

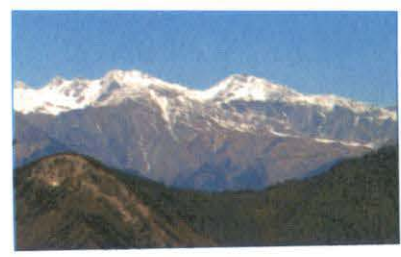
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**REPORT OF THE
COMPTROLLER AND AUDITOR GENERAL OF INDIA
ON DISTRICT SHIMLA**



FOR THE YEAR ENDED 31 MARCH 2008

GOVERNMENT OF HIMACHAL PRADESH

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AUDITOR GENERAL OF INDIA,
2009

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PREFACE

1. This Report of the Comptroller and Auditor General of India contains the results of district centric Audit of Shimla district in Himachal Pradesh. The Report has been prepared for submission to the Governor under Article 151(2) of the Constitution of India.
2. The Audit involved a review of the significant socio-economic developmental programmes implemented in the Shimla district during the period 2003-08. It was conducted through a test check of the records in the State Planning Department, the office of the DC, DRDA, selected Blocks, GPs, Nagar Panchayats and Municipal Corporation Shimla, other departments and various district level implementing agencies. Implementation of the developmental programmes subsequent to March 2008 has also been commented upon where necessary.
3. The Audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

EXECUTIVE SUMMARY

Recognising the importance accorded by the Planning Commission, Government of India for a district-centric approach to devolution of finances for an integrated local area development, a district-centric audit was carried out to assess the status and impact of implementation of various socio-economic developmental activities in District Shimla during 2003-08. The review covered key social sector programmes relating to health, education, water supply and housing, economic sector programmes relating to creation of roads and other infrastructure, employment generation, development of forests, harnessing of tourist potential, provision of basic civic amenities and use of Information Technology (IT) to provide better public services, etc.

The audit brought out many positives relating to immunisation of children in the targeted age group, increase in the number of primary and upper primary schools and increased enrolment of children in the targeted age group. There was also an improvement in the provision of communication services like telephone exchanges and connections, and awareness is being created about IT in a big way.

There were, however, quite a few areas where the State/District administration needs to focus its attention. Foremost among these is setting up the District Planning Committee as envisaged by the Planning Commission/GOI to assess the gaps in various developmental and social security programmes and develop appropriate perspective and annual action plans to bridge the gap. The district administration should identify the disparities between various regions and communities within the district and prepare a roadmap for bridging the gap in development with proper prioritisation and clear timelines. The State Government should build capacity at the local level to enable the PRIs to formulate plans to address the felt needs at the grass root level. The Government should also ensure effective co-ordination between different departments and convergence of resources to avoid overlap and duplication of efforts in providing various services.

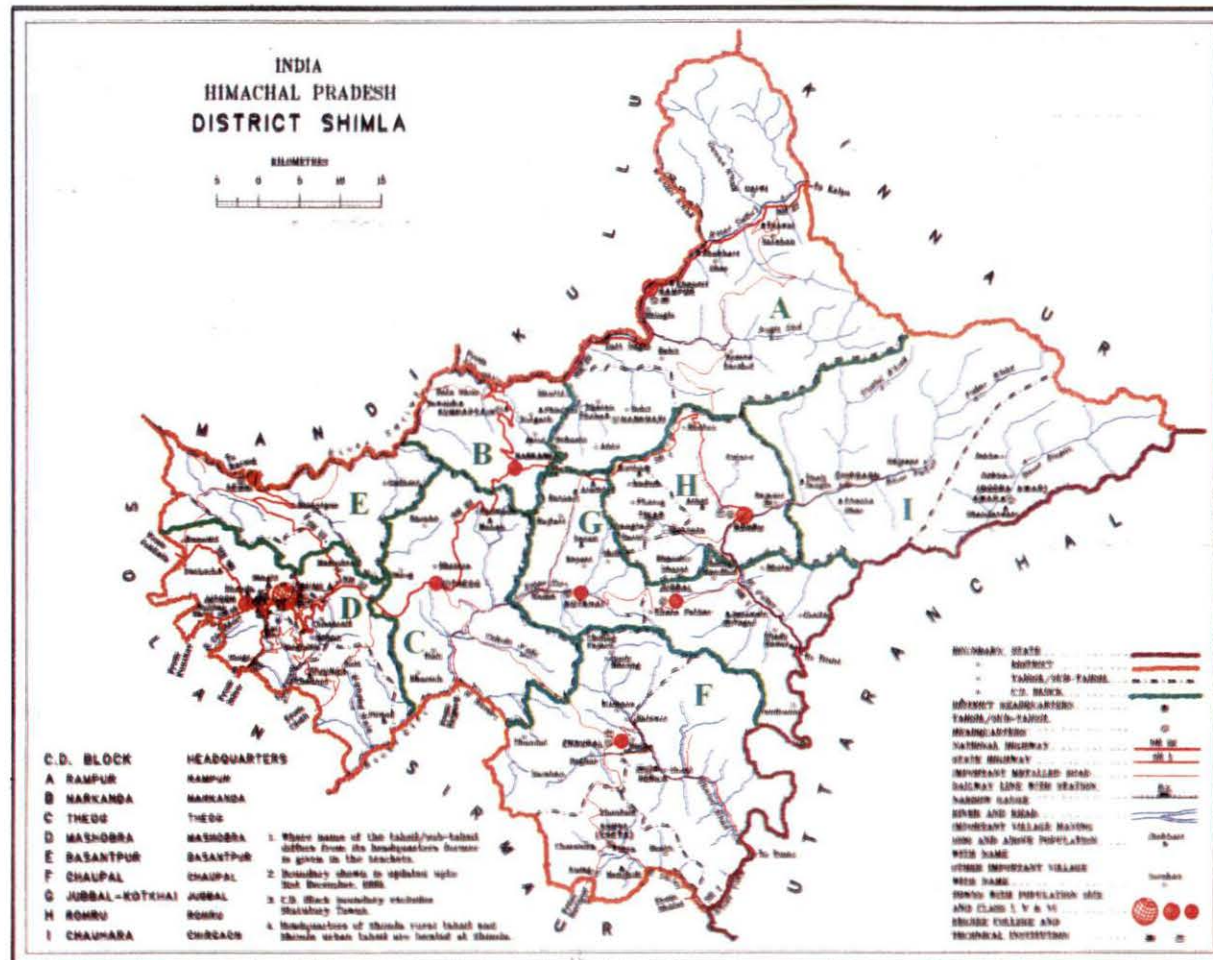
Financial management, in general, needs improvement, and funds provided for various socio-economic developmental programmes need to be efficiently and effectively utilised. Further, uniform systems for receipt, utilisation and account of funds need to be put in place. Large amounts of funds obtained from GOI and State Government are parked in banks without utilising them within the prescribed timeframe, as works could not progress due to non-availability of clearances for utilising forest land and other land disputes. A mechanism to ensure release of funds only for works and schemes for which all preliminary and preparatory works have been completed, needs to be evolved.

Infrastructure created for education and health care services need to be utilised optimally, as funds were spread thinly over more institutions than required. There is an urgent need for rationalising and restructuring the existing infrastructure and manpower requirements in keeping with the laid down norms.

Despite numerous Central and State schemes for providing road connectivity by 2003 and 2007 respectively, many habitations and villages remain unconnected. Measures need to be initiated on priority basis to make up for lost time and ensure connectivity in the immediate future. Tourism potential of the district needs to be harnessed to the full extent by planning and creating appropriate infrastructure and ensuring efficient and effective utilisation of funds provided for tourism development. The quality of municipal infrastructure, especially in terms of water supply, waste management and street lighting, needs special attention. As regards the e-governance activities through the Sugam centres, efforts should be made to bring all services under one roof as is presently not the case.

Monitoring, inspection and supervision also need to be strengthened at all tiers of local administration to ensure that the envisaged benefits accrue to the targeted beneficiaries.

Map - 1



Based upon Survey of India map with the permission of the Surveyor General of India.

Government of India Copyright, 2006.

1. Introduction

Profile of District Shimla

District Shimla was created in September 1972 consequent to the reorganisation of the districts in the State of Himachal Pradesh. It is nestled in the foothills of the Himalayas and is bounded by Mandi and Kullu districts in the north, Kinnaur district in the east, Sirmour district in the west and the State of Uttarakhand in the south. The district spans an area of 5131 sq. km. and is headquartered at Shimla. The elevation of the district ranges from 300 metres to 6000 metres. The district accounts for about 12 *per cent* (7.23 lakh) of the population of the State (60.78 lakh) with 77 *per cent* of them residing in rural areas. The district comprises seven Sub-Divisions and 17 Tehsils and Sub-Tehsils. To cater to rural development, the district has been divided into nine Community Development Blocks covering 363 Gram Panchayats (GPs) with 2520 inhabited and 394 uninhabited villages as per Census 2001. The rate of literacy in the district is quite high at 79 *per cent*, as against 77 *per cent* at the State level and the national average of 65 *per cent*. However, out of 1.09 lakh families of the district, 29 *per cent* (0.32 lakh families) live below the poverty line (BPL) as compared to 24 *per cent* at the State level.

1.1 Administrative Set-up

Deputy Commissioner

The District Planning and Development Committee is the apex body at the district level for approving the shelf of schemes for the development of the district. The Deputy Commissioner (DC) is in charge of the district and is the sanctioning authority for all developmental programmes in the district. He/she is also the Chief Executive Officer (CEO) of the District Rural Development Agency (DRDA), and ensures co-ordination between the DRDA, Panchayati Raj Institutions (PRIs), field officers and all other departments of the State Government.

District Rural Development Agency (DRDA)

The DC is assisted by an additional DC, who is the Chief Planning Officer, for preparation and prioritisation of schemes and their monitoring and review. The ADC is further assisted by a District Planning Officer and a Credit Planning Officer, who maintain the accounts of the schemes and audits them.

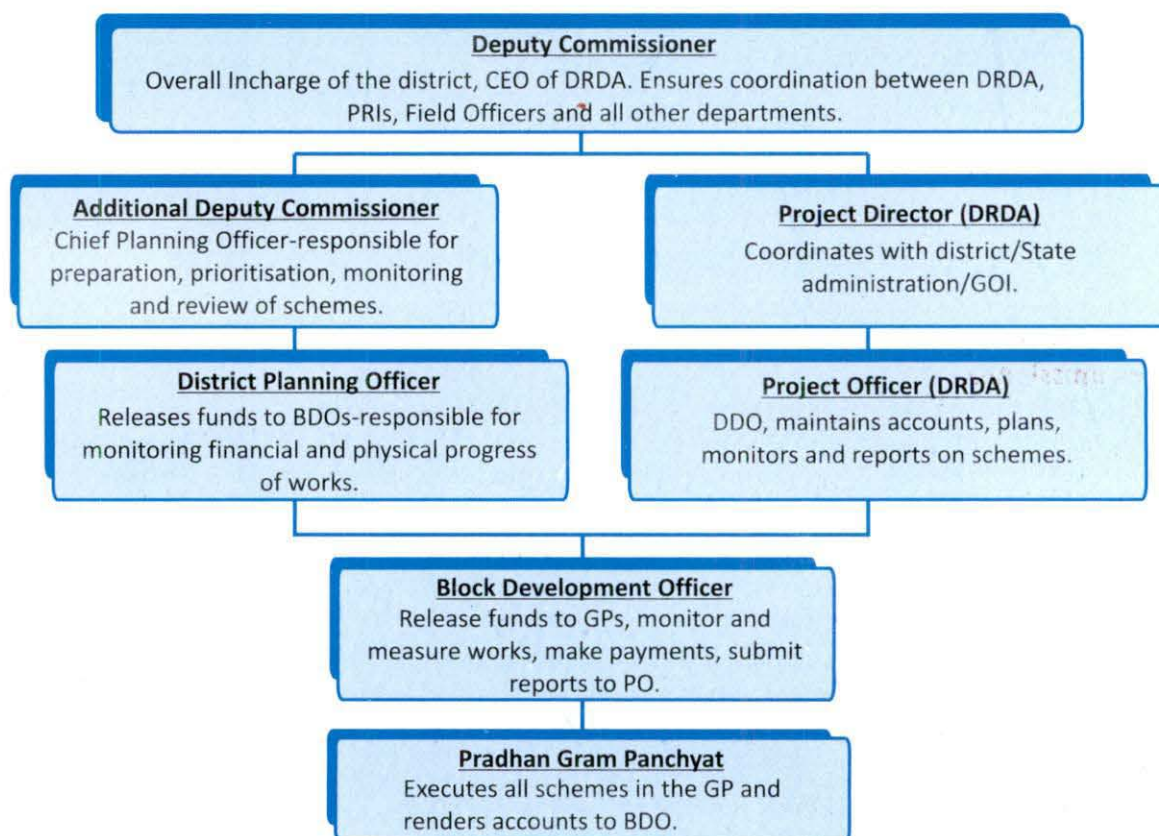
The DRDA is the main organ at the district level to oversee the implementation of various developmental programmes. It is responsible for planning of programmes, coordinating with other agencies- Governmental, non-governmental, technical and financial for successful programme implementation; enabling the community and the rural poor to participate in the decision making process, overseeing the implementation of various programmes to ensure adherence to guidelines, quality, equity and efficiency and reporting to the concerned

authorities at prescribed intervals. It is also responsible for overseeing the conduct of various surveys relating to BPL families, etc., by the State Government from time to time.

The Zila Parishad (ZP) Chairman functions as the Chairman of the DRDA and the DC is the CEO, as mentioned above. The CEO exercises administrative control over the Project Director (PD) and the Project Officer (PO). The latter is also the custodian of the cheque books and is responsible for maintenance of accounts. The PD is the executive in charge of the DRDA and is responsible for interaction with the District/State administration as well as the GOI. He/she reports to the Secretary, Rural Development Department (RDD) and ensures co-ordination with the Zila Parishad for implementation of various rural development programmes. The PD is also the controlling officer for all the Block Development Officers (BDOs) and District Panchayat Officer (DPO).

The administrative set up of the District is shown below:

Chart - 1



2. Audit Framework

2.1 Scope of Audit

Audit of district Shimla involved a review of the significant socio-economic developmental programmes implemented in the district during the period 2003-08. The audit encompassed an appraisal of social sector programmes relating to health, education, water supply and sanitation. In the economic sector, infrastructure development was reviewed through an assessment of the projects and schemes implemented for improvement of road connectivity in the district, provision of employment to the poor and vulnerable sections of the society, as well as the extent of exploitation of the tourism potential in the district. The initiatives of the State Government in facilitating the processing of public requests for various utilities and services by electronic means through a single window 'Sugam' centres was also reviewed along with the status of provision of basic civic amenities by the municipal authorities.

Audit was based on a scrutiny of the records in the State Planning Department, the office of the DC, DRDA, selected Blocks and GPs.

2.2 Audit Objectives

This audit covered the developmental initiatives and the associated expenditure in the district- whether from Central or State funds and focused on the role and responsibilities of the District Administration in providing the essential public services and improving the general standard of living of the people of the district and the extent of community participation in programme implementation and monitoring. Towards this end, the objectives of audit were as follows:

- Assessing the adequacy and effectiveness of the annual planning process for different programmes.
- Assessing the effectiveness of the developmental programmes in terms of achievement of targeted outputs and outcomes and their economical and efficient execution.
- Verification of the reported expenditure on the major development programmes (Central and State) with reference to detailed Statements of Expenditure and original vouchers at lower level in a hierarchical manner (State to district, district to block and block to GP).
- Assessing the adequacy and effectiveness of procedures for receipt, utilisation and accounting of funds.
- Assessing the adequacy and effectiveness of the processes for monitoring, reporting and evaluation.

2.3 Audit Methodology

Before the commencement of audit, discussions were held with the stakeholders viz., Deputy Commissioner, Principal Secretary, Rural Development and other departmental functionaries involved, in an entry conference in August 2008 to explain the objectives and scope of audit and obtain their inputs and perceptions relating to various developmental programmes.

Blocks were stratified on the basis of their remoteness from the district headquarters and three Blocks viz., Chhohara, Chopal and Rohru, falling in remote areas were selected for detailed scrutiny. Two other Blocks - Basantpur and Rampur- were selected on simple random sample basis. Further, twenty *per cent* of the Gram Panchayats (GPs) falling within these five Blocks and 20 *per cent* of villages in these GPs were also selected for extensive audit based on simple random sampling without replacement method. Besides, the records of the District Project Officer, Sarva Shiksha Abhiyan, Chief Engineers of Public Works Department (PWD) and Irrigation and Public Health Department (I&PHD) along with 20 *per cent* of the divisions under these departments, District Health Mission, Divisional Forest Officer, District Information Centre, Municipal Corporation, Shimla, Tourism and Civil Aviation Department and H.P. State Electricity Board were also scrutinised in-depth.

Audit findings were discussed with the departmental functionaries at various levels in May-June 2009 and their views have been incorporated in the Report at appropriate places.

2.4 Acknowledgements

We gratefully acknowledge the cooperation and assistance rendered by the State Government, especially the Economics and Statistics Department, and various departmental functionaries, DC, Shimla and other district authorities, the concerned BDOs and Gram Panchayat Pradhans, during the course of audit.

3. Planning

District Planning Committee

Government of India envisages an inclusive and participative planning process for the development of districts. The 74th Amendment to the Constitution mandated the establishment of a District Planning Committee (DPC) for consolidating the plans prepared by the Panchayats and municipalities in the district into an integrated District Plan. All the three tiers of local administration viz., DRDA, Blocks and GPs were to prepare an Annual Action Plan (AAP) at the beginning of each financial year equivalent in value of about 125 *per cent* of their share of funds allocated in the preceding year and no work is to be taken up unless it forms part of the AAP.

Policy and Planning

The District Planning, Development and Twenty Point Programme Review Committee (DPDC) for district Shimla was constituted by the Governor in August 2003 with the Chief Minister as the Chairman and the MPs, MLAs, Chairperson Zila Parishad and other district party workers of the ruling party as members. The DC and other district level heads of offices and the SEs of PWD/IPH/HPSEB and Conservator of Forests of the district were the other members. The DPDC was to function as the Policy and Planning Council at the district level and oversee the implementation of the developmental programmes to be executed in the district. The Committee was to meet on a quarterly basis and approve the shelf of schemes and review/monitor the progress of implementation of these schemes.

