

GOVERNMENT OF ANDHRA PRADESH
A B S T R A C T

MA & UD DEPARTMENT – Constitution of Ward Secretariats in all the Urban Local Bodies (ULBs) in the State – Formulation of Functionaries – Orders – Issued.

MUNICIPAL ADMINISTRATION AND URBAN DEVELOPMENT (UBS) DEPARTMENT

G.O.Ms.No.217

Dated 20.07.2019

Read the following:

1. G.O.Ms.No.201 MA & UD (UBS) Dept., Dt.23.06.2019.
2. From the Commissioner and Director of Municipal Administration, Letter Roc.No.20026/178/2019/A1, dated 14.07.2019 and 17.07.2019.

Rapid urbanization in India is major phenomenon of the 21st Century. Almost all the States in India are experiencing increasing levels of urbanization both in terms of percentage as well as absolute numbers. Andhra Pradesh State Urban Part, with population of about 1.51 crore is India's the 10th most urban populous state, which means that the population of urban areas is increasing day by day. The estimates indicate that at the beginning of the next century, more than half of the A.P. population would be living in Urban Areas. In view of the growing population in the Urban Areas, the needs of the public are also increasing day by day and with the existing machinery at Municipal level, could not able to deliver the services upto the satisfaction of the citizens and thereby lot of gap is growing between Demand and delivery. Hence there is every need to bridge this gap by integrating various services being rendered to the citizens by various departments at gross-root level under One Umbrella, so as to deliver the services seamlessly to the door steps of the citizens with more accountability and transparency. With this approach, the living standards and eventually the quality of life of the people in urban areas will improve.

2. The 74th Constitution of India amendment Act, 1992 came into force with effect from 01.06.1993 with a main objective of making Urban Local Bodies as Institutes of self-governance. It provides a broad structure for organizing urban governance and provides for devolution of various functions and powers to the Urban Local Bodies. It also envisages Urban Local Bodies to be vibrant Organizations of the Local Self Government. A wide range of powers and functions, envisaging different social, civic and regulatory roles, have been devolved to Urban Local Bodies under the Twelfth schedule to the Constitution read with Article 243 (W). Government have already devolved the functions to the Urban Local Bodies except Fire Services during the year 2001.

3. The functions entrusted to the Urban Local Bodies, have been discussed at length keeping in view the services, regulations and the present policies of the State Government in connection with the Welfare and Development in-delivering the services to the public in true spirit in transparent manner and corruption-free system. Accordingly, the said functions were broadly grouped into (14) Services viz., Water Supply, Public Health, Sanitation and Waste Management, Roads, Drains, Culverts and other Civic amenities, Urban Forestry & Environment, Street Lighting, Burial Grounds, Crematoriums, Safeguarding the interests of weaker sections of society, Women etc., Animal Welfare, Urban and Town Planning and Land use Regulation, Urban poverty alleviation, Education and Culture, Vital statistics including registration of births and deaths and Fire services.

... 2.

4. In tune with this philosophy, Government is committed to revamp delivery systems in the State with an aim to improve living standards of the people through the concept of **NAVARATHNALU** as core theme of governance. To bring transparency and accountability in delivery of government services to the citizens, the government of Andhra Pradesh has announced the creation of Ward Secretariats in Urban Areas, consisting of about 10 functional assistants to work in co-ordination with the ULBs and provide services for every 4000 population in the State.

5. Government was requested the CDMA to work out the number of Ward Secretariats required to be formed and number of functionaries to be appointed & other modalities and send necessary proposals for formation of Ward Secretariats and positioning of Ward Secretaries.

6. The CDMA was discussed about the need and number of functionaries to be appointed in the Ward Secretariats with regard to the composition of Ward Secretariat System and the role of the functionaries together with functions of the Ward Secretariat, two brainstorming sessions were conducted by the C&DMA, with some of the Municipal Commissioners, Regional Directors and Officers of C&DMA on 9.7.2019 and 13.07.2019, apart from one work shop held with all the Municipal Commissioners in the State on 02.07.2019.

