CHAPTER I GENERAL

1.1 Trend of Revenue Receipts

The tax and non-tax revenue raised by the Government of West Bengal during the year 2002-03, State's share of divisible Union taxes and grants-in-aid received from the Government of India during the year and the corresponding figures for the preceding four years are given below:

(Rupees in crore)

			T		(Itapees in				
	Receipts	1998-99	1999-2000	2000-01	2001-02	2002-03			
I.	I. Revenue raised by the State Government								
(a)	Tax Revenue	4,774.46	5,100.83	5,944.72	6,534.48	7,077.74			
(b)	Non-tax Revenue	384.50	587.22	1,214.53	775.88	654.33			
	Total:	5,158.96	5,688.05	7,159.25	7,310.36	7,732.07			
II.	Receipts from the Governme	ent of India							
(a)	State's share of net proceeds of divisible Union taxes	2,692.14	2,984.41	4,208.44	4,289.37	4,555.40 ¹			
(b)	Grants-in-aid	1,535.62	1,538.64	3,154.49	2,938.69	2,237.98			
	Total:	4,227.76	4,523.05	7,362.93	7,228.06	6,793.38			
III.	Total Receipts of the	9,386.72	10,211.10	14,522.18	14,538.42	14,525.45 ²			
	State Government (I+II)								
IV.	Percentage of I to III	55	56	49	50	53			

1.1.1 Tax Revenue

The details of the tax revenue raised during the year 2002-03 along with the figures for the preceding four years are given below:

(Rupees in crore)

Sl.No.	Head of revenue	1998-99	1999-	2000-01	2001-02	2002-03	Percentage of
			2000				increase(+)/decrease
							(-) in 2002-03
							over 2001-02
1.	(a) Sales Tax	2,834.22	3,158.41	3,377.05	3,499.80	3,668.41	(+)4.82
	(b) Central Sales Tax	283.75	270.38	294.37	302.66	523.10	(+)72.83
2.	State Excise	400.04	442.85	461.61	512.43	566.85	(+) 10.62
3.	Stamps and Registration Fees	372.18	411.72	474.01	555.39	720.41	(+) 29.71
4.	Taxes and Duties on Electricity	117.36	145.13	160.19	354.76	145.42	(-) 59.00
5.	Taxes on Vehicles	158.07	185.57	282.53	208.65	249.40	(+) 19.53
6.	Other Taxes on Income and	140.01	192.19	214.91	223.04	230.51	(+) 3.35
	Expenditure-Tax on Professions,						
	Trades, Callings and Employment						
7.	Other Taxes and Duties on	124.51	135.96	165.12	163.68	311.50	(+) 90.31
	Commodities and Services						
8.	Land Revenue	325.36	148.44	510.80	711.22	658.29	(-) 7.44
9.	Other Taxes	18.96	10.18	4.13	2.85	3.85	(+) 35.09
7	Total	4,774.46	5,100.83	5,944.72	6,534.48	7,077.74	(+) 8.31

For details, please see statement No.11 'detailed account of revenue by Minor Heads' in the Finance Accounts of the Government of West Bengal for the year 2002-03.

² Figures under the heads 0020-Corporation Tax, 0021-Taxes on Income other than Corporation Tax, 0032-Taxes on Wealth, 0037-Customs, 0038-Union Excise Duties, 0044-Service Tax-'Share of net proceeds assigned to States' booked in the Finance Accounts under A-Tax Revenue have been excluded from revenue raised by the State and included in State's share of divisible union taxes in this statement.

-1.1.2 Non-tax Revenue

The details of major non-tax revenue raised during the year 2002-03 along with the figures for the preceding four years are given below:

(Rupees in crore)

