



MUMBAI COUNCILLOR HANDBOOK VOL 2 (Edition 2) 2017



Foreword

The first volume of the Mumbai Municipal Councillor's Handbook attempted to shed light on the legal framework behind the working of the MCGM. It also gave an overview of the various committees within the civic body and their functions. The second volume focuses on the specific aspect of budgeting and resource mobilization.

Every activity planned and service to be rendered by the municipal corporation requires a financial allocation and a procedure for spending it. It can be said that the real policy statements of any administration can be gauged not through manifestos or public rallies, but through the budget allocated to various heads.

Broadly, this volume touches upon the following aspects-

1. Present budgeting system and upcoming reforms
2. Budget calendar/time table
3. Resources mobilization and raising of funds
4. Right to services

We hope this book assists you in your tenure as municipal councillor as well as thereafter. Do feel free to contact the Praja team for more related information (Phone: 65252729; e-mail: info@praja.org).

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The core team of Praja has put in a lot of work towards ensuring that this handbook is a useful document for elected representatives during their tenure in the civic body. This book is a result of their sincere and concerted efforts.

In the creation of this handbook, we were helped immensely by Mr. P.C. Pisolkar (former Municipal Chief Auditor, Mumbai), Mrs. Mrudul Joshi (former Municipal Secretary, Mumbai) and many others.

Very important, Praja is grateful for the support by



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Section I - Budget

I.1 Municipal Budgeting

A. Introduction

Every local self-government body such as a Municipality plans to undertake various services & development activities and wants to pursue certain policies. They raise resources through tax, fees & charges for providing various services & carry out various development works. Accordingly, the Municipality describes its intentions and a policy which it would like to pursue in the ensuing year and draws a financial plan corresponding to the schemes. Such financial plan describes in detail the estimates of receipts & proposed expenditure for ensuing year under various heads which is known as BUDGET.

A Budget, therefore, becomes both description of fiscal policies of Municipality and the financial plans corresponding to them. Municipality prepare 'Revenue Budget' for maintaining existing services, operation and maintenance, while 'Capital Budget' for creation of new assets so as to increase the capacity to provide better services.

- **Definition of Budget:**

A Budget is referred to a statement showing expected, anticipated or estimated income & expenditure for ensuing financial year, starting from 1st April & ending on 31st March of next year. It contains for ready reference of financial account of previous years, actual of last three years, budget estimate & revised estimates of current year & budget estimates of ensuing year.

- **Objective of a budget**

The objective of the Budget is to raise adequate resources and spend them on the services & amenities as determined, directed, sanctioned and adopted by the Legislative i.e. Corporation. It is direction given by the Legislative i.e. Corporation to Executive Wing i.e. Municipal Corporation who has to execute the plan & policies within limits given by Legislative i.e. Corporation.

- **Instrument to review financial accountability**

Budget serves as an instrument to review financial accountability of the Executive Wing i.e. Municipal Commissioner as a whole to Legislative i.e. Corporation as well

as to lower subordinate level of administration to the top executive. It set as a target, sets goals and is standard for measurement which the corporation will have to strive to achieve in the particular financial year.

- **Tool for Economic Development.**

A Budget should be a tool for overall Economic Development. Budget should show how much fund is required for development of infrastructure, how it should be raise i.e. sources of financing development & implement it with conviction & rigorous execution. Capital budget is prepared for infrastructural development.

- **Statutory Provision.**

The Mumbai Municipal Corporation Act, 1888 under Chapter VII - Revenue & Expenditure title 'Annual Budget Estimate' under Sec. 125 to 134, the necessary various provisions are made in respect of Budget in the mentioned sections.

Sections 125 to 134 of the Mumbai Municipal Act cover the Budget provisions for the MCGM.

As per Section 125, 126C and 126E of the Mumbai Municipal Corporation Act, 1888, the Municipal Commissioner has to prepare and lay before the Standing Committee the Annual Budget Estimates of expenditure and income Budget 'A'-Main (Fund Code 11,12,60,70), Budget 'B'- Improvement (Fund code 21,22,23), Budget 'E'- Education (Fund code 30) and Budget 'G' (Fund Code 40) on or before the 5th February every year for consideration. While as per Section 126A of MMC Act 1888 Budget 'C'- B. E. S. & T. Undertaking is prepared by General Manager and submitted to B. E. S. & T. Committee on or before 10th October.

B. Budget as forecast and target setting:

- What will be received and what will be paid during a financial year.
- Whether the receipts together with the balance of the previous year will be sufficient to meet the expenditure and at the same time leave minimum balance required under the provisions of the Act or according to the rules framed under the Act.
- If there is a gap i.e. Opening Balance plus receipts is short of expenditure, then statement indicating how gap will be filled in the proposal for increase in existing tax, fee, charges and/or introducing new tax, fee, charges from next year i.e. from April.
- It is the basis on which the spending departments of a local body work out their programme of expenditure and it is ideal to which the earning departments try to reach.
- Continuous comparison of 'Actual' with 'Budget', so as to ascertain whether financial position is moving towards favorable or adverse situation.

I.2 National Municipal Accounts Manual

The Ministry of Urban Development (MoUD), Government of India, has taken several initiatives to make Urban Local Bodies self- sustaining viable entities of local self-government.

Based on the Eleventh Finance Commission recommendations and the Guidelines issued by the Ministry of Finance, Government of India, the Comptroller and Auditor General Of India (CAG) constituted a Task Force to recommend budget and accounting formats for Urban Local Bodies (ULBs) in India. The CAG Task Force in its report, interalia, suggested adoption of accrual basis of accounting by ULBs.

To provide a generic framework of National Municipal Accounting and a simplified tool kit to the ULBs for recording the accounting entries, the MoUD, initiated the formulation of National Municipal Accounts Manual, based on the Task Force Report. C&AG has facilitated and overseen the development of this manual.

The Manual comprehensively details the accounting policies, procedures, guidelines designed to ensure correct, complete and timely recording of municipal transactions and produce accurate and relevant financial reports.

I.3 Present Budgeting System and Upcoming Accounting Reforms

The accounts of M.C.G.M were maintained as per following Budget and Fund Code:

Budget	Fund	Code	Particular
A	10		Main Budget
		11	Part I – General
		12	Part II – Health
B	20		Improvement Budget
		21	Improvement Scheme
		22	Slum Clearance
		23	Slum Improvement
E	30		Education Budget
G	40		Water Supply & Sewage Disposal
		50	Tree Authority
		60	Provident Fund
		70	Pension Fund
C			Brihanmumbai Electric Supply & Transport Undertaking.

There are 33 heads of Expenditure & Revenue. Expenditure heads are represented by Numerical numbers. Accounting heads are based as per services rendered by the Corporation & the department. E.g. V- Solid Waste Management, IX- Fire Brigade.

Books of Accounts of Bud. A, B, and E are maintained by Chief Accountant (Treasury)'s department at five different Division. Accounting work is computerized under SAP Program. Consolidated Balance sheet is prepared manually at the end of the year.

1. Chief Accountant (Treasury)'s department for Bud. A, B, and E.
 - a. Head Office- Transactions of Division I (City Wards – A,B,C,D,E,F/N,F/S, G/N,G/S)
 - b. Dy. C.A. (Eas. Sub.)- Transactions of Division III (Eastern Wards- L,M/E, M/W,N,S,T)
 - c. Dy. C.A. (Wes. Sub.)- Transaction of Division II (Western Wards- H/E,H/W,K/E,K/W,P/N,P/S, R/N,R/S/R/C)
 - d. Dy. C.A. (Education) –Transaction of Education related activities.
 - e. Dy. C.A. (Hospitals) – Transactions of Division I Part II(Major Hospitals)
2. Chief Accountant (W. S. & S. D.) for Budget G – Water Supply & Sewage Disposal.
3. Chief Accountant & Financial Officer for Budget C – B. E. S. & T. Undertaking.

• **Shortcomings of the Present system:**

- a. No provision for Depreciation of Assets is made
- b. Amount receivable & Amount Payable cannot be ascertained.
- c. Real financial position cannot be ascertained.
- d. Credit Rating difficult. - Obstacle in Loan Raising
- e. Duplication of Work
- f. Time Spending & uneconomical.
- g. Little Transparency
- h. Costing of various services & analysis of expenditure not easily possible.
- i. Difficult to understand for a layman.

• **Project of Reforms and Conversion- Phases.**

- a. Reforms in Budget & Accounting System including preparation of detailed user requirement document along with preparation of unique codification structure.
- b. Customization of Budgetary and Accounting Operations in the ERP solution selected by MCGM & initiative towards project of e-Governance.
- c. Listing verification & Valuation of all assets of MCGM.

I.4 MUNICIPAL FINANCE – an instrument to improve accountability & Municipal Budget - a tool for development

Prashant Pisolkar ,

Former Municipal Chief Auditor, MCGM

Municipal Finance - Budget (Targets), Accounts (Financial Performance), Audit (critical evaluation) & Administrative Report (physical Performance) coupled with appropriate reporting system could really be a handy instrument to fulfil both the obligatory and discretionary functions of the corporation defined under the Municipal Act. Recently enacted Right to Information Act & public disclosure provision in Municipal Act further strengthened the position of the citizen who normally was only a silent spectator of the working of the Municipal Administration/Governance.

Municipal Corporation now ought to be proactive and provide valuable and meaningful information on various municipal services across areas and wards. Documents related to Municipal Finance (Budget, Accounts, Audit & Administrative Report) if presented in a simplified and concise version (apart from the statutory requirement) at the Macro & Micro levels (Entire MCGM area & the ward wise) will go a long way in meeting the requirements of the civil society. Such concise information in simplest form should be made public through Municipal Internet site.

