

District Attachment Report

by Varsha FC 91

FILE	DISTRICT_ATTACHMENT_REPORT.DOCX (88.05K)		
TIME SUBMITTED	19-MAR-2017 03:17PM	WORD COUNT	3917
SUBMISSION ID	785996222	CHARACTER COUNT	20832

1

IAS PROFESSIONAL COURSE PHASE-I, 2016 WINTER STUDY TOUR

DISTRICT ATTACHMENT REPORT

Name of the State : Madhya Pradesh
Name of the District : Ujjain
Name of the Officer Trainee : Varsha
OT Code : A-05

PART	TOPIC
A	Tehsildar
B	Swachh Bharat Mission (SBM)



Lal Bahadur Shastri National Academy of Administration

1

Lal Bahadur Shastri National Academy of Administration
Mussoorie - 248 179

PART A

IV. CIRCLE OFFICER/ TEHSILDAR

a. (i) Role and responsibilities of sections in office of Tehsildar :

Sr. No.	Name of Office/ Section	Designation of Head	Responsibilities of Section	Act/ Rules implemented	Records maintained	Timeline/ citizen charter
1.	Tehsildar,Ujjain	1. Office Kanoongo	1. Land record: Patwari diary, Patwari Panji, Patwari Basta, Circle notebook, Naksha Khasra, Nazol register, Stock register, Establishment of Patwaris 2. Gram Adhikari: Patel Panji, Kotwar Panji 3. Miscellaneous: Varsha Panji, Villages list, service record of Patwari, Character roll, Bill forms	Revenue Book Circular (RBC) and Service Rules	By Section In-charge	Which is disposed under timeframe as per Citizens' Charter
		2. Wasool Baki Nawis (WBN)	Keeping of Lagaan register, Diversion register, C-2 panji, classification register, head-wise recovery register, Takabi shakha, Takabi register, pending lagan register B-7	Revenue Book Circular and Service Rules	By Section In-charge	Which is disposed under timeframe as per Citizens' Charter
		3. Naib Nazir	Salary bills, cases of sanction of relief under section 6(4) of RBC, maintenance of tehsil account, stock register etc. Latest khasra, khatauni, copy of revenue cases,	Revenue Book Circular and Service Rules	By Section In-charge	Which is disposed under timeframe as per Citizens' Charter

		4.Copying section	copy of nakshas.			Which is disposed under timeframe as per Citizens' Charter
--	--	--------------------------	------------------	--	--	--

(ii) "Is there an Act which mandates service delivery deadlines? If so, what are the services delivered in this office under the Act? "

Yes, Loksewa Guarantee Act (**Public Services Guarantee Act**), 2010 under which following services are covered :-

- Income certificate within **3** working days.
- Local residence certificate issued in **7** working days.
- Bhu Adhikar (Land rights) and Rin pustika (Debt records) in **45** working days.
- Solvency certificate in **30** working days.
- Relief under R.B.C. section 6(4) in **30** working days.
- Current khasra copy delivered in **5** working days.
- Current naksha copy delivered in **15** working days.
- Crop damage by wild animal (in revenue and forest villages), compensation delivered in **13** working days
- Nazol N.O.C. in **one month**.

b. **Role of Circle Officer/ Tehsildar :**

(i) **Revenue :**

Sr.No.	Role	Act/ Provision	Remarks
1.	Mutation	MPLRC section 109,110	Head A-6 of Dayra panji
2.	Division	MPLRC section 178,178A	Head A-27 of Dayra panji
3.	Encroachment	MPLRC section 248	Head A-68 of Dayra panji
4.	Demarcation	MPLRC section 129	Head A-12 of Dayra panji
5.	Disputes under farm way	MPLRC section 131	Head A-13 of Dayra panji
6.	Kotwar appointment	MPLRC section 230	Head A-56 of Dayra panji
7.	Illegal mining cases	MPLRC section 247	Head B-121 of Dayra panji

