

The background features a decorative graphic consisting of three concentric blue circles of varying sizes, positioned in the upper right and lower right areas. Two thin blue lines intersect diagonally across the page, creating a sense of movement and structure.

Work Flow Based File & Letter Tracking System

Finance Department, Government of West Bengal

In order to track the movement of Files & Letters (intra- & inter-office wise) for speedy decision making at all levels in different Administrative Departments and its Subordinate Offices, Offices of District Collectors & Sub-Division / Block Offices, Agencies, Corporations, Boards etc. West Bengal Government has introduced electronic means to replace the existing manual system with web-enabled workflow based File & Letter Tracking System (WFTS) since November 2012. Successful implementation of WFTS has made West Bengal the pioneer state in the country to implement such centralized file & letter monitoring system for the entire state.

**Nomination for National Award 2014 in the Category : Excellence in Government Process Re-engineering
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1. Coverage-Geographical

In order to provide better, efficient, transparent and responsive services to the citizens and hence to improve work related efficiency and bring in transparency in disposal of files & letters in government offices, West Bengal Government decided to replace the existing manual system with web-enabled Workflow based File & Letter Tracking System (WFTS) in November 2012. The objective was to create a central repository of relevant information pertaining to all government Files & Letters to speed up the disposal of files & letters through web enabled /mobile tracking of each file and letter at different locations of decision making.

The primary objective and purpose of the initiative was to transform the conventional administrative set up to a more efficient and transparent organisation eliminating delays and huge amount of paper work. WFTS aims to support governance by using more effective and transparent inter and intra-government processes, in turn, improving the governance and the service delivery.

WFTS software package is designed & developed by National Informatics Centre (NIC). It is hosted in National Data Centre (New Delhi) with Disaster Recovery facility. It is accessible from <http://www.wbfin.gov.in>.

At present the WFTS has been rolled out across the entire state of West Bengal involving different Administrative Departments and its Subordinate Offices, Offices of District Collectors & Sub-Division / Block Offices, Agencies, Corporations, Boards etc.

Successful implementation of WFTS has made West Bengal the pioneer state in the country to implement such centralized file & letter monitoring system for the entire state.

Table 1: Coverage of WFTS (till June 2014)

Sl. No.	Implementation Coverage	Count of units which are using WFTS package	
		Offices	Sub-offices
1	Departmental Level	85	658
2	Offices of the District Collectors	19	280
	Total	104	938
Sl. No.	Stakeholder coverage	Count of officials which are using WFTS package	
1	Departmental Official	2866	
2	District level officials	431	
	Total	3297	

2. Situation before the initiative

Even routine decision making in the Governments is plagued with delays leading to time and cost overrun. Multiple decision making layers and rent seeking are often singled out as the major reasons attributing to this red-tapism.

However, one major problem in most of the public offices is often overlooked. This is the problem of complete absence of tracking the files and letters stuck in the maze of different layers of decision making- each file or letter having to make a to and fro movement from dealing assistant to two or more lower and upper division clerks, to section officers, then to often confusing army of Assistant, Deputy, Joint, Special, Additional Secretaries and finally arriving at the desk of the Minister through the Secretary of the Department.

Each file or letter, depending upon the level of delegation, traverses this path in both directions. The authorities at different levels of the chain or a citizen are totally unaware of the fate of the file or letter. It was difficult for the administration to collate and analyse data from the manually maintained records.

A general public desirous of knowing the fate of his petition or file has to run from pillar to post just to know the official where the file is stuck. The opaqueness or non-existence of any credible system to locate the file breeds corruption. The unsuspecting citizen is more often duped by touts. Decision making becomes slow as there is no means with the superior authority to know the pockets of inefficiency and delay.

The situation was no different in the Finance Department of the State. Being a nodal department, a large number of files and letters used to come to the Department from all other departments of the State Government and hundreds of field units.

An absence of any file tracking system, both for internal tracking within different branches of Finance Department and external tracking for other departments and units, resulted in huge inefficiencies and delay at all levels. In fact, most of the time was spent in locating the file or letter what to talk of faster disposal. There was also the attendant risk of loss/ misplacement of files/ letter during the process of transit.

Under the manual system, files and letters along with Unofficial Order Number (U.O. No.) used to be initiated at the point of authority and would be specific for a particular file. Thereafter, the file or letter would be physically transferred to the designated officials (both inter and intra departments/offices) as per the requirement.

This manual process of file/ letter movement entailed a lot of time and required a continuous monitoring at different levels before the final decision was made by the senior officials. Consequently, many crucial decisions often got delayed due to the slow movement of files and/or unavailability of file.

In order improve the administrative efficiency through enhanced monitoring and supervision and empower the citizen and other departments and field units , a need was felt to develop an ICT based system that can ensure tracking of any files/letters/documents along with its history from the point of origin.

This would also ensure a periodic review of departmental operations, bring transparency in processes and also help inculcate a sense of accountability in the functioning of the Government officials. The citizen and departments outside the system would also be able to track the location of the file or letter and bring more transparency and efficiency in decision making.

3. Scope of Services/Activities Covered

Introduction of WFTS in November 2012 has made West Bengal the pioneer state in the country to implement such web enabled centralized file and letter monitoring system. The system has helped in removing difficulties in locating files and at the same time, ensured proper routing of files/ letters to the appropriate location and drastically improved decision making as reflected in the growth of State Plan expenditure.

This has also helped to improve the quality of public delivery and eliminate malpractices in government offices. Enhanced transparency and accountability have been the greatest advantages brought in by the system as the actual location of the file/ letter was instantaneously known.

The business process re-engineering (BPR) has revolutionised working by making it more effective and error free. Such has been impact of the BPR that it has virtually eliminated too much travel of the file/letter as the employees have a clarity of procedures and the work flow along with the requisite references needed available at a click.

The major activities covered under WFTS are as under:

- **Entering, Updating of File/ Letter Movement & Uploading Docs:** All file and letter related transactions namely receiving files and letters, generating receipts, dispatch of files and letters, updating details, merging letters with selected files, generation of government orders and uploading softcopies of note

sheets, buff sheets & other relevant documents are done by normal users. The authorization to create, edit and deactivate data on Master Data and Departmental or Sub-Office Masters rests only with the Super User and the Administrative User respectively.

