

Appraisal of City Development Plan Dehradun

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Appraisal of City Development Plan: Dehradun

The City Development Plan (CDP) of Dehradun gives a good idea about the situation in the city, its future perspective and vision, and the investment plan for the city. Three aspects, however, were completely missing in the first draft of the CDP that was submitted in December 2006 and reviewed by the National Institute of Urban Affairs (NIUA) i.e. (i) the existing situation analysis was not supposed to be based on any sample survey but should be based on the real situation analysis and the supporting data was expected to be gathered concerned institutions which were involved in the provision of urban basic services in the city, (ii) Capital Investment plan was provided for 2025 and no estimates for the purpose were provided for the JNNURM period and (iii) Financial Operating Plan (FOP) was not provided. A number of suggestions were made and city officials were asked to incorporate additional information in the revised CDP as discussed in Annex 1.

City's response after the first set of comments:

Based on the initial submission of the CDP, the comments mentioned above were communicated to the city. As is clear from these comments, the CDP needed major revisions. A compliance note was received by NIUA on 15 March 2007 followed by detailed discussions on 23 March 2007 and the revised CDP was sent to NIUA on 21 May 2007, which further needed some clarifications. The third revised and final version of the CDP was submitted on June 5 2007, which was again appraised by the Institute.

NIUA's response:

The revised CDP has incorporated most of the comments made on the earlier draft CDPs. Chapter 8 has been rewritten which is titled as "City Investment Plan, Strategies and Implementation Plan". The sectoral city investment plan for the JNNURM period and financial operating plan have also been incorporated in this chapter.

There are major changes in the revised CDP; however, the authorities have shown their data limitations at the city level. For instance, in Section 3.1.3 on Situation Analysis, it has been quoted "Adequate secondary data at household level on water supply, sanitation, solid waste management etc. are not available. Consequently, data from socio-economic survey at household level were analysed and the findings are discussed in this section. Wherever secondary data is available, these are used in the situation analysis, supplemented by further field studies."

Considering the conditions prevailing in the city we accept what has been presented in the CDP for the present. But it is required that the city will provide more information in this regard in a year's time which would not be based on socio-economic survey and should be based on the real databases maintained at the city level. The Ministry of Urban Development may take appropriate action in this regard.

Subject to the caveats/qualification mentioned above, the CDP is now is in accordance with JNNURM toolkit number 2.

Annex 1

Appraisal of City Development Plan: Dehradun (First round)

The CDP of Dehradun has been prepared giving both statistical and spatial information for the city. The CDP contains a number of maps giving details of land use and services.

Stakeholder Consultations

The CDP of Dehradun has been prepared by holding a number of stakeholder consultative meetings. The details of the stakeholder consultations are given on p. 2 and in Annexure 6. From the details given, it seems that a wide range of stakeholders were consulted for the preparation of the CDP. It included the officials, elected representatives, NGOs and citizens etc. The ideas generated by the stakeholders have been provided in detail in Annexure 6.

On p. 2, point 1.3, it is stated that a survey of 1160 households was carried out and their results analysed. It is unclear why the survey was carried out, as the CDP cannot be based on the results of a small sample survey.

Demography

Dehradun became the capital of Uttarakhand, a state carved out of Uttar Pradesh in the year 2000. The population of the city increased from 2.7 lakhs in 1991 to 4.48 lakhs in 2001. By 2011, the population of the city is expected to grow to 6.57 lakhs. The population of the city is expected to grow at 4% per annum till 2010, after which the growth rate is expected to drop to 3.5 % per annum till 2015 (p. 8 and p. 27). This high rate of growth in the in 2001 – 2011 decade is because of the city becoming the capital of the new state of Uttarakhand.

Dehradun is also a city famous for tourism and hence the tourist arrivals in the city have been increasing – from 4.6 lakhs in 2000 the tourist arrivals increased to 9.3 lakhs in 2003 (p. 27). The floating population of the city is estimated at 35,000 persons per day (p. 52).

