

Preface

1. This Report of the Comptroller and Auditor General of India contains the results of district centric Audit of Sirmaur district in Himachal Pradesh. The Report has been prepared for submission to the Governor under Article 151 (2) of the Constitution of India.
2. Audit conducted a review of the significant socio-economic developmental activities implemented in the district Sirmaur during the period 2004 to 2009. Audit process involved test check of records pertaining to the district Sirmaur, in the State Planning Department, the office of the Deputy Commissioner, District Rural Development Agency, selected Blocks, Gram Panchayats, Nagar Panchayat Rajgarh and Municipal Councils Nahan and Paonta Sahib, other departments and various district level implementing agencies.
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 of Sirmaur district was carried out to assess the status and impact of implementation of various socio-economic developmental activities in the district during 2004-09 and to evaluate whether quality of life of people has improved.

The review covered key social sector programmes relating to Health, Education and Water supply, economic sector programmes relating to creation of Roads and other infrastructure, Employment generation, provision of basic civic amenities and use of Information Technology (IT) to provide better public services, etc.

While audit brought out many positives in the social sector programmes relating to health and education; however, there were quite a few areas where the State/District administration needs to focus its attention.

Planning

Audit scrutiny revealed that the District Planning, Development and Twenty Point Programme Review Committee (DPDC) had not prepared any Perspective Plan or Annual Action Plans, 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 Deputy Commissioner (DC) based on the proposals submitted by the MPs/MLAs/Other individuals as per the perceived benefit to the local populace. In fact, there was no integrated District Plan.

In the absence of perspective plans and annual action plans for the development of the district with inputs from Blocks and GPs, gaps in various developmental schemes/programmes remained unidentified with the result that the felt needs of the weaker sections of the society and the disparities between various regions and communities within the district could not be addressed.

Recommendations:

Holistic perspective and integrated annual plans should be prepared for the district, based on a structured process of obtaining inputs from Blocks and GPs and other stakeholders for a more realistic assessment of the district.

Accounting Framework and Financial Management

The total flow of funds in the District during 2004-09 and expenditure incurred was not available either with the Additional DC who is the Chief Planning Officer or with the District Planning Officer and other district authorities like DRDA.

There is an absence of a uniform system for maintenance of separate bank accounts for various schemes. The receipt, utilisation and accountal of developmental funds is done on mere release of funds to implementing agencies rather than after their actual utilisation, as

such, the reported progress and achievement of these schemes depicting the outcomes do not reflect the true picture and result in skewing the planning process for overall development.

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.

Recommendations:

Financial management, in general, needs improvement, and funds provided for various socio-economic developmental programmes need to be efficiently and effectively utilised.

A uniform accounting system should be put in place for showing actual utilisation of funds relating to various developmental schemes as distinct from mere release of funds to implementing agencies. Also, 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.

Social Services

Health

The process of assessing the health care requirements and gaps in infrastructure, equipment, manpower, etc., as per NRHM stipulation is yet to be completed in the district. The district had three CHCs, 36 PHCs and 145 SCs. Except PHCs, the number of other institutions was less than the norms prescribed. The basic health care services required to be provided in the health centres were not available at many of the centres visited by the audit team. Moreover, due to non-availability of adequate number of skilled manpower the purpose of setting up the health centres was not achieved in the district.

The prevalence of vaccine preventable diseases was negligible in the district as no case of infant and child diseases like neonatal tetanus, diphtheria, tetanus and whooping cough was detected in the district during 2005-09. However, 220 cases of measles were detected during 2005-09. No new case of Polio was detected during 2005-09 in the district. Out of 2,845 persons screened up to March 2009 under National AIDS Control Programme in the district, 39 persons were found HIV positive.

Separate targets/health indicators for the districts were not prescribed despite the Mission (NRHM) requirement to do so. Therefore, the progress of achievement of the crucial health indicators for the district could not be ascertained and the authenticity of the data reported at the State level could also not be verified.

Community participation in planning, implementation and monitoring of the NRHM programme was not ensured. No Village Health and Sanitation Committees (VHSC) had been formed in the district. Though Rogi Kalyan Samities (RKSSs) have been formed in all the CHCs and PHCs in the district, these are yet to become fully operational.

In the absence of proper planning involving identification of gaps in the healthcare infrastructure and non-availability of stipulated facilities and skilled manpower in the health institutions, the aim of providing accessible and affordable healthcare to people remained to be achieved in the District.

Recommendations:

The District Health Society should play a more proactive role in commissioning a survey to identify the gaps in health care infrastructure and facilities and draw up a specific timeframe as per the NRHM guidelines, to provide accessible and affordable health care to the rural poor and vulnerable sections of the district. All the health centres should be equipped with adequate and skilled manpower to achieve the objectives of the programme.

Education

A review of the status of education in the district, especially in the context of implementation of SSA, revealed that the number of primary and upper primary schools (upto standard VIII) increased but enrolment of children in the targeted age group of 6-14 years in these schools decreased during 2004-09.

Higher education is being imparted in the district through a network of 61 Government High Schools (GHS), 79 Government Senior Secondary Schools (GSSS), one Post Graduate Degree College, four Degree Colleges and one Sanskrit College.

Enrolment in classes IX to XII has declined from 23,237 in 2005-06 to 20,436 in 2008-09 in the district. The class XII pass percentage showed a declining trend in 2008-09 as compared to 2005-08.

The infrastructural facilities available in 140 High Schools and Senior Secondary Schools in the district are deficient as, 5 Schools do not have pucca building, 9 Schools are running without electricity connection, 43 schools have no separate labs for science subjects, 104 schools do not have separate toilets for boys and girls, 7 schools do not have safe drinking water facilities and 18 do not have spacious playground.

The scholarship schemes were not effectively managed as a database of the beneficiaries and its periodical updation for identification of actual students to be covered and requirement of funds for the purpose was not being maintained. This either deprived or delayed the benefits of the scholarships to the eligible students.

The inspection of schools is to be done at least once a year by the Director of Education (DE); however, the DE or any other officer authorised by him had not conducted inspection of the schools in the district during 2004-09.

To sum up, many schools in the district were lacking basic infrastructure/facilities and the scholarship schemes were not effectively managed as a database of the actual students to be covered and its periodical updation for assessing the requirement of funds was not being maintained which deprived and delayed the benefits of the scholarships to the eligible students. Shortage of teachers in schools impacted the board results which was far from satisfactory.

Recommendations:

Basic infrastructure/facilities should be provided on a priority basis in all the schools, especially at the elementary level, to ensure an appropriate environment for teaching and learning. Appropriate steps should be taken by the Education Department to arrest the declining trend in enrolment in the schools.

The State Government should carry out a survey and create a database of the beneficiaries to be covered under various scholarship schemes. This database should be updated on a yearly basis and all the eligible students should be provided scholarship as per norms, in a timely manner.

Drinking Water

Out of 4312 habitations in the district, 45 *per cent* of the habitations were fully covered with drinking water facility, 30 *per cent* were partially covered and the remaining were yet to be covered.

Lack of adequate supervision at departmental level and at required frequency, not only delayed the completion of schemes on time, but also raised doubts about the quality of works. Further, the targeted beneficiaries were denied adequate and safe drinking water.

Unsafe water was being supplied to the public in the district as the quality of water to the habitations was not being ensured by conducting the required water sample tests; as a result substantial number of cases of water borne diseases were noticed in the district.

Recommendations:

The State Government/district administration needs to prepare a strategic action plan to provide potable drinking water to the uncovered habitations in a time bound manner.

Water quality testing system should be improved/upgraded to ensure supply of safe drinking water to the public.

Economic Services

Infrastructure-Transportation and Road connectivity

There is no airport and railway connectivity in the district. The nearest airport at Chandigarh is 90 kms away from Nahan town. The nearest railway station is Ambala Cantt (Haryana) which is 65 kms from Nahan town. Out of the total 971 villages in the district, only 680 villages have been provided road connectivity as of March 2009. Thus, 30 *per cent* of the villages in Sirmour district still remain to be provided with road connectivity; acquisition of forest/private land being the main bottleneck.

Out of 103 works taken up during 2004-09 under PMGSY and State Sector schemes, only 37 works (36 *per cent*) were completed, within the stipulated completion period, 21 works were still in progress and remaining 45 works were lying incomplete as of March 2009.

Thus, in the absence of a viable mechanism to resolve the land disputes to facilitate timely completion of road works, the Public Works Department has delayed in providing road connectivity to all the villages in the district.

Other Developmental Schemes

Other developmental schemes like Vikas Mein Jan Sahyog (VMJS), Sectoral Decentralised Planning (SDP), Members of Parliament Local Area Development Scheme (MPLADS), Vidhayak Kshetriya Vikas Nidhi Yojana (MLALADS), etc. were taken up in the district in an uncoordinated way as the works were neither properly planned nor completed within the specified timelines. The assets created out of these schemes also remained unknown to the district administration as no asset register was maintained at any level.

Recommendation:

The State/district administration should ensure greater coordination with the executing agencies to ensure that the works are planned, taken up and completed within the specified timelines and accountability should be fixed for delay and slippages in this regard.

Employment Generation

Under the National Rural Employment Guarantee Act (NREGA), the shortfall in providing legally guaranteed 100 days wage employment to card holders who had demanded employment ranged between 94 and 98 *per cent*. No unemployment allowance was granted to eligible job card holders who were not provided employment. Moreover, the women beneficiaries were not given adequate employment opportunities as required under the Act.

Thus, the district authorities failed to provide the guaranteed wage employment in rural areas of the district thereby defeating the objective of security of livelihood to the needy and the vulnerable sections viz. SC/ST and women; the extent of poverty alleviation through these schemes remains doubtful.

Energy

Out of the 971 villages in the district, 965 villages (99 *per cent*) have been electrified as of March 2009. The State Government chalked out plans for electrifying the remaining villages also through the Rajiv Gandhi Gramin Vidyutikaran Yojana (RGGVY).

The delay of over four years since March 2005 in sanctioning the DPR for electrification of unelectrified households resulted in cost escalation of Rs 19.93 crore, besides, depriving 3805 eligible householders of Sirmaur district of the benefits under RGGVY.

Recommendation:

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

General Services**E-Governance-Sugam Centres**

As regards the e-governance activities, only 2 to 5 services were being provided as of July 2009 through the Sugam centres against 33 to 37 services envisaged to be provided at tehsil to district level. Besides, offering envisaged services through Sugam efforts should also be made to bring all services under one roof as is presently not the case.

Civic Amenities by Municipal Administration

Management of solid waste by Municipal Councils(MCs)/Nagar Panchayats(NPs) was characterised by inherent defects of usage of open vehicles for transportation of waste and non-development of suitable sites for setting up of Solid Waste Management Projects. The MCs and NPs in the district did not have an integrated waste management plan for collection,

storage, segregation, transportation, processing and disposal of municipal solid waste thereby exposing the public to the dangers of untreated waste and pollution.

Recommendation:

Waste management plans need to be finalised by the MCs on priority basis for pollution free environment.

Monitoring Mechanism and Impact Evaluation

In sum, monitoring and supervision of the progress of implementation of various schemes at all tiers of local administration in the district was perfunctory which impacted the progress of developmental works/projects undertaken by various departments/implementing agencies. There were number of works in the social and economic sector which were plagued by cost and time overruns thereby depriving the public of the benefits of these developmental schemes.

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.

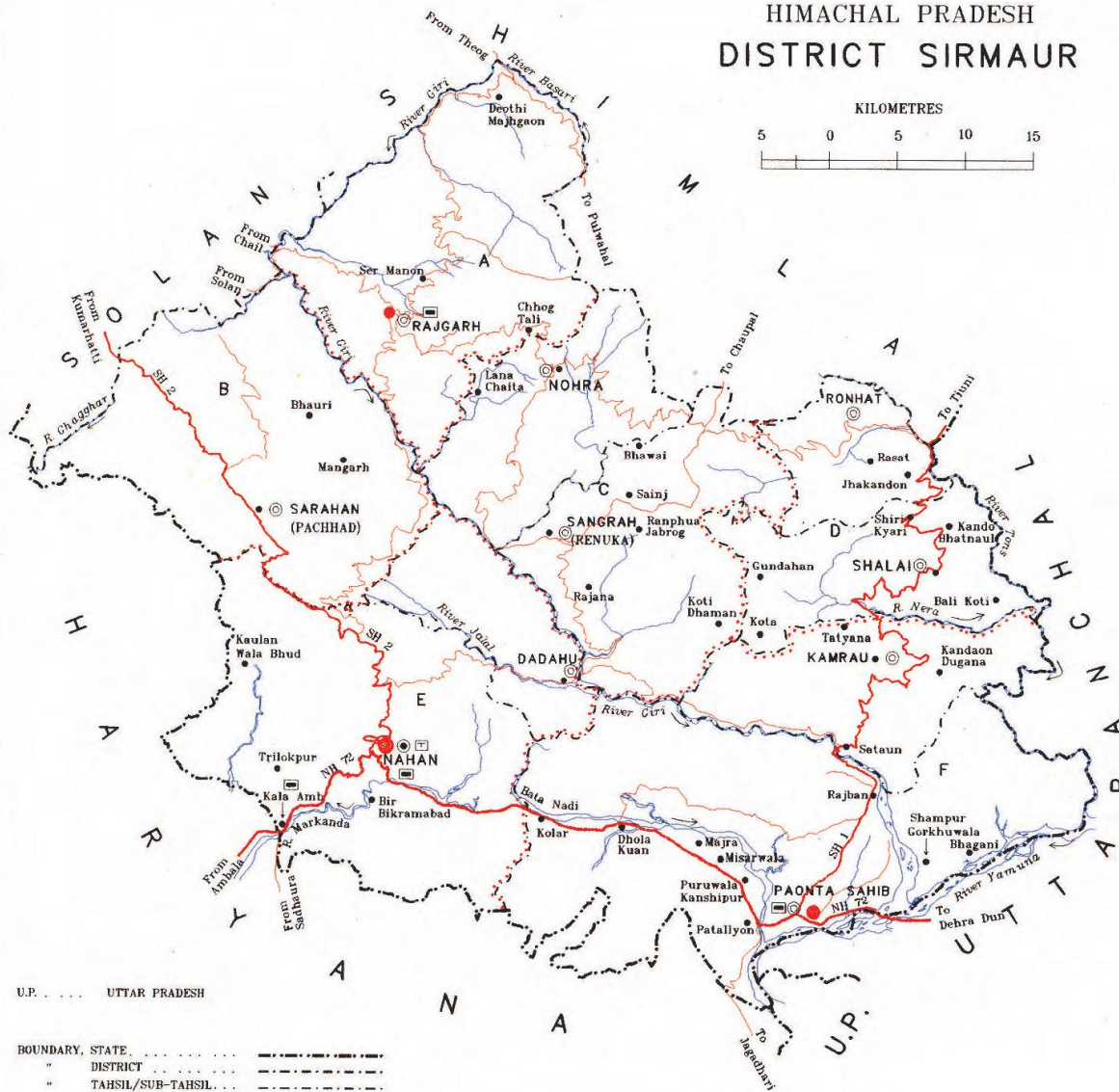
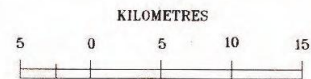
Conclusion

