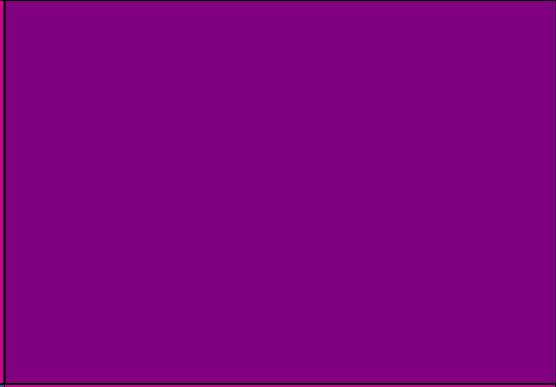
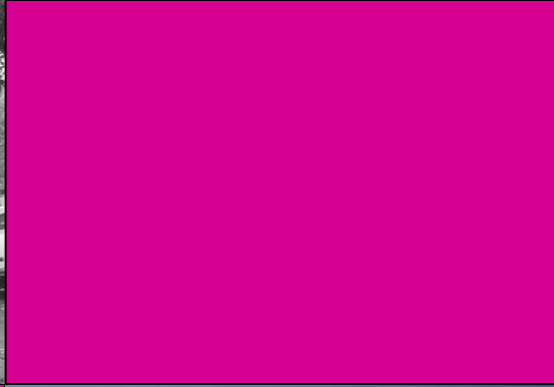


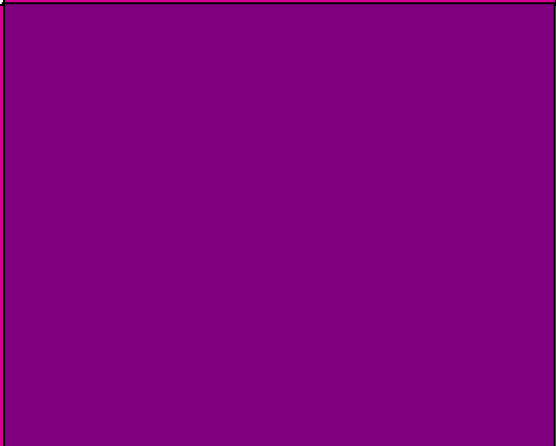
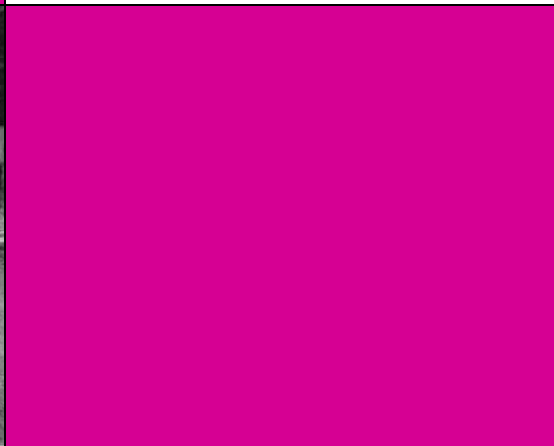
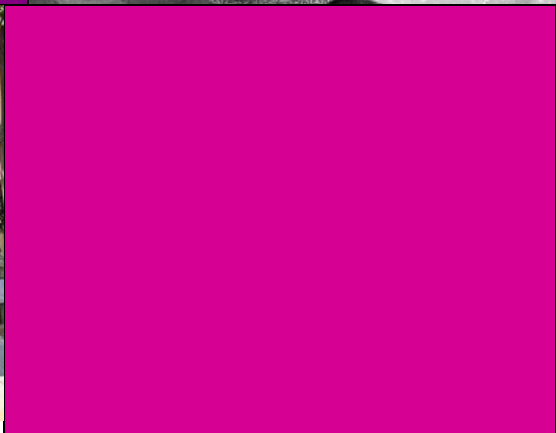
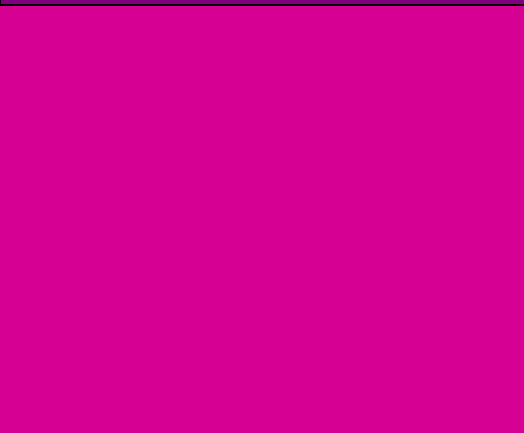
Final Report on City Development and Slum Upgradation Strategy of Bengaluru

Bruhat Bangalore Comprehensive Development and Slum
Upgradation Strategy

P106505



City Development and Slum Upgradation Strategy Report – Bengaluru





Bruhat Bengaluru Mahanagara Palike



City Managers' Association Karnataka



Cities Alliance



JBIC



USAID

Acknowledgement

We acknowledge with gratitude for the co-operation and contribution of the City Managers Association of Karnataka (CMAK), who constantly supported the entire activity of City Development & Slum Upgradation Strategy (CDSUS) by providing physical, technical & mentorship support to the project.

We also thank all the stakeholders, involved in each of the initiatives, for their valuable time towards the success of this endeavour.

We would especially like to thank the expert panel for putting in their expertise and efforts through extensive consultation process at all stages of evaluation process to be able to arrive at key conclusions & strategies with regard to the initiatives that would be showcased through this report. And also help in assessing the urban poor, planning & municipal reforms issues & implement the recommendations.

We acknowledge Mr. Sandeep Dash for his constant guidance and support during the entire CDSUS project activity.

We thank Dr. S. Subramanya, IAS, Commissioner, BBMP & President CMAK for his mentorly support & guidance.

We acknowledge Cities Alliance for providing the financial assistance to this project & US AID, JBIC for being the co financers & also providing valuable inputs & interaction during the project.

Special thanks are also due to all the staff at CMAK, BBMP & KUIDFC for their support, encouragement and critique during the entire documentation process.

Lastly we would like to acknowledge each and every individual who has generously contributed in making this CDSUS report possible.

Foreword

During the last 50 years, the population of India has grown two and a half times, but urban India has grown by nearly five times. Karnataka is among the highly urbanized state with 34% of its population being urban & Bengaluru being the capital city observes the maximum urbanisation.

With an overall growth, the city has been witnessing an increase in the percentage of urban poor. A large percentage of its population (about 18 per cent), is living in slums. In addition to the recognized slums, a large number of poor households live in mixed, un-recognized & low-income settlements and in villages that are surrounded by development activities.

As in the case of poverty eradication, a critical issue facing Bengaluru is that of growth management and service delivery which, is divided up between the BBMP and a large number of organizations / parastatal such as the Development Authority, Utility Board and the Slum Board etc.

The consequence of such accelerated pace of urban growth is increased pressure on infrastructure. As with the problem of poverty, it is imperative to strengthen the planning mechanism in order to achieve an overall improvement in the living conditions.

In this regard the planning focus requires a clear, implementable and comprehensive urban planning strategy and a policy to address the overall development, especially slum upgradation and services to the urban poor cutting across administrative, institutional and spatial boundaries;

In this context the CDSUS project is an effort, which we all hope shall contribute in bringing out excellent information & analysis of urban poor, planning, resource mobilisation areas help in deriving strategies, action plans for overall city development & urban poverty alleviation programmes.

Dr. Subramanya, IAS

Sd/-

Commissioner, BBMP &
President, CMAK

Preface

Bengaluru is India's fifth largest city with a population of about 6 million. The city is renowned for its good weather as also its progressive industrial and technical climate that has been responsible for its steady growth. Bangalore is known as Silicon Valley of India as a large number of software and business processing outsourcing organizations is based in the city. It is also known as the garden city of India as it houses many parks & playgrounds in the city.

However as in any Asian cities even in Bangalore slums co-exist with well-developed areas. In addition to recognised slums, a large number of poor households live in mixed settlements, in un-recognised low-income settlements and in villages that are surrounded by the expanding urban sprawl (urban villages). Most such areas have large deficiencies in water supply and environmental sanitation infrastructure and services.

In the present structure, both activities namely urban planning and citywide slum upgradation is fragmented among various institutions like Municipal Corporation, Development Authority, Utility Board, Slum Clearance Board, Housing Board, etc. In the context of JNNURM and various other funded programs, Bangalore city has an opportunity to increase investments in infrastructure and slum upgradation. Government of Karnataka (GoK) positioned Bengaluru Mahanagar Palike (BMP) as the key centre for this coordinated efforts in compliance with the implementation of 74th constitutional amendment which envisages urban decentralization and empowers local bodies.

The Government of Karnataka (GoK) has by recent notification (December 2006), instituted a larger entity Bruhat Bangalore Mahanagar Palike (BBMP), substantially expanding the size of the city from the present 225 sq. kms to over 800 sq. kms duly integrating the peripheral urban local bodies (ULBs), 7 City Municipal Councils and one Town Municipal Council and 110 villages.

With the expansion of city limits, there is an immediate need to re-orient the planning strategies for streamlining the city development in compliance with the legally, economically and environmentally sustainable development models. Also the city needs a comprehensive urban planning strategy to improve basic infrastructure. Simultaneously there is a need to develop a citywide slum upgradation program cross-cutting various sectors.

However resources are limited in BBMP & there is an urgent need for involvement of Management tools & techniques in planning & implementation of projects. This requires professional management involving experts, individuals, stakeholders etc. Hence creation of a Strategic Advisory Cell (SAC), change unit in Bruhat Bengaluru Mahanagar Palike (BBMP) would be an ideal driver for such initiatives, which identifies the existing slum situation, and also plan for future growth. This strategy would be woven into the JNNURM & other investments so that the growth process is effectively managed.

In the above context the ***City Development & Slum Upgradation Strategy (CDSUS) project*** report would act as a guide & ready reckon to focus on developing strategies based on above observations & derive strategies & action plans, develop ToRs for speedy implementation of recommendations.

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ABBREVIATIONS

BMP	Bengaluru Mahanagara Palike
BBMP	Bruhat Bengaluru Mahanagara Palike
BPL	Below Poverty Line
CMC	City Municipal Council
EWS	Economically Weaker Section
FAR	Floor Area Ratio
Gol	Government of India
GoK	Government of Karnataka
JnNURM	Jawaharlal Nehru National Urban Renewal Mission
JBIC	Japan Bank for International Co operation
KHB	Karnataka Housing Board
KTCP Act	Karnataka Town and Country Planning Act
KSCB	Karnataka State Slum Clearance Board
LPCD	Litres per capita per day
MLP	Million Liters per day
MPCE	Monthly Per Capita Expenditure
NIUA	National Institute for Urban Affairs
PDS	Public Distribution System
PHC	Primary Health Centers
RMP	Revised Master Plan 2015
SAC	Strategic Advisory Cell
SJSRY	Swarna Jayanti Swaraj Rozgar Yojana
TMC	Town Municipal Council
UGD	Underground Drainage

CITY PROFILE

Bangalore is the capital of the Indian state of Karnataka. Bangalore is India's third most populous city and fifth-most populous urban agglomeration.

It is home to numerous public sectors such as heavy industries, software companies, aerospace, telecommunications, machine tools, heavy equipment, and defense establishments. Bangalore is known as the *Silicon Valley of India* owing to its pre-eminent position as the leading contributor to India's IT industry.

Bangalore is located at an altitude of 920 m (3,018 ft). It is positioned at 12.97° N 77.56° E and covers an area of 741 km². The topology of Bangalore is flat except for a central ridge running NNE-SSW. The majority of the city of Bangalore lies in the Bangalore Urban district of Karnataka and the surrounding rural areas are a part of the Bangalore Rural district.