Today the Budget documents for Budget A (Main/General Budget), Budget B (Improvement/Slums), Budget C (for BES&T Undertaking) Budget E- Education Budget G (Water supply & Sewerage) & Tree authority which are the statutory budgets are prepared in an exhaustive manner to meet the requirements and for detailed study of the elected representatives who are expected to deliberate at the level of the committees and the Corporation. In Budget 'A' also, budget related to Health and Medical aspects is separately shown as Budget A- part-II. Documents running over 400 pages needed for administrative & Budgetary control) loses its value for both the elected representatives and the common man and in fact if at all may remain of an interest to academic scholars of the subject. Outline of civic finance and the statement of the Municipal Commissioner while submitting these budget proposals are however meaningful from the view point of not only budget figures at a glance but also other information. (Though with lot of scope for further improvement). The actuals of limit 3 years, revised budget estimate of current year's and Budget estimate of next year's are very useful information not only to elected representative but also academic scholars & Finance Analysts.

The moot question is how one can bring more professionalism in this financial documentation (which can also be a starting point or base for professionalism in the working of the organization) and information system. BES&T on account of its nature of services has brought out such type of information in a professional way indicating areas of concern and areas needing improvements. Budget 'G' for water supply & sewerage services also is presented in a simplified manner, but more could be done with advance technology in computerization. A detailed National Accounts Manual for local bodies – Municipal bodies prescribed by the Central Govt's Ministry of UD&PA. & C.A.G had already set the ball rolling, but MCGM will have to go much beyond that to ensure decentralized working supported by decentralized budgeting and accounting, introducing elements of cost Accounting & inflation aspect for meaningful comparison of performance (inter & intra departmental, inter organizational, between various municipalities as well as amongst various periods).

As already indicated earlier, the performance indicators and development indicators (stated through outcome budgeting) for important municipal services will bring in sharp focus the glaring disparities in allocation of funds as well as in utilization of funds apart from the achievements in physical terms in different areas. It may initiate the process of debate & dialogue at the micro level like ward committees resulting ultimately into corrective actions. Service Level Benchmark for next 3.5 years should be plan as a target & actual performance should be counted 7 compare with pre-determine standard target for city-area.

Submission of Actual Annual Account of completed previous year and actual performance report in terms of service level benchmark:

The detailed Actual Annual Account in a simplified manner i.e. actual of previous/last year along with Budget Estimate, Revised Budget Estimate should be given well in advance, prior to Budget preparation. This will enable comparing budget and actual i.e. Budget variance of previous/last year, prior to presentation of Revised Budget Estimate of current year and Budget Estimate of ensuing year/coming next year. Such Budget Analysis vis-à-vis Service Level Benchmark achievement will help to judge the performance of the municipality.

People's participation in Budget Preparation:

Similarly, prior to the preparation of the Budget, the Municipal Corporation

should submit city status and survey report of state government, actual and standard for next year and also discuss future plan with various stakeholders, industrialists, scholars and economists in public arena, take suggestions & inputs from them so as to increase 'people's participation.' The detail of actual account administrative report with statistical SLB achievement of each services/department and progress report of project works, etc. of last completed year should be presented and made public through internet well in advance before presentation of regular budget of next year to Standing Committee and Corporation.

The system will also throw light on the resources generated at the micro level units and this will be one more dimension for the allocation of funds. The Demand with its outstanding i.e. Arrears should be monitored on month to month basis. The Accounting system with the advance technology in computerization really will be comprehensive to cover all areas not only in terms of money but in terms of physical assets like land at the micro level and water as the scarce commodity by introducing water Audit. Responsibility code wise Accounting introduced in Budget G since inception if further improved and introduced for all the budgets may ensure the principle of accountability. The total financial control system (or the comprehensive Budget/Account/Audit) aims at highest possible efficiency which is achieved at the situation when all the resources (man power, machinery material, money etc.) are utilized at the maximum possible level. This is known only with introduction & implementation of appropriate accounting & reporting system. It will enable the administration to take managerial decisions for say reallocating the resources. This should reduce the cost per unit of service in real terms (discounting the inflation factor).

Mobilization of Resources and tapping the unexploited potentiality has always remained the question mark due to the political dimension of the issue. But this is also due to the fact that the data base has not been generated to the micro level details which can form the basis for meaningful debate and dialogue. Income from Octroi had shown such a buoyancy that the question of equitable & progressive taxation or changing the bases of taxation could conveniently be kept on shelf, but that cannot be postponed any further. Accounting is not merely the recording of transactions but it covers apart from recording, collecting/ compiling, analyzing & interpreting in short time on day to day basis so that it provides a relevant & logical base for decision making. Besides, now it will also meet the requirement of the citizen (not as an individual interested in a particular case or so, but as a member/part of the civil society) seeking the information on municipal services for the city/ward/Hospital etc.

In short, Municipal Finance (Budget, Accounts & Audit & Management Information based on physical & financial parameters/ indicators) is the first and the most important instrument to improve the Accountability and Governance in the Municipal Administration also contributing for the fulfilment of the purposes of 74th Amendment to the Constitution and Right to Information Act. The first step will therefore be to suitably modify the present system/proformas of Budgets and Accounts broadly consistent with the National Accounts Manual and develop suitable parameters/ indicators for major civic services and also development indicators, & compare actual with pre-determine standard. This attempt was made by the corporation in its budgets since 2007-08 however these service level benchmark actual should be worked out and should be used for improvement in services.

However since the last two budgets the attempt of this outcome based budget has been left out. It needs to be studied – why the attempt of outcome budgets was in terms of service level benchmark stopped midway and how it can be reviewed after plugging the necessary gaps.

Time and again it has been indicated that in respect of Municipal Services, the work culture needs to undergo a paradigm shift to give way to an administration that is transparent, efficient and accountable to the civil society and is based on the tenets of inclusivity and equity. Structural reorganization and reengineering of the processes involved in the civic functioning are some of the prerequisites. No doubt the change is warranted and in fact improvement being a continuous process, there is also a need to take a periodical review for further modifications in the systems/processes, organizational set up/institutional reforms in the context of the circumstances/situations then prevailing (like technology advancements, demographic patterns and changes, economy of the city/Region, civic needs/expectations and so on). Such type of efforts were done in the past occasionally in isolated ways to deal with the issues then raised but not in the comprehensive manner to have the total impact on the civil services as felt by the citizens. On the contrary, the general view is that the level of civic services had gone down over a period of time. It is also indicated that there are various contributory factors outside the organization. At the same time, the Municipal Corporation cannot get away with that excuse as has been evident due to many short causing. After all the gap between the perceptions of the common citizen and that of the civic officer (Administrator) instead of getting narrowed down gets widened day by day due to various reasons. Prejudice (against the establishment), the feeling of discrimination, judgment on the basis of individual (expectation and fulfilment) rather than as a part of the society, ignorance and indifferent attitude may be some of the common features so far

citizens are concerned. While lack of accountability, complacency and even ignorance of the subject may be some of the common features with the bureaucracy/ machinery particularly at the level at which it comes directly in contact with the common citizen. The common citizen is more concerned with the enhanced efficiency in service delivery as is felt by him, and on the other hand the representative of the administrative machinery should be in a position to convince him with facts and figures instantly. The common citizen is hardly concerned with the restructuring, intricacies of the procedures and internal rules & regulations but wants results. Many times the machinery is involved more in the rituals and concentrates on that rather than on results. What is the common parameter for judging, the correctness/reality of these two perceptions? The important objectives of the Good Governance are:

- i. Enhancing efficiency in Service Delivery
- ii. Strengthen the Resource base
- iii. Prioritization of allocation of such Resources/funds judiciously (a) Area wise (b) function/civic service wise with the due regard to its Nature - obligatory and discretionary.
- iv. Identify the development backlog on the basis of development indicators which should be evolved scientifically.
- v. Judging the performance/evaluating on the basis of performance indicators (again developed on certain scientific & accepted principles) and reviewing the decisions.
- vi. Ensuring transparency accountability and simplicity.

1.5 Budget Preparation, Implementation and Monitoring

• Principles for framing Budget Estimates.

1. The classification of the Budget heads of account, the forms and schedules should be as far as possible uniform and identical. This enables comparison easier and economy is possible.
2. The revenue and capital income and expenditure should be separately budgeted and accounts should be maintained accordingly. That is Revenue and Capital Budget.
3. The estimates of income and expenditure should be prepared as accurately as possible to have balance budget, as neither a surplus or deficit budget is advisable for Local authorities. This is mainly because they are not profit making commercial concerns but are providing civics services and amenities economically, efficiently and effectively. The acts governing local finances also prohibit deficit budget for local authorities.
4. The provision should be made in Capital Budget for Works, Schemes, Projects, etc. for which plans and estimates have been already approved by the competent authorities.
5. The figures of amounts to be provided in the budget should be gross. The actual calculations and estimates should be rounded off. This facilitates accounting and avoids mistakes.
6. While framing budget, Standing Committee shall 'Balance the Budget' and allow for a cash balance at the end of the said year. i. e. Maintain Statutory Minimum Surplus Cash Balance in every budget as below:
 - a. Sec. 126(2) (d) - Budget A - Main - Rs. One lakh.
 - b. Sec. 126 B (c) - Budget C - BEST - Rs. One lakh.
 - c. Sec. 126 D (2) (b) - Budget E - Education - Rs. Twenty thousand.

• What else should the Budget include?

1. The actual of income & expenditure i.e. account of last three years.
2. Revised Budget Estimate of income & expenditure of current year i.e. actual of first eight months from 1st April to 30th November and estimate of last four months from 1st December to 31st March.
3. Estimate of income & expenditure of ensuing year and estimate of closing balance of current financial year.
4. Proposal of taxes, fee & charges to be levy for next ensuing year.
5. Establishment schedule - Number of Schedule post with its grade & allowances with estimates of Establishment Expenditure.
6. List of Capital Works to be carried out by various departments.
Section 126 G: Report on services provided in a subsidised manner.

The detailed Annual Account in simplified manner i.e. Actual of last three years along with Budget, Revised Budget Estimate should be given well in advance prior to presentation of next year ensuing year Budget. This will enable comparing Budget & Actual of last year i.e. Budget Variance of last year and examine favorable - adverse variance of last year. Such Budget analysis vis-à-vis S L B achievement will help to judge the performance of Municipality.

