

COMPLAINT AUDIT

December 2003

**A survey of complaints received by the
Brihanmumbai Municipal Corporation**



About Praja Foundation

Praja Foundation is a non-partisan, voluntary organization whose aim is to empower citizens and the government with knowledge, information and facts. We are committed to creating a transparent, accountable and efficient society through people's participation.

Praja was founded in 1998 by a group of young socially active citizens of Mumbai, from various professions and walks of life who believe that collective action can make a change in improving living standards in one of the world's busiest cities, Mumbai.

Projects and Activities

Since inception in 1998, Praja's activities have been focussed in the area of good governance, transparency and accountability. We currently work largely with the Brihan-Mumbai Municipal Corporation (BMC). We have over these last four years developed an easy to follow Citizen's Charter, conducted various Performance Surveys and an Online Complaint Monitoring System for the BMC.

Citizen's Charter

The charter provides citizens with information on the various services of the government; the speed and quality with which the government commits to provide these services; and a clear procedure for complaint redress and escalation. Praja works with the BMC to continually refine these service level commitments and standards. We conduct extensive trainings with government staff on customer service and use of the charter. First published in 1999, the charter is also online at www.praja.org/chartermain.htm. We are currently updating the BMC Charter.

Apart from the BMC, we are also working on bringing out charters for the Mumbai Police and on the Right to Information.

Performance Surveys

In 2000 and 2001 Praja commissioned extensive Performance Surveys, carried out by ORG-MARG, India's leading market research agency. These were undertaken in order to understand the citizen's opinion of the BMC's performance -- both about the BMC as a whole, as well as its various departments and their service delivery.

Corporators Survey. We as citizens would also like to know and gauge the performance of elected municipal corporators not just before elections, but ongoing throughout their 5 year term. We have 227 corporators. How do they intend to make Mumbai a better place to live in? What are their plans? How do they intend using their discretionary funds? This survey focuses on political side of local governance.

Complaint Audit surveys aim to monitor whether citizen complaints received at the ward and central levels have been acknowledged and redressed, and whether it was done in the time stipulated in the Citizen's Charter. We also assess the satisfaction of the complainant regarding the way it was handled by the BMC. We are proud to present the details of the first citywide complaint audit survey in this booklet.

Outreach

We reach out to citizens in various ways. In 2002, we had weekly columns in English, Marathi and Gujarati newspapers. Our Citizen's Charter was printed and distributed free of cost by the Indian Express newspaper with their daily edition. We have a comprehensive website www.praja.org that has details of all our projects from the Citizen's Charter to the OCMS. Our performance reports are published as booklets and distributed to various community-based organisations.

Contact us at: info@praja.org

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A. Executive Summary

Background

Praja commissioned AC Nielsen ORG-MARG to carry out a survey of citizens' complaints to the BMC. This **Complaint Audit** covered all the 24 wards of BMC. The data was derived from the BMC-Praja Online Complaint Management System (OCMS). Our objective was to understand the nature of the problems faced by the Mumbai residents, extent of action and the duration of time taken by the BMC in resolving these problems as well as the level of satisfaction of the complainants with the BMC action.

1. Complaints received by various zones and wards

The drainage department gets most of the complaints across the city. Choking of drains is endemic in zones 1, 2 and 5 and in wards C and F/South. The water supply department gets many complaints from zones 3, 4 & 6, and wards K/West, G/North and R/South. During the monsoon ward R/Central received a lot of storm water drainage complaints. The buildings department has received complaints from wards K/East, K/West, R/North and S.

2. Mode of complaint

From our random sample, a majority of citizens either visited the ward office (41%) or telephoned the ward office (28%). Those complaining via the BMC hotline "1916" were small (26%) and only 5% through www.praja.org

One reason for this may be the fact that many complaints received on the BMC hotline "1916" and www.praja.org are anonymous and it is not possible to interview them.

3. Was the complaint for the first time?

On the overall level, 58% of the citizens complained for the first time. On the zone level, 68% of citizens in Zone 6 were complaining for the first time. On the ward level, 76% of citizens in ward P/South were first time complainants. This was an important figure to gauge as the goal of any service based organisation should be to sort out complaints as quickly as possible with the complainant not having to repeatedly knock on the doors of the agency.

4. No of times approached the BMC

Following on from the above, we also calculated on average how many times a citizen requires to approach the BMC to get redressal. The figures fluctuated wildly with some citizens saying that they required to contact the BMC more than 500 times. When we first calculated this average, it came to 13. However, we then decided to ignore the outliers (excessively high or low figures that deviate highly from the mean) and recalculate to give a truer picture. Overall, on average a citizen requires to approach the BMC 4 times to get his problem redressed. Zone 1 performs the worst with the average around 6. Zone 6 performs better with an average of only 3.

5. Status of complaint.

We at Praja used to receive many complaints from citizens that although the work was not done, the BMC's officers used to state on the OCMS that the work was done. When we checked this across all the wards, asking every citizen, we found that according to the BMC, 12% of complaints in our sample were pending, i.e action was yet to be taken on them. For the same sample of complaints, citizens however reported that 51% of complaints were pending. A difference of 39%!

6. Money involved in getting the work done

This was an important issue to ask whether bribes were paid, and if paid, were they asked for by the BMC staff or were they a kind of “thank you” baksheesh paid by the citizens. The results were surprising and mixed. Overall, only 3% of citizens stated that bribes were paid. However, 75% of the bribes paid were “asked for” by BMC staff.

One reason why the overall figure might be low is that citizens who did pay the bribes might not want to own up due to fear. Plus we were unable to reach those who complained anonymously, where this percentage might have been higher.

7. Satisfaction level with BMC

We focussed on the satisfaction level of the citizen with his / her complaint. We were specific in asking only for that, and not a response about satisfaction with the BMC in general.

We asked for satisfaction on a 5 point scale. The overall satisfaction level for the city was **2.6**. No zone reached above 3. Zones 2 and 6 reached **2.9**

We also cross tabbed the satisfaction levels with the mode of complaint and found out that citizens who went to the ward office or telephoned the ward office were more satisfied than those who called “1916” or used www.praja.org

B. Methodology

Target Group

The target group for this study is the citizens of Mumbai, who had *registered a complaint* to the BMC between the months of May to November 2003. We went to their home, office, or the complaint location to interview them.

Sampling

In each ward we chose at least 100 respondents drawn randomly from the Online Complaint Monitoring System (OCMS) database, reaching out to a total of 2,456 citizens in the 24 wards.

The sample was restricted to those who had given some contact detail in the complaint (address / telephone / email). For obvious reasons we were unable to reach out to those who made anonymous complaints. The sample taken in each ward is attached as Appendix I.

Fieldwork

Teams of trained and experienced interviewers of AC Nielsen ORG-MARG conducted fieldwork all over the city. They were thoroughly briefed on the study by a field executive prior to starting. Mock calls were conducted to ensure that the questionnaire was administered properly and field supervisors accompanied the first few interviews conducted by each interviewer. In order to ensure the quality of data, all the questionnaires were thoroughly scrutinized and 25% of all interviews were back-checked. The fieldwork was conducted from October to December 2003.

We conducted face-to-face interviews with the citizens at their homes, offices, or at the location of the complaint.

Tool for Data Collection

A fully structured questionnaire was administered to the respondents - each interview lasting about 25 minutes. The questionnaire sought to capture the respondents' complaint method and the duration taken to solve it by the BMC as well as other allied points. The questionnaire is attached as Appendix II

C. FINDINGS

1. Complaints received by various zones and wards

The charts on the following pages give us an idea of the major department and types of complaints made by the citizens whom we sampled in the survey. We would be showing the details zone wise, with each ward in the zone.

Zone 1 stretches from Navy Nagar, Colaba to Byculla and Haji Ali and houses the most prestigious addresses in the city as well as India's premier business district of Nariman Point Fort Ballard Estate. Drainage and solid waste management are the top areas of complaint here. Roads/traffic, water supply and pest control feature as well.

