

## REPORT OF THE COMPTROLLER AND AUDITOR GENERAL OF INDIA



#### supreme audit institution of india लोकहितार्थ सत्यनिष्ठा Dedicated to Truth in Public Interest

FOR THE YEAR ENDED 31 MARCH 2020

BODOLAND TERRITORIAL COUNCIL KOKRAJHAR, ASSAM

## REPORT OF THE COMPTROLLER AND AUDITOR GENERAL OF INDIA

## FOR THE YEAR ENDED 31 MARCH 2020

BODOLAND TERRITORIAL COUNCIL KOKRAJHAR, ASSAM

#### TABLE OF CONTENTS

	Paragraph(s)	Page No.
Preface		iii
Overview		v
Chapter-I: Constitution, Rules and Maintenance of Account	S	
Profile of Bodoland Territorial Council	1.1	1
Organisational Structure of BTC Secretariat	1.2	2
Human Resources	1.2.1	3
Rules for the Management of District Fund	1.3	3
Maintenance of Accounts	1.4	4
Internal Control	1.5	4
Recommendations	1.6	5
Chapter-II: Autonomous District Council Fund		
Introduction to District Fund	2.1	7
BTC Resources	2.1.1	7
Budgetary process	2.1.2	8
Release of funds by State Government	2.1.3	9
Receipts and Disbursement	2.2	9
Composition of receipts	2.2.1	9
Summary of financial transactions	2.2.2	10
Trend of receipts and disbursement	2.2.3	10
Surplus/deficit under District and Deposit Fund	2.2.4	11
Unspent balance	2.2.5	11
Trends of own receipts	2.2.6	12
Sector wise receipts and disbursement under District Fund	2.2.7	13
Sector wise receipts and disbursement under Deposit Fund	2.2.8	13
Receipts compared to budget provision	2.3	14
Conclusion	2.4	16
Recommendations	2.5	16
Chapter-III: Audit of Annual Accounts		
Introduction to Accounts and Comments on Council Accounts	3.1	17
Comments on Form of Accounts	3.2	17
Comments on Accounts	3.3	19
District Fund	3.3.1	19
Deposit Fund	3.3.2	20
Reconciliation of records	3.4	20
Non reconciliation with Appropriation Accounts	3.4.1	20
Non reconciliation with Personal Deposit Account	3.4.2	20
Conclusion	3.5	21
Recommendations	3.6	21
Chapter-IV: Compliance Audit Observations	<u>,                                      </u>	
Avoidable/Wasteful Expenditure	4.1	23
Payment without receipt of materials	4.2	25
Lack of competitiveness in tendering	4.3	26
Unfruitful expenditure under RIDF scheme	4.4	27
Conclusion	4.5	29
Recommendations	4.6	29
Appendices		31





#### **PREFACE**

This Report has been prepared for submission to the Governor of Assam under Paragraph 7(4) of the Sixth Schedule to the Constitution of India. It relates mainly to the issues arising from the audit of the Annual Accounts as also of the transactions of for the year 2019-20.

2. This Report contains four Chapters and the first of which deals with the Constitution of the Bodoland Territorial Council (BTC), Kokrajhar, Assam, the rules for the management of the District Fund and maintenance of accounts by the District Council. Chapter-II depicts Autonomous District Council Fund position. Chapter-III deals with the Comments on Accounts and Chapter-IV deals with compliance audit observations made during test-audit of transactions of the Secretariat of BTC including DDOs of entrusted departments for the year 2019-20 and those which came to notice in earlier years but not dealt with in previous Reports. The Compliance audit observations on the DDOs of entrusted departments under the Council are also reported separately through the C&AG's Report from time to time through Inspection Reports.





#### **OVERVIEW**

This Report contains four Chapters. Chapter–I provide a background on the formation of the Autonomous District Council, rules for the management of the District Fund and relevant Constitutional provisions on maintenance of Accounts. Chapter–II gives an overview on the financial position of the Council and budgetary process during the year. Chapter–III deals with audit comments on annual accounts of the Council for the year 2019-20 and Chapter–IV of the Report deals with the audit findings pertaining to transaction audit of the Council.

#### **Internal Control**

For efficient management of any organisation, an effective internal control mechanism should be in place to ensure that proper checks and procedures are exercised for effective discharge of its mandate, reliability of its financial reporting and compliance with applicable laws and regulations to avoid/minimise errors, detect and prevent instances of possible misappropriation, irregular payment, *etc*. An evaluation of internal control system in the Council revealed that internal control mechanism was weak as evident from persistent irregularities like discrepancy in cash balances as per annual accounts with that of Treasury records, non- deposit of Council's revenue in the Treasury, non-disclosure of Head of Account-wise and fund-wise opening and closing balances, unfruitful expenditure, failure to collect own revenue, lack of internal coordination among different departments, irregular submission of utilisation certificate (UCs), creation of liability, excess/avoidable expenditures *etc*., highlighted in the Inspection Reports issued separately. Weak internal control is fraught with risks of fraud, misappropriation and financial irregularities, which remain undetected.

A synopsis of the important findings contained in the Report is presented below:

#### 2. Autonomous District Council fund

Annual Accounts did not follow the same CoA as was used for preparation of budget. BTC neither adopted CoA prescribed by C&AG nor followed LMMH. Further, BTC does not include the unspent balance of previous year in the current year entrusted budget as required under Assam Budget Manual.

#### Paragraph 2.1.2

➤ BTC maintains only consolidated opening and closing balances without Head/Grant wise details. Thus, there was no assurance that the expenditure was incurred for the purpose for which it was sanctioned.

#### Paragraph 2.2.5

➤ Budgetary exercise of the Council was not realistic during 2019-20. There were wide fluctuations/variations between the Budget estimates and actual receipts and expenditure during 2019-20.

#### **Recommendations**

Council should include anticipated unspent balances in the entrusted budget document of the succeeding financial year as envisaged in the Assam Budget Manual.

Council may ensure adoption of C&AGs prescribed Chart of Accounts in its Normal Budget for better depiction/disclosure in its Annual Accounts.

Council may disclose Grant-wise Head-wise breakup of consolidated opening and closing balances in the Annual Accounts to provide assurance that the expenditure incurred was for the purpose it was sanctioned.

#### **3** Audit of Annual Accounts

➤ Form of Accounts followed by BTC for preparing its Annual Accounts was not in conformity with the Form of Accounts prescribed by CAG for District Councils in 1977.

#### Paragraph 3.2.1

➤ The Annual Accounts of BTC does not show any Capital expenditure while the Appropriation Account of Grant No. 78 shows BTC had incurred substantial expenditure under Capital Outlay.

#### Paragraph 3.2.3 (ii)

> Statement 5 and Statement-6 pertaining to the District Fund provide insufficient information *vis-à-vis* the prescribed form of accounts indicating lack completeness and comparability with the prescribed Form of Account.

#### Paragraph 3.2.3 (vi)

➤ Instances of financial transaction neither accounted in the Annual Accounts nor routed through the PDA in violation of the provisions of BTC Fund Rules was noticed.

#### Paragraph 3.4

#### **Recommendations**

Council may review its Fund Rules to exclude all internal inconsistencies, and for adoption of good accounting practices of State Government and other autonomous councils created under the sixth schedule of the constitution.

Council should compile its Annual Accounts following C&AG's prescribed guidelines for greater accountability and for proper disclosure.

Council may devise a system of periodical reconciliation with PAG (A&E) and the Treasury Officer, Kokrajhar to avoid accumulation of discrepancies.

#### 4. Compliance Audit Observations

Finalisation of rates without assessing the prevailing market rates towards procurement of materials made by different departments of BTC led to avoidable/ wasteful expenditure of ₹ 11.52 crore.

#### Paragraph 4.1

➤ Payment to the supplier, without verifying the actual quantity of materials supplied or received, resulted in extra payment of ₹ 3.99 crore for materials not actually supplied.

#### Paragraph 4.2

➤ Lack of competitive tendering without ascertaining the reasonableness of the rate resulted BTC to incur extra expenditure of ₹ 81 lakh on procurement of Tata Shakti GCI Sheets.

#### Paragraph 4.3

An expenditure of ₹ 80.59 lakh incurred on the above five Gully Control Project works did not achieve the objective of providing irrigation to agricultural land through water harvesting and distribution for increase production and double cropping, rendering the expenditure unfruitful.

#### Paragraph 4.4

#### Recommendations

Council should investigate to fix responsibility on erring officials who had recorded the items of work in the MBs not actually executed and resulted in excess payment to the Contractors.

Council should initiate necessary steps for revision of its Fund Rules to clearly prescribe the role and responsibilities of the Purchase Committee and the Executives towards procurements of materials and payment to the contractors to avoid excess/wasteful expenditure from public purse.

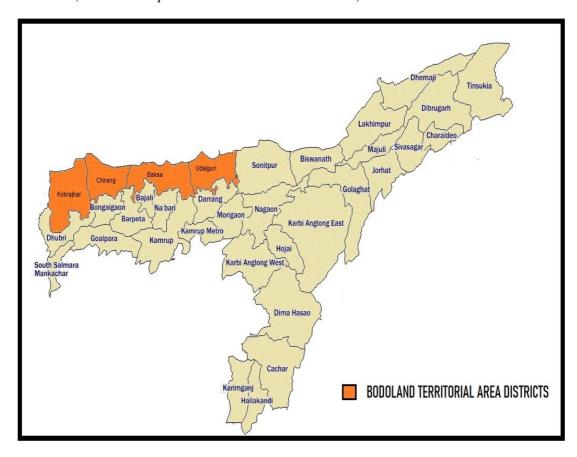
# CHAPTER-I Constitution, Rules and Maintenance of Accounts



### Chapter-I Constitution, Rules and Maintenance of Accounts

#### 1.1 Profile of Bodoland Territorial Council

Bodoland Territorial Council (BTC) is an Autonomous Council in Assam, established in pursuance of a Memorandum of Settlement (MoS)<sup>1</sup> amongst Government of India, Government of Assam and Bodo Liberation Tigers. The BTC was set up on 05 December 2003 in terms of an amendment<sup>2</sup> to the Sixth Schedule of Constitution of India. The BTC encompasses 8821.68 sq.km of area comprising four districts of the State (about 11.25 *per cent* of total area of Assam).



As per the amendment to the Sixth Schedule, the Council would have a maximum of 46 members, of whom, 40 are elected through adult suffrage, while six members are nominated by the Governor of Assam. Out of the 40 elected seats, thirty are reserved for Scheduled Tribes, five for non-tribal communities, five open for all communities. The nominated members are to be selected from amongst the unrepresented communities from the BTC area, of which at least two should be women.

MOS of 10 February 2003 reached amongst Government of India, Government of Assam and Bodo Liberation Tigers

The Sixth Schedule to the Constitution (Amendment) Act, 2003.

The Sixth Schedule to the Constitution provides for administration of specified tribal areas by constituting a District/ Regional Council for each autonomous district/ region with powers to make laws on matters listed in paragraph 3(1) of the Sixth Schedule, mainly in respect of allotment, occupation, use of land, management of forests (other than reserved forests), use of any canal or watercourse for agriculture, regulation of the practice of '*Jhum*' or other forms of shifting cultivation, establishment of village or town committees or councils and their powers, village or town administration, public health and sanitation and inheritance of property. Further, in terms of Paragraph 3B<sup>3</sup> of the Sixth schedule, the BTC was vested with additional powers to make laws on 40 subjects (*Appendix-I*) as specified under serial (i) to (xl) in the Schedule *ibid*.

In terms of paragraph 6(1) of the Sixth Schedule, the Councils have the powers to establish, construct or manage primary schools, dispensaries, markets, cattle pounds, ferries, fisheries, roads, road transport and waterways in the respective autonomous districts. The BTC also has the powers to assess, levy and collect within Bodoland Territorial Area District (BTAD), taxes on land and buildings, professions, trades, employments, taxes on animals, vehicles and boats, the entry of goods into a market for sale therein, and tolls on passengers and goods carried by ferries, and taxes for maintenance of schools, dispensaries or roads, *etc.*, as listed in paragraph 8 of the Sixth Schedule.

