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# 4<sup>th</sup> Annual Conference of Secretaries (Administrative Reforms)

16<sup>th</sup> July, 2012

## Proceedings



**Department of Administrative Reforms and Public Grievances  
Ministry of Personnel, Public Grievances & Pensions  
Government of India**



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## INAGURAL SESSION

### ***Welcome Address***

**Shri R. C. Misra**

*Secretary, Department of Administrative Reforms,  
Public Grievances and Pensions*

Honourable Shri V. Narayanasamy, Minister of State in the Prime Minister's Office and Minister of State for Personnel, Public Grievances and Pensions; Shri Arun Maira; Shri P. K. Mishra, Secretary Department of Personnel & Training; Distinguished guests; Secretaries in charge of Administrative Reforms in the States and UTs; District Collectors; Ladies and Gentlemen,



At the outset let me extend a very warm welcome to all of you. It is a matter of great pleasure for us to host the 4<sup>th</sup> conference of Secretaries of the Administrative Reforms Departments of the State and UT Governments. Through this forum we would like to remind ourselves of our commitment to the cause of citizens and reaffirm our commitment to excellence in public administration and governance.

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We are grateful to Shri Narayanasamy, Honourable MOS (PMO&PP) for taking out time from his busy schedule to be present here and inaugurate the Conference. One of the biggest challenges that face the civil service today is ensuring effective public service delivery and also to see that no section of the society is excluded from benefitting from the development of the nation. We can effectively meet this challenge by cross cutting governance administrative reform measures. Transparency through e-governance mechanism, simplification of procedures and processes, refurbishing of systems of accountability, enhancing civil society participation in implementation of welfare projects and other reform measures cannot be deferred to a later date. They are urgent and crucial.

The knowledge economy has changed the gamut of activities in which the government is involved directly. The role of the government is now more of a facilitator in creating enabling milieu. Therefore, the focus of governance and expectation of the public from the government have changed dramatically. On the other hand an array of changes in the information and communication technology and expectation of multi-disciplinary capabilities have brought new challenges to the public servants. Our public services have also stood to the challenge. They have constantly upgraded their competence and acquired new skills to fully optimise their capability in tune with the emerging challenges. They are to be further geared up to be proactive rather than be reactive in overcoming the obstacles posed by the fast changing environment.

Citizen centric governance is a natural and essential corollary of democracy. Today there is a need to evolve processes that are responsive to the expectation of the citizens. Excellence in governance can be achieved by improvement in government structures and processes by way of promoting transparency and accountability in all our actions with emphasis on grievance redressal, innovations in e-governance and quick adaptation of best practices which are successfully implemented at different places. The need of the hour is efficient and effective delivery of public services and to achieve this, it is necessary to bring about administrative reforms. It all boils down to the changes that we can bring about or improvement we can usher in the array of government functioning to ensure that services are delivered to each and every citizen in the country. Administrative reform is a process. It is not an end in itself. It is an incessant quest for excellence.

Good governance is at the centre of equity and growth continuum. Even a large number of development schemes cannot bring improvement in quality of life of the citizens unless there is good governance. With reforms in focus, the second administrative reforms commission was setup in August

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2005 to prepare a detailed blue print for revamping the public administrative system and to suggest measures to achieve a proactive responsive, accountable, sustainable and efficient administration in the country at all levels of Government. You are all aware that the ARC has presented 15 reports to the Government for consideration, making recommendations on topical issues to improve delivery of public services and bringing in transparency and accountability in public decision making which, *inter alia*, includes Civil Service Reforms, Personnel Administration, Ethics in Governance, Citizen Centric Administration, Public Order, Effective Administration at State And District Level, etc.

During the course of today's discussions, we would deal at length with some of the recommendations pertaining to the role of District Collectors in the States and UTs. Being the nerve centres of administrative reforms in the State, your experiences in this regard will be very valuable input in this discussion. You are also aware that the Department of Administrative Reforms and Public Grievances has developed and popularised the framework of **Sevottam** for achieving excellence in service delivery. The word **Sevottam** is a fusion of 2 Hindi words **Sewa** and **Uttam** which mean excellence in service. It is a framework for bringing continuous improvements in service delivery by Government organisations. The **Sevottam** framework has been implemented in 10 Government of India Ministries and Departments from 2007-08 to 2010-11 and a large number of pro poor services have delivered by State Governments. Sevottam has also been implemented in four different sectors in four States, that is, Himachal Pradesh, Karnataka, Orissa and Madhya Pradesh. fifteen Ministries and Departments have identified seventeen units and pilots so far. From States, the Governments of Himachal Pradesh, Assam and Mizoram have also confirmed their pilot units. Governments of Meghalaya and Andhra Pradesh have also shown interest in identifying pilot units under Sevottam.

The Department has successfully organised a two-day workshop on Sevottam for States and UTs in New Delhi in which 14 States and 4 UTs have taken part. The focus of the workshop was on capacity building for bringing improvements in service delivery. The feedback about holding of these workshops in Sarvottam at the state and UT level had been very encouraging. The Department of AR&PG has also been asking the States and UTs to create and run Sevottam training centres.

The Department of AR&PG has also been encouraging the innovative practices in public administration which have succeeded in providing services to the public at large in a transparent, efficient and effective manner. It is our experience that there is no dearth of innovative ideas and projects in our



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country. It is however necessary to painstakingly scale these up and replicate them elsewhere so that these successful initiatives do not remain confined as islands of excellence. Whether it is the recognition given through the Prime Minister's awards for excellence in public administration or documentation in the form of documentary films or through the web portal, Governance Knowledge Centre, our aim is to enable others to appreciate the dynamics of administrative reforms. We also sincerely appreciate the efforts put in by the Administrative Reforms Departments of the State Governments in carrying forward the public service reforms agenda by promoting good governance focusing on strengthening the quality and effectiveness of public administration. There is still a lot more that calls for deeper engagement to further consolidate and sustain the momentum of reform in the field of public administration.

I had the opportunity to see some of the reform measures successfully launched by the State Governments and some of them are truly path breaking. The Conference of AR secretaries and the Regional Conferences have, over a period of time, become useful for providing excellent platform for sharing, exchange and interaction.

Ours is a federal polity. The governance reforms for being genuinely effective have to be proactively followed by the Central Government as well as the State Governments and UTs. The capacity building of the AR Departments of the States and UTs is also a matter of genuine interest and concern for all of us. We have taken up training programmes for the AR Secretaries in reputed institutions abroad. Starting from the year 2009 we have sent the AR secretaries of the States and UTs to Lee Kuan Yew School for Public Policy in Singapore in 2009, in South Korea in the year 2010, to RIPA, London in 2011 and this year we have sent them to Institute for Public-Private Partnerships in Washington DC. We have got very positive feedback from the AR Secretaries and I am sure that this exposure would have helped them in bringing global perspective to their initiatives in the States.

It is very heartening to note that AR Departments have been recognised more and more as important points of leverage in initiating and strengthening the governance reforms. Wherever I have travelled to the States and met the Chief Secretaries, I have impressed upon them the necessity of putting the AR Departments in a strategic position in the Government system.

On agenda today we have a panel discussion on the Role of District Collectors in Changing Times. The background paper on this topic has been incorporated in the delegate kit. We all have witnessed the changing role of the

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District Collector with the passage of time. The challenges faced by the district collectors today are varied and tremendous. You are aware that the 15<sup>th</sup> report of the 2<sup>nd</sup> ARC has dealt with this subject and I am sure the panel discussion today will become lively with the presence of so many young District Collectors in this hall.

In this backdrop, today, we will be devoting ourselves to address various governance and developmental issues and take stock of our progress in our endeavour towards excellence in public service delivery. I am confident that our deliberations today would help us rededicate ourselves to the cause of the citizens. I once again welcome one and all and wish you a very fruitful participation in this conference.

Thank you very much.



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## *Inaugural Address*

**Shri V. Narayanasamy**

*Minister of State for Personnel, Public Grievances & Pensions and  
Minister of State in the Prime Minister's Office*

Shri Ramesh Chandra Misra, Secretary Administrative Reforms, Public Grievances and Pensions; Secretary Department of personnel, Shri PK Mishra; Shri Arun Jha, Additional Secretary in the Department of Administrative Reforms; Shri Sarkar, Additional Secretary in the Department of Personnel; Our Joint Secretaries; Secretaries from the Administrative Reforms Departments of the States, District Collectors; Offices of the Department of Administrative Reforms & Public Grievances; Distinguished Guests; Ladies and Gentlemen,



I am glad to be here today to inaugurate this annual event of the Conference of Secretaries of Administrative Reforms of States and Union Territories. It is an important event because administrative reforms are crucial for the welfare of the citizens of the country and institutional strengthening of the Indian democracy. The role played by the State Governments and Union Territory Administrations in bringing about reforms in governance, and achieving citizen-centricity in administration is unassailable.

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The Annual Conference, we have today, is 4<sup>th</sup> in the series. The first Conference, held in 2009 August, focused on the institutional status of the Administrative Reforms Departments in the states; capacities created to fulfil the tasks assigned to them; implementation challenges they face; and assistance required by them from the centre – financial as well as informational.

The 2<sup>nd</sup> Conference held in September 2010 raised the level of discussion by bringing in issues relating to outcome orientation; domain competency; performance management; risk management; and citizen centricity.

In the 3<sup>rd</sup> Conference last year, our focus was on public service delivery and the implementation status of the recommendations of the Second Administrative Reforms Commission on State and District Administration.

This year, the Conference goes further ahead – in content, in relevance, and also in the format. The role of District Collectors at the cutting edge level of public service delivery in our administration is irrefutable and unparalleled. District Collector is the most crucial public servant at the district level. The role and functions of the District Collector have undergone tremendous change with the passage of time. They have new challenges to face each passing day. Their profile is layered and the foundation of experiences on which the career bureaucrat is built also builds the edifice of the overall Government administration in the country.

So, the topic of utmost relevance today is the Changing Role of the District Collector with the Changing Times. This topic has been chosen for the panel discussion which ensues the inaugural session. For the discussion, we have chosen a distinguished panel of experts who had had experience in district administration and who had proven track record of vision in administrative reforms.

There are a number of dimensions to this topic. Collectors have to devote more time to the field work and they should desist from spending more time within the four walls of office. They should lead by example and should always be accessible to the public. They should fine-tune the service delivery mechanism and cut down the bureaucratic red-tapism so as to ensure reaching out to the needy people. Periodic and time-bound training programmes should be organised in the Districts so that officials feel rejuvenated in order to accomplish the demanding tasks in the Districts. Training aspect, if neglected,

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would adversely affect the overall performance at the cutting edge of District Administration in the long run.

The implementation of the Central Schemes in the Districts also needs more focus. In the recent past, several Central flagship schemes have been introduced such as MGNREG Scheme which need constant monitoring. Collectors should evolve innovative ways and means of implementing all such schemes of Government of India in an effective manner. Only then, benefits will reach the target group. Strengthening of PRI Institutions in the Districts is also very important in this regard.

Administrative Reforms, as a subject covers contemporary governance concerns. A comprehensive attempt was made by the Government in this area in the form of the Second Administrative Reforms Commission. The ARC has submitted fifteen reports, containing 1251 recommendations. Some of the reports such as the 12<sup>th</sup> Report on Citizen Centric Administration and the 15<sup>th</sup> Report on State and District Administration require proactive action on the part of the State Governments to improve the public service delivery mechanism in the country. The State Governments are encouraged to even go beyond the advisories issued by the Government of India and take a view on all the 15 Reports of the Second ARC for subjects coming within their purview. As far as the Government of India is concerned the focus would be on encouraging all the stakeholders to take systematic coordinated action within a definite time-frame, and to project the good work done in the States and UTs in the field of Administrative Reforms so that others get encouraged to follow suit.

This conference, unlike many other conferences, is a focussed Conference, focussed on the dynamics of administrative reforms and the areas where intervention is required. There is considerable scope in this Conference to learn from each other and encourage comparative-contrastive inputs on administrative reforms. There is also a need to plan projection of successful administrative reform models from India with greater vigour. In this background, I appreciate the efforts being made by the Department of Administrative Reforms and Public Grievances for encouraging the good governance initiatives and documenting and disseminating them through various modes.

Institution of the Prime Minister's awards for excellence in public administration; National e-Governance awards; bringing out books on best practices; Governance Knowledge Centre; etc, are some of the activities which try to bring good governance practices to the limelight. There is also a need to

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cull out the common and lasting features of these initiatives and weave them in to a strategy that can be ported and replicated with minimum customisation.

Public Service Delivery is a simple sounding complex term. This touches lives deeply. Associated with public services are legitimate expectations of the citizens from the State. There is also a cutting-edge level in delivery where fair play, efficiency and honesty matter most. In the eyes of the people, thus, -- people in need of care and protection in particular – ‘public service delivery’ becomes the *litmus-test* of governance. We should all individually and collectively be ready to pass the test each time and each day in our public life. That sounds a tall order. But given the track record of Indian administration, it has been proven again and again that Indian bureaucracy has the mettle to stand to demands of changing times.

The Central Government through the Department of Administrative Reforms and Public Grievances, has developed a Quality Management System called **Sevottam** Framework for providing better quality of public services in a time-bound manner and also created a mechanism for public grievance redress. A number of Departments at the Centre, like Posts & Telegraph, CBDT, CBEC, Kendriya Vidyalaya Sangathan, Department of Pension & Pensioners Welfare, EPFO, Ministry of Food Processing Industries, Registrar of Companies, Railways and Passport Division of Ministry of External Affairs have implemented **Sevottam** with great degree of success and now these Departments are acquiring certification from the Bureau of Indian Standards for providing services of the standards as fixed by the Indian Standards System. I invite the State Governments to implement the framework in their respective Departments and Undertakings/Organisations.

One important area that is contributing very significantly to administrative reforms and improved public service delivery is implementation of e-governance. In all the countries where public service delivery system is good, they have extensively used Information and Communication Technology to achieve the committed level of standard and the timeframe. At present, 27 Mission Mode e-Governance Projects are being implanted in the country covering a whole range of areas like Banking, Central Excise & Customs, Income-tax, e-Office, Insurance, Passport, Immigration Visa and Foreign Registration and Tracking, Pension, Agriculture, Commercial Tax, Land Records, Civil Amenities, Treasuries etc.

We need to implement e-Governance in practically every walk of governance in improving service delivery, but have to also ensure that it is implemented across the country uniformly and in an integrated manner. The

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National e-Governance Awards, given to the best e-governance projects implemented in the country under different categories, have motivated the civil servants to implement ICT projects in different applications with far reaching impact.

In the field of Administrative Reforms, one landmark development has been the introduction of the “Citizens’ Right to Time-bound Public Service Delivery and Redressal of Their Grievances Bill, 2011” in the Lok Sabha, which is now under the consideration of the Standing Committee. This will meet the demands of the people about obligatory Citizens’ Charter, public grievance redressal system and rendering of public services with specified timelines and standards.

Our public services should also be free from corruption. This is an issue that has been haunting us for a number of years. While the Government is strengthening the existing anti-corruption institutions, a number of new measures have been adopted. We have recognized the need for a strong Whistle Blowers Law and to meet that end, the “Public Interest Disclosure and Protection to Persons Making the Disclosure Bill” has been introduced in the Parliament in 2010 and the Standing Committee has submitted its report on the Bill. The Government introduced the “Lokpal and Lokayukta Bill, 2011” and this has been passed in the Lok Sabha.

The “Benami Transactions (Prohibition) Bill, 2011” is currently being examined by the Standing Committee on Finance. The Government is moreover committed to enactment of a Public Procurement Legislation to enhance confidence in the public procurement and to ensure transparency and efficiency in the process. In regard to the bribery of foreign public officials, a standalone Bill, titled, “The Prevention of Bribery of Foreign Public Officials and Officials of Public International Organizations Bill, 2011” has been introduced in Parliament and is now before the Standing Committee.

Another significant step has been the ratification of United National Convention Against Corruption in May, 2011. This would facilitate the efforts to secure effective international co-operation in tackling trans-border corruption.

I hope all the delegates would actively participate in the panel discussions and in the presentations. There would be useful deliberations in course of the day and I further hope that each one of us would extract positive outcome from the Conference.



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With these words, I end my speech and wish the Conference every success.

Thank you. Jai Hind.

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## ***Vote of Thanks***

### **Shri Arun Jha**

***Additional Secretary, Department of Administrative Reforms and Public Grievances***

Honourable Minister of State in the Prime Minister Office, Personnel, Public Grievances & Pensions; Secretary, Department of Administrative reforms, Public Grievances and Pensions; Secretary Department of Personnel; Administrative Reforms Secretaries from States and Union Territories; District Collectors; Delegates; Media Representatives; Participants; Ladies and Gentlemen.



On behalf of the Department of Administrative Reforms and Public Grievances, I wish to thank the Honourable MOS for his kind and gracious presence and for his insightful, inspiring and thought provoking inaugural address. We are also grateful for his intellectual guidance and leadership in organising today's Annual Conference of AR secretaries as also in our Department's endeavour for more effective policies and programs for reforms in governance, public service delivery and inclusive, accessible and responsive administrative framework.

Despite the rapidly changing matrix in the landscape of developmental administration and public service delivery, one institution whose primacy and centrality has remained unassailable and unaltered is the institution of the

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District Collector. Needless to say, the citizen centricity of the administration, its efficiency and quality becomes sharply visible at the level of the District Collector. Honourable Minister while underscoring the pivotal role played by the District Collectors and the newer challenges faced by them has underlined the need for Collectors to ensure greater field presence and direct engagement with the people, greater accessibility, cutting bureaucratic red tape and reaching out to the needy people. He also emphasised the need for periodic training of District Collectors and the need for their effective and innovative implementation of central flagship schemes for the target beneficiaries. Collectors should also make sure that the PRI institutions in the district are strengthened. I am quite sanguine that the panel on the role of District Collectors will deliberate on the critical issues raised by the Honourable MOS. These ideas will provide the broad contours for discussion about the role of District Collectors.

We must recognise that we stand today at the cusp of profound and far reaching churning taking place in the society. Greater public scrutiny of service delivery coupled with a sense of cynicism and distrust has rendered the task of District Collector more challenging. There is a need for greater urgency for transformation and change. Collectors have to ensure greater transparency and high quality of public service delivery in a highly complex milieu.

I would like to extend my thanks to the Secretary, Administrative reforms and Public Grievances for his stewardship for this conference and excellent speech.

I also thank the Administrative Reforms Secretaries of the States and Union territories, the District Collectors, delegates and senior officials who have come from all over the country. We greatly value your presence. It is your presence and participation which will determine the success of the conference.

We deeply appreciate the role of the officials of NIC, CPWD, ITDC, Vigyan Bhawan staff, volunteers and officials who have worked tirelessly to provide the logistical support. I would also like to thank the officers and staff of my Department for the hard work they have put in for this event. I would also like to thank the friends from the media for covering this event.

Thank you very much to all of you.

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**Panel Discussion**

**on**

**Role of District Collectors**  
**in the Changing Times**



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## PANEL DISCUSSION

### *Background Paper*

#### **ROLE OF DISTRICT COLLECTORS IN THE CHANGING TIMES**

The Second Administrative Reforms Commission states that the office of the District Collector has risen to this level of importance and utility through many national and local crises and should not be weakened. The Fifteenth Report on State and District Administration (2009) of the Second Administrative Reforms Commission of India goes on to indicate that the post of District Collectors has been the most important feature of field administration in India for over 200 years.

First created in 1772 by the East India Company, the Collector's post was different from anything that existed in the preceeding Mughal or pre-Mughal administrations in India, or indeed in any western country. The office of Collector (referred to as Deputy Commissioner or District Magistrate in some States of the country) was initially assigned a prime role in local administration in India by the Court of Directors of the East India Company in 1786) - a primacy which despite ups and downs continues till today. In the initial years, besides managing the land revenue administration, the District Collector exercised civil, judicial and even military powers in the district – though military and judicial functions have been shed by the Collectors over the years. In fact Macauley has been quoted (by DS Mishra 2006, and earlier by MK Chaturvedi) as saying for the Collector of the British Raj “such power as that which Collectors in India have over the people of India is not found in any other part of the world possessed by any class of functionaries.” Bagchi, (2007) has pointed out that the British found the institution of the Collector so useful that they exported it under the designation ‘District Officer’ to all parts of their empire.

The Collector's role has witnessed changes following the taking over of British rule in India by the Crown in the wake of the events of 1857; following the Montague-Chelmsford Reforms of 1919 which brought about provincial autonomy and dyarchy; following the advent of democracy and of planning in independent India (though post-1947, the Collector continues to be recognized as the most important official in the district); following the introduction of statutory Panchayati Raj in 1959; following the separation of executive and judicial magisterial functions as per the revised Criminal Procedure Code; and following the 73<sup>rd</sup> Constitutional amendment and constitutionalization of Panchayati Raj. Changes have also come due to technological advancements, as well as in the wake of economic liberalization, and due to increased political

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interference resulting *inter-alia* in the dramatic shortening of tenures of postings of Collectors.

The role performed by the Collector has continually evolved and changed as the concerns of Government have changed, as changes in technology have enabled modification in the manner of governance and administration, and as the expectations of society from Government have undergone transformation with the rising aspirations of the citizens.

With the introduction of Five Year Plans, the district administration and the Collector became the hub of activity for development, welfarism and provision of services to the people. With the launching of numerous Central and State Government schemes and programmes, the coordinating and monitoring role of the Collector and district administration became more prominent. It is even felt at times that the Collector's position has got overburdened due to the multifarious functions that he has to manage, or to coordinate, and the increased and varied expectations from the Collector. In fact, one commentator has gone as far as to state that the Collector has been reduced to the role of a "target chaser and a firefighter on behalf of the Government" (Bagchi 2007).

A serving Collector (Deputy Commissioner and District Magistrate), Abhishek Jain (2010) has written about an authority-responsibility gap indicating that with the passage of time, the authority of the Collector is declining while his responsibilities are increasing day by day. However, the Collector's central position as the kingpin of general administration in the field has remained unchallenged. His law and order related role is facing increasing challenges as incidents of breaching of law and order have grown in variety and frequency, as also, at times, in magnitude in many parts of the country. He has virtually become the leader of the development team in the district. He is a coordinator of the District Level Officers (DLOs) and staff of various Government departments in the district, monitoring the progress of development schemes, removing bottlenecks in their implementation, maintaining constant direct touch with state Government departments in the state secretariat, as well as making frequent visits in the field "to the spot," and striving for the achievement of public order and peace, sustainable development, and efficient provision of public services in the district.

As the Prime Minister had stated in his address at a District Magistrates Conference on 20 May, 2005, the role of the Collector has only been transformed into a more powerful one of coordinator, facilitator and a person who is responsible for inter-sectoral coordination of various activities.

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Suggestions set forth by theoretically oriented analysts that regulatory and development administration be separated at the district level, with the Collector looking after regulatory and general administration and another officer of similar status looking after development administration (some have proposed this second district officer could be placed within the Panchayati Raj set up, while others have suggested that he/she be jointly responsible to State Government and to the Zila Parishad) have not proved practical. In actual practice, 'regulatory administration' and 'development administration' cannot be separated. Proper management of land and land records, provision of unencumbered land for various developmental purposes, provision of civil supplies, maintenance of law and order, maintenance and provision of civic (municipal or municipal type) amenities, and the regulation of trade, industry, business, and building bye-laws, etc. – all of which are considered part of regulatory administration are necessary for and feed into developmental activities. Similarly if development is lagging behind then it can lead to protests and even to Naxalism type unrest, thus adversely affecting both regulatory activities and future development. Over the years, it has been found that both the regulatory and the developmental administration need to be coordinated and that the Collector has proved to be best placed to effect coordination of all governmental regulatory and developmental efforts in the district. In fact the powers and authority or conventional coordinating role that a Collector enjoys in one sphere of activity very often enhances his capabilities for coordination in another sphere of activity. For example, the fact that the Collector can issue directions to DLOs and to local bodies in matters related to the conduct of elections, law and order, disaster management, or as incharge of a special district level developmental project agency, makes it easier for him to get the DLOs and local bodies to listen to him and cooperate in other spheres too.

In view of the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments there are those who hope that India is on the verge of evolving District Governments. In its Report on Local Governance, the Second Administrative Reforms Commission, had expressed its view that a representative District Government should be constituted and empowered while fully utilizing the institutional strength of the District Collectors (who, as shall be elucidated slightly later in this paper, the Commission envisages coordinating or performing all State Government activities at the district level and also acting as the Chief Executive Officer of the proposed District Council till the local bodies acquire maturity and evolve into the District Government). However, this is easier said than done. A Constitutional amendment would be required to constitute District Governments or even District Councils. Sufficient political will to ensure the successful enactment of such an Amendment appears unlikely to emerge in the near future.



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Many politicians (Members of Parliament (MPs), Members of Legislative Assemblies (MLAs), Ministers, or otherwise) and bureaucrats/technocrats are not enamoured by the idea of strengthening the Panchayati Raj Institutions (PRIs). Much of what is permissible as per the 73<sup>rd</sup>/74<sup>th</sup> Amendments has not been operationalized by State Governments. In any case the present Constitutional Amendments do not envisage the State Governments surrendering all their powers or functions to the local bodies. On the contrary, a large number of activities and functions would continue to be performed by the State Government. It is expected that State Government and local bodies shall both continue to have their own respective roles to play. Thus even many advocates of the need for district governments concede that State Governments (who as per the State List of the Seventh Schedule of the Constitution are responsible for local Government related matters) shall not easily yield significant powers to local bodies and that neither the PRIs taken together, nor municipal bodies, however large, can act as the district Government. Many feel that urban/rural local bodies, MPs, MLAs, and the District Collectors, as well as the DLOs who report to their State Government Departments, may all have to be associated and involved if any workable district Government model (in which the State Government would want to retain a significant role) is to evolve and this does not appear to be imminent or feasible in the near future. Many local functions are likely to continue to be performed by the district administration which is part of the State Government's structure and which reports to the State Government.

Even today the chief executive officer-cum-secretary of the Zila Parishad has to look up not only to the elected Zila Pramukh who heads the Zila Parishad, but also to the MP and MLA of the area as well as to the DLOs some of whose schemes he gets implemented through the Zila Parishad, and to the District Collector, and the state Panchayati Raj and Rural Development Departments while carrying out his duties. The Block Development Officer, or *Vikas Adhikari*, who is secretary of the Panchayat Samiti has to cater to directions from, or the influence of all those whom the CEO Zila Parishad looks up to as well as from the elected Pradhan of the Panchayat Samiti. In both cases, the District Collector's role continues to be significant.

As regards the 29 subjects which are indicated in the 11<sup>th</sup> Schedule of the Constitution for state legislatures to consider transferring to PRIs, they are all such in nature that only part of each activity can be transferred and part needs to be retained by the State Government. And of course, as already stated, other subjects are not expected to be transferred at all. While making any such transfers at the State level, it needs to be clearly stated by the State Government concerned as to what would be the post-transfer role of the Collector and of the DLOs who report to State Government departments, and

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what would be the role of Zila Pramukh and Zila Parishad and of Pradhan and Panchayat Samiti. This unfortunately is not being done at present. Experience so far suggests that each State Government would continue to ensure a significant, and even pivotal, role for the District Collector. In many States, the Collector still heads the District Rural Development Agency (DRDA). In states where the DRDA has been made the 'Development Cell' of Zila Parishad, the Collector's role still continues to be extremely important. In fact some time ago, it was reported in newspapers that the Central Rural Development Ministry would like DRDAs to function independently of PRIs and to continue to be headed by the Collectors. Other Ministries like that of Health also have prescribed district level bodies headed by the Collector.

Following the 74<sup>th</sup> Amendment of the Constitution, the municipalities have been entrusted with more administrative and financial powers, but the Collector's role continues. Integrated Development of Small and Medium Town (IDSMT) scheme is being implemented under the supervision of the Collector, who of course does not have any direct control over the staff of municipalities. The Collector is often made chairman of the Urban Improvement Trust (UIT), though at other times political appointees of State Government head the UITs.

Many of the State Government's powers of control and supervision over the PRIs and municipalities including powers to cancel or suspend resolutions of local bodies, or to convene meetings to discuss motions of no confidence, etc. are exercised through the District Collector.

In view of the present scenario, the Collector's role and responsibilities need to be further reviewed because both the State Government and the people continue to expect much from the institution of Collector. The role and level of importance of the Collector has not only differed during various phases of modern India's past, but also varies from state to state. However, broadly speaking, despite variations from State to State, today the Collector is directly responsible for or has a major coordinating function at the district level, in the following spheres (Hooja, 2007, Hooja 2010, Hooja 2012): (1) public order, law and order and criminal administration as district magistrate: and today the Collectors multifarious role in containing left wing extremism or Maoism though a combination of law and order efforts, public service delivery, development, and reaching out to the people has increased in importance, (2) land record administration (including survey and settlement) and land revenue court work and land reforms, as well as land acquisition, (3) supervision of the district treasury, (4) civil supplies and public distribution, (5) protocol, (6) disaster management and drought relief, (7) district development and development planning, (8) conduct of elections on behalf of both Election

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Commission of India (MP/MLA) and State Election Commission (PRIs and municipal representatives) as also other elections like those of cooperative bodies or Water Users Associations), (9) urban and municipal affairs, (10) social welfare and social security, (11) industries, (12) agriculture, (13) cooperatives, (14) district planning and district statistics, (15) registration and stamps, (16) excise and commercial taxes and transport, (17) consumer affairs, (18) removal of public grievances, (19) conduct of census – human, livestock, agricultural, industrial, etc. (20) coordination with bankers, (21) supervision of jails, (22) supervision of prosecution staff, (23) MP/MLAs Local Area Development Programmes, (24) procurement of agriculture produce, (25) conduct of special campaigns, (26) arms licensing, (27) cinema licensing, (28) regulation of fairs and festivals, (29) public relations, (30) e-governance, (31) miscellaneous or residual matters which can be grouped under a category of general administration and (32) coordinating activities of DLOs and local bodies. In some places Collectors are also being associated with health and education, or water management programmes. In some States like Rajasthan, activities under 16/above are not being looked after by the Collector at present, though all other tasks are.

To revitalize the public prosecution work related to district and lower courts, which presently is far from satisfactory, the Collector needs to play a more proactive role as he used to do in the past.

The Collector is also the interface between Government and citizens and between Government and civil society. He also has to take regular steps to ensure a balanced equation between Central and State level elected representatives and politicians and district and local level elected representatives and politicians.

DS Mishra (2006), who has experience of working in State administration, has a similar, but slightly different list of the tasks and responsibilities of the District Collector which comprises (i) public security, law and order and preventive action; (ii) land record administration; (iii) district planning, (iv) district development and coordination. The district level line department officers coordinated by the Collector include according to DS Mishra, (a) public works department, (b) irrigation department, (c) electricity department, (d) rural engineering, (e) health department, (f) social welfare department, (g) panchayati raj department, (h) District Rural Development Agency, (i) District Urban Development Agency, (j) minor irrigation department, (k) agriculture department, (l) cooperative department, (m) dairy development department, (n) animal husbandry department, (o) fisheries department, (p) District Industries Centre, (q) women and child welfare

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department, (r) education department, (s) district economics and statistics department, and (t) district informatics office.

Mishra suggests that the above departments can be categorized into (i) infrastructure, (ii) agriculture related, (iii) social development and (iv) economic development departments; (v) disaster management; (vi) district civil supplies, (vii) district excise, (viii) fair prices to agriculture products, (ix) entertainment taxation, (x) supervision of district treasuries, (xi) registration of transactions and stamp duty collections, (xii) conduct of elections, (xiii) protocol functions, (xiv) public relations and publicity, (xv) residual functions examples of which are campaigns to encourage small savings, overseeing distribution of scholarships for weaker sections, overseeing district armoury, organization of tourism-related and sporting events, removal of encroachments on public ways, overseeing collection of trade tax, fairs and festivals, decadal census, etc.; and (xvi) e-governance in the district. Looking at various other States would yield similar lists with a few differences. Having provided two views about the role that the Collector presently plays, it would be relevant to set forth the views of the Second Administrative Reform Commission on this issue. As per the Commission, at present the portfolio of the Collector's office generally includes the following functions and activities (though there may be variations across the States):-

- Acting as Head of Land Revenue Administration, including responsibility for District Finance (expenditure and audit);
- Acting as the District Head of the Executive Magistracy and overall supervision of law and order and security and some say in police matters;
- As Licensing and Regulatory Authority in respect of the various special laws such as Arms and Cinematography Acts etc. in the District;
- Conduct of election – for Parliament, State Legislature and Local Bodies;
- As the Officer-in-charge of Disaster Management;
- As the guardian of public lands with the responsibility to prevent and remove encroachments which is often a source of tension between vested interests and the district administration;
- Public service delivery, either by facilitating or directly delivering services assigned to the district administration from other departments. (In this respect, the Collector often acts as Chairman of the Board for Parastatals, or as Chairman or Member of various standing and inter-departmental committees);
- Facilitation of interaction between civil society and the State Government;

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- Handling issues of local cadre management such as recruitment, in-service training and promotion etc; and
  - As the Chief Information and Grievance Redressal Officer of the District.