	City	Zone	Wards				
			A	B	C	D	E
Solid Waste Management Dept	540	143	30	40	35	18	20
Garbage not lifted from road / authorised collection point	65	75	80	60	83	83	75
Garbage not lifted from gully	18	11	7	20	3	-	20
Drainage Dept	771	203	42	39	44	42	36
Drainage chokes and blockages	72	70	79	69	57	83	61
Overflowing drains or manholes	29	33	21	41	32	21	50
Storm Water Drainage Dept	210	28	3	5	5	5	10
Removal of silt from SWD	14	4	-	-	-	-	10
Flooding during monsoon	45	46	-	80	60	40	40
Dirty water	13	11	-	-	20	20	10
Roads and Traffic Dept	158	35	10	6	9	8	2
Bad patches / potholes on the road	78	77	80	100	78	63	50
Repairs of road / footpaths	15	14	20	-	11	25	-
Repairs to Municipal Property	25	6	1	-	-	1	4
Maintenance of municipal properties	60	50	100	-	-	100	25
Providing tar to avoid leakage	20	33	-	-	-	-	50
Providing preparing doors, windows of P.S. Blocks	20	17	-	-	-	-	25
Water Supply Dept	243	30	6	7	4	5	8
Leaks in water lines	24	17	17	-	25	20	25
Contaminated water supply	26	43	17	86	50	40	25
Shortage of water supply	55	47	83	14	25	60	50
Buildings Dept	211	16	3	4	2	4	3
Unauthorised construction	62	38	-	50	-	75	33
Unauthorised alternation	21	25	-	50	50	25	-
Licence Dept	70	8	1	1	2	2	2
Unauthorised hawkers on roads, footpaths	93	88	-	100	100	100	100
Pest control Dept	124	32	3	-	-	15	14
Mosquito nuisance	73	56	67	-	-	33	79
Rat nuisance	29	53	33	-	-	73	36
Miscellaneous	97	5	1	-	-	1	3
Trees fallen on the road	28	-	-	-	-	-	-
Tree cutting	26	60	-	-	-	100	67
Catching dogs	19	20	-	-	-	-	33

Figures in **bold** are the actual number of complaints in the department.

Figures in *italics* are percentages of relating to the specific complaint within the department.

Zone 2 stretches from Byculla and Haji Ali to Wadala and the Mahim creek. This area was the traditional mill land and today parts of it are fast developing into a shopping paradise. It also includes Asia's largest slum Dharavi. Drainage is the number one area of complaint in Zone 2. Solid waste management, roads / traffic, water supply and pest control are feature prominently. By and large Zone 1 and 2 have similar problems and concerns.

	City	Zone	Wards			
			F/S	F/N	G/S	G/N
Solid Waste Management Dept	540	77	4	37	13	23
Garbage not lifted from road / authorised collection point	65	53	25	49	46	70
Garbage not lifted from gully	18	29	25	49	8	9
Drainage Dept	771	175	55	21	66	33
Drainage chokes and blockages	72	78	69	95	86	64
Overflowing drains or manholes	29	26	22	14	30	30
Storm Water Drainage Dept	210	15	9	4	2	-
Removal of silt from SWD	14	13	22	-	-	-
Flooding during monsoon	45	27	11	75	-	-
Dirty water	13	13	22	-	-	-
Roads and Traffic Dept	158	20	2	9	3	6
Bad patches / potholes on the road	78	70	-	89	33	83
Repairs of road / footpaths	15	25	-	33	33	17
Repairs to Municipal Property	25	10	7	3	-	-
Maintenance of municipal properties	60	40	14	100	-	-
Providing tar to avoid leakage	20	30	43	-	-	-
Providing preparing doors, windows of P.S. Blocks	20	30	43	-	-	-
Water Supply Dept	243	36	5	8	5	18
Leaks in water lines	24	19	20	25	20	17
Contaminated water supply	26	19	20	25	-	22
Shortage of water supply	55	61	60	50	80	61
Buildings Dept	211	19	3	3	2	11
Unauthorised construction	62	58	67	33	-	73
Unauthorised alternation	21	21	33	-	-	27
Licence Dept	70	10	3	2	4	1
Unauthorised hawkers on roads, footpaths	93	100	100	100	100	100
Pest control Dept	124	33	12	5	9	7
Mosquito nuisance	73	79	83	100	67	71
Rat nuisance	29	21	17	-	33	29
Miscellaneous	97	22	7	8	4	3
Trees fallen on the road	28	23	-	38	-	67
Tree cutting	26	50	29	63	50	67
Catching dogs	19	-	-	-	-	-

Figures in **bold** are the actual number of complaints in the department.

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Zone 3 is where the suburbs start. It stretches from Bandra to Andheri and parts of Jogeshwari, including both eastern and western halves as well as the Mahim causeway. Water supply and unauthorised constructions feature prominently in Zone 3, apart from the usual drainage and solid waste management issues.

	City	Zone	Wards			
			H/E	H/W	K/E	K/W
		3				
Solid Waste Management Dept	540	101	38	33	19	11
Garbage not lifted from road / authorised collection point	65	60	71	58	58	36
Garbage not lifted from gully	18	12	24	9	-	-
Drainage Dept	771	101	21	34	22	24
Drainage chokes and blockages	72	69	86	41	86	79
Overflowing drains or manholes	29	28	14	44	9	33
Storm Water Drainage Dept	210	36	1	9	18	8
Removal of silt from SWD	14	39	100	89	28	-
Flooding during monsoon	45	22	-	-	11	75
Dirty water	13	6	-	-	6	13
Roads and Traffic Dept	158	30	6	6	10	8
Bad patches / potholes on the road	78	70	83	83	50	75
Repairs of road / footpaths	15	23	-	17	30	38
Repairs to Municipal Property	25	-	-	-	-	-
Maintenance of municipal properties	60	-	-	-	-	-
Providing tar to avoid leakage	20	-	-	-	-	-
Providing preparing doors, windows of P.S. Blocks	20	-	-	-	-	-
Water Supply Dept	243	55	14	6	11	24
Leaks in water lines	24	27	43	33	18	21
Contaminated water supply	26	27	29	17	18	33
Shortage of water supply	55	47	36	33	55	54
Buildings Dept	211	52	12	7	20	13
Unauthorised construction	62	79	100	57	70	85
Unauthorised alternation	21	8	-	-	15	8
Licence Dept	70	14	5	2	3	4
Unauthorised hawkers on roads, footpaths	93	93	80	100	100	100
Pest control Dept	124	11	2	2	1	6
Mosquito nuisance	73	55	50	50	100	50
Rat nuisance	29	55	50	50	100	50
Miscellaneous	97	17	2	10	3	2
Trees fallen on the road	28	41	50	50	33	-
Tree cutting	26	12	-	10	33	-
Catching dogs	19	6	50	-	-	-

Figures in **bold** are the actual number of complaints in the department.

Figures in *italics* are percentages of relating to the specific complaint within the department.

Zone 4 Starting from Jogeshwari, Zone 4 goes upto Dahisar, the North Western boundary of Mumbai. There is an interesting mix of issues that citizens complain about from water supply, drainage, and storm water drains, to garbage, buildings (unauthorised constructions) and roads/traffic.