In order to enable the BTC to exercise the above powers, the State Government resolved (31 October 2003) to extend the former's executive powers and delegated/entrusted functions in respect of 39 out of 40 subjects (except relief and rehabilitation). Accordingly, administrative procedure/modalities were framed (16 October 2004) by Government of Assam in consultation with the BTC under which Plan funds would be made available as advance, primarily against Grant No. 78 of the State budget, for BTC to incur expenditure on 39 subjects. As a part of this administrative arrangement, BTC is required to render monthly detailed accounts to the Principal Accountant General (Accounts and Entitlements) for adjustment of such advance of funds provided for through State Budget. It was also provided for in the administrative procedure<sup>4</sup> that the State Government would decide the modalities for transfer of other Plan (Schemes/ Programmes) and Non-Plan funds to the BTC.

However, such procedure/ modalities are yet to be framed as on the date of submission (October 2021) of accounts for the year 2019-20 by the BTC to Accountant General.

#### 1.2 Organisational structure of BTC Secretariat

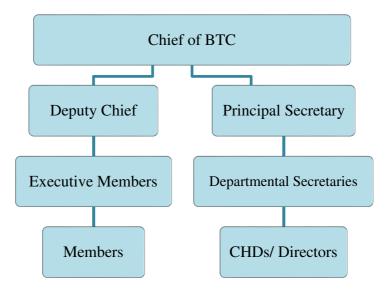
The BTC Secretariat was headed by the Principal Secretary, BTC, Kokrajhar who also functioned as the Drawing and Disbursing Officer (DDO) of the Council. Departmental Secretaries and Council Heads of Departments (CHD) cum Directors of

<sup>&</sup>lt;sup>3</sup> Included vide Sixth Schedule to the Constitution (Amendment) Act, 2003.

<sup>&</sup>lt;sup>4</sup> Office Memorandum dated 16 October 2004.

different departments, assisted the Principal Secretary in carrying out the departmental activities. There were thirty-seven CHDs along with respective subordinate DDOs at field level to carry out the functions of BTC.

The structure of BTC administration is given in the organogram below:



#### 1.2.1 Human Resources

As per Rule 155 of the BTC Fund Rules, 2012, in April every year, a detailed statements of the permanent establishment existing on 01 April shall be prepared in prescribed form and kept on record in the Council Office.

Audit observed that BTC did not prepare the detailed statement of its staff as mandated by the BTC Fund Rules as of March 2020.

BTC (May 2022) reported that Sanctioned Strength (SS) of BTC Secretariat was 565 (Government Sanctioned post: 246; Council Sanctioned post: 319) against which Persons-in-Position (PIP) during 2019-20 was 492, indicating a shortfall of 73. Copies of Government/Council orders pertaining to the actual SS to ascertain the authority were not provided to audit. Moreover, BTC Secretariat did not maintain PIP *vis-à-vis* SS for various categories of staff of the entrusted departments. Due to failure of the BTC to provide the information despite specifically as called for, Audit could not verify the actual staff position of BTC.

#### 1.3 Rules for the Management of District Fund

As per Paragraph 7(2) of the Sixth Schedule, the Governor may make rules for the management of the District Fund detailing the procedure for payment of money into the said fund, withdrawal of moneys therefrom and the custody of moneys therein. In keeping with this, the Bodoland Territorial Council Fund Rules, 2012 was framed and notified in September 2012.

#### 1.4 Maintenance of Accounts

In terms of paragraph 7(3) of the Sixth Schedule to the Constitution, the form in which the accounts of the District Council are to be maintained is to be prescribed by the Comptroller and Auditor General of India (CAG). The approved format *inter-alia* provides for two divisions of the accounts, 'Part-I District Fund' and 'Part-II Deposit Fund'. The Fund, as prescribed under paragraph 7(1) of the Sixth Schedule to the Constitution is maintained in the Kokrajhar Treasury, as the PDA of BTC.

The accounts and records of the Principal Secretary, BTC, Kokrajhar are test audited by CAG of India under Paragraph 7(4) of the Sixth Schedule. BTC submitted its Annual Accounts in the approved format for the year 2019-20 in October 2021 with a delay of 16 months appending Annexures disclosing, Head of Account-wise receipts and disbursements pertaining to funds transferred to BTC by the State Government. Audit of Annual Accounts along with the transactions of the Council for the year 2019-20 was conducted from 20 December 2021 to 08 March 2022.

Result of audit of Annual Accounts for the year 2019-20 and test-check of the transactions of the Council during the year 2019-20 have been presented in Chapter-II to Chapter-IV of this Report.

#### 1.5 Internal Control

For efficient management of any organisation, an effective internal control mechanism should be in place to ensure that proper checks and procedures are exercised for effective discharge of its mandate, reliability of its financial reporting and compliance with applicable laws and regulations to avoid/minimise errors, detect and prevent instances of possible misappropriation, irregular payment, *etc*. As part of internal control, effective internal audit arrangement should be in place to ensure compliance with the provisions of the Financial Rules and Regulations.

Audit observed that there was no internal audit wing set up in BTC during 2019-20. Further, evaluation of internal control system in the Council revealed that internal control mechanism was weak as evident from the persistent irregularities such as discrepancies in cash balances as per annual accounts with that of Treasury records, non-deposit of revenue in the Treasury, non-disclosure of Head of Account-wise and fund-wise opening and closing balances, unfruitful expenditure, failure to collect own revenue, lack of internal coordination among different departments, irregular submission of utilisation certificate (UCs), creation of liability, excess/avoidable expenditure, *etc.*, highlighted in the Inspection Reports issued separately. A few such instances are discussed in the succeeding Chapters. Weak internal control is fraught with risks of fraud, misappropriation and financial irregularities, which might remain undetected.

The Council may establish an Internal Audit Wing to strengthen the internal control system for better management of its affairs.

#### 1.6 Recommendations

- ➤ The Council should maintain detailed statement of sanctioned strength and persons-in-position for all the cadres for better human resource management.
- > Council may ensure timely submission of Annual Accounts to the Principal Accountant General as per the prescribed timeline; and
- The BTC needs to strengthen its internal control mechanism, to reduce deficiencies in its Financial Management and to prevent possible frauds and misappropriation of funds.

# CHAPTER-II Autonomous District Council Fund



### Chapter-II Autonomous District Council Fund

#### 2.1 Introduction to District Fund

Paragraph 7 of Sixth Schedule to the Constitution of India provides for a District Fund for each autonomous region and a Regional Fund to which shall be credited all moneys received by the District Council for that district and the Regional Council for that region in the course of the administration of such district or region respectively in accordance with the provisions of the Constitution. The BTC Fund was constituted under the provisions of Sub-Paragraph (I) of Paragraph 7 of the Sixth Schedule to which shall be credited all moneys received by the BTC in the course of the administration of the Bodoland Territorial Area District (BTAD) in accordance with the provisions of the Constitution. The fund is maintained as Deposit Account (8443-Civil Deposit) in the Kokrajhar Treasury, and Principal Secretary of BTC is the authorised officer who operates the fund.

The ADC fund comprises of receipts from its own resources, shared revenue and grants/ Loans & Advances from State/Central Governments. Broad classification as per C&AG's prescribed form of Accounts is as discussed below:

#### A. District Fund

District Fund further has two divisions namely: (i) Revenue Section for Revenue Receipts and Expenditure and (ii) Capital Section for Capital Receipts and Expenditure, Public Debt, Loans and Advances. The first division deals with the proceeds of taxation and other receipts classed as revenue receipts and revenue expenditure met therefrom. It shall also include the grants and contributions received from the Government and also grants and contributions made by the Council. The second division deals with expenditure of Capital nature met from borrowed funds. It also comprised of loans received and their repayments by the Council and loans and advances disbursed and their recoveries made by the Council.

#### B. Deposit Fund

Deposit Fund covers transactions relating to Deposits, General Provident Fund (GPF), other funds and advances such as Cess, Income Tax, Sales Tax and Security Deposits, *etc.*, where the Council incurs a liability to repay the moneys received or has a claim to recover the amount paid.

Contrary to this, as per the extant practise, funds received from the State Government for subjects/departments entrusted to the Council during 2016-17 were accounted for in Part-II Deposit fund while own resources of the Council were accounted for in the District Fund. This has been discussed in Chapter III of this Report.

#### 2.1.1 BTC Resources

Resources of BTC are mainly from the Revenue receipts of own sources, like Forest, Land Revenue, Market and Fair, *etc.*, as envisaged in the Sixth Schedule. Assistance to meet a part of the Councils own expenditure is also provided by the State

Government. For implementation of various developmental schemes/programmes for 39 entrusted departments to BTC, the State Government provides funds from the State budget (BTC specific Grant No-78). In addition, BTC is also in receipt of funds from other Grants<sup>5</sup> through the State Budget for various purposes.

#### 2.1.2 Budgetary process

BTC prepares two sets of budgets as detailed below:

**Entrusted Budget:** BTC prepares its entrusted budget, which forms Grant No. 78 of the State Budget, for subjects entrusted to it as per the Sixth Schedule. This budget is submitted to the State Government for appropriation by the State Legislature and release of funds. In this budget, the Chart of Accounts (CoA)<sup>6</sup> followed by BTC is that of List of Major and Minor Heads (LMMH) of the Union and States. Funds from this Grant are released by the State Government to BTC in two instalments as advances. In this budget, BTC do not include the unspent balances of previous year.

Council Budget/ Normal Budget: BTC also prepares another budget in respect of estimated own revenue receipts, estimated Central Sector Schemes (CSS), and receipts relating to grants other than Grant No. 78 received from the State Government and the estimated expenditure to be incurred therefrom. The Form of Accounts as well as the heads of account (Chart of Accounts) for use by the Autonomous District/Regional Councils were prescribed by the CAG in 1977 with the approval of the President, under clause 7(3) of the Sixth Schedule. The CAG's Chart of Accounts (CoA) prescribed for ADCs is a simplified CoA with 17 Major Heads (Roman Number I to XVII) for Revenue Receipts, and 24 Major Heads (Number 1 to 24) for Revenue Expenditure, and three Major Heads for Capital Expenditure (Number 40 to 42), while LMMH is the comprehensive CoA, followed uniformly by Union and State Government.

Audit however, noticed that CoA followed in Council Budget deviates from both CAG prescribed CoA as well as LMMH. It may be pointed out that while the Controller General of Accounts prescribed the account code '2225-03-001-Welfare of Scheduled Castes, Scheduled Tribes Other Backward Classes and Minorities-Welfare of Backward Classes-Direction and Administration' for booking of expenditure on salary and the CAG had prescribed a simplified code '1-District Council-District Council-Pay and Allowances of Chairman, Dy. Chairman and members of District Council', the Council assigned Account code '2225-01-a' to book the expenditure on 'Salary and Allowances of Speaker Dy. Speaker' in deviation from the prescribed CoA which needs rectification.

\_

For illustration: Grant No. 38-Welfare of SC/ST&OBC, Grant No. 39: Social Security Welfare and Nutrition, Grant No. 44 NEC, Grant No. 66-Compensation & Assignment of Local Bodies and PRI, *etc*.

<sup>&</sup>lt;sup>6</sup> A numbering system where each account head on the financial statements is assigned a number.

#### 2.1.3 Release of funds by State Government

Upon appropriation of the Entrusted budget of BTC (Grant No. 78) by the State Legislature, funds are released by GoA as Advance under the Head of Account "K-Deposit and Advances (C) 8550 Civil Advances not bearing interest-103- Other Departmental Advances" and placed at the disposal of BTC as per Paragraph 6(2) of the Sixth Schedule.