(ii) **Regulatory :**

Role	Act/ Provision	Remarks
In Tehsil, the regulatory officer is SDO (Revenue)	1. According to MPLRC,1959 2. Service Conduct Rules	1.The appeals of revenue cases heard by SDO (R) 2.Various sections of MPLRC enjoyed by SDO (R)

(iii) **Role as certificate issuing authority :**

Role	Act/ Provision	Remarks
Tehsildar issues Local residence certificate, Death certificate, Income certificate	Under Loksewa Guarantee Act,2010	As Tehsildar, he makes inquiry into Caste certificate cases as issued by the SDO (R).

(iv) **Emergency/ Disaster Management Role :**

Under times of disaster, immediate assistance and relief is granted as per the Revenue Book Circular. Compensation awarded are Rs 8,500 per hectare for small and marginal farmers and Rs 6,800 per hectare for large farmers.

(v) **Coordination with other department :**

Role	Act/Provision	Remarks
Tehsildar controls and makes inspection on other departments on behalf of SDO (R).	Under Circulars of GAD (General Administration Department), Revenue Department and directions of SDM and DM.	Inspection of PDS Fair Price Shops, Anganwadi Kendras, Gram Panchayat Offices etc.

c. **Structure of Revenue administration below Tehsil :**

1. **Tehsildar**
2. **Naib Tehsildar** (one naib tehsildar for every revenue circle, currently 4)
3. **Revenue Inspector** (one revenue inspector for each revenue circle,

Currently 4,each looks after 10-12 Patwaris. Role: Gather information from Patwaris, role in demarcation by marking the red line (Tarmim).

4. **Patwari** (one patwari for one Halka or 2-4 villages, all land related matters on the ground are taken care of by the Patwari)
5. **Kotwar** (Information providing machinery on the Ground)

NOTE: All the functionaries as mentioned above are officially appointed.

d. **Financial management at Tehsil level :**

Tehsildar has drawing rights in Tehsil. He also disburses the amount of sanctioned reliefs. Naib Nazir is the accountant in the Tehsil.

- a. Number of schemes implemented at state level : RBC section 6(4) and reliefs for other accidents and natural disaster calamities (including crop loss survey).
 - (i) “No. of bank Accounts”: **N.A.**
 - (ii) “Is there any deviation from the guideline that there should be one bank Account per scheme? If so, why?” **N.A.**
 - (iii) “Are all the bank Accounts updated? Check two passbooks and note when they were updated?” **N.A.**
 - (iv) **Cash book:**
 1. “Is it up-to-date (note date and last entry)?” **18/01/2017** for pension
 2. “How many heads are recorded in cash book?”

Three heads - Allowances, Pay and Miscellaneous

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

Yes, though Urban Ceiling Act, 2000 stopped in MP, yet funds parked.

4. “Is double entry system of accounting followed?” **Yes.**

Observations, Analysis and Learnings regarding the Office of the Tehsildar (including general suggestions to improve revenue administration):

The meeting with the Tehsildar Shri Sanjay Sharma was infact a very educative experience. There are many points to be brought out considering the interaction with him.They are as follows :-

1. Encroachment on government land is a serious problem. Under section 248 of MPLRC, such cases are dealt with. But a common issue is there is no fund earmarked for fencing of the government land. This is a major cause of recurring problems.
2. The Tehsildar has no powers with regards to Diversion of land issues. SDM is the nodal authority for this.
3. The Tehsildar is the DDO (District Disbursing Officer) paying salaries and compensation to the revenue personnel. The Tehsildar has his own budget out of which he disburses funds for office expenses, staff maintenance etc. The SDO has to depend majorly on the Tehsildar for office expenses and even sharing of staff as and when required.
4. The SDO and the Tehsildar are mutually interdependent.
5. The Tehsildar also has recovery provisions with regards to outstanding recoveries (stamp duty etc). The Banks and the Cooperatives get 1% of the amount as an incentive for recovery.
6. **Authority** : The Tehsildar has the mandate to organize his Court proceedings as an Executive Magistrate, and also maintain law and order in conjunction with the SDM. While maintenance of law and order and Protocol activities become his primary functions, his original mandate of Revenue administration suffers.

