposal for London points to how consensus forming process for planning and development can be a cumbersome process for large city wide projects.

The number of sub-divisions is also noted to impact the burden to find additional human resource for multiple municipalities in various areas such as planning, engineering, environmental health etc. as pointed out in case of Delhi trifurcation.

- **Clarity in roles and responsibilities between the local and the regional levels is necessary**

In London, services are organized between Greater London Authority, the London Metropolitan government and the Boroughs at a local government level outlining who is responsible for planning, execution, coordination and regulation. True political power is devolved at the boroughs level and the civic services are integrated at the regional level. For example Greater London Authority is responsible for strategic planning (London Plan), policing, the fire service, most aspects of transport and economic development for Greater London. Boroughs are responsible for basic local area services such as local planning, schools, social services, maintenance of local road, waste collection and disposal. This layered governance structure and devolution of responsibilities is made possible due to fiscal devolution to the Boroughs. What the above example shows is that decentralization has to be accompanied by devolution of powers and has to get reintegrated at the regional level for the entire city –region to work effectively.

- **The case for political and administrative decentralization**

One of the strong points made by proponents of multiple Corporations is that waste can be better managed locally. Many developed cities have realised that the centralised waste disposal model is non-sustainable. London, for instance, which had a central waste disposal till the 90s have shifted the responsibility of waste disposal to the Boroughs. One has witnessed inter-borough coordination to get mutually beneficial outcomes. As mentioned earlier, property tax revenue collection gets a fillip with smaller municipalities. This is due to better collection efficiency and scope for rezoning around multiple city centres. Early reports from Delhi indicate an improved property tax collection post the trifurcation though there have been challenges due to the economic disparity between the 3 Corporations.

A ward locality voice can be better heard in smaller Councils. This leads to a better chance of civic issues in localities getting addressed. The scope for increased citizen participation in smaller city corporations is considerably higher. There are great examples of international cities doing very well in quality of life indicators with multiple municipalities. Some examples are London, Tokyo, Sao Paulo, Johannesburg, etc. Among the large cities, Mumbai (smaller are at 463 sqkms) and New York (very strong directly elected mayor with highly centralized power) operate with a single Corporation. Here too, in the immediate neighbourhood (e.g. Thane, Navi Mumbai and others for Mumbai), multiple Corporations make their appearance.

Many cities have regional arrangements (e.g. Greater London Authority for London) that centralize regional infrastructure provisioning allowing for local scale focus at the decentralized Corporations. This brings in the requisite efficiencies at the regional level, while allowing for devolution at the local level.

Further, experience elsewhere has shown that a stronger sense of community develops with smaller units.

3.6 IDEAL NUMBER OF MUNICIPAL CORPORATIONS FOR BENGALURU

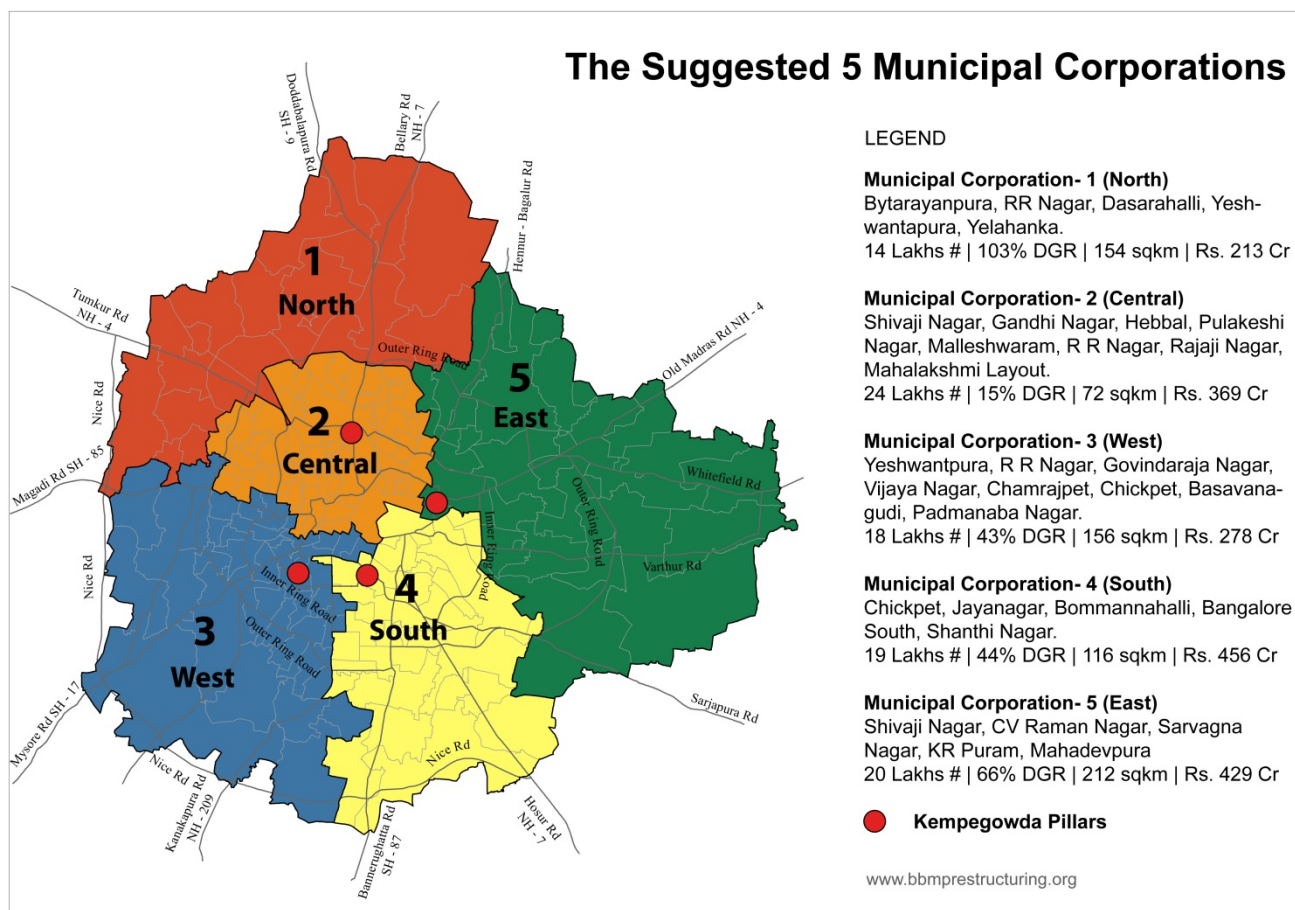


Fig 3e: Suggested 5 Municipal Corporations for Bengaluru

The Committee did multiple iterations to decide on the ideal number of Corporations as well its physical boundaries. In undertaking the exercise the Committee balanced multiple parameters – population, area, growth rate, infrastructure availability, open spaces, demographics, etc. Options of 3, 4, 5, 6 and 8 were considered. Inputs were sought from citizens through an app that was put out on the web site. The finalised Corporation map is set out in Fig 3e. Exhibit 3E sets out the key characteristics of these 5 Corporations based on the current ward boundaries of BBMP. The 2014 Population (#), Decadal Growth rate (DGR) 2001-11, Area (sq kms) and 2014-15 Property tax (Rs. crores including arrears) is set out against each of the 5 Corporations. The property tax potential is expected to be around twice the figure indicated. Finally, this map is indicative – the actual boundaries need to be drawn after the Ward

delimitation exercise is completed. It is advisable at that stage to align the Corporation boundaries to the key arterial or main roads wherever possible.

While 5 Corporations turn out to be the best option, it also retains a connection with the history of Bengaluru. Four of the Corporations share a pillar each that Kempegowda had placed as the limits of the old city. The other Corporation is in Yelahanka where he first set base when he came to the region. In a way the suggested 5 Corporations signifies being 'rooted in history, while soaring ahead in the new globalised world'.

MULTIPLE CORPORATIONS: EXPERIENCES

Exhibit 3 A: General Characteristics of the Metropolitan Regions in India

	Characteristic	Mumbai Metropolitan Region	National Capital Territory	Kolkata Metropolitan Area	Chennai Metropolitan Region	Hyderabad Metropolitan Region	Bengaluru Metropolitan Region
DEMOGRAPHY	Population (2011)	22494523	16787941	1555083	8856005	7749334	11658906
	Area (sq km)	4417	1483	1886.6	1189	7100	8005
	Population Density (people/ sq km)	5092	11320	8242	7448	1275	1457
	Decadal population Growth rate 2001-11	-	-	5.3	24.99	27.52	41.8
POLITICAL PRIMACY	No. of Lok Sabha Constituencies	10	7	13	6	7	5
	No. of Assembly Constituencies	60	70	59	37	34	36
	Units of Local Government	8 Municipal Corporations, 9 Municipal councils, 35 Census towns & 964 villages.	SDMC, NDMC, East Delhi Municipal Corporation, Delhi, Cantonment Board	3 Municipal Corporations, 38 Municipal councils, 146 Census Towns	1 Municipal Corporation, 16 Municipalities, 20 TPs, 45 CTs, 12 OGs, 1 cantonment Board	1 Municipal Corporation, 2 Municipalities, 38 CT, 44 OG, 719 TPs	1 Municipal corporation, 10Municipal Councils, cantonment Board
ECONOMY	Contribution to State GDP	37 percent	N.A.	30.6 percent (2004-105)	15 percent	13 percent	38.6 percent
	IT/ITES (Establishments and workforce)	6.5 % Est. and 11.4 % WF	N.A.	2.5% Est. and 2.1 % WF	5.9 % Est. and 9 % WF	2.3 % Est. and 10.6 % WF	4.9 % Est. and 13.6 % WF
	Financial (Establishments and workforce)	4.1 % establishments and 8.3% workforce	N.A.	2 % establishments and 4.8 % workforce	2.9% establishments and 2.1 % workforce	2.1 % establishments and 4.1 % workforce	2.1 % establishments and 3.3 % workforce

MULTIPLE CORPORATIONS: EXPERIENCES

Characteristic	Mumbai Metropolitan Region	National Capital Territory	Kolkata Metropolitan Area	Chennai Metropolitan Region	Hyderabad Metropolitan Region	Bengaluru Metropolitan Region
Automobile (Establishments and workforce)	4.2% establishments and 2.6 % workforce	N.A.	2.2% establishments and 1.1% workforce	1% establishments and 5.1 % workforce	0.7% establishments and 3 % workforce	0.7% establishments and 0.9 % workforce

MULTIPLE CORPORATIONS: EXPERIENCES

Exhibit 3 B - Infrastructure Arrangement in Metropolitan Regions

	Characteristic	Mumbai Metropolitan Region	National capital Territory	Kolkata Metropolitan Area	Chennai Metropolitan Region	Hyderabad Metropolitan Region	Bengaluru Metropolitan Region
WATER AND SEWAGE	Source Development	MCGM, MIDC, CIDCO,	Delhi Jal Board	KMWSA	TWAD & CMWSSB	HMWSSB,PHMED	BBMP & KUWSDB
	Treatment and Distribution	MCGM, ULBs & MJP	ULBs	KMWSA	TWAD & CMWSSB	HMWSSB, PHMED, ULB	BWSSB & KUWSDB
	Operation and Management	MCGM, ULBs.	ULBs	ULB	TWAD , CMWSSB & ULB	HMWSSB & ULB	BWSSB & KUWSDB
SOLID WASTE MANAGEMENT	Primary Collection	ULBs, RWAs and NGOs	ULBs, RWAs and NGOs and contracted to private Players	ULB	Private Players and ULBs in most areas.	Sweeping opn. Privatized 75%. RWAs and ULBs for waste collection.	Bengaluru City- 66% outsourced; Rest BBMP, RWAs & SHGs Municipal Councils- Contractors, ULBs and SHGs
	Transportation	ULBs	ULBs	ULB	Private Players and ULBs	ULBs	Bengaluru City- 66% outsourced; Rest BBMP, RWAs & SHGs Municipal Councils- Contractors, ULBs and SHGs
	Disposal	ULBs	ULBs	ULB	ULBs & Private players also in CMC.	ULBs, RWAs and Private Player	Bengaluru City- ULB, RWA and Private players Municipal Councils- ULBs

MULTIPLE CORPORATIONS: EXPERIENCES

	Characteristic	Mumbai Metropolitan Region	National Capital Territory	Kolkata Metropolitan Area	Chennai Metropolitan Region	Hyderabad Metropolitan Region	Bengaluru Metropolitan Region
ENERGY	Agencies Involved	MSEB Holding Co. Ltd., Maharashtra State Electricity Distribution Co. Ltd. (Mahavitaran), Maharashtra State Power Generation Co. Ltd. Ltd. (Mahagenco) and Maharashtra State Electricity Transmission Co. Ltd. (Mahatransco), BEST	Delhi Power Supply Company Limited, Delhi TRANSCO Ltd., Indraprastha Power Generation Company Limited- GENCO, BSES Rajdhani Power Ltd, BSES- Yamuna Power Ltd., North Delhi Power Ltd	Calcutta Electricity Supply Corporation Limited	DISCOMs	DISCOMs	BESCOM; KPCTL, KPCL
	Level of the Agency	State	State	-	State Level	State Level	State level
MOBILITY	Main modes of Transport	Buses, Monorail and Local Trains.	Buses and Metro.	Buses, Trams, Metro	Buses & Metro	Buses and MMTS	Buses, Metro
	Agencies involved	UMTA (present & dysfunctional);	Delhi Transport Corporation, DMRC	-	14 agencies (Central, state and Local)	APSRTC, GHMC & South Central Railway	BMTC, DULT, BMLTA, BMRCL

Source: Governance of Megacities by Mr. K C Sivaramakrishnan; Secondary sources, In-house analysis

MULTIPLE CORPORATIONS: EXPERIENCES

Exhibit 3 C- Planning and Local Governance Structure in Metropolitan Regions

	Characteristic	Mumbai Metropolitan Region	Delhi Metropolitan Region	Kolkata Metropolitan Area	Chennai Metropolitan Region	Hyderabad Metropolitan Region	Bengaluru Metropolitan Region
PLANNING	Planning Agencies	MMRDA, ULBs & CIDCO, MPC	DDA, Delhi Urban Arts Commission, National Capital Region Planning Board.	KMDA & ULBs	DTCP; CMDA	HMDA	BDA, BIAAPA & BMRDA
	Plan implementation Agencies	ULBs & MMRDA	DDA	KMDA & ULBs	DTCP; CMDA; ULBs.	HMDA, GHMC and 2 Municipalities	BDA, RCUA, 8 Zonal Planning Authorities & BMRDA
	Laws	Mumbai Region and Town Planning Act, 1966; MMRD Act, 1974; Maharashtra Metropolitan Planning Committee Act, 1999	Delhi Development Act of 1957; National Capital Region Planning Board Act, 1985;	WBT&CP Act, 1979; West Bengal Metropolitan planning committee Act, 1994.	TN WBT&CP Act, 1971; TN Metropolitan planning committee Act, 1 2009.	Town & Country Planning Act, 1920 amended in 1988; AP Urban Areas Development Act, 1975; AP Municipalities Act, 1994; Hyderabad Municipal Corporation Act, 1956; HMDA Act 2008	Karnataka Town & Country Planning Act, 1961; Bengaluru Metropolitan Region Dev Authority Act, 1985; Bengaluru Dev. Authority Act, 1976.
	DPCs	Dysfunctional	Not Present	Present & Functional	Present & Functional	Present not functional	Present; Dysfunctional
	MPC	Present; Dysfunctional	Not Present	Present & Functional	Not constituted	Not constituted	Present; Dysfunctional

MULTIPLE CORPORATIONS: EXPERIENCES

	Characteristic	Mumbai Metropolitan Region	Delhi Metropolitan Region	Kolkata Metropolitan Area	Chennai Metropolitan Region	Hyderabad Metropolitan Region	Bengaluru Metropolitan Region
GOVERNANCE STRUCTURE	Multi/ Single Corporation System	Multi Corporation System	Multi Corporation System	Multi Corporation System	Single Municipal corporation	Single Municipal corporation	Single Municipal Corporation
	State Agency for Municipal Governance	MMRDA and Urban development Department.	Department of Urban Development	KMDA under Urban Development Department of WB.	-	Urban dev. Dept. GoAP and parastatal bodies	Urban dev. Dept. GoK and parastatal bodies
	Role of MLAs and MPs in Municipal Council	No membership	MPs - voting members and MLAs -nonvoting members.	No membership	Non Voting Members.	Nonvoting member	Voting members
	Laws Governing the ULBs	BPMC Act,1949; The MMC Act, 1988; Maharashtra Municipal Councils, Nagar Panchayat & Industrial Townships Act, 1965	NDMC Act, 1994.	Kolkata Municipal Corporation Act, 1950; West Bengal Municipal Act, 1993.	TN District Municipal Act, 1920; Chennai City Municipal Corporation Act, 1919; TN WBT&CP Act, 1971.	HMC Act, 1955; HMDA Act, 2008; Municipalities Act, 1994.	Karnataka Municipal Corporation Act, 1976;

Source: Governance of Megacities by Mr. K C Sivaramakrishnan; Secondary sources, In-house analysis

MULTIPLE CORPORATIONS: EXPERIENCES

Exhibit 3 D- Agencies other than Local Government Authorities in Metropolitan Regions

	Characteristic	Mumbai Metropolitan Region	National Capital Territory	Kolkata Metropolitan Area	Chennai Metropolitan Region	Hyderabad Metropolitan Region	Bengaluru Metropolitan Region
WATER & SEWAGE	Parastatal	MIDC & MJP	Dal Jal Board	KMWSA	TWAD & CMWSSB	HMWSSB	BWSSB; KUWSDB.
	Level	State	State	State	State	State	State
	Laws	MIDC Act, 1961; Maharashtra water Supply and Sewerage Act, 1976.	Delhi Jal Board Act, 1998	Calcutta Metropolitan Water and Sanitation Authority Act, 1966	Chennai Metropolitan Water Supply & Sewerage Act, 1978; TNWSDB Act, 1970	HMWSSB Act, 1989	BWSSB Act, 1964; KUWSDB, 1973.
TRANSPORT	Parastatal	Mumbai Railway Vikas Corporation MSRDC, MSRTC, RTA., BEST	Delhi Transport Corporation, DMRC.	KIT, KMRCL, CTC, etc.	14 agencies	APRTC, AP State Highways Authority	KKSRTC; BMTCL; BMLTA
	Level	Centre; State	State-Centre	State	Centre, state and Local Government	State	State
	Laws	Multiple	Multiple	Multiple	-	State owned Corporation	Road Transport Act, 1950; BMLTA constituted by GO
ELECTRICITY	Parastatal	MSEB Holding Co. Ltd., Maharashtra State Electricity Distribution Co. Ltd. (Mahavitaran), Maharashtra State Power Generation Co. Ltd. (Mahagenco) and Maharashtra State Electricity Transmission Co. Ltd. (Mahatransco), BEST	Delhi Power Supply Company Limited, Delhi TRANSCO Ltd., Indraprastha Power Generation Company Limited- GENCO, BSES Rajdhani Power Ltd, BSES- Yamuna Power Ltd., North Delhi Power Ltd.	Calcutta Electricity Supply Corporation Limited	TNEB, EDCO/ TANT RANSCO, TNERC,	CPDCL ; A P Transmission Corporation	Karnataka Power Corporation Limited; BESCOM.

MULTIPLE CORPORATIONS: EXPERIENCES

	Characteristic	Mumbai Metropolitan Region	National Capital Territory	Kolkata Metropolitan Area	Chennai Metropolitan Region	Hyderabad Metropolitan Region	Bengaluru Metropolitan Region
	Level	State	State	State	State Level	State	State
	Laws	Electricity Act, 2003	Delhi Electricity Reform Act, 2000 and Electricity Act, 2003	Electricity supply act, 1948	Electricity Act, 2003; The Electricity Regulatory Commission Act, 1988.	AP electricity Reform Act, 1989; State Owned Organization	Karnataka Electricity Reform Act, 1999.
HOUSING	Parastatal	Maharashtra Housing and Area Development Authority	Delhi Urban Shelter Improvement Board, DDA	West Bengal Housing Board	TNHB; TNSCB.	AP Housing Board	Karnataka Housing Board; Karnataka Sum Development Board
	Level	State	State- Centre	State	Parastatal	State	State
	Laws	MHAD Act, 1976	DUSIB Act, 2010; Delhi Development Act of 1957	West Bengal Housing Board act, 1972	Madras State Housing Board Act, 1961; TN Slum Area (Improvement & Clearance)Act, 171.	AP Housing Board Act, 1956	Karnataka Housing Board Act, 1962; Karnataka Slum Improvement & Clearance Act, 1973
CITY DEVELOPMENT	Parastatal	MMRDA, City & Industrial development Corporation of MH, Directorate of Town Planning.	DDA, NCRPB	KMDA; ULBs, KMPC	CMDA, ULBs & MPC	APIIDC; HGCL; HMDA; QuilQutb Shah UDA, Special Development Authorities constituted under UAD Act, 1975 designated as functional units.	KUIDFC; BMRDA;BDA
	Level	State	State- Centre	State	State	State	State

MULTIPLE CORPORATIONS: EXPERIENCES

	Characteristic	Mumbai Metropolitan Region	National Capital Territory	Kolkata Metropolitan Area	Chennai Metropolitan Region	Hyderabad Metropolitan Region	Bengaluru Metropolitan Region
	Laws	MMRD Act, 1974; Mumbai Region and Town Planning Act, 1966;	Delhi Development Act of 1957; National Capital Region Planning Board Act, 1985	KMC Act, 1980; Howrah Municipal Corporation Act, 1980; Chandan Nagar Municipal Corporation Act, 1990; West Bengal Municipal Act, 1993; WBT&CP Act, 1979; West Bengal Metropolitan planning committee act, 1994.	TN District Municipal Act, 1920; Chennai City Municipal Corporation Act, 1919; TN WBT&CP Act, 1971; TN Metropolitan planning committee Act, 1 2009.	State level organization; Companies Act, 1956; HMDA Act, 2008	Registered under Companies act, 1953; BMRDA Act, 1953; BDA Act, 1976.
ENVIRONMENT	Parastatal	Maharashtra Pollution Control Board	Delhi Pollution Control Committee & Central pollution Control Board	WBPCB, WBBB, EKWMA, WBSCZMA.	TN Pollution Control Board; Chennai River Restoration Trust.	AP Pollution Control Board	LDA; KSPCB.
	Level	State	State- Centre	State	State	State	State
	Laws	Water (Protection & control of pollution) Act, 1974	Water (Protection & control of pollution) Act, 1974, Air (Prevention and Control of pollution) Act and Govt. Notification B12015/7/92-AS.	Water (Protection & control of pollution) Act, 1974.	Water (Protection & control of pollution) Act, 1974.	Water (Protection & control of pollution) Act, 1974	Registered under Karnataka State Societies Registration Act, 1960; Water (Protection & control of pollution) Act, 1974.

Source: Governance of Megacities by Mr. K C Sivaramakrishnan; Secondary sources, In-house analysis

MULTIPLE CORPORATIONS: EXPERIENCES

Exhibit 3 E -Characteristics of the suggested 5 Corporation

Corporation No.	Assembly Constituencies	Ward Numbers
1 (North)	Byatarayanapura, Yelahanka, Dasarahalli, Yeshwantpura, Rajarajeswari Nagar.	5, 6, 7, 8, 10, 16, 38, 41, 71, 70, 40, 39, 14, 12, 13, 15, 11, 3, 9, 4, 2, 1
2 (Central)	Hebbal, Pulakeshi Nagar (SC), Shivaji Nagar, Gandhi Nagar, Rajarajeswari Nagar, Mahalakshmi Layout, Rajaji Nagar, Malleshwaram.	69, 74, 102, 101, 100, 107, 108, 121, 120, 94, 109, 110, 91, 78, 60, 31, 32, 22, 21, 20, 19, 18, 35, 36, 17, 37, 44, 42, 43, 68, 67, 99, 75, 66, 45, 34, 33, 46, 47, 48, 61, 62, 63, 92, 93, 64, 77, 65, 76, 98, 97, 95, 96
3 (West)	Rajarajeswari Nagar, Govindaraja Nagar, Vijaya Nagar, Chamarajpet, Chickpet, Basavanagudi, Padmanaba Nagar, Bengaluru South, Yeshwantpura.	118, 119, 139, 140, 142, 154, 167, 166, 180, 185, 197, 195, 196, 198, 159, 130, 72, 129, 73, 103, 127, 128, 160, 184, 181, 182, 165, 183, 163, 162, 161, 158, 131, 132, 126, 125, 104, 105, 106, 123, 122, 124, 133, 134, 135, 136, 137, 138, 141, 157, 156, 155, 164
4 (South)	Shanthi Nagar, BommanaHalli, Bengaluru South, Jaya Nagar, Chickpet, B.T.M. Layout.	111, 114, 89, 112, 174, 190, 191, 192, 194, 193, 188, 187, 186, 189, 175, 173, 172, 177, 178, 179, 168, 176, 171, 170, 152, 151, 148, 147, 115, 116, 117, 145, 146, 153, 143, 144, 169
5 (East)	K.R. Puram, Mahadevapura, C.V. Ramannagar (SC), Sarvagna Nagar, Shivaji Nagar.	90, 79, 59, 49, 30, 23, 24, 25, 54, 26, 52, 53, 83, 84, 149, 150, 87, 86, 85, 82, 81, 55, 51, 50, 27, 29, 28, 57, 56, 58, 80, 88, 113
Total	27	198

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MULTIPLE CORPORATIONS: EXPERIENCES

Parameters	Corp n 1	Corp n 2	Corp n 3	Corp n 4	Corp n 5	Total
Population 2,011#	1,139,035	1,948,517	2,182,475	1,583,352	1,590,296	8,443,675
Population decadal growth %	103	15	43	44	66	45
Area (sq km)	150.5	71.1	157.2	118.7	211.6	709.1
Population density 2,011 #/(sq.km)	7,568	27,405	13,883	13,339	7,515	11,907
Buildings 2,014#	206,820	200,833	309,205	223,589	256,717	1,197,164
> G+3/Buildings %	6	13	10	14	9	11
Plinth Area (%)	15	36	20	22	16	20
HH Census 2,011 #	293,251	469,055	537,806	397,429	404,290	2,101,831
Decadal HH growth (%)	119	26	56	63	88	61
Est Builtup area 2,014 (sq km)	46.68	60.9	72.34	69.34	82.23	331.49
2,014-15 Property tax (Rs. crores)	213.6	369.9	278.6	456.1	429.4	1,747.60
Road length (kms)/Area (Sq.Kms)	16.7	25.4	23.7	19.7	14.7	19
DWCC 2,014 #	20	51	56	37	32	196
Lake area (sq m)	6,524,073	630,735	2,711,799	4,305,563	11,176,935	25,349,105
Parks 2,014#	323	380	923	451	300	2,377
Park area (sq m)	1,391,203	4,159,839	3,470,363	2,828,649	1,565,092	13,415,146
Playgrounds #	44	106	127	76	37	390
Playground area (sq m)	385,376	620,082	632,986	757,266	205,124	2,600,834
Open spaces (Lake + Park + Playground)/Area %	4.85	2.63	2.53	4.9	5.48	4.31
Govt Schools #	113	145	158	116	152	684
Police stations #	14	31	22	18	18	103
Fire stations #	2	2	3	2	3	12
Bus stops #	663	747	1,068	731	765	3,974
Street lights #	59,458	89,873	120,520	73,691	77,571	421,113

MULTIPLE CORPORATIONS: EXPERIENCES

Parameters	Corpn 1	Corpn 2	Corpn 3	Corpn 4	Corpn 5	Total
2,011 HHs with Tubewells (%)	29.8	5.5	11.4	12.6	22.1	14.9
2,011 HHs with UGD (%)	56.4	95.4	87.9	86.3	58.4	79.2
2,011 HHs with Piped water supply (%)	45.7	88.1	79	72.5	58.5	71.2

4 A THREE-TIER GOVERNANCE FRAMEWORK FOR BENGALURU

The current governance system in Bengaluru of having a single corporation (BBMP) for an area of 709.5 sq.km and population of over 10 million is unsustainable. Hence we propose to have multiple Municipal Corporations to govern Bengaluru for better administration and to ensure that the Municipal government is closer and more accountable to the people. However, a division of the BBMP into multiple Municipal Corporations in itself is not sufficient to achieve a more effective and accountable Municipal government. A system with multiple Municipal Corporations can work effectively only if we provide for a new three-tier governance framework, which would include an integrated governance layer above the Municipal Corporations level as well as greater devolution of powers to the tier of Municipal governance closest to the people, the wards. This framework needs to be provided under a new law for governing Bengaluru which will establish a three-tier city governance framework with Wards at the basic level, a set of Municipal Corporations in the middle layer and a Greater Bengaluru Authority at the top.

The following sections of this chapter lay out the institutional architecture of each of these tiers. Each section examines the current law in place, the various institutional choices for reform and proposes the most feasible and effective option for Bengaluru. Starting from the lowest unit, the first section examines how, at the 3rd Tier, a more representative Ward Committee with wider powers can play a vital role in city governance. The second section explains how the institutions at the 2nd Tier need to be reformed by having a stronger Mayor, instituting Zonal Committees and reducing the role of Standing Committees. The final section proposes the creation of an upper tier of governance called the Greater Bengaluru Authority which will coordinate the functions of the Municipal Corporations and integrate parastatal agencies within its structure to ensure better governance for Bengaluru.

4.1 TIER 3: WARD LEVEL GOVERNANCE

The 74th Constitutional Amendment sets out the general principles to create viable institutions of self-government. For large metropolitan entities like Bengaluru, this means a representative multi-tiered municipal government with political representation and administrative capacity. The constitutionalization of the third tier of government is designed to create representative units of government that are relatively immune to outside interference by authorities – both social and political. The spirit of self-governance requires that these municipalities and their constituent units must have the administrative capacity and political ability to carry out the everyday tasks of governance in a sustained manner.

Many of the daily problems confronted by citizens are local and can be solved at the lowest level of government if they are sufficiently empowered to do the same. Hence making the Ward the basic unit of governance and empowering Ward Committees shall be a fundamental part of any exercise to restructure Bengaluru's governance system. The 74th Amendment also provides for the formation of Ward Committees below the Municipal Corporation to ensure that responsibilities within the ward are effectively carried out by a body closer to the people. We hence propose a three-tier governance framework for Bengaluru in which the third tier - at the level of the Wards - is provided with sufficient powers to become an effective and accountable institution of governance.

This section analyzes and makes proposals on the composition of Ward Committees, its powers and functions, and structure of ward administration and decision making processes at the Ward. It identifies the weaknesses in the current law (that was drafted before the 74th Amendment was passed) as well as institutions created in its wake to propose reforms that draw on various alternatives from other parts of India and abroad. This section is divided into 3 Parts. Part 1 reviews and makes suggestions for reform on the composition of Ward Committees. Part 2 considers the powers and functions of ward committees and emphasizes the need for Ward Committees to be vested with greater planning, administrative and finance powers. Part 3 briefly examines how ward administration and decision making processes are presently structured and proposes ways to improve them.

4.2 COMPOSITION OF WARD COMMITTEES

4.2.1 Current Set up and Challenges

The 74th Constitutional Amendment provides that for larger municipalities with a population of 3 lakhs or more, Ward Committees, consisting of one or more wards shall be constituted to advance the principle of self-government.¹ Article 243-S of the Constitution further provides that the State Legislatures may make laws regarding the composition of the Ward Committees and the manner in which positions on the committee may be filled. Yet, despite the 74th Constitutional Amendment and state legislations, Ward Committees were not constituted or functional in many states for most periods of time during the last two decades. The Central Government sought to remedy the sporadic implementation of Ward Committees and Area Sabhas through its urban development programme, the Jawaharlal Nehru National Urban Renewal Mission (JNNURM), in 2005. State governments were required to enact a Community Participation Law as a condition to receiving funds under the JNNURM.

¹ Article 243S(1), Constitution of India

In Karnataka, the Karnataka Municipal Corporations Act (the “KMC Act”) was amended in 2011 through the Karnataka Municipal Corporations (Amendment) Act 2011. The amendments were modelled on the Community Participation Law or the Model Nagar Raj Bill circulated by the Central government that requires the establishment of a three tier structure of city governance consisting of Municipal Councils, Ward Committees and Area Sabhas. The stated objectives of the amendments to the KMC Act were:

- The constitution of Area Sabhas and Ward Committees
- Entrusting functions and duties to the Area Sabhas and Ward Committees and
- Institutionalizing citizen participation.

Despite the amendment to the KMC Act in 2011, Ward Committees and Area Sabhas in Karnataka are yet to find their place as institutions of vibrant self-governance and autonomy. Ward committees were constituted in Bengaluru in 2013. However, despite the statutory mandate of meeting every month, Ward Committee meetings were not conducted in Bengaluru. Hence, we have no empirical basis to evaluate the working of these provisions. However, when one considers that Ward Committees are expected to become the primary unit of municipal self-government, it is crucial to revisit the existing statutory framework, consider various other models and suggestions from civil society before we propose significant reform.

Section 13H of the KMC Act provides for the constitution of Ward Committees for each ward in the Corporation. Karnataka chose a model of composition that placed great emphasis on the role of the Councillor representing the ward who is the Chairperson of the Ward Committee and the remaining 10 members are to be nominated by the Corporation. Of the 10 nominated members, 2 are to be drawn from Schedules Castes/Schedules Tribes, 3 from Women and 2 from Residents Associations.

The institutionalization of Ward Committees in Bengaluru has faced two serious challenges- first, the Ward Committee Rules, 2013 have been subject to repeated judicial challenges before the High Court and are yet to be notified. The latest draft of May 26th 2015 continues to persist with a Councillor-centered Ward Committee that does not have the institutional ability to be the locus of ward level governance. Secondly, the appointment of Ward Committee members in 2013 by the nomination of the Corporation seemed to be designed to entrench the power of the Councillor as a majority of nominees were seen to be those that the Councillors informally approved of rather than the most vibrant and responsive citizens of the ward. These challenges to the current legal and policy approach to the Ward Committee requires us to develop clarity about the principle of representation of the Ward Committee

and the powers and functions that it must exercise. Before we turn to the proposals for reform it is useful to briefly survey some practices in other parts of India.

4.2.2 Ward Committee Composition in other Jurisdictions

Kerala: Kerala is often represented as a state with effective local government institutions, including Ward Committees. The Kerala Municipality Act, 1994, which governs Municipal Corporations, Municipal Councils and Town Panchayats, establishes a Ward Committee to be a large body of over 50 members representing a wide range of stakeholders and interest groups in the ward area who are selected or elected in an indirect manner.² Apart from the Councillor of the Ward, the Ward Committee includes members of residents associations, neighbourhood groups, political parties, educational institutions and trade unions. The emphasis in this approach is to ensure that a wide range of voices are heard at the Ward Committee with an intricate balance between indirectly elected representative members and members nominated by the Councillor.

West Bengal: West Bengal constitutes the Ward Committee in a completely different manner. Section 23 of The West Bengal Municipal Act, 1993 provides the state government with powers to decide the composition and functions of the Ward Committee. Accordingly, Rule 4 of the West Bengal Municipal (Ward Committee) Rules 2001 provides that the Ward Committee shall consist of the elected Councillor “and such other members as may be nominated by the elected Councillor of the ward and the Municipality/ Notified Area Authority from among the residents of the ward.” Apart from the Chairman, the Ward Committee consists of a minimum of 9 and a maximum of 17 members to be nominated by the Councillor and the Municipality from among the residents of the ward. The number of other members shall be nine for a population of up to 2,500, with an additional member for every 500 additional persons, subject to a maximum of 17 members. The Rules also provide for

² Section 43 Kerala Municipality Act, 1994 provides that:

- Fifteen persons to be elected in the manner prescribed, from among the members of the resident's association of that Ward, which are registered in the Municipality;
 - Twenty members to be elected in the manner prescribed from among the members of the registered neighbourhood groups of that Ward which are registered in the Municipality;
 - One person each nominated by every political party having representation in the Municipality;
 - The Heads of all recognised educational institutions functioning in that Ward;
 - Twenty persons nominated jointly by the Chairperson and Councillor of the Ward, of whom,—
 - (i) Ten shall be from persons representing cultural organisations, voluntary organisations, educational institutions and industrial-commercial establishments functioning in that ward;
 - (ii) Five shall be from persons representing those working in that ward as professionals (experts in agriculture, industry, health, education, engineering etc.); and
 - (iii) Five shall be from persons in registered trade unions.
- Provided that, the members nominated under items (i) and (ii) need not be the residents of that ward

representation from Community Development Societies and from among women members of Below Poverty Line families residing in the area. Other members shall be considered from among the professionals, social workers, cultural activists residing in that area.

Hyderabad: The third model of constituting Ward Committees in Hyderabad goes beyond the indirect election and nomination process in Kerala and the entirely nominated Kolkata model to create a Ward Committee comprised of Area Sabha representatives as well as nominees from civil society. As per Section 8-A of the Greater Hyderabad Municipal Corporation Act, 1955, along with the councillor of the ward, each Ward Committee shall consist of:

- Not more than ten members representing civil society groups from the Ward, to be nominated by the Municipal Corporation in such manner as may be prescribed; and
- The Area Sabha Representatives.

The Greater Hyderabad Municipal Corporation (Constitution, Conduct of Meetings, Powers & Functions of Ward Committees and Area Sabha) Rules, 2010 further provides for the manner in which members from civil society and Area Sabha are to be selected. The Rules provide for the Commissioner of GHMC to issue notice inviting applications from the representatives of civil society and any other prominent citizens of the Wards concerned, for nomination as members of the Ward Committees as well as Area Sabha representatives.³

Model Nagara Raj Bill: The Hyderabad model of having Ward Committees constituted by a combination of Area Sabha Representatives and nominees from civil society is partly based on the Model Nagar Raj Bill that was published by the Union Urban Development ministry under JNNURM. This Bill was the model law circulated by the central government to help states pass the Community Participation Law which is a requirement under JNNURM. It also provides for a maximum of ten

³ The 10 members representing civil society were classified into the following categories by prescribing the minimum seats to be filled in each.

- President / Secretary representing registered Residents Welfare Associations in the ward. In the event of non-availability of President / Secretary from the Residents Welfare Association, a member of registered Tax Payers/Rate Payers association in the ward. (Minimum 2 members)
- President/Secretary of the slum level federation (i.e. NHC). In case of non-availability of a slum level federation in a ward, a representative of the senior-most self-help group in the ward. (Minimum 2 members)
- A member of[a registered association / Institution / body or organization or NGO or Mahila Mandali or Trade Union/Chamber of Commerce / Medical Council in the ward. (Minimum 1 member)
- A member of a registered voluntary organization / NGO in the ward working for the welfare of the community. (Minimum 1 member)
- Any prominent citizen of the ward. (Minimum 1 member)

members representing the civil society to be nominated by the municipality, provided that at least two-thirds of members of the Ward Committee are Area Sabha Representatives.

The Nagara Raj Bill prepared by Lok Raj Andolan, a movement associated with Arvind Kejriwal's earlier NGO Parivartan, also has provisions stating that "all mohalla sabha representatives of the mohallas falling under such ward" shall be members of the Ward Committee. In its submission before this Committee, CIVIC Bangalore, an active civil society group, proposed a mixed model of direct election coupled with nomination. It suggested that the Ward Committee should consist of 10 directly-elected members from geographical sub-units of the ward (or neighbourhood sabhas) which includes 2-3 contiguous polling booth areas declared as a neighbourhood (1 Neighbourhood Area Representative for ca. 3,000 population). Further 10 members may be nominated to represent civic associations, RWAs, development organizations, labour unions, business associations, women, youth, faith-based, cultural and educational institutions etc. in the ward. These nominations should be the result of internal elections within these organizations or through a publicly advertised invitation for applications followed by a selection through a committee of eminent citizens.

4.2.3 Ward Committee Recommendation

In order to create a representative Ward Committee with close connections to the residents of the Ward, we propose a mixed model of representation for the Ward Committee with direct election through proportional representation that reflects the party vote share in the municipal elections along with nominated members. Proportional representation is internationally attributed as a system of democratic representation that reflects the voting preferences of an electorate more closely than any other system. We are of the opinion that such a model of representation would be effective and feasible for a multi-member representative institution like the Ward Committee. By integrating the election of the Councillor with that of the Ward Committee, the cost and administrative effort to organize separate elections can also be avoided. Along with elected members, including a set of nominated members from the civil society actively working for the welfare of the Ward through Resident Welfare Associations, Community Based Organisations, Slum Federations etc. in the Ward Committee would make it vibrant institutions of governance. The Area Sabha representatives and officials dealing with the affairs of the wards can be invitees to the Ward Committee meetings.

Based on the above discussion, the following provisions can be introduced either as an amendment to the KMC Act or as part of a new legislation for the Greater Bengaluru Authority.

Composition of the Ward Committee:

(1) *The Ward Committee shall consist of the following, namely:-*

(a) *the Councillor of the Corporation representing the Ward, who shall be the Chairperson of the Ward Committee;*

(b) *a maximum of 20 members to be nominated by the Corporation; out of which*

- i) a maximum of 10 members would be selected based on proportional representation, as specified in the procedure laid down in this Act.*
- ii) a minimum of 10 members would be nominated from the civil society of the ward, as specified in the procedure laid down in this Act.*

(2) *Any person disqualified from being elected as a Councillor shall not be nominated as member of the Ward Committee.*

(3) *All Area Sabha Representatives falling within the jurisdiction of the Ward shall be invitees to the meetings of the Ward Committee.*

(4) *All the Ward-level officers of the Corporation and parastatals agencies involved in service delivery in the ward shall be invitees to the meetings of the Ward Committee*

Procedure for selecting ward committee members by proportional representation:

(1) *Every candidate contesting the elections to the Municipal Corporation shall, on or before the last date of filing nominations, declare a List of Representatives for the ward in which he/she is contesting elections*

(2) *Each List of Representatives should contain the names of a maximum of 10 and a minimum of 3 potential ward committee members from the ward, listed in the order of preference.*

Provided that among the top 3 names provided in each list, there shall be a minimum of 1 woman and 1 member from the Scheduled Castes and the Scheduled Tribes.

Provided further that any candidate who has filed his/her nomination for contesting the election shall not be in the list of representatives for the ward committee

(4) *The list of representatives of each candidate shall be widely publicized and should be prominently displayed in the ward offices and polling booths.*

(5) The members to the ward committee selected for proportional representation shall be filled in such a manner that every candidate who receives 10 percentage of the total votes polled in the ward shall have one member and each additional 10 percentage of total votes polled shall constitute one additional member filled on the basis of the order of preference in the list of representatives for each party

Provided that if the total number of members selected through this process is less than 10, the winning councillor may nominate the members of his/her choice to fill the unallocated seats

Procedure for selecting ward committee members representing civil society:

(1) A call for applications for membership to the Ward Committee must be made by the Zonal Commissioner within one month of the completion of elections to the Municipal Corporation.

(2) The call for applications and details regarding the eligibility requirements for civil society members must be widely circulated and shall be pasted on the notice board of ward offices and shall also be published in two dailies with wide circulation, including one in the regional language.

(3) The ward committee members representing civil society shall be nominated by a Selection Committee consisting of

(i) Councillor of the Ward,

(ii) Two members with experience in engaging with civic issues of the ward, nominated by the Zonal Commissioner, at least one of them belonging to Scheduled Castes, Scheduled Tribes or Woman

(iii) One member with experience in engaging with civic issues of the ward, nominated by the Member of Legislative Assembly under whose jurisdiction the ward is located in

(4) The Selection Committee shall nominate members representing civil society in such a manner that it includes:

(i) 3 members from Residents Welfare Associations having their registered offices located within the jurisdiction of that ward;

(ii) 2 members from voluntary organizations, civil society organizations, community based organizations, non-governmental organizations, women's organizations,

environmental organizations, cultural organizations, youth organizations and other similar groups actively working in the ward.

- (iii) 2 members from slum associations/federations and organizations and self-help groups working among people from economically weaker sections in the ward.*
- (iv) 2 members from trade unions, workers groups, trade associations, industrial associations, chambers of commerce, professionals groups, educational societies and other sectors working in the ward.*
- (v) 1 member who is a social activist, social worker, community worker, RTI activist, consumer activist, former bureaucrat, former judge or any other citizen who has been actively working for social welfare in the ward.*

Provided that among the members nominated, there shall be at least two members belonging to the Scheduled Castes and Scheduled Tribes and three members who are women.

4.3 POWERS AND FUNCTIONS OF WARD COMMITTEE

4.3.1 Current Set up and Challenges

A representative and empowered Ward Committee would have the legitimacy to be an effective check on the powers of the Councillor and make the Corporation accountable. However, currently Section 13H of the KMC Act sets out that Ward Committees shall discharge only limited planning and supervisory functions and have no accountability functions. The planning provisions are primarily to prepare and submit a Ward Development Scheme to the corporation for allotment of funds. The Ward Committee's supervisory provisions include the responsibility to supervise all programmes and schemes being implemented by the Corporation in the ward, ensure timely collection of taxes, ensure water supply maintenance in the ward and finalize location of new public taps and public wells, ensure sewerage system maintenance in the ward, ensure proper solid waste management and sanitation work in the ward and finalize location of new public sanitation units as well as to ensure proper utilization of the funds allotted under ward development scheme in the ward.⁴

⁴Other responsibilities include the approval the list of beneficiaries for beneficiary oriented schemes of the Corporation submitted by Area Sabhas falling under that ward, scrutinize list of ineligible beneficiaries submitted by the Area Sabhas and submit it to the Corporation, , ensure maintenance of street lighting in the ward and finalize location of new street light, ensure maintenance of parks, open spaces, greening of area in the ward, ensure afforestation, and implementation of rain water harvesting schemes, mobilize voluntary labour and donation by way of goods or money for implementation of Ward Development Scheme and various programmes and schemes of Corporation, inform the Corporation regarding any encroachment of land belonging to the Corporation and perform such other functions as may be assigned to it by the Corporation as per its bye-laws.

While the present provision lays down the functions of the Ward Committee, it does not confer Ward Committees with specific powers commensurate to their functions. To make Ward Committees effective institutions of governance, it would be necessary to empower them with such powers. Below we discuss some examples of the powers conferred on Ward Committees in the provisions regarding ward committees in other states and in model legislations.

4.3.2 Powers and Functions of Ward Committees in other scenarios

Model Nagar Raj Bill: The Model Nagar Raj Bill proposed that Ward Committees should be provided with adequate planning and finance powers. The planning powers include the power to obtain full information about the District and Municipal government and to be consulted in the development of land use and zoning regulations within its jurisdiction. The financial powers were more extensive and include the power to obtain the full Municipal Budget and suggest changes to it, obtain the requisite financial and administrative support from the Municipality in managing Bank accounts, obtain full details on all revenue items including taxes and budgetary allocations and retain up to 50% of the Ward Revenues for local development until a predefined minimum level based on a Ward Infrastructure Index has been created.

To facilitate the proper preparation of the budget, the Model Nagaraja Bill provides that a Ward Committee meeting shall compulsorily be held at least three weeks before the preparation of the Ward Budget. As per Section 16 of the Model Nagara Raj Bill, the Ward Committee shall be responsible for the preparation of annual ward budget. A Ward Finance Committee is required to prepare the annual budget for the Ward and place it before the meeting of the Ward Committee which will deliberate upon and approve the budget. The Ward Finance Committee shall also maintain ward-level bank accounts for all the receipts and expenditure activities of the ward and also prepare a quarterly report of the financial transactions of the Ward Committee. The Bill further provides that all reports presented by the Ward Finance Committee for the past year shall be discussed by the Ward Committee. The Ward Committee shall also ensure that the budget calendar is strictly adhered to and prepare the budget for its ward at least 6 weeks before the Municipal budget. The Municipality may suggest changes that may be incorporated into the Ward level Budget after discussion with the Ward Committee.

West Bengal Model: Ward Committees in the West Bengal Municipality are equipped with wide planning and administrative and supervisory powers.

Planning Powers: Rule 11 of the West Bengal Municipal (Ward Committee) Rules 2001 provides that within three months from the date of its constitution, the Ward Committee shall prepare a list of the

schemes for development of the ward during the next five years and also the annual priority list of these schemes and submit the same to the Municipality for incorporating them in the Development Plan of the Municipality. The priority list shall be prepared after identifying problems of the ward, and fixation of priority of problems so identified.

Supervisory Powers: West Bengal's Ward Committee Rules also provide that the Ward Committee may require, with the permission of the Municipality, any officer of the Municipality to attend any meeting of the Committee at which any matter dealt with by such officer in the course of his duties is being discussed. The Ward Committee Chairman has the power to call for any information from the Municipal Corporation regarding any matter relating the ward and to call for all periodical statements relating to receipts and disbursements. When the Municipality executes any development scheme in the ward area, a Beneficiary Committee consisting of the citizens of the ward, shall be constituted by the Ward Committee, under its supervision, for overseeing and making any suggestions on the work concerned. The Ward Committee shall make the work schedule of any development scheme available to the Beneficiary Committee.

Civil Society Suggestions: The Nagara Raj Bill of Lokraj Andolan proposes the creation of a Ward Committee with wide supervisory and administrative powers. It provides the Ward committee with the power to seek any information from any officer of the State Government or Municipality related to the functioning of their ward. The Ward Committee is also empowered to summon any officer who is related to the functioning of any activity in that ward to the ward committee meetings. The Bill also provides that any authority responsible for preparing the master plan shall call for the views of all ward committees before finalizing any master plans and zonal plans. It also provides that transfers, disciplinary matters and salaries of employees who get transferred to the ward shall be directly handled by the Ward Committee.

In its submission to the Committee, CIVIC Bangalore, suggested that for planning, the Ward Committees should be asked to prepare a 5-year ward vision plan as per a Performance Management System (PMS) based on human development and social infrastructure outcomes at the ward level. They also recommended that Ward Committees be granted administrative powers to impose financial penalties on government officials with whose functioning the Ward Committee is dissatisfied. CIVIC further suggested that Ward Committees be granted the executive power to terminate contracts, such as garbage and road contracts, if the contractors fail to perform properly and also the power to give their opinion on those projects which require environmental clearances, public hearings, land acquisitions, privatization of services, displacement of residents, etc.

4.3.3 Recommendation for Ward Committee functions

While the KMC Act lays down certain functions for the Ward Committee, it does not confer specific powers on them. To make Ward Committees effective institutions of governance, it would be necessary to empower them with specific planning powers, financial and budgetary powers and administrative, supervisory and auditing powers.

Planning Powers and Functions

To ensure that the Ward becomes a basic unit of governance, it needs to be vested with certain powers in the planning process. Taking the above discussion into consideration, the proposed legislation on the Greater Bengaluru Authority or an amendment to the KMC Act shall provide the Ward Committee with the following powers and functions related to planning:

- a. *Ward Committees shall, through a wide ranging consultation process involving citizens of the Ward, provide inputs for a 5 year Ward Vision Plan and submit it to the Municipal Corporation*
- b. *Ward Committees shall provide inputs to submit to the Municipal Corporation an Annual Ward Development Plan, in the form of a priority list, specifying the projects and schemes which the Ward proposes to implement in the following financial year*
- c. *The Municipal Corporation shall take into consideration all plans submitted by Ward Committees in preparing its plans, programmes and schemes*
- d. *Ward Committees shall be provided full information about Master Plans, Development Plans or any other municipal plans that affect a ward and shall have the right to verify, seek clarifications and suggest changes that need to be incorporated;*
- e. *No change in the land use and zoning shall be carried out by any authority without consulting the Ward Committees of the affected area.*

Budgetary Powers and Functions

The KMC Act has not given the Ward Committee sufficient budgeting and financing powers that allow them to carry out their functions. To enable Ward Committees to become effective institutions of governance, the proposed legislation on the Greater Bengaluru Authority or an amendment to the KMC Act shall provide it with the following powers and functions related to budgeting:

- a. *Ward Committees will provide inputs to prepare a Ward Budget in accordance with Annual Ward Development Plan and submit it to the Municipal Corporation which may incorporate it to the Budget of the Municipal Corporation*

- b. Ward Committees shall prepare their Ward Budgets six weeks before the Municipal budget and a Ward Committee meeting to facilitate the preparation of the budget shall be held three weeks before the preparation of the Ward Budget*
- c. The Ward Committee shall be given access to the Municipal Budget and shall have the right to verify, seek clarifications and suggest changes that need to be incorporated*
- d. The Ward Committee shall be entitled to retain a specific percentage of the Ward Revenues for local development, as determined by the Greater Bengaluru Finance Commission.*

Administrative, Supervisory and Audit Powers and Functions

Along with planning and budgeting powers, to ensure that the daily administration at the Ward is carried out responsibly and feedback from citizens acted upon, the Ward Committee has to be provided with a set of administrative, supervisory and audit powers. Hence the proposed legislation on the Greater Bengaluru Authority or an amendment to the KMC Act shall provide it with the following powers and functions:

- a. Ward Committee shall supervise all programmes and schemes being implemented by the Corporation in the ward*
- b. Ward Committee shall have the power to conduct an audit, by itself or through an audit committee constituted for that purpose, of any project or work carried out by any public authority in the Ward*
- c. If the Ward Committee finds the manner in which any project or work in the Ward carried out to be unsatisfactory, for reasons that are to be recorded, it shall have the power to make any suggestion to improve it or recommend to the competent authority that the project or work be cancelled*
- d. Ward committees shall have the power to recommend to the competent authority for imposition of penalties in respect of a Government employee for misconduct and negligence of duties.*
- e. Ward Committees shall identify the list of beneficiaries for beneficiary oriented schemes implemented in the Ward by any Municipal Authority*
- f. Ward Committees shall regulate or monitor all major municipal works in the Ward including solid waste collection and management, public health and sanitation; maintenance of public parks, playgrounds, lakes and water bodies; maintenance of roads, sidewalks, cycle lanes, skywalks and other infrastructure; regulation of rain water harvesting and ground water recharging, among other tasks.*

4.4 WARD ADMINISTRATION AND DECISION MAKING

4.4.1 Ward Administration

4.4.1.1 Current Set up and Challenges

Under the current provisions of the KMC Act, there is thin administrative capacity at the Ward level. Subsection 4 of Section 13H of the KMC Act states that: *“An officer of appropriate rank shall be designated by the Commissioner of the Corporation to act as Secretary for each Ward Committee to provide all administrative assistance to it. All minutes of the proceedings of the meeting of the Ward Committee shall be recorded by the Secretary and a copy of the same shall be forwarded to the Corporation.”* Though this is inadequate for the ward to become the nodal point of city governance, even such a measure has not been properly implemented.

Civil society groups in their submissions to the Committee strongly suggest that necessary infrastructure and personnel need to be provided for the effective functioning of Ward Committees. CIVIC Bangalore submitted that each Ward Committee should have a full time Secretary dedicated to the Ward, who is higher in the hierarchy than the ward-level officers of health, revenue, engineering and other departments he has to direct. In addition they recommend that an Accounts Assistant, Office Assistant, Computer Operator and other technical support should be provided. Apart from the personnel to be provided at the Ward Committee level it is proposed that members of the Ward Committee be allocated different portfolios depending on their expertise and interest. These ward sub-committees need to monitor their respective subject matter areas as well as grievance redressal and implementation of the Citizens’ Charter of the municipal corporation. Thus, it proposes that services such as electricity, water supply, sanitation, garbage removal and the like should all have ward level officers who are responsible for the delivery of services at the ward level.

4.4.1.2 Recommendation for Ward administration

From the above discussion it is clear that the current legal structure at the Ward level is inadequate to allow the ward the administrative capacity to emerge as the key unit of municipal governance. We are of the opinion that each Ward should have a ward secretariat which would be a centralized administrative unit that coordinates the functions of all relevant service providers in the ward. Further, the law should institutionalize Ward sub-committees to discharge the key functions at the ward level on a day to day basis so that the relationship between the political and administrative branches is made visible and accountable in everyday governance. The manner in which ward level bureaucracy is to be organised is set out in greater detail in the Chapter 6 on Human Resources Management in this Report.

4.4.2 Decision Making at the Ward

4.4.2.1 Current Set up and Challenges

Section 13H of the KMC Act lays down the procedure for decision making to be adopted by the Ward Committee. The Secretary, who is an officer appointed by the Corporation, is the nodal officer who coordinates and convenes the meetings of the Ward Committee in consultation with the Chairperson. The statute mandates that Ward Committees are to meet at least once a month but there is no requirement for an annual meeting. Decision making in the Ward Committee is based on a majority vote of the members but the Chairperson of the ward committee may exercise a veto which is final and binding.⁵ The KMC Act also provides the Commissioner of the Corporation or his nominee the right to participate and deliberate in Ward Committee meetings, though he/she will not have the right to vote.

4.4.2.2 Examples of other Ward Decision Making Provisions

The **Model Nagara Raj Bill** provides for a notice period of 7 days before any Ward Committee meeting and permits all residents of the ward and the media to participate in these meetings. Further it mandates that minutes of the meeting are duly recorded and made publicly available right away.⁶ The Bill specifically distinguishes between annual meetings and monthly meetings⁷ and specifically requires the Ward Committee Chairperson to conduct Ward Committee meetings annually for the preparation of the ward plan, preparation of the ward budget and preparation of Ward maps, ward infrastructure index and other alternate functions. To facilitate the proper preparation of the budget, the Bill provides that a ward committee meeting shall compulsorily be held at least three weeks before the preparation of the ward budget and that all reports presented by the Ward Finance Committee for the past year shall be discussed in this meeting.

West Bengal also provides for a separate annual meeting of the Ward Committee other than the regular Ward Committee meetings. Rule 8 of the West Bengal Municipal (Ward Committee) Rules 2001 also provides for Annual General Body Meetings where the Committee shall convene an annual general meeting of the residents of the ward by intimating every resident of the ward and also by public proclamation intimating the time and venue of the meeting to be held within the 30th June of every year to apprise them of the activities of the Municipality and the Ward during the preceding year

⁵ Section 13H (P) provides that “Decisions of the Ward Committee shall normally be taken by the majority of the nominated members of the Ward Committee: Provided that the Chairperson may exercise a ‘veto’ over any decision by giving reasons in writing. The decision of the Chairperson shall be final and binding.”

⁶ Section 19, Model Nagara Raj Bill. It provides that “Reasonable notice of Ward Committee meetings should be given (at least one week in advance) and placed in the notice boards of all municipality offices in the ward. It also states “media will be encouraged to actively participate in the proceedings” and also that Minutes of Ward Committee meetings shall be made available to the general public for perusal and also presented at the next meeting of the Ward Committee.

⁷Section 19, Model Nagara Raj Bill

and to assess the popular needs of the ward for the current year. For annual general meetings, the Municipality is required to furnish the following documents to the Ward Committee for public information and deliberation thereon: a detailed report about the activities of the Municipality in the ward area during the preceding year, a copy of the Annual Administration Report along with the Annual Financial Statement of the Municipality for the preceding year

Civil society groups have suggested means to overcome the multiple deficits in the current provisions for the Ward Committee meetings. CIVIC proposed that Ward Committee meetings shall be held on a fixed day each month: the first Saturday each month. Wide publicity should be given to the meeting and agenda through public notice as well as through other modes of active dissemination. It recommended that the entire proceedings of the Area Sabhas and Ward Committees should be recorded (videographed / photographed) to show attendance and resolutions passed and the media should be invited to cover these meetings. The Ward Committee are also to be empowered to summon concerned jurisdictional officials including those of the Electricity Supply company, city bus Transport Corporation, city police, Head Masters of primary schools, anganwadi workers, Primary Health Centre doctor, slum board, social welfare department, food inspector and the labour inspector.

4.4.2.3 Recommendation for Ward decision making

A review of the existing provisions makes clear that the current legal framework for Ward Committee decision making processes in the KMC Act is both inadequate and underspecified. So it is essential that we clearly identify two modes of decision making at the Ward Committee: the annual meeting and the monthly meeting. The annual meeting may be designed as a mandatory deliberative and accountability mechanism where citizens of the Ward have the right to attend through various ward level institutions and associations like RWAs, NGOs, Slum Federations, Community Based Organisations, Traders Associations, etc. However, if the Committee is tasked with the role of approving a budget or making a ward infrastructure report then the voting rights in the Committee must be limited to the members. In addition, an amendment to the KMC Act or the new proposed act on Greater Bengaluru Authority should mandate monthly meetings where there is a regular review and supervision of the works conducted at the ward as well performance of the various executive branches responsible for service delivery within the ward. In the event, that the Chairperson or Secretary fails to convene the meeting, any member of the Ward Committee or 10 citizens of the Ward should be empowered to convene these statutory meetings. In all Ward Committee meetings, there should be an attempt to make decisions by consensus, failing which a majority vote may be taken. However, the Chairperson/Councillor of the Ward may be granted a casting vote apart from his regular vote in the Committee rather than a veto as is currently enjoyed.

4.5 TIER 2: MULTIPLE MUNICIPAL CORPORATIONS

As the current model of governance in Bengaluru under a single corporation has become unwieldy, the Committee has recognized the need for having multiple municipal corporations for Bengaluru in a three-tier governance framework. The multiple Municipal Corporations would form the middle tier- between the Wards and the Greater Bengaluru Authority- in the three-tier governance system. This section examines the reforms needed in the middle-tier of the new governance framework of Bengaluru. We argue that for improving governance at this level, 4 major reforms need to be carried out: adopting a directly elected Mayor system in which the Mayor has a fixed term of five years, creating Zonal Committees between the level of the Ward and the Municipal Corporation, devolving many functions of the Municipal Corporation to the Zonal Committees and recasting the role of Standing Committees by reducing their number and redefining their functions.

One of the key issues in Bengaluru's urban governance system currently is the absence of alignment of the political and administrative responsibilities of specific units of government. While parastatal bodies have executive authority with no political accountability at the appropriate level, we have a mayoral system which provides for the mayor to be the political head without adequate executive powers. The executive power of the Corporation is vested in the hands of the State government-appointed Commissioner and the Mayor largely performs a ceremonial role and has very little influence since he/she only has a term of 1 year. We are of the opinion that Bengaluru needs to opt for a Mayoral system in which the Mayor has a fixed 5 year term and also has executive powers. This can be achieved by a having directly elected Mayor or a Mayor-in-Council system. While we think both systems are good options, on balance, we prefer to opt for the directly elected Mayor.

Below the Municipal Corporation, an intermediate unit of governance between the Ward and Municipal Corporation exists in the form of Zones. Presently the Zone is purely an administrative unit. For the Zone to be a legitimate unit of governance, it must bring together both political and administrative capacity. Hence, we propose the creation of a Zonal Committee headed by a Zonal Commissioner and consisting of all ward councillors belonging to the Zone. The Zonal Committee will be tasked with the responsibility of addressing matters that crosses ward jurisdictions within each Zone of a Municipal Corporation.

In the context in which the Mayor and Zonal Committees are empowered to carry out the executive powers of the Corporation, the role of the Standing Committee needs to be revisited. Currently, the BBMP has 12 Standing Committees that have been made responsible for various municipal functions; however their functioning has often come under criticism. With the Mayor and Zonal Committees performing many

of these tasks, the number of Standing Committees in the Municipal Corporation can be reduced and their functions redefined to ensure that they only play a deliberative and oversight role.

This section is divided into four parts. Part 1 considers the options for reforming the Mayoral System in the Municipal Corporation and proposes the creation of an empowered and stable Mayor. Part 2 examines how governance at the Zonal level can be improved by empowering the Zonal Commissioners and creating Zonal Committees. Part 3 discusses the functions of the Zonal Committees and Municipal Corporations and also proposes how Municipal Authorities need to be redefined. Part 4 examines the revised role of Standing Committees in the light of other changes in the municipal governance structure.

4.6 MAYORAL SYSTEM FOR MUNICIPAL CORPORATION

4.6.1 Current Set up and Challenges

One of the most important aspects of city governance, largely ignored in the debates on Bengaluru's governance, is the choice of institutional design a Municipal Corporation adopts. The 74th Constitutional Amendment does not prescribe any specific system of local government and hence each state is free to decide on the type of municipal government it wants. The most common form of municipal government that has been followed in India is the British-inspired Commissionerate system in which the mayor is indirectly elected and vested with minimal powers. The two other systems, less prevalent in India, is that of a directly elected mayor system and a Mayor-in-Council system. Under the Commissionerate system, the Municipal Commissioner appointed by the State Government is the Chief Executive of the Corporation and is vested with wide ranging powers. In this system, the Council is presided over by the Mayor who is indirectly elected by the councillors and is the ceremonial head of the Corporation. The Commissionerate system was first introduced in Mumbai and most other major cities, including Bengaluru, also adopted the Commissionerate system along the lines of Mumbai.⁸

As per Section 64 (1) of the KMC Act, the Commissioner of the Municipal Corporation is vested with the executive powers of the Corporation. The Commissioner is a non-elected member appointed by the State Government in consultation with the Mayor of the Corporation.⁹ Section 79 of the KMC Act grants the Commissioner the right to attend the meetings of the corporation and of any standing committee and to take part in the discussion without the right to move any resolution or to vote. The fact that the Commissioner is the executive of the Corporation is made clear in Section 64 (2) of the KMC Act which provides that *"Any powers, duties and functions conferred or imposed upon or vested in*

⁸Pinto, Marina. Metropolitan city governance in India. Sage Publications, 2000

⁹ Section 14, KMC Act

the corporation by any other law for the time being in force shall, subject to the provisions of such law, be exercised, performed or discharged by the Commissioner.”

Presently, the Mayor and Deputy Mayor are indirectly elected by the councillors from among themselves for a term of one year.¹⁰ As per Section 61 of the KMC Act, when the office of the Mayor is vacant, his functions shall devolve on the Deputy Mayor until a new mayor is elected. While the Mayor, who presides over the council, largely performs a ceremonial role, Section 60 of the KMC Act provides that the Mayor *“shall have general powers of inspection and may give direction to the Commissioner with regard to the implementation of any resolution of the corporation or a standing committee in the discharge of any obligatory and discretionary functions of the corporation, and the commissioner shall comply with such directions.”*

Despite this provision, historically the Mayor has exercised very little influence in the governance of Bengaluru. Since the executive power of the Corporation is vested in the hands of the state government-appointed Commissioner and the Mayor only has a term of 1 year, the office of the Mayor has in effect become toothless. In considering reform in this area, we will need to re-examine this power balance and look to vest more executive power in the office of the Mayor to foster greater political accountability.

4.6.2 Alternatives Considered for Mayoral system

The two major alternative ideas of municipal governance we have considered are: Directly Elected Mayor and Mayor-in-Council

4.6.2.1 Directly Elected Mayor

One of the options for reform is that of having a directly elected mayor with a fixed term of 5 years. This would mean that in the municipal polls, along with election to the council, there would be a separate election for the post of the mayor. This is a reform suggested by the Kasturirangan Committee on the BBMP, Agenda for Bengaluru’s Infrastructural Development (ABIDe) and Bangalore Political Action Committee (B.PAC), among others. In this framework, the Mayor would be vested with executive powers and will appoint a committee to assist in discharging his/her duties. This reform was mooted by the Kasturirangan Committee because it felt the need for a more powerful politically accountable leader at the local government level with a democratic mandate. The Committee

¹⁰ Section 10 (2) of the KMC act provides that “The Mayor or the Deputy Mayor shall hold office, for one year from the date of his election and shall, notwithstanding the expiry of the said period, continue in office till his successor is elected, provided that in the meantime he does not cease to be a councilor”

recommended that the directly elected Mayor function as the Chief Executive of the Corporation and be allowed to override the resolutions and decisions of the Corporation.

Chennai introduced a directly elected Mayor system in 1996, though it briefly shifted back to indirect elections after a change in State Government and then reintroduced the directly elected mayor system. Madhya Pradesh, Uttar Pradesh, Rajasthan and Himachal Pradesh also have adopted directly elected mayor systems. The Chennai City Municipal Corporations Act, 1919 provides for a mayor to be directly elected for a 5-year term and a deputy mayor to be elected by the councillors from among themselves. The Chennai Act further provides that a mayor would not be eligible to stand for election for another term and that no councillor of the corporation would be eligible to stand for election as mayor. The Mayor is an ex-officio member of the Council and enjoys the same rights and privileges as the Councillors. However, the Mayor under the Chennai model is not vested with the executive powers of the Corporation.

4.6.2.2 Mayor-in-Council

An alternative to a directly elected Mayor is to adopt a Mayor-in-Council system, similar to the cabinet system of government followed in central and state governments in India. The executive power of the corporation can be shifted from the Municipal Commissioner to the Mayor-in-Council. In a Mayor-in-Council system, as followed in Kolkata, both the Mayor and the Mayor-in-Council form the executive and they would typically belong to the political party or coalition that wins the majority of Wards in the Corporation. Such a system of Municipal Government is followed in Municipal Corporations and Municipal Councils in West Bengal.¹¹

In the “Kolkata Model”, the Mayor-in-Council consists of a Mayor, Deputy Mayor and a ten-member council chosen by the 144 councillors among themselves. The executive power of the Corporation is exercised by the Mayor-in-Council. The term of office of the Mayor-in-Council is generally for five years. For the transaction of the business of the corporation, the Mayor allocates among the members of the mayor-in-council such business and in such manner as he thinks fit. Hence like a cabinet system, each member is assigned different portfolios. The Kolkata model, thus, vests all executive power and functions in the Mayor-in-Council, following a cabinet system similar to the State and Union governments.¹²

¹¹ Under the West Bengal Municipal Act, 1993 and the Kolkata Municipal Corporations Act, 1980

¹² See Pinto, Marina. *Metropolitan city governance in India*. Sage Publications, 2000. Ch. 7 “Calcutta’s Mayor-in-Council”, pp. 161-189

City	Election	Term
Chennai	Direct	Five years
Kolkata	Indirect	Five years
Hyderabad	Indirect	Five years
Mumbai	Indirect	Two and a half years
Delhi	Indirect	One year
Bangalore	Indirect	One year

Fig 4a- Tenure and Mode of Election of Mayors in India's major Cities

4.6.3 Recommendation for Mayoral system

The Committee has considered both models and is of the opinion that either of these options are better than the present system in Bengaluru where the Mayor is a “one year wonder” with limited powers. Both systems have their advantages and can be adopted since both of them can ensure stability in the Mayor’s tenure as well as grant the Mayor executive powers. While a Mayor in Council will provide for an executive which is jointly responsible to the council, a direct election for the mayor will make candidates appeal to citizens across wards and zones and thus help build wider consensus.

We are of the opinion that at the level of the Greater Bengaluru Authority, a directly elected Metropolitan Mayor should ideally be at its helm. However, this can happen only after a new institution like GBA matures and hence we propose a gradual shift to an elected Metropolitan Mayor at GBA. But before transitioning to a directly elected metropolitan mayor for at that level, Bengaluru must get more used to the idea of a directly elected mayor and hence need to have such a system at the level of the corporation. Hence the Committee recommends that the Municipal Corporations in the Greater Bengaluru Area adopt a directly elected Mayor system in which the executive power of the corporation is vested in the Mayor. The Mayor will be supported by a Mayoral Committee consisting of a maximum of 12 other members nominated by the Mayor. The term of the Mayor shall be for a fixed period of five years so that they he/she has adequate time to develop a vision for the city and implement it. In the proposed Greater Bengaluru Authority Act, the following provisions can ensure these changes:

Election of Mayor:

(1) The Mayor shall be elected by the persons whose names appear in the electoral roll of the corporation in accordance with such procedure as may be prescribed

Provided that no person shall be qualified for election as the Mayor unless his or her name is included in the electoral roll of any ward in the city.

Provided further that a person who stands for election as Mayor shall not be eligible to stand for election as a councillor and a person who stands for election as a councillor shall not be eligible to stand for election as a Mayor.

(2) The election of the Mayor shall be held ordinarily at the same time and in the same places as the general elections of the councillors of the corporation are held.

(3) The Mayor shall be an ex-officio member of the corporation and shall have all the rights and privileges of an elected councillor of the corporation

(4) The term of office of the Mayor shall, save as otherwise expressly provided in, be five years beginning from the day of the election of the Mayor

Deputy Mayor:

(1) The Deputy Mayor shall be elected by the councilors from among themselves at the first meeting of the Corporation after a general election in accordance with such procedure as may be prescribed.

(2) The Deputy Mayor shall hold office for a period of five years from the date of his election.

(3) When the office of Mayor is vacant, his/her functions shall devolve on the Deputy Mayor until a new Mayor is elected.

Mayoral Committee:

(1) There shall be a Mayoral Committee for the municipal corporation which shall consist of the Mayor, Deputy Mayor and not more than twelve other members

(2) The members of the Mayoral Committee other than the Mayor and Deputy Mayor shall be nominated by the Mayor from amongst the elected members of the Corporation as soon as possible after he/she enters upon his office

Provided that among the members nominated, there shall be at least two members belonging to the Scheduled Castes and Scheduled Tribes, two members belonging to Other Backward Classes and two members who are women

(3) The Mayor shall, for convenient transaction of the business of the Corporation, allocate among the members of the Mayoral Committee such business as he/she thinks fit.

Executive power of the Corporation:

(1) Subject to the provisions of this Act and the rules and the regulations made thereunder, the executive power of the Corporation shall be vested in the Mayor

(2) All executive actions of the Mayor shall be expressed to be taken in the name of the Corporation.

Commissioner of the Municipal Corporation:

(1) The Commissioner of the Municipal Corporation shall be appointed by the Mayor, with the prior approval of the State Government. He/she shall not be a member of the corporation and shall ordinarily hold office for a period of three years.

(2) The Commissioner shall be the principal executive officer of the Corporation and shall, subject to the supervision and control of the Mayor, exercise the powers and perform the functions specifically conferred or imposed upon him by or under this Act or by any other law in force for the time being.

Alternative provision to be included in the proposed Greater Bengaluru Act, in case of the Government adopting a Mayor-in-Council system:

Constitution of the Mayor-in-Council:

(1) There shall be a Mayor-in-Council for every Municipal Corporation consisting of the Mayor, the Deputy Mayor and not more than twelve other elected members of the Corporation.

(2) The elected members of the Corporation shall elect from amongst themselves, at the first meeting of the Corporation after a general election, one member to be the Mayor of the Corporation

Provided that the Mayor obtains the votes of at least 50 percent of the total strength of the elected members of the Corporation;

Provided further that if the no candidate obtains votes amounting to 50 percent of the total strength of the elected members of the Corporation, a second round of election is held between the two candidates getting the highest votes and the candidate winning maximum votes in the second round of election shall be the Mayor

(3) The Deputy Mayor and the other members shall be nominated by the Mayor from amongst the elected members of the Corporation as soon as possible after he/she enters upon his office

Provided that among the members nominated, there shall be at least two members belonging to the Scheduled Castes and Scheduled Tribes, two members belonging to the Other Backward Classes and two members who are women

(4) The Mayor shall, for convenient transaction of the business of the Corporation, allocate among the members of the Mayor-in-Council such business as he/she thinks fit.

(5) The Mayor may be removed from office by a resolution carried by a majority of the total number of elected members of the Corporation at a special meeting of the Corporation called for this purpose upon a requisition made in writing by not less than one-third of the elected members of the Corporation

(6) The Mayor-in-Council shall be collectively responsible to the Corporation.

4.7 ZONAL GOVERNANCE

The difficulties in administering an overarching geographical area can only be partially resolved by dividing the BBMP into several Municipal Corporations and providing for an empowered and stable mayor. To make governance closer and more accessible to the people, power needs to be further devolved to lower levels of municipal government. While many issues can be solved at the ward level, there would be matters that cross ward jurisdictions that would need the Municipal government's attention. For many of these issues, the Municipal Corporation would still be too distant an institution. Hence an intermediate level of government, at the zonal level, can be better tasked with the responsibility to deal with functions that have multiple ward implications.

4.7.1 Considerations and Alternatives for Zonal Governance

While the institutional structure of the Zone does not have a strong legal basis, the Zone continues to be an important unit of administration. Presently, BBMP is divided into 8 zones: South Zone, East Zone, West Zone, Mahadevapura, Dasarahalli, Yelahanka, Bommanahalli and Rajarajeshwarinagar. Each zone is headed by a Joint Commissioner, who is answerable to the Municipal Commissioner of BBMP.

However, presently, the Zone is only an administrative unit and not a political one. To ensure political accountability, the creation of Zonal Committees, consisting of all the councillors within the Zone, is an option to consider.

The idea of a Zonal Committee is not entirely new. A similar system of committees constitutive of the Councillors of a geographic region within the Municipal Corporation exists in Kolkata through its Borough Committees.¹³ The provision of constituting Zonal Committees was present in the 65th Amendment to the Constitution introduced by the Rajiv Gandhi government (which was ultimately defeated in the Rajya Sabha), in the recommendations of an Advisory Panel to National Commission to Review the Working of the Constitution and in the Expert Committee for the Governance of Bengaluru Metropolitan Region and BBMP, headed by Dr. K. Kasturirangan. In its submissions before this Committee, Azim Premji University and CIVIC Bangalore had also proposed the creation of a similar body.

The Advisory Panel on “Decentralisation and Devolution; Empowerment and strengthening of Panchayati Raj Institutions”, chaired by Mr. L.C. Jain, constituted by The National Commission to Review the Working of the Constitution, had suggested the need to have an intermediate level of government between the Ward Committee and Municipal Corporation. The advisory panel had the following recommendation:

“In all Corporations with a population of six lakhs and more, Zonal Committees at a level between the Wards Committees and the Corporation Council should be formed. State laws may determine the number and area of such Zonal Committees. The Councillors of all the municipal wards represented in that area shall be members. In addition, one other person from each of the Wards Committees elected by and from amongst the elected members of that Committee shall be a member of the Zonal Committee.”

The Kasturirangan Committee recommended the creation of a Zonal Committee at the level of the Zone to ensure political authorities exist along with the administrative structures. The Committee recommended-

“The BBMP area may be divided into 8-10 zones each comprising of about 20 Wards. A Zonal Committee which consists of the Councillors from each ward in the Zone must supervise service delivery and project implementation in the Zone and should be given the power to issue directions to the Zonal Office of the BBMP. The Zonal Committee may be given overall responsibility of

¹³ See Pinto, Marina. *Metropolitan city governance in India*. Sage Publications, 2000. Ch. 7 “Calcutta’s Mayor-in-Council”, pp. 161-189

collecting revenue; carrying out infrastructure and social services which go beyond a single ward; and streamlining and integrating ward level budgets into the zonal budget.”

Kolkata’s Borough Committees

An intermediate unit of governance at level of “Boroughs” exists in Kolkata and other municipalities of West Bengal. For every Municipality having a population of three lakhs, the West Bengal Municipal Act, 1993, provides for constitution of body called the “Borough Committee” which shall have the councillors of six or more contiguous wards. As per the Section 11 of the Kolkata Municipal Corporations Act, 1980, the Municipal Corporation in its first meeting, shall group the wards of the corporation which are contiguous in to fifteen boroughs, each consisting of such number of wards as the corporation may determine and constitute a borough committee for each such borough. Each Borough Committee consists of Councillors elected from the wards constituting the Borough and one them is elected as Chairman.

The Borough Committee is subject to the general supervision and control of the mayor-in-council, and function within its local limits. The Borough Committees are carry out functions of the corporation relating to provision of supply pipes and sewerage and drainage connection to the premises, removal of accumulated water on streets or public places due to rain or otherwise, collection and removal of solid waste, disinfection, provision of health immunization services and bustee services, provision of lighting, repair of roads, maintenance of parks, drains and gulleys and such other functions as the corporation decides. The officers and employees of the Corporation who are assigned to a particular Borough shall carry out such directions issued by the Borough Committee.

4.7.2 Recommendation for Zonal governance

The KMC Act does not expressly authorize either political or administrative government at the zonal level and does not have any provisions dealing with functions to be performed at the Zonal level. Still, in Bengaluru, Zones have de-facto played a key role in administering the municipal functions under the aegis of a Zonal Commissioner. We believe that the Zone should be strengthened as a unit of governance and the Zonal Commissioner empowered to carry out the tasks of the municipal corporation within the Zone. To ensure that the Zone is a legitimate unit of governance, we believe that along with the Zonal Commissioner, a Zonal Committee which includes all the councillors elected from the wards coming within the Zone should also be constituted. Unlike a Ward Committee, the members of the Zonal Committee would also be members of the Municipal Corporation and can be entrusted with supervising the functions of the Municipal Corporation within the Zone.

To institutionalise the functioning of Zones, it needs to be provided a statutory form. Hence, the proposed Greater Bengaluru Authority Act can provide for the following provision:

Municipal Corporations to be divided into Zones:

(1) The State Government shall, in consultation with the Greater Bengaluru Authority and the Municipal Corporation concerned, divide each Municipal Corporation into various zones, taking into consideration:

- (i) The population of any area*
 - (ii) The density of population of such area*
 - (iii) The revenue generated by the local administration of such area*
- Provided that the area of each zone consists of a set of contiguous ward*

(2) The number of wards in each zone shall not exceed such number as may be determined by the State Government

(3) The State Government shall constitute the zones by issuing a notification in the official gazette specifying the set of wards which constitute each zone
Provided that such notification shall be issued only after one month has lapsed from the publication of a draft notification inviting objections to the proposed zonal division

Composition of Zonal Committee:

(1) Each Zone of a Municipal Corporation shall have a Zonal Committee, consisting:

- a. The Zonal Commissioner, who shall be the Chairperson*
- b. The Councillors elected from the wards within a Zone, who shall be members*

(2) The Zonal Commissioner shall be appointed by the State Government after consultation with the Mayor, and shall ordinarily hold office for a period of two years

(3) The members of the Zonal Committee shall hold office till they cease to be Councillors in the Municipal Corporation

(3) The Chairperson shall preside over the meetings of the Zonal Committee and shall ensure that the Committee meets at least once a month.