Perspective and Annual Plans

Scrutiny revealed that the DPDC had not prepared any Perspective Plan or AAPs, or even a shelf of schemes for the overall development of the district. The local levels of administration like the Blocks and GPs were not involved in providing any inputs to the planning process. Schemes were sanctioned on an adhoc basis by the DC based on the proposals submitted by the individual members of the DPDC as per the perceived benefit to the local populace. The Committee had met only twice during the review period - in December 2004 and March 2006. Thereafter, the DPDC had not held any meeting to review the progress of implementation of the developmental schemes in the district. The planning process was thus inadequate and ill equipped to cope with the challenges for the provision of basic amenities and improvement in the living standards of the people of the district.

The Planning Department stated (June 2009) that the DPC has been constituted by the Panchayati Raj Department and that the DPDC was revived in December 2008. It was further stated that the field beneficiaries are playing a vital role in the selection of schemes and creation of infrastructure. The Panchayati Raj Department, however, confirmed (June 2009) that the Panchayats are preparing plans only in

respect of the untied funds available with them, as the DPCs are yet to be empowered to undertake the functions devolved upon them.

Recommendation

- ✓ ***District Planning Committee should be set up forthwith in accordance with the GOI guidelines to commence preparation of holistic perspective and annual plans for the district, based on a structured process of obtaining inputs from Blocks and GPs as well as the other stakeholders. Further, periodical monitoring and review of the actual implementation vis-à-vis plans, needs to be carried out.***

4. Financial Management

Overview

Funds are allocated to the district through the State budget for various developmental activities. In addition, funds are released to the DRDA and implementing agencies for various socio-economic programmes by the State and Central Governments. The DRDA releases the funds to the Blocks and other executing agencies based on the approved allocation for the individual schemes.

While the total quantum of funds received by the district during 2003-08 and the expenditure there against is not available with the district authorities, funds received and reported expenditure in respect of certain significant departments and programmes have been collected by the audit team and reproduced below. Significant findings on implementation of various schemes are discussed in the subsequent chapters.

Table 1

(Rupees in crore)

Scheme	Funds provided	Expenditure incurred
National Rural Health Mission (NRHM)	10.23	4.07
National AIDS Control Programme (NACP)	0.43	0.31
Sarva Shiksha Abhiyan (SSA)	81.74	62.93
Higher Education	4.62	3.48
Water Supply	477.55	647.09
Pradhan Mantri Gram Sadak Yojna (PMGSY)	337.99	60.40
Mukhya Mantri Gram Path Yojna (MMGPY)	1.23	1.00
Vikas Mein Jan Sahyog (VMJS)	16.37	6.01
Sectoral Decentralised Planning	25.03	6.39
Member of Parliament Local Area Development Scheme (MPLADS)	18.90	5.56
Vidhayak Kshetriya Vikas Nidhi Yojna (MLALADS)	9.92	4.69
Sampoorna Grameen Rozgar Yojna (SGRY)	24.84	19.76
Tourism	15.00	9.70
E-governance	1.05	0.84
Municipal Corporation, Shimla	119.86	112.61
Municipal Councils and Nagar Panchayats	10.65	3.92
Total	1155.41	948.76

Source: Figures supplied by the departments.

Funds Received and Reported Expenditure

GOI funds are received for specific programmes and are routed in most cases through the DRDA to the Blocks and GPs. The sanctions governing many of these programmes require that separate bank accounts are opened for operating the funds received for specific programmes. While there were separate bank accounts for various schemes at the DRDA and Block levels, there were only two bank accounts (one for SGRY and one for other schemes) at the GP level wherein the funds relating to all the programmes are deposited and operated. Due to non-maintenance of separate bank accounts for all the schemes as envisaged in the GOI

Opening of Bank Accounts

guidelines, the scheme-wise information was not readily available at the GP level.

**Maintenance
of Records**

Scrutiny of the records at the DC's office, DRDA and the test checked blocks and GPs revealed that the system of recording and accounting for receipts is adequate. Funds are transferred by the DC/DRDA to the Blocks through cheques/DDs and by the Blocks to the GPs the same way. However, funds are shown as expended as soon as these are released to the next level i.e. the DRDA shows utilisation of funds as soon as these are released to the Blocks and the Blocks in turn show utilisation on release to the GPs.

Some of the BDOs have maintained a single cash book to record the receipt and expenditure of all the schemes, while others have operated separate cash books scheme-wise. Therefore, the scheme-wise expenditure was not readily available at GP level in all cases due to which, no reconciliation was conducted.

**Internal
Controls**

The BDO holds monthly meetings to apprise the concerned Panchayat Secretaries about the works sanctioned and releases the first installment on the basis of resolution passed by the concerned GP for preliminary work. The money is entered in the cash book by the Panchayat Secretary and the work is executed by the developmental committee constituted with the President/Vice President of the Panchayat and ward members. The related data is maintained in the works registers at the Block level by the Junior Engineer. No control was exercised by the BDOs to see that the resolutions from GPs are received without delay and works were executed in a timely manner, because of which, large amount of funds have remained unutilised for lengthy periods of time.

Recommendations

- ✓ ***The district authorities should utilise the funds provided for various socio-economic developmental programmes for the intended purpose in an efficient and effective manner.***
- ✓ ***A uniform system should be put in place for receipt, utilisation and accountal of funds and a system should be evolved for showing actual utilisation of funds as distinct from mere release of funds.***

5. Social Services

Overview

Social sector has been receiving priority in funding-both by the Central and the State Governments. A review of the implementation of the flagship programmes like Sarva Shiksha Abhiyan (SSA), National Rural Health Mission (NRHM) and Accelerated Rural Water Supply Programme (ARWSP) brought out the successful efforts of the State and district administration in improving the basic infrastructure in both health and education sectors. However, there is a need to provide adequate and skilled manpower in these sectors to be able to use the infrastructure to achieve the intended objective of providing quality health care, education, water and basic civic amenities to the people of the district, as can be seen from the audit findings relating to these sectors enumerated below:

5.1 Health

Institutional Framework

The Chief Medical Officer (CMO) Shimla, functioning under the State Health and Family Welfare Department, is responsible for providing health care services to the people of the district through a network of seven hospitals. The health care services in the rural areas are delivered through eight Community Health Centres (CHCs), 76 Primary Health Centres (PHCs) and 261 Sub Centres (SCs).

5.1.1 Planning

Household and Facility Survey

As a first step towards provision of accessible, affordable and equitable health care under NRHM, a household and facility survey were to be carried out to identify the gaps in health care facilities in rural areas. However, scrutiny revealed that the process of assessing the health care requirements and gaps in infrastructure, equipment, manpower, etc., is yet to be completed in district Shimla. The CMO stated (June 2009) that household and facility survey have already been completed in the month of August 2008 and submitted to the State Government in the same month. The reply is not acceptable, as the survey report has not yet been approved (June 2009) by the State Government.

Perspective and Annual Plans

The District Health Society (DHS) is required to prepare a Perspective Plan for the entire Mission period (2005-12) and Annual Plans for the district with inputs from the lower tiers of Government. These plans had not been prepared as of August 2008 by the DHS. Community involvement was to have been ensured in planning, implementation and monitoring of the programme. The CMO stated (June 2009) that the perspective and annual plans had been prepared in the month of August 2008 and submitted to the higher authority.

**Community
Participation and
Convergence**

The Mission activities were to have been converged with other departments' programmes and working of non governmental stakeholders, Village Health Sanitation Committees (VHSCs) and Rogi Kalyan Samitis (RKSs). However, the DHS did not interact with or obtain inputs from the concerned departmental functionaries relating to drinking water, sanitation and hygiene, nutrition, etc., leading to disconcerted efforts by various agencies towards the same goal. Further, community participation in planning, implementation and monitoring of the programme was not ensured. Scrutiny revealed that RKSs were formed in six out of seven (except Tikkar) CHCs and only 39 out of 76 PHCs had these in the district as of March 2008. The CMO stated (June 2009) that at every step of preparation of district health plan, there was complete community participation and convergence with line departments and that RKSs have been formed in all the PHCs and CHCs in the district.

5.1.2 Infrastructure

**Health
Centres**

As per the GOI guidelines, for every 80000 population, there should be a CHC, for population over 20000 there should be one PHC, and for population over 3000, one SC. In terms of these norms, the requirement of CHCs, PHCs and SCs works out to 7, 28 and 185 respectively. The district, however, had 7 CHCs, 76 PHCs and 261 SCs as of March 2008, which was more than the norms prescribed. As a direct fallout of over provisioning of the health centres, it was found in audit that physical infrastructure could neither be fully provided as per norms nor could the manpower, in each centre. Resultantly, all the health services also could not be provided. The results of the test check on these parameters are detailed below. The Principal Secretary agreed (June 2009) that the number of health institutions is more than the norms prescribed and that there is a need to rationalise and restructure the same.

Many of these health centres were not operational, as these lacked the basic minimum infrastructure, as can be seen from the details and photographs of the centres test checked in audit, given below:

Table 2

(In numbers)

Particulars	Centres where service was not available		
	CHCs	PHCs	SCs
Total Health Centres audited	4	8	16
Waiting room for patients	2	6	0
Labour Room	0	6	16
Operation Theater	0	6	NA
Clinic Room	0	0	7
Emergency/Casualty Room	3	7	0
Residential facilities for staff	0	4	7
Separate utility for Male and Female	1	6	16

Source: Departmental figures

**Physical
Infrastructure**

Photograph - 1



Patients waiting for their turn in queues due to non-availability of waiting room at CHC Sunni

Photograph - 2



Photograph - 3



Patients waiting for their turn in queue due to non-availability of waiting room at PHC Naldehra

Photograph - 4



Lack of facilities in the Operation Theatre at CHC Sunni

Photograph - 5



PHC Naldehra under repairs

Photograph - 6



Dilapidated condition of residential facilities for staff at CHC Sunni.

The CMO stated (June 2009) that use of infrastructure and staff was being rationalised in the district.

The basic health care services that were required to be provided in the health centres were not available at many of the centres visited by the audit team. The details in this regard are tabulated below:

Table 3

(In numbers)

Particulars	Centres where service was not available		
	CHCs	PHCs	SCs
Total centres visited	4	8	16
Blood storage	4	NA	NA
New born care	4	8	NA
24 x 7 deliveries	--Nil--	8	NA
In patient	--Nil--	7	NA
X-rays	--Nil--	8	NA
Ultra-sound	3	NA	NA
ECG	4	NA	NA
Obstetric care	4	8	NA
Emergency services (24 hours)	--Nil--	8	NA
Family Planning (Tubectomy and Vasectomy)	4	NA	NA
Intra-natal examination of gynecological conditions	4	8	NA
Pediatrics	4	NA	NA

Basic Healthcare Services

Photograph - 7



Non-utilisation of Blood storage refrigerator at CHC Sunni due to non availability of trained staff.

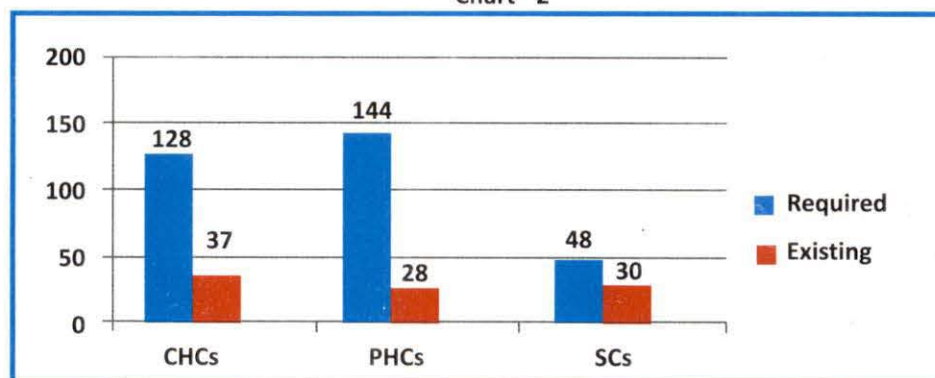
The CMO Stated (June 2009) that shortage of Medical Officers and Pharmacists in many PHCs has resulted in lack of basic health care services and the authorities had been apprised in this regard.

First Referral Units

The DHS received Rs one crore during 2005-07 for upgrading 5 CHCs to First Referral Units (FRUs) @ Rs 20 lakh per FRU. The DHS spent Rs 41.35 lakh on procurement of equipment for obstetric care, blood storage facility, etc., and released Rs 37.17 lakh to the executing agencies for development of infrastructure. However, none of the 5 CHCs was upgraded to FRUs as of March 2008. The CMO stated (August 2008) that the identified CHCs could not be upgraded to FRUs due to the shortage of staff and lack of appropriate accommodation and further stated (June 2009) that every effort was being made to make these FRUs operational.

NRHM aimed at providing adequate skilled manpower at all the health centres as per the norms of Indian Public Health Standard (IPHS). Scrutiny of 4 CHCs¹, 8 PHCs² and 16 SCs³ in the district revealed that none of these centres was staffed adequately as per the IPHS norms, as detailed below:

Chart - 2

Manpower

As can be seen from the above chart, the shortfall in manpower was 71 per cent in respect of the CHCs, 80 per cent and 38 per cent in respect of the PHCs and SCs respectively. Audit analysis further revealed the following:

- Against the required strength of 28 nurses, there were only 12 in the 4 CHCs test checked.
- Two out of the eight PHCs checked (Lowerkoti and Throach) were functioning without any Medical Officer and 4 PHCs did not have a pharmacist.
- Three SCs were functioning without male health workers and five SCs without female health workers. There was no voluntary worker in any of the 16 test checked SCs.

The CMO stated (June 2009) that MOs had been appointed on contract basis through RKSs to fill in the vacant posts and that, Pharmacists and Staff Nurses were also being recruited to fill in the vacant posts in PHCs and CHCs.

Bed occupancy

Bed occupancy in the test checked CHCs ranged between 8 and 15 per cent, while it was zero per cent in the PHCs. This could be due to the non availability/shortage of medical staff and infrastructure facilities as detailed in the above paragraphs. The CMO stated (June 2009) that due to shortage of medical and Para Medical staff, the indoor admissions were less but with the appointment of MO's in PHCs and CHCs through RKSs, the situation was improving.

¹ Chirgaon, Nerwa, Sunni and Tikkar.

² Diudi, Gushali, Koti, Lowerkoti, Maraog, Naldehra, Pujarli-IV and Throach.

³ Baldehan, Bartu, Bhamper, Bosari, Dubloo, Ghanerghat, Gianmanu, Hadwani, Jubar, Matal, Minda, Mool-koti, Munchhara, Sharontha, Siao and Tangnu.

5.1.3 Achievement against Performance Indicators

Reproductive and Child Health Care

In order to achieve the NRHM goal of reducing the infant mortality rate (IMR), maternal mortality rate (MMR) and total fertility rate (TFR), the State Government prescribed various health indicators to be achieved by 2008. As per the details provided by the State Government, all the prescribed targets were achieved/exceeded. However, separate targets/indicators for the districts were not prescribed despite the Mission requirement to do so. Therefore, the progress of achievement of the crucial health indicators for district Shimla could not be ascertained and the authenticity of the data reported at the State level could also not be verified. The CMO stated (June 2009) that the crucial health indicators in respect of district Shimla could not be drawn, as such, indicators were to be calculated for large population only at the State level.

ASHA

One of the strategies envisaged by the Mission for achievement of the goal of reduction in IMR, MMR and TFR is appointment of a trained female community health worker called Accredited Social Health Activist (ASHA). The ASHA is to be appointed for every thousand population and act as an interface between the community and the health care system. The State Government decided to employ one ASHA for every 800 people. The district was sanctioned Rs 29.59 lakh for the selection and training of 722 ASHAs. While the DHS spent Rs 5.06 lakh on the selection and training of 562 ASHAs, none of them was deployed in the concerned villages, rendering the entire effort an exercise in futility. The MD stated (September 2008) that the ASHAs would be assigned their responsibilities after the completion of re-orientation of Anganwadi workers (AWW) of Integrated Child Development Services (ICDS) projects. The CMO stated (June 2009) that the concept of ASHA had been withdrawn in the State. The Principal Secretary, Health stated (June 2009) that according to the modified policy, the work of ASHA is being assigned to the AWWs. The fact remains that neither the work of ASHAs has been assigned to the AWWs, nor were the 562 ASHAs, who were trained, deployed on the work for which they were appointed.

Janani Suraksha Yojna

One of the important components of the Reproductive Child Health (RCH) programme is the Janani Suraksha Yojna (JSY), to encourage pregnant women to have an institutional delivery rather than domiciliary delivery in order to reduce maternal and neo-natal mortality. Under this programme, all the pregnant women belonging to the SC, ST and BPL categories above 19 years of age, upto two live births, are entitled to Rs 500 to meet the cost of domiciliary delivery and Rs 700 for institutional delivery.

The details relating to institutional and domiciliary deliveries and cash assistance provided by the DHS are given below:

Table - 4

(In numbers)

Year	Pregnant women registered	Institutional deliveries	Domiciliary deliveries	Cash assistance given (Rs in lakh)
2005-06	171	NA	NA	0.07
2006-07	883	358	640	5.71
2007-08	886	547	128	4.47

Source: Figures provided by DHS

Institutional Deliveries

As can be seen from the table above the DHS has been able to increase the number of institutional deliveries vis-à-vis domiciliary deliveries. However, the category of beneficiaries viz., SC/ST/BPL were not recorded in the Maternal and Child Health (MCH) registers. Consequently, it could not be ascertained whether cash assistance was indeed provided to the eligible beneficiaries.

The status of achievement with regard to institutional deliveries in the district and in the sampled units is given below:

Table - 5

(In numbers)

	Year	Pregnant women registered	Institutional deliveries	Percentage Achievement
District Shimla	2004-05	22553	6169	27
	2005-06	24316	11076	46
	2006-07	23060	9987	43
	2007-08	21636	10379	48
Sampled Units	2004-05	4382	324	7
	2005-06	4887	308	6
	2006-07	4633	383	8
	2007-08	3214	128	4

Source: Figures supplied by the DHS and test checked Units

As can be seen in the above table, the percentage of pregnant women opting for institutional delivery facilities in the test checked health centres is far behind the achievement shown for the district as a whole. Clearly, this was due to the inadequate facilities in the health centres in the sampled units. In view of this position in the sampled health centres, the figures provided by the DHS with regard to the increase in the number of institutional deliveries in the district during 2004-08 could not be vouchsafed in audit. The CMO admitted (June 2009) that overall progress of institutional deliveries was not satisfactory, as there are remote areas where the patients were not able to reach health Institutions to seek delivery facilities. The peripheral sub-centres in these remote areas were either without the health workers or were not properly equipped to give delivery services. It was further stated that every effort was being made to improve these centres so as to enable the workers to provide delivery services.

