

CHAPTER VI

IMPLEMENTATION OF SCHEMES

The Urban Local Bodies implement various Central/ State sponsored schemes. Test audit of 49 ULBs audited during the year revealed various non-compliance issues in the implementation of the schemes as discussed in the succeeding paragraphs.

6.1 Employment Generation in Urban Area Scheme (EGS)

The Government of West Bengal launched Employment Generation Scheme (EGS) in September 2005 for employment generation as well as improvement and maintenance of civic infrastructure in urban areas by direct engagement of urban poor without involvement of contractors. The works under this scheme have to be done directly by the ULBs either through Ward Committees or through Community Development Societies (CDS) with the overall objective of ensuring creation of wage employment for the members of the urban poor. The works under the scheme were to be identified by the Ward Committees/CDS.

6.1.1 Poor utilisation of EGS Grants

Sixteen ULBs had not utilised Rs.10.78 crore out of Rs.23.13 crore received as of March 2008 (**Appendix 11**). In 2007-08, the utilisation was only four to 56 *per cent* and only five corporations/municipalities had utilised funds to the extent of 50 *per cent* and above though fund were received well in time. No reason was on record for low utilisation.

Englishbazar and Alipurduar municipalities failed to utilise earmarked grants of Rs 24.32 lakh and Rs 11.26 lakh respectively during 2005-08 for generation of employment among SC/ST category. The position in other ULBs could not be ascertained due to lack of maintenance of proper records.

6.1.2 Non-involvement of Community Development Societies (CDS)

As per the guidelines issued by the State Government, the works under EGS would have to be done directly by the ULBs either through Ward Committees (WC) or through Community Development Societies (CDS). Records indicated that seven¹⁰ municipalities had expended Rs.5.18 crore under the scheme without involving the Community Development Societies (CDS).

6.1.3 Non-adhering to wage-material ratio

6.1.3.1 As per the guidelines, the wage and material component should be at 40:60 ratio.

Test check of the works executed during 2005-08 by the seven ULBs as detailed in the table given below revealed that the expenditure on wages was far

¹⁰ Mursidabad (Rs 3.75 lakh), Mal (Rs 15.19 lakh), Dhupguri (Rs 23.57 lakh), Garulia (Rs 54.99 lakh), Panihati (Rs 56.67 lakh), Pujali (Rs 19.26 lakh) and Burdwan (Rs 345.05 lakh).

below 40 *per cent* of the total cost of work as detailed below, implying non-generation of employment of approximately 34782¹¹ mandays:

(Rupees in lakh)					
Name of ULB	Wage	Material	Total	Ratio	Excess expenditure on material
Dhupguri	0.18	2.88	3.06	6:94	1.04
Alipurduar	2.52	16.24	18.76	13:87	4.98
Garulia	22.08	48.94	71.02	31:69	6.33
New Barrackpore	5.06	20.25	25.31	20:80	5.06
Panihati	15.67	58.64	74.31	21:79	14.05
Dum Dum	10.49	23.63	34.12	31:69	3.16
North Barrackpore	10.27	26.67	36.94	28:72	4.51
Total					39.13

The reasons for excess expenditure on material were not on record.

The wage material ratio in Kulti, Jhalda and Jhargram municipalities could not be ascertained due to incomplete maintenance/non-maintenance of detailed records of man-days generated.

6.1.3.2 As per para 7 of the guidelines, the ULBs shall have to submit to the Municipal Affairs Department (MAD) one set of vetted estimates of individual work accompanied by the recommendation of the WCs and the BOC's resolution. It was observed that Kulti, Coopers Camp, Dhupguri and Burdwan municipalities did not submit vetted estimates of individual works to the MAD. Consequently, the Government was unaware of the status of implementation, employment generation as well as the extent of involvement of WCs in the implementation of the scheme.

6.1.4 Non-maintenance of stock registers and list of urban poor

As per para 10 of the guidelines, ULBs should maintain Ledger Books as well as registers for Stock (for material component), quantum of work done and complete list of the urban poor/Community Development Society members eligible to participate as wage earners in the scheme. Test check revealed that Kulti, Mal, Jhalda, Coopers Camp, Alipurduar, Serampur, Jhargram municipalities and Asansol MC did not maintain Ledger Book, Measurement Book, Stock Register for material component and the quantum of work done. There was no register showing the complete list of urban poor/CDS members in Asansol Municipal Corporation, Coopers Camp, Kulti, Jhalda, Englishbazar, Dhupguri, Alipurduar, New Barrackpore, Panihati, Serampur, Jhargram and Burdwan municipalities. In absence of the above records, Audit could not verify the eligibility of the beneficiaries and whether equal opportunity was extended to the urban poor/CDS members.

6.2 National Slum Development Programme (NSDP)

NSDP, a Centrally sponsored scheme, was introduced in 1996-97 with the objective of slum improvement, slum upgradation and urban poverty alleviation by providing basic amenities like water supply, storm water drains, community centres for pre-school education, non-formal education, primary health care

¹¹ One unskilled labour (Rs 75 per day) is considered for one skilled labour (Rs 150 per day) and computed accordingly.

including immunization, provision for shelter, etc. Not less than 10 *per cent* of the allocation under the scheme should be utilised for construction/upgradation of houses for the urban poor and the scheme should be implemented at the grass-root level by Neighbourhood Committee and Community Development Societies.

Test check of records relating to the implementation of NSDP brought out the following points:

6.2.1 Non-declaration of slum area

Programme guidelines of NSDP require each ULB to declare the slum areas / pockets before execution of developmental works. Eight¹² ULBs had expended Rs.6.03 crore of the NSDP fund during 2005-2008 for general development of the entire municipal area without targeting the development of the slum areas/ pockets.

6.2.2 Engagement of contractor

To ensure participation of the community in the development process, ULBs are required to implement NSDP departmentally with the guidance and

6.2.5 Absence of Neighbourhood Committee / Slum Development

6.4 Conclusion

The poor utilisation of funds of Employment Generation Scheme (EGS) by 16 ULBs ranging from four to 56 *per cent* indicated inadequate attention to the Government objectives and policies for providing basic amenities and services. The expenditure of Rs.6.03 crore incurred by 8 ULBs under the NSDP during 2005-2008 for general development of entire municipal area without specifically targeting the slum areas frustrated the very objective of slum development.

Non-implementation of certain schemes / component of schemes and irregular implementation including diversion of fund deprived targeted beneficiaries of intended benefits.

6.5 Recommendations

- Implementation of the schemes as per guidelines;
- Adequate controls need to be put in place to prevent irregular / excess payments and diversion of funds;
- Completion of incomplete works / projects; and
- Evaluation of derived benefits by an independent agency.