

## CHAPTER-4

### IMPLEMENTATION OF SCHEMES AND OTHER CIVIC SERVICES

#### Section (A) Schemes

Centrally sponsored schemes such as National Slum Development Programme (NSDP), Integrated Development of Small and Medium Towns (IDSMT) scheme, Swarna Jayanti Shahari Rojgar Yojana (SJSRY), etc. and State Plan schemes such as Chief Minister's Employment Scheme were being implemented through ULBs during 1999-2003.

#### 4.1 Schemes funds lying unutilised

(i) A special grant of Rs 25.00 lakh released (March 2002) by the State Government to MCJ for conservation of heritage in the city was lying unutilised due to non-preparation of any project by MCJ as of February 2004.

(ii) Out of Rs 5.27 crore released under IDSMT scheme to five ULBs<sup>23</sup> during 1995-96 to 1997-98, only Rs 3.56 crore had been spent up to March 2004 and balance amount of Rs 1.71 crore was neither utilised during last 6 to 8 year nor refunded to Central and State Governments.

(iii) On submission (November 1997) of estimates of Rs 44.99 lakh by MB, Kaman (Distt. Bharatpur) for repairs/ renovation of the stadium damaged due to flood, District Collector, Bharatpur released (March 1999 and October 2001) Rs 20.00 lakh to the MB under Calamity Relief Fund. However, entire amount was lying unutilised in its PD account for the last two to five years which was neither refunded to District Collector/Calamity Relief Fund nor the work was started as of March 2004. On this being pointed out (February 2004), MB, Kama instructed (March 2004) the concerned Junior Engineer to prepare the site plan/ revised estimates for the works.

(iv) State Government, Department of Local Self Government irregularly transferred (March 2003) central share of Rs 66.77 lakh under SJSRY to PD account of MB, Bagru (Distt Jaipur) as the State's matching share (Rs 22.26 lakh) could not be released. Of these, Rs 46.31 lakh were withdrawn (2003-04) by State Government for releasing to ULBs and balance amount of Rs 20.46 lakh was lying unutilised in the PD account of MB, Bagru (December 2003). Moreover, DLB misreported the facts to GOI through UCs, showing the amount as utilised during 2002-03.

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23. Nokha, Pratapgarh, Shahpura, Kapasan and Bikaner.

(v) In other cases, funds of Rs 10.06 crore released by Central/State Governments under five schemes/ programmes<sup>24</sup> were lying unutilised with 35 ULBs for one to eight years. The reasons attributed were mainly due to non-sanctioning of works and non-releasing of matching share by the State Government. This deprived the urban population of intended benefits envisaged under the schemes (Details in *Annexure-XXIV- A,B,C,D and E*).

#### **4.2 Non-release/short-release of matching contribution**

Matching contribution of Rs 7.06 crore was required to be provided by ULBs before utilisation of funds released by GOI under TFC, EFC and IDSMT scheme. However, matching contribution of Rs 67.07 lakh only was released by 17 ULBs during 1992-2003 resulting in short release of the contribution of Rs 6.39 crore reportedly due to poor financial conditions (Details in *Annexure-XXV-A,B and C*).

#### **4.3 Diversion of scheme funds to pay and allowances and other inadmissible items**

Though prohibited, funds of Rs 87.70 lakh relating to four schemes<sup>25</sup> were diverted (1997-2003) by eight ULBs to inadmissible items such as payment of salary to the staff, purchase of furniture, etc. (Details in *Annexure- XXVI A,B,C and D*).

#### **4.4 Swarna Jayanti Shahari Rojgar Yojana**

Swarna Jayanti Shahari Rojgar Yojana (SJSRY) was started (December 1997) in place of earlier urban poverty alleviation schemes namely, Nehru Rojgar Yojana (NRY), Urban Basic Services Programme (UBSP) and Prime Minister Integrated Urban Poverty Eradication Programme (PMIUPEP) with a 75:25 Centre/State share. The main objective of the scheme was to provide self-employment opportunities through development of basic amenities and social services for the upliftment of urban BPL families.

24. NSDP : Rs 6.30 crore, SJSRY : Rs 1.73 crore, Integrated Low Cost Sanitation (ILCS) : Rs 0.41 crore, TFC: Rs 0.84 crore and EFC: Rs 0.78 crore.

25. NSDP, SJSRY, TFC and IDSMT. State Government, Department of Local Self Government circular no. 19159 dated 13 August 2001 and No. 2891-13168 dated 22 May 2001.