4.8 REORGANISING MUNICIPAL FUNCTIONS

4.8.1 Current Set up and Challenges

Presently, all the municipal functions of Bengaluru are assigned to a single tier of government at the corporation level. The KMC Act lays down the powers of the Municipal Corporations and also lists out a set of obligatory and discretionary functions. Section 58 of the Act gives a list of 33 obligatory functions. Illustratively, it includes: Cleansing of all public streets; collection, removal, treatment and disposal of sewage; the construction, maintenance and cleaning of drains; the lighting of public streets, maintenance and regulation of places for the disposal of the dead; construction and maintenance of public markets and slaughter houses; laying out new public streets; maintaining schools for pre-primary education; planting and maintenance of trees; construction, maintenance, alteration and improvement of public streets, bridges, sub-ways; provision of public parks, gardens, playgrounds, etc.

Section 59 of the Act lists out a list of 26 discretionary functions including: maintenance of maternity and infant-welfare homes or centres; maintenance of chemical or bacteriological laboratories; construction and maintenance of drinking fountains; survey of buildings or lands; provision of music for the people; maintenance of health museums; establishment and maintenance of museums and art galleries, building and maintenance of suitable dwelling for the poor; slum improvements and upgradation; urban forestry, protection of the environment and promotion of ecological aspects; promotion of cultural, education and aesthetic aspects.

4.8.2 Recommendation for Municipal Functions

As it is clear from the lists above, the Municipal Corporation is now vested with the task of carrying out a plethora of disparate functions. Many of the functions listed presently under Section 58 and 59 of the KMC Act can be assigned to the Zonal Committees and Ward Committees. Under our proposed system, the Zone shall be made responsible for all activities that need to be carried out across multiple wards within the same Zone. And the Municipal Corporation shall be responsible for all activities that need to be carried out across zones within the same corporation. The Municipal Corporation would hence be able to focus on its core functions:

- Policy, Rule and Regulation making;
- Taxation, Finance and Accounts Functions;
- Evaluation, Scrutiny and Accountability Functions.

However, the Municipal Corporation would still be vested with all the municipal functions set out in Schedule XII (243-W) of the Constitution of India and Section 58 and 59 of the KMC Act. The Zone will be the key administrative unit within a corporation and the Zonal Office and shall be made responsible

for carrying out the municipal functions of the corporation within the zone. The Zonal Committee will hence play a key role in:

- Discharging functions assigned to it by the corporation within the zone;
- Proposing schemes and programmes to be carried out the corporation within the zone;
- Supervising the implementation of schemes, programmes of the corporation within the zone.

However, to ensure that the Municipal Corporation has the flexibility and freedom to exercise the functions of the Corporation either by itself or through Zonal Offices, we believe the municipal functions need not be divided between the Zonal Committee and the Municipal Corporation under a statutory provision. Based on an assessment of the work to be carried out and the activity mapping exercise, the Municipal Corporation may devolve certain functions to the Zones by issuing appropriate regulations. Chapter 5 on Activity Mapping in this report shall be a useful guide in allocating municipal functions across various levels. However, to ensure that the zonal committee is empowered to supervise the activities of the corporation within the zone, a statutory provision can lay out its powers and functions. Hence, the proposed Greater Bengaluru Authority Act can have the following provision:

Powers and Functions of Zonal Committee:

- (1) The Zonal Committee shall, subject to the general supervision and control of the Corporation, discharge within the zone such functions as the Corporation may, from time to time, determine by regulations*
- (2) The Zonal Committee may supervise the implementation of any project or scheme which the Corporation undertakes within the Zone*
- (3) Having due regard to the budgets and plans made by the Ward Committee, the Zonal Committee may make recommendations to the Municipal Corporation about the programmes and schemes that need to be implemented in the Zone*
- (4) The Zonal Committee shall be given access to the Municipal Budget and shall have the right to verify, seek clarifications and suggest changes that need to be incorporated in the budget*
- (5) The Zonal Committee may supervise the utilization of the budget grants for discharging the functions of the Corporation within the zone*
- (6) The Zonal Committee may conduct an audit of the Corporation accounts within the Zone and may also audit any project carried out by the Corporation in the Zone*
- (7) The Zonal Committee may bring to the notice of Corporation any deficiency in the implementation of any project or scheme which the Corporation undertakes within the Zone and propose ways by which such deficiencies can be addressed.*

(8) *The Zonal Committee may make recommendations to the Municipal Corporation regarding any programme, policy or scheme that has a bearing on the development of the Zone.*

Integration of Parastatals at the Zone level

We also recommend that the Zonal Commissioner chair a monthly meeting with the senior most officers of the Parastatal agencies operating within the Zone. These meetings are to resolve any inter agency issues emerging from the relevant Ward Committee meetings during the previous period. The actions to be taken / taken by the Parastatals are to be conveyed to the respective Ward Committees. Multiple parastatal agencies and State departments shall have quantified service level agreements at the zonal level with clearly defined ownership/responsibility.

4.8.3 Redefining Municipal Authorities

Under the current system, BBMP is the single corporation in Bengaluru and exercises its functions by itself and through the Commissioner and the Standing Committees. The Corporation consists of 198 elected councillors, a maximum of 5 nominated members and Members of Parliament and Legislative Assembly whose constituencies lie within the city.¹⁴ Though administratively the Zone is an important unit through which the Municipal Corporation operates, it has not been statutorily empowered to carry out any functions. Section 6 of the KMC Act states that the following authorities shall be the “Municipal Authorities” of the corporation charged with carrying out the provisions of the Act:

- (a) the Corporation;
- (b) the Standing committees; and
- (c) the Commissioner

Hence, presently only one tier of government- at the level of the Corporation- has been empowered to carry out municipal functions. To ensure that Ward Committees, Zonal Committees, the Mayor and the Greater Bengaluru Authority are also empowered to carry out municipal functions, these bodies also need to be designated as Municipal Authorities. Since we are of the opinion that Standing Committees are not to exercise executive powers and the Commissioner is not to act independently of the Mayor and the Municipal Corporation, they should not be designated as Municipal Authorities. In the proposed Greater Bengaluru Act, the following provision can ensure these changes:

Municipal Authorities

The following shall be the municipal authorities of Bengaluru charged with carrying out the provisions of this Act, namely:-

¹⁴ Section 7 (1), KMC Act

- (a) *Ward Committee*
- (b) *Zonal Committee*
- (c) *Mayor*
- (d) *Municipal Corporation and*
- (e) *Greater Bengaluru Authority*

4.9 ROLE OF STANDING COMMITTEES

4.9.1 Current Set up and Challenges of Standing Committees

The Standing Committees of the BBMP, have over the years, come to exercise a lot of influence in the administration of the city. Along with the Municipal Corporation and the Commissioner, the Standing Committees have been designated as Municipal Authorities under Section 6 of the KMC Act. Section 11 of the KMC Act provides for establishing 4 Standing Committees for all corporations other than BBMP and 12 Standing Committees for BBMP. The 4 Standing Committees for all corporations other than BBMP are for the following: taxation, finance and appeals; public health, education and social justice; town planning and improvement; and accounts.

Section 11 of the KMC Act mandates the creation of the following Standing Committees for BBMP:

- (a) Standing Committee for taxation and finance
- (b) Standing Committee for public health
- (c) Standing Committee for town planning and improvement
- (d) Standing Committee for major public works
- (e) Standing Committee for ward level public works
- (f) Standing Committee for accounts
- (g) Standing Committee for education
- (h) Standing Committee for social justice
- (i) Standing Committee for appeals
- (j) Standing Committee for horticulture
- (k) Standing Committee for markets
- (l) Standing Committee for establishment and Administrative Reforms

While the other corporations would have 7 councillors per Standing Committee, the KMC Act provides for 11 councillors for BBMP. The Standing Committee members are elected at the first meeting of the corporation after the general elections and at the first meeting in the same month in each succeeding year according to the principle of proportionate representation by means of single transferable vote. Each standing committee shall elect one of its members as chairman. The term of office of the members of the standing committee shall be one year from the date of their election. The Mayor and the Deputy Mayor shall ex-officio be members of all the standing committees but they shall not have the right of voting.

The Standing Committee system in Bengaluru has become a proto-executive institution that has got involved in the grant and review of individual contracts. This has occurred as there is no ministerial structure at the Municipal level which is endowed with executive power. Hence, the various departments of the BBMP and the Commissioner respond directly to the Standing Committee which has given rise to sharp allegations of abuse of the Standing Committee system. It does not help that the KMC Act does not clearly lay set out the functions of the Committee which has tacitly aided the Committee's overreach. The Standing Committees are given extensive powers as they may 'deal with all matters' relating to their subject area as set out in Section 61-A of the KMC Act. The Commissioner is expected to act in accordance with the decisions of the Standing Committee.

4.9.2 Alternative Proposals for Standing Committees

The Standing Committees at other levels of government - state and union legislatures - perform a legislative scrutiny function and not an executive function. In a legislature, such a committee has three major functions:

- Evaluating legislation and sub-ordinate legislation
- Reviewing the functioning of departments or agencies in its jurisdiction
- Deliberating and proposing reform of government.

As the Kasturirangan Committee has also observed, the Standing Committee system in Bengaluru confusingly straddles two aspects of municipal governance: as a municipal authority, authorizing executive action and as a deliberative authority, reviewing local law and policy and functioning of government at the urban local government level. The Committee recommended that:

Standing Committees must hereafter play the role similar to that of Legislative House Committees as in other Legislatures; namely, to evaluate the functioning of departments and provide policy guidance. In these circumstances, there should be only three Standing Committees, namely: a Municipal Accounts Committee to work on the lines of the Public Accounts Committee.... The main

purpose of this Committee would be to examine and scrutinize the accounts of the Corporation and to ensure that the money is spent for the designated purpose and in accordance with proper authority. Further, a Social Justice Committee and a Municipal Services Review Committee may be set up to oversee the functioning of two critical executive functions of municipal government

4.9.3 Recommendation for Standing Committees

In our proposed governance structure for Bengaluru, the Mayor would be vested with executive powers of the corporation. The Mayor is also assisted by a Mayoral Committee, consisting of a maximum of 12 members, who are allocated various subject matters which the corporation is responsible for. Along with this, every municipal corporation would have Zonal Committees headed by Zonal Commissioners that discharges the functions of municipal corporations within the zone. Hence, in the new governance framework, the role of Standing Committees shall be substantially changed to reflect a much lesser mandate. The Standing Committee's role can be redefined by reducing the number of Standing Committees and also revising their functions. The responsibilities of Standing Committees need to be redefined in such a manner that it purely performs a deliberative and oversight function. The proposed Greater Bengaluru Authority Act can provide that the functions of the Standing Committee will be limited to:

- (a) reviewing rule and policy making by the Municipal Corporation in its area of expertise,
- (b) reviewing and monitoring the functioning of the departments in its area, and
- (c) make proposals for reform in rule and policy making.

In light of its limited scope and also taking into account the fact that each Municipal Corporation will be smaller in the multiple municipal corporation framework, the number of Standing Committee of each Corporation shall also be reduced. The proposed Greater Bengaluru Authority Act can provide for the following Standing Committees for the Municipal Corporations in Bengaluru:

- (a) Standing Committee for taxation, finance and appeals;
- (b) Standing Committee for budget and accounts
- (c) Standing Committee for other subjects handled by the Corporation like public health, social justice, environment, etc.

4.10 TIER 1: METROPOLITAN GOVERNANCE

This section examines the top tier of governance for Bengaluru - the establishment of the Greater Bengaluru Authority (GBA) that would sit above the level of the multiple municipal corporations. As we argue below, we believe this metropolitan layer of governance is necessary for two reasons. First, if the BBMP is replaced by two or more municipal corporations in Bengaluru, the existence of the Greater Bengaluru Authority would be necessary to preserve an integrated identity for Bengaluru and to coordinate the activities of the various municipalities. Secondly, such an authority is required to bring the various parastatal bodies that are currently involved in the provision of various services in the city under the control of the municipal government.

This section is divided into three parts. Part 1 of this section considers the reasons for proposing a metropolitan layer of governance and the constitution and functions of such a layer. Part 2 discusses how parastatal agencies may be integrated with municipal government. Part 3 looks into the role that a Metropolitan Planning Committee will play under the proposed governance framework.

4.11 GREATER BENGALURU AUTHORITY

4.11.1 The Need for a Metropolitan Layer of Governance

Currently, the Bruhat Bengaluru Mahanagara Palike (BBMP) is the single municipal corporation responsible for the governance of Bengaluru. This Committee has proposed splitting up the single municipal corporation into multiple municipalities for administrative convenience and for greater local accountability. We believe that in the event of such a division of the municipal corporation, there would be a need for a new metropolitan tier of government to preserve the integrated identity of Bengaluru, coordinate the civic activities carried out by the different municipalities and parastatals and also take responsibility for planning for the metropolitan area.

The Delhi Municipal Corporation was split up into three corporations – South Delhi Corporation, North Delhi Corporation and East Delhi Corporation – in December 2011. The experience with Delhi suggests that the implementation of the split has not gone as smoothly as intended with two of the three corporations (North Delhi Corporation and East Delhi Corporation) currently facing significant financial difficulties.¹⁵ While there may be several reasons for this, a key issue with Delhi's trifurcation

¹⁵ "Will Division Help Bengaluru? Look at Delhi" *The New Indian Express*, March 23, 2015, available at <http://www.newindianexpress.com/cities/bengaluru/Will-Division-Help-Bengaluru-Look-at-Delhi/2015/03/23/article2725822.ece>; "Issue of Financial Crunch Raised During MCD Split," *Times of India*,

was that it did not provide for an institutional architecture in which a body above the three corporations could coordinate their activities and ensure that financial imbalances did not result in uneven development. Such an upper tier is necessary to enable planning for the entire metropolitan area and to check against uneven and haphazard development. Hence, only with the creation of a metropolitan tier of government can the multiple municipality model work.

The second reason for a metropolitan tier of governance relates to parastatals. Currently, a number of the key urban civic services in Bengaluru are provided by various parastatal agencies such as the Bangalore Water Supply and Sewerage Board (“BWSSB”), the Bangalore Electricity Supply Company (“BESCOM”) and Bangalore Metropolitan Transport Corporation (“BMTC”). Other parastatal agencies such as the Bangalore Development Authority (“BDA”) and the Bangalore Metropolitan Region Development Authority (“BMRDA”) are involved in planning and infrastructural development for the city.¹⁶ Currently, these parastatal agencies are not accountable to the municipal government and report directly to the relevant ministry in the State government. However, as discussed in Part 2 below, it is critical that such agencies are integrated with the municipal government for coordination and to foster local accountability. The appropriate tier of local governance into which to integrate these agencies would be the metropolitan tier given that all of these agencies would operate across more than one municipal corporation.

Currently, there is no metropolitan level of government in Bengaluru or in other metropolitan cities in India. Instead, the two types of bodies that exist at the metropolitan level are:

- Development agencies and metropolitan regional authorities, such as the BDA and BMDRA in Bengaluru: These agencies play a role similar to that of a metropolitan level government with certain planning, regulating and implementing powers, but without any democratic accountability at the metropolitan level
- The Metropolitan Planning Committee (“MPC”): This is a requirement for all metropolitan cities under the 74th Constitutional Amendment, and while its composition ensures democratic accountability, it only performs a planning role and is not made responsible for integrating the various civic functions of the city.

March 24, 2015, available at <http://timesofindia.indiatimes.com/city/delhi/Issue-of-financial-crunch-raised-during-MCD-split/articleshow/46669649.cms>

¹⁶Idiculla, Mathew Prasad, “A guide to Bangalore’s Civic Agencies”, *Citizen Matters*, (2010) April 28. Available at <http://bangalore.citizenmatters.in/articles/1968-all-about-bangalore-civic-agencies>

Hence we currently have development authorities exercising wide powers with limited accountability and the provision for an MPC that has elected leaders but with limited functions. Our proposals for a Greater Bengaluru Authority seek to address this disconnect and ensure that the powers exercised by development authorities is vested in a body with democratic accountability at the metropolitan level. As Mr. KC Sivaramakrishnan, one of the architects of the 74th Amendment, has observed, the MPC has not been able to provide effective metropolitan governance and hence it is time to look at alternatives.¹⁷ We believe an institution like the Greater Bengaluru Authority can provide effective and accountable governance for metropolitan Bengaluru while the MPC can ensure that planning for the larger metropolitan region is done effectively.

Currently, the BDA is assigned as the Local Planning Authority (LPA) under the Karnataka Town and Country Planning (KTCP) Act, 1961 responsible for preparing the Master Plan of the Local Planning Area of Bengaluru which constitutes 1307 sq.km. The MPC was also constituted in 2013 to cover the same jurisdiction. For a much larger Bangalore Metropolitan Region (BMR) of 8000 sq.km, the BMRDA is currently responsible for preparing the Structure Plan for the BMR. The BMRDA shall also discharge the functions of the Director of Town Planning whereby BDA and other LPAs within BMR have to submit their plans to BMRDA for approval.

As discussed in Part 3, we would suggest that the Metropolitan Planning Committee be constituted for the larger metropolitan area of the Bangalore Metropolitan Region covering 8000 sq.km, currently under the jurisdiction of the BMRDA. As a planning body which is responsible for developing long term development plans, the MPC needs to have jurisdiction over the entire metropolitan region. However having a municipal government for such a large area would be unworkable, hence it is proposed that the proposed Greater Bengaluru Authority be made responsible for governance of the Bangalore Metropolitan Area of 1307 sq.km, which is currently the area under BDA's jurisdiction. Presently, only 709 Sq.km of this region is under a Municipal Corporation (the BBMP) and the rest is largely rural. However, over the next decade, through a Municipalisation strategy, municipal services should be extended to the rest of the regions so they can easily transition to urban areas. While the MPC would be responsible for preparing the regional development plans for the larger metropolitan region, the GBA would be responsible for master planning, plan enforcement and co-ordination of civic services in the smaller metropolitan area and would also have control of parastatal agencies. They will also focus on Economic Development.

¹⁷Sivaramakrishnan, KC. *Governance of Megacities: Fractured Thinking, Fragmented Setup*. Oxford University Press, 2014. Chapter 11 Towards an Alternative Entity for Metropolitan Governance

4.11.2 Constitution of the Greater Bengaluru Authority

Since there is currently no legal provision for such a body, the proposed statute for the Greater Bengaluru Authority (GBA) shall constitute the GBA and institutionalize its functions. The GBA is to provide a forum for integrating the various functions of city government across different geographical regions within the Greater Bengaluru Area. The GBA will be headed by the Chief Minister and its membership will include commissioners and mayors of the municipal corporations, elected representatives of local bodies, representatives from various parastatal agencies as well as nominated experts. Since a politically powerful person has to be in charge of the GBA to ensure that its decisions are executed, we feel the Chief Minister should be its Chairman. Over time, as GBA matures as an institution and gets entrenched in Bengaluru society, it could be headed by a directly elected Metropolitan Mayor.

The composition of the GBA, provided for below, ensures that a majority of its members are elected by the Municipal Corporations and rural local bodies in the Greater Bengaluru Area. To ensure that the GBA is able to effectively carry out its functions of planning, coordinating and administration over all essential services, representatives of various parastatal and state authorities have been made members or permanent invitees of the GBA. Hence the GBA reflects the principles of democratic accountability and also ensures functional representation from different services providers. The following provision shall be introduced to lay out the composition of the Greater Bengaluru Authority:

Constitution of the Greater Bengaluru Authority:

(1) As soon as may be after the date of commencement of this Act, the Government shall, by notification, constitute for the Greater Bengaluru Area an Authority to be called the Greater Bengaluru Authority.

(2) The Authority shall be a body corporate having perpetual succession and a common seal, with power to acquire, hold and dispose of property, both moveable and immoveable and to contract and, may, by the said name, sue or be sued.

(3) The Greater Bengaluru Authority shall consist of the following members, namely:-

- i. The Chief Minister of Karnataka, who shall be the Chairperson*
- ii. The Metropolitan Commissioner of Greater Bengaluru Authority, who shall be the Member Secretary*
- iii. The Commissioner, Bangalore Development Authority*
- iv. The Chairman, Bangalore Water Supply and Sewerage Board*

- v. *The Chairman, Bangalore Metropolitan Transport Corporation*
- vi. *The Chairman, Bangalore Metro Rail Corporation*
- vii. *The Managing Director, Bangalore Electricity Supply Company*
- viii. *The Mayors of the Municipal Corporations within the Greater Bengaluru Area*
- ix. *One Member from each Zone of the Municipal Corporations within the Greater Bangalore Metropolitan Area, elected by the councillors of the Zone among themselves*
- x. *One Member of Legislative Assembly from each Municipal Corporation of the Greater Bengaluru Area, whose constituency lies within or substantially under the jurisdiction of the particular Municipal Corporation, elected by the members of the Corporation*
- xi. *Two members elected by and from amongst the Adyakshas and Upadyakshas of Zilla Panchayat, Taluk Panchayat and Grama Panchyats within the Greater Bengaluru Area, the election being held according to a system of proportional representation by means of the single transferable vote*
- xii. *Five members who have knowledge and experience in urban planning, administration, law, ecology or any matter related with city governance, nominated by the State Government*

(4) The heads of Department of Urban Land Transport, Bangalore City Police, Karnataka Fire and Emergency Services and Karnataka Slum Clearance Board shall be ex-officio members of the Greater Bengaluru Authority and may be mandated to attend its meetings but shall not have the right to vote

(5) The Chairperson has to convene the meetings of the Greater Bengaluru Authority in such a manner that at least one meeting is held every two months.

(6) The Chairperson, if for any reason is unable to attend any meeting, may nominate any other member of the Authority to preside the meeting of the Authority

(7) The quorum required for the meeting is half the total strength of the Greater Bengaluru Authority.

(8) All questions which come up before any meeting of the Authority shall be decided by majority of the votes of the members present and voting and in the event of an equality of votes, the Chairperson or in his/her absence the person presiding, shall have and exercise a second or casting vote.

(9) The Authority shall observe such rules of procedure in regard to the transaction of business at its meetings as may be prescribed by regulations.

(10) The Bangalore Development Authority shall be the Secretariat to the Greater Bengaluru Authority and shall assist the Authority in carrying out its functions.

THE GREATER LONDON AUTHORITY:

The Greater London Authority is the highest administrative body for Greater London. It was established by the Greater London Authority Act, 1999. It comprises of the Mayor of London who is directly elected and an Assembly, referred to as the London Assembly which is comprised of twenty five members. The Authority is envisaged as a body corporate with its principal purposes as:

- a) promoting the economic development and wealth creation in Greater London;
- b) promoting social development in Greater London and;
- c) promoting the improvement of the environment in Greater London.

The Authority is the chief administrative body of Greater London. Though it shares some of its administrative powers with the Councils of the other 32 London Boroughs, its scope of authority is limited. It mainly exercises its power in the domains of transport, planning and development, policing and probation services, fire and emergency planning. It has four principal bodies through which it performs its functions in the above domains:

- i. **Transport for London:** which is responsible for the public transport system of London, the roads, traffic, highways etc.
- ii. **The London Development Agency:** which was responsible for submitting a draft of its strategy to drive sustainable economic growth and development in London. It was replaced by GLA Land and Property by the Localism Act of 2011.
- iii. **Metropolitan Police Authority:** includes the general functions of a police authority, to secure the maintenance of an efficient, effective police for its area. It comprises of Commissioners and Commanders who exercise their power in accordance with the Act.
- iv. **London Fire and Emergency Planning Authority:** which is responsible for the fire brigade in London.

All the four bodies in performing their functions shall have regard to the strategy developed by the London Development Agency, approved by the Mayor.

4.11.3 Functions of the Greater Bengaluru Authority

The role of Greater Bengaluru Authority becomes very crucial for the governance of Bengaluru in a context where there are multiple municipal corporations and many parastatal agencies responsible for city governance. Hence, the Greater Bengaluru Authority shall perform four essential functions:

- **Planning:** Preparation of Master Plans, Strategic Plans and other Development Plans
- **Coordinating:** The activities of various Municipal Corporations and Parastatal Agencies
- **Administering:** The municipal functions that have a metropolitan wide impact like mobility and mega infrastructure projects that cut across the city
- **Control over Parastatal Agencies:** Have direct control over and authority to direct the functioning of some parastatal agencies.

In order to carry out these functions, the Greater Bengaluru Authority would have to replace the BDA as the Local Planning Authority for the Local Planning Area of Bengaluru (Greater Bengaluru Area) under the Karnataka Town and Country Planning Act, 1961. The BDA would continue to have a role but will function within the GBA and act as the secretariat to the GBA and assist it in its planning function. Since the GBA is designated as the Local Planning Authority, it shall be responsible for preparing the Master Plan for Bengaluru. However, the current framework of land use based Master Planning has been ineffective. Hence, Bengaluru should shift to a new system of strategic spatial planning that will be done by the GBA. The Karnataka Town and Country Planning Act, 1961 would need to be suitably amended to give effect to these changes. The specifics of strategic spatial planning is further explained in Chapter 8 of this report.

Along with Master Planning and Strategic Spatial Planning, the Greater Bengaluru Authority shall also be responsible for developing long term Development Plans (like the Comprehensive Development Plan required under JNNURM) Vision Plans and Sectoral Plans for Bengaluru. In preparing various plans, the GBA shall take into consideration all the plans prepared by Municipal Corporations and all other government agencies operating in the Greater Bengaluru Area and inputs and suggestions received by citizens and stakeholder groups in a wide ranging consultation process. These plans shall follow the guidelines laid down by the Metropolitan Planning Committee.

The GBA shall be empowered to formulate schemes necessary for implementing the plans it has drawn up and coordinate with Municipal Corporations and Parastatal Agencies in executing the same. Along with planning functions, it shall also be responsible for administering city-wide municipal functions

which cross the boundaries of a municipal corporation like the construction and maintenance of arterial roads, elevated expressways and storm water drains.

For ensuring that the GBA is provided with strategic vision for economic development and employment generation, an Economic Development Agency should be created and housed within the GBA. One of the key concerns with the division of BBMP, based on the experience of Delhi, is concerns regarding financial imbalances between municipal corporations. For Bengaluru, we propose the creation of a Greater Bengaluru Finance Commission on the lines of the State Finance Commission housed at the GBA to ensure that all the corporations and the units below it have the financial resources necessary to carry out the functions assigned to them. The role of the Greater Bengaluru Finance Commission will be covered in detail in Chapter 7.

The following provisions shall be introduced in the Greater Bengaluru Authority Act to ensure that they are empowered to carry out their functions effectively:

Functions of the Greater Bengaluru Authority:

- (1) Preparation of Master Plan and Strategic Spatial Plan for the Greater Bengaluru Area*
- (2) Preparation of Development Plans, Vision Plans, Sectoral Plans and any other longer term development plan for the Greater Bengaluru Area*
- (3) Formulating schemes necessary for implementing the Master Plan, Strategic Spatial Plan, Development Plans and any other plan prepared by the Greater Bengaluru Authority*
- (4) Coordinating the execution of the Master Plan, Strategic Spatial Plan, Development Plans and other plans in accordance with the said schemes*
- (5) Assisting Municipal Corporations in the execution of plans, project and schemes and entrusting them the responsibility of execution of any development plan*
- (6) Coordinating and supervising the activities of the Bangalore Development Authority, the Bengaluru Water Supply and Sewerage Board, the Bangalore Electricity Supply Company and such other bodies as are connected with developmental activities in the Greater Bengaluru Area.*

Greater Bengaluru Authority to be the Local Planning Authority:

- (1) The Greater Bengaluru Authority shall be the Local Planning Authority for the local planning area comprising the Greater Bengaluru Area.*

- (2) *The Bengaluru Development Authority shall cease to be the Local Planning Authority for the Local Planning Area of Bengaluru under the Karnataka Town and Country Planning Act, 1961*
- (3) *The Greater Bengaluru Authority shall exercise the powers, perform the functions and discharge the duties assigned to it as if it were a Local Planning Authority constituted for the Bengaluru City under the Karnataka Town and Country Planning Act, 1961*

Administering Municipal Functions within the Greater Bengaluru Area:

The Greater Bengaluru Authority shall be responsible for carrying out the following functions in the Greater Bengaluru Area in coordination with various Municipal Corporations and Parastatal Agencies of the region:

- (i) *Construction, improvement and maintenance of arterial roads, elevated expressways and major flyovers.*
- (ii) *Establishment, improvement and maintenance of storm water drain network*
- (iii) *Preparation of Traffic Management Plans and Implementation of Intelligent Transport Systems*
- (iv) *Establishment, improvement and maintenance of distribution and supply of electricity to Main Lines*
- (v) *Establishment, improvement and maintenance of distribution and supply of water distribution network to Main Lines*
- (vi) *Establishment, improvement and maintenance of sewerage network to Main Lines*
- (vii) *Establishment and operation of Geographical Information System*
- (viii) *Approval of development plans for large housing layouts and commercial and industrial estates*

Economic Development Agency:

- (1) *The Greater Bengaluru Authority shall, within one year of its constitution, establish an Economic Development Agency with the Metropolitan Commissioner as its chairman and such other members that the Authority may decide*
- (2) *The Economic Development Agency shall be tasked with the responsibility of attracting investments and employment generation in the Greater Bengaluru Area by building suitable public and private alliances*

Greater Bengaluru Finance Commission

(1) The State Government shall, within one year of the constitution of the Greater Bengaluru Authority, constitute a Greater Bengaluru Finance Commission to review the financial position of the Municipal Corporations in the Greater Bengaluru Area and to make recommendations to the Metropolitan Commissioner regarding the manner in which:

(a) Net proceeds of the taxes, duties, tolls and fees levied by each Municipal Corporation shall be distributed between the Ward Committee, Zonal Committee and Municipal Corporation

(b) Surplus of tax revenues collected by Municipal Corporations shall be utilized by the Greater Bengaluru Authority

(c) Grants-in-aid from the Consolidated Fund of the State shall be allocated between the Municipal Corporations in the Greater Bengaluru Area

(d) Any other grant or loan from the State Government or the Union Government is to be allocated between the Municipal Corporations in the Greater Bengaluru Area

(e) Financial resources of the Greater Bengaluru Authority and agencies within its jurisdiction needs to be improved

(2) The Commission shall determine their procedure and shall have such powers in the performance of their functions as the State Government may confer on them.

(3) The Metropolitan Commissioner shall consider every recommendation made by the Commission and present before the Greater Bengaluru Authority the manner in which funds are to be distributed between the various Municipal Authorities of the Greater Bengaluru Authority.

4.12 INTEGRATING PARASTATAL AGENCIES WITH GREATER BENGALURU AUTHORITY

4.12.1 Current Set up and Challenges

In Bengaluru, a number of essential governance functions are carried out not by the municipal corporation but through parastatal agencies. The Bengaluru Development Authority (BDA), the city's urban planning and development authority, is a key parastatal agency and many of the city's essential services such as water supply, electricity and transport are also provided by parastatals. The fundamental issue with this framework is that these parastatals are not accountable to any municipal authority and are instead only accountable to the relevant ministries of the state government. Further,

the different parastatal agencies in Bengaluru each operate within different geographical limits and through different units and sub-units, making coordination of the various urban services difficult.¹⁸

In order to foster democratic accountability and to facilitate the coordination of different civic services, parastatal agencies need to be integrated with the Greater Bengaluru Authority and made accountable to the lower tiers of municipal government. In this section, we discuss the means of integrating these parastatal agencies with the GBA.

4.12.2 Modes of Integration of Parastatals

We have considered three options for integrating these parastatal agencies into local government:

One option is to transfer the ownership of all parastatal agencies to the Greater Bengaluru Authority. While this might appear to be a drastic overhaul, various versions of a form of ownership transfer have been proposed in the past. For example, the Kasturirangan Committee Report recommended that a Special Purpose Vehicle (SPV) should be established under the common ownership of the BBMP and BWSSB. The SPV would initially manage the retail distribution of water within the BBMP area while the BWSSB would continue to deal with water source augmentation, sewerage and waste water management. These functions would subsequently be transferred to the BBMP.

A second method would be for municipal government to have administrative control over the parastatal agencies. The extent of administrative control may vary for different parastatal agencies and could range from the GBA exercising full control over a parastatal's functioning to a situation where the parastatal continues to function as an independent body but with the GBA having the power to call for the agency's reports and to coordinate its activities. Ideally, the parastatal agencies should also be accountable to ward committees and zonal committees. To enable such administrative control, the jurisdiction of all parastatal agencies would have to be aligned with the GBA and its sub-units would need to be adapted to overlap as far as possible with wards and zones.

A third option would be for the Municipal Authorities (municipal corporations, zonal committees and ward committees) to have contractual relationships with parastatal agencies for delivery of services in their jurisdiction. This would enable the municipal government to contract with the agency of their choice for the delivery of these services. While establishing contractual relationships between local government authorities and parastatal agencies might be the most advantageous in the long run, establishing such a system would involve a significant overhaul of the current framework and cannot occur overnight.

¹⁸ Ramanathan, Ramesh, "Urban Services: Too Many Cooks," India Together, January 17, 2005, available at <http://indiatogether.org/manycooks-government>

4.12.3 Recommendation for parastatal integration

The models of integration that we have proposed, involve combinations of the first and second options described above. In the case of some parastatal agencies like BDA and BWSSB, we have proposed a total integration with the GBA whereby the agency comes directly under the administrative control of the GBA. For government owned corporations such as the BMTC and BMRCL, we suggest that they be integrated with the GBA through a transfer of ownership from the government to the GBA. In addition to these provisions, we suggest that the GBA and the lower levels of government be statutorily empowered to coordinate with the parastatal agencies operating within its jurisdiction in the delivery of various civic services. The power to issue directions and supervise certain parastatals already exists with the BMRDA; however we propose that the BMRDA (which would act as a secretariat to the MPC) be divested of these powers and the GBA instead be vested with them.

4.12.4 Integrating BDA and BWSSB with the GBA

The first model of integration involves bringing the parastatal agency under the direct control of the GBA. This model would apply to those parastatal agencies that are statutory bodies constituted under specific legislation, such as the Bangalore Development Authority (BDA) and the Bangalore Water Supply and Sewerage Board (BWSSB). In order to achieve a total integration of such agencies into the GBA, amendments would be required to the various statutes that established the parastatals to (a) provide for the dissolution of the board or governing body of the parastatal and (b) state that, as of a specified date, the parastatal would no longer function as an independent agency, but as a department of the GBA. This would involve adding a provision that the relevant agency would only be accountable to and have the ability to take directions from the GBA rather than from the relevant ministry in the State Government.

In addition to changes to the statutes governing parastatals, the following provisions need to be introduced either as amendments to the KMC Act or as part of a new legislation for the Greater Bengaluru Authority.

Control over Parastatal Agencies:

(1) Notwithstanding anything contained in the Bangalore Water Supply and Sewerage Board Act, 1964 and Bangalore Development Authority Act, 1976, the Greater Bengaluru Authority shall have the power of superintendence over the Bangalore Water Supply and Sewerage Board Act and Bangalore Development Authority and shall have the power to direct and supervise all activities that such agencies are entitled to perform pursuant to the provisions of those statutes.

(2) The Greater Bengaluru Authority shall be entitled to call for periodic reports from the parastatal agencies and shall be further entitled to issue instructions to those agencies with regard to the performance of any of their functions contained in the provisions of their constituent statutes.

4.12.5 Integrating BESCO, BMTC and BMRCL with the GBA

Some parastatals in Bengaluru are statutory corporations that are owned by the state government. For example, the Bangalore Metropolitan Transport Corporation (BMTC) is a corporation constituted pursuant to the Road Transport Corporation Act, 1950, and is wholly owned by the state government. The Bengaluru Metro Rail Corporation Limited (BMRCL) was established under the Companies Act, 1956 as a joint venture between central and state governments. For such parastatal agencies, we propose a model of integration that would involve the state and central government transferring their equity in these corporations, wholly or partly, to the GBA. These agencies would, thus, function as separate legal entities but under the ownership of the GBA.

In addition to the transfer of ownership, the following provisions need to be introduced either as amendments to the KMC Act or as part of a new legislation for the Greater Bengaluru Authority to ensure that these statutory corporations come within the administrative control of the GBA and the tiers of municipal government below it.

(1) Notwithstanding anything contained in the relevant charters governing the Bengaluru Metropolitan Transport Corporation, the Bengaluru Metro Rail Corporation Limited and Bangalore Electricity Supply Company Limited, the Greater Bengaluru Authority shall have the power of superintendence over these corporations and shall have the power to direct and supervise all activities that such corporations are entitled to perform pursuant to the provisions of their charters or any other statute currently in force.

(2) The Greater Bengaluru Authority shall be entitled to call for periodic reports from these corporations and shall be further entitled to issue instructions to those corporations with regard to the performance of any of their functions contained in the provisions of their constituent charters and receive periodic report of their activities

4.12.6 Coordinating the functioning of Parastatal Agencies

In addition to bringing parastatal agencies within the control of the GBA it would be important to ensure that the activities of these agencies are coordinated at the lower tiers of municipal government, namely the zones and wards. We would, therefore, recommend adding a provision that would give all

municipal authorities at all tiers of government the power to seek reports from these parastatal agencies and seek explanations from these agencies regarding service delivery within the municipal authority's jurisdictions. Also with respect to certain parastatal agencies (like BESCO, whose geographic jurisdiction of 8 districts far extends beyond that of GBA) it will not be feasible to achieve a total integration with the GBA. However, the GBA can continue to play an important role in coordinating and directing its functions.

The following provisions would need to be added to KMC Act or to the act constituting the GBA for ensuring coordination:

Issuing Directions to Authorities:

(1) The Greater Bengaluru Authority may, in order to carry out its master plan, social and economic development plan or any other plan or scheme it is empowered to formulate, issue directions to Bangalore Development Authority, Bangalore Water Supply and Sewerage Board, Bangalore Metropolitan Transport Corporation, Bengaluru Metro Rail Corporation Limited, Bangalore Electricity Supply Company and such other bodies operating in the Greater Bengaluru Area.

(2) Notwithstanding anything contained in any other law for the time being in force, every such direction shall be complied with by the body to whom it is issued. On failure, it shall be competent for the Authority to take necessary action to carry out the directions issued under sub-section (1) and recover expenses, if any, incurred therefor from the body concerned.

(3) Any dispute which arises between the Authority and the Boards or other bodies referred to in sub-section (1) in respect of the directions issued to them shall be determined by the State Government whose decision shall be final.

Coordination of Parastatals with Municipal Authorities:

(1) A Municipal Authority under this Act shall be entitled to request the Bangalore Development Authority, Bangalore Water Supply and Sewerage Board, Bangalore Metropolitan Transport Corporation, Bengaluru Metro Rail Corporation Limited, Bangalore Electricity Supply Company and such other bodies operating within its jurisdiction to designate an official of such body as its representative for the Municipal Authority

(2) Such Municipal Authorities shall be entitled to summon the designated officials to its meetings and seek explanations regarding the delivery of any service which the body that the designated official represents within the jurisdiction of the Municipal Authorities

4.13 METROPOLITAN PLANNING COMMITTEE (MPC)

The 74th Constitutional Amendment requires that a metropolitan area, consisting of two or more Municipalities or Panchayats with a total population of more than ten lakhs, shall have a Metropolitan Planning Committee to prepare a draft development plan for the Metropolitan area. Article 243ZE of the Constitution of India provides that “There shall be constituted in every Metropolitan area a Metropolitan Planning Committee to prepare a draft development plan for the Metropolitan area as a whole”¹⁹ and further provides that State Legislatures may enact legislation for the composition of MPCs, selection/election of their members and their functions.

In order to bring the KMC Act in conformity with provisions of the 74th Constitutional Amendment, the KMC Act was amended (Amending Act 35 of 1994) to provide for the constitution of Metropolitan Planning Committees in every Metropolitan area. Despite the Constitutional provision and state legislation, however, an MPC was not constituted for Bengaluru for more than 20 years. It was only in 2013 that the rules required to operationalize MPCs were issued by the State Government. Following the issue of the rules, members were elected to the MPC in 2014; however, the MPC has still not started functioning.

4.14 TERRITORIAL JURISDICTION OF MPC

As per the provisions of the Constitution and the KMC Act, the state government can define the territory constituting a “metropolitan area” by an executive notification.²⁰ Currently, the area that has been

¹⁹Article 243ZE further provides in relevant part: *Every Metropolitan Planning Committee shall, in preparing the draft development plan,—(a) have regard to—(i) the plans prepared by the Municipalities and the Panchayats in the Metropolitan area; (ii) matters of common interest between the Municipalities and the Panchayats, including co-ordinated spatial planning of the area, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation; (iii) the overall objectives and priorities set by the Government of India and the Government of the State; (iv) the extent and nature of investments likely to be made in the Metropolitan area by agencies of the Government of India and of the Government of the State and other available resources whether financial or otherwise; (b) consult such institutions and organisations as the Governor may, by order, specify.*

²⁰ Clause (c) of Article 243P of the Constitution of India provide the definition of a metropolitan area- “Metropolitan area” means an area having a population of ten lakhs or more, comprised in one or more districts and consisting of two or more Municipalities or Panchayats or other contiguous areas, specified by the Governor by public notification to be a Metropolitan area for the purposes of this Part” Section 503B of the KMC Act provides that: (1) *The Government shall constitute a Metropolitan Planning Committee for e*

notified for the constitution of the Metropolitan Planning Committee is the 1219 sq. km. Bangalore Metropolitan Area (excluding NICE) under the jurisdiction of the Bengaluru Development Authority (BDA) and not the 8,000 sq. km Bangalore Metropolitan Region coming under the jurisdiction of the Bengaluru Metropolitan Region Development Authority (BMRDA).

As the spatial growth of Bengaluru goes beyond the boundaries of present city, the area currently covered by the BDA and MPC does not accurately represent the metropolitan region of Bengaluru. The Kasturirangan Committee had recommended that the MPC have jurisdiction over the territorial area presently covered by BMRDA which includes the districts of Bengaluru Urban, Bengaluru Rural and Ramanagaram. Considering Bengaluru's projected urban growth, we are also of the opinion that the MPC be constituted for the entire Bangalore Metropolitan Region of 8000 sq.km. As explained in Part I of this chapter, for the 1307 sq.km. of metropolitan area, the Greater Bengaluru Authority will be the planning body.

4.15 COMPOSITION OF METROPOLITAN PLANNING COMMITTEE

4.15.1 Current Set up

The amendment to the KMC Act in 1994 provided for the establishment of a Metropolitan Planning Committee and specifies its composition. Section 503B of the KMC Act provides for the composition of the MPC to consist of 30 persons, including elected representatives from municipal councils and town panchayats and nominated representatives of the Central and State Government. Further, the Bangalore Metropolitan Planning Committee Rules, 2013 provides that the 30 members be constituted in the following manner:

- (a) Ten members nominated by the State Government (including the chief ministers, urban development minister and officials of government bodies)
- (b) Twenty elected members from urban and rural bodies within the metropolitan area of which eighteen members are from BBMP and Municipalities and 2 members elected by and from the Panchayats.

Additionally, two persons who are eminent Economists or professionals with experience in Town Planning are nominated by the State Government as special invitees. All MLAs and MPs

Bengaluru Metropolitan Area to prepare a draft development plan for such area as a whole.Explanation.- For the purpose of this section "Bengaluru Metropolitan area" means an area specified by the Governor to be a metropolitan area under clause (c) of Article 243P of the Constitution of India.

whose constituencies lie within the Bangalore Metropolitan area shall be permanent invitees. While the Commissioner of the BDA will be the member secretary who shall convene the meetings of the committee, the Rules provide that the Chairperson of the committee shall be chosen from among the members.

4.15.2 Alternatives Considered for MPC

In considering the ideal composition of the MPC, we will need to consider its optimal size as well as the manner in which its members are elected/selected. Some options that we considered were the proposals of the Kasturirangan Committee Report and the model for the MPC in Kolkata.

Kasturirangan Committee Report: The Kasturirangan Committee Report suggested that 30 members was inadequate to represent the proposed larger metropolitan region of 8000 sq.km (instead of 1300 sq.km). In order to give adequate representation to the various locally elected bodies in this vast territorial area, the Kasturirangan Committee suggested that the MPC should have 63 members of which 42 would be elected and the rest nominated. It provided that the elected members be elected from the 3 electoral segments comprising of

- (1) Corporators of BBMP,
- (2) Councillors of the other urban municipalities and
- (3) the Chairpersons of the Gram Panchayats, Taluk Panchayats and Zilla Panchayats

Out of the 21 seats for nominated members, 10 may be provided for MLAs, MLCs and MPs. The remaining 9 nominations may be made from one representative each of manufacturing industry, service industry, trade and commerce, real estate industry; one individual each with expertise on environmental affairs, education or health, urban planning, law; and a Metropolitan Commissioner, who will also be the Member-Secretary of the MPC, not below the rank of Principal Secretary to Government of Karnataka.

Kolkata Metropolitan Planning Committee: The West Bengal Metropolitan Planning Committee Act, 1994 provides for the constitution of the Kolkata Metropolitan Planning Committee (KMPC) which comprises of 60 members. Forty members are elected from amongst the Councillors of the Urban Local Bodies and chairpersons of the panchayats included in the Kolkata Metropolitan Area and 20 are nominated members. Of the 40 elected members, 34 members are from the municipalities/corporations and 6 are from the panchayats included in the Metropolitan Area. The 20 nominated members are made up of representatives of the government including the Chief Minister who shall be the Chairperson of the committee and the Minister of Urban Development who

shall be the Vice- Chairperson. It also provides for an Executive Committee for the KMPC which is headed by the Minister of Urban Development. Its members include the mayors of Kolkata, Hooghly and Chandannagar, which are the three Corporations in the KMPC. It also includes the ZP Chairmen of the panchayats included in the KMPC.

The executive committee coordinates the development activities within the KMPA on behalf of the KMPC. The Executive Committee reviews and monitors the work of all the 5 Sectoral Committees dealing with the following Sectors: (a) Water Supply; (b) Drainage, Sewerage & Sanitation; (c) Traffic and Transportation; (d) Environment, Wetlands, Heritage etc.; and (e) Health, Education, Employment and Slum. Each of the Sector Committees is to prepare a sectoral Master Plan/Development Plan that would lay down the strategies of development in each sector and also identify the major schematic interventions needed in each sector over a period of time. The Executive Committee finalizes the sectoral plans and submits them to KMPC for approval.

4.15.3 Recommendation for MPC

There is currently not enough evidence on the workings of MPCs for there to be a considered analysis of the optimal composition or functions of MPCs. One reason for MPCs not being functional in most cities could be that the MPCs do not have a mandatory statutory role. The primary initial challenge with MPCs is to get them underway. Considering the proposal by Kasturirangan Committee and the experience of Kolkata, we feel the MPC shall have be constituted by a larger number of members to represent a wide array of interests, in the light of its increased territorial jurisdiction. We would recommend an MPC comprised of 60 members on the terms set out below. The composition of the MPC should have a statutory basis and the KMC Act should accordingly be amended to introduce the following provision:

Composition of the Metropolitan Planning Committee:

(1) The Metropolitan Planning Committee for the Bangalore Metropolitan Area shall consist of a maximum of sixty members.

(2) Not less than forty of such members shall be elected by and from amongst the elected members of the Municipalities and the Adyakshas and Upadyakshas of Zilla Panchayat, Taluk Panchayat and Grama Panchyats within the metropolitan area in proportion to the ratio between the population of the Municipalities and of the Panchayats of that area. The election shall be held by the Karnataka State Election Commission.

(3) A maximum of twenty of such members shall be shall be nominated by the state government and shall include:

- i. The Chief Minister, who shall be the Chairperson of the Committee
- ii. The Minister for Urban Development, who shall be the Vice-Chairperson of the Committee
- iii. Commissioner, Bangalore Metropolitan Region Development Authority, who shall be the Member Secretary of the Committee
- iv. Metropolitan Commissioner, Greater Bengaluru Authority
- v. Commissioner, Bangalore Development Authority
- vi. The Principal Secretary to Government, Urban Development
- vii. A maximum of seven members who are experts with wide experience in the fields of urban planning, economics, law, ecology and other fields relevant for metropolitan governance
- viii. A maximum of seven members from the civil society who are active in civic issues through resident welfare associations, community based organizations, slum federations, chambers of commerce and industry and other such initiatives.

(4) All the members of the House of the people and the State Legislative Assembly whose constituencies lie within the Bangalore Metropolitan area and members of the Council of States and the State Legislative council who are registered as electors in such area shall be permanent invitees.

(5) The Bangalore Metropolitan Region Development Authority shall be the Secretariat to the Metropolitan Planning Committee and shall provide the Committee with all the necessary administrative support required in carrying out its functions.

4.16 FUNCTIONS OF THE METROPOLITAN PLANNING COMMITTEE (MPC)

Section 503B of the Karnataka Municipal Corporations Act, 1976 provides that the MPC “shall prepare a draft development plan for the Bangalore metropolitan area as a whole.... The Chairman of the Metropolitan Planning Committee shall forward the development plan, as recommended by such Committee, to the State Government.” The functions of the Metropolitan Planning Committee are set out in further detail in the Bangalore Metropolitan Planning Committee Rules, 2013.

For the MPC to work as an effective institution, its scope and functions need a stronger legislative basis with greater clarity about its objectives and manner of working. Based on the constitutional and

statutory provisions, the MPC Rules, various proposals for reforms and provisions of legislations of other cities, it is suggested that the following provision be introduced to institutionalize the functions of the MPC:

Functions of the Metropolitan Planning Committee:

(1) The Metropolitan Planning Committee shall, within two years of its constitution, prepare and publish a 5 year regional development plan, which fairly integrates the interests of all geographic regions, for the Bangalore Metropolitan Region as a whole and repeat this exercise for subsequent five year periods.

(2) The Metropolitan Planning Committee shall exercise the powers of the State Planning Board in accordance with the provisions of the Karnataka Town and Country Planning Act, 1961 for co-ordinating and supervising the local planning authorities in the Bangalore Metropolitan Region in connection with the preparation of the various plans.

(3) The Metropolitan Planning Committee shall formulate guidelines for compliance for the local planning authorities under Bangalore Metropolitan Region for preparation of master plans, spatial plans and any other urban plans.

(4) An executive committee, headed by the Member Secretary of the Metropolitan Planning Committee and maximum of 7 members elected by and from amongst of members of the Metropolitan Planning Committee, shall constitute five Sectoral Committees dealing with the following Sectors:

(a) Spatial Planning

(b) Infrastructure and Transportation

(c) Environment and Ecology

(d) Heritage, Arts and Tourism

(e) Urban Poverty

(5) Each Sectoral Committee has to prepare a 5 year Development Plan that would lay down the strategies of development in each sector and identify the major schematic interventions needed in each sector over a period of time.

(6) The executive committee shall review and monitor the work of all the 5 Sectoral Committees, finalize the sectoral plans and submit them to the Metropolitan Planning Committee for approval.

(7) The Metropolitan Planning Committee shall, in preparing the draft regional development plan, have regard to,-

- (i) the plans prepared by the local authorities in the Metropolitan area;*
- (ii) the sectoral plans submitted by the Executive Committee;*
- (iii) matters of common interest between the local authorities including co-ordinated spatial planning of the area, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation;*
- (iv) the overall objectives and priorities set by the Government of India and the State Government;*
- (v) the extent and nature of investments likely to be made in the Metropolitan area by agencies of the Government of India and of the State Government and other available resources whether financial or otherwise;*

(8) The Member Secretary of the Committee shall publish the draft regional development plan and display it in the offices of the local authorities in the Metropolitan area for a period of 30 days soliciting objections and suggestions

(9) The objections and suggestions received by the Secretary, in this regard shall be presented to the Executive Committee and the Executive Committee shall consider the same and suggest modifications to the plan.

(10) After reviewing the modifications suggested by the Executive Committee, the Metropolitan Planning Committee shall finalize the regional development plan and forward it to the Government

4.17 SUMMARY OF RECOMMENDATIONS

Wards

Ward Committees are to be comprised of a combination of members selected on the basis of proportional representation that reflects the party vote share in the municipal elections and members nominated from civil society. The Area Sabha representatives and Ward-level heads of government departments and parastatals agencies involved in service delivery in the ward shall be invitees to meeting of the Ward Committee.

Ward Committees are to be vested with greater powers under the statute in order to be able to discharge their accountability function more effectively. These powers should include planning powers, administrative and supervisory powers as well as powers over the finances allocated to the Ward. Ward Committees will also be responsible for preparing annual budget plans for their ward for incorporation into the overall municipal budget.

The provisions for convening Ward committee meetings are to be made more stringent with greater civil society participation and mechanisms available for airing of grievances for failure to conduct Ward Committee meetings appropriately or at all.

The ward is to be made the nodal point of city governance with all the key service providers of the corporation being available at the ward level. Wards are to be provided with sufficient human resources and infrastructure to carry out their administrative functions effectively.

Municipal Corporations

Each Municipal Corporation shall have a directly elected Mayor in whom the executive power of the Corporation is vested. The Mayor shall be assisted by a Mayoral Committee consisting of the Mayor, Deputy Mayor and 12 other members nominated by the Mayor. The term of the Mayor and Mayoral Committee shall be for a fixed period of five years.

Ward Committees, Zonal Committees, Mayors, Municipal Corporations and the Greater Bengaluru Authority shall be recognized as “Municipal Authorities” charged with responsibility of discharging the functions of the municipal corporation. Standing Committees and the Commissioner shall not be designated as Municipal Authorities.

Each Zone of a Municipal Corporation shall have a Zonal Committee headed by a Zonal Commissioner and consisting of all the councillors elected from the wards falling within that Zone.

A THREE-TIER GOVERNANCE FRAMEWORK FOR BENGALURU

The Zonal Committee shall be made responsible for all activities that need to be carried out across multiple wards within the same Zone. The Municipal Corporation shall be made responsible for all activities that need to be carried out across zones within the same corporation.

The number of Standing Committees for each Municipal Corporation shall be reduced from 12 to 3. The Standing Committee shall not carry out any executive functions and shall purely be vested with deliberative and oversight functions.

Greater Bengaluru Authority

A Greater Bengaluru Authority (GBA) should be constituted as a new tier of local government above the level of the municipal corporation, which would have jurisdiction over the 1300 sq kms of the Greater Bengaluru Area that is currently under the jurisdiction of the Bangalore Development Authority.

The GBA will be headed by the Chief Minister and comprised of a combination of municipal government representatives, representatives from the various parastatal agencies providing essential services in the Greater Bengaluru Area and few nominated experts.

The principal functions of the GBA will involve planning for the Greater Bengaluru Area, coordinating the activities of various municipal corporations and parastatal agencies and administering municipal functions that have a metropolitan wide impact.

The functioning of parastatal agencies will be integrated with municipal government at the level of the GBA and also with the lower tiers of municipal government, including at the zone and ward level. All key parastatal agencies (BWSSB, BDA, BMTC, BMRCL, BESCOM) will come under the direct control of the GBA.

5 ACTIVITY MAPPING

In any multilevel organization set up there are sound principles about where a particular kind of activity is best executed based on an assessment of citizen interface, criticality, need for proximity, externalities, discretion and economies of scale. This kind of exercise has been undertaken in the Panchayat Raj department in India. The research on global cities with a population of over eight million indicated that these cities had organized services at different levels based on Activity mapping. It was felt that a similar exercise for the proposed restructuring of BBMP would be very useful in setting out roles and responsibilities at various levels, determining human resource requirements in terms of job description, numbers and scope for use of technology in the process.

5.1 ACTIVITY MAPPING

5.1.1 Activity Mapping and its Objectives

The starting point for a decentralized system is the assignment of clearly defined roles to each level of government. Clarity in the functions of various levels of the government ensures efficiency in service delivery and allows the citizen to hold the relevant agency accountable. In order to bring in role clarity, an activity mapping exercise is undertaken. Activity mapping exercise is a process of unbundling the various activities of local government into different activity dimensions and using a logical framework to assign each activity to the relevant level of local government.

The objectives of the activity mapping exercise undertaken by the Committee:

- To identify all the requirements of a citizen of Bengaluru from different civic agencies (BBMP and Others)
- To list the activities performed by different service providers/agencies in order to meet the citizen requirements
- To identify the decentralized level at which each activity is best performed with respect to various dimensions of that activity
- To slot the citizen interface of each activity at the lowest possible level
- To help align the administrative, legal, spatial, financial and administrative aspects of the proposed BBMP restructuring.

5.2 ACTIVITY MAPPING FRAMEWORK

The first step to prepare an activity mapping framework was to unbundle the activities of the various agencies (sourced from web site, charters, Rules, Acts, department, etc.) into different activity dimensions. Each Activity was divided into six activity dimensions which are as follows-

- **Technical standards setting:** Most activities need a standardized process that determines how the activity is to be undertaken. For example, how does one design and build a road, a footpath, the storm water drain, fill a pothole, collect, transport, process and dispose garbage, etc. This is what Technical standard setting is about. This is ideally done centrally (we are advocating a Central Process Unit – CPU) that sets out standards, process, approach, etc. so that multiple folks do not need to reinvent the wheel. There could be some instances where this can be done at a decentralized level when they do not need major technical inputs
- **Service level promise:** This is the promise made by the folks who need to deliver on the promise and have the authority to make it happen. An example of this is time taken to give a birth or death certificate; time for khata transfer, building plan clearance, etc. Ideally this is more likely to be anchored at the decentralized level
- **Planning:** This is about Planning for the activity. Examples could piped water supply, pothole fixing, storm water drains, etc. It needs to be anchored with the agency that has the budget and responsibility for the activity
- **Asset creation:** Who will create the asset and have responsibility for the project will determine where it is housed. For example, major arterial roads will be at the Greater Bengaluru Authority level while Dry Waste Collections centres could be at the Zonal level
- **Operation and Maintenance (O&M):** This as the term implies is about the level which has responsibility for regular operations and maintenance activity
- **Monitoring:** The monitoring of an activity should always be allotted to an authority at an equal or higher level compared to the level which is tasked with the job. If at the same level, it needs to be overseen by a superior grade officer. Thus, the Operation and management of dry waste collection is at the Ward level. But the monitoring of this activity should be carried out at the Zone level.

The levels at which the activities could be undertaken within the proposed 3 tier structure:

- **GBA** – Greater Bengaluru Authority (Tier 1) which has the parastatals and is responsible for Planning, Plan enforcement, Large infrastructure, Coordination, Integration of parastatals and Economic Development
- **MC** – Municipal Corporation (Tier 2A). Municipal Corporation is a set of Zones each of which consists of a set of Wards. There will be multiple municipal corporations
- **Zone** – Zones (Tier 2B). A Zone is a set of wards to cater to the needs of the wards under its jurisdiction
- **Ward** – The lowest unit of governance (Tier 3).

In addition certain activities were mapped to the State, External - typically Technical standards specified elsewhere-eg. RTI, Electricity regulations). CPU (Central Process Unit) is the custodian of norms and standards for all processes. The activities were classified by citizen benefit (eg. Property, Information, Water, Garbage, etc.). The role of the Ward Committee and the scope for use of technology was also mapped.

The activity map framework used six parameters (covering Service Delivery, Accountability and Public Finance dimensions) which were the guiding principles for slotting an activity to a particular level of government:

- **Citizen interface:** If the citizen directly avails the service, the tendency would be to place the activity lower down the hierarchy
- **Criticality:** Higher the criticality of the service from a citizen perspective, lower the hierarchy at which the activity should be performed
- **Proximity:** Higher the proximity between the service provider (agency) and the service recipient (citizen), lower the hierarchy at which activity should be performed
- **Externalities:** If there are externalities, the tendency would be to place the activity higher up the hierarchy
- **Discretion:** Higher the discretion required at the point of service delivery, lower the hierarchy at which activity should be performed;
- **Economies of Scale:** Higher the economies of scale, higher the hierarchy at which the activity should be performed.

None of the above six guiding principles can be applied in isolation. The six parameters need to be seen as a whole for a meaningful analysis. In addition, the following considerations also affect the placement of the activity:

- Capacity issues (however, capacity gaps can be addressed over time)
- Availability of finance (however, finance must follow activity rather than the other way round)
- IT enablement (most activities can be IT enabled over the long term influencing the performance of the activity).

Limitations of this Activity Mapping

The activity mapping exercise carried out by the Committee has tried to create detailed listing assigning of activities at various levels. However, this exercise has certain limitations which are listed below-

- The list of over 650 activities covered in the Activity Map while considerable, is not necessarily exhaustive.
- The list also does not have the concurrence of the individual agencies as yet. This is proposed to be done through sensitization workshops where the BBMP Restructuring philosophy is explained along with context on the importance of Activity mapping and how it was done. The individual agencies / departments need to use this mapping as a starting base and refine it.
- The six parameters (citizen interface, criticality, proximity, externalities, discretion, economies of scale) and the six activity dimensions (technical standards setting, service level promise, planning, asset creation, operation and maintenance, monitoring) do not lend themselves to rule-based analysis and conclusions. They have to be seen in the context of the Activity being discussed. For example, the activity 'Flood relief' scores high on the parameters of Criticality as well as Proximity tending to move the activity towards ward level. However, the Planning for flood relief is ideally done at the Zone level since there are Externalities and the activity affords opportunities for achieving Economies of Scale. There is some subjectivity to be handled case to case to finally decide what activity is best done at what level.

Outcome of the Activity Mapping

This exercise is expected to yield the following benefits to various stakeholder groups

- Strengthen the presence of each agency at Ward level
- Increase the role of the Councillor and the Ward Committee as citizen representatives in getting the services delivered by the agencies
- Facilitate inter-agency coordination at the GBA level

- Bring clarity on the responsibility for delivering services amongst different agencies and different levels within an agency
- Establish an effective activity monitoring and performance management system thereby improving accountability towards the citizens
- Help each agency in reorganizing its internal setup and functioning in order to enable the performance of activities at the desired levels
- Fix accountability at each levels in case of failure to deliver services
- Help in amending the governing Acts and Rules to align them to the desired agency-activity levels
- Establish clear service delivery standards and help assess performance against promises.

Sample examples

The Output of the internal exercise undertaken by the Committee is set out in Appendix III. A sample of a few activities is set out in Exhibit 5 A.

Next steps

The exercise undertaken by the Committee is to be considered a start on the journey of Activity mapping. It does not claim to be exhaustive. It finally needs to be done and owned by the agencies concerned. Our suggestion is to hold a series of workshops with the civic agencies where the background about the proposed restructuring is given and the need for the Activity mapping is explained. This is followed by understanding the basis of classifying the Activities, reviewing the initial set already done and making any modifications / additions / deletions as needed. The finalized Activity mapping needs to finally find its place in the process and job description documents of the agencies.

ACTIVITY MAPPING

Exhibit 5 A

Sample cases: Activity Mapping

<i>Citizen Requirement</i>	<i>Activity</i>	<i>Service Provider</i>	<i>Technical Standards Setting</i>	<i>Service level Promise</i>	<i>Planning</i>	<i>Asset Creation</i>	<i>O&M</i>	<i>Monitoring</i>	<i>IT Scope?</i>	<i>Ward Committee</i>
Property	Providing Khatha Allotment services	BBMP – Revenue	CPU	MC	N/A	N/A	Ward	Zone	Yes	No
Birth & Death	Issue of Birth & Death Certificates	BBMP	CPU	MC	N/A	N/A	Ward	Zone	Yes	No
Roads	Construction & maintenance of Arterial Roads	BBMPEngineering – Roads	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Regulation	Action against building Violations	BBMP – Town Planning	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Welfare	Establishment & operating Anganwadis	BBMP – Welfare	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes
Garbage	Collection of Solid Waste	BBMP – SWM	MC	MC	Zone	N/A	Ward	Zone	No	No
Layouts	Approval of development plans for group housing & layouts	BDA	CPU	GBA	GBA	N/A	Zone	Zone	Yes	No
Urban Planning	Preparation of Master/ Development Plan	BDA	External	N/A	GBA	GBA	N/A	GBA	Yes	No
Public Transport	Implementation of Intelligent Transport Systems	BMTC	CPU	N/A	GBA	N/A	Zone	Zone	Yes	No
Water	Establishment & maintenance of water supply network	BWSSB	CPU	GBA	Zone	Zone	Ward	Zone	Yes	Yes
Traffic	Setting up & operating signals & sign boards	Traffic Police	CPU	N/A	Zone	Zone	Ward	Zone	Yes	No
Energy	Provision of new connections to domestic, commercial, industries, agriculture users	BESCOM	CPU	GBA	Zone	Zone	Ward	Zone	Yes	No
Safety & Security	Registration of First Information Report	Bangalore Police	State	GBA	N/A	N/A	Ward	Zone	Yes	No

6 HUMAN RESOURCES MANAGEMENT

Any attempt to reform urban governance in Bengaluru would be incomplete without strengthening the institutional capacity of the municipal government, especially in the context of the creation of a new three-tier governance framework with smaller city corporations. Presently, the BBMP recruits its staff based on outdated C&R Rules and depends heavily on deputed staff, both of which have seriously undermined the quality of manpower available to govern the city. The BBMP also faces an acute shortage of manpower with about a third of the sanctioned posts (excluding pourakarmikas) remaining vacant. Unless these challenges are addressed on priority, it is impossible to bring about any qualitative change in the governance of Bengaluru. A number of expert committees have emphasised the urgent need for capacity building in municipal administration in India. In its report on “India’s Urban Awakening: Building Inclusive Cities, Sustaining Economic Growth”, McKinsey Global Institute (2010) states that “many states and cities have been unable to leverage available funds or implement reforms because of a lack of local capacity and technical expertise”. The High Powered Expert Committee on Indian Urban Infrastructure and Services (2011) and the Planning Commission’s Working Group on Capacity Building for the Twelfth Plan (2011) have also identified the need to strengthen the capacity of municipal governments for effective service delivery. In the case of Bengaluru in particular, Kasturirangan Committee (2008) which studied governance in Bengaluru Metropolitan Region has made a series of recommendations to modernize and strengthen the BBMP’s administrative capacity.

This chapter examines the BBMP’s human resource challenge and how it can be addressed. The chapter is organized into four parts. Part 1 examines the current organizational and staffing patterns of the BBMP. Part 2 identifies the various challenges in the organization of administration and manpower. Part 3 presents the changes required in the present system to develop competent and professional manpower in the proposed in three-tier governance framework. Part 4 presents the proposed changes department-wise.

6.1 PART 1 – THE ADMINISTRATIVE STRUCTURE

The BBMP’s administrative structure is organized at the central, zonal and ward levels (*See Exhibit 6 A*). While policy and planning decisions are taken at the head office level, maintenance and service delivery functions are planned and executed at the zonal level and below. The BBMP functions through 12 departments, viz., General Administration, Accounts, Revenue, Health, Engineering, Horticulture, Forests, Welfare, Education, Advertisement, Legal Cell and Estates.

6.1.1 Administration at the Head-office level

At the head office level, the BBMP's administrative structure (non-elected) is headed by the Commissioner with five Additional/Special Commissioners currently reporting to the commissioner. The Commissioner is appointed by the State Government in consultation with the Mayor. The Commissioner is an IAS officer of the rank of Principal Secretary to the State Government and as per the Karnataka Municipal Corporation Act, 1976; the Commissioner is vested with the executive powers of the Corporation. This is followed by a direct reporting line of Special and Additional commissioners at the head office. At present, the BBMP has two special commissioners and three additional commissioners - Special Commissioner (Projects), Special Commissioner (Resources and Finance), Additional Commissioner (Administration), Additional Commissioner (Health and Solid Waste Management) and Additional Commissioner (Welfare). All 12 departments of the BBMP and various cells, wings and projects under these departments are organized under the charge of these five officials who report to the Commissioner. The Special/Additional Commissioners are also from the IAS.

6.1.2 Administration at the Zonal level

A Zonal Commissioner/ Joint Commissioner heads the zonal level administration at each of the eight zones of the BBMP and reports to the Commissioner. The Zonal Commissioners are vested with executive powers in their jurisdiction. The departments which have their offices at the zonal level are: Revenue, Finance, Engineering (including Town Planning), Horticulture, and Health (including Animal Husbandry), Advertisement and Education. Each of these departments is represented by a zonal head whose designation varies across departments. The Zonal heads of the departments reports to the Zonal Commissioner. A Zonal Deputy Commissioner assists the Zonal Commissioner on revenue, elections and administration related matters.

6.1.3 Administration below Zonal level: Divisions, Sub Division and Wards

Below the zonal level, there are 30 divisions which approximately overlap with 28 Legislative Assembly constituencies. Each division comprises 2-3 sub-divisions. Further down, each sub-division comprises 2-4 wards. There are a total of 198 wards. At the division, sub-division and ward levels, departments of revenue, engineering and health have their staff. Rest of the departments operate from the head office and/or the zonal offices. The organisational structure at the zonal level is given in *Exhibit 6B*.

6.1.4 Current Staffing

The BBMP has a staff strength of 9917 as against the total sanctioned strength of 19,223 posts for the 12 departments. There are four categories of staff working in the BBMP. They are: (i) officers of the All India Service and the State Civil Service who occupy senior administrative positions, (ii) staff directly recruited as BBMP employees, (iii) staff on deputation from the state government departments and (iv)

outsourced employees. There are over 500 employees on deputation mostly in the departments of engineering, forests and horticulture. The outsourced employees are mainly *pourakarmikas* (sanitary workers) and data entry operators. Based on the number of sanctioned and working posts, the Health Department is the largest department with a total working strength of 1423 (excluding *pourakarmikas*). Currently, the number of working staff is below the sanctioned strength in almost all departments.

The following is a brief description of the functions of the 12 departments:

- **Administration:** In charge of all service matters of the BBMP staff such as recruitment, training, and disciplinary actions. Besides, it currently looks after elections, statistics and land acquisition matters.
- **Accounts:** In charge of all matters relating to budget; salary, pension and PF; revenue, certification of accounts, settlement of audit objections and so on.
- **Revenue:** In charge of assessment and collection of property tax, which is the main source of revenue for the BBMP. It is also in charge of issuance of *khata* (*private property records*), amalgamation/bifurcation of *khatas* and matters relating to property disputes.
- **Health:** In charge of public health and the BBMP's hospitals. The public health wing issues trade licenses, monitors the outbreak of infectious diseases, sanitary measure in markets, eateries, factories and slaughter houses. It is also in charge of registration of births and deaths.
- **Engineering:** The Engineering Department has a number of wings such as Projects, Storm Water Drain, Road Infrastructure, Town Planning, Lakes and Technical Vigilance. The Town Planning wing is responsible for framing building bye-laws, monitoring violation of building by-laws, and issuing plan sanction, commencement certificates and occupancy certificate for buildings. It also plays an advisory role on issues of town planning and transfer of developmental rights. The projects wing operates in the head office and deals with the major works across the city while other wings are responsible for implementation and maintenance works in their respective domains. The quality control wing inspects and certifies the quality of the engineering works taken up by the BBMP. Solid Waste Management is also under the Engineering department. However, now it is being carved out into a separate department.
- **Horticulture:** Maintains public parks and greenery in traffic islands.
- **Forests:** Issues tree licenses, maintains trees and urban forests; plants saplings to increase the green cover of the city.

- **Welfare:** In charge of spending the mandatory budgetary allocation for SC/STs. It also runs programs for women, physically handicapped and other disadvantaged sections.
- **Advertisement:** In charge of regulating and collecting advertisement tax for hoardings in private properties.
- **Legal Cell:** Provides legal opinion sought by various departments and legal services with respect to all court cases involving the BBMP.
- **Education:** In charge of BBMP's schools and play grounds. The BBMP has 152 educational institutions ranging from nursery to degree colleges, and 153 play grounds.
- **Estates:** Maintains the records of all the public land owned by the BBMP.

These departments together cover almost all the functions of urban local bodies as listed in the 12th Schedule of Constitution, except water supply, land use regulations and planning, which in Bengaluru are undertaken by the BWSSB and the BDA respectively.

6.2 PART 2: THE CURRENT MANPOWER CHALLENGES

The BBMP's administrative system presented in the previous section is characterized by serious deficiencies. Its capacity to meet the growing challenges of the city's governance is grossly inadequate. The capacity gap and the factors responsible for it are discussed in detail in this part.

6.2.1 Capacity Gap

- **Shortage of Staff:** The BBMP is acutely understaffed. Of the total sanctioned strength of 19,223 posts, 9307 (nearly 50 per cent) are vacant. This problem is addressed partly by hiring contract staff, especially in the Solid Waste Management wing where contractual *pourakarmikas* constitute over 80 per cent of the total strength. However, even when we consider the number of vacancies sans *pourakarmikas*, the overall vacancy level hovers around 35 per cent which is still quite high considering the growing problems of the city.
- A department-wise analysis of the vacancy (Fig 6a) shows that almost all departments operate with less than the sanctioned number of employees. It should also be noted that the existing sanctioned strength itself has not been estimated based on any objective criterion such as physical capacity of the frontline staff and span of control of supervisory staff. A comprehensive HR mapping of the BBMP done by Bengaluru-based NGO *Janaagraha* with Aon Hewitt (2014) has found that the sanctioned strength is significantly short in several departments and that it fails to meet the nationally prescribed norms for a number of the key posts.

Department	Sanctioned Posts	Working Employees	Vacancy	Percentage of Vacancy
General Administration	2,575	1,838	737	28%
Accounts	93	92	1	1%
Legal Cell	25	10	15	60%
Revenue	1,111	845	266	24%
Forest	4	21	-17	---
Horticulture	964	452	512	53%
Works	2,795	2,126	669	24%
Health (excluding pourakarmikas)	2,719	1,423	1,296	47%
Education	937	429	508	54%
Total*	11,223	7,236	3,987	35%

Fig 6a : Department-wise vacancy position in the BBMP; Source: BBMP

A post-wise analysis of vacancy (Fig 6a&b) highlights the gravity of the situation as the vacancies are higher in such critical posts such as revenue officers/deputy revenue officers and assistant revenue officers in the Revenue Department, and Medical Officers of Health (MoH) and Auxiliary Nursing Midwives (ANM) in the Health Department. There is also a heavy shortage of ground-level operational staff such as gangmen in the Engineering Department and gardeners in the Horticulture Department. The overall vacancy position is highest in the law department, despite a two-fold increase in the number of pending cases (from 3257 in 2007 to 6957 in 2015). The shortage of revenue officers/deputy revenue officers is a whopping 90 per cent and this to a large extent explains the BBMP's inability to adequately tap its vast revenue potential.

Department	Post	% of Vacancy
Revenue	Revenue Officer/Deputy Revenue Officer	86%
	Revenue Inspector	29%
Health	Medical Officer of Health	59%
	ANM	61%
Works	Head Gangman	95%
	Gangman	50%
Horticulture	Gardener	57%

Fig 6b- Percentage of vacancy in Revenue, Health, Works and Horticulture department at middle and ground-level positions

(All the figures are from the Addnl Commissioner –BBMP Administration)

New areas were brought under the jurisdiction of the erstwhile Bangalore City Corporation to form the BBMP in 2007 without a corresponding increase in the staff strength. Although 1107 new posts were sanctioned to meet the requirements of the extended jurisdiction, most of them were not filled. The spatial distribution of the staff across the city is also highly skewed. Of the eight zones of the BBMP, the East and South Zones have much higher staff per population when compared to the remaining six zones of which five are in the newly added areas, as shown in Fig 6c.

Zone	Population 2011	Number of Staff	# Staff per lakh population
East	1,380,269	1,730	125
South	2,049,337	3,842	187
West	1,701,493	412	24
Bommanahalli	880,161	562	64
Dasarahalli	580,670	104	18
Mahadevpura	703,443	538	76
Rajarajeshwarinagar	410,213	354	86
Yelahanka	738,089	582	79

Fig 6c- showing the population and number of posts at the Zonal level

(Source:Janagraha-Aon Study 2014)

Besides the shortage of staff, a more serious aspect of the capacity gap is the lack of skills and competencies among the existing staff to meet the demands of their job. This has arisen primarily because of three reasons: (i) outdated C&R Rules; (ii) heavy dependence of deputation and outsourcing; (iii) lack of induction and in-service training.

Outdated C&R Rules: The BBMP has been using C&R Rules framed over 45 years ago. Although these C&R Rules were revised in 2013-14, the draft is yet to receive the state government's approval. As a result, BBMP recruitments are governed by a set of outdated rules and procedures. These Rules do not take into account the requirement of skills and competencies among the staff to meet the current challenges of urban governance. They do not cover a large number of posts which have since been created in view of the newer responsibilities that the BBMP has come to shoulder under the 74th Constitutional Amendment and because of the manifold increase in the city's population. The Rules do not recognize the need for specialized knowledge to perform certain kinds of jobs in urban governance. For example: Engineering department recruits general engineering graduates and then deploys them to departments where their roles call for specialist knowledge. Engineers with a civil engineering degree

man town planning department where specialist skills of an urban planner is required. A study titled “Capacity Building for Urban Local Bodies in India” conducted by the Indian Institute of Management (2013) makes the following observation about the Solid Waste Management(SWM) Department:

All engineers employed in the SWM department have an entry qualification of Bachelor in Engineering, with no particular specialization and have received no additional training. However, the national norms specify that the engineers employed in an SWM department must have a minimum qualification of a Bachelor in Public Health Engineering.

The C&R Rules provide time-bound promotion of employees to higher level of posts, without prescribing any additional qualification. Although passing a departmental examination is necessary for promotions, these examinations are conducted without much rigor. This has resulted in those with very low qualification occupying some of the key positions. In the current set up, a person who has passed just class 10 can be promoted up to the rank of a deputy commissioner and one with a diploma in engineering can serve as an executive or superintendent engineer.

Dependence on Deputed Staff: A number of important posts in the BBMP are being filled by way of deputation from various departments of the state government without ensuring that the staff so deputed possesses the required competence to discharge their responsibilities. While the overall number of deputed staff constitutes less than 10 per cent of the total strength, it is important to note that the heads of all the key departments such as Engineering, Health, Forests, and Horticulture are recruited on deputation from the state government. Deputation is high in departments such as town planning (69 per cent) and engineering works department (53 per cent).

While deputation to some kind of posts may be unavoidable for reasons such as lack of expertise among the BBMP staff or difficulties in maintaining an independent cadre for small departments, large scale deputation in key departments such as works, town planning etc., has adversely affected the capacity of the administration as admitted by senior officials of the BBMP. The staff on deputation often lacks a sense of ownership and is difficult to be held accountable.

Inter-departmental issues: The key departments of the BBMP are not properly organized leading to a lack of effective top-level management and insufficient control over the lower level staff. For example, the resource-generating departments such as revenue, advertisements, markets etc., are not under a single head of the department. Often the difference between a department and a wing or a cell in a department is not clear. Different official documents list departments and organisational charts differently. The regulatory departments have poor enforcement capacity. Officials of the Markets

Department admitted to their difficulties to revise the rentals or to recover the arrears as they faced threat from anti-social elements.

Frequent Transfers: Section 14(1) of the Karnataka Municipal Corporations Act says that a municipal commissioner will ‘...ordinarily hold office for a period not less than two years.’ However in the past five years, the BBMP has had six commissioners with terms ranging from four months to 18 months. Other key officials in the leadership position such as special commissioner and zonal commissioners also do not have security of tenure for them to undertake any systemic changes and reforms.

Lack of Induction and Training: While outdated C&R Rules and deputation of staff without relevant experience demand regular training and upgradation of skills among the working staff, there is no proper provision for training. The BBMP has a HR department which is not properly equipped to meet the professional training needs of the staff. The refresher programs that are conducted now are neither well organized, nor are they regular. No induction program is conducted for the newly recruited employees and they are directly assigned responsibilities without training or orientation. Due to the lack of orientation and training, the dependency of new recruits on seniors even for procedural and administrative matters is high.

6.3 PART 3 - OVERCOMING MANPOWER CHALLENGES – A NEW AGENDA

For improving the governance of the city, the manpower challenges highlighted in the previous part needs to be addressed. In this part, we have given a road-map for restructuring and professionalizing manpower in the proposed three-tier governance framework for Bengaluru. First, manpower needs to be reorganized at the three proposed levels of administration – the Greater Bengaluru Authority (GBA), municipal corporations and wards as shown in the *Exhibit 6C*. Along with the reorganization, a number of measures need to be initiated to professionalize and build the capacity of the staff.

6.3.1 Reorganized Administrative Structure

Administrative Structure at the GBA level: As part of the proposed reorganization of manpower, the departments dealing with projects and functions which need to be carried out on a city-wide scale cutting across the boundaries of five proposed municipal corporations will be shifted to the Greater Bangalore Authority (GBA). A Metropolitan Commissioner will head the administration at the GBA. Accordingly, three departments from the corporation level need to be shifted to the GBA level. These are the Department of Town Planning, the Department of Projects and the Legal Cell. Along with these, the current parastatal agencies such as the Bangalore Development Authority and the Bangalore Water Supply and Sewerage Board will also be integrated with the GBA’s administrative structure. At

the GBA level, the Department of Town Planning will be renamed as the Department Planning and Development and will be headed by a Special Commissioner. The town planning functions of the BDA would be suitably merged with the Department of Planning and Development. The Department of Projects will be renamed as the Department of Major Projects and it will also be headed by a Special Commissioner. The Department of Major Projects will also include an e-governance unit to plan IT solutions for all five municipal corporations. The legal cell will be headed by a retired district and session's judge. The two special commissioners, the head of the legal cell and heads of the parastatal agencies will report to the Metropolitan Commissioner.

