
INFORMATION TECHNOLOGY AND BIO TECHNOLOGY DEPARTMENT
2.3 Review of the creation of infrastructure for National e-Governance Plan and delivery of services to common citizens through Common Service Centers
Executive Summary

The National e-Governance Plan (NeGP) envisaged three pillar model¹ for delivery of “web-enabled anytime, anywhere access” information and services in rural areas. Government of Chhattisgarh (GoCG) has identified 10 key services² for providing Government to Citizen (G2C) services. The NeGP of Government of India (GoI) has a clear focus on improving delivery of Government services to Citizens and e-Governance is known to play a very active role in this endeavor. NeGP recognizes that creation of Information Technology (IT) and services delivery infrastructure by the State is essential for effective and cost efficient functioning of e-Governance.

The NeGP consists of three core projects- State Wide Area Network (SWAN), State Data Centre (SDC) and Common Service Centers (CSCs). The total funds utilized for SWAN was ₹ 69.64 crore out of total allocated fund of ₹ 71.85 crore during 2005-13. In SDC ₹ 15.05 crore was utilised out of total allocated funds of ₹ 18.93 crore while fund utilisation for CSCs was ₹ 17.73 crore out of total allocation of ₹ 23.93 crore.

The Performance Audit of the Department was conducted for the period 2005-13 to examine the economy, efficiency and effectiveness of significant activities. The major audit findings are highlighted below:

- Department failed to provide Government to Government (G2G) services through SWAN even after incurring expenditure of ₹ 69.64 crore and running parallel network with SWAN connectivity led to extra financial burden on the State Government.
{Paragraph 2.3.7.1(d)(ii)}
- During 2006-11, only 37.11 per cent, 2.28 per cent and 26.47 per cent of funds available were utilized under SWAN, SDC and CSCs, respectively.
(Paragraph 2.3.6.1)
- There was delay of 32 months in floating of tender for SDC which led to slow progress of implementation of the project.
{Paragraph 2.3.7.2 (i)}
- Against targeted 10 key G2C services to be provided through CSCs, only one service i.e. issue of certificates was provided by eight CSCs.
{Paragraph 2.3.7.4 (iv)}
- Failure to provide connectivity to CSCs through Base Transceiver Station (BTS) led to largely idle investment of ₹ 4.47 crore under CSCs scheme.
{Paragraph 2.3.7.4 (v)}
- Failure of the Apex committee to regularly review the physical and financial progress led to shortfall in operationalisation of CSCs and non extension of the targeted key services.
{Paragraph 2.3.7.4 (vii)}

¹ State Wide Area Network, State Data Centre and Common Service Centers

² (i) Land records, (ii) Vehicle Registration, (iii) Issue of certificates/ Government schemes, (iv) Employment exchange, (v) Ration cards, (vi) Electoral services, (vii) Pension schemes, (viii) Road transport, (ix) Public grievance and (x) Utility/Telephone Bills (Government Undertakings)

2.3.1 Introduction

The Government of India approved the National e-Governance Plan (NeGP) in May 2006 with the vision to “make all Government services accessible to the common man in his locality, through common service delivery outlets and ensure efficiency, transparency and reliability of such services at affordable costs to realize the basic needs of the common man”. NeGP envisaged bringing the different initiatives launched by different States/Departments under a common umbrella to achieve the vision. NeGP was to be promoted as a centralized initiative to the extent necessary to ensure citizen service orientation and optimal use of technology but advocated a decentralized implementation model.

The Government of Chhattisgarh (GoCG) appointed Chhattisgarh Infotech and Biotech Promotion Society (CHiPS), a society under the control of the State Government, as the State Designated Agency (SDA) for establishment and implementation of NeGP. Being the representative of the State, CHiPS was required to provide the necessary policy level support for regulation, promotion and ramp up of NeGP and private sector services. The role of the SDA was primarily to: facilitate e-readiness of the State, awareness campaigns and the State Wide Area Network (SWAN) interface co-ordinate, manage and monitor the receipt and utilisation of financial support received from the State Government / Government of India (GoI), help identify Common Service Centre (CSC) locations, co-ordinate and facilitate interactions between the Service Centre Agencies (SCA) and other Departments, coordinate and network with other concerned state level entities and select SCA under the guidance of the High Level Committee/Apex Committee.

Creation of core infrastructure in the form of SWAN, SDC, State Service Delivery Gateway (SSDG) and support infrastructure of CSCs were identified as important components that would ensure efficient delivery of e-services.

2.3.2 Audit Objectives

The audit objectives were to assess whether:

- the planning, co-ordination and programme formulation for creation of common/support infrastructure for NeGP were in line with the Government’s approach to e-Governance,
- the Core Infrastructure (SWAN, SDC, SSDG) was planned and created to facilitate effective implementation of NeGP,
- the Public-Private Partnership (PPP) model was implemented efficiently, effectively and economically; and
- the support infrastructure (CSCs) was planned and implemented to promote NeGP effectively.

2.3.3 Audit Criteria

Criteria has been drawn from the following sources:

- IT Policy of the State Government.
- Circulars issued and mandate documents prescribed by the Government.
- Instructions of the GoI on implementation of e-governance schemes.

2.3.4 Scope of Audit and audit methodology

Review of creation of infrastructure for NeGP was conducted to cover the activities undertaken by the State Information Technology (IT) Department and Nodal agency CHiPS under NeGP during the period from 2005-06 to 2012-13. During the audit, economy and efficiency of the project management in the formulation, implementation and operation of the core infrastructure components associated with NeGP and its effectiveness in achieving the Government's vision were examined. The review also looked into the utilisation of the core infrastructure by the State Governments/ departments for delivery of services.

The Audit objective, scope and methodology were discussed with the Secretary, IT Department, Government of Chhattisgarh (GoCG) and Chief Executive Officer, CHiPS in an entry conference held in September 2012. Comprehensive assessment of CSC, SWAN and SDC was made between September 2012-May 2013 through check of records of CHiPS, physical verification of 43 CSCs of five Districts³ (*Appendix 2.3.1*) 18 SWAN locations in Raipur District and 10 key service Departments. Replies received from CHiPS have been suitably incorporated whenever applicable.