It was suggested that days for these activities should be fixed so that no work suffers on account of the other and the person concerned has an idea as to his tasks beforehand. Different personnel should be earmarked on different days.Also, there should be classification and proper organization of work amongst Additional Tehsildar, Naib Tehsildar and the Tehsildar himself, for smooth and efficient functioning of the revenue administration.

7. **Financial** : No particular issues were brought in. E-payment was being done and digitization had entered the workings of the Office in a big way. Even the Patwaris and Farmers had entered into this digitized network. Some red herrings were as under-

The Patwaris require the knowledge of ICT (Information and Communication Technology) for efficient functioning. Due to low financial literacy of the farmers, they faced difficulty in accessing their aadhar-enabled accounts for getting compensation and other rightful entitlements.

Also, the Patwaris and farmers needed to be trained in the RTGS system. The prevalence of Land mafias made the task of revenue administration difficult.

The Tehsildar suggested that for ease and efficiency of revenue administration, annual verification of land of all households should be done. Additionally, Living certificate, family details (with regards to number of members, relations etc) should also be given while land registration. All these can help in later deciding the succession issues, land disputes etc with greater ease and will also aid in saving a lot of time.

In the Khasra account, the bank account number should also be included so that land related payments can be made to and by the farmers directly without any need for verification. For registry purposes, responsibility for depositing money should be shared between the Tehsildar and farmers.

8. Under section 177, MPLRC, law of escheat implemented by the Tehsildar.
9. It was seen that despite much efforts, proper land records were not maintained and updated.
10. Loopholes in the laws and processes were being misused. The only source of information for the Tehsildar are Patwaris and Revenue Inspectors, with no authority to penalize them for wrongdoings.
11. The Tehsildar also told us that for serving notices, there is no mechanism for national-level advertisements. This creates hurdles in revenue matters.
12. Collection of stamp duty on time was an issue. The Registrar should be bound not to register land till clearance by Revenue department and not solely based on bank slip. Banks should be made to collect stamp duty for the revenue department also.
13. The Tehsildar has power to decide undisputed cases of mutation.
14. The new software WEB GIS was creating problems showing teething problems of introduction of a new technology to ease processes. When technology not compatible to the issue under consideration, it creates hardships for the stakeholders. Example- land related updation issues in Ujjain.

PART B

II. SWACHH BHARAT MISSION

1. Institutional Arrangement :

Panchayat and Rural Development Department is the nodal department for SBM in Madhya Pradesh.

(i) District level

Sr. No.	Designation	Role
1.	Collector	Mission leader
2.	CEO, Zila Panchayat	Nodal authority for SBM(R)
3.	District Coordinator	Implementation and monitoring

(ii) Block level

Sr. No.	Designation	Role
1.	CEO, Janpad Panchayat	Nodal officer
2.	Block Coordinator	Implementation and monitoring

(iii) Panchayat/ Village level

Sr. No.	Designation	Role	Remarks
1.	Sachiv GRS (Gram Sahayak) Rozgar	Execution, implementation, facilitation, verification (on complaints)	They work as ground-level personnel and directly interact with the people to work for the scheme. They act as first points of contact for the people as well as the scheme. Provision for recovery if false information provided.
2.	Sahayak Sachiv (MGNREGA)	Data entry, data collection, implementation and monitoring	Ground-level foot-soldier of the scheme. Important functionary during convergence of schemes (for example- under Pradhan Mantri Awas Yojana (PMAY), there is convergence of housing, MGNREGA and SBM)

(iv) Urban Local Body

Sr. No.	Designation	Role	Remarks
1.	Municipal Commissioner	Mission Leader	He monitors the construction of toilets through GIS system. Also, overall monitoring and verification of the scheme.
2.	Project Officer	Monitoring and verification of implementation	Ground-level implementation of the scheme, follow-ups done
3.	Sanitary Inspector	Inspection of ground reality of the scheme.	He visits toilets constructed under the scheme and makes sure there is no diversion to other uses.