In addition, the Commission noted, there may be other important organizations functioning in the district such as the Red Cross Society, a Degree College or Sports Associations which may be also headed by the Collector. Often, the Collector is appointed as the Chairman of a Committee to manage a major trust/endowment located in the district.

Since the Commission hopes that a district Government would come into being in each district which would take over many functions, the Commission is of the view that there is need to redefine the role and responsibilities of the Collector in a clear manner. His job profile should, according to the Commission, consist of (a) a well defined set of exclusive activities both statutory as well as non-statutory as a functionary of the State Government (b) the general work of coordination with various departments / agencies of the State and the Union Governments at the district level and (c) in the interim period till the time the local elected Institutions mature into District Government – as the Chief Executive Officer of the proposed District Council.

The main functions of the Collector may now, the Commission has suggested, include:

- (i) Land and Revenue administration, land acquisition, custodian of government lands and properties, registration, recovery of public demand.
- (ii) Executive magistracy and maintenance of Law and Order, Internal Security, Prisons, Remand/Juvenile Homes
- (iii) Licensing and regulatory functions with respect to various special laws pertaining to Arms, Explosives, Cinemas etc.
- (iv) Disaster Management
- (v) Civil supplies, public distribution and social welfare
- (vi) Excise
- (vii) Transport
- (viii) Mining
- (ix) Labour Laws
- (x) Elections
- (xi) Legal Affairs
- (xii) Census
- (xiii) Protocol, general administration,

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- (xiv) Treasury management / district accounts office related work
  - (xv) Public Relations Department, NIC and other miscellaneous functions assigned by the State Government, coordination with civil society
  - (xvi) Coordination with line departments / other agencies of the State and Union Governments
  - (xvii) In the interim period – till the local institutions obtain adequate maturity – as Chief Officer of the proposed District Government

The Commission also feels that all land records (Record of Rights) related activity, their maintenance, updating, survey and settlement, consolidation of land holdings, registration of transfer of property, dispute resolution and revenue court work, both for urban and rural areas should be amongst the primary duties of the District Collector and should be integrated and performed by the revenue administration under the Collector.

As indicated above, the Commission feels that each district would ultimately need to have a District Council comprising of representatives of both rural and urban bodies. The District Collector would function as the Chief Officer of this Council. The District Collector-cum-chief officer would have dual responsibility and would be fully accountable to the elected District Government on all local matters, and to the State Government on all matters not delegated to the District Government.

The Commission believes that the functions described in the above categories are of critical importance to the effective functioning of the government at the field level and the workload involved in the domain of these activities demands considerable time and attention of the District Collector and his direct subordinates. The State Government should, the Commission feels, ensure that the responsibility of the District Collector is neither diluted nor diverted from these activities.

Obviously if District Governments do not become a reality, the Collector would continue to coordinate and carry-out all the activities discussed above.

The standing district level committees pertaining to various departments, programmes and schemes and activities which are headed by the Collector are too numerous to list and more keep getting created. In Rajasthan, there were as per one estimate, more than 70 such committees with more being proposed intermittently by various departments. The Second Administrative Reforms Commission refers to the Deputy Commissioner in Assam chairing 43 district level committees. However despite some attempts made from time to time, it has proved difficult for the number of such committees to be reduced

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– perhaps by grouping some and abolishing others, since Central Ministries and State Government Departments keep constituting such committees.

In fact, the Collector is the head of general administration as well as the agent and representative of the government in the district. Thus, to slightly modify what someone wrote in the mid 1960s with reference to the office of the Collector in Uttar Pradesh (JD Shukla 1965), the Collector still represents the coordinated or unified (if not integrated) administration in the district, is directly in touch with government departments in the State Secretariat, is consulted by government in all controversial matters, has the resources of the revenue staff and district police at his disposal, has a faithful band of officers trained in the art of administration and subject to official discipline attached to him in the collectorate, and has full support of the Government in coordinating the working of all DLOs of various Departments and agencies. The district is the point of convergence of Government functionaries (including DLOs) and of various schemes of various Government departments.

Various departments of Government often expect the Collector to supervise, coordinate and monitor at the district level important projects, schemes, programmes and campaigns being implemented by the departments. Collectors are also expected to check the absenteeism of grassroots staff of various departments posted in rural areas, and also to be associated with physical verifications of various departmental activities in the field.

Many departments prescribe a large number of certificates like those of bonafide residence, or income, or about belonging to a certain caste, which the revenue or district administration under the Collector have to prepare for the citizens to be able to access various benefits of various Government schemes. Collectors have to ensure that his field level subordinates like Patwari and Tehsildar provide such certificates correctly and in a timely manner.

Collectors are also being expected to arrange for public-private-community group partnership activities in the district (accordingly there is need for guidelines for such efforts to be provided to the Collectors) and to review and coordinate public service delivery ventures of various Government Departments, including of the State IT and C Departments, as also to oversee the spread of IT in Government at district and lower levels. For example, in Rajasthan, the Collector coordinates and manages at the district level a State-wide e-Mitra scheme for delivery of numerous services through internet kiosks.

Thus, if not the direct boss, the Collector is certainly the captain of the team, supervising, coordinating, interacting with, arranging funds for, or controlling, as the case may be, various agencies and institutions to ensure that



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the district keeps functioning and developing in a satisfactory manner. Even the Guarantee of Public Service Delivery Act being promulgated by State Governments provide for a role for Collector in the process.

Many departments continue to be inclined to set up district level agencies or societies or Special Project implementation agencies under the Collector to implement or to coordinate and supervise activities pertaining to their sectors. Important flagship programmes of various Central ministries whether implemented by the local self Government bodies, or by State Government staff, or both, envisage significant managerial, supervisory and implementational/coordinational role of District Collectors.

The Collector controls and manages, or interacts closely with and coordinates, the following at the district level (Hooja, 2007, Hooja 2010, Hooja 2012):

- (a) Land revenue administration based district or revenue agency which also deals with many issues of general administration
- (b) The police setup
- (c) DLOs and staff of various State Government Departments and State Public Sector Enterprises
- (d) Development agency: the three tiers of Panchayati Raj including both elected representatives (who traditionally used to be called non-officials) and panchayat officers or functionaries deputed to the PRIs
- (e) Municipal bodies and urban development agencies
- (f) Special project agencies created to implement specific projects/programmes to meet specific objectives – they may be multi-sectoral or single sector bodies
- (g) Officers of Central Government organizations at the district level
- (h) District and lower level judiciary
- (i) Institutional Credit System
- (j) Cooperative institutions working in various sectors like dairy, agriculture (crop husbandry), minor irrigation etc.
- (k) NGOs and voluntary agencies including NGO-Government agency partnerships and NGO-community group partnerships
- (l) Community based organizations (CBOs), beneficiary organizations or user groups
- (m) District level associations of various professional, trade, farmers, industrialists, bodies
- (n) Normal trade channels
- (o) Mass media network



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- (p) Local level politicians (whether or not elected), people's representatives and pressure groups; and
  - (q) Individual citizens

The Collector and District Magistrate has been variously described as 'the king-pin of district Government', 'the fulcrum of Indian administration', 'Annadata', 'Maai Baap', 'agent of Government', keystone of the arch of district administration', 'captain of the team', 'more than *primus inter pares*', eyes and ears of the Government', 'mainspring of development', 'general manager of all Government activities' 'the tortoise on whose back stands the elephant of Government' – all of which attest to the importance with which the Collector has been and continues to be viewed –despite the fact that the office of Collector is under strain. As people say in Rajasthan, the Collector possesses "Iqbal" which provides him with the ability to perform many of his tasks more easily.

It is, thus, not at all surprising that much of the two-year induction training of fresh recruits to the Indian Administrative Service focuses on preparing them to be good Collectors between their fifth and fifteenth year of service in the IAS.

It may be added that for the huge expectations from the Collector, the collectorate that supports the Collector is relatively small. This position, however, does vary somewhat from State to State. One observer has been known to comment about "disorderly and ageing Collectorates." A few officers (Additional and Assistant Collectors) and clerical staff man the various sections of the Collectorate. As the Collector has to act as trouble shooter for all the various State Government Departments, he requires to have a few relatively free officers to whom he can assign special tasks at will. Unfortunately, in the Rajasthan case, General Assistants (GAs) to the Collector from the RAS who were a regular-feature in the 1980s, and were later replaced by an Assistant Collector and Magistrate (headquarters) in the Collectorate, gradually have disappeared, perhaps because there is an overall shortage of RAS officers in the State. It would be desirable for each Collector to have a General Assistant and also a Technical Assistant (for engineering related tasks) to assist the Collector without any other duties assigned to them. In fact, one or two extra generalist officers should be at the disposal of the Collector for the multifarious tasks that the Collector gets called upon to manage from time to time. The Collector may also, in addition, require specific technical assistance which is not available to him through the existing DLOs. For example, a special Public-Private-Community-Group-Partnership Promotion Officer (duly trained and informed in the matter) could be placed in each Collectorate.

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Similarly since the Chief Planning Officer (CPO) in the district (from State Economics and Statistics Service) may not have sufficient project formulation related knowledge; a Project Formulation Officer also additionally being attached to the Collector to help finalize a diverse variety of project proposals would be a major asset.

In many States senior clerical staff of Collectorates and functionaries up to level of Tehsildar is transferable by the Board of Revenue for the State, which also allots budgets to Collectorates, SDO offices, and Tehsils.

As far as the role of district collector vis-à-vis State Government is concerned, there should be a sharing of responsibilities between various levels of Government and administration. The issues addressed or referred by the Collector to Government from time to time should be given special and immediate consideration by Government. Points raised in each Collector's monthly DO to Chief Secretary should be monitored by the Administrative Reforms Department at the State Government level.

Collector being the representative of State Government, his control over the Government servants of the district deserves to be strengthened. Though Government has given a special role to the Collector in the spheres of Education (DPEP), health (NRHM) and literacy, it needs to be strengthened more and extended to more sectors.

One example of an instance where the Collector has to take charge and coordinate and supervise the working of all Government and semi-Government agencies, local bodies etc. (and to also involve NGOs and CBOs) is as regards drought management and famine relief operations. The Collector has to depend upon and accordingly requisition the services of a lot of manpower and vehicles etc. from the DLOs for this work. The DLOs of course have their own responsibilities to fulfill in times of drought, which work is also supervised by the Collector, and also to implement their regular departmental schemes. Collectorate staff and Sub-Divisional Officers, District Supply Officers, Tehsildars, CEOs of Zila Parishad and *Vikas Adhikaris* (or BDOs) of Panchayat Samities are also fully involved in drought related work.

Famine control rooms are set up by the Collector. The District Relief Committee headed by a Minister in-charge of the district and co-chaired by the Collector is activated in years of drought (which in some drought prone areas may even be three out of every five years). The Collector also heads a number of other district level committees to oversee various diverse aspects of drought management which involve many DLOs and agencies and which are activated in any drought year.

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A secretary-in-charge for the District from the State secretariat is also appointed for drought relief – and this practice would be commented upon slightly later in this paper.

Presently there is a lack of sufficient integration between crisis management and the famine relief measures during a drought and long-term drought prevention and mitigation measures (drought proofing through development schemes). This can best be attempted and achieved by the State Disaster Management and Relief Department through the Collector, with of course some coordination being undertaken at the State Secretariat level.

A matching District Famine Relief fund needs to be created with the Collector managing it to facilitate Public-Private-Partnerships involving contributions from local donors being matched by Government's relief funds. Similarly, a Community Drought Fund could be created for each village to generate community contributions for local efforts. An NGO Coordination Committee for drought relief under the chairmanship of district Collector is required to be set up in each district. (The NGOs should not merely facilitate the involvement of the local community, but also raise funds, and provide knowledge inputs). Knowledge Resource Centers (accessing, documenting and disseminating both traditional knowledge and relevant scientific, technological and modern knowledge) could be considered for each group of villages, or for each panchayat samiti to help combat droughts. At the district level, the apex body of such Knowledge Resource Centres should provide knowledge and skill-based solutions to the Collector who should head this apex body.

The system briefly described above for drought relief could also be emulated for certain major development activities in the district. Implementation of MGNREGA (Mahatma Gandhi National Rural Employment Guarantee Act) works is one sphere where the Collector plays a similar over-all managing role with implementation being through panchayat bodies, DLOs and the revenue administration.

In the last decade, fresh district planning guidelines have been issued by many states involving the *Gram Panchayats*, *Panchayat Samities*, *Zila Parishads* and the constitutional District Planning Committees in the district planning exercise. At the end of the district planning exercise (Hooja 2006) in Rajasthan, it had been observed that there was low participation of people in gram sabha meetings, that the plans being thrown up are more like wish lists or shopping lists, that the DLOs were not clear well in time as to the budgetary grants and plan ceilings that would flow to the district under various Government schemes, nor were they clear about the sectoral state level vision

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and therefore they could not contribute properly to preparation of district level sectoral visions or to the integrated District Vision. There was insufficient data to back up the plan proposals as well as lack of trained manpower at district and lower levels. The panchayat bodies at each level could only take a micro view of problems and issues and not macro views about the district as a whole and to its linkage to state level planning. However, the biggest shortcoming of these district plans was that they were limited to activities to be carried out by PRIs. Activities to be carried out by the Government, by private sector, by NGOs and by community-based organizations etc. were not covered by these district plans even though all of them collectively would have an impact on the economy, society and physical environment of the district. Even the *Panchayat Samiti* and *Zila Parishad* had to limit itself to examining and compiling proposals coming up from the *Gram Sabha*.

It is felt that comprehensive district plans should consist of :

1. District natural resource inventory and resource use planning
2. District manpower survey and employment planning
3. District land and water use planning
4. District livelihood planning
5. District agriculture and livestock planning
6. District industrialization and mineral development planning
7. District food security planning
8. District credit and potential linked banking plans
9. District drought proofing and disaster management planning
10. assessment of all on-going government programmes in the district to identify sub-sectors/areas/spheres requiring special attention in future.
11. Mapping of village wise infrastructure, facilities and services already available and further requirements of the same so as to facilitate spatial or area planning and integrated development of infrastructure
12. Identification of potential for raising resources locally for the district plan
13. Assessment of local aspirations and expectations of the people
14. Action plan of the activities to be carried out by panchayats and municipal bodies
15. Vision of the district's development

The district plan also needs to encompass the following types of programmes impacting on both the district's rural and urban areas:

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- (a) Programmes with focus on area development – desert area development, hill area development, irrigation command area development, drought prone areas or rain fed area development, development of a backward area, development of urban agglomerations and hinterland or periphery areas of large habitations, city area planning, development of industrial areas, etc.
  - (b) Programmes with focus on certain disadvantaged groups – tribals, urban or rural poor, unorganized labour, migrants, other socially disadvantaged groups, small and marginal farmers and agricultural labour, artisans and craftsmen, women and children, etc.
  - (c) Programmes with focus on human resource development – education, employability, livelihoods, nutrition and food security, population, health, responses to demographic changes, etc.
  - (d) Programmes with focus on natural resources management and development – land, water, livestock, forests, energy, minerals, environmental conservation, etc.
  - (e) Programmes with focus on basic minimum services, facilities, amenities and infrastructure – minimum needs programme, development of physical infrastructure both urban and rural, etc.
  - (f) Comprehensive and integrated programmes covering a combination of those mentioned above.

Many of the above are covered by various Central or State Government development programme whose planning, monitoring and implementational supervision is district based and thus there is need of district plans for each of them.

In fact, district planning should be seen as part of a continuum from Central/federal planning to state planning, to district planning to village planning. The only functionary at the district level who has some capabilities to get such comprehensive district plans prepared and their coordinated implementation ensured is the district Collector.

Accordingly, at State level, the State Planning Department should coordinate the entire district planning effort through a District Planning division created within the State Planning Department for coordination with each district and with all state level departments. The State Rural Development and Panchayati Raj Department could continue to, as at present, coordinate the limited planning of PRI activities within the overall framework of the comprehensive district plan being coordinated by state Planning Department. The District Plan Formulation Group should be headed by the Minister In-charge of the district with the Collector and *Zila Pramukh* as Co-Vice Chairpersons. The District Collector should continue to be the key officer for coordinating and formulation of district plans and for general overseeing of

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their implementation. The Chief Planning Officers office at district level needs to be strengthened and a technical support group attached to it for more meaningful district planning. It has to function under the supervision of the district Collector. Repeated training and orientation in district planning is required not only of PRI/ULB functionaries, but also of all DLOs, all Collectors, all State level Heads of Departments and all principal secretaries/secretaries to the state Government. Locally available experts (may be retired personnel) may also be attached to each tier of PRI after appropriate training.

Rajasthan, and perhaps many other states, also follow a system of Minister in-charges and Secretary in-charges of districts. For each district, a Minister or Minister of State is designated as district in-charge to monitor, review and coordinate developmental, service delivery, public grievances etc. related governmental work being done in a district. Similarly, a Principal Secretary or Secretary is assigned a district for such work. It is expected that the Minister in-charge and the Secretary in-charge shall separately, but periodically, visit the district headquarters and sometimes even other areas in the district to obtain feedback from the grassroots and also to take a look at field level implementation. These visits are conducted in consultation with the Collector who ensures follow up of instructions issued during the visits. For special department – oriented campaigns like Jal Chetna Abhiyan, Sarva Shiksha Abhiyan, Samasya Samadhan Shivirs, Land Revenue Campaigns, Prashasan Gaon Ki Or, Prashashan Sheher Ki Or, Health Campaign, Village Contact Drive, Agriculture Productivity related campaign etc., for almost all of which the Collector is made coordinator at the district level, the concerned governmental department may get a Minister in-charge and Secretary in-charge appointed for each district. At times for different activities and campaigns different Ministers or different Secretaries/Principal Secretaries are appointed district in-charges for the same district. This can prove counterproductive especially, since for some campaigns the secretary/principal secretary is compulsorily directed to visit his assigned district quite frequently. It would be desirable if for all purposes the same Minister or Secretary is made in-charge of a particular district and this system remains in force at least for a year before the Minister or Secretary in-charge is again so designated. This would be good both for the Collector and DLOs who have to host the Minister and Secretary in-charge, accompany them on field visits, attend meetings convened by them in the district and generally brief them; as also for the Minister or Secretary in-charge who can then develop an in depth understanding of the particular district and its problems and can then take up issues related to the district with the concerned departments at the state level.

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There is a counter view that by appointing such district in-charges, the attention of ministers/secretaries are diverted from managing their state level departments and its activities towards micro issues of all departments related to a particular district, and that the district Collectors, DLOs and divisional commissioners may develop a sense of complacency that the Minister in-charge or Secretary in-charge are likely to be held responsible for shortfalls, if any, within the district and thus leave things for the Minister in-charge or Secretary in-charge to guide, supervise, coordinate and monitor. However, successive governments in various states (regardless of the party in power), have preferred to operate such a system of Minister in-charge of a district and of secretary/principal Secretary in-charge of a district. But in such a system, these in-charges normally function through, and in coordination with, the district Collector.

In many States, the work of the Collector and his office is inspected at regular intervals by the Chairman or a Member of the Board of Revenue for the state.

The Collector's self inspection of his own working as Collector and of the Collectorate, as also of subordinate offices that are part of the district administration as well as tours to the field are very important aspects of the Collectors role which often tend to get neglected.

Most State Governments also regularly convene senior officers conferences (or more often called by the name Collectors Conference) where ministers, principal secretaries/ secretaries of state Government and district Collectors meet with the Chief Minister and Chief Secretary to discuss all important Government programmes, schemes and campaigns whether of a regulatory or developmental nature with district wise progress and problems being discussed. At such meetings the remarks of the Collectors receive a lot of respect and importance.

Redressal of public grievances is something which every State Government lays great stress upon. A large number of genuine and not so genuine grievances are received every day in the Chief Minister's office, Chief Secretary's office, offices of certain administrative secretaries and heads of departments at state Government level, as well as the district Collectors, receiving the bulk of them. The number of grievances goes up because many persons submit the same grievance at different levels and normally the Chief Minister's office (CMO) and district Collectors receive copies of most grievances. Also persons whose petitions have been turned down as per norms and which do not deserve to be accepted or even entertained, continue to represent on the same matter again and again at various levels in various



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forums in the hope that it will get accepted someday even if it is against the rules. Monitoring of public grievance disposal has become a major part of governance today. The CMO and Chief Secretary's office refer many grievances to District Collectors to monitor and to coordinate their resolution by the various DLOs and local bodies in the districts. Grievances and petitions received by the Collector and his subordinate officers like Additional Collector, Sub Divisional Officer, Tehsildar etc. also have to be sorted out and pursued. Thus the monitoring and disposal of grievances has become a major activity of each Collector and his Collectorate who have to pursue matters with the DLOs and personnel of each Government department situated in the district. The Collector also heads a Vigilance and Public Grievances Committee for the district which deals with all public grievances relating to all Government agencies in the district. All this increases both the workload and importance of the district Collector. In fact Collectors have to set apart time each day to meet petitioners and to then pursue their cases with all the various departmental officers in the district. Some State Governments have even prescribed the minimum time that a Collector should devote each week to such jan sunvai or public hearings of individual grievances.

The State Government considers the Collector to be a major pivot for ensuring that public grievances and petitions are looked into and resolved properly by the various Government and semi-Government agencies and local bodies in the districts and that problems raised by local groups of citizens are got looked into and remedies worked out at the local level. Where there are complaints of corruption or irregularities, the Collector is expected to get them enquired into, and if the charges are serious enough, to himself enquire into them. Thus public grievances work dealing with petitions, and the conduct of enquiries, which was always part of the Collector's job, has significantly gone up both numerically and in importance. It helps the Collector to keep conversant with all the administrative problems at the local level, ensures that all other Government servants respond to the Collector's directions (failing which matters may be reported to the state government with serious consequences), and normally creates in the peoples mind some confidence that if an issue is referred to the Collector, it will get a better response than if it were referred to the DLO or local body concerned.

To paraphrase and slightly add to DS Mishra's (2006), a typical day of the Collector is filled with meeting the public (both individual petitioners and groups/delegations) to listen to a large variety of grievances and directing concerned authorities to do the needful, attending to court work related to revenue and land records and preventive criminal matters, chairing standing departmental coordination committee meetings to plan, monitor and review progress of different schemes/projects/programmes, conducting special



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meetings and discussions to sort out specific urgent implementational or coordinational problems or to plan for coming events or to prepare special proposals for developmental projects, carrying out inspections both of offices and of works in the field, attending public functions to maintain good public relations, issuing instructions and passing orders on court and office files and on the vast amount of correspondences received, attending to protocol matters, conducting enquiries in various matters, cultivating local sources of intelligences, conducting tours, receiving and interacting with visiting ministers, secretaries, heads of departments etc. from the state capital, going to divisional headquarters and state government headquarters for meetings, attending to numerous phone calls from various state level departments as well as from the DLOs, meeting local people's representatives, etc. In times of crisis like riots, accidents, disasters, special campaigns of government departments, conduct of elections etc. the Collector becomes even more busy and has to prioritise and postpone many other activities and tasks for the future.

Thus in today's parlance, the Collectors job is a 24 X 7 job – busy all the time. It may be added that the position of the Collector and his relations within the district with peoples representatives, officers and staff, civil society groups, various specific interest associations, common people, etc. are governed by tradition, conventions, precedent and long standing informal working relationships and practices. True, various statutes of Central/state governments give wide-ranging powers to the office of district Collector, who also derives various powers under rules, regulations, standing instructions and official orders of the various ministries and departments of the Central and state governments (and even verbal instructions from Chief Minister, Chief Secretary, ministers and secretaries). But the activities and roles of the Collector are vast and many a time not well defined by law or government orders. The position of the Collector involves a number of uncategorised and unconsolidated responsibilities that have evolved over a period of time. One legacy from the British Raj is that the members of the public approach the Collector as if he/she possesses the panacea for all problems in district level administration and city management whether related to essential services, or infrastructure, or development, or individual and group interest related issues – everything is considered to be within the domain of the Collector by the common people and the government seems to go along with this view. Even petitions meant for state or Central government are submitted by local groups to the Collector for being forwarded to the concerned at higher levels for consideration. Another legacy is that the Collector is deemed to represent the government at the district level and thus, to watch the interest of the government and to function as its eyes and ears and working arms. There may be a difference of degree from one state to another (and there has been some

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reduction in the formal powers of the Collector in some spheres over the years since independence), but by and large the Collector is expected to consider all aspects of governance at the district level as his/her concern.

A change in the Collector's position has come about due to improvement in telecommunication and telephony. For Collectors of the previous generations, it was not easy to quickly communicate with the State Capital. Not far back in recent past, often trunk call booked early in the morning did not fructify till late night and they had to be rebooked the next morning. Phones were seldom available in rural areas. So the Collector was used to dealing with a problem as it arose and then subsequently informing the State Secretariat. Now everyone has mobile phones with almost all areas connected. By the time a Collector gets to know of a local problem its news is likely to have reached both the State capital and the State media. Both the political and bureaucratic leadership then start asking for reports both verbal and written and giving advice and instructions about how to deal with the issue. So today's Collector is comparatively more prone to waiting for instructions before taking action or dealing with an issue than was the case earlier.

Chief Ministers/Chief Secretaries, and Senior Secretaries have taken to frequent video-conferencing especially with the district collectors often forcing them to cancel tours and modify tour programmes or to desist from touring so as to be available to participate in the video conference – and each video conference calls for preparation and follow up action by the Collectors.

Improved phone connectivity has also enabled the State Ministers and State level politicians to easily send political “desires”, directions and advice by phone to the Collectors. Thus such political interference has increased.

Better roads and air connectivity and greater availability of government vehicles has contributed to more frequent visits by administrators and politicians to the districts. Thus, today's Collector finds himself doing much more protocol work than his predecessor of a few years ago.

The Collector in a province of the British Raj used to undertake many tours and to camp and night halt in villages, often in tents. However, in the district headquarters there was an aura or awe of such Collectors meeting with whom used to be an event for the people. At some places a tradition developed of Collectors mostly working from their offices in their residences and they went to the collectorate only for court work or for some special purpose. Today's Collector seldom manages to tour and if so makes short tours mostly to the bigger habitations in his district and finds it a problem to meet his monthly night halt targets. While on tour, he remains in constant touch with

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his office and the State capital through his mobile phone. While at the district headquarters, the Government and the people expect him to be always accessible to respond to people's problems and to meet citizens.

However, one thing that has not changed is the fact that politicians have cultivated the knack of making different types of use of politicised and non-politicized civil servants. If an officer (Collector) is known to be more amenable to satisfying political desires and advice, he shall receive more such requests, and if it is known that the officer goes by rules and norms and seldom carries out political directions which are against rules/norms, then such an officer automatically seldom receives such directions. Even today, a good dynamic, sincere, hardworking Collector is respected by the public and even by the politicians, just as they were in the past. Bagchi (2007) has stated that the role of the Collector in the development process, and the spheres of his work largely depends upon each individual Collector's aptitude, personality and creativity. To that, we may add integrity. It is possible for each Collector to decide whether to succumb to the challenges or to make use of the opportunities that the post offers, whether to serve the district and its people and to deal with each issue on merits, or to succumb to vested interests.

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## *Views of Panelists*

### **Shri Ramesh C. Misra**

*Secretary, Department of Administrative Reforms, Public Grievances & Pensions*

Esteemed co-panellists and delegates.

I will touch upon two real life experiences that bring out the crucial role of Collectors' leadership and teamwork in the implementation of projects and administration of emerging situations at the district level.

I was the Collector in the Bolangir District, Orissa in the years 1985 and 1986 and during my tenure I had the opportunity to complete the land acquisition and rehabilitation work for setting up of an Ordnance Factory in a place called Saritla. This was incidentally the first Ordnance Factory in the State and Mrs Indira Gandhi, the late Prime Minister had addressed a public meeting at that place and had announced the setting up of this factory to usher in development in that area which had a substantial tribal population. By the time I had taken charge as Collector, precious little had been done to acquire land and settlement for the people to be displaced as a result of the project. A senior official of the Ordnance Factory had briefed me about the slow progress and the need to expedite this. I, though did not personally feel the pressure till the Member of the Ordnance Factory Board, Shri Bhandarkar, came down to Bolangir and gave me the final ultimatum and I remember what he said. "Mr Misra, I had spoken to the two previous Collectors. I was promised that land would be handed over free from encumbrance and the affected population would be resettled on alternative sites. But none of this has happened over the last two years. If the families are not shifted by the end of summer this year, the monsoons will start and another year will go by. So, we will be forced to shift the project to some other state and Orissa will be deprived of its first Ordnance Factory." So these words, I remember had struck me like lightning. So here was a situation where any bit of delay or failure would mean harm and loss to my State. From then on, I took this project in a Mission Mode and personally led the team responsible for the acquisition, compensation and resettlement. The land area on which the factory was going to be set up had several settlements spread across some forest and a very large agricultural area where rainfall was scanty and the land yielded a single crop in the year.



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So the biggest challenge for us was to convince the local people to shift to the alternative location. The Government had sanctioned a rehabilitation package which included compensation for the acquired land, alternate homestead land and monetary assistance and materials to build houses. The government had taken responsibility for providing roads, tube wells and schools. Despite all this the people were not willing to move. At the same time a similar resettlement was going on another District called Balasore, for setting up the Interim Test Range which ultimately had failed in that district. So there was organised opposition to this project from the population. However, the situation in that District was different since the land there was very fertile and people stood to lose from this shift. In the District where I was working, the situation was the reverse and people actually stood to gain a lot from the resettlement but the deterrent here was that some vested interests who wanted to incite trouble and create roadblocks in setting up of the factory.

I decided that the best way of convincing the people was to establish direct contact and communication. Along with a team of officers I went from house to house explaining the benefits of the project, allaying their fears and apprehensions, and making them see through the false claims being spread by the local negative elements. The conditions in which I and my team were working were adverse to say the least. The temperatures in the district were ranging from 45 to 47 degree Celsius and since we had morning office in those days, the household visits would take place in the afternoon and I must make mention of my team including the Sub Regional Officer who was a young IAS Officer on his first posting. He showed great passion and commitment and gave me support. One interesting thing that I remember was that the District Superintendent of Police in the meanwhile informed me about the continued campaign by the local elements against the project. The SP was against the use of any force in the district. He met me and said that if the District Administration was considering any such possibility, the District Police was not going to cooperate. And my response to him at that time, still makes me feel very happy. I said that “howsoever difficult it may be, we do our best to convince the people and pursue them to accept the rehabilitation package, but I can assure you that I would not even ask for your forces even to standby and that eventuality, I would never allow”.

The road was very tough and long but we finally started witnessing some change in the attitude of the people. Those days, Late Shri Biju Patnaik was the leader of the Opposition in the State. He was making a visit to the districts of Bolangir and Kalahandi and we had learnt that some people were planning to take this opportunity to agitate against this project during his visit. If he were to support them, it would have meant any success difficult to achieve. Therefore, I decided to meet him. I explained to him the benefits of

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the project, the features of the rehabilitation package, our commitment to the Ordnance Factory and the concern for the displaced people. Lucky for us, his focus and vision were totally on the welfare of the State and he assured his full support to us. He asked us to see if the package could be improved a little further. As a result of our meeting, Shri Patnaik kept his word and asked people to cooperate with the administration and that worked wonders for us. So because of the persistent efforts of the team and my continuous monitoring and supervision, people started moving and we gave all possible help.

The Member of Ordnance Factory Board met me later on a rain-washed morning. He thanked the District administration and said they would begin work. Then on my advice he himself visited the site and on his return in the evening he told me, “I could not believe my eyes, you have achieved a miracle”. Shortly thereafter, I was selected as a Pearson fellow and I went to Canada for a year and believe me, I could not visit the district for a long time and thereafter, I finally visited the district in the year 2000, 14 years after this work was done. And I went to that place and I saw the Ordnance Factory which was already working and the township and this time, I too could not believe my eyes.

I will come to another real-life experience before I tell you what I learnt about working as a Collector. There was an unexpected high flood in the river Mahanadi, which is the biggest river of Orissa, in August 1985 and a tehsil which was known as Mahajrapur was completely cut off. So I went to the Sub Divisional headquarters along with the Sub Divisional Officer (SDO) and Chief District Medical Officer and a few other District Officers. We stood near the bank of the river which was in full flow. We discussed how to cross the river and go to the other side to supervise the relief operations. We received messages that the block and tehsil offices were not able to organise relief work and were facing harassment from local trouble makers. We had only two country boats and a trip in these boats in the massive and swelling waters of Mahanadi was quite risky. So the SDO pleaded with me to give up the idea of crossing the river and wait. But I was restless because relief in that time of natural calamities is a major responsibility of the Collector of the District and I must discharge that duty. So I told the SDO that we must take the risk. The Chief Medical Officer who was one Dr Choudhary, was very smart. He said that “the Collector is right and we need to take that risk otherwise the district administration would be defeated”. I had so far not noticed this decisive senior district level officer and finally we went in the boat. The journey was very risky, as we reached the middle of the river, there was strong wind, there were swelling waters all around and the boats were rocking. The boatmen were praying to their family and village deities while rowing. We made it to the other bank and for three days we camped there in that area supervising the

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relief operations and the police gave full chase to the trouble makers who were creating difficulties in the process of administration of relief. I remember Shri K. P. Singhdeo, who was earlier a Minister in the Central Government, was then the Member of Parliament of that area. He came and drove to that area knowing about this natural calamity and he talked to the people and later on met me personally. He was told by some villagers that the Collector and a few other officers came swimming over the flooded river to this side. He came and complimented me. My reply was, “Sir, I cannot even swim in my village pond, what to speak of river Mahanadi. I just came in a country boat that was no doubt rocking in the waves and in the wind and that is all about that and nothing beyond”.