7. In the reference 2nd read above, the Commissioner and Director of Municipal Administration, Guntur has submitted a detailed proposal for formation of Ward Secretariats in all the Urban Local Bodies in the State and formulation of functionaries.

8. Need for Ward Secretariat System :

1. Growing need for restructuring the delivery systems in the urban areas with an aim to establish an effective mechanism to deliver the required services to the urban populace.
2. A strong & workable channel for implementation of **NAVARATHNALU** - the commitments made by Government to citizens to improve the living standards of people
3. Transparency and accountability in delivery of government services to the citizens;
4. Ensure convergence among departments providing services at ward level:
 - a. Every line department is preparing plans as per scheme guidelines without proper linkages with other departmental schemes.
 - b. This compartmentalised system is affecting the inter-departmental coordination, resource pooling and its convergence at the ward level.
 - c. Hence, the Ward secretariats would make available all such services at the doorsteps of the citizens which are most essential at the ward itself, without the citizens having to approach the Municipality or Municipal Corporation.
5. Delegation of administrative functions to the Ward secretariat. Ward will become a unit of administration like the State, District and Municipal level.

9. Government have examined the proposal of CDMA in consultation with line departments, such as Revenue, Home, HM&FW, Energy, Law and Finance Departments for their comments / views and decided for formation of Ward Secretariats and positioning of Ward Secretaries with the following modalities:-

(a) Objectives *inter alia*, include:

1. To establish a strong, effective and vibrant service delivery system at ward level

2. To provide various Government / other services at the door steps of Citizens through single window system and ensure delivery of *Navaratnalu* to all deserving people.
3. Enable convergence of all line departments that provide services at the Ward level
4. Preparation and timely implementation of annual plans of line departments to achieve the goals of the Government.
5. Mapping the field level functionaries with clearly specified roles and accountable to Citizens with a well-defined Citizen Charter.
6. Providing mee seva services in all cluster Ward level by utilising the existing facilities and staff.
7. Resolution of the issues/grievances brought by each of the Ward volunteers concerning the 50/100 households.
8. Assist the ULBs for mobilisation resources including collection of taxes, ensuring sanitation and its effective functioning.
9. Integrate the Ward Volunteers system with Ward Secretariat system enabling them to provide citizen services efficiently and work in co-ordination with Ward Committees and ULB.

(b) Structure and Composition of Ward Secretariat and relation between Ward Secretariat and ULB

Every ULB has two components – one elected body and another executive body. With a view to deliver more transparent, accessible, and responsive delivery of various Governmental services to the citizens of Urban areas, in the close proximity under People Centric Process Management System, through “One-Stop” solution and to exercise the powers of the Urban Local Bodies with the expectations of the People, Government desires to provide 10 functional assistants of line departments to be called as “Ward Secretaries” to be placed under the administrative control of the Municipal Commissioner of the respective ULB through the administrative hierarchy and to deliver the services to the citizens, through the platform of “Ward Secretariat”. Further, every Ward Secretariat, will have one Ward Administrative Secretary from ULB, for the purpose of General Administration and Co-ordination with the Line Departments. Government intends to establish ward secretariat system in the urban areas of the state with a view:-

- i. To decentralise the delivery of various services
- ii. To establish such number of Ward Secretaries of various departments under the overall supervision of the ULB.

To create administrative convenience, the ward secretaries working under a Ward Secretariat, shall cater to the needs of two or more contiguous Wards, without disturbing the autonomy of the ULB, as provided in the relevant Municipal Acts.

The Ward Secretariats will work in co-ordination with the Ward Committees as envisaged under 74th Constitutional Amendment Act and relevant Municipal Acts.

