



Urban Governance and Master Plan of Bangalore City

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Abstract

Urban governance with its emphasis on stakeholder participation is often thought to be in conflict with the traditional urban planning which is technocratic and top down in its approach. For the development of urban areas, both these approaches have to work in close harmony and the core principles of urban governance like sustainability, subsidiarity, equity, efficiency, transparency, accountability, civic participation, etc. have to be incorporated in to the urban planning process. In this context the process of preparing the latest master plan for Bangalore city is examined with a view to highlighting the management realities and the engagement of stakeholders, conflict resolution process, policy making processes and innovative features of town planning which could facilitate urban development.



1. INTRODUCTION

Urban planning as a way for developing urban areas is a recent phenomenon because it developed only towards the end of the nineteenth century. With the spread of industrial revolution, more and more people started living in urban areas and today nearly half the human population live in cities (UNPFA, 2007). To tackle the problems brought about by rapid urbanization which began to happen in the beginning of last century, urban planning was increasingly adopted as a tool by countries all over the world. According to Fainstein (2005) planning developed from a critique of the industrial city and also from the desire to re-create cities according to well thought out and wholesome design principles with the ultimate aim of creating a just city. Urban planners during this period relied heavily on land use planning and zoning regulations. Zoning statutes and regulations were very common even in free market economies like the United States (Stull, 1974). But from the 1950s to the 1970s, urban planning was used by the governments in both developed and developing countries to deliver equitable and economically efficient development and in this context Master Plans were prepared to regulate city sprawl, ensure optimal use of land and efficient provision of infrastructure especially public modes of transport (Taylor, 2004). The urban land use planning models developed during this period were based on the assumption that the land use planner can collect all the relevant data regarding population growth, project the trends in industrial and residential location and so on and then rationally devise a land use policy in order to achieve predefined social optima (Pennington, 2004). According to Nechyaba and Walsh (2004) urban policy makers had to work in the “second best world” in which multiple distortions arising from market failures and failure of government

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policies occurred. Operating in the second best world made urban planning a very complex exercise. Urban planning was done in a technocratic, top-down manner using regulatory frameworks to control the use of land and the entire planning process was often expensive and time-consuming and the carefully prepared plans were rarely implemented in full and consequently the master plan approach, the dominant urban planning approach in this era, was considered a failure (Taylor, 2004, Narang and Reutersward, 2006). In India too master planning approach was commonly followed. According to the Town and Country Planning Organization, Government of India, Master Plans were prepared for more than 2,000 towns and cities in India but most of these plans have not been implemented fully and effectively (Ansari, 2004). Mater Plans were prepared after long delays mainly because of the lack of proper technological tools like the Geographical Information System (GIS) and these long delays caused the master plans to be more and more divergent from the realities and hence the implementation of the master plans were also adversely impacted. Thus, the master planning approach was not entirely successful and many consider it as a failure.

2. TRANSFORMATIONS: URBAN PLANNING AND GOVERNANCE

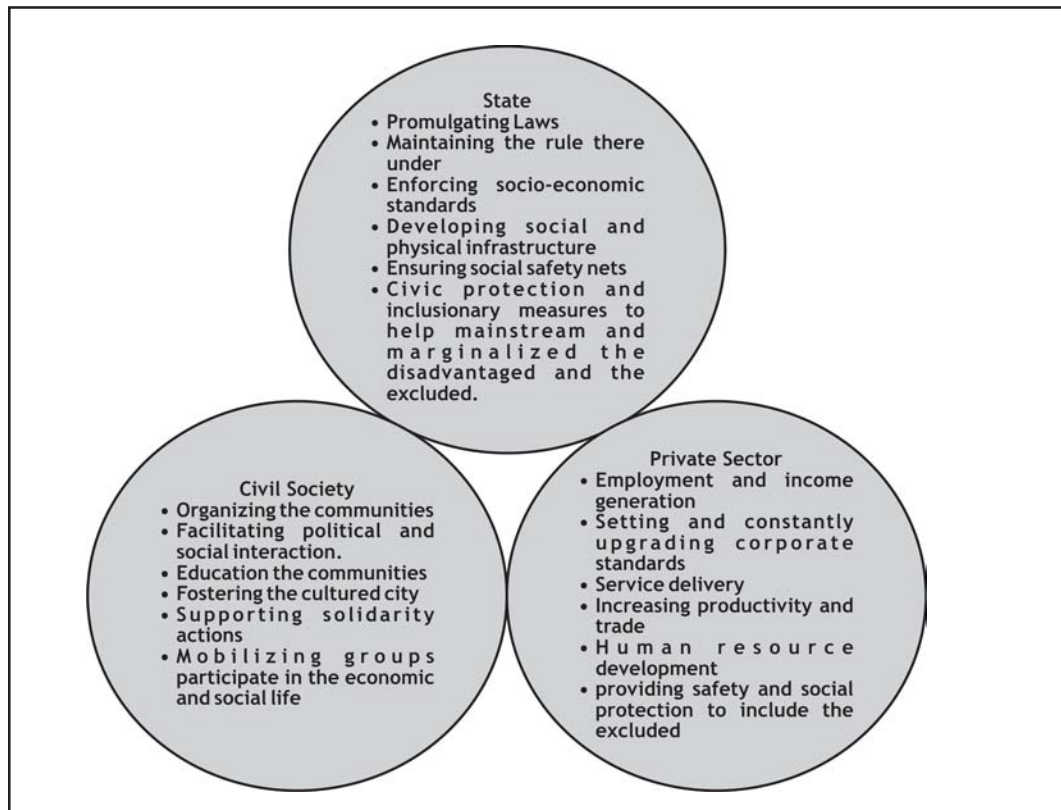
From 1970s onwards the discourse on urban development focused on the failure of the state's command and control approach and a market based approach was accepted as the reigning paradigm. In keeping with the then prevalent neo liberal paradigm, urban management and managerialism were increasingly resorted to for the management of urban areas. New institutional responses like city leadership, growth coalitions, urban entrepreneurialism, city marketing and market led urban regeneration; urban service deliveries have emerged during this period (Simpson and Chapman, 1999). But this new approach also failed to tackle the problems of urban areas as urban planning still followed the technocratic and top down approach of the earlier era and hence it lacked the participation and inclusion of all the stakeholders (Taylor, 2004).

