Jana Urban Space Foundation (India)

JANAAGRAHA
JANAAGRAHA CENTRE FOR CITIZENSHIP & DEMOCRACY

ASICS

ANNUAL SURVEY OF
INDIA'S CITY-SYSTEMS
2016

SHAPING INDIA'S URBAN AGENDA

About Janaagraha Centre for Citizenship and Democracy

Janaagraha Centre for Citizenship and Democracy (Janaagraha) is a Bengaluru based not-for-profit institution that is a part of the Jana group. Janaagraha's mission is to transform quality of life in India's cities and towns. It defines quality of life as comprising quality of infrastructure and services and quality of citizenship. To achieve its mission, Janaagraha works with citizens to catalyse active citizenship in city neighbourhoods and with governments to institute reforms to City-Systems. You can read more about Janaagraha at www.janaagraha.org

About Jana Urban Space Foundation (Jana USP)

Jana Urban Space is a Professional Services Social Enterprise (PSSE), delivering transformational, world-class work on the spatial dimension of India's cities. Jana USP has four inter-disciplinary Studios - Urban Planning Studio; Urban Design Studio; Spatial Mapping and Analytics Studio; and Architecture and Design Studio. The multiple studios reflect Jana USP's systems-driven approach to addressing urban Spatial challenges. Jana Urban Space is a not-for-profit entity.
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ASICS

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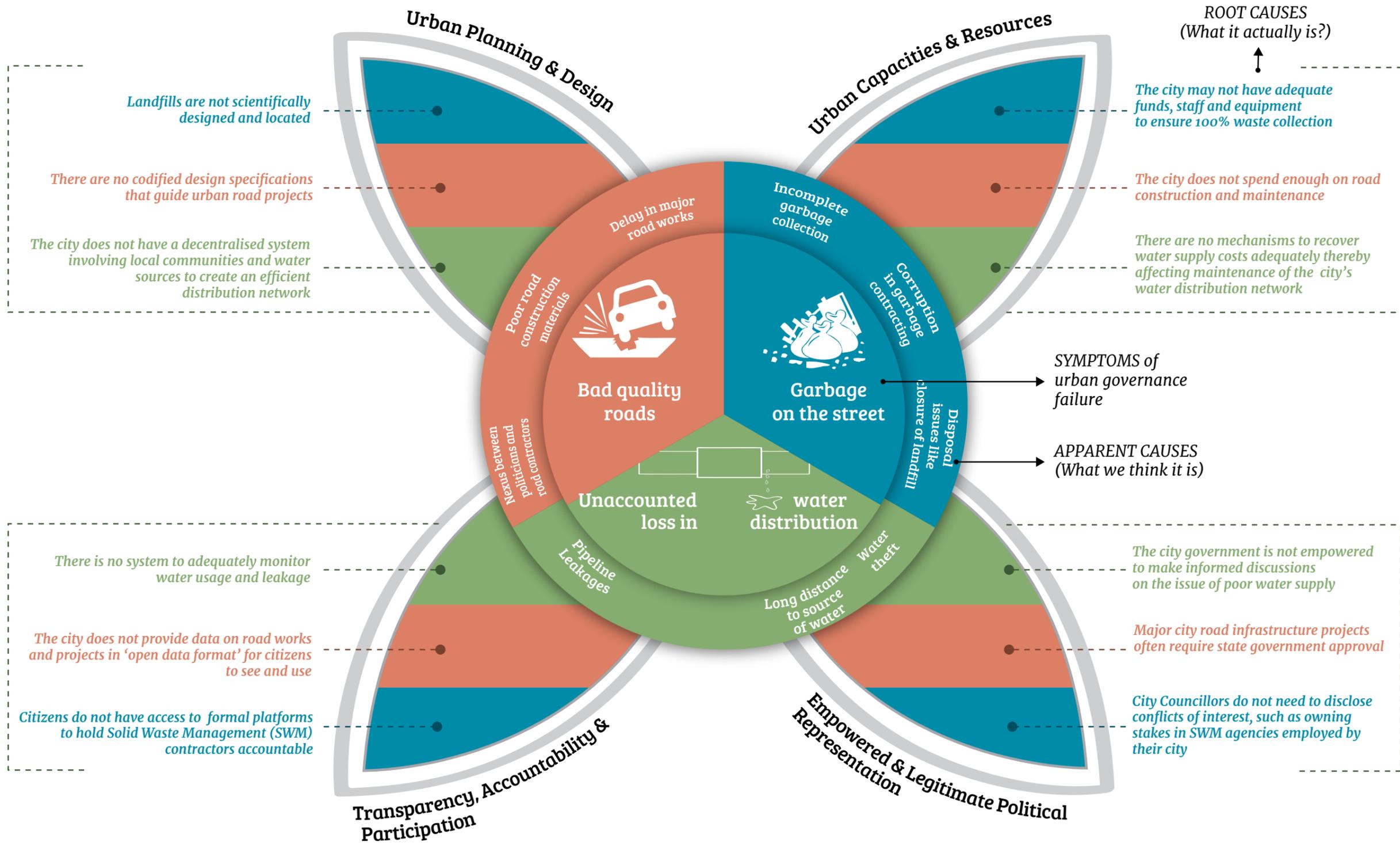*Vigil Raj, Graphic Designer – Designing & Communications*

Every year, we see several of our cities' challenges making headlines in newspapers and occupying prime time on television news. The same events recur, just like the monsoons that greet us every year and bring with them the familiar sights of waterlogging, potholes and endless traffic jams.

From floods and garbage crises to power cuts and pollution, so many of the issues that our cities and towns face repeat like a looped record, over and over again.

⊗ CITY-SYSTEMS FRAMEWORK

*One could say that our cities aren't faced with a hundred different problems but the same problems repeated a hundred times. What we see on the surface are mere **SYMPTOMS** of failures in urban governance and we often focus our attention on addressing them and their **APPARENT CAUSES** using band-aids or spot-fixes. Urban India's problems are too deep and systemic for us to take just tactical stabs at fixing them. To address the urban challenge, we need to fix the **ROOT CAUSES** that lie within 'City-Systems'. City-Systems is a framework consisting of four distinct but inter-related components that together make up urban governance.*

Urban Planning & Design

- Landfills are not scientifically designed and located
- There are no codified design specifications that guide urban road projects
- The city does not have a decentralised system involving local communities and water sources to create an efficient distribution network

Urban Capacities & Resources

ROOT CAUSES
(What it actually is?)

- The city may not have adequate funds, staff and equipment to ensure 100% waste collection
- The city does not spend enough on road construction and maintenance
- There are no mechanisms to recover water supply costs adequately thereby affecting maintenance of the city's water distribution network

SYMPTOMS of urban governance failure

APPARENT CAUSES
(What we think it is)

Central diagram labels:
- Bad quality roads
- Garbage on the street
- Unaccounted loss in water distribution
- Delay in major road works
- Poor road construction materials
- Nexus between politicians and road contractors
- Pipeline Leakages
- Water theft
- Long distance to source of water
- Incomplete garbage collection
- Corruption in garbage contracting
- Disposal issues like closure of landfill

Transparency, Accountability & Participation

- There is no system to adequately monitor water usage and leakage
- The city does not provide data on road works and projects in 'open data format' for citizens to see and use
- Citizens do not have access to formal platforms to hold Solid Waste Management (SWM) contractors accountable

Empowered & Legitimate Political Representation

- The city government is not empowered to make informed discussions on the issue of poor water supply
- Major city road infrastructure projects often require state government approval
- City Councillors do not need to disclose conflicts of interest, such as owning stakes in SWM agencies employed by their city

Table Of Contents

Urban Planning & Design is the weakest of the 4 City-Systems in India's cities.

Legend
- Maximum Score (green)
- Indian Cities: Average Score (orange)
- Minimum Score (red)
- London (blue)
- New York (magenta)

Overall Score: 9.8, 9.3, 4.4, 3.5, 2.1
Urban Planning & Design: 9.9, 9.6, 3.7, 2.5, 0.6
Urban Capacities & Resources: 9.8, 9.7, 5.2, 3.0, 1.4
Empowered & Legitimate Political Representation: 10.0, 10.0, 6.4, 4.4, 2.6
Transparency, Accountability & Participation: 9.6, 8.2, 6.2, 4.0, 2.2

For details, refer to section– Overall Scores on page no. 57

India's cities face a severe systems problem as none of the cities fare well across all four City-Systems, key components that together are popularly referred to as urban governance.

TOP 3 RANKING CITIES

Thiruvananthapuram — OVERALL SCORE: 4.4
UPD 2.4, UCR 2.6, TAP 6.2, ELPR 6.4

Pune — OVERALL SCORE: 4.2
UPD 1.9, UCR 4.6, TAP 5.1, ELPR 5.1

Kolkata — OVERALL SCORE: 4.1
UPD 3.0, UCR 3.4, TAP 4.1, ELPR 6.0
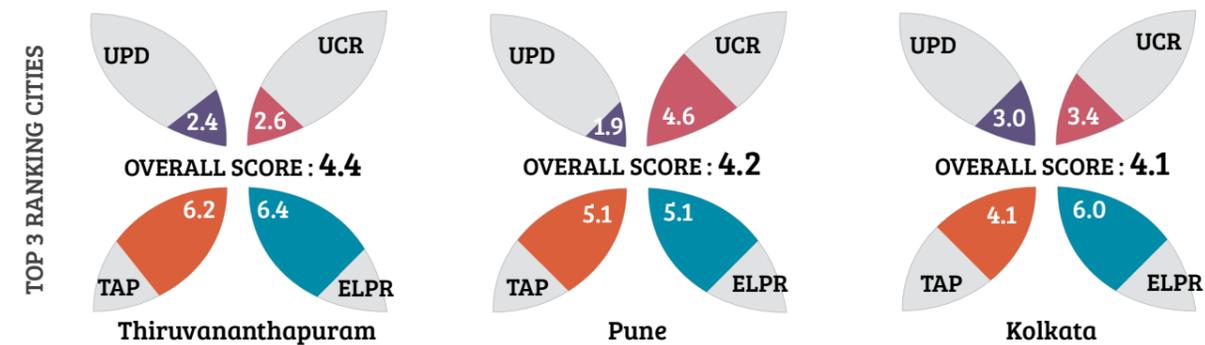
Larger cities with stronger and sustainable finances have relatively weak Mayors and levels of devolution. This is the opposite in smaller cities.

	ASICS cities with population below or equal to 3.8 million***	ASICS cities with population above 3.8 million*
Average population in millions	1.7	7.2
Proportion of own revenue to total expenditure (%)**	29%	49%
Per capita expenditure of cities (Rs.)**	4,077	9,039
Per capita capital expenditure of cities (Rs.)**	1,854	3,331
Proportion of cities with a directly elected Mayor (%)	46%	0%
Average Mayoral tenure (years)	4.5	3.1
Critical functions*** devolved by the state to the city (%)	27%	39%
Average tenure of Commissioner over the last 5 years (years)	1.2	1.6
Experience of current Commissioner in urban departments (years)	1.3	4.9

*3.8 million is the average population size of the 21 ASICS cities
**For details on city budgets, refer to Data Table 1, page no.58
***Shows the proportion of 10 critical functions, as per 74th CAA and 2nd ARC, devolved to states| refer to annexure section ELPR, question no. 6, page no. 31 and methodology section ELPR–Q1, page no. 40

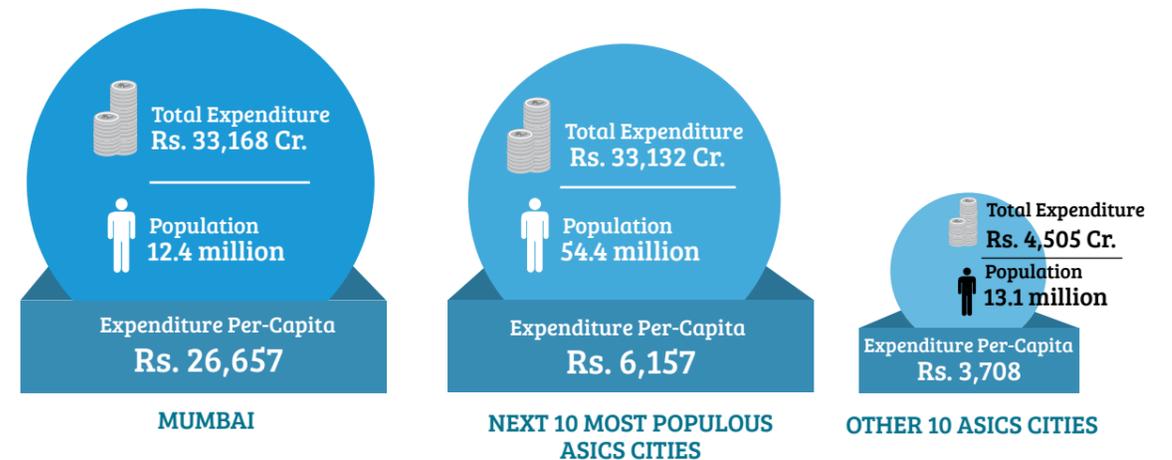## Many cities do not generate enough own revenue to even cover staff salaries.

In 11 out of the 21 ASICS cities, salary as a proportion of own revenues has increased from 108% in 2013 to 129% in 2015. Cities need to generate far higher levels of own revenues to meet their growing needs.

City	2012–13	2013–14	2014–15
Patna	237%	100%	320%
Kanpur	186%	172%	170%
Jaipur	91%	157%	199%
Ranchi	147%	99%	128%
Chandigarh	129%	144%	129%
Surat	51%	84%	85%
Chennai	46%	89%	80%
Bhubaneswar	75%	58%	75%
Hyderabad	31%	35%	37%
Pune*	27%	30%	47%
Ludhiana	170%	141%	147%
Average	108%	101%	129%

*Source is JANWANI PMC Budget Simplification & Analysis 2015-16. Salary for 2014-15 has been projected based on previous year numbers

Smaller cities, which will be at the forefront of future urbanisation, invest significantly less in services and infrastructure that can give their citizens better quality of life.
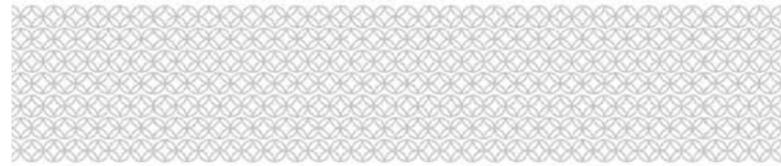
Mumbai, home to 12.4 million citizens, had an annual expenditure of Rs. 33,168 crores in 2014-15. This is greater than the combined spends of the next 10 most populous cities in India (Rs. 33,132 crores) where over 54.4 million citizens reside.

MUMBAI
Total Expenditure Rs. 33,168 Cr.
Population 12.4 million
Expenditure Per-Capita Rs. 26,657

NEXT 10 MOST POPULOUS ASICS CITIES
Total Expenditure Rs. 33,132 Cr.
Population 54.4 million
Expenditure Per-Capita Rs. 6,157

OTHER 10 ASICS CITIES
Total Expenditure Rs. 4,505 Cr.
Population 13.1 million
Expenditure Per-Capita Rs. 3,708

For further details, refer to Data Table 1, page no. 58

Abbreviations

Ahd . . . . Ahmedabad
AMRUT . . . . Atal Mission for Rejuvenation and Urban Transformation
ASICS . . . . Annual Survey of India's City-Systems
BBMP . . . . Bruhat Bengaluru Mahanagara Palike
Bho . . . . Bhopal
Bhu . . . . Bhubaneswar
Blr . . . . Bengaluru
CA . . . .Chartered Accountant
CAG . . . . Comptroller and Auditor General of India
Capex . . . . Capital Expenditure
Chd . . . . Chandigarh
Che . . . . Chennai
CPL . . . . Community Participation Law
DPC . . . . District Planning Committee
Deh . . . . Dehradun
Del . . . . Delhi
ELPR . . . . Empowered and Legitimate Political Representation
FRBM . . . . Fiscal Responsibility and Budget Management
GIS . . . . Geographic Information System
Hyd . . . . Hyderabad
ICT . . . . Information and Communications Technology
JNNURM . . . . Jawaharlal Nehru National Urban Renewal Mission
Jpr . . . . Jaipur
Kol . . . . Kolkata
Kpr . . . . Kanpur
Lck . . . . Lucknow
Lon . . . . London
Lud . . . . Ludhiana
MA . . . . Metropolitan Area
MC . . . . Municipal Corporation
MPC . . . . Metropolitan Planning Committee
Mum . . . .Mumbai
NSSO . . . . National Sample Survey Organisation
NUSPD . . . . .National Urban Spatial Planning & Development Guidelines
Pat . . . . Patna
PDL . . . . Public Disclosure Law
PPP . . . . Public-Private Partnership
Pun . . . . Pune
Rai . . . . Raipur
Ran . . . . Ranchi
RTI . . . . Right to Information
2nd ARC . . . . Second Administrative Reforms Commission
SDP . . . . Spatial Development Plan (Master Plan)
SEC . . . . State Election Commission
SFC . . . . State Finance Commission
Sur . . . . Surat
SWM . . . . Solid Waste Management
TAP . . . . Transparency, Accountability and Participation
Thi . . . . Thiruvananthapuram
UA . . . . Urban Agglomeration
UCR . . . . Urban Capacities and Resources
ULB . . . . Urban Local Body
UPD . . . . Urban Planning and Design
WC . . . . Ward Committtee
74th CAA .74th Constitutional Amendment Act 1992
*City ⟶ have used 21 ASICS cities and 'cities' interchangeably in the report

Acknowledgements

"'With the increasing challenges being faced by our cities, we see the term 'Urban Governance' becoming more popular, as a high-level diagnosis of the challenges – 'We have a severe urban governance problem'. But what exactly does 'Urban Governance' mean? If it means different things to different people, we will only be propagating a new buzzword to name our urban problems, and not doing much to actually solve them.

Cities are actually complex systems. If we need to diagnose urban problems and – more importantly – solve them, we need to have a way of seeing them in such a systems-based framework. We have developed such a framework, that we call "City-Systems", to help us identify the root causes of our urban challenges and also areas for urban solutions. The City-Systems framework lays down the four significant aspects for urban transformation – Urban Planning & Design; Urban Capacities & Resources; Empowered & Legitimate Political Representation and Transparency, Accountability & Participation. We believe that fixing India's City-Systems is crucial to fixing our cities thereby improving the quality of life for our citizens. The time has come to move beyond high-level debates about 'Urban Governance' and get into specific discussions on 'City-Systems'."

**Swati Ramanathan & Ramesh Ramanathan**
Co-founders, Jana Group

"Annual Survey of India's City Systems is a study of "City-Systems" of India's cities. It aims to serve as an annual health check-up of the quality of laws, policies, institutions and institutional processes underlying quality of life in our cities. ASICS aims to push the envelope on city governance reforms in India through data and insights. We believe ASICS can provide the common frame of reference for political and administrative leaders, business and academia, media and civil society, in different cities to converge on their agenda for transformative reforms in their respective cities. In its 4th edition, ASICS brings insights and data on City-Systems to the foreground."

Srikanth Viswanathan
CEO – Janaagraha

"It was heartening to note that the Economic Survey of India used the findings from our 2015 report to establish a strong correlation between quality of governance and quality of service delivery. We hope this edition of ASICS would prove to be a useful tool for city leaders to identify specific reform agendas for their cities based on the City-Systems framework. It can help them identify the systemic reforms that have to be undertaken to strengthen the governance framework in their cities, ultimately leading to a better quality of life for their citizens. We, at Janaagraha, are committed to partnering with city leaders across the country who are willing to commit to the City-Systems approach for transforming quality of life in their cities."

Anil Nair
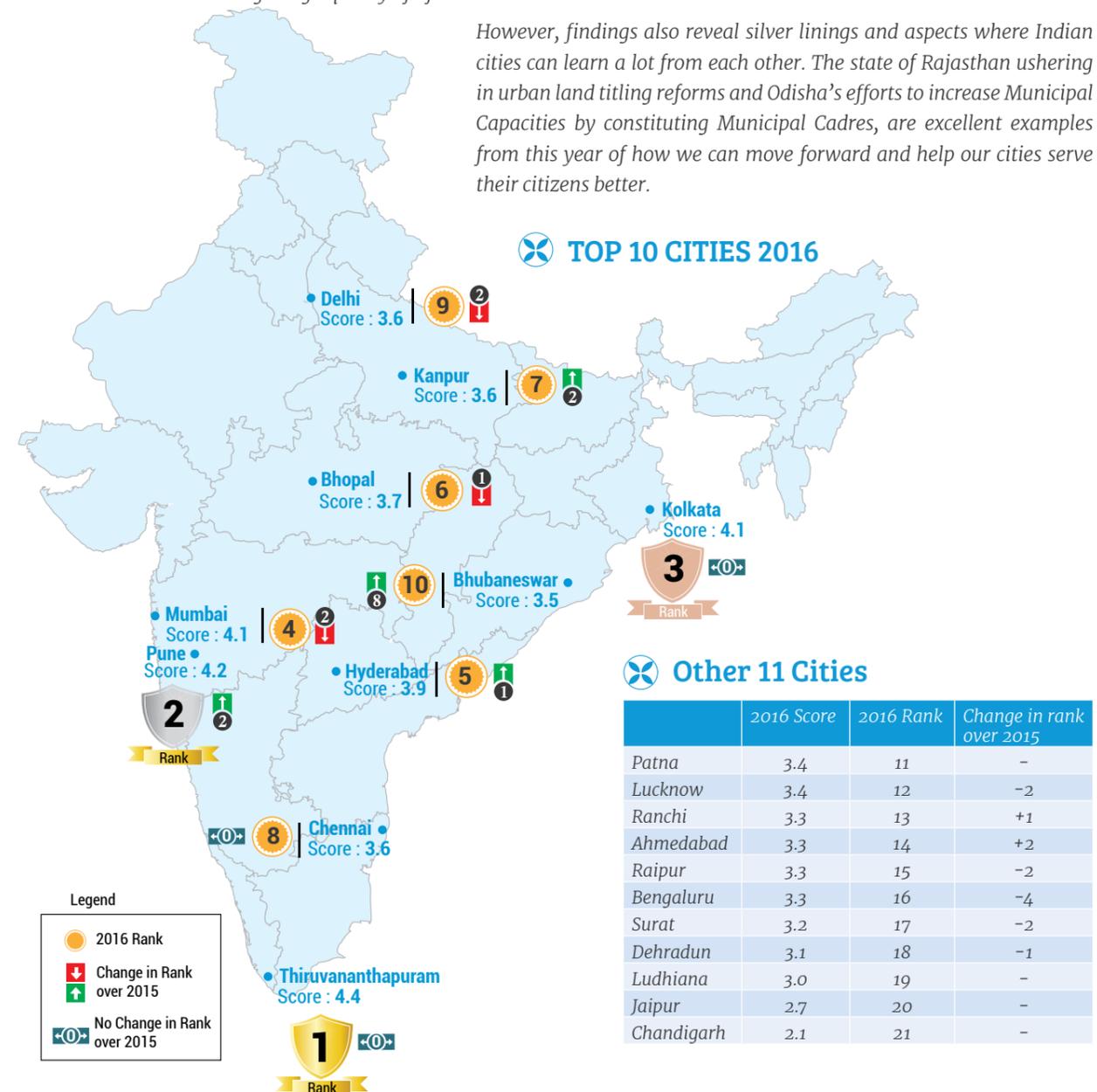*Deputy Head – Advocacy and Reforms, Janaagraha*
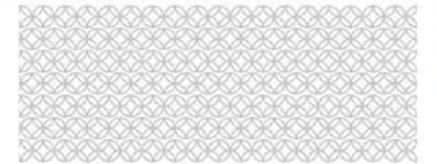
ASICS scores 21 cities across 18 states in India on the four aspects of City-Systems. It does so by evaluating 83 parameters spanning all four components :

- Urban Planning & Design (UPD)
- Empowered and Legitimate Political Representation (ELPR)
- Urban Capacities & Resources (UCR)
- Transparency, Accountability & Participation (TAP)

India's cities scored between 2.1 and 4.4 out of a total of 10. Contrast this with London and New York, scoring 9.3 and 9.8 respectively, and it becomes clear that our cities need to strengthen their foundations – quality of our laws, policies and institutions significantly to deliver a high quality of life to all citizens. Over the last four years and editions of ASICS, our cities have continued to score low indicating that progress, on fixing City-Systems, has been slow.