Economic Base

The CDP indicates that the essential economic information for the city was not available and hence the analysis given is “conjectured”. From the state figures it is being indicated that tertiary sector is the most important in the city followed by the primary and the secondary sector respectively.

Dehradun is also known for its institutions, as some well-known institutions of the country are located here. The city has no major large or medium scale industrial units. According to the CDP, the city has a high potential for fast growth both in secondary and tertiary sector.

Land use

Dehradun has a Master Plan, 1982-2001, which is still in effect as the second master plan (till 2025) is currently in draft form. The CDP gives a fairly good idea of the present and proposed land use pattern (p. 32 to 42) and analyses the provisions in the master plan. Maps have also been provided in the CDP on the land use pattern.

Existing Situation Analysis

The details of the basic services and infrastructure are provided in the CDP in section 3.4. This section details out the existing status of the basic services and also outlines the key issues related to the current deficiencies and future demand with respect to each service. However, the financial aspect of the services has not been provided in the CDP. This should be provided.

Water supply

Water for the city was supplied only from surface sources earlier but later ground water sources also started being used to supplement the surface source. The total water supply to the city is 127.05 mld of which 76% (102.51 mld) is supplied from ground water sources while the remaining 24.54 mld is supplied from surface sources. The average per capita supply in the city is 124 lpcd at present. The total water losses amount to 30%. The average duration of supply in the city is 4 hours, twice a day. Based on the socio-economic survey of 1160 households it has been that about 71% of the population in the city is covered by piped water supply. This estimate, or actual position, needs to be obtained from UJS and should not be based on a survey of a small number of households.

There are two water treatment plants in the city with a total capacity of 34 mld. The northern part of the city is supplied water through gravity, the central part with gravity and pumping while the southern part is supplied water through pumping.

The water supply is operated and maintained in the city by Uttaranchal Jal Sansthan. Large capital works and overall planning is carried out by Uttaranchal Pey Jal Nigam.(p. 46 – 54).

Unequal intra-city distribution is one of the problems being faced in the city due to which some localities are facing acute water shortage. Deterioration in the quality of water, inefficient network hydraulics, old and dilapidated networks are some of the other major problems related to water supply in the city.

Table 3.4.2 (p. 54) which gives the present status of Dehradun's Water Supply should also include the population covered with water supply, hours of supply and the financial aspects of the service (i.e. revenue income and expenditure, cost recovery etc.).

Sewerage

About 50% of the population of the city is covered with sewerage system. The collected sewage is used for sewage farming or discharged directly into rivers. There is no working STP in the city. A total of 62.6 mld of wastewater is generated from the city of which only 32.1 mld is collected. The rest of the population uses septic tank and soak pits for their sanitation needs.

The table on service levels of sewerage system, Table 3.4.4 (p. 57) gives the population covered, area covered, no. of households covered, and also the financial aspects of the service.

Solid Waste Management

The city generates about 200 MT of municipal solid waste per day @ 0.4 kg per capita per day. Primary collection system exists in very few localities of the city and covers only about 5-6% of the city's population. According to Dehradun Nagar Nigam (DNN), 70% of the waste generated is removed daily (p. 66). The solid waste disposal site (area approx. 4 ha) is located about 7 kms away from the city and is being used for the last 3 years. DNN has identified 15 acres of land located at a distance of 22 kms from the city for future solid waste disposal. According to the CDP, all aspects of solid waste management need improvement.

There should be a table provided on service level for this service also including the financial aspects.

Roads and Transport

The city is well connected to the other parts of the state and other cities and town. However the traffic carrying capacity of the roads is low due to limited width and encroachments. There is no road hierarchy in the city. There is a problem of traffic movement along major arterial roads and there is also hindrance to pedestrian movement. About 75% of the motorised vehicles are two-wheelers. Parking is also a major concern in the city.

Environmental Management

According to the CDP, Dehradun does not have major environmental problems (p. 77), though some environmental problems have been described in the pages that follow. The various air quality indicators are within the defined limits. The rivers are somewhat polluted due to dumping of garbage into the rivers and illegal discharge of sewage and sullage into the river.

