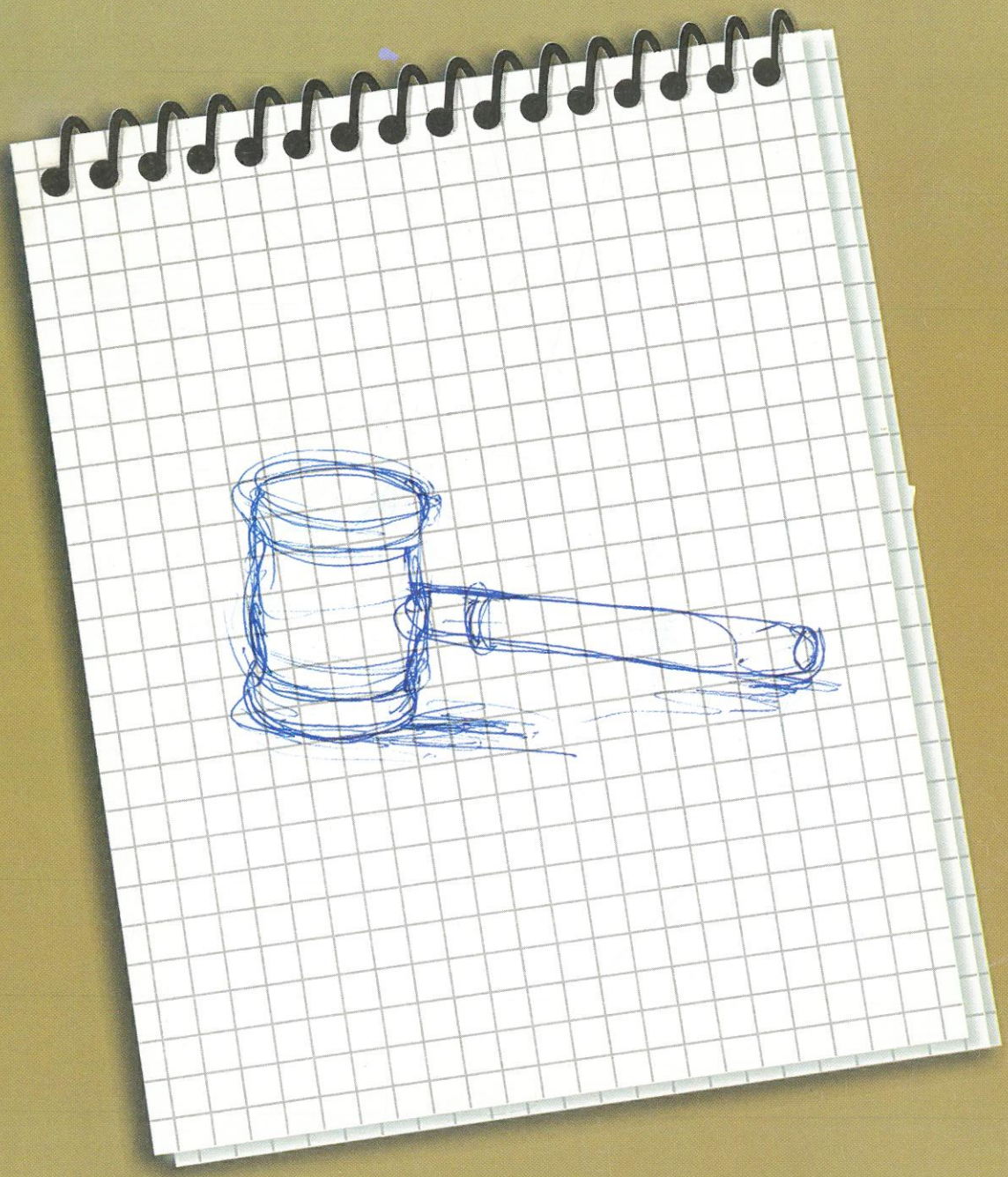
Governance

in the Mumbai Metropolitan Region



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Governance in the Mumbai Metropolitan Region

CHAIRPERSON'S NOTE

Bombay First's vision is to transform the Mumbai Metropolitan Region (MMR) into an integrated world-class urban conurbation centered around the city of Mumbai, with a vibrant economy and a globally comparable quality of life for its citizens. As we all know, in terms of quality of life, we have a long way to go. The majority of Mumbai city's population today lacks access to basic services and a clean, secure and safe environment; they also lack opportunities to make their voices heard and to participate in local decision-making.

There are many reasons why Mumbai has not been able to provide a good quality of life for most of its people – populism and identity politics, the influence of the underworld, corruption, institutional fragmentation and lack of citizen participation. The local municipal authority has little autonomy, and local development planning and land use regulation can be dictated by the State. The above factors are primarily responsible for the unsatisfactory quality of urban governance in Mumbai. It follows that improvements in governance will be essential to improving the quality of life of all Mumbai's citizens, especially the underprivileged. In a world-class city, a decent quality of life should not be the entitlement of a privileged few, but should be available to all. Good governance must be inclusive governance.

This report lays out some of the steps needed to improve the quality of governance in Mumbai and the MMR region. It emphasizes the need for democratic decentralization and citizen participation in order to enhance transparency and accountability in local government, and to improve performance in service delivery. It examines concrete problems in the existing governance architecture and suggests ways in which to restructure local government to be more effective, efficient and responsive to public needs and aspirations.

Key to improving city governance will be strengthening the authority of local government and reducing the multiplicity of agencies involved in planning and service delivery in order to overcome problems of coordination. Today, we do not know who is really in charge of Mumbai's governance – we have too many actors and little clarity on their roles. State government domination and external pressures often undermine local control over decision-making.

Effective local government must be client-focused. We need to institutionalize mechanisms for citizen participation and consultation in decision-making, professionalize the municipal services, corporatize the municipal agencies, streamline procedures and put in place systems for bench-marking and monitoring performance. Citizens should be able to avail of single-point facilitation centers and on-line resources in their dealings with local authorities, rather than having to go from door to door seeking consideration from various local authorities/agencies. They should know their rights as citizens and have avenues to express their preferences for local planning and provision of local amenities.

Finally, in order to achieve balanced development in the MMR, we need effective regional as well as local governance. In a rapidly growing agglomeration like Mumbai, economic and social life is increasingly organized over an extended urban region. Thus, there is a need for integrated regional planning and development in order to ameliorate existing problems within the central city areas and anticipate and meet new demands for commercial and industrial space, affordable housing, transport linkages, infrastructure, civic services and public amenities. We need mechanisms to strengthen coordination between the different municipalities in the MMR and ensure that they work together, rather than at cross-purposes. We also need regional-level planning to ensure that human settlements and resources are distributed more evenly within the urban region. As a first step to achieving balanced regional development, we must establish and empower a Metropolitan Planning Committee as mandated by the 74th Amendment of the Constitution.

We still have a long way to go in making our vision a reality, but I expect the determined advocacy of Mumbai's vibrant civil society, combined with larger changes at national level towards democratic decentralization to result in real and positive changes in the way our city is governed. We must grasp every opportunity to put in place the institutions, systems and processes we require for a well-governed, inclusive Mumbai.

DM Sukhtanker
Chairperson
Governance Sub-Committee of Bombay First
Former Municipal Commissioner, Municipal Corporation of Greater Mumbai

Contents

The Mumbai Metropolitan Region	5
Operational challenges in managing Mumbai	9
The case for urban governance	12
Summary of Recommendations	18
Annexure 1: Model Activity Mapping of Municipal Functions	39
Annexure 2: Time Range and Priority of Recommendations	43
Contact Details	44

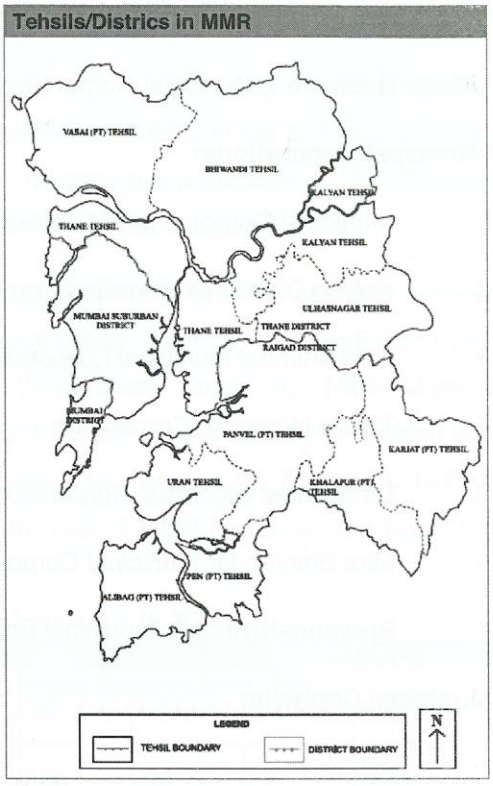
The Mumbai Metropolitan Region

1.1 Key Statistics

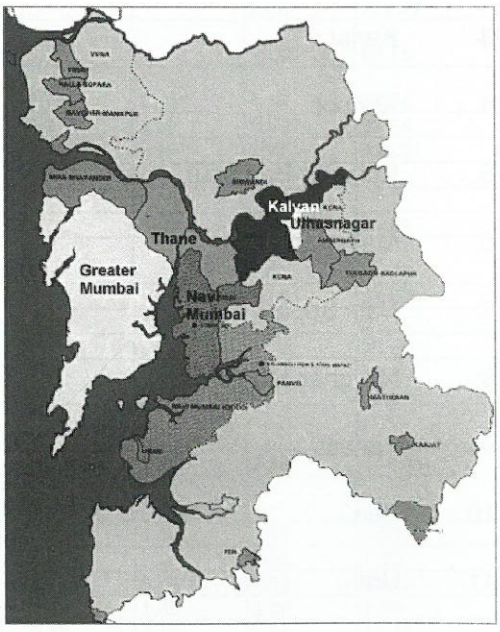
1.1.1 Territorial Area

The territorial boundaries of the Mumbai Metropolitan Region were first notified in ...and extended subsequently in 1975 with the enactment of the MMRDA Act and the establishment of MMRDA. The current boundaries of the Region encompass a total area of 4355 sq.km. and consists of the following administrative units:

1. Mumbai City District;
2. Mumbai Suburban District;
3. Part of Thane District comprising
   a. Thane, Kalyan, Bhiwandi and Ulhanagar tehsils; and
   b. part of Vasai tehsil.
4. Part of Raigad District comprising
   a. Uran tehsil and
   b. Part of Panvel, Karjat, Khalapur, Pen and Alibag tehsils.



Map 1



Map 2

Map 1 and 2 give a graphical representation of the MMR with key administrative jurisdictions.

1.1.2 Local government composition by type and area

Urban: There are 7 Municipal Corporations and 13 Municipal Councils.

Municipal Coporations:

1. Municipal Corporation of Greater Mumbai/Brihanmumbai Municipal Corporation
2. Kalyan Dombivali Municipal Corporation
3. Navi Mumbai Municipal Corporation
4. Thane Municipal Corporation
5. Ulhasnagar Municipal Corporation
6. Mira Bhayandar Municipal Corporation
7. Bhiwandi-Nizampur Municipal Corporation

Municipal Councils:

1. Alibag
2. Ambernath
3. Karjat
4. Khopoli
5. Kulgaon-Badlapur
6. Matheran
7. Nala Sopara
8. Navghar-Manikpur
9. Panvel
10. Pen
11. Uran
12. Vasai
13. Virar

1.1.3 Population and growth, urban and rural

Population: 188.90 lakhs (2001 census).