This year, Thiruvananthapuram retained its number 1 position on the back of high scores (6+) in TAP and ELPR. However, the city once again scored less than 3 in UPD and UCR. A closer look at scores reveals that none of the top 5 cities scored consistently across the four aspects of City-Systems, meaning top cities do well in one or the other area but not in all. This highlights the fact that our cities face a 'Systems' issue where reform measures fail to adequately address each of the four City-Systems that are essential to delivering a high quality of life.

However, findings also reveal silver linings and aspects where Indian cities can learn a lot from each other. The state of Rajasthan ushering in urban land titling reforms and Odisha's efforts to increase Municipal Capacities by constituting Municipal Cadres, are excellent examples from this year of how we can move forward and help our cities serve their citizens better.

TOP 10 CITIES 2016

Delhi Score : 3.6 — 9
Kanpur Score : 3.6 — 7
Bhopal Score : 3.7 — 6
Kolkata Score : 4.1
Bhubaneswar Score : 3.5 — 10
Rank 3
Mumbai Score : 4.1 — 4
Pune Score : 4.2 — Rank 2
Hyderabad Score : 3.9 — 5
Chennai Score : 3.6 — 8
Thiruvananthapuram Score : 4.4 — Rank 1

Legend
- 🟠 2016 Rank
- 🔴 Change in Rank over 2015
- 🟢 No Change in Rank over 2015

Other 11 Cities

	2016 Score	2016 Rank	Change in rank over 2015
Patna	3.4	11	–
Lucknow	3.4	12	–2
Ranchi	3.3	13	+1
Ahmedabad	3.3	14	+2
Raipur	3.3	15	–2
Bengaluru	3.3	16	–4
Surat	3.2	17	–2
Dehradun	3.1	18	–1
Ludhiana	3.0	19	–
Jaipur	2.7	20	–
Chandigarh	2.1	21	–

WHAT LIES BEHIND THE RANKING

To help you, the reader, better understand how cities are scored and more importantly, how they affect you, our key findings are highlighted using 11 BIG questions. Spanning the 4 City-Systems components, these 11 questions are what one needs to ask to assess the health of our cities. The top 3 ranking cities are given alongside each question.

Urban Planning & Design

	Score	Rank	Rank Change Over 2015
A1. DOES YOUR CITY HAVE A DECENTRALISED SYSTEM OF SPATIAL DEVELOPMENT PLANNING?			
Delhi	6.4	1	0
Bhubaneswar	5.2	2	2
Bengaluru	5.0	3	−1
London	9.8		
New York	9.8		

• To make planning more efficient, bringing it closer to the community and mitigating implementation risks in city plans, creating ward level plans are a must. However, except for Delhi and Bhubaneswar, no city is required by law to have ward level plans.

	Score	Rank	Rank Change Over 2015
A2. CAN YOUR CITY IMPLEMENT SDPs SUCCESSFULLY?			
Jaipur	1.8	1	0
Bhubaneswar	0.9	2	5
Chennai	0.9	2	−1
London	9.1		
New York	10.0		

• Our cities lack the institutional capacities to implement SDPs, especially skilled human resources – The only cities that have at least 1 planner per lakh of their population are Delhi, Chennai, Kolkata and Mumbai.
• However, Rajasthan's Urban Land (Certification) of Titles Act enacted in 2016 is a positive step towards better planning as it will result in better implementation of SDPs and efficient utilisation of urban land.
• Bhubaneswar jumped 5 ranks this year on the back of introducing a single window clearance process for development projects in conformity with SDPs

A3. DOES YOUR CITY HAVE EFFECTIVE MECHANISMS TO DETER PLAN VIOLATIONS	
	All cities score 0.0
London	10.0
New York	10.0

• The reason we see encroachments to lakes, footpaths and storm water drains, illegal extensions, building collapses and protests over demolitions repeatedly in headlines is because no city has any policy in place that deters plan violations. A study in Bengaluru, by BBMP found that 99% of the surveyed buildings had violated plan rules.

A4. DOES YOUR CITY ENCOURAGE PARTICIPATORY PLANNING?	
	All cities score 5.0 except Chandigarh which scores 0.0
London	10.0
New York	10.0

• All cities do well to allow scrutiny of plans but they fail to disseminate information widely because of an absence of platforms such as Area Sabhas for systematic citizen participation. This fails to make the process truly participatory.

Urban Capacities & Resources

	Score	Rank	Rank Change Over 2015
B1. DOES YOUR CITY INVEST ADEQUATE FUNDS IN PUBLIC INFRASTRUCTURE AND SERVICES?			
Mumbai	4.4	1	1
Ahmedabad	4.4	2	1
Surat	4.3	3	1
London	9.4		
New York	9.6		

• ASICS cities generate an average of just 37% of the money they spend every year, making them heavily dependent on State Governments. Barring Delhi, Hyderabad, Mumbai and Pune, that generate more than 50% of the resources they need, the rest generate only between 17% and 47%.
• This also affects their ability to invest in improving quality of life for citizens – per capita capital spend is on average Rs. 2,364 per annum across 21 cities and ranges from Rs. 418 in Patna to Rs 8,886 in Mumbai.

	Score	Rank	Rank Change Over 2015
B2. DOES YOUR CITY HAVE ADEQUATE NUMBER OF SKILLED HUMAN RESOURCES?			
Mumbai	6.8	1	0
Kolkata	6.0	2	0
Pune	5.3	3	0
London	10.0		
New York	10.0		

• While the needs of our cities are more or less similar, there is a huge variance in the number of personnel employed by different cities to take care of citizens. Ranchi employs only 87 per one lakh citizens, far less when compared with Delhi, which employs 1,260 per lakh.
• Smaller cities see a higher churn in Commissioners, making it harder for them to administer effectively – Raipur has seen 9 Commissioners over the last 5 years.

	Score	Rank	Rank Change Over 2015
B3. DOES YOUR CITY MAKE OPTIMUM USE OF INFORMATION TECHNOLOGY (IT)?			
Chandigarh	7.2	1	5
Pune	6.1	2	−1
Bengaluru	5.0	3	3
London	10.0		
New York	10.0		

• Our cities are yet to formalise strategies to optimise the use of technology in governance. Except for Chandigarh, no city has a digital governance roadmap in place.

Empowered & Legitimate Political Representation

	Score	Rank	Rank Change Over 2015
C1. DO YOUR CITY LEADERS HAVE ADEQUATE POWER?			
Dehradun	4.8	1	0
Raipur	4.7	2	0
Kolkata	4.6	3	0
London	10.0		
New York	10.0		

• Even after 25 years of enacting the 74th CAA which recognises Municipalities as "institutions of self-government", states are yet to devolve powers and functions as envisaged. On average, only 3 out of 10* critical functions have been devolved to our cities, making Municipalities glorified service providers rather than the third tier of government in cities.

	Score	Rank	Rank Change Over 2015
C2. IS YOUR CITY TRULY DEMOCRATIC?			
Thiruvananthapuram	9.8	1	0
Pune	9.3	2	0
Mumbai	8.8	3	0
London	10.0		
New York	10.0		

• Citizen interest in Municipal elections is lower compared with State Assembly and Parliamentary elections. Turnouts for Municipal elections are, on average, lower by 9% when compared with Parliamentary elections and by 11% compared with State Assembly elections.

Transparency, Accountability & Participation

	Score	Rank	Rank Change Over 2015
D1. DOES YOUR CITY PUT OUT ADEQUATE INFORMATION AND FACILITATE CITIZEN PARTICIPATION?			
Hyderabad	7.5	1	0
Bengaluru	6.3	2	0
Pune	5.8	3	0
London	8.3		
New York	10.0		

• Indian cities have hardly utilised the potential of their citizens by harnessing the spirit of volunteering; only 10 out of 21 ASICS cities give their citizen opportunities to volunteer.
• Hyderabad is the only city that has constituted Area Sabhas in all wards thereby allowing citizens a say in governance and decision making.
• Pune is the only city with a formal participatory budgeting process in place and Delhi looks set to bring the initiative to its people through Mohalla Sabhas in the near future.

	Score	Rank	Rank Change Over 2015
D2. HOW WELL DOES YOUR CITY ADDRESS CITIZEN COMPLAINTS?			
Thiruvananthapuram	7.5	1	0
Raipur	4.3	2	0
Ahmedabad	3.9	3	7
London	8.0		
New York	9.0		

• Citizen satisfaction surveys can be an important tool to improve service delivery; Hyderabad and Pune are the only cities that conduct such surveys.
• Having an institution like the Ombudsman, a watchdog, to act as the guardian of citizens' right to services can go a long way in promoting accountability in our Municipalities. However, only Thiruvananthapuram has an Ombudsman for issues related to public service delivery.
• Ahmedabad's rank improved as the city now has 1 civic centre per 1 lakh of its population putting it at better footing to address complaints
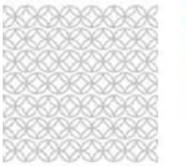
*These 10 critical functions include 7 given in the 12th schedule of the 74th CAA and 3 from the 2nd ARC
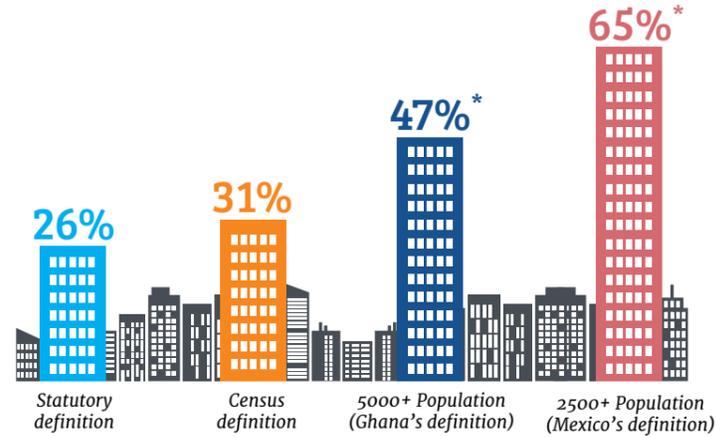
The Size Of India's Urban Challenge : An Unknown
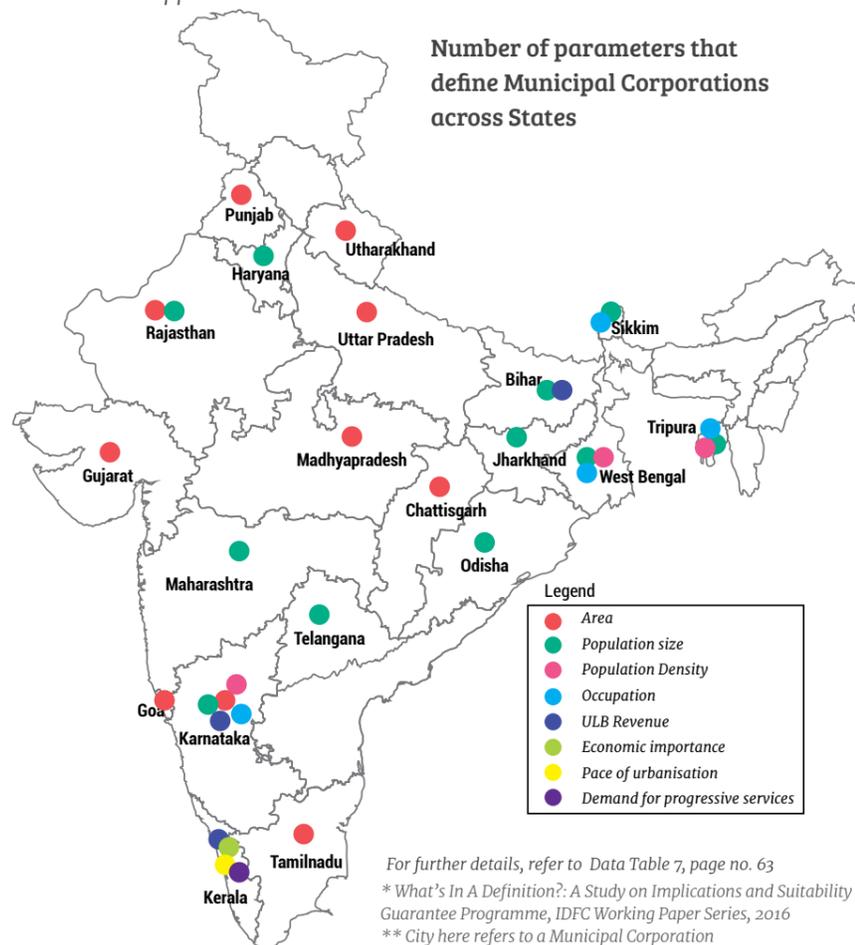
ESTIMATES FOR HOW 'URBAN' INDIA IS, DIFFER VASTLY

Between 2001 and 2011, the number of Census Towns – those defined by the NSSO in the Census as urban settlements, rose by 186%. They now account for 49% of all towns in India. These areas, that will see a bulk of future migration, are today governed as 'rural'. Moreover, different stakeholders have estimated India's urbanisation at a much higher level than even the Census definition.

26% — Statutory definition
31% — Census definition
47% * — 5000+ Population (Ghana's definition)
65% * — 2500+ Population (Mexico's definition)

Between 61 million and 472 million people could be living in urban areas that are governed as rural.

STATES IN INDIA HAVE VARYING DEFINITIONS FOR STATUTORY TOWNS

*Across states, there are as many as 8 factors used in 6 varying ways to define a city**. Thresholds within these factors, such as population size, also differ. We have as many definitions as states. Kerala, which is 16% urban as per the statutory definition goes up to 99% urban if the 5000+ population definition used by Ghana is applied.*
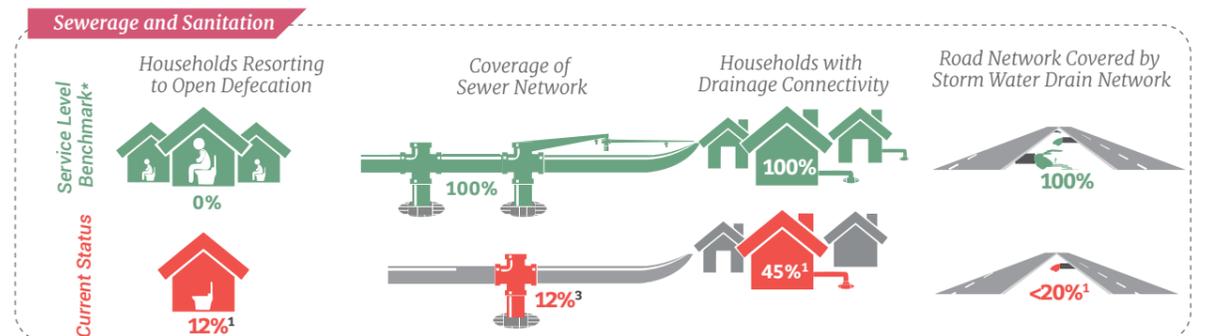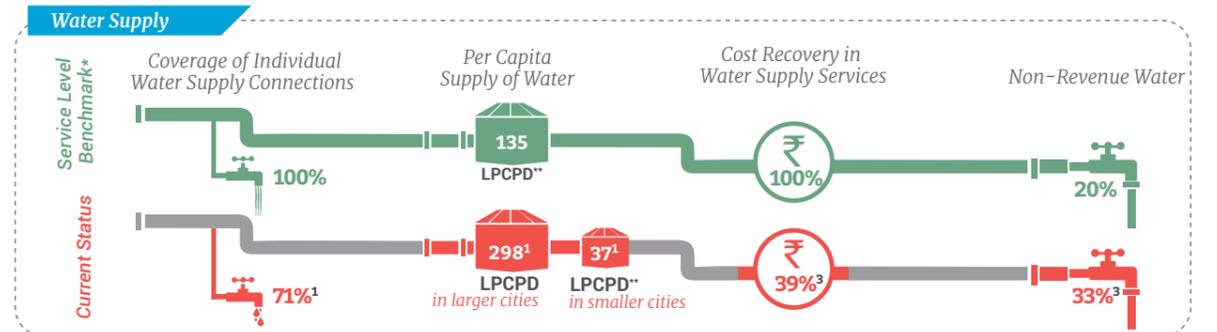
Number of parameters that define Municipal Corporations across States

Legend
- Area
- Population size
- Population Density
- Occupation
- ULB Revenue
- Economic importance
- Pace of urbanisation
- Demand for progressive services

"Government may consider the adoption of a common categorisation of urban bodies across the country to improve clarity in their definition so as to assist a systematic planning process and devolution of funds."

– 2nd ARC, Government of India

India needs a better definition of urban if not a standard one across states. In the Indian context, the definition of urban will have far reaching consequences on how we manage urbanisation in the next two decades.

For further details, refer to Data Table 7, page no. 63
* What's In A Definition?: A Study on Implications and Suitability of Urban Definitions in India through its Employment Guarantee Programme, IDFC Working Paper Series, 2016
** City here refers to a Municipal Corporation

The Challenge Of Poor Service Delivery In Urban India

Service Delivery: Benchmarks vs. Current Status

Water Supply

	Coverage of Individual Water Supply Connections	Per Capita Supply of Water	Cost Recovery in Water Supply Services	Non-Revenue Water
Service Level Benchmark*	100%	135 LPCPD**	₹ 100%	20%
Current Status	71%[1]	298[1] LPCPD in larger cities / 37[1] LPCPD** in smaller cities	₹ 39%[3]	33%[3]

Sewerage and Sanitation

	Households Resorting to Open Defecation	Coverage of Sewer Network	Households with Drainage Connectivity	Road Network Covered by Storm Water Drain Network
Service Level Benchmark*	0%	100%	100%	100%
Current Status	12%[1]	12%[3]	45%[1]	<20%[1]

Solid Waste Management

	Household Coverage of SWM Services	Waste Collection Efficiency	Extent of Waste Segregation
Service Level Benchmark*	100%	100%	100%
Current Status	35%[3]	70-90%[4] in larger cities / <50%[4] in smaller cities	<30%[4]

Slums
Households living in slums : **17%**[1]

Affordable Housing
Shortage of housing (units) : **19.8 million**[5]

Mobility
Share of public transport in mobility: **27%**[2]

1. Census 2011
2. 12th five year plan, Planning Commision of India
3. Brookings analysis of Ministry of Urban Development, Service Level Benchmark Handbook 2012 data
4. HPEC Report, 2011
5. Amitabh Kundu, Technical Committee Report, 2012
* A Handbook on Service Level Bench Mark, 2012, MoUD
** Litres Per Capita Per Day

The poor state of service delivery in India's cities is largely self-evident. Even with the conservative definition that we use to define a city, another 400 million Indians will join the urban fold by 2050 and we could be facing a crisis of urban service delivery.
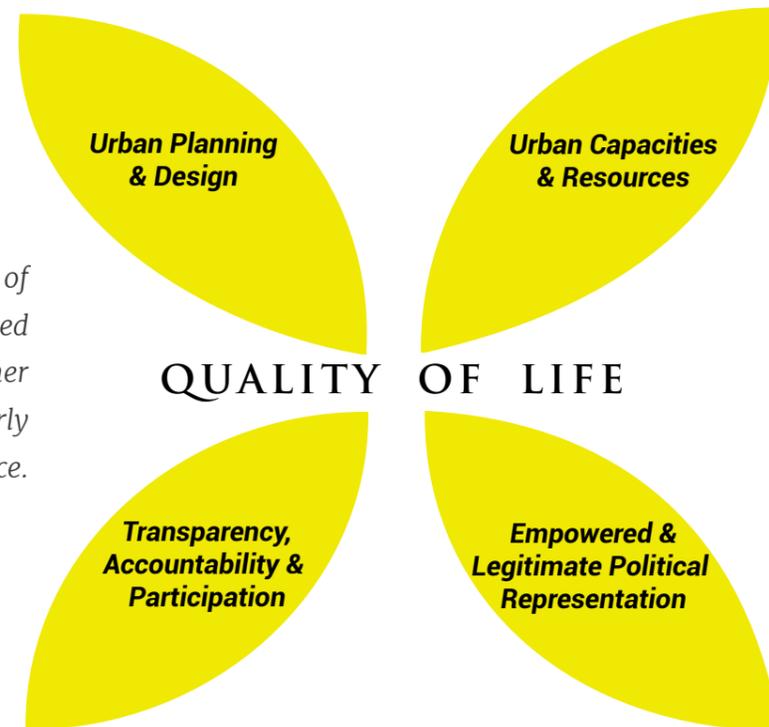
This uniformly poor state of service delivery across cities points to a failure of urban governance. ASICS uses the City-Systems framework to help identify the root causes of such failures.

Urban India's challenges are too deep and systemic for us to take just tactical stabs at fixing them. But where does one start while crafting a strategy to improve urban India? How do we ensure that such a strategy addresses issues holistically, especially around key themes such as economy, equity, environment and trust and participation?

We believe that the **'City-Systems'** framework is the place to start.

The Annual Survey of India's City-Systems uses this framework to diagnose the systemic ills that ail our cities and act as barriers to them achieving their true potential.

ASICS looks at 83 parameters across City-Systems to present a picture of the readiness of 21 of India's largest cities in delivering high quality of life to their citizens.

Its findings are explained by unravelling 11 big questions that subsume all 83 parameters, and are spread across the four City-Systems.

The framework consists of four distinct but inter-related components that together make up what we popularly refer to as urban governance.

Urban Planning & Design

Urban Capacities & Resources

QUALITY OF LIFE

Transparency, Accountability & Participation

Empowered & Legitimate Political Representation

A — Urban Planning & Design
A1. Does your city have a decentralised system of Spatial Development Planning?
A2. Can your city implement Spatial Development Plans successfully?
A3. Does your city have effective mechanisms to deter plan violations?
A4. Does your city encourage participatory planning?

B — Urban Capacities & Resources
B1. Does your city invest adequate funds in public infrastructure and services?
B2. Does your city have adequate number of skilled human resources?
B3. Does your city make optimum use of Information Technology?

C — Empowered & Legitimate Political Representation
C1. Does your city put out adequate information and facilitate citizen participation?
C2. How well does your city address citizen complaints?

D — Transparency, Accountability & Participation
D1. Do your city leaders have adequate power?
D2. Is your city truly democratic?

From "fixing symptoms" to "fixing systems" :

Over the last 15 years, the Janaagraha and Jana-USP have worked with a multitude of stakeholders trying to usher in an urban transformation. The City-Systems framework evolved from the body of knowledge and insights collected over the course of thousands of hours spent enabling this change. It helps focus attention on systemic issues that are the root cause of most of the recurring symptoms we see at the surface and helps us develop systemic rather than symptomatic on-spot fixes.