Obviously many of you must have gone through similar experiences in your district postings and must be going through right now. In tackling emergency situations or in implementing the projects, the Collector’s “leadership” to build up his teams, involving other district level officers and respecting them for their work and their contribution is important. He must be accessible to people even though it may mean a loss of privacy. A crisis situation or natural calamity or law and order problem, need urgent tackling and very sound reflexes. Another point, which I learnt as a Collector, is not to try to show off his IAS superiority. In the districts, there are experienced people from the State Services who know the field conditions very well. The support of the political leaders is again a great morale booster and the Collector must always try to obtain a modicum of support from the political parties in the district or in the State in implementing the development programmes.

I came across some very pertinent lines from a classic talk on district administration. I just quote from what I read. “It would certainly be a mistake for the district officer to regard the district agricultural officer or district inspector as a low form of life and not of adequate status for the district officer to take counsel from. This is a very foolish attitude. It is not only wrong and it not only leads a particular officer to a state of isolation from the facts of life and administration. It can also seriously damage the function of administration itself for which the officer is responsible.” The times have changed and things are no longer the same as they were in the 80s when I was in the district and many of my colleagues and friends were in the district. But the need for personal leadership in position of Collector remains unchanged. I have also faced that one-up-man-ship part of collector can have a very disastrous attitude. The team work is the only way and to form teams one has to give up personal ego to a very large extent.

Collectors today, I admit, are sometimes working in very difficult situations, particularly, in the districts affected by Left Wing Extremism. The

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abduction of Collectors in Orissa and Chhattisgarh in the recent past is a matter of grave concern. I can only compliment the officers who work so well even in these conditions. But today, even the opportunities are also more. The communication network is fully established. Application of ICT tools in district level official public service delivery systems is actually a reality today. There is seamless flow of information. In times when we were Collectors we did not have any support of technology. I remember as Collector I had to book an STD call to the Secretary at Bhubaneswar and the call materialised after a few hours, if I was lucky enough and for sending an urgent letter I would depute an official as a special messenger who would take an overnight bus and reach the Secretariat at Bhubaneswar the next morning. On the other hand, we probably had some advantages. I personally feel that we dealt with less interference and better functional autonomy, whether right or wrong people had instinctive regard for the collector. Even a fully charged crowd would think twice before touching or manhandling a Collector.

I am sure, the present-day Collectors are working in slightly different social milieu and their jobs have become more difficult. So in some respects the situation has become more difficult but in some other respects the things are better. The most important areas of improvement are in the application of technology, e-governance, seamless flow of information and data and finally, a much larger scope for innovation. Now innovation is an area which was not highlighted much in our times. Even people who were innovative, even they were not consciously aware that they were innovative. Now they are being made aware that they are innovative and need to be innovative. The working conditions and attitudes earlier were traditional.

As Secretary of the Department of Administrative Reforms in the Government of India, I could study some innovative practices in the districts while considering them for the PM's awards for Excellence in Public Administration, which we conferred on the Civil Services Day. I have been genuinely impressed by the innovative thinking by the Collectors. People with highly specialised qualifications have been joining the service. Of late, there are a lot of Engineers and Doctors which was not the case in our times. In our times most of the people were from the humanities and Social science background. This is a new trend of recruitment, I do not know if it is good or bad. I personally feel that this has impacted positively in the innovative practices in the field. I would like to give just two examples.

Dr. Samit Sharma, the Collector of Chhitorgarh at that time in Rajasthan had achieved so much success in introducing generic medicines in the state of Rajasthan starting from his district. And today it is considered an idea which should be implemented throughout the country. As he was a Doctor

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and he had found interest in his area of specialisation, he could make wide research about how cheaper but equally effective medicines should be made available to the poor. So, he could do so much in that area.

I came across another such innovation of Mr. Vijay Singhal in Maharashtra. He conceived a river-linking project in his district, as he was a Civil Engineer and he could think of that when he visited the district and he found that some pockets of the district were very dry and some pockets were getting more water. So, he thought there should be a grid to connect both. But let me say that the scope for innovation is very large today. You have a District Innovation Fund which gives a corpus of One crore rupees to the District Collector. This fund can be used for filling of several gaps in the execution of big projects and there is a marked improvement over the situation in comparison to the previous years.

These are some of the points that I thought of making from my personal experience. And I hope I have not bored you much because it is better to learn from one's life experience. When I had the opportunity of being a District Collector, I thought that it is better to talk from my experience rather than collating ideas from various books of public administration. But let me also tell you that the background paper that we have circulated gives a wealth of information about this very time tested institution. This is an office full of responsibilities and challenges since the East India Company rule. Lord Cornwallis introduced this institution of the District Collector. This has gone through massive changes and upheavals. The Second ARC had given so many recommendations which have been also dealt very well in the background paper. I do not want to go over those points. It is also time to review the responsibilities of the Collector. I do not think it is required to make him head of all sorts of district level committees running into 100 or so. So, one has to cut down on the overload and a more realistic framework of responsibility must be put in place.

But, I would continue to emphasise that the personal leadership of the Collector is the most important hallmark of this office and the Collector cannot afford to run away from any situation in the district. He cannot hide behind the doors and I have seen people hiding literally behind doors when they were called upon to face a difficult duty but sometimes the nerves have not been with you. Situations have come when Collectors have fled from the district. It is recorded that they have run away from the districts, they could not face a very difficult or unexpected situation. So, he must put his best foot forward in all situations. Obviously he must inspire, he must motivate and then the Government has to give them all support in developing leadership schemes.

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The one critical factor in performance of the District Collector is the security of tenure and I am encouraged to make this point when my esteemed colleague and good friend Shri PK Mishra, Secretary, Personnel is also here. He is aware of this issue. This applies to all positions of Government that people should have decent tenure to effectively discharge their duty and give outcomes to the Government. This is of particular relevance to the office of the Collector since it is a key position in the governance structure in the field administration. You might be aware that Paul H. Appleby, the well-known consultant in public administration, had submitted his famous report in May 1953 to the Cabinet Secretary in the Government of India when he had counted India to be one of the dozen Governments in the world which had a very good governance structure. I just quote from one of his observations which is about tenure of the public servants *“One of the most difficult of the conceptions is that of permanence and security for the civil servants. Anyone who knows anything about administration of difficult and complicated institutions knows that continuity of personnel is of great importance and that heavy turnover is costly in money and more costly in effectiveness”*.

These were the points that I wanted to make. Thank you very much for your patience.

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## **Shri P. K. Mishra**

*Secretary, Department of Personnel & Training*

My most learned friend, Ramesh Mishra has already spoken about the issue of the District Collector. To add to that, you know that the collector's institution started as a part of the rule of the East India Company and really it was to establish British Rule in India. The District Collector started as a colonial agent, so to say. Perhaps the first task was to actually establish the British power in the country and it was a very small close knit team of the collector. In some cases he had police powers too because there would be just a Deputy SP of Police in the District. In other places, they would have an SP. So his original functions were to establish the British power and to bring in British laws to control the population as per British thought.

Thereafter came revenue functions, which were basically to establish rights of farmers on the land firmly so that the land revenue could be collected effectively because if you do not have rights on land, you cannot pay. And, it actually evolved from the time of Akbar when he divided India into Sarkars. Sarkars were something like districts, but not exactly like districts. So, the evolution is gradual and as India developed, and the political system started evolving.

In fact, the office of the Collector was created on May 14, 1772, where a regulation was passed by the East India Company, which said, the company having determined to stand forth as the Dewan, the supervisors should now be designated as Collectors. And, as things changed, as the Montague Reforms took place, the institution of the collector became somewhat different. Firstly, a Civil Surgeon or Head of Medical Services was brought in, the education departments were created in the state. In the beginning, income-taxes were also collected by the Collector, but as institutions evolved, and complicated processes of a technical nature started becoming important like, complications in income tax, and so on, the Collector was divested of those powers and these were given to different Departments which were created by the Government of India.

In 1853, Lord McCaulay observed in the British Parliament that this was the most important assignment in the Civil Services of the Crown. The District Collector was District Officer, the district assigned to him, being about the size of one of the four provinces of Ireland. As the institution evolved, other functions started becoming important, from establishment of the Crown, it devolved towards welfare, and there were no funds at that time too, for people to really cater to welfare. A lot of the Collectors did welfare activities, on their own, with no money coming from the Government. This is in the form



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of encouraging the local landlords, or the big people to contribute, and make public works, like roads, highways, some even created small dams, but this was really their own. This is not an assigned function but many Collectors did it on their own because of their feeling for the people and as they got more involved in the administration.

As time has changed, and after Independence, many other functions were devolved on the Collectors but then they were taken away. For instance, most of the Panchayati Raj functions were taken away by the 73<sup>rd</sup> Amendment to the Constitution. The Collectors had to do so many things. Even today, I think the Collectors are enjoined to do so many issues. Somebody was telling me that there are 353 schemes running in the districts. I have not made an inventory, but I suspect it would be something of that order. Now, I sometimes wonder, how can one person remember one thousand schemes, and the intricacies in those schemes? This is rendered more complicated by the levels of political participation, which has gradually increased and has become far more important in governance as a whole. Then there are the new social movements, civil society movements, the Right to Information Act for transparency, etc. So, the times have changed quite a lot and as India tries to catch up with the rest of the world in terms of modern concepts of governance, the role of the Collector has evolved and changed. But I do not know how many of us have actually noticed that change. In the old times, there were no applications under the Right to Information. Everything was secret. Nobody knew what was happening. There was no real civil society to speak of. The press was also very small, and in the districts, especially, backward districts, where I worked for instance, there was hardly any press. There was no paper; there were no civil society groups; except the small, handful of lawyers in the District Court. Nobody else had anything to say on any issue. But today, people have their issues, they come to you, and there are civil society groups.

I will not dwell on how much work a Collector has and what are his functions. Most of these have changed, and I do not know whether I am really in tune with the present. But I do know that there are so many schemes, where it is impossible to count them and you have to perform a lot of functions. The Collectors would probably know far more than me. But, let me say a few things that are required, for a good Collector, and of course you can argue with me on this because this is based on relatively old virtues, which are still important, I think. Because, beyond the technicalities; beyond the computer literacy; and beyond the understanding of schemes, there are certain things which remain endemic to the office of the Collector or the institution.

Firstly, the Collector is still regarded as the Head of the District, in spite of all the changes in the Constitution and in spite of all the changes in the

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laws. People still regard him as the Head of the District and he is also regarded as the institution of the last resort. If something drastic happens in the district, the Collector mobilises the machinery in the District to attend to that, whether it is a natural calamity, or a man-made calamity, whether it is an accident, or whether it is floods, or whatever. If there is an outbreak of malaria, or typhoid, or something, the Government wants the Collectors to take the lead. So, what is required is leadership. Beyond all other qualities, a Collector has to be a good leader and to be a good leader, one necessarily has to have wisdom and you have to understand people. If you don't understand people, if you cannot understand the motivations of people go behind it and use them effectively, you cannot be a leader. So, the first issue about leadership is, understanding people, understanding the characteristic and understanding almost all persons who are closely associated with you in the district administration and those crucial to running the district - about their strengths and weaknesses, their plus points and minus points.

Leadership also involves wisdom. You have to coordinate with a large number of people, and many political people and may be public representatives. So, you have to have wisdom to deal with each person in the correct way and therefore, you do need courtesy. The power of the Collector is established by law and by the Government. You do not have to assert it. It is already there. Nobody can deny you that power, nobody can take it away. If one does it properly and with courtesy and yet with firmness, it will take him a long way. A lot of the inter-personal clashes with politicians occur because of this lack of courtesy, a lack of understanding of the political viewpoint. Therefore understanding the political viewpoint is very important, you cannot be a successful Collector unless you understand the political viewpoint. It is one thing to say that we are civil servants; we are not supposed to indulge in politics. We are not supposed to actively become politicians but we have to understand politics. We cannot shy away from that fact because politics in the district is very important for everyone. So, you have to understand that without indulging in politics. I think nobility in thought and action is important. People will not admire you, will not consider you a leader, unless you have the basic innate nobility in you and you have compassion, understanding for people. Nobility brings compassion and understanding. Suppress your ego and try to understand people, try to be noble in deed and in thought.

Next is to have knowledge of the programmes and schemes. So, the first thing a person who takes charge of a district as Collector has is to see that he spends the first fifteen days of his tenure in understanding all the schemes operating in the District, by asking each head of department to come and brief separately. There are things which you will not understand by just reading the

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Government orders but by talking to the people, the heads of those Departments.

Knowledge is power, and therefore, I think it is very important that Collectors, when they go to the field, try to understand from the law & order viewpoint. In the good old days, there were very good systems and the Collectors used to leave a charge note which describes each important personality in the District who could influence the district administration, law and order, or any other kind of work. I have seen charge notes starting from 1869 in my district, since its creation. Each Collector left a charge note and it described every important person who would matter in the district. Obviously many of them died by the time I became Collector. But the latest ones were still alive and the descriptions were very apt and pithy. That helped a lot. I do not know whether they still have this tradition.

Tenures of Collectors have also come down so much. It took me one and half months to write the charge note. But then I knew one and half months in advance that I was leaving the District. Now Collectors have very short tenures. We have strived to make it two years by issuing notifications. But it is for the states to implement it. So, understanding important personalities of the district from the law and order viewpoint is very important. If you do not have the charge notes, it is better to get brief from the Superintendent of Police and by the concerned SDMs and ask them to bring forward a list of important people; what they do and what their qualities are.

As far as the new challenges that Collectors face, I would like to mention a few. Firstly, the plethora of schemes and one has to really grapple with many issues which one do not have time to grapple with. There are increasing demands from various sections of society that the Collector should be available all the time and he should welcome VIPs in the district and so on. Every task takes time, the protocol duties, and civil society groups, and so on. So, how do you actually deal with these issues? In my view, removal of corruption should be a top priority for the Collector.

Number two is transparency. If you are actually bringing transparency by displaying as many things on the website as possible, it will help to narrow down the gap between the people and you. One of the things that we are thinking in Government of India is to put the frequently asked questions on the website. If somebody needs some information and it is already available on the website, you can just direct them to the website. Transparency helps to reduce corruption, it helps to reduce misdeeds or malfunctioning of the system. One needs to bring this about in an effective way through the use of IT.

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What should the Governments do? For a start, the Government should study what all a Collector is supposed to do and then make recommendations on how he can be made more effective. For instance, whether some functions which are not really necessary should be devolved upon others. Nobody actually wants to curtail his power but if there are some functions which are actually not critical from the governance viewpoint they can be devolved. And, secondly, there is need to analyse what comes in the way of better performance? Is it too many protocol visits? Whether the Government should think about changing this system of protocol? Is it because of too many meetings? Are they just busy with meetings so that they cannot do anything else? The programmes could be combined into a few meetings. This is something that the Departments of Personnel and Administration Reforms of the State Governments really need to do. The different kinds of functions those were devolved upon Collectors and maybe even at the Centre. We could commission a study to find out exactly what all Collectors are supposed to do and how can they be effective. The institution of the Collector is so important that if they become ineffective overtime, the institution itself will decay and it will vanish. We must study the current role of the Collector and this has to be not just a simple study but it has to be diagnostic study - not to list the number of functions and what he does but what can be done about it and what changes need to be made. What changes need to be made in the interface with the political system? What changes need to be made in their interaction with the State Governments? If we can fix all these issues there would be more effective Collectors and probably better governance.

The other thing, a little more than the Government can think of, is the performance-related scheme. There is a lot of debate about whether this should be there or not but the Pay Commission recommended so. I think we have reached a stage where we need to have this. In the Central Government, we are trying to bring about this scheme that one would get a bonus for better performance. This kind of a bonus would be linked to performance and to whatever savings that one can bring about in the Government. I think the states should think about it. This is not new in Government. In the implementation of the seven point program which then became the twenty point programme, it was linked. Some did very well in family planning because that was the buzz word at that time and so people who did very well in family planning got some special allotments and so on. But it was sporadic and depended on the Chief Minister of the State Government concerned. I think we need to institutionalise this over all of governance and performance related incentives should be given because not only is it a recognition of good work but it is also compensation for hard work.

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Thirdly, we must ensure that Collectors stay for a fixed tenure. I can understand one or two stray cases where people are shifted because of some reason, but in a vast majority people should not be shifted, people should stay and State Governments must realise that Governance suffers. This is something the State Governments have not realised in some cases and it is very unfortunate because the governance of the country is suffering. Running a district is very different from running a Secretariat. While running a district you have to understand the characters, the geography, the problems, etc. There is need to know where the canal system is good and where the canals are working and where it is not good, and that itself takes at least six months. Running a secretariat is different. You come there and you will see the rules and files. You try and change some. You take feedback from the Head of the Department and the collective wisdom of the directorate on various schemes and then they come up with some ideas and you examine them. It is not about people, it is about some schemes or ideas, whereas running the District is about people, the political class, the business class, the press and so on. So why should you change the collector after six months. I mean that is actually probation for a collector. I am of the personal view that about seven to eight years of service is the right time for a person to become a Collector. You must understand the system of governance, you must understand the people, so just pushing in a chap after four years of service when he has barely done two years of actual work and two years of training in the academy is a bit tough on the person and they tend to make mistakes. Of course, people are faster today, they are more computer-savvy and probably learn faster but nevertheless to learn things about how people behave and so on, human emotions and motives take a little time. So I feel that the Collector as an evolving institution will keep on changing but I think we need to keep pace with the time and I think we need to change our perspective on life and also we need to work more.

In the earlier times, there were very few schemes but everything was laid down to the last step in manuals. We had the revenue manual, land reforms manual, and so on. Every step was known, such as how to measure a field. We went to Kananga School to learn how to measure land. Today, I do not know whether all this happens, but the fact is that if you have so many schemes and you have different things to do, either you need little more training or little more wisdom, and understanding of the Government, to be effective. So, we need to find out how to make collectors more effective in today's environment with all the changes in governance and I think the collector will remain important at least for another 50 years in this country because until we are able to establish the Panchayati Raj Institutions on a firm footing. And one more thing is that the Collector will remain the person of last resort and that makes him indispensable. We need to keep this in view in the

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Government and try to find ways of making the Collector more effective and a better administrator.

Well, these are some of my thoughts and I am sure the others, people who are in the field today, will be able to share their experiences as well.

Thank you.

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## Shri Vikram Chand

*Senior Public Sector Management Specialist,  
World Bank, New Delhi*

Coming from outside the bureaucracy, I look at the institution of the Collector not from the point of view of administrative history but from the point of view of its delivery of goods in terms of development. I was reading this excellent book by James Robinson and Daron Acemoglu, '*Why Nations Fail?*' He talks about extractive institutions. The *Ottoman* Empire was an extractive institution, the *Mughal* Empire was despite its great achievements was an extractive empire and in a sense, the British were also an extractive colony building set of rulers. I use extraction in the broader sense. Why law and order are so important, so you can extract farmer's goods, revenue this kind of thing and of course this continued right into the 30s. The Imperial Training Preference Scheme was essentially intended to prevent industrialisation in India. Tight monitoring policy, which is why the Birlas were so upset and sided with Gandhi during the Independence movement. So in a sense at the cutting edge was part of this vast extractive structure represented by colonialism and you could make the case that the Mansabdar in the Mughal Period, in a sense, also represented that impulse to extract.

Today the collectors are very different kettle of fish. The Collector is meant to be a transformational leader, seeking to promote development. It is a sea change, yet the institution has survived. Obviously, there has to be something good about the institution. I have just a few thoughts on the role of the Collector and I will share them for whatever these are worth.

The first thing is about just travelling in districts looking at developmental projects. The sense that the collector can fix it all is actually an illusion. The Collector cannot fix it all. The impression I get of most collectors as I travelled to many districts across the country is that of a person struggling to balance the competing claims of PRI institutions, line departments, and politicians. Occasionally drawn into a crisis, flood relief, that then takes over 100 percent of his time buffeted by trends within the district which really lie beyond his or her control. So in a sense the Collector is in charge yet the collector is not in charge. And you know the famous authority-responsibility gap and I feel sympathetic for the Collector. The poor man does not even have six months in some cases as a Collector. So we really need a rethink and the first issue is that the collector as the head of administration. Yes manifestly so but is he also a hands-on administrator? I am not so sure the collector has to be a hands-on administrator with every finger in every pie.



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In the ARC report, I found it rather funny because there is a long list of functions that the collector is supposed to perform and it adds up to about 15 functions. Then there is another list which says that this is what the collector should do in a reforms scenario which has 13 functions and you are just thinking that is knit-picking. You are not getting serious about what to do.

This institution needs drastic pruning and the only way to prune the Institution is to give the Collector a certain exalted status as the head of the administration. I like this idea of the institution of last resort and that ties up with the idea of Collectors as moral leaders in the district. The collectors are transformational leaders. I think that is a better way to think about the role of the collector. Now the collector in that sense represents the benign face of government in the district. He stands apart from the administration yet is part of the administration. Now, in that context the collector should set an example.

The Collector's office should be paperless it should be courteous, and so on. I think courtesy is a pre requisite in any job of this nature. It should be adequately staffed. The Collector should represent the best impulses of the administration focussing on institutional strengthening, building systems, promoting RTI, tackling corruption, grievance redressal in a serious way and in that sense you have a collector that has a certain status, yet does not get too involved in the details but on the other hand represents a transformational benign face of government to the district motivating his officers to give off his best to the inhabitants of the district.

As regards the issue of relationships between different institutions in the district, there is no doubt that the real issue is coordination and integration. When you have 300 plus schemes in a district, line departments need inputs from their field offices or the secretariat rather than the collector, one might have a sense of vertical loyalty and horizontal animosity and the only way that can be resolved is when the collector is empowered to coordinate and integrate. The district planning process is rather weak with exceptions like Kerala and Karnataka. In a sense, it is left to the Collector to really articulate what are the priorities of the district. There should be five or six simple priorities and go after those. The only way you could get e-Sewa successfully implemented in Andhra Pradesh was because of the political will to compel the departments to migrate to a horizontal arrangement to deliver services. The same thing was with the Bangalore One task force which did a great job of coordinating activities of agencies in a particular municipal space Bangalore.

The ARC report talks about monitoring and the importance of monitoring. I think there is a problem with monitoring. Take the example of monitoring a Primary Health Centre. There are about 20 formats that

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somebody has to fill up. We really have to get away from this checklist mentality of monitoring and if you can pick a few key indicators of what you are after and monitor those aggressively and hold people accountable to that, then monitoring works. But if it is just of monitoring each department, filling out 20 formats and then migrating that on to a management information system, I think that does not work. You cannot go to an MIS with 20 indicators and people cook up data and just because it is put in an electronic format it does not make it any more true. We could be a little more sophisticated in the way we think about monitoring.

There are certain externalities that have to be taken care of and let me mention one of these, the natural resources. It is clear that we are facing a massive crisis in this country of environmental degradation. If the lands are barren, rivers polluted, lakes are drying up, your water table is shrinking, and somebody has to do something about that. There is no doubt that the State Pollution Control Board or the Forest Department are not effective in dealing with these issues, so collectors have to really look at the externalities that cut across Departments and address those on a priority basis. There is quite a long list of things that one would want to see from a collector from a development perspective.

Let me conclude by saying that none of this is possible unless we empower collectors. It is of no use talking about being a born leader, transformational leader. Looking after the externalities, horizontal monitoring, etc. is not possible without actually empowering the Collector. And there is the atrocious shrinking of tenures. Though the DOPT had issued a gazette notification in respect of tenure of collectors long back, many States fail to concur. Only after such concurrence would it come in to force. I do not even know if the DoPT is actually monitoring those tenures. They have the power to do it because you are getting information on transfers. DoPT could systematically monitor this, for instance, by seeking and compiling information on the average tenure of a Collector in a given State and placing that on the website. If that is available and you are pushing states with this kind of data, you might have some results. Because, it is of no use putting a collector in there for one year.

Next is the issue of collectors having disciplinary powers over line Departments. That would strengthen their capacity to discipline line departments. So I am just putting that on the table. I do not know if it is a good idea or not. I am sure there are lots of complexities but I am just pushing that on the table. Then the issue of burden of protocol Secretary, Personnel was referring to this.

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For the proliferation of schemes for the complexity of the District governance in India, obviously Collector is not responsible. So, the larger agenda of administrative reforms as it applies to districts remains important. Simplification, consolidation and rationalisation of schemes, linking, focussing on tasks rather than the schemes, is important. In respect of the issue of experience, I do not really want to say much. It does strike me that the kind of enormous burden that collectors have, a young person with some energy is better, but on the other hand given the sensitivities involved in governing districts and the need for experienced persons are necessary. Some years back, Tamil Nadu for instance had very senior collectors when I was conducting some work there. I do not know if that is true or not now. Of course, Tamil Nadu had done particularly well on the Human Development Index, emerging as number three and beating Karnataka, pushing it down to five, thanks to an emphasis on the Mid day meal program and things like that.

Finally, let me just conclude with the issue of political leadership at the State level. The decision on empowering the collector partly vests with the political leadership in the State. There has to be an attempt to sensitise politicians to this. Then there is the issue of cadre management. It is a mix of things, political support, empowering the Collector, assured tenure, better cadre management, etc is the key to motivating the Collectors.

Thank you very much.

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## **Dr Nivedita P. Haran**

*Additional Chief Secretary, Government of Kerala*

Respected panellists, friends, collectors and others. We all know that the collector's posting for an IAS Officer is actually the pinnacle of his/her career. That is the best and coveted post that we hold in our careers. However, over time the post has undergone a lot of changes. Have we moved with the times? I just want to delve on that. A lot of things that I would want to have said have already been said by the earlier panellists and so my work gets easier. So, I will be very brief.

I would like to put before you five issues which I think need to be kept in mind and need attention, especially because the secretaries of Personnel and Administrative Reforms are both present here today.

First and foremost is the use and application of technology in our day to day functioning. I was reading a report, an assessment done by an external agency for selected districts and government officers in India over the last six months. They have mentioned in that report that not even five percent of the potential of the technology that could have been used is actually being used by us and this is in spite of the fact that we are getting more and more technocrats in the Service. We are getting more and more engineers and technically competent persons into the Service. We are still using technology for very simple purposes, just for typewriting, just for keeping records, just for making lists of items, etc, and manipulating those lists. But we are not using it for a purpose, which will ensure that the work of the Collector gets more streamlined and simplified. I have seen the Public Grievance Cell when visiting Collector's offices. It is always there at the entrance point, the "May I Help You" counter. When you go in, and enquire about what is happening there, you come to know that they are keeping a list of the petitioners that come there, pass it on to the concerned persons and then that is it. There is no follow-up, the person who comes to the office has to come back again and again and there is no remedy for it. Is not technology meant for that purpose? Is not technology meant, at the end of the day, to improve the services delivered to the people? Is it happening? I feel not.

Secondly, as the earlier panellist mentioned and I really want to lay a lot of emphasis on that is about the Line Departments. I was Revenue Secretary for six years, just before I moved to Personnel and Administrative Reforms Department. I got tired of hearing at Collectors' conferences that more and more responsibilities, more and more new Acts are being framed

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with Collectors as the Statutory Authority. Yes, the Collectors will perform, but the Collectors are human beings and if the Line Departments do not perform their role and these Departments are not controlled by the collectors. Leave alone disciplinary action, even the authority of calling them and asking questions, and placing them under suspension is not given to the Collectors. Then how can they perform? Collectors do not perform in isolation. Collectors perform as the team leader, and as was said again and again, they have to exhibit good leadership qualities. Now, can those qualities be exhibited without having good team? Without having control over their team members? I think the Line Departments also have to be enabled. I have seen in many Departments, and some of these, I think, are existing merely for the sake of existing. They are not delivering, and the Collectors are unable to control them to deliver. Now, if that is happening, there is definitely a big problem somewhere.

Thirdly, I believe that after education, health sector, and employment, the fourth sector, where the Collector's responsibility is extremely important is land and land governance. Land governance should have become simpler, much easier with modern technology. But unfortunately, it has not. In fact, it has become more complicated. Records have become even more badly maintained and we have not attended to it. As many of you know, there is the National Land Record Maintenance Programme (NLRMP) of the Ministry of Rural Development. But except in fits and starts in a few districts, few villages or few *taluks* here and there, we are way behind in implementing the NLRMP Programme. The basic aim of the NLRMP Programme is to ensure that the land records are computerized, are tamper-proof, which is extremely important. The Registrar's Office, the Survey Department and the Revenue Department come under the same set, which has not happened. Until that happens, Collectors will not have verifiable, verified and reliable land records. Unless the Collectors have good land records at their disposal, they will not be able to function. Therefore, I would say that maintenance of land records is probably one of the most important activities of the Collectors. In other cases, you are actually guiding and leading the other Departments. In the case of land records, you are the sole authority, because you are the Revenue Officer. Therefore, I would like to lay emphasis on that and I would also like to mention that recently the Rural Development Ministry has issued an instruction in this regard that the training of the Collectors and the Probationers who come in have to lay emphasis on land records maintenance. Because it is in the first ten years of service that the Collector handles land records and thereafter it is not that much. But we are not giving enough emphasis to that and by not giving enough emphasis, we are leading to a situation where public lands are being encroached, people's records are being tampered with, people are facing so much of harassment, and they are not able to solve the problems.

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The fourth issue is training. After 1991, I think our training should have undergone a quantum change, which it has not. In our time, when I was a Collector, in the early 90's and as the Secretary mentioned in the '80's, situation was different. After 90's, a lot of changes have happened, and those have not been taken that into account while we train our Collectors. The content of training the Collectors, the methodology of training the Collectors, has to change. This is relevant not just for the induction programme but also for the in-service programme. I have often been mentioning that some of the contents of the in-service programme are also probably outdated. Induction programme, of course, a lot of it is out-dated. We need to change that, we need to train our Collectors in new areas, in technologies, in methodologies that are modern, that will be used by them in the future but we are often not doing that.

Finally, I would like to highlight about the need for up-dation of laws, rules, manuals, etc. I do not know about the other States, but I find that even in Kerala, where we accept modern techniques very quickly, many of the manuals are still continuing from the 70's and 80's. The Revenue manuals, the training manuals, the disaster management manuals, these all have to be updated. They have not been updated. They need to be updated because these are the manuals that our Collectors refer to when the time comes. And unless these are updated and made up-to-date, the Collector would not be functioning in his full form. A very simple example is the Disaster Management sector. Disaster management in our time was relief-centric, now it is not. Now we talk about preventive measures, mitigating measures. But the Collectors are not being informed and told about it. We still have issues where we allow encroachers on river-beds, and we do nothing to prevent it. These are areas, which need to be included in our manual and these are not there in our manuals with that much of importance and therefore these manuals need to be updated. Then the Land Reforms Manual. We had land reforms in some states, in Kerala very much so, but then, we had passed that phase now. We need to now enter the next phase and what is it that the collectors need to do in the next phase? They do not have any idea. We need to update them. I think that is one of the key areas. I believe that the discretionary powers and corruption are very strongly related, and the discretionary powers can be very clearly emphasized and mentioned only when the manuals and the rules are updated.

Finally, the issue of dealing with elected representatives. I think, times have changed. In our time, probably, during my tenure, I would not have had calls from the Chief Minister. I could count on one hand, how many times he called me. But now things have changed. There are states where, the Chief Minister calls on the Collector directly, probably even weekly, if not daily. If that is so, we need to know how the Collector should deal with it. How does a Collector respond to it, how does he react to it? When the Revenue Minister

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calls, what is it that he needs to attend to, and how does he respond to it? We have Collectors who say yes to everything, we have Collectors who explain, but then not every Collector is the same, and not every Collector is taught to be the same. Therefore, I think there is need, a greater need to ensure that we have to update the Collector's training. They are left in the field and told that they have to be good leaders; they have to learn to empathise; but they are not just there to empathise, they are also there to implement the law. They are statutory authorities. They are caught between the administrative superior officers on the one hand, and the courts on the other. We have had so many cases, where the courts have pulled up the Collectors, where the courts have passed strictures against the Collectors, but these are issues that we need to really address. And one of the things that I would like say before concluding is to change our training modules and our training attitude. It is not just through classroom discussions that we learn. Let the collectors go out and observe, and learn.

