

# District Attachment Report

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## DISTRICT ATTACHMENT REPORT

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C-12

Part A : DM

Part B : Health

Getting a closer view of how the administration works at the district level, gives us a better understanding of not only the theoretical aspects of things, but also of how the dynamics play in reality. However, an important learning from this district attachment was that as against the popular belief that collectorship is highly political in nature and balancing the political pressure can ensure success, it is Knowledge and Ability to learn, which are key to successfully delivering one's mandate.

As Part of Group 2, subgroup 2, we were sent to Ujjain district of Madhya Pradesh. An important district especially it being an important seat of Hindu Sect, Ujjain is also the Divisional Headquarter.

As understood, the functioning of the district magistrate is divided into three broad contours. *Firstly*, the s/he is "the regulatory authority as Collector and District Magistrate overlooking law & order, land revenue/ reforms, excise, registration, social welfare, maintenance of civil supplies, treasury functions etc." *Secondly*, working and coordinating with the line department of the State and other agencies associated with it is integral. *Thirdly*, the portfolio is not limited, the office expands to fulfil other miscellaneous functions such a census officer at district level, returning officer, looking after the old age pensions and other welfare works.

Traditionally, the institution of the Collector, pointed through various report, was the most powerful at the district level, where rested all the supervisory and regulatory functions. Not only were all the departments of the state at district level were to work in accordance with collectorate within the set mandate of law. However, slowly there has been weakening of the institution and other departments have started working in verticals rather than horizontal summation at the district level.

There exists various sections under the office. Listed are few of them, though in total there are 33 sections.

Name of Section	Designation of Head	Functions	Act/Rules
establishment	collector	leave, conduct etc.	MP State fundamental rules, 1922, amended 1961. MP Conduct Rules 1908
<sup>1</sup> reader to collector	deputy collector	to assist collector in his functioning	Na

		help frame orders and notices.	
stenographer	collector	help dm in management of his day to day activities.  keep a tab on schedule and management of time  other confidential works	na
finance	deputy collector	look after finance of office	Financial code
revenue calculation	deputy collector	to calculate revenue amount	MP Revenue Rules 1959
grievance	deputy collector	registers grievances of public related to schemes and helps resolve them	mp lok seva guarantee act
license	deputy collector	issues various licenses	arms act petroleum act & rules, explosive act and rules etc
statistics	deputy collector	prepares statistics related to departments	
stationery	deputy collector	keeps stationery like books,pens etc.	
land record	deputy collector	maintains land records and keeps them updated	mp land revenue act
Food	deputy collector	ensures food supplies	mp food security act
Rti	deputy collector	keeps tab of rti applications and prepares responses to them	rti act
pcpndt	deputy collector	looks after illegal drug cases	pcpndt act
protocol,elections etc.	collector	conduct elections, ensure protocol etc.	

The collector being the functional authority at the district level is part of many committees.  
Few of the committees that could be named here are

Name of the Committee	Department related to	Role of DM
RGV Committee	Electricity Department	Head
ATMA governing body	Agriculture Technical Management	Member
Rogi Kalyan Samiti	CMHO/ Dist. Hospital	Member

District Disease Aid Fund	CMHO	Information not available
Block Level Monitoring Committee	Consumer Protection	- Do -
District Micro-irrigation Committee	Sahayak Sanchalak Udyaan Vibhaag	Head
District Planning Committee	Same	Secretary
District Animal Welfare	Animal Husbandry	Head
Food & Civil Supply and Consumer Committee	Food & Civil Supply Department	Member
District level Vigilance & Evaluation committee	Department of Rural Department	Head
District Advisory & Monitoring Committee	Department of SC/ST Welfare	Head
District RTE Committee	Department of Education	Head
Police grievance committee	Police	Member
District level Backward Class Advisory	Department of SC/ST Welfare	Head
Rural Drinking Water Review Committee	Department of Public health & engineering	Head
District Red Cross Committee	District Red Cross Society/ CMHO	Member
Kendriya Vidyalaya	Human Resource Department	Head
Antvyavasay Yojana Committee	Tribal Welfare	Member
Mid Day Meal	Human Resource	Head
District Health Society	CMHO	Head
Swach Bharat Mission District Committee	Urban Development	Member/ Secretary
District Women Empowerment Committee	District Advisory Board	Head

This is just the tip of the ice berg. In Madhya Pradesh, as informed by the Collector himself, he is associated with more than 50 committees.

