

### Mumbai Municipal Councillors Handbook 2012





Founded in 1998, the Praja Foundation is a non-partisan voluntary organization which empowers the citizen to participate in governance by providing knowledge and enlisting people's participation. Praja aims to provide ways in which the citizen can get politically active and involved beyond the ballot box, thus promoting transparency and accountability.

Concerned about the lack of awareness and apathy of the local government among citizens, and hence the disinterest in its functioning, Praja seeks change. Praja strives to create awareness about the elected representatives and their constituencies. It aims to encourage the citizen to raise his/her voice and influence the policy and working of the elected representative. This will eventually lead to efforts being directed by the elected representatives towards the specified causes of public interest.

The Praja Foundation also strives to revive the waning spirit of Mumbai City, and increase the interaction between the citizens and the government. To facilitate this, Praja has created www.praja.org, a website where the citizen can not only discuss the issues that their constituencies face, but can also get in touch with their elected representatives directly. The website has been equipped with information such as: the issues faced by the ward, the elected representatives, the responses received and a discussion board, thus allowing an informed interaction between the citizens of the area.

Praja's goals are: empowering the citizens, elected representatives & government with facts and creating instruments of change to improve the quality of life of the citizens of India. Praja is committed to creating a transparent, accountable and efficient society through people's participation.

The Praja team has been very much encouraged by the reception to the first volume of the Municipal Councillor Handbook and the feedback that we received from councillors and party heads across party lines. The second volume is borne out of not only the efforts of the Praja team and particularly the efforts of Ms. Mrudul Joshi (former Municipal Secretary, Mumbai); Mr. P. C. Pisolkar (former Municipal Chief Auditor, Mumbai); and UDRI (Urban Design Research Institute) but more importantly is a product of the feedbacks that we have been receiving from various councillors both who have been re-elected as well as those elected for the first time.

This volume hence is focussing only on three most critical tools that the municipal councillor can use to create Mumbai of our dreams:

- 1. Become an effective legislature the key to it lays in clear understanding and apt use of the Corporation Procedure Rules and the devices to raise issues.
- 2. Allocating Resources through appropriate budgetary allocations and monitoring its right usage.
- Envisaging the future needs and providing for those through open, equitable and efficient Development Planning.

These are precisely the three areas where this volume will be focussing on. We welcome you to refer to this book whenever required. Also kindly do feel free to contact the Praja team for more related information (phone: 6525 2729; email: info@praja.org).

#### Supported by

Fridret Museum<br/>STIFTUNG FÜR DIE FREIHEITNarotam Sekhsaria FoundationFord FoundationMadhu Mehta Foundation

#### The Team

**Board of Trustees and Advisors to Praja** 

1.00

Nitai Mehta Managing Trustee, Praja Foundation; Entrepreneur Sumangali Gada Founder Trustee, Praja Foundation; Entrepreneur K. M. S. (Titoo) Ahluwalia Former Chairman & CEO A,C. Nielsen ORG-MARG **Dr. Suma Chitnis** Social Scientist & former Vice Chancellor, SNDT University Julio Ribeiro IPS (Retd.), former Commissioner of Mumbai Police **D M Sukhtankar** Former Municipal Commissioner, Mumbai and former Chief Secretary, Government of Maharastra Dr. C. R. Sridhar Market Research Professional Anuj Bhagwati Entrepreneur **Rajan Mehra** Entrepreneur Vinay Sanghi Entrepreneur Vivek Asrani Entrepreneur **Iris Madeira** Education Consultant, Board of Advisor's Centre for Civil Societv Juju Basu Advertising Professional Jamal Mecklai Foreign Exchange Consultant Vipul Ambani Banking Sonali Shahpurwala Banker Shekhar Ghosh PR Advisor, Praja Foundation





#### Praja Team

Milind Mhaske Project Director Priyanka Sharma Project Manager **Ameya Phadke** Sr. Translation Officer **Balwant Kirar** Project Co-ordinater **Dakshata Bhosale** Data Entry Operator **Devank Gurav** Data Entry Operator **Diksha Redkar** Data Checker **Dilip Tambe** Chief Translator **Eknath Pawar** Senior Data Collection officer **Kaustubh Gharat** Project Co-ordinater **Milind Redkar** Data Collection officer Nilam Mirashi Jr. Data Analyst Nitin Mirashi Admin & Accountant Shraddha Parab Data Checker Vipul Gharat Sr. Data Entry Officer Harshada Gundaye Data Entry Operator Sumit Pawar Office Assistant

# **BLANK PAGE**

#### Index

I. Corporation Procedure Rules	1					
A. Introduction	1					
B. Devices for asking questions/raising issues: at a glance	2					
C. General Rules during a meeting	19					
II. Municipal Budgeting	25					
A. Introduction	25					
B. Budget Preparation, Implementation and Monitoring						
C. Municipal Resource Mobilisation	33					
III. Mumbai Development Plans 2014-34	35					

# **BLANK PAGE**



#### A. Introduction

Corporation Procedure Rules and Regulation (CPR) 2012, has just been reprinted with few changes. Praja Foundation with the help of Ms. Mrudul Joshi (former Municipal Secretory) and CPR -2012 has come up with a short table format presentation of the Devices in this Volume of Handbook. This is a simplified version of the Devices which can be used by the MCGM Councillors to raise their issues in the house and different committees.

