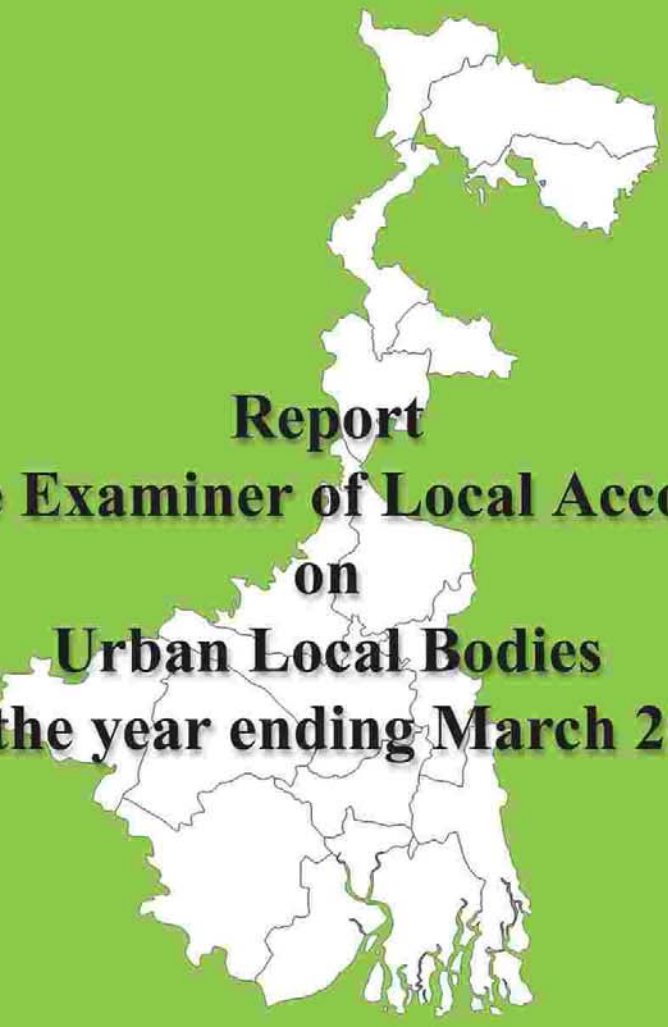


Report
of the Examiner of Local Accounts
on
Urban Local Bodies
for the year ending March 2011

Government of West Bengal





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PREFACE

The Government of West Bengal appointed Examiner of Local Accounts (ELA) as a primary auditor of accounts of Urban Local Bodies (ULBs) under West Bengal Municipal Act, 1993 and other Municipal Corporations Act. The ELA is an officer of Indian Audit and Accounts Department and works under the supervision of Principal Accountant General (Genral & Social Sector Audit), West Bengal, Kolkata.

The ELA prepares report on the accounts of ULBs unit wise and send such report to the Chairman and a copy thereof to the Director of Local Bodies or such other officers as the State Government may direct.

This Report for the year ended 31 March 2011 contains major audit findings arising out of audit of accounts / transactions of Urban Local Bodies in the State of West Bengal.

The cases mentioned in this Report are among those which came to notice in the course of test audit of accounts / transactions of 59 ULBs during the period from February 2010 to January 2011, as well as those noticed in earlier years but could not be dealt with in the previous Reports; matters relating to the period subsequent to 2009-10 have also been included wherever considered necessary.

OVERVIEW

OVERVIEW

This Report has five chapters containing observations of audit on accounting procedures and financial management, receipts, implementation of schemes as well as other important cases. A synopsis of the audit findings is presented in this overview.

Fifteen Urban Local Bodies (ULBs) had incurred excess revenue expenditure of ₹ 17.75 crore and three ULBs had incurred excess capital expenditure of ₹ 4.23 crore *vis-à-vis* the budget provisions during 2008 – 11.

[Paragraph 2.2]

Seven ULBs diverted ₹ 5.56 crore sanctioned for specific purposes during the period 1999 – 2010 depriving the beneficiaries from the intended benefits.

[Paragraph 2.4]

In absence of 'Special Fund' or due to inadequate contribution to the said fund, 10 ULBs accrued a liability of ₹10.17 crore towards pension and gratuity as of March - June 2010.

[Paragraph 2.5]

Twenty seven ULBs accumulated a liability of about ₹ 503.51 crore due to non-payment of loan in time.

[Paragraph 2.6]

Eight ULBs did not pay electricity charges amounting to ₹ 14.01 crore till the end of 2010.

[Paragraph 2.10]

Advances aggregating ₹ 28.88 crore granted by 27 ULBs for various purposes remained unadjusted till March 2010.

[Paragraph 2.11]

Inadmissible remission allowed in property tax resulted in loss of revenue of ₹ 7.20 lakh and ₹ 23.76 lakh in Kalna and Rishra Municipalities respectively.

[Paragraph 3.3]

Non-imposition of surcharge on property tax by 18 ULBs for commercial holdings during July 2000 to March 2010 resulted in loss of revenue of ₹ 6.22 crore.

[Paragraph 3.4.1]

Due to non / partial imposition of water charges or imposition of water charges at a lower rate, eight ULBs sustained a loss of ₹ 13.19 crore during the period from February 2003 to December 2010. It was also noticed that seven ULBs had partly realised water charges since the date of imposition by them, resulted ₹ 2.08 crore outstanding at the end of March 2011.

[Paragraph 3.5]

Due to non-allotment of constructed stalls / shops for a period ranging from four to five years, North Dum Dum Municipality and Siliguri Municipal Corporation failed to generate projected revenue of ₹ 52.00 lakh and ₹ 164.13 lakh towards *salami* / lease / rent in addition to blockage of capital.

[Paragraph 3.7]

Twenty six ULBs utilized only 47 and 55 *per cent* of the grants available under the Employment Generation Scheme (EGS) during the period 2008 – 09 and 2009 – 10 respectively. Twelve ULBs spent ₹ 10.28 crore under the scheme during 2008 - 10 without involving the Ward Committees / Community Development Societies. The expenditure incurred by eight ULBs on wages was below 40 *per cent* of the total cost of works during 2007 - 10, implying non-generation of employment of approximately 1,66,027 man-days. Four ULBs executed works worth ₹ 76.12 lakh during 2007 – 10 engaging contractors in violation of government guidelines.

[Paragraph 4.1]

Other Important Cases

Kamarhati Municipality issued 1649.72 quintals of rice during the period 2008 – 10 and released ₹ 78.34 lakh as cost of conversion under Mid-Day Meal Scheme to different schools and *sishu siksha kendras* against the actual entitlement of ₹ 43.13 lakh resulting in excess payment of ₹ 35.21 lakh.

[Paragraph 5.1]

Improper maintenance of stores and absence of periodical monitoring by the Chandernagore Municipal Corporation led to shortage of 333.76 quintals of rice

worth ₹ 5.16 lakh. The poor condition of godown damaged 12.50 quintals of rice worth ₹ 0.19 lakh.

[Paragraph 5.2]

The construction cess of ₹ 59.65 lakh collected during 2008 – 10 was retained by the Baranagar Municipality in violation of provisions of the Act and Rules.

[Paragraph 5.3]

Arambagh and Bongaon Municipalities did not collect the cess of ₹ 25.13 lakh at the time of sanctioning building plans.

[Paragraph 5.4]

CHAPTER I

INTRODUCTION

CHAPTER I

INTRODUCTION

1.1 Background

Municipal Bodies have been accorded constitutional status in the 74th Constitutional Amendment Act of 1992 and raised to the status of 'Government' at the local level.

Article 243W of the Constitution of India envisages that the State Government may, by law, endow the Municipalities with such powers and authority as may be necessary to enable them to function as institutions of self-government and such law may contain provisions for the devolution of powers and responsibilities upon Municipalities, subject to such conditions as may be specified therein, with respect to (i) the preparation of plans for economic development and social justice and (ii) the performance of functions and the implementation of schemes as may be entrusted to them including those in relation to the matters listed in the Twelfth Schedule.

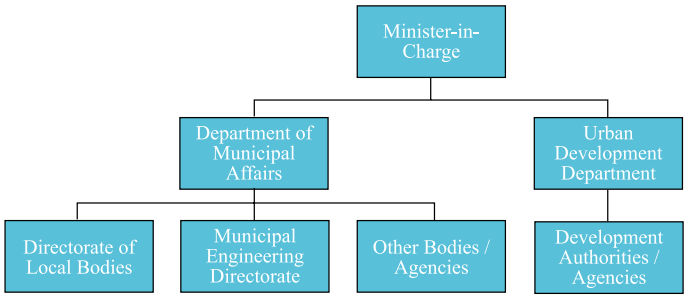
Out of 128 Urban Local Bodies[1] (ULBs) in West Bengal, 122 ULBs (119 Municipalities, two Notified Area Authorities and one Industrial Township) are governed according to the provisions of the West Bengal Municipal Act, 1993. Kolkata and Howrah Municipal Corporations are governed by the respective Acts of 1980. Other four municipal corporations were governed by the Acts[2] of 1990 and 1994. With effect from 1 November 2008, all municipal corporations (except Kolkata and Howrah) have been brought under the West Bengal Municipal Corporation Act, 2006. The municipalities were classified into five groups on the basis of the population as ascertained in the preceding census for the purpose of application of the provision of the Act. Each municipality is divided into a number of wards, which is determined and notified by the State Government having regard to the population, dwelling pattern, geographical condition and economic consideration of the respective area. The minimum number of wards is nine and the maximum number is kept between 15 and 141 depending on the size of the ULBs. An elected Councillor represents each ward.

[1] Municipal Corporation : 6, Municipality :119, Notified Area Authority : 2, Industrial Township : 1.
[2] Siliguri, Asansol and Chandernagore by respective Acts of 1990 and Durgapur by the Act of 1994.

In 2001 the urban population in West Bengal was 2.25 crore spread over 2060 sq. km., with a density of 10,915 per sq. km. as against the total population of 8.02 crore. During 1991 to 2001, the urban population was increased by 20.20 *per cent*, which was lower than the previous decade (29.49 *per cent*).

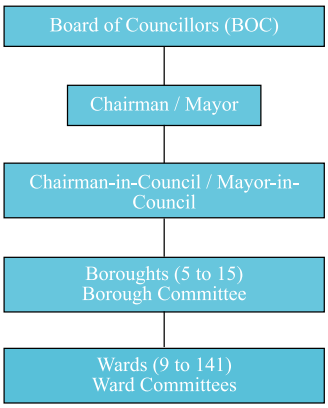
1.2 Organizational Structure

The Department of Municipal Affairs is entrusted with the responsibility of providing legal and administrative support to the ULBs of the State and to implement some of the development programmes through the municipal bodies. The urban development planning and infrastructural development are looked into by the Urban Development Department through various autonomous authorities / agencies created under relevant Acts. The departments are headed by the Minister-in-Charge. The Secretariat is looking after the various functions of the Directorate and other organizations which are related to the department. The structure is depicted below:

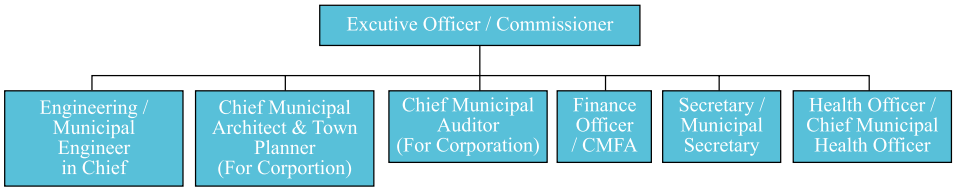


Whereas the Chairman / Mayor, elected by the majority of the Board of Councillors (BOC), is the executive head of the ULB and presides over the meetings of the Chairman-in-Council / Mayor-in-Council responsible for governance of the body. The executive power of a ULB is exercised by the Council. The Chairman presides over the Board of Councillors. The Chairman-in-Council / Mayor-in-Council, enjoys such power as is delegated by the Board.

Every ULB having a population of three lakh or more, groups the wards into five (up to 15 in respect of a municipal corporation) boroughs. The boroughs are constituted with not less than six contiguous wards and a Borough Committee is also constituted for each Borough. The Councillors of the respective wards are the members of such Borough Committee and elect the Chairman (not being a member of Chairman-in-Council / Mayor-in-Council) from among themselves. The Borough Committee discharges such functions, as the ULB assigns. At ward level, the ULB constitutes Ward Committee under the Chairmanship of the Ward Councillor. The organizational structure of the governing body of an ULB is as under:



The establishment of ULB is headed by an Executive Officer / Commissioner. Other officers are also appointed to discharge specific functions of respective area / nature. Subject to the supervision and control of the Chairman / Mayor, the Executive Officer / Commissioner functions as the principal executive of the ULB. The Executive Officer / Commissioner and the Finance Officer exercise such powers and perform such functions as are notified by the State Government from time to time. The structure of an Urban Local Body is as below:



1.3 Powers and Functions

The ULBs exercise their powers and functions in accordance with the provisions of Article 243W of the Constitution. Some obligatory functions of the ULBs are as follows:

- Water supply for public and private purpose;
- Construction and maintenance of sewage and drainage system;
- Collection and disposal of solid waste;
- Construction and maintenance of streets, bridges, fly-overs etc.;
- Construction and maintenance of public latrines, urinals and similar conveniences;
- Lighting of public streets and other public places;

- Construction and maintenance of markets;
- Preventing and checking spread of dangerous diseases including immunization;
- Town planning and development including preservation of monuments, places of historical, artistic and other importance; and
- Overall administration including survey, removal of encroachment, dangerous buildings, registration of births and deaths and pollution control of all kinds.

Further, the ULBs may at their discretion provide the services either wholly or partially out of its property and fund for the following services :

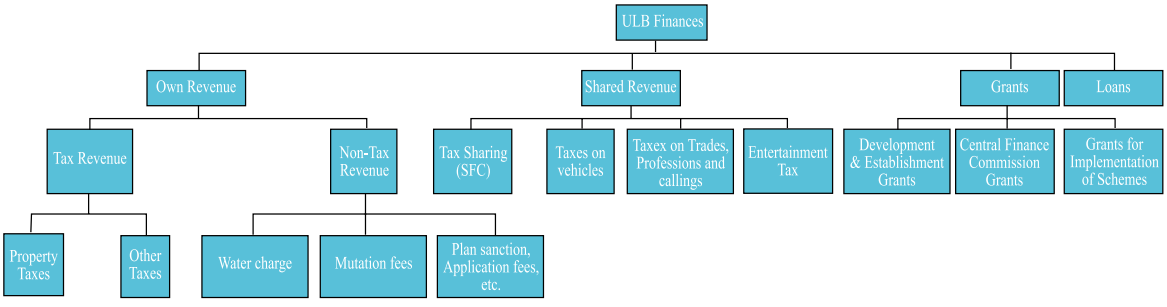
- Education;
- Sanitation;
- Relief in the time of famine, flood or earthquake;
- Old-age-homes, orphanage;
- Public works relating to relief, care of sick, medical service; and
- Low-cost dwelling houses for socially backward classes or citizens.

The State Government may impose or transfer any such functions and duties of the Government to the ULB including those performed by the departments. Such activities may include employment schemes and programmes, social forestry, health and family welfare, cottage and small-scale industries, formal and non-formal education etc.