The following irregularities were noticed:

**(i) *Urban wage employment programme***

Wage employment to urban poor in towns having population up to five lakh was to be provided through creation of public assets with expenditure on material and labour in the ratio of 60: 40.

However, expenditure of Rs 26.81 lakh on material component was incurred (1999-2003) by two MCs and eight MBs on 111 works (*Annexure-XXVII*) in excess of prescribed limit of 60 *per cent* by taking up works requiring higher material cost instead of labour oriented works, which deprived urban poor from wage employment of 0.45 lakh mandays calculated at minimum wages of Rs 60 per day.

**(ii) *Non-implementation of DWCUA programme***

Programme of Development of Women and Children in Urban Areas (DWCUA) under SJSRY envisaged to create employment especially for those women who intend to establish the self venture in a group. However, this programme had not been taken up in JMC during 1997-2003 and as such the funds of Rs 16.51 lakh released to them for this programme were lying unutilised for the last six years.

#### **4.5 National Slum Development Programme**

National Slum Development Programme (NSDP) was launched in 1996-97 with 100 *per cent* central assistance to make adequate provision for water supply, sanitation, primary education facility, health care, housing, community improvement as well as environmental improvement and convergence of different social sectors programmes through creation of sustainable support system in slum areas.

The following irregularities were noticed:

**(i) *Under-utilisation of funds by State Government***

Out of Rs 108.71 crore allocated by Government of India during 1996-97 to 2003-04, only Rs 94.18 crore were released to the State and Rs 14.53 crore were withheld (2000-04) due to under- utilisation of the funds and non-submission of UCs and quarterly progress reports by State Government / DLB. This deprived the dwellers of slum areas of the State from benefits of infrastructural development.

(ii) ***Irregular expenditure on works executed in non-regularised/un-identified slums***

As per State Government instructions (March 2000), the works under NSDP were to be executed only in such *kutchi basties* which were regularised up to 15 August 1998 or which could be regularised.

In disregard of these instructions, JMC, two MCs and 18 MBs executed (1998-2003) 136 works worth Rs 3.03 crore in such *kutchi basties* which were neither regularised up to 15 August 1998 nor amenable to regularization due to their location in forest land or unsafe place like low lying areas (*Annexure-XXVIII*). Some of the ULBs intimated that such works were approved by District Urban Development Agencies (DUDAs)/District Collectors. This was not tenable as powers to sanction funds against the scheme guidelines were not given to these authorities.

#### **4.6 Integrated Development of Small and Medium Towns scheme**

Integrated Development of Small and Medium Towns (IDSMT) scheme, a Centrally sponsored scheme, was launched in December 1979 with the objective to provide loan for infrastructural and other essential facilities including economic growth centres to the selected towns with a view to slow down the increasing trend of migration from small and medium towns to bigger cities. From 1995-96, the projects approved under the scheme were to be financed by assistance (subsidy) from Central and State Governments and loan from financial institutions like HUDCO.

The following irregularities were noticed:

(i) ***Idle expenditure on infrastructural works for hotel complex***

With a view to improve the existing tourist infrastructure for hotel complex scheme in Jaisalmer, a project was approved (1995-96) at a cost of Rs 2.72 crore under IDSMT scheme. Out of Rs 1.50 crore received (1995-96 to 2001-02) from Central and State Government, MB Jaisalmer had spent Rs 32.17 lakh on construction of road, *nallah* and Low Tension (LT) electricity line up to August 2003. It was envisaged in the project that disposal of 35 plots in hotel complex scheme would generate resources for the MB. Therefore, auction of the plots was held twice in the March 2003, but no bidder turned up. District Collector in city monitoring committee (CMC) meeting (August 2003) also advised to bring out some structural improvements in the project, but the same had not been done as of March 2004. This indicated improper selection of site for hotel complex resulting in an idle expenditure of Rs 32.17 lakh as no plot could be sold.

**(ii) Unfruitful expenditure due to non-execution of the projects**

After spending Rs 84.86 lakh, eight projects under eight ULBs<sup>26</sup> had been dropped or abandoned mid-way for the last eight to 22 years due to disputes on land, encroachments, acquisition under litigation, etc resulting in unfruitful expenditure of Rs 84.86 lakh.

