District attachment report

by Vivek Hp

FILE	BDO.DOCX (1.72M)		
TIME SUBMITTED	19-MAR-2017 09:49PM	WORD COUNT	2841
SUBMISSION ID	786059620	CHARACTER COUNT	14848

DISTRICT ATTACHMENT REPORT – WST 2017

District visited: Birbhum, West Bengal

VIVEK H P

OT CODE D 10

1

PART – A

BLOCK DEVELOPMENT OFFICER

a) (i) Role and responsibilities of sections of BDO Office

Name of Office /Section	Designation of Head	Responsibilities	Act/Rule Implemented	Records Maintained	Timeline / Citizen Charter	Remarks
Accounts Section	Head Clerk (Upper Division Clerk)	Maintaining Accounts /Preparing Salary Bills/Preparing all other bills		Cash Books Pass Books Allotment Register Bills/Vouchers		
MGNREGA	Additional Programme Officer	Implementation of MGNREGA . Monitoring. Inspections. Grievance Redressal	MGNREGA ACT 2005	Action Plans Muster Roll Issue Register Asset Register		
Midday Meal	Midday Meal Supervisor	Implementation of Midday Meal Scheme		Monthly Reports Rice Distribution Report		
Labour Department	Inspector Minimum Wages	Monitoring Labour welfare.				
Back Ward Class Welfare	Inspector BCW	Monitoring and implementing				

		BCW affairs Cast Certificates				
Civil Engineering Sections	Sub Assistant Engineers	1.Preparing and Vetting Estimates of Civil Constructions 2.Monitoring Construction Process and taking measurements 3.Preparing Bills				
Normal Relief	Block Disaster Management Officer	1.All relief related works 2.Crisis Management during flood / drought				
National Rural Livelihood Mission (formerly Swarnajayanti Grameen Swarojgar Yojana (SGSY)	Lady Gram Sevika SHG Supervisor	Self Help Group related Activities				
Panchayat	Panchayat Development Officer	All Gram Panchayat related Activities				

Election	Officer in Charge , Election & Election Clerk	Election related works .				
Kanyashree Prokolpa (state govt. initiatives)	Data Manager Kanyashree					
Information Section	Block Informatics Officer	Maintaining all MIS activities				
Food and Supply	Inspector Food and Supply	Rationing System Issuing of Ration Cards				

1 Is there an act which mandates service delivery deadlines?

Yes , The West Bengal Right to Public Services Act,2013

Services covered : Issue of SC,ST,OBC certificates, new ration cards, change of address, surname, head of family in ration card, issue of duplicate ration card in case original is lost or damaged, surrender and transfer of ration card, revalidation of ration card.

1 Role of Block Development Officer

i. Development Authority –

Role	Provision	Remarks
Block Development Officer	Implementation of all developmental works	
Programme Officer	Implementation of MGNREGA Act.	

ii. Certificate issuing Authority

Role	Provision	Remarks
Block Development Officer	Income Certificates	

iii. Coordination with departments.

Department	Role	Remarks
Block Land & Land Reforms Officer	All land related issues.	
Block Medical Officer of Health	Health Related Issues	
Assistant Director of Agriculture	Agriculture Related issues	
Block Livestock Development Officer	Livestock related issues	
Sub Divisional Officer of Hinglow Irrigation (For Khoyrasole Block Only)	Hinglow Dam and Irrigation.	