1.4 Fund Flow Arrangement

The ULB fund comprises receipts from its own source, grants and assistance from governments and loans obtained from public financial institutions or nationalized banks or such other institutions as the State Government may approve. A flow chart of finances of a ULB is as under:

Sources of finances of ULBs



The property tax on land and building is the principal source of tax revenue of a ULB.

The main sources of non-tax revenue of a ULB are plan-sanction fees, mutation fees and water charges. All collections as permissible under the statute in force, such as tax and non-tax revenue, are meant for maintenance of administration and services to the tax payers.

The State Government releases administrative grants to the urban local bodies to compensate their revenue expenditure. Grants and assistance released by the State Government and the Central Government are utilised for developmental activities as specified in the respective schemes or projects.

The loans raised from different sources with prior approval of the State Government are utilised for execution of various projects / schemes.

1.5 Accounting Reforms / Arrangements

Accounting Manual for ULBs in West Bengal (except Kolkata Municipal Corporation[3]) based on the National Municipal Accounts Manual was prepared in February 2006 for switching over to double entry accounting system. Accordingly, Section 84 (effective from 1 October 2006) of the West Bengal Municipal Act, 1993 and Rule 22 (2) (with effect from 1 January 2007) of the West Bengal Municipal (Finance and Accounting) Rules, 1999[4] were amended for mandatory preparation of Balance Sheet, Income & Expenditure Account, Receipts & Payments Account and Cash Flow Statement with effect from the financial year 2006 – 07 for the ULBs in Kolkata Metropolitan Area and from 2007 – 08 for other ULBs.

1.6 Audit Arrangement

The West Bengal Municipal Act, 1993 and the Acts governing other Municipal Corporations envisage that the accounts of such bodies shall be examined and audited by an auditor appointed by the State Government. Accordingly, the State Government in exercise of the power conferred by the Municipal Acts of the State appointed the Examiner of Local Accounts (ELA) an officer of the Indian Audit & Accounts Service as the Auditor for audit of the accounts of the Urban Local Bodies. The Acts further envisage that the Auditor shall prepare the report on the accounts examined and shall send such report to the Chairman / Mayor and a copy thereof to the Director of Local Bodies or such other officers as the State Government may direct.

[3] Kolkata Municipal Corporation (KMC) follows 'Accrual based Double Entry Accounting System' which is not governed by the Accounting Manual for the other ULBs.

[4] Not applicable in case of KMC.

1.7 Audit Coverage

Out of 128 ULBs, audit of 59 ULBs[5] (**Appendix -1**) covering the financial year 2007 – 08, 2008 – 09 and 2009 – 10 was conducted during February 2010 to January 2011.

1.8 Follow up action on Audit Reports

Reports[6] of the Examiner of Local Accounts on Urban Local Bodies for the years 2003 – 04, 2004 – 05, 2005 – 06, 2006 – 07, 2007 – 08 and 2008 – 09 were submitted to the Government of West Bengal in May 2005, August 2006, July 2007, May 2008 ,October 2009 and March 2011 respectively. A State Level Audit Committee[7] (SLAC) was constituted on 23 February 2006 to examine the findings of the Audit Reports on Urban local Bodies.

Two meetings were held on 24 April 2008 and 3 September 2010. It was decided (April 2008) that priority would be given in the matter of submission of replies to the selected paragraphs by the Department of Municipal Affairs, replies to all other paragraphs would also have to be submitted by the Department to the Accountant General so as to facilitate the process of consideration of the Audit Reports by the SLAC. The number of paragraphs selected for discussion *vis-à-vis* the status of discussion is given below:

Table 1

Year	Type of the paragraph	No. of selected paragraphs	No. of paragraphs discussed/ settled by the SLAC
2003 - 04	Consolidated	20	Nil
	Individual	6	
2004 - 05	Consolidated	8	
	Individual	7	
2005 - 06	Consolidated	12	
	Individual	4	
2006 - 07	Consolidated	9	
	Individual	3	
2007 - 08	Consolidated	11	
	Individual	6	
Total		**86**	**Nil**

[5] Selected on the basis of Risk Analysis.

[6] The reports contained important observations on 'Accounting Procedures & Financial Management', 'Revenue Receipts / Receipts', 'Establishment', 'Material Management and Execution of Works' and 'Implementation of Schemes'. The reports included various draft paragraphs and observations on the 'Devolution of Functions, Functionaries and Funds to Urban Local Bodies', 'Heritage buildings and sites in Kolkata Municipal Corporation', 'Internal Control mechanism in Bidhannagar Municipality', 'Solid Waste Management', 'Car parking projects on PPP basis', 'Twelfth Finance Commission Grants' etc.

[7] Comprising the Chief Secretary (Chairman), Principal Secretary / Secretary of the Panchayats & Rural Development Department (Member), Principal Secretary / Secretary of the Municipal Affairs Department (Member), Principal Secretary of the Finance Department (Member), Accountant General (Receipt, Works & Local Bodies Audit), West Bengal (Member) and Principal Secretary of the Finance (IA) Department (Member-Secretary)- Notification No. 4010-F.B. dated 23 February 2006 of the Finance Department, Government of West Bengal.

1.9 Response to Audit Observations

The Chairman / Mayor are required to comply with the observations contained in the Inspection Reports (IRs) and rectify the defects and omissions and report their compliance to ELA within three months from the date of issue of IRs.

The details of IRs and the outstanding paragraphs held under objection as of July 2011 are given below:

Up to the period	No. of Inspection Reports	No. of outstanding paras	Money Value (₹ in crore)
2010-11	479	2939	1678.91

A review of the IRs, which were pending due to non-receipt of replies, revealed that the Heads of the ULBs, whose records were inspected by ELA, did not send replies to substantial number of IRs / paragraphs.

To settle outstanding paragraphs, six Audit Committee Meetings[8] were held during October 2010 to July 2011. In the Audit Committee Meetings, 10 Inspection Reports and 100 paragraphs of money value ₹ 47.30 crore were settled as detailed below:

Table 2

Date of ACM	Name of ULB	No. of IR settled	No. of Para settled	Money Value (₹ in Lakh)
01.11.2010	Kalna	1	1	0.12
	Burdwan	2	6	256.02
	Champdani	2	11	1807.55
	Bankura	1	32	1393.74
21.02.2011	Chakdah	0	6	2.66
	Bhadreshwar	0	17	683.46
30.03.2011	Chandrakona	2	9	82.76
	Ghatal	0	5	30.14
30.05.2011	Panskura	0	4	8.25
	Dubrajpur	0	3	58.31
	Mekhliganj	0	1	18.26
28.06.2011	Sonamukhi	0	2	0.00
	Panihati	2	3	389.12
Total		**10**	**100**	**4730.39**

Important findings noticed during the period from April 2010 to March 2011, as well as matters relating to the period subsequent to 2010-11 (wherever considered necessary) are described in the succeeding chapters.

[8] The Audit Committee, comprising of the Secretary of the Department, Examiner of Local Accounts, Director of Local Bodies & officials of the ULB, is constituted as and when required to discuss / settle outstanding Paragraphs of Inspection Report.

CHAPTER II

ACCOUNTING PROCEDURES AND FINANCIAL MANAGEMENT

CHAPTER II

ACCOUNTING PROCEDURES AND FINANCIAL MANAGEMENT

All Urban Local Bodies (ULBs) are required to present the budget estimate before the Board of Councillors (BOC) for discussion and subsequent adoption. A financial statement consisting of the Balance Sheet, Income and Expenditure Account, Receipts and Payments Account and Fund Flow Statement has to be prepared in the form and manner prescribed and presented before the Board of Councillors within six months from the annual closing of the year. The succeeding paragraphs bring out the deficiencies in the system of accounting noticed during audit of 59 ULBs.

2.1 Budget Provision

Rule 27 of the West Bengal Municipal (Finance and Accounting) Rules, 1999, states that the departmental heads of a municipality, under the direction of the Member-in-Charge in the Chairman-in-Council, shall prepare their estimated receipts and expenditure of the following year in consultation with the Borough Committees or the Ward Committees, as the case may be, and report the same to the Chairman. The Accounts Department shall, in consideration of the departmental requirements and having regard to the probable financial resources, prepare the Draft Annual Budget Estimate for the following year which shall be finalized by the Chairman with the help of the officers.

According to Section 82 of the West Bengal Municipal Act, 1993, no deficit shall be shown in the budget estimate so prepared.

After necessary consideration by the Chairman-in-Council, the said draft Annual Budget Estimate shall be placed before the Board of Councillors at a meeting specially convened for the purpose as provided under the law.

2.2 Inadequacy in Budgeting and control thereof

In 28 ULBs, there were persistent savings in the budget provisions over the last three years, indicating unrealistic estimates and absence of definite work plans. The budget estimate and the expenditure of these ULBs for the years 2008 – 09, 2009 – 10 and 2010 – 11 are given in **Table 3** while the unit-wise position is detailed in **Appendices 2A, 2B** and **2C**.

Table 3 : Budget estimate and expenditure for the years 2008 – 09 to 2010 – 11

Year		Budget estimate	Actual expenditure	Savings (-) Excess (+)	Percentage of variation
		(₹ in crore)			
2008 – 09	Revenue	320.97	274.55	(-) 46.42	(-) 14
	Capital	657.59	335.59	(-) 322.00	(-) 49
2009 – 10	Revenue	419.77	351.56	(-) 68.21	(-) 16
	Capital	708.08	347.86	(-) 360.22	(-) 51
2010 – 11	Revenue	576.81	433.69	(-) 143.12	(-) 25
	Capital	947.91	374.28	(-) 573.63	(-) 61

(Source: furnished by the ULBs)

It would be seen from the above table that there were substantial savings in both the revenue (14 to 25 *per cent*) and the capital (49 to 61 *per cent*) heads during 2008 – 11.

Chakdaha, Konnagar and North Dum Dum municipalities stated that the variations between provisions and expenditure were due to shortfall and delay in receipt of grant from Government and capital works not completed on time. Other ULBs did not furnish any reason for such variation.

As per section 69 (2) of the West Bengal Municipal Act, 1993, no payment of any sum shall normally be made out of Municipal Fund unless such expenditure is covered by a current budget grant and a sufficient balance of such budget grant is available for the purpose.

Audit found that fifteen ULBs had incurred excess revenue expenditure of ₹ 17.75 crore and three ULBs had incurred excess capital expenditure of ₹ 4.23 crore *vis-à-vis* the budget provisions during 2008-11 as shown in **Appendices 3A & 3B**.

The above expenditure violated the provision of section 69 (3), *ibid*, which stipulates that whenever any sum is paid for the purposes not covered by the budget grant, the matter shall forthwith be communicated to the Chairman-in-Council who shall take such action under the provisions of the Act, as may appear to it to be feasible and expedient for covering the amount of such payments. However, no action has been taken by any ULB to regularize the expenditure by obtaining sanction of the respective Board of Councillors for the excess of expenditure over the grant.

2.3 Preparation of Annual Accounts

Out of 419 total Annual Accounts[9] of 126 ULBs pertaining to the year upto 2009-10, 45 ULBs submitted 67 Annual Accounts[10] till 31 July 2011. 352 Annual Accounts were not submitted as of July 2011.

2.3.1 Observations on Accounting Software

To expedite the switch over to double entry accounting system, the Government of West Bengal had developed the accounting software PUROHISAB[11] and distributed it to all the ULBs, except Kolkata Municipal Corporation. Test check showed that:

- The software has no locking arrangement. Any voucher can be inserted at a later date even after closing of a particular accounting year. Therefore, integrity of accounting figures is unreliable.
- Code wise searching for any transaction is not possible in the software.

2.3.2 Annual accounts of Municipalities

Ten Audit Reports on annual accounts in respect of 10 ULBs[12] (in addition to Kolkata Municipal Corporation) were issued during 24 December 2010 to 31 July 2011. Out of 10 Annual Accounts, seven accounts were qualified, two accounts gave true and fair view and in one case Audit was unable to give any opinion. The major audit observations common to these Annual Accounts are as follows:

1. It was noticed that 4225 Journal Vouchers were passed and incorporated in Annual Accounts by 8 ULB[13], without any authorization of the Competent Authority. The vouchers also were not supported by primary papers / documents.
2. No physical verification of cash as well as stock of stores was done.
3. Figures generated by the functional departments did not tally with the finance department's figures.

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[9] 41 for 2006-07, 126 for 2007-08, 126 for 2008-09 and 126 for 2009-10.

[10] Twenty-six ULBs submitted Annual Accounts for the year 2006 – 07, Thirty-two ULBs for 2007–08, Six ULBs for 2008–09 and three ULBs for 2009-10.

[11] Accounting Manual for ULBs was released on 16.02.2006.

The accounts are being maintained from 1.4.2006 in Kolkata Metropolitan Area (KMA) and from 1.4.2007 in non-KMA.

[12] Arambagh (2007-08), Basirhat (2007-08), Burdwan (2008-09), Gayeshpur (2007-08), Gobardanga (2007-08), Haldia (2007-08), New Barrackpore (2006-07), North Dum Dum (2007-08), Pujali (2007-08) and Rajarhat –Gopalpur (2007-08).

[13] Arambagh (644), Basirhat (411), Burdwan (182), Gayeshpur (453), Gobardanga (244), New Barrackpore (1696), Pujali (268) and Rajarhat-Gopalpur (327).

4. The Provident Fund Accounts were understated by Gayeshpur and Rajarhat-Gopalpur Municipalities by ₹ 7.55 lakh and ₹ 3.87 lakh respectively due to non-inclusion of interest accrued during 2007-08. Similarly, the Provident Fund liability of Haldia Municipality was understated by ₹ 12.40 lakh due to non receipt of interest on the fund for the period from November 1986 to October 1994.

2.3.3 Annual accounts of Municipal Corporations

The Kolkata Municipal Corporation (KMC) had submitted its accounts for the year ending 31 March 2010 on 31 December 2010. The account was certified to be non-qualified subject to the comments summarized as under. There was understatement of liability of ₹ 40.69 crore, net overstatement of assets of ₹ 76.62 crore. Consequently, the Municipal Fund and surplus of Income over Expenditure for the years were overstated to the extent of ₹ 117.31 crore.

The Municipal Corporations, namely, Chandernagore (since 2006-07) and other three municipal corporations *viz.,* Asansol, Durgapur and Siliguri (since 2007-08) had not submitted the annual accounts till July 2011.

2.4 Diversion of funds

Seven ULBs diverted grants amounting to ₹ 5.56 Crore sanctioned for specific purposes as shown below:

Table 4 : Diversion of funds in respect of seven ULBs

Sl. No.	Name of the ULB	Period	Purpose of the grant	Expended for	Amount (₹ in lakh)
1.	Bidhannagar	2009-10	12th Finance Commission	SJSRY Revolving Fund	5.00
2.	Dalkhola	2008-09	IDSMT	Construction of Road, Maintenance of Street Light, Hire charge of vehicles, Purchase of electrical items	4.02
3.	Midnapore	1999-2010	Various Schemes	Office establishment	227.35
4.	Rajpur-Sonarpur	2009-10	BRGF	BSUP	38.89
5.	Rishra	2008-09	School	BSUP	15.00
6.	Suri	2008-10	BRGF	Payment of Pension, street light maintenance charge, contribution in UIDSSMT scheme, extra labour wages, tractor hire charge	26.72
7.	Taherpur	2008-10	UDISSMT	IHSDP	70.05
			SSA	IHSDP	50.00
			BEUP	IHSDP	50.00

Sl. No.	Name of the ULB	Period	Purpose of the grant	Expended for	Amount (₹ in lakh)
			HHW	IHSDP	4.23
			EGS	IHSDP	10.00
			A & OE Account	IHSDP	10.00
			Improvement of Metal Road	Construction of Park	45.00
Total					**556.26**

Thus due to unauthorized utilization of funds for administrative expenses, maintenance and works not specified under the schemes, the objectives of scheme could not be achieved and the target groups were deprived of the intended benefits.

