

Chapter-6 : General Services

6.1 e-Governance

The 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 Kinnaur District) since August 2005 for providing 50 services under one roof to the citizens through a single window. The i-CoSC are operated and managed by a District e-Governance society with 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.

◆ Services

The Sugam Centres aimed to provide electronic services pertaining to issue of Revenue records, Certificates relating to Birth/ Death, Caste, OBC, Domicile, etc., issue of Driving Licenses, Conductor Licenses, etc., Registration of vehicles and collection of taxes, information relating to Agriculture/ Horticulture, Social Services and other utility services by using IT application like HimBhoomi, HimRis, e-Parman, Saarthi and e-shastra, Vahan, e-kalyan, e-Pehchan, etc.

◆ Functioning of Sugam Centres

As per the administrative guidelines, Sugam Centres were to be set up at six¹ places in Kinnaur district in buildings/ sites easily accessible to citizens along with display boards fixed at prominent places indicating the location and a backlit display boards having Sugam standard logo. Three out of six places were selected for test-check.

It was noticed in audit that Sugam Centres had not been set up in the district as of July 2012 due to non-availability of proper site and shortage of manpower. However, some of the services were being provided by the authorities through IT applications.

The services pertaining to Vahan/ Saarthi were being provided in Sub-Divisional offices, Himbhoomi and e-Parman in Tehsil offices in all the centres of three test-checked places and the services pertaining to e-kalyan/ e-Pehchan were being provided in the office of the District Welfare officer, Kalpa at Reckong Peo.

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, 33, respectively, whereas the remaining inforamory services were available through internet.

¹ Sub-Divisional Office Kalpa at Reckong Peo ,Tehsil office Kalpa,
Sub-Divisional Office Nichar, Tehsil office Nichar,
Sub-Divisional Office Pooh and Tehsil office Pooh.

The position of services to be provided through IT applications and actually available in the three test-checked places (Kalpa at Reckong Peo, Pooh and Nichar at Bhabanagar) in Kinnaur district is depicted in **Table 28** below:

Table-28

Total Number of services to be provided		Services actually provided
District level	37	7 (Vahan, Saarthi, Himbhoomi, e-parman, e-kalyan, e-shastra and e-samadhan) through IT applications
Sub-division level	35	4 (Vahan, Saarthi, Himbhoomi and e-parman) through IT applications
Tehsil level	33	2 (Himbhoomi and e-parman) through IT application

Note: Vahan: Registration of vehicles; Saarthi: Driving Licences; Himbhoomi: Copies of Land Records; e-parman: Issue of various certificates; e-kalyan: Social security pension; e-shastra: Arms licences and e-samadhan: complaints monitoring.

For strengthening e-Governance in Kinnaur district, the Director (IT) released ₹ five lakh in November 2008 for setting up of Sugam Centres. Out of this, the e-governance society Reckong Peo incurred an amount of ₹ 1.42 lakh on purchase of computer accessories and the remaining amount of ₹ 3.58 lakh was lying unspent in a bank account as of July 2012 due to non-setting up of Sugam Centres. A review of the functioning of e-Governance activities at three places selected for test-check 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. Audit, however, noticed that the Centres were either using different brand names like 'e-Center', 'Bhu-Abhilekh Computer Kendra', etc., or 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 in avoidable inconvenience to the public.

Photograph: 4



Photograph of e-Center, Pooh (July 2012)

Photograph: 5



Photograph of Computer Kendra Kalpa at Reckong Peo (July 2012)

- As per the 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 a prominent place in the complex indicating the location. However, there was no indication relating to the location of the three test-checked centres visited by the audit team.

In conclusion, as regards the e-Governance activities in Kinnaur district, only two to seven main services were being provided as of July 2012 against 33 to 37 main services envisaged to be provided at tehsil to district level.

Recommendations

The Government may consider to:

- *have a standardised name and logo for the Sugam centres uniformly in all the districts and tehsils and to provide all services under one roof.*
- *give a wide publicity with regard to the location and the services offered by the Sugam centres so that general Public is aware about the existence of the same.*
- *advise the District Administration to take immediate action to set-up Sugam centres at all identified locations to achieve the intended objectives.*

6.2 Law and Order

District Police administration is controlled by the State Police headquarters and the force in the district is headed by a Superintendent of Police who oversees the law and order situation. To improve operational efficiency, the police infrastructure such as mobility, weaponry, communication, housing, etc., was to be augmented in accordance with the Bureau of Police Research and Development (BPR&D) norms through "Modernization of Police Force (MoPF)" scheme launched by the GOI.