Growth data: Annual Compound Growth Rate (ACGR) for MMR was 2.66% in the period 1991-2001. This is a decrease from 1971-81 when it was 3.59%. Of this the growth in population in the urban part of MMR from 1971-2001 has been 3% whereas in rural areas it has been stagnant.

The population of Greater Mumbai has been growing steadily from 1971-2001 in absolute number. However the ACGR for Greater Mumbai has fallen significantly from 3.28% in 1971-1981 to 1.84% in1991-2001. However the populations in Municipal Corporations such as Navi Mumbai, Kalyan-Dombivili, Mira-Bhayandar, Thane and Bhiwandi-Nizampur have been steadily increasing from 1981-2001. The share of Greater Mumbai in MMR's population has gone form 76.63% in 1971 to 63.06% in 2001 which shows that the population growth in the rest of MMR has been at a faster rate than that in Greater Mumbai.

Below is a table showing the population growth of the MMR from 1971 to 2001.

Population Growth Profile of MMR during 1971-2001										Area
Sr. no	Unit	1971	1981	1991	2001		Annual Compound Growth Rate 1971-1981	1981-1991	1991-2001	Area in Sq.Km.
Corporations										
1	Greater Mumbai	59,70,575	82,43,405	99,25,891	1,19,78,450		3.28	1.87	1.9	467.84
2	Thane	1,70,675	4,74,366	8,03,389	12,62,551		10.76	5.41	4.62	128.23
3	Kalyan-Dombivali	1,50,655	5,78,353	8,20,089	11,93,512		14.4	3.55	3.82	65.67
4	Navi Mumbai	+	+	3,18,447	7,04,002				8.26	129.47
5	Mira Bhayander	+	+	1,75,605	5,20,388				11.48	88.75
6	Bhiwandi-Nizampur	79,576	1,15,298	3,79,070	5,98,741		3.78	12.64	4.68	28.31
7	Ulhasnagar	1,68,462	2,73,668	3,69,077	4,73,731		4.97	3.04	2.53	27.54
	Sub-total (A)	**65,39,943**	**96,85,090**	**1,27,91,568**	**1,67,31,375**		**4**	**2.82**	**2.72**	**935.81**
Municipal Councils										
	Thane District									
1	Ambernath	56,276		1,25,801	2,03,804				4.94	34.93
2	Kulgaon-Badlapur	+	+	52,154	97,948				6.51	35.68
3	Nallasopara	+	+	67,732	1,84,538				10.54	31.62
4	Vasai	30,594	34,940	39,781	49,337		1.34	1.31	2.18	8
5	Virar	+	+	57,600	1,18,928				7.52	19.58
6	Navghar Manikpur	+	+	59,324	1,16,723				7	17
7	Rest of Urban (Thane)				1,26,763					
	Sub-total (B)	**86,870**	**34,940**	**4,02,392**	**8,98,041**		**-8.71**	**27.68**	**8.36**	**146.81**
	Raigad District									
8	Alibag	11,913	14,051	16,289	19,496		1.66	1.49	1.81	1.81
9	Karjat	+	+	19,904	25,531				2.52	7.53
10	Khopoli	18,152	32,102	45,039	58,664		5.87	3.44	2.68	30.23
11	Matheran	3,397	3,920	4,708	5,139		1.44	1.85	0.88	7.38
12	Panvel	26,602	37,073	58,986	1,04,058		3.37	4.75	5.84	12.17
13	Pen	11,754	14,772	21,588	30,201		2.31	3.87	3.41	9.82
14	Uran	12,616	15,168	17,775	23,251		1.86	1.6	2.72	2.1
15	Rest of Urban (Raigad)				1,38,473					
	Sub-total (C)	**84,434**	**1,17,086**	**1,84,289**	**4,04,813**		**3.32**	**4.64**	**8.19**	**71.04**
	Urban MMR (A+B+C)	**67,11,247**	**98,37,116**	**1,33,78,249**	**1,80,34,229**	**$**	**3.9**	**3.12**	**3.03**	**1,153.66**
Rural Population										
16	Thane Dist				6,10,071					1,435.23
17	Raigad Dist				6,43,089					1,646.32
	Sub-total (D)	**10,80,341**	**12,54,676**	**11,56,115**	**12,53,160**	*****	**1.51**	**-0.81**	**0.81**	**3,081.55**
	Grand Total	**77,91,588**	**1,10,91,792**	**1,45,34,364**	**1,92,87,389**	*****	**3.59**	**2.74**	**2.87**	**4,235.21**

1.1.4 Trends in urban classification of land

Urban Centre	Area in sqkm		
	1968	1983	1987
Greater Mumbai	219.2	255	301.3
CBD	22.13	23.13	23.13
Island City	53.48	53.48	53.48
Eastern Suburbs	64.8	78.75	95.43
Western Suburbs	78.75	99.65	129.3
Thane M.C.	0.36	1.48	48.11
Kalyan M.C.	1.54	25.39	74.43
Rest of MMR	8.43	20.37	75.75
TOTAL	448.7	557.3	800.9

The data in the table above needs to be seen in conjunction with the information provided in Section 1.1.3, which has information on the urban areas of the Mumbai Metropolitan Region as of 2001. As can be seen from these two sets of data, the total urbanized area in the region grew from 448.65 sq km to 800.87 sq km, or by 78% in the two decades between 1968 and 1987, and by a further 44% (from 800.87sq km to 1153.66 sq km) in the fourteen years between 1987 and 2001

It is clear that urbanisation is growing not only in terms of population, but also in terms of share of the land mass in the metropolitan region. Not only is it growing, but this growth is increasing in absolute terms, as can be seen by the growth difference between 1968 and 1987 (352.22 sq km) , and then again between 1987 and 2001 (352.79 sq km), in a period that was five years less in the latter case when compared to the former.

This growth of urban areas in geographic and population terms has enormous governance implications. Clearly, a silo-based approach of thinking of urban areas as static bodies that can be treated in isolation, separate from the regions in which they are located, will result in a myopic and irrelevant governance architecture that will be ill-equipped to deal with the stark reality of urbanisation. These facts are important cornerstones of the argument for the metropolitan-based urban governance system that are articulated in the rest of this report, and a reminder of the urgency with which this issue needs to addressed.

1.2 Mumbai's Governance and the Metropolitan Region

In order to improve the quality of governance in Mumbai, it is imperative to locate it in the larger metropolitan regional context, rather than just in the limited perspective of the Brihan Mumbai Municipal Corporation (Municipal Corporation of Greater Mumbai) jurisdiction. There are several arguments that justify the need to have such a multi-tiered perspective of urban governance that begins at the Metropolitan level and ends at the last mile of the ward / neighbourhood level that is closest to the citizen.

Chapter 2: Operational challenges in managing Mumbai

The statement "The quality of life in Mumbai is poor" is one that no stakeholder of the city will disagree with – citizens (rich or poor), urban administrators, elected representatives, media, corporate leaders or civil society organizations.

This unanimity in opinion is based primarily on two sets of perceptions: the first is the visible evidence of poor quality of urban life, both in absolute terms as well as when compared to other cities around the world. This visible evidence can be seen on a day-to-day basis, in the presence of the overwhelming number of slums, the frequent flooding during the monsoons, the challenges of garbage, creaking and over-burdened public transportation systems, poor air quality, non-existent public spaces and so on.

A second set of perceptions arise out of transactional experiences: a trader looking to get a license or permit to establish a business; a citizen seeking to pay his property taxes; a widow attempting to get a promised pension allowance for her deceased husband; a community association wishing to participate in the choice of municipal priorities in their neighbourhood; a multinational organization seeking to find clean title land to invest in the city; an irate resident seeking to complain about a broken water pipe.

Surprisingly, these second set of transactional challenges are not only for those outside government – they also exist for people within government: junior clerks in the accounts department; executive engineers in the works department; IAS officers in so-called decision-making roles within the municipality, but with minimal control over the actual decision-making outcomes; ward corporators who have little control over even their ward budgets, let alone on larger city-wide infrastructure decisions; a water utility provider who is constantly being pressed to serve more and more citizens in far-flung areas, with broken distribution systems and minimal pricing discretion.

The cumulative result of these visible and transactional challenges is the perception of a city on the verge of collapse, a daily miracle that it even survives. The net result is of a system where accountability is hard to pin down and every transaction is fraught with friction, resulting in compromised outcomes and negotiated settlements. In such a system, each stakeholder becomes a self-interest maximizing individual, focusing exclusively on personal priorities, exhausted by the demands that even these basic transactional challenges place on him, accepting this system and therefore resigned to the status quo.

Seeking solutions at an operational level

Those who seek to solve these challenges cannot be faulted for looking at the more evident, transactional challenges in the system. The sheer scale of problems even at this transactional level, and the immediate benefit arising from even marginal improvements in these interfaces can easily justify such a focus.

One way of thinking of such operational challenges is as at the interface between citizens and their

local governments, in this case, the BMC. Essentially, there are six different categories of citizen interface with their local government:

a. Payment of taxes

b. Payment of user charges in return for service benefits

c. Procurement of licenses and permits

d. Access to social welfare benefits

e. Redressal of grievances

f. Participation in the decision-making process

There are enormous gaps in ensuring that these interfaces are running smoothly, to the satisfaction of the citizens. These gaps can be thought of as having two perspectives : that of citizens and that of those within government:

Citizen perspective

From a citizen's perspective, some of the reasons for these operational gaps are:

a. Structures of government

i. Lack of clarity of roles and jurisdictions of agencies: often, citizens lack the basic information about how government is organized, so that they are often not aware of which department or agency to go to, what forms to fill out etc, to get a particular job done. This lack of clarity is not just that citizens don't have the necessary information, but that the information itself is complex and cumbersome.

ii. Too much fragmentation: citizens often find that there are a multiplicity of agencies to go to in order to get a single job done. As one government officer put it, " one often needs to open a hundred windows in order to get one door opened."

b. Procedures of government

i. Poorly designed systems that create friction: Systems that could do with simple changes to make the citizen experience far better and simpler. For example, the process of annual renewal of taxes often results in large numbers of taxpayers wanting to pay taxes around the same deadline (say march 31st) resulting in long queues, waiting times and frustration. This could easily be avoided by creating incentives for more spread out payments through the year, so that last-minute queuing is minimized.

ii. Archaic systems that take much longer than needed: often procedures in government have not been updated to make them simpler and easier. An example of this is the process of license issuance for a variety of purposes – shops, entertainment establishments, eateries etc.

iii. Top-down system of decision-making: our systems of government, including local government, are still very heavily top-down, with the result that even the most trivial of issues needs to be taken to the head office, resulting in enormous time delays, rent-seeking by the intermediaries, and finally, poor compliance.

Government perspective:

From the perspective of those within government, some of these gaps in citizens' expectations can be addressed through improved processes, streamlining inter-institutional coordination, adoption of e-governance solutions, etc.