	City	Zone	Wards				
			P/N	P/S	R/S	R/C	R/N
		4					
Solid Waste Management Dept	540	95	24	14	23	22	12
Garbage not lifted from road / authorised collection point	65	68	75	50	91	55	58
Garbage not lifted from gully	18	13	29	7	9	-	17
Drainage Dept	771	118	13	21	28	38	18
Drainage chokes and blockages	72	75	46	81	68	87	78
Overflowing drains or manholes	29	26	46	29	21	21	28
Storm Water Drainage Dept	210	67	10	9	13	24	11
Removal of silt from SWD	14	16	10	-	8	38	-
Flooding during monsoon	45	48	80	44	62	21	64
Dirty water	13	16	-	56	23	4	18
Roads and Traffic Dept	158	36	10	10	10	2	4
Bad patches / potholes on the road	78	83	80	80	100	100	50
Repairs of road / footpaths	15	11	30	-	-	-	25
Repairs to Municipal Property	25	6	1	-	1	2	2
Maintenance of municipal properties	60	83	100	-	100	50	100
Providing tar to avoid leakage	20	-	-	-	-	-	-
Providing preparing doors, windows of P.S. Blocks	20	17	-	-	-	50	-
Water Supply Dept	243	64	17	7	16	3	21
Leaks in water lines	24	19	12	29	13	33	24
Contaminated water supply	26	27	6	43	38	33	29
Shortage of water supply	55	67	82	57	69	67	57
Buildings Dept	211	57	16	19	3	3	16
Unauthorised construction	62	51	75	53	100	67	13
Unauthorised alternation	21	30	-	21	-	-	81
Licence Dept	70	21	2	3	5	5	6
Unauthorised hawkers on roads, footpaths	93	91	50	100	100	100	83
Pest control Dept	124	15	3	6	2	2	2
Mosquito nuisance	73	80	33	83	100	100	100
Rat nuisance	29	20	67	17	-	-	-
Miscellaneous	97	23	5	8	-	1	9
Trees fallen on the road	28	48	20	50	-	-	67
Tree cutting	26	9	-	13	-	-	11
Catching dogs	19	9	20	13	-	-	-

Figures in **bold** are the actual number of complaints in the department.

Figures in *italics* are percentages of relating to the specific complaint within the department.

Zone 5 comprises the eastern suburbs of Kurla and Chembur. Drainage, solid waste management, storm water drains, building and water supply are major concerns here.

	City	Zone	Wards		
			L	M/E	M/W
		5			
Solid Waste Management Dept	540	74	31	18	25
Garbage not lifted from road / authorised collection point	<i>65</i>	<i>68</i>	<i>65</i>	<i>67</i>	<i>72</i>
Garbage not lifted from gully	<i>18</i>	<i>27</i>	<i>7</i>	<i>50</i>	<i>36</i>
Drainage Dept	771	102	43	31	28
Drainage chokes and blockages	<i>72</i>	<i>74</i>	<i>72</i>	<i>61</i>	<i>89</i>
Overflowing drains or manholes	<i>29</i>	<i>28</i>	<i>30</i>	<i>16</i>	<i>39</i>
Storm Water Drainage Dept	210	35	7	13	15
Removal of silt from SWD	<i>14</i>	<i>3</i>	-	<i>8</i>	-
Flooding during monsoon	<i>45</i>	<i>69</i>	-	<i>77</i>	<i>93</i>
Dirty water	<i>13</i>	<i>9</i>	<i>43</i>	-	-
Roads and Traffic Dept	158	17	1	6	10
Bad patches / potholes on the road	<i>78</i>	<i>88</i>	-	<i>100</i>	<i>90</i>
Repairs of road / footpaths	<i>15</i>	<i>6</i>	-	-	<i>10</i>
Repairs to Municipal Property	25	1	-	-	1
Maintenance of municipal properties	<i>60</i>	<i>100</i>	-	-	<i>100</i>
Providing tar to avoid leakage	<i>20</i>	-	-	-	-
Providing preparing doors, windows of P.S. Blocks	<i>20</i>	-	-	-	-
Water Supply Dept	243	20	6	5	9
Leaks in water lines	<i>24</i>	<i>30</i>	<i>50</i>	<i>20</i>	<i>22</i>
Contaminated water supply	<i>26</i>	<i>20</i>	-	<i>40</i>	<i>22</i>
Shortage of water supply	<i>55</i>	<i>60</i>	<i>67</i>	<i>40</i>	<i>67</i>
Buildings Dept	211	30	9	16	5
Unauthorised construction	<i>62</i>	<i>67</i>	<i>33</i>	<i>81</i>	<i>80</i>
Unauthorised alternation	<i>21</i>	<i>30</i>	<i>67</i>	<i>19</i>	-
Licence Dept	70	7	1	4	2
Unauthorised hawkers on roads, footpaths	<i>93</i>	<i>100</i>	<i>100</i>	<i>100</i>	<i>100</i>
Pest control Dept	124	15	1	11	3
Mosquito nuisance	<i>73</i>	<i>93</i>	<i>100</i>	<i>100</i>	<i>67</i>
Rat nuisance	<i>29</i>	<i>7</i>	-	-	<i>33</i>
Miscellaneous	97	3	1	-	2
Trees fallen on the road	<i>28</i>	<i>33</i>	-	-	<i>50</i>
Tree cutting	<i>26</i>	<i>33</i>	<i>100</i>	-	-
Catching dogs	<i>19</i>	-	-	-	-

Figures in **bold** are the actual number of complaints in the department.

Figures in *italics* are percentages of relating to the specific complaint within the department.

Zone 6 starting from Ghatkopar and going upto Bhandup and Mulund used to be a major industrial heartland. It is slowly changing with Mulund becoming a shopping and service suburb. There is no one department with an overwhelming share of complaints here. The usual suspects, solid waste management, drainage, buildings all appear with a good number of miscellaneous complaints as well, largely to do with tree cutting.

	City	Zone	Wards		
			N	S	T
		6			
Solid Waste Management Dept	540	50	15	16	19
Garbage not lifted from road / authorised collection point	<i>65</i>	<i>50</i>	<i>53</i>	<i>56</i>	<i>42</i>
Garbage not lifted from gully	<i>18</i>	<i>28</i>	<i>7</i>	<i>13</i>	<i>58</i>
Drainage Dept	771	72	48	11	15
Drainage chokes and blockages	<i>72</i>	<i>63</i>	<i>54</i>	<i>64</i>	<i>87</i>
Overflowing drains or manholes	<i>29</i>	<i>39</i>	<i>37</i>	<i>64</i>	<i>27</i>
Storm Water Drainage Dept	210	29	10	4	15
Removal of silt from SWD	<i>14</i>	-	-	-	-
Flooding during monsoon	<i>45</i>	<i>48</i>	<i>20</i>	<i>50</i>	<i>67</i>
Dirty water	<i>13</i>	<i>24</i>	<i>60</i>	-	<i>7</i>
Roads and Traffic Dept	158	20	1	9	10
Bad patches / potholes on the road	<i>78</i>	<i>80</i>	<i>100</i>	<i>67</i>	<i>90</i>
Repairs of road / footpaths	<i>15</i>	<i>10</i>	-	-	<i>20</i>
Repairs to Municipal Property	25	2	-	2	-
Maintenance of municipal properties	<i>60</i>	<i>100</i>	-	<i>100</i>	-
Providing tar to avoid leakage	<i>20</i>	-	-	-	-
Providing preparing doors, windows of P.S. Blocks	<i>20</i>	-	-	-	-
Water Supply Dept	243	38	11	16	11
Leaks in water lines	<i>24</i>	<i>32</i>	<i>55</i>	<i>13</i>	<i>36</i>
Contaminated water supply	<i>26</i>	<i>21</i>	<i>18</i>	<i>25</i>	<i>18</i>
Shortage of water supply	<i>55</i>	<i>42</i>	<i>27</i>	<i>56</i>	<i>36</i>
Buildings Dept	211	37	5	27	5
Unauthorised construction	<i>62</i>	<i>65</i>	<i>40</i>	<i>67</i>	<i>80</i>
Unauthorised alternation	<i>21</i>	<i>19</i>	-	<i>22</i>	<i>20</i>
Licence Dept	70	10	2	4	4
Unauthorised hawkers on roads, footpaths	<i>93</i>	<i>90</i>	<i>50</i>	<i>100</i>	<i>100</i>
Pest control Dept	124	18	3	7	8
Mosquito nuisance	<i>73</i>	<i>83</i>	<i>67</i>	<i>86</i>	<i>88</i>
Rat nuisance	<i>29</i>	<i>11</i>	<i>33</i>	-	<i>13</i>
Miscellaneous	97	27	8	6	13
Trees fallen on the road	<i>28</i>	<i>11</i>	<i>13</i>	<i>33</i>	-
Tree cutting	<i>26</i>	<i>22</i>	<i>25</i>	<i>50</i>	<i>8</i>
Catching dogs	<i>19</i>	<i>52</i>	<i>63</i>	-	<i>69</i>

Figures in **bold** are the actual number of complaints in the department.