- **Tracking and MIS:** Files can be tracked and a user can see the current status of a file or letter movement and also check the status of the particular file with regard to certain parameters like Date range, File No, File Subject, Incoming Department, File Department and File Status. Various MIS reports can be generated like summary reports of files received and dispatched within a particular time range. Besides, anybody can PULL File Status through SMS.
- **Creation of Unofficial Order Number (U.O.) Number:** U.O. Number is created by the normal users. However, the permission to issue U.O.No.is given by super users.
- **Reports:** Various reports can be generated on daily, weekly and monthly basis to review the status of a file or letter movement and that of Peon Book and Incoming and Outgoing Registers. A simplified work flow process of movement of files/ letters under WFTS is annexed below:

Figure 1: Work Flow process of WFTS



3.1. *Services that are currently being delivered using ICT*

WFTS is a G2G initiative which provides an interface for routing of official correspondence/documents and files across various administrative departments and sub-offices.

On the basis of the category of users, WFTS provides the following services:

A. Transactional services availed by Normal Users:

- ✓ Online receiving of incoming files and letters
- ✓ Immediate generation of receipts of files and letters
- ✓ Electronic movement of files and letters through workflow process
- ✓ Online Dispatch of Files & Letters
- ✓ Earmarking files related with Vigilance cases
- ✓ Merging of letters with files
- ✓ Generation of Government Orders
- ✓ Uploading documents/ scanned sheets as attachments with files/ letters
- ✓ Automated generation of Incoming & Outgoing Register and Peon Book
- ✓ Retrieval of file & letter related information through powerful search facility
- ✓ Alerts on urgent files & letters where action is required
- ✓ Easy tracking of period of pendency at each level

B. Services for Administrative Users (Nodal Officer of Department/Government Undertakings/District level acts as the WFTS Administrator of concerned Administrative Department/Government Undertakings/District):

1. Collection of data pertaining to Names, Designations, Mobile Numbers of (a) Users under that particular office earmarked for handling files using WFTS and (b) Heads & Nodal Officers of 2nd-level Offices i.e. Sub-Offices under their administrative controls

2. Creation of User Credentials of Sub-Office wise WFTS Administrators and User Maintenance thereafter. WFTS system generated user credentials are sent as SMS to concerned users.
3. Creation & Maintenance of Master tables of WFTS under their purview
4. Arranging Training/Workshops on WFTS at State/District/Sub-Division level
5. Submitting Implementation Status Reports to the Departmental/District committee for review of WFTS
6. Interacting with State level Nodal Officer of WFTS for Administrative & Technical issues as and when required

C. Services for Super Users (Nodal Officer of State level):

1. Collection of data pertaining to Names, Designations, Mobile Numbers of the Heads & Nodal Officers of top-level Offices e.g. Administrative Department/Corporations/Government Undertakings/ District
2. Creation of User Credentials of top-level Office-wise WFTS Administrators and User Maintenance thereafter. WFTS system generated user credentials are sent as SMS to concerned users
3. Creation & Maintenance of Master tables of WFTS
4. Arranging Training/Workshops on WFTS at State level
5. Submitting Implementation Status Reports to the State level committee for review of WFTS
6. Interacting with NIC for necessary upgradation of WFTS as and when required

4. Strategy Adopted

Considering the functionalities of the state government and their transformation over the years, it was observed that simply digitizing the existing government process would merely add to the complexity, delay and confusion. Hence, it was essential that the processes be first redesigned with the end objective of faster turnaround of public services and improved servicing of citizens' demands.

In line with the above, the following factors were given prime importance:-

- ✓ *Identification of the Critical Enabling Factors:* The critical enabling factors that were identified for the successful implementation of WFTS were:
 - *Vision:* Developing, articulating and communicating a shared vision of the desired change
 - *Need:* Developing and sharing a compelling need for change amongst stakeholders
 - *Means:* Planning, developing and implementing practical means to achieve the desired vision
- ✓ *Transformative leadership:* Leadership was critical to enhance motivation, morale and performance of reluctant stakeholders and induce them to accept the changes. It was ensured that leadership exhibited purposeful, progressive and visionary governance and moved on to become a critical driver for implementing changes.
- ✓ *Evaluating the progress of implementation through constant monitoring and surveying:* Periodic reviews of departmental operations were undertaken by higher officials to estimate the volume of each category of service availed by departmental officials. This helped to identify departments and sub-offices that required a modification of service delivery as well as training needs of officials to enhance their usage of the application.
- ✓ *Learning to hear and be heard through feedbacks:* Feedbacks were taken from stakeholders to understand their requirement and take suggestions for improving performance efficiency. Effective communication and sharing of thoughts both at peer and across levels ensured collective sharing of problems and chalking out of solutions. This was crucial to the overall success of the implementation plan.

4.1. Problems identified

Imparting training and capacity building was a major challenge for the department owing to logistic issues. Further, staff members were used to the manual way of working and there was an initial resistance to accept process changes. Skill sets required to handle IT systems were also rather limited. This in turn necessitated repetitive trainings, leading to delay in implementation. Implementing software functionality within a very small time period across locations with high number of users also proved to be a challenge.

4.2. Roll out/implementation model

WFTS has been rolled out across all the Departments & its sub-offices, Districts and sub- divisions in the State of West Bengal. All the officials have been given the login-ID and password for accessing the web based file tracking system and it has been mandated for all the Government Offices to send the files/ letters through WFTS.

WFTS champions were selected and they were the people who managed the change over by training and personal example. The effective use of *STAMP* model of change management was done.

S- Stay and supervise personally.

T- Train, test and re-train

A- Attitudinal change

M- Motivation (through success in short-term goals)

P- Performance analysis periodically

All employees were trained initially on the use of computers, use of email and different aspects of office working and then slowly on the WFTS application. The training was designed to be handled in a stage-wise manner.

- Initially large group training to bring everyone on the same platform.
- Preparing master trainers
- Small group trainings by the master trainers and identification of resource persons at each level by the master trainers.

- Use of identified resource persons for desk-to-desk training and hand holding.

More than 100 mass training sessions and almost daily, desk-to-desk training were conducted to produce a pool of well-trained and motivated lot to make the change over possible.

4.3. Communication and dissemination strategy and approach used

A structured approach was followed to ensure smooth transition to a digitized workflow environment. At the same time, due care was taken to address perception issues, lack of ownership and resistance to change. This necessitated attitudinal change, technological skill enhancement, adaptability to respond to stakeholder requirements in ever demanding scenario and a re-iteration of the commitment to provide quality services.

The major challenges in change management were as follows:

- Filing processes were not streamlined – different processes in different offices
- Limited IT awareness
- Perceived threat of IT system replacing manpower
- Perceived risk of information loss

These challenges were addressed through the following initiatives:

1. Leadership support for capacity building

Leadership is of prime importance for altering mind-set of stakeholders, harnessing motivation and shaping their behavior under a changed workflow. Timely communications in the form of periodic circulars/ office orders were issued urging all stakeholders to switch over to WFTS. In addition, under the able guidance of focused and empowering leadership, stakeholder aims were measured and assumptions, risks, dependencies and benefits were measured. Through effective communication and stakeholder discussions, training and workshop modules were developed. Counter-

resistance from officials was aligned towards achievement of broader goals through a consultative engagement process. Implementation of WFTS was monitored on periodic basis and status update taken at regular intervals. Feedback on project implementation was actively encouraged and necessary realignment for mid-course corrections done to improve efficiencies.