Urban Planning & Design

> "By far the greatest and most admirable form of wisdom is that needed to plan and beautify cities and human communities."
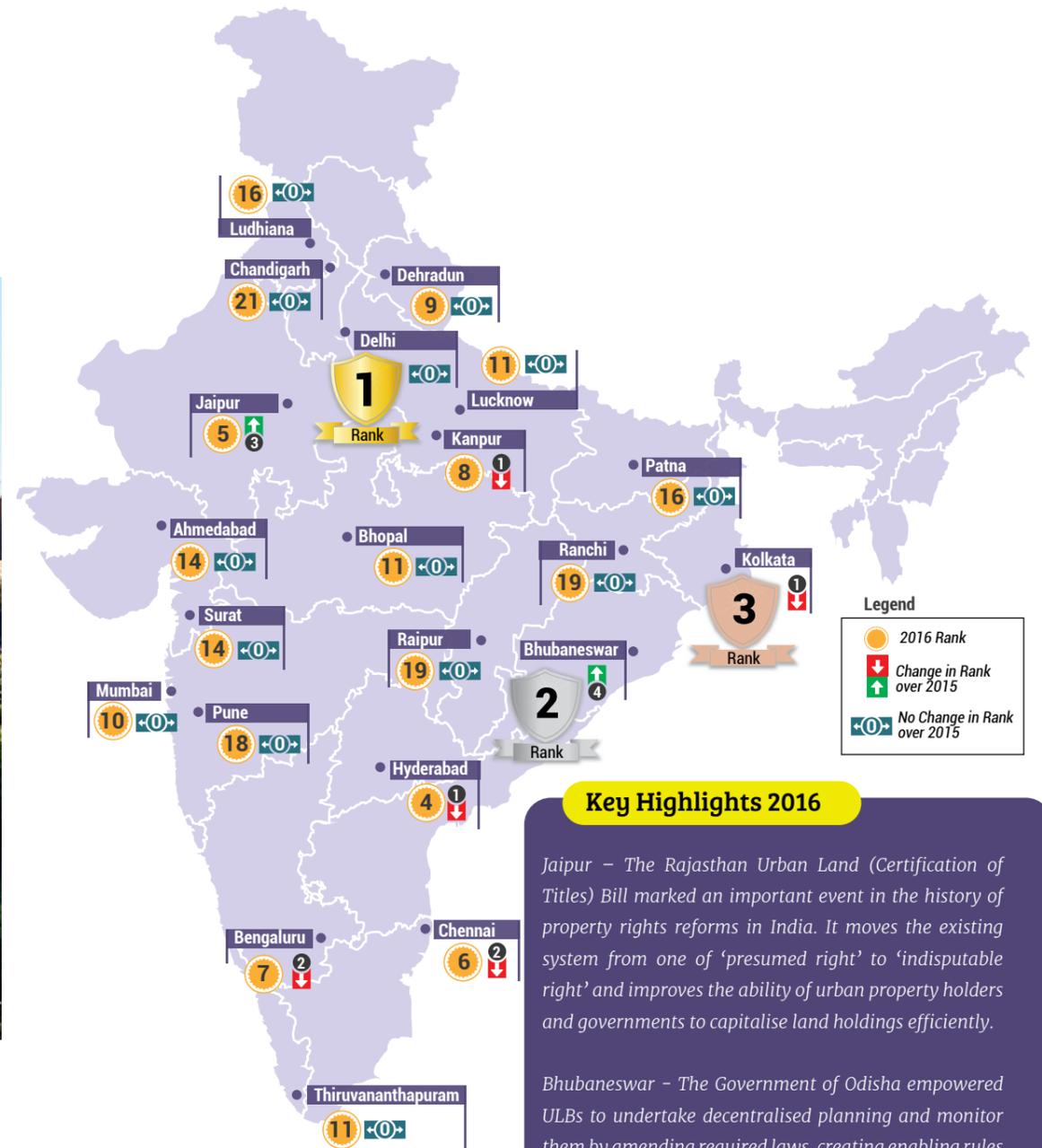
Socrates
Greek Philosopher

> "There is no logic that can be superimposed on the city; people make it, and it is to them, not buildings, that we must fit our plans."

Jane Jacobs
Journalist, Urban Theorist

The ASICS report scores cities on 33 parameters that help us answer the following key questions around Urban Planning & Design.

A1. Does your city have a decentralised system of Spatial Development Planning?

A2. Can your city implement Spatial Development Plans successfully?

A3. Does your city have effective mechanisms to deter plan violations?

A4. Does your city encourage participatory planning?

Legend

- 2016 Rank
- Change in Rank over 2015
- No Change in Rank over 2015

Key Highlights 2016

Jaipur – The Rajasthan Urban Land (Certification of Titles) Bill marked an important event in the history of property rights reforms in India. It moves the existing system from one of 'presumed right' to 'indisputable right' and improves the ability of urban property holders and governments to capitalise land holdings efficiently.

Bhubaneswar – The Government of Odisha empowered ULBs to undertake decentralised planning and monitor them by amending required laws, creating enabling rules and leveraging ICT.

**Poor urban planning can cost a country 3%* of its GDP.
No Indian city looks prepared to implement Spatial Development Plans successfully or deter plan violations –** *scores on these aspects range from 0 to 1.8 compared with 9.1 to 10 for London & New York.*

Spatial Plans that are Prepared, Implemented and Enforced (collectively the planning PIE) based on a contemporary legislation founded on the cornerstones of Economy, Equity and Environment are the need of the hour. They will fundamentally transform our cities and their character.

* Green Economy Report, UNEP, 2011

A1 Does your city have a decentralised system of Spatial Development Planning?

City	Delhi	Bhubaneswar	Bengaluru	Kolkata	Hyderabad	Kanpur	Chennai	Dehradun	Bhopal	Lucknow	Thiruvananthapuram	Ahmedabad	Surat	Jaipur	Mumbai	Ludhiana	Patna	Pune	Raipur	Ranchi	Chandigarh	London	New York
Rank	1	2	3	4	5	5	7	8	9	9	9	12	12	14	15	16	16	18	19	19	21	–	–
Score	6.4	5.2	5.0	4.9	4.7	4.7	4.7	4.7	4.4	4.4	4.4	4.3	4.3	4.1	4.0	4.0	4.0	3.3	3.1	3.1	1.9	9.8	9.8

- To make planning more efficient, bringing it closer to the community and mitigating implementation risks in city plans, creating ward level plans are a must. However, except for Delhi and Bhubaneswar, no city is required by law to have ward level plans.
- A common GIS map, shared between the myriad of planning agencies in our cities, is also missing.

A2 Can your city implement SDPs successfully?

City	Jaipur	Bhubaneswar	Chennai	Delhi	Hyderabad	Kolkata	Mumbai	Ahmedabad	Bengaluru	Bhopal	Chandigarh	Dehradun	Kanpur	Lucknow	Ludhiana	Patna	Pune	Raipur	Ranchi	Surat	Thiruvananthapuram	London	New York
Rank	1	2	2	2	2	2	2	8	8	8	8	8	8	8	8	8	8	8	8	8	8	–	–
Score	1.8	0.9	0.9	0.9	0.9	0.9	0.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	9.1	10.0

- Indian cities are simply not equipped to implement SDPs! They lack in the institutional resources required to do so. Only Chennai, Delhi, Kolkata and Mumbai have at least 1 planner per 1,00,000 citizens.
- The only silver lining – Rajasthan passing the Urban Land (Certification of Titles) bill (ULCT) 2016 and showing the way for other states to follow in creating enabling policies on efficient land utilisation.

A3 Does your city have effective mechanisms to deter plan violations?

City	Ahmedabad	Bengaluru	Bhopal	Bhubaneswar	Chandigarh	Chennai	Dehradun	Delhi	Hyderabad	Jaipur	Kanpur	Kolkata	Lucknow	Ludhiana	Mumbai	Patna	Pune	Raipur	Ranchi	Surat	Thiruvananthapuram	London	New York
Rank	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Score	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	10.0	10.0

- No Indian city has policies in place to deter plan violations. This is evident in how our cities have grown over the years, haphazard and messy. In a survey done by the BBMP in 2014, out of the 400 buildings they looked at, only 3 conformed to all rules.

A4 Does your city encourage participatory planning?

City	Ahmedabad	Bengaluru	Bhopal	Bhubaneswar	Chandigarh	Chennai	Dehradun	Delhi	Hyderabad	Jaipur	Kanpur	Kolkata	Lucknow	Ludhiana	Mumbai	Patna	Pune	Raipur	Ranchi	Surat	Thiruvananthapuram	London	New York
Rank	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Score	5.0	5.0	5.0	5.0	0.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	10.0	10.0

- In all cities, laws require the planning authority to encourage public scrutiny and get responses to SDPs. However, no city uses formal platforms of citizen participation such as Area Sabhas, to facilitate participatory planning.
- The fallout is evident in citizen movements such as "Flyover Beda" campaign in Bengaluru to stop the construction of a steel flyover that endangers the green cover and a heritage building.

⊗ CASE STUDY

Enabling cities to make the best of their land - Rajasthan shows the way

Security of land and property title through a guaranteed system of title certification has been one of India's long-pending reforms, the absence of which has impeded economic growth, development, social justice and judicial efficiency. In today's system of "presumed ownership" indicated by the sale deed, the urban poor are in a state of constant vulnerability of eviction, with no ability to use their property to access capital, or civic services. Municipal governments, whose primary source of revenue for the city is property taxes, are unable to undertake more than 50% of collections on property taxes or development charges, predominantly due to poor records of property ownership. The Rajasthan Urban Land (Certification of Titles) bill (ULCT) 2016 seeks to fix all this by moving the system to one of "guaranteed ownership" by providing clear land titles.

5 key elements of the bill:

1. Land Title Certification (LTC) at a minimal fee of 0.5%.
2. Creation of a robust database – surveying and mapping of all urban immovable property.
3. Computerised Land Evaluation and Administration of Records (CLEAR)– to be created to record and manage all documents.
4. Independent LTC authority as custodian of Register of Survey Records.
5. Tribunal for appeals and adjudication on orders of the LTC authority.

Disclosure – Swati Ramanthan, a co- founder of Jana Group is an advisor to the Chief Minister of Rajasthan.

⊗ ASKING THE RIGHT QUESTIONS

Is India trying to build 21st century cities with outdated planning laws?

Most Town and Country Planning Acts belong to the last century. Since then, our cities have grown several times in size. We owe our cities a comprehensive relook at the planning acts that govern them.

Timeline : Enactment of Town and Country Planning Acts

Timeline : Enactment of Town and Country Planning Acts

- 1947 India's Independence
- 1952 Chandigarh
- 1954 Ranchi
- 1956 Bhubaneswar
- 1957 Delhi
- 1961 Bengaluru
- 1966 Pune, Mumbai
- 1967 Green Revolution
- 1982 Jaipur
- 1979 Kolkata
- 1976 Surat, Ahmedabad
- 1975 Bhopal, Hyderabad
- 1973 Raipur, Lucknow, Kanpur, Dehradun
- 1971 Chennai
- 1991 Economic
- 1995 Ludhiana
- 2012 Patna
- 2016 Thiruvananthapuram
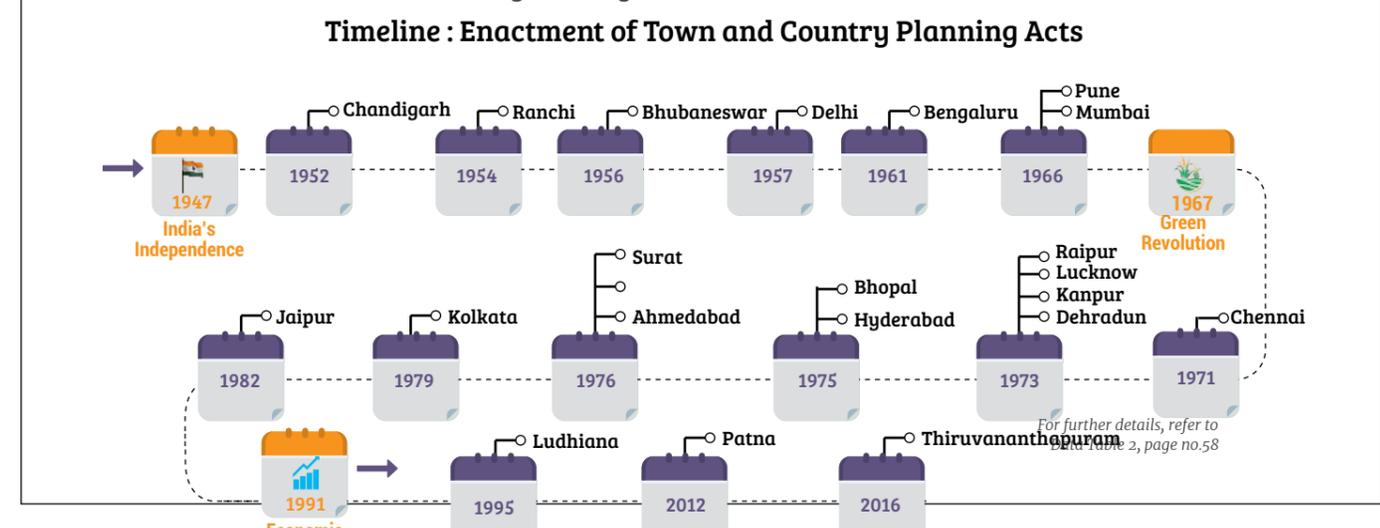
And, do we have enough people to build these cities?

Number of planners in India compared with other countries

Source : Rafael Tuts, Director of Programme Division of UN-Habitat

India	South Africa	United States	United Kingdom
1 per 400,000	**4** per 400,000	**48** per 400,000	**148** per 400,000

"

"Indian cities account for barely 1% of the total fiscal wallet available to all governments; the global average is over 7.5%. We cannot build the cities that we deserve on love and fresh air, we need massive injections of sustainable financing. We need to strengthen the institutions in our city on both human and financial capacities"

N R Narayana Murthy
Founder, Infosys Ltd.

The ASICS report scores cities on 20 parameters that help us answer the following key questions around Urban Capacities & Resources.
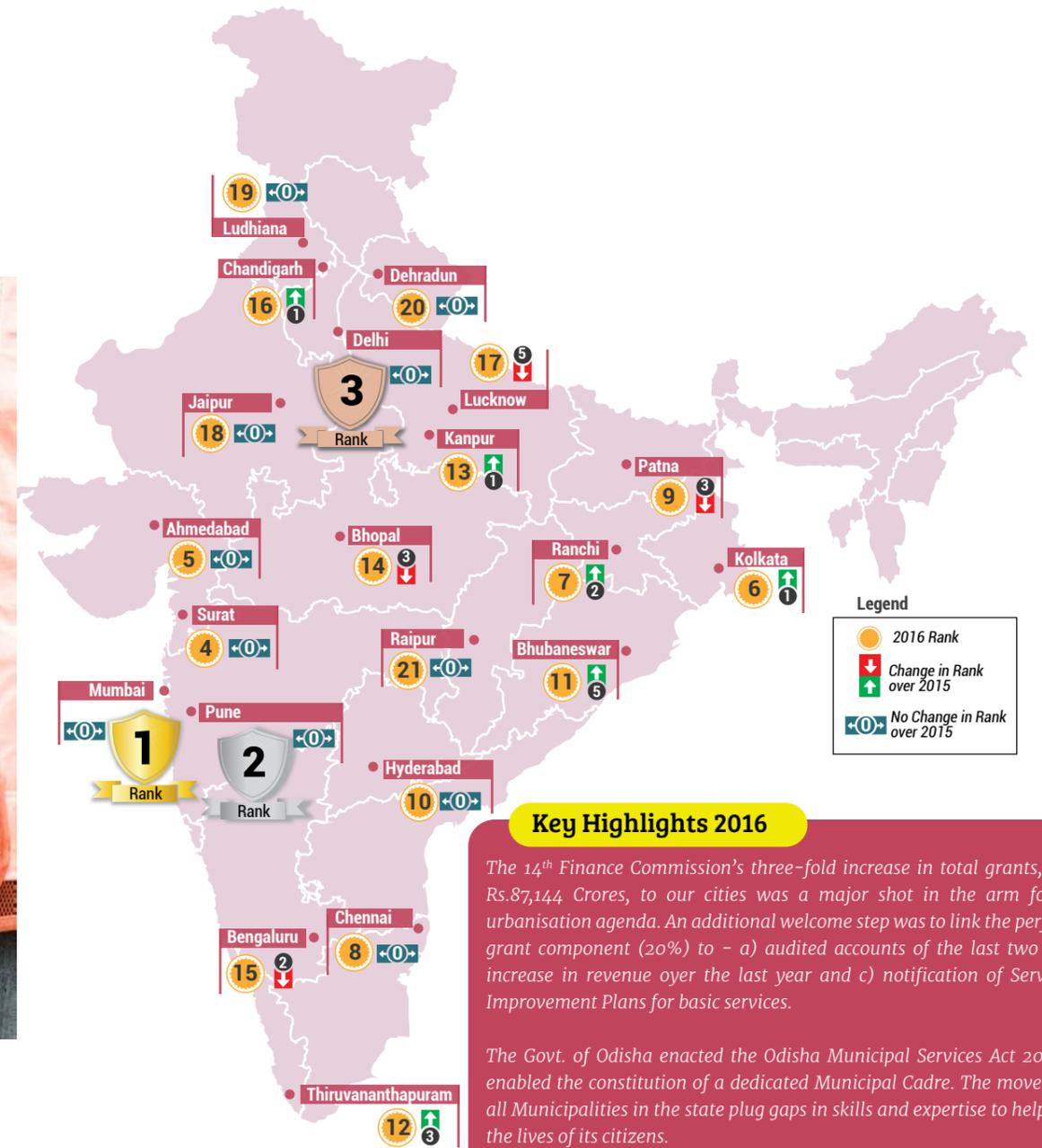
B1. *Does your city invest adequate funds in public infrastructure and services?*

B2. *Does your city have adequate number of skilled human resources?*

B3. *Does your city make optimum use of Information Technology?*

Map — UCR Overall Ranks 2016

City	2016 Rank	Change
Ludhiana	19	0 (No Change)
Chandigarh	16	↑1
Dehradun	20	0 (No Change)
Delhi	3	0 (No Change)
Lucknow	17	↓5
Jaipur	18	0 (No Change)
Kanpur	13	↑1
Patna	9	↑3
Ahmedabad	5	0 (No Change)
Bhopal	14	↓3
Ranchi	7	↑2
Kolkata	6	↑1
Surat	4	0 (No Change)
Raipur	21	0 (No Change)
Bhubaneswar	11	↑5
Mumbai	1	0 (No Change)
Pune	2	0 (No Change)
Hyderabad	10	0 (No Change)
Bengaluru	15	↓2
Chennai	8	0 (No Change)
Thiruvananthapuram	12	↑3

Legend
- 2016 Rank
- Change in Rank over 2015
- No Change in Rank over 2015

Key Highlights 2016

The 14th Finance Commission's three-fold increase in total grants, totalling Rs.87,144 Crores, to our cities was a major shot in the arm for India's urbanisation agenda. An additional welcome step was to link the performance grant component (20%) to - a) audited accounts of the last two years, b) increase in revenue over the last year and c) notification of Service Level Improvement Plans for basic services.

The Govt. of Odisha enacted the Odisha Municipal Services Act 2016 which enabled the constitution of a dedicated Municipal Cadre. The move will help all Municipalities in the state plug gaps in skills and expertise to help improve the lives of its citizens.

The Govt. of Rajasthan initiated Municipal Accounting reforms in all 188 Municipalities by empanelling Chartered Accountants to :
- *Improve transparency in accounting processes and audits*
- *Facilitate access to private capital and*
- *Better inform budget making*

Having adequate urban capacities and resources can act as a launch pad from where cities take off for the better. Our cities, however, lack in this regard.

ASICS cities generate just 37% of the money that they spend. Barring Delhi and Mumbai, cities only have an average of under 350 Municipal staff per lakh of the population.

B1 Does your city invest adequate funds in public infrastructure and services?

City	Mumbai	Ahmedabad	Surat	Ranchi	Delhi	Pune	Thiruvanan-thapuram	Patna	Bhubaneswar	Chennai	Hyderabad	Kanpur	Jaipur	Kolkata	Chandigarh	Lucknow	Ludhiana	Dehradun	Bengaluru	Raipur	Bhopal	London	New York
Rank	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	—	—
Score	4.4	4.4	4.3	4.2	4.0	3.9	3.8	3.6	3.3	3.2	3.1	2.8	2.8	2.5	2.0	2.0	1.9	1.9	1.8	1.3	1.3	9.4	9.6

- The 21 ASICS cities generate only 37% of the amount they spend on average with Patna generating only 17% on its own.
- Per Capita Capex spends range from between Rs. 418 in Patna to as high as Rs. 8,389 in Thiruvananthapuram and Rs. 8,886 in Mumbai.

B2 Does your city have adequate number of skilled human resources?

City	Mumbai	Kolkata	Pune	Delhi	Hyderabad	Ahmedabad	Bhubaneswar	Patna	Bhopal	Surat	Chennai	Ranchi	Kanpur	Bengaluru	Raipur	Dehradun	Lucknow	Thiruvanan-thapuram	Ludhiana	Chandigarh	Jaipur	London	New York
Rank	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	—	—
Score	6.8	6.0	5.3	5.1	4.2	3.9	3.7	3.6	3.3	3.2	2.9	2.9	2.5	2.4	1.7	1.7	1.6	1.2	1.1	0.6	0.3	10.0	10.0

- While the needs of our cities are more or less similar, there is huge variance in the number of personnel they employ to take care of its citizens. Ranchi Municipal Corporation employs only 87 people per lakh of its population. In contrast, Delhi employs 1,260.

B3 Does your city make optimum use of Information Technology?

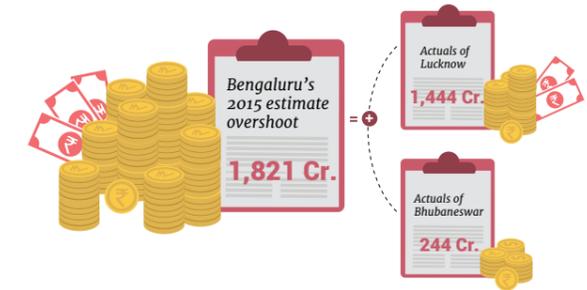| City	Chandigarh	Pune	Bengaluru	Bhopal	Chennai	Delhi	Mumbai	Surat	Lucknow	Ahmedabad	Bhubaneswar	Hyderabad	Jaipur	Kanpur	Kolkata	Ludhiana	Patna	Ranchi	Raipur	Thiruvanan-thapuram	Dehradun	London	New York
Rank	1	2	3	3	3	3	3	3	9	10	10	10	10	10	10	10	10	10	19	19	21	—	—
Score	7.2	6.1	5.0	5.0	5.0	5.0	5.0	5.0	3.9	1.7	1.7	1.7	1.7	1.7	1.7	1.7	1.7	1.7	1.1	1.1	0.6	10.0	10.0

- Ahmedabad, Bengaluru, Bhubaneswar and Raipur improved their score in 2016 on the back of providing their citizens e-service delivery mechanisms.
- Pune became the only city to provide comprehensive information on schemes and services to its citizens.

ASKING THE RIGHT QUESTIONS

How robust are our city budget estimates?