The GOI has increasingly been entrusting the responsibility at the local level, especially the PRIs to ensure efficiency and effectiveness in delivery of key services like education, health, employment, etc. However, Audit analysis revealed that absence of adequate people's participation from the block and GP levels in the planning process has hindered 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.

There are 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. Adequate monitoring mechanism is either not instituted, or is not functioning as envisaged, with regard to execution of schemes.

The State Government needs to put in place a robust district centric planning process by mapping the gaps in infrastructure under various sectors like health, education, employment generation, drinking water etc. through inputs from all tiers of local administration and public at large. A clear roadmap to achieve the targets set through such plans for the development of the district should be drawn so that the benefits of the schemes reach the intended beneficiaries in time. District specific Human development indicators to gauge the extent of development and the effectiveness of various schemes being implemented by the State in the District should be evolved by the State Government. People's participation is essential for ensuring sustainable development of the District.

INDIA
HIMACHAL PRADESH
DISTRICT SIRMAUR



U.P. UTTAR PRADESH

BOUNDARY, STATE	---
" DISTRICT	---
" TAHSIL/SUB-TAHSIL	---
" C. D. BLOCK	---
DISTRICT HEADQUARTERS	●
TAHSIL/SUB-TAHSIL HEADQUARTERS	⊙
NATIONAL HIGHWAY	NH 72
STATE HIGHWAY	SH 1
IMPORTANT METALLED ROAD	---
RIVER AND KHAD	---
IMPORTANT VILLAGE HAVING 500 AND ABOVE POPULATION WITH NAME	Mangerh
TOWNS WITH POPULATION SIZE AND CLASS III, IV & VI	● ● ● ● ● ●
DEGREE COLLEGE AND TECHNICAL INSTITUTION	■ □

C.D. BLOCK

A RAJGARH
B PACHHAD
C SANGRAH
D SHALAI
E NAHAN
F PAONTA SAHIB

HEADQUARTERS

RAJGARH
SARAHAN
SANGRAH
SHALAI
NAHAN
PAONTA SAHIB

- Where the name of tahsil/sub-tahsil differs from its headquarter's name the former is given within brackets.
- Boundary shown is updated upto 31st December, 1999.
- C.D. Block boundary excludes Statutory Towns.

Chapter 1: Introduction

General Profile of the District

District Sirmaur is bound by Shimla district in the North, Solan district in the North-West and the States of Uttarakhand in the East and Haryana in the South. This district spans an area of 2,825 square kilometres and is headquartered at Nahan. The district accounts for 4.59 lakh (eight *per cent*) of the population of the State (60.78 lakh) with 90 *per cent* of them residing in rural areas. The district comprises three Sub-Divisions and 10 Tehsils and Sub-Tehsils. To cater to rural development, the district has been divided into six Community Development Blocks covering 228 Gram Panchayats (GPs) with 966 inhabited and five uninhabited villages. The literacy rate is 71 *per cent* as against 77 *per cent* at the State level but higher than the national average of 65 *per cent*. Out of 70,439 families of the district, 19 *per cent* (13,695 families) live below the poverty line (BPL) as compared to 24 *per cent* at the State level.

Administrative Structure

- 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 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.

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 (DPO) and a Credit Planning Officer, who maintains the accounts of the schemes and audits them.

➤ District Rural Development Agency (DRDA)

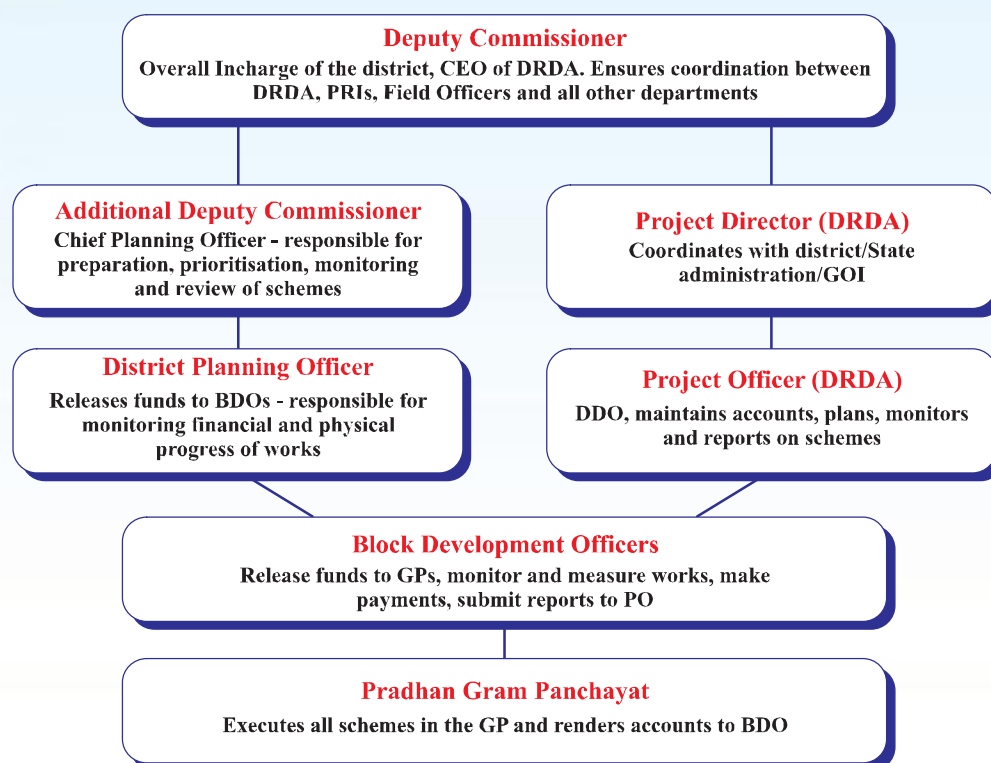
The DRDA is the main organ at the district level to oversee the implementation of various developmental programmes. It is responsible for planning of programmes, coordinating with other agencies-Governmental, non-governmental, technical and financial for successful programme implementation; enabling 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 Zilla 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 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 Zilla 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



Chapter 2: Audit Framework

Scope of Audit

Audit of district Sirmaur involved a review of the significant socio-economic developmental programmes implemented in the district during the period 2004-09. 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. 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. 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.

Audit Objectives

The objectives of audit were as follows:

- Assessing the adequacy and effectiveness of the annual planning process for different programmes;
- Assessing the overall impact and 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; and
- Assessing the adequacy and effectiveness of the processes for monitoring, reporting and evaluation.

Audit Criteria

The audit criteria applied for assessing the implementation of various developmental programmes/schemes were:

- Annual Action Plans.
- Guidelines of the concerned programmes/schemes.
- Prescribed monitoring mechanism.

Audit Methodology

Discussions were held with the stakeholders interalia, Deputy Commissioner (DC), Principal Secretary (Health), Principal Secretary (Education), Rural Development and other departments, in an entry conference in June 2009.

Three Blocks viz. Nahan, Pachhad and Sangrah were selected for detailed scrutiny on the basis of their remoteness from the district headquarters. Further, 20 *per cent* of the Gram Panchayats (GPs) in these Blocks and 20 *per cent* of villages in these GPs were also selected for extensive audit based on Simple Random Sampling Without Replacement (SRSWOR) method. Besides, the records of the DC, District Project Officer (DPO), Sarva Shiksha Abhiyan, Chief Engineers of Public Works Department (PWD) and Irrigation and Public Health Department (I&PHD), District Health Mission, Divisional Forest Officer, District Information Centre, two Municipal Committees (Nahan and Paonta), Nagar Panchayat Rajgarh and H.P. State Electricity Board were also scrutinised.

Audit findings were discussed with the Departmental functionaries at various levels in exit conference held in October 2009 and their views incorporated in the Report at appropriate places in Chapters 3 to 8.

Chapter 3: Planning

District Policy and Planning

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.

The District Planning, Development and Twenty Point Programme Review Committee (DPDC) for district Sirmaur was constituted in August 2003 with the Minister of the district as the Chairman and the MPs, MLAs, Chairperson Zilla 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. It was to accord approval for the shelf of schemes/projects to be executed in the district and give directions to the administrative and technical personnel. It was to meet thrice a year for this purpose and review/monitor the progress of implementation of the schemes.

Audit findings

Audit scrutiny revealed that the DPDC had not prepared any Perspective Plan or Annual Action Plans, 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 MPs/MLAs/Other individuals as per the perceived benefit to the local populace. During 2004-09 against the required 15 meetings, the DPDC held only five meetings. In fact, there was no integrated District Plan.

In the absence of perspective plans and integrated annual action plans for the development of the district with inputs from Blocks and GPs, gaps in various developmental schemes/programmes remained unidentified with the result that the felt needs of the weaker sections of the society and the disparities between various regions and communities within the district could not be addressed.

Recommendation

Holistic perspective and integrated annual plans should be prepared for the district, based on a structured process of obtaining inputs from Blocks and GPs and other stakeholders for a more realistic assessment of the district.

Chapter 4: Financial Management and Accounting Framework

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

➤ Gaps in the Funds flow and Expenditure incurred

The total flow of funds in the district during 2004-09 and expenditure incurred was not available either with the Addl. Deputy Commissioner who is the Chief Planning Officer or with the District Planning Officer and other district authorities like DRDA. However, information on funds received and reported expenditure in respect of certain significant departments and programmes as collected by Audit from various departments is detailed below.

Table: 1

(Rupees in crore)		
Scheme	Funds provided	Expenditure incurred
National Rural Health Mission (NRHM)	7.37	2.03
National AIDS Control Programme (NACP)	0.44	0.44
Sarva Shiksha Abhiyan (SSA)	47.54	38.63
Higher Education	114.81	129.32
Water Supply	83.21	83.63
Pradhan Mantri Gram Sadak Yojana (PMGSY)	146.30	38.93
Mukhya Mantri Gram Path Yojana (MMGPY)	0.66	0.11
Vikas Mein Jan Sahyog (VMJS)	4.21	1.27
Sectoral Decentralised Planning	9.35	0.86
Member of Parliament Local Area Development Scheme (MPLADS)	2.98	2.06
Vidhayak Kshetriya Vikas Nidhi Yojana (MLALADS)	6.25	1.31
Sampoorna Grameen Rozgar Yojana (SGRY)	7.97	6.72
National Rural Employment Guarantee Act (NREGA)	47.05	43.98
E-governance	0.05	--
Municipal Councils and Nagar Panchayats	28.40	23.77
Total:	506.59	373.06

Source: Departmental figures

Audit analysis revealed that there was a big gap between the funds received and expenditure incurred as large amounts of funds received from GOI and State Government are parked in banks without being utilised within the prescribed timeframe, as works could not progress due to non-availability of clearances for utilising forest land and other land disputes (as discussed in succeeding chapters).

➤ Opening of Bank Accounts

While there were separate bank accounts for various schemes at the DRDA and Block levels, there was only one bank account for all the 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 guidelines, the scheme wise information was not readily available at the GP level.

In the exit conference the DC stated (October 2009) that plan to review the position relating to unspent balance with the BDOs and other implementing agencies is underway and reasons for accumulation of funds would be examined and utilisation of funds ensured on the schemes/programmes for the benefit of the public. This indicated that an adequate mechanism to ensure release of funds only for works and schemes for which all preliminary and preparatory works have been completed was absent.

➤ **Maintenance of Records**

Scrutiny of records of the DC, DRDA and the test checked blocks and GPs revealed that the 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.

➤ **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. However, Audit scrutiny revealed that 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, as a result, large amount of funds have remained unutilised for long periods.