Urban Poor

The information provided in the CDP on the urban poor has been obtained from a survey conducted in the city covering 1160 households, of which poor form only a part percentage. As per the socio-economic survey conducted, about 9% of the city's population (i.e. 51,000 people) live in slums (p. 49). However, as per the information obtained from SUDA 120,850 persons (i.e. 19,917 households) live in slums (p. 14). This contradiction has arisen because of the socio-economic survey. Therefore, official statistics should be used for analysis, which can be supplemented with information obtained from other sources to add, elaborate or substantiate facts. The information for this section should be obtained from the concerned agencies mentioned on p. 85, i.e. MDDA, DNN and SUDA and analysis presented.

Urban Governance and Institutional Set-up

A number of institutions and organisations belonging to various levels are functioning in the city for providing infrastructure and services. There are about twelve institutions that govern the city (p. 84-85). Various state level agencies are operating in the city since it is the capital of Uttaranchal state. The institutional responsibility matrix given on p. 85 clearly indicates the institutions involved in the planning and design, execution and O&M of various infrastructure and services.

Reforms

Initiatives being taken by the city and the state have been indicated on p. 90 and 91. The city and state are working on the implementation of the state and ULB level reforms.

Finances

Chapter 5 of the CDP reviews and analyses the existing financial situation of key agencies involved in the execution and maintenance of municipal infrastructure works. Income and expenditure details are provided well for Dehradun Nagar Nigam (DNN), Uttaranchal Jal Sansthan (UJS) and Mussourie-Dehradun Development Authority (MDDA).

DNN

DNN has a small functional domain and therefore, has smaller fiscal powers. Section 5.3 provides a detailed analysis of DNN's finances. The revenue receipts of DNN increased from Rs.109.5 million in 2001-02 to Rs.147.7 million in 2005-06. The corresponding figures for revenue expenditure were Rs.107.0 million and Rs.132.9 million respectively. The share of state government grants in revenue receipts is about 75%, whereas DNN's own revenue receipts range from 20-25% in the last five-year period. The main source of own revenues are property tax, advertisement tax and non-tax receipts. Own revenue receipts increased from Rs.29.0 million to Rs.34.7 million at an annual rate of 4.5 percent during 2001-02 to 2005-06, whereas the state government grants increased from Rs.80.5 million to Rs.139.6 million at an annual rate of 13.8 percent. This shows that the DNN's dependency on state government grants has been increasing at a much faster rate than that of realization of its own revenue receipts. On the other hand, on an average, only nine percent of revenue expenditure has been incurred on operation and maintenance works. Again, in the past five years, on an average, around 90% of the revenue expenditure was spent on establishment and salaries etc. and that is understandable because most of the functions of DNN are staff oriented functions.

The main problem with the city's finances is that the powers delegated to DNN under the Municipal Act have not been realised much and it continues to depend substantially on state government grants. There are thirty to fifty thousand un-assessed properties in the city, which are still to be brought under the property tax net. The tax is not being revised regularly. The demand to collection ratio for property tax is between 60 to 66%. Due to the above reasons the collection from own taxes is quite low.

UJS-Dehradun Division

UJS is responsible for delivering water supply and sewerage services in the city. Section 5.5 provides an analysis of UJS's finances. The revenue receipts of UJS increased from Rs.78.9 million in 2003-04 to Rs.98 million in 2005-06. The corresponding figures for revenue expenditure were Rs.51.5 million and Rs.129.5 million respectively. Interestingly, this expenditure does not include UJS's expenditure on electricity. On an average, the annual power charges come to Rs.65 to 70 million. This clearly indicates that the UJS's finances are weak since its power expenditure is paid by the state government, which indicates that UJS is highly dependent on state government for financial assistance. While the average expenditure on operation and maintenance works is a mere 10.7 percent of revenue expenditure, the share of electricity comes to around 55% and that of establishment and

salaries to 34% for the past three years. Only about 36 percent of the demand raised on water and sewerage taxes and charges head is collected. This also makes the financial position of UJS weak, apart from non-revision or infrequent revision of tariff.