Chennai has seen low budget variance between 2012-13 and 2014-15, while in Bengaluru, it has been as high as 64% in the same period.
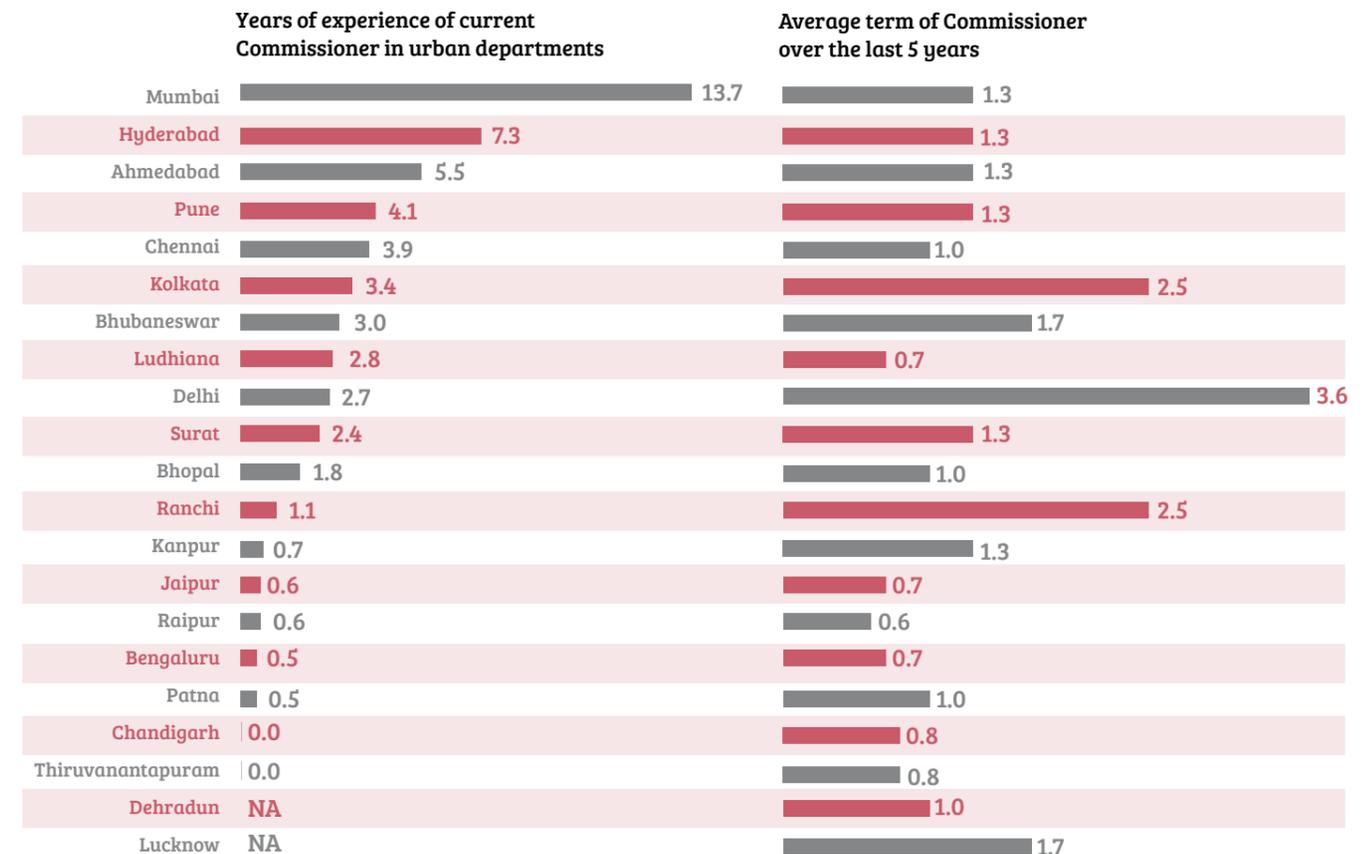
City	Year 12-13	Year 13-14	Year 14-15
Bengaluru	61%	64%	30%
Hyderabad	45%	47%	47%
Chennai	10%	10%	0%
Lucknow	26%	-45%	-36%
Bhubaneswar	40%	47%	47%
Thiruvananthapuram	55%	64%	63%

Bengaluru's 2015 estimate overshoot

1,821 Cr. = Actuals of Lucknow 1,444 Cr. + Actuals of Bhubaneswar 244 Cr.

In 2014-15, Bengaluru overestimated its budget by Rs. 1,821 crores (30% of its budget), an amount greater than the combined budgets of Lucknow (Rs. 1,444 crores) & Bhubaneswar (Rs. 244 crores).

Are we ignoring small cities?

Small cities see a higher churn of Municipal Commissioners; big city Commissioners come with more years of urban experience.

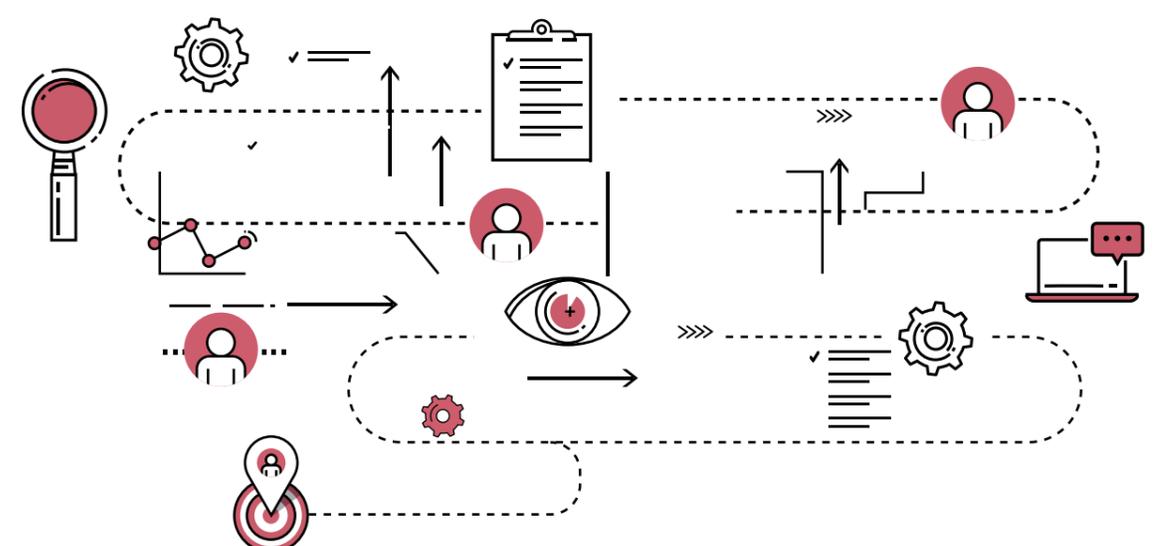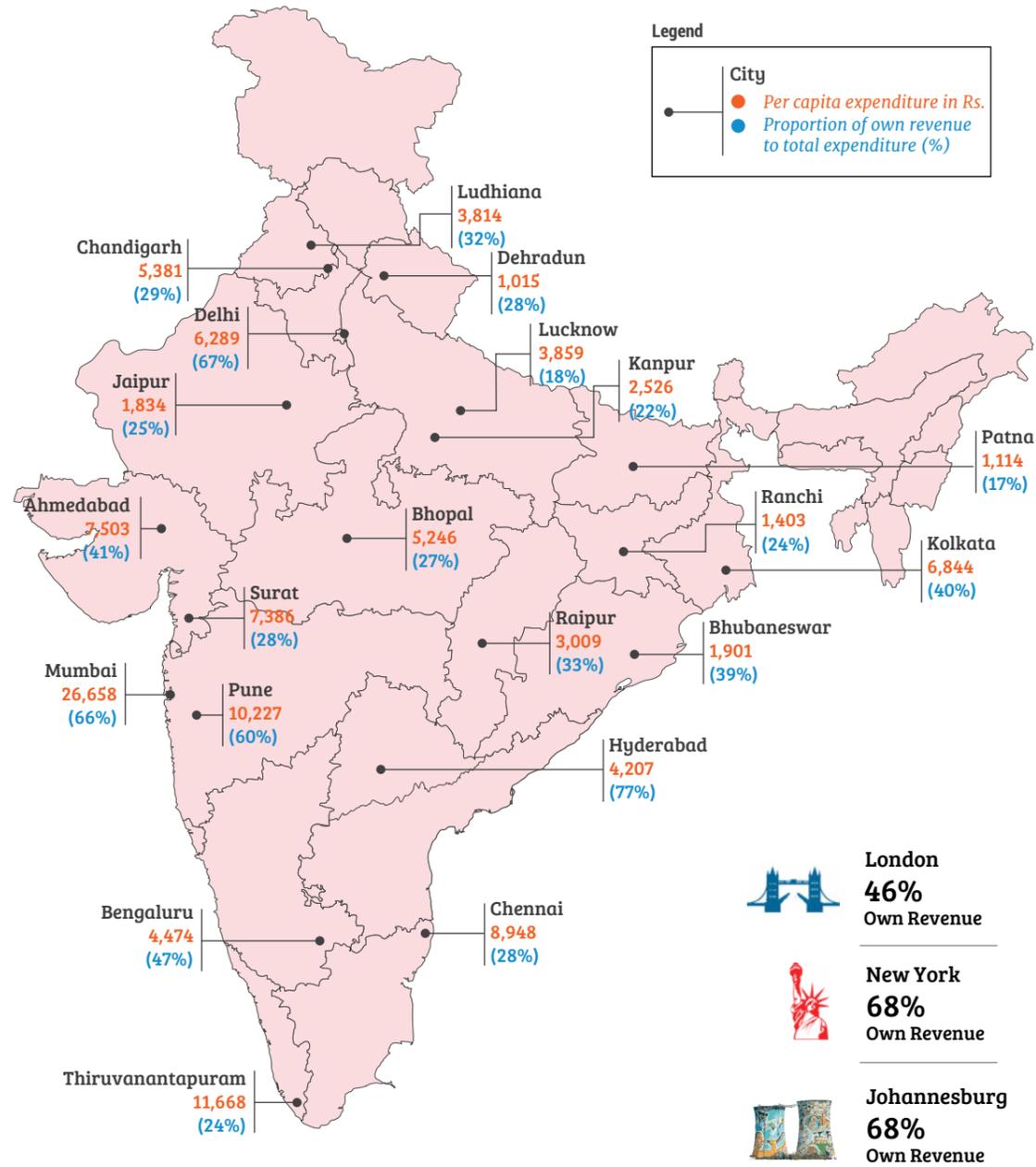| City	Years of experience of current Commissioner in urban departments	Average term of Commissioner over the last 5 years
Mumbai	13.7	1.3
Hyderabad	7.3	1.3
Ahmedabad	5.5	1.3
Pune	4.1	1.3
Chennai	3.9	1.0
Kolkata	3.4	2.5
Bhubaneswar	3.0	1.7
Ludhiana	2.8	0.7
Delhi	2.7	3.6
Surat	2.4	1.3
Bhopal	1.8	1.0
Ranchi	1.1	2.5
Kanpur	0.7	1.3
Jaipur	0.6	0.7
Raipur	0.6	0.6
Bengaluru	0.5	0.7
Patna	0.5	1.0
Chandigarh	0.0	0.8
Thiruvanantapuram	0.0	0.8
Dehradun	NA	1.0
Lucknow	NA	1.7

For further details, refer to Data Table 3, page no. 59

⊗ ASKING THE RIGHT QUESTIONS

Are our cities sustainable and independent economic units?

The big 21 cities are heavily reliant on State Government grants! Only 4 cities Mumbai, Delhi, Hyderabad and Pune generate more than 50% (own revenue) of the amount they spend.

Legend

City
- Per capita expenditure in Rs.
- Proportion of own revenue to total expenditure (%)

Ludhiana
3,814
(32%)

Chandigarh
5,381
(29%)

Dehradun
1,015
(28%)

Delhi
6,289
(67%)

Lucknow
3,859
(18%)

Kanpur
2,526
(22%)

Jaipur
1,834
(25%)

Patna
1,114
(17%)

Ahmedabad
7,503
(41%)

Ranchi
1,403
(24%)

Bhopal
5,246
(27%)

Kolkata
6,844
(40%)

Surat
7,386
(28%)

Raipur
3,009
(33%)

Bhubaneswar
1,901
(39%)

Mumbai
26,658
(66%)

Pune
10,227
(60%)

Hyderabad
4,207
(77%)

Bengaluru
4,474
(47%)

Chennai
8,948
(28%)

Thiruvananthapuram
11,668
(24%)

London
46%
Own Revenue

New York
68%
Own Revenue

Johannesburg
68%
Own Revenue

For further details, refer to Data Table 4, page no.60

C
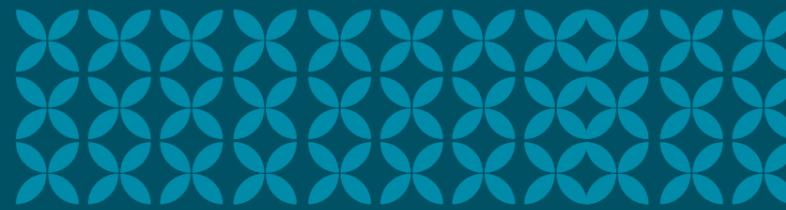
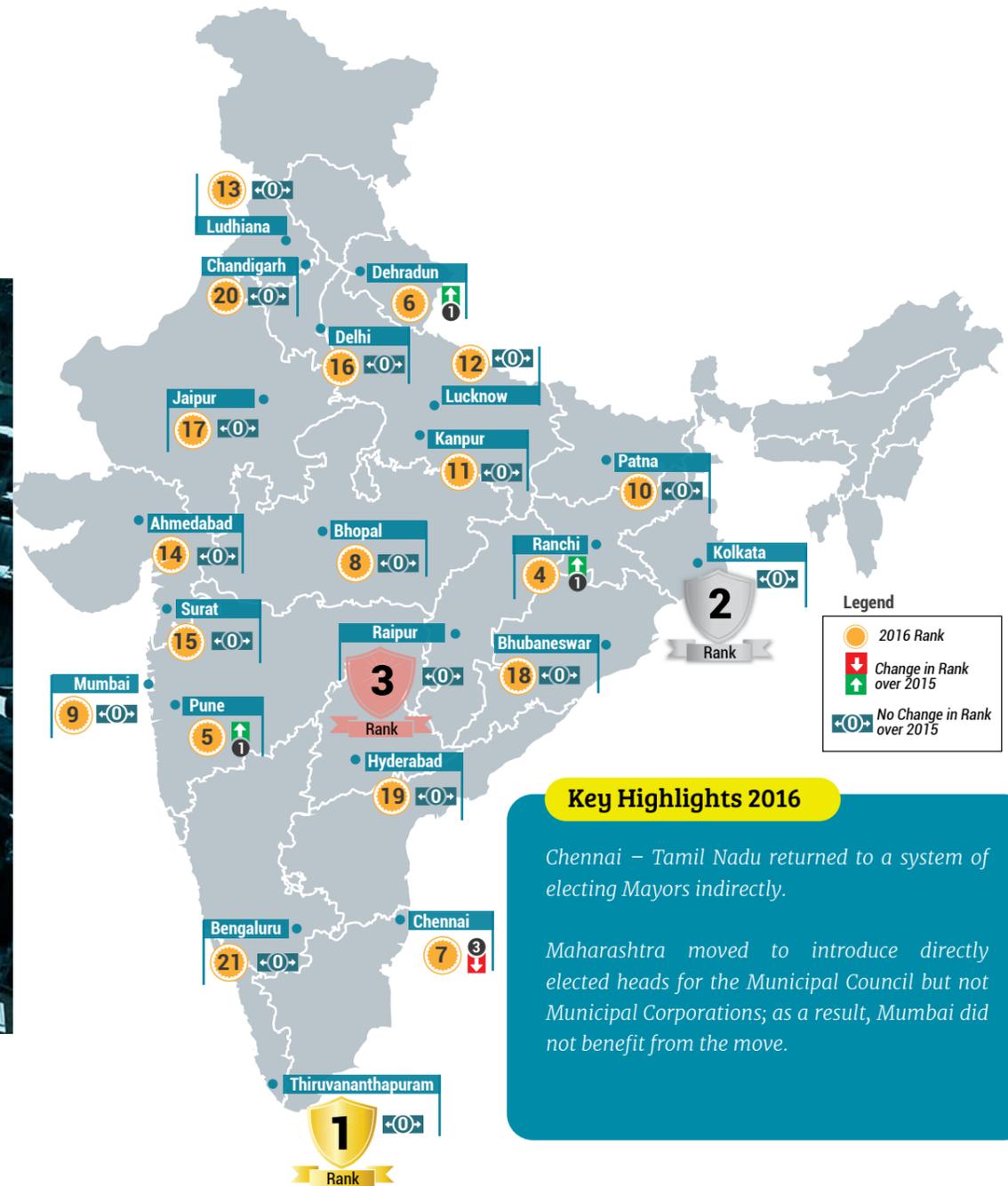> "It is a matter of urgent importance that the Central Government takes immediate steps to improve the delivery of public services to our citizens. The best and most effective way to achieve this is through the devolution of power to democratically elected and empowered Mayors and panchayat heads. If we are to build smart cities, we need to provide a smarter and more accountable form of governance in them."

Dr Shashi Tharoor,
Hon'ble Member of Parliament,
16th Lok Sabha of India

Map: ELPR - Overall Ranks 2016

- Ludhiana 13
- Chandigarh 20
- Dehradun 6
- Delhi 16
- Jaipur 17
- Lucknow 12
- Kanpur 11
- Patna 10
- Ahmedabad 14
- Bhopal 8
- Ranchi 4
- Kolkata 2 **Rank**
- Surat 15
- Raipur 3 **Rank**
- Bhubaneswar 18
- Mumbai 9
- Pune 5
- Hyderabad 19
- Bengaluru 21
- Chennai 7
- Thiruvananthapuram 1 **Rank**

Legend
- 2016 Rank
- Change in Rank over 2015
- No Change in Rank over 2015

Key Highlights 2016

Chennai – Tamil Nadu returned to a system of electing Mayors indirectly.

Maharashtra moved to introduce directly elected heads for the Municipal Council but not Municipal Corporations; as a result, Mumbai did not benefit from the move.

The ASICS report scores cities on 11 parameters that help us answer the following key questions around Empowered & Legitimate Political Representation.

C1. Do your city leaders have adequate power?

C2. Is your city truly democratic?

Of the 80 million residents in the ASICS cities, 46 million are governed by an indirectly elected Mayor who has tenure for 2.5 years or less, an aspect that significantly weakens city leadership.

C1 Do your city leaders have adequate power?

City	Rank	Score
Dehradun	1	4.8
Raipur	2	4.7
Kolkata	3	4.6
Ranchi	4	4.5
Bhopal	5	4.3
Kanpur	6	4.2
Lucknow	7	4.2
Thiruvananthapuram	8	3.7
Patna	9	2.9
Bhubaneswar	10	2.8
Ludhiana	11	2.7
Chennai	12	2.7
Jaipur	13	2.4
Hyderabad	14	2.1
Pune	15	1.6
Ahmedabad	16	1.3
Mumbai	17	1.2
Surat	18	1.1
Chandigarh	19	0.8
Delhi	20	0.8
Bengaluru	21	0.8
London	–	10.0
New York	–	10.0

- Even after 25 years of enactment of the 74th CAA which recognises Municipalities as "institutions of self-government", states are yet to devolve powers and functions to Municipalities as envisaged. On average, only 3 out of 10* critical functions have been devolved to our cities making Municipalities glorified service providers instead of the third tier of government.
- In the absence of formal platforms of participation such as Area Sabhas, how can a Councillor listen to and address the needs of thousands of citizens? A Councillor in Mumbai, the largest city in India, represents over 50,000 people, 7 times the citizens a Councillor in Thiruvananthapuram represents.

C2 Is your city truly democratic?

City	Rank	Score
Thiruvananthapuram	1	9.8
Pune	2	9.3
Mumbai	3	8.8
Kolkata	4	7.8
Ahmedabad	5	7.3
Chennai	5	7.3
Delhi	5	7.3
Raipur	5	7.3
Surat	9	7.0
Patna	10	6.8
Ranchi	10	6.8
Ludhiana	12	5.8
Chandigarh	13	5.5
Bhopal	14	5.3
Dehradun	14	5.3
Jaipur	14	5.3
Bengaluru	17	4.8
Hyderabad	17	4.8
Kanpur	17	4.8
Lucknow	17	4.8
Bhubaneswar	21	4.5
London	–	10.0
New York	–	10.0

- Citizens care more about Assembly and Parliament elections than about Municipal elections. Municipal election turnouts, when compared with state elections, are lower by 9% on average and up to 26% lower (Ranchi). This figure, when compared to Parliamentary elections is 11% and at the bottom, is lower by 30% in Surat

✖ INTERESTING NUGGETS

Even 25 years after the passing of the 74th CAA, devolution remains an unfinished agenda!

Three functions core to urban governance have not been devolved in a sample of three cities we looked at. Cities continue to have limited say in functions core to urban governance as they are controlled by the state through parastatals.

Sl.No.	Functions to be devolved as per the 12th schedule of the 74th CAA	Thiruvananthapuram		Bhopal		Bengaluru	
		Claimed*	Reality*	Claimed*	Reality*	Claimed*	Reality*
1	Urban planning including town planning	✔	✗	✔	✗	✗	✗
2	Regulation of land-use and construction of buildings	✔	✗	✔	✗	✔	✗
3	Planning for economic and social development	✔	✗	✔	✗	✔	✗
4	Roads and bridges	✔	✔	✔	✔	✔	✔
5	Water supply for domestic, industrial and, commercial purposes	✔	✗	✔	✔	✔	✗
6	Public health, sanitation conservancy and solid waste management	✔	✗	✔	✗	✔	✔
7	Fire services	✗	✗	✔	✔	✗	✗
8	Urban forestry, protection of the environment and promotion of ecological aspects	✔	✔	✔	✔	✔	✔
9	Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded	✔	✔	✔	✔	✔	✔
10	Slum improvement and upgradation	✔	✔	✔	✔	✔	✔
11	Poverty alleviation	✔	✔	✔	✔	✔	✔
12	Provision of urban amenities and facilities such as parks, gardens, playgrounds	✔	✔	✔	✔	✔	✔
13	Promotion of cultural, educational and aesthetic aspects	✔	✗	✔	✗	✔	✗
14	Burials and burial grounds; cremations, cremation grounds and electric crematoriums	✔	✔	✔	✔	✔	✔
15	Cattle ponds; prevention of cruelty to animals	✔	✔	✔	✔	✔	✔
16	Vital statistics including registration of births and deaths	✔	✔	✔	✔	✔	✔
17	Public amenities including street lighting, parking lots, bus stops and public conveniences	✔	✔	✔	✔	✔	✔
18	Regulation of slaughterhouses and tanneries	✔	✔	✔	✔	✔	✔

The three cities are chosen to show examples from medium, large and mega city.