2.5 Accumulation of outstanding liability of ₹ 10.17 crore towards pension and gratuity

As per Government Circular dated 5 May 1982, municipalities should create 'Special Fund' for payment of retirement / terminal benefits.

Test check of records of the following 10 municipalities revealed that due to non-creation of 'Special Fund' for payment of terminal benefits or inadequate contribution to the said fund, the municipalities could not pay the dues to the retired personnel. This resulted in accumulation of outstanding liability amounting to ₹ 10.17 crore as of March – June 2010 as shown below:

Table 5 : Outstanding liability towards pension & gratuity

Sl. No.	Name of the ULB	As of	Liability on account of	Amount of liability (₹ in lakh)
1.	Bansberia	March 2010	Gratuity	65.45
2.	Barasat	March 2010	Gratuity	11.69
3.	Berhampore	March 2010	Pension and gratuity	184.78
4.	Bhatpara	March 2010	Pension and gratuity	312.72
5.	Champdani	March 2010	Pension and gratuity	161.94
6.	Khardah	June 2010	Pension and gratuity	14.19
7.	Midnapore	April 2010	Pension and gratuity	62.81
8.	Nabadwip	March 2010	Pension and gratuity	124.23
9.	Sainthia	March 2010	Gratuity	4.98
10.	Suri	March 2010	Pension and gratuity	74.25
Total				**1017.04**

Thus, the above municipalities failed to discharge their obligatory responsibility and deprived the retired employees of their legitimate dues.

2.6 Increasing indebtedness

27 ULBs did not repay the outstanding loan and interest accrued thereon resulting in accumulation of huge liability of ₹ 503.51 Crore **(Appendix- 4).**

According to the Act sinking funds were to be created for each loan for debt servicing. Non-compliance to the Act led to indefinite liability creating additional burden on revenue fund of the ULBs.

2.7 Liability towards outstanding water charges

South Dum Dum municipality did not have adequate water works to cater to the need of general public. Municipality procures water from KMDA. However, municipality did not pay water charges amounting to ₹ 22.31 crore to KMDA till November 2010.

2.8 Loss of fund due to theft, defalcation, misappropriation etc.

Cases of theft, defalcation and misappropriation of funds were noticed in the following ULBs as detailed below:

Table 6

Name of ULB	Period	Particulars	Amount (₹ in lakh)
Howrah	2008-09	One computer worth ₹ 30,500/- was reported missing from the stock.	0.31
Suri	2007-10	Non-deposit of stall rent collected from 63 nos. of municipal stalls vide book no. 41-140 bearing serial no. 4,572-14,000	2.08
Total			**2.39**

In terms of Rule 26 of the West Bengal Municipal (Finance and Accounting) Rules, 1999, in case of loss of money by embezzlement, theft, or otherwise, the Chairman or the Vice-Chairman or the Executive Officer or the Secretary should lodge a first information report (FIR) in the local police station, and promptly report the matters to the Chairman-in-Council. When the matter has been fully enquired into, he shall submit a complete report showing the total sum of money lost, the manner in which it was lost and the steps taken to recover the amount and the action taken, if any. It was observed that Howrah Municipal Corporation had not initiated any action against the missing stock. In case of Suri Municipality, ₹ 1,44,000/- was recovered from the accused (Sri Lutfar Rahaman, Joint-in-Charge of Stall Rent Collection) and ₹ 64,782/- was unrealized as on December 2010 but legal and administrative action was not taken against the defaulter.

2.9 Unwarranted expenditure

In terms of a notification dated 15 April 1992 by the Government of West Bengal, all primary schools under the municipalities stood transferred to the District Primary School Council (DPSC) together with their lands, buildings and other properties and all teachers and staff were deemed to be employed by DPSC from that date.

Despite the above arrangement, 14 ULBs had incurred a total expenditure of ₹ 6.90 crore towards salary of employees and maintenance of primary schools during the period 1992-2010 as shown below:

Table 7

Name of ULB	Year	No. of schools	Amount (₹ in lakh)
Bally	2008-2009	5	17.50
Berhampore	2007-2010	NA	256.13
Bhadreshwar	2008-2010	5	92.15
Bhatpara	2008-2010	1	10.23
Champdani	1992-2010	3	84.87
Dum Dum	2008-2010	1	29.22
Kalna	2007-2010	1	4.52
Naihati	2008-2010	3	15.30
Old Malda	1994-2010	3	27.18
Rishra	2002-2010	5	77.42
Serampore	2008-2010	2	28.07
South Dum Dum	2008-2010	2	9.88
Suri	2005-2010	NA	21.66
Uttarpara-Kotrung	2008-2010	2	15.59
Total			**689.72**

The Government has reimbursed ₹ 271.61 lakh, ₹ 1.19 lakh, ₹ 72.94 lakh and ₹ 12.28 lakh to Champdani, Naihati, Old Malda and South Dum Dum Municipalities against expenditure of ₹ 356.48 lakh, ₹ 76.49 lakh, ₹ 100.12 lakh and ₹ 22.16 lakh respectively. No ULB had taken up the matter with the Government for handing over the schools. Thus, the ULBs were incurring expenditure which should have been used for providing municipal services to the people.

2.10 Non-recovery / non-payment / delay in payment of electricity charges

Four ULBs[14] paid ₹ 65.27 lakh for electricity charges in respect of tenants of stallholder and quarters but did not recover the same from the occupants till the close of the year 2009-10. Bhadreshwar and North Dum Dum Municipalities also paid the electricity bill for the staff quarters and stallholders but did not recover the same from the occupants.

[14] Bally (₹ 4.29 lakh till March 2009), Kharagpur (₹ 5.10 lakh till December 2010), Konnagar (₹ 11.55 lakh till March 2010) and Uttarpara-Kotrung (₹ 44.32 lakh till March 2010).

Eight ULBs[15] did not pay electricity charges amounting to ₹ 14.01 crore till the end of 2010, though adequate funds were available which created avoidable additional burden on account of surcharge / penalty. Three ULBs[16] failed to avail the facility of rebate on electricity bill by making payment on time and led to avoidable expenditure of ₹ 8.03 lakh.

2.11 Non adjustment of advances

In terms of Rule 189 of the West Bengal Municipal (Finance & Accounting) Rules, 1999, different accounts in the advance ledger shall be balanced quarterly and signed by the Executive Officer, Finance Officer or any other authorized officer, who shall also satisfy himself that steps are being taken to recover or adjust the advances outstanding for more than three months.

It was observed that advances aggregating ₹ 28.88 crore granted by 27 ULBs to Chairpersons, Councillors, employees, suppliers, contractors and Government organizations for various purposes remained unadjusted till March, 2010 (**Appendix - 5**). This is indicative of weak internal control mechanism to follow up regular adjustment of advances resulting in blocking of institutional funds.

2.12 Loss of interest on Provident Fund

Provident Fund subscriptions are required to be credited to the fund account in the treasury within 15 days of the next month to avoid loss of interest. The subscription towards Provident Fund was collected by 14 ULBs by deduction at source but not remitted into the treasury within the stipulated date. The delay in remittance resulted in loss of interest of ₹ 3.05 crore accrued (**Appendix –6)** during the intervening period, thereby creating an additional burden on the ULBs as the same was not payable by the Government. Further three ULBs[17] did not deposit Provident Fund subscriptions of ₹ 3.36 crore into the treasury till March 2010.

2.13 Poor monitoring of Property Tax collection

The position of current demand, collection and outstanding property tax (including service charge on Central Government Properties) in respect of 28 ULBs during 2008 – 11 is detailed below:

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[15] Baidyabati (₹ 392.95 lakh till March 2010), Bansberia (₹ 263.12 lakh till March 2010), Berhampore (₹ 125.69 lakh till March 2010), Gangarampur (₹ 4.14 lakh till March 2010), Kulti (₹ 98.53 lakh till July 2009), Panihati (₹ 51.65 lakh till March 2010), Purulia (₹ 424.00 lakh till March 2009) and Sonamukhi (₹ 41.02 lakh till February 2010).

[16] Bansberia (₹ 4.01 lakh), Dalkhola (₹ 0.22 lakh) and Kulti (₹ 3.80 lakh).

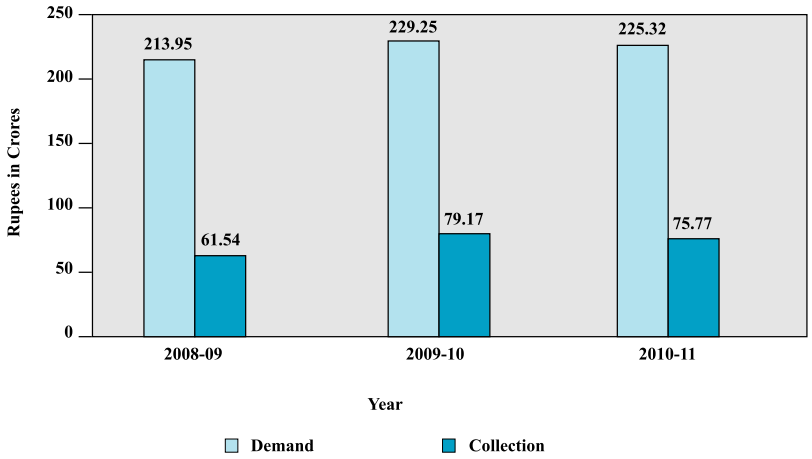
[17] Bally (₹ 64.09 lakh till March 2009), Berhampore (₹ 194.40 lakh till March 2010) and Champdany (₹ 77.62 lakh till March 2010).

Table 8

Year	Demand			Collection			Total outstanding dues
	Arrear	Current	Total	Arrear	Current	Total	
2008 – 09	141.48	72.47	213.95	23.45	38.09	61.54	152.41
2009 – 10	154.57	74.68	229.25	37.61	41.56	79.17	150.08
2010 – 11	146.94	78.38	225.32	22.32	53.45	75.77	148.71

(Source: Figures as furnished by the ULBs)

Overview of Demand and Collection of Property Tax



Unit-wise details are given in **Appendices – 7A, 7B and 7C**.

It was observed that on an average only 29 to 35 *per cent* of the total demand was collected during 2008 – 11 thereby further raising the arrear demand at the close of the each year. The collection out of current demand was around 55 to 68 *per cent* during the period, resulting in increase in the arrears. Only five ULBs could collect upto 50 *per cent* or more of the total dues (property tax) during the period. Other reasons for accumulation of huge tax arrear were non-payment of property tax / service charge by the Government holdings, closed and sick industries.

Section 147 of the West Bengal Municipal Act, 1993, provides that any tax levied under the Act may be recovered in accordance with the following procedure:

- by presenting a bill, or
- by serving a demand notice, or
- by distraint and sale of a defaulter's movable property, or
- by attachment and sale of a defaulter's immovable property, or
- by attachment of rent due in respect of land or building, or
- as a public demand under the Bengal Public Demands Recovery Act,1913.

Section 149 of the Act provides that when a property tax becomes due on any land or building, the Chairman shall cause to be presented to the owner or the occupier thereof a bill for the amount due. As per section 150 (2) such tax shall be payable in quarterly installments and every such installment shall be deemed to be due in the first day of the quarter in respect of which it is payable.

The procedures prescribed under section 147 were not followed properly by the ULBs to ensure prompt recovery of municipal dues. Reasons for the difference of ₹ 2.16 crore and ₹ 3.14 crore in the closing balance of the outstanding dues in March 2009 and March 2010 and the opening balance of the arrear demands in April 2009 and April 2010 respectively were not furnished by the concerned ULBs. Closing balance in 2010-11 is less than the difference between demand and collection by the amount of ₹ 0.84 crore due to the difference of the same in the Bally, Gayeshpur, Pujali and Mathabhanga municipalities. The municipalities did not furnish any reason for such difference.

2.14 Non remittance of Government dues

As per provisions, tax deducted at source shall be credited to the Government account in the succeeding month. Five ULBs[18] deducted Labour Cess amounting to ₹ 84.91 lakh at source during 2007-10, but did not deposit the amounts to Government account till the closure of audit[19]. Berhampore Municipality also did not deposit the Income Tax amounting to ₹ 17.74 lakh and the Sales Tax amounting to ₹ 17.74 lakh deducted at source during 2007-10. This was a strict violation of Government norms and it would also increase the liability of the ULBs in the shape of penalty for non-deposition of cess, tax, etc.

2.15 Deficiencies in maintenance of cash book / stock register

Test check of records of 10 ULBs[20], revealed several deficiencies in the maintenance of Cash Book. The number of pages of the Cash Books, entries of transaction and correctness were not authenticated. Pages were left blank in between. The transactions were not recorded on the day of occurrence. The daily cash balances were not computed and certified. The monthly closing cash balances were not reconciled. No physical verification of closing balances was made. As a result, actual book balances were not ascertainable.

2.16 Non-maintenance of basic records

Prescribed basic[21] records *viz.,* Work Register, Investment Register, Loans Register, Register of Un-paid Bills, Self Cheque Register, Deposit Ledger, Asset

[18] Barasat (₹ 60.52 lakh during 2007-10), Bhadreshwar (₹ 6.29 lakh during 2008-10), Dalkhola (₹ 2.25 lakh during 2008-10), Howrah (₹ 15.67 lakh during 2009-10) and Mekliganj (₹ 0.18 lakh during 2008-09).

[19] Barasat till 24.06.2010, Bhadreshwar till 13.10.2010, Dalkhola till 12.05.2010, Howrah till 31.05.2010 and Mekliganj till 20.02.2010.

[20] Dalkolha, Dianhat, Dum Dum, Kamarhati, Khardah, Old Malda, Rishra, South Dum Dum, Taherpur and Uluberia.

[21] As per West Bengal Municipal (Finance and Accounting) Rule, 1999.

Register, Register of Tools and Plant, Register of Civil Suits, Demand and Collection Register of different revenue, Appropriation Register, Remission Register, Mutation Register, Assessment Register, Stamp Register, Register of Security Deposit, Register of Adjustment, Register of Lands, Register of Disbursement of cash drawn on cheques, Annual Financial Statement, Prosecution Register, Scheme Register, Advance Ledger, etc., were not being maintained by nine ULBs[22] test checked.

2.17 Internal Audit

In terms of Section 91 of the West Bengal Municipal Act, 1993, the State Government may by rules provide for internal audit of the accounts of a Municipality in such manner as it thinks proper.

Rule 24 of the West Bengal Municipal (Finance and Accounting) Rules, 1999, stipulates that the Chairman-in-Council (CIC) of the Municipality shall cause a checking of accounts of the Municipal Fund, at least once in every month. In course of such checking, the officer authorized in this behalf shall identify the errors, irregularities and illegalities, if any, in the matter of maintenance of accounts and make notes of the same. The CIC shall also cause the preparation of a report on checking of accounts of the Municipal Funds for every quarter which shall be placed before the Municipal Accounts Committee and the Director of Local Bodies, for examination and report.