2.3.5 Salient features of the Programme

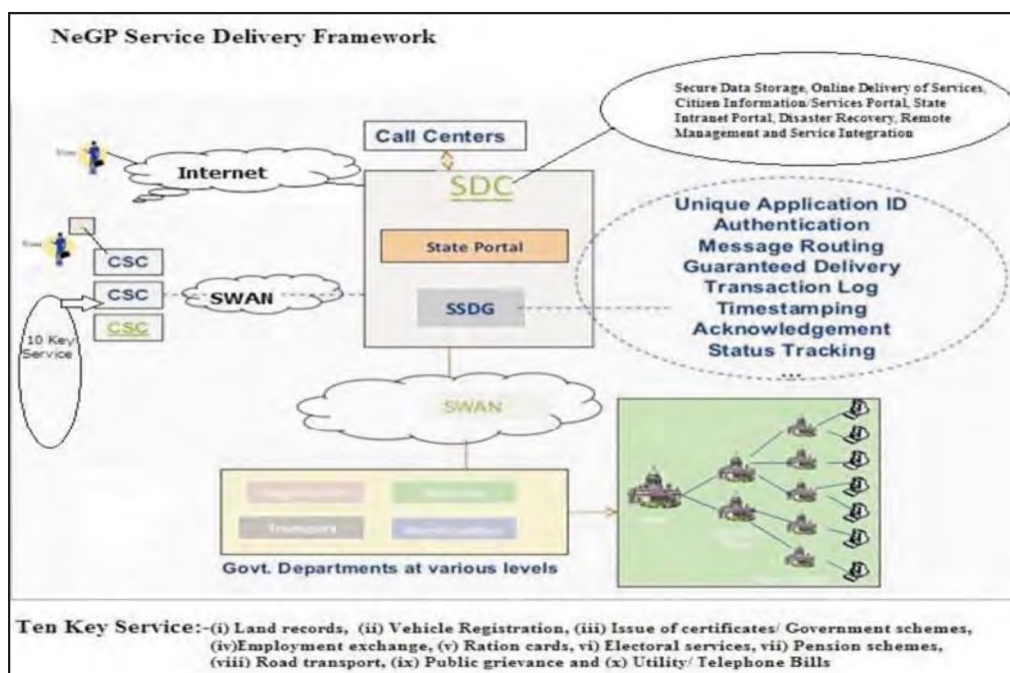
The e-Governance scheme broadly consists creation of the following three major components:

- Core infrastructure (SWAN, SDC and SSDG)
- Mission Mode Projects (MMPs) – Back end
- The CSCs - Front end

The most important component in the e-Governance programme is the creation of electronic service delivery platform through Common & Support Infrastructure schemes and this was to be done through PPP model.

Government of Chhattisgarh identified 10 key services for providing to common man through CSCs. When user requested to provide services, the given information would be captured in the CSCs and this information will be uploaded to SSDG through SWAN or other Internet connectivity. SSDG provide unique ID for every request thereafter the data captured in the SDC are sent to the concerned Department, who will issue the certificate/provide services after verification of uploaded data provided by the CSC.

³ Bilaspur, Dhamtari, Janjgir, Raigarh and Raipur



(i) State Wide Area Network (SWAN)

SWAN is important for building the core infrastructure for supporting e-Governance initiatives. The objective of the Scheme was to create a secured Government network for the purpose of delivering Government to Government (G2G) and Government to Citizen (G2C) services.

SWAN has two components (Vertical and Horizontal). The vertical component is implemented by using three-tier architecture, State Headquarters (SHQ⁴), District Headquarters (DHQ⁵) and Block Headquarters (BHQ⁶). Each SHQ, DHQ and BHQ is called a Point of Presence (PoP⁷) and a bandwidth aggregation point. In horizontal component, the Government departments at each tier are connected to the respective PoPs. The bandwidth provision for network connectivity is 2 Mbps up to the block level whereas the horizontal component is connected with 512 Kbps.

(ii) State Data Centre (SDC)

SDC and SDA are located in the premises of SDA office building at Raipur Chhattisgarh. SDC is important for supporting e-Governance initiatives. SDC consolidates services, applications and infrastructure to provide efficient electronic delivery of G2G, G2C and Government to Business (G2B) services. Some of the key functionalities of SDC are Central Repository of the State, Secure Data Storage, Online Delivery of Services, Citizen Information/ Services Portal, State Intranet Portal, Disaster Recovery, Remote Management and Service Integration etc.

⁴ SHQ- refers to the Point of Presence established at SHQ where all the WAN circuits from DHQ are terminated.

⁵ DHQ- refers to the Point of Presence established at DHQ where all the WAN connections from Blocks in the district and the SHQ are terminated.

⁶ BHQ- refers to the Point of Presence established at the Block level and which also acts as an entry point for the Government agencies located in the Block or village etc.

⁷ PoP- refers to Point of Presence with respect to SWAN setup in State.

(iii) State Service Delivery Gateway (SSDG)

Efficient e-Governance requires the State Governments to cooperate, collaborate and integrate information across different departments in the State. To simplify the above task, the concept of e-Governance Service Delivery Gateways was conceptualized which will act as standards-based messaging switch and provide seamless interoperability and exchange of data across the departments. The functionality of the State Level Gateway is similar to the National Service Delivery Gateway (NSDG) at the Centre and shall work peer to peer with the Central NSDG and other Gateways. All the State services shall be listed in this directory. The Gateway acts as the single point of access to back end departments for all external entities. The State Level Gateway also interacts with the NSDG at the Central level for exchange of data with Central Mission Mode Projects (MMPs).

(iv) Common Service Centres (CSCs)

The Common Service Centres (CSCs) are the strategic cornerstone of NeGP. The CSCs are to provide high quality & cost-effective video, voice & data content services, Education, Health, Telemedicine, entertainment as well as other private services. It is to offer web-enabled e-Governance services in rural areas, including application forms, certificates and utility payments such as electricity, telephone & water bills. The scheme aimed at providing citizen centric services of the State and Central Governments in a convenient and efficient manner across rural India with accountability and transparency. All CSCs would have Broadband Internet enabled connectivity.

2.3.6 Financial Management

The component wise NeGP funds for CHiPS are received in two ways (i) Department of Electronic and Information Technology (DEITY) share is directly received by CHiPS and (ii) Additional Central Assistance (ACA) and State Share fund are made available through State Budget. As per the guidelines of DEITY, component wise bank account should be opened by CHiPS and any interest received during the year in these accounts may be adjusted in the same account.

The details of funds received and expenditure incurred under NeGP during the period of audit are shown in *Appendix 2.3.2*

A review of the receipt and utilization of fund for the programme revealed the followings:

2.3.6.1 Non utilization of scheme funds

CHiPS failed to utilize the funds received for SWAN scheme during 2005-11 due to delay in completion of site preparation work by Public Works Department (PWD) and Final Acceptance Test (FAT⁸) with the BOOT operator and the saving ranged between 82 and 100 *per cent*. However, the fund utilization increased to 85 *per cent* in 2011-12 and 93 *per cent* in 2012-13. Further it was also observed that DEITY released the fund time to time without ensuring the utilisation of funds.

⁸ FAT- means the acceptance testing of the network including equipment at SHQ, all DHQ, all BHQ and all co-located office.

CHiPS failed to utilise the funds allotted for SWAN, SDC, and CSC Schemes.

In reply, CHiPS agreed with the audit observation and intimated that the fund utilization was very low for the period 2005-10 during which the preparation of Project Proposal, selection of Consultant, preparation and approval of Request for Proposal (RFP⁹), site preparation, tendering for selection of BOOT operator and signing of agreement were completed.

● In SDC, against the allotment of ₹ 18.24 crore during 2007-12, CHiPS could utilise only ₹ 4.98 crore (27 per cent) due to delay in finalization of tendering process (May 2012) for selection of Data Centre Operator (DCO). However, the utilization of fund increased to 72 per cent in 2012-13

On this being pointed out, CHiPS agreed with the audit observation and intimated that due to delay in construction of new building for SDC and delay in finalization of RFP, the agreement was signed with DCO in May 2012. Further, payments of two installments to DCO as per agreement have also been released and one installment is being released.