2. Well-articulated policy on change management and capacity building

It was felt that the system should begin in a department can take the leadership to implement the change in government office functioning. Thus the pilot surveys for WFTS began with the Chief Minister's Office and Finance Department for duration of 5 months.

As part of capacity building measures, several workshops were organized from November 2012 to March 2013 for officials of 69 departments and their subordinate offices in addition to agencies, corporations and board members in Kolkata and across all districts. They have in turn trained other officials.

Training calendar was prepared and communicated to government offices for attendance as per the schedule. Around more than 110 formal training programs were conducted till date to familiarize users on this web application initiative and numerous informal training programs were conducted for government officials from all administrative departments and offices of districts and government undertakings.

3. Project management and monitoring

The project implementation architecture included a Project Core Committee under the chairmanship of the Chief Secretary to the Government of West Bengal.

Principal Secretary of Finance Department is the Nodal officer for the entire project to act as a single point of contact for the control, coordination and the supervision of all

Department-level & District-level Committees. A core team and project champions were identified and given special training to help in driving the project. The Project Core Committee also defined the duties and responsibilities for the nodal officers and nodal persons in a detailed manner leaving no scope for confusion. This planning and the overall framework played a pivotal role in project implementation.

There are four teams working under close supervision of the Chief Secretary to the Government of West Bengal for smooth implementation of WFTS across the state, one each at the state level, administrative/departmental level, corporation/government undertaking level and district level. Their respective heads and nodal officers are presented in the below table:

Table 2: Project Management Structure

Level of Function of Project Monitoring Team	Head	Nodal Officer
State Level	Principal Secretary, Finance Department	
Administrative/Departmental level	Additional Chief Secretary/Principal Secretary/Secretary of concerned department	Officer at the level of Special Secretary/Joint Secretary of concerned Department
Corporation/Government Undertaking Level	Commissioner/Head of concerned Corporations/Government Undertakings	Competent officer of concerned Corporations/Government Undertakings
District Level	District Magistrate/Collector	Deputy Magistrate of concerned Collectorate

5. Technology Platform used

The technology platform used is as follows:

Table 3: Technology Platform

Description	Type
Database	MS SQL Server 2008
Operating System	Windows 2008 Server
Frontend	.NET 3.5
Reports	Open Source Tool ITextSharp
Web server	IIS7.0

Network facility	SWAN/State owned MPLS/NICNET/BB
Data Centre	National Data Centre, New Delhi

NIC, the Implementation agency is also responsible for Disaster Recovery facility. The maintenance and update of software and the database are taken care by the NIC.

5.1. Interoperability

WFTS is integrated with following ICT systems:-

- Management of Release of Budgetary Allocations
- Management of Re-Appropriation / Augmentation of Budget Allocations
- Management of Release of Funds received from Government of India as Loan
- Management of Letter of Credit (LOC)
- Management of Rural Infrastructure Development Fund (RIDF)
- Public Grievance Monitoring System

5.2. Security concerns

WFTS was developed and deployed as per guidelines for Open Web Application Security Project (OWASP). It has been made live only after getting Cyber Security Clearance Certificate from STQC followed by CSD, NIC (Headquarters)

e-Governance Standards is followed as has been approved by the apex body. The application complies with Interoperability Framework for e-Governance in India (IFEG). In order to ensure security and confidentiality, officials with relevant user credentials only can access the software. User credentials are sent to the users through SMS at his/her registered mobile number. Users cannot proceed to work with the system unless he/she changes the system generated password.

The application is integrated with the generation of government orders releasing budgetary allocations, so that it is accessible by all departments for officials to act upon. Further, it is also in line with the West Bengal State Secretariat Manual of Office Procedure.

The other security concerns regarding the system were addressed through the following measures:

- Antivirus software downloaded on each computer with mandatory scheduled updating for internet security. Secured Socket Layer (SSL) incorporated with all authenticated links including the login page under a single folder on which SSL given. All HTML and URL Output encoded
- Cyber Security Certificates: received from STQC, CSD and NIC Headquarters. WFTS declared free from Cyber Security Vulnerabilities e.g. Cross Site Scripting (XSS), Injection Flaws, Malicious File Execution, Insecure Direct Object Reference, Cross Site Request Forgery, Information Leakage and Improper Error Handling, Broken Authentication and Session Management, Insecure Cryptographic Storage, Insecure Communications, Failure to Restrict URL Access, Buffer Overflows and Denial of Service
- WFTS is hosted at National Data Centre (NDC), Shastri Park, New Delhi which provides state-of-the art internet security and physical security, high availability, scalability, reliability & accessibility and high degree of network security. It has unlimited Disaster Recovery facility available. A two-stage backup procedure is in place at NIC Hyderabad and Pune.

5.3. *Any issue with the technology used*

Standard Microsoft based technologies and Open Source Reporting tool have been used which can offset the negative impact of technological obsolescence in near future. Besides, WFTS is accessible from any client running any operating system / web browser.

5.4. *Service level Agreements (SLAs)*

At present there is neither any external vendor associated with the functioning of the system nor any Common Service Centre (CSC) based model. Thus there is no requirement of SLA at this stage. Further as already mentioned before, NIC is the Implementation partner of GoWB for the project.

6. **Demonstrate innovative use of ICT for development**

The following innovations were part of the successful implementation of WFTS:

- **Less use of paper in office:** With the uploading facility of letters and important pages of files, movement of files can be tracked online. Scanned copies of letters are being sent to the concerned officials and there is less movement of letters in physical form.
- **24 * 7 access:** As it is a web based system, administrative officers can track the file status sitting anywhere
- **SMS service:** Through this service, officer can track the file by just feeding the File Number through mobile phones.
- **Integrating Departments:** The movement of files can be tracked by all the Departments. As all the Departments are linked with Finance Department, files from particular Department come to Finance Department for approval. Once approved, the Departments are intimated through the system to take back the respective files by next day noon. If the particular Department doesn't take back the file, it is sent through Speed Post and the tracking number is posted on the system.
- **Categorization of services:** The files are categorized as Normal or Vigilance related. Once the file is tagged as Vigilance, importance is given to that particular file.
- **Pictorial dashboard** which provides a holistic status of all the functionalities with Drill Down facilities

- **Bar-coding of files are done in the system.** Once the details are entered into the WFTS system, the system automatically creates an exclusive barcode with respect to that particular file.
- **Strong Tracking Mechanism of Files/Letters:** Strong search facility with provision of including multiple search parameters like File No./ Part File/ Subject/ File Department/ Receipt Date/ Received By/ Recipient to help to locate files and letters instantaneously and in a structured way
- **Integrated with Public Grievance Monitoring:** Public Grievance Monitoring System allows citizens to lodge complaints and obtain their individual Grievance IDs to track the status of action taken upon their complaints. After a complaint has been lodged under a specific department, the nodal officer is intimated to look into the matter and initiate a file if required. After 30 days if still no action is taken, the system alerts the higher official and the process keeps escalating, thus bringing in accountability in the system.

