सत्यमेव जयते

Report of the Examiner of Local Accounts

on

the Panchayati Raj Institutions

for the year ending 31 March 2011



Government of West Bengal



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PREFACE

The Examiner of Local Accounts (ELA), West Bengal has been appointed by the Government of West Bengal as primary auditor of accounts of the Panchayati Raj Institutions (PRIs) under provisions of the West Bengal Panchayat Act, 1973. The ELA is an officer of Indian Audit and Accounts Department and works under the supervision of Principal Accountant General (General & Social Sector Audit).

The ELA prepares Report on the accounts of PRIs unit wise and sends such report to the Pradhan, the Sabhapati or the Sabhadhipati, as the case may be, of the Gram Panchayat, the Panchayat Samiti or the Zilla Parishad and a copy thereof to the State Government.

This Report for the year ending 31 March 2011 relates to matters arising from performance review of Total Sanitation Campaign as well as observations of audit of transactions of the PRIs. The report also presents findings/observations on Financial Management and Implementation of Schemes of the PRIs.

The audit findings in the Report are those which came to notice in the course of audit of accounts of PRIs conducted during 2010-11 as well as those which had come to notice in the earlier years but could not be dealt with in previous Reports.

OVERVIEW

OVERVIEW

This report contains five chapters. Chapter 1 provides an overview of Panchayati Raj Institutions detailing organisational structure, powers and functions, flow of fund, budget allocation, Finance Commission Grants etc. Chapters 2 and 3 present findings/observations on Financial Management and Implementation of Schemes respectively. Performance review has been conducted to evaluate the economy, efficiency and effectiveness of 'Total Sanitation Campaign' scheme. Outcome of review has been included in Chapter 4. Chapter - 5 includes audit of transactions relates to examination of transactions relating to receipts and expenditure of the audited institutions to ascertain whether the provisions of guidelines, applicable rules, regulations and various orders and instructions issued by the competent authorities are being complied with. A synopsis of the chapters is presented in the overview.

1. An Overview of PRIs

Out of grants received under the recommendations of Thirteenth Finance Commission, PRIs utilised only 57 *per cent* of available fund under General Basic Grants (₹ 192.93 crore) and nil under Special Area Basic Grants (₹ 0.80 crore). Second installment was due during 2010-11 but Government of India (GOI) did not release due to poor utilisation of funds by PRIs. Besides, PRIs spent ₹ 1.65 crore during 2010-11 towards maintenance of assets which were not owned by PRIs. Moreover, no user charges were collected from beneficiaries by PRIs during the period.

(Paragraph 1.6)

There was a short release of ₹ 1,314.29 crore to PRIs from the P&RDD's Budget allocation during 2006-11 and shortfall was 13 *per cent* of its budget allocation. Expenditure out of the grants released from the P&RDD's budget during 2010-11 was not furnished by the department but total expenditure was ₹ 5,063.36 crore against a total Central and State allocation of ₹ 5,736.03 crore during that period.

(Paragraph 1.7.1)

Expenditure under Plan head during 2010-11 was decreased by one *per cent* though receipt under Plan head was increased by 11 *per cent* in comparison to previous year. Total receipts under schematic fund were increased by 248 *per cent* while expenditure was increased by 219 *per cent* during 2010-11 in

comparison to 2006-07. Own Source Revenue (OSR) constituted only three to five *per cent* of total receipts of PRIs during 2006-07 to 2009-10.

(Paragraph 1.7.2)

During 2009-11 State Government released only 37 *per cent* of stipulated amount recommended by Third State Finance Commission. Only 45 *per cent* of the actual release could be utilised by PRIs which was also 17 *per cent* of grants as recommended by SFC.

(Paragraph 1.10)

2. Financial management

Audit of 17 ZPs, one MP, 166 PSs and 3,197 GPs showed that the general precepts of financial management and the Rules framed for PRIs were not adhered to. Due to non-compliance of the rules, Annual Accounts were not prepared, lapsed cheques were not taken back into account, balances were not reconciled, cash was retained for more than the permissible limit, funds were diverted, government deposit was made in short, huge amount of advances remained unadjusted and collection of revenue became poor, as detailed below:

Three hundred PRIs expended ₹ 386.36 crore against total available fund of ₹ 469.27 crore during 2007-10 without preparing annual accounts. Forty PRIs spent ₹ 82.57 crore without preparing any budget estimate during 2007-10 and 1,153 PRIs expended ₹ 557.65 crore in excess of budget provision during 2007-10.

(Paragraphs 2.1 and 2.3)

During 2009-10, 54 GPs directly spent ₹ 0.16 crore for miscellaneous payments out of the revenues collected from time to time before depositing those revenues into their respective GP fund accounts.

(Paragraph 2.4)

One hundred and fifty three PRIs did not reconcile difference of ₹ 34.25 crore between Cash Book and Pass Book balances of Banks and Treasuries as on 31 March 2010.

(Paragraph 2.5)

Cash ranging from ₹ 0.02 to ₹ 6.84 lakh was retained by 91 GPs during 2009-10.

(Paragraph 2.6)

Three thousand and thirty eight GPs failed to collect 76 *per cent* of total demand from immovable assets amounting to ₹ 90.80 crore during 2009-10.

(Paragraph 2.7)

In 43 PRIs, cases of theft of fund and materials, missing assets and official documents were noticed during 2009-10 due to inadequate controls and safeguard the properties of the PRIs.

(Paragraph 2.10)

Nanoor and Nabagram PSs diverted ₹ 2.98 lakh from scheme funds while Krishnagar-I PS did not replenish ₹ 1.67 lakh spent towards pay and allowances from own fund.

(Paragraph 2.12)

Income Tax and Sales Tax of ₹ 4.87 lakh were not deposited by the consultants unauthorisedly engaged by six GPs.

(Paragraph 2.13)

Sixty PRIs did not write back value of 1,259 cheques amounting to ₹ 4.73 crore into their accounts and public money remained idle for years together being outside the scope of utilisation.

(Paragraph 2.14)

Advance of ₹ 17.68 crore remained unadjusted due to non-observance of rules prescribed for adjustment of advances and financial indiscipline, laxity in getting adjustment of advance and allowing subsequent advances to same individual before adjustment of previous advance.

(Paragraph 2.16)

3. Implementation of Schemes

Several centrally sponsored schemes are being implemented by PRIs in pursuance of guidelines issued in this behalf. In 2010-11, PRIs expended ₹ 2,532.46 crore on NREGS and ₹ 779.61 crore on IAY but failed to prepare AAP, to provide 100 days of guaranteed employment, to issue job card and affixing photographs,

to pay wages to labourers in time, to create durable assets and also not conducting social audit. There were also irregularities in selection of IAY beneficiaries and in monitoring over construction of sanitary latrines and smokeless chullahs, as mentioned below:

Three thousand one hundred and thirty nine GPs could not provide at least 100 days of employment to the members of any household in FY 2009-10. One thousand and eleven GPs could not create any durable asset even after expending ₹ 561.17 crore under NREGS during 2009-10.

(Paragraphs 3.1.3.1 and 3.1.3.2)

Five hundred and sixty one GPs did not issue job cards to 1,33,005 registered families though they had applied for the same. Photographs of adult members were not affixed on any job cards in 886 GPs.

(Paragraph 3.1.3.4)

One hundred and forty seven GPs could not provide employment to 1,30,072 families during 2009-10 and no unemployment allowance was also paid to them in contravention of the provisions of scheme guideline.

(Paragraph 3.1.3.5)

In violation of NREGS guidelines, 385 GPs expended ₹ 229.02 crore during 2009-10 without preparing any Annual Action Plan under NREGS and 2,731 GPs could generate only 11 per cent of estimated mandays.

(Paragraphs 3.1.3.6 and 3.1.3.7)

₹ 2.53 crore was given to 1,110 beneficiaries outside PW list in 72 GPs during 2009-10 and 65 GPs allotted ₹ 2.06 crore to 872 beneficiaries who were not identified as P_2 =1 or P_2 =2.

(Paragraphs 3.2.2 and 3.2.3)

In 30,442 cases, 2,223 GPs allotted ₹ 73.15 crore during 2009-10 solely to male members of family, in violation of IAY guidelines.

(Paragraph 3.2.4)

4. Performance Review

4.1 Total Sanitation Campaign (TSC)

With a view to promoting sanitation facilities in rural houses, schools and Aganwadis etc., GOI introduced a programme of "Total Sanitation Campaign" (TSC) in April 1999. Some important findings of the review are given below:

Delays in releasing state share ranging from 26 days to 524 days were noticed in selected Bankura, Murshidabad and Jalpaiguri districts.

(Paragraph 4.1.8.1)

In respect of Bankura, Murshidabad and Jalpaiguri districts, utilisation ranged between 16 and 89, 11 and 91, 21 and 64 *per cent* respectively.

(Paragraph 4.1.8.3)

Since inception, three selected districts spent only ₹ 3.51 crore towards IEC against receipts under the project of ₹ 154.44 crore and receipt under IEC of ₹ 23.16 crore which bears a very insignificant percentage of only 2 *per cent* and 15 *per cent* respectively. Expenditure towards IEC also constituted a meager percentage (3 *per cent*) of total expenditure under the project.

(Paragraph 4.1.9.2)

Since inception, three selected districts could construct IHHL for BPL and APL for 62 and 45 *per cent* respectively. Against target of 24,382 school toilets, selected districts constructed only 14,788 toilets (61 *per cent*) during 1999-2011. Selected districts completed 13 *per cent* Anganwadi toilets during 1999-2011. Against 150 sanctioned community sanitary complexes, three districts constructed 89 units which constitute 59 *per cent* of sanctioned units.

(Paragraphs 4.1.10.1 to 4.1.10.4)

Test check revealed that none of the selected districts took initiative to put in place mechanisms for garbage collection and disposal and for preventing water logging in order to bringing out an improvement in general quality of life in rural areas.

(Paragraph 4.1.10.5)

5. Audit of transactions

South 24 Parganas ZP executed structural thickness of sub-base course of 300 mm for upgradation of three roads in lieu of warranted 200 mm without any

justification. As a result, the ZP incurred an injudicious expenditure of ₹ 39.18 lakh by disregarding IRC manual.

(Paragraph 5.1.2)

Bankura ZP made avoidable extra expenditure of ₹ 21.96 lakh due to consideration of excess carriage of stone metal from quarry to worksite. South 24 Parganas ZP also made extra expenditure of ₹ 7.81 lakh on carriage of stone metal to work site by non-considering the shortest distance.

(Paragraph 5.1.3)

Murshidabad ZP failed to obtain documents from the contractors in support of royalty payment and made excess payment of ₹ 11.50 lakh. Dakshin Dinajpur ZP paid ₹ 6.82 lakh excess to the contractors due to short realisation of cost of materials supplied departmentally. Bardhaman-I and Bagdah PSs made excess payment of ₹ 7.22 lakh for non-adhering to the prescribed schedule of rates.

(Paragraph 5.1.4)

South 24 Parganas and Bankura ZPs did not adhere to the specific percentage of bituminous emulsion prescribed by Indian Road Congress and Public Works Department for laying on Water Bound Macadam surface and incurred excess expenditure of ₹ 18.30 lakh during 2008-10.

(Paragraph 5.1.5)

Four RLI schemes undertaken by Purulia ZP remained unexecuted even after incurring expenditure of ₹ 1.21 crore with committed liability of ₹ 0.67 crore due to the ZP's lackadaisical attitude towards execution of schemes, which also rendered the investment infructuous.

(Paragraph 5.2.1)

Different developmental works undertaken in 22 PRIs remained incomplete even after expending ₹ 12.11 crore due to not ascertaining availability of fund, proper execution site, preparing exhaustive estimate and planning.

(Paragraph 5.3.2)

South 24 Parganas and Bankura ZPs had undertaken construction of bridge without ascertaining availability of land. The bridges were completed after incurring expenditure of ₹ 4.71 crore but construction of approach roads could not be commenced for want of land. Besides, ₹ 0.61 crore was refunded by Bankura ZP to the State Government.

(Paragraph 5.3.3)

Birbhum and North 24 Parganas ZPs waived ₹ 39.40 lakh receivable from lessees of roads and office premises without taking approval from the Directorate of Panchayats and Rural Development Department. The ZPs also refunded ₹ 49.59 lakh to the lessees in violation of terms and conditions as set in agreements.

(Paragraph 5.3.5)

Seventy four PRIs failed to augment revenue of ₹ 12.29 crore due to inertia in collection, non-implementation of bye-laws framed and absence of any formal agreement.

(Paragraph 5.4.1)

CHAPTER 1

AN OVERVIEW OF THE PANCHAYATI RAJ INSTITUTIONS

CHAPTER-1

An Overview of the Panchayati Raj Institutions

1.1 PRIs in West Bengal

The West Bengal Panchayat Act, 1973 was enacted to reorganize Panchayats in rural areas of West Bengal and to provide for matters connected therewith. The provisions of sections under West Bengal Panchayat Act came into effect from 1974. The Act depicted the broad aspects of duties, powers and functions of three tier Panchayati Raj Institutions (PRIs) in West Bengal viz. **17 Zilla Parishads (ZPs) and one Mahakuma Parishad (MP) for Siliguri Sub-Division at District level and 341 Panchayat Samitis (PSs) at intermediate level** between the district and village level and **3,351 Gram Panchayats (GPs) at the village level,** with all the powers and authority for attaining socio-economic justice for 6.22 crore rural people (68 *per cent* of the total population of 9.13 crore as per 2011 census) inhabited in 86,152 sq. km (97.07 *per cent* of total area of 88,752 sq. km.) of the State.

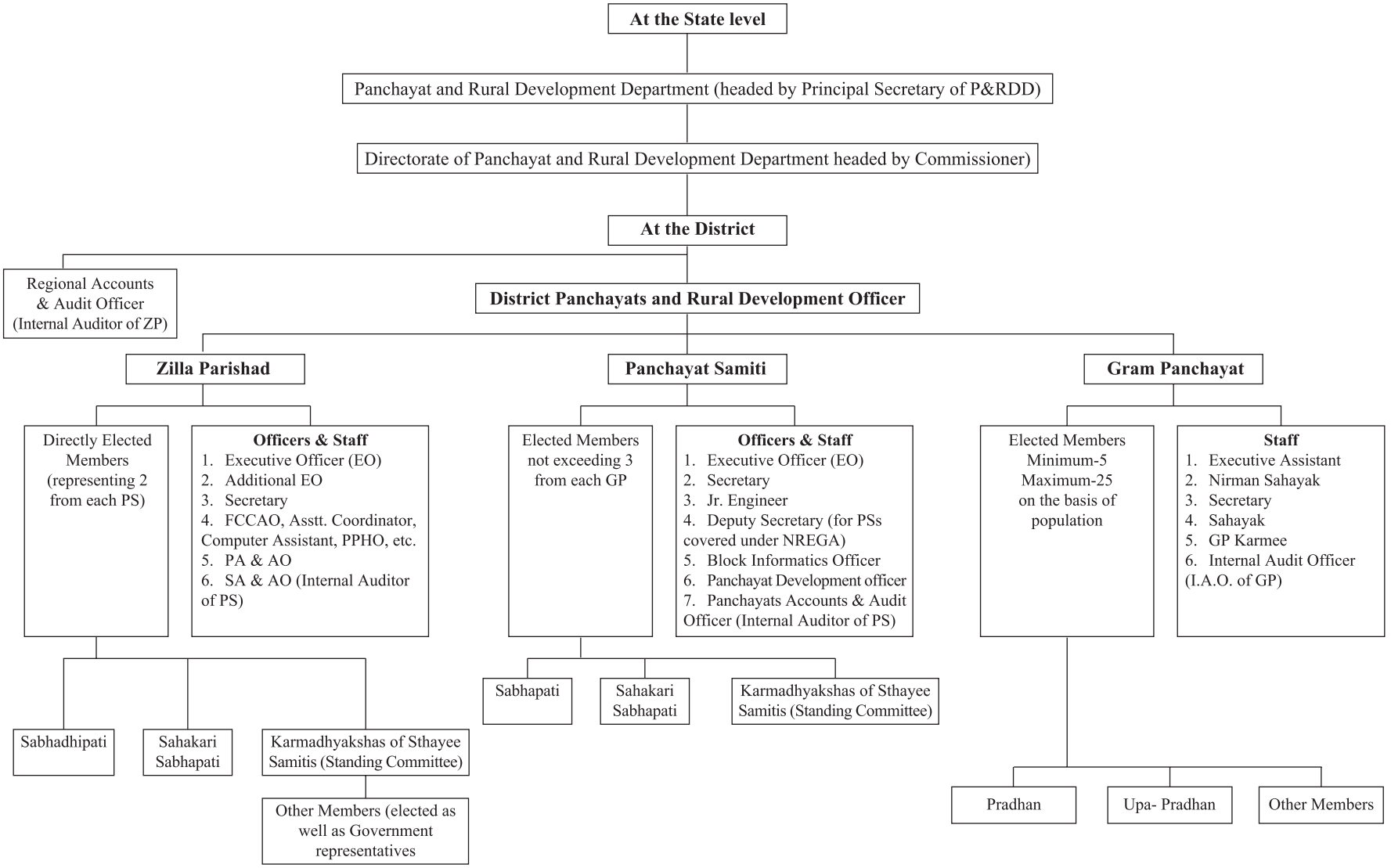
1.2 Organisational structure of the PRIs

At state level there is the Panchayat and Rural Development Department (P&RDD) headed by a Principal Secretary/Secretary who exercises administrative control over the PRIs. The Directorate of P&RDD, in the Department, supervises institutional and statutory administration of the PRIs. The Directorate is headed by the Commissioner. At the district level, control and co-ordination are exercised by the District Panchayats & Rural Development Officer (DPRDO), who is responsible for supporting and guiding the PRIs for its smooth functioning. He is assisted by a team of officers consisting of one Deputy DPRDO, one Panchayat Development Officer (PDO), one Panchayat Accounts and Audit Officer (PA&AO) and other assistants.

The Act envisages the functioning of the ZPs and PSs through ten functional Standing Committees called *Sthayee Samitis*[1] having elected representatives and officials concerned as members. Each of the *Sthayee Samitis* of the ZPs/PSs is headed by a *Karmadhyaksha* (also an elected representative). The GPs shall function through one or more group of members called as *Upa-Samitis* with a convener for each, nominated from the group concerned, as envisaged in the Act.

The organisational set up of the Panchayati Raj System in West Bengal is shown in the flow chart in the next page:

[1] *(i) Artha, Sanstha, Unnayan O Parikalpana (Finance, Establishment, Development and Planning).*
(ii) Janasasthya O Paribesh (Public Health and Environment).
(iii) Purta Karya O Paribahan (Public Works and Transport).
(iv) Krishi Sech O Samabaya (Agriculture, Irrigation and Co-operative).
(v) Shiksha, Sanskriti, Tathya O Krira (Education, Culture, Information and Sports).
(vi) Sishu O Nari Unnayan, Janakalayan O Tran (Children and Women's Development, Social Welfare and Relief).
(vii) Bon O Bhumi Sanskar (Forest and Land Reforms).
(viii) Matsya O Prani Sampad Bikash (Fishery and Animal Resource Development).
(ix) Khadya O Sarbaraha (Food and Supplies).
(x) Khudra Shilpa, Bidyut O Achiracharit Shakti (Small Industries, Power and Non-conventional Energy Sources).


At the State level
Panchayat and Rural Development Department (headed by Principal Secretary of P&RDD)
Directorate of Panchayat and Rural Development Department headed by Commissioner)
At the District
Regional Accounts & Audit Officer (Internal Auditor of ZP)
District Panchayats and Rural Development Officer
Zilla Parishad
Panchayat Samiti
Gram Panchayat
Directly Elected Members (representing 2 from each PS)
Officers & Staff
1. Executive Officer (EO)
2. Additional EO
3. Secretary
4. FCCAO, Asstt. Coordinator, Computer Assistant, PPHO, etc.
5. PA & AO
6. SA & AO (Internal Auditor of PS)
Elected Members not exceeding 3 from each GP
Officers & Staff
1. Executive Officer (EO)
2. Secretary
3. Jr. Engineer
4. Deputy Secretary (for PSs covered under NREGA)
5. Block Informatics Officer
6. Panchayat Development officer
7. Panchayats Accounts & Audit Officer (Internal Auditor of PS)
Elected Members Minimum-5 Maximum-25 on the basis of population
Staff
1. Executive Assistant
2. Nirman Sahayak
3. Secretary
4. Sahayak
5. GP Karmee
6. Internal Audit Officer (I.A.O. of GP)
Sabhadhipati
Sahakari Sabhapati
Karmadhyakshas of Sthayee Samitis (Standing Committee)
Other Members (elected as well as Government representatives
Sabhapati
Sahakari Sabhapati
Karmadhyakshas of Sthayee Samitis (Standing Committee)
Pradhan
Upa- Pradhan
Other Members

1.3 Powers and functions

Article 243G and 243H of the Constitution of India directed the PRIs the following powers, authority and responsibilities :

- Preparation of plan for economic development and social justice;
- Implementation of schemes for economic development and social justice as may be entrusted to it in relation to the matters listed in the Eleventh Schedule of the Constitution;
- Authorise to levy, collect and appropriate taxes, duties, tolls and fees and
- Constitution of funds for crediting all moneys received by or on behalf of the Panchayats and also for withdrawal of such moneys therefrom.

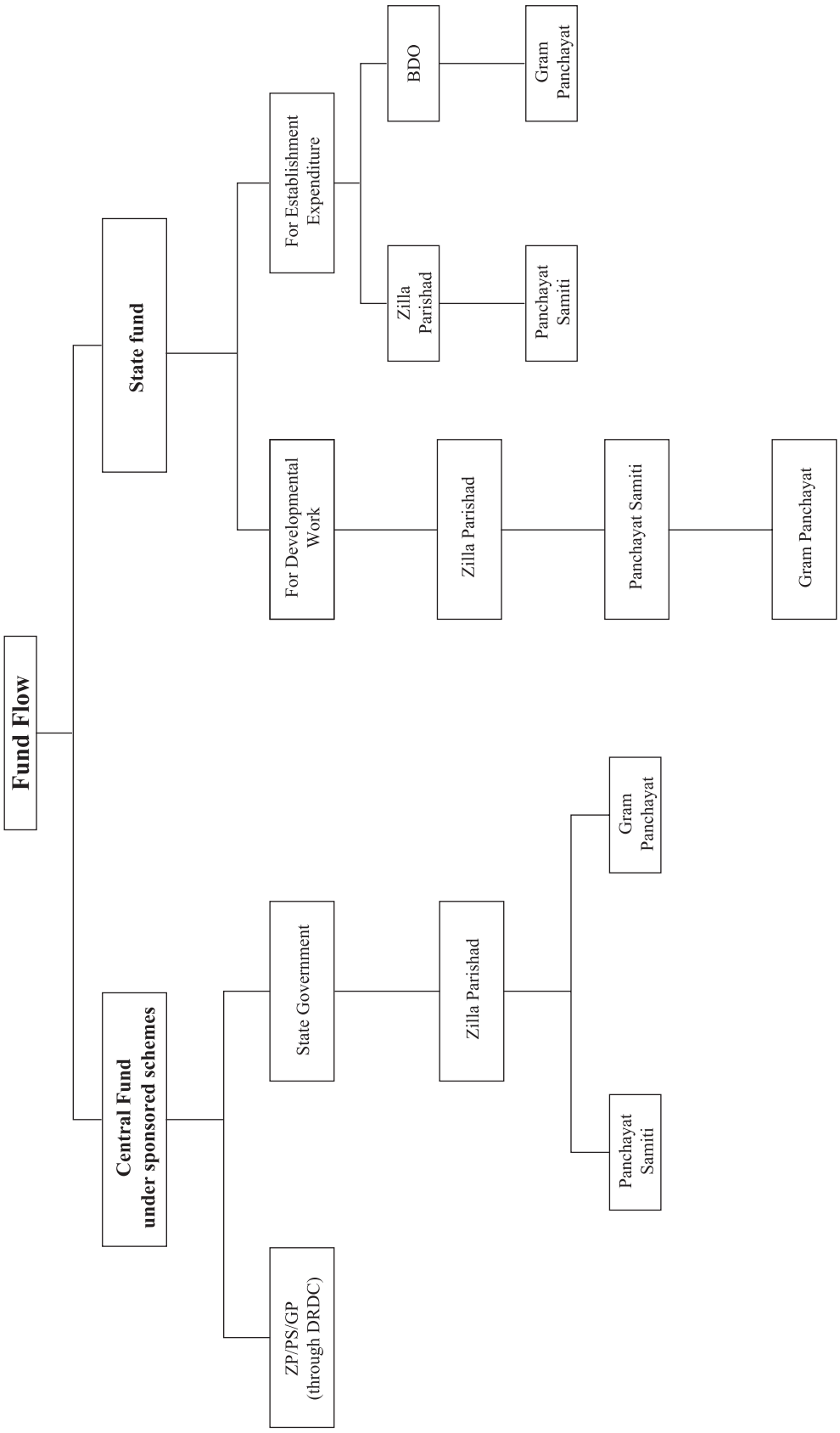
Before 73rd amendment of the Constitution of India, the above powers, authority and responsibilities had already been incorporated in West Bengal Panchayat Act, 1973. The act also described the nature of powers and duties to be performed by each tier of PRIs i.e. by GPs, by PSs and by ZPs.

1.4 Flow of funds

The State Government provides financial support to PRIs to meet their administrative expenditure on account of establishment cost and discharging certain responsibilities. Funds for meeting establishment cost including salary and pension of the employees of the Panchayat Bodies are provided out of budget of the P&RD Department. The major sources of funds available to the PRIs are released by both the Central Government and the State Government through the budget of the P&RDD and also funds are directly released by the Central Government to the PRIs through District Rural Development Cells (DRDC) for implementation of several Central and State schemes.

The ZPs and PSs deposit state funds in the Treasury in Deposit Account (head "8448-Local Fund Deposit Account, 109-Panchayat Bodies") that is operated as non-interest bearing bank account and centrally sponsored scheme funds are deposited in savings account according to guidelines of the respective schemes. The GP lodged the Panchayat Fund in one or more than one savings account of a nearby nationalized bank or any other scheduled bank or licensed Co-operative Bank or Post Office.

A fund-flow statement as per general procedure is given in the next page:


Fund Flow
State fund
For Establishment Expenditure
BDO
Gram Panchayat
Zilla Parishad
Panchayat Samiti
For Developmental Work
Zilla Parishad
Panchayat Samiti
Gram Panchayat
Central Fund under sponsored schemes
State Government
Zilla Parishad
Gram Panchayat
Panchayat Samiti
ZP/PS/GP (through DRDC)

1.5 Accounting procedure of PRIs

PRIs maintain their accounts as per formats prescribed in the West Bengal Panchayat Act, 1973 and rules framed there under. The accounts are maintained in cash basis double entry system.

In pursuance of Model Accounting System (MAS) for Panchayats prescribed by the Ministry of Panchayati Raj in consultation with Comptroller and Auditor General based on the recommendation of the Eleventh Finance Commission for exercising proper control and securing better accountability, the State Government intimated (May 2011) that in consistent with MAS they had prepared a coding structure comprising of three tier Budget Head for receipt of Grants-in-aid and four tier Budget Head for expenditure after minor modifications. The Finance Department of the State approved the codification structure.

1.6 Thirteenth Finance Commission

Government of India (GOI) accepted the recommendations of Thirteenth Finance Commission (13th FC) for devolution of Grants-in-aid amounting to ₹ 385.86 crore as General Basic Grant for PRIs of West Bengal and ₹ 1.60 crore as Special Area Basic Grant for the Hill areas of Darjeeling district payable during 2010-11. The grants were to be released in two installments in the month of July and January every year. The P&RDD of the Government of West Bengal stipulated[2] that the State would be eligible for the second installment on condition that at least 75 *per cent* of the available fund for the entire State had been utilised. Besides, maintenance work relating to the assets owned by the PRIs could be taken up under 13th FC grants and attempt should be made to recover at least 50 *per cent* of the recurring operation and maintenance cost in the form of user charges from the beneficiaries.

The details of release and utilisation of Thirteenth Finance Commission (13th FC) during 2010-11 were detailed below:

(₹ in crore)

Year	Amount released to PRIs		Utilisation by PRIs		Expenditure towards basic amenities by			Percentage of expenditure incurred by the PRIs	
	General Basic Grants	Special Area Basic Grants	General Basic Grants	Special Area Basic Grants	ZPs	PSs	GPs	General Basic Grants	Special Area Basic Grants
2010-11	192.93	0.80	110.12	0	37.14	13.55	59.52	57	0

[2] Memo no.5901/PN/O/I/4F-5/07 (Part-I) dated 5.8.2010

Thus, PRIs utilised only 57 *per cent* of the available fund under General Basic Grants and nil under Special Area Basic Grants. The second installment during 2010-11 was not released by GOI due to poor utilisation of funds by PRIs. Besides, PRIs spent ₹ 1.65 crore during 2010-11 towards maintenance of assets which were not owned by them. Moreover, amount collected as user charges from beneficiaries by PRIs during the period was not available from the department.

1.7.1 State Budget allocation vis-à-vis actual release

Funds were allocated to PRIs under three broad heads viz (i) Salary and Allowances Grant, (ii) Schematic Fund and (iii) Other Grants. Salary and Allowances Grant and Other Grants were released by the State Government through State Budget and Schematic Fund by GOI and the State Government through State Budget and also by GOI directly to the DRDC especially for execution of poverty alleviation schemes. The details of state budget allocation, actual release and shortfall in release were detailed below:

Table No. 1.1

(₹ in crore)

Year	State Budget Allocation			Actual Released out of state budget	Short release	% shortfall	Expenditure out of state budget allocation	
	Plan	Non-plan	Total				Plan	Non-plan
2006-07	770.81	501.84	1,272.65	1,233.95	38.70	3	445.48	342.12
2007-08	1,562.58	601.35	2,163.93	1,880.77	283.16	15	619.81	360.91
2008-09	1,478.00	570.07	2,048.07	1,830.89	217.18	12	1,126.04	561.85
2009-10	2,002.73	749.61	2,752.34	2,780.09	00	00	1,784.04	861.16
2010-11	2,356.60	1,182.24	3,538.84	2,763.59	775.25	28	Not available	
Total	**8,170.72**	**3,605.11**	**11,775.83**	**10,489.29**	**1,314.29**	**13**	**-**	**-**

(i) There was short release of ₹ 1,314.29 crore to PRIs from the P&RDD's budget allocation during 2006-11, being 13 *per cent* of its budget allocation; (ii) the expenditure out of the grants released from the P&RDD's budget during 2010-11 was not furnished by the department but total expenditure was ₹ 5,063.36 crore against total Central and State allocation of ₹ 5,736.03 crore.

