

### 7.1 E-Governance

The State Government of Himachal Pradesh started setting up Integrated Community Service Centres (i-CoSC), also known as 'Sugam' Centres, upto sub-tehsil level in different districts (including Mandi District) since August, 2005 for providing 50 services under one roof to the citizens of the district through a single window. The i-CoSC are operated and managed by a District e-governance society with the support from the Society for promotion of Information

Technology and e-Governance (SITEG). Sugam Centres also act as a tool for development by providing access to Internet which facilitates faster communication and easy access to information in the field of health, education, agriculture, natural resources, social justice and women welfare and rural development, etc.

#### 7.1.1 Services

The Sugam Centres were aimed to provide the following services electronically:

**Table 29: Details of services electronically proposed through Sugam Centres**

Category of Service	Description of services provided	IT Application used
Revenue	Issue of Nakal of Records of Rights, Shajra Nasb, Customary Rights and Forestry Rights	HimBhoomi
	Sale/ Conveyance/ Gift/ Mortgage with possession/ Lease/ Exchange of Property/ Govt. Organisation Transaction/ Trust/ Award/ Decree/ Re-Conveyance of Mortgage/Tatima Registry/Surrender of Lease/Transfer of Lease/Instrument of Partition/Certificate of Sale Deed.	HimRis
Certificates	Relating to Birth/Death, Caste, OBC, Domicile, Bonafide, Handicapped status, Marriage, Nationality, Non-encumbrance, Solvency, Surviving Members, Income and Legal heir and Armslicenses.	e_Parman
Licenses	Issue of New Driving Licenses, Conductor Licenses, Renewal of Licenses, Duplicate /Endorsement of License and Issue /Renewal/Duplicate of Learner's License	Saarathi and e_shastra

<b>Registration of Vehicles and collection of taxes</b>	Registration certificates of new vehicles, Issue of Duplicate Registration Certificates, Token Tax of commercial vehicles, change of address, Transfer of Ownership of Non-transport vehicles and Issue of Permits	Vahan
<b>Agriculture/ Horticulture</b>	Information about mandi rates in respect of identified commodities in important mandis; and Remedy for crop diseases from experts through remote assistance.	AGMARKNET
<b>Social Services</b>	Information about Family Pension, Old age pension, Issuance/Renewal/Duplicate issue of Disability Identity Cards, Senior Citizen Identity Cards, etc.	e_Pehchan
	Grievances : General Complaints, Reminder and Suggestions	e_samadhan
<b>Utilities</b>	Application for electricity connection/ additional loads, payment of electricity, water, sewerage and telephone bills, property tax and house tax. HRTC on-line bus tickets booking, HPTDC on-line hotel reservation and private hotel reservation.	available through internet

Source: Sugam records

### 7.1.2 Functioning of Sugam Centres

As per administrative guidelines, Sugam Centres were to be setup at 16 places<sup>23</sup> in the Mandi district in buildings/sites easily accessible to citizens alongwith display boards fixed at prominent places indicating the location and a backlit display boards having Sugam standard logo.

There are 16<sup>24</sup> e-Governance centres in the district covering various Sub-Division, Tehsils

and Sub-Tehsils. Of these, five<sup>25</sup> centres were selected for test-check.

Out of the total 50 services to be provided at each Sugam Centre, the services to be provided through IT applications at District, Sub-Division and Tehsil/Sub-Tehsil level were 37, 35 and 33 respectively whereas the remaining informatory services were available over internet.

<sup>23</sup> Baldwara, Bali Chowki, Chachyot, Dharampur, Gohar, Jogindernagar, Karsog, Kotli, Lad-Bharol, Mandi, Nihri, Padhar, Sandhol, Sarkaghat, Sundernagar and Thunag.

<sup>24</sup> Seven at Sub-division/Tehsil level and nine at sub-Tehsil level.

<sup>25</sup> Dharampur, Karsog, Kotli, Mandi and Sarkaghat.

The position of services to be provided through IT applications and actually available in the five test-checked centres in the district was as under:

**Table 30: Position of services to be provided through IT applications and actually available in the five test checked centres**

Total Number of services to be provided		Services actually provided	
District level	37	7	(Vahan, Sarthi, HimRis, HimBhoomi, e_parman, e_shastra and e_samadhan) through IT application
Sub-Division level	35	5	(Vahan, Sarthi, HimRis, HimBhoomi and e_parman) through IT application
Tehsil /Sub-Tehsil level	33	3	(HimRis, HimBhoomi and e_parman) through IT application

For strengthening of these centres in Mandi district, the Director (IT) released ₹ Five lakh in November 2008 which remained unutilised in a bank account as of April 2011. The DC Mandi stated (November 2011) that computer hardware has been purchased out of grant of ₹five lakh but renovation of the Sugam Centre was yet to be done. The fact, however, remains that functioning of Sugam Centre could not take place even after three years of release of funds due to laxity on the part of Department.