However, even within government, there are several operational and transactional challenges that need to be addressed. Unless these challenges are acknowledged and resolved, it is unlikely that citizen-facing reforms can take root. Some of these gaps are:

a. **Accountability of officers:** officers can be held accountable for carrying out their tasks only if there is minimal political interference in their day-to-day work. As one example, a key solution to this is the removal of the threat of transfers. Maharashtra has passed legislation that mandates minimum tenure of officers and service levels for file movement (e.g. no transfer for 3 years, no file pending beyond 7 days etc). The purview of these orders needs to be extended to local bodies like BMC as well.

b. **Transparency in the system:** Given the vast magnitude of transactions in the system and the extended chain of hierarchy in the system, it is very difficult to ensure transparency at all levels within this hierarchy. These challenges are inherent to the system, and need to be addressed by changing business processes, and increasing the use of technology.

c. **Over-centralisation of enforcement:** As an example, rampant building violations occur because enforcement is held at such a high level of centralisation that the lowest level authorities are not empowered to act. This results in two kinds of challenges – one, where the rampant deviations are not even captured due to the proliferated nature of the problem, and two, where every decision is kicked upstairs for resolution resulting in the system getting choked and politicised. The Maharashtra Government is reported to be considering enacting a fresh legislation on Civic Police, which will address this issue, and create building beat city police with clear accountability at a grassroots level (resulting from a Thane PIL).

Addressing these gaps in the day-to-day interfaces that citizens have with government can go a long way in relieving the operational conflicts that confront both citizens and those within government.

Chapter 3: The case for urban governance

While many of the operational challenges can be solved by looking at Mumbai's quality of life in purely tactical terms – i.e. improving interactions/ awareness/ simplifying administrative procedures etc., there is merit to the argument that even these changes will not address the larger issues that confront urban quality of life in the city region.

The operative term needs to move from "managing" Mumbai to "governing" Mumbai, because this not only encompasses the function of managing but also locates it in a larger context. The problems of urban governance in the Mumbai Metropolitan Region are not trivial. There are technical issues, such as urban planning, design and management of mass transport systems, and access to such resources as water and power along with their pricing and distribution. There are public finance issues of ensuring that the local bodies in the region get access to the resources they need to provide services of acceptable quality. There are regional issues too, as described in the previous chapter: how does Mumbai relate to the larger region in which it is located and the other local bodies in the region, and how can the relationship between these be managed?

Examples of gaps that arise out of these "governance" related issues include:

a) Affordable housing: the lack of sufficient affordable housing is driven by a complex set of inter-related issues:

   a. Complexity of current regulations and control on urban land

   b. Social issues of the poor and how they are oppressed

   c. Challenges in enforcement, due to political interference and criminal-politician nexus

b) Poor urban planning that extends from the neighbourhood to the metropolitan level

c) Weak design and implementation of urban infrastructure projects, resulting in time and financial costs

d) Lack of opportunities for citizens to participate

e) Insufficient financial resources available to urban local bodies

These issues are examples that cannot be solved merely by thinking of the urban "quality of life" problem purely in visible or transactional terms, as the previous chapter articulated. These challenges arise because there is something more fundamental wrong with how our cities are run. Viewed in this perspective, the approach of solving only transactional issues seems an over-simplification of the complex urban challenges that confront Mumbai.

It is this perspective that can be called "Urban Governance" : analyzing Mumbai's problems through this prism of institutional arrangements and deeper issues helps to answer the more complex questions, and offer answers that - while their implementation may take time and political will, technical competence and administrative skill – are the ones that will result in long-term sutainable improvements to quality of life in Mumbai.

An overview of some commonly-perceived deficiencies in the management of Mumbai is as follows.

1. **The absence of a single-point of authority for governance of the Metropolitan Region, resulting in multiplicity of authority without clarity of roles and responsibilities:**

   Responsibility for the various elements of governance is spread over multiple agencies within the state and various municipal administrations, parastatals and special purpose authorities resulting in a diffusion of responsibility, no clear channels of accountability and lack of clarity of roles and responsibilities.

2. **Overpowering Control of State Government over Local Government:** The current arrangement, in which the higher-level state government has powers of decision-making on metropolitan and ULB level issues such as urban planning, land use and development controls, violates the principal of subsidiarity. Because of the control of state government, decisions and policies which affect the MMR's populace are made by the state government little stake in the cities within the MMR rather than by the respective representative local bodies.

3. **Lack of Citizen Participation:** There is little scope for public consultation and participation in decision-making, at both the neighborhood level over day-to-day services and local amenities, or at the city and metropolitan level over public amenities and planning. The Citizen's Charter exists in name only and is not enforced, and there are no time limits for addressing grievances.

4. **Lack of Transparency and Accountability:** Corruption is compounded by the lack of transparency on urban planning and changes in land use and development control regulations. Lack of transparency limits citizens' ability to hold the government accountable and often results in decisions at the government level which favour dominant vested interests and pressure groups.

5. **No Rule of Law and inadequate administration of justice:** An important aspect of governance is the enforcement of the Rule of Law, assurance of security of life and property, speedy and impartial investigation of crime, and expeditious delivery of justice by the judicial system. Unfortunately, there are a plethora of laws which are either not enforced at all or are enforced in a faulty or biased manner. Taking quick cognizance of complaints of breach of law or commission of crime, impartial investigation into such complaints and further speedy action to bring to book the defaulters/criminals are essential to instill confidence amongst the citizens regarding security or their life and property and protection against crime.

This, however, is today not assured because the citizens have little confidence in the impartiality, independence and competence of the police machinery. The police force is highly politicized, vulnerable to political maneuverings, external influence and pressures. It is also ill-equipped to deal with challenges posed by unexpected threats, calamities or acts of terrorism. Equally, our judicial

system is slow and overburdened. Several Commissions/ Committees and expert bodies, such as The National Police Commission (Rustomjee Commission), Justice Malimath Committee and others, have examined the various cognate aspects of this malaise, and have made elaborate recommendations as to the remedial legal, procedural, administrative and other measures that need to be taken to reform the present system. The Supreme Court of India has also through its judgments/orders directed the State governments to implement some specific measures, which are often collectively referred to as Police reforms. Amendments to the Criminal Procedure Code, procedural changes etc for simplification and expeditious trial and disposal have also been suggested. Unfortunately, the implementation of all these has been either neglected or has been extremely slow and tardy. Urgent measures are required, in particular, to free the police machinery from political domination and influence, and to ensure independence in investigation, speedy trials and delivery to justice.

This last aspect of governance is related to matters that generally fall outside the purview of what is normally termed 'Urban Governance'. However, there is no denial of the criticality of these challenges to ensuring that residents of the Mumbai Metropolitan Region experience a safe, secure and fair life. Given its importance, and somewhat standalone nature from the remaining matters of urban governance, it is recommended that this matter be examined in debt, separately, for determining the future course of action.

The remainder of this report will focus on what are considered core issues of urban governance, specifically items 1-4 listed above. While these items listed above constitute elements of an approach to urban governance, it would be useful to have a systematic framework for urban governance which not only assists in a detailed "Urban Governance Diagnostic" of what ails Mumbai and the Mumbai Metropolitan Region, but also provides coherence to the set of solutions that emerge.

Such a framework for thinking about urban quality-of-life can not only capture the day-to-day operational issues, but also addresses these in the larger context of urban governance. The challenge is to design institutions that can deal with all of these complex issues yet be close enough to the citizen to provide local public goods effectively. Moreover, this needs to be done in a way that deepens democratic processes. Residents of Mumbai are not just consumers or producers of goods and services, but citizens who bring energy, vitality, and ownership to their city.

The REED Framework

REED is an acronym for four defining aspects of urban governance – a Regional perspective to urban issues, Empowered citizens and local governments, Enabled citizens and local governments, with Direct accountability of the government to the people. REED addresses issues relating to systems, processes and the institutional framework with respect to governance. While the REED aspects of governance are mostly invisible in providing residents with an improved quality-of-life, it is in fact only when all four pieces of REED are put in place, will we have a complete governance eco-system to

sustain any improvements to the governance of our cities. Following is a quick snapshot of REED framework with illustrative examples that show how the REED systems approach can solve India's urban challenges:

1.R - Regional Perspective

The first element of REED framework stands for taking a Regional perspective when looking at urban challenges. Problems of urbanization cannot be looked at in isolation. The city is always a part of a larger region with many interconnections. In India, the district in which the city or town is situated is normally considered as the region. The rural hinterland surrounding most Indian cities is an important part of the city landscape as well as its economy.

This requires taking a regional perspective to almost all aspects of urban planning and governance. For example, transportation planning for the city must be done taking developments in the sub-urban and regional areas into consideration. Planning for solid waste management and its infrastructure (transfer points, landfills etc.) needs to be done with development pattern and ecology of the entire region in mind.

2.E- Empowering Local Governments and Citizens

Within the Mumbai Metropolitan Region, there are many local governments – corporations, and municipalities. There needs to be full decentralization, devolution of state functions and the restructuring of local bodies and para-statal organisations, so that these local governments are empowered to solve the problems in their respective jurisdictions.

The 74th Constitutional Amendment dealing with urban decentralization lists out 18 functions (including urban planning, water supply etc.) to be carried out by urban local bodies. But some of these functions continue to be played by state government through para-statal agencies. This has resulted in a fractured set of responsibilities for the urban local bodies, severely constraining their efforts in providing a good quality of life to urban citizens.

Another important facet of this second element of the REED framework is empowering citizens. The roots of democracy in urban India need to be deepened by giving a formal voice to urban citizens in local decision making. A formal platform for citizen participation, called as Area Sabha, at a polling booth level is not just desirable but essential for urban governance to be effective and responsive to the needs of citizens, and the passage of a Community Participation Law is a mandatory reform condition under JNNURM. The Maharashtra government has recently passed such a law, with some modifications to the model Nagara Raj bill that was circulated by the Union Government.

3. E - Enabling Local Governments and Citizens

Empowering the local governments with necessary functions is necessary but not enough. In order for the municipalities to perform their functions effectively, they need to be enabled with the right kind of resources - suitably qualified and skilled human resources, sufficient financial resources, and management support systems like modern technology tools such as GIS, ERP systems etc.

Adequate and capable human resources are essential for any service agency to fulfil its obligations. India has an acute shortage in the number of urban planners – one for every 100,000 urban residents as compared to one for every 5000 urban residents in USA. Even for the existing planners and urban professionals, capacity building is the need of the hour and urban management sector needs to be strengthened.

The poor financial state of Indian cities is not just an outcome of poor federal and state allocation, but also due to poor municipal revenue collection. Most Indian cities have leveraged only a fraction of their potential to collect property taxes, and struggle with revenue collection for basic serves such as water supply, garbage collection etc.

Cities also need access to modern tools and technology of urban management in order to respond to the complex challenges of rapid urbanization. For example, GIS (Geographical Information Systems) is a very powerful and most commonly used tool by urban managers across the world. However, as we will see in the next chapter, there is very little usable GIS data available for the Mumbai metropolitan region, both at the macro level and at the micro neighbourhood level. Similarly, while most of the urban local bodies in the Mumbai Metropolitan region have migrated to double-entry accounting systems, this has not been fully embraced, with regular audited financial statements, service-level benchmarking and established credit rating mechanisms, all of which are essential for modern day financial management.

As with local governments, citizens also need to be enabled with platforms, skills and tools to participate effectively. Citizens need tools that help them objectively assess the performance of their local governments and their elected representatives in order to take collective action.