1.7.2 Financial position of PRIs

(a) The position of grants received by the PRIs during the last five years according to source is as follows:

Table No. 1.2

(₹ in crore)

Year	Central fund through State Budget	Fund released by State Govts.	Total Fund released through State Budget	Central Fund directly to PRIs	Grand Total of grants received from Central and State Govts.	Percentage of grants received		
						Central		State
						Directly to PRIs	Through State budget	
2006-07	402.55	831.40	1233.95	789.86	2023.81	39	20	41
2007-08	729.09	1151.68	1880.77	1349.66	3230.43	42	22	36
2008-09	699.02	1131.87	1830.89	1604.83	3435.72	47	20	33
2009-10	Not available	Not available	2780.09	2530.13	5310.22	48	-	-
2010-11	797.55	1966.04	2763.59	2972.44	5763.03	52	14	34

(b) Financial position of the ZPs, PSs and GPs are depicted below:

Table No. 1.3

(₹ in crore)

Year: 2006-07														
Heads	Receipt							Expenditure						
	ZPs		PSs		GPs		Total	ZPs		PSs		GPs		Total
	P*	NP*	P*	NP*	P*	NP*		P*	NP*	P*	NP*	P*	NP*	
(A) Grants:														
(i) Salary and Allowances Grant	-	25.40	-	15.22	-	170.17	210.79	Not furnished by the P&RDD						214.90
(ii) Schematic fund	243.15	-	152.72	-	945.86	-	1341.73							1369.37
(iii) Other Grants	55.30	74.48	27.90	57.59	84.07	171.95	471.29							437.84
(A) Total Grants	**298.45**	**99.88**	**180.62**	**72.81**	**1,029.93**	**342.12**	**2,023.81**							**2,022.11**
(B) Own Source	**-**	**28.01**	**-**	**17.61**	**-**	**54.65**	**100.27**	**Not furnished by the P&RDD**						**NA**
Total (A+B)	**298.45**	**127.89**	**180.62**	**90.42**	**1,029.93**	**396.77**	**2,124.08**	**Not furnished by the P&RDD**						**NA**

Table No. 1.4

(₹ in crore)

Year: 2007-08														
Heads	Receipt							Expenditure						
	ZPs		PSs		GPs		Total	ZPs		PSs		GPs		Total
	P*	NP*	P*	NP*	P*	NP*		P*	NP*	P*	NP*	P*	NP*	
(A)Grants														
(i) Salary and Allowances Grant	-	29.39	-	19.75	-	201.87	251.01	-	25.76	-	17.43	-	206.47	249.66
(ii) Schematic fund	509.23	-	398.33	-	1553.25	-	2460.81	1391.55	-	199.74	-	546.35	-	2137.64
(iii) Other Grants	40.76	100.61	40.97	54.21	123	159.06	518.61	Not furnished by the P&RDD						480.08
(A) Total Grants	**549.99**	**130**	**439.3**	**73.96**	**1676.25**	**360.93**	**3230.43**	**-**	**-**	**-**	**-**	**-**	**-**	**2,867.38**
(B) Own Source	**-**	**35.73**	**-**	**15.50**	**-**	**61.61**	**112.84**	**Not furnished by the P&RDD**						**NA**
Total (A+B)	**549.99**	**165.73**	**439.3**	**89.46**	**1,676.25**	**422.54**	**3,343.27**							

Table No. 1.5

(₹ in crore)

Year: 2008-09														
Heads	Receipt							Expenditure						
	ZPs		PSs		GPs		Total	ZPs		PSs		GPs		Total
	P*	NP*	P*	NP*	P*	NP*		P*	NP*	P*	NP*	P*	NP*	
(A) Grants														
(i) Salary and Allowances Grant	-	31.93	-	21.66	-	214.73	268.32	-	29.32	-	21.24	-	242.47	293.04
(ii) Schematic fund	404.02	-	162.55	-	2183.49	-	2750.06	299.21	-	114.88	-	2113.34	-	2527.43
(iii Other Grants	40.55	68.39	24.10	53.23	72.30	158.77	417.34	53.60	65.09	9.60	50.89	58.54	152.84	390.56
(A) Total Grants	**444.57**	**100.32**	**186.65**	**74.89**	**2,255.79**	**373.5**	**3,435.72**	**352.81**	**94.41**	**124.48**	**72.13**	**2171.88**	**395.31**	**3,211.03**
(B) Own Source		**39.51**		**20.72**		**70.74**	**130.97**	**Not furnished by the P&RDD**						**121.21**
Total (A+B)	**444.57**	**139.83**	**186.65**	**95.61**	**2,255.79**	**444.24**	**3,566.69**							**3,332.24**

Table No. 1.6

(₹ in crore)

Year: 2009-10														
Heads	**Receipt**							**Expenditure**						
	ZPs		**PSs**		**GPs**		**Total**	**ZPs**		**PSs**		**GPs**		**Total**
	P*	**NP***	**P***	**NP***	**P***	**NP***		**P***	**NP***	**P***	**NP***	**P***	**NP***	
(A) Grants														
(i) Salary and Allowances Grant	-	43.83	-	49.72	-	368.26	461.81	-	43.68	-	48.33	-	423.23	515.24
(ii) Schematic fund	538.49	-	134.96	-	3509.29	-	4182.74	451.75	-	192.30	-	3636.32	-	4280.37
(iii) Other Grants	61.77	104.92	47.32	77.22	141.95	232.49	665.67	45.97	84.38	39.02	63.37	110.11	198.17	541.02
(A) Total Grants	**600.26**	**148.75**	**182.28**	**126.94**	**3651.24**	**600.75**	**5310.22**	**497.72**	**128.06**	**231.32**	**111.70**	**3746.42**	**621.40**	**5336.63**
(B) Own Source	**-**	**42.72**	**-**	**20.11**	**-**	**96.49**	**159.32**	**Not furnished by the P&RDD**						**NA**
Total (A+B)	**600.26**	**191.47**	**182.28**	**147.05**	**3651.24**	**697.24**	**5469.54**							

Table No. 1.7

(₹ in crore)

Year: 2010-11														
Heads	**Receipt**							**Expenditure**						
	ZPs		**PSs**		**GPs**		**Total**	**ZPs**		**PSs**		**GPs**		**Total**
	P*	**NP***	**P***	**NP***	**P***	**NP***		**P***	**NP***	**P***	**NP***	**P***	**NP***	
(A) Grants														
(i) Salary and Allowances Grant		52.62		51.36		461.04	565.02		49.12		49.56		455.64	554.32
(ii) Schematic fund	607.76		936.02		3,118.88		4,662.66	557.69		815.19		2990.71		4363.59
(iii)Other Grants	48.91	61.70	54.32	23.42	211.26	108.74	508.35	9.70	27.10	11.37	10.17	40.57	46.53	145.44
(A) Total Grants	**656.67**	**114.32**	**990.34**	**74.78**	**3,330.15**	**569.78**	**5,736.03**	**567.39**	**76.22**	**826.56**	**59.73**	**3031.28**	**502.17**	**5,063.35**
(B) Own Source	**Not furnished by the P&RDD**						**NA**	**Not furnished by the P&RDD**						**NA**
Total (A+B)														

*P= Plan; *NP= Non -Plan

(i) Expenditure under Plan head during 2010-11 decreased by one *per cent* though receipt under Plan head increased by 11 *per cent* in comparison to previous year; (ii) total receipts under schematic fund increased by 248 *per cent* while expenditure increased by 219 *per cent* during 2010-11 in comparison to 2006-07 and (iii) there was an increasing trend of flow of schematic funds to GPs. In 2010-11, it was increased to 230 *per cent* in comparison to funds received by GPs in 2006-07. Further, GPs received 63 to 84 *per cent* of the total schematic allocation for PRIs and (iv) the Central and State Finance Commission emphasized on radical improvement in collection of Own Source Revenue (OSR). But OSR constitutes only five, three, four and three *per cent* of total receipts of the PRIs during 2006-07 to 2009-10 respectively. Thus, the PRIs were completely dependent on government grants for rural development. Moreover, the P&RDD, administrative department of PRIs, had no information on expenditure from OSR of the three tiers during 2006-07 to 2009-10 and receipt and expenditure of OSR during 2010-11.

1.8 Sectoral Analysis

Sector-wise receipt and expenditure under schematic fund like education, rural housing, poverty alleviation, health and family welfare for the past four years as revealed from the records of the P&RDD are as follows:

Table No. 1.8

(₹ in crore)

Name of sector	2007-08		2008-09		2009-10		2010-11	
	Receipts	Expenditure	Receipts	Expenditure	Receipts	Expenditure	Receipts	Expenditure
Poverty alleviation	1,190.48	1,177.58	1,104.94	1,016.71	2,137.50	2,347.59	2,629.13	2,741.88
Social Security	351.71	323.09	503.78	481.03	745.47	678.33	753.73	475.12
Health & Family welfare	120.25	46.58	51.59	13.17	46.75	110.74	113.27	0.00
Backward area development	266.35	127.04	183.00	125.20	242.18	104.10	216.03	208.75
Development of natural resources	1.51	7.68	15.75	1.97	13.67	7.72	2.75	0.00
Rural Development	73.57	73.31	91.17	90.05	87.27	93.84	141.01	141.01
Rural roads	5.94	5.94	5.99	5.67	8.80	8.80	7.45	0.00
Rural Housing	344.24	269.83	702.92	701.97	863.49	891.65	791.45	796.83
Education	106.59	106.59	90.76	90.75	37.51	37.50	7.50	0.00
Other sectors	0.17	-	0.16	0.91	0.1	0.10	0.34	0.00
Total	**2,460.81**	**2,137.64**	**2,750.06**	**2,527.43**	**4,182.74**	**4,280.37**	**4,662.66**	**4,363.59**

(a) PRIs expended most of the schematic funds towards execution of poverty alleviation schemes. Expenditure incurred under this sector ranged between 40 and 62 *per cent* of total schematic expenditure during 2007-08 to 2010-11;

(b) in respect of Social Security sector, decreasing trend was noticed in percentage of utilisation of receipts during 2009-10 and 2010-11 in comparison to that during 2008-09;

(c) backward area development work was started during 2007-08 by utilising Backward Region Grant Fund (BRGF) and PRIs expended ₹ 565.09 crore (62 *per cent* of receipt) against receipt of ₹ 907.56 crore during 2007-11 and

(d) during 2010-11, utilisation under Health and Family Welfare, Development of Natural Resources, Rural Roads and Education sectors was nil against receipts of ₹ 130.97 crore.

1.9 Working of District Planning Committee

Article 243ZD of the Constitution envisaged that every State should constitute a District Planning Committee (DPC) at district level to consolidate the plans prepared by the Panchayats and Municipalities in the district and to prepare

draft development plan for the district as a whole. The constitution also directed that the DPC should consider matters of common interest including spatial planning, sharing of water and other physical and natural resources, integrated development of infrastructure and environmental conservation and Chairperson of every district should forward the development plan, as recommended by such Committee, to the State Government.

The Districts in the State were requested (August 2011) to furnish detail workings of DPCs during 2010-11. Only three districts viz. South 24 Parganas, Bankura and Dakshin Dinajpur furnished details **while rest districts did not respond despite giving reminder in September 2011.** However, test check of records of three districts revealed the following:

1.9.1 Functioning of DPC

Section 3 of the West Bengal District Planning Committee Act, 1994 provides that the State Government shall constitute a DPC in every district. The DPCs in Bankura and South 24 Parganas were constituted in May 1985 and January 2009 and started functioning from 1985 and February 2009 respectively. DPC in Dakshin Dinajpur has been constituted in October 1995.

1.9.2 Constitution of DPC

The State Government determines the number of members of DPC which shall be equal to the sum total of the number of constituencies of the ZP for that district and one-fourth of that number provided (a) number of constituencies between 48 and 80 will have 60 members in the DPC and (b) if it is more than 80, the number of members will be 100. Eighty *per cent* members of the DPC will be elected by and from the elected members of the ZP and municipalities and 20 *per cent* will be appointed by the State Government.

In South 24 Parganas District having 31 constituiencies, out of 53 members in the DPC there were only seven selected members in lieu of prescribed 10 members in the ratio 80:20. In other two districts, prescribed percentage was maintained in respect of number of selected and elected members of the DPC.

1.9.3 Meeting of DPC

In South 24 Parganas District, three DPC meetings were held between April 2010 and July 2011. In Bankura District, five DPC meetings were held and two DPC meetings were held in Dakshin Dinajpur District during that period.

1.9.4 Preparation of Draft Development Plan (DDP)

In South 24 Parganas, Bankura and Dakshin Dinajpur districts, the DPC integrated the plan prepared by all the three tiers of Panchayats along with the plans prepared by the District Urban Committee and the line departments.

District Plan prepared by DPC was to be sent to the Development & Planning Department, Government of West Bengal for the preparation of State Plan. But it was revealed that preparation of DDP in three districts for 2011-12 was under process as of August 2011.

1.9.5 Assistance of technical experts and their responsibilities

South 24 Parganas, Bankura and Dakshin Dinajpur districts did not have teams of technical experts to assist DPC members.

1.9.6 Fund sanctioned, released and utilisation

South 24 Parganas and Dakshin Dinajpur districts had no information regarding fund sanction, release and utilisation against the Development Plan while Bankura District stated that no such amount was sanctioned, released and utilised on the basis of the Annual Plan.

1.9.7 Achievement

South 24 Parganas District failed to furnish target and achievement of various schemes. Bankura District furnished data related to PRIs, ULBs and other Departments but did not specify whether it was related to the target or the achievement. Dakshin Dinajpur district stated that 85 to 90 *per cent* was achieved against the target. In absence of detailed information on flow of fund, target and achievement, proper functioning of DPC in their district was not ensured.

Thus, out of 18 districts, 15 districts (83 *per cent*) failed to furnish details of working of their DPCs.

1.10 State Finance Commission Grants

The Third State Finance Commission, constituted in February 2006, recommended allocation of ₹ 800 crore, constituting around 5 *per cent* of the state's own net tax revenue, to PRIs and ULBs in the ratio of 76:24 respectively for the year 2008-09 with the progressive increase of the allocation at the minimum

rate of 12 *per cent* per annum on a cumulative basis for the year 2009-10 to 2012-13. The Government accepted the recommendation in July 2009.

The actual release under SFC to the PRIs during 2009-10 to 2010-11 is shown below:

Table 1.9

(₹ in crore)

Year	Tax Revenue of the State Government	Recommended by SFC for PRIs	Actual released under SFC (percentage of release against recommendation)	Utilisation	Percentage of utilisation
2009-10	16,899.98	642.20	236.50 (36.83%)	180.67	76
2010-11	21,128.74	802.89	301.80 (37.59 %)	61.64	20
Total	**38,028.72**	**1,445.09**	**538.30 (37.25%)**	**242.31**	**45**

Thus, (i) the State Government released only 37 *per cent* during 2009-10 and 2010-11 of stipulated amount of release as recommended by the SFC; (ii) only 45 *per cent* of actual release could be utilised by the PRIs which was also 17 *per cent* of grants as recommended by the SFC and (iii) utilisation decreased by 56 *per cent* during 2010-11 in comparison to that during 2009-10.

1.11 Audit arrangement for PRIs

Section 186 of the West Bengal Panchayat Act, 1973 envisages that accounts of funds of GPs, PSs or ZPs are to be examined and audited by an auditor appointed on that behalf of the State Government at such time and place, to such extent and in such manner as the State Government may prescribe. The Examiner of Local Accounts (ELA), West Bengal was appointed as Auditor to audit of ZPs, PSs and GPs. The audit of ZPs and PSs were entrusted to the ELA vide Government Order no. 21590-Panch/3A-17/78 dated 03.09.1980 and the audit of GPs was entrusted to the ELA vide Government of West Bengal notification no. 1149/PN/O/I/3C-2/2000 (Pt. II) dated 28.03.2003.

1.12 Audit Coverage

Audit of ZPs and GPs are conducted every year and audit of PSs are done biennially. Accounts of 17 ZPs, one MP, 166 PSs and 3,197 GPs for the year 2009-10 were audited during 2010-11. Audit of 134 GPs of Darjeeling District could not be conducted due to political disturbances. Audit of accounts of another 20 GPs could not be taken up during 2010-11 due to seizure/ non-availability of records, political disturbances etc. The audit findings are discussed in the succeeding Chapters.

1.13 Response to Audit Reports

In terms of Section 191(A) of the West Bengal Panchayat Act, 1973, the report of the ELA on PRIs shall be laid before the State Legislature and in terms of sub-rule 4A of Rule 310 ZG of the Rules of Procedure and Conduct of Business in the West Bengal Legislative Assembly, matters relating to scrutinising the Report of the ELA on PRIs have been entrusted to the Standing Committee on Panchayats and Rural Development, Land & Land Reforms and Sundarban Development, West Bengal Legislative Assembly. Accordingly, Reports of the ELA on PRIs for the years ending 2004, 2005, 2006, 2007, 2008 and 2009 were laid before the State Legislature and the Standing Committee had considered the Reports up to 2008 as of March 2011. Nine recommendations have so far been received in respect of Audit Report 2008.

1.14 Pending Audit Observations of Inspection Reports

Section 191 (1) of the Act envisages that within two months from the receipt of the Inspection Report (IR) the GP, the PS or the ZP concerned shall, at a meeting, remedy any defect or irregularity pointed out in the IR and shall also inform the auditor of the action taken by it.

The following table indicates position of IRs and paragraphs pending for settlement, as on 31 March 2011.

Table 1.10

(₹ in crore)

Category of PRIs	Accounting years for which IRs are pending for settlement	No. of IRs pending for settlement	No. of paras contained in the IRs awaiting settlement	Money value
ZPs	1994-95 to 2009-10	120	1,006	1,186.08
PSs	1978-79 to 2010-11	1,145	4,885	823.32
GPs	2006-07 to 2009-10	10,069	84,155	NA

An Audit Committee comprising the Principal Secretary/Secretary of the P&RDD, representatives of the Finance Department and the ELA was formed for settlement of the outstanding IRs. Four meetings were held by the Audit Committee during April 2010 to July 2011 where 421 paras were discussed and 192 paras worth ₹ 55.74 crore were settled therein.

CHAPTER 2

FINANCIAL MANAGEMENT

CHAPTER-2

Financial Management

The West Bengal Panchayat (ZP & PS) Accounts and Financial Rules, 2003 and the West Bengal Panchayat (Gram Panchayat Accounts, Audit and Budget) Rules, 2007 was framed to promote and develop proper accounting procedure for the Panchayati Raj Institutions. After 73rd Amendment of the Constitution, various functions have devolved to PRIs and these rules play a vital role in assisting PRIs to discharge these functions. These Rules act as a control mechanism in PRIs. However, the general precepts of financial management and these Rules were not adhered to in so far that annnual accounts, budget and supplementary budget were not prepared, there was direct appropriation of fund, balances were not reconciled and revenue collection was poor. Most of these irregularities were reported in earlier years.

2.1 Annual Accounts not prepared

Rule 209(1) of the West Bengal Panchayat (ZP and PS) Accounts and Financial Rules, 2003 prescribes that a monthly Receipt and Payment Accounts should be prepared in Form 27 to ascertain the monthly position of the fund of ZP or PS, as the case may be. The monthly receipt and payment accounts for the month of March would become the Annual Receipt and Payment Accounts and it shall be prepared within 30th April of the following year. Scrutiny revealed that three[3] PSs did not prepare the accounts in any of the years during 2007-08, 2008-09 and 2009-10 but incurred expenditure of ₹ 29.46 crore against total available fund of ₹ 51.53 crore during 2007-10. Eighty seven PSs did not prepare annual accounts in Form 27 during 2008-09 and 29 PSs did not prepare annual accounts in Form 27 during 2009-10.

Similarly, Rule 27 of the West Bengal Panchayat (GP Accounts, Audit and Budget) Rules, 2007 prescribes that the Annual Statement of receipt and payments of the GP should be prepared in Form 27 within 15th April every year for the preceding year. It was observed during audit of GPs that 297 GPs failed to prepare annual accounts in Form 27 and spent ₹ 356.90 crore against total available fund of ₹ 417.74 crore during 2009-10.

As annual accounts were not prepared, total available fund of ₹ 469.27 crore and expenditure of ₹ 386.36 crore in respect of 300 PRIs could not be vouchsafed by audit, besides representation of financial affairs of those PRIs.

[3] Khatra; Rajnagar and Taldangra.

2.2 Computerisation of PRI accounts

The Panchayat and Rural Development Department developed and introduced Gram Panchayat Management System (GPMS) for computerizing the accounting system of GPs. As per the Panchayat and Rural Development Department's records GPMS was installed in 2,913 GPs but only 2,062 were using the software on a regular basis.

Similarly, Integrated Fund Monitoring and Accounting System (IFMS) was developed for maintenance of accounts and database for ZPs and PSs. As per the Panchayat and Rural Development Department's records IFMS had been installed in all 18 ZPs and 331 PSs. Though the software was functioning in all ZPs it was working in only 311 PSs. While conducting the audit of ZPs and PSs during 2010-11, it was observed that 29 PSs did not prepare Form-27 using IFMS software **(Appendix-I)** during 2009-10.

2.3 Expenditure incurred without preparing budget and in excess of budget

Budget plays a vital role in financial management of an entity. It helps to identify areas to be covered on priority basis for development. It is a compact statement of all probable financial resources of a body and their apportionment with reference to annual programme. Moreover, passing of budget by PRIs involves participation of people through their elected representatives for ensuring development through deliberation. Non-preparation of budget by PRIs thus deprives the people from achieving their aspiration and shows lack of financial management.

Section 137 of the West Bengal Panchayat Act, 1973 prescribes that no expenditure should be incurred unless budget was approved by ZP/PS. Nine[4] ZPs expended ₹ 33.42 crore without preparing budget estimates for various heads during 2009-10. In utter disregard of the aforesaid provision five[5] PSs spent ₹ 19.90 crore without preparing budget estimates of the respective years.

[4] Bankura (₹ 1.36 crore); Bardhaman (₹16.94 crore); Birbhum (₹ 6.56 crore); Dakshin Dinajpur (₹ 0.37 crore); Hooghly (₹ 1.61 crore); Jalpaiguri (₹ 5.72 crore); Murshidabad (₹ 0.12 crore); North 24 Parganas (₹ 0.69 crore) and Purba Medinipur (₹ 0.05 crore).

[5] Arsha (₹ 6.20 crore); Dantan-I (₹ 2.52 crore); Purulia-II (₹ 1.01 crore); Raghunathganj-II (₹ 1.26 crore) and Sabang (₹ 8.91 crore).

Further, the West Bengal Panchayat (Budget and Appropriation of fund) Rules, 1996 and the West Bengal Panchayat (ZP and PS) Budget Rules, 2008 prescribe that the supplementary and revised budget should be prepared and approved on or before 1st March / 28th February and 5th March of the current financial year respectively. Scrutiny revealed that 14 ZPs and 41 PSs expended ₹ 362.02 crore in excess of budget provision under various heads during 2007-10 **(Appendix- II).**

Similarly, Section 48 (3) of the West Bengal Panchayat Act, 1973 prescribes that no expenditure should be incurred unless budget was approved by GP. Scrutiny revealed that 26 GPs spent ₹ 29.25 crore during 2009-10 **(Appendix- III)** without preparing any budget estimate.

Further, Rule 40 of the West Bengal Panchayat (GP Accounts, Audit and Budget) Rules, 2007 stipulates that a supplementary and revised budget estimate of receipts and payments for the current year should be prepared and approved on or before 25th February by GP. It was seen in audit that 1,098 GPs expended ₹ 195.63 crore in excess of their respective budget provisions under various heads like IAY, NREGS, NRHM, 12th FC, BRGF etc. without preparing any supplementary and revised budget estimates during 2009-10 **(Appendix- IV)**.

Thus, expenditure of ₹ 640.22 crore was unauthorised in absence of any budget estimates, supplementary and revised budget estimates.

PRIs, therefore, as a Local Self Government, need to strengthen their financial management and take measures to regularise such excess expenditure.

2.4 Direct appropriation of revenues without depositing into bank account

Rule 4(12) of the West Bengal Panchayat (GP Accounts, Audit and Budget) Rules, 2007 prescribes that all receipts of the GP fund should be credited in full to an appropriate account of the GP fund.

In violation of the said provision of the rule, 54 GPs directly spent ₹ 0.16 crore during 2009-10 for miscellaneous payments out of the revenues collected from time to time before depositing those revenues into their respective GP fund accounts.

As the rule acts as a safeguard against misappropriation of funds while handling liquid cash, non-adherence to the prescribed rule not only increases risk of misappropriation of funds but also weakens internal control mechanism in PRIs.

2.5 Non-reconciliation of discrepancy in cash balances

Rule 21 (12) of the West Bengal Panchayat (ZP and PS) Accounts and Financial Rules, 2003, prescribes that the Bank account and the Local Fund account as reflected in the Cash Book shall be reconciled with Pass Book of the Bank and the Treasury at the close of each month. Sub-Rule 13 of the aforesaid rule requires that differences detected should be rectified immediately by the PRI itself or the matter should be immediately brought to the notice of the Treasury/ Bank for settlement of discrepancies depending on whether the mistake occurred in the Panchayat itself or otherwise. Jalpaiguri ZP (₹ 19.13 crore) and 21 PSs (₹ 12.57 crore) did not prepare reconciliation statement and as such difference of ₹ 31.70 crore between Cash Book and Pass Book balances of Banks and Treasuries remained unreconciled as on 31 March 2010 **(Appendix-V)**. Malda ZP and Howrah ZP along with 11[6] PSs prepared reconciliation statements as on 31.03.2010 but total amount of ₹ 65.68 lakh remained unreconciled. The reasons for such difference were mistakes made by PRIs/wrong debit/non-credit by Treasury or Bank. Unless such discrepancies are immediately got rectified from the Treasury/ Bank, the rectification process would become more difficult with the passage of time.

Similarly, Rule 6(5) (c) of West Bengal Panchayat (GP Accounts, Audit and Budget) Rules, 2007 prescribes that a Bank Reconciliation Statement shall be prepared at the end of each month in respect of each Bank Account. Scrutiny revealed that in 118 GPs, a total amount of ₹ 1.89 crore remained unreconciled at the end of 2009-10 **(Appendix- VI)**.

As discrepancies in cash balance were not reconciled, the accounts lacked transparency and chances of serious irregularities in cash management could not be ruled out.

[6] Egra-II; Gaighata; Jamuria; Kakdwip; Kalna-I; Kalna-II; Kumargram; Mejia; Memari-II; Salanpur and Swarupnagar.

2.6 Retention of cash in hand in excess of permissible limit

Rule 4 (4) and 4 (7) of the West Bengal Panchayat (GP Accounts, Audit and Budget) Rules, 2007 stipulates that the Pradhan or the Upa-Pradhan holding the charge of the Pradhan should be the custodian of the GP fund and such person may keep cash in his personal custody not exceeding ₹ 2,000 to meet unforeseen urgent need. In violation of the said rule, the custodians of GP fund in 91 GPs were found to have retained cash ranging from ₹ 0.02 lakh to ₹ 6.84 lakh during 2009-10 **(Appendix-VII)**. This indicates that these GPs not only violated the rule provision but also no system of internal control like regular checking of cash chest, surprise check etc. exists in these GPs. Moreover, retention of cash more than the permissible limit increases the risk of misappropriation and defalcation of public money.

2.7 Non-realisation of revenue

The GPs are authorised to collect taxes, rates and fees and are also empowered to lease out immovable assets like markets, lands, ponds and tanks. Scrutiny of Demand and Collection Register revealed that 3,038 GPs could collect only ₹ 29.35 crore against total demand of ₹ 120.15 crore during 2009-10 **(Appendix-VIII)**. Thus, the collection was only 24.43 *per cent* of the total demand.

Mobilisation of revenues from its own resources helps a local body in achieving self-sufficiency. Poor collection of revenues by the GPs hindered the process of development of rural areas as these revenues could have been utilised by the GPs for various works based on requirement of the Gram Sansads.

2.8 Irregularities in assessment and imposition/collection of land and building tax by Gram Panchayats

Section 46 of the West Bengal Panchayat Act, 1973 stipulates that a GP shall impose a yearly tax on lands and buildings within its jurisdiction and Rule 10 of the West Bengal Panchayat (GP Accounts, Audit and Budget) Rules, 2007 prescribes that GP shall be responsible for supervising and monitoring of the process of imposition and collection of taxes. It was observed that 175 GPs failed to do any assessment of taxes and 85 GPs failed to impose or collect taxes on lands and buildings during 2009-10 **(Appendix-IX and Appendix-X)**.

Thus, failure to adhere the provision of the Act and lack of proper supervision and monitoring widened the resource gap and reduced the capacity of the GPs to undertake welfare projects for overall sustainable development in rural areas.

2.9 Non-maintenance of registers/documents/records

Audit scrutiny of 18 ZPs, 166 PSs and 3,197 GPs during 2010-11 revealed that Works Register (1,679 PRIs), Advance Register (1,599 PRIs), Asset (leased out property) Register (1,472 PRIs), Appropriation Register (1,194 PRIs), General Ledger (356 PRIs), Demand & Collection Register (762 PRIs), General Stock Register (937 PRIs), Budget of GP (80), Unpaid Bill Register (94 PRIs), Register of Deposit (69 PRIs) and Investment Register (67 PRIs) were not maintained as prescribed in the respective rules for ZP, PS and GP.

Further, important records and documents like Register for cheque book of GUS (37 PRIs), Cash book of GUS (5 PRIs), Liquid Cash Book (61 PRIs), Stock Book for Bill (150 PRIs), Receipt Register (44 PRIs) and Muster roll (22 PRIs) were also not maintained in PRIs.

In absence of prescribed registers and other records or documents, sources as well as quantum of revenue, appropriation of grants, status of properties, position of works and amount of liquid cash could not be ascertained.

2.10 Losses due to theft of fund and materials, missing assets and official documents

During scrutiny of Cashier's Receipts Voucher and Cash Books of Swarupnagar PS for the years 2008-10 it was revealed that receipts amounting to ₹ 0.23 lakh collected through cashier's receipt was neither posted in the cash book nor deposited to the PS fund. Further, scrutiny revealed that stock register for Cashier receipt book was not maintained. When enquired in audit, the PS stated (October 2010) that necessary order would be issued to the concerned Cashier for depositing the defalcated amount to the PS fund.

In 42 GPs cases of theft, defalcation, missing of valuable assets/ documents etc. was noticed during 2010-11 of which four GPs did not take any action **(Appendix-XI)**.

This shows lackadaisical attitude of the GPs towards adherence to financial rules and laxity in safeguarding the properties of the GPs.

2.11 Deficiencies in internal audit of PRIs

Rule 212 of the West Bengal Panchayat (ZP and PS) Accounts and Financial Rules, 2003 requires that internal audit of the accounts of ZPs and PSs shall be conducted by the Samiti Accounts and Audit Officer (SA&AO) and the Parishad Accounts and Audit Officer in respect of PS and by the Regional Accounts and Audit Officer (RA&AO) in respect of ZPs at least once in every month. Similarly, Rule 30 of the West Bengal Panchayat (GP Accounts, Audit and Budget) Rules, 2007 prescribes that internal audit of GPs shall be conducted by the respective Internal Audit Officer at least once in every three month. Report of internal audit of each quarter should be prepared and sent to the auditee within one month from the end of the quarter.

Audit scrutiny of 18 ZPs, 166 PSs and 3,197 GPs revealed that internal audit in 92 PSs was not conducted during 2008-09. Similarly, internal audit in six ZPs, 75 PSs and 2,079 GPs was not conducted during 2009-10 **(Appendix- XII and XIII)**. Internal audit in Purba Medinipur, Malda, Howrah, Bankura and North 24 Parganas ZPs along with seven PSs were conducted only for a part of a year. Internal audit of 40 PSs was conducted during 2007-10 but no report was received by them.

The objective of the internal audit is to assess the effectiveness of various internal control systems of a PRI and also to assist the administration in the effective discharge of its responsibilities. Internal audit helps to ensure financial propriety in implementation of plans and programmes and acts as an aid to the administration for better performance. Thus, absence of internal audit not only weakened the internal control mechanism of PRIs but also deprived the PRIs of the recommendations for improvements in their service delivery mechanism.

2.12 Diversion of fund of ₹ 4.65 lakh

Audit scrutiny between April 2010 and March 2011 revealed that Nanoor PS diverted ₹ 2.25 lakh from Twelfth Finance Commission Grants for construction of a bridge undertaken from MPLAD and Second State Finance Commission fund. Similarly, Nabagram PS diverted ₹ 0.73 lakh from National Rural Health Mission fund for conducting training of Self Help Groups under SGSY.

Both the PSs stated that funds were diverted due to insufficient balance under Second State Finance Commission /SGSY. Replies were not tenable as Nanoor PS had sufficient fund of ₹ 6.70 lakh as on 31.03.2010 under Second State Finance Commission to meet that expenditure/ to recoup the diverted fund and Nabagram PS had a total available fund of ₹ 30.69 lakh under SGSY during 2008-09.

Further, Krishnagar-I PS expended ₹ 1.67 lakh from own fund towards pay and allowances to PS staff and honorarium to PS members. The said amount was not replenished till May 2010.

2.13 Short deposit of ₹ 4.87 lakh

The West Bengal Panchayat (Gram Panchayat Accounts, Audit and Budget) Rules, 2007 has no provision for engagement of private consultant to discharge financial functions on behalf of a GP.

Eight GPs[7] under Maynaguri PS engaged consultant during 2006-10 for depositing Income Tax and Sales Tax deducted from the contractors/suppliers bill in the Government Accounts on behalf of the respective GPs. Saptibari-II and Amguri GPs did not obtain any approval of the respective GP authorities for the engagement while Padamati-II and Dharampur GPs could not furnish any resolution regarding approval of the GP authority for such engagement.

Barnesh (₹ 3.52 lakh), Churabhandar (₹ 1.71 lakh), Dharampur (₹ 0.34 lakh), Ramshai (₹ 3.26 lakh) and Saptibari-II (₹ 1.08 lakh) GPs paid ₹ 9.91 lakh to a consultant between 2006-07 and 2009-10 for depositing Income Tax (IT) and Sales Tax (ST)/Value Added Tax (VAT) to Government Accounts. Audit scrutiny revealed that the consultant deposited only ₹ 5.51 lakh to Government Accounts leaving ₹ 4.40 lakh un-deposited.

Further, the same consultant did not deposit ₹ 0.47 lakh of Padamati-II GP during 2009-10. Domohani-II GP paid ₹ 0.51 lakh to that consultant during 2009-10 for depositing ST/IT but did not take the necessary receipt.

[7] Amguri, Padamati-II, Barnesh, Churabhandar, Dharampur, Domohani-II, Ramshai and Saptibari-II.

GPs internal verification of deposit challans revealed discrepancies thereof. The GPs then lodged FIRs with the police for short deposit of Government money.

Thus, unauthorised engagement of consultant resulted in short deposit of Government money of ₹ 4.87 lakh and non receipt of deposit challan of ₹ 0.51 lakh.

ZILLA PARISHADS AND PANCHAYAT SAMITIS

2.14 Lapsed cheques valuing ₹ 4.73 crore not taken back into account

Sixty PRIs did not write back 1,259 lapsed cheques valuing ₹ 4.73 crore to accounts and money remained idle and outside the scope of utilisation

Rule 27 of the West Bengal Panchayat (ZP and PS) Accounts and Financial Rules, 2003 states that if a cheque is not encashed within three months or six months of its issue, as the case may be, without intimation and appears in the list of outstanding cheques, such cheque shall be cancelled and the amount shall be taken back to the accounts under appropriate head of accounts from which the cheque was drawn, after keeping note on the counterfoil and the voucher.

Audit scrutiny during 2010-11 revealed that 60 PRIs did not write back the value of 1,259 lapsed cheques amounting to ₹ 4.73 crore to account in contravention of the aforesaid rule. As a result, the actual fund balance of those PRIs remained understated. Cheques issued between April 1981 and December 1996 still remained uncashed in Dantan-I, Khandaghosh, Krishnagar-I, Memari-I, Tamluk and Tufanganj-I PSs. This indicated a lapse in monitoring on the part of the PRIs over their finances.

When enquired by audit between April 2010 and March 2011, the PRIs could not furnish any reason for such irregularity or simply stated that steps were being taken to cancel the lapsed cheques after observing the necessary formalities.

Until and unless that amount of the lapsed cheques are taken back to account, these moneys would remain idle, being outside the scope of utilisation. Besides, cancellation of cheques would become more difficult as obtaining of

non-payment certificates from Bank/Treasury becomes more difficult with the passage of time.

Thus, 60 PRIs failed to observe the financial discipline and were responsible for idling of public money amounting to ₹ 4.73 crore for one to 30 years.

ZILLA PARISHADS AND PANCHAYAT SAMITIS

2.15 Lapses in monitoring over utilisation of grants of ₹ 170.41 crore

Sixty seven PRIs failed to submit utilisation certificates of grants of ₹ 170.41 crore sub-allotted to PSs, GPs, Village Education Committees, Schools, Village Water Shed Committees, Self Help Groups and government departments between 2005-06 and 2009-10

Submission of Utilisation Certificate (UCs) by the grantee(s) to the authority sanctioning the fund constitutes an important component of the internal control mechanism of the PRIs. The West Bengal Panchayat Act, 1973 stipulates that a PRI shall make grants to the other tiers of PRIs for implementation of various community development programmes. Further, Rule 36 of the West Bengal Panchayat (ZP&PS) Accounts and Financial Rules, 2003 requires that UCs in respect of a grant-in-aid received by the Zilla Parishad (ZP) or the Panchayat Samiti (PS) shall be furnished by the grantee to the authority sanctioning the fund, within six months from the date of receipt of grant or before applying for further grant for the same purpose, whichever is earlier.

Audit scrutiny during 2010-11 revealed that 67 ZPs/PSs sub-allotted grants amounting to ₹ 272.94 crore between 2005-06 and 2009-10 to PSs, GPs, Village Education Committees, Schools, Village Water Shed Committees, Self Help Groups and other government departments between 2005-06 and 2009-10 for implementation of various schemes and programmes viz. Sampoorna Grameen Rozgar Yojana, Central and State Finance Commission grants, Total Sanitation Campaign, Indira Awas Yojana, Backward Region Grant Fund, Rural Water Supply, Swajaldhara, National Old Age Pension Scheme etc.

