

**Back to**  
**Village 2**  
**B2V2**

***Governance at the Doorstep***

**November 25-30, 2019**

*Maul*



**Government of Jammu & Kashmir**



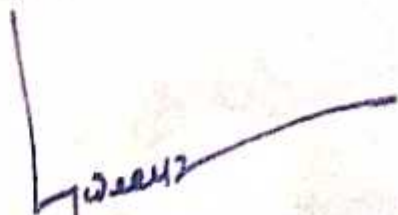
## Message

In June 2019, Jammu & Kashmir embarked on a unique initiative "Back to Village". The project was both daunting and ambitious - a public outreach of this size and scale had never been attempted before, certainly not in a state like Jammu & Kashmir with its unique problems of geography, climate and law and order.

Undaunted by the skeptics and the naysayers we decided to go ahead with the programme. The response of the programme exceeded our own expectations. Everywhere the visiting officers were welcomed, feted and honoured. The affection and respect with which officers were received across geographies was, for us, a testimony to the innate goodness and hospitality of the common people. The officers spent two days and a night with the people- living with them, eating the same food and learning first hand the challenges and difficulties of their existence. For many it was a unique learning experience -the *sweet lore of nature* brought home to them the *beauteous forms of things* ; for others was a humbling experience as it laid bare to them the dignity which the rural population lives, notwithstanding the myriad challenges of their existence. Such was the enthusiasm generated by the programme that a resident of Shopian District wrote to the Hon'ble Prime Minister about this programme following which the Prime Minister made a mention of it in his *Mann ki Baat* Programme calling it a 'festival of development, public participation and public awareness'.

Encouraged by the success of the first edition of the programme, we have now decided to embark on its second phase. While the first phase of the programme was focussed on collecting feedback and assessing needs, the second phase intends to look more closely at the task of empowering, energising and institutionalizing the functioning of Panchayati Raj Institutions, invariably they will associate Panches/Sarpanches. The other objective of this edition of the programme will be to look at the various flagship programmes and individual beneficiary oriented schemes and learn more about the impediments, grievances which hampers their full implementation and their disposal also be ascertained. The visiting officers would also study agriculture and allied activities in the Panchayats, particularly with the objective of our national goal of doubling farmers' income by 2022.

I am confident that our entire team will once again rise to the occasion and replicate the success of the first edition of the programme. I am also confident that the Deputy Commissioners and Administrative Secretaries will create the necessary conditions for the visiting officers to discharge their role effectively. I am equally sure that this programme will evolve into an institutionalized, doorstep governance programme which will not only be a genuine, unadulterated ear to the ground but will also cut the infamous red tape and help in delivering development better and faster.

  
(G. C. Murmu)



**Chief Secretary  
Jammu and Kashmir**

**B. V. R. Subrahmanyam  
IAS**

## *Message*

One of the key elements of good governance is the empowerment of democratic institutions so that people become real partners in decision making. After the successful conduct of Panchayat Elections in 2018, it was essential to reach out to the people for getting their valuable feedback for making the functioning of the democratic institutions as vibrant and meaningful institutions of governance.

With a view to reaching out to every nook and corner of Jammu & Kashmir, the Government conceived 'Back to Village (B2V) programme,' the first of its kind in Jammu & Kashmir. The programme which was organized from June 20-27, 2019, across all 4483 Panchayats focussed on energizing Panchayats, collecting feedback on delivery of government schemes/programmes, capturing specific economic potential and undertaking assessment of needs of the villages. People came out in droves to welcome the visiting officers and appreciated the initiative of the government. The initiative was widely acknowledged with Prime Minister Mr. Narendra Modi mentioning it in 'Mann ki Baat' on 28<sup>th</sup> July, 2019. The interface was visible and response so overwhelming and enthusiastic that some officers stayed in their Panchayats beyond the schedule.

Government has already released funds for the Panchayats to address the priority works identified during the first phase of B2V programme.