4. D – Direct Accountability

The final element in the REED framework stands for Direct accountability. One of the arguments that is often made in India against decentralisation is the risk of increased corruption – more number of local elected representatives, each of whom wants to extract rent for their political survival. While this argument has merit, the response is not to slow down the process of decentralisation, but to carry it to its logical conclusion – which is to empowered and enabled the local governments, but simultaneously make them accountable in a very rigorous manner to the citizens directly.

Such direct accountability can be achieved through certain institutionalised mechanisms: first, by having inclusive and formal platforms of citizen participation such as Area Sabhas, which are essential for citizens to engage with their local governments on an ongoing basis and demand accountability. Here, participatory budgeting is a good tool for prioritization of issues by city stakeholders based on local needs.

A second instrument of accountability is the Public Disclosure Law, as required under JNNURM. In this law, urban local bodies are expected to release quarterly audited financial statements of performance to the public, and also release information on key Service Level Benchmarks for services like water supply, drainage, solid waste management etc. The Public Disclosure Law is an

extension of the Right to Information Act, in that it moves from the citizen asking for information, to the local body disclosing information in a suo moto manner.

Taken together, the REED framework offers a comprehensive framework of urban governance, which looks at the meta-issues of urban reform, while acknowledging the day-to-day challenges being faced both by citizens and those within government. REED also locates the solutions in a democratic context, thereby ensuring that solutions to our urban problems can result in deepening of democratic processes, even as they improve the quality of the visible aspects of urban quality of life.

REED also acts as a diagnostic of what needs to be done to improve the quality of urban governance. The next chapter applies the REED framework for the Mumbai Metropolitan Region, and offers Bombay First's key recommendations to be taken up to improve the quality of urban governance.

Chapter 4: Summary of recommendations

No.	RECOMMENDATION
1	**REGIONAL SYSTEM**
1.1	INCLUDE COMPLETE DISTRICTS IN METROPOLITAN AREA
1.2	EMPOWER MPC TO PREPARE METROPOLITAN DEVELOPMENT PLAN
1.3	REVISE MPC COMPOSITION
1.4	SET UP SECTORAL COMMITEES IN MPC
1.5	PROVIDE TECHNICAL AND ADMINISTRATIVE SUPPORT FOR MPC
1.6	ESTABLISH UNIFIED METROPOLITAN TRANSPORT AUTHORITY
1.7	ESTABLISH UNIFIED METROPOLITAN ENVIRONMENT AUTHORITY
1.8	ESTABLISH DIRECTORATE OF METROPOLITAN ECONOMICS AND STATISTICS
1.9	ESTABLISH METROPOLITAN SPATIAL DATA CENTRE
1.10	RESTRUCTURE MMRDA
1.11	ELIMINATE DPC AND DPDC IN ALL DISTRICTS
1.12	RECLASSIFY AND CONSOLIDATE RURAL LOCAL BODIES TO URBAN LOCAL BODIES
1.13	NOTIFY LOCAL BODIES AS SOLE PLANNING AUTHORITIES
1.14	CREATE INTEGRATED METROPOLITAN DEVELOPMENT PLAN
1.15	CHANGE LAWS RELATED TO LAND-USE PLANNING
1.16	ESTABLISH GUARANTEED LAND TITLE SYSTEM
1.17	DECENTRALISE PLAN ENFORCEMENT SYSTEM
2	**EMPOWERED LOCAL BODIES AND CITIZENS**
2.1	TRANSFER PLANNING FUNCTION TO LOCAL BODIES
2.2	ESTABLISH MAYORAL SYSTEM
2.3	EMPOWER WARD COMMITTEES
2.4	ESTABLISH OFFICE OF OMBUDSMAN
2.5	ESTABLISH AREA SABHAS
2.6	STRENGTHEN CIVIL DEFENCE SYSTEM
3	**ENABLED LOCAL BODIES AND CITIZENS**
3.1	GIVE INDEPENDENCE TO LOCAL BODIES IN APPOINTMENTS AND RECRUITMENT
3.2	STREAMLINE DEPARTMENTAL HIRING PROCESSES
3.3	UPGRADE CAPACITIES IN URBAN MANAGEMENT AND GOVERNANCE
3.4	ESTABLISH E-GOVERNANCE SYSTEMS
3.5	ESTABLISH ROBUST GIS SYSTEM
3.6	IMPLEMENT E-PROCUREMENT SYSTEMS
3.7	CREATE COMPREHENSIVE DATABASE ON URBAN SERVICES
4	**DIRECT ACCOUNTABILITY**
4.1	IMPROVE ELECTORAL ACCOUNTABILITY
4.2	CREATE SINGLE WINDOW SERVICES AND STREAMLINING URBAN SERVICES
4.3	ESTABLISH CITIZEN CHARTERS
4.4	DEVELOP PARTICIPATORY PLANNING PROCESSES
4.5	PASS DISCLOSURE LAW AND PUBLISH PERFORMANCE STANDARDS
4.6	BUILD COMPREHENSIVE WEBSITE FOR ALL LOCAL BODIES
4.7	ESTABLISH OFFICE OF OMBUDSMAN

1. REGIONAL SYTEMS

1.1 Governance Recommendation:

INCLUDE COMPLETE DISTRICTS IN METROPOLITAN AREA

There should be complete districts within the MMR, with no fragmentation. This means that Thane and Raigad districts should be re-districted to cover only that territory which is inside the MMR region, and the remaining areas of these districts falling outside the MMR should be re-allocated to other neighbouring districts or carved into separate districts. This will result in MMR having 4 complete districts within it

1.2 Governance Recommendation:

EMPOWER MPC TO PREPARE METROPOLITAN DEVELOPMENT PLAN

Specific points:

1) The MPC must be fully empowered to have a review function of the Master Plans of all the PA/SPA bodies in its jurisdiction

2) The MPC must have the authority to prepare its own development plan called the "Metropolitan Development Plan") for the MA, submit to the State Govenrment for approval and final notification, and share theauthority for regulating the plans with the local governments in the MA.

3) The state government should not have the power to confer "SPA" status for any parcel/s of land in the MA, and cede this process completely to the MPC and the PA/SPA bodies in the region. Note that the setting up of the MPC in this form will have implications on other existing regional structures like DPC/DPDC etc. This recommendation is consistent with the recommendations of the 2nd Admi nistrative Reforms Committee Report on Local Governance (section 3.7.6.2.4 page 75)

1.3 Governance Recommendation:

REVISE MPC COMPOSITION

Elected Members to the MPC

The size of the MPC must be expanded to a total of 63 members of whom 42 (2/3) are elected from the constituent local governments – rural and urban in the MA.

The rural – small civic – big civic share of the 42 elected members must reflect their population share in the MA. Based on the 2001 census data, these proportions are:

Category	Population (2001)	Number of Seats
Rural	12,53,160	3
Small civic	13,02,854	3
Big Civic	1,67, 31,375	36

Nominated members to the MPC

The number of nominated members to the MPC shall be 21, composed in the following manner:

1) Chief Minister, GoM, as President of the MPC

2) Principal Secretary Urban Development, Mumbai

Other Members:

National level bodies

3) Member, Mumbai Port Trust

4) Member, Central Railways

5) Member, Airport Authority of India

State level bodies

6) Commissioner, Brihanmumbai MahangarPalike , Mumbai

7) Managing Director, CIDCO

8) Member, State Pollution Control Board

Industry representatives

9) A representative from the manufacturing industry;

10) A representative from the service industry including IT;

11) A representative from Trade and Commerce;

12) A representative from the Real Estate Industry;Civil Society representatives

13) Representative of urban poor federations

14) Representative of other NGO groups

Subject matter experts

15) Retired Chief Planner, MMRDA

16) Professor, Indian Institute of Technology, Mumbai

17) An individual with recognized expertise in Environmental affairs

18) An individual with expertise in education / health

19) An individual with expertise in urban governance / planning

Member Secretary of MPC

20) The MMRDA Commissioner, who will also be the Member-Secretary of the MPC, will be a person not below the rank ofPrincipal Secretary

Special Invitees and other categories

A few Members of Parliament and Members of the Legislative Assembly may be Special Invitees to the MPC. The reason these representatives are not included as nominated members is the political reality of their presence overwhelming the role of the local elected representatives in the MPC. Other categories of special invitees can be created by the MPC, from time to time depending on the need. Each Sector Committee of the MPC shall also constitute subject-matter committees and co-opt members as and when required

Constituting the MPC

The State Election Commission shall be vested with the authority to conduct the process of constituting the MPC.

1.4 Governance Recommendation:

SET UP SECTORAL COMMITTEES IN MPC

The Planning Commission's report titled "Manual for Integrated District Planning" recommends an institutional structure for the DPC (Section 7.6, p122). This structure envisages that the MPC would have the following Sector Consolidation Committees: Primary Sector, Education, Health, Poverty Alleviation, Infrastructure, Economic Development, Planning, Regulatory Services.

The purpose of these consolidation committees is to consolidate the sectoral plans that emerge from the lower tiers of local government in the metropolitan area that have been generated in a participatory manner, and consolidate them at the level of the Metropolitan Area, taking into account common needs/conflicts/dependencies etc. An important point to note on the Sectoral Consolidation Committee on Infrastructure is that it will include the subject of Traffic and Transport, and develop plans for this in conjunction with the Unified Metropolitan Transport Authority (see section on UMTA below). In addition to these Sector Consolidation Committees, there will be an Integration Committee, that will consider all the recommendations submitted by the sector consolidation committees on intersectoral dependencies and decide upon these recommendations, making appropriatemodifications.

The Integration Committee will also prepare the Draft Metropolitan Development Plan, which will be sent to the State Government for comments and suggestions, and the final plan will then be placed before the MPC for approval and notification. The Integration Committee shall essentially function as the Executive Committee of the MPC. Each of these committees will have a Chairperson, who will be chosen from among the Elected Representatives of the participating local governments in the MA, and not from the nominated members from either the Legislative Assembly or Parliament.

This is in keeping with the spirit of decentralisation that the overall process envisages and is in fact a dilution of the recommendations of the 2nd Adiministrative Reforms Commission in its report on Local Governance (see section 3.1.3.4 of ARC report). Each Committee will also draft relevant state government departments/organisations/other key stakeholders into it as it deems fit. this structure for the functioning of the MPC will require a substantive administrative support, which has been detailed in section.... below. It is also critical to note that a credible Metrpolitan Plan can only be done if it fulfils two critical criteria: first, that it is well-integrated with the next levels of plans (Master Plans and Ward/Area plans, as discussion on Plans below in Section...) being produced by lower tiers of governments/planning authorities; and second, that it has been generated in a truly paricipatory manner. The details of how the three levels of plans are to be produced will require adherence to a well-defined CALENDAR of PLANNING (see page 72). Hence, it is critical that the MPC functioing be well

defined, in order that it can fulfil its central mandate of preparing the Metropolitan Development Plan.