Though it was mandatory to furnish UCs against the sub-allotted grants, the grantee(s) failed to furnish UCs for ₹ 170.41[8] crore which constituted 62 *per cent* of the total sub-allotment of ₹ 272.94 crore. In absence of UCs, these PRIs remained unaware about the status of utilization of the grants sub-allotted and could not provide assurance that the grants had been utilised for the intended purposes.

Two[9] ZPs and four[10] PSs have admitted the fact, 17 ZPs/PSs did not furnish any reply and the remaining ZPs/PSs either stated that steps would be taken to collect the UCs or the same were being collected and would be shown to next audit.

This indicates significant lacuna on the part of PRIs in monitoring over implementation of schemes. Absence of monitoring leaves scope for misutilisation and misappropriation.

[8] **ZPs**: Bankura (₹ 19.58 crore); Bardhaman (₹ 2.75 crore); Birbhum (₹ 33.11 crore); Cooch Behar (₹ 0.49 crore); Dakshin Dinajpur (₹ 4.85 crore); Hooghly (₹ 5.20 crore); Howrah (₹ 1.74 crore); Malda (₹ 2.39 crore); Murshidabad (₹ 12.27 crore); Nadia (₹ 2.08 crore); North 24 Parganas (₹ 0.06 crore); Paschim Medinipur (₹ 2.03 crore); Purba Medinipur (₹ 56.38 crore); Siliguri Mahakuma Parishad (₹ 2.48 crore); South 24 Parganas (₹ 0.30 crore) and Uttar Dinajpur (₹ 0.46 crore); **PSs**: Balarampur (₹ 0.37 crore); Barabani (₹ 0.10 crore); Bardhaman-I (₹ 0.08 crore); Beldanga-I (₹ 0.40 crore); Beldanga-II (₹ 0.07 crore); Binpur-II (₹ 0.96 crore); Chakdaha (₹ 0.02 crore); Chandrakona-II (₹ 0.28 crore); Dantan-II (₹ 0.11 crore); Deshapran (₹ 0.02 crore) Dhanekhali (₹ 4.64 crore); Galsi-II (₹ 0.47 crore); Gangajalghati (₹ 3.36 crore); Ghatal (₹ 0.04 crore); Haldia (₹ 0.10 crore); Hariharpara (₹ 0.24 crore); Ilambazar (₹ 0.11 crore); Jalangi (₹ 0.15 crore); Jamboni (₹ 0.18 crore); Kalna-II (₹ 0.32 crore); Kanksa (₹ 0.03 crore); Kashipur (₹ 1.71 crore); Keshpur (₹ 0.05 crore); Ketugram-I (₹ 0.01 crore); Khandaghosh (₹ 0.75 crore); Kharagpur-I (₹ 0.50 crore); Kotulpur (₹ 2.29 crore); Krishnagar-I (₹ 0.22 crore); Kumarganj (₹ 0.14 crore); Mejia (₹ 0.29 crore); Memari-I (₹ 0.35 crore); Monteswar (₹ 0.05 crore); Murshidabad-Jiaganj (₹ 0.11 crore); Nabagram (₹ 0.37 crore); Pandabeswar (₹ 0.06 crore); Para (₹ 0.50 crore); Purbasthali-I (₹ 0.32 crore); Purbasthali-II (₹ 0.11crore); Purulia-II (₹ 0.13 crore); Raghunathganj-II (₹ 0.02 crore); Raghunathpur-II (₹ 0.63 crore); Raina-I (₹ 0.90 crore); Raina-II (₹ 0.28 crore); Salanpur (₹ 0.02 crore); Sankrail (₹ 0.59 crore); Shalboni (₹ 0.56 crore); Shyampur-II (₹ 0.46 crore); Sonamukhi (₹ 0.63 crore); Sutahata (₹ 0.03 crore); Tamluk (₹ 0.06 crore) and Tufanganj-I (₹ 0.05 crore).

[9] Cooch Behar and Uttar Dinajpur.

[10] Bardhaman-I; Ghatal; Jamboni and Memari-I.

ZILLA PARISHADS AND PANCHAYAT SAMITIS

2.16 Non-observance of prescribed rule resulted in accumulation of advance of ₹ 17.68 crore

Twelve ZPs and 36 PSs failed to adjust advance amounting to ₹ 17.68 crore due to non-observance of prescribed procedure for adjustment of advances

Rule 38 of the West Bengal Panchayat (ZP and PS) Accounts and Financial Rules, 2003, (hereinafter referred to as "Rules") states that adjustment against an advance shall be realised from the person receiving the advance within a reasonable time as may be specified by the authority sanctioning any such advance not exceeding thirty days from the date of drawal of advance and further advance shall not be sanctioned until the previous advance drawn had been fully adjusted. The rule also provides that a quarterly statement of outstanding advance against each individual should be prepared and the Executive Officer should place the matter in the Artha Sthayee Samiti for instruction.

Audit scrutiny during 2010-11 revealed that 12 ZPs and 36 PSs paid advance of ₹ 23.18 crore mainly to the staff of the PRIs concerned, paymasters of various schemes and self help groups during 1969-2010 for execution of works under National Rural Employment Guarantee Scheme, Bidhayak Elaka Unnayan Prakalpa, Member of Parliament Local Area Development Scheme, Sampoorna Grameen Rozgar Yojana, Backward Region Grant Fund etc. Out of total advance of ₹ 23.18 crore, only ₹ 5.50 crore was adjusted in 18 PRIs and ₹ 17.68 crore remained outstanding after expiry of the stipulated 30 days in contravention of the aforesaid rules.

In reply, three[11] PRIs confirmed the facts and figures pointed out by audit and noted the same for future guidance. Seven[12] PRIs did not furnish any reply and remaining PRIs stated that steps for adjustment of outstanding advances would be taken and the same would be shown to next audit. This is indicative of lackadaisical approach of PRIs in monitoring over adjustment of advances.

It was further revealed that Bankura-I PS did not maintain Advance Register at all. Murarai-I PS admitted that an outstanding advance of ₹ 18.05 lakh paid

[11] **ZPs**- Bankura and Bardhaman; **PS**- Bardhaman-I.

[12] **ZPs**- Birbhum; Cooch Behar; Nadia and Uttar Dinijpur; **PSs**-Deshapran; Farakka and Rajnagar.

during 2006-08 could not be adjusted since the person to whom the advance were given could not be detected due to perfunctory maintenance of Advance Register. Non-maintenance of Advance Register adversely affected the monitoring over outstanding advances.

Seven[13] PRIs did not prepare quarterly statement of outstanding advance for placement before the *Artha Sthayee Samiti*. Thus, they remained unaware about the non-adjustment of advances. Four[14] PSs allowed second advance before adjustment of the first advance in contravention of the Rules.

Thus, non-observance of rules prescribed for adjustment of advances and financial indiscipline like non-maintenance of Advance Register, non-preparation of quarterly list of outstanding advance, laxity in getting adjustment of advance and allowing subsequent advances to the same individual before adjustment of the previous advance resulted in huge accumulation of advance to the tune of ₹ 17.68 crore in 48 PRIs.

2.17 Conclusion and Recommendations

Conclusion

The financial management of PRIs deviated from prescribed accounting procedures as the PRIs expended money without preparing annual accounts and did not reconcile the balances between Cash Books and bank statements. Revenues were directly appropriated before depositing into bank accounts. There was lack of budgetary control and money was expended either in absence of budget provision or without preparing budget. Primary basic accounting records, viz. Demand and Collection Register, Appropriation Register, Advance Register, Works Register were not properly maintained affecting quality of governance in the PRIs. Realisation of revenues from immovable properties was inadequate and huge amount on this account remaining outstanding year after year. Inadequate attention in this area hindered the PRIs' endeavour to achieve self-sufficiency. Corrective measures as well as proper planning could not be adopted due to absence of Internal Audit. Weak internal control mechanism was unable to detect pilferage and resulted in loss of PRIs' funds due to theft

[13] **ZPs**- Birbhum, Cooch Behar and Nadia; **PSs**- Binpur-I, Hanskhali, Shalboni and Tapan.
[14] **ZPs**- Farakka, Purbasthali-I, Shalboni and Tapan.

and defalcation of funds and other assets. There was lack of monitoring over utilisation of funds and sending UCs to fund sanctioning authority. Financial indiscipline was also evident in failure to write back lapsed cheques into account, adjust long pending advances and non-observance of prescribed financial rules by the PRIs.

Recommendations

Concerted efforts should be taken to strengthen internal control and monitoring mechanisms, both at the level of the Panchayat and Rural Development Department, as well as individual PRI management level, relating to the following areas:

- Proper and timely maintenance of accounts, preparation of realistic budget, prompt reconciliation of differences between Cash Book and bank Pass book balances and maintenance of basic records to ensure true and fair picture of the institutions;
- Speedy and timely recovery of revenue to achieve self-sufficiency;
- Identification and plugging of loopholes to safeguard against losses due to theft, defalcation of funds and other assets and initiation of legal proceedings against defaulters by the concerned PRIs;
- Timely internal audit and prompt action on the audit observations to assist the administration in the effective discharge of its responsibilities;
- Private consultant engaged to discharge any financial function on behalf of PRIs should be monitored regularly to avoid short deposit of Government money;
- Necessary steps should be taken to write lapsed cheques back into account so that these moneys do not remain idle and outside the scope of utilisation;
- Timely submission of Utilisation Certificates for grants should be ensured to ensure proper utilisation of grants towards intended purposes and
- Proper action to adjust advances needs to be initiated and monitoring mechanism strengthened to ensure speedy and timely recovery or adjustment.

CHAPTER 3

IMPLEMENTATION OF SCHEMES

CHAPTER-3

Implementation of Scheme

Panchayati Raj Bodies are the implementing agencies of different Central schemes, viz, Indira Awas Yojana (IAY), National Rural Employment Guarantee Scheme (NREGS), National Social Assistance Programme (NSAP) and Backward Region Grant Fund (BRGF). Gram Panchayats implemented these during the year 2009-10 in pursuance of the guidelines of these schemes. ₹ 2,532.46 crore was spent on NREGS and ₹ 779.61 crore was spent on IAY in 2010-11. However, audit of accounts for the year 2009-10 revealed that PRIs failed to provide 100 days of guaranteed employment in a financial year, payment of wages was delayed, social audit was not conducted, there were irregularities in selection of IAY beneficiaries, 60 *per cent* IAY assistance was not given to SC/ST beneficiaries and construction of sanitary latrines and smokeless chullahs was not monitored

3.1 National Rural Employment Guarantee Scheme

3.1.1 Introduction

The GOI enacted in September 2005 the National Rural Employment Guarantee Act (NREGA) to enhance the livelihood security of the rural people by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work. Subsequently, the West Bengal Rural Employment Guarantee Scheme (WBREGS), 2006 was notified on February 2006. Initially the scheme was launched in 10 districts of the State. Subsequently, the scheme was extended to eight more districts by merging Sampoorna Grameen Rojgar Yojana (SGRY) and National Food for Work Programme (NFFWP). The scheme was to be implemented in the State as a Centrally Sponsored Scheme. The Central Government bears 100 *per cent* wage cost of unskilled manual labour and 75 *per cent* of the material cost and the wages of skilled and semi skilled workers.

3.1.2 Financial Management

3.1.2.1 Receipt and expenditure of funds in 18 districts

The total available fund and expenditure under the scheme in 18 districts of the State during 2008-11 are as follows:

Table 3.1

(₹ in crore)

Year	Opening balance	Receipt				Expen-diture	Closing balance
		Central Share	State Share	Misc.	Total		
2008-09	314.71	874.29	70.02	20.16	1,279.18	940.38	338.80
2009-10	377.22	1780	155.38	12.58	2,325.08	2,108.98	216.10
2010-11	263.39	2156	324.89	25.16	2,769.44	2,532.46	236.98

(source: www.nrega.nic.in)

During audit of 3,197 GPs, it was revealed that ₹ 1,828.90 crore was expended during 2009-10 under West Bengal Rural Employment Guarantee Scheme (WBREGS). Eight GPs[15] had total available fund of ₹ 13.45 lakh but could not utilise any amount during 2009-10. Had these GPs been utilised 60 *per cent* of the funds (as stipulated in the guidelines) for employment generation, 10,760[16] unskilled mandays would have been generated under the scheme.

3.1.3 Execution of scheme

3.1.3.1 One hundred days' employment not provided

Para 3(1) of West Bengal Rural Employment Guarantee Scheme (WBREGS), 2006 stipulated that every household in the rural area should be provided not less than one hundred days of guaranteed employment in a financial year. Scrutiny revealed that 3,139 GPs could not provide one hundred days of employment to the members of any households in the financial year 2009-10 **(Appendix-XIV)**.

Thus, the basic objective of the scheme of enhancing livelihood security of the rural households by providing at least one hundred days of guaranteed wage employment in every financial year was frustrated.

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[15] Ashuti-II (₹ 2.63 lakh), Gobindapur- Kalicharanpur (₹ 0.31lakh), Joka-II (₹ 2.18 lakh), Khagramuri (₹ 3.00 lakh), Nahazari (₹1.06 lakh), Paschim Bishnupur (₹1.24 lakh), Ramkrishnapur-Borhanpur (₹ 2.57 lakh) and Chhayghara (₹ 0.46 lakh).

[16] Calculated on the basis of minimum rate of unskilled labour wages during 2009-10 of ₹ 75 per day per head and prescribed percentage of 60 to be spent for wages out of total funds available (₹ 13.45 lakh x 60 *per cent* / ₹ 75 = **10,760** mandays).

3.1.3.2 Failure to create durable asset

Creation of durable asset and strengthening the livelihood resource base of the rural people are one of the important objectives of WBREGS. It was observed that 1,011 GPs **(Appendix-XIV)** expended ₹ 561.17 crore under WBREGS but failed to create durable assets during 2009-10.

As a result, the basic objective of strengthening rural infrastructure was not achieved.

3.1.3.3 Excavation or re-excavation of private pond without making any agreement with the owner

Para 7(1)(e) of WBREGS guidelines stipulates that if a Gram Panchayat (GP) requires to carry out any work of excavation / re-excavation of a private pond, an agreement should be entered into with the owner of the pond to the effect that the water of the private pond so excavated or re-excavated could be utilised by the local people.

In violation of the said guidelines, 26[17] GPs spent ₹ 5.28 crore towards excavation or re-excavation of private ponds under the scheme during 2009-10 without formalizing any agreement with the owners of those ponds.

Thus, the GPs incurred an irregular expenditure of ₹ 5.28 crore in violation of the guidelines. Besides, absence of agreement between the GPs and the owners of the pond, exclusive benefit to pond owners could not be ruled out.

3.1.3.4 Irregularities regarding Job Cards

Para 9(1) of WBREGS guideline specified that, the gram panchayat should issue job cards to the registered households after making such enquiry as it deemed fit and should issue a job card within a week after such enquiry was complete.

Scrutiny revealed that 561 GPs did not issue job cards to 1,33,005 registered families though applied for the same **(Appendix-XV)**.

Photographs of the adult members of the households were to be affixed on the job cards. But photographs were not affixed on any of the job cards in 886 GPs **(Appendix-XV)**. In absence of photographs in the job cards, audit could

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[17] **Burdwan ZP**- Baidyapur (₹ 32.21 lakh), Badla (₹ 12.01 lakh), Baghason (₹ 44.41 lakh), Bamunpara (₹ 19.63 lakh), Mamudpur-I (₹ 34.85 lakh), Baradhamas (₹ 32.40 lakh), Kusumgram (₹ 14.38 lakh) and Majergram (₹ 41.78lakh).

Murshidabad ZP-Mahalandi-II (₹ 23.53 lakh), Gokarna-II (₹ 35.30 lakh), Dafarpur (₹ 1.25 lakh), Indrani (₹ 55.70 lakh), Padamkandi (₹ 11.26 lakh), Jhilli (₹ 7.61 lakh), Margram (₹ 11.00 lakh), Sadal (₹ 2.91 lakh), Jashohari Anukha-I (₹ 33.77 lakh) and Parulia (₹ 14.99 lakh).

Purba Medinipur ZP-Amalhanda (₹ 9.33 lakh), Boyal-I (₹ 4.49 lakh) and Brajalalchak (₹ 4.19 lakh).

Paschim Medinipur ZP- Haripur (₹ 1.70 lakh), Kendugari (₹ 2.89 lakh), Duan-II (₹ 6.19 lakh) and Sauri Kotbar (₹ 1.29 lakh).

Birbhum ZP-Kalitha (₹ 68.59 lakh).

not ascertain whether more than one job card was issued to any household for getting employment under the scheme.

3.1.3.5 Employment not provided to job seeking families and unemployment allowance not paid

Para 11(1) of WBREGS guideline stipulated that every applicant should be provided unskilled manual work within 15 days of receipt of application seeking employment or from the date on which employment was sought in case of advance application, whichever is later. Para 11(3) of the guideline also specified that the applicant was entitled to a daily unemployment allowance equal to not less than one-fourth of the wage rate for the first thirty days during the financial year and not less than one-half of the wage rate for the remaining period of the financial year, if employment was not provided and it would be the liability of the State Government.

Audit noticed that 1,30,072 job seeking families were not provided any employment during 2009-10 in 147 GPs **(Appendix-XV)**. No unemployment allowance was paid to those applicants in contravention of the provisions of the scheme guideline.

3.1.3.6 Annual Action Plan not prepared

Para 12(3) of WBREGS guidelines stipulates that every GP should prepare an Annual Action Plan from the consolidated proposals of all the Gram Sansads clearly prioritising the works to be taken up in a year. Annual Action Plan should be prepared by 15 March every year with due approval of ZP. It was observed that 385 GPs expended ₹ 229.02 crore towards excavation of ponds, land leveling, drought proofing, minor irrigation etc. during 2009-10 without preparing any Annual Action Plan **(Appendix-XVI)**.

Thus, the objective of involving the village population in planning and identifying the works to be taken up under the scheme was not achieved.

3.1.3.7 Failure to achieve estimated mandays

Para 12(4) of WBREGS guideline stipulated that while preparing the annual action plan, every GP should estimate mandays in such a way so as to provide maximum employment to the rural households.

Scrutiny revealed that 2,731 GPs had generated only 11,63,44,589 mandays which is only 11.27 *per cent* of the estimated 103,18,94,103 mandays, though they had unutilised amount of ₹ 123.24 crore at the end of March 2010 under

the scheme **(Appendix-XVII)**. This indicates that GPs had failed to esimate realistic demand and also to generate mandays with available funds due to lack of proper planning and initiative for achieving the target of providing employment to rural people.

3.1.3.8 Delay in payment of wages

According to para 22(1) of the WBREGS guideline, daily wages should be paid to the labourers on a weekly basis or in any case not later than a fortnight after the date on which the work was done. But late disbursement of wages was noticed in 869[18] GPs. The labourers thus, deprived of their dues, were not compensated as per the provisions of the Payment of Wages Act, 1936 for delay in payment.

3.1.3.9 Absence of Social audit

As stated in para 37 of WBREGS guidelines, Gram Sabhas should conduct regular social audits of all the projects under the scheme taken up within the Gram Panchayat. The Gram Panchayat should facilitate providing of all relevant documents to the Gram Sabha for the purpose of conducting the social audit. Scrutiny revealed that social audit forums were not formed in 355 GPs and in 462 GPs social audit was not conducted **(Appendix-XVIII)** during 2009-10.

Further, though social audit was conducted in 400 GPs, the objections raised during audit were not settled.

3.2 Indira Awas Yojana

3.2.1 Introduction

Indira Awas Yojana (IAY) aims at providing a lump sum financial assistance to all BPL families of rural areas. From the year 2007-08, the concept of Permanent Wait list was introduced for selection of IAY beneficiaries. The list is prepared from the existing BPL list considering the nature of household as per the parameters mentioned in Rural Household Survey (RHS). Persons who are homeless or dependent on others for accommodation are identified as P_2=1.

[18] **ZP**: Bankura 56 GPs; **Birbhum** 34 GPs; **Burdwan** 60 GPs; **Cooch Behar** 20 GPs; **Dakshin Dinajpur** 15 GPs; **Hooghly** 70 GPs; **Howrah** 13 GPs; **Jalpaiguri** 46 GPs; **Malda** 30 GPs; **Murshidabad** 71 GPs; **Nadia** 61 GPs; **North 24 Parganas** 81 GPs; **Paschim Medinipur** 95 GPs; **Purba Medinipur** 106 GPs; **Purulia** 25 GPs; **South 24 Parganas** 83 GPs and **Uttar Dinajpur** 3 **GPs**.

Persons having one room mud-built house are identified as P_2=2. Persons identified as P_2=1 should be placed at the top of the list of eligible beneficiaries.

The scheme is funded on a cost sharing basis of 75:25 between the Centre and the State. Since 1999-2000, up to 20 *per cent* of the total funds can be utilised for upgradation of existing *kutcha* houses and towards subsidy for construction of houses with credit from Banks/Financial Institutions. Balance 80 *per cent* can be utilised for new construction. The scale of assistance for construction/up gradation varies from time to time and also between hilly and plain areas.

The financial and physical performances under IAY in the State during 2008-11 are summarised below:

Table 3.2

(₹ in crore)

Year	Total available fund	Utilisation	Percentage of utilised fund	New construction (No.)		Upgradation (No.)	
				Target	Achievement	Target	Achievement
2008-09	861.51	453.39	53	1,53,697	1,17,541	–	4,516
2009-10	1,294.82	895.50	69	2,97,564	2,29,999	1,12,090	128
2010-11	1,178.73	779.61	66	1,03,209	1,69,795	1,03,209	0

(Source: Panchayat and Rural Development Department and rural.nic.in)

Audit of implementation of IAY revealed the following deficiencies:

3.2.2 Permanent Wait (PW) list not prepared

It was mandatory under the scheme to select beneficiaries from PW list prepared from the Rural Household Survey for giving financial assistance. It was observed that out of 3,197 GPs audited during 2009-10, 72 GPs did not prepared PW list but they expended ₹ 2.53 crore **(Appendix-XIX)**.

Thus, in absence of Permanent Wait (PW) list, irregular selection of beneficiaries by these GPs could not be ruled out.

3.2.3 Assistance given outside priority list, enlisted 1/ 2 index during 2009-10

The P & RDD made it mandatory under the scheme that beneficiaries should be selected from the list of beneficiaries from the P_2=1 list of RHS. They should be given priority and persons identified as P_2=2 will be considered thereafter. But, it is observed in 65 GPs that ₹ 2.06 crore allotted to 872

beneficiaries who are neither identified as P_2= 1 nor as P_2= 2 **(Appendix - XX)**.

The irregular selection of beneficiaries outside P_2=1 or 2 list, thus, frustrated the objective of providing IAY assistance for construction of homes to actual needy rural people.

3.2.4 Allotment of huts to male members of a family

Allotment of huts constructed/upgraded with the scheme assistance would be conferred on the wife or alternatively on both the wife and the husband as per scheme guidelines. But 30,442 cases were observed in 2,223 GPs, where ₹ 73.15 crore was allotted solely to the male members of the family during 2009-10, in violation of the scheme guidelines **(Appendix-XXI)**.

Thus, the objective of the scheme of increasing the empowerment of women was not achieved.

3.2.5 Failure to provide 60 *per cent* IAY assistance to SC/ST beneficiaries

The IAY guidelines stipulate that at least 60 *per cent* of the total IAY funds and physical targets should be utilised for construction/ upgradation of dwelling units for SC/ ST BPL households.

In 1,861 GPs, ₹ 233.33 crore were to be allotted to 66,666 SC/ST beneficiaries (60 *per cent* of total allotted funds of ₹ 388.89 crore) under the scheme. Instead, the GPs had allotted ₹ 105.54 crore IAY funds to 30,155 SC/ST beneficiaries. Thus, GPs had disbursed funds of ₹ 127.79 crore to 36,511 other beneficiaries depriving same numbers of SC/ST beneficiaries **(Appendix - XXII)**.

Thus, one of the objectives of the scheme of developing the social status of SC/ST population could not be achieved.

3.2.6 Land ownership of beneficiaries not ensured before construction/up gradation of huts

The IAY guidelines stipulate that dwelling units should normally be built on individual plots. However, 260 GPs in 17 districts disbursed IAY assistance amounting to ₹ 13.37 crore to 5,094 households during 2009-10 for construction/up gradation of huts which were either not built on individual plots or for which supporting documents were not found on records **(Appendix-XXIII)**.

In absence of proper land records, the beneficiaries provided shelter under IAY scheme may become shelter less lately if they are later dislodged by the actual owners of the land.

3.2.7 Construction of sanitary latrines and smokeless chullahs not monitored

The scheme guidelines stipulated that sanitary latrine and smokeless chullah would be provided with every house constructed or upgraded using IAY grants. To ensure this, GPs obtain a confirmation from the beneficiaries regarding construction of sanitary latrines and smokeless chullahs along with the certificate of utilisation of first installment of IAY grant. Scrutiny revealed that no such certificate of utilisation of 1st installment was obtained by 1,549[19] GPs in 17 districts before release of 2nd installment of IAY assistance. In absence of that certificate, audit could not ascertain whether GPs could ensure clean environment in their areas through sanitary latrines and smokeless chullahs.

Thus, the GPs merely transferred the grants to the beneficiaries and did not monitor proper utilisation of IAY grants by the beneficiaries.

UTTAR DINAJPUR, DAKSHIN DINAJPUR AND COOCH BEHAR ZILLA PARISHADS

3.3 Loss of Indira Awas Yojana (IAY) assistance of ₹ 5.92 crore

Uttar and Dakshin Dinajpur ZPs and the State Government did not adhere to prescribed IAY guideline while utilising and releasing IAY grants. As a result, the Central Government deducted ₹ 5.20 crore from the ZPs entitlement during 2009-10. Consequently, the State Government also deducted ₹ 0.72 crore from the State share. Earnest initiative of the ZPs and the State Government could provide 2,142 IAY houses to rural poor

(a) Indira Awas Yojana (IAY) is a centrally sponsored scheme funded by Government of India (GOI) and the State Government in the ratio of 75:25. The guidelines stipulate that the opening balance of the district should not exceed 10 *per cent* of the funds available during the previous year. In case,

[19] **ZP: Bankura** 98 GPs; Birbhum 76 GPs; **Bardhaman** 146 GPs; **Cooch Behar** 70 GPs; **Dakshin Dinajpur** 23 GPs; **Hooghly** 112 GPs; **Howrah** 78 GPs; **Jalpaiguri** 60 GPs; **Malda** 77 GPs; **Murshidabad** 114 GPs; **Nadia** 93 GPs; **North 24 Parganas** 82 GPs; **Paschim Medinipur** 162 GPs; **Purba Medinipur** 107 GPs; **Purulia** 74 GPs; **South 24 Parganas** 134 GPs and **Uttar Dinajpur** 43 GPs.

the opening balance exceeds the permissible limit, the central share of the excess amount would be deducted proportionately at the time of release of second instalment.

Scrutiny of records of Uttar Dinajpur and Dakshin Dinajpur ZPs revealed that the ZPs received (April and August 2009) ₹ 17.50 crore, i.e., 50 *per cent* of central allocation of ₹ 35.00 crore as first instalment of central assistance from Ministry of Rural Development, GOI. While releasing the second instalment in January and February 2010, GOI released ₹ 15.34 crore and deducted ₹ 2.16 crore due to excess carry over of funds. Consequently, the State Government also deducted ₹ 0.72 crore (Uttar Dinajpur: ₹ 0.28 crore and Dakshin Dinajpur ZP: ₹ 0.44 crore) from the state share. Thus, the ZPs suffered loss of IAY assistance of ₹ 2.88 crore due to non-adherence to above scheme guideline.

(b) The guidelines also stipulate that the State Government should release its share within a month of the date of release of the central assistance. The State Government should have released all its contribution (including that of the previous years) due upto the date of the application for the second instalment. In the event of shortfall in State share, corresponding amount of Central share (i.e. three times the shortfall of state share) would be deducted from the amount of Central share of the second instalment of the current year.

The contribution of the State Government for against first instalmnet of central release of ₹ 15.20 crore in favour of Cooch Behar ZP was ₹ 5.06 crore. However, the State Government released (August 2009) ₹ 4.05 crore. The balance amount of first instalment of ₹ 1.02 crore was released in November 2009 i.e., delay of three months of release central share and also after sending the proposal of the second instalment. As a result, GOI curtailed ₹ 3.04 crore from the second instalment (₹ 12.16 crore) due to short release of state share within prescribed time frame.

The ZPs admitted the fact (September 2010, December 2010 and March 2011).

Thus, utter negligence and non-adherence to prescribed procedures of IAY guidelines by the ZPs while utilising the IAY funds as well as by the State

Government while releasing its share in time led to loss of IAY assistance of ₹ 5.92 crore. Had the ZPs and the State Government strictly followed the IAY guidelines, 1,353 rural poor could have been benefited by construction of new houses and 789 rural families[20] by up-gradation of their houses under IAY scheme.

3.4 Conclusion and Recommendations

Conclusion

Absence of annual action plan, failure to provide at least 100 days of guaranteed employment in a financial year, delayed payment of wages, failure to achieve the estimated mandays, absence of photographs on job cards, failure to create durable assets and also to conduct social audit indicated significant deviations from the guidelines. Thereby, the objectives of the MNREGS were frustrated to a considerable extent.

In the case of implementation of IAY, absence of Permanent Wait list, irregular selection of beneficiaries and failure to provide 60 *per cent* IAY assistance to SC/ST beneficiaries deprived them of the intended benefits.

Recommendations

- Annual Action Plan should be prepared involving rural people and identifying the works to be taken up under the scheme;
- Compliance with scheme guidelines should be ensured;
- Social audit should be conducted by the Gram Sabha to make people aware of their rights and also procedures for exercising those rights and
- Close monitoring over the projects is required to ensure proper delivery of benefits to the target population.

[20] 80 *per cent* of total allocation may be utilised for new construction. ₹ 5.92 crore x 80 *per cent*/₹35,000 (cost fixed per house) =**1,353.**

20 *per cent* of total allocation may be utilised for upgradation. ₹ 5.92 crore x 20 *per cent*/₹15,000 (cost fixed per house) =**789.**

CHAPTER 4

PERFORMANCE REVIEW

CHAPTER-4

Performance Review

4.1 Total Sanitation Campaign (TSC)

4.1.1 Highlights

Government of India (GOI) introduced Total Sanitation Campaign (TSC) in April 1999 aiming to make the programme community led and people centered and to encourage the rural people to change behavioural patterns through provision of sanitation facilities. Some of the important findings are given below:

Delays in releasing state share ranging from 26 days to 524 days were noticed in Bankura, Murshidabad and Jalpaiguri districts.

(Paragraph 4.1.8.1)

In respect of the three selected districts, utilisation ranged between 16 and 89, 11 and 91, 21 and 64 *per cent* respectively.

(Paragraph 4.1.8.3)

Since inception, selected three districts could spent only ₹ 3.51 crore towards IEC, against receipts under the project of ₹ 154.44 crore and under IEC ₹ 23.16 crore, which constitutes a very insignificant 2 *per cent* and 15 *per cent* respectively. Expenditure towards IEC constituted a meagre percentage (3 *per cent*) of the total expenditure under the project.

(Paragraph 4.1.9.2)

Since inception, three selected districts could construct IHHL for BPL and APL for 62 and 45 *per cent* respectively. Against target of 24,382 school toilets, selected districts could construct 14,788 toilets (61 *per cent*) during 1999-2011. Only 13 *per cent* Anganwadi toilets in selected districts were completed during 1999-2011. Against 150 sanctioned community sanitary complexes, three districts could construct 89 units which constitute 59 *per cent* of sanctioned units.

(Paragraphs 4.1.10.1 to 4.1.10.4)

Test check revealed that none of the selected districts took initiative to put in place mechanism for garbage collection and disposal and for preventing water logging in order to bring about improvement in the general quality of life in rural areas.

(Paragraph 4.1.10.5)

4.1.2 Introduction

TSC was introduced (April 1999) by restructuring the Central Rural Sanitation Programme for emphasizing on creating awareness through intensive Information, Education and Communication (IEC), human resource development and capacity development activities to increase awareness among the rural people, and generation of demand for sanitary facilities and to bring about attitudinal and behavioural change towards relevant hygiene practices. The programme was also implemented with focus on community led people centred initiatives. Considering that children play an effective role in popularizing new ideas and concepts, the programme was intended to tap their potential as the most persuasive campaigners of good sanitation practices in their households and schools.

4.1.3 Scheme objective

The main objectives of the TSC are as under:

- Bring about improvement in the general quality of life in rural areas;
- Accelerate sanitation coverage in rural areas to provide access to toilets to all by 2012;
- Generate felt demand for sanitation facilities through awareness creation and health education;
- Cover schools by March 2008/ Anganwadis by March 2009 in rural areas with sanitation facilities and promote hygiene education and sanitary habits among students;
- Encourage cost effective and appropriate technologies in sanitation;
- Eliminate open defecation to minimize risk of contamination of drinking water sources and food; and
- Convert dry latrines to flush latrines, and eliminate manual scavenging practice, wherever in existence in rural areas.

4.1.4 Orgnisational set up

At the national level, Department of Drinking Water Supply, Ministry of Rural Development scrutinized the project proposal emanates from the states. At the State level, State Sanitation Cell at the State Institute of Panchayat and Rural Development is headed by the State Coordinator. He was responsible for sanitation related activities viz. aiding, assisting, conducting training programme,

disseminating technology in the related areas, documenting activities and generating awareness amongst the community. At the District level, the programme was being implemented by the Panchayati Raj Institutions.

4.1.5 Audit criteria

Audit criteria include the followings:

(i) Provision as per the scheme guidelines;

(ii) Circulars and orders issued by the Government of West Bengal; and

(iii) The West Bengal Panchayat (ZP and PS) Accounts and Financial Rules, 2003.

4.1.6 Scope of Audit

The performance audit based on test check of records of Bankura, Murshidabad and Jalpaiguri ZPs and nine PSs[21] for the period 2005-06 to 2009-10 was conducted between December 2010 and March 2011. The districts were selected on the basis of utilization of funds, percentage of utilisation and achievement of Individual House Hold Latrine (IHHL), School Sanitation and Anganwadi toilets against target. Information relating to 2010-11 was updated on the basis of data available from those three selected ZPs. Six PSs[22] failed to furnish relevant information of 2010-11 (as of September 2011).