We also suggest that the Technical Vigilance Cell of the engineering department could be placed under the Greater Bengaluru Services Ombudsperson which is proposed as an independent body at the GBA level. The staffing structure for the various departments at the GBA level needs to be assessed in a separate exercise.

Administrative Structure at the Corporation level: With the shifting of some functions to the GBA as outlined above, the existing 12 Departments of the BBMP can be re-organized into nine departments with clearly defined functions at the proposed corporation level. These nine departments and the rationale for their re-organization are given below.

- **Department of Resources:** The existing departments of Revenue, Advertisement and Markets have been brought under a single department called the Department of Resources as all three deal with resource mobilization. This would enable the Municipal Corporation to take up well coordinated measures to maximize its revenue from all sources. Any other revenue generation function should also be under this department.
- **Department of Finance:** At present the department of finance is under general administration. In the proposed structure, the department of finance will be an independent department and all finance, accounts and budget related functions should be brought under this department.
- **Department of Works:** This department would deal with all engineering related works (civil, mechanical and electrical) except those shifted to the GBA and other departments. With the shifting of overall planning function to the GBA, town planning functions at the corporation level will be limited to issuing building licenses and occupancy certificates. Hence the department of town planning at the corporation level may be dispensed with and the jurisdictional engineers may be allowed to sanction building plans and occupancy certificates.
- **Department of Health:** The Department of Health currently deals with both public health and hospitals. The Animal Husbandry wing which deals primarily with animal birth control, and

sanitation and licensing of slaughter houses, is under the health department. However, since the solid waste management is being moved out of the purview of this department, staffing needs to be rationalized.

- **Department of Solid Waste Management:** This should be separated from the Health Department and organized as an independent Department as per the National Solid Waste Management Guidelines.
- **Department of Ecology and Environment:** All the functions relating to urban ecology and environment including parks, forests and lakes should be brought under one department – the department of Ecology and Environment. Currently Parks are under the Horticulture Department, Forests are under the Forest Department and Lakes are under a unit of the Engineering Department. Since, these three domains work for the protection of the environment and promotion of ecological balance, they need to be brought under one department.
- **Department of Land Management:** Currently, the estates department manages the records of all public land records. In addition to this, BBMP has a land acquisition wing which is under general administration department. The public spaces such as play grounds are with the Education Department. Since urban land management is an area of vital importance, all these land-related functions should be ideally brought under one department.
- **Department of Social Justice and Poverty Alleviation:** The existing department of welfare, which is in charge of spending SC/ST funds and its ambit expanded in accordance with the mandate of the 12th Schedule of the Constitution. The 12th Schedule lists “safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded”; and “urban poverty alleviation” as two distinct functions of the urban local bodies. Accordingly the welfare department may be renamed as the Department of Social Justice and Poverty Alleviation
- **Department of General Administration:** In the reorganized set up the General Administration Department will encompass personnel, public relations, elections, IT cell, statistics, and council secretariat. The land acquisition wing which is currently under the General Administration has been moved to the Department of Land Management. With the shifting of the office of the legal cell which is currently under the General Administration to the GBA, individual corporations may have a smaller team of advocates. The strength of the team may vary depending on the number of pending cases.
- **Discontinuation of Education Department:** In view of the minimal contribution of BBMP schools to the delivery of school level education in the city, we recommend that the BBMP education department be merged with the state government education department. It may be noted here

that general education is not among the functions delegated to the urban local bodies under the 12th Schedule of the Constitution. All the nine departments will have separate heads reporting directly to the Municipal Commissioner.

Administrative Structure at the Zonal Level

In the current set up, the departments of Revenue, Engineering (including town planning), Horticulture, Health (including Animal Husbandry), Finance, Advertisement and Education have their offices at the zonal level. However, this is not a uniform arrangement across the eight zones as some departments have no representations in some zones. In the proposed set up, we recommend that all the departments at the head office, except the general administration department; will have their operational wings at the zonal level. The zonal heads of these departments will report to the respective zonal commissioner. Further, we recommend that the post of the zonal deputy commissioner may be discontinued in view of the smaller jurisdiction of the zones and strengthening of the individual departments.

Administrative Structure at the Ward Level

In the existing set up, the departments of Engineering, Revenue and Health have their offices at the ward level. The officials present at the ward level are Assistant/Junior Engineer, Tax Inspectors/Bill Collector and Health Inspectors. In the proposed structure, in addition to these, an environmental officer and a health inspector of the Solid Waste Management will also be present at the ward level. Further, the senior-most of the officials present at the Ward level will be designated as Ward Secretary to coordinate all works at the ward level. The Ward Secretary will report to the Ward Committee. The organisational chart in accordance with the reorganized administrative structure at the GBA, Corporation Head Office, Zonal Office and Ward Level is shown in *Exhibit 6N*.

6.3.2 Professionalization and Cadre & Recruitment Reforms

Along with the restructuring and reorganization detailed in the previous section, the existing outdated Cadre and Recruitment Rules need to be revised to (i) provide for a stringent process to recruit staff at all levels and (ii) to minimise deputation from the state government and (iii) provide for lateral entry to select the best available talent from the public, private and non-profit sectors to manage the governance of the city. Below we discuss some of the major recommendations in this regard.

Human Resources Cell: A Human Resources Cell should be set up at the GBA level to oversee the entire process of recruitment, training, promotion and assessment of the staff for all the five corporations, according to the revised C&R Rules. Through a process of lateral entry and direct recruitment explained later in this section, the Cell should coordinate (i) the selection of professionals

to the leadership roles in all the functional departments and (ii) recruitment and maintenance of independent city cadres in the following heads of municipal services

- i. Municipal Administrative Service (for executive roles in personnel and administration)
- ii. Municipal Technical Service (in the functional areas of engineering, sanitation, urban planning and transportation, e-governance)
- iii. Municipal Finance Service (in the functional areas of municipal finance, revenue and accounts)
- iv. Municipal Social Development Service (in the functional area of poverty alleviation and welfare)

Some expert committees have suggested these municipal services at the state level. The Second Administrative Reforms Commission has, however, favoured municipal-level recruitment of personnel, instead of a state-wide municipal cadre. Since the decision regarding creating state-level cadres is to be taken by the union and the state governments, we recommend that above mentioned services be introduced in Bengaluru as city cadres. If and when the state-wide cadre is created, the city cadres in Bengaluru may be merged with it. Karnataka is one of the states which already has a generalist municipal administrative service (KMAS). Members of this cadre may be allotted to municipal bodies other than those in Bengaluru. However, KMAS members may be considered for specific posts in Bengaluru Corporations through the selection process prescribed for the posts concerned.

Lateral Entry: Lateral entry should be allowed to the posts of the heads of department (leadership roles) which are currently held only by the IAS and State Civil Service officials. These posts should be open to be filled by domain experts outside the government. However, if such domain expertise is available within the existing central service or All India Service cadres they may be considered these posts through an appropriate process of selection.

Appointment of Commissioners and Zonal Commissioners: The posts of Metropolitan Commissioner and Corporation Commissioners may continue to be filled by officials of the Indian Administrative Service borne on the Karnataka Cadre. However, instead of routinely posting IAS officers for these posts, those with considerable experience and training in urban governance should be given preference.

The posts of Zonal Commissioners are currently being filled by promoting BBMP officials or drawing on any state government service officials. We recommend that these posts should be filled only by senior Karnataka Administrative Service Officials with previous experience of having worked in urban local bodies. Their appointment should also be subject to a process of selection in which relevant previous experience, training, interest and aptitude need to be ascertained.

The rationale of having only the IAS and KAS officials for the posts of Commissioners and Zonal Commissioners respectively is that these are the posts which require the officers to coordinate with elected representatives and various departments both within the BBMP and in the State Government. These responsibilities can be better handled by the All India Services and State Civil Services officials as they are exposed to such roles from the beginning of their career. A tenure of at least 2.5-3 years is suggested. In due course one could consider lateral recruitments for these posts too.

As mentioned earlier, we recommend that the heads of nine reorganized functional departments at the municipal corporation level, be drawn from a wider pool of talent in both private and public sectors. Specifically, we would like to make the following recommendations:

- The post of the head of the resources in each corporation may be drawn from the Indian Revenue Service (IRS) with a proven record in revenue mobilization efforts.
- The head of the finance department may be a chartered accountant or a member of Indian Accounts and Audit Service.
- The head of the solid waste management unit may be an environmental engineer drawn from either public or private sector with considerable experience in solid waste management in India or abroad.
- The head of the Engineering Department may be from among the cadre of corporation engineers or from a state government department but to be chosen from a panel of eligible candidates through a rigorous screening process.
- The head of health department should be an expert in public health management. He or she may be chosen from within the corporation's cadre of health officer or from the private sector.
- The head of the department of forests, horticulture and lakes can be an urban environment specialist with considerable experience in managing urban ecology and environment. If the post is to be filled by drawing on Indian Forest Service Officials their training and experience relevant to the job and aptitude should be ascertained through a selection process.
- The head of urban poverty alleviation department (currently welfare) can be a development specialist with considerable experience in planning, executing and evaluating poverty alleviation schemes in the non-governmental sector.
- The head of the urban land management may be drawn from the State Department of Revenue or the Department of Survey, Settlement and Land Records.
- The head of the administration department may continue to be an IAS officer or a senior KAS officer.

Direct Recruitment: Along with the lateral entry for senior managerial posts, all other posts should be filled by direct recruitment or promotion. Deputation to these posts should be discontinued except in those cases where it is difficult for the corporation to maintain a cadre of its own or when the corporation cannot find the requisite staff from within its cadres. Those coming on deputation must fulfil the minimum qualification and experience laid down for the post concerned. The C&R rules should clearly specify the ratio of direct recruitment and promotions with respect to each category of posts. The promotions should also be through a process of selection as that of direct recruitment.

Outsourcing Selection Process: The HR cell may outsource the candidate selection process to centres of excellence such as Indian Institutes of Management in the cases of lateral entry to leadership roles and direct recruitment to key posts. The current model of recruitment enlisting the services of institutions outside the government followed by the BWSSB and KPTCL may be studied and followed. The recruitment of AROs and ROs may be assigned to the Indian Institute of Management as ROs and AROs are key functionaries in managing resource mobilization at the field-level and hence are required to possess proper aptitude and competence required to carry out this function. Selection of candidates for various engineering posts may be outsourced to technical institutions of repute keeping in view the kind of specialization required for the posts being filled.

Fixed Tenure for Commissioner: The Section 14(1) of the KMC may be suitably amended to provide security tenure for the commissioner for at least two (ideally three) years. This would enable the commissioners to plan for long term improvements in governance and to reform the system without being constrained by political expediency.

Induction and Training: All the new recruits should go through mandatory foundation training as well as mid-career training as a pre-condition for promotion. Training can be organized in partnership with private institutions and the Karnataka State Institute of Urban Development which was established by the government with the mandate to train municipal staff.

6.3.3 Manpower Assessments using Scientific Methods

The manpower requirements at various levels and various categories of posts needs to be estimated using a scientific method such as the Destination Organization Chart (DOC) developed by *Janagraha and Aon* which allows required staff strength to be estimated against specific volume of works to be executed in a given time frame. Any such estimate should also take into account the use of technology for upgrading various processes of administration. We suggest that a separate committee of experts should be constituted to estimate the sanctioned strength of staff on a scientific basis.

Performance Assessment

A stringent annual performance review process should be in place and it should be done in a fair and transparent manner. The HR Cell should coordinate this process with the department heads and the head of administration department of the municipal corporation concerned.

Human Resource Management System (HRMS): IT-based management tools such as Human Resources Management System can be deployed to automate the tracking of staff data pertaining to skills, capabilities, performance appraisal, learning management, attendance and payroll. This can help reduce the manual workload of these administrative activities at the head office.

Abolition of Posts: A large number of posts both at the head office and zonal level, which have no relevance in the changed circumstances, need to be either abolished or redeployed. A list of over 100 posts which could be abolished has been drawn as part of the draft revised C&R Rules of 2013-14.

6.4 PART 4: DEPARTMENT-WISE PRESENTATION OF PROPOSED CHANGE

This section presents an overview of changes proposed in all the nine restructured department. The major changes recommended in Cadre and Recruitment Rules are also presented.

6.4.1 Administration

Major Changes Proposed in Department: Administration (Exhibit 6D)

- Head of Legal Cell moved to GBA
- Number of Assistant Commissioner posts reduced and Deputy PRO abolished in view of smaller jurisdiction of the corporation
- The Land Acquisition wing has been moved to the proposed Department of Land Management

Proposed C&R Changes: Administration

- For the post of the PRO, direct recruitment should be preferred as opposed to current practice of deputation from the department of information of the state government. Graduation with at least five years experience in public relations and media should be the minimum qualification.
- Method of recruitment and qualifications for all other posts as per draft revised C&R Rules 2013.

6.4.2 Finance

Major Changes in the Department: Finance

The existing department of accounts has been renamed as department of finance. The organisation of the department continues as it exists as shown (*See Exhibit 6E*)

Major Changes in the Cadre and Recruitment Rules: Finance

- Lateral entry may be allowed to fill the post of the head of this department
- The head of the department should be chartered accountant with considerable experience in public or private sector organisation or a member of the Indian Accounts and Audit Service.
- For other posts in the department, the method of recruitment and promotion, and minimum qualification laid down in the revised Draft Cadre and Recruitment Rules 2014 may be followed.

6.4.3 Resources

Major Changes Proposed in the Department: Resources*(See Exhibit 6F)*

The existing revenue generating departments of Revenue, Advertisement and the Markets wing to be integrated into a new department of Resources

Major changes Proposed in the Cadre and Recruitment Rules: Resources

Head of the Department: An IAS officer with considerable experience in resource mobilisation; Or to be recruited through lateral entry or deputation from Indian Revenue Service (IRS).

- Deputy Commissioners: IAS/KAS with suitable experience in urban governance/ promotion from the rank of BBMP ROs
- AROs and ROs: Graduates in any discipline to be selected through a rigorous competitive examination. The process of selection may be outsourced to IIMB. A proportion of the posts may be reserved for BBMP Revenue Inspectors and other junior cadres subject to their clearing the ROs/AROs recruitment examination.
- Method of recruitment and Qualifications for all other posts as per draft C&R Rules 2013.

6.4.4 Works

Major Changes Proposed in the Department: Works*(See Exhibit 6G and 6H)*

- The Post of the Engineer-in-Chief to be discontinued
- The Major Projects, Town Planning and TVCC wings to be shifted to the GBA. However, Corporation level projects including building plans and electrical works will be retained at the Corporation and Zonal levels
- The Lakes wing to be shifted to the proposed Department of Ecology and Environment
- The Solid Waste Management Wing to be shifted to the newly created SWM Department
- The zonal head of the engineering department to be a Superintending Engineer instead of a chief engineer in view of (i) reduced size of the zone (ii) separation of a number of functions currently

handled by engineering wings to separate departments such as SWM and Ecology and Environment.

- The engineering department at appropriate level to be vested with the powers to sanction building plans and issue occupancy certificates since the Town Planning wing has been shifted to the GBA.

Major Changes Proposed in the C&R Rules: Works

- Head of the Department to be filled by way of promotion or lateral entry or deputation subject to a process of selection.
- Deputation of engineers at all others levels, from the PWD and other State Government Departments, to be discontinued unless under special circumstances approved by the GBA or the Commissioner. All these posts to be filled either by way of promotion or direct recruitment. Lateral Entry to be allowed in suitable cases.
- The current practice of recruiting 30 per cent mechanical engineers to be discontinued. All posts to be filled by civil engineers unless the specific post requires a degree in mechanical engineering or other areas.
- For all key positions in the Town Planning Department now slated to be located at the GBA level, a degree in urban planning should be made mandatory
- Method of recruitment and Qualifications for all other posts as per draft C&R Rules 2013.

6.4.5 Health

Major Changes proposed in the Department: Health*(See Exhibit 6I)*

- Solid Waste Management wing will be separated from Health
- The Department of Animal Husbandry will be part of the Health department
- In view of the reduced work load (with shifting of SWM to a separate department) and the reduced size of the zone, there will be deputy health officer instead of a health officer at the zonal level
- The number of senior health inspectors and junior health inspectors at the sub-division and ward level needs to be rationalized as they are now primarily concerned only with public health and issuance of trade licenses.

Major Changes Proposed in the C&R: Health

- The head of the health department to be promoted from the cadre of BBMP health officers instead of deputation from the State Health Department. In case of deputation under unavoidable circumstances, it should be ensured that the candidate has suitable experience in public health.
- Lateral entry to be considered for the Post of Deputy Health Officer (Public Health) at the head office.
- Deputation should be avoided as far as possible for all the posts.
- Method of recruitment and Qualifications for all other posts as per draft C&R Rules 2013.

6.4.6 Solid Waste Management

Major Changes Proposed in the Department: SWM(See Exhibit 6J)

- This is a new Department to be set up under the Solid Waste Management Rules
- Separate Senior Environmental Officers, Health Inspectors and Pourakarmikas to be in charge of managing Solid Waste generated in Households and Markets.
- Separate Health Inspectors to be posted to deal with House and Bulk solid waste in in sub-divisional and ward level
- The spatial distribution of the personnel to be finalized based on a scientific study of the solid waste generation in a given area.

Major Changes Proposed in the C&R Rules: SWM

- Lateral entry should be allowed to fill the post of the head of the Solid Waste Management. A candidate with considerable managerial experience in Solid Waste Management in major cities in India or Abroad may be considered for the post.
- For all technical posts from Environmental Officer up to the Superintending Engineer (Environment) a bachelor's degree in environment engineering or public health engineering should be mandatory. Superintending Engineers post may be filled by promotion subject to this condition. The posts of Environmental Officers are to be filled through direct recruitment. The selection process may be outsourced to an institution of excellence in the field.

6.4.7 Ecology and Environment

Major Changes Proposed in the Department: Ecology & Environment(See Exhibit 6K)

- The existing departments of Forests and Horticulture and the Lakes wing of the Engineering Department have been integrated to propose this new department. This has been done since all these three departments broadly deal with issues relating to ecology and environment in the city.

Since three departments need to function in coordination and take decisions keeping an integral view of the urban ecology and environment an integrated department of ecology and environment is suggested

Major Changes Proposed in Cadre and Recruitment Rules: Ecology & Environment

- Lateral entry may be allowed to fill the post of the head of this department.
- If the officials in the Indian Forest Service are to be appointed then only those with exposure and experience in urban forestry and ecology should be considered.
- Although a bachelor degree in civil engineering is to be the minimum qualification for engineers in the lakes wing of this department, preference should be given to those with additional qualification and experience in environmental engineering
- For all other posts, the method of recruitment and minimum qualifications prescribed in the revised C&R Rules 2014 can be followed.

6.4.8 Department of Land Management

Major Changes in the Department: Land Management *(See Exhibit 6L)*

- The existing Estates Department and the Land Acquisition Wing from the General Administration have been brought together to propose this department
- Currently, the estates department manages the records of public. The records of the private land are held by the Revenue Department. Land acquisition for public purposes is managed by a separate wing attached to the General Administration Department. Management of both public and private land needs to be strengthened in the city and to start this process an integrated land management department which combined all land management and land records management functions is necessary. Another reason for proposing this department is that with the proposed discontinuation of the education department, a number of play grounds also need to be managed.

Major Changes in the Cadre and Recruitment Rules: Land Management

- Key posts in this department including head of the department may be on deputation from the Revenue Department or from the Survey Settlement and Land Records (SSLR) of the State Government
- For all other posts, the method of recruitment and promotion, and the minimum qualification laid down in the revised draft Cadre and Recruitment Rules – 2013-14 can be followed.

6.4.9 Department of Social Justice and Poverty Alleviation

Major Changes Proposed in the Department: Social Justice and Poverty Alleviation *(See Exhibit 6M)*

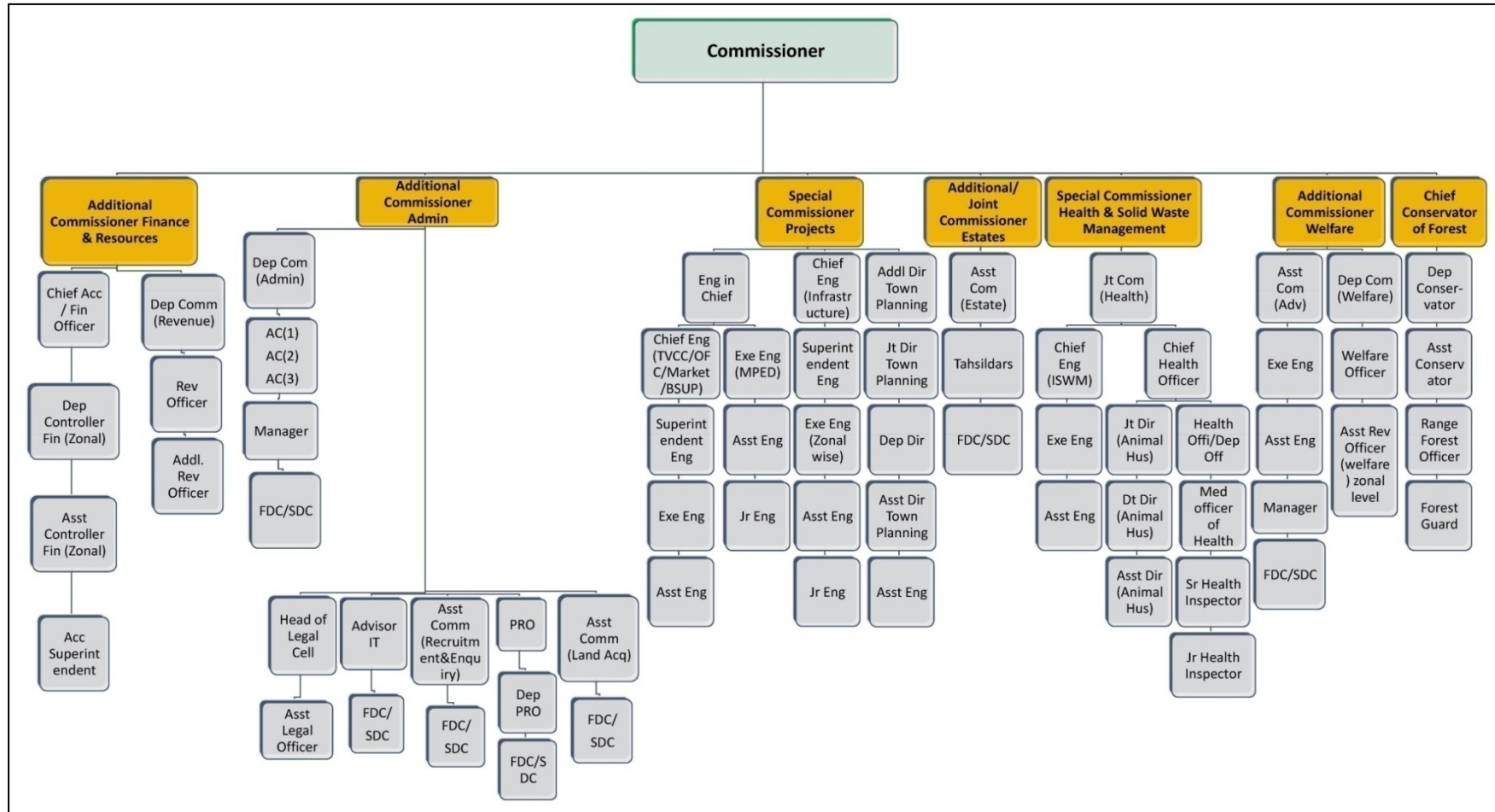
- The existing welfare department has been renamed as the Department of Social Justice and Poverty alleviation as this department is concerned mainly with spending of mandatory allocation for SC/STs rather than welfare in general. The department also has some programmes for OBCs, Physically handicapped and Women. The 12th Schedule of the Constitution lists poverty alleviation as one of the main functions of the urban local bodies. The mandate of the department may be extended to cover the poverty alleviation programmes also in the future.

Major Changes Proposed in Cadre and Recruitment Rules: Social Justice & Poverty Alleviation

- Lateral entry may be allowed for the post of the head of the department. A development expert with considerable experience in formulating, executing and evaluating programmes for the disadvantaged section may be considered for the post.
- For other posts, the method of recruitment, promotion and minimum qualification prescribed in the revised draft Cadre and Recruitment Policy can be followed.

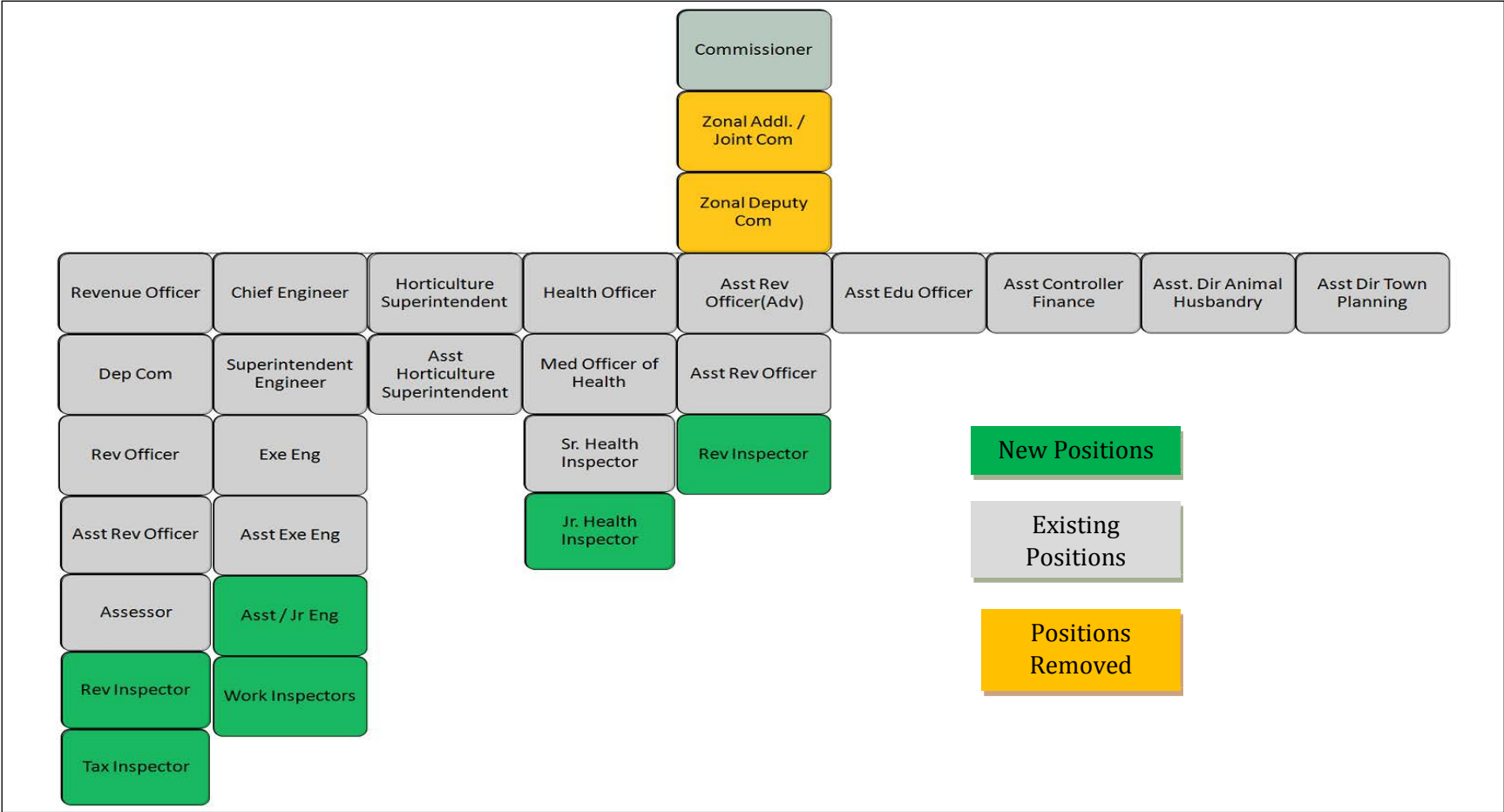
HUMAN RESOURCE MANAGEMENT

Exhibit6A: BBMP Existing Organizational Chart



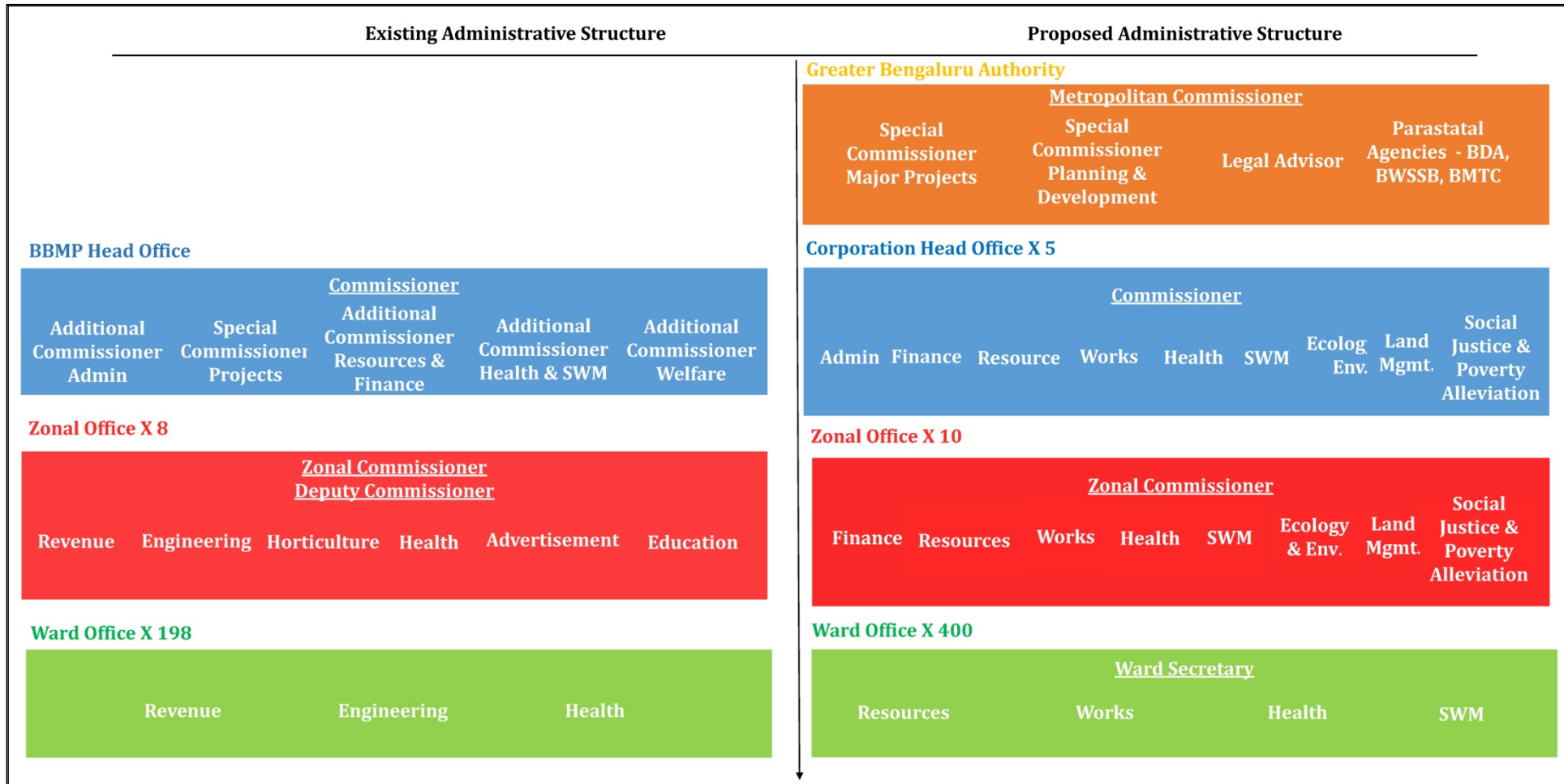
HUMAN RESOURCE MANAGEMENT

Exhibit6B: BBMP Zonal Organization Chart



HUMAN RESOURCE MANAGEMENT

Exhibit 6C BBMP Existing and Proposed Organizational Structure.



HUMAN RESOURCE MANAGEMENT

Exhibit 6D- Administration Department.

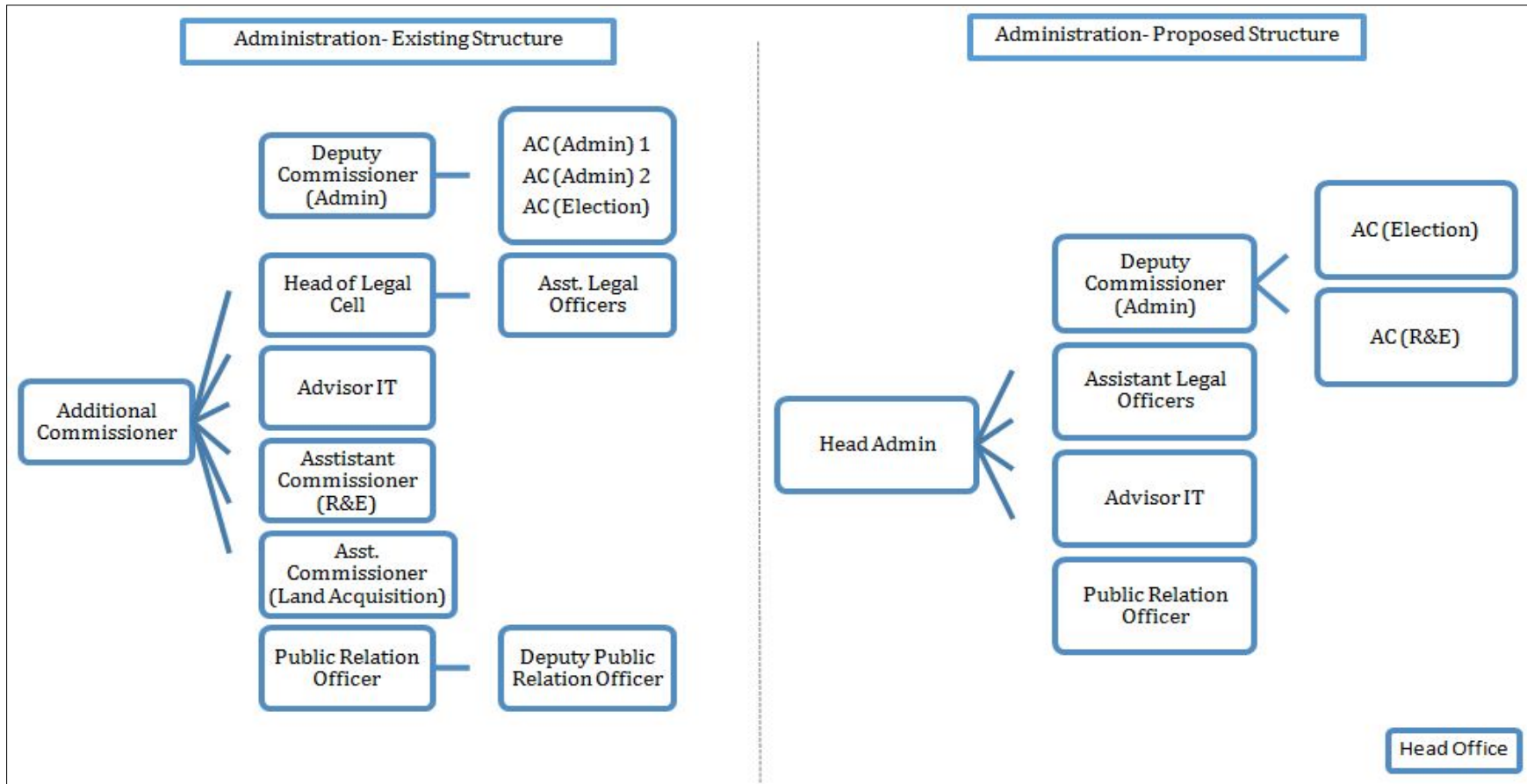
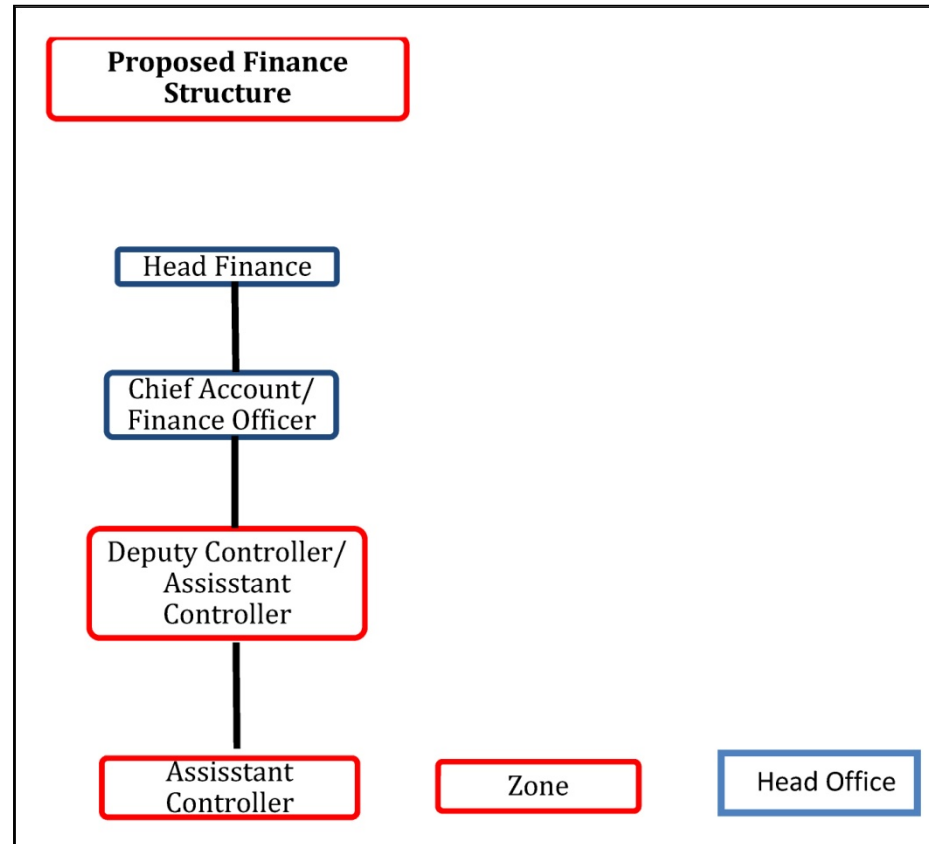
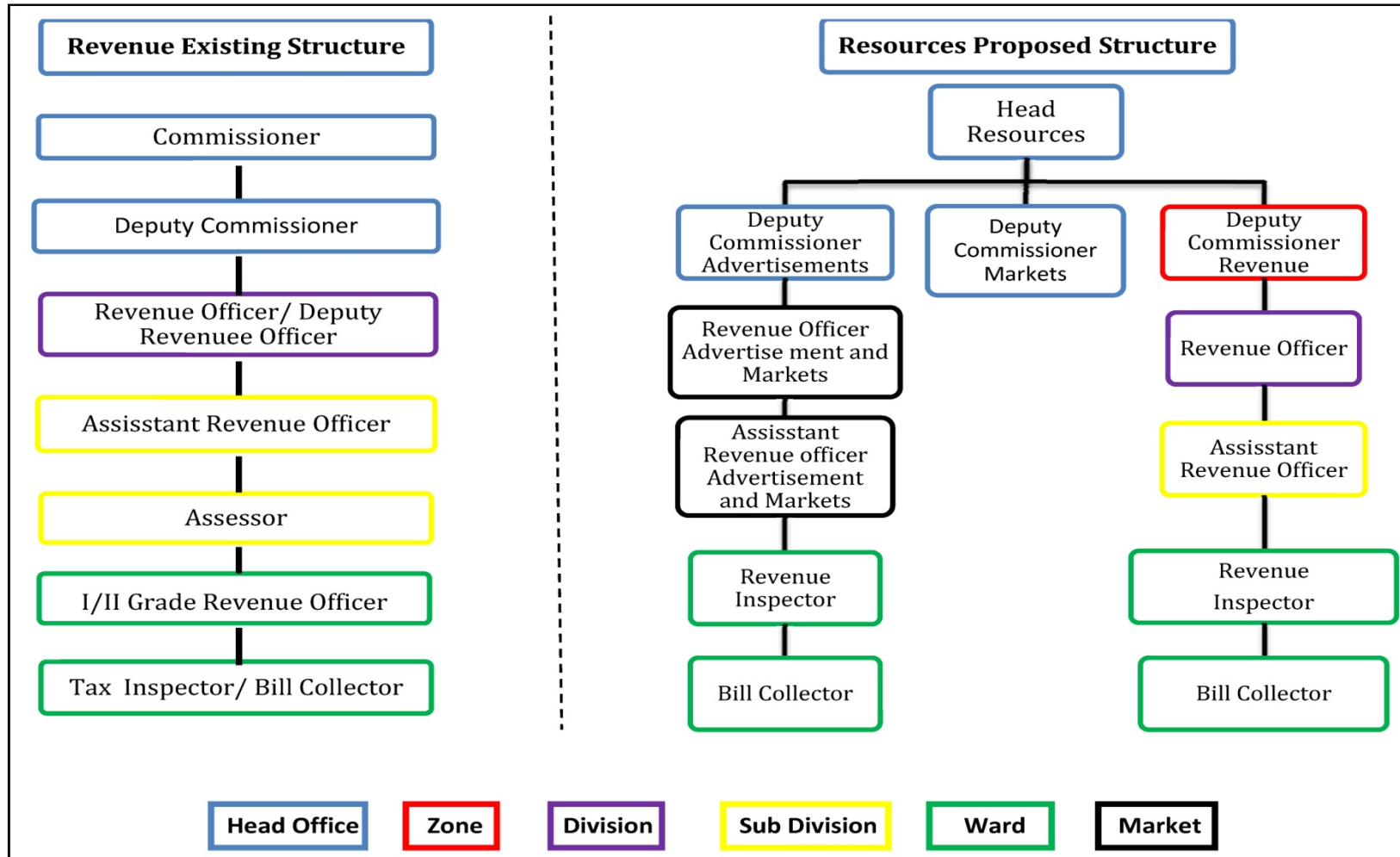


Exhibit 6E- Finance Department.



HUMAN RESOURCE MANAGEMENT

Exhibit 6 F- Revenue Department



HUMAN RESOURCE MANAGEMENT

Exhibit 6G- Existing Engineering Department

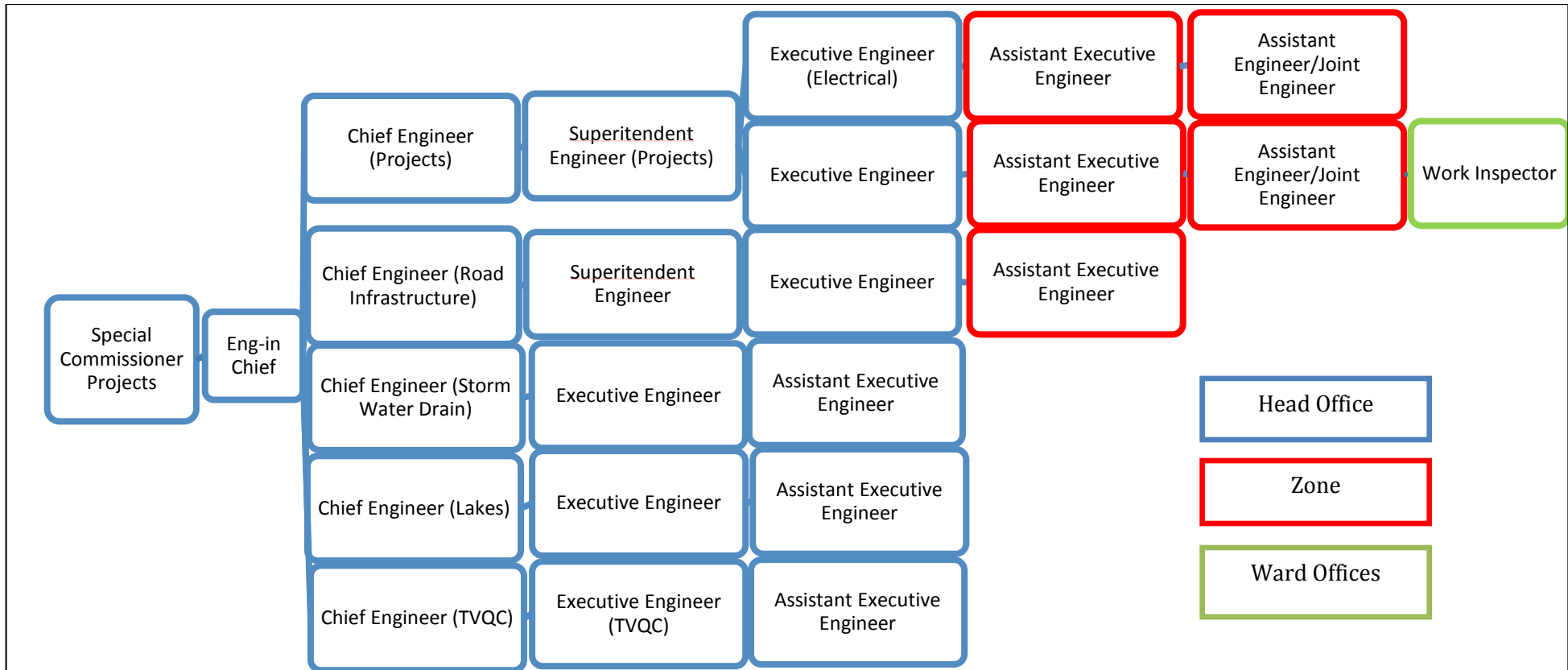
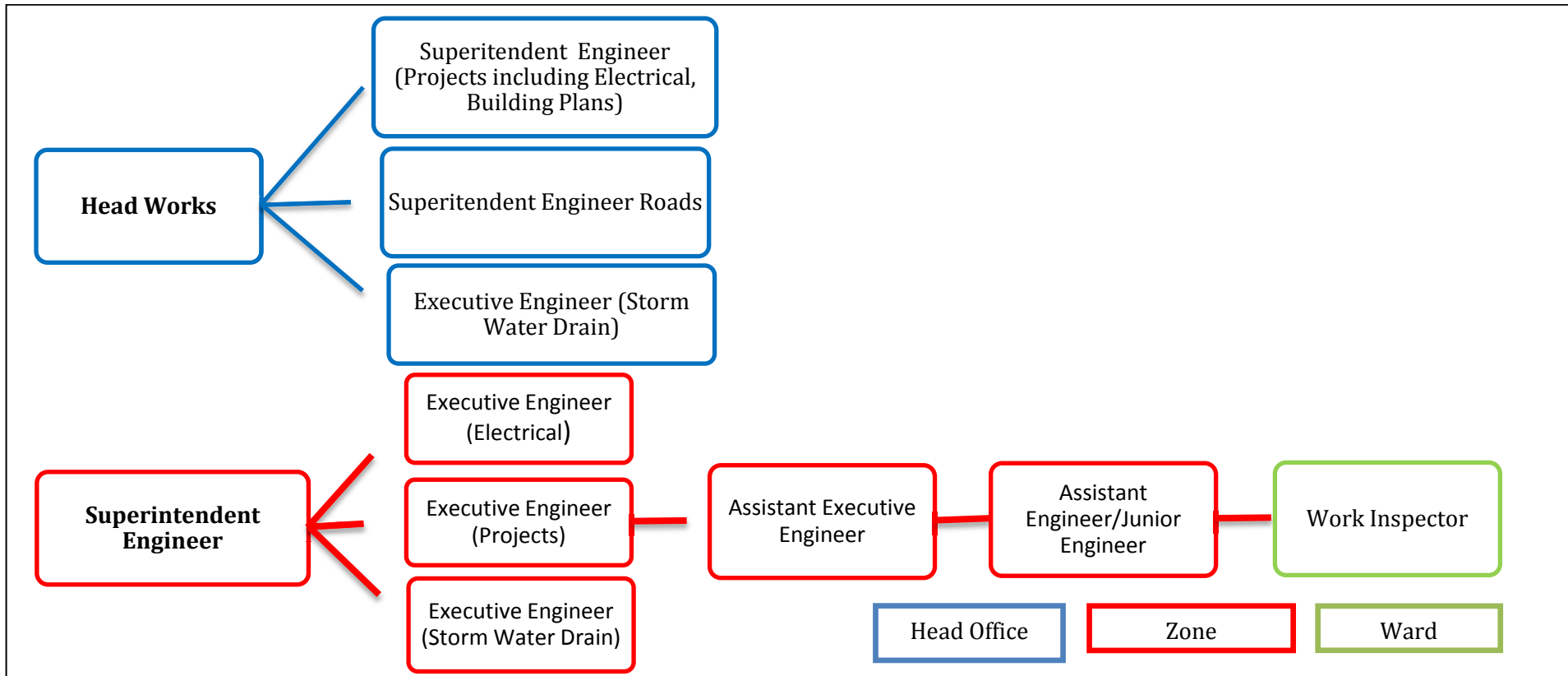
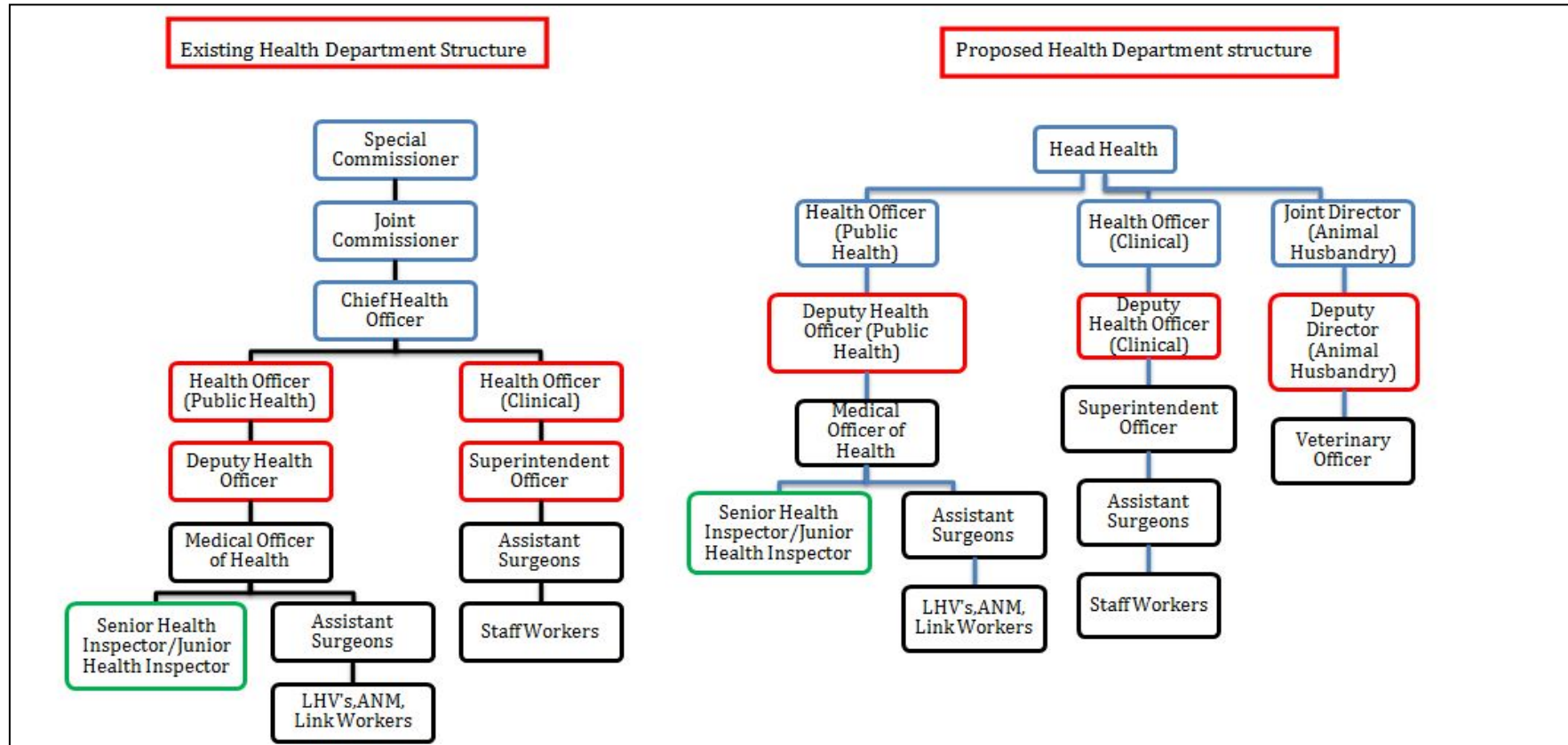


Exhibit 6H- Proposed Works Department Structure.



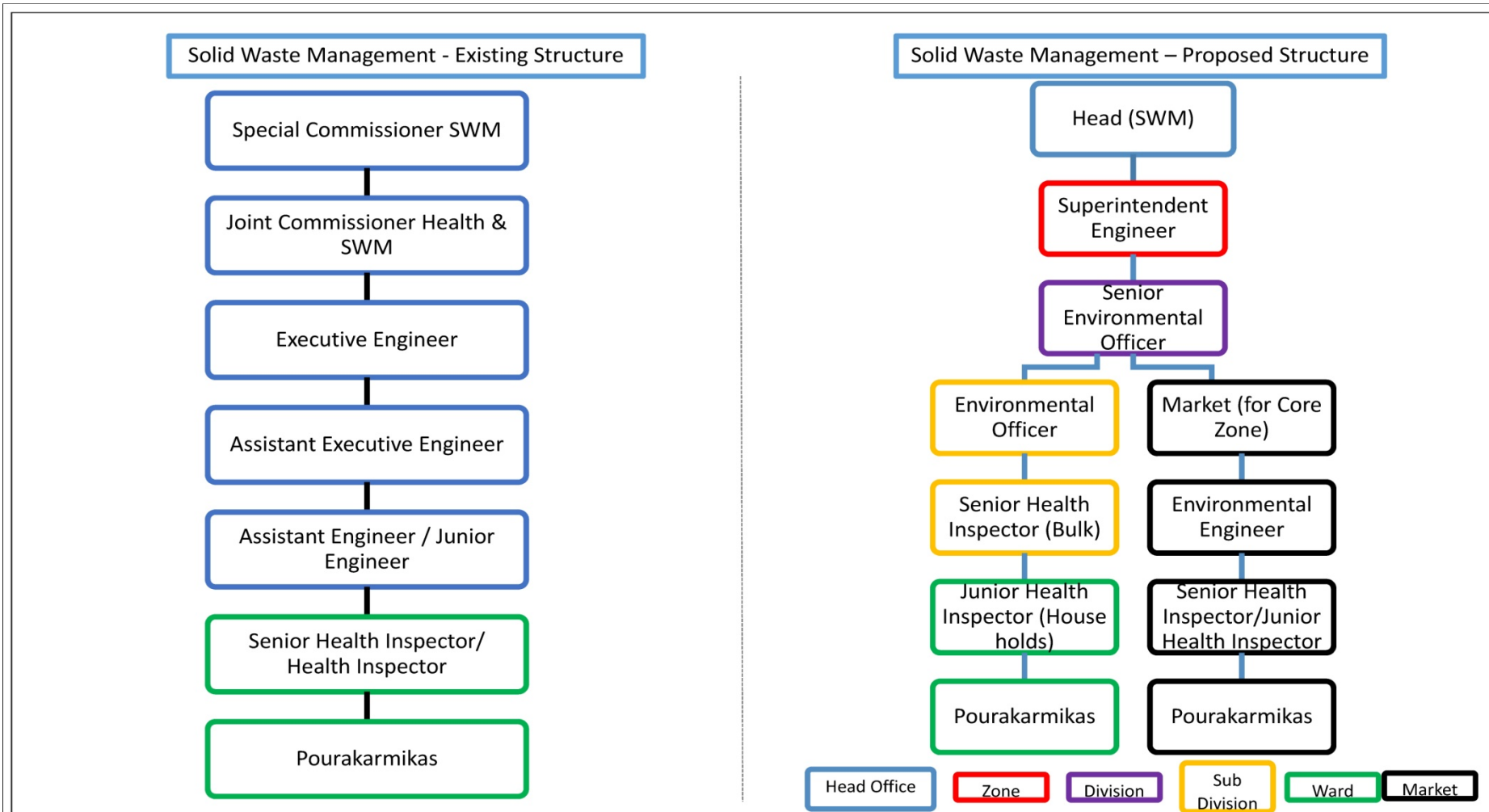
HUMAN RESOURCE MANAGEMENT

Exhibit 6I- Health Department



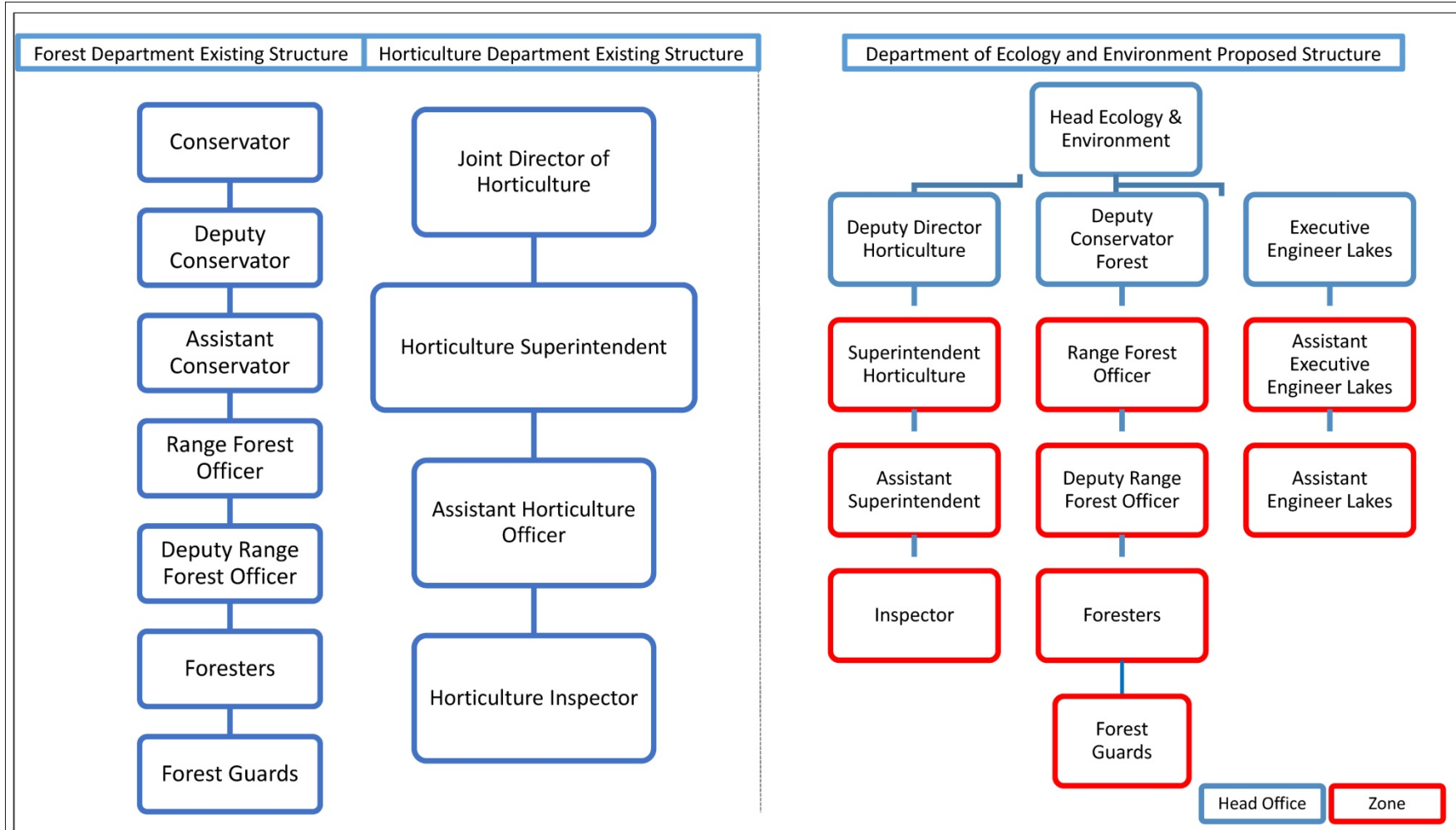
HUMAN RESOURCE MANAGEMENT

Exhibit 6J-Solid Waste Management.



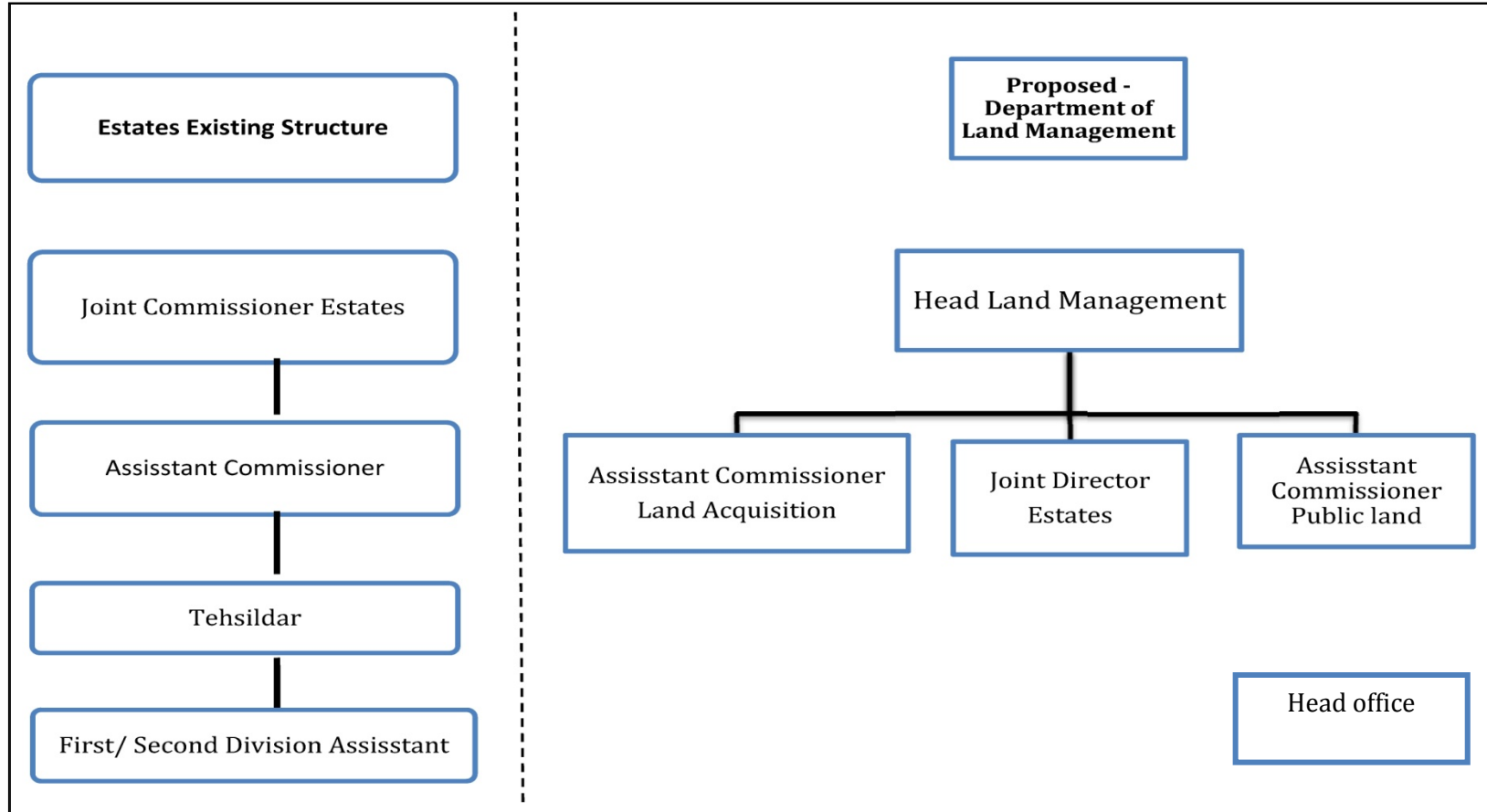
HUMAN RESOURCE MANAGEMENT

6K- Department of Ecology and Environment



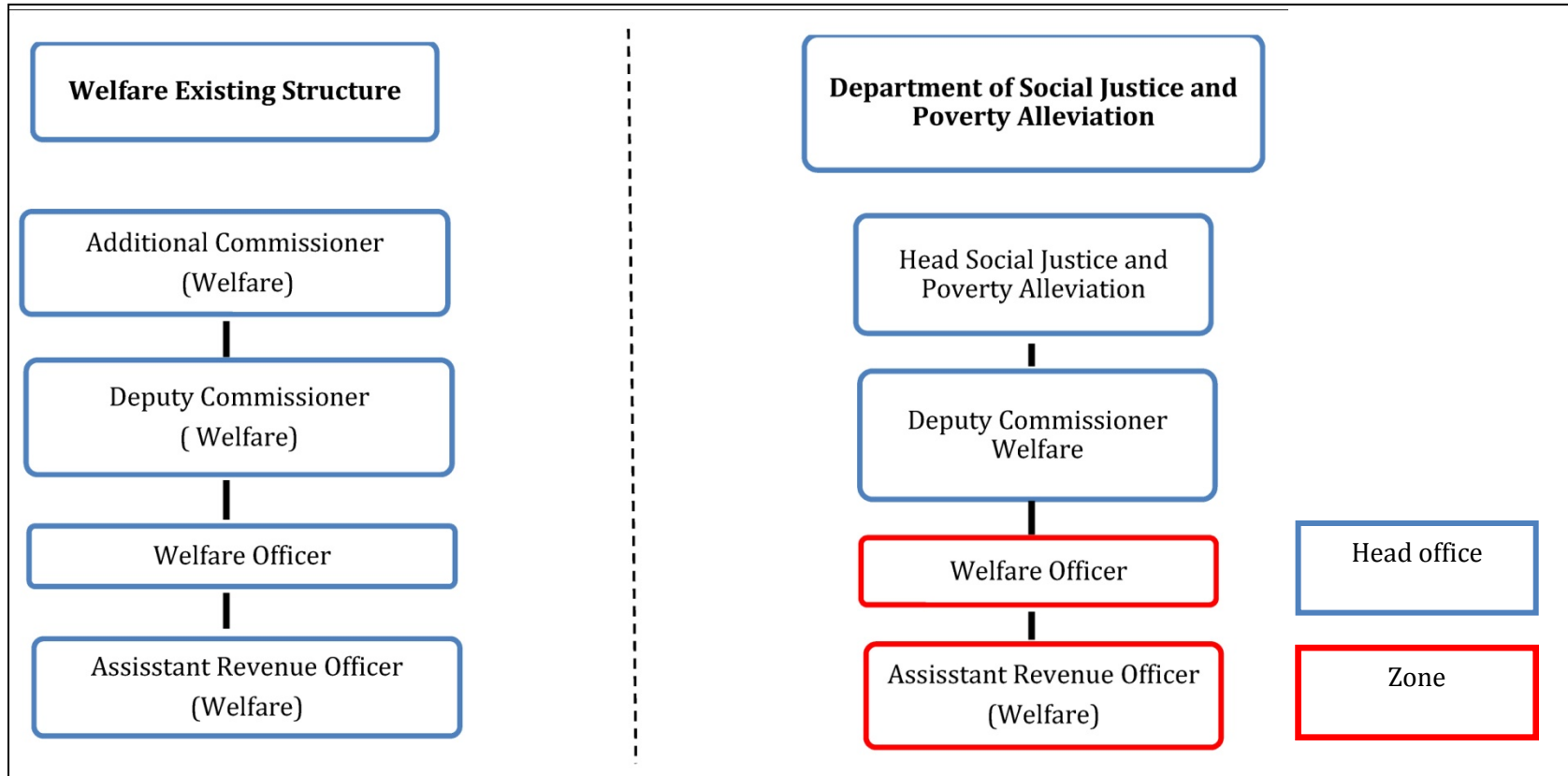
HUMAN RESOURCE MANAGEMENT

Exhibit 6L-Department of Land management



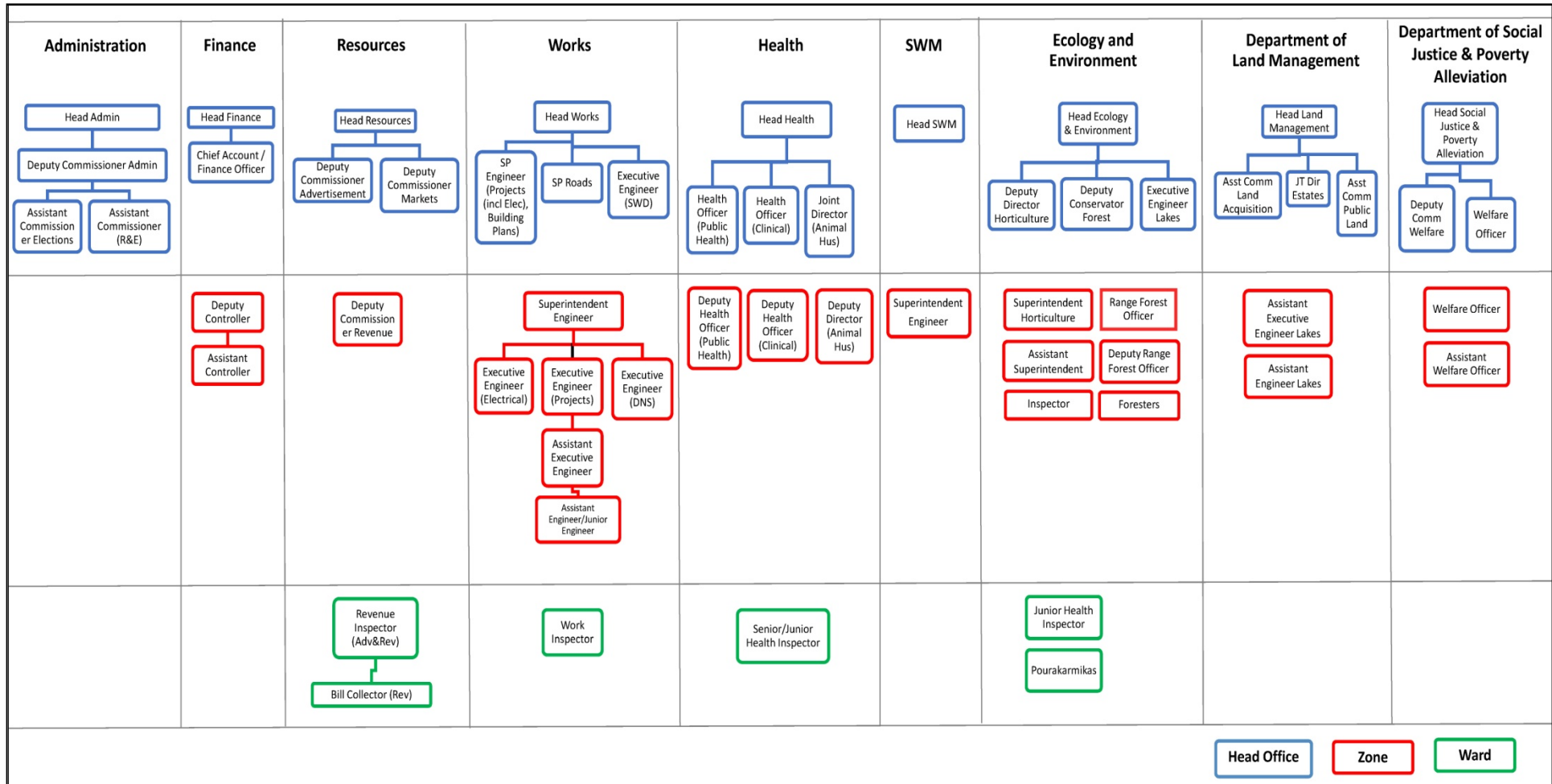
HUMAN RESOURCE MANAGEMENT

Exhibit 6 M- Department of Social Justice and Poverty Alleviation



HUMAN RESOURCE MANAGEMENT

6 N- Proposed Organization Chart



7 FINANCIAL MANAGEMENT

7.1 FINANCIAL SUSTAINABILITY

7.1.1 Current Status

Financial sustainability is at the heart of a city’s success in delivering high quality of life to its citizens in the medium to long term. The Committee has therefore identified Public Financial Management as a key reform area in the BBMP restructuring process. As one of India’s top centres of economic growth, Bengaluru’s ability to attract capital and talent will determine not just its own socio-economic destiny, but heavily influence that of Karnataka and India as well. In order to attract capital and talent, Bengaluru will need to deliver high quality physical infrastructure and services, which needless to say is an end in itself as well. Given the significant backlog at present and the rapid demographic and aspirational growth that Bengaluru is witnessing, high quality infrastructure and services will critically depend on the city’s ability to raise public finances on a large scale and manage them well to meet outcomes.

As metro regions across the globe compete for global capital and talent, Bengaluru is fast losing its sheen. Bengaluru’s prospects though 2025 in the Economist Intelligence Unit (EIU) Hotspots 2025 report bears testament to this challenge.

Global Cities	Ranks		Indian Cities	Ranks	
	2012	2025		2012	2025
Kuala Lumpur	39	31	Mumbai	67	51
Sao Paulo ↑	61	36	Delhi	69	56
Shanghai	32	38	Bangalore	86	94
Johannesburg	65	66	Pune	101	99
Bangkok	53	62	Hyderabad	98	100
Jakarta	76	74	Chennai	105	101
Incheon ↑	60	43	Ahmedabad	92	104
Beijing	36	49	Kolkata	105	109

Fig 7a- 2025 City Competitiveness Rankings.

Source: EIU Hot Spots 2025 Report

The Global Metro Monitor Report by Brookings ranks Bengaluru at 87 out of 300 global cities below Delhi (18th), Kolkata (32nd), Mumbai (52nd), Chennai (57th) and Hyderabad (76th) in the parameter of economic performance.

7.1.2 Financial income and Spending on Bengaluru

There is presently no integrated view of the financial position and performance of Bengaluru city to facilitate a comprehensive diagnosis. The multiplicity of agencies- BBMP, half dozen parastatal agencies and yet another half dozen State departments and their differing institutional forms render such an integrated view difficult, especially in the absence of any institutional process targeted towards this end. The poor quality of financial reporting exacerbates this difficulty.

Bengaluru city is estimated to have generated about Rs 126,000 Crores from various sources in 2014-15, 94% of which comes from Central and State taxes.

Source	RE 2014-15 (Rs Cr)
Central Taxes	79,074
State Taxes	40,715
BBMP	1,271
BDA	1,579
BWSSB	710
BMTC	2,511
BMRCL	36
Others	
TOTAL	1,25,896
<i>Figures for BWSSB pertain to year 2013-14</i>	

Fig 7b- Sources and funds generated by Bengaluru (2014-15)

Source: ISEC compilation

In comparison, annual capital expenditure in the city during 2014-15 is estimated at approximately Rs 5,700 crores with overall expenditure around Rs. 18,000 crores.

	Revenue Expenditure (Rs Cr)	Capital Expenditure (Rs Cr)	Total 2014-15 (RE) (Rs Cr)
State Government	6,186	1,871	8,057
BBMP	1,610	1,317	2,927
BDA	714	980	1,694
BWSSB	1,156	-	1,156
BMTC	2,349	252	2,601
BMRCL	79	1,305	1,384
BESCOM	804	-	804
Total	12,898	5,725	18,623

Fig 7c- Revenue Expenditure of various agencies in Bengaluru (2014-15).

Source: ISEC compilation

The Karnataka ICT Group in a 2012-13 detailed study estimated capital expenditure requirement of around Rs 225,000 crores (sans interest cost) over 12 years on infrastructure and services in the city – approximately Rs 20,000 crores per year, which is about four times the current capital expenditure. What clearly emerges is that Bengaluru’s civic institutions require more funds, approximately Rs 15,000 crores of capital expenditure per annum, and corresponding revenue expenditure, mainly towards Operations and Maintenance.

No one source of funding will be adequate to plug this funding gap. A combination of sources will be needed including

- Larger share of own revenues of civic institutions, including better collection efficiencies
- Identifying and exploiting new revenue opportunities
- Systematic use of land-based financing, PPPs and increasing return on own property
- Assignment of buoyant revenue streams by the State government to the city, in addition to the current State Finance Commission grants
- Raising additional resources from the market through municipal bonds or pooled finance
- Availing fully funds available under the 14th Finance Commission grants, both basic and performance and under the AMRUT and Smart Cities mission.

All of the above involve significant efforts and will need to emerge from a collaborative effort between the State Government, GBA and Civic institutions, with the GBA demonstrating leadership in building capacities and measuring performance and Civic institutions taking expeditious action. Needless to say,

greater funds need to be necessarily accompanied by significantly better financial management and the human resources to manage the infrastructure provisioning.

The BBMP's financial sustainability in particular is a matter of grave concern. The following numbers explain why:

Particulars	Amount (Rs Cr)
Pending Bills as of March 2015	2,331
Outstanding loans as of March 2015	2,234
Total	4,565
Annual Own Revenue Receipts 2014-15	1,271

Fig 7d: Debt Analysis and Annual Receipts of BBMP.

Source: BBMP, ISEC, Janaagraha. Amounts for Revenue Receipts 2014-15 are Revised Estimates from BBMP's Budget 2015-16

The current financial situation of the BBMP has been the result of a long-drawn neglect of its financial sustainability and violation of basic principles of public financial management. The consistently poor quality of budgeting in successive years, with overstatement in excess of 100% in most years, is reflective of both.

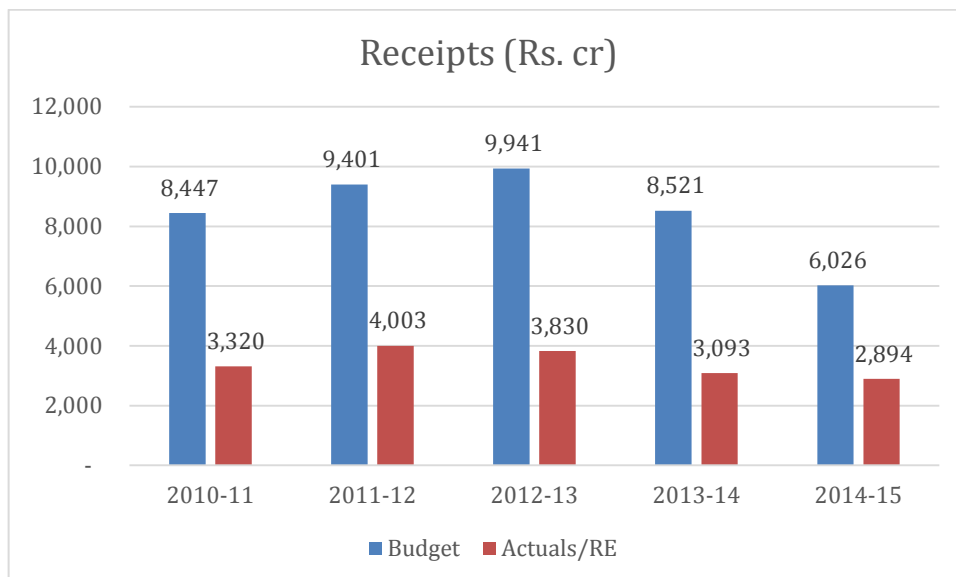


Fig 7e- Trends in BBMP receipts (2010-11 to 2014-15 (RE))

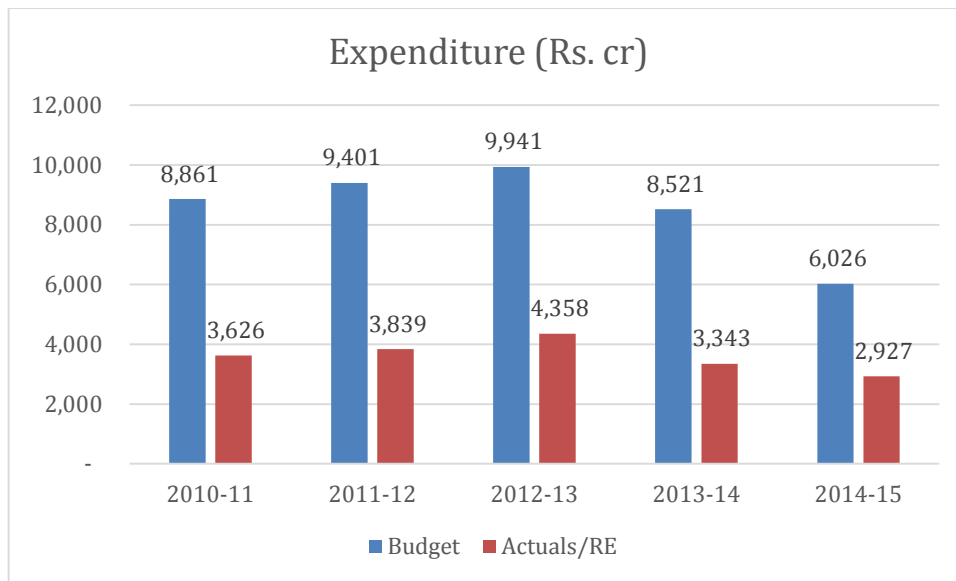


Fig 7f- Trends in BBMP expenditure (2010-11 to 2014-15 (RE))

State Governments in the past have also not been innovative in focussing on land-based financing and PPPs. It is in the interest of the State government to hand hold civic institutions of the city towards financial sustainability, which has not happened in a sustained, transformative manner.