(iv) Role in Panchayat Samiti and Panchayat: Executive Officer in Panchayat Samiti. Implementing and monitoring developemental Schemes (suggested and decided by the Elected Members of Panchayat Samiti)

(v) Role in Elections : 1**. Assistant Returning Officer** in Legislative Assembly Elections. (Bidhan Savas)

2. Panchayat **Returning Officer** in Panchayat Election.

vi. Inspection to be conducted by BDO

Type of Inspection	Provision	Periodicity	Remarks
Inspection U/s 205 of West Bengal Panchayat Act 1973.		Every quarter	

c. Observations regarding

1.Infrastructure at block level

We visited Khoyrasole block in Birbhum district. The office building of the BDO looked to be in good shape but were told that staff is below the sanctioned strength.

a) The main roads within the block were good. But most of the villages that we visited did not have proper access roads. In fact, one of the villages that we happened to visit, was at least 3 kms away from the main road and there was no proper road connecting the village to the main road. During rainy season, it would be very difficult for the villagers to commute as the ponds on the outskirts would over flow.
b) The block level hospital in the blocks that we visited did not have enough facilities. Considering that the population density is quite high, the block level hospital was not equipped to cater to needs of the people at the block. It was barely functioning for basic first aid care and some other immunisations.
c) West Bengal has the culture of ponds for community purpose and fishing. At the block level, there is emphasis on maintaining ponds neat and clean.
d) Schools were proper and had minimum required facilities and enough teachers.
e) We visited 3 Anganwadi centres and in all the centres, the Anganwadi workers were found be well trained. They had maintained the immunization schedule of the children in the area and were found to be engaging positively with the parents.
f) We observed works undertaken in MNREGA scheme and SBM within the block. At the block level under MNREGA a unique work has been taken up where a MNREGA workers have been used to develop 10 acres of banana plantation in the land donated for 5 years free of cost by a well to do farmer. Bananas and many vegetables are grown in that farm.
g) The produce of this farm is being supplied to a nearby school for Midday meals and the bananas are being supplied free of cost to the children.
h) Lots of individual household toilets and community toilets have been built under SBM in the block.

2. Fund management at block level

i. No of schemes implemented

Central: 6
State: 2
Others: Nill

1

iii. Is there any deviation from the guideline that there should be one bank account per scheme?

If so, why?

Did not observe any such deviation.

iv. Are all the bank accounts updated? Check two passbooks and note when they were updated?

Could not get the required information on the day of our visit.

1

v. Cash book: Study the cash book and note the following:

a. Is it up-to-date (note date and last entry)?

No. Last entry was a week back.

b. How many heads are recorded in cash book?

12

c. Are there any schemes which are no longer functional but the fund is parked?

Yes. Backward Region Grant Fund

d. Is double entry system of accounting followed?

No

West Bengal has implemented Integrated Financial Management Solution (IFMS) an IT based Software program which has enabled all the financial transactions to be online. The District Treasury is connected to all the blocks through IFMS and every BDO acts as the DDO of the Block.

Your overall impressions on the institution of Block Development Officer, efficiency of the system, need for speedy delivery and better definition of rule, devolution of authority and responsibility. What steps need to be taken for better Financial Management and Office Management?

The Block Development Officer is very critical functionary within the district. The BDO plays as a linking pin between the DM and the Panchayat Raj Institutions and hence is very crucial. All the implementation part of state and central government schemes are done at the villages through the institution of BDO.

Lot of capacity building is required for the institution of BDO. Capacity in terms of manpower and regular training is the need of the hour. Regular interaction of the BDO should take place with the village panchayats in the block instead of just through meetings. This frequent and regular interaction with the panchayats would set up a channel of communication which would enable effective implementation of the schemes.

Devolution of authority and responsibility from block level to village can be done only when proper capacity is built at village panchayat level. Unless that is done, any devolution of powers would be meaningless. After seeing the existing state of affairs at panchayat levels, devolution doesn't appear to be suitable.

Financial Management is in a better shape after implementation of Integrated Financial Management Soultion (IFMS) in the state of West Bengal. All the financial transactions take place online thereby reducing the scope of any leakage or corruption.

PART B

SWACHH BHARAT MISSION

1. **Institutional Arrangement :(Is there a society or is it run by department):**
   Run by the Department.
   a. District Level –

Designation	Role	Remarks
DM	Overall Supervision	
SDM/ADM	Supervision of a block	

   b. Block Level

Designation	Role	Remarks
BDO as Executive Officer of Panchayat Samiti	To monitor and supervise the works being undertaken in the villages in the respective blocks.	
Jt. BDO as Jt. Executive Officer of Panchayat Samiti	Act as Nodal Officer at District Level, Monitor, Supervise, Fund Management, Inspection of Schemes with the help of Block level officials.	

   c. Panchayat /Village Level.