◆ Planning

Under the scheme, Modernisation of Police Force (MoPF), it is the Police headquarters which is responsible for procurement and allotment of vehicles, weaponry, equipment, etc., for the district police administration. The construction activities for providing accommodation to the force are carried out through the Public Works Department (PWD) of the State Government.

◆ Financial outlay and expenditure

The year-wise position of budget allotment and expenditure thereagainst in Kinnaur district during 2007-12 is given in **Table 29** below:

Table-29
Position of funds received and expenditure incurred during 2007-12

(₹ in crore)

Year	Budget allotment	Expenditure incurred
2007-08	6.66	6.66
2008-09	7.48	7.48
2009-10	9.38	9.38
2010-11	10.31	10.31
2011-12	11.59	11.59
Total	45.42	45.42

Source: Figures supplied by Superintendent of Police, Kinnaur.

Out of ₹ 45.42 crore, an amount of ₹ 88.40 lakh received under Police Housing during 2007-12 was deposited with the Public Works Department (PWD) for the execution of various works and shown as final expenditure incurred. Audit, however, noticed that the SP office had not maintained any records of major and minor works indicating funds placed at the disposal of executing agencies from time to time, details of names of works, works taken up for execution, up to date expenditure incurred and present status of works. This indicates lack of monitoring of works to ensure their completion as per stipulated period.

◆ Infrastructure

The infrastructure facilities like buildings for police stations, police posts, barracks and housing facilities for police personnel (Upper and Lower subordinate quarters) are provided according to BPR&D norms. The requirement of residential/ non-residential accommodation as per BPR&D norms and availability thereagainst in the district as of March 2012 is given in **Table 30** below:

Table-30
Details of availability of residential/ non-residential accommodation for Police personnel

(₹ in crore)

Category of staff	Requirement	Availability	Shortfall (in percentage)
Quarters for upper subordinate staff	33	27	06 (18)
Quarters for lower subordinate staff Barracks	339	63	276 (81)
Police Stations (PSs) buildings	04	03	01 (25)
Reception Rooms (PSs)	04	Nil	04 (100)
Interrogation Rooms (PSs)	04	Nil	04 (100)
Rest Room (Separate for male/ female)	04	Nil	04 (100)
Computer and Wireless Rooms in PSs	04	Nil	04 (100)
Toilets for Women Police (PSs)	04	Nil	04 (100)

Source: Information supplied by the Superintendent of Police, Kinnaur.

As is seen from the above table, residential accommodation for upper and lower subordinate staff was deficient ranging from 18 per cent to 81 per cent. Besides, the police stations in the district lacked basic amenities like reception rooms, interrogation rooms, rest rooms and toilets for women police.

◆ **Delay in completion of Police Station building**

Scrutiny of records revealed that construction of Police Station building at Reckong Peo was sanctioned (September 2007) for ₹ 95.59 lakh with the stipulation to complete it in two years. The work was entrusted to PWD in September 2007 and funds of ₹ 43.50 lakh were also deposited during 2007-12.

The building scheduled to be completed by September 2009 is still incomplete at initial stage i.e. only plinth work is in progress as can be seen from the following photographs:

Photograph: 6



Photograph: 7



Incomplete Police Station building at Reckong Peo (20 July 2012)

The Superintendent of Police stated (July 2012) that the site was encroached by someone and after getting demarcation of the land, the work was awarded (January 2011) to a contractor and is in progress.

Similarly, construction of Police barrack for Police line at Reckong Peo was approved (April 2007) for ₹ 85.49 lakh with the stipulation to complete it in two years. It was noticed in audit that an amount of ₹ 40.20 lakh had been deposited for the execution of work with the PWD during 2007-12 against which an expenditure of ₹ 10.91 lakh was incurred and further execution of work is lying in a suspended state since 2009 as shown in the following photograph:

Photograph: 8



Held up work of Police Barrack for Police line at Reckong Peo (20 July 2012)

The Superintendent of Police stated (July 2012) that the plinth beam was laid during the year 2009, thereafter no progress was made as the tenders for the work were being recalled due to the fact that the case remained under litigation. The reply is not acceptable as despite availability of sufficient funds, the Department/ District Administration did not pursue the matter with PWD effectively for making timely availability of residential accommodation to police staff. Besides, further delay in completion of work is likely to result in cost escalation.