Antenatal care

Scrutiny revealed that the requisite 100 Iron Folic Acid (IFA) tablets and two doses of Tetanus Toxoid (TT) were not administered to all the pregnant women in the district, with the shortfall in respect of TT and IFA ranging between 30 and 54 *per cent* and 29 and 41 *per cent* respectively. However, the shortfall in the test checked units was only 1 and 3 *per cent* for IFA and TT respectively. Also, the percentage of pregnant women in the district who had received three ANC's during 2005-08 ranged between 67 and 72 *per cent* as of March 2008 as against the target of 90 *per cent*. The CMO admitted (June 2009) that the shortfall in achieving the target was probably due to shortage of health workers as many sub-centres were without health workers.

Immunisation Programme

The overall achievement with regard to immunisation of children between zero to one year age group covering Bacillus Calamitide Gurine (BCG), Diphtheria Petussis Tetanus (DPT) and Oral Polio Vaccine (OPV) was 93 to 100 *per cent* during 2005-08. However, the shortfall in achievement of targets in the secondary immunisation of children ranged between three and 10 *per cent* for DT, 17 and 35 *per cent* for TT (10 years age group) and one and 29 *per cent* for TT (16 years age group). In the test checked units, the achievement of fully immunised children ranged between 64 and 91 *per cent*.

No case of infant and child diseases like neonatal tetanus, diphtheria, tetanus and whooping cough was detected in the district during 2005-08. However, 90 cases of measles were detected during 2005-08 (2005-06: 9 and 2006-07: 81 cases), which needs to be addressed. The incidence of diseases vis-à-vis immunisation shows that the prevalence of vaccine preventable diseases was negligible in the district.

Pulse polio immunisation was launched under RCH II to eradicate polio and ensure zero transmission by the end of 2008.

No new case of polio was detected during 2005-08 in the district. However, the coverage of targeted children ranged only between 87 and 90 per cent.

To support immunisation programme, cold chain maintenance was to be ensured in all the CHCs and PHCs. Scrutiny revealed that this facility was not available in 21 out of the 76 PHCs in the district. The status with regard to CHCs was not available.

The CMO stated (June 2009) that cold chain equipments had been provided in all CHCs and some selected PHCs which are centrally located. Vaccines from these CHCs and PHCs were being supplied to surrounding PHCs and SCs in vaccine carriers where every care was taken that cold chain was not broken. Vaccines used at site of vaccination were under proper cold chain. There was no compromise in maintenance of cold chain. The reply confirms that cold chain was not ensured in all the PHCs as envisaged in the programme.

**National
Programme for
Control of
Blindness
(NPCB)**

The NPCB aimed at reducing the prevalence of blindness to 0.8 *per cent* by 2007 through increased cataract surgery, eye screening of school children, collection of donated eyes, creation of donation centers, eye bank, strengthening of infrastructure, etc.

Scrutiny of records revealed that the achievement of targets in cataract surgery ranged between 105 and 109 *per cent* and that of eye screening of school children was 137 *per cent*. The facility for eye donation had, however, not been created in any of the hospitals in the district. The CMO stated (June 2009) that the eye bank was being developed in State hospital, Indira Gandhi Medical College (IGMC) only and there was no feasibility/rationale for developing any other Institution in the District for eye donation facility. The Government stated (June 2009) that achievement of targets in respect of cataract surgery were appreciable and highest in the country but donation facility could not be ensured as per policy of NRHM in the district due to non-availability of skill in the State and that this facility could not be provided even in the State Hospital i.e. IGMC due to non-availability of requisite skill.

**National
Vector Borne
Disease
Control
Programme
(NVBDCP)**

The NVBDCP aims at control of vector borne diseases by reducing mortality and morbidity due to malaria, filaria, kala azar, dengue, chikungunia and japanese encephalitis in endemic areas through close surveillance, mosquito control through indoor residual spray of larvicides and insecticides and improved diagnostic and treatment facilities at health centres. The programme is aimed at achieving ABER⁴ of 10 *per cent* of the targeted population under surveillance by 2007-08 and API⁵ of less than 0.5 per thousand throughout the country by that date.

The percentage of ABER in district Shimla ranged between 6.75 (2007-08) and 11.28 (2005-06). The API rate per thousand had come down to 0.09 (2007-08) from 0.14 (2005-06). The CMO stated (June 2009) that ABER for detection of Malaria was far below the required 15 *per cent* of passive and one *per cent* for active surveillance and that, this was due to shortage of staff but every effort was being made to increase blood slide collection.

**National
Leprosy
Eradication
Programme
(NLEP)**

The aim of NLEP is to eliminate leprosy by the end of the Eleventh Plan and ensure that the leprosy prevalence rate is less than one per ten thousand. The total number of leprosy patients undergoing treatment in the district during 2005-06, 2006-07 and 2007-08 was 31, 33 and 28 respectively, with the incidence of 36, 39 and 31 new cases. The rate of prevalence of leprosy in the district during 2005-06, 2006-07 and 2007-08 was 0.39, 0.41 and 0.34 per 10000 respectively, whereas it was 0.31, 0.28 and 0.30 per 10000 respectively during these years at the State level. The CMO stated (June 2009) that the prevalence rate of leprosy in the district for the period 2005-08 had been far below the expected national level of less

⁴ Annual Blood Examination Rate.

⁵ Annual Parasitic Incidence.

than one per ten thousand per year. It was further stated that the slight variation between the State level and the district level was probably due to IGMC Hospital situated in the district where more patients were examined and better diagnostic facilities were available.

While the performance of the district with regard to the national indicators was satisfactory, it is higher compared to the State level, and needs to be addressed further.

5.1.4 National Aids Control Programme (NACP)

The NACP was launched by the GOI in September 1992 with the assistance of World Bank and has been extended upto the year 2012. The main objectives of the programme are,

Overview

- to reduce the spread of HIV infection in the country and
- to strengthen the capacity to respond to HIV/AIDS on a long term basis.

To achieve the above objectives, funds were to be utilised on different components/activities of the programme like priority targeted intervention for groups at high risk, preventive intervention for the general community, low cost AIDS care, STI/HIV/AIDS sentinel surveillance, training, etc.

Utilisation of Funds

A review of the funds allocated for the programme revealed the inability of the District Aids Programme Officer (DAPO) to spend the funds for the intended purpose. Out of Rs 43 lakh received by the DAPO, only Rs 31 lakh was spent. The shortfall in spending was attributed (December 2008) by the DAPO to non-fixing of targets by the National Aids Control Organisation (NACO). The CMO stated (June 2009) that under this programme, different Information, Education and Communication (IEC) activities were undertaken in the district with targeted intervention for groups at higher risk and also for preventive measures for the general community. Integrated Counselling and testing Centres (ICTCs) had started functioning in different places in the district and DAPO had spent funds for the intended purpose as per guidelines issued by the higher authorities from time to time. The reply is not acceptable as the funds were released by NACO activity-wise and the unspent balance is indicative of non-achievement of physical targets by DAPO, Shimla during 2003-08.

Voluntary Blood Testing Centre

As per the guidelines of NACO, one Voluntary Blood Testing Centre (VBTC) was to be established in each district. The State Government had established one VBTC (now ICTC) in all the districts of the State, including Shimla. Scrutiny revealed that the first HIV positive case was detected in Shimla district in 1993. Out of 12,882 persons screened upto July 2008 in the district, 567 persons were found HIV positive; these included 153 fully

blown AIDS cases. The rate of sero positivity in the State as of March 2008 was 31.00/1000 persons screened, and in Shimla district, it was 30.89/1000 persons screened. The rate of sero positivity for the State during the period 2003-08 ranged between 91 and 31/1000 persons screened whereas in Shimla district it was between 143 and 30.89/1000 persons screened respectively. The DAPO stated (December 2008) that the increase was due to counselling and surveillance and that the increase in number of cases was due to the increase in the number of people tested. The CMO stated (June 2009) that the sero positivity rate had increased in the district because of functioning of more ICTCs in the district where counselling and testing facility was made available to more persons.

Family Health Awareness Camps

To increase awareness about HIV/AIDS and sexually transmitted diseases (STD) among the community and to provide facilities for early diagnosis and treatment of the targeted population falling in the age group of 15-49 years, the GOI decided (November 1999) to organise Family Health Awareness Camps (FHACs) in all the States in a phased manner. Intensive propaganda about STD epidemic was to be carried out through IEC methodology. The position emerging out of the two FHACs held in Shimla district during 2003-04 and 2005-06 is given below:

Table 6

(Numbers in lakh)

Period of campaigns	Targeted population	People who attended the camp	Percentage of attendance
2003-2004	2.48	0.36	15
2005-2006	2.68	0.21	8

Source: Figures provided by DAPO

The low turnout in the district indicates poor mobilisation at grass roots level and affects the Government's efforts at creating/increasing awareness among the public. No further camp was held in the district thereafter as of August 2008. The CMO stated (June 2009) that these camps were organised for creating awareness regarding syndromic approach for management of STDs and to generate awareness about HIV infection in the year 2003-04 and 2005-06 only under FHACs. No such camps were further planned by NACP.

Targeted Intervention Project (TIP)

The NACP aimed at reducing the spread of HIV by identifying the high risk groups like female sex workers (FSWs), migrant labour and truck drivers, and providing peer counseling, condom promotion, treatment of sexually transmitted infections (STIs) and client programmes for these groups. These activities were to be taken up through Non-Governmental Organisations (NGOs). The DAPOs were to supervise the working of NGOs in their districts.

In Shimla district, two TIPs were sanctioned at a cost of Rs 1.02 crore for

implementation by two NGOs viz., Universal Social Health Association (USHA) and Association for Social Health of India (ASHI) to cover 27,545 persons. Scrutiny of records of DAPO, Shimla revealed that the NGOs covered 28,494 persons against the targeted number of 27,545 persons. The CMO expressed (June 2009) satisfaction at the coverage of persons by the NGO.

STD Clinics

Among the important means envisaged by the GOI for combating AIDS is strengthening and upgrading the infrastructure facilities, providing counseling in the STD clinics in every district/medical college hospital and providing training to medical/paramedical personnel in STD clinics

District Shimla has 14 STD clinics with trained MOs and paramedical staff. However, no targets were fixed for imparting training in syndromic management systems. The CMO stated (June 2009) that the staff of STD clinic have been imparted training regarding management of STDs. Under the syndromic management system all MOs and other staff in these clinics were imparted training during FHACs where all stress was put on syndromic management of STDs without advising any laboratory test to pinpoint the diagnosis of STDs.

Blood Safety

Under the blood safety component, the existing blood banks are to be modernised and new blood banks are to be opened. Blood component separation facility centres and skilled manpower are also to be made available. There are five blood banks in Shimla district. Only one at IGMCM, Shimla had been modernised for blood separation facility. The blood bank at Deen Dayal Upadhyaya hospital is in the process of modernisation and the other three blood banks at Kamla Nehru hospital, CHC Rampur and CHC Rohru are yet to be modernised. The CMO stated (June 2009) that the blood separation facility has been provided in blood bank at IGMCM Shimla only and that there was no necessity of development of blood separation unit at Mahatma Gandhi Medical Service Complex (MGMSC) Rampur and CHC Rohru, as the turnover of blood collection and its use was very low in these institutions. The Government stated (June 2009) that the use of blood storage and separation facility has improved and reached the level of 32 per cent in the district.

In district Shimla, the target for imparting training to the blood bank personnel (Blood Bank Officers: 10; Laboratory Technicians: 4) was fully achieved.

Recommendations

- ✓ ***The Government should take cognisance of gaps in health infrastructure and facilities identified in the recently completed household and facility survey and draw a specific time bound programme as per NRHM guidelines.***
- ✓ ***The Government should approve the perspective and annual plan submitted by CMO, thereby ensuring community involvement at every stage in planning, implementation and monitoring of the programme.***

- ✓ ***A complete rationalisation and restructuring of the health infrastructure and manpower should be undertaken within a specific timeframe, so that the health centres and staff required are scaled down to GOI norms to ensure that the existing facilities are made fully operational. Further, creation of physical infrastructure and manpower requirement should be linked with the rationalisation process.***

5.2 Education

Introduction

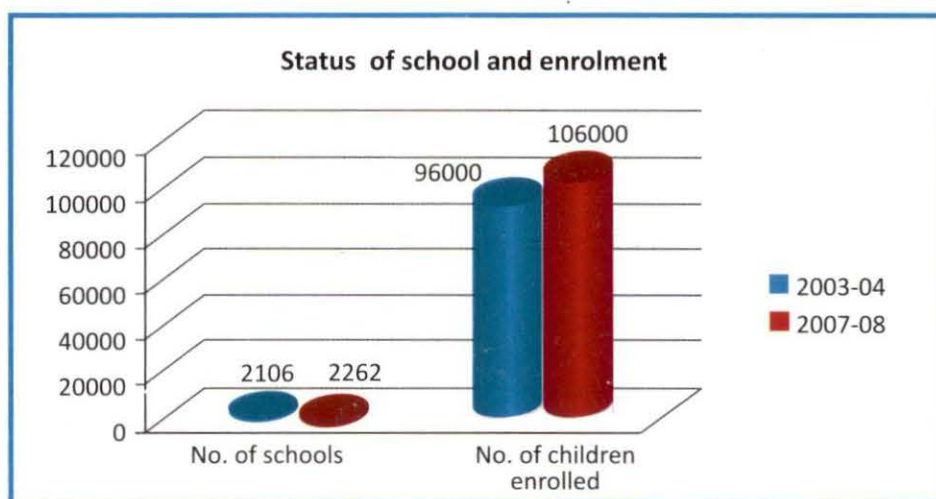
Education is one of the most important indicators of social progress of a nation. Both the State and the Central Governments have been spending enormous amounts on increasing the enrolment and retention of children in schools, especially in the primary and elementary segments. Focus is also on an inclusive progress, with special attention to girls, SC/ST communities, other vulnerable sections of the society and remote and backward areas. The Sarva Shiksha Abhiyan (SSA) is one of the flagship programmes of the Government for universalisation of primary education.

5.2.1 Elementary Education

Overview

A review of the status of education in district Shimla, especially in the context of implementation of SSA, revealed that the number of primary and upper primary schools (upto standard VIII) increased and enrolment of children in the targeted age group of 6-14 years in these schools also increased during 2003-08, as can be seen from the chart below:

Chart - 3



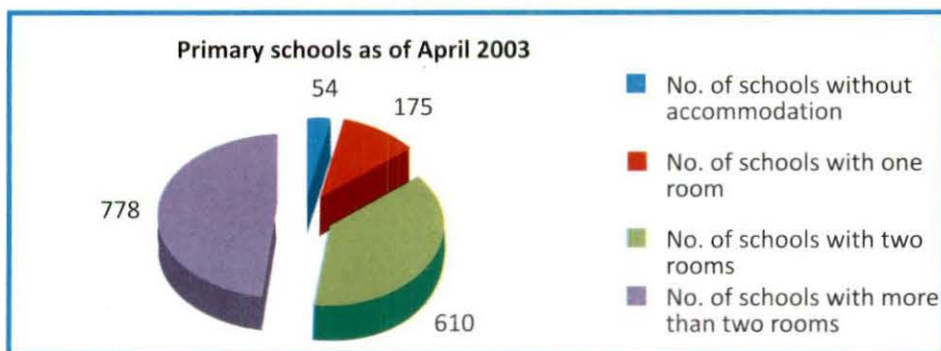
Source: Departmental figures

Although the above diagram shows an increase in the number of schools in the district and the number of children enrolled in these schools, as per the Village Education Registers prepared on the basis of annual house hold survey during 2003-08, two to 30 per cent children were not attending the schools.

The status of infrastructure in elementary schools in district Shimla

as of March 2008 is given below:

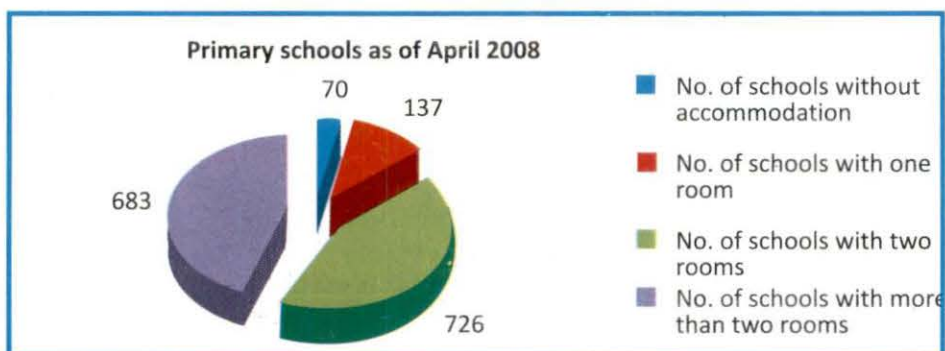
Chart - 4



Source: Departmental figures

Chart - 5

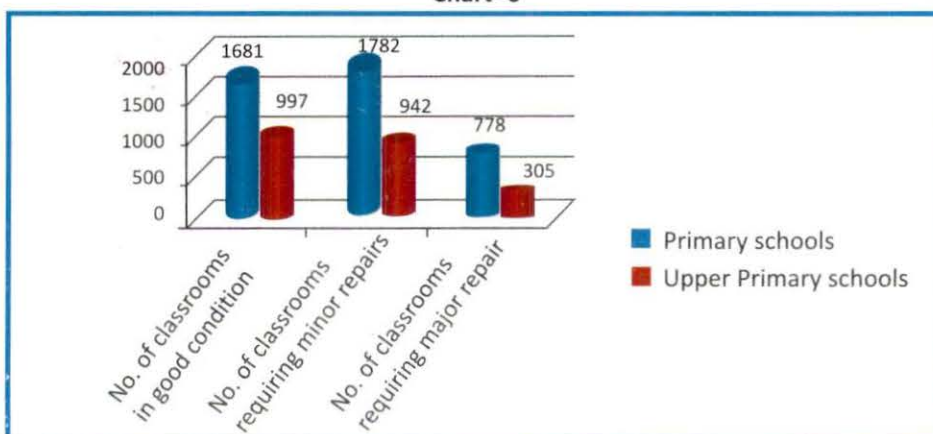
Educational Infrastructure



Source: Departmental figures

As can be seen from the above charts, availability of accommodation in primary schools was quite poor with increase in the number of schools not having any accommodation to operate, and the number of schools with more than two rooms shrinking below the position that was five years back. Out of the total number of 1616 primary and 646 upper primary schools in the district as of March 2008, a significant number required major repairs to the classrooms as depicted below:

Chart -6



Source: Figures provided by DPO

No assistance was provided under SSA or otherwise for construction of new buildings to the schools that did not have pucca buildings of their own. In Dodra-kwar and Kupvi education blocks (remote areas of the district), the number of rooms in good condition was zero and 14 respectively.