• Report on services provided in a subsidised manner under Section 126 G:

The Commissioner or as the case may be, the General Manager, shall, while submitting the budget estimates to the Standing Committee or the Brihan Mumbai Electric Supply and Transport Committee append thereto a report indicating whether the following services are being provided in a subsidised manner and, if so, the extent of subsidy, the source from which the subsidy was met and the sections or categories of the local population who were the beneficiaries of such supply, namely:

- a. Water supply and disposal of sewerage,
- b. Scavenging, transporting and disposal of wastes,
- c. Municipal transport, and
- d. Street lightning.

Explanation: A service shall be construed as being provided in a subsidised manner if its total cost, comprising the expenditure on operations and maintenance and adequate provision for depreciation of assets and for debt servicing, exceeds the income relatable to the rendering of that service.

The Standing Committee or, as the case may be the Brihan Mumbai Electric Supply and Transport Committee, shall examine the report and place it before the Corporation, with its recommendations, if any.

• Annual Environment Status Report under Sec 63 B:

According to sec 63B of the MMC Act- The Commissioner shall before the 31st day of July every year, place before the Corporation a report on the status of environment within Greater Bombay in respect of the last financial year, covering such matters and in such manner as may be specified by the State Government, from time to time.

• Discussion in Ward Committee as per Sec 50 TT (7) (b).

It is necessary to know what people wants, what is people need. Hence after the 74th Constitutional Amendment Act, the Ward Committees have been formed in which in addition to Elected Councillors the representative of NGOs (Non-Government Organisations) and CBOs (Community-Based Organisations) are also nominated.

Thus it is expected that through the ward committee mechanism citizens will be consulted regarding priorities of works to carry out in ward area. As per Sec. 50TT (7)

(b) in the function of Ward Committee, these Ward Committee will consider and make recommendations on the proposals regarding estimates of expenditure pertaining to the ward under different heads of account of the budget before being forwarded to the Commissioner.

- **People Participation in Budget Preparation.**

Prior to preparation of Budget, Municipal Commissioner submit survey report on line of economic survey report of State Government and discuss future plan with various stakeholders viz., Industrialists, Economist & Scholars in public, take suggestions & input from them so as to increase 'People Participation' in Budget preparation. The detail of Actual Account, Administrative Report with S L B achievement of each service / departments and progress report of project works with physical and financial progress, action taken report of on an Audit Report, etc. of last completed year should be presented and made public on internet well in advance before presentation of regular Budget of next ensuing year to Standing Committee and Corporation.

- **Discussion & Framing of Budget by Standing Committee.**

1. Standing Committee shall frame budget subject to such modification and additions therein or thereto as they shall think fit. New Budget had for new services and project can be created and included at Standing Committee level only. Please note it cannot be created at Corporation level.
2. Standing Committee can obtain such further detailed information and explanation from Municipal Commissioner.
3. Standing Committee shall provide for payment, as they fall due, of all sums of installments of principal and interest on loan.

- **Budget Calendar / Time Table**

Under Section	Responsible Authority (Prepare & Lays)	Presented and finalised by	Date of presentation (on or before)	Budget pertaining to
125	Municipal Commissioner	Standing Committee	5th February	Budget A - Main Budget B - Improvements
126 A	General Manager- B.E.S.&T. (Brihanmumba Electricity Supply and Transport)	B.E.S. & T. Committee	10th October	Budget C - B.E.S. & T. undertaking
126 B	Municipal Secretary	B.E.S. & T. Committee	31st December	Budget C - B.E.S. & T. undertaking
126 C	Municipal Commissioner	Education Committee	5th February	Budget E - Education
126D (3)	Municipal Secretary	Standing Committee**	1st March	Budget E - Education
126 E	Municipal Commissioner	Standing Committee	5th February	Budget G - Water Supply & Sewage Disposal
126 F	Municipal Secretary	Standing Committee	5th February	Budget G - Water Supply & Sewage Disposal

Note

^{1*}: Forward the copy thereof to the usual or last known local place of each councillor

^{1**}: For Education Budget the suggestions (if any) from Standing Committee are incorporated before printing and forwarding)

- **Fixing rate of taxes, fares and charges.**

Section 128 - The Corporation shall on or before the 20th March determine, subject to the limitation and condition's, prescribed the rate of taxes, fee, charges and fares in respect of BEST and articles on which octroi shall be levied, in next ensuing official year.

- **Final adoption of Budget estimates**

Sec 129 - The Corporation subject to modification as they think fit shall adopt final budget estimates of all Budgets. The Budget as adopted by the Corporation is final Budgets and Municipal Commissioner will implement the same and work within the frame works. The Corporation can modify that is increase and decrease, but cannot create and add new account head.

- **Additional Grant**

Section 131- On recommendation of Standing Committee and/or B.E.S. &T. committee, the corporation during an official year increase the amount of budget grant or make additional budget grant for special purpose or unforeseen requirement but not so that estimated cash balance at the close of year shall be reduced to Rs. 1 Lakh in municipal fund and/or B.E.S. &T. fund.

- **Unexpended budget grant.**

Section 132 - If the whole or any portion of budget grant remains unexpended at the close of the year and if the amount thereof has not been taken into account in the opening balance, entered in the budget estimates of any of the next two following years, the Standing Committee, Education Committee Or B.E.S. & T. Committee as the case may be sanction the expenditure during the next two year for the same purpose for which the budget grant was made.

- **Reductions and transfer.**

Section 133 - Gives authority for reductions & transfer of budget grants:

1. Municipal Commissioner up to Rs.5000/-
2. Standing Committee can reduce and transfer up to Rs.15000/- from one budget grant to another budget grant

The Corporation on recommendation Standing Committee can allow transfer; however transfer from one budget to another budget is not allowed.

- **Re-adjustment of Income & Expenditure.**

Sec 134 - If at shall at any time during the official year appear to the Corporation, upon the recommendation of Standing Committee or B.E.S. & T. Committee, that income is not sufficient to meet expenditure and balance will be less than minimum surplus cash balance, it shall be incumbent of the Corporation to sanction forthwith any measure which shall be necessary for proportioning the year income to the expenditure.

I.6 Municipal Resource Mobilisation

Money is absolutely necessary for achieving objective by way of preparation of plan and implementation of programme and execution of various works. Without actual realisation of income, the Municipalities cannot spend & incurs expenditure for providing services to public of that area. The strength of its finance would primarily determine the scope of activities of local bodies.

- **Tax Sources:**

1. Property Tax
2. Octroi/ Entry Tax
3. Water Tax
4. Water benefit Tax
5. Sewerage Tax
6. Sewerage benefit Tax
7. Sanitation Cess (SWM)
8. Additional Sanitation Cess (SWM for Commercial Complex, Hotel, Factory)
9. Tree Tax
10. Fire Tax
11. Street Tax
12. Education Cess
13. EGS Cess
14. Maharashtra Tax on Building (Tax of High rise Building)
15. Repair Cess

- **Non-Tax Sources- Fees & Charges:**

1. License Fee, Permit Fee, Shop & Establishment Fee, Factory Permit
2. Hoarding/ Advertisement charges
3. Water Charges
4. Sewerage Charges
5. Transport Charges
6. Electricity Charges

7. Birth & Death Registration Charges
8. Road Re-instatement charges
9. Health & Hospital Investigation charges, Registration charges, Paying bed charges
10. Swimming Pool User Charges
11. Theatre Charges

- **Town Planning- Fees and Premium:**

1. Building Scrutiny Fees
2. Balcony Premium
3. Staircase premium
4. Star Hotel premium
5. Commercial premium
6. High-rise Building premium
7. Compounding Fees
8. Hardship fees
9. Development Charges & betterment charges

- **Financing Urban Infrastructure and Services:**

1. FSI and TDR
2. Own Resources
3. Central Grant
4. State Grant
5. Loan (20% of Annual Revenue)
6. Municipal Bonds
 - a. Tax Free Bonds
 - b. Revenue Bonds
 - c. Infrastructure Bonds
7. Revenue through owned Land
8. AMRUT – Atal Mission for Rejuvenation and Urban Transformation: Central Government grant 33%, while State Govt. grant 20% and Urban local bodies contribution 47%
9. Viability Gap Funding: upto 20% of project Cost can be secured through various agencies
10. Tax Increment Financing (TIF)
11. Securitisation (E.g. Sale of 15 years Toll to raise fund immediately to pay Loan Installments)
12. Fuel Surcharge - 3% Petrol, 1% Diesel Surcharge in Maharashtra
13. Swachh Bharat Mission (SBM), Smart Cities etc. Government Programs
14. PPPP – People Public private Partnership

Section II - Right to Services Act, 2015

Good governance is essential for sustainable development in economic and social arena of public life. The three essential elements of good governance are transparency, accountability and responsiveness of the administration. To improve and strengthen the relationship between the people and the administration, the Government of Maharashtra considers it expedient to make a law to provide for delivery of efficient and timely public services so as to bring accountability, responsibility and transparency in the administration.

The salient features of the proposed law are as follows:-

- a. To create a right to an eligible person to obtain public services within stipulated time limit notified by the Public Authority;
- b. To provide for delivery of public services by the Designated Officers to the eligible person within stipulated time limit;
- c. To mandate the Public Authorities to notify the public services, Designated Officers, Appellate Authorities and stipulated time limit under the law ;
- d. To provide for giving unique application number to the application made by the eligible person so that he can monitor status online;
- e. To provide for appeals to the First Appellate Authority, Second Appellate Authority and the Commission;
- f. To constitute the Maharashtra State Commission for Right to Service for effective implementation of the law;
- g. To provide for penalties and disciplinary action in respect of officials who have failed to deliver public services within stipulated time limit;
- h. To provide for cash incentives to such officials who are delivering public services before the stipulated time limit and appropriate awards to felicitate the authorities which perform best in achieving the purposes of the law ; and
- i. To provide for taking action against an eligible person who obtains public services by deliberately giving false or frivolous information

Sec 19. (1) The Commission shall, after the end of each financial year, prepare a report on its working during the preceding year as well as on the evaluation of performance of delivery of public services by the Public Authorities and present the same to the State Government.