As urban planning fell from grace, throughout the 1980s and the 1990s, the governments in the west adopted *laissez-faire* policy and market led approaches. But because of this policy the cities grew haphazardly, with private interest increasingly overriding public interest which made cities less sustainable, habitable and equitable and thus exacerbating the inequity and exclusion (Narang and Reutersward, 2006). This necessitated a new approach to urban development.

In 1990s, the paradigm was shifting to good governance which emphasized on participation and inclusion. Governance is defined by the UNDP as the exercise of political, economic and administrative authority in the management of a country's affairs at all levels. Governance comprises of the complex mechanisms and institutions through which citizens and groups articulate their needs and grievances, resolve mediate their differences and exercise their rights and get to understand their obligations. Good governance has many attributes. It is participatory, transparent and accountable. It is effective in making the best use of resources



Fig. 1 Actors Involved in Good Governance



Source: <http://www.unescap.org/huset/hangzhou/paper/model1.gif>

and is equitable and it promotes rule of law (UNDP, 1997). The three main actors involved in good governance are the State, the Civil Society and the Private Sector and good governance promotes highest possible constructive interaction among the three in order to minimize individual weaknesses and utilize the strengths optimally (UNESCAP, 2000). The State provides the foundation of justice, equity and peace, creating conducive political and legal environs for human progress. The Civil Society rests and functions on the foundation of liberty, equality, responsibility and self-expression. The Private Sector provides the foundations of economic growth and development (UNESCAP, 2000). These three elements carry out the responsibilities by performing multifarious tasks and the major ones are listed in the Fig. 1.

Within the overall governance paradigm, urban governance is defined by the United Nations Human Settlements Program (UN-HABITAT) as ‘the sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of the city. It is a continuing process through which conflicting or diverse interests may be accommodated and co-operative action can be taken. It includes formal institutions as well as informal arrangements and the social capital of citizens’ (UN-HABITAT, 2002: 14).



When the urban governance paradigm gained prominence, it was often thought that good governance is a substitute for planning, and urban planning may not have any significant role at all in the market-led economic development and if at all urban planning approach was still continued, there is need to ensure that urban planning with its technocratic and top-down approach and urban governance with its emphasis on participation of all stakeholders do not work at cross purposes (Narang and Reutersward, 2006). The new urban governance required not only tools like tax incentives and enforceable contracts for privatizing government functions, but also new processes to carry the tools into effect, including deliberation and dialogue for making policy and dispute resolution like negotiation, mediation, and voluntary monitoring for implementing and enforcing it (Bingham, 2006). In this context, urban planning can emerge as the integrative mechanism for ensuring urban governance by contributing to upstream identification of policy preferences to downstream enforcement (Bingham, 2006). According to Jennings (2004), community participation is now an integral component of ideas like “smart growth” and “New Urbanism” in the field of urban planning.

In the meantime, with the increasing focus on urban governance, the UN-HABITAT launched the Global Campaign on Urban Governance in 1999 to support “sustainable human settlements development in an urbanizing world”. The vision of the campaign was to realize the “Inclusive City,” a place where everyone, regardless of wealth, gender, age, race or religion, is enabled to participate productively and positively in the opportunities cities have to offer. Based on its own experience in working with cities, UN-HABITAT initiated a global debate by arguing that good urban governance is characterized by the principles of sustainability, subsidiarity and priority, equity, efficiency, transparency and accountability, civic engagement and citizenship, security, etc; and that these principles are interdependent and mutually reinforcing.

Urban planning was also undergoing a paradigm shift during this period. The Third Session of the World Urban Forum held at Vancouver Canada from June 19-23, 2006 focused on “Re-inventing Planning”. It focused on applying new models for sustainable urban development and agreed for a strong emphasis on planning as a tool for urban development and environmental management and also as a means of preventing future slum growth. This view was accepted not just by the government officials and urban planners themselves but also by the civil society groups who wanted planning to be more inclusive, transparent and ethical. The World Urban Forum stressed the important role of planners as agents of change and underlined the importance of sustainability as the backbone of new forms of planning. UN-HABITAT also accepted that urban planning can be a key tool in ensuring good urban governance and for this planning should no longer be about plans and instead it must increasingly be about people (Narang and Reutersward, 2006). In terms of development strategy, planning should be considered as a tool, its effectiveness dependent directly on the quality of the urban governance systems and good



governance and appropriate urban policy should almost automatically lead to good planning (Biau, 2004).