		1		1	(Timpers in Grote)							
Sl. No.	Head of revenue	1998-99	1999- 2000	2000-01	2001-02	2002-03	Percentage of increase (+) / decrease (-) in 2002-03 over 2001-02					
1.	Interest	48.64	110.08	673.60	122.90	102.75	(-)16.40					
2.	Dairy Development	54.23	59.47	53.41	56.62	59.30	(+)4.73					
3.	Roads and Bridges	12.33	16.64	24.79	20.42	22.30	(+)9.21					
4.	Forestry and Wildlife	19.21	24.01	22.26	26.72	56.52	(+)111.53					
5.	Non-ferrous Mining and Metallurgical Industries	8.86	14.49	13.51	7.95	6.87	(-)13.58					
6.	Food, Storage and Warehousing	0.03	67.22	65.41	220.79	81.29	(-)63.18					
7.	Housing	7.29	7.39	7.73	7.93	9.94	(+)25.35					
8.	Medical and Public Health	35.18	60.41	45.91	45.63	48.62	(+)6.55					
9.	Education, Sports, Art and Culture	5.66	6.87	17.63	39.61	17.28	(-)56.37					
10.	Public works	6.46	6.32	6.16	5.52	4.78	(-)13.41					
11.	Police	37.56	45.13	54.75	60.99	64.30	(+)5.43					
12.	Others	149.05	169.19	229.37	160.80	180.38	(+)12.18					
	Total	384.50	587.22	1,214.53	775.88	654.33	(-)15.67					

The reasons for variations in receipts during the year 2002-03 compared to those of the year 2001-02 as shown in the Finance Accounts are mainly as under:

- State Excise: The increase (10.62 per cent) was due to larger collection of excise duty from the sale of Country Liquor
- Stamp Duty and Registration Fees: The increase (29.71 per cent) was due to escalation of duties on Judicial and Non-judicial Stamp
- Taxes and Duties on Electricity: The decrease (59 per cent) was due to less collection of taxes and duties on Electricity
- Taxes on Vehicles: The increase (19.53 per cent) was due to larger collection of taxes on vehicles
- Other Taxes and Duties on commodities and services: Increase (90.31 per cent) was due to larger collection of Taxes and Duties
- Interest: The decrease (16.40 per cent) was due to less collection of interest from Public Sector and other undertakings
- Forestry and Wild Life: Increase (111.53 per cent) was due to larger collection from Forestry and Wild Life
- Food storage and warehousing: The decrease (63.18 per cent) was due to less collection of taxes from warehousing.
- Education, Sports, Art and Culture: Decrease (56.37 per cent) was due to less collection from Games and Sports

1.2 Initiative for Mobilisation of Additional Resources

In the budget for 2002-03 the Government proposed additional revenue collection of around Rs.351 crore in the form of surcharge and other tax proposal after adjusting Rs.25 crore towards various tax relief proposed therein. Again, as a post budgetary measure the Government proposed additional revenue collection of Rs.500 crore by increasing the rate of various tax and non-tax receipts. But the actual additional collection of revenue during 2002-03 was Rs.422 crore against the expected additional revenue of Rs.851 crore. Thus actual collection of additional revenue was not commensurate with the projection made in the budget.

1.3 Analysis of budget preparation

As per provision of the Budget Manual, the Finance Department shall collect Budget Estimate and related information both for receipts and expenditure from the concerned Administrative Departments and prepare Budget Estimate of the State after necessary changes according to the policy of the Government. In the absence of non-receipt of relevant budgetary material from the Administrative Departments, the Finance Department prescribed a guideline for preparing the budget estimate.

Scrutiny of relevant records revealed that the Finance Department did not receive budgetary materials from Administrative Department for preparation of Budget Estimate for 2002-03 and accordingly prepared the budget estimate on the basis of its guidelines.

The actual receipts under both tax and non-tax receipts for 2001-02 was much below the revised estimate of that year. There was a wide difference between the original budget estimate and revised estimate for 2002-03. Moreover, budget estimate/revised estimate prepared by the Government did not appear to be on realistic basis which is evident from the table below:

T 7		D • 1		(Rupees in crore)
Year	Budget	Revised	Actuals	Variation (%) of actual
	Estimate	Estimate		collection over budget estimate
		Tax Reve	nue	
1998-99	5,657	5,046	4,774	(-)15.61
1999-2000	5,752	5,737	5,101	(-)11.32
2000-01	6,908	6,513	5,945	(-)13.94
2001-02	8,044	7,341	6,534	(-)18.77
2002-03	8,275	7,375	7,078	(-)14.47
		Non-tax Re	venue	
1998-99	521	574	385	(-)26.10
1999-2000	532	703	587	(+)10.34
2000-01	815	1,331	1,215*	(+)49.08
2001-02	1,009	1,445	776	(-)23.09
2002-03	1,808	1,056	654	(-)63.83

^{*} Loan of Rs.492.54 crore granted to West Bengal State Electricity Board was contra credited to interest receipt.