Bangalore features a growth rate of population of 1.72% per year. The density of population in Bangalore is 3,000 per square kilometer. A large number of people from other states and foreign countries also inhabits in Bangalore.

About 14.3% of the total population belong to the backward communities (Schedules Castes and Scheduled Tribes). There are about 13.37% of Muslims, 1.05% of Jains and 5.79% of Christians in Bangalore. About 47.5% of the population in Bangalore comprises of women. Approximately 10% of the population dwells in the slum areas of the city.¹

City Summary	
Urban Population	6.8 Million (Approx)
Area	800 Sq Km (Approx)
City Roads	1500 Kms
Num Properties	10 Lakhs (Approx)
Total Water Supply	950 MLD
Per Capita Water Supply (BWSSB)	147 LPCD

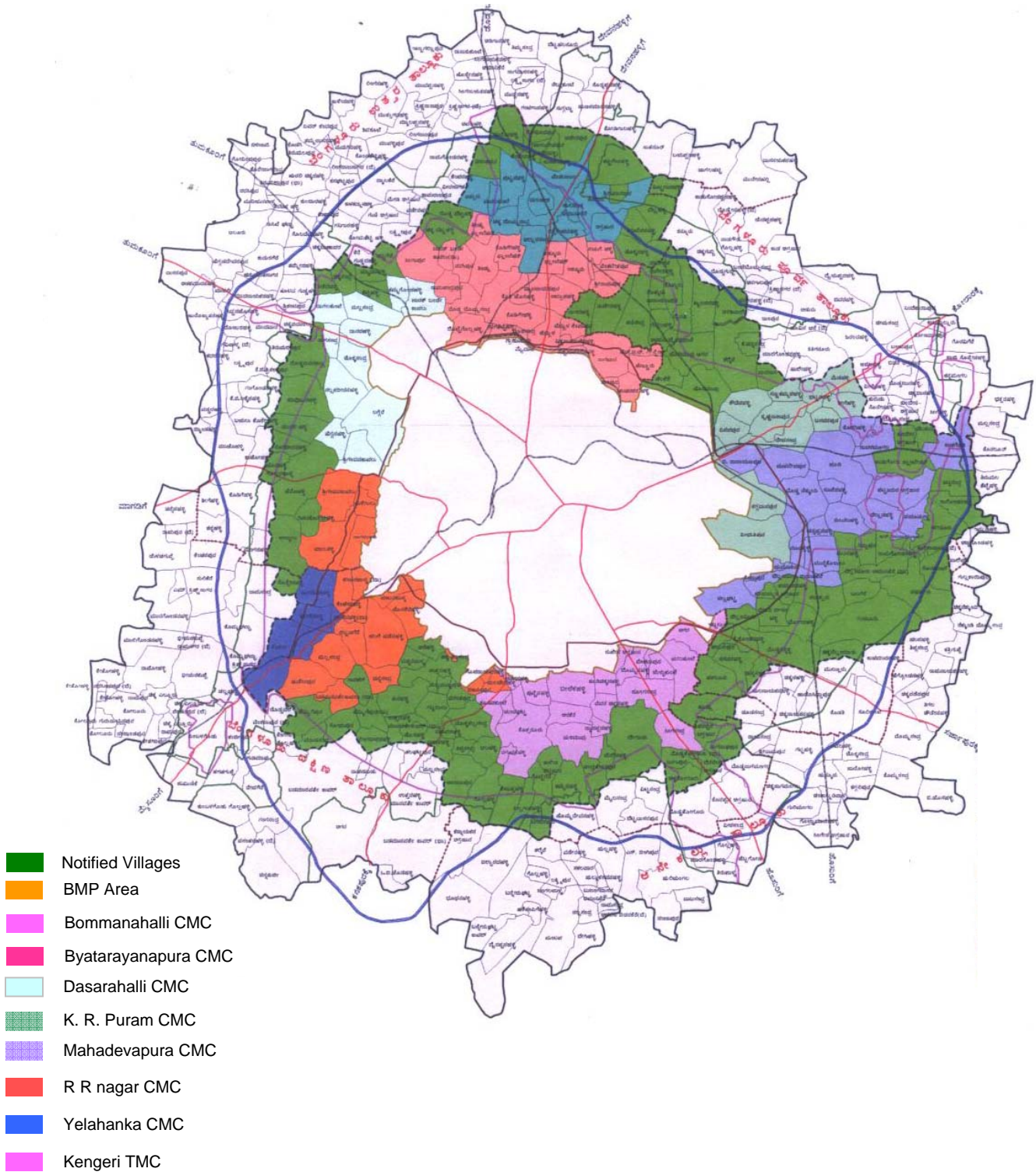
Source: [BBMP Website](#)

Civic Administration

The Bruhat Bengaluru Mahanagara Palike (BBMP, *Greater Bangalore Municipal Corporation*) is in charge of the civic administration of the city. It was formed in 2007 by merging 100 wards of the erstwhile *Bangalore Mahanagara Palike*, with the neighbouring 7 City Municipal Councils (CMC), one Town Municipal Council and 110 villages around Bangalore

¹ **Source:** www.mapsofindia.com

Bruhat Bengaluru Mahanagara Palike Area





OBJECTIVES AND OUTPUTS

CHAPTER I

OBJECTIVES AND OUTPUTS

1. The primary objective of this exercise is to set up a **Strategic Advisory Cell (SAC)** within Bruhat Bengaluru Mahanagara Palike (BBMP) to address growth management and service delivery issues as a result of the extension of its jurisdiction from 226.2 sq. km to 813.62 sq. km. The added area includes a large segment of the City and Town Municipal Councils, wherein a certain level of basic infrastructure exists; though not at par with the core city. The villages have lower level of services, but there are locations that have witnessed peri-urbanization to a great extent.

2. With an overall growth, the city has been witnessing an increase in the percentage of urban poor. A large percentage of its population (about 18 per cent, although estimates vary), is living in slums. In addition to the recognized slums, a large number of poor households live in mixed settlements, un-recognized low-income settlements and in villages that are surrounded by developments (urban

villages). Poverty as an issue is owing to the lack of:

- Regular income, employment opportunities and purchasing power;
 - Access to services such as health care, education, water and sanitation; and
 - Political power, participation, dignity and respect.
- In the context of the city's rapid expansion, these issues are further compounded.

3. As in the case of poverty eradication, a critical issue facing Bengaluru is that of growth management and service delivery which, is divided up between the BBMP and a large number of organizations/parastatals such as the development authority, utility board and the slum board.

4. As with the problem of poverty, it is imperative to strengthen the planning mechanism in order to achieve an overall improvement in the living conditions. In this regard the planning focus requires:

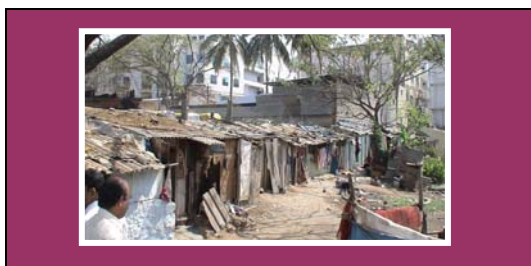
- A clear, implementable and comprehensive urban planning strategy and a policy to address the

overall development, especially slum up-gradation and services to the urban poor cutting across administrative, institutional and spatial boundaries;

4. Refining and devising a coherent policy to support the strategy that is derived mainly with the consensus of the stakeholders and the public at large.

5. Building the organization's capacity to implement the strategy in the form of projects and initiatives. The exercise has to focus on the involvement of the community as partners and the existing ground realities. The demand side management will be an important outcome for positioning the projects/initiatives.

6. The SAC is expected to explore these opportunities and its objectives will be woven into the JNNURM, JBIC and the World Bank investments so that it is effectively managed. Monitoring will be an integral part of the SAC.



Zone	Institution falling in each zone	Area (sq.km)	Population 2006 (in lakhs)
BMP Zone	Existing BMP	226.20	44.12
Byatarayanpura	CMCs of Byatarayanpura Yelahanka and 26 villages.	132.49	5.42
Mahadevapuram	CMC of Mahadevapuram KR Puram and 23 villages	143.94	6.45
Bommanahalli	CMC of Bommanahalli and 33 villages	105.69	4.79
RR Nagar	CMC of RR nagar, Kengeri TMC and 17 villages	141.79	2.92
Dasarahalli	CMC of Dasarahalli and 11 villages	63.51	5.20
Total	BMP, 7 CMCs, 1 TMC and 110 villages.	813.62	68.90

6. The task involved in this exercise is to define the scope of the SAC and the resources required to meet the

challenges posed by the additional areas, especially settlements of the poor, under its jurisdiction and the possible funding of activities by the BBMP and the donors. One of the purposes of the grants from donors will be to provide technical assistance to the BBMP for setting up the SAC. It is expected that this will be carried out in partnership with Cities Alliance, USAID-India and the JBIC. The proposed SAC is expected to be broad-based to address the development needs of Bruhat (Greater) Bengaluru and of the poor, in particular.

7. As part of the preparatory process, the important areas identified for review concern:

- Policy options and an action plan to address the urban poor issues in terms of infrastructure service delivery such as housing, water, sanitation, drainage, street lighting and waste management, including benchmarking the service levels with other mega cities in India and abroad’;
- Definition of activities for improving the urban and regional planning capacity within the BBMP; and

- An approach for resource mobilization focusing on property tax and advertisement tax duly optimizing and improving the efficiency of the present tax administration

8. The process involved in this design include:

- Consultations and focus group and discussions in four slums;
- Discussions with poor in non-slum localities;
- Discussions with select NGOs; and
- Discussions with officials of the BBMP, the KSCB and the Bengaluru Development Authority (BDA).

The team members also participated in local workshops that focused on issues relating to poverty and governance.

9. The outputs include a structure for the SAC that can “*respond to the growth demands*” and in a broader sense the “*ability to manage the investment plan and related resource mobilization requirements*”. The objectives of the SAC are in line with the thrust of the Basic Services for the Urban Poor (BSUP)- Jawaharlal Nehru National Urban Renewal Mission: Focused attention to provide integrated development of basic services to the urban poor

- ❑ Provision of basic services to the urban poor, including security of tenure at affordable prices, improved housing, water supply, sanitation and ensuring delivery through convergence of other already existing universal services of the government for education, health care and social security. Care will be taken to see that the urban poor are provided housing near their place of occupation.

- ❑ Effective linkages between asset creation and asset management so that the basic services are maintained efficiently and are self-sustaining

- ❑ Ensuring adequate investment of funds in order to remove the deficiencies in the basic services to the urban poor

- ❑ Scale up delivery of civic amenities and provision of utilities with emphasis on universal access to urban poor

10. Based on discussions with the BBMP and the objectives of JNNURM, the SAC is expected to focus on:

- ❑ Strengthening poverty-related project development and policy advisory capacities;

- ❑ Strengthening design and implementation of poverty-specific programmes both in terms of services and access to livelihood;

- ❑ Strengthening overall planning arrangements through redevelopment to benefit the poor;

- ❑ Strengthening financial management and investment functions of BBMP and supporting activities that address the national mission objectives.

11. The key elements of the functioning of the SAC would focus on an integrated approach to eradication of slums inclusive of strengthening local capacities and by way of innovative means of financing to scale up service upgradation and livelihood programmes.



EXISTING SITUATION

CHAPTER II

EXISTING SITUATION



a. Slums, Urban Poverty and Land Issues

As per the census 2001, 12% of population resides in slums², while the Karnataka Slum Clearance Board statistics indicate a level of 11%, Independent Researchers and NGOs claim a high estimate of urban poor population at around 20-25%³. The slums in Bengaluru City come under the

² 'Slums' have been defined under Section 3 of the Slums Areas (Improvement and Clearance) Act, 1956 as areas where buildings are in any respect unfit for human habitation, are by reason of dilapidation, overcrowding, faulty arrangement and design of such buildings, narrowness or faulty arrangement of streets, lack of ventilation, light, sanitation facilities or any combination of these factors which are detrimental to safety, health and morals.