Along with this, in order to ensure timely delivery of service there exist *Madhya Pradesh Lok Seva Guarantee Act, 2010*, under which 23 departments and 169 services are covered. The services covered under the act are mandated to be delivered under the given time frame of the Act. In event of failure to provide service, a provision of appeal exists. The 1<sup>st</sup> and 2<sup>nd</sup> appeal officer on account of delay can impose a fine of Rs.250/ per day on the concerned official to the maximum of Rs 5000. This penalty is requisitioned from the salary of the officer and is provided to the wronged party as compensation. Most of the services listed under the act are being provided through Lok Seva Kendra and M.P. Online Kiosk. An annexure A is attached with display list of the service and the time period in which it should be rendered.

In addition to this, the DM is to hold inspections, given below are few of them

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Type of Inspections	Provision	Periodicity
Jail Inspection	Prison act 1894 S-59	Periodically or as required
Tehsildar office	Revenue Act	Periodically or as required
District Treasury	M.P Treasury rules	Periodically or as required
Sub Treasury	M.P Treasury rules	Periodically or as required
District hospital	- No information available -	Periodically or as required Periodically or as required
Food department	- Do -	Periodically or as required
Home guard department	M.P Police regulations	Periodically or as required
Agriculture Market or Mandi or Market committee	Madhya Pradesh Krishi Upaj Mandi Adhiniyam, 1972.	Periodically or as required
District urban development authority	- No information available -	Periodically or as required
Department of industry	- Do -	Periodically or as required
Forest department	- Do -	Periodically or as required
Schools	RTE	Periodically or as required
District education officer office	RTE	Periodically or as required
Storage of explosive	Explosive rules 1940	Periodically or as required
Arms dealers	Arms act 1959	Periodically or as required
Petrol Pumps	Petroleum Rule 1976	Periodically or as required
Buses Private and MPSTC Buses	Motor vehicle act	Periodically or as required
Women and child department	JJ act, Pcp & DT ACT	Periodically or as required
PRIMARY HEALTH CENTRE	Information not available	Information not available
ST Welfare department	Sc/St Act	Information not available

(i) Traditionally the role of the District Administrator performing the role of Executive Magistracy has wide ranging responsibilities as enumerated under the various provisions of Cr.P.C. DM is in charge of the **law & order** situation at the district level and is also of the district's internal security. More so the DM is empowered to issue various warrants, detentions in order to secure smooth functioning of the district. However, over a period of time there has been a general shift in this tendencies also noticed during the visit. Though MP does not have a formal commissionate system but law & order is by large being looked after by police department. Law & Order is an essential function of the Magistracy, and cannot be transferred completely. It's important to note that DM is in charge and overall



accountable towards the State Executive. Apart from the general cr p c provisions the DM also does necessary inspections of Jail and Remand Homes, supervision of subordinate magistracy, grants, suspensions and cancellation of various licences. A special note as against a popular belief is that Ujjain is a very sensitive district, there exists various communal elements that get easily politicised. Therefore a good vigil in sensitive areas makes law & order a constant work area for DM Ujjain, though largely the work has been undertaken by the Police Department.