In aspects of good financial governance which are also crucial for financial sustainability, such as quality and timeliness of budgeting, medium-term fiscal planning, transparency and citizen participation and timely completion of audit of annual accounts, civic institutions of Bengaluru score poorly, with BBMP leading the pack. Financial details about BBMP as gleaned from their reports are set out in the Exhibits.

7.1.3 Issues and Challenges

Taking into account the current status of financial sustainability, and adequacy of expenditure required to meet target service levels in the medium to the long-term, the Committee believes the following major challenges need to be dealt with:

- Significant debt burden and emaciated operating cash flows at the BBMP
- Lack of an institutional mechanism to periodically review the financial sustainability of Bengaluru, and make recommendations for its improvement
- Poor use of land-based financing instruments
- Weak institutional capacities- financial, human and technological- in civic institutions of Bengaluru, with specific reference to financial management

- Low degrees of fiscal decentralisation, rendering civic institutions heavily dependent on the state government, and partially incapable financial self-sufficiency and independent decision-making
- Absence of a robust Fiscal Responsibility and Budget Management mechanism for the city of Bengaluru
- Lack of transparency and accountability in financial position and performance, expenditure and service levels.

7.1.4 Recommendations: Financial Sustainability

- An urgent debt restructuring exercise needs to be undertaken at the BBMP, dovetailed into a medium term fiscal recovery plan
- Establish an independent Greater Bengaluru Finance Commission every five years, entrusted with the following major functions
 - Make recommendations on the distribution of financial resources between agencies under the GBA jurisdiction, and between agencies and zones/wards. Focus on Municipal Corporations, Zones and Wards and arrive at distribution norms based on their infrastructure situation and financial need. To also consider devolving a portion of the property tax income to the Wards
 - Recommend measures to augment financial resources of agencies in the GBA jurisdiction through both tax and non-tax revenues , including the GBA itself, its constituent municipalities and other parastatal agencies
 - Review the financial position and financial and operational performance of the GBA and its constituents and make recommendations on measures to improve financial sustainability, including appropriate Fiscal Responsibility and Budget Management mechanisms
 - Review standards for Public Expenditure Management processes and systems, comprising 1) financial reporting standards, 2) budgeting standards 3) performance measurement and reporting standards and 4) standards for related information systems.

Strengthen Institutional capacities of the city in the following manner:

- Create a full-time and permanent Finance function in the GBA to be headed by a full-time Chief Financial Officer
- The CFO shall be a Chartered Accountant or Masters in Business or Finance or equivalent post graduate degree in finance with not less than fifteen years' experience in the finance function, including as head of finance in a comparably large public or private organisation. The CFO shall be responsible for financial sustainability and overall financial management in the GBA
- Mandate the position of CFO as the head of the finance function in all civic institutions within the GBA with commensurate technical and managerial skills and professional work experience in finance or business or commerce or accounting, and to be drawn from the private or public sectors
- Establish a comprehensive and integrated financial management information system for GBA and its constituent entities, which can serve as a City Resource Planning platform, on the lines of an ERP system for the city, immediately for the BBMP and in a phased manner for the remaining entities
- Specifically on land-based financing and PPPs, State Government to work closely with the GBA on the following big-ticket agendas
 - Liaise with the Ministry of Defence, Government of India to better exploit Defence Land in Bengaluru by freeing up excess land of 1,272 acres identified in the Public Accounts Committee Report of December 2013 on Defence Estates Management and exploring strategic land exchange mechanisms for non-strategic Defence Land in Central Business District of Bengaluru
 - Coordinate with the Indian Railways to identify land parcels in the city for joint development and/or planning, and to free up land in excess of requirement of Railways
 - Undertake immediate steps in fiscal decentralisation, especially to the BBMP (further elaborated later in this chapter)
 - Institute robust mechanisms for Fiscal Responsibility and Budget Management and Transparency and Accountability in finances and operations (further elaborated later in this chapter).

7.2 FISCAL DECENTRALISATION

7.2.1 Current Status

The degree of both general and fiscal decentralisation by the State government to the BBMP is low. The state government has disproportionate discretionary powers over the BBMP, leaving the BBMP with little flexibility over its finances. The Annual Survey of India’s City-Systems 2014, an annual benchmarking of cities carried out by Janaagraha, ranked Bengaluru 20th out of 21 major Indian cities including 18 state capitals on the category of Urban Capacities and Resources, primarily on account of low degrees of decentralisation.

A review of certain critical provisions of the KMC Act reveals the following in respect of the powers of the BBMP:

Decentralisation	Whether BBMP has powers?	Remarks
General		
Delimitation	No	Done by State Govt. u/s 21 of KMC Act 1976
Reservations	No	Done by State Govt. u/s 21
Appointment of staff	No	Done by State Govt. u/s 91A
Transfer of staff	No	Done by State Govt. u/s 91A
Term of Council	No	Done by State Govt. u/s 99
Fiscal		
Property tax	Partly Yes	BBMP has restricted powers to set rates
Advertisement tax	No	Rates subject to Min-Max set by State
Loans	No	Prior approval of State Govt. u/s 154
Budgets	No	State Govt’s approval required u/s 170
Building bye-laws	No	State Govt’s approval required u/s 295
General Expenditure	No	Upto Rs 50 lacs -Commissioner : Upto Rs 3 Cr- Standing Committee and Upto Rs 5 Cr-Council Beyond that State Govt. approval required

Fig 7g- Analysis of Fiscal and General decentralisation in BBMP.

Source: Janaagraha

The constrained fiscal environment coupled with gross inefficiencies in assessments and collections has led to BBMP's own revenue per capita lagging that of its peer cities including Ahmedabad, Chennai, Hyderabad, Mumbai and Pune. The current status of the BBMP is sub-normal and characterised by limited powers, weak institutional capacities and huge inefficiencies in operations. A full turnaround would therefore require the BBMP to have greater fiscal powers, stronger institutional processes and demonstrable accountability for performance and delivery.

Besides the issues and challenges with respect to the BBMP, there is also an acute asymmetry between financial capacities and service obligations of civic institutions. The lack of an integrated treasury function for the city currently results in cash losses for the State Government and for the city, both in terms of debt management and cash management.

7.2.2 Issues and challenges

Principal issues and challenges in terms of powers of the BBMP are:

- Limited revenue streams over which it has control, therefore a narrow revenue base to work with
- No full rights over determination of tax rates and underlying capital values, even for eligible revenue streams, leading to lack of buoyancy in revenue streams
- Prior approval of State Government needed for availing loans, annual budgets
- Low thresholds of financial expenditure, above which State Government approval required, thus delaying public spending
- There is no coordinated treasury function for the city that ensures economies and capacities in management of resources.

7.2.3 Recommendations: Fiscal Decentralisation

- Fully devolve powers to set tax rates and the underlying base values to the GBA, in respect of
 - Property tax, Profession tax, Entertainment tax
 - While the GBA shall set property tax rates and base values, the sharing of property tax revenues between the GBA, the municipalities and wards shall be recommended by the Greater Bengaluru Finance Commission
- State Government to work closely with the GBA and the Greater Bengaluru Finance Commission on the following big-ticket agendas of fiscal decentralisation
 - Assign a certain percentage of Stamp Duties and Registration charges from Bengaluru back to Bengaluru
 - Consider in the GST roadmap for Karnataka, assignment of a certain percentage of GST to GBA

- Establish a Land and Property Management division in the GBA, reporting to the CFO, that is entrusted with
 - Creating a GIS-based database of all land and property owned by the central government, the state government and civic agency institutions in the GBA
 - Ensuring optimum utilisation of land and property, both in terms of appropriateness of usage and revenues earned
 - Periodic review and revision of lease agreements to ensure marking to market of lease rentals from time to time
 - Carrying out Sell vs Hold analysis on existing land and property and Buy vs Lease analysis on potential purchases, ensuring decision-making in respect of land and property is based on contemporary data and rigorous analysis
 - Monitoring trends in demand and supply and prices of land and real estate and making recommendations on base values on which property taxes and stamp duties are levied (presently guideline values)
 - Evaluate potential for joint developments/PPPs in respect of land and property owned by the GBA and its constituents
 - Advise the GBA on monetisation and utilisation of land in core city areas and approach to executing the same.
- Establish a Treasury division in the GBA that is entrusted with integrated treasury management, including liquidity and debt management at a GBA level and for constituent civic institutions in coordination with respective CFOs
- Facilitate levy of service charges on government properties in accordance with the Supreme Court judgement in the Rajkot Municipal Corporation case of 2003 and related circular from Ministry of Urban Development, Government of India in December 2009.

7.3 FISCAL RESPONSIBILITY AND BUDGET MANAGEMENT

7.3.1 Current status

The Union and State governments in India have Fiscal Responsibility and Budget Management (FRBM) legislations in place primarily to ensure stability and transparency in fiscal operations of governments. While fiscal stability may not apply to a large degree to local governments, transparency in fiscal operations and rule-based approaches to budget management are both relevant and contemporary for Bengaluru's civic institutions. The current status of six aspects of FRBM relevant to Bengaluru:

FRBM Aspect	Current Status
Medium Term Fiscal Plans	<ul style="list-style-type: none"> • No integrated five year medium-term fiscal plan for the city or for the BBMP • Annual Budgets prepared stand-alone and not linked to a longer-term plan
Timeliness of Budgets	<ul style="list-style-type: none"> • Delays in BBMP's budgets in each of the years from 2011 to 2016, over 100 days in four consecutive years. Refer Exhibit 7B
Quality of Budget Estimates	<ul style="list-style-type: none"> • BBMP's budgets consistently overestimated, in most years by over 100%, as is evident from 7.1.1 above. • BDA's budget variance in the range of 50-80% during 2010-2011 to 2013-14 • BWSSB had variances of 25-40% during 2010-11 and 2013-14. Refer Exhibits 7C and 7D
Citizen Participation in Budgeting	<ul style="list-style-type: none"> • No systematic and comprehensive framework for citizen participation in budgeting of any civic institution
Audited Financial Statements	<ul style="list-style-type: none"> • Last audited financial statements of the BBMP relates to 2012-13 • Audit Reports of other entities heavily qualified, seemingly without implications for the management. • Poor state of disclosures of audited financial statements
Internal Controls and Operational Risk Management	<ul style="list-style-type: none"> • Poor design and operating effectiveness of internal controls. E.g. BBMP has 600-800 bank accounts, most of which have not been reconciled for several years • No effective, independent internal audit function
Collection efficiencies	<ul style="list-style-type: none"> • Property tax collections a serious area of concern. Other than annual budget estimates, no other estimate available of assessable property tax. BBMP uses outdated guidance values (2007 currently). <p>Against budgeted estimates, actual collections have been lower by 40-80% over the last five years. Both incomplete assessments, poor collection efficiencies therefore are challenges at the BBMP. Refer Exhibit 7E</p>

Fig 7h-Status of FRBM in Bengaluru

7.3.2 Issues and Challenges

Fiscal Responsibility and Budget Management is not a macroeconomic or high level theoretical framework for a city. It has a direct implication on institutional capacities, downstream accountability for service delivery and therefore quality of life experienced by citizens. The issues and challenges on this front include:

- Absence of medium range planning from a financial management perspective
- Lackadaisical approach to financial reporting across the board, across entities and across critical aspects of it
- No formal platforms or structured framework for citizen participation in the annual budgeting process
- Poor assessment and collection efficiencies in respect of major tax and non-tax revenue streams. No timely updation of guidance values used by the BBMP, though the State Government has been issuing fresh numbers at frequent intervals.

7.3.3 Recommendations: FRBM

- Cover all civic institutions of Bengaluru under the ambit of the Karnataka Municipal Accounting and Budgeting Rules 2006 that are currently applicable to all municipalities of Karnataka, except the BBMP. The KMABR 2006 include provisions on
 - Timeliness of Budget estimates
 - Systematic and time-bound citizen participation in budgeting
 - Empanelment of Chartered Accountants as independent auditors of financial statements (also known as annual accounts)
 - Specified timelines for filing of auditor's report and audited financial statements
 - Timely disclosure of a comprehensive Annual Performance Report that contains a City Management Report, audited financial statements, cost and performance indicators and a budget variance statement
 - The City Management Report shall contain a commentary on the financial performance and position, reasons for deviations from plan or any adverse performance, current progress and future plans and management comments on adverse comments in the auditor's report.
- Mandate a five year Medium Term Fiscal Plan (MTFP) for the GBA and for all its constituent civic institutions, with annual budgets of each entity to be necessarily drawn based on the MTFP, with estimates for the remaining period (i.e. Budget for year 1 plus projections for years 2 to 5 on how the MTFP would be met, Budget for year 2 plus projections for remaining 3 years etc.)

- GBA should link assignment of revenues with their performance against the MTFP and provide incentives linked to the same, including timely presentation of annual budgets
- GBA shall enforce the public disclosure law across its entities and link release of assigned revenues, performance linked incentives to timely disclosures under the PDL provisions.
- GBA's CFO shall be responsible for empanelment and selection of Chartered Accountants as auditors of annual accounts of its constituent civic institutions and also independent internal auditors who shall produce quarterly internal audit reports and present them to the GBA within 2 months from the close of a quarter
- The billing and collection function in respect of property tax could be outsourced to external vendors after a rigorous evaluation process, to provide adequate bandwidth to civic institutions to focus on assessments, which includes ascertaining 100% of the tax base (i.e. full universe of assesses) and putting in place effective systems and processes to administer the same. Collection efficiencies and completeness of assessments shall be made necessary pre conditions for assigned revenues and performance linked incentives.
- The BBMP shall use updated guidance values for property tax assessments and other revenue streams that are based on guidance values.
- The Bank Payments process in the BBMP needs to be strengthened on priority basis, including rationalisation of number of bank accounts, timely bank reconciliation, centralising payments and making them online except for rare exceptions, if any.

7.4 TRANSPARENCY AND ACCOUNTABILITY

7.4.1 Current Status

Of all of the sections of Public Financial Management, transparency and accountability touches a citizen's life like no other in two ways. Firstly, it gives an account of the financial and operational performance of civic institutions, but more importantly it co-opts citizens into the governance process of a city, exposing the citizen to not just the failures of a civic institution, but to its successes and the odds against which they were achieved. A city is a democratic entity and building trust and participation of city dwellers needs to be an essential objective of the city government. Bengaluru arguably has the most vibrant, active and mature civil society ecosystems in the country. Bengaluru's undisputed status as the technology capital of India and the region, provides a great opportunity to civic institutions to build trust and catalyse greater civic participation and civic ownership.

ASICS 2014 ranks Bengaluru 3rd among 21 cities under Transparency, Accountability and Participation, behind Bhopal and Thiruvananthapuram, indicating its relatively superior performance here, compared

to other aspects of financial management. However, the Committee believes Bengaluru also has greater needs and opportunities on this front compared to other cities. Our evaluation of the current status of transparency and accountancy in Bengaluru is reflective of that opinion.

Salient features of transparency and accountancy in Bengaluru's civic institutions:

- Transparency has generally been poor, especially with respect to tendering and contracting, status of and actual expenditure on works and projects, and audited financial statements
- Efforts to improve transparency have been patchy and not sustained and transformative
- On the positive side, civic institutions including the BBMP have actively adopted social media to engage directly with citizens
- They have also implemented grievance redressal mechanisms but to varying degrees of success with some such as BESCOM largely successful while other such as the BBMP being laggards
- Through initiatives such as Bengaluru One and Sakala, there have been transformative efforts aimed at providing guaranteed time-bound services to citizens
- Accountability remains a serious area of concern, in respect of finances, expenditure and service levels
- Technology has generally been under-utilised and not fully exploited as a key enabler of transparency and accountability.

7.4.2 Issues and Challenges

The overarching challenges at the core of transparency and accountability are as follows:

- Lack of enabling laws and policies that place transparency and accountability in the DNA of civic institutions, and where they exist, absence of penal provisions and expedient redressal mechanisms
- Inadequate skills and competencies required to design and implement sound transparency and accountability strategies
- A weak information backbone especially at the BBMP, which debilitates its ability to generate, organise and report financial and operational information in a sustained manner.

7.4.3 Recommendations: Transparency and Accountability

- Mandate production of well-defined Performance MIS reports in each department of the BBMP at pre-defined frequencies (daily/weekly/monthly/quarterly/half-yearly/annual) and link them irrevocably to day to day operations, enabled by technology and policy provisions. E.g. completion of bank reconciliation for a month by the fifth working day of the next month in the accounting

system will be a precondition for being able to process bank payments on the system from the sixth working day onwards.

- A separate specialist Task Force is recommended to be constituted immediately for fast track implementation of the same in the BBMP and to recommend detailed workflows to ensure the MIS process and system are institutionalised. The Finance function of the GBA shall be responsible for phased roll out of such a mechanism across its constituent civic institutions
- Amend Cadre and Recruitment rules of the BBMP to introduce the position of a Chief MIS Officer at the BBMP, who shall be a Chartered Accountant or a Masters in Business, Finance or equivalent subject with not less than ten years' professional work experience in the business performance or business finance function of a large private or public organisation. The Chief MIS Officer shall be responsible for the efficient operation of the mechanism. Every department of the BBMP needs to have an MIS Officer who shall be a B Com graduate with no less than six years' work experience in finance and accounting. The MIS officer shall report to the Chief MIS Officer of the BBMP with dotted line reporting to the Head of the Department and shall be responsible for timely production of MIS reports for that department
- Implement an integrated information system in the BBMP, on the lines of an ERP system
 - Phase 1 needs to be a full roll out of the Integrated Financial Management System (IFMS) which has been partially implemented so far for issuance of job numbers and generation of work bills. IFMS roll out needs to consider the following
 - Computerisation of the accounts department of the BBMP, which currently has extensive manual workflows
 - Roll out of accounting module of IFMS, migration of balances from other systems of the BBMP, primarily FBAS to the IFMS; IFMS to be the sole accounting and works management system for the BBMP
 - Implement remaining aspects of workflows and internal controls such as bank reconciliation statements, online payments for work bills etc.
 - Build the MIS framework referred to above in IFMS
 - Phase 2 needs to be a comprehensive review of the IT systems of the BBMP with a view to ascertaining the various IT systems in use across departments of the BBMP, their functionalities, advantages and shortcomings
 - evaluating the current information architecture in a comprehensive manner and making recommendations on a scalable model that can serve the BBMP for the medium to long term
 - ascertaining opportunities to use technology to improve efficiency of operations and accountability

- drawing up a transition roadmap to the recommended model
 - identifying the right vendors and partners who can collaborate with the BBMP in delivering a comprehensive solution.
- Enlist support of the Karnataka Municipal Data Society (formerly the Municipal Reforms Cell) constituted under the aegis of the Department of Municipal Administration, Government of Karnataka for implementation of two specific reforms on a fast track mode in the BBMP
 - Design, measure and report Service Level Benchmarks for all major services and functions of the BBMP; implement a comprehensive IT solution for the same
 - Prepare a credible opening balance sheet for the BBMP as the stepping stone to clearing backlog in its annual accounts and having them audited in a time-bound manner; implement the empanelment process followed for other municipalities in Karnataka
 - This will in turn require a serious exercise of physical verification of fixed assets and inventories of the BBMP on an immediate basis.
- The full series of accounting and audit reforms that are required in general across civic institutions as appropriate are as below. It is recommended that the Task Force referred to above evaluate the BBMP's current processes against these and create a time-bound implementation roadmap
 - Double Entry Accrual Based accounting system as the single method of maintenance of books of account (as against the current practice where both DEABS and cash based accounting records are being maintained)
 - Accounting Standards issued by the Institute of Chartered Accountants of India be adopted for preparation of annual accounts
 - Annual Accounts comprising Balance Sheet, Income and Expenditure Statement, Cash Flow Statement with notes to accounts including accounting policies be prepared in accordance with the National Municipal Accounts Manual
 - Professional firm of Chartered Accountants be empaneled as external auditors, with checks and balances such as periodic rotation of firms
 - Audited Annual Accounts along with the Auditors Report, Statements from the Mayor and Commissioner on the performance of the municipal corporations be compiled and put out in the public domain before 30 September each year (for year ending 31 Mar of that year)
 - An independent internal audit function be put in place. A reputed professional firm be appointed to carry out the same
 - The respective Council/Boards of municipal corporations and the Greater Bengaluru Authority be mandated to respond to audit observations within a defined time period, covering performance audits of the CAG, audits by DLFA/Chief Auditor where they continue to be in place, and internal audit referred to above

- Devolution of State Grants be made contingent on the above
- Periodic revaluation of assets, especially land and buildings, be carried out to ascertain the true financial position of civic entities.
- The Karnataka Right to Information (Disclosure of Information by Authorities Providing Municipal Services) Rules 2009 be meaningfully implemented, to ensure timely updation of detailed information to citizens in accordance with the said Rules. Such disclosure needs to be integrated with workflows of respective departments of civic institutions
- Introduce a simple process of participatory budgeting by making available forms for citizen inputs online and at all ward offices of the BBMP.

Exhibit 7 A

Expenditure on Bengaluru by select State Government Departments

2014-15	Operating expenditure (Rs Cr)	Capital expenditure (Rs Cr)	Total (Rs Cr)
Infrastructure Development	1	95	96
Forest Ecology and Environment	58	-	58
Health and Family Welfare	616	175	791
Home and Transport	1,283	61	1,344
Social Welfare	685	223	908
Housing	416	593	1,009
Education	1,778	41	1,819
Public Works	366	554	920
Energy	983	129	1,112
Grand Total	6,186	1,871	8,057

Source: ISEC compilation

Exhibit 7B

Budget Timelines as per KMC Act

Section of KMC Act	Step	Provision in brief	Deadline
166	1	Commissioner to submit detailed budget estimates to Standing Committee.	15-Jan
167	2 3	Budget estimates to be prepared by Standing Committee on Taxation and Finance. Commissioner to print and forward Budget estimates approved by Standing Committee to each of the Councillors.	01-Feb
168	4	Budget to be laid before the corporation (i.e. the council).	07-Feb
170	5	Corporation to pass budget estimates 3 weeks before beginning of the year to which it relates and forward to State Government for approval.	09-Mar

Source: Janaagraha

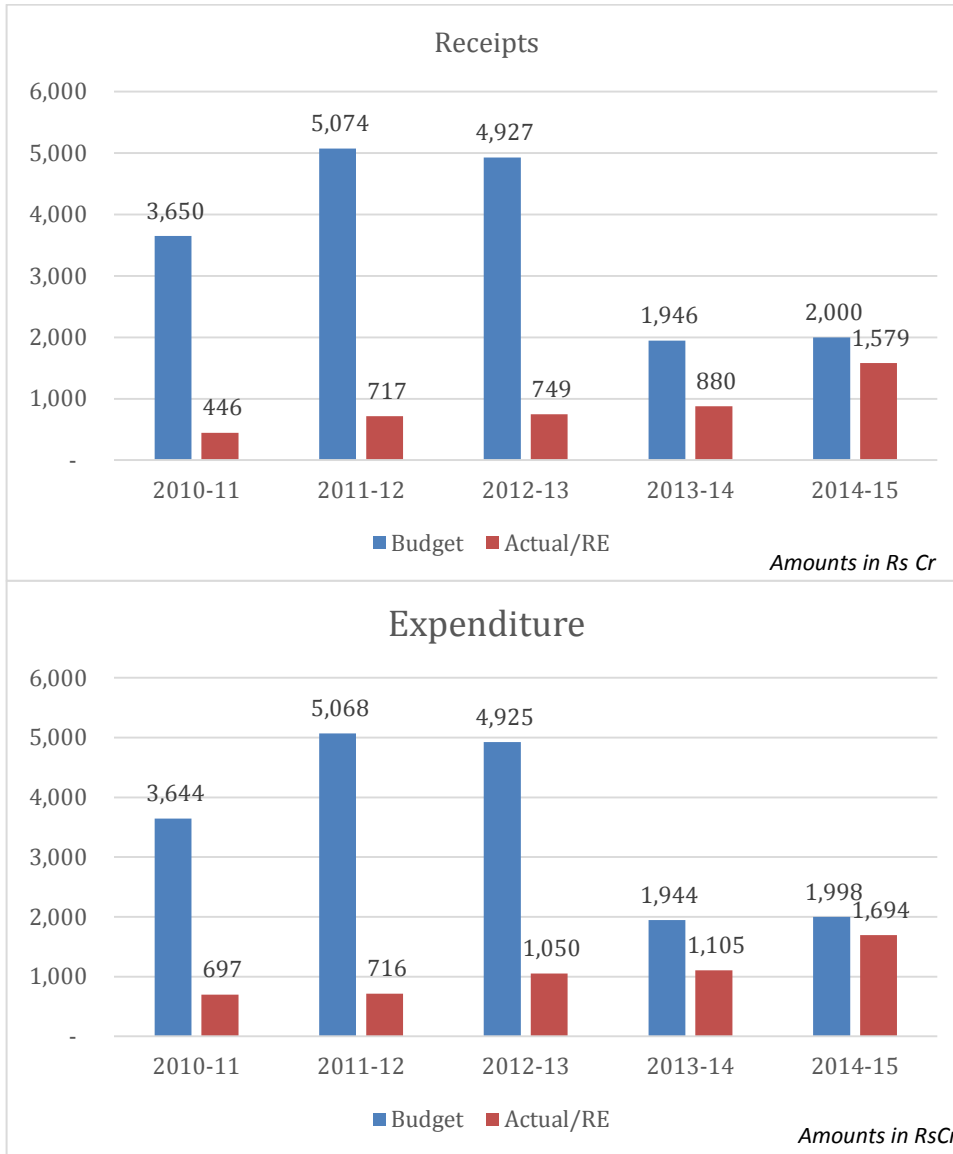
BBMP's Budget Timelines

Budget Year	Due Date	Actual Date	Delay (Days)
2015-16	07-Feb	17-Mar-15	38
2014-15		18-Feb-14	11
2013-14		27-Jul-13	170
2012-13		29-Jun-12	143
2011-12		18-Aug-11	192
2010-11		8-Aug-10	182

Note: Dates given above relate to presentation of budgets in the council
Source: Janaagraha

Exhibit 7C

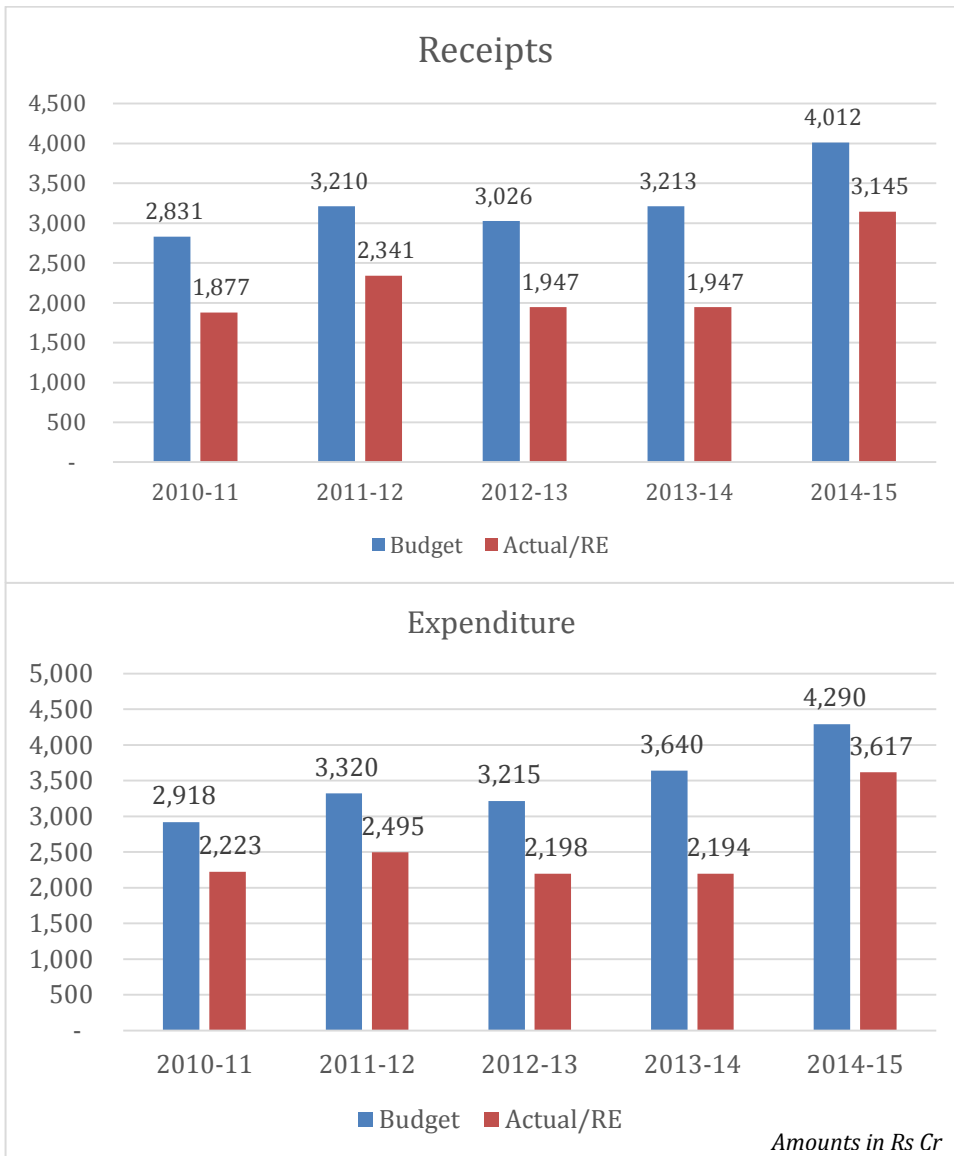
Budgets vs Actuals Trend of the BDA



Source: ISEC Compilation, Janaagraha

Exhibit 7D

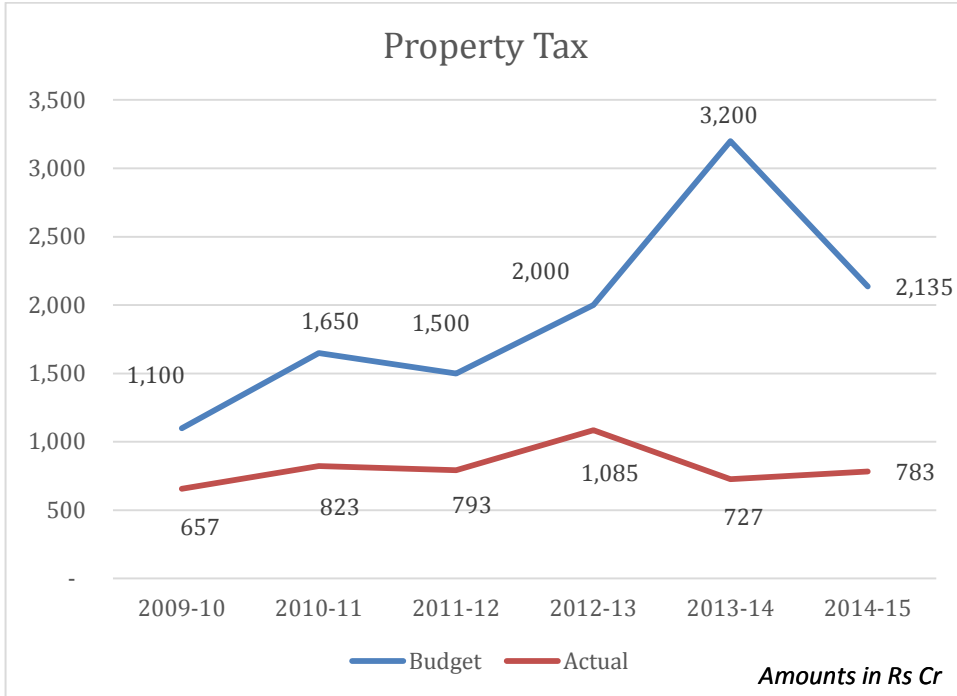
Budgets vs Actuals Trend of the BWSSB



Source: Janaagraha

Exhibit 7E

Trend in BBMP's Property tax collections



Source: BBMP reports; Janaagraha.

BBMP internal figures for the year vary from these numbers

FINANCIAL MANAGEMENT

Exhibit 7F

BBMP's Non tax collections

BBMP Non Tax Revenue (Rs Cr)								
	2008-09				2014-15			
BBMP Top Non Tax Receipts	Revenue	Capital	Total (BE)	Actual	Revenue	Capital	Total(BE)	RE
Revenue	91(19%)	50 (10%)	141 (29%)	47 (20%)	38 (10%)	10 (3%)	48 (13%)	120(25%)
Town Planning	41(9%)	-	41 (8%)	112 (48%)	102(27%)	-	101.5 (27%)	191(40%)
Health General	131(26%)	100(20%)	231 (47%)	10 (4%)	7 (2%)	-	7 (2%)	3(1%)
Engineering Public Works Zonal	18(4%)	-	18 (4%)	32(14%)	163 (43%)	-	163 (43%)	124(26%)
Other Non Tax Revenue	59(12%)	-	59 (12%)	32 (14%)	44 (12%)	10 (3%)	54 (15%)	37(8%)
Total	342(70%)	150(30%)	492 (100%)	233 (100%)	354 (95%)	20 (5%)	374 (100%)	475(100%)

Source: ISEC

Values in the brackets are Percentage to the total. All values are budget estimates

Town planning, Revenue, Engineering public works Zonal departments have earned the highest non tax revenue. Health General that was expected to generate a large portion of the NTR (as per the BE) yielded very small NTR. It is generally observed that the NTR is very low and does not cover even the operating expenses and has a considerable scope for reform and additional revenue generation

FINANCIAL MANAGEMENT

Exhibit 7G

Department wise Expenditure in BBMP

BBMP Payments (Rs. Cr) Departments	2008-09 (BE)	2008-09 (Actual)	2014-15 (BE)	2014-15 (RE)	Growth on 2008-09
Council	16 (1%)	6 (0%)	354 (6%)	115 (4%)	1817%
GAD – Management	192 (7%)	138 (6%)	349 (6%)	223 (8%)	62%
Finance & Accounts	53 (2%)	102 (4%)	98 (2%)	34 (1%)	(67)%
Engineering - Public Works (Zonal)	636(22%)	825 (35%)	2095 (35%)	970 (33%)	18%
Engineering – Projects	487 (17%)	423 (18%)	602 (10%)	252 (9%)	(40)%
Engineering - Road Related Infrastructure	223 (8%)	135 (6%)	230 (4%)	243 (8%)	80%
Engineering – Electrical	164 (6%)	139 (6%)	14(0%)	88 (3%)	(37)%
Public Health Engineering - Zonal	-	112 (5%)	346 (6%)	291 (10%)	160%
Welfare	180 (6%)	72 (3%)	396 (7%)	138 (5%)	92%
Others	968 (33%)	405 (17%)	1,542(26%)	573 (20%)	41%
Total Payments	2,919 (100%)	2,357 (100%)	6,026 (100%)	2,927 (100%)	24%

Source: ISEC compilation

50-60 percent of the Payments are concentrated in engineering –public works, projects and road related infrastructure and there is by and large an even distribution among the other heads. Poor expenditure planning indicated by the deviation between the budgeted and actual payments, and it is even more serious in 2014-15

FINANCIAL MANAGEMENT

Exhibit 7H

Department wise Expenditure in BBMP

Distribution of BBMP Expenditure by Capex and Opex (Rs.Cr)				
Year	Capex (BE)	Capex (Actual)	Opex (BE)	Opex (Actual)
2008-09	1,672	1,465	1,247	968
2009-10	2,430	1,953	1,808	1,630
2010-11	6,297	1,793	2,474	1,837
2011-12	6,886	2,151	2,515	1,783
2012-13	6,870	2,413	2,610	1,871
2013-14	5,687	1,717	2,833	1,636
2014-15	3,995	2,052	2,031	1,657

Source: ISEC compilation

In the case of BBMP while the share of Capex has declined from 60.22 percent to 55.33 percent that of Opex has increased from 40 percent to 45 percent. Actual capital and operating expenses have been smaller than the budgeted estimates. Capex especially has been budgeted to be much larger than the Opex.

8 STRATEGIC & SPATIAL PLANNING FRAMEWORK

8.1 THE KARNATAKA TOWN AND COUNTRY PLANNING ACT, 1961

With the intention of having a uniform law for the regulation of planned growth, of land use and development and for the making and execution of town planning schemes in the State, the KTCPA 1961 was enacted. The contents include frameworks and procedures mandated for the preparation of Existing Land Use Plans, City Master Plans, Town Planning Schemes and the Acquisition of Land. This Act has not undergone ‘comprehensive’ revision in over 50 years and relies on planning techniques which are a legacy of old British Acts in India when the complexities of large metropolitan cities were not yet imagined. It lacks a mandate for inter departmental coordination, it does not have provisions for scales of plans, it continues to promote mono functional land uses, no mandate to integrate infrastructure plans with land use plans, and has largely served as a weak instrument in managing urban growth. Getting urban planning right is fundamental to economic prosperity. The Model Urban & Regional Planning and Development Law (Revised) formulated post the 74th Constitutional Amendment Act amongst other considerations sets a mandate for the KTCPA’s revision and introducing planning at scales. Using this mandate and understanding current frameworks and urbanization dynamics, the proposed scales of plans with a focus on Bengaluru are:

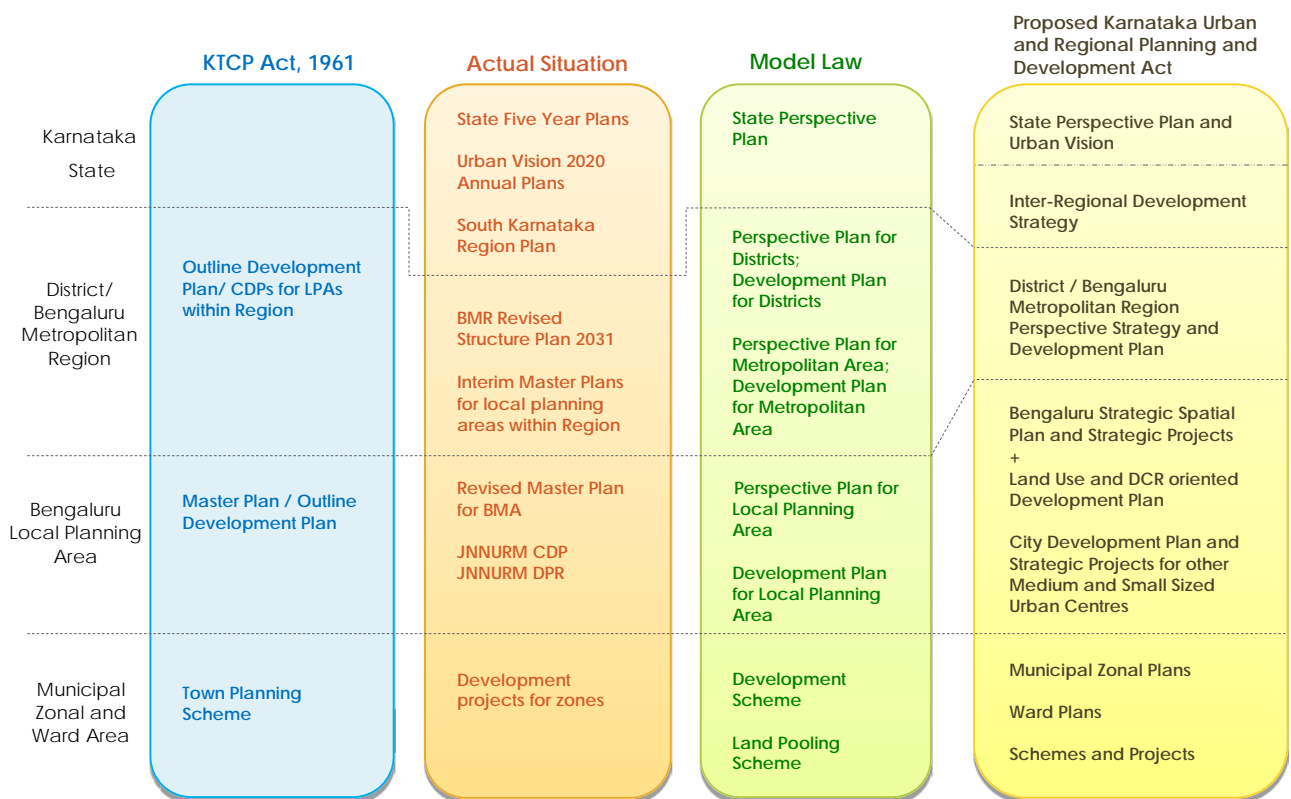
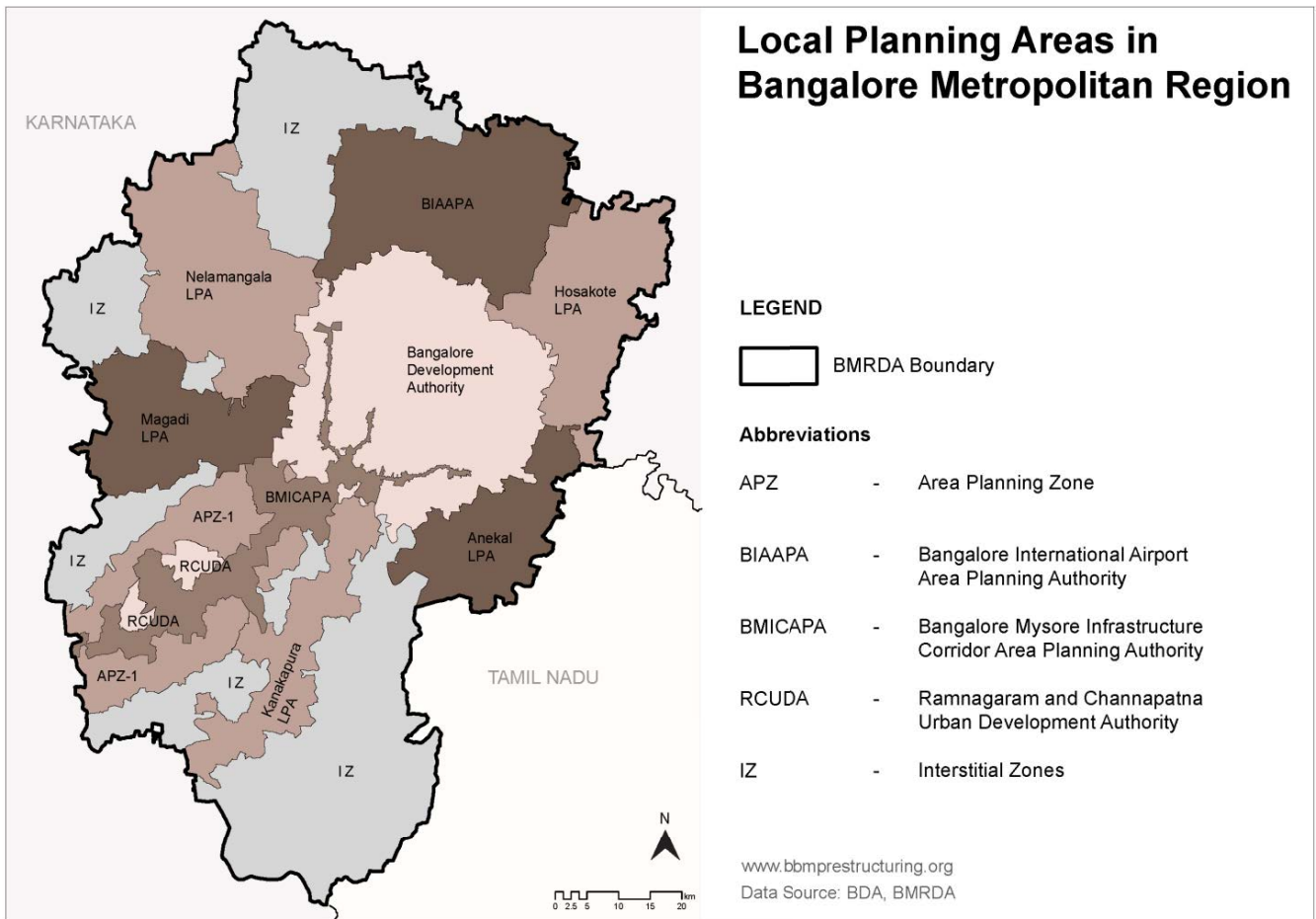


Fig 8a: Proposed Scales of Plans for Karnataka with a focus on Bengaluru; EMBARQ-WRI India



Scales of plans which are larger than that of Bengaluru and its City-Region are briefly discussed:

8.1.1 State Perspective plan and Vision

This plan needs to set the Vision and priorities for the State and its various districts, ensure integration of spatial planning with economic development plans (State five year plans) and the coordination of all other sectoral policies at the State Level.

8.1.2 Inter-Regional Development Strategy

This plan addresses the several regions of Karnataka whether it is environment related such as the Western Ghats or the Coastal Belt, or socio- economic such as backward districts, or industrial corridors or urban corridors all of which require inter district cooperation and coordination.

8.1.3 District Perspective Strategy and Development Plan

This plan is prepared by the District Planning Committee (DPC) in consultation with Urban Development Authorities (UDAs), MPCs, ULBs and Panchayats. The district plan which is a constitutional mandate addresses the complex function of urban and rural integration.

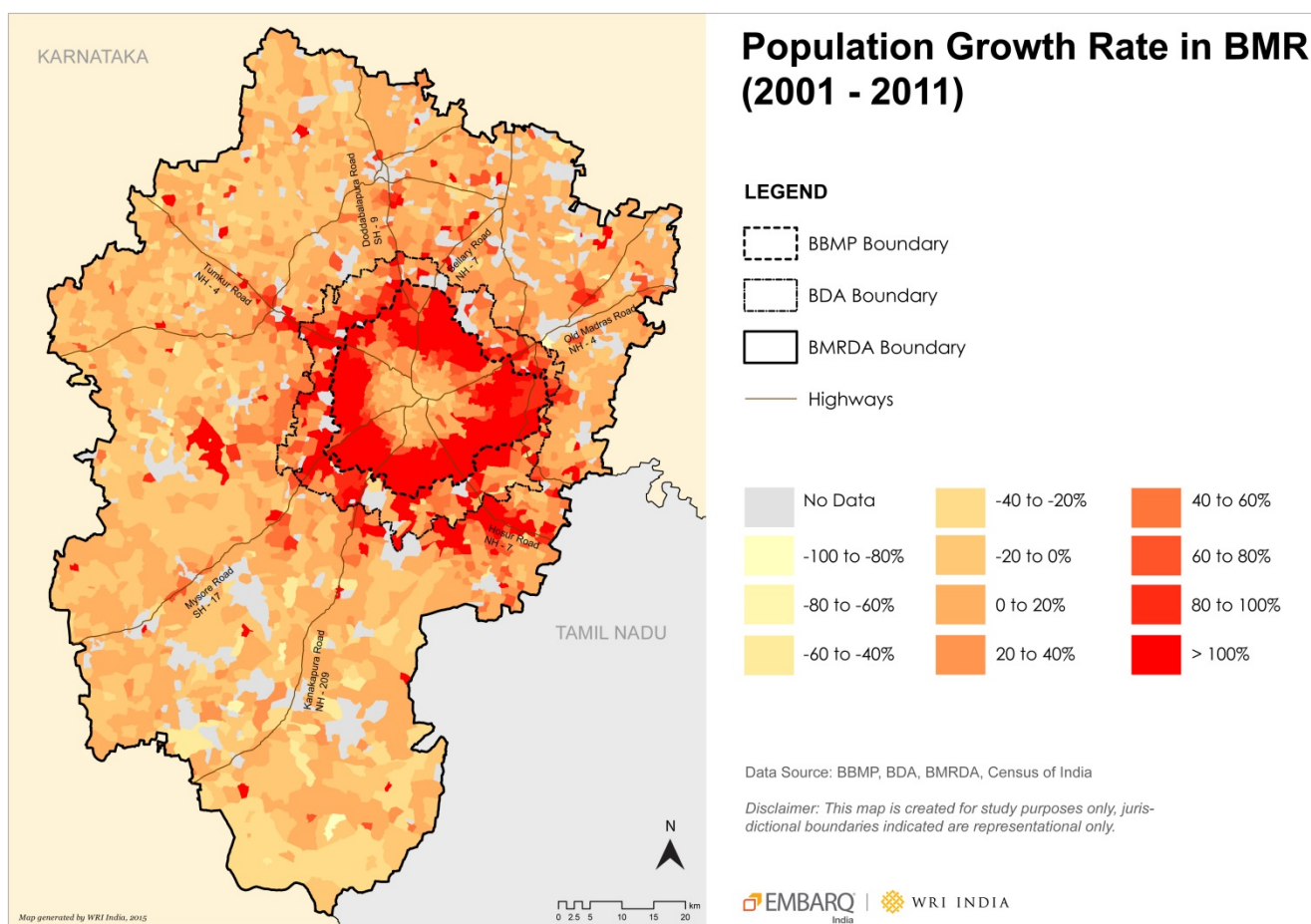
To avoid duplication in preparation of a Perspective Plan and a Development Plan for the District, the Perspective Plan may be more of a strategic document setting out policies and vision for a 20 year period

whereas the Development Plan with a 5 year term contains goals, objectives and priorities taking into account various sectoral requirements of panchayats and municipal bodies and their spatial implications. The plan will address issues arising between fast urbanising and intervening rural areas such as sharing of water and other natural resources, location of industries and environmental conservation. Provisions for integrated infrastructure development proposals, natural resource conservation, and social and economic development proposals will also be included.

8.2 PLANNING FOR BENGALURU'S CITY - REGION

8.2.1 The Dynamic Nature of Bengaluru's City - Region

The core city of Bengaluru enjoys the position of the primate in the region. Several other smaller yet dynamic settlements such as Anekal, Devanahalli, Nelamangala and Ramanagaram etc. are present whose growth potentials are not only directly connected to decisions Bengaluru makes, but also need to plan and manage their own self-sustaining futures. Urban settlements in the region of Bengaluru house key regional facilities that Bengaluru is critically dependant on, but can no longer hold onto, such as an international airport (BIAL International Airport at Devanahalli), industrial clusters housing new economies such as IT and ITES (Electronics City towards Anekal Taluk) or just industrial shifts and expansion (e.g. The ITC Factory that shifted to the New Airport Road while the old premises now houses ITC Infotech).



The peripheries of Bengaluru are its most dynamic areas with over a 100% growth rate of population seen beyond both the municipal and development authority boundary. Such urbanisation is not restricted to administrative jurisdictions alone, as rapid population growth rates are seen along major transport corridors, around key regional facilities and as outward radial city expansion.

'In global city regions, several city functions have spun outwards around older central cores, creating complex networks of interdependence between city, suburb and region. This development becomes increasingly complex both from a political and governance point of view. World city regions all have forged global economic linkages in advanced producer services and finance and are competing internationally as entire regions, rather than just as core cities'. (Paul Kantor et al, 2012)

The 2013 World Bank Report on 'Urbanization beyond Municipal Boundaries' in a detailed study of the 7 largest metropolitan cities in India (including Bengaluru) found that the pace of manufacturing employment growth (at 41%) was fastest in rural areas adjacent to the largest metropolitan areas in the years 1998-2005. High-tech and other emerging manufacturing industries were seen to be moving away from the cores of metropolitan areas, but were relocating to the immediate suburbs and peripheries of these very cities and not to locations farther away. But the magnitude of suburbanization is not well measured due to a statistical measure, where places near metropolitan municipalities that look and feel urban are classified as rural. And when you zoom into these places, these "rural" suburban areas beyond the municipal boundaries of metropolitan cities have really high economic growth. In the statistics of urban/metropolitan areas, this looks like stagnation, but looking closer, we see suburbanization.

8.3 NEED FOR THE METROPOLITAN PLANNING COMMITTEE (MPC) AT THE CITY - REGION

SCALE

With a view towards planning and managing the current and inevitable future growth of the city-region, the MPC should be a body constituted at the scale of the region (8,005 sq km of BMRDA jurisdiction) and not at the city municipal or development authority scale. The reasons are as follows:

- Bengaluru while being the primate in the region also requires its expanding activities to be accommodated elsewhere, and evidence indicates the inevitability of such activities choosing a location in its immediate region. Intra as well as inter settlement economic integration and inclusiveness emerges as a priority that needs to be managed by an MPC;
- The dynamic peripheries of the expanding city fuelled by key facilities migrating to the region indicate land development occurs prior to any government regulated expansion and hence planning for the future requires a larger jurisdiction;
- The current metropolitan region houses several ULBs that prepare their own master land use plans and projects with ambitious targets. These plans are almost contiguous to Bengaluru and needs a metropolitan regional authority for coordination, negotiation and cooperation purposes;

- The ULBs and RLBs in the current Bengaluru Metropolitan Region includes 1 Corporation (BBMP), 3 CMCs (Ramanagaram, Channapattana, Doddaballapur), 7 TMCs (Devanahalli, Hosakote, Nelamangala, Vijayapura, Anekal, Kanakapura, Magadi) and 228 Panchayats (RLBs) covering 2511 Villages (as per census 2011);
- If an MPC is set up for Bangalore city (ULB), it will require a District Planning Committee (DPC) at the regional level for multi municipal and RLB coordination. Considering both an MPC and DPC will both require 2/3rd elected members this will be a mere duplication and contain two separate politically heavy organisations trying to determine Bangalore's future. Also due to Bangalore's dominance in population numbers, more than 90% of the members of the DPC will anyway be from Bangalore;
- Technically, the spirit of setting up the MPC is to coordinate plans of at least two or more Municipalities or Panchayats. The Development (Master) Plan despite splitting up of the BBMP will remain a single plan as it is one city and rules out any coordination of plans with other municipalities;
- Functions, roles and responsibilities should be allocated based on scales of planning and could be done through an activity mapping exercise. The fear that such a large area cannot be managed will be mitigated if the role of the metropolitan authority (MPC) does not overlap with that of a city authority or a ward committee and vice-versa;
- The Bengaluru Metropolitan Region Development Authority (BMRDA) enabled by the BMRDA Act, currently prepares a Structure Plan for the region covering an area of 8,005 sq km. With this current institutional armature in place, improving its efficiency, functions and enabling mechanisms is a more viable and preferred option.

8.3.1 Bengaluru Metropolitan Region Perspective Strategy, Structure Plan and Annual Plan

The BMRDA which will function as the technical secretariat of the MPC is to continue its task of preparation of the Regional Structure Plan. While The Model Urban & Regional Planning and Development Law (Revised) suggests both a Perspective Plan and a Development Plan, it is recommended to avoid such duplication and time lag. A perspective Strategy shall set out broad policies and vision for a 20 year period whereas the Development Plan with a 5 year term will detail goals, objectives and priorities taking into account various sectoral requirements of panchayats and municipal bodies and their spatial implications within the metropolitan region. Annual Plans will have tangible regional level projects linked to budgets for implementation.

As per the 74th CAA and Model Planning Law, the MPC shall have regard to the plans prepared by the Municipalities and the Panchayats in the region. These plans will not essentially be changed by the MPC but a convergence through rationalization of the plans and policies prepared by local bodies will be undertaken and provide a forum to resolve conflicts and arrive at a comprehensive plan for the Region.

The MPC will address matters of common interest (and common concern) between the municipalities and panchayats, coordinated spatial planning and economic development and social justice. Due regard to enabling the following will be undertaken:

- Regional General Land Utilisation and Densities;
- Environment and Sustainability;
- Integrated Transport;

- Regional Economic Development, Investments & Employment;
- Integrated Infrastructure Development;
- Housing;
- Hazards, Disaster Management & Climate Change Mitigation;
- Institutional Coordination in Planning;
- Policies, Schemes and Regional Projects linked to clear budget outlays.

As per the 74th Constitutional Amendment Act and the Model Urban & Regional Planning and Development Law (Revised) the following terminology are to be understood. The Metropolitan Region being discussed in this chapter is the 'Metropolitan Area' as per the Act for which a 'Metropolitan Development Plan' is to be prepared that gives due regard to the plans prepared by more than one Municipality and Panchayats in the Metropolitan Area. The city area which in this report is the GBA extent is similar to the 'Local Planning Area' for which a 'Development Plan' is prepared.

8.4 PLANNING FOR BENGALURU CITY

8.4.1 The Current Process of Land Use based Master Planning is Ineffective

The Master Plan for Bengaluru is prepared for an area of 1307 sq.km by the Bengaluru Development Authority (BDA), which accommodated 8.95 million people as per Census 2011. This Master Plan (revised once in ten years) proceeds based on the frameworks laid down in the Karnataka Town and Country Planning Act, 1961. This Act has not undergone 'comprehensive' revision in over 50 years other than undergoing need based and piecemeal amendments over time. One of the key challenges in the Act is the standardized land use and zonal regulations oriented master plan that applies to any urban center irrespective of size, population and location in the State.

As indicated in Fig 8b, if the urban future of Bengaluru which is a city of 8.95 million people (2011 census) follows an identical planning process as that of Beltangadi, a city of only 8,000 people, it clearly calls for a rethink of how metropolitan cities are prioritized, planned and managed.

Bengaluru facilitates access to resources, technological advancements, economies of scale, large labour markets and contributes to a significant share of national and state GDP. The urban planning frameworks for Bengaluru must vary from those of smaller cities facing very different and less complex challenges. With the second and third largest city in Karnataka (Hubli-Dharwad and Mysore) being barely 1/9th the size of Bengaluru, it is a clear call to amend (or delink from) the KTCP Act 1961 to have a dedicated section for a contextual and relevant planning process for Bengaluru City.

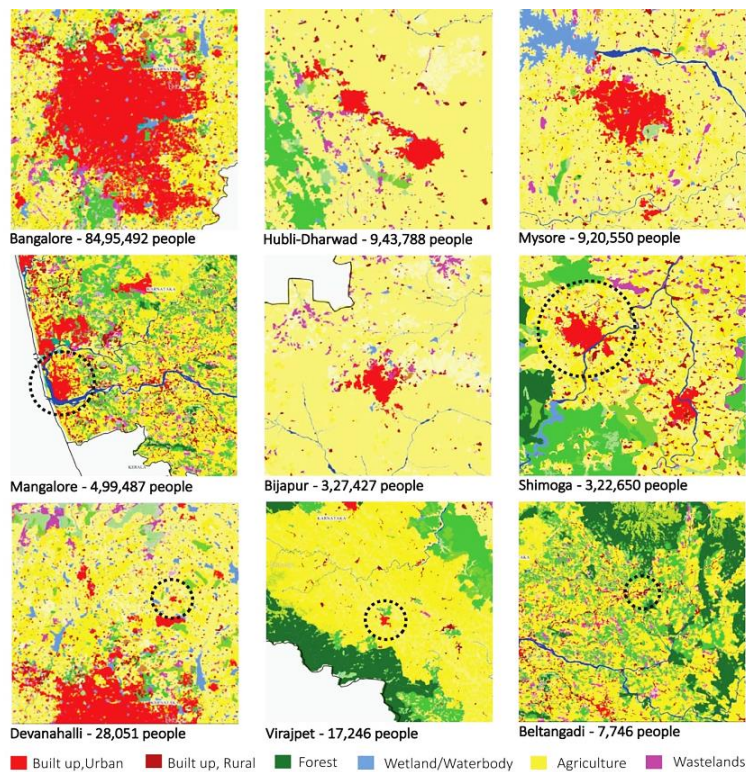


Fig 8b: Spatial extent and population variation of urban centers in Karnataka

Source: Land Use Land Cover-50K map/NRC, NRSC/ISRO – India, Census of India; Image by EMBARQ - WRI India

Pure Land Use based master plans have been documented to be ineffective¹. They are known to face prolonged delays in preparation and sanctioning, as well as in implementation. There is no mandate for the integration of sectoral infrastructure plans and the plan remains an unheard voice in suggesting what needs to be done across sectoral agencies. Its implementability is low, and is criticized for broad brushing out local specificities due to a generalized aggregated planning approach. Scales of Planning are missing as well as a lack of mandate for public participation. Sectoral infrastructure implementation agencies discharge their duties as per their respective Acts and decide their own jurisdictions, plans, projects and implementation schedules. Inter-agency coordination which unmistakably determines the fate of the development plan has been traditionally challenging. Inter-agency negotiation remains out of the scope of the development planning process. The marriage between the development plan and infrastructure (sectoral) plans does not happen within the current frameworks. The plan thereby remains irrelevant and outdated to address the city’s ever changing needs.

Cities in the United Kingdom and China, for example, accord special status to large cities. London doesn't stop at just a spatial plan for the city; it also prepares an economic development strategy and a transport development strategy in conjunction with it to retain its global competitive edge. Larger municipalities in China such as Beijing, Shanghai, Tianjin, and Chongqing have been accorded provincial status and hence are able to directly interact with the national government and employ different taxation norms. These municipalities with provincial status can implement local laws, regulations, and exercise unified administration over the economic, social, and cultural affairs in areas under their respective jurisdictions.

¹ Source: Alternate Approaches to Master Plans, SPA-MoUD, 2009; Core Group Report on Town Planning & Development Control Processes in Maharashtra, AILSG, 2007

8.5 STRATEGIC SPATIAL PLANNING AS THE ALTERNATE TO LAND USE MASTER PLANS

Strategic Spatial Planning separates the visioning tool from the regulatory tool. It envisions the city's future while formulating strategic decisions and projects that will help leapfrog over the current and potential challenges of the city. This tool is not legal in nature and serves as a platform for various stakeholders to freely express opinions, conduct negotiations, and arrive at agreements without the fear of repercussions. This negotiated planning method brings together various departments (planning, physical infrastructure, social infrastructure, and funding agencies) along with local businesses, religious groups, resident welfare associations, NGOs and citizens themselves. While the process could be messy to start with it results in a 'co-produced' vision for the city.

'Strategic Spatial Planning endorses a development-led approach that aims to intervene more directly, more coherently and more selectively in social reality and development. This internationally employed tool moves away from regulatory 'control' based policy instruments of static land uses, purely market based solutions and statistical extrapolations. Growing awareness indicates that producing plans may not be considered as the main purpose of planning and that planning without implementation is futile'. (Oosterlynck, Albrechts, Van den Broeck, 2010)

While each situation and context requires a specific process; key features of Strategic Spatial Planning are as follows²:

- **Components of a Strategic Spatial Plan:** Developing a long term vision and designing alternative futures, detailing short and long term projects, involving relevant actors and instruments needed to implement the strategic vision and participation and co-production of both policy and space;
- **Strategic projects are a key output of Strategic Spatial Planning:** 'Strategic' planning entails choosing and prioritising certain goals and areas above others and are meant to be integrative and not only sectoral. Projects and actions envisioned have inter-sectoral implications and address the key challenge that needs to be resolved in a particular area;
- **Structural Impact:** Strategic projects target urban spatial fragments rather than necessarily the city as a whole and aims for a structural impact and catalysing effect on the larger urban spatial system;
- **Inter-stakeholder negotiations are to be part of plan making process:** This type of planning is a co-produced socio spatial vision and process that requires horizontal as well as vertical cooperation within government agencies. Strategies and projects must stem from integration with the City Mobility Plan, City Economic Plan and various City Infrastructure Plans. Inter-agency negotiations are to be part of the plan making process. Co-production also indicates involvement of various local groups and actors and bringing in social innovation that addresses local needs;
- **Strategic Spatial Plans are anchored by strong leaders or agencies:** Strategic projects are to be embedded in long term visions shaped by values of diversity, social justice and equality. Strategic Spatial Planning is often anchored by a powerful local agency or political representative often being a mayor in international contexts. The use of strategic projects should be introduced as an proactive instrument in spatial planning and to create specific bodies dealing with integrated projects and area focussed planning within the governmental institutions at all policy levels;

² Sources: Planning- A Transformative Activity, Jef Van den Broeck, 44th ISOCARP Congress 2008; Strategic Spatial Projects - Catalysts for Change, Stijn Oosterlynck; Strategic Spatial Planning in European City-Regions, Simone Allin.

- **Strategic spatial planning complements other planning tools:** Strategic spatial planning differs from urban planning, as it complements other planning tools and usually results in a planning product such as a City Development Strategy or City Structure Plan. Unlike land use planning this is not statutory but rather a flexible tool for long-term orientation that enables dynamic revision and adaptation to changing and sensitive circumstances;
- **Linking budgets with strategic projects:** Strategic planning focuses, both in the short and the long term, on framing decisions, actions, projects and their implementation and incorporates a clear link to the budget, monitoring, evaluation, feedback, adjustment and revision.

8.6 PLANNING PROCESSES FOR THE 3 TIERED STRUCTURE OF GBA

With the inevitable need for a multi municipal structure for Bangalore, planning processes will follow a 3 tier structure, thus enabling planning at scales. The scales will be at the city level, multi municipal level (zonal) and ward level.

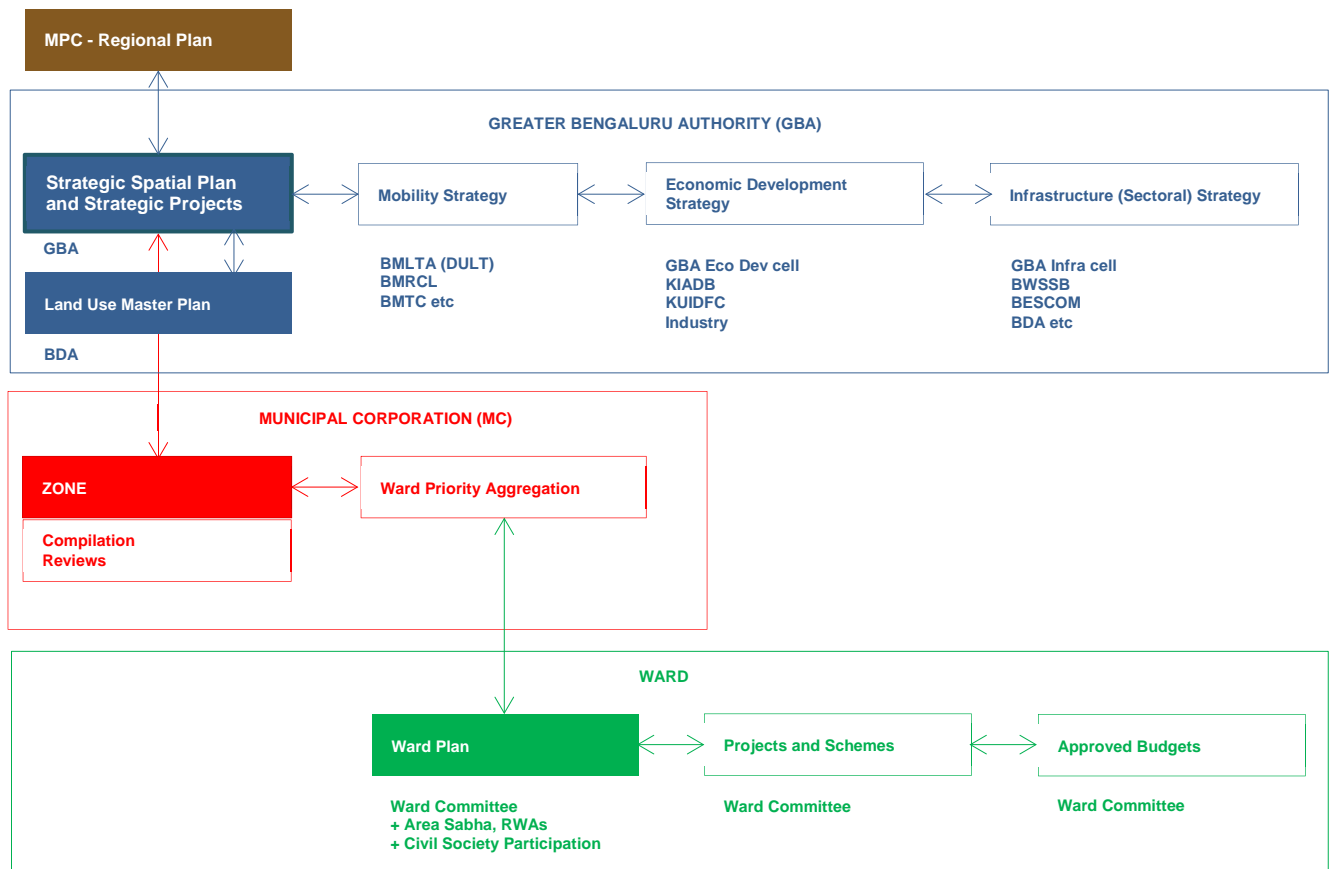


Fig 8c: Proposed Planning Process for the 3 tiered structure of GBA

8.6.1 The Strategic Spatial Plan (GBA)

The Strategic Spatial Plan will be the key planning activity anchored by the GBA. The Vision and strategies for the city are to be 'coproduced' for a period of upto 20 years ahead. The plan itself must be revised every 5 years to remain dynamic and relevant to present day needs and tie in to the tenure of elected representatives such as the mayor. Integrated strategic projects and actions which are a key outcome of this exercise should be formulated in the short and long term and have clear linkages to budgets and timelines. This proactive (non-legal) planning method and ensuing projects are based on convergence with key agencies dealing with Mobility, Economic Development and Infrastructure Development. The key spatial structure plan that emerges will hence be the final agreement as well as a negotiated commitment across agencies, stakeholders and citizens who then commit to realizing and implementing this vision. These agencies hence will prioritize their own department's plans, standards, projects and investment towards this unified larger city vision.

8.6.2 The Mobility Strategy (GBA)

The Mobility Strategy which is a key input into the Strategic Spatial Plan and prepared as coterminous is ideally prepared by an agency such as UMTA (Unified Metropolitan Transport Authority such as the BMLTA). UMTAs should function as an umbrella body that regulates the overall performance of the public transport system to ensure meeting the city's comprehensive mobility needs. The UMTA needs to ensure multi modal integration, and have a key role in decisions for significant public transport investments, have authority over strategic operations, negotiations, management policies and contracts across all transportation modes. Agencies to be brought under this umbrella include BMTC, BMRCL, Traffic Police, RTOs, parking policies, congestion taxes, taxis, auto rickshaws, private buses etc. Linkages of mobility planning to land use and environmental planning are critical to sustainable urban development.

8.6.3 The Economic Development Strategy (GBA)

The Economic Development Strategy which is a key input into the Strategic Spatial Plan and prepared as coterminous is ideally prepared by an umbrella economic development cell. The strategy will set out the framework for the sustainable economic development of Bengaluru so as to maximise on its potential for economic growth. Strategic transport investments like metro rail expansion (BMRCL) for example has a direct impact on urban and economic development and hence should be closely linked with the economic strategy for the city. The strategy will address long term as well as short term opportunities and will include aspects such as skill development, employment generation, tourism, city level infrastructure, new industry, supporting small and medium enterprises, peripheral settlements, derelict area regeneration, informal economies, wealth creation and social development etc. Agencies to be brought under this umbrella include KIADB, KUIDFC, the Department of Economics and Statistics, Industry and Trade organisations etc. This is further detailed in a later section.

8.6.4 The Infrastructure (Sectoral) Strategy (GBA)

The Infrastructure (Sectoral) Strategy which is a key input into the Strategic Spatial Plan and prepared as coterminous is ideally prepared by an umbrella infrastructure development cell. Infrastructure will drive sustained economic growth when it is properly aligned with the city's priorities. The city does not need only adequate power supply for instance but it also needs high quality power, free of interruptions and free of voltage fluctuations. Similarly the provision and quality of services such as water supply, sewerage, drainage, solid waste management, telephone, internet etc is critical. Typically sectoral agencies operate under their own acts and jurisdictions, resulting in setting their own priorities and

disengaged projections of demand. Sectoral agencies too must follow a single vision for the city as mutually agreed and set out in the Strategic Spatial Plan. Post this agreement they may detail out their own sectoral master plans and project implementation schedules. When large scale infrastructure projects like the Metro Rail are undertaken, it necessitates changes to the Strategic Spatial Plan and Statutory Land Use Plan. Hence, a short term “review” process should be taken up with a fixed mandate to be responsive to such changes. The infrastructure strategy should strive to meet the increasing demand for infrastructure services both in terms of quantity and quality. Agencies to be brought under this umbrella include BWSSB, BESCOM, BDA etc.

8.6.5 The Land Use Based Master Plan (GBA)

The regulatory land-use plan which is a statutory document will provide a legal certainty to the actionable inter sectoral projects rolling out of the negotiated Strategic Spatial Plan. Not only does this reinvigorate and make the traditional land use master plan an actionable plan directly linked to budgets and timelines, but it also will serve traditional functions such as giving out building permits and sanctions and helping to regulate violations. The zonal regulations and land use will continue to help the framing of detailed building bye laws by the municipalities. It will follow a 5 year revision process similar to that of the Strategic Plan and can continue to be anchored by the technical wing of the GBA which is the BDA.

8.6.6 The Municipal Zone Plan (MC)

The multiple municipalities falling within the purview of the GBA will help coordinate the implementation of strategic projects rolling out of the Strategic Spatial Plan especially in routing and allocating budgets and permissions. Municipalities will also continue to detail out building bye laws from the zonal regulations of the land use master plan.

As each municipality is expected to house about 80 wards, they also become the aggregators of ward plans. Based on an aggregation of citizen driven ward plans, a rationalisation and prioritisation process will need to be carried out to negotiate which priorities will be taken up first and in which wards and its related financial allocations and sanctions. The municipal commissioner along with the mayor and the zonal committee will help to decide on such matters. They will also hence serve as the interface between the wards and the GBA and provide upward information and edits to the strategic plan and the regulating plan to ensure realistic and timely planning and budget allocations.

8.6.7 The Ward Plan (MC)

The Ward Plan is the plan closest to citizens and hence must be prepared in ways that are participatory and is anchored by the ward committee. Involving people at local scales should not be a mere exercise to co-opt them in decision making but a way to introduce local knowledge and dynamism, local values, visions, concepts and solutions in processes and policies.

At the scale of the Ward Plans, a further analysis of what policies, plans and projects are being implemented in that ward can be discussed, contextualised and objections and suggestions can be made to higher scales of plans. This includes the inter sectoral strategic projects, land use, built form and density, social and physical infrastructure, traffic and pedestrian movement, mobility and parking, heritage/important structures, culture and character etc. Aspects that can be addressed and decided on at the ward scale itself can also be taken up such as complete street design including street furniture and utility location, local area improvements, local traffic circulation and parking locations and supply, architectural and urban design prescriptions, plantation and local landscape etc.

Due cognizance of these ward priorities, at regular intervals, should go back upward to inform the strategic plan and the regulating plan to ensure realistic planning and budget allocations.

It is evident that only a planning process that brings together various sectoral agencies and departments through both horizontal and vertical integration ensures dovetailing across scales of plans and involves various stakeholders especially citizens at important stages can ensure that the city meets its complex challenges and moves forward in sustainable and inclusive ways.

8.6.8 How the Strategic Spatial Plan Pans Out

As a hypothetical example, we can assume that one of the strategic projects chosen with the help of the Economic Development Strategy is to develop an 'Garments or Aerospace' park to access global economies and provide jobs for Bangalore's qualified workforce. GBA anchors this process and provides the platform for inter departmental negotiations. Here, the BMTC for example may agree to provide buses on this route for better access even if it means a loss for the first few years; the BESCO too agrees that a separate line will be provided to this development, but the BWSSB may state an inability to service this area due to lack of funds, manpower and other ongoing projects. BWSSB however agrees that this project is crucial for the city and agrees to provide water supply in 5 years from now. The Strategic Spatial Plan hence lists this project in its priority pipeline, and decides that water supply will have to be managed through alternate means such as surface water bodies and bore wells for the first 5 years. This Strategic Project which is linked to clear budgets and timelines is then moved through the Statutory Land Use Plan into the Municipal and Ward Scales. Contextualization then occurs with ward committees, RWAs and citizens assessing on ground feasibility, discussions with land owners, compensation criteria, and project alterations based on challenges on ground etc. The suggested changes to the project and revised budgets are then reflected back up from the ward through the municipality to the GBA. Agreements and approvals are obtained at all scales and the project starts implementation on ground having taken all stakeholders on board. Sectoral infrastructure agencies and spatial planning and development agencies hence move in a more strategic, coordinated and timely manner.

8.7 ECONOMIC DEVELOPMENT AGENCY (EDA)

The EDA is being discussed in some detail given its importance to the city's investment and job creation climate. Economic Development Agencies must have skilled economic development planners, lawyers, financiers, negotiators and regulators. They must be able to work closely with the private sector as well as boost the public sector's capabilities. Such agencies must be agile, have expert advice and audit committees, and be transparent, public-facing, and communication-oriented. They must aim to combine long-term economic strategies with citizen services and high-quality living environments. An Economic Development Agency has to be built on the following foundation:

8.7.1 Economic development is knowledge and skills-enhancing; it builds long-term assets that benefit everyone; it is not real-estate development

- Economic development is defined by a clear development of new forms of knowledge, skills, employment opportunities, and value addition-whether in agriculture, manufacturing, or services
- A good economic strategy allows more jobs with long-term prospects, and industry diversification, with many new sectors emerging and thriving
- Good economic development shows high backward and forward linkages with other sectors so the economy is dynamic and employment is skills-enhancing

- Economic development globally that has succeeded over the 20th century has shown clear advances in technological capabilities, benefits to the least fortunate, and improvement of basic services
- Economic development can take many forms, and does not require a manufacturing strategy alone. Agriculture and services-led advances can also be hugely beneficial, but only if they are accompanied by new knowledge, skills, employment opportunities, improved environmental indicators and better services. The value-addition lies in realizing these opportunities.

8.7.2 Urban economic development is much more than economic growth; and its engine is not real-estate/land value, but skills and value-addition through upgrading.

- Cities can have economic growth generated by speculation in land or by high investments, but their long-term economic development prospects may still be low
- Land value increases and physical infrastructure add to economic growth, but the more important economic development gains come from long-terms skills improvements, services improvements, manufacturing productivity increases, health improvements from improved surveillance, better waste processing, water and air quality, and environmental benefits
- Real-estate development is simply real-estate development. It is not economic development unless tied to a much wider strategy that has demonstrable new knowledge, skills, employment opportunities, and long-term value-addition.

8.7.3 Basic services can be a tremendous economic development opportunity

- Economic development for India, Karnataka, and especially a city such as Bengaluru, can rest in an excellent mix of services improvements alongside agricultural advances and manufacturing
- The lack of citizen services –from rapid response teams, medical care, tree-cutting, rain damage, traffic improvement across the city- is in fact an excellent economic development opportunity. It can provide opportunities for small and medium firms, it can enhance the reputation and capabilities of the public sector alongside, and it can strategically use technologies to upgrade basic citizen needs
- In improving basic service needs, firms and citizens alike become able to improve productivity, value-addition, and living quality
- Strategic use of know-how can boost revenues to the state and to the city, by tying in service benchmarks with contracting for economic development niches
- Non-profits make up a substantial portion of critical linkages in any thriving economy.

For example, **solid waste management (SWM) is an immense growth industry**. Managed well, it not only provides for excellent service sector opportunities, but it also can have important economic development spill over into agricultural and environmental processing, as well as manufacture of equipment –such as sensors, meters, construction materials, and so forth.

Similarly, **complaints processing and response on-site** can act as a powerful way to boost business opportunity and lessen the load for public agencies. Well-designed tree-cutting, sludge removal, debris removal, vehicle towing, fine enforcement, can improve the response time of many Bengaluru parastatal agencies as well as the BBMP and the police. Key Performance Indicators (such as speed of response, citizen approval, and fine collection) can determine the profit margins allocated to firms.

Third-party audit and monitoring can also lead to certification systems for zones. This can simplify the basis by which budgets are allocated to zones and by which economic investment opportunities are channelled.

Lake reclamation, kaluve cleaning, and watershed management, can be equally an economic development boost by working with non-profit organizations.

8.7.4 The informal economy has high growth and development potential

- The urban informal economy is already an immense source of growth and GDP contributions for Bengaluru
- However, there are many bottlenecks in terms of upgrading quality of activity and improving skills and value-addition
- There are substantial economic development gains to be made in sectors such as the:
 - food industry, food retail corridors, associated safety and hygiene monitoring and upgrading,
 - i. Solid waste management
 - ii. Communication, transportation and delivery services (from tempos for freight to couriers for other deliveries including e-retail)
 - iii. Construction upgrading-especially on public infrastructure projects
 - iv. Vegetable and flower markets
 - v. Improved pollution controls and waste management

There are many excellent examples in Asia alone of how improvements to the basic infrastructure in areas of heavy informal economic activity can boost revenues to the city, improve the conditions of work of these workers, enhance their incomes, and address safety and hygiene.

In Bengaluru, V.V. Pura, Gandhi bazaar, K.R. Market, Thippasandra and others offer such potential, improving both informal and formal economic opportunities alike and providing important land value enhancement and alternate revenues to the city. When informal activity is counted and assisted, the associated productivity and market value improvements can increase property revenues, property tax assessments, sales taxes, reputational gains to the city and state governments, and improvements to tourism revenues. The 'kadlekaiparishe' of Basavangudi is an excellent example of how to build economic development opportunities for the city based on deep cultural significance and existing economic activity.

The Singapore government's emphasis on street food improvements and local delicacies has led to increased revenues to the city as well as substantial gains to the cooks and traders and visibility for local innovations.

