

District attachment
report_Madurai_Vivek Kumar IAS
OT A32
by Vivek Kumar

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District Attachment Report

Place of District Attachment: Madurai, Tamilnadu

Period: 23-01-2017 to 03-02-2017

Focus Areas: I. Municipal Commissioner
II. Swatch Bharat Abhiyan

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IAS OT A32

PART-A

MUNICIPAL COMMISSIONER

General Overview Of Madurai City:

Madurai city is the administrative headquarter of the Madurai district. Located on the banks of river Vaigayi and with Meenakshi temple one of its prominent symbol, Madurai is often and rightly called as Cultural Capital of Tamilnadu. All three Tamil Sangams were held here.

This historical city which has seen continuous habitations for nearly 2 millennia has now transformed itself into an educational and industrial hub. The city also serves as a regional seat for Madras High court.

Madurai city is administered by a municipal corporation which was established in 1971 under the Tamilnadu Municipal Corporation Act. The city has an area of 148 sq. km and a population of 1470755(2011 census). It is the second largest corporation city by area and third largest city by population in the state of Tamil Nadu.

1. Institutional Arrangement

The Madurai Corporation administration is broadly divided into 2 distinct wings.

1. Legislative wing

The legislative wing consists of a Council with Councillors from each ward as Members and 6 standing Committees. The elected Council period is 5 years. The last election for the Urban local body was held in 2011. Total strength of council is 100 with 61 male and 39 female members.

one standing committee consists of one chairman and 5 other members. The election to the committee are held by the council through secret ballot. The Chairman is then respectively elected by the members of that committee. The period of the office of the Chairman is one year.

Standing Committee names, their roles and periodicity of meeting

Name Of the Standing committee	Role	Periodicity Of Meeting
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Accounts	Corporation income and expenditure control, Audit Para monitoring	Two meeting for every month
Education	Education, School building and maintenance, School playground, Parks maintenance	Two meeting for every month
Health	General health, Toilet, Medicine purchase, Hospital building and maintenance	Two meeting for every month
Taxation and Finance	Budget, Finance	Two meeting for every month
Town-Planning	Encroachments, Erection Machinery	Two meeting for every month
Works	Forming Road and Maintenance, Street light Fixing and maintenance, Removal of Drainage Water works, Water supply works	Two meeting for every month

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2. Executive Wing

The Madurai City Municipal Commissioner is the Chief Executive of the Corporation responsible for day to day functioning of the corporation. The Commissioner has over all control of the Corporation Administration. The current Chairman of Municipal corporation of Sandeep Nanduri, IAS, 2009 batch officer borne to Tamilnadu cadre.

Power Of the Municipal Commissioner Vs Standing Committees/board

The municipal commissioner, Standing committee and deliberative council all derive their powers from THE TAMIL NADU DISTRICT MUNICIPALITIES ACT, 1920. These are described as below.

Power of municipal commissioner:

- 1) Executive power for carrying out the provisions of District municipalities act is vested in the commissioner. This is subject to the restrictions and sanctions inherent in the act or directed by the council or standing committee.
- 2) The commissioner have the power to incur petty contingent expenditure without the council's sanction.

Standing committee

- 1) As per the provisions of the act, the council would by regulations determine the powers and duties of the standing committees.
- 2) The council have the power to sanction staff as it is reasonably required by each standing committee, to discharge its functions.

- 3) The standing committee on accounts would also
 - a) have the power to supervise the utilization of the budgeted grants.
 - b) have access to the accounts of the municipal corporation, and may ask the commissioner to furnish any explanation which are necessary as to the receipts and expenditure of the corporation.
 - c) conduct a monthly audit
 - d) write off any tax , fee or other amount due to the municipal corporation

Role and Responsibilities of sections of municipal commissioner office

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The functions of the municipality are devolved into following departments:

1. Accounts
2. Council Dept
3. Education
4. Engineering
5. Health
6. P.R.O.
7. Revenue
8. Town Planning



Revenues And Finance Management :

The sources of Revenue are Tax and Non-tax items. The tax items are Property tax, Water charges, Professional tax, Drainage Maintenance tax, Vacant site tax. The collection is either through computerisation or directly at Municipal corporation office. It is collected regularly. The revenue collected gets reconciled between the central office and field offices through financial software.