4.1.7 Audit objectives

The review was selected to examine whether

- the efficacy of planning and economy in implementation of various components of the programme;
- demands for sanitation facilities through awareness programme and health education were created;
- Individual House Hold Latrine, Community Sanitary complex and Schools/ Anganwadis in rural areas with sanitation facilities was covered;
- adequate funds were timely provided and utilised efficiently and effectively; and
- the monitoring system was effective.

[21] **Bankura ZP**: Onda, Barjora and Chhatna PSs; **Murshidabad ZP**: Domka, Khargram and Nabagram PSs; **Jalpaiguri ZP**: Dhupgari, Jalpaiguri Sadar and Maynaguri PSs.

[22] **Bankura ZP**: Onda and Chhatna PSs; **Murshidabad ZP**: Domkal and Khargram PSs; **Jalpaiguri ZP**: Jalpaiguri Sadar and Maynaguri PSs.

Audit findings:

4.1.8 Financial Management

Ministry of Rural Development stipulated percentage of Central, State and beneficiary contribution and also construction cost of each individual House Hold Latrine **(Appendix-XXIV)**. The Central assistance was to be released to the Implementing Agency in four instalments. The first instalment was to be released immediately after approval of the project proposal by the National Scheme Sanctioning Committee subject to receipt of details of the implementing agency at District level and name of the bank and Account number etc. The State share was to be released to the concerned project districts at least in the same proportion as Central share within a fortnight of release of the Central share. At least 60 *per cent* of the total available funds under central share as well as State share, including interest should be properly utilised.

The districts got approval of ₹ 1,741.48 crore for construction of Individual House Hold Latrine (IHHL) for BPL (66, 19,158.), IHHL for APL (49, 97,498), Community latrines (1,140), School toilets (1,34,081) and anganwadi toilets (84,168) during 1999-2011 **(Appendix-XXV)**.

The year-wise receipt and expenditure incurred from the TSC grant in the state during 1999-2011 are detailed below:

Table 4.1

(₹ in crore)

Year	Approved amount				Receipt			Total receipt	Total expenditure	Percentage of expenditure	Percentage receipt w.r.t. approved amount
	Central	State	Beneficiary	Total	Central	State	Beneficiary				
1999-05	1095.64	430.29	183.52	1709.45	72.30	21.22	72.74	166.26	135.26	81	
2005-06	0	0	0	0	46.40	17.62	25.81	89.83	50.93	57	
2006-07	22.36	7.91	1.76	32.03	9.46	2.77	39.28	51.51	63.42	-	
2007-08	0	0	0	0	90.57	20.00	26.83	137.40	75.98	55	
2008-09	0	0	0	0	30.47	22.16	11.49	64.13	51.66	81	
2009-10	0	0	0	0	32.46	20.87	34.50	87.83	143.35	-	
2010-11	0	0	0	0	83.28	22.71	23.73	129.72	129.76	-	
Total	**1118.00**	**438.20**	**185.28**	**1741.48**	**364.94**	**127.35**	**234.38**	**726.68**	**650.36**	**89**	**42**

(Source: Online progress monitoring system of Ministry of Drinking Water and Sanitation)

The following shortcomings were noticed in management of the above fund:

4.1.8.1 Delay in release of state share

TSC guidelines stipulated that the state share must be released within a fortnight from the release of central share to the concerned project districts.

The delay in releasing state share ranging from 26 days to 524 days was noticed in three selected districts.

4.1.8.2 Short release of funds

The total project cost of ₹ 1,741.48 crore was to be met through Central share (₹ 1,118 crore), State share (₹ 438.20 crore) and beneficiaries contribution (₹ 185.28 crore). Since inception of the project (1999-2000), only ₹ 492.28 crore (Central: ₹ 364.94 crore and State: ₹ 127.34 crore) was released as government share upto March 2011 i.e. 32 *per cent* of total central and state share of ₹ 1,556.20 crore.

In three selected districts, the total project cost of ₹ 401.59 crore was to be met through Central share of ₹ 260.84 crore, State share of ₹ 101.25 crore and beneficiaries' contribution of ₹ 39.50 crore. Against projected government share of ₹ 362.09 crore under TSC, only ₹ 104.34 crore (29 *per cent*) was released as Central (₹ 77.30 crore) and State (₹ 27.04 crore) share during 1999-2000 to 2010-11.

Short release of funds by a substantial margine implied partial implementation and delay in achieving the target that affected the overall implementation of the scheme.

4.1.8.3 Utilisation of funds

In respect of selected three districts e.g. Bankura, Murshidabad and Jalpaiguri, percentage of utilisation ranged between 16 to 89, 11 to 91, 21 to 64 respectively. Receipts and utilisation of selected districts are detailed below:

Table 4.2

District: Bankura

(₹ in lakh)

Year	Opening balance	Receipt during the year	Total receipts	Expenditure	Closing balance	Percentage of utilisation
2005-06	92.75	291.49	384.24	94.14	290.1	25
2006-07	290.01	113.47	403.48	254.36	149.12	63
2007-08	149.12	935.19	1,084.31	177.59	906.72	16
2008-09	906.72	386.42	1,293.14	904.29	388.85	70
2009-10	388.85	152.81	541.66	483.30	58.36	89
2010-11	58.36	1,174.29	1,232.65	708.45	524.20	57

Table 4.3

District: Murshidabad **(₹ in lakh)**

Year	Opening balance	Receipt during the year	Total receipts	Expenditure	Closing balance	Percentage of utilisation
2005-06	63.51	471.05	534.56	59.56	475.00	11
2006-07	475	15.93	490.93	133.88	357.05	27
2007-08	357.05	2,121.57	2,478.62	1,173.59	1,305.03	47
2008-09	1,305.03	1,505.20	2,810.23	1,145.73	1,664.50	41
2009-10	1664.5	214.99	1,879.49	1,652.27	227.22	88
2010-11	227.22	1,842.71	2,069.93	1,891.65	178.28	91

Table 4.4

District: Jalpaiguri **(₹ in lakh)**

Year	Opening balance	Receipt during the year	Total receipts	Expenditure	Closing balance	Percentage of utilisation
2005-06	151.92	373.87	525.79	108.96	416.83	21
2006-07	416.83	15.96	432.79	136.12	296.67	31
2007-08	296.67	40.47	337.14	124.52	212.62	37
2008-09	212.62	1,066.60	1,279.22	444.96	834.26	35
2009-10	834.26	75.53	909.79	260.98	648.81	29
2010-11	648.81	1,192.30	1841.11	1,170.14	670.97	64

The above tables show widely varying trends in both receipts and expenditures during 2005-11. Percentage of utilisation of funds in Murshidabad during 2005-09 and in Jalpaiguri District during 2005-10 was far from satisfactory, although both districts indicate an increasing trend of utilisation. Utilisation in Bankura District improved during 2009-10 but decreased significantly during 2010-11. Under utilisation of funds led to poor physical performance which is reflected in para no. 4.1.10.

4.1.9. Programme implementation

Component wise projects sanctioned and achievement there against in the state during 2005-11 is detailed in **Appendix -XXV**.

Performances of the selected districts against each component were as follow:

4.1.9.1 Start-up activities

Start-up activities include conducting of preliminary and baseline surveys and also conducting initial orientation and training programmes to assess the status of sanitation and hygiene practices, people's attitude and demand for improved sanitation.

Preliminary survey/Baseline survey

Test check revealed that three selected districts prepared project proposals in 2002 to ascertain the position and status of sanitation in all the villages of 48 Blocks/PSs. Base Line Survey (2001-02) conducted in 590 GPs revealed that

91 *per cent* of BPL households and 76 *per cent* of APL households had no toilet.

At the end of 2010-11, despite having sufficient fund under TSC, 38 *per cent* of BPL and 55 *per cent* of APL households still had no toilet although the objective of the scheme was to accelerate sanitation coverage in rural areas (i.e. access to toilets to all by 2012).

Initial orientation and training

Initial orientation and training to the key Programme Managers were to be imparted at the District level and the ZP was to identify key training institutions or resource persons to train the Mart/Production Centres. There was no provision to engage NGOs for imparting training programmes.

Test check revealed that Murshidabd and Jalpaiguri ZPs engaged NGOs for imparting training programme while Bankura ZP imparted training programme for the key Programme Managers at SIPRD, Kalyani and engaged Co-ordinators for other training programmes.

4.1.9.2 Information, Education and Communication activities (IEC)

IEC are important components of the programme. These intend to create demand for sanitary facilities in the rural areas in households, schools, anganwadis and community sanitary Complexes.

Planning:

Each district should prepare a detailed IEC action plan with defined strategies to reach all sections of the community.

Test check revealed that Murshidabad District covered 3,72,525 households under IEC action plan through door to door campaigning, poster, banner, leaflet against target of 12,09,405 household to be covered under IHHL. Bankura District had no detailed records to define their strategy to reach all sections of the community. Jalpaiguri District adopted plan as per the guidelines. But all the three districts remained far behind in accomplishing targets set by GOI as would be evident in the succeeding paragraphs.

Less expenditure on IEC

As per TSC guideline, Information, Education and Communication (IEC) were important components of the programme and at least 15 *per cent* of project outlay was to be incurred towards IEC.

Audit observed that expenditure on IEC in the state was ₹ 28.19 crore during 1999-2000 to 2010-11 against the receipts under IEC of ₹ 109 crore[23] which was 26 *per cent* of the receipts and 4 *per cent*[24] of total receipts towards the project.

Since inception, selected three districts could spent only ₹ 3.51 crore towards IEC against receipts of ₹ 23.16 crore (15 *per cent*) and 2 *per cent* of total receipts of ₹ 154.44 crore under the project. Expenditure towards IEC also constituted a meagre percentage (3 *per cent*) in total expenditure under the project as shown below:

Table 4.5

(₹ in crore)

Name of selected districts	Actual Receipt IEC	Actual expenditure IEC	Receipt towards	Expenditure towards	Percentage of Expenditure under IEC w.r.t		
					Receipt under IEC	Actual receipt	Actual expenditure
Bankura	50.56	46.83	7.58	0.84	11	2	2
Murshidabad	66.06	56.94	9.91	1.81	18	3	3
Jalpaiguri	37.82	33.71	5.67	0.86	15	2	3
Total	**154.44**	**137.48**	**23.16**	**3.51**	**15**	**2**	**3**

Funds available under IEC may be used for imparting hygiene education to the rural communities, general public as well as children in schools. For the purpose, at least one teacher in each school must be trained in hygiene education.

Test check revealed that Jalpaiguri ZP did not impart such training to teachers. Bankura and Murshidabad ZPs stated that the ZPs did not impart such training to teachers but the same was done at block levels. However, those two ZPs failed to submit details of training imparted and related expenditure.

Memorandum of Understanding (MoU)

The ZPs should have a Memorandum of Understanding with the Rural Sanitary Marts (RSMs)/Production Centres (PCs) to ensure that the RSMs/PCs were successful as an enterprise and were functioning in accordance with the objectives of the programme.

But none of the selected ZPs had made any MoU with the RSMs and PCs.

[23] Receipt towards IEC: Total receipt ₹ 726.68 crore x 15 *per cent.*

[24] Total receipt: ₹726.68 crore; Expenditure under IEC: ₹ 28.19 crore. Therefore, percentage of expenditure = ₹ 28.19 crore/ ₹ 726.68 crore x 100 = **3.88 *per cent.***

4.1.10 Physical performance

4.1.10.1 Construction of Individual House Hold Latrine (IHHL):

IHHL was introduced to cover all the rural families in eliminating open defecation to minimize risk of contamination of drinking water sources and food. In order to involve the community, incentive was to be provided to BPL families.

The overall performance of the state under this component is detailed in **Appendix-XXV.**

Performance of selected districts during 1999-2011 is given below:

Table 4.6

Name of selected	IHHL target as fixed by GOI		IHHL achieved		Shortfall (in percentage)	
Districts	**BPL**	**APL**	**BPL**	**APL**	**BPL**	**APL**
Bankura	198512	333832	82979	218187	58	35
Murshidabad	702442	506963	434865	197214	38	61
Jalpaiguri	372999	203523	266867	58791	28	71
Total	**1273953**	**1044318**	**784711**	**474192**	**38**	**55**

The above table showed that three selected districts could construct IHHL for 62 *per cent* BPL and 45 *per cent* APL against the targets.

Bankura and Murshidabad ZPs attributed the reasons of shortfall to superstition, lack of literacy, awareness and motivation. Jalpaiguri ZP, though having substantial underperformance, did not admit their shortfall in achievement.

4.1.10.2 School Sanitation

To encourage children to use lavatories through motivation and education, school sanitation was included as integral part of the scheme and was targeted to cover all schools by March 2008. Funding for school sanitation in a TSC project was provided by the Central and State Government in the ratio of 70:30.

Scrutiny of records of selected three districts revealed that the districts failed to accomplish their targets by 2008. Against the target of 24,382 school toilets, selected districts could construct only 14,788 toilets (61 *per cent*) during 1999-2011.

4.1.10.3 Anganwadi toilets

In order to change the behaviour of the children from very early stage in life, it was essential that Anganwadis were to be used as a platform as well as the mothers attending the Anganwadis.

Against target of 16,570 Anganwadi toilets in selected three districts, only 2,089 toilets (13 *per cent*) were completed during 1999-2011. Thus, construction of Anganwadi toilets remained most neglected component under TSC.

4.1.10.4 Community Sanitary Complex

Community Sanitary Complex was an important component of the TSC. These complexes, comprising an appropriate number of toilet seats, bathing cubicles, washing platforms, Wash basins etc. were to be set up in a place in the village acceptable and accessible to women/men/ landless families. Fund sharing amongst Central Government, State Government and the community was in the ratio of 60:20:20.

Test check of three districts revealed that against 150 sanctioned units, districts could construct only 89 units i.e. only 59 *per cent* of sanctioned units. This reflected poor performance in construction of the Community Sanitary Complexes in districts.

4.1.10.5 Solid and Liquid Waste Management

Under Solid and Liquid Waste Management component of the scheme, PRIs were required to put in place mechanisms for garbage collection and disposal and prevention of water logging in order to bring about an improvement in the general quality of life in rural areas. Upto 10 *per cent* of the project cost was to be utilised for meeting capital costs under this component.

Test check revealed that none of the selected districts took initiative to execute this component during 2005-06 to 2010-11 due to lack of proper planning despite having sufficient funds.

4.1.11 Nirmal Gram Puraskar (NGP)

GOI had separately launched an award scheme called the "Nirmal Gram Purskar" for fully sanitized and open defecation free GPs, Blocks, and Districts. Out of 3,352 GPs in the State, only 1,041 GPs were awarded with NGP since inception of TSC. The State Government did not furnish any reason for such poor performance in implementation of the project.

In three selected districts, out of 590 GPs only 67 GPs were awarded with NGP.

4.1.12 Research

Research institutes, organizations and NGOs with proven track records in the areas of sanitation and National/State level institutions involved in research related to the issues of health, hygiene, water supply and sanitation should be involved to study the present technology of human excreta and waste disposal systems in the rural areas to provide an affordable low cost effective technology to suit the requirements of different geo-hydrological conditions for ecologically sustainable long term solution of disposal of wastes. GOI would be organizing such studies.

The State Government stated (January 2011) that impact assessment study on sanitation was conducted with the help of UNICEF funds by a NGO during June 2005 to September 2005. The NGO emphasized on IEC, hygiene education in schools and ICDS centres, improvement of school sanitation etc. But the Government failed to enlighten whether any step was taken according to recommendation of the NGO to make the objective fruitful.

4.1.13 Inspections and Evaluation

Monitoring through regular field inspections by officers from the State and district levels was essential for effective implementation of the programme. The State should conduct periodical evaluation studies on the implementation of the TSC. Evaluation studies should be conducted by the reputed institutions and organizations.

But the State Government did not conduct any evaluation study to evaluate the performance of the programme. The State Government stated (January 2011) that a set of monthly progress report format was used to monitor and supervision of the project.

Implementation of the project required large scale social mobilization. So, its implementation at the District level should be done by the ZP. But Bankura and Murshidabad ZPs had no detailed information regarding training imparted to the teachers for hygienic education in order to imparting training to the children for hygienic behaviour.

A system of joint monitoring has put in place to ensure that the RSMs/PCs were successful as an enterprise and were functioning in accordance with the

objective of the programme. But Bankura and Murshidabad ZPs did not evolve any system of joint monitoring with the RSMs/PCs over the implementation of the programme.

Inspection and evaluation by the selected three districts were not satisfactory as would be evident from paragraph 4.1.8 to 4.1.10. Jalpaiguri ZP failed to produce monitoring and evaluation report in support of inspection.

4.1.14 Conclusion and Recommendations

Conclusion

The State Government did not consider recommendation of the Impact Study done by the NGO. As a result, IEC could not be strengthened as well as other components were equally neglected. IEC expenditure was 15 *per cent* of receipts against IEC, 2 *per cent* of total receipts and 3 *per cent* of total expenditure under the project. Thus, meagre expenditure on IEC failed to create demand for sanitary facilities in the rural areas. Achievement in respect of components viz., IHHL for BPL/APL, school sanitation, community sanitary complex, anganwadi toilets was ranged between 13 and 62 *per cent*. Significant progress could not be made in respect of IHHL for APL/BPL households at the end of 2010-11 from the situation that prevailed in 2002 when preliminary survey was conducted. The State as well as three selected districts lagged behind in achieving the target by 2012. Moreover, excess collection from BPL beneficiaries also hindered the smooth progress of the project. Lack of initiative in solid and liquid waste management could not bring any improvement in quality of life of the rural populace.

Recommendations

- Door to door campaigning, social awareness should be strengthened to accomplish the project objectives;
- Endeavour should be made to accelerate sanitation coverage, cover schools and anganwadis with sanitation facilities and promote hygiene education and sanitary habits among students;
- Close monitoring should be evolved so as to ensure speedy execution and completion of components for effective implementation of the project and
- Available funds should be utilised by the districts authorities to achieve the aim of TSC.

CHAPTER 5

AUDIT OF TRANSACTIONS

CHAPTER-5

AUDIT OF TRANSACTIONS

5.1 Audit of non-compliance with rules and regulations

SOUTH 24 PARGANAS ZILLA PARISHAD

5.1.1 Loss of ₹ 1.24 crore due to non realisation of establishment charges

Despite having provision in the West Bengal Panchayat (ZP and PS) Accounts and Financial Rules, 2003 for executing works on behalf of other departments, the ZP did not realise any establishment charge from the Health & Family Welfare and Minority Affairs & Madrasah Education departments and suffered a loss of ₹ 1.24 crore

Rule 109 of West Bengal Panchayat (ZP and PS) Accounts and Financial Rules, 2003, empowers the ZP to charge maximum 15 *per cent* on the amount of expenditure actually incurred for the purpose of covering the cost of establishment charge for any work which the ZP undertakes to execute on behalf of any department of the State Government as deposit work.

(a) The Department of Health and Family Welfare (H&FW), Government of West Bengal accorded administrative approval and expenditure sanction of ₹ 11.56 crore (June 2009) for upgradation of 17 Primary Health Centres (PHC) in the District of South 24 Parganas. While conveying the approval to the Director of Health Services, the Department specified that the works were to be executed by the ZP, South 24 Parganas on behalf of the Department as per plan and estimate approved by the Executive Engineer, Health Systems Development Initiatives (HSDI). The funds were placed with the District Health and Family Welfare Samiti, South 24 Parganas and the Joint Director, HSDI was designated as Drawing and Disbursing Officer for the purpose.

Audit revealed that the ZP received ₹ 6.88 crore for the said upgradation work. The works started during August 2009 and ₹ 5.65 crore was expended till August 2010. Though the ZP executed the works on behalf of the health department, the ZP did not consider the works as deposit work and not charged any amount on actual expenditure of ₹ 5.65 crore for executing the works on behalf of the department. This resulted in loss of ZP fund of ₹ 0.85 crore as of August 2010.

The ZP stated (September 2010) that establishment charge would not be applicable as the upgradation of PHC was a devolved work of ZP.

The reply was not acceptable as the H&FW Department neither placed the fund with the ZP nor issued any instruction regarding devolution of funds with reference to functions devolved to the PRIs.

(b) Similarly, the ZP undertook construction of a road from 'Dakshin Kashipore to Talberia' of ₹ 3.52 crore under Rural Infrastructure Development Fund (RIDF)-XIV of the Minority Affairs & Madrasah Education Department (MA&ME). The ZP received fund from the MA&ME Department and executed works valuing ₹ 2.57 crore upto April 2010. While undertaking works on behalf of MA&ME Department, the ZP did not consider establishment charge of ₹ 0.39 crore.

The ZP stated (September 2010) that estimate of the road work under RIDF without taking into account any establishment charges to the MA&ME Department as NABARD did not consider such charges.

The reply is not tenable as the establishment charge was to be claimed from the MA&ME Department and not to be claimed from the NABARD.

Thus, the ZP suffered a loss of fund of ₹ 1.24 crore due to non-adherence to the prescribed rules.

SOUTH 24 PARGANAS ZILLA PARISHAD

5.1.2 Excess expenditure of ₹ 39.18 lakh

South 24 Parganas ZP incurred excess expenditure of ₹ 39.18 lakh during execution of an extra layer of sub-base course of 100mm

The Indian Road Congress (IRC) for rural roads stipulates that the thickness of pavement is designed on the basis of projected number of commercial vehicles for the design life using the current commercial vehicles per day and its growth rate. If the number of commercial vehicles per day (CVPD) ranges between 0-15, 150 mm base layer should be provided on 200 mm sub-base layer consisting of locally available relatively low strength inexpensive material.

South 24 Parganas ZP prepared project proposal (December 2006) for upgradation of three rural roads viz. 'Akna Substation to Kalinagar', 'Bhojerhat to Chakberia Road' and 'Betberia station to Dariabazar' under RIDF-XII. Projected numbers of CVPD for the three roads were zero, nine and 12 respectively with the annual growth rate 7.5 *per cent*. In the Detailed Project Report (DPR), the ZP

considered the required structural thickness of sub-base course as 200 mm, as warranted in the IRC; however it had proposed 300 mm thickness of sub-base course without any justification. Accordingly, the ZP executed the works (between March 2008 and December 2009) by allowing proposed 300 mm sub-base layer in lieu of warranted 200 mm thickness and incurred an excess expenditure of ₹ 39.18 lakh[25].

The ZP stated (September 2010) that thickness of sub-base layer of 300 mm was executed on the suggestion of the NABARD consultant. The reply was not tenable as the ZP itself calculated 200 mm of sub-base layer in the DPR after considering the design life of the roads but proposed 300 mm thickness for execution without any justification in record.

Thus, the ZP, by disregarding the IRC manual, incurred an excess expenditure of ₹ 39.18 lakh on three rural roads having lower traffic intensity.

BANKURA AND SOUTH 24 PARGANAS ZILLA PARISHADS

5.1.3 Avoidable extra expenditure of ₹ 29.77 lakh on transportation of stone metal

Bankura ZP made avoidable extra expenditure of ₹ 21.96 lakh due to consideration of excess carriage of stone metal from quarry to worksite. South 24 Parganas ZP made avoidable extra expenditure of ₹ 7.81 lakh on carriage of stone metal to the work site due to non consideration of shortest distance

Schedule of Rates (SOR) issued by the Public Works Department, Government of West Bengal envisages that shortest distance from nearest quarry to work site should be taken into consideration.

Bankura ZP executed (October 2007 and July 2008) improvement of road work from 'Khoshbagh to Bazitpur via Santashram' (0-5.8 km) at a total cost of ₹ 1.36 crore from Untied Fund. The ZP considered distance from Saltora to

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Name of the road upgraded	Sub-base course		Excess quantity executed (m^2)	Rate/m^2	Excess expenditure (₹ in lakh)
	Are of actual execution (m^2)	Area of execution as per arranted sub-base layer of 200 mm (m^2)			
Bhojerhat to Chakberia	69,905.93	42897.24	27008.69	62.62	16.91
Akna substation to Kalinagar	66317.95	44764.60	21553.35	62.62	13.50
Betaberia station to Dariabazar	37062.51	23064.41	13998.10	62.62	8.77
Total	**1,73,286.39**	**1,10,726.25**	**62,560.14**	**62.62**	**39.18**

the worksite for supplying, spreading and consolidation of stone metal (Saltora quarry) as 140 km in lieu of actual distance of 98 km. As a result, the ZP incurred an avoidable expenditure of ₹ 21.96 lakh[26].

Bankura ZP stated (June 2010) that actual distance from Saltora to worksite was 140 km (Saltora to Sonamukhi: 65 km and Sonamukhi to the worksite: 75 km). But the reply was not tenable as the ZP itself considered distance of Sonamukhi to worksite as 33 km in course of preparation of rate analysis of the same road executed during 2005-07 under Twelfth Finance Commission grant. Therefore, total distance from Saltora to worksite stood at 98 km.

Similarly, South 24 Parganas ZP undertook first phase of up-gradation of road from Akna sub station to Kalinagar (0-5.5km) between March 2008 and December 2009 and second phase (5.5-10 km) between April 2008 and May 2009 at a cost of ₹ 3.85 crore. In the rate analysis for the second phase, the ZP considered the distance between Sealdah railway yard to the worksite was 25 km while the same was considered as 40 km for the first phase. Sealdah railway yard was identified for carriage of stone metals for both the phases. Scrutiny of records revealed that the road constructed in the second phase was motorable and was also shortest from the railway yard. But the ZP considered different entrances for the same road for first phase which was 40 km from the railway yard i.e. 15 km extra distance had been considered for the first phase.

Thus, the ZP allowed excess carriage of 15 km in respect of first phase road work and incurred an avoidable expenditure of ₹ 7.81 lakh[27].

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Item	Quantity executed (in m^2)	Extra rate paid due to allowance of extra carriage (in ₹ /m^2)	Extra expenditure (in ₹)	Extra expenditure incurred (after tender rebate) (in ₹)
WBM Grade-2	34870.97	39.43	1374962.35	1333653.15
WBM Grade-3	17750.32	38.93	691019.96	670256.11
20mmPMC	17750.32	9.11	161705.42	156846.47
6mm Seal Coat	17750.32	2.03	36033.15	34950.42
Total	**53250.96**		**2263720.88**	**2195706.15**

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Item of execution	WBM-II (₹/m^2)	WBM-III (₹/m^2)	Premix Carpet (₹/m^2)	Seal Coat (₹/m^2)	Total (in ₹)
Rate allowed for first phase	173.93	173.93	96.85	41.27	
Rate allowed for second phase	157.37	157.83	93.06	39.98	
Excess rate	16.56	16.1	3.79	1.29	
quantity executed	20691.12	20691.12	20688.62	20688.62	
Excess avoidable expenditure	**342644.9**	**333127**	**78409.87**	**26688.32**	**780870.09**

South 24 Parganas ZP stated (September 2010) that distance of 40 km was allowed in first phase and 35 km for second phase of work. But the reply was not tenable as 25 km was allowed in second phase as would be evident from rate analysis, estimates and final contract certificate. Moreover, sketch as enclosed in support of reply of the ZP justified the audit observation.

Thus, Bankura and South 24 Parganas ZPs made an extra avoidable expenditure of ₹ 29.77 lakh due to consideration of excess carriage of stone metal from quarry to worksite.

MURSHIDABAD AND DAKSHIN DINAJPUR ZILLA PARISHADS, BARDHAMAN-I AND BAGDAH PANCHAYAT SAMITIS

5.1.4 Excess payment of ₹ 25.54 lakh

Murshidabad ZP failed to obtain documents from contractors in support of royalty payment and made excess payment of ₹ 11.50 lakh. Dakshin Dinajpur ZP paid ₹ 6.82 lakh excess to the contractors due to short realisation of cost of material supplied departmentally. Bardhaman-I and Bagdah PSs made excess payment of ₹ 7.22 lakh due to non-adherence to prescribed SOR

In course of audit of Murshidabad and Dakshin Dinajpur ZPs, Bardhaman-I and Bagdah PSs, it was noticed that the ZPs and PSs made excess payment due to failure in obtaining documents in support of royalty payment, short realisation of cost of departmental materials and non-adherence of prescribed schedule of rates. The details of excess payment are narrated below:

(a) In order to ascertain cost of carried earth for execution of three roads, Murshidabad ZP prepared (between August and October 2007) rate analysis as well as estimates of earth work including Royalty charges of ₹ 13.75 per m^3. The ZP did not obtain any document from the contractors confirming the fact that royalty charges had been paid to the Land Reforms Officer, in terms of Government notification. Scrutiny of records revealed that the ZP paid (December 2009, September and November 2010) ₹ 1.41 crore to the contractors

for 83,631.96 m^3 earthworks including royalty of ₹ 11.50 lakh[28] without documentary evidence showing that royalty charges were paid by the contractors to the Land Revenue Office. As a result, the ZP made excess payment of ₹ 11.50 lakh to the contractors in disregard of Government Notification. The ZP admitted the fact (March 2011) and stated that the agencies failed to produce the documents towards royalty payments to the concerned Land Reforms Departments.

(b) Dakshin Dinajpur ZP invited (October and November 2005) tenders for construction of pile bridge over Ghushi Khari (1st and 2nd phase) stipulating that the cost of material issued to the contractor would be realised as per departmental procurement rate or scheduled rate which ever is higher. Scrutiny of measurement books and challans revealed that the department recover ₹ 6.20 lakh **(Annexure-XXVI)** less than the stipulated issue rate towards departmental supply of 91.583 MT of different diameter steel and 316.95 MT cement between May 2007 and November 2010. Moreover, the ZP made excess payment of ₹ 0.62 lakh due to erroneous calculation in the Measurement Book. In reply, the ZP stated (March 2011) that the quantity of 8 mm dia rod would be 0.998 MT instead of 9.98 MT but failed to justify the recovery of departmental supply at lesser rate.

(c) Schedule of Rates (SOR) issued by Public Works (Roads) Department (PWRD) stipulated that 0.132 m^3/m^2 of aggregate is required for 100 mm compaction and 0.10 m^3/m^2 of aggregate is required for 75 mm thickness for spreading and consolidation of stone metals for construction of roads.

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Sl. no.	Name of the road improved	Quantity of of earth work (in m^3)	Rate (in ₹)	Amount paid towards earthwork (₹ in lakh)	Amount to be deducted for Royalty Charge @ ₹ 13.75 per m^3 (₹ in lakh)
(1)	Harirampur pitch road to Ranitala pitch road	16193.86	168.67	27.31	2.23
(2)	Sujnipara to Chak-Saidpur & Naya Bahadurpur to CRP-120 Ferry ghat	43719.27	168.65	73.73	6.01
(3)	Tiktikipara More to Kudhapukur	23718.83	168.67	40.01	3.26
	Total	**83,631.96**		**141.05**	**11.50**

Scrutiny of records of Bardhaman-I PS revealed that the PS utilised 0.15 m^3/m^2 of Blast Furnace Slag (BFS) for 100 mm compaction and 0.11 m^3/m^2 of BFS for 75 mm compaction in lieu of stipulated 0.132 m^3/m^2 and 0.10 m^3/m^2 respectively for construction of seven roads between March 2008 and April 2010. As a result, the PS made excess payment of ₹ 4.18 lakh[29] for compaction of 26,547.25 m^2 BFS.

For construction of community hall at Dewandighi, the PS prepared (August 2008) estimate with the provision of 15.07 Metric Ton (MT) reinforcement for 160 m^3 concrete work. But the PS actually executed 110 m^3 concrete works and utilised 10.36 MT[30] reinforcement. Further, the PS did not record detailed measurement of the work in the Measurement Book and paid ₹ 4.81 lakh for 15 MT reinforcement work in lieu of actual 10.36 MT. Thus, the PS made excess payment of ₹ 1.49 lakh[31] to the contractor due to absence of detailed recording in the Measurement Book.

The PS admitted (May 2010) excess payment and recovered (June 2010) excess paid amount of ₹ 1.49 lakh in respect of community hall at the instance of audit.

(d) According to SOR issued by PWRD, the cost of pakur stone material delivered at different railway yards included ex-quarry rates. It also enjoined that the cost of carriage by road along with necessary cost of loading, unloading and stacking were to be added to arrive at the complete rate of supply of materials from railway yards to site.

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Name of road	Area of compaction (in ₹)	Thickness (in mm)	Rate allowed (₹/m^2)	Admissible rate (₹/m^2)	Excess (₹/m^2)	Total excess payment (in ₹)
Punchkulla village road	1430	75	108.77	100.2	8.57	12255.1
Udaypally to Belkash	1085	100	147.04	130.34	16.70	18119.5
Nerodighi village road	4248	100	146.45	130.34	16.11	68435.28
Katwa Road to Bijoygram	5574	100	146.45	130.34	16.11	89797.14
Link road from Kalna to Rayan Village	11232	100	146.45	130.34	16.11	180947.5
Matial to Kaligram Road	1270.5	100	146.45	130.34	16.11	20467.76
Damodar embankment to Kaligram	1707.75	100	146.45	130.34	16.11	27511.85
Total	**26547.25**					**417534.10**

30 As per estimate 15.07 Metric Ton reinforcement was utilised for 160 m^3 cement concrete work (1.2 *per cent* x 160 (volume of cement concrete work) x 7.850 Metric Ton). Thus, for 110 m^3 cement concrete work reinforcement required is = 1.2 *per cent* x 110 x 7.850 MT= **10.36** Metric Ton.

31 4.81 lakh minus ₹ 3.32 lakh (10.36 Metric Ton x ₹ 32,090 per MT) = ₹ **1.49** lakh.

Bagdah PS prepared (September 2008) rate analysis and estimates for repair and maintenance of three road works by adding rate of carriage, loading, unloading and stacking to the rate of railway freight from Pakur railway station to Habra railway station and adopted unwarranted ex-quarry rate of pakur stone material to arrive at cost of material. As a result, the PS made excess payment of ₹ 1.55 lakh[32] to the contractors for 67.15 m^3 repairing work and 14492.75 m^2 bituminous work.

The PS stated (October 2010) that due to misinterpretation of the SOR regarding ex-quarry rate of pakur materials and cost of pakur materials at Habra Railway yards, the cost of stone metal was included twice.

Thus, the ZPs and PSs made excess payment of ₹ 25.54 lakh due to non adherence of government directives, SOR and less realization of cost of materials supplied departmentally.