8.7.5 Economic development cannot depend on free give-aways, but show enhanced public benefit and long-term accounting

- Discard old-style, discredited strategies such as tax-holidays and free land. Tax holidays, free land, energy, and other amenities damage the long-term prospects of the state and the city
- Companies that invest or non-profits that put down roots must show long-term benefits to the city
- Economic development means accounting for all costs correctly. Such sops are not only a discredited strategy worldwide, unless they are linked to demonstrable benefits for the state that can be monitored, they also eat into revenues and generate many negative effects (e.g. environmental pollutants, noise, traffic) of their own that citizens later pay for in revenues and health loss
- Companies that locate to a state and seek to lower their costs substantially through free or low-cost land or energy utilities, rarely have viable business plans. They seek to make large profits in the first few years and their long-term benefit to the city is debatable
- Priority for cities should be to attract companies-both private and public sector, big and small, interested in helping to
 - Solve specific high-priority urban or regional problems e.g. SWM, energy generating, water quality improvements, noise reduction
 - Upgrade the technological capabilities of the state-including investing in long-term infrastructure
 - Transfer technologies –including training and improving capabilities of local personnel.

8.7.6 Economic development requires a specialized economic development agency

- Bengaluru has been suffering from spatial and physical changes, including worsening road traffic, noise, air and water availability and quality, that have caused economic investments which have no long-term planning. Entire sections of the city have experienced worsened quality of life, water bodies have been ruined, and children's and adult lung function has deteriorated
- The agency must consolidate economic planning, guiding investments into critical needs, industrial transformation, land, transportation, noise, water, energy, and other amenities.

8.8 BASIC: BENGALURU SPATIAL INFORMATION CENTRE

Today many of the civic planning and service delivery agencies are using geospatial technologies in one form or other but the tragedy is agencies don't know the kind of datasets is available with others. Sharing procedures for data are not present, including with the public. Multiple formats, standards, projections and scales make data hard to use across agencies and results in duplication of efforts.

Government departments / Agencies are spending considerable amounts in acquiring high resolution satellite images and hiring GIS consultants. These datasets created by multiple consultants are mostly fragmented, inconsistent and don't follow national spatial data infrastructure (NSDI) guidelines of India or vendor neutral and inter-operability procedures.

If Government wishes to take informed decisions and policy regulations, a real time spatial repository is necessary to bring together different datasets from multiple agencies. Searching, collating and analysing data is a herculean task involving lot of time and effort. No single agency has taken up this task in a proper consistent manner. Top level administration is unable to get a holistic view of the ground level status and implementation levels of their programs.

The Committee has invested considerable effort in putting together spatial (and some non-spatial) datasets across agencies onto a single platform. This was essentially necessary to make informed decisions about the current ground situation across multiple parameters (eg. demographics, infrastructure, revenue, public spaces, etc.) and determine the size and shape of the proposed Municipal Corporations. Exhibit 9A sets out the 102 layers currently built by the Committee. This needs to be nurtured, kept current and disseminated to others (including the public) based on acceptable protocols. Another 20-25 layers have been identified. The maps generated through this exercise are set out in the Appendix. Some aggregate datasets currently available at a ward / street level:

Parameter	Data
Population # 2011	84,43,675
Area (sq kms)	709.49
2011 Population density #/ sq km	11,901
Households # (Census 2011)	21,01,831
Buildings # 2014	11,97,164
# Buildings > G+3	1,25,708
Building plinth (sq m)	13,00,00,000
Buildings built up (sq m)	33,14,87,474
Road length (kms)	13,483
Dry Waste Collection Centres #	196
Lakes #	192
Lakes area (sq m)	2,53,49,105
Parks #	2,377
Parks area (sq m)	1,34,15,243
Playgrounds #	390

Parameter	Data
Playground area (sq m)	26,00,834
Police stations #	103
Bus routes #	34,670
Bus stops #	3,974
Street lights #	4,21,113
2011 HHs with underground drainage (%)	79
2011 HHs with piped water (%)	71

We have proposed setting up BASIC, a Bengaluru Spatial Information Centre enabled by an appropriate spatial repository act and housed in an appropriate organisation. More importantly, it is necessary to expose as much data as possible to the public and have them do data analytics, build applications that collectively helps improve the citizen experience in the city.

8.8.1 Need for Spatial Information Centre

Bengaluru is growing rapidly and urgently needs uniform, large scale accurate spatial datasets for planning and monitoring of various developmental activities. This is also essential to provide consistent and reliable citizen centric services across all the wards and villages within the city and the metropolitan area.

This could be achieved by entrusting record keeping, updating, maintenance, sharing activities and custodian of this database to one single agency which could be created through enacting a **“Geo-spatial Act”** for Bengaluru. This can be along the lines of the *“The Delhi Geo-Spatial Data Infrastructure (Management, Administration, Security and Safety) Act, 2011”* - *“In order to ensure the updated procedure in the spatial and attribute datasets, the need to create a separate geospatial act is very much required to mandate keeping the data and services updated and current, conforming to the emerging technologies and standards”*.

This is also in line with the ‘National Data Sharing and Accessibility Policy, 2012’ by Department of science and technology, Government of India and also in line with Karnataka GIS initiative by Department of IT, BT and ST, Government of Karnataka.

8.8.2 Objectives of BASIC

To create an authoritative GIS database available to all agencies, enterprises and citizens

- Establish single agency
- Integration by bringing together the fragmented data from individual departments, standardise the mapping procedures and sharing protocols
- Collect data from above the ground, on the ground and below the ground. Develop 2D and 3D geospatial information, applications and share with all users
- Obtain updates from Government agencies, Departments, Public sources and keep the datasets up to date
- Follow vendor neutral, platform neutral and interoperability principles.

8.8.3 Database Custodian

An independent statutory agency (or at least executive agency) could be created to carry out the data collation, creation and updation for the entire Bengaluru metropolitan region (BMRDA footprint). This agency will be the one point source for all the geospatial databases for the entire region. This newly created agency could be overseen (for the initial two/three years) by established agencies such as Karnataka State Remote Sensing Application Center(KRSRAC) or NIC or the Urban Mapping Centre at KUIDFC. The key expectations of the place where it is housed – competence in GIS, relevant infrastructure availability, appreciation of urban issues, staffing to follow up and keep the datasets current, planning and implementing new layers, additional attributes, etc.

8.8.4 Area and mapping scale

Bengaluru Metropolitan Region should be bought under this act. Entire are should be mapped at 1:2000 scale. For core area, i.e. Bengaluru metropolitan area mapping should be done further in detail as suggested below.

- Entire Bengaluru Metropolitan Region (BMR): 1: 2,000
- Core / Bengaluru Metropolitan Area (BMA): 1: 1,000

8.8.5 Mandatory sharing

All the stake holders, local planning authorities, ULBs and other agencies rendering public services or involved in the creation of public assets in BMR should share the details with the geo-spatial agency created under this act.

- Share geospatial data attributes pertaining to the respective departments
- Update existing databases in real time and share the same with the geo-spatial agency
- Conform to the data structure and standards prescribed by the geo-spatial agency

All departments use the datasets, maps, tools, programs created by the geo-spatial agency for their planning, administration and other major works

8.8.6 Stakeholders

We have listed most of the Government agencies that need to be part of BASIC:

Municipal Corporations	BMRL	Police (Law & Order)	Emergency Services
BWSSB	BESCOM	Traffic Police	Revenue
BDA	PWD	Fire Force	Irrigation
BMTC	KHB	Railways	Industries
BMLTA / DULT	Health	Lake Devt. Authority	Education
Statistics	Slum Clearance	Pollution Control	DC (Urban & Rural)

STRATEGIC AND SPATIAL PLANNING FRAMEWORK

EXHIBIT 8A

Sector	Sub sector	Layer	Geospatial Information (available)	Projection	Feature	Count	Limits	Source
Development _Plans	BDA_Landuse	Existing_landuse	Residential, commercial, industrial, Agriculture, Forest, villages, wasteland, others	WGS_1984_UTM_Zone_4 3N	Polygon	3685	BDA	BESCOM
Development _Plans	Layouts	BDA_layouts	Name of BDA Layout with village and hobli name, area, approval date, survey nos., no. of plots	GCS_WGS_1984	Point	232	BDA	CSTEP
Development _Plans	Layouts	Private_layouts	Name of layout with village and hobli name, area (acres-gunta), registration date, survey nos., no. of plots	GCS_WGS_1984	Point	256	BDA	CSTEP
Development _Plans	Layouts	Unauthorised_lay outs	Location and address of unauthorised layouts with village name and status	GCS_WGS_1984	point	123	BDA	CSTEP
Environment	Drainage	Watersheds	Extents of basins, watersheds, subwatersheds, mini watersheds and microwatersheds	Everest_Bangladesh_Poly conic	line	779	BDA	BDA
Environment	Drainage	Watersheds	Extents of basins, watersheds, subwatersheds, mini watersheds and microwatersheds	Everest_Bangladesh_Poly conic	Polygon	303	BDA	BDA
Environment	Drainage	Network	Length of natural drainage (network)	Everest_Bangladesh_Poly conic	line	3473	BDA	BDA
Environment	Forests	Reserved_Forests	Name and location of Reserved forests in BMR limits	GCS_WGS_1984	Polygon	174	BMR	Forest Department

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Sector	Sub sector	Layer	Geospatial Information (available)	Projection	Feature	Count	Limits	Source
Environment	Geology	Soil_types	Soil type, location and classification (order, suborder, group, subgroup, family, series, soil depth, texture, classification nos., etc)	Everest_Bangladesh_Poly conic	polygon	1721	BDA	BDA
Environment	Geology	Lineaments	Data on structures/Lineaments	Unclassified	Line	1380	BDA	Mines & Geology
Environment	Geology	Groundwater_prospects	Extents of ground water prospects (good to poor)	WGS_1984_UTM_Zone_43N	Polygon	703	BDA	BDA
Environment	Landuse_landcover (LULC)	Landuse and Landcover	Landuse and Landcover (NRSC classifications - type-1,2 and 3)	Everest_Bangladesh_Poly conic	Polygon	2849	BDA	BDA
Environment	Openspaces	BDA_Parks_openspaces	Location of park/open space with layout name, area (with measurements in E-W and N-S directions), date of handover to municipality	GCS_WGS_1984	Point	574	BDA	CSTEP
Environment	Openspaces	Parks_playgrounds	Location and type (park or playground)	GCS_WGS_1984	polygon	287	BBMP	CSTEP
Environment	Trees		Location of trees along major road corridors	WGS_1984_UTM_Zone_43N	point	275589	BDA	BDA
Environment	Waterbodies	Lakes	Location and extents of waterbodies	Everest_Bangladesh_Poly conic	polygon	565	BDA	BDA
Environment	Waterbodies	Lakes	Type, location and extents of waterbody	WGS_1984_UTM_Zone_43N	polygon	452	BDA	BESCOM
Environment	Waterbodies	Rivers	Location of rivers	Unclassified	polygon	3	BMR	CSTEP
Jurisdiction	Administrative	Hoblis	Hobli jurisdictions and names in BMA	WGS_1984_UTM_Zone_43N	polygon	16	BDA	BDA
Jurisdiction	Administrative	Taluk	Name and extents of Taluk boundaries	WGS_1984_UTM_Zone_43N	polygon	4	BDA	BDA

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Sector	Sub sector	Layer	Geospatial Information (available)	Projection	Feature	Count	Limits	Source
Jurisdiction	Administrative	ULBs_census_2001	Name, location and primary census abstract details of census 2001 for ULBs in BMA	Unclassified	Polygon	8	BDA	BESCOM
Jurisdiction	Administrative	BBMP_boundary	BBMP boundary	WGS_1984_UTM_Zone_43N	polygon	1	BBMP	BBMP
Jurisdiction	Administrative	BBMP_zones	BBMP zones	WGS_1984_UTM_Zone_43N	polygon	8	BBMP	BBMP
Jurisdiction	Administrative	BBMP_wards_MLAs	BBMP ward boundaries	WGS_1984_UTM_Zone_43N	polygon	198	BBMP	BBMP
Jurisdiction	Electoral_Constituencies	Assembly	Name and extents of assembly constituencies in BMA limits	Unclassified	polygon	28	BDA	BDA
Jurisdiction	Electoral_Constituencies	Parliament	Name and extents of parliament constituencies in BMA limits	Unclassified	polygon	5	BDA	BDA
Jurisdiction	Electoral_Constituencies	BBMP_MLAs	MLA constituencies within BBMP		Polygon	198	BBMP	BDA
Jurisdiction	Fire	Fire_stations	Name and location of fire stations	WGS_1984_UTM_Zone_43N	Points	13	BBMP	CSTEP
Jurisdiction	Police	Division_limits	Name of the division	WGS_1984_UTM_Zone_43N	Polygon	7	BDA	Police Department
Jurisdiction	Police	Subdivision_limits	Name of the subdivision and corresponding division name	WGS_1984_UTM_Zone_43N	Polygon	21	BDA	Police Department
Jurisdiction	Police	Police_station_limits	Name of the police station, its limits with subdivision and division names	WGS_1984_UTM_Zone_43N	Polygon	103	BDA	Police Department
Jurisdiction	Postal	Pincode_limits	PIN code jurisdictions and post office name	WGS_1984_UTM_Zone_43N	Polygon	100	BDA	Open Source
Mobility	Bus	Bus_depots	Location of bus depot, Rickshaw stand	WGS_1984_UTM_Zone_43N	point	8	BDA	BESCOM
Mobility	Bus	Big_10_routes	Bus route number and number of	GCS_WGS_1983	Line	13		BMTC

STRATEGIC AND SPATIAL PLANNING FRAMEWORK

Sector	Sub sector	Layer	Geospatial Information (available)	Projection	Feature	Count	Limits	Source
			stops (en route)					
Mobility	Bus	Bus_shelters	BMTC bus shelter name and location	GCS_WGS_1984	Point	1076		BMTC
Mobility	Bus	Bus_stops	Bus stop name, location and geocode ID	GCS_WGS_1984	Point	7686		BMTC
Mobility	Bus	Bus_stations	Major BMTC bus depots/stations/stops	GCS_WGS_1984	Point	116	BBMP	BMTC
Mobility	Bus	Bus_depots	Bus depot name, number, status, category, area, survey no., hobli, taluk, district	GCS_WGS_1985	Point	38		BMTC
Mobility	Bus	Routes	BMTC draft bus route number, origin, destination, distance, number of stops (en route)	GCS_WGS_1986	Line	2426		BMTC
Mobility	Bus	Bus_stops	Bus stop name, location and bus route no.	GCS_WGS_1984	Point	5451		BMTC
Mobility	Bus	Bus_Terminals	Name and location of Interstate bus terminals	GCS_WGS_1985	Point	2	BBMP	CSTEP
Mobility	Grade_separators	Flyovers_bridges	Flyovers/bridges in BMA limits	WGS_1984_UTM_Zone_4 3N	polygon	1071	BDA	BDA
Mobility	Metro	Alignment	Alignment drawings in DWG format					BMRCL
Mobility	Metro	Alignment_phase-1	Metro alignment		Line			BMRCL
Mobility	Metro	Stations_phase-1	Metro stations		Point			BMRCL
Mobility	Railways	Stations	Stations Name and location	WGS_1984_UTM_Zone_4 3N	Point	89		Railway
Mobility	Railways	Network	Railway track alignment and gauge type	WGS_1984_UTM_Zone_4 3N	line		BDA	BESCOM

STRATEGIC AND SPATIAL PLANNING FRAMEWORK

Sector	Sub sector	Layer	Geospatial Information (available)	Projection	Feature	Count	Limits	Source
Mobility	Railways	Stations	Schematic alignment with existing stations names and proposed new lines in Bangalore division (in DWG format)					Railway
Mobility	Railways	Network_polygon	Railway track alignment and gauge type		Polygon	1		Railway
Mobility	Roads	Arterial_roads	Bangalore arterial roads	GCS_WGS_1984	Line	19	BDA	CSTEP
Mobility	Roads	Road_Edges	Extents of road edge	WGS_1984_UTM_Zone_43N	polygon	38	BDA	BESCOM
Mobility	Roads	Extents	Same as above in polygons		Polygon	327	BDA	BESCOM
Mobility	Roads	Names	Road name (for some roads), length and type	PCS_Transverse_Mercator	Line	218067	BBMP	BBMP
Mobility	Roads	Center_lines	ID, Name, Type , Ward no, Ward name, Zone, Length		Line	92825	BBMP	BBMP
Mobility	Traffic_Police	Surveillance Cameras	Surveillance Cameras	kml	Point	160		BTP
Mobility	Traffic_Police	Signals	Signal Lights (Old and New)	kml	Point	299		BTP
Mobility	Traffic_Police	Major_corridors	Corridors	kml	Line	21		BTP
Properties	BBMP	BBMP_offices	Name, location, address and contact no. of BBMP offices	GCS_WGS_1984	point	126	BBMP	CSTEP
Properties	BDA	BDA_offices	BDA office locations with address and contact nos. zonewise	GCS_WGS_1984	point	5	BDA	CSTEP
Properties	BESCOM	BESCOM_offices	Location of BESCOM office with address and phone number	GCS_WGS_1984	point	115	BBMP	CSTEP
Properties	BWSSB	BWSSB_offices	Major BWSSB office location with address and contact no.	GCS_WGS_1984	Point	77	BBMP	CSTEP
Properties	BMTC	BMTC_Properties	BMTC property name, area (as per records), survey no, hobli, taluk,	GCS_WGS_1984	Polygon	235		BMTC

STRATEGIC AND SPATIAL PLANNING FRAMEWORK

Sector	Sub sector	Layer	Geospatial Information (available)	Projection	Feature	Count	Limits	Source
			district, status, category, photo					
Properties	Buildings	Individual_buildings	Individual building location, height and plinth area	WGS_1984_UTM_Zone_43N	polygon	1E+06	BDA	BDA
Properties	Buildings	Buildings	Individual building location, type of use, footprint (plinth)	WGS_1984_UTM_Zone_43N	polygon	37220	BDA	BESCOM
Properties	Plots	Individual_Plots	NPLNO, NPID, Street ID, Ngrid No, Notice no, Apl_no, OPID, OPLNo, NwardNo, NwardName, Zone, Usage, No_Floors, Floors, type, aplno0809, owner, address, no, category id, apt name, remarks, usage from date, npid old,		Polygon	1E+06	BBMP	BBMP
Properties	Buildings	BBMP_offices	Name, location and address of BBMP offices	GCS_WGS_1984	Points	126		CSTEP
Properties	Buildings	BDA_offices	Zonewise and BDA head office location, address with contact nos.	GCS_WGS_1985	Points	5		CSTEP
Properties	Buildings	Farm_houses	Name and location of farm houses	GCS_WGS_1984	Point	43	BBMP	CSTEP
Properties	Grade_separators	Flyovers	Type of Flyover		Line	127		CSTEP
Properties	Grade_separators	Flyovers	Type of Flyover		Polygon	97		CSTEP
Properties	Fire	Fire_stations	Name, location and contact no. of fire stations in Bangalore	GCS_WGS_1989	point	13	BBMP	CSTEP
Properties	KEB	KEB_offices	Name and location of KEB offices in Bangalore	GCS_WGS_1990	point	14	BDA	CSTEP
Properties	Police	Police_stations	Name of the police station, PS no., division, subdivision, contact no.,		Point	107	BDA	CSTEP

STRATEGIC AND SPATIAL PLANNING FRAMEWORK

Sector	Sub sector	Layer	Geospatial Information (available)	Projection	Feature	Count	Limits	Source
			CUG no.					
Properties	Traffic_Police	Stations	Police station name, location and contact details	kml	Point	33	BDA	Police Department
Properties	KSPCB	KSPCB_offices	Location, address and contact no. of state pollution board offices	GCS_WGS_1984	point	3	BBMP	CSTEP
Utilities	BESCOM	BMAZ_limits	Extents of BESCOM Bangalore zone	WGS_1984_UTM_Zone_43N	polygon	1		BESCOM
Utilities	BESCOM	Zone_limits	Bangalore Zone boundary	WGS_1984_UTM_Zone_43N	polygon	3		BESCOM
Utilities	BESCOM	Division_limits	Name and extents of BESCOM divisions in Bangalore zone	WGS_1984_UTM_Zone_43N	polygon	12		BESCOM
Utilities	BESCOM	Subdivision_limits	Extents of BESCOM subdivisions in Bangalore zone	WGS_1984_UTM_Zone_43N	polygon	42		BESCOM
Utilities	BESCOM	Circle_limits	Name and extents of BESCOM circles, divisions and subdivisions in Bangalore metropolitan area zone	WGS_1984_UTM_Zone_43N	polygon	48		BESCOM
Utilities	BESCOM	Section_limits	Name and extents of BESCOM sections in Bangalore zone	WGS_1984_UTM_Zone_43N	polygon	131		BESCOM
Utilities	BESCOM	Sections_hierarchy	Name and extents of BESCOM circles, divisions, subdivisions and sections in Bangalore metropolitan area zone	WGS_1984_UTM_Zone_43N	polygon	131		BESCOM
Utilities	BWSSB	Subdivision_limits	Name and subdivisions number	PCS_Transverse_Mercator	Polygon	31		BWSSB
Utilities	BWSSB	Division_limits	Name of the division	PCS_Transverse_Mercator	Polygon	9		BWSSB

STRATEGIC AND SPATIAL PLANNING FRAMEWORK

Sector	Sub sector	Layer	Geospatial Information (available)	Projection	Feature	Count	Limits	Source
Utilities	BWSSB	Service_stations_limits	Name of the service stations with division details	PCS_Transverse_Mercator	Polygon	110		BWSSB
Utilities	BWSSB	Manholes	Manholes - location, type, material, depth, month & year of installation, cover state, cover material, SSID, etc.	PCS_Transverse_Mercator	Point	164368		BWSSB
Utilities	BWSSB	Sewer_network	Sewer Lines - pipe alignment, length, flow type, diameter, material, month & year of installation, joint type, ss managed, replaced year, name of contractor, etc.	PCS_Transverse_Mercator	Line	54424		BWSSB
Utilities	BWSSB	Valves	Valve location, type, diameter, material, operation type, month & year of installation, etc	PCS_Transverse_Mercator	Point	31437		BWSSB
Utilities	BWSSB	Water_pipes	Water pipe line alignment, type, length, diameter, material, month & year of installation, joint type, SSID, etc.	PCS_Transverse_Mercator	Line	64354		BWSSB
Utilities	BWSSB	Drainage_network	Name, location and length of drain network	PCS_Transverse_Mercator	Line	1339	BDA	BWSSB
Welfare	Education	Schools	School name, location, administration type, year established, staff and student nos., medium of instruction, no. of computers, classrooms, toilet nos. (separtely for girls & boys), etc	WGS_1984_UTM_Zone_43N	Point	5443	Bangalore urban and rural districts	Akshara Foundation
Welfare	Food_Civil_supplies	KFCSC	Name, location, address, contact no. of food and civil supplies corporation units		Point	5	BBMP	CSTEP
Welfare	Health	Hospitals	Name and location of hospitals	GCS_WGS_1984	Points	454		CSTEP

STRATEGIC AND SPATIAL PLANNING FRAMEWORK

Sector	Sub sector	Layer	Geospatial Information (available)	Projection	Feature	Count	Limits	Source
Welfare	Health	Hospitals	Hospitals name, location, address, speciality, certified status, no. of beds, type - Govt./Pvt., contact no., etc	GCS_WGS_1984	point	135	BBMP	CSTEP
Welfare	Amenities	Civic_amenities	Layout wise civic amenity site location with site area, no., allottee and purpose	GCS_WGS_1984	point	890	BBMP	CSTEP
Welfare	Birth_Death	Cremation_burial grounds	Name and location of cremation/burial grounds in Bangalore	GCS_WGS_1984	Point	12	BBMP	CSTEP
Others	Facilities	Landmarks	Name, location, address and contact nos. of facilities (clinics, clubs, colleges, hotels, libraries, pharmacies, temples, police stations, pubs, restaurents, etc.)	unclassified	Points	12705		CSTEP
Others	Facilities	Railway_Reservation_Centers	Name, location and address of railway ticket reservation counters	GCS_WGS_1984	Point	8	BBMP	CSTEP
Others	Landmarks	Landmarks	Name and location of major landmarks	WGS_1984_UTM_Zone_43N	point	448	BDA	BESCOM
Others	Landmarks	Landmarks	Landmarks with address		Points	54889		ONZE
Others	Landmarks	Landmarks	Landmark name and location	PCS_Transverse_Mercator	Point	14341	BDA	ONZE
Others	Settlements	Village_geocodes	Location of settlements in BMR (No data inside Bangalore urban district and partial data outside)	GCS_WGS_1984	Points	1473		ONZE

BENGALURU: WAY FORWARD

**Expert Committee: BBMP Restructuring
June 2015**

Report Appendix

Chairman: B.S. Patil, IAS (Retd)

Members: Siddaiah, IAS (Retd)

V. Ravichandar

V. Yashvanth, IAS (Secretary)

APPENDIX I: OBJECTIVES AND GUIDING PRINCIPLES

CONTEXT

A 3 member Expert Committee on BBMP Restructuring (EC: BBMP Restructuring) was set up by the Government of Karnataka (GoK) on Sept 22, 2014 with an initial focus on recommending the best way ahead for the division of the Bruhat Bengaluru Mahanagar Palike (BBMP). On reconsideration, with a view to significantly improve the quality of living in Bengaluru region over the long run, the scope was enhanced to 'Restructuring BBMP' on Nov 19, 2014 (Appendix II). The 3 members of the Committee were Mr. B.S. Patil, Former Chief Secretary, Mr. Siddaiah, Former BBMP Commissioner and Mr. V. Ravichandar, Former Bangalore Agenda Task Force (BATF) member.

Between mid -November 2014 and end-May 2015, the Committee met with over 1,000 Stakeholders (48 elected representatives, senior officials of 20 government agencies, Institutional groups, Resident Welfare Associations, NGOs, etc.). A web site, www.bbmprestructuring.org, was set up as a two way communication platform between citizens and the Expert Committee. The Committee reviewed best practices (Domestic / International), citizen suggestions, set up teams for analysing spatial databases, public finances, HR, governance / administration, activity mapping, legal aspects, scenario analysis and had multiple internal discussion sessions.

A preliminary report was submitted to the Chief Minister, GoK on Dec 23, 2014 based on a month's work of the Expert Committee. This report focused on learnings from other cities and inputs from initial discussions with Stakeholders. Six months' time till end June 2015 was sought to meet the Committee's objectives. On Mar 18, 2015, a second interim report was submitted to GoK. This report focused on feedback from Stakeholders and the Committee's thinking on the need of a 3 tier governance and administration structure with a multiple municipal corporation set up as the foundation for a new Bengaluru. The city is currently reeling under severe infrastructure and service delivery woes accentuated by a rapidly growing metropolis – its decadal growth of 44.5% during 2001-11 was the highest in the world for cities of comparable size and spread. Its current population of around 10 million is expected to grow to over 20 million by 2041 and unless systemic, proactive measures are taken to manage the growth, Bengaluru's woes would worsen.

THE OBJECTIVES FOR THE EC: BBMP RESTRUCTURING EXERCISE

The Government order sets out the key objectives for the Expert Committee:

- To improve the quality of living and living environment in the city both in the short term and long term
- To advice the Government to create appropriate governance / administration systems and infrastructure for Bengaluru to meet the increased expectations of citizens
- Suggest steps to be taken to make Bengaluru as one among top 50 cities.
- Suggest specific actions to be taken to restructure BBMP including any division that might be required.

GUIDING PRINCIPLES FOR EC: BBMP RESTRUCTURING

Any exercise of this nature needs to be anchored in a few guiding principles. At the outset, the Committee decided to adopt the following principles as it went about its tasks in meeting the overall objectives:

- Citizen centric, demand driven exercise
 - The focus is about improving quality of living for all citizens in Bengaluru. So emphasis on citizen needs, access and services provisioning
 - Outcome orientation; City service providers to align themselves based on citizen expectations; Integrated thinking
- Spirit and recommendations of the 74th Constitutional Amendment Act (CAA)
 - Metropolitan Planning Council (MPC) for the region
 - Ward committees strengthening at the lowest tier of city governance
- Futuristic outlook
 - 2041 time horizon; Solutions to stand the test of time
 - Scalable over time
- Reinforce Brand Bengaluru
 - The pre-eminence of the Bengaluru brand globally to be further strengthened
 - Increase ability to attract investments and create jobs
- Accountability of elected representatives and service providers to citizens
 - Give voice to citizens and citizen groups through institutional mechanisms
 - Citizen participation; Role for citizen beyond casting a vote at election time

APPENDIX - I : OBJECTIVES AND GUIDING PRINCIPLES

- Trust building through transparency measures
 - Proactive disclosure by Government agencies as the norm
 - Checks and balance at every level of governance / administration
- Focus on Institutions and Human Resources
 - Build robust institutional structures with clarity on roles and responsibilities
 - Cadre, Recruitment and Capacity building measures
- Embrace the power of technology
 - In every aspect of civic governance, services delivery
 - Two way communication.

APPENDIX II: GOVERNMENT ORDER

NOTIFICATION

Subject : Regarding division of the Bruhat Bangalore MahanagaraPalike

Ref : Letter bearing No. Sasa/Na/1296/2013, dated: 22/08/2013 received from Minister of Transport and Bangalore District In charge

Bangalore Metropolitan Corporation earlier covered an area of 226 sqkms. Bruhat Bengaluru MahanagaraPalike was formed with effect from 16.01.2007. Currently, it covers an area of 800 sqkms and comprises of 8 zones. With such rapid growth of Metropolitan Corporation on a day by day basis, the providing basic amenities and facilities to people has become the main responsibility of BBMP. But, from an administrative perspective managing this in an organized manner is posing a great challenge.

2. Mumbai, one of the four metropolitan cities, covers an area of 603 sqkms and for effective administration it has 8 municipal corporations and 9 ward committees.

3. Similarly, Kolkata Municipal Corporation has 186 sqkms and has 100 municipal corporations and 38 ward committees. Due to administrative challenges, former Delhi Municipal Corporation has been divided into 3 separate Municipal Corporations.

4. Though London, which is one of the famous international cities, has a population equivalent to Bangalore it has 32 separate Boroughs

5. The above mentioned points have been discussed in detail in the meeting held on 12.08.13 conducted by Minister of Transport. Based on the views expressed in the meeting, Minister of Transport has requested the Government to appoint an expert committee to study the division of BBMP in detail, take public opinion and study the same carefully, ensure that the report from the committee is submitted within a stipulated time, and based on the report take a suitable decision on division of BBMP.

6. There are many issues related to the administration of BBMP like solid waste management has worsened and there are many Public interest litigations pending in the high court related to this. Yet no proper waste management program has been implemented. Besides, the 110 villages around Bangalore which have been added to BBMP are yet to be provided basic facilities like drinking water and good road connectivity.

7. Considering the above issues, the Government has decided to divide BBMP in order to improve the ease of administration and to provide basic amenities / facilities to the people. But before that, Government has decided to appoint an Expert committee, ensure that the committee submits the report within stipulated time, get public opinion based on the report and make an appropriate decision. Hence the following order

Government Order No. : NaAaE 484 MNY 2013, Bangalore, Date: 22-09-2014

8. As per the reasons outlined in the proposal, the following experts have been appointed to study and submit a report regarding the division of BBMP

1. Mr. B. S. Patil IAS (R)
Retired Chief Secretary
Government of Karnataka, Bangalore - Chairman
2. Mr. Siddaiah IAS(R)
Retired Commissioner
BBMP & BDA, Bangalore - Member
3. Mr. Ravichandar
Member
Former Bangalore Agenda Task Force, Bangalore - Member

9. Additional Commissioner (Administration), BBMP is requested to provide all necessary information required for the above committee and also manage all co-ordination efforts to organize related meetings as required.

10. This committee is required to study in detail about the division of BBMP and submit the report in next three months.

11. Commissioner, BBMP has been ordered to provide this expert committee necessary facilities like Office, Staff, Furniture and fixtures, Vehicles, etc.

Addendum Notice – 19.11.2014

Government under its notification NaAaEe/484/NMY/2013 dated 22/09/2014, had formed an expert team to advice Government on division of the Bruhat Bangalore MahanagaraPalike under the chairmanship of Mr. B. S. Patil, IAS, Retired Chief Secretary, Government of Karnataka. It is requested to include the below mentioned points after Sl. No. 10 of the above mentioned notification.

1. To improve the quality of living and living environment in the city both in the short term and long term
2. To advice the government to create suitable government systems and infrastructure to Bengaluru including increased services expected by citizens
3. Suggest steps to be taken to make Bengaluru as one among the 50 best cities
4. Suggest specific actions to be taken to restructure BBMP.

For and As directed by
Governor of Karnataka

N Gopalaiah
Government Under Secretary
City Development Department (BBMP)

To:

1. Chief Accountant (A&E) / (G&SSA)/(E&RSA), Karnataka, Bangalore
2. Head Accountant, Karnataka, Bangalore
3. Principal Secretary, Government of Karnataka, VidhanaSoudha, Bangalore
4. Chief Secretary, Chief Minister's office, VidhanaSoudha, Bangalore
5. Commissioner, BBMP, Bangalore
6. Mr. B. S. Patil, IAS (R), Retired Principal Secretary, Government of Karnataka, Bangalore
7. Sri Siddaiah, IAS (R), Retired Commissioner, BBMP & BDA, Bangalore
8. Mr. Ravichandar, Former Member, Bangalore Agenda Task Force, Bangalore
9. Personal Secretary to Minister of Transport and City Development, VikasaSoudha, Bangalore
10. Personal Secretary to Additional Principal Secretary, City Development Department, VikasaSoudha, Bangalore
11. Personal Secretary to Principal Secretary, City Development Department, VikasaSoudha, Bangalore
12. Deputy Secretary 1, City Development Department, VikasaSoudha, Bangalore
13. Branch Security file / Internet Department / Additional Copies / Compendium

(Translated from Kannada)

APPENDIX – III : ACTIVITY MAPPING

APPENDIX III: ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Arts & Culture	Conducting functions & ceremonies	BBMP	MC	MC	MC	N/A	Zone	Zone	No	Yes
Birth & Death	Providing Burial/Cremation services	BBMP	CPU	GBA	Zone	N/A	Zone	Zone	No	No
Birth & Death	Issue of Birth & Death Certificates	BBMP	CPU	MC	N/A	N/A	Ward	Zone	Yes	No
Complaints Handling	Setting up & operating helpline	BBMP	MC	MC	MC	MC	MC	MC	Yes	No
Complaints Handling	Establishment & operation of Public Grievance Redressal cell	BBMP	CPU	MC	MC	MC	Zone	Zone	Yes	No
Emergency Services	Management of natural calamities	BBMP	State	GBA	MC	N/A	Ward	Zone	No	Yes
Emergency Services	Putting up shops/stalls for the sale of necessities of life during famine	BBMP	CPU	MC	Zone	N/A	Ward	Zone	No	Yes
Information	Releasing publications	BBMP	CPU	N/A	MC	N/A	MC	MC	Yes	No
Information	Issuing advertisement & publicity material to public	BBMP	MC	N/A	Zone	N/A	Zone	Zone	Yes	No
Information	Dissemination of information under RTI	BBMP	External	MC	Zone	N/A	Ward	Zone	Yes	No
Public Conveniences	Establishment of Citizen Service Centres	BBMP	CPU	MC	Zone	Zone	Zone	Zone	Yes	Yes
Service Fees	Clearing vacant sites	BBMP	CPU	MC	Zone	N/A	Ward	Zone	No	Yes
Service Fees	Sale of Publications, Booklets, Forms	BBMP	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Statistics	Conducting Census	BBMP	External	MC	MC	N/A	Zone	Zone	Yes	No
Statistics	Management of computerised records	BBMP	CPU	N/A	MC	N/A	Zone	Zone	Yes	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Sustainability	Removing noxious vegetation & abating all public nuisances	BBMP	CPU	MC	Zone	N/A	Ward	Zone	No	No
Sustainability	Undertaking techno feasibility / EIA studies	BBMP	CPU	N/A	MC	N/A	MC	MC	Yes	No
Systems	Revenue Accounting	BBMP	State	MC	MC	N/A	Zone	Zone	Yes	No
Systems	Expenses Accounting	BBMP	State	MC	MC	N/A	Zone	Zone	Yes	No
Systems	Working Capital Management	BBMP	MC	MC	MC	N/A	Zone	MC	Yes	No
Systems	Financial Management	BBMP	MC	MC	MC	N/A	MC	MC	Yes	No
Systems	Debt Servicing	BBMP	MC	N/A	MC	N/A	MC	MC	Yes	No
Systems	Revenue Budgeting	BBMP	State	MC	N/A	N/A	Ward	Zone	Yes	Yes
Systems	Expenditure Budgeting at Ward	BBMP	State	MC	MC	N/A	Ward	Zone	Yes	Yes
Systems	Expense Budgeting at Zone and higher	BBMP	State	MC	MC	N/A	Zone	MC	Yes	No
Systems	Capital Budgeting	BBMP	State	MC	Zone	N/A	MC	MC	Yes	No
Systems	Budget Approval	BBMP	State	MC	MC	N/A	MC	MC	Yes	No
Systems	Recruitment of staff	BBMP	State	MC	MC	N/A	Zone	MC	No	No
Systems	Payroll Processing	BBMP	State	MC	N/A	N/A	MC	MC	Yes	No
Systems	Pension Payment	BBMP	State	MC	N/A	N/A	MC	MC	Yes	No
Systems	Employee Training and Capacity Building	BBMP	State	MC	MC	N/A	Zone	Zone	Yes	No
Systems	Procurement and Maintenance of IT assets	BBMP	State	MC	MC	MC	Zone	Zone	Yes	No
Systems	Implementation of improvement projects	BBMP	MC	MC	MC	N/A	MC	MC	Yes	No
Systems	Safeguarding IT assets	BBMP	MC	MC	MC	N/A	Zone	Zone	Yes	No
Systems	Establishment and Operation of Central Control Room	BBMP	State	GBA	MC	MC	MC	MC	Yes	No
Systems	Establishment and maintenance of facilities	BBMP	MC	N/A	MC	N/A	Zone	Zone	Yes	No
Systems	Procurement and Maintenance of Assets for Operations	BBMP	MC	N/A	MC	N/A	Zone	Zone	Yes	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Systems	Support function to Council and Committees	BBMP	MC	N/A	MC	N/A	MC	MC	No	No
Systems	Advertisement and Publicity - General	BBMP	MC	N/A	MC	N/A	Zone	MC	No	No
Urban Planning	Establishment & operation of Geographical Information System	BBMP	CPU	MC	MC	MC	Zone	Zone	Yes	No
Welfare	Management of the old-age & widow pension schemes	BBMP	CPU	MC	Zone	N/A	Zone	Zone	Yes	No
Public Conveniences	Removal of unauthorised hoardings	BBMP - Advertisements	CPU	MC	Zone	N/A	Ward	Zone	Yes	Yes
Service Fees	Licensing of advertisement hoardings	BBMP - Advertisements	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Taxes	Collection of Advertisement Tax	BBMP - Advertisements	CPU	MC	MC	N/A	Ward	Zone	Yes	No
Veterinary	Ambulances for domestic animals	BBMP - Animal Husbandry	State	MC	Zone	Zone	Zone	Zone	Yes	No
Veterinary	Establishment & maintenance of cattle pounds	BBMP - Animal Husbandry	State	MC	MC	Zone	Zone	Zone	No	No
Arts & Culture	Conducting ceremonies & functions	BBMP - Culture & Sports	MC	N/A	Zone	N/A	Zone	Zone	No	Yes
Fitness	Conducting physical education & sports training	BBMP - Culture & Sports	CPU	N/A	Zone	N/A	Ward	Zone	No	No
Fitness	Organising rallies & sport tournaments	BBMP - Culture & Sports	CPU	N/A	Zone	N/A	Ward	Zone	No	Yes
Fitness	Purchase & maintenance of sports equipment	BBMP - Culture & Sports	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes
Heritage	Installation of statues & memorials	BBMP - Culture & Sports	CPU	N/A	MC	MC	N/A	Zone	No	No
Heritage	Protection of public property within the heritage area	BBMP - Culture & Sports	CPU	N/A	Zone	N/A	Zone	MC	No	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Heritage	Preventing uncontrolled development of the heritage area & commercial exploitation of the area	BBMP - Culture & Sports	CPU	N/A	GBA	N/A	Zone	Zone	Yes	No
Heritage	Conservation of cultural heritage buildings	BBMP - Culture & Sports	State	N/A	GBA	N/A	Zone	Zone	No	No
Information	Bringing out films & documentaries on Culture & Heritage	BBMP - Culture & Sports	State	N/A	GBA	GBA	N/A	GBA	No	No
Recognition & Awards	Institution of awards & recognitions	BBMP - Culture & Sports	CPU	N/A	MC	N/A	MC	MC	No	No
Welfare	Distribution of contribution & grants in aid	BBMP - Culture & Sports	MC	MC	MC	N/A	MC	MC	No	Yes
Arts & Culture	Conducting ceremonies & functions	BBMP - Education	CPU	MC	Zone	N/A	Ward	Zone	N/A	Yes
Education	Purchase of band sets & sports equipment for Schools	BBMP - Education	CPU	N/A	Zone	Ward	N/A	Zone	Yes	No
Education	Distribution of study materials	BBMP - Education	External	MC	Zone	N/A	Ward	Zone	No	No
Education	Introduction of distance education programmes	BBMP - Education	External	N/A	MC	N/A	Zone	Zone	Yes	No
Education	Printing of question papers	BBMP - Education	External	MC	Zone	N/A	Zone	Zone	Yes	No
Education	Organising study tours	BBMP - Education	CPU	MC	Zone	N/A	Zone	Zone	No	No
Education	Installation & maintenance of computers in Schools	BBMP - Education	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes
Education	Establishment & maintenance of labs	BBMP - Education	CPU	MC	Zone	Zone	Zone	Zone	Yes	No
Education	Purchase & maintenance of lab equipment	BBMP - Education	CPU	MC	Zone	Zone	Ward	Zone	Yes	No
Education	Organising NCC & scouts & guides programme	BBMP -	CPU	N/A	Zone	N/A	Ward	Zone	No	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
		Education								
Education	Security & house keeping of Schools & Colleges	BBMP - Education	CPU	MC	Zone	N/A	Zone	Zone	No	No
Livelihood Creation	Establishment & maintenance of training centres	BBMP - Education	CPU	MC	Zone	Zone	Zone	Zone	Yes	No
Public Health	Conducting health check up for school children	BBMP - Education	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Recognition & Awards	Institution of awards & recognitions	BBMP - Education	MC	MC	MC	N/A	Zone	MC	No	Yes
Service Fees	Collection of rent from Schools & playgrounds	BBMP - Education	MC	N/A	Zone	N/A	Ward	Zone	Yes	No
Welfare	Distribution of uniforms, sweaters & school bags	BBMP - Education	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Welfare	Providing facilities & operations for Mid-day meals	BBMP - Education	CPU	MC	Zone	N/A	Zone	Zone	Yes	No
Welfare	Distribution of stipends & scholarships	BBMP - Education	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Arts & Culture	Construction & maintenance of art galleries	BBMP - Engineering	CPU	MC	Zone	Zone	Zone	Zone	Yes	No
Education	Construction & maintenance of Education buildings	BBMP - Engineering	CPU	MC	Zone	Zone	Ward	Zone	No	Yes
Education	Construction of student hostels	BBMP - Engineering	CPU	N/A	Zone	Zone	N/A	Zone	Yes	No
Public Conveniences	Construction & maintenance of community halls	BBMP - Engineering	CPU	MC	Zone	Zone	Ward	Zone	No	Yes
Public Conveniences	Construction & maintenance of Libraries & reading rooms	BBMP - Engineering	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes
Public Conveniences	Establishment & operation of e-libraries	BBMP - Engineering	MC	MC	MC	MC	MC	MC	Yes	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Public Conveniences	Construction & maintenance of multi level parking complexes	BBMP - Engineering	CPU	MC	Zone	Zone	Zone	Zone	Yes	No
Public Health	Construction & maintenance of Hospital buildings	BBMP - Engineering	CPU	MC	Zone	Zone	Ward	Zone	No	No
Public Health	Construction & maintenance of sanitary houses for the habitation of the poor	BBMP - Engineering	CPU	MC	Zone	Zone	Ward	Zone	No	Yes
Public Health	Construction & maintenance of public bathing houses	BBMP - Engineering	CPU	MC	Zone	Zone	Ward	Zone	No	Yes
Registration	Providing permission for OFC laying	BBMP - Engineering	CPU	MC	N/A	N/A	Zone	Zone	Yes	No
Roads	Construction & maintenance of Railway Over Bridge & Railway Under Bridge	BBMP - Engineering	CPU	MC	Zone	Zone	Zone	Zone	Yes	No
Roads	Construction & maintenance of Sub-ways	BBMP - Engineering	CPU	MC	Zone	Zone	Zone	Zone	Yes	No
Roads	Construction & maintenance of flyovers, underpasses, grade separators & bridges	BBMP - Engineering	CPU	MC	Zone	Zone	Zone	Zone	Yes	No
Roads	Improvements to flyovers, underpasses, grade separators & bridges	BBMP - Engineering	CPU	MC	Zone	Zone	Zone	Zone	Yes	No
Roads	Improvement & strengthening of arterial roads	BBMP - Engineering	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Roads	Improvement & strengthening of sub arterial roads	BBMP - Engineering	CPU	MC	MC	Zone	Zone	Zone	Yes	No
Veterinary	Construction & maintenance of Abattoirs	BBMP - Engineering	CPU	N/A	Zone	Zone	Zone	Zone	No	No
Veterinary	Construction & maintenance of veterinary hospitals	BBMP - Engineering	CPU	MC	Zone	Zone	Zone	Zone	Yes	No
Water	Digging of bore wells	BBMP - Engineering	CPU	N/A	Zone	Ward	N/A	Zone	Yes	Yes
Water	Establishment of distribution network	BBMP - Engineering	CPU	N/A	MC	Zone	N/A	MC	Yes	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Water	Ensuring regular water supply in Main lines	BBMP - Engineering	CPU	MC	MC	N/A	Zone	MC	Yes	No
Water	Ensuring regular water supply in Tertiary Lines Feeder	BBMP - Engineering	CPU	MC	Zone	N/A	Zone	Zone	Yes	No
Water	Ensuring regular water supply in Households	BBMP - Engineering	CPU	MC	Zone	N/A	Ward	Zone	Yes	Yes
Water	Establishment & maintenance of water distribution network in Main Lines	BBMP - Engineering	CPU	MC	Zone	Zone	Zone	Zone	No	No
Water	Establishment & maintenance of water distribution network in Tertiary Lines	BBMP - Engineering	CPU	MC	Zone	Zone	Zone	Zone	No	No
Water	Establishment & maintenance of water distribution network for Households	BBMP - Engineering	CPU	MC	Zone	Zone	Ward	Zone	No	Yes
Birth & Death	Providing burial/Cremation services	BBMP - Engineering - Electrical	CPU	MC	Zone	N/A	Zone	Zone	Yes	No
Energy	Installation & maintenance to electrical installations	BBMP - Engineering - Electrical	CPU	MC	Zone	Zone	Ward	Zone	Yes	No
Energy	Monitoring of non burning bulbs	BBMP - Engineering - Electrical	MC	MC	Zone	N/A	Ward	Zone	Yes	Yes
Energy	Outsourcing of street light maintenance	BBMP - Engineering - Electrical	CPU	N/A	MC	N/A	Zone	Zone	No	No
Energy	Provision & maintenance of street lights	BBMP - Engineering - Electrical	CPU	MC	Zone	Zone	Zone	Zone	Yes	Yes
Energy	Shifting of electrical lines	BBMP - Engineering - Electrical	CPU	N/A	Zone	N/A	Zone	Zone	Yes	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Service Fees	Collection of charges for electric crematoria	BBMP - Engineering - Electrical	MC	MC	N/A	N/A	Zone	Zone	Yes	No
Roads	Construction & maintenance of Main Roads & Bridges	BBMP - Engineering - Roads	CPU	MC	Zone	GBA	Zone	Zone	Yes	No
Roads	Construction & maintenance of Arterial Roads	BBMP - Engineering - Roads	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Roads	Construction & maintenance of Sub-arterial Roads	BBMP - Engineering - Roads	CPU	MC	MC	Zone	Zone	Zone	Yes	Yes
Public Health	Covering open drains	BBMP - Engineering - Storm Water Drains	CPU	MC	Zone	Zone	N/A	Zone	Yes	Yes
Roads	Establishment & maintenance of storm water drain network	BBMP - Engineering - Storm Water Drains	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Roads	Remodelling of storm water drains	BBMP - Engineering - Storm Water Drains	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Roads	Undertaking desilting of storm water drains	BBMP - Engineering - Storm Water Drains	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Public Conveniences	Development of Parking Spaces	BBMP - Engineering - Traffic	CPU	MC	Zone	Zone	Zone	Zone	No	No

APPENDIX – III : ACTIVITY MAPPING

<i>Citizen Requirement</i>	<i>Activity</i>	<i>Current Service Provider</i>	<i>Technical Standards Setting</i>	<i>Service level Promise</i>	<i>Planning</i>	<i>Asset Creation</i>	<i>O&M</i>	<i>Monitoring</i>	<i>IT Scope?</i>	<i>Ward Committee</i>
		Engineering Cell								
Public Transport	Formation & operation of bus stands, bus bays & auto rickshaw stands	BBMP - Engineering - Traffic Engineering Cell	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes
Roads	Construction & maintenance of skywalks	BBMP - Engineering - Traffic Engineering Cell	CPU	MC	Zone	Zone	Zone	Zone	Yes	Yes
Roads	Construction & maintenance of cycling lanes	BBMP - Engineering - Traffic Engineering Cell	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes
Traffic	Construction & beautification of medians	BBMP - Engineering - Traffic Engineering Cell	CPU	N/A	Zone	Zone	Zone	Zone	Yes	No
Traffic	Installation & improvements to road marking & kerb signage	BBMP - Engineering - Traffic Engineering Cell	CPU	N/A	Zone	Zone	Zone	Zone	Yes	No
Traffic	Improvements to junctions and intersections	BBMP - Engineering - Traffic	CPU	N/A	Zone	Zone	N/A	MC	No	No

APPENDIX - III : ACTIVITY MAPPING

<i>Citizen Requirement</i>	<i>Activity</i>	<i>Current Service Provider</i>	<i>Technical Standards Setting</i>	<i>Service level Promise</i>	<i>Planning</i>	<i>Asset Creation</i>	<i>O&M</i>	<i>Monitoring</i>	<i>IT Scope?</i>	<i>Ward Committee</i>
		Engineering Cell								
Traffic	Barricading to footpaths	BBMP - Engineering - Traffic Engineering Cell	CPU	N/A	Zone	Zone	N/A	Zone	No	No
Traffic	Provision of road safety works & equipment	BBMP - Engineering - Traffic Engineering Cell	CPU	MC	Zone	Zone	N/A	Zone	No	No
Birth & Death	Providing burial/cremation services	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Zone	Zone	Yes	Yes
Education	Construction & maintenance of Education buildings	BBMP - Engineering Public Works	CPU	MC	Zone	Zone	Ward	Zone	No	Yes
Emergency Services	Undertaking flood management works	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Zone	Zone	No	Yes
Garbage	Clearance of debris	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	Yes
Garbage	Collection of debris clearance fee	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Public Conveniences	Construction & operating Dhobi Ghats	BBMP - Engineering Public Works	CPU	N/A	Zone	Zone	Zone	Zone	No	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Public Conveniences	Construction & improvements to BBMP Offices	BBMP - Engineering Public Works	CPU	MC	Zone	Zone	Ward	Zone	Yes	No
Public Conveniences	Construction & maintenance of community halls	BBMP - Engineering Public Works	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes
Public Conveniences	Clearing encroachment	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	Yes
Public Health	Construction & maintenance of Hospital buildings	BBMP - Engineering Public Works	CPU	MC	Zone	Zone	Ward	Zone	No	No
Public Health	Establishment & maintenance of drinking water filtration plant	BBMP - Engineering Public Works	CPU	N/A	Zone	Zone	Zone	Zone	Yes	No
Public Spaces	Construction & maintenance of swimming pools	BBMP - Engineering Public Works	CPU	MC	Zone	Zone	Ward	Zone	Yes	No
Public Spaces	Construction & maintenance of sports, cultural, religious & recreational facilities	BBMP - Engineering Public Works	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes
Public Spaces	Collection of fees from swimming pools	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Roads	Construction & maintenance of Bridges, Culverts & Cause ways	BBMP - Engineering Public Works	CPU	MC	Zone	Zone	Ward	Zone	Yes	No
Roads	Construction & maintenance of side walks	BBMP - Engineering Public Works	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Roads	Construction & maintenance of roadside drains	BBMP - Engineering Public Works	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes
Roads	Construction & maintenance of concrete walls	BBMP - Engineering Public Works	CPU	MC	Zone	Zone	Ward	Zone	Yes	No
Roads	Asphalting of roads	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	Yes
Roads	Conducting road repair works	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	Yes
Roads	Undertaking desilting of drains	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	No	Yes
Roads	Resurfacing of bad roads	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	Yes
Roads	Providing other road infrastructure	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	Yes
Roads	Improvements to existing roads	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	Yes
Roads	Redoing road cut portions	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	Yes
Roads	Widening of existing roads	BBMP - Engineering Public Works	CPU	N/A	Zone	Zone	N/A	Zone	Yes	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Roads	Collection of road cutting & restoration charges	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Sanitation	Construction & maintenance of toilets	BBMP - Engineering Public Works	CPU	MC	Zone	Zone	Ward	Zone	No	Yes
Sanitation	Construction of Under Ground Drainage	BBMP - Engineering Public Works	CPU	GBA	GBA	Zone	Zone	Zone	Yes	No
Service Fees	Collection of Pandal Fee	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Service Fees	Collection of duct services/Optic Fibre Cable charges	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Service Fees	Collection of charges from community halls	BBMP - Engineering Public Works	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Water	Establishment & maintenance of water treatment facility	BBMP - Engineering Public Works	CPU	N/A	Zone	Zone	Zone	Zone	Yes	No
Water	Establishment & maintenance of water purification facility	BBMP - Engineering Public Works	CPU	N/A	Zone	Zone	Zone	Zone	Yes	No
Public Spaces	Fencing of BBMP properties	BBMP - Estate	CPU	N/A	Zone	Ward	N/A	Zone	Yes	No
Public Spaces	Protection of Municipal property	BBMP - Estate	CPU	N/A	Zone	N/A	Zone	Zone	Yes	Yes
Statistics	Maintenance of up-to-date record of all buildings & sites	BBMP - Estate	CPU	N/A	MC	N/A	MC	MC	Yes	No
Forestry	Production of seedlings in nurseries	BBMP - Forest	State	N/A	Zone	N/A	Zone	Zone	Yes	No
Forestry	Conducting tree survey, mapping & numbering	BBMP - Forest	State	N/A	Zone	N/A	Ward	Zone	Yes	Yes

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Forestry	Auctioning trees	BBMP - Forest	CPU	MC	Zone	N/A	Zone	Zone	Yes	No
Sustainability	Undertaking rain water harvesting & ground water recharging	BBMP - Forest	CPU	N/A	Zone	Zone	N/A	Zone	No	No
Sustainability	Removal of dead & decayed trees	BBMP - Forest	MC	MC	Zone	N/A	Ward	Zone	No	No
Sustainability	Identification of tree wardens/green police	BBMP - Forest	CPU	N/A	Zone	N/A	Ward	Zone	Yes	Yes
Sustainability	Transplanting of healthy trees	BBMP - Forest	CPU	MC	Zone	N/A	Ward	Zone	No	Yes
Sustainability	Development & maintenance of lakes & water bodies	BBMP - Forest	CPU	MC	Zone	Zone	Zone	Zone	Yes	Yes
Sustainability	Improvements to lakes & water bodies	BBMP - Forest	CPU	MC	Zone	Zone	Zone	Zone	Yes	Yes
Sustainability	Undertaking desilting of lakes	BBMP - Forest	CPU	MC	Zone	N/A	Zone	Zone	No	No
Sustainability	Providing security service to lakes & water bodies	BBMP - Forest	CPU	MC	Zone	N/A	Zone	Zone	No	No
Sustainability	Management of tree canopies	BBMP - Forest	CPU	MC	Zone	N/A	Ward	Zone	No	No
Emergency Services	Management of outbreak of diseases	BBMP - Health	CPU	N/A	N/A	N/A	Ward	Zone	No	No
Garbage	Disposal of Bio-medical waste	BBMP - Health	External	MC	Zone	N/A	Ward	Zone	No	No
Public Health	Implementation of campaigns & awareness programmes	BBMP - Health	State	N/A	MC	N/A	Zone	Zone	Yes	No
Public Health	Conducting training & workshops on public health for department	BBMP - Health	State	N/A	Zone	N/A	Zone	Zone	Yes	No
Public Health	Prevention of food adulteration	BBMP - Health	External	MC	Zone	N/A	Ward	Zone	Yes	No
Public Health	Implementation of mosquito control programme	BBMP - Health	CPU	MC	Zone	N/A	Ward	Zone	No	Yes
Public Health	Prevention of epidemics & communicable diseases	BBMP - Health	State	MC	Zone	N/A	Ward	Zone	No	No
Public Health	Establishment & maintenance of hospitals/Health Centres/Maternity Homes/Dispensaries/Clinical laboratories	BBMP - Health	External	MC	MC	Zone	Ward	Zone	Yes	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Public Health	Construction & maintenance of Doctors' quarters	BBMP - Health	CPU	MC	Zone	Zone	Ward	Zone	No	No
Public Health	Purchase & maintenance of equipment & vehicles	BBMP - Health	CPU	MC	Zone	Zone	Ward	Zone	Yes	No
Public Health	Screening & treatment of non communicable diseases	BBMP - Health	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Public Health	Implementation of Family Welfare programmes	BBMP - Health	State	N/A	Zone	N/A	Ward	Zone	No	No
Public Health	Purchase of drugs & medicines	BBMP - Health	State	MC	Zone	N/A	Ward	Zone	Yes	No
Public Health	Implementation of supplementary nutrition programme	BBMP - Health	State	MC	Zone	N/A	Ward	Zone	Yes	No
Public Health	Implementation of AIDS programme	BBMP - Health	State	MC	Zone	N/A	Ward	Zone	No	No
Public Health	Conducting health check up for school children	BBMP - Health	State	MC	Zone	N/A	Ward	Zone	Yes	Yes
Public Health	Implementation of Pulse Polio Programme	BBMP - Health	State	MC	Zone	N/A	Ward	Zone	Yes	Yes
Public Health	Implementation of various State/Central Schemes	BBMP - Health	State	N/A	N/A	N/A	Zone	Zone	Yes	No
Public Health	Distribution of discretionary medical relief grants	BBMP - Health	CPU	MC	Zone	N/A	Ward	Zone	No	No
Public Health	Treatment for dog/snakes/monkey/bee bites	BBMP - Health	CPU	MC	Zone	N/A	Ward	Zone	No	No
Public Health	Spraying of disinfectant/fumigation	BBMP - Health	External	MC	Zone	N/A	Ward	Zone	No	No
Public Health	Providing vaccinations	BBMP - Health	External	MC	Zone	N/A	Ward	Zone	Yes	No
Public Health	Regulating or abating offensive or dangerous trades or practices	BBMP - Health	CPU	MC	Zone	N/A	Ward	Zone	No	No
Registration	Licensing of hospitals/nursing homes	BBMP - Health	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Regulation	Regulation of slaughter houses & tanneries	BBMP - Health	CPU	MC	Zone	N/A	Zone	Zone	No	No
Service Fees	Issue of Trade License to hotels & restaurants	BBMP - Health	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Veterinary	Undertaking animal birth control measures	BBMP - Health	MC	MC	Zone	N/A	Ward	Zone	No	Yes

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Veterinary	Collection of fees from Abattoir, Pet Dogs & other license fees	BBMP - Health	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Forestry	Planting of trees	BBMP - Horticulture	CPU	MC	Zone	Ward	N/A	Zone	No	Yes
Forestry	Distribution of saplings & inputs for indoor gardening to citizens	BBMP - Horticulture	CPU	MC	Zone	N/A	Ward	Zone	No	No
Forestry	Conducting horticulture shows & programmes	BBMP - Horticulture	MC	N/A	Zone	N/A	Zone	Zone	No	No
Information	Conducting awareness programmes & events	BBMP - Horticulture	MC	N/A	Zone	N/A	Zone	Zone	Yes	Yes
Livelihood Creation	Conducting horticulture related training	BBMP - Horticulture	MC	N/A	Zone	N/A	Zone	Zone	No	No
Public Spaces	Development & maintenance of parks, nurseries, medians, boulevards & circles	BBMP - Horticulture	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes
Public Spaces	Collection of fees from parks	BBMP - Horticulture	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Public Spaces	Lighting of parks	BBMP - Horticulture	MC	MC	Zone	Ward	Zone	Zone	Yes	Yes
Service Fees	Collection of rent from open air theatres	BBMP - Horticulture	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Service Fees	Collection of hire charges on potted plants & others	BBMP - Horticulture	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Sustainability	Undertaking rain water harvesting & ground water recharging	BBMP - Horticulture	CPU	N/A	Zone	Zone	N/A	Zone	Yes	Yes
Sustainability	Setting up of compost units in parks	BBMP - Horticulture	External	N/A	Zone	Zone	Zone	Zone	No	No
Water	Providing & operating bore wells, pump sets & pipelines	BBMP - Horticulture	CPU	MC	Zone	Ward	Ward	Zone	Yes	No
Infrastructure	Acquisition of land	BBMP - Land Acquisition	State	N/A	GBA	Zone	N/A	GBA	Yes	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Urban Planning	Payment of compensation for land acquired	BBMP - Land Acquisition	State	MC	MC	N/A	Zone	State	Yes	No
Infrastructure	Construction & Maintenance of Markets	BBMP - Markets	CPU	MC	MC	Zone	Zone	Zone	Yes	No
Public Spaces	Collection of Gate Fee	BBMP - Markets	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Service Fees	Renting/Leasing of markets	BBMP - Markets	CPU	MC	Zone	N/A	Zone	Zone	Yes	No
Service Fees	Collection of electricity & water charges on rented properties	BBMP - Markets	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Service Fees	Collection of Parking Fee	BBMP - Markets	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Property	Providing Khatha Allotment services	BBMP - Revenue	CPU	MC	N/A	N/A	Ward	Zone	Yes	No
Property	Providing Khatha Extracts	BBMP - Revenue	CPU	MC	N/A	N/A	Ward	Zone	Yes	No
Property	Providing Khatha Transfer services	BBMP - Revenue	CPU	MC	N/A	N/A	Ward	Zone	Yes	No
Property	Undertaking property & street numbering exercise	BBMP - Revenue	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Service Fees	Collection of hawking fee	BBMP - Revenue	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Statistics	Computerisation of property records	BBMP - Revenue	MC	N/A	MC	MC	Ward	Zone	Yes	No
Taxes	Collection of improvement charges	BBMP - Revenue	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Taxes	Collection of service charges on Central Government buildings, tax exempted buildings	BBMP - Revenue	MC	N/A	Zone	N/A	Zone	Zone	Yes	No
Taxes	Collection of property tax	BBMP - Revenue	MC	MC	Zone	N/A	Ward	Zone	Yes	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Taxes	Recovery of property tax	BBMP - Revenue	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Taxes	Assessment of property tax	BBMP - Revenue	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Taxes	Administration of cesses on behalf of Government	BBMP - Revenue	State	MC	Zone	N/A	Ward	Zone	Yes	No
Birth & Death	Registration of child name	BBMP - Statistics	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Statistics	Registration of births	BBMP - Statistics	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Statistics	Registration of deaths	BBMP - Statistics	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Garbage	Hiring of Solid Waste Management vehicles	BBMP - SWM	CPU	N/A	Zone	N/A	Zone	Zone	Yes	No
Garbage	Acquiring land for Solid Waste Management	BBMP - SWM	CPU	N/A	GBA	GBA	GBA	GBA	No	No
Garbage	Development of new sanitary landfills	BBMP - SWM	CPU	N/A	GBA	GBA	N/A	GBA	No	No
Garbage	Establishment & maintenance of primary solid waste collection centres	BBMP - SWM	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes
Garbage	Improvements to existing solid waste landfills	BBMP - SWM	CPU	N/A	GBA	GBA	N/A	GBA	Yes	No
Garbage	Establishment of solid waste transfer stations	BBMP - SWM	CPU	N/A	MC	MC	N/A	MC	Yes	No
Garbage	Maintenance of land fills/waste dumping yards	BBMP - SWM	CPU	N/A	Zone	N/A	MC	MC	No	No
Garbage	Purchase & maintenance of BBMP garbage vehicles	BBMP - SWM	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes
Garbage	Providing security service to Land fills	BBMP - SWM	CPU	MC	Zone	N/A	Zone	Zone	No	No
Garbage	Transportation of solid waste to segregation points	BBMP - SWM	CPU	MC	Zone	N/A	Ward	Zone	No	No
Garbage	Collection of Solid Waste	BBMP - SWM	MC	MC	Zone	N/A	Ward	Zone	No	No
Garbage	Identification of sites for land fills	BBMP - SWM	CPU	N/A	N/A	MC	N/A	MC	No	No
Garbage	Collection of tipping fee	BBMP - SWM	MC	MC	N/A	N/A	Ward	Zone	Yes	No

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Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Garbage	Sale of solid waste	BBMP - SWM	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Garbage	Scavenging streets	BBMP - SWM	MC	MC	Zone	N/A	Ward	Zone	No	No
Garbage	Setting up & operating Dry Waste Collection Centre	BBMP - SWM	CPU	MC	MC	Ward	Ward	Zone	Yes	Yes
Garbage	Purchase of push carts & bins	BBMP - SWM	CPU	N/A	Zone	Ward	N/A	Zone	Yes	No
Garbage	Removal of unclaimed corpses/carcasses	BBMP - SWM	External	MC	Zone	N/A	Ward	Zone	No	No
Information	Conducting awareness campaigns & publicity on Solid Waste Management	BBMP - SWM	MC	N/A	Zone	N/A	Ward	Zone	Yes	Yes
Livelihood Creation	Implementation of livelihood programmes for waste pickers	BBMP - SWM	CPU	N/A	MC	N/A	Zone	Zone	No	No
Public Health	Development of area surrounding landfill sites	BBMP - SWM	CPU	N/A	MC	MC	MC	MC	No	No
Taxes	Collection of Solid Waste Management Cess	BBMP - SWM	MC	MC	MC	N/A	Ward	Zone	Yes	No
Property	Approval of Building Plan - Small Units	BBMP - Town Planning	CPU	MC	N/A	N/A	Zone	Zone	Yes	No
Property	Approval of Building Plan - Medium Units	BBMP - Town Planning	CPU	MC	N/A	N/A	Zone	MC	Yes	No
Property	Approval of Building Plan - Large Units	BBMP - Town Planning	CPU	MC	N/A	N/A	MC	GBA	Yes	No
Property	Regularisation of building deviations	BBMP - Town Planning	CPU	MC	MC	N/A	Zone	Zone	Yes	No
Property	Approval of Apartment Plan	BBMP - Town Planning	MC	MC	Zone	N/A	Zone	Zone	Yes	No
Property	Approval of Civic Amenities Site Plan	BBMP - Town Planning	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Property	Licensing for building	BBMP - Town Planning	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Property	Issue of commencement & occupancy certificate	BBMP - Town Planning	CPU	N/A	GBA	N/A	MC	MC	Yes	No

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Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Property	Issue of Development Rights Certificate	BBMP - Town Planning	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Property	Authentication & correction of entries in map on application by citizens	BBMP - Town Planning	N/A	GBA	MC	Zone	N/A	Zone	Yes	No
Registration	Registration of Architects, Engineers & Supervisors	BBMP - Town Planning	MC	MC	Zone	N/A	Zone	Zone	Yes	No
Regulation	Action against building violations	BBMP - Town Planning	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Regulation	Monitoring Transfer of Development Rights	BBMP - Town Planning	MC	N/A	N/A	N/A	Ward	Zone	Yes	No
Roads	Collection of road cutting & restoration charges	BBMP - Town Planning	MC	MC	N/A	N/A	Ward	Zone	Yes	No
Service Fees	Collection of ground rent	BBMP - Town Planning	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Statistics	Digitisation of building plans	BBMP - Town Planning	CPU	N/A	MC	N/A	MC	MC	Yes	No
Taxes	Collection of betterment charges	BBMP - Town Planning	MC	MC	MC	N/A	Ward	Zone	Yes	No
Urban Planning	Assistance in Preparation of Master Plan	BBMP - Town Planning	CPU	N/A	MC	N/A	N/A	GBA	Yes	No
Urban Planning	Assistance in Revision of Master Plan	BBMP - Town Planning	CPU	N/A	MC	N/A	N/A	GBA	Yes	No
Urban Planning	Inputs for Allocation of Floor Area Ratio	BBMP - Town Planning	CPU	N/A	N/A	N/A	N/A	Zone	Yes	No
Urban Planning	Undertaking studies & surveys	BBMP - Town Planning	External	N/A	GBA	GBA	N/A	GBA	Yes	No
Urban Planning	Formulation of Building Bye Laws	BBMP - Town Planning	CPU	N/A	N/A	N/A	N/A	GBA	No	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Urban Planning	Furnishing technical opinion of Town Planning	BBMP - Town Planning	CPU	MC	N/A	N/A	MC	MC	Yes	No
Livelihood Creation	Conducting skill development & training	BBMP - Welfare	CPU	N/A	Zone	N/A	Zone	Zone	No	No
Livelihood Creation	Revival or promotion of cottage industries	BBMP - Welfare	CPU	N/A	MC	N/A	Zone	Zone	No	No
Public Health	Providing hygiene kits for girl students	BBMP - Welfare	CPU	MC	Zone	N/A	Ward	Zone	Yes	No
Statistics	Undertaking survey of Safai Karma Charis	BBMP - Welfare	CPU	N/A	MC	N/A	MC	MC	Yes	No
Statistics	Undertaking survey of physically challenged	BBMP - Welfare	CPU	N/A	Zone	N/A	Zone	Zone	Yes	No
Welfare	Providing financial support to low income earning group	BBMP - Welfare	MC	MC	Zone	N/A	Ward	Zone	Yes	No
Welfare	Undertaking slum improvement works	BBMP - Welfare	CPU	N/A	MC	Zone	Zone	MC	No	Yes
Welfare	Upgradation of slums	BBMP - Welfare	State	N/A	GBA	Zone	N/A	Zone	No	No
Welfare	Extending contributions/grants to community/individuals	BBMP - Welfare	MC	MC	Zone	N/A	Zone	Zone	Yes	Yes
Welfare	Construction of houses	BBMP - Welfare	CPU	N/A	Zone	Zone	N/A	Zone	Yes	No
Welfare	Construction & maintenance of night shelters	BBMP - Welfare	CPU	MC	Zone	Zone	Ward	Zone	Yes	No
Welfare	Providing financial assistance for physically/mentally challenged	BBMP - Welfare	MC	N/A	Zone	N/A	Ward	Zone	Yes	No
Welfare	Supply of equipment for physically challenged	BBMP - Welfare	CPU	N/A	Zone	N/A	Ward	Zone	Yes	No
Welfare	Establishment & operating Anganwadis	BBMP - Welfare	CPU	MC	Zone	Zone	Ward	Zone	Yes	Yes

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Welfare	Providing financial assistance to SC/ST & weaker section for Learning & Development	BBMP - Welfare	MC	N/A	Zone	N/A	Ward	Zone	Yes	No
Welfare	Providing financial assistance to children of Pourakarmika's Gang men & Malies of BBMP	BBMP - Welfare	MC	N/A	Zone	N/A	Ward	Zone	Yes	No
Welfare	Distribution of bicycles to SC/ST, backward class & Economically Weaker Section	BBMP - Welfare	CPU	N/A	Zone	N/A	Ward	Zone	Yes	No
Welfare	Construction & maintenance of new hostels for SC/ST, backward class & Economically Weaker Section	BBMP - Welfare	CPU	MC	Zone	Zone	Ward	Zone	Yes	No
Welfare	Conducting career guidance workshops for SC/ST, backward class & Economically Weaker Section	BBMP - Welfare	CPU	N/A	Zone	N/A	Ward	Zone	Yes	No
Welfare	Providing financial aid to the person suffering from severe chronic diseases	BBMP - Welfare	MC	N/A	Zone	N/A	Ward	Zone	Yes	No
Welfare	Medical aid/services to victims of riots, natural calamities	BBMP - Welfare	MC	N/A	Zone	N/A	Ward	Zone	No	No
Welfare	Establishment & operating Help centres for destitute, abused & oppressed women	BBMP - Welfare	CPU	MC	Zone	Zone	Ward	Zone	Yes	No
Welfare	Establishment & operating day care centres for senior citizens	BBMP - Welfare	CPU	MC	Zone	Zone	Ward	Zone	Yes	No
Welfare	Providing mid day meals/medical help to senior citizens	BBMP - Welfare	MC	MC	Zone	N/A	Ward	Zone	No	No
Welfare	Implementation of economic support programme for unemployed youth	BBMP - Welfare	MC	N/A	Zone	N/A	Ward	Zone	Yes	No
Welfare	Providing economic Support under Micro Credit Scheme	BBMP - Welfare	MC	N/A	MC	N/A	MC	MC	Yes	No
Heritage	Conservation of the cultural heritage buildings	BDA	State	N/A	GBA	N/A	Zone	Zone	No	No
Heritage	Preventing uncontrolled development of the heritage area & commercial exploitation of the area	BDA	CPU	N/A	GBA	N/A	Zone	Zone	Yes	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Heritage	Protection of public property within the heritage area	BDA	CPU	N/A	GBA	N/A	Zone	GBA	No	No
Housing	Construction of houses for Economically Weaker Sections, Low Income Group, Middle Income Group, High Income Group	BDA	CPU	N/A	GBA	N/A	Ward	Zone	No	No
Housing	Allotment of sites, houses & other properties	BDA	CPU	GBA	GBA	N/A	Zone	Zone	Yes	No
Infrastructure	Construction & maintenance of commercial complexes	BDA	CPU	N/A	GBA	Zone	N/A	Zone	No	No
Infrastructure	Development of major infrastructure facilities	BDA	CPU	N/A	GBA	Zone	N/A	GBA	No	No
Layouts	Approval of development plans for group housing & layouts	BDA	CPU	GBA	GBA	N/A	Zone	Zone	Yes	No
Layouts	Implementation of schemes to provide residential sites, commercial sites, industrial sites, civic amenity sites, parks & playgrounds.	BDA	CPU	N/A	GBA	N/A	Zone	Zone	No	No
Property	Issue of commencement & occupancy certificate	BDA	CPU	GBA	GBA	N/A	Zone	Zone	Yes	No
Property	Approval of Building Plan - Small Units	BDA	CPU	GBA	N/A	N/A	Zone	Zone	Yes	No
Property	Approval of Building Plan - Medium Units	BDA	CPU	GBA	N/A	N/A	MC	MC	Yes	No
Property	Approval of Building Plan - Large Units	BDA	CPU	GBA	N/A	N/A	GBA	GBA	Yes	No
Property	Regularisation of building deviations	BDA	CPU	GBA	GBA	N/A	Zone	Zone	Yes	No
Property	Authentication & correction of entries in map on application by citizens	BDA	N/A	GBA	GBA	N/A	Zone	Zone	Yes	No
Public Conveniences	Preservation & improving existing recreational facilities & other amenities	BDA	CPU	N/A	GBA	Zone	N/A	Zone	No	No
Public Spaces	Providing for parks, playgrounds & open spaces or any other civic amenities	BDA	CPU	N/A	GBA	Zone	N/A	Zone	Yes	No
Roads	Widening of existing roads or formation of a new roads	BDA	CPU	N/A	GBA	Zone	N/A	Zone	No	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Urban Planning	Preparation of Master/Development Plan	BDA	External	N/A	GBA	GBA	N/A	GBA	Yes	No
Urban Planning	Preparation of scheme plans	BDA	CPU	N/A	GBA	N/A	N/A	GBA	Yes	No
Urban Planning	Monitoring land use for planned growth	BDA	CPU	N/A	GBA	N/A	Zone	GBA	Yes	No
Urban Planning	Fixing of market value for acquisition of land	BDA	CPU	N/A	N/A	N/A	N/A	GBA	No	No
Urban Planning	Payment of compensation for land acquired	BDA	State	GBA	GBA	N/A	Zone	State	Yes	No
Urban Planning	Conversion of agricultural land for non agricultural purpose	BDA	CPU	GBA	GBA	N/A	Zone	GBA	Yes	No
Urban Planning	Allocation of Floor Area Ratio	BDA	CPU	GBA	N/A	N/A	N/A	GBA	Yes	No
Urban Planning	Declaration of local planning areas, their amalgamation, sub-division, inclusion of any area in a local planning area	BDA	CPU	N/A	GBA	N/A	Zone	Zone	No	No
Urban Planning	Acquisition of land	BDA	CPU	N/A	GBA	Zone	N/A	GBA	No	No
Welfare	Provision of sites & catering to the housing needs of the under privileged	BDA	CPU	GBA	GBA	Ward	N/A	Zone	No	No
Complaints Handling	Resolving billing complaints	BESCOM	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Complaints Handling	Establishment & operating Public Grievance Redressal cell	BESCOM	CPU	GBA	Zone	Zone	Ward	Zone	Yes	No
Complaints Handling	Setting up & operating helpline	BESCOM	CPU	GBA	GBA	GBA	Zone	Zone	No	No
Emergency Services	Undertaking accident prevention & control measures	BESCOM	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Energy	Distribution & supply of electricity to Main Lines	BESCOM	CPU	GBA	GBA	GBA	Zone	Zone	Yes	No
Energy	Distribution & supply of electricity to Tertiary Lines	BESCOM	CPU	GBA	Zone	GBA	Zone	Zone	Yes	No
Energy	Distribution & supply of electricity to Sub Lines	BESCOM	CPU	GBA	Zone	GBA	Ward	Zone	Yes	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Energy	Establishment & maintenance of electricity supply & distribution network in main lines	BESCOM	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Energy	Establishment & maintenance of electricity supply & distribution network in tertiary lines	BESCOM	CPU	GBA	GBA	Zone	Zone	Zone	Yes	No
Energy	Establishment & maintenance of electricity supply & distribution network in Sub Lines	BESCOM	CPU	GBA	Zone	Zone	Ward	Zone	Yes	No
Energy	Provision of new connections to domestic, commercial, industries, agriculture users	BESCOM	CPU	GBA	Zone	Zone	Ward	Zone	Yes	No
Energy	Providing temporary connections	BESCOM	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Energy	Billing for power used	BESCOM	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Energy	Installation of meters	BESCOM	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Energy	Recalibration of meters	BESCOM	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Energy	Setting & revision of tariff	BESCOM	CPU	N/A	GBA	N/A	GBA	GBA	No	No
Energy	Surrendering power connections	BESCOM	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Energy	Attending to failure of power supply	BESCOM	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Energy	Maintenance of overhead power lines	BESCOM	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Energy	Dousing of fire due to short circuit	BESCOM	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Energy	Replacement of burnt out meter	BESCOM	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Energy	Repairing & replacement of lamps & street light fittings	BESCOM	CPU	GBA	Zone	N/A	Ward	Zone	Yes	Yes
Energy	Resolving voltage complaints	BESCOM	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Energy	Planning capacity based on demand & supply	BESCOM	CPU	N/A	GBA	N/A	GBA	GBA	Yes	No
Energy	Implementation of power related schemes	BESCOM	CPU	GBA	GBA	N/A	GBA	GBA	Yes	No
Energy	Sanctioning loads	BESCOM	CPU	GBA	Zone	N/A	Zone	Zone	Yes	No
Energy	Updation of consumer data	BESCOM	CPU	N/A	GBA	N/A	Ward	Zone	Yes	No
Energy	Refund of security deposit	BESCOM	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Energy	Utility shifting	BESCOM	CPU	GBA	Zone	N/A	Zone	Zone	No	No
Energy	Purchase of power	BESCOM	CPU	N/A	GBA	N/A	GBA	GBA	No	No
Information	Intimation of power cuts	BESCOM	CPU	GBA	Zone	N/A	Zone	Zone	Yes	No
Information	Organising awareness campaigns	BESCOM	CPU	N/A	Zone	N/A	Ward	Zone	Yes	Yes
Infrastructure	Improving the supply & distribution network for Main Lines	BESCOM	State	N/A	GBA	GBA	N/A	GBA	Yes	No
Infrastructure	Improving the supply & distribution network for Tertiary Lines	BESCOM	State	N/A	GBA	Zone	N/A	Zone	Yes	No
Infrastructure	Improving the supply & distribution network for Sub Lines	BESCOM	State	N/A	Zone	Ward	N/A	Zone	Yes	No
Registration	Making changes to name of connection	BESCOM	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Regulation	Disconnection of unauthorized connection	BESCOM	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Regulation	Disconnection & reconnection for non-payment of dues	BESCOM	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Regulation	Prevention of theft of power	BESCOM	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Regulation	Initiating criminal actions in cases of power theft	BESCOM	CPU	GBA	N/A	N/A	Ward	Zone	No	No
Statistics	Maintenance of consumers accounts	BESCOM	CPU	N/A	GBA	N/A	Ward	Zone	Yes	No
Sustainability	Promoting use of alternate power	BESCOM	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Energy	Providing lighting for public streets, places & buildings	BIAAPA	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Fitness	Preservation & improving existing recreational facilities & other amenities	BIAAPA	CPU	N/A	GBA	Zone	N/A	Zone	No	No
Garbage	Cleansing public streets, sewer & places	BIAAPA	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Heritage	Conservation of cultural heritage buildings	BIAAPA	State	N/A	GBA	N/A	Zone	Zone	No	No
Heritage	Preventing uncontrolled development of the heritage area & commercial exploitation of the	BIAAPA	CPU	N/A	GBA	N/A	Zone	Zone	Yes	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
	area									
Heritage	Protection of public property within the heritage area	BIAAPA	CPU	N/A	GBA	N/A	Zone	GBA	No	No
Infrastructure	Construction & maintaining public amenities	BIAAPA	CPU	GBA	Zone	Zone	Ward	Zone	Yes	No
Infrastructure	Improving public amenities	BIAAPA	CPU	N/A	Zone	N/A	Zone	Zone	Yes	No
Layouts	Implementation of schemes to provide residential sites, commercial sites, industrial sites, civic amenity sites, parks & playgrounds.	BIAAPA	CPU	N/A	GBA	N/A	Zone	Zone	Yes	No
Property	Providing technical opinion for land conversion	BIAAPA	CPU	GBA	N/A	N/A	Zone	Zone	Yes	No
Property	Approval of Building Plan	BIAAPA	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Property	Collection of plan approval fee	BIAAPA	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Property	Conversion of agricultural land for non agricultural purpose	BIAAPA	CPU	GBA	GBA	N/A	Zone	GBA	Yes	No
Property	Regularisation of building deviations	BIAAPA	CPU	GBA	GBA	N/A	Zone	Zone	Yes	No
Property	Authentication & correction of entries in map on application by citizens	BIAAPA	N/A	GBA	GBA	N/A	Zone	Zone	Yes	No
Public Health	Securing or removing dangerous buildings or places & reclaiming unhealthy localities	BIAAPA	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Public Spaces	Watering public streets & places	BIAAPA	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Public Spaces	Removing obstructions & projections in public spaces	BIAAPA	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Public Spaces	Providing for parks, playgrounds & open spaces or any other civic amenities	BIAAPA	CPU	N/A	GBA	Zone	N/A	Zone	Yes	No
Regulation	Regulating or abating offensive or dangerous trades or practices	BIAAPA	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Roads	Widening of existing roads or formation of	BIAAPA	CPU	N/A	GBA	Zone	N/A	Zone	No	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
	new roads									
Statistics	Naming streets & numbering houses	BIAAPA	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Sustainability	Setting up of rain water harvesting systems	BIAAPA	External	N/A	Zone	Zone	N/A	Zone	No	No
Taxes	Collection of betterment fees	BIAAPA	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Urban Planning	Undertaking zoning exercise	BIAAPA	CPU	N/A	GBA	N/A	Zone	GBA	Yes	No
Urban Planning	Monitoring land use for planned growth	BIAAPA	CPU	N/A	GBA	N/A	Zone	GBA	Yes	No
Urban Planning	Mapping of land use	BIAAPA	CPU	N/A	GBA	N/A	GBA	GBA	Yes	No
Urban Planning	Undertaking survey of Bangalore Metropolitan Region	BIAAPA	External	N/A	GBA	N/A	GBA	GBA	Yes	No
Urban Planning	Formulation of schemes for Bangalore Metropolitan Region	BIAAPA	CPU	N/A	GBA	N/A	GBA	GBA	Yes	No
Urban Planning	Fixing of market value for acquisition of land	BIAAPA	CPU	N/A	N/A	N/A	N/A	GBA	No	No
Urban Planning	Payment of compensation for land acquired	BIAAPA	State	GBA	GBA	N/A	Zone	State	Yes	No
Urban Planning	Allocation of Floor Area Ratio	BIAAPA	CPU	GBA	N/A	N/A	N/A	GBA	Yes	No
Urban Planning	Declaration of Local Planning Areas, their amalgamation, Sub-Division, inclusion of any area in a Local Planning Area	BIAAPA	CPU	N/A	GBA	N/A	Zone	Zone	No	No
Complaints Handling	Setting up & operating helpline	BMRCCL	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Emergency Services	Setting up of accident response systems	BMRCCL	CPU	GBA	N/A	N/A	Ward	Zone	No	No
Public Transport	Establishment & operating new routes	BMRCCL	CPU	N/A	GBA	GBA	Zone	GBA	Yes	No
Public Transport	Establishment of station facilities	BMRCCL	CPU	N/A	Zone	Zone	N/A	Zone	Yes	No
Public Transport	Issue of tickets & passes	BMRCCL	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Public	Advertising on trains & in stations	BMRCCL	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No