A majority of the schools at the elementary level did not have the basic minimum amenities as detailed below:

Table 7

(In numbers)

Category mid-	Toilets	Girls Toilets	Drinking water	Access ramp	Boundary wall	Play ground	Kitchen for day-meal
Primary	1219	1367	108	1062	1495	582	1599
Upper Primary	356	370	80	521	538	211	646

Basic Amenities

Source: Figures provided by DPO

As against the norm of two teachers per primary school and one teacher for every class in upper primary schools, there were a number of schools both primary and upper primary - which did not comply with this norm as can be seen from the table below:

Table 8

(In numbers)

Year	Total number of primary schools	Number of primary schools with only one teacher	Number of upper primary schools With one teacher	With two teacher	Without any teacher
2003-04	1617	260	7	19	15
2004-05	1614	185	13	4	12
2005-06	1614	246	17	23	16
2006-07	1612	236	9	19	9
2007-08	1616	291	8	11	1

Availability of Teachers

Source: Figures provided by DPO

When the matter of poor infrastructure facilities and amenities and staff shortages in the schools was discussed, the Principal Secretary, Education admitted (June 2009) that there is a need to rationalise the existing number of educational institutions, which would partly address the issues.

5.2.2 Higher Education

Higher education is being imparted in the district through a network of 111 High Schools, 192 Senior Secondary Schools, 9 Degree colleges and 2 Sanskrit colleges. The Deputy Director, Higher Education (DDHE) is the controlling officer at the district level for implementation of the schemes for educational development. Enrollment in classes IX to XII remained static at 0.40 lakh in the district during 2003-07. Data relating to 2007-08 was not maintained.

Institutional Framework

The DDHE did not carry out any survey to assess the adequacy of accommodation for students, staff and availability of infrastructure in the schools. However, an amount of Rs 10.23 crore was allotted to the Public Works Department for construction of 115 school buildings in the district during 2003-08. The DDHE did not monitor the status of construction of these schools and could not provide any information regarding the physical/financial progress of these buildings.

Planning

The infrastructural facilities available in the 303 High Schools and Senior Secondary Schools in the district are given below along with some photographs:

Infrastructure

Table 9

Number of schools							
Without pucca buildings	Operating in rented buildings	Without safe drinking water	Without separate toilets for boys and girls	Not having spacious playground	Without electricity connection	No library and books	No separate labs for science subjects
62	7	27	37	34	30	45	130

Source: Figures provided by DDHE

Photograph - 8



Students sitting in temporary accommodation without Pucca building as well as in the open at GHS Nirath

Photograph - 9



Photograph - 10



Photograph - 11



Without spacious playground facility at GSSS Beolia and GHS Nirath

Besides, one degree college (Sanjauli) was without the facility of a playground and one Sanskrit college (Kiartoo) did not have separate toilet facilities for boys, girls and staff. The Principal Secretary, Education, admitted the absence of the required facilities in some institutions but stated (June 2009) that the number of students in each institution is to be borne in mind while providing such infrastructure, which is expensive. The Government needs to ensure that adequate facilities are provided in all the institutions in a timebound manner.

5.2.3 Scholarship schemes

The extent of implementation of these schemes is discussed below:

Pre-matric scholarship to the children of those engaged in unclean occupation

Scrutiny revealed that funds were not released either by the GOI or the State Government in respect of pre-matric scholarship for the children of those engaged in unclean occupation during 2004-08. There was no system for assessing and identifying the beneficiaries to be covered and the requirement of funds for the purpose. Out of Rs 5.91 lakh pertaining to the academic years 2002-04 released in May 2006 to DDHE Shimla, Rs 2.09 lakh were utilised and Rs 3.82 lakh were surrendered, as the eligible students had already left the school. The funds were lying unutilised in the bank as of March 2008. Thus the objective of providing financial assistance to children of those who are engaged in unclean occupation was not achieved.

Pre-matric scholarship for OBC students

The DDHE did not provide scholarship to 32 eligible students belonging to the OBC category enrolled during 2005-08 in 11 schools⁶ due to non provision of budget, as the field units did not provide the details on time. The scheme was thus not managed effectively.

Post-matric scholarship

During 2003-08, out of 4070 eligible students in the district, 4065 were paid scholarship of Rs 55.79 lakh. Five students of OBC category remained deprived of the benefit under the scheme due to insufficient funds. In the test checked institutions⁷, Rs 2.92 lakh were surrendered during 2003-08 after providing scholarship to 1466 eligible students out of 1646. The remaining 180⁸ students were denied scholarship as the Principals could not send their details to the Deputy Directors.

National Merit Scholarship Scheme

Test check of records of DDHE revealed that no budget was made available by the Education Department to the district to cover the students for this scheme during 2006-08 even though there were 54 students eligible to get the scholarship. Although the DE issued bank drafts for payment of scholarship to three students in the test checked schools during this period, the DDHE was not aware of this fact. This is indicative of inadequate internal control and monitoring mechanism in the Department, which affected the implementation of the scheme and denied the eligible students of the envisaged benefit.

This scholarship is being granted to students of VI to XII standards from 1991-92 onwards annually⁹ to enable them to complete their studies. Budget provision and expenditure incurred under IRDP during 2003-08 and the number of students covered in the district under this scholarship programme during this period, as provided by the Department, is given below:

Table 10

Year	Budget	Expenditure	Applications received	Students covered
	(Rs in lakh)		(In numbers)	
2003-04	62.93	62.93	18364	18364
2004-05	69.38	69.38	18670	18670
2005-06	38.18	38.18	10650	10650
2006-07	38.32	38.32	10700	10700
2007-08	45.66	45.66	12300	12300

Source: Figures provided by DDHE

Integrated Rural Development Programme Scholarships

⁶ 2005-06: GSSS Boileauganj: 2 students (s); Sunni: 4 (s); GHS: Tuti Kandi: 2 (s); Shakrah: 6 (s); Kotgeha: 4 (s); Rampur Keunthal: 1 (s); Gumma (Basantpur): 4 (s). 2006-07: GSSS Ghanahatti: 1 (s); GSSS Sanjauli: 1 (s); GHS Gumma: 3 (s); GHS Dhamandri: 1 (s). 2007-08: GSSS Portmore: 1 (s); GSSS Sanjauli: 1 (s); GHS Shakrah: 1 (s).

⁷ (i) Government Sanskrit College Kyartoo (ii) Government College Nerva (iii) Government College Rampur (iv) Government College Sanjauli (v) GSSS Beolia (vi) GSSS Chhota Shimla (vii) GSSS Kupvi (viii) GSSS Sarahan (ix) GHS Nirth (x) GHS Seema.

⁸ Government College Rampur: 159, GSSS Kupvi: 19 and GSSS Sarahan: 2.

⁹ Classes Amount of scholarship per student (In Rupees)

	Boys	Girls
VI to VIII	250	500
IX to X	300	600
XI to XII	800	800

Data relating to the enrolment of IRDP students in the district was not maintained by the DDHE. In the 10 test checked institutions, 2115 out of 2,184 students of IRDP families were given the benefit of IRDP scholarship and 69 students were deprived of the intended benefit as the Principals/HMs did not send their requirement of funds in time. The Principals attributed non-payment to short allocation of funds and non completion of scholarship forms by the concerned students. Scrutiny however, revealed that request for budget was not processed on time. In view of the results of test check, the figure of 100 per cent satisfaction mentioned in the table above, should be read with caution.

Sanskrit Scholarship

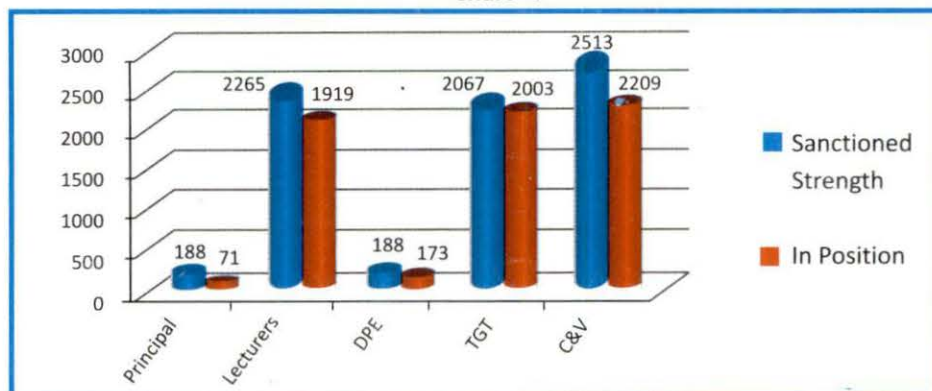
The DE received Rs 145.70 lakh during 2003-04 (Rs 46.70 lakh) and 2004-05 (Rs 99 lakh) from GOI for payment of Sanskrit scholarship to the eligible students. Scrutiny of records of the DE revealed that out of the above amount, Rs 35.94 lakh was disbursed to 3771 students and the balance Rs 109.76 lakh was yet (September 2008) to be disbursed. Further, due to non receipt of funds from the GOI, scholarships for the year 2005-08 were not disbursed. The DE stated (October 2008) that due to discrepancies in the applications and details supplied by 757 schools¹⁰ concerned, the unspent amount could not be disbursed. In Sanskrit college Kyartoo (Theog), due to non provision of funds during 2005-08 seven students were denied of scholarship.

It was seen in audit that Rs 145.70 lakh released by the GOI in November 2002 was provided for in the budget by the State Government during 2003-04 and 2004-05 as scholarship to the students of 2002-03 and 2003-04 academic sessions. This indicates that the prescribed procedure for preparation of budget, its allocation and release had not been complied with. Failure to take timely action by the Department/Government defeated the very purpose of the scheme.

5.2.4 Quality of Education

The category wise position of teachers in the district as of March 2008 was as under:

Chart - 7



Source: Departmental figures

Lack of teaching staff

¹⁰

Details of schools not supplied.

In the 10 test checked Institutions¹¹ there was a shortage of one to 20 posts in different categories (Lecturers (20), Principal (one) TGTs (three) and C&V teachers (18)) during 2003-08.

The data relating to overall pass percentage of students in different examinations of the Board of School Education had not been maintained by the DDHE at the district level. As such, the quality improvement in educational level of the students and impact of the schemes could not be vouchsafed in audit.

Board results

In the test-checked schools¹² the pass percentage during the years 2006-07 and 2007-08 has decreased as compared to 2005-06 in respect of VIII, X and XI classes while it decreased for XII class during 2007-08 as compared to 2006-07, as given below:

Table 11

(In per cent)

Classes	2003-04	2004-05	2005-06	2006-07	2007-08
VIII	75	80	80	65	69
X	39	71	75	69	73
XI	41	71	59	53	43
XII	67	90	78	90	78

The Principal Secretary admitted (June 2009) that the Board results were not satisfactory, and stated that measures are under way to carry out a detailed analysis of poor results.

Inspections of Schools

The Himachal Pradesh Education Code provides that the DE or any other officer authorised by him is responsible for the supervision and inspection of schools. The inspection of schools is to be done at least once a year.

Scrutiny revealed that the DE had no monitoring system or records with regard to the number of inspections carried out by him or any other officer authorised by him. The DE had carried out only one regular inspection during 2007-08 for which no inspection note was produced to audit. With regard to the inspections prior to 2007-08, information was not made available to audit. The DE stated (October 2008) that due to the shortage of manpower as well as drastic increase in the number of educational institutions during the last five years and bifurcation of Secondary and Elementary Education departments, all the educational institutions could not be inspected. It was further stated that a proposal for setting up a separate inspection/supervisory wing is being taken up.

Test check of records in the office of DDHE revealed that no regular inspections were conducted by him in the district during 2004-05 and 2005-06, while only 9 to 10 inspections were carried out by him in respect of GSSSs and GHSs against the requirement of 252 inspections during 2003-04, 2006-07 and 2007-08. The DDHE did not produce any inspection note in respect of inspections carried out by him. The DDHE

¹¹ Out of nine colleges, 192 GSSSs and 111 HS.

¹² GSSS Beolia; GSSS Chhota Shimla; GSSS Kupvi; GSSS Sarahan; GHS Nirath and GHS Seema.

stated in September 2008 that inspections could not be carried out due to the Vidhan Sabha session and winter vacations.

The Principal Secretary stated (June 2009) that inspection of schools was the responsibility of the DHE/DDHE. However, in the 10 test checked institutions, against the required 50 inspections to be carried out during 2003-08, only two inspections were conducted by the DE during 2006-07 and 2007-08 resulting in 96 *per cent* shortfall in inspection of schools. The DDHE had not conducted any inspection of the test checked schools.

Recommendations

- ✓ ***The existing number of educational institutions should be rationalised within a specific time, to address the issue of basic infrastructure/facilities and staff shortage.***
- ✓ ***The State Government should ensure that the process of identification of eligible beneficiaries for scholarships is completed well in time so that the beneficiaries can avail of the benefits.***
- ✓ ***Inspection of schools should be carried out by the DHE/DDHE to the prescribed level and used as a basis for fixing accountability on the schools for the quality of education.***
- ✓ ***All assurances for addressing the gaps in infrastructure/facilities should be implemented by the Department in a time bound manner.***

5.3 Water Supply

Overview

Provision of adequate and safe drinking water to all the citizens, especially those living in the rural areas, has been a priority area for both the Central and the State Governments. In Shimla district, as with the State as a whole, three centrally sponsored schemes and four State Plan schemes are being implemented for provision of drinking water. The budget allocation and expenditure on water supply schemes in the district during 2003-08 was as follows:

Table 12

(Rupees in crore)

Year	Central funds Allocation	Expenditure	State funds Allocation	Expenditure
2003-04	14.25	14.32	27.90	76.73
2004-05	13.79	13.75	45.65	47.82
2005-06	25.94	25.57	79.46	109.82
2006-07	31.56	31.58	139.61	202.83
2007-08	17.71	17.46	81.68	107.21
Total	103.25	102.68	374.30	544.41

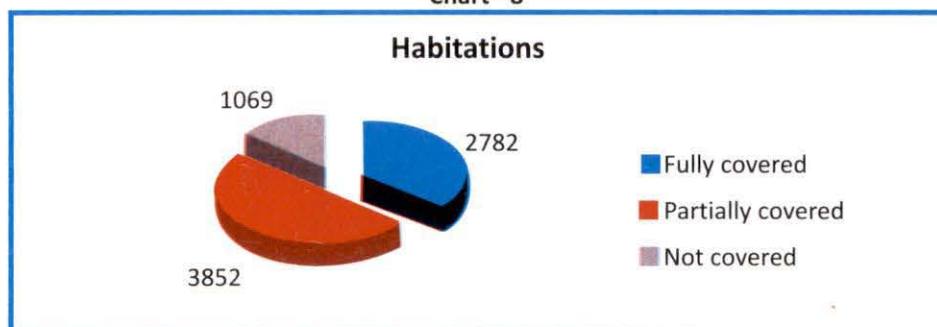
Source: Departmental Figures

Status of Water Supply

A survey was carried out in the district in 2003 to identify the status of habitations for water supply. The survey revealed that out of 7703 habitations in the district, 36 *per cent* of the habitations were fully covered with drinking water facility as per the norms specified by the GOI,

50 *per cent* were partially covered and the remaining were yet to be covered. The position is pictorially depicted below:

Chart - 8



In the three sampled divisions, 1685 habitations were to have been covered as per the Comprehensive Action Plan (CAP) 2003. However, only 575 habitations (34 *per cent*) were covered during the period 2003-08. In two out of the three sampled divisions viz., Rohru and Sunni, 68 water supply schemes were taken up for execution at a cost of Rs 20.74 crore to cover 326 habitations. Of these, only 28 schemes were completed as of March 2008 and 93 habitations were covered, after expending Rs 8.12 crore. Eighteen out of these 28 schemes were completed with a delay ranging from one to 48 months. The Principal Secretary, IPH attributed (June 2009) the delay in completion of schemes to i) non supply of power by the HPSEB though funds were deposited in advance ii) disputes at the site of work, land disputes, hindrances of local people iii) non-release of adequate funds and iv) non-availability of material of required specifications. The defence of the Department reflects poor planning before the commencement of works.

Audit scrutiny further revealed that inspection of works under execution was not done to the specified extent by the supervisory officers. Lack of adequate supervision at appropriate level and at required frequency, has not only delayed the completion of schemes on time, but also raises doubts about the quality of works. Further, the targeted beneficiaries were denied the envisaged benefit of provision of adequate water. The Principal Secretary stated (June 2009) that inspection of works/periodical visits were being carried out by the authorities at district, block and village level to check the quality of works and that, necessary directions were issued at site which were rectified by the field offices. The reply could not be verified in the absence of records relating to inspections.

Apart from non-coverage of the uncovered habitations as per the CAP, the quality of water provided to the fully covered habitations was not tested at regular intervals. In the sampled divisions of Sunni, Rohru and Nerwa, against the required 1820 water tests to have been conducted during the five year period 2003-08, only 510 tests were conducted. Owing to this shortfall of 72 *per cent* in water quality testing, the quality of water provided to the habitations could not be vouchsafed in audit.

Water Quality

The Principal Secretary stated (June 2009) that due to shortage of qualified/trained staff, required number of tests could not be conducted. He mentioned that water testing kits were being provided to all Gram Panchayats in a phased manner and necessary training was also being provided at district/block/village level under the control of Communication and Capacity Development Unit (CCDU).