Out of 52 ULBs test checked, it was noticed that 48 ULBs[23] did not conduct any internal audit during 2007-10. Four ULBs *viz.,* Barrackpore, Dainhat, Howrah and North Dum Dum conducted internal audit for 2008-09, 2007-10, 2008-09 and 2009-10 respectively but only Dainhat Municipality furnished the copy of the report of internal audit.

2.18 Conclusion

There was lack of budgetary control and absence of reliable budget formulation. Although the ULBs dealt with substantial sums, a full fledged accounts wing with skilled staff continued to be lacking in most of the ULBs to ensure proper budget preparation and accuracy in accounts. Most of the ULBs failed to present accounts in time. Increasing liability on unpaid loan, non adjustment of huge advances, loss of interest on provident fund and irregular maintenance of

[22] Bidhannagar, Dalkolha, Dum Dum, Khardah, Kulti, Mekliganj, Old Malda, Rishra and Taherpur.

[23] Asansol, Baidyabati, Bally, Baranagar, Barasat, Berhampore, Bhadreshwar, Bhatpara, Bidhannagar, Chakdaha, Champdani, Dalkhola, Dubrajpur, Dum Dum, English Bazar, Gangarampur, Haldia, Kaliaganj, Kalna, Kamarhati, Kanchrapara, Kharagpur, Khardah, Kulti, Madhyamgram, Maheshtala, Mathabhanga, Mekhliganj, Midnapore, Nabadwip, Naihati, North Barrackpore, Old Malda, Panihati, Panskura, Pujali, Purulia, Rajarhat- Gopalpur, Rajpur-Sonarpur, Rishra, Sainthia, Serampore, Siliguri, Sonamukhi, South Dum Dum, Taherpur, Tarkeshwar and Uttarpara- Kotrang.

cash book indicated inadequate internal control and monitoring to ensure proper accounting of substantial public funds spent by the ULBs.

2.19 Recommendations

To bring about more transparency to the financial transactions of ULBs it is recommended to:

- Strengthen Management Information System (MIS) for oversight by the BOC and other statutory committees.
- Incur expenditure according to budget estimates.
- Strengthen internal control in the ULBs.
- Ensure timely preparation of annual accounts.
- Remit Government dues in time and fix responsibility in case of default.
- Report and take action on all cases of embezzlement, theft, etc. in accordance with the Municipal laws.

CHAPTER III

RECEIPTS

CHAPTER III

RECEIPTS

Tax and non-tax revenue are levied by the ULBs as per provisions of the Municipal Acts. The other sources of revenue are share of state revenue grants and contributions.

The deficiencies in management of the resources noticed during audit check of 59 ULBs are described in the succeeding paragraphs.

3.1 Budget estimates and actual receipts from own source

The receipt of a ULB comprises own source and State Government grants in the shape of shared taxes and administrative grant. Own source comprises receipts generated mainly from property tax. The variations between budget estimates and actual receipts from own source of 26 ULBs during the last three years 2008 – 09, 2009 – 10 and 2010 – 11 are given below (unit wise position is detailed in **Appendix –8)**:

Table 9

(₹ in crore)

Year	Budget Estimates	Actual Receipts	Variations {Increase (+) / Shortfall (-)}	Percentage of realisation
2008 – 09	196.52	166.17	(-) 30.35	85
2009 – 10	220.69	176.95	(-) 43.74	80
2010 – 11	316.69	214.27	(-) 102.42	68

(Source: Figures as furnished by the ULBs)

The reasons for the shortfall *vis-à-vis* budget estimates were non-assessment of previous performance and failure to prepare action plans for collection of property tax. During 2010-11, in 10 out of 26 ULBs the tax collection was less than 80 *per cent* of the target while Gayeshpur and Kulti Municipalities realised less than 20 *per cent* revenue of their budget estimate. Collection of Panihati and Rajpur-Sonarpur Municipalities exceeded the budget estimate during all the three years. The overall realization was 85 *per cent* during 2008-09; it, however, gradually declined to 68 *per cent* in 2010-11.

3.2 Loss of revenue due to delay in revision of annual valuation of property

Property tax on land and building in a land holding is determined on the basis of annual value of that holding. As per provisions of the Act, annual valuation

of a holding shall, subject to other provisions, remain in force in respect of each ward for a period of five years. The ULB shall cause a general revision of all holdings to ensure that there is a revision of annual valuation of all municipal holdings at the termination of successive period of five years. As per the section 113(3) of the West Bengal Municipal Act, 1993, the annual valuation shall come into force from the beginning of a quarter of a year immediately following an order passed by the appropriate authority. Therefore, delay in revision shall cause loss to the local government because arrear cannot be demanded in view of the provisions mentioned above.

Due to delays ranging from two to six years in such revisions, three ULBs suffered a loss of revenue of ₹5.31 crore as detailed below:

Table 10

(₹ in lakh)

Name of ULBs	Due date of revision	Actual date of revision	Period of delay	Loss of revenue
Dainhat	April 2008	October 2010	Two years and six months	8.97
North Barrackpore	April 2004	March 2010	six years	500.87
Taherpur	October 2003	No revision till March 2010	Six years and six months	21.29
Total				**531.13**

Fifteen ULBs[24] did not take action for revision of valuation as of 31, March 2010. The period of delay ranged from three months to nine years in these ULBs. The loss of revenue in respect of the ULBs could not be ascertained for want of assessment of valuation.

3.3 Remission in property tax beyond permissible limit

In terms of Section 111 (4) of the West Bengal Municipal Act, 1993, any person who is dissatisfied with the decision on annual valuation of his property as entered in the assessment list, may prefer an application for review before the Board of Councillors (BOC) within a period of two months from the date of presentation of bill for payment of tax.

Section 112 (1) of the Act stipulates that every application presented as above shall be heard and determined by a Review Committee. The Review Committee may reduce the valuation of any land or building. However, such reduction shall not be more than 25 *per cent* of the annual valuation of such land or building except in the case of gross arithmetical or technical mistake.

[24] Barasat, Berhampore, Bhatpara, Champdani, Dhubrajpur, English Bazar, Halisahar, Khardah, Konnagar, Midnapore, Naihati, Old Malda, Sainthia, Sonamukhi and South Dum Dum.

In contravention of the above provision, Kalna Municipality allowed remission in 18 cases on annual valuation ranging from 31 to 96 *per cent* amounting to ₹ 7.20 lakh from April 2007. Rishra Municipality allowed remission directly on annual property tax ranging from 30 to 50 *per cent* amounting to ₹ 23.76 lakh from July 2004 though there is no such provision. The ULBs did not record any reasons for such irregular remission.

3.4 Non / under imposition of surcharge- Loss of revenue of ₹ 6.47 crore

3.4.1 As per Section 97 of the West Bengal Municipal Act, 1993, a surcharge of not less than 20 *per cent* and not more than 50 *per cent* of the total property tax imposed on a holding shall be levied as the BOC may, from time to time decide, if such holding is wholly or in part used for commercial, industrial or such other non-residential purposes. The rate of surcharge shall form part of property tax for the purpose of recovery.

In violation of the above provisions, 18 ULBs did not impose any surcharge on property tax for commercial holdings during July 2000 to March 2010. Computed at the minimum rate of 20 *per cent*, the loss of revenue amounts to ₹ 6.22 crore (**Appendix – 9**). Though the matter was pointed out in the earlier Reports of the Examiner of Local Accounts for the years ending 31 March 2004, 2005, 2006, 2007, 2008 and 2009 but no corrective measures were taken. Barasat Municipality has not conducted any survey for identification of commercial and industrial holdings till date.

3.4.2 Rajpur-Sonarpur Municipality imposed surcharge at the rate of 1 *per cent* on annual property tax of commercial holdings and collected ₹ 1.32 lakh during 2009-10. The rate imposed for surcharge was lower than the minimum rate of 20 *per cent* provided under the Act and the Municipality sustained a loss of revenue of ₹ 25.21 lakh during 2009-10.

3.5 Non / short realization of water charges

In terms of Section 226 (1) of the West Bengal Municipal Act, 1993, it shall be the duty of every municipality to supply potable water for domestic use of inhabitants. The supply of water for domestic and non-domestic uses may be charged at such scale of fee or price as may be prescribed. The water charge ranging from ₹ 15 to ₹ 150 per month for supply of water to domestic and non-domestic consumers was to be fixed on the basis of property tax and ferrule[25] size. However, due to non / partial imposition of charges or imposition of charges at a lower rate, eight ULBs sustained a loss of ₹ 13.19 crore during the period from February 2003 to December 2010 as shown below:

[25] A device placed on a water pipe to allow fixed quantum of water to flow through it.

Table 11

(₹ in lakh)

Name of ULBs	Period	Minimum Chargeable Amount	Amount Charged	Loss
Bally	February 2003 to March 2010	171.88	Nil	171.88
Halisahar	February 2003 to March 2009	197.60	Nil	197.60
Kanchrapara	April 2008 to March 2010	28.47	Nil	28.47
Midnapore	May 2008 to March 2010	60.04	Nil	60.04
Nabadwip	April 2008 to March 2010	16.89	Nil	16.89
Naihati	February 2003 to March 2010	193.98	Nil	193.98
South Dum Dum	February 2003 to December 2010	492.21	46.58	445.63
Uttarpara-Kotrung	February 2003 to March 2010	204.65	Nil	204.65
Total		**1365.72**	**46.58**	**1319.14**

It was also noticed that seven ULBs had partly realised water charges since the date of imposition by the respective ULBs resulting ₹ 2.08 crore remaining outstanding at the end of March 2011 as detailed below:

Table 12 : Outstanding water charges

(₹ in lakh)

Name of ULBs	Demand	Collection	Outstanding
Bansberia	26.08	2.28	23.80
Berhampore	7.53	3.59	3.94
Dainhat	5.68	4.32	1.36
Haldia	64.15	52.91	11.24
Konnagar	60.28	14.45	45.83
Mathabhanga	9.30	2.16	7.14
Panihati	166.71	51.66	115.05
Total	**339.73**	**131.37**	**208.36**

The ULBs did not furnish any reasons thereof.

3.6 Outstanding Fee - ₹ 79.87 lakh

Certificate of enlistment for profession, trade and calling is issued annually on receipt of the application fee.

In spite of the above provision for realization of fee in advance, 12 ULBs[26] could not realize License Fee of ₹ 79.87 lakh at the end of March 2010.

No action was initiated by the concerned ULBs to realize the outstanding dues.

3.7 Failure in generating projected revenue due to non-allotment / delay in allotment of stalls / shops

The BOC with prior approval of the State Government may undertake the formulation, execution and running of commercial projects including market development schemes, industrial estates, depots for trading in essential commodities, maintain bus terminals together with commercial complexes, run tourist lodges and centers along with commercial activities or carry on similar projects on a commercial basis.

Test check of market complexes of North Dum Dum Municipality and Siliguri Municipal Corporation revealed that non-allotment of stalls / shops for a period ranging from four to five years failed to generate projected revenue of ₹ 52.00 lakh and ₹ 164.13 lakh towards *salami*[27] / lease / rent in addition to blockage of capital.

This reflects inadequate internal controls and a weak monitoring mechanism in the ULBs resulting in loss of potential revenue.

3.8 Non-realisation of rent / lease money - ₹ 6.17 crore

In 26 ULBs, the arrears in realisation of rent / *salami* / lease money from stalls, shops and market complexes amounted to ₹ 6.17 crore till the date of audit as detailed in **Appendix –10.**

Delays in realisation of rent, *salami,* lease money, etc. reduced the revenue of these ULBs to that extent, thereby widening the resource gap. It also indicates that the internal control mechanism in the ULBs was poor.

3.9 Collection of penalty for unauthorised construction

In terms of Sec 218 of the West Bengal Municipal Act, 1993, if the construction of any building has commenced without obtaining sanction or permission under the law or has been completed otherwise than in accordance with the particulars on which such sanction was based or in violation of any condition lawfully given or any alteration or addition completed in breach of any provision of the Municipal

[26] (Asansol: ₹ 16.81 lakh), (Barasat: ₹ 35.17 lakh), (Bhatpara: ₹ 3.95 lakh), (Dalkhola : ₹ 1.30 lakh), (Dubrajpur: ₹ 0.55 lakh), (Gayeshpur : ₹ 9.96 lakh), (Kaliyaganj: ₹ 0.76 lakh), (Khardah: ₹ 3.97 lakh), (Mathabhanga: ₹ 5.00 lakh), (Mekliganj: ₹ 0.97 lakh), (Midnapore: ₹ 1.09 lakh) and (Panihati : ₹ 0.34 lakh)

[27] One time premium payable by leasee or tenant.

Act, the BOC may order directing such construction to be demolished or altered. It shall be the duty of the owner to cause such demolition or alteration to the satisfaction of the BOC. In default, such construction may be demolished or altered by the BOC at the expense of the said owner.

Test check of records of five municipalities[28] revealed that in violation of the said provision of the Act, an amount of ₹ 4.18 crore was collected as fine for regularization of unauthorized construction during 2002-10. Barasat Municipality regularized unauthorised constructions by imposing penalty of ₹ 12.56 lakh but collected only ₹ 2.00 lakh.

In terms of Sec 177 of the Howrah Municipal Corporation Act, 1980, where the erection of any building or the execution of any work in pursuance thereof has been commenced, or is being carried on, or has been completed without or contrary to the sanction or in contravention of any of the provisions of this Act or the rules and the regulations made thereunder, the Commissioner may in addition to any other action that may be taken under this Act, make an order directing that such erection or work shall be stopped or demolished or such addition or alteration thereto be made as the Commissioner considers necessary, by the person at whose instance the erection or the work has been commenced, or is being carried on, or has been completed.

Test check of records of Howrah Municipal Corporation revealed that in violation of the said provision of the Act, out of 433 unauthorised constructions detected during 2006-09, only 6 unauthorised constructions were demolished, 21 cases are subjudice, 145 such unauthorised constructions were regularised by collecting fees amounting to ₹ 121.98 lakh and no action has yet been taken against rest of the 261 unauthorised constructions. BOC empowered the Chairman to decide the penalty.

The ULBs' decision to regularise unauthorised constructions by imposing penalty is unacceptable as it was in contravention of the Act *ibid.* Moreover, this encourages major deviations in construction which may be detrimental to public interest.

Such collection of revenue without observing prescribed norms may attract litigations and consequent financial burden towards compensation, damages, etc.

[28] (Barasat: ₹ 2.00 lakh), (Madhyamgram: ₹ 1.81 lakh during 2009-10), (Purulia: ₹ 3.82 lakh during 2002-09), (Serampore: ₹ 29.57 lakh during 2002-10) and (South Dum Dum: ₹ 381.00 lakh during 2009-10)

3.10 Conclusion

Taxes, rents and charges for service are the main source of Municipal Fund which ensures continuance of services to the tax payers. Test check of records revealed loss of ₹ 5.31 crore due to delay in annual valuation of property by three ULBs, inadmissible remission of property tax of ₹ 30.96 lakh annually by two ULBs, non / under imposition of minimum surcharge of ₹ 6.47 crore on commercial buildings by 19 ULBs, short realisation of water charges of ₹ 2.08 crore by seven ULBs, outstanding fee of ₹ 79.87 lakh of 12 ULBs and non-realisation of rent / *salami*/ lease money of ₹ 6.17 crore by 26 ULBs. Non-recovery of lease money indicated non-observance of provisions of the Acts. Lack of monitoring over collection of property tax, water charges, fees and other charges causing accumulation of dues, adversely affected the capacity of ULBs to provide services to their tax payers.