Please see CPR -2012 book for more details, as this handbook is only giving pointers for each device

 $\odot$ 

Type of Question	•	Short Notice Questions
Duration the question needs to be submitted	_	2 hours before House/meetings
To whom the Questions to be Submitted/ address to		Mayor/ DY-Mayor in their absence to the MS ( 2 Copies)
How many Ques to be asked at one time		1 question
Quorum of the House/ meeting		NA
Content of the questions		Urgent Civic Importance
How many issues can be asked under one question		1 issue
Votes/discussion/ad journ in raised question		No discussion
Time period for the discussion		Total raised in 15 min
Authority to increase the Time period for the discussion		Only Committee chair person / or Mayor
<b>Reply to the question</b>		Within the meeting
Any other details		If the councilor is absent the matter is dropped.
For more see CPR book Page no		8

 $\odot$ 

Type of Question	2	Interpellation : Right to ask questions 66A
Duration the question needs to be submitted	$\left  - \right $	Not less than 7 clear days'
To whom the Questions to be Submitted/ address to	—	Municipal Secretary (hence forth MS)
How many Ques to be asked at one time		3 question
Quorum of the House/ meeting	-	NA
Content of the questions	_	A councilor may question the Commissioner who shall answer any question concerning or connected with the administration of this Act or the municipal government of [Greater Mumbai]
How many issues can be asked under one question	$\left  - \right $	NA
Votes/discussion/ad journ in raised question	$\left  - \right $	Discussion not allowed
Time period for the discussion	$\left  - \right $	Total raised question to be finished with in half an hr.
Authority to increase the Time period for the discussion	$\left  - \right $	NA
Reply to the question		Within 3 month
Any other details		
For more see CPR book Page no		43

 $\odot$ 

Type of Question	B	Discussion on Urgent Public Matters 66B. ( Only in House)
Duration the question needs to be submitted	-	72 Hour before
To whom the Questions to be Submitted/ address to	—	To MS a notice is given for the discussion
How many Ques to be asked at one time	-	One in onetime
Quorum of the House/ meeting	$\left  - \right $	NA
Content of the questions	$\left  - \right $	A matter of urgent public/ civic importance to the Municipal Secretary
How many issues can be asked under one question	$\left  - \right $	One
Votes/discussion/ad journ in raised question	$\left  - \right $	There shall be no formal resolution or voting.
Time period for the discussion	$\left  - \right $	Total 66B will be given half an hr
Authority to increase the Time period for the discussion	$\left  - \right $	Only Committee chair person / or Mayor
Reply to the question	$\left  - \right $	Within the meeting/ no bounding to MC to Answer
Any other details	$\left  - \right $	If the councilor is absent the matter is dropped. If he wants to take it again the whole process needs to be followed.
For more see CPR book Page no	$\left  - \right $	10

0

Type of Question	4	Asking for statement from commissioner 66C
Duration the question needs to be submitted	—	1 hr before
To whom the Questions to be Submitted/ address to	—	To mayor
How many Ques to be asked at one time		Not more than two such matters shall be raised at the same sitting
Quorum of the House/ meeting	-	NA
Content of the questions	-	Urgent matter relating to the administration of the Corporation
How many issues can be asked under one question	-	NA
Votes/discussion/ad journ in raised question		Statement to be made by the Commissioner
Time period for the discussion	-	15 min
Authority to increase the Time period for the discussion		NA
Reply to the question		Within the meeting
Any other details	<u> </u>	
For more see CPR book Page no		11

 $\odot$ 

Type of Question	5			of Motions(NOM) ay is fix for NOM)	
Duration the question needs to be submitted	-	3 Clear Days before ( to come in agenda 15 clear days and for supplement 3clea Days)			
To whom the Questions to be Submitted/ address to	-	Written notice of the same to the municipal secretary			
How many Ques to be asked at one time	-	3 NOM			
Quorum of the House/ meeting	-	NA			
Content of the questions	-	meeting to bring forward other than any questions 66A] or to make any proposition, which is specified in the notice of The Notice of Motions sho to a general matter. The		ouncilor who desires at any oring forward any business ny questions under section make any substantive which is not already the notice of such meeting f Motions should be related matter. They should not any particular area, should rest of public.	
How many issues can l under one question	be	asked	-	NA	
Votes/discussion/adjo raised question	otes/discussion/adjourn in ised question			NA	
Time period for the discussion		-	NA		
Authority to increase the Time period for the discussion		-	NA		
Reply to the question			-		
Any other details		_	-		
For more see CPR boo	k I	Page no		14	

3. Devices for askin	ng que	es	stions/raising issues: at a glance	
Type of Question	-	6	- Urgent Business	
Duration the question needs to submitted	be	-	NA	
To whom the Questions to be Submitted/ addre to	ss	-	NA	
How many Ques to be asked at one ti	o me	-	NA	
Quorum of the House/ meeting	-	-	Three-fourths of the present that time in the house	
Content of the questions				
How many issues can be asked unde one question	er -	-	NA	
Votes/discussion/ adjourn in raised question	-	-	Voting	
Time period for th discussion	e	-	NA	
Authority to increative the Time period for the discussion		-	NA	
Reply to the quest	ion	-	NA	
Any other details	-	-	Any UB remaining undisposed of for a continuous period of 3 months, after its circulation shall be entered by MS on the agenda for the next monthly meeting of the corporation,	
For more see CPR book Page no	-	-	16	