Currently, the municipal corporation maintains 70 bank accounts. Assistant commissioner Accounts is responsible for their updation. They are maintained under various heads as follows:

- I. Revenue fund and Capital Fund
- II. Water Supply and Drainage Fund
- III. Elementary Education Fund
- IV. General Provident fund

Municipal Accounting & Budgeting

The accounts are maintained by Assistant commissioner accounts. It is double entry system and computerised. Presently, there are no redundancies in accounting. The funds are audited by Local fund audit department. UIB has a clear budget and it is approved before 15th march of each year. It is a deficit budget.

4. Service Delivery

The City Municipal Corporation provides the following major services which are Water supply, Sewerage, Waste Management, Roads, Drains, Street lights, Public Conveniences. Some services

have provision of timely delivery and can either be applied through Internet or office at municipal corporation.

Observations:

Urbanisation is the key that holds the gate to a prosperous and inclusive India. In this regard, Madurai Municipal corporation is one of the better performing cities in the India.

The Madurai municipal commissioner is fast moving towards computerisation of its services. Most of its services are available online. The information, time delivery limit and concerned authority are also mentioned on its website. The corporation has also streamlined its operation at its office with focus on removal of touts from its premises and establishment of dedicated felicitation centre. For improvement of service delivery and grievance redressal, the corporation has recently launched a dedicated call centre to address complaints.

The corporation does faces difficulty in balancing revenue and expenditure management. The tax rates are revised infrequently and hike proposition have difficulty in getting passed in municipal council due to political opposition. Therefore, there is need to streamline its revenue collection and generate its own revenue augmentation capacity. Madurai Municipal corporation has moved in this regard but more needs to be done.

In area of water supply, the Madurai is currently facing a crisis due to consecutive years of draught. The municipal office has dug enough bore wells and made sure that existing borewells are functioning but the crisis situation looms. To ensure good quality drinking water, Municipal office has taken the services of tankers to ensure timely delivery of water.

In the case of urban planning and development, here is also need of trained and dedicated personnels. Madurai is a flourishing industrial and education hub and if its development is not planned accordingly, then its haphazard growth will prove detrimental to the growth of the city.

II. SWACHH BHARAT MISSION

1 Swachh Bharat mission is one of the flagship program of Government of India. It has two sub-missions, Swachh Bharat Mission(Gramin) and Swachh Bharat Mission(urban). In Madurai District, the Gramin component is implemented by District Rural Development agency(DRDA) under the supervision and guidance of District Magistrate & Collector, Madurai. The Urban component comes under the supervision of Municipal office of Madurai, under the executive control of Municipal Commissioner. Currently, 384 village panchayats out of 420 village panchayats are Open defecation free. Whereas Madurai city was ranked 26th in India in a Swachh Bharat ranking done by the ministry of Urban Development.

The institutional arrangement of Swachh Bharat mission at the District level is as follows.

II. SWACHH BHARAT MISSION (GRAMIN)

(i) District Level

At District level, the overall supervision is under District Collector. In Madurai, the District Rural development agency is implementing agency and Chairman of DRDA who is currently, Rohini Ramdas, IAS is responsible for the execution of Swachh Bharat mission(Gramin). District Magistrate role is in giving Administrative Sanction, Release of funds, monitoring review and inspection of works. The Chairman, DRDA is responsible for overall execution and coordination with the Collector. The Project director, Assistant project officer and District project coordinator are overall part of the DRDA team. Their role is capacity building, IEC, coordination with other departments in the District. He is also responsible for overall preparation of all the activities like reporting, monitoring, evaluation, periodical report, audit report, and next instalment proposal and work inspection at field level.