A review of the functioning of five test checked centres viz., Mandi (district headquarter), Karsog and Sarkaghat (Sub-Divisional level offices) and Kotli and Dharampur (Sub-Tehsil) revealed the following:

- As per the directions of the State Government (November 2007), all the centres set up at District/Sub-Division/ Tehsil/Sub-Tehsil level were to be subsumed under a common brand name 'Sugam' with an identical logo and common sign board. It was, however, observed in audit (April 2011) that three centres (Dharampur, Kotli and Mandi) were either using different brand names like 'Computer Kaksh' or 'Computer Kaksh-2' etc., and did not have any sign boards as prescribed for indicating the location and the facilities available at these centres. This resulted not only in non-compliance of the directions of the State Government but also inconvenience to the public.

**Photograph: 11**



Kotli Centre  
(May 2011)

**Photograph: 12**



Dharampur Centre  
(May 2011)

- As per guidelines issued by the Director (IT), each Sugam centre should be located in a building/site which is easily accessible to the citizens alongwith display boards fixed at prominent place in the complex indicating the location. However, there was no indication relating to the location of three test checked centres (Dharampur, Kotli and Mandi) visited by the audit team. Also when contacted, the public at these three centres expressed ignorance about the existence of these centres.

In reply, the DC Mandi stated (January 2011) that the standardized name and logo would be displayed in all the Sub-Divisions/Tehsils/Sub-Tehsils. However, it was noticed in audit that the same have not been displayed at Dharampur, Kotli and Mandi so far (April 2011).

- At Mandi centre, the services relating to e\_parman, Vahan, Sarthi, e\_shastra and e\_samadhan were being provided at Sub-Division office (Civil) and Himris, Himbhoomi and e\_parman were being provided at Tehsil office. Though newly constructed Sugam Centre at Sarkaghat has been functioning since February, 2011 but the services pertaining to Himbhoomi and Himris have not been transferred to the Sugam Centre as yet (April 2011). In Sub-Tehsil Dharampur, services relating to Him Bhoomi were being provided in one room and those relating to Himris and e-parman in other room causing unnecessary inconvenience to the public.
- There occurred (February 2010) theft of one server and three computers valuing ₹1.98 lakh in Sub-Tehsil Baldwara due to non-availability of a Chowkidar for watch and ward. Also, at Dharampur Sub-Tehsil, there existed no Chowkidar to obviate this risk.

In the exit conference, the Additional DC admitted (October 2011) the facts and assured to take corrective action.

**In conclusion, as regards the e-governance activities in Mandi district, only 3 to 7 main services with IT applications were being provided as of April 2011 through the Sugam centres against 33 to 37 main services envisaged to be provided at tehsil to district level.**

#### Recommendations

- Besides offering envisaged services through Sugam centres, efforts should also be made to bring all services under one roof as is presently not the case.
- The Sugam centres should have a standardized name and logo which could be applied uniformly in all the districts and tehsils.
- Public should be made aware about the location and the services offered by the Sugam centres through wide publicity.
- Immediate action should be taken to construct full fledged Sugam centres at all identified locations to achieve the objective of Sugam centre.

#### 7.2 Civic Amenities by Municipal Administration

Provision of basic civic amenities in the towns is the responsibility of the municipal administration. Mandi district has two Municipal Committees (MCs) (Mandi and Sundernagar) and three Nagar Panchayats<sup>25</sup> (NPs). The MCs and NPs function as an institution of self governance and were receiving grants and funds from the Government. These institutions also earn revenue through taxes, rents, issue of licenses, car parking, etc., and are mandated to utilise these funds for provision of adequate civic amenities to the public.

<sup>25</sup> Jogindernagar, Rewalsar and Sarkaghat.

### 7.2.1 Execution of developmental works

The functioning of both the MCs and all the three NPs for the period 2006-11 was reviewed (May-June 2010 and April 2011). It was noticed in audit that no District Urban Development Committee (DUDC) was formed for implementation of the Integrated Development of Small and Medium Towns (IDSMT). There were instances of mismanagement of funds meant for development works which deprived the general public of the intended benefits as is evidenced from the following audit findings:

#### ➤ **Non-completion of Suket Shopping Complex**

Under the scheme for IDSMT, construction of Suket Shopping Complex near Bus Stand at Sundernagar was awarded (November 2004) to a contractor for ₹1.75 crore with a stipulation to complete it within a year. The contractor started the work in November 2004 and ₹1.43 crore was paid to him for the work. The contractor executed work up to July 2008. Thereafter, the work was stopped by him without any reason. The Executive Officer (EO) MC, Sundernagar levied 10 *per cent* compensation of ₹17.51 lakh under clause of the agreement in July 2009 and also granted extension of time upto August 2009. Despite this, the contractor did not resume the work and the contract was ultimately rescinded in October 2009 without invoking the provision of clause 3 (a) of the agreement to get the balance work executed at the risk and cost of the contractor from other agency. The balance work was split up into six parts and awarded (between November 2010 and April 2011) to four contractors at tendered cost of ₹1.11 crore with a stipulation to complete it within three to six months. However, only in one case, a contractor has started (January 2011) the work of basement of floor and in other five cases, the work was not taken up by the contractors as of April 2011. In the meantime the cost of work has also been escalated by ₹0.79 crore by rewarding the balance work and the MC had not taken any

action to get revised A/A and E/S from the Urban Development Department. Audit further noticed that main reason for not starting the work by the contractors was due to non-availability of funds with the MC. In these circumstances the chances of completion of above work are remote in near future and the investment of ₹1.43 crore made so far, was rendered unfruitful as the objective of providing shopping complex facilities to the public still remained to be achieved.

The Executive Officer Sundernagar while admitting the facts stated (April 2011) that the remaining work would be executed on receipt of funds by auction of shops after their completion. The reply is not acceptable as award of work without ensuring availability of funds showed failure of the MC authorities to initiate timely action for taking up the case with UDD for sanction and release of funds.

#### ➤ **Non-commencement of construction of Rehan Basera building**

NP Sarkaghat received (between July 2001 and August 2008) ₹18.91 lakh for the construction of Rehan Basera building at Sarkaghat under the Environmental Improvement of Urban Slums (EIUS)/National Slum Development Programme (NSDP). The work awarded (July 2002) to a contractor for ₹9.27 lakh could not be taken up till 2004 due to non-handing over of site to the contractor. The land earmarked for the building was in fact in the possession of the Forest Department. The matter to transfer the land remained under correspondence for about three years and the same was finally handed over to the NP in February 2007. The NP decided (April 2007) to get this work executed by HPPWD division, Sarkaghat and deposited ₹five lakh with the division. However, NP Sarkaghat again decided (December 2007) to execute the work by itself but construction of the building was not taken up as of (April 2011).

Thus, due to defective planning, ₹18.91 lakh provided for creation of temporary shelter to the needy people remained unutilised.

While admitting the facts, the Secretary NP Sarkaghat stated (April 2011) that the work was technically sanctioned in March 2010 for ₹46.45 lakh and also awarded (August 2010) to a contractor but could not be started due to non-availability of additional fund and land development. This showed laxity on the part of NP to initiate timely action for placing a demand for additional funds to get the work done in time.

**7.2.2 Lack of Civil Amenities**

To ensure the provision of street lights in the town is the responsibility of the urban local body. NP Rewalsar decided (May 2008) to provide street light in all the wards and made a budget provision of ₹2.39 lakh therefor in March 2010. However, none of these wards was provided with street light as of April 2011. The Secretary, NP stated (April 2011) that HPSEB refused to execute the work and NP has awarded it (November 2010) to a contractor with a stipulation to complete it within two months. However, the work remained unexecuted due to non-conducting of inspection of the site by the HPSEB.

**7.2.3 Waste Management**

Municipal authorities are responsible for collection, storage, segregation, transportation,

processing and disposal of Municipal Solid Waste. A review of the process involved in solid wastes management in the district revealed the following:

- MC Sundernagar area produces 30 tonnes of garbage per day. To collect this waste, 44 dustbins, one dumper placer and one uncovered tractor have been provided in the town. There was no proper system for the disposal of hazardous waste and the dumping site is also in the open place. The Director, Urban Development Department (UDD) released (February 2009) ₹70 lakh for implementation of Solid Waste Management Project within a period of one year. Out of this, ₹12.94 lakh (Construction of retaining wall: ₹10.28 lakh and Garbage Auto: ₹2.66 lakh) was spent and the balance amount of ₹57.06 lakh remained unutilised as of April 2011 due to non-construction of other components of work such as platform for dry composting, pits/batteries for garbage and approach roads/internal roads, etc. Thus, due to non-completion of Solid Waste Management Project within a laid down timeframe, disposal of hazardous waste/garbage was being done in a haphazard manner in open dustbins leading its spillage on roads and at the roadside connecting the dumping site as can be seen from the following photographs:

**Photograph: 13**



Garbage dumped in open dustbin in MC, Sundernagar area (4 June 2010)

**Photograph: 14**



Garbage dumped at roadside in MC, Sundernagar area (4 June 2010)

The EO, MC Sundernagar while admitting the facts stated (April 2011) that the staff remained busy in other priority works and work on some of the components of the project could not be taken up. The reply is not acceptable as the funds for waste management project were also required to be utilised within the prescribed timeframe, to achieve the intended objective.