7. Citizen Centricity

WFTS project is primarily a G2G application. But, it has great impact on citizen-centric service delivery mechanisms also. The initiative undertaken has increased the systemic efficiency and resulted in faster delivery of services. With WFTS, efficient individuals and efficient organizations have resulted in speedy services to citizens and other departments. Number of interaction points for a file/letter/grievance has reduced eliminating non-productive movement. Approval of Citizen centric Schemes and Release of Funds thereafter have been expedited through quick disposal of government files.

7.1. Impact on effort, time and cost incurred by user

With the implementation of WFTS, time and cost efficiencies have taken place due to the following enabling indicators:

- Central repository of data on status of files and letters has become accessible to all authorized government officials anytime and anywhere.
- Strong multi-parametric search facility has improved the speed of locating and tracking files and letters and speed up their disposal to appropriate location. Thus valuable official time is not wasted and can be diverted to more productive work.
- Instant messaging service via PULL and PUSH SMS have allowed possibility for customized alerts on pending actions to be taken and for fetching information from the central database. Thus the service delivery time has got reduced.
- Computerised Central Clearance System has led to reduction in travel time and cost and elapsed time for service delivery by allowing an organized one-time collection of processed files from the Finance Department to the concerned administrative departments.
- Improved linkage between the Finance Department and other administrative departments has led to expeditious fund allotment process and an even distribution of fund release throughout the year, thus leading to efficient fund and expenditure management.

The impact can be quantified as follows for some of the services listed below:

Table 4: Time savings:

Indicator	Description	Manual process	WFTS
Transit time	Average time taken for inter-departmental file movement	15 days	3 days
Fund Allotment	Average time taken for allotment and release of funds from the Finance Department	20 days	3 days

The efficiency has increased manifold, thus resulting in increased focus of officials towards overall growth of the departments and meeting of citizens' demands through speedier decision-making process.

7.2. *Feedback/grievance redressal mechanism*

This is meant as a G2G initiative with no public interface. Thus there is no requirement of having in place a public grievance redressal mechanism.

7.3. *Audit Trails*

The roles of officials at different levels and the workflow have been defined. Access is provided on the basis of user log-in and secure password which makes it possible to capture the audit trail.

7.4. *Interactive platform for service delivery*

The WFTS is based on an interactive platform focused towards improving operational efficiencies under a G2G framework. The key features are as follows:

- Developed on advanced web technology with appropriate security measures both at code & database level
- Browser Based, so Platform independent
- Fully menu driven and user friendly.
- File related information Data entry is done once only
- Extensive built in data validation checks
- Extremely powerful search capabilities,
- Facility of setting the priority of certain file by controlling officers
- Acknowledgment to the sender about physical receipt of file
- Facility to Upload Documents as attachments
- Extensive Reporting facilities

8. Adaptability and Scalability

This particular application has been hosted at National Data centre in New Delhi with DR facility. As a result various departments of State Government have started using this

application without any need for additional software modifications. Further the software uses NICs SMS Gateway which is common facility for various NIC customers. This has been scaled for all users of State departments.

The hardware and software used are very standard technologies based on Microsoft net platform which offers substantial scalability.

Subsequent services planned to be delivered can be categorized as under:

- **Increase extent of services:** The extent of barcode-based tracking would be increased by increasing the number of files with barcodes scanned on them. Further, digital generation of the note sheet and buff sheet of files bearing digital signature certificates (DSCs) would be initiated at the administrative departmental level.

9. Adaptability Analysis

9.1. *Measures to ensure adaptability and scalability*

The technology used is international standard based on Microsoft technologies (Front end: Dot Net 3.5; Back End: MS SQL 2008; Web Server: IIS7.0). These are standard technologies which can be adapted with other applications and technologies. The connectivity backbone is provided by State Wide Area Network of the State Government which offers connectivity upto block level in most districts and few panchayats. GoWB is planning to expand the SWAN to cover all Gram Panchayats in near future. Thus WFTS will be potentially available to all Government departments at all location across the state.

Number of users using the system simultaneously and with acceptable response depends on capacity resources engaged. As the system is linked to virtual servers in DC, the resource requirements are automatically taken care of in a dynamic manner.

A logical extension of the WFTS is to provide the system with a public interface which will make it possible for members of the general public to keep track of the progress of their grievances or other requirements from the government. This will create new benchmark in public service delivery and will increase transparency, accountability and responsiveness to new heights and will usher in much needed change in reforming

public sector governance in the state. This can also serve as an example for other states and also the central government to emulate.

9.2. *Measures to ensure replicability*

WFTS can be replicated for implementation in other States also. It is designed in such a way so as to readily roll out in other state also.

Based on the interest from Telengana State, demonstration of WFTS is made in last month to the Officials of Telengana State.

9.3. *Restrictions, if any, in replication and or scalability*

The system will need to be customized to include Bengali language interface which will be a key factor for propagating it at below district level where the use of English may be rather limited.

9.4. *Risk Analysis and Mitigation measures*

- The Data Centre has been set up in a high availability clustering environment where failure of one component will not affect the usability of the application except for minor response time issues. In addition a DR site has also been configured to prevent outages.
- The SWAN network has built in reliability and fall back arrangement to ensure minimum down time.
- The Data is stored in a Storage Area Network (SAN) with RAID configuration whereby it will ensure zero data loss.

10. New Models of Service Delivery

As mentioned before this is a G2G initiative targeted at government officials. There is no involvement of private agencies.

