Bhavya Verma (B 45)

by Bhavya Verma

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IAS PROFESSIONAL COURSE PHASE-I, 2016
WINTER STUDY TOUR

DISTRICT ATTACHMENT REPORT

Name of the State : **Bihar**

Name of the District : **Gaya**

Name of the Officer Trainee : **Bhavya Verma**

OT Code : **B 45**

PART	TOPIC	
A		Municipal Commissioner
B		MGNREGA

Lal Bahadur Shastri National Academy of Administration

Lal Bahadur Shastri National Academy of Administration
Mussoorie – 248 179

PART A

ADMINISTRATIVE FUNCTIONARY REPORT

The 10 day district attachment has been included for the 1st time as part of the Winter Study Tour to provide a glimpse into the functioning of the district administration and aid to the learning being provided at the academy. Our district was Gaya where we went after a brief meeting with DM, Patna and District Registration cum Counseling Centre (DRCC), Patna.

The Part A of the report will first cover a brief overview of DRCC, followed by the report on Municipal Commissioner in the format provided and then other sections of the collectorate covered.

District Registration cum Counseling Centre

The DRCC have been setup across Bihar to achieve the vision of **7 Nischaya of the government**. The center provides 3 schemes namely: Self-help allowance scheme (SHA), Bihar Student Credit Card (BSCC) and Kushal Yuva Program (KUP). Under SHA, 12th pass students will get a financial help of Rs 1000 to apply for various competitive exams and also given training in soft skills, communication skills and basic computer skills. The BSCC will also cater to 12th pass students and will provide loan facility to students going for B.Tech, M.Tech or MBA. The loan will be up to a maximum limit of Rs 4 lakh. The KUP caters to every individual and provides training in soft skills and basic computer skills.

Municipal Commissioner

1. **Institutional Arrangement**
   a. When was the election for Urban Local Body done? **2012 (due in April 2017)**
   b. Standing Committee of Urban Local Body

Name of the standing committee	Role	Periodicity of meeting
Sashakt Astthaai Committee	**Presenting budge to Board**	**2 every month**

   c. The Board comprises of the elected members. The standing committee is like a cabinet with the Municipal Commissioner acting as the executive who is responsible for executing all the policies of the Municipal Corporation.

2. **Various sections in the Municipal Corporation office:**
   - Engineering
   - Revenue
   - Accounts
   - Markets
   - Establishment
   - Health

   The Quasi-Judicial work of the Municipal Commissioner includes original jurisdiction in matters of taxation under the Municipal Act 2007 which was revised in 2014.

3. **Revenues and Finance Management**
   - **Sources of revenue:**
     - **Internal resources**
       i. Holdings tax: the Gaya Municipal Corporation has 53 wards divided into 3 parts for purpose of tax collection: Pradhan Mukhya Sadak, Mukhya Sadak and Anya. The rate for determining the property value in every part if pre-defined. Based on the arrived rate, a 9% of the total value is levied as tax in case of holdings in

Pradhan Mukhya Sadak area. The tax collectors are appointed for each ward who assess every ward freshly in every 5 years.

ii. Advertisement tax: tendering is done to collect the tax. The person winning the tender collects it from the advertisers.

iii. Sairat tax: based on markets, for ex: sabzi baazar, tempo stand. It is not fixed and changes annually. It is increased automatically by 15% from last year.

iv. 2% of all the land registrations done in the area

v. Trade license: introduced 2 years ago. Can be Rs. 500, 1000 or 1500 depending upon the turnover of the company.

- **External sources:**

  i. 5th FC, 14th FC, AMRUT, HRIDAY, Nischay funds from Bihar government.

- **Bank Accounts:**

  (i) Number of accounts being maintained: **8 to 9**

  (ii) Heads: under respective schemes for 5th FC, 14th FC, AMRUT, HRIDAY, Nischay etc.

  (iii) The accounts officer is responsible for updation

- **Municipal Accounting & Budgeting**

  (i) The accounts are managed by the accountant

  (ii) He follows a double entry system

  (iii) All the accounts are computerized

  (iv) The funds are audited by CAG

  (v) The Corporation has a clear budget of its own which is approved by the Board. The latest budget for the year 2017 is pending for board approval.