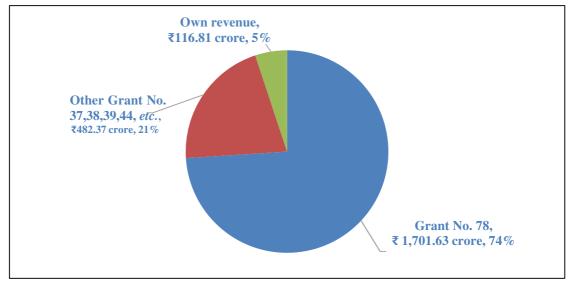
Under such provision, BTC is responsible to the State legislature for the funds transferred to it by the State. The BTC is also liable to render detailed monthly accounts to PAG (A&E), Assam.

Besides this, there are also funds released from other than Grant No. 78 by the respective departments of the State Government through sanction/Fixation of Ceiling/Bank draft, Advances, *etc.*, for which, BTC do not render monthly accounts to PAG (A&E). After receipt of these funds by the BTC, the details of transactions are maintained in the treasury under the Public Deposit Account-Head of Account "8443—Civil Deposits."

#### 2.2 Receipts and Disbursements

#### 2.2.1 Composition of receipts

During 2019-20, BTC raised only ₹ 116.81 crore from its own sources while ₹ 1,701.63 crore was released by the State government from BTC specific Grant No. 78. Besides, BTC also received ₹ 482.37 crore from other Grant of State Budget. The composition of resources of the Council during 2019-20 is shown in **Chart-2.1**.



**Chart-2.1: Composition of Aggregate Receipts** 

Source: Annual Accounts

As can be seen from the chart above, only five *per cent* (₹ 116.81 crore) of its fund was generated by BTC during 2019-20 while 95 *per cent* (₹ 2,184 crore<sup>7</sup>) of the funds was provided by the State Government.

-

#### 2.2.2 **Summary of financial transactions**

The summary of financial transactions of BTC during 2019-20 is shown in **Table-2.1**, while Appendix-II provides details of receipts and disbursements of the current as well as the previous year as per Annual Accounts of BTC.

Table-2.1: Funds position of BTC during 2019-20

(₹ in crore)

Receipts			Disbursement
116.81	District Fund		111.91
4.90	Surplus under District Fund		-
2,184.01	Deposit Fund		2,637.29
	Deficit under Deposit Fund		453.28
2,300.82	Total receipt and disbursement		2,749.20
1,270.84	Opening /Closing Balance		822.46
3,571.66		Grand Total	3,571.66

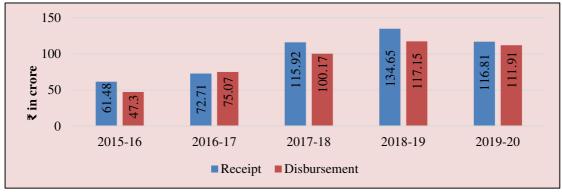
Source: Annual Accounts

As is evident from the above table, bulk of the activities (96 per cent8) undertaken by BTC was from the funds provided by the State Government, which is currently being shown under "Deposit Fund."

#### 2.2.3 Trend of receipts and disbursement

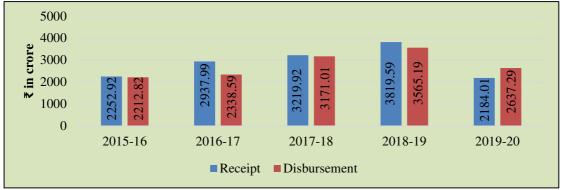
Charts 2.2 and 2.3 present the trends of receipts and disbursement under District Fund (fund generated from its own sources) and Deposit Fund (funds provided by the State Government) over a period of five years (2015-20).

Chart-2.2: Trends of receipts and disbursement under District Fund during 2015-20



Source: Annual Accounts

Chart-2.3: Trends of receipts and disbursement under Deposit Fund during 2015-20



Source: Annual Accounts

<sup>₹ 2,637.29</sup> crore\*100/₹ 2,749.20 crore

As can be seen from **Chart 2.2**, during the period 2015-20, expenditure under District Fund was within the receipts except for the year 2016-17. Similarly, as shown in **Chart 2.3**, the expenditure under the Deposit Fund during the last five years (2015-20) except 2019-20 was within the fund receipts. Excess expenditure of ₹453.28 crore was met from the unspent balance of previous years.

The head of accounts from which BTC incurred the excess expenditure over the receipts during the year was, however, not disclosed in the Annual Accounts as BTC maintained only consolidated balances for both District and Deposit Funds.

#### 2.2.4 Surplus/deficit under District and Deposit Fund

The trends of fund wise surplus/deficit during 2015-20 is depicted in **Chart-2.4**:

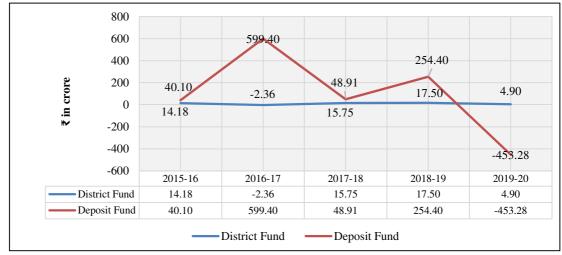


Chart-2.4: Trend of Surplus/deficit under District and Deposit Fund

Source: Annual Accounts

As can be seen from **Chart 2.4** during the period of five years (2015-20) there was surplus under District fund except during the year 2016-17. The surplus has however declined from  $\stackrel{?}{\underset{\sim}{}}$  14.18 crore in 2015-16 to  $\stackrel{?}{\underset{\sim}{}}$  4.90 crore in 2019-20.

The trend of surplus/deficit under **Deposit Fund** (funds provided by the State Government for entrusted functions) show fluctuating trend from surplus of  $\stackrel{?}{\underset{?}{?}}$  599.40 crore during 2016-17 to deficit of  $\stackrel{?}{\underset{?}{?}}$  453.28 crore in 2019-20. The Heads of Account which contributed to surplus/deficit could not be analysed in audit as BTC do not maintain Heads of Account-Wise Closing balance or disclosed in Annual Accounts.

#### 2.2.5 Unspent balance

Rule 3(3) of BTC Fund Rules, 2012 provides that the unspent balance at credit of the fund at the end of the financial year shall be carried over to the next financial year. Thus, there is no lapsing of Funds at the end of the financial year. **Chart-2.5** presents the position of unspent balances of last five years as per Annual Accounts.

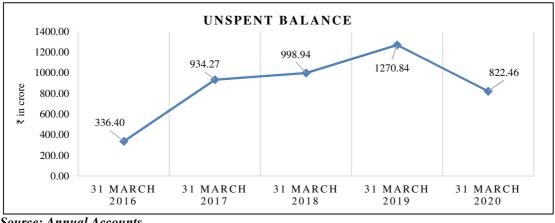


Chart-2.5: Unspent balance as per Annual accounts

Source: Annual Accounts

The closing balances as on 31 March of the Council showed a rising trend during the last five years (2015-20) except for a minor dip during 2019-20. The unspent balance rose from ₹ 336.40 crore (31 March 2016) to ₹ 1,270.84 crore as on 31 March 2019 but it declined to ₹822.46 crore as on 31 March 2020.

BTC maintains only consolidated opening and closing balances without Head/Grantwise details in the Personal Deposit Account. Non-disclosure of balances Head/Grantwise details makes the Annual Accounts opaque and weakens the basis for control over expenditure and posed serious risk of mis-utilisation of funds released for various schemes/programmes.

During the year 2019-20, the Annual Accounts disclosed that against 12 Heads of Accounts, BTC had incurred expenditure in excess (₹ 319.92 crore receipts; ₹ 907.13 crore expenditure) of the funds received under those Heads (as detailed in Appendix-III). However, due to non-disclosure of Head-wise balances in the Annual Accounts, Audit could neither ascertain whether there were balances available in those Heads to meet the expenditure in excess of receipts nor was it clear whether funds available in other Heads were utilised for such excesses. Further, depiction of Head/Grant wise details will clearly indicate the departments and the DDOs responsible for such deviation from the rules and also help in ensuring better budgeting control and discipline in its financial management in future.

Thus, with such large excess over budgetary allocation, and the absence of Head wise balances details in Public Ledger Account, no assurance can be obtained that the expenditure was incurred for the purpose for which it was sanctioned.

#### **Trends of own receipts**

Chart-2.6 presents the trends of receipts of BTC from own sources during the last five years (2015-20).

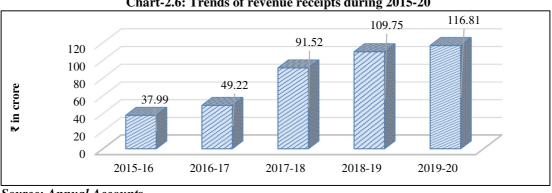


Chart-2.6: Trends of revenue receipts during 2015-20

Source: Annual Accounts

As evident from the chart, the growth of revenue during 2015-20 showed an increasing trend. The collection of revenue gradually increased from ₹ 37.99 crore in 2015-16 to ₹ 116.81 crore in 2019-20.

#### 2.2.7 Sector wise receipts and disbursement under District Fund

Total receipts and disbursement under the District Fund during 2019-20 was ₹ 116.80 crore and ₹ 111.91 crore respectively. Chart-2.7 indicates sector-wise revenue receipts during 2019-20.

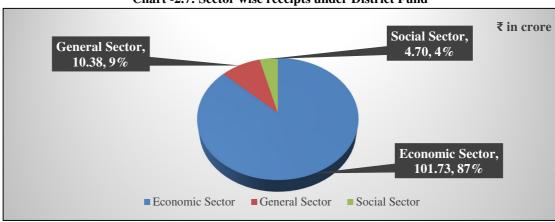


Chart -2.7: Sector wise receipts under District Fund

Source: Annual Accounts

There was maximum receipts of 87 per cent (₹ 101.73 crore) during 2019-20 from Economic Sector followed by nine per cent (₹ 10.38 crore) from General Sector and only four per cent (₹ 4.70 crore) from Social Sector. Head-wise details of revenue generated under the three sectors were as detailed in Appendix-IV.

The entire expenditure of ₹ 111.91 crore of its District Fund was incurred under Social Sector which consisted of mainly payment of pay & allowances, travelling expenses, contribution towards CPF and not towards economic sector to generate more economic development and resources for the future.

#### 2.2.8 Sector-wise receipts and disbursement under Deposit Fund

Total receipts and disbursement under the Deposit Fund as per Annual Accounts was ₹ 2,184.01 crore and ₹ 2,637.29 crore respectively. Chart-2.8 indicates sector-wise receipts and disbursement accounted by BTC under Deposit Fund during 2019-20.

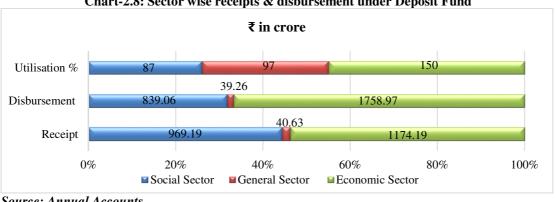


Chart-2.8: Sector wise receipts & disbursement under Deposit Fund

Source: Annual Accounts

It could be seen from above that during the year 2019-20, BTC utilise 87 per cent (₹839.06 crore) and 97 per cent (₹39.26 crore) for Social and General Sectors respectively out of ₹ 969.19 crore received for Social Sector and ₹ 40.63 crore received for General Sector from State Government. Against the above mentioned two Sectors, BTC disbursed ₹ 2,238.40 crore (94 per cent) vis-à-vis receipts of ₹ 2,384.34 crore for Social Sector and ₹ 91.26 crore (96 per cent) vis-à-vis receipts of ₹ 94.95 crore for General Sector during 2018-19.

As against receipts of funds of ₹ 1,340.30 crore for Economic Sector during 2018-19, BTC disbursed ₹ 1,126.15 crore (84 per cent) while it disbursed 150 per cent (₹ 1,758.97 crore) vis-à-vis receipts of ₹ 1,174.19 crore from the State Government during 2019-20. Head-wise details of expenditure under the three sectors are detailed in *Appendix-V*.

BTC needs to augment its resources for higher utilisation of funds in Social Sector to improve socio-economic condition of its people.