SOUTH 24 PARGANAS AND BANKURA ZILLA PARISHADS

5.1.5 Excess expenditure of ₹ 18.30 lakh due to non-adherence to SOR

South 24 Parganas and Bankura ZPs did not adhere to the specific percentage of bituminous emulsion prescribed by the Indian Road Congress and Public Works Department for laying on Water Bound Macadam surface and incurred excess expenditure of ₹ 18.30 lakh during 2008-10

The Indian Roads Congress (IRC) specification and the SOR of PWRD prescribed that 0.75kg/m^2 of liquid bituminous emulsion for laying primer coat on the Water Bound Macadam (WBM) surfaces.

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Name of road	Item	Quantity executed	Rate allowed (in ₹)	Rate admissible (in ₹)	Excess rate (in ₹)	Excess payment (₹ in lakh)	Excess payment after tender rebate (₹ in lakh)
Non-Chapota to Baikola	Repairing of potholes	43.13 m^3	6200.51	5576.14	624.37	0.27	0.26
	Laying thick premix carpet	2700 m^2	149.44	134.84	14.6	0.39	0.39
	Laying of seal coat	2700m^2	45.81	44.4	1.41	0.04	0.04
Beara Bazar to Parmadan	Repairing of potholes	20.26 m^3	6200.51	5576.14	624.37	0.13	0.12
	Laying thick premix carpet	3422.85 m^2	149.44	134.84	14.6	0.50	0.49
	Laying of seal coat	3422.85 m^2	45.81	44.4	1.41	0.05	0.05
Bagdah bazar to Mashyampur	Repairing of potholes	3.76 m^3	6358.12	5615.44	742.68	0.03	0.03
	Laying thick premix carpet	1089.95 m^2	149.44	134.84	14.6	0.16	0.16
	Laying of seal coat	1089.95 m^2	45.81	44.4	1.41	0.02	0.02
			Total			**1.58**	**1.55**

Scrutiny of records of South 24 Parganas and Bankura ZPs revealed that the ZPs executed (2008-09) 17 works on improvement/up-gradation of roads and laid primer coat @ 1.05 kg/m^2 on 2,89,786.47 m^2 of road surface over WBM in lieu of stipulated 0.75 kg/m^2. As a result, the ZPs made excess payment of ₹ 18.30 lakh due to excess consumption of bitumen.

South 24 Parganas ZP stated (September 2010) that the primer coat was laid @ 1.05 kg/m^2 as per specification issued by the Ministry of Surface Transport in 1990. The reply was not tenable as instructions issued by the same Ministry in 2001, PWRD in 1999 and 2008 and Rural Roads Manual stipulated laying of bituminous emulsion @ 0.75 kg/m^2 as primer coat. Bankura ZP stated (August 2010) that specification was used in the high porosity zone. But the reply was not acceptable as laying of bitumen emulsion @ 1.05 kg/m^2 in the high porosity zone was for gravel base surface and not for WBM surface.

Thus, the ZPs made excess payment of ₹ 18.30 lakh due to non-compliance of the specification meant for WBM surface.

BANKURA ZP, BARDHAMAN-I AND II PANCHAYAT SAMITIS

5.1.6 Excess expenditure of ₹ 14.76 lakh due to non-adherence to SOR during execution of road works

Bankura ZP incurred excess expenditure of ₹ 9.57 lakh due to non-adherence to SOR regarding consideration of nearest availability of material for execution of three roads. Similarly, Bardhamn-I and II PSs incurred avoidable expenditure of ₹ 5.19 lakh towards utilisation of costly material without considering SOR

Indian Road Congress (Rural Roads) Manual 2007 specially emphasised maximum utilisation of locally available materials. The guidelines contained in the manual would apply to all phases of rural road development including maintenance of rural roads. Besides, SOR issued by PWRD stipulated different cost of road metals available at different quarry required for construction of roads.

Bankura ZP executed improvement of roads from 'Mejhia to Kusthal' (9-10.33 km) and 'Bhagbanpur to Chatrabaid Road' between October 2009 and May 2010 under Twelfth Finance Commission Grants. The ZP utilised costly Pakur variety stone aggregates for execution of 19,682.09 m^2 in lieu of schedule approved cost effective Hura variety stone metals and incurred an avoidable

expenditure of ₹ 7.85 lakh[33]. Similarly, the ZP incurred excess expenditure of ₹ 1.72 lakh[34] towards execution of Dangarampur Molian Road by utilising Hura variety stone metals in lieu of cost effective Puncha variety.

Bardhaman-I PS prepared estimate (October 2008) for construction of 'Suri to NH-2 via Chandul' road to be executed departmentally, considering consolidation of Blast Furnace Slag. But the PS procured (December 2008) 840.913 m^3 laterite at the rate of ₹ 1,259 per m^3 in lieu of locally available cost effective Blast Furnace Slag (₹ 808 per m^3) for execution of the said road. As a result, the PS incurred an excess expenditure of ₹ 3.45 lakh[35] due to non consideration of cost effective materials.

Bardhaman-II PS expended ₹ 4.72 lakh towards execution of 2,127.10 m^2 consolidation of stone metal of Panchami variety (₹ 221.9 per m^2) for construction of black top roads from 'Gangpur to Banka Village' between January and June 2009. Scrutiny of records revealed that distance between quarry and worksite was 162 km while it was only 16 km for Pakur variety stone metal. Had the PS considered rate of Pakur variety stone metal, cost of consolidation would

[33] **Mejhia to Kushthal Road**

Grade	Quantity executed (m^2)	Rate allowed (₹/m^2)	Rate admissible (₹/m^2)	Avoidable rate	Avoidable expenditure (in ₹)
1	4743.75	247.37	213.6	33.77	160196.43
2	4743.75	191.48	160	31.48	149333.25
3	4743.75	191.98	163.5	28.48	135102
	Total				**444631.68**

Bhagabanpur-Chatrabaid Road

Grade	Quantity executed (m^2)	Rate allowed (₹/m^2)	Rate admissible (₹/m^2)	Avoidable rate	Avoidable expenditure (in ₹)
2	2725.42	191.48	127.62	63.86	174045.3
3	2725.42	191.98	131.12	60.86	165869.1
	Total				**339914.4**

Total Avoidable expenditure: ₹ 4.45 lakh plus ₹ 3.40 lakh = ₹ 7.85 lakh

[34] **Dangarampur Molian Road**

Item of execution	Quantity executed (m^2)	Rate allowed	Admissible rate	Excess rate	Excess payment to agency (in ₹)
WBM Grade-2	3728.94	128.71	94.24	34.47	128536.56
WBM Grade-3	3728.94	128.96	117.27	11.69	43591.31
		Total			**172127.87**

[35] {840.913m^3 x (₹ 1,259/m^3 *minus* ₹ 808/m^3)} less tendered rate 9.01 *per cent*.

become ₹ 2.98 lakh[36]. Thus the PS incurred excess expenditure of ₹ 1.74 lakh for utilising Panchami variety in lieu of Pakur variey.

Bankura ZP stated (August 2010) that provision of rural roads manual was not adopted as the works executed were maintenance work and Pakur variety material were utilised for execution of 'Mejhia to Kusthal' due to non availability of Hura variety materials. But the reply was not tenable as the guidelines contained in the manual are also applied to the maintenance works. Besides, the ZP executed improvement of road from Dangarampur Molian Road by utilising Hura variety stone metals during the same period. Bardhaman-I and II PSs admitted the fact (May and June 2010).

Thus, the ZP and the PSs did not consider nearest availability of material while execution of road works and incurred excess expenditure of ₹ 14.76 lakh towards costly road metal in lieu of cost effective schedule approved local material.

GRAM PANCHAYATS

5.1.7 Irregularities in procurement of material valuing ₹ 1.26 crore

Twenty one GPs failed to adhere to rules while procuring material valuing ₹ 1.25 crore. Beside, one GP did not enter stock valuing ₹ 0.39 lakh into durable stock register

West Bengal Panchayat (GP Accounts, Audit and Budget) Rules 2007 stipulates the process of procurement of materials for different schemes. Rules 11 (2) (a) of the said rule stipulates that tender should be invited by the Artha O Parikalpana Upa-Samiti for purchase of any stock of articles valuing rupees twenty thousand or more from the firms generally known to deal in the articles and materials to be so purchased; and, for purchase of amount less than rupees twenty thousand, sealed quotations of rates should be invited from at least five such firms. Further, In terms of rule 11 (4) of the said rule, all durable articles should be entered in the Durable Stock Register.

[36] 2,127.10 m2 x ₹140 per m^2 = **₹ 2.98 lakh.**

In violation of the said rule, 21 GPs[37] did not invite any tender while procuring materials for works relating to National Rural Employment Guarantee Scheme, Backward Region Grant Fund, 12th FC, 2nd SFC and Untied Fund and expended ₹ 1.25 crore during 2009-10.

Further, Bhagwanpur-I GP purchased one laptop for ₹ 0.39 lakh from 12th FC fund but did not enter it in the Durable Stock Register in violation of rule 11 (4).

Thus, 21 GPs irregularly procured material valuing ₹ 1.25 crore without inviting tender and one GP did not enter stock valuing ₹ 0.39 lakh in the stock register, rendering the process non-transparent. Due to their failure to invite tenders, these GPs could not get the best competitive and most economic rates while spending public money.

PANCHAYAT SAMITIS

5.1.8 Infructuous expenditure of ₹ 3.45 crore due to lack of proper planning

PRIs engaged Sahayaks/Sahayikas in Sishu Siksha Kendras in excess of sanctioned strength involving avoidable payment of honorarium of ₹ 3.45 crore during 2006-10.

Government of West Bengal introduced (1997-98) the Shishu Shiksha Karmasuchi (an alternative para-teacher scheme) with the objective to provide primary education to the children in the age group of five to nine years. Under the scheme *Sishu Siksha Kendras* (SSKs) were established in areas where formal educational facilities are not available. *Sahayak/Sahayikas* are appointed by the Managing Committees of the concerned Kendras. The State Government decided in February 2004 that 3 and 4 *Sahayak/Sahayikas* could be engaged in the SSKs only when the number of learners exceeded 80 and 120 respectively in a particular area.

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[37] **Bardhaman ZP**- Baidyapur GP (₹ 2.14 lakh), Domohani GP (₹ 0.89 lakh), Nuni GP (₹ 1.10 lakh), Anukhal GP (₹ 3.08 lakh), Badla GP (₹ 8.04 lakh) and Punchra GP (₹ 0.10 lakh).

Cooch Behar ZP - Haribhanga GP (₹ 0.24 lakh).

Howrah ZP - Singti GP (₹ 2.62 lakh).

Jalpaiguri ZP - Damdim GP (₹ 3.87 lakh) and Bagrakote GP (₹ 11.21 lakh).

Murshidabad ZP - Dafarpur GP (₹ 15.92 lakh), Rajapur GP (₹ 4.59 lakh), Sundarpur GP (₹ 1.03 lakh) and Parulia GP (₹ 30.99 lakh).

North **24 Parganas ZP** - Kaniara- I GP (₹ 1.52 lakh).

Paschim Medinipur - Kalaikunda GP (₹ 6.87 lakh), Jamboni GP (₹ 0.42 lakh), Jamna-II GP (₹ 4.45 lakh) and Bhimpur GP (₹ 11.97 lakh).

Purba Medinipur ZP - Boyal- II GP (₹ 2.34 lakh) and Gojina GP (₹ 11.84 lakh).

Records of 46 PSs revealed that these PSs engaged 1,367 *Sahayaks/Sahayikas* during 2006-10 in excess of the limit fixed by the State Government and expended ₹3.45 crore[38] towards payment of honorarium to those Sahayaks/ Sahayikas in 727 SSKs.

When this was pointed out, Patashpur-I, Goalpokher-I, Kaliyaganj, Nandigram-III (Chandipur), Tarakeswar, Hingalganj, Chanchal-I and Haripal PSs did not furnish replies. Sixteen PSs[39] admitted the fact. Sagardighi, Daspur-I, Banshihari, Andal, Moyna, Nandakumar and Harirampur PSs stated that the matter would be placed before Siksha Sanskriti Tathya O Krira Sthayee Samiti / general meeting of the PS. Ramnagar-I, Jhargram, Kulpi, Jangipara, Diamond Harbour-I, Mekliganj, Kandi and Basirhat-II PSs stated that excess payment was done due to unstable student strength and Mathabhanga-II PS replied that student strength decreased subsequently. Amdanga PS stated (July 2009) that excess Sahayika was not terminated on compassionate ground. Panskura-I, Raiganj, Bhagwangola, Gosaba and Minakhan PSs assured to take positive step in future. Contai-III and Hili PSs stated that the fund for excess honorarium was released by the higher authority.

In April 2010 the State Government decided to continue their services upto the age prevailing in their case without enlisting their detail terms and conditions regarding transfers, deployment and other service conditions. Thus, the administrative authorities did neither ensured compliance with the provisions of the government order (April 2004) regarding engagement of Sahayikas in SSKs by PRIs nor did the State Government laid down (April 2010) detail service terms and conditions during continuation of their services upto the age prevailing in their case. As a result, the State Government incurred infructuous

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[38] **Expenditure towards excess *Sahayak/Sahayikas* (₹ in lakh)**

PSs :Amdanga (0.28); Andal (6.28); Baduria (2.68); Banshihari (12.76); Barasat-II (0.74); Basirhat-II (6.74); Bhagawangola (1.96); Chanchal-I (5.52); Chanditala-I (6.80); Contai-III (7.20); Daspur-I (11.11); Diamond Harbour-I (3.12); EnglishBazar (1.28); Goalpokher-I (7.98); Gosaba (1.56); Haripal (8.24); Hili (5.84); Islampur (4.06); Jangipara (2.76); Jhargram (5.54); Kaliaganj (6.44); Khejuri-II (1.20); Kulpi (4.04); Manikchak (2.68); Matiali (5.62); Minakhan (0.84); Moyna (15.54); Nabadwip (1.38); Nandigram-III (Chandipur) (4.60); Old Malda (0.96); Panskura-I (28.72); Patashpur-I (8.28); Raiganj (23.26); Ramnagar-I (4.06); Sagardighi (24.06); Tarakeswar (13.44); Balagarh (9.48); Gangarampur (33.06); Harirampur (7.86); Hingalganj (3.36); Kandi (16.64); Mathabhanga-II (1.76); Mekhliganj (2.32); Nagrakata (4.58); Nandakumar (10.22) and Pusurah (7.82).

[39] Old Malda, Matiali, English Bazaar, Minakhan, Manikchak, Khejuri-II, Amdanga, Contai-III, Chanditala-I, Islampur, Baduria, Pursurah, Nagrakata, Balagarh, Nandakumar and Gangarampur.

expenditure of ₹ 3.45 crore towards payment of honorarium to *Sahayaks/Sahayikas*.

5.2 Audit against propriety / expenditure without justification

PURULIA ZILLA PARISHAD

5.2.1 Infructuous investment of ₹ 1.21 crore and committed liability of ₹ 0.67 crore on uneconomical and incorrectly conceived schemes

Four RLI schemes undertaken by Purulia ZP remained unexecuted after incurring expenditure of ₹ 1.21 crore with committed liability of ₹ 0.67 crore due to the ZP's lackadaisical attitude which rendered the investment infructuous

The objective of River Lift Irrigation (RLI) scheme was to create additional irrigation facilities. Purulia ZP decided (January 2000) to execute four RLI schemes in Manbazar-I and II PSs through the West Bengal Agro Industries Corporation (WBAIC) with the aid of ₹ 1.62 crore received (January 2000) from the Water Resources Investigation & Development Department (WRIDD), Government of West Bengal. No agreement was executed with the WBAIC for execution of the schemes.

Scrutiny of records revealed that Purulia ZP neither conducted any feasibility study suggested by the WRIDD nor prepared detailed project report for four RLI works and paid ₹ 1.08 crore (May and December 2000) to the WBAIC. The WBAIC procured and supplied (June and July 2000) pipes, pump sets and accessories compatible for diesel valuing ₹ 1.75 crore. The WBAIC did not execute the schemes after supplying the costly materials as the ZP did not pay the balance fund of ₹ 0.67 crore to them. The materials remained lying in open air since 2000. Furthermore, minutes of the meeting (held in presence of Honourable Minister in Charge of WRIDD in August 2002) revealed that schemes would be uneconomic and unviable because the outdated diesel pumps as supplied had poor discharge capacity and high operating cost, as also opined by the Chief Engineers' Committee. Despite fully aware of the fact, the ZP decided to execute one scheme in Sasangara RLI in Manbazar-I PS as a test case and took two years to sub-allot (September and October 2004) ₹ 0.13 crore to Manbazar-I PS for the said purpose. Manbazar-I PS reported (December 2007) full utilisation of the fund against completion of fifty *per cent* of the work as of January 2010.

Further, in course of execution in Sasangara RLI, two pump sets were sent for repairing, of which one was yet to be tested after repair (March 2010) and another was retained by the repairing agency subject to clearance of bill. Since then, the ZP had no information about the progress of the schemes.

Thus, the ZP undertook the schemes in haste without detailed study and evaluating the viability of the schemes as suggested by the Chief Engineers' Committee. In the absence of an agreement, the ZP failed to take any action against the WBAIC for non-execution of the schemes. Besides, investment of ₹ 1.08 crore became infructuous as the outdated costly materials laid in open air for more than ten years would require overhauling as and when these were going to be utilised. Moreover, the ZP merely shifted its responsibility to the PS for installation of at least one scheme and failed to accomplish the objective of the schemes even after taking up the work for execution on its own for the last eight years.

The ZP admitted the fact (August 2009 and December 2010) and also their failure to find out the prospect of the schemes.

Thus, the schemes remained unexecuted even after incurring expenditure of ₹ 1.21 crore (investment: ₹ 1.08 crore plus utilisation: ₹ 0.13 crore) with committed liability of ₹ 0.67 crore due to the ZP's lackadaisical attitude towards execution of the schemes which also rendered the investment infructuous. Absence of proper planning and preparedness in undertaking the schemes also graved opportunities of additional irrigation facilities for the rural people.

NORTH 24 PARGANAS ZILLA PARISHAD

5.2.2 Excess payment of ₹ 25.84 lakh due to delay in awarding work

The ZP's delayed action in issuing work order, subsequent to obtaining of rates from contractors and approval from NABARD resulted in excess expenditure of ₹ 25.84 lakh

As per guidelines of Rural Infrastructure Development Fund (RIDF), tender for the works are to be invited after receipt of sanction order from the National Bank for Agriculture and Rural Development (NABARD) and all works are to be commenced within three months from the date of communication of the sanction order from the NABARD.

Scrutiny of records revealed that North 24 Parganas ZP decided (February 2006) to construct two market complexes at Dutta Pukur and Ruiya at an estimated cost of ₹ 1.64 crore and ₹ 0.27 crore respectively. Accordingly, the ZP invited tenders for both the works and placed (February 2006) the lowest rates[40] before tender sub-committee for approval before obtaining sanction from NABARD. In February 2007, NABARD sanctioned ₹ 1.91 crore under RIDF-XII for construction of the said two market complexes. Before cancellation of both the tenders, the *Purta Karya O Paribahan Sthayee Samiti* of the ZP decided (November 2007) to approach the lowest bidders for execution of the works at the rate offered by them earlier. In terms of Rule 94(5) of the West Bengal Panchayat (ZP and PS) Accounts and Financial Rules, 2003, tender sub-committee's recommendations are to be submitted to the *Artha Sthayee Samiti* for decision. In violation of rules, tender sub-committee cancelled (December 2007) the rates offered by the contractors on the ground that the contractors were unwilling to undertake the work at the offered rate. There was neither any record that written opinion of lowest bidders was sought for nor any documentary evidence to justify the decision of tender sub-committee for cancellation of the tender. The ZP re-tendered (January 2008) the works and issued work order (March 2008) to the contractors at the lowest rates of 2.50 *per cent* above the estimated rates in respect of Duttapukur and 2.99 *per cent* above in respect of Ruiya. Thus, approved rates were more than 14.72 *per cent* and 18.66 *per cent* of the initial lowest rates respectively.

[40] 12.22 *per cent* less for Duttapukur and 15.*67 per cent* less than the estimated cost for Ruiya market complex.

The works were still ongoing and the contractor was paid ₹ 1.69 crore as of October 2010. The contractors were granted extension of time fives times upto September and March 2010 against stipulated period of completion in September and June 2008 for Duttapukur and Ruiya market complex respectively.

Thus, the ZP's inaction to take timely action in issuing work order after obtaining approval from NABARD, resulted in excess expenditure of ₹ 25.84 lakh[41] on the works completed so far (October 2010).

The ZP attributed (October 2010) the reluctance of the contractor to take up the works at a lower contractual percent as the estimates were prepared based on the SOR of PWD for the year 2002-03. The reply was hardly tenable as the ZP had delayed issuing work order without any justification.

Thus, it was evident that the ZP had failed to place work order in time on the lowest tenderer in the first instance which resulted in excess expenditure of ₹ 25.84 lakh.

5.3 Persistent/pervasive irregularities

ZILLA PARISHADS

5.3.1 Idle grants of ₹ 19.36 crore

Nine ZPs failed to utilise developmental grants of ₹ 19.36 crore for three to five years

In terms of Rules 36(4) and 116(5) of the West Bengal Panchayat (ZP and PS) Accounts and Financial Rules, 2003, the grants received by the PS or ZP from the government for implementation of the specified schemes, should be utilised without any delay, preferably within a period of six months and utilisation certificate should be furnished within six months from the date of receipt of

41

Name of the Market Complexes	Lowest rates obtained in first tender	Lowest rates obtained in subsequent tender	Difference (in *per cent*)	Excess expenditure
Duttapukur	12.22 *per cent* less	2.50 *per cent* above	14.72	₹ 21.29 lakh (₹ 144.64 lakh x 14.72 *per cent*)
Ruiya	15.67 *per cent* less	2.99 *per cent* above	18.66	₹ 4.55 lakh (₹ 24.37 lakh x 18.66 *per cent*)
Total excess payment				**₹ 25.84 lakh**

grants. The unspent balance, if any, should be returned to the fund sanctioning authority if there is no scope to utilise the same within a reasonable period.

Review of records of nine ZPs[42] conducted during 2009-10 revealed that these ZPs received developmental grants of ₹ 19.36 crore for undertaking various social assistance programmes, creation of durable community assets and infrastructural development. The ZPs neither could utilise the grants for more than three years nor initiatives were taken to utilise the fund for the specific purposes or to surrender. The funds were kept idle under concerned heads lying with repective Treasury/Bank Accounts.

The matter of non-utilisation of government grants in respect of Malda, Murshidabad and Uttar Dinajpur ZPs was earlier raised in the Audit Reports between 2008 and 2010 while the same in respect of Purba Medinipur, Paschim Medinipur ZPs and Siliguri Mahakuma Parishad was also reflected in the Audit Reports for the year 2008, 2009 and 2010 respectively but no improvement was found during successive audit of these ZPs.

When pointed out, all the ZPs admitted the fact except Birbhum, Malda and Murshidabad ZPs who did not furnish any reply. North 24 Parganas ZP stated that funds could not be utilised due to political impasse persisted in the ZP for more than a year. Uttar Dinajpur ZP replied that the grants could not be utilised due to land and site problem. Paschim Medinipur, Purba Medinipur ZPs and Siliguri Mahakuma Parishad stated that action had already been taken to reduce the unspent balances. In absence of any reply, reason for non-utilisation of funds by Birbhum, Malda and Murshidabad ZPs were not ascertained.

Thus, the developmental grants remained idle in the hands of the ZPs and the ZPs thus deprived the rural people from getting the intended benefits from these grants. This also indicates lack of monitoring by the State Government as they failed to monitor over the utilization of developmental grants after their release to PRIs.

[42] **ZPs**: Birbhum: ₹ 5.75 crore, Malda: ₹ 4.01 crore, Murshidabad: ₹ 2.50 crore, North 24 Pgs: ₹ 1.44 crore, Paschim medinipur: ₹ 1.27 crore, Purba Medinipur: ₹ 0.71 crore: Siliguri Mahakuma Parishad: ₹ 10 crore, South 24 Parganas: ₹ 2.31 crore and Uttar Dinajpur: ₹ 1.27 crore.

ZILLA PARISHADS AND PANCHAYAT SAMITIS

5.3.2 Idle investment of ₹ 12.11 crore on incomplete works

Different developmental works undertaken in 22 PRIs remained incomplete even after expending ₹ 12.11 crore due to not ascertaining availability of fund, proper execution site, preparing exhaustive estimate and planning

Completion of a project within scheduled time requires fulfillment of certain activities like identification of sources of fund, clear site, preparation of plan, design and estimate and necessary infrastructural facilities as envisaged in the West Bengal Panchayat (ZP and PS) Accounts and Financial Rules 2003. The state government releases specific developmental grants for infrastructural development on receipt of demand from PRIs.

Twenty two[43] PRIs undertook construction of community hall, auditorium, market complex, bridge, health centre, cluster livelihood resource centre building and implementation of water supply scheme etc. for an estimated value of ₹ 16.44 crore from the funds released under Member of Parliament Local Area Development Schme (MPLAD), *Bidhayak Elaka Unnayan Prakalpa (BEUP),* Backward Region Grant Fund (BRGF), Tenth Finance Commission (10th FC), Eleventh Finance Commission (11th FC), Twelfth Finance Commission (12th FC), Second State Finance Commission (2nd SFC), *Paschimanchal Unnayan Parshad* during 1997-98 to 2008-09. Scrutiny revealed that these works remained incomplete from 1 to 12 years due to the PRIs' failure to ensure availability of fund and clear work site beforehand, to prepare detailed estimate and improper monitoring over the performance of the contractors as stated in **Appendix- XXVII**.

Further, observations on Sonamukhi, Dantan II, Jhalda I, Jhalda II, Nowda, Sabang and Bagdah PSs were raised in the Audit Report 2009 but no improvement has been noticed during successive audit.

Thus, the expenditure of ₹ 12.11 crore on various projects remained idle for one to 12 years due to lack of proper monitoring, preparation of faulty estimate

[43] **ZPs**: Murshidabad (₹ 0.23 crore) and Cooch Behar (₹ 2.40 crore) **PSs**: Dantan-I (₹ 0.24 crore) ; Dantan-II (₹ 0.47 crore); Sabang (₹ 0.64 crore); Egra-II (₹ 0.07 crore); Madarihat-Birpara (₹ 0.22 crore); Ketugram-II (₹ 0.44 crore); Tapan (₹ 0.67 crore); Chapra (₹ 0.17 crore); Sonamukhi (₹ 1.72 crore); Debra (₹ 0.93 crore); Domkal (₹ 0.27 crore); Nowda (₹ 0.24crore); Bharatpur-II (₹ 0.09 crore); Jhalda-I (₹ 0.08crore); Manbazar-I (₹ 0.18 crore); Jhalda-II (₹ 0.14 crore); Bagdah (₹ 0.48 crore); Chandrakona-I (₹ 0.65 crore); Mongalkote (₹ 1.07 crore) and Salboni (₹ 0.49 crore).

and defective planning. As a result intended benefit from those projects did not reach the common people.

SOUTH 24 PARGANAS AND BANKURA ZILLA PARISHADS

5.3.3 Unfruitful expenditure of ₹ 4.71 crore

South 24 Parganas and Bankura ZPs had undertaken construction of bridge without ascertaining availability of land. The bridges were completed after incurring expenditure of ₹ 4.71 crore but construction of approach roads could not be commenced due to want of land

Bridges over river facilitate faster socio economic development of rural areas by establishing connectivity, besides convenience. Audit scrutiny revealed that South 24 Parganas and Bankura ZPs expended ₹ 4.71 crore for construction of two bridges but failed to achieve desired development even after a lapse of eight to 15 years due to non-availability of lands as narrated in the succeeding paragraphs.

Bishnupur-I PS under South 24 Parganas ZP undertook (August 1995) construction of a bridge over a canal at Nepalgunj Hat at an estimated cost of ₹ 21.76 lakh and expended ₹ 29.42 lakh as of September 1997. In June 1998, the ZP instructed to stop the work on the ground of improper tender procedure. Since then the work remained suspended. After conducting an inspection in December 2004, the inspection team of the ZP suggested shifting of shopkeepers and owners of land from the bridge at site. The ZP decided (February and April 2005) to undertake the balance work (phase wise) of construction of the bridge at an estimated cost of ₹ 36.28 lakh. No detailed estimate was prepared for the entire project comprising the construction of approach roads. The ZP spent ₹ 30.35 lakh for completion of the bridge (February 2008). In February 2008, the ZP decided to construct approach roads without resolving the encroachment issue. It was also not evident from the available records whether the ZP had taken effective steps to remove the hindrances except resolving the compensation factor. Consequently, the construction of approach roads was postponed (since June 2008) due to non-availability of land after incurring expenditure of ₹ 6.31 lakh, as of September 2010. Thus, 15 years after commencement of work the bridge completed at a cost of ₹ 30.35 lakh has not been put to use due to the

ZP's failure to ensure availability of land for the approach road, rendering the entire expenditure of ₹ 66.08 lakh[44] unfruitful.

Bankura ZP proposed (June 2002) construction of a bridge including approach roads over river Gandheswari near Bhutsahar at a cost of ₹ 7.00 crore under RIDF. The work was to be executed by the PWRD as a deposit work of the ZP. Before sending proposal to the Government, the ZP did not ensure availability of land required for construction of approach roads. The ZP received ₹ 4.71 crore against sanction of ₹ 5.56 crore. The work was awarded at a cost of ₹ 5.23 crore in February 2003 with the stipulation that the work should be completed within two years. The bridge was completed in May 2005 at ₹ 4.10 crore. The work of approach road has remained postponed since then due to want of land. The ZP refunded balance funds of ₹ 0.61 crore due to inability to execute the approach roads.

South 24 Parganas admitted the facts (September 2010). Bankura ZP stated (December 2010 and February 2011) that the land had been purchased from own fund but work could not be started as the Detailed Project Report had not been sanctioned by the P&RDD pending clarification from the PWRD.

Thus, the ZPs failure to ensure availability of land prior to implementation of the project, entire expenditure of ₹ 4.71 crore rendered unfruitful and surrender of ₹ 0.61 crore. Beside, intended connectivity and benefits of the bridge could not be realised as of February 2011.

ZILLA PARISHADS AND PANCHAYAT SAMITIS

5.3.4 Unproductive remunerative assets and failure in augmentation of non-tax revenues

Remunerative assets created by five PRIs at a cost of ₹ 1.23 crore remained unproductive due to faulty planning, selection of wrong project site and lack of initiative of PRIs and non-tax revenue of ₹ 72.88 lakh could not be generated due to non-allotment/delay in allotment of stalls

Special emphasis is being given by successive Finance Commissions (FCs) for augmentation of own source revenues of PRIs. According to the recommendations of the Tenth and Eleventh FCs, grants were provided to PRIs for creating remunerative assets and the Twelfth FC recommended incentive grants to PRIs

[44] Expenditure incurred by the PS: ₹ 29.42 lakh *plus* expenditure incurred by the ZP: ₹ 30.35 lakh (bridge) *plus* ₹ 6.31 lakh (approach roads).

based on performance for augmentation of own source revenue. Despite these efforts, performance of the PRIs in this regard was not found to be satisfactory as would be evident from the following paragraphs.

Scrutiny of records of five PRIs[45] revealed that they expended ₹ 1.23 crore on construction of remunerative assets like market complex and bus terminus from Tenth Finance Commission (10th FC), Eleventh Finance Commission (11th FC), Sampoorna Grameen Rojgar Yojana (SGRY), *Paschimanchal Unnayan Parshad (PUP)*, Member of Parliament Local Area Developmnt (MPLAD) and Border Area Development Programme (BADP) during 1998-2008. We found that after completion of the constructions, these assets were not utilised for a period ranging from one to four years. There was no record to show whether demand surveys were conducted before taking up construction of those works.

Scrutiny revealed that those five[46] PRIs failed to generate revenue of ₹ 72.88 lakh due to non-allotment of complete market stalls. When pointed out, North 24 Parganas ZP, Raghunathpur II PS and Bandwan PS stated that lack of interest and high price of stalls were the main hindrance in leasing out. Nadia ZP admitted the fact but Malda ZP did not furnish any reply.

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Sl no.	Nature of the asset	ZP/PS	Expenditure (₹ in lakh)	How long unutilised	Reason	Present status
(1)	Bus terminus cum market complex	Malda ZP	37.68	4 years	Dispute in demarcation of land, non functioning of the bus terminus and encroachment of some portion of the adjoining premises.	DL&LRO was requested for demarcation of land but no reply has so far been received from their end.
(2)	Market complex	Nadia ZP	33	2 years 9 months	Non-participation of the bidders	Out of 95 stalls only 32 stalls were allotted.
(3)	Daily market	Balarampur PS	17.21	1 year	Crop/vegetable sellers not interested due to insufficient passage	Stalls not yet allotted.
(4)	Market stalls	Mongalkote PS	9.45	3 years	Lack of initiative on the part of the PS	Now the PS has taken step to distribute the stalls.
(5)	Market complex	Krishnanagar I PS	26.36	2.5 years	Not clarified by the PS	Stalls not yet handed over to the beneficiaries.

[46]North 24 Parganas ZP (₹ 30.71 lakh); Nadia ZP (₹ 24.24 lakh); Malda ZP (₹ 6.65 lakh); Raghunathpur-II PS (₹ 10.63 lakh) and Bandwan PS (₹ 0.65 lakh).

Thus, the assets created at a cost of ₹ 1.23 crore remained unproductive for one to four years due to faulty planning, selection of wrong project site and lack of initiative on the part of PRIs due to which common people were deprived of the intended benefits. Besides, the main objective of augmentation of own source revenue by utilising these remunerative assets was frustrated due to absence of demand survey and inaction on the part of the PRIs to take initiatives to allot the stalls.

Observations on non-utilisation of remunerative assets in respect of Birbhum and North 24 Parganas ZPs and 6 PSs[47] were made in the Audit Report 2009. But the position remained the same as observed in subsequent audit.