In essence, in the absence of a integrated system of internal checks and controls of receipt, utilization and accounting of developmental funds there were huge sums lying unutilized and there was also a big gap between the funds released and funds reported as utilized.

Recommendations

- *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.*
- *A uniform system should be put in place for receipt, utilisation and accountal of funds and a system needs to be evolved for showing actual utilisation of funds as distinct from mere release of funds.*

Chapter 5: Social Services

A review of the implementation of the flagship programmes in the Social sector like-

- Sarva Shiksha Abhiyan (SSA),
- National Rural Health Mission (NRHM) and
- Accelerated Rural Water supply Programme (ARWSP).

revealed that there is a need to provide adequate and skilled manpower in these sectors for full utilization of the infrastructure to achieve the intended objective of providing quality health care, education, water and basic amenities to the people of the district, as evidenced from the audit findings discussed below.

5.1 Health

The Chief Medical Officer (CMO), Sirmaur at Nahan, functioning under the State Health and Family Welfare Department, is responsible for providing health care services to the people through a network of five hospitals. The health care services in the rural areas are delivered through three Community Health Centres (CHCs), 36 Primary Health Centres (PHCs) and 145 Sub Centres (SCs).

i) Planning

As a first step towards provision of accessible, affordable and equitable health care under NRHM, a household and facility survey was to be carried out to identify the gaps in health care facilities in rural areas. Audit scrutiny revealed that the process of assessing the health care requirements and gaps in infrastructure, equipment, manpower, etc., is yet to be completed in the district.

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 the Government. Audit analysis revealed that these plans had been prepared without receipt of household and facilities survey reports from the lower functionaries.

The Mission activities were to have been converged with other departments' programmes and working of non governmental stakeholders, Village Health and Sanitation Committees (VHSCs) and Rogi Kalyan Samitis (RKSs). However, Audit scrutiny revealed that 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 of records revealed that no VHSC had been formed in the district. Though the RKSs have been formed in all the CHCs and PHCs in the district but in the four test checked PHCs; operationalisation of RKSs was not done as of July 2009. The Principal Secretary (Health) in exit

conference admitted (October 2009) the shortcomings and stated that committees at Gram Panchayat level are being formed from 2009-10.

ii) Infrastructure

As per GOI guidelines, for every 80,000 population, there should be a CHC, for population over 20,000 there should be one PHC, and for population over 3,000, one SC. In terms of these norms, the requirement of CHCs, PHCs and SCs works out to 6, 23 and 153 respectively. The district had three CHCs, 36 PHCs and 145 SCs. Except PHCs, the number of other institutions was less than the norms prescribed.

Further, many of these health centres were not operational, as these lacked the basic minimum infrastructure as can be seen from the details of two CHCs¹, four PHCs² and eight SCs³ test-checked in audit, given below:

Table: 2

Sr. No.	Particulars	Centres where service was not available		
		CHCs	PHCs	SCs
1	Total number of health centres audited	2	4	8
2	Waiting room for patients	1	4	8
3	Labour Room	0	4	8
4	Operation theatre	0	4	NA
5	Clinic Room	0	4	2
6	Emergency/Casualty Room	1	3	NA
7	Residential facilities for staff	0	3	6
8	Separate utility for Male and Female	0	4	8

Source: Figures supplied by the Test checked Units

Photograph: 1



Photograph: 2



Broken Beds and furniture at PHC Jakhna

¹ Rajpura and Shillai.

² Jakhna, Kallōta, Majra and Rohnat.

³ Dugana, Gumott, Jamna, Jhakando, Puruwala, Sainwala, Sarli and Shawaga.

Photograph: 3



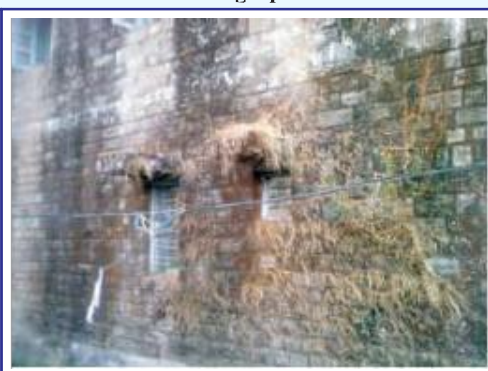
Dilapidated condition of operation theatre at CHC Rajpura

Photograph: 4



Unhygienic environment at CHC Rajpura due to dumping of medical waste in open

Photograph: 5



Building of CHC Rajpura covered with wild growth

In the absence of above physical infrastructure at health centres, the basic facilities could not be provided to the rural population.

➤ Basic Healthcare Services

The basic health care services 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	Number of centres where service was not available		
	CHCs	PHCs	SCs
Total number of health centres audited	2	4	8
Blood storage of health centres	2	NA	NA
New born care	1	4	8
24 x 7 deliveries	0	4	NA
In patient services	0	4	NA
X-rays	0	4	NA
Ultra-sound	2	NA	NA
ECG	2	NA	NA
Obstetric care	2	4	NA
Emergency services (24 hours)	0	4	NA
Family Planning(Tubectomy and Vasectomy)	2	NA	NA
Intra-natal examination of gynecological conditions	2	4	NA
Paediatrics	2	NA	NA

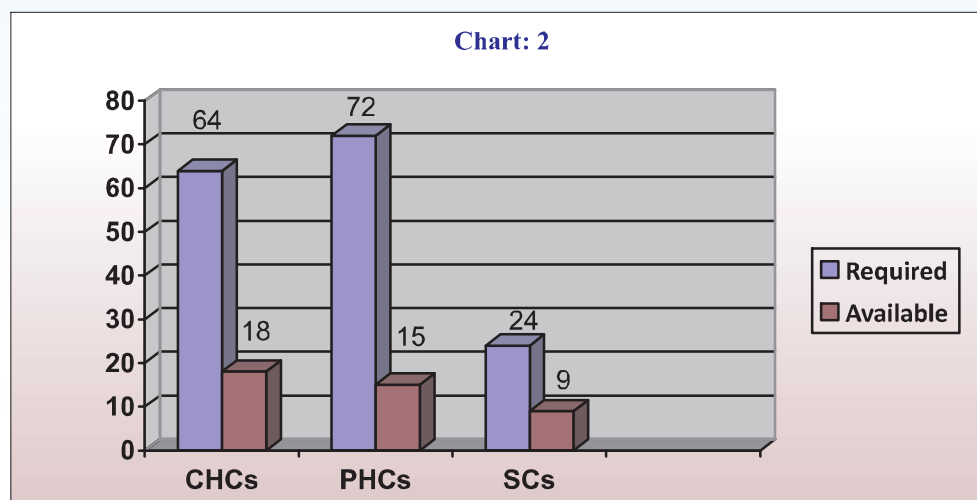
Source: Figures supplied by the Test checked Units

The District Health Society (DHS) received Rs two crore during 2005-09 for upgrading two CHCs (Shillai and Sangrah) and three hospitals (Nahan, Paonta and Rajgarh) to First Referral Units (FRUs) at the rate of Rs 40 lakh per FRU. The DHS spent Rs 28.16 lakh on procurement of equipment and purchase of medicines and released Rs 10.18 lakh as an advance to the Public Works Department for development of infrastructure. However, in audit, it was noticed that none of the five units were upgraded to FRU as of June 2009 due to non posting of specialist and other support staff.

Thus, the Department failed to provide appropriate health infrastructure to ensure timely availability of referral services in these institutions despite availability of adequate funds.

iii) Manpower Resources

NRHM aimed at providing adequate skilled manpower at all the health centres as per the norms of Indian Public Health Standard (IPHS). Scrutiny of two CHCs, four PHCs and eight SCs selected for test check revealed that none of these centres was staffed adequately as per the IPHS norms, as detailed below:



Source: Figures supplied by the Test checked Units

As can be seen from the above chart, the shortfall in manpower was 72 per cent in respect of the CHCs, 79 per cent and 63 per cent in respect of the PHCs and SCs respectively. Audit analysis further revealed the following:

- Against the required strength of 14 staff nurses, there were only two in the two CHCs test checked and in four test checked PHCs, staff nurses were not posted.
- Two out of the four PHCs test checked (Jakhna and Rohnat) were functioning without any Medical Officer and all the four test checked PHCs did not have any Pharmacist and Laboratory technician.
- Three SCs (Gumot, Jamna and Jhakhando) were functioning without female health worker and one SC (Dugana) without male health worker. Two SCs (Sarli and Shawag) were functioning without any Male and Female health workers. There was no voluntary worker in any of the eight test checked SCs.

Besides above, in 10 PHCs of the district, Medical Officer and paramedical staff were not posted and these were being manned by non-paramedical staff.

Thus, due to non-availability of adequate number of skilled manpower the purpose of setting up the health centres was not achieved in the district. Moreover, due to the non availability/shortage of Medical staff and infrastructure facilities as detailed in the above paragraphs the Bed occupancy in the test checked CHCs was abysmally low and ranged between 5 and 55 per cent, while it was zero per cent in the PHCs.

The Principal Secretary in exit conference of NRHM stated (October 2009) that State Government has now devised its own norms for rationalisation of health institutions for space, equipment and staff but are yet to be published. He further stated that these norms would be followed from the current year and the Government would be able to provide medical staff/paramedical staff in all the institutions.

iv) Achievement against Performance Indicators

Performance indicators quantifying the targets for reducing infant mortality rate (IMR), maternal mortality rate (MMR), total fertility rate (TFR), reducing morbidity and mortality rate and increasing cure rate of different endemic diseases are generally prescribed by the State Government.

a) Reproductive and Child Health Care (RCH)

To achieve the NRHM goal of reducing the infant 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, in Audit it was noticed that 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 the district could not be ascertained and the authenticity of the data reported at the State level could also not be verified.

b) Non-deployment of trained female community health workers

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. For selection and training of 543 ASHAs in the district, Rs 28.59 lakh were sanctioned in December 2007. The Department, however, selected only 329 ASHAs and spent Rs 0.26 lakh on the selection process but did not impart any training to them for deployment in the concerned villages rendering the entire efforts an exercise in futility.

The Principal Secretary (Health) informed (October 2009) that according to modified policy, the work of ASHA is being assigned to the Anganwari Workers (AWWs). The fact remains that the work of ASHAs has not been assigned to AWWs. Training to 329 ASHAs selected was not imparted to deploy them on the job for which they were selected.

v) Janani Suraksha Yojana

One of the important components of the 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.

a) Institutional Deliveries

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 (In Rupees)
2005-06	698	829	2	4,600
2006-07	829	786	4	1,200
2007-08	672	850	6	4,200
2008-09	605	930	6	28,800

Source: Figures supplied by the CMO

Audit analysis revealed that the DHS has been able to increase the number of institutional deliveries. However, the categories 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 units⁴ is given below:

Table: 5

(In numbers)

District	Year	Pregnant women registered	Institutional deliveries	Percentage of Achievement
Sirmaur	2005-06	11,839	2,136	18
	2006-07	11,584	2,246	19
	2007-08	11,903	3,229	27
	2008-09	11,189	4,071	36
Sampled units	2005-06	5,834	900	15
	2006-07	5,687	1,033	18
	2007-08	6,018	1,496	25
	2008-09	5,696	1,020	18

Source: Figures supplied by the DHS and Test checked Units

⁴ CHCs Rajpura and Shillai.

As can be seen in the above table, the percentage of pregnant women opting for institutional delivery facilities in district as well as in the test checked health centres is far behind the goal of 45 *per cent* envisaged to be achieved by March 2008 under NRHM. Clearly, this was due to the inadequate facilities in the health centres in the sampled units as brought out in Tables 2 and 3. The CMO attributed (July 2009) shortfall in achievements to lack of awareness among the rural population and shortage of staff. The reply does not explain why efforts to create awareness in this regard could not be made and why adequate staff were not provided in the health centres.

b) Antenatal care

Scrutiny revealed that the *percentage* of pregnant women in the district who had received three antenatal check ups (ANCs) during 2005-09 ranged between 67 and 72 *per cent* as of March 2009 as against the target of 90 *per cent*.

vi) Immunisation Programme

The overall achievement in the District with regard to immunisation of children between zero to one year age group covering BCG, DPT and OPV was 100 *per cent* during 2005-09. However, the shortfall in achievement of targets in the secondary immunisation of children ranged between zero and 12 *per cent* for DT(5 years age group), zero and 13 *per cent* for TT (10 years age group) and zero and 18 *per cent* for TT (16 years age group) during 2005-09. In the test checked units, the achievement of fully immunized children was 100 *per cent*.

Data shows that the prevalence of vaccine preventable diseases was negligible in the district as no case of infant and child diseases like neonatal tetanus, diphtheria, tetanus and whooping cough was detected in the district during 2005-09. However, 220 cases of measles were detected during 2005-09. No new case of Polio was detected during 2005-09 in the district. The coverage of targeted children under the pulse polio programme in the district was 100 *per cent*.

vii) 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 centres, eye bank, strengthening of infrastructure, etc.