As B2V envisages equitable development of Panchayats with a sound financial base, it is expedient that the initiative is carried forward to assess the level of empowerment and institutionalization of the Panchayati Raj Institutions (PRIs) at the grassroot level viz-a-viz the impact of various flagship programmes and welfare schemes on the rural populace. The feedback so obtained will help the government to tailor the various central and other government schemes/programmes in improving delivery of village-specific services and making the village life better in terms of improved amenities and facilities. I am confident that B2V programme will evolve into an institutionalized, doorstep governance programme, which will help to deliver speedy and faster services and development.

I fervently appeal to Panchayat representatives as well as people to come forward to project their views before the visiting officers for strengthening the PRIs.

I would urge the Deputy Commissioners to coordinate the visit of officers to various Panchayat Halqas for better outcomes.

I am confident that our officers who will be a part of the B2V programme will work indefatigably to make the initiative a grand success.

**(B. V. R. Subrahmanyam)**

## General Instructions for the Visiting Officer Back to Village 2 (B2V2)

- i. A suggested activity schedule has been prepared for the visiting officer. It shall be incumbent on the officer to ensure that all activities and elements mentioned in the schedule are carried out/covered fully.
- ii. The visiting officer shall hold a meeting with the Deputy Commissioner of the district before undertaking the village visit. During this meeting he will be briefed about the action taken on the issues raised in the previous Back to Village visit in June and shall also be given various booklets, flyers and analyses.
- iii. Before undertaking the visit, officer must familiarise himself/herself with important schemes especially flagship schemes, rural income focussed programmes and individual beneficiary oriented programmes e.g. PM-Kisan, Dairy Entrepreneurship Development Scheme and Backyard Poultry Scheme, Pension Schemes etc. She/he must also be familiar with 14<sup>th</sup> FC, MDM and ICDS (nutrition component).
- iv. During his visit, the officer shall participate in the Gram Sabha, unveil the Gram Panchayat Development Plan (GPDP) and also ensure the constitution of various committees including Panchayat Biodiversity Committee.
- v. He/she shall hold detailed deliberations in the Gram Sabha about the issues raised in Back to Village-1 and the follow up action taken on the same by the district administration and the various line departments. He/she shall also share the report card and critical gap analysis under Mission Antyodaya prepared by the District Administration with the Gram Sabha.
- vi. The visiting officer shall distribute the information flyers regarding 100% coverage of all beneficiary oriented schemes and also discuss the issue in the Gram Sabha. He will ensure that frontline workers accompanying him explain at least some of these schemes in detail to the people.
- vii. The officer should assess the level of functionality of the Panchayat, infrastructure available in the Panchayat, support provided to it by the officials and the difficulties being faced by it in implementing various developmental schemes. For this purpose he/she should hold detailed meetings with Panchayat members and also officials.

- viii. The visiting officer should try and visit as many local institutions including schools, PHCs, Anganwadi Centres etc. as possible. He should also inspect at least some of the works carried out/being carried out under various schemes like 14<sup>th</sup> FC, MNREGA and other government programmes. In case, there is a languishing project in the village, the officer should certainly inspect the same and record its progress.
- ix. In addition to all other activities that the visiting officer will carry out, he/she should lay special emphasis on 100% enrolment of school children (age 4-14 years), 100% coverage of PM-Kisan, Ayushman Bharat and 100% coverage of all beneficiary oriented schemes including pensions and scholarships. He/she should also try to understand how various government programmes can be better used for doubling rural incomes and energising rural/micro enterprises and village industries.
- x. The visiting officer shall restrain himself/herself from giving or offering any commitment on behalf of the government.
- xi. The visiting officer shall adopt an unbiased attitude in reporting issues. As far as possible, his observations should be based on a consensual view emerging from his interactions in the village.
- xii. The report of the visiting officer shall be submitted both physically and electronically in the pre-circulated format. The officer should exercise all care and objectivity while filling up the same.
- xiii. After completing the village visit and before leaving the district, the officer must hold a debriefing meeting with the Deputy Commissioner and his/her team and deposit the B2V2 booklets and any other lists/applications/grievances that may have been handed over to him/her during the visit.