(c) Business in Ward Secretariat

1. The Ward secretariat will function according to prescribed business procedures. The Functional Assistants to be called as Ward Secretaries of the Line Departments will function as per the job chart provided and report to the respective Urban Local Body.
2. The Municipal Commissioner of the ULB will act as DDO (Drawing and disbursing officer) and the pay and allowances of all the staff of Ward Secretariat will be disbursed by him. The honorarium of Ward Volunteers also will be paid by the Secretary of the Municipal bodies.
3. The detailed recruitment process of the Ward Secretaries will be submitted to Government in due course. The service rules in regard to the above shall be suitably be amended.
4. The regular Supervisory Officers of the concerned line Departments shall supervise the Ward Secretaries in technical aspects.

d. Duties, Roles and Responsibilities of Ward Secretaries:

- Monitoring and supervising the activities of ward volunteer
- Co-ordination of Line departments with Public
- Benchmarking of essential services
- Ensure that the benefits and government services are extended to the genuine beneficiary by conducting random verification
- Shall receive the grievances from the general public and to resolve the same
- Ensure that proper awareness is created to the families by the volunteer in his jurisdiction on health, education and other social issues.
- Ensuring delivery of various services at the door steps of the citizens.

e. Criteria for Ward Secretariat:

For formation of Ward Secretariat, the following criteria will be taken into consideration:

- The number of Ward Secretariats to be formed for each of the Election Ward shall be @ one per average 4000 Population to be calculated as per 2011 Census + 10.98 decadal growth @ 1.098% per year.
- The minimum and maximum size of population for each Ward Secretariat shall be maintained as 3000 and 5000 respectively.
- While arriving the no. of Ward Secretariats to be formed, If the population of the ward is more than five thousand, there shall be one additional Ward Secretariat for every five thousand population or part thereof, subject to the condition that any part with population of less than one thousand shall be ignored and shall be tagged to the nearest Ward Secretariat.
- Wherever the population is less than 4000, two or more wards shall be tagged together subject to the condition that any part with population of less than one thousand shall be ignored and shall be tagged to the nearest Ward Secretariat.

- While dividing the ward into Ward Secretariats Territorial Unit for the purpose of jurisdiction of the Ward Secretariat, the Natural boundaries and geographical contiguity of the areas shall be followed. The existing polling booths in the ward may also be kept in view while dividing the ward for the purpose of ward secretariat. Further while dividing the Ward into Ward Secretariats, the locality/area/slum boundaries should not be disturbed as far as possible.
- After formation of Ward Secretariats, the Municipal Commissioner shall prepare a Map showing the jurisdiction of the Ward Secretariats with the assistance of the Town Planning Staff and shall give Serial Numbers continuously starting from Ward Secretariat-1, duly maintaining the geographical contiguity.
- After that he shall prepare the list of Ward Secretariats with Boundaries (East, West, North, South etc.) together with localities/areas/slums/PS Nos., comes within the purview of the Ward Secretariat and shall publish the same in the local daily telugu newspaper for wide publicity.
- The Ward Volunteers working in the locality/area/slum etc., shall report to the concerned Ward Secretariat.
- Thus, based on the above norms, a tentative estimate of Ward secretariats has been arrived, which is 4000. This number may change after the field validation.

f. Location of the Ward Secretariat:

- The Ward Office, Anganwadi Building, School Building, Community Resource Centre, Community Hall, Govt. Office within the Ward where sufficient space is available, shall be identified and a separate room in the said building shall be provided for the establishment of “Ward Secretariat”
- In case of non-availability of required space in a Govt. Building in a Ward, two to three Ward Secretariats of the said wards can be put in one building where such provision is there. In such case, close proximity to the general public of the ward shall be maintained.
- In the last resort, a Private Building can be taken on a minimum rent.
- Necessary infrastructure and furniture will be provided in the Ward Secretariat.

g. Basis for arriving the 10 No. of Ward Secretaries in the Ward Secretariat:

Apart from the Services being delivered to the citizens from Urban Local Body, some more services are to be delivered to the citizens from other Departments. Keeping the same in view all these services have been categorized into 10 in number and accordingly the following Ward Secretaries are proposed for discharge of the allocated duties. The concerned department responsible to monitor and carry out the functions also is mentioned in the below table:

Sl. No.	Designation of the Functionary	Functions to be allocated	Department concerned
1	Ward Administrative Secretary	General Administration, Coordination, Grievance Redressal, Public Feedback, Collection of Municipal Revenues etc.,	MAUD
2	Ward Amenities Secretary	Water Supply, Civic amenities, Roads, Drains, Culverts, Burial Grounds etc.,	MAUD

3	Ward Sanitation & Environment Secretary	Solid & Liquid Waste Management, Environment Protection, Animal Welfare etc.,	MAUD
4	Ward Education Secretary	Municipal Education, Amma Vodi, Scholarships, Fee Reimbursement, Vital Statistics, Culture, Festivals Other Municipal functions etc.,	MAUD
5	Ward Planning & Regulation Secretary	Urban & Town Planning, Land-use, Urban Housing, Fire, Urban Forestry, Water Conservation etc.,	MAUD
6	Ward Welfare & Development Secretary	SC, ST, BC, Minority etc., Yuvatha-Upadhi, Urban Poverty Alleviation, YSR Asara, YSR Cheyutha, YSR Pension Kanuka etc.,	MAUD
7	Ward Energy Secretary	Street Lighting, Power Supply, Power Subsidy etc.,	MAUD
8	Ward Health Secretary	Public Health, Registration of Births & Deaths, YSR Arogyasri, YSR Bhima, ICDS etc.,	Medical & Health
9	Ward Revenue Secretary	Land Administration, Revenue Functions, Civil Supplies, Digitization, Issuance of Certificates Disaster Management etc.,	Revenue
10	Ward Women & Weaker Sections Protection Secretary	Law & Order, Atrocities against women and Weaker Sections, Related services, Prohibition of Liquor etc.,	Police

h. Qualifications required for selection of Ward Secretaries:-

Sl. No.	Designation of the Functionary	Educational Qualification
1	Ward Administrative Secretary	Any Graduate
2	Ward Amenities Secretary	Polytechnic Diploma in Civil Engineering
3	Ward Sanitation & Environment Secretary	Any Graduate with Sciences / Engineering
4	Ward Education Secretary	Any Graduate
5	Ward Planning & Regulation Secretary	Diploma in Urban Planning/Civil Engineering
6	Ward Welfare & Development Secretary	Graduate in Social Work/ Sociology/Anthropology
7	Ward Energy Secretary	Polytechnic Diploma in Electrical
8	Ward Health Secretary	Nursing / Pharma D
9	Ward Revenue Secretary	Any Graduate
10	Ward Women & Weaker Sections Protection Secretary	Any Graduate

i. Number of functionaries required and process of recruitment

1. Existing staff in the concerned line department has to be accommodated before going for recruitment.
2. The line departments have to critically analyse the number of functionaries to be recruited after considering, inter alia, the parameters, such as, potential and requirement of the area, efficient delivery of services, work performed by the existing functionaries, financial prudence, optimum utilization of government work force etc.
3. Each line department has their own specified norms for recruitment and basic minimum qualifications prescribed for a specific post, under their service rules. The same rules will be followed and wherever required the concerned line departments will have to seek specific orders.
4. Wherever, new posts are required to be created, respective line departments to take approvals separately.
5. The Recruitment of Ward Secretaries of MA & UD, will be taken up by MA&UD and the recruitment of ward Secretaries of other Departments will be taken up by the Head of the respective Departments, in accordance with the standard recruitment procedure of the respective departments.
6. The Secretaries recruited initially will be on probation for a period of two years at a consolidated stipend of Rs.15,000/- per month. There after the concerned Departments will take necessary action as per service rules in force for confirming the probation.
7. Necessary amendments to the Service Rules will be made by the respective departments.
8. Where already recruitment process has begun by the APPSC, advantage may be taken by the concerned department.
9. The Appointing and disciplinary authority in respect of the Ward Secretaries of MA & UD, will be the concerned Regional Director.
10. The Appointing and disciplinary authority in respect of the Ward Secretaries of other Departments, will be decided by the concerned Departments.

j. Training:

- i. Induction training for one week at District or Regional level will be given to impart basic knowledge about the functions to be discharged by Ward Secretaries. General training will also be imparted at HR training centres and other identified appropriate centres to equip the functionaries with the following general skills.
 - Official correspondence
 - Issues dealt by Ward Secretariats/Volunteers and redress the grievances as per the department protocol
 - Computer skills
 - Social and Behavioural changes and communication skills
 - Work closely with various functionaries to bring in synergy and ensure effective administration at the Secretariat level.
- ii. The line departments will formulate detailed departmental training plans and implement in a phased manner without effecting the field work of the functionaries.

k. **Budget**

S. No	Head of Expenditure	Estimated No. required	Existing Staff available in ULBs	Net Estimated No. required	Approximate Expenditure per month (Rs.in Crores)	Approximate Expenditure for six months (Rs in Crores)
01	Salaries of the Ward Secretaries pertaining to MA & UD Dept (Consolidated pay)	6 Nos of Wad Secretaries x 3775 No. of Secretariats = 22650	900 Approximately	21750 No	21750 No X15000/- = Rs. 32.62 Crores	195.72 (32.62 x 6 months)
02	Salaries of the Ward Secretaries pertaining to Other Departments (Consolidated Pay)	4 Nos of Ward Secretaries x 3775 No. of Secretariats = 15100	2500 Approximately	12600 Nos	12600 No x 15000/- = Rs. 18.90 Crores	113.40 (118.90x 6 months)
03	Formation of Ward Secretariats (i.e., Repairs to Building, Rent etc.,)	One time expenditure	--	3775	--	3775 No X Rs.1.50 lakhs = Rs. 56.62
04	Procurement of Furniture and other infrastructure	One time expenditure	--	3775	--	3775 No X Rs.3.00 lakhs = Rs.113.25
05	Recruitment Cost of Ward Secretaries of MA & UD	One time expenditure	--	22650	--	22,650 Nos xRs.25,000/- = 56.62
06	Training to Ward Secretaries	One time expenditure	--	22650+ 15100 = 37750	--	37750 xRs .25,000/- = 94.38
Total						629.99

l. **Job Chart and Monitoring System:**

1. All line departments will prepare a clear and comprehensive job chart with suitable business rules (work flow) and protocols for efficient & timely functioning of their functionaries at the ward secretariat.
2. The performance of the Functional Secretary in the Ward Secretariat shall be reviewed periodically by the Municipal Commissioner concerned and submit the performance appraisal reports to the concerned authorities.

3. Key performance indicators (KPIs) are to be developed for each functionary by the respective line departments. An online monitoring system will be developed by RTGS for effective tracking of the performance of functionaries.
4. The line departments shall develop systems for imposing suitable checks & balances and enforce proper supervision, random checks / inspections by the Regional Level Officers to prevent mischief/corruption and to bring about the transparency and accountability in the system.
5. Further, line departments have to provide horizontal and vertical controls' structure with proper linkages to Municipal level functionaries. They must provide organic links with other departments to achieve convergence without friction in the system.

m. Preparation of Ward Development plans and use of PUA Techniques

1. One of the major functions of the ward secretariat system is to prepare comprehensive ward development plans once in a year
2. The functionaries of the ward secretariat shall prepare integrated annual works & financial plans duly capturing the felt needs, aspirations of the people, missing gaps in the infrastructure and proper prioritization.

n. Time lines

TIMELINES FOR FORMATION OF WARD SECRETARIATS

TABLE - A

S. No.	Activity	Timeline
1.	Division of ULB into Ward Secretariat Territorial Units.	By 16-07-2019
2.	Preparation of Map showing the jurisdiction of Ward Secretariats	By 26-07-2019
3.	Identification of Buildings for locating Ward Secretariat Offices	By 26-07-2019
4.	Draft Publication of the list of Ward Secretariats with boundaries for information and for calling Objections	On 28-07-2019
5.	Last Date for receipt of Objections	03-08-2019
6.	Disposal of Objections	05-08-2019
7.	Final Publication of the list of Ward Secretariats with boundaries	10-08-2019
8.	Providing Infrastructure in Identified Buildings	15-09-2019
9.	Make the ward secretariats ready for occupation	25-09-2019