#### **Receipts compared to budget provision**

Chart-2.9 shows considerable variation between estimated provisions (Normal budget) and actual revenue realisation during the years 2015-20.

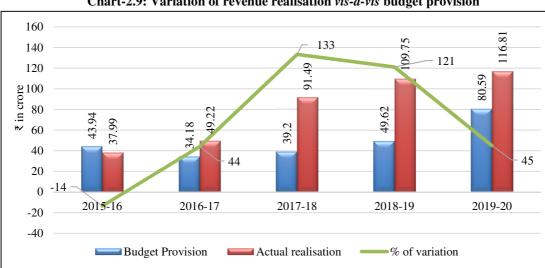


Chart-2.9: Variation of revenue realisation vis-à-vis budget provision

Source: Annual Accounts

Audit noticed huge variation on its revenue collection as compared with budget estimates. Although, there is short collection of revenue by ₹ 5.95 crore (14 per cent) during 2015-16, but revenue collected exceed the budget estimate for the next four years (2016-20). Revenue collection exceed by ₹ 15.04 crore (44 per cent) during 2016-17 to 36.22 crore (45 per cent) during 2019-20 over the budget estimates which is the highest variation during last four years (2016-20). Reasons for increase in revenue realisation by 45 per cent during 2019-20 was due to the following reasons:

**2.3.1** Revenue of ₹ 14.92 crore was realised against 10 heads of Account without any budget provisions as detailed in **Table-2.2**.

Table-2.2: Revenue realised without budget provision

(₹ in lakh)

Sl. No.	Heads of Account	Actual realisation
1	0103 Handloom & Textile	13.34
2	225 Market & Fair	220.88
3	0711 Water Resources	20.46
4	800 Other Receipts	819.27
5	0281 Sericulture	3.51
6	0215 Water Supply & Sanitation	8.16
7	0217 Urban Development	117.40
8	0225 Museum & Archaeology	0.40
9	0210 Medical & Public Health	288.85
10	0205 Culture	0.23
	Total	1,492.51

Source: Annual Accounts and Normal budget

**2.3.2** In 10 heads of Account, against the budget provision of ₹ 4.53 crore, BTC during 2019-20 realised revenue of ₹ 71.70 crore as detailed in **Table-2.3**.

Table-2.3: Showing excess revenue realisation over budget provision

(₹ in lakh)

Sl. No.	Heads of Account	Budget	Actual realisation	Percentage of Variation
1	1054 PWD Roads & Bridges	56.00	3,952.25	6,958
2	1475 Other General Economic Service (202 Metrology)	29.00	35.20	21
3	0401 Crops Husbandry	30.00	49.76	66
4	0403 A H & Vety	2.50	11.55	362
5	0702 Minor Irrigation	14.00	1,873.65	13,283
6	0435 Other Agricultural Programme, 104 Soil & Water Conservation	0.50	50.26	9,952
7	1452 Tourism	1.00	8.24	724
8	0515 Other Rural Development Programme	275.00	870.97	217
9	0059 PWD Building (General Service)	10.00	276.54	2,665
10	0230 Labour & Employment	35.00	42.07	20
	Total	453.00	7,170.47	1,483

Source: Annual Accounts and Normal budget

**2.3.3** Audit also noticed that against the total budget provision of ₹ 76.06 crore in seven heads of Accounts, BTC during 2019-20 had realised only ₹ 30.18 crore as detailed in **Table-2.4**.

Table-2.4: Showing less revenue realisation over budgeted provisions

(₹ in lakh)

Sl. No.	Heads of Account	Budget	Actual realisation	Percentage of Variation
1	0406 Forest	6,000.00	2,228.71	-63
2	0405 Fishery	12.00	4.07	-66
3	0851 Village & Small Industries-	10.00	9.52	-5
4	0425 Co-Op	4.00	1.51	-62
5	0029 Land & Revenue	500.00	386.86	-23
6	Misc General Service	1,062.00	374.78	-65
7	Education Sports Art &Culture 04 Art & Culture	18.00	12.51	-31
	Total	7,606.00	3,017.96	

Source: Annual Accounts and Normal budget

Thus, the above indicates that BTC persistently prepared unrealistic Budget estimation on revenue collection. Thus, there is need for a review of the budget estimates to set a more realistic target for better augmentation of own resources.

#### 2.4 Conclusion

- i. BTC does not include the unspent balance of previous year in the current year entrusted budget as required under Assam Budget Manual.
- ii. Annual Accounts did not follow the same CoA as was used for preparation of budget. BTC neither adopted CoA prescribed by C&AG nor followed LMMH.
- iii. BTC maintains only consolidated opening and closing balances without Head/Grant wise details. Thus, there was no assurance that the expenditure was incurred for the purpose for which it was sanctioned.
- iv. Budgetary exercise of the Council was not realistic during 2019-20. There were huge fluctuations/variations between Budget estimates and actual receipts and expenditure during 2019-20.

#### 2.5 Recommendations

- ➤ Council should include anticipated unspent balances in the entrusted budget document of the succeeding financial year as envisaged in the Assam Budget Manual.
- ➤ Council may ensure adoption of C&AG's prescribed Chart of Accounts in its Normal Budget for better depiction/disclosure in its Annual Accounts.
- ➤ Council may disclose Grant-wise Head-wise breakup of consolidated opening and closing balances in the Annual Accounts for better disclosure and to provide assurance that the expenditure incurred was for the purpose it was sanctioned.

# CHAPTER-III Audit of Annual Accounts



### Chapter-III Audit of Annual Accounts

#### 3.1 Introduction to Accounts and Comments on Council Accounts

In terms of paragraph 7(3) of the Sixth Schedule to the Constitution, the form in which the accounts of the District Council are to be maintained is to be prescribed by the Comptroller and Auditor General of India (CAG), which was done in 1977. The Form of Accounts prescribed by CAG comprised of seven statements. A brief description of these seven statements is given in **Table-3.1**.

Table-3.1: Statements in the CAG prescribed Form of Accounts of Autonomous District Councils

Sl. No.	Statement No.	Particulars of Statements
1.	Statement No.1	Summary of transactions showing summarised position of Receipts and Disbursement of District Fund and Deposit Fund, with breakup at the level of Revenue, Capital, and Debt.
2.	Statement No.2	Progressive Capital Outlay to the end of the Year showing Major Head wise Capital expenditure for the current year, and cumulative expenditure till the end of the year.
3.	Statement No.3	Summarised position of the Debt taken by the Council, the receipts and repayments in the year, and balance outstanding. In addition, the Statement has a separate associated statement showing the monthly ways and means position of the Council.
4.	Statement No.4	Loans and Advances by the Council showing category wise summary of loans and advances given by the council, the payments and receipts, and the balance outstanding at the end of the year.
5.	Statement No.5	Detailed account of revenue of the Council with Minor Heads wise breakup.
6.	Statement No.6	Detailed account of expenditure of the Council with Minor Heads wise break up.
7.	Statement No.7	Receipts, disbursements, and balances under heads relating to District Fund and Deposit Fund showing summarised position of Opening Balance, Receipts, Disbursements, and Closing Balance for heads under District and Deposit Fund.

#### 3.2 Comments on Form of Accounts

**3.2.1** The CAG prescribed Form of Accounts requires the Council accounts to be kept in two parts, namely, District Fund and Deposit Fund, analogous to the Consolidated Fund and Public Account in State and Union Government Accounts. The explanatory notes to the form of Accounts state that the Deposit Fund would comprise of items like Deposits, Advances, Provident Fund, *etc*.

As per Rule 22(1) of BTC Fund Rules, 2012 revenue receipts from its own source including assistance by the State Government, and corresponding expenditure therefrom are to be shown under Part I District Fund and funds received from State Budget for entrusted functions and expenditure incurred therefrom are to be exhibited under Part II Deposit Fund instead of CAG's prescribed format which is in Part I (District Fund) and as required under Rule 19(1) of the BTC Fund Rules, 2012 leading to internal inconsistency within the same Rules.

**3.2.2** Rule 19 (7a) of BTC Fund Rules, 2012 provides that the classification of transactions shall be given following List of Major and Minor Heads of Account (LMMH) of Union and States issued by the Ministry of Finance, Government of India. However, this is not in keeping with the CAG's Chart of Accounts (CoA) prescribed for ADCs, which is a simplified CoA with 17 Major Heads (Roman Number I to XVII) for Revenue Receipts, and 24 Major Heads (Number 1 to 24) for Revenue Expenditure, and three Major Heads for Capital Expenditure (Number 40 to 42), while LMMH is the comprehensive CoA, followed uniformly by Union and State Governments in India.

In persuasion to the decision taken (July 2021) with Principal Accountant General, Government of Assam constituted a Committee to review the existing BTC Fund Rules to address various internal inconsistencies and to recommend modifications to bring about transparency in Annual Accounts of BTC. However, report on the review is yet to be made available for compliance of the BTC.

- **3.2.3** BTC prepared its Annual Accounts in the aforementioned seven statements appending one additional Annexure showing Head of Account and Grant Number against funds received from State budget for entrusted functions, expenditure incurred therefrom and balance as on 31 March 2020. Major deviations noticed in Audit with respect to the format prescribed by CAG are highlighted below:
- i. Statement-1 has not disclosed transactions such as Contributory Provident Fund, Security Deposit *etc.*, for which the Council incurs a liability to repay the monies received under Part II-Deposit Fund as prescribed by the CAG.
- ii. BTC is required to submit Monthly Accounts to Pr. Accountant General (A&E) for funds transferred to it against Grant No. 78, based on which, the Appropriation Accounts is compiled and prepared by PAG (A&E). Detailed Appropriation Accounts of the said Grant indicated that during 2019-20, BTC had made a total expenditure of ₹ 887.75 crore towards Capital Outlay. BTC has however, shown the Capital expenditure as 'Nil' in Statement-2 of its Annual Accounts. Thus, Annual Accounts of BTC do not depict the complete position of current and cumulative expenditure towards creation of capital assets as on 31 March 2020.
- iii. Statement-5 showed details of revenue by Minor Heads for District Fund only, excluding Deposit Fund. The classification largely adopted is that of LMMH which is not in line with CoA prescribed by CAG of India.
- iv. Statement-6 showed details of expenditure for District Fund only, excluding Deposit Fund against a single Major Head 2225 without providing details up to the prescribed level of Minor Head.
- v. In keeping with the prescribed Form of Accounts, Statement-5 and Statement-6 are required to provide Minor Head wise details of receipt and expenditure respectively met from the District Fund which should include both fund generated from own source as well as funds provided by the State Government. Additional disclosures could be made in Annexures.

BTC, however, disclosed details in Statement 5 and Statement-6 pertaining to the District Fund only *i.e.*, receipts and expenditure generated from own source but not receipt and expenditure of funds provided by the State Government as required under Form of Accounts prescribed by CAG.

vi. Both Statement-5 and Statement-6, as prepared by the Council, provide insufficient information *vis-à-vis* the prescribed form of accounts. Thus, the accounts of BTC lack completeness and comparability with the prescribed Forms of Account.

#### 3.3 Comments on Accounts

#### 3.3.1 District Fund

#### 3.3.1.1 Understatement of receipts and expenditure (Transport Service)

Rule 16(1)(i) of the BTC Fund Rules provide that all monies pertaining to BTC shall be held in the treasury and under no circumstances shall be held in the Bank, Post Office, or any other institution or person not provided for in the rules. Rule 25 of the Fund Rules provides that all receipts due to the Council collected by any employee of the Council authorised to collect such receipts shall pass through the Cashier, who shall enter them immediately into the receipt side of the relevant cash book. Rule 26 of the BTC Fund Rules provides that all moneys received by the cashier on account of council shall be remitted to the treasury promptly for credit to the respective Personal Deposit Accounts and shall under no circumstances, be directly appropriated towards expenditure.

Audit scrutiny of records revealed that Bodoland Transport Services (BTS) collected revenue of ₹ 2.74 crore during the year 2019-20 as sale proceeds of 'way side bus tickets' which was neither deposited into the PDA nor entered in the Council's Cash Book. The amount was kept in a current bank account in State Bank of India (SBI), Kokrajhar.