*As per CAG reports of respective states

⊗ INTERESTING NUGGETS

All cities see a lower voter turnout in Municipal elections *in comparison with State Assembly or Parliamentary elections. Notable exceptions to this pattern are the cities of Thiruvananthapuram and Kolkata, where turnouts in Municipal elections are higher than in Parliamentary elections.*
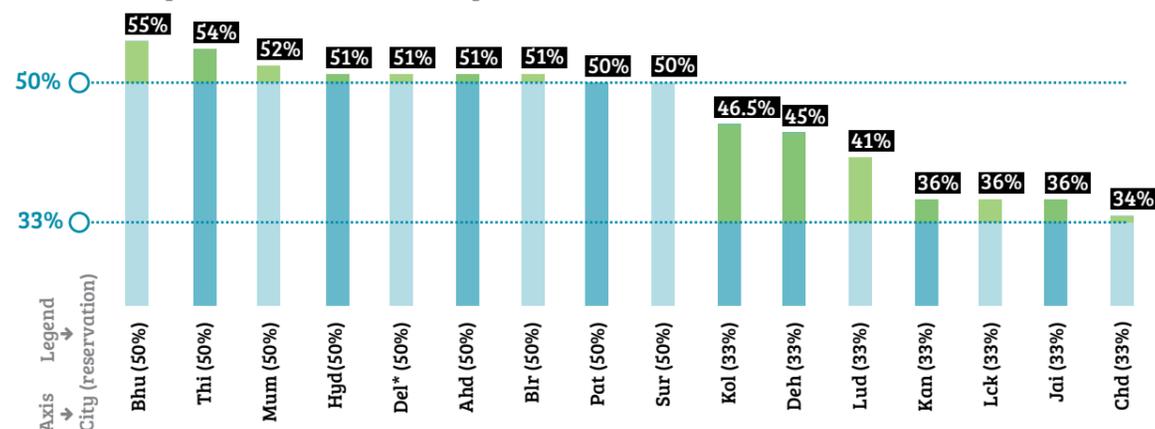
	Municipal Election Turnout - Latest	Compared with State Assembly	Compared with Lok Sabha
Thiruvananthapuram	72%	-5%	5%
Kolkata	69%	-14%	1%
Ludhiana	63%	-8%	-8%
Chandigarh	60%	NA	-14%
Delhi	58%	-8%	-7%
Raipur	58%	-10%	-9%
Bhopal	57%	-7%	0%
Jaipur	56%	-13%	-10%
Dehradun	55%	-7%	-7%
Pune	53%	-8%	-1%
Bengaluru	49%	-4%	-6%
Chennai	48%	-26%	-14%
Lucknow	47%	-9%	-6%
Patna	47%	-5%	-5%
Ahmedabad	46%	-24%	-23%
Bhubaneswar	45%	2%	-13%
Hyderabad	45%	-8%	-8%
Mumbai	45%	-6%	-10%
Kanpur	41%	-13%	-11%
Surat	40%	-30%	-24%
Ranchi	38%	-27%	-26%

For further details, refer to Data Table 5, page 61

Gender representation in city leadership – *46% of Council seats in the ASICS cities* are held by women.*
- *In cities with 33% reservation for women in the Municipal Council, the average proportion of female Councillors is 39%.*
- *Bhubaneswar, Thiruvananthapuram and Mumbai stand out among cities with 50% reservation for women.*

Proportion of women in Municipal Council

City (reservation)	%
Bhu (50%)	55%
Thi (50%)	54%
Mum (50%)	52%
Hyd (50%)	51%
Del* (50%)	51%
Ahd (50%)	51%
Blr (50%)	51%
Pat (50%)	50%
Sur (50%)	50%
Kol (33%)	46.5%
Deh (33%)	45%
Lud (33%)	41%
Kan (33%)	36%
Lck (33%)	36%
Jai (33%)	36%
Chd (33%)	34%

*Figure is for the 16 ASICS cities for which information on women Councillors was available. In case of unavailability of gender information data was approximated from the names of the Councillors.
For further details, refer to Data Table 6, page no. 62

⊗ CASE STUDY

A constitutional bid for better cities : Stronger cities with an empowered Mayor
The year 2016 marks the 25th year since the 74th CAA accorded formal recognition to City Governments. However, real devolution of funds, functions and functionaries as envisaged, remains an unfinished agenda. This has acted as a barrier to our cities in achieving their true potential. To address this issue, Dr Shashi Tharoor, Member of Parliament, introduced a Private Member Bill in the monsoon session of 16th Lok Sabha to revisit and strengthen the 74th CAA. Some key features of this bill are:

	74th CAA	Dr Tharoor's Bill
Political Leadership	• *No mention of Mayoral tenure.* • *No mention of Mayor's powers and functions.* • *States* **'may'** *devolve functions to cities as listed in the 12th schedule of the Act.*	• *Mayor to be directly elected with tenure co-terminus with the Municipality.* • *Mayor to be the executive head with all civic agencies reporting to her/him.* • *States* **'shall'** *devolve all functions including public transportation & promotion of IT.*
Citizen Participation	• *Mandates Ward Committees (WCs) be formed comprising one or more wards having a population of 3 lakhs or more.* • **No timelines** *on WC formation mentioned* • *No provision of citizen involvement in governance below the level of WCs.*	• *Mandates WC be formed in each ward (1Lakh and above).* • *Committees to be formed within* **2 years** *from the commencement of the Act.* • *Introduces* **'Area Sabha'**, *a committee comprising 1400 to 7000 registered voters.*
SFC	• *Non-compliance with the SFC's recommendations only warrant an explanatory note to be laid within the Legislature* **without any time limit.**	• *Demands an action-taken report to be laid within the Legislature,* **6 months** *from the submission of recommendation.*
MPC/DPC	• **No timelines** *on formation.*	• *Demands their constitution within* **2 years** *from the commencement of the Act.*

Disclosure – Janaagraha worked with the office of Dr Tharoor in the framing of this bill as a principal knowledge partner.

⊗ ASKING THE RIGHT QUESTIONS

How empowered are our cities and their leaders?
India's big cities do not have directly elected Mayors and the state of devolution in those are worse than in smaller cities.

CITY	Population (Census 2011 Mn)	Political Empowerment			Resources	
		Is Mayor Directly Elected	Tenure of Mayor (years)	Critical Functions Devolved*	Power over Taxation** (out of 10)	Power over Employees*** (out of 10)
Bhopal	1.8	Yes	5	30%	2.5	8.3
Dehradun	0.6	Yes	5	10%	7.5	8.3
Kanpur	2.8	Yes	5	20%	7.5	8.3
Lucknow	2.8	Yes	5	20%	7.5	8.3
Raipur	1.0	Yes	5	30%	2.5	8.3
Ranchi	1.1	Yes	5	30%	7.5	6.7
Bhubaneswar	0.8	No	5	10%	5	1.7
Chennai	4.6	No	5	30%	7.5	0
Hyderabad	6.7	No	5	10%	7.5	0
Jaipur	3.0	No	5	20%	7.5	0
Kolkata	4.5	No	5	50%	5	8.3
Ludhiana	1.6	No	5	30%	7.5	0
Patna	1.7	No	5	40%	7.5	10
Thiruvananthapuram	0.7	No	5	20%	10	5
Ahmedabad	5.6	No	2.5	50%	5	8.3
Mumbai	12.4	No	2.5	60%	5	8.3
Pune	3.1	No	2.5	60%	5	8.3
Surat	4.5	No	2.5	50%	5	8.3
Bengaluru	8.4	No	1	30%	5	1.7
Chandigarh	1.0	No	1	30%	7.5	0
Delhi	11.0	No	1	30%	7.5	10

*Refer to annexure page no.51, question no.6

** Refer to annexure page no. 47, question no.1

***Refer to annexure page no. 49, question no.12

D

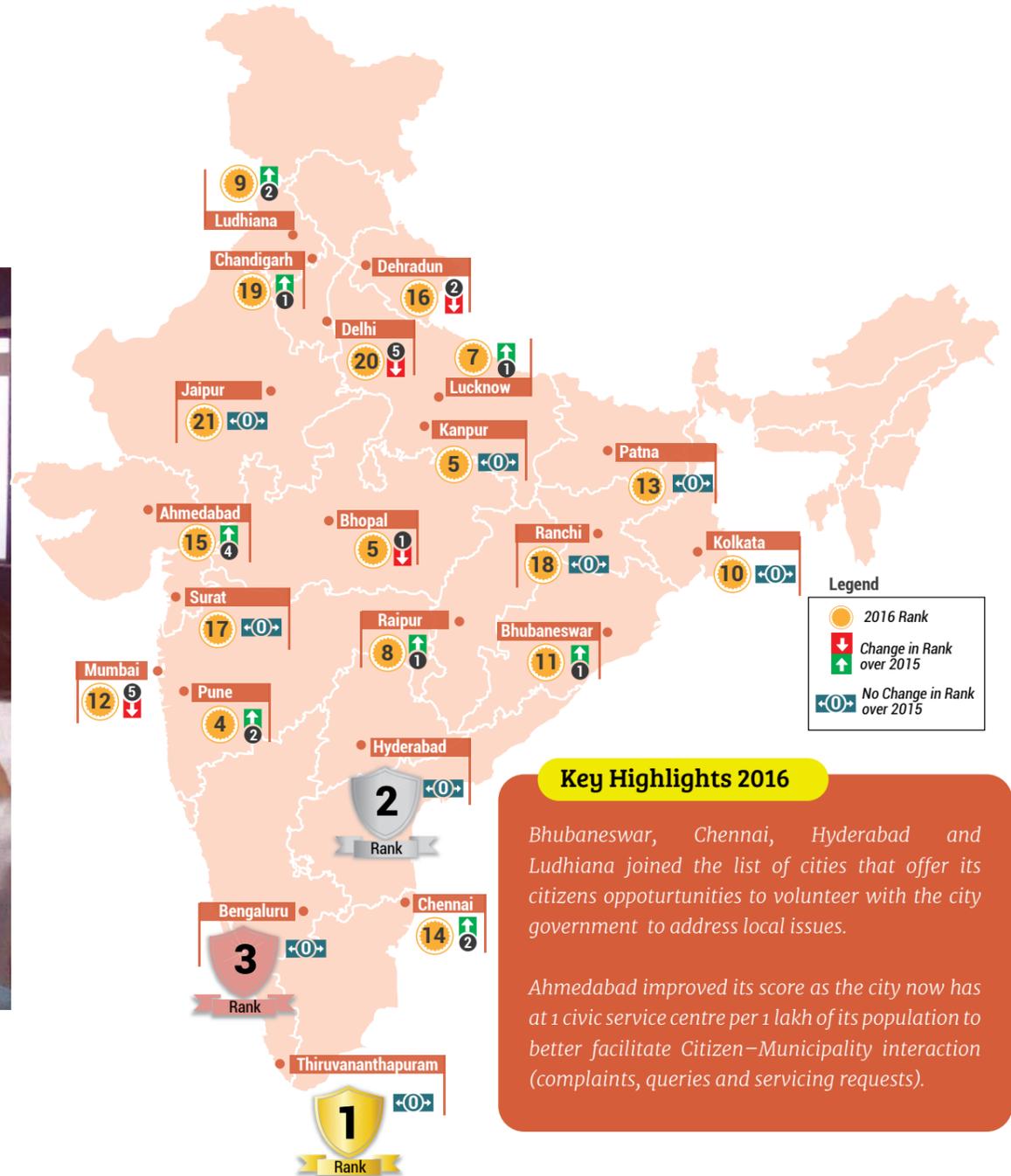> "Because for all our outward differences we, in fact, all share the same proud title, the most important office in a democracy: Citizens. So you see, that's what our democracy demands. It needs you. Not just when there is an election, not just when your own narrow interest is at stake, but over the full span of a life time. If you're tired of arguing with strangers on the internet, try talking with one of them in real life. If something needs fixing, then lace up your shoes and do some organising. If you are disappointed by your elected officials, grab a clipboard, get some signatures, and run for office yourself, Show up. Dive in. Stay at it. "

Barack Obama,
Former President, USA

Map labels:

Ludhiana 9 ▲2
Chandigarh 19 ▲1
Dehradun 16 ▲2
Delhi 20 ▲5
Lucknow 7 ▲1
Jaipur 21 (0)
Kanpur 5 (0)
Patna 13 (0)
Ahmedabad 15 ▲4
Bhopal 5 ▼1
Ranchi 18 (0)
Kolkata 10 (0)
Surat 17 (0)
Raipur 8 ▲1
Bhubaneswar 11 ▲1
Mumbai 12 ▼5
Pune 4 ▲2
Hyderabad 2 (0) **Rank**
Bengaluru 3 (0) **Rank**
Chennai 14 ▲2
Thiruvananthapuram 1 (0) **Rank**

Legend

🟠 2016 Rank

Change in Rank over 2015

(0) No Change in Rank over 2015

Key Highlights 2016

Bhubaneswar, Chennai, Hyderabad and Ludhiana joined the list of cities that offer its citizens oppoturtunities to volunteer with the city government to address local issues.

Ahmedabad improved its score as the city now has at 1 civic service centre per 1 lakh of its population to better facilitate Citizen−Municipality interaction (complaints, queries and servicing requests).

The ASICS report scores cities on 11 parameters that help us answer the following key questions around Transparency, Accountability & Participation.

D1. Does your city put out adequate information and facilitate citizen participation?

D2. How well does your city address citizen complaints?

Porto Allegre's participatory budgeting exercise showcases the advantages of involving local communities in matters of governance. It has inspired several cities across the globe to begin similar experiments. However, our cities are far from realising this potential.

Indian cities lack in both :-
1. formal platforms of participation that give its people a sense of ownership over the city, and
2. democratising information which facilitates interested and informed participation by enabling its people to get a true image of what ails their city.

D1 Does your city put out adequate information and facilitate citizen participation?

City	Hyderabad	Bengaluru	Pune	Bhopal	Kanpur	Ludhiana	Lucknow	Thiruvanan-thapuram	Kolkata	Mumbai	Chennai	Patna	Raipur	Bhubaneswar	Dehradun	Ranchi	Surat	Ahmedabad	Chandigarh	Delhi	Jaipur	London	New York
Rank	1	2	3	4	4	4	7	7	9	9	11	12	12	14	15	15	17	18	19	20	20	—	—
Score	7.5	6.3	5.8	5.7	5.7	5.7	5.5	5.5	5.0	5.0	4.8	4.2	4.2	4.0	3.3	3.3	2.8	2.7	2.5	1.7	1.7	8.3	10.0

- Enactment of Public Disclosure Law and Community Participation Law, mandated under JNNURM to promote transparency and accountability, is still an unfinished reform agenda. Nine cities haven't notified either of the laws till date.
- Indian cities have hardly utilised the spirit of volunteering among its citizens. However, things are starting to look better – while only six cities crowdsourced goodwill in 2015, in the last one year, four more cities – Bhubaneswar, Chennai, Hyderabad and Ludhiana joined the effort. This could, possibly, be driven by initiatives such as Swachhata, Smart Cities Mission and AMRUT.
- True to the spirit of deepening urban governance as envisaged in the 74th CAA, Hyderabad is the only city that has constituted Area Sabhas in all wards. To an extent, so has Pune, being the only city that allows its people a say in city projects through participatory budgeting.
- Indian cities have not made their latest internal audit reports available online.

D2 How well does your city address citizen complaints?

City	Thiruvanan-thapuram	Raipur	Ahmedabad	Bengaluru	Bhopal	Bhubaneswar	Hyderabad	Kanpur	Pune	Chennai	Delhi	Jaipur	Chandigarh	Dehradun	Kolkata	Lucknow	Surat	Mumbai	Patna	Ludhiana	Ranchi	London	New York
Rank	1	2	3	3	3	3	3	3	3	10	10	12	13	13	13	13	13	18	18	20	20	—	—
Score	7.5	4.3	3.9	3.9	3.9	3.9	3.9	3.9	3.9	3.6	3.6	3.2	2.5	2.5	2.5	2.5	2.5	2.1	2.1	1.4	1.4	8.0	9.0

- Citizen satisfaction surveys can be an important tool to improve decentralised service delivery. Barring Hyderabad and Pune, no city conducts such surveys.
- Having an institution like the Ombudsman, a watchdog, to act as the guardian of citizens' right to services can go a long way in promoting accountability in how our Municipalities function. However, only Thiruvananthapuram has an Ombudsman for issues related to public service delivery.
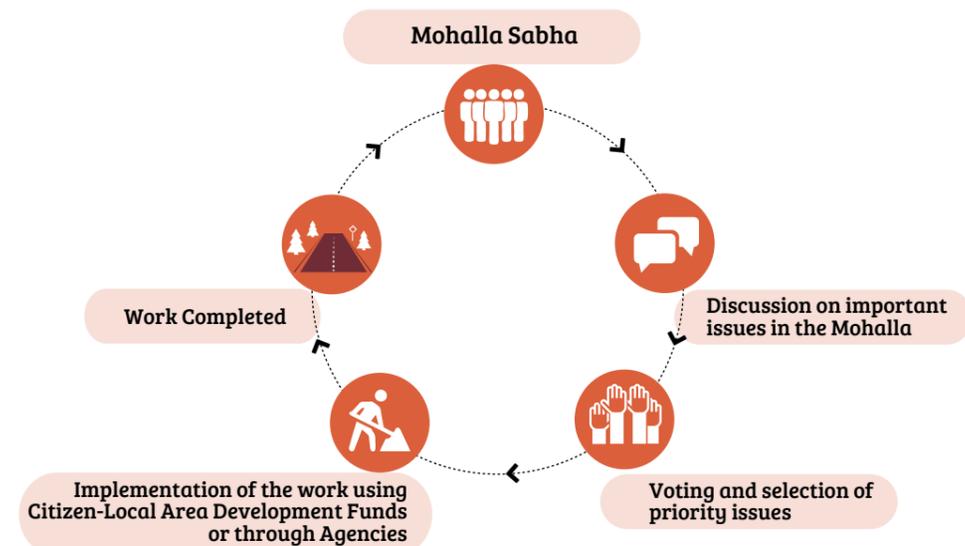
CASE STUDY

Mohalla Sabhas in Delhi: A decision making process close to communities

The Government of National Capital Territory (NCT) of Delhi conceived Mohalla Sabhas with the vision to decentralise governance and decision-making at the level of the community or Mohalla. The idea of deepening urban democracy to a level lower than the ward found place first in the Community Participation Law, passing of which by States was a necessary condition for the release of certain funds under JNNURM. However, while several states did enact the law under the Centre's fiat, not much was implemented in spirit. Delhi Govt.'s efforts in this direction marks the first attempt by any State Government to deepen democracy below the level of a ward in a comprehensive manner. 'Mohalla Sabhas' have been notified by Delhi Govt. but are yet to be rolled out.

As the most decentralised units of local governance, Mohalla Sabhas aim to empower the community by giving equal opportunity and decision-making powers to all registered voters in Delhi and thereby participate in effective governance and delivery of public services. In order to achieve these objectives of 'Swaraj' or self-rule, 2972 Mohalla Sabhas were digitally mapped across the 70 assembly constituencies of Delhi. Each Mohalla was formed by combining 3-4 electoral parts with all the registered voters living within. To avoid administrative multiplicity, all public assets (e.g. roads, streetlights, drains) were digitally mapped to the asset owing civic agency like the MCDs, PWD etc.

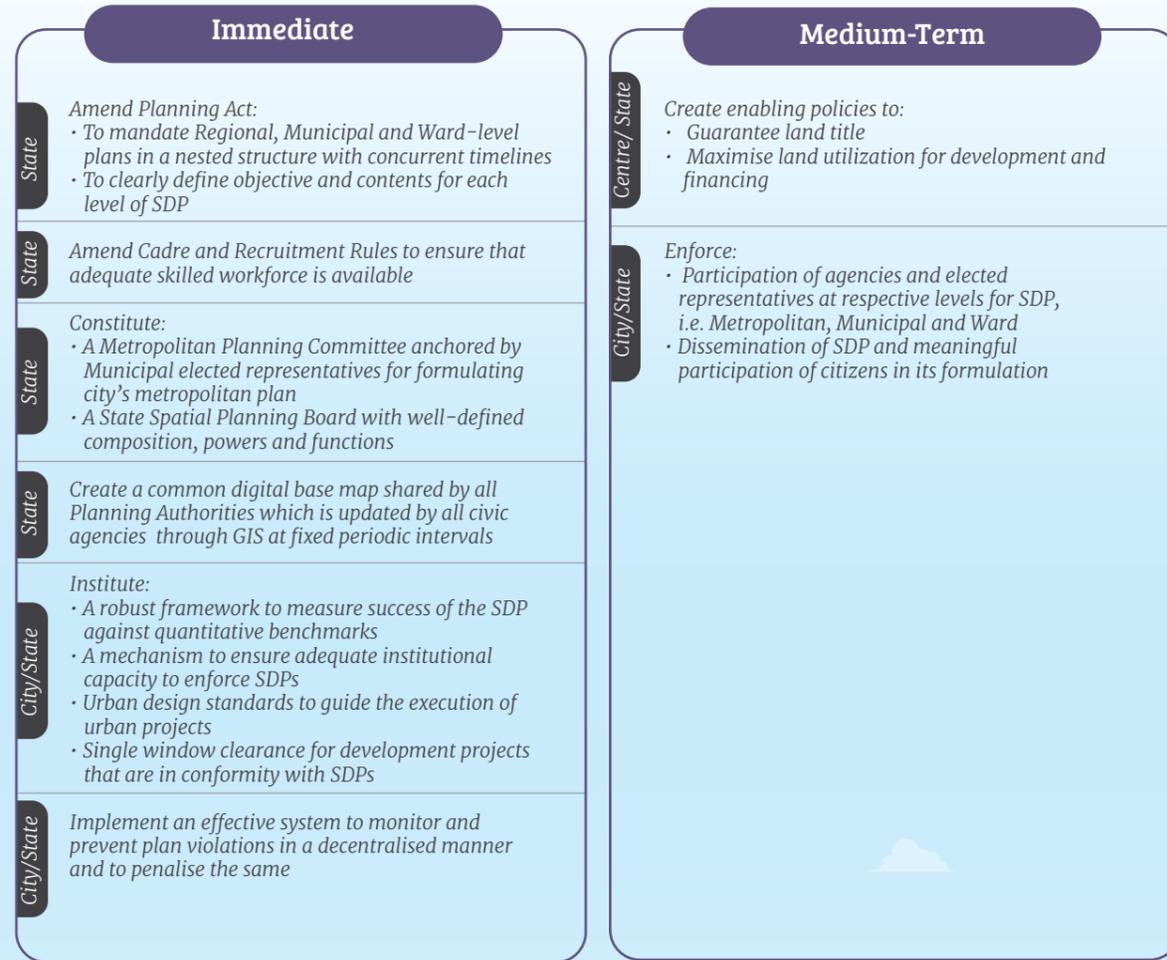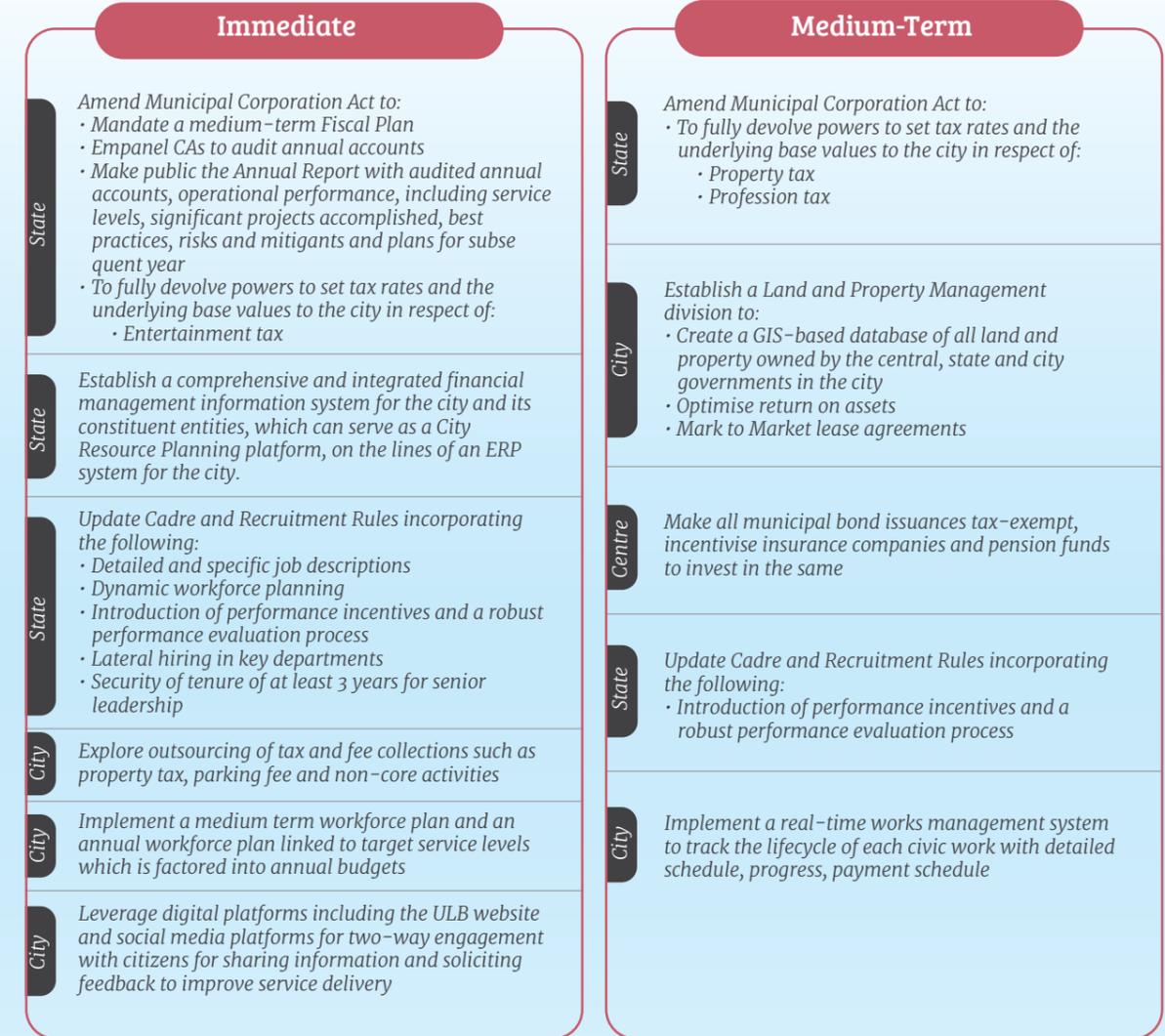### Life Cycle of Mohalla Sabhas

- Mohalla Sabha
- Discussion on important issues in the Mohalla
- Voting and selection of priority issues
- Implementation of the work using Citizen-Local Area Development Funds or through Agencies
- Work Completed

URBAN PLANNING & DESIGN
---------- Reforms Timeline ----------

Immediate

State — Amend Planning Act:
· To mandate Regional, Municipal and Ward-level plans in a nested structure with concurrent timelines
· To clearly define objective and contents for each level of SDP

State — Amend Cadre and Recruitment Rules to ensure that adequate skilled workforce is available

State — Constitute:
· A Metropolitan Planning Committee anchored by Municipal elected representatives for formulating city's metropolitan plan
· A State Spatial Planning Board with well-defined composition, powers and functions

State — Create a common digital base map shared by all Planning Authorities which is updated by all civic agencies through GIS at fixed periodic intervals

City/State — Institute:
· A robust framework to measure success of the SDP against quantitative benchmarks
· A mechanism to ensure adequate institutional capacity to enforce SDPs
· Urban design standards to guide the execution of urban projects
· Single window clearance for development projects that are in conformity with SDPs

City/State — Implement an effective system to monitor and prevent plan violations in a decentralised manner and to penalise the same

Medium-Term

Centre/State — Create enabling policies to:
· Guarantee land title
· Maximise land utilization for development and financing

City/State — Enforce:
· Participation of agencies and elected representatives at respective levels for SDP, i.e. Metropolitan, Municipal and Ward
· Dissemination of SDP and meaningful participation of citizens in its formulation

URBAN CAPACITIES & RESOURCES
---------- Reforms Timeline ----------

Immediate

State — Amend Municipal Corporation Act to:
· Mandate a medium-term Fiscal Plan
· Empanel CAs to audit annual accounts
· Make public the Annual Report with audited annual accounts, operational performance, including service levels, significant projects accomplished, best practices, risks and mitigants and plans for subsequent year
· To fully devolve powers to set tax rates and the underlying base values to the city in respect of:
  · Entertainment tax

State — Establish a comprehensive and integrated financial management information system for the city and its constituent entities, which can serve as a City Resource Planning platform, on the lines of an ERP system for the city.