2. **Financial Management:** Budget is negotiated between the Central government and the State governments, based on project proposals called Annual Implementation Plans (AIPs) developed at the Gram Panchayat (GP) level and consolidated at the State level. Final approval is made by the Ministry of Drinking Water Supply and accordingly funds are released.

The online website www.swachh.mp.gov.in helps in gauging the online demand for toilets and accordingly after being satisfied about the eligibility criteria, funds are directly released to the aadhar-enabled bank account of the beneficiary. The Janpad panchayat office verifies and supervises the fund flow and also maintains an account thereof. The technology is thus paving way for greater transparency and step-by-step verification of the fund transfer for bonafide purposes.

3. **Swachh Bharat Mission – Rural:**

- (i) **COMPONENTS:** The major components of SBM (R) are as follows :-

1. **IHHL (Individual Household Latrine):** It has become an online direct demand-based program, where the demand is put on the website www.swachh.mp.gov.in and after due process and verifications, funds meant for the construction of toilet (Rs 12,000) are directly transferred into the beneficiaries' bank account. The fund is provided in 2 installments, second being released based on progress of work using the first installment.

Some teething problems of the web portal are being experienced but in time it is expected that all issues will be handled satisfactorily.

2. **CSC (Community Sanitary Complex)** : This is provided on demand of the Gram Panchayat under a Rs 2,00,000 lakh structure of funding (sanctioned in 2007). Under this Rs 1,80,000 is provided to the Gram Panchayat account in 2 to 3 installments after proper following of procedures. These funds are released by the Zila Panchayat on verification by the Janpad Panchayat. Additionally, Rs 20,000 are raised by public participation and again deposited into the account of the Gram Panchayat.

The amount, as provided currently, is seen to be less as in reality, for the construction of such a complex, around Rs 4,00,000 is required. There is convergence with MGNREGA as a short-term relief. However, the amount needs to be updated for better implementation. Also, while construction of toilets is a good proposition, maintenance of the same should be made the responsibility of the Gram Panchayats (for example using the 14th Finance Commission allocated funds) for better implementation of SBM on the ground.

3. **IEC (Information, Education, Communication)** : Out of the total funds for SBM (R), 3.75 % can be used for IEC activities including 60% for inter-personal communication (IPC) activity, Training and Human Resource Development (HRD), 15 % each for mass media management and printing and remaining 10% for documentation and monitoring.

Earlier, there was prevalent misuse of funds earmarked for IEC activities. In addition, funds used to be dumped in Janpad Panchayat accounts and kept being unused. Now, everything is based on vouchers, UCs (utilization certificates) etc availed online. Also, fund is directly transferred into the account of the beneficiary (IEC agency). Sanction of funds is done by CEO, Zila Panchayat and Senior Accounts Officer.

4. **SLWM (Solid and Liquid Waste Management)**: As more and more villages and blocks are being declared ODF (Open Defecation Free), focus is now shifting to the efficient SLWM in these areas. The ODF+ category symbolizes an area being both ODF and efficient in the management of its different wastes.
5. **Motivation and ODF** : This includes inculcating behavioural changes via motivation to make the area open defecation free. ODF status includes –
 - (i) No defecation in the open
 - (ii) No intake of human fecal matter via food and water
 - (iii) No traces of faeces in the open

This entails minimum of one toilet per household. The ODF declaration will come from the Gram Panchayat, that is later verified by Janpad and Zila Panchayats. Re-verification of ODF status is done in 3 months and then every 6 months for sustainability and behavioural

acceptance. Convergence of various schemes with SBM like MGNREGA etc (“Panchpameshwar project”) and ODF+ status serve as incentives to various Panchayats.