These are the points that I wanted to mention. I just want to end by saying that land and land records are something that all of you need to handle as Collectors. I cannot help but to mention that all of you need to have this database of public lands, which, many of the states do not have. The basic land bank of public lands is absolutely important, if you have to avoid the kind of scams, and problems that we are having in the present times. The second is the protection of our rivers and the river banks, and forests. Again that is an area where the Collector is not directly responsible, but then to the extent that it is public lands, river banks, etc. Collectors are responsible. Therefore please ensure that our river banks are surveyed, digitized, the lands protected. Thirdly, of course prioritization is important. I think, times have changed so much that collectors have to realize amongst those one thousand projects and programmes being implemented, what are to be prioritised. After all, you cannot humanly work by giving equal amount of importance to all of them. So, what are the priorities for a Collector? There are certain priorities that are laid down to you statutorily and there are certain priorities that you will need to decide as you go into a district and that, I think, really constitutes the crux of whether you are able to perform and deliver, or not.

Thank you.

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# **Presentations**





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## Andhra Pradesh



### GOVERNMENT OF ANDHRA PRADESH

#### PRESENTATION ON MEESEVA

1



### GOVERNMENT OF ANDHRA PRADESH

#### “Meeseva”

(literally means “At your service”)

It is an initiative for public service provision encapsulating the points of national e-governance plan.

It also brings together various fragmented services delivered through E-Seva, Bhumi Centres, etc of the District Administration under one umbrella.

2

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## Envisioning an Integrated Service Delivery



- A single-entry portal for large number of services.
- Seamless & Paperless to the extent possible.
- Privacy and security of the system.
- Multiple delivery channels.

3

## ELECTRONIC SERVICE DELIVERY (ESD )Rules



The Certificates/Documents digitally signed by the authorized signatories

- Printed on secured stationary
- in consonance with the Information Technology (Amendment) Act, 2008 and Andhra Pradesh Information Technology (Electronic Service Delivery Rules) 2011.

4

## Key features of Mee Seva



- Public Key Infrastructure (PKI) integration for digitally signing the certificates or documents.
- Integration of Mee Seva application with various Service Centre Agencies (SCAs). (Front-end Application)
- Integration with Department applications wherever necessary.
- Integration with Cyber treasury for seamless transfer of transaction fees collected.
- User credentials to officials on the portal for monitoring the transactions and processing the requests.
- SMS gate way for communicating to,
  - citizen after the request is approved / rejected.
  - State, district, division and mandal level officials about the transaction abstract on daily basis.
- State Electronic Certificate Repository (SECR) – Generation of PDF for the certificates delivered through Mee Seva for storage in the central repository for access and cross verification.
- Single sign on through Mee Seva with the department applications like web land.

5

## Categories of services



There are two categories of services offered through 'Mee Seva'

**Category-A:** These services are to be given across the counter of Meeseva by the operator

- No supporting documents required to be given at the Kiosk
- Example: granting of a certified copy of registered document.

### Prerequisites

- Availability of Digital Database
- Cleanliness of the Database
- Dynamism of the Database

6

contd.



### Category-B:

For these services, it requires physical verification and notices/ hearings/field inspections etc.

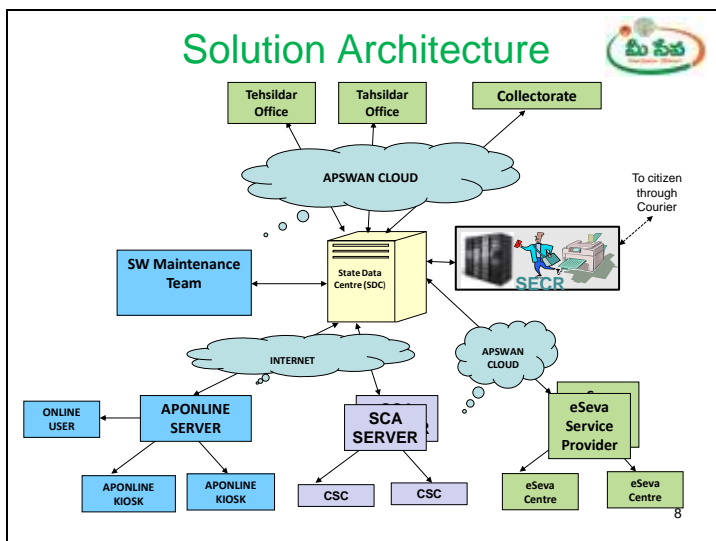
For example: Caste Certificate, Income Certificate, etc.

### Prerequisites

- Work Flow
- Field Inspection / Enquiry
- Supporting Documents
- Monitoring Service Levels Critical

7

## Solution Architecture



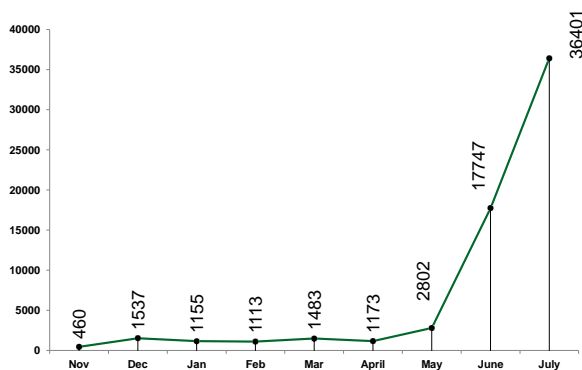
## Present status



- “Mee Seva” project launched by Hon'ble Chief Minister in Chittoor District on pilot basis on 04-11-2011.
- Till date Mee Seva services are launched in Eleven Districts and is expected to roll out entire State shortly.
- Presently No. of services - 31
- Present Transactions per day - 50,000
- Total Transactions - 11,81,511  
(as on 8.7.2012)
  - Category A - 3,78,714 (32.05%)
  - Category B - 8,02,797 (67.95%)

9

## Average Daily Transactions



10

### Revenue Department Services

Sl. No.	NAME OF SERVICE	CATEGORY
1	Extract of Adangal / Pahani	A
2	Extract of ROR 1B	A
3	Copy of FMB	A
4	Income Certificate	B
5	Residence Certificate	B
6	Integrated Certificate (Caste-Nativity-Date of Birth)	B
7	F-Line Petitions	B
8	Sub-divisions of lands	B
9	Mutation of entries in revenue Records	B
10	No Earning Member Certificate	B
11	Family Member Certificate (Social security schemes & govt. employees / pensioners)	B
12	OBC certificate	A
13	EBC certificate	B
14	Agricultural Income Certificate	B
15	Copy of village Map	B

### Revenue Department Services



Sl. No.	TYPE OF SERVICE	CATEGORY
16	Money Lending License	B
17	National Family Benefit Scheme Application	B
18	No Objection certificate	B
19	Apathbandhu Application	B
20	Pawn Broker License	B
21	School Registration	B
22	Allopathic Medical care Hospital registration	B

### Registration Department

Sl. No.	TYPE OF SERVICE	CATEGORY
1	Issue of Encumbrance Certificate	B
2	Certified copy of Registration Document	A

Contd... 12

## GHMC Services



Sl. No.	TYPE OF SERVICE	CATEGORY
1	Birth Certificate	A / B*
2	Death Certificate	A / B
3	Birth Certificate Corrections	B
4	Death Certificate Corrections	B
5	Child Name inclusion	B
6	Non Availability Certificate - Birth	B
7	Non Availability Certificate - Death	B

Note: A/B- Service is initially "B" category, but once given it falls under "A" category

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## Future Services



- Projected no. of Services – 52  
(by 31 December 2012)
- Projected No. of Transactions – 1Lakh per day / 3 Cr. Per annum
- Projected savings to citizen – **Rs. 3000 Crore** Per annum

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Sl. No	Department	Service
1	Registration	Pre-Registration /Slot Booking
2		Society Registrations
3		Certified Copy of Bye-laws
4		Amendment of Society
5		Submission of Appeals
6		Certified copy of Certificate of Registration (Society)
7		Certified copy of Certificate of Registration (Firm)
8		Firms Registrations
9		Firm Name Change
10		Dissolution of Firm / Constitutional changes
11	Municipality	Permission For Water Connections
12		Transfer of Title Deeds
13		Applying for Trade license
14		Renewal of trade license
15		Applying for Building permission
16		New Assessment request
17		Sub-Division request
18		Exemption request
19		Vacation remission

Further Identified Services under MEE SEVA		
Sl. No	Department	Service
20	Employment	Registration with Employment Exchange
21		Application for adding additional qualifications
22		Renewal of the Registration
23	Education	Application for issue of Age Certificate
24		Application for duplicate Memo of Marks
25		Application for Re-Counting of Marks
26		Application for Migration Certificate
27	Police	Missing / Lost documents / Bank cards / Credit cards / Mobile Phones etc.
28		Permission of Bandhobust
29		Issuance of Certificates for (Character, Antecedants, No objection for vehicle)
30		License for Hostels, Lodges, Theme, Entertainment, Restaurants, Bars, Dhabas and Resorts

#### Further Identified Services under MEE SEVA



Sl. No	Department	Service
31	Election	Issue of Voter Certificate/I-Card
32		Application for inclusion of Name in the Electoral Roles
33		Application of change of details
34		Application of transposition
35	RTA	Application for deletion of Name in the Voters list
36		DL Slot Booking with Fee Payment
37		RC Abstract
38		DL Abstract
39	Labour	Registration of Establishment / Shop (Form - I)
40		Renewal of Establishment / Shop (Form - III)
41		Issuance of duplicate certificate for Registered Establishment / Shop
42	Social Welfare	Application for Inter Caste Marriage Incentive
43		Application for Bright Student Scheme
44		Application for admission to Hostels under various schemes
45	Agriculture	Application for Post Metric Scholarship
46		Issuance of Fertilizer License ( Fresh/Renewal)
47		Issuance of Pesticide License ( Fresh/Renewal)
48		Issuance of Seed License (Fresh/Renewal)

#### Further Identified Services under MEE SEVA



Sl. No	Department	Service
1	Civil Supplies	Issuance of duplicate Ration Card
2		Splitting of Ration Cards
3		Information on Stock Position (FP Shop wise)
4		Ration Card Mutation

### Action Plan for adding new services:



All the departments are encouraged to identify the services which can be delivered through Mee Seva Centers

#### Department readiness:

- To identify services that can be offered through Mee Seva.
- Digitization of data (Scanning / data entry of existing records).
- Verifying and correcting the digitized data.
- Porting of the digitized data to State Data Center (SDC).
- Procurement of PKI (Private Key Infrastructure / Digital Signature Certificate) for the authorized officials.
- Training on how to use Digital Signature Certificate.
- Application for bulk digital signing.
- Digitally signing of the digitized data by the authorized official.
- Work flow application for approving and digitally signing the Mee Seva request.
- Scanning uploading the Signature (with Blue / Black ink pen) (for digitally signing of approved category – B requests).
- Web services for Mee Seva portal to interact with the departmental database.
- Incorporation of statutory charges if any.
- Fix the SLA and user charges for delivering the identified services.

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### Sharing pattern of User charges

Sl. No.	Category	Type of Service	Kiosks	SC A	Infra	Department	Total User charges	Service Tax	Total user charges with Service Tax	Remarks
1	A	Certified copies delivered at kiosk	10	3	3	2	18	1.854	20	
2	B1	Application data entry + Scanning the Docs + Certificate delivery manual / post	18	2	5	2	27	2.987	30	For Printing of more than 1 page / copy an amount of Rs. 3/- per page will be charged
3	B2	Application data entry + Scanning the Docs + Pass book / Certificate delivery manual / post	18	2	5	2	27	2.987	30	

Note: Additional charge shall be charged for delivery of certified copies to the citizen at door step through India Post.

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### Response from the stake holders:



- The public are happy as they are getting certificates in their vicinity which saves lot of time.
- There is no facing of Government officials and possible problem
- Concerned Govt. Departments are unburdened as they need not process the papers any more
- The Government Departments to concentrate on their core day to day functions.
- Authenticity verification of Certificate possible.

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### Challenges to overcome



- Lack of continuous power in many rural areas
- Lack of sufficient UPS power supply
- Un-viability for the management of kiosks in smaller areas where there is little business now.

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## Possible Solution



- Permanent setup at village level for the kiosks
- Continuous power supply from solar panels with UPS without much dependence on the grid.
- Ensuring minimum work guarantee for the kiosks
- Bringing all the possible services at village and other local level under the fold of meeseva

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## Assam

### **Constraints in the Social Sector Development Schemes AND Attempt to cross the constraints in Dhemaji district of Assam**



Administrative Reforms & Training Department  
Government of Assam

#### **Constraints in Social Sector Development Schemes**

- Low demand for the services being offered
- Slower results being accepted
- Huge variation in the cultural /social preferences of the people being served
- Lesser flexibility in the schemes
- Lack of Individual target approach

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### **Constraints in Social Sector Development Schemes...**

- Quantification problems of the result on a shorter periodic basis
- Distance diluting the results
- Economic development closely moving with good social indicators

### **Dhemaji District of Assam**



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## The District



## The District...





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## The people



## The Administration



## Priorities & Lesser Priorities of people



### Priorities:

Grains, Pigs, Furniture etc  
(economic)



### Lesser Priorities:

Prevention from Measles,  
Sanitary latrine etc  
(bearing on Social indicators)

## Social Sector Improvements in Dhemaji District

- Health
- Education
- Sanitation

## Health..Results

Dhemaji - District

Sl. No	Parameter	2007-08 (DLHS-3)	2010-11	Remarks
1.	Pregnant women with antenatal check up	28.1 %	101 %	Highest
2.	Percentage of women who had institutional delivery	31.6 %	79 %	2 <sup>nd</sup> Best after Kamrup (Metro) at 80%
3.	Children received full immunization	43.8 %	101 %	91% in prescribed time (Highest)
4.	Infant Mortality Rate	74/ 1000 live Births	44/ 1000 live Births	Best in Assam

## Objectives...

- 1) To ensure 100% coverage of Mother & Child care
- 2) To ensure NRHM schemes run to their maximum effect
- 3) To achieve 100% immunization
- 4) To cater to the needs of distantly located people
- 5) To facilitate and ensure maximum institutional deliveries
- 6) To monitor performance of all the levels of health personnel. And
- 7) To monitor the MCH care on a real time basis

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## Problems..

- ❖ Accessibility of many areas.
- ❖ IEC bottlenecks.
- ❖ Full Immunization.
- ❖ Inability to trace drop outs.
- ❖ Accountability.
- ❖ Health Care Service provision & raising
  - demand for health care services.

## Scheme...

- ❖ **ID Card.**
- ❖ **Early identification and registration.**
- ❖ **Warm touch.**
- ❖ **IEC**
- Monitoring      Care      Facilities**
- ❖ **Fortnightly Reporting.**
- ❖ **Transport.**



## Monitoring each and every work in time for Pregnant Woman and Infant

**PROJECT PALNA**  
Government of Assam, Dibrugarh district  
Project Version: 1.0.0.1 - 10-10-2010

**Expected dates of Occurrences for Women (All dates DD-MMM-YYYY format)**

First TT	Second TT	ICMR
10-10-2010	10-10-2010	10-10-2010
STATUS	Yes	Yes

**Expected dates of Occurrences for Child (all dates DD-MMM-YYYY format)**

OPV (BCG)	OPV	OPV	OPV	OPV	OPV	OPV	OPV
10-10-2010	10-10-2010	10-10-2010	10-10-2010	10-10-2010	10-10-2010	10-10-2010	10-10-2010
STATUS	Yes	Yes	Yes	Yes	Yes	Yes	Yes

NIC  
National Informatics Centre, Dibrugarh District, Dibrugarh, Assam  
Disclaimer: This is not a legal document. For more details, please refer to the Project PALNA User Manual.

## Monitoring each and every work of ASHA and ANM

**PROJECT PALNA**  
Government of Assam, Dibrugarh district  
Status Check for the month of May, 2010 for 1st TT

Block Name	Sub-Block Name	Sub-Block Status	ASHA Name	ASHA Status	ANM Name	ANM Status
Dibrugarh	Dibrugarh (1)	Complete	ASHA (1)	Complete	ANM (1)	Complete
Dibrugarh	Dibrugarh (2)	Complete	ASHA (2)	Complete	ANM (2)	Complete
Dibrugarh	Dibrugarh (3)	Complete	ASHA (3)	Complete	ANM (3)	Complete
Dibrugarh	Dibrugarh (4)	Complete	ASHA (4)	Complete	ANM (4)	Complete
Dibrugarh	Dibrugarh (5)	Complete	ASHA (5)	Complete	ANM (5)	Complete
Dibrugarh	Dibrugarh (6)	Complete	ASHA (6)	Complete	ANM (6)	Complete
Dibrugarh	Dibrugarh (7)	Complete	ASHA (7)	Complete	ANM (7)	Complete
Dibrugarh	Dibrugarh (8)	Complete	ASHA (8)	Complete	ANM (8)	Complete
Dibrugarh	Dibrugarh (9)	Complete	ASHA (9)	Complete	ANM (9)	Complete
Dibrugarh	Dibrugarh (10)	Complete	ASHA (10)	Complete	ANM (10)	Complete

[illegible]

## Reaching the unreached



## A Change towards better health care

- ❖ Achievement of total Immunisation of the Infants –
  - 101 % of the target.
- ❖ 79 % Institutional Deliveries
- ❖ More than 40 % Increase in the JSY beneficiaries
- ❖ Village Health & Nutrition Days – 98 %
- ❖ INFANT MORTALITY RATE - 44 /1000
- ❖ MATERNAL MORTALITY RATE – 248.18 \*



No.	Major Division	1997-1998					1998-1999				
		Number	Value	Number	Value	Value	Number	Value	Number	Value	Value
01	Accounting	697	25,175	1,111	423	15,111	759	27,471	759	27,471	25,175
02	Administrative	100	3,600	100	3,600	3,600	100	3,600	100	3,600	3,600
03	Finance	67	750	320	340	100	67	750	320	340	100
04	Customer Service Center	119	719	119	719	719	119	719	119	719	719
05	Inventory	119	719	119	719	719	119	719	119	719	719
<b>Subtotal</b>											
06	Information	119	719	119	719	719	119	719	119	719	719
07	Project	119	719	119	719	719	119	719	119	719	719
08	Inventory	119	719	119	719	719	119	719	119	719	719
09	Inventory	119	719	119	719	719	119	719	119	719	719
10	Inventory	119	719	119	719	719	119	719	119	719	719
11	Inventory	119	719	119	719	719	119	719	119	719	719
12	Inventory	119	719	119	719	719	119	719	119	719	719
13	Inventory	119	719	119	719	719	119	719	119	719	719
14	Inventory	119	719	119	719	719	119	719	119	719	719
15	Inventory	119	719	119	719	719	119	719	119	719	719
16	Inventory	119	719	119	719	719	119	719	119	719	719
17	Inventory	119	719	119	719	719	119	719	119	719	719
18	Inventory	119	719	119	719	719	119	719	119	719	719
19	Inventory	119	719	119	719	719	119	719	119	719	719
20	Inventory	119	719	119	719	719	119	719	119	719	719
21	Inventory	119	719	119	719	719	119	719	119	719	719
22	Inventory	119	719	119	719	719	119	719	119	719	719
23	Inventory	119	719	119	719	719	119	719	119	719	719
24	Inventory	119	719	119	719	719	119	719	119	719	719
25	Inventory	119	719	119	719	719	119	719	119	719	719
26	Inventory	119	719	119	719	719	119	719	119	719	719
27	Inventory	119	719	119	719	719	119	719	119	719	719
28	Inventory	119	719	119	719	719	119	719	119	719	719
29	Inventory	119	719	119	719	719	119	719	119	719	719
30	Inventory	119	719	119	719	719	119	719	119	719	719
31	Inventory	119	719	119	719	719	119	719	119	719	719
32	Inventory	119	719	119	719	719	119	719	119	719	719
33	Inventory	119	719	119	719	719	119	719	119	7	

**RELEASE OF ANNUAL HEALTH SURVEY BULLETIN 2010-11**

Office of Registrar General, India  
Ministry of Home Affairs  
10 August, 2011

**INFANT MORTALITY RATE (IMR)**

State	Rate in 2010-11	Change with 2009-10	Change with National IMR	Rank
ANDHRA PRADESH	11	Decreasing (-2)	Positive (+2)	18
ARUNACHAL PRADESH	12	Stable (0)	Stable (0)	43
ASSAM	16	Decreasing (-2)	Positive (+2)	47
BHARAT	17	Stable (0)	Stable (0)	48
BHARAT	17	Stable (0)	Stable (0)	48
CHHATTISGARH	18	Decreasing (-2)	Positive (+2)	50
GUJARAT	19	Stable (0)	Stable (0)	51
HARYANA	20	Decreasing (-2)	Positive (+2)	52
INDIA	21	Decreasing (-2)	Stable (0)	53
KARNATAKA	22	Decreasing (-2)	Positive (+2)	54
KERALA	23	Decreasing (-2)	Positive (+2)	55
MAHARASHTRA	24	Decreasing (-2)	Positive (+2)	56
MIZORAM	25	Decreasing (-2)	Positive (+2)	57
NAGALAND	26	Decreasing (-2)	Positive (+2)	58
ODISHA	27	Decreasing (-2)	Positive (+2)	59
PUNJAB	28	Decreasing (-2)	Positive (+2)	60
RAJASTHAN	29	Decreasing (-2)	Positive (+2)	61
SIKHIM	30	Decreasing (-2)	Positive (+2)	62
TAMIL NADU	31	Decreasing (-2)	Positive (+2)	63
TELANGANA	32	Decreasing (-2)	Positive (+2)	64
TRIPURA	33	Decreasing (-2)	Positive (+2)	65
WEST BENGAL	34	Decreasing (-2)	Positive (+2)	66

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## Education

Out of School children free  
Dhemaji District



## Project Pratusha

- Supported by SSA, Assam (2007-08)
- Continued as 'Schoololoi jao aha' in the next year (2008-09)
- A pilot project under the name "PRATYASHA" launched in Bordoloni Education Block, SSA Dhemaji to enroll all OSC in school/EGS/SSK/CCP to Provide quality education and mainstream them within four months i.e. within Dec'08. **Thus, this project is an all out effort to achieve 100% result within fixed time.**

## Out of School Children

Major issues	Drawback/ Weakness	Vis-a Vis Formal School
Identifying the out of school children (OSC)	. Remoteness of location . Non functioning of Venture school	Children of different age group
Identifying reasons for never enrolled or drop out.	. Non availability of HSLC /HSS pass candidate . Less community involvement VECs in major no of cases.. do not co-operate at all	Children of different learning level.
Reason of irregular attendance.	. Less support from the teachers of the formal school	Over aged children. Less time available for acquiring desired competences.
How the guardians of OSC will be convinced to send their children to school.	. Lack of intensive supervision & monitoring	Single sitting room in case of AIE centres.  One SK with different target for different children.

## Features...

- Identification of **all** Out of School Children within the age group of 6-14 years.
- Identification of **problems and gaps** that impede achievement of Universal Elementary Education in the habitation.
- To solve the problems and gaps after finding out **specific strategies** for each habitation.
- To facilitate the process of Universal Elementary Education by **involving community**.
- To **enroll all** Out of School Children in school/EGS/SSK/CCP.
- To ensure regular attendance of all Out of School Children in these Educational institutions and to **take measures to retain** them.
- To mainstream the children in formal schools by providing quality education.

**For identifying OSC children a format is designed and provided to the Village level SSA workers**

The form is a structured table with multiple columns and rows. The columns are labeled with various details to be recorded for each child, including their name, age, sex, and whether they are currently in school or not. The rows are intended for listing individual children found in the village. The form is designed to be filled out by SSA workers at the village level to identify and track Out of School Children.

[illegible]

A photograph showing a group of people, including men and children, gathered around a table covered with a colorful floral cloth. One man is handing a small object, possibly a uniform or ID card, to a young boy. The background is decorated with colorful garlands.

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## The Village Level Task Force (VTF)

To discuss on the issues of OSC and finding out the problems, specific strategy and solution, ensuring that children enrolled in a school remain enrolled in the true sense throughout academic year.

## Progress..

- **OSC profile** is created with photograph by CTF, VTF, DQM and enrolment of OSC in existing centre/schools.
- Selected **influential community leaders**, Yubak Sangha, NGOs, reputed persons of the concerned habitation interacted with the targeted parents and convinced them to send their children to school regularly.
- **Retention drives** ensured putting regular pressure on parents and the school system to ensure retention of girls and take up corrective measures as found necessary.
- Monthly regular meetings were organized by CTF and VTF.
- The DQMs(AS&NP) are engaged to **ensure cent percent enrolment** in formal school/EGS/SSK and by opening CCP in need based areas and intervention, supervision and monitoring
- **on line supervision and monitoring**
- **Child Labour Drives**

## Sports plus Education..OSC

- Some play materials were distributed to the newly enrolled children **to attract them to schools and retain them**. These materials included one football (No.3), 3 nos. Ludu, 3 pairs of Rings, 3 nos. Skipping ropes for each SSK and CCP centre.
- 1. Free Text Book & Bridge materials (Sanjogi Path)
  - a. Language and Maths. for Class-I, II, III and IV.
  - b. Activity Chart Language, Maths for Class-I, II, III and IV.
- 2. TLMs-  
One Slate, 2 nos. Exercise Books, 2 pieces of Wooden Pencils, 2 Pieces of Erasers, one Sharpner, one scale , one pkt. of Crayons, one Drawing Book for each learner.
- 3. One Black Board where ever needed.
- 4. Syllabus & detailed guidelines for mainstreaming plan.



One format is developed for evaluating the learning achievement of children using simple software.

Evaluation Sheet of learners											
Sl. No.	Age	Sex	Caste	Name of learner	Date of birth	Learning achievement (%)				Remarks on the learner's progress	Signature of the learner
						Pre	Post	Pre	Post		
1	10	M	SC	Prakash Singh	10/10/2000	10	15	25	40	Very slow progress in learning	Prakash Singh
2	10	M	SC	Prakash Singh	10/10/2000	10	15	25	40	Very slow progress in learning	Prakash Singh
3	10	M	SC	Prakash Singh	10/10/2000	10	15	25	40	Very slow progress in learning	Prakash Singh
4	10	M	SC	Prakash Singh	10/10/2000	10	15	25	40	Very slow progress in learning	Prakash Singh
5	10	M	SC	Prakash Singh	10/10/2000	10	15	25	40	Very slow progress in learning	Prakash Singh
6	10	M	SC	Prakash Singh	10/10/2000	10	15	25	40	Very slow progress in learning	Prakash Singh
7	10	M	SC	Prakash Singh	10/10/2000	10	15	25	40	Very slow progress in learning	Prakash Singh
8	10	M	SC	Prakash Singh	10/10/2000	10	15	25	40	Very slow progress in learning	Prakash Singh
9	10	M	SC	Prakash Singh	10/10/2000	10	15	25	40	Very slow progress in learning	Prakash Singh
10	10	M	SC	Prakash Singh	10/10/2000	10	15	25	40	Very slow progress in learning	Prakash Singh

Format - III :- Evaluation Sheet of learners

## Results..

- Out of these 953 children 753 are mainstreamed in nearby formal schools and EGS centres.
- Unavoidable hindrance that obstructed in the mainstreaming of all children, 200 children out of 953 could not be mainstreamed though they were enrolled in the CCP/SSK centres and were evaluated.

For the following reasons these children could not be mainstreamed yet -

- There are no formal schools or EGS centres nearby the habitations.
- Some of the children are above 14 years of age.
- Due to shifting of the family of the learners they are not included in mainstreaming process.
- Few children are severely disabled and they are getting support through home based education by the IED Volunteers.

- Hence, those children are allowed to continue their education in the existing SSK or CCP centres.



## Schoololoi jao aha

- Out of School children found – 3863
- 310 children could not be mainstreamed (over aged/ migrated)
- **30<sup>th</sup> September'2009- declared 100% enrollment with all identified out of school children are back to school**



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# **Sanitation**

## **Total Sanitation Campaign**

For  
BPL Households  
In  
Dhemaji district

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## TSC- Dhemaji

- The Total Sanitation Campaign till November ' 2008 **was running at a slow pace** with many structural and functional gaps.
- To the target of 54,490 BPL toilets only 2,500 toilets were made in the last two years.
- Various measures are taken **to bridge the structural and functional gaps** and by January'2011, 47000 BPL toilets were constructed. Within a short time of 14 months, **2000% growth is achieved.**



## TSC- Dhemaji



## Issues- Redressal

- **Non involvement of Grass Root Level** :-
- GP Presidents/Secretaries are keeping themselves aloof from implementation of Total Sanitation campaign.
- The entire burden was rested on the NGOs
- **Low Scale of Operations** : NGOs/SHGs which are working at a low scale at 4 to 5 toilets in one month.
- The role of GP Secretaries being the Govt. Servant with the financial power at grass root level to engage GP Members and Ward Members is emphasized.
- The target fixed to each GP Secretary with the performance review twice in a month.
- The ASHAs role as the vital person to convince.

## Issues- Redressal

- **High Cost of materials in Dhemaji District :-**
- Dhemaji District having dominate alluvial sandy soil is not found fit for preparation of bricks and wherein the cost of brick is Rs.6.00 to Rs.6.50.  
(The plan estimate provides only for Rs.4.00/- The construction of toilet at no profit to NGOs/SHGs.)
- Emphasis is made for collection of beneficiaries share in large scale.
- Once the beneficiary share is received, they are allotted 75 to 100 toilets so that the 'economy of scale' can be operated. Cement bricks made by the SHGs cost Rs.3.00 to Rs.3.50 at the locality itself and at free of cost of transportation.
- The group of SHGs created as a federation at DRDA within the district is quite useful in mobilising bulk orders.

## Issues- Redressal

- **Crippled Fund Flow :-**
- It is observed that once the SHG collects beneficiaries contribution and starts the work, the fund flow is happening with different banks namely- Assam Gramin Vikash Bank, State Bank of India, Village Water and Sanitation Committee, NGO/SHG accounts.
- Thus it takes NGO to receive money for the work only after 3 months after finishing the work.
- After observing the 70 % accounts of V.W. & S.C. accounts are with the Assam Gramin Vikash Bank the problem is discussed with the Chairman, A.G.V.B.
- A decision is taken to convert all the existing bank accounts of SHGs/NGOs to shift to Assam Gramin Vikash Bank to run the scheme fully in a single Bank.
- Account transfers through FAX messages.



## Issues- Redressal

### NGOs/SHGs with no/ less Capital :

It is observed that the SHGs are dominated with the poor fund flow and in a low scale, moreover the cost of construction is too high.

- The SHGs/NGOs/GP Secretaries after collection of beneficiaries shares, each one may have to execute 100 toilets in 10 days which require capital of Rs.2.5 Lakhs in 10 days.
- The District Administration has taken a decision for providing 50% advance to NGO/SHG as confidence for building measure and to ease of credit difficulties for good SHGs.
- The 50 % advance capital which was provide by District Administration within 4 days and so far no SHG/NGO misutilised.



## Issues- Redressal

- **Lack of punitive measures** :- In the last 2 years of TSC the slow performance was never punished and the better performance was never encouraged by providing advances etc.
- From January'2010 approximate 37 NGOs were stopped allotment of works and 45 GP Secretaries salaries are withheld.
- This has profiled SHGs on performance with fear getting derecognized or remain good SHG and get advances.

## Issues- Redressal

- Toilet being not identified as need and not related to social recognition and prestige:

Considering the poor economic aspects especially of the BPL families, the TSC is running with **identified needs** not matching with the **felt needs** of the people.

- For each community- the influential persons are identified such as Shri **Ekalabya Gam**, Singer/ Musician for Mising Community, Shri **Jubin Garg**, Singer/ Musician and Shri **Jitul Sonowal**, Singer/Musician for Assamese Community, Smti **Gayatri Mahanta**, Actress for Women.
- Their message is recorded and portrayed in the form of film revolving around 'respect of woman'.
- Projected in every corner of Dhemaji District so that the people's thoughts of toilet hover on social recognition and prestige.





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**THANK YOU**

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## Chhattisgarh

### Administrative & Procedural Reforms in Bastar District

Anbalagan P.  
Collector, Bastar

#### An Approach.....

- Contextual approach is necessary for survival, growth and sustenance of all kind of systems.
- Context in which we have to work here in Bastar is –
  - Rising aspiration of the People ➡ Demands efficiency and effectiveness in service delivery
  - Changing Security scenario & Naxalism ➡ set limitations
  - Distinct social, Political ,cultural and economic environment and rapid changes set into it ➡ needs balance between People's Sense of Identity and Need for Development

## Governance....

- In this 'Context ` we tried to implement principle's of 'Good Governance` and 'SMART' Administration
- Through some of the initiatives .....
- e-haziri
- Nigam Sandesh
- Arogya-wahini
- Nirantar Shiksha – Capacity building
- Army Recruitment Drive
- Sustainable Dug Wells Vs Tube Wells (MGNREGA)
- Road to Kaknar (Convergence)
- we tried to achieve.....
- ✓ Efficient and Effective service delivery system
- ✓ Simplification of Procedures
- ✓ Citizen centric responsive Administration
- ✓ Participative approach and trust building
- ✓ Capacity building of officials

## e-haziri

### SMS based Students & teacher's attendance system .

- empowers District administration and Educational Functionaries to effectively monitor the daily attendance of students which is of greater significance in context of the Right to Education Act (RTE) 2009.
- track teachers presence in school and helps to deal with the teacher's absenteeism especially in rural, remote and unreachable areas, where frequent conventional monitoring is not possible.
- Mechanism to effectively monitor implementation of the MDM scheme, with clear monitoring with cost factors.
- Low cost, easy and effective mechanism to have daily attendance report system .