5.4 Sewage

Sewage Schemes

Out of the nine towns in the district (other than Jutogh, which is administered by a Cantonment Board), sewage schemes have been commissioned only in three towns, including the district headquarters Shimla. Efforts were made to augment the sewage system in Shimla town with construction of six sewage treatment plants (STPs) with laying of 179 kms network of drainage system which had been commissioned in October 2005. However, despite expending Rs 73 crore on operationalising these plants, the level of sewage being received for treatment was 5.570 MLD against the assessed generation of 24.13 MLD. The Government stated (June 2009) that this was on account of the fact that individual households were not coming forward to lay the final six metres to connect their households to the main sewage line. It was further stated that the kitchen water was yet to be connected to the sewage line and unless this was done, the sewage generated will not reach the STPs.

Recommendations

- ✓ ***The State/district administration needs to prepare a strategic and comprehensive plan to provide potable drinking water to all the identified habitations in a time bound manner.***
- ✓ ***Water quality should be tested at regular intervals and appropriate action should be taken where the quality is not as per the prescribed norms. Provision of testing kits and training of staff should be completed expeditiously, so that quality of water is ensured.***
- ✓ ***Speedy time bound action should be initiated to ensure the connectivity of households to the sewage lines and the work completed in order to reap the benefit of investment of Rs 73 crore.***

6. Economic Services

6.1 Infrastructure

Good infrastructure will go a long way in enhancing the growth potential of the district and bridging the gap between the urban and rural areas. It will also bring the remote and backward areas closer to the district headquarters and bring about equity and inclusive growth of the economy. Infrastructure includes provision of good all weather roads, adequate electricity for household, industrial and irrigation needs, railway connectivity, air services and reliable communication facilities.

Introduction

District Shimla has one airport at Jubbarhatti which is 13 kms from Shimla town. Rail connectivity in the district is limited again to the district capital Shimla and Mashobra block. Communication infrastructure assumes enormous importance in the present era of globalisation. As of March 2008, the number of telephone exchanges in the district was 143 with 56271 landline telephones. The population covered by telephone connectivity is thus quite high. With the growth in mobile telephony, considerable number of people in the district have gravitated quickly towards this mode of communication. The district had about 140000 mobile connections as of March 2008.

Overview

A review of the development of roads in the district revealed that a majority of villages are yet to be connected and the progress in constructing roads has been quite slow, hampering the integration of rural, remote and backward areas with the mainstream development. Audit also encompassed a review of the extent of rural electrification during the five year period 2003-08, which brought out enormous delays in initiation and follow up of the proposals relating to provision of electricity to households in rural areas. Audit findings in this regard are discussed below:

6.1.1 Roads

Status of Road Connectivity

Out of the total 2515 villages in the district, only 891 villages have been provided road connectivity as of March 2008 and rail connectivity to the district is negligible except for Shimla town. The distance of various places from the district headquarters ranges from 16 kms (Kufri) to 177 kms (Sarahan). The distances from the Blocks to the district headquarters as per the information provided by the Planning Department is given below:

Table - 13

Block	Distance from district headquarters (kms)
Mashobra	14
Basantpur	53
Theog	32
Narkanda	87
Rampur	135
Jubbal and Kotkhai	90
Chhohara	137
Rohru	120
Chopal	100

The Government of India and the State Government have been providing enormous funding for providing roads-both State level and National highways and plans have been formulated for ensuring connectivity to all the villages and from the villages to the district headquarters.

The status of road connectivity in the district as of 31 March 2008 is given below:

Chart - 9

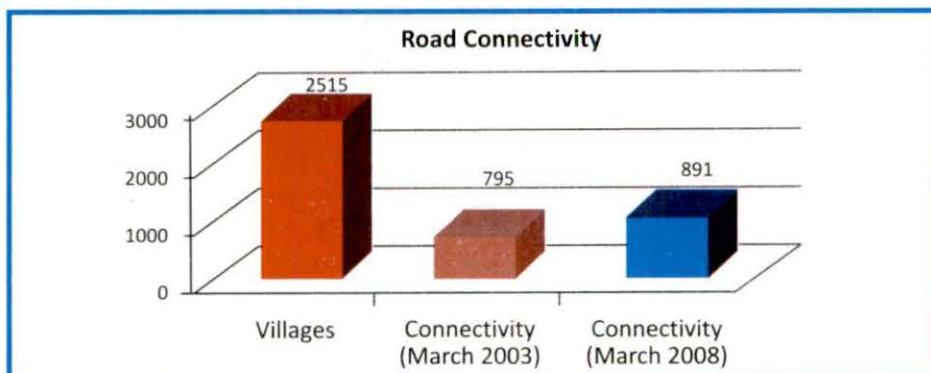
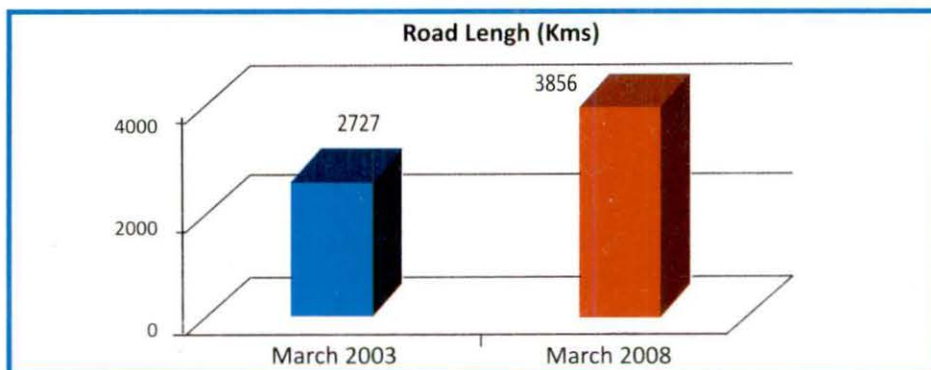


Chart - 10



Source: Departmental figures

As can be seen from the charts above, there has been a marginal improvement in the length of roads provided and the number of villages connected through roads during the last five years. However, about two thirds of the villages are yet to be connected through roads in the district, which is alarming, considering the plethora of schemes aimed at this segment and the fact that two Chief Ministers who held office for about 19 years, hailed from district Shimla. The Engineer-in-Chief (PWD) admitted (June 2009) the audit findings.

Schemes for Development of Roads

The most important scheme being implemented for the construction/development of roads is the Centrally Sponsored Pradhan Mantri Gram Sadak Yojna (PMGSY) and Bharat Nirman programme. Other schemes which aimed at construction of village link roads is Mukhya Mantri Gram Path Yojna (MMGPY). The progress with regard to implementation of these schemes is discussed below:

**Pradhan Mantri
Gram Sadak
Yojna (PMGSY)**

The PMGSY was launched in 2000 and aimed at connecting every habitation that has a population of 1000 or more through good all weather roads within three years i.e. by 2003 and habitations with 500 people or more, by the end of the Tenth Plan i.e. by 2007. The progress made by the State Government with specific reference to Shimla district has been rather poor and status as of March 2008 is as follows:

Table 14

(In numbers)

	Habitations	Habitations connected	Habitations yet to be connected	Percentage of shortfall
With over 1000 people	8	1	7	88
With over 500 people	185	65	120	65

Source: Departmental figures

The Principal Secretary, PWD stated (June 2009) that the number has now been enhanced (May 2009) from 8 to 16 for habitations over 1000 people out of which, 12 habitations have been connected. For habitations over 500 people, the Department has identified 93 habitations, of which 53 habitations have been connected as of 31 May 2009 and the work in the remaining 40 habitations is in progress. Funds amounting to Rs 179 crore were provided for this programme by the GOI, and the State Government provided Rs 696 crore since its inception. Out of this amount, Rs 176 crore was expended from the Central allocation and Rs 838 crore was met from the State allocation/budget.

The details of allocations, expenditure and number of works to be taken up during the period of review are discussed below:

Table 15

Year	Number of works taken up	Approved cost (Rs in crore)	Works completed	
			Number	Expenditure (Rs in crore)
2003-04	38	46.79	32	31.21
2004-05	12	24.55	7	8.82
2005-06	14	39.40	5	9.02
2006-07	82	182.22	11	11.35
2007-08	13	45.03	----	----
Total	159	337.99	55	60.40

Source: Departmental figures

As can be seen above, out of 159 works taken up during 2003-08, 104 (65 per cent) were yet to be completed as of March 2008. The delay in completion of works ranged from 2 to 42 months as of August 2008. The Principal Secretary stated (June 2009) that 75 roads stand completed as of May 2009. The work on 53 roads was in progress and the remaining 31 roads were held up due to wildlife sanctuary areas and private land disputes, etc. The fact remains that the progress in connecting the habitations has been far behind the target years of 2003 and 2007 set by GOI. This indicated ill planning of the Department. The Department

should have ensured that all the disputes/irritants were cleared before taking up such works.

In the test checked Public Works Divisions¹³, out of 55 road works taken up under PMGSY at an estimated cost of Rs 117.60 crore, only 14 works (25 per cent) were completed as of March 2008 at a cost of Rs 14.42 crore. These completed works were also delayed by one to 27 months from their stipulated date of completion. The Executive Engineers concerned attributed (September 2008) the delays to disputes in the proposed alignments over private and forest land. The Engineer-in-Chief accepted (June 2009) the audit findings and stated that latest status of these roads was not available with the Department. This was indicative of poor monitoring of physical progress by the Department.

In respect of the 41 incomplete works, the time overrun ranged from 2 to 42 months. About half of these cases were held up due to non-receipt of sanction from the GOI for conversion of forest land for the purpose of construction of roads and the remaining were delayed due to land disputes and felling of trees as confirmed by the Executive Engineers in September 2008. The Engineer-in-Chief stated (June 2009) that half of these cases were held up due to non-receipt of sanction from GOI for conversion of forest land for the purpose of construction of roads and the remaining were delayed due to land disputes. This aspect should have been taken care of by the Department before hand, which indicates poor planning on its part.

**Mukhya Mantri
Gram Path Yojna
(MMGPY)**

This scheme was launched in 2003-04 as a State plan scheme for constructing village link roads, but was wound up in the same year. However, out of funds amounting to Rs 1.23 crore released to the executing agencies, Rs 1 crore was expended during the year. In violation of the guidelines governing the scheme, the balance amount of Rs 23 lakh was not refunded by the executing agencies even after the lapse of over four years. In the test checked blocks, there was an unspent balance of Rs 4.22 lakh with the BDOs (BDO Rohru: Rs 3.33 lakh and BDO Chhohara: Rs 0.89 lakh). The DC confirmed (October 2008) the retention of funds by the BDOs. The Additional Deputy Commissioner (ADC) stated (June 2009) that only 21 schemes worth Rs 22.36 lakh were pending with the executing agencies and where the works have been executed by the executing agencies, they have been directed to submit the completion certificates at the earliest.

Recommendation

- ✓ **Since all the time targets for road connectivity have been missed, fresh targets for completing the unfinished works may be set on priority basis and work executed to plan.**

¹³

Chopal, Dodra-Kawar and Kumarsain.

6.1.2 Schemes for other developmental activities

Other developmental activities like renovation/repair of Government schools, health institutions, water supply schemes, etc., are taken up under Vikas Mein Jan Sahyog (VMJS), Sectoral Decentralised Planning (SDP), Member of Parliament Local Area Development Scheme (MPLADS), Vidhayak Kshetriya Vikas Nidhi Yojna (MLALADS), etc.

Vikas Mein Jan Sahyog (VMJS)

This scheme was launched in January 1993 with the objective of ensuring community participation in developmental activities like construction of Government buildings for education, rural water supply schemes, rural roads, minor irrigation schemes, multi purpose community centre and other infrastructural facilities. It is a State sponsored scheme with funding in the ratio of 85:15 between the State Government and the public in areas where the SC/ST population comprise over 50 *per cent*. In backward areas the funding is on 75:25 basis and in urban areas and rural areas with population being predominantly of general category, funds are to be shared on 50:50 basis by the State Government and the public.

The BDOs collect the public share of funds and forward the cases to the DC for sanction of matching funds. The DC obtains the approval and sanction of the Planning Department and releases the funds to the executing agencies for execution of the relevant works.

During 2003-08, Rs 16.37 crore was released by the DC to the executing agencies for developmental works in the district. Out of this amount, Rs 6.01 crore was utilised by the executing agencies and the balance amount was lying with the latter as of March 2008. The percentage utilisation of budget allocation declined from 90 during 2003-04 to 11 during 2007-08. The ADC stated (June 2009) that 358 works stand completed and UCs/CCs to that effect have been received from the executing agencies. As such, 72 *per cent* works had been completed. It was further stated that, for the pending 142 works which were at different stages of completion/progress, the executing agencies were pursuing their completion and the progress in this regard was being reviewed in the monthly review meetings by the DC/ADC. The Joint Director (Planning) stated (June 2009) that instructions have been issued recently for allotment of works under VMJS to NGOs for speedy and timely execution.

Sectoral Decentralised Planning

Sectoral Decentralised Planning was introduced in all the districts except the tribal areas to execute works relating to renovation/repair of Government owned public assets like schools, health institutions, water supply schemes, irrigation kuhl and village link roads. The works under this scheme are approved by the DPDC. Under this scheme, 5 *per cent* funds are taken from the approved Plan outlay in respect of 14 selected heads of development and are placed at the disposal of the DC as 'untied funds' to be utilised on smaller works which do not find place in the

budget and to ensure that public grievances are redressed instantly. During 2003-08, Rs 25.03 crore were released to the executing agencies against which, only Rs 6.39 crore was utilised. The percentage utilisation of funds ranged between 14 and 86 during this period. Despite a specific stipulation to refund the unutilised funds at the close of a financial year, the executing agencies retained the funds. The ADC stated (June 2009) that 290 works worth Rs 7.29 crore have been completed and, therefore, the works completion and funds utilisation was 12 and 29 *per cent* respectively. It was further stated that the State Government allotted Rs 16.88 crore for 343 works specifically in district Shimla and the amount was just routed through this office to the concerned departments. The departments have completed 51 works worth Rs 3.97 crore. These works were generally big projects which would take long period for their completion and fund utilisation. However, the progress of fund utilisation and work completion were being monitored on a monthly basis. Further, it was stated that under the 5 *per cent* of SDP, 341 works valuing Rs 3.33 crore were completed and the pending works were at different stages of completion/progress and would be completed at the earliest.

**Member of
Parliament Local
Area
Development
Scheme
(MPLADS)**

District Shimla has one parliamentary constituency, which includes the Solan and Sirmour districts also. During the five year period 2003-08, Rs 25 crore was received by the DC of district Shimla for approval and sanction of works relating to the development of the constituency under the Member of Parliament Local Area Development Scheme (MPLADS). Out of this amount, Rs 6.10 crore was allocated to Solan and Sirmour districts and the balance Rs 18.90 crore was released to the executing agencies in the Shimla District.

Scrutiny of the details of the works sanctioned under MPLADS revealed the following:

- An amount of Rs 95.24 lakh and Rs 47.62 lakh were to have been released for the development of the areas inhabited by SC and ST communities respectively, as per the revised guidelines (November 2005) governing the scheme. However, no amount was either recommended by the MPs or sanctioned by the DC during 2006-08.
- Out of Rs 18.90 crore sanctioned to the executing agencies in the district, only Rs 5.56 crore was expended during 2003-08 with the fund utilisation declining from 58 *per cent* in 2003 to zero *per cent* in 2007-08. The ADC stated (June 2009) that fund utilisation and works completion was around 47 and 44 *per cent* respectively. The executing agencies were directed to utilise the funds for the pending schemes at the earliest. Further, the delay in fund utilisation was due to the reason that the funds were released to the Panchayats through BDOs where some time was consumed in completing codal formalities.

Even the Panchayats took considerable time to submit UCs to BDOs. It was assured that this aspect was being monitored in the monthly review meetings with the executing agencies. The Joint Director (Planning) stated (June 2009) that non-utilisation of funds under the scheme was because sanctioning of proposals for execution of works depends upon the concerned MPs.

**Vidhayak
Kshetriya
Vikas Nidhi
Yojna
(MLALADS)**

District Shimla has eight Vidhayaks (Members of Legislature). Under the MLALAD scheme, Rs 25 lakh was released to each of the Vidhayaks w.e.f. 2004-05 to ensure that developmental works are taken up in their respective constituencies. The works are to be selected by the Vidhayaks as per the guidelines of the scheme and got sanctioned from the DC for their execution. During 2003-08 the DC received Rs 9.92 crore in this regard and released it to the implementing agencies. However, only Rs 4.69 crore was expended and the balance is lying with the implementing agencies. The ADC stated (June 2009) that fund utilisation was 53 *per cent* and works completion was around 61 *per cent*. The schemes reported as pending were at different stages of completion/progress and would be completed at the earliest.

The overall position with regard to the funds released in respect of the five schemes mentioned above and their utilisation during 2003-08 is given below:

Table - 16

(Rupees in crore)

**Fund
Utilisation**

Scheme	Amount released	Expenditure	Balance	Percentage utilisation
MPLAD	18.90	5.56	13.34	29
MLALAD	9.92	4.69	5.23	47
VMJS	16.37	6.01	10.36	37
SDP	25.03	6.39	18.64	26
Total	70.22	22.65	47.57	32

Source: DRDA figures

Scrutiny of implementation of these five schemes brought out the following common aspects:

**Implementation
Issues**

- All the works sanctioned under MPLADS, SDP and VKVNY are required to be completed within a year. However, in the test checked blocks, it was observed that 67¹⁴ works relating to construction of link roads, sarai bhawans, foot bridges, rope ways, internal heating system, etc., sanctioned during 2006-08 for Rs 49.70 lakh were not taken up as of July 2008 resulting in denial of the intended benefits to the public.

¹⁴

MPLAD: 6; SDP: 19 and VKVNY: 42.

The BDOs concerned attributed the non commencement of works to diversion of work to other places, non availability of land/land disputes, lack of adequate co-operation from the Gram Panchayats, etc. The District Planning Officer stated (June 2009) that the works were at different stages of completion.

- The DC is to verify the admissibility and technical feasibility of every work recommended by the MP before sanctioning the works under the MPLAD Scheme. Scrutiny revealed that the DC sanctioned works under this programme without verifying their technical feasibility and the executing agencies were preparing estimates for the works based on the funds sanctioned rather than the other way. The requirement of funds for works was not ascertained on the basis of the scope of the work. Consequently, the DC had to release additional funds amounting to Rs 18.70 lakh for completion of 20 works.