-0

Type of Question	7	Adjournment motion and the Siplicitor (urgently raised and unanimously pass) (Not for ward committee)
Duration the question needs to be submitted	-	At least half an hour before
To whom the Questions to be Submitted/ address to	-	Mayor / Deputy Mayor or Municipal Secretary
How many Ques to be asked at one time	-	2
Quorum of the House/ meeting	-	Majority of the house to be mentioned
Content of the questions	-	Urgent civic matter or in suchmatters causing problem to citizens in an area, which has been repeatedly raised butremained ignored by the concerned officials or Regional Officer.
How many issues can be asked under one question	-	NA
Votes/discussion/ad journ in raised question	-	Discussion and Voting
Time period for the discussion	-	
Authority to increase the Time period for the discussion	-	NA
Reply to the question		NA
Any other details	-	
For more see CPR book Page no	-	28

-0

Type of Question	-8-	Point of Orders
Duration the question needs to be submitted		The Point of Order can be raised whilea subject is being discussed in the house, provided it is related to that subject.
To whom the Questions to be Submitted/ address to		Committee chair person / or mayor
How many Ques to be asked at one time	—	NA
Quorum of the House/ meeting	-	NA
Content of the questions		The councilor in order to bring any serious incident in his/her constituency to the notice of the house can raise.
How many issues can be asked under one question	—	NA
Votes/discussion/ad journ in raised question	—	Chair person or mayor
Time period for the discussion	$\left  - \right $	
Authority to increase the Time period for the discussion	—	Only Committee chair person / or Mayor
Reply to the question		In the Meetings only
Any other details		
For more see CPR book Page no	$\left  - \right $	24

 $\odot$ 

Type of Question	-9	)-	Α	mendments proposed
Duration the question needs to be submitted	-		ır b it or	efore/ The Amendment is to be given at the beginning of
To whom the Questions to be Submitted/ address to	-	Mayo then		Y-Mayor if they are not there MS
How many Ques to be asked at one time	-	1		
Quorum of the House/ meeting	H	Major	ity	of the house to be Mentioned
Content of the questions	_	When the Councilor has any objection about a topic on the meeting agenda, if s/hethinks it is inadequate, s/he can present notice to the Administrative office forAmendment in order to reconsider the topic. If a councilor wants to present an Amendment, it is customary that s/he is allowed to speak first.		
How many issues can asked under one quest		n	_	A member can present or second only one Amendment on a topic.
Votes/discussion/adjo raised question	our	n in	-	Discussion and vote both happens
Time period for the discussion			-	
Authority to increase t Time period for the discussion	he		_	NA
Reply to the question			-	Reply by MC
Any other details			—	
For more see CPR boo no	k P	age	-	27

-0

Type of Question	-1	Proposal raised/agenda raised/ letter to raise issues
Duration the question needs to be submitted	-	7 clear days before (to come in agenda 15 clear days and for supplement 3clear Days)
To whom the Questions to be Submitted/ address to	-	Mayor/ DY-Mayor if they are not there then with MS
How many Ques to be asked at one time	-	As many
Quorum of the House/ meeting	-	NA
Content of the questions	_	It is when a Councillor wants to raise any agenda or question he /she write a letterfor the same. So it appears in the agenda for discussion in the meeting.
How many issues can be asked under one question	-	NA
Votes/discussion/ad journ in raised question	-	Discussion
Time period for the discussion	-	NA
Authority to increase the Time period for the discussion	-	Only Committee chair person / or Mayor
Reply to the question	-	
Any other details	-	
For more see CPR book Page no	-	

 $\odot$ 

Type of Question	•	General discussion on Budget estimation
Duration the question needs to be submitted	$\left  - \right $	NA
To whom the Questions to be Submitted/ address to	—	NA
How many Ques to be asked at one time		NA
Quorum of the House/ meeting	-	NA
Content of the questions		After the budget is presented by the municipal commissioner, the councillors movechanges in the presented budget. They are followed by discussions and then thebudgets are approved in the House ( GBM) .
How many issues can be asked under one question	$\left  - \right $	NA
Votes/discussion/ad journ in raised question	$\left  - \right $	NA
Time period for the discussion	$\left  - \right $	NA
Authority to increase the Time period for the discussion	$\left  - \right $	Only Committee chair person / or Mayor
Reply to the question		
Any other details		
For more see CPR book Page no	$\left  - \right $	24



То

The Mayor

Respected Sir / Madam

I would like to present following Short Notice questions in the forthcoming General Body Meeting and request the Commissioner to present the answers;

1) Is it true that Mumbai city is in the grips of Swine Flue epidemic?

2) How many patients are under treatment in Kasturaba Hospital and other Hospitals in Mumbai? How many patients succumbed to death?