(2) The State Government shall lay the annual report presented by the Commission before each House of the State Legislature.

Sec 20. (1) All Public Authorities may take time bound effective steps to reduce the demand from an eligible persons to submit various certificates, documents, affidavits, etc. for obtaining public services. The Public Authority shall make concerted efforts to obtain requisite information directly from other Departments or Public Authorities.

(2) The failure on the part of the Designated Officer to deliver public services within stipulated time limit shall not be counted towards misconduct as the purpose and the aim is to sensitize the Designated Officers towards the aspirations of the eligible persons and to use information technology and adopt e-governance culture to deliver the public services to the eligible persons within stipulated time limit.

(3) On receipt of communication in writing from the Second Appellate Authority or the Chief Commissioner or the Commissioner, as the case may be, regarding repeated defaults on the part of the Designated Officer, the head of the Public Authority concerned shall be competent to take appropriate administrative action after recording a finding to that effect, but not before giving a show cause notice and an opportunity of being heard to the defaulting officer.

Explanation.- For the purpose of this sub-section, a Designated Officer shall be deemed to be a repeated defaulter, if he commits ten per cent. Defaults in total eligible cases he has received in a year.

(4) All the Designated Officers and Appellate Authorities shall undergo a periodic training to enhance and ensure time bound delivery of the public services. The State Government shall facilitate the training process for all concerned officers and it may be part of syllabus in foundation course of the officers or employees.

(5) (a) To encourage and enhance the efficiency of the Designated Officer, the head of the Public Authority may grant cash incentive of such amount as may be notified by the Government to a Designated Officer against whom no default is reported in a year and who is delivering public services within the stipulated time limit along with a Certificate of Appreciation and also take a corresponding entry in the service record of the concerned officer.

(b) The State Government may give appropriate awards to felicitate the Public Authorities which perform best in achieving the purposes of this

Sec 10. (1)(a) If the First Appellate Authority is of the opinion that the Designated Officer has failed to provide public service without sufficient and reasonable cause, then he shall impose a penalty which shall not be less than rupees five hundred, but which may extend to rupees five thousand, or of such amount as may be revised by the State Government, from time to time, by notification in the Official Gazette.(b) If the Second Appellate Authority is also of the opinion that the Designated Officer has made default in providing the public service within the stipulated time limit without sufficient and reasonable cause, he may confirm or vary the penalty imposed by the First Appellate Authority, after recording reasons in

writing : Provided that, the Designated Officer shall be given a reasonable opportunity of being heard before any penalty is imposed on him by the First Appellate Authority or Second Appellate Authority.

(2) If the Chief Commissioner or the Commissioner is of the opinion that the First Appellate Authority had repeatedly failed to decide the appeal within the specified time without any sufficient and reasonable cause, or unduly tried to protect the erring Designated Officer, then he shall impose a penalty on the First Appellate Authority which shall not be less than rupees five hundred, but which may extend to rupees five thousand, or of such amount as may be revised by the State Government, from time to time, by notification in the Official Gazette : Provided that, the First Appellate Authority shall be given a reasonable opportunity of being heard before any penalty is imposed on him.

- **Right to Service Act**

An Act to provide for delivery of transparent, efficient and timely public services to the eligible persons in the State of Maharashtra and for matters connected therewith or incidental thereto.

Department giving Services through "Aaple Sarkar Portal" - Total 372 Online Services:

https://aaplesarkar.mahaonline.gov.in/en/CommonForm/DashBoard_Count

II.1 DEPARTMENT NOTIFIED SERVICES

<https://aaplesarkar.mahaonline.gov.in/mr/CommonForm/CitizenServices>

Municipal Corporation of Greater Mumbai

- online application for Marriage Registration
- Online Birth and Death Application
- Zone Certificate
- Commencement Certificate
- Plinth C.C. (Commencement Certificate)
- Occupation Certificate (O.C.)
- No-Dues-Certificate
- Hereditary Transfer Certificate
- Non-Hereditary Transfer Certificate Annexure of Property
- Online application for New water connection
- Online application for Drainage Sewer Street Connection

Urban Development

- Birth Certificate
- Death Certificate
- Marriage registration certificate
- Property Tax Extract
- No Dues Certificate
- Property Transfer Certificate through Documents / Heirs Claim Property Transfer Certificate
- Zone Certificate
- Part Plan
- Building Permission
- Plinth certificate
- Occupancy Certificate
- Water Connection
- Drainage Connection
- Fire NOC
- Final Fire NOC

Section III - Disclosure of Specified Information 86A

- 1) The Corporation shall maintain and publish all its record duly catalogued and indexed in a manner, and form which enables the Corporation to disclose the information, specified in sub-section(3).
- 2) The manner of disclosure of information shall include the Publication of the information,-
 - (i) In Newspapers;
 - (ii) On Internet;
 - (iii) On Notice Boards of the Corporation at its Head Office as well as Ward Offices;
 - (iv) By such other mode, as may be prescribed: Provided that, the information shall be disclosed in the language in which it is available with the Corporation.
- 3) The Corporation shall be required to disclose the following Information, namely:-
 - (i) Particulars of the Corporation;
 - (ii) A statement showing the boards, councils, committees and other bodies, by whatever name called, constituted for the purpose of exercising the functions of the Corporation or rendering advise to it, whether or not the meetings of those boards, councils, committees and other bodies are open to the public or the minutes of such meetings are accessible to the public ;
 - (iii) A directory of its officers and employees ;
 - (iv) The particulars of officers who are empowered to grant concessions, permits or authorisations for any activity of the Corporation ;
 - (v) audited financial statements showing Balance sheet, Receipts and Expenditures, and cash flow on a quarterly basis, within two months of end of each quarter, and audited financial statements for the full financial year, within three months of the end of the financial year ;
 - (vi) the statement showing each of the services provided by the Corporation ;
 - (vii) Particulars of all plans, proposed expenditures, actual expenditures on major services provided or activities performed and reports on disbursements made ;
 - (viii) details of subsidy programmes on major services provided or activities performed by the Corporation, and manner and criteria of identification of beneficiaries for such programmes ;
 - (ix) Particulars of the master plan, city development plan or any other plan concerning the development of the municipal area ;
 - (x) the particulars of major works, as may be specified by notification by the State Government, in the Official Gazette , together with information on the value of works, time of completion and details of contract ;
 - (xi) the details of the municipal funds, i.e. income generated in the previous

year by the following :-

- (a) Taxes, duties, cess and surcharge, rent from the properties, fees from licenses and permissions ;
 - (b) Taxes, duties, cess and surcharge, rent from the properties, fees from licenses and permission that remain uncollected and the reasons thereof ;
 - (c) Share of taxes levied by the State Government and transferred to the Corporation and the grants released to the Corporation ;
 - (d) Grants released by the State Government for implementation of the schemes, projects and plans assigned or entrusted to the Corporation, the nature and extent of utilization ;
 - (e) Money raised through donation or contribution from public or non-governmental agencies ;
- (xii) Annual budget allocated to each ward ;
(xiii) Such other information, as may be prescribed.]

List of permitted works that may be undertaken from the Councillor fund under the Local Area Development Program (Appendix A) Circular 2002-2003

1) Road Works:

- a) Small Roads
- b) Missing links
- c) Small Bridges
- d) Asphaltting of Roads
- e) Cylindrical Bridge
- f) Wooden Bridge
- g) Nullah Work
- h) Drainage work on road
- i) Flooring of small nullahs
- j) Foot Bridge
- k) Drainage Works
- l) Cement Plug Work

2) Water Supply Work:

- a) Works of water supply by laying more pipelines in those colonies where tap Water supply schemes have already been executed, similarly construction of water tanks.
- b) Bore wells
- c) Water supply works in urban areas

3) Community Hall/Community Temple

4) Gymnasium

5) Works of Crematorium

6) Meeting Place

7) Construction of Public Library

8) New Rooms of Primary Schools

9) Special repair work of Primary school room

10) In those slums (Declared Slums) where it is the responsibility of the Government to create public facilities; to construct bathrooms, toilets, to repair existing toilets, pathways, lighting works of general nature for public use.

11) To construct gullies, gutters, washrooms and their repairs, reconstruction and repairs of unusable toilets, public bathrooms, similarly repairs of piped water systems in cessed buildings within municipal area. Only repairs of chawl buildings, plastering of walls, coloring and electrification works cannot be undertaken under the LAD program.

12) Amenity works of public utility like balwadi, gymnasium etc. in the declared slums on private/government/BMC ownership plots within the municipal area.

13) Construction of bus stop sheds for municipal transport service. (Conservation and maintenance etc. responsibilities of these stops will, however, be of the transport service and for that reason no funds shall be allocated from this program).

14) Repair works of community temples in the SC/ST colony.

15) Such special repair works as gullies, gutters, public washrooms and toilets and that of piped water system in the buildings of BMC ownership. Only such works as plastering of walls, coloring and electrification of these buildings can not be undertaken.

16) Construction of post mortem room in Municipal Hospitals which do not have such existing facility.

17)

a) Repair works mentioned above in item number 15 of this list in the government chawls within municipal areas.

b) Special repair works of BMC Schools, Municipal Schools in private buildings however, can not be taken up under this program.

c) Construction of crèche/nursery within municipal area abiding by the conditions laid down below:-

- i) The ownership of the crèche remains with the BMC.
 - ii) Before undertaking such works, the arrangement to run the crèche as well as its maintenance and conservation should be pre-determined.
 - iii) According to the government decision dated 09th December 1987, the condition on which registered/trust institutions are permitted to run crèche, on the same grounds the trust institutions shall be given nurseries to be run.
 - iv) The registered/trust institution will have to bear the expenses for providing cradles and other materials to run the crèche.
- 18) The construction of a Police post should be according to the criteria prescribed by the Home Department.
 - 19) To provide permanent play fixtures in the parks of BMC ownership within the municipal areas as mentioned below:-
 - a) Iron slide.
 - b) Slide mounted on elephant.
 - c) Rainbow.
 - d) Basket ball pillars.
 - e) Iron swings etc.
 - 20) According to government decision, City Development Department no. Gen1089/1487/CR/99/89/CD-16, dated 18th August 1989, works of urban social forestation to be undertaken.
 - 21) The provisions suggested in the BMC in view of the people's contribution. For example: security deposits to be remitted for water supply pipelines, power supply etc.
 - 22) To convert open ground in the municipal areas into parks and to provide barbed wire fence (conversion of open land into ground/parks and to provide barbed wire fence should not be considered as separate works, but as a single work item) providing new fencing replacing the old ones will not be permitted under this program.
 - 23) To construct wharfs on the rivers and creeks within the municipal areas where they are not in existence for the use of water transport. The maintenance of these wharfs will be the responsibility of the BMC.
 - 24) Wherever there are slums on the hill slopes, to construct a protective wall against land slide, similarly, construction of protective wall around the slums in the coastal areas having declared slums.
 - 25) To construct compound wall as a safeguard against encroachment on the

municipal property or projects.