BIRBHUM AND NORTH 24 PARGANAS ZILLA PARISHADS

5.3.5 Loss of ₹ 88.99 lakh due to unauthorised remission and refund of rightful revenue

Birbhum and North 24 Parganas ZPs waived ₹ 39.40 lakh receivable from lessees of roads and office premises without taking approval from the Directorate of Panchayats & Rural Development Department. The ZPs also refunded ₹ 49.59 lakh to the lessees in violation of terms and conditions as set out in the agreements

Rule 13 (4) of the West Bengal Panchayat (ZP and PS) Accounts and Financial Rules, 2003 enjoins that any remission of revenue or rent of leased out land, ferry, pond, gardens, orchards, fisheries, tolls on bridges and taxes, rates and fees not exceeding ₹ 1,000 may be made by the ZP only with prior approval of the Director of the P&RDD in writing. As such, the ZP has no authority to consider remission of revenue.

(a) Unauthorised remission of ₹ 39.40 lakh

(i) Birbhum ZP waived lease money of ₹ 20.50 lakh receivable from Sri Sanjoy Pal, lessee of Panchami toll vide decision taken in Artha, Sanstha, Unnayan O Parikalpana Sthayee Samiti meeting in May 2006. The matter of unauthorized remission without taking approval of the State Government was pointed out in the Audit Report for the year ending 31 March 2009.

(ii) Subsequent audit revealed that the ZP engaged (July 2007) Sri Brojendra Dutta, as successful bidder, to collect toll tax for one year for 'Nalhati-Sultanpur

[47] **PSs**: Bandwan, Manbazar-I and Raghunathpur-II (Purulia ZP); Haldia and Tamluk (Purba Medinipur ZP) and Gopiballavpur-I (Paschim Medinipur ZP).

Road' for a premium of ₹ 10 lakh. During March and November 2008, Shri Dutta pleaded the ZP to extend lease period for further eight months as he failed to collect toll tax due to litigation and rainy season. The *Artha, Sanstha, Unnayan O Parikalpana Sthayee Samiti* of the ZP granted (February 2009) 167 days extension of lease period in favour of Shri Dutta. Thus the ZP granted remission of ₹ 4.58 lakh beyond its administrative purview. Moreover, the Directorate of P & RDD disallowed (August 2009) the remission granted to Shri Pal and Shri Dutta of ₹ 25.08 lakh referring the rule provision.

(iii) Scrutiny revealed that the ZP did not consider the disallowance of the Govt. on remission of earlier leases and further granted (January 2009) remission of ₹ 9.09 lakh for extension of lease period of 107 days in favour of Shri Faizul Islam, the lessee of Rampurhat bye-pass Road on the plea of for non-collection of taxes without citing any specific reason for getting relief from payment of arrear lease rent.

Birbhum ZP did not take any action to recover the remissions disallowed by the Directorate.

The ZP failed to reply to the audit observations.

Similarly, the Sabhadhipati of North 24 Parganas ZP also exempted the Zilla Saksharata Samiti from paying monthly rent for occupying 1000 square feet office space (rent of ₹ 2.75 per square feet per month) since June 1994 without approval either of the *Artha, Sanstha, Unnayan O Parikalpana Sthayye Samiti* or of the Director. The decision thus, not only caused loss of ZP coffer of ₹ 5.23 lakh (as of March 2010) but also debarred it from sending demand notice to the Samiti in future.

In reply, North 24 Paraganas ZP admitted (October 2010) the fact.

In all the above cases the ZPs granted remission of ₹ 39.40 lakh without getting prior approval of the Director.

(b) Loss of ₹ 49.59 lakh due to unauthorised refund

(i) North 24 Parganas ZP decided (January 2003) to lease out 17 shops and one telephone booth in the first floor of "Titumir Central Bus Terminus Cum Shopping Complex" at Barasat at non-refundable premium depending upon the size and license fee of ₹ 4 per square feet per month. Terms and conditions

as set in the brochure and agreement stipulated that 15 *per cent* interest would be charged as penalty if payments were not made within scheduled time and in case of ZP's delay in allotting the shops for more than three months, interest at the prevailing rate on fixed term deposit would be paid by the ZP. It was also specified that in no case, the ZP would be liable to repay premium or pay interest on any refund. Scrutiny of records revealed that the ZP received no license fee since letting out (between December 2002 and February 2004) the shops to 10 lessees except a premium of ₹ 18.61 lakh. The ZP, without taking any step to realize license fees from the lessees, decided (June 2009) to refund premium money with 10.5 *per cent* compound interest (upto May 2009) to the lessees as they were not continuing their business. Apropos the decision, the ZP refunded (June 2009) premium of ₹ 17.61 lakh alongwith interest of ₹ 14.72 lakh (calculated @ 10.5 *per cent* compound interest) to 10 lessees in violation of terms and conditions as set in the brochure and agreement though no demand for refunding of premium money was claimed by the lessees.

North 24 Parganas ZP stated (November 2011) that the decision to refund the lease money was adopted due to absence of walkway from the road to the shopping complex. But the ZP did not cite any reason for not taking any corrective measures to lease out the stalls after resolving the matter.

(ii) Similarly, Birbhum ZP invited tender (October 2008) for leasing out Sagarbandhi-Dholkata Road and Roypur-Habrapahari Road stipulating the conditions that no compensation would be given if toll collection got discontinued due to natural calamity/bandh or blocking of road and the lessee had to bear any kind of loss. The ZP allowed (December 2008) M/s Winsom Agro Foods Pvt. Ltd., as the successful bidder for collection of toll for one year for a lease amount of ₹ 62 lakh. In July 2009, the Company intimated its inability in collection of toll due to continuous threat and objection from Mines Owner Association and requested the ZP to refund ₹ 18.31 lakh already deposited with the ZP. Apropos the request made by the company, the ZP refunded (March 2010) ₹ 17.26 lakh[48] to the company disregarding the terms and conditions of

[48] ₹ 18.31 lakh (Amount deposited with the ZP)/105 days (days remained for toll collection) x 99 days {105 days minus six days (no. of days in which toll was running)} = ₹ **17.26 lakh**.

the tender. But neither the logic of hindrance in collection of rent nor in refund of lease amount was evident from the records of the ZP.

Further, the ZP invited (March and April 2010) re-tender for leasing out the roads and the toll point was running as of July 2010.

Birbhum ZP failed to adduce any reply to audit observation.

This is evident from the facts above that the ZPs tendered undue favour to the lessees in the shape of remission and refund of lease money which resulted in loss of ZPs's rightful revenue of ₹ 88.99 lakh.

PASCHIM MEDINIPUR ZILLA PARISHAD

5.3.6 Unauthorised sanction of ₹ 50 lakh and non-realisation thereof

Paschim Medinipur ZP failed to recover ₹ 68 lakh from Bengal Dairy Limited in the form of principal of ₹ 50 lakh and additional amount of ₹ 18 lakh payable during December 2004 to October 2010 due to negligence in adhering to the agreed terms and conditions

Paschim Medinipur ZP paid ₹ 50 lakh in February 2004 from the Eleventh Finance Commission (EFC) grant to Bengal Dairy Limited in February 2004 to develop infrastructure for dairy activity viz. processing and marketing of milk produced in rural areas by accomodating 500 village level dairy co-operatives, covering more than 50,000 families besides large number of Self Help Groups and unemployed youth in rural areas of the district. The agreement stipulated that the company should repay the principal amount in five years and an annual remuneration of ₹ 3 lakh (commencing from December 2004) till realization of ₹ 50 lakh. In addition, the company should submit utilisation certificate to the ZP within two months i.e. within April 2004 on receipt of the assistance. In the event of non-fulfillment of the terms and conditions, the ZP had the right to take over possession of the mortgaged immovable properties.

Scrutiny revealed that the company neither repaid the principal amount nor the annual remuneration of ₹ 3 lakh till October 2010. The ZP had not monitored the progress of work and did not take any action against the company for non adherence to agreed terms. As a result, the ZP failed to recover ₹ 50 lakh and outstanding annual remuneration amounting to ₹18 lakh payable during December 2004 to October 2010. It was also evident that the ZP did not establish any

control on recovery of assistance even though no utilisation certificate was received from the company within the stipulated period. It was also recorded in the minute of meeting of the company on 6.8.2009 that the members expressed serious concern over the erosion of capital and devolution of losses.

Further, there was no provision in the West Bengal Panchayat Act, 1973 for grant of loan or provision of assistance to any organisation or government department.

The ZP admitted (August 2009, September 2009 and October 2010) the fact.

Thus, the ZP sanctioned ₹ 50 lakh beyond its jurisdiction and non-adherence to terms and conditions resulted in non-recovery of ₹ 68 lakh (₹ 50 lakh *plus* ₹ 18 lakh). Further, recovery of assistance is also remote as the capital fund of the company had been eroded.

5.4 Failure of oversight/governance

ZILLA PARISHADS AND PANCHAYAT SAMITIS

5.4.1 Failure in augmentation of revenue of ₹ 12.29 crore

Seventy four PRIs failed to augment revenue of ₹ 12.29 crore due to inertia in collection, non implementation of the bye-laws framed and absence of formal agreement

In terms of Section 133 of the West Bengal Panchayat Act,1973, PRIs may levy tolls on vehicles on any road, bridge, ferry service vested/established by it or under its management. When the assets or properties owned, vested or under the control of panchayat bodies are leased out for fixed revenue, the recoveries for such leased out properties are to be considered as fixed demand and should be recorded in the Demand and Collection Register.

Scrutiny of records of 14 ZPs and 48 PSs during 2010-2011 revealed that the ZPs and PSs could not collect ₹ 11.65 crore (March 2011) on account of rent, salami, lease money and tolls from market complexes, ferry *ghats, Atithi Niwas, Hats* and Stalls constructed for the augmentation of 'own resources' **(Appendix-XXVIII)**. It was also noticed that these PRIs failed to take appropriate action in collection of lease/rent, to execute the terms and conditions of agreement with the tenants and to improve infrastructural facilities to collect dues.

Out of these PRIs, 21[49] PRIs did not maintain Demand and Collection Register.

Scrutiny further revealed that 21[50] PSs framed bye-laws during 2003-09 for augmentation of own source of revenue but failed to collect revenue amounting to ₹ 64.35 lakh due to non-implementation of these bye-laws **(Appendix-XXVIII)**. It had also been noticed that Contai-I, Krishnagar-I, Krishnagar-II, Nayagram, Salanpur and Sitai PSs had not enlisted the contractors working within their jurisdiction despite framing bye-laws.

In Paschim Medinipur ZP, Bankura ZP and Nakashipara PS, rent remained unrealised for 10-13 years. Birbhum ZP (₹ 131.73 lakh) and Nayagram PS (₹ 5.82 lakh), failed to realise the outstanding lease amount after expiry of the lease term and thus suffered a loss of ₹ 1.38 crore either due to absence of any formal agreement with the lessee or due to non-execution of the terms and conditions of the lease agreement. Naoda, Tapan, Chandrakona-II, Alipurduar-II and Manbazar-II PSs leased out *ferry ghats/ hats* and allotted market stalls to tenants without entering into any formal agreement.

When this was pointed out, 13[51] PRIs did not furnish any reply and the remaining PRIs either admitted the facts and figures or stated that steps would be taken for collection of the unrealised revenue.

Generation of revenue is essential to finance the developmental activities planned by the PRIs themselves and assure the benefits of economic progress to the rural poor. The inefficiency in collection of revenue widened the resource gap and reduced the capacity of PRIs to undertake welfare projects for overall sustainable development in the rural areas.

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[49] **ZPs**: Birbhum; Malda; Murshidabad and North 24 Parganas. **PSs:** Alipurduar-II; Bongaon; Chandrakona -I; Haldia; Khandaghosh; Krishnagar-I; Kumarganj; Manbazar-II; Mangalkote; Memari-II; Murshidabad-Jiaganj; Raina-II; Sankrail (Paschim Medinipur); Sitai; Tamluk; Tehatta-I and Tufanganj-I.

[50] **PSs**: Bardhaman-I (₹1.35); Bardhaman-II (₹ 0.42); Beldanga-II (₹ 0.60); Bharatpur-II (₹ 2.58); Bongaon (₹ 13.65); Contai-I (₹ 1.06); Galsi-II (₹ 0.23); Garbeta-II (₹ 0.90); Haringhata (₹ 6.40); Hura (₹ 1.59); Jalangi (₹ 0.91); Kumargram (₹ 1.63); Mangalkote (₹ 7.38); Murarai-I (₹ 0.65); Raghunathganj-I (₹ 8.48); Raina-I (₹ 8.44); Raina-II (₹ 2.03); Rampurhat-I (₹ 0.58); Salanpur (₹ 0.16); Sankrail (₹ 4.61) and Uluberia -II (₹ 0.70).

[51] **ZPs:** Bardhaman; Birbhum; Jalpaiguri and South 24 Parganas. **PSs**: Farakka; Ilambazar; Keshiari; Khandaghosh; Khatra; Naoda; Nayagram; Raina-I and Tapan.

SOUTH 24 PARGANAS AND PURBA MEDINIPUR ZILLA PARISHADS

5.4.2 Lapse of allotment of ₹ 1.15 crore

In South 24 Parganas and Purba Medinipur ZPs allotment of ₹ 1.15 crore meant for water supply works and construction of Veterinary Polyclinic respectively lapsed due to oversight and negligence

(A) Department of Public Health Engineering (PHED), Government of West Bengal allotted ₹ 1.05 crore[52] (October 2008) to South 24 Parganas ZP for onward transmission to respective Panchayat Samitis for sinking, re-sinking, conversion and rejuvenation of tubewells and wells under Rural Water Supply Scheme (RWS) for 2008-09 with the direction that utilization certificates should be submitted within December 2008 showing number of works, number of beneficiaries and expenditure incurred for material costs and labour costs separately. No further fund would be submitted without receiving utilization certificates. Scrutiny of records revealed that the ZP misplaced the allotment order and failed to draw ₹ 1.05 crore from the treasury. The ZP noticed the matter only in September 2009, when it was seen that no fund was available under RWS. The ZP intimated (September 2009) non-drawal of RWS fund to PHED and requested a fresh allotment. The ZP obtained the requisite non-drawal certificate from the treasury in January 2010 and requested (January 2010) PHED to issue a fresh allotment. The ZP had not received the funds till February 2011. Thus, execution of RWS programme in the district suffered badly due to lack of internal control mechanism of the ZP.

The ZP admitted the fact and stated (February 2011) that allotment could not be drawn due to misplacement of the order from the concerned section and also added that they were pursuing the department for fresh allotment.

(B) The Animal Resource Development Department (ARD) sanctioned (December 2007) ₹ 35 lakh in favour of Purba Medinipur ZP for construction of Veterinary Polyclinic against estimate of ₹ 35.95 lakh. Scrutiny of records revealed that the ZP did not draw the allotment from the treasury during 2007-08 but issued work order to the contractor in March 2008 with the stipulation to complete the work within 12 months. In September 2008, the ZP requested the Department to place the fund for execution of work and the Department,

[52] Rural Water Supply Programme: ₹ 0.55 crore; Other expenditure (spot source): ₹ 0.36 crore; Special component for SC/ST: ₹ 0.14 crore.

in turn, sanctioned (March 2009) ₹ 25 lakh for execution of the said work during 2008-09. Meanwhile, the contractor sought extension of time upto March 2010 due to non receipt of claim of executed work of ₹ 10.35 lakh and prayed for revision of estimate due to escalation of rates. The ZP prepared revised estimate of ₹ 53.49 lakh but that was not approved by the Panchayat & Rural Development Department. The ZP's request for further funds was also rejected by the ARD due to non receipt of utilisation certificate of first allotment. The ZP even failed to utilise allotment of ₹ 25 lakh and had not received the balance allotment of ₹ 10 lakh till August 2010.

The ZP stated (August 2010) that ₹ 35 lakh could not be drawn from the Treasury as the Government Order was not received by the Accounts Section.

Thus, the failure of the ZPs to monitor the allocations and lack of internal contol mechanism resulted in lapse of allotment of ₹ 1.15 crore and non completion of veterinary polyclinic and non-execution of much needed water supply works in Purba Medinipur and South 24 Parganas districts respectively.

JALPAIGURI ZILLA PARISHAD

5.4.3 Imprudent investment of ₹ 46.13 lakh and loss of revenue of ₹ 52.66 lakh

Slackness in execution of agreement not only resulted in imprudent investment of ₹ 46.13 lakh but also loss of revenue of ₹ 52.66 lakh

Jalpaiguri ZP entered into an agreement (July 2003) with a developer for the construction of bus stand cum shopping complex. The agreement stipulated that the developer would bear the entire cost of construction and hand over the completed work to the ZP within six months of the agreement, failing which the developer would be liable to pay ₹ 500 to the ZP per day for each day of delay. It was agreed that the developer would recover the construction cost by leasing out 78 *per cent* of the built up area and the ZP would collect the annual lease rent from stall owners. The ZP invested ₹ 46.13 lakh towards purchase and development of land, service connection and repair of road for construction of bus stand cum shopping complex.

The bus stand and market complex consisting of 326 stalls was completed in March 2005 but the developer did not hand over the market complex till July 2011. Scrutiny revealed that the said agreement was not registered in the court of law. As a result, the ZP could not initiate any legal action against the

developer for delay in handing over the asset nor could they impose penalty of ₹ 13.65 lakh[53].

It was also evident from the records that the developer fully leased out his share of 250 stalls but the ZP could lease out (as of July 2011) only one stall out of 76 stalls of its share at a premium of ₹ 0.55 lakh and monthly rent of ₹ 5 per square feet. The rate of premium and monthly rent was revised to ₹ 0.30 lakh and ₹ 2.69 per square feet respectively in January 2009. However, the ZP neither took any steps to lease out the remaining 75 stalls nor did they enter into lease agreements with the leaseholders of the 250 leased out stalls (developer's share) for collection of rent (July 2011). As a result, the ZP suffered a loss of lease rent of ₹ 39.01 lakh[54] during January 2009 to July 2011 from 325 stalls, excluding the loss sustained prior to this period.

Further, in absence of detailed demarcation of the floor area in the agreement, the developer took the better located stalls for making sizeable profit. The location of the ZP's stalls was the main hindrance towards leasing them out.

The ZP admitted the stalemate situation and stated that necessary steps were being taken for disposal of 75 stalls. After being pointed out by Audit, the ZP, citing audit observation, requested (August 2011) the developer to take necessary action for making good the loss of public money.

Thus, the ZP not only allowed the developer freely to choose the location for earning profits on a project in which the ZP invested ₹ 46.13 lakh public money but also failed to claim ownership of 250 stalls. Besides, the ZP lost ₹ 52.66 lakh in the shape of penalty and lease rent due to deviation between agreement and actual execution and also could not earn any revenue from constructed stalls. Instead of initiating action against the developer, ZP preferred to make request to the developer for taking action to mitigate the loss of public money. This also indicates that ZP forayed into joint venture without much preparedness and foresight on their part.

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[53] The project was earmarked for completion (as per agreement) in January 2004. January 2004 to July 2011 = 91 months @ ₹ 0.15 lakh *per* month = **₹ 13.65 lakh.**

[54] Total built up area 46,950 square feet *minus* area of one stall leased out 173 square feet = 46,777 square feet (325 stalls) x ₹ 2.69 per square foot per month x 31 months (January 2009 to July 2011) = **₹ 39.01 lakh.**

PANCHAYAT SAMITIS

5.4.4 Infructuous expenditure of ₹ 26.53 lakh

Before undertaking construction of Bus terminus, paddy processing centre and honey processing plant, the PSs did not prepare project report and ensure availability of land. There was hardly any possibility to get desired benefit even after incurring expenditure of ₹ 26.53 lakh

Tufanganj-II PS undertook construction of Baxirhat Bus Terminus (July 2001) without preparing any project report. The PS expended ₹ 1.75 lakh and ₹ 3.16 lakh (between February 2002 and December 2002) from own fund, fund for Critical Transport Infrastructure Scheme and 12th FC grants towards purchase of land and construction of one tarmac building respectively. Physical verification of the site (December 2007) revealed that the building was water logged and used by unauthorised occupants. Possibility of utilisation of the building was remote due to reluctance of the bus owners. The PS had undertaken (May 2007) construction of "Foodgrain Godown" in its office premises at an estimated cost of ₹ 25 lakh. The work was abandoned after an expenditure of ₹ 5 lakh from SGRY fund and construction upto plinth level. Iron-rods of 24 pillars which were exposed have rusted. Future utilisation would therefore not be possible.

Baruipur PS incurred an expenditure of ₹ 12.39 lakh during 2006-07 towards construction of paddy processing centre and purchase of rice mill machine from SGSY funds on a land owned by Ramkrishna Ashram Trust, NGO and not vested with the PS, as of February 2010. Moreover, no SGSY activities were performed since its construction. Further, the PS also spent ₹ 4.23 lakh for installation of Honey Processing Plant for SGSY groups in August 2005 for production of honey. The machine remained inoperative since January 2006 due to poor production and no response from bee-keepers.

Both PSs admitted the fact (February 2010). Tufanganj-II PS stated (February 2010) that there was hardly any possibility to complete the scheme as SGRY scheme had been closed. It was stated that the structure would be completed and used as Residential cum Training Centre and Community Hall.

The PSs failure to fulfill required formalities like availability of land, preparation of project report and ensuring demand for the completed project before undertaking the works resulted in unfruitful expenditure of ₹ 26.53 lakh.

SOUTH 24 PARGANAS AND PURBA MEDINIPUR ZILLA PARISHADS

5.4.5 Unsatisfactory position of Swajaldhara scheme

Failure in execution of water supply works not only deprived the beneficiaries of safe drinking water but also led to blockade of funds of ₹ 2.25 crore and lapse of committed grants of ₹ 1.86 crore

Government of India (GOI) launched a community based participatory rural drinking water supply project 'Swajaldhara' in 2002-03. Ten *per cent* of capital cost of the project was to be contributed by the community to the implementing agency and 90 *per cent* of capital cost was to be funded by GOI. The project was to be implemented by the District Water & Sanitation Committee (DWSC) under the aegis of Zilla Parishad as District Implementing Agency (DIA) through the Village Water Shed Committee (VWSC)/Beneficiary Group (BG). The DIA was to ensure implementation and management of the project. Second installment of the project would be released after reporting of 60 *per cent* utilisation of the project and beneficiary funds.

A) South 24 Parganas ZP received ₹ 2.29 crore from GOI between December 2007 and March 2009 against sanction of ₹ 3.76 crore for execution of 51 Swajaldhara schemes. The ZP sub-allotted (between December 2007 and January 2009) ₹ 2.62 crore to VWSC for execution of 51 schemes. Audit scrutiny revealed that only 18 schemes (35 *per cent* of total project undertaken) were completed and remaining 33 schemes costing ₹ 1.07 crore remained incomplete as of September 2011. The ZP received Utilisation Certificates (UCs) of ₹ 1.55 crore i.e. 59 *per cent* of total sub-allotment of ₹ 2.62 crore.

Further scrutiny revealed that GOI had decided to discontinue the Swajaldhara scheme since financial year 2006-07 but was committed to extend financial assistance to complete all ongoing projects and the State Government directed (July 2007) to complete all the projects by March 2008. But the ZP, as DIA, could not expedite implementation of the project and also failed to monitor the works executed by VWSC. As a result, the ZP did not receive any grants from GOI since March 2009 and further receipt of committed GOI grants of

₹ 1.09 crore[55] would become remote due to non completion of 65 *per cent* (33 schemes) of total schemes undertaken and UCs were not submitted.

B) Purba Medinipur ZP received of ₹ 4.11 crore of GOI grants during 2007-08 for execution of 43 schemes. Scrutiny revealed that the ZP sub-allotted (between 2007-08 and 2009-10) first installment of ₹ 1.66 crore for 35 schemes. Out of 35 schemes, only eight schemes (19 *per cent* of total sanctioned schemes) received second installment of ₹ 38.21 lakh and no installment was received for remaining eight schemes against GOI sanction of ₹ 0.77 crore. As a result, sub-allotment of ₹ 1.18 crore[56] remained blocked in respect of 27 schemes and the ZP could not receive further GOI allotment of ₹ 0.77 crore due to non-execution of eight schemes.

Further, there was no possibility to receive the funds from GOI as the programme was subsumed under National Rural Drinking Water Programme (NRDWP) from 2009-10.

South 24 Parganas ZP admitted (September 2010 and September 2011) the facts and stated that the VWSC did not adhere to the instructions for completion of the schemes.

Thus, the ZPs not only failed to provide much-needed safe drinking water to the target population but also failed to avail of sanctioned central assistance of ₹ 1.86 crore due to non-completion and non-execution of schemes. Besides, sub-allotment of ₹ 2.25 crore towards 60 schemes stood unfruitful as there was no scope to receive further funds from the GOI as the project had already been discontinued.

5.5 Conclusion and Recommendations

Conclusion

Accounts Rules, orders, manuals and schedules have been issued by the competent authorities to prevent irregularities and excess expenditure. ZPs incurred extra expenditure and also made excess payments due to non-adherence to those instruments issued from time to time. Rural people were deprived from the intended benefits from development grants which remained idle in

[55] Total project cost: ₹ 3.76 crore. GOI share: ₹ 3.76 crore x 90 per cent = ₹ 3.38 crore. Actual released by GOI: ₹ 2.29 crore. Therefore, grants not released by GOI: ₹ 3.38 crore minus ₹ 2.29 crore = **₹ 1.09 crore.**

[56] Total expenditure: ₹1.94 crore minus ₹ 0.76 crore (eight schemes received second installment) = **₹ 1.18 crore.**

the hands of PRIs due to lack of monitoring by the State Government. Lack of proper monitoring, preparation of faulty estimates, defective planning, non-consideration of technical and commercial aspects of the projects by the PRIs rendered various projects inoperative. Moreover, the inefficiencies in collection of revenue widened the resource gap and reduced the capacity of the PRIs to undertake welfare projects for overall sustainable development in the rural areas.

Recommendations

- Strict adherence to safeguard instrumentals should be ensured by the PRIs;
- State Government and PRIs should strengthen internal control mechanism so that service delivery mechanism for rural people get streamlined;
- The PRIs should undertake works after proper planning and consideration of technical and commercial aspects so that intended objectives of the grants could be achieved and
- Incomplete/ongoing works should be given priority for completion before initiating new works from the same source of funds.

Kolkata,

(Subir Kumar De)
(Examiner of Local Accounts)
West Bengal

COUNTERSIGNED

Kolkata,

(Sudarshana Talapatra)
Principal Accountant General
(General & Social Sector Audit)
West Bengal

APPENDICES

Appendix I

(Reference: Paragraph 2.2; page no. 16)

Statement showing non-preparation of annual accounts through IFMS by PSs for the year 2009-10

Sl.No.	Name of ZP	Name of PS	Total
(1)	Bankura	Khatra	3
(2)		Patrasayar	
(3)		Taldangra	
(4)	Bardhaman	Bardhaman-II	4
(5)		Ketugram-I	
(6)		Purbasthali-I	
(7)		Purbasthali-II	
(8)	Birbhum	Ilambazar	3
(9)		Murarai-I	
(10)		Rajnagar	
(11)	Dakshin Dinajpur	Tapan	1
(12)	Howrah	Amta-II	2
(13)		Uluberia-I	
(14)	Jalpaiguri	Alipurduar-II	1
(15)	Nadia	Haringhata	5
(16)		Kaliganj	
(17)		Karimpur-I	
(18)		Karimpur-II	
(19)		Nakashipara	
(20)	Paschim Medinipur	Medinipur Sadar	3
(21)		Mohanpur	
(22)		Narayangarh	
(23)	Purba Medinipur	Egra-II	1
(24)	Purulia	Arsha	4
(25)		Balarampur	
(26)		Bandwan	
(27)		Barabazar	
(28)	South 24 Parganas	Mandirbazar	2
(29)		Sagar	
Grand Total			**29**

Appendix-II

(Reference: Paragraph 2.3; page no. 17)

Statement showing expenditure incurred by PSs in excess of budget provision during 2007-10

(₹ in lakh)

Sl. No.	Name of PRIs	Year	No. of heads	Excess Expenditure
Zilla Parishads:				
(1)	Bankura	2009-10	7	8535.35
(2)	Bardhaman	2009-10	4	820.85
(3)	Birbhum	2009-10	6	5428.29
(4)	Dakshin Dinajpur	2009-10	3	1813.16
(5)	Hooghly	2009-10	4	190.74
(6)	Jalpaiguri	2009-10	2	351.47
(7)	Malda	2009-10	NA	7201.81
(8)	Murshidabad	2009-10	3	298.15
(9)	North 24 Parganas	2009-10	7	1284.25
(10)	Paschim Medinipur	2009-10	2	0.05
(11)	Purba Medinipur	2009-10	8	2079.05
(12)	Purulia	2009-10	NA	1648.37
(13)	South 24 Parganas	2009-10	1	72.11
(14)	Uttar Dinajpur	2009-10	NA	1198.33
Panchayat Samitis:				
(15)	Alipurduar-II	2008-10	5	66.05
(16)	Amta-II	2009-10	NA	217.27
(17)	Bangaon	2008-09	10	17.67
(18)	Binpur-II	2008-09	1	33.77
(19)	Chandrakona-II	2009-10	8	119.90
(20)	Contai-II	2008-09	NA	17.49
(21)	Dinhata-I	2008-10	8	175.43
(22)	Dinhata-II	2008-10	9	81.23
(23)	Farakka	2008-09	8	56.33
(24)	Galsi-I	2009-10	NA	159.47
(25)	Galsi-II	2009-10	NA	143.37
(26)	Gangajalghati	2008-09	5	205.03
(27)	Indas	2007-08	NA	157.03
(28)	Jamalpur	2009-10	NA	23.30
(29)	Jamuria	2008-09	6	112.53
(30)	Jhalda-I	2008-09	4	66.33
(31)	Kaliganj	2009-10	NA	33.16
(32)	Kalna-II	2009-10	NA	49.34
(33)	Karimpur-II	2009-10	NA	73.15
(34)	Katwa-I	2009-10	NA	110.89
(35)	Ketugram-II	2008-10	5	115.62
(36)	Kotulpur	2007-10	NA	745.93
(37)	Kumarganj	2009-10	NA	215.53
(38)	Kushmandi	2009-10	NA	19.47
(39)	Mangalkote	2008-10	9	233.94
(40)	Memari-II	2009-10	NA	31.61
(41)	Murarai-I	2009-10	NA	313.27
(42)	Nabagram	2008-09	5	63.08
(43)	Nalhati-I	2008-09	17	239.60
(44)	Nalhati-II	2009-10	NA	82.77

(₹ in lakh)

Sl. No.	Name of PRIs	Year	No. of heads	Excess Expenditure
(45)	Namkhana	2008-09	7	38.29
(46)	Patrasayar	2008-10	10	211.36
(47)	Purulia-I	2008-09	10	154.81
(48)	Raghunathganj-I	2008-09	3	9.27
(49)	Raina-I	2009-10	8	443.96
(50)	Sagar	2008-10	7	88.98
(51)	Shyampur-II	2008-10	8	93.00
(52)	Suri-I	2009-10	NA	158.95
(53)	Taldangra	2009-10	NA	1.45
(54)	Tapan	2008-09	NA	70.39
(55)	Tehatta-II	2008-10	7	29.72
	Total		**207**	**36201.72**

Appendix-III

(Reference: Paragraph 2.3; page no. 17)

Statement showing expenditure incurred by GPs without preparing budget during 2009-10

(₹ in lakh)

Sl. No.	Name of ZP	Name of GP	If Budget not prepared/approved then the total amount expensed by the GP
(1)	Bankura	Brajarajpur	186.19
(2)		Hirbandh	180.55
(3)		Nakaijuri	63.96
(4)		Pubra	258.95
(5)	Bardhaman	Debsala	199.88
(6)		Nabastha-I	110.36
(7)	Birbhum	Kendgore	76.14
(8)	Dakshin Dinajpur	Bairhatta	88.31
(9)		Beroil	158.6
(10)		Gokarna	106.49
(11)	Hooghly	Baruipara-Paltagarh	89.52
(12)		Ektarpur	92.8
(13)		Girat	81.11
(14)	Malda	Maharajpur	95.76
(15)		Peerganj	66.67
(16)		Silampur-II	69.64
(17)	Murshidabad	Bokhara II	76.96
(18)		Kamnagar	147.81
(19)		Morgram	128.30
(20)	North 24 Parganas	Palla	121.69
(21)	Paschim Medinipur	Dharampur	22.16
(22)		Gobardhanpur	185.49
(23)		Haripur	196.80
(24)		Lalgarh	47.08
(25)	South 24 Parganas	Maipith Baikunthapur	51.56
(26)		Netra	21.93
Total			**2924.71**

Appendix-IV

(Reference: Paragraph 2.3; page no. 17)

Statement showing no. of GPs that incurred expenditure in excess of budget provision during 2009-10

(₹ in lakh)

Sl. No.	District	No. of GPs	No. of heads	Expenditure in excess of budget provision	Range of expenditure excess over budget provision
(1)	Bankura	83	172	1492.78	0.03-186.78
(2)	Bardhaman	107	213	2178.77	0.002-205.89
(3)	Birbhum	54	89	935.59	0.30-161.88
(4)	Cooch Behar	36	83	640.53	0.18-108.44
(5)	Dakshin Dinajpur	13	33	444.07	1.48-158.60
(6)	Hooghly	76	157	1268.26	0.04-144.28
(7)	Howrah	78	134	619.44	0.02-37.66
(8)	Jalpaiguri	39	84	1006.30	1.23-107.15
(9)	Malda	44	82	604.79	0.26-118.67
(10)	Murshidabad	104	218	1777.92	0.24-201.16
(11)	Nadia	81	147	1548.60	0.09-127.97
(12)	North 24 Parganas	86	184	2855.33	0.001-343.44
(13)	Paschim Medinipur	81	133	1905.71	0.29-156.28
(14)	Purba Medinipur	72	153	828.38	0.12-115.98
(15)	Purulia	49	124	719.18	0.09-144.06
(16)	South 24 Parganas	73	131	491.93	0.11-35.96
(17)	Uttar Dinajpur	22	45	245.09	0.35-55.15
	Total	**1098**	**2128**	**19562.67**	

Appendix-V

(Reference: Paragraph 2.5; page no. 18)

Statement showing non-reconciliation between Cash Book and Pass Book balances for the year 2010 (by ZP and PS)

(In ₹)