2.1 New Urban Planning

Urban planning is back in focus now. It is worth noting the phases in the evolution of approaches to urban planning at this stage. There have been four broad phases in the evolution of approaches to urban planning and management:

- Master planning,
- Strategic or area planning,
- Urban management and
- Urban governance (United Nations, 2002).

The emergence of new paradigms of governance called for reinvention of urban planning. New planning practices around the world have incorporated participatory approaches as it has come to be recognized that the expert- driven decision making processes of the past were quite unsuitable for effective planning. But the elements of new urban planning are not yet fully formed (Taylor, 2004). Master planning is still practiced with great success in a number of high economic growth countries, particularly in Asia, that have strong traditions and cultures of central control and the planning process is often accompanied by clear, simple visions and long term planning is backed by substantial government investment (Taylor, 2004). It was in this context that the World Planners Congress decided to reinvent urban planning with a new governance paradigm for managing human settlements and according to them “New Urban Planning is a means of setting where and how development happens. It is about planning by taking all sections of the stake community alone - not only governments, but also private sector organizations, voluntary agencies and civil society. New Urban Planning fosters voluntary participation and collaboration amongst all these actors. Planning that responds to and works with, not manages or directs, the initiatives of non-governmental actors, will produce better outcomes. This is a departure from the notion that planning is the impartial arbiter of public interest.” (Farmer et al, 2006). In other words, planning has to be made operational for public needs and interests. It is thus clear that a new approach to urban planning has emerged with the incorporation of the principles of urban governance.

3. URBAN PLANNING IN THE INDIAN CONTEXT

Evolution of urban planning in India in recent years was also similar to the development in other parts of the world. In the early days of independence the accepted paradigm was that India lives in villages and hence urban planning was not given much importance and the focus was mainly on the resettlement of the refugees from Pakistan and construction of a few new cities as capitals and industrial towns. But soon urbanization was progressing at a fast pace and India was expected to have the second largest urban system in the world. Urban economy became an important driver of economic growth in India and it also acted as the bridge between



the domestic economy and the global economy. So in India many States passed legislations to regulate the development of urban areas and used master plans as an important tool for guiding urban development from the sixties onwards. In the eighties the emphasis was on balanced urbanization and the national housing policy was formulated. In the nineties, it was realized that the role of the government was that of a facilitator in urban development and the emphasis was on developing urban infrastructure. The 74th Constitution Amendment enacted during this period was aimed at improving urban governance by empowering urban local bodies by delegating certain functions like urban planning to local bodies. It also aimed at giving voice to the citizens through the District Planning Committees (DPC) and Metropolitan Planning Committees (MPC). The Constitution of India also made it mandatory that not less than two thirds of the members of MPC shall be elected by elected members of the Municipalities and Chairpersons of the *Panchayats* in the Metropolitan area.

In the context of the changing environment and also in the wake of the criticism of the master plan approach in India, the Ministry of Urban Development held a national conference on the theme Alternatives to the Master Plan. This meeting concluded that the only alternative to the master plan is a *better* master plan. Most planning in urban areas in India now rely on master plans, zoning and land use policies for giving directions for urban growth. Apart from the constitution amendments making planning mandatory, central government attempted to streamline planning in selected urban areas through the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) which was launched on 3 December 2005, for achieving integrated and planned development of cities in a focused manner. This mission provides financial and other support for the urban renewal projects in selected cities but emphasize on the preparation of City Development Plan (CDP) in close association with the peri-urban local bodies including the municipalities, urban *panchayats* as well as village *panchayats* within the influence region of the core cities. City Development Plans are required to take into account contents of the statutory master plans also. Ideally when the master plans are prepared after the preparation of the city development plans, they should take into account all the relevant city development plans. At present, the Master Plans prepared under the Town and Country Planning Acts and the City Development Plans envisaged under JNNURM stand on two independent pedestals with no direct relevance to each other. However, the city development plans under JNNURM do not have a statutory backing. The Town Planning Act which authorizes the preparation of master plans does not require extensive consultation with stakeholders and they contain only a provision for publication of plans for public comments. The urban planning is an information intensive activity and the main role of the institutional stakeholders is to supply the relevant information sought by planning authorities but they do not actively participate in the planning process. As such there is no platform for public consultation envisaged in the Town Planning Acts which we argue, is not in line with the spirit of urban governance. But it is possible to prepare a master plan in the spirit of urban governance and ensuring stakeholder participation if innovative



steps are taken in the preparation stage itself by the local planning authorities who are authorized under the Town Planning Acts to make master plans. Recently the Master Plan for Bangalore city was prepared and published. How public and stakeholder consultation was done in the case of Bangalore Master Plan is discussed below. We will also examine the incorporation of the various principles of urban governance in this master plan.