During 2004-09 no targets for cataract surgeries and screening of school children were prescribed. In the district 1,263 cataract surgeries and screening of 53,654 school children was done. The facility for eye donation had not been created in any of the hospitals in the district.

viii) National Leprosy Eradication Programme (NLEP)

The NLEP aimed at eliminating leprosy by the end of 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 2004-05, 2005-06, 2006-07, 2007-08 and 2008-09 were 20, 16, 16, 20 and 34 respectively with the incidence of 21, 21, 17, 28 and 36 new cases. The rate of prevalence of leprosy in the district during 2005-06, 2006-07, 2007-08 and 2008-09 was higher at 0.34, 0.34, 0.39 and 0.65 per 1,000 respectively against 0.31, 0.28, 0.38 and 0.25 per thousand respectively during these years at the State level.

ix) National Aids Control Programme (NACP)

The Programme 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 to:

- reduce the spread of HIV infection in the country and;
- 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 intervention for the general community, low cost AIDS care/STI/HIV/AIDS sentinel surveillance, training, etc.

a) Funds allocated during 2004-09 (Rs 44.15 lakh) were fully utilised by the District AIDS Programme Officer (DAPO).

As per guidelines of National AIDS Control Programme (NACO), one Voluntary Blood Testing Centre (VBTC) was to be established in each district. The State Government had established one VBTC (now Integrated Counselling & Testing Centre) in all the districts of the State, including Sirmaur. Audit scrutiny revealed that the first HIV positive case was detected in Sirmaur district in 2003. Out of 2,845 persons screened up to March 2009 in the district, 39 persons were found HIV positive. These included eight fully blown AIDS cases. The DAPO stated (June 2009) that the increase in cases was due to counselling and surveillance and number of people tested.

b) 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 organize Family Health Awareness Camps (FHACs) in all the States in a phased manner. The position emerging out of the one FHACs held in Sirmaur district during 2005-06 is given in table-6:

Table: 6

(In numbers)

Period of campaign	Targeted Population	No. of people who attended the camp	Percentage of attendance
2005-06	1.51 lakh	0.33 lakh	22

Source: Figures provided by DAPO

The low turnout in the district indicates poor mobilisation at grass root level and affects the Government's efforts at creating/increasing awareness among the public. No further camp was held in the district after 2005-06 due to non receipt of budget for the purpose.

c) 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 is one blood bank in the district which did not have blood separation facility though skilled manpower was available.

Summing up:

In the absence of proper planning involving identification of gaps in the healthcare infrastructure and non-availability of stipulated facilities and skilled manpower in the health institutions, the aim of providing accessible and affordable healthcare to people remained to be achieved in the District.

Recommendations

- *The District health Society should play a more proactive role in commissioning a survey to identify the gaps in health care infrastructure and facilities and draw up a specific timeframe as per the NRHM guidelines, to provide accessible and affordable health care to the rural poor and vulnerable sections of the district.*
- *Community involvement should be ensured at every stage in planning, implementation and monitoring of the programme.*
- *Funds should be utilised for the intended purpose, especially for creation of basic health infrastructure and amenities to provide confidence to the community that health centres not only exist but are fully operational.*
- *All the health centres should be equipped with adequate and skilled manpower to achieve the objectives of the programme.*

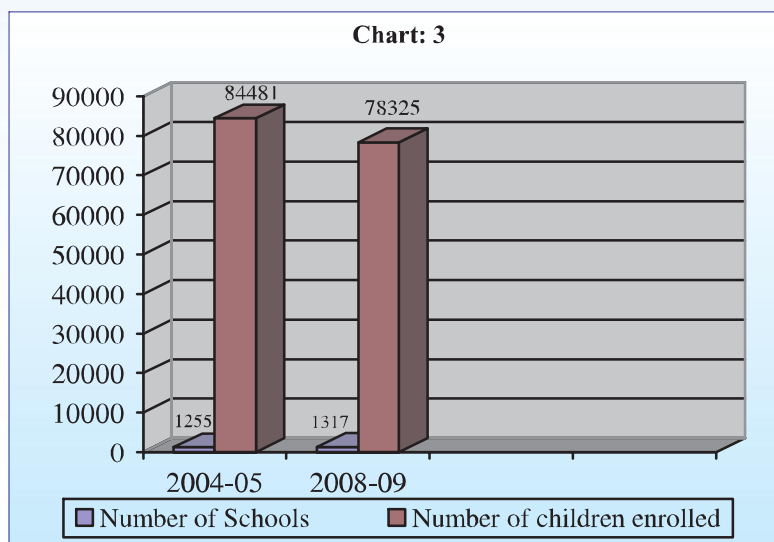
5.2 Education

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 universalization of primary education.

i) Elementary Education

➤ Enrolment

A review of the status of education in the district, especially in the context of implementation of SSA, revealed that the number of primary and upper primary schools (upto standard VIII) increased but enrolment of children in the targeted age group of 6-14 years in these schools decreased during 2004-09, as can be seen from the chart below:



Source: Departmental figures

The above diagram shows an increase in the number of schools in the district and decrease in the number of children enrolled in these schools. The Project Officer attributed (June 2009) it mainly to economic background and earning compulsions and work migration of households. However, as per the Village Education Registers prepared on the basis of annual household survey during 2004-08 the percentage of out of school children decreased from 71 *per cent* in 2004-05 to 11 *per cent* in 2007-08. Position of children not attending the school during 2008-09 was not made available to Audit.

Enrolment of students in schools under three⁵ test-checked Block Elementary

⁵ BEEOs, Nahan, Dadahu and Sarahan.

Education Officers (BEEO) and in 10 primary and upper primary test checked schools has decreased during 2005-09 due to opening of new private schools.

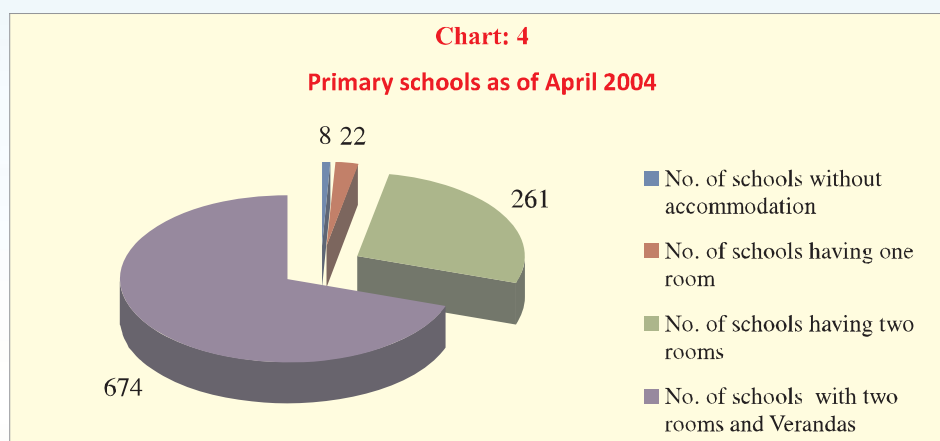
In the absence of any enrolment data of private schools, the position of increase in enrolment in the private schools and consequent effect of decrease in enrolment in Government schools could not be correlated in audit.

➤ Dropout

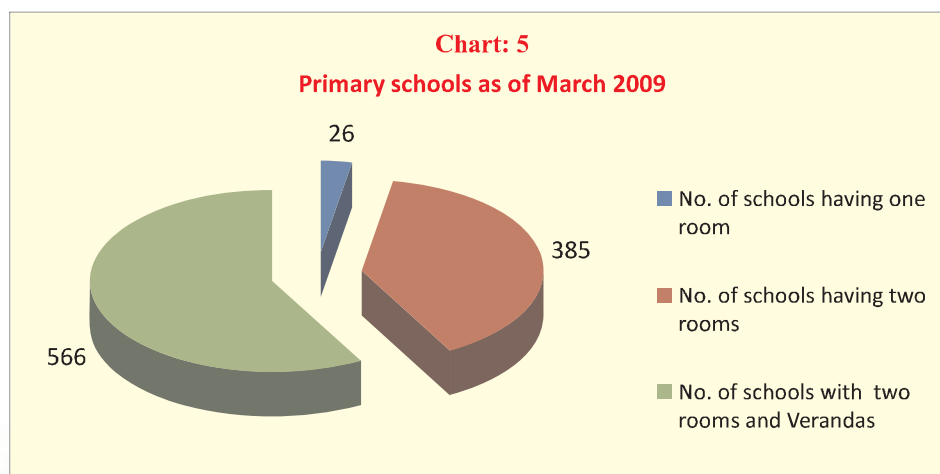
Deputy Director Elementary Education (DDEE) was not monitoring the dropout level in the elementary schools as data relating to drop outs was not kept for the period 2004-09. However, audit scrutiny revealed that in 10 test-checked Primary and Upper Primary schools the number of dropout students ranged between eight and 36 *per cent* during 2005-09.

➤ Infrastructure

The status of infrastructure in primary schools in the district as of March 2009 is given below:



Source: Departmental figures



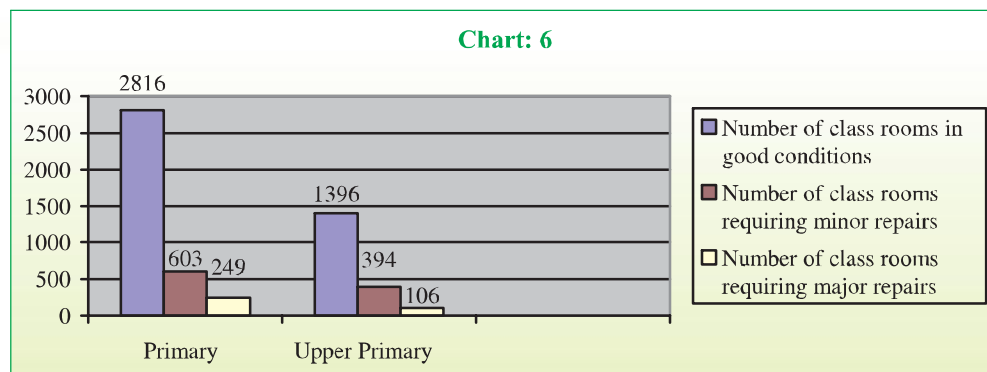
Source: Departmental figures

Photograph: 6



Government Primary School, Banog (Nahan) without building- running in a shed

The charts 4 and 5 indicate an improvement in the provision of infrastructure. **However, the veracity of data is doubtful as the data suggests that there are no schools as of March 2009 that are without accommodation but Audit found that GPS Banog had no accommodation.** The number of schools with more than two rooms has come down from 674 in 2004-05 to 566 schools in 2008-09 the reasons for which were not furnished to audit. Out of the total number of 977 primary and 340 upper primary schools in the district as of March 2009, a significant number required major repairs to the classrooms as depicted below.



Source: Departmental figures

During 2005-09, the DPO, SSA paid Rs 2.39 crore to all the above schools for repair works at the rates of Rs 4,000 and Rs 7,000 per school per annum for primary and Upper primary schools respectively. In the absence of any follow-up action in this regard by the DPO and lack of evidence relating to utilisation of funds, the authenticity of expenditure could not be verified in audit.

Photograph: 7



Classroom in GPS Barachowk Nahan in a dilapidated condition

➤ **Basic Amenities**

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

Table: 7

(In numbers)

Category	Total Schools in district	Toilets	Girls Toilets	Drinking water	Access ramp	Boundary wall	Playground	Kitchen for mid-day-meal
Primary	977	356	524	127	697	808	439	567
Upper Primary	340	160	153	56	234	282	136	338

Source: Figures provided by DPO

Photograph: 8



Classroom-cum-kitchen in GPS Barachowk (Nahan)

Photograph: 9



Kitchen for Mid-Day-meal in the open in a temporary structure in GMS, Bohlion

➤ **Availability of Teachers**

As against the norm of two teachers per primary school and one teacher for every class in upper primary school, 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-8:

Table: 8

Year	Total number of primary schools	Number of primary schools with only one teacher	Number of upper primary schools		
			With one teacher	With two teachers	Without any teacher
2004-05	965	66	4	11	9
2005-06	965	116	7	17	13
2006-07	966	91	18	15	Nil
2007-08	975	81	21	15	7
2008-09	977	117	20	24	Nil

Source: Figure provided by DPO

The above details show availability of poor infrastructure facilities/amenities and staff position in the schools.

ii) Higher Education

Higher education is being imparted in the district through a network of 61 Government High Schools (GHS), 79 Government Senior Secondary Schools (GSSS), one Post Graduate Degree College, four Degree Colleges and one Sanskrit College. 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 has declined in the district during 2006-09 as compared to 2005-06. The DDHE stated (June 2009) that the enrolment decreased from 23,237 in 2005-06 to 20,436 in 2008-09 due to migration of students out of State/district and domestic circumstances.

➤ Planning

The DDHE did not carry out any survey to assess the adequacy of accommodation for students, staff and availability of infrastructure in the schools. An amount of Rs. 6.28 crore was allotted to the Public Works Department for construction of 49 school buildings in the district during 2005-09. The DDHE did not monitor the status of construction of these school buildings and was not having complete information on its status. As such, he could not provide any information regarding the physical/financial progress of these buildings.