- 26) To provide under mentioned facilities in crematoriums within municipal areas:-
 - a. To construct sheds for waiting people.
 - b. To fix benches for people to sit.
 - c. To arrange for water supply for washing.
 - d. To construct stands for cremation of dead bodies according to needs.
- 27) To construct washing Ghats on the rivers and lakes for public use within municipal areas.
- 28) To construct toilets within municipal limits for public use. These toilets shall be of BMC ownership and the responsibility of their maintenance will have to be shouldered by the concerned department. Besides, these toilets should be available for public use.
- 29) Repairs of public toilets constructed by MHADA or BMC in the declared slums.
- 30) To construct urinals for public use.
- 31) To construct toilets/urinals inside the rooms of primary schools.
- 32) To construct protective walls/railings at the turnings of hilly roads, river banks and open wells.
The responsibility of supervision of the said work shall be on the local self institutions. Accordingly an undertaking regarding maintenance must be taken from those institutions.
- 33) With regard to BMC as well as government recognized aided primary, secondary, higher secondary schools/junior colleges, the responsibility of purchase and maintenance of computers shall lie with the concerned school.
- 34) To undertake maintenance and repairs of works done in the unauthorized colonies from the Councillor fund prior to 27-01-2001.
- 35) Works to be undertaken as per government circular no. MMC/14200/2264/C. no.144/CD-24, dated 26-02-2001 :-
 - a) Electricity arrangements in BMC land, police deployment.
 - b) Re-asphalting of roads.
 - c) To develop parks, fixed play materials on open land in possession of the BMC in conformity with reservation rules.
 - d) To fix iron/cement benches on BMC land (without being an obstacle to thorough fare).
 - e) To fix sewer traps on BMC land.

- 36) As per part – 3 of the government circular in item no.35 given above:-
- Being a part of the city cleanliness mission, to purchase/construct garbage bin, platforms etc. and to supply them at particular places.
 - Repairs and cleaning of house gullies of the city causing obstacles in the over all cleanliness of the city.
 - To purchase small/big machines essential in the BMC hospitals.
 - Restoration of the footpaths on both sides of the road.
 - To supply red soil and dung manure to trees planted on the BMC land as a part of beautification and tree conservation.
- 37) As per Circular: - AMC/14200/2264/Sr.no.144/UD-24 dated 28-06-2001 – Amendment
- Re- Asphaltting of Roads
 - Fixing electric Pole and Electrification in Municipal plot
 - Preparation of Gardens and fixing playing material on municipal vacant plots abiding the rules of reservation
 - Fixing of Iron / Cement Benches on various municipal plots (with obstructing the traffic)
 - Placing Pig traps on municipal Plot

According to the above government circular, the condition of not to spend more than Rs.2 lakhs has been relaxed up to Rs.5 lakhs. Accordingly if a Councillor is unable to spend the amount allocated to his Councillor fund, the Councillor of the neighboring ward may use it, with his due consent.

Section IV- Citizen Charter and CCRS

IV.1 - Citizens Charter

Efficient city administration is a function of several inter-linked factors, one of the most important being the quality of intelligent citizenship. A good local self-government cannot function with just a highly motivated bureaucracy and elected representatives alone. The other side of the coin is the concern, awareness and interest manifested by the city's inhabitants. An enlightened and well informed citizen body can pressurize the local government body into action and compel it to respond to the needs of the people. Democracy is the only form of government that allows citizens full and free expression. It bestows a power which is really quite impotent unless it is used. Of course the exercise of this power needs enlightened citizens who are driven by a sense of social responsibility.

Lethargy and indifference are the food on which misgovernment and corruption thrive. The essence of an efficient civic administration is therefore, an enlightened, active community.

The 74th Amendment, has facilitated the creation of decentralized structures within the government. Under this decentralized system, all important functions of the major departments of the Corporation are located in the 23 wards (now 24) that the city is divided into. This idea of local self-government will be meaningless if the citizens do not play a meaningful role in it. The basis of legitimacy of local self-government is a tripartite harmonising of effective administration, charismatic leadership and public participation and support.

The Citizen's Charter prepared by PRAJA a voluntary organisation, is the starting point for the necessary people's participation as it provides the essential information which aims to educate the citizen about their rights as well as their duties.

The Charter will thus go a long way in enabling individuals and groups to interact with the local self-government personnel. This is a major step in building not just citizen awareness but a strong and viable democracy through participative city management.

Late. B.G. Deshmukh
IAS (Retd.), Former Cabinet Secretary, GOI;
Chairman – Praja Foundation

Citizen Queries

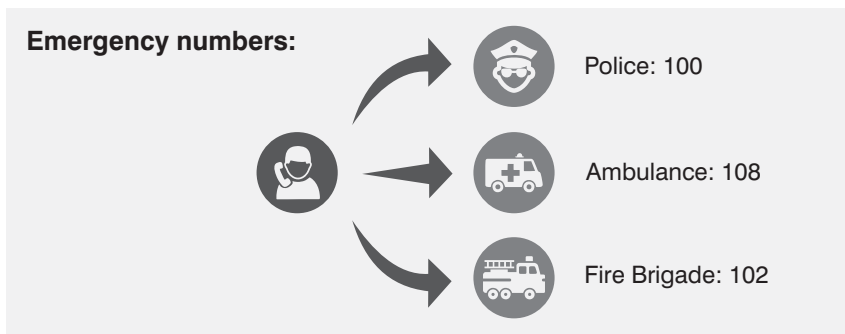
Citizen 1: There is garbage lying on the roads and no one has come to pick it up. Whom should I call?

Citizen 2: Food grains are unavailable, which is a basic necessity. What must I do?

Citizen 3: As a woman I always feel unsafe while travelling by train at night. Who can help me?

Biggy: There is a system that is followed. Municipal Corporation of Greater Mumbai (MCGM) has different departments which have their own mechanisms to get things sorted. But, the lack of a unified system makes it very difficult to get the problems of citizens addressed. For example, the complaints regarding roads that run under the Metro line in Mumbai are now to be directed to the Mumbai Metropolitan Region Development Authority (MMRDA) rather than the MCGM. The confusion created by this reiterates the necessity of a unified system to sort out these issues.

If we analyse the situation taking note of the other countries in the world, there are better facilities undertaken by countries like U.S.A, Great Britain and Australia. They have a single number – 911 in U.S.A, 999 in U.K. and 000 in Australia – for emergencies. UK also has a single website- www.gov.uk which addresses all the government services irrespective of Local (State), Provincial or Central govt services and provides information to its citizens in a simpler, clearer and faster way. It would be beneficial for all the citizens if we adopt a unified and centralised mechanism to address all the complaints and provide a unified emergency number for the Police, Ambulance and Fire etc. on the one hand and civic complaints on the other hand. The current system has serious flaws in it, wherein some areas, such as Bhayander and Mira Road, citizens are unable to connect to the emergency number of 100. Toll free numbers such as 1292 and 1293 (for lodging complaints against illegal/unauthorised banners) are not functioning

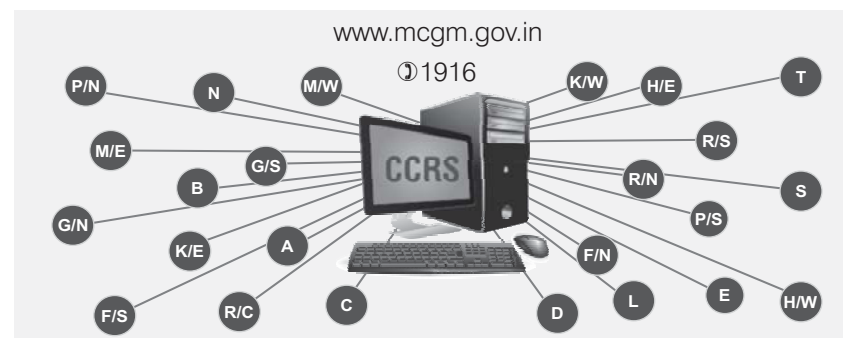


IV.2 The Central Complaint Registration System (CCRS):

Good governance is epitomized through various factors like reliability, predictability, accountability, participation and promoting good life of its citizens. This task of establishing accountability, building transparency in governance and delivering better services to the people on the part of the Government is what Praja has been working for since its inception.

Initially Praja, in collaboration with the Municipal Corporation of Greater Mumbai (MCGM), developed a Citizen's Charter in 1999 which provides information and helps people in understanding the functioning of the local government and in establishing accountability among the Elected Representatives and the Administration. Under the same roof there was the setting up of an Online Complaint Management System (OCMS), connected to all the ward offices in the city as well as to the Head Office of the MCGM, later handed over to The Brihanmumbai Municipal Corporation (BMC) in 2007. This facilitated the Citizens to lodge their complaints via phone/fax/e-mail, by writing letters, by calling the 24/7 hotline number "1916" or by logging on to www.mcgm.gov.in.