**(iii) Non-depositing of sale proceeds into revolving fund**

As per guidelines of the scheme, amount of sale proceeds of the developed land/ plots was to be deposited into the revolving fund created under the scheme. MB Nokha did not deposit the sale proceeds of plots amounting to Rs 2.68 crore received up to March 2003. On being pointed out (October 2003) in audit, Dy Director, Local Bodies, Bikaner instructed (June 2004) the ULB to deposit the amount in revolving fund.

#### **4.7 Pay and Use Toilet scheme**

Under 'Pay and Use Toilet Scheme', Central assistance through HUDCO was available to ULBs for construction of toilets for footpath and slum dwellers who were unable to construct their own toilets. The period of the project was one year and the subsidy was payable in four equal instalments on submission of utilisation certificates of each installment.

Out of central assistance of Rs 97.44 lakh sanctioned in 1998-99, Rs 24.36 lakh were released (1998-99) to JMC from HUDCO as first instalment. The amount was not utilised as per guidelines, as such further assistance of Rs 73.08 lakh could not be released by HUDCO after lapse of four years. This deprived the general public and slum dwellers from availing the facility of toilets.

#### **4.8 Integrated Low Cost Sanitation Scheme**

Government of India, Ministry of Social Welfare launched (1992-93) Integrated Low Cost Sanitation and Scavengers Rehabilitation Scheme to improve the sanitation facility by constructing new flush latrines or converting dry latrines into flush latrines and to rehabilitate the liberated scavengers with the assistance of the Central and State Governments.

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26. Baran : Rs 6.96 lakh (1980-81), Sumerpur: Rs 6.30 lakh (1980-81), Sirohi: Rs 15.30 lakh (1985-86), Abu Road : Rs 1.52 lakh (1985-86), Ratangarh: Rs.2.15 lakh (1992-93), Devgarh: Rs 41.96 lakh (1993-94), Sardar Sahar: Rs 2.16 lakh (1994-95) and Beawar : Rs 8.51 lakh (1994-95).

The following irregularities were noticed:

(i) A subsidy of 70 per cent (Central share through HUDCO: 45 per cent and State share: 25 per cent) of the unit cost of new construction of flush latrine or conversion of dry latrine into flush latrine, was admissible to beneficiaries belonging to economically weaker section (EWS) with effect from 1995-96. The ULBs had to recover from each beneficiary a cash contribution at five per cent along with application and the rest 25 per cent as loan repayment along with interest at 10.5 per cent per annum.

In nine ULBs, Rs 2.66 crore was spent on new construction of flush latrines/conversion of dry latrines of 14697 EWS beneficiaries into flush latrines during 1992-2003, but amount of Rs 78.91 lakh<sup>27</sup> recoverable from them as cash contribution (Rs 6.34 lakh) and loan amount (Rs 72.57 lakh), along with interest had not been recovered by the ULBs (*Annexure-XXIX*).

(ii) In 11 ULBs, due to slackness in execution of works by Sulabh International and not mobilising beneficiaries' contribution, against the target of 20028 flush latrines, only 4796 latrines had been constructed / converted (1994-2003) resulting in shortfall of 23 to 98 per cent (*Annexure-XXX*) depriving beneficiaries to that extent.

#### 4.9 Chief Minister's Employment Scheme

Chief Minister's Employment Scheme (CMES) was introduced (October 1999) by State Government with a view to providing self employment opportunities to educated unemployed youth through allotment of pre-fabricated kiosks or land for shops at subsidised rates.

It was observed that:

(i) 678 kiosks/plots worth Rs 26.17 lakh were not allotted to the beneficiaries by six ULBs as the beneficiaries did not deposit the cost of kiosks/plots because of sub-standard construction of kiosks and / or excessive cost of kiosks/plots (*Annexure-XXXI*).

(ii) 1908 beneficiaries to whom kiosks/lands were allotted (1998-2003) by 18 ULBs, had not started any business/self employment activities due to improper selection of sites, non-providing of bank loan, etc. (*Annexure-XXXII*). This resulted in unfruitful expenditure of Rs 1.03 crore towards costs of kiosks/land.

(iii) In 10 ULBs, Rs 8.94 lakh remained outstanding against 453 beneficiaries towards cost of kiosks/lands for one to four years (*Annexure-XXXIII*).

27. MCK (Rs 33.72 lakh), MC, Pali (Rs 0.87 lakh), Udaipur (Rs 16.12 lakh), MBs, Deeg (Rs 9.83 lakh), Anta (Rs 0.09 lakh), Chirawa (Rs 14.80 lakh), Nadbai (Rs 1.73 lakh), Shivganj (Rs 0.10 lakh) and Vair (Rs 1.65 lakh).

