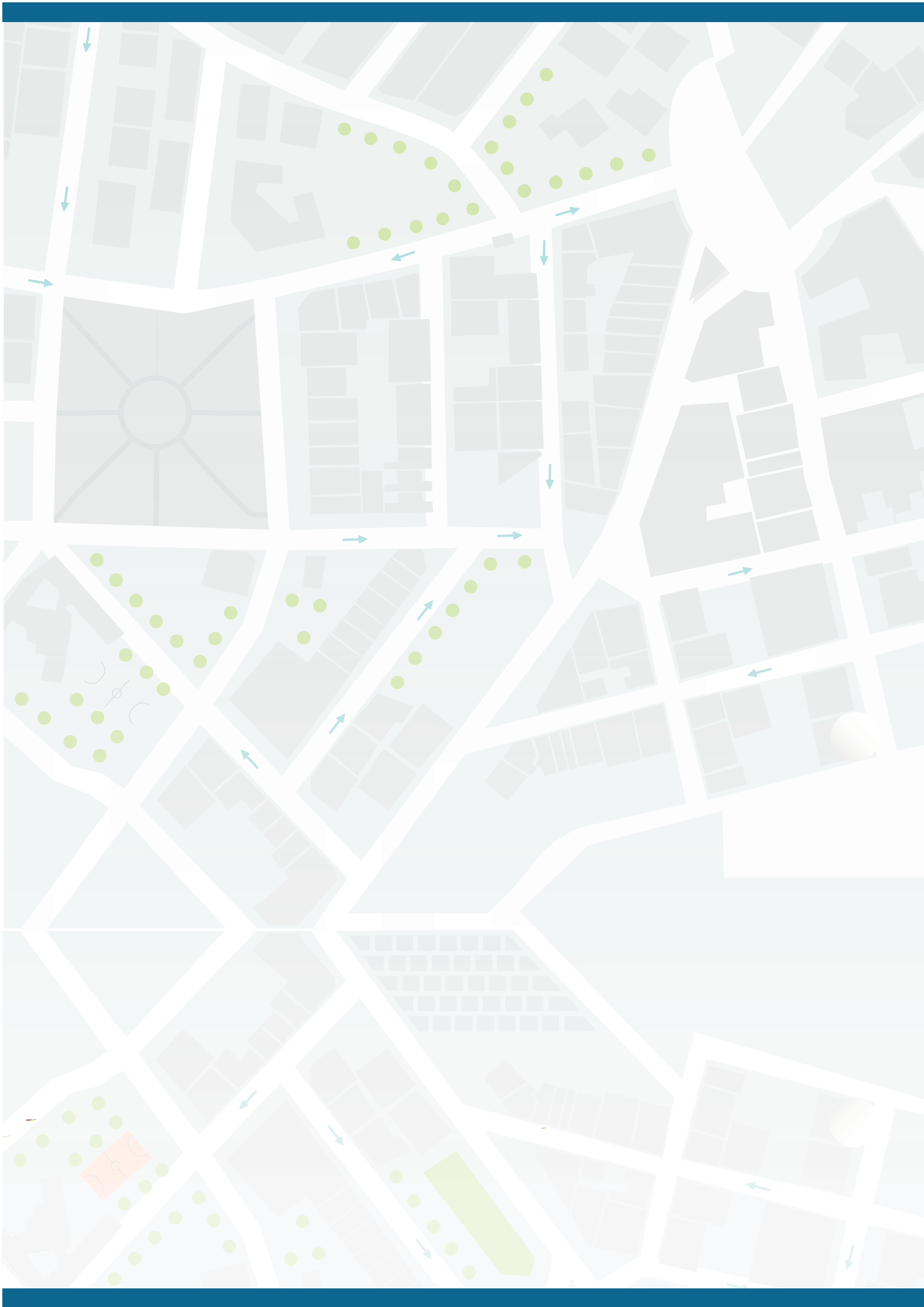


BENGALURU BLUEPRINT

JANUARY 2017

VOLUME 1







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The Bengaluru Blueprint initiative was championed by Mr N. R. Narayana Murthy, Founder-Infosys Limited and coordinated by Janaagraha Centre for Citizenship and Democracy (Janaagraha) and Jana Urban Space Foundation (JUSP). Bain and Company, one of the world's leading consulting firms supported this initiative.

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Foreword


Why are Indian cities unable to offer a quality of life to their citizens comparable to their global peers? Is it due to lack of financial or human resources or are we missing something more?

All leading global cities have a plan which clearly describes where they are at present and where they see themselves 20 to 30 years ahead. Such a blueprint not only encompasses a vision for the city decades into the future, but critically also specifies how the vision will be achieved. Global cities have annual, monthly and even daily operational metrics that cover the services they render to their citizens with transparent service-level targets. They put out regular progress reports in the public domain with details of the risks to the execution of their plans as well as mitigation strategies.

Indian cities, in contrast, have been grappling with the same quality of life challenges for decades. We are yet to recognise that these challenges are too deep and systemic to be fixed through tactical stabs. India's pace of urbanisation is so rapid that, if it is not managed now, it will quickly overwhelm us. It is no accident that in Janaagraha's Annual Survey of India's City-Systems (ASICS), the cities of London and New York score over 9 out of 10, whereas Mumbai scores a paltry 4.2.

ASICS is a governance diagnostic for the 21 largest cities in India. "City-Systems" refers to laws, policies, rules and regulations, institutional frameworks and accountability mechanisms that drive the quality of life we experience daily. City-Systems are interconnected and interdependent and emphasize the systemic nature of our cities, their challenges and solutions. The diagnostic is telling: It clearly shows that Indian cities can address quality gaps only when they work towards a clear and transparent set of goals, with specific outcomes delivered within a defined timeline.

Take Bengaluru. It is one of the fastest growing cities in India today; a hub for IT services, biotechnology and textiles; and a sought-after destination for start-ups and e-commerce ventures. Though ahead of the pack in competitiveness, it risks losing out to other Indian or global cities because of unmanaged urbanisation.



Bengaluru needs to ask two questions to itself if it wants to triumph over its challenges and transform itself while retaining its edge: What is the city's strategy for transformation? What does a 5-year or 10-year blueprint look like for enabling such a transformation? Unfortunately, we have never raised these questions. Perhaps we as citizens are so deluged with problems that quick fixes become acceptable. Or, we very likely don't know whom to hold accountable since the city has a myriad institutions with splintered mandates.

The genesis of the Bengaluru Blueprint (the Blueprint) stems from a recognition of this reality. The Blueprint envisages creating roadmaps for measurable annual milestones and assigning clear ownership for each sector and theme so that projects and reforms are implemented with timelines. We believe that a shared vision for Bengaluru, anchored to quantitative goals and providing clear accountability for execution, can improve the quality of life in this city.

Bain & Company, India partnered with us on this initiative in support of the belief that real change to a city's quality of life required a fundamental shift in how its problems are approached. The idea was to use a collaborative approach where we heard from different stakeholders in Bengaluru on key issues. The Bengaluru Blueprint is, thus, both a stepping stone and a roadmap. It incorporates the framework of a collective approach for the city to plan and resolve its issues. It represents a joint effort by the citizens of Bengaluru to solve the city's problems at the core.