1.4 Variations between Budget estimates and actuals

The variations between the Budget estimates and actuals of revenue receipts for the year 2002-03 in respect of the principal heads of tax and non-tax revenue are given below:

			(R	upees in crore)
Heads of Revenue	Budget	Actuals	Variations excess(+)	Percentage
Tax Revenue	estimates		or shortfall(-)	of variation
1. Sales Tax	4,715	4,192	(-)523	(-)11.09
2. State Excise	609	567	(-)42	(-)6.90
3. Land Revenue	1,308	658	(-)650	(-)49.69
4. Taxes on Vehicles	255	249	(-)6	(-)2.35
5. Stamps and Registration Fees	680	720	(+)40	(+)5.88
6. Professions Tax	295	231	(-)64	(-)21.69
7. Electricity Duty	185	145	(-)40	(-)21.62
8. Other Taxes and Duties on	209	312	(+)103	(+)49.28
commodities and services				
9. Others	19	4	(-)15	(-)78.95
Total:	8,275	7,078		(-)14.88
Non-Tax Revenue				
10. Forest Receipts	48	57	(+)9	(+)18.75
11. Interest Receipts	887	103	(-)784	(-)88.38
12. Dairy Development	87	59	(-)28	(-)32.18
13. Food Storage and Warehousing	188	81	(-)107	(-)56.91
14. Medical and Public Health	114	49	(-)65	(-)57.02
15. Education, Sports, Art and	36	17	(-)19	(-)52.78
Culture				
16. Public Works	10	5	(-)5	(-)50.00
17. Roads and Bridges	34	22	(-)12	(-)35.29
18. Police	70	64	(-)6	(-)8.57
19. Major and Medium Irrigation	11	3	(-)8	(-)72.73
20. Minor Irrigation	18	7	(-)11	(-)61.11
21. others	305	187	(-)118	(-)38.69
Total:	1,808	654		(-)63.83

The reasons for variation though called for in March 2003, have not been received till November 2003, except in respect of Electricity Duty and State Excise. The reasons for variation as per Government reply in respect of said receipt heads are as under:

- Electricity Duty: Due to non-payment of Electricity Duty by Calcutta Electric Supply Corporation, West Bengal State Electricity Board etc.
- State Excise: Due to preparation of estimate on higher side.

1.5 Analysis of collection

Break-up of total collection at pre-assessment stage and after regular assessment of sales tax, agricultural income tax, amusement tax for the year 2002-03 and the corresponding figures for the preceding two years as furnished by the Department are as follows:

						(Rupe	ees in crore)
Head of Revenue	Year	Amount collected at pre- assessment stage	Amount collected after regular assessment (additional demand)	Penalties for delay in payment of taxes and duties	Amount refunded	Net collection ³	Percentage of column 3 to 7
1.	2.	3.	4.	5.	6.	7.	8.
Sales Tax	2000-01	3,609.90	62.60	Nil	7.15	3,665.35	98
	2001-02	3,656.77	79.94	Nil	15.13	3,721.50	98
	2002-03	4,094.81	94.95	Nil	11.58	4,178.18	98
Agricultural	2000-01	2.85	0.51	Nil	0.51	2.85	100
Income Tax	2001-02	1.70	0.83	Nil	1.82	0.71	239
	2002-03	1.46	0.97	Nil	0.10	2.33	63
Amusement	2000-01	65.43	1.36	Nil	Nil	66.79	98
Tax	2001-02	59.83	2.02	Nil	Nil	61.85	97
	2002-03	46.73	4.39	Nil	Nil	51.12	91

It would be seen from the above table that the amount refunded under agricultural income tax during 2001-02 was much more than the net collection. Though the above details were called for in respect of professions tax etc. those were not made available (November 2003)

1.6 Cost of collection

The gross collection in respect of major revenue receipts, expenditure incurred on collection and the percentage of such expenditure to gross collection during the years 2000-01 to 2002-03 along with the relevant all India average percentage of expenditure on collection to gross collection were as follows:

The discrepancy in the net collection of revenue furnished by the department needs reconciliation with the Finance Accounts.