Further, out of total receipts of  $\ref{2.74}$  crore, an expenditure of  $\ref{2.68}$  crore was incurred towards repair and maintenance of buses, salary of staffs of BTS leaving a closing balance of  $\ref{2.06}$  crore. This expenditure was neither accounted for in the Cash Book nor Annual Accounts. This has resulted in understatement of receipts by  $\ref{2.74}$  crore and Expenditure by  $\ref{2.68}$  crore in the Annual Accounts, besides violating the provision of its Fund Rules.

#### 3.3.1.2 Understatement of receipts (Statement-5)

Statement-6 of the Annual Accounts exhibited CPF-Contribution of Employee Share of ₹ 51.60 lakh. Equal amounts were also shown paid as BTC's share towards CPF contribution during the year. BTC though had deducted employee's share from their salary but the same had not been shown as receipts in Statement-5. This has resulted in understatement of receipts with corresponding overstatement of disbursement by ₹ 51.60 lakh towards CPF-Contribution in the Annual Accounts, besides violating the provision of its Fund Rules.

#### 3.3.2 Deposit Fund

Although, funds received from the State Government for subjects/departments entrusted to the Council, was to be accounted for under District Fund as per the format provided by the CAG, the Council accounted these funds under Deposit Fund.

#### 3.4 Reconciliation of Records

#### 3.4.1 Non reconciliation with Appropriation Accounts

Government of Assam provides funds available as advance (Major Head 8550-Civil Advance) from Grant No. 78 of the State Government Budget for incurring expenditure on 39 subjects entrusted to BTC against 40 subjects specified in the Sixth Schedule. BTC was required to render Monthly detailed accounts to the Principal Accountant General (Accounts & Entitlements) (PAG (A&E)), Assam. From the monthly accounts submitted by BTC, Appropriation Account of the State Government is compiled by PAG (A&E).

Audit noticed that the total expenditure of BTC included in the Appropriation Accounts for the year 2019-20 under Grant No-78 was ₹ 3,904.87 crore, while the Annual Accounts of BTC exhibited ₹ 2,086.56 crore as detailed in *Appendix-VI*.

This indicates that prior to compiling of Annual Accounts for the year 2019-20, BTC did not carry out reconciliation with the figures booked by PAG (A&E). There is a need for monthly and annual reconciliation with the figures booked by Accountant General to ensure accuracy and transparency.

#### 3.4.2 Non reconciliation with Personal Deposit Account

BTC maintains a Personal Deposit Account (PDA) with the Kokrajhar Treasury, into which all receipts of BTC are credited and from which withdrawals for all expenditure are made. The balance held in PDA as per the Cash Book as on 31 March of each financial year was required to be reconciled with the balance shown in the records of the Treasury and discrepancy, if any, between the two sets of records is required to be settled to ensure accuracy in financial reporting.



Chart-3.1: Balances as per Treasury records and Annual Accounts as on 31 March

Source: Treasury Records and Annual Accounts

As can be seen from **Chart-3.1**, the discrepancy between the Treasury record and the Annual Accounts of BTC has been widening from ₹ 27.59 crore during 2015-16 to

₹ 154.05 crore in 2019-20 except in the year 2017-18, which is ₹ 68.11 crore. This discrepancy was not explained in the Annual Accounts as reconciliation of the figures between its records with that of the records of Treasury have not been carried out. Although Audit had highlighted non-reconciliation of the two sets of records in previous Audit Reports, these lapses continued to persist without any tangible improvement.

#### 3.5 Conclusion

Audit of the Annual Accounts of BTC for 2019-20 revealed a number of deficiencies as summarised below:

- i. Form of Accounts followed by BTC for preparing its Annual Accounts was not in conformity with the Form of Accounts prescribed by CAG for District Councils in 1977.
- ii. The Annual Accounts of BTC does not show any Capital expenditure while the Appropriation Account of Grant No. 78 shows BTC had incurred substantial expenditure under Capital Outlay.
- iii. Statement 5 and Statement-6 pertaining to the District Fund provide insufficient information *vis-à-vis* the prescribed form of accounts indicating lack completeness and comparability with the prescribed Form of Account.
- iv. Instances of financial transaction neither accounted in the Annual Accounts nor routed through the PDA in violation of the provisions of BTC Fund Rules were noticed.

#### 3.6 Recommendations

- ➤ Council should compile its Annual Accounts following CAG's prescribed guidelines for greater accountability and transparency.
- > Council should ensure that all transactions are reflected in its accounts for better disclosure.
- Council may device a system of periodical reconciliation with PAG (A&E) and the Treasury Officer, Kokrajhar

# CHAPTER-IV Compliance Audit Observations



### **Chapter-IV Compliance Audit Observations**

#### 4.1 Avoidable/Wasteful Expenditure

Rule 14 of BTC Fund Rules stipulates that every public officer should exert the same vigilance in respect of public expenditure and public funds as a person of ordinary prudence would exercise in respect of expenditure and the custody of his own money. Further, Government of Assam, Finance Department's order (August 2010) stipulates that open tenders are to be invited by the Government Departments for purchase of any items or stores involving public funds and in case of any doubt about the reasonableness of the rates of such items, the purchasing authority may confirm the actual market price from the Commissioner of Taxes, or from the local Superintendent of Taxes.

#### (i) Purchase of patrolling gears

As per the proposal (February 2019) of the Additional Principal Chief Conservator of Forest-cum-Council Head of Department, Joint Secretary, BTC accorded (March 2019) administrative approval of ₹ 7.93 crore for procurement of monsoon patrolling gears for the frontline staff of the Forest Department. Supply orders for five items valuing ₹ 7.93 crore were issued (June 2019) to M/s Galaxy Enterprise being the lowest tenderer. The materials were supplied to six Forest Divisions 10 during June 2019 and payment of ₹ 7.93 crore (February 2020) was made to the supplier.

Audit, however, noticed that while evaluating the bids, the Purchase Committee did not call for the actual market price from the Commissioner of Taxes or from the local Superintendent of Taxes as required under the Rules. The bills and vouchers submitted by the supplier also did not mention the specifications, brand name of the materials supplied to the Forest Department.

Further comparison of the rates accepted by the Purchase Committee with that of the Commissioner of Taxes, Kokrajhar revealed that the rate accepted by the BTC was higher than the market rates as shown in **Table 4.1**.

Table: 4.1 Materials procured in excess of the prevailing market rate

Name of items <sup>11</sup>	Quantity items purchased	Rate at which procured (₹)	Bill claimed and paid (₹)	Market or printed Rate (₹)	Total value as per market/ printed rate (₹)	Excess expenditure (₹ in lakh)
Search Light	4,000	12,095	4,83,80,000	2,100	84,00,000	399.80
Odomos cream	6,000	167	10,02,000	48	2,88,000	7.14
Total			4,93,82,000		86,88,000	406.94

<sup>&</sup>lt;sup>9</sup> Raincoat, Khukri, Odomos cream, Search light and Gumboot

<sup>1)</sup> Field Director, Manas Tiger Project, 2) DFO, Chirang Division Kajalgaon, 3) DFO, Parbatjhora Division 4) DFO, Haltugaon 5) DFO, Baksa Forest Division, 6) DFO, Dhansiri Forest Division. However, delivery challan in r/o DFO, Haltugaon could not be furnished to audit.

Observations on Raincoat, Gumboot and Khukri have not been made due to lack of specifications.

It can be seen that due to finalisation of rates without obtaining the prevailing market rates from the Commissioner of Taxes as required under the Rules, an avoidable excess expenditure of ₹ 4.07 crore was incurred by the BTC.

Reply of the Additional Principal Chief Conservator of Forest-cum-Council Head of Department was awaited (July 2023).

#### (ii) Purchase of cotton yarn

Based on the proposal by Director, Panchayat and Rural Development (P&RD), BTC, the Secretary, BTC, approved (January 2019) purchase of 2,40,000 mosquito nets<sup>12</sup> and 1,06,000 bundle of Cotton Yarn<sup>13</sup> for distribution to the BPL families of BTC area under SOPD, 2018-19.

The Director, P&RD invited (March 2019) quotation for supply of the Mosquito Net and Cotton Yarn through e-procurement portal. Three suppliers participated in the bidding and all of them quoted ₹ 650 for per piece of Mosquito net and ₹ 2,350 for per bundle of Cotton yarn. The matter was referred to the Purchase Board of P&RD Department which in its meeting (June 2019) recommended to refer the matter to Handloom & Textiles Department, BTC and Health & Family Welfare Department, BTC for purchase of Cotton yarn and Mosquito nets respectively.

Audit, however, noticed that the Director, P&RD in contravention of the recommendation of the Purchase Board, issued supply order (August 2019) to M/s M Brahma Enterprise for supply of 97,490 bundles of cotton yarn @ ₹ 2,350 and 1,78,462 pieces of mosquito nets @ ₹ 650. The supplier supplied 1,78,462 mosquito nets and 89,000 bundles of cotton yarn to PD, DRDA Kokrajhar<sup>14</sup> and Udalguri<sup>15</sup> for a total amount of ₹ 32.52 crore<sup>16</sup>. The Secretary, BTC accorded *ex-post facto* administrative approval (March 2020) and sanctioned ₹ 32.52 crore and payment of full amount was made (March 2020) to the supplier.

Further, a comparison of the accepted rates with that of the Commissioner of Taxes, Kokrajhar revealed that the prevailing market rate of cotton yarn of the same specification as mentioned in the tender was  $\gtrless$  1,550 per bundle during 2019-20 instead of  $\gtrless$  2,350 per bundle. Thus, failure to obtain market rate from the Commissioner of Taxes, as required under the Rule, BTC incurred avoidable excess expenditure of  $\gtrless$  7.12 crore<sup>17</sup>.

Further, in respect of purchase of mosquito nets, P&RD purchased 1,78,462 @ ₹ 650 at the total amount of ₹ 11.60 crore without obtaining the relevant market rates which was violation of the Rules. However, Audit could not assess the rate difference due to non-furnishing of details of the mosquito nets purchased by the BTC. The reply is awaited in Audit.

.

<sup>&</sup>lt;sup>12</sup> 6 ft x 4.5 ft x 5.5 ft

<sup>4.5</sup> kg, 2/40, Yellow/Grey Colour

<sup>50,000</sup> mosquito nets and 80,000 bundles cotton yarn

<sup>28,462</sup> mosquito nets and 9,000 bundles cotton yarn

mosquito net @₹650 per piece and cotton yarn @2350 per bundle

 $<sup>\{(2.350 - 1.550) = 800\} \</sup>times 89,000 = 7.12,00,000$ 

#### (iii) Purchase of PVC dustbins

Secretary, BTC accorded (June 2018) Administrative approval for procurement and distribution of PVC dustbins to Market/Hat/Ghat under the Development Blocks of BTC. Supply order valuing ₹ 50 lakh was issued by Council Head of Department (CHD), Market and Fairs, BTC (October 2018) to the lowest bidder for supply of 488 Nilkamal 240 litres PVC dustbins to General Administration Department, BTC at approved rate of ₹ 10,250 per dustbin. The supplier supplied the materials between November 2018 and July 2019 to different Blocks under Bodoland Territorial Area Development and payment of ₹ 50 lakh was made to the supplier between January 2020 and May 2021.

Audit obtained the prevailing market rate of Nilkamal 240 litres PVC dustbins from the Assistant Commissioner of State Tax, Kokrajhar, Assam and found that the Maximum Retail Price (MRP) of PVC Dustbin (Nilkamal Brand) of 240 litres capacity prevalent during the period 2018-19 was only ₹ 3,500 (including transportation cost). Thus, BTC incurred avoidable excess expenditure of ₹ 32.94 lakh by not obtaining the prevailing market rate from the Commissioner of Taxes.

Reply of the Council was awaited (July 2023).