Figures in *italics* are percentages of relating to the specific complaint within the department.

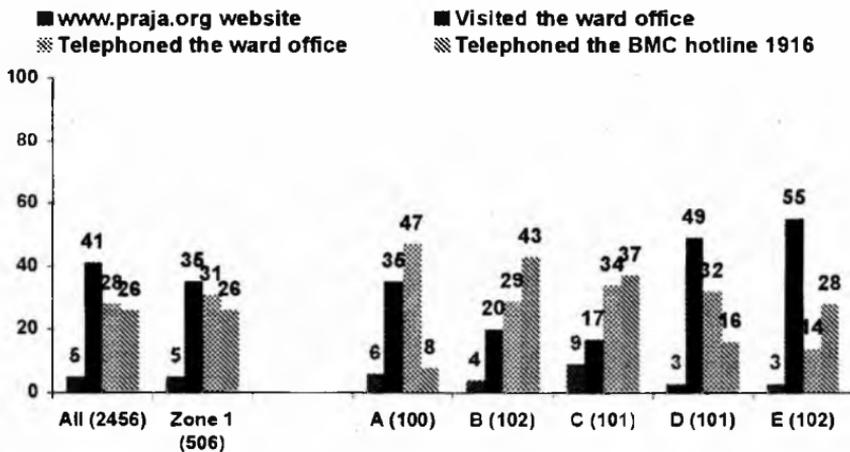
2. Mode of complaint

The Online Complaint Management System (OCMS) is designed such that any way a citizens reaches out to the BMC: via phone, visits or the BMC central hotline or the internet, the complaint gets into the same database. We wanted to know what method the citizens used most often.

By and large visits or telephoning the ward is the method most preferred. Across the city, complaints lodged directly by citizens on the Praja site average 5%. The interesting statistic to look out for is the percentage of complaints received through the wards versus through the BMC's hotline telephone number "1916" wards where the percentage of complaints received through the ward is low, generally perform poorly on the satisfaction factor too. One of the reasons may be that the officials at the ward level may not be entering the complaints received on the phone or in person into the OCMS.

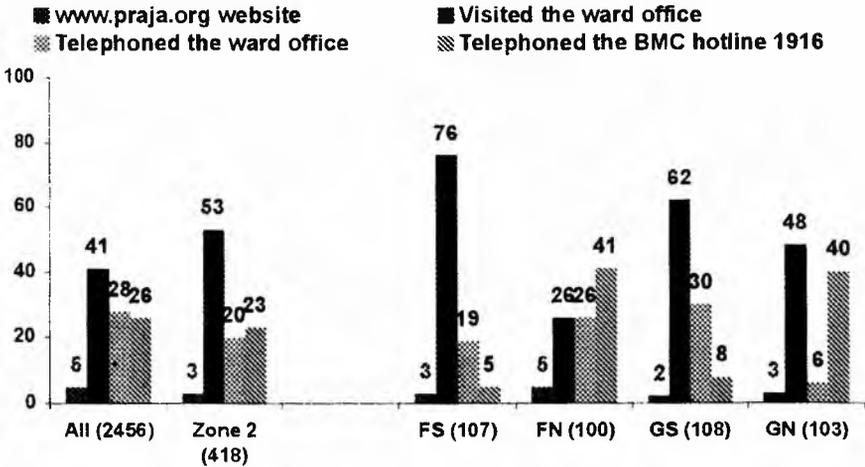
The figures in brackets are the sample size. All other figures are percentages.

Zone 1



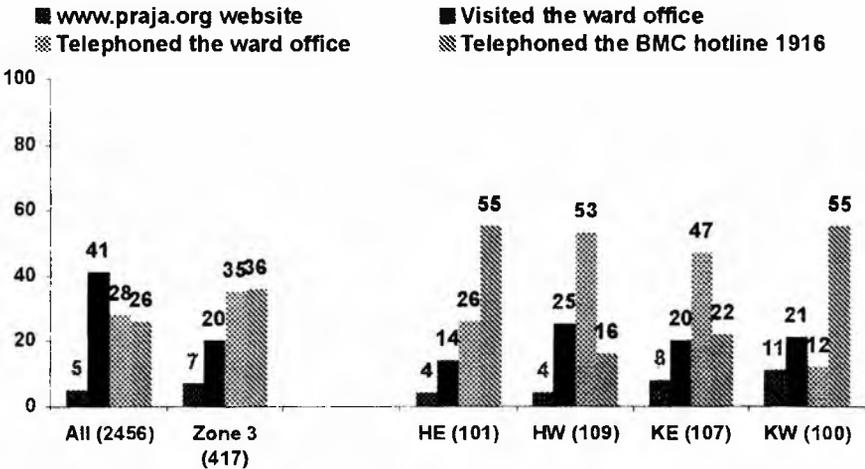
Ward B has a rather high percentage of complaints received through the BMC hotline. (43% versus the city and zone average of 26%)

Zone 2



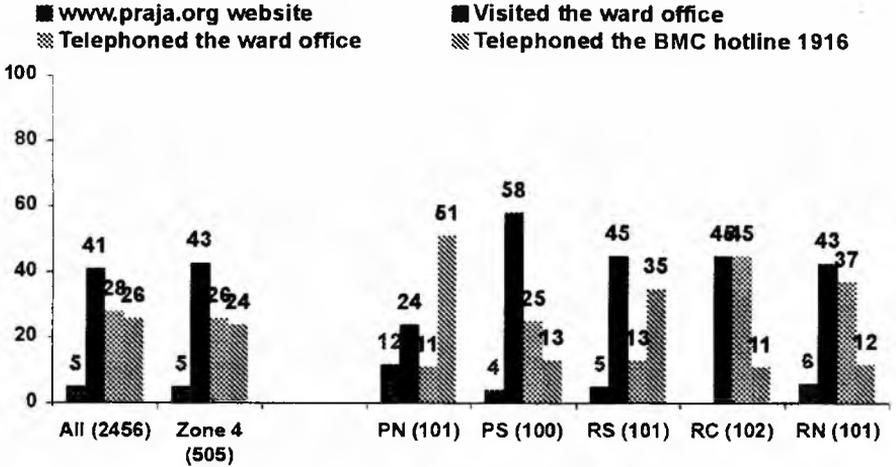
Do note the high percentage of complaints that were registered when citizens visited the wards in F/South and G/South. (76% and 62%) versus the city average of 41% and the zone average of 53%.