In CSC, against the allotment of ₹ 22.88 crore during 2006-12, CHiPS could utilize only ₹ 8.82 crore (37 per cent), due to non establishment of targeted number of CSCs resulting in non providing Government services to the citizen through CSCs. However, the utilization of fund increased to 60 per cent in 2012-13.

In reply, CHiPS agreed with the audit observation and stated that after bidding process, the project cost decreased due to negative bid amount accepted in *Durg* and *Korba* zone. It was also further stated that the contracts with M/s Zoom as SCA in *Raipur* and *Raigarh* zone have also been terminated.

During audit, we observed various deficiencies which are discussed in the subsequent paragraphs.

2.3.6.2 Non release of State Share

Non-release of State Share led to delay in payment of QGR.

The Administrative Approval of SWAN project for Chhattisgarh was accorded for a total estimated cost of ₹ 91.27 crore. Out of this, the contribution of the DEITY and the State Government in the form of Grants-in-aid was ₹ 51.25 crore and ₹ 40.02 crore respectively. The grants were to be released to CHiPS in 20 Quarterly Guaranteed Revenue (QGR) installments. State Government share was required to be released from time to time in accordance with DEITY share for quarterly payment to the BOOT operator.

During scrutiny of records it was noticed that though GoI released the central share in time however State Government failed to release State share in due time. Due to non release of the State Share, payment amounting to ₹ 8.28 crore could not be made to BOOT operator.

CHiPS stated that the State Share has been released up to 6th QGR. The pending amount for audited QGRs (i.e. 7th to 10th QGR) will be released to the operator as soon as the fund is received from Finance Department, Government of Chhattisgarh.

⁹ RFP- means this detailed notification seeking a set of solution, services, materials or any combination of them.

2.3.6.3 Short levy of penalty of ₹19.56 lakh

The Operation and Maintenance of CGSWAN was started from February 2010. The total project cost was ₹ 80.02 crore¹⁰ which was to be released to the BOOT operator in 20 installments in the form of QGR. As per the penalty clause of the agreement, if the BOOT operator fails to provide the service to the end user at each PoP, penalty is to be imposed as per calculation made by TPA. The penalty is to be calculated on whole amount of the QGR for a quarter.

Short levy of penalty led to extension of undue favour to the BOOT operator.

During scrutiny of records, we found that while calculating the penalty for inadequate availability of services and delay in implementation of the CGSWAN, instead of calculating the penalty on whole amount of QGR of a quarter, TPA calculated the penalty on 50 per cent of the QGR and the same was passed for payment by CHiPS. As a result, penalty amounting to ₹ 19.56 lakh was levied against the leviable amount of ₹ 39.12 lakh (*Appendix-2.3.3*). This not only resulted in short levy of penalty but also led to extension of undue financial aid to the BOOT operator.

CHiPS agreed (February 2014) with the audit observation and intimated that the balance penalty amount will be adjusted in sixth QGR (for State share) and 11th QGR (for DEITY share).

2.3.6.4 Non submission of Utilisation Certificates

Administrative approval (March 2005) for ₹ 8.16 crore was accorded by DEITY for site preparation in 151 locations and floor plan for establishment of CGSWAN with the instruction to utilize the funds only for the purpose for which it was provided. Accordingly the civil work was executed (2007) through PWD. An amount of ₹ 3.88 crore was paid as advance to PWD. Though the PWD completed 149 out of 151 works, utilisation certificates (UC) for ₹ 2.51 crore were not submitted till the date of audit (May 2013). Despite this, no action was taken by the Department to obtain the UC.

2.3.6.5 Irregular release of revenue amounting to ₹43 lakh

As per the RFP, revenue support is to be provided to Service Center Agencies¹¹ (SCA) for CSCs after physical verification of all the CSCs sites. Scrutiny of records revealed that CHiPS had released ₹ 43.69 lakh (2010-11) to M/s Zoom Developer Ltd. without physical verification of 379 CSCs out of 439 established CSCs.

On this being pointed out, CHiPS stated (February 2014) that the payment of revenue support should be made from the date of setting up of CSCs based on self certification by SCAs concerned backed by deployment of Online Monitoring Tool (OMT) and had released revenue support of ₹ 43.69 lakh to Zoom Developer Limited as directed by DEITY.

The reply is not acceptable as 15 out of 43 CSCs test checked by audit during physical verification. Thus, releasing the revenue without ensuring the

¹⁰ QGR Payment for PoP (DEITY Fund)	₹ 38,38,70,550 (For 20 Quarters)
QGR Payment for PoP (State Fund)	₹ 41,63,18,563 (For 20 Quarters)
Total (For 20 Quarters)	₹ 80,01,89,113
QGR payment for a single quarter	₹ 4,00,09,456

¹¹ Service Center Agencies (SCA) are the owner of the CSC network in pre defined areas of operation in the State.

existence of CSCs resulted in irregular release of payment and extension of undue benefit to the firm.

2.3.6.6 Forfeited amount not deposited in Government account

The GoCG executed agreement (September 2008) with M/s Zoom Developers to roll out 1898 CSCs in two zones. As per the agreement, SCA was to be set up and operationalise CSCs at its own cost within 12 months. However, the company failed to install CSCs as per the agreement. Consequently agreement was terminated (September 2011) and performance guarantee of ₹ 1.28 crore available with CHiPS was forfeited and kept in saving bank account. Since the agreement was executed by GoCG and the establishment expenditure of CHiPS and the expenditure related to CSCs was arranged by budgetary provision of State Government and GoI, the forfeited amount should have been deposited in Government Account immediately after realisation.

On this being pointed out, CHiPS stated (February 2014) that a letter has been sent (January 2014) to Finance Department regarding guidance on forfeited amount of performance Bank Guarantee from Zoom Developers Limited.

2.3.7 Implementation of core infrastructure projects

2.3.7.1 State Wide Area Network

The SWAN project was sanctioned (December 2005) for Chhattisgarh at a total estimated cost of ₹ 91.27 crore and was to be implemented on PPP model by CHiPS. Out of this, the contribution of the DEITY and the State Government in the form of Grants-in-aid was ₹ 51.25 crore and ₹ 40.02 crore respectively. The project was awarded to TCS on BOOT basis. An agreement was entered into between CHiPS and TCS. As per the agreement, TCS was required to install the vertical and horizontal PoPs by October 2008. In bandwidth connectivity (vertical and horizontal) for e-Governance project CHiPS and BSNL signed MoU (June 2009). Site preparation work was entrusted to PWD in 2007 and an amount ₹ 3.88 crore was paid as advance. During security of records, we observed that as against 3500 horizontal PoPs and 151 vertical PoPs to be installed by October 2009, TCS installed 3212 horizontal PoPs and 149 vertical PoPs upto May 2013.