There have been many commendable efforts in the past to provide solutions. Our aim, however, is different: to provide a framework and a process that brings out solutions that are fitted to ensure results. This Blueprint, we believe, will enable the city leadership to move from well-intentioned (but often ambiguous and unrealistic) goals lacking action plans to a transparent, systematic and detailed approach for setting and achieving quality of life outcomes.

We would like to acknowledge the contributions of several institutions and eminent citizens of Bengaluru who generously invested their time in this exercise.

N. R. NARAYANA MURTHY
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**SWATI RAMANATHAN
& RAMESH RAMANATHAN**
Founders - Jana Group

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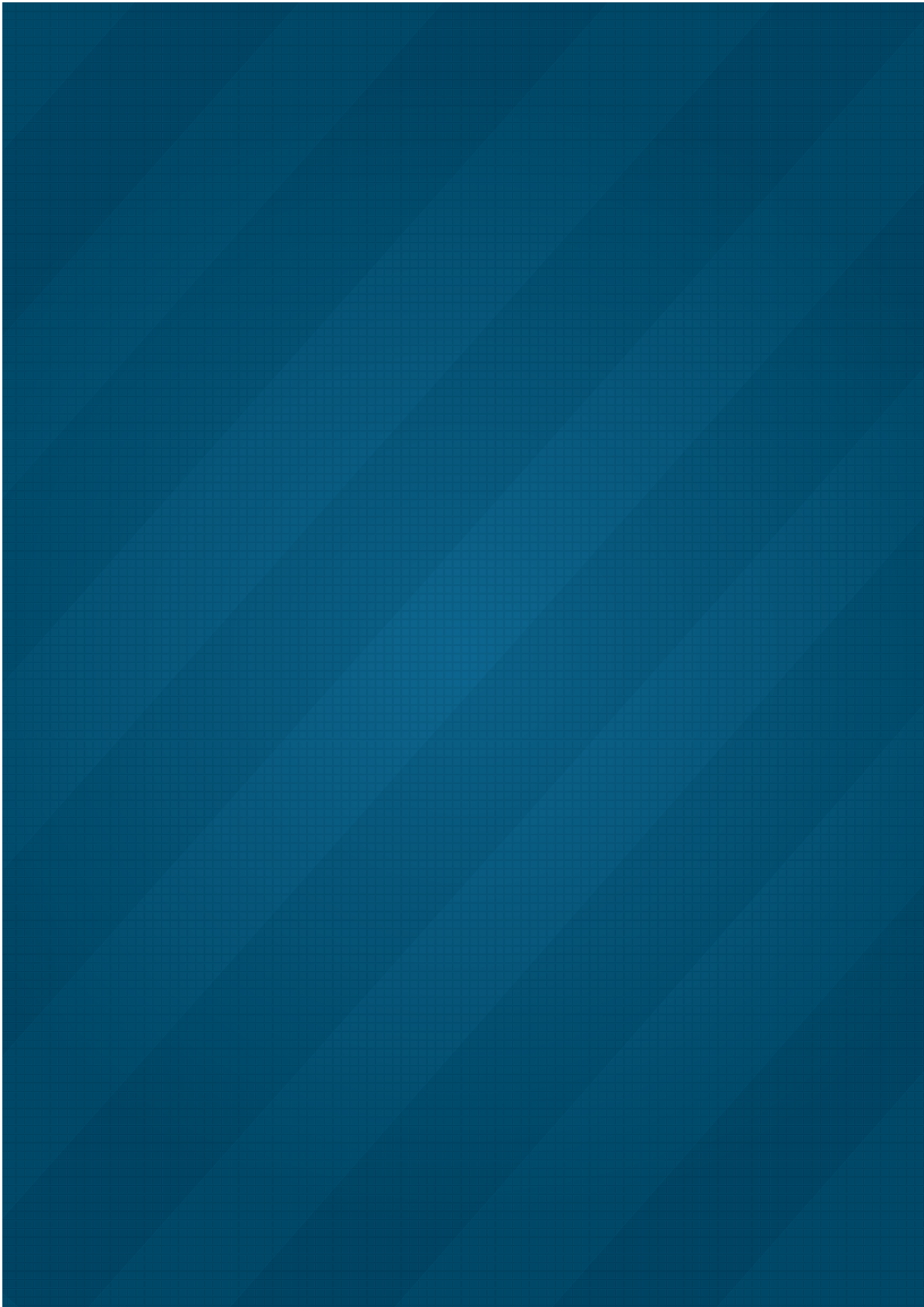


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1. Executive summary

Bengaluru is one of the fastest growing cities in India today, not only a hub for IT services and textiles, but also a sought after destination for start-ups and e-commerce ventures. Bengaluru is ahead of the pack today in competitiveness with many Fortune 500 companies like Apple, Visa and Airbus recently choosing to set up base here. But the risk that its advantage could be slipping is real as seen by the success of cities like Hyderabad and Gurgaon in positioning themselves as attractive investment destinations.

Therefore, there is an urgent need to protect Bengaluru's competitiveness, and to focus on realizing its full potential. The Government of Karnataka needs to invest to solve both quality of life challenges faced by citizens and the underlying systemic issues that cause them. The government needs to move away from solutions and responses that are purely reactive and short-term band-aids to a realistic mix of short term and medium term solutions that are holistic and measurable.

As a critical first step, transformative goals need to be set by the state, and a blueprint needs to be drawn up and implemented for Bengaluru to achieve these transformative goals. An exercise in this direction, called the Bengaluru Blueprint was championed by Mr N. R. Narayana Murthy, Founder – Infosys Limited and coordinated by Janaagraha and Jana Urban Space Foundation in September 2015. Bain & Company, one of the world's leading consulting firms supported in this endeavour.

The Bengaluru Blueprint is a multi-stakeholder collaborative visioning exercise for the city with an implementation roadmap. It intends to set in motion a virtuous self-sustaining cycle of transformative change in the city. What distinguishes the Blueprint is a sharp focus on "How" in addition to "What".

The key steps in the Bengaluru Blueprint are:

- **Shared vision**
- **Quantitative goals**
 - » 9 sectors and 25 transformative 5-year goals.
- **Roadmaps & annual milestones**
 - » Detailed 5 year roadmaps with single owners, monitored through annual milestones.
- **Institutional structure for project governance**
 - » Partnership between Government and private sector expertise.
- **Project teams and quarterly dashboards**
 - » Review meetings and updates in simple, predefined templates.
 - » Project teams to coordinate, monitor and deliver on the goals.

The Bengaluru Blueprint aims to overcome deep underlying issues that impede efficient and sustained implementation of policies that lead to progressively better quality of life. It recognizes that big solutions are well known and excellent initiatives are being undertaken by civil society organizations, academia and other institutions; but a need exists for these entities to work in partnership with the government, based on a well-defined transparent roadmap with measurable goals.

