



ASICS - Evaluation of Dehradun's Urban Governance Systems



Report Structure

This document provides an overview of findings from an ASICS evaluation of Dehradun. The next two pages provide gaps in urban governance of Dehradun and the last page provides an exhaustive list of reforms that the Municipal Corporation and State government can undertake to transform quality of life in the city.

Performance in ASICS 2017

Rank

21
23

Score

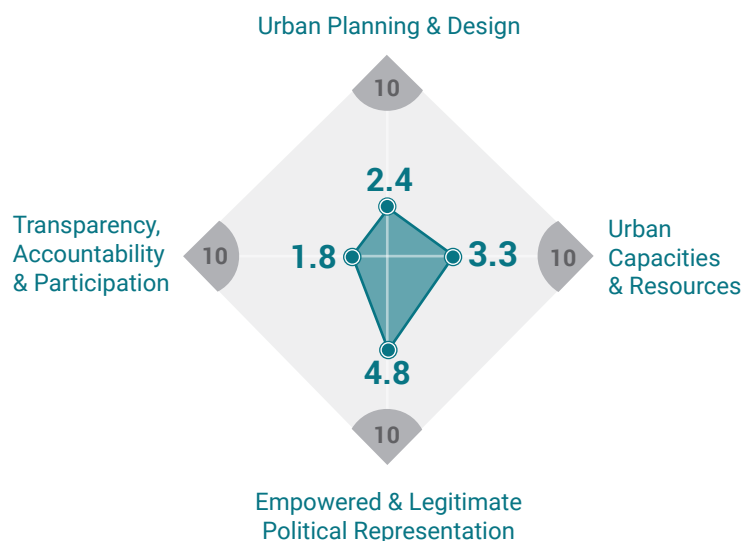
3.1
10

No change from
2016 score

Top Indian City

PUNE
Score : 5.1

City-Systems Score = Average of the four components below



Key Findings

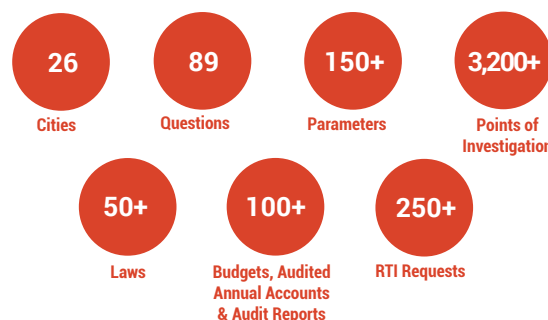
- ✓ One of the top 10 ASICS cities to have empowered local elected representatives.
- ✓ One of the six cities to have a directly elected mayor for five years.
- ✓ One of the eight ASICS cities empowered to set and collect the property tax, entertainment tax, profession tax and advertisement tax.
- ✓ One of the 12 ASICS cities to publish audited annual financial statements in public domain.
- ✗ Very easy AMRUT reforms like - publishing e-newsletters, post demand collection book, credit rating, appointment of internal auditors and providing internship opportunities have not been implemented.
- ✗ A resilience strategy and a comprehensive mobility plan have not been prepared.
- ✗ Own revenue generation has declined, on average over the last three years.

What is ASICS?

Annual Survey of India's City-Systems (ASICS) evaluates the quality of governance in cities by assessing the quality of laws, policies, institutions and institutional processes that together help govern them. These are what we refer to as City-Systems. City-Systems are the foundation on which good quality of life is built.



ASICS Methodology



ASICS evaluates urban governance using the City-Systems framework consisting of four distinct but inter-related components that help govern a city and deliver good quality of life to all citizens. It scores cities on a scale of 0 to 10.

The ASICS score of a city indicates the health of its governance systems and therefore its ability to deliver good quality of life in the medium to long term.

It aims to push the envelope on transformative reforms in city governance.

Key Gaps in Governance



Urban Planning & Design

Being a tourist destination and the capital of Uttarakhand, it would be worthwhile for the city of Dehradun to promote environmentally conscious planning practices. Our evaluation reveals several issues across the planning PIE (Preparation, Implementation and Enforcement):

A. Preparation

Dehradun does not have a provision for ward-level Spatial Development Plans (SDP) and the existing municipal SDP does not reflect a future vision and development priorities. The city does not have a common digital GIS map that is shared across sectoral agencies for integrated planning. Further, public participation and scrutiny through area sabhas / ward sabhas is missing in drafting of SDPs.