While the DC stated (October 2008) that the funds were sanctioned on the specific directions of the MPs/MLAs and Panchayat resolutions on the basis of estimated cost of works, the BDOs of the test checked blocks stated that estimates were prepared on the basis of the funds sanctioned by the DC. The ADC stated (June 2009) that DC accords administrative approval/expenditure sanction for the specific works under DCP on the basis of emergent needs of the public in public interest. The sanctions are accorded on the basis of the estimated cost of the works/schemes presented before him through Panchayats, departments and public representatives, etc. The technical sanction by the technical Officers of the concerned Department is obtained before execution of the work in the field. The additional funds were provided for those schemes where either scheme is incomplete or volume of the scheme extends beyond their estimated cost on demand/requirement of the area and public.

- As mentioned above, the DC is to verify the actual cost of works based on the estimates prepared in advance and sanction only such works which can be completed with the funds provided to the MPs/MLAs. However, in violation of this stipulation in the scheme guidelines, the DC sanctioned Rs 31.25 lakh additional funds for the execution of 45 works during 2003-08. Despite sanction of additional funds four works costing Rs 3.30 lakh remained incomplete as of July 2008.

The DC stated that the guidelines to this effect came into force only during November 2005 and that only five works costing Rs 6.60 lakh were sanctioned on the specific recommendation of the MLAs concerned. The ADC stated (June 2009) that the works under VKVNY and MPLAD were sanctioned on the basis of estimated cost and specific recommendation of Hon'ble MPs/MLAs. If any scheme/work is sanctioned without proper estimate, it is accorded keeping in view

the emergent needs of the public so that missing links could be connected and congenial environment could be maintained.

- Expenditure on works related to religious places, maintenance and repair works (except heritage and archaeological monuments and buildings) is not permitted under MPLAD and SDP Schemes. Under VKVNY, funds are not to be provided for works which were originally financed from other schemes and a one time sanction should be accorded by the concerned MLA while recommending the work. However, Rs 3.71 crore relating to 273 such works which are not permissible under these schemes were recommended by the MLAs/MPs and sanctioned by the DC during 2003-08.

The DC confirmed the facts and stated that district Shimla is a religiously inclined society and that the matter had been taken up with the GOI in July 2007 for ex-post facto approval of the cases, which is awaited. The ADC stated (June 2009) that under MPLAD, the matter had been taken up with the GOI for according ex-post-facto approval for works sanctioned on the specific direction of Hon'ble MPs in view of religious inclination of the people/society for works at religious places. The requirement of funds at such places for construction of Sarais/Community Centres, etc., was genuine and justified because people in Himachal Pradesh have religious inclination and gather only at such places to discuss their day to day problems/issues concerning society and celebrate their functions/fairs/festivals, etc.

- As per the guidelines of the relevant schemes, the works sanctioned under the MPLAD, VKVNY, VMJS and SDP are to be completed within one year from the issue of sanction/close of financial year. However, 606¹⁵ works like construction of community centres, yuvak/mahila mandal bhawans, school buildings, roads, cremation sheds, etc., costing Rs 12.78 crore sanctioned between April 2003 and June 2007 were lying incomplete as of July 2008. In the test checked blocks, 146¹⁶ works costing Rs 2.26 crore sanctioned during April 2003 to June 2007, which were to have been completed by July 2008 were yet to be completed as of this date. The delay in execution of these works ranged between one to 52 months.

The BDOs stated that the delay was due to the tough geographical conditions, delay in completion of formalities by the Panchayat Pradhans, non availability of labour and absence of quality checks by the technical authorities. The DC confirmed the facts and stated that the executing agencies had been instructed to complete the works on a priority basis. The ADC stated (June 2009) that achievement/

¹⁵ MPLAD: 97; VKVNY: 244; VMJS: 77 and SDP: 188.

¹⁶ MPLAD: 36; VKVNY: 54; VMJS: 16 and SDP: 40.

progress under different heads was as under:

Table - 17

Name of Head	CC received		Percentage of works completed	Percentage of works utilised
	Number of works	Amount (In crore)		
a) DCP	341	3.33	50	41
b) Additionality	51	3.97	15	24
VMJS	353	8.63	71	54
VKVNY	813	5.29	61	53
MPLAD	665	8.84	44	46

It was further stated that the executing agencies were directed to pursue the funds utilisation at the earliest and submit the work completion report so that pendency of works is reduced.

- As per the guidelines of all these schemes, asset registers are required to be maintained to keep track of the assets created out of the funds sanctioned. However, these registers were not maintained.

While the BDOs accepted the audit observation and assured that asset registers will henceforth be maintained, the DC stated that a record of all the assets created out of the MPLAD scheme is being maintained in his office. The ADC stated (June 2009) that assets registers were maintained by the concerned Gram Panchayats and the BDOs for the works created/constructed. It was further stated that the executing agencies were also directed in the monthly review meetings to ensure the maintenance of such record of the assets so created at the Panchayat level so that the public could have access to it. Audit team could not verify this claim since the relevant register/account could not be produced when requested.

Recommendations

- ✓ ***There should be greater coordination with the executing agencies to ensure that the projects are taken up and completed within the specified timelines and accountability should be fixed for delays and slippages in this regard.***

6.2 Employment Generation

Overview

The GOI and the State Government have initiated numerous measures to make a dent on poverty, unemployment and the slow pace of progress in rural economy. In addition, provision of food security, especially to the poor and vulnerable sections of the society, has been envisioned as one of the important components of an inclusive growth of the economy. The two most important schemes sponsored by the Central Government for providing employment in the rural areas as a means of poverty alleviation are Sampoorna Gramin Rozgar Yojna (SGRY) and Swarnajayanti Gram Swarozgar Yojna (SGSY). The SGRY was subsequently subsumed in National Rural Employment Guarantee Programme (NREGP) in March 2008.

SGRY

The objectives of the scheme were to provide additional wage employment to the rural poor who were in need and willing to do manual and unskilled work in and around their village, and to create durable community, social and economic assets and infrastructure in rural areas. Towards this end, the GPs were to submit work proposals through the BDOs to the DRDA, based on a comprehensive shelf of works to be approved at the beginning of the year. As mentioned in Chapter-3 Planning, schemes were sanctioned by the DC in an adhoc manner, since the GPs and the Blocks had not prepared any Perspective Plan or AAPs. Consequently, works were proposed on a perceived need basis, rather than in a planned and coordinated manner, resulting in overlaps in execution of works and underutilisation of available funds. Also, there was no database at the district/DRDA level, detailing the developmental works undertaken in various Blocks and GPs.

The SGRY was funded on 75:25 basis by the GOI and the State Government. The year-wise position relating to the funds received by DRDA, Shimla and utilisation there against during 2003-08 is given below:

Table - 18

(Rupees in crore)

Year	Opening balance	Funds received			Total	Funds utilised	Unspent balance (Percentage)
		Centre	State	Other misc. receipts			
2003-04	1.84	2.29	0.76	0.65	5.54	4.09	1.45 (26)
2004-05	1.45	1.74	0.58	0.83	4.60	3.18	1.42 (31)
2005-06	1.42	3.08	1.03	0.21	5.74	4.10	1.64 (29)
2006-07	1.64	1.91	0.61	0.47	4.63	4.13	0.50 (11)
2007-08	0.50	2.85	0.98	--Nil--	4.33	4.25	0.08 (2)
Total		11.87	3.96	2.16		19.75	

Source: Departmental figures

The details of funds received and expended during this period by the five sampled Blocks¹⁷ are as follows:

Table - 19

(Rupees in lakh)

Year	Opening balance	Funds received	Other receipts	Total	Funds utilised	Unspent balance (Percentage)
2003-04	51.32	106.51	22.20	180.03	125.48	54.55 (30)
2004-05	54.55	124.02	6.66	185.23	134.06	51.17 (28)
2005-06	51.17	223.10	3.08	277.35	199.30	78.05 (28)
2006-07	78.05	143.36	2.83	224.24	183.33	40.91 (18)
2007-08	40.91	215.62	6.53	263.06	181.07	81.99 (31)

Source: Departmental figures

The BDOs of the sampled Blocks stated that the under utilisation of funds was due to non-release of payment due to non-completion of works. The PO, DRDA stated (June 2009) that 80 per cent of the funds were utilised at DRDA level but the BDOs could utilise only 72 per cent funds.

17

Basantpur, Chhohara, Chopal, Rampur and Rohru.

The scheme guidelines required that 50 *per cent* of the allocation to the GPs are earmarked for the creation of need based infrastructure in SC/ST habitations. Also, 22.50 *per cent* of annual allocation to the ZPs and Blocks are to be utilised for individual works of SC/ST beneficiaries living below the poverty line. Scrutiny revealed that while the ZP and the Blocks have faltered in utilising the funds for earmarked habitations during 2003-04 and 2006-07, the utilisation exceeded the allocation during 2004-06 and 2007-08. However, the required quantum of 50 *per cent* of allocation was not earmarked for creation of need based infrastructure in the SC/ST habitations in any of the Blocks during 2003-08. Further, development of land for individual benefit of SC/ST community was not ensured and the DRDA had not maintained the details of land allotted to individuals in this regard. The PO, DRDA stated (June 2009) that due to non-inclusion of SC/ST habitations in the approved list, the desired level of expenditure could not be achieved.

The details of employment generated under this scheme during 2003-08 as reported by DRDA to the GOI are as follows.

Table - 20

(In lakh)

Year	Total mandays generated	Mandays for SC/ST	Mandays for women	Mandays for others
2003-04	6.48	3.26	0.38	2.84
2004-05	5.23	2.85	0.34	2.04
2005-06	4.69	2.38	0.28	2.03
2006-07	4.30	2.37	0.03	1.90
2007-08	2.56	1.36	0.07	1.13
Total	23.26	12.22	1.10	9.94

Source: Departmental figures

There were no annual targets relating to employment generation although the DRDA planned to execute small works like construction of tanks, play ground, etc., for generating employment. Therefore, the extent of employment generated vis-à-vis targets could not be ascertained. In the sampled Blocks, out of 7173 works sanctioned during 2003-08, about 161 works were yet to be completed. The PO, DRDA stated (June 2009) that all the incomplete works have been completed. The status relating to employment generation in these Blocks was reported as follows.

Table -21

(In lakh)

Year	Total mandays generated (excluding women)	Mandays for SC/ST	Mandays for women	Mandays for others
2003-04	2.44	1.31	0.42	1.13
2004-05	2.89	1.71	0.34	1.18
2005-06	2.38	1.18	0.28	1.20
2006-07	2.90	1.52	0.42	1.38
2007-08	1.92	1.11	0.47	0.81
Total	12.53	6.83	1.93	5.70

Source: Departmental figures

Employment
Generation
under SGRY

As can be seen from the table above, the mandays reported for women in the selected blocks is much more than that reported for the district as a whole. Explanations for these discrepancies were not provided to audit. Clearly, the veracity of the figures reported to the GOI is doubtful.

The DRDA and the sampled Blocks had not maintained the employment registers in the prescribed format indicating the category wise details of people provided employment and the number of mandays generated for each work. In the absence of these details, the figures of employment generated were compiled from the muster rolls directly. In the absence of complete details in the employment registers, the employment reported to have been generated, especially in respect of women and SC/ST categories, could not be verified in audit.

In 30 out of 32 GPs sampled, the category-wise details of SC/ST and women beneficiaries provided wage employment were not recorded in the muster rolls. While 30 per cent of employment generated should have been in respect of women beneficiaries, the DRDA reported only 1.10 lakh mandays for women out of 23.26 lakh mandays generated in the district during 2003-08, instead of 6.98 lakh. The shortfall in the mandays generated for women ranged between 43 and 65 per cent in the sampled GPs. The Project Officer stated that the shortfall was due to the lack of demand from rural women for employment. There was, however, no evidence to this effect in the GPs. The PO, DRDA stated (June 2009) that category-wise details of people provided employment and number of mandays generated were not maintained properly in the prescribed format.

Recording and Monitoring

The scheme guidelines provided for maintenance of inventory of the assets created under the programme, detailing the date of commencement and completion of the project, cost involved, benefits derived, employment generated, etc. There was, however, no inventory of assets created under the programme. The BDOs concerned assured audit that these would be maintained hereafter.

The scheme envisaged setting up Vigilance and Monitoring Committees at the State and district level to oversee the implementation of the scheme. Scrutiny revealed that such committees were not set up in the district as yet. The PO, DRDA stated (June 2009) that Vigilance and Monitoring Committees at State/District/Block/Panchayat level have been constituted. However, during exit conference the PO stated that the actual implementation rests with the Panchayats and it could not be monitored fully by the district authorities. This is not a valid argument, since the committees are to be constituted for this very purpose.

Recommendations

- ✓ *The DRDA should ensure that employment registers are maintained in the prescribed format at the Blocks and GPs to assess the extent of employment generated in respect of various categories of people so that focused initiatives can be taken to provide adequate employment opportunities to the targeted beneficiaries.*
- ✓ *The Vigilance and Monitoring Committees should perform their role effectively.*

6.3 Energy

Overview

Out of the 2520 villages in the district, 1687 villages (67 *per cent*) have been electrified as of March 2008. The State Government chalked out plans for electrifying the remaining villages also through the Rajiv Gandhi Gramin Vidyutikaran Yojna (RGGVY).

The RGGVY was launched by the GOI in March 2005 to provide electricity to all the rural households within a period of five years. The Rural Electrification Corporation (REC) is the nodal agency for implementation of this scheme which has the following objectives:

Rajiv Gandhi Gramin Vidyutikaran Yojna (RGGVY)

- Provide 33/11 KV (or 66/11 KV) sub stations and lines in blocks where these did not exist.
- Create Village Electrification Infrastructure (VEI) for,
- Electrification of unelectrified villages.
- Electrification of unelectrified habitations with a population of above 100 persons.
- Provision of distribution transformers of appropriate capacity in electrified villages/habitations.
- Decentralised generation, distribution and supply.

The rural electrification is aimed at facilitating overall rural development, employment generation and poverty alleviation. The scheme is to be implemented with 90 *per cent* funding from the GOI. Electrification of BPL households is to be financed 100 *per cent* by the Central Government. The HP State Electricity Board prepared a detailed project report (DPR) in March 2005 for,

- Electrification of 7686 un-electrified households among electrified villages;
- Electrification of 2676 BPL households;
- Provision of new sub stations/transmission lines and distribution transformers in 2520 electrified villages; and
- Electrify all the nine un-electrified habitations.

Scrutiny revealed that the above plans of the Board for electrification of rural areas did not fructify since the DPR was sent to the REC for approval only in February 2006, i.e. after a delay of one year from the date of sanction. The DPR was approved by the REC in April 2008 i.e. after the

lapse of over three years. The Board is yet to finalise (September 2008) the tenders. The Board accepted the audit observations.

Electrification of the unelectrified villages/habitations was thus not achieved during the review period, due to the laxity of the Board in formulating plans on time and pursuing them to their fruition.

Recommendation

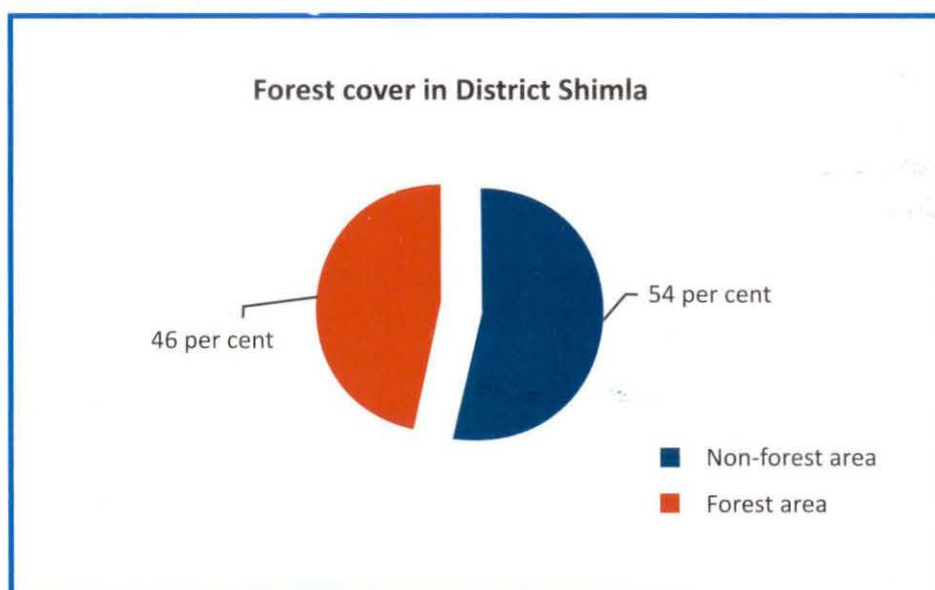
- ✓ ***The State Government should streamline its internal processes to ensure that project proposals are formulated on time and pursue with the GOI to ensure that adequate funds are provided for electrifying all the unelectrified habitations/villages within a specific timeframe.***

6.4 Forests

Overview

As per the State Forest Report (SFR) 2005, out of the total geographical area of 5,131 sq kms in Shimla district, the forest cover is 2,379 sq kms (192 sq kms dense, 1,576 sq km moderately dense and 611 sq kms open forests) which accounts for about 46 *per cent* of the total geographical area, as shown below:

Chart - 11

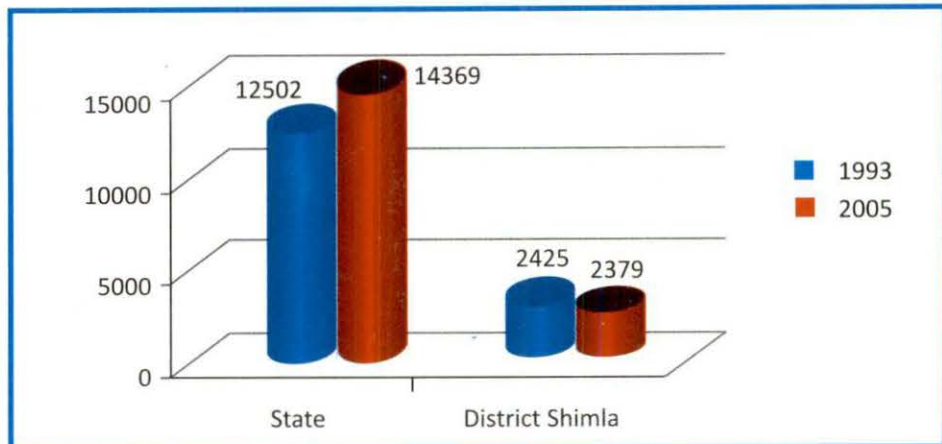


Source: Forest Department

The State Forest Department is mandated to ensure afforestation in blank areas, enrich planting, improve pasture, protect afforestation and make efforts for re-afforestation in scrub areas. Due to the efforts of the Forest Department, the total forest cover in the State increased from 12502 sq kms in 1993 to 14369 sq kms as of 2005 i.e. an increase of 15 *per cent*. However, there was a marginal decrease in the forest cover in district Shimla from 2425 sq kms to 2379 sq kms (a decline of 2 *per cent*) during

the corresponding period, as can be seen from the chart below:

Chart - 12



Source: Figures provided by Department

The targets fixed under general forestry schemes in the district were shown to have been fully achieved during 2003-08. Despite this, there was a decrease in the forest cover in the district as can be seen from the above chart, which indicates that adequate attention is not given to checking deforestation and taking up afforestation measures.