State — Update Cadre and Recruitment Rules incorporating the following:
· Detailed and specific job descriptions
· Dynamic workforce planning
· Introduction of performance incentives and a robust performance evaluation process
· Lateral hiring in key departments
· Security of tenure of at least 3 years for senior leadership

City — Explore outsourcing of tax and fee collections such as property tax, parking fee and non-core activities

City — Implement a medium term workforce plan and an annual workforce plan linked to target service levels which is factored into annual budgets

City — Leverage digital platforms including the ULB website and social media platforms for two-way engagement with citizens for sharing information and soliciting feedback to improve service delivery

Medium-Term

State — Amend Municipal Corporation Act to:
· To fully devolve powers to set tax rates and the underlying base values to the city in respect of:
  · Property tax
  · Profession tax

City — Establish a Land and Property Management division to:
· Create a GIS-based database of all land and property owned by the central, state and city governments in the city
· Optimise return on assets
· Mark to Market lease agreements

Centre — Make all municipal bond issuances tax-exempt, incentivise insurance companies and pension funds to invest in the same

State — Update Cadre and Recruitment Rules incorporating the following:
· Introduction of performance incentives and a robust performance evaluation process

City — Implement a real-time works management system to track the lifecycle of each civic work with detailed schedule, progress, payment schedule

EMPOWERED & LEGITIMATE POLITICAL REPRESENTATION

- - - - - - - - Reforms Timeline - - - - - - - -

Immediate

State

Amend Municipal Corporation Act to :
- Extend the term of Mayor to 5 years
- Devolve all 18 functions to ULBs as stated under Schedule 12 of the Constitution of India
- Grant reasonable powers to the Council over budgets, expenditure, investments loans and certain city specific policies

State

Ensure Councillors are reasonably compensated and are equipped with adequate resources

Centre

Institutionalise a process for maintaining accurate voter lists

Medium-Term

State

Revise number of wards and delimit ward boundaries based on the city's spatial growth

Centre

Amend Representation of People Act (RPA), 1951 to include public disclosure of income, assets including securities and equity in private corporations), and liabilities of Councillors and all related-party interests

TRANSPARENCY, ACCOUNTABILITY & PARTICIPATION

- - - - - - - - Reforms Timeline - - - - - - - -

Immediate

City

Create and maintain a robust, user-friendly website which serves as the primary source of information of all services and functions of the ULB. Institutionalise a process to ensure regular and accurate sharing of information on the same

City

Create a position of Chief MIS Officer with a team of specialist staff for regular and systematic release of accurate data relating to the operations and performance of the ULB

City

Implement a practical Participatory Budgeting cycle, where a portion of the city's budget is allocated based on citizens' inputs

City

Publish actual and target service levels for various functions provided by the city on its website

City

Institute an effective complaint management system

City

Put in place a system to measure citizen satisfaction levels and publish the same at frequent intervals

Medium-Term

City

Adopt open-data standards, publish both raw and synthesised data in public domain

City

Establish an office of Ombudsman, with responsibility for civic service issues and inter-agency coordination
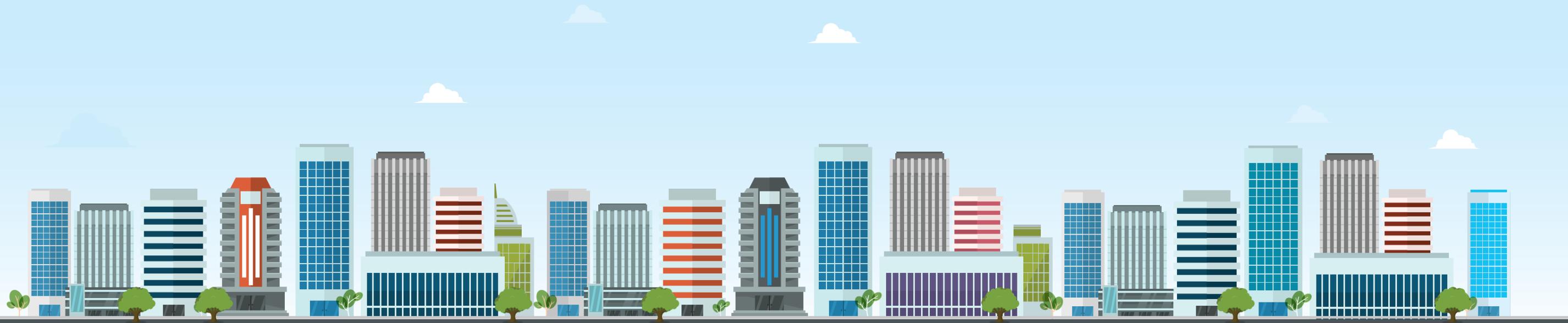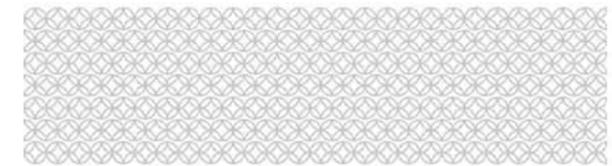
ASICS 2016
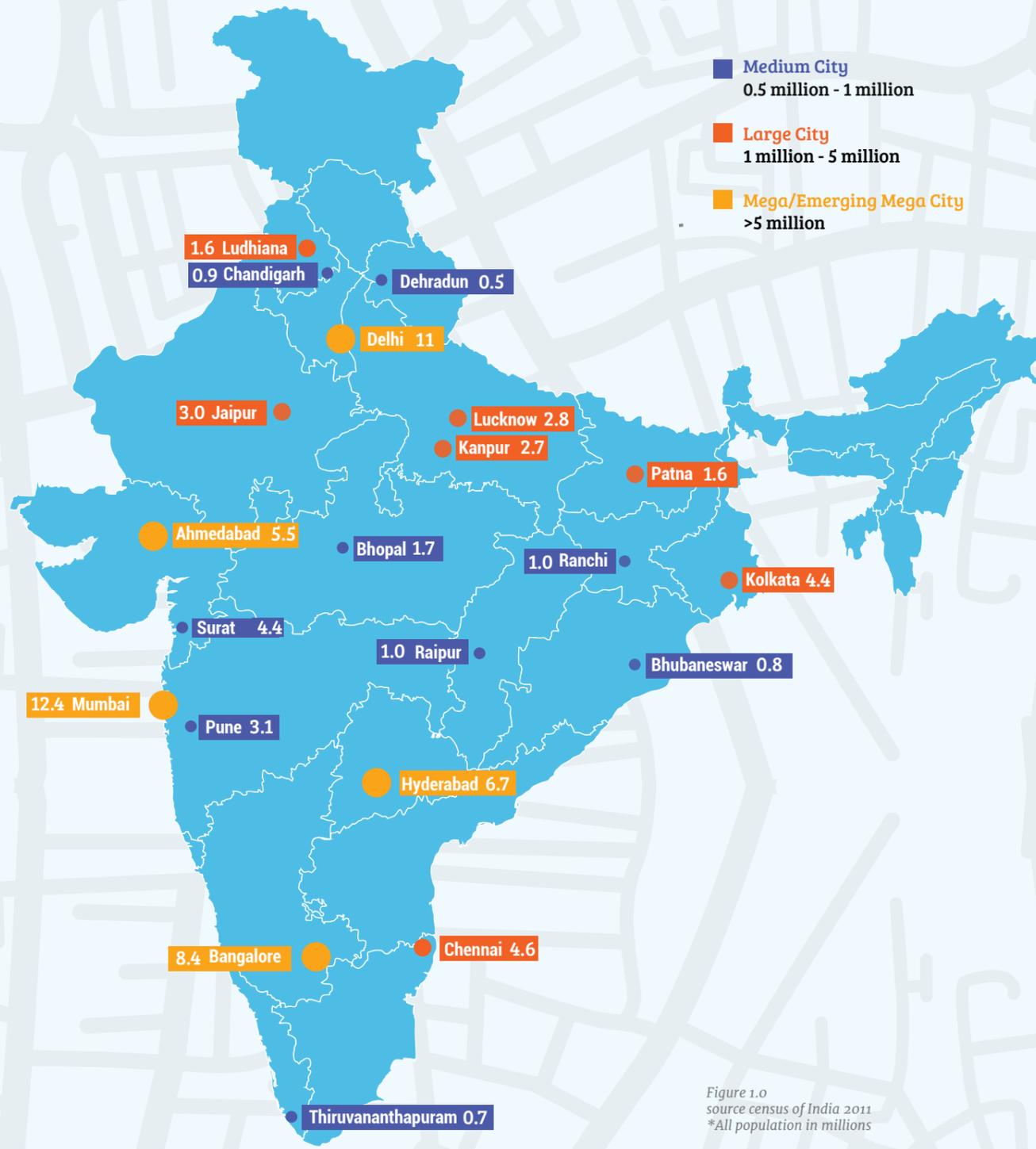## Geographical Distribution of Cities

Medium City
0.5 million - 1 million

Large City
1 million - 5 million

Mega/Emerging Mega City
>5 million

1.6 Ludhiana
0.9 Chandigarh
Dehradun 0.5
Delhi 11
3.0 Jaipur
Lucknow 2.8
Kanpur 2.7
Patna 1.6
Ahmedabad 5.5
Bhopal 1.7
1.0 Ranchi
Kolkata 4.4
Surat 4.4
1.0 Raipur
Bhubaneswar 0.8
12.4 Mumbai
Pune 3.1
Hyderabad 6.7
8.4 Bangalore
Chennai 4.6
Thiruvananthapuram 0.7

Figure 1.0
source census of India 2011
*All population in millions

Methodology

✖ THE APPROACH

The fourth edition of ASICS builds on the approach taken in the editions in 2013, 2014 and 2015. It is an objective benchmarking of 21 cities on 83 questions, covering 112 parameters, and takes a systematic, data-driven approach towards urban governance.

ASICS does not focus on the dysfunctional aspects of Indian cities that stare out at citizens–the potholed roads, lack of 24x7 water supply, unfettered proliferation of slum settlements or over-stretched public transport. It seeks to highlight the flawed legislations, policies, processes and practices that lie at the root of these issues.

ASICS devises a quantitative assessment that is reflected in individual scores. The score sheet that is comparable across cities is meant to provide administrators and policymakers with a diagnosis of systemic reforms needed in their respective areas. It also seeks to identify and acknowledge innovations in governance and best practices across cities, which could provide valuable peer learning.

The questionnaire is divided into four parts as follows:

Components of City-Systems framework	Number of Questions
Urban Planning & Design	33
Urban Capacities & Resources	20
Empowered & Legitimate Political Representation	11
Transparency, Accountability & Participation	19

✖ SELECTION OF CITIES

The fourth edition of ASICS employs the size (in terms of population) and the geographic distribution of cities as the main selection criteria. The coverage has been retained at 21 cities.

Thus, the scope of ASICS 2016 comprises five mega-cities (population of 5 million –10 million or more), 12 large cities (population of 1 million–5 million) and four medium cities (population of 0.5 million–1 million), as depicted in page number 37. The 21 ASICS cities constitute 21% of India's urban population.

London and New York have been retained as global benchmarks from the previous editions given that they are cities with functional democracies and are widely considered to be offering their citizens a high quality of life.

SELECTION OF CATEGORIES AND QUESTIONS

The questions have been categorised into four parts, drawing from the City-Systems framework of Janaagraha: Urban Planning & Design, Urban Capacities & Resources; Empowered & Legitimate Political Representation; and Transparency, Accountability & Participation.

The questions used to evaluate cities were drawn from Janaagraha's experience of over a decade in urban governance reforms. We also used as a basis for framing questions some relevant laws, policies and administrative reports. These included the 74th CAA, Report of the 2nd ARC, Report of the 14th Finance Commission, the NUSPD guidelines and reform conditions from JNNURM. A clear rationale was adopted to ensure that the questions comprehensively represented polices, institutions, processes and aspects of implementation which, if fixed, could substantially transform the shape of our cities and ensure a better quality of life to citizens.

DATA COLLECTION

Data collection spanned a period of six months. The latest amendments in laws and policies have been factored in and we have taken care to ensure that the data collected in the early months was re-checked for its latest available form.

We continuously encountered a lack of transparency within governments while seeking information as basic as the budgets of ULBs, SDPs and audit reports. We also relied on phone calls to relevant government and ULB officials and on the opinions of experts such as former Chief Town Planner of the Town and Country Planning Organisation - Government of India - Prof. E F N Ribeiro. For a detailed break-up of sources, please refer to Data Sources on Page 41.

SCORING & WEIGHTAGE

All questions have been scored on a range of 0 to 10, with 10 being the highest that a city can score. Select questions have been divided into sub-questions and given graded scores to ensure that various facets are captured within a single parameter. For instance, ULBs have been assessed for preparing and implementing SDPs. The sub-questions effectively capture the essence of devolution by specifically evaluating cities on three levels of planning – Metropolitan SDPs, Municipal Plans and Ward SDPs. ASICS presents an overall score only to provide a more holistic representation of the data.

Uniform weightage has been assigned to individual questions. We believe each question probes a defining quality and is equally important for building a City-Systems framework. Each category within the City-Systems framework has also been weighted equally.

EXPLANATORY SCHEDULE

We have provided explanations for some of the questions listed below, as their evaluation deserved elucidation beyond the scoring method that is carried in the individual scorecards.

Urban Capacities & Resources

Q1. What is the percentage of own revenues to total expenditure for the ULB?

We have evaluated this question by computing the revenues generated by the ULB on its own, as a percentage of the ULB's total expenditure, from the 2016-17 budget actuals of ULBs. In case of Raipur, revised budget estimate of 2012-13 is used due to paucity of data. Similarly for Ludhiana and Kolkata 2013-14 budget actuals are used. Also, for Thiruvananthapuram 2014-15 revised budget estimates are used. This percentage was subsequently converted into a score on 10.

Q2. Does the ULB have adequate staff commensurate with the population?

We considered the total number of ULB employees, which included permanent staff as well as contractual workers, wherever available. We subsequently computed the ratio of employees per lakh population and the figure for individual cities was benchmarked against Delhi, which had the highest number of staff.

Q3. Have five SFCs been constituted by the state government?

We derived the periodicity for the setting up of SFCs from the 74th CAA. Accordingly, states are required to have constituted five SFCs in the period between 1994 and 2016. We have scored cities as 10 for constituting all five SFCs, 7.0 if they constituted four, 5.0 if they constituted three, 3.0 if they constituted two, and 1.0 if they constituted one. We factored in the requirement for newly-formed states such as Chhattisgarh, Jharkhand and Uttarakhand to have only four SFCs, scoring 10 if four SFCs are constituted,7.0 for three SFCs and 5.0 for two SFCs.

Empowered & Legitimate Political Representation

Q1. Is the ULB responsible for providing 10 specific and critical functions and the services?

We checked whether 10 critical civic functions have been devolved from State list to the ULB. Seven of these parameters (urban planning, planning for economic and social development, roads and bridges, water supply, fire and emergency services, promotion of cultural, educational and aesthetic aspects, and urban environment management & heritage) were selected from XIIth Schedule functions and the other three (school education, public health including community health centres / area hospitals, traffic management and civic policing activities) from recommendations of the 2nd Administrative Reforms Commission. Each function was scored on 1.0.

Transparency, Accountability & Participation

Q1. Does the ULB have single-window civic service centres?

We evaluated civic centres on whether they provide services such as issue of birth/death certificates, payment of bills, payment of property tax, and complaint redressal, and whether they meet the criteria of population coverage of one civic service centre per one lakh population.

ADDITIONAL POINTS

- We have used the term 'city' throughout the report and have considered the ULB and its population for this purpose.
- The scores for Delhi reflect the jurisdiction covered by North Delhi Municipal Corporation, South Delhi Municipal Corporation and East Delhi Municipal Corporation.
- Delhi has been given zero for Capex as the three Municipal Corporations do not have a capital expenditure/ receipts section in the respective budgets.
- In the UPD section, Bhubaneswar and Dehradun have population of less than one million and have been scored as NA. As per the 74th CAA, UAs/ULBs with more than one million population are required to have Metropolitan Authority demarcated and SDPs to be prepared for the same.

Data Sources

Municipal Corporation Budgets 2016-2017, 2015-2016 (Kolkata and Thiru-vananthapuram), 2013-2014 (Raipur)	

Municipal Corporation Acts	City
Bombay Provincial Municipal Corporation Act, 1949	Ahmedabad, Surat, Pune
Karnataka Municipal Corporations Act, 1976	Bengaluru
Madhya Pradesh Municipal Corporation Act, 1956	Bhopal
Orissa Municipal Corporation Act, 2003	Bhubaneswar
Punjab Municipal Corporation Act, 1976	Chandigarh, Ludhiana
The Chennai City Municipal Corporation Act, 1919	Chennai
Uttarakhand Municipal Corporation Act, 1959	Dehradun
Delhi Municipal Corporation Act, 1957	Delhi
Greater Hyderabad Municipal Corporation Act, 1955	Hyderabad
Rajasthan Municipality Act, 2009	Jaipur
Uttar Pradesh Municipal Corporation Act, 1959	Kanpur, Lucknow
Kolkata Municipal Corporation Act, 1980	Kolkata
Mumbai Municipal Corporation Act, 1888	Mumbai
Bihar Municipal Act 2007	Patna
Chhattisgarh Municipal Corporation Act, 1956	Raipur
Jharkhand Municipal Act, 2011	Ranchi
Kerala Municipality Act, 1994	Thiruvananthapuram

Websites of Municipal Corporations	City
http://ahmedabadcity.gov.in/portal/index.jsp	Ahmedabad
http://bbmp.gov.in/	Bengaluru
http://www.bhopalmunicipal.com/	Bhopal
http://bmc.gov.in/	Bhubaneswar
http://mcchandigarh.gov.in/	Chandigarh
http://www.chennaicorporation.gov.in/	Chennai
http://nagarnigamdehradun.com/	Dehradun
http://mcdonline.gov.in/	Delhi
http://www.ghmc.gov.in/	Hyderabad
http://jaipurmc.org/Jp_HomePagemain.aspx	Jaipur
http://kmc.up.nic.in/	Kanpur
https://www.kmcgov.in/KMCPortal/jsp/KMCPortalHome1.jsp	Kolkata
http://lmc.up.nic.in/	Lucknow
http://main.mcludhiana.gov.in/	Ludhiana
http://www.mcgm.gov.in/	Mumbai
http://www.patnanagarnigam.in/	Patna
http://www.punecorporation.org/	Pune
http://nagarnigamraipur.nic.in/	Raipur
http://www.ranchimunicipal.com/	Ranchi
https://www.suratmunicipal.gov.in/	Surat
http://www.corporationoftrivandrum.in/	Thiruvananthapuram

Town and Country Planning Acts	City
Gujarat Town Planning and Urban Development Act, 1976	Ahmedabad, Surat
Karnataka Town and Country Planning Act, 1961	Bengaluru
Madhya Pradesh Town and Country Planning Act, 1975	Bhopal
Orissa Town Planning and Improvements Trust Act, 1956	Bhubaneswar
The Capital of Punjab (Development and Regulation) Act, 1952	Chandigarh
Tamil Nadu Town and Country Planning Act, 1971	Chennai
Uttarakhand Urban Planning and Development Act, 1973	Dehradun
Delhi Development Act 1957/Delhi (NCR) Planning Board Act, 1985	Delhi
Andhra Pradesh Town Planning Act, 1920	Hyderabad
Andhra Pradesh Urban Areas Development Act, 1975	Hyderabad
Hyderabad Metropolitan Development Act, 2008	Hyderabad
Jaipur Development Authority Act,1982	Jaipur
Uttar Pradesh Urban Planning and Development Act, 1973	Kanpur, Lucknow
West Bengal Town and Country (Planning and Development) Act,	Kolkata
Punjab Regional and Town Planning and Development Act, 1995	Ludhiana
Maharashtra Regional and Town Planning Act, 1966	Mumbai, Pune
Bihar Urban Regional Planning and Development Act, 2012	Patna
Jharkhand Town Planning and Improvement Trust Act, 1954	Ranchi
Chhattisgarh Nagar Tatha Gram Nivesh Niyam, 1973	Raipur
Kerala Town and Country Planning Act 2016	Thiruvananthapuram

Government Reports, Other Acts & Rules
National Urban Spatial Planning & Development Guidelines – 2013
Report on Indian Urban Infrastructure and Services- March 2011 by the High Powered Expert Committee (HPEC) for Estimating the Investment Requirements for Urban Infrastructure Services
Report of the Fourteenth Finance Commission
Second Administrative Reforms Commission Report – 'Sixth Report on Local Governance' an inspiring journey into the future'
Audit Reports of the CAG of India
State Advertisement Tax Acts
State Civil Service Rules
State Election Acts/Rules
State Entertainment Tax Acts
State Lokayukta Acts
State Profession Tax Acts
State Public Services Guarantee Acts
State FRBM Acts