B. Implementation

The Dehradun-Mussoorie Development Plan does not include objectives for historic and cultural aspects, jobs and economy, environment and heritage conservation, and social development. Also, there are no prescribed urban design standards to guide the execution of urban projects in the city.

C. Enforcement

Dehradun does not have an effective system, such as registry of public projects, public disclosure of all approvals, etc., to prevent approval of plans that are not in conformity with SDP or to monitor projects for possible violations. While the city has provisions to penalise encroachment of land, unauthorised developments, and failure to pay cess charges, it does not penalise other critical violations like building code, plumbing, fire code violations, among others.



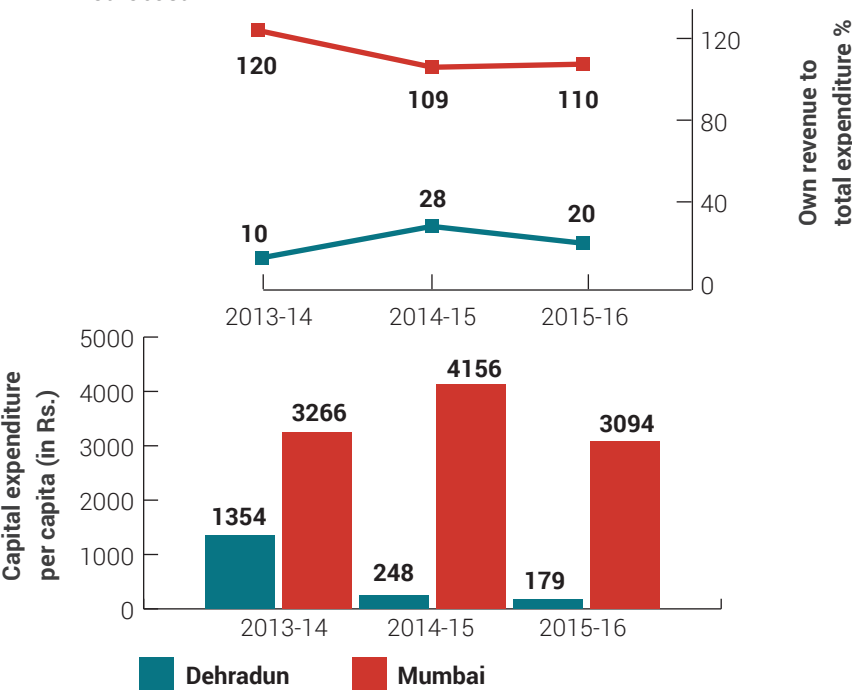
The Rajasthan Urban Land (Certification of Titles) Bill has marked an important event in the history of property rights reforms in India. It has moved the existing system from one of 'presumed right' to 'indisputable right' and has improved the ability of urban property holders and governments to capitalise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



Urban Capacities & Resources

Dehradun generates very few of its own revenues and primarily relies on grants from the state government. Its spending on civic infrastructure is also low, as can be seen from the low per capita capital expenditure.

The Municipal Corporation has a high budget variance of 24% over a three-year average, suggesting that the process for budget formulation is not robust.



Stable leadership tenure and the performance of a Corporation are linked. A Municipal Commissioner should be guaranteed a minimum tenure of at least three years, as against the present tenure of average 1.5 years.

Kunal Kumar,
Jt. Secretary & Mission Director
(Smart Cities), MoHUA

Dehradun must reform the following financial and human resource management issues in order to fundamentally improve its quality of urban governance:

A. Financial Management


Dehradun has not prepared a long-term and/or medium-term fiscal plan for prudent financial planning. It has a very low collection efficiency of property tax and has not tapped into its assets, particularly leased properties to get higher returns.

B. Human Resource Management

Dehradun Municipal Corporation (DMC) has not created a workforce plan, aligned to its fiscal plan. This is crucial for ensuring adequate staff commensurate with the city's population. The city does not have stable leadership as the average tenure of the commissioner is less than a year, on average.

C. Technology & Process Management

In spite of the growing importance of digital governance, Dehradun has not put in place a digital governance roadmap, whereas Pune and Chandigarh have created one.