Zone 3



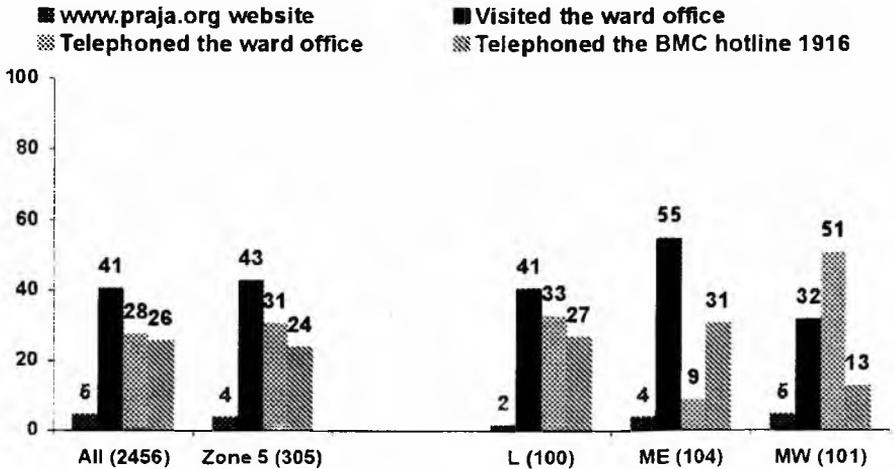
H/East and K/West show a much higher percentage of complaints coming through the BMC hotline (55%) more than double the city average of 26%

Zone 4

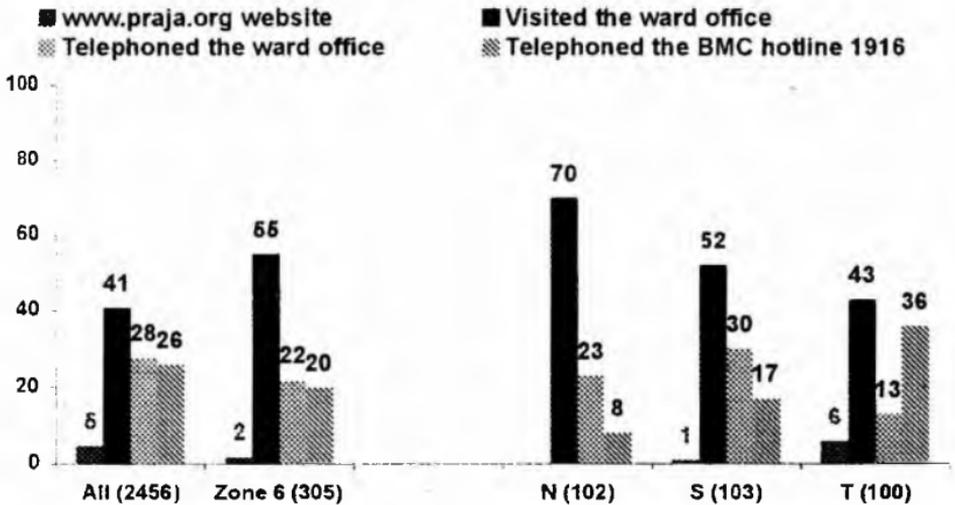


There is a striking contrast between wards P/North and P/South. The former has 51% of complaints fed in through the BMC hotline while the latter has a high percentage of citizens complaints entered via ward visits (58%) and phone calls (25%). This is repeated in Zone 5 as well comparing M/East and M/West wards.

Zone 5



Zone 6



Overall this zone did very well in registering complaints received at the ward level.

3. Was the complaint made for the first time?

Ideally a citizen should get the complaint solved in 1 visit only. A high percentage of repeat visitors shows poor performance. Wards with 70% or more first time visits are marked with a "+". Those below the 50% line are marked with a "-".

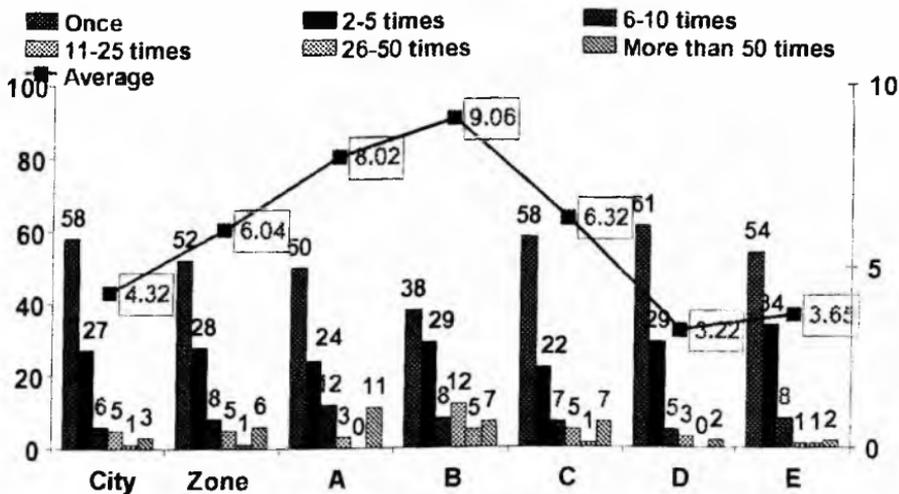
Wards / Zones	First time Percentage	% age	Wards / Zones	First time Percentage	% age
Entire City	58				
Zone 1	52		Zone 4	57	
A	50		PS	76	+
B	38	-	PN	42	-
C	58		RS	70	+
D	61		RC	44	-
E	54		RN	54	
Zone 2	57		Zone 5	65	
FS	34	-	L	62	
FN	63		ME	58	
GS	68		MW	74	+
GN	64				
Zone 3	53		Zone 6	68	
HE	43	-	N	67	
HW	59		S	76	+
KE	48	-	T	61	
KW	62				

4. Number of times approached the BMC.

How many times does a citizen on average need to approach the BMC to get his or her complaint heard? The ideal would be once. The ground realities are different. In some cases people have to visit the ward offices 50 times or more. In this section we have ignored outliers (very high / low figures deviating highly from the mean).

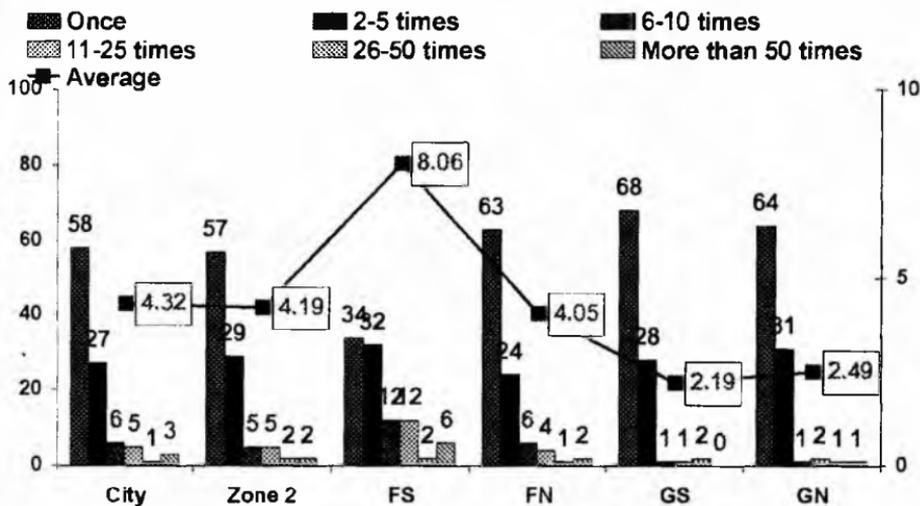
Zone 1

	Once	2-5 times	6-10 times	11-25 times	26-50 times	50 times & More	Avg
City (2456)	58	27	6	5	1	3	4.32
Zone 1 (506)	52	28	8	5	1	6	6.04
A (100)	50	24	12	3	0	11	8.02
B (102)	38	29	8	12	5	7	9.06
C (101)	58	22	7	5	1	7	6.22
D (101)	61	29	5	3	0	2	3.22
E (102)	54	34	8	1	1	2	3.65