We hope that the Bengaluru Blueprint acts as the catalyst, and a forerunner of blueprints for other cities and paves the way for greater prosperity in urban Karnataka and the rest of the state.

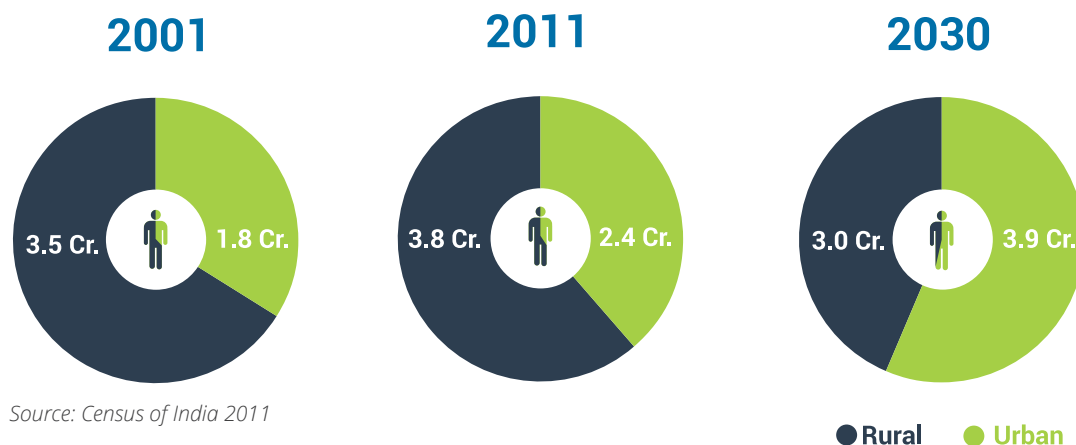
2. A city at risk - the case of Bengaluru

2.1 The status of urban Karnataka

Karnataka is one of the most urbanised states in India. However, a significant population of the state (49%) is still dependent on agriculture for employment, compared to manufacturing (19.3%) and services (31.7%)¹. This high dependence on agriculture results in inadequate household incomes for basic services, education and health needs. Global experience has shown that the path to prosperity lies in shifting workforce out of low growth and less productive primary economic activity like agriculture into high growth and more productive economic activities like manufacturing and services. Urbanisation is directly linked to this transition and therefore a well-planned transition to an urban Karnataka is key to the welfare of the people of Karnataka.

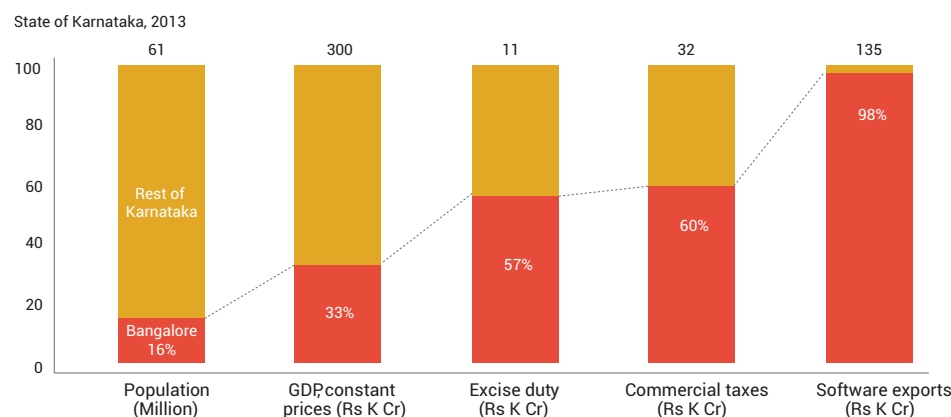
However, the policy initiatives by successive governments over the last decade and more to incentivize job creation in smaller towns through favorable industrial policies have not yielded the desired results. Bengaluru therefore, remains the sole magnet for industries and jobs, forcing large scale migration into the city.

Rural-urban distribution of population in Karnataka



Source: Census of India 2011

Comparison of Bengaluru with the Rest of Karnataka



Source: Census of India;

www.des.kar.nic.in/docs/sip/State%20and%20District%20Domestic%20Product%20of%20Kar%2014-15.pdf

www.karnataka.com/profile/bangalore-main-revenue-generator-karnataka/

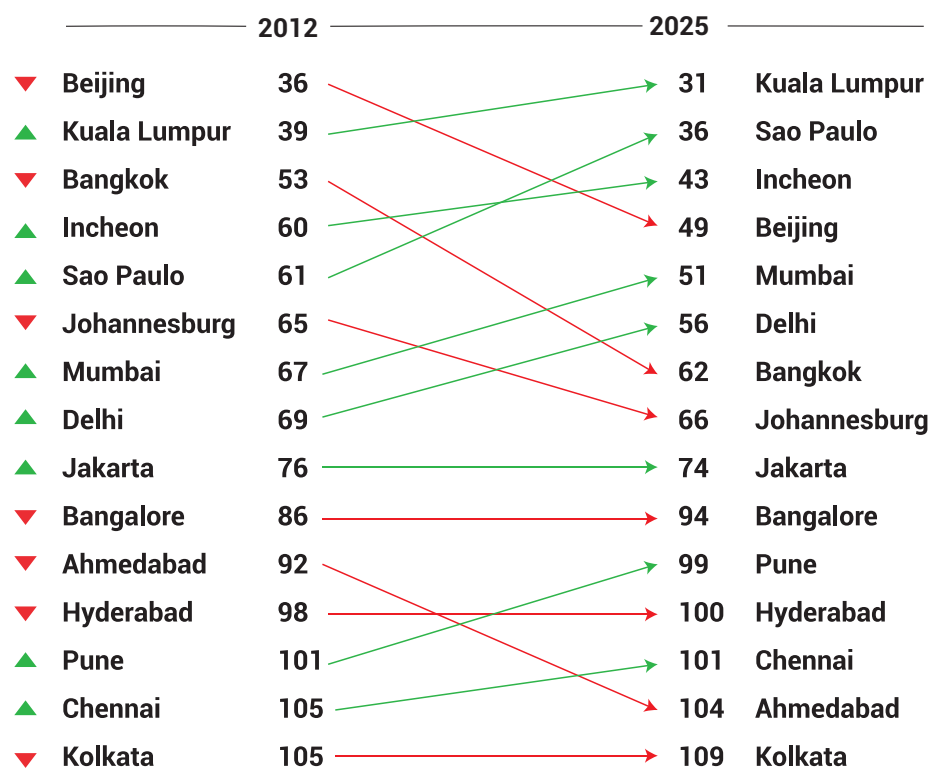
¹ http://www.des.kar.nic.in/docs/ES%20ENGLISH%20FINAL_2014-15.pdf

2.2 Bengaluru is at risk

Bengaluru is ahead of the pack today in competitiveness with many Fortune-500 companies like Apple, Visa and Airbus choosing to set up base here. But its advantage could be slipping, as seen by the success of cities like Hyderabad and Gurgaon in positioning themselves as attractive investment destinations.