3) Has the indigenously developed vaccine arrived in Mumbai and is being used for exterminating the epidemic?

4) What measures are taken to provide appropriate treatment within Municipal Hospitals in Mumbai?

5) Are imported drugs being administered for the treatment in Municipal Hospitals? In yes, name the drugs?

Please provide detailed information.

Sincerely



То

The Mayor MCGM Mumbai 400001

Respected Sir / Madam

As per Section 66 (C) of Mumbai Municipal Corporation Act, this is my humble request to ask the Municipal Commissioner to provide necessary explanation on following matter and present it in the forthcoming GB meeting : -

A construction work is underway opposite Vishvashati Industry, Vishvashati Nagar, S. N. Road, Anand, in which the drainage pipelines are completely covered. Has the developer received due permission to cover the drainage line? If yes, please give the date and number of the work order. How the work to clean and clear the covered pipe line will be taken up in future?

I request you to direct the Municipal Commissioner to present answers to above queries in the coming GB meeting.

Sincerely



#### Proposal for adjournment of the meeting

Presented by \_\_\_\_\_ on 20 June 2009

"The land plot in Ward in Anand, Survey No. 93, Section 3, Land no. 1097 is reserved for the purpose of primary school. However it has been encroached by some slum dwellers since past few years. By presenting address proofs of the nearby Aditya Apartment these slum residents have procured citizenship documents such as photo passes, ration cards, voter's ID and amenities like electricity connections. Even some foreign / non-Indian residents have received voter's cards. This shows serious lapse in verification process. For all these reasons, the owner of the said land plot wrote a request letter to concerned Municipal Councilor to remove the unauthorized houses on the plot. The Councilor is following up the matter and has raised it in the Ward meeting as well as in the meeting with Municipal Commissioner. As a result, the unauthorized slums were pulled out. However, after this action, the Human Rights Commission issued a notice against the Councilor. Despite doing lawful action the Councilor is facing an enquiry. And the illegal residents have taken the shelter on the nearby footpath. In this context, this meeting should be adjourned for 10 minutes, in order to draw attention of the Human Rights Commission and the Municipal Administration towards the facts and to express protest against the concerned Department, whose lax functioning gave rise to unauthorized settlement."



#### N Ward Committee, MCGM N Ward Committee Office Mumbai 23 April 2012

Monthly meeting of N Ward Committee will take place at 11 am on 27 April 2012 in the N Ward Office, Anand, Mumbai 400077, to deliberate on following subject and any other subjects introduced by members with due procedures: -

1. With reference to letter (in Marathi) by Shri./Smt.------, Councilor and Chairperson of N Ward Committee dated 9 April 2012 : -

Subject: The road from Narsingh Mehta Marg from New Maneklal Estate to Aashapura Building in 'N' Ward be named as 'Anandji Marg'

I request that the road from Narsingh Mehta Marg from New Maneklal Estate to Aashapura Building in 'N' Ward be named as 'Anandji Marg'.

2. Born in Anadsar, a village from Kutch region, Shri. Anandji came to Mumbai at the age of 12 years. He settled and lived in Mumbai for almost 60 years. He started with a small scale business and later expanded it through his grit and hard work to become a reputed name in the construction business. Philanthropic at his heart, he not only helped people in his Kutch community, but also people from other communities. He was head of several social and cultural organisations such as Shri Gav Anandsar Mumbai Samaj, New Maneklal Navaratrotsay, Shri Laxmi Narayan Pran Pratishtha Mahotsay Sankalan Samiti etc. He was deputy head of the New Maneklal Association in Ghatkopar and was also actively involved in several other social organisation in various capacities. He was well connected with people across social groups and was continuously engaged in social and religious activities. So, I request the above mentioned road be named after the name of this great social worker – 'Anandji Marg, so that he and his work will be remembered forever.



Public Health Committee Date – 19 April 2012

Point of Order – (1) –

has raised a Point of Order and stated that Lotus Colony area in her Ward is predominantly a slum area. Malaria epidemic has broke out in this area due to proliferation of mosquito. However, the administration is not paying the required attention. She further informs that the Ward has one Health Center but it is poorly staffed and there are no medicines available. Patients are unable to access required treatment and facing lot of inconveniences. Similarly, the percentage of medicine is too low in the medicine sprayed in the area. It has more kerosene and diesel content, hence the spraying proves ineffective to contain Mosquito spread. Hence the administration should look into the matter and take necessary measures at earliest. Shri./Smt. has requested the chairperson to give decision on the point of order submitted by her.



#### **Respected Sir / Madam**

I would like to ask the following Short Notice Question in the forthcoming GB meeting :

1) Total number large lakes and ponds, like Tulasi, Vihar, Pawai etc. within Mumbai city and suburbs?

2) What is the expenditure done or allotted for renovation of Tulasi, Vihar, Pawai and Bhatsa lakes? When the work will get complete?

3) Is it true that some of the land in the vicinity of these lakes has been given on rent to private owners? In yes, in which places? Are these land lease going to continue in future? If yes, for how many years?

Thank you

Sincerely

Name Of the	Number of	Quorum	Time of
Committee	Members		Circulation
GBM	227 Councillors	One-fifth of the whole number ofcouncillors the meeting will adjourn to some other day.	At least 7 clear days notice shall ordinarily be given for every meeting.