Sl. No.	Name of PRIs	Balance as per Cash Book	Balance as per Pass Book	Difference	Amount not reconciled
Zilla Parishad:					
(1)	Jalpaiguri	313457696.11	504719890.17	191262194.06	191262194.06
Panchayat Samitis:					
(2)	Amta-I	29698320.00	30101131.00	402811.00	402811.00
(3)	Arsha	54981970.28	58608555.00	3626585.55	3626585.55
(4)	Bandwan	76461441.00	41118653.79	35342787.21	35342787.21
(5)	Bangaon	23016094.91	25290167.49	2274072.58	197733.42
(6)	Barabazar	45260761.92	44762622.51	498139.41	498139.41
(7)	Berhampur	30248569.00	34670271.00	4421702.00	4421702.00
(8)	Chandrakona-I	10758761.68	12604740.07	1845978.39	1845978.39
(9)	Jalangi	25418923.00	25865556.90	446633.90	446633.90
(10)	Keshiari	47713817.14	57454316.34	9740499.20	9740499.20
(11)	Khatra	37919793.44	53587246.44	15667453	15667453
(12)	Krishnanagar-II	17565078.00	20251044.00	2685966.00	2685966.00
(13)	Mahisadal	7046562.25	6997667.66	48894.59	48894.59
(14)	Manbazar-II	41939385.52	42841993.46	902607.94	902607.94
(15)	Nakashipara	60012148.00	73855665.71	13843517.71	13843517.71
(16)	Nanoor	37402701.58	47404900.72	10002199.14	10002199.14
(17)	Naoda	18540727.13	19038953.06	498225.93	498225.93
(18)	Para	12540798.05	12643649.5	102851.45	102851.45
(19)	Purulia-I	21979898.92	27253764.01	5273865.09	5273865.09
(20)	Purulia-II	16491188.01	17473834.01	982646.00	982646.00
(21)	Sabang	77876755.53	81538834.44	3662078.91	3662078.91
(22)	Uluberia-I	16910171.50	32464653.11	15554481.61	15554481.61
Total		**1023241562.97**	**1270548110.39**	**319086190.67**	**317009851.51**

Appendix- VI

(Reference: Paragraph 2.5; page no. 18)

Statement showing non-reconciliation between Cash Book and Pass Book balances for the year 2009-10 (in respect of GPs)

Sl. No.	Name of ZP	Name of GP	Cash Book Bal (In ₹)	Pass Book Bal (In ₹)	Actual Diff not Reconciled as stated in IR (in ₹)
(1)	Bankura	Amonipur	918763.98	1543293.58	29738.40
(2)		Bheduasole	2461760.97	2831596.97	25.00
(3)		Fulmati	3518345.96	3869310.96	47.00
(4)		Khalagram	4259865.63	5119992.89	28578.00
(5)		Lodan	1528488.52	1558586.52	10000
(6)		Rajakata	3541344.06	3186983.06	1803.00
(7)	Bardhaman	Bara Palasan-I	1307707.72	2859488.18	1534823.50
(8)		Bohar-I	383936.56	1007496.56	112.00
(9)		Gidhagram	179786.77	727897.13	4800.00
(10)		Gopalbera	1132524.74	2815955.74	17316.00
(11)		Kaiyar	2405309.07	5747231.16	1671879.68
(12)		Pahalanpur	951312.47	7956931.29	52.00
(13)		Painta-I	1160792.26	4132380.26	49.90
(14)		Pandugram	2614114.14	2705752.60	325.00
(15)		Patuli	561710.42	2518757.18	8562.00
(16)		Pilla	1062756.18	2909407.25	240.93
(17)	Birbhum	Kendgore	3476676.8	3534478.8	57804
(18)		Sian Muluk	3976437.45	6526870.88	99591.25
(19)	Cooch Behar	Bagdokra-Fulkadabri	459137.22	1264884.03	5287.00
(20)		Dewanhat	2884829.80	3775519.80	17371.00
(21)		Guriahati-I	1692408.38	3206233.12	13430.74
(22)		Kuchlibari	703911.04	3385063.04	84865.00
(23)		Kurshamari	874666.00	1460144.00	4000.00
(24)	Dakshin Dinajpur	Bairhatta	8161726.27	8237548.27	75822
(25)		Bhour	2820418.25	3822002.00	4841.00
(26)		Brojaballavpur	3891297.97	5981738.47	950
(27)		Gofanagar	6962157.64	7651574.64	53902
(28)		Kusmandi	3884544.44	3942096.76	37805.62
(29)		Maligaon	4620901.33	5304384.33	144.00
(30)		Samjhia	1966472.02	2999436.02	14984.00
(31)	Hooghly	Anandanagar	465082.25	563222.65	40.00
(32)		Aniya	267106.55	1042566.88	19286.46
(33)		Digsui-Hoerah	2463524.51	4293434.23	28749.00
(34)		Gurup	2134314.50	2922450.24	55529.74
(35)		Haripal-Sahadeb	341227.48	2076118.73	1438.75
(36)		Keshabchak	487458.85	1327782.95	228.00
(37)	Howrah	Khalna	228401.42	402658.42	2256

Sl. No.	Name of ZP	Name of GP	Cash Book Bal (In ₹)	Pass Book Bal (In ₹)	Actual Diff not Reconciled as stated in IR (in ₹)
(38)	Jalpaiguri	Banarhat-I	2897235.78	10665370.16	7768134.38
(39)		Binnaguri	2588165.48	4937877.07	77700.00
(40)		Bundapani	692086	4920241	341
(41)		Gadheyarkuthi	2483051	2027471	1538
(42)		Gadong-I	2646777.60	2310768.62	105482.00
(43)		Jharaltagram-II	1962050.42	1711514.42	104.4
(44)		Rajadanga	2189969.86	2309714.86	2000.86
(45)		Saptibari-I	2051384.47	3424098.47	28359.00
(46)		Tesimla	1655383.1	2109875.58	461
(47)		Totopara Ballalguri	1409972	2213049	7726
(48)		Volka-Barobisha-I	2204460.66	2616792.59	496.00
(49)	Malda	Gopalpur	4997938.78	5096717.4	40.75
(50)		Pukhuria	1552772.84	1540826.69	28.00
(51)		Rajnagar	619351.04	726525.04	13.00
(52)		Sadlichak	2142907.7	2300888.94	481.24
(53)		Sripur-II	2824836.09	3984244.29	531884
(54)	Murshidabad	Akheriganj	3033636.85	3044362.85	7506.00
(55)		Habaspur	1274741.99	1072095.49	20270
(56)		Hanumantanagar	2113346.46	2208435.06	83.00
(57)		Kiriteswari	1840573.00	1934909.02	2950.98
(58)		Madhurkul	2058801.18	2063172.18	165.00
(59)		Mahishasthali	3509238.49	3653374.49	12
(60)		Malibari-II	1778049.05	2246829.05	193
(61)		Rasulpur	1588632.00	1602146.87	3885.13
(62)		Sunderpur	3555214.61	3646639.91	943
(63)	Nadia	Bhaluka	1295259.91	1478428.57	144
(64)		Bikrampur	4903083.72	5624923.87	583.51
(65)		Bilkumari	3756194.96	5313461.96	557.00
(66)		Billwagram	1874919.73	2075743.73	876.00
(67)		Dhubulia-II	2513962.01	2814516.01	600
(68)		Fakirdanga	1888294.69	2683200.69	207.00
(69)		Faridpur	2528935.02	3367096.07	838161.05
(70)		Haripur	4896791.04	5142208.04	15316
(71)		Majhergram	2112249.97	2147737.97	488.00
(72)		Nagarukhara-I	3450118.86	3255019.06	929.8
(73)		Poragacha	1888772.14	3120882.14	1189.10
(74)		Raghunathpur Hijuli-I	2412476.53	2479368.80	13.00
(75)		Ruipukur	53.48	62.02	30.00
(76)	North 24 Parganas	Baltinityanandakati	478490.15	5415356.92	1815.54
(77)		Bogjola	438416.62	1742172.72	215
(78)		Dhanyakuria	1003156.52	1280000.5	10263
(79)		Ichhapore Nilgunj	1911903.42	1746671.44	6460

Sl. No.	Name of ZP	Name of GP	Cash Book Bal (In ₹)	Pass Book Bal (In ₹)	Actual Diff not Reconciled as stated in IR (in ₹)
(80)	North 24 Parganas	Ichhapur-II	1362550.15	1797178.15	11722
(81)		Masaldapur-I	1570562	2358609.5	23.5
(82)		Maslandapur	1054179.86	1202567.48	190
(83)		Minakhan	1884680.50	2077531.91	31810.00
(84)		Pifa	1637776.84	3433386.55	6824
(85)		Purba Khilkapur	2245934.00	2466318.00	5343.00
(86)	Paschim Medinipur	Jenthla	2085575.13	2212400.55	1452.50
(87)		Jirapara	1367806.04	1728136.04	67200
(88)		Mansuka-I	655388	632012	9000
(89)		Turka-III	1236892.95	547900.97	7011
(90)	Purba Medinipur	Amdabad-II	762966.53	1087706.14	480.00
(91)		Chaitanyapur	1267303.50	20.67	928000.00
(92)		Debendra	578483.45	1287583.95	1132
(93)		Debhog	437985.62	2297506.62	650000.00
(94)		Kukrahati	1384247.79	2352131.60	230.00
(95)		Kumarchak	747696.07	3784730.58	4157.00
(96)		Nijkasba	3449847.93	3435590.26	148.26
(97)		Panchrole	1572756.03	2241045.13	15761.00
(98)		Paniparul	1258685.82	1964808.58	3889.64
(99)		Vivekananda	1668109.47	1968573.82	3858.00
(100)	Purulia	Babugram	1008759.21	1134825.21	2400
(101)		Belma	310377.71	345650.96	235995.75
(102)		Chharradumdumi	1476425	2877490	1401065
(103)		Ghonga	3133185	4814664.45	1684172
(104)		Hadalda Uparrah	2300199.79	3486464.36	501.17
(105)		Jabarrah Jhapra-I	1493114.48	1668226.16	2448.41
(106)		Kalidaha	2412138.49	3820719.49	131923.39
(107)		Lagda	2432719.87	3992933.87	201
(108)		Raghabpur	1988641	2195105.94	97879.94
(109)	South 24 Parganas	Bakhrahat	2478346	2478296.11	51.11
(110)		Bhadura Haridas	1336799.36	1696861.27	1170
(111)		Burul	319259.96	338362.91	97.05
(112)		Chak Enayetnagar	1039684.99	1086673.88	17496.00
(113)		Chandi	2966932.33	3486699.16	11471
(114)		Debipur	1746531.19	1778358.19	398.00
(115)		Pathar Protima	1653874.92	2016974.61	14470.69
(116)		Rabindra	3501097.00	3642474.61	1337.80
(117)	Uttar Dinajpur	Mahipur	2356296.5	3327206.5	180000
(118)		Patirajpur	2873152.12	4278582.08	42277
	Total		**238831837.44**	**336608368.41**	**18898910.92**

Appendix-VII

(Reference: Paragraph 2.6; page no. 19)

Statement showing no. of GPs where cash was retained in hand beyond permissible limit of ₹ 2000.00 during 2009-10

Sl. No.	District	Name of GPs	Cash in hand (₹ in lakh)	No. of days/ months retention
(1)	Bankura	Melera	0.05-0.07	--
(2)		Balsi-II	0.02-0.44	2-5 days
(3)		Bheduasole	0.03	--
(4)		Sanbandha	0.02-0.73	1-7 days
(5)		Maliara	0.02	4 days
(6)		Barjora	0.02-0.08	5-9 days
(7)		Baharamuri	0.09-0.45	1-7 days
(8)		Amrul	0.04-0.08	2-24 days
(9)		Ghutgoria	0.03-0.11	4-9 days
(10)		Mankanali	0.16	3 months
(11)		Latiabani	0.04	--
(12)		Chinabari	0.09	Since 1979-80
(13)		Dundar	0.12	--
(14)		Shyamsundarpur	0.04	--
(15)	Birbhum	Baraturigram	0.77-1.85	3 days
(16)		Hatia	0.04-0.12	--
(17)		Karidhya	0.02-0.02	--
(18)		Bautia	0.06	5 days
(19)		Kendua	0.08-0.31	--
(20)		Hasan-II	0.03-0.11	--
(21)	Bardhaman	Susunia	0.04-0.9	--
(22)		Jamgram	0.19-0.35	3 days
(23)		Domohani	0.02-0.09	1-5 days
(24)		Bohar-I	0.02-1.74	1-2 days
(25)		Denur	0.02	10-15 days
(26)		Piplon	0.02-0.03	3-7 days
(27)		Bhagra Mulgram	0.04-0.13	2-5 days
(28)		Paratal-I	0.05-0.49	1 day
(29)		Panchra	0.04	20-30 days
(30)		Ajhapur	1.08-6.84	1 day
(31)		Malandighi	0.04-0.18	1 day
(32)		Srirampur	0.02-0.09	--
(33)		Bhatar	0.02-0.07	--
(34)		Gopalpur	0.04-0.63	--
(35)	Cooch Behar	Permekhliganj	0.03-0.33	2-7 days
(36)	Hooghly	Naity	0.03-0.06	1 day
(37)	Howrah	Haturia-II	0.05	6 days
(38)		Mashila	0.18	--
(39)		Andul	0.02-1.07	--
(40)		Radhapur	0.02-0.16	1-2 days
(41)		Khosalpur	0.04	3 days
(42)		Kalyanpur	0.03-0.04	--

Sl. No.	District	Name of GPs	Cash in hand (₹ in lakh)	No. of days/ months retention
(43)	Howrah	Serajbati	0.04-0.22	--
(44)		Dhulagori	0.05	--
(45)		Bagnan-I	0.02-0.07	--
(46)		Chandrapur	0.10-0.53	--
(47)	Malda	Bulbulchandi	0.05-0.43	3-8 days
(48)		Aiho	0.20-0.28	9-67 days
(49)		Silampur-II	0.03-0.20	1 day
(50)		Sripur-II	0.06	4 days
(51)	Murshidabad	Kirtipur	0.02-0.80	3-8 days
(52)	Nadia	Anulia	0.02-0.04	4-13 days
(53)		Baidyapur-II	0.03-0.21	--
(54)	North 24 Parganas	Shibdaspur	0.04-0.05	4-7 days
(55)		Helencha	0.02-0.10	2-6 days
(56)		Panpur Keutia	0.03-0.05	--
(57)		Patlikhanpur	0.03-0.05	--
(58)	Paschim Medinipur	Teghari	0.12-0.71	--
(59)		Lachhmapur	1.53	1 day
(60)		Jalimanda	0.06	3 days
(61)		Bharatpur	0.03-0.35	2-11 days
(62)		Shyamnagore	0.03-0.04	1-2 days
(63)		Kalaikunda	0.03-0.89	--
(64)		Jorakeudi Solidiha-1	0.21-1.06	--
(65)		Kusumpur	0.02-0.08	1 day
(66)		Basudevpur	0.02-0.35	--
(67)		Kuapur	0.05-0.09	--
(68)	Purba Medinipur	Sabajput	0.02-0.24	--
(69)		Garbari-II	0.02-0.03	4 - 30 days
(70)		Deulpota	0.03	13 days
(71)		Horkhali	0.10-0.11	1 day
(72)		Gojina	0.03	--
(73)		Sarbadaya	0.05-0.18	3-4 days
(74)		Raghunathpur-I	0.02-0.14	1-2 days
(75)	Purulia	Bansbera	0.04-0.64	--
(76)		Beldih	0.04-0.05	3 months
(77)		Nadiha Surulia	0.04-0.67	5-20 days
(78)		Para	0.03-0.03	23-31 days
(79)		Arsha	0.02-0.14	1-15 days
(80)	South 24 Parganas	Bhandaria Kaste Kumari	0.02-0.07	1 day
(81)		Shikharbali-II	0.02-0.06	--
(82)		Chalta Beria	0.06-0.54	--
(83)		Basanti	0.12-0.14	5-8 days
(84)		Harinarayanpur	0.06-0.08	5-12 days
(85)		Hatpukuria	0.03-0.08	1-3 days
(86)		Kundakhali Godabar	0.07-0.14	4-9 days
(87)		Srinagar	0.96	--
(88)		Jagadishpur	0.19	8 months
(89)		Dhosa Chandaneswar	0.07-0.17	5-30 days
(90)		Khakurdaha	0.03-0.11	--
(91)		Keoradanga	0.03-0.16	1-2 days

Appendix- VIII

(Reference: Paragraph 2.7; page no. 19)

Statement showing outstanding revenues (from land and buildings) at the end of 2009-10

(₹ in lakh)

Sl. No.	Name of the controlling District/ ZP	No. of GPs	Total cumulative Demand	Total cumulative collection	Total unrealized amount	Percentage of Collection
(1)	Bankura	188	397.26	89.24	308.02	22.46
(2)	Bardhaman	264	1301.49	330.21	971.28	25.37
(3)	Birbhum	167	748.89	160.64	588.25	21.45
(4)	Cooch Behar	127	612.07	93.53	518.54	15.28
(5)	Dakshin Dinajpur	66	256.67	61.07	195.60	23.79
(6)	Hooghly	204	687.28	254.00	433.28	36.96
(7)	Howrah	156	672.42	251.05	421.37	37.34
(8)	Jalpaiguri	136	745.63	176.65	568.98	23.69
(9)	Malda	146	463.01	156	307.01	33.69
(10)	Murshidabad	250	785.92	143.31	642.61	18.23
(11)	Nadia	184	889.26	218.52	670.74	24.57
(12)	North 24 Parganas	199	1127.32	306.81	820.51	27.22
(13)	Paschim Medinipur	282	875.36	245.85	629.51	28.09
(14)	Purba Medinipur	212	418.27	137.65	280.62	32.91
(15)	Purulia	52	112.65	10.09	102.56	8.96
(16)	South 24 Parganas	309	1410.28	253.87	1156.41	18.00
(17)	Uttar Dinajpur	96	511.65	46.49	465.16	9.09
Total		**3038**	**12015.43**	**2934.98**	**9080.45**	

Appendix- IX

(Reference: Paragraph 2.8; page no. 19)

Statement showing no. of GPs where assessment of taxes not conducted during 2009-10

Sl. No.	Name of ZP	Name of GP	No. of GPs
(1)	Bankura	Akui–I, Amrul, Andarthole, Baharamuri, Barjora, Bikrampur, Dhaban, Fulmati, Ghutgoria, Hirbandh, Jamkuri, Jamtora, Khalagram, Kostia, Maliara,,Mankanali, Mashiara, Parshila, Pubra, Rol, Saltora, Uliara	22
(2)	Bardhaman	Ajhapur, Alampur, Aushgram, Baikunthapur-II, Barabelun-I, Barabelun-II, Baraboni, Barapalash-II, Berenda, Bonpas, Chakdighi, Dignagar-I, Domohani, Gangatikuri, Gogla, Gopalbera, Itapara, Jamgram, Jhilu-II, Karajgram, Ketugram, Khandaghosh, Madantora, Mahata, Majhergram, Panchra, Panuria, Parasea, Paratal-I, Punchara, Sahebganj-I, Shyamla, Toposi, Ukhrid	34
(3)	Birbhum	Amodpur, Bara-II,Bhurkuna, Chowhatta Mahodary-I, Dunigram, Gohaliara, Loba, Narayanpur, Nowapara, Sangra, Satpalsa, Srinidhipur, Ulkunda	13
(4)	Cooch Behar	Balarampur-II, Baraatiabari-II, Barakaimari, Bhetaguri-II, Burirhat-I, Dakshin Bara Haldibari, Golenowhati, Madhupur, Takagach-Rajarhat	09
(5)	Dakshin Dinajpur	Chakvrigu	01
(6)	Hooghly	Badanganj Fului-I	01
(7)	Howrah	Bankra-I, Begri, Debipur	03
(8)	Jalpaiguri	Garopara, Kalchini, Malangi	03
(9)	Murshidabad	Nowdapanur, Protapganj	02
(10)	Nadia	Arbandi-I, Arbandi-II, Brittihuda, Dharmada, Kastodanga-II, Madanpur-II, Mahanpur, Maheshpur,Mahisura, Majdia Pansila,Mamjoan, Pipragachi, Raghunathpurhijuli-II, Sarati, Shibnibash	15
(11)	Paschim Medinipur	Kharkusma, Laudaha, Nayabasat, Saria, Sarishakhola, Shyamnagore, Sirsha-II	07
(12)	Purba Medinipur	Anantapur-II, Argoal, Depal, Iswarpur, Itamagra-I, Padumpur-II, Pipulberia-II, Usmandur,	08
(13)	Purulia	Ajodhya, Baghmundi, Bamni-Majhihira, Bandwan, Banjora, Bansbera, Baragram, Barameshya-Ramnagar, Bargoria-Jamtoria, Bari-Jagda, Barrah, Berada, Bhalubasa, Bhamuria, Bhandarpuara-Chipida, Bishri, Chandra, Chandra-Pairachali, Chatuhansa, Chirudih, Chitmu, Dhanara, Digha, Dighi, Dimdiha, Durku, Garsika, Ghaghra, Gopalnagar, Hensahatu, Ichag, Ilujargo, Jabarrah, Jhalda-Darda, Jitujuri, Kalidaha, Kalma, Kuchia, Kuilapal, Kumari, Lagda, Manbazar, Maru-Masina, Mathari-Khamar, Nayadi, Pirrah, Rakhera-Bispuria, Ramchandrapur-Kotaldi, Saltore, Sidhi-Jamra, Sindri, Sirkabad, Sonaijuri, Sukurhutu, Supudih, Tulin, Tunturi-Suisa	57
	Total		**175**

Appendix- X

(Reference: Paragraph 2.8; page no. 19)

Statement showing no. of GPs where taxes not imposed/ collected during 2009-10

Sl. No.	Name of ZP	Name of GP	No. of GPs
(1)	Bardhaman	Baraboni, Domohani, Itapara, Jamgram, Madantora, Panuria, Parasea, Punchara, Shyamla, Toposi	10
(2)	Jalpaiguri	Garopara, Kalchini, Malangi	3
(3)	Murshidabad	Nowdapanur	1
(4)	Paschim Medinipur	Kharkusma, Lalgarh, Shyamnagore	3
(5)	Purba Medinipur	Anantapur-II, Maitana	2
(6)	Purulia	Ajodhya, Bagda, Baghmundi, Bamni-Majhihira, Bandwan, Banjora, Bansbera, Baragram, Barameshya-Ramnagar, Bargoria-Jamtoria, Bari-Jagda, Barrah, Berada, Bhalubasa, Bhamuria, Bhandarpuara-Chipida, Bishri, Chandra, Chandra-Pairachali, Chatuhansa, Chirudih, Deoli, Dhanara, Dhelatbamu, Digha, Dighi, Dimdiha, Durku, Garsika, Ghaghra, Gopalnagar, Gourangdih, Hensahatu, Ichag, Ilujargo, Jabarrah, Jhald-Darda, Jitujuri, Kalidaha, Kalma, Kashipur, Kenda, Kuchia, Kuilapal, Kumari, Lagda, Lakhra, Manbazar, Maru-Masina, Mathari-Khamar, Nayadi, Pirrah, Rakhera-Bispuria, Ramchandrapur-Kotaldi, Saltore, Sidhi-Jamra, Simla-Dhanera, Sindri, Sirkabad, Sonaijuri, Sukurhutu, Supudih, Tulin, Tunturi-Suisa, Udaypur-Joynagar	65
(7)	South 24 Parganas	Gokarnee	1
Total			**85**

Appendix- XI

(Reference: Paragraph 2.10; page no. 20)

Statement showing losses due to theft and defalcation of fund and materials, missing of official documents and other assets noticed in GPs

Sl. No.	Name of GP	Name of ZP	Year of Theft / Defalcation	Nature of Theft / Defalcation	Cash (in ₹)	Cash (₹ in lakh)	Others	Followup action taken
(1)	Andarthole	Bankura	2004-05	Theft	12350	0.12	-	Informed to higher authority
(2)	Chinabari	Bankura	2009-10	Defalcation by the tax collector	25207	0.25	-	No action taken
(3)	Andal	Bardhaman	2009-10	Theft	-	-	Computer Monitor (17 inch), Printer (Dot matrix)	Informed to PS
(4)	Bidbihar	Bardhaman	2009	Theft	380000.00	3.80	-	FIR No. 235 dated 19.11.2009 U/S 461/379 1pc
(5)	Mougram	Bardhaman	2010	Theft	-	-	Cycle	G.D No. 420, dt. 11.01.2010 at Ketugram PS
(6)	Nirol	Bardhaman	2009	Theft	-	-	Tubewell materials	FIR at Ketugram Police Station and forwarded to BDO
(7)	Putshuri	Bardhaman	2009	Theft	-	-	CPU of IBM computer	Informed to OC, Manteswar PS vide Memo no 63/PGP/2009 dated 20.10.2009 and BDO, Manteswar Block.
(8)	Dokhalbati	Birbhum	2009	Robbery	42159.00	0.42	-	Diary No. 157/09 dated 17.09.09
(9)	Kendua	Birbhum	2010	Theft	-	-	CPU	Complain lodged to local police, and informed to BDO.
(10)	Kurunnahar	Birbhum	2009-10	Theft	-	-	CPU (3 nos.), UPS (3 nos.), Key Board (3 nos.), Mouse (3 nos.), Lan cable (08 mtr), Original Antivirus Pen Drive (1 no.)	No FIR with Police

Sl. No.	Name of GP	Name of ZP	Year of Theft / Defalcation	Nature of Theft / Defalcation	Cash (in ₹)	Cash (₹ in lakh)	Others	Followup action taken
(11)	Thiba	Birbhum	2009-10	Theft	35000	0.35	-	FIR lodged
(12)	Batun	Dakshin Dinajpur	2009-10	Theft	55720	0.55	-	FIR from Balurghat Dist. Gudge Court, Case No. 103/07, dt.26.07.07
(13)	Begampur	Hooghly	2009-10	Theft	-	-	Cycle	FIR to Chanditala Police Station No.1273 dated 24.07.09
(14)	Bora	Hooghly	2002-03	Defalcation by Ex-Pradhan	20000	0.2	-	It is under court's judgement
(15)	Chanditala	Hooghly	03.12.2009	Theft	51200	0.51	One computer, two emergency light and main cord of Fax machine	FIR in Chanditala P.S. case No. 204/09 dated 04.12.09
(16)	Nalikul Paschim	Hooghly	13.7.09	Theft	-	-	Computers (2) with accessories and 1 fan	FIR on 13.7.09
(17)	Panchghara	Hooghly	2009	Theft	21000	0.21	One CPU and One cycle	FIR done in Chanditala P.S. Case No. 215/09 dated 17.12.2009
(18)	Sija-kamalpur	Hooghly	26.12.09	Theft	-	-	2 computers, 1 cycle and 1 charger light	G.D No. 152/09 dated 26.12.09
(19)	Bagnan-II	Howrah	2009-10	Theft	3400	0.03	–	FIR No. 2657, dt 28.03.09
(20)	Mashila	Howrah	2009	Theft	750.00	0.0075	Scrap goods	FIR Memo No. 16/1/MGP/06 dated 12.5.09
(21)	Radhapur	Howrah	2008-09	Theft	73051.00	0.73	-	Informed to higher authority
(22)	Dharmapur	Jalpaiguri	2009-10	Theft	21000	0.21	-	FIR made in local Police Station
(23)	Aktail	Malda	2009-10	Theft	27350	0.27	Computer, Telephone, FAX, Almirah, Chair, Window, Door	FIR from Habibpur PS, FIR No. 48/10 dt.26.3.10

Sl. No.	Name of GP	Name of ZP	Year of Theft / Defalcation	Nature of Theft / Defalcation	Cash (in ₹)	Cash (₹ in lakh)	Others	Followup action taken
(24)	Indrani	Murshidabad	2008-09	Theft (of Materials)	1550	0.02	-	No action taken
(25)	Kashidanga	Murshidabad	02.08.09 & 01.09.09	Theft	-	-	One pump set and one Fax machine	Repoted in P.S.
(26)	Mirzapur-II	Murshidabad	11.01.10	Missing	-	-	one Hero cycle	Informed to higher authority
(27)	Chakdignagar	Nadia	2009	Theft	-	-	Camera	Case No. 896/09 dated 12.12.09 U/S 461/379/P-I PC
(28)	Fatepur	Nadia	2009-10	Theft	-	-	One computer, two fans	Diary in Haringhata Police Station
(29)	Bhowanipur-I	North 24 Parganas	22.01.10	Theft	-	-	Generator	Diary in Hasnabad P.S. case no. 25 dated 24.01.10
(30)	Panpur Keutia	North 24 Parganas	2009	Theft	-	-	Ceiling Fan-4, Computer monitor-2, CPU, UPS, Printer, Key Board etc.	FIR in Jagadal P/S
(31)	Rautara	North 24 Parganas	2009-10	Theft	-	-	Computer (3 nos.), Monitor (3 nos.) UPS (3nos.), Ceiling Fan (3 nos.)	Informed to Gramonnyon Bivag
(32)	Bhetia	Paschim Medinipur	2009	Theft	-	-	Tubewell materials	Prodhan & Nirman Sahayak were arrested vide memo No. 3248(5) kgp & 2264/1(5) dated 16.07.09
(33)	Dharsa	Paschim Medinipur	2009-10	Snached on the way to PO on 8.9.2009	140800	1.41		FIR lodged vide no. 17/2009 dt. 8.9.2009
(34)	Kanko	Paschim Medinipur	2009	Theft	-	-	Honda Generator set & Rice bag	Informed to IC Binpur PS & EO, Binpur-II
(35)	Keshiari	Paschim Medinipur	2009-10	Theft	3923.95	0.04	-	Inform to higher authority
(36)	Siddha - I	Purba Medinipur	1978-79	Defalcation by Pradhan	18884.48	0.19		No action taken

Sl. No.	Name of GP	Name of ZP	Year of Theft / Defalcation	Nature of Theft / Defalcation	Cash (in ₹)	Cash (₹ in lakh)	Others	Followup action taken
(37)	Ankro Barakadam	Purulia	03.03.10 and 24.04.10	Theft	-	-	One CPU, one UPS and one TV DVD	FIR in Manbazar-II P.S.
(38)	Hirapur Adardih	Purulia	2007	Theft	-	-	One generator and one Laptop	Reported at Kotshila P.S. Ref. 32/03/HD 09 dated 13.07.2007
(39)	Pindra	Purulia	2009-10	Theft	-	-	Cash Book, Ledger Book & 5 nos. of file	FIR
(40)	Durgapur	South 24 Parganas		Theft	73686	0.74	Materials	Informed to OC, Bhangar PS and BDO, Bhangar-I Block
(41)	Ghirnigaon	Uttar Dinajpur	2009-10	Theft	-	-	Canon photo xerox, Lenovo computer, IBM computer, IBM leserjet, Canon HP laserjet and Stabilizer-2KVA Materials worth ₹ 2.07 lakh	Informed to Chopra P.S. on 15.06.09 and BDO Chopra PS on 17.6.09
(42)	Marnai	Uttar	2000	Robbery	2,80,000	2.80	-	FIR No. 165/20 dated 13.10.2000 at Itahar PS
		TOTAL			**945031.43**	**9.45**		

Appendix- XII

(Reference: Paragraph 2.11; page no. 21)

Statement showing Internal Audit not conducted by GPs during 2009-10

Sl. No.	District	Total no. of GPs audited under each District	No. of GPs where internal audit not conducted	Percentage of total number of GPs where internal audit not conducted
(a)	(b)	(c)	(d)	(e) = d/c X 100
(1)	Bankura	190	156	82.11
(2)	Birbhum	167	114	68.26
(3)	Bardhaman	277	97	35.02
(4)	Cooch Behar	128	75	58.59
(5)	Dakshin Dinajpur	66	36	54.55
(6)	Hooghly	206	133	64.56
(7)	Howrah	156	23	14.74
(8)	Jalpaiguri	145	129	88.97
(9)	Malda	146	101	69.18
(10)	Murshidabad	253	141	55.73
(11)	Nadia	186	116	62.37
(12)	North 24 Parganas	200	130	65.00
(13)	Paschim Medinipur	284	239	84.15
(14)	Purba Medinipur	214	165	77.10
(15)	Purulia	169	144	85.21
(16)	South 24 Parganas	312	200	64.10
(17)	Uttar Dinajpur	98	80	81.63
Total		**3197**	**2079**	

Appendix-XIII

(Reference: Paragraph 2.11; page no. 21)

No. of PRIs where no Internal Audit was conducted during 2008-10

Sl. No.	Period	Name of PRIs	Total
(1)	2009-10	Birbhum ZP, Bardhaman ZP, Cooch Behar ZP, Dakshin Dinajpur ZP, Jalpaiguri ZP, South 24 Parganas ZP	6
(2)	2008-09	Alipurduar-II PS, Amta-I PS, Arsha PS, Bagda PS, Baghmundi PS, Bagnan-I PS, Bagnan-II PS, Balarampur PS, Barabani PS, Bharatpur-I PS, Bharatpur-II PS, Bhatar PS, Binpur-I PS, Bolpur-Sriniketan PS, Budge Budge-I PS, Bardhaman-II PS, Chakdaha PS, Contai-I PS, Contai-II PS, Dhupguri PS, Dinhata-II PS, Egra-I PS, Farakka PS, Gaighata PS, Ghatal PS, Gopiballavpur-I PS, Haldia PS, Haringhata PS, Ilambazar PS, Indas PS, Jalangi PS, Jamalpur PS, Jamboni PS, Jamuria PS, Kakdwip PS, Kalna-I PS, Karimpur-I PS, Karimpur-II PS, Kashipur PS, Ketugram-I PS, Khandaghosh PS, Krishnaganj PS, Kumarganj PS, Kumargram PS, Kushmandi PS, Madarihat Birpara PS, Mahisadal PS, Memari-I PS, Memari-II PS, Mohanpur PS, Mangalkote PS, Manteswar PS, Murarai-I PS, Murshidabad-Jiaganj PS, Nakashipara PS, Nalhati-I PS, Nalhati-II PS, Namkhana PS, Nanoor PS, Neturia PS, Para PS, Purbasthali-I PS, Purbasthali-II PS, Raghunathganj-I PS, Raghunathganj-II PS, Raghunathpur-I PS, Raghunathpur-II PS, Raina-I PS, Raina-II PS, Rajnagar PS, Rampurhat-I PS, Raninagar-II PS, Sagar PS, Shahid Matangini PS, Salanpur PS, Shalboni PS, Samserganj PS, Sankrail PS (Howrah), Sankrail PS (Paschim Medinipur), Shyampur-I PS, Shyampur-II PS, Sutahata PS, Suti-II PS, Swarupnagar PS, Taldangra PS, Tamluk PS, Tehatta-I PS, Tehatta-II PS, Tufanganj-I PS, Udaynarayanpur PS, Uluberia-I PS, Uluberia-II PS.	92
(3)	2009-10	Alipurduar-II PS, Amta-I PS, Amta-II PS, Arsha PS, Bagda PS, Baghmundi PS, Bagnan-I PS, Balarampur PS, Barabani PS, Binpur-I PS, Bolpur-Sriniketan PS, Chakdaha PS, Contai-II PS, Dhanekhali PS, Dhupguri PS, Dinhata-II PS, Egra-I PS, Garhbeta-III PS, Ghatal PS, Gopiballavpur-I PS, Haldia PS, Hanskhali PS, Haringhata PS, Ilambazar PS, Indas PS, Jamalpur PS, Jamboni PS, Jamuria PS, Kalna-I PS, Karimpur-I PS, Karimpur-II PS, Kashipur PS, Keshpur PS, Ketugram-I PS, Khandaghosh PS, Krishnaganj PS, Kumarganj PS, Kumargram PS, Kushmandi PS, Madarihat-Birpara PS, Memari-I PS, Memari-II PS, Mohanpur PS, Mangalkote PS, Manteswar PS, Murarai-I PS, Nakashipara PS, Nalhati-I PS, Nalhati-II PS, Nanoor PS, Purbasthali-I PS, Purbasthali-II PS, Raina-I PS, Raina-II PS, Rajnagar PS, Rampurhat-I PS, Raninagar-I PS, Raninagar-II PS, Sagar PS, Shahid Matangini PS, Sankrail PS (Howrah), Sankrail PS (Paschim Medinipur), Shyampur-I PS, Shyampur-II PS, Sutahata PS, Swarupnagar PS, Taldangra PS, Tehatta-I PS, Tehatta-II PS, Tufanganj-I PS, Udaynarayanpur PS, Uluberia-I PS, Uluberia-II PS.	75