11. Efficiency Enhancement

The volume of transactions processed by WFTS is given in the Table below:

Table 5: Transaction volumes

S.No.	Transaction Type	Total volume of each service since roll out of WFTS
1	Creation of File	321710
2	Receiving of File	315571
4	Updation of File Recv. Info	120302
5	Generation of Receipt	301514
6	Generation of Unofficial Office Number (UO No.)	9124
7	Attachment of document With File	33313
8	Despatching of File	279676
9	Updating of File Despatch Info	132066
10	Intra Office Movement	183520
11	Files Not Recd. within Due Date	8970
12	Attach Link / Part File	78970
13	Prining Bar Coded File No.	8797
14	Recv. / Despatch using Bar Code Scanner	19991
15	Receiving of Letter	294784
17	Update Letter Recv. Info.	29043
18	Receipt of Letter	101044
19	Attaching Document	160842
20	Despatching Letter	105625
21	Updating of Letter Despatch Info.	130321
22	Merging of Letter with File	1971
23	Letters Not Recd. within Due Date	0
24	Tracking File	683773
25	Tracking Letter	381012
26	Daily Register	298919
27	Monthly Register	324269
28	UO No. Register	5
29	Other Reports	11
30	Login Count	143068
	Yearly total volume of transactions	4447464

Total number of hits since inception has been around 44.5 lakhs. The year-wise breakup of the same is given in the table below:

Table 6: Transaction volumes (2013-14 and 2014-15(YTD))

S.No.	Year	Year-wise Transaction Count for Hits
1	FY 2013-14	3289927
2	FY 2014-15 (upto 30.8.2014)	1157522
	Total	4447464

11.1. Coping with transaction volume growth

- Linked to virtual servers at NDC- hence the resource requirements are taken care of dynamically. Thus growth in transaction volume does not affect the response time in WFTS.

11.2. Time taken to process transactions,

Average time taken for inter file/ letter movement has reduced from 15 days under the manual system to 3 days under WFTS. Please refer to **Table 4** for further details regarding savings on account of time.

11.3. Accuracy of output,

- Various MIS reports are generated like summary reports of files received and dispatched within a particular time range. The data is available on a real time basis. Strong search facility with provision of including multiple search parameters like File No./ Part File/ Subject/ File Department/ Receipt Date/ Received By/ Sent To, to help locate files and letters instantaneously and in a structured way

11.4. Number of delays in service delivery

The system response time is very fast since a strong search facility helps to retrieve files and letters almost instantaneously.

12. User convenience

The key benefits of the system are as follows:

- Reduces the logistics (cost, time, resources) involved in the manual processes
- Enforces a uniform working procedure

- Improves efficiency, consistency and effectiveness of government responses
- Reduces turnaround time / processing delays to meet the demands of citizen's charter
- Effective resource management
- Greater transparency and accountability
- Web based software, so can Track File at Any Time from Any Where
- Integrated with SMS Gateway facilitating stakeholders to pull status information

13. Sustainability (Give details about sustainability w.r.t. technology (technology used, user privacy, security of information shared – Digital Encryption etc. #), Organization (hiring trained staff, training etc. #), financial (Scope for revenue generation etc. #))

Sustainability is an important issue in any project and cannot be left untouched. The following measures were taken to make WFTS sustainable.

- WFTS application software & database are maintained by the National Informatics Centre (NIC), body under the Government of India responsible for steering web-applications and facilitating their improvement.
- WFTS is hosted at National Data Centre (NDC), Shastri Park, New Delhi which provides state-of-the art internet security and physical security, high availability, scalability, reliability & accessibility and high degree of network security. It has disaster recovery facility.
- WFTS is web-enabled software. Microsoft .Net and ITextSharp (an open source tool) have been used which are fairly recent technologies.
- WFTS User Privacy is maintained through secured login. It has incorporated MD5 Hashing technology to exchange user credentials between server & client machines in encrypted manner.
- West Bengal Government has set up an access control list, which allows WFTS administrator to control which employee has access to the system or certain parts of the system.

- User credentials are sent to the users through SMS at his/her registered mobile number. Users can not proceed to work with the system unless he/she changes the system generated password. Besides, WFTS follows password policy as prescribed by NIC Cyber Security Division.
- West Bengal Government has established definite security roles and responsibilities to identify which employee needs to have access or modification rights to the business information and set up responsibilities for those employees.
- It is ensured by West Bengal Government to use Internet security programs (antivirus software) on each computer. The programs work in addition to the firewall to help block malicious software from attacking the computer and compromising data. Scheduled updating of antivirus software is mandatory.
- Regular training programs for user awareness on cyber risks are conducted by the Training Divisions of different Administrative Department & offices at District levels.
- Since the WFTS contains authenticated module and pages for public view, all the authenticated links including the login page are kept under a single folder on which secured access mechanism is established.
- Both Client side and server side validation are implemented.
- Encoded all HTML Output.
- Encoded all URL Output.
- WFTS is configured to never give out specific errors. It only shows a customized error message. This message is shown when an error occurs.
- Creation of a resource pool of trained man power.
- It is ensured that the continuity in training remains and a platform for discussions is available to all.
- The business process re-engineering document has been made available to all employees.
- The role and responsibilities for the updation of the knowledge management system have been defined.

- The offices have done with any kind of physical work; now it is almost unlikely to look back.
- The system is designed to reduce the drudgery of the employees and this reality is now realised by all; therefore now it is a team driven project rather than top driven.

14. Result Achieved/ Value Delivered to the beneficiary of the project:

14.1. To organization

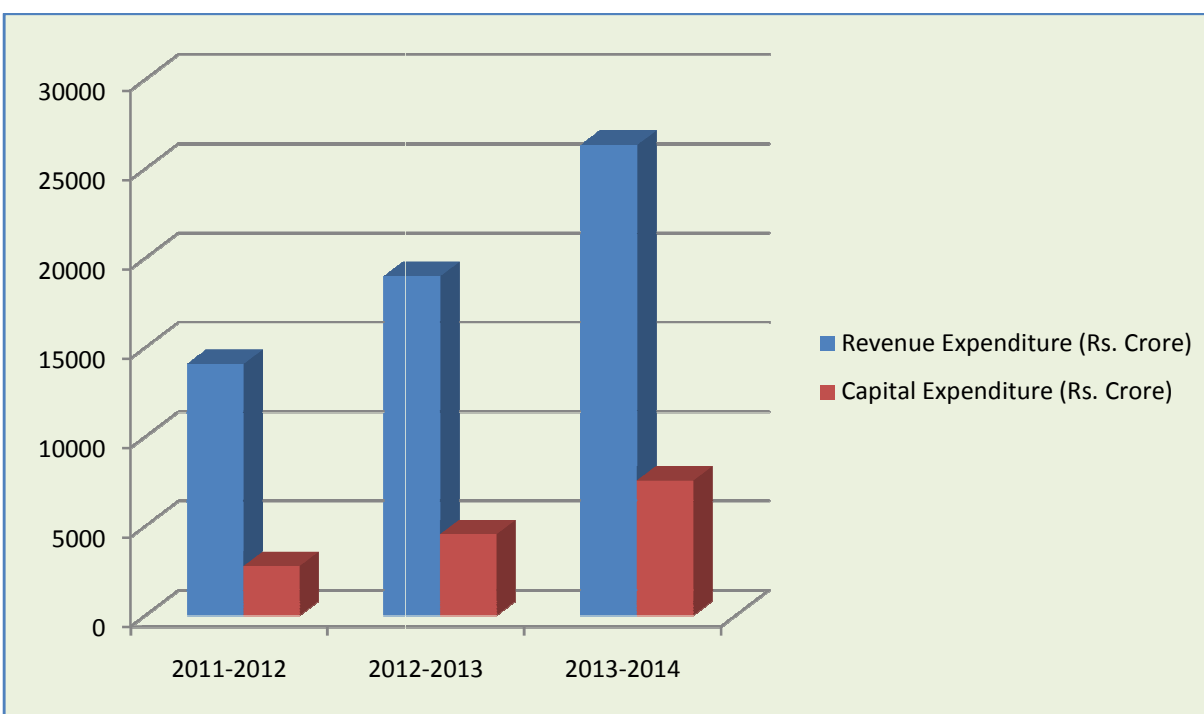
The main benefits to the organization can be summed up as follows:

- **Linkage between fund allocation authority and administrative departments:** The system (through monitoring of pending / disposal of files by the competent authorities) has expedited the Fund Allocation processes ensuring smooth supply of resources to the developmental schemes being executed across the state. Access facility of WFTS provided to all administrative departments has made it possible to track the movement of files sent to the Finance Department and take necessary follow up action.
- **Time reduction:** Further, through the Electronic Record Management enabled by the system, all associated logistics have got reduced, in terms of cost, time and other resources. Thus, government response time has reduced.
- **Optimal Resource Utilization:** The system is role-based with definite roles and responsibilities for each & every authorized user. It has implicitly enhanced efficiency, transparency, consistency and effectiveness of government response and brought about efficient resource management.
- **Lesser use of paper in office:** Use of WFTS has resulted in lesser use of paper which has positively implications for the environment.
- **Social and Development Impact:** The indirect impact of faster decision making including release of plan funds for various social and infrastructure

development works under the State Plan, has resulted in a remarkable increase in the State Plan and Capital expenditure of the State Government in the last two financial years as given in the table below:

State Plan Expenditure		
Financial Year	Plan Expenditure (in Rs.)	Growth %
2011-2012	Rs. 14074.52 Crores	
2012-2013	Rs. 18994.11 Crores	34.95%
2013-2014	Rs. 26336.03 Crores	38.65%

Capital Expenditure		
Financial Year	Capital Expenditure (in Rs.)	Growth %
2011-2012	Rs. 2763.75 Crores	
2012-2013	Rs. 4547.30 Crores	64.53%
2013-2014	Rs. 7554.64 Crores	66.13%



14.2.To citizen

Since this is a G2G initiative, its direct impact on the citizens is limited. However, the indirect benefits of WFTS towards citizens can be summed up as follows

- **Reduced Government response time:** Reduced processing time of letters/files and other documents has improved the turnaround time for meeting the demands of citizens.
- **Accountability:** Under the new system, every movement of a file or letter can be tracked by a higher official and at the same time, officials responsible for internal transactions can be held accountable in case there is any query from general public. Thus, the entire system has become more transparent and has helped to improve accountability.
- **Transparency:** The web-based application has induced efficiency, consistency, accountability and transparency in government functions and has brought about a systemic change across the government machinery.

14.3.Other stakeholders

The importance of WFTS for government employees has been quite immense. The benefits can be summarized as follows:

- **Uniform working procedures:** The WFTS has enforced a uniform working procedure wherein all files and letters are initiated, transferred and received through the same web-enabled application following a common procedure.
- **Compliance to state governance framework:** The filing system has been designed based on the prescribed West Bengal State Secretariat Manual of Office Procedure and an ideal workflow is incorporated for each of the process like e-Registers, Incoming/Outgoing File & Letter Registers, Peon Book etc.
- **Conducive working environment:** Redundant manual transfer of files/letters has been removed, which has eventually increased effective working hours and productivity of government employees.

- **Instant SMS alert:** The application is integrated with NIC SMS Gateway, whereby through PUSH SMS and PULL SMS, recipients can be alerted and information can also be fetched from the central database. This enables a real-time tracking of all files and letters from anywhere, thus cutting down on valuable time spent on locating them within and across offices.
- **Manpower planning:** Manpower planning can be done more effectively based on an assessment of average number of files handled by each officer which can help to identify surplus staff
- **24*7 access from anywhere:** With file tracking, there is an option to upload the documents like Note Sheet which becomes easier for officers to oversee the content without looking at the file physically.

15. Extent to which the Objective of the Project is fulfilled

The WFTS application has brought about a revolution in the workflow process in government departments and sub-offices through electronic movement of files and letters. The software has been designed in a way so as to allow hassle-free implementation, internally amongst administrative departments and their sub-offices. Through creation of a single-point of data source, the system thus ensures the government and higher officials of respective departments to track any file/letter/documents along with its history from the point of origin.

The broad objectives of the project have been fulfilled. This is apparent from the sheer increase in transaction volumes year on year (Refer Table 5& 6). Thus the momentum needs to be sustained and the system needs to be rolled out at Block levels.

16. Comparative Analysis of earlier Vs new system with respect to the BPR, Change Management, Outcome/benefit, change in legal system, rules and regulations

Under the old system, work done at the Finance Department involved immense flow of information in the form of files in the process for seeking opinions, approvals/comments on various developmental/non-developmental issues and often involves concurrence/opinion on matters of critical importance involving legal, financial and administrative viewpoint. The implementation of web-enabled Workflow based File Tracking System (WFTS) has in one stroke removed the difficulties in locating files/letter and has helped to track the status of files/letters and ensure expeditious disposal.