There are several examples of cities in India (Kanpur, Kolkata) and globally (Detroit) which lost their competitive advantage leading to fall in employment opportunities, causing deflation and eventual decline of the city. So the risk facing Bengaluru is real. Lack of infrastructure is severely impacting the well-being and productivity of citizens. Areas like Whitefield, Electronic City, Outer Ring Road, or even Peenya suffer from very poor infrastructure leading to low efficiency, declining productivity, and overall adverse impact on citizens and businesses.

Competitiveness of global cities



Source: Hot spots 2025, The Economist

2.3 Bengaluru needs a blueprint

Falling productivity and lower efficiency due to bad infrastructure could result in lower revenues and profits for companies and may lead companies to cut jobs or shift out of Bengaluru. There is an urgent need therefore to protect Bengaluru's competitiveness, and to focus on realizing its full potential. The Government of Karnataka needs to invest to solve both quality of life challenges faced by citizens and the underlying systemic issues that cause them. The state needs to move away from solutions and responses that are purely reactive and short-term band-aids to a realistic mix of short-term and medium term solutions that are holistic and measurable.

As a critical first step, transformative goals need to be set by the state, and a blueprint needs to be drawn up and implemented for Bengaluru to achieve these transformative goals. If this is done, Bengaluru can lead the way for other cities and towns in Karnataka and help the people of Karnataka reap the benefits of urbanization. The Bengaluru Blueprint can be the catalyst, and a forerunner of blueprints for other cities.

3. Bengaluru Blueprint : An introduction

No city in India has made serious efforts to address systemic issues. Governments have continuously focused on band-aid or patch-work solutions, which are only aimed at treating the symptoms, while completely ignoring the root causes.

This is borne out by the results of ASICS, a diagnostic study that evaluates India's cities on systemic factors across the four components of City-Systems - Urban Planning and Design, Urban Capacities and Resources, Empowered and Legitimate Political Representation and Transparency, Accountability and Participation. The study evaluates India's cities on laws, policies, institutional design and capacities, accountability mechanisms and other aspects of their governance framework.

The 2015 edition of the ASICS scores India's cities across a range of 2 to 4.2 on a scale of 0 to 10, across the four components of City-Systems. In comparison, New York and London, which were included as global benchmarks, scored 9.7 and 9.4 respectively, on the same scale.

The Bengaluru Blueprint strives to arrive at a balance between the short term objective of fixing the quality of life crisis in the city and the medium term objective of addressing the deeper underlying systemic issues that impede efficient, sustained implementation of policies that lead to progressively better quality of life. Instances of such deep systemic issues include patchwork projects not accompanied by institutional reforms, challenges in inter agency coordination, shortfall in state capacities, low trust quotient between government and other stakeholders, lack of periodic measurement and robust project governance and management.

3.1 Key steps

The Blueprint aims to produce a practical, actionable 5-year roadmap for the city. The key features of the Blueprint include:



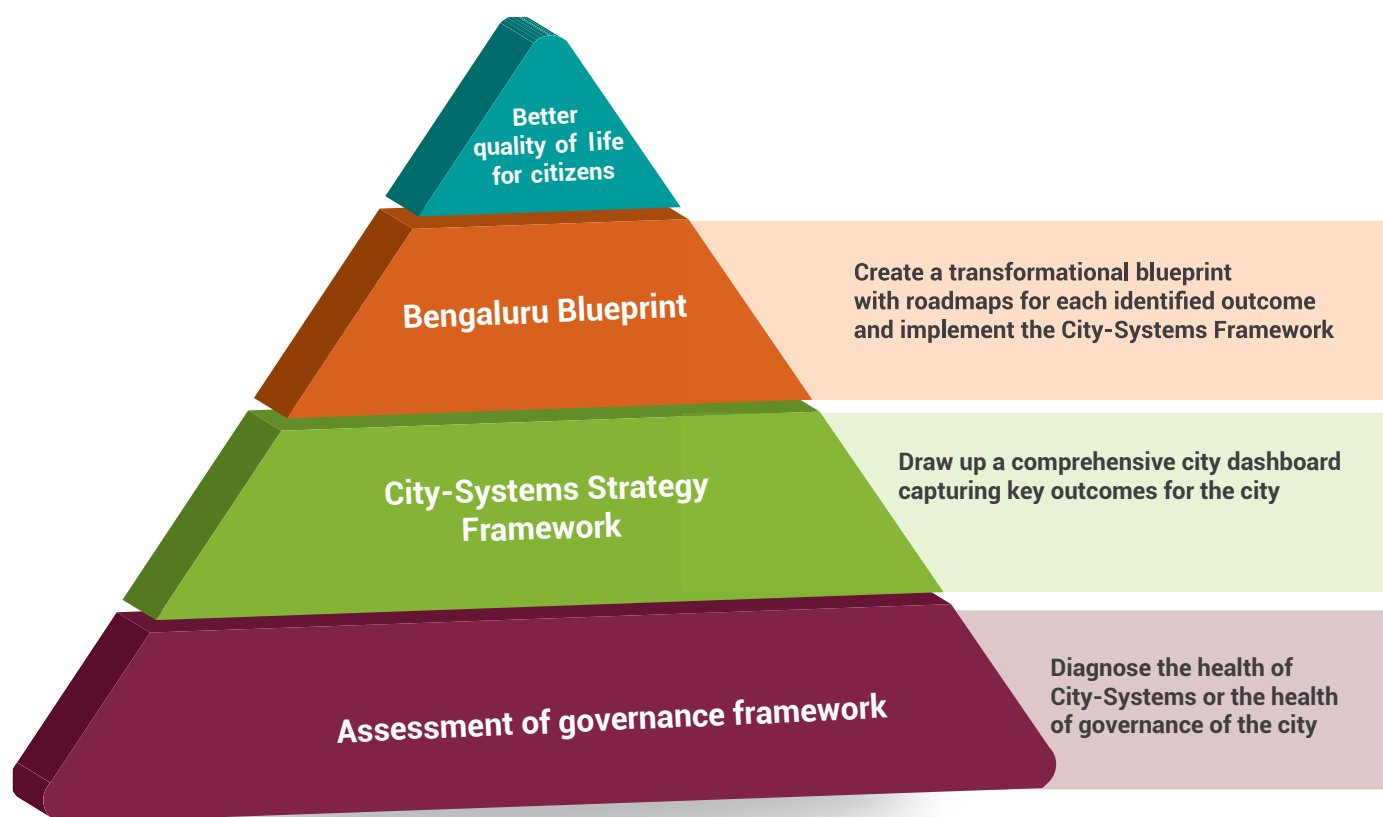
The Blueprint will enable the city leadership to move from well-intentioned (but often ambiguous and unrealistic) goals without action plans to a transparent, systematic and detailed approach of setting and achieving quality of life outcomes.

It intends to set in motion a virtuous self-sustaining cycle of transformative change in the city. The key distinguishing feature of the Blueprint is a sharp focus on “How” in addition to “What”.