**Section (B) Civic services**

**4.10 Fire fighting services**

*(i) Inadequate arrangements for prevention and extinction of fire*

To protect life and property from fire, Municipalities were required<sup>28</sup> to establish and maintain a fire brigade and to provide requisite implements, machinery, etc. needed for prevention and extinction of fire.

A review of records relating to fire brigades/stations revealed the following deficiencies/short comings:

*(ii) Shortage of fire brigade vans and other equipment/ materials*

(a) In comparison to parameters suggested by Central Fire Advisory Committee, JMC covering population of 24 lakh had shortages of fire brigade vans, other equipment and materials as follows:

S. No.	Particulars of van/ equipment/material	Required (Number)	Available (Number)	Shortage (Number)
1.	Fire Station	48	07	41
2.	Fire brigade van	48	16	32
3.	Emergency rescue van and ambulance	2+2=4	Nil	04
4.	Water hydrant	One hydrant for every three km distance	06	Shortfall could not be worked out in absence of length of roads/streets.
5.	Snorkeling ladder for high rise buildings	At least one	Nil	01
6.	Portable pumps for extinction of fire in narrow streets.	10	Nil	10

(b) MCK had no modern machinery/implements such as emergency rescue van, snorkeling ladder, fire resistant suits, etc. Chief Fire Officer (CFO) posted (2001-2003) in MCK was not qualified with either a degree or diploma from National Fire Service College, Nagpur which was mandatory for the post of CFO as per Rajasthan Municipal Service Rules, 1963.

*(iii) Shortage and diversion of trained staff*

(a) Against the norms of seven Assistant Fire Officers (AFOs) and seven Cleaners for seven fire stations, JMC had (March 2004) only two AFOs and two Cleaners respectively and had no Leading Fireman and Electrician against the norms of 21 and seven respectively.

28. Sections 98 (e) and 217 of the Rajasthan Municipalities Act, 1959.

(b) In MCJ, 32 *Sub-Nakedars* adjusted as Firemen were working in other sections/branches and contrary to the instructions (May 2002), two female and nine male *Sub-Nakedars* of more than 50 years of age were posted as Firemen. In MCK, 20 Firemen were working in other sections.

Thus, JMC and MCK did not make adequate arrangements of requisite equipment and staff for assured prevention and extinction of fire to protect life and property.

(iv) *Non-utilisation of fire-brigade van*

While JMC had shortage of fire brigade vans, a new van (foam tender) costing Rs 11.20 lakh was lying unutilised in the garage of JMC since its receipt in August 2002 for want of registration due to non-availability of purchase documents. The van is lying unused in JMC garage since its purchase.

#### 4.11 Sanitation and health

(i) *Avoidable expenditure due to non-execution of sanitation work on job work basis*

As per State Government instructions (May 2001), sweeping work was to be executed through contractors on beat system (job work basis) instead of engaging labourers on daily wages. Sanction of DLB was required if expenditure on such work exceeded Rs 15 lakh p.a.

It was observed that:

(a) MCK, however, executed the sanitation work by engaging 300 daily waged labourers through contractors on payment of Rs 98.78 lakh during June 2001 to March 2003 and thereafter on job work basis at the rate 27.78 per cent below the earlier rates. Thus, non-execution of the work on job work basis during June 2001 to March 2003 resulted in extra avoidable expenditure of Rs 27.44 lakh. DLB also refused (September 2002) to accord ex-post facto sanction due to ban imposed by Finance Department on engagement of daily wages labourers.

(b) In MCK, 115 Sweepers were not deployed for sanitation work, but were posted in other sections or for supervision of sanitation work on the ground of being literate. As such, Rs 39.47 lakh spent on payment of remuneration to 115 daily wages labourers engaged in their place during June 2001 to March 2003 was avoidable, if regular Sweepers had been deployed on their jobs for which they were appointed. Besides, inadmissible payment of *Jhadu* (Broom) allowance of Rs 1.90 lakh was also made to 115 regular employees as they had actually performed supervision work for which *Jhadu* was not required.

(ii) *Excess payment to transporters of wastes on account of short trips*

As per terms and conditions of tenders and agreements executed between JMC and the transporters, the municipal waste was to be transported in two shifts



daily in minimum number of trips fixed for each ward. However, trips made by the transporters during January 1999 to March 2002 were below the minimum prescribed, resulting in excess payment of Rs 2.96 crore to them on account of trips not actually made. JMC agreed (April 2004) but contended that recovery of excess payment could not be effected as there was no condition in the tenders or agreements with regard to effecting recovery on account of short trips which was included in subsequent tender/ contracts. Thus, omission to insert such condition resulted in loss to the municipality, besides poor monitoring of trips and non-transportation of wastes leading to unhygienic conditions.