#### **Statutory Committees**

Ward Committee	The Councillors representing the electoral wards within the territorial area of theWards Committee.	One third of the Members	3 days prior to the meeting
Standing Committee	27 Councillors including the Chairman	Quorum of 9 Members	3 days prior to the meeting
BEST Committee	17 members (At least one person should be councillor)	Quorum of 7 Members	3 days prior to the meeting
Improvement Committee	26 members including the Chairman	Quorum of 9 Members	3 days prior to the meeting

Time and date of the meeting	Areas of Functioning
weekly	The Corporation meets for the dispatch of business in the municipal head office and shall from time to time, make such regulations with respect to the summoning notice, place, management and adjournment of such meeting and generally with respect to the mode of transacting and managing the business of the Corporation including the submission, asking and answering under Sec.66A, as they think fit (under Sec.36

-0

Monthly	Speedy redressal of common grievances of citizens, connected with local andessential municipal services like water supply, drainage, sanitation and stormwater disposal.
Weekly	The Standing Committee meets for the dispatch of business in the chief municipal office and may, from time to time, make such regulations with respect to such meetings and with respect to the scrutiny of the municipal account as they think fit, subject to the following conditions (Sec.49)
Once in a fortnight	The BEST Committee meets for the dispatch of business in the BEST Committee Meeting Hall, BEST Bhavan, Head Office, and can, from time to time makes such regulations with respect to such meeting {50 (D)(1)}
Monthly	The Improvements Committee meets for the dispatch of business in the municipal head office and can from time to time make such regulations with respect to such meetings as they think fit. (Sec. 49 I)

Name Of the	Number of	Quorum	Time of
Committee	Members		Circulation
Education Committee	26 members of whom 22 are Councillors and 4 are not Councillors	Quorum of 9 Members	3 days prior to the meeting

-0

#### Special Committees

Works Committee (City)	36 members	9 inclusive of the Chairman	3 days prior to the meeting
Works Committee (Suburban)	36 members	9 inclusive of the Chairman	3 days prior to the meeting
Public Health Committee	36 members	9 inclusive of the Chairman	3 days prior to the meeting

Time and date of the meeting	Areas of Functioning	
Monthly	MeetingThe Education Committee meets for the dispatch of business in the municipal head office and can from time to time make such regulations with respect to such meetings and to the management of Schools under their control, as they think fit (Section 50P)	

-0

Monthly	City Engineer's Department and question pertaining thereto. Engineer's Department and questions pertaining thereto.( areas only) Fire Brigade and questions pertaining thereto. Other questions affecting public safety. License Department so far as it enforces regulations in the interest of public safety.Ward Officer (Estate)'s Department and questions pertaining thereto. Inspection of Works.
Monthly	City Engineer's Department and question pertaining thereto. Engineer's Department and questions pertaining thereto. (areas only) Fire Brigade and questions pertaining thereto. Other questions affecting public safety. License Department so far as it enforces regulations in the interest of public safety.Ward Officer (Estate)'s Department and questions pertaining thereto. Inspection of Works.
Monthly	All questions relating to the King Edward VII Memorial Hospital and the Seth Gordhandas Sunderdas Medical College, Kasturba Hospital for infectious diseases, Medical Relief in the Municipal outdoor dispensaries, Medical and Nursing assistance to the poor in their homes Venereal Diseases Dispensaries, Anti Tuberculosis League and any Medical Institution to which monetary assistance is given by the Corporation. Health Department (including Street Cleaning, Conservancy, etc.) with the exception of questions pertaining to the Mechanical Branch so far as they fall within the province of the Works Committee.

c. General Rules during a meeting			
Name Of the Committee	Number of Members	Quorum	Time of Circulation
Law Committee	36 members	9 inclusive of the Chairman	3 days prior to the meeting
Women and Child Welfare Committee	36 members	9 inclusive of the Chairman	3 days prior to the meeting
Market and Gardens Committee	36 members	9 inclusive of the Chairman	3 days prior to the meeting
Tree Committee	13 Councillor Members and 10 Nominated Members	-	3 days prior to the meeting

Time and date of the meeting	Areas of Functioning
Monthly	All questions relating to interpretation and amendment of the Municipal Act and other Acts, Bye- laws, Regulations, Rules relating to all matters of Municipal Administration :Assessment and Collection Department,Election matters,Octroi Office,Accounts Department,License Department-questions relating to revenue obtained from licenses,All miscellaneous questions not falling within the purviews of any other Special Committees.
Monthly	Museums Swimming pools and Sport Complex. Maternity Homes, Health Posts, Family Planning, IPP V.Pre-Primary Education. Supply of Nutritious food in Municipal Primary Schools.Preventive Measures to control venereal disease.
Monthly	MeetingMarkets and Slaughter Houses Departments, Gardens Department.
Monthly	The Tree Authority helps in regulating the felling of trees and providing for planting of adequate number of new trees through Garden Department. On or before the 31st day of October every year Tree Authority prepares budget estimate and forwarded the same to the Corporation for their final approval.