³ There are about 778 slums in BBMP area (comprising the erstwhile BMP and the 7 CMC + 1 TMC). That is, 26 % (and growing) of Bengaluru's population lives in slums and in total about 35% of Bengaluru is classified as urban poor. This is largely different from the numbers obtained from formal documents such as the City Development Plan under JnNURM programme.

purview of the following government authorities or others.

Table 1: Varying Estimates of Slum population in Bengaluru

Source	Slum Population	Slum Population % to Total Population
1 Census (2001)	6,80,516	12
2 KSCB (2005)	6,10,030	11
3 CDP (2007) (estimated)	14,89,950	26

As these are estimates, intervention of any sort must identify the precise nature of tenure and jurisdiction under which the settlements are located. The location by class of towns and their status is as given below in Table 2:

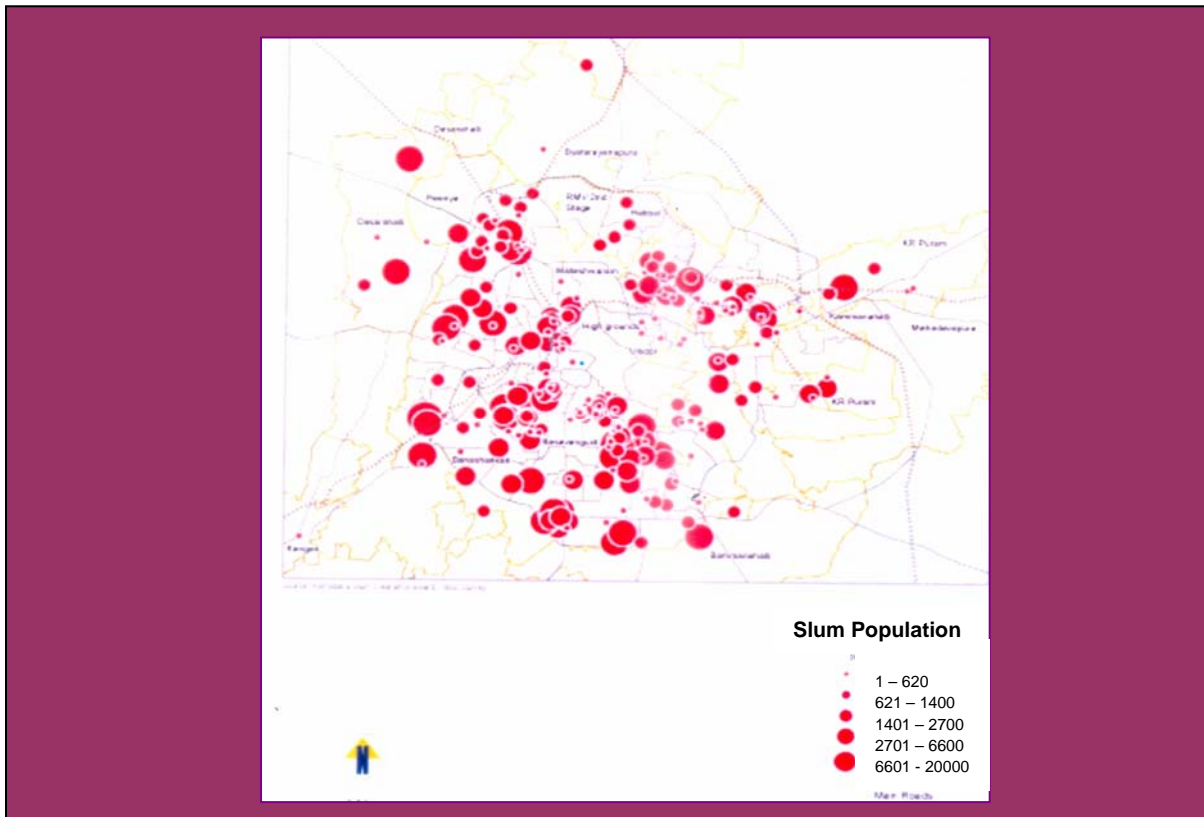
Table 2: Number of slums and households under KSCB, BMP, CMCs and TMC

Agency	No. of Slums	Remarks
Karnataka Slum Clearance Board (KSCB)	218	Declared
Bengaluru Mahanagara Palike (BMP)		
North zone	82	Out of the 420 slums, 237 slums are declared, 127 are undeclared and 56 are unlisted slums.
East zone	44	
South zone	145	
West zone	99	
Central zone	50	
Total	420	

City Municipal Council (CMC)		
Byatarayanapura	54	Out of 188
Krishnarajapura	39	slums, 101
Mahadevapura	24	slums are
Bommanahalli	37	declared and
R R Nagar	11	55 slums are
Dasarahalli	13	undeclared
Yelahanka	10	and 32 are
		unlisted.
Total	188	
Town Municipal Council (TMC)		
Kengeri	6	Undeclared
Grand Total	614⁴	

A key aspect with regard to location of the slums is that of siting. Slums are either on government or private land and this determines their qualification of tenure and services. The key features of land issues are:

Slums on Government Land: The land may belong to more than one parastatal/ Government body and instances of lake//tank bed being encroached upon is common. As part of any upgradation, regularisation and providing a tenure status is easier if they are on public land.



⁴ There are 110 villages within the new limits and present high density and low services. These settlements also incorporate high quality developments within the village limits.

The inter-departmental co-ordination and provision of the “hakku patra” is of necessity and is manageable.

Slums on Private Land are characterised by limited documentation such as conversion of land, change of land use and titling may be missing or incomplete as the case may be (largely the developments have come up through the unorganized/informal route) or it could be that large land parcels have been let out on rent as make-shift quarters. Many such arrangements are over 10 years old.

Poverty Levels

In India, each State has a distinct poverty line. The Planning Commission estimated poverty line for each State in 2004-05 through monthly per capita expenditure (MPCE). It estimated the poverty line in Karnataka in terms of MPCE to be Rs.324 for rural and Rs.600 for urban areas. It is to be noted that poverty line measured through MPCE is below the national mark (Rs.356) for rural but above the national mark (Rs.539) for urban areas.

In terms of poverty ratios, assuming that slum dwellers are poor, it is estimated that an equal percentage of residents

not living in slums are also poor⁵. In effect, there is huge disparity with regard to basic statistics and the point is that poverty⁶ is not restricted to slums alone. As per preliminary data, the Below Poverty Line⁷ population in the city is roughly 10 lakhs. Since this figure is higher than the total slum population (as per Census 2001), it suggests that there are overlaps in the estimation of BPL population and it would be incorrect to assume that all population living in Bengaluru slums are poor or living below the poverty line. In effect, there is huge disparity with regard to basic statistics. Hence, poverty mapping and developing a city’s poverty profile becomes a priority issue in this context. In this regard, the first step towards enabling redevelopment

⁵ Baseline-survey conducted in 2002 by Aus-aid assisted project for Bengaluru Water Supply and Sewerage Board (BWSSB)

⁶ The most common method of measuring poverty is based on incomes or consumption levels. The World Bank uses an international poverty line of \$1 per person per day (at 1985 purchasing power parity prices). The United Nations calculates a Human Poverty Index based on a wider base of indicators such as probability at birth of not surviving up to age 40, adult literacy rate, population without sustainable access to an improved water source, children underweight for age and population below income poverty line. A Global Hunger Index was calculated in October 2006 by the International Food Policy Research Institute (IFPRI) based on three equally weighted indicators: proportion of undernourished population, prevalence of underweight in children under the age of five and under-five mortality rate.

⁷ Janaagraha’s ongoing project, “Creating a Common BPL List in Bengaluru”,



Box1: THE BENEFITS OF POVERTY MAPPING

- i. Creates an important opportunity for different actors to join in the public debate on poverty
- ii. An important source of information for actions to reduce poverty
- iii. Raises awareness, generates discussions and leads to action on poverty
- iv. Reveals levels of inequality both across and within regions
- v. Important background resource for media articles, other publications, lectures and organized discussions .for eg. to foster partnership to assist the poorest communities.
- vi. Offers information about the heterogeneous poverty conditions that underlie the national average, revealing unsuspected pockets of poverty
- vii. Supply empirical evidence to confirm patterns in poverty that were suspected, but are controversial
- viii. Provides data that are relevant and important to local communities, service providers and other stakeholders.
- ix. Have several qualities that contribute to the role of the maps in strengthening accountability mechanisms.

(as contemplated) in the implementation phase should be poverty mapping (Annex 2 for TOR).

b. Access to land, infrastructure and services

There is a widespread inadequacy in terms of access to water, sanitation, solid waste management and health care and the effect of the lack of these services is reflected on the health, income and productivity of the population. Land ownership rights play an important role in determining service provision levels. Equally important is a responsive governance system (Box 2). A survey of 985 slums across Karnataka⁸ reveals that 30% of the slums do not have access to drinking water. 66.3% of the slums do not have latrine facilities, 37.3% of the slums do not have drainage facilities. An assessment by the Public Affairs Center⁹ indicates water, electricity and sanitation, and Public Distribution System and health care were next in order of importance. However, a very recent study of service levels in 115 slums, carried out for the NIUA (2007-8) indicates a higher access to water and lower access to sanitation and housing.

⁸ STEM 2005

⁹ Public Affairs Centre: Public Services for the Urban Poor: A report card on Three Indian Cities

BOX 2: KEY ISSUES FROM THE CONSULTATION PROCESS

1. Water is always inadequate and the residents depend on the Board or private suppliers.
2. Sanitation (limiting it to latrines) provided through community facilities is ill maintained and the other is open defecation and is an important issue for women.
3. The urban poor of Bengaluru city depend on private doctors as the Primary Health Centres are most of the time without doctors or medicines are not available. Primary Health Centres are useful to the extent that vaccinations are available during pre-natal period and to the infants.
4. The Public Distribution System, an important element for the dwellers, has gone from bad to worse. The quality of grain supplied is bad, the timings of distribution are irregular, and women who, invariably wait in the queue at the PDS counters, lose their daily wages, also there is no guarantee of supply.
5. Education: Parents of the urban poor want their children to study in English Medium Schools as they realize that this would help the child get a job more easily. While they have access to low fee education at Government/Corporation Schools, the medium of instruction in these schools is Kannada. Parents, therefore, prefer private schools even if the fees are high and the infrastructure inadequate. The lack of teachers in corporation schools was another drawback.
6. Housing is dependent on land tenure and even in Declared (under Slum Regulation Act) slums threat of eviction persists. Housing is further complicated by limited access to credit facilities and generally people run into debts with high interest borrowings to construct houses.
7. Employment opportunities are limited to daily wage sectors such as construction, semi-skilled jobs, domestic work and garment industries, Employment guarantee programmes for poverty alleviation does not reach the needy. One reason is that people are not aware of the programmes or are not aware of how to access them. Micro-finance through Self-Help Groups were useful to an extent but was not sustainable or did not lead to the families crossing the poverty line/enjoying improved quality of life. The vocational/skills training very rarely led to employment or enterprise.
8. Infrastructure, in terms of street lights, drainage and electricity, does exist though the quality of work is very bad;, coverage of the slum is not complete; difference was noticed in the service levels, even intra-slum services and provision is dependent on the slum leaders.
9. Community Initiatives are beginning to lose the momentum that was there in the 1980s The NGOs/ CBOs are unable to deal with the growing problems.

Notes:

The Consultation Process involved Focus Groups with women and men in four slums and interviews with BPLs families who do not live in slums. Some houses in Laxmanmurthynagar in Krishnarajapuram received eviction notices last year even though they were issued Possession Certificates in the year 2000.