**(iii) *Avoidable expenditure on loading and unloading of wastes***

In MCJ, solid waste was transported from different wards and dumped on collection points by hired vehicles, from where the same waste was loaded again into the vehicles of MCJ with loading machines for transporting it to the dumping sites. This resulted in avoidable expenditure of about Rs 28.82 lakh per annum on double loading and unloading of wastes, once at the collection point and again at the dumping site.

#### **4.12 Street lighting**

**(i) *Irregular issue of electric items to Corporators/contractors***

Out of 70 wards of Jaipur, maintenance of street lights in 18 wards was done (2001-03) by electrical staff of JMC and in the remaining 52 wards, the work including replacement of electric lamps, tube-lights was being done through private contractors. Electric lamps/tube-lights on new points in all the wards were to be fixed by the staff of JMC.

Despite this, electric lamps, tube lights, etc. valuing Rs 25.21 lakh were issued (2001-03) by JMC to Corporators and private contractors without taking proper receipt from them, thus leaving possibilities of misuse of the materials. Though required, pole-wise accounts of street lighting points were also not maintained by JMC.

**(ii) *Wastage of electricity***

To prevent wastage of electrical energy DLB (on the advice of Rajasthan Electricity Regulatory Commission) instructed (June 2002) that all the direct street lighting points may be converted into metered ones by installing phase wire within three months. However, out of 15,820 direct points, only 3,107 points could be converted by JMC into metered ones (December 2003), leaving 12,713 direct points (80 *per cent*) leading to wastage of the valuable energy which could not be quantified.

#### 4.13 Excess payment of electricity charges due to incorrect application of higher rates

As per "Tariff for Supply of Electricity – 2001" issued by Jaipur Vidyut Vitran Nigam Limited (JVNL) with effect from 1 April 2001, rate of electricity charges (Rs 1.65 per unit) for "Agriculture Service" was also applicable to pumping sets used for public gardens belonging to the Government/Local Body.

JMC paid (2001-03) charges of Rs 66.32 lakh to JVNL for electricity consumed by pumping sets used for 121 gardens of JMC, at higher rates (Rs 4.90 per unit) applicable to "Non-domestic Service" instead of "Agriculture Service". This resulted in excess payment of Rs 43.99 lakh to JVNL during 2001-03 alone which is required to be recovered from JVNL.

#### 4.14 Non-implementation of certain municipal services / activities

Though required, certain municipal services / activities were not implemented by some ULBs as below:

S. No.	Duty/activity	Mechanism required to be adopted	Reference to rule/order	Objectives	Name/ Number of ULBs which did not implement
(i)	Birth control of dogs	Sterilisation of dogs	Section 98 of the Act and Animal Birth Control (Dogs) Rules, 2001	To control the spread of dogs of undesirable breeds to reduce the risk of dog bites.	MCJ
(ii)	Impounding of stray cattle and pigs	Maintenance of cattle pound and piggeries. Sterilisation of stray cattle of undesirable breed	Sections 98(u) and 229 of the Act	To control stray animals creating nuisance, hindrance and mishaps on the roads/streets.	MCJ, MC Pali and five MBs (Details in annexure - XXXIV)
(iii)	Prevention of manufacture, sale, use etc. of recycled polythene having thickness less than 20 micron	Prosecution of defaulters and imposition of penalties by conducting intensive survey and inspection of factories / markets	Section 228-A of the Act and Govt. notification dated 27 December 2000 there-under.	To prevent death of animals caused due to swallowing of polythene and prevention of flood due to choking of drains.	JMC, MCJ and eight MBs (Annexure-XXXV)
(iv)	Raising of volunteer force in every town/city	By appointing Chief Officer with the approval of District Magistrate and enrolling the male persons above the age of 18 years as members of the force.	Section 98 (ss) of the Act and rules made there -under in 1963	For protection of persons, security of property and public safety.	JMC

On being pointed out some of the local bodies intimated that action is being taken to implement these services. Further, due to non-establishment of pounds/*kine* houses, stray animals could not be impounded. However, the fact remains that implementation of these important municipal services has not yet been prioritised by these bodies while public at large is grossly affected due to the absence/shortage of these services.