Head of Revenue	Year	Collection	Expenditure on collection of revenue	Percentage of expenditure on collection	(Rupees in crore) All India Average percentage
Sales Tax	2000-01	3,671.42	69.56	1.89	-
	2001-02	3,802.46	69.50	1.83	1.26
	2002-03	4,191.51	73.53	1.75	-
State Excise	2000-01	461.61	36.02	7.80	-
	2001-02	512.43	38.32	7.48	3.21
	2002-03	566.85	37.61	6.63	-
Stamp Duty and	2000-01	474.01	37.65	7.94	-
Registration Fees	2001-02	555.39	37.51	6.75	3.51
	2002-03	720.41	35.54	4.93	-
Taxes on Vehicles	2000-01	282.53**	8.26	2.92	-
	2001-02	208.65	8.52	4.08	2.99
	2002-03	249.40	8.40	3.37	-

^{**}As per Budget Publication for the year 2002-03 an amount of Rs.94.02 crore was wrongly booked under 0041-Taxes on vehicles

It would be seen from the above that the expenditure on collection under the respective heads is higher as compared to the national average.

1.7 Collection of Sales Tax per assessee

Year	No. of assessees	Sales Tax Revenue	Revenue/assessee
		(Rupees in crore)	(Rupees in lakh)
1998-99	1,76,086	3,118	1.77
1999-2000	1,71,039	3,429	2.00
2000-01	1,79,011	3,671	2.05
2001-02	1,78,273	3,802	2.13
2002-03	1,85,050	4,192	2.27

1.8 Analysis of arrears of revenue

The arrears of revenue as on 31 March 2003 in respect of some principal heads of revenue as furnished by the Departments amounted to Rs.1514.71 crore of which in two cases Rs.74.77 crore out of Rs.1,313.40 crore were outstanding for more than five years as detailed in the following table:

		(Rupees in crore)
Head of Revenue	Amount outstanding as on 31 March 2003	Amount outstanding for more than five years as on 31 March
Sales Tax	1,304.09	68.35
Electricity Duty	148.59	NA
Amusement Tax	22.78	NA
Agricultural Income Tax	29.94	NA
Excise Duty	9.31	6.42
Total:	1,514.71	74.77

1.9 Arrears in assessments

The details of cases pending assessment at the beginning of the year, cases becoming due for assessment during the year, cases disposed of during theyear and number of cases pending finalisation at the end of each year during 2000-01 to 2002-03 as furnished by the Departments are given below:

Year	Opening Balance	Cases due for assessment during the	Total	Cases finalised during the	Balance at the close of the year	Arrears in percentage (against
		year		year	the year	total cases)
Sales Tax						
2000-01	1,87,041	1,11,645	2,98,686	1,60,965	1,37,721	46
2001-02	1,37,721	1,12,541	2,50,262	85,326	1,64,936	66
2002-03	1,64,936	1,64,673	3,29,609	1,74,576	1,55,033	47
Professions Tax						
2000-01	1,98,729	86,661	2,85,390	78,790	2,06,600	72
2001-02	2,06,600	41,151	2,47,751	67,519	1,80,232	73
2002-03	1,80,232	59,899	2,40,131	72,726	1,67,405	70
Electricity Duty						
2000-01*	250	89	339	57	282	83
2001-02*	282	360	642	159	483	75
2002-03*	483	82	565	54	511	90
Amusements Tax						
2000-01	3,344	839	4,183	979	3,204	77
2001-02	3,204	1,423	4,627	753	3,874	84
2002-03	3,874	3,204	7,078	1,863	5,215	74
Agricultural Inco	me Tax					
2000-01	2,355	306	2,661	398	2,263	85
2001-02	2,263	441	2,704	607	2,097	78
2002-03	2,097	564	2,661	416	2,245	84

* Revised figures as furnished by the Department.

It would be seen from the above table that percentage of cases pending disposal at the end of each financial year was significantly large.

1.10 Evasion of Tax

The details of cases of evasion of tax detected by the Finance and State Excise Departments, cases finalised and the demands for additional tax raised as reported by the Departments are given below:

Name of tax/duty	Cases pending as on 31 March 2002	Cases detected during 2002-2003	Total	No. of cases in which assessments/investigations completed and additional demand including penalty etc., raised No. of Amount demand cases (Rupees in lakh)		No. of cases pending finalisation as on 31 March 2003
Sales Tax	43	59	102	49	42.00	53
State Excise	7	Nil	7	Nil	Nil	7
Amusement Tax	17	13	30	9	NA	21

NA: Not available.