➤ Infrastructure and Amenities

The infrastructural facilities available in 140 High Schools and Senior Secondary Schools in the district are given below:

Table: 9

(In numbers)

Without pucca building	Operating in rented buildings	Without safe drinking water	Without separate toilets for boys and girls	Not having spacious playground	Without electricity connection	No separate labs for science subjects
05	Nil	07	104	18	09	43

Source: Figures provided by DDHE. This information has been reported as per DISE data of SSA. No record has been maintained at district level due to shortage of staff

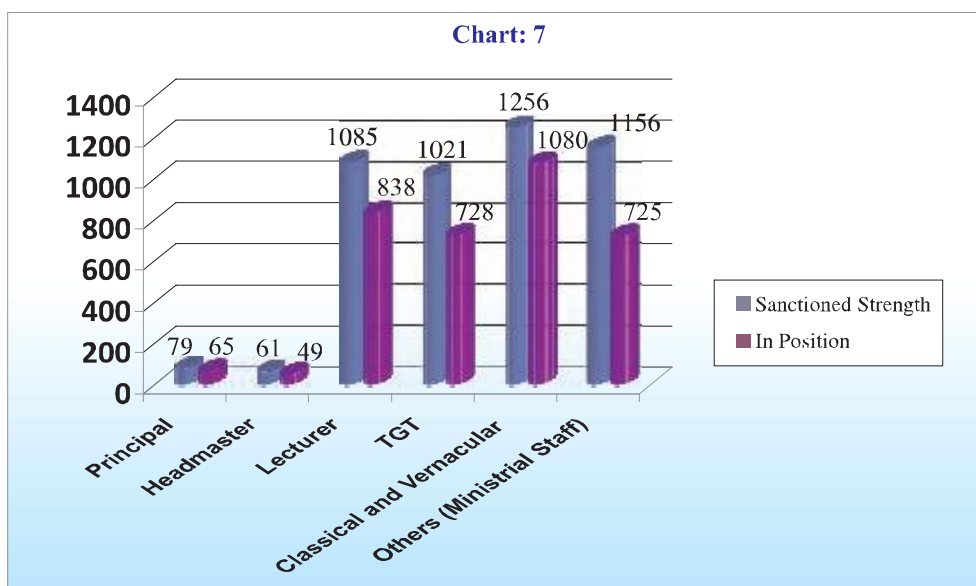
- Government Post Graduate College, Nahan, has no land and building of its own and was being run in the premises of Government Senior Secondary School, Nahan. During 2006-09 the Education Department had deposited Rs 4.65 crore⁶ with PWD Nahan for construction of college building at Nahan but land was yet to be transferred by Municipal Council, Nahan as of June 2009.
- Six schools were not having science laboratories, seven schools have no library, three schools have no play ground, six schools have no furniture for students and one school was without toilet facility for boys. The DDHE in the exit conference admitted (October 2009) the facts.

iii) Quality of Education

Quality education can be imparted only when there is an adequate availability of teachers in schools/colleges and the quality of teaching is reflected in the level of improvement evident from the board results of class X and XII.

➤ Availability of Teachers

The category wise position of teachers in the district as of March 2009 was as under.



Source: Departmental figures

⁶ 2006-07: Rs 2.00 crore, 2007-08: Rs 2.00 crore and 2008-09 : Rs 0.65 crore.

In 12 test checked institutions, there was a shortage of two to 33 posts in different categories (Principals: two; Lecturers: 27; TGTs: 10; and others: 33) during 2004-09.

➤ Board results

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.

In ten out of 12 test checked schools⁷, the pass percentage in respect of class VIII during 2008-09 decreased as compared to 2004-05 and 2007-08. In case of X and XI classes; it increased as compared to the year 2004-05 whereas in respect of class XII pass percentage showed a declining trend in 2008-09 as compared to 2005-08 as given below:

Table:10

(In percentage)

Classes	2004-05	2005-06	2006-07	2007-08	2008-09
VIII	52	55	30	61	49
X	44	56	49	61	70
XI	54	64	56	67	70
XII	75	80	80	84	77

Source: Departmental figures

The DDHE admitted (October 2009) in the exit conference that Board's results were not satisfactory and further stated that detailed analysis of poor results is being conducted.

➤ 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 or any other officer authorised by him had not conducted inspection of the schools in the district during 2004-09.

Test check of records in the office of DDHE revealed that in respect of GSSSs and GHSs against the requirement of 633 inspections during 2004-09, the DDHE carried out only 187 inspections resulting in shortfall of 446 inspections (70 *per cent*). The DDHE stated (July 2009) that inspections could not be carried out due to non availability of a driver for the vehicle and frequent transfers of DDHE.

iv) Scholarship schemes

The extent of implementation of these schemes is discussed below:

➤ Pre-matric scholarship for OBC students

The scheme was implemented in the district from the year 2005-06. During 2005-07, there were 1087 eligible students of OBC category to whom pre-matric scholarship

⁷ Out of 79 GSSSs and 61 GHSs.

was to be provided but due to non-receipt of budget under this scheme these students were denied of the scholarship. For the years 2007-08 to 2008-09; identification of beneficiaries to be covered and requirement of funds for the purpose was not done. The scheme was thus not managed effectively.

In five test checked GSSS⁸ all the eligible 129 students were denied the benefit due to non-availability of budget. No data of eligible students was supplied by the five test checked GHSs⁹.

➤ Integrated Rural Development Programme (IRDP) Scholarships

This scholarship is being granted to students of Ist to XII standards of families identified under IRDP from 1991-92 annually¹⁰ to enable them to complete their studies. Budget provision and expenditure incurred under this scholarship programme during 2004-09 and the number of students covered in the district is given below:

Table: 11

Year	Budget (Rs in lakh)	Expenditure (Rs in Lakh)	Number of applications received	Number of students covered
2004-05	23.91	23.60	6,466	6,466
2005-06	24.50	24.25	6,927	6,927
2006-07	24.08	23.89	3,502	3,502
2007-08	26.99	26.99	5,824	5,824
2008-09	26.71	26.71	3,011	3,011

Source: Figures provided by DDHE & DDEE

Note: Figures of application received and students covered only in respect of classes IX to XII. Data relating to the enrolment of IRDP students in classes I to V for the period 2004-09, classes VI to VIII for the years 2007-09 was not maintained in the district. However, the enrolment data for the period 2004-06 in respect of classes VI to VIII and Classes IX to XII for the period 2004-09 was available in the district.

In the twelve¹¹ test checked colleges and schools and three¹² educational blocks, 11,253 out of 11,562 students of IRDP families were given the benefit of IRDP scholarship and 309 students were deprived of the intended benefit due to non receipt of budget allocation.

⁸ 1. Dadahu 2. Sarahan 3. Nahan (Boys) 4. Nahan (Girls) and 5. Kaffota.

⁹ 1. Ajoli 2. Bata Mandi 3. Bikram Bag 4. Haripur Khol and 5. Rampur Bharapur.

¹⁰

Classes	Amount of Scholarship per students	
	Boys	Girls
I to V	150	150
VI to VIII	250	500
IX to X	300	600
XI to XII	800	800

¹¹ 1. Government Post Graduate College, Nahan 2. Government Sanskrit College, Nahan 3. GSSS, Dadahu 4. GSSS, Sarahan 5. GSSS (Boys), Nahan 6. GSSS (Girls), Nahan 7. GSSS, Kaffota 8. GHS, Ajoli 9. GHS, Bata Mandi 10. GHS, Bikram Bag 11. GHS, Haripur Khol and 12. GHS, Rampur Bharapur.

¹² BEEOs, Nahan, Dadahu and Sarahan.

➤ **Post-matric scholarship scheme (PMSS)**

As per information made available by the DDHE, all the 4,946 eligible students in the district were covered under the scheme by providing the financial assistance of Rs 73.84 lakh at the rate of Rs 140 per month for SC/ST and Rs 90 per month for OBC during 2004-09.

However, in seven¹³ (out of 12) test checked institutions, out of 1241 students, 908 were given the benefit of PMSS and 333 students were deprived due to non-availability of budget. This shows that data compiled at district headquarters was not based on factual position.

➤ **Kasturba Gandhi Balika Scholarship Scheme**

Kasturba Gandhi Balika Scholarship Scheme was introduced by the GOI from 2008-09. Under this scheme financial assistance was to be provided to girls belonging to SC/ST category below 16 years of age and studying in IX and X classes. In the district, 147 such girls were identified in the district during 2008-09 but benefit could not be extended due to non allocation of budget by the State Government.

To sum up, many schools in the district were lacking basic infrastructure/facilities and the scholarship schemes were not effectively managed as a database of the actual students to be covered and its periodical updation for assessing the requirement of funds was not being maintained which deprived and delayed the benefits of the scholarships to the eligible students. Shortage of teachers in schools impacted the board results which was far from satisfactory.

The DC in the exit conference advised the DDHE to prepare a data base of all eligible students for the purpose of payment of scholarships. The DDHE agreed to do so.

Recommendations

- *Accommodation and basic infrastructure/facilities should be provided on a priority basis in respect of all the schools, especially at the elementary level, to ensure an appropriate environment for teaching and learning.*
- *The State Government should carry out a survey and create a database of the beneficiaries to be covered under various scholarship schemes. This database should be updated on a yearly basis and all the eligible students should be provided scholarship as per norms, in a timely manner.*

¹³

1. Government Post Graduate College, Nahan 2. Government Sanskrit College, Nahan 3. GSSS, Dadahu 4. GSSS, Sarahan 5. GSSS (Boys), Nahan 6. GSSS (Girls), Nahan and 7. GSSS, Kaffota.

5.3 Water Supply

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 Sirmour 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 through three divisions¹⁴ by the Irrigation and Pubic Health Department. The budget allocation and expenditure on water supply schemes in the district during 2004-09 was as follows:

Table: 12

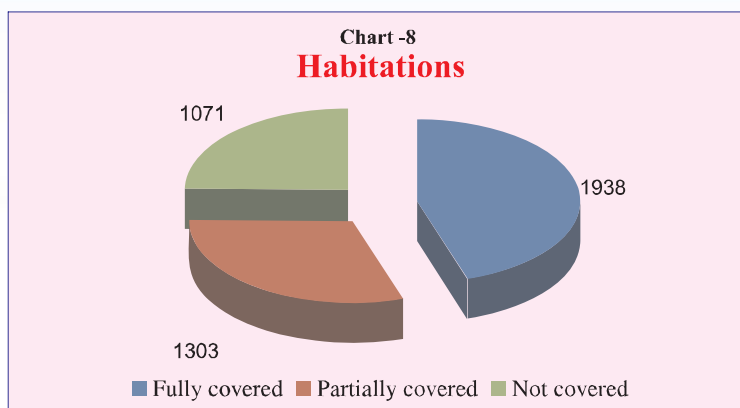
(Rupees in crore)

Year	Central funds Allocation	Expenditure	State funds Allocation	Expenditure
2004-05	5.39	4.95	5.27	4.80
2005-06	7.51	7.54	4.52	4.13
2006-07	5.40	5.21	4.29	5.40
2007-08	9.71	9.95	16.37	16.47
2008-09	8.20	8.26	16.55	16.92
Total	36.21	35.91	47.00	47.72

Source: Departmental Figures

i) Status of Water Supply

Out of 4312 habitations in the district, 45 *per cent* of the habitations were fully covered with drinking water facility, 30 *per cent* were partially covered and the remaining were yet to be covered.



ii) Status of execution of schemes

In the three sampled divisions, 939 habitations were to have been covered during 2004-09 as per Comprehensive Action Plan (CAP) 2003. The Department, however took-up execution of 154 water supply schemes at a cost of Rs 62.17 crore to cover 829 habitations. Of these, only 32 schemes covering 66 habitations were completed as of March 2009 after expending Rs 6.92 crore. Thirteen out of these 32 schemes were completed with a delay ranging from three to 33 months involving cost overrun

¹⁴ Nahan, Nohradhar and Paonta Sahib.

of Rs 0.79 crore. The remaining 122 water supply schemes to cover 763 habitations were in progress after incurring an expenditure of Rs 31.51 crore. The execution of 28 water supply schemes to cover 110 habitations approved during 2007-09 had not yet been taken up as of June 2009.

Audit scrutiny revealed that lack of adequate supervision at departmental level and at required frequency, had not only delayed the completion of schemes on time, but also raised doubts about the quality of works. Further, the targeted beneficiaries were denied adequate and safe drinking water.

iii) Water Quality

As per departmental instructions, fortnightly testing of water samples of rural water supply schemes to ensure safe drinking water during the rainy season and monthly testing thereafter is required to be conducted in the State laboratories. Scrutiny of records of three sampled divisions revealed that in respect of 783 schemes, against the required 40,938 water sample tests to be conducted during 2004-09 only 12,780 tests were actually done resulting in shortfall of 69 *per cent*. It was further noticed that no water testing kits had been procured during the last five years in all the three sampled divisions. Further, there is only one water testing laboratory at Nahan in the district where no water testing had been carried out since January 2009 due to non posting of any lab technician.

As per information supplied by the CMO, Sirmour at Nahan, there were 1,24,361 cases of water born diseases (Diarrhoea/dysentery: 1,18,365 and Gastroenteritis: 5,996) noticed in Sirmour district during 2004-09, apart from occurrences of two deaths due to Gastroenteritis during 2004-05.

The EEs of Nahan and Paonta divisions in the exit conference stated (October 2009) that one laboratory at Nahan is not sufficient for catering the services of water testing in the district and more laboratories are being setup separately.

To sum up, unsafe water was being supplied to the public in the district as the quality of water to the habitations was not being ensured by conducting the required water sample tests; as a result substantial number of cases of water borne diseases were noticed in the district.

5.4 Sanitation facilities

There are two towns viz. Nahan and Paonta Sahib in the district where sewerage facilities are yet to be provided. For Paonta Sahib town, sewerage scheme was approved (October 1995) for Rs 2.62 crore and was stipulated to be completed within a period of five years (i.e. by September 2000). **Despite expending Rs 8.81 crore, the scheme was lying incomplete as of June 2009 and sewerage facility in the town remained to be provided within the prescribed time.**

The Executive Engineer attributed (June 2009) delay to non-availability of funds, land disputes and time taken for procurement of material. The reply indicates poor planning of the Department before taking up the execution of the scheme.