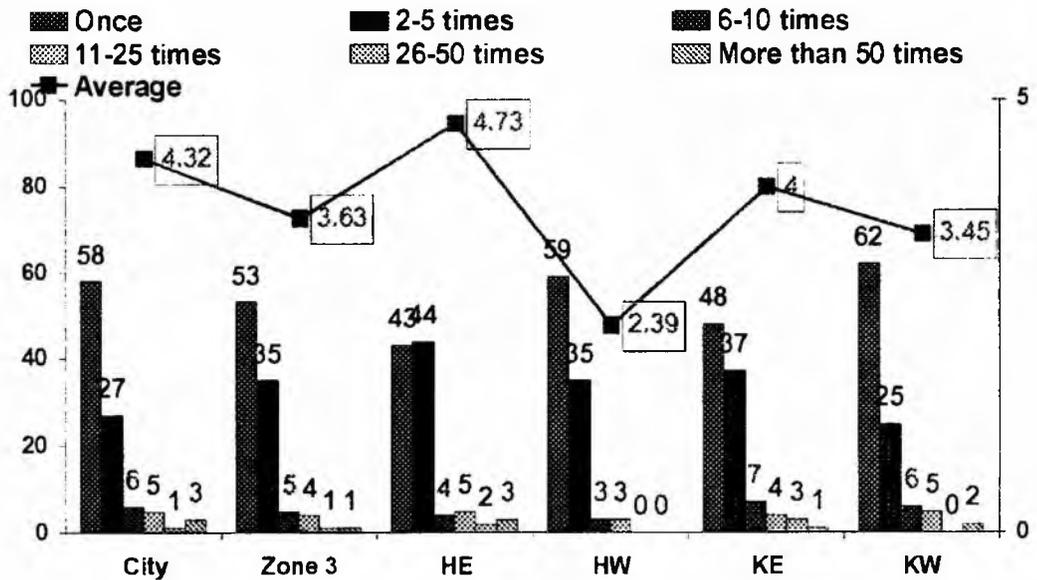
Zone 2

	Once	2-5 times	6-10 times	11-25 times	26-50 times	50 times & More	Avg
City (2456)	58	27	6	5	1	3	4.32
Zone 2(418)	57	29	5	5	2	2	4.19
FS (107)	34	32	12	12	2	6	8.06
FN (100)	63	24	6	4	1	2	4.05
GS (108)	68	28	1	1	2	0	2.19
GN (103)	64	31	1	2	1	1	2.49



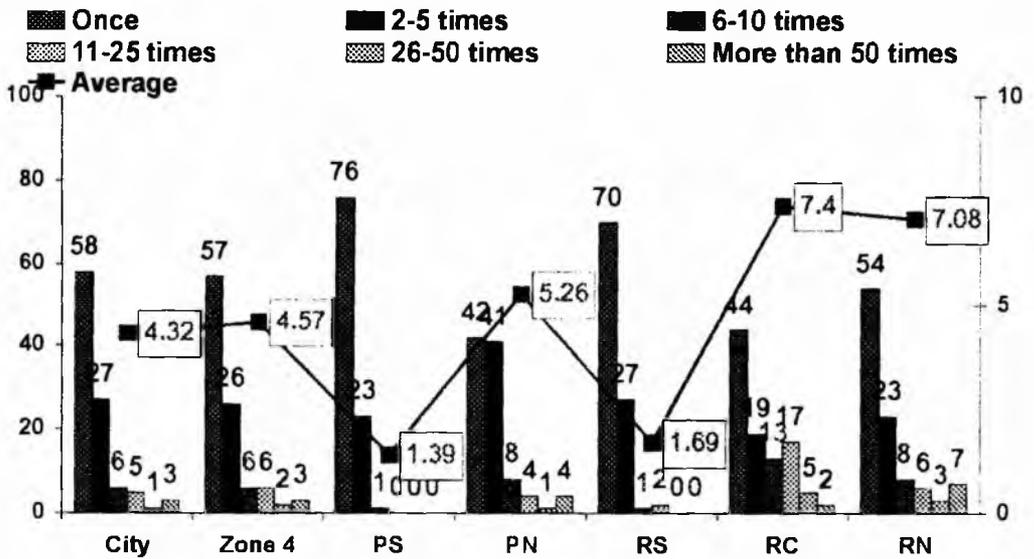
Zone 3

	Once	2-5 times	6-10 times	11-25 times	26-50 times	50 times & More	Avg
City (2456)	58	27	6	5	1	3	4.32
Zone 3(417)	53	35	5	4	1	1	3.63
HE (101)	43	44	4	5	2	3	4.73
HW (109)	59	35	3	3	0	0	2.39
KE (107)	48	37	7	4	3	1	4.00
KW (100)	62	25	6	5	0	2	3.45



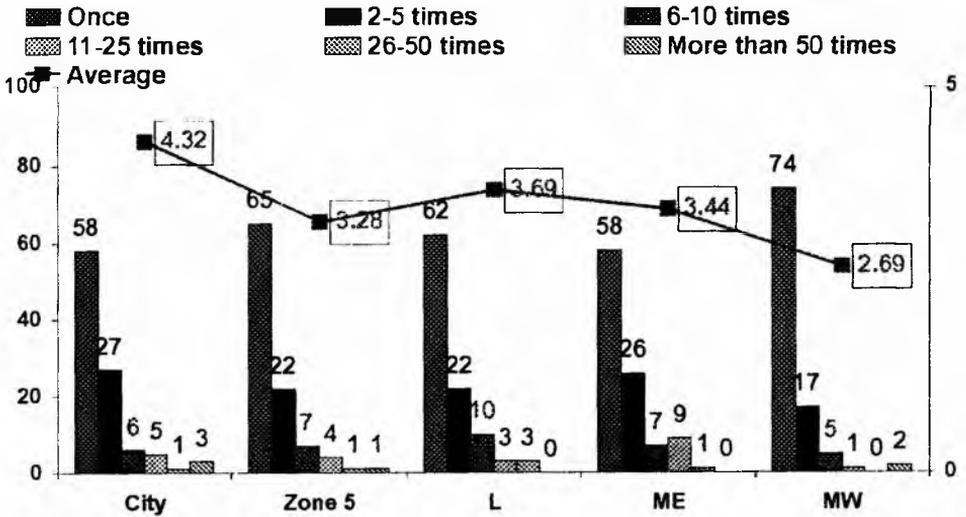
Zone 4

	Once	2-5 times	6-10 times	11-25 times	26-50 times	50 times & More	Avg
City (2456)	58	27	6	5	1	3	4.32
Zone 4(505)	57	26	6	6	2	3	4.57
PS (100)	76	23	1	0	0	0	1.39
PN (101)	42	41	8	4	1	4	5.26
RS (101)	70	27	1	2	0	0	1.69
RC (102)	44	19	13	17	5	2	7.4
RN (101)	54	23	8	6	3	7	7.08



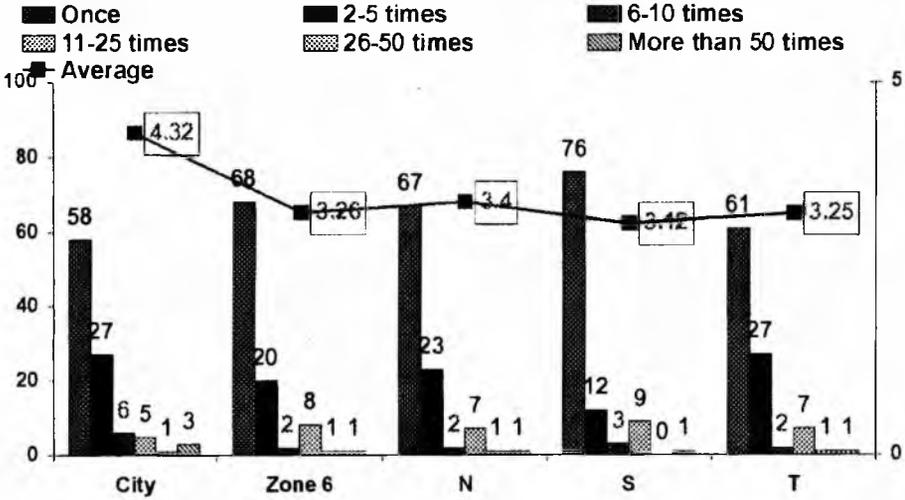
Zone 5

	Once	2-5 times	6-10 times	11-25 times	26-50 times	50 times & More	Avg
City (2456)	58	27	6	5	1	3	4.32
Zone 5(305)	65	22	7	4	1	1	3.28
L (100)	62	22	10	3	3	0	3.69
ME (104)	58	26	7	9	1	0	3.44
MW (101)	74	17	5	1	0	2	2.69