(ii) The collector is the office-in-charge of the district Revenue machinery and performs functions relating to land reforms, maintenance of land records, power of land acquisition, crop assessment and preparation of its report, to act as appellate authority in revenue cases. His other functions include

- Declaration of revenue villages boundaries
- Allocation of land for agriculture purpose
- Other cases related to arable land
- Providing permanent lease to 'nazool' land
- Cases related to contravention of leases
- Permission for cutting of trees
- Cases related to land revenue code
- No confidence motion against sarpanch/vice sarpanch/janpad chairperson etc
- Mines and minerals related cases
- Excise related issues
- 'zila badar' under MP state security Act,1990
- NSA,1980

However, to perform this function an elaborate machine exists at 4 levels starting from the district followed by sub district, tehsil/taluka/block and village. DM is responsible at the district level, also holds the supervisory function and acts as the custodian of the government land and properties falling within his jurisdiction. He is assisted by the Additional Collector, which occupied their office within the collectorate at Ujjain. The entire work of revenue at the collectorate was divided under various sections being looked by superintendents. Ujjain district is divided into 6 sub divisions of Ujjain, Nagda, Tarana, Ghatiya, Badnagar and Mahidpur. An important learning is of how well the revenue officers are treated. Though Patwari etc. do not have a direct link with DM, nonetheless the work culture penetrates till the bottom of the hierarchy. A delicate balance has to be maintained in retaining discipline and appreciating the work so being performed.

(iii) During our visit we got an opportunity to see the court work of the District Magistrate. The cases that came to the collector were sorted and were scheduled for hearing accordingly. This mechanism ensured that the cases were streamlined. While disposing of the cases a general goodwill was seen with the bench. The cases disposal were generally pertaining to licence cancellation for the diversion of Domestic LPG for the commercial purposes. Though individual specific it is suggested that the court work should be scheduled atleast twice a week, so as to remove the pendency of the case. Further, two other issues where not much work is done but is required computerisation of the court work, of the summons, notices and orders received from the judicial courts and having a good record

keeper who is well versed with the procedural laws as well. In terms of discharging the revenue law work, the DM is not the appellate authority in cases where the SDM has the original jurisdiction, the first appeal lies to the Commissioner. The DM has the appellate power only in land diversion cases.

(iv) Another important area of work with respect to Revenue is the Crop Assessment and Preparation of the report which is then forwarded to the State Department for estimation of the total yield per crop year. The important crops which had dominant sowing was Wheat and Dollar Channa. The estimation of the yield is done just before harvesting, by random khasra number being generated by Revenue Department and Agriculture Department. The assessment team then visits the designated khasra land and on the basis of the coordinates generated by the book number an area is marked then, the crop is cut and the weight is taken. This is the wet weight of the crop, post 10 odd days when the crop is completely mature then a dry weight is taken. This gives an idea of the yield. The report is then forwarded to the collector who then forwards a complete report to the State Headquarters.

(v) Ujjain is an important district in terms of being the seat of Hindu sect. Mahakaleshwar Temple occupies a great significance, as the district observes the huge footfall for Simhastha and also regular visit. Thus temple management and Simastha management is crucial both from the point of Crowd Management & Disaster Prevention. The DM is the head of the District Disaster Management Committee and also an integral member of mahakaleshwar temple management committee. Kumbh organisation therefore sees critical involvement of DM. Though a Simhastha Department has been established separately to cater planning, preparation and mitigation in coordination with the police department, nonetheless a successful conduct of this event is considered a kingpin in DMship in MP.

(vi) DM is considered as the nodal at the district level for good governance, and ensuing delivery of essential services to the citizen is *sin qua non* of effective working. An integral part of the service delivery is public grievance redressal. *Jan Sunvai* held effectively every Tuesday is good initiative. The DM ensures that all the department at the district level being represented by some senior level official are present at the meeting including police. The citizens present their grievance to the DM who marks the request and directs it to the concerned department. Once the query is given a due hearing a token is issued to follow up with the process of disposal of the request. This mechanism ensures that a continuous coordination and supervision is maintained with all the line departments and agencies of the government.