Arbitrary remission / under-assessment of taxes, inadequate supervision and monitoring have adversely affected mobilization of own sources of revenue.

3.11 Recommendations

- Maintenance of a comprehensive data base for all tax payers, licensees and tenants.
- Prompt issue of demand notices and revision of taxes at regular intervals.
- Prompt collection of revenues and pursuance of outstanding dues.
- Collection of revenue in accordance with statutory provisions.

CHAPTER IV

IMPLEMENTATION OF SCHEMES

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IMPLEMENTATION OF SCHEMES

Urban Local Bodies implement various Central and State sponsored schemes. Test check of 59 ULBs audited during the year revealed non-compliance with the norms during implementation of the scheme as discussed in the succeeding paragraphs.

4.1 Employment Generation in Urban Area Scheme

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

4.1.1 Poor utilisation of EGS Grants

Test check of records revealed that 26 ULBs utilized only 47 and 55 *per cent* of the EGS grant available during the period 2008-09 and 2009-10 respectively. Unit wise details are given in **Appendices 11A and 11B.** 14 ULBs utilized more than 50 *per cent* of grant during 2009-10. Out of 26 test-checked ULBs, Baidyabati and Dum Dum Municipalities utilized less than 20 *per cent* of the available grant during 2009-10.

4.1.2 Non-involvement of Community Development Societies

As per the guidelines issued by the State Government, the works under EGS should be done directly by the ULBs either through Ward Committees or through Community Development Societies. Records indicated that twelve[29] ULBs spent ₹ 10.28 crore under the scheme during 2008 – 10 without involving the WC / CDS.

[29] Barrackpore (₹ 84.56 lakh), Berhampore (₹ 130.72 lakh), Dum Dum (₹ 28.74 lakh), Kanchrapara (₹ 149.91 lakh), Konnagar (₹ 68.25 lakh), Mathabhanga (₹ 45.82 lakh), Sainthia (₹ 40.32 lakh), Serampore (₹ 98.96 lakh), South Dum Dum (₹ 131.62 lakh), Taherpur (₹ 50.38 lakh), Uluberia (₹ 140.85 lakh) and Uttarpara-Kotrung (₹ 58.30 lakh).

4.1.3 Non-adherence to wage–material ratio

4.1.3.1 As per the guidelines issued by the State Government, wage component and material component should, in question, adhere to 40:60 proportion for individual scheme and deviation is permissible for higher percentage of wage component. Test check of works executed during 2007 – 10 by eight ULBs revealed that contrary to the scheme guidelines the expenditure on wages was far below 40 *per cent* of the total cost of works as detailed below. This resulted in non-generation of employment of approximately 166027 man-days[30] on an average during the year:

Table 13 : Non-adherence to wage material ratio

Name of ULB	Year	Ratio – Wage : Material	Excess expenditure on material (₹ in lakh)
Berhampore	2007-08	20:80	10.20
	2008-09	25:75	8.84
	2009-10	0:100	2.26
Kaliaganj	2007-09	15:85	7.02
Kanchrapara	2008-09	24:76	11.56
	2009-10	21:79	10.39
Kulti	2008-09	23:77	18.96
Nabadwip	2008-09	38:62	2.81
	2009-10	28:72	8.72
Old Malda	2008-09	30:70	4.02
	2009-10	25:75	4.54
Sainthia	2007-08	13:87	5.71
	2008-09	0:100	3.63
	2009-10	26:74	4.23
Serampore	2008-09	20:80	9.79
	2009-10	16:84	11.84
Total			**124.52**

The wage-material ratio in four ULBs, *viz.,* Baranagar, Dubrajpur, Konnagar and Madhyamgram could not be ascertained due to improper maintenance / non-maintenance of detailed records of man-days generated and material consumed in the respective works.

4.1.3.2 As per para 5 of the guidelines, works under the scheme are to be identified by the Ward Committees and estimates are to be prepared and certified by the Sub Assistant Engineer / Assistant Engineer of the concerned ULBs. Further, the ULBs are required to submit to the Municipal Affairs Department one set of vetted estimates[31] of individual work accompanied by the recommendation of the WCs and the Board of Councillors' resolution (para 7

[30] Computed based on wage rate of ₹ 75 per day.

[31] As per Section 73A of the West Bengal Municipal Act, 1993, Board of Councilors may approve the estimate of work upto rupees twenty five lakh, for the expenditure of more than rupees twenty five lakh, approval of State Government is required.

of the guidelines). It was observed that fifteen ULBs[32] did not submit vetted estimates of individual works to the department. There were no records in the ULBs to indicate that the department called for it while sanctioning further fund for this purpose.

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

As per para 10 of the guidelines, ULBs should maintain registers for stock of material, quantum of work done and complete list of identified urban poor / CDS members eligible to participate as wage earners in the scheme. Test check revealed that eighteen ULBs[33] did not maintain various records like identified list of urban poor / CDS members and seven ULBs[34] did not maintain stock registers.

In absence of the above records, Audit could not verify the eligibility of the beneficiaries and whether equal opportunity was extended to the urban poor / CDS members.

4.1.5 Works executed engaging contractors – ₹ 76.12 lakh

Four ULBs[35] executed works (such as construction / improvement of roads, parks, boundary walls, laying of pipelines, lifting of garbage, etc.) worth ₹ 76.12 lakh during 2007 – 10 engaging contractors in violation of government guidelines. As a result, it could not be ensured in audit whether the urban poor of the respective ULBs were actually extended the benefit of employment.

4.1.6 Unauthorised Expenditure – ₹ 9.90 lakh

Test check of records revealed that Kanchrapara Municipality incurred unauthorised expenditure of ₹ 9.90 lakh for payment of electricity bill during 2009-10 in contravention to provision of guidelines.

4.1.7 Outstanding Utilisation Certificate – ₹ 3.12 crore

Three ULBs *viz.,* Asansol, Nabadwip and Old Malda did not furnish the Utilisation Certificates to the Government for the expenditure incurred amounting to ₹ 3.12 crore during 2008-10. This resulted in forfeiture of the grant to Asansol Municipal Corporation for the period 2009-10. Serampore Municipality did not show the Utilisation Certificate to audit and Uluberia Municipality furnished the Utilisation

[32] Bally, Bansberia, Bhadreshwar, Haldia, Konnagar, Kulti, Nabadwip, Old malda, Pujali, Rishra, Serampore, South Dum Dum, Taherpur, Uluberia and Uttarpara-Kotrung.

[33] Baidyabati, Bally, Bansberia, Baranagar, Barasat, Bhadreshwar, Dubrajpur, English Bazar, Haldia, Kanchrapara, Konnagar, Kulti, Maheshtala, Pujali, Rishra, Serampore, Uluberia and Uttarpara-Kotrung.

[34] Bally, Baranagar, Dubrajpur, Haldia, Kulti, Rishra and Serampore.

[35] Baidyabati (₹ 1.20 lakh during 2009-10), Dum Dum (₹ 14.82 lakh during 2008-10), Konnagar (₹ 32.03 lakh during 2007-10) and Taherpur (₹ 28.07 lakh during 2008-10).

Certificate to the Government stating that 100 *per cent* amount has been utilised but records showed that 89.93 and 53.08 *per cent* were utilised during 2008-09 and 2009-10 respectively.

4.2 Conclusion

Poor utilisation of funds by ULBs for providing basic amenities and services and non-compliance with Government guidelines frustrated the objectives of the schemes and deprived targeted beneficiaries from the intended benefits of basic amenities and services.

4.3 Recommendations

- Adequate evaluation of the schemes should be made to avoid accumulation of fund.
- Schemes should be implemented as per guidelines recommended by the Government from time to time.
- Adequate controls need to be put in place to prevent irregular execution of the scheme and irregular payments.

CHAPTER V

OTHER IMPORTANT CASES

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OTHER IMPORTANT CASES

Kamarhati Municipality

5.1 Excess payment of cost of conversion of ₹ 35.21 lakh

Kamarhati Municipality issued 1649.72 quintals of rice during the period 2008 – 10 and released ₹ 78.34 lakh as cost of conversion under Mid-Day Meal Scheme to different schools and *sishu siksha kendras* against the actual entitlement of ₹ 43.13 lakh resulting in excess payment of ₹ 35.21 lakh.

The National Programme of Nutritional Support to Primary Education, popularly known as Mid-Day Meal (MDM) Scheme intended to give a boost to universalisation of primary education by increasing enrolment, retention, regular attendance and simultaneously improving nutritional levels of students in primary classes. The benefit of the scheme was also extended to cover upper primary classes. In order to implement the programme, the Urban Local Bodies were provided with foodgrains, cost of transportation, cooking, etc.

Scrutiny of records of Kamarhati Municipality revealed that they issued 1649.72 quintals of rice to different schools and *sishu siksha kendras* (SSKs) during the period 2008 – 10 under MDM Scheme. The Municipality also released ₹ 78.34 lakh towards cost of conversion[36] for the period from April 2008 to February 2010[37]. The institutions were entitled for cost of conversion at the rate of ₹ 2.88 (₹ 2.50 upto December 2009) per student. Therefore, the Municipality was to pay ₹ 43.13 lakh for 1649.72 quintals of rice considering the consumption of 100 gms. of rice per day per student (as per guidelines). However, detailed checking of related vouchers revealed that they released ₹ 78.34 lakh to 93 schools as cost of conversion resulting in excess payment of ₹ 35.21 lakh as detailed below.

[36] Cost of vegetables, cooking oil, condiment, etc.
[37] The payment was made in May 2010.

Table 14

Period	MDM rice issued (in kgs.)	Number of meals	Rate of cost of conversion per student (in ₹)	Total cost of conversion due	Cost of conversion paid	Excess payment
				(₹ in lakh)		
April 2008 to December 2009	115469	1154690	2.50	28.87	68.79	39.92
January 2010 to March 2010	49503	495030	2.88	14.26	9.55	(-) 4.71
Total	**164972**	**1649720**		**43.13**	**78.34**	**35.21**

The Municipality could not produce (January 2011) Utilization Certificates (UCs)[38] in respect of actual consumption of issued rice.

On being pointed out by audit in January 2011, the Municipality stated (February 2011) that a detailed scrutiny would be made regarding excess payment of cost of conversion and the result thereof would be intimated to audit. They also ensured that the UCs for both rice and cash components would be obtained from the schools.

Thus, failure of the Municipality to obtain UCs from the schools / SSKs regularly led to lack of monitoring and supervision which in turn resulted in excess payment of cost of conversion (₹ 35.21 lakh). Further development on the matter is awaited (August 2011).

The matter was reported to the Municipality and the Government in August 2011; their replies had not been received (December 2011).

Chandernagore Municipal Corporation

5.2 Shortage of Mid-Day Meal rice worth ₹ 5.16 lakh

Improper maintenance of stores and absence of periodical monitoring led to shortage of 333.76 quintals of rice worth ₹ 5.16 lakh. 12.50 quintals of rice worth ₹ 0.19 lakh was damaged due to the poor condition of godown

Rule 176 of the West Bengal Municipal (Finance and Accounting) Rules, 1999, prescribes the procedure for maintenance of Stock and Stores Accounts of the Urban Local Bodies. Under the said provision, the Municipal Authority should maintain detailed accounts of receipt and issue of stock of foodgrains under Mid-Day Meal (MDM) Scheme.

[38] As per guidelines, the whole programme needs to be monitored by the Ward Education Committee under the aegis of Municipality and at the end of each month, UCs are to be submitted with due certificate by the President and Secretary of the Ward Education Committee.

Scrutiny of available records and documents of the Chandernagore Municipal Corporation (CMC) revealed that it maintained a stock register for rice received under MDM Scheme upto 8 October 2009. However, the entries in the stock register were never authenticated by the Commissioner or Finance Officer and necessary entries for transactions thereafter were not made. As per stock book there was a stock of 43.92 quintals of rice at the end of April 2009. There was also a stock of 15.25 quintals of rice returned by beneficiary school. But the stock was not included in the closing stock of April 2009. In the absence of detailed records of transactions during May 2009 to April 2011, audit had to scrutinize all receipts and issues pertaining to the period. Scrutiny of release orders and lifting of rice revealed that the CMC received 2849.62 quintals of rice during May 2009 to 25 April 2011. Out of total stock of 2908.79 quintals of rice, they issued 2427.53 quintals of rice to different schools during the period. CMC also disposed of 25 bags of rotten rice containing 12.50 quintals worth ₹ 0.19 lakh[39]. Thus, the closing balance of rice as of 25 April 2011 stood at 468.76 quintals. During joint physical verification on 25 April 2011 conducted by the Audit in presence of the officials of CMC, only 135 quintals of rice was found in 270 bags and 333.76 quintals of rice worth ₹ 5.16 lakh was found short.

Thus, improper maintenance of stores and absence of regular monitoring led to shortage of 333.76 quintals of rice worth ₹ 5.16 lakh. Further, poor condition of godown damaged 12.50 quintals of rice worth ₹ 0.19 lakh.

The matter was reported to the CMC and the Government in August 2011; their replies had not been received (December 2011).

Baranagar Municipality

5.3 Retention of welfare cess of ₹ 59.65 lakh beyond the prescribed limit

The construction cess of ₹ 59.65 lakh collected during 2008 – 10 was retained by the Baranagar Municipality in violation of provisions of the Act and Rules.

In terms of Section 3 of the Building and Other Construction Workers' Welfare Cess Act, 1996, a cess shall be levied and collected at such rate not exceeding two *per cent*, but not less than one *per cent*, of the cost of construction incurred by an employer. The ULBs shall collect the cess through demand draft alongwith

[39] Calculated at the rate of ₹ 1545 per quintal for common variety of rice.

the application for sanctioning of building plan. The proceeds of cess so collected shall be paid by the local authority to the Board[40] after deducting the cost of collection within thirty days of collection.

The State Government further stipulated (December 2007) that every Local Body, construction contractor and individual, who employ such workers in any building or construction work in relation to his own residence, shall be liable to pay a cess at the rate of one *per cent* of the cost of construction incurred by them, if the cost exceeds ₹ 10.00 lakh.

Scrutiny of records revealed (July 2010) that the Baranagar Municipality collected ₹ 60.25 lakh[41] on account of 'construction cess' during 2008 – 10. However, they did not remit (July 2010) the net cess of ₹ 59.65 lakh (after deducting one *per cent* cost of collection of ₹ 0.60 lakh[42]) to the West Bengal Building and Other Construction Workers' Welfare Board. Scrutiny of records revealed that the Municipality transferred the entire cess to its own fund as and when deducted during 2008 – 10.

Thus, the Municipality unlawfully retained the welfare cess ₹ 59.65 lakh inviting unwanted penal consequences.

The matter was reported to the Municipality and the Government in August 2011; their replies had not been received (December 2011).