- (ii) **IMPLEMENTATION:** The scheme is being implemented in Ujjain Rural with vigour and energy. Three out of six blocks in Ujjain have become ODF. The other three are on the verge of soon becoming ODF, probably this year itself.

- (iii) **ROLE OF DM/ SDM/ BDO/ PRI IN EFFECTIVE IMPLEMENTATION :**

The ongoing success of SBM in Ujjain as a whole owes a great deal to the efforts of the DM and various energetic SDMs. The BDOs and the PRIs also play a great role in spreading awareness and government incentives are being provided to spread the scheme successfully in newer and newer areas. Good thing is the poor and the needy are covered, though the scheme also results in over-dependency by the people on the government to construct toilets.

Morning follow-ups (since 5 am) in every block and village were being done by various government functionaries and TEAM 10 (AWW, ASHA, GP Sachiv, GRS (Gram Rozgar Sewak), Sarpanch etc) respectively to see the implementation and sustainability of ODF mission. In addition to motivation and peaceful nudge to behavior and coercion, there is provision for penalty of Rs 250 for offenders and an FIR can be lodged against habitual offenders. Some SDMs were also using powers under section 133 of CrPC to curb the menace of open defecation. It must be pointed out however that there must be a harmonious balance amongst the above-said measures, keeping in mind the responsibilities of working in a democratic set-up.

Under the directions from the DM, the Krishi Uparjan Kendras (75,000 farmers registered) are allowed to register farmers only if they show that they have a toilet in their households leading to the linkage of crop and health. Similarly, every department is being trained for SBM and made a nodal centre to spread the message of SBM all around.

- (iv) **Changemakers (if any) :**

The Sarpanch of a village Brahmankhhera provided evidence in his village that by reduction in open defecation by the villagers, water-borne and other diseases had reduced by more than 10%. He then went on to spread the word to other villages, thereby aiding in their journey towards being ODF. In Badnagar tehsil, around Rs 2,00,000 were collected via challans for violation of SBM.

- (v) **Poorly implemented component :**

The SLWM component is the laggard in SBM. There are technical and financial constraints in addition to manpower crunch. In a district, only a district coordinator, an accountant and a data entry operator are provided. Training of engineers was being done and the programme was supposed to be started everywhere from march 2017.

(vi) **Things that can be done :**

For the success of SLWM, garbage collection needs to be systematized, as done in the urban areas – the segregation of organic (wet) and inorganic (dry) waste at source itself. The selling of the wastes can increase Panchayat revenue that can be utilized to cover the open drains. The manure from the decomposed organic waste can come in handy for farmers. Liquid waste can be directed towards pits, recycled and used for irrigation. Also, kitchen gardens can be established near schools to grow seasonal vegetables that can be used for MDM (mid-day meals) as well.

4. Swachh Bharat Mission – Urban:

(i) **COMPONENTS :**

1. IHHL (Individual Household Latrine)
2. CTPT (Community Toilet and Public Toilet)
3. IEC (Information, Education and Communication – for awareness generation)
4. Collection and Transportation of Solid Waste
5. Treatment and Disposal of Solid and Liquid Waste

SBM (U) was being implemented well in Ujjain city. Ujjain city was ODF and the cleanliness in the city was visible. While toilet construction and usage are good, the management of solid and liquid waste is still an issue, and efforts are being made by the urban authorities to bring out newer and better ways of managing the “smart city” Ujjain in a cleaner and greener way.

In Ujjain, there was near universal door-to-door collection of household wastes. However, segregation at source was low and some areas remained uncovered under IEC activities, despite ongoing efforts.