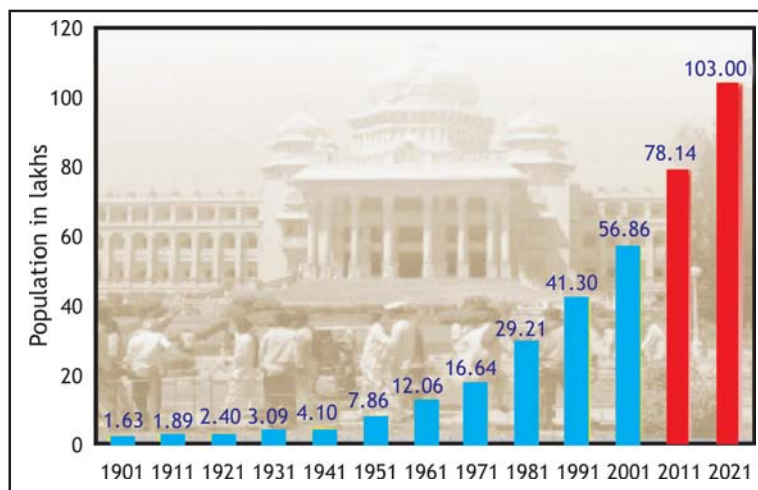
4. MASTER PLAN FOR BANGALORE

It is in the context of increasing emphasis on urban governance and stakeholder participation that the Master Plan-2015 for Bangalore city was published in June 2007. The Bangalore Development Authority (BDA) is the local planning authority entrusted with the task of preparing the Master Plan (MP) for Bangalore city and its environs as per the Karnataka Town and Country Planning Act, 1961 (KTCP Act, 1961). The KTCP Act requires that the MP be revised at least once in every 10 years. Consequently, the BDA's mandate was to revise the Revised Master Plan (1995), earlier called the Revised Comprehensive Development Plan of 1995. The Master Plan - 2015 covers a Local Planning Area of 1307 sq km and consists of 387 villages, 7 City Municipal Councils (CMCs) and 1 Town Municipal Council (TMC). The Master Plan of Bangalore serves as the foundation for developing strategic plans and local area plans, and finally, for designing neighborhoods. Objectives of the new land use zones and zonal regulations contained in the master plan were to safeguard public interest, strengthen and respond to the Bangalore city's complexity by being anticipatory and readily responsive, make realistic regulations, create flexible land use zones and above all facilitate implementation.

Bangalore city, the capital of Karnataka is one of the fastest growing cities in India with a population growth of 3.25 percent per annum and it is expected that the city's population will touch 10 million by 2021.

The growth trend in city's population is shown in the Fig. 2. The phenomenal growth of the city was spurred by the governmental agencies and public sector industries to begin with and later on it was led by the booming IT sector. Bangalore city has a salubrious climate, a high quality of life, a cosmopolitan ambience and social diversity and the city is often called "IT Hub of Asia" and also "Silicon Valley of India." Bangalore is now competing with other Indian cities (like Hyderabad and Chennai) as well as Asian cities (like Manila

Fig. 2 Growth Trends in Bangalore City



Source: BDA-2005



and Kuala Lumpur) to attract and generate domestic and international activities and investments and to make the city more competitive, it has to ensure a high level of “urban efficiency”. The preparation of the master plan offered an opportunity to do so. For achieving higher efficiency, the master plan should proceed from an understanding of the current spatial issues and infrastructure requirements along with a credible anticipation of the various social and economic needs and requirements of the multi-dimensional Bangalore society.

Table 1 Major Landmarks in the Planned Development of Bangalore City

1952	- Bangalore Development Committee founded
1961	- Karnataka Town and Country Planning (KTCP) Act enacted
1963	- Outline Development Plan (ODP) submitted to Govt.
1965	- KTCP Act enforced
1972	- ODB approved and adopted under the KTCP Act 1961
1976	- BDA constituted
1984	- 1st CDP for 1985 approved
1995	- 2nd CDP for 2005 approved
2005	- 3rd CDP for 2015 prepared

Source: BDA

Bangalore city has a planning history spanning more than fifty years. The first step towards planning for development of Bangalore city was initiated with the Outline Development Plan prepared by the Bangalore Development Committee in 1952. The city’s planning got statutory backing in 1961 when KTCP Act, 1961 was enacted. The history of planned development in Bangalore is highlighted in Table 1. The Bangalore Development Authority (BDA) is entrusted with the task of preparing a Comprehensive Development Plan (CDP) as per the KTCP Act.

4.1 Master Plan Preparation

Revision of the master plan for the city of Bangalore began in the year 2003 in partnership with the community through consultation and participation. After

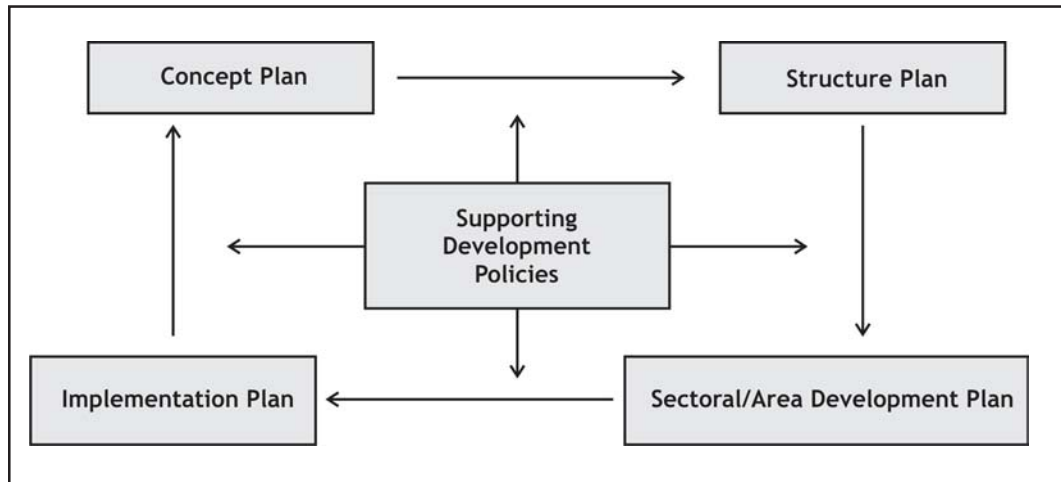
Table 2. Time Line for Preparation of the Revised Master Plan