  (vi) The concept of Zero Based Budgeting has been introduced now. Earlier, most of the Corporations showed deficit budget and the government had to show a lot of deficit budget after compilation of budgets of all Corporations.

4. General observations:

The Municipal Corporation is divided into 53 wards. The general board meets every month. The standing committee has 6 members including the Mayor and Deputy Mayor.

Each ward has 6 labors for sanitation management. The Corporation has a total of 180 vehicles which includes 80 small tempos, 40 hoppers, dumpers and loaders and other vehicles for clearance of septic tanks. All the small vehicles bring the garbage until the transfer station and then the garbage is carried to dumping yard by large vehicles. The small vehicles don't go till dumping

yard so that they can be used in the city itself. The dump yard is 8 kms away from the city and has an area of 23 acres. It is a landfill site and caters to 5 to 7 Urban Local Bodies. The Corporation has recently floated a RFP for a processing plant at the site. Efforts are being made by the Corporation for segregation of waste at the origin. The Asian Development Bank is also funding a new project for separation of sewerage and other drainage lines. Before each monsoon, the Corporation clears the drainage by 15 June.

The funds through the internal resources of the Corporation are just sufficient to cover only the income of the Corporation employees. The reasons for low collection of funds include pending cases in courts and manual tax collection. The employee unions are also strong and are a road block sometimes in the efficient service delivery.

District Magistrate Office: Sections

At Gaya, the initial three days were allotted for attachment with DM to provide an overview of the functioning of various sections of the DM office. The 1st section that we overviewed was the **Nazarat** section. This deals with all the finances of the DM office from small, routine ones to providing for any disaster or emergencies. Any finances going in or out of the DM office are given a particular budget head which is a 15 digit number. **The General Cash Book** maintains a consolidated list of all the finances and the bills and voucher numbers. The individual bill numbers are maintained under a separate register which is linked to the general cash book. The funds can be withdrawn from the treasury only after entry into respective registers and sanction of the competent authority. A **DDO withdrawal report** is generated to list all the transactions from the treasury. A periodic auditing is also done of all the registers to keep a check on any kind of financial irregularity.

The other major sections included **General Administration, Confidential and Establishment.** These three, along with Nazarat, are considered to be **the backbones of Collectorate.** The **Treasury** and **Revenue** are equally important. The **arms section** involves giving license for arms and periodic check-up of the license holders to ensure that the arms are still with the same person. The **GPF section** maintains the provident fund records of all the employees on the collectorate roaster.

Bihar government has recently setup **Public Grievance Redressal Centers**. Anyone who has not received any benefits he was entitled to can come to these centers and lodge a complaint. He gets a date for hearing and the officer in charge sends a notice to the concerned department which has to reply within a stipulated time. If the officer in charge at the center is not able to redress the grievance within 60 days then Rs 5,000 is deducted from his own salary. A three step process is put in place to ensure timely redressal: a review when an application is pending for more than 30, 45 and 60 days. The scheme has been hugely successful and every such center witnesses an average of 35-40 application in a day.

We also met the District Panchayati Raj Officer who is responsible for successfully conducting the panchayat elections and managing the office of Panchayat secretaries.

The **SDM office** told us about sections various sections and cases that are used to maintenance of peace in the area. SDM is responsible for managing all the functions related to executive magistracy at the sub-division level. People who are involved in a clash and are suspected to destroy the peace are bound down using section 107. Persons involved in suspicious activities are charged with section 109 while any unlawful obstruction or nuisance to public is dealt with using section 133.

The **DCLR officer** showed some of the cases of land registration and mutation. Some cases in which disputes were going on in courts were also shown to explain the court procedure involved in such cases.

The Vidhi section handles all the coordination required with the courts. Any court notification related to any particular department in district is put up on website from where the Vidhi department downloads the notification and forwards it to the concerned department for necessary reply to the court. The section continuously monitors any pending replies and directs the department for necessary action. The section also aids the Collectorate in filing any replies in courts in cases against it.

Next, we went to the **Aamas block**, a village which is being developed as the Model village. Facing little development until recently, the village is now being supplied with filtered water supply (to overcome the fluoride problem affecting the village), electricity, PCC roads and toilets under the Swacch Bharat campaign. Toilets with 2 digs have been created in 105 out of 115 households and the village was declared as ODF free on The Republic Day.

