

## Chapter 7: General Services

### 7.1 E-Governance Plan

To bring the benefits of Information and Communication Technology (ICT) and ensure transparent, timely and hassle free delivery of citizen services, GoI initiated National e-Governance Plan (NeGP) in the country. The NeGP consists of establishment of Assam State Wide Area Network (ASWAN), Common Service Centres (CSCs), State Data Center (SDC) and e-District. The CSCs scheme aims at establishing computer kiosks at the rate of one per cluster of six villages. These kiosks are intended to be single window points for Business to Citizen (B2C) and Government to Citizen (G2C) services.

In order to provide G2C Services to the citizens through the CSCs in Assam under NeGP, GoA appointed (August 2009) M/s Assam Electronics Development Corporation Limited (AMTRON) as the State Designated Agency (SDA) for implementation of the CSC project in the State. SDA in turn, selected (March 2008) M/s SREI Infrastructure Finance Ltd., a Kolkata based firm, as the Service Centre Agency (SCA) for the District. A District e-Governance Society 'e-Sanjog Sonitpur' was constituted (October 2009) under the Chairmanship of DC, Sonitpur for implementation, monitoring and delivery of G2C services etc.

Audit scrutiny revealed that 242 Village Level Entrepreneurs (VLEs) were appointed as of March 2012 by SCA to run the CSCs at Block/GP/village level against the requirement of 294 CSCs<sup>30</sup> as per norms.

#### 7.1.1 Status on implementation of e-governance plan

##### 7.1.1.1 Financial/resource support

To ensure sustainability of e-governance plan, a Minimum Financial Support/Guarantee against Government/citizen services was provided to SCA for rural initiatives and accordingly providing Government and non-Government services. For CSC project, GoI sanctioned fund to the State and accordingly, GoA allocated (2008-09 to 2011-12) ₹8.13 crore<sup>31</sup> to SDA. Out of ₹8.13 crore, ₹2.84 crore (35 per cent) was utilized during 2008-09 to 2011-12 for payment of resource support leaving a balance of ₹5.29 crore. All 242 CSCs were not rolled out at a time from April 2008 and were made functional only by December 2010 by SCA.

Scrutiny of records, however, revealed that out of utilized fund of ₹2.84 crore, an amount of ₹1.16 crore<sup>32</sup> (41 per cent) was paid to SCA without registering/confirming their functional activities through Online Monitoring Tool (OMT).

<sup>30</sup> 294 CSC (No. of village: 1765/6 per village)

<sup>31</sup> No. of CSCs rolled out: 242 nos. x 48 months x ₹7,000 per month per CSC (as per GOI guideline)

<sup>32</sup>

Period	No. of CSCs rolled out	No. of CSCs registered in OMT	Revenue support paid for CSCs (per month @ ₹7,000)	Total revenue support paid (in ₹)
04/ 2008 to 03/ 2009	81	--	81	68,04,000
04/ 2009 to 06/ 2009	93	--	93	19,53,000
07/ 2009 to 09/ 2009	133	--	133	27,93,000
<b>Total</b>				<b>1,15,50,000</b>

### 7.1.2 E-District project

The e-District project aims to improve the experience of a citizen while availing G2C services. The effort is to enhance the efficiencies of various departments at the district level to enable seamless service delivery to the citizen. The project envisages establishment of citizen facilitation centers at district, sub-division and block levels. The CSCs will act as front ends for the e-District project at the village level. GoA launched (January 2010) Sonitpur as e-District project, a State Mission Mode Project in which majority of the G2C and G2G services are to be delivered through 242 CSCs and Public Facilitation Centre (PFC) at DC office campus by the District administration.

#### 7.1.2.1 Services

- According to the guidelines framed by GoI, providing of six core categories of services and additional four more services as per the requirement of District administration have to be implemented under e-District Mission Mode Project (MMP) as shown in Table-37.

**Table-37: Services to be delivered**

Six Core categories of services	
<b>Certificates</b>	1.Birth & Death Certificate, 2.Income Certificate, Permanent Residence Certificate, 3.SC/ST& OBC Certificate, 4.Senior Citizens Certificate
<b>Pension</b>	5.Old Age, 6.Widow
<b>Revenue court cases</b>	7. Case List, 8. Cause List Generation, 9. Progress Tracking,10. Final Issuance of Order
<b>Revenue Dues and recovery</b>	11. Issue of Recovery Certificates, 12. Tracking of RC, 13. Tracking of Status of Dues, 14. Issue of Notices
<b>Ration card/PDS</b>	15. Issue of new Ration Cards, 16. Issue of Duplicate Ration Cards, 17. Issue of Surrender Certificates, 18. Modification of Ration Cards, 19. Issue of LPG Connections
<b>Grievances</b>	20. Registration of Grievances, 21. Status Tracking, Resolution of Grievances
Additional four categories of services	
<b>Utility services</b>	22. Payment of Electricity Bills and 23. Telephone Bills
<b>Employment Services</b>	24. Registration to Employment Exchange, 25. PMRY and SGSY schemes
<b>Right To Information (RTI)</b>	26. Information dissemination under RTI
<b>Electoral Services</b>	27. Updating of Electoral Rolls

Out of the above 27 mandated services, PFC and CSCs provided only 11 services under G2C as detailed in Table-38.