Zone 6

	Once	2-5 times	6-10 times	11-25 times	26-50 times	50 times & More	Avg
City (2456)	58	27	6	5	1	3	4.32
Zone 6(305)	68	20	2	8	1	1	3.26
N (102)	67	23	2	7	1	1	3.4
S (103)	76	12	3	9	0	1	3.12
T (100)	61	27	2	7	1	1	3.25



5. Status of Complaints

Has your complaint been solved? Or is it just that the BMC states that it has been solved when the work might still be incomplete? Or not even started. This section looks at the action status of complaints, both what the BMC records show and what the citizen's views are. We then calculate the difference.

All figures in percentages, except for the base which is the number of citizens interviewed.

	All	ZONE 1					
		Zone	A	B	C	D	E
Base : All complaint	2456	506	100	102	101	101	102
No Action taken - BMC Records	12	10	1	19	1	31	0
No Action taken - Respondent	51	55	41	47	86	41	62
DIFFERENCE	39	45	40	29	85	10	62

	All	ZONE 2					
		TWO		FS	FN	GS	GN
Base : All complaint	2456	418		100	107	103	108
No Action taken - BMC Records	12	13		28	1	16	8
No Action taken - Respondent	51	49		87	54	22	33
DIFFERENCE	39	36		59	53	7	25

	All	ZONE 3					
		Zone		HE	HW	KE	KW
Base : All complaint	2456	417		101	109	107	100
No Action taken - BMC Records	12	9		24	0	0	12
No Action taken - Respondent	51	63		48	61	78	66
DIFFERENCE	39	55		24	61	78	54

	All	ZONE 4					
		Zone	PN	PS	RS	RC	RN
<i>Base : All complaint</i>	2456	505	101	100	101	101	102
No Action taken - BMC Records	12	16	0	0	0	0	0
No Action taken - Respondent	51	48	67	33	51	36	51
DIFFERENCE	39	32	67	33	51	36	51

	All	ZONE 5				
		Zone		L	ME	MW
<i>Base : All complaint</i>	2456	305		100	104	101
No Action taken - BMC Records	12	15		16	18	10
No Action taken - Respondent	51	48		53	55	36
DIFFERENCE	39	33		37	37	26

	All	ZONE 6				
		Zone		N	S	T
<i>Base : All complaint</i>	2456	305		102	103	100
No Action taken - BMC Records	12	5		1	0	13
No Action taken - Respondent	51	38		28	33	54
DIFFERENCE	39	33		27	33	41

6. Money Involved in Getting the Work Done

This was possibly the toughest question to ask and even to analyse. We had to assure the citizens that their identity would be completely confidential. Even then the results were quite different from what we expected. The percentage of citizens who admitted to paying money to get civic complaints attended to was a meagre 3 % across the city. Only one ward "B" had a percentage in double digits (10%)

Figures show percentage of people who said "yes" to paying money to get the complaint attended to.

City	3
-------------	----------

Zone 1	6	Zone 4	1
A	2	PN	3
B	10	PS	0
C	8	RC	1
D	7	RN	1
E	4	RS	1

Zone 2	2	Zone 5	2
FN	3	L	4
FS	5	ME	3
GN	0	MW	0
GS	1		

Zone 3	2	Zone 6	1
HE	3	N	3
HW	2	S	1
KE	3	T	0
KW	2		

We then asked a follow up question to those who had paid money - "Was the money paid out of your own free will or was it asked for by the BMC?" 75% of citizens who had paid money said that it was asked for, directly or indirectly by BMC workers. Do note that the sample size is very small and therefore analysis of this aspect is not easy.

Figures in brackets are sample sizes. All other figures are percentages.

	Asked for	Gave freely	DK/CS		Asked for	Gave freely	DK/CS
City (67)	75	21	5				
Zone 1 (31)	84	13	3	Zone 4 (6)	67	33	0
A (2)	50	50	0	PN (3)	100	0	0
B (10)	90	0	10	PS (0)	0	0	0
C (8)	63	38	0	RC (1)	100	0	0
D (7)	100	0	0	RN (1)	0	100	0
E (4)	100	0	0	RS (1)	0	100	0
Zone 2 (9)	44	44	11	Zone 5 (7)	86	0	14
FN (3)	33	67	0	L (4)	75	0	25
FS (5)	60	20	20	ME (3)	100	0	0
GN (0)	0	0	0	MW (0)	0	0	0
GS (1)	0	100	0				
				Zone 6 (4)	75	25	0
Zone 3 (10)	70	30	0	N (3)	67	33	0
HE (3)	67	33	0	S (1)	100	0	0
HW (2)	0	100	0	T (0)	0	0	0
KE (3)	100	0	0				
KW (2)	100	0	0				

DK/CS = Don't Know / Can't Say

7. Satisfaction level with the BMC

The final piece in the jigsaw. We asked citizens how satisfied they were with the BMC's performance on **redressing the specific complaint made**. We had a sharp focus on that, and not on how the BMC was performing in general. The question had a 5 point scale -Extremely satisfied to extremely dissatisfied. From this scale we developed a number between 1 to 5 which accurately gauged the citizen's satisfaction. We were looking for a benchmark of 3. Like in a report card, where 60% is considered to be "first class", 3 / 5 would be a good benchmark for us. No zone reached that although Zones 2 and 6 scored 2.9. A few wards did cross the 3 benchmark. On the other hand, there were a few wards that fell below 2. (or 40%). The full table is below.

City		2.64	
Zone 1	2.40	Zone 4	2.67
A	2.66	PN	1.88
B	1.94	PS	3.13
C	2.36	RC	3.05
D	2.74	RS	2.53
E	2.31	RN	2.74
Zone 2	2.90	Zone 5	2.53
FN	2.36	L	2.24
FS	3.03	ME	2.26
GN	2.93	MW	3.10
GS	3.26		
Zone 3	2.54	Zone 6	2.90
HE	2.34	N	3.15
HW	2.75	S	2.91
KE	2.62	T	2.65
KW	2.43		

In conclusion we find that the results of the earlier tables fit with the general satisfaction figure. Let us see two examples.

G/South ward scores the highest. 92% of complaints received in G/S are either from citizens visiting the ward or telephoning the ward. Only 32% of complaints in G/S are repeat complaints. 68% of citizens get redressal in 1 visit. The average number of times a citizen of G/S has to approach the BMC is 2.18 - half the city average. No one in the ward reported paying any money. The difference between what the ward says is pending complaints (16 %) versus what the citizens feel are still pending (22 %) is also in single digits. Overall in all parameters G/S outperforms in it's Zone (which is one of the two best zones!) and outperforms the city average by wide margins.

On the other hand B ward underperforms. Only 38% of citizens get redressal in 1 visit. The average number of times a citizen of B ward has to approach the BMC is 9.06 - more than double the city average. It has the highest percentage of citizens who reported paying money to get work done (10%). Out of which 90% was asked for by BMC staff.

The difference between some sister wards (P/North and P/South), (M/East and M/West) is also striking.