1.5 **Governance Recommendation:**

PROVIDE TECHNICAL AND ADMINISTRATIVE SUPPORT TO MPC

1. **Technical and Administrative support:** MMRDA should become the "Administrative and Technical Secretariat " of the MPC to help in the production and review of various plans, both at MPC level but also of local bodies and PAs/SPAs in the region. This means that MMRDA's capacities and personell for planning/technical outputs must be strenghtened. In this role, MMRDA acts as an enabler for the MPC

2. **Regulatory Role:** MMRDA must be vested with responsibility of enforcing and regulating the Metropolitan Development Plan, and be the appelate authority for conflict resolutions on the Master Plans for all PAs/SPAs in the region. A point to note hereis that the UMTA will be the regulator on issues related to transportation for the region - on this subject, MMRDA will work in coordination with UMTA. This regulatory role of the MMRDA is being played on behalf of the MPC, given that this activity requires a permanently functioning establishment (which the MPC is not) and given that the role is only that of a regulator rather than as that of an approval authority, which continues to vest with the MPC

3. **Implications of the above:** Given the changed mandate of MMRDA, it is critical that MMRDA be relieved of any functions and responsibilites that conflict with the above two roles. this includes its role as an infrastructure developer for the MA, as a land bank owner in the region. All land parcels owned by the MMRDA must be transferred to the respective local governments

1.6 **Governance Recommendation:**

ESTABLISH UNIFIED METROPOLITAN TRANSPORT AUTHORITY

Establish a Unified Metropolitan Transport Authority (UMTA) that can play two roles: as the technical agency that can help all planning bodies in the MA, and work with the MPC's Sectoral Consolidation Committee on Infrastructure prepare integrated transport plans across all three tiers of government for the MA; second, as a regulator on two counts - first, of the transportation plans that have been approved in the Metrpolitan Development Plan, and second, as the first level of conflict resolution for the MA, between agencies involved in transportation matters. In this matter, the UMTA will work closely with MMRDA, given its regulatory role in the overall planning of the MA. It is critical that the UMTA be given sufficient human and financial resources to fulfil these responsibilities. This is consistent with the recommendations of the 2nd ARC Report on Local Governance (section 5.4.4.5.15 page 269). The need to suitably empower the UMTA to ensure integrated planning, and be

given the authority to play a regulatory role in the use of demand control instruments like congestion fees etc is in keeping with the 2nd ARC report on local governance (section 5.4.4.5.15, page 269). It must be noted here that the UMTA's role will need to be defined, recognising that ther are 3 distinct but inter-related roles: planning/ regulations/service provision. The relationship between the UMTA and existing transport-related agencies like Regional Transport Authorities will need to be defined after taking cognisance of the desired roles played by all institutions, and the need for integration.

1.7 Governance Recommendation:

ESTABLISH UNIFIED METROPOLITAN ENVIRONMENT AUTHORITY

Given the plethora of environmental regulations, there may be a case for the establishment of a Metropolitan Environment Authority that have powers suitably delegated by the State Government.

1.8 Governance Recommendation:

ESTABLISH DIRECTORATE OF METROPOLITAN ECONOMICS AND STATISTICS

The creation of a Directorate of Metropolitan Economics and Statistics, under the Department of Economics and Statistics of the State Government, with dotted-line reporting to each MPC in the state. the DMES will be a service provider to the ULBs in the MA on key statistics in each ULB - GDP by sector, employment data (jobs/unemployment) by sector, housing starts/completions by category, births and deaths etc. it will compile this data from various departments, and publish on a monthly/quarterly basis

1.9 Governance Recommendation:

ESTABLISH METROPOLITAN SPATIAL DATA CENTRE

1. **Creation of a Metropolitan Spatial Data Centre (MSDC). MSDC should be a separate institution, with a direct institutional linkage to the MMRDA, and forms the data core of the technical support that MMRDA will provide to the MPC for planning.**

2. **MSDC will be mandated to be the sole service provider for all GIS-services to all agencies/departments for their needs in the MA. It will be responsible to :**

   - create a central repository of spatial data for the MA, that all agencies within the MA will use
   - become the procurement agency for any GIS needs of any agency/dept for the MA
   - set data standards and scales, consistent with NUIS standards and other standards as applicable
   - specify data requirements for two needs - planning and urban management
   - access best talent and agencies in the public and private sectors in producing this data.

MSDC will be a joint initiative of both Urban Development department and the IT department, and will work with the DMES in the representation of key spatial data.

1.10 Governance Recommendation:

RESTRUCTURE MMRDA

As can be seen from the above recommendations, the role of the MMRDA is being re-designed as the Technical and Administrative arm of the MPC. To this end, the MMRDA's capabilities as a metropolitan level regulator and planner must be strengthened, but other functions need to be removed, specifically those related to project implementation and land development, so as to avoid any conflict of interest between the roles of planner/regulator and that of project implementer or developer.

1.11 Governance Recommendation:

ELIMINATE DPC AND DPDC IN ALL DISTRICTS OF THE MMR

Eliminate the DPC and DPDC bodies for Mumbai, Mumbai Sub-urban, Thane and Raigad districts, in the newly demarcated forms as defined in section above. This is consistent with Section 3.7.6.2.3, page 94 of the ARC Report on Local Governance.

1.12 Governance Recommendation:

RECLASSIFY AND CONSOLIDATE RURAL LBs TO URBAN LOCAL BODIES

1. Reclassify all rural bodies in the MA as "Town Panchayats", clustered in such manner as to result in a coherent set of jurisdictions that are based on demographic and spatial considerations. This is consistent with the 74th CAA, which defines TPs as transitional areas, moving from a rural character to an urban character. It is estimated that no more than 25-50 such bodies will emerge, with an average area of about 80 - 100 sq km, allowing for coherent Master Planning for that area, consistent with the Metropolitan Development Plan for the overall region (see sections .... on planning outputs below).

2. Create a "Rural-Urban Transition Area Fund (RUTAF)" in the State Treasury, which will accumulate all the rural fund flows arising out of various Plan schemes of Central and State Government, which the rural bodies of the region would otherwise have been eligible for, and allocate these funds to the newly constitued TPs, on the basis of the original RLBs that comprise each TP. These fund flows will remain for a sufficient period of time, say 10 years, so as to ensure that the distortionary incentives of remaining classified as 'rural' are removed, and the RLBs in the area do not see any financial disincentive to be reclassified as urban bodies. 3. The non-plan funds for these newly constituted TPs will however be based on distribution formulas of Union and State Finance Commissions, and will come out of the urban share of such distributions.

1.13 Governance Recommendation:

NOTIFY LOCAL BODIES AS SOLE PLANNING AUTHORITIES

1) The entire MA of 4355 sq km must be covered by a systematic hierarchy of Planning Authorities, at two levels - first, for the region as a whole, and second, for individual local bodies.

2) For the region as a whole, the MPC shall be the Planning Authority vested with the preparation and notification of the Metropolitan Development Plan

3) For the second level of Master Plans, recommendation 1.12 above will result in the entire MA being covered only by ULBs of three categories - corporations, municipal councils and town panchayats. Each such ULB shall be the notified Planning Authority in its jurisdiction, and the practice of SPA shall be discontinued.

4) The State Government shall not have the authority to notify any body as an SPA for any territory in the MA, thereby respecting the prevailing authority of PAs and MPC in the MA.

5) All current SPA territory shall revert to appropriate ULBs, based on the respective jurisdictions.

6) Each PA thus notified shall prepare Master Plans (and periodic revisions for such Master Plans) for its jurisdiction, in a participatory manner, beginning with Ward Plans, and in conjunction with the Metropolitan Development Plan. (see sections below on plan preparation).

1.14 Governance Recommendation:

CREATE INTEGRATED METROPOLITAN DEVELOPMENT PLAN

1) In order that a comprehensive, integrated, multi-tiered set of plans for the MA be created, all of the above recommendations need to be put in place, since these institutional arrangements are central to the development of the plans themselves. The final output of the Metropolitan Development Plan shall consist of the following sub-plans: a)land and housing plan; b)economic plan; c) physical infra plan; d) transport and connectivity pland) social infra plan; e)environment plan. These 6 plans shall be prepared by the Sectoral Consolidation Committees defined above, with specific responsibilities as detailed below: a)land and housing plan by SECTORAL COMMITTEE ON PLANNING and the SECTORAL COMMITTEE ON POVERTY ALLEVIATION b)economic plan by the SECTORAL COMMITTEE ON ECONOMIC DEVELOPMENT; c) physical infra plan by the SECTORAL COMMITTEE ON INFRASTRUCTURE d) transport and connectivity plan by the SECTORAL COMMITTEE ON INFRASTRUCTURE, working in coordination with the UMTA. this is consistent with the view expressed by the 2nd ARC in its report on Local

Governance, reflecting the importance of transportation planning to the overall land-use planning process (section 5.4.4.5.15, page 269) d) social infra plan jointly by the SECTORAL COMMITTEES ON EDUCATION AND HEALTH; e)environment plan by the SECTORAL COMMITTEE ON REGULATIONS. This structure of mapping committees to plan outputs will prevail for all three levels of plan outputs

However, any set of recommendations of the sweeping nature as above will require time of the order of a few years to navigate through the due process of debate, followed by the necessary statutory and legislative work, before the appropriate institutional architecture gets established, from the grassoots up to the metropolitan level. Hence, pragmatism dictates that a set of interim actions be taken, as a transition path to the development of robust plan outputs, even as the right institutional mechanisms are created. It is assumed that this transition period will take 5 years, a sufficient window of time for all necessary changes to be implemented, given adequate political will and administrative support. Keeping this in mind, what follows is a set of recommendations on the production of plans that require a minimum set of critical institutional re-organisations, realistically implementable in a timeframe of one year (November 2010). With this minimal set of changes, a reasonably robust set of plan outputs can be generated by March 2013, for the period 2013-2033, thereby ensuring that development in the metropolitan area takes place in a planned manner, even as the longer-term institutional architecture is being established. This final institutional arrangement can then take owership over the plan outputs via a review/revision process, which would be a logical timeframe since five years would have passed by then, an appropriate window for plan revision. If the timing of this exercise were to be done such that the first set of plan outputs were ready by March 2013, and revisions were to take place by 2018, these dates would be synchronous with the overall Plan periods at state and national levels. This process allows for a seamless transition from the fragmented, dysfunctional arrangement that exists today, to a coherent institutional architecture in the future.

2) The following are specific steps to be undertaken:

a. The MPC to be constituted for the MA region, and MMRDA be notified as its technical secretariat, and regulatory authority

b. The entire MA be covered by SPAs, of in a manner reflecting closely the future arrangement of ULBs, such that the role of each SPA will be folded into the appropriate future ULB being created for that area

c. The following plans are to be prepared by March 2013: a Metropolitan Development Plan, as well as Master Plans for each PA/SPA in the region.

d. For this, several activities will have to happen in parallel, over the 3 year period between March 2010 and March 2013:

i. Establishment of MSDC, and creation of base map of the MA

ii. Each SPA to collect all relevant Sectoral Data

iii. MPC to produce draft Metropolitan Development Plan

iv. PA/SPA to produce draft Master Plans and ward/area plans, in consultation with their respective constituent local bodies

v. MPC to notify Metropolitan Development Plan, 2012-2031 and PA/SPA Master Plans 2013-2033 by March 2013.

e.In 2016, with the appropriate instiutional architecture in place for integrated planing to take place, a revision of the Master Plan can be undertaken over a 2-year period, following the detailed guidelines released by the Planning Commission in its Manual for Integrated District Planning, and reiterated by the 2nd Administrative Reforms Commission Report on Local Governance (section 3.7.5.6 page 90).