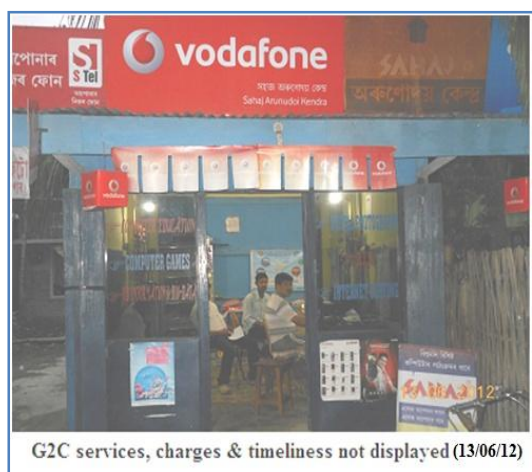
**Table-38: Services delivered**

Year	No. of G2C Service provided		11 G2C services provided
	By PFC	By CSCs	
2009-10	488	348	1. Permanent Residential Certificate, 2. Senior Citizens Certificate 3. Next to kin certificate, 4. Non creamy layer certificate, 5. Land valuation certificate, 6. Bakijai clearance certificate, 7. Income certificate, 8. Copy of electoral roll, 9. Delayed birth registration, 10. Delayed death certificate & 11. Special events u/s 144 CrPC
2010-11	5,885	7,911	
2011-12	5,295	7,240	
<b>Total</b>	<b>11,668</b>	<b>15,499</b>	

Reasons for not providing complete mandated services by CSCs were not on record. During field inspection (May-June 2012), owners of CSCs, however, stated that due to poor infrastructure, poor net connectivity, incomplete digitalization of official records, lack of proper training and innovating ideas from concerned authorities, CSCs failed to provide mandated services and owners were unable to earn their livelihood by running CSC.

- As per GoA's instructions, Service Level Agreement (SLA) was required to be signed between the SCA and the concerned department. SCA/CSCs could then be able to collect Government fee/ charges for services and retain 30 per cent share of such revenue collected by CSCs/SCA which would then be transferred to the e-District society. Further, SCA has to ensure that list of services with charge and timelines to be provided be prominently displayed in the premises of each CSC.

Scrutiny of records revealed that SLA had not been signed between District Administration and SCA/CSC. The fee for providing G2C services was, however, collected by CSCs against 15,499 instances of services so far rendered. In the absence of SLA, the collection of ₹4.65 lakh (15499 x ₹30) by CSCs was unauthorized. Regarding realization of Government share out of collection of fee by CSCs, it was seen that also ₹0.83 lakh was realized while balance ₹0.57 lakh remained to be realized. None of the test checked CSCs displayed list of services to be provided with charges and timelines as would be evident from photographs below:



G2C services, charges & timeliness not displayed (13/06/12)



CSC not displayed G2C services with charge & timeliness (13.6.12)

Thus, allowing CSCs/SCA to collect fees without signing SLA and not displaying list of services with charge and timelines by the District authority, deprived the CSC/SCA the legal right to collect fees and citizens were also not aware of the services to be provided by the CSCs/SCA.

### 7.1.3 Monitoring of delivery of G2C services

DC has to submit monthly report on the delivery of G2C services to the Information and Technology Department. Scrutiny of records revealed that no monthly report on G2C services since 2009-10 to 2011-12 was submitted to Information and Technology Department or to GoA by the DC. Thus, prescribed monitoring through

reports and returns was lacking in e-District projects and G2C services under e-Governance.

Thus, the implementation of e-Governance in the District could not achieve the intended objective of providing all mandated services as well as additional services as per District's need due to lack of initiative at district level to facilitate digitalization of all records, coupled with poor net connectivity and lack of training to CSC operators.

## 7.2 Waste Management

Waste represents a threat to environment and human health if not handled properly. There are three types of waste viz., (i) bio medical waste, (ii) municipal waste, and (iii) hazardous waste.

### 7.2.1 Bio-medical waste

Bio-medical waste is generated by hospitals and other health service providers and consists of discarded drugs, waste materials of biological origin, microbiological and biotechnological waste, human anatomical waste, animal waste etc.