Appendix I: Table of Sample Sizes

Ward	Count	Zone
A	100	Zone 1 506
B	102	
C	101	
D	101	
E	102	
F (South)	107	Zone 2 418
F (North)	100	
G (South)	108	
G (North)	103	
H (East)	101	Zone 3 417
H (West)	109	
K (East)	107	
K (West)	100	

Ward	Count	Zone
P (North)	101	Zone 4 506
P (South)	100	
R (South)	101	
R (Central)	102	
R (North)	101	
L	100	Zone 5 305
M (East)	104	
M (West)	101	
N	102	Zone 3 305
S	103	
T	100	
CITY 2456		

Appendix II: Questionnaire



ACNielsen ORG-MARG / OCT 2003

COMPLAIN NO.

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Col 6 -14

--	--	--	--	--	--	--	--

Name of the complainant: _____

Address: _____

Area: _____ Pin :

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Tel. No: _____ Int Date : _____ Name of the Interviewer: _____

Check Details

	Accompanied	Scrutinized	Backchecked	Signature	Date	
SUP	1	4	7			15-17
FE	2	5	8			18-20
FM	3	6	9			21-23

WARD

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Col 24 - 25

**DEPARTMENT
COMPLAINED TO**

--	--

Col 26-27

Department Complained to	Code	Department Complained to	Code
Solid Waste Management	01	Buildings	07
Drainage	02	Factories	08
Strom water drainage	03	Licence	09
Roads and traffic	04	Control	10
Repairs to municipal property	05	Miscellaneous	11
Water supply	06		

INTRODUCTION

Good _____, I am coming from **ACNielsen ORG-MARG Private Ltd.**, the largest Market Research agency in the world. We often conduct a number of surveys to study the impressions people have of different issues in India. We are currently conducting one such survey to study the complaints received by the various BMC ward officers in Mumbai in association with **Prja** which is a foundation working in the area of good governance. **This survey is not being done by the BMC or for the BMC.** Could you please spare some time to answer a few questions? Thank you!

Q.1a What was the nature of the problem that you were facing?

Col. 28-33

Complaint received on
As per BMC records Action taken on
As per Respondent Action taken on
KINDLY PROBE FOR THE EXACT DATE

	D	D	M	M	Y	Y	Y	Y	Col
									34-41
									42-49
									50-57

IF THE PROBLEM IS NOT YET SOLVED, KEEP THE SECOND AND THIRD ROW ABOVE BLANK

Q.1b Could you tell me how did you make your complain to BMC?

www.praja.org website	01
Visited the ward office	02
Telephoned the ward office	03
Telephoned the BMC hotline 1916	04
Any other (specify)	

Col 58-59

Q.2 Is this the first time that you are making a complaint?

Yes 1 No 2 Col 60

IF 2 CODED IN Q2 , ASK Q3 , ELSE ASK Q4

Q3 How many times have you approached BMC before and with what kinds of problems ?

No of times Col 61-63

KINDS OF PROBLEMS

	Col 64-65
	Col 66-67
	Col 68-69
	Col 70-71
	Col 72-73

Q4 How many times did you have to contact the BMC before this problem was solved ?

(IF THE PROBLEM IS NOT YET SOLVED , ASK THE RESPONDENTS HOW MANY TIMES THEY HAVE APPROACHED THE BMC WITH THIS PROBLEM TILL DATE)

No of times Col 74-76

Q5 How satisfied are you with the work of the BMC on your complaint ?
 (NOTE FOR INTERVIEWER: PLEASE FOCUS ON THE COMPLAINT BEING DISCUSSED.
 NOT ON THE BMC IN GENERAL)

Extremely dissatisfied	1	Col 77
Quite dissatisfied	2	
Neither satisfied nor dissatisfied	3	
Quite satisfied	4	
Extremely satisfied	5	

BEFORE ASKING Q6 AND Q7 , READ OUT THE FOLLOWING PARAGRAPH TO THE RESPONDENT

AS THE FOLLOWING TWO QUESTIONS Q6 AND Q7 ARE HIGHLY SENSITIVE, LET ME ASSURE YOU THAT THE SURVEY IS BEING DONE BY AN INDEPENDENT MARKET RESEARCH AGENCY AND NOT BY OR FOR THE BMC . ALSO, ACNIELSEN ORG-MARG IS A MEMBER OF THE EUROPEAN SOCIETY OF OPINION AND MARKET RESEARCH (ESOMAR), AND HENCE FOLLOWS ITS INTERNATIONAL CODE OF CONDUCT IN COMPLETING ITS ASSIGNMENTS IN INDIA. IN ACCORDANCE WITH THIS CODE, YOUR VIEWS AND OPINIONS WILL BE KEPT STRICTLY CONFIDENTIAL AND YOUR IDENTITY WILL NOT BE REVEALED TO ANYBODY.

Q6 . Did you pay any money after or before your work was done ?

Yes	1	No	2	Col 78
-----	---	----	---	---------------

IF 1 CODED IN Q6 , ASK Q7 , ELSE TERMINATE

Q7. Did you give money at your own free will , or were you asked indirectly / directly by BMC workers ?

Gave at your own free will	1	Col 79
It was asked indirectly or directly by BMC workers	2	

THANK RESPONDENT & TERMINATE INTERVIEW

**Online Complaint Monitoring System (OCMS)
E-governance and Accountability on www.praja.org**

A Joint Initiative of Praja Foundation and the BMC

The Online Complaint Monitoring System (OCMS) is designed to enable citizens of Mumbai register complaints and receive information on the complaint status quickly and easily, without the need to visit or call the Brihan-Mumbai Municipal Corporation's (BMC) ward offices at restricted timings.

All you need to do is to go to www.praja.org and fill in a simple form with the complaint details. On submission, you will be given a unique complaint tracking number, which helps you check the status of your complaint on the internet 24 hours a day, 7 days a week. Anonymous complaints are accepted.

What if you don't have connectivity to the internet? Not to worry, the OCMS is a cohesive system. Complaints filed from any source the net, phone calls and letters to the BMC will be entered into the OCMS database. The BMC has a 24/7 complaint hotline telephone "1916." And, regardless from where the complaint is fed into the system, you will get a similar complaint tracking number.

Each complaint is sent to the relevant ward office for redressal and the action taken by the ward officials is posted on the system. Redressals are due within a time period stipulated in the BMC-Praja Citizen's Charter (www.praja.org/chartermain). If it is not addressed within the set time limit, OCMS automatically escalates the complaint to a higher officer. If not handled there too, it escalates again, right up to the Municipal Commissioner.

For example, at the ward level the complaint is not redressed within the period specified in the charter, the complaint will automatically be sent by the system to the Deputy Municipal Commissioner. If not solved at that level, it will once again, automatically go up to the Additional Municipal Commissioner and onward to the Municipal Commissioner.

OCMS also provides a number of reports for wards, departments and the

corporation as a whole that will enable senior BMC officials to monitor and improve the services and performance of the BMC wards and departments.

Shri Mahadeo Deole, Mayor of Mumbai, launched the OCMS on April 3, 2003 in the BMC's Corporation Hall.

Since April 2003, *more than 61,000* complaints have been lodged on OCMS. This complaint audit survey used the OCMS database to contact complainants.

Sallent Features

1. **First of its kind** anywhere in the world.
2. All the complaints from whichever source will be put in one **cohesive system**, making it easier to respond, maintain, and evaluate.
3. Each complaint will have a unique **tracking number**. The complainant can at any time of day or night check the status of the **complaint online**.
4. If the complaint is not heeded, it will be **escalated to the higher officer automatically** up to the Municipal Commissioner. There is no human involvement in this process and it removes the scope for delays in dealing with citizens' **complaints**.
5. It will **revolutionize the use of Information Technology in governance**. E-governance is much more than simply computerization of government offices and better communications. This is an **interactive system**.
6. The OCMS will bring about **transparency in governance** thus improving governance **tremendously**.
7. For the first time an NGO is **partnering the government** in such an initiative.

Our grateful thanks to the Sir Dorabji Tata Trust for extending to us the financial support necessary to carry out this survey and print this booklet.



Praja Foundation

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