Catchment Area Treatment (CAT)

Under Catchment Area Treatment (CAT) Plan, there was a shortfall in achieving the targets. In the Shimla forest division, CAT Plan (Kol dam project) scheme was introduced in July 2003 to carry out works like afforestation, construction of check dams and pasture development during a period of six years. The funds required for carrying out these activities had already been deposited by the user agency (National Thermal Power Corporation) with the State Government/ Compensatory Afforestation Management and Planning Agency (CAMPA). These funds were to be released by the State Government as per the CAT Plan document and Annual Plan of Operation approved for the respective divisions.

Scrutiny revealed that there was a shortfall of 46 per cent under afforestation, 62 per cent under pasture development and 27 per cent under construction of check dams on an average during 2004-08. This was despite availability of sufficient funds for the purpose.

Thus, the purpose of the scheme to check soil erosion, improve water retaining capacity and fulfill fodder, forage, firewood and small timber demands of the community was defeated due to non-achievement of targets.

Inadequate Plantation

As per the CAT Plan document of Kol dam project, under the component 'afforestation', 1500 plants were required to be planted in one hectare of area.

Scrutiny of plantation details of Shimla Forest division revealed that in 23 plantation areas of Bhajji and Taradevi ranges, only 2,39,130 saplings had been planted against 3,10,500 required as per the above norms despite adequate budget provision, which was utilised in full during 2005-07. The details are given below:

Table 22

(In numbers)

Name of range	Plantation area (In hectare)	Plantation required	Actual plantation	Shortfall
Bhajji	151	226500	177530	48970
Tara Devi	56	84000	61600	22400
Total	207	310500	239130	71370

Source: Figures provided by DFO

The DFO stated (September 2008) that adequate funds were not provided as per the cost model of 1,500 plants. The reply is not acceptable as sufficient funds were provided as per the cost norms.

(ii) As per departmental instructions issued in July 2004 and June 2005, plantation norms for State Plan schemes in non-tribal areas were fixed as under:

Table 23

Activity	Number of plants per hectare	
	2004-05	2005-06 onwards
Development of pastures and grazing lands	400-500	500
Improvement of tree cover Afforestation	1100	1100
Enrichment planting	600-800	800
Re-afforestation of scrub areas	1100	1100

Source: Figures provided by DFO

Scrutiny of plantation in Chopal and Shimla Forest Divisions for the years 2004-05 to 2006-07 revealed that the targets under State Plan schemes were fully achieved in Shimla Forest division. In Chopal Forest division, in 11 plantation areas of five ranges - Bamta, Chopal, Nerwa, Sarahan and Tharoch- 42,750 saplings were planted against 57,200 required to be planted as per norms as detailed below:

Table 24

(In numbers)

Year	Plants required to be planted	Actual plantation	Shortfall
2004-05	7,700	2,850	4,850
2005-06	44,000	35,900	8,100
2006-07	5,500	4,000	1,500
Total	57,200	42,750	14,450

Source: Figures provided by DFO

The objectives of afforestation, pasture development, construction of check dams to check soil erosion, improving water retaining capacity and to fulfill fuel, fodder and small timber demands of the community were thus not fully achieved due to the inability of the Department to identify the areas for corrective action on a realistic basis.

The audit findings were referred to the Government in May 2009. Reply had not been received (June 2009).

Recommendation

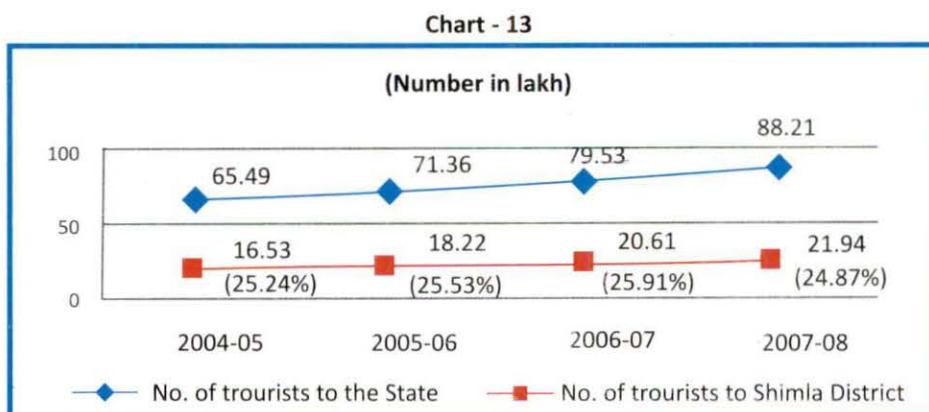
- ✓ **The State Government should analyse the reasons for decrease in the forest cover in the district compared to the other areas in the State and take appropriate measures to check deforestation and increase afforestation.**

6.5 Tourism

Introduction

The district is a tourist hub with its high mountain peaks, steep slopes, deep valleys and water falls. It has many places of historical, religious and archaeological importance. Shimla district boasts of adventure sports like skiing, trekking, mountaineering and golfing apart from a profuse of apple orchards make the district a virtual paradise for tourists.

The year-wise details of tourist inflow to the State and District Shimla during 2004-08 are given below:



Source: State Planning Department

Overview

As can be seen from the chart, the district attracted about one fourth of all the tourists that visited the State during the last four years. While there was a marginal decline in the percentage of tourists visiting the district compared to the previous years during 2007-08, the actual number of tourists has increased by about 1.33 lakh.

Integrated Development of Tourism

In order to package the district further as a tourist destination, the State Government proposed five projects for integrated development of (a) Shimla tourism circuit (b) Rohru-Chansal circuit (c) Sarahan-Shrikhand circuit (d) Pilgrim circuit and (e) Eco-tourism circuit for the district.

The GOI approved the proposal between December 2004 and September 2007 and sanctioned Rs 17.28 crore for the purpose. Rupees 15 crore was released as Central Financial Assistance upto October 2008 by the GOI and the balance amount was held back due to non receipt of the Utilisation Certificates from the State Government in respect of four projects that were to have been completed by December 2008.

Scrutiny revealed that out of Rs 15 crore released by the GOI, the State Tourism Department released only Rs 9.70 crore to the implementing agencies upto October 2008. The Government stated that as of June 2009, an amount of Rs 10.53 crore had been released to the implementing agencies and the expenditure there against was Rs 7.68 crore. The reply confirms the fact that the State Tourism Department had not released Rs 4.47 crore to the implementing agencies so far (June 2009) out of the amount received from the GOI. The implementation of works was also very slow except in Shimla circuit as only Rs 34.92 lakh was expended on the remaining 4 circuits so far. The status relating to the completion of the five projects is given below:

- Nine works sanctioned for Rs 72.31 lakh were completed by March 2008 at a cost of Rs 1.52 crore. The excess expenditure of Rs 80 lakh has not yet been approved by the GOI. The Government stated (June 2009) that the funds of Rs 80 lakh were utilised out of other schemes under Shimla circuit. The reply confirms that funds were not utilised as per allocation by the GOI.
- Seven works sanctioned for Rs 7.28 crore were at various stages of completion and Rs 5.18 crore had been incurred on these works as of October 2008. Government stated (June 2009) that an expenditure of Rs 5.81 crore had been incurred. The reply confirms that about 20 *per cent* of the amount sanctioned by the GOI was still unspent.
- The State Government submitted UCs for an amount of Rs 1.30 crore to the GOI, although the amount had not been utilised for the intended purpose. The Government stated (June 2009) that UCs for the entire amount were submitted because the works were at various stages of completion and balance 20 *per cent* amount was to be obtained from the GOI. The reply confirms the fact that UCs were furnished to the GOI before completion of the works.
- The State Department of tourism spent only Rs 4 lakh out of Rs 4.38 crore earmarked for procurement of adventure sports equipment.
- Integrated development of Rohru-Chansal and Sarahan-Shrikhand circuits had not been taken up despite availability of funds, as the requisite sites had not been finalised as of October 2008.

The Government stated (June 2009) that Rs 2.81 crore had been released to the implementing agencies and the expenditure there against was Rs 34.92 lakh. The revised scope of works of Rohru-Chansal and Sarahan-Shrikhand circuits was sent to the GOI in September 2007. The revision was, however, withdrawn (May 2008) after discussion with the GOI and the executing agencies were asked to start the works. As most of the area falls under forest, the transfer process of land was taking more time and that the work would be started shortly. The reply confirms the fact that the State Tourism Department took unduly long time to get the land transferred. So far (June 2009), the expenditure on works in four circuits was only five per cent of the amount released by the GOI.

Recommendation

- ✓ ***The tourism potential of the district needs to be harnessed to the full extent for which financial management should be more efficient and effective and available funds should be utilised within the set time schedule.***

7. General Services

7.1 E-Governance

Overview

NIC had set up a District Informatics Centre (DIC) in Shimla way back in 1988 to support the district administration and spread awareness about the use of information technology (IT) in various departments. The initiative envisaged procurement of hardware, development of software applications and training the staff of various offices in the district in the use of IT. The activities of the DIC have expanded over the years and currently, the entire district is networked. The State Government set up Integrated Community Service Centres (i-CoSC) known as 'Sugam' Centres upto tehsil level in district Shimla on a pilot basis for delivery of about 50 services to the people of the district through a single window. These i-CoSCs are operated and managed by a district e-governance society with support from the Society for Promotion of Information Technology and E-Governance (SITEG).

The system was developed basically to facilitate provision of the following services electronically:

Table - 25

Certificates	<ul style="list-style-type: none"> • Certificates relating to Birth/Death, Caste, OBC, Domicile, Handicapped status, Marriage, Nationality, Non-Encumbrance, Solvency, Surviving Members and Income.
Registration	<ul style="list-style-type: none"> • Registration relating to Birth/Death, Marriage, Electoral Rolls.
Revenue	<ul style="list-style-type: none"> • Property registration, certified copy of Khatauni/ Jamabandi/Khasara/Girdawari.
Licenses/Permits	<ul style="list-style-type: none"> • Issue of Driving License, Registration Certificates of new vehicles, Token Tax of commercial vehicles, change of address, Transfer of Ownership of Non-transport Vehicles, Issuance of Conductor License and Ration Cards.
Agriculture/ Horticulture	<ul style="list-style-type: none"> • Information about Mandi rates in respect of identified commodities in important mandis, • Remedy for crop diseases from experts through remote assistance.
Utilities	<ul style="list-style-type: none"> • 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, private hotel reservation
Social Services	<ul style="list-style-type: none"> • Information about Family Pension, old age pension, Government Pensioners Helpline, Police on-line complaints, etc.

Source: Information collected from Sugam records

Services

There are 16 Sugam centres in the district spread over various tehsils/sub tehsils. Two of these centres are non-functional (in Dodra-Kwar and Kupvi). A review of the functioning of five (Shimla, Chopal, Jubbal, Rampur and Sunni) out of the remaining 14 centres, selected on a random basis, revealed the following:

- There was no standardisation in the use of the name with two of the five sampled centres using the 'Sugam' brand name, while the remaining three preferred to be known as 'e-governance' centres. The logo and signboards used for the centres were different at all the sampled centres despite specific directions from the State Government for standardisation, as can be seen from the photographs given below. On this being pointed out in audit, the Director (IT) issued (June 2009) instructions to the DC Shimla to follow the guidelines strictly.

Photograph - 12



Photograph - 13



Functioning
of Sugam
Centres

Centre Rampur and Jubbal using different brand names.

- The centres are to be located at places that are easily visible and accessible to the citizens with display boards. However, there was no indication relating to the location of the centres in the buildings visited by the audit team. Also, when contacted, the public in Rampur and Jubbal tehsils expressed ignorance about the existence of these centres. On this being pointed out in audit the Director (IT) issued (June 2009) instructions to DC Shimla that centres may be set up at accessible locations.
- At Rampur and Chopal centres, the services were split and provided at two different locations i.e. in SDM's office and tehsil office, causing avoidable inconvenience to the public. On this being pointed out in audit, the Director (IT) instructed (June 2009) DC Shimla to take necessary action to integrate all the services at every location.
- Out of 37 services that were to be provided at the district level, 35 services at the sub division level and 33 services at the tehsil level, only 12, 5 and 3 services were available at the district, sub division and tehsil level respectively. Shortfall in provision of services to the public, thus ranged between 68 and 91 per cent. The Director (IT) stated (June 2009) that Sugam centre at DC's office Shimla is providing 40 services under one roof to the citizens. Of these, 29 are web based

and 11 are transaction based. Web based services are available on internet for every location having internet connectivity. He further stated that the Department is establishing 3366 Common Services Centres (CSCs) known as Lokmitra at Panchayat level in the State and more services are being identified by the Department in collaboration with the line departments which will be provided to the citizens through Sugam/Lokmitra.

- At Chopal and Jubbal centres, due to the non- functioning of the UPS, the Sugam services were not being provided during power outages. There was no power back up at any of the centres sampled in audit. In the absence of recording and formal reporting, the number of outages and frequency of power failure could not be ascertained. The Director (IT) stated (June 2009) that to take care of all such issues, additional hardware has been provided at various Sugam locations and directed the DC to verify that such problems have been eliminated.
- Data was not backed up at regular intervals and there was no business continuity plan to operationalise the system in case of any emergency failure. Only the software relating to Himbhum i.e. land records related data is being backed up at the district level. On this being pointed out in audit, the Director (IT) issued (June 2009) instructions to back up the data at Sugam centres regularly.
- While it was envisaged that with the implementation of Sugam, the processes relating to all the services proposed to be made available electronically, would be re-engineered and automated, scrutiny revealed that the public continued to follow up their applications for various utilities manually from one place to another defeating the main objective of providing all the services under one roof. On this being pointed out in audit, the Director (IT) instructed (June 2009) the DC to stop processing the letters and marking applications manually and start processing these directly at the counter. The replies of the Director showed lack of concurrent monitoring of Sugam centres.

Recommendations

- ✓ ***The Sugam centres should have a standardised name and logo which is applied uniformly in all the districts and tehsils.***
- ✓ ***Measures need to be initiated to ensure that the underlying data relating to the services being provided through the Sugam centres is complete, accurate and up-to-date.***
- ✓ ***Disaster recovery procedures should be put in place to deal with any eventuality and data in the system should be backed up on a regular basis.***

7.2 Municipal Services

Provision of basic civic amenities is the responsibility of the district municipal administration. District Shimla has one Municipal Corporation for Shimla town with two Municipal Councils (Theog and Rampur) and six Nagar Panchayats (Narkanda, Kotkhair, Sunni, Chopal, Jubbal and Rohru. The functioning of the Municipal Corporation, Shimla and Municipal Council, Theog and Nagar Panchayats, Chopal and Sunni was reviewed in audit.

7.2.1 Municipal Corporation Shimla (MCS)

Infrastructure

The MCS functions as an institution of self governance and its jurisdiction extends over 16 zones. It receives grants and funds from the Government, various departments and earns revenue through taxes, rents, issue of licenses, car parkings, etc. The MCS is mandated to utilise these funds for provision of adequate civic amenities to the public. It was, however, seen that Rs 32.41 crore was lying unspent with the MCS in the form of bank deposits, etc., as of March 2008 even as numerous works remained incomplete. The Principal Secretary (UD) stated (June 2009) that out of Rs 32.41 crore, Rs 16.89 crore was separately maintained to meet annual expenses for salary of staff, office expenses, wages and contingent expenditure and that, out of the remaining balance of Rs 15.52 crore, Rs 8.19 crore has been spent and balance Rs 7.33 crore would be utilised within the financial year. The reply is not acceptable as the funds were required to be utilised within a laid down timeframe which has not been observed. Moreover, funds cannot be deposited in banks and carried over to the subsequent financial year for meeting expenses on salary of the staff, office expenses, wages and contingent expenditure which is to be met from the annual budgeting exercise.

The basic amenities were not provided to the public as brought out below:

- The MCS received Rs 2.73 crore from various authorities like DC, Tourism and Urban Development departments, etc., for execution of 189 developmental works like construction/repair of link roads, toilets, parking slots, parks and so on during 1992-93 to 2006-07. Despite the conditions governing the sanction of these funds stipulated the completion of these works and utilisation of funds within one year from the date of their sanction, none of these works have been taken up as of August 2008. The Executive Engineer, MCS confirmed (August 2008) the facts and stated that the Department could not spare time for execution of these works since it had other priorities. The Principal Secretary (UD) stated (June 2009) that Rs 90 lakh have been utilised and in most of the remaining cases, works have been started/awarded and in other cases, there were issues beyond the control of MC relating to land, TCP approval and non-receipt of estimates. The reply is not acceptable as the funds remained parked for a considerable time.
- DC Shimla provided Rs 23.50 lakh during 2001-08 to MCS for construction of ambulance roads in 15 localities of the MC area. However, none of these ambulance roads had been taken up as of August 2008. The Executive Engineer confirmed (September 2008) the

facts and attributed the delay in taking up these projects to involvement of forest land and dispute over some of these roads. The Principal Secretary (UD) stated (June 2009) that work in nine localities has been completed and that, in the six remaining cases, five were held up on account of clearance from forest and one was in progress. The reply is not acceptable as the clearance from the concerned departments should have been obtained before the drawal of funds.