3) **This detailed exercise will be comprehensive, participatory and integrated across all three levels of the planning process.**

4) **Such a process will also ensure that there is tight integration between Plans and Annual Budgets of all institutions, from the local level to the State level**

1.15 Governance Recommendation:

CHANGE LAWS RELATED TO LAND USE PLANNING

The following enabling land-use related laws to be created:

1) Change in land use from agri to non-agri: currently, the power is given to the Revenue Authorities for authorizing conversion from agricultural land to non agricultural use in the MA. This should be changed by amending the Maharashtra Land Revenue Code, to provide that no permission of the

Collector (i.e. the Revenue Authorities) shall be required for change of use of agricultural land located within municipal boundaries (of a Municipal Council/Corporation). The power to permit such change of land use shall appropriately vest in the respective municipal authorities (ULBs i.e. Chief Officer/ Municipal Commissioner), which shall grant such permission if the proposed change is in consonance with the provisions of the approved land use zoning and development control regulations framed under the sanctioned Development Plan (Master Plan) for the municipal area concerned. Since the approved

Development Plans of individual ULBs will be required to be mandatorily complying with the provisions of the sanctioned Metropolitan Development Plan (as has been recommended herein above), compliance of the MDP provisions will be automatically ensured.

2) Development control enforcements must be strong in all three levels of plans in order to protect eco-sensitive, heritage, public amenities, agricultural land and land reserved for future growth. Any change of existing urban land use from one to another (CLU) must have a rigorous, well defined, transparent process by which it is permitted.

3) Equitable compensation policies should be defined to enable protection of agri and eco-sensitive land, and for any acquisiton for new developments and for existing areas to provide for road networks and essential civic amenities, e.g TDRs or TP Schemes. In the case of acquisition, a fair and transparent process should be incorporated for making the case for using such power in the interest of larger public good.

4) Regularisation policy to take existing violations into account, but ensure that no future violations take place

5) Enact a policy for affordable housing

6) Develop urban design standards.

1.16 Governance Recommendation:

ESTABLISH GUARANTEED LAND TITLE SYSTEM

Establishment of a voluntary system of Security of Title, or a Guaranteed Land Title system. It is strongly sugested that this system not be mandatory, but voluntary, with incentives, so that over time, it emerges as the singular system of land records as a preferred option by land holders, much like the demat system in the share market. This will require a special Titling Authority (Metropolitan Land TItle Authority) for the MA to be established, housed either in Stamps and Regn dept, or in UDD (if the latter, then with clear coordn mechanisms between S&R and MLTA) 2. Transfer all revenue records to MLTA; 3. Provide incentives to people to transact their conveyances via such a title system. These recommendations on moving land management and registration closer to local governments are consistent with the recommendations of the 2nd Administrative Reforms Committee (section 3.3.17)

1.17 Governance Recommendation:

DECENTRALISE PLAN ENFORCEMENT SYSTEM

There should be a 3 tier system of decentralised enforcement. This consists of:

1) Ward Committee as the first level of enforcement, closest to the actual location of violations. The WC must be authorised to hold hearings, serve notice, recommend appropriate

punitive action against violaters of notified plans, and steps for reversal of the violation to the ULB

2) The ULB/SPA is the second level of enforcement, acting upon recommendations from the WC, and as the first appelate authority to address disputes arising out of WC decisions

3) The MPC shall act as the third level of enforcement, acting on ULB/SPA recommendations, and as the appelate authority to address disputes on ULB/SPA decisions d. Any disputes that cannot be settled by MPC can move to the judiciary

2. EMPOWERED LOCAL BODIES AND CITIZENS

2.1 Governance Recommendation:

TRANSFER PLANNING FUNCTION TO LOCAL BODIES

1) Each of the 20 ULBs in the MA must have a Planning Department, which even if not fully staffed, must have a critical mass to provide for the day-to-day planning and design requirementsofthe ULB, and that can also establish and oversee contractual arrangements with external planning service providers (from within or outside government) as needed

2) All ULB areas that are currently under the planning authority of SPA must be returned to the planning authority of the respective ULBs within a 12-month period.

3) The Master Plans prepared by the ULBs must be prepared by the ULB, and be first submitted to the MPC. Any directions given by the MPC from the point of view of ensuring the fulfillment of requirements and imperatives of the notified MDP shall be complied with by the ULB concerned and the Master Plan which fully complies with such directions (if any) shall be approved by the ULB concerned. This ensures compliance with the requirements of regional planning and also safeguards the power of the individual ULBs to approve the Master Plans prepared by them without such plans being required (as is the legal requirement today) to be submitted to the State Government for final approval.

2.2 Governance Recommendation:

ESTABLISH MAYORAL SYSTEM

1) The Chairperson/Mayor of each ULB should be directly elected by popular mandate through a city-wide election.

2) The functions of chairing the municipal council and exercising executive authority in urban local government should be combined in the same functionary i.e. Chairperson or Mayor.

3) The Chairperson/Mayor will be the chief executive of the municipal body. Executive power should vest in that functionary.

4) The elected Council should perform the functions of budget approval, oversight and framing of regulations and policies.

5) In Mumbai, the Mayor should appoint the Mayor's 'Cabinet'. The members of the Cabinet should be chosen by the Mayor from the elected corporators. The Mayor's Cabinet shall not exceed 10 per cent of the strength of the elected Corporation or fifteen, whichever is higher. The Cabinet will exercise executive authority on matters entrusted to them by the Mayor, under his overall control and direction. See 2nd ARC Report on Local Governance, section 5.2.4.3, page 219

2.3 Governance Recommendation:

EMPOWER WARD COMMITTEES

1) A decentralised system of urban management WITHIN each ULB needs to be practiced. At the heart of such a decentralised system is the functioning of appropriately empowered Ward Committees.

2) The Model Activity Mapping document that has been provided by the Ministry of Urban Development, as an annexure to the Nagara Raj Bill, can serve as the template for the distribution of functions across the tiers of ULB, Ward Committee and Area Sabha, for each of the functions being devolved to the ULB. This ensures that Executive power is located at the ULB and Ward Committee levels, while participatory and accountability mechanisms are created with the Area Sabha, and the link between the Area Sabha and the Ward Commitees through the Area Sabha Representatives who are the members of the Ward Committee.

2.4 Governance Recommendation:

ESTABLISH OFFICE OF OMBUDSMAN

1) Office of a Metropolitan Ombudsman to be constituted, to look into complaints of corruption and maladministration against functionaries of local bodies, both elected members and officials. For this, the term 'Public Servant' should be defined appropriately in the respective State legislations. The Ombudsman should have the authority to investigate cases and submit report to competent authorities for taking action. Such competent authorities should normally take action as recommended. In case of disagreement, reasons must be recorded in writing and be placed in the public domain. These would require amendments in the respective State Panchayat Acts and the Urban Local Bodies Acts to include provisions pertaining to the local body Ombudsman.

2) If the State Government feels that there are circumstances that make it necessary to suspend or rescind any resolution passed by the Urban Local Bodies or to dissolve or supersede them, it should not do so unless the matter has been referred to the Metropolitan Ombudsman and the Ombudsman recommends such action.

3) If, on any occasion, the State Government is in possession of records or has adequate reasons to initiate action against the Urban Local Bodies or its elected representatives, it should place the records before the Metropolitan Ombudsman concerned for investigation. (See 2nd ARC Report on Local Governance, section 5.8.4, page 309)

4) The office of the Metropolitan Ombudsman will have to be established in such a manner as to ensure that there will be no conflict with the existing set-up under the Lokayukta Act or Prevention of Corruption Act.

2.5 Governance Recommendation:

ESTABLISH AREA SABHAS

There should be three tiers of administration in urban local governments, except in the case of Town Panchayats, where the middle level would not be required. The tiers should be:i. Municipal Council/Corporation (by whatever name it is called);ii. Ward Committees; andiii. Area Committees or Sabhas.c. Each Area Sabha comprising all citizens in one or two (or more) polling station areas, should elect, once in five years, a small Committee of Representatives. The Committee of Representatives would elect one person who would chair the meetings of the Area Sabha and would represent the Area Sabha in the relevant Ward Committee. The State may, by law, prescribe the procedure and other details for such election.d. Ward Committees should be set up in every Ward/Corporator's Division, The present system of having more than one ward in a Ward Committee needs to be given up.e. Ward Committees need to be given legitimate functions which can be handled at that level. These functions could include street lighting, sanitation, water supply, drainage, road maintenance, maintenance of school buildings, maintenance of local hospitals/dispensaries, local markets, parks, playgrounds, etc.f. Funds allocated for the functions entrusted to the Ward Committee should be transferred en-bloc to the Ward Committee. The budget proposed by the Ward Committee in respect to the functions allotted to it should be taken into account in formulating the overall municipal budget.g. Meetings of the Ward Committee should be widely publicised to ensure maximum citizens' participation.h. Ward Committees should be given a share of the property taxes collected from the ward, depending on the locality.i. The allocation of functional responsibilities between the tiers must be clearly spelt out. While doing so, the principle of subsidiarity should be followed. Broadly, the Area Sabha should perform functions similar to the Gram Sabha such as prioritising developmental activities and identifying beneficiaries under various schemes. Keeping these recommendations in mind, the recent amendments on citizen participation should be suitably modified and rules for the same be notified

2.6 Governance Recommendation:

STRENGTHEN CIVIL DEFENCE SYSTEM

Implement the recommendations of the Standing Order and build a network of community based policing that is integrated with the Civil Defense system and linked to the local police.

3. ENABLED LOCAL BODIES AND CITIZENS

3.1 Governance Recommendation:

GIVE INDEPENDENCE TO LOCAL BODIES IN APPOINTMENTS AND RECRUITMENT

1) The role of the Chief executive must be combined with the role of the Mayor/chairperson of the ULB

2) The ULB must have the compelte authority to fill all positions in the ULB administration

3) As a transitional arrangement, the state government may offer a panel of namesfor designated senior positions (e.g. Commissioner) to the ULB for consideration, and it must be the ULB's prerogative to select from this panel (see 2nd. ARC report on local governance, section 5.2.5.4, page 221)

3.2 Governance Recommendation:

STREAMLINE DEPARTMENTAL HIRING PROCESSES

1) Establish an urban management personnel gap for every department in each ULBin the MA within three months

2) Create the required number of positions by department for each ULB either in the form of professional contract recruitment or by revision of cadre and recruitment rules

3) Authorise the ULBs to fill the gaps in a time-bound, fair and transparent mannerAs a transitional arrangement, the state government may offer a panel of names for designated senior positions (e.g. Commissioner) to the ULB for consideration, and it must be the ULB's prerogative to select from this panel (see 2nd. ARC report on local governance, section 5.2.5.4, page 221)

3.3 Governance Recommendation:

UPGRADE CAPACITIES IN URBAN MANAGEMENT AND GOVERNANCE

1) Establishment of a State Urban Governance & Management Training facility to train both eleceted representatives and administrators with special capacity building programmes for women members

2) State Governments should encourage local bodies to outsource specific functions to public or private agencies, as may be appropriate, through enabling guidelines and support. Outsourcing of activities should be backed by development of in-house capacity for monitoring and oversight of outsourced activities

3) As an aid to capacity building there should be documentations of case studies, best

practices 4. State governments to create an Empanneled List of Urban Practice Professional Institutions whose services can be accessed contractually by ULBs without having to go through tedious and repetitive procurement procedures (refer 2nd ARC Report on urban governance, section 3.6.16, page 72)

3.4 Governance Recommendation:

ESTABLISH E-GOVERNANCE SYSTEMS

The state government develops a statndard and comprehensive urban e-governance package (reuirement specification, applications, hardware, sofware, SLAs, AMC, etc) that contains at a minimum, the following six components

1) Accounting
2) Payroll
3) Procurement and Tendering
4) Works Mgmt
5) Property Tax
6) Birth and Death

This can be prepared by examining best practices of e-governance sysstems already being undertaken in the ULBs in the MA and integrating GoI's initiatives on e-governance.