According to the Bio-medical waste (Management and Handling) Rules 1998, authorization of the State Pollution Control Board is mandatory for each Medical Service provider including research laboratories handling Bio-medical waste. The District has one district hospital, three CHC, 48 PHCs besides 52 nursing homes/ private hospitals and diagnostic centres/laboratories handling Bio-medical waste. DC and Jt.DHS, Sonitpur did not have any information regarding authorization and system of handling of Bio-medical waste in the District. However, information furnished by the Jt. DHS revealed that no organization except Kanaklata Civil Hospital, Tezpur had an incinerator for disposing Bio-medical waste as per specified norms of the Board. Segregation of waste was also not done in any organization except in CHC, Biswanath.



Unhygienic waste disposal at Sub-divisional Civil Hospital, Biswanath Chariali (26/05/2012)



Unhygienic waste disposal at Kanaklata Civil Hospital, Tezpur (13/06/2012)

Joint physical verification of the selected medical units with departmental officers carried out on 26 May and 13 June 2012 respectively revealed that waste was not disposed of as per prescribed procedure but dumped at different places in hospital premises as evident from the photograph.

Thus, the absence of any mechanism for disposing of bio-medical waste and its dumping in open space poses serious health hazards including air pollution.



### 7.2.2 Municipal waste

Municipal waste is generated by households and consists of paper, organic waste, metals etc. Increasing use of plastic and packaged products also contribute significantly to municipal waste.

According to the Municipal Solid Waste (Management and Handling) Rules, 2000, Municipalities are responsible for disposal of municipal solid waste. The District has three



Unsystematic /scattered wastes in Tezpur town (28-03-2012)



Wastes are being carried in open Truck (11-05-12)

Municipal Boards (MB)<sup>33</sup> and two Town Committees (TC)<sup>34</sup>. Approximately 61 tonnes of waste is generated per day in the MBs and TCs areas and none of them had quantified the non-biodegradable waste. Except Tezpur MB, none of the MBs and TCs had solid waste disposal plant. Solid waste was being carried in open carts and trucks in broad day light and dumped at different sites of the towns as evident from the photographs.

As per information furnished by the Tezpur MB, there is a solid waste disposal plant, financed entirely by GoI, Ministry of Urban Development Department and constructed by the National Building Construction Company. The project was completed (August 2011) and started disposal of solid waste. Physical verification on 5 June 2012 of the project revealed that huge solid waste was piled up in campus area and out side the campus and the plant was not fully in operation due to some technical deficiency. As a result it was unable to handle the increasing loads of solid waste as evident from the photographs.



Solid Waste disposal plant not fully in operation (05/06/2012)



Solid waste piled up as the plant not fully in operation (05/06/2012)

Thus, it is evident that MBs failed to discharge their obligation of disposing the waste in the absence of infrastructure, manpower and long term planning in such disposal. People are thus, exposed to the threat of untreated waste and pollution.

<sup>33</sup> (i) Biswanath, (ii) Dhekiajuli, & (iii) Tezpur

<sup>34</sup> (i) Gohpur & (ii) Rangapara

## 7.3 Civic Amenities

### 7.3.1 Civic Amenities by Municipal Administration

Provision of basic civic amenities in the towns is the responsibility of the Municipal Administration. In Sonitpur district, three MBs and two TCs function as self-governing institutions (Urban Local Bodies) and receive grants and funds from the Government. These institutions also earn revenue through taxes, rents, issue of licenses and car parking etc. The mandate of the local bodies is to utilise these funds for provision of adequate civic amenities for the public.

During 2007-12, the MBs and TCs received ₹6.02 crore under the schemes – Urban Infrastructure Development Scheme for Small & Medium Town (UIDSSMT) and Swarna Jayanti Shahari Rozgar Yojana (SJSRY), out of which ₹4.83 crore was spent by the MBs and TCs during the period. Organised planning initiative to utilize the funds through preparation of AAP was, however, not undertaken by the ULBs.

Audit scrutiny of the records revealed that 22 works of 2008-11 (estimated cost ₹77.02 lakh) under SJSRY, had not been started. The ULB, however, did not furnish any reason for not taking up the works except one work of 2009-10 for which DPR was yet to be approved by DUDA. Funds remained blocked with the ULBs and desired benefits could not be provided to the people.

Thus, non commencement/non completion of the works, apart from blocking of funds, resulted in denial of intended benefits of civic amenities to general public at large in the District.