Designation	Role	Remarks
Pradhan of Gram Panchayat	To supervise the scheme	
NIgrani Committee (A village level team consisting Local People / Teachers/ Angawadi Karmees/SHG members/ASHAs	To make awareness of the programme and to help others to change their ancient behaviour of open defecating.	

   d. Urban Local Body

Designation	Role	Remarks
Nill	NA	

In Birbhum district the Swachh Bharat Mission at district level is yet to be taken up.

1

2. Financial Management: Study the mechanism of fund flow from state to District/ULB to Panchayat and beneficiaries. Is there any scope for improvement of fund management who maintains the Account? What are the accountability initiatives to prevent misuse of funds?

West Bengal has implemented Integrated Financial Management Solution (IFMS) for handling all sorts of payments. The entire functioning of District Treasury is fully automated. Payment of monies happens online in a transparent manner hence, there is no misuse of funds ever since IFMS has been implemented.

1

3. Swachh Bharat Mission – Rural:

Study the role of institutions, community, mobilization and local initiatives in various component:

(i) What are the components?

Construction of toilets, Solid and Liquid waste management

(ii) How were they implemented in the district/block you visited?

The District administration of Birbhum had taken up the task of implementing the SBM-Rural in a phased manner by selecting few blocks and few villages within those blocks so that end to end implementation of the scheme could be ensured. In this approach, the entire district administration would concentrate on few villages. The main emphasis was on bringing attitudinal change than just constructing toilets. Massive awareness

campaigns were conducted using the puppetry shows a local and famous folk art and even in schools such awareness campaigns were held to sensitize the children.

1

(iii) What is the role of DM/SDM/BDO/PRI in effective implementation?

The role of DM in this mission is that of leading the campaign, guiding and monitoring the implementation. Since this is a scheme of bringing a revolution and bringing a major attitudinal change among the rural mass, the DM spearheaded the campaign in Birbhum district. Roles were clearly specified and assigned. The entire district administration up to BDO was first trained as to how to go about implementing the scheme. The DM was particular on this aspect that unless the district administration is clear about the methods and processes and roles to be played, implementation cannot be effective. The work has been taken up only in phased manner such that at any point in time only few villages are in focus and the entire district administration is concentrating on only those villages as far as the scheme is concerned.

Role of SDM:
Under the sub division, in all such blocks that have been selected to start in a given phase, the SDM should take stock of the situation on day to day basis and report to DM at the end of the week. The SDM shall ensure all the logistics are in place.

Role of BDO/PRI:
BDO shall ensure that the staff of BDO office get proper training. The district administration had organised for some NGOs to teach the staff of BDO and Nigrani samitis formed under the supervision of PRIs as to how to demonstrate to the villagers, why open defecation is unhygienic. Thus the initial focus was on convincing the people and much of time was spent b y BDO and PRI on talking to people, demonstrating them the ill effects of open defecation.

1

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

a) One of the innovative practice that we witnessed was the kind of planning that has gone in to advertise, the tools and techniques that were used to propagate the idea of using toilets.

b) The DM and the entire district administration facilitated in such a fashion that villagers themselves led the change wherever the scheme has been taken up.
One such example which we happened to hear from the villagers is as follows:
The villagers in a particular village of Khoyrasole block were requested to assemble by advertising about a puppet show. Before the puppet show began the staff of BDO and members of Nigrani samiti would take the stage. They would offer some water taken out from a packaged drinking water bottle to one or two villagers which the villagers would drink. Then they would place human excreta on the stage, dip a thin stick in the excreta, stir the stick in the same water bottle, there is hardly any change. Now they would offer that water to the same villagers to drink which the

villlagers. From this simple exercise, they would start telling how open defecation may pollute soil and water bodies. Then the puppet show would depict the story of a school going child who repeatedly falls sick, thanks to drinking such water from the pond near which people go to relieve themselves. These kinds of demonstrations would bring in positive change in quite a few people but repeated efforts brought in major change in attitude amongst all the people in that village.