• June 2003 -	The master plan exercise commenced
• June - December 2003	Land use surveys
• December 2003 - June 2005	Consultation process with key stake holders
• January 2004 - June 2005	Master Plan preparation - Vision Formulation - Zoning strategy - Zoning Regulations formulation - Land use Regulations formulation
• June 2005	Draft Master Plan released to public
• November 2005	Advisory Committee to consider the responses from the public
• December 2005	Announcement of JNNURM
• March 2006	Commencement of CDP exercise under JNNURM
• April 2006- June 2006	Consultations for preparation of CDP
• June 2006- December 2006	Preparation of CDP

Source: BDA (2007)



Fig.3 Approach for Urban Development

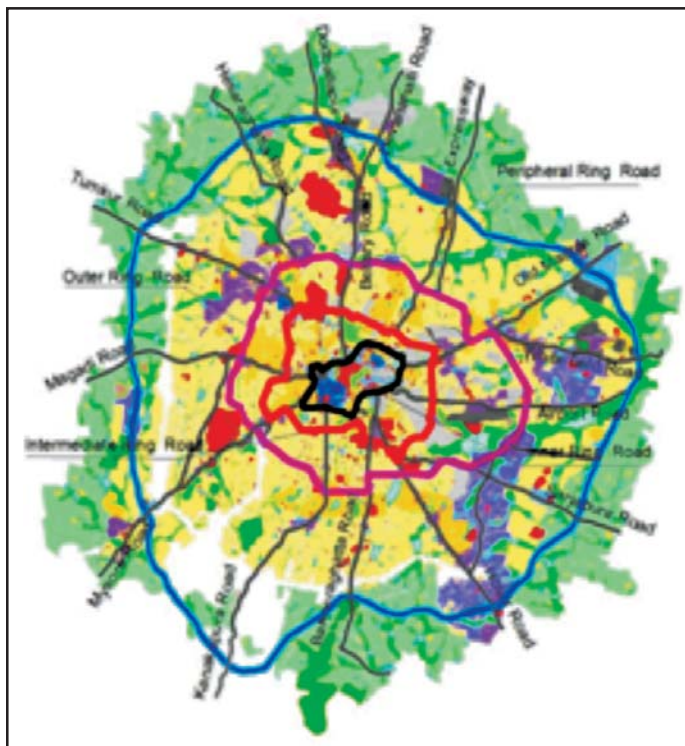


extensive consultations, the revised master plan was published in June 2007. The brief time line for the preparation of master plan can be seen in the Table 2.

The master plan aimed at compact, balanced and equitable and even urban growth for Bangalore city. The directive principles followed in the master plan were to ensure economic efficiency and social equity and to promote and protect the natural

endowments and historical heritage of the city. The conceptual plan followed by the BDA in preparing the master plan can be seen in the Fig.3 and the road connectivity of Bangalore city can be seen in the Fig. 4.

Fig. 4 Bangalore: Road Connectivity



For successful preparation of a master plan, updated information about the city's land use and other features was very essential and for this the BDA obtained technical support in GIS platform from a consultancy firm under the Indo-French Protocol. This was the first time such technical inputs were used for preparing the Master Plan for Bangalore. The unique feature of this exercise was that a Geo-Referenced Comprehensive Land Information System was built in for the entire planning area. Information like land use, population, etc; down to the parcel level (individual survey number) was incorporated into the information system.

Modern tools like aerial photography were used to map all the ground details to prepare the scientific base map. Quick Bird Satellite images were used for incorporating the latest changes so that planning was based on the latest updated information. In order to further fine tune the information base, satellite images were used for feature extraction which was also validated by ground truth verification. A sample satellite imagery used in planning can be seen in the Fig. 5.

Fig. 5 Sample Satellite Imagery



Bangalore city had a comprehensive city indicator program called the BCIP which was intended to provide people with access to the city managers and to involve them in all stages of policy cycle, to promote transparency in procedures and to provide people with access to information. BCIP provided an analytical framework and strategy to integrate the various indicators with city planning, monitoring, development and management activities and helped to prepare indicators-based planning models which were used in the preparation of the master plan for Bangalore. The timeline for the preparation of the master plan is included in the Table 2.

4.2 Stakeholders' Analysis

The master plan preparation has to be done with active and meaningful participation of all stakeholders and hence it is necessary to identify them. Citizens are the most important stakeholders. The master plan exercise is primarily to increase their welfare. But citizens are a very disparate group with limited interest, ability and opportunities for participation and Civil societies, Community Based Organizations (CBO's), Non-Governmental Organizations (NGO's) are the channels through which the citizens voice can be channelized and hence they play an active and important role in the participatory approach to planning. BDA is also a key stakeholder as it is the agency which prepares the master plan and has a major role in its implementation. Bangalore Metropolitan Regional Development Authority (BMRDA) is the statutory body entrusted with the preparation of structure plan for the Bangalore Metropolitan Region and the master plan for Bangalore has to be prepared within the framework of the structure plan. Bruhut Bangalore Mahanagara Palike (BBMP) is one of the biggest stakeholders as it is responsible for the implementation of a major part of the MP and is also responsible for formulation of