## Procedural aspect of e haziri.....

- All schools in the District are covered
- Every school is assigned with five digit distinct school code .first two digit -block code, rest three digits are school specific.
- A short standardized message code has been developed in order to compose and send the SMS.
- Each school message consists of class wise attendance of boys and girls followed by teacher's presence/ leave or on official duty like training and MDM being operational or not in a Yes/No format.
- The SMS needs to be send from registered mobile number/numbers by the School Head Master/ Principal/ programme in charge to a dedicated number **9246591931**.
- All messages sent gets directed to a central server, where they are processed and uploaded to an online database at [www.e-haziri.in](http://www.e-haziri.in)

## Continued.....

- Approximately 4500 SMSs are sent to the central server and published on the public domain on a daily basis.
- Certain checks are built in the systems to avoid duplicity of SMS. Wrong SMS are alerted separately. Pending SMS are notified on the screen.
- The report generated by online database will be school wise, block wise and district level information in various formats.
- The report will help to monitor and analyze the functioning at school level on day-to-day basis.
- Through Inspection and verification on a consistent basis supports attempts to improve attendance.

## e haziri..code

● **RGSM 11082 1B6G4 2B9G6 3B5G1 4B11G7 5B8G7 P3L0T0 Y/N.....**

**RGSM** is the unique key word for SMS

**11082** school code ... first **2** digits (11) -block code while the remaining **3** digits (082)-school code

**1B6G4 to 5B8G7** -class attendance data ... first digit denotes the corresponding class, B & G denotes Boys and Girls respectively followed by the number of boys, and girls present on the particular day.

**P3L0T0** is teachers attendance, **P** - number of present teachers, **L** stands -on leave and **T** stands for teachers on training or official duty.

**Y /N** declares the Mid Day meal status on that date. **Y** denotes that MDM is operational while **N** denotes that MDM is not being cooked on that particular day.









## Other Initiatives in Brief

### Nigam Sandesh

- SMS based public information and service delivery system.
- Software with Group Messaging System (bulk SMS)
- Mobile number of every Resident of Jagdalpur collected and stored on the system, List prepared road, gali, ward wise.
- Through SMS information is being send to the target group.
- Aim is to disseminate, warning –precautions in emergency situation to the masses, Information Govt laws,schemes,services.
- Aim is to make more responsive & responsible







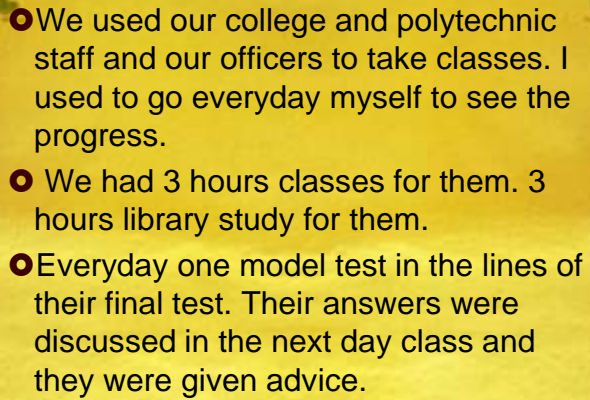
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## Nirantar Shiksha (TL Patshala):

- Training and motivation initiative for district level officials. In every weekly meeting of District official(TL) a talk / discussion is held on Govt rules, acts to keep every body updated .sessions on RTI,Loksewa Guarantee Adhiniyam were very useful.

## Army Recruitment Drive

- felt the need to fill the gap
- mass media contact, wrote to all public representatives, sarpanch, block level officers and print and electronic media and All India Radio
- a huge turn out of 8000 + and ultimately 400+ made it to the next level that is written exam
- 15 days, intensive, free, residential training for those who cleared physical and medical.

- 
- We used our college and polytechnic staff and our officers to take classes. I used to go everyday myself to see the progress.
  - We had 3 hours classes for them. 3 hours library study for them.
  - Everyday one model test in the lines of their final test. Their answers were discussed in the next day class and they were given advice.



**Thank you.....**

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## Government of NCT of Delhi

### Major initiatives undertaken by Government of NCT of Delhi on Administrative Reforms

A presentation


By

**Dr. M.M. Kutty**


Principal Secretary (AR)

Government of NCT of Delhi

16th July 2012



### TIME BOUND DELIVERY OF SERVICES

- Delhi Government has enacted a legislation known as Delhi (Right of Citizen to Time Bound Delivery of Services) Act, 2011 which ensures delivery of services to the citizens in a time bound manner, failing which the official will have to pay penalty.
  - 96 services have been notified under the scheme in respect of 21 Departments.
  - Officials responsible for delay shall have to pay compensatory cost to the applicant @ ₹10/- per day subject to a maximum of ₹200 per case.
  - Applicants can watch the status of their requests online.
- 

## PROGRESS AT A GLANCE

Total Number of Applications Received: 21,59,725

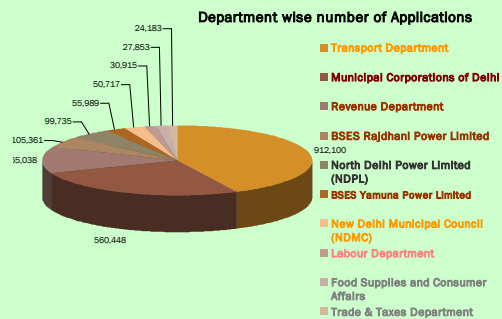
Number of Applications Approved : 19,09,097

Number of Applications Rejected : 77,549

Number of Applications in Process : 1,01,580

Number of Applications Delayed : 71,499

## TOP TEN DEPARTMENTS AS PER SLA



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## E-Stamping

- E-stamping is a computer based application and a secured electronic way of stamping documents. The prevailing system of physical stamp paper/franking is being replaced by E-stamping system.
- Features of E-Stamping
  - Online generation of stamp duty certificate.
  - Stamp Certificate bears Unique Identification Number
  - Online verification of authenticity of Stamp Certificate
  - Single Stamp Certificate of exact denomination available

## E-Stamping

- Delhi Government has decided to dispense with the paper mode of Non Judicial Stamp Papers for use in preparation of Power of Attorney, Affidavits, Agreements of Tenancy, Mortgage Deeds and other instruments.
- E Stamping System for over ` 500/- was introduced in Delhi on 01/04/2008, replacing the paper mode.
- Now all Non Judicial Stamp Papers ranging from ` 10/- to ` 500/- presently being sold in paper mode are also being replaced by e-Stamp Paper.

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## E-Stamping


- 50 such centres have been opened and 200 more are likely to be opened shortly. This will facilitate availability of e-Stamp Papers in a hassle free manner.
- Stock Holding Corporation of India Ltd. (SHCIL) is accepting Stamp duty payment through e-Stamping for above ₹500/- through the following Banks and seven of its own offices located in various parts of Delhi.

## E-Stamping


- **Corporation Bank - 45 Branches**
  - **Central Bank of India – 14 Branches**
  - **Bank of Baroda- 16 Branches**
- It is now operating about 50 other Authorized Collection Centers for the purpose of lower denominations i.e. ₹500 and below.

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## **PUBLIC GRIEVANCE COMMISSION**

- Govt. of NCT has setup a Public Grievance Commission to attend to citizen's grievances.
  - It is headed by a retired officer of the rank of Secretary to GOI/Chief Secretary.
  - It administers a comprehensive mechanism for the effective redressal of grievances received from the public.
- 


## **POLICE COMPLAINT AUTHORITY**

- The Police Complaint Authority may issue directions after investigating the matter and obtaining the comments of Delhi Police to:-
    - Register a First Information Report; and/or
    - Initiate departmental action based on such findings.
- 




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## CONDITIONAL CASH TRANSFER PROGRAM

- Govt. of NCT of Delhi has partnered with United Nations Development Programs (UNDP) to provide technical support for Conditional Cash Transfers to the most vulnerable household in the city.
  - The experiment has started with pilot studies.
  - Based on this the Government has launched '**Dilli Annashree Scheme**' under which it will provide food subsidy of `600 per month in the form of cash transfer to vulnerable households not covered by either BPL Cards or Food Supply under the Annapurna/Antodaya Yojana.
- 

## CONDITIONAL CASH TRANSFER PROGRAM

- This will be in addition to the existing scheme like free education, health insurance, pension to senior citizen/disable person, women in distress etc.
  - The amount will be directly transferred in the bank account of senior most female member of the household.
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## MISSION CONVERGENCE


- Mission Convergence is a new initiative to strengthen the implementation of welfare schemes and ensure efficient and effective delivery of basic services to the vulnerable sections of society.
- A unique Government – NGO model
- 124 GRC centers are managed by NGOs.
- Complete funding by Government.
- 3 mother NGOs to monitor performance.
- The criteria for identifying the urban poor is now based on vulnerability factor based on a complete survey of population.

## ACHIEVEMENTS OF MISSION CONVERGENCE


- In 2011-12, 203859 persons have been benefitted in the area of health.
- 10000 persons have received legal awareness through awareness programs
- 21948 women have been trained in various trade and vocational training component of SSS.
- 11426 women and children have been given benefit in the education component.
- About 4 Lacs persons have been provided information about the various schemes and programs of Government through Help Desk Counters operated by Stree Shakti Suvidha Kendras.

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## **ACHIEVEMENTS OF MISSION CONVERGENCE**

- 1500 SHGs have been formed for the benefit of women.
  - Nutrition's camp have been organised for bringing awareness about low cost nutritious recipes.
  - 262082 Sanitary Napkin packets were sold for better hygienic health practices for amongst young girls and women at cheaper rates.
  - 1507 candidates have been trained in various vocational courses offered by 8 Training Agencies empanelled for the purpose.
- 

## **ACHIEVEMENTS OF MISSION CONVERGENCE**

- 22 Mega Camps were organized by the respective DCs to provide facilities for availing various benefits under the various sponsored schemes of the government.
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## BHAGIDARI


- An innovative initiative of Citizens-Government Partnership by Government of NCT of Delhi.
- It is based on the principle that Government must work in partnership with people to channelize citizens' volunteerism towards developing a feeling of 'ownership' of the city.
- To provide a platform to the citizen-groups, civic and government officials for collectively working towards finding solutions on various issues through participatory dialogue.
- To enhance transparency in Government functioning.

## BHAGIDARI


- Large Group Interactive Events '**Bhagidari workshops**' were devised to train citizen groups and Government officials to arrive at '**Agreed Practical & Simple Solutions**'.
- The areas for partnership and sharing of responsibilities were established after wide consultations with various citizen groups and with the officials of Government Departments.
- The Bhagidars (partners) have been successful in solving their day-to-day problems and they also support public utility departments in maintaining and upgrading services.

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## BHAGIDARI

- 169 Rain Water harvesting units have been set-up with the active participation & contribution of Citizen Groups, Corporates and Government.
  - More than 1000 parks in various colonies of Delhi have been taken over for their upkeep and development by the community by signing agreements with the civic agencies.
- 

## BHAGIDARI

- Campaigns have been organized at the colony level and by the school children to improve the green cover of Delhi.
  - Forest cover of Delhi increased from 26 sq. km. in 1998 to more than 300 sq. km. in 2010.
  - Several successful campaigns for social awareness were launched with full participation of school children, youth, women and residents.
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## BHAGIDARI


- Several colonies through their associations have taken up single point collection and payment of charges on water, electricity, telephone and other services.
- The Delhi Police in collaboration with citizen groups has implemented neighbourhood watch schemes, antecedent verification of tenants and domestic workers and traffic regulation.
- 647 School Welfare Committees have been constituted for community participation in the management and overall improvement of the schools.

## BHAGIDARI


- School Management Committees are headed by the local RWA President, School Principal is the convener with representatives from PTA, local NGOs and nominees of local MLA.
- To create awareness among children 2000 eco clubs have been formed by the Department of Environment & Forests in schools and colleges.

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## BHAGIDARI

- Successful campaigns like 'Say No to Plastic Bags', 'Holi Khelo Naturally' and 'Say No to Crackers' have been mobilized with the support of Eco Clubs.
  - The 'Bhagidari' which was started as an experiment with only 20 RWAs in the year 2000, has been able to forge partnership with more than 2200 citizen groups till date.
- 

## BHAGIDARI

- By facilitating the interaction with citizen groups and Government officials, Bhagidari has established a genuine dialogue through frequent workshops held to discuss issues, identify possible solution and execute a pragmatic step towards implementation.
  - It has won the prestigious United Nations Public Service Award in the category "Improving Transparency, Accountability & Responsiveness in Public Services".
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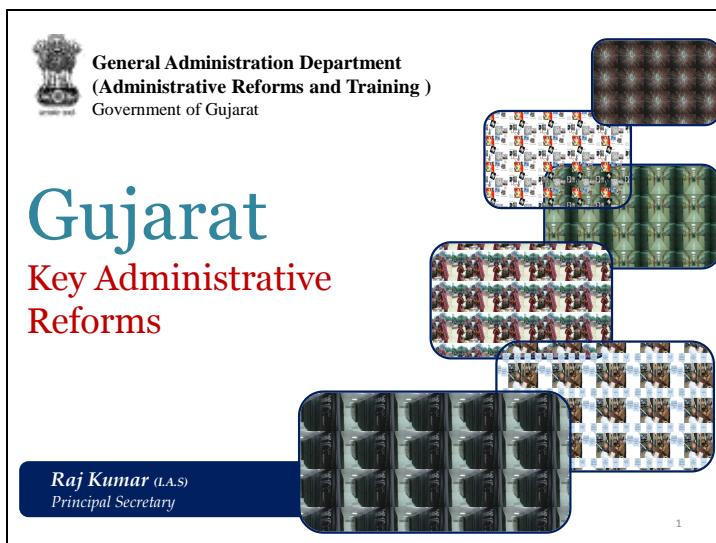
## CONSTRAINTS

- Shortage of manpower
- Shortage of specialized/technical staff
- Financial Implications
- Paucity of imparting training facilities for improving the service delivery

THANK YOU



# Gujarat



## Administrative Reforms in Gujarat

**Good Governance-** A pre-requisite to accelerate the pace of development. Key administrative reforms undertaken over last decade are as under:

1. Chintan Shibir- **Building 'Team Gujarat'**
  2. SWAGAT- **Making Governance more Accountable & Transparent**
  3. ATVT(Apano Taluko Vibrant Taluko) and Jan Seva Kendras- **Strengthening Cutting-edge Administration**
  4. E-gram: **Rural Technology Infrastructure for Service Delivery**
  5. Strengthening of Public Distribution System: **Empowering Citizen thru Bar-coded Ration card and Biometric based Food Coupon System.**
- :2

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## 1. Chintan Shibir- Building 'Team Gujarat'

The Chintan Shibir is a platform where..

- Hon. Chief Minister
- Hon. Ministers
- Chief Secretary, Secretaries to the Government and Heads of Departments
- All District Collectors & DDOs

...come together in an annual **three-day conclave** to discuss **benchmarks, review progress, focus on various themes as also to share good practices & management approaches.**

•It is a forum that provides an opportunity to generate new ideas for good Governance and to fine tune goals.

3

## 1. Chintan Shibir- Building 'Team Gujarat'

•The Chintan Shibir has been a success in building *Team Spirit* among decision makers & giving impetus to the decision making process.

•Moreover, idea was to improve communication between seniors and juniors and induce positive result oriented atmosphere.

•To develop shared *vision*, shared *action* and strengthen leadership attributes.

•Since 2003, 7 Chintan Shibir have been organized at various places across the State.

4

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## 1. Chintan Shibir- Building 'Team Gujarat'

### HIGHLIGHTS:

- No. of Discussion Groups formed – 26
- No. of Subjects Discussed – 34
- Best Practices Presentation – 21
- Best DDO Awards declared – 24
- Best Collector Awards declared – 24
- Presentation on Swantah Sukhay Project – 14

5

## 1. Chintan Shibir- Building Team Gujarat

### IMPACT:

- Improved communication has *strengthened trust* among hierarchies of key decision makers and *enhanced* their confidence and enthusiasm.
- Motivated senior bureaucrats to infuse *transparency and speed* in their respective domains.
- Reinforced *commitment* to improve overall quality of Governance.
- Sensitized *Top Bureaucracy* towards Social sector issues while renewing focus on their resolution.
- Helped in dissemination of Best Practices and recognition of *Innovation and Innovators*.

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## 2. SWAGAT- Making Governance More Accountable & Transparent

- SWAGAT (Statewide Attention on Grievances by Application of Technology)
- The grievance redressal mechanism in a State gives an idea of the its governance.
- Grievances should be addressed through formal channels, with unresolved grievances being dealt with at progressively higher levels.
- To bring about a revolutionary change in the way grievances were being addressed in Gujarat.
- Since February, 2011 GRAM SWAGAT has started for resolution of village level grievances.

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## 2. SWAGAT- Making Governance More Accountable & Transparent

- Deployed in the year 2003 **to strengthen Good Governance.**
- Activates administration to solve public grievances at State, District, Sub District and Village Level.
- Makes innovative use of Technology for monitoring and analysis of nature/ quality of grievance redressal by local administration.

8

## 2. SWAGAT - Making Governance More Accountable & Transparent

### SESSION



*Of the Applications received, justice to 91.04% is done by the mutual united initiative since the implementation.*

9

## 2. SWAGAT - Making Governance More Accountable & Transparent

### 5 levels of SWAGAT

- 1. State SWAGAT:** Every 4th Thursday of the month held at the State Capital Gandhinagar
- 2. District SWAGAT:** Every 4th Thursday held at 26 District Offices
- 3. Sub District SWAGAT:** Every 4th Wednesday of the month held at 239 Sub District Offices
- 4. Gram SWAGAT:** at Village Level
- 5. Lok Fariyad:** Submission of representations/ grievances to Hon'ble CM himself.

10

## 2. SWAGAT - Making Governance More Accountable & Transparent

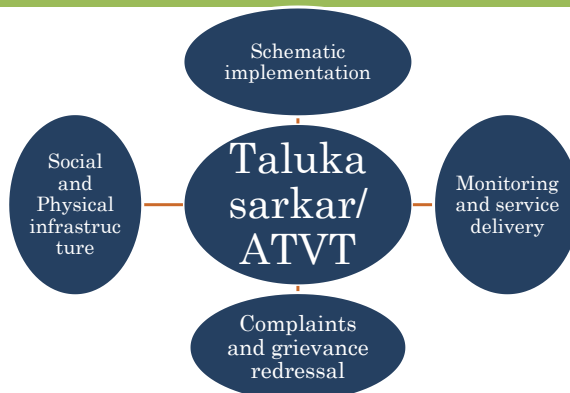
### STATISTICS

	TOTAL GRIEVANCES	PENDING GRIEVANCES	DISPOSED GRIEVANCES	PERCENTAGE OF DISPOSAL
STATE SWAGAT	<u>1241</u>	<u>47</u>	<u>1194</u>	<u>96.21</u>
DISTRICT SWAGAT	<u>56398</u>	<u>485</u>	<u>55913</u>	<u>99.14</u>
TALUKA SWAGAT	<u>125442</u>	<u>3980</u>	<u>121462</u>	<u>96.83</u>
GRAM SWAGAT	<u>66199</u>	<u>17828</u>	<u>48371</u>	<u>73.07</u>
<b>TOTAL</b>	<b><u>249280</u></b>	<b><u>22340</u></b>	<b><u>226940</u></b>	<b><u>91.04</u></b>
LOK FARIYAD	<u>13543</u>	<u>5198</u>	<u>8345</u>	<u>61.62</u>

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## 3. Aapno Taluko Vibrant Taluko (ATVT) Strengthening Cutting Edge Administration

### SPHERES OF ATVT



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### 3. Aapno Taluko Vibrant Taluko (ATVT)

#### Strengthening Cutting Edge Administration

- ❖ Monitoring of all block level Government activities under one umbrella.
- ❖ More transparent and efficient citizen centric service delivery system.
- ❖ Empowering people locally to guide the growth process through **Taluka Sarkar** – (a sub district citizen-centric approach where governance and development is activated at the grass root level)

Service Type	Services Mapped
With <b>functionality through software Ready</b>	39
Services for which application is received at ATVT Centers and forwarded to Concerned office and certificate will be issued to ATVT Centre manually to deliver to citizen	123
<b>Total</b>	<b>162</b>

**Total Service/certificate delivered: 33.15 Lac**  
**Total Fee Collection (Rs.): 6.61 Cr**

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### 4. E-Gram: Rural Technology Infrastructure for Service Delivery

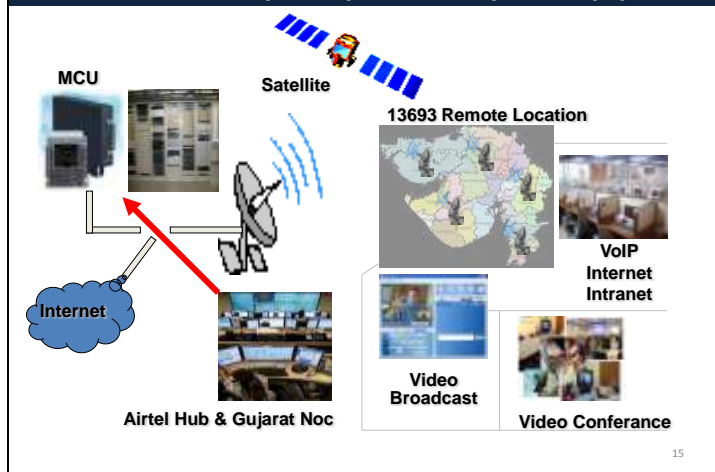
*"While the world becomes global village , E-Gram Panchayat turns villages global"*

- Provides Broadband connectivity to all 13,693 Gram Panchayats with help of VSAT Technology
- An E-Gram Center (CSC) is a nodal point for
  - Government Services delivery (G2C, B2C)
  - Capacity Building Training & Information dissemination
  - Village Computer Entrepreneur – Employment opportunity at grass root level
- Provision of
  - 35 Channels of Video Conference @ 384 Kbps
  - 1 Dedicated Video Broadcast Channel @ 4 Mbps

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#### 4. E-Gram: Rural Technology Infrastructure for Service Delivery

*"While the world becomes global village , E-Gram Panchayat turns villages global"*



15

#### 4. E-Gram: Rural Technology Infrastructure for Service Delivery

*"While the world becomes global village , E-Gram Panchayat turns villages global"*

##### STATISTICS

##### Electricity Bill Collection

Year	Total Bills Collected	Amount Collected	eGram Income (per Bill Rs 7/-)
2011-12	44.5 Lacs	275 Cr	3.11 Cr
2010-11	54 Lacs	291 Cr	3.78 Cr
Grand Total	98.5 Lacs	566 Cr	6.89 Cr

##### Copies of Record of Rights Certificates (Form No. 7/12 & 8-A)

##### Certificates - Transactions

2010		2011	
Certificate Issued in LACS	Income Generated (In Rs. LACS)	Certificate Issued in LACS	Income Generated (In Rs. LACS)
6.51	47.8	24.67	246.7

16



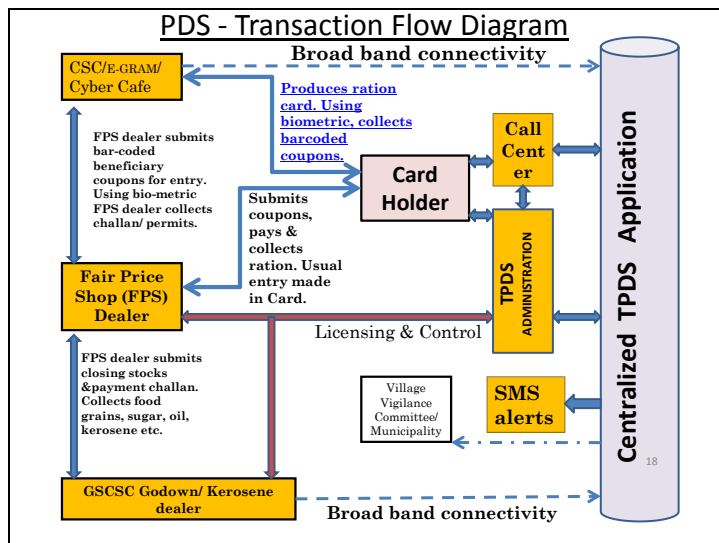
## 5. Strengthening PDS (Gujarat Model)- Empowering Citizen thru Barcoded Ration Cards and Biometric based Food Coupon System

### Objectives:

- Plugging leakages of highly subsidized commodities
- Empowering Ration Card Holders
- Improving Service Delivery & Transparency in PDS

### Strategies:

- Beneficiaries Identification through *EPIC matching* and by way of capturing of his/her *Bio-metric details*.
- Beneficiary visits E-Gram/Cyber café and using his/her thumb, obtains monthly Food Coupons ONLINE.
- FPS dealer issues ration against Food Coupons.
- Recording of Sale transaction: By way of scanning of **Bar Code** on the Food Coupons at E-Gram/ Cyber Café.



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## 5. Strengthening PDS (Gujarat Model)- Empowering Citizen thru Barcoded Ration Cards and Biometric based Food Coupon System

### STATUS

- **Pilot Project:** Since April 2011, bio-metrics based Food Coupon system implemented in 225 FPS areas.
- Application has been developed by NIC, Gujarat and hosted at SDC, Gandhinagar.
- SeGP Apex Committee has approved Project Report and it has been submitted to Food Ministry, Govt. of India for funding.
- Plan to roll out this Project across the State during FY 2012-13.

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## 5. Strengthening PDS (Gujarat Model)- Empowering Citizen thru Barcoded Ration Cards and Biometric based Food Coupon System

### OUTCOMES:

- Eliminated 16 Lakh Ration Cards (out of a total of 1.25 Cr) in the 1st Phase of Project implementation during 2011.
- Started *On Line Permit System* for FPS Dealers.
- Launched *PDS Transparency Portal* providing full ONLINE data of FPS Dealers, Card-holders, Commodity quantum issues each month etc.

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## 5. Strengthening PDS (Gujarat Model)- Empowering Citizen thru Barcoded Ration Cards and Biometric based Food Coupon System

### OUTCOMES:

- Implementation of Bar Coded Ration Cards and Food Coupons in 225 *Pilot FPS areas* during last 1 year has brought about further *savings* in the supplied **quantity** of essential commodities (*approx. Rs. 1.5 Crs/ annum at market price*), as following:
  - Kerosene : 32% ; Sugar : 16% ; Food Grains: 1%
- We expect further reduction in no. of cards during bio-metric capturing & Card distribution process (2<sup>nd</sup> Phase).

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## Karnataka

### Administrative Reforms in Karnataka

A Journey of Continuous Learning,  
Participation & Democratization of  
Administration

By

Dr Shalini Rajneesh, IAS

Principal Secretary, DPAR(AR), GoK

### “Every Great Stride was once an Absurd Idea”

- Any Administrative Reform creates Turbulence which has to be overcome with **patience, persistence and positivity**.
- Heart of Administrative reforms is *Simplification* and *Common Sense* its driver
- Presentation shares experiences in administrative reform efforts in Karnataka.

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## 1<sup>ST</sup> ARC REPORT INDEXING AND CATALOGUING

- Legislature has alphabetically digitised all the laws and put them on the website for citizens

### Pending issues:

- A system of indexing and cataloguing of records of the legislature.
- The working of the Legislative Committees to be thrown open to public.

## 2nd ARC – Unlocking Human Capital

### Recommendation: Entitlements & Governance.

State training policy launched.

- Mandatory to have need based skill up-gradation of all employees.
- Networking partners for broadbasing trg.
- Training managers for all depts to co-ordinate with ATI

## Education Department

The vision of the National Skill Development Mission is to create a large pool of skilled manpower by the year 2020

- **"Hosa Hejje"** - a program for the undergraduate students in government to bridge the gap and strike a balance by initiating skill development.
- **"Angla"** A program for the rural background students who are mostly first generation learners, they lack the skill and confidence in spoken English, making it difficult for them to enter today's employment market.
- **"Vikasana"**, a 40 hour wellness training programme for the second year undergraduate students to develop a healthy lifestyle, adapt to the globalized environment, cultivate a moral framework, and make informed choices.

This program has led to placement of thousands of students

### 3<sup>rd</sup> ARC report – Crisis Management –from Despair to Hope Initiative

Water Resources: Automated real time Canal water management:

- Issue: In-equal distribution of water in Agricultural areas and risks in time of Drought:
- **Implemented sophisticated flow measurement, data collection and transmission facility to a central server, which has the crop-water requirement plan for the command area.**
- 75% of the water conveyed in the canal network is monitored by 50 automatic measuring points, covering around 1,21,000 hectares out of the 1,57,337 hectares in the command area.
- Covered the entire network along 109 kms of main canal, 197 kms of Branch canal and around 494 kms of distributaries canals paths with nonexistent power / communication connection.
- **Result: alleviating risks/crisis situations faced by farmers.**

## 4<sup>th</sup> ARC – Ethics

### Discretion, Simplifying transactions,

**Nemmadi:** Revenue department's Answer to unethical practices

- The Govt of K'taka has established a network of 800 telecenters called "NEMMADI" on PPP mode
- These are set up a village Hobli Levels to deliver G2C services.
- Huge pendency in issue of certificates at all stages at any point of time was overcome with the introduction of OTCS – Over the Counter Services.
- There were Qualitative and quantitative gains from the Project –one of them being reduction in the work load of the Revenue inspector.

Result – accessibility of citizens increased multifold.

## 5<sup>th</sup> ARC – Public Order

**BTRAC – Bangalore Technology driven Traffic Management**

- Monitoring the patterns of inflow and outflow of traffic at major junctions in the city and **making real time interventions** based upon the density & turning movements of traffic with a facility to alter the green time in order to provide quicker relief to commuters.
- **Redirecting traffic by dissemination of messages in real time** in cases where problem cannot be redressed within limited time frame.
- Robust **revenue model to ensure sustainability** i.e., traffic fine amount to pay for traffic management infrastructure, operation and maintenance.
- A **transparent and objective method of capturing the violations** using blackberry into central system in real-time with creation of database of history of violations.
- Citizen centric facilities to pay traffic fines as per their convenience.

**Results: Reduced traffic congestion and accidents by 30%. Achieved substantial compliance of Traffic Laws and Rules.**

## 6<sup>th</sup> ARC – Local Governance

### Satellite Imagery Applications for Managing Natural Resources

- A GIS based planning for harnessing the valuable resources of 6 backward districts (Gulbarga, Bidar, Raichur, Bellary, Koppal & Yadgir).
- Preparation of scientific plans for staff starved GPs to utilize Government funds under NREGA, PMGSY, IWDP, etc. in a **transparent and efficient manner to increase quality of life for the rural folk** in the following areas:
  - **450 TANK REJUVENATION**
  - **1170 MICRO-WATERSHED DEVELOPMENT PROJECT**
  - **2 lac ha AFFORESTATION OF BARREN LANDS**
  - **IMPROVING ROAD NETWORK to each village at 20 % cost**

## 6<sup>th</sup> ARC – Local Governance

**SOUL – Saving Open spaces, Urban Lakes, Parks and Cultural Rejuvenation of the twin city of Hubli-Dharwad.**

Issue: urbanization led to depletion of lakes, no single window.

**Strategy: convergence of the work in the departments of Urban, Kannada and Culture,, Revenue, Rural Development, Minor Irrigation, Tourism & Hubli-Dharwad Municipal Corporation which included:**

- Boundary fixation of lakes and non –encroachment.
- Diversion of sewerage water entering the lakes.
  - New bund formation, strengthening of existing bund.
  - Providing fencing, water supply and electrification.
  - Afforestation, Landscaping, pathways and associated amenities.
  - Developing parks and lakes as recreational and cultural centres for all age groups.

**Result: Water harvesting/storage capacity increased in city tanks. Additional storage of more than 1 lakh cubic metre created. Better Quality of life.**



## Local Governance



## LOCAL Governance

- **Rural Development** : RDPR has mandated conduct of 'Grama Sabhas on Children's issues' to ensure Child Friendly Grama Panchayats in Karnataka. Some of the impacts were
  - changing the time of drinking water supply in the villages –
  - ensuring kids attendance in school. prevention of child marriages;
  - getting children belonging to minority and scheduled castes to anganawadis;
  - preventing dedication of children into devadasi system;
  - getting the Panchayat take note of the filth in the school premises in the week ends ;
  - getting a playground to the school;

**Result** : In many Grama Panchayats, the four basic service providers ie health (ANM); early childhood care and development (Anganawadi worker); education (School teachers) and the Panchayat have conducted joint meetings to resolve the issues arising in these Grama Sabhas.