(ii) **Role and work of Municipal Authority:**

The Municipal Commissioner was the mission leader in the city. Having made Indore an ODF city he came to Ujjain to replicate his success. He participated everyday in the morning “Prabhat-Pheris” (6 am) to motivate and encourage people not to go for open-defecation and also monitored the implementation of SBM on the ground. One Deputy municipal commissioner was made responsible for successful implementation of SBM in each zone. The various officers and agents of the municipal administration had the following responsibilities with regards to the SBM (U):

1. To see whether sweeping on the roads was done daily.
2. To see if the collection and transportation mechanism was proper.

3. To make sure that SBM song was being played loud enough to reach 500 metres of distance, so that people could collect their garbage in advance of vehicle reaching them.
4. To see if employees are properly deployed as per plan.
5. To monitor whether the river ghats are clean of garbage and other refuse.
6. To see if the Public Urinals and Sulabh Shauchalayas are clean and functioning effectively.
7. To make sure that the various machineries required for cleaning are present and well-maintained – Cleaners, Scrubbers etc
8. To upload the photos of ground reality daily on the whatsapp group solely made for SBM purposes.
9. Awareness creation through weekly thematic drives, NGOs, advertising, public events like marathons etc.
10. Collection of fines for violation of Swachhta guidelines (discretionary power).

(iii) **Change agents (if any) :**

Women can serve as effective change makers as they are the sole custodians of what happens in a house. Their knowledge about waste segregation and collection, handling and treatment, usage and disposal of polythene bags etc can be of great use for SBM. Even SHGs (Self-help groups) can be mobilized for the cause.

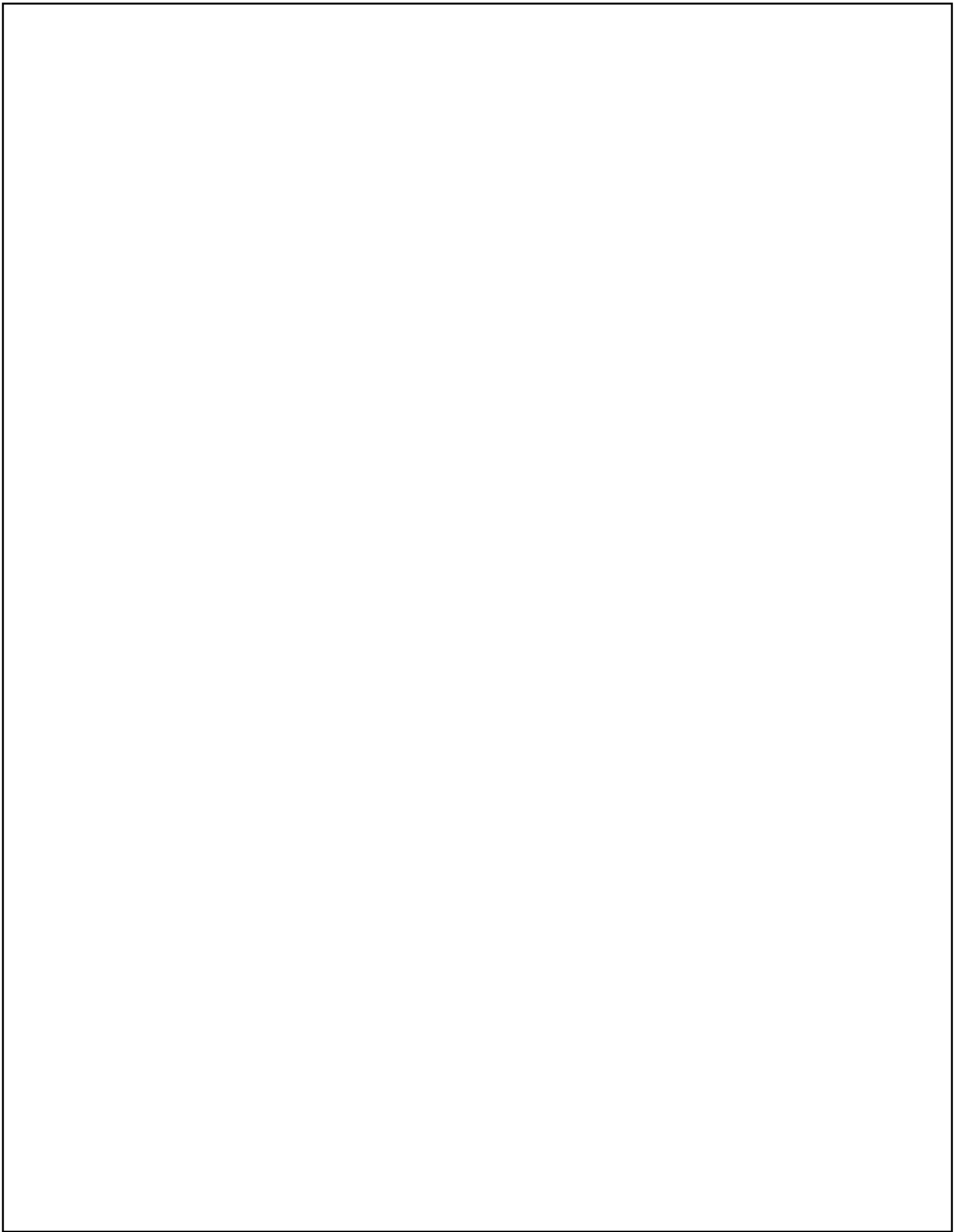
Children can also serve as change agents as they can bring home the point to their elders regarding the importance of cleanliness and sanitation and also apply moral pressure on them to adhere to the requirements of the cleanliness drive. SBM and related issues should be inculcated in school curriculum and various activities like school plays can be organized to make the children understand the importance of sanitation and its relation to health and well-being of a person.