Being of such pivotal significance the institute of District Magistrate becomes hub in delivering governance till the grass root level. However, some shortcomings were noticed during the attachment

1. The work culture at the collectorate was not professional and not so efficient. The various sections of the collectorate handling day to day functioning was manned by not so well trained staff which reflects in the time and efficiency in work disposal. Most of the workers at the clerical level handling daily *Dak* etc. had reached an age which did not support hectic work day schedule

2. Ujjain has not re-engineered many process. Majority of the work was being done manually. The maintenance of cash book and accounts which were non-computerised and single entry system.
3. Workplace setup was not motivating and welcoming. This has direct bearing on the workmen delivery and the citizen friendly atmosphere.
4. The DM is implementer of the various government scheme at the district level and to see it completion, however, the institute is slowly reducing to mere achieving of target which distorts the core area of functioning. Further, a general preponderance of gaining media coverage by doing many firsts at the district level diverts the energy of the entire department, and becomes a number chasing game.
5. Contrast to the above point, DM is made responsible of various committees, to oversee it's working. As asked for the preparation of the report, it came as no surprise that DM was also not fully aware of all the committee. The role of the DM therefore is not very well defined. Also, lack of clarity frustrates the purpose of his supervision. Further, as against the mandate no regular meetings as prescribed for all the committees took place.
6. DM handles all the complexities and contradictions of the government functioning. A general tendency is appointment of young IAS officers at this post. However, understanding of all the departments, roles & responsibilities, coordination, on field knowledge is an indispensable tool for effective working of this institute. Therefore it is ideal that appointment at the post of DM should not take place before service of 8 to 10 years.



## HEALTH

NHM has been revolutionary and has given steam to the Health sector in the country, though not much of the GDP is devoted to the healthcare, nonetheless, the most critical component of healthcare is implementation of the programmes and missions under the umbrella mission of NHM.

For achieving the set target a target hierarchy is established at the district level starting with District Health Society. District Health Society is headed by the DM, who supervises the overall working, however an important executive task is with CMHO, reporting to the DM. CMHO over sees the functioning of the RMO's. DHS works as the technical and managerial wing of the health administration, and thus helping it with implementation of all the programs and vectors under the NHM. This includes TB Control Program, RCH- II Curative Care, NDCP and AYUSH. As a result the mandate of the society is broad which includes, planning at the district level for the implementation of the centrally sponsored schemes, coordinating amongst various departments and other stakeholders and management of the funds and channelizing them accordingly.

At the block level a separate structure exist, where the CMHO heads the block level functionaries i.e. Block Level Medical Officer for each respective block. There was a presence of CHC at each block, serving a population approx. 35000 to 40000. While BMO performs all the implementation work as CMHO does at district level, he is the administrative head as well.

At HSC level there is a Medical Officer heading PHC, performing the above role but does not have financial power. Further, ASHA is provider of all the healthcare at the grass root from immunisation, maternity care, dots provider. Also they are part of Team 10 in MP for checking ODF under Swach Bharat Mission. We even have ASHA Sahyogi and AWW.

Programme	Target population	Type( Service/ incentive)
Rashtriya Bal Swasthya Karyakram	Children age 0-18	Early Intervention and Checkup against Diseases, Deficiency, Disabilities and Development Delays. Screening and Intervention done at all schools and anganwadi's of district. Health Card is prepared for the monitoring.

Rashtriya Kishore Swasthya Karyakram	Adolescents age 10-19, rural, urban, out of school, married & unmarried.	Delivering Iron & Folic Tablets to the adolescent girls, provisioning of the sanitary napkins and information of Menstrual Hygiene.
Janani Bal Suraksha Yojana	Pregnant Women	Promoting Institutional Deliveries. ASHA are mandated to get the pregnant women to the PHC's and District Hospitals for checkup and deliveries. The women are incentivized by payment of Rs. 1000 for rural women and Rs. 1400 for urban women. ASHA also incentivized by payment of Rs. 600.
Pulse Polio Immunisation	Children of age group 0-5	4-5 immunisation dose delivered through door to door mechanism
National Vector Borne Disease Programme		5 focus areas Malaria, Phylaria, Chikengunia, Kalazar, Dengue treatment at District Hospital and all PHC's.
T.B. Control Program	Entire Population	Identification, Continuous Monitoring, and Everyday delivery of T.B. dose by the ASHA continuously for 6 months.