## Simplifying Transactions & Ensuring Accessibility:

**Talukas Record Room Computerization :** Hassan District's Channarayapatna Talukas record room has 96,513 records with 30,82,686 pages fully indexed and computerized, after scanning 356 records which are prone to tampering.

- Manual Searching time took 10-15 days.
- Chance for tampering of records is more as pages were not numbered/scanned.
- provided around 100-250 records (duplicates) every month.
- Less Remittance of cash to government(500 to 1000 Rs. per month)
- Every available record traced in fraction of a minute
- Durability of records increased as the file is searched ,located by the computer.
- People friendly approach as available record is immediately traced and provided.
- Lesser scope for tampering records as we can know the number of pages in a file at any point of time and we have scanned 16356 pages which are more prone for tampering.
- Provide around 1000-1200 records every month.
- Improved revenue generation from Rs 500pm to about 8000 pm.

## Better Governance



## ARC-10<sup>TH</sup> REPORT

### Refurbishing of Personnel Administration-

DPAR (e-Governance):-

- **Automation of Karnataka Government Secretariat:** As a measure of transparency, File Monitoring System and Letter monitoring system has been operationalised in the Karnataka Government Secretariat, which enables tracking of movement of files and pending letters
- **The Karnataka State Wide Area Network (KSWAN) Project:-** The KSWAN Project has established a wide multi-layer network and has provided data, voice and video services. It has connected, **2400 Government Offices, covering 56 departments. I.P Phones provided to more than 2900 offices. Government business centres have been established in 126 Taluk Headquarters**
- **HRMS: Government & State PSU Human Resource Management System**
- **Flexi-time System:** Flexi attendance monitoring system has been implemented for officers in the Karnataka Government Secretariat, of and above the rank of Section Officers

## ARC -11 – e Gov Smart ways forward

- **Bangalore One:** The Project was started with the objective of providing G2C and B2C services under a single roof as a one stop shop. Initially started with 14 centres, there are now 72 centres in Bangalore City. The volume of transactions is over 362 lakh. This project has been recently awarded the '**National WEB Ratna 2009**'.
- **Karnataka One:** similar centres at the district level as above. ) **e-Forms:** The e-Form Project is a Government initiative to facilitate the public to submit forms electronically for various services provided by different Government departments.
- **Citizen Service Centres (CSCs) Nemmadi or Rural Digital Services Centres**
  - 800 are running since 2007. Complete Digital Certificate Issuance – Manual Certificates BANNED
- **A Technology Portal** has been launched comprising the technologies available, along with contact details of concerned office/Officers. Karnataka Geo-portal has already been included under Technology Portal of Government of India [www.karnatakageoportal.in](http://www.karnatakageoportal.in)

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## 11<sup>th</sup> ARC – e Governance

- **E-Procurement Project:** With a vision of enhancing the efficiency and transparency in public procurement Government of Karnataka has set up 'Unified e Procurement Platform' to be used by all the Departments.
- 185 Departments use the portal for all their procurement
- 51844 tenders floated in this platform.
- A total of 1,00,088 Crores procurement has been done
- No. of bids/tender increased from average of 1.2 to 5.0 bids/tender
- Average savings of 10% leading to savings of Rs. 10000 crores
- All details of tenders/bids, evaluation are available on the portal for citizens to view, ushering in total transparency
- 1Lakh Crores Worth of Procurement/tenders dealt in one financial year

## 11<sup>th</sup> Report of ARC Citizen Centric Administration

- The Government of Karnataka on April 2, 2012 implemented the 'Karnataka Guarantee of Services to Citizens' Act.
- The Act covers 151 services – the highest in the country covering 11 departments.
- So far over 60 Lakh applications have been received and about 54 lakh have been disposed of well before time.

## Named By Citizens- Sakala(In-Time)

- a Mission Approach to deliver 151 services by 11 departments within a stipulated time; else citizen is compensated @Rs 20 per day of default/delay, by the official.
- From a Government-Centric service to a Citizen-Centric Service – Citizens now drive the deliverables!
- An independent call centre which acts as a Nodal point for citizens to access information, lodge complaints and suggest feedback has been established and working with over 45000 consumers having availed their services.
- Helpdesks are being set up with the help of consumer forums across the state to further aid the citizens – this is to ensure an unbiased reach and access irrespective of income, remoteness and educational disparities.
- Sakala has greatly reduced the 'Aloofness of Officials' to being more interactive and brought a sense of 'being part of' of citizens life

## Portal



## Sakala -A sample of an Acknowledgement



The screenshot displays the 'Check KGS Status' page of the Karnataka Guarantee of Services to Citizens System. The page features a header with the state emblem and the NIT logo. Below the header, a table lists the application details:

KGS No.	REG09041881801
KGS Date	28/05/2012
Department	REVENUE DEPARTMENT
Service Requested	All types of Caste Certificate
Applicant Name	not Bapu
Applicant Address	Varad
Application Status	ACCEPTED ON 03/06/2012
Status Description	APPROVED

At the bottom of the table, there is a 'Print' button.

## 15<sup>th</sup> ARC

### State & District Administration :

#### Rural Development & Panchayat Raj.

- **Panchtantra** is an award winning software linking each GP on line. Citizen-centric e-Governance project, which leads to providing useful, timely and accessible information to citizens and do not require creation of historical databases.

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## Rural & Panchayati Raj Dept (RDPR)

- ***Janamitra***

- Public Grievance Redressal System
- Supports Call Centre, Mobiles, SMS, Emails
- One Point Interface for all Complaints

- **e-FMS (Electronic Fund Management System)**

- On-line Wage Transfer (MNREGA)
- Real-time wage payment
- Prompt payments, impetus to work and workers

## E-Governance Dept

Multiple Award Winning Innovative IT Based Reforms

- **E-Procurement System:**

- Complete e-Procurement Platform
- Bangalore One, Karnataka One

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## Revenue Department

- **Bhoomi**
  - Pioneer Project on Land Records Computerization
  - About 20 Million Records of 6.7 Million farmers computerized
  - Over the Counter Copy of *Record of Rights*
  - Bio-login & Computerized FIFO based record updation and changes (mutation)
  - RoR Copy over the Web
- **Over the Counter Service (OTCS)**
  - Existing database of Ration Cards leveraged to collect and tag caste information on each family holding a Ration Card
  - Caste Data captured through field verification process (as per existing method) and tagged to appropriate family in the Ration Card database
  - On request, the Caste Certificate issued on demand Over-The-Counter

## Commercial Taxes Dept

- **e-Sugam**
  - Internet based Delivery Challan/Note for a goods carrying truck is issued based on On-Line submission by the Trader from Central Server with Central Database
  - Each DN has a unique number which permits Internet enabled “Check-Posts” of the Dept to cross-verify each DN over the internet with Central Database – at the time of actual movement of truck/vehicle



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## Forest Department : Innovation

- The Karnataka Forest department (KFD) monitors the release of all forest produce and its transportation throughout the route up to its point of consumption or storage.
- A web based solution “**Forest Produce Tracking System**” (FPTS) - In this System the buyer applies for the release of iron ore and the approval of his application and transmission of such approval to him is done through an online process. Some of the Important steps included:
  - **Paper transit pass to e-transit pass:**
  - **Printing of passes at Govt. press.**
  - **Responsibility of collecting payments** (shifts to buyers who needs to prepay and maintain his account)
  - **Discretion of inspecting officer at loading point removed.**
  - **Decisions based on details** based on details directly received from DMG.
  - **Application approval done online.**

## Health & Family Welfare Dept

- **Mother & Child Tracking System (Rockefeller Foundation Award Winner)**
  - Manual Registration by ANMs but all subsequent follow up until delivery are through IT Software and SMS alerts
  - All ANMs & MO in the State issued CuG Mobile SIMs
  - 8.75Lakh Pregnant Women & 2.25Lakh children being tracked by this System
- **KID ROP – Karnataka Internet Aided Diagnosis of Retinopathy of Prematurity**
  - Earliest Detection is the key to stopping this infant blindness disease.

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## Housing Department

- **Rajiv Gandhi Rural Housing Corporation Ltd**
  - Online Beneficiary Approval System.
  - GPS based Online Physical Progress Updation.
  - Electronic Fund Transfer System.
- **Monitoring Construction of ASARE Homes through Remote Eye Monitoring System (REMS)**
  - An authentic, secure, cost-effective method of capturing **geo-stamped photographs**

## KSRTC

- **AWATAR (Any Where Any Time Advanced Reservation System)**
  - 3000 Concurrent Users/On-line Booking
  - 600 Franchisee Based Counters
  - 16 Lakh Registered Users
- **Intelligent Transport System- Mysore (ITS)**
  - The project will provide dedicated Central Control Station with 16 Servers to facilitate the real-time control and monitoring, GPS based vehicle tracking, generation of MIS, display and control of city bus operations with SMS.

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### **Urban Development Department**

Municipalities & Municipal Corporations have implemented **GIS based Urban Property mapping & 24X7 Web supported Grievance Centre**

### **CONSTRAINTS**

- Absence of innovation Drivers/ hand holders
- IT as a backbone for any intervention
- HRMS not in tune with demand
- Lack of Incentive/flexibility for leading reforms
- Redundant criteria in GOVT funding
- Riders in PPP mode- ownership and control
- Need for concurrent evaluation to spur change.

## Maharashtra



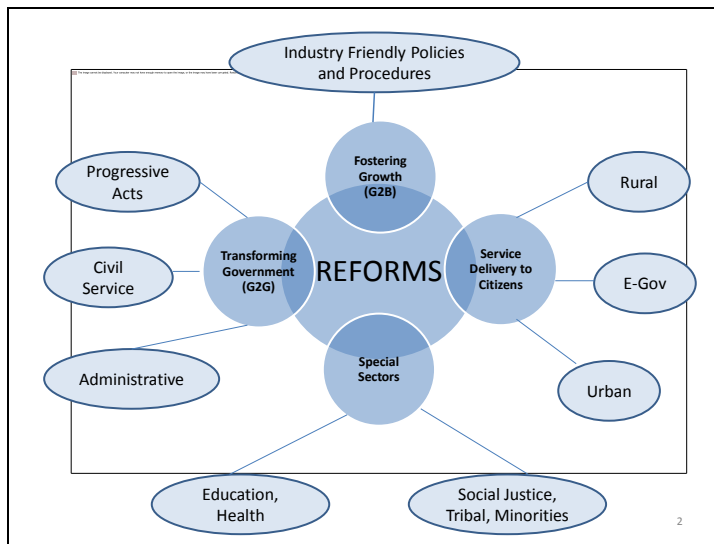
सत्यमेव जयते

# Administrative Reforms

## Fourth Conference of Secretaries

*Presentation by Maharashtra*

16<sup>TH</sup> JULY 2012, New Delhi



## Transforming Government (G2G)

### Progressive Acts/Judicial Reforms

- **Right to Information Act** – Maharashtra one of the early movers, major provisions of Maharashtra State Right to Information Act 2002 incorporated in the Right to Information Act 2005 enacted by GoI.
- Maharashtra Lok-Ayukta and Up-Lok-Ayukta Act 1971
- **Lokshahi Din** – One dedicated working day of the month for hearing of complaints at various levels i.e. district/ municipal corporations, divisions, Mantralaya. Effective and immediate time bound redressal of the grievances
- Computerization of courts till district level, online update of judgments and Status of case, Court Orders etc.
- Reforms in Urban Local bodies and PRI

3

## Transforming Government (G2G)

### Civil Service Reforms

- **Maharashtra Government Servant Regulation of Transfer**
  - Provides for Regulation of Transfer of Government Servants
  - Applicable to AIS officers & all Group A,B,& C. Category employees
- **Prevention of Delay in Discharge of Official Duties**
  - Obligatory for every office or Department to prepare & publish Citizens Charter
  - Disciplinary action for intentional delay or negligence

4

## Transforming Government (G2G)

### Administrative Reforms

- Document Journey Management System (**DJMS**) – intranet based application for tracking of files/pendency etc
- Document Management System (**DMS**) – Scanning of Documents and Repository of scanned files.
- Biometric Attendance System – Mandate of offices with more than 20 employees to use biometric attendance.
- Sevarth – Salary processing software for all government employees in State for credit of salary in employees' bank account.
- Use of RFD and Key Results Area frameworks
- IT knowledge Mandatory for new Recruitment; Capacity building
- State Training Policy and eGovernance Policy promulgated

5

## Fostering Growth: Government to Business (G2B)

### Treasuries, Industry, Sales Tax, Excise, IGR

- Maharashtra is ahead of other states in Receipts and Payments being Cashless and Chequeless, with focus on ePayments, eReceipts and Direct Banking
- **Single Window Clearance – MIDC** –offers online facility to register plots and apply online for various clearances by MIDC. **E-Biz portal** is one stop solution for business facilitation providing online processing of clearances to set up a new industrial unit. Provides clearance facilities for 215 services - 37 MIDC and 178 Non-MIDC services.
- **Sales Tax** – Maharashtra the first state in India to have 100% online registration, returns and audit. **Economic Intelligence Unit** uses BI and Data Warehousing tools for plugging of fraud and tax evasion cases.
- **Excise department** has also undertaken a major BPR and IT drive.
- **IGR Stamps and Registration** work can be done mostly online, with one short quick final visit to physical offices

6

## Citizen Centric Services (G2C)

- **Rural Channels** – Multiple delivery channels for citizen centric services, Maha e-Seva Kendra (CSC), Setu Kendra. Nanded and Latur Setu offer almost 300 services.
- **SANGRAM** – Recognition of 25000 Gram Panchayat Institutions as CSC
- **Urban Channels** – BPR of over 300 applications in KDMC for citizen services. Replication of the KDMC model in more than 200 ULBs

7

## e-Governance

- Maharashtra one of the very few states to have dedicated budget allocation of 0.5% for e-governance in all departments, and simple approval procedures for eGov projects.
- One of the leading states to have e-Governance Policy in place for meta data standardization, data interoperability, use of local language etc. MoU with CDAC and Yashada.
- Technology wise most superior SDC
- **UID project** started in Maharashtra, completed about 4 crore enrolments, and only state to have SRDH. UID is being used in EVERY new software application, and will be used for de-duplication, weeding out bogus beneficiaries and staff, and better service deliveries.

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## Special Drives/Projects

- **Education Dept** – Pat Patalini – Yearly count of teachers and students in more than 1 lakh government and aided schools to weed out fakes/duplicates
- **E-Scholarship** – Online application, approval and disbursement of scholarships to bank accounts of more than 17 lakh eligible students. Beneficiaries linked to the Social Justice, Minorities and Tribal department. Direct credit in Bank account of beneficiaries helpful in plugging leakages
- **Dilasa Project** – Pilot project for direct Credit of pension to UID linked accounts for Pension schemes in Aurangabad
- **Minorities Dept** – Evening shift at ITIs.
- **Tribal dept** – Major computerisation drive

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## Special Drives/Projects

- **Rajasva Abhiyan** by Revenue Dept. every year to give certificates quickly and at doorsteps, clear pending mutation and land survey work, and innovative projects (river linking, desilting of ponds etc.)
- **Health dept** – 16 software applications, including Mobile and GIS based. Use of eOffice by NRHM.

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# THANKS

Presentation by:

**Dr. P. S. Meena , ACS (AR&OM)**

**Rajesh Aggarwal, Secretary (IT)**

**Government of Maharashtra**

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## Manipur



### INFORMATION TECHNOLOGY *A TOOL FOR* ADMINISTRATIVE REFORMS

Department of Administrative Reforms  
Government of Manipur



### IT in Administrative Reforms

- Systematic archival and retrieval of information.
- Reduces delay and increases efficiency.
- Enhances transparency through e-Governance.
- Reduces corruption by removing human factor.
- Replacement of manual process – minimises discretionary power.



## IT in Administrative Reforms

- Effective dissemination of information to the 'Citizens' through websites.
- Empowerment of 'Citizens' with online e-Services.
- Grievance Redressal System.

## NeGP e-Infrastructure Status (April, 2012)

S No.	Name of State/ UT	SDC	SWAN	CSC	SSDG
1	Manipur				
2	West Bengal				
3	Kerala				
4	Sikkim				
5	Madharashtra				
6	Maharashtra				
7	Tripura				
8	Gujarat				
9	Puducherry				
10	Koa				
11	Nagaland				
12	Tamil Nadu				
13	Orissa				
14	Karnataka				
15	Haryana				
16	Andhra Pradesh				
17	Bihar				
18	Assam				
19	Uttarakhand				
20	Arunachal Pradesh				
21	Mizoram				
22	Madhya Pradesh				
23	Himachal Pradesh				
24	Jharkhand				
25	Chandigarh				
26	Rajasthan				
27	Uttar Pradesh				
28	Chhattisgarh				
29	NCT of Delhi				
30	Punjab				
31	Lakshadweep				
32	Jammu & Kashmir				
33	Andaman & Nicobar Islands				
34	Dadra & Nagar Haveli				
35	Daman & Diu				

**CSCs**

- Effective
- 70% and above
- 40-70%
- 40% and below

**SDC, SWAN, SSDG**

- Effective
- Implemented
- Implementation in progress
- Implementation yet to start / initial stage

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## NeGP Based Administrative Reforms in Manipur

- Manipur - first State in the country to set-up all the four NeGP infrastructure.
- State Data Centre (SDC) set-up for facilitating G2C, G2G applications (operational since August, 2011).
- State Wide Area Network (SWAN) set-up as connectivity backbone for e-Governance (inaugurated by Her Excellency the President of India on 12<sup>th</sup> March 2012 : 24/30 POPs functional).



## NeGP Based Administrative Reforms in Manipur

- 399 Common Service Centres (CSCs) set-up to act as front end for all G2C & B2C services.
  - Issues of Connectivity and Power are being addressed through VSATs and Solar Power Packs.
  - VLE training on usage of State Portal.
  - Training to involve VLEs for assisting citizens for online Agriculture Intelligent Advisory System.
  - Free IT training for one person per family is under consideration

## NeGP Based Administrative Reforms in Manipur

- State Portal, State Service Delivery Gateway & e-Forms Phase - I
  - 19 G2C services
  - Emp Exch, DSLR, Registration & CAFPD
  - 37 offices
  - Inaugurated on 26<sup>th</sup> January, 2012
  - Integrated with Mobile Gateway - Status & Tracking

### State Portal, SSDG & e-Forms Phase - I (List of Services)

Sl	Department	Services
1	Department of Employment Exchange	Registration in Exchange
2		Renewal of Registration
3		Transfer of Registration
4		Repeat Registration
5		Updating of Qualification , Experience
6		Cancellation of Registration
7		Submission of application against vacancy
8	Registration Office	Issue marriage Certificate
9		Application for title deeds for registered documents
10		Filing of appeals
11	Settlement and Land Records	Issue Encumbrance Certificate
12		Mutation of Land Records (Other Services such as issuance of RoR is not captured)

Project confidential material

Project Confidential Material

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## State Portal, SSDG & e-Forms Phase - I (List of Services)

SI	Department	Services
13	Consumer Affairs, Food and Public Distribution	Application for issue of new ration cards
14		Application for the addition of name in the ration card
15		Application for change of name in ration card
16		Application for deletion of name in the ration card
17		Application for duplicate ration card - grant /renewal
18		Grievances/ Inquiries/ Complaints
19		Application from the citizen for inclusion under AAY, BPL, APL, etc.
20		Issuing certificates for inclusion under different schemes

Project confidential material

Project Confidential Material

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## NeGP Based Administrative Reforms in Manipur

- State Portal, State Service Delivery Gateway & e-Forms Phase - II
  - 20 more G2C services within October, 2012
  - 108 Offices
  - Election, Revenue & Social Welfare Departments
  - Integration of Payment Gateway

## State Portal, SSDG & e-Forms Phase - II (List of Services)

Sl	Department	Services
1	Department of Social Welfare	Application for BSY
2		Application for School going Dependant Children Providing Financial Assistance
3		Application for Bal Bhavan providing recreational-cum-educational activities to the children
4		Application for schemes for implementation of programmes for person with disabilities
5		Registration for unemployment allowances and economic rehabilitation assistance to person with disabilities
6		Registration for pension under Indira Gandhi National Old Age Pension Scheme
7		Registration for pension under National Benefit Scheme
8		Registration for pension under Manipur Old Age Pension Scheme
9		Financial assistance to poor & needy widow
10		Application for scholarship to disabled students

Project confidential material

Project Confidential Material

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## State Portal, SSDG & e-Forms Phase - II (List of Services)

S.I	Department	Services
11	Department of Revenue	Allotment of land, acquisition of land, fixing compensation for land acquisition, fixing land revenue in areas under MLR and LR Act.
12		Application for maintenance and up-dating of land records including preparation of RoRs.
13		Application for valuation of land
14		Application for fixation of land premium in allotment cases and compensation on land premium cases
15	Department of Election	Application for correction of particulars entered in the electoral rolls
16		Application for transposition of entry in electoral roll
17		Application for nomination paper for Lok Sabha election
18		Application for inclusion of name in the electoral Roll
19		Application for deletion of name in the electoral Roll
20		Application for inclusion of name of overseas elector

Project confidential material

Project Confidential Material

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## NeGP Based Administrative Reforms in Manipur

- E-Procurement initiated with PMGSY and now under implementation in PWD, PHED, IT Departments
- E-Districts approved for State wide rollout with 10 categories of services



## Mobile based Delivery of Services

- Acknowledgement and Status Tracking for State Portal Services
- Information on Pension Credits, date of photo renewal (Pull & Push)
- Intelligent Agricultural Information System for Farmers



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## IT based Administrative Reforms in Manipur

- File Tracking System (FTS)
  - Implemented in the Manipur Secretariat
- Computerized Personnel Information System (CPIS)
  - Database of all Government employees
  - Tracks transfers, postings, promotions etc.



## Mission Mode Projects

- 14 Mission Mode Projects
- Under Implementation:
  - VAT, VAHAN & SARATHI, LAND RECORDS, EMPLOYMENT EXCH, TREASURY & BUDGET, e-PANCHAYAT, CCTNS
- Under Approval:
  - HEALTH, EDUCATION, AGRICULTURE, MUNICIPALITY, PDS

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## Proposals under consideration



- E-procurement in all Departments
  - Integration of Treasury with Budget, Expenditure and AG's office
  - Pilot Project on Document Management is IT Department – to be replicated later in other Departments
  - Introduction of e-Despatch Application of Odhisa Computer Application Centre



THANK YOU

## Meghalaya



MEGHALAYA INTEGRATED INFORMATION (Mii)

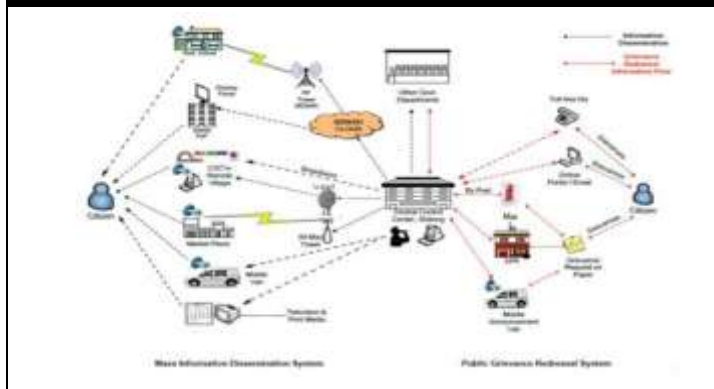


### OBJECTIVES

- >> Reach out to the Citizens of Meghalaya through implementation of a robust two-way communication system.
- >> Dissemination of information on Government policies, programs, various welfare schemes and publicize various initiatives of Govt. of Meghalaya.
- >> Develop capacity and means to pre-warn Citizens during natural calamities, disasters and epidemics.
- >> Law & Order situations.
- >> Grievances facilitation mechanism.



## Mii NETWORK



## 3 MAIN FUNCTIONS

### 1. INFORMATION DISSEMINATION

- To empower the citizens of Meghalaya with the knowledge on various schemes/services and policies of the state government via the use of loudspeakers and LED text panels.





### 3 MAIN FUNCTIONS

#### 2. CITIZEN FEEDBACK

- To receive constructive feedback from citizens. A citizen can register his grievance/feedback by using any of the following modes:

- ✓ Written Request
- ✓ Online Interface.
- ✓ Calling Toll-Free Helpline
- ✓ Grievance filed by email



### 3 MAIN FUNCTIONS

#### 3. CITIZEN HELPDESK

- To assist citizens in quickly and easily reporting a problem, requesting a service, asking a question or filing a complaint.

- To avail of a scheme or service that the government is providing.

- To look for relevant information on how to apply for the same.





### Salient Features of Mass Information Dissemination System

- Multiple Delivery Mediums
  - ✓ Voice
  - ✓ Text
  - ✓ Video
  - ✓ Mobile Vans
- Multiple Connectivity Channels
  - ✓ Meghalaya State Wide Area Network (MSWAN)
  - ✓ Broadband
  - ✓ Wimax
  - ✓ V-Sat
  - ✓ SMS
- Central Control Room – Info Cell/Call Centre/Studio/Broadcast
- IP Based Solution

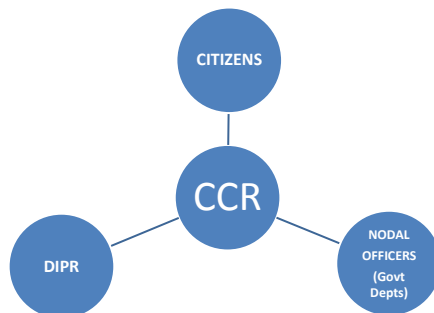


### Salient Features of Citizen Feedback System

- Multiple channels for registration of grievances (Web interface, Toll free number, Walk-in, Postal)
- Provision for attaching scanned copies of their grievances & supporting documents.
- Provision for tracking the status of Grievances online and through SMS
- The Public Grievance Officer to log into the system and monitor the progress of the grievance and track progress of the action taken.



**Salient Features of Citizen Feedback System**



**Salient Features of Citizen Feedback System / megpgrams.gov.in**



### Salient features of Citizen Helpdesk

- Single point of information to the citizens about all state govt. departments' schemes, policies, vacancies and benefits.
- Helping citizens to correctly submit application forms and associated documentations.
- Contact point for accepting citizen grievances and further processing.



### Salient Features of the System

- One Way broadcasting from the Central Control Center to the remote locations via a Stream Multiplier for Audio.
- Remote Management of Routers, Audio and Text Panels.
- 24 x 7 x 365 days functional monitoring of all devices on the network.
- Distributed Architecture to enable scalability.
- Terminal Equipment designed for Low Power consumption.
- IP Based Call Center Server with integrated Voice Logger and Call Detail Recording Facility.





### PA Systems and LED Text Panels

#### • PA Systems - 119 locations

- ✓ Shillong (54)
- ✓ Tura (17)
- ✓ Jowai (17)
- ✓ Ampati (20)
- ✓ Nongpoh (11)



### PA Systems and LED Text Panels

#### • LED Text Panels - 10 Locations

- ✓ Shillong (4)
- ✓ Tura (2)
- ✓ Jowai (2)
- ✓ Ampati (2)






### Benefits

- It is extensive in reach thereby making government schemes and projects, public announcements, regional information and weather information available to a wider audience even in remote areas.
- Information in times of natural calamities/disasters to forewarn/update.
- Information can be directed to a single cluster or multiple clusters through multiple mediums of information.
- Nodal officers appointed in govt departments are informed of registered grievances immediately via SMS from the logging system.
- A dedicated Toll-Free Number for the convenience of the citizens.
- Citizens can directly interact with the CM via the website mii.nic.in
- Result is a more efficient G2C and C2G system.



**THANK YOU  
KHUBLEI  
MITELA**


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## Rajasthan



### Towards improved Maternal and Infant health

Reducing MMR and IMR in Bundi through use of IT and improved monitoring



### Bundi – a snapshot

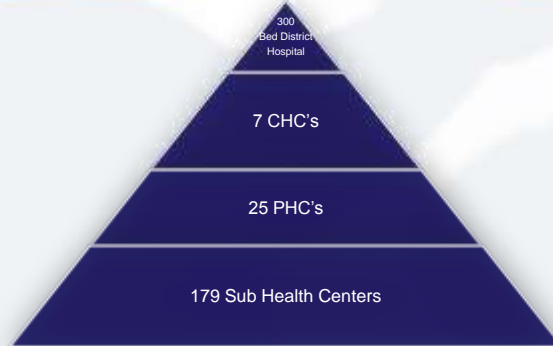
- Agricultural district
- Low age for marriage for girls
- Very high IMR and MMR
- Low level of institutional deliveries
- Non reporting of Maternal Deaths
- High prevalence of anemia (Gender issues)

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## New Initiatives

- Implementation of SQRS (Small Query Reporting System)-Tracking medical activities through SMS
- Increase the number of health facilities providing safe delivery and newborn care
- Tracking of High Risk Pregnancies
- Quality improvement of MCHN Days
- Video Conferencing upto PHC Level

## Health System



## Responsible for:



## Prevalent System

- Reporting through MPR
- Time lag of a month
- Block Level ANM meeting
- Review at District Level at District Health Society Meeting

## The Change

- Shift from reporting and analysis at the end of the month to daily reporting
- 1 SMS within 160 characters
- Coverage to all major health related activity like ANC Registration, Deliveries, Immunization, OPD-IPD, Maternal and Infant Death
- Review every day by CMHO and Block CMHO

## Online System

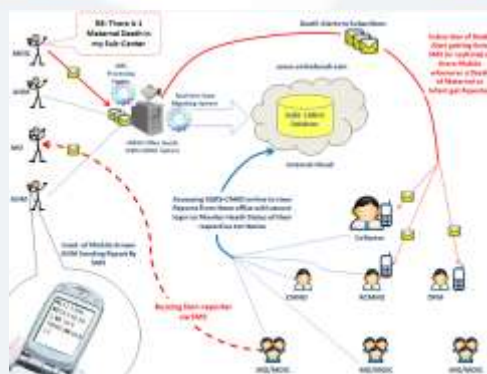


## SQRS Implementation

- Launched Jan 12<sup>th</sup>, 2011
- Divided focus Health Activities in 10 types of Coding from R1 to R10.
- District, Block, PHCs & Sub Center level staff trained
- PHCs level Monitoring can be done in real time.




## Process 101








## SQRS–CMHO Outbound SMS

Group SMS Utility


Select Block:  

Select Health Care Center:  


Select Designation:  

**SMS Text** 

ALL OF THE PERSONS TO ATTEND A TRAINING ON NEW BPL HEALTH PROGRAM: Date 26/01/2011, Time 11:00 AM to 2 PM. Please attend on-time. Contact Dr. Chaudhary

**List of SMS Recipients** 

Sl.No	Mobile	Block	Health Center	HEC Category	Designation	Phone Number
1	9822111111	Nagpur	PHC	ANC PHC	Dr. Chaudhary	9822111111
2	9822111112	Nagpur	PHC	ANC PHC	Dr. Chaudhary	9822111112
3	9822111113	Nagpur	PHC	ANC PHC	Dr. Chaudhary	9822111113
4	9822111114	Nagpur	PHC	ANC PHC	Dr. Chaudhary	9822111114
5	9822111115	Nagpur	PHC	ANC PHC	Dr. Chaudhary	9822111115
6	9822111116	Nagpur	PHC	ANC PHC	Dr. Chaudhary	9822111116
7	9822111117	Nagpur	PHC	ANC PHC	Dr. Chaudhary	9822111117
8	9822111118	Nagpur	PHC	ANC PHC	Dr. Chaudhary	9822111118
9	9822111119	Nagpur	PHC	ANC PHC	Dr. Chaudhary	9822111119
10	9822111120	Nagpur	PHC	ANC PHC	Dr. Chaudhary	9822111120

**Send SMS** 

## Analysis on Inbound SMS

- **Benefits**

- Real Time Analysis on activities of
  - ANM, MO-IC PHC, CHC, Janana and District Hospital
  - Ideal for Collector, CMHO and DPM to have a Bird-Eye-View on a particular activity

### ANC Registration (Jan 01, 11 – Jan 26, 11)

Total No of ANC Registration	Total No of BPL Registration	Total Amount Paid to BPL
40	11	5500

# Analysis on Inbound SMS

**ANC Registration (Detailed Report)**  
 Date From: 01/01/2021 Date To: 30/09/2021 Block: 0 Block(s)

Ward No	Ward Name	Province No	SSIC Ward	Province	Registration	Block	Block Percentage	SSIC No	SSIC Ward	SSIC No	SSIC Ward	SSIC No
001	001-01-01	001001001	001001	001	001-01-01	001	001	001	001	001	001	001
02	002-02-02	002002002	002002	002	002-02-02	002	002	002	002	002	002	002
03	003-03-03	003003003	003003	003	003-03-03	003	003	003	003	003	003	003
04	004-04-04	004004004	004004	004	004-04-04	004	004	004	004	004	004	004
05	005-05-05	005005005	005005	005	005-05-05	005	005	005	005	005	005	005
06	006-06-06	006006006	006006	006	006-06-06	006	006	006	006	006	006	006
07	007-07-07	007007007	007007	007	007-07-07	007	007	007	007	007	007	007
08	008-08-08	008008008	008008	008	008-08-08	008	008	008	008	008	008	008
09	009-09-09	009009009	009009	009	009-09-09	009	009	009	009	009	009	009
10	010-10-10	010010010	010010	010	010-10-10	010	010	010	010	010	010	010
11	011-11-11	011011011	011011	011	011-11-11	011	011	011	011	011	011	011
12	012-12-12	012012012	012012	012	012-12-12	012	012	012	012	012	012	012

**Note:** This is an ideal report for those health officers to control and monitor services from ward to ward.

**ANC Registration (Report of Non-Reporters)**  
 Date From: 01/01/2021 Date To: 30/09/2021 Block: 0 Block(s)

Ward No	Ward Name	Province No	SSIC Ward	Province	Block Percentage	SSIC No	SSIC Ward	SSIC No
001	001-01-01	001001001	001001	001	001	001	001	001
002	002-02-02	002002002	002002	002	002	002	002	002
003	003-03-03	003003003	003003	003	003	003	003	003
004	004-04-04	004004004	004004	004	004	004	004	004
005	005-05-05	005005005	005005	005	005	005	005	005
006	006-06-06	006006006	006006	006	006	006	006	006
007	007-07-07	007007007	007007	007	007	007	007	007
008	008-08-08	008008008	008008	008	008	008	008	008
009	009-09-09	009009009	009009	009	009	009	009	009
010	010-10-10	010010010	010010	010	010	010	010	010
011	011-11-11	011011011	011011	011	011	011	011	011
012	012-12-12	012012012	012012	012	012	012	012	012

**Note:** Very useful report for the controlling of non-reporters.

## Benefits - Field Staff

- Real Time Reporting Solution
- Economical Reporting
- Any Time Reporting
- Everyday assessment of their own work

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### Benefits – CMHO Office

- High Level Analysis for Entire District
- Faster response time during Critical Situations
- Instant Action on Absenteeism
- Economical way to Stay in Touch
- Daily Monitoring for All Programs
- Eliminates Human Interface

### Benefits – District Collector

- Access to both disease surveillance and information on maternal mortality
- Improvement in programmes of national importance like NFWP and immunization
- Ready tool for inspections and monitoring

## The SQRS imperative

Response time on  
Maternal Deaths – 2  
Days to 2 weeks

Reports for  
Delivery  
Immunization and  
Deaths – Monthly

Health officers  
were not updated  
with daily services  
provided by health  
worker.

