

## Outsourcing Governance? Revising the Master Plan of Bangalore I

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### Introduction

The 1990's ushered in two parallel changes in India. The first one related to the economic liberalization of the economy (the country was following socialist policies since independence in 1947) initiated in July 1991 with the Government of India introducing several reforms<sup>1</sup>. These pertained to the opening of the economy for international trade and foreign investment to the private sector, ushering in tax reforms, and bringing in inflation-control measures. This also hastened the already ongoing globalization phenomenon which required the progressive integration of the world's economies. It required national and international partners to work together and manage changes relating to trade, finance and environment (World Development Report, 1999- 2000)<sup>2</sup>. The second one, more internal to the country, albeit linked intrinsically to the process of liberalization and globalization was that of decentralization<sup>3</sup>. The decentralization agenda in India was initiated through the 73<sup>rd</sup> and 74<sup>th</sup> amendments to the constitution. These were introduced with the objective of creating a three tier governance framework; National–State–Local. While the national and the state tiers are already functional, the third tier – the local level has been over the years superseded by the state level. The 73<sup>rd</sup> and the 74<sup>th</sup> CAA seek to empower the rural and urban (respectively) local self governments (LSG's) functionally and financially. This paper focuses on the urban local governments and therefore concerns itself with the 74<sup>th</sup> Constitutional Amendment Act<sup>4</sup> (CAA).

The two forces of globalization and decentralization (also referred to as localization) have immense potential impact. Both have their opportunities and constraints. While capable of generating unprecedented opportunities for growth and development, if these forces are not managed and implemented appropriately, they are capable of causing economic and political instability. These two forces in parallel require the national governments to reach down to the sub national levels to manage changes affecting domestic politics and patterns of growth. At both these levels – the 'supranational and sub-national institutions of governance, negotiation, coordination, and regulation will play a critical role in promoting a new equilibrium between and within countries—and in abetting the creation of the stable environment that will make possible the implementation of development programs' (World Development Report, 1999-2000, 2). In the context of India while forces of liberalization and globalization resulted in private interventions in various sectors (including urban planning and development), a poorly implemented decentralization process resulted in plans being outsourced to domestic and international consortia. The revision of the Master Plan for Bangalore for the year 2015 (RMP 2015), the current planning tool for the Bangalore Metropolitan Area of 1,306 sq kms emerged amidst this global-local tension. The RMP 2015 is the first master plan in India outsourced in 2003 to a private consortium<sup>5</sup>.

The paper traverses the evolution of the RMP 2015 for Bangalore, by a global consulting firm vis-a-vis the planning process in India as mandated by the decentralization agenda. The authors situate the outsourced planning process within the context of the guidelines for streamlined urban planning established by the central government in India. Given the changes in development paradigms on one hand and the resistance and the inability of the governments to address their roles and functioning in the prevailing circumstances, the paper highlights the emergent gaps in the planning process related to outsourcing of the plan.. The authors argue that the plan making process posited the state planning agency (owners of the plan) and the local government (implementers) as passive recipients rather than co-partners in knowledge generation and application. Five years after the State Government

approved the plan, not just issues of ownership and accountability loom large, an adequate comprehension and enforcement of the plan is also lacking, triggering debates on the legitimacy of the process.

The paper sets the context with an overview of the institutional and policy frameworks governing the planning processes in India, particularly at the metropolitan level. Section II elaborates on the case study of Bangalore and the RMP 2015. Section III highlights pertinent issues that may serve as lessons for future interventions and section IV concludes with some recommendations for a streamlined planning process.

### ***Planning Process in India***

Urban India today faces daunting challenges to cope with the needs of greater numbers<sup>6</sup> while managing and administering themselves through a robust institutional mechanism. While policies at the centre have elaborated the planning process, addressing the regional, city, local levels and municipal finances, there are several gaps that emerge in the policy when contextualized to state and therein the varying cities and regions in India.