(ii) Block Level

Block development officer is responsible for implementation of work at Block level. They prepare proposal for work sanction. They are also responsible for their execution works for example, construction of individual household latrines, school toilets and community sanitary complexes. They also conduct review meetings with block level and village level officials.

(iii) Panchayat Level/ Village Level

Panchayat secretary is responsible for execution of swachh Bharat mission at the Panchayat level. They also held training modules in coordination with the Block level officials for Anganwadi workers, SHGs and community mobilizers.

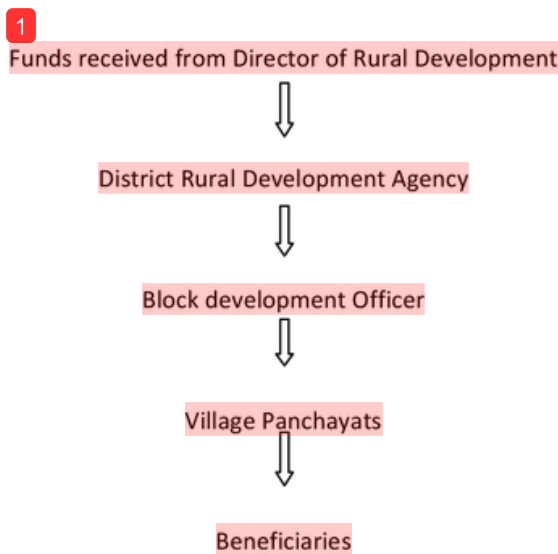
Financial Management:

1 The cash book is maintained at the district level by DRDA, Block Level by BDOs and at Panchayat level by Panchayat Secretaries. The audit is done every year by reputed chartered accountant at the district level.

At Block level, three month concurrent audit is done. At Village Panchayat level, the audit is done monthly by Deputy BDOs.

The fund is released electronically into the accounts of the beneficiaries which have reduced the scope of the corruption. Further, the funds are released only when they are verified with the help of two local officials.

Fund flow of Swachh Bharat Mission(Rural)



Swachh Bharat Mission (Rural)

1

Components:

1. Construction of Individual Household Latrines
2. Construction of School Toilets
3. Construction of Anganwadi Toilets
4. Construction of Community Sanitary Complexes
5. Solid and Liquid waste management
6. Information Education and Communication (IEC) activities including capacity building

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Innovative practices- who led the change? Did you see convergence?

1. Madurai District has adopted many innovative approaches to successfully implement Swachh Bharat Mission. Their focus is on community led approaches to sustain the open defecation practices in the long term. Its been a demand driven approach because toilets are means to an end. With behavioural change, some villages have become ODF in few days despite don't having 100% IHHLs.
2. For, community mobilisation, People from each Panchayat are identified and trained as community mobilisers to help initiate trigger activity among the villagers. One particular approach used is K2K strategy meaning Kammi karai(tank bund, place of open defecation) to kazhi paria(toilet) in Tamil. It has been very successful in reducing instanc-

es of open defecation as the important places of open defecation has been focussed upon.

3. Involvement of many departments, for example Public health department, School education department and ICDS. In schools, teachers were given training to sensitise them about importance of Swachh Bharat. During attendance, children are asked to be ODF free for calling out their attendance. This creates a peer pressure and has resulted in whole class getting ODF within one week. In ICDS, anganwadi workers are given also training regarding the importance of cleanliness. Baby friendly toilets, with small size sanitary pans, half size doors and big mirrors help inculcate the habits of toilets in children from the early days. The Public health department also plays an important role considering people value the advice of experts more. The doctors when giving prescription also prescribe one toilet if the child is not ODF. There is also information given in pictorial description on the back page of the prescription describing what would happen if the child is not ODF free.
4. Youth clubs, SHGs, NCC are also involved in community mobilisation. Mothers are also focussed upon as they once understand the importance of Sanitation with the health and nutrition of the child, they go to the last mile to ensure maintenance of clean practices in the household.