Arambagh and Bongaon Municipalities

5.4 Non-collection of cess of ₹ 25.13 lakh

Arambagh and Bongaon Municipalities did not collect the cess of ₹11.91 lakh and ₹13.22 lakh respectively at the time of sanctioning building plans.

Scrutiny of records revealed (May 2011) that Arambagh and Bongaon Municipalities sanctioned 66 and 83 building plans (exceeding cost of ₹ 10.00 lakh) respectively during the period mentioned in **Table 13** but did not collect the cess, as detailed below:

---

[40] West Bengal Building and Other Construction Workers' Welfare Board constituted under the Labour Department Notification No. 1182 – IR, dated 20 September 2005.

[41] ₹ 15.97 lakh (2008 – 09) and ₹ 44.28 lakh (2009 – 10).

[42] Cost of Collection = 1% of total cess collected = 1% of ₹ 60.25 lakh ~ ₹ 0.60 lakh (As per Government of West Bengal Memo No. 6895 – F dated 11.9.2006).

Table 13

Name of ULB	Period	No. of Building Plans sanctioned	Total Const. area sanctioned (Sqm)	Minimum Rate of Const.[43] (₹ / Sqm)	Total estimated const. cost (₹in lakh)	Cess @ 1% of total const. cost (₹ in lakh)
Arambagh	2008 - 11	66	26,12,627	4,560	1,191.39	11.91
Bongaon	December 2007 to February 2011	83	28,99,447	4,560	1,322.15	13.22
Total						**25.13**

Thus, Arambagh and Bongaon Municipalities violated Government orders by not collecting cess amounting to ₹ 25.13 lakh thereby denying social welfare to workers intended to benefit under the Act. Moreover, Municipalities also lost revenue of ₹ 0.12 lakh and ₹ 0.13 lakh respectively towards cost of collection at the rate of one *per cent*[44]. The Municipalities confirmed[45] (May 2011) the facts and figures and stated that they would impose labour cess after approval of the Board of Councillors. They, however, did not furnish any reason for non-compliance of the Government order of December 2007 till May 2011.

The matter was reported to the Municipalities and the Government in August – October 2011; their replies had not been received (December 2011).

Kolkata
The

(Kailash Ram)
Examiner of Local Accounts
West Bengal

Kolkata
The

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

[43] Construction cost was computed at the minimum rate of ₹ 4560 per sqm applicable for ULBs other than Kolkata Metropolitan Area.
[44] Cost of collection @ 1% of total cess collected.
[45] Arambagh Municipality in May 2011 and Bongaon Municipality in June 2011.

APPENDICES

APPENDIX – 1

Name of ULBs

(*vide* para : 1.7; page : 6)

Sl. No.	Name of ULB	Period of Audit
1.	Asansol	2009-10
2.	Baidyabati	2009-10
3.	Bally	2008-09
4.	Bansberia	2008-10
5.	Baranagar	2008-10
6.	Barasat	2008-10
7.	Barrackpore	2008-10
8.	Berhampore	2007-10
9.	Bhadreshwar	2008-10
10.	Bhatpara	2009-10
11.	Bidhannagar	2009-10
12.	Chakdaha	2008-10
13.	Champdani	2007-10
14.	Dainhat	2007-10
15.	Dalkhola	2008-10
16.	Dubrajpur	2008-10
17.	Dum Dum	2008-10
18.	English Bazar	2007-09
19.	Gangarampur	2007-09
20.	Gayeshpur	2008-10
21.	Haldia	2008-10
22.	Halisahar	2009-10
23.	Howrah	2008-09
24.	Kaliaganj	2007-09
25.	Kalna	2007-10
26.	Kamarhati	2009-10
27.	Kanchrapara	2008-10
28.	Kharagpur	2007-10
29.	Khardah	2008-10
30.	Kolkata	2008-09

Sl. No.	Name of ULB	Period of Audit
31.	Konnagar	2007-10
32.	Kulti	2008-09
33.	Madhyamgram	2009-10
34.	Maheshtala	2009-10
35.	Mathabhanga	2008-10
36.	Mekhliganj	2007-09
37.	Midnapore	2008-10
38.	Nabadwip	2008-10
39.	Naihati	2009-10
40.	North Barrackpore	2008-10
41.	North Dum Dum	2009-10
42.	Old Malda	2007-10
43.	Panihati	2009-10
44.	Panskura	2008-10
45.	Pujali	2008-10
46.	Purulia	2007-09
47.	Rajarhat- Gopalpur	2008-10
48.	Rajpur-Sonarpur	2009-10
49.	Rishra	2007-09
50.	Sainthia	2007-10
51.	Serampore	2008-10
52.	Siliguri	2008-10
53.	Sonamukhi	2007-09
54.	South Dum Dum	2009-10
55.	Suri	2007-10
56.	Taherpur	2008-10
57.	Tarkeshwar	2007-10
58.	Uluberia	2008-10
59.	Uttarpara-Kotrang	2008-10

APPENDIX – 2A

Statement showing budget provisions and actual expenditure for the year 2008 – 09

(*vide* para : 2.2; page : 9)

(₹ in lakh)

Sl. No.	Name of ULB	Revenue (including schemes)				Capital (other than schemes)			
		Budget estimate	Actual expenditure	(-) Savings (+) Excess	Percentage of utilization	Budget estimate	Actual expenditure	(-) Savings (+) Excess	Percentage of utilization
1.	Bally	1754.49	1707.59	(-)46.90	97	1936.50	1377.67	(-)558.83	71
2.	Bansberia	605.35	719.95	(+)114.60	119	1212.67	729.49	(-)483.18	60
3.	Baranagar	1737.13	1543.33	(-)193.80	89	2699.08	828.38	(-)1870.70	31
4.	Barasat	780.85	901.73	(+)120.88	115	2069.00	976.41	(-)1092.59	47
5.	Barrackpore	886.25	753.94	(-)132.31	85	726.00	670.24	(-)55.76	92
6.	Berhampore	1889.21	1880.56	(-)8.65	100	2731.08	1144.67	(-)1546.41	42
7.	Bhadreswar	933.01	1147.62	(+)214.61	123	5127.47	4257.07	(-)870.40	83
8.	Bhatpara	1660.36	1552.80	(-)107.56	94	3058.13	1232.32	(-)1825.81	40
9.	Chakdaha	289.36	305.31	(+)15.95	106	1071.30	924.79	(-)146.51	86
10.	Champdany	670.13	634.08	(-)36.05	95	3239.75	1431.82	(-)1807.93	44
11.	Dainhat	106.85	136.17	(-)29.32	127	331.28	95.99	(-)235.29	29
12.	Dum Dum	960.15	910.92	(-)49.23	95	555.50	379.88	(-)175.62	68
13.	Gayeshpur	467.21	360.91	(-)106.30	77	4285.60	1143.70	(-)3141.90	27
14.	Haldia	2234.72	1706.83	(-)527.89	76	3368.00	2537.09	(-)830.91	75
15.	Halisahar	672.50	576.63	(-)95.87	86	1485.00	616.14	(-)868.86	41
16.	Konnagar	498.32	506.53	(+)8.21	102	375.00	356.98	(-)18.02	95
17.	Kulti	655.12	672.45	(+)17.33	103	4208.00	896.50	(-)3311.50	21
18.	Mathabhanga	257.27	167.80	(-)89.47	65	347.25	230.65	(-)116.60	66
19.	Naihati	826.61	767.68	(-)58.93	93	3495.63	582.65	(-)2912.98	17
20.	North Barrackpore	794.01	707.16	(-)86.85	89	105.91	368.82	(+)262.91	348
21.	North Dum Dum	904.44	876.36	(-)28.08	97	1102.18	710.12	(-)392.06	64
22.	Panihati	1610.36	1567.83	(-)42.53	97	2561.71	1187.37	(-)1374.34	46
23.	Pujali	829.01	786.87	(-)42.14	95	753.26	412.70	(-)340.56	55
24.	Purulia	817.35	586.01	(-)231.34	72	3930.50	582.60	(-)3347.90	15
25.	Rajarhat-Gopalpur	4186.62	1683.53	(-)2503.09	40	5112.05	1328.77	(-)3783.28	26
26.	Rajpur- Sonarpur	1684.07	1136.95	(-)547.12	68	2905.10	2135.96	(-)769.14	74
27.	Siliguri	2522.47	2506.23	(-)16.24	99	4939.60	4531.21	(-)408.39	92
28.	Uttarpara-Kotrung	863.51	651.41	(-)212.10	75	2026.15	1889.42	(-)136.73	93
	Total	**32096.73**	**27455.18**	**(-) 4641.55**	**86**	**65758.70**	**33559.41**	**(-)32199.29**	**51**

APPENDIX – 2B

Statement showing budget provisions and actual expenditure for the year 2009 – 10

(*vide* para : 2.2; page : 9)

(₹ in lakh)

Sl. No.	Name of ULB	Revenue (including schemes)				Capital (other than schemes)			
		Budget estimate	Actual expenditure	(-) Savings (+) Excess	Percentage of utilization	Budget estimate	Actual expenditure	(-) Savings (+) Excess	Percentage of utilization
1.	Bally	2404.54	2356.58	(-)47.96	98	1916.72	1237.48	(-)679.24	65
2.	Bansberia	784.66	895.34	(+)110.68	114	1096.70	663.85	(-)432.85	61
3.	Baranagar	2160.46	2141.20	(-)19.26	99	1220.21	524.72	(-)695.49	43
4.	Barasat	1093.83	869.79	(-)224.04	80	1353.75	1497.21	(+)143.46	111
5.	Barrackpore	1159.81	1056.93	(-)102.88	91	805.00	714.74	(-)90.26	89
6.	Berhampore	2854.73	2135.13	(-)719.06	75	2047.08	982.75	(-)1064.33	48
7.	Bhadreswar	1047.49	1052.92	(+)5.43	101	3755.67	519.56	(-)3236.11	14
8.	Bhatpara	2245.63	2268.08	(+)22.45	101	3241.00	1232.65	(-)2008.35	38
9.	Chakdaha	439.95	356.87	(-)83.08	81	1229.20	894.37	(-)334.83	73
10.	Champdany	787.96	938.48	(+)150.52	119	2511.27	2414.22	(-)97.05	96
11.	Dainhat	121.22	175.00	(+)53.78	144	331.28	110.11	(-)221.17	33
12.	Dum Dum	1171.50	1167.40	(-)4.10	100	656.00	435.53	(-)220.47	66
13.	Gayeshpur	752.16	613.73	(-)138.43	82	5620.55	2366.60	(-)3253.95	42
14.	Haldia	3234.72	2161.26	(-)1073.46	67	3307.00	2213.93	(-)1093.07	67
15.	Halisahar	855.37	824.69	(-)30.68	96	2421.00	1694.55	(-)726.45	70
16.	Konnagar	744.25	652.38	(-)91.87	88	916.56	764.46	(-)152.10	83
17.	Kulti	816.16	755.23	(-)60.93	93	2458.45	1268.74	(-)1189.71	52
18.	Mathabhanga	245.69	286.79	(+)41.10	117	554.90	320.00	(-)234.90	58
19.	Naihati	996.38	1184.84	(+)188.46	119	8472.02	337.47	(-)8134.55	4
20.	North Barrackpore	1094.16	1160.71	(+)66.55	106	3469.63	839.11	(-)2630.52	24
21.	North Dum Dum	1369.69	1348.12	(-)21.57	98	1782.88	1453.14	(-)329.74	82
22.	Panihati	1782.97	1865.56	(+)82.59	105	2017.00	1468.00	(-)549.00	73
23.	Pujali	692.58	774.16	(+)81.58	112	734.17	164.45	(-)569.72	22
24.	Purulia	993.85	736.76	(-)257.09	74	2211.50	920.37	(-)1291.13	42
25.	Rajarhat-Gopalpur	5474.79	2708.86	(-)2765.93	49	5052.00	1697.52	(-)3354.48	34
26.	Rajpur- Sonarpur	1689.03	310.31	(-)1378.72	18	3309.80	2014.77	(-)1295.03	61
27.	Siliguri	3710.34	3407.68	(-)302.66	92	5163.41	3857.56	(-)1305.85	75
28.	Uttarpara-Kotrung	1253.50	951.12	(-)302.38	76	3153.05	2178.42	(-)974.63	69
	Total	**41977.42**	**35155.92**	**(-) 6821.50**	**84**	**70807.80**	**34786.28**	**(-)36021.52**	**49**

APPENDIX – 2C

Statement showing budget provisions and actual expenditure for the year 2010 – 11

(*vide* para : 2.2; page : 9)

(₹ in lakh)

Sl. No.	Name of ULB	Revenue (including schemes)				Capital (other than schemes)			
		Budget estimate	Actual expenditure	(-) Savings (+) Excess	Percentage of utilization	Budget estimate	Actual expenditure	(-) Savings (+) Excess	Percentage of utilization
1.	Bally	2427.65	2229.45	(-)198.20	92	2475.40	1609.44	(-)865.96	65
2.	Bansberia	832.16	832.42	(+)0.26	100	880.89	640.34	(-)240.55	73
3.	Baranagar	2943.01	2161.96	(-)781.05	73	1068.32	770.32	(-)298.00	72
4.	Barasat	1948.87	1703.33	(-)245.54	87	5553.00	831.76	(-)4721.24	15
5.	Barrackpore	1247.06	1410.87	(+)163.81	113	1109.50	1009.65	(-)99.85	91
6.	Berhampore	4962.01	2579.74	(-)2382.27	52	3616.58	1804.58	(-)1812.00	50
7.	Bhadreswar	1150.39	1081.36	(-)69.02	94	1562.70	1484.56	(-)78.14	95
8.	Bhatpara	3063.50	3217.87	(+)154.37	105	1654.12	1305.59	(-)348.53	79
9.	Chakdaha	562.34	436.16	(-)126.18	78	886.78	732.92	(-)153.86	83
10.	Champdany	1004.27	986.22	(-)18.06	98	2096.73	2000.04	(-)96.69	95
11.	Dainhat	250.59	212.67	(-)37.92	85	477.11	189.85	(-)287.26	40
12.	Dum Dum	1452.00	1447.62	(-)4.38	100	1305.75	1077.28	(-)228.47	83
13.	Gayeshpur	947.07	611.56	(-)335.51	65	6608.51	1455.94	(-)5152.57	22
14.	Haldia	3866.21	3094.18	(-)772.03	80	4130.00	2349.08	(-)1780.92	57
15.	Halisahar	1032.73	895.29	(-)137.44	87	2482.00	1204.88	(-)1277.12	49
16.	Konnagar	797.32	703.62	(-)93.70	88	1148.00	504.21	(-)643.79	44
17.	Kulti	1794.78	952.39	(-)842.39	53	15179.60	1560.49	(-)13619.11	10
18.	Mathabhanga	395.33	294.90	(-)100.43	75	752.35	204.89	(-)547.46	27
19.	Naihati	1292.86	1193.75	(-)99.11	92	5848.42	542.60	(-)5305.82	9
20.	North Barrackpore	1416.82	1578.55	(+)161.73	111	3162.27	1047.66	(-)2114.61	33
21.	North Dum Dum	1621.18	1577.11	(-)44.07	97	4925.75	1934.40	(-)2991.35	39
22.	Panihati	2423.27	2177.66	(-)245.61	90	3758.70	2137.60	(-)1621.10	57
23.	Pujali	1742.79	636.41	(-)1106.38	37	583.00	244.70	(-)338.30	42
24.	Purulia	773.62	623.10	(-)150.52	81	1193.20	568.52	(-)624.68	48
25.	Rajarhat-Gopalpur	9200.93	3446.68	(-)5754.25	37	11582.70	1743.94	(-)9838.76	15
26.	Rajpur-Sonarpur	2678.46	2001.92	(-)676.54	75	4117.89	2804.69	(-)1313.20	68
27.	Siliguri	4369.60	4351.68	(-)17.92	100	3746.28	3763.25	(+)16.97	100
28.	Uttarpara-Kotrung	1484.60	930.24	(-)554.36	63	2885.80	1905.30	(-)980.50	66
	Total	**57681.42**	**43368.71**	**(-)14312.71**	**75**	**94791.35**	**37428.48**	**(-)57362.87**	**39**