Thus, in the absence of sewerage facilities in Nahan and Paonta Sahib, the residents of these towns are exposed to untreated waste and sewage which is a health hazard.

Recommendations

- *The State Government/district administration needs to prepare a strategic action plan to provide potable drinking water to the uncovered habitations in a time bound manner.*
- *Water quality testing system should be improved/upgraded to ensure supply of safe drinking water to the public.*
- *Effective steps needs to be taken to ensure early completion of the sewerage scheme to Paonta Sahib town. Besides, Nahan town should also be considered for providing sewerage facility.*

Chapter 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.

Audit analysis revealed that there is no airport and railway connectivity in the district. The nearest airport at Chandigarh is 90 kms away from Nahan town. The nearest railway station is Ambala Cantt (Haryana) which is 65 kms from Nahan town. A review of the development of roads in the district revealed that 70 per cent villages had been provided road connectivity upto March 2009. Audit findings in this regard are discussed below.

i) Roads

a) Status of Road Connectivity

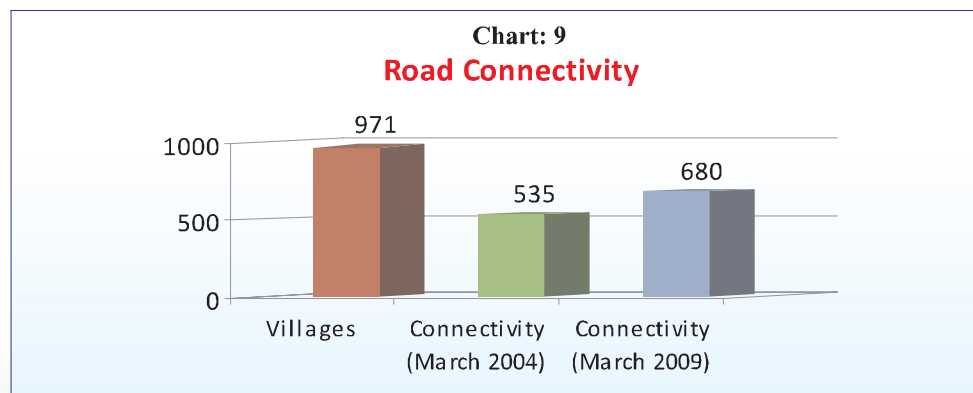
Out of the total 971 villages in the district, only 680 villages have been provided road connectivity as of March 2009. The distance of various places from the district headquarters ranges from 18 kms (Kala Amb) to 125 kms (Rajgarh). The distances from the Blocks to the district headquarters is given below:

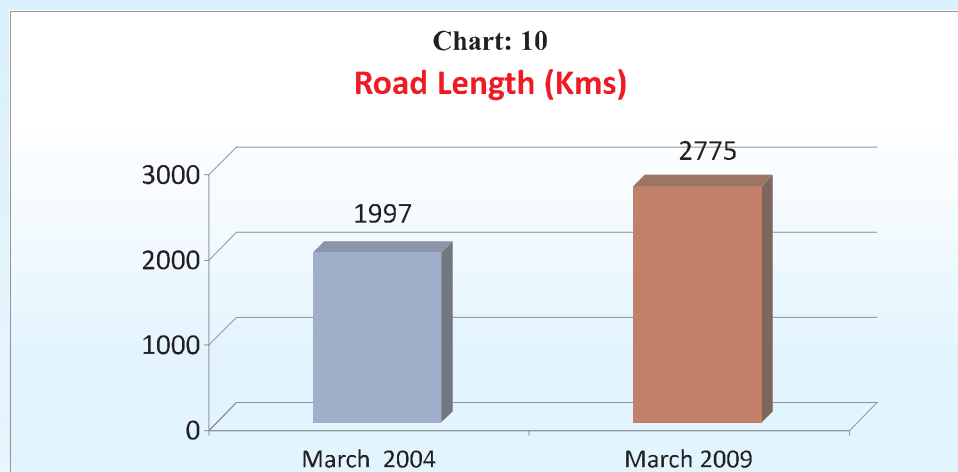
Table: 13

Block	Distance from district headquarters (kms)
Nahan	This block is at district headquarter.
Paonta Sahib	45
Rajgarh	125
Shillai	117
Sangraha	65
Pacchad	39

Source: State Planning Department

The status of road connectivity in the district as of 31 March 2009 is given below:





Source: State Planning Department

As can be seen from the charts above, there has only been an increase of 145 villages (15 *per cent*) connected through roads and 778 kms (39 *per cent*) in the length of roads provided during the last five years. The EEs attributed (May-July 2009) the poor progress to disputes in road alignments on private/forest land.

b) 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 Yojana (PMGSY) and Bharat Nirman Programme. Another scheme which aimed at construction of village link roads is Mukhya Mantri Gram Path Yojana (MMGPY).

The progress with regard to implementation of PMGSY is discussed in the succeeding paragraphs.

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. The status in this regard as of March 2009 was as follows:

Table: 14

Habitation	Total No. of habitations	Number of habitations		Percentage of shortfall
		Connected	To be connected	
With over 1000 people	19	12	7	37
With over 500 people	55	39	16	29

Source: Departmental figures

During 2004-09, funds amounting to Rs 91.31 crore were provided by the GOI for this programme and the State Government allocated Rs 75.06 crore out of State budget for construction of roads for the district. Of this, expenditure incurred was Rs 91.52 crore and Rs 71.68 crore respectively.

The details of road works taken up in the district during the review period and progress of their execution are tabulated in table-15:

Table: 15

Year	Number of works taken up		Approved cost (Rupees in crore)		Works completed			
	PMGSY	State Sector	PMGSY	State Sector	(In numbers)		(Cost Rupees in crore)	
					PMGSY	State Sector	PMGSY	State Sector
2004-05	17	4	20.77	4.04	12	3	13.05	2.07
2005-06	7	4	11.29	11.46	5	1	7.05	5.27
2006-07	39	12	74.19	4.50	13	1	9.47	0.05
2007-08	9	3	10.44	4.63	2	--	1.97	--
2008-09	2	6	4.20	1.44	--	--	--	--
Total	74	29	120.89	26.07	32	5	31.54	7.39

Source: Data compiled by Audit from information supplied by the respective divisions

Audit analysis revealed that out of 103 works taken up during 2004-09 under PMGSY and State Sector schemes, only 37 works (36 per cent) were completed, within the stipulated completion period, 21 works were still in progress and remaining 45 works were lying incomplete as of March 2009. The delay in completion of 45 works ranged between two and 32 months. The EEs attributed (May-July 2009) the delay to acquisition of private land and for want of sanction for the use of forest land for non-forestry purpose.

In sum, 30 per cent of the villages in Sirmour district still remain to be provided with road connectivity; acquisition of forest/private land being the main bottleneck.

Recommendations

- *To ensure timely completion of road connectivity projects, mechanism to resolve the land disputes needs to be set up on priority basis.*

ii) Schemes for other developmental activities

Other developmental activities like renovation/repairs of Government Schools, health institutions, water supply schemes, etc., were taken up in the district under Vikas Mein Jan Sahyog (VMJS), Sectoral Decentralised Planning (SDP), Members of Parliament Local Area Development Scheme (MPLADS), Vidhayak Kshetriya Vikas Nidhi Yojana (MLALADS), etc.

a) Vikas Mein Jan Sahyog (VMJS)

VMJS 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, multipurpose community centres 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, 75:25 in backward areas, and 50:50 in urban areas and rural areas with population being predominantly of general category.

During 2004-09, Rs 4.24 crore was released by the DC to the executing agencies for developmental works in the district. Of this, Rs 1.27 crore was utilised by the executing agencies and the balance amount was lying with the latter as of March 2009. The percentage utilisation of budget allocation declined from 79 during 2004-05 to three during 2008-09.

b) Sectoral Decentralised Planning (SDP)

The SDP 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 kuhls and village link roads. The works under this scheme are approved by the District Planning Development and Twenty Point Programme Review Committee. Under this scheme, five per cent funds are taken from the approved Plan in respect of 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 2004-09, Rs.10.93 crore was released to the executing agencies against which only Rs. 0.86 crore (eight *per cent*) was utilised. Despite a specific stipulation to refund the unutilised funds at the close of the financial year, the executing agencies retained the funds. As per the DPO, 82 works worth Rs 0.86 crore were completed and 434 works costing Rs 10.07 crore remained incomplete due to site dispute/site selection as of June 2009.

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

District Sirmaur is a part of Shimla Parliamentary constituency which includes Shimla and Solan districts also. DC Shimla is the Nodal Officer for release of funds to the Sirmaur district.

During 2004-09, Rs 25 crore was received by the DC, Shimla for approval and sanction of works relating to the development of the constituency under MPLADS. Out of this Rs 2.98 crore was allocated to Sirmaur district. Besides, the DC had an unspent amount of Rs 2.65 lakh in the beginning of 2004-05 and also received Rs 34.30 lakh from the executing agencies on account of savings surrendered by them and interest of Rs 4.35 lakh credited in the bank accounts. Of the total available amount of Rs 3.39 crore, Rs 2.94 crore was released to the executing agencies in the district and the balance Rs 0.45 crore remained unutilised with the DC as of June 2009.

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

As per the revised guidelines (November 2005), an amount of Rs 44.07 lakh and Rs 22.03 lakh were to have been released for the development of the areas inhabited by SC and ST communities respectively. However, no amount was either recommended by the Member of Parliament or sanctioned by the DC during 2004-09. The DC admitted (July 2009) the facts.

Against Rs 2.94 crore sanctioned and released to the executing agencies, the details of expenditure for only Rs 2.06 crore incurred by them during 2004-08 were available with the DC's office though Utilisation Certificates were given for the entire amount. For the financial year 2008-09, the details of amount actually spent were, however, not furnished by that office. While admitting the facts, the DC in the exit conference stated (October 2009) that concerned MP would be requested to recommend more works to ensure optimum utilisation of funds.

d) Vidhayak Kshetriya Vikas Nidhi Yojana (VKVNY)

District Sirmaur has five Vidhayaks (Members of Legislature). Under MLALAD scheme, Rs. 25 lakh was released to each of the Vidhayaks with effect from 2004-05 to ensure execution of developmental works in their respective constituencies. The works are to be selected by the Vidhayaks as per the guidelines of the scheme and sanction from the DC is to be obtained for their execution.

During 2004-09 the DC received Rs. 6.25 crore and released to the implementing agencies. Of this, only Rs 1.31 crore was expended and the balance was lying with the implementing agencies as of March 2009.

The DPO stated (July 2009) that due to non completion of codal formalities in time, the amount spilled over to the next year.

Common Implementation Issues

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

➤ All the works sanctioned under VMJS, SDP, MPLADS and VKVNY are required to be completed within a year. However, in the three test checked blocks, it was observed that 88¹⁵ works relating to construction of link roads, community centres, etc. sanctioned during 2004-09 for Rs 84.17 lakh were not at all taken up for execution as of June 2009 resulting in denial of the intended benefits to the public.

➤ 1181 works¹⁶ like construction of community centres/mahila mandal bhawans, school buildings, roads, etc., costing Rs 19.44 crore sanctioned between April 2004 and June 2008 were lying incomplete as of July 2009. In the three test-checked blocks, 128 works¹⁷ costing Rs 1.98 crore sanctioned during April 2004 to June 2008 which were to have been completed by July 2009, were yet to be completed. The delay in completion of these works ranged between one and 52 months.

The BDOs attributed (June-July 2009) the non-commencement of works/delay in completion works to the diversion of works to other places, non-availability of land/land disputes, late site selection and non co-operation of GPs.

¹⁵ MPLADS: 35; SDP: 26 and VKVNY: 27

¹⁶ MPLADS: 151; SDP: 434; VKVNY: 510 and VMJS: 86.

¹⁷ MPLADS: 19; SDP: 33; VKVNY: 58 and VMJS: 18.

- 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 at District/Block/GP level resulting in creation of assets in an unplanned way with the benefits envisaged out of these assets remaining unknown to the district administration.

Thus, other developmental schemes like Vikas Mein Jan Sahyog (VMJS), Sectoral Decentralised Planning (SDP), Members of Parliament Local Area Development Scheme (MPLADS), Vidhayak Kshetriya Vikas Nidhi Yojana (MLALADS), etc. were taken up in the district in an uncoordinated way as the works were neither properly planned nor completed within the specified timelines resulting thereby in a situation of huge funds lying unutilised. The assets created out of these schemes also remained unknown to the district administration as no asset register was maintained at any level.

Recommendations

- *A coordinated approach needs to be adopted by the State/district administration with the executing agencies to ensure that the works are planned and completed in time to ensure that benefits percolate down to the people.*

6.2 Employment Generation

The GOI and the State Government have initiated numerous measures to tackle problems of 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 Yojana (SGRY) and Swarnajayanti Gram Swarozgar Yojana (SGSY). The SGRY was subsequently subsumed in National Rural Employment Guarantee Programme (NREGP) in February 2006.

i) SGRY

The objectives of the SGRY 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 paragraph-7 relating to Planning, schemes were sanctioned by the DC in an adhoc manner, since the GPs and the Blocks had not prepared any Perspective Plan or Annual Action Plans.