#### 4.2 Payment without receipt of materials

Rule 113 of the BTC Fund Rules, 2012 provides that payment for supplies is not permissible unless the stores have been received and surveyed. Further, Rule 114 of BTC Fund Rules, 2012 provides that bills in support of payment for purchases of stores shall be accompanied by a certificate that the articles detailed in the vouchers have been actually received and entered in the stock register, that their quantities are correct and their quality good.

Scrutiny of records of Director-cum-Council Head of the Department, (CHD) Tourism Dept. of BTC revealed that CHD, proposed (March 2019) to General Administration Department of BTC, for procurement of materials such as Paraglider, Inflatable boats, Life Jackets, Mountain and all terrain bikes, water proof tents, gloves *etc.*, worth ₹ 14.03 crore for promotion of tourism at various tourist stations at Manas, Dhansiri, Bornadi, Sonkosh, Sareswar *etc.*, located under Bodoland Territorial Area development. Administrative approval for an amount of ₹ 14.00 crore was accorded on 11 June 2019 and a supply order was issued in August 2019 by CHD to the lowest bidder (M/s Chilaram Narzary) for supply of 33 items<sup>18</sup> valuing ₹ 14 crore. As per Bills and Challans, all the items were supplied on 26 August 2019 by the firm and payment of ₹ 14.00 crore was made to the supplier (October 2019).

However, further scrutiny of the Stock Register vis-à-vis delivery challan, revealed that as against 14 items shown to have been supplied, there was short supply of

\_

Paraglider ENA, Inflatable boat made of high density Polymide Fabric quoted with Neoprene and Hyplon rubber with 25 HP OBM & 10 pax capacity, Life Jacket, Mountain + All terrain bike (Fire Fox), Field party tent air (white water proof 4 pax tent), Cockpit, Gloves, Night vision Binoculars, Pumper, Tandem sets *etc*.

materials worth ₹ 3.99 crore as detailed in *Appendix-VII*. No reason for short receipt of materials was on record.

Thus, payment to the supplier by BTC without verifying the actual quantity of materials supplied or received, resulted in extra payment of ₹ 3.99 crore for materials not actually supplied.

Further, all the items received were issued to the Public Representative and diverted to tourist destinations at Bogamati, Baksa district instead of targeted tourist destination namely, Manas, Dhansiri, Bornadi, Sonkosh and Sareswar beel near Rupshi Airport.

Action should be initiated against the officials concerned for payment of ₹ 3.99 crore for materials not supplied, and against the supplier for taking payment without actually supplying materials by showing it in the delivery challan. The amount of over payment should be recovered from the contractor at the earliest under intimation to Audit.

Reply of the Director-cum-CHD, Tourism Department, BTC was awaited (July 2023).

#### 4.3 Lack of competitiveness in tendering

Rule 14 of BTC Fund Rules stipulates that every public officer should exert the same vigilance in respect of public expenditure and public funds as a person of ordinary prudence would exercise in respect of expenditure and the custody of his own money. Further, Government of Assam, Finance Department's order (August 2010) stipulates that open tenders are to be invited by the Government Departments for purchase of any items or stores involving public funds and in case of any doubt about the reasonableness of the rates of such items, the purchasing authority may confirm the actual market price from the Commissioner of Taxes, or from the local Superintendent of Taxes. Further, Clause 35 A (2) (b) of Assam Public Procurement Act, 2017, envisages that in order to ensure effective competition during tendering, not less than three potential bidders be selected in non-discriminatory manner. If the number is less than three and considered necessary by the procuring authority to continue with the procurement process, reasons should be recorded in writing and included in the record of the procurement proceedings.

The Additional Principal Chief Conservator of Forest -cum-Council Head of Department (CHD) submitted (March 2019) a proposal for procurement 3,000 bundles of TATA Shakti GCI sheet<sup>19</sup> @ ₹ 9,200 per bundle for distribution among the forest villagers of Chirang district whose houses were damaged during storm. The proposal was approved (June 2019) by the Additional Principal Secretary, BTC.

Accordingly, *e-tender* was floated (August 2019) by Additional Principal Conservator of Forests-cum-CHD, BTC, in response to which, only two bidders participated in the tender process. However, in violation of the Rules the bids were accepted and a supply order for supply of 3,000 TATA Shakti GCI sheet @ ₹ 9,200 per bundle valuing ₹ 2.76 crore was issued (December 2019) by the CHD to the bidder (lower

<sup>&</sup>lt;sup>19</sup> TATA SHAKTI (0.45 mm, 9ft x 3ft)

bid price) without any recorded reasons in the 'Minutes of the Purchase Board Meetings'. The supplier supplied (January 2020) the GCI sheet and payment of ₹ two crore was made (March 2020) leaving a liability of ₹ 76.00 lakh as on the date of Audit (May 2022).

Moreover, no steps was taken by CHD to ascertain the reasonableness of the rate from the Commissioner of Taxes before issue of the supply order as required under Government of Assam order dated August 2010. As per the rate obtained from the Asstt. Commissioner of Taxes, Kokrajhar, the market rate of TATA Shakti GCI sheet<sup>20</sup> was ₹ 6,500 per bundle whereas CHD procured it @ ₹ 9,200 per bundle resulting in avoidable excess expenditure of ₹ 81.00 lakh<sup>21</sup>.

Thus, issue of supply order by CHD without obtaining competitive rate or ascertaining the reasonableness of the rate from the Commissioner of Taxes in violation of the Rules resulted in avoided expenditure of ₹ 81 lakh towards procurement of TATA Shakti GCI sheets.

Reply of the Additional Principal Conservator of Forests-cum-CHD, BTC was awaited (July 2023).

#### 4.4 Unfruitful expenditure under RIDF scheme

Rural Infrastructure Development Fund (RIDF) was introduced in 1995-96 by Government of India (GoI) and Reserve Bank of India (RBI) to give access to low cost funds to extend the coverage of infrastructure for economic growth and poverty alleviation. The eligible activities are classified under three broad categories of Agriculture, Social and Rural Connectivity sectors under the scheme.

Under the category 'Agriculture', infrastructure projects, protection of agriculture land from bank erosion, water harvesting, restoration of degraded agriculture area, construction of drainage, *etc.*, are carried out to improve the livelihood and socioeconomic status of the local people and the Village along with employment generation of the people.

The Divisional Officer, Soil Conservation Division, Chirang prepared a Detailed Project Report (DPR) of ₹ two crore for Water Harvesting and Distribution Project (WHDP) of Mozabari Area at Sidli Block in Chirang District of Assam, under RIDF – XXI for 2017-18. According to the DPR, 13 works<sup>22</sup> were to be executed which included construction of Gully Control Project<sup>23</sup> (GCP), Fishery Pond and channel repairing, *etc.*, with the objective of ensuring double cropping in 556.95 hectare of

\_

<sup>&</sup>lt;sup>20</sup> TATA SHAKTI (0.45 mm, 9ft x 3ft)

<sup>&</sup>lt;sup>21</sup> {3,000 x ₹2,700 (₹9,200-₹6,500)} = ₹81.00 lakh

Water Harvesting and Distribution Project of Mozabari area at Sidli Block, Chirang, under RIDF-XXI (Deolguri GCP Part I, Deolguri GCP Part II, Deolguri GCP Part III, Deolguri GCP Part IV, Deolguri GCP Part V, Dologaon GCP Part VII, Dologaon GCP Part VIII, Dologaon GCP Part VIII, Dologaon GCP Part IX, Mozabari Boulder Pitching Part-X, Dologaon Boulder Pitching Part XI, Mozabari Fishery Pond Part XII and Deolguri Channel Repairing Part XIII)

Gully Control Projects are Concrete structure constructed in non-perennial river or stream to harvest water during monsoon session and for distribution through distribution network to fields that is in need of water during non-rainy season.

agricultural land and increased production leading to socio-economic upliftment of the people of the area.

Test check of records (March 2022) of the Divisional Officer (DO), Soil Conservation Division, Chirang showed that an amount of ₹ two crore was received by the DO between March 2019 and March 2020 from the Director of Soil Conservation, Assam. It was reported that the entire amount was spent and 13 works were completed between March and April 2018.

A Joint Physical Verification (JPV) of seven projects out of 13 works was carried out on April 2022 where deviation was noticed against five works and the status of which are detailed in **Table-4.2**.

	Table 4.2 Status of five projects noticed during J1 V.						
Sl.	Name of the	Date of	Estimated	Expenditure	Audit Findings		
No.	project	commencement/	cost	(₹ in lakh)			
	1 0	completion					
1	Water Harvesting	25/12/2017/	16.00	16.00	The project was not implemented		
	and Distribution	24/03/2018			in the regular river. It was		
	Project (Deolguri				constructed in the paddy field		
	GCP Part –I)				drains. There was neither a		
2	-do- Part-III	25/12/2017/	16.70	16.70	harvesting water project nor the		
		29/03/2018			water distribution system attached		
3	-do- Part-VI	25/12/2017/	17.45	17.45	to the project.		
		27/03/2018			Project was constructed, which		
4	-do- Part-VII	25/12/2017/	15.22	15.22	could not harvest water in the rainy		
		02/04/2018			seasons also. Project constructed in		
5	-do- Part-VIII	25/12/2017/	15.22	15.22	the site is not fruitful for water		
		04/04/2018			harvesting and irrigation purpose		
					in the paddy field area.		

Table 4.2 Status of five projects noticed during JPV.





Thus, it is evident that an expenditure of ₹ 80.59 lakh incurred on the above five GCP works did not achieve the objective of providing irrigation to agricultural land through water harvesting and distribution for increase production and double cropping, rendering the expenditure unfruitful.

Reply of the Divisional Officer, Soil Conservation Division, Chirang was awaited (July 2023).

#### 4.5 Conclusion

The audit of accounts of BTC for 2019-20 disclosed that:

- i. Finalisation of rates without assessing the prevailing market rates towards procurement of materials made by different departments of BTC led to avoidable/ wasteful expenditure of ₹ 11.52 crore.
- ii. Payment to the supplier, without verifying the actual quantity of materials supplied or received, resulted in extra payment of ₹ 3.99 crore for materials not actually supplied.
- iii. Lack of competitive tendering without ascertaining the reasonableness of the rate resulted BTC to incur extra expenditure of ₹ 81 lakh on procurement of Tata Shakti GCI Sheets.

#### 4.6 Recommendations

- ➤ Council should investigate to fix responsibility on erring officials who had recorded the items of work in the MBs not actually executed and resulted in excess payment to the Contractors.
- Council should initiate necessary steps for revision of its Fund Rules to clearly prescribe the role and responsibilities of the Purchase Committee and the Executives towards procurements of materials and payment to the contractors to avoid excess/wasteful expenditure from public purse.