APPENDIX – 3A

Statement showing excess of expenditure over budget provision under revenue section

(*vide* para : 2.2; page : 10)

Sl. No.	Name of ULB	Year	Budget estimate	Actual expenditure	Excess
			(₹ in lakh)		
1.	Bansberia	2008 – 09	605.35	719.95	114.60
		2009 – 10	784.66	895.34	110.68
		2010 – 11	832.16	832.42	0.26
2.	Barasat	2008 – 09	780.85	901.73	120.88
3.	Barrackpore	2010 – 11	1247.06	1410.87	163.81
4.	Bhadreshwar	2008 – 09	933.01	1147.62	214.61
		2009 – 10	1047.49	1052.92	5.43
5.	Bhatpara	2009 – 10	2245.63	2268.08	22.45
		2010 – 11	3063.50	3217.87	154.37
6.	Chakdaha	2008-09	289.36	305.31	15.95
7.	Champdany	2009-10	787.96	938.48	150.52
8.	Dainhat	2009-10	121.22	175.00	53.78
9.	Konnagar	2008-09	498.32	506.53	8.21
10.	Kulti	2008-09	655.12	672.45	17.33
11.	Mathabhanga	2009-10	245.69	286.79	41.10
12.	Naihati	2009-10	996.38	1184.84	188.46
13.	North Barrackpore	2009-10	1094.16	1160.71	66.55
		2010-11	1416.82	1578.55	161.73
14.	Panihati	2009-10	1782.97	1865.56	82.59
15.	Pujali	2009-10	692.58	774.16	81.58
Total			**20120.29**	**21895.18**	**1774.89**

APPENDIX – 3B

Statement showing excess of expenditure over budget provision under capital section

(*vide* para : 2.2; page : 10)

Sl. No.	Name of ULB	Year	Budget estimate	Actual expenditure	Excess
			(₹ in lakh)		
1.	Barasat	2009-10	1353.75	1497.21	143.46
2.	North Barrackpore	2008-09	105.91	368.82	262.91
3.	Siliguri	2010-11	3746.28	3763.25	16.97
Total			**5205.94**	**5629.28**	**423.34**

APPENDIX – 4

Statement showing outstanding loans of ULBs

(*vide* para : 2.6; page : 13)

Sl. No.	Name of ULB	As of	Source of loan	Principal	Interest	Total liability
				(₹ in lakh)		
1.	Asansol	March 2010	NA	122.23	339.15	461.38
2.	Bansberia	March 2010	State	301.68	519.64	821.32
3.	Berhampore	March 2010	Allahabad Bank	1425.00	–	1425.00
4.	Chakdaha	March 2009	PHE	6.98	–	20.36
			IDSMT	13.38	–	
5.	Champdani	March 2010	CUDP-III	118.79	–	258.45
			8th Plan	139.66	–	
6.	English Bazar	March 2009	NA	134.51	174.61	309.12
7.	Gayeshpur	March 2010	HUDCO	65.23	181.88	247.11
8.	Haldia	March 2010	Belgharia Central Co-operative Bank Ltd.	22.96	0.50	23.46
9.	Kaliaganj	March 2009	State	0.30	–	0.30
10.	Kalna	March 2010	L.I.C.I. , Mumbai Branch	12.43	0.00	12.43
11.	Kanchrapara	September 2010	State	109.58	–	109.58
12.	Khardah	March 2010	State Government	11.16	Nil	197.96
			CUDP-III & IPP-VIII	186.80	Nil	
13.	Kolkata	March 2009	CUDP-III	2219.15	5053.67	44509.89
			KEIP loan from ADB	29935.54	6713.10	
			Employees House Building Loan from Bank	588.43	–	
14.	Konnagar	March 2010	WBMDTF	24.88	–	24.88
15.	Madhyamgram	March 2010	NA	159.50	–	159.50
16.	Midnapore	March 2010	IDSMT Scheme	36.47	112.54	149.01
17.	Nabadwip	March 2010	Govt. of West Bengal	0.40	0.00	0.40
18.	Naihati	March 2010	SBI, Naihati	0.39	0.00	0.39
19.	North Barrackpore	March 2010	CUDP-III	146.13	263.22	1098.65
			8th Plan	349.05	340.25	
20.	North Dum Dum	March 2010	8th Plan	215.76	–	293.35
			CUDP III	77.59		
21.	Old Malda	March 2010	West Bengal Municipal Development Trust Fund	44.55	Nil	44.55
22.	Panskura	March 2010	NA	33.41	17.40	50.81
23.	Rishra	March 2009	NA	21.86	1.29	23.15
24.	Sainthia	March 2010	PHE	22.63	NA	22.63
25.	Siliguri	March 2010	NA	1.04	0.02	1.06
26.	Sonamukhi	March 2009	Central	48.47	6.12	54.59
27.	Tarkeshwar	March 2010	WBMDFT	31.60	0.00	31.60
Total						**50350.93**

APPENDIX - 5

Statement showing outstanding advances

(*vide* para : 2.11; page : 16)

(₹ in lakh)

Sl. No.	Name of ULB	As of	Outstanding advances	Particular of Advance / Remarks
1.	Bansberia	March 2010	22.59	Advance was paid to teachers, employee and suppliers for supply of bricks and construction of kitchen shed for Mid-Day Meal.
2.	Barasat	March 2010	10.90	Advances were paid to the ex-councillors and individuals.
3.	Berhampore	March 2010	98.93	₹ 85.42 lakh is outstanding for more than 6 years.
4.	Bidhannagar	March 2010	88.41	Advance was paid to councilors for execution of works under Employment Generation Scheme.
5.	Chakdaha	March 2009	50.62	Advances are outstanding against the Ex-Chairman, Ex. Vice-Chairman, CIC and individuals.
6.	Champdany	March 2010	886.89	Advance amounting ₹ 826.59 lakh was given to the contractors for execution of BSUP scheme during the last three years.
7.	Dainhat	March 2010	20.62	Advance was paid to contractor and individual for public works and other purposes.
8.	Dubrajpur	March 2010	34.66	NA
9.	English Bazar	March 2009	79.00	Advances are outstanding against employees and individuals for a period ranging from 1 to 20 years.
10.	Gayeshpur	March 2010	53.38	Advances are outstanding against the Ex. Vice-Chairman, Ex-Councillors, SAE, staff, contractors, etc. and ₹ 51.07 lakh remained unadjusted for period of 3 to 15 years.
11.	Khardah	March 2010	0.43	Advances are outstanding against employee for more than 15 years.
12.	Konnagar	March 2010	12.04	Advances are outstanding against the Chairman, Ex-Councillors, employees, suppliers and individuals.
13.	Kulti	March 2009	19.37	Advances are outstanding against employees of the municipality.
14.	Midnapore	March 2010	1028.10	Advances were outstanding against Ex-Councillors, Councillors, FO, President of Ward Committee, etc. for developmental work and personal expenses.
15.	Nabadwip	March 2010	9.44	Advance amounting ₹ 8.67 lakh is outstanding for more than 15 years.
16.	Naihati	March 2010	7.05	Advances were paid for public works, schemes, and other expenditure.
17.	Panihati	March 2010	64.43	Advances are outstanding against the Contractors / Suppliers / Individuals for a period ranging 3 to 14 years.
18.	Panskura	March 2010	2.26	Advances are outstanding against S.S.K. Sahayaks and individuals for purchasing of land. The advance issued as early as 1977.
19.	Purulia	March 2009	12.86	NA
20.	Rajarhat-Gopalpur	May 2010	8.55	NA

(₹ in lakh)

Sl. No.	Name of ULB	As of	Outstanding advances	Particular of Advance / Remarks
21.	Rajpur- Sonarpur	March 2010	6.03	Advances are outstanding against the Contractors / Suppliers / Individuals.
22.	Rishra	March 2009	0.84	Advance was paid to driver and individuals.
23.	Siliguri	March 2010	144.00	Consecutive 5 to 10 advances were allowed to the same advance holders without adjustment of the previous one.
24.	Serampore	March 2010	81.84	Advance paid to Chairman, Vice-Chairman, employees, contractors, suppliers, etc.
25.	South Dum Dum	March 2010	52.17	Advances are outstanding against councilors, employees, temporary employee for execution of various works. Fresh advance were granted to the same holder against whom adjustment of previous advance was pending.
26.	Suri	March 2010	28.71	Advances are outstanding against the Ex-Chairman, Vice-Chairman, Councillors, Engineers, Staffs, etc. and for a period ranging from 4 months to 10 years.
27.	Uluberia	March 2010	63.92	Advances are outstanding against the employees and Secretary of Ward Education Committee.
	Total		**2888.04**	

APPENDIX – 6

Statement showing liability due to loss of interest on delayed deposit of Provident Fund money into the Treasury

(*vide* para : 2.12; page : 16)

(₹ in lakh)

Sl. No.	Name of ULB	As of	Loss of interest due to delay in deposit
1.	Asansol	October 2010	65.18
2.	Baidyabati	March 2010	0.14
3.	Bally	March 2009	39.84
4.	Champdani	March 2010	80.43
5.	Dainhat	March 2010	0.12
6.	Dum Dum	March 2010	0.52
7.	Halisahar	March 2010	0.15
8.	Konnagar	March 2010	41.29
9.	Kulti	March 2009	0.23
10.	Midnapore	June 2010	17.94
11.	Naihati	March 2010	58.98
12.	North Barrackpore	March 2010	0.18
13.	Purulia	March 2009	0.09
14.	Uttarpara-Kotrung	March 2010	0.52
Total			**305.61**

APPENDIX – 7A

Statement showing demand and collection of property tax for the year 2008-09

(*vide* para : 2.13; page : 17)

(₹ in lakh)

Sl. No.	Name of ULB	Demand		Collection		Percentage of realisation	Balance	
		Arrear	Current	Arrear	Current		Arrear	Current
1.	Bally	410.40	452.05	184.51	218.99	47	225.89	233.06
2.	Bansberia	446.88	112.96	8.24	61.17	12	438.64	51.79
3.	Baranagar	883.69	303.93	117.61	167.60	24	766.08	136.33
4.	Barasat	343.58	113.07	49.56	51.21	22	294.02	61.86
5.	Barrackpore	42.29	166.56	9.54	150.59	77	32.75	15.97
6.	Berhampore	483.67	259.03	65.72	116.58	22	417.95	142.45
7.	Bhadreswar	225.46	98.59	18.97	49.26	21	206.49	49.33
8.	Bhatpara	1374.22	301.88	330.70	149.52	29	1043.52	152.36
9.	Chakdaha	121.73	53.24	13.43	27.06	23	108.30	26.18
10.	Champdany	345.48	72.20	10.96	51.02	15	334.52	21.18
11.	Dainhat	16.56	5.88	2.10	2.45	20	14.46	3.43
12.	Dum Dum	405.42	162.84	45.52	89.42	24	359.90	73.42
13.	Gayeshpur	499.55	94.54	30.44	32.40	11	469.11	62.14
14.	Haldia	3167.17	2705.98	648.35	1234.15	32	2518.82	1471.83
15.	Halisahar	205.03	91.97	10.25	51.79	21	194.78	40.18
16.	Konnagar	281.25	71.12	119.34	41.65	46	161.91	29.47
17.	Kulti	757.14	131.41	22.40	19.87	5	734.74	111.54
18.	Mathabhanga	49.42	19.99	7.04	6.82	20	42.38	13.17
19.	Naihati	755.34	91.40	20.08	30.14	6	735.26	61.26
20.	North Barrackpore	235.47	133.64	31.77	86.31	32	203.70	47.33
21.	North Dum Dum	168.37	170.95	36.50	124.95	48	131.87	46.00
22.	Panihati	1132.40	307.96	86.94	157.93	17	1045.46	150.03
23.	Pujali	3.69	165.81	1.29	164.16	98	2.40	1.65
24.	Purulia	375.87	85.45	94.38	46.60	31	281.49	38.85
25.	Rajarhat-Gopalpur	193.00	257.00	161.15	148.54	69	31.85	108.46
26.	Rajpur- Sonarpur	166.77	257.99	105.10	177.44	67	61.67	80.55
27.	Siliguri	749.91	425.52	110.64	263.42	32	639.27	162.10
28.	Uttarpara- Kotrung	308.52	133.94	2.67	88.45	21	305.85	45.49
Total		**14148.28**	**7246.90**	**2345.20**	**3809.49**	**29**	**11803.08**	**3437.41**

APPENDIX – 7B

Statement showing demand and collection of property tax for the year 2009-10

(*vide* para : 2.13; page : 17)

(₹ in lakh)

Sl. No.	Name of ULB	Demand		Collection		Percentage of realisation	Balance	
		Arrear	Current	Arrear	Current		Arrear	Current
1.	Bally	458.95	466.77	199.83	224.99	46	259.12	241.78
2.	Bansberia	490.44	112.96	8.11	61.42	12	482.33	51.54
3.	Baranagar	902.41	303.21	152.45	178.84	27	749.96	124.37
4.	Barasat	355.88	113.07	62.14	56.47	25	293.74	56.60
5.	Barrackpore	48.71	177.86	6.88	138.96	64	41.83	38.90
6.	Berhampore	669.17	367.80	122.47	134.86	25	546.70	232.94
7.	Bhadreswar	255.82	100.78	20.26	51.23	20	235.56	49.55
8.	Bhatpara	1195.89	303.08	60.40	140.57	13	1135.49	162.51
9.	Chakdaha	134.54	50.30	10.39	27.64	21	124.15	22.66
10.	Champdany	355.70	72.20	11.87	42.06	13	343.83	30.14
11.	Dainhat	17.89	5.88	3.35	1.78	22	14.54	4.10
12.	Dum Dum	433.32	169.26	62.42	89.85	25	370.90	79.41
13.	Gayeshpur	496.34	94.70	39.74	37.45	13	456.60	57.25
14.	Haldia	3990.65	2711.77	2332.37	1525.90	58	1658.28	1185.87
15.	Halisahar	234.96	94.84	18.25	53.10	22	216.71	41.74
16.	Konnagar	191.38	71.12	29.62	38.28	26	161.76	32.84
17.	Kulti	846.28	131.41	9.25	15.76	3	837.03	115.65
18.	Mathabhanga	55.21	26.08	6.01	7.54	17	49.20	18.54
19.	Naihati	796.52	91.40	22.36	30.56	6	774.16	60.84
20.	North Barrackpore	251.03	132.38	18.51	55.43	19	232.52	76.95
21.	North Dum Dum	177.87	172.43	50.75	127.50	51	127.12	44.93
22.	Panihati	1195.61	309.75	69.64	165.89	16	1125.97	143.86
23.	Pujali	4.04	182.36	1.64	175.16	95	2.40	7.20
24.	Purulia	410.61	142.62	108.51	51.82	29	302.10	90.80
25.	Rajarhat-Gopalpur	211.00	251.00	171.98	161.56	72	39.02	89.44
26.	Rajpur- Sonarpur	141.70	252.77	40.73	209.69	63	100.97	43.08
27.	Siliguri	801.38	425.52	99.66	263.97	30	701.72	161.55
28.	Uttarpara-Kotrung	333.34	134.24	21.40	88.11	23	311.94	46.13
Total		**15456.64**	**7467.56**	**3760.99**	**4156.39**	**35**	**11695.65**	**3311.17**