### 7.3.2 Storm Water Drainage

GoI sanctioned ₹7.23 crore during 2008-09 for development of Storm Water Drainage network at Dhekiajuli town with due date of completion of the project by 27 February 2011. The project was to be executed by the Dhekiajuli MB. Accordingly, GoI and GoA released ₹3.61 crore (GoI 3.25; GoA: 0.36) during March 2009 and July 2010 to Dhekiajuli MB. The ULB submitted (March 2012) UC for the entire amount of ₹3.61 crore and 2<sup>nd</sup> instalment of ₹1.98 crore (including state share of ₹0.36 crore) was released to ULB on 10 April 2012. Scrutiny of records revealed that slow progress of works by TC, Dhekiajuli delayed the release of funds by GoI and GoA. As a result works remained incomplete (June 2012).

Thus, due to non completion of the works, the drainage problem remained unresolved in the town.



Incomplete project (6.5.12)

### 7.3.3 Other Amenities/services

GoI decided to provide essential financial services like savings, credit, micro-insurance and facilities for remittance in all villages with population over 2,000 by March 2012. The objective of the scheme was to deliver financial services at an affordable cost to vast sections of the low-income groups. Information obtained from Reserve Bank of India (RBI) revealed that the District has 101 bank branches which cover 373 (21 *per cent*) out of 1,765 villages. Out of total credit of ₹1,162.18 crore, only ₹287.93 crore (25 *per cent*) was provided to 1,41,251 farmers during 2007-12. Thus, the coverage of all villages by banks by 2012 remained unachieved.

➤ Expenditure on police force incurred by SP, Sonitpur for maintaining law and order in the District increased 120 *per cent* (from ₹14.33 crore to ₹31.55 crore) during 2007-08 to 2011-12. Crime cases in the District, however, increased by 13 *per cent* from 3,024 cases as on 31 March 2007 to 3,417 cases as on 31 March, 2012. Major cases of crime increases were Car lifting (213 *per cent*) and kidnapping (106 *per cent*).

Thus, increase in major crimes is a threat to security for common public.

The SP had shortage of manpower. Out of 1219 sanctioned posts in different categories, 116 posts remained vacant. Thus, shortage of manpower, shortage of required facilities in police stations, inadequate arms and ammunition, shortage of vehicle etc., were responsible for the increase of crime cases in the District.

➤ Information furnished by the District & Session Judge, Sonitpur depicted that 34 to 46 *per cent* cases were disposed of during 2007-12. Out of 14,119 cases, 2,877 cases were pending for more than three years as shown in the Table-39.

**Table- 39: Position of disposal of civil and criminal cases**

year	Opening balance	Cases instituted during the year	Total cases	Disposed during the year	Closing balance	Percentage of disposal
2007-08	6737	8148	14885	6252	8633	42
2008-09	8633	8294	16927	7292	9635	43
2009-10	9635	9019	18654	8137	10517	44
2010-11	10517	8639	19156	8838	10318	46
2011-12	10318	11050	21368	7249	14119	34
<b>Total</b>		<b>45150</b>	<b>90990</b>	<b>37768</b>		

Source: Information furnished by the District & Session Judge, Sonitpur.

➤ Non availability of electricity supply is a cause of concern for common man. The shortage in meeting energy requirement in the District ranged between 17 and 31 *per cent* during 2007-12 whereas shortage during peak demand period ranged between 18 to 41 *per cent*.

➤ The District had 10,096 District exchange lines of which urban connections were 8,782 and rural connections were 1,314 (13 *per cent*). Tele density of the District is 8.89 *per cent* against the State tele-density of 35.88 *per cent* which is substantially behind the State rate.

➤ As per Standing Fire Advisory Council<sup>35</sup> (SFAC), norms for establishment of fire stations, there should be one station for 10 square Km in urban areas and one station for 50 square Km in rural areas. The District had six against requirement of 110<sup>36</sup> fire stations which are abnormally less than the norms. There were 1052 fire incidents during 2007-12 in which four human lives and property worth ₹4.44 crore were lost. Thus, shortage of fire fighting infrastructure is one of the causes responsible for loss of life and property.

**To sum-up, the District is deficient in basic amenities like good quality roads, sufficient supply of electricity, required bank branches, transportation and communications, drainage system. Besides, there is no Waste management Plan for disposal of both Bio-medical and municipal waste except in Tezpur town in the District.**

### **Recommendations**

- DC should chalk out a well coordinated plan with all line departments/agencies to ensure basic civic amenities to uplift quality of life of the general people.
- Waste management plants also need to be developed in an integrated manner to ensure proper management of disposal of solid waste.

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<sup>35</sup> An Apex body at national level set up by the Ministry of Home Affairs

<sup>36</sup> 110 Nos. {Urban: (51.55 / 10 = 5 Nos.) + Rural: (5229.03 / 50 = 105 Nos.)}