At the Federal or the National level, the planning system in India comprises of what is generally referred to as the economic and social plans evolved through a center-state partnership. These are five-year plans and mainly comprise of budget allocations sector wise. At the state level there is a similar planning exercise with spatial / physical planning restricted to a few urban areas at the local level. These spatial plans are referred to as “Master Plans” or “Comprehensive Development Plans” or merely “Development Plans” and are usually prepared by the concerned Development Authority or the Directorate of Town Planning – a level of government between the state and the local and often referred to as a para-statal<sup>7</sup>. The third tier of local government post independence was largely sidelined and often superseded with the State and or its para-statals deciding on a planned agenda for the people. It was in this context that the 73rd and 74th Amendments to the Constitution were made in the year 1992, the main objective being to enable a gradual governmental change from a Central – State partnership to a Local Self Government (LSG)– State – Central equation with the Local Bodies (LB’s) emerging as units of self governance. The bottom up approach promoted a more inclusive planning through public processes.

This was intentioned through nationwide reforms aiming to establish:

1. An iterative system of plan making at all levels; a gelling of the top down and bottom up approach;
2. Linking of the existing spatial planning exercise to investment planning;
3. Strengthening of the LSGs as it placed the responsibility of plan making and implementation with the local governments.

The six decades following independence, have witnessed a proliferation of para-statal organizations to carry out specific aspects of infrastructure development and service delivery. Urban planning and development in the country (with a few exceptions) is largely the domain of para-statals like urban development authorities. In Karnataka, the role and responsibilities of urban development authorities were determined by the Karnataka Urban Development Authorities Act, 1987. The Urban Development Authorities empowered with land use planning responsibilities are also involved in land acquisition and development. This creates a huge conflict of interest as the UDA’s have become, in a way real estate developers. ‘Over

the past five decades of “planning”, India has managed to confound the very meaning of the term. At one end of the spectrum at the national level is the nearly philosophical discourse on planning for economic development. At the other end, at the municipal level, ‘plan’ only means a statutory land use master plan<sup>8</sup>”

The 74th Constitutional Amendment Act (CAA) in aiming to empower local governments to prepare plans for economic development and social justice in accordance with local needs, seeks to set right this anomaly through a bottom- up approach. However, many of the proposed reforms as part of the decentralization agenda have never been fully implemented as the respective state acts have not been suitably amended. To quote an e.g. the amendment provides for the constitution of Metropolitan Planning Committees (MPCs) for Metropolitan areas like Bangalore. In the absence of the MPC, para-statal like Bangalore Development Authority (BDA) continue with the plan making processes. This holds true of cities across India where para-statal agencies such as the development authorities created in the post independence era have taken over the functions of the local bodies. With the envisaged three tier planning<sup>9</sup>, there has been an increased recognition of the need for integrated planning that cuts across various scales, at the regional, city and local levels. Incorporating infrastructure, environment and investment needs and concerns emerges pertinent.

## **II Case Study: The Revision of the Master Plan for Bangalore, 2015**

The revision of the Master plan for Bangalore was a part of the ‘Metropolitan Spatial Data Infrastructure’ (MSDI) Project initiated by the Bangalore Development Authority (BDA)<sup>10</sup> under the Indo French Protocol outsourced to a consortium of French consultants comprising of SCE Creocan, Group Huit, APUR (City Govt. of Paris), AURIF (Greater Paris Development and Planning Authorities), and the Sorbonne University, France. The project was initiated in February 2003. It comprised of:

1. Preparation of a Geographic Information Systems (GIS) Data Base Repository for Bangalore
2. Revision of the Comprehensive Development Plan of Bangalore (RCDP 2015)
3. Conducting Training and Capacity Building Programme (TCB)
4. Preparation of Management Information Systems

Prepared under the Karnataka Town and Country Planning Act (KTCPA) 1951, the Draft RMP 2015 (as prepared by the consultants) was handed over by the BDA to the Karnataka State Government on 30 December 2004. The State Government approved it in June 2005. The process of incorporating the public suggestions extended over a period of two years, August 2005 to June 2007. The Final RMP 2015 was approved by the GoK on 25 June 2007. The plan preparation process involved data collection, data modeling, city diagnosis, preparing a vision and development scenarios for development for Bangalore, the formulation of Zonal Regulations and finally Proposed Land Use Plans<sup>11</sup>, accompanied by Planning Districts Reports.