c) Plastic free village:
One of the innovative practices that we witnessed was the plastic free village in Khoyrasole block of Birbhum district. In this village, the villagers in collaboration with a local NGO have taken the effort to make the village not only open defecation free but also plastic free. All the high school going children act as volunteers and guided by the NGO workers, they go door to door once a week to collect plastic waste from the households. The collected plastic waste in dumped in the designated dumb yards on the outskirts of the village. There were two such dump yards made for the purpose. The appreciating thing was that the villagers supported this idea. The district administration in association with the said NGO wants to scale up this practice in neighbouring villages as well. Once plastic is collected in large scale, there are plans to use crusher which would make the plastic to be used along with tar to build interior roads in the villages.

Phamplets in Bengali and English seen on the compound walls, walls of schools and some houses spreading the message about spreading the message to make the village plastic free.

Plastic VAT: Dump yard for plastic

d) Convergence:
Convergence was seen it terms of using MNREGA workers to construct toilets, pits and the concrete cement blocks needed for sewerage and pits.

1

(v) **What components of SBM-R are poorly implemented? What do you think should be done for better implementation?**

Sanitation and cleanliness is a broader term but Swachh Bharat Mission seems to be concentrating only on open defecation free villages. Except for the plastic free village which we visited, the remaining villages seem to not give much importance to overall cleanliness. This is perhaps the scenario in Pan India.

The drains in most of the villages that we visited are not maintained properly. In one village, at a particular stretch there was no clear demarcation between a small drain and the road. Thus, major emphasis should be given on proper sewerage management.

1

(vi) **Critique the Solid Waste Management – Liquid Waste Management components of SBM-R apart from the efforts to make villages ODF free.**

Solid waste management and liquid waste management as such was not seen. The concept of cleanliness in a holistic manner as such is missing in Indian villages. Much emphasis needs to be given to this aspect.

(vii) **Can any practice/ behavioural changes be inculcated which reduce rural waste generation? If so, what?**

The behavioural change can be brought in only by means of proper and effective awareness program. The district administration has done a commendable job by spending substantial time and resources on advertising in a very effective manner to educate the villagers and bring awareness in them. Similar approach should be adopted in bringing awareness about total sanitation in villages.

4. **Swachh Bharat Mission- Urban**:

The urban component has not been taken up in the district as the present focus is on implementing the rural component systematically and effectively.

5. **Analysis**

(i) Role of DM

Has been discussed in 3(iii) above.

(ii) **What experiences did you have in terms of knowledge, aptitude, and capacity of sanitation works in rural and urban spaces?**

Due to efforts taken by the district administration to train the staff of BDO and Nigrani samitis , by making using use of very effective ICE methods, the knowledge, aptitude and capacity was very good in Birbhum district.

(iii) **What is your plan to create a clean surrounding movement based on your observations?**

Any implementation can be effective if the approach is bottom up. In order to achieve this, adequate time and resources must be spread in creating proper awareness. Once that is done, implementation will become easy.

(iv) **What practices you observed are replicable in SBM R&U?**

The plastic free village in Khoyrasole block has taken the next step towards sanitation. This model can be replicated.

District attachment report

ORIGINALITY REPORT

%13	%0	%0	%13
SIMILARITY INDEX	INTERNET SOURCES	PUBLICATIONS	STUDENT PAPERS

PRIMARY SOURCES

1	Submitted to Lal Bahadur Shastri National Academy of Administration of Management Student Paper	%13

EXCLUDE QUOTES	ON	EXCLUDE MATCHES	< 20 WORDS
EXCLUDE BIBLIOGRAPHY	ON		