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Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Transport										
Public Transport	Operating stations	BMRCL	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Public Transport	Running of trains	BMRCL	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Public Transport	Revision of tariffs	BMRCL	CPU	N/A	GBA	N/A	GBA	GBA	No	No
Public Transport	Planning for capacity & enhancement of capacity	BMRCL	CPU	N/A	GBA	N/A	Zone	Zone	Yes	No
Public Transport	Conducting awareness campaigns & events	BMRCL	CPU	N/A	Zone	N/A	Zone	Zone	Yes	No
Public Transport	Establishment & operating Public Grievance Redressal cell	BMRCL	CPU	GBA	Zone	GBA	Ward	Zone	Yes	No
Sustainability	Compliance to Safety, Health & Environment standards	BMRCL	External	N/A	GBA	N/A	Zone	Zone	Yes	No
Urban Planning	Preparation of Master Plan/Development Plan	BMRCL	CPU	N/A	GBA	N/A	N/A	GBA	Yes	No
Fitness	Preservation & improving existing recreational facilities & other amenities	BMRDA	CPU	N/A	GBA	Zone	N/A	Zone	No	No
Heritage	Conservation of cultural heritage buildings	BMRDA	State	N/A	GBA	N/A	Zone	Zone	No	No
Heritage	Preventing uncontrolled development of the heritage area & commercial exploitation of the area	BMRDA	CPU	N/A	GBA	N/A	Zone	Zone	Yes	No
Heritage	Protection of public property within the heritage area	BMRDA	CPU	N/A	GBA	N/A	Zone	GBA	No	No
Layouts	Approval of layouts & building plan	BMRDA	CPU	GBA	Zone	N/A	Zone	GBA	Yes	No
Property	Regularisation of building deviations	BMRDA	CPU	GBA	GBA	N/A	Zone	Zone	Yes	No
Property	Authentication & correction of entries in map on application by citizens	BMRDA	N/A	GBA	GBA	N/A	Ward	Zone	Yes	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Public Spaces	Providing for parks, playgrounds & open spaces or any other civic amenities	BMRDA	CPU	N/A	GBA	Zone	N/A	Zone	Yes	No
Roads	Widening of existing roads or formation of new roads	BMRDA	CPU	N/A	GBA	Zone	N/A	Zone	No	No
Sustainability	Rejuvenation of tanks within Bangalore Metropolitan Region	BMRDA	CPU	GBA	GBA	Zone	Zone	Zone	No	No
Traffic	Preparation of traffic management plans	BMRDA	CPU	N/A	GBA	N/A	Zone	GBA	Yes	No
Traffic	Planning of mass traffic system	BMRDA	CPU	N/A	GBA	N/A	GBA	GBA	Yes	No
Urban Planning	Formulation of beautification schemes for preserving & enhancing urban aesthetic qualities	BMRDA	CPU	N/A	GBA	N/A	N/A	GBA	Yes	No
Urban Planning	Implementation of beautification schemes for preserving & enhancing urban aesthetic qualities	BMRDA	CPU	N/A	GBA	Zone	N/A	Zone	Yes	No
Urban Planning	Acquisition of land	BMRDA	CPU	N/A	GBA	Zone	N/A	GBA	Yes	No
Urban Planning	Issue of No Objection Certificate for conversion of agriculture land	BMRDA	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Urban Planning	Preparation of Master Plan/Structure Plan	BMRDA	CPU	N/A	GBA	GBA	N/A	Zone	Yes	No
Urban Planning	Extending technical assistance/opinion to various Government Departments	BMRDA	CPU	GBA	N/A	N/A	GBA	GBA	Yes	No
Urban Planning	Undertaking zoning exercise	BMRDA	CPU	N/A	GBA	N/A	Zone	GBA	Yes	No
Urban Planning	Monitoring land use for planned growth	BMRDA	CPU	N/A	GBA	N/A	Zone	GBA	Yes	No
Urban Planning	Fixing market value for acquisition of land	BMRDA	CPU	N/A	N/A	N/A	N/A	GBA	No	No
Urban Planning	Payment of compensation for land acquired	BMRDA	State	GBA	GBA	N/A	Zone	State	Yes	No
Urban Planning	Conversion of agricultural land for non agricultural purpose	BMRDA	CPU	GBA	GBA	N/A	Zone	GBA	Yes	No
Urban Planning	Allocation of Floor Area Ratio	BMRDA	CPU	GBA	N/A	N/A	N/A	GBA	Yes	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Urban Planning	Declaration of Local Planning Areas, their amalgamation, Sub-Division, inclusion of any area in a Local Planning Area	BMRDA	CPU	N/A	GBA	N/A	Zone	Zone	No	No
Welfare	Formulation of Rehabilitation/Re-settlement Schemes	BMRDA	State	GBA	GBA	N/A	N/A	GBA	Yes	No
Complaints Handling	Setting up & operating helpline	BMTC	CPU	GBA	Zone	Zone	Zone	Zone	Yes	No
Complaints Handling	Establishment & operation of Public Grievance Redressal cell	BMTC	CPU	GBA	GBA	GBA	Ward	GBA	Yes	No
Emergency Services	Setting up of accident response systems	BMTC	CPU	GBA	Zone	N/A	Zone	Zone	No	No
Information	Conducting awareness campaigns & events	BMTC	CPU	N/A	Zone	N/A	Zone	Zone	Yes	Yes
Public Conveniences	Extending insurance to commuters	BMTC	CPU	GBA	GBA	N/A	GBA	GBA	Yes	No
Public Transport	Purchase of buses	BMTC	CPU	N/A	Zone	Zone	N/A	Zone	Yes	No
Public Transport	Maintenance of buses	BMTC	CPU	GBA	Zone	N/A	Zone	Zone	Yes	No
Public Transport	Cleaning of buses	BMTC	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Public Transport	Installation of bus shelters	BMTC	CPU	N/A	GBA	Zone	N/A	Zone	Yes	Yes
Public Transport	Planning route network	BMTC	CPU	N/A	GBA	N/A	N/A	GBA	Yes	No
Public Transport	Implementation of Intelligent Transport Systems	BMTC	CPU	N/A	GBA	N/A	Zone	Zone	Yes	No
Public Transport	Modernising the fleet	BMTC	CPU	N/A	Zone	Zone	N/A	Zone	Yes	No
Public Transport	Management of breakdowns	BMTC	External	GBA	N/A	N/A	Ward	Zone	No	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Public Transport	Undertaking fare structuring & revision exercise	BMTC	CPU	N/A	GBA	N/A	N/A	N/A	No	No
Public Transport	Undertaking research & studies in urban transport	BMTC	External	N/A	GBA	N/A	GBA	GBA	No	No
Public Transport	Establishment & operating of depots	BMTC	CPU	GBA	Zone	Zone	Zone	Zone	Yes	No
Public Transport	Regulating & managing fleet traffic	BMTC	CPU	GBA	Zone	N/A	Zone	Zone	Yes	No
Public Transport	Redesigning & scheduling of routes	BMTC	CPU	N/A	GBA	N/A	N/A	GBA	Yes	No
Public Transport	Providing public utilities for commuters at bus terminals	BMTC	CPU	GBA	Zone	N/A	Zone	Zone	No	No
Public Transport	Providing safety & security at the bus stands	BMTC	CPU	GBA	Zone	N/A	Zone	Zone	No	No
Public Transport	Establishment & operating bus terminals	BMTC	CPU	GBA	Zone	Zone	Ward	Zone	Yes	No
Public Transport	Operating chartered services for other agencies	BMTC	CPU	GBA	Zone	N/A	Zone	GBA	Yes	No
Regulation	Regulating advertisements at BMTC main bus stops & buses	BMTC	CPU	GBA	Zone	N/A	Zone	Zone	Yes	No
Regulation	Conducting surprise checks for ticketless travels	BMTC	CPU	GBA	Zone	N/A	Zone	Zone	Yes	No
Service Fees	Operating buses on contract	BMTC	CPU	GBA	Zone	N/A	Zone	Zone	Yes	No
Statistics	Maintenance of database of fleet	BMTC	CPU	N/A	GBA	Zone	N/A	Zone	Yes	No
Sustainability	Compliance to Safety, Health & Environment standards	BMTC	External	GBA	Zone	N/A	Zone	Zone	Yes	No
Sustainability	Withdrawal of old buses from service	BMTC	External	GBA	Zone	N/A	Zone	Zone	Yes	No
Urban Planning	Preparation of city development plans	BMTC	CPU	N/A	N/A	GBA	N/A	GBA	Yes	No
Welfare	Issue of tickets & passes	BMTC	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Welfare	Extending travel concession to the weaker sections of the society	BMTC	CPU	GBA	GBA	N/A	Ward	Zone	Yes	No
Complaints Handling	Resolving billing complaints	BWSSB	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Complaints Handling	Establishment & operation of Public Grievance Redressal cell	BWSSB	CPU	GBA	Zone	Zone	Ward	Zone	Yes	No
Complaints Handling	Setting up & operating helpline	BWSSB	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Emergency Services	Undertaking accident prevention & control measures	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Emergency Services	Undertaking flood management works	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Information	Conducting awareness campaigns & events	BWSSB	CPU	N/A	Zone	N/A	Ward	Zone	Yes	Yes
Information	Intimation of water supply timings & disruptions	BWSSB	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Infrastructure	Planning capacity based on demand & supply	BWSSB	CPU	N/A	GBA	N/A	N/A	GBA	Yes	No
Property	Granting permission for additional connection	BWSSB	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Property	Sanctioning of bore wells	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Registration	Making changes to consumer data	BWSSB	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Regulation	Disconnection & reconnection of illegal & unauthorised connection	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Regulation	Detection of unaccounted water	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Regulation	Action for prevention of theft of water	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	No	Yes
Regulation	Initiating criminal actions in cases of theft of water	BWSSB	CPU	GBA	GBA	N/A	Zone	Zone	No	No
Regulation	Regulation of unauthorised bore wells	BWSSB	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Regulation	Regulation of private water tankers	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Sanitation	Undertaking sewage treatment works	BWSSB	CPU	GBA	Zone	Zone	Zone	Zone	Yes	No
Sanitation	Providing domestic, industrial & commercial sewerage connection	BWSSB	CPU	GBA	Zone	Zone	Ward	Zone	Yes	Yes
Sanitation	Establishment & maintenance of sewerage network	BWSSB	CPU	GBA	GBA	GBA	Zone	GBA	Yes	Yes
Sanitation	Improving sewerage network	BWSSB	CPU	GBA	Zone	Zone	Zone	Zone	Yes	No
Sanitation	Setting up & maintenance of Sewage Treatment Plant	BWSSB	CPU	GBA	GBA	Zone	Ward	Zone	Yes	No
Statistics	Maintenance of consumers accounts	BWSSB	CPU	N/A	Zone	N/A	Ward	Zone	Yes	No
Sustainability	Setting up rain water harvesting & ground water recharging systems	BWSSB	CPU	GBA	Zone	N/A	Zone	Zone	Yes	Yes
Sustainability	Promoting use of alternate sources of water	BWSSB	CPU	GBA	GBA	N/A	Ward	Zone	Yes	Yes
Water	Providing domestic, industrial & commercial water connection	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	Yes
Water	Providing free connections to urban poor	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Water	Supply of water through tankers	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Water	Billing & collection for water supply	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Water	Sanctioning water supply	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	Yes
Water	Establishment & maintenance of water supply network for Main Lines	BWSSB	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Water	Establishment & maintenance of water supply network for Tertiary Lines	BWSSB	CPU	GBA	GBA	Zone	Zone	Zone	Yes	No
Water	Establishment & maintenance of water supply network for Households	BWSSB	CPU	GBA	Zone	Zone	Ward	Zone	Yes	Yes
Water	Construction & maintenance of tanks & reservoirs	BWSSB	State	GBA	GBA	Zone	Ward	Zone	Yes	No
Water	Setting up & operating water testing laboratories	BWSSB	External	GBA	GBA	Zone	Ward	GBA	Yes	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Water	Improving water supply network	BWSSB	CPU	GBA	Zone	Zone	Zone	Zone	Yes	No
Water	Conversion from non domestic to domestic connection	BWSSB	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Water	Providing Non-domestic connection for construction purposes	BWSSB	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Water	Pumping of water	BWSSB	CPU	GBA	Zone	N/A	Zone	Zone	Yes	No
Water	Installation of meters	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Water	Recalibration of meters	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Water	Setting & revision of tariff	BWSSB	CPU	N/A	GBA	N/A	GBA	GBA	No	No
Water	Surrendering of water connections	BWSSB	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Water	Attending to failure of water supply	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Water	Implementation of water supply & sanitation related schemes	BWSSB	CPU	GBA	GBA	N/A	GBA	GBA	Yes	No
Water	Setting up & maintenance of Water Treatment Plant	BWSSB	CPU	GBA	GBA	Zone	Ward	Zone	Yes	No
Water	Undertaking water & sanitation maintenance works	BWSSB	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Water	Ensuring regular water supply in Main lines	BWSSB	CPU	GBA	GBA	N/A	Zone	GBA	Yes	No
Water	Ensuring regular water supply in Tertiary Lines Feeder	BWSSB	CPU	GBA	Zone	N/A	Zone	GBA	Yes	No
Water	Ensuring regular water supply for Households	BWSSB	CPU	GBA	Zone	Zone	Ward	Zone	Yes	Yes
Water	Management of water during crisis	BWSSB	CPU	GBA	GBA	N/A	Ward	Zone	Yes	Yes
Emergency Services	Setting up of road safety & trauma response system	DULT	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Infrastructure	Establishment of Intelligent Transport System	DULT	CPU	N/A	GBA	N/A	GBA	GBA	Yes	No
Public Transport	Implementation of Sub-Urban Rail System	DULT	CPU	N/A	GBA	N/A	GBA	GBA	Yes	No

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Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Roads	Improvements to non motorised transport infrastructure	DULT	CPU	N/A	GBA	N/A	GBA	GBA	Yes	Yes
Sustainability	Promoting the use of cleaner technologies	DULT	CPU	GBA	GBA	N/A	Zone	Zone	Yes	No
Taxes	Levying of cess on motor vehicle tax	DULT	CPU	N/A	GBA	GBA	GBA	GBA	GBA	No
Taxes	Levying of cess on property tax	DULT	CPU	GBA	GBA	N/A	GBA	GBA	Yes	No
Traffic	Conducting studies & surveys on traffic management	DULT	CPU	N/A	GBA	N/A	N/A	GBA	Yes	No
Traffic	Preparation of guidelines & tool kits for traffic management	DULT	External	N/A	GBA	N/A	N/A	GBA	Yes	No
Complaints Handling	Setting up & operating helpline	Fire department	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Emergency Services	Attending to fire emergencies in minimum response time	Fire department	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Emergency Services	Establishment/improvements & operation of fire stations, vehicles & equipment	Fire department	CPU	GBA	GBA	Zone	Zone	Zone	Yes	No
Emergency Services	Setting up of disaster rescue systems	Fire department	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Emergency Services	Providing standby fire fighting arrangements at large public amusement areas, gatherings & important public meetings	Fire department	CPU	GBA	Zone	N/A	Zone	Zone	Yes	No
Emergency Services	Establishment of Emergency Para Medical Services (EPMS) in all fire Stations	Fire department	External	N/A	GBA	Zone	N/A	Zone	Yes	No
Emergency Services	Provision of Search & Rescue Services (SAR)	Fire department	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Emergency Services	Adopting a static as well as mobile command & control systems	Fire department	CPU	N/A	GBA	N/A	GBA	GBA	Yes	No
Information	Conducting awareness campaigns & events	Fire department	CPU	N/A	Zone	N/A	Zone	Zone	Yes	No
Property	Issue of No Objection & Clearance Certificates	Fire	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No

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Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
		department								
Taxes	Levying Fire Tax	Fire department	State	N/A	GBA	N/A	GBA	GBA	Yes	No
Forestry	Production & distribution of quality planting materials of various Horticultural plants	Horticulture	State	GBA	Zone	N/A	Ward	Zone	No	No
Forestry	Development & maintenance of farms & nurseries	Horticulture	State	GBA	Zone	Zone	N/A	Zone	Yes	No
Information	Dissemination of advanced horticultural technology	Horticulture	State	GBA	Zone	N/A	Zone	Zone	Yes	No
Infrastructure	Setting up & maintenance of cold storage units	Horticulture	State	N/A	GBA	Zone	Zone	Zone	Yes	No
Infrastructure	Establishment of Tissue Culture Labs	Horticulture	State	N/A	GBA	Zone	Zone	Zone	Yes	No
Infrastructure	Establishment of packaging units market facilities & linkages	Horticulture	CPU	GBA	Zone	Zone	N/A	Zone	No	No
Infrastructure	Development of departmental laboratories	Horticulture	State	GBA	Zone	Zone	N/A	Zone	Yes	No
Infrastructure	Development & maintenance of storage facilities	Horticulture	CPU	GBA	Zone	Zone	Zone	Zone	Yes	No
Public Spaces	Maintenance of public parks	Horticulture	CPU	GBA	Zone	N/A	Ward	Zone	No	Yes
Registration	Approval for Organic Certification Agency	Horticulture	State	GBA	N/A	N/A	Zone	Zone	Yes	No
Service Fees	Cultivation & Sale of fruits & vegetables	Horticulture	State	GBA	Zone	N/A	Ward	Zone	Yes	No
Service Fees	Cultivation & Sale of medicinal plants	Horticulture	State	GBA	Zone	N/A	Ward	Zone	Yes	No
Service Fees	Transport of private horticulture produce	Horticulture	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Information	Providing social awareness & community development with the help of CBO/ NGO's	Karnataka Slum Development Board	CPU	N/A	Zone	N/A	Ward	Zone	No	Yes
Public Health	Removal of un-hygienic & insanitary conditions prevailing in the slums	Karnataka Slum Development Board	CPU	GBA	Zone	N/A	Ward	Zone	No	No

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Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Regulation	Demolition of buildings unlawfully constructed	Karnataka Slum Development Board	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Slums	Undertaking works on environmental improvement, clearance & redevelopment of slums	Karnataka Slum Development Board	State	N/A	Zone	Zone	N/A	Zone	No	No
Slums	Providing housing & infrastructural facilities to slum dwellers	Karnataka Slum Development Board	CPU	GBA	Zone	Zone	N/A	Zone	No	No
Statistics	Registration of building in slum areas	Karnataka Slum Development Board	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Urban Planning	Conducting Socio- economic survey of slums	Karnataka Slum Development Board	State	N/A	GBA	N/A	Zone	Zone	Yes	No
Urban Planning	Identify & declare slum areas	Karnataka Slum Development Board	CPU	N/A	GBA	N/A	N/A	N/A	Yes	No
Welfare	Providing basic amenities to slum dwellers	Karnataka Slum Development Board	CPU	GBA	Zone	N/A	Ward	Zone	Yes	Yes
Housing	Acquisition of land for housing projects	KHB	CPU	N/A	GBA	GBA	N/A	GBA	Yes	No
Housing	Distribution or redistribution of sites & houses	KHB	CPU	GBA	GBA	N/A	Zone	Zone	Yes	No
Housing	Undertaking housing schemes & land development schemes	KHB	State	N/A	GBA	N/A	Zone	Zone	Yes	No
Taxes	Levying Betterment Charges	KHB	CPU	N/A	GBA	N/A	N/A	GBA	Yes	No
Housing	Construction of houses for employees of industrial estates	KIADB	CPU	N/A	GBA	Zone	N/A	Zone	No	No
Infrastructure	Acquisition of land	KIADB	CPU	N/A	GBA	Zone	N/A	GBA	Yes	No

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Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Infrastructure	Development, maintenance & management of industrial areas, estates	KIADB	CPU	N/A	GBA	Zone	Zone	Zone	Yes	No
Property	Allotment of industrial land, buildings	KIADB	CPU	GBA	Zone	GBA	N/A	Zone	Yes	No
Service Fees	Collection of lease on industrial Land, Buildings	KIADB	CPU	GBA	Zone	N/A	Zone	Zone	Yes	No
Energy	Shifting of electrical lines	KPTCL	CPU	GBA	GBA	N/A	GBA	GBA	Yes	No
Energy	Transmission from generating stations to sub-stations	KPTCL	CPU	GBA	GBA	N/A	GBA	GBA	Yes	No
Infrastructure	Setting up & maintenance of transmission network & sub-stations	KPTCL	External	GBA	GBA	GBA	GBA	GBA	Yes	No
Infrastructure	Providing technical & engineering solutions to other departments	KPWD	State	GBA	N/A	N/A	Zone	Zone	Yes	No
Regulation	Issue of Fitness Certificates	KPWD	State	GBA	GBA	N/A	Zone	Zone	Yes	No
Regulation	Preparation of schedule of rates	KPWD	State	N/A	GBA	N/A	N/A	GBA	Yes	No
Regulation	Setting standards for uninterrupted flow of traffic with better safety features	KPWD	CPU	N/A	N/A	N/A	N/A	GBA	No	No
Regulation	Conducting quality testing programmes	KPWD	State	GBA	N/A	N/A	Zone	Zone	Yes	No
Roads	Permission for cutting roads	KPWD	State	GBA	Zone	N/A	Ward	Zone	No	No
Complaints Handling	Establishment & operation of Public Grievance Redressal cell	KSPCB	CPU	GBA	GBA	Zone	Ward	Zone	Yes	No
Complaints Handling	Setting up & operating helpline	KSPCB	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Information	Implementation of environment awareness programmes	KSPCB	CPU	N/A	Zone	N/A	Ward	Zone	Yes	Yes
Information	Advising on environment & pollution matters	KSPCB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	Yes
Infrastructure	Establishment & operation of labs	KSPCB	External	GBA	Zone	Zone	Zone	Zone	Yes	No
Infrastructure	Purchase of pollution control equipment	KSPCB	External	N/A	Zone	Zone	N/A	Zone	Yes	No

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Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Recognition & Awards	Institution of awards & recognition for environment protection	KSPCB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Regulation	Providing consent for operation	KSPCB	External	GBA	N/A	N/A	Zone	Zone	Yes	No
Regulation	Providing consent for establishment & consent for expansion	KSPCB	External	GBA	N/A	N/A	Zone	Zone	Yes	No
Regulation	Renewal of consent for operation	KSPCB	External	GBA	N/A	N/A	Zone	Zone	Yes	No
Regulation	Defining & monitoring standards	KSPCB	CPU	N/A	N/A	N/A	Zone	Zone	Yes	No
Regulation	Responding to pollution incidents	KSPCB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	Yes
Regulation	Conducting inspections	KSPCB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	Yes
Statistics	Undertaking studies & surveys	KSPCB	CPU	N/A	GBA	GBA	N/A	GBA	No	No
Sustainability	Conducting water/air analysis	KSPCB	External	GBA	Zone	N/A	Ward	Zone	Yes	No
Sustainability	Collection of consent for Operation, consent for Establishment & Analysis fees	KSPCB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Sustainability	Collection of water cess	KSPCB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Sustainability	Collection & refund of guarantee money	KSPCB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Sustainability	Collection of lab fees, Hazardous Waste Management fee & other fees	KSPCB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Sustainability	Setting up & operating Common Effluent Treatment Plant	KSPCB	External	GBA	Zone	Zone	Zone	Zone	Yes	No
Sustainability	Implementation of Hazardous Waste Management, e-waste management & other Rules	KSPCB	CPU	GBA	Zone	N/A	Ward	Zone	Yes	Yes
Information	Conducting monthly/periodic public meetings	Bangalore Police	CPU	GBA	Zone	N/A	Ward	Zone	Yes	Yes
Infrastructure	Setting up & operating Janasnehi points	Bangalore Police	CPU	GBA	Zone	N/A	Ward	Zone	Yes	Yes
Safety & Security	Receipt of complaints	Bangalore Police	State	GBA	N/A	N/A	Ward	Zone	Yes	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Safety & Security	Registration of First Information Report	Bangalore Police	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Safety & Security	IN/OUT transfer of First Information Report	Bangalore Police	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Safety & Security	Registration of Non Cognizable Report	Bangalore Police	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Safety & Security	File case reports to Court	Bangalore Police	External	N/A	N/A	N/A	Ward	Zone	Yes	No
Safety & Security	Conducting spot visits	Bangalore Police	State	GBA	N/A	N/A	Ward	Zone	No	No
Safety & Security	Conducting investigations	Bangalore Police	State	GBA	Zone	N/A	Ward	Zone	No	No
Safety & Security	Conducting chemical, medical, forensic investigations	Bangalore Police	External	N/A	N/A	N/A	Ward	Zone	No	No
Safety & Security	Conducting Inquests	Bangalore Police	State	GBA	N/A	N/A	Ward	Zone	No	No
Safety & Security	Making arrests	Bangalore Police	State	N/A	N/A	N/A	Ward	Zone	No	No
Safety & Security	Taking custody of arrested persons	Bangalore Police	State	N/A	N/A	N/A	Ward	Zone	No	No
Safety & Security	Publishing unnatural deaths/missing persons list in media	Bangalore Police	State	GBA	Zone	N/A	Zone	Zone	Yes	No
Safety & Security	Operating Police Control Room	Bangalore Police	State	GBA	GBA	N/A	GBA	GBA	Yes	No
Safety & Security	Receipt of petitions	Bangalore Police	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Safety & Security	Release of persons on bail	Bangalore Police	External	N/A	N/A	N/A	Ward	Zone	No	No
Safety & Security	Preparation of charge sheets	Bangalore Police	External	GBA	N/A	N/A	Ward	Zone	Yes	No

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Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Safety & Security	Conducting raids	Bangalore Police	State	N/A	N/A	N/A	Ward	Zone	No	No
Safety & Security	Providing Police Escort	Bangalore Police	CPU	GBA	GBA	N/A	Ward	Zone	No	No
Safety & Security	Issue of Summons, Warrants	Bangalore Police	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Safety & Security	Identification of beat areas	Bangalore Police	CPU	N/A	Zone	N/A	Ward	Zone	Yes	Yes
Safety & Security	Performing beat operations	Bangalore Police	CPU	GBA	Zone	N/A	Ward	Zone	No	Yes
Safety & Security	Deployment of personnel for special duties	Bangalore Police	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Safety & Security	Providing Passport verification services	Bangalore Police	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Safety & Security	Providing Police verification services	Bangalore Police	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Safety & Security	Issue of licenses, permissions & No Objection Certificate	Bangalore Police	CPU	GBA	Zone	N/A	Ward	Zone	Yes	No
Safety & Security	Issue/renewal of arms licence	Bangalore Police	External	GBA	N/A	N/A	Ward	Zone	Yes	No
Safety & Security	Maintenance of rowdies/criminal miscellaneous details	Bangalore Police	CPU	N/A	Zone	N/A	Ward	Zone	Yes	No
Service Fees	Collection of fees for verification services	Bangalore Police	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Service Fees	Providing security services for private parties	Bangalore Police	CPU	GBA	Zone	N/A	Ward	Zone	No	No
Complaints Handling	Setting up & operating helpline	RTO	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No
Information	Conducting awareness campaigns & events	RTO	CPU	N/A	Zone	N/A	Zone	Zone	Yes	Yes

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Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
Infrastructure	Establishment & operation of drivers' training & research centre	RTO	CPU	GBA	Zone	Zone	Zone	GBA	Yes	No
Infrastructure	Establishment & operation of vehicle testing & certification centre	RTO	CPU	GBA	Zone	Zone	Zone	GBA	Yes	No
Infrastructure	Setting up & operation of automated driver testing tracks	RTO	CPU	GBA	Zone	Zone	Zone	GBA	Yes	No
Registration	Issue of Driving Licences	RTO	State	GBA	N/A	N/A	Zone	Zone	Yes	No
Registration	Renewal of Driving Licences	RTO	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Registration	Registration of vehicles	RTO	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Registration	Issue of Duplicate Licences, Registration Certificates etc.	RTO	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Registration	Issue of Public Service Vehicle Badge to Drivers	RTO	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Registration	Issue of License & renewal for driving schools	RTO	State	GBA	Zone	N/A	Ward	Zone	Yes	No
Registration	Issue conductor license & renewal and badge distribution	RTO	State	GBA	Zone	N/A	Ward	Zone	Yes	No
Registration	Providing temporary registration	RTO	State	GBA	Zone	N/A	Ward	Zone	Yes	No
Registration	Transfer of ownership	RTO	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Registration	Registration of hypothecation entry/lease agreement	RTO	State	GBA	Zone	N/A	Ward	Zone	Yes	No
Registration	Issue of Clearance/releasing certificate	RTO	State	GBA	Zone	N/A	Ward	Zone	Yes	No
Registration	Issue of fitness certificates	RTO	State	GBA	Zone	N/A	Ward	Zone	Yes	No
Regulation	Enforcement of provisions under Motor Vehicle Act	RTO	State	GBA	Zone	N/A	Ward	Zone	Yes	No
Complaints Handling	Establishment & operation of Public Grievance Redressal cell	Stamps & Registration Dept.	CPU	GBA	GBA	Zone	Ward	Zone	Yes	No
Complaints Handling	Setting up & operating helpline	Stamps & Registration	CPU	GBA	GBA	GBA	GBA	GBA	Yes	No

APPENDIX - III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
		Dept.								
Information	Publishing valuation in all places for the information of public	Stamps & Registration Dept.	CPU	N/A	Zone	N/A	Zone	Zone	Yes	No
Property	Issue of Encumbrance Certificates & Certified copy	Stamps & Registration Dept.	External	GBA	N/A	N/A	Ward	Zone	Yes	No
Property	Endorsements on the market value in respect of a particular property	Stamps & Registration Dept.	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Registration	Provision of registration services	Stamps & Registration Dept.	External	GBA	N/A	N/A	Ward	Zone	Yes	No
Registration	Provision of deposit/opening of wills services	Stamps & Registration Dept.	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Registration	Providing rectification of deficiencies' services	Stamps & Registration Dept.	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Registration	Stamping of insufficiently stamped instruments executed outside the state	Stamps & Registration Dept.	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Regulation	Conducting market value assessment & stamp duty evaluation	Stamps & Registration Dept.	CPU	GBA	GBA	N/A	GBA	GBA	Yes	No
Regulation	Detection of under valuation of properties	Stamps & Registration Dept.	CPU	GBA	Zone	N/A	Zone	Zone	Yes	No
Service Fees	Issue of certified copies of title deeds	Stamps & Registration	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No

APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
		Dept.								
Statistics	Scanning & archival of registered documents.	Stamps & Registration Dept.	CPU	N/A	Zone	N/A	Ward	Zone	Yes	No
Emergency Services	Setting up accident reduction & trauma care system	Traffic Police	CPU	N/A	GBA	Zone	N/A	Zone	No	No
Emergency Services	Setting up accident response system	Traffic Police	CPU	GBA	N/A	N/A	Ward	Zone	No	No
Information	Organising awareness campaigns	Traffic Police	CPU	N/A	Zone	N/A	Zone	Zone	Yes	No
Infrastructure	Establishment of training facilities & opn	Traffic Police	State	N/A	Zone	Zone	Zone	Zone	Yes	No
Regulation	Enforcement of traffic rules	Traffic Police	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Safety & Security	Registration of First Information Report	Traffic Police	State	GBA	N/A	N/A	Ward	Zone	Yes	No
Traffic	Preparation of traffic management plans	Traffic Police	CPU	GBA	GBA	GBA	N/A	GBA	Yes	No
Traffic	Traffic management in special cases e.g., dharnas, VIP corridor etc.	Traffic Police	CPU	N/A	Zone	N/A	Zone	Zone	Yes	No
Traffic	Management of traffic	Traffic Police	CPU	GBA	Zone	N/A	Ward	Zone	Yes	Yes
Traffic	Management of street/road parking	Traffic Police	CPU	GBA	Ward	N/A	Ward	Zone	Yes	Yes
Traffic	Determining & fixing of traffic fines	Traffic Police	State	N/A	N/A	N/A	N/A	N/A	No	No
Traffic	Collection of traffic fines	Traffic Police	CPU	GBA	N/A	N/A	Ward	Zone	Yes	No
Traffic	Establishment of infrastructure for traffic management	Traffic Police	CPU	N/A	Zone	Zone	Zone	Zone	Yes	No
Traffic	Setting up & operating signals & sign boards	Traffic Police	CPU	N/A	Zone	Zone	Ward	Zone	Yes	No
Traffic	Installation of traffic enforcement cameras	Traffic Police	CPU	N/A	Zone	Zone	Zone	Zone	Yes	No
Traffic	Conducting investigation in accident cases	Traffic Police	External	GBA	Zone	N/A	Ward	Zone	Yes	No
Traffic	Establishment & operating of Traffic	Traffic Police	CPU	GBA	Zone	Zone	Zone	Zone	Yes	No

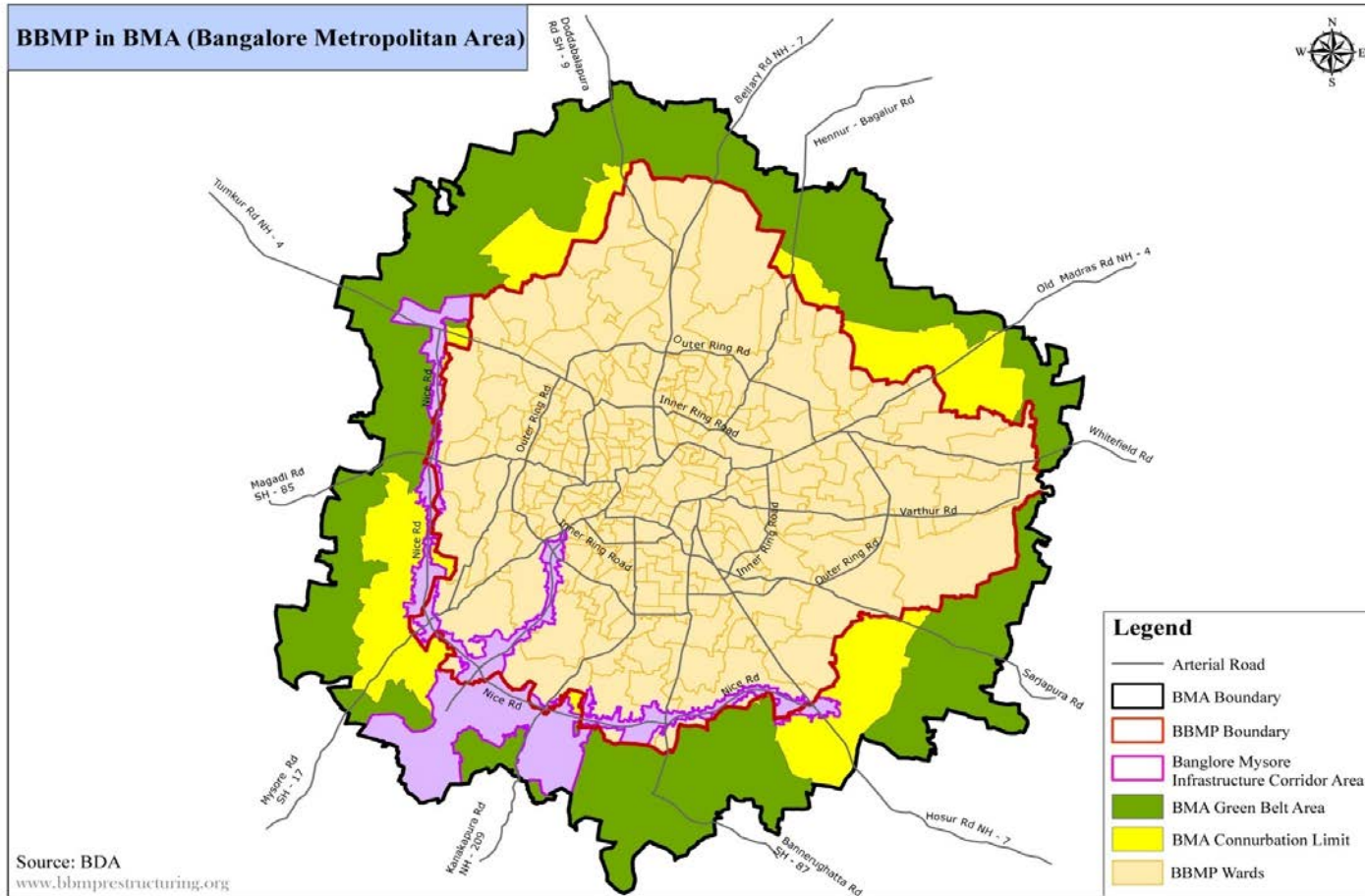
APPENDIX – III : ACTIVITY MAPPING

Citizen Requirement	Activity	Current Service Provider	Technical Standards Setting	Service level Promise	Planning	Asset Creation	O&M	Monitoring	IT Scope?	Ward Committee
	Management Centres									
Traffic	Issue of licenses, permission & No Objection Certificate	Traffic Police	State	GBA	GBA	N/A	Ward	Zone	Yes	No

Abbreviations: CPU= Central Process Unit; GBA= Greater Bangalore Authority; MC= Municipal Corporation.

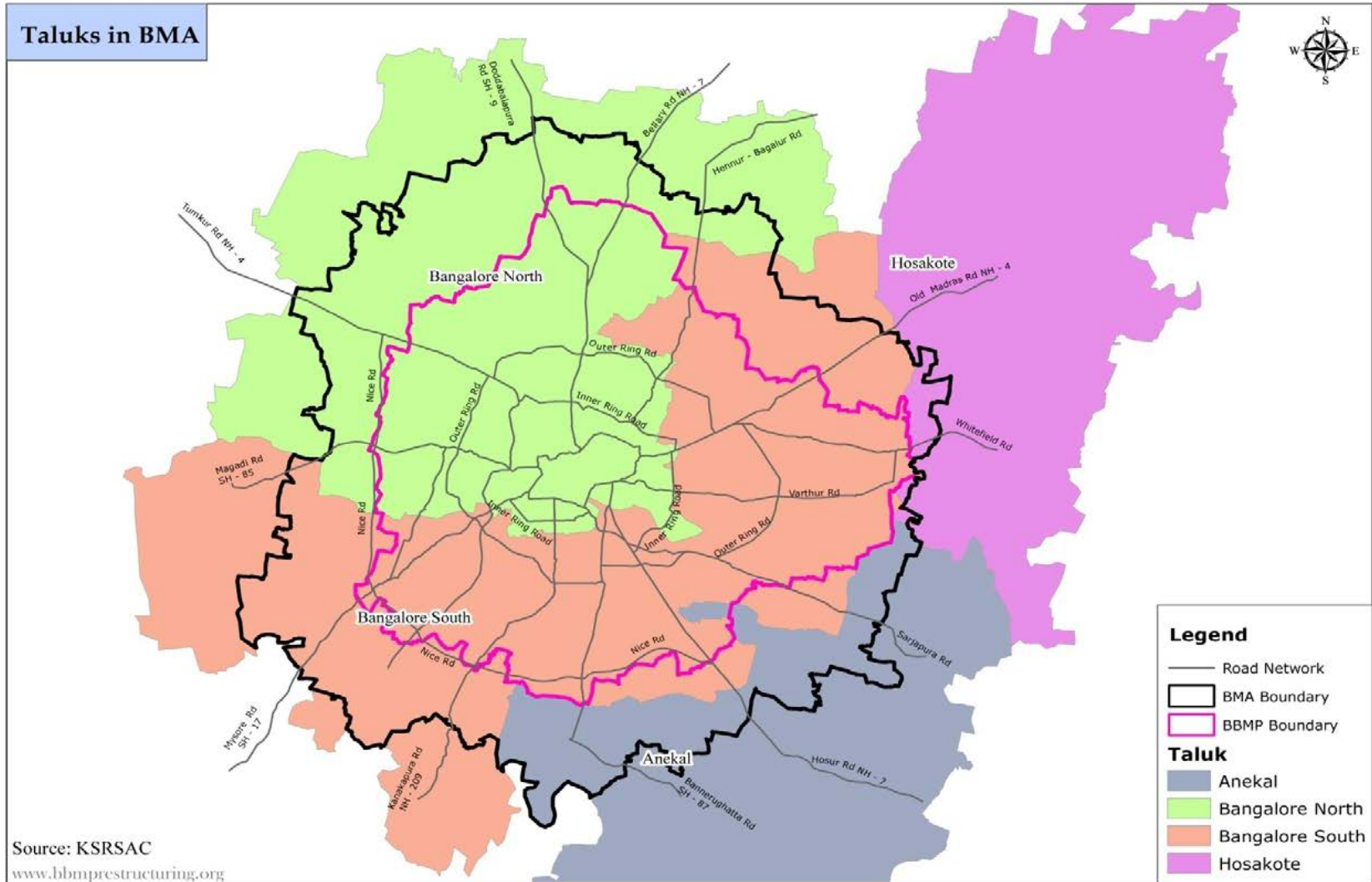
APPENDIX – IV : GIS MAPS

APPENDIX IV – GIS MAPS



APPENDIX – IV : GIS MAPS

Taluks in BMA



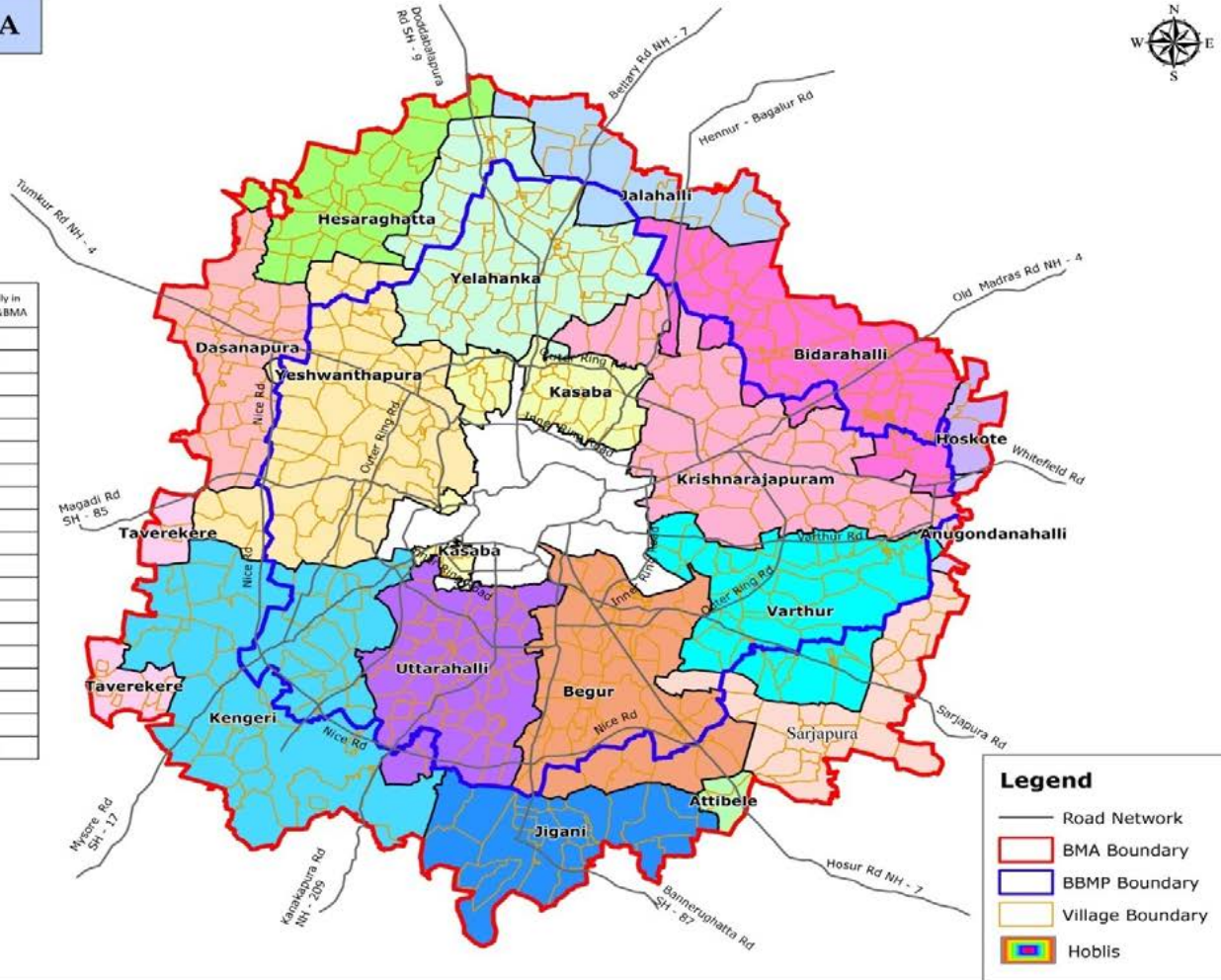
APPENDIX – IV : GIS MAPS

Hoblis and Villages in BMA

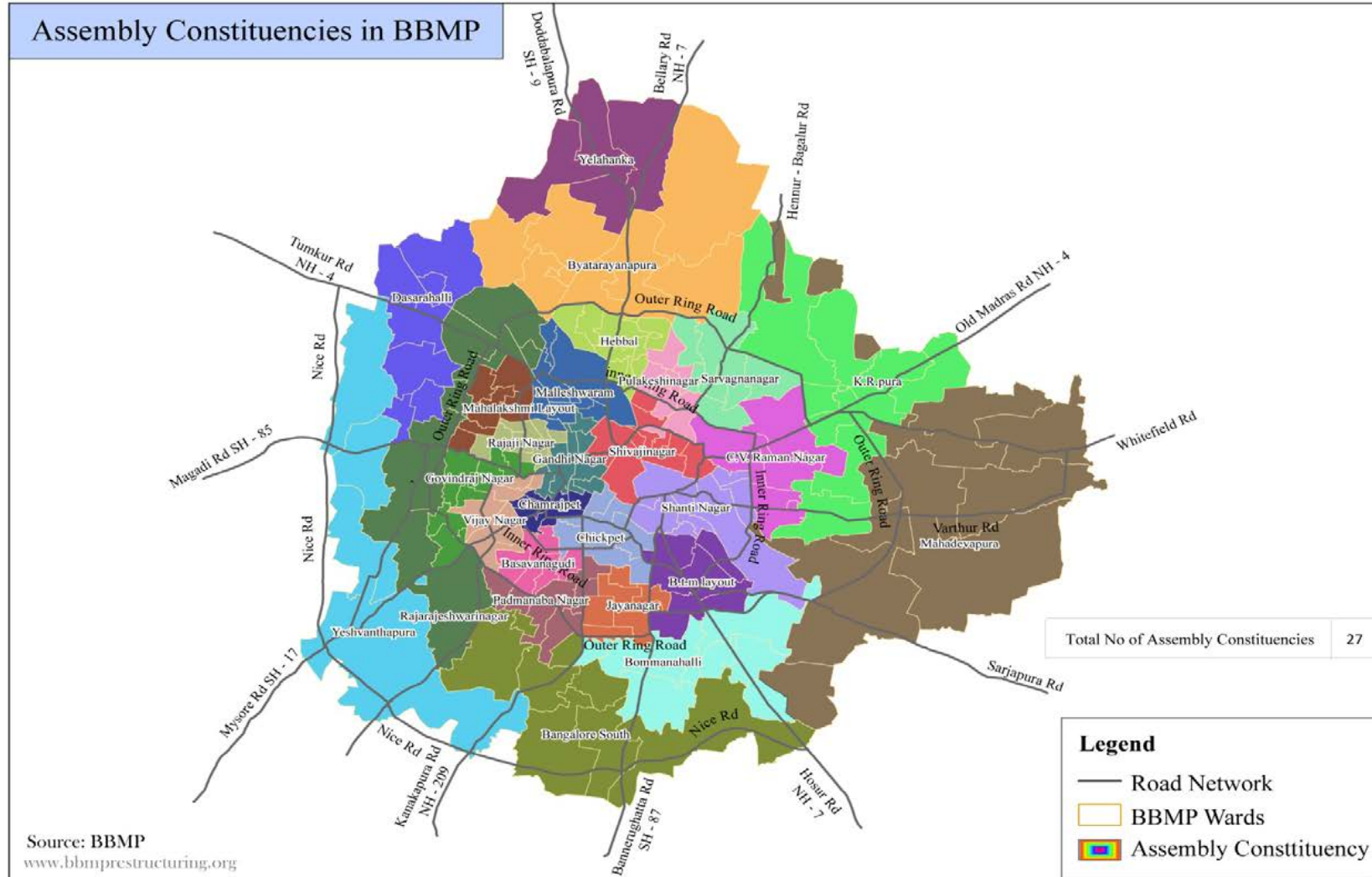
Hobli	Total Villages	No of Villages in BBMP	No of Villages in BMA	Partially in BBMP & BMA
Begur	46	38	7	1
Bidarahalli	48	10	37	1
Jalahalli	13	1	12	
Kasaba	30	30		
Kengeri	48	17	31	
Krishnarajapura	47	47		
Uttarahalli	47	44	1	2
Varthur	40	31	9	
yelahanka	61	44	16	1
Yeshwanthpura	50	40	10	
Anugondanahalli	4		4	
Attibele	2		2	
Dasanapura	31		31	
Hesaragatta	29		29	
Hoskote	6		6	
Jigani	25		25	
Sarjapura	25	1	25	
Tavrekere	13		13	
Total	566	303	258	5

Total No of Hoblis = 18

Source: KRSAC
www.bbmprestructuring.org

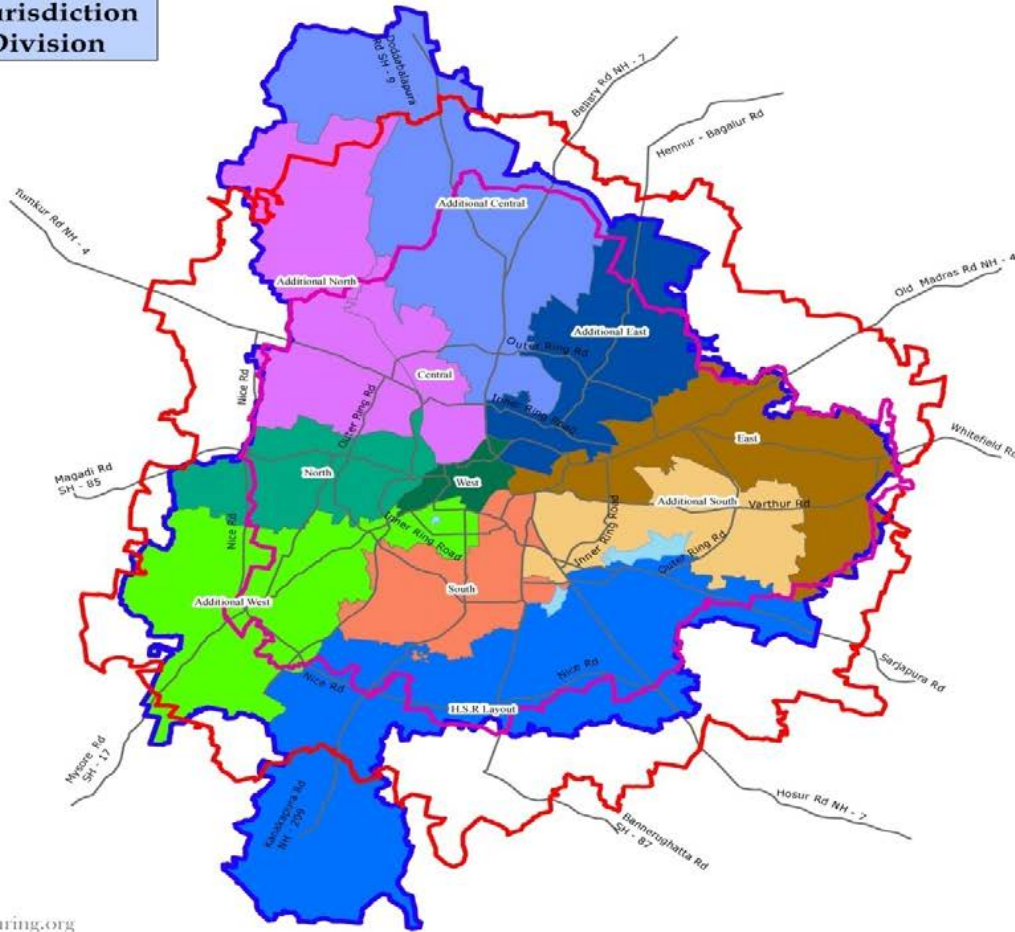


APPENDIX – IV : GIS MAPS



APPENDIX – IV : GIS MAPS

**BESCOM Jurisdiction
Zone & Division**



Total No of Divisions	11
-----------------------	----

Legend

- Road Network
- ▭ BBMP Boundary
- ▭ BMA Boundary
- ▭ BMA Zone

Division Boundary Bangalore

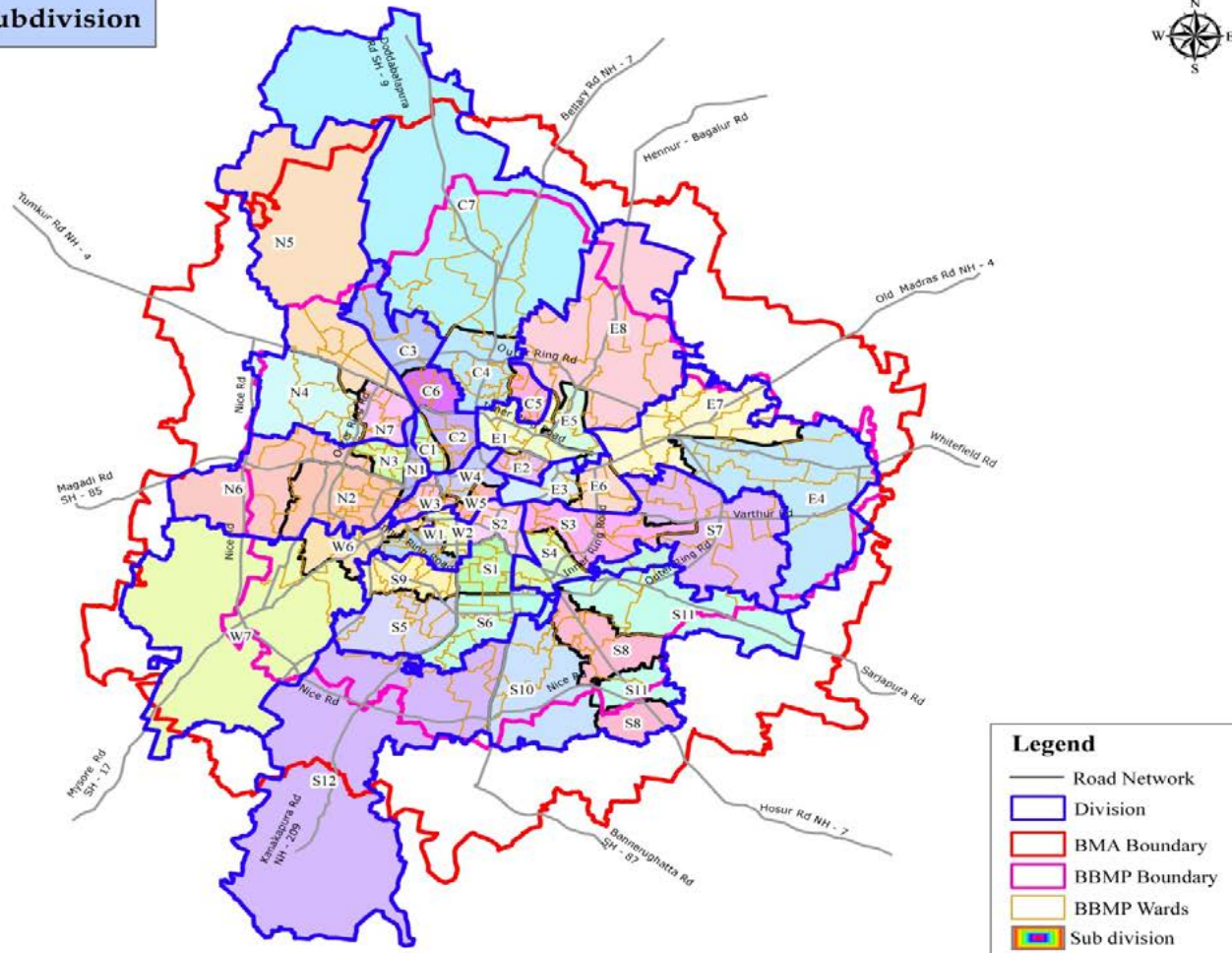
- ▭ Additional Central
- ▭ Additional East
- ▭ Additional North
- ▭ Additional South
- ▭ Additional West
- ▭ Central
- ▭ East
- ▭ H.S.R Layout
- ▭ North
- ▭ South
- ▭ West

Source: BESCOM
www.bbmprestructuring.org

APPENDIX – IV : GIS MAPS

BESCOM Jurisdiction: Subdivision

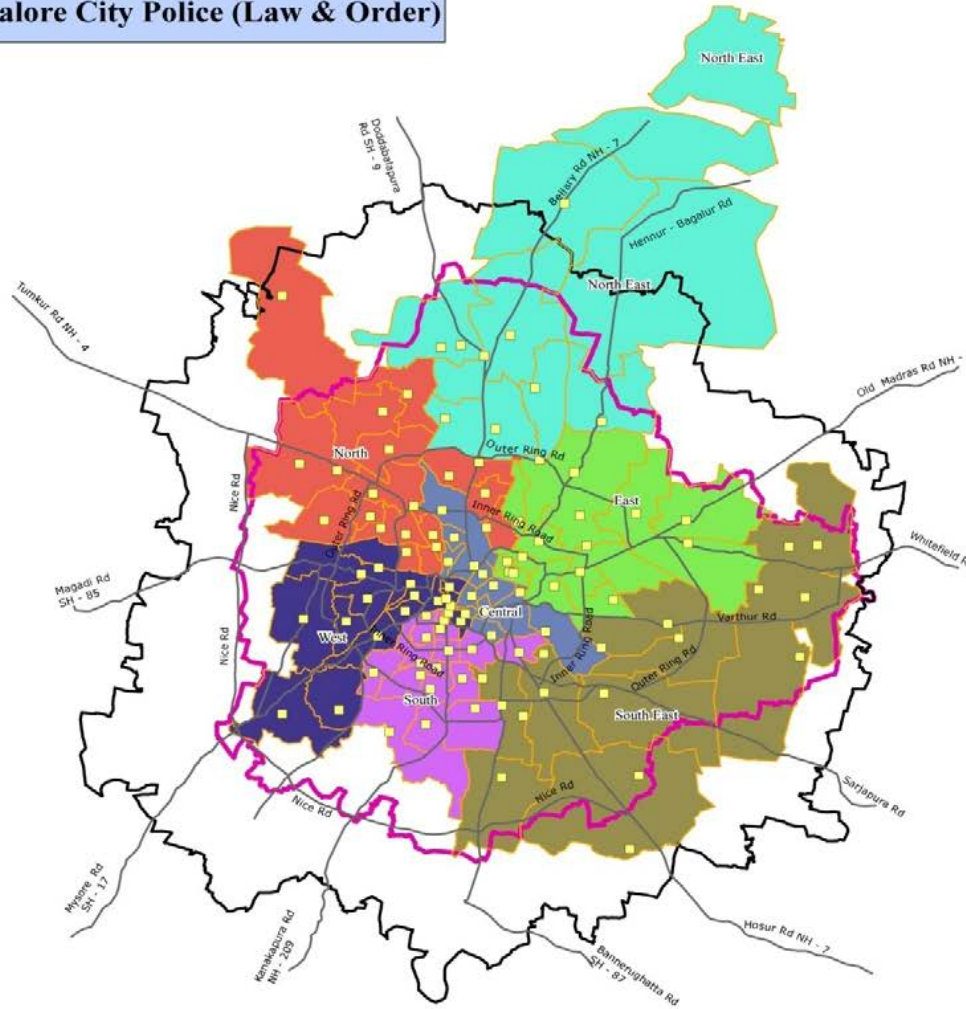
DIVISION	SUB DIVISION
East	E3
	E4
	E6
	E7
Additional East	E1
	E2
	E5
	E8
South	S1
	S2
	S5
	S6
	S9
	S3
Additional South	S4
	S7
	S10
	S11
H.S.R Layout	S12
	S8
	N1
North	N2
	N3
	N6
Additional North	N4
	N5
	N7
	N3
West	W3
	W4
	W5
Additional West	W1
	W2
	W6
	W7
Central	C1
	C2
	C3
	C6
Additional Central	C4
	C5
	C7



Source: BESCOM
www.bbmprestructuring.org

APPENDIX – IV : GIS MAPS

Jurisdiction of Bangalore City Police (Law & Order)



Total No Of Police Stations **107**

Legend

- Road Network
- Police Station Boundary
- BMA Boundary
- BBMP Boundary
- Police Station

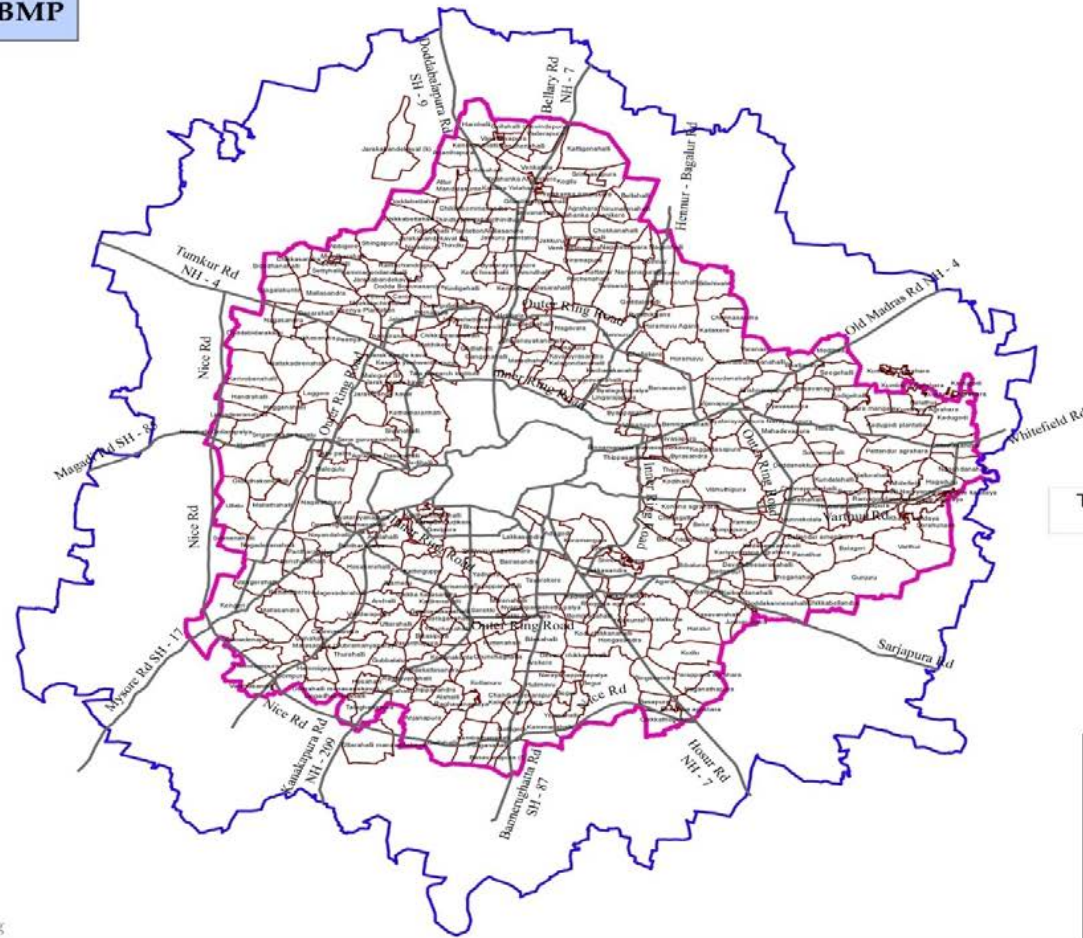
Division

- Central
- East
- North
- North East
- South
- South East
- West

Source: Police Department
www.bbmprestructuring.org

APPENDIX – IV : GIS MAPS

Villages Inside BBMP

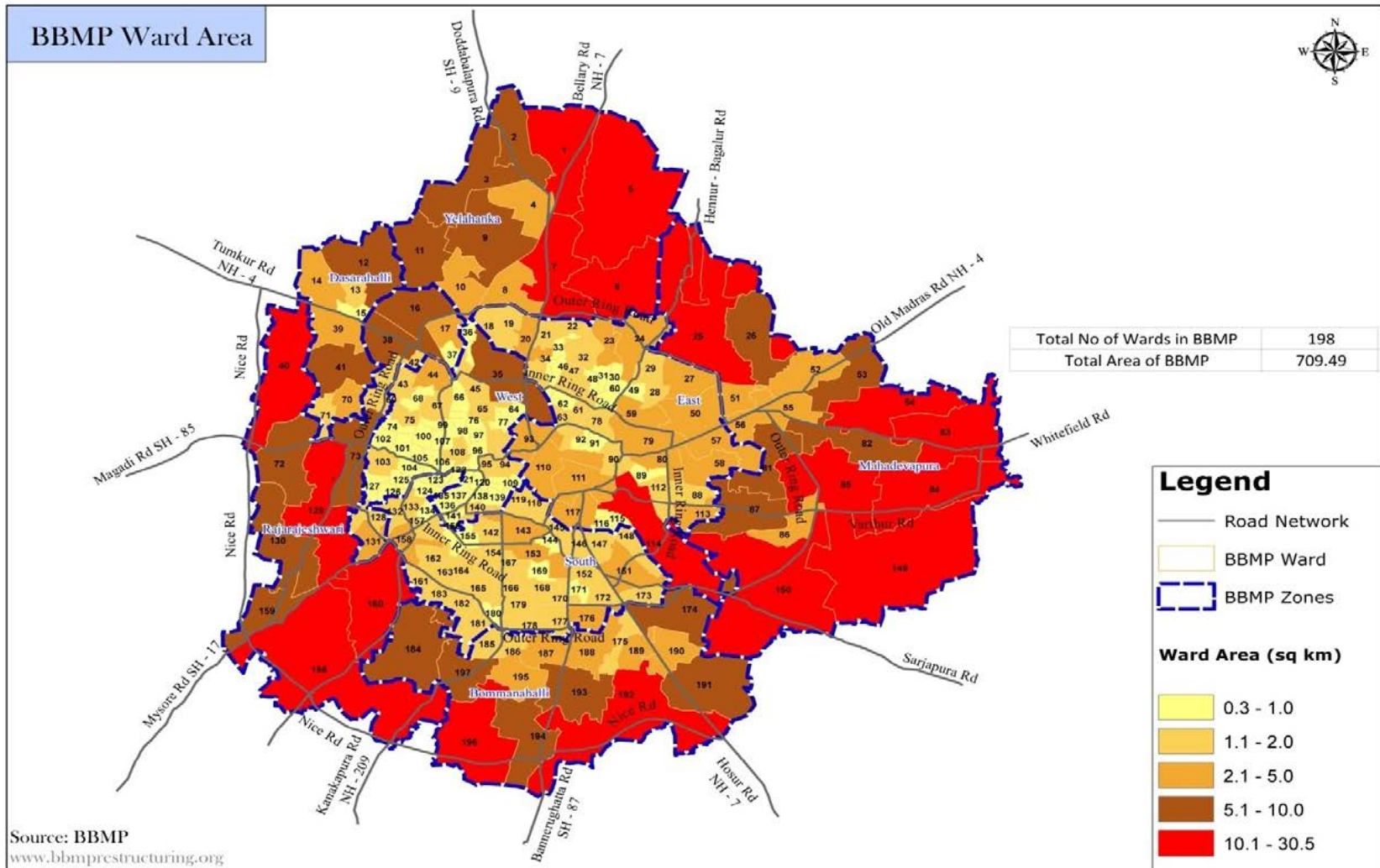


Total No of Villages inside BBMP	303
----------------------------------	-----

- Legend**
- Road_Network
 - BMA Boundary
 - BBMP Boundary
 - Village Boundary

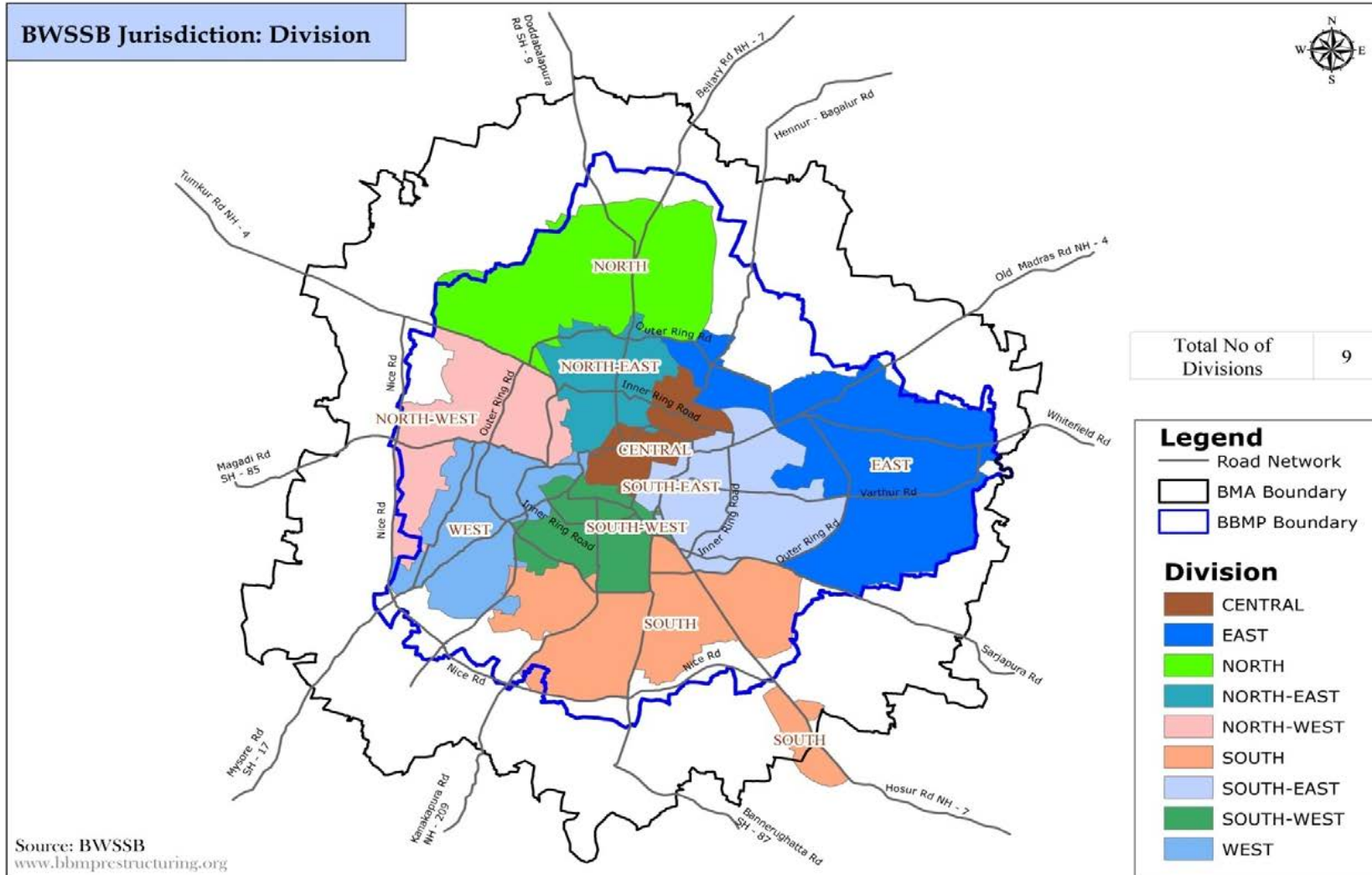
Source: BDA
www.bbmprestructuring.org

APPENDIX – IV : GIS MAPS



APPENDIX – IV : GIS MAPS

BWSSB Jurisdiction: Division



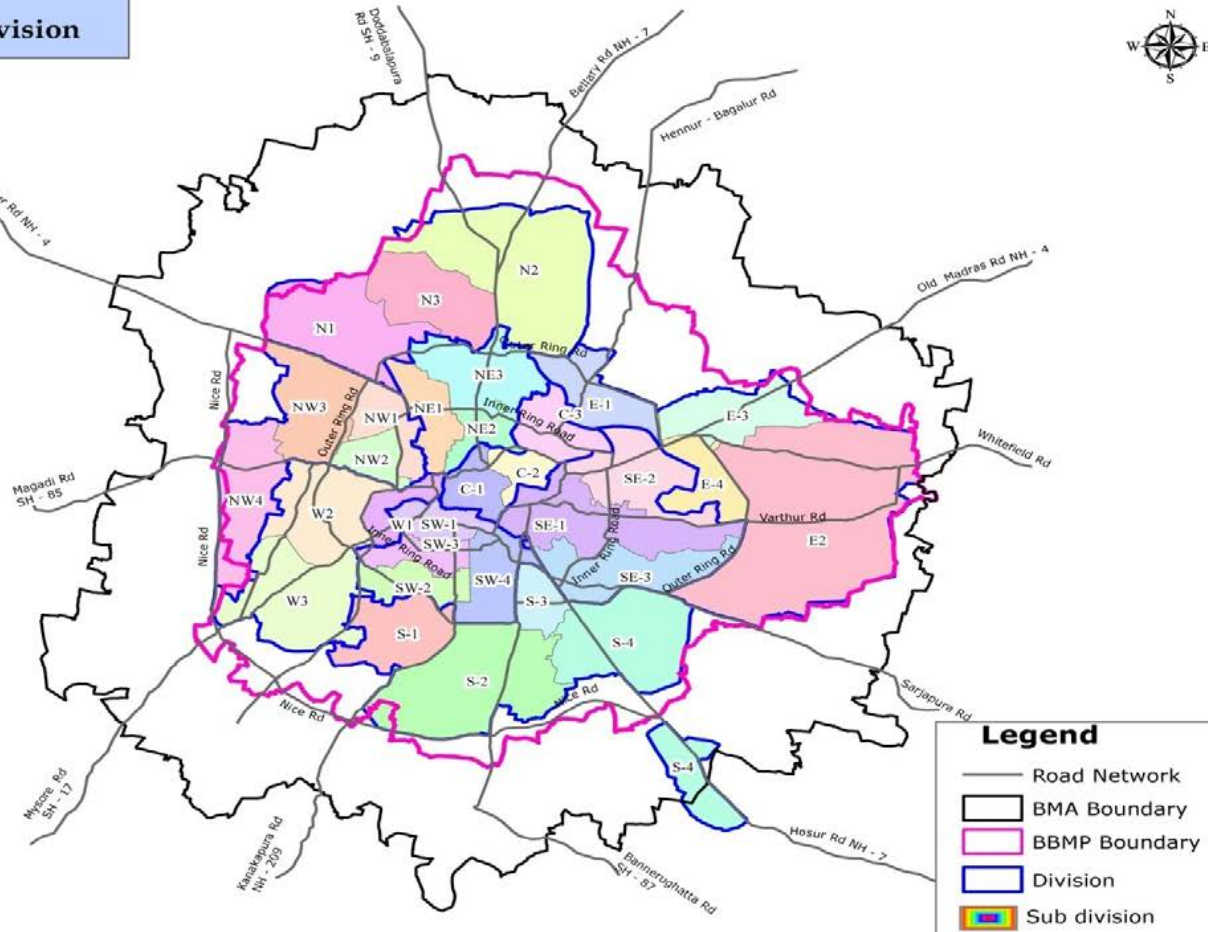
APPENDIX – IV : GIS MAPS

BWSSB Jurisdiction : Subdivision

Division	Subdivision CODE	Subdivision
Central	C1	Chicklabagh
	C2	HGR
	C3	Frazer Town
East	E1	HRBR
	E2	A ECS Layout
	E3	K R Puram
	E4	A. Narayanapura
North	N1	MEI Layout (Dasarahalli)
	N2	Yelahanka
	N3	Sahakara Nagar
North - East	NE1	Malleswaram
	NE2	Malleswaram
	NE3	R T Nagar
North - West	NW1	Rajaji Nagar
	NW2	Basaveshwara Nagar
	NW3	Peenya
	NW4	Nagarabhavi (Ring Road)
South	S1	Banagiri Nagar
	S2	Kothanurinne
	S3	BTM Laout
	S4	Kodichikkanahalli
South - East	SE1	Ulsoor
	SE2	Indiranagara
	SE3	Koramangala
South - West	SW1	V V Puram
	SW2	Banagiri Nagar
	SW3	MNK Park
	SW4	Jayanagar 4th Block
West	W1	R P C Layout
	W2	Nagarabhavi (Ring Road)
	W3	R R Nagar