### ***The Premise for Outsourcing the RMP 2015***

The very premise of outsourcing the MSDI project to the French Consortium was the lack of capacities within the BDA. As per the UDPFI guidelines for a city as large as Bangalore, the Development Authority is required to host a minimum of 35 urban planners for its daily functioning; with 60<sup>12</sup> sub professionals and 60 administrators. The BDA consists of 3-4 urban planners<sup>13</sup> and civil engineers, and 2 draughtsmen in the Planning Department<sup>14</sup>. The BDA was clearly short of the required capacity.

Not just were the capacities within the development authority lacking in terms of numbers, the need and ability to deploy technology to enable a superior quality plan and a faster plan making process was another reason. Bangalore being the “Silicon Valley” of India witnessed the application of technology in almost every sphere, planning and development being one of the many. While the potential of technology applications to this sphere were recognized by the public sector, there existed little of no capacity to tap this potential or even understand the potential that technology offers. The requirement of a GIS data repository to enable a proactive management of the city required skill sets absent in the development authority. This in itself was a legitimate reason to outsource the plan.

Finally, the BDA officials often articulated the need for an expedited planning process. Typically, the plan making and approval in the past had taken anywhere between 5- 7 years. The MSDI project was originally envisaged as a 15 month process subsequently extended to 18 months. The deliverables of the MSDI project comprised of:

1. An extensive geo data repository for the Bangalore Metropolitan Area inclusive of exhaustive spatial and non-spatial data pertaining to Bangalore;
2. A Revised Master Plan 2015 for the Bangalore Metropolitan Area (BMA)<sup>15</sup>
3. A Training and Capacity Building Programme for the BDA

This section highlights the issues and impact of the process of the preparation of the RMP2015, Bangalore and the proposals therein.