National Leprosy Eradication Programme	Entire Population	Identification of Leprosy Patients, getting them treatment at the District Hospitals and PHC's and also distribution of Special Footwear to the patients. Also keeping up with regular referrals and monitoring of patients.
National Iodine Programme	Entire Village & Urban population	Door to door inspection of usage of Iodine by ASHA's, focus on pregnant ladies also sensitizing with respect to importance of iodine in overall health. Promotion of Iodized Salt.
Village Health Nutrition Day	Villages population, pregnant ladies, adolescent girls,	Apart from Immunisation by ANM, information sharing done for keeping up health, hygiene and nutrition by Asha's
Immunisation	All pregnant ladies, Adolescent girls, children in the age group of 0-5	Regular Immunisation against all the disease covered under the NHM

On our visit to the District Hospital Ujjain, we were informed that Ujjain being the divisional headquarter serves as an important base for the program implementations and health service delivery. The district hospital was however, disintegrated with various sectors of healthcare being catered separately in different campuses.

1. In terms of Availability of Staff, the hospital had shortfall in the number of specialist doctors to number of patient footfall. Also, due to non - availability of the adequate strength most of the doctors were working overtime and also beyond their retirement age. However, in terms of availability of beds, Ujjain District Hospital catered adequately and was in the process of expansion.
2. The main centre of the district hospital offered all the OPD services. It displayed all the services that were being offered. It was heartening to see a separate room for

the Mental Ailment. However, the patient did not have requisite provisions for waiting, toilets, drinking water.

3. The district hospital also had medicine distribution centre. There were twin centres, one for the distribution of generic medicine, where the patients were handed out the medicine on prescription and an immediate manual entry was done in the stock registers. The other counter provided for distribution of special or non-generic drugs.
4. Ujjain district has come up with country's biggest 450 bed hospital where the Mother & Child Care Unit has been shifted. The hospital even consists of 5 Modular OT. New Born Baby Care Unit was also in a good shape. Trained staff and doctors were present on call. Being a dedicated Mother and Child Care Unit, the Labour room was clean, had curtains to maintain privacy and was clean & hygienic.
5. Emergency Room was present in the newly constructed Charak Hospital, but the numbers of bed was not adequate, plans for expansion are underway. There were only two doctor on call for it. The situation was worse in case of Old district units.
6. The District Hospital had Non Communicable Disease Control with treatment being offered for Cancer, Diabetes, Hypertension, cardiovascular disease treatment. Availability of experts was an issue, as the district was not able to attract much of medical talent.
7. Nutritional Habitation Centre were functioning under capacity and was being served by 1 paediatrician.
8. A new TB care unit was being built. The District Hospital has the NIKSHAY computer monitoring working. Cases being reported for the MDR TB and XDR TB were generally from private hospitals. The DOTS program though is for 6 months with regular medicine delivery through ASHA, gaps occurred due to late arrival of medications.
9. On terms of synchronisation, the district hospital claimed that the executive machinery is not very receptive to the demands of fund and medicine procurement at times. Their expertise was not being utilised to plan at district level. Also, doctors complained of being involved way too much into administrative functioning.

With respect to the financial management the accounts were being maintained at single entry system and manually. The last Audit had taken place in October 2016, no performance audit undertook meanwhile.

# District Attachment Report

## ORIGINALITY REPORT

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SIMILARITY INDEX	INTERNET SOURCES	PUBLICATIONS	STUDENT PAPERS

## PRIMARY SOURCES

1	Submitted to Lal Bahadur Shastri National Academy of Administration of Management	%11
	Student Paper	

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