Scrutiny of the records of implementation of the SWAN project revealed various deficiencies which are discussed below:-

(a) Delay in implementation of SWAN project

As per point no. 5 and 8 of the Schedule II of the agreement regarding Acceptance Test and Implementation Schedule', TCS was responsible for Supply, Installation, Implementation, Commissioning, Operations and Maintenance of Chhattisgarh State Wide Area Network (CGSWAN) in the State on BOOT basis for a period of five years from the date of functioning of CGSWAN (February 2010). As per the agreement, the site preparation, dispatch of network hardware to the site, implementation of the network and FAT activity were to be done within the scheduled time. Any delay by the concessionaire in the Final Acceptance Test (FAT) shall render the bidder liable to appropriate Penalties.

Delay in dispatch of hardware led to delay in implementation of SWAN.

Scrutiny of the records revealed that the implementation schedule given in the agreement of the CGSWAN was not followed and the works were completed with delay ranging from 14 to 59 weeks. It was seen from the Material Receipt Note (MRN) that more than 120 (DHQ/BHQ) out of 149 locations, did not receive hardware at the schedule time (i.e. hardware receipt between November 2009 to November 2010). The delay in dispatch of hardware led to delay in implementation of the network. Despite this, CHiPS did not impose any penalty for delay, resulting in extension of undue financial benefit to the BOOT operator.

CHiPS agreed with the audit observation and stated (February 2014) that site preparation work was adversely affected due to the northern and southern part of State under SWAN project being affected with Left Wing Extremism and other reasons like non availability of electricity connection, limited manpower of BOOT operator and non-availability of bandwidth provider.

(b) Delay in appointment of Third Party Auditor (TPA) for CGSWAN project

As per Para 2.1 of the guidelines, independent TPA¹² should be appointed before the FAT and commissioning of the SWAN for performance monitoring of SWAN. The TPA would be appointed for a period of five years from the date of FAT of the network.

Delay in appointment of TPA led to issue of FAT certificate without successful testing.

Scrutiny of the records revealed that FAT was completed in February 2010 and the SWAN project was also commissioned in the same month. The FAT certificate was also issued to the BOOT operator in February 2010. However, it was observed that TPA (M/s Equant Technology Service India Ltd.) was appointed in May 2011, after 15 months of issue of FAT certificate. Thus, due to failure of CHiPS to timely appoint the TPA, FAT could not be conducted but the certificate was issued to BOOT operator without successful testing by TPA. Further, due to delay in appointment of TPA, the performance of the project also could not be monitored between February 2010 and May 2011.

CHiPS agreed with the audit observation and stated (February 2014) that the RFP for selection of TPA was not in shape at the time of CGSWAN bid process. Though the appointment of TPA was delayed but as per DEITY guidelines, the scope of TPA is to audit all the 20 QGR of the BOOT operator and submit reports on various performance standards of the network.

(c) Status of Point of Presence (PoP)

As per the agreement, FAT would be conducted by STPI and CHiPS as per the location of installation of equipment by TCS. The Operation and Maintenance of the project was started from February 2010 and accordingly, TCS became entitled for QGR payment.

Scrutiny of the records of QGR payments revealed the followings:-

- Out of total 151 Vertical PoPs Base station planned for installation, 149 PoPs (one at SHQ, 17 in DHQs and 131 in BHQs) were completed while two PoPs were not completed even after three years of FAT. Due to this,

Two PoPs were not completed even after three years of FAT.

¹² TPA- means the successful bidder, appointed by GoCG for monitoring the SWAN during commissioning and operation

equipments¹³ with five years warranty period remained unutilised since more than three years and warranty of equipments for these two PoPs remains for only two years as against the prescribed five years.

In reply, CHiPS stated (February 2014) that the block offices for *Naila* and *Champa* block are in operation at *Janjgir* district. These sites have been connected using leased line and Wi-Max connectivity. One set of equipment have been allocated for Head of Department building, *Naya Raipur* and the remaining one set of equipment will be installed as soon as suitable site are identified.

The reply is not acceptable because equipments valuing ₹ 60 lakh were remained unutilised for more than three years. This shows that Department could not conduct proper feasibility study before implementing the SWAN project.

- As per the agreement, a total of 3500 Horizontal PoPs were identified for installation of the equipments¹⁴ at SHQ, DHQ and BHQs. However, as per QGR report certified by the TPA, 3212 Horizontal PoPs were installed and the remaining 288 PoPs were not installed till the date of audit (May 2013).

CHiPS informed (February 2014) that due to various problems such as quality power, BSNL link availability (fiber cuts, faulty STM ports, channel problem etc.), inaccessibility of equipment during non-office hours, environmental factors and human intervention. The commissioning of remaining PoPs got significantly delayed.

(d) Non-Utilisation of infrastructure created by SWAN

(i) Non utilization of Point of Presence

- Network Management System (NMS) tools are installed to monitor day to day network uptime and bandwidth utilization of CGSWAN. Whenever a PoP is shown connected for the first time it is treated as discovered point. We observed (December 2012) from NMS monitoring tools that against 3212 installed horizontal PoPs, only 2672 PoPs were discovered and remained 540 Pops were not started till the date of audit.
- During analysis of the data of NMS for a period of nine days (26 November 2012 to 4 December 2012), we observed that only 1272 out of 2672 discovered horizontal PoPs (47 per cent) were shown connected online. However, CHiPS had not taken any steps to start the functioning of the remaining 1400 PoPs which have gone offline.
- As per TPA certified records (February 2013), 1618 out of 2766 installed horizontal PoPs were working while remaining PoPs were shown switched off by the user. Further, TPA physically verified 301 PoPs and out of which, only 65 PoPs were found in working condition. The report was submitted to CHiPS. However, no action was taken by CHiPs to make these PoPs functional till the date of audit.

PoPs remained unutilised even after installation.

¹³ Router Juniper M 10i, LAN Router Juniper J2320, LAN Switch Nortel ERS 5510, IP Phones Type-1, Rack 42U, AC-2 Tonne, UPS 5 KVA, DG-8KVA, Dell Optiplex 740 workstation, Video Conferencing(VSX 7000)

¹⁴ Horizontal Router, LAN switch, IP Phone, Modem Specification for Leased Lines

CHiPS stated (February 2014) that the number of sites available online got affected due to non availability of power, equipment, inaccessibility during non-office hours, environmental factors, human intervention and BSNL link issues.

Reply is confirms that through the agreement was signed for execution of 151 vertical and 3500 horizontal PoPs for the period of five years. CHiPS had failed to ensure the establishment of all PoPs and prepare a roadmap for providing Government services as discussed in subsequent para.

(ii) Non extension of Government to Government (G2G) services through SWAN

SWAN is designed to cater to the Governance information and communication requirements of all the State Government Departments. All the offices of the State Government were to be linked through SWAN, which would enable proper functioning of NeGP so that G2G and G2C services could be provided. As per the terms and conditions no. 7 of Administrative Approval of the SWAN, parallel networks will not be permitted and existing networks were to be consolidated with the SWAN to the extent possible.

We visited four Departments i.e. Agriculture, Panchayat and Rural Development, Food and Civil Supply and consumer Protection and Higher Education and noticed that CHiPS had failed to fully connect to the SWAN network in the aforesaid Departments.

In six offices, parallel connection of broadband were established over and above the SWAN connection which not only violated the terms and conditions of Administrative Approval but also led to avoidable expenditure.