- MC Mandi area generates 23 to 24 tons of garbage daily. In order to collect this waste, 66 dustbins, three dumper containers and one uncovered tractor have been provided. The Central Pollution Control Board (CPCB) sanctioned (September 2005) a project at an estimated cost of ₹1.09 crore for creation of model facilities for solid waste management in the town. The project was stipulated to be completed within a period of three years. The cost sharing between CPCB and MC, Mandi was in the ratio of 90:10. The CPCB released its share of ₹0.98 crore to Himachal Pradesh State Environment Protection and Pollution Control Board (HPSEPCB) between August 2005 and September 2008 for further release to MC Mandi. Against this, HPSEPCB released only ₹0.76 crore to MC, Mandi and retained the balance amount ₹0.22 crore which remained unutilised with HPSEPCB as of April 2011. The MC Mandi had spent ₹1.10 crore (₹0.34 crore

from its own funds) on the implementation of aforesaid project upto April 2011 but could not establish model facilities of solid waste management fully due to non-completion of some components such as storage at community level, waste processing and disposal facility, and procurement of a tipper mounted tight commercial vehicle, etc. The disposal of the garbage/waste after street sweeping at dumping site was also going in an unscientific manner, causing adverse impact on the recipient environment and causing air pollution. It shows that the implementation status of the project was unsatisfactory.

Thus, despite incurring an expenditure of ₹1.10 crore, the objective of creation of model facilities for solid waste management in the town remained unachieved.

It was also noticed that waste, after street sweeping, was being transported in open vehicles and thrown at dumping site in an unscientific manner causing air pollution and health hazards to the general public. Dumping site was also not fenced/hedged with the proper gate. As a result stray animals were freely wandering and scattering the garbage, as is evidenced from the following photographs:

**Photograph: 15**



Scattering of garbage by stray animals at dumping site in MC, Mandi area (10 May 2010)

**Photograph: 16**



Garbage transported in open vehicle in MC, Mandi area (10 May 2010)

- Jogindernagar NP area generates about 12 quintals of garbage everyday. To collect this garbage, NP has placed 20 dustbins and one uncovered tractor. The HPSEPCB Shimla released (March 2009) ₹3.67 lakh under the cess funds share for the construction of retaining wall at dumping site. The dumping site was closed in September 2008 due to objection raised by the people living in nearby village and the amount

remained unspent as of April 2011. Presently no dumping site is available with the NP and garbage/waste was being lifted by hiring a tipper of private person once a week. Dustbins placed in different places of the town were overflowing and garbage/waste was scattered around the dustbins as is evidenced from the following photographs:

**Photograph: 17**



Garbage scattered on roadside from open dustbin in Jogindernagar NP area  
(17 May 2010)

**Photograph: 18**



Garbage lying on the roadside creating unhygienic condition in Jogindernagar NP area  
(17 May 2010)

The system of segregation, collection, storage of garbage had collapsed in the town and NP failed to manage the solid waste of the town scientifically. The solid waste lying on the roadside has been creating unhygienic conditions as well as violating the provisions of Municipal Solid Waste Rules 2000.

While admitting the facts, Secretary NP, Jogindernagar stated (April 2011) that the matter for providing the land for dumping site had been taken up with the Deputy Commissioner Mandi.

- In Sarkaghat NP area, about 2.8 tonnes of garbage is generated everyday. To collect this garbage NP has placed seven open and 28 covered dustbins. There is no proper system for the disposal of solid waste/garbage. The dumping site is also in an open place. The garbage/waste was being lifted by naked hands by the Safai karamcharies from dustbins for loading in the open tipper which was hazardous for their health as would be seen from the photograph 19:



Photograph: 19



Safai Karamchari lifting garbage without gloves in Sarkaghat NP area (24 May 2010)

**To sum up, the Municipal Councils and Nagar Panchayats in the district did not have an integrated waste management plan for collection, storage, segregation, transportation, processing and disposal of municipal solid waste thereby exposing the public to the dangers of untreated waste and pollution.**

#### Recommendations

- Execution of developmental works by the MCs/NPs need to be monitored effectively to avoid cost escalation and to ensure completion of works in a time bound manner.
- Waste Management plans also need to be developed in an integrated manner to ensure proper management of disposal of municipal solid waste.
- Closed Garbage bins of appropriate standard need to be designed to prevent spillage of garbage on roads and to ensure proper hygienic condition in the area.
- Action to earmark the dumping ground by the MCs/NPs for the disposal of solid waste need to be taken to avoid un-hygienic conditions.