APPENDIX – 7C

Statement showing demand and collection of property tax for the year 2010-11

(*vide* para : 2.13; page : 17)

(₹ in lakh)

Sl. No.	Name of ULB	Demand		Collection		Percentage of realisation	Balance	
		Arrear	Current	Arrear	Current		Arrear	Current
1.	Bally	500.90	476.58	164.16	225.81	40	336.74	220.77
2.	Bansberia	533.86	112.96	19.91	62.46	13	513.95	50.50
3.	Baranagar	874.33	306.25	94.63	173.89	23	779.70	132.36
4.	Barasat	350.35	119.76	33.52	59.81	20	316.83	59.95
5.	Barrackpore	80.72	183.99	31.80	144.36	67	48.92	39.63
6.	Berhampore	779.64	367.80	102.13	140.69	21	677.51	227.11
7.	Bhadreswar	285.11	101.00	21.12	52.32	19	263.99	48.68
8.	Bhatpara	1296.80	302.14	198.09	145.43	21	1098.71	156.71
9.	Chakdaha	145.97	50.68	13.47	27.42	21	132.50	23.27
10.	Champdany	373.97	72.20	9.89	52.72	14	364.08	19.48
11.	Dainhat	18.64	7.67	1.97	3.24	24	16.67	4.43
12.	Dum Dum	450.32	173.24	49.41	101.02	20	400.91	72.22
13.	Gayeshpur	494.89	94.66	34.71	29.76	11	440.00	63.45
14.	Haldia	2544.27	2830.47	659.73	2594.35	61	1884.54	236.12
15.	Halisahar	161.47	86.64	56.77	52.28	44	104.70	34.36
16.	Konnagar	194.59	72.20	48.60	42.20	34	145.99	30.00
17.	Kulti	952.68	131.41	17.28	13.04	3	935.40	118.37
18.	Mathabhanga	49.20	28.11	11.20	10.10	28	38.00	18.01
19.	Naihati	835.00	91.40	17.20	30.91	5	817.80	60.49
20.	North Barrackpore	309.47	129.32	81.00	98.00	41	228.47	31.32
21.	North Dum Dum	172.04	175.35	40.10	131.46	49	131.94	43.89
22.	Panihati	1269.77	312.38	83.74	164.75	16	1186.03	147.63
23.	Pujali	9.12	232.12	3.19	195.92	83	2.40	7.20
24.	Purulia	380.50	149.22	62.31	60.72	23	318.19	88.50
25.	Rajarhat-Gopalpur	221.00	281.00	165.63	175.47	68	55.37	105.53
26.	Rajpur- Sonarpur	187.71	282.91	57.60	211.87	57	130.11	71.04
27.	Siliguri	863.27	531.89	129.80	272.06	29	733.47	259.83
28.	Uttarpara-Kotrung	358.06	134.31	22.95	72.66	19	335.11	61.65
Total		**14693.65**	**7837.66**	**2231.91**	**5344.72**	**34**	**12438.03**	**2432.50**

APPENDIX – 8

Statement showing Budget Estimate, Actual Realisation and Percentage of Own Fund during the period 2008-09, 2009-10 and 2010-11

(*vide* para : 3.1; page : 21)

(₹ in lakh)

Sl. No.	Name of ULB	Budget Estimate			Actual Realisation			Percentage of realisation		
		2008-09	2009-10	2010-11	2008-09	2009-10	2010-11	2008-09	2009-10	2010-11
1.	Bally	772.61	1115.96	1105.32	711.33	1022.84	1044.17	92	92	94
2.	Bansberia	230.92	238.26	233.53	196.43	226.13	248.89	85	95	107
3.	Baranagar	885.91	962.68	988.24	757.92	707.80	761.85	86	74	77
4.	Barasat	593.80	537.41	672.37	470.21	373.79	723.27	79	70	108
5.	Barrackpore	682.89	710.87	703.37	645.08	626.30	740.04	94	88	105
6.	Berhampore	4620.29	4901.81	8578.59	3025.23	3117.88	4384.48	65	64	51
7.	Bhadreswar	146.74	460.00	484.22	120.92	308.21	396.09	82	67	82
8.	Bhatpara	474.50	573.25	540.88	458.43	459.38	344.96	97	80	64
9.	Chakdaha	246.12	220.26	225.86	200.83	195.31	206.01	82	89	91
10.	Champdany	199.02	144.22	134.21	158.66	132.54	128.82	80	92	96
11.	Dainhat	45.77	45.77	59.38	35.86	34.28	43.87	78	75	74
12.	Dum Dum	601.60	728.00	780.00	632.05	639.88	694.63	105	88	89
13.	Gayeshpur	276.81	279.45	893.62	147.36	196.86	143.59	53	70	16
14.	Haldia	4087.32	3925.25	4768.15	3891.38	3151.32	3711.10	95	80	78
15.	Halisahar	188.58	205.82	252.29	141.27	177.18	217.80	75	86	86
16.	Konnagar	231.27	320.61	289.62	371.09	363.82	255.16	160	113	88
17.	Kulti	382.88	128.08	1188.40	92.74	78.70	128.16	24	61	11
18.	Mathabhanga	72.02	154.52	137.30	78.52	116.73	111.60	109	76	81
19.	Naihati	243.38	224.53	257.56	209.15	212.08	208.77	86	94	81
20.	North Dum Dum	612.15	721.35	789.71	636.04	652.84	789.85	104	91	100
21.	Panihati	762.22	786.83	1731.80	781.38	914.03	1949.91	103	116	113
22.	Pujali	198.44	257.91	361.62	203.31	241.15	305.37	102	94	84
23.	Purulia	367.00	387.90	354.90	289.17	275.53	185.19	79	71	52
24.	Rajarhat-Gopalpur	1553.05	2186.65	4591.05	1091.96	1737.13	2457.71	70	79	54
25.	Rajpur- Sonarpur	699.39	1360.21	855.64	936.28	1360.42	952.50	134	100	111
26.	Uttarpara-Kotrung	477.65	491.00	691.22	334.83	373.19	293.20	70	76	42
Total		**19652.33**	**22068.60**	**31668.85**	**16617.43**	**17695.32**	**21426.99**	**85**	**80**	**68**

APPENDIX – 9

Statement showing loss of revenue due to non-imposition of surcharge

(*vide* para : 3.4.1; page : 23)

(₹ in lakh)

Sl. No.	Name of ULB	No. of Commercial / Non residential Holding	Yearly Property Tax	Annual surcharge	Period	Loss
1.	Barrackpore	1845	31.69	6.34	April 2008 to March 2009	13.81
		1927	37.33	7.47	April 2009 to March 2010	
2.	Berhampore	206	26.38	5.28	April 2007 to March 2010	15.83
3.	Dhubrajpur	1174	2.86	0.57	April 2008 to March 2010	1.14
4.	Gayeshpur	1324	26.13	5.23	April 2008 to March 2010	10.46
5.	Halisahar	529	4.49	0.90	April 2009 to March 2010	0.90
6.	Kalna	703	12.33	2.47	April 2007 to March 2010	7.40
7.	Kulti	124	20.77	4.15	April 2008 to March 2009	4.15
8.	Maheshtala	8154	22.64	4.53	April 2008 to March 2010	9.05
9.	Mathabhanga	111	3.81	0.76	April 2008 to March 2010	1.52
10.	Midnapore	215	16.40	3.28	April 2008 to March 2010	6.56
11.	Naihati	1952	13.82	2.76	April 2008 to March 2010	5.52
12.	North Barrackpore	297	27.91	5.58	April 2005 to March 2010	27.90
13.	North Dum Dum	84	63.74	63.75	April 2009 to March 2010	12.75
14.	Panihati	225	65.34	13.07	April 2009 to March 2010	13.07
15.	Rajarhat-Gopalpur	297	168.05	33.61	July 2005 to March 2010	159.65
16.	Sainthia	817	11.90	2.38	April 2007 to March 2010	7.14
17.	South Dum Dum	2916	131.41	26.28	July 2000 to March 2010	256.23
18.	Uttarpara-Kotrung	NA	152.64	30.53	April 2008 to March 2009	68.68
			190.73	38.15	April 2009 to March 2010	
Total						**621.76**

APPENDIX – 10

Statement showing non realization of rent / *salami* / development fees from stalls / shops

(*vide* para : 3.8; page : 25)

(₹ in lakh)

Sl. No.	Name of ULB	As of	Rent / *salami* not realised from stalls / shops etc.
1.	Bansberia	March 2010	2.00
2.	Barasat	March 2010	23.09
3.	Bhadreshwar	March 2010	10.76
4.	Bhatpara	March 2010	6.41
5.	Champdani	March 2010	2.26
6.	Dalkhola	April 2010	46.54
7.	English Bazar	March 2010	109.71
8.	Gayeshpur	March 2010	3.02
9.	Haldia	March 2010	25.27
10.	Kaliaganj	March 2009	3.66
11.	Kalna	March 2010	27.44
12.	Kharagpur	March 2010	5.64
13.	Konnagar	June 2010	16.55
14.	Mathabhanga	March 2010	19.69
15.	Mekhliganj	March 2009	1.08
16.	Nabadwip	March 2010	2.33
17.	Naihati	March 2010	3.61
18.	North Dum Dum	March 2010	0.72
19.	Old Malda	October 2010	10.32
20.	Panihati	March 2010	178.38
21.	Purulia	December 2009	13.30
22.	Serampore	August 2010	19.30
23.	Siliguri	March 2010	30.12
24.	Suri	November 2010	6.12
25.	Tarakeshwar	March 2010	29.93
26.	Uluberia	August 2010	19.84
Total			**617.09**

APPENDIX – 11A

Statement showing receipt and expenditure of EGS grants for the year 2008-09

(*vide* para : 4.1.1; page : 29)

(₹ in lakh)

Sl. No.	Name of ULB	Opening Balance	Receipt	Total	Payment	Closing Balance	Percentage of expenditure
1.	Asansol	79.97	146.83	226.80	11.73	115.07	49
2.	Baidyabati	72.77	27.59	100.36	28.70	71.66	29
3.	Bansberia	36.45	37.94	74.39	22.04	52.35	30
4.	Baranagar	19.43	65.27	84.70	84.00	0.70	99
5.	Barasat	-0.59	65.99	65.40	60.06	5.34	92
6.	Barrackpore	48.89	43.46	92.35	44.84	47.51	49
7.	Berhampore	17.23	60.02	77.25	77.23	0.02	100
8.	Dubrajpur	29.97	35.97	65.94	20.38	45.56	31
9.	Dum Dum	67.82	37.62	105.44	13.66	91.78	13
10.	Gayeshpur	56.14	33.95	90.09	23.22	66.87	26
11.	Haldia	42.35	60.13	102.48	100.58	1.90	98
12.	Kanchrapara	154.17	43.74	197.90	73.83	124.07	37
13.	Kharagpur	20.42	55.26	75.68	45.49	30.19	60
14.	Konnagar	23.19	25.41	48.60	30.75	17.85	63
15.	Mathabhanga	15.41	16.64	32.06	14.73	17.33	46
16.	Nabadwip	130.14	47.80	177.94	129.69	48.25	73
17.	Old Malda	57.76	33.51	91.27	40.77	50.50	45
18.	Panihati	116.63	76.77	193.40	31.48	161.92	16
19.	Panskura	25.26	33.55	58.81	33.01	25.80	56
20.	Pujali	19.33	21.27	40.60	25.64	14.96	63
21.	Sainthia	9.60	53.03	62.63	9.07	53.56	14
22.	Serampore	46.29	53.97	100.26	49.44	50.82	49
23.	South Dum Dum	76.19	76.57	152.76	96.96	55.80	63
24.	Taherpur	21.09	16.68	37.77	32.36	5.41	86
25.	Uluberia	49.75	65.27	115.02	103.33	11.69	90
26.	Uttarpara-Kotrung	84.71	36.58	121.29	25.23	96.06	21
Total		**1320.37**	**1270.80**	**2591.19**	**1228.22**	**1262.97**	**47**

APPENDIX – 11B

Statement showing receipt and expenditure of EGS grants for the year 2009-10

(*vide* para : 4.1.1; page : 29)

(₹ in lakh)

Sl. No.	Name of ULB	Opening Balance	Receipt	Total	Payment	Closing Balance	Percentage of expenditure
1.	Asansol	115.07	0.88	115.95	30.85	85.10	27
2.	Baidyabati	71.66	0.00	71.66	7.94	63.72	11
3.	Bansberia	52.35	0.00	52.35	42.32	10.03	81
4.	Baranagar	0.70	58.96	59.66	59.00	0.66	99
5.	Barasat	5.34	59.65	64.99	143.30	-78.31	220
6.	Barrackpore	47.51	39.26	86.77	39.72	47.05	46
7.	Berhampore	0.02	54.23	54.25	53.49	0.76	99
8.	Dubrajpur	45.56	25.54	71.10	25.54	45.56	36
9.	Dum Dum	91.78	0.00	91.78	15.08	76.70	16
10.	Gayeshpur	66.86	0.00	66.86	23.71	43.15	35
11.	Haldia	1.90	54.36	56.26	62.34	-6.08	111
12.	Kanchrapara	124.07	39.54	163.61	76.08	87.53	46
13.	Kharagpur	30.19	49.98	80.17	21.59	58.58	27
14.	Konnagar	17.85	31.17	49.02	37.50	11.52	76
15.	Mathabhanga	17.33	15.03	32.36	31.09	1.27	96
16.	Nabadwip	48.25	43.17	91.42	70.47	20.95	77
17.	Old Malda	50.50	30.28	80.78	30.52	50.26	38
18.	Panihati	161.92	69.35	231.27	72.48	158.79	31
19.	Panskura	25.80	30.32	56.12	45.06	11.06	80
20.	Pujali	14.96	19.23	34.19	20.93	13.26	61
21.	Sainthia	53.56	25.10	78.66	31.25	47.41	40
22.	Serampore	50.81	48.73	99.54	49.52	50.02	50
23.	South Dum Dum	55.80	0.00	55.80	34.66	21.14	62
24.	Taherpur	5.41	15.06	20.47	18.02	2.45	88
25.	Uluberia	11.69	58.99	70.68	37.52	33.16	53
26.	Uttarpara- Kotrung	96.06	0.00	96.06	33.07	62.99	34
Total		**1262.95**	**768.83**	**2031.78**	**1113.05**	**918.73**	**55**