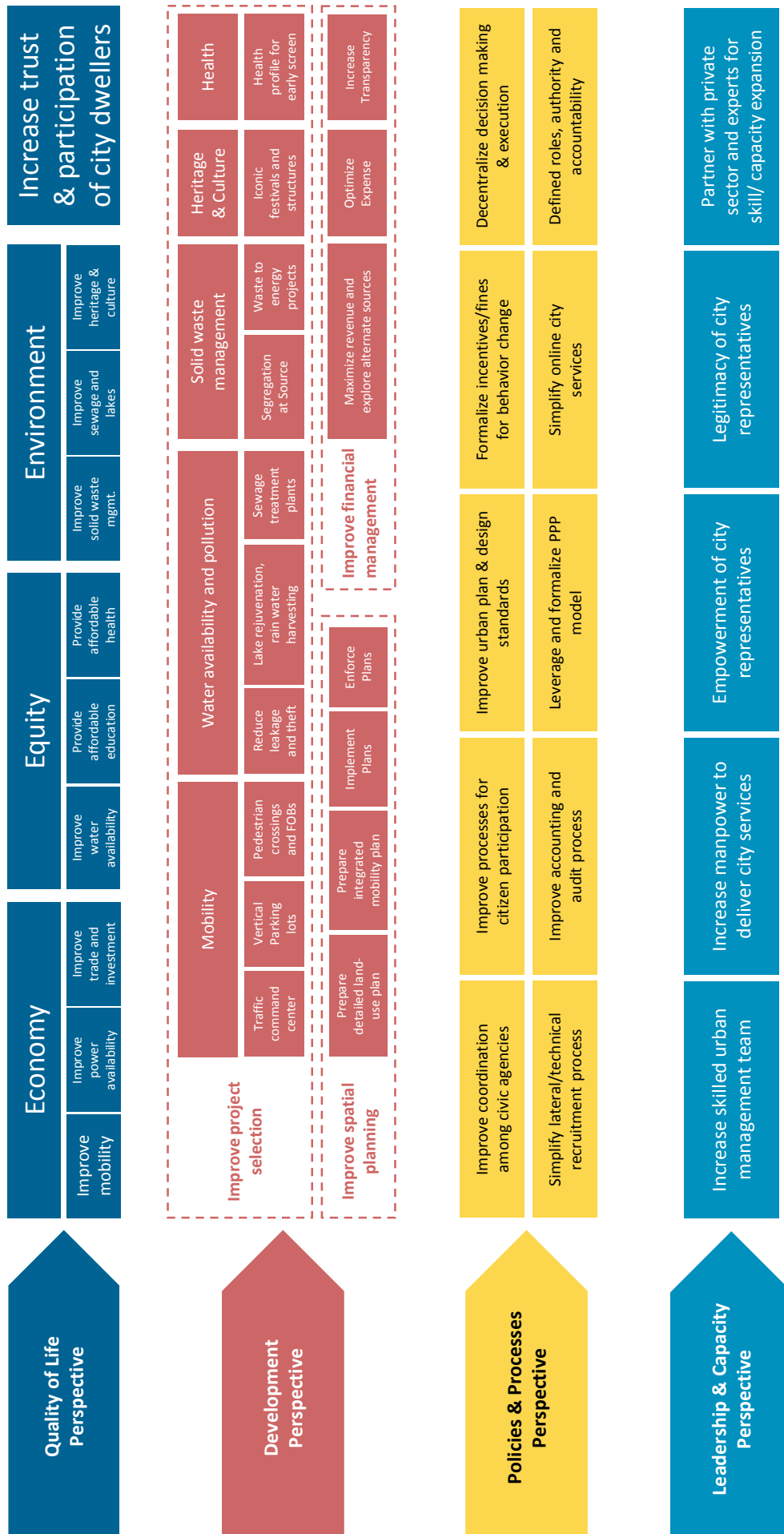
3.2 Bengaluru Blueprint : Part of a 3-stage process

The Bengaluru Blueprint is derived from the City-Systems Strategy Framework conceived by Janaagraha (refer section 3.3) and is part of a three stage process starting with a diagnosis of City-Systems (through a diagnostic tool such as ASICS), followed by a comprehensive dashboard capturing the principal outcomes for a city and lastly a Blueprint to achieve each outcome leading to a better quality of life.

3-stage process leading to better quality of life (An illustration)



3.3 City-Systems Strategy Framework (An illustration)



1. The City-Systems Strategy Framework is largely based on the Balanced Score Card approach.
2. The 3 Es, (Economy, Equity and Environment) which are components of the Quality of Life perspective in the City-Systems Strategy Framework, are derived from the National Urban Spatial Planning and Development Guidelines, an initiative of JUSP.

4. What is in the Blueprint?



St.Marks Road, Bengaluru, Tender S.U.R.E project, a JUSP initiative

Project Tender S.U.R.E., a JUSP initiative, which is currently underway in Bengaluru is an example of how systemic change can transform the quality of life. It also exemplifies the need for a structured and systematic way of thinking about and solving problems and challenges faced by our cities.

4.1 A shared vision

The Bengaluru Blueprint exercise was championed by Mr N. R. Narayana Murthy and coordinated by Janaagraha and Jana Urban Space Foundation. Bain & Company, one of the world's leading consulting firms supported this initiative. The exercise was kicked off in September 2015 with a series of one on one interviews. Participants in the process included:

- Political Leaders: Ministers, MLAs, Mayor
- Government: Agency Heads, Principal Secretaries
- Academia
- Domain Experts
- Civil Society Organisations, Citizen Groups
- Eminent Citizens: Artists, Sportsmen, Writers, Business Leaders
- Corporates
- Senior Editors

Inputs were also gathered through workshops with Resident Welfare Groups, Citizen Groups and through an online campaign.

The inputs were synthesized at a workshop held on the 15th of October, 2015 to identify priority areas of the city and deliberate on the way forward. Of the 18 sectors on which inputs were sought during the interviews, nine sectors emerged as focus areas of the city. For each of the quantitative goals under each sector, thematic roadmaps with milestones, owners, projects and reforms and detailed list of activities to accomplish identified projects and reforms is to be prepared.

Section 4.2 shows the priority sectors that emerged from the consultations along with illustrative quantitative goals corresponding to each sector and the agencies responsible.