CDP under JNNURM. Bangalore Electricity Supply Company (BESCOM), Bangalore Metropolitan Land Transport Authority (BMLTA), Bangalore Metropolitan Transport Corporation (BMTCL), Bangalore Water Supply and Sewage Board (BWSSB), Central Public Health and Environmental Engineering Organization (CPHEEO), Karnataka Power Transmission Corporation Limited (KTPCL), Karnataka State Road Transport Corporation (KSRTC), Bangalore Metro, South Western Railway, Bharat Sanchar Nigam Limited (BSNL) are also key stakeholders who provide the necessary infrastructure and utilities in Bangalore. Karnataka Housing Board (KHB), Karnataka Slum Clearance Board (KSCB) and Karnataka State Pollution Control Board (KSPCB) are the government agencies involved in various aspects of urban management in the city of Bangalore. A number of private bodies are involved in the various aspects of the urban development of Bangalore city especially in the infrastructure and housing sectors and they play a vital role in the economic growth of the city. The vibrant private sector also forms an important stakeholder in the city's development.

4.3 Stakeholder Participation

Ensuring stakeholder participation is an important aspect of urban governance. The stakeholders mentioned above have all participated in the master plan preparation at various stages. In the early stages of the master plan exercise itself consultations were made with the stakeholders and it was agreed upon by all of them that the long-term strategic vision for Bangalore city is to become a truly international city and the master plan was meant to be a major tool for achieving this vision. The draft master plan was prepared by the BDA in consultation with the various stakeholders including the infrastructure and utility providers for incorporating their requirements and was sent for approval of the state government. After getting the state government's approval, the draft master plan was made available to the public seeking their views and objections. When the draft master plan was published in June 2005, wide publicity was given and copies of the plan were made available on all important places in addition to being sold to the interested parties. The BDA widely advertised: "We are eagerly looking forward to your reaction with a view to ensure maximum participation of the stakeholders". This was an earnest attempt by the BDA to take into account the views of the citizens and other stakeholders. The BDA conducted an exhibition "The Bangalore Master Plan 2015 exhibition" at an important Auditorium Hall, the "YAVANIKA," in the heart of the city from 27th June to 26th August 2005 between 10 AM to 5 PM on all working days. Presentations were made on all days to facilitate understanding of the proposals by the key stakeholders. This attracted widespread attention of the citizens and other interest groups which resulted in about 6,600 suggestions from the public. Civil Society organizations like *Janagraha* (NGO) helped in formulating the voices of the citizens and submitted their responses to the draft master plan. Though most of the suggestions were related to individual issues, there were also many important policy suggestions of a general nature from the public. One of them was regarding the all round development of the city because it was felt that in the draft master plan the western and southern parts of the city were not given sufficient attention. This observation was taken in the right spirit by the planning



authority and suitable measures were incorporated in the revised master plan. For example an area of about 1000 acres was set apart in the revised master plan as the hi tech zone in the western part of the city keeping in view the work home concept and thereby seeking to reduce movement from western parts of the city to the eastern parts for employment purposes. Another important policy suggestion was regarding allowing some ancillary uses in the basements of buildings in view of the need for efficient use of the scarce land resources and accordingly certain uses like gymnasium, home theatre etc have been permitted in the revised master plan. An advisory committee was constituted by the state government under the chairmanship of a civil servant to look into the suggestions received from the public in response to the publication of the draft master plan. The MP was finalized by BDA after taking into consideration the recommendations of the advisory committee. We can conclude that the BDA's efforts to ensure participation of all the stakeholders in the preparation of the master plan were largely successful and this was keeping in line with the spirit of participatory urban governance.

4.4 Incorporation of the Principle of Sustainability

Sustainability is an important part of urban governance paradigm. It means that cities must balance the social, economic and environmental needs of the present and the future generations. Keeping in view this ideal the master plan of Bangalore has made provisions for incentivizing environment friendly activities like rain water harvesting, solar heating and lighting and tree planting. The master plan attempts to conserve water, power and other resources also addresses the issue of global warming. Provision of rain water harvesting has been made mandatory for all plots which are more than 240 square meters in extent. To incentivize compliance with these provisions, a rebate of five percent on the property tax is offered for residential properties and a rebate of two percent for non residential buildings for the first 5 years, if rain water harvesting is made as an integral part of the building constructed. In the MP, solar lighting and solar water heating is recommended for all new development/constructions. If the solar lighting and solar water heating is adopted, then refundable security deposit on fulfilling the conditions will be returned along with two percent interest. This is also a sound measure to incentivize compliance with the provisions of the master plan. As per the MP, planting of minimum one tree is mandatory for a site measuring more than 2400 sq ft and minimum of two trees are required to be planted for a site measuring more than 4000 sq ft. The concerned authorities have been empowered to ensure that the trees are planted before the approval of building plan is granted and the property tax will be assessed by the authorities only after confirming the existence of trees. The trees are required to be planted only in the rear set back area.

The master plan lays special emphasis on the protection and upgradation of the numerous lakes in Bangalore city and tries to promote recreational activities. The MP provides for Protected Land Zone which includes lakes, valleys, tanks and national parks and forests to preserve natural areas and also introduced a Heritage Zone to



protect and conserve natural heritage. The plan gives special emphasis on increased green cover and preservation of historical and cultural heritage by earmarking areas for green areas, protected land, restricted development land and agricultural land zones.