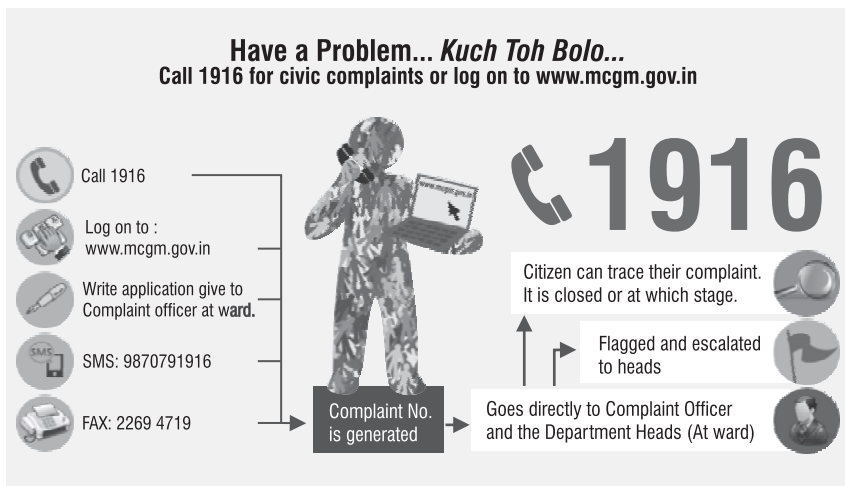
Despite the existence of OCMS and CCRS, people are not being able to avail these services in a full-fledged manner and, most of the time, have failed to lodge complaints regarding the issues concerning them.



How to Lodge Civic Complaints:

Citizens can lodge complaints related to solid waste management, drainage, storm water drain, roads & traffic, factories, license issues, water supply, pest control, buildings, encroachment, etc. by methods enlisted below,

1. By Going to MCGM Official Site: <http://www.mcgm.gov.in>
2. By filling in online complaint registration form from any of the computer connected to Internet, either from home/office or cyber cafe by visiting our Citizen Portal.
3. By visiting the nearest Citizen Facilitation Centre (CFC) established by the Municipal Corporation belonging to any of the 24 wards of MCGM.
4. By calling the telephone number 1916.
5. By Sending SMS to 9870791916



Modus Operandi

- Complaint received at ward office or at CCRS gets entered into software application
- Application provides Complaint Tracking Number for reference of office and complainant
- Complaint gets dispatched to relevant redressing authority via email
- System provides for redressing authority to enter redressal details into the application
- Non redressal of complaint within timeframe results in automatic escalation of complaint to next higher authority upto Municipal Commissioner
- Citizen can be provided complaint status at any time
- System generates rich MIS (Management Information System) for monitoring efficiency
- MIS routinely checked by Municipal Commissioner and open to general public as well

Key Benefits

- Citizens do not have to possess knowledge of where and when to complain for which particular service
- One single number, active round the clock, for complaints regarding any Municipal service
- Citizens have wider choice of mode of complaint
- Uneducated people find it difficult to use complaint forms and procedures
- Citizens can track the status of their complaint with the allotted Complaint Tracking Number
- Complaints are automatically escalated in case not solved within timeframe
- Superior transparency and active monitoring by Municipal Commissioner and general public ensures quality of service
- Computerization has taken away the mundane part of the job and enhanced efficiency

IV.3 Observation /issues in the present system and Solutions

Observation / Issues	Solutions
1. Different Wards and Departments have independent systems for registering complaints	A Standard Operating Procedure for MCGM's Centralised Complaint Management System needs to be made
2. All complaints are not registered / collated under CCRS and hence do not have any Uniform Complaint Number.	A Standard Operating Procedure for MCGM's Centralised Complaint Management System needs to be made
3. Councillor Constituency Code is not entered.	The complainer or concern official need to fill Councillor Code while filing or solving the complaint.
4. 'Action Taken Remark' not accounting for complainant feedback.	Action Taken Reports (maintain whenever any action has been taken by the concerned official) needs to be filled by the Attendee
	MCGM should provide access to the Councillors so that they can see the complaints registered, both in Mumbai and in their respective wards.

Additional Solutions

- Regular Audits on redressal of complaints.
- Use geographic information system (GIS) system (as used in Pothole complaint) in the present Complaint system for registering complaint too.
- A monitoring system to make sure that all the complaint (Coming from anywhere in any mode) needs to be feed in the Central System of SAP.

Section V - Report Card

V.I Introduction

“Democracy will cease to exist when you take away from those who are willing to work and give to those who would not”. – Thomas Jefferson

A modern democracy like ours functions effectively when all those who are elected are involved actively and solely in addressing people’s issues through the available constitutional methods, and when necessary by suitably amending and introducing new ones.

The citizens, whom the elected representatives represent, have given them the representational mandate to take necessary actions on their behalf through the legislative houses for addressing issues affecting citizens’ lives to bring about progress in society. Very importantly, the mandate given is not permanent; representatives can enjoy it only till it is not challenged and proven otherwise through constitutional methods. Also, the mandate has to be validated at regular intervals through the act of elections. Democracy can be thus observed as faith in common man, his ability to exercise his choice to vote, and his active citizenship when required.

It is when there is dereliction of active citizenry and/or legislative responsibility, that democracy starts to get corrupted. This corruption gradually manifests into several ills such as degradation of standards of living, government scams, lack of basic services, and more alarmingly into lack of ‘rule of law’ – that is when democracy really ceases to exist.

Overall it can be said that Indian citizens have been voting diligently, but one cannot say the same with complete confidence about the performance of those who have been elected. However, to be fair to the elected representatives, it has to be understood that a standard scale for mapping their performance based largely on constitutional parameters is absent. Hence, the attempt in this initiative of the Praja Foundation Team is to establish the scale – the matrix for ranking performance of the elected representatives.

The evaluation scale is made to be very fair and deserves the prompt and sincere attention of all those who consider themselves stakeholders of what truly is the largest and most vibrant democracy of the modern world.

B. G. Deshmukh: IAS (Retd.) former Cabinet Secretary, GOI; Former chairman, Praja Foundation (*Excerpt from Praja’s Mumbai MLA Report Card 2011*)

V.2 Understanding Report Card

The Report Card covers the working and performance of the 227 elected Municipal councillors of Mumbai for a period of one year (April- March). It gives to the citizens, elected representatives, political parties and the government valuable feedback on the functioning of the elected representatives, political parties and the government. It helps set standards and bench marks of the performance of the elected representatives not only in Mumbai but across the country.

V.3 The Matrix- Scale of Ranking

The Matrix for measuring the functioning of the Municipal councillors has been designed by Praja with inputs from reputed people with sectoral knowledge in governance, social science, market research, media.

In order to design the research and get the desired output, it was important to answer the following two questions:

- a. On what parameters should the performance of Municipal councillors be evaluated?
- b. How should the research be designed in order to represent areas of each Municipal councillors and meet the right people?

For the first question; The Indian Democracy functions on rules and strictures laid down in The Constitution of India adopted on the 26th November, 1949. The constitution has been amended on numerous occasions and various acts have been passed and adopted by subsequent assemblies to strengthen the functioning of centre, state and local self-government institutions. All these acts/legislations with their base in the constitution give our elected representative needed powers for functioning; have built the needed checks and balances; and serve as the source of the terms of reference for the elected representatives on all aspects of their conduct as the people's representatives. Hence, the first parameter for evaluating the performance of Municipal councillors is based solely in the mechanisms and instruments and duties and responsibilities as led in the Constitution of India, in particular, the 12th Schedule of the Constitution that was introduced through the 73rd and 74th Amendments of the Constitution, and the Mumbai Municipal Corporation Act, 1888.

The Constitution itself derives its power from the free will of its citizens as also the document itself states that it has been adopted, enacted and given to themselves by the people. Hence the perceptions of the people who are represented by the elected

representatives are the other important, necessary parameter for evaluating the performance of the elected representatives (the Municipal Councillors). Thus, to answer the second question it is necessary to study people's perceptions of the Municipal councillors performance, who represent them from their respective constituencies.

The next few pages will elaborate the study design and details of the study conducted to judge the performance of Municipal councillors in Mumbai; But before we get into details, it is important to understand the sources of data and its broad usage in the ranking matrix.

The following information was required to judge the performance of each Municipal Councillor in the city:

1. Some of the tangible parameters like an elected Municipal councillors attendance in the Corporation and the Committee Meetings, the number of questions (issues) she/he has raised in the above forums (Corporation and Committee Meetings), importance of those questions, and utilization of funds allotted to him/her.
2. Some parameters on his/her background such as educational qualification, income tax records & criminal record (if any).
3. Some soft parameters like the perception/impression of the people in his/ her constituency, awareness about them, satisfaction with their work and improvement in the quality of life because of the Municipal Councillor.

Once the areas of evaluation were finalised, it was important to decide upon the methodology which would best provide the required information. Information mentioned in points 1 & 2 above was gathered from RTI & by means of secondary research. Municipal Councillor Scores have been derived out of maximum 100 marks with 70% weightage given to tangible facts about the Municipal Councillor. For the Information on the 3rd point a primary survey was conducted amongst the citizens in each constituency to evaluate the perceived performance of the Municipal Councillor. 30% weightage was given to perceived performance of Municipal councillors in the minds of common man.

The data used for points 1 and 2 has been collected from government sources:

- a. Election Department MCGM.
- b. Under Right to Information Act from Municipal Secretary, MCGM (MCGM Head Office and BEST).
- c. Under Right to Information Act from Assistant Engineer (Maintenance), MCGM (from all the 24 Administrative Wards of MCGM).
- d. Under Right to Information Act from Mumbai Police.

People's perception as per point 3 has been mapped through an opinion poll of people across the city of Mumbai by Hansa Market Research conducted through a structured questionnaire.

It is very important to understand here that the matrix is objectively designed and provides no importance to the political party of the representative or to any personal/political ideology.

Criminalisation of politics in the country has been growing since independence and is a phenomenon which if not checked now can destroy the democratic foundations of our nation. Hence personal criminal record related parameters pertaining to the elected representative are taken into consideration such as: their FIR cases registered against them as stated in the election affidavit; new FIR cases registered against them after being elected in the current term; and important pending charge sheets.