Swachh Bharat (Urban)

Swachh Bharat mission(Urban) has the following components.

1. Construction of household toilets, community toilets and public toilets
2. conversion of insanitary latrines into pour flush latrines
3. Solid waste management
4. Information, education and communication campaign and Public Awareness
5. Capacity building and Administrative & Office Expenses (A&OE)

Innovative measures taken:

1. The Construction cost for a sanitary toilet varies from Rs 22000 to 26000 depending on the sewerage treatment system. While the Government contribution is around Rs 8000, the rest has to be borne by the beneficiary. Since most of these beneficiaries are very poor they are not able to bear the balance contribution amount. Many beneficiaries are not willing or able to contribute the remaining amount. The Madurai corporation has embarked on an ambitious journey to involve Private and Public sector to contribute in matching the requisite funds. Currently, many PSUs and private companies are funding toilet construction under their CSR activities.

2. In areas surrounding Meenakshi temple, lots of food garbage is generated every day. Madurai corporation has enlisted the service of a private NGO to decentralise the garbage collection and make the compost in local collection centres. The funding of the NGO is done by the ITC.



The compost generated is used in the nearby gardens.
Source segregation and onsite composting of hotel and temple waste

3. E-Toilets: Near the Meenakshi temple itself, Green toilets are established. They are user



friendly and self-serviced.

Innovative IEC campaigns:

- Municipal corporation employs a number of strategies to improve awareness about the Swachh Bharat. They regularly organise Sanitation Mela in which information about the handwashing, different types of sanitary latrines and other Behaviour change communication techniques are employed.
- Second, the corporation have creative use of its public walls along the roads. Different posters and artwork has been done to create awareness among the public.

- Third, the use of WhatsApp grievance cell to timely address complaints such as non-picking of garbage, leaking sewers and so on.

Analysis:

- Swachh Bharat Mission is not about building toilets and declaring villages OD free. It is about institutionalising behaviour and practices which are sustainable in the long term leading to healthy and clean India. Previously, the focus was on building toilets. So, the previous program were unable to achieve success.
- Madurai has been on focussing on the behaviour change communication and community mobilisation so that once the village or a block becomes ODF, it doesn't go back to open defecation in the open future.
- However, certain challenges remain. In urban spaces, the construction of toilets are an issue as they are having space and money constraints. In rural areas, the notion of open free spaces is difficult to go by and male members of villages often think toilets are made for women for their security. This notion has to be eradicated.
- Further, the role of community mobilisers to become more effective, they should be paid a decent honorarium to maintain their morale and motivation.
- With the increase in costs of construction, cost cutting measures are required. Some of these measures are already adopted by the Madurai DRDA. They have institutionalised central procurement of materials from one agency. For example, the cement is procured from Tamil Nadu cements corporation and given to beneficiaries directly. Likewise, prefabricated material are used to standardise the operations and to reduce the costs.

Further scope:

- Currently, Swachh Bharat Mission uses a baseline data of 2013. Since then, its been four years. Some of toilets have become defuncts or new settlements have come up. There is need to have flexibility in base line survey to include these settlements.
- Second, convergence could also start at the top levels of government machinery. The HRD ministry, for example can institute a chapter on Swachh Bharat to increase awareness among children. Further, curriculum could be devised such to have dedicated session on Swachh Bharat.
- Third, in areas where the water table is high, the double leech pit latrine would get substituted with septic tanks. However, this is cost prohibitive. The program should have flexible components to consider such factors.
- In urban setting, Madurai has not progressed to segregated model of garbage collection. There is need to promote segregated model to improve efficiency of garbage collection and to allow self-sustainability from use of garbage as a resource material.
- Technology is also not employed in a big sense. The use of motorised and automated vehicles instead of tricycles should be promoted.

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