The slum population of Bangalore is about 10 percent, but the employment opportunities and incomes are growing because of the booming economy. The master plan gives special focus on poverty alleviation by planning for the networking of the five hundred odd slums, creating a database, ensuring tenure security, knowledge sharing and capacity building through livelihood development centres in collaboration with the KSCB. The MP also attempts to integrate urban poverty reduction strategies under the JNNURM into local development planning. The MP tries to ensure financial viability by promoting economic activity through the participation of all the citizens in the economic life of the city.

5. SUBSIDIARITY AND THE MASTER PLAN

Subsidiarity too is an important aspect of the urban governance. Responsibility for service provision is proposed to be allocated on the basis of the principle of subsidiarity, that is, at the closest appropriate level consistent with efficient and cost-effective delivery of services. Subsidiarity is a device for geographical decentralization of urban services. This is expected to maximize the potential for inclusion of the citizenry in the process of urban governance. In this context the master plan has reduced the cases where approvals and no objection certificates are to be given and also promotes decentralized cooperation especially at the grass root levels. For ensuring compliance of the safety norms with regard to fires and earthquakes, the new master plan authorizes the supervising architects and engineers to certify compliance by way of filing an affidavit and this step is expected to reduce the bottlenecks and improve subsidiarity. The resident's associations have also been empowered under the master plan for developing and maintaining parks and open spaces, which was hitherto done only by the municipal or other government agencies.

5.1 Equity

Equity of access to decision making processes and the basic necessities of urban life is one of the important criteria of urban governance. The principle of equity necessitates sharing of power which in turn leads to equity in the access to and use of resources. Though gender budgeting or gender disaggregated data have not been particularly collected in the preparation of the master plan, no bias against any group including women has been shown in the master plan preparation. The master plan proposes provision of night shelters for the homeless women and other disadvantaged sections of society. The plan also gives importance to the support of informal sector by allowing a higher degree of mixed land use. The master plan adopts equitable principles for prioritizing infrastructure development and pricing urban services to the weaker sections of citizens including provision of housing for



the economically weaker sections of society. The MP also tries to create a fair, credible and definite regulatory framework with regard to the zoning and land use regulations and this step is bound to increase equity in the development of Bangalore city. The master plan has also incorporated principles contained in the national policy on urban street vendors and made provisions for their requirements with a view to enhance equity in the development of Bangalore city.

5.2 Efficiency

Efficiency in the delivery of public services and promotion of local economic development is one of the most important aims of urban governance. The master plan seeks to facilitate financially sound and cost-effective management, administration and delivery of services. In the provisioning of these services, based on comparative advantage, the master plan envisions the government, the private sector and the communities to contribute formally and informally.

The master plan particularly facilitates delivery and regulation of public services through partnerships with the private and civil society groups. It adopts equitable user-to-pay principles for various services and approvals. The master plan also has innovative means of delivering public goods and services through management contracts and public private partnerships to promote integrated, inter-sectoral planning and management of the city's development. The plan gives special emphasis on a fair and definite legal and regulatory framework that encourages commerce and investment, minimizes transaction costs, and legitimizes the contributions of the informal sector and also adopts enabling provisions for the delivery of public services with a view to maximize the contributions of all sectors of society to urban economic development and also attempts to encourage voluntarism in the development of Bangalore city.

Bangalore city is having severe shortage of parking space and parking problems are acute and increasing especially in the developed areas of the city. The master plan proposes to increase the parking facility through private sector participation by permitting multilevel car parking as an independent use without any restriction on the floor area ratio (FAR). In case, additional car parking is provided as part of a parking complex or parking lot in excess of required car parking, such area is also exempt from the calculation of FAR and this step is expected to augment the commercial supply of parking facilities as there would arise attractive incentives for parking service providers. A large number of high density developments like *kalyanamantapams* (community hall), multiplexes, star hotels, etc; are coming up in Bangalore city without any restrictions on the minimum plot area on which they are located or the minimum road width they had access to because the earlier master plan did not specify these requirements and this created inefficiencies and traffic congestions near incorporated. In the revised master plan, specifications have been prescribed in terms of the plot area and minimum road width for large uses like *kalayanmantapams*, multiplexes, etc; keeping in view the traffic that would be attracted and generated by them.



In the revised master plan, the provision of setbacks has been rationalized by specifying it in many cases especially for smaller plots, as a proportion of the width and depth of the plot respectively in place of the unscientific slab system used earlier. The earlier system was susceptible to noncompliance as the specifications were not rational because even a marginal increase in plot size could lead to substantial increase in the requirement of set backs, if the plot size was near the slabs prescribed. But the master plan has removed this anomaly by removing the slab system and hence it incentivizes better compliance and more efficient use of the resources. A comparison of the earlier slab system and the revised percentage system can be seen in the Table 3.

Table 3 Setbacks for Building Height up to 11.5 m and Plot Size of up to 4000 sq. m

Width / Depth of site (m)	Width of site		Depth of site	
	Right side	Left side	Front side	Rear side
Up to 6.0	1.0 m	0	1.0 m	0
Above 6.0 up to 9.0	1.0 m on all sides			
Above 9.0 m	8%	8%	12%	8%

Source: BDA (2007)

Table 4 Comparison of RCDP - 1995 and RMP -2015

<u>Earlier Master Plan - 1995 RCDP</u>	<u>Current Master Plan - RMP 2015</u>
For a 30x40 plot - Front setback is - 4'11"	12% of depth- ie the set back is -4'9"
For 30x42 plot - Front setback - 9'10"	12% of depth- ie the set back is -5'0"

Note: For example for 30'0" x 42'0" plot the front set back as per the earlier slab system was 9'10" whereas the front set back as per the new master plan is only 5'0" and hence there is more economic and efficient use of land.