Table 3: Access to Basic Services

Service Description	Access to Households (%)
1 Water supply	
Individual WSC	43
Community Taps	50
Open/Bore Well	2
Tanker	5
2 Sanitation	
Individual Toilets-UGD	35
Individual Toilets-Others	14
Public Convenience	35
Open Defecation	16
3 Solid Waste	
Daily/Alternate Day Clearing of Waste	61
Daily/Alternate Day Clearing of Drains	5
Disposal Daily/Alternate Day Sweeping of Roads	59
4 Drainage	
Roadside Drains	56
5 Housing	
Pucca	13
Semi-pucca	49
Kuccha	38

While income poverty is a measure of deprivation and vulnerability, contemporary development thinking recognizes the multi-dimensionality of poverty reflected in access to basic amenities, health care, education, employment, social inclusion and gender equality. Empowerment, security and opportunity have become the cornerstones of development. Recent assessment of priorities indicates that

land is critical and the general belief is that access to land improves security and access to services.

Table 4: Development Priorities of the Urban Poor in Bengaluru

SI No.	People's Priorities	No of slums	Percentage (%)
1.	To get land and housing rights	53	69
2.	Drinking water supply	27	35
3.	Latrine facility	34	44
4.	Drainage	31	40
5.	Repair & maintenance of road	10	13
6.	Unemployment problem among youth	9	12
7.	Night school for student youth	7	09
8.	Tackle exorbitant electricity billing	8	10
Total number of responses		179	100

Source: Janasahayog and CIVIC (2003)

NIUA assessment of vulnerability¹⁰ based on 15 parameters indicates that close to 46% of the slums in the city are vulnerable. Given the priorities land and

¹⁰

services are critical aspects and discussions with communities on the needs indicate the importance of livelihood opportunities and access to health care services. The assessment by NIUA also indicates that most borrowing by households is for health care.

Table 5: Assessment of Vulnerability

Values	Vulnerability	Computed frequency	(%)
Less than 0.4125	Low	31	27
Between 0.4126-0.5150	Medium	31	27
More than 0.5151	High	53	46
Total		115	100

In a socio-political atmosphere there is unregulated privatization of medical practice. Added to this, the state has been steadily withdrawing from providing health care services, especially primary health care, access to primary health care is becoming increasingly difficult for the vulnerable communities and the poor in general. The common emerging issues as revealed by the survey conducted by Janaarogya Andholana were:

BOX 3: MOTIVATION TO TAKE

CONNECTION

Residents in slums are being motivated to avail themselves of the opportunity to legally connect to BWSSB water supply system and are actively discouraged from resorting to illegal means. BWSSB has offered a rationalized reduction in the connection rates. A house with an area of 150 sq.ft. is required to pay only the meter cost of Rs.550; between 151sq.ft. and 600 sq.ft. Rs.800/ (meter cost of Rs.550 + Rs.250- cost of UGD connection) and a house above 600 sq.ft. has to pay the regular rates. The slum dwellers are allowed to pay the connection charges in two installments. Further, the connection procedures have been simplified so that a slum dweller can apply for a connection enclosing "hakku patras" issued by the BDA, KSCB, BMP; any proof of residence, such as ration card, election identity card, identity card issued by the Karnataka Slum Clearance Board, along with the application.

Table 6: Indicators of Vulnerability

Indicators of Vulnerability	Unit/Response	Score
Employed Persons	Per Cent	Statistically Assigned number
Density of Population	Per Hectare	Statistically Assigned
Land Belongs to	Government, Private, Mixed	(0.6); (0.1); (0.3) Respectively
Status of Slum Notification	Notified, Not Notified	(0.1); (0.9) Respectively
Ecologically Sensitivity Location	Sensitive, Normal	(0.1); (0.9) Respectively
Housing Condition	Per Cent Kuchcha	Statistically Assigned
Status of Title Deeds to House Sites	Patta Issued; Not Issued	(0.1); (0.9) Respectively
Availability of Drinking Water	Per Cent With House Connection	Statistically Assigned
Availability of Sanitation Facilities	Per Cent with Sanitary Facility	Statistically Assigned
Availability of Drainage Facilities	Yes/No	(0.1); (0.9) Respectively
Availability of Waste Disposal Facilities	Yes/No	(0.1); (0.9) Respectively
Availability of Educational Facility	Within Slum; Minimum 1 Km. away	(0.1); (0.9) Respectively
Availability of Health Facility	Within slum; minimum 1 km away	(0.1); (0.9) Respectively

- Non-availability and irregularity of the Professional staff such as medical officers, nurses and lab technicians and pharmacist;

- Large number of vacancies of medical staff in PHCs;
- Unavailability of adequate amount of appropriate drugs/essential drugs in PHCs;
- Anti-people and unfriendly attitude of the PHC staff towards the poor patients;
- Corruption and blatant demand for money for all services and turning away of people owing to the poor patients' incapacity to pay.

BOX 4 - SJSRY

PERFORMANCE IN BANAGLORE
(1997-2002)

- 1,02,479 BPL families
- Uncertainties in beneficiary list
- Less than 1% received USEP assistance (97-02) upto 24% of loans overdue
- Training & Capacity Building component not need based
- Ambiguous job descriptions for project staff: overworked with sub-optimal productivity
- Substantial portion of Bengaluru Budget going into community services component rather than soft inputs
- No convergence with any other schemes/programmes

Poverty Alleviation Programmes:

Karnataka has initiated many schemes to address poverty in urban areas (*Annex 2*). While most of them are national programmes being implemented by the State, the State-owned programmes are by far focused on housing and upgrading services, and social security to an extent. Most urban poverty alleviation schemes attempt to address poverty by:

- Provision of physical infrastructure such as houses, roads, water supply and sewerage
- Generating employment opportunities
- Social security
- Governance reforms for improved service delivery

Some of the assessment studies on UPA has revealed (also see Box 4) that there are crucial areas that need to be addressed if the benefits of the UPA has to reach the poor. They are:

- Need for a systematic approach to identify urban poor¹¹
- Need to link empowerment programmes with job opportunities

¹¹ A consultation undertaken in this study with the slum dwellers of Krishnarajapuram area also revealed that out of the 11 interviewed not a single person was employable. Another finding was also that eight of the 11 beneficiaries were from the same household for three consecutive years.

- Prepare a long-term plan
- Budgets linked to priorities
- Need for performance management

Studies also indicate that elements for effective design and management of projects are effective targeting (beneficiary identification) and, project sustainability and replication. Current interventions are programme -specific and they need to be designed as a package of benefits like training, placement, input supply and marketing of products; provision of infrastructure and amenities in the case of sites and services (Aziz, 1994). This is expected to ensure effectiveness of impact and, more importantly, partnerships with NGO's are critical. The main issues with the project driven approaches¹² and their limited impact relate to:

- Inadequate project planning
- Inability to develop locally appropriate organizations and provision for people's participation
- Leakage of benefits due to ineffective targeting
- Unproductive nature of assets acquired/created; and
- Limited recovery of funds provided.

¹² ISEC 1991

c. Access to land and the process of planning

The preparation and revision of the master plan is by definition to provide vision, infrastructure, allow for economic growth, regulate land use and its controls through Zonal Regulations. The exercise of plan making allows for two important decisions related to the city – possible consensus building on allocation of infrastructure (this depends on the institutional preparedness of the respective departments) and identification of projects that require multiple stakeholder involvement along with resource mobilization.

BDA is the planning authority for Bengaluru and according to the KTCP Act, 1961; the planning powers are vested with this body. As per the provisions, BDA has two main tasks to carry out:

- i) The task of making the master plan and revising it once in 10 years and to accord permissions/sanctions to building development plan/layouts and
- ii) Sites and services schemes as a development authority

On both these accounts, the revised master plan has made an attempt and requires further detailing and action leading to successful implementation. Most importantly, the *limited capacity to pursue such tasks and areas need to be overcome*. In the current situation, the scale of the BDA's operation is macro and does not deal with micro-level interventions. The organizational energies are best focused on the strategic development projects and land development than redevelopment/poverty focused actions. The transfer of planning powers and redevelopment, in particular to the BBMP in the near future, will allow the BBMP to address the needs and demands of the urban poor.

The BDA master plan attempts to streamline its policy and programme development in line with the National Housing and Habitat Policy. The key objective of providing shelter is planned to be met by harnessing the public, private/corporate, household sectors and by creating adequate housing stock. The addition of the stock shall essentially focus on encouraging rental and ownership housing¹³.

¹³ BDA Revised master plan 2015, vision document , page no: 33

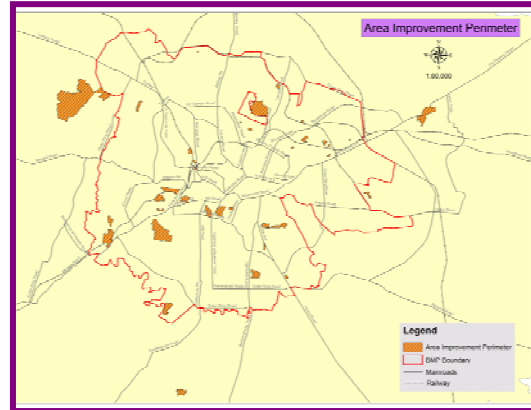
The strategic outlook of the master plan in relation to housing and shelter includes housing strategy, budget housing and redevelopment of slums, night shelters and rental housing.

Under the housing strategy, the master plan lays emphasis on the development of new housing areas, upgradation and intensification through redevelopment of existing housing areas including unauthorized colonies, slums and squatter settlements.

In the same manner, the RMP 2015, under the budget housing, a co-operative resettlement model is suggested for providing tenure rights and for developers to ensure a minimum of 15% of FAR or 35% of dwelling units, whichever is higher are earmarked for EWS and lower income category. Both these are to be tested thoroughly before implementing the same through the master plan.

Redevelopment of Slums/Area Development:

Though the Master Plan provides for redevelopment, exercise of redevelopment has been limited to a few cases. The large number of slums and their population are linked to the economic activities and their



redemption strategy needs to be *in-situ*. Relocation of the slums needs to be resorted to only in those cases where conditions pose a danger to health/safety. In some instances, the lands may be required for public purpose. Certain relaxations in the development control need to be made to suit and encourage project viability wherein private sector participation can be solicited. The Zonal Regulations of Revised Master Plan 2015 state that “following regulations shall apply for all redevelopment schemes taken up KSCB, BDA, BBMP and KHB within the local planning area of Bengaluru:

- ❏ Redevelopment schemes may be allowed in any zones,
- ❏ Maximum plot coverage of 60% and maximum FAR is allowable upto 3.0

Though the redevelopment possibility is highlighted, the specifics for redevelopment and the institutional

mechanism are not clear. There is a need for comprehensive planning to cover redevelopment and densification in order to align the specific intervention to the entire city level infrastructure, including utilities and transport. The issue of redevelopment necessitates working with FAR, land and capital investment coupled with better urban management practices.

The Revised Master Plan has introduced some innovative tools that allow the urban local body to assign and redevelop for the selected areas. These are covered under the heading of planning perimeters and are delineated on the map to indicate the need for action planning and detailed studies.

Area improvement scheme:

In the planning perimeters section, the RMP 2015 rightfully identifies areas for detailed schemes covering slums, poorly serviced infrastructure areas and any other area that have significant impact are to be taken up. These areas are envisaged to be implemented through the Urban Local Body (read BBMP) with development of programme, development specifics, assignment of development controls, rights and transfers and overall planning. These can be in a phased

manner and be implemented through government, private sector participation, ULB, community participation.

d. Resource Mobilization and Institutional Issues

Bengaluru City primarily derives its revenues from own sources to the extent of 75%. Among the own source; property tax accounts for close to 60% of the revenue. The other sources being; assignments from the state and grants. From a resource mobilization perspective, while the key lies in property taxes, the mobilization will also need to focus on other levies in relation to the nature of services provided by the BBMP.