- Out of 18 offices visited, we found that only 10 offices¹⁵ were connected through SWAN while remaining eight¹⁶ offices had no accessibility to SWAN. We also noticed that SWAN was working satisfactorily only in four¹⁷ out of 10 connected offices.
- Two or more than two network connections (i.e. SWAN, NIC Lease Line, BSNL Broadband) were found in eight offices that were already connected through SWAN connection in clear violation of SWAN terms and condition no. 7.
- The network connection charges for the SWAN were paid by the GoI. But we found that in six offices parallel connection of broadband were established despite having SWAN connection. The parallel connectivity of broadband over and above the SWAN network was not only violative of terms and conditions of Administrative Approval but also led to incurring avoidable expenditure¹⁸ by the State Government.
- To provide G2G services, all Government offices from Directorate to Block level were to be connected through SWAN. However, we noticed

¹⁵ Chhattisgarh Hindi Granth Academy Raipur, Janpad Panchayat Abhanpur, Janpad Panchayat Arang, Janpad Panchayat Dharsiwa, Janpad Panchayat Tilda, Directorate of Agriculture Raipur, Joint Director Agriculture Raipur, Agriculture Development Officer Tilda, Warehouse Tilda, Warehouse Dharsiwa

¹⁶ Directorate Higher Education Raipur, Government Nagarjun Post Graduate College Raipur, Development Commissioner Raipur, Zila Panchayat Raipur, Agriculture Development Officer Arang, Dy Director Agriculture Raipur, Directorate Food and Civil Supply and Consumer Protection Raipur, Food Controller Raipur

¹⁷ Chhattisgarh Hindi Granth Academy Raipur, Janpad Panchayat Arang, Janpad Panchayat Tilda, Agriculture Development Officer Tilda

¹⁸ ₹ 3.72 lakh

that of the four departments in Raipur district, no Department was connected through SWAN at all the three levels as detailed below:

Table-2.3.1: Department connected through SWAN network

Name of Department	Directorate Office	District Office	Block Offices
Agriculture Department	Connected	Not Connected	Some Office Connected
Higher Education	Not Connected	Not Connected	Some Office Connected
Food and Civil Supply and Consumer Protection	Not Connected	Not Connected	Connected
Panchayat and Rural Development	Not Connected	Not Connected	Connected

(Source: Concerned Department Data)

- In two offices viz. CG State Civil Supplies Corporation, Dharsiwa Warehouse and Dy Director Agriculture, Raipur, the equipments of PoP were kept in *Almirah*.
- As per data provided by BSNL, a total of 502 Lease connections were established by CHiPS under SWAN in different departments. Further 193 BSNL lease line connections were taken by different departments themselves, as detailed below:

Table-2.3.2: BSNL Lease Line Connections

S.No.	Lease Line CGSWAN Connections in the State Government offices		Lease Line connections in the State Government office other than CGSWAN connection	
	Year	No. of BSNL Lease Line connections of CGSWAN	Year	No. of BSNL Lease Line connections other than CGSWAN
1	2009	145	Upto 2009	13
2	2010	12	2010	21
3	2011	150	2011	19
4	2012	194	2012	126
5	2013	01	2013	14
	Total	502		193

(Source: Data provided by BSNL)

Separate BSNL lease lines were taken by different department even after installation of SWAN.

On analysis of the above table, we found that when the SWAN network started in 2009, there were only 13 Lease line connections other than SWAN. However, we noticed that 126 new lease line connections other than SWAN were taken in 2012 by different departments despite availability of 501 SWAN connections in violation of the terms and conditions of the SWAN. Thus CHiPS failed to prevent the other parallel connection despite Government instruction.

In reply CHiPS stated (February 2014) that due to limitation of infrastructure available with bandwidth provider it is not physically possible to provide connectivity to all the location, in some location the bandwidth required by application used by the concerned office was higher.

Fact remains that as per the terms and conditions no. 7 of Administrative Approval of the SWAN project, the State Government would not permit parallel networks to be set up in the State.

(e) Monitoring

The Programme Management structure for NeGP had envisaged formation of State Level Apex Committee (SLAC) headed by Additional Chief Secretary (IT) to allocate resources, set priority amongst projects etc.

Further as per the Administrative approval (December 2005) of the CGSWAN project, it was provided that a committee would take overall responsibility for implementation of the SWAN project in the State and the committee may meet at least once in a month to review the physical and financial progress of the project.

Physical and financial progress of SWAN could not be reviewed due to non holding of regular meeting.

During scrutiny of records, it was noticed that though the committee was formed in March 2006 by GoCG, only eight meetings were held against 84 required during the last six years. Since the meetings were not conducted regularly, the physical and financial progress of SWAN could not be reviewed simultaneously by the committee. Due to non conducting regular SLAC meeting, various issues like delay in project implementation, site preparation work, non installation of 288 horizontal and two vertical PoPs and non providing G2C services etc. were neither discussed nor suitable action were taken to solve the above issue in the SLAC meeting. Thus the project was run without proper monitoring during the entire period. For these reasons, only 1618 out of 3500 horizontal PoPs were found working as per TPA, till the date of audit (May 2013) as mentioned in para no.2.3.7.1 (d).

In reply CHiPS stated (February 2014) that the committee was formed to monitor the progress of the Project and the meetings were scheduled as and when required to review the progress of the project at a time as specified and finalized by the members.

The reply is not acceptable because it was clearly mentioned in the Administrative approval that the committee should meet at least once in a month to review the physical and financial progress of the project. The non convening of regular meetings resulted in improper monitoring of progress as all the PoPs were not yet installed and also led to delay in implementation of SWAN project.

2.3.7.2 State Data Centre

SDC was envisaged to establish a robust infrastructure to enable the Government to deliver the services quickly and effectively to its stakeholders. The SDC, connected to the SWAN was to provide the access to the e-Governance applications & services to Government employees through Intranet and to the citizens through public Internet/CSCs etc.

The SDC project sanctioned (February 2008) for the State of Chhattisgarh at a total estimated cost of ₹ 49.15 crore was to be implemented on PPP model by CHiPS over a period of five years from the date of commencement. Out of this cost DEITY contributed ₹ 18.24 crore and the balance ₹ 30.91 crore was to be met through ACA for NeGP. The project implemented through M/s Sify Ltd. and an agreement was signed between CHiPS and M/s Sify Ltd. in May 2012.

Scrutiny of records of implementation of SDC revealed the following:-

2.3.7.2 (i) Delays of 32 months in floating of tender for SDC

Delay in invitation of tender led to delay in implementation of the project.

As per time schedule enclosed with the administrative approval, the RFP should be released by the State within 13 weeks from the date of signing of the agreement with the consultant. However, the tender was floated for selecting the Implementing Agency (IA) only in May 2011, after delay of 32 months since the date of appointment of the consultant. This resulted in delay in implementation of the project.

In reply, CHiPS stated (February 2014) that all the suggestions made by DEITY were incorporated by the consultant and revised RFP was finally submitted to DEITY on 29 June 2010 and finally approved on 18 January 2011. Chhattisgarh Housing Board appointed for construction of new building took substantial time and the building was not ready while finalizing RFP requirements which added to the delay. The Data Centre Operator was selected and FAT of SDC has been completed in March 2013 and from this date SDC is since formally operational.