Scale for Performance for Councillors

Sr.	Indicator	Max %	Comments
1	Present		
A	Attendance in the Corporation and Committee Meetings	15	Refer Point 3a on page 39 for details.
B	Number of questions asked	10	Against Group Percentage Rank. 10 being the top most percentiles and so on to the lowest for 0.
C	Participation during discussion	5	Against Group Percentage Rank. 5 being the top most percentiles and so on to the lowest for 0.
D	Importance of questions asked by issues raised in the question	18	Refer Point 3d on page 41 for details
E	Issues raised compared to Citizen's Complaints	10	Refer Point 3e on page 41 for details
F	Total discretionary funds utilised during Financial year	5	Refer Point 3f on page 42 for details
	Total	63	

2	Past		
A	Education Qualification	1	A minimum of 10th Pass - 1; if not - 0
B	Income Tax	1	Possesing PAN Card - 1; if not - 0
C	Criminal Record	5	If the candidate has zero cases registered against her/ him, then 5; else as below: (1) Criminal Cases Registered excluding the following charges: Murder, Rape, Molestation, Riot, Extortion - 3 (2) Rest - 0
	Total	7	

Sr.	Indicator	Max %	Comments
3	Perception		Based on a opinion poll of people spread across different constituencies in the city of Mumbai
A	Perceived Performance	11	Score on Public Services
B	Awareness & Accessibility	5	Score on Awareness amongst people about their representative, their political party and ease of access to the representative
C	Corruption Index	7	Score on perceived personal corruption of the representative
D	Broad Measures	7	Score on overall satisfaction and improvement in quality of life
	Total	30	
4	Negative marking for new criminal cases registered during the year	-5	For any new FIR registered during the year.
5	Negative marking for chargesheet	-5	For any Charge sheet in a criminal case.
6	Negative marking for no annual pro-active disclosures by the elected representatives of Assets and Liabilities and Criminal record (*)	-5	This can be done on own website, newspaper, Praja website or any other source which should be announced publicly. Also marks would be cut for wrong disclosures in the above mentioned forums.
	Total	100	

(*) This negative parameter on proactive disclosures has not been applied. But as one the primary purpose of the Yearbook is to promote transparency amongst elected representatives, it is imperative that they proactively provide personal information on their personal annual economic status and to emphasise their probity in public life, they should share every year their updated criminal record.

2 Parameters for past records as per Affidavit

Parameters for Past Records are based on information in election affidavit that includes educational, criminal and financial records of Municipal Councillors. Total seven marks out of Maximum 100 marks are allocated for this parameter.

a. Education

If the elected representative has declared in his/her affidavit, education qualification as 10th pass or more then on the scale one mark is allocated, else zero marks are given.

As a developing 21st century country, basic modern education is an important criterion for human development. Even at lowest clerical jobs in the government, the government insists on a minimum educational level. Going by the same logic and the times, it is prudent that a similar yardstick be applied to our elected representatives. However, we also believe that the educational parameter should be given a minimal weightage in the overall scheme vis-a-vis other parameters, that are more crucial for judging performance of the elected representatives.

b. Income Tax

It is widely published and believed in India that annual income levels and wealth of those who are elected see a manifold increase in the few years when they represent. Marks are allocated for possessing a PAN card (one mark), as per the affidavit; else if not possessing a PAN card than zero marks are allocated.

c. Criminal Record

Criminalisation of politics is a sad reality. A significant number of elected representatives have a criminal record i.e.

1. they have FIRs registered against them;
2. charge sheets filled; and
3. even convictions given by the courts of law.

There is no excuse for not having moral probity in public life. It is the right of the citizens to have people representing them with no criminal records. Hence the scheme of ranking has into account marks for people with clean records:

1. Those with absolutely no criminal FIRs registered are given five marks.
2. Those with FIRs registered against, with cases containing the following charges: murder, rape, molestation, riot and extortion are given zero marks.
3. Those with other FIRs registered against, other than those mentioned in No. ii above, are given three marks.

We have negative markings as explained in No. 5 below for other parameters related to crime records like chargesheet.

Kindly note that allocating scoring for each individual case would have been complex, instead scoring for cases after them being categorised as above seemed more logical and hence number of individual cases are not of that important but the category of case needed for the scoring.

3 Parameters for Present Performance in the Corporation and Committee Meetings

In an indirect, representative democracy like India's, citizens elect their representatives so that they can represent them in the houses of legislation and deliberate on issues related to the citizens and form needed legislations under the guidelines of and using the mechanisms of the constitution. Thus it is very clear that the weightages in the performance scale have to be more biased to these functions of the elected representatives i.e. of Deliberation.

a. Attendance

The mandate given by citizens to the representatives is to attend the business of the respective legislative houses. It is hence prudent that the representatives attend 100% or near to 100% sessions of their respective houses. Hence the marking is based on percentage of attendance: 100% getting 15 while 0% getting zero.

However, in the MCGM a councillor is always a member of the Corporation and a particular Ward Committee, and apart from that some of the councillors are members of various committees viz:

- | | |
|---|--------------------------------------|
| 1. Standing Committee | 7. Public Health Committee |
| 2. BEST Committee | 8. Women and Child Welfare Committee |
| 3. Works (City) Committee | 9. Education Committee |
| 4. Works (Suburb) Committee | 10. Tree Authority Committee |
| 5. Improvements Committee | 11. Markets and Gardens Committee |
| 6. Law and Revenue and General Purposes Committee | |

Thus, it is understood that there can be two categories of councillors and they need to be allocated the 15 marks in different ways:

Councillor	Category A	Category B
Corporation General Body Meetings (GBM)	9	7
Ward Committee Meetings	6	4
Different Committee Meetings (mentioned above)	NA	4
Total	15	15

b. Number of Questions

There cannot be really a set benchmark for the right number of questions or issues that have to be asked by a representative. However given the range and complexity of issues that our country is facing, it is necessary for the representative to raise as many issues as they can, which are necessary for the citizens. Hence to stimulate the representatives to ask maximum number of questions the scale uses the percentile system for scoring.

Devices used for asking 'Questions' that have been considered in the marking:

1. Agenda Raised
2. Point of Order
3. Short Notice Question
4. Interpellation: Right to ask question under section 66 (A) of MMC Act
5. Discussion on urgent public matters under section 66 (B) of MMC Act
6. Asking statement from Municipal Commissioner under section 66 (C)
7. Notice of Motions
8. Proposal Raised
9. Urgent Business
10. Adjournment of meeting and business to be transacted at adjourned meeting
11. General discussion on budget estimation
12. Proposal for adjournment of debate or meeting and Amendments proposed
13. Amendment Proposal
14. Appeal

The marking for this section is out of a maximum 10 marks that the representative can get for being the person with the maximum number of questions asked. The marking here is done against Group Percentage Rank:

10 being the top most percentile and so on to the lowest for 0.

c. Participation during Discussion

Apart from raising a question or an issue, it is important that Councillors participate in the ensuing discussion either on the question raised by their fellow councilors or on proposals received by the Municipal Commissioner. These discussions are noted in the General Body Meeting along with the Councilor's name. We have taken this data through RTI (Right to Information) and allocated markings out of a maximum 5 marks that the representative can get for being the person with the maximum number of times they have participated in the discussions:

5 being the top most percentile and so on to the lowest for 0.

d. Importance of questions asked by issues raised in the question

The duties of the Municipal Corporation are laid down precisely under the Mumbai Municipal Corporation Act, 1888. They are further divided into Obligatory duties (Section 61, 62) and Discretionary duties (Section 63). The Obligatory duties include issues related to roads, water supply, sewerage, buildings, disaster management, municipal properties, primary education, health, renaming of roads, etc. are covered. The Discretionary duties include issues related to slum development, open spaces, gardens, road transport, energy, electricity, water bodies (dams, irrigation), community halls/ temples, etc.

In the present scale, we have culled out certain services from the Obligatory duties that are essentially civic in nature and where the MCGM has monopoly for delivery of these services to the citizens of Mumbai. The issues that can be raised on these services are related to subjects such as drainage, roads, water supply, solid waste management, etc.

Apart from these issues, an councillor can raise subjects that are not under the direct purview of the corporation but are covered by the state and central governments. Such as, crime, foreign affairs, agriculture, animal husbandry, MMRDA (Mumbai Metropolitan Regional Development Authority), etc.

Based on the above classifications the weightages for the quality/ importance of the questions has been designated as below from the total marks out of 100 in the overall scale:

Issues/Duties	Marks
Obligatory	8
Discretionary	6
Civic (Obligatory)	3
State/Central	1
Total	18

e. Issues raised compared to Citizen Complaints

MCGM has developed a system for tracking, recording citizen complaints. These complaints are maintained under the Centralised Complaint Registering System (CCRS). They are registered into a software platform where they are classified into different categories by departments and the nature of the complaint such as drainage, road, water supply, colony officer, building, etc. As citizens' representatives, it is expected that Municipal councillors also ask questions or raise issues to resolve citizens issues (complaints). Hence the current parameter is based on comparing issues raised by councillors related to the citizen complaints based on the RTI information procured related to the data maintained by CCRS. The departments of MCGM that are covered under this criteria are as follows: Buildings,

Colony officer, Drainage, Estate, Garden, License, MCGM related, Pest control, Pollution, Roads, Shop and Establishment (S & E), Solid Waste Management (SWM), Storm Water Drainage, Toilet and Water Supply.