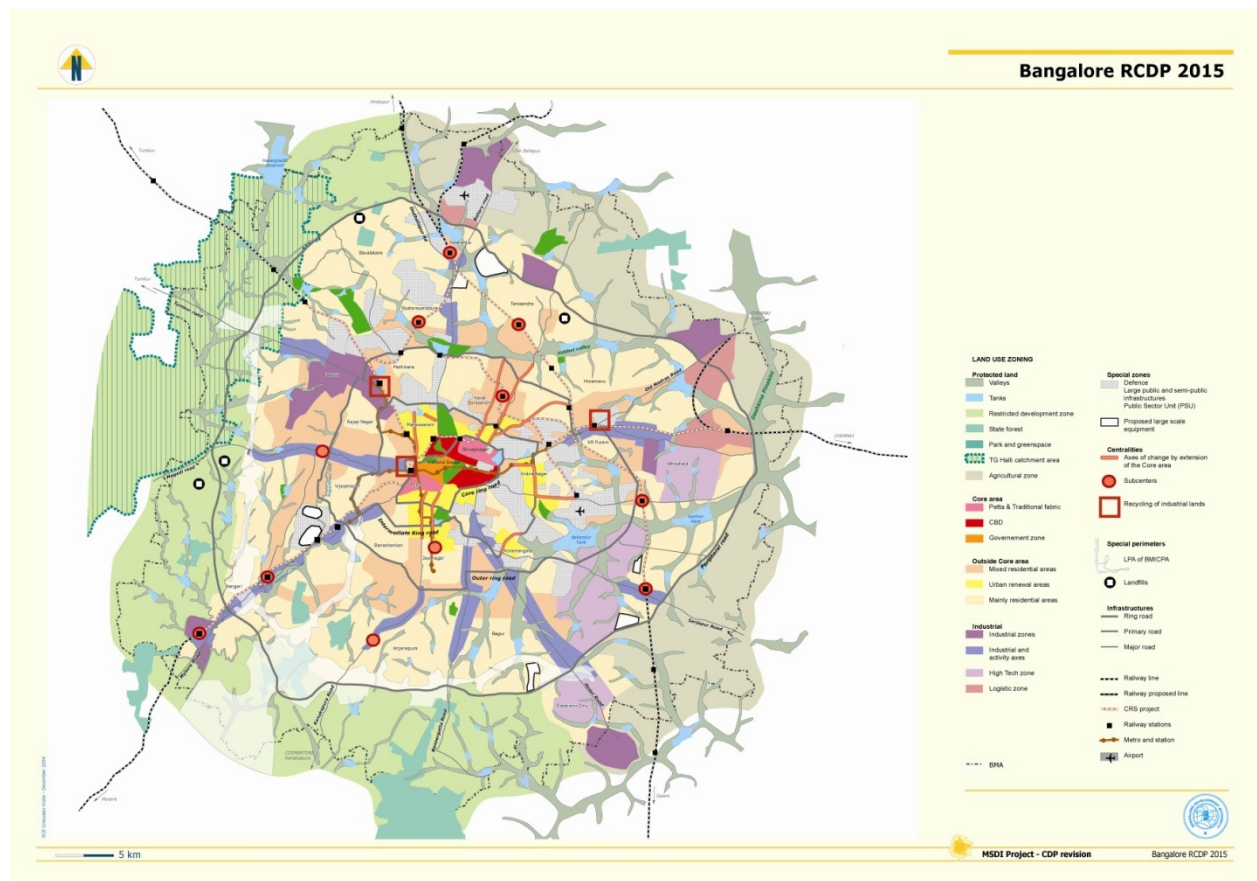


Fig 1: The Draft Master Plan for Bangalore 2015

### ***Unaccomplished New Planning Paradigms for a Dynamic City***

The RMP 2015 was a revision of the Comprehensive Development Plan of 1995 (CDP 1995) which treated the city as a static entity. Proposed land use and Zonal Regulations of CDP 1995 followed rigid planning paradigms with homogenous and fixed land use. The outsourced plan digressed by addressing the ground reality as a mixed entity continually under transformation, particularly in the case of Bangalore City, whose population doubled in a span of two decades, with an annual growth rate of 3.25%<sup>16</sup>. Zonal Regulations aimed to channelize this rapidly transforming ground reality rather than to curb or control it. Fifteen new zones, each mixed in nature, based on a new urban fabrics approach were defined as opposed to eight land use zone categories provided in the Comprehensive Development Plan 1995. Zonal regulations aimed to provide the flexibility that was lacking in the previous plans. Main land use and ancillary land uses were prescribed for each building within these zones. For example, residential areas were permitted with upto 20% commercial uses varying building to building. Further, the RMP 2015 for the first time mapped all environmentally sensitive areas of the city, through satellite imagery. These were zoned as protected non-buildable zones in the Plan. Industrial lands under decline were zoned as secondary centres through the Coordinated Planning Scheme. New tools needed to comply with the legislations in the KTCP Act 1961. They also implied a high level of enforcement. The new paradigm implied that the Municipal Corporation interprets the regulations to translate them into building bye-laws and further implement and enforce them. What needs to be reiterated here is that while the plan making body is the BDA, the plan implementation is the domain of the local government in this case the municipal corporation of Bangalore. Faced with a new paradigm and with inadequate human resource capacities, the Municipal Corporation has till date neither adopted the Plan nor formulated building bye laws. With a dispossessed Master Plan, the city has selectively exploited and maximized the Zonal Regulations of the Master Plan 2015 which permit greater construction rights and otherwise the old building byelaws which adhere to the rigid planning norms. Further, in the absence of a policy for micro-level planning to accompany the Master Plan, in the KTCP Act 1961, the RMP 2015 is not accompanied by micro-level implementation strategy or investment strategies and hence does not foresee the negative externalities of mixed use zoning, for instance in the form of parking or increased through traffic.

### ***Neither for the Public nor of the Public Authority***

The KTCP Act 1961 mandates a public display of the Master Plan for a period of one month from the date of its publication<sup>17</sup>. With an effective intervention of the civil society, the RMP 2015 witnessed the benefits of an extension of this period to 90 days through a Government Order<sup>18</sup>. Even so, in the absence of a legal mandate for a public process to be held through various stages of the plan preparation process, neither the public authority nor the consultant initiated the same through a systemic institutional framework that would incorporate the administrators, elected representatives, line departments responsible for service delivery and management, the general public and interest groups. With a diverse socio-economic and institutional geography the various groups of the city manifest their dissent with the Plan through public interest litigations and interrogations through the Right to Information Act<sup>19</sup>. Moreover, new paradigms render the Plan alien to the public authorities alike. Even with best intentions to address the ground realities, a tenuous relation continues to exist between the contentious Plan and its stakeholders, both the public and the authorities.