While property tax is the major source and reflects better collection performance, some of the recent developments such as reduction in additional stamp duty to a surcharge have affected the financial status. For example, the stamp duty was an additional 2%, which was transferred and is now a surcharge due to commitments as part of national reforms by the State.

Table 7: Properties and DCB of Property Tax of BMP

Year (Base yr 2000)	00 - 01	01 - 02	02 - 03	03 - 04	04 - 05	05 - 06
No. of properties (Lakhs)	4.05	4.50	5.38	5.41	5.90	6.34
Demand (Rs. crores)	150	175	200	230	300	320
Collection (Rs. crores)	156	163	195	200	230	260
Collection Performance (%)	104	93.1	97.5	87.0	76.7	81.3

The key issues with regard to financing infrastructure and development in Bengaluru stems for the fact that property tax has its limitation in terms of revisions as the city had carried out two major reforms in this regard. The first being, shift to an area-based system through a Self Assessment Mechanism of taxation and the recent move of shift to capital-based valuation; with the extension of this method to the areas added as part of the BBMP, starting 1.4.2008¹⁴. The options include improving administration by expanding the tax net and land -based charges.

14

Category	Tax Rate (%)
Vacant land	
Below 1,000 sq. m	0.1 to 0.2
Above 1,000 sq. m & below 4000 sq. m	0.025 to 0.5
Above 4,000 sq. m	0.01 to 0.02
Residential properties	0.3 to 1
Non-residential properties	0.05 to 2

Table 8: Property Tax Collection details

Items	2001 - 02	2002 - 03	2003- 04	2004 - 05	2005- 06	CAGR
	<i>Actual in Rs. Crores</i>					%
Revenue Account						
Income	402.39	427.83	458.18	423.23	558.16	13.2
Expenditure	360.19	379.76	444.25	649.82	579.18	18.2
Surplus/ Deficit	42.20	48.07	13.92	(226.59)	(21.03)	
Capital Account						
Receipts	70.56	185.30	251.73	457.56	343.17	64
Payments	177.58	292.39	310.77	304.37	427.40	42
Surplus/ Deficit	(107.02)	(107.09)	(59.04)	153.19	(84.23)	
Overall Status incl. O.B.						
	85.64	94.97	95.79	111.62	104.43	

The concept of surplus appears notional, especially with the huge investment and O&M backlog. The average deficit as % of revenue of the BBMP has been of the order of 7 % of its revenue income. The debt-servicing ratio of BMP is around 33% (Rs.153 crores during 2005-06) and is just over the comfort zone of 30%.




STRATEGIC ACTION

CHAPTER III

STRATEGIC ACTION

III Strategic Actions


It is crucial for city stakeholders to take a proactive role in defining a shared vision for their city's future and improving the quality of life of the people, including the urban poor. While the CDP sets the vision, there is a need to formulate sub-sector plans for the city, poverty eradication being one of the important aspects. This would involve a planning method that is compatible to both city-level planning and neighbourhood/community-level planning needs to be chosen for decision making and strategy design. Some of the key issues in planning poverty reduction or slum upgradation/redevelopment in the context of Bengaluru are:

 The objectives of KSCB¹⁵, BMP and BDA are similar as far as slums are

¹⁵ a. The major objectives of the Karnataka Slum Clearance Board under the provisions of the Karnataka Slum Improvement and Clearance Act, 1974, are general :

- To undertake environmental improvement, clearance and redevelopment of slums
- To improve the hygiene conditions of the slums by providing water, drainage, roads, lights, etc.,
- To construct tenements for slum dwellers from eviction by landlords
- To protect bona fide slum dwellers from eviction by landlords
- To clear unauthorized huts and to prevent new slums
- To take up socio-economic studies of slums to get a better understanding of

concerned. The key issue is that the city has grown in size and changed in form and characteristics and activities of slum improvement fall short. Land tenure issues, basic services, housing and environmental sanitation need to be re-visited in the context of quality, sustainability and even quantity. There is a need for site and poverty mapping in the BBMP area as a first step towards poverty and infrastructure interventions and

 Strengthening the planning and design capabilities are critical and community participation is the key to successful implementation of slum improvement programmes and micro-plans prepared through a participatory process and rational fund allocation is critical for sustenance. The fund-flow needs to be continuous and not lapsable.

Apart from processes and strengthening capacities, a key requirement is investment funds given the magnitude of the problem. The investment demand for the medium-term with regard to physical infrastructure improvement for lower income areas is placed at Rs.4,995 crores (until the year 2031) and the immediate requirement for the medium-

the socio-economic conditions of the slum dwellers

term of 2012 is Rs.2,000 crores (Roughly Rs 500 crores per year).

Additional requirement for non-investment funds will be at least Rs.25 cores over the project period. With regard to rolling out lower-income area related improvements and skill/ social development activities, the key issue that need to be considered are:

- i. Should BBMP/SAC spend time defining poverty and assessing the same or evolve a mechanism that could address the needs of the poor based on an agreed criterion?
- ii. If the answer is yes to above, it needs to be a system that responds to the needs of the target group. The issue is, should this unit be

functionally independent or be a department within BMP?

- iii. In terms of resources, should this be another source of funding or should this be a pool of all forms of funding and support a broad range of poverty-related initiatives?

The first step in this regard is the establishment of SAC to overcome institutional constraints of limited capacities to plan. The activities of SAC would include design of an Urban Poverty Eradication Policy and investment guidelines. It is expected that Pilot schemes for improvement will need to be conducted by NGO's. The various activities in this regard are:



Table 9: Proposed Activities of SAC

Sl. No	Activities	Purpose	Methodology	Budget (Rs Crores)
1	Household surveys	To assess the affordability and willingness for cost sharing	Semi-Structured questionnaire (10%sample)	1.0
<i>Demand responsive arrangement and will be sub project based. Any settlement that needs any infrastructure development will need to carry out a mapping exercise followed by surveys to assess needs and design the transaction in terms of infrastructure design and social activities</i>				
2	Capacity building needs assessment study <ul style="list-style-type: none"> ▪ Community-based organizations ▪ Intermediary Agencies (NGOs etc.) 	To develop capacity building programmes for self-management and situation specific and need based programmes. Stakeholder analysis as part of this study	Participatory processes like focus group discussions	0.20
<i>To be carried out for a sample of slums and define the needs during the project period</i>				
3	Knowledge, attitude, practice study – health & hygiene issues	for developing hygiene promotion strategies	Key informant interviews, Focus Group Discussions, application of hygiene indicators in sample households	0.25
<i>More in terms of dissemination and would seek support from other State departments such as Health for financial support</i>				
4 5	CSR initiatives/ Sub-projects/ activity design	Locating resources for converging	Based on household surveys and corporate specific request, design intervention	4.0
<i>To develop and market the same to the corporate entities and area redevelopment programmes to be implemented by BBMP/ private partners</i>				
6	Primary Health Centers and schools _ performance assessment study and recommendations for optimization of utilization	To optimize the services of PHC/schools to the urban poor	Interviews with PHC users, doctors, ANMs, Health Department officials, review of health policy and select schools	
7	Urban slum upgrading	Define programmes and	Discussions and based on surveys of	

Policy	policies and operating procedures	select communities
For the two activities above, define methods of augmenting services through community/ private participation.		
Resources for project structuring to be obtained from 4 above		

- a. Revising the ARV/CV of property tax in the BMP, added ULB and villages during 2008-09;
- b. Bringing un-assessed properties under the tax net;
- c. Maintaining 90% collection efficiency; and Settling all the outstanding liabilities

In this context the mobilization of resources, i.e, in terms of balancing its annual revenues and expenditure in part could also be by improved financial management. This is critical with the limited buoyancy in the property tax regimes due to shifts from ARV to area-based and capital value methods over a shorter period of time, which would constrain altering the base. The only increments will be annual addition and

Table 11: Investment details

Sl. No	Investment Head (Agency/ Period)	2006 - 2012	2012 - 2031	Grand Total
		Rs. Crores		
At constant Prices				
1	Bruhat Bengaluru Mahanagara Palike	15,635	65,861	81,497
	Core infrastructure	5,127	4,776	9,903
	Major road and BRTS project	8,088	56,286	64,374
	Other projects	2,420	4,799	7,219
2	BWSSB	8,189	7,854	16,043
	Water Supply	5,986	5,732	11,718
	Sewerage	2,203	2,121	4,325
3	BDA ¹⁶	4,000		4,000
	Total	27,824	73,715	1,01,540

¹⁶ This investment is only for the peripheral road as identified in CDP; in addition BDA has its own

expanding the tax net to account of about four lakh properties Based on current revenue streams and improvements, a recent assessment indicates that the BBMP will be able to sustain its investment of Rs.11, 410 crores, i.e., 57 per cent of the total required investment¹⁷. This includes grants under JNNURM (GoI and GoK) framework as applicable to a tune of Rs.4,389 crores. This is a do minimum scenario and the review carried out by consultants¹⁸ indicates a higher investment, subject to additional state assignments and land-based impact fees. While this is an unlikely scenario, the investments need to be viewed in the context of additional resources from land-based charges such as betterment levy and enhancement of the implementation capacities of the BBMP.

Current average annual capital expenditure is of the order of Rs.400 crores and if the BBMP were to

investment proposals for implementation of its zonal development plan.

¹⁸ CRISIL 2007

implement the investment plan the order of investment will be in the region of Rs.1, 200 crores. Currently the level of borrowing is to the level of 80% of its capital sources and the main sources are KUIDFC and HUDCo¹⁹. The implementation of the plan would mean at least doubling of the manpower effort to design and implement programme. From this perspective, it is necessary to review the possibilities of PPP arrangements and its impact on finances.

In terms of resource mobilization options, the best option for BBMP will be in terms of land-based charges. Currently based on provisions under the Karnataka Town and Country Planning Act 1961, land-based levies are charged. These include:

- a. Planning permission fees
- b. Betterment charges and
- c. Development charges

The issue with development charges is that when BDA develops a layout, the costs are in-built as part of the land cost, whereas for private lay out the levy is Rs.20 per sq.m (as per KTCP Act, 1961). These rates are levied based on a 1993-94 Government Order and have

¹⁹ Currently, BMP has an outstanding loan of Rs.742.02 crores.

not been revised since then. In the year 2005-06, the BDA collected Rs.25 crores as betterment charges and Rs.15.7 crores as development charges. The BMP collected a betterment of levy of Rs 6.26 crores during the same period. The BDA also receives substantial revenues by way of auction of plots and the resources are generally not ploughed back for development works of the BBMP.

The resource mobilization plan as prepared by the KUIDFC indicated additional inflows through the Sakrama scheme of regularizing unauthorized developments. As per the scheme, the rates are graduated based on the site area²⁰. While there are issues in terms of the process, it needs mention that similar schemes are under way in other metros and the rates are far higher than those prescribe in Karnataka. In Hyderabad, for layout regularization it is of the order of Rs.600 per sq.m inclusive of all charges, including betterment and

²⁰

Area	Rate Rs./ Sq.M	
Violation-Formation of Sites		
Upto 60	200	
>60-120	400	
>120	600	
Set Back Violations %		
	Res	Non Res
Upto 25	10	25
25-50	25	40
FAR Violations		
Upto 25	10	25
25-50	25	40

development charges. The Andhra Pradesh Government also revised the development charges in the year 2007²¹. The per square meter rates for regularization in Chennai are Rs.1, 250 for residential and industrial, and Rs.2,500 for commercial. The development charge rates for residential in Chennai are Rs.5/ sq.m for land and Rs.12.5 for buildings and is in multiples of two for commercial properties. The underlying fact in all the cities, including Bangalore, is that while the layouts developed by public agencies factor in the cost of development and charge the buyers, in the case of layouts developed by private builders, the developments are not up to the mark and the fee collected by the agencies do not reflect the true cost of development. The impact is on the local body to mobilize additional resources and upgrade services and the only source available to raise resources is the property-based taxes, which is in itself a constraint. The additional option will be to explore the

²¹ Hyderabad

Use	Land (Rs/ Sq.M)		Building	
	Hyderabad	Urban Agglomeration	Hyderabad	Urban Agglomeration
Res	75	75	100	50
Com	100	100	125	60
Ind	60	60	125	30
Ins	60	60	125	30

proposed redevelopment provision in the Master Plan for Bengaluru.