4.2 Quantitative Goals (Illustrative)

9 sectors and 25 transformative 5-year goals

Sector	Agencies	5-year goals
 Mobility	BBMP BMTC BMRL BTP BWSSB DULT	<ul style="list-style-type: none"> • 80% of roads fully walkable, including for the elderly and differently abled • Public transport covers 65% of intracity commute • All Arterial roads redone as per Tender S.U.R.E standards (697 km); inter-agency coordination and open contracting mandatory aspects
 Water Supply & Sanitation	BWSSB BBMP	<ul style="list-style-type: none"> • Assured supply of 135 lpcd water through public delivery channels • Flow of untreated sewerage into storm water drains and lakes cut by 70% • All households, neighbourhoods have reasonable and adequate access to toilets; open defecation and urination in Bengaluru reduced by 70%
 Solid Waste Management	BBMP	<ul style="list-style-type: none"> • Dumping of open garbage on roads reduces by 60% • 100% of garbage related grievance resolved within 12 hours • Garbage sent to landfills reduces by 40%
 Equity and Inclusion	GoK BBMP BCP	<ul style="list-style-type: none"> • 70% of migrants and urban poor are covered under free public health service • Migrants and urban poor have access to affordable housing, transport & education; their voice captured in a structured annual survey and considered in annual budgeting process • Serious crimes including crimes against women reduced by 60%
 Power	BESCOM KPTCL KERC	<ul style="list-style-type: none"> • Uninterrupted and reliable power supply for all citizens in Bengaluru • 15 %of aggregate power demand met through renewable energy source
 Governance	BBMP GoK	<ul style="list-style-type: none"> • Mayor of BBMP has a five year term • Civic bodies for Planning, Transport, Water, Power, Police are governed by one authority • Medium-term fiscal plan for 5 years with annual targets, basis for annual budgetary allocations for Bengaluru city consolidated across agencies • Empowered zonal committee with dedicated budgets decide on zonal priorities
 Citizen Participation	BBMP	<ul style="list-style-type: none"> • 30% of city budgets utilised through participatory budgeting processes • All Ward Committees functional, as laid out in the BBMP Restructuring Committee Report • 0.5M Bengalureans covered annually under a structured program for citizen volunteering, internships for professionals and students, in civic agencies and state depts.
 Financial Management	GoK BBMP BDA	<ul style="list-style-type: none"> • Own revenue increase by 40% p.a; cost escalation in establishment costs at < = 10% p.a. • Monetization of land and properties (FAR, market linked lease rentals, PPPs) • Quarterly balance sheets published within 45 days of quarter-end, audited balance sheet within 2 months of year-end; integrated Performance Measurement system for Bengaluru city
 City Rejuvenation	BBMP BWSSB BMTC BTP GoK	<ul style="list-style-type: none"> • Through cutting-edge urban design interventions, create 5 city hubs (2/3 sq.km) at critical nodes, which can serve as model localities in the city

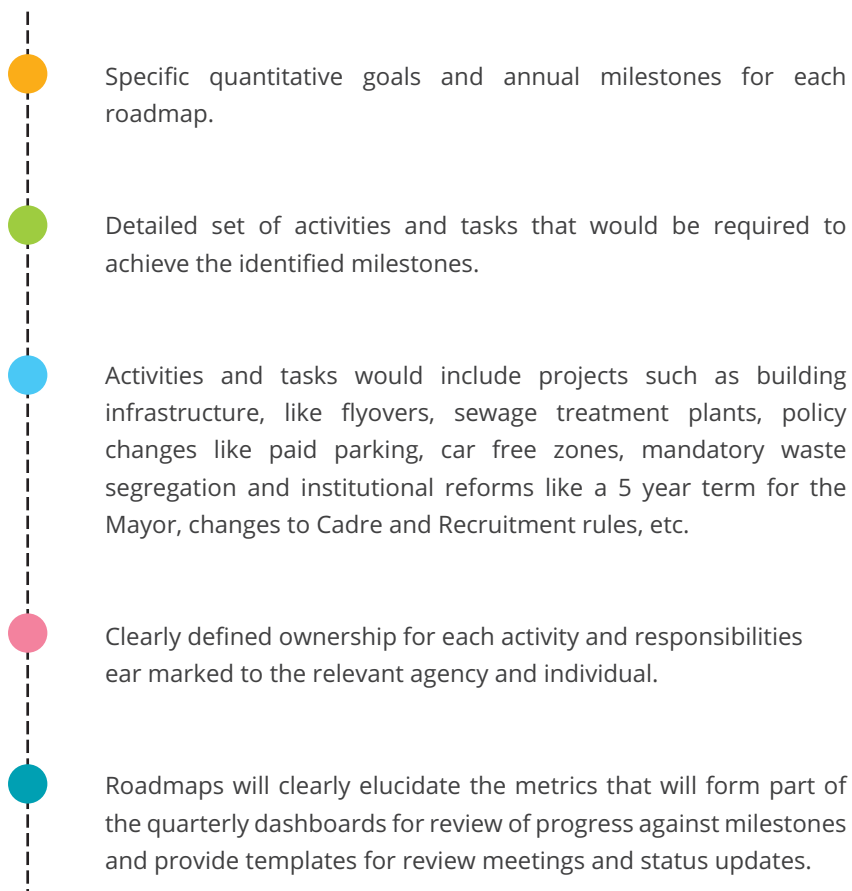
BBMP : Bruhat Bengaluru Mahanagara Palike
 BMTC : Bangalore Metropolitan Transport Corporation
 BMRL : Bangalore Metro Rail Corporation Ltd
 BTP : Bangalore Traffic Police

BWSSB : Bangalore Water Supply and Sewerage Board
 DULT : Directorate of Urban Land Transport
 BESCOM : Bangalore Electricity Supply Company Ltd.
 KPTCL : Karnataka Power Transmission Corporation Ltd

KERC : Karnataka Electricity Regulatory Commission
 GoK : Government of Karnataka
 BCP : Bangalore City Police
 BDA : Bangalore Development Authority