MDDA

One of the main functions of MDDA is the preparation of master plan and implementation of building byelaws. Section 5.4 provides an analysis of MDDA finances. The revenue receipts of MDDA increased from Rs.72 million in 2001-02 to Rs.113.7 million in 2005-06. The corresponding figures for revenue expenditure were Rs.68.5 million and Rs.92.2 million respectively. One of the main heads of income fro MDDA is development charges which has contributed, on an average, 39 percent of the receipts, followed by compounding fee accounting for 17.4 percent. Other sources of income for MDDA are land conversion charges, map submission fee, stacking charges etc.

On expenditure side, on an average, 10.7 percent of revenue expenditure has been on development works followed by interest and finance charges with 27 percent. Seventeen percent of the revenue expenditure is made on operation and maintenance works compared to twelve percent on establishment and salaries. The CDP indicates that there is a “debit balance in working capital fund amounting to Rs.51 million”.

Vision and Strategies

The vision for Dehradun 2025, as stated on p. 119, is - “A well managed clean, green, environment-friendly city with a character of its own defined by scenic beauty, intellectual capital, eco-friendly tourism through sustained economic growth for all of its citizens”. A SWOT analysis has been done for each sector in Chapter 6 – The City and its Vision. The vision, according to the CDP, has been prepared with stakeholders consultations. A vision statement has been made for each sector and strategies have been outlined for achieving the vision.

Dehradun - Capital Investment Plan

The total estimated capital investment required for providing efficient services to the present population and future population of DNN by the year 2025 is Rs.6550 crores. Of this, projects for Rs.3667 crores are being proposed for roads and transport which is about 56 percent of the total identified investment, followed by Rs.1398 crores for water supply which comes to 21 percent.

Summary of Capital Investment - Dehradun

Sl. No.	Sector	Capital Investment (Rs. in crores)
	Sector	
1	Roads and Transport	3666.97
2	Water supply	1398.20
3	Urban renewal, Heritage and Preservation of water bodies	913.90
4	Sewerage and sanitation	330.90
5	Storm water drainage	110.50
6	Urban poor/Slums	62.30
7	Solid waste management	59.90
8	Street lights	7.60

	Total	6550.20
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Financial Operating Plan and Investment Sustenance Plan:

Dehradun is eligible for 80% of the total project cost as grant finance from the Central Government. The State government would be financing 10% of the total project cost and remaining 10 percent of the project cost is to be contributed by DNN and parastatals.

“Steps are being initiated to meet the requirements of mandatory and optional reforms, institutional and financial reforms at the ULB/Parastatal level in order to strengthen the financial system and improve financial management in these agencies”. Modalities for meeting the requirement of the operation and maintenance costs, as per the JNNURM guidelines, would be worked out and implemented, as per the CDP.

The CDP has not provided any financial operating plan (FOP) at this stage.

Improvements to be made to the CDP:

1. The analysis of the existing situation of services (including coverage of households by water supply) should be based on information obtained for the whole city from the public agency responsible for the service. A small sample survey cannot be taken as the basis for estimation of service levels.
2. The entire section on urban poor is based on a very small sample survey. This section should be re-written with information obtained from the respective public agencies or other larger surveys or in-depth studies done in the city.
3. The financial aspect of services must be provided in the CDP. This should include the income and expenditure on each service (e.g. water supply, sewerage, solid waste management) and should also provide information on tariff etc.
4. Strategies for resource augmentation of city-level institutions to reduce their dependency on state government grants and other transfers must be provided.
5. Prioritisation of projects with adequate reasoning should be given.
6. Detailed information on agency-wise strategies and capital investment plan must be provided.
7. Complete financial operating plan (FOP) giving a short term, medium term and long-term visions should be given.
8. The FOP should detail out strategies for the JNNURM time period.