The possible options for mobilizing additional resources to meet the investment need can be from the regularization fee, which would be of the order of Rs.600 crores²². This could be leveraged additional of investment in the medium term, especially if the fund is managed by well-placed investments.

The additional inflows for the fund could also be contributions by way of:

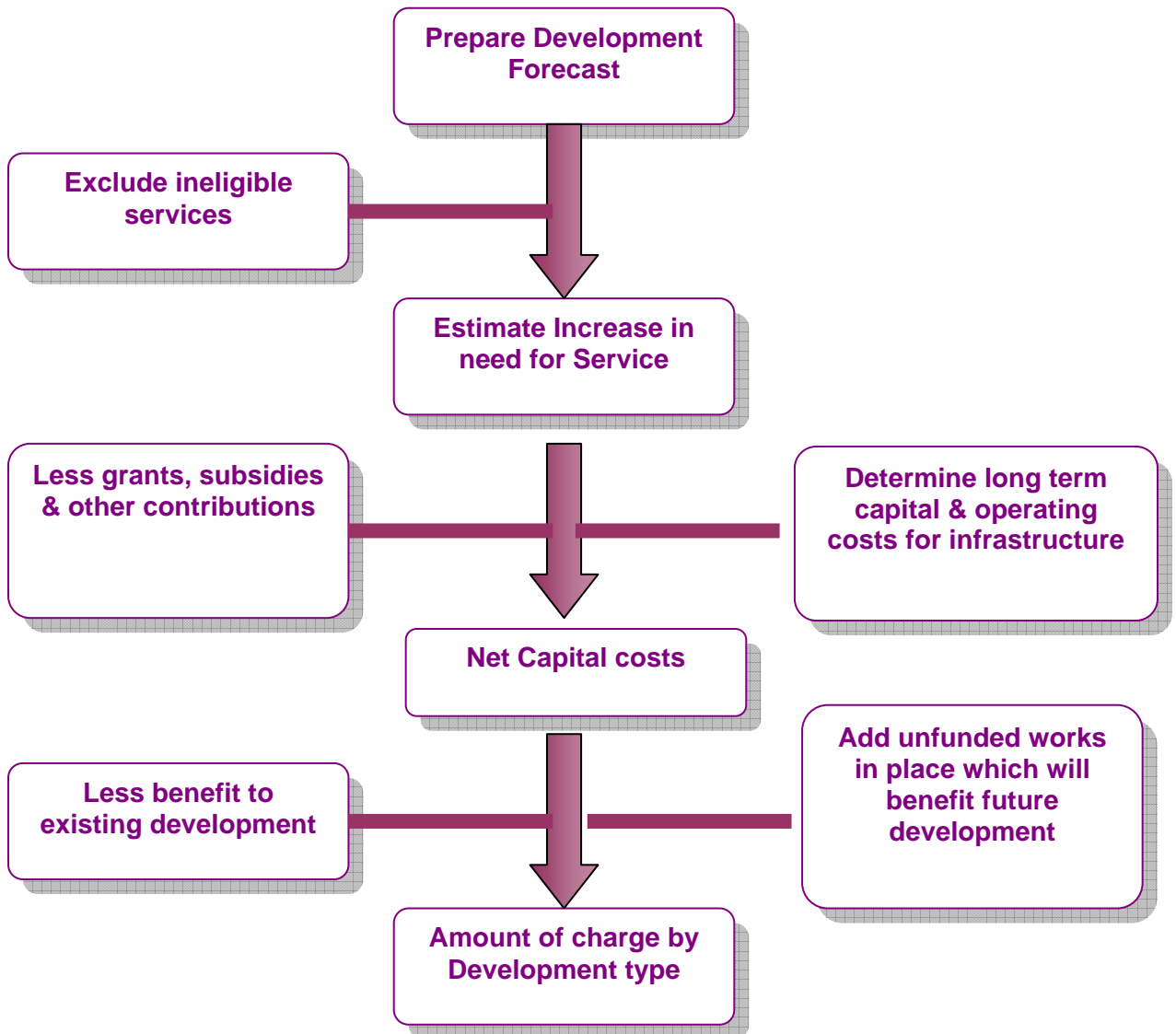
■ Enhanced development charges. Currently the BBMP charges Rs.20 per sq. m (Rs.40 for industrial and Rs.75 for commercial) as development fee²³. However, there is a need to develop annual costs and notify the same. Currently, this is notified by the GoK and will require empowerment of the BBMP to fix this levy on “annual basis”. For instance, in case of Mumbai, The rates prescribed for the MCGM, Mumbai, are a minimum of Rs.140 and a maximum Rs.350 per sq. m. of land and building where the FSI is 1 (the current applicable rate is Rs.175). In case of other Municipal Corporations,

the corresponding rates are Rs.60 and Rs.120. After 15 years of initial prescription, these rates in Mumbai appear to be extremely low both compared to current property prices and resource requirements for infrastructure provision. Any increase would be less than 3% of the current cost of development in Bangalore.

²² It is proposed that the BBMP will regularise all the buildings where deviations are below 50% and at the proposed fee, BBMP would generate about Rs.600 crores in the next two years

²³ As of 1993-94

PROCESS OF CALCULATING DEVELOPMENT CHARGES



■ Apart from enhanced development charges, the city can also benefit from the proposed redevelopment schemes and as per the act, a betterment levy would enable the BBMP recover part of the costs. If the re-development warrants additional FSI, this could be at a price and the additional resources could be pooled into the Infrastructure Fund (IF), leveraged and utilized in the same zone for development. However, the rates of development will need to be on actuals for the zone.

■ It is recommended that the BBMP create an IF from a long-term perspective and also establish a Debt Management and Investment Planning Cell. The primary function of the cell will be managing the “Investments Funds”, which could be specific to Slum Improvement or General Infrastructure Investments. These funds could draw resources from:

- All land-based levies
- The *regularization income* (Sakrama),
- And other sources transferred by the BBMP or the government and possibly a share of land auction based income of the BDA.

This pool of resources will primarily be for demand-based development works in the BBMP area, including redevelopment programmes as contemplated in the Master Plan. In addition, the cell would also manage debts by substituting debt as well as deciding on implementation options for infrastructure or social projects.

Scope of the Investment Planning and Debt Management Cell:

■ **Assistance in financial management:**

- Maintain an up to date database on municipal finances
- Reconciliation of accounts with utilities and lenders
- Carrying out variance analysis with reference to the budget
- Furnishing data and carrying out analysis for the BBMP.
- Tracking the growth of property tax assessments
- Market watch and periodic substitution of loans
- Investment of resources in the “specialized funds” and managing the same.
- Ensure enforceability of security mechanisms by maintaining a register of hypothecated collateral.

Assistance in project financing:

- Assist various units of the BBMP in structuring projects/engage experts to assist the cell in such transactions
- Disseminate information on the projects to credit-rating agencies and interested financial institutions.

12. For financing services and development activities for the poor, beyond the national programmes-based support and allocation for basic infrastructure upgrading, the allocation is limited. Even the BSUP primarily focuses on physical infrastructure and is limited on the social development front. The only direct source for slum improvement is transfer of a cess on private development²⁴ collected by BDA and transferred to a “slum development fund” jointly held by the Slum Clearance Board and the ULB. However, this fund can be utilized by the Slum Clearance Board as per standing orders of the government²⁵.

13. Currently, the welfare budget on the revenue side is of the order of Rs.55

crores and the capital of the order of Rs.220 crores. Most of the capital works is towards the BUSP. The BBMP could as part of its policy to improve living conditions in lower-income areas merge the 18% welfare allocation and an annual contribution of around. The BBMP will also need to define a policy for slum upgrading and allocate resources so that this could be mainstreamed as part of the Budget than being linked to programmatic funds.

14. The investment needs for slum upgradation is of the order of Rs.4,995 crores and additional Rs.50 crores will be required for social development activities. :

²⁴ The fee ranges from Rs.25,000 per ha for layouts to specific charges for plots developed by state agencies.

²⁵ TPN:DD-DG/SiCess/6-18/94-95 Dated 18.5.1994}



STRATEGIC ADVISORY CELL

CHAPTER IV

STRATEGIC ADVISORY CELL

The Strategic Advisory Cell

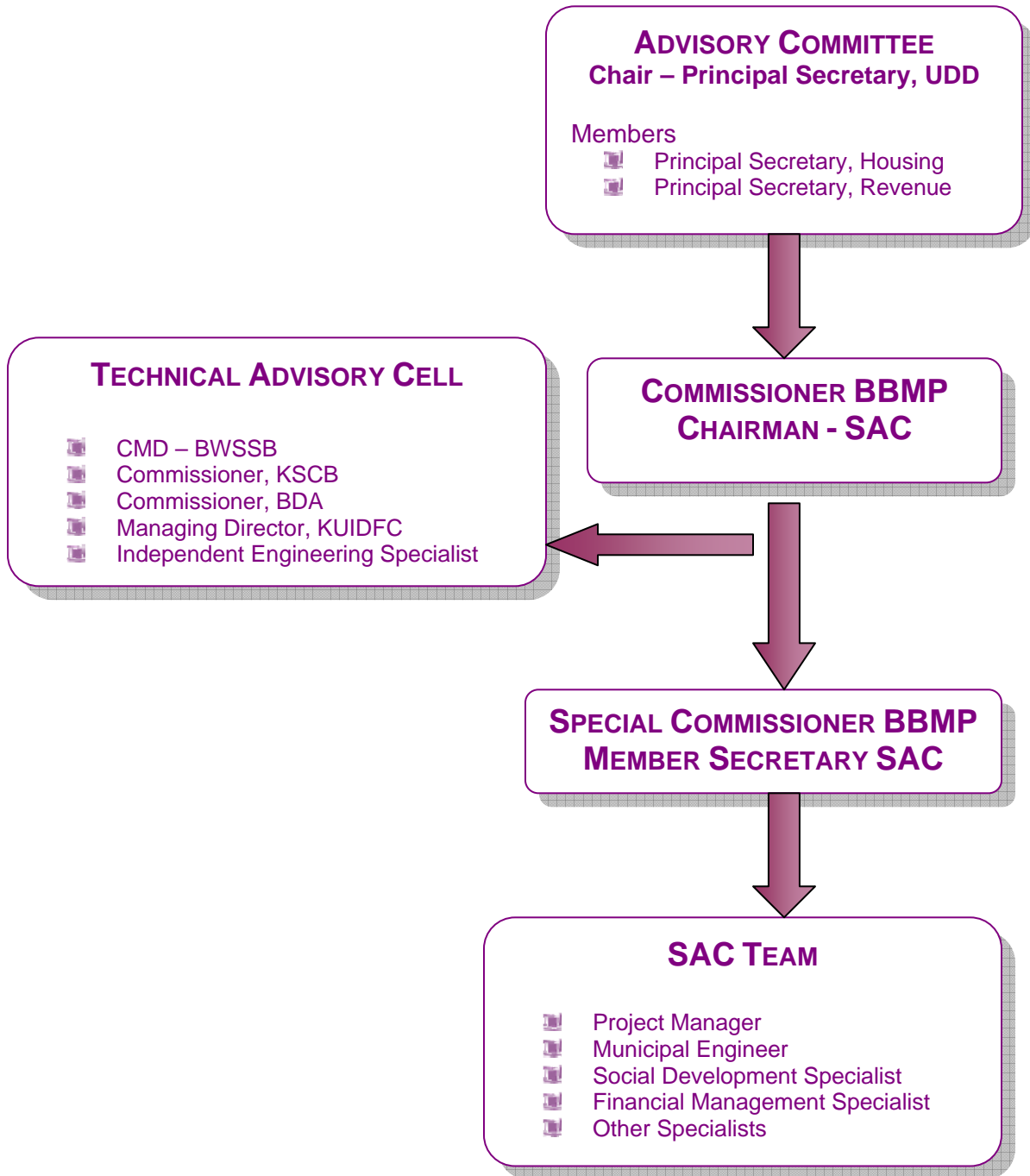
While fund management will be a function within the BBMP supported by CA through the SAC, the SAC will be the nodal point for enabling all pro-poor initiatives and advise/coordinate advisory services for strategic/operational actions. This could be on a range of issues such as governance, resource mobilization or programme or project development.