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, Nahan and utilisation there against during 2004-06 (upto February 2006) is given below:

Table: 16

(Rupees in crore)

Year	Opening balance	Funds received			Total	Funds utilised	Unspent balance (Percentage)
		Centre	State	Other misc. receipts			
2004-05	1.76	2.35	0.78	0.04	4.93	3.74	1.19 (24)
2005-06	1.19	2.20	0.73	0.11	4.23	2.98	1.25 (30)

Source: Departmental figures

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

Table: 17

(Rupees in lakh)

Year	Opening balance	Funds received	Other receipts	Total	Funds utilised	Unspent balance (Percentage)
2004-05	13.44	155.50	1.26	170.20	162.41	7.79 (05)
2005-06	7.79	134.90	3.25	145.94	116.04	29.90 (20)

Source: Departmental figures

After merger of SGRY under NREGA, the unspent balance of Rs 29.90 lakh was not transferred to it and remained parked in a saving bank account.

➤ Employment Generation under SGRY

The details of employment generated under this scheme during 2004-06 as reported by DRDA to the GOI are as follows.

Table: 18

(Mandays in lakh)

Year	Mandays for SC/ST	Mandays for women	Mandays for others	Total mandays generated
2004-05	1.76	0.03	1.54	3.33
2005-06	3.18	0.01	2.15	5.34
Total	4.94	0.04	3.69	8.67

Source: Departmental figures

There were no annual targets relating to employment generation although the DRDA planned to execute small works like construction of tanks, playground, etc. for generating employment. Therefore, the extent of employment generated vis-à-vis targets could not be ascertained. Out of 4,858 works sanctioned in the district during 2004-06, 3,713 works had been completed and 1,145 works were lying incomplete as of July 2009. The PO, DRDA stated (July 2009) that works were sanctioned at the fag end of financial year and resulted in non-execution of works/delay in execution of works by GPs.

The fact remains that these works were supposed to be completed within a period of one year from the date of sanction and even after 2004-06, a period of more than three years has already elapsed. The status relating to employment generation in these Blocks was reported as follows.

Table: 19

(Mandays in lakh)

Year	Mandays for SC/ST	Mandays for women	Mandays for others	Total mandays generated
2004-05	0.86	0	0.58	1.44
2005-06	0.90	0	0.63	1.53

Source: Departmental figures

According to the guidelines, 30 per cent employment opportunities were earmarked for women beneficiaries.

As can be seen from the tables above, negligible employment opportunities to women were provided in the district and in the sampled blocks no employment to women beneficiaries was provided during 2004-09.

The DRDA and the sampled Blocks had not maintained 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 all the 21 test-checked GPs, 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 0.04 lakh mandays for women out of 8.63 lakh mandays generated in the district during 2004-06, resulting in less wage employment of 2.55 lakh mandays. The Project Officer stated (July 2009) that being conservative society the women in Sirmaur district did not come forward to do manual works.

ii) National Rural Employment Guarantee Act (NREGA)

The National Rural Employment Guarantee Act-2005 (NREGA) is being implemented in the district since February 2006. The basic objective of the Act is to enhance security of livelihood in rural areas by providing at least 100 days of guaranteed wage employment.

Under NREGA, the wages of skilled and semi-skilled workers and cost of material is shared in the ratio of 75:25 by GOI and State Government. In addition, the State Government bears the unemployment allowance and the administrative expenses of State Employment Guarantee Council. The year-wise position of funds received by the DRDA, Sirmaur at Nahan and utilisation thereagainst during 2005-09 is given below:

Table: 20

(Rupees in crore)

Year	Opening balance	Funds received		Other misc. receipts	Total	Funds utilised	Unspent balance (percentage)
		Centre	State				
2005-06	--	5.35	--	0.01	5.36	0.40	4.96 (93)
2006-07	4.96	8.70	0.96	0.52	15.14	7.77	7.37 (49)
2007-08	7.37	5.86	1.20	0.15	14.58	10.18	4.40 (30)
2008-09	4.40	22.09	2.06	0.15	28.70	25.63	3.07 (11)
Total		42.00	4.22	0.83		43.98	

Source: Departmental figures

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

Table: 21

(Rupees in crore)

Year	Opening balance	Funds received	Other misc. receipts	Total	Funds utilised	Unspent balance
2005-06	--	0.70	--	0.70	0.22	0.48 (69)
2006-07	0.48	3.66	0.10	4.24	3.30	0.94 (22)
2007-08	0.94	3.80	0.05	4.79	4.40	0.39 (08)
2008-09	0.39	11.48	0.03	11.90	10.75	1.15 (10)
Total		19.64	0.18		18.67	

Source: Departmental figures

Note: Figures in the parenthesis denote percentage

The BDOs of the sampled blocks stated (June-July 2009) that the under utilisation of funds was due to slow progress of works by the GPs which in turn resulted in less opportunity for employment generation.

➤ Employment Generation under NREGA

The details of employment generated under this scheme during 2005-09 as reported by DRDA to the GOI are as follows:

Table: 22

(Numbers in lakh)

Year	Total mandays generated (excluding women)	Mandays for SC/ST	Mandays to women	Mandays for others
2005-06	--	--	--	--
2006-07	6.71	2.58	0.20	4.13
2007-08	7.39	2.53	0.12	4.86
2008-09	14.28	5.58	0.58	8.70
Total	28.38	10.69	0.90	17.69

Source: Departmental figures

In the first year (2005-06) of implementation of the scheme, no employment was generated by the implementation agencies due to non-receipt of funds during the year.

Scrutiny of records relating to implementation of the scheme revealed the following points:

The details of job card holders registered, those who demanded employment and those who were provided employment in the district during 2006-09 are as under:

Table: 23

(In numbers)

Year	Total number of job card holders registered	Job card holders who demanded and were provided employment	Job card holders provided 100 days employment	Percentage of shortfall with respect to job card holders who demanded but were not provided 100 days employment
2006-07	31,534	20,453	457	98
2007-08	35,927	22,444	404	98
2008-09	54,619	28,796	1,681	94

Source: Figures supplied by the Department

The shortfall in providing legally guaranteed 100 days wage employment to card holders who had demanded employment ranged between 94 and 98 per cent. No unemployment allowance was granted to eligible job card holders who were not provided employment. This shows lack of adequate efforts on the part of implementing agencies for ensuring effective implementation of the scheme.

During 2006-09, 28.38 lakh mandays were generated by providing employment to 66,138 workers (job card holders). Of these women workers were provided only 0.93 lakh mandays against the required mandays of 9.36 lakh (33 per cent). Thus, the women beneficiaries were not given adequate employment opportunities as required under the Act.

In the shelf of projects for the period 2006-09, 9,852 works were projected to be completed. Against this, achievement was only 5,508 works (56 per cent). Thus, creation of durable assets for strengthening livelihood of rural poor was not ensured to the desired level.

➤ **Muster rolls and payments**

As per provisions of NREGA guidelines, the Muster Rolls (MRs) in the prescribed format with a unique identity number are to be issued by the Programme Officers of the blocks to the Gram Panchayats/executing agencies. The MRs are also required to be maintained by the GPs and other executing agencies in the prescribed manner.

In 21 test checked GPs, it was noticed that the MRs were not being maintained in the prescribed manner and the following discrepancies were noticed:

- In all test checked GPs of Nahan, Pachhad and Sangrah blocks of the district, MRs in old formats without a column for mentioning the job card number were found issued during 2006-07.
- Dates of payment of wages were not indicated on the MRs.
- The MRs were not countersigned by the Inspecting Officers in token of having inspected the work by them.
- No unique number was given to the work mentioned in the MRs.
- Attendance of workers was marked on MRs for seven days a week without any weekly rest.

Disbursement of daily wages is required to be made on a weekly basis or in any case not later than a fortnight after the date on which work was done. In the event of any delay in payment of wages, workers are entitled to compensation as per provision of the Payment of Wages Act, 1936 to be borne by the State Government. Rupees 12.75 lakh was earned by 1,274 workers employed on 123 Muster Rolls in eight out of 21 selected Panchayats between May 2006 and March 2009 but they were not paid on weekly or fortnightly basis due to cheque collection and non-completion of codal formalities. The delay in payment of wages in these cases ranged between six and 645 days beyond the maximum period of a fortnight. No compensation was paid to them.

➤ **Recording and Monitoring**

The guidelines of both the schemes (SGRY and NREGA) provided for maintenance of inventory of the assets created in the rural areas, 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.

Summing up:

The district authorities failed to provide the guaranteed wage employment in rural areas of the district thereby defeating the objective of security of livelihood to the needy and the vulnerable sections viz. SC/ST and women; the extent of poverty alleviation through these schemes remains doubtful.

6.3 Energy

Out of the 971 villages in the district, 965 villages (99 *per cent*) have been electrified as of March 2009. The State Government chalked out plans for electrifying the remaining villages also through the Rajiv Gandhi Gramin Vidyutikaran Yojana (RGGVY).

➤ **Rajiv Gandhi Gramin Vidyutikaran Yojana (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 aimed at facilitating overall rural development, employment generation and poverty alleviation. The scheme is to be implemented with 90 *per cent* funding from 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 Sirmaur district with the aim of:

- Electrification of 3805 un-electrified households among electrified villages including 1024 BPL households;
- Provision of new sub-stations/transmission lines and distribution transformers in 965 electrified villages; and
- Electrification one un-electrified habitation.

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 September 2005, i.e. after a delay of five months from the date of sanction (March 2005). The DPR was approved by the REC in March 2008 i.e. after the lapse of two and half years from the date of submission (September 2005) of the scheme.

Thereafter the Board finalised tenders for Rs 45.93 crore and awarded the works in February 2009 to different contractors on turnkey basis with completion period of one year. As the tendered cost exceeded the sanctioned amount (Rs 29.76 crore) of the scheme, the project cost was further revised and got sanctioned (February 2009) from REC for Rs 49.69 crore.

Thus, the delay in sanctioning the DPR resulted in cost escalation of Rs 19.93 crore, besides, depriving eligible householders of Sirmaur district of the benefits even after over four years of launching (March 2005) of the scheme.

Recommendation

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

Chapter 7: General Services

7.1 E-Governance

NIC, a Government of India agency had setup a District Informatics Centre in District Headquarters to support the District Administration in promoting awareness about the use of Information Technology in various departments. The State Government setup Integrated Community Service Centres (i-CoSC) known as ‘Sugam’ Centres up to tehsil level in districts for providing 50 services under one roof to the citizens of the district through a single window. The 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).

i) Services

The system was developed basically to provide the following services electronically:

Table: 24

Certificates	Relating to Birth/Death, Caste, OBC, Domicile, Handicapped status, Marriage, Nationality, Non-Encumbrance, Solvency, Surviving Members and Income.
Registration	Relating to Birth/Death, Marriage, Electoral Rolls.
Revenue	Property registration, certified copy of Khatauni/Jamabandi/Khasara/Girdawari.
Licenses/Permits	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	Information about Mandi rates in respect of identified commodities in important mandis, remedy for crop diseases from experts through remote assistance.
Utilities	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	Information about Family Pension, old age pension, Government Pensioners Helpline, Police on-line complaints, etc.

Source: Sugam records

ii) Functioning of Sugam Centres

There are 10¹⁸ e-governance Centres in the district covering various Sub-divisions, Tehsils and Sub Tehsils. The position of services to be provided and actually available in these centres was as under :

¹⁸ Three at Sub Division level (Nahan, Rajgarh and Paonta Sahib), Three at Tehsil Level (Shillai, Renuka Ji and Pachhad) and Four at Sub Tehsil level (Dadahu, Nohradhar, Kamrau and Ronhat).

Table: 25

Total number of services to be provided		Services actually provided
District level	37	5 (Vahan, Sarthi, Himris, Himbhoomi and e_Parman)
Sub-division level	35	4 (Vahan, Sarthi, Himris and e_Parman)
Tehsil level	33	2 (Himris and e_Parman)
Sub Tehsil level	—	3 (Himris, e_Parman and Himbhoomi)

For strengthening of these centres the Director (IT) released Rs five lakh in November 2008 which remained unutilised in a bank account as of July 2009.

Functioning of four centres viz. Nahan (District), Rajgarh (Sub Divisional Office (Civil)), Pachhad (Tehsil) and Dadahu (Sub Tehsil) reviewed on a random basis, revealed the following:

- As per the directions of the State Government (November 2007) all the centres set up at District/Sub Division/ Tehsil/ Sub Tehsil level were to be subsumed under a common brand name Sugam with an identical logo and common sign board. It was however, observed in audit (July, 2009) that centres were either using different brand names like 'Sugam', 'Jan Suvidha e_governance Centre' etc. or did not have any sign boards as prescribed for indicating the location and the facilities available at these centres. This resulted in avoidable inconvenience to the public.

Photograph: 10



Photograph: 11



Nahan and Rajgarh centres using different brand names

- Sugam centres were to provide services at the doorstep of rural community by bringing all citizens related services and information under a single roof cutting across different tiers of administration. During test check, audit observed that the services in Nahan relating to e_Parman, Vahan and Sarthi were being provided in Sub-Division office (civil) and Himris and Himbhoomi were being provided at Tehsil Office causing unnecessary inconvenience to the public.
- The State level connectivity through Himachal State Wide Area Network (HIMSWAN) Points of Presence (PoPs) has been established at all centers. The HIMSWAN facility provided in Rajgarh Sub divisional Office was not functioning as the PoP centre established for HIMSWAN connectivity was far away from Sub Division Office (Civil).