A maximum of 10 marks have been allocated for this parameter.

f. Utilisation of Discretionary Funds Utilised in Financial year

Municipal councillors get a total of Rs. 60 lakhs in every financial year. This fund they can spend as per their discretion on certain specified development work in their constituencies. It is necessary that the funds are utilised in a planned phased manner to achieve optimal results. Hence, the marks given are based on percentage of the funds utilised out of the maximum Rs. 60 lakhs for the financial year:

- | | |
|--|-----------------------------|
| 1) 100% (or more) to 91% - five marks; | 2) 90% to 76% - four marks; |
| 3) 75% to 61% - three marks; | 4) 60% to 51% - two marks; |
| 5) 50% and below - zero marks. | |

4 Parameters for People's Perception as per opinion Poll

Since perceived performance was given a weightage of 30 points, we divided it further in to four broad areas in order to evaluate the performance in detail. All these four areas were given differential weightage based to the importance in defining the Municipal Councillors performance. The weightages were divided in the following scheme:

- Perception of Public Services (impression of the people about the facilities in the area) was given a weightage of 11 points,
- Awareness & Accessibility of the Municipal Councillor was given a weightage of 5 points,
- Corruption index was given a weightage of 7 points and
- Broad overall measures were given a weightage of 7 points

The rationale for giving the above scoring points was to give more importance to the key issues like facilities in the area & corruption as compared to Municipal Councillor being aware and accessible or overall feel of the people being positive. This is because we believe that scoring positively overall or being popular is actually a function of your work in different areas. Hence, these areas should be given more importance than the overall satisfaction. Moreover a blanket overall performance for an individual may be good but when interrogated deeply about different traits the positives and negatives can be clearly pointed.

The next step after assigning weightages to government's four broad areas was to

make sure that facilities which come under local jurisdiction to get more importance than the ones which come under the state or central government's jurisdiction. Hence the weightage for Perception of Public Services was further divided into a hierarchy of 3 levels to meet the desired objective.

Level 1 included facilities which are more critical to local government whereas Level 3 included facilities that are more critical to state government.

- **Level 1** – This level included areas like Condition of Roads, Traffic Jams & Congestion, Availability of public gardens, Availability of public transport facilities, Water Supply, Water logging problems & Cleanliness & Sanitation facilities. It was given a weightage of 6 points.
- **Level 2** – This level included areas like Hospitals & other Medical facilities & Appropriate Schools & Colleges. It was given a weightage of 4 points.
- **Level 3** – This level included areas like Power Supply, Instances of Crime, Law & Order situation. It was given a weightage of 1 point.

Research Design:

- A Municipal Councillor is a representative elected by the voters to over see the functioning of the ward.
- Winner of elections in each ward is termed as a Municipal Councillor and has the power to manage the functioning of the ward.
- This division helps to provide clear delegation of responsibilities at the ground level.
- Since, our study focused on evaluating the performance of Municipal Councillors it was necessary to cover and represent all the wards to which each of these Municipal Councillors belonged.
- Hence, we decided to cover a sample from each ward. We decided to cover all the 227 municipal wards equally, with a sample of 100 in each ward.
- The initial total sample for the study covered: 227 municipal wards x 100 respondents = 22700 respondents.
- Next step was to define the target group for the study. We finalised on covering within each ward:
 - Both Males & Females
 - 18 years and above (eligible to vote)
- Once the target group was defined, quotas for representing gender and age groups were set.
- The quotas were set on the basis of age and gender split available through Indian Readership Study (Large scale baseline study conducted nationally by Media Research Users Council (MRUC) & Hansa Research group for Mumbai Region.
- The required information was collected through face to face interviews with the help of structured questionnaire.

- In order to meet the respondent, following sampling process was followed:
 - 100 interviews were conducted in each municipal ward.
 - 2 – 3 prominent areas in the ward were identified and the sample was divided amongst them. These areas were mainly crowded areas such as market place, railway stations, malls etc.
 - Respondents were intercepted in these areas and the required information was obtained from them.
- Sample composition of age & gender was corrected to match the universe profile using the baseline data from IRS. (Refer to weighting paragraph on next page)

Parameters of Evaluation:

While deciding the parameters of evaluation for a Municipal councillor, we decided to capture the information on four important aspects. These were as follows:

- Impression of the people about different facilities in his/her area
 - Condition of Roads
 - Traffic jams & Congestion of roads
 - Availability of public gardens/open playgrounds
 - Availability of public transport facilities like Auto, Taxis & Buses
 - Availability of food through ration shops
 - Hospitals and other medical facilities
 - Appropriate schools and colleges
 - Power Supply
 - Water Supply
 - Water Logging during rainy season
 - Pollution problems
 - Instances of Crime
 - Law & Order situation
 - Cleanliness & Sanitation facilities
- Awareness & Accessibility of the Municipal councillor
- Perception of corruption for Municipal councillor
- Broad overall measures like overall satisfaction with Municipal councillor & improvement in quality of life because of Municipal councillor.

c. Illustration of Scorecard for an Municipal Councillor

Below is an illustration of scorecard for a Municipal councillor which will help us to understand the scoring pattern:

S. N	Parameters	Broad groupings Scores	Scores	Max. Score
1	Recall for party name to which the Municipal councillor belongs	Awareness & Accessibility	77	100
2	Recall for Name of the Municipal councillor	Awareness & Accessibility	77	100
3	Accessibility of the Municipal councillor	Awareness & Accessibility	69	100
4	Satisfaction with the Municipal councillor	Broad overall measures	59	100
5	Improvement in Lifestyle	Broad overall measures	69	100
6	Corruption	Corruption Index	72	100
7	Power Supply	Impression of people - Level 3	67	100
8	Instances of Crime	Impression of people - Level 3	57	100
9	Law & Order situation	Impression of people - Level 3	61	100
10	Availability of food through ration shops	Impression of people - Level 1	61	100
11	Pollution problems	Impression of people - Level 1	56	100
12	Hospitals and other medical facilities	Impression of people - Level 2	67	100
13	Appropriate schools and colleges	Impression of people - Level 2	68	100
14	Condition of Roads	Impression of people - Level 1	58	100
15	Traffic jams & Congestion of roads	Impression of people - Level 1	57	100
16	Availability of public gardens/open playgrounds	Impression of people - Level 1	62	100

S. N	Parameters	Broad groupings Scores	Scores	Max. Score
17	Availability of public transport facilities like Auto, Taxis & Buses	Impression of people - Level 1	59	100
18	Water Supply	Impression of people - Level 1	62	100
19	Water Logging during rainy season	Impression of people - Level 1	56	100
20	Cleanliness & Sanitation facilities	Impression of people - Level 1	59	100

Scores of Netted Variables

Sr.N	Netted Variables	Weightage Assigned	Scores	Max. Score
1	Awareness & Accessibility	5	74	100
2	Broad overall measures	7	64	100
3	Corruption Index	7	72	100
4	Impression of people - Level 1	6	59	100
5	Impression of people - Level 2	4	68	100
6	Impression of people - Level 3	1	62	100

Weighted Final Scores

Perceived performance score of the Municipal councillor = $((5*74) + (7*64) + (7*72) + (6*59) + (4*68) + (1*62))/100 = 20.1$ out of 30
 This score was further added with the performance on hard parameters and a composite score for each Municipal councillor was derived.

Weighting the data

When conducting a survey, it is common to compare the figures obtained in a sample with universe or population values. These values may come from the same survey from a different time period or from other sources.

In this case, we compared the age & gender compositions achieved in our survey with the similar compositions in IRS study (Indian Readership Survey). In the process, minor deviations for demographics were corrected.

Hence, weighting not only helped us to remove the demographic skews from our sample data but also ensured that the representation of demography was correct.

5 Parameters for Negative Marking

Negative marking for new FIR cases registered

If there has been a new FIR registered against the elected representative after his election then this happens to be a matter of concern; and hence out of the marks earned by the representative, five marks would be deducted.

Do note that in the process of allocating marks does not take into account number of new criminal FIR cases, but simply takes into account even a single occurrence for allocating marks based on the severity of the crime.

Negative marking for Charge Sheet registered

A charge sheet signifies prima facie evidence in the case. This is again a serious concern for moral probity of the representative. Hence out of the marks earned by the representative, five marks would be deducted.

Do note that in the process of allocating marks does not take into account number of criminal charge sheets, but simply takes into account even a single occurrence for allocating marks based on the severity of the crime.

Negative marking for no annual pro-active disclosures by the elected representatives of Assets and Liabilities and Criminal record

As per the election commission norms the candidate standing for elections have to file an affidavit detailing amongst other things, their own asset and liabilities and criminal records. The candidate who gets elected later, does not share this information with his constituency or the election commission until and unless he/she stands for re-election or for a new election on different seat or post. However given the need of the time, we feel that it is necessary that the elected representatives proactively make their assets and liabilities (income status) and criminal records available to their constituencies at the end of every financial year when they are representing. This can be done through Newspapers or other Public Medias or through their own Websites or through Praja Website. This will bring larger transparency.

Section VI – Suggested Reading & Bibliography

- a) www.praja.org
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About Praja

Praja is a non-partisan organisation working towards enabling accountable governance since 1999. Praja empowers citizens to participate in governance by providing knowledge and perspective so that they can become politically active and involved beyond the ballot box. It undertakes extensive research and highlights civic issues to build the awareness of, and mobilize action by the government and elected representatives (ERs).

THE PROBLEM

Praja believes that uninformed and disengaged ERs and administration, rather than existing systems or policies, are responsible for the lack of good governance. There is a paucity of tools to facilitate effective interaction between citizens and the local government.

PRAJA's RESPONSE

Praja conducts data driven research and provides information on civic issues to citizens, media, and government administration and works with ERs to identify and address inefficiencies in their work processes, bridge the information gaps, and help them in taking corrective measures.

HOW DID IT EVOLVE?

1999: Praja, along with the Brihanmumbai Municipal Corporation (BMC), created Mumbai's first Citizen Charter

- 2003: Teamed up with BMC and built its citizens' grievance redressal mechanism, the Online Complaint and Management System (OCMS), and conducted complaint audits in the ensuing years
- 2005: Published Mumbai Citizen's Handbook to demystify governance in Mumbai; About 2 lakh copies distributed
- 2008: Initiated Praja Dialogue; launched CityScan, an online collation of extensive data on civic and security Issues In Mumbai; Published councillor handbook; and annual report cards on MLAs, and councillors
- 2014: Conducted workshops with ERs, educating them on policies and roles; started the Delhi Chapter to replicate the model developed In Mumbai
- 2016: Launched MLA and Councillor Report Cards in Delhi

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-  [prajafoundation](https://twitter.com/prajafoundation)
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