3.5 Governance Recommendation:

ESTABLISH ROBUST GIS SYSTEM

1) Each ULB will establish a GIS SLA with the MSDC covering mutual deliverables

2) The base map for the entire metropolitan area including each ULB area will be produced and maintained by MSDC in the recommended national standards. Each ULB will generate the primary data relevant to its own area. This data will stored by the MSDC in the form of separate spatial layers e.g. property tax, water distribution, etc.

3) There will be an agreed upon frequency for updation of data, e.g. annually.

4) Each ULB will have a web-based access to view all data in the MSDC with updation access for its own layers of data.

3.6 Governance Recommendation:

IMPLEMENT E-PROCUREMENT SYSTEMS

1) The state government to prepare standardised procurement documents for key urban infrastructure / services development activities, e.g. waste management systems, water supply, sewerage, GIS, roads, etc, including potential PPP structures. These

should be developed in conjunction with industry forums and other departments that have had experience in large scale procurement processes

2) State government to empanel a list of "qualified urban infrastructure vendors" by sector who can be pre-qualified to bid for appropriate ULB works. This list can be periodically updated.

3.7 Governance Recommendation:

CREATE COMPREHENSIVE DATABASE ON URBAN SERVICES

1) Each ULB will send to DMES key primary data being generated by it - building licences, births and deaths etc. This will be compiled and aggregated by the DMES, pulling in data from various other sources within and outside government

2) Each ULB will receive a comprehensive set of data from DMES on a monthly/quarterly basis, to assist it in planning and budgeting activities, for which it will pay the DMES a fee

4. DIRECT ACCOUNTABILITY OF LOCAL BODIES TO CITIZENS

4.1 Governance Recommendation:

IMPROVE ELECTORAL ACCOUNTABILITY

1) The task of delimitation and reservation of constituencies should be entrusted to the State Election Commissions (SECs)

2) Local government laws in all States should provide for adoption of the Assembly electoral rolls for local governments without any revision of names by SECs. For such a process to be effective it is necessary to ensure that the voter registration and preparation of electoral rolls by Election Commission of India is based on geographic contiguity. Similarly, the electoral divisions for elections to local bodies should follow the Building Blocks approach. (check for MA)

3) In order to achieve convergence between census data and electoral rolls, the boundaries of a 'Part' and an 'Enumeration Block' should coincide

The SEC must in conjunction with the ECI, produce an electronic voter roll management system that is work-flow bsed and GIS enabled, and is usable as the real-time electoral roll for elections of all levels of government. This is to address the high percentage of error rate and the dynamic nature of the electoral rolls in urban areas 5. The conduct of elections for the elected members of Metropolitan Planning Committees should be entrusted to the State Election Commission

4.2 Governance Recommendation:

CREATE SINGLE WINDOW SERVICES AND STREAMLINING URBAN SERVICES

1) The State Government to set up an "Urban Services Streamlining Task Force" made of members both from within and outside government, within 3 months, to examine and suggest simplification of procedures and transparency in all ULB activities.

2) "Single-Window Service Centres": All service providers in cities should be brought under one umbrella by establishing 'one stop service centres'. Call centres, electronic kiosks, web based services and other tools of modern technology should be used by all ULBs to bring speed, transparency and accountability into delivery of services to the citizens.

4.3 Governance Recommendation:

ESTABLISH CITIZEN CHARTERS

The State Government should ensure that every ULB in the MA produce Citizens' charters within six months. These Citizen Charters should contain comprehensive information on service levels for all urban services, including specification of time limits for approvals

relating to regulatory services such as licenses and permits. The charter should also specify the relief available to the citizens in case of non adherence. (See 2nd ARC Report on Local Governance, section 5.4.2.10. page 243)

4.4 Governance Recommendation:

DEVELOP PARTICIPATORY PLANNING PROCESSES

1) All levels of plans, from the Metropolitan Development Plan to the Master Plans and Ward Plans for the ULBs should be prepared along the lines recommended in section... above, and consistent with the Manual for Integrated District Planning released by the Planning Commission. This envisages active citizen participation through the structures of Area Sabhas in the grassroots, and Ward Committees at the ward level. This process can only be practiced after the structures are put in place, and - as recommended in section.... above, will result in true participatory planning only after 2015-2016, during revisions to the plans.

2) Every ULB must have a Ward Plan Budget, which must be prepared in a systematic process beginning with Area Sabha consultations, and ending with recomendations of the Ward Committee. The "budget calendar" described in Schedule 1 of the Nagara Raj Bill circulated by Ministry of Urban Development, GOI, as part of JNNURM reforms, can be used as a possible template for this participatory budgeting exercise

4.5 Governance Recommendation:

PASS DISCLOSURE BILL AND PUBLISH PERFORMANCE STANDARDS

1) The State Government must pass the Disclosure Bill, required under JNNURM, and notify the necessary rules for its speedy implementation within a period of three months

2) Every ULB must comply with the requirements of the Disclosure law, and publish quarterly statements of performance, including financial statements and annual audited finacial statements, as well as Standardised Service Level Benchmarks(SSLBs) as defined by MOUD, GOI. THis information must be placed on the website of the ULB

4.6 Governance Recommendation:

BUILD COMPREHENSIVE WEBSITE FOR ALL LOCAL BODIES

The State Government must pass the Disclosure Bill, required Every ULB in the MA must have a fully-functioning website, within six months, with information on all the items mentioned below:

1) Citizen charters

2) Organisational chart

3) Property tax information

4) Current notified plans at ULB and ward levels

5) Budgets for past 3 years

6) Project details of works in progress

7) Interactive map of ULB, with ward demarcations

8) OCMS with summary data on status on complaints

9) All above in bilingual form, Marathi and English

4.7 Governance Recommendation:

ESTABLISH OFFICE OF OMBUDSMAN

As described in the section above, the State Government to constitute the Office of a Metropolitan Ombudsman, that would look into complaints of corruption and maladministration against functionaries of local bodies, both elected members and officials.

Annexure 1: Model Activity Mapping for decentralised urban governance

Model Activity Mapping of Municipal Functions

Functions to be performed by Municipalities/ Ward Committees/ Area Sabhas

Note: These are based on the list of functions provided in Schedule XII (article 243W) of the Constitution, as per the 74th Constitutional Amendment

No.	Item	Municipality	Ward Committee	Area Sabha
1	Urban planning including town planning	a. Prepare city plans in coordination with the MPC/DPC of the region b. Integrate the Ward Plans into the City Plan c. Develop medium-term financial plans consistent with the plans d. Develop annual city budgets consistent with the medium-term financial plans	a.Prepare ward plans in coordination with city & regional plans b.Integrate Area Sabha needs into Ward Plans c.Develop Annual Ward Budgets consistent with these plans, and with the city's financial plans	a.Discuss the Area's planning needs as part of the Master Plan for the region and the city b.Submit Area's planning requirements to the WC c.Review the Ward Plans and the City plans d.Ensure that ward budgets and city budgets are consistent with their plans
2	Regulation of land-use and construction of buildings.	a.(Large set of regulations on land-use and construction)	a.Provide all administrative support to AS in zoning and land-use mgmt b.Receive and process all applications for building construction c.Receive all appeals on land-use change decisions of AS, and resolve them	a.Enforce the zoning and land-use parameters defined in the city and ward plans b.Receive and resolve applications for change in land use in AS jurisdiction
3	Planning for economic and social development.	a.Work with agencies outside Municipality on collection, and dissemination of economic and social indicators b.Maintain key economic and social indicators for the municipality on regular basis c.Undertake systematic and organised street numbering, in coordination with external agencies	a.Have a Ward Information and Statistics Committee to track economic activity in the Ward b.Undertake systematic and organised street numbering, in coordination with the municipality	a.Provide information support to the WC on collection of necessary economic and social information b.Undertake systematic and organised street numbering, in coordination with the WC
4	Roads and bridges.	a.Survey, technical feasibility, road alignment, and formulation of road development projects b.Approval, allocation and sanction of funds of roads covering more than one block including District roads. c.Acquiring land, assessment and of grant of compensation. d.Awarding contracts, procurement of material / equipment for construction of roads and bridges. e.Monitoring the specifications of road /bridges and supervision ofthe quality of works.	a.Survey, technical feasibility, approval, allocation and sanction of funds. b.Annual repairs and maintenance of ward roads, culverts and bridges c.Approval, allocation and sanction of funds for improvement and maintenance of Ward roads. d.Monitoring and supervision of the quality of works and reporting progress. e.Ward Infrastructure Committee to maintain Ward Infrastructure Index in manner prescribed f.Budgetary allocations formulae to be based on Ward Infrastructure Index	a.Monitoring and supervision of quality of works b.Assist the WC in the preparation of Ward Infrastructure Index
5	Water supply for domestic, industrial and commercial purposes.	a.Assessing city's water supply needs on short, medium and long term basis b.Formulation of major water supply schemes c.Technical appraisal and approval to the schemes proposed by the WCs d.Awarding contracts for the execution of major schemes and enforcing Service Level Agreements	e.Developing annual water requirements for various ward needs f.Providing administrative assistance to AS g.Procuring and compiling reports on water service levels, complaints and repairs	h.Identifying need for water schemes and locations i.Reporting progress on water supply schemes j.Monitoring water supply service levels, complaints and repairs