Before

Response time on  
Maternal Deaths –  
Immediate

Reports are  
received  
Immediately

Grass root officers  
Trained and center  
updated  
immediately

Now

## Maternal Death Audit

- Safe delivery and newborn care practice
- How to identify and report maternal deaths
- ASHAs have been instructed to report all maternal deaths in selected blocks on phone
- SMS to District Collector, CMHO, Block CMHO
- A team of persons will confirm these deaths and conduct an enquiry using verbal autopsy technique



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## Improvement in Maternal Death Reporting

- 28 maternal deaths reported by ANMs after training
- Enquiry of 28 maternal deaths has been conducted.
- Families were visited by a team of three people including block ASHA facilitators



## High Risk Pregnancy Tracking

- To reduce maternal death (min 8-10% pregnancies are high risk)
- High risk pregnancies should be identified & special care & checkup should be given to that lady.
- Quality of ANC checkup for high risk lady.
- Improvement of Quality MCHN days.
- Identification of institution for safe delivery of that lady

## Factors for detection of High Risk Pregnancy

- **Obstetrics Risk factor**
  - Previous still Birth
  - Preterm baby
  - Continuous abortion
  - C-Section delivery
  - Eclmpsia & Pre-eclampsia history
- **Medical Risk Factor**
  - High Blood Pressure
  - Heart Disease
  - Diabetes
  - Epilepsy
  - Sever Anemia
- **Physical Risk Factor**
  - Age
  - Height
  - Cervix and Uterus Problems
  - Weight

## Implementation Methodology

- Sensitization of ANM, LHV, MO & Program Manager about High Risk Pregnancy.
- High Risk booklet launched on 20th May 11 by Hon. Health Minister
- High Risk booklet in which all record of High Risk lady is maintained by ANM.
- 4 ANC checkups are being done for High Risk lady & last checkup is done by Doctor.
- Awareness to family members of that lady regarding high risk & special care.
- Review in District Health Society Meeting.



## Post Programme Analysis

- Quality ANC Checkup
- Regular follow-up is being done by ANM or Doctor.
- Facility wise interaction and engagement of referral transport at the village level
- Maintenance of lists at CHC control room and CMHO office
- Identification Mark on the house
- Monthly Review at Block level and District Level
- Random checks by SDM and District Collector

## Involving the People

- SAKHI - Special program by student NSS volunteers
- Two panchayats covered every week.
- Use of traditional music and dialect.
- Street plays at chaupal

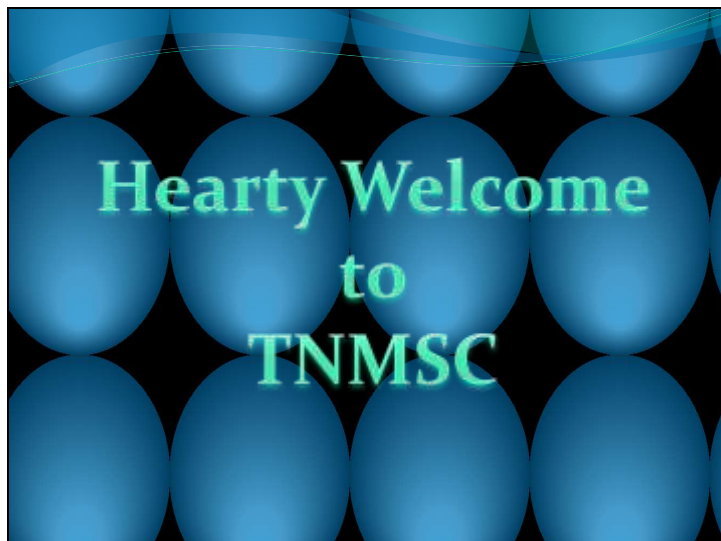






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## Tamil Nadu



Tamil Nadu Medical Services Corporation Limited

## Pre TNMSC Scenario

- Acute shortage of drugs and medicines.
- Government medical institutions procure over 1000 drugs individually
- Prescriptions "Market Driven".
- Drugs procured in bulk packing - unhygienic storage & distribution.
- Lack of faith in Government health services.
- Resulting in decline in participation in the health care delivery system.



Tamil Nadu Medical Services Corporation Limited


## TNMSC

A system which is best described as an autonomous supply agency with direct delivery

Government set up TNMSC in 94-95 to provide to "customers" quality drugs, diagnostic equipment and services at the most economical cost.

Authorized capital - ₹ 10.00 crores.

Paid-up capital - ₹ 4.04 crores



## Primary Objective

To arrange to deliver on time  
High Quality Drugs, Medicines,  
Surgical and Suture items to  
the Government Medical  
Institutions.



## Key Objectives ...

Improving management of drug procurement  
and supply with special emphasis on logistics



Ensuring quality in drug supply



Ensuring continuous availability of drugs to all  
government health facilities

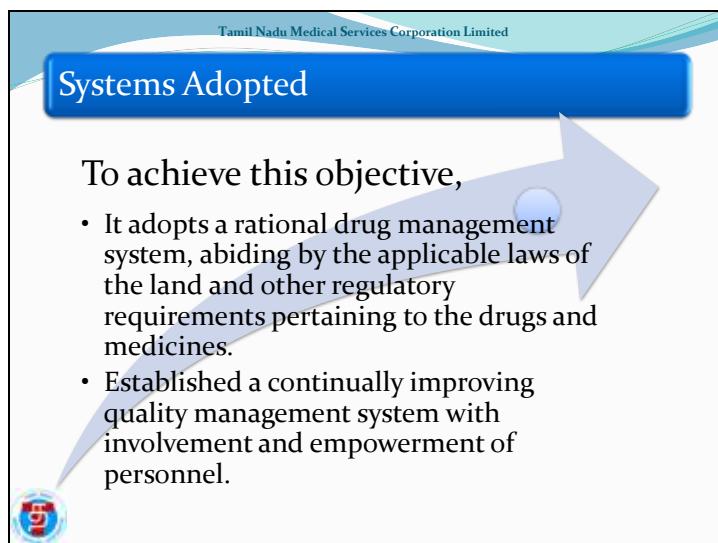
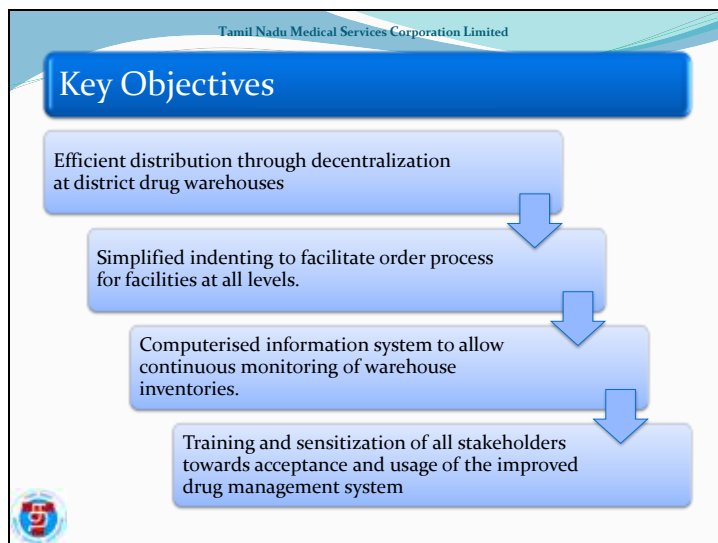


Upgrading skills of service providers in drug  
management and usage




Maintaining a key focus on human resource  
development.






Tamil Nadu Medical Services Corporation Limited

## Plan of Action




Rationalize the drug list.
Quantify requirement - State and District-wise.
Specify dosage size, primary and secondary packaging standards
Procure through national open tender.
Create adequate storage facility.
Create EFFECTIVE communication system within the organization
Create an EFFECTIVE distribution system in every district.

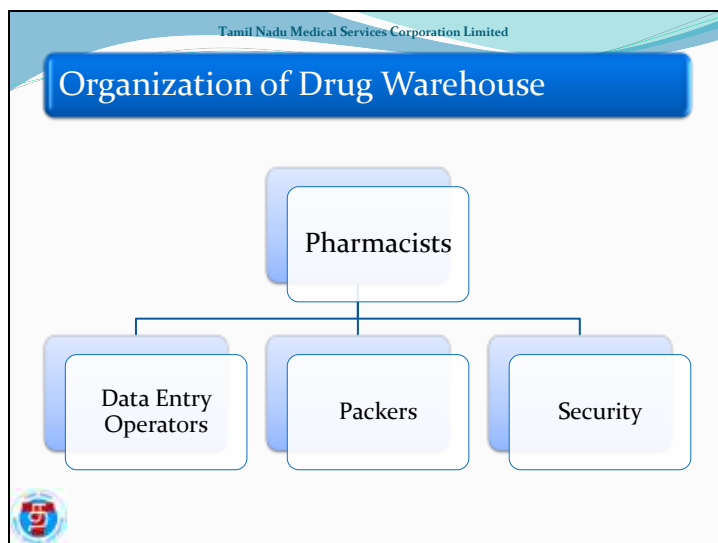
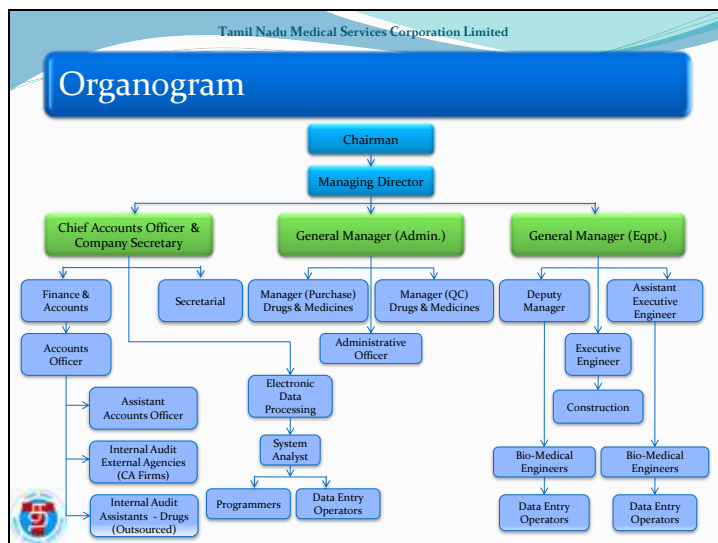


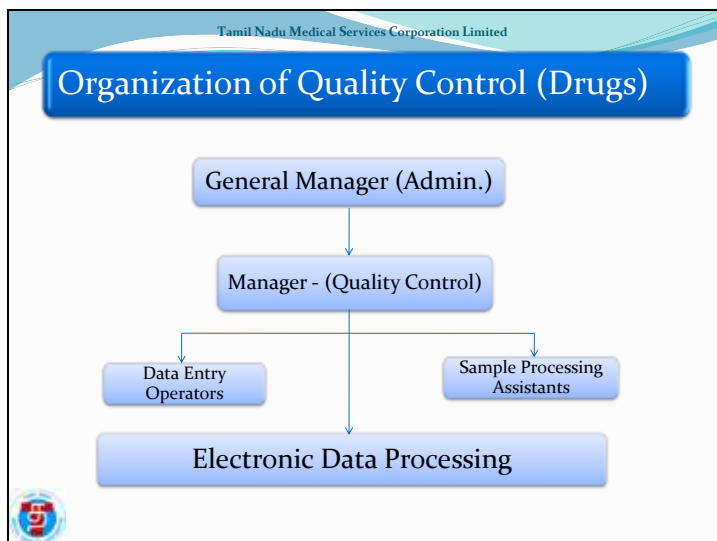
Tamil Nadu Medical Services Corporation Limited

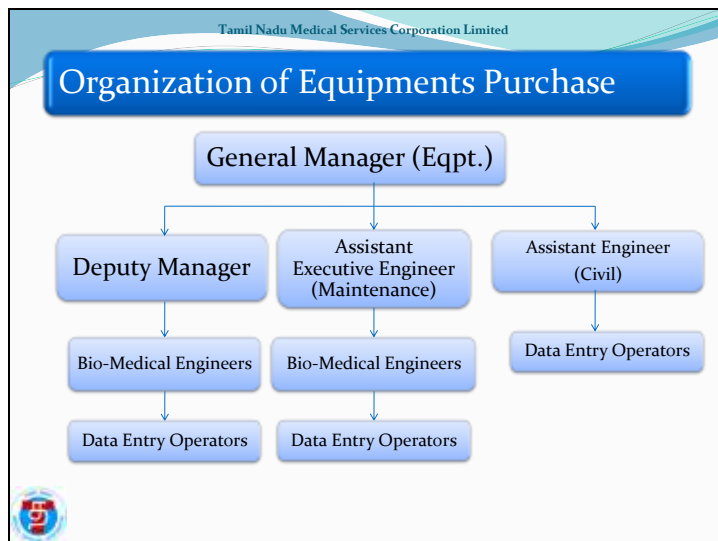
## Management

Board of Directors	
Principal Secretary, Health & Family Welfare Dept.	Chairman
Special Secretary, Finance Dept.	Director
Director of Medical Education	Director
Director of Medical and Rural Health Services	Director
Director of Public Health & Preventive Medicine	Director
Director of Drugs Control	Director
Project Director, RCH	Director
Chief Engineer, PWD (Buildings)	Director
Managing Director	Director

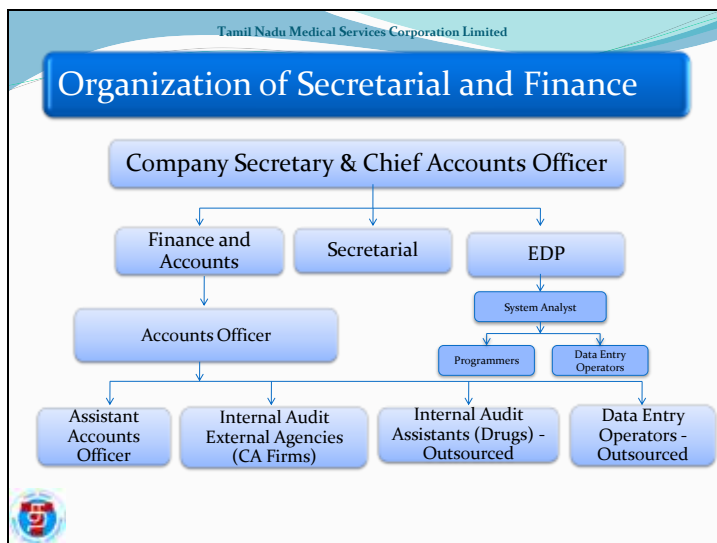











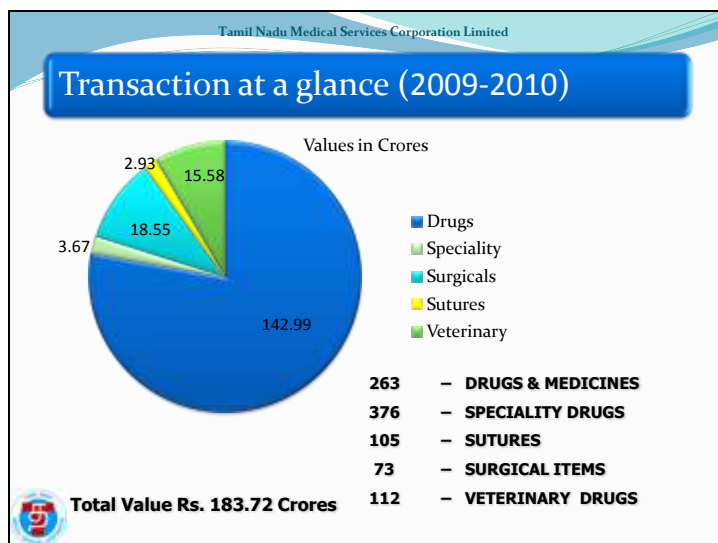
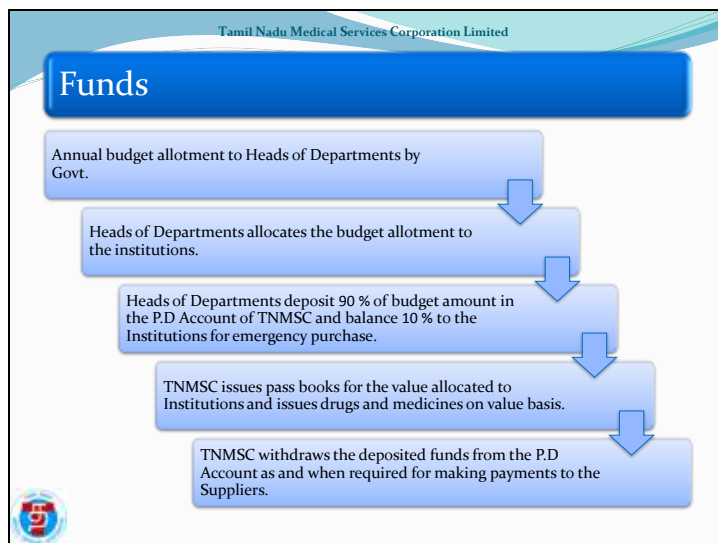


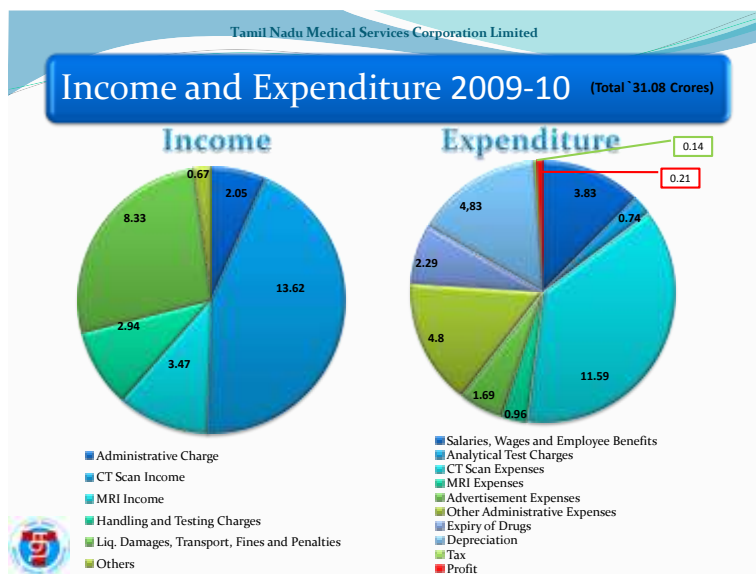
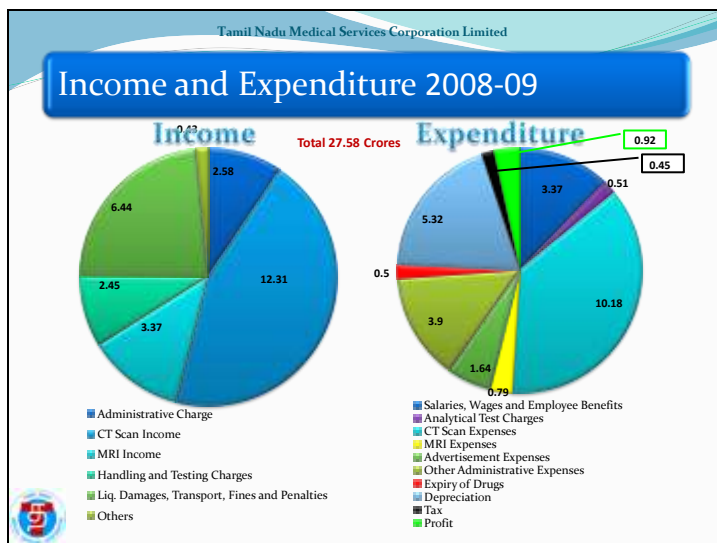
Tamil Nadu Medical Services Corporation Limited

## Clientele

Sl.No.		Counts
01	Medical Teaching Institutions	46
02	District Head Quarters Hospitals	29
03	Taluk Head Quarters Hospitals	242
04	Primary Health Centers	1417
05	Health Sub Centers	8682
06	ESI Hospitals and Dispensaries	201
07	Panchayat Union Dispensaries	51
08	Local Body Medical Facilities	52
09	TNEB Medical Facilities	28
10	Police Medical Facilities	10
11	Prison and Rehabilitation Homes	12
12	Juvenile Homes	10
13	Co-operative Sugar Factories	18
14	Transport Corporation Dispensaries	14
15	Veterinary Institutions	285
Total		11097







## Uttar Pradesh


**Jan Suvidha Kendra (JSK)**  
A small step towards Good Governance through e-governance



**JSK**  
**Welcomes**  
**All the Delegats**  
**&**  
**Senior Officers**

1

**Impact Study**



- Rs.410.57 is the average expenditure borne by an applicant/ aggrieved person just to reach the office of the District Magistrate and to present his case in person.
- Whether he is satisfied after putting in so much of time, effort, labour and money ?  
“NO” because his application is lost somewhere in the ocean of papers & excuses...

Details

2

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### **What has changed significantly in last 10 years**



- Mobile phone penetration (Urban & Rural) (67% coverage as per TRAI report)
- Internet penetration (through PC & mobile phones)
- Integration of Internet, Voice call/ IVRS and SMS
- Continuously decreasing tariff charges for voice call, SMS & Internet
- Public awareness has increased many folds
- Special Acts and Provisions empowering common man like RTI, Lokayukt, Citizen Charter etc.
- Empowered media (Print & Electronic)

3

### **What has not changed significantly in last 10 years**



- Officers behavior when it comes to dealing with common man and their grievances
- Outdated and Out of use systems of grievance handling
- Decreasing manpower
- Inefficient human resource management systems
- Non yielding System of Punishment & Rewards (No Work – No Risk – No Punishment)

4

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## What is JSK ?



- JSK is a **Telephone** (mobile/landline) based e-governance initiative which intends to provide **Quick, Easily Accessible, Cost-Time-Labour Effective, Corruption free and a Reliable** platform for redressing Public Grievances, which is available **24 x 7**.

5

## Why Telephone based ?



- The **Most Potent, Readily Available, Easy to use, Cost-Time-Labor Effective** mode of communication available today is Telephone (Land Line & Mobile).  
JSK ensures best possible synergetic use of available telecom features, like
  - Call based services
  - SMS based services
  - Caller Identification services
  - Mobile e-mail & Internet services services
  - Call Recording Services
  - Call Conference Services etc

6

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## Organizational details...



- JSK is a society registered under Societies Registration Act.
- DM is the ex-officio Chairman.
- SSP & CDO Vice-Chairman
- City Magistrate is member Secretary and DIO, NIC as member Technical
- All District Level Officers are Members
- Linked to Lokvani society for common cause.

7

## Establishment Details of JSK



- 3 Computer Systems - (of latest configuration)
- 2 Telephone lines (with caller-ID)
- 1 Fax machine
- Voice Recording System (Automatic Voice Logger)
- 1 Television
- Complaints Monitoring S/W developed by NIC, Jhansi in technical consultation with M/s Think Computers, Lucknow
- **Establishment & Expenditure**

Details

8

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## Officers/Staff deputed in JSK



- Three Shifts (8 hours each) are maintained everyday
- Each shift is managed by
  - 1 - District Level Officer
  - 1 – Manager (outsourced)
  - 2 – Clerks
  - 2 - Computer Operators (outsourced)
  - 2 - Class IV employee (outsourced)

Note : All Officers & staff are on temporary deputation from other Departments.

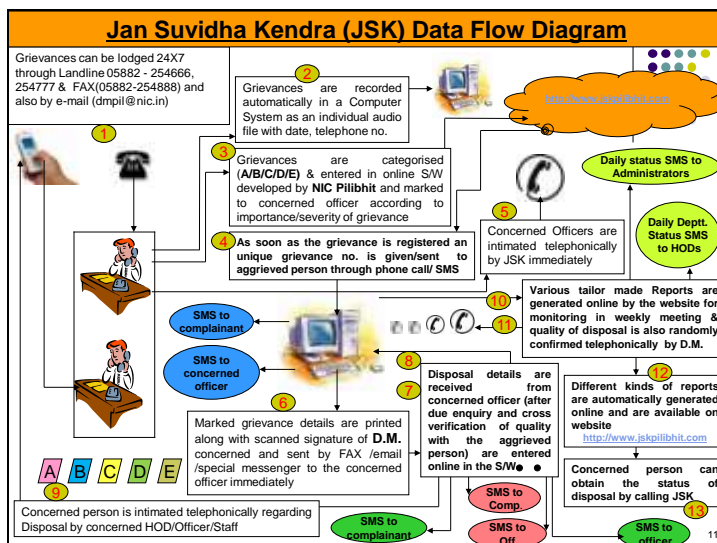
9

## HOW JSK Works?



10





### Recent Value Additions to JSK kitty

- Colour coding of printout based on category (Since 3rd week of Dec'2009) A B C
- Online data entry & real time updation of data (Since Jan'2010) Register Online
- 100 % cross verification of disposal details received at JSK for ensuring quality (Since Feb'2010) Satisfied Partially satisfied Dissatisfied
- Convergence of JSK with existing public grievance redressal systems like Tehsil Divas and LOKVANI (Since Mar-April'2010) TD LOK GO
- All the grievances are forwarded electronically through email to the concerned officers.
- Inter departmental coordination efforts for grievances involving two or more departments in presence of D.M., SSP, CDO for speedy and qualitative approvals of the disposal (Since June'2010) IDC Video
- Registering grievances of common man through e-mail ([jsk4u@gmail.com](mailto:jsk4u@gmail.com) / [dmjha@nic.in](mailto:dmjha@nic.in) / [dmjal@nic.in](mailto:dmjal@nic.in) / [dmpil@nic.in](mailto:dmpil@nic.in)) also (Since 4th Week of July'2010) E-mail

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<http://www.jskpilibhit.com>

GO

13

## Visible Improvements in Public Delivery System

Status

- Municipal Corporation
- Primary Education
- Health
- Social welfare department
- Public Distribution System
- Development Department (MNREGA etc)
- Jal Nigam & Jal sansthan
- Electricity Department & others

14

## JSK has proved its worth in providing additional important services

- Election Control Room
  - o Complaints / Model Code of Conduct
  - o Communication Plan
  - o Additional Data resource centre
- Control Room & Call Centre for handling natural calamities
- Child care Help line
- Help line for prevention of ragging as per Hon'ble Supreme Court order
- Nodal single point control room for effective convergence of Tehsil Divas, LOKVANI with JSK
- General Platform for communication related to important meetings and to pass on important messages to all concerned
- Nodal centre for cross checking the progress and quality of different development works and flagship projects of Government
- Board/ University Examinations Call Centre & Control Room
- Control Room & Call Centre for Wheat/ Paddy purchase

○

Audio 1

Audio 2

Gen. SMS

15

## Benefits of Jan Suvidha Kendra (JSK)



16

### District Wise Status as on 06/07/2012



District	Jhansi	Jalaun	Moradabad	Pilibhit	Total
Total Complain Received	47946	11894	3445	1799	65084
Total Complain Disposed	45419 (94.73%)	10588 (89.02%)	2899 (84.15%)	1561 (86.81%)	60467
Total Complain Pending	28 (.06%)	153 (1.29%)	345 (10.01)	145 (8.06%)	671
Total Complain Defaulter	2465 (5.14%)	1134 (9.53%)	201 (5.84)	93 (5.17%)	3893

### Successful Replication of Jan Suvidha Kendra (JSK) in ...



- U.P. Housing & Development Board, Lucknow U.P.
- Jhansi Cantonment Board, Jhansi
- U.P. Power Corporation Ltd., Lucknow
- The U.P. Government has ordered to roll Jhansi model of Jan Suvidha Kendra in the rest 71 districts of U.P.
- Election Commission of India, New Delhi (ECI has replicated Jhansi model for all 5 states which went for poll in March'11 – Bihar, West Bengal, Assam, Kerala & Puducherry). CEC Shri Qureshi inaugurated the Election call Centre based on JJSK concept at CEO Office Lucknow on 20<sup>th</sup> July'11.
- Board of Revenue, Lucknow U.P.

Photos

### Replication of JSK project in progress ...

- Office of the Chief Information commissioner, U.P.
- U.P. Samaj Kalyan Deptt., Lucknow
- JDA – Jhansi, DRM –NE Rly Jhansi & BHEL – Jhansi
- Govt. of Assam have shown keen interest in JSK and has implemented JSK in distt.New Bongaig Gaon on 6<sup>th</sup> March'12 & will be replicated in all other districts shortly

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## **e-Construction**

**(Construction Works Management Systems)**  
[www.e-constructionpilibhit.com](http://www.e-constructionpilibhit.com)



- the District Administration Pilibhit along with technical support from NIC Pilibhit has started a unique e-governance initiative by name **“Construction Works Management System”** (e- construction) to improve the construction quality of different kinds of civil works with the objective to bring in greater transparency, increased participation and to complete the assigned construction work with quality within given time.

## **Awards & Honours to JJSK**



- **NASSCOM Social Innovation Honours 2010**

Jhansi Jan Suvidha Kendra, Jhansi has been awarded **‘NASSCOM Social Innovation Honours 2010’** from NASSCOM foundation under **“ICT led innovation in e-Governance”** category *in recognition of passion and commitment for e-governance and for aiming for the highest standard of excellence to help bring the government closer to the citizen.* It also recognizes the JJSK as completely new approach in the arena of public grievance redressal where citizen can register grievance through mobile or landline phones. The award was given on 09th of Feb.2010 by Hon'ble Chief Minister of Maharashtra and Chairman NASSCOM foundation

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## Awards & Honours to JJSK



- **CSI-Nihilent e-Governance Award 2009-2010**

Applauding the excellent effort made towards e-Governance in the country, District Jhansi has been awarded

**“CSI-Nihilent e-Governance Award 2009-2010  
Award of Excellence”**

under District category.

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## ANQ CONGRESS DELHI 2010



- A technical paper was presented and was appreciated at ANQ (Asia Network quality) Congress Delhi 2010 on *Jhansi Jan Suvidha Kendra (JJSK)* - *An Effective Public grievance redressal System.*



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## Certificate of Excellence

- A paper on *Jhansi Jan Suvidha Kendra - Telephone based G2C e-Governance initiative* was presented in *National Conference on E-Government & E-Society (NCEGOVS-2010)* organised by *Computer Society of India, Division III (Scientific Applications), CSISIG on e-Governance* and *Computer Society of India, Allahabad chapter* and was judged as *Best Project Presentation*.