Guwahati The 28 December 2023 (JOHN K. SELLATE)
Principal Accountant General (Audit), Assam

**Countersigned** 

New Delhi The 09 January 2024 (GIRISH CHANDRA MURMU) Comptroller and Auditor General of India





#### Appendix - I

(Reference: Paragraph 1.1)

#### List of 40 subjects vested to BTC under Sixth Schedule of the Constitution

- i. Agriculture, including agricultural education and research, protection against pests and prevention of plant diseases,
- ii. Animal Husbandry and Veterinary, that is to say, preservation, protection and improvement of stock and prevention of animal diseases, veterinary training and practice, cattle pounds,
- iii. Co-operation,
- iv. Cultural Affairs,
- v. Education, that is to say, primary education, higher secondary including vocational training, adult education, college education (general),
- vi. Fisheries,
- vii. Flood Control for protection of village, paddy fields, markets and towns (not of technical nature);
- viii. Food and Civil Supply,
- ix. Forests (other than reserved forests),
- x. Handloom and textile,
- xi. Health and Family Welfare,
- xii. Intoxicating Liquors, opium and derivatives, subject to the provisions of entry 84 of List I of the Seventh Schedule,
- xiii. Irrigation,
- xiv. Labour and Employment,
- xv. Land and revenue,
- xvi. Library Services (financed and controlled by the State Government),
- xvii. Lotteries (subject to the provisions of entry 40 of List I of the Seventh Schedule), theatres, dramatic performances and cinemas (subject to the provisions of entry 60 of List I of the Seventh Schedule).
- xviii. Markets and Fairs,
- xix. Municipal Corporation, improvement trust, district boards and other local authorities,
- xx. Museum and Archaeology institutions controlled or financed by the State, ancient and historical monuments and records other than those declared by or under any law made by Parliament to be of national importance,
- xxi. Panchayat and Rural Development,
- xxii. Planning and Development,
- xxiii. Printing and Stationery,
- xxiv. Public Health Engineering,
- xxv. Public Works Department,
- xxvi. Publicity and Public Relations,
- xxvii. Registration of births and deaths,
- xxviii. Relief and rehabilitation,
- xxix. Sericulture,
- xxx. Small, Cottage and Rural industry subject to the provisions of entries 7 and 52 of List I of the Seventh Schedule,
- xxxi. Social Welfare,
- xxxii. Soil Conservation.
- xxxiii. Sports and Youth Welfare,
- xxxiv. Statistics,
- xxxv. Tourism.
- xxxvi. Transport (roads, bridges, ferries and other means of communications not specified in List I of the Seventh Schedule, municipal tramways, ropeways, inland waterways and traffic thereon subject to the provision of List I and List III of the Seventh Schedule with regard to such waterways, vehicles other than mechanically propelled vehicles),
- xxxvii. Tribal Research Institute controlled and financed by the State Government,
- xxxviii. Urban Development- town and country planning,
- xxxix. Weights and Measures subject to the provisions of entry 50 of List I of the Seventh Schedule; and
  - xl. Welfare of Plain Tribes and Backward Classes.

Source: Sixth Schedule to the Constitution of India

**Appendix-II** (Reference: Paragraph 2.2.2)

#### Receipt and disbursement during 2018-20

(₹ in lakh)

Dogg	ointa		Evmon	(₹ in lakh)
2018-19	eipts 2019-20	Particulars Particulars	Expen 2018-19	2019-20
2018-19	2019-20	Part I District Fund	2018-19	2019-20
		A- Revenue Receipt and Expenditure		
0.005.00	2 229 71			
9,005.08	2,228.71	Forest		
344.21	386.86	Land & Land Revenue		
94.94	4,228.80	Public Works		
0.00	288.85	Medical & Public Health		
48.99	35.19	Legal Metrology		
0.00	50.26	Other Agriculture Programme & Soil		
	50.26	Conservation		
27.18	4.07	Fishery		
5.51	3.51	Sericulture		
0.00	0.00	Industry		
1.09	13.34	Handloom and Textile		
22.44	42.07	Labour & Employment		
1.90	11.55	Animal Husbandry & Veterinary		
3.26	1.51	Co-operation		
0.87	1,873.65	Irrigation (Minor)		
2.01	8.24	Tourism		
4.81	12.51	Education Sports, Art & Culture (Cinema)		
62.42	40.43	Guest House		
0.38	7.32	Central Selection Board		
653.51	761.13	Lottery		
14.17	870.97	Other Rural Development Programme (Market)		
31.84	49.76	Crop Husbandry		
0.22	8.16	Water supply and Sanitation		
0.00	0.00	Information and Publicity		
0.00	0.00	Food Storage and Ware Housing		
5.28	0.00	NHAI		
0.00	0.00	Printing Charge (Lottery)		
1.11	20.46	Water Resource		
1.95	10.38	General Administrative Service		
0.00	0.00	ITI		
4.95	117.40			
1.99		1		
	9.52	Village & Small Industries		
0.56		Museum & Archaeology		
199.66	220.88	Market & Fair		
1.15	0.23	Culture		
0.17	0.00	Unclaimed Prize Money		
42.31	0.00	Misc Excess drawn recovery		
4.85	374.78	Misc Revenue		
385.08	0.00	Land Acquisition (FCI Money)		
1.00	0.00	Agriculture (RKVY)		
2,490.00	0.00	Grants in Aid from Government		
		Council Secretariat		
		Pay and Allowances of Staff & Officers	2,466.17	2,282.22
		Travel Expenses	29.31	59.33
		Other Expenditure	8,654.00	8,320.18
		Employee Share CPF	49.21	51.60
		BTC Share CPF	49.21	51.60
		Recovery of CPF Advance	7.50	5.46
		<b>Executive Members</b>		
		-		

Receipts			Expenditure		
2018-19	2019-20	Particulars Particulars	2018-19	2019-20	
		Pay and Allowances of Chief and other			
		Executive Members	96.60	56.57	
		Travel Expenses	32.81	5.32	
		Pay and Allowances and other expenditure of			
		Speaker, Deputy Speaker, MCLA	330.00	166.41	
		WPT&BC (Salary of MCLA)	0.00	192.43	
13,464.89	11,680.94	Total A- Revenue Receipts and Expenditure	11,714.81	11,191.12	
1,750.08	489.82	Revenue Surplus			
		B- Capital Receipts and Expenditure			
		Capital account			
		Recoveries of Loans & Advances			
		Total B- Capital Receipt and Expenditure			
		Deficit under Capital & Loans and Advances			
11 502 26		Total Receipt and Payment Part-1: District	10.016.71		
11,592.36		Fund	10,016.71		
		Total Part-1 District Fund			
		Part II Deposit Fund			
		C-Receipt and Expenditure under entrusted			
		functions			
		Fund receipt from the State Government			
7,686.96	0.30	Agriculture	7,373.24	0.00	
3,482.95		Animal Husbandry & Veterinary (including			
3,402.93	1,501.35	Dairy Development)	3,500.49	1,415.01	
513.41	464.82	Art & Culture	501.32	459.24	
2,885.00		Compensation & Assignment, Special Central			
·	38,941.41	Assistance	0.00	43,522.08	
1,422.95	896.64	Co-operation	1,358.54	884.37	
451.10	183.57	Economic & Statistics	403.49	171.64	
1,47,313.34	32,010.07	Education	1,30,919.44	28,412.37	
545.11	164.90	Excise	476.83	146.92	
970.96	732.51	Fisheries	938.43	716.77	
6,150.71	2,752.36	Food & Civil Supply	4,565.69	3,835.62	
8,373.28	6,562.64	Forest	10,838.34	6,384.01	
		Handloom & Textile			
15,184.29	7,948.91	Health & Family Welfare	14,413.24	7,506.01	
5,617.14	5,684.10	Industry (including Cottage Industries)	5,300.75	5,567.12	
713.54	546.12	Information & Public Relation	703.73	540.47	
43,915.59	27,188.41	Irrigation	37,033.32	43,924.29	
753.10	352.87	Labour & Employment	707.78	315.12	
6,772.18	2,513.06	Land & Land Revenue	6,561.52	2,487.72	
202.69	108.48	Legal Metrology	194.14	106.49	
298.25	204.34	Library	292.74	198.93	
25.00	30.00	Lottery	25.00	30.00	
8,222.11	0.00	Misc. General Service	3,226.42	0.00	
194.32	184.04	Museum	191.20	184.80	
0.00	40.46	NEC	0.00	40.62	
0.00	6,302.05	NLCPR	0.00	5,109.35	
33,571.53	8,575.32	P&RD	23,948.99	12,671.20	
6,362.91	2,119.07	PHE (Water Supply & Sanitation)	5,679.17	1,928.80	
396.80	364.73	Printing & Stationery	382.54	360.95	
1,781.11	959.10	Public works (B&E)	1,705.26	891.15	
5,691.22	5,457.66	Public works (R&B)	8,665.71	5,148.45	
		Sericulture			
2,434.91	800.40	Social Welfare	2,796.59	2,281.55	
1,535.57	867.39	Soil Conservation	1,449.19	845.32	
1,007.53	764.81	Sports & Youth Welfare	973.34	747.23	

Rec	eipts	Doubles laws	Expen	diture
2018-19	2019-20	Particulars Particulars	2018-19	2019-20
760.36	487.97	Transport services	681.43	477.61
367.72	555.77	Tourism	456.10	536.93
3,315.17	1,206.91	Urban Development	3,859.47	1,162.33
2,696.88	0.00	Water resources	2,655.70	
60,343.66	50,964.38	WPT&BC	62,802.32	40,679.20
0.00	30.00	Cinema	0.00	30.00
0.00	0.00	500 crore BTC package	0.00	37.76
0.00	5,000.00	50 crore BTC package	0.00	5,000.00
0.00	47.74	250 crore BTC package	0.00	356.87
0.00	21.17	Housing	0.00	20.90
0.00	2,135.71	Flood Control	0.00	2,119.16
0.00	2,649.72	Crop Husbandry	0.00	2,532.68
0.00	61.61	Tax & Vehicle	0.00	39.25
		VKY	0.00	138.45
		RKVY	0.00	100.02
0.00	18.07	CAD	0.00	14.53
0.00	0.00	Balance amount of salary & Non-salary of the entrusted departments of BTC of the Year 2015-16, 2016-17 and pay revision area for the year 2018-19 refunded to the Govt. of Assam.	10,937.50	33,649.90
3,81,959.35	2,18,400.94	Total Expenditure out of the deposit fund	3,56,518.96	2,63,729.19
25,440.39	45,328.25	Deficit /Surplus on Deposit fund		
3,81,959.35	2,18,400.94	Total C- Part-II Deposit Fund	3,56,518.96	2,63,729.19
3,95,424.24	2,30,081.88	Total Receipts and Expenditure under Part-I&II	3,68,233.77	2,74,920.31
99,893.68	1,27,084.15	D- Opening Balance and Closing Balance	1,27,084.15	82,245.72
		Cash /Treasury (PLA)		
4,95,317.92	3,57,166.03	Grand Total (A+B+C+D)	4,95,317.92	3,57,166.03

#### **Appendix-III**

(Reference: Paragraph 2.2.5)

### Negative balance under different Heads of Account as disclosed in the Annual Accounts

(₹ in lakh)

Sl. No.	Heads of Account	Total Receipts during 2019-20	Total Expenditure during 2019-20	Excess expenditure
1	2235 ICDS School Kits etc.	0.00	1,491.56	-1,491.56
	2202 Education (One-time Spl			
2	grant 25 cr)	0.00	104.52	-104.52
3	VKY	0.00	138.45	-138.45
4	RKVY	0.00	100.02	-100.02
5	4702 AIBP(CA)	20,429.05	38,890.26	-18,461.21
	Other Rural Development			
6	Programme	8,333.28	12,479.11	-4,145.83
7	NEC	40.46	40.62	-0.16
	5th state finance commission			
8	(UD)	3,141.86	3,255.82	-113.96
9	SPA irrigation	0.00	167.99	-167.99
10	250 crore Addl BTC package	47.74	356.87	-309.13
	500 Crore Additional BTC			
11	Package	0.00	37.76	-37.76
	Balance amount of salary for the			
	entrusted department for the year			
	2014-15 refunded to the Govt of			
12	Assam.	0.00	33,649.90	-33,649.90
	To	tal		-58,720.49

Appendix-IV (Reference: Paragraph 2.2.7) Sector wise receipts

Sl. No.	Heads of Account	Amount in ₹
1	0406 Forest	22,28,70,639
2	1054 PWD Roads & Bridges	31,64,01,792
3	1054 PWD (R.R)	7,88,23,572
4	1475 Other General Economic Service (202 Metrology)	35,19,558
5	0401 Crops Husbandry	49,75,574
6	0405 Fishery	4,06,796
7	0851 Village & Small Industries-	9,52,164
8	0403 A H & Vety	11,54,590
9	0425 Co-Op	1,51,150
10	0702 Minor Irrigation	18,73,65,289
11	0435 Other Agricultural Programme, 104 Soil & Water	5,025,908
11	Conservation	3,023,908
12	1452 Tourism	8,23,500
13	0515 Other Rural Development Programme	8,70,96,575
14	0103 Handloom & Textile	13,33,943
15	225 Market & Fair	2,20,87,944
16	0711 Water Resources	20,46,382
17	800 Other Receipts	8,19,27,266
18	0281 Sericulture	3,51,171
	A: Total Economic Sector	101,73,13,813
1	0029 Land & Revenue	3,86,85,868
2	0059 PWD Building (General Service)	2,76,54,193
3	Misc General Service	3,74,78,479
	B: Total General Sector	10,38,18,540
1	0215 Water Supply & Sanitation	8,15,953
2	0230 Labour & Employment	42,06,980
3	Education Sports Art & Culture 04 Art & Culture	12,50,845
4	0217 Urban Development	1,17,40,336
5	0225 Museum & Archaeology	40,000
6	0210 Medical & Public Health	2,88,85,032
7	0205 Culture	23,000
	C: Total Social Sector	4,69,62,146
	Grand Total (A+B+C)	116,80,94,499