The fact remains that Government services (G2G, G2C) could not be extended to the users due to delay in implementation of the project.

2.3.7.3 State Service Delivery Gateways (SSDG)

The State Service Delivery Gateways (SSDG) project was sanctioned (April 2011) for Chhattisgarh at a total estimated cost of ₹ 11.92 crore and was to be implemented on PPP model. Out of this, the contribution of DEITY and the State Government in the form of Grant-in-aid was ₹ 5.96 crore each. The project was awarded to TCS in June 2012 for implementation at a cost of ₹ 9.29 crore.

With the implementation of SSDG, e-Forms application will enable citizens to download forms and submit their applications electronically with help of Electronic Forms hosted on the State Portal (SP) and routed by a common services gateway (SSDG). This important initiative facilitating Electronic Service Delivery will provide significant benefits to the citizens especially in the form of a single gateway to citizen for service delivery. Development of State Portal in Chhattisgarh was in progress as of May 2013.

Scrutiny of records of implementation of SSDG revealed the following:-

2.3.7.3 (i) Consideration of additional price proposal resulted in extra burden.

For implementation of the SSDG project NIT was invited with the requirement of the five years on site comprehensive warranty for Web Server, Application Server, Database Server, CMS Server and EMS and three year warranty for other bill of material of hardware was mentioned in the RFP, which was approved by DEITY. On scrutiny of bid documents of the qualified firms, it was observed that all the firms had mentioned the above warranty period. After technical presentation (14 and 15 May 2012), all the five bidders¹⁹ were found technically qualified and the Technical Committee recommended for opening of the price bids of these firms on 16 May 2012. The details of original financial bid rates offered by the bidders are given below:

Table-2.3.3: Details of rates quoted by the bidder (original bid)

Sl. No.	Name of Bidder	Amount quoted by bidder (₹in crore)	Rank
1	M/s TCS Ltd.	9.29	L2
2	M/s L & T InfoTech	10.61	L3
3	M/s Wipro Ltd.	9.03	L1
4	M/s Accenture	13.95	L4
5	M/s Infosys	18.24	L5

(Source: Data provided by CHiPS)

¹⁹ M/s Accetenture, M/s L&T InfoTech, M/s Infosys, M/s Wipro Ltd. and M/s TCS Ltd.

Invitation of price proposals for warranty over and above the one specified in the RFP resultant in extra financial burden of ₹ 25.75 lakh .

Meanwhile the bidders were directed to submit additional price proposal of one KVA UPS with two hour backup and five years comprehensive warranty support for all hardware in separate envelopes. In the revised price bid²⁰, M/s Wipro Ltd. increased the price of one KVA UPS by 254 per cent.

The commercial bids were opened (16 May 2012) and M/s TCS with bid price of ₹ 9.29 crore was declared as L1. Agreement was signed with M/s TCS (June 2012) for implementation of SSDG project. The details of rates offered by the bidders after including additional warranty support are given below:

Table-2.3.4: Comparison of financial bids after inclusion of additional warranty

Sl. No.	Name of Bidder	Amount quoted by bidder (₹in crore)	Rank
1	M/s TCS Ltd.	9.29	L1
2	M/s L & T InfoTech	11.21	L2
3	M/s Wipro Ltd.	11.46	L3
4	M/s Accenture	13.95	L4
5	M/s Infosys	18.24	L5

(Source: Data provided by CHiPS)

Since the specifications given in RFP included minimum five years on site comprehensive warranty for Servers and three years onsite comprehensive warranty for other bill of materials of hardware, there was no need to change the specifications/ warranty period in between the bidding process.

Had the bids been evaluated on the basis of initial price proposal without consideration of additional price proposal, the offer submitted by M/s Wipro Ltd. would have been L1 and the tender could have been finalized for ₹ 9.03 crore. Thus, consideration of additional price proposals resulted in extra cost of ₹ 25.75 lakh.

In reply, pointed out, CHiPS stated (February 2014) that the discrepancy in warranty period has been clarified in the pre bid response as there will be different warranty period for all hardware. At the time of evaluation of technical proposal it has been found that bid were received with different warranty period for hardware. As the bids cannot be evaluated with different warranty period from different bidders and there was need to obtain additional price proposal from all bidders to ensure that all warranty period are same.

The fact remains that the additional price proposal called for was not in conformity with the specification provided in the RFP and changing

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Original Bid/ Additional Bid	Name of Bidder	Item Name	Make/ Version	Warranty	No. of unite	Unite Rate (in ₹)	Total Amount (in ₹)	Additional Warranty	Additional Amount for two year Warranty (in ₹)	Grand Total (in ₹)
Original Bid	M/s TCS Ltd.	1 KVA UPS	Uniline	3 year	532	8400	4468800	2 year	-	4468800
Original Bid	M/s L & T InfoTech	1 KVA UPS	Smartline	3years	532	10088	5366816	-	-	5366816
Additional Bid	M/s L & T InfoTech	1 KVA UPS	Smartline	3years	532	18375	9775500	2 year	1688422	11463922
Original Bid	M/s Wipro Ltd.	1 KVA UPS	Uniline	3years	532	7615	4050867	-	-	4050867
Additional Bid	M/s Wipro Ltd.	1 KVA UPS	Uniline	3years	532	27032	14381024	2 year	5500000	19881024

specification of RFP on the basis of quotation of higher specification by vendors is subversion of tender procedure.

2.3.7.4 Common Service Centres (CSC)

The CSC scheme under NeGP has been conceived as the front-end delivery points for Government, private and social sector services to rural citizens of India, in an integrated manner. The Scheme has a three tier implementation structure comprising the State Designated Agency (SDA), Service Center Agency (SCA) and the Village Level Entrepreneur (VLEs). The scheme envisaged setting up of a High Level Committee which would oversee the implementation of the scheme. State Government was required to create a SDA which had definite roles to play in ensuring the success of the scheme.

The CSC project was sanctioned (November 2006) for the State at a total estimated cost of ₹ 53.68 crore and was to be implemented on PPP model by CHiPS over a period of four years. The cost was to be equally shared by DEITY and State Government. The contribution of DEITY was to be released as Grant-in-Aid. The State was divided into four zones for implementation of the project. The project for establishment of 3385 CSCs was awarded (September 2008) to M/s AISECT for *Durg and Korba zone*²¹ and M/s Zoom Developer Ltd. for *Raipur and Raigarh Zone*²².

As regards the targeted 3385 CSCs, 2460 CSCs were rolled out by SCA and the remaining 925 CSCs were not rolled out till the date of audit (May 2013).

Test check of records of implementation of the CSCs revealed the following:-

2.3.7.4 (i) Determination of CSC locations and the role of State Designated Agency (SDA) in identifying potential areas

As per RFP, CSCs were to be established through SCA within the overall ceiling of one CSC in every six villages. The SCA would have to take the concurrence of CHiPS and the District Collector before deciding the final location preferences.