- 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 data relating to Himbhoomi was being backed up at the district level.
- 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 citizens continue to follow up their applications for various services manually from one place to another defeating the main objective of providing all the services under one roof.

In conclusion, as regards the e-governance activities, only 2 to 5 services were being provided as of July 2009 through the Sugam centres against 33 to 37 services envisaged to be provided at tehsil to district level.

Recommendation

- *Besides, offering envisaged services through Sugam, efforts should also be made to bring all services under one roof as is presently not the case.*
- *The Sugam/ e-governance centres should have a standardized name and logo which is applied uniformly in all the districts and tehsils.*
- *Disaster recovery plans 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 Civic Amenities by Municipal Administration

Provision of basic civic amenities in the towns is the responsibility of the municipal administration. Sirmaur district has two MCs for Nahan and Paonta towns and one NP for Rajgarh town. The MCs and NP function as an institution of self governance and were receiving grants and funds from the Government. These institutions also earn revenue through taxes, rents, issue of licenses, car parking, etc. and are mandated to utilise these funds for provision of adequate civic amenities to the public.

i) Execution of developmental works

The functioning of both the MCs and NP for the period 2004-09 was reviewed (July 2009) in audit and there were instances of mismanagement of funds meant for developmental works which deprived the general public of the intended benefits; as is evidenced from the following findings.

- MCs Paonta and Nahan received (April 2007) Rs 35 lakh each¹⁹ for construction of parking, toilets and parks from Director, UDD under Rajiv Gandhi Urban Renewal Facility (RGURF) for infrastructure and sanitation improvement in urban areas. Despite the fact that the conditions governing the sanction of these funds stipulated the completion of these works and utilisation of funds within the financial year 2007-08, none of these works have been taken up as of July 2009. MC Paonta had incurred an expenditure of Rs 7.27 lakh only for purchase of play equipments for main park in front of MC office and soil filling in the Park and the balance amount of Rs 27.73 lakh was lying unutilised. The funds allotted to MC Nahan were still lying unutilised.
- Under the scheme Integrated Development of Small and Medium Towns (IDSMTs) construction of 'Parking-cum-community hall' at Paonta was awarded (July 2002) to a contractor for Rs 92.79 lakh with a stipulation to complete the work within 18 months. The contractor started the work in August 2002 and Rs 39.18 lakh was paid for the work executed upto March 2006. Thereafter, the work was stopped and the funds available for this work were spent on another work i.e. shopping complex sanctioned under the above scheme. With a view to complete the work, the DC Sirmaur accorded (July 2008) administrative approval and expenditure sanction of Rs 23.75 lakh under Backward Regions Grant Fund Scheme (BRGF) and released (July 2008) Rs 19 lakh for this purpose. The funds provided by the DC also could not be utilised for want of approval of the estimate for remaining work as of July 2009. Thus, due to keeping the work in a suspended state for more than three years, the amount of Rs 39.18 lakh spent remained unfruitful and intended benefits could not be provided to the public as is evidenced from the photograph-12:

¹⁹ MC Nahan: for parking at Naya Bazar Nahan; and MC Paonta: for main park and toilets.

Photograph: 12

Abandoned work of Parking-cum-Community hall Paonta after incurring expenditure of Rs 39.18 lakh

ii) Waste Management

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 MC Paonta area produces nine to 10 tonnes of garbage per day. To collect this waste, 75 open dustbins and 25 dumper containers have been provided in the town. The Director, UDD released (March 2006) Rs 51.29 lakh under 12th Finance Commission for implementation of Solid Waste Management Project. For this purpose, 2.10 bigha land situated near Kedarpur village had already been transferred (December 2003) to MC Paonta. Out of Rs 51.29 lakh, Rs 12.86 lakh (Dumper placer: Rs 7.38 lakh; dumper containers: Rs. 2.86 lakh: Garbage Rickshaw: Rs 1.79 lakh and development of dumping site: Rs 0.83 lakh) were spent and the balance amount of Rs 38.43 lakh remained unutilised as of July 2009 due to stoppage of work of dumping site (May 2007) by the villagers residing near the dumping site. In the absence of any dumping site the whole garbage of the town was being dumped on the banks of river Yamuna as can be seen from the following photograph.

Photographs: 13

Garbage being dumped on the bed of River Yamuna by MC Paonta

Photograph: 14



Abandoned work of Solid Waste Management Project after incurring expenditure of Rs 0.83 lakh

The EO, Paonta while admitting (July 2009) the facts stated that matter had been discussed in the House and efforts were being made to persuade the people of Kedarpur village to settle their objection relating to development of dumping site.

- The MC Nahan area generates seven to nine tonnes of garbage per day. In order to collect this waste, 45 open dustbins and 19 dumper containers have been provided. In both the MCs-Paonta and Nahan the dumpers are transporting the garbage to the bank of river Yamuna/SWM through Dumper Placers and garbage collected in open dustbins is transported in open tractor trolley which can be seen from the photograph below:

Photograph: 15



Garbage being transported in open tractor trolley by MC Paonta

It was noticed that out of 7 to 9 tonnes of garbage, about 60 *per cent* garbage is non-biodegradable. In Solid Waste Plant only biodegradable solid waste is converted into compost. Thus, 60 *per cent* garbage was lying in the open near the Solid Waste Plant as can be seen from the photographs-16 and 17:

Photograph: 16



Solid Waste Plant Nahan

Photograph: 17



Non-biodegradable waste lying undisposed off near Solid Waste Management Plant Nahan

The EO Nahan while admitting (July 2009) the facts stated that a proposal under BRGF has been included in the project report wherein the funds of Rs 75 lakh had been demanded for dumping the non-biodegradable material. He further stated that as soon as the funds are received, immediate action to prepare the dumping site would be taken in hand.

- In Rajgarh NP area about six quintal garbage is generated every day. To collect this garbage, NP has placed 12 open and 20 covered dustbins. NP has no solid waste plant to convert this garbage into compost. The garbage was being transported in open tipper to reserve forest which is about 3 kms away from NP area. The Forest Department impounded (April 2009) the vehicle of the NP for dumping the garbage in reserve forest. A dumping site measuring 1.17 bigha land has been proposed adjacent to the present site where the garbage was being dumped and the process of transferring the land in the name of NP was under process. The people living in nearby villages of the present dumping site objected to the disposal of garbage in the present site and threatened the NP authority to manhandle the staff of the NP and safai karamcharies. With the result the whole garbage was scattered in the NP as can be seen from the photograph-18:

Photograph: 18



Garbage Scattered out of overflowing dustbin at Bus Stand Rajgarh

Secretary NP Rajgarh while admitting the facts stated (July 2009) that requests were being made regularly with the revenue authorities to transfer the land in the name of NP. He further stated that there exists no other plan to dispose off the garbage as no suitable site was available with NP.

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

Recommendations

- *Execution of developmental works by the MCs need to be monitored effectively to avoid cost escalation and to ensure completion of works in a time bound manner.*
- *Waste management plans also need to be developed in an integrated manner to ensure proper management of disposal of municipal solid waste.*

Chapter 8: Monitoring Mechanism and Impact Evaluation

8.1 Inspection and Supervision

The DC is responsible for monitoring the overall 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 specify the monitoring requirements, in general, most schemes require that the DC closely 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: 26

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, for the Central schemes.

Audit scrutiny, however, revealed that monitoring and supervision of the progress of implementation of various schemes in the district was perfunctory. The District Planning and Development Committee convened only five meetings against requirement of 15 during 2004-09. The DC reportedly held 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. While the DPO stated (July 2009) that field visits and inspections were carried out both by the DC and the Addl. DC, there were no reports available in the office relating to such visits.

The sampled blocks and GPs, do not send the Statements of Expenditure on a monthly basis to the DC. The DPO (July 2009) stated that efforts were being made to get the information regularly from the concerned agencies.

8.2 Grievance Redressal

The State Government has instituted a mechanism at the district level to address the grievances of the public relating to the services/utilities provided by various departments and agencies of the State. A Grievance Cell has been set up in the office

of the DC with staff, which caters to two types of grievances – those received through (a) Governor, Chief Minister and Minister of the State and (b) from the general public. The timeframe specified by the State Government for redressing the grievances in (a) is one month and those in (b) is one and a half months. The position relating to the number of grievances received and those addressed during the last five years (up to March 2009) as reported by the DC's office, is depicted in the charts below:

Chart- 11

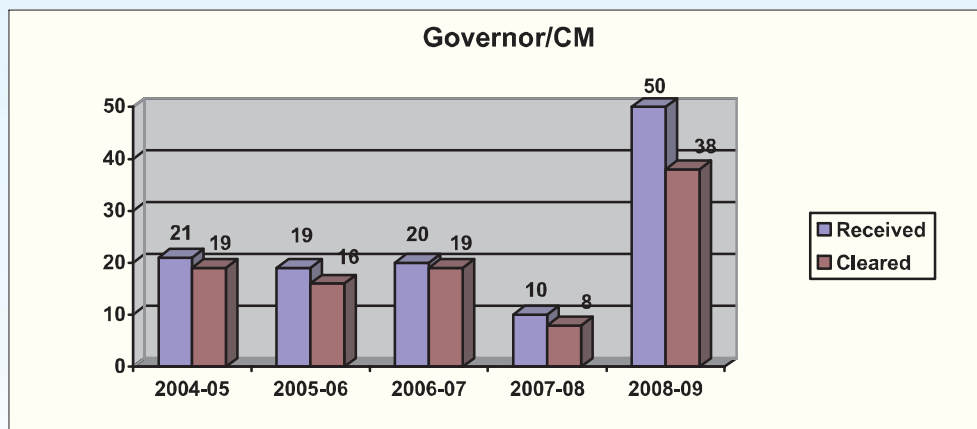
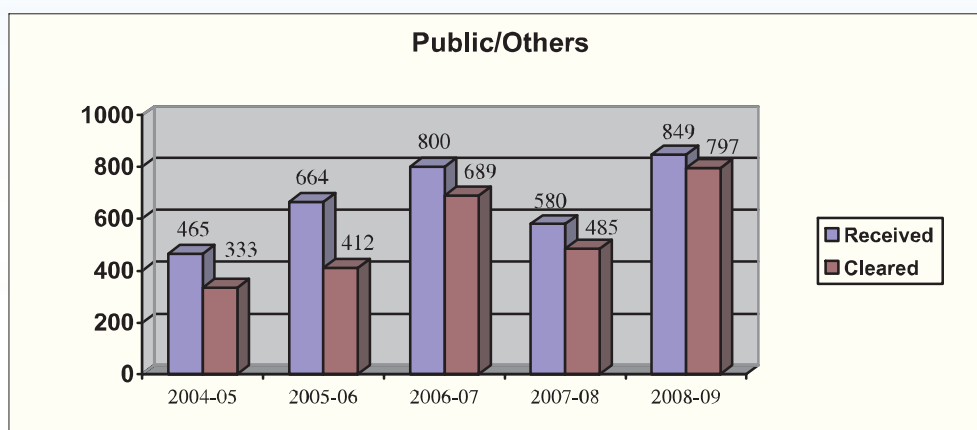


Chart- 12



In sum, monitoring and supervision of the progress of implementation of various schemes at all tiers of local administration in the district was perfunctory which impacted the progress of developmental works/projects undertaken by various departments/implementing agencies. Consequently, there were number of works in the social and economic sectors which were plagued by cost and time overruns thereby depriving the public of the benefits of these developmental schemes.

Recommendation

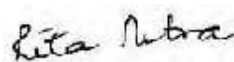
- *Monitoring, inspection and supervision needs to be strengthened at all the tiers of local administration to ensure that the programmes are executed on time and within cost and timely corrective action is taken in cases of slippage.*

Chapter 9: Conclusion

There are 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.

To ensure efficiency and effectiveness in delivery of key services like education, health, employment, etc., the GOI has increasingly been entrusting the responsibility at the local level, especially the PRIs. This is also intended to ensure that the local Government at the district, block and GP level are empowered to discharge the functions that are constitutionally assigned to them. It was observed that 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 district at the desired pace.



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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 Calamie Gurine
BDO	Block Development Officer
BPL	Below Poverty Line
C&V	Craft and Vernacular
CAP	Comprehensive Action Plan
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
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 Pertussis 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 Heath
IRDPP	Integrated Rural Development Programme
IT	Information Technology
JBT	Junior Basic Teacher
JNNURM	Jawahar Lal Nehru National Urban Renewal Mission
JSY	Janani Suraksha Yojana

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 Yojana
MMGPY	Mukhya Mantri Gram Path Yojana
MMR	Maternal Mortality Rate
MP	Member of Parliament
MPLADS	Member of Parliament Local Area Development Scheme
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 Yojana
PO	Project Officer
PRI	Panchayati Raj Institution
PWD	Public Works Department
RCH	Reproductive and Child Health
RDD	Rural Development Agency
REC	Rural Electrification Corporation
RGVY	Rajiv Gandhi Gramin Vidyutikaran Yojana
RKS	Rogi Kalyan Samiti
SC	Sub Centre
SC	Schedule Caste
SDM	Sub-Divisional Magistrate
SDP	Sectoral Decentralised Planning
SGRY	Sampoorna Gramin Rozgar Yojana
SGSY	Sampoorna Gramin Swarojgar Yojana
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