Kolkata and Thiruvananthapuram score the highest in Empowered & Legitimate Political Representation section. In practice, Maharashtra has devolved the maximum number of functions to its cities.



Empowered & Legitimate Political Representation

Dehradun scores higher than an average ASICS city in this section. Although Dehradun directly elects its mayor, the mayor and council don't have full decision-making authority over critical functions and services such as planning, housing, water, environment, fire and emergency services etc.



Pune Municipal Corporation (PMC), in partnership with Centre for Environment Education (CEE), has been engaging citizens in its budgeting process since 2006. A provision of Rs.36 crore is made annually. Citizens suggest works such as toilets, benches, signage, footpaths, streetlights etc. Approved works are separately listed in the PMC budget.



Transparency, Accountability & Participation

Dehradun is the lowest scoring ASICS city in this section and even easy AMRUT reforms such as publishing e-newsletters, post demand collection book, credit rating, appointment of internal auditors and providing internship opportunities have not been actioned.

A. Transparency & Citizen Participation

Dehradun Municipal Corporation does not make available online its annual reports of works, financial statements, audited financial reports, internal audits, etc. The public disclosure law has not been enacted and the rules of the community participation law have not been framed. Also the city has not provided platforms for regular citizen engagement.

B. Accountability

Dehradun Municipal Corporation does not have a citizen charter. It does not have provisions for position of an Ombudsman to investigate municipal service-related issues.

Reform recommendations for each level of government

Short Term
(0-2 years)

1. Prepare a sustainability / resilience strategy and a comprehensive mobility plan
2. Make staffing data available online and ensure adequate staff commensurate with city population
3. Prepare a realistic budget (the variance between actuals and budget estimate should be less than or equal to 15%) for pragmatic financial planning. Budgetary variance of Dehradun is currently 24%
4. Adhere to budget timelines and get city's credit rating
5. Provide information on ULB website for citizen participation, basic service delivery and schemes & services
6. Share existing financial and operational data in the public domain (on DMC's website)
7. Provide platforms for regular citizen engagement by introducing volunteering opportunities and conducting citizen satisfaction surveys

Medium Term
(2-5 years)

8. Encourage citizen participation in the budgetary process, on the lines of Pune's participatory budgeting exercise
9. Improve percentage of own revenues to total expenditure (Dehradun has one of the lowest percentage, 19.3%, among all the ASICS cities) to make DMC financially sustainable
10. Increase the per-capita capital expenditure of DMC, currently one of the lowest at Rs.593.87
11. Introduce preparation of long-term and/or medium-term fiscal plan for prudent financial planning
12. Explore avenues for improving collection efficiency and returns on assets, particularly on leased properties

Long Term
(5+ years)

1. Create a common digital GIS map of Dehradun region, regularly updated data through GIS with fixed periodicity
2. Draft a land pooling policy and a land titling policy
3. Guarantee a minimum tenure of three years for the DMC Commissioner
4. Make provision in the Uttarakhand Urban and Country Planning and Development Act, 1973 for creation of ward level SDP and related mandates.
5. Enact Public Disclosure Law (PDL), compliant with the model PDL
Publish rules for Citizen Participation Law and make provision for constitution of area sabhas in Dehradun
6. For the new Mussoorie-Dehradun master plan
 - a. Include provisions for historic and cultural aspects, jobs and economy, environment and heritage conservation, social development
 - b. Introduce public participation and scrutiny in SDP making
 - c. Introduce effective system to monitor constructions for possible violations and provisions to penalise violating plans
7. Following amendments to the Uttarakhand Municipal Corporation Act:
 - a. Provide power to DMC to appoint, terminate and initiate disciplinary action with respect to its employees
 - b. Devolve 18 mandated functions to DMC, as per the 74th Constitutional Amendment Act
 - c. Make DMC the final budget approving authority for empowering the Council
 - d. Give power to the State Election Commission to carry out delimitation of wards
 - e. Mandate locally elected officials and their immediate family to publicly disclose their assets and income
 - f. Authorise DMC to borrow/ invest under a debt-limitation and investment policy
 - g. Provide for an ombudsman to look into issues around municipal service provision, with the power to investigate corruption suo motu'

Dehradun Municipal Corporation

Uttarakhand Government



We would be delighted to hear from you.

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