Madhya Pradesh has also brought out the concept of “swachhta grahis” who are basically the brand ambassadors of the scheme in the State. Bollywood actor Salman Khan has been chosen for the purpose.

(iv) **Institutional mechanisms to clean urban spaces :**

1. Need for Transfer Stations (2 in Ujjain) to lift garbage to the dumping ground and save cost, time and efforts.
2. Monitoring mechanisms on the ground should be strong and effective, proper follow-up of violative cases and areas.
3. Sustainability of the cleanliness set-up should be foremost. ULBs (Urban Local Bodies) should be allowed to collect user charges for waste handling and get royalty from the sale of compost.
4. Vehicles for usage in Swachhta mission should be well-maintained and protected from spoilage due to garbage handling. GPS should be fitted as well as fuel indicators to reduce fuel leakage and other kinds of misappropriations.

5. STPs (Sewage Treatment Plants) and ETPs (Effluent Treatment Plants) are a must. A centralized STP is required to effectively dispose the waste and enhance cleanliness in the urban area.
6. There should be proper training of the cleaning workers and they should be provided with proper safety gears to do the task effectively without any adverse effect on their health. As far as possible, cleaning and sanitation activities should be mechanized.
7. Staff should be motivated and incentivized. Logistics and equipments should be made timely available. Aadhar-based attendance should be used to ensure presence of optimum workforce on all occasions. There should be all-round capacity-building programs for them every month.
8. Reconnaissance survey are important to analyze gaps in implementing the program.
9. Segregation of waste at source should be made mandatory, training of housemaids can be an integral component for this.
10. Above all, people should be made to realize that this is not just a government program forced upon them by the government machinery but a much needed measure to safeguard their health and well-being. The success and sustenance of SBM, whether rural or urban relies solely on this fact.



District Attachment Report

ORIGINALITY REPORT

%**2**

SIMILARITY INDEX

%**0**

INTERNET SOURCES

%**0**

PUBLICATIONS

%**2**

STUDENT PAPERS

PRIMARY SOURCES

1

Submitted to Lal Bahadur Shastri National
Academy of Administration of Management

Student Paper

%**2**

2

Submitted to University College London

Student Paper

%**1**

EXCLUDE QUOTES ON

EXCLUDE
BIBLIOGRAPHY ON

EXCLUDE MATCHES < 20 WORDS