1.11 Results of Audit

Test check of records of sales tax, land revenue, stamp duty and registration fees, motor vehicles tax, state excise, electricity duty, other tax receipts, forest receipts and other non-tax receipts conducted during the year 2002-03 revealed under-assessment/short levy/loss of revenue amounting to Rs.532.72 crore in 1,309 cases. During the course of the year the departments accepted under-assessment of Rs.168.29 crore in 998 cases of which 682 cases involving Rs.137.42 crore were pointed out in audit during 2002-03 and the rest in earlier years and recovered Rs.2.26 crore. No replies have been received in respect of the remaining cases.

This Report contains 47 paragraphs including two reviews relating to non-levy/short levy of taxes, duties, interest and penalties etc., involving Rs.204.77 crore. The Department/Government have accepted audit observations involving Rs.150.96 crore of which Rs.0.28 crore had been recovered upto November 2003. No reply has been received in other cases.

1.12 Departmental Audit Committee Meetings

For prompt settlement of very old outstanding Inspection Reports through discussion among senior officers of the concerned Administrative Department, the Finance Department and the officers of the office of the Accountant General, West Bengal, Departmental Audit Committees were constituted by the Government in the year 1985.

For this purpose, meetings of Audit Committees consisting of the Secretary of the Administrative Department concerned, a senior officer of the Finance Department not below the rank of the Joint Secretary and representative of the office of the Accountant General, West Bengal should be convened by the Administrative Department concerned.

During last three years total number of meetings held and number of paras settled are given below:

				(Rupees in crore)
Year	Name of the Department	Number of meeting(s) held	Number of paragraphs settled	Money Value of the paragraphs settled
2000-01	State Excise	1	39	NA
	Public Works Department	1	6	0.02
2001-02	Sales Tax	1	21	0.21
	State Excise	1	16	7.66
	Public Works Department	1	06	0.10
2002-03	Public Works Department	1	Nil	Nil

The other departments did not respond to hold Audit Committee Meeting although reminded several times till November 2003.

1.13 Failure of senior officials to enforce accountability and protect interest of the Government

Accountant General (Local Bodies Audit) arranges periodical inspection of Government Departments to test check the transactions and verify the maintenance of important accounting and other records as per prescribed rules and procedures. These inspections are followed up with Inspections Reports (IRs). When important irregularities detected during inspection are not settled on the spot, these are included in IRs issued to the heads of offices inspected with copies to next higher authorities for taking prompt corrective action. Government have provided that first replies to the IRs may be furnished within three weeks of receipt thereof by the heads of offices. The heads of offices/ Government are required to comply with the observations contained in the IRs and rectify the defects and omissions promptly and report their compliance to the AG within two months from the dates of issue of the IRs. Serious irregularities are also brought to the notice of the Heads of the Departments by the office of the AG.

Reports December 2002 disclosed Inspection issued up to 2,687 paragraphs involving money value of Rs.629.52 crore relating to 963 IRs remained outstanding at the end of June 2003. Of these, 221 IRs containing 414 paragraphs involving money value of Rs.56.99 crore had not been settled for more than 10 years by the Finance Department in respect of sales tax, amusements tax, agricultural income tax, professions tax, electricity duty and stamp duty and registrations fees, by the Forest Department in respect of forest receipts, by the Commerce and Industries Department in respect of mines and minerals, by the Transport Department in respect of taxes on motor vehicles, by the Land and Land Reforms Department in respect of land revenue and other Departments in respect of other departmental receipts. Even the first replies, required to be received from the heads of offices within three weeks from the date of issue of the IRs, were not received in respect of 1,332 paragraphs of 398 IRs issued between March, 1984 and December 2002. As a result, the serious irregularities commented upon in these IRs had not been settled as of 30 June 2003.