-0

#### **II.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 our 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 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.



#### Definition of a 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.

#### **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.

#### B. 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.
- 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 at least cost. 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.
- 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

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

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 it's 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.

#### Section 63 A, B: Annual Environment Status Report

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.

#### A personal sharing

As per the Section 61 (A, B) in the Mumbai Municipal Corporation Act, MCGM is responsible for the protection and conservation of the forest areas and environment within the city. The Environment Department of MCGM functions under the purview of Department for Solid Waste Management and develops a status report every year to present the state of environment. This report covers environmental aspects, issues and concerns with regards to various developmental projects undertaken by various MCGM departments. It notes down specific measures taken by these departments to improve the state of environment is the preceding years and also presents their proposed programmes and schemes for the subsequent year.

I am most happy to present before the House the Environment Status Report of the Greater Mumbai for the financial year 2011 – 2012. Mumbai is a densely populated city and is estimated to have a population density of 39302 people per square km. Further the floating population that daily or at regular intervals commutes to and fro from Mumbai also poses a critical challenge. For instance, a number of people travel here for employment, which creates a pressure on basic civic amenities within the area. The ever growing population has also considerable impact on the situation of city's environment. Addressing needs of slum areas in the city and people below poverty line residing in these areas poses several challenges before the city administration.

The Disaster Management Cell has been set up in the MCGM head quarters in 1999 with a purpose to take pro active measures to minimize damage in the event of any disaster. The Cell is well equipped with advanced equipments and information technology that is appropriate for smooth coordination with other systems and for action to lessen intensity of possible harm and damage.

Mumbai city had total 20,35,051 registered vehicles upto March 2012. Also there is regular daily flow of vehicles from outside Mumbai and new registrations taking place every day. Thereby the number of vehicles is increasing, which leads to challenging problem like traffic congestion and air pollution.

In order to address this problem, the manufacturing companies have now employed innovative technology and developed fuel efficient engines such as Bharat III and Bharat IV. These advanced engines emit less carbon and other polluting matters. Process of setting up transportation facilities like Mono Rail and Metro Rail is also on. Citizens should also use their private vehicles judiciously and make more use of public transport facilities. Together this will contribute in minimizing pollution levels to considerable extent.

Efforts are also on to clear of silt from Mithi, other rivers and lakes in the city. This would help to prevent water clogging and flooding after heavy rains.

MCGM is also taking concrete efforts to achieve 100% sewage processing and management and also for proper solid waste management to minimize harmful emissions in its processing.

As the various projects will complete and the ongoing measures will take shape, I am confident that in couple of years citizens in Mumbai will get to live in a better environment. Here I would also like people to wary of challenges such as global warming and its consequences. The changing pattern and cycle of monsoon can be said to be an adverse outcome of this global phenomena. Natural disasters in this form or the other would become inevitable, if we now fail to take adequate care of the nature and environment around us.

Various measures will also be taken to revert environmental damage caused due to industries and pollution. For instance, concept of Green Apartments, Rain water harvesting, waste water recycling and management, innovative projects to save energy consumption, development of open spaces, improvement in public transport on priority basis, scientific methods for processing solid waste matters and conservation of mangroves. Once all these projects and programmes are properly and effectively implemented, we would achieve our dream to have 'Green Mumbai, Clean Mumbai and Pollution Free Mumbai'.

I hope consistent efforts like large scale drive for plantation would not only develop diverse flora and fauna but would also improve the environment in Mumbai.

I am sure the citizens in Mumbai will whole heartedly cooperate in this cause.

This note is copied from the Municipal Commissioner -Mr. Sitaram Kunte's 2012 Annual Environment Status Report.

# **Discussion in Ward Committee**

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.

# **Standing Committee**

- 1. Standing Committee shall frame budget subject to such modification and additions therein or thereto as they shall think fit.
- 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.

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

# Framing of Budget

(Note: `\*': Forward the copy thereof to the usual or last known local place of each councillor `\*\*': 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

Section 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. 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

Section 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.

# C. 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 Less
- 14. Maharashtra Tax on Building (Tax of High rise Building)
- 15. Repair Cess

# 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

# 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

# Other Sources for funds:

- 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
- JNNURM J.N. National Urban Renewal Mission: Central Government provides 35%, while State 15% and the Local Body has to raise 50%
- 9. Viability Gap Funding: upto 20% of project Cost can be secured through various agencies
- 10. Advertisement revenue
- 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. PPP Public private Partnership



# Mumbai Development Plans 2014-34 and citizens participation

UDRI (Urban Design Research Institute), a forum to give content to public discussion on major issues concerning the urban fabric of Mumbai and to expose urban design and planning to other mediums, started with a survey of over 2000 citizens with the help of about 200 architecture students who engaged at local Ward level and undertook face to face survey using standardised questionnaire on the various urban planning issues identified. The resulting data were compiled and analysis on these data was carried out by UDRI. To build on these responses, several stakeholder expert groups were formed, consisting of various think tanks, research organisations and experts including Praja Foundation, to debate these same urban issues so as to put together a proper list of requirements, approaches and principles. This almost 250 stakeholder groups had in a comprehensive process over more than 50 meetings and are now detailing and disseminating these recommendations and attempting reach out to a wider citizen base to engage and guide the development planning process that the MCGM is undertaking. UDRI is anchoring the process and keeping track of each stage of this process and making information available as it is received to the public at large.