Apart from pursuing projects or catalysing action through various stakeholders and implementing agencies, the SAC will also initiate planning actions that will enable comprehensive upgradation/redevelopment of areas of the city. The renewed planning approach essentially shall be strategic

and direct various actions to desired outcomes within the statutory frameworks. In effect, the SAC will oversee the following activities:

- Preparation of urban slum upgrading policy for Bengaluru city;
- Support the BBMP in establishment of debt management cell, by engaging an expert or through an internal committee;
- Augmenting physical infrastructure in general and in lower-income areas in particular by coordinating with the works department. This would involve preparation of pilot projects and support during implementation of the projects. including community mobilization;
- Managing and executing the redevelopment – design TOR for engagement of consultant and assist the BBMP in its implementation, compensation, etc-.
- Monitoring and implementation of redevelopment – project implementation.

THE PROPOSED STRUCTURE
THE STRATEGIC ADVISORY CELL



The structure and suggested staffing for the SAC are as follows. The SAC will be anchored within the BBMP. The overall functions will be handled by a programme manager and technical specialist. Other skill sets will be acquired based on need.

Position	Skill-sets	Functions
Project Manager	Urban Planner/ Management Graduate at least 10 years experience in program management in the urban sector	<ul style="list-style-type: none"> ▪ Overall management of SAC activities and submission of performance and monitoring reports to the Steering Committee and the Donors; ▪ Specific advice on project development; ▪ Lead design and oversee on behalf of SAC, the area development program; ▪ Policy advise to the SAC constituents and coordination of policy work outsourced through specialists and ▪ Coordinate procurement of goods and services for the SAC or activities of other agencies that would involve procurement
Municipal Engineer	Engineer Planner with adequate experience in design of area development schemes. Around 10 years experience, preferably with experience in procurement of works and services. The Municipal Engineer can also be on deputation from BBMP/ Government.	<ul style="list-style-type: none"> ▪ Design, review and appraisal of infrastructure components of area/ in situ slum development programs and ▪ Support small initiatives on aspects relating to procurement as well support other service outsourcing such as health, education etc.
Social Development	Social scientist with around 10 years experience in program design, design of social development/ livelihood projects and research.	<ul style="list-style-type: none"> ▪ Define TOR and procurement of agencies to carry out poverty assessment and mapping, social development programs; ▪ Initiate IEC activities on various issues relating to health and poverty ▪ Support the Engineer in design of slum upgrading programs ▪ liaise with the Corporate entities to market social projects and monitor program implementation
Finance Specialist	Master in Business Administration with Financial	Assist PM in <ul style="list-style-type: none"> ▪ Financial appraisal of sub projects;

Management or CA/ ICWA with sufficient exposure to urban infrastructure projects, knowledge of capital market issues.	<ul style="list-style-type: none"> ▪ Structuring of projects and ▪ Management of project finances
Other Specialists as required	

The overall poverty specific requirements for the short term would be of the order of Rs. 2053 crores (US\$ 515 million) and the BBMP will finance the investment components. It is expected that CA and other partner donors, apart from supporting core staff will support project development activities/specific transaction and policy studies. The indicative costs of various actions are as follows:

Activity	Description	Cost		Sources
		Rs Crores	Million US \$	
Design of urban slum upgrading policy and strategy, and definition of specific sub-project implementation arrangements	Team and Expert formulate the policy and define sub projects in consultation with BBMP/KSCB	0.25	0.06	CA
Finance sub-project/ transaction development and social development activities/ programmes	Develop infrastructure projects, area development projects and social development programmes	4	1	CA/ USAID/JBIC
Other advisory services as demanded by	Activities such as support for legislative amendments, market	4	1	CA

constituent bodies/GoK ²⁶	access support etc.			
SAC operating costs for a five-year period	Technical assistance for setting up of Advisory Cell in BBMP, Infrastructure, Hiring Professional & experts, Operational Costs etc	4	1	CA
Implementation of social development Programmes	Implementation of capacity building/ livelihood programmes etc	25	6.25	BBMP
Infrastructure	Physical infrastructure in lower income settlements (JNNURM, BSUP, 18% programmes etc)	2000	500	BBMP/ GOK/ GOI & users
Total		2037.25	509.31	

²⁶ Such as Institutional Framework changes and amendments:

- Framework for declaring an area for redevelopment scheme/redevelopment.
- Assessment of amendments to be brought about through the KTCP Act and the KMC Act. This includes the required changes to be brought about in the municipal bye laws and zonal regulations.
- Framework changes for making BBMP/SAC in position to recommend Local Planning Authority for declaration of the scheme.
- Action Plan for development of rental housing to be addressed.

ANNEXURES

ANNEXURE 1

AN OVERVIEW OF SLUM IMPROVEMENT AND POVERTY ALLEVIATION PROGRAMMES IN KARNATAKA

Nirmal Nagar Programme (NNP): This programme, launched by the GoK, aims to provide optimum delivery of the services and change the way people look at service delivery institutions. Greater accountability and citizen participation are the focus areas. The following are the sub-components of the programme:

- Urban Stree-Shakti for poverty alleviation.
- Urban cleanliness (solid waste management)
- Access to toilets for urban poor
- Promotion of rainwater harvesting practice
- Property taxes reforms and property-related GIS (geographic information system)
- Computerization
- Implementation of fund-based accounting system in the ULBs

Swarna Jayanti Shahari Rozgar Yojana (SJSRY): This is a need-based informal employment programme launched by

GOI to support and develop micro-enterprise and gainful employment targeted towards the urban poor. The highlight of this particular scheme is its focus on empowering poor women in urban governance. It operates by setting up self-employment ventures or making space for wage employment through creation of suitable community structures and the implementation is done through the local bodies and community structures.

Urban Housing Schemes:

Integrated Housing & Slum Development Programme (IHSDP): This programme was introduced by the GoI, and aims to enhance public and private investments in housing and infrastructural development in urban areas.

The basic objective of the scheme is to strive for holistic slum development with a healthy and enabling urban environment by providing adequate shelter and basic infrastructure facilities to the slum dwellers of the identified urban areas.

Ashraya Scheme: The State government-sponsored scheme for housing for the houseless urban poor.

The beneficiaries are selected by Ashraya Committees comprising both official and non-official members appointed by the government. The financial assistance under the programme is limited by the urban local bodies.

Dr. Ambedkar Housing Scheme: This is a State government-sponsored housing scheme for the SCs/STs. The Ashraya and Ambedkar housing programmes were launched in Karnataka for the poor in 1993-94, long before the National Habitat Policy was formulated.

Infrastructure schemes

Jawaharlal Nehru National Urban Renewal Mission (JNNURM) – Basic Services for the Urban Poor (BSUP): The Sub-Mission on BSUP under the JNNURM has been launched with thrust on integrated development of slums through projects for providing shelter, basic services and other related civic amenities. In Karnataka, the JNNURM is applicable only to Bengaluru and Mysore, which are among the 63 cities selected for this scheme.

The objectives of BSUP are:

- ❏ Focused attention to integrated development of basic services to the urban poor;
- ❏ Security of tenure at affordable price, improved housing, water supply, sanitation;
- ❏ Convergence of services in fields of education, health and social security
- ❏ As far as possible providing housing near the place of occupation of the urban poor
- ❏ Effective linkage between asset creation and asset management to ensure efficiency
- ❏ Scaling up delivery of civic amenities and provision of utilities with emphasis on universal access to urban poor.
- ❏ Ensuring adequate investment of funds to fulfill deficiencies in basic services to urban poor.

Other Schemes: These include several schemes that the State government has undertaken to provide social security to the poor, particularly the weavers and towards slum development:

Social Security programmes: The major national security schemes are :

🏠 **National Old Age Pension Scheme (NOAPS)**, which provides pension to people above the age of 65 who have no source of income or financial support.

🏠 **National Family Benefit Scheme**, which provides Rs.10,000 to families living below the poverty line when their main earning member dies.

🏠 **National Maternity Benefit Scheme**, which provides Rs.500 to pregnant women of families living below the poverty line.

🏠 **Rural Group Insurance Scheme**, which provides a maximum life insurance of Rs.5,000 covering the main earning members of families living below the poverty line on a group insurance basis.

🏠 **Kolache Pradeshagala Abhivridhi Yojane:** This is an initiative of the Government of Karnataka to improve the conditions of the slum dwellers. Its main objective is to provide drinking

water, better roads, community centre and street lighting.

🏠 **Niranthara-BBMP** offers prioritized services to urban poor with footpaths, community toilets, and vocational training.

🏠 Apart from the above there are regular government schemes or even the BBMP allocation such as the 18% grants for SCs/STs etc.

ANNEXURE 2

TERMS OF REFERENCE FOR POVERTY MAPPING

1. Objective: Through a comprehensive mapping to be carried out on various scales possibly through use of GIS, the objectives are:

- i. Transversal approach for understanding the key issues
- ii. Arrive at urban poor networking and identification of common resources that can be shared.
- iii. Develop programme/projects based on different territories/spatial context.

2. Themes to be covered are:

- i. Population densities _ changes and growth
- ii. Geo-locating the slums/high-density areas/urban villages and poorly serviced areas through the database of the KSCB, the BBMP, the BDA, the SAC listing (derived from the NGO, etc), the BDA RMP 2015 – area improvement schemes and satellite imagery interpretation.
- iii. Employment and jobs location _ mapping of informal and formal job

centers- mainly from data that come from field surveys and official databases.

- iv. Government land, mainly that of the RGRHCL, the BBMP, the BDA, the KHB, for housing and land development.
- v. Housing situation – informal and formal
- vi. Transportation
- vii. Health and education facilities covering primary, secondary and tertiary health & education centers. The role of private schools and health needs to be articulated and role identified clearly.
- viii. Environmental features, including that of the valleys, tanks, hill tops, hazardous areas.
- ix. Trunk infrastructure for the water, sewerage, UGD _ this involves getting relevant information from the departments concerned and building on the data and demand for services.
- x. Capital values and land prices of various parts of the city along with the market guideline values in form of price bands in the city.