### ***Informal Regulations***

In the absence of a public process, Master Plans have formulated policies, regulations and construction rights far removed from the ground reality. The vast 71% informal sector of the city, predominantly occupying areas characterized by traditional urban fabrics, appropriates

land in informal ways. With their occupation patterns being intrinsically connected to their communities, for example the Devanga community of the historic Pete (*the City*), the built form generally follows the laws of the community and demands of the traditional occupations, thus skirting the formal, legal zonal regulations which disregarded the ground realities<sup>20</sup>. Moreover, a terrain with multiple and conflicting land tenures, these areas do not easily lend themselves to formal legal planning. While the RMP 2015 positively attempts to incorporate and formalize these demands, in the Zonal Regulations, it does not formulate implementation mechanisms to enforce the same which should ideally incorporate the complex negotiations that exist between the various public authorities and the informal and illegal groups that inhabit these areas.

### ***Incomplete Vision of the Scope of Works***

In light of the outsourced Plan, the Training and Capacity Building Programme included as an integral part of the scope of work of the RMP 2015 was an innovative step. The objective was to ensure involvement of the Client team, officials and staff, into the various stages of planning and decision making in order to provide a sense of ownership and facilitate effective implementation of the Plan. However, effective implementation of the Plan not only required inclusion of the TCB Programme but also elaboration of implementation modalities and mechanisms for monitoring and evaluation of plan implementation. The latter was absent in the RMP 2015, considering the scope of work was prepared as per the legal requirements of the KTCP Act 1961, under Section 19 for the Preparation of Comprehensive Development Plan, which does not mandate the same. Urban local bodies which only have the master plan, at the city level, prescribing broad land use and zonal regulations are often unable to cater the needs of people at the ward, block, street or building level. Few guidelines that elaborate frameworks for micro level planning are available with the ULBs today. Broad guidelines are elaborated in the UDPFI Guidelines, National Urban Information Systems (NUIS) guidelines and in the Town and Country Planning Acts. Recent initiatives of schemes such as the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) also attempt to promote a participatory development approach in micro planning but have resulted in isolated projects as opposed to planning at the micro level to implement the master plan.

### **III – Emergent Gaps in the Planning Process**

The Plan remains largely dispossessed today, neither owned nor implemented in its entirety—rather used as a tool by various governments and departments to their advantage. There are several issues that need to be articulated upon which, may serve as lessons learnt for future intervention.

#### ***Gaps between the Central and the State Legislations and Acts***

One of the primary concerns that emerged in this process is the gap between the decentralization agenda as mandated at the centre and the state legislation – the KTCP Act 1961. The gap between the central legislation and the state enactment renders the RMP 2015 Bangalore a misfit within the overall framework laid out by the UDPFI Guidelines. It is neither a Perspective Plan, as it is more than just policy statements, nor does it fit in with the definition of a Development Plan, which essentially is supposed to be a ‘rolling plan’. The gaps between the directives for development prescribed by the regional and city level plans of the BMRDA and the BDA, functioning independently are glaring in the absence of the adoption of the streamlined planning process, as recommended in the UDPFI guidelines<sup>21</sup>. The existing institutional and policy frameworks at the state have not been reorganized to facilitate the implementation of the decentralization process. Many provisions of the 74<sup>th</sup> CAA are yet to be implemented, most important in the context of Bangalore being the transfer of planning function to local governments and the setting up of MPC to coordinate the plan

outputs of the local governments. 'Confusion about the purpose and role of the MPC, lack of political interest and most importantly, the fear of the Development Authorities of losing power, once MPCs are set up, appear to be the main reasons for the failure to set them up'<sup>22</sup>. While the RMP 2015 focuses on innovation, flexibility and adaptability aspect of development controls, it is weak in terms of its enforcement. It does not address the issue of institutional (organization and staffing) and policy frameworks; a prerequisite to plan implementation, monitoring, evaluation and management. There is substantial degree of inconsistency in the acts and the policy tools as prescribed by the center and as adopted by the state and the RMP neither concerns itself with these inconsistencies, nor does it endeavour any corrective measures.