◆ Shortage of weapons

Bureau of Police Research and Development have prescribed the requirement of holding of two types of weapons by the State Police. The position of actual holding there against as of March 2012 is given in **Table 31** below:

Table-31
Statement showing the position of holding of weapons

Category of weapon	Requirement (as per BPR&D) norms	Holding	Shortage	Shortfall (in percentage)
7.62 mm SLR rifle	307	07	300	98
9 mm Pistol	39	33	6	15

Source: Information supplied by the Superintendent of Police, Kinnaur.

As is seen from the above table, the requirement of weapons was not fully met and in case of 7.62 mm SLR rifles it was highly deficient (98 per cent).

The Superintendent of Police stated (July 2012) that they are holding .303 rifles in place of 7.62 mm SLR rifles and revolvers in place of 9 mm pistol. The reply is not convincing as the police stations continued to depend on outdated weapons like .303 rifles and revolvers instead of the prescribed 7.62 mm SLR rifles affecting the striking capability of the police force.

◆ Human Resource Management

The vacancy position in various ranks of Police personnel in the district as of March 2012 is given in **Table 32** below:

Table-32
Vacancy position in various ranks of Police personnel

Rank	Sanctioned strength	Men in position	Shortage	Shortfall (in percentage)
Inspectors	02	01	1	50
Sub-Inspectors	11	11	0	-
Asstt. Sub-Inspectors	28	27	1	04
Head Constables	61	56	5	08
Constables	307	283*	24	08
Total	409	378	31	08

Source: Departmental figures.

* Includes 15 women constables.

It would be seen from the above table that as of March 2012, there were 31 vacancies in various ranks against the sanctioned strength. Further, representation of women in the force was only five *per cent* against the required representation of 10 *per cent*.

The Superintendent of Police stated (November 2012) that vacancies in the district police are filled in by Police Headquarters by making transfers, promotions and recruitment from time to time.

◆ Crime rate and investigation

The year-wise position of registration of crimes in the district during the last four years (January to December each year) is given in **Table 33** below:

Table-33
Year-wise position of registration of crimes

Crime Head	2007	2008	2009	2010	2011	Percentage increase (2007-2011)
Crimes under IPC	214	171	203	197	162	-
Special and Local Laws	56	49	77	63	173	209
Total	270	220	280	260	335	24

Source: Departmental figures.

While the number of crimes under IPC in the district decreased from 214 in 2007 to 162 in 2011, there was 209 *per cent* increase in crimes under special and local laws during 2011 as compared to 2007.

The status of cases reported, challaned and remained under trial during 2007-12 is given in **Table 34** below:

Table-34
Status of cases reported, challaned and remained under trial during 2007-12
(Cases in number)

Cases	2007	2008	2009	2010	2011	Total
Reported	270	220	280	260	335	1365
Not Admitted	15	14	17	25	28	99
Registered	255	206	263	235	307	1266
Untraced	35	21	28	27	34	145
Challaned (Percentage)	220 (81)	185 (84)	235 (84)	208 (80)	273 (81)	1121
Convicted	64	46	70	22	10	212
Acquitted	83	47	39	23	--	192
Compromised	15	6	12	13	--	46
Withdrawn	10	12	4	4	--	30
Investigation	--	--	--	--	9	9
Under trial	48	74	110	146	254	632

Source: Departmental figures.

The above details indicate that while the percentage of cases challaned in the courts during 2007-11 had remained in the range from 80 to 84 *per cent*, the number of under trial cases in the corresponding period increased from 48 in 2007 to 254 in 2011.

The Superintendent of Police stated (November 2012) that the crime rate under special and local laws significantly increased in the year 2011 as compared to year 2007 as a result of registration of frequent forest cases.

Recommendations

The Government may consider:

- *to provide adequate housing facility to police personnel at Police Stations.*
- *to ensure availability of site and funds for the completion of building in a time bound manner by the executing agencies.*