# Revision of the development plan for greater mumbai 2014-2034

A number of studies and surveys have led us to the conclusion that Mumbai's citizens feel that the city's housing stock, educational facilities, health care services, water, transport services, and public spaces are inadequate. These issues can only be addressed if there is a plan to address them, as solutions will not emerge on their own. A primary requirement of any plan would be to mark out spaces in the city for the provision of each of these services - a development plan.

The Maharashtra Region and Town Planning Act specifies that every municipal corporation must prepare a development plan to be implemented over 20 years. The last time the development plan was prepared for Mumbai was in 1981 and it was adopted thirteen years later, in 1994. Unfortunately only a small part of this plan was implemented.

A new plan, which is valid for 20 years, will need to be prepared and ratified by 2014 and will be in force till 2034. In order to prepare this plan, Mumbai's municipal corporation has selected an international consultant through a tendering process and it will be expected to collate and compile all of the data available on the city before making such a plan.

The last development plan defines land reservations - land that is set aside for a specific public purpose - for amenities, transportation networks and services, and hazard mitigation, through a coloured landuse map of the entire city. The related development control regulations define the building laws for each individual land parcel. This defines things such as the allowable floor space index, which stipulates the how much floor area you can build on a given plot of land, setbacks from site boundaries, regulations for light and ventilation, etc.

The new Mumbai development plan for 2014-2034 is also a pure land-use plan that will be used to define major infrastructure projects in the pipeline or define location of housing, commercial or livelihood activities. It will define the location of parks, schools, hospitals and other amenities in areas and neighbourhoods where there is no access to these facilities. It will also define the size and location of open spaces and be used to control the built form and the urban character of each neighbourhood through a detailed set of urban design guidelines.

However, it can go well beyond that: the development plan document and planning process itself are in need of re-invention. What if it were possible for concerned citizens to be part of this planning process, which was not the case when the current plan was created? Can citizens have a say over the condition of its city's roads, footpaths open spaces, location and condition of the schools in the neighbourhood and the availability of health care facilities? Can elected representatives take the voice of the people to the municipal corporation? Can area-level municipal offices be provided with greater autonomy to negotiate initiate and allocate budgets for work in each municipal area and be responsive to citizen concerns and need?

The Urban Design Research Institute along with Praja Foundation, several organisations and imminent citizens has initiated a public participatory process to support the Municipal Corporation of Greater Mumbai in its preparation of the new development plan. The intention is to create a 'peoples brief' involving citizens in planning creates ownership of the plan. The Institute, in initiating this public participatory process, believes that the plan has a better chance of being equitable and responding to the needs of a larger cross-section of Mumbai.

#### HOUSING

### **Existing conditions**

Natural light and ventilation are neglected, thus affecting the quality of life, for slum rehabs

### Survey

- 62% of people live in houses smaller than 1 bhk
- 71% of people have more than 4 people in their house
- 74% of people want government to provide affordable housing

#### Recommendations

- Increase affordable housing
- Regulate standards for SRA (Slum Rehabilitation Authority)

# HEALTH

## **Existing conditions**

5 public hospitals and 2 Health Services Centres for a population of 12 million

#### Survey

- 70% people use private health facilities.
- Only 35% of people using private health facilities find them affordable.
- Private health facilities out of reach for low income households.

#### Recommendations

- Upgrade existing MCGM health posts, dispensaries
- Provide new Swasthya Chowk at rate of 1 for every 10,000 population units
- Upgrade existing maternity homes and post partum centers to meet NUHM (National Urban Health Mission) standards of Primary Urban Health Center.
- Provide new peripheral hospitals
- Provide trauma centers near expressways
- Provide new general hospitals in each zone in the suburbs
- Create speciality hospitals (1 each in Eastern and Western suburbs) for cardiovascular, paediatrics, cancer & HIV

### **EDUCATION**

## **Existing conditions**

1,00,000 students drop out of primary school due to the lack of secondary schools

# Survey

- 18% of people have only primary education
- 7% have no formal education
- 28% have no libraries near their homes

### Recommendations

• Increase the number of secondary schools by extending existing primary schools to secondary schools.

## TRANSPORTATION

## **Existing conditions**

- Excessive congestion on public transportation modes
- Lack of links currently between island city and hinterland (Navi Mumbai, Nhava-Sheva And Uran)

#### Survey

- 59% people use public transport facilities
- 11% rely only on walking
- 65% find public transportation safe

### Recommendations

- Integrate rail into the proposed MTHL project
- Increase public transportation funding to 5 times the road construction spending
- Walking should be encouraged (plan, implement and monitor improvements to footpaths)
- Vehicular population should be strictly restricted in certain areas.