Another glaring gap has been in terms of the plan being unsuccessful in adopting the consultative / participative model in the plan evolution process. Following Government of Karnataka's approval of the Draft RMP 2015, in June 2005, participation from the general public was elicited through the public display of the Draft RMP 2015 at a venue central to the city. The BDA transcribed the public comments and suggestions for review. The State Government constituted an Expert Committee comprising of eminent planners and administrators across the country to review the public suggestions and comments. For the first time the BDA made an attempt to include the different stakeholders<sup>23</sup> (although only at the final stage of plan making and not at regular intervals through the process) for what may be termed as a somewhat meaningful public participation process.<sup>24</sup> Apart from the display of the study maps and the products thereof, the BDA also indeed, facilitated discussions and feedback from the different stakeholders by allowing the use of the venue and providing the necessary infrastructure etc. Though it may not be termed as a real consultation process as is mandated in the decentralization agenda, it can/ may be viewed as a positive step by the concerned public authority. The fact still remains that the plan making process lacked organized stakeholder views representation, despite the outsourcing, and the engaging of the private consortium.

This again, points towards a gap between the 74<sup>th</sup> CAA at the central level and the KTCPA Act 1961. It is worthwhile here, to note, the model Acts prepared for Maharashtra and Gujarat subsequent to the UDPFI guidelines and the Model Urban and Regional Development Law (Revised) August 1996 clearly mandate participation at different levels of the plan making process, while the state act of Karnataka still continues to prescribe a very centralized mode of plan preparation with most of the powers vested largely in the hands of the concerned public authority. As per the constitutional amendments, the plan prepared by the MPC (or the BDA in the absence of an MPC) should have been an amalgamation of the plans prepared by the various local governments i.e., the City Municipal Councils (CMC), the Town Municipal Council (TMC) and the Bangalore Mahanagara Palike (BMP), as per the policy framework laid out by the perspective plan<sup>25</sup>. The irony is that while the local Governments of the CMC's and the TMC's were never given an opportunity to prepare the plans for their respective areas, the existing capacities of the municipalities are extremely inadequate and grossly irrelevant for not just undertaking the plan making and implementation process but also for advancing the decentralization agenda as a whole. Building and creating local capacities is outlined as a pre-requisite for implementing and sustaining the decentralization program.

### ***Innovative Approaches and their Institutionalization***

Conflicts between innovative approaches introduced in the plan and prescriptions of the KTCP Act 1961 have also jeopardized the success of this process. The RMP introduced several new concepts one of them being the mixed land use concept. There has been much debate and deliberation on this new approach towards land use zoning. Critics allege that every zone prescribed in the RMP 2015 permits mixed land use, as a mere reflection of ground reality without attempting to control the impending chaos. Through the rationale of the

city as an ever-changing dynamic entity, the RMP however claims that growth needs to be channelized and not controlled. The implementation of this rationale is solely dependent on enforcement of the regulation. This in itself is a weak ground in the absence of the breaking up of the Master Plan into micro plans. The Final RMP 2015 has tailored the new zoning approach to adhere to the land use categories prescribed in the KTCPA, 1961. Instead, amending the KTCPA 1961 to address rapidly changing, fluid ground realities is imperative. Furthermore, in the absence of a consultative and the participatory approach, the consultants were not able to get the various public sector officials on board. Working in partnerships with the various departments could have facilitated addressing changes in the legal provisions.

Similarly, a significant contribution of the RMP 2015 is the introduction of a planning tool known as the Coordinated Planning Scheme<sup>26</sup> (CPS). The CPS tool is meant to provide this essential platform for coordination. As a minimum requirement, the CPS tool mandated that large parcels of land, in the city exceeding 15 acres must allow for public thoroughfare and city level open. . The design of the tool permits possibility of negotiations between the public and private forces, essential to facilitate a win-win situation, and ensuring accountability of all groups in the city. By virtue of not being legislated within the KTCP Act or the BDA Act, sanction processes for implementation of CPS was not initiated. On the contrary, the final ZR defines the CPS as “zones where the BDA intends to take up development under its own schemes through the regulations prescribed for commercial zones,” (RMP 2015, ZR). In the process not only is the opportunity lost to upgrade public infrastructure for the city, the intervention consolidated BDA’s role as a developer in conflict with its envisioned role as a planning body. In the decades preceding liberalization, policy at the regional level and the city level has been largely prepared based on rigid planning norms and practices, treating the city as a static entity. Changing global trends and the liberalized economic environment makes it imperative to revise such regulatory frameworks. The lack of awareness of current national and international planning and development paradigms coupled with the shortage of human resource to address and assess the demands of the growing population, increases the inability of government bodies to cater to the changing needs of the people.