No.	Item	Municipality	Ward Committee	Area Sabha
6	Public health, sanitation conservancy and solid waste management	a.)Planning through the health committees b.To coordinate communicable diseases Programme (Eg.TB, Leprosy) with the State c.To coordinate, construction and maintenance and supervision of Primary Health Centres (PHCs) d.Periodic conduction of Epidemiological surveys e.To construct and manage drainage and sewerage systems in the city f.To set aside budgets for street and public spaces g.Prepare city SWM plans, including adequate provision for safe disposal of SWM h.Prepare long-term SWM strategy for the city, in coordination with MPC and DPC i.Review city SWM contracts and provide support to WC in contract formulation, execution and monitoring j.To prepare policy documents for construction of public toilets	a.To assist in supervision and maintenance of sub-centres and deployment of field staff b.To Organize health family welfare camps and conduct demonstration-cum-exhibition programmes on health, family welfare and sanitation. c.To assist in inspection/ Assessment of quality of public health inputs and services. d.To prepare Ward SWM Plans in consultation with AS e. To award SWM contracts f.To monitor and review SWM contracts g.To prepare budgets for street cleaning and public spaces in consultation with AS h.To award contracts for street cleaning i.Prepare plans for sufficient public toilets in the ward in consultation with AS j.Award contracts for construction and maintenance of public toilets, in consulation with municipality	a.Upkeep of sanitation (cleaning of roads, drainage etc.) in the Area b.Mobilising and organizing people for health, family planning and immunization camps. c.Chlorination tanks and spraying of etc. d.Reporting of out-break of epidemics. e.To assist I coordinate emergence (floods etc.) Medical Relief Services f.Support local community-based SWM composting solutions, in collaboration with Municipal SWM dept g.Supervise SWM contracts h.Supervise street cleaning contracts i.Identify locations for public toilets and submit AS plans to WC j.Supervise maintenance of public toilets
7	Fire services	a.To extinguish fire and protect life and property when fires occur b.To ensure sufficient levels of Fire Service infrastructure in the city		
8	Urban forestry, protection of the environment and promotion of ecological aspects	a.Reclamation of waste lands, promotion of social forestry and maintenance of open spaces b.Establishment and maintenance of nurseries for plants, vegetables and trees and promotion of greenery c.Organization of flower-shows and promotion of flower-growing as a civic culture d.Promotion of measures for abatement of all forms of pollution;	a.Compile a list of all urban forestry and environmental assets in the Ward b. Prepare detailed plans to conserve and protect environmental assets,in consultation with AS c.Work with the municipality to integrate these plans into the municipal budget d.Prevent hazardous impact on environmental assets e.Promote of measures for abatement of all forms of pollution	a.Prepare a list of all urban forestry and environmental assets in the Area b.Identify their environmental health c.Suggest measures for the conservation and protection of such assets d.Monitor hazardous impact on environmental assets, and report to WC
9	Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded	a.Provide all suport to the WC for identification of weaker sections b.Coordinate with all concerned to procure relief for weaker sections c.Set aside appropriate funds in municipality budget	d.Preparation of lists of Identification of disabled persons/ street children/ unassisted aged/ beggars/ juveniles and coordination with the municipality to procure assistance for their rehabilitation.	e.Identification of disabled persons/ street children/ unassisted aged/ beggars/ juveniles and coordination with the WC for their rehabilitation.
10	Slum improvement and upgradation.	a.Compile city-wide slum information, including service levels b.Prepare medium-term plans to complete slum upgradation c.Prepare action plans for provision of sufficient stock of legitimate low-income housing in the city d.Coordinate will various agencies involved in slum identification, upgradation and services	e.Prepare a list of all slums in the Ward f.Establish the legal veracity of each slum for provision of public services g.Compile slum upgradation plans in coordination with AS h.Prepare Ward Budgets to include allocations for slum upgradation i.Release contracts for slum upgradation work j.Make payments based on AS monitoring	k.Prepare a list of all slums in the AS l.Prepare slum upgradation plans for each slum, with community members in the concerned slums m.Work with WC to ensure budgetary allocation for slum upgradation works n.Monitor quality of slum upgradation works

No.	Item	Municipality	Ward Committee	Area Sabha
11	Urban poverty alleviation	a.Preparation of plan for poverty alleviation programmes at municipality level. b.Scrutiny and consolidation of WC plans for Poverty Alleviation Programmes c.Release of funds to Banks for subsidy adjustment. d.Coordination with other departments / agencies e.Development of training infrastructure f.Procurement and supply of quality assets / machinery / equipments for beneficiary schemes. g.Assist in extending technical assistance for planning at WC level. h.Supervision and review of implementation of different Poverty Alleviation Programmes. i.Monitoring and supervision of the progress of the programmes.	a.Assist the AS in providing technical and managerial assistance for implementation of schemes. b.Implement schemes at WC level c.Collection and distribution of data regarding development and management at the WC level. d.Assist in the evaluation of schemes. e.Preparation of plans at the WC level f.Review the plans prepared by the AS and accord technical approval and assistance g.Integrate other Poverty Alleviation programmes	a.Identification of beneficiaries for various government schemes b.Implementation of employment generation programmes c.Inform the WC and municipality about any misuse of assets, grant and loan by the beneficiaries. d.To assist IP for the distribution of identity cards e.To ensure proper utilization of any funds allocated for poverty programmes from the municipality or external sources
12	Provision of urban amenities and facilities such as parks, gardens playgrounds	a.Assist the WC in the discharge of their responsibility b.Compile city-wide urban amenities information c.Prepare medium-term plans for urban amenities in consulation with WCs, MPC and DPC d.Provide budgetary support for urban amenities	e.Assist to AS in the discharge of their responsibility. f.Prepare ward budgets based on AS inputs or urban amenities	a.Submit AS plans for upgradation and maintenance of urban amenities b.Keep all common property of local nature in good condition. c.Ensure they are not encroached upon or converted to uses not in the Interest of the community.
13	Provision of urban amenities and facilities such as parks, gardens playgrounds	a.Promotion of civic education, adult education, social education and non-formal education b.promotion of cultural activities including music, physical education, sports and theatres and infrastructure c.advancement of science and technology in urban life d.publication of municipal journals, periodicals and souvenirs e.organization, establishment and maintenance of art galleries and botanical or zoological collections f.conservation and maintenance of monuments and places of historical, artistic and other importance g.construction, establishment, maintenance or contribution to the maintenance of public libraries, museums, reading rooms etc.		
14	Burials and burial grounds; cremations, cremation grounds and electrical crematoriums	a.Constructing and maintaining burial grounds and cremation grounds b.Acquiring, maintaining, changing and regulating places for the disposal of the dead	a.Assist the municipality in the discharge of their responsibility.	a.Inform the WC and municipality of deaths in the AS
15	Cattle pounds; prevention of cruelty to animals.	a.Establish and maintain cattle ponds b.Ensure the prevention of cruelty to animals c.Undertake appropriate measures to limit stray animals	a.Assist to AS in the discharge of their responsibility.	a.Monitor stray animals in AS b.Work with appropriate agencies to treat stray dogs on a regular basis
16	Vital statistics including registration of births and deaths.	a.Register all births and deaths in the municipality b.Maintain key economic and social indicators for the municipality on regular basis	a.Register all births and deaths in the Ward b.Ward Information and Statistics Committee to compile information on Ward	a.Support the WC in registering births and deaths

No.	Item	Municipality	Ward Committee	Area Sabha
17	Public amenities including street lighting, parking lots, bus stops and public conveniences	a.Communication systems beyond construction and maintenance of roads: footpaths, pedestrian pathways, transportation terminals, both for passengers and goods, bridges, over-bridges, subways, ferries, and inland water transport system; b.Provide transport system accessories including traffic engineering schemes, street furniture, parking areas, and bus stops;	a.Compile list of street lighting, parking lots, street furniture, bus stops and public conveniences in the ward, with the assistance of the AS b.Prepare plans for creation and maintenance of such amenities c.Coordinate with the municipality for the provision of such amenities d.Coordinate with the AS for the monitoring and maintenance of such amenities	e.Prepare list of street lights, parking lots, street furniture, bus stops and public conveniences in the Area f.Provide assistance to the WC in developing plans for creation and maintenance of such amenities g.Monitor contracts to maintain such amenities h.Provide
18	Regulation of slaughter houses and tanneries	a.Regulate the functioning of slaughter houses and tanneries	b.Prepare a list of all slaughter houses and tanneries in the ward c. Assist the AS in its activities d.Report any violations to the municipality	e.Monitor slaughter houses and tanneries for environmental impact and ethical practices

Annexure: 2

Time Range and Priority of Recommendations
ST: Short Term; MT: Medium Term; LT: Long term; L: Low; M: Medium; H: High

No	RECOMMENDATION	SHORT/ MEDIUM/ LONG TERM	PRIORITY (L/M/H)
1	REGIONAL SYSTEM		
1.1	INCLUDE COMPLETE DISTRICTS IN METROPOLITAN AREA	LT	H
1.2	EMPOWER MPC TO PREPARE METROPOLITAN DEVELOPMENT PLAN	LT	H
1.3	REVISE MPC COMPOSITION	MT	H
1.4	SET UP SECTORAL COMMITTEES IN MPC	LT	M
1.5	PROVIDE TECHNICAL AND ADMINISTRATIVE SUPPORT FOR MPC	MT	H
1.6	ESTABLISH UNIFIED METROPOLITAN TRANSPORT AUTHORITY	ST	M
1.7	ESTABLISH UNIFIED METROPOLITAN ENVIRONMENT AUTHORITY	MT	L
1.8	ESTABLISH DIRECTORATE OF METROPOLITAN ECONOMICS AND STATISTICS	MT	M
1.9	ESTABLISH METROPOLITAN SPATIAL DATA CENTRE	MT	H
1.10	RESTRUCTURE MMRDA	ST	H
1.11	ELIMINATE DPC AND DPDC IN ALL DISTRICTS	MT	M
1.12	RECLASSIFY AND CONSOLIDATE RURAL LOCAL BODIES TO URBAN LOCAL BODIES	LT	M
1.13	NOTIFY LOCAL BODIES AS SOLE PLANNING AUTHORITIES	MT	H
1.14	CREATE INTEGRATED METROPOLITAN DEVELOPMENT PLAN	MT	H
1.15	CHANGE LAWS RELATED TO LAND-USE PLANNING	MT	H
1.16	ESTABLISH GUARANTEED LAND TITLE SYSTEM	MT	H
1.17	DECENTRALISE PLAN ENFORCEMENT SYSTEM	MT	H
2	EMPOWERED LOCAL BODIES AND CITIZENS		
2.1	TRANSFER PLANNING FUNCTION TO LOCAL BODIES	MT	H
2.2	ESTABLISH MAYORAL SYSTEM	MT	H
2.3	EMPOWER WARD COMMITTEES	ST	H
2.4	ESTABLISH OFFICE OF OMBUDSMAN	MT	M
2.5	ESTABLISH AREA SABHAS	ST	H
2.6	STRENGTHEN CIVIL DEFENCE SYSTEM	MT	M
3	ENABLED LOCAL BODIES AND CITIZENS		
3.1	GIVE INDEPENDENCE TO LOCAL BODIES IN APPOINTMENTS AND RECRUITMENT	MT	M
3.2	STREAMLINE DEPARTMENTAL HIRING PROCESSES	ST	H
3.3	UPGRADE CAPACITIES IN URBAN MANAGEMENT AND GOVERNANCE	MT	M
3.4	ESTABLISH E-GOVERNANCE SYSTEMS	MT	M
3.5	ESTABLISH ROBUST GIS SYSTEM	MT	M
3.6	IMPLEMENT E-PROCUREMENT SYSTEMS	MT	M
3.7	CREATE COMPREHENSIVE DATABASE ON URBAN SERVICES	LT	M
4	DIRECT ACCOUNTABILITY		
4.1	IMPROVE ELECTORAL ACCOUNTABILITY	MT	M
4.2	CREATE SINGLE WINDOW SERVICES AND STREAMLINING URBAN SERVICES	ST	H
4.3	ESTABLISH CITIZEN CHARTERS	ST	H
4.4	DEVELOP PARTICIPATORY PLANNING PROCESSES	MT	H
4.5	PASS DISCLOSURE LAW AND PUBLISH PERFORMANCE STANDARDS	ST	H
4.6	BUILD COMPREHENSIVE WEBSITE FOR ALL LOCAL BODIES	ST	M
4.7	ESTABLISH OFFICE OF OMBUDSMAN	MT	M

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MUMBAI

MEGAMORPHOSIS

A vision for the city of dreams

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