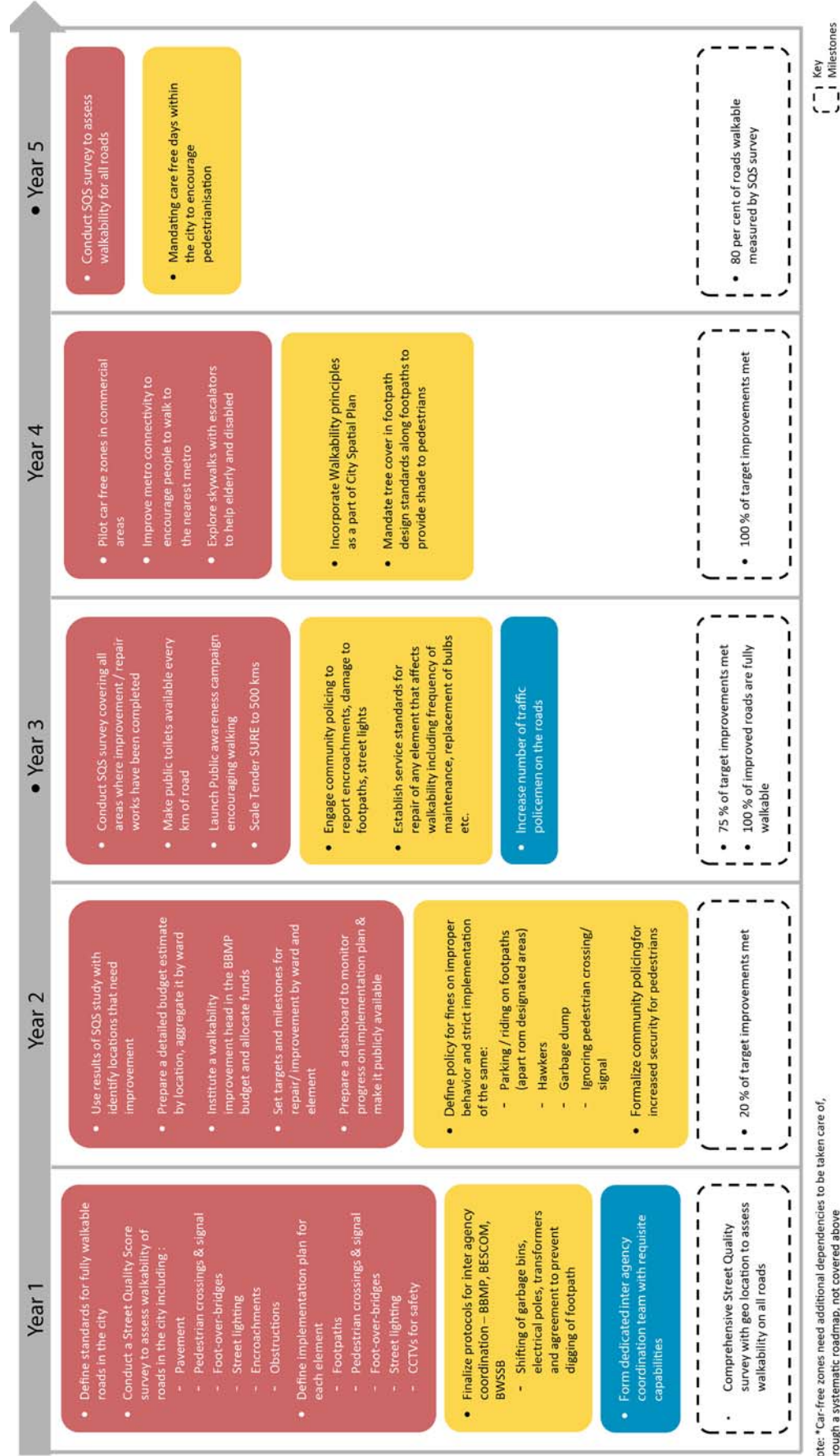
4.3 Roadmaps & annual milestones

For each thematic area, a five year roadmap is to be drawn up



An illustrative 5 year roadmap for improving non-motorized transport in the city:

GOAL: Make 30% of roads pedestrian and cyclist friendly with high utilization by 2021



Note: *Car-free zones need additional dependencies to be taken care of, through a systematic roadmap, not covered above

5. Taking it forward

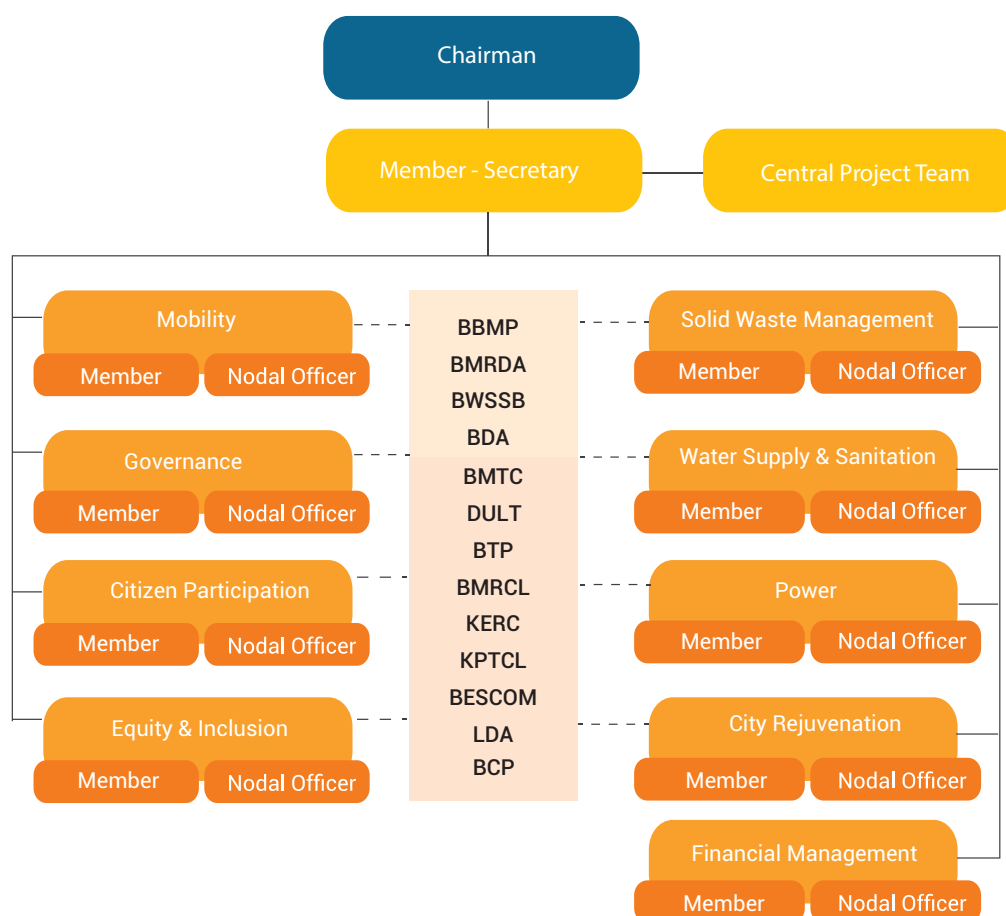
5.1 Institutional structure for project governance

Implementation of the Bengaluru Blueprint would require constitution of an Execution Team – The Bengaluru Blueprint Action Group (BBAG).

The BBAG would comprise all agencies providing civic services to Bengaluru, including, but not limited to BBMP, BMRDA, BWSSB, BDA, BMTC, DULT, BTP, BMRCL, KERC, KPTCL, LDA, BESCOM. It would also include sectoral experts, eminent citizens and professionals, who would bring in project management expertise, execution focus and project monitoring based on data and quantitative metrics.

The BBAG would be overseen by a Committee of Ministers chaired by the Chief Minister of Karnataka and would have the Additional Chief Secretary (ACS) – Urban Development Department as its Member Secretary.

Bengaluru Blueprint Action Group : Governance Structure



* LDA : Lake Development Authority

5.2 Project teams and quarterly dashboards

The Bengaluru Blueprint Action Group would have one Central Project Team and sectoral sub-groups.