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## Awards & Honours to JJSK

### e World 2011 Award

was honoured to **JJSK**  
as a *distinguished global ICT initiative* in  
the field of **ICT innovation in Governance**

29

## Awards & Honours to JJSK



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## Monitoring Mechanism proposed at Govt. Level for Good Results

- Secretary, Grievance Redressal to be designated at C.M. Office, U.P.
- Every Principal Secretary/ Secretary to monitor and supervise the progress & quality of grievances registered & redressed on daily basis (Online/ Email summary/ SMS)
- Supervision & dedicated Monitoring mechanism and setup at HOD & Divisional HQs
- 50 – 50 policy for Punishment & Appreciation for effective results

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## JSK Integration with other modes of grievance receiving & redressal systems for bringing in uniformity & synergy



- Present modes of grievance registration  
Telephone/ Personal visit/ Post/ Fax/ Email/ Online registration/ 100 No.-Police Control Room/ Special Days for Public Grievance/ Media(Electronic & Print) are to be integrated into one system of PGRS
- All the grievances received through above modes are to be categorized into **Grievances with Contact No.** and **Grievances without Contact No.**
- All the Grievances with contact nos. to follow present model of JSK and all the Grievances without contact no. to follow the slightly modified model(proposed) of JSK

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## JSK can be implemented Effectively & Successfully in important Offices like...



- Office of Hon'ble C.M.(C.M. Secretariat)
- Chief Secretary Office
- All the departments dealing with flagship projects/ schemes/ programs of U.P. Govt. & Govt. of India
- All the departments directly dealing with public at large like Social Welfare, Rural Development, Education, FCS, Urban Local Bodies, Health, Agriculture and allied departments etc.
- **Business Intelligence Solution (BIS)** – the data gathered from the registered, disposed, pending and defaulted can be analyzed scientifically for providing tailor made solutions for bringing in Good Governance

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## JSK's Attitude to Grievances



**"Grievances are  
jewels  
to be treasured"**

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## Ultimate Objective of JSK



**To strengthen the concept of Good  
Governance by Restoring Public Faith  
& Reliability in the Administrative  
Setup through Effective use of  
Commonly Available ICT tools.**

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## Our Sincere thanks & gratitude to,



- Govt. of U.P. (Chief Secretary Office, Pr.Secy.(IT) Office, Secy.(RD) Office & N.I.C., U.P.
- Shri Chandra prakash, Pr.Secy.(IT & Elec.), U.P.Government
- Shri Shankar Agarwal, Add.Secy.(IT), Govt. of India
- Shri Manoj Kumar Singh, Secy.(Tourism & Culture), U.P. Govt.
- Shri Amod Kumar, IAS (U.P. Cadre) & Founder of Lokvani
- Shri S.B.Singh, Dy.Director General & S.I.O., NIC, U.P.
- M/s Think Computers, Lucknow

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**We welcome suggestions and queries if any for further betterment of the system.  
You can contact us at...**



- website: [www.jskpilibhit.com](http://www.jskpilibhit.com)
- E-mail: [shekhar2004up@gmail.com](mailto:shekhar2004up@gmail.com)
- Telephone: 09506000000 (personal)

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**JSK team extends personal thanks to  
All concerned for  
Recognizing, Supporting & Encouraging  
Our initiative.**

*Thank you*

<http://www.jskpilibhit.com>

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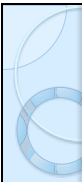
## West Bengal


### West Bengal – A Year of Administrative Reforms

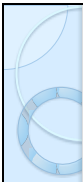


### Secretariat / State Level

- Abolition of Accounts Officer West Bengal Secretariat – Separate DDO's for all Departments
- Uniform date of payment of Salary for all categories of employees
- Computerisation of Salary Accounts-Compulsory of Salary through ECS – Total Abolition of cash payments

- 
- Simplification of AIS Pension procedure – Taking over the AIS Pension from AG
  - Introduction of Financial Advisor System in Six Departments
  - Central Dispatch Office – A Colonial Legacy Abolished – 365 Posts redeployed
  - Introduction of new Letter and File Dispatch system through India Post
  - Abolition of Matching Orders in Postings

- 
- Mandatory Induction Training for Secretariat Staff – no such system earlier
  - Introduction of Promotion and Transfer Policy for Secretariat Staff
  - Setting up of Regional Training Centre in each District under supervision of ATI
  - Restructuring of training of State Civil Service Officers on the lines of IAS

- 
- Creation of Staff Selection Commission to expedite recruitment in Government – Posts created by Redeployment of AO's and CDO's staff
  - Introduction of Awards for Excellence in Public Service for Field Officers like BDOs on the lines of GOI



### **Transparency & Accountability**

- Introduction of Mandatory e-tendering for all contracts above 50 Lakhs in all Departments
- In PWD, the limit for e-Tendering Rs 10 Lakhs – 7-8% decrease in tender quotes
- Strengthening of Vigilance Commission as per the Recommendations of 2<sup>nd</sup> ARC – new Multimember Commission in place now
- Creation of a separate Anti-Corruption Unit – to check corruption in other Public Bodies

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## District Level

- Strengthening the institution of Field officers – Coordinating role of DMs, SDOs and BDOs
- Land Revenue Set up brought under the direct control of Collector after 24 Years
- Food & Supplies Set Up also brought under DM's direct control
- Large Size of Districts - 5 New Districts are being created to improve Public Service Delivery

## Citizen Friendly Initiatives

- All Registration offices Computerised
- E-stamping of Deed of Conveyance for property transfer – avoids need for Stamp Paper
- Linking of Registration offices and Land Revenue Offices for direct incorporation in Revenue Records- Pilot project in Howrah
- Toll free No at RC Office New Delhi to help distressed tourists

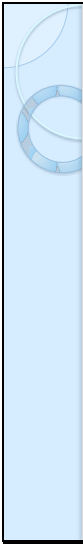


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## Citizen Friendly Initiatives in Taxation

- E-Registration with Dematerialised Registration Certificate – No need to appear before CTO
- E-Sahaj-Single return from August 2011 for 3 different acts- VAT Act; Sales Tax Act; and Central Sales Tax Act
- Compulsory online filing of Digitally signed e>Returns for all dealers – ***West Bengal One of the leading states in Tax Reforms***

- 
- No harassment on highways- e-waybill facility introduced for import of goods
  - Removal of most of the commercial tax check posts on highways – remaining being phased out this year
  - Online Vat refund and Payment of Refund through ECS

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## Key Elements

- Political Will and Meticulous Planning most vital elements for success of Administrative Reforms

*I slept and dreamt that life was joy,*

*I woke and saw that life was duty,*

*I acted and behold, Duty was joy.*

*-Rabindranath Tagore*

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## West Bengal



# eOffice

Experience of Implementation at  
North 24 Parganas, West Bengal

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## Why “e”

- Are Citizens Satisfied?
- Are we satisfied?
- Can we ever move towards a Citizen Charter?
- Can we ever guarantee a timeline to our citizens?
- Can we ever be able to have control over our processes?
- Can we ever be fully RTI ready?

## Existing Scenario

- A real life example of a file movement in a collectorate will be like this:-----  
A letter comes, gets docketed in General Section(1)-----Put up to Head of Office(2)-----Marks it to concerned Officer(3)-----Officer Marks it to Section(4)-----UDA puts it up in file(5)to officer---- Officer puts it up to ADM(6)----ADM puts it up to DM and DM decides finally and marks it back to ADM(7)-----ADM Marks it to Officer(8)-----Back to UDA(9)

- 
- Generally each of the above process takes a day and it took 9 days, if each officer disposes in one day
  - Again, we have not counted the time taken in the movement of a file from one table to other, when the officer has already disposed it: Group of “Delay” i.e., Group “D”

- Do we know where is the file at any particular moment?
- Do we know whether or not it has been given at the next table when we have already disposed it?
- Can we tell a citizen, “Come Tomorrow, your work will be over by then”?
- Can we really become an Office Master although technically we are so?

- 
- Have you heard our colleague's saying:  
"Aapnar Kagaz/application Khujiye Pawa Jachche Naa, Jadi aabar ekta copy deeten"?
  - Have we become an eternal Black Hole?
  - Can we move forward?  
???????

### That's Why "e"

- You can have control over your processes
- You can Guarantee a timeline for a citizen service delivery
- You can have a citizens charter
- Your paper will never be lost again. "Khujiye Pawa Jachche naa will not be heard again"
- You will become a real Office Master

- 
- A citizen will not have to wait for getting the services till the earned leave of a UDA is over.
  - You wont have to wait till the key of the almirah of UDA is found.
  - You wont have to depend on file movement on our quintessential Group “D”.
  - You will a have ready MIS.
  - You can pinpoint delay and fix responsibility

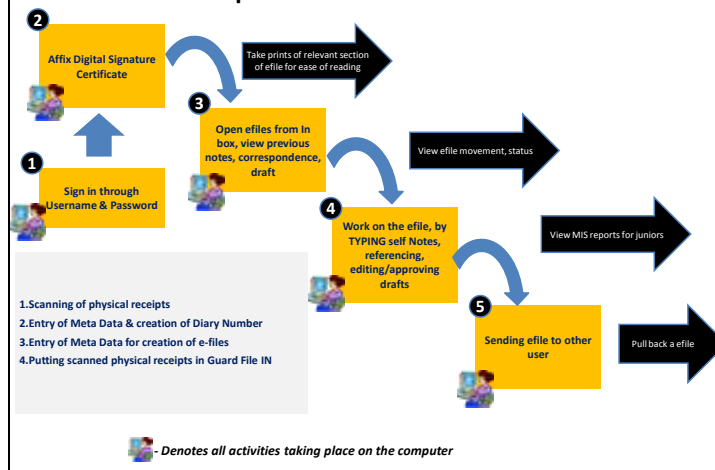
### What is e – Office?

It is a software based system developed by the NIC for Document Management, Workflow Management, Collaborative Environment and Knowledge Management in an integrated fashion

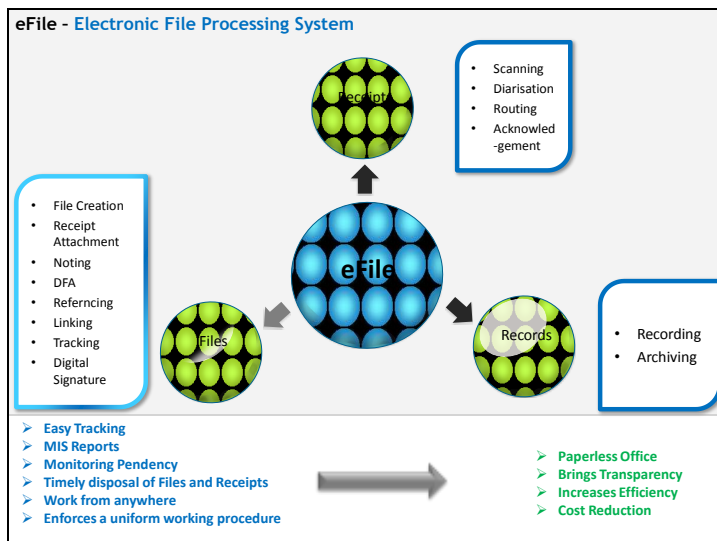
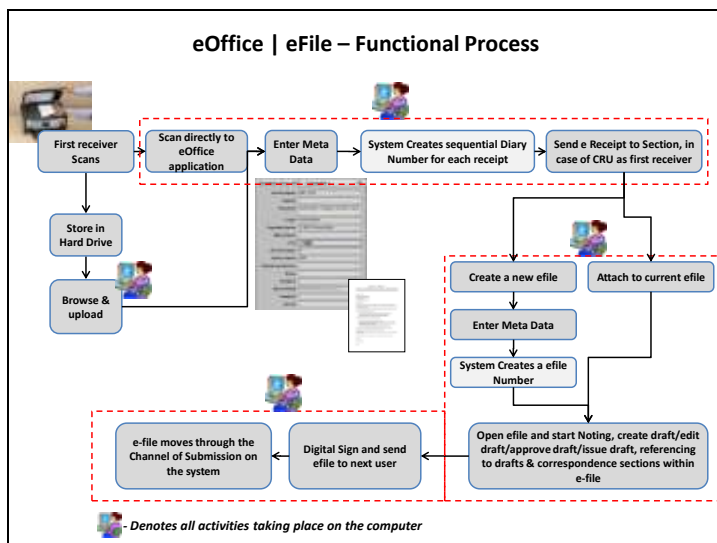
## Components of e - Office

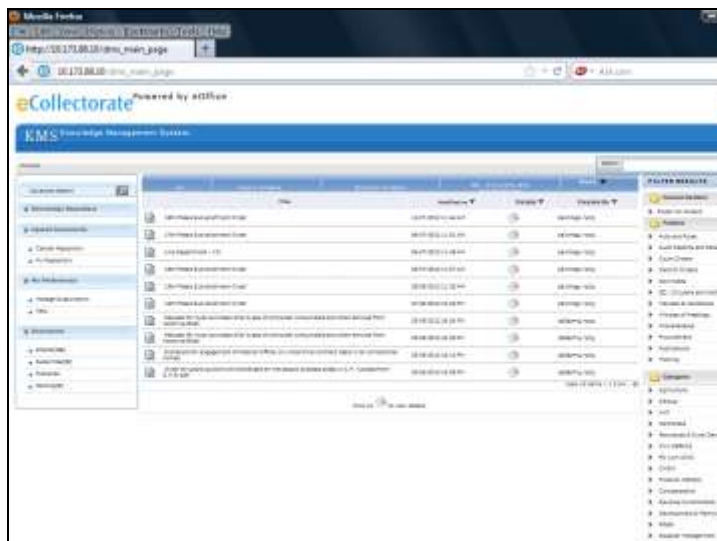
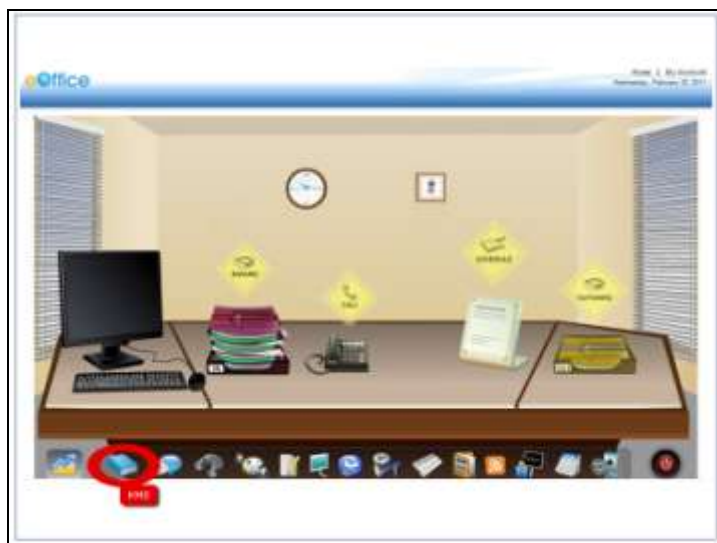
- eFile
- ePersonnel Information System
- eLeave – Leave Management
- eTour
- Payroll
- Document Management System
- Collaboration & Messaging Services

## eOffice | eFile – Main activities









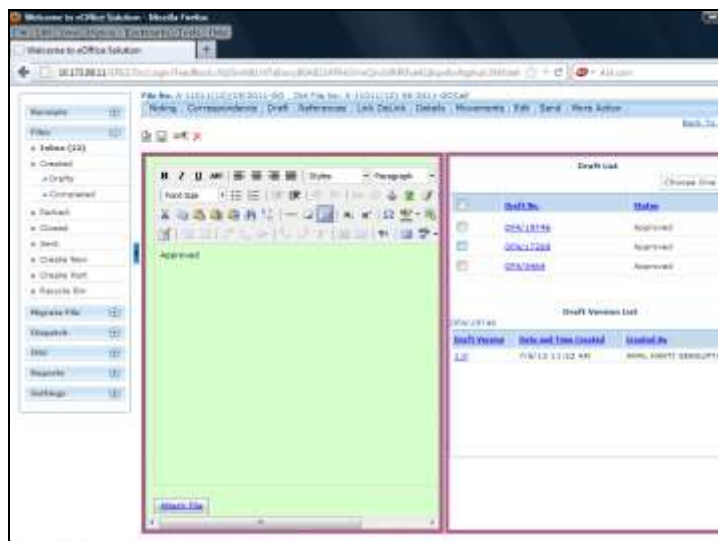
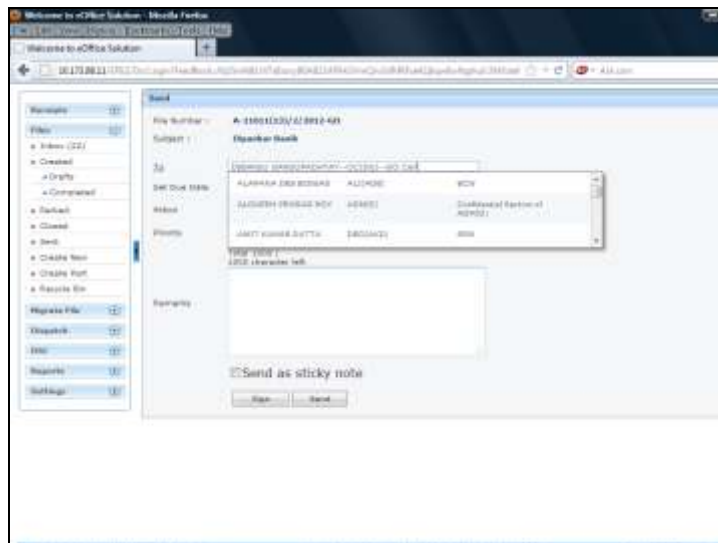




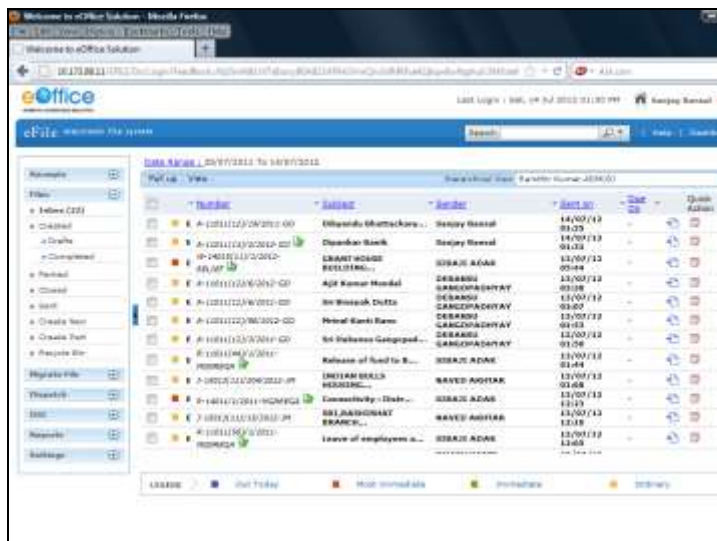
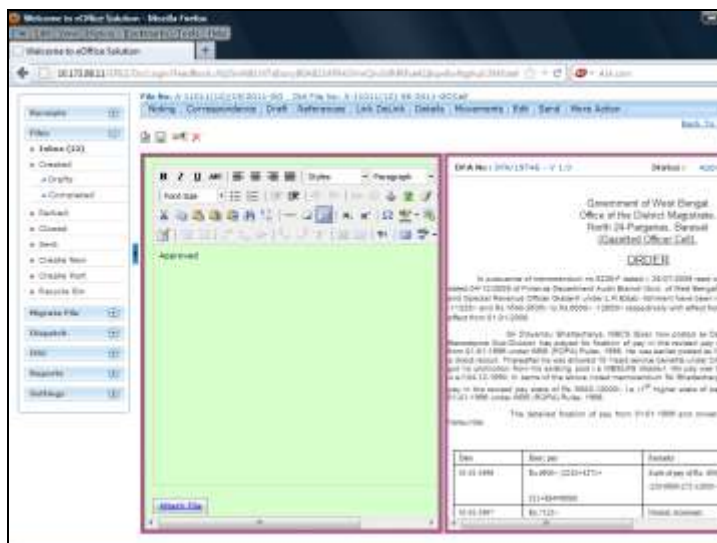


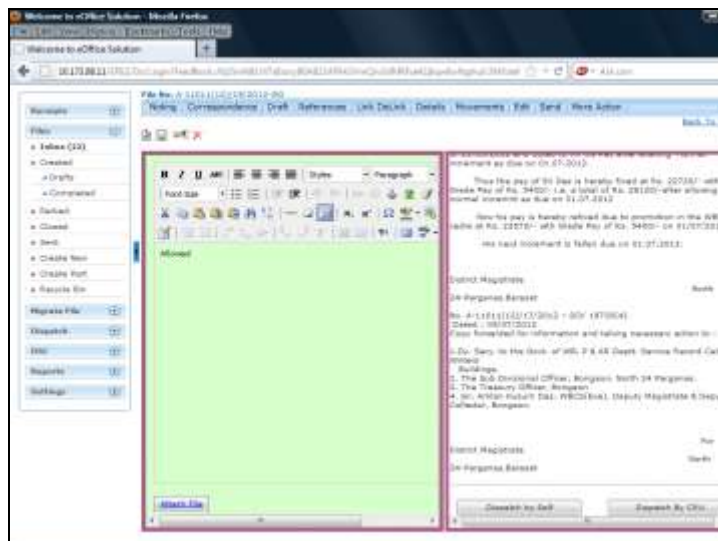
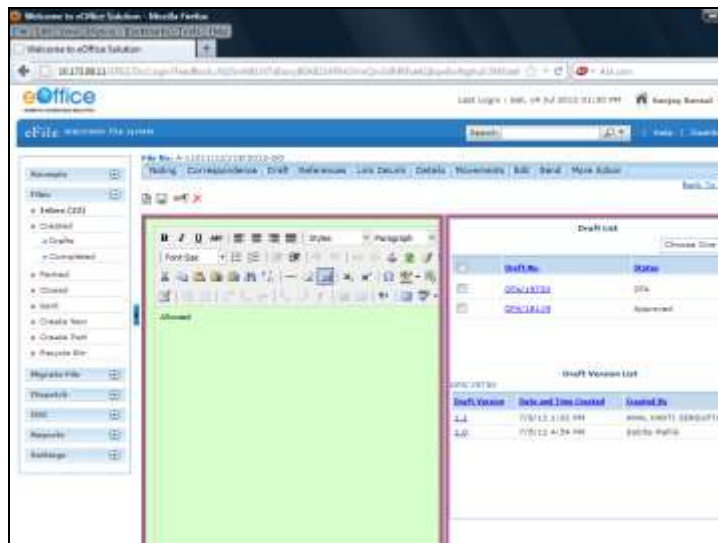


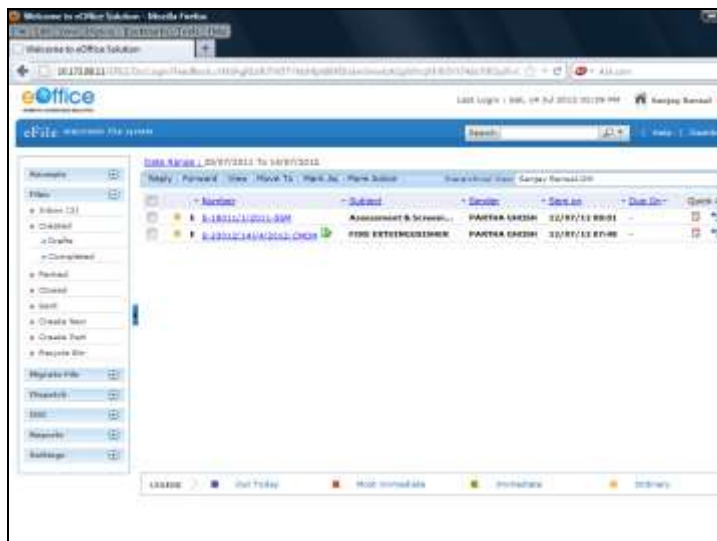
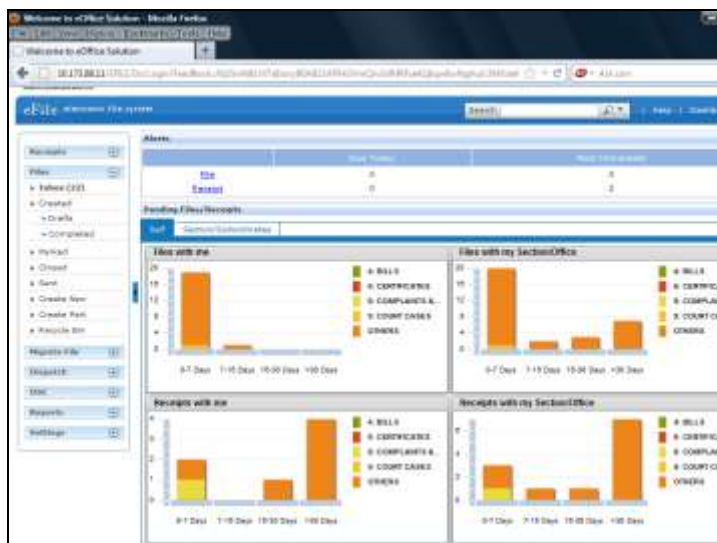


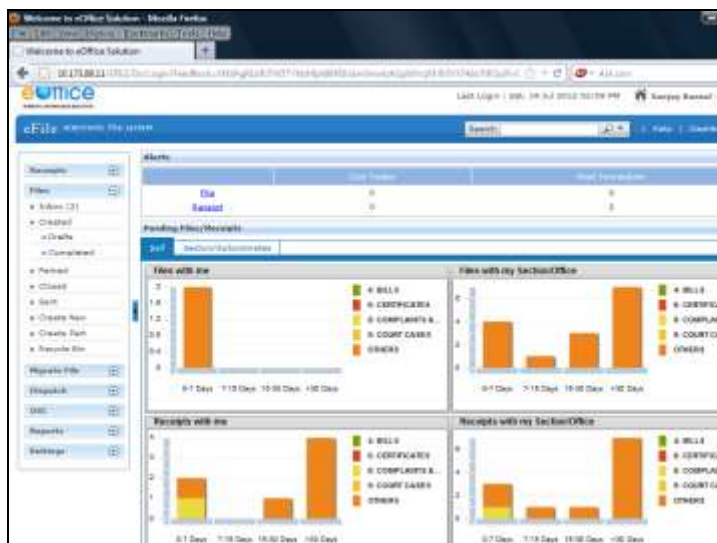












- That was a complete process for you.
- Starting till end for entire eFile System.
- You can just imagine now, How the functioning of typical Collectorate will improve from the chart I have shown you in the starting

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## Milestones

- December 2010: PEC Approves the Project
- January 2011: Network Laying Finished
- January 2011: Renovation of NREGS Section for eOffice Implementation
- February 2011: VoIP Phones with 200 PRI lines started functioning
- July 2011: NIC team visited for 1st time
- 25th August 2011: NREGS Section went LIVE
- 19th October 2011: Inaugurated by CM, WB
- December 2011: Pilot successfully finished
- July 2012: 31 Section LIVE
- 15th August 2012: Freedom from paper

## COST BENEFIT ANALYSIS

### COST

- Total cost had been till date is approx 1.5 cr
- Resistance, deputations and initial loss of some working hours

### Benefits

- Reduction in delays
- Stationary bill down by 70%
- Telephone and internet bill down by 80%
- Reduction in Carbon emission by using less paper, less printing etc
- Employee happiness index up and grand children of near retiring employees boosted their morale

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#### **FUTURE PLANNING**

- Introduction of “Sevottam” Model
- Starting eOffice module in Sub Division
- Bidhanagar Sub Division will be the first eSub-Division

What else has been started –

- ✓ eTendering in Block Panchayat
- ✓ NIC Internet connectivity upto Sub Division
- ✓ G2G Services in PVR, MV, MGNREGS Sections

#### **How eOffice will help in ‘Sevottam’**

- Experience and platform is ready for real launch of citizen charter and citizen centric services
- District Website already offering G2G and G2C services
- We have data base and trained manpower to take up the challenge



Miles to go .....

**THANK YOU**

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### Valedictory Address

**Shri Ajit Seth**

*Cabinet Secretary*

Mr Rakesh Hooja, Mr Vikram Chand and friends who have come from the states; Secretaries and Principal Secretaries dealing with Administrative Reforms; and the collectors from several districts;

First of all, I would like to thank you for having me over here. I would have ideally loved to spend more time with you in this conference. It is an important subject and dear to my heart. Unfortunately the calls from my office prevented me from being here today for a longer period and I have come for a few minutes. I have to go back for something extremely urgent. So, I will make the best of these few minutes here.

I have tried to update myself from Mr Prakash Jha who had met me a short while ago and I now have a fair idea about your deliberations today. The area of governance reforms is much talked, often misunderstood in circles outside of the government and sometimes within government too, because it is such a commonly bandied term that we tend to see and feel that everything gets subsumed in the catch phrase 'governance reforms'. It is basically whatever is doable and there is so much to be done. Every little bit helps. So I just heard what is happening in West Bengal, for instance, and the instance that one district is going completely paperless. I think it is something extremely laudable. We ourselves have been trying to push for e-Office, e-filing and e-everything to the extent that we are able to do it. I think it is good, it is necessary for those particularly in the districts to set themselves timelines and goals. As the old saying goes, 'what gets measured gets done'. So, set yourself timelines and I think then you will be able to achieve the goal you have set for yourself. All this, particularly going paperless, is important particularly in the context of high decibel discussion that has been taking place for the last year or two on removing corruption and improving transparency etc.



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A number of reform measures have been initiated in the Government of India by various Ministries, which Mr Misra has, no doubt acquainted you with. A large number of them would come into the category of measures to obviate the need for public at large to come into contact with officialdom. Because, that would reduce inefficiencies, reduce delays and also peripherally reduce possibilities of corruption, especially petty corruption which people crib about all the time. So, a lot of these measures have been implemented and a lot are on the anvil. This is the situation in the centre and I am aware that in a number of states, similar measures are being undertaken by you all to further this cause. So, I hope we will be able to see something tangible coming out over a few months, so that this process of e-filing, e-office and automation acquires an irreversible momentum.

There are 2.5 lakh Panchayats in the country and almost one lakh have already got these common service centres (CSCs). There is a debate going on within the Ministries here whether they should be led by the private initiative or whether it should be housed in the Panchayat building through the Government funding and Government driven. But that be as it may, I think there is no doubt and on this score that there is need for gradually establishing the CSCs everywhere and these CSCs would be the nucleus for an array of services which people at the Panchayat level and subsequently downstream can avail. There is already a revolution of sorts in the making in terms of transfer of payments in terms of various transactions which can now be entered into through the internet and even other devices. This, together with the action, that is, work that is going on for the Unique Identification Authority, can really affect savings and improve efficiency in delivery of public services.

Delivery of public services is again something extremely important because ultimately this is what makes a difference. This gives rise to complaints and if customer satisfaction is met, then it will work the other way round and there will be general satisfaction with Government. As collectors, you are in one of the most fortunate facets of your career. For those of us who are older, if there is one period of our career that we look forward to with nostalgia and with happiness, it is that period we regard as the most fulfilling. It is that of a Collector. You have the initiative and drive to do what you want to do, notwithstanding what we heard just now about some changes which have come about after 73<sup>rd</sup> and 74<sup>th</sup> Amendments. So, please make the best of this opportunity that you have of serving the large population

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under your charge and see that by the time you complete your assignment in one district you have really made a difference there.

The point about adequacy of tenure was mentioned by you. I think it is a very important point, something that concerns all of us here and me particularly. On our part, we are trying to get the States to commit themselves to a minimum tenure for the Collectors. Actually the minimum tenure should be there for other posts as well, but particularly for key postings like this because we do want people to have adequate time in order to perform. It is a two way process to learn about the area, learn about the job and then be able to contribute to the job meaningfully.

About governance reforms in a wider context a mention was already made by Mr Misra about the recommendations of the Administrative Reforms Commission. There are a number of recommendations, in fact, 1005. But the figure might be misleading. A number of recommendations have been accepted by the Group of Ministers that was setup for this purpose. There are a number of important issues impinging on us, the manner we work collectively in the civil services which are yet to be looked into. But the other recommendations which they have already looked at and agreed with most of them are important and I think we shall in the course of the next few months seeing the impact of the decisions which the Government is taking, some of them affect your personal working. I am personally in favour of changing or amending the format of the Annual Performance Appraisal for IAS officers, because experience in the last two to four years has shown that it does not seem to be serving the purpose. Because we have come down to a point-wise system and it has become very mechanical. Everyone is getting 9 or 10. It is very difficult to distinguish between officers. It works against the interest of officers who are actually very good. It is late in the day today but I would have welcomed some sort of thinking, some feedback from you all on this subject as to how we go about it.

Unfortunately I have to go for another extremely important meeting just now and I cannot afford to stay here longer. I wish I could have. Allow me just to congratulate all those who have made presentations today on the good work that has been done in the districts and in the States. And let me compliment the Department of Administrative Reforms and Public Grievances and also Mr Misra in particular for the efforts he has made to organise this conference. Mr Rakesh Hooja and Mr Vikram Chand are here. They worked in this area

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and I am sure we have benefitted in this conference with their presence. Let me wish you all the very best in your endeavours, in your states, in your districts.

Thank you.

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