### Appendix-V (Reference: Paragraph 2.2.8) Head wise, Sector wise receipts and disbursement under Deposit Fund

(₹ in Lakh)

	(₹ ir				
Sl.		Total Receipts	Total		
No.	Department	during 2019-20	Expenditure		
			during 2019-20		
1	Land & Land Revenue	2,513.06	2,487.72		
2	State Excise	164.90	146.92		
3	Public Works	369.10	301.15		
4	Capital outlay on PW	590.00	590.00		
5	Printing and Stationery	364.73	360.95		
6	Taxes on vehicle (Transport)	61.62	39.25		
A	Total of General Sector	4,063.41	3,925.99		
7	Social Welfare	800.40	789.99		
8	2235 ICDS School Kits etc.	0.00	1,491.56		
9	Art and Culture (Public Library)	204.34	198.93		
10	Art and Culture (Museum)	184.04	184.80		
11	Art and Culture (Cultural affairs)	464.81	459.24		
12	Art and Culture (Lottery)	30.00	30.00		
13	Art and Culture (Cinema)	30.00	30.00		
14	Information and Public Relation	546.11	540.47		
15	Health and Family Welfare	7,219.91	6,777.00		
16	Labour and Employment	352.87	315.12		
17	Water Supply and Sanitation	2,119.07	1,928.80		
18	Housing	21.17	20.90		
19	Sports and Youth Welfare	764.81	747.23		
20	General Education	31,710.07	28,007.85		
21	Capital outlay on Education	300.00	300.00		
26	2202 Education (One-time Spl grant 25 cr)	0.00	104.52		
27	Urban Development	1,206.91	1,162.33		
28	WPT and BC	50,964.38	40,679.20		
29	VKY	0.00	138.45		
В	Total of Social Sector	96,918.89	83,906.39		
30	3055 Road Transport	487.97	477.61		
31	Crop Husbandry	2,649.72	2,532.68		
32	RKVY	0.00	100.02		
33	108 NFSM	0.00	0.00		
34	2403 Animal Husbandry	1,311.34	1,225.01		
35	2404 Dairy Dev.	190.00	190.00		
36	Co - operation	896.64	884.37		
37	Census Survey and Statistics	183.57	171.64		
38	Forestry and Wildlife	3,454.08	3,275.45		
39	Fishery	732.50	716.77		
40	Food Storage & Ware housing	146.75	131.66		
41	NFSA	2,605.61	3,637.73		
42	AMAR DUKAN	0.00	66.23		
43	Agriculture Research and Education	0.30	0.00		
44	2851 Village & small Industries	5,669.90	5,555.96		
45	Industries	14.20	11.16		
46	2701 Major and Medium Irrigation	983.58	815.82		
47	4702 AIBP(SS)	3,847.86	2,209.72		
48	4702 AIBP(CA)	20,429.05	38,890.26		
49	2702 Minor Irrigation	552.92	465.55		
50	4702 Minor Irrigation	1,375.00	1,374.95		
51	2705 Command Area Development	18.07	14.54		
52	3054 PWD (R & B)	855.66	546.45		
34	JUJII WD (K & D)	655.00	340.43		

Sl. No.	Department	Total Receipts during 2019-20	Total Expenditure during 2019-20
53	5054 Capital Outlay on PWD (R & B)	4,602.00	4,602.00
54	5452 Capital Outlay on Tourism	303.73	303.73
55	2501 P&RD Special Programme & Rural Dev.	242.05	192.09
56	2515 Other Rural Development Programme	8,333.28	12,479.11
57	Soil & Water Conservation	867.39	845.32
58	3452 Tourism	252.04	233.20
59	2711 Flood control & Drainage	485.72	469.19
60	4711 Flood control Project	1,650.00	1,649.97
61	3475 Other General Economic (Metrology)	108.48	106.49
62	4552 NEC	40.46	40.62
63	4552 NLCPR	6,302.05	5,109.35
64	5th State Finance Commission (PRI)	10,725.00	18,685.05
65	5th State Finance commission (UD)	3,141.86	3,255.82
66	3604 Compensation & Assignment, Special Central Assistance	25,074.56	21,581.21
67	4210 Capital Outlay on Medical & Public Health	729.00	729.00
68	4406 Capital Outlay on Forestry & Wildlife	3,108.56	3,108.56
69	4702 SPA irrigation	0.00	167.99
70	250 crore Addl BTC package	47.74	356.87
71	500 Crore Additional BTC Package	0.00	37.76
72	50 Crore onetime Special Grant to road development	5,000.00	5,000.00
73	Balance amount of salary for entrusted department for the year 2014-15 refunded to the govt of Assam.	0.00	33,649.90
C	Total of Economic Sector	1,17,418.64	1,75,896.81
	Grand Total (A+B+C)	2,18,400.94	2,63,729.19

**Appendix-VI** (Reference: Paragraph 3.4.1)

#### Comparison of expenditure figure between Annual Accounts and Appropriation accounts pertaining to Grant No. 78

(₹ in crore)

			E-man ditum as			
Sl. No.	Department	Total Expenditure during 2019-20	Expenditure as per Appropriation Accounts			
1	2029 Land & Land Revenue	24.88	41.63			
2	2039 State Excise	1.47	5.13			
3	2059 Public Works	3.01	10.52			
4	4059 Capital outlay on PW	5.90	5.80			
5	2058 Printing and Stationery	3.61	4.29			
6	2041 Taxes & vehicle (Transport)	0.39	2.45			
7	2235 Social Welfare	7.90	9.57			
8	2205, 105 Art and Culture (Public Library)	1.99	3.21			
9	2205, 107 Art and Culture (Museum)	1.85	2.53			
10	2205, 102 Art and Culture (Cultural affairs)	4.59	4.58			
11	2205 Art and Culture (Lottery)	0.30	0.00			
12	2205 Art and Culture (Cinema)	0.30	0.29			
13	2220 Information and Public Relation	5.40	9.38			
14	2210 Health and Family Welfare	67.77	165.13			
15	2230 Labour and Employment	3.15	6.90			
16	2215 Water Supply and Sanitation	19.29	59.90			
17	2216 Housing	0.21	0.40			
18	2204 Sports and Youth Welfare	7.47	14.00			
19	2202 General Education	280.08	1,244.19			
20	2217 Urban Development	11.62	13.01			
21	2225 WPT and BC	406.79	908.49			
22	3055 Road Transport	4.78	4.71			
23	2401 Crop Husbandry	25.33	48.14			
24	2403 Animal Husbandry	12.25	29.15			
25	2404 Dairy Dev.	1.90	1.90			
26	2425 Co - operation	8.84	13.61			
27	3454 Census Survey and Statistics	1.72	3.72			
28	2406 Forestry and Wildlife	32.75	80.86			
29	2405 Fishery	7.17	10.16			
30	2408 Food Storage & Ware housing	1.32	5.21			
31	2851 Village & small Industries	55.56	82.83			
32	2852 Industry	0.11	0.55			
33	2701 Major and Medium Irrigation	8.16	44.74			
34	4702 AIBP(SS)	22.10	0.00			
35	4702 AIBP(CA)	388.90	0.00			
36	2702 Minor Irrigation	4.66	28.90			
37	4702 Minor Irrigation	13.75	650.34			
38	2705 Command Area Development	0.15	0.86			
39	3054 PWD (R & B)	5.46	36.56			
40	5054 Capital Outlay on PWD (R & B)	46.02	165.85			
41	5452 Capital Outlay on Tourism	3.04	0.00			

Sl. No.	Department	Total Expenditure during 2019-20	Expenditure as per Appropriation Accounts
42	2501 P&RD Special Programme & Rural Dev.	1.92	11.54
43	2515 Other Rural Development Programme	124.79	72.79
44	2402 Soil & Water Conservation	8.45	15.86
45	3452 Tourism	2.33	5.55
46	2711 Flood control & Drainage	4.69	15.44
47	4711 Flood control Project	16.50	16.50
48	3475 Other General Economic (Metrology)	1.06	2.10
49	4210 Capital Outlay on Medical & Public Health	7.29	8.11
50	4406 Capital Outlay on Forestry & Wildlife	31.09	37.50
51	50 Crore onetime Special Grant to road development	50.00	0.00
	Balance amount of salary for entrusted department		
52	for the year 2014-15 refunded to govt of Assam.	336.50	0.00
	Total	2,086.56	3,904.87

Source: Annual Accounts and Appropriation Accounts

### ${\bf Appendix-VII} \\ (Reference: Paragraph~4.2)$ Statement showing short supply of tourism related materials during 2019-20

								(in ₹)
Sl. No.	Item	Quantity	Quantity	Short	Rate	GST (@ 18% &	Total Col.	Amount
NO.		as per Challan	as per Stock	supply		28%)	(6) + (7)	Col. (5) x (8)
		Chanan	Book			20 %)	(0) 1 (1)	(0)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1.	Paraglider ENA	21	20	1	2,96,610.17	53,389.83	3,50,000	35,000
2.	Inflatable boat	14	07	7	9,21,875	2,58,125	11,80,000	82,60,000
	made of high							
	density Polymide							
	Fabric quoted with							
	Neoprene and							
	Hyplon rubber with 25 HP OBM							
	& 10 pax capacity							
3.	Inflatable boat	14	07	7	8,32,031.25	2,32,968.75	10,65,000	74,55,000
٥.	made of high	11		,	0,52,051.25	2,52,500.75	10,02,000	71,55,000
	density Polymide							
	Fabric quoted with							
	Neoprene and							
	Hyplon rubber							
	with 25 HP OBM							
	8 & 10 pax capacity Hyplone							
	rubber without							
	OBM 8 & 10 pax							
	capacity							
4.	Life Jacket	100	50	50	3,389.83	610.17	4,000	2,00,000
5.	Helmet	94	50	44	1,525.42	274.58	1,800	79,200
6.	Paddles	100	14	86	4,915.25	884.75	5,800	4,98,800
7.	Pumper	40	14	26	12,711.86	2,288.13	14,999.99	3,90,000
8.	Paraglider ENC	20	10	10	4,23,728.81	76,271.19	500000	50,00,000
9.	Mountain + All	50	20	30	47,457.63	8,542.37	56,000	16,80,000
	terrain bike (Fire Fox)							
10.	Pyramid Luxury	30	15	15	3,43,220.34	61,779.66	4,05,000	60,75,000
10.	Tents (Canvas)	30	15	13	3,13,220.31	01,779.00	1,05,000	00,73,000
11.	Field party tent air	40	15	25	1,55,211.86	27,938.14	1,83,150	45,78,750
	(white water proof						, ,	
	4 pax tent_							
12.	Swiss cottage tents	40	15	25	67,796.61	12,203.39	80,000	20,00,000
	4Mx4M Peg &							
1.2	Pole 8 pax tent	25	10	25	(7.70(.))	10 202 22	00.000	20.00.000
13.	Nature Trek Binoculars	35	10	25	67,796.61	12,203.39	80,000	20,00,000
14.	Night vision	35	10	25	56,779.66	10,220.34	67,000	16,75,000
17.	Binoculars	33	10	23	50,779.00	10,220.34	07,000	10,73,000
	= 110 + 6141 0						Total:	3,99,26,750

## © COMPTROLLER AND AUDITOR GENERAL OF INDIA www.cag.gov.in