Gaya district also faces Naxal problem in some of the areas making it tough for the administration to deliver services. DM explained to us many law and order cases that happened in those areas. One particular incident involved diversion of forces from an adjoining area where elections were being held. Some of the communal tension cases and the method in which these cases have to be tackled by the administration were also explained.

In some areas, a section of DM residence works as **the confidential section** working round the clock. All information relating to visit of various VVIPs is handled by this section. The section also ensures quick response in any emergency situation in district during the night time.

District Magistrate Office: Organization of festivals and CM visit

Gaya district is famous as the Buddhist circle because of the Bodh Gaya temple. A lot of foreign tourists, mainly from South East Asian countries visit it regularly. The district administration is responsible for organizing the Bodh Festival that will be held from 1st to 3rd Feb. We attended a meeting that DM took with the temple authorities to look into the preparations for the festival. Various committees were constituted to manage different areas of the festival, namely: health, sanitation and drinking water, transportation and traffic, cultural program, selection of artists for performance, residence, electricity, invitation cards and brochure, security and rules, stalls and book festival, promotion and advertisement, identity cards and vehicle pass, seminars, emergency fire services and law and order maintenance.

The Chief Minister visited the district during our visit allowing us to see from close range all the protocols for such visits. The DM is responsible for managing the whole visit to a district and coordinates with the CM officer and city SP and SSP to maintain law and order during the visit. Proper barricading is done to guard off the stage from the general public. The path that CM takes during any visit to village houses is pre-decided and barricading is done around it so as to prevent any sudden rush of public to the spot. People who are allowed to share the stage with CM are screened by the CM team. During any such visit, the CM generally takes a meeting of all the DMs in a division and reviews the progress and functioning of government schemes. Bihar is currently focusing mainly on prohibition and also on the 7 Nishchay's of the government. A meeting was taken by the CM to view the progress on these schemes.

Divisional Commissioner

We also attended a court functioning headed by the Divisional Commissioner. Three types of petitions were being heard: time petition involving fixing a date for the next hearing, admission petition requesting the judge to admit a petition in the court and hearing petition involving arguments and counter arguments between the necessary parties. This gave a practical insight into the theoretical material covered under Law at the academy.

Superintendent of Police (SP)

The attachment with SP provided an opportunity to visit the District Jail. Various functions involved in jail functioning were explained to us. We undertook a detailed walkthrough of the jail premises. The records showed that of around 1400 jail inmates, 30% have been convicted and the rest are under trials. Owing to naxal problem in some areas, the jail houses some naxalites who are kept under a separate high security prison so as to prevent them from influencing other inmates. Jail infrastructure requires immediate up gradation and there is also shortage of staff. The difference between judicial and police custody was also explained along with the detailed procedure involved in taking the inmates to courts. The responsibility of jail authorities and police is neatly divided between the time when the inmates are inside or outside the jail. Some of the jail inmates are involved in industry works like handloom weaving and this cloth is supplied to other jails and markets in some cases. These workers are provided daily wages which are different from market wages outside the jail. Overall, it was observed that without the active support of the DM the jail cannot function effectively.

After jail, we visited a kotwali thana to understand the interaction between police and the executive magistracy. Every thana maintains various registers vis daily diary showing the daily records of the thana, a history sheeter register containing names of habitual offenders, FIR registers, non FIR registers and so on. The various sections under which police registers cases, files FIR and then final charge sheet were explained. Cases under SR column were treated as serious and were monitored by SP

and above officers while NSR cases were monitored by lower level officers. A final form was also shown which is filed when the police investigation fails to find any evidence against the accused and no charges are pressed. Some of the cases of communal tensions in the area were presented. In instances where communal frictions are expected to be aroused, for instance during taking out of religious processions, the DM and SP take a meeting with local level religious leaders, other influential persons and the police to ensure peace in the area. People expected to disturb the public peace are forced to furnish bonds of good behavior and kept regular watch upon.