The core areas and other old areas of the city have become highly overcrowded due to over concentration of activities, traffic congestion, inadequate parking space, insufficient infrastructure, etc. The traditional approach was for the government or the civic bodies to acquire land and invest huge funds in redevelopment of these areas. But this approach was not successful because of the legal and other complications in land acquisition, inadequate availability of funding, etc. A need was felt to bring the redevelopment of these areas out of the exclusive realm of the government and civic bodies and to encourage private participation. The MP has adopted many innovative steps in this direction. In order to incentivize private participation in redevelopment in old and core areas, more FAR is permissible for redevelopment activities in such areas. As an additional method of incentivizing redevelopment, additional FAR (0.25-0.5 depending on the size of the plot) is also permissible in these areas if the plots are amalgamated and reconstituted especially if the small sized plots are consolidated. The MP also introduced the new concept of transfer of developmental rights. When an area within the local planning area is required for a public purpose (road, widening of road, parks, etc.) the owner of



the land can surrender it free of cost to the public authority and the planning authority will permit development rights in the form of additional floor area equal to one and half times the area so surrendered. The development rights so permitted may be utilized either at the remaining portion of the plot after surrender or any where in the local planning area, either by himself or by transfer to any other person. The developmental rights can even be traded and this is an attempt to use the market efficiency for facilitating redevelopment. The trading or transfer of development rights is an innovative feature of this master plan and is proposed to be used as a tool not only in redevelopment but in other areas also. These innovative steps are expected to lead to more efficient use of the land resources. With a view to encourage redevelopment schemes taken up by KSCB/BDA/BBMP/KHB, such schemes are allowed in all the land uses except in the case of parks and open spaces and also public and semipublic uses. Incentives have been given for such schemes by way of increased plot coverage and by allowing more FAR also.

Provision of utilities like bus bays, electrical substations, etc; are often done in an inefficient manner because of the lack of adequate provision of earmarked space for them. In order to alleviate such problems the master plan makes it mandatory for large scale developments to earmark specific areas for such utilities. With a view to give impetus to economic growth and to retain the vibrancy and dynamism of the urban form for a city like Bangalore, the master plan introduced the concept of 'Integrated Township' with minimum forty hectares of land having access from a road of minimum 18 meters width. For ensuring efficient development of the city it is necessary that the developments are undertaken as per the provisions of the master plan. Although there are penal provisions to ensure compliance, the present master plan adopted an innovative approach of incentivizing compliance by refunding the security deposit with interest if there are no deviations whereas earlier the security deposits did not earn any interest.

For efficient urban development it is necessary that the full developmental potential of its resources is made use of. The master plan specifically authorizes the construction of upper floors in existing buildings subject to prescribed norms. Bangalore metro is seen as a major step for the efficient handling of the city's transportation problems. It is necessary that the developments of the city are directed to take place along the metro line to make full and efficient use of its potential. The MP seeks to incentivize the developments along the metro line by giving a higher FAR of 4 for developments around the metro terminals. Similarly construction of bus terminals is an area where there is ample scope for private public partnerships. To incentivize the development of bus terminals and also areas around such terminals, a higher FAR as applicable for commercial development, has been provided in the MP with a view to optimally use the transportation network. The number of no objection certificates required for any development is reduced and the master plan proposed for introduction of single window clearance with a



view to increase the efficiency in sanctioning the development.

5.3 Transparency and Accountability

Transparency and Accountability are fundamental requirements of good governance and are essential to facilitate understanding of the planning provisions and also to help those who are benefiting from decisions and actions of the government and other agencies by ensuring wide dissemination of the relevant information. Though the master plan is a technical document prepared by experts, efforts have been made to make the revised master plan easily intelligible for the citizens. For example in the revised master plan the land uses are denoted by easily understandable codes like C for commercial, R for residential. The master plan seeks to apply the regulations in a transparent and well defined manner. The master plan emphasizes on the need for Information, Education and Communication (IEC) programs as a vehicle for building capacity of the community for active participation in the planning process. The master plan aims to remove administrative and procedural opacities leading to corruption by simplifying regulations and also to reduce administrative discretion in the sanction processing by liberalizing many restrictive provisions especially in regard to land use. The GIS platform developed during the preparation of the master plan can be regularly updated to keep it current with regard to the developments which have been sanctioned. This database can be shared with all the stakeholders. In order to promote the public's right of access to city information the master plan and related documents are available on the internet and this step will not only provide information but also create a level playing field for potential investors.

6. CONCLUSIONS

Bangalore Master Plan is being prepared under the provisions of the KTCP Act which was enacted in the 1960s and the act does not have the provisions for enabling comprehensive citizen participation during the preparation of the plan. Yet the recent master plan of Bangalore has attempted to incorporate the principles of urban governance within the existing legal provisions. Form and manner in which public and stakeholder participation can be made more meaningful requires further exploration. We feel that a Community Participation Law which will prescribe the manner of such participation is the needed. Similarly the Metropolitan Planning Committee as envisaged in the 74th Constitution Amendment also needs to be enforced for ensuring participation of the stakeholders. Bangalore being the IT capital of India can take the lead in facilitating urban governance and participation by harnessing the technological capabilities of the city.

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