During scrutiny of records, it was revealed that CHiPS issued a letter to every District Collector to provide a list of selected villages for establishing CSCs, but no documentary evidences were available with CHiPS regarding receipt of the list from the District Collectors except for *Korba* district and their finalization of the location of CSCs on the basis of the list. During field inspection, it was also observed that as per records, CSCs situated in remote areas were either closed or not existed as discussed in subsequent para.

In reply, CHiPS stated (February 2014) that in the CSC implementation guidelines, there is no specific direction for providing CSC location on the SCAs. As the scheme is based on PPP mode, SCA had to identify potential area for the CSCs. However, CHiPS and IT Department had collected proposed CSC locations from most of the District Administration after regular

²¹ AISECT - The Government of Chhattisgarh will receive an amount of ₹ 7/- per CSC per month from SCA for Durg and Korba Zone .

²² Zoom Developer Ltd.- The Government of Chhattisgarh will pay up to a maximum of ₹ 1345 for Raigarh and ₹ 1786 for Raipur Zone per CSC per month to the SCA towards revenue support.

communication and forwarded to concerned potential areas for establishment of CSCs.

2.3.7.4 (ii) Shortfall in the number of operational CSCs

As per RFP, the SCA would not be eligible for revenue support unless the CSCs have been rolled out within the specified time frame and were certified as operational by CHiPS.

During scrutiny of records it was noticed that

- Out of 3385, only 2460 CSCs (73 per cent) were established and physical verification of only 60 CSCs (two per cent) was done by CHiPS till the date of audit (May 2013).
- Monthly report (September 2013) of *Durg* and *Korba* zone revealed that as against the target 1487 CSCs, 1249 CSCs were installed by SCA (M/s AISECT). However, the Online Monitoring Tool (OMT) showed that only 1018 CSCs were installed.
- It was also noticed that as per report (September 2012) of OMT, per day connectivity was between 30 to 100 CSCs. However as per the monthly report, 310 CSCs were shown connected through BSNL and 942 CSCs with other connectivity.
- Due to the termination (September 2011) of one SCA²³, the status of 1200 CSCs which were installed by the SCA was not available with CHiPS (December 2013).

On this being pointed out, CHiPS stated (February 2014) that the non installation of CSCs was mainly due to Left Wing Extremism, non availability of basic infrastructure, unwillingness of local people to become VLEs, low population density etc.

The reply is not acceptable as CHiPS failed to take these factors into account while finalising the CSCs.

2.3.7.4 (iii) Irregular selection of Service Center Agency(SCA) for CSCs.

For implementation of CSCs in the State, CHiPS had selected AISECT for *Durg* and *Korba* Zone and M/s Zoom Developers (P) Ltd. for *Raipur* and *Raigarh* Zone as SCA through open bid process (September 2008). Due to non adherence of Master Service Agreement (MSA) and non performance in the project, the contract of M/s Zoom Developers (P) Ltd was terminated (September 2011).

During scrutiny of records, it was noticed that after termination of one of the SCA, the CHiPS did not take initiative to float tender and had directly appointed SPV as a SCA for *Raipur* and *Raigarh* Zone without inviting tender and also without taking approval of High Level Committee. Neither any agreement was signed nor was any type of performance guarantee obtained by CHiPS from this SPV. AISECT was made the implementing partner by the SPV for *Raipur* and *Raigarh* Zone and the rates of previous SCA was taken as the rate of revenue support.

Appointment of SCA without floating tender led to extension of undue financial benefit to SPV.

²³ M/s Zoom Developer Ltd.

In reply, CHiPS stated (February 2014) that after termination of contract with M/s Zoom Developers limited the re-bid process was not done as after termination of the SCA, only two year time period was left for implementation CSCs and further stated that most of the district in these two zones are Left Wing Extremists areas.

The fact remains that award of work without tendering was not only irregular, it also denied healthy competition and transparency in the tendering process.

2.3.7.4 (iv) Non providing of Government to Citizen (G2C) services through CSCs

(a) The NeGP envisaged three pillar model²⁴ for delivery of “web-enabled anytime, anywhere access” information and services in rural areas. The role of CSCs was envisaged as the front end delivery network for Government services. Government of Chhattisgarh identified 10 key as mentioned foot note two.

Scrutiny of records revealed that for providing G2C services as notified under the Chhattisgarh Citizen Service (Electronic Governance) Rules 2003, these services have been provided through Choice portal for which a Choice Agent has to execute the agreement with the concerned District Collector with security deposit of ₹ 20,000. GoCG declared the CSC as a *Gramin Choice Agent* and it became mandatory to follow the above rule. Out of 2597 CSCs established in the State, only eight CSCs had produced agreement copy to CHiPS for registration in Choice portal which facilitated to provide G2C services. The remaining 2589 CSCs had neither submitted the agreement nor the CHiPS initiated any action for submission of the same by these CSCs. Further, as against 10 key services to be provided through CSCs, only one service (issue of certificates) was provided by eight CSCs and only 859 certificates were issued by the CSCs during last four years.

In reply, CHiPS stated (February 2014) that electronic delivery of said services is based on computerization of line departments. All such departments have already been informed about CSC project and respective departments have been requested to utilize these common infrastructures being created by DEITY for providing G2C services. SSDG launched in the month of October 2013 to deliver various citizen centric services. At present services from Women and Child Development and Department of Commerce and Industries are running.

The reply is not acceptable as CHiPS failed to provide G2C services through CSCs due to delay in implementation of core infrastructure projects i.e. SWAN, SDC and SSDG and delay in digitization of departmental data.

(b) Scrutiny of information provided (February 2014) by the departments, it was further revealed that out of 10 key Departments, Social Welfare Department had not started G2C services, three departments viz. Food Department, Public Grievance Department and Urban Development Department did not furnish any information regarding IT enabled services. The rest six departments have been providing G2C services and developed

Lack of initiation by CHiPS led to non delivery of G2C services.

²⁴ State Wide Area Network, State Data Centre and Common Service Centres

their own data centres with their own web portals but not under NeGP scheme. In absence of link with NeGP, the objectives of the NeGP scheme for providing "web-enabled anytime, anywhere access" routed through common services gateway (SSDG) could not be achieved.

2.3.7.4 (v) Unfruitful expenditure of ₹ 4.47 crore under CSC project due to lack of coordination between BSNL and CHiPS

Government of Chhattisgarh had decided to establish 3385 CSCs through which the Government services were to be provided electronically. Of these, 2417 CSCs (71 per cent) were established and BSNL was authorized for providing internet connectivity in these CSCs by GoI. The Detail Project Report submitted by BSNL for connectivity at CSCs included the follows:

Table-2.3.5: BSNL connectivity through Base Transceiver Station (BTS) at CSC locations

				(₹ in crore)
Sl. No.	Perticulars	No. of BTS towers	No. of CSCs	Estimated cost
1	Wi-Max Phase I	40	240	5.28
2	Wi-Max Phase II	348	2088	45.95
3	Broadband	----	897	6.39
Total		388	3225	57.62

(Source: Data provided by CHiPS)

Non-extension of services to CSCs and unfruitful expenditure of ₹ 4.47 crore.