#### WATER SUPPLY AND DEMAND

#### Survey

- 54% of people have less than 5 hours of water supply daily
- 69% of people are satisfied with municipal water supply
- 8% of people get water from other sources

#### Recommendations

- Reduce distribution losses in water
- Make water distribution equitable
- Establish minimum standards of water supply service, same across Mumbai (number of hours/day/household of uninterrupted water)
- Formulate long term plan of reducing dependency on neighboring regions for Mumbai's water supply

Mumbai Municipal Councillors Handbook 2012 - Vol. 2

- दबाखाना 🔶

42

# LIVELIHOOD

## **Existing** conditions

 Naka workers, rag pickers, food vendors, hawkers, dhobis, drivers are not counted in the labor force

-The

gspot.com

ma

• Spaces needed for these people are not planned

#### Survey

47% people earn < Rs 20,000/month

### Recommendations

- Designate proper spaces and facilities, eg. toilets and drinking water
- Develop job training programs for unskilled workers

Mumbai Municipal C

012 - Vol. 2

43

# **OPEN SPACES**

## **Existing conditions**

:9.16sq.m/person
:7.20sq.m/person
:4.84sq.m/person
:0.97sq.m/person

### Survey

- 87% people think Mumbai has low green cover
- 72% are unsatisfied with the current open space

#### Recommendations

- Ensure that all Mumbaikars have a public park within a ten minute walk from their house.
- Explore converting existing infrastructure facilities, not used anymore (mill lands) for developing public open spaces
- Open up access to the eastern waterfront for pedestrian and bicycle paths

Mumbai Municipal Councillors Handbook 2012 - Vol. 2

44

# ENVIRONMENT

### **Existing conditions**

Absence of contours for identifying flood zones around creeks, rivers, streams, lakes and ponds.

### Survey

- 67% of people suffer from pollution
- 67% believe automobiles are largest source of pollution
- More than 50% people do not know about mangroves or salt pans,
- Yet about 60% believe in protecting these in the development process

#### Recommendations

- Map and protect the 10 year, 25 year and 100 year flood zones.
- Prevent degradation of Non Development Zones

### **URBAN FORM**

## **Existing conditions**

FSI is used to build taller buildings that are

- Unaffordable
- Energy inefficient
- Unsafe in natural calamities and fire hazards

#### Survey

- 100% of people feel Mumbai is congested
- 78% of people want to preserve heritage buildings

### Recommendations

Use FSI efficiently (through flexible DCR) to meet the housing needs without disturbing the urban form

## GOVERNANCE

#### **Existing conditions**

7 C - 2 A - 1 C - 7 A

No public participation workshop conducted No response from MCGM, on the discrepancies found in the ELU plan

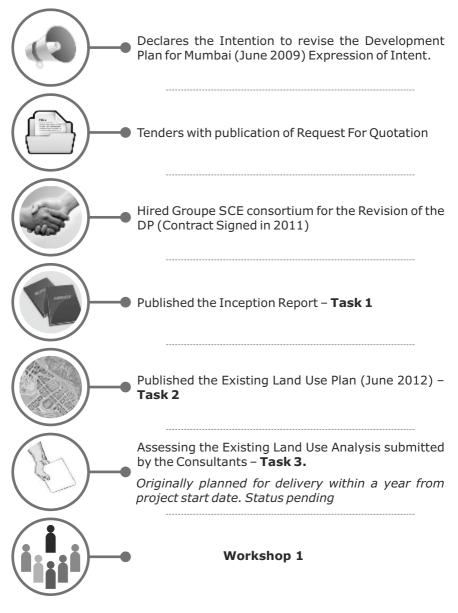
#### Survey

- 78% of people are unaware of Mumbai's Development Plan
- 76% of people want to have a more active say in planning Mumbai

#### Recommendations

- Facilitate ward wise social audits on the ELU
- Incorporate local demands on Development Plan by holding regular citizen workshops
- Work with local citizens/NGOs to identify deficiencies for every ward
- Plan and Provide for deficiencies through Development Plan

# MCGM Revision of Development Plan so far...



Report on Growth Scenarios- Task 4

Formulating Objectives of the Development Plan - Task 5

-----

# Workshop 2

Formulation of Proposed Land Use Plan and DCRs – Task~6

Phasing of plan Implementation, Estimates cost of Plan Implementation and Financing Plan – **Task 7** 

-----

Monitoring and Evaluation System – Task 8

\_\_\_\_\_

Preparation of Report on the Draft Development Plan - **Task 9** 





# **Our Broad Recommendations**

## **Define the Development Plan**

- **To adhere** to planning principles framed by stakeholders and communicated to MCGM
- **To assess** the deficiencies of these services through ward level surveys -> Housing, Transportation, Education, Health, Water, Open spaces, Livelihoods, Environment, Urban Form, Governance
- **To include** specific target reductions in the deficiencies by 2034 by land reservations in the Development Plan

## Increase the access to Development Plan

- **Include inputs** from citizens/NGOs to assess the current level of services
- **Make accessible** to everyone, the existing landuse survey data for comments/suggestions/corrections.
- **Make accessible** to everyone, the demographic, socioeconomic, zoning data for MCGM region.
- **Make public** the various Geographic Information System (GIS) data for Mumbai.
- Rely on **local knowledge** to frame solutions for the city. Rely on consultants solely for coordination and management roles in the project.
- **Increase the number and locations** of public participation workshops from the current 3 for the entire city to atleast 3 for every ward