Metropolitan/Municipal Master Plans	City
AUDA (Ahmedabad Urban Development Authority) Master Plan 2021	Ahmedabad
BDA (Bengaluru Development Authority) Master Plan 2015 BMRDA (Bengaluru Metropolitan Regional Development Authority) Master Plan 2031	Bengaluru
Bhopal Development Authority Master Plan 2005	Bhopal
Bhubaneswar Comprehensive Development Plan 2030	Bhubaneswar
Chandigarh Master Plan 2031	Chandigarh
CMDA (Chennai Metropolitan Development Authority) Master Plan 2026	Chennai
Dehradun Development Authority Master Plan 2021	Dehradun
Delhi Development Authority Master Plan 2021	Delhi
Hyderabad Metropolitan Development Authority Master Plan 2031	Hyderabad
Jaipur Development Authority Master Plan 2025	Jaipur
Kanpur Development Authority Master Plan 2021	Kanpur
Kolkata Metropolitan Development Authority Master Plan 2025	Kolkata
Lucknow Development Authority Master Plan 2021	Lucknow
Ludhiana Master Plan 2021	Ludhiana
Mumbai Metropolitan Region Development Authority Master Plan 2011	Mumbai
Patna Master Plan 2021	Patna
Pune Development Plan 2027	Pune
Raipur Master Plan 2021	Raipur
Ranchi Master Plan 2037	Ranchi
Surat Urban Development Authority Development Plan 2004	Surat
Trivandrum Master Plan 2031	Thiruvananthapuram

URBAN PLANNING & DESIGN

Serial No.	Questions	Ahmedabad	Bengaluru	Bhopal	Bhubaneswar	Chandigarh		Chennai	Dehradun	Delhi	Hyderabad	Jaipur	Kanpur	Kolkata	Lucknow	Ludhiana	Mumbai	Patna	Pune	Raipur	Ranchi	Surat	Thiruvananthapuram	London	New York
	Does your city have a decentralised system of Spatial Development Planning?																								
1	Is there a provision for a State Spatial Planning Board, which is mandated with planning policies and reforms for the state, and is the final approving authority for Regional and Municipal SDPs?	0.0	10.0	10.0	10.0	NA		10.0	10.0	10.0	10.0	0.0	10.0	10.0	10.0	10.0	0.0	10.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
2	Does the Act require 3 levels of SDPs (Master Plans) for Metropolitan cities: Regional, Municipal and Ward(s) /Local?																								
i	Is there a Metropolitan Region SDP?	3.3	3.3	3.3	NA	NA		3.3	NA	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3
ii	Is there a Municipal SDP?	3.3	3.3	3.3	3.3	NA		3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	NA	NA
iii	Is there a Ward(s) /Local Area/ Neighbourhood SDP?	0.0	0.0	0.0	3.3	NA		0.0	0.0	3.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.3	3.3
3	Are there three levels of currently notified SDPs?																								
i	Is there a Metropolitan Region SDP?	3.3	3.3	0.0	NA	0.0		3.3	NA	3.3	3.3	3.3	3.3	3.3	0.0	0.0	3.3	0.0	0.0	0.0	0.0	3.3	0.0	3.3	3.3
ii	Is there a Municipal SDP?	3.3	3.3	3.3	3.3	3.3		3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	NA	NA
iii	Is there a Ward(s) /Local Area/ Neighbourhood SDP?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	3.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.3	3.3
4	Does the Act define clearly the Objectives and Contents of each level of SDP?	10.0	10.0	10.0	10.0	NA		10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0
5	Are planning boundaries for Metropolitan SDP, Municipal SDP and Ward(s) SDP clearly defined in accordance with political, planning, and administrative structures?	0.0	10.0	10.0	10.0	10.0		0.0	10.0	10.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
6	Are all SDPs in a concurrent or nested timeline of validity?																								
i	Is the Metropolitan SDP in a concurrent or nested timeline of validity with Municipal SDP?	5.0	0.0	0.0	NA	0.0		5.0	NA	5.0	5.0	5.0	5.0	5.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.0	0.0	NA	NA
ii	Is the Municipal SDP in a concurrent or nested timeline of validity with Ward SDP?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	NA	NA
7	Is there a clear decentralised procedure for the approval of each level of plans?																								
i	Is the Metropolitan SDP approved by the State Government?	3.3	3.3	0.0	NA	NA		3.3	NA	3.3	3.3	3.3	3.3	3.3	0.0	0.0	3.3	0.0	0.0	0.0	0.0	3.3	0.0	3.3	3.3
ii	Is the Municipal SDP approved by the MPC (State government for small/medium cities)?	0.0	0.0	0.0	3.3	NA		0.0	3.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.3	NA	NA
iii	Is the Ward SDP approved by the ULB?	0.0	0.0	0.0	0.0	NA		0.0	0.0	3.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.3	3.3
8	Is there a provision for the establishment of Planning Authorities for notified new towns or special developments?	10.0	10.0	10.0	10.0	NA		10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	NA	NA
9	Is there a clear provision for a competent technical cell to enable preparation of the SDP for each level?	3.3	0.0	0.0	3.3	NA		3.3	0.0	3.3	0.0	0.0	0.0	3.3	0.0	3.3	3.3	3.3	3.3	0.0	0.0	3.3	6.7	6.7	6.7
10	Is there an institutional structure which defines authorities for development approvals, zoning and building regulations enforcement, and restrictions for conservation, in accordance with the notified SDP?	0.0	0.0	0.0	0.0	NA		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
11	Do the SDPs reflect a stated articulation of future vision and development priorities?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
12	Do the SDPs at each level-integrate the plans and priorities of various sectoral public departments and agencies?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
13	Is there a common digital based SDP Map shared among Planning Authorities, and data updated through GIS with fixed periodicity by the relevant sectoral agencies (transport, network infrastructure, land use changes)?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
14	Are the current SDPs also approved by the appropriate Planning Authorities as per the constitutional requirements of decentralisation?																								
i	Is the Metropolitan SDP also approved by MPC/Metropolitan Planning Authority?	3.3	3.3	0.0	NA	0.0		0.0	NA	3.3	3.3	3.3	3.3	3.3	0.0	0.0	3.3	0.0	0.0	0.0	0.0	3.3	0.0	3.3	3.3
ii	Is the Municipal SDP also approved by the ULB?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	NA	NA
iii	Is the Ward SDP also approved by the ULB?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	3.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.3	3.3
15	Are there clear provisions in the Act for modifications to notified SDPs?	10.0	10.0	10.0	10.0	NA		10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0
16	Does the Act facilitate easy approval of development projects that conform to the regulations, as per the notified SDP?	10.0	10.0	10.0	10.0	NA		10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0
	Average Score	4.3	5.0	4.4	5.2	1.9		4.7	4.7	6.4	4.7	4.1	4.7	4.9	4.4	4.0	4.0	4.0	3.3	3.1	3.1	4.3	4.4	9.8	9.8

⊠ URBAN PLANNING & DESIGN

Can your city implement SDPs successfully?

Serial No.	Questions	Ahmedabad	Bengaluru	Bhopal	Bhubaneswar	Chandigarh		Chennai	Dehradun	Delhi	Hyderabad	Jaipur	Kanpur	Kolkata	Lucknow	Ludhiana	Mumbai	Patna	Pune	Raipur	Ranchi	Serial No.	Surat	Thiruvananthapuram	London	New York
17	Is there adequate town planning competence available to Planning Authorities to anchor the formulation of a high quality SDP?	0.0	0.0	0.0	0.0	0.0		10.0	0.0	10.0	10.0	0.0	0.0	10.0	0.0	0.0	10.0	0.0	0.0	0.0	0.0	17	0.0	0.0	10.0	10.0
18	Are there progressive recommendations prescribed in the SDP to protect historic and cultural assets in the general public realm?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	10.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	18	0.0	0.0	10.0	10.0
19	Are there prescribed urban design standards to guide the execution of urban projects?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	19	0.0	0.0	10.0	10.0
20	Is there adequate institutional capacity to enforce the provisions of the act?	0.0	0.0	0.0	0.0	NA		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	20	0.0	0.0	10.0	10.0
21	Are there enabling policies on land titling?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	10.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	21	0.0	0.0	10.0	10.0
22	Are there enabling policies on maximising land utilisation for development and financing?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	22	0.0	0.0	10.0	10.0
23	Does your city have a single-window clearance process in place for development projects that are in conformity with SDPs?	0.0	0.0	0.0	10.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	23	0.0	0.0	0.0	10.0
24	Is there a framework to evaluate the success of the SDP on the economy and infrastructure?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	24	0.0	0.0	10.0	10.0
25	Is there a framework to evaluate the success of the SDP on environment and heritage conservation?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	25	0.0	0.0	10.0	10.0
26	Is there a framework to evaluate the success of the SDP on social development?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	26	0.0	0.0	10.0	10.0
27	Is there a framework to evaluate the success of the SDP on the quality of life in residential neighbourhoods?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	27	0.0	0.0	10.0	10.0
	Average Score	0.0	0.0	0.0	0.9	0.0		0.9	0.0	0.9	0.9	1.8	0.0	0.9	0.0	0.0	0.9	0.0	0.0	0.0	0.0		0.0	0.0	9.1	10.0

Does you city have effective mechanisms to deter plan violations?

Serial No.	Questions	Ahmedabad	Bengaluru	Bhopal	Bhubaneswar	Chandigarh		Chennai	Dehradun	Delhi	Hyderabad	Jaipur	Kanpur	Kolkata	Lucknow	Ludhiana	Mumbai	Patna	Pune	Raipur	Ranchi	Serial No.	Surat	Thiruvananthapuram	London	New York
28	Is there a decentralised system for enforcement of SDP regulations?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	28	0.0	0.0	10.0	10.0
29	Are there adequate provisions to create a high deterrent for plan and building violations?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	29	0.0	0.0	10.0	10.0
30	Is there an effective system to monitor and prevent violations?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	30	0.0	0.0	10.0	10.0
31	Are effective mechanisms put in place to undertake punitive/corrective action for plan violations?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	31	0.0	0.0	10.0	10.0
	Average Score	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0		0.0	0.0	10.0	10.0

Does your city encourage participatory planning?

Serial No.	Questions	Ahmedabad	Bengaluru	Bhopal	Bhubaneswar	Chandigarh		Chennai	Dehradun	Delhi	Hyderabad	Jaipur	Kanpur	Kolkata	Lucknow	Ludhiana	Mumbai	Patna	Pune	Raipur	Ranchi	Serial No.	Surat	Thiruvananthapuram	London	New York
32	Does the Planning Act require the Planning Authority to adhere to public scrutiny, objections, and responses to SDPs?																									
i	At the Metropolitan Level, is there adequate participation of regional development authorities/ sectoral agencies in planning?	3.3	3.3	3.3	3.3	NA		3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3		3.3	3.3	3.3	3.3
ii	At the Municipal Level, is there adequate participation of Municipal bodies and elected representatives in planning?	3.3	3.3	3.3	3.3	NA		3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3		3.3	3.3	3.3	3.3
iii	At the Ward level, is there adequate participation of citizens and local Municipal Councillors in planning?	3.3	3.3	3.3	3.3	NA		3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3		3.3	3.3	3.3	3.3
33	Is there a public process of dissemination of the SDP and participation held through formal platforms of Area Sabhas or equivalent structures and processes?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0		0.0	0.0	10.0	10.0
	Average Score	5.0	5.0	5.0	5.0	0.0		5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0		5.0	5.0	10.0	10.0

URBAN CAPACITIES & RESOURCES

Serial No.	Questions	Ahmedabad	Bengaluru	Bhopal	Bhubaneswar	Chandigarh		Chennai	Dehradun	Delhi	Hyderabad	Jaipur	Kanpur	Kolkata	Lucknow	Ludhiana	Mumbai	Patna	Pune	Raipur	Ranchi	Surat	Thiruvanan-thapuram	London	New York
	Does your city invest adequate funds in public infrastructure and services?																								
1	Is the ULB empowered to set and collect the following taxes?																								
i	Property tax	2.5	2.5	2.5	2.5	2.5		2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	NA	NA
ii	Entertainment tax	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	2.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.5	NA	NA
iii	Profession tax	2.5	0.0	0.0	0.0	2.5		2.5	2.5	2.5	0.0	2.5	2.5	0.0	2.5	2.5	0.0	2.5	0.0	0.0	2.5	2.5	2.5	NA	NA
iv	Advertisement tax	0.0	2.5	0.0	2.5	2.5		2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	0.0	2.5	0.0	2.5	NA	NA
2	What is the percentage of Own Revenues to Total Expenditure for the ULB?	4.1	4.7	2.7	3.9	2.9		2.8	2.8	6.7	7.7	2.5	2.2	4.0	1.8	3.2	6.6	1.7	6.0	3.3	2.4	2.8	2.4	4.6	6.8
3	Is the ULB authorised to raise borrowings without State Government/ Central Government approval?	0.0	0.0	0.0	10.0	0.0		0.0	0.0	0.0	0.0	10.0	0.0	0.0	0.0	0.0	10.0	0.0	0.0	10.0	0.0	0.0	10.0	10.0	10.0
4	Is the ULB authorised to make investments or otherwise apply surplus funds without specific States/ Central Government approval?	10.0	0.0	0.0	0.0	0.0		0.0	0.0	10.0	10.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0	10.0	0.0	10.0	10.0	10.0	10.0	10.0
5	What is the Per Capita Capital Expenditure of the ULB?	4.2	2.6	1.6	0.3	2.0		4.7	0.3	0.0	2.3	0.5	1.0	1.8	2.5	0.7	10.0	0.5	4.6	1.7	1.0	4.4	9.4	10.0	10.0
6	Is the budget of the ULB realistic?	10.0	0.0	0.0	0.0	0.0		10.0	0.0	0.0	0.0	0.0	0.0	10.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	0.0	10.0	10.0
7	Is the ULB required by law to have a long-term and/or medium-term fiscal plan?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
8	How does the city rate on adherence to budget timelines?	10.0	0.0	0.0	0.0	0.0		0.0	0.0	10.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	0.0	10.0	0.0	0.0	10.0	0.0	10.0	10.0
9	Are the annual accounts of the ULB mandated to be audited by an independent/external agency?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
10	Are the audited annual financial statements/audited annual accounts of the ULB available in the public domain?	0.0	0.0	0.0	10.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	10.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	0.0	0.0	10.0	10.0
11	Have five State Finance Commissions (SFCs) been constituted by the state government?	5.0	7.0	7.0	7.0	10.0		10.0	10.0	10.0	7.0	10.0	10.0	7.0	10.0	10.0	7.0	10.0	7.0	7.0	5.0	5.0	10.0	NA	NA
	Average	4.4	1.8	1.3	3.3	2.0		3.2	1.9	4.0	3.1	2.8	2.8	2.5	2.0	1.9	4.4	3.6	3.9	1.3	4.2	4.3	3.8	9.4	9.6

URBAN CAPACITIES & RESOURCES

Serial No.	Questions	Ahmedabad	Bengaluru	Bhopal	Bhubaneswar	Chandigarh		Chennai	Dehradun	Delhi	Hyderabad	Jaipur	Kanpur	Kolkata	Lucknow	Ludhiana	Mumbai	Patna	Pune	Raipur	Ranchi	Surat	Thiruvananthapuram	London	New York
	Does your city have adequate number of skilled human resources?																								
12	Does the ULB have the following powers with respect to its employees?																								
i	Appointment	1.7	1.7	1.7	1.7	0.0		0.0	1.7	3.3	0.0	0.0	1.7	1.7	1.7	0.0	1.7	3.3	1.7	1.7	0.0	1.7	1.7	3.3	3.3
ii	Disciplinary Action	3.3	0.0	3.3	0.0	0.0		0.0	3.3	3.3	0.0	0.0	3.3	3.3	3.3	0.0	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3
iii	Termination	3.3	0.0	3.3	0.0	0.0		0.0	3.3	3.3	0.0	0.0	3.3	3.3	3.3	0.0	3.3	3.3	3.3	3.3	3.3	3.3	0.0	3.3	3.3
13	Does the ULB have adequate staff, commensurate with its population?	4.7	2.5	1.6	2.4	3.8		3.5	1.8	10.0	3.0	2.0	1.6	6.4	1.5	3.6	7.4	1.7	4.1	1.9	0.7	3.2	2.2	10.0	10.0
14	Is the staffing data of the ULB available in the public domain?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
15	Does the ULB have access to a municipal cadre for its staffing?	0.0	10.0	10.0	10.0	0.0		10.0	0.0	0.0	10.0	0.0	0.0	10.0	0.0	0.0	10.0	10.0	10.0	0.0	10.0	0.0	0.0	10.0	10.0
16	Does the Commissioner have adequate experience in urban related departments?	5.5	0.0	0.0	3.0	0.0		3.9	0.0	2.7	7.3	0.0	0.0	3.4	0.0	2.8	10.0	0.0	4.1	0.0	0.0	2.4	0.0	NA	NA
17	What is the average tenure of the Commissioner?	5.0	0.0	0.0	5.0	0.0		0.0	0.0	8.0	5.0	0.0	5.0	8.0	0.0	0.0	5.0	0.0	5.0	0.0	0.0	5.0	0.0	NA	NA
	Average	3.9	2.4	3.3	3.7	0.6		2.9	1.7	5.1	4.2	0.3	2.5	6.0	1.6	1.1	6.8	3.6	5.3	1.7	2.9	3.2	1.2	10.0	10.0
	Does your city make optimum use of Information Technology?																								
18	Has the ULB put in place a Digital Governance Roadmap?	0.0	0.0	0.0	0.0	10.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
19	Does the ULB website incorporate the following:																								
i	Citizen participation	1.7	1.7	1.7	1.7	1.7		1.7	1.7	1.7	1.7	1.7	1.7	1.7	1.7	1.7	1.7	1.7	1.7	0.0	1.7	1.7	0.0	3.3	3.3
ii	Basic service delivery	3.3	3.3	3.3	3.3	0.0		3.3	0.0	3.3	3.3	3.3	3.3	3.3	0.0	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3	3.3
iii	Schemes and services	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.3	0.0	0.0	0.0	0.0	3.3	3.3
20	Does the ULB have an e-procurement system (including vendor registration)?	0.0	10.0	10.0	0.0	10.0		10.0	0.0	10.0	0.0	0.0	0.0	0.0	10.0	0.0	10.0	0.0	10.0	0.0	0.0	10.0	0.0	10.0	10.0
	Average	1.7	5.0	5.0	1.7	7.2		5.0	0.6	5.0	1.7	1.7	1.7	1.7	3.9	1.7	5.0	1.7	6.1	1.1	1.7	5.0	1.1	10.0	10.0

EMPOWERED & LEGITIMATE POLITICAL REPRESENTATION

Serial No.	Questions	Ahmedabad	Bengaluru	Bhopal	Bhubaneswar	Chandigarh		Chennai	Dehradun	Delhi	Hyderabad	Jaipur	Kanpur	Kolkata	Lucknow	Ludhiana	Mumbai	Patna	Pune	Raipur	Ranchi	Surat	Thiruvananthapuram	London	New York
	Do your city leaders have adequate power?																								
1	Does your city have sufficient number of Councillors commensurate with population?	2.6	1.7	2.9	5.9	2.0		3.2	8.0	1.9	1.7	2.2	3.0	2.3	2.9	3.4	1.4	3.2	3.6	5.2	3.8	1.9	10.0	NA	NA
2	Does the Mayor of the ULB have a five year term?	0.0	0.0	10.0	10.0	0.0		10.0	10.0	0.0	10.0	10.0	10.0	10.0	10.0	10.0	0.0	10.0	0.0	10.0	10.0	0.0	10.0	10.0	10.0
3	Is the Mayor directly elected?	0.0	0.0	10.0	0.0	0.0		0.0	10.0	0.0	0.0	0.0	10.0	0.0	10.0	0.0	0.0	0.0	0.0	10.0	10.0	0.0	0.0	10.0	10.0
4	Does the Mayor have the authority to appoint the Municipal Commissioner/Chief Executive of the ULB?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
5	Has the MPC been constituted with the Mayor as an ex-officio member?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	10.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
6	Is the ULB responsible for providing ten specific and critical functions and services?	5.0	3.0	3.0	1.0	3.0		3.0	1.0	3.0	1.0	2.0	2.0	5.0	2.0	3.0	6.0	4.0	6.0	3.0	3.0	5.0	2.0	10.0	10.0
	Average	1.3	0.8	4.3	2.8	0.8		2.7	4.8	0.8	2.1	2.4	4.2	4.6	4.2	2.7	1.2	2.9	1.6	4.7	4.5	1.1	3.7	10.0	10.0
	Is your city truly democratic?																								
7	Has the State Election Commission (SEC) been constituted?	10.0	10.0	10.0	10.0	10.0		10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0
8	Is the SEC empowered to decide on matters of electoral delimitation of the Council?	10.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	10.0	0.0	0.0	10.0	0.0	10.0	0.0	0.0	10.0	10.0	10.0	10.0
9	Have elections to the ULB been conducted every five years?	10.0	0.0	10.0	10.0	10.0		10.0	10.0	10.0	0.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0
10	Did the city witness a high voter turnout in the last election?																								
i	Council	1.3	1.3	2.5	1.3	3.8		1.3	2.5	2.5	1.3	2.5	1.3	3.8	1.3	3.8	1.3	1.3	2.5	2.5	0.0	1.3	3.8	NA	NA
ii	Legislative Assembly	5.0	2.5	3.8	1.3	NA		5.0	3.8	3.8	2.5	3.8	2.5	5.0	2.5	5.0	2.5	2.5	3.8	3.8	3.8	3.8	5.0	NA	NA
11	Are locally-elected officials required to publicly disclose their income and assets (and those of their immediate family) prior to taking office? (UGI)	0.0	10.0	0.0	0.0	0.0		10.0	0.0	10.0	10.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0	10.0	10.0	10.0	0.0	10.0	10.0	10.0
	Average	7.3	4.8	5.3	4.5	5.5		7.3	5.3	7.3	4.8	5.3	4.8	7.8	4.8	5.8	8.8	6.8	9.3	7.3	6.8	7.0	9.8	10.0	10.0