Central Project Team

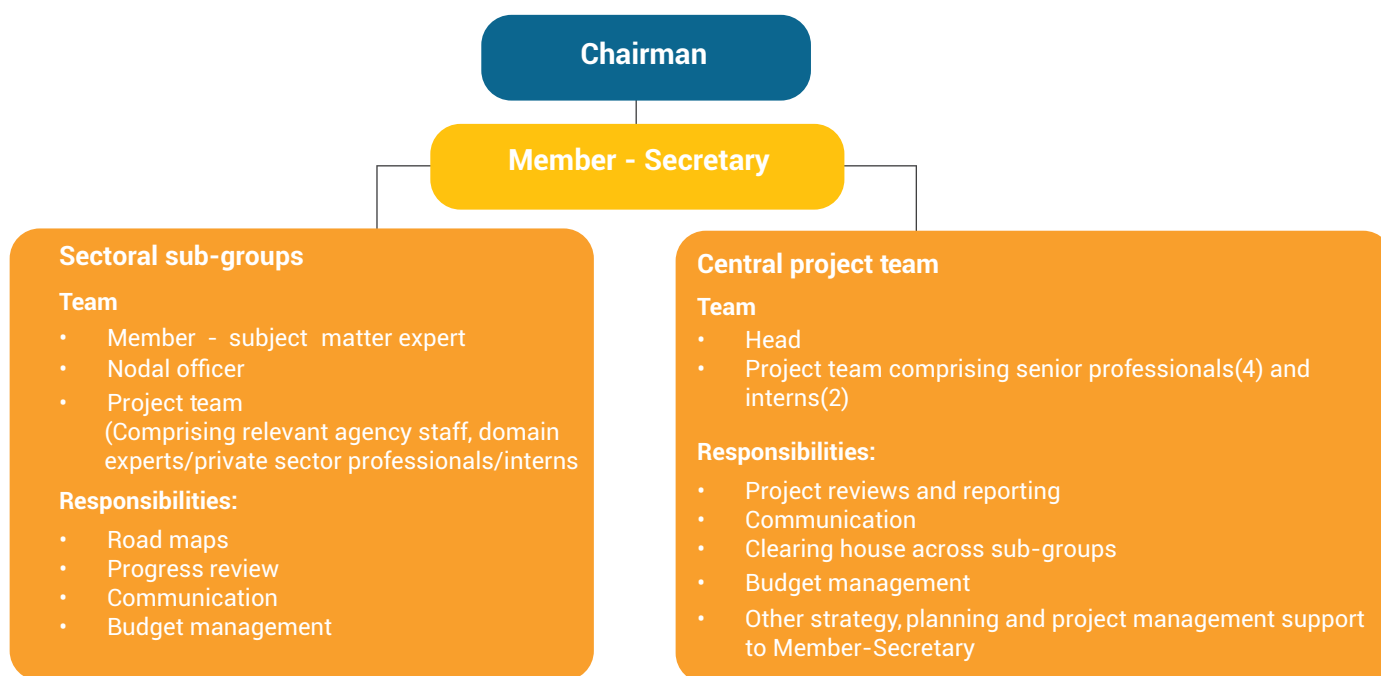
The Central Project Team (CPT) would be responsible for overall co-ordination and monitoring. The responsibilities of the Central Project Team would include:

- **Review and reporting of overall progress on the Blueprint**
 - » Convene progress review meetings for Minister/ACS with Members and Nodal officers
 - » Follow through on action items arising out of progress review meetings
 - » Put in place information system to systematically measure progress
- **Communication and engagement with stakeholders**
 - » Prepare and publish Progress Reports and Dashboards
 - » Engage elected representatives from Bengaluru
 - » Engage citizens on social media
 - » Convene press conferences and briefings
 - » Own and operate Bengaluru Blueprint website
- **Coordination between sub-groups**
 - » Identify activities overlapping across two or more sub-groups
 - » Put in place processes to effectively resolve conflicts and realise synergies
- **Budget**
 - » Maintain budgetary control over spending on Bengaluru Blueprint projects
- **Other strategy, planning and project management support to Member-Secretary**

Sub groups

Each sub-group would be responsible for one Bengaluru Blueprint theme such as Mobility, Water, Power, Solid Waste Management, etc. and would comprise a sectoral expert, a nodal officer from the relevant civic agency and a project team.

The sub-group would set specific quantitative goals for its thematic area and prepare well-defined implementation roadmaps with measurable quarterly and annual milestones monitored through quarterly dashboards

Bengaluru Blueprint Action Group : project teams

The responsibilities of Sectoral Sub-groups would include:

- **Preparation and review of roadmaps**
 - » Finalize thematic roadmaps with milestones, owners, projects and reforms and detailed list of activities to accomplish identified projects and reforms
 - » Review and update roadmaps from time to time as required
- **Monitoring and review of progress on roadmaps**
 - » Convene review meetings with relevant agency officials and project teams to review progress against quantified targets
 - » Undertake on-ground inspection of works as necessary
 - » Escalate issues and challenges to CPT for inclusion as agenda items into CPT Progress Review meetings
- **Engagement with citizens and stakeholders**
 - » Communicate with citizens, interest groups, subject matter experts, other stakeholders on thematic roadmaps, specific project related information and issues
- **Budget**
 - » Maintain budgetary control over projects

To staff the CPT and the sub-groups, resources may be deputed from the relevant civic agencies and departments. In addition fellowships can be offered to attract professionals with work experience in management consulting, project management, communications, urban development (for central project team) or domain specialists in the respective thematic area (for sub-group) offered as paid positions or voluntary /pro bono engagements.

Short duration Internships may be offered to Graduates/Post Graduates to fill support positions within each unit.

Why BBAG?

The Constitution of India mandates the formation of Metropolitan Planning Committee (MPC) which is envisaged as an integrated planning body to streamline and rationalize planning within a metropolitan area, with due regard to the plans made by the Municipal Bodies and Panchayats within that area. While the MPC is a strategically important body, its remit is limited.



According to Article 243 ZE, Constitution of India

- (3) 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.
- (4) The Chairperson of every Metropolitan Planning Committee shall forward the development plan, as recommended by such Committee, to the Government of the State.

As seen from the Constitutional mandate, the MPC's role is limited to preparation of a 'Draft Development Plan' for the metropolitan area which has to be submitted to the State Government. Also, the Constitution does not refer to the period for the Draft Development Plan. Assuming that it is a Spatial Development Plan, the general duration for such plans will be a period of 15-20 years. Even assuming that such a plan needs periodic revision, there is no reason to believe that the MPC will come into play more than once in five years.

Also, the Constitution does not grant executive powers to MPC to facilitate coordinated planning. As pointed out by the Kasturirangan Committee Report in 2008, the MPC does not have the authority to review and suggest changes or to overrule plans of the Municipal Bodies on issues of regional significance. We need to acknowledge that the solutions to the complex urban governance and management challenges we confront significantly fall outside the ambit of the MPC. Therefore to hold the view that an MPC in itself would be able to solve the complex urban challenges confronting Bengaluru across planning, infrastructure, environment and equity might not be justified. The various civic agencies that are responsible for service delivery should ensure that their own institutional plans and annual priorities be consistent with the Draft Development Plan of the MPC, creating a strategic coherence with the MPC's outputs.

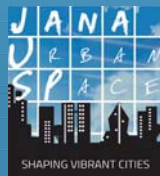
Bengaluru Blueprint Action Group

The Bengaluru Blueprint Action Group is envisaged as a body to advise and assist civic agencies in execution of their plans in a time bound manner. It will complement existing civic agencies, facilitate coordination among them and provide professional expertise to deliver on specific goals covering projects and systemic policy reforms.

Acknowledgement

We wish to express our gratitude towards the team at Bain & Company for their support in the Bengaluru Blueprint initiative





Jana Urban Space Foundation (India)



www.janaagraha.org | www.janausp.org | www.ipaidabride.com | www.ichangemycity.com

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