During scrutiny of records, it was noticed that for connectivity in CSCs, 40 BTS Towers were established (February 2010) by BSNL under Wi-Max phase-I and CHiPS had released payment amounting to ₹ 4.47 crore to BSNL (October 2010). However CHiPS neither intimated the CSCs about the location of these BTS tower nor made any correspondence with BSNL for providing connectivity through Wi-Max.

As per BSNL records (December 2013), total 1042 CSCs were planned to be connected and of which 694 CSCs were provided connection through 40 BTS towers. However, those only 23 CSCs were actually connected (Durg district) on Wi-Max. Thus it is clear that due to lack of co-ordination between BSNL and CHiPS, the connectivity issue could not be resolved and this resulted in unfruitful expenditure of ₹ 4.47 crore.

In reply, CHiPS stated (February 2014) that though BSNL has utilized full amount of ACA fund but still CSCs are not availing the facility of Wi-Max in most of the location due to following reasons: Bill of Wi-Max connection on higher side, Interrupted network connectivity of Wi-Max, Lack of awareness of CSC scheme in the line offices of BSNL and unaffordable tariff of BSNL Wi-Max.

The reply is not acceptable as CHiPS failed to ensure connectivity through Wi-Max by properly coordinating with BSNL.

2.3.7.4 (vi) Discrepancies in the working of CSCs

During the test check of 43 CSCs functioning at different blocks under the SCA in Raigarh, Dhamtari, Bilaspur, Raipur and Janjgir-Champa, the following discrepancies were noticed:

- Out of the 43 CSCs test checked, only 28 CSCs were established and found working and 15 CSCs were not in existence.

- Though the basic infrastructure (two to 10 computers with printer scanner & Xerox machine) was available in the established & working CSCs, Internet connectivity was very poor in these CSCs.
- 28 out of 43 CSCs provided B2C services. However, G2C service was not provided by the Government in any of the CSCs.
- The online B2C services were provided through SBI Kiosk banking, *Suvidha* online, filling of form and result facility. The offline services were mainly photocopy, photography, scanning and mobile recharge. Educational courses were provided in 11 out of 28 CSCs

On this being pointed out, CHiPS stated (February 2014) that most of the non-existent CSCs are found in *Raipur* and *Raigarh* zone, where SCA has been terminated by State Government due to non-performance of the SCA.

Thus due to lack of monitoring by CHiPS, all the CSCs could not be established and all the services could not be made available through these CSCs.

2.3.7.4 (vii) Inadequate monitoring by the Apex committee on the implementation of NeGP

As per the guidelines, GoCG declared (January 2007) Empowered Committee as a State High Level Committee (HLC) to monitor the implementation of the CSC project which was to meet at least once in a month to review the physical and financial progress of the CSCs project. The committee was headed by Chief Secretary and the Secretaries of various departments (i.e. Industries and IT, PWD, Water Resource Department and Energy, Finance, School Education, Panchayat and Rural Development, Public Relation etc) were the members.

Monitoring of implementation of NeGP was affected due to non holding of regular meeting of the HLC.

It was noticed that during the last seven years, 13 meetings of the Empowered Committee were held and agenda on CSC was kept in five meetings only. Many of the issues which could have been implemented only after the approval of the Empowered Committee like termination of contract of Zoom Developer, status of rolled out, appointment of SPV as SCA, providing G2C services through CSCs were neither included in the agenda item nor discussed and implemented with the approval of the Empowered Committee.

In reply, CHiPS stated (February 2014) that, the empowered committee is headed by the Chief Secretary, GoCG and other committee members are secretaries of various departments of the State. Therefore, it is not practical to schedule the meeting every month. Based on the requirement it is scheduled.

The fact remains that meetings were not held regularly as prescribed in the guidelines. The co-ordination of line Departments could not be established and due to lack of coordination, CHiPS had failed to provide G2C and G2G services.

2.3.8 Conclusion

Even after lapse of more than seven years since launch of NeGP, the objectives of the scheme could not be achieved as successful establishment of pre-requisites like IT core infrastructure remained unaccomplished and the project could not be made operational. SWAN network could not be utilised optimally in the absence of availability of G2C Services and incomplete rolled out of CSCs in rural areas. Interconnectivity between various departments for information sharing and service delivery also could not be achieved. Non-verification and inspection of CSCs actually rolled out and made functional was the result of lack of monitoring by High Level Committee. Thus, the end use outcome viz, availability of 'any time any where access to Government services' as envisaged in the NeGP guidelines could not be achieved due to ineffective project planning, implementation and monitoring.

2.3.9 Recommendations

We recommend that:

- *Time bound implementation of the project through proper planning, implementation and monitoring may be ensured.*
- *Proper planning should be made to avoid overlapping of parallel network connectivity.*
- *Optimum utilisation of funds provided for implementation of NeGP may be ensured.*
- *Guideline for implementation of NeGP should be properly followed.*
- *All the records/data should be digitalized on priority basis.*

ABBREVIATIONS

S. No.	ABBREVIATION	DESCRIPTION	S. No.	ABBREVIATION	DESCRIPTION
1	ACA	Additional Central Assistance	29	MRN	Material Receipt Note
2	BEL	Bharat Electronics Limited	30	MSA	Master Service Agreement
3	BHQ	Block Headquarter	31	NeGP	National e-Governance Plan
4	BOOT	Build. Own, Operate and Transfer	32	NIT	Notice Inviting Tender
5	BSNL	Bharat Sanchar Nigam Limited	33	NMS	Network Management System
6	BTS	Base Transceiver Station	34	NSDG	National Service Delivery Gateway
7	CGSSDG	Chhattisgarh State Service Delivery Gateway	35	OMT	Online Monitoring Tool
8	CGSWAN	Chhattisgarh State Wide Area Network	36	PoP	Point of Presence
9	CHiPS	Chhattisgarh InfoTech and Bio-Tech Promotion Society	37	PPP	Public Private partnership
10	CSC	Common Service Centers	38	PWD	Public Works Department
11	DCO	Data Centre Operator	39	QGR	Quarterly Guaranteed Revenue
12	DEITY	Department of Electronic and Information Technology	40	RFP	Request for Proposal
13	DHQ	District Headquarter	41	SCA	Service Center Agency
14	FAT	Final Acceptance Test	42	SDA	State Designated Agency
15	G2B	Government to Business	43	SDC	State Data Centre
16	G2C	Government to Citizen	44	SHQ	State Headquarter
17	G2G	Government to Government	45	SLAC	State Level Apex Committee
18	GoCG	Government of Chhattisgarh	46	SP	State Portal
19	GoI	Government of India	47	SPV	Special Purpose Vehicle
20	HLC	High Level Committee	48	SSDG	State Service Delivery Gateway
21	IA	Implementing Agency	49	STPI	Software Technology Park of India
22	ICT	Information Communication Technology	50	SWAN	State Wide Area Network
23	IT	Information Technology	51	TCS	Tata Consultancy Services Limited
24	Kbps	Kilobits per second	52	TPA	Third Party Auditor
25	KVA	Kilo Volt Ampere	53	UPS	Uninterrupted Power Supply
26	LOA	Latter of Acceptance	54	VLE	Village Level Entrepreneur
27	Mbps	Megabits per second	55	VoIP	Voice over Internet Protocol
28	MMP	Mission Mode Project			