# Suggested Activity Schedule for the Visiting Officer

## Pre and Post Visit Activities

- Meeting with the Deputy Commissioner for collection of documents and briefing regarding the visit before going to the Panchayat.
- Debriefing meeting with the Deputy Commissioner and submission of one copy of the filled-in booklet and other papers before leaving the district.

## Day 1

- Arrival in the Panchayat by 10 A.M. (capture picture).
- Attend the Gram Sabha:
  - Read out the charter of Fundamental Duties.
  - Discuss B2V1 report card, critical gap analysis report and obtain feedback on follow up of B2V1 activities.
  - Unveil the GPDP booklet in the Gram Sabha.
  - Get the resolution for approval of GPDP and MGNREGA passed in the Gram Sabha.
  - Unveil the 14<sup>th</sup> FC plan booklet in the Gram Sabha.
  - Inspect the four pass books- 14<sup>th</sup> FC, MDM, ICDS, Own Resources.
  - Check the purchase record register for MDM and ICDS.
  - Distribute the information flyers on Individual Beneficiary Based Schemes.
  - Fill up those columns of the B2V2 booklet which require Gram Sabha responses.
  - Distribute guidelines of government schemes which can help increase rural incomes e.g. Backyard Poultry, Dairy Entrepreneurship Scheme etc.
  - Get the Panchayat Biodeversity Committees constituted if not already constituted through a Panchayat (not Gram Sabha) resolution. The format for the resolution will be made available by the district administration.
  - Check Panchayat Asset register and Infrastructure register. If the same is not available, the officer will get it prepared.

- Collect copy of Panchayat Plastic Collection and Disposal plan.
- Get scheme-wise list of individuals who are desirous of accessing individual beneficiary oriented schemes but have not applied so far.
- Collect any complaint/grievance that people may have, especially with regard to non-sanctioning of benefits under individual beneficiary oriented schemes.
- Get list of households without piped water/electricity connection.

#### Day 1 Afternoon:

- Visit local schools, health institutions, AWCs, government assets, banks, water bodies, tubewell, electric station, important private enterprises.
- Visit other villages in the Panchayat.
- Evening informal interaction with PRI representatives, frontline government functionaries and prominent citizens to discuss and deliberate upon the core problems/issues being faced by the locals of the Gram Panchayat and ways to increase rural incomes and energise village/micro industries.
- Capture evening interaction picture by 8.00 P.M.

#### Day 2:

- Capture morning picture at 7 A.M.
- Formal meeting with the Panchayat members:
  - Get various subjects/portfolios assigned to the panches by the Sarpanch if not already assigned and get a Panchayat resolution passed for the same.
  - Inspect the *karwai* register and make the Panchayat members aware about the requirement of monthly meetings as per the Act.
  - Check the digital signatures of Sarpanch/Panchayat Secretary/Administrator.
  - Assess the functionality of Panchayats and discuss the difficulties being faced by the Panchayat in carrying out its functions and development works.
- Formal interaction with:
  - Frontline government functionaries (Doctor/Teacher/Patwari/Anganwadi Workers/ASHAs/ANMs/VLW/PDS storekeeper/representatives of PHE, PDD, PWD, Agriculture, Animal Sheep, Horticulture etc.)
  - Social activists/NGOs.
  - Prominent citizens/retired teachers/Govt. employees/ex-servicemen etc.

## Day 2 Afternoon:

- Visit the Panchayat Ghar/BDC office and check for furniture/computer.
- Install board at land identified for Panchayat Ghar.
- Lead *Grah Pravesh* Ceremony for completed PMAY houses.
- Inaugurate the previous B2V work and lay foundation stone for a new one.
- Inspect B2V1/14<sup>th</sup> FC works/Languishing works/other developmental projects taken up
- Inaugurate the playground; lay the foundation stone for CSC, start one sports event.
- Inaugurate/lay foundation stone of any other works which are available