### ***Lack of Adequate Capacities both Technical and Managerial***

While the plan process itself sought to address the lack of capacities within the BDA through a training and capacity building programme<sup>27</sup> (TCB), a second gap in the capacities of the government staff became apparent. This was the inability of the government as the client and the ‘owner’ of the plan to steer and guide the process of plan evolution as was envisaged. Right through the conception of the outsourcing process, to its execution and handing over to the BDA, this inability to steer the process was evident. What emerges imperative with the advent of decentralization, public private partnerships, privatization and liberalization, is the need for new regulatory and supervisory arrangements to ensure equitable and sustainable patterns of development

As far as the issue of technical capacities was concerned, the TCB programme conducted as part of the MSDI project aimed at transferring technical and process knowledge from the consultant to the planning body. Commenced in the latter half of the project, the TCB Programme had a limited impact, in terms of merely familiarising the staff with technical know-how – GIS Mapping techniques, planning principles and not a thorough knowledge of the same for implementation of the Plan. Frequent transfers, political interference and an overburdened BDA staff are some of the reasons for the partial success of the training and capacity building programme



#### **IV Directions for Streamlined Development**

What emerges imperative with the advent of decentralization, public private partnerships, privatization and liberalization, is the need for new regulatory and supervisory arrangements to ensure place specific, equitable and sustainable patterns of development. Additionally, governments enforcing these regulatory and supervisory arrangements need to be made aware of and capacitated to enforce these arrangements.

Various schemes initiated by the central government, such as the Urban Renewal Mission, promote frameworks for participatory planning, budgeting and implementation and monitoring and evaluation of plans. As a further interpretation of the bottom up approach promoted by the decentralization agenda, an 'urban self management approach' needs to be formulated involving formulation of plans based on strategies for implementation that are locally suited and realistic management techniques that emerge from the various representatives from interest groups at the micro-level. Based on 'Urban Self Management' approach, evolve policies for 'negotiative participatory planning' at the micro level, addressing the formal, informal, illegal groups and the diverse cultural landscape of Indian cities.

New paradigms for urban planning and a participatory approach that facilitates the urban self management approach needs to be necessarily accompanied by training and capacity building programmes in order to bring accountability.

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#### Endnotes:

<sup>1</sup> Prior to these reforms, the Indian Economic policy tended towards protectionism, with emphasis on import substitution industrialization (ISI), a strong state intervention in labor and financial markets, a large public sector, business regulation, and centralized planning.

<sup>2</sup> World Bank (1999) World Development Report, World Bank, Washington D.C

<sup>3</sup> Misuraca (2007) E- Governance in Africa – From theory to Action. A handbook on ICTs for Local Governance. Africa World Press Inc. Conceptually, decentralization refers to the role of and relationship between, national and sub-national institutions (Misuraca, 2007). However, this notion of decentralization has undergone substantial transition with various administrative set-ups modifying it to suit their needs. For the purpose of this paper the authors have adopted the definition forwarded by the Fifth African Governance Forum V which defines decentralization as a gradual process expected to enhance the opportunities for participation by placing more power and resources at a closer, more familiar, more easily influenced level of government.

<sup>4</sup> The 74<sup>th</sup> CAA has been operationalised through the Urban Development Plan Formulation and Implementation (UDPFI) Guidelines, evolved at the national level and to be incorporated at the state level in the respective state Town and Country Planning Acts. Most states in the country have not incorporated these, the state of Karnataka being no exception. These guidelines outline four interrelated plans and related planning processes; Perspective Plan a long-term (20 – 25 years) written document, providing the state governments' goals, policies, strategies and general programmes of the urban local authority regarding spatio-economic development of the area of jurisdiction. Development Plan, conceived within the framework of the approved Perspective Plan, is a mid term plan (generally five years), outlining comprehensively the socio-economic and spatial development details. Annual Plan (Implementation Plan), conceived within the framework of the Development Plan, is meant to contain the details of new and ongoing projects to be implemented by the concerned authority. Projects and schemes are detailed out within the approved Development

Plan, with all supporting infrastructure, and documents including the cost of development, source of finance etc

<sup>5</sup> The plan was outsourced as part of the Indo-French Protocol, a bilateral trade agreement between the government of India and government of France.