⊗ TRANSPARENCY, ACCOUNTABILITY & PARTICIPATION

| Serial No.	Questions	Ahmedabad	Bengaluru	Bhopal	Bhubaneswar	Chandigarh		Chennai	Dehradun	Delhi	Hyderabad	Jaipur	Kanpur	Kolkata	Lucknow	Ludhiana	Mumbai	Patna	Pune	Raipur	Ranchi	Surat	Thiruvananthapuram	London	New York
	Does your city put out adequate information and facilitate citizen participation?																								
1	Has the State Government enacted the Public Disclosure Law (PDL)?	0.0	10.0	10.0	10.0	0.0		10.0	0.0	0.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	0.0	10.0	10.0	10.0
2	Have Rules implementing the PDL been notified?	0.0	10.0	10.0	0.0	0.0		10.0	0.0	0.0	10.0	0.0	10.0	0.0	10.0	10.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	NA	NA
3	Is the State PDL compliant with the Model PDL with respect to:																								
i	Audited financial statement on quarterly basis	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	2.0	0.0	2.0	0.0	2.0	0.0	2.0	2.0	2.0	0.0	2.0	0.0	0.0	0.0	2.0
ii	Audited financial statement on annual basis	0.0	0.0	2.0	2.0	0.0		2.0	0.0	0.0	2.0	0.0	0.0	0.0	0.0	2.0	2.0	2.0	2.0	0.0	2.0	0.0	0.0	2.0	2.0
iii	Service level benchmarks	0.0	2.0	2.0	0.0	0.0		2.0	0.0	0.0	2.0	0.0	0.0	0.0	0.0	2.0	2.0	2.0	2.0	0.0	2.0	0.0	2.0	2.0	2.0
iv	Particulars of major works	2.0	0.0	2.0	2.0	0.0		2.0	0.0	0.0	2.0	0.0	2.0	0.0	2.0	2.0	2.0	2.0	2.0	0.0	2.0	2.0	2.0	0.0	2.0
v	Details of plans, income and budget	0.0	0.0	2.0	2.0	0.0		0.0	0.0	0.0	2.0	0.0	2.0	0.0	2.0	2.0	2.0	2.0	2.0	0.0	2.0	0.0	2.0	2.0	2.0
4	Has the ULB adopted open data standards and principles in respect of:																								
i	Annual report of works done last year	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.0	2.0
ii	Financial information (budgets) of the corporation and of respective wards	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.0	2.0
iii	Raw and synthesized data on civic works	0.0	2.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.0	2.0
iv	Information under Right To Information, Section 4(1) b on minutes of council meetings, rules, regulations and documents of the ULB and its decision-making processes	0.0	2.0	0.0	2.0	0.0		2.0	0.0	0.0	0.0	0.0	2.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.0	0.0	2.0	2.0
v	Quarterly audited financial reports	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.0	2.0
5	Has the State Government enacted the Community Participation Law (CPL)?	0.0	10.0	10.0	0.0	10.0		10.0	10.0	0.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	0.0	10.0	NA	NA
6	Have Rules implementing the CPL been notified?	0.0	10.0	10.0	0.0	0.0		0.0	10.0	0.0	10.0	0.0	10.0	10.0	10.0	0.0	0.0	10.0	0.0	10.0	0.0	0.0	10.0	NA	NA
7	Have Ward Committees been constituted for all wards of the ULB?	10.0	10.0	10.0	10.0	10.0		10.0	10.0	10.0	10.0	0.0	10.0	10.0	10.0	10.0	10.0	10.0	0.0	10.0	10.0	0.0	10.0	10.0	10.0
8	Have Area Sabhas been constituted in all wards of the ULB?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	10.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	NA	NA
9	Does the ULB harness the spirit of volunteering among its citizens and provide such opportunities for them?	10.0	10.0	0.0	10.0	0.0		10.0	0.0	10.0	0.0	10.0	0.0	10.0	0.0	10.0	10.0	0.0	10.0	0.0	10.0	0.0	10.0	10.0	10.0
10	Does the ULB have a participatory budgeting process in place?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0
11	Is the ULB required by its Municipal Act to carry out an internal audit within a predetermined frequency, at least annual?	10.0	10.0	10.0	10.0	10.0		0.0	10.0	10.0	10.0	0.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0
12	Are the internal audits of the ULB available in the public domain?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
	Average	2.7	6.3	5.7	4.0	2.5		4.8	3.3	1.7	7.5	1.7	5.7	5.0	5.5	5.7	5.0	4.2	5.8	4.2	3.3	2.8	5.5	8.3	10.0

TRANSPARENCY, ACCOUNTABILITY & PARTICIPATION

Serial No.	Questions	Ahmedabad	Bengaluru	Bhopal	Bhubaneswar	Chandigarh		Chennai	Dehradun	Delhi	Hyderabad	Jaipur	Kanpur	Kolkata	Lucknow	Ludhiana	Mumbai	Patna	Pune	Raipur	Ranchi	Surat	Thiruvananthapuram	London	New York
	How well does your city address citizen complaints?																								
13	Has the state mandated guaranteed public service delivery to citizens?	10.0	10.0	10.0	10.0	0.0		0.0	10.0	10.0	0.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	10.0	NA	NA
14	*Does the city have a citizens' charter providing for:*																								
i	*Services provided by it*	2.5	2.5	2.5	2.5	2.5		2.5	2.5	2.5	2.5	0.0	2.5	2.5	2.5	0.0	2.5	2.5	2.5	2.5	0.0	2.5	2.5	NA	NA
ii	*Target levels of service*	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.5	0.0	0.0	0.0	0.0	NA	NA
iii	*Timelines for delivery of services*	2.5	2.5	2.5	2.5	2.5		0.0	2.5	0.0	2.5	0.0	2.5	2.5	2.5	0.0	0.0	0.0	2.5	2.5	0.0	2.5	2.5	NA	NA
iv	*Protocols for obtaining relief, where service levels are not met*	2.5	2.5	2.5	2.5	2.5		2.5	2.5	2.5	2.5	2.5	2.5	2.5	2.5	0.0	2.5	2.5	2.5	2.5	0.0	2.5	2.5	NA	NA
15	Does the ULB have single window civic service centres?	10.0	10.0	10.0	10.0	10.0		0.0	0.0	10.0	10.0	10.0	10.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	0.0	0.0	10.0	10.0	10.0
16	Does the ULB conduct citizen satisfaction surveys?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	10.0	0.0	0.0	0.0	0.0	0.0	10.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0
17	Does the ULB have an Ombudsman for service related issues?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0	10.0
18	Has the position of Ombudsman been filled?	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	10.0	10.0	10.0
19	*Is the Ombudsman authorized to:*																								
i	*Investigate corruption suo motu?*	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.0	0.0	5.0
ii	*Resolve inter-agency disputes?*	0.0	0.0	0.0	0.0	0.0		0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
	Average	3.9	3.9	3.9	3.9	2.5		0.7	2.5	3.6	3.9	3.2	3.9	2.5	2.5	1.4	2.1	2.1	3.9	4.3	1.4	2.5	7.5	8.0	9.0
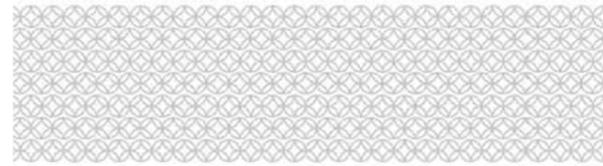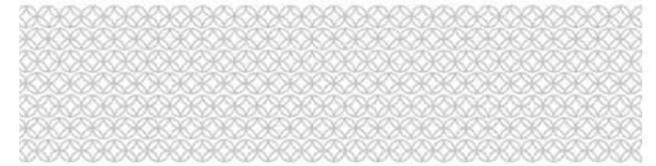
City	UPD	UCR	ELPR	TAP	AVERAGE SCORE	RANK	2015 RANK
Ahmedabad	2.4	3.8	4.0	3.1	3.3	14	16
Bengaluru	2.7	2.4	2.6	5.4	3.3	16	12
Bhopal	2.4	2.4	4.7	5.0	3.7	6	5
Bhubaneswar	3.1	3.2	3.6	4.0	3.5	10	18
Chandigarh	0.6	2.4	3.0	2.5	2.1	21	21
Chennai	2.9	3.4	4.8	3.3	3.6	8	8
Dehradun	2.6	1.6	5.0	3.0	3.1	18	17
Delhi	3.7	4.5	3.7	2.4	3.6	9	7
Hyderabad	2.9	3.2	3.3	6.2	3.9	5	6
Jaipur	2.9	1.9	3.7	2.2	2.7	20	20
Kanpur	2.6	2.5	4.4	5.0	3.6	7	9
Kolkata	3.0	3.4	6.0	4.1	4.1	3	3
Lucknow	2.4	2.2	4.4	4.4	3.4	12	10
Ludhiana	2.2	1.6	4.1	4.1	3.0	19	19
Mumbai	2.5	5.2	4.6	3.9	4.1	4	2
Patna	2.2	3.3	4.6	3.4	3.4	11	11
Pune	1.9	4.6	5.1	5.1	4.2	2	4
Raipur	1.8	1.4	5.9	4.2	3.3	15	13
Ranchi	1.8	3.4	5.5	2.6	3.3	13	14
Surat	2.4	4.1	3.8	2.7	3.2	17	15
Thiruvananthapuram	2.4	2.6	6.4	6.2	4.4	1	1
London	9.6	9.7	10.0	8.2	9.3	—	—
New York	9.9	9.8	10.0	9.6	9.8	—	—

Data Table 1: Details on budget expenditure heads and population by city

S. No	City	Population (Lakh)	Total Expenditure (Cr)	Expenditure Per-Capita	Capex Per-Capita	Proportion of Capex to Total Expenditure
1	Mumbai	124	33,168	26,657	8,886	33%
2	Delhi	110	6,939	6,288	NA	NA
3	Bengaluru	84	3,778	4,474	2,332	52%
4	Hyderabad	67	2,832	4,207	2,019	48%
5	Ahmedabad	56	4,185	7,503	3,733	50%
6	Chennai	46	4,158	8,948	4,165	47%
7	Kolkata	45	3,078	6,844	1,604	23%
8	Surat	45	3,300	7,386	3,908	53%
9	Pune	31	3,195	10,227	4,071	40%
10	Jaipur	30	559	1,834	414	23%
11	Lucknow	29	1,108	3,859	2,201	57%
12	Other 10 ASICS Cities	131	4,505	3,708	1,630	37%

*Budgets for the city of Raipur reflect expenditure in 2013 as later budgets were not available | Thiruvananthapuram's expenditure has been taken from 2014–15 Revised Budgetary estimates.

Data Table 2: Details on Town and Country Planning Acts by city

City	Act	Year of the Act
Ahmedabad	Gujarat Town Planning and Urban Development Act	1976
Bangalore	Karnataka Town and Country Planning Act	1961
Bhopal	Madhya Pradesh Town and Country Planning Act	1975
Bhubaneswar	Orissa Town Planning and Improvements Trust Act	1956
Chandigarh	The Capital of Punjab (Development and Regulation) Act	1952
Chennai	Tamil Nadu Town and Country Planning Act	1971
Dehradun	Uttarakhand Urban Planning and Development Act	1973
Delhi	Delhi Development Act	1957
Hyderabad	Andhra Pradesh Urban Areas Development Act	1975
Jaipur	Jaipur Development Authority Act	1982
Kanpur	Uttar Pradesh Urban Planning and Development Act	1973
Kolkata	West Bengal Town and Country (Planning and Development) Act	1979
Lucknow	Uttar Pradesh Urban Planning and Development Act	1973
Ludhiana	Punjab Regional and Town Planning and Development Act	1995
Mumbai	Maharashtra Regional and Town Planning Act	1966
Patna	Bihar Urban and Regional Planning and Development Act	2011
Pune	Maharashtra Regional and Town Planning Act	1976
Raipur	Chhattisgarh Nagar Tatha Gram Nivesh Niyam	1975
Ranchi	Jharkhand Town Planning and Improvement Trust Act	1954
Surat	Gujarat Town Planning and Urban Development Act	1976
Thiruvananthapuram	Kerala Town and Country Planning Act	2016

City	Years of experience of current Commissioner	Average no. of years a Commissioner holds the post – last 5 years
Mumbai	13.7	1.3
Hyderabad	7.3	1.3
Ahmedabad	5.5	1.3
Pune	4.1	1.3
Chennai	3.9	1.0
Kolkata	3.4	2.5
Bhubaneswar	3.0	1.7
Ludhiana	2.8	0.7
Delhi	2.7	3.6
Surat	2.4	1.3
Bhopal	1.8	1.0
Ranchi*	1.1	2.5
Kanpur	0.7	1.3
Jaipur	0.6	0.7
Raipur	0.6	0.6
Bengaluru	0.5	0.7
Patna*	0.5	1.0
Chandigarh	0.0	0.8
Thiruvananthapuram	0.0	0.8
Dehradun*	NA	1.0
Lucknow*	NA	1.7

*Figures on tenure of Commissioner are based on the least number of Commissioners in the last 5 years due to unavailability of complete data.

City	Own Revenue (Crore)	Total Expenditure (Crore)	Population (Lakh)	Proportion of Own Revenue to Total Expenditure(%)	Per Capita Expenditure of Cities (Rs.)
Ahmedabad	1,714	4,185	55.8	41%	7,503
Bengaluru	1,776	3,778	84.4	47%	4,474
Bhopal	255	943	18.0	27%	5,246
Bhubaneswar	63	160	8.4	39%	1,901
Chandigarh	148	517	9.6	29%	5,381
Chennai	1,148	4,158	46.5	28%	8,948
Dehradun	16	58	5.7	28%	1,015
Delhi	4,683	6,939	110.3	67%	6,289
Hyderabad	2,174	2,832	67.3	77%	4,207
Jaipur	139	559	30.5	25%	1,834
Kanpur	153	699	27.7	22%	2,526
Kolkata	1,225	3,078	45.0	40%	6,844
Lucknow	202	1,108	28.7	18%	3,859
Ludhiana	198	617	16.2	32%	3,814
Mumbai	21,789	33,168	124.4	66%	26,658
Patna	31	188	16.8	17%	1,114
Pune	1,916	3,195	31.2	60%	10,227
Raipur	101	304	10.1	33%	3,009
Ranchi	37	151	10.7	24%	1,403
Surat	921	3,300	44.7	28%	7,386
Thiruvananthapuram	211	868	7.4	24%	11,668
Johannesburg*	10,088	14,815	44.3	68%	33,407
New York City*	93,207	1,37,494	85.5	68%	1,61,336
London*	19,631	42,806	86.7	46%	49,352

*Calculated figures – using city budgets and Purchasing Power Parity (PPP) conversion rates.

Data Table 5: Details on election turnouts by cities

City	Municipal Election Turnout – Latest	Compared with State Assembly	Compared with Lok Sabha
Thiruvananthapuram	72%	−5%	5%
Kolkata	69%	−14%	1%
Ludhiana	63%	−8%	−8%
Chandigarh	60%	NA	−14%
Delhi	58%	−8%	−7%
Raipur	58%	−10%	−9%
Bhopal	57%	−7%	0%
Jaipur	56%	−13%	−10%
Dehradun	55%	−7%	−7%
Pune	53%	−8%	−1%
Bengaluru	49%	−4%	−6%
Chennai	48%	−26%	−14%
Lucknow	47%	−9%	−6%
Patna	47%	−5%	−5%
Ahmedabad	46%	−24%	−23%
Bhubaneswar	45%	2%	−13%
Hyderabad	45%	−8%	−8%
Mumbai	45%	−6%	−10%
Kanpur	41%	−13%	−11%
Surat	40%	−30%	−24%
Ranchi	38%	−27%	−26%

Data Table 6: Details on women's reservation in council and actual numbers by city

City	Women's quota in ULBs according to law	Actual No. of women	Total Councillor Seats	Actual % of women	% Difference compared with reservation
Ahmedabad	50%	97	192	50.5%	0.5%
Bengaluru	50%	100	198	50.5%	0.5%
Bhubaneswar	50%	37	67	55.2%	5.2%
Chandigarh	33%	12	35	34.3%	1.3%
Dehradun	33%	27	60	45.0%	12.0%
Delhi	50%	142	280	50.7%	0.7%
Hyderabad	50%	77	150	51.3%	1.3%
Jaipur	33%	33	91	36.3%	3.3%
Kanpur	33%	40	110	36.4%	3.4%
Kolkata	33%	67	144	46.5%	13.5%
Lucknow	33%	40	110	36.4%	3.4%
Ludhiana	33%	31	75	41.3%	8.3%
Mumbai	50%	119	227	52.4%	2.4%
Patna	50%	36	72	50.0%	0.0%
Surat	50%	58	116	50.0%	0.0%
Thiruvananthapuram	50%	54	100	54.0%	4.0%

Data Table 7: How states define ULBs......(1)

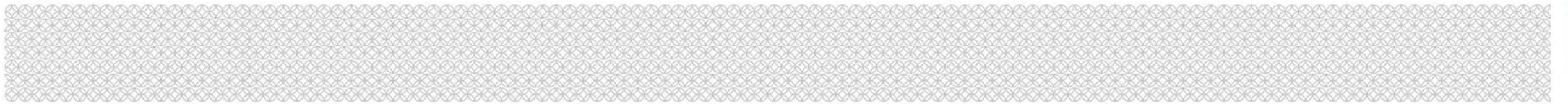| State	Municipal Corporation	Municipal Council	Nagar Panchayat
Andhra Pradesh	Municipal Corporation *Population above 3,00,000	Municipality *Population between 40,000 – 3,00,000 *Divided into grades based on annual ULB revenue (₹ crore) Selection Grade – Above 8.00 Special Grade – 6.00 – 8.00 First Grade – 4.00 – 6.00 Second Grade – 2.00 – 4.00 Third Grade – 1.00 – 2.00	Nagar Panchayat *Population between 20,000–40,000 *Classified as third grade municipalities irrespective of their income
Arunachal Pradesh	NA	Municipalities	NA
Assam	Municipal Corporation	Municipal Board	Town Committee
Bihar	Nagar Nigam *Population >2,00,000 *Employment in non agricultural activities 75% or more	Nagar Parishad *Population between 40,000 to 2,00,000 *Employment in non agricultural activities 75% or more Further classified based on population: Class A – 1,50,000 – 2,00,000 Class B – 1,00,000 – 1,50,000 Class C – 40,000 – 1,00,000	Nagar Panchayat *Population between 10,000 – 40,000 *Employment in non agricultural activities 75% or more
Chattisgarh	Nagar Nigam Larger urban area	Nagar Palika Smaller urban area	Nagar Parishad Transitional Area
Goa	Municipal Corporation *Large urban area	Municipal Council *Small Urban Areas classified as A,B,C based on population A Class – >50,000 B Class – 10,000–50,000 C Class – <10,000	NA
Gujarat	Municipal Corporation *Large urban area	Nagar Palika *Division based on population A Class – >1,00,000 B Class – 50,000 to 1,00,000 C Class – 25,000 to 50,000 D Class – 15,000 to 25,000	NA
Haryana	Municipal Corporation *Population above 3,00,000	Municipal Council *Population of 50,000 – 3,00,000	Municipal Committee *Poplulation upto 50,000
Himachal Pradesh	Municipal Corporation *Population >50,000 *Annual ULB revenue >Rs. 2,00,00,000	Municipal Council *Population >5,000 *Annual ULB revenue >Rs. 10,00,000	Nagar Panchayat *Population >2,000 *Annual ULB revenue >Rs. 5,00,000
Jammu and Kashmir	Municipal Corporation *Capital cities of Jammu and Srinagar	Municipal Council *Medium town	Municipal Committee Small town
Jharkhand	Municipal Corporation *Population above 1,50,000	Municipal Council *Population 40,000 – 1,50,000 *Class A – 1,00,000 –1,50,000 *Class B – 40,000 – 1,00,000	Nagar Panchayat *Population 12,000 – 40,000

Data Table 7: How states define ULBs......(2)

State	Municipal Corporation	Municipal Council		Nagar Panchayat
Karnataka	City Corporation * Specified as larger urban area *Area with population above 3,00,000 *Density of population 3,000 per sq. km. *At least Rs. 6,00,00,000 annual tax or non tax revenue or Rs. 200 per capita p.a. whichever is higher *At least 50% employment in non agricultural activities	City Municipal Council *Population between 50,000 to 3,00,000 *Density of population 1,500 per sq. km. *At least Rs. 9,00,000 annual tax or non tax revenue or Rs. 45 per capita p.a.; whichever is higher *At least 50% employment in non agricultural activities	Town Municipal Council *Population between 20,000 and 50,000	Town Panchayat *Population between 10,000 and 20,000 *Density of population 400 per sq. km. *At least rs. 9,00,000 annual tax or non tax revenue or Rs. 45 per capita p.a.; whichever is higher *At least 50% employment in non agricultural activities *If an area is a Taluka head quarter, then there is no objection even if the total population is less than 10,000
Kerala	Municipal Corporation *Municiplaities elevated to Corporations on basis of below factors: *Economic importance *Pace of urbanization *Income *Demand for progressive civic services	Municipality *3/4th of adult population must be engaged in non–agricultural profession *Population not less than 20,000 *Density of population not less than 4,000 per 2.59 sq. km. except in hilly areas		NA
Madhya Pradesh	Nagar Nigam Larger urban area	Nagar Palika Smaller urban area		Nagar Parishad Transitional Area
Maharashtra	Municipal Corporation *Population above 3,00,000 *Classified as A,B,C,D based on: i)population ii)per capita income iii)per capita area	Municipal Council *Small Urban Areas classified as A,B,C based on population A – > 1,00,000 B – 40,000 – 1,00,000 C – up to 40,000		Nagar Panchayat *Population of 10,000 – 25,000 *Within 20 km distance of a Municipal Corporation or a class A Municipal Council *Non agricultural activities to be above 50%
Manipur	NA	Municipal Council		Nagar Panchayat
Meghalaya	NA	Municipal Council		NA
Mizoram	NA	Municipal Council		NA
Nagaland	NA	Municipal Council *Population above 20,000		Town Council *Population 5,000 – 20,000
Odisha	Municipal Corporation *Poplulation above 3,00,000	Municipality *Population 25,000 – 3,00,000		NA
Punjab	Municipal Corporation Larger urban area	Municipal Council Smaller urban area		Nagar Panchayat Transitional Area
Rajasthan	Nagar Nigam *Larger Urban Area *Population of 5,00,000 or more	Nagar Palika Smaller urban area Classified based on population: Class I : > 1,00,000 Class II : 50,000 – 1,00,000 Class III : 20,000 – 50,000 Class IV : 10,000 – 20,000 Class V : 5,000 – 10,000 Class VI : < 5,000		Municipal Board Transitional area

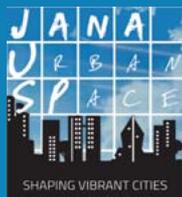| State	Municipal Corporation	Municipal Council	Nagar Panchayat
Sikkim	Municipal Corporation *Population >70,000 *Non agricultural population above 50%	Municipal Council *Population 5,000 – 70,000 *Non agricultural population above 50%	Nagar Panchayat *Population below 5,000 *Non agricultural population above 50%
Tamil Nadu	Municipal Corporation *Large urban area	Municipality Divided on basis ULB annual revenue (₹ crore) Special Grade – 10.00 Selection Grade – 6.00 – 10.00 First Grade – 4.00 – 6.00 Second Grade – Below 4.00	Town Panchayat Divided on basis ULB annual revenue (₹ lakhs) Special Grade – Above 20.00 Selection Grade – 16.00 – 20.00 Grade I – 8.00 – 16.00 Grade II – 4.00 – 8.00
Telangana	Municipal Corporation *Population above 3,00,000	Municipality *Population between 40,000 – 3,00,000 *Divided into grades based on annual ULB revenue (₹ crore) Selection Grade – Above 8.00 Special Grade – 6.00 – 8.00 First Grade – 4.00 – 6.00 Second Grade – 2.00 – 4.00 Third Grade – 1.00 – 2.00	Nagar Panchayat *Population between 20,000– 40,000 *Classified as third grade municipalities irrespective of their income
Tripura	Municipal Corporation *Population >5,00,000 *Density of population >500 sq. km. *>50% of population engaged in non agricultural activities	Municipal Council *Population >50,000 *Density of population >500 sq. km. *>50% of population engaged in non agricultural activities	*Population until 50,000 Nagar Panchayat *Density of population >500 sq. km. *>50% of population engaged in non agricultural activities
Uttar Pradesh	Nagar Nigam Large urban area	Nagar Palika Parishad *Small urban area	Nagar Panchayat Transitional Area
Uttarakhand	Nagar Nigam Large urban area	Nagar Palika Parishad *Small urban area	Nagar Panchayat Transitional Area
West Bengal	Municipal Corporation *Population of 5,00,000 and above *Population density of 3,000 per sq km and above *3/4th of adult population engaged in non agricultural activities	Municipality *Population minimum 30,000 *Population density 750 per sq. km. *Atleast 50% of adult male population to be engaged in non agricultural activities *Municipal income to be adequate to discharge day to day functions of the municipality *Further classified based on population Group A – >2,15,000 Group B – 1,70,000 – 2,15,000 Group C – 85,000 – 1,70,000 Group D – 35,000 – 85,000 Group E – Not exceeding 35,000	NA

ASICS

ANNUAL SURVEY OF INDIA'S CITY-SYSTEMS

2016

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