- In a study carried out during 2005-06, 31 localities were identified where street lights were to be provided. A budget of Rs 19.24 lakh with an enhanced provision for Rs 30 lakh was provided for during 2007-08 for provision of street lights in 10 out of these 31 localities. However, none of these localities was provided with street lights as of August 2008. The Principal Secretary (UD) stated (June 2009) that Rs 18.67 lakh has been remitted to HPSEB for installation of street lights for 10 localities.

Municipal authorities are responsible for collection, storage, segregation, transportation, processing and disposal of municipal solid waste. A review of the processes involved in solid waste management in the district revealed the following:

- The MCS area produces about 57 to 60 tonnes of garbage per day. In order to collect this waste, 186 open dustbins and 206 dumper containers have been provided in Shimla town. However, only 35 dumper containers were being lifted regularly during the period under review. The remaining containers were lifted at intervals of two to fifteen days as detailed below:

Table 26

Frequency of lifting	Number of containers
Once in two days	10
Once in three days	66
Once in four days	37
Once in five days	15
Once in six days	4
Once a week	37
Once a fortnight	2
Total	171

Source: Details provided by the Project Coordinator

Due to non-lifting of the garbage on a daily basis, the dust bins were overflowing and the garbage was being scattered all over the place, as can be seen from the following photograph.

Photograph - 14



Garbage overflowing at IGMC Road, Sanjauli

Waste Management

During exit conference, the Director (UD) stated that solid waste is calculated on the basis of permanent population of MC area and the floating population is not taken into consideration. He assured that the solid waste generated due to floating population will be assessed and taken into account. The Principal Secretary (UD) stated (June 2009) that MC needed atleast 35 more vehicles to improve the lifting of garbage and for this purpose the State Government had sanctioned a soft loan of Rs 2 crore for purchasing vehicles for lifting/transportation of garbage.

- Out of the total waste of about 60 tonnes generated every day, only 40 tonnes was being transported to the Bio Conversion Plant in Shimla town. The Project Co-ordinator stated (September 2008) that waste was not being disposed of properly due to non availability of infrastructure such as vehicles, dustbins, etc., with MCS. The Principal Secretary (UD) stated (June 2009) that an integrated Solid Waste Management Project for Rs 16.04 crore has been sanctioned under Jawahar Lal Nehru National Urban Renewal Mission (JNNURM) for purchase of hydraulically operated Mahindra Pick-up and after inclusion of these vehicles the transportation of garbage would improve.
- The solid waste collected in the 186 open dustbins is transported to the dumping site in four open vehicles as can be seen from the photograph below.

Photograph - 15



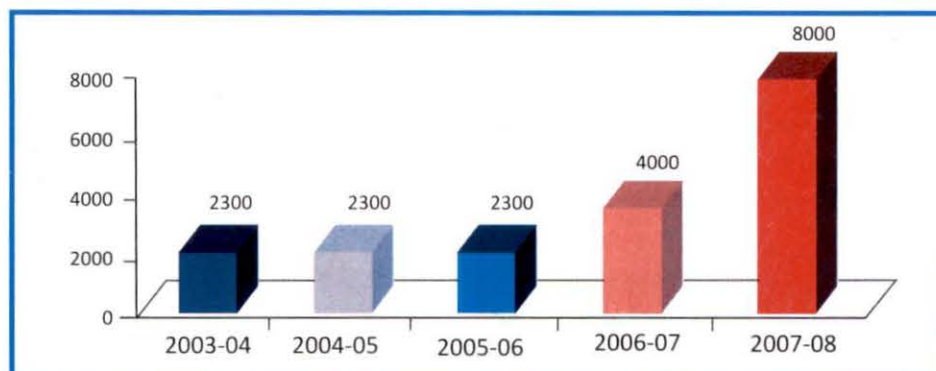
Garbage being carried in an open dumper at the Mall, Shimla

The Corporation Health Officer, while admitting the facts, justified the position stating (August 2008) that use of open dustbins and open vehicles was unavoidable due to the hilly terrain. The Principal Secretary (UD) stated (June 2009) that 14 small dumper containers have been replaced which were in bad conditions to avoid scattering of garbage on road during transportation and 100 specially designed dumpers would be purchased shortly.

- As per the Detailed Project Report on solid waste management for Shimla prepared by the National Productivity Council in December 2006, there were around 0.40 lakh households in Shimla, which were to be covered through door to door garbage collection scheme. However, only six to twenty per cent households were covered under

this scheme as of March 2008, as can be seen from the chart below:

Chart - 14



Source: Departmental figures

The Corporation Health Officer admitted the facts (September 2008) but did not cite any reason for the delay in covering all the targeted households. The Principal Secretary (UD) stated (June 2009) that waste collection works has been assigned to eight different NGOs/Contractors which has improved the collection of solid waste from the door steps.

The population of Shimla town and the adjoining areas under the jurisdiction of MC Shimla was 1.75 lakh as per Census 2001. A survey commissioned in 2007-08 by MC Shimla assessed the total requirement of water in Shimla at about 41.28 million litres per day for different categories of consumers. Against this, MC Shimla could supply only 27.36 to 29.86 million litres per day during the period under review.

Water Supply

The Municipal Engineer accepted that water supply was not adequate to the requirements of the town and stated that consumers were provided 110 litres per capita per day during the lean period (April to July). During this period, the quantity of water received by MC Shimla decreases by 30 to 40 per cent, whereas the demand increases due to tourist inflow. To deal with this crisis, the MC Shimla supplies water only on alternate days. The Principal Secretary (UD) stated (June 2009) that a DPR for replacement and rejuvenation of old water distribution system has been approved under JNNURM by GOI which would improve the water supply situation.

7.2.2 Municipal Councils (MCs) and Nagar Panchayats (NPs)

Infrastructure

A review of the functioning of the MC Theog, NP Sunni and NP Chopal was carried out to assess the extent of developmental works carried out by the MCs and NPs on a sample basis. The review revealed that MC Theog did not take appropriate and timely action to execute developmental works approved and funded by the GOI and the State Government. There were delays in selection of site for the works and the objective of developing the town as part of the integrated development of small and medium

towns, as envisaged by the GOI was not achieved. The Principal Secretary (UD) stated (June 2009) that Department has issued directions to ensure utilisation of the funds provided to them at the earliest.

The procedure for garbage disposal in the MCs and NPs is akin to the one followed by the MCS. MC Theog placed 25 covered dustbins at various places in the town and about 8.50 quintals of garbage produced every day by the town is collected and transported to the dumping site in open tippers.

**Waste
Disposal**

NP Sunni had placed four open steel dustbins within its area limits. About 3 quintals of garbage generated every day in the area is collected and transported to the dumping site in four open hand carts. Similarly, NP Chopal had placed 14 cement concrete open dustbins within its area limits and about four quintals of garbage generated from the area every day is collected and transported to the dumping site in four open hand carts. The Principal Secretary (UD) stated that the NPs have selected the disposal site and demanded funds for transportation of solid waste.

The MCS, MCs and NPs invested huge funds in bank deposits instead of utilising the money for developmental works to improve the civic amenities like street lights, safe drinking water and disposal of waste. The Principal Secretary (UD) stated (June 2009) that due to procedural delays and time period required for the construction work, the funds were parked temporarily in bank account to avoid loss of revenue and ensure security of funds.

Recommendations

- ✓ ***MC Shimla through effective planning and monitoring should complete the works in a time bound period for which funds have been received by it from different agencies. The works which cannot be taken up due to site disputes or due to other reasons, the funds received for such works should be returned to the funding agencies.***
- ✓ ***While getting the schemes sanctioned for solid waste or any other developmental schemes, the floating/tourist population should also be taken in view.***

8. Monitoring and Evaluation

Prescribed Inspection and Supervision

The DC is responsible for monitoring the progress of implementation of various developmental programmes in the district and ensuring that these are executed within the specified timeframe and approved budget. While most of the Central and State plan schemes specifically specify the monitoring requirements, in general, most schemes require that the DC monitor the progress on a monthly/quarterly basis. The District Planning and Development Committee is also required to review the progress of schemes every quarter. In addition, the State Government has also specified the extent of supervision to be carried out at various levels with regard to the developmental works/projects, as follows:

Table - 27

Designated Officer	Percentage of Inspection to be carried out
Block Development Officer / Junior Engineer	100
District Planning Officer	15
Addl. DC / Addl. DM	5
Sub-Divisional Officer	10
Deputy Commissioner	4
Official from State Planning Department	1

Apart from the stipulated personal inspection and supervision, review of the execution of schemes was also to be done through periodical review reports and statements of expenditure (SOE) to be sent from various levels GPs to the Blocks, Blocks to the DRDA/DC, DC to the State Government and onwards to the Central Government, with regard to the Central schemes.

Actual Inspection and Supervision

Scrutiny revealed that monitoring and supervision of the progress of implementation of various schemes in the district was perfunctory. The District Planning and Development Committee met only twice since its constitution December 2004 and March 2006, and never thereafter. While the Addl. DC stated that field visits and inspections were carried out both by the DC and the Addl. DC, there was no documentary evidence relating to the discussions held during such visits or the decisions taken/follow up action initiated consequent to such inspections. The DC reportedly holds monthly meetings with the BDOs to review the progress of execution of works/ schemes. There is, however, no record of the discussions or the decisions taken in such meetings or further directions to overcome the bottlenecks, if any, in the execution of the schemes.

Statements of Expenditure

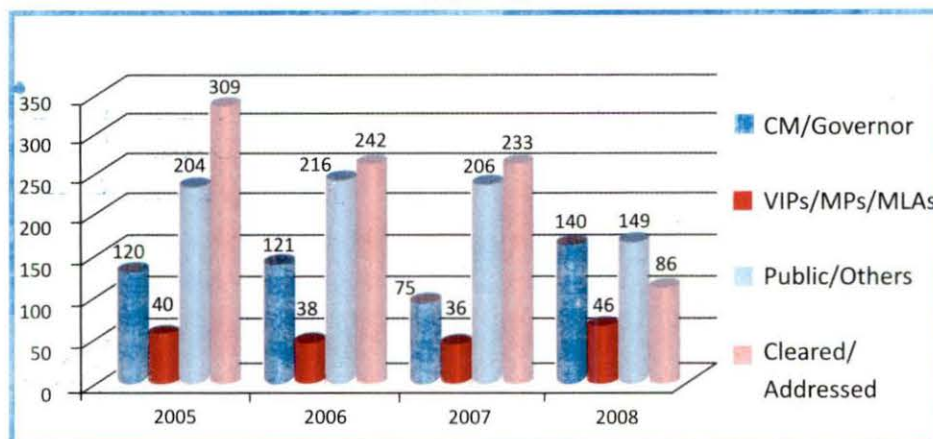
In the sampled Blocks and GPs, it was observed that the GPs do not send the SOEs on a monthly basis to the Blocks. The Blocks do send monthly SOEs to the DC but these are based on the details of the amounts released to the GPs rather than the actual amount utilised by the GPs or the

physical progress in the execution of the schemes. The Additional DC stated that the BDOs release funds to the GPs only after ascertaining the progress of work from the JEs. However, there was nothing on record to confirm this position.

The State Government has instituted a mechanism at the district level to address the grievances of the policy makers and public. A Grievance Cell has been set up in the office of the DC with four staff, which caters to three types of grievances-those received from the (a) Governor and Chief Minister of the State, (b) those received from the Ministers and Members of the Legislature/Parliament and (c) from the general public. The timeframe specified by the State Government for redressing the grievances in (a) and (b) is one month and those in (c) is one and a half months. The position relating to the number of grievances received and those addressed during the last four years (upto October 2008) as reported by the DC's office, is given below:

Chart - 15

Grievance
Redressal



The grievances are sent by the Cell to the concerned line departments for taking necessary action with a copy to the complainant. Once action is taken on the complaint/grievance, the line Department intimates the Cell, which in turn informs the complainant.

Apart from this Cell, there is a Grievance Committee, which comprises all the heads of the departments and the district authorities. This Committee meets once or twice a year and takes stock of the situation. There is, however, no mechanism to periodically review the clearance of the grievances by the concerned departments and inform the complainant of the status.

Recommendation

- ✓ **Monitoring, inspection and supervision needs to be strengthened at all the tiers of local administration to ensure that the programmes are executed on time and within cost, and timely corrective action is taken in cases of slippage.**

9. Conclusion

The impact of various socio-economic developmental programmes being implemented in district Shimla, do not seem to have the desired effect on the living standards of the people of the district, due to a combination of reasons. There are a multiplicity of programmes and schemes and even larger number of implementing agencies, making it difficult for the district administration to effectively monitor and supervise the developmental activities. While almost all the developmental programmes are targeted at the same set of beneficiaries, the existence of myriad programmes without an integrated focus, has led to each of them being implemented in a stand alone mode.

While the GOI has increasingly been entrusting the responsibility for the delivery of key services like education, health, employment, etc., at the local level, especially the PRIs, to ensure efficiency and effectiveness in the delivery of these services and to ensure that the local Governments at the district, block and GP level are empowered to discharge the functions that are constitutionally assigned to them, absence of adequate participation from these levels in the planning process is hindering the planned progress of the district and address the felt needs at the grass root level. While the PRIs are empowered to prepare specific plans for an integrated development of their area, lack of structured annual action plans from these levels and absence of capacity building have resulted in their inability to expend the funds provided to them for implementation of various programmes.

Adequate monitoring mechanism is either not instituted, or is not functioning as envisaged, with regard to execution of schemes. While plans have been formulated for providing integrated development of a sector/service, these could not be executed in a time bound manner due to non-compliance with the required formalities like obtaining clearance for forest land or clear title to land.

The State Government will have to address these serious issues in order to achieve real development of the capital district at the desired pace.

Shimla
The



(K. Ganga)

Principal Accountant General (Audit)
Himachal Pradesh

Countersigned

New Delhi
The



(Vinod Rai)

Comptroller and Auditor General of India

Glossary of abbreviations

Abbreviations	Expanded form
AA/ES	Administrative Approval/Expenditure Sanction
AAP	Annual Action Plan
ABER	Annual Blood Examination Rate
ADC	Additional Deputy Commissioner
ANC	Antenatal Care
ARWSP	Accelerated Rural Water Supply Programme
ASHA	Accredited Social Health Activist
ASHI	Association for Social Health of India
BCG	Bacillus Calamde Gurine
BDO	Block Development Officer
BPL	Below Poverty Line
C&V	Craft and Vernacular
CAMPA	Compensatory Afforestation Management and Planning Agency
CAP	Comprehensive Action Plan
CAT	Catchment Area Treatment
CEO	Chief Executive Officer
CH	Civil Hospital
CHC	Community Health Centre
CMO	Chief Medical Officer
CSC	Common Services Centre
DAPO	District Aids Programme Officer
DC	Deputy Commissioner
DCP	Decentralised Planning
DDHE	Deputy Director Higher Education
DE	Director Education
DFO	Divisional Forest Officer
DHE	Director Higher Education
DHS	District Health Society
DIC	District Informatics Centre
DM	District Magistrate
DPC	District Planning Committee
DPDC	District Planning Development and Twenty Point Review Committee
DPO	District Project Officer
DPR	Draft Project Report
DPT	Diphtheria Petussis Tetanus
DRDA	District Rural Development Agency
DT	Diphtheria Tatanus

FHAC	Family Health Awareness Camp
FRU	First Referral Unit
GHS	Government High School
GOI	Government of India
GP	Gram Panchayat
GSSS	Government Senior Secondary School
HM	Headmaster
HPSEB	Himachal Pradesh State Electricity Board
ICDS	Integrated Child Development Services
i-CoSC	Integrated Community Service Centre
ICTC	Integrated Counseling and Testing Centre
IEC	Information Education and Communication
IFA	Iron Folic Acid
IGMC	Indira Gandhi Medical College
IMR	Infant Mortality Rate
IPH	Irrigation and Public Health
IRDP	Integrated Rural Development Programme
IT	Information Technology
JBT	Junior Basic Teacher
JNNURM	Jawahar Lal Nehru National Urban Renewal Mission
JSY	Janani Suraksha Yojna
MC	Municipal Council
MCH	Maternal and Child Health
MCS	Municipal Corporation Shimla
MD	Mission Director
MGMSC	Mahatma Gandhi Memorial Sciences Complex
MLA	Member of Legislative Assembly
MLALADS	Vidhayak Kshetriya Vikas Nidhi Yojna
MMGPY	Mukhya Mantri Gram Path Yojna
MMR	Maternal Mortality Rate
MP	Member of Parliament
MPLADS	Member of Parliament Local Area Development Scheme
NA	Not Applicable
NABARD	National Bank for Agriculture and Rural Development
NACO	National Aids Control Organisation
NACP	National Aids Control Programme
NPCB	National Programme for Control of Blindness
NGO	Non-Government Organisation
NLEP	National Leprosy Eradication Programme
NP	Nagar Panchayat
NREGP	National Rural Employment Guarantee Programme
NRHM	National Rural Health Mission

NVBDCP	National Vector Borne Control Programme
OBC	Other Backward Class
OPV	Oral Polio Vaccine
PD	Project Director
PHC	Primary Health Centre
PMGSY	Pradhan Mantri Gram Sadak Yojna
PO	Project Officer
PRI	Panchayati Raj Institution
PWD	Public Works Department
RCH	Reproductive and Child Health
RDD	Rural Development Agency
REC	Rural Electrification Corporation
RGGVY	Rajiv Gandhi Gramin Vidyutikaran Yojna
RKS	Rogi Kalyan Samiti
SC	Sub Centre
SC	Schedule Caste
SDM	Sub-Divisional Magistrate
SDP	Sectoral Decentralised Planning
SFR	State Forest Report
SGRY	Sampoorna Gramin Rozgar Yojna
SITEG	Society for Promotion of Information Technology and E-Governance
SOE	Statement of Expenditure
SSA	Sarva Shiksha Abhiyan
ST	Schedule Tribe
STD	Sexually Transmitted Diseases
STI	Sexually Transmitted Infections
STP	Sewage Treatment Plant
TFR	Total Fertility Rate
TGT	Trained Graduate Teacher
TIP	Targeted Intervention Project
TT	Tetanus Toxoid
UC	Utilisation Certificate
UD	Urban Development
UPS	Uninterrupted Power Supply
VBTC	Voluntary Blood Testing Centre
VHSC	Village Health Sanitation Committee
VMJS	Vikas Mein Jan Sahyog
ZP	Zila Parishad