<sup>6</sup> India Population: 285 million; Census of India 2001

<sup>7</sup> Para-statals are semi-government organizations, companies or agencies owned or controlled wholly or partly by the government, which have their own governing boards

<sup>8</sup> K.C. Sivaramakrishnan “Metropolitan Governance”, June 2006

<sup>9</sup> Bangalore Metropolitan Region Development Authority – 2010, Draft Report, *Bangalore Metropolitan Region Revised Structure Plan 2031*

<sup>10</sup> BDA: Bangalore Development Authority, 1976, replaced the City Improvement Trust Board. The BDA is in charge of revising the Comprehensive Development Plan (CDP) every 10 years, per the Karnataka Town and Country Planning Act 1961. The CDP determines zoning, land use and transport proposals within the BDA limits.

<sup>11</sup> The entire city was divided into 47 Planning Districts the boundaries of which are based on ward boundaries of the Bangalore Mahanagara Palike and the ULBs, a progressive approach towards initiating coordinated implementation of the RMP 2015 at the micro-level.

<sup>12</sup> The team is required to include planning assistants, research assistants, planning draughtsmen with knowledge of CAD, CAM, GIS and other analytical software; data entry operators, investigators and such other persons.

<sup>13</sup> The AUDA [Ahmedabad Urban Development Authority] consists of approximately 50 urban planners, most of them hired on three year contract basis, a progressive system for dealing with lack of technical capacities. AUDA, 2004- 05.

<sup>14</sup> The Delhi Development Authority constituted a special cell, the Master Plan Delhi “(MPD), for the preparation of the Master Plan Delhi. The dedicated team comprised of surveyors, engineers, qualified urban planners and administrators.

<sup>15</sup> BMA: Bangalore Metropolitan Area, under the jurisdiction of the BDA, covers an area of 1306 Sq. Km.

<sup>16</sup> Bangalore Population: 1971: 1.6 million, 1991: 4.1 million, 2001: 5.6 million; Census of India

<sup>17</sup> See, KTCPAct 1961, Section 22.

<sup>18</sup> Janaagraha, a citizens participatory forum, initiated this amendment.

<sup>19</sup> The Right to Information Act 2005 mandates timely response to citizen requests for government information.

<sup>20</sup> Rajagopal, Champaka; Context, Vol. V, Issue 1, Spring/ Summer 2008.

<sup>21</sup> The growth and development of Bangalore is guided by a Structure Plan 2011 prepared for the region of the Bangalore Metropolitan Area, under the jurisdiction of the Bangalore Metropolitan Region Development Authority (BMRDA) the RMP 2015 for the BMA under the jurisdiction of the BDA and the City Development Plan for the Municipal area under the jurisdiction of the Municipal Corporation.

<sup>22</sup> K.C. Sivaramakrishnan, “Metropolitan Governance”, June 2006

<sup>23</sup> All ULBs, Govt. Departments, non- Govt. agencies and the citizens.

<sup>24</sup> All earlier attempts of the mandated public participation have always been a mere lip service with the BDA displaying the plan for public comments and suggestions in its own premises and publishing it in government gazette.

<sup>25</sup> The Bangalore Metropolitan Area comprises of the Bangalore city Corporation and 7 town and city municipal councils. Subsequently, these have been amalgamated to constitute what is today referred to as the Greater Bangalore Municipal Corporation.

<sup>26</sup> The CPS in essence is comparable to the Town Planning Scheme (TPS) as practiced successfully in the state of Gujarat and provided for in the Town and Country Planning Acts of Gujarat, Maharashtra, Punjab, Haryana and Karnataka.

<sup>27</sup> Conducted as a series of orientation sessions, the programme comprised of training sessions on the GIS application tool, urban planning concepts and paradigms demonstrated through international and domestic Study tours and field investigations in Bangalore, covering all sectors.

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