PART B

PROGRAM IMPLEMENTATION REPORT

MGREGA

The various data related to the Gaya district in Bihar is as shown in the table below:

State Name	BIHAR	Total
District Name	GAYA	0
Total households applied for job card	620782	620782
Total job cards issued	573009	573009
Total job cards (SC)	317798	317798
Total job cards (ST)	5310	5310
Total job cards (non-SC/ST)	249901	249901
Total households demanded work	96733	96733
Total persons demanded work	104341	104341
Total households allotted work	96535	96535
Total persons allotted work	104127	104127
Total muster rolls filled	62076	62076
Total households worked	75094	75094
Total persons worked	79778	79778
Total households reached 100 day limit	122	122
Total persons with disability	117	117
Total households worked (non-SC/ST)	39192	39192

Total person-days worked (non-SC/ST)	1151345	1151345
Total SC households worked	35053	35053
Total person-days worked by SCs	1124900	1124900
Total ST households worked	849	849
Total person-days worked by STs	25086	25086
Total land reform/IAY households worked	5184	5184
Total person-days worked by women	1286257	1286257
Total person-days	2301331	2301331
Total SC households over 100 day limit	67	67
Total ST households over 100 day limit	3	3
Total households demanded work(Dec)	29663	29663
Total persons demanded work(Dec)	31193	31193
Total households worked(Dec)	25241	25241
Total persons worked(Dec)	359839	359839
Labour exp. (disbursed, Rs. In Lakhs)	4733.03	4733.03
Material exp. (disbursed, Rs. In Lakhs)	1051.99	1051.99
Labour exp. (disbursed + pending, Rs. In Lakhs)	5288.81	5288.81
Material exp. (disbursed + pending, Rs. In Lakhs)	1371.78	1371.78
Amount sanctioned (Rs. In Lakhs)	83215072.05	83215072.05
Total works	160143	160143
Total bank accounts	211651	211651
Total individual bank accounts	204831	204831
Total joint bank accounts	6820	6820
Amount disbursed to bank accounts	445842967	445842967

The responsibility of successful implementation of NGREGA lies with the District Development Officer. Data of every scheme that is approved and executed under MGREGA is kept at the Panchayat and Block level. It is available for public scrutiny and audit.

As can be seen from the data table, more than 50% of the total job cards issued were to the SC and ST, hinting towards the self-targeting potential of the NREGA. The expenditure data shows that more than 80% of the expenditure is incurred towards labor with the rest going to the material.

The new approach towards transparency in the scheme is of geo-tagging of all the works done. A photograph of every work done is taken and geo-tagged with the latitude and longitude of the location and this can be accessed from anywhere. Also, every work done in a gram panchayat is displayed at some visible wall of the village.

We visited a village which was being developed as a model village for the visit of honorable CM. Large scale roadside plantation was done using MGREGA. The labor for providing piped water in every household was also supplied through the NGREGA scheme.

Bihar however is facing delayed release of MGREGA funds to the beneficiaries which is hampering the demand. Also, the geo-tagging has not been imitated on a large scale yet. In many areas, the scheme is being slowed down because of diversion of funds to other schemes.

MGNREGA has been a game-changer scheme through its wide positive socio-economic effects. Many reports have been written about the positive externalities that it has generated. The government has to ensure that funds are available and distributed timely to prevent any further slump in demand.

Traditional water harvesting practices in Gaya

Gaya has the indigenous system of Ahar and Pynes for water harvesting and providing irrigation. The system is efficient in areas with a little slope. Water flowing down the slope in a large area is collected in trenches of about 3 metre width dug at regular intervals. Water from one trench is allowed to flow to the downstream land after it is filled till a particular level. It has to be noted that no extra land was acquired by the government to dig such trenches since they have been in use since British times. After the infra is put in place, the consent of the gram panchayat is taken to divide the water between farmers in a fair share. No water division is possible without the consent of GP.

There are some areas in Gaya having rocky surface without any slope where Ahar and Pyne system is not possible. In such areas, the approach is to raise small check dams at regular intervals to prevent the flow of water. Very small ponds are created due to such check dams and then pipes are used transport water of these ponds to any surrounding vegetation. Many farmers have been able to grow some crops in such areas owing to these constructions.

Bhavya Verma (B 45)

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 Student Paper	%3

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