3. Tasks

- i. Conduct a stakeholder analysis
 - Identify actual and potential stakeholders who should be

- involved in the various phases of the poverty mapping process
- Identify stakeholder needs, interests, capabilities and views, so as to facilitate the participation of stakeholders in the poverty mapping process as producers, disseminators or users in line with the objective of the stakeholders.
 - Identify key actors on board and engage them as ‘Champion²⁷s’
 - i. Identify the focal point for the mapping process (in this case it will be the BBMP)
 - ii. Network with the key agencies and counterparts and keep them in the loop from the beginning. (the BWSSB, the KSCB, the KSPCB, NGOs/civil societies, mass organizations, National Statistical Institute, Census Board and specific private sector partners)
 - iii. Develop indicators that need to be fed into the map through a participatory process
 - iv. Establish contacts with the agencies of Best Practices in poverty mapping and use the learnings of the process and the outcome to adopt it suitably.
- v. Evolve a variety of methods, including awareness raising initiatives, to explain possible applications and demonstrate power of the results to create a demand.
 - vi. Suggest ways of setting up user groups at an early stage. Involve the user groups in the mapping process. User groups can be Parastatal bodies, NGOs, likely CSR partners.
 - vii. Identify situations of conflict and tensions and deal with it with understanding and consensus building process
 - viii. Enlist resources needed for setting up a poverty analysis unit and a GIS unit to be set up within BBMP.
 - ix. Obtain access to census and any available survey data to build the poverty map. Check the compatibility of data sets and ensure data quality
 - x. Draw up clear guidelines for analysis of data.
 - xi. Technical and Participatory validation exercises must be conducted to examine the soundness of the mapping data

²⁷ The role of the champions would be to disseminate the methodology of the mapping process, objectives and uses which may also be updated. The champions will ideally have the following characteristics: Knowledgeable, well-connected, Senior)

- and other outputs. Trust among the stakeholders and policy makers must be established through this exercise
- xii. Work out a dissemination strategy to spread public awareness. Data outlets may be identified.
 - xiii. List out assumptions and limitations to the users.
 - xiv. Provide follow-up action plan both to the BBMP and the user groups.

4. Outputs of this exercise will be to build the spatial and analytical data as well to maintain for a period of two years – the operation and maintenance part will be budgeted by the SAC and will involve PPP model and the CSR initiative to work. The database and mapping will be updated once in six months.

ANNEXURE 3

TERMS OF REFERENCE

REDEVELOPMENT PROGRAMME

Background: Bengaluru city has large number of areas that are poorly serviced and require some immediate intervention in short-, medium- and long-term periods. An in situ type of development/upgradation has limited scope and value. Therefore, there is a need for renewing a redevelopment approach to tackle the various housing and infrastructure issues. Foremost, among them would be the need for the “declaration of scheme”, which will provide its legitimate status for planning and development operation.

The scheme in common parlance is mostly understood as “static” and “predetermined”, leading to a freeze on the existing ground situation. The form suggested here introduces flexibility and is modelled on similar lines of the “Town Planning Schemes”. The key focus should be the ability of amalgamation of the various stakeholders’ rights and working out a proportional beneficiary position. This will be based on the extent of participation not limited to the mere ownership of the resources. This form of model thrives on ascribing a

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value – (financial) and allow for participation and respective enjoyment of benefits commensurate with the participation or subsidy. This is an extension of partnership model between the various stakeholders.

The salient features of the model will be:

- ❑ The scheme also highlights a “special attention area” and the development initiatives and their co-ordination can be continued.
- ❑ The redevelopment area shall not only be limited to the slum or poor area, they will be covering a larger area for the redevelopment plan purpose.
- ❑ The scheme area should also have the flexibility of possessing an independent FAR as global FAR that need not be linked with the Master Plan FAR.
- ❑ Instead of land-based rights, the overall model has to be based on the development rights and transfer of development rights – through the use of FAR.
- ❑ A global FAR for the said area will be provided and this is required to be utilized in a creative and prudent manner.
- ❑ The permission for implementing the scheme and necessary

approvals will have to come through the SAC.

■ The guidelines and regulations for the redevelopment requires to be drawn up and will provide concessions so as to meet the optimum development of the site and the area.

The base information derived from the databases requires to be analyzed for the veracity and also requires to be brought into a suitable framework for identification. This requires to be handled in stages:

- A. Consultancy part to anchor and provide inputs to the SAC as well to enable policy/management framework. Derivation of programmes and phasing proposals.
- B. work with the multiple departments and agencies to build consensus, agreements on various issues concerning:
 - i. Identification of stakeholders
 - ii. Identification of areas for upgradation/redevelopment/slum areas.
 - iii. Conducting workshops, seminars & dissemination of information.
- C. Derivation of programmes and phasing for each area and

drawing up of budgets. Through the careful dovetailing with the Master Plan, Transportation networks, Infrastructure & Quasi Political inputs.

- D. Inclusion of budget items within the municipal budgets for regular implementation.
- E. Screening and addition of areas on an ongoing basis.

The tasks

Activity .1: Benchmarking and minimum services provision:

Benchmarking of services to the current level and enhancement to a desired level will require several of the initiatives:

- Assessment of existing program and new ones will have to be introduced.
- Community mapping – identification of key CBOs, NGOs, etc,
- Social and economic assessment studies – including investigating the role of employment generation through mix of self-help and organised turnkey construction formats.

Activity 2: Engineering and Infrastructure:

The infrastructure part both from engineering aspects and social aspects of community services will have to be improved upon—this will require the upgradation of services and as well as to involve the community to take up the design and implementation of the scheme.

- Mapping of services.
- Needs and demand requirement assessment.
- Engineering studies
- Integrating the informal sector within the planning process and reservation of space/lending some concessions for the owners of tiny/informal businesses.
- Discussion with relevant stakeholder for the services component.
- Willingness to pay/affordability
- Identification of key players in provision of infrastructure – engagement into formal system.
- Design of engineering aspects for the works
- Implementation in phases by involving the community/CBO through a bid route.

Activity 3: Planning operations for both area level upgradation and redevelopment

- Will involve detailed surveys – physical, reconnaissance, topographical and social surveys
- Profiling and needs assessment.
- Land assessment and pooling for redevelopment process.
- Design and Structuring the scheme – identification of equity players, stakeholders and beneficiaries.
- Action for limited re-location and rehabilitation.
- Fixing of overall FAR for the operations.
- Working out the social infrastructure components.
- In case of upgradation schemes In the short term – prioritize development along with actionable inputs limited to one or two priority areas sectors consistent with overall upgradation and planning.
- Setting up of the budgetary support.
- Identification of key players for implementation and enrolling them.

ANNEXURE 4

TERMS OF REFERENCE

STRATEGIC ADVISORY CELL

1.0 Preamble: The SAC, the SAC will be the nodal point for enabling all pro-poor initiatives and advise/coordinate advisory services for strategic/operational actions. This could be on a range of issues such as governance, resource mobilization or program or project development.

2.0 Structure: The overall responsibility of the SAC will be with the Commissioner, BBMP, the Chair. A committee headed by the Secretary UDD will advise and resolve cross departmental issues relating to the work of the SAC. A Technical Advisory cell on inter departmental operational issues will function under the chairmanship of the Commissioner BBMP.

3.0 Within the BBMP, the responsibility of the SAC will be with a Special Commissioner. All products of the SAC will be

reviewed by the Technical Advisory Cell.

4.0 Scope of Work of the SAC will include design, support and oversight relating to the following activities:

4.1 Preparation of urban slum upgrading policy for Bengaluru city

4.2 Support the BBMP in establishment of debt management cell, by engaging an expert or through an internal group

4.3 Augmenting physical infrastructure in general and in lower-income areas in particular by coordinating with the works department. This would involve preparation of pilot projects and support during implementation of the projects. including community mobilization

4.4 Managing and executing redevelopment program – design TOR for engagement of consultant and assist the BBMP in its implementation, compensation, etc-

4.5 Monitoring and implementation of redevelopment – project implementation and

4.6 Support the constituent members of the “Technical Advisory Cell” on aspects relating to planning, policy and governance issues.

5.0 Location, Staffing and Responsibilities:

5.1 The SAC will be anchored within the BBMP and will be attached to one of the Special Commissioners

5.2 The overall functions will be handled by a program manager and technical specialist. The Program Manager Will report to the Special Commissioner as designated by the Commissioner Bangalore Corporation

6.0 Staff and responsibilities are as follows :

Position	Skill-sets	Functions
Project Manager	Urban Planner/ Management Graduate at least 10 years experience in program management in the urban sector	<ul style="list-style-type: none"> ▪ Overall management of SAC activities and submission of performance and monitoring reports to the Steering Committee and the Donors; ▪ Specific advice on project development; ▪ Lead design and oversee on behalf of SAC, the area development program; ▪ Policy advise to the SAC constituents and coordination of policy work outsourced through specialists and ▪ Coordinate procurement of goods and services for the SAC or activities of other agencies that would involve procurement
Municipal Engineer	Engineer Planner with adequate experience in design of area development schemes. Around 10 years experience, preferably with experience in procurement of works and services.	<ul style="list-style-type: none"> ▪ Design, review and appraisal of infrastructure components of area/ in situ slum development programs and ▪ Support small initiatives on aspects relating to procurement as well support other service outsourcing

	The Municipal Engineer can also be on deputation from BBMP/ Government.	such as health, education etc.
Social Development	Social scientist with around 10 years experience in program design, design of social development/ livelihood projects and research.	<ul style="list-style-type: none"> ▪ Define TOR and procurement of agencies to carry out poverty assessment and mapping, social development programs; ▪ Initiate IEC activities on various issues relating to health and poverty ▪ Support the Engineer in design of slum upgrading programs ▪ liaise with the Corporate entities to market social projects and monitor program implementation
Finance Specialist	Master in Business Administration with Financial Management or CA/ ICWA with sufficient exposure to urban infrastructure projects, knowledge of capital market issues.	Assist PM in <ul style="list-style-type: none"> ▪ Financial appraisal of sub projects; ▪ Structuring of projects and ▪ Management of project finances
Other Specialists as required		

7.0 Key activities

Activity	Description
Urban Slum Policy	To be developed using a specialist with the overall responsibilities with the social development specialist and the Project Manager.
Urban Poverty Assessment and Definition of the sub projects	To be lead by the PM, will involve finalizing the TOR in consultation with departments, procuring an agency, review of outputs and assist BBMP units in preparing designs and bid documents.
Sub-projects: transaction development and social development activities/ programmes	In consultation with agencies/ units of BBMP: <ul style="list-style-type: none"> ▪ Develop infrastructure projects, ▪ area development projects and ▪ social development programmes ▪ Support BBMP in implementation of BSUP
Other advisory services as demanded by constituent bodies/GoK ²⁸	Activities such as support for legislative amendments, market access support etc. Involve:

²⁸ Such as Institutional Framework changes and amendments:

- Framework for declaring an area for redevelopment scheme/redevelopment.

	<ul style="list-style-type: none"> ▪ development of TORs, ▪ preparation of outsourcing policies ▪ organize events such as round tables, workshops, seminars
Implementation of social development Programmes	Advise and oversee implementation of capacity building/ livelihood programmes etc directly by BBMP or through Corporate Bodies Design and develop PPP projects.

8.0 Other Requirements

The BBMP & CMAK would provide for space and services for the SAC to operate.

-
- Assessment of amendments to be brought about through the KTCP Act and the KMC Act. This includes the required changes to be brought about in the municipal bye laws and zonal regulations.
 - Framework changes for making BBMP/SAC/ Metro Planning Committee as Local Planning Authority for declaration of the re development schemes.
 - Action Plan for development of rental housing to be addressed.



City Managers Association, Karnataka

CMAK is a membership based professional body of City Managers' and Urban Planners, which works to strengthen and enhance the capacities of ULBs, UDAs and Association members in Urban Planning, Management and Development. We believe in effectively utilizing and encouraging the existing expertise in urban development with a focus on innovative practices, trends and concepts.

Our Strategies

Our strategies revolve around peer exchange programs; information sharing between cities and countries; professional development opportunities to local officials and members of the Association; partnership and alliances with different organizations, experts, researchers, practitioners, doers, thinkers and implementers.

Advisory Support & Networking

We support ULBs by providing advisory and technical assistance in Municipal finance, Infrastructure development, Project Management, Costing, Resource mobilization and Research. We also facilitate project planning and implementation and other selected areas of interest to ULBs.

Training & Education

Participatory, implementation-oriented training is our main focus area while we endeavor to improve knowledge and skills for managing urban processes of today.

Information Dissemination

CMAK follows a multi-dimensional approach by facilitating national, regional and international workshops for capacity building. Seminars and city programmes are organised. We bring about "City Manager" a quarterly publication with information, analyses and perspectives on urban issues. We also develop and disseminate working papers, best practices documentation and other publications.