TIMELINES FOR RECRUITMENT AND POSITIONING OF WARD SECRETARIES

TABLE - B		
S. No.	Activity	Timeline
1.	Collection and compilation of Employees Data of MAUD (HOD-wise- State/Region/District/ULB level)	18.07.2019
2.	Identification of gap between existing and to be recruited (Existing vs Recruitment)	22.07.2019
3.	Issue of Notification for recruitment of the deficit employees	22.07.2019
4.	Last date for receipt of applications	05.08.2019
5.	Scrutiny of applications	Simultaneous
6.	Conduct of Written Test	16.08.2019 to 15.09.2019
7.	Publication of results	Simultaneous
8.	Certificates Verification	16.09.2019 to 18.09.2019
9.	Publication of selected list & Issue of Appointment Orders	20.09.2019
10.	Induction Training	23.09.2019 to 28.09.2019
11.	Allotment of selected candidates to Ward Secretariats	30.09.2019
12.	Positioning of Ward Secretaries and commencement of Functioning in Ward Secretariats	02.10.2019
13.	Training on Roles & Responsibilities at HRD I (6 weeks)	From 07.10.2019 to 16.11.2019 4 weeks Theoretical Training at Institutional Level & 2 Weeks Practical Training at Department Level

o. Expected Outcome:

Convergence: In spite of the Constitutional mandate, several line departments are habituated to work in silo's without coming together to a common place of administration at ward level. This approach resulted in adhocism and lack of transparency, accountability in the execution of various government schemes and programmes which is reflected in several leakages and corruption in the service delivery system. Government desires to cleanse the system through the ward secretariats where in all the line department functionaries work together as a local governance. Thus all the line departments will be converged at the ward secretariat.

- **Function as effective delivery system at ward level:** Ward volunteers, who will be positioned, will identify the felt needs of the people and obtain necessary proposals to the Ward secretariats where the respective line departments functionary will process those proposals and secure necessary sanctions in all eligible cases. The benefits so sanctioned are distributed by the secretariat functionary through ward volunteers either at the door steps or into their Bank Accounts. This kind of delivery system will be hassle free and will be a boon to the needy families particularly the vulnerable and downtrodden sections of the society.
- **Speedy disposal of grievances:** In addition to services delivery, the Ward secretariats will also come to the rescue of the families who are in the need of solution to their impending problems. The Ward Secretariats will become a platform for redressal of the grievances of local ward citizens

10. The Commissioner & Director of Municipal Administration, Andhra Pradesh, Guntur shall take necessary action for formation of Ward Secretariats and make functional the Ward Secretariats by following the process as detailed above and coordinate with the line departments to put in place their functional assistants as required by commencing the recruitment process of the functionaries for the Ward Secretariats, immediately.

11. The Commissioner & Director of Municipal Administration, Andhra Pradesh, Guntur is also authorised to issue necessary detailed guidelines wherever necessary.

12. This order issues with the concurrence of Finance Department vide their U.O.No.FMU0ASD/198/2019 (Computer No.934766), dated 20.07.2019.

(BY ORDER AND IN THE NAME OF THE GOVERNOR OF ANDHRA PRADESH)

J. SYAMALA RAO,
SECRETARY TO GOVERNMENT

To

The Commissioner & Director of Municipal Administration, Andhra Pradesh, Guntur.

The Revenue Department.

The Health, Medial and Family Welfare Department,

The Home Department

The Energy Department

Copy to:

The Finance Department

The Law Department.

The P.S. to Additional Secretary to Chief Minister.

The P.S. to Minister for Municipal Administration and Urban Development.

The P.S. to Chief Secretary to Govt.

The P.S. to Secretary to Government. MA&UD Department.

Sf/Sc.

// FORWARDED BY ORDER //

RESEARCH OFFICER