The comparative analysis between the new and the old system is given in the Table below:-

Sl.	WFTS	Old system
1.	Increased transparency and accountability in the system	Role and responsibilities were diffused which made it difficult to fix responsibilities
2.	Improvement in efficiency since information on files/letters is obtained almost instantaneously	Highly inefficient system- often resulted in misplacement of files/letters.
3.	Viewing of files/letters based on roles makes it possible to access information strictly on "Need to know" basis.	Messengers/peons used to carry files/letters across departments/offices. Potential breach of confidentiality was always a lurking threat
4.	Search and view file/letter at any point in time	Manual searches for tracing old documents/ letters/ files were always a challenge. Often involved non-productive use of manpower
5.	File/Letter can be retrieved anytime	File/Letter retrieval through a manual search and tracking process- error prone and can be often circumvented
6.	SMS based alerts on urgent files where action is required	Alerts based on recall or instructions from the top. Prioritization was often a casualty
7.	Chances of abuse of privileges quite rare in a system driven process	Privileges were often abused and at times for consideration which results in increase of corruption

17. Other distinctive features/ accomplishments of the project:

Digital Inclusion

Introduction of WFTS has resulted in the following positive externalities:

- *Provision of username and password:* All employees have been provided username/password on their mobile/email to enable them to view file/letter. However, the authorization to initiate and transact files and letters has been restricted to officials of the rank of Group C staff & above. Nonetheless, this has ushered in digital inclusion process and all employees have been co-opted as part of this grand transition to a modern digital environment.
- *Capacity building:* Trainings and workshops have been organized by the NIC to bring all employees on the same page regarding usage of the new application. Thus deficiencies in term of skill sets on the use of ICT are being ironed out. This will pave the way for a fully modern workforce that is geared to meet newer challenges of governance involving greater use of ICT in the coming days.
- *Enabling environment and policies:* A conducive environment has been created through planning as well as written directives to make usage of WFTS mandatory across all concerned departments.
- *A Simple ICT intervention leading to huge benefits:* A web enabled is a simple IT application which has brought about a sea change in how a Government transacts its business. It has brought in huge gains without much investment in technology. A simple but effective a governance tool.

Green e-Governance

- Currently, the note sheet and letters are getting scanned and are then sent as a soft copy to the concerned officials. Thus consumption of paper in government offices have gone down which will have a cascading effect on the environment.

- MIS available at the click of mouse so there is no need to print and preserve reports and outputs

Reduction of e-waste

- Centralized database management has ensured that individual departments are not required to procure servers or other costly equipment for this e-governance initiative.
- Existing network and computer, printers are used for the system, no extra infrastructure is needed

Annexure

THE TIMES OF INDIA

Online file tracking on cards in West Bengal

The writer has posted comments on this article By [Suman Chakraborti](#), TNN | Jan 31, 2013, 03.49 AM IST

KOLKATA: In order to bring accountability in managing inter-departmental files, moving among government departments and agencies, the chief secretary has issued a circular directing all government department heads and district magistrates to implement online electronic file tracking system in all departments at the state secretariat and other government offices, corporations and boards.

The home, personnel and administrative reforms (P&AR) department will hold training sessions in the city and other districts in February and all department heads have been asked to send senior officers and other senior staff to attend the workshop.

According to home department officials, this [online file tracking](#) system, currently followed only in the finance department and chief minister's office (CMO), will be effective and useful to track down any file of all the government departments functioning in Writers' Buildings within minutes. "This will help in effective file management and moving files as required from one department to another without any delay," an official said.

At present, it takes time at government departments, except finance and CMO, to track down files and place it before the department secretary or minister as the files are piled up in different departments.

The software will be developed by the [National Informatics Centre](#) (NIC), Writers' cell. The main feature of the software will be to receive files and letters online, immediate generation of receipt of files and letters and its electronic online movement through workflow process, online earmarking of files related to vigilance cases and uploading important documents with files. The software can also retrieve all files and letters through powerful search facility and flash alerts on urgent files and letters for easy tracking of its pendency period at each level. The process to set up the system is likely to be introduced in six months.

The home P&AR department will hold the training workshop for senior government officials in the city and subsequent workshops will also be held in Durgapur, Malda and Siliguri where the respective district magistrates will be present.

The home P&AR department is also setting up a service monitoring file system to track service records of all officers of secretary rank in the Writers' on a daily basis. Officials said that through this system, all data and other related information about all the secretary rank officers, like their date of joining, leave status, when they are shifted from one department to another, - all these information will be kept in a computerized data system file and within minutes this file could be opened whenever required.

The Telegraph

Digital path to clear file traffic

TRACK STEPS

New system of file clearance and tracking in the finance department

- A department sends a file for funds sanction
- Finance goes through it and sanctions or rejects it
- File sent to the computerised central clearing system at Nabanna
- Information about file and its status to be available online to intranet users
- A text message alerting the file has been sent for dispatch to be automatically sent to the secretary of the department concerned
- The file will be retained at room 1207 of Nabanna for handing over to messengers of the department concerned till 1pm the following working day
- If not collected, the file will be sent out through Speed Post

A STAFF REPORTER

Calcutta, March 3: The finance department will on Wednesday launch a computerised file-tracking system to fast-track clearance, the move in line with that adopted by the Centre and states such as Odisha and Gujarat.

Conceived by Amit Mitra, the new system — the computerised central clearing system (CCCS) — will entail all files cleared by the finance department to be sent to room number 1207 on the 12th floor of Nabanna. Information on the files will be available on the intranet of the secretariat. A text message alerting that the files have been dispatched to the 12th floor room will be automatically sent to the secretaries of the departments concerned (see chart).

Move in line with Centre

"The Centre already has a file-tracking system. Some states such as Odisha, Tamil Nadu, Andhra Pradesh and Gujarat have similar models. It is time Bengal caught up," an official said.

"The state govt has 64 departments, all of which have to send their files to finance for the sanction of funds. Under the existing system, files often get lost and it's sometimes very difficult to track their status," a finance department official said today.

According to officials, the CCCS mechanism was aimed at increasing efficiency and reducing time taken in inter-department transfer of files. Several senior officials said the movement of files was "a nightmare".

taken to complete tasks," a source said this afternoon.

The CCCS is the latest addition to a slew of measures taken by Mitra to streamline and fast-track processes in the government and cut down on paperwork. Senior bureaucrats said that if implemented properly, the system would help expedite work substantially.

Mitra has already implemented reforms such as an electronic receipt system that allows citizens to pay taxes and make deposits to the state without having to grapple with queues, holidays, paperwork and middlemen. The government has also introduced e-registration under VAT and central sales tax, and payment of salaries and VAT refunds.