Appendix- XIV

(Reference: Paragraph 3.1.3.1 & 3.1.3.2; page no. 30 and 31)

Statement showing no. of GPs where 100 mandays were not provided and permanent assets were not created during 2009-10

(₹ in lakh)

Sl. No.	District	Hundred mandays of work not provided	Permanent assets were not created	
		No. of GPs	No. of GPs	Amount expended
(1)	Bankura	188	74	4297.21
(2)	Birbhum	165	36	3201.27
(3)	Bardhaman	276	73	7343.50
(4)	Cooch Behar	126	35	1691.86
(5)	Dakshin Dinajpur	65	13	655.82
(6)	Hooghly	204	57	1714.93
(7)	Howrah	154	49	304.12
(8)	Jalpaiguri	143	61	7885.26
(9)	Malda	144	63	2002.82
(10)	Murshidabad	249	82	3133.19
(11)	Nadia	184	72	3978.68
(12)	North 24 Parganas	200	70	6428.31
(13)	Paschim Medinipur	281	79	5020.48
(14)	Purba Medinipur	209	40	1576.02
(15)	Purulia	163	60	4268.44
(16)	South 24 Parganas	293	119	1760.17
(17)	Uttar Dinajpur	95	28	855.11
Total		**3139**	**1011**	**56117.19**

Appendix- XV

(Reference: Paragraph 3.1.3.4 & 3.1.3.5; page no. 31 and 32)

Statement showing no. of GPs where photographs were not affixed on Job Cards, Job Cards were not issued though they applied for and employment not provided to the job seekers during 2009-10

Sl. No.	District	No. of GPs where photographs not affixed on Job Cards	No. of GPs where job Cards were not issued though they applied	No. of family applied for Job Card	No. of GPs where employment not provided	No. of applicants to whom work not provided
(1)	Bankura	92	10	2967	3	1017
(2)	Birbhum	31	5	820	2	785
(3)	Bardhaman	60	82	20680	8	3328
(4)	Cooch Behar	38	16	4276	14	7661
(5)	Dakshin Dinajpur	30	5	149	4	3603
(6)	Hooghly	34	10	1884	15	7603
(7)	Howrah	27	74	15366	10	2134
(8)	Jalpaiguri	25	16	3619	7	3381
(9)	Malda	41	14	4839	7	12038
(10)	Murshidabad	93	30	5272	22	41582
(11)	Nadia	37	36	9874	13	17242
(12)	North 24 Parganas	41	47	9378	10	481
(13)	Paschim Medinipur	73	34	4678	3	223
(14)	Purba Medinipur	73	115	39069	5	9229
(15)	Purulia	72	6	269	1	100
(16)	South 24 Parganas	83	61	9865	14	4915
(17)	Uttar Dinajpur	36	0	0	9	14750
Total		**886**	**561**	**133005**	**147**	**130072**

Appendix- XVI

(Reference: Paragraph 3.1.3.6; page no.32)

Statement showing non-preparation of Annual Action Plan under NREGS by GPs during 2009-10

(₹ in lakh)

Sl. No.	District	No. of GPs	Amount incurred outside AAP
(1)	Bankura	36	2,231.82
(2)	Birbhum	17	1,628.37
(3)	Bardhaman	35	4,135.07
(4)	Cooch Behar	24	1,779.41
(5)	Dakshin Dinajpur	19	1,130.04
(6)	Hooghly	13	640.31
(7)	Howrah	15	163.61
(8)	Jalpaiguri	8	1,242.73
(9)	Malda	16	680.53
(10)	Murshidabad	11	338.00
(11)	Nadia	22	1,530.17
(12)	North 24 Parganas	11	658.04
(13)	Paschim Medinipur	44	2,804.99
(14)	Purba Medinipur	49	2,492.00
(15)	Purulia	13	648.78
(16)	South 24 Parganas	38	364.13
(17)	Uttar Dinajpur	14	434.36
	Total	**385**	**22,902.36**

Appendix- XVII

(Reference: Paragraph 3.1.3.7; page no. 33)

Statement showing no. of GPs where estimated mandays were not achieved during 2009-10

(₹ in lakh)

Sl. No.	District	No. of GPs	Estimated mandays	Generated mandays	Difference	Closing balance
(1)	Bankura	165	38954697	6890575	32064122	827.72
(2)	Birbhum	158	38998776	11271801	27726976	953.07
(3)	Bardhaman	257	253251635	15507075	237744560	1,431.73
(4)	Cooch Behar	118	155034260	5475208	149559052	1,534.37
(5)	Dakshin Dinajpur	45	28908320	1751321	27156999	525.71
(6)	Hooghly	171	57943874	4499847	53444027	154.14
(7)	Howrah	141	3997063	724494	3272569	214.08
(8)	Jalpaiguri	121	83978584	12388646	71589938	251.10
(9)	Malda	120	29243691	3973765	25269926	196.07
(10)	Murshidabad	211	63900972	7407676	56493296	979.44
(11)	Nadia	153	41906476	6124446	35782030	1,172.30
(12)	North 24 Parganas	183	89277411	10242588	79034823	670.35
(13)	Paschim Medinipur	224	25259224	11049275	14209949	815.57
(14)	Purba Medinipur	191	47191122	7502753	39688369	581.44
(15)	Purulia	132	29070850	6853784	22217067	701.81
(16)	South 24 Parganas	269	24809747	3043238	21766509	767.53
(17)	Uttar Dinajpur	72	20167401	1638097	18529304	547.45
	Total	**2,731**	**1031,894,103**	**116,344,589**	**915,549,514**	**12,323.88**

Appendix- XVIII

(Reference: Paragraph 3.1.3.9; page no. 33)

Statement showing no. of GPs where social audit forum was not formed, social audit was not conducted and the objection raised in social audit were not settled during 2009-10

Sl. No.	District	Social audit forum was not formed	Social audit was not conducted	Unsettled objections
		No. of GPs	No. of GPs	No. of GPs
(1)	Bankura	22	29	20
(2)	Birbhum	11	26	29
(3)	Bardhaman	23	19	21
(4)	Cooch Behar	20	25	9
(5)	Dakshin Dinajpur	2	1	0
(6)	Hooghly	32	35	29
(7)	Howrah	10	8	12
(8)	Jalpaiguri	11	29	19
(9)	Malda	34	47	59
(10)	Murshidabad	62	61	36
(11)	Nadia	17	37	11
(12)	North 24 Parganas	20	27	30
(13)	Paschim Medinipur	15	22	13
(14)	Purba Medinipur	12	17	17
(15)	Purulia	16	21	31
(16)	South 24 Parganas	33	35	37
(17)	Uttar Dinajpur	15	23	27
	Total	**355**	**462**	**400**

Appendix-XIX

(Reference : Paragraph 3.2.2; page no. 34)

Statement showing no. of GPs where
Permanent Wait (PW) list was not prepared during 2009-10

(₹ in lakh)

Sl. No.	District	No. of GPs	No. of beneficiaries	Amount expended
(1)	Bankura	4	14	2.53
(2)	Bardhaman	12	264	87.69
(3)	Birbhum	3	16	3.85
(4)	Cooch Behar	1	276	30.89
(5)	Hooghly	4	9	2.56
(6)	Howrah	3	27	8.88
(7)	Malda	6	23	5.15
(8)	Murshidabad	4	33	5.24
(9)	North 24 Parganas	7	82	24.61
(10)	Paschim Medinipur	4	10	2.58
(11)	Purba Medinipur	7	44	7.07
(12)	Purulia	9	129	34.50
(13)	South 24 Parganas	8	183	37.71
	Total	**72**	**1,110**	**253.26**

Appendix-XX

(Reference : Paragraph 3.2.3; page no. 35)

Statement showing no. of GPs where assistance given outside priority list, enlisted 1/2 in P_2 index during 2009-10

(₹ in lakh)

Sl. No	District	No. of GPs	No. of beneficiaries	Amount expended
(1)	Bankura	5	28	5.93
(2)	Bardhaman	12	270	84.52
(3)	Birbhum	2	2	0.70
(4)	Cooch Behar	1	1	0.13
(5)	Hooghly	1	2	0.70
(6)	Howrah	1	8	2.80
(7)	Malda	5	21	4.45
(8)	Murshidabad	2	21	3.13
(9)	Nadia	1	113	30.98
(10)	North 24 Parganas	6	27	4.74
(11)	Paschim Medinipur	4	10	2.58
(12)	Purba Medinipur	6	39	6.73
(13)	Purulia	6	133	17.54
(14)	South 24 Parganas	13	197	41.11
	Total	**65**	**872**	**206.04**

Appendix-XXI

(Reference : Paragraph 3.2.4; page no. 35)

Statement showing no. of GPs where assistance given to male beneficiaries under Indira Awaas Yojana (IAY) during 2009-10

(₹ in lakh)

Sl. No.	District	No. of GPs	No. of male beneficiaries	Amount of assistance given
(1)	Bankura	157	1726	364.35
(2)	Birbhum	127	1935	395.59
(3)	Bardhaman	184	1301	367.73
(4)	Cooch Behar	117	4177	800.53
(5)	Dakshin Dinajpur	64	1970	383.13
(6)	Hooghly	148	1470	540.60
(7)	Howrah	115	1293	405.65
(8)	Jalpaiguri	115	2040	464.64
(9)	Malda	100	1429	331.59
(10)	Murshidabad	133	1791	388.35
(11)	Nadia	141	1688	490.95
(12)	North 24 Parganas	137	1761	507.94
(13)	Paschim Medinipur	204	1717	482.44
(14)	Purba Medinipur	103	558	93.53
(15)	Purulia	110	1313	234.75
(16)	South 24 Parganas	185	2769	619.76
(17)	Uttar Dinajpur	83	1504	443.28
	Total	**2,223**	**30,442**	**7,314.81**

Appendix-XXII

(Reference : Paragraph 3.2.5; page no. 35)

Statement showing no. of GPs which failed to allot 60 per cent of IAY assistance to SC/ST beneficiaries during 2009-10

(₹ in lakh)

Sl. No	District	Total no. of GPs	Total allocation	60 *per cent* of total allocation	No. of beneficiaries to whom allotment should be provided	Actual no. of beneficiaries to whom allotment was provided	Difference
			(a)	(b)=60 *per cent* of (a)	(c)=(b) / ₹ 0.35 lakh	(d)	(c)-(d)
(1)	Bankura	29	1228.62	737.17	2106	1279	827
(2)	Bardhaman	114	2065.08	1239.05	3540	1787	1753
(3)	Birbhum	118	2977.22	1786.33	5104	2350	2754
(4)	Cooch Behar	31	731.47	438.88	1254	718	536
(5)	Dakshin Dinajpur	20	628.95	377.37	1078	509	569
(6)	Hooghly	80	1421.77	853.06	2437	1482	955
(7)	Howrah	127	3255.90	1953.54	5582	2817	2765
(8)	Jalpaiguri	68	1576.88	946.13	2703	1197	1506
(9)	Malda	115	3231.26	1938.76	5539	1990	3549
(10)	Murshidabad	202	3425.081	2055.05	5872	1886	3986
(11)	Nadia	134	4854.82	2912.89	8323	4287	4036
(12)	North 24 Parganas	146	3477.49	2086.49	5961	2140	3821
(13)	Paschim Medinipur	135	3835.62	2301.37	6575	3355	3220
(14)	Purba Medinipur	131	978.30	586.98	1677	559	1118
(15)	Purulia	104	1202.96	721.78	2062	1062	1000
(16)	South 24 Parganas	231	2206.97	1324.18	3783	1615	2168
(17)	Uttar Dinajpur	76	1790.87	1074.5238	3070	1122	1948
	Total	**1,861**	**38,889.26**	**23,333.55**	**66,666**	**30,155**	**36,511**

Appendix-XXIII

(Reference : Paragraph 3.2.6; page no. 35)

Statement showing no. of GPs where land ownership for the beneficiaries not ensured before construction/ upgradation of huts under IAY during 2009-10

(₹ in lakh)

Sl. No.	District	No. of GPs	No. of beneficiaries	Amount of assistance given
(1)	Bankura	12	326	80.74
(2)	Birbhum	4	29	5.95
(3)	Bardhaman	47	479	149.29
(4)	Cooch Behar	24	245	58.82
(5)	Dakshin Dinajpur	4	361	63.18
(6)	Hooghly	14	134	46.27
(7)	Howrah	5	35	12.25
(8)	Jalpaiguri	18	870	197.09
(9)	Malda	18	189	51.81
(10)	Murshidabad	26	432	121.30
(11)	Nadia	7	254	64.40
(12)	North 24 Parganas	8	37	12.38
(13)	Paschim Medinipur	20	995	288.24
(14)	Purba Medinipur	11	247	45.14
(15)	Purulia	9	78	21.71
(16)	South 24 Parganas	26	272	81.85
(17)	Uttar Dinajpur	7	111	36.22
	Total	**260**	**5,094**	**1,336.64**

Appendix-XXIV

(Reference: Para no. 4.1.8, page no. 42)

(a) TSC Component-wise earmarking and funding pattern

Sl. No.	Component	Amount earmarked as *per cent* of the project outlay	Contribution *per cent*		
			GOI	State	Household/ Community
a.	Start-up Activities (Preliminary Surveys, Publicity etc.)	Less than 5% (subject to a ceiling of ₹ 20 lakh per district)	100	0	0
b.	IEC, Including Motivational Awareness and Educative Campaigns, Advocacy etc.	More than 15%	80	20	0
c.	Alternate Delivery Mechanism (PCs/RSMs)	More than 5% (Subject to a maximum of ₹ 35 Lakh per district)	80	20	0
d.	(i) Individual Latrines for BPL/ disabled house holds (ii) Community Sanitary Complexes	Less than 60% (subject to para 9 (d) of the Guidelines)	60	20	20
e.	Individual house hold latrines for APL	Nil	0	0	100
f.	School Sanitation Including Anganwadis (Hardware and Support Services)	More than 10%	60/70	30/30	10/0
g.	Administrative charges, including training, staff, support services, Monitoring & Evaluation etc.	Less than 5% (subject to a ceiling of ₹ 40 lakh per district)	80	20	0
h.	Solid/Liquid Waste Management (Capital Cost)	Up to 10%	60	20	20

(b) The financing pattern including the incentive for BPL household for construction of Individual house hold latrines

Basic Low Cost Unit Cost (₹) (Revised in December 2007) Basic Low Cost Unit Cost (₹)	Contribution					
	GOI		State		House hold	
	BPL	APL	BPL	APL	BPL	APL
Upto ₹ 625/- (single pit) Upto ₹ 1500	60%	Nil	20%	Nil	20%	100%
Between ₹ 625/- and ₹ 1000/- Between ₹ 1500/- and ₹ 2000/-	30%	Nil	30%	Nil	40%	100%
Above ₹ 1000/- Above ₹ 2000/-	Nil	Nil	Nil	Nil	100%	100%

Appendix- XXV

(Reference: Para no. 4.1.8, 4.1.9 & 4.1.10.1; page no. 42, 44 & 47)

Statement showing project sanctioned and achievement against each component under TSC upto 2010-11

Year	Household Latrines						Community latrines			School toilet			Anganwadi Toilet		
	Project sanctioned		Achievement				Project sanctioned	Achieve-ment	Percen-tage	Project sanctioned	Achieve-ment	Percen-tage	Project sanctioned	Achieve-ment	Percentage
	BPL	APL	BPL	APL	Total	Percentage									
1999-05			24,36,645	7,59,404	31,96,049			106			17,103			1	
2005-06			4,83,189	3,55,515	8,38,704			78			5,863			14	
2006-07			5,62,169	3,67,999	9,30,168			57			6,475			3,391	
2007-08	66,19,158	49,97,498	4,56,048	2,36,208	6,92,256		1,140	168		1,34,081	13,973		84,168	7,673	
2008-09			4,55,505	1,80,917	6,36,422			51			9,780			922	
2009-10			3,02,271	2,13,264	5,15,535			135			20,243			6,591	
2010-11			3,04,503	1,61,808	4,66,311			270			12,060			6,180	
Total	**66,19,158**	**49,97,498**	**50,00,330**	**22,75,115**	**72,75,445**	**63**	**1,140**	**865**	**76**	**1,34,081**	**85,497**	**64**	**84,168**	**24,772**	**29**

Appendix-XXVI

(Reference: Paragraph 5.1.4; page no. 56)

Statement showing excess amount paid towards issue of departmentally procured Steel and Cement

(A) Steel

Diameter of steel	Challan no. 288,289, 290, 294, 418, 420					Challan no. 408				
	Total quantity (in MT)	Issue rate (in ₹)	Recovery rate (in ₹)	Excess rate (in ₹)	Excess payment (₹ in lakh)	Total quantity (in MT)	Issue rate (in ₹)	Recovery rate (in ₹)	Excess rate (in ₹)	Excess payment (₹ in lakh)
(1)	(2)	(3)	(4)	(5)=(4)-(3)	(6)=(5)x(2)	(7)	(8)	(9)	(10)=(8)-(9)	(11)=(7)x(10)
8mm	0.998	31714	28360	3354	0.03	0.997	34586	28360	6226	0.06
10mm	7.547	31511	28360	3151	0.24	2.007	34222	28360	5862	0.12
12mm	0.596	31511	28360	3151	0.02	2.5	34222	28360	5862	0.15
16mm	7.577	29899	28360	1539	0.12	2.988	33130	28360	4770	0.14
20mm	19.981	29296	28360	936	0.19	1.743	32766	28360	4406	0.08
25mm	4	29296	28360	936	0.04					
Total	**40.699**				**0.64**	**10.235**				**0.55**

Diameter of steel	Challan no. 412					Challan no. 416				
	Total quantity (in MT)	Issue rate (in ₹)	Recovery rate (in ₹)	Excess rate (in ₹)	Excess payment (₹ in lakh)	Total quantity (in MT)	Issue rate (in ₹)	Recovery rate (in ₹)	Excess rate (in ₹)	Excess payment (₹ in lakh)
(1)	(2)	(3)	(4)	(5)=(4)-(3)	(6)=(5)x(2)	(7)	(8)	(9)	(10)=(8)-(9)	(11)=(7)x(10)
8mm	1.605	49281	28360	20921	0.34					
10mm	1.5	49281	28360	20921	0.31					
12mm	1.509	34222	28360	5862	0.09					
16mm	1.504	33130	28360	4770	0.07	2.1296	33130	28360	4770	0.10
20mm	4.294	47099	28360	18739	0.80					0.00
Total	**10.412**				**1.61**	**2.1296**				**0.10**

Diameter of steel	Challan no. 419					Challan no. 296				
	Total quantity (in MT)	Issue rate (in ₹)	Recovery rate (in ₹)	Excess rate (in ₹)	Excess payment (₹ in lakh)	Total quantity (in MT)	Issue rate (in ₹)	Recovery rate (in ₹)	Excess rate (in ₹)	Excess payment (₹ in lakh)
(1)	(2)	(3)	(4)	(5)=(4)-(3)	(6)=(5)x(2)	(7)	(8)	(9)	(10)=(8)-(9)	(11)=(7)x(10)
12mm	4.467	34222	28360	5862	0.26					
16mm						1.994	33130	28360	4770	0.10
20mm						1.5125	32766	28360	4406	0.07
Total	**4.467**	**34,222**	**28,360**	**5,862**	**0.26**	**3.5065**				**0.17**

(B) Cement

Company	Issued (in MT)	Issue Rate (In ₹)	Recovery rate (in ₹)	Excess payment (in ₹)	Total excess (₹ in lakh)
Ambuja	198.45	4882	3900	982	1.95
ACC	118.50	4680	3900	780	0.92
	316.95				**2.87**

(A) plus (B) = ₹ 3.33 lakh plus ₹ 2.87 lakh = ₹ 6.20 lakh

Appendix-XXVII

(Reference para: 5.3.2; page no. 69)

Statement showing idle investment of ₹ 12.11 crore

Sl. No.	Name of the PS	Controlling ZP	Nature of Work	Date of commencement	Scheduled time/ period of the completion	Incomplete as of	Estimated value (₹ in lakh)	Value of Work (₹ in lakh)	Reason for incompleteness
(1)	–	Murshidabad	Const of bridge	20.06.05	360 days	12/10	47.62	23.12	Fund constraint
(2)	–	Cooch Behar	Construction of RSJ Bridge.	14.08.08	12 month	9/10	308.68	240.09	ZP failed to identify the source of fund
(3)	Dantan I	Paschim Medinipur	Construction of Auditorium	2005	NA	3/11	NA	23.67	Paucity of fund
(4)	Dantan II	Paschim Medinipur	Construction of Community hall	26.03.03	NA	1/11	34.56	47.22	Shortage of fund
(5)	Sabang	Paschim Medinipur	Construction of Community Hall	NA	NA	8/2010	65.50	64.19	Non-availability of fund
(6)	Egra II	Purba Medinipur	Construction of CLRC Building	06.03.08	75 days	6/2010	9.04	7.07	Shortage of fund
(7)	Madarihat Birpara	Jalpaiguri	Construction of Central Bus Terminus	28.03.08	60 days	11/2010	24.94	22.27	Paucity of fund
(8)	Ketugram II	Bardhaman	i)Construction of Meeting Hall	16.03.08	4 months	6/2010	25.00	36.34	Site problem
			ii)Construction of G.P Health Centre	22.01.08	90 days	6/2010	8.50	7.83	Land problem
(9)	Tapan	Dakshin Dinajpur	Construction of Auditorium	07.03.08	NA	6/2010	93.25	66.58	Non-availability of fund
(10)	Chapra	Nadia	Construction of godown	03.04.08	90 days	9/10	17.00	17.00	Non-availability of additional fund
(11)	Sonamukhi	Bankura	Construction o Sanskritik Bhawan	6/2006	NA	7/2010	365.02	172.13	Non-availability of fund

Sl. No.	Name of the PS	Controlling ZP	Nature of Work	Date of commencement	Scheduled time/ period of the completion	Incomplete as of	Estimated value (₹ in lakh)	Value of Work (₹ in lakh)	Reason for incompleteness
(12)	Debra	Paschim Medinipur	Construction of Samiti Sadan	17.07.06	351 days	3/11	124.64	92.99	Shortage of fund
(13)	Domkal	Murshidabad	Construction of market complex	09.05.01	4 month	5/10	28.55	27.00	Scarcity of requisite fund
(14)	Nowda	Murshidabad	Construction of bridge	29.08.05	6 month	5/10	43.30	24.27	Failed to ascertain the source of fund.
(15)	Bharatpur II	Murshidabad	Construction of community hall	17.03.05	NA	4/10	35.68	9.44	Non-availability of further fund.
(16)	Jhalda I	Purulia	Construction of	14.10.04 & 27.10.05	NA	4/10	10.00	7.62	Defective planning and non-identifying the sources of fund.
(17)	Jhalda II	Purulia	Construction of three market complex	i)10.02.05 ii)7.04.05 iii)2.08.06	6month 6month 6month	10/07 10/08 11/07	9.64 5.17 6.36	4.75 3.61 5.77	Inaction on the part of PS.
(18)	Manbazar I	Purulia	Construction of bridge	25.03.05	NA	4/10	71.75	18.48	Insufficient fund.
(19)	Bagdah	North 24 Pgs	Construction of Centenary hall	02.02.01	NA	10/10	NA	48.20	Want of fund.
(20)	Chandrakona I	Paschim Medinipur	Construction of steel cart bridge	01.02.06	360 days	4/10	111.10	65.10	Paucity of fund.
(21)	Mongalkote	Burdwan	Implementation of water supply scheme	2007	4 month	5/10	149.12	107.46	political disturbance, site problem and natural calamities.
(22)	Salboni	Paschim Medinipur	Construction of l Salboni community hal	2003-04	NA	3/11	49.23	68.37	Failed to ascertain the source of fund
			Total				**1,643.65**	**1,210.57**	

Appendix-XXVIII

(Reference: Paragraph 5.4.1; page no. 77)

Statement showing failure to collect fixed revenue of ₹ 12.29 crore

(₹ in lakh)

Sl. No.	Name of PRI's	Particulars of own source revenue	Amount	Period of Audit
	Non-Collection of revenue from fixed sources			
	Zilla Parishads:			
(1)	Bankura	Rent of Market Complex	9.76	2009-10 (August, 2010)
		Lease rent of water bodies and lands	26.36	
(2)	Bardhaman	Rent from Market Complex	3.53	2009-10 (August, 2010)
(3)	Birbhum	Toll Tax	192.28	2009-10 (June, 2010)
		Lease of Market Complex	142.04	
		Rent of Market stalls	13.20	
(4)	Dakshin Dinajpur	Stall Rent	2.22	2009-10 (February, 2011)
(5)	Hooghly	Lease of ferry ghat	22.27	2009-10 (November, 2010)
(6)	Howrah	Licence fees	0.63	2009-10 (November, 2010)
(7)	Jalpaiguri	Rent of Market Complexes	54.89	2009-10 (December, 2010)
		Rent from Hats	356.22	
(8)	Malda	Rent of Market Complex	31.69	2009-10 (March, 2010)
		Rent & electricity bill of Atithi Abas	3.07	
(9)	Murshidabad	Rent of Market stalls	33.53	2009-10 (December, 2010)
		Lease of ferry ghats	10.39	
(10)	Nadia	Stall Rent	3.41	2009-10 (December, 2010)
(11)	North 24 Parganas	Rent of office buildings	34.89	2009-10 (November, 2010)
		Rent of Market Complex	23.79	
(12)	Paschim Medinipur	Rent of office buildings	8.10	2009-10 (December, 2010)
		Lease of ferry ghats	7.86	
		Stall Rent	12.39	
(13)	South 24 Parganas	Rent of office buildings	24.50	2009-10 (March, 2010)
(14)	Uttar Dinajpur	Lease of ferry ghats	0.10	2009-10 (December, 2010)
		Rent of Market stalls	2.43	
		Rent of Bungalows	0.99	
	Panchayat Samitis:			
(15)	Alipurduar - II	Lease rent	4.02	2008-10 (March, 2011)
(16)	Amta - I	Stall Rent and transport operator fees	3.62	2008-10 (August, 2010)
(17)	Bardhaman - I	Stall Rent	4.11	2008-10 (March, 2010)
		Rent from BL&LRO	11.09	
(18)	Bardhaman - II	Stall Rent	0.48	2008-10 (December, 2009)

Sl. No.	Name of PRI's	Particulars of own source revenue	Amount	Period of Audit
(19)	Beldanga - II	Rent of Market Complex	2.61	2008-09 (May, 2010)
(20)	Bhatar	Stall Rent	1.72	2008-10 (March, 2010)
(21)	Chandrakona - I	Stall Rent	3.24	2008-09 (March, 2010)
(22)	Chandrakona - II	Stall Rent	1.06	2008-10 (December, 2010)
(23)	Dinhata - II	Rent from BL&LRO	3.39	2008-10 (August, 2010)
(24)	Farakka	Stall Rent	1.47	2008-09 (March, 2010)
(25)	Galsi - II	Stall Rent	0.72	2008-10 (December, 2010)
(26)	Garhbeta - III	Lease rent of orchard	1.45	2008-10 (August, 2010)
		Rent of Market Complex	4.35	(March, 2010)
(27)	Haldia	Lease Premium of Market Complex	4.10	2008-10 (June, 2010)
(28)	Hariharpara	Stall Rent	1.77	2008-09 (March, 2010)
(29)	Ilambazar	Water supply charge	0.83	2008-10 (December, 2010)
(30)	Jalangi	Salami and Stall Rent	2.26	2008-09 (March, 2010)
(31)	Keshiari	Lease Rent	0.40	2008-10 (February, 2011)
(32)	Ketugram - I	Stall Rent	1.38	2008-10 (March, 2010)
(33)	Ketugram - II	Stall Rent	0.83	2009-10 (March, 2010)
(34)	Khandaghosh	Stall Rent	0.54	2008-10 (March,2011)
(35)	Khatra	Stall Rent	1.69	2007-10 (August, 2010)
(36)	Krishnagar - I	Stall Rent	2.87	2008-10 (May, 2010)
(37)	Krishnagar - II	Stall Rent	0.63	2008-10 (June, 2010)
		Lease of ferry ghats	1.20	
(38)	Kumarganj	Stall Rent	0.31	2008-10 (March, 2010)
		Lease of Hat	0.28	
(39)	Kumargram	Lease of ferry ghats and hat	0.10	2008-10 (November, 2010)
(40)	Labhpur	Stall Rent	1.14	2008-10 (December, 2010)
(41)	Manbazar - II	Stall Rent	1.01	2008-09 (April, 2010)
(42)	Memari - I	Lease of ponds	5.71	2008-10 (March, 2010)
(43)	Memari - II	Stall Rent	0.49	2008-10 (March, 2010)
(44)	Murarai - I	Stall Rent	2.52	2008-10 (July, 2010)
(45)	Murshidabad-Jiaganj	Lease of ferry ghats	0.16	2008-09 (April, 2010)
		Stall Rent	0.08	
(46)	Nabagram	Rent from BL&LRO	3.85	2008-09 (March, 2009)
		Stall Rent	0.43	
(47)	Nakashipara	Lease of ferry ghats	4.73	2008-10 (October, 2010)
(48)	Naoda	Lease Premium of Market Complex	0.54	2008-09 (May, 2010)
		Stall Rent	1.61	
(49)	Nayagram	Lease rent of hat	5.82	2008-10 (November, 2010)
		Stall Rent	4.36	
(50)	Pandabeswar	Stall Rent	0.62	2008-10 (October, 2010)
(51)	Para	Stall Rent	5.95	2008-09 (March, 2010)

Sl. No.	Name of PRI's	Particulars of own source revenue	Amount	Period of Audit
(52)	Raghunathpur - I	Rent of Market Complex	1.38	2008-09 (April, 2010)
(53)	Raina - I	Stall Rent	0.51	2008-10 (December, 2010)
		Lease rent	0.45	(March, 2011)
(54)	Raina - II	Rent of office buildings	0.43	2008-10 (January, 2011)
(55)	Shahid Matangini	Rent of office buildings	3.50	2008-10 (May, 2010)
		Stall Rent	19.91	(March, 2010)
(56)	Sankrail (Paschim Medinipur)	Stall Rent	2.32	2008-10 (February,2 011)
(57)	Sitai	Stall Rent	2.96	2008-10 (March, 2010)
(58)	Tamluk	Stall Rent	3.28	2008-09 (March, 2010)
(59)	Tapan	Stall rent	0.26	2008-10 (March, 2010)
(60)	Tehatta - I	Lease of ferry ghats	2.76	2008-10 (March, 2010)
(61)	Tehatta - II	Lease Rent	0.79	2008-10 (June, 2010)
(62)	Tufanganj - I	Stall Rent	4.47	2008-10 (March, 2011)
	Total (A)		**1165.10**	
	Non-collection of renewal/licence fees in spite of framing bye-laws			
	Panchayat Samitis:			
(1)	Bardhaman-I	Trade licence fees	1.35	2008-10 (March, 2010)
(2)	Bardhaman-II	Trade licence fees	0.42	2008-10 (December, 2009)
(3)	Beldanga - II	Licence fees	0.60	2008-09 (May, 2010)
(4)	Bharatpur - II	Licence fees	2.58	2008-09 (April, 2010)
(5)	Bongaon	Licence fees	13.65	2008-09 (March, 2010)
(6)	Contai-I	Licence fees	1.06	2007-09 (March, 2010)
(7)	Galsi - II	Renewal fees	0.23	2008-10 (December, 2010)
(8)	Garbeta - II	Licence fees	0.90	2008-10 (March, 2011)
(9)	Haringhata	Licence fees	6.40	2008-10 (November, 2010)
(10)	Hura	Licence fees	1.59	2008-09 (March, 2010)
(11)	Jalangi	Trade licence fees	0.91	2008-09 (March, 2010)
(12)	Kumargram	Trade licence fees	1.63	2008-10 (November, 2010)
(13)	Mangalkote	Licence fees	7.38	2008-10 (March, 2010)
(14)	Murarai-I	Licence fees of Hats	0.65	2008-10 (July, 2010)
(15)	Raghunathganj - I	Licence fees	8.48	2008-09 (April, 2010)
(16)	Raina - I	Trade licence fees	8.44	2008-10 (March, 2011)
(17)	Raina - II	Trade licence fees	2.03	2008-10 (January, 2011)
(18)	Rampurhat - I	Licence fees	0.58	2008-10 (January, 2010)
(19)	Salanpur	Trade Licence fees	0.16	2007-09 (June, 2010)
(20)	Sankrail (Howrah)	Licence fees for trade/ dangerous business	4.61	2008-10 (August, 2010)
(21)	Uluberia - II	Licence fees	0.70	2008-10 (November, 2010)
	Total (B)		**64.35**	
	Grand Total (A+B)		**1,229.45**	