-Department-wise break-up of IRs and audit observations outstanding as on 30 June 2003 is given below:

(Rupees in crore)

				(Rupees in cro						ees in crore)
Sl. No.	Department	Position of Inspection Reports issued up to December 2002 but not settled at the end of June 2003			Position of Inspection Reports and paragraphs not settled for more than 10 years			Position of Inspection Reports in respect of which first reply not received		
		No. of IRs	No. of Para- graphs	Money value	No. of IRs	No. of Para- graphs	Money value	No. of IRs	No. of Para- graphs	Earliest year to which IR relates
1	Finance									
	(a) Sales Tax	138	405	32.50	9	24	0.42	35	176	1999-2000
	(b) Professions Tax	92	196	12.47	25	32	3.98	44	56	1998-99
	(c) Stamp Duty and Registration Fees	79	135	25.13	26	44	1.72	73	116	1994-95
	(d) Electricity Duty	44	76	11.97	13	20	3.14	8	35	1998-99
	(e) Agricultural Income Tax	12	19	1.79	1	3	0.12	4	5	1991-92
	(f) Amusements Tax	74	146	20.64	13	15	0.13	52	135	1982-83
	(g) Luxury Tax	10	18	0.14	2	3	0.05	5	9	2000-01
2.	Forest									
	Forest Receipts	80	160	18.29	12	15	0.52	43	139	1995-96
3.	Commerce and Industri	es								
	Mines and Minerals	102	330	18.54	24	56	2.63	21	89	1990-91
4.	Land and Land Reform	s								
	Land Revenue	114	583	355.55	46	141	14.83	18	120	1984-85
5.	Excise									
	State Excise	45	105	20.30				15	47	1991-92
6.	Transport								1	
	Motor Vehicles	116	293	10.83	30	29	0.16	62	344	1998-99
7.	Other								1	
	Departmental Receipts	57	221	101.37	20	32	29.29	18	61	1994-95
	Total	963	2,687	629.52	221	414	56.99	<i>398</i>	1,332	

The above position indicates the failure of departmental offices to initiate action in regard to the defects, omissions and irregularities pointed out in the IRs of the AG. The Principal Secretaries/Secretaries of the Departments, who were informed of the position through half-yearly reports, also failed to ensure that the concerned officers took prompt and timely action.

1.14 Follow up on Audit Reports-summarised position

As per the Rules of Procedure of the Committee on Public Accounts of the West Bengal Legislative Assembly (Internal Working) framed in 1997, the concerned Department shall take necessary steps to send its Action Taken Notes (ATN) on the recommendations contained in the Report of the Public Accounts Committee (PAC) on the Audit Report within six months from the date of its presentation to the House. The position of outstanding ATNs due from the departments is shown below:

Particulars of the PAC Report	Date of presentation in the Assembly	Name of the department	Year of Audit Report	No. of ATNs due
Sixth Report of 1987-88	20 April 1988	Excise	1978-79	3
			1980-81	3
Seventeenth Report of 1988-89	5 May 1989	Irrigation and Waterways	1978-79	3
			1983-84	1
Twentysecond Report of 1990-91	26 March 1991	Transport	1979-80	1
			1980-81	1
Second Report of 1991-92	9 April 1992	Board of Revenue	1980-81	4
			1982-83	1
			1983-84	1
			1984-85	1
Seventh Report of 1991-93	23 March 1993	Finance	1981-82	1
			1982-83	2
			1983-84	1
Seventeenth Report 1993-94	31 March 1994	Land and Land Reforms	1981-82	1
			1985-86	2
			1986-87	2
Twentysecond Report of 1994-95	17 April 1995	Excise	1984-85	2
Twentythird Report of 1994-96	1 August 1995	Finance	1981-82	1
Twentyfifth Report of 1994-96	1 August 1995	Transport	1983-84	1
		Home (Police)	1988-89	1
Seventeenth Report of 1998-99	28 June 1999	Land and Land Reforms	1988-89	1
_			1990-91	1
			1992-93	1
Twentyfourth Report of 1998-99	16 July 1999	Forest	1992-93	1
Twentyninth Report of 1999-2000	2 December 1999	Irrigation and Waterways	1990-91	1
Eighth Report of 2001-02	8 July 2002	Forest	1996-97	6
Total:				44

In respect of the Audit Reports from 1992-93 to 2000-01 departmental replies to 32 selected and 125 unselected paragraphs out of total 61 selected and 548 unselected