Total No of Subdivisions	31
--------------------------	----

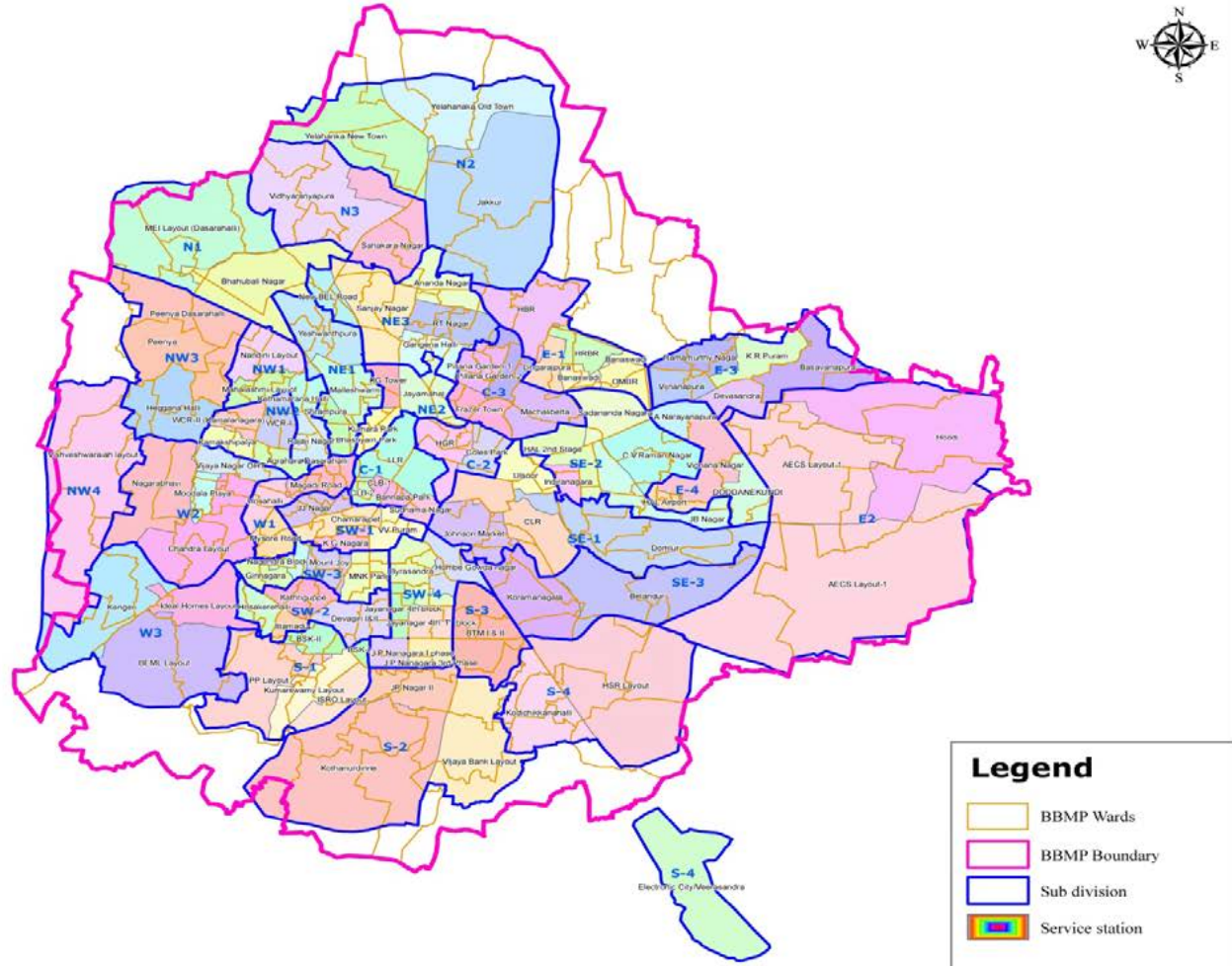
Source: BWSSB
www.bbmrprestructuring.org



APPENDIX – IV : GIS MAPS

BWSSB Service Station

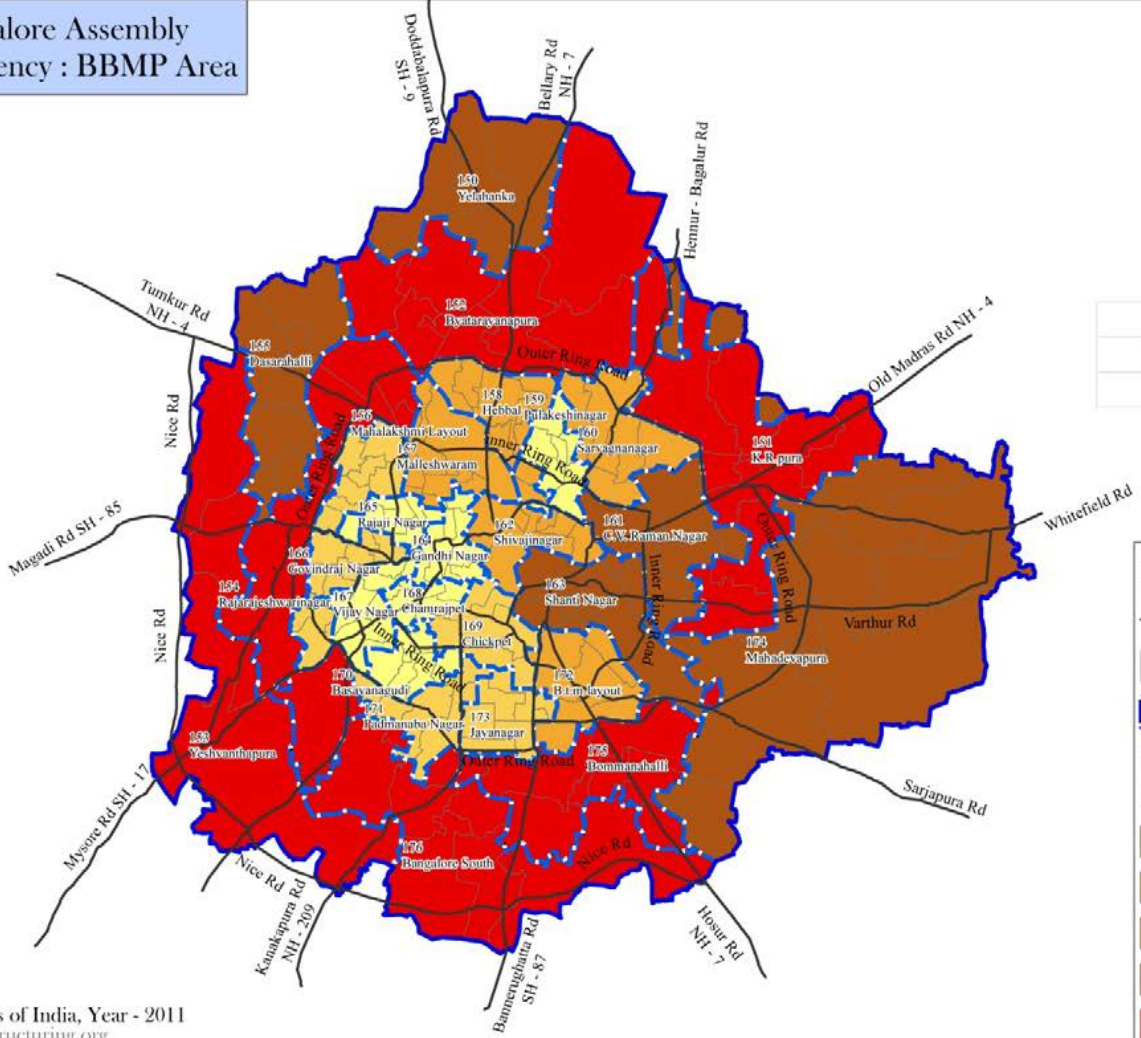
Sub Division Code	Sub - Division Name	Total No of Service Stations
C1	Chicklabagh	5
C2	HGR	2
C3	Frazer Town	4
E1	HRBR	5
E2	A ECS Layout	3
E3	K R Puram	5
E4	A. Narayanapura	4
N1	MEI Layout (Dasarahalli)	2
N2	Yelahanka	3
N3	Sahakara Nagar	2
NE1	Malleshwaram	4
NE2	Malleshwaram	3
NE3	R T Nagar	5
NW1	Rajaji Nagar	5
NW2	Basaveshwara Nagar	3
NW3	Peenya	3
NW4	Nagarabhavi (Ring Road)	1
S1	Banagiri Nagar	5
S2	Kothanurinne	3
S3	BTM Laout	1
S4	Kodichikkanahalli	3
SE1	Ulsoor	4
SE2	Indiranagara	5
SE3	Koramangala	2
SW1	V V Puram	4
SW2	Banagiri Nagar	4
SW3	MNK Park	4
SW4	Jayanagar 4th Block	6
W1	R P C Layout	3
W2	Nagarabhavi (Ring Road)	4
W3	R R Nagar	3



Source: BWSSB
www.bbmprestructuring.org

APPENDIX – IV : GIS MAPS

**Bangalore Assembly
Constituency : BBMP Area**



Area In Sq km	
Mean	26.3
Sum	709.3

Legend

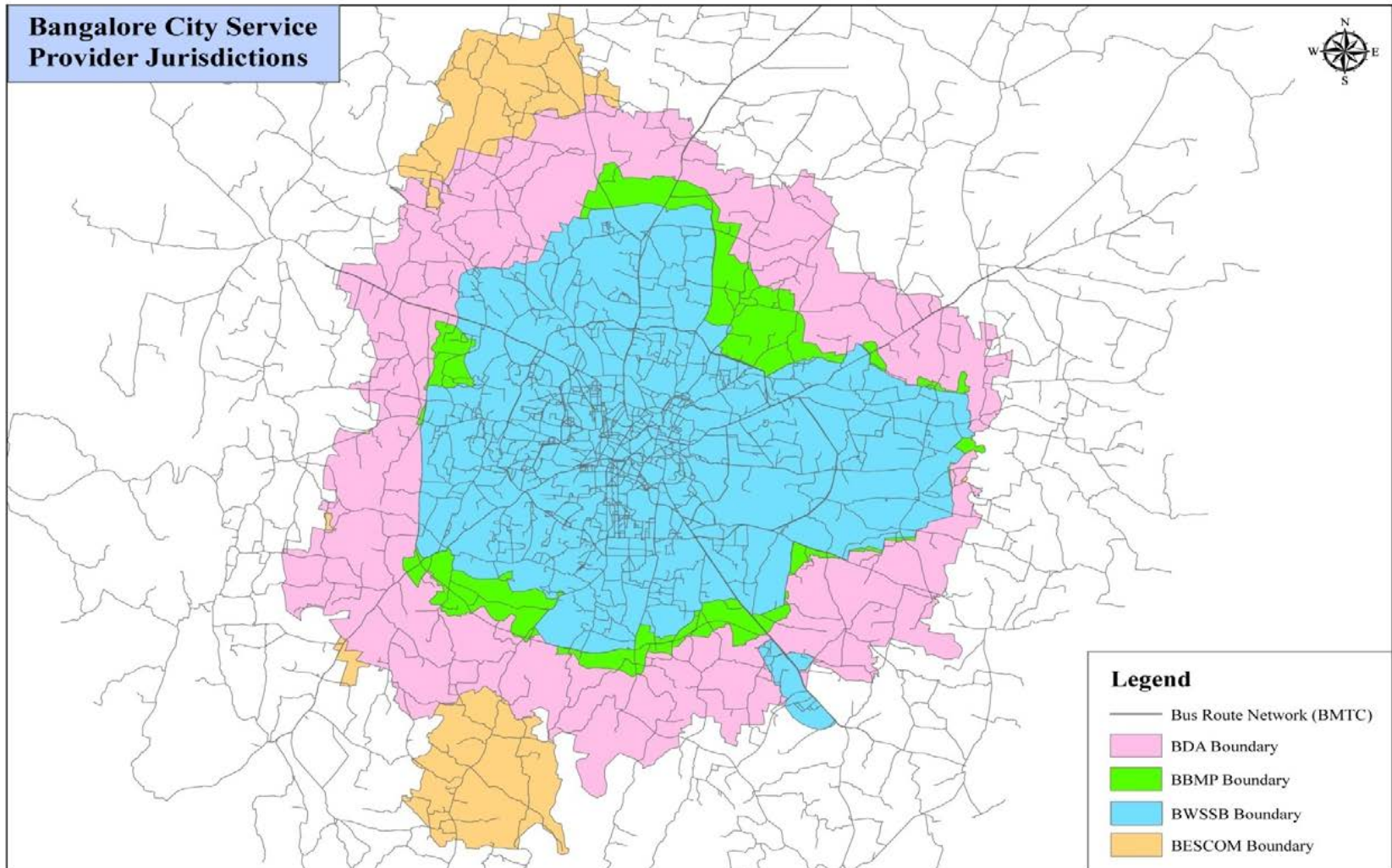
- Road Network
- BBMP Ward
- ▭ Assembly Constituency

Constituency Area
Area in Sq km

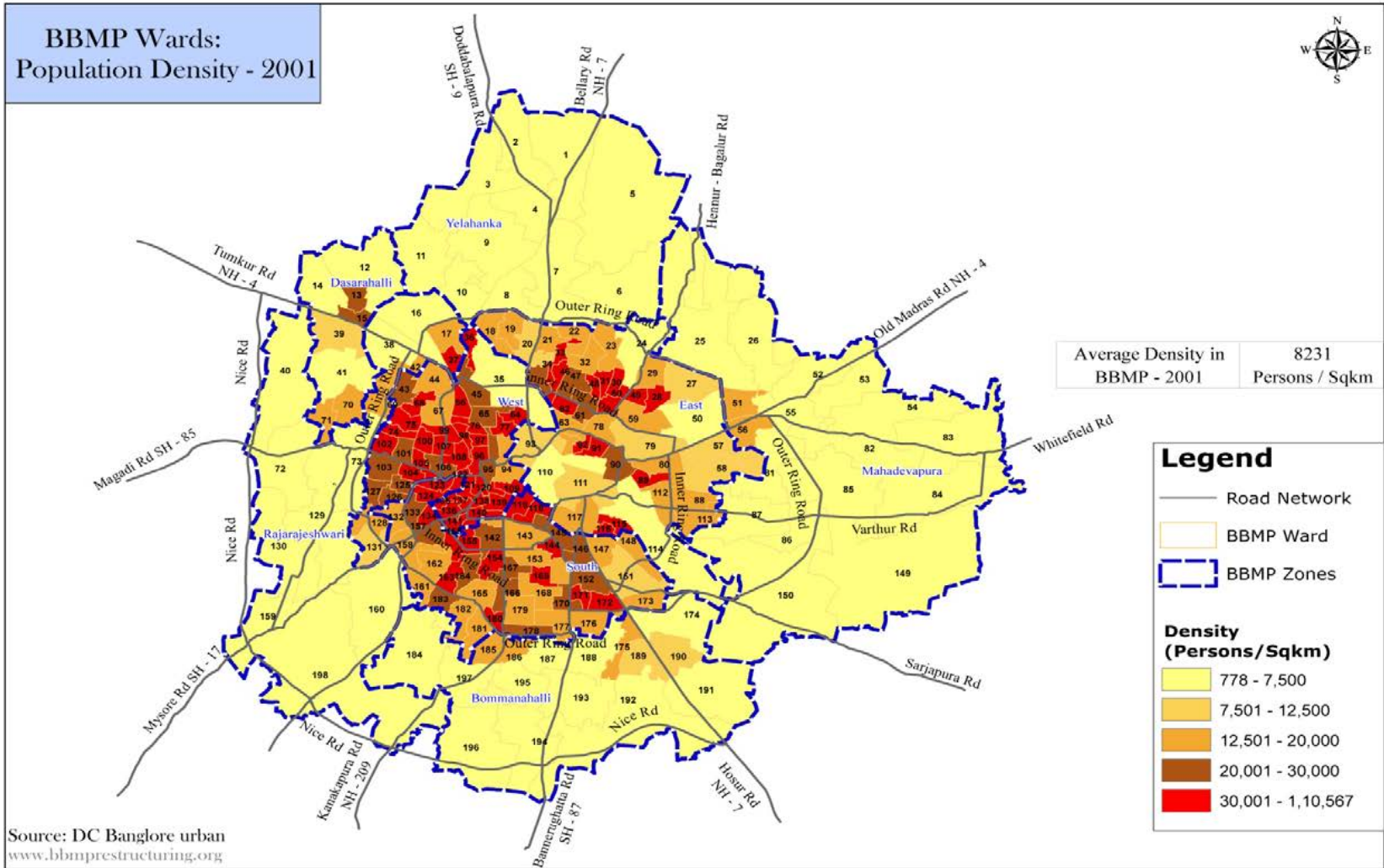
	4.3 - 8.5
	8.6 - 10.9
	11.0 - 19.7
	19.8 - 43.1
	43.2 - 115.2

Source: Census of India, Year - 2011
www.bbmprestructuring.org

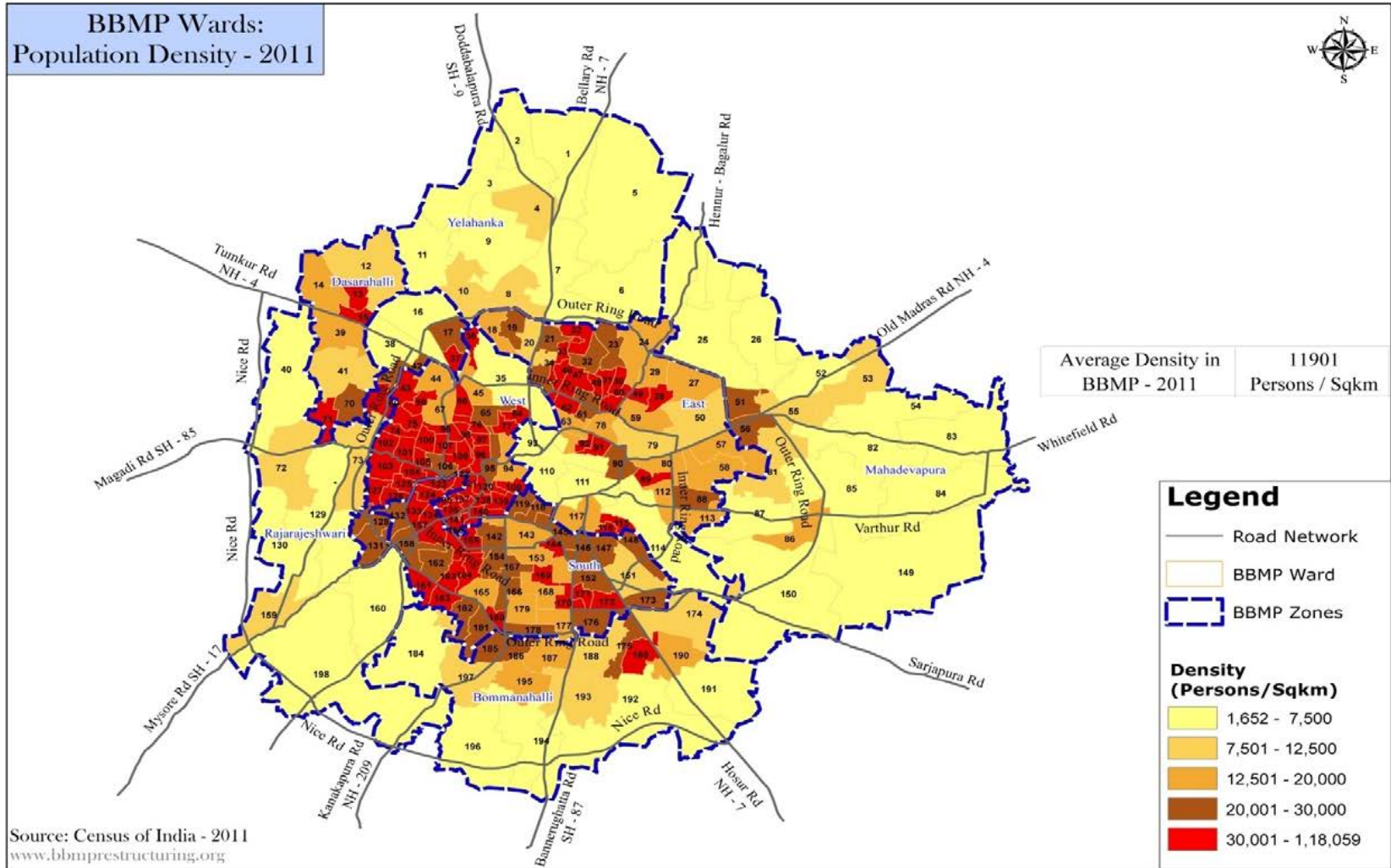
APPENDIX – IV : GIS MAPS



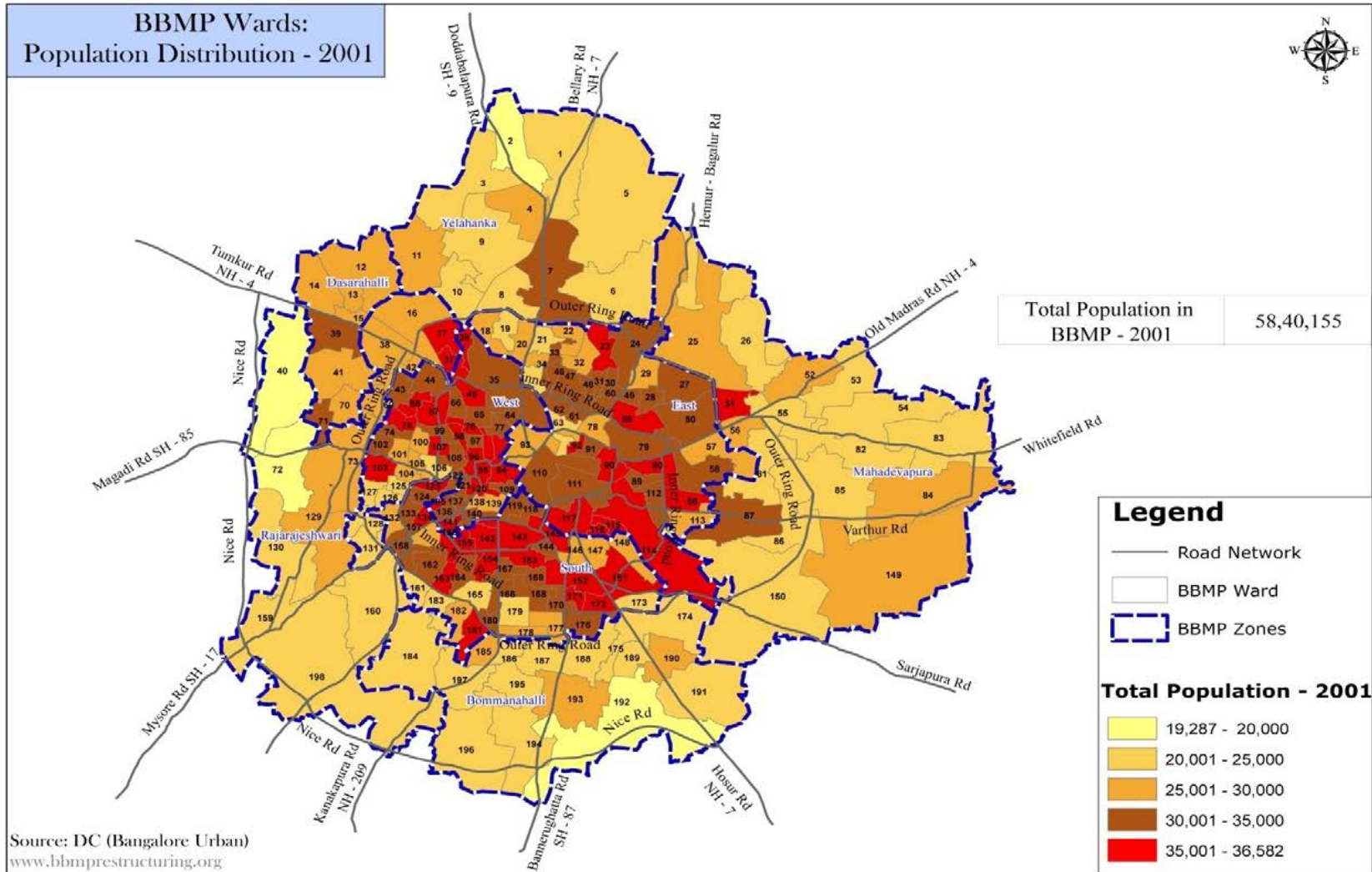
APPENDIX – IV : GIS MAPS



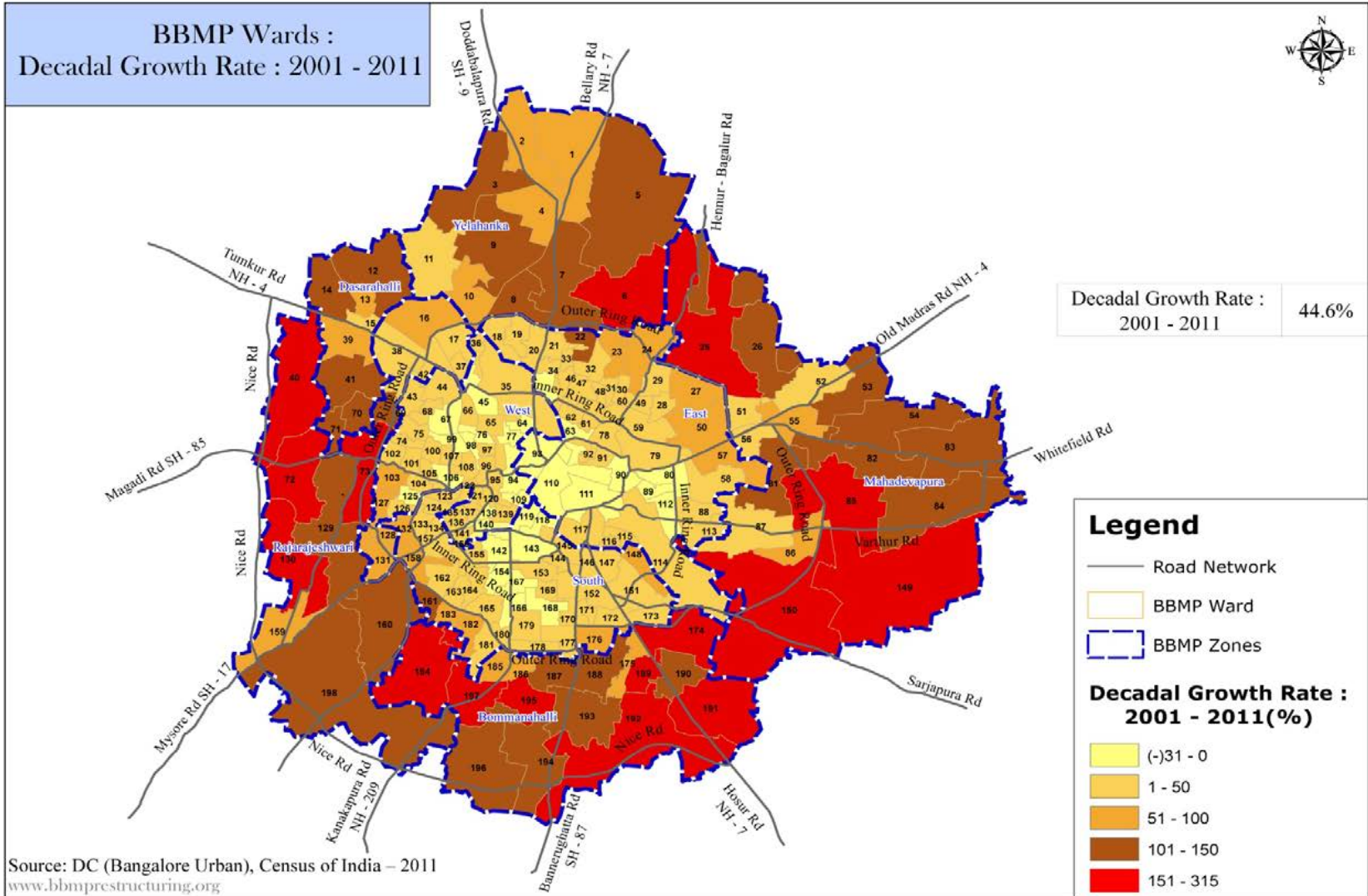
APPENDIX – IV : GIS MAPS



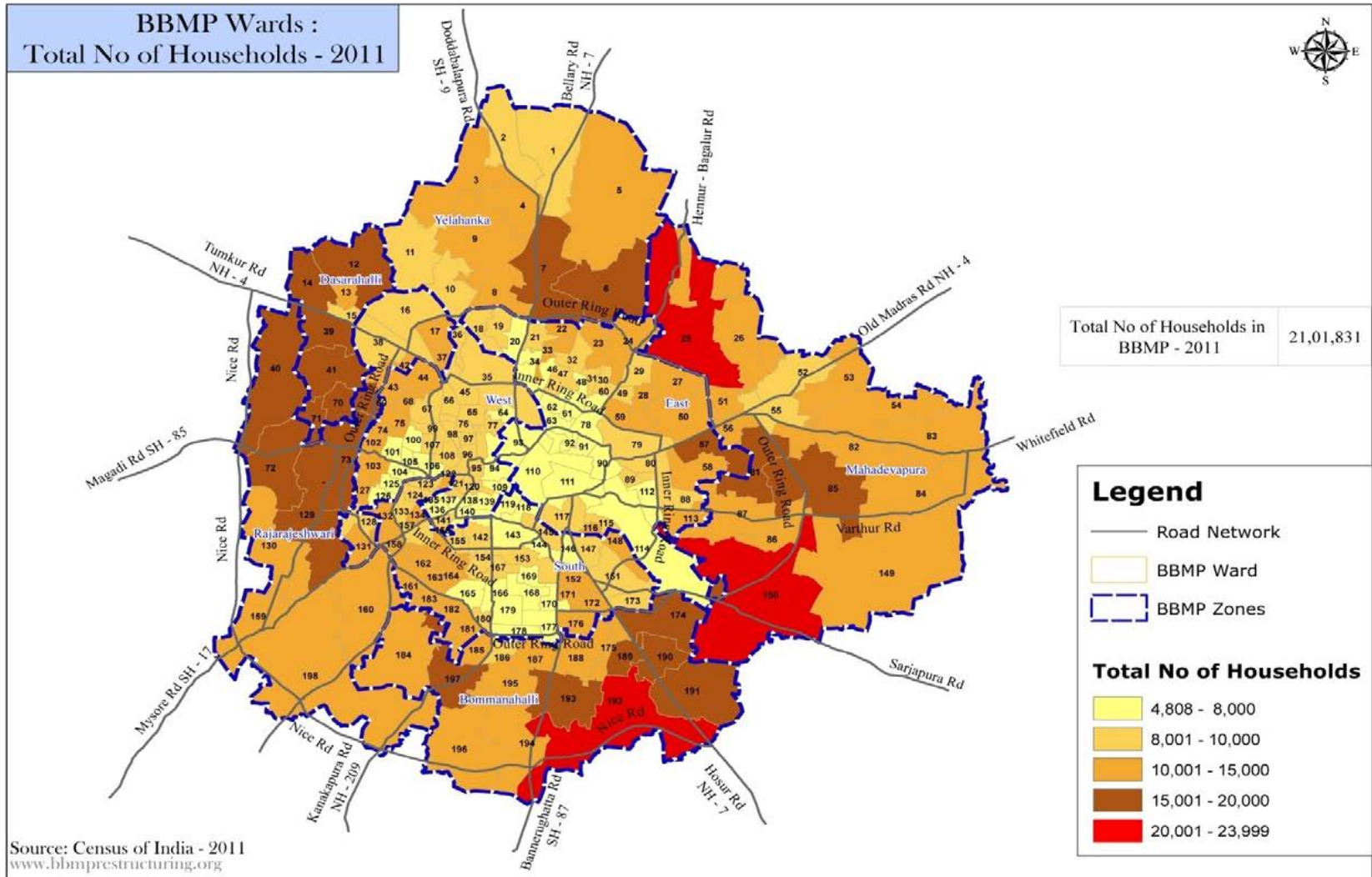
APPENDIX – IV : GIS MAPS



APPENDIX – IV : GIS MAPS

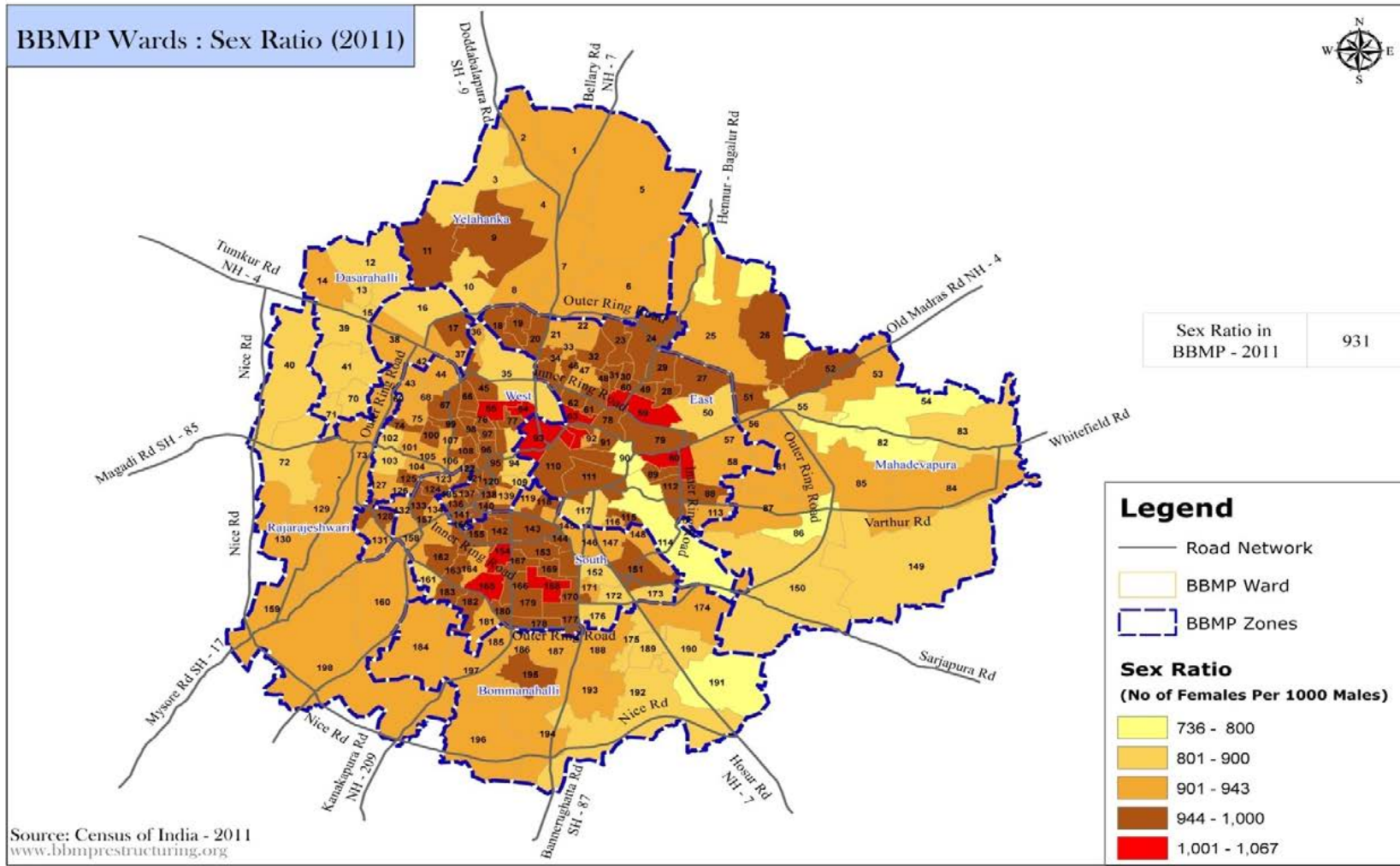


APPENDIX – IV : GIS MAPS



APPENDIX – IV : GIS MAPS

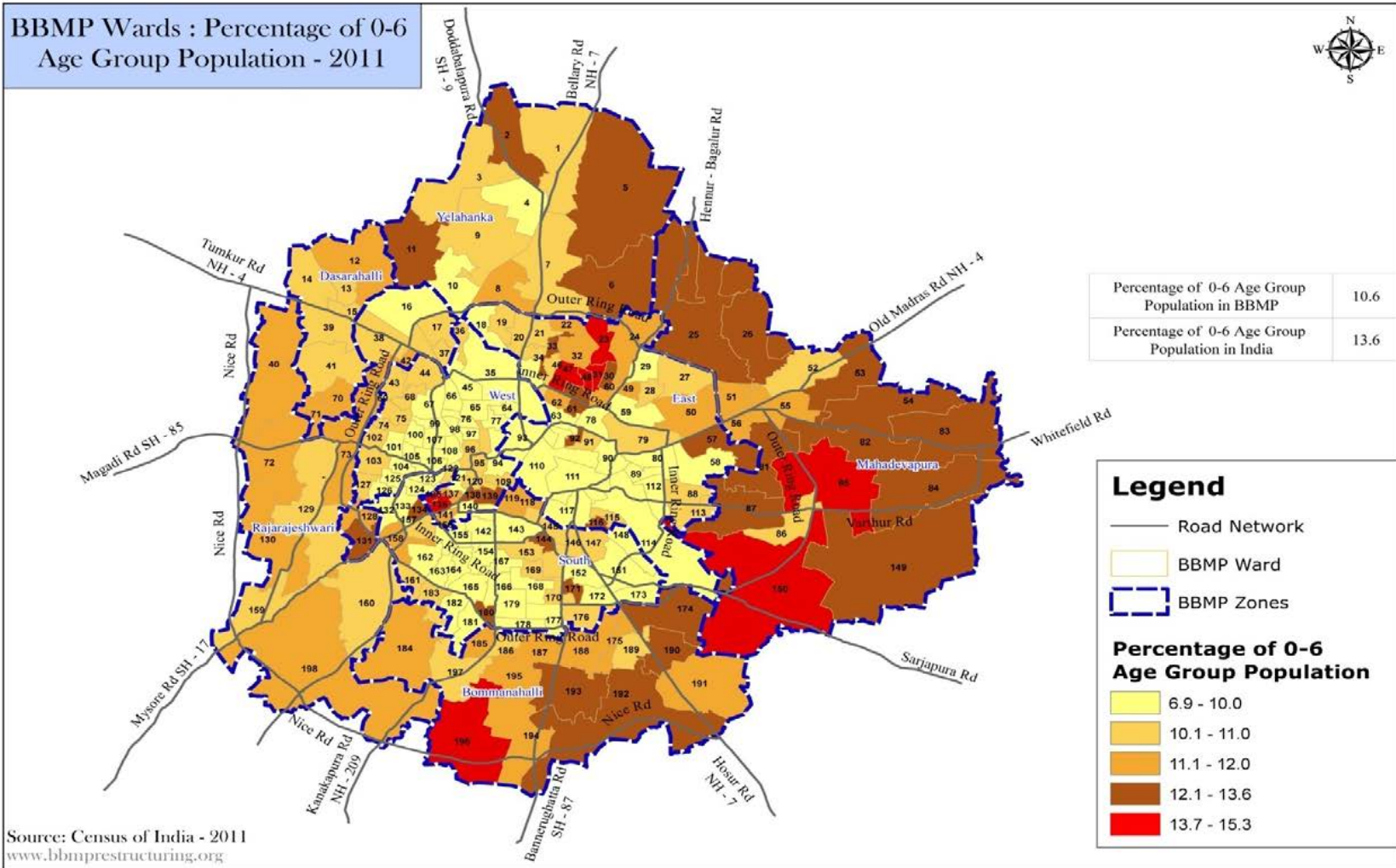
BBMP Wards : Sex Ratio (2011)



Source: Census of India - 2011
www.bbmprestructuring.org

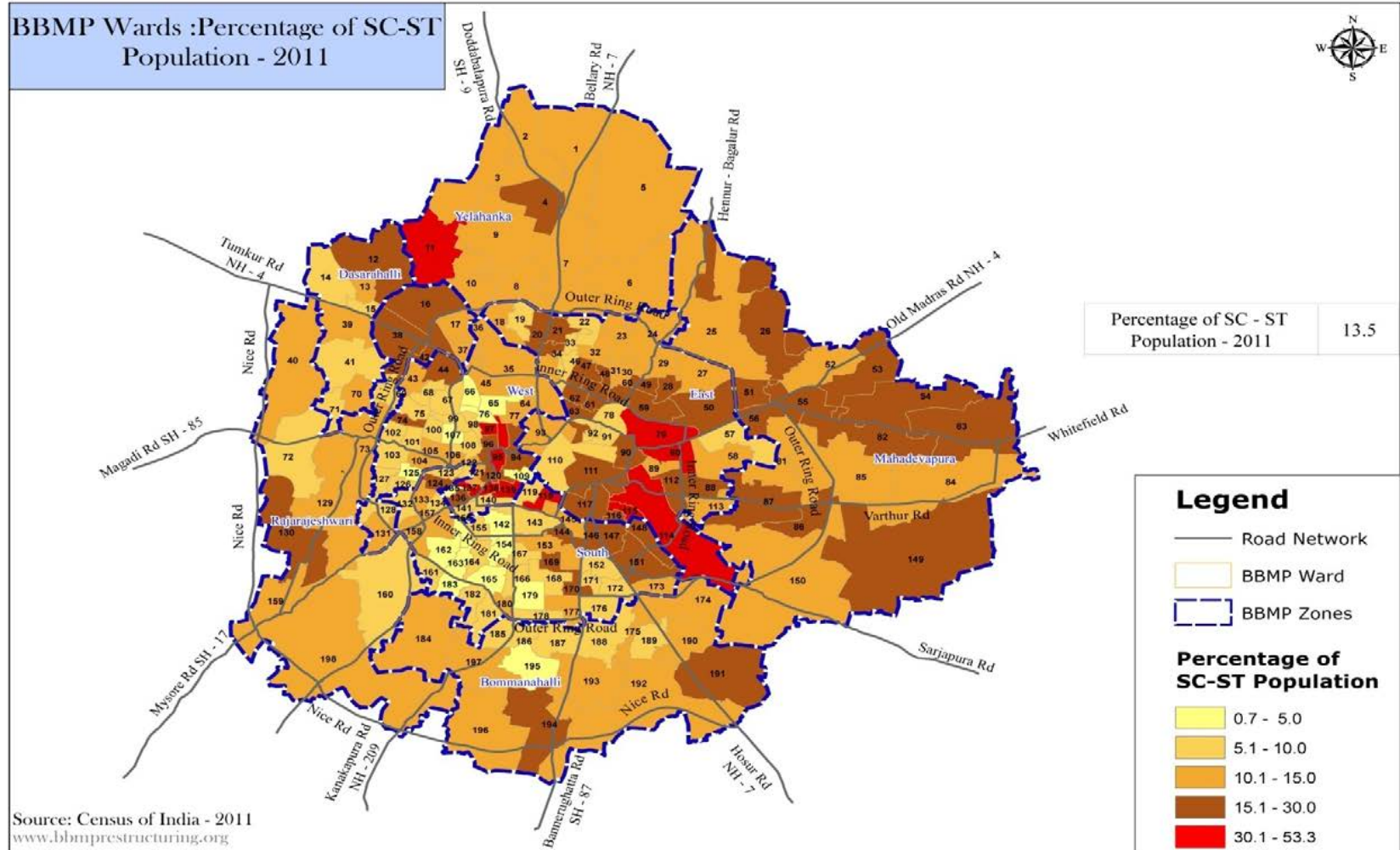
APPENDIX – IV : GIS MAPS

BBMP Wards : Percentage of 0-6 Age Group Population - 2011



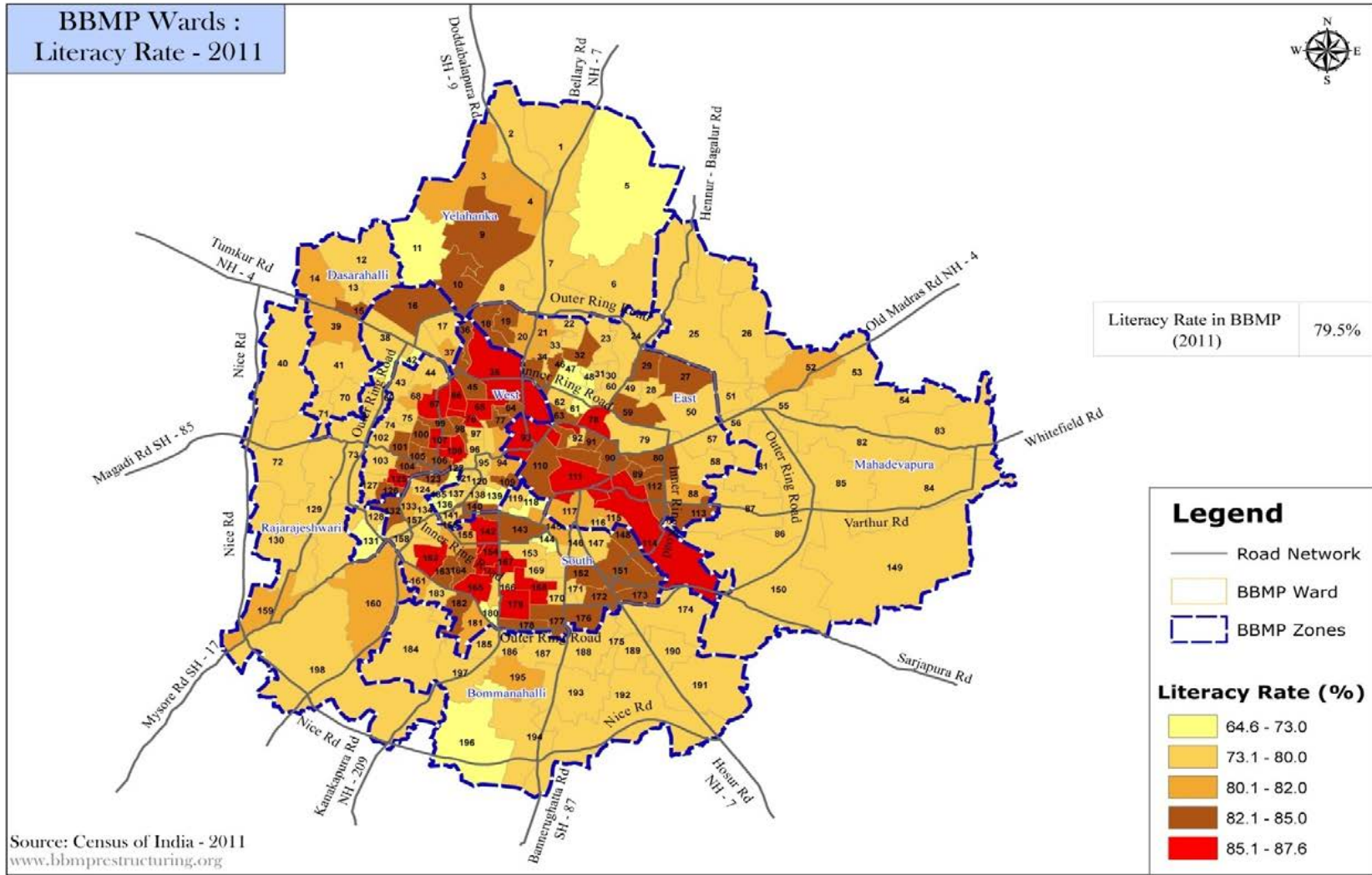
APPENDIX – IV : GIS MAPS

BBMP Wards :Percentage of SC-ST Population - 2011

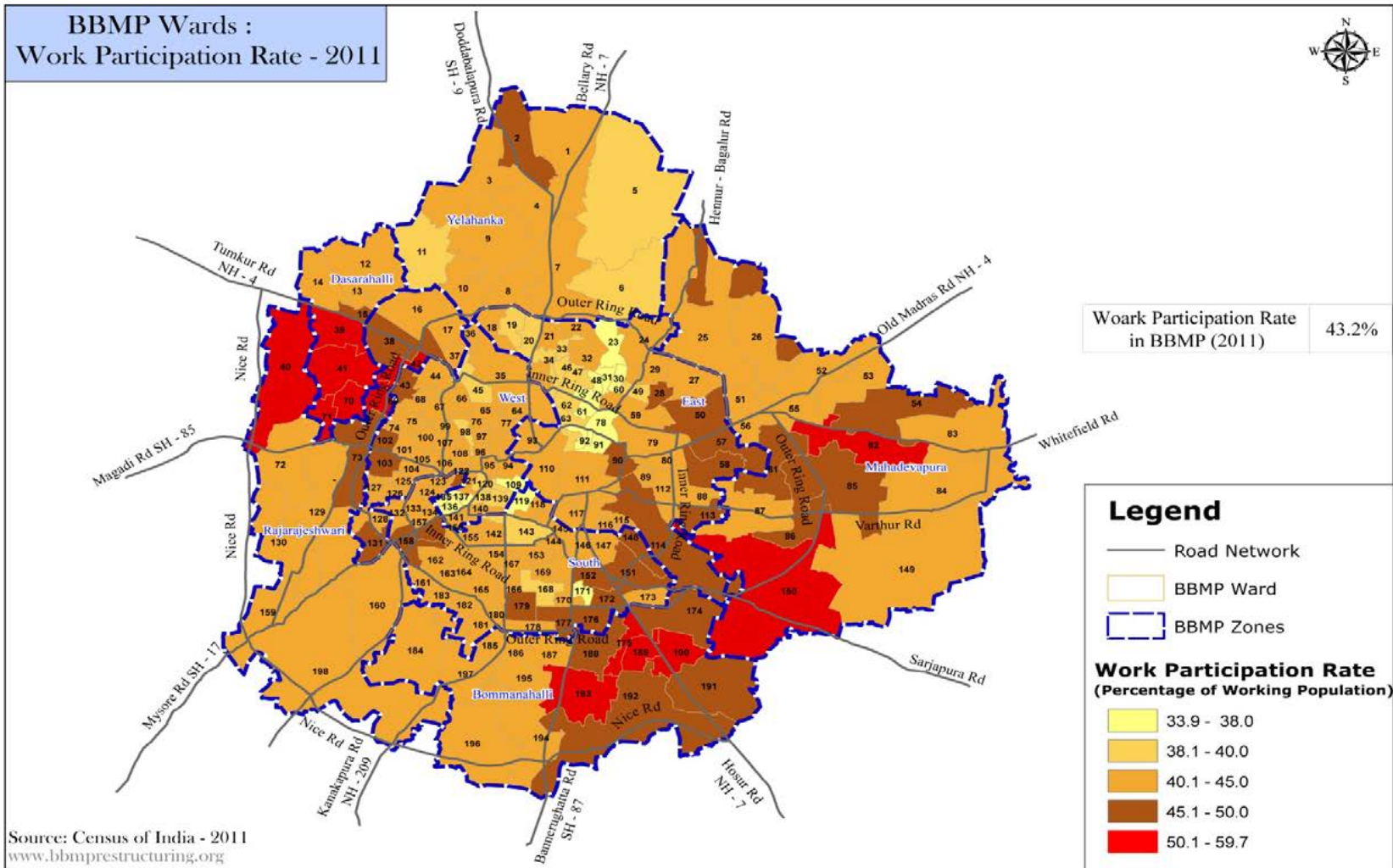


Source: Census of India - 2011
www.bbmprestructuring.org

APPENDIX – IV : GIS MAPS

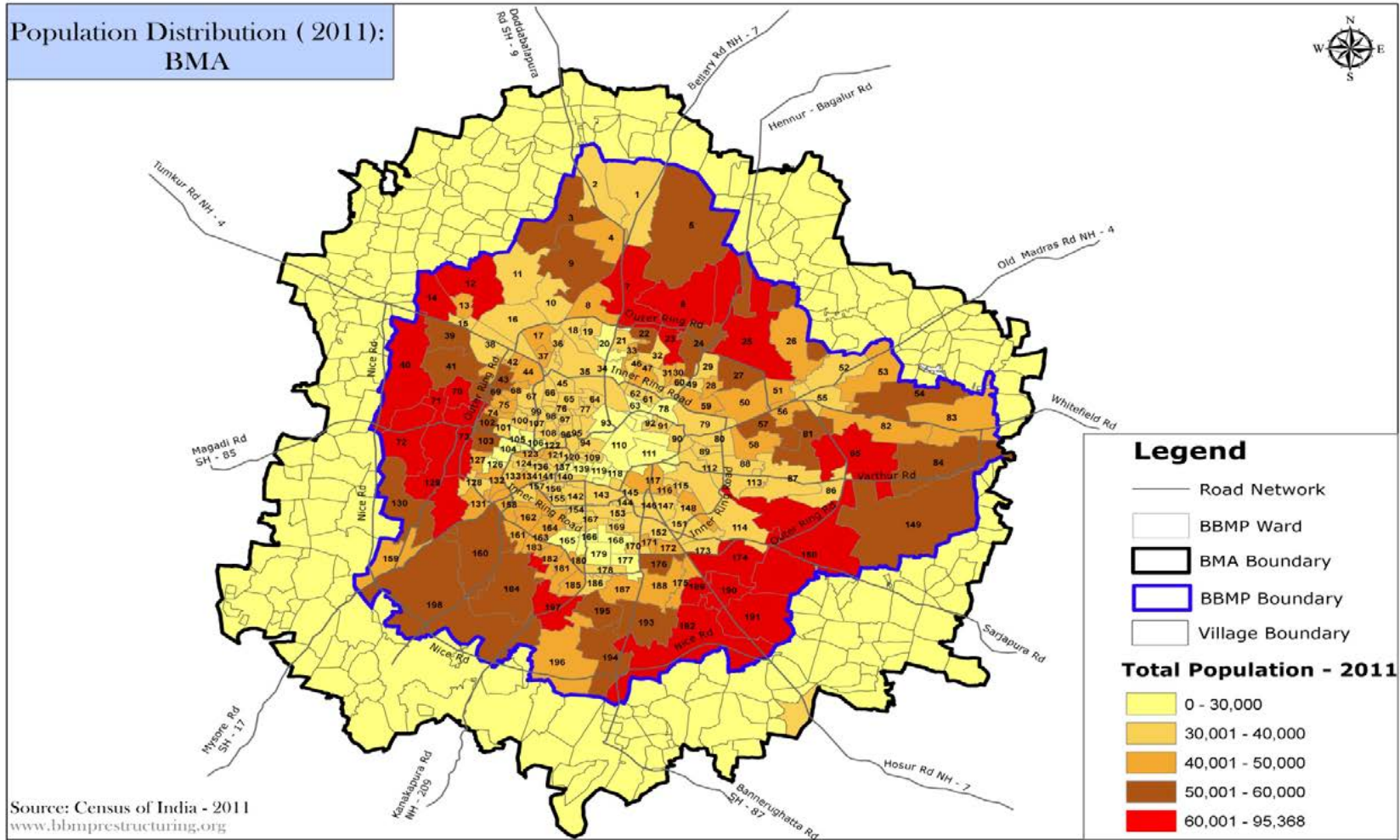


APPENDIX – IV : GIS MAPS



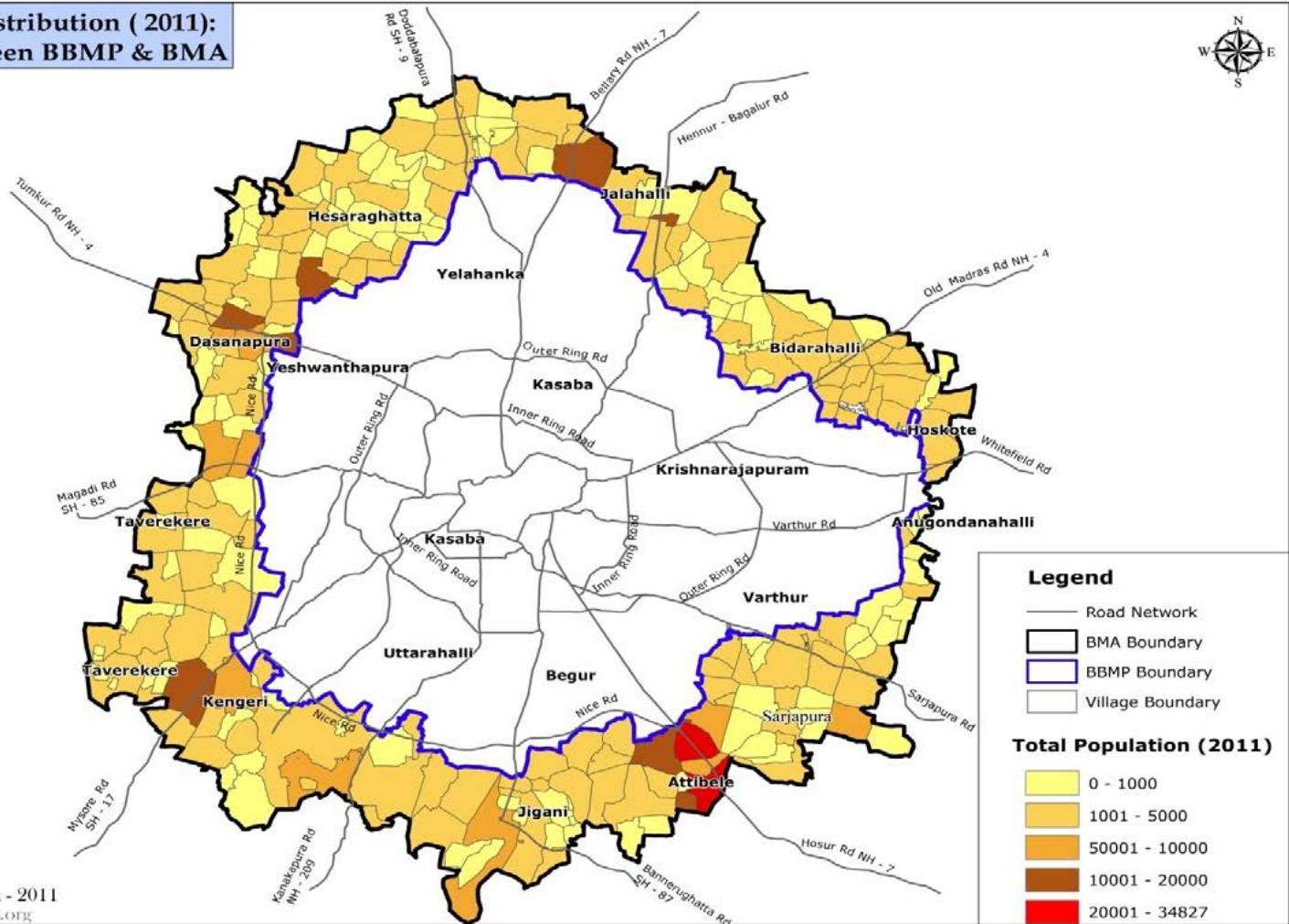
APPENDIX – IV : GIS MAPS

**Population Distribution (2011):
BMA**



APPENDIX – IV : GIS MAPS

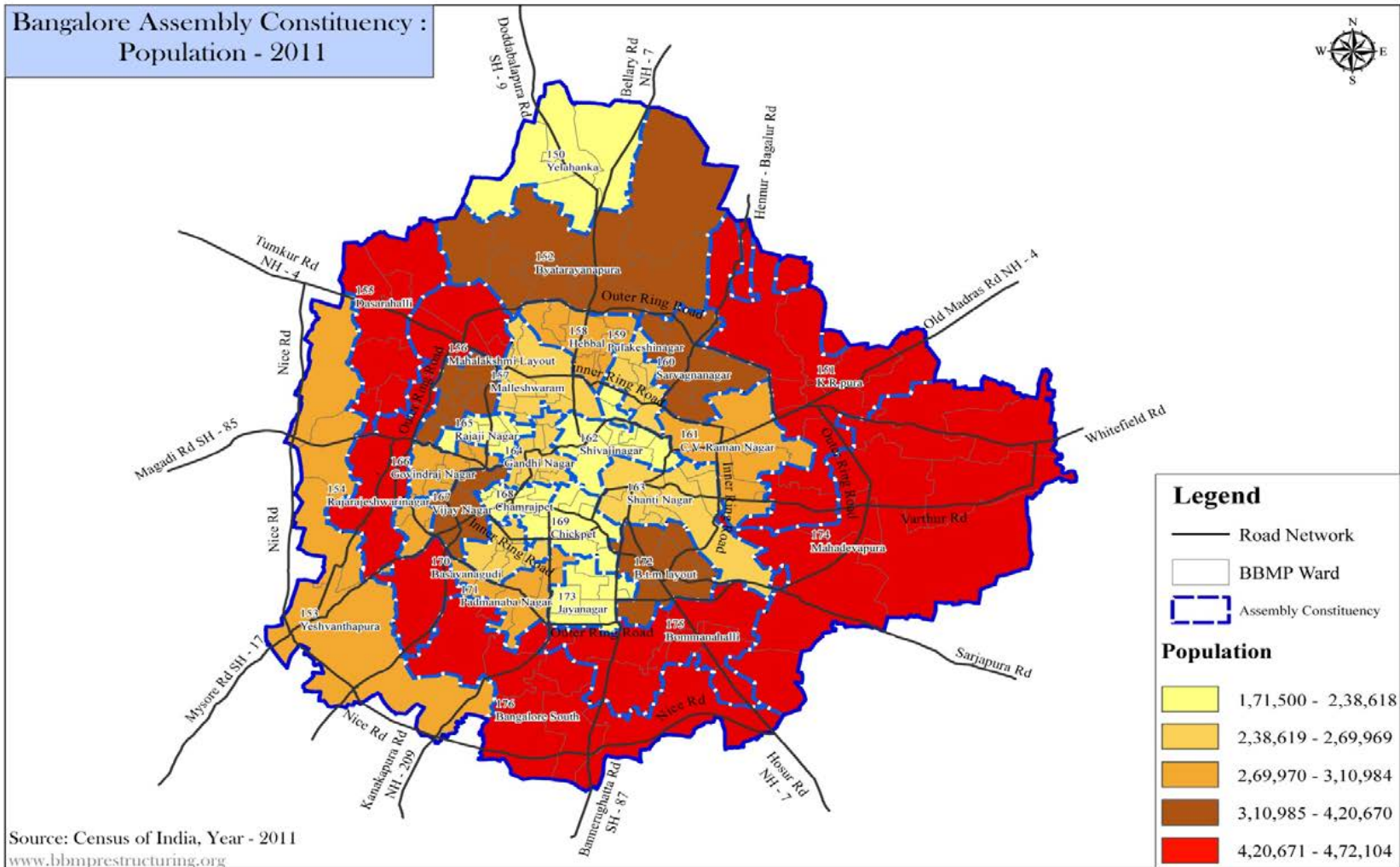
**Population Distribution (2011):
Villages between BBMP & BMA**



Source: Census of India - 2011
www.bbmprestructuring.org

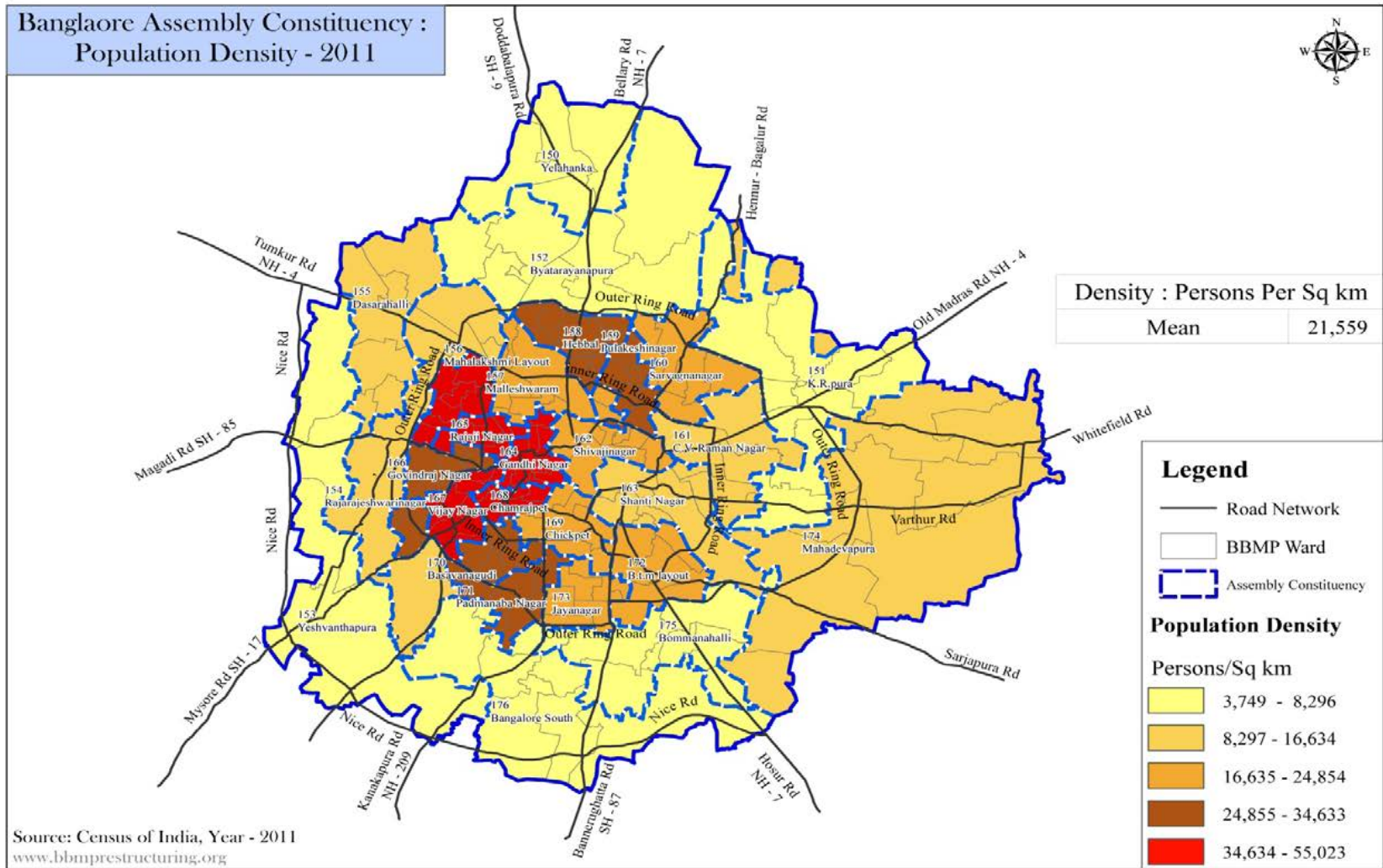
APPENDIX – IV : GIS MAPS

**Bangalore Assembly Constituency :
Population - 2011**



APPENDIX – IV : GIS MAPS

**Bangalore Assembly Constituency :
Population Density - 2011**



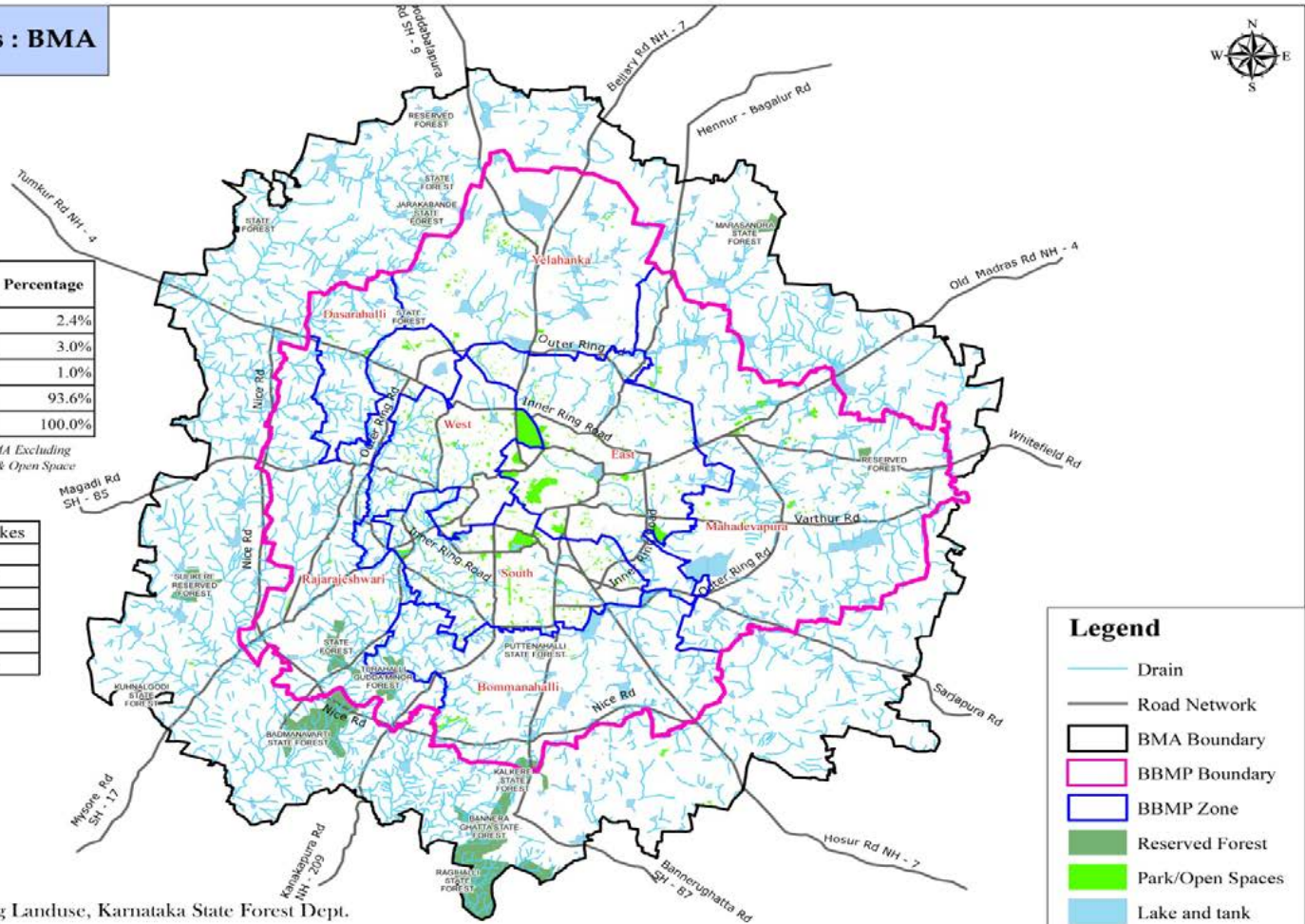
APPENDIX – IV : GIS MAPS

Natural Resources : BMA

Category	Area in Sq km	Percentage
Reserved Forest	30.8	2.4%
Lake and Tank	39.0	3.0%
Park & Open Space	13.1	1.0%
Other Areas*	1224.1	93.6%
Total BMA Area	1307.0	100.0%

*Note : Other Areas = Total Area of BMA Excluding Reserved Forest, Lake & Tank and Park & Open Space

Authority	No of Lakes
BBMP	82
BDA	100
LDA	4
KFD	4
BMICAPA	2
Total	192

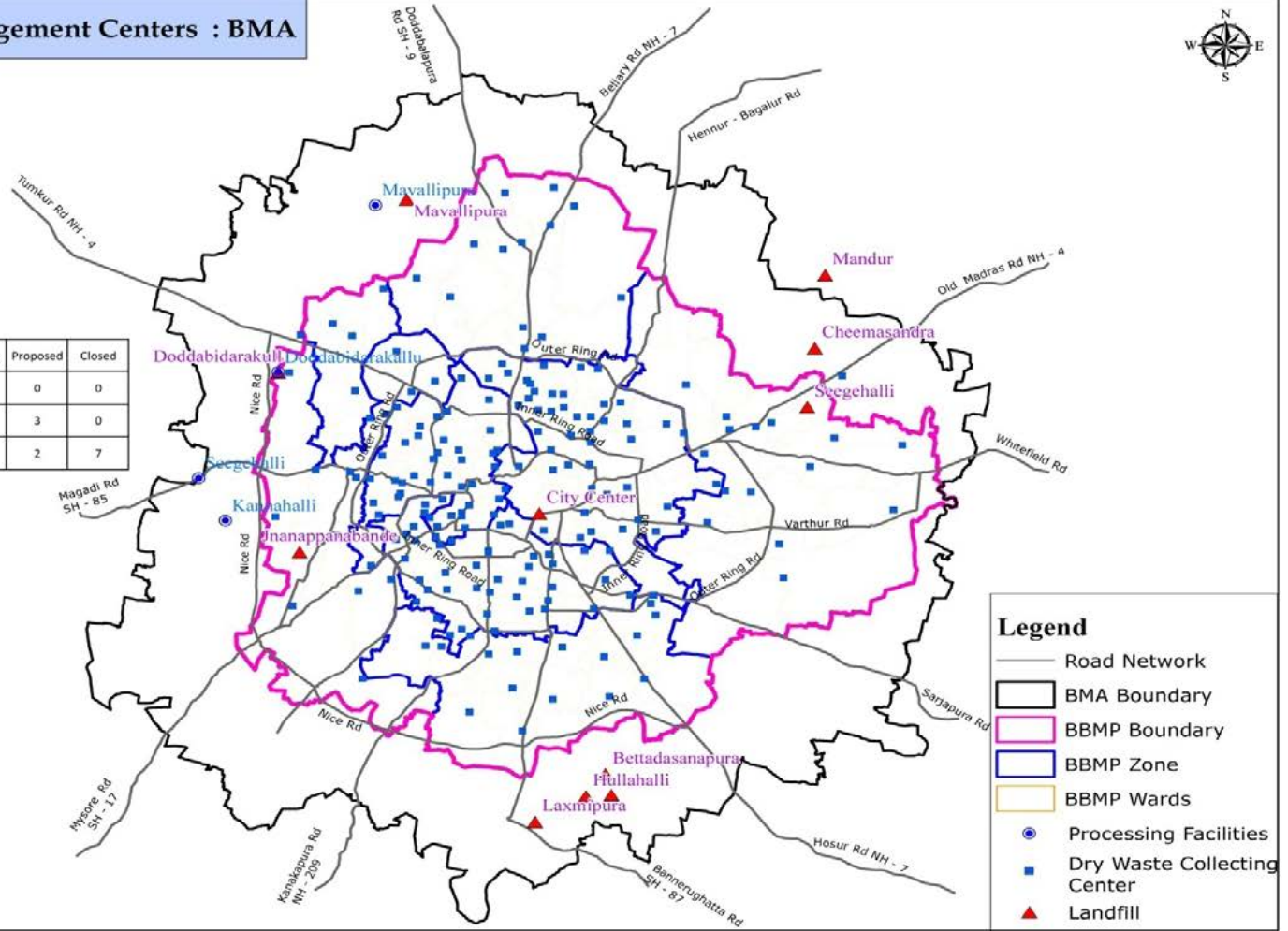


Source: RMP - 2015 Existing Landuse, Karnataka State Forest Dept.
www.bbmprestructuring.org

APPENDIX – IV : GIS MAPS

Soild Waste Management Centers : BMA

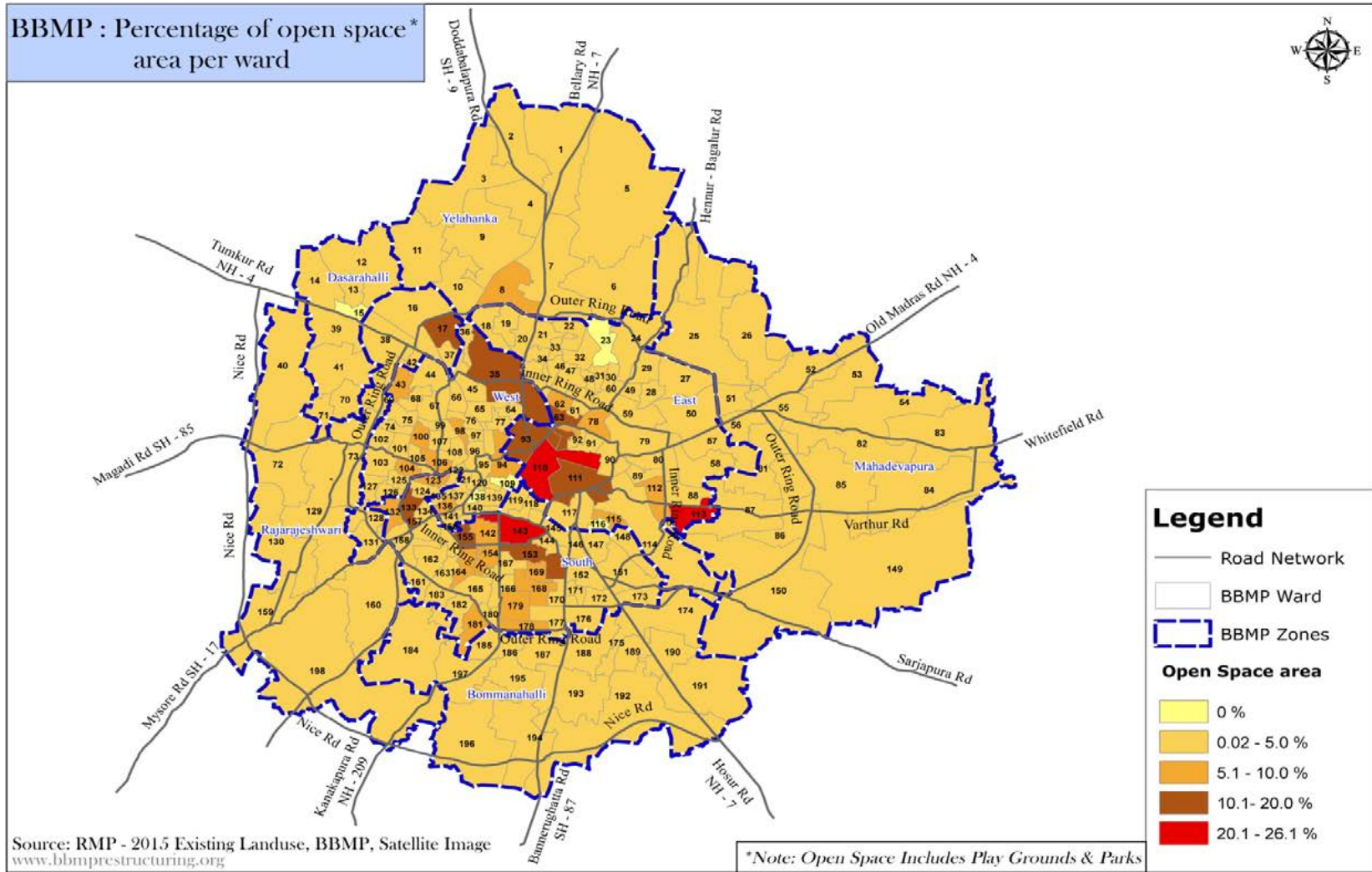
Name	Total	Existing	Proposed	Closed
Dry Waste Collecting Center	198	198	0	0
Processing Facilities	6	3	3	0
Landfill	13	4	2	7



Source: BBMP
www.bbmprestructuring.org

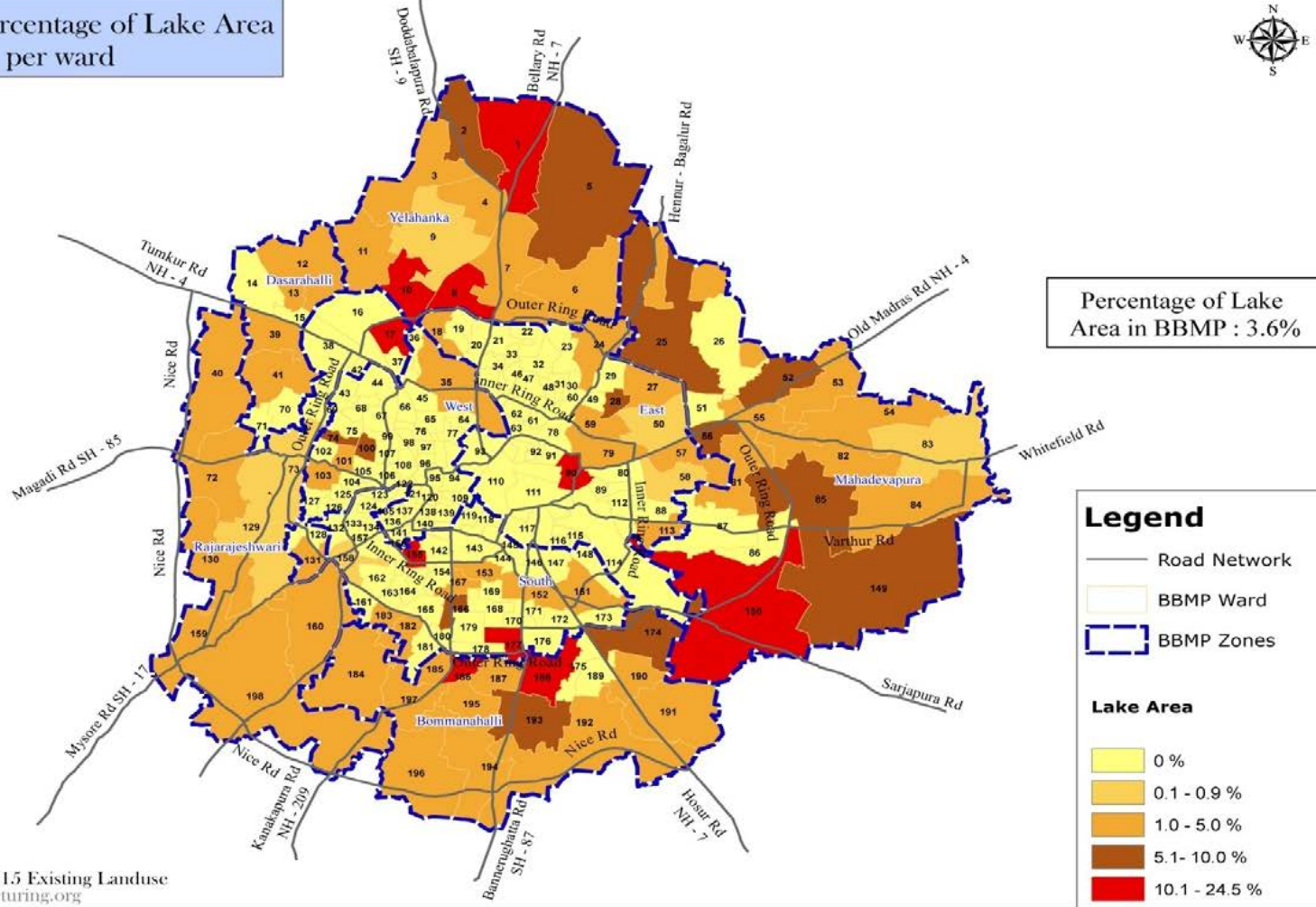
APPENDIX – IV : GIS MAPS

BBMP : Percentage of open space* area per ward



APPENDIX – IV : GIS MAPS

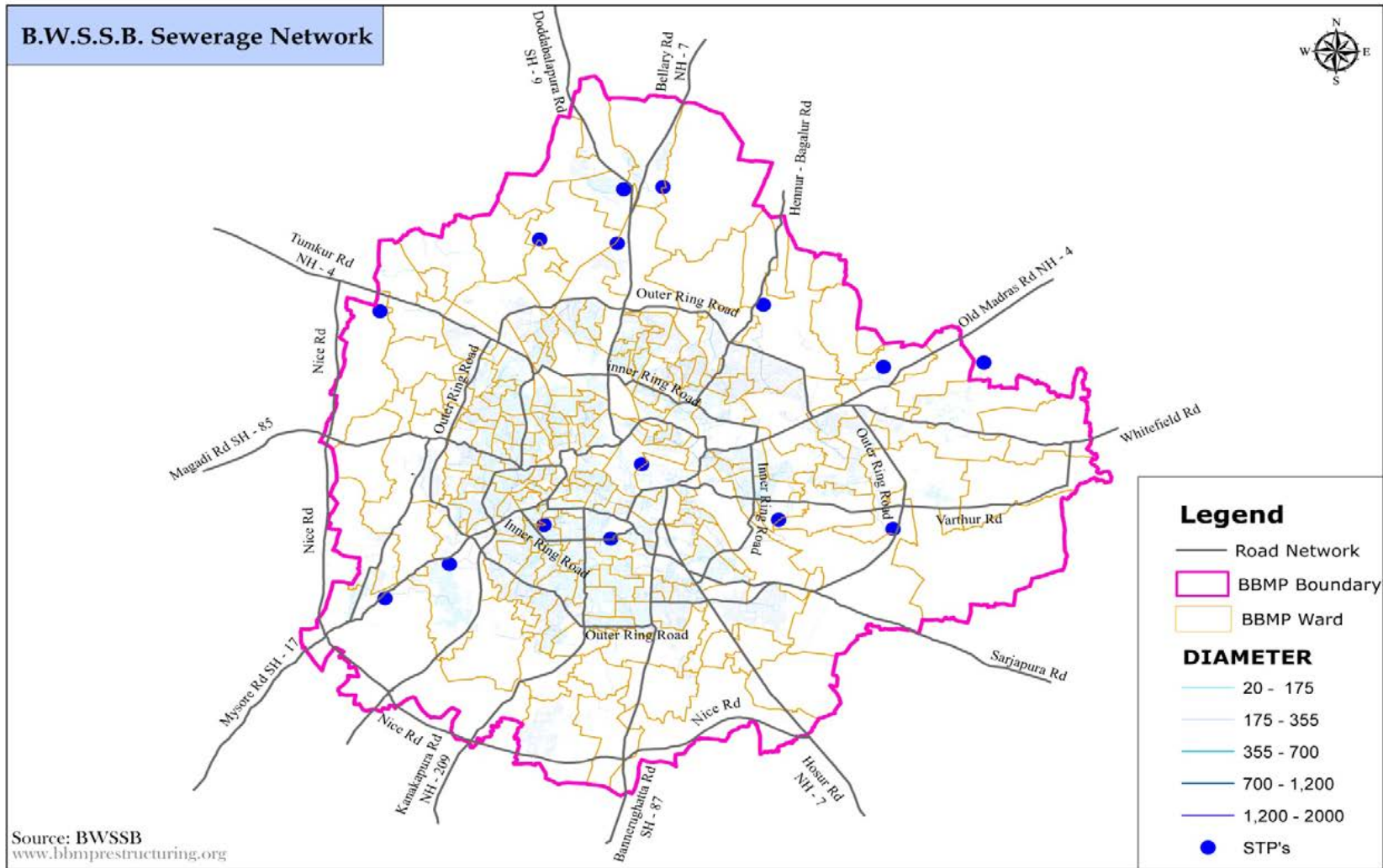
BBMP : Percentage of Lake Area per ward



Source: RMP - 2015 Existing Landuse
www.bbmprestructuring.org

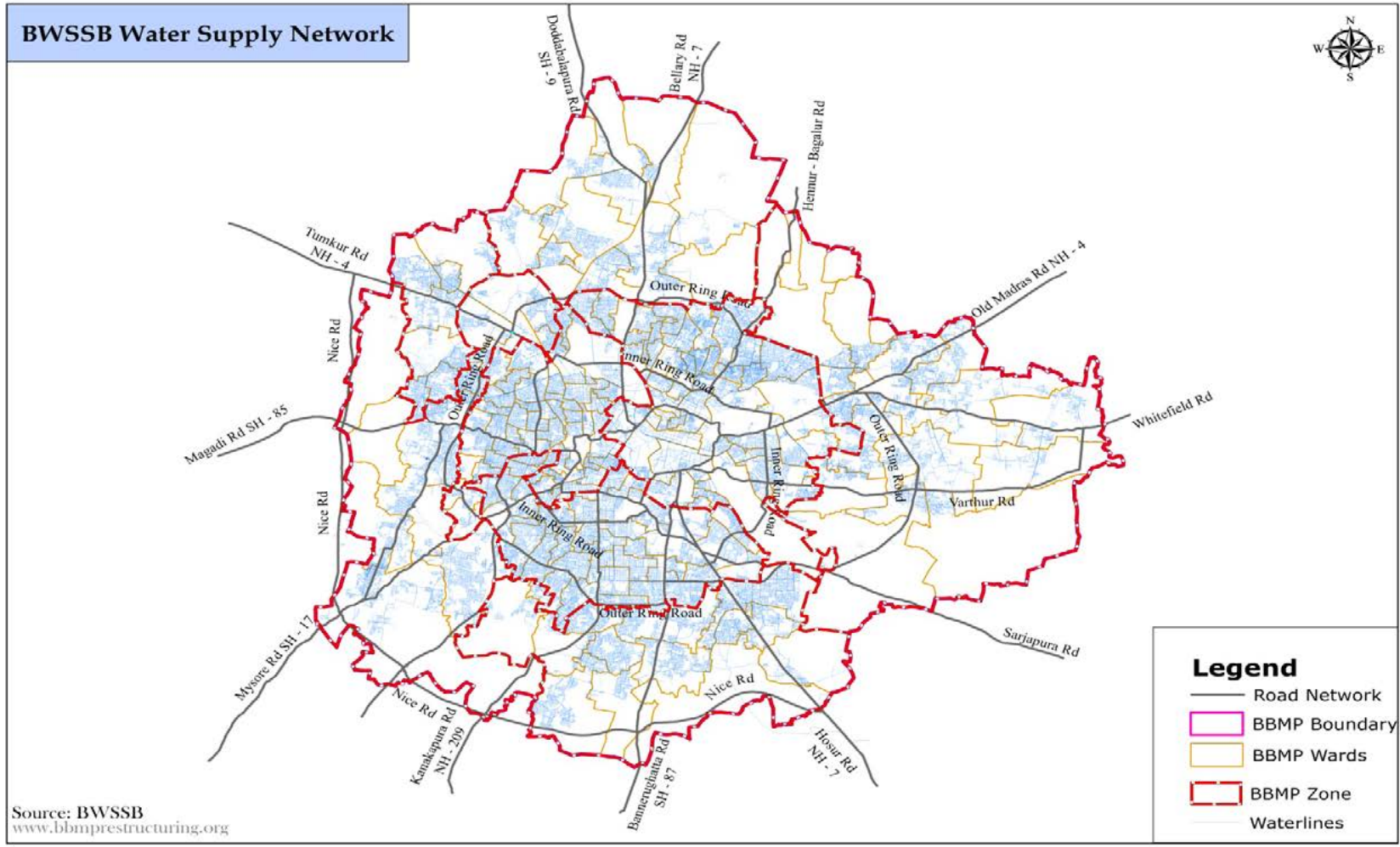
APPENDIX – IV : GIS MAPS

B.W.S.S.B. Sewerage Network



APPENDIX – IV : GIS MAPS

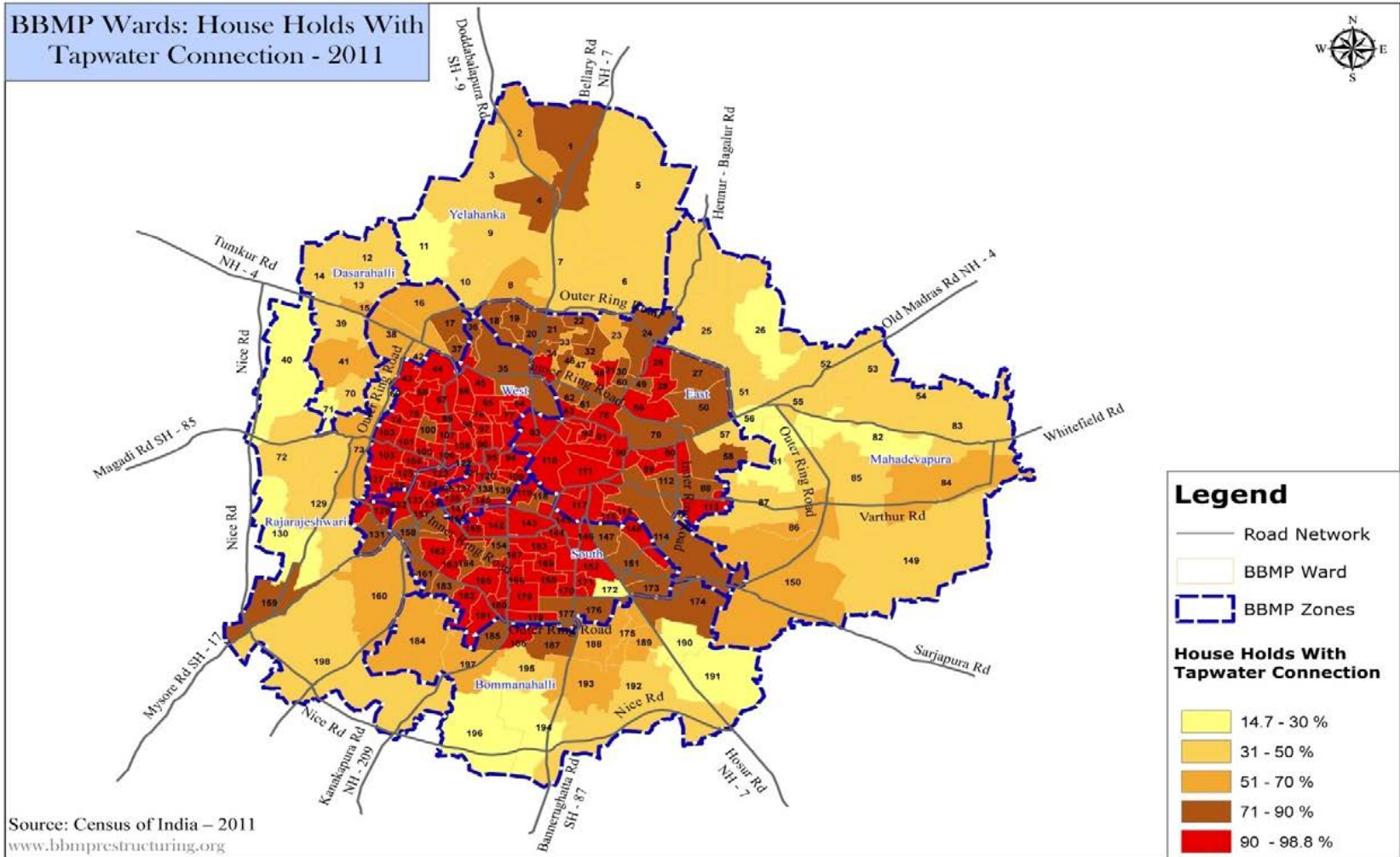
BWSSB Water Supply Network



Source: BWSSB
www.bbmprestructuring.org

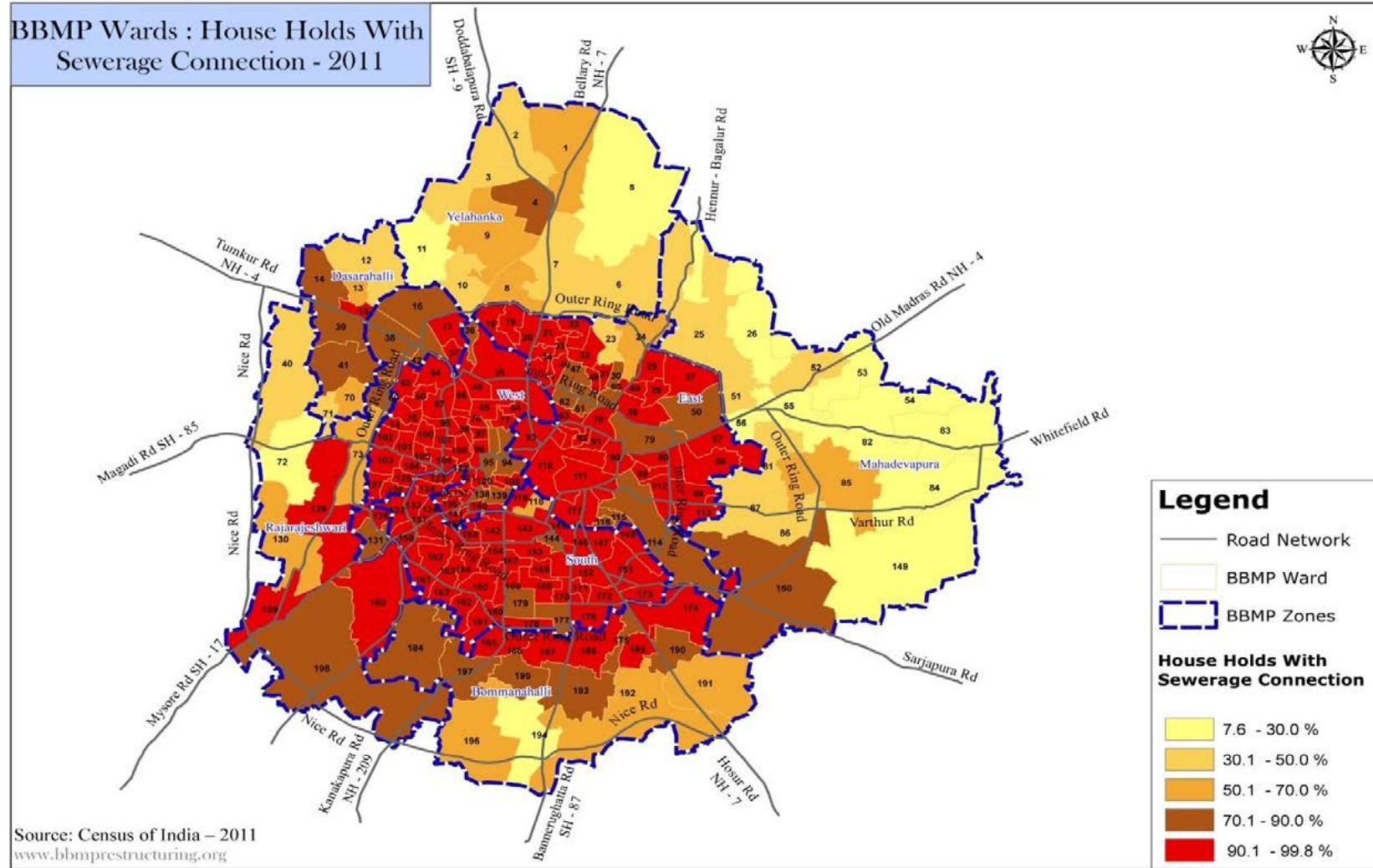
APPENDIX – IV : GIS MAPS

BBMP Wards: House Holds With Tapwater Connection - 2011

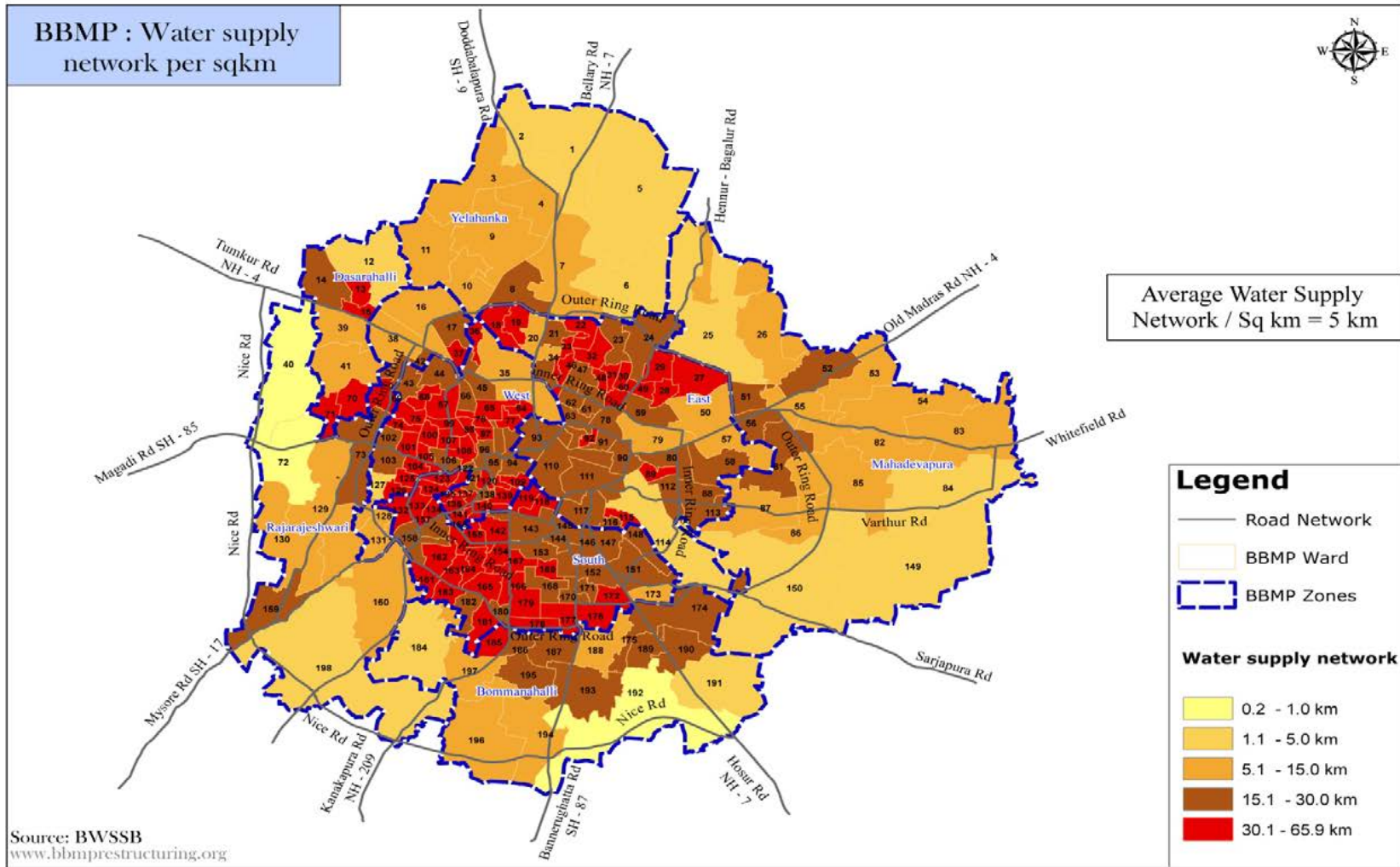


APPENDIX – IV : GIS MAPS

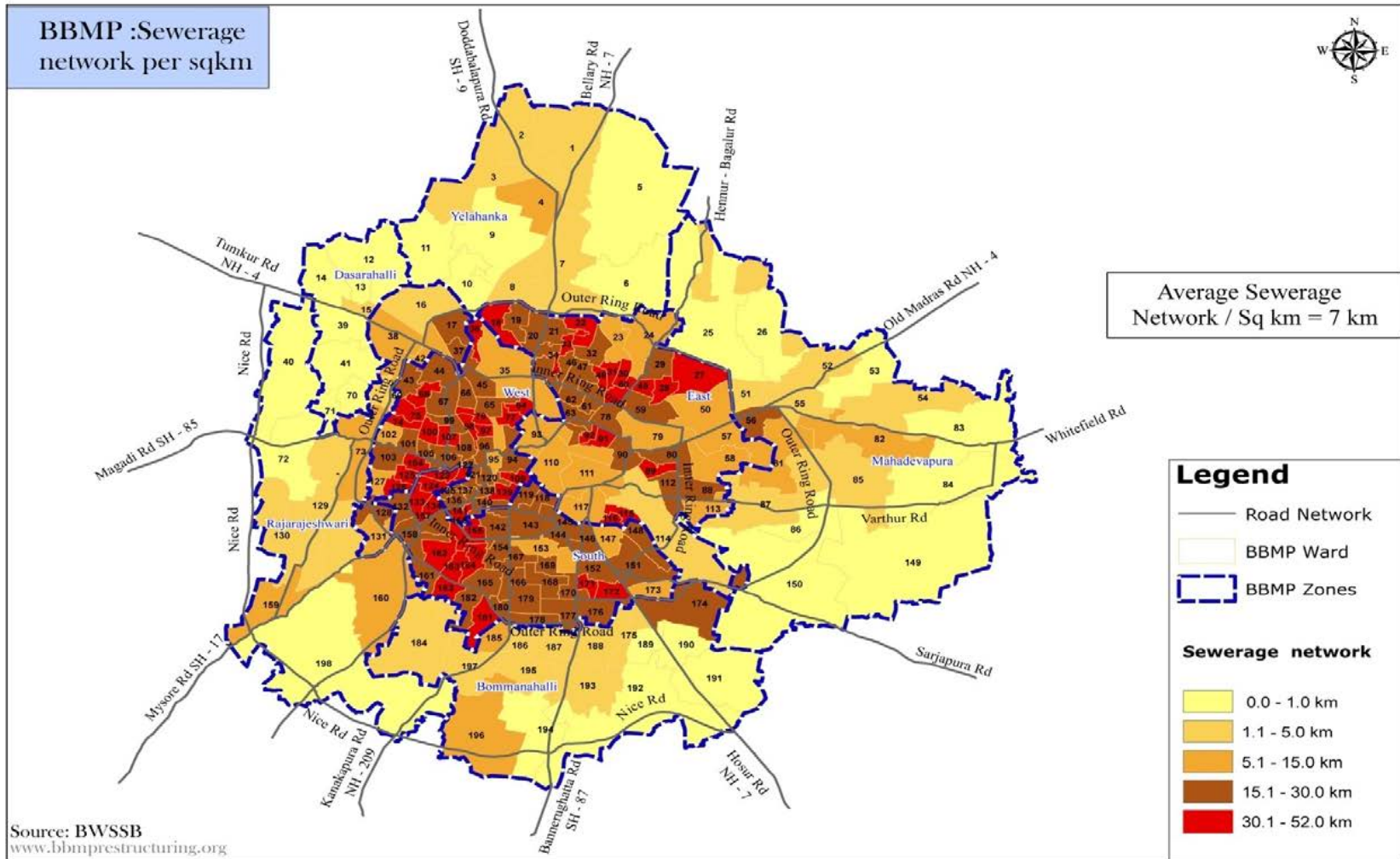
BBMP Wards : House Holds With Sewerage Connection - 2011



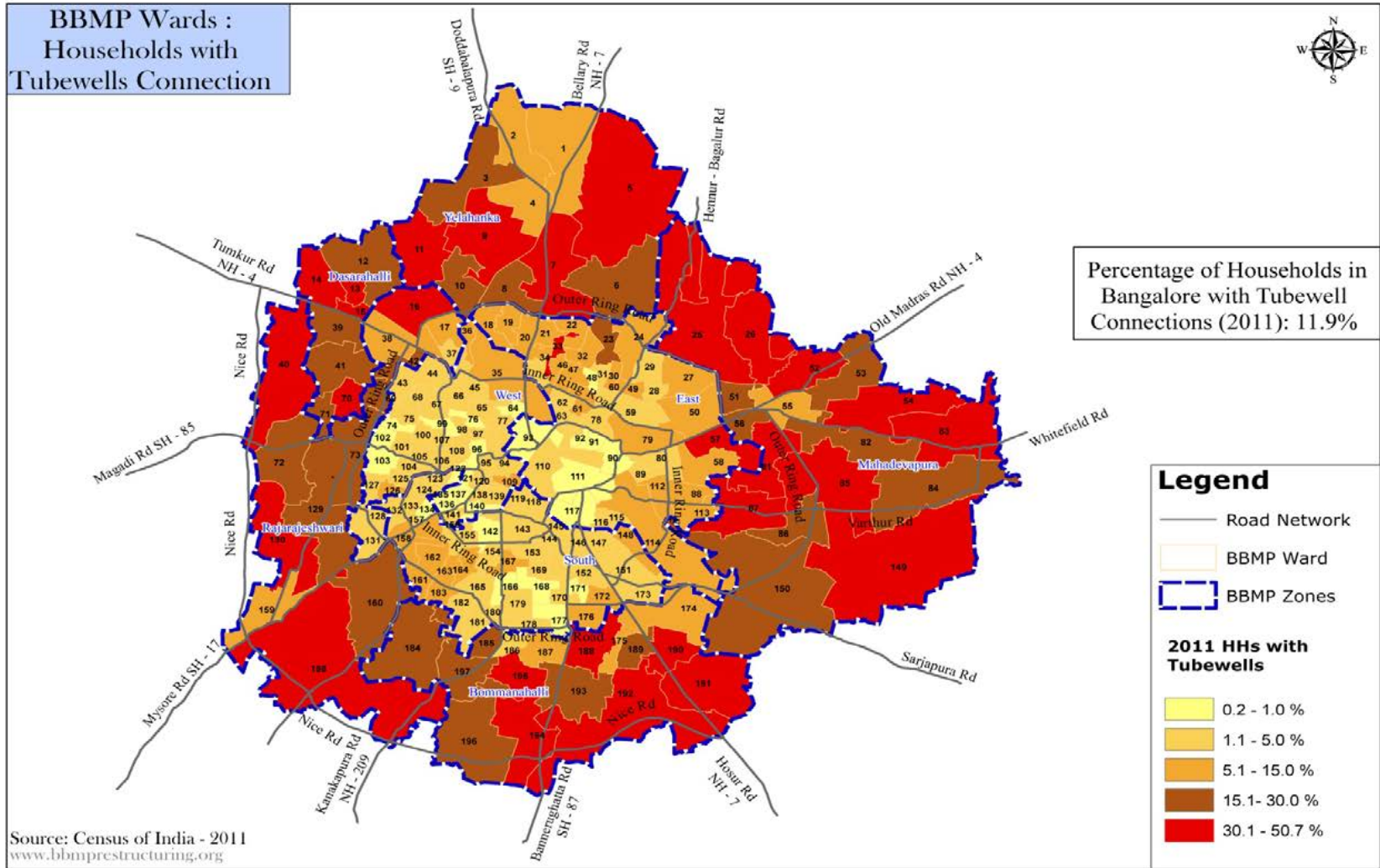
APPENDIX – IV : GIS MAPS



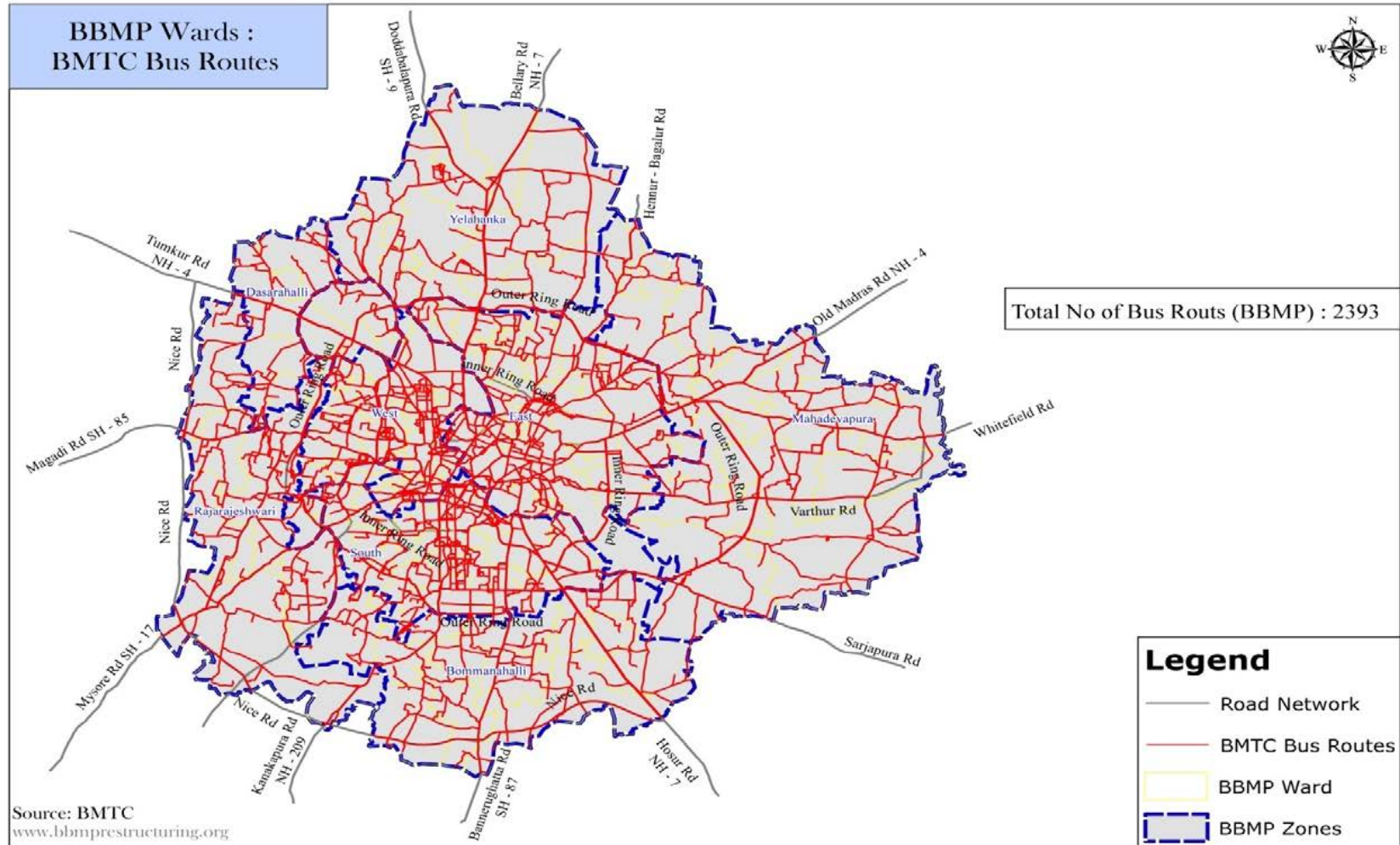
APPENDIX – IV : GIS MAPS



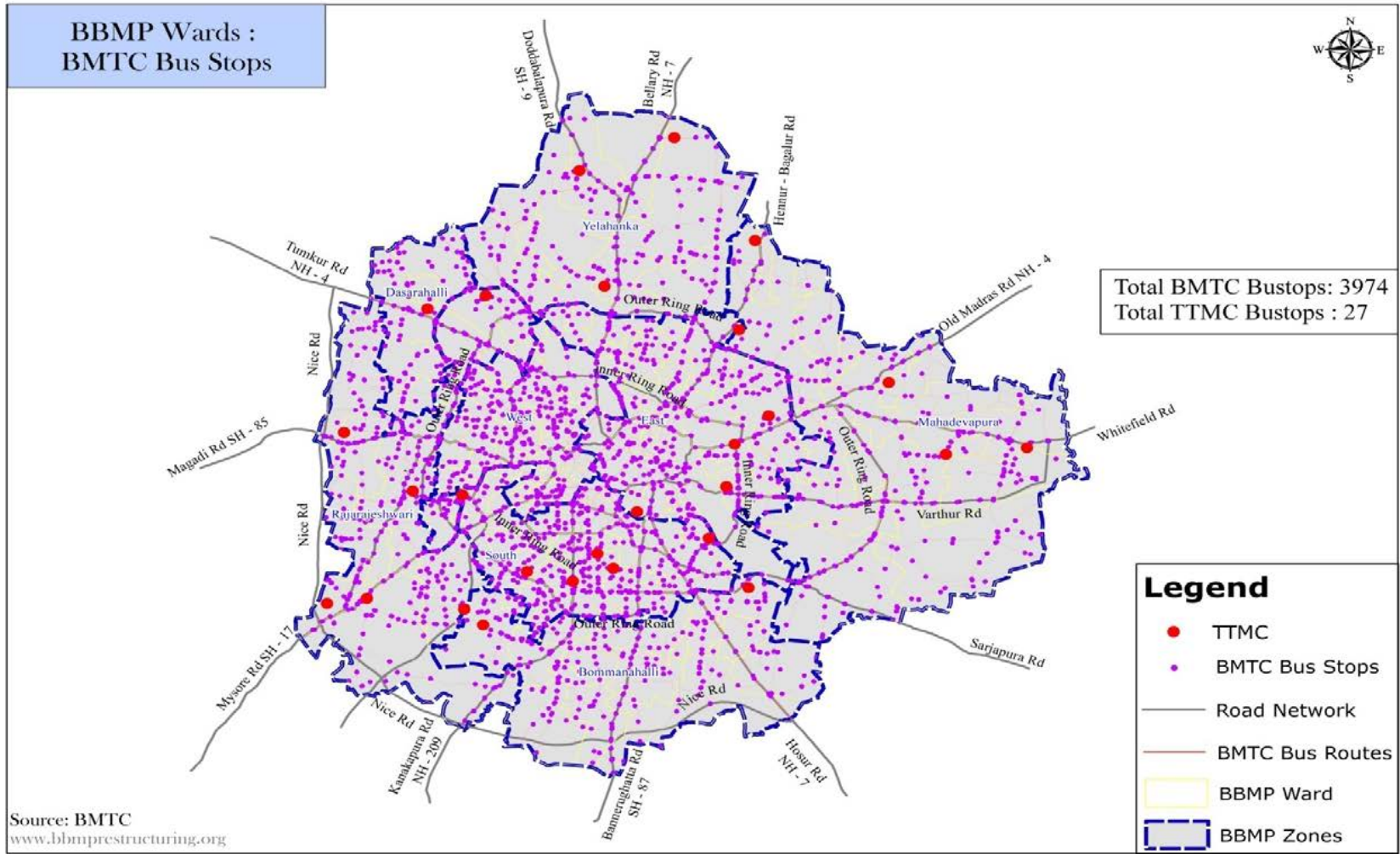
APPENDIX – IV : GIS MAPS



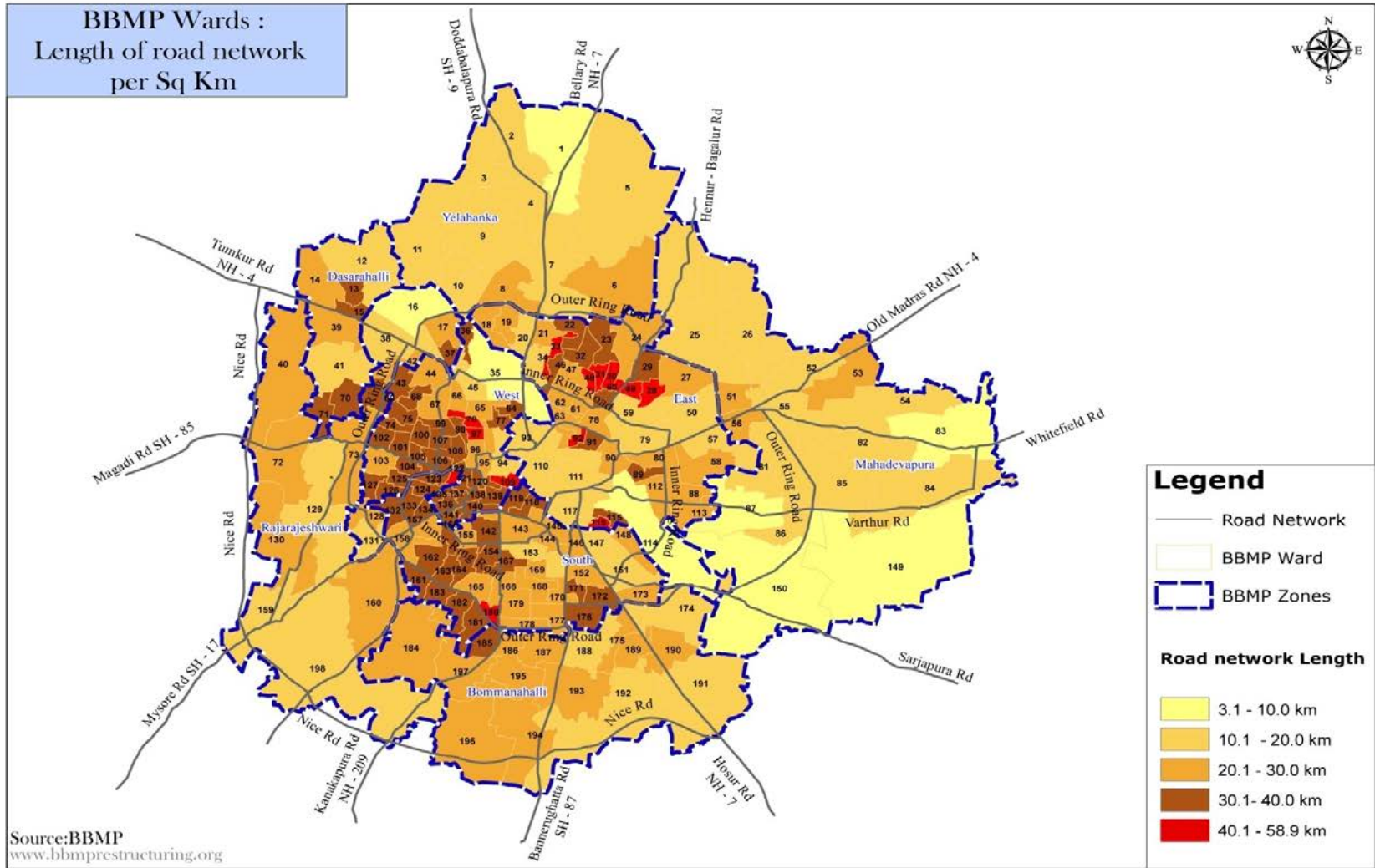
APPENDIX – IV : GIS MAPS



APPENDIX – IV : GIS MAPS

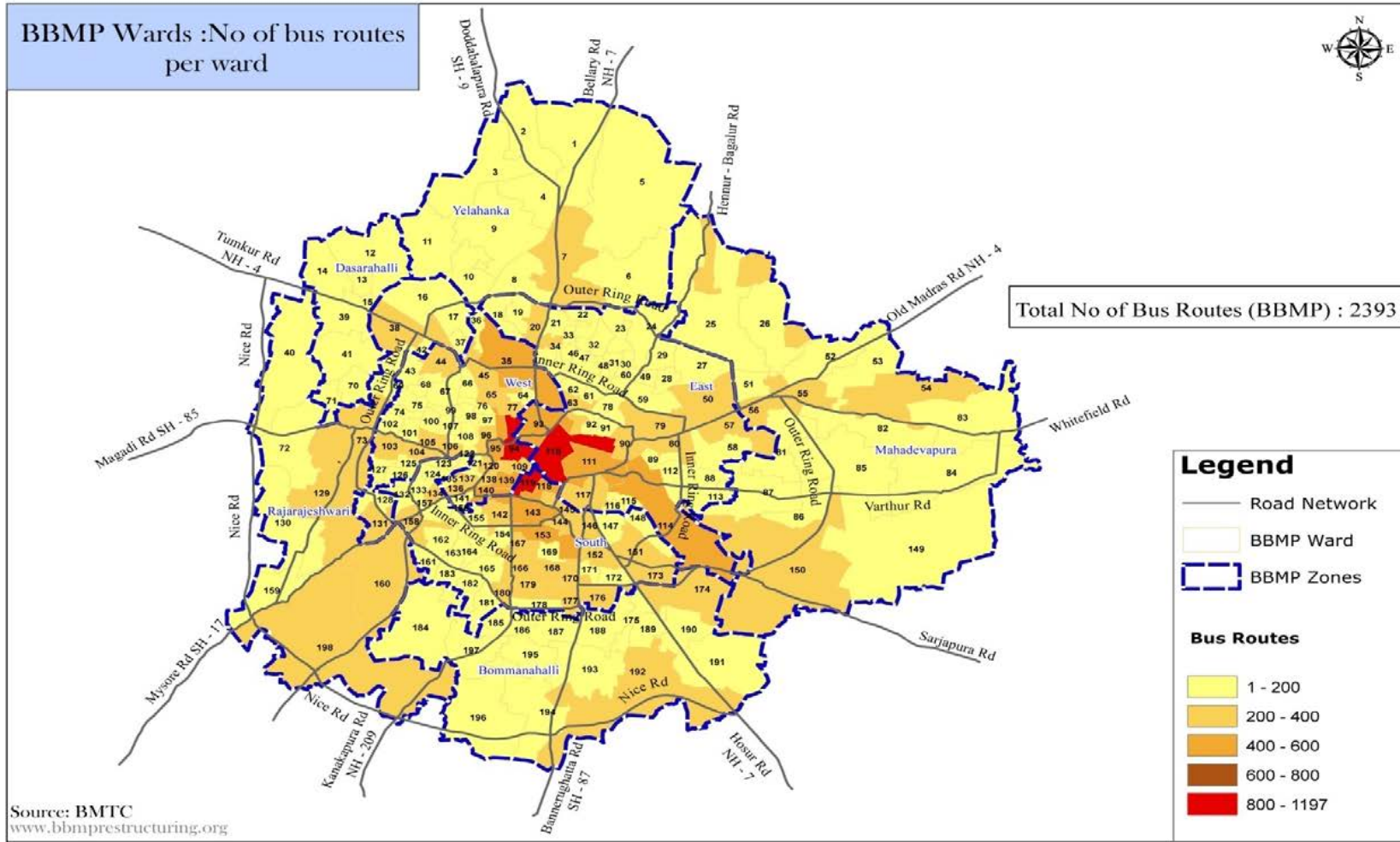


APPENDIX – IV : GIS MAPS



APPENDIX – IV : GIS MAPS

BBMP Wards :No of bus routes per ward



Total No of Bus Routes (BBMP) : 2393

Legend

- Road Network
- BBMP Ward
- BBMP Zones

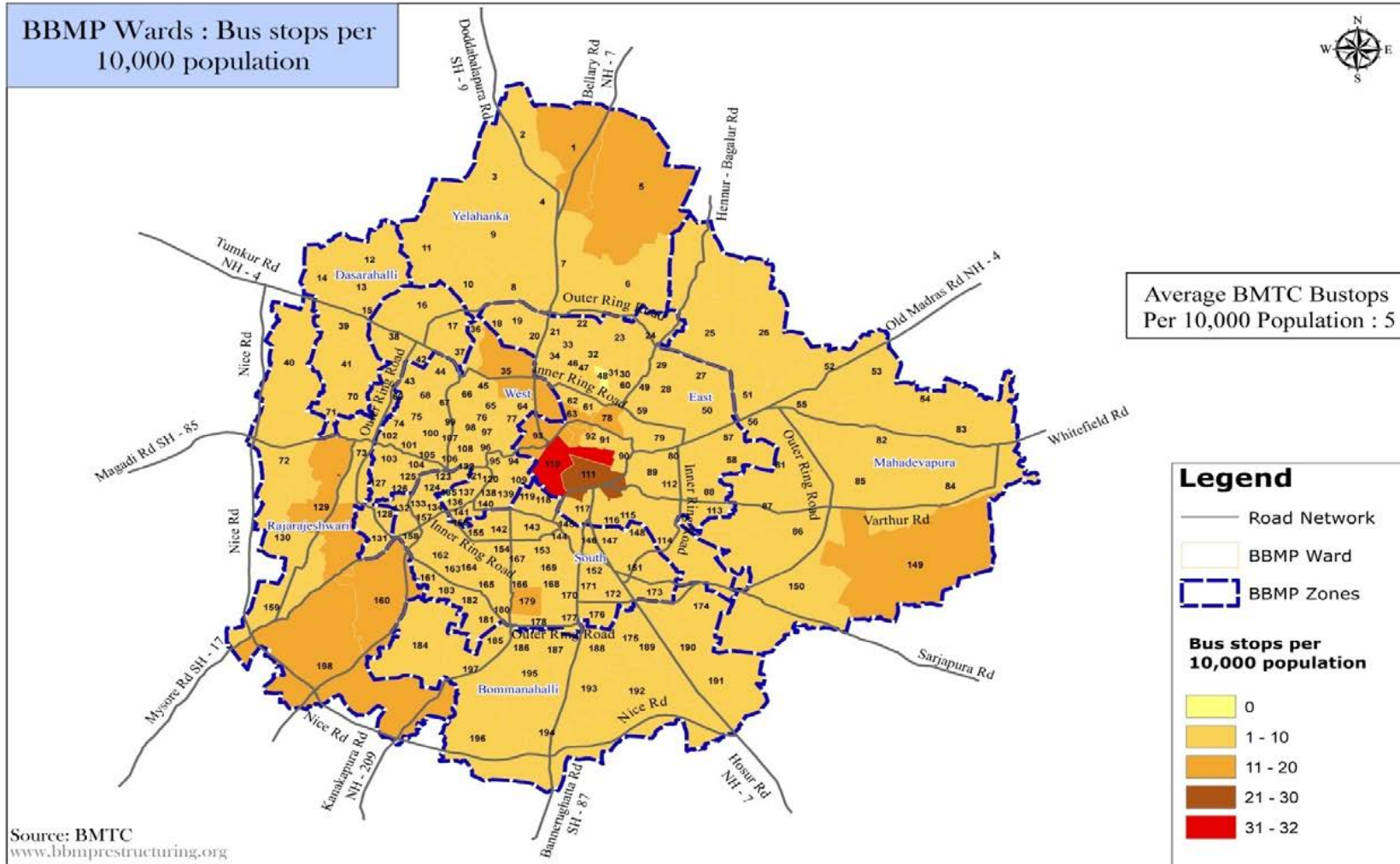
Bus Routes

- 1 - 200
- 200 - 400
- 400 - 600
- 600 - 800
- 800 - 1197

Source: BMTC
www.bbmprestructuring.org

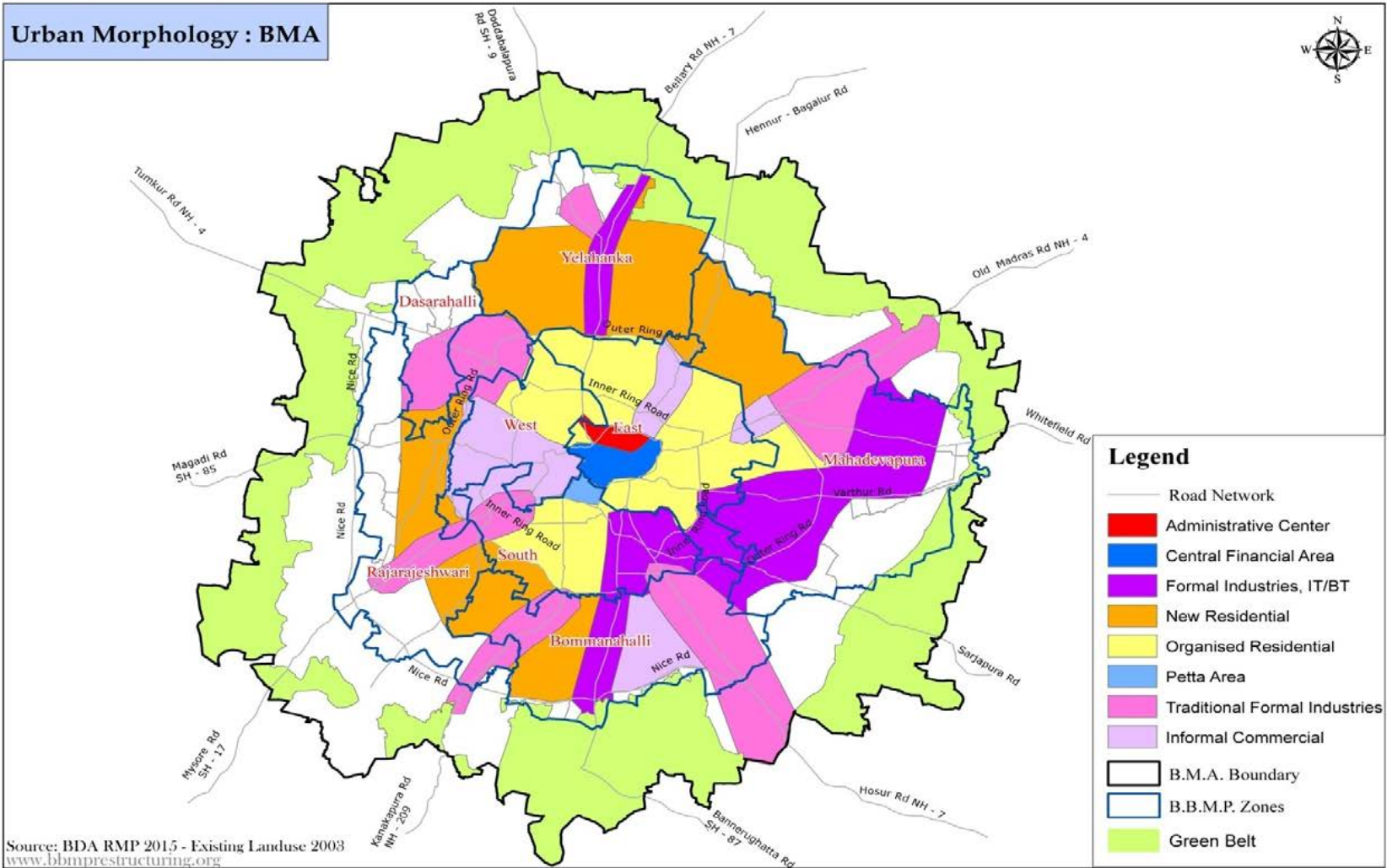
APPENDIX – IV : GIS MAPS

BBMP Wards : Bus stops per 10,000 population



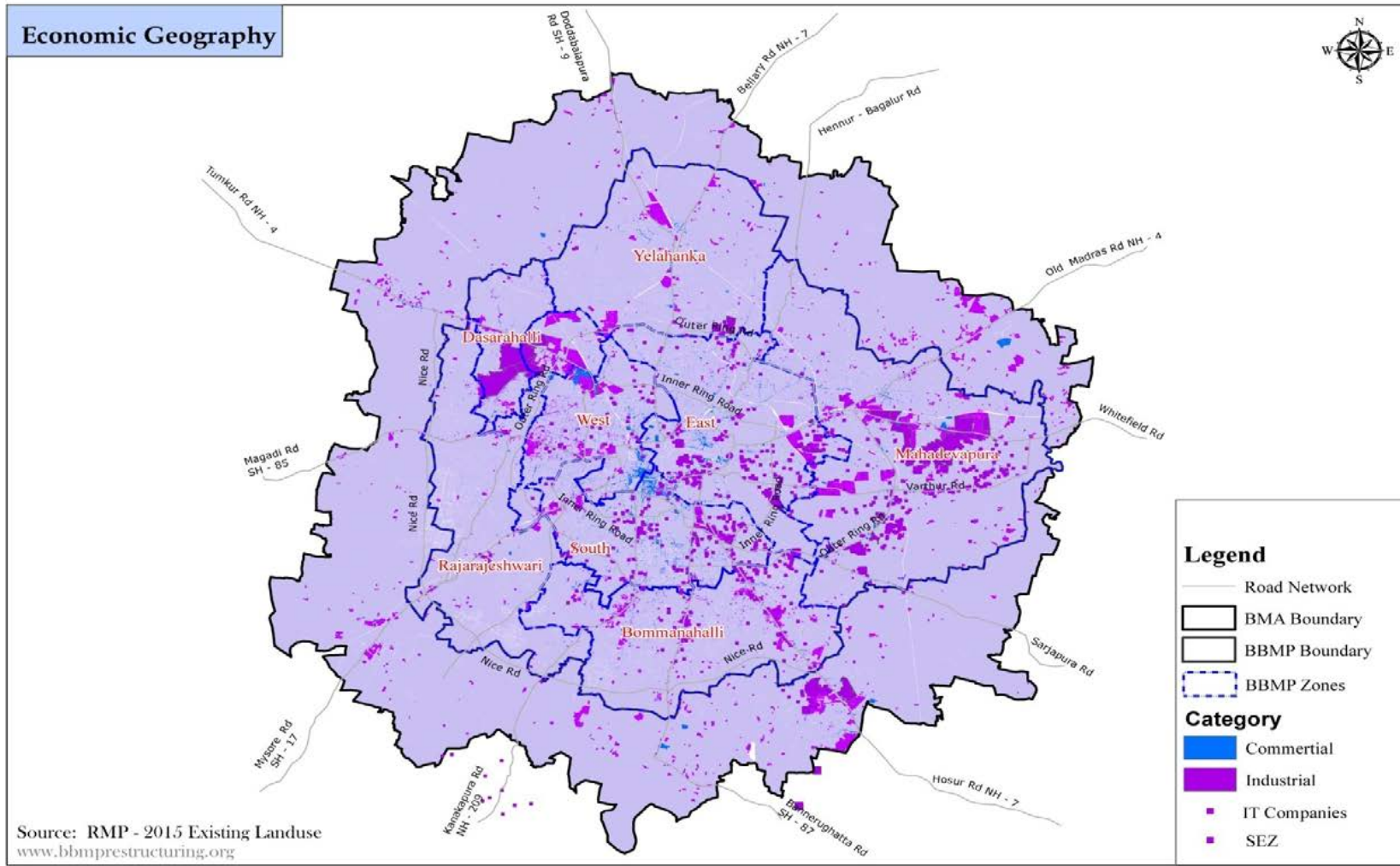
APPENDIX – IV : GIS MAPS

Urban Morphology : BMA



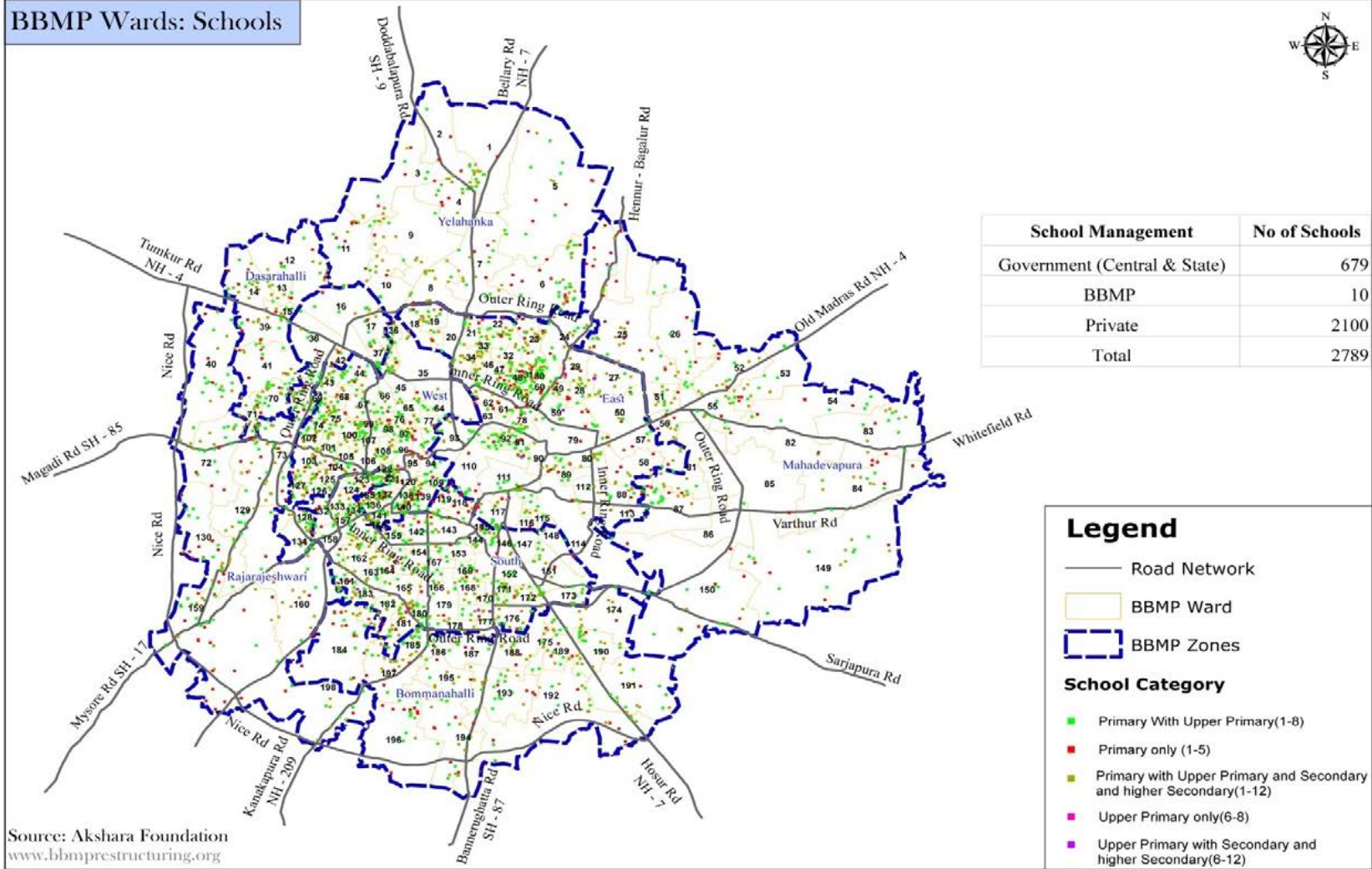
APPENDIX – IV : GIS MAPS

Economic Geography



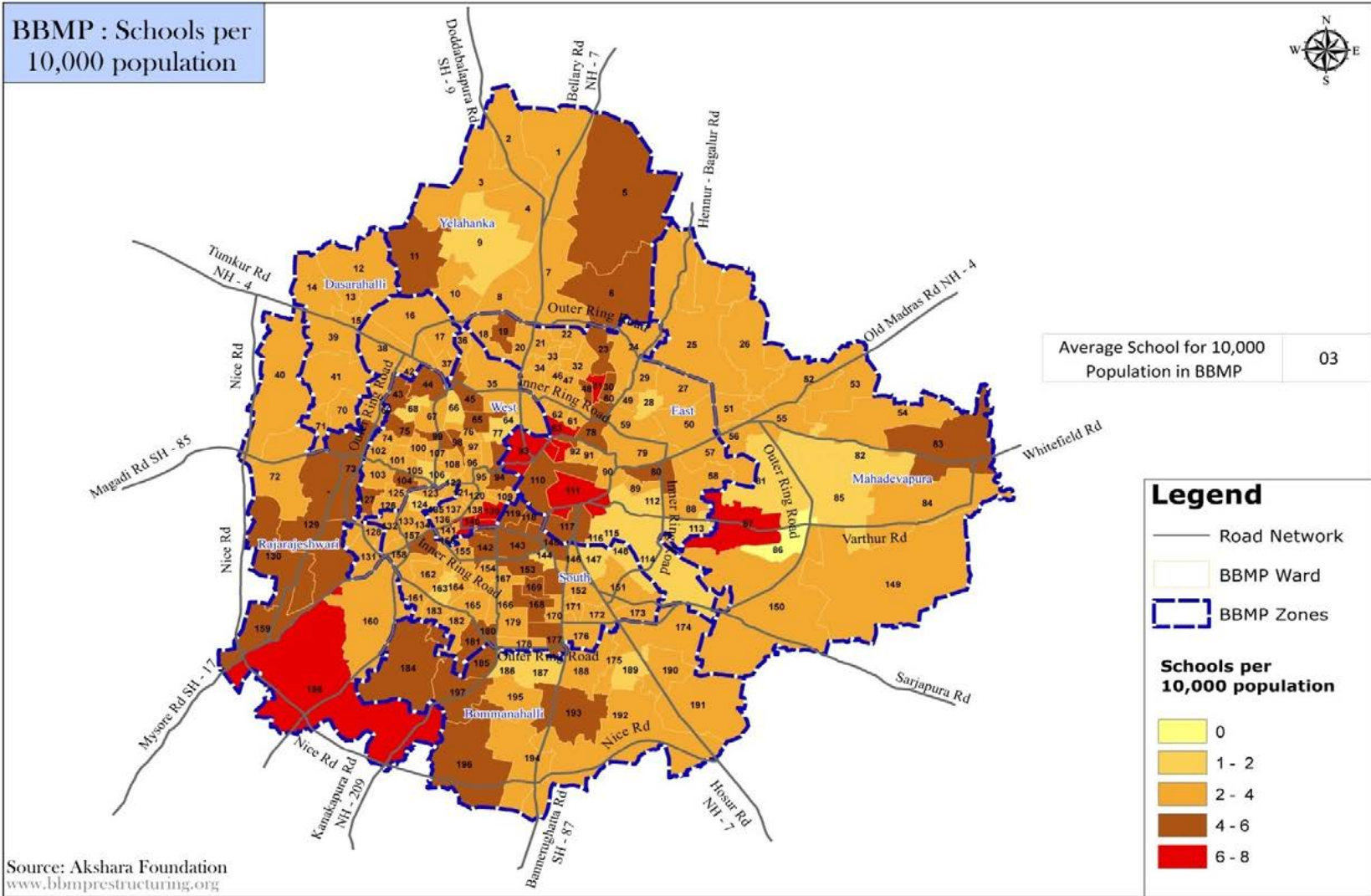
APPENDIX – IV : GIS MAPS

BBMP Wards: Schools



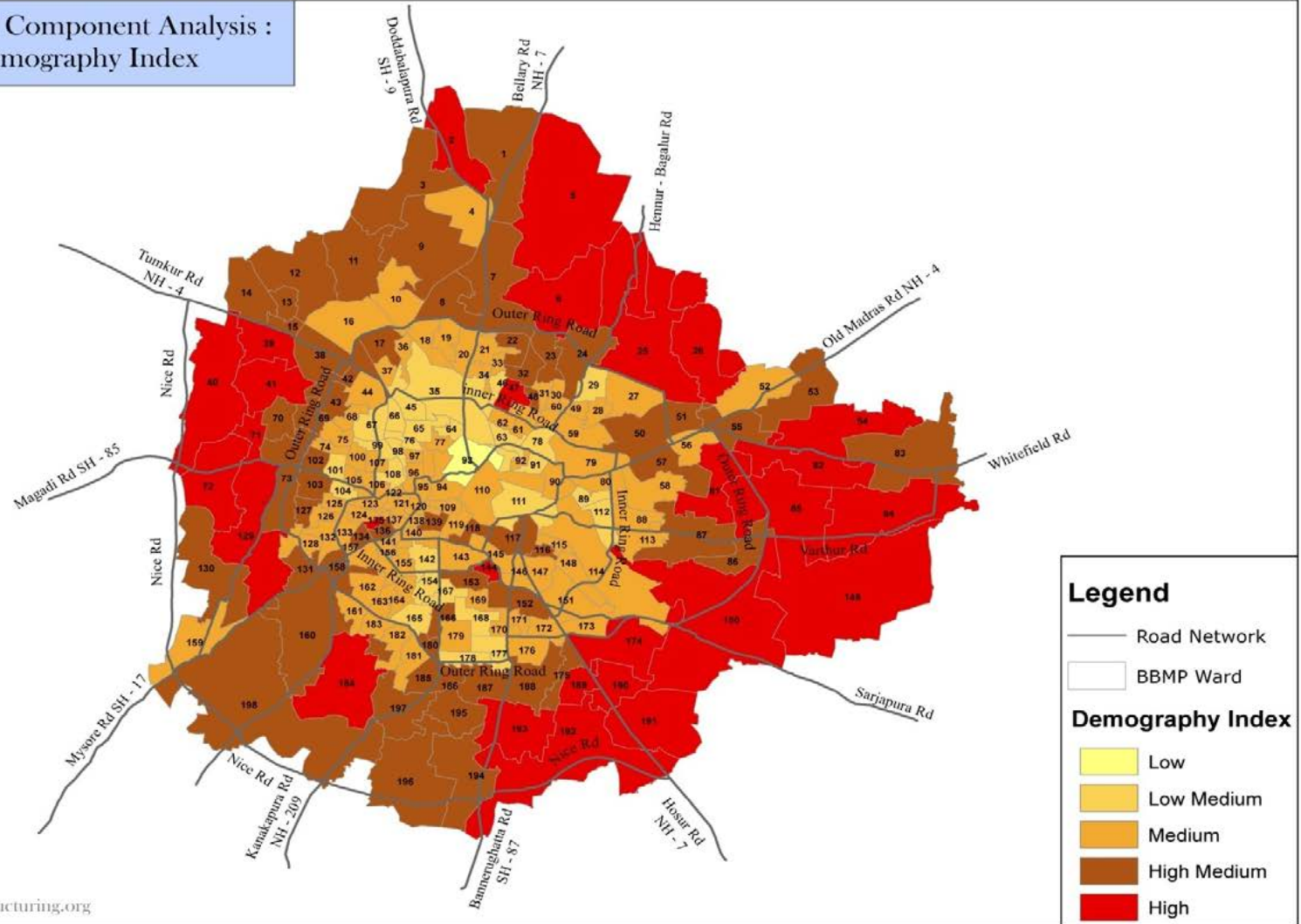
APPENDIX – IV : GIS MAPS

BBMP : Schools per 10,000 population



APPENDIX – IV : GIS MAPS

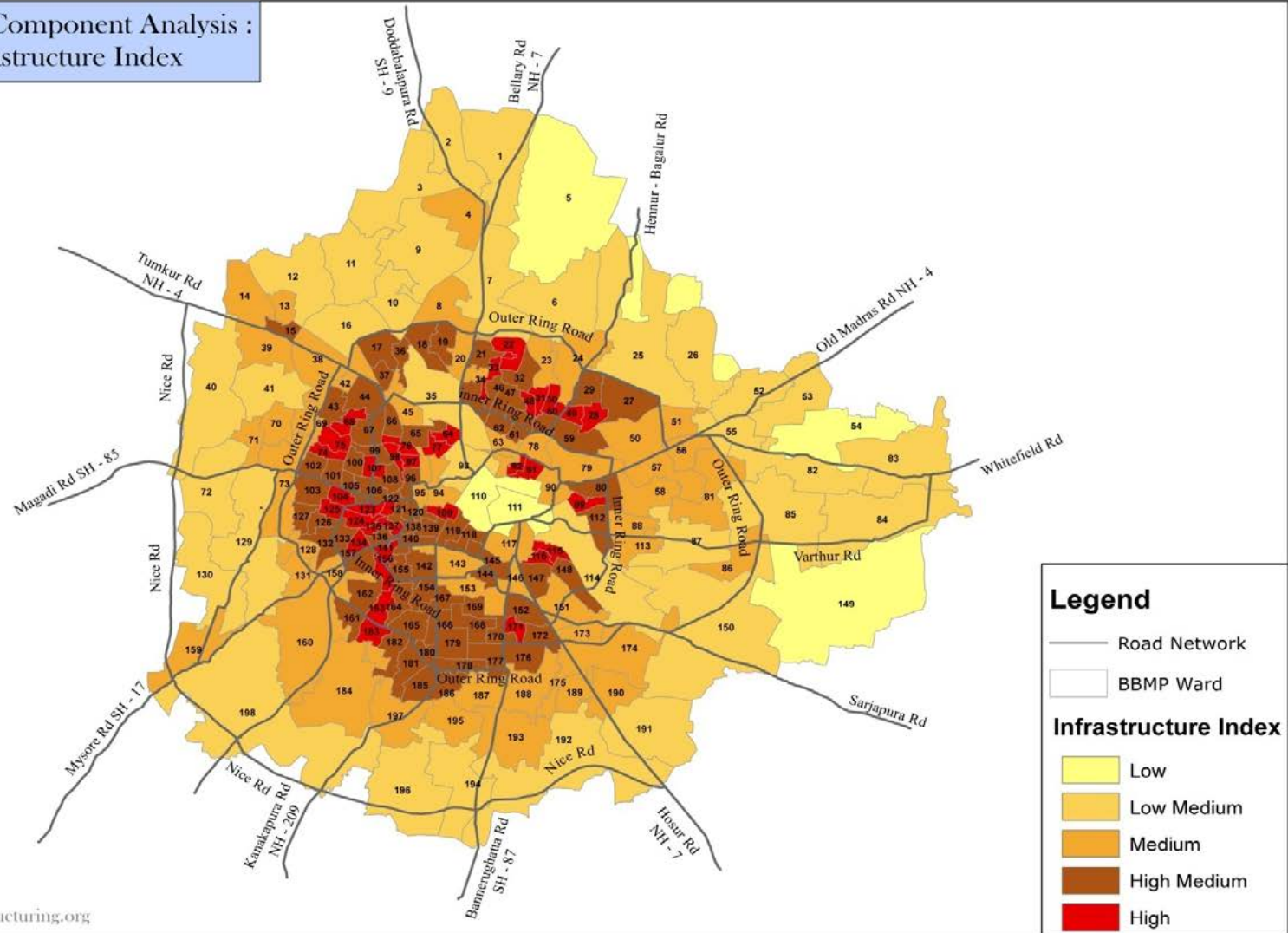
Principal Component Analysis : Demography Index



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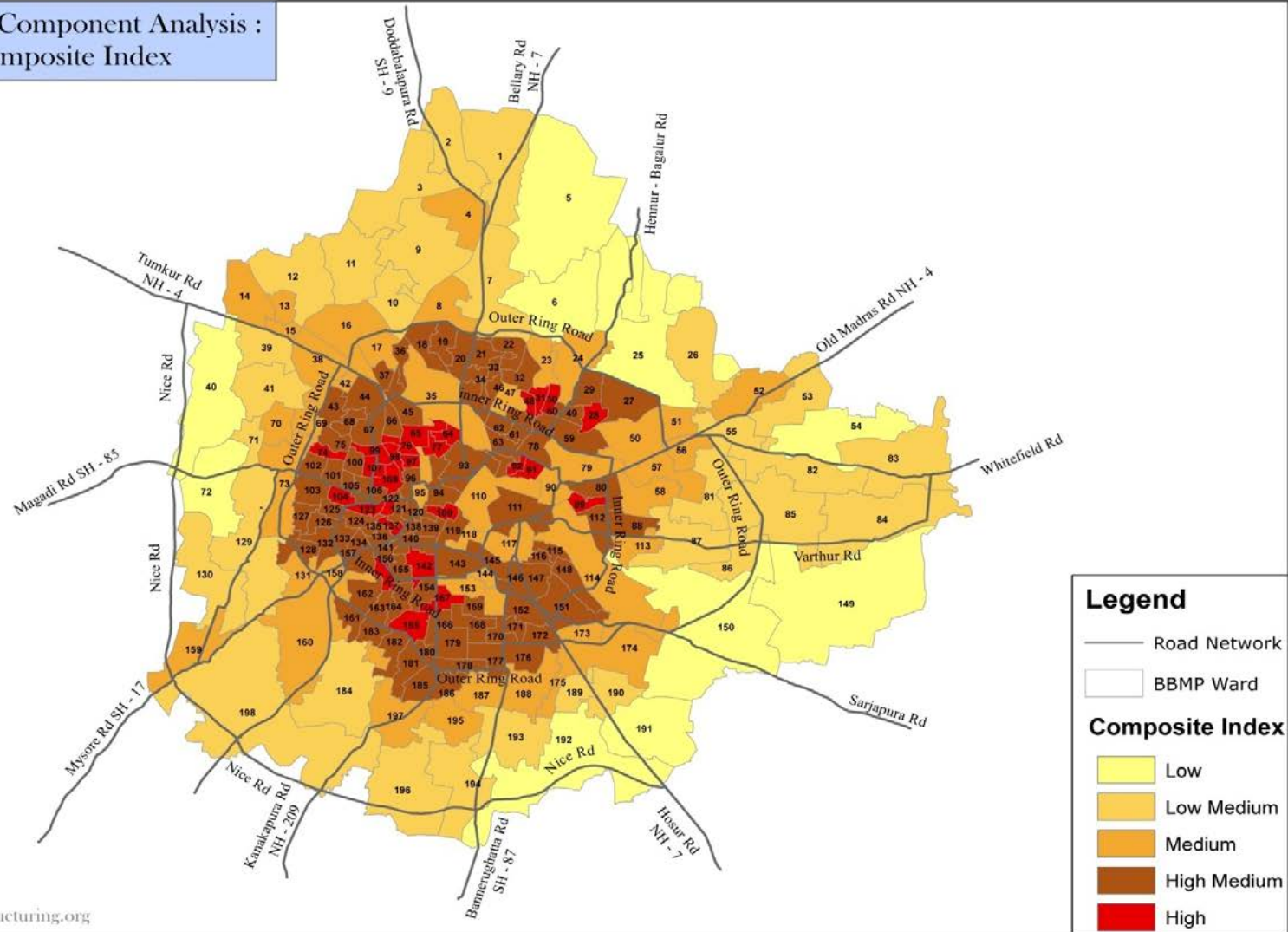
APPENDIX – IV : GIS MAPS

Principal Component Analysis : Infrastructure Index



APPENDIX – IV : GIS MAPS

Principal Component Analysis : Composite Index



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APPENDIX V: USEFUL REFERENCES

1.1 MUNICIPAL FUNCTIONS (TWELFTH SCHEDULE - ARTICLE 243 W)

- Urban Planning including Town Planning.
- Regulation of Land Use including Construction of Buildings.
- Planning for Economic and Social Development.
- Roads and Bridges
- Water Supply for domestic, industrial and commercial purposes.
- Public Health, Sanitation conservancy and solid waste management.
- Fire Services
- Urban Forestry, protection of environment and promotion of ecological aspects.
- Safeguarding the interests of the weaker sections of the society, including handicapped and mentally retarded people.
- Slum Improvement and upgradation.
- Urban poverty alleviation.
- Provision of Urban amenities and facilities such as parks, gardens and play grounds.
- Promotion of cultural, educational and aesthetic aspects.
- Burials and burial grounds; cremations, cremation grounds and crematoriums.
- Cattle ponds; prevention of cruelty to animals.
- Vital statistics including registration of births and deaths.
- Public amenities including street lighting, parking lots, bus stops and public conveniences.
- Regulation of s Laughter houses and tanneries

1.2 SOME OF THE MAJOR ACTS APPLICABLE FOR BENGALURU

- Constitutional Law
- Constitution of India, 1950
- 74th Constitution Amendment Act, 1993
- Statutes
- Bangalore Development Authority Act, 1976
- Bangalore Metropolitan Region Development Authority Act, 1985
- Bangalore Water Supply & Sewerage Board Act, 1964
- Karnataka Housing Board Act, 1962
- Karnataka Industrial Areas Development Board Act, 1966
- Karnataka Land Reforms Act, 1961
- Karnataka Land Revenue Act, 1964
- Karnataka Municipal Corporations Act 1976
- Karnataka Municipalities Act, 1964
- Karnataka Panchayat Raj Act, 1993
- Karnataka Town and Country Planning Act, 1961
- Citizen Participation Bill - KMC (Amendment) Act , 2011
- BIAPA
- Notifications / Rules
 - Karnataka Municipal Corporations (Ward Committee) Rules, 1997
 - Solid Waste Management, 2013

1.3 PARASTATAL AGENCIES WITH ACTIVITIES IN BENGALURU

S No.	Parastatal body	Services Provided
1.	Bangalore Development Authority (BDA)	Urban planner, responsible for urban and town planning, regulation of land use and construction of buildings, planning for social and economic development, provision of urban amenities.
2.	Bangalore Water Supply and Sewerage Board (BWSSB)	Water and sewage disposal
3.	Bangalore Metropolitan Rail Corporation (BMRC)	Construction of the metro rail in Bangalore.
4.	Bangalore Metropolitan Land Transport Authority (BMLTA)	Umbrella organisation to coordinate planning and implementation of urban transport programmes and projects in the Bangalore Metropolitan Region.
5.	Bangalore Electricity Supply Company Limited (BESCOM)	Distribution of power supply in Bangalore Urban, Bangalore Rural, Kolar, Tumkur, Chitradurga, Davangere, Ramnagaram, and Chikballapura areas
6.	Bangalore Metropolitan Region Development Authority (BMRDA)	Planning, coordination, and supervision of the orderly development of areas within the Bangalore Metropolitan Region (8022 sq. km.).
7.	Bangalore Mysore Infrastructure Corridor Area Planning Authority (BMICAPA)	Planned development of the corridor between Bangalore and Mysore known as Local Planning Area, comprising a total area of about 701 sq. km. including 140 revenue villages, 54 part villages, and Maddur town.
8.	Bangalore International Airport Area Planning Authority (BIAAPA)	Nodal agency constituted by the GoK (Government of Karnataka) for the orderly development of the areas near Bangalore International Airport at Devenahalli.
9.	Lake Development Authority (LDA)	Autonomous regulatory, planning and policy body for the protection, conservation, reclamation, restoration, regeneration, and integrated development of natural and man-made lakes.
10.	Bangalore Metropolitan Transport Corporation (BMTCL)	Providing an affordable, reliable, safe, and efficient transport system for commuters in the city and suburban areas of Bangalore.
11.	Karnataka Slum Development Board (KSDB)	Environmental improvement clearance and redevelopment of the slums.
12.	Karnataka Urban Infrastructure Development Finance Corporation (KUIDFC)	Assisting the urban agencies in the state in planning, financing, and providing expertise for developing urban infrastructure.
13.	Directorate of Urban Land Transport (DULT)	Ensuring the integration of transport planning and the development of transport infrastructure in urban areas.
14.	Karnataka Housing Board (KHB)	Provision of affordable housing
15.	Karnataka Industrial Areas Development Board (KIADB)	Land acquisition and infrastructure development for rapid Industrial Development

1.4 TERMINOLOGY

Terminology	Expansion	Jurisdiction (sq kms)
BBMP	Bruhat Bengaluru Mahanagar Palike	709.5
BDA	Bengaluru Development Authority	1219.5 (without NICE) 1307 (with NIC)
BMA	Bengaluru Metropolitan Area	1307
BMR	Bengaluru Metropolitan Region	8,005

1.5 MPs / MLAs ROLE IN MUNICIPAL CORPORATIONS BY STATES

State	MP	MLA
Andhra Pradesh	Yes(NV)	Yes(NV)
Assam	Yes(V)	Yes(V)
Bihar	Yes(V)	Yes(V)
Haryana	Yes(V)	Yes(V)
Himachal Pradesh	No	Yes(V)*
Kerala	No	No
Karnataka	Yes(V)	Yes(V)
Madhya Pradesh	Yes(NV)	Yes(NV)
Rajasthan	Yes(V)	Yes(V)
Tamil Nadu	Yes(NV)	Yes(NV)
Uttar Pradesh	Yes(V)	Yes(V)
Gujarat	No	No
Maharashtra	No	No
Orissa	No	No
Tripura	No	No
Punjab	No	Yes(V)
West Bengal	No	No

V – Voting; NV – Non Voting

APPENDIX VI: ACKNOWLEDGEMENTS

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This exercise and the report would not be possible without the unstinted cooperation of multiple stakeholders including Elected representatives, Government officials, Institutions (like BPAC, FKCCI), Citizen groups, Individuals, Media who participated in the deliberations, expressed their opinions and gave suggestions to the Expert Committee in person and through the web site. The list is available at www.bbmprestructuring.org.

There are specific Institutions and Individuals that we would like to acknowledge who helped with the final analysis and report elements. Many of the Institutional efforts were in the form of pro bono contribution of time / resources and others were contractual arrangements:

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- Indian Institute of Human Settlements – Aromer Revi, Satish Selvakumar and others
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- CSTEP – Jai Asundi and others
- ONZE – Rahul RS and others
- Sky Group – Akash, Gargi Ghosh and others
- Centre for Legal and Policy Research – Aparna Ravi and others
- MAGC – Ashok Rao, Prasad, Deepna and others
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Thank You!