প্রতিদিন

অর্থ দফতর মঞ্জুরি দিলেই যাবে এসএমএস ফাইলের ফাঁসমুক্তি প্রশাসনে

স্টাফ রিপোর্টার : ফাইল আদানপ্রদানে আরও গতি আনতে লাল ফিতার ফাঁস আলগা করল রাজ্য সরকার। ফাইলের গতি বাড়াতে সাহায্য নেওয়া হল এসএমএসের। এসএমএস পেয়েও ফাইল না নড়লে ২৪ ঘণ্টার মধ্যে ডাকবিভাগ স্পিড পোস্টের মাধ্যমে তা পৌঁছে দেবে সংশ্লিষ্ট দফতরে।

এবার থেকে অর্থ দফতরে ফাইলের কাজ মিটলেই তা এসএমএস-এর মাধ্যমে জানিয়ে দেওয়া হবে সংশ্লিষ্ট দফতরের শীর্ষকর্তাকে। নবাবে এসে তার পরের দিন দুপুর একটার মধ্যে সেই ফাইল সংগ্রহ করা যাবে। যদি তা না নেওয়া হয়, তবে স্পিড পোস্টের মাধ্যমে তা পৌঁছে যাবে নির্দিষ্ট দফতরের হাতে।

সরকারি বিভিন্ন দফতরের ফাইল এসে পৌঁছয় অর্থ দফতরের কাছে। কাজের ভিত্তিতে তা চলে যায় অর্থ দফতরের বিভিন্ন 'গ্রুপ'-এ। ফাইলে কাজ শেষ হলেও ফাইলটি 'ক্রিয়ার' হয়েছে কিনা, তা জানতে মেমো নম্বর ধরে হাতড়ানো ছাড়া উপায় ছিল না। খোঁজ নিতে হত বারবার। সোমবার এই জট কাটাতেই প্রশাসনিক সংস্কার নয়াজির গড়ল রাজ্য সরকার।

প্রশাসনিক সংস্কার করে সরকারি কাজ আরও দ্রুত করার নির্দেশ দিয়েছেন মুখ্যমন্ত্রী মমতা বন্দোপাধ্যায়। সেই লক্ষ্যেই এবার চালু করা হচ্ছে 'কম্পিউটারাইজড সেন্ট্রাল ক্রিয়ারিং সিস্টেম' বা 'সিসিসিএস'। অর্থ দফতরের প্রধানসচিব হরেকৃষ্ণ

দ্বিবেদী এক নির্দেশে জানিয়েছে, আগামী ৫ মার্চ থেকেই এই ব্যবস্থার মাধ্যমেই অর্থ দফতরের সঙ্গে ফাইল আদানপ্রদানের নতুন দিশা খুলে যাচ্ছে।

কীভাবে 'সিসিসিএস' দ্রুত ফাইল পৌঁছে দেবে অর্থ দফতর থেকে অন্য দফতরে?

বিভিন্ন দফতরের ফাইল নবাবে ১০, ১১ ও ১২ তলায় ছড়িয়ে থাকা অর্থ দফতরে এসে পৌঁছবে।

সেন্ট্রাল ক্রিয়ারিং সিস্টেম'-এ। তথ্যপ্রযুক্তিকে কাজ লাগিয়ে এমনই ব্যবস্থা করা হয়েছে যে, ফাইল 'সিসিসিএস'-এ আসামাত্রই এসএমএস চলে যাবে নির্দিষ্ট দফতরের অতিরিক্ত মুখ্যসচিব/প্রধানসচিব/সচিব-এর কাছে। তারা চাইলে অর্থ দফতরের ওয়েবসাইটের মাধ্যমে কোন কোন ফাইল মিলবে তার তালিকাও দেখে নিতে

ফাইলের গতিপথ



ফাইল অর্থ দফতরে ➤ কাজ শেষ ➤ ফাইল অ্যান্ড লেটার ট্র্যাকিং সিস্টেম-এর মাধ্যমে ফাইল গেল সেন্ট্রাল ক্রিয়ারিং সিস্টেম-এ ➤ এসএমএস দফতরের অতিরিক্ত মুখ্যসচিব/প্রধানসচিব/সচিবকে ➤ পরের দিন বেলা একটার মধ্যে ফাইল সংগ্রহ ➤ না নিলে স্পিড পোস্টের মাধ্যমে নির্দিষ্ট দফতরে

সেন্ট্রাল ক্রিয়ারিং রুম থেকে সেই ফাইল যখন অর্থ দফতরের নির্দিষ্ট গ্রুপের হাতে দেওয়া হবে তখন 'ওয়ার্কফ্লো বেসড ফাইল অ্যান্ড লেটার ট্র্যাকিং সিস্টেম' থেকে রসিদ দেওয়া হবে। তাতে ফাইলটি সম্পর্কে তথ্য থাকবে, যাতে দ্রুত সেই ফাইলটিকে 'ট্র্যাক' করা যায়। ফাইলের কাজ শেষ হলে অর্থ দফতরের পোর্টাল www.wbfin.nic.in-এর 'ডব্লুএফটিএস'-এর মাধ্যমে পাঠিয়ে দেওয়া হবে ১২ তলার ১২০৭ নম্বর রুমের 'কম্পিউটারাইজড

পারবেন। দফতরের তরফে ওই ফাইল নিলে ফাইলটি 'হ্যাণ্ডেড ওভার' বা দফতর নিয়েছে বলে চিহ্নিত করা হবে। পরের দিন বেলা একটার মধ্যে যদি কেউ ফাইলটি না নিয়ে যায়, তবে সেন্ট্রাল ক্রিয়ারিং রুম থেকে ফাইলটি স্পিড পোস্টের মাধ্যমে পাঠিয়ে দেওয়া হবে নির্দিষ্ট দফতরে। ওয়েবসাইটে ডেসপ্যাচ নম্বর দেখা যাবে। ওই নম্বর দেখে ডাকঘরের সঙ্গে যোগাযোগ করে ফাইলটি দ্রুত নেওয়ারও সুবিধা মিলবে।

Government of West Bengal
Personnel & Administrative Reforms Department
Vigilance Cell

No. 994-P&AR(Vig.)

Dated, Kolkata the 6th December, 2012.

CIRCULAR

It has been brought to the notice of the state government by the State Vigilance Commission, West Bengal that the state government departments are not attributing importance to the matter of management of the movement of files relating to the disciplinary cases. As a result, many files containing vital documents of the disciplinary cases are either lost or misplaced and the decisions regarding drawal of departmental proceedings or imposition of penalty are not finalized in time

2. (1) After careful consideration of the matter, it has been decided that all Heads of Departments shall monitor the status of files held by the concerned Officers and the period of pendency of the said files with them, in order to bring accountability in the matter of management of the file movement. (2) Further all departments, authorities, corporations, boards etc. shall introduce electronic file tracking system to prevent such delay or loss of files. National Informatics Centre, Writers' Buildings, may be approached for necessary training in this regard.
3. (3) This may be brought to the notice of all sub-ordinate offices, agencies, corporation, boards etc. for information and strict compliance.

Sanjay Mitra
(Sanjay Mitra)
Chief Secretary
Government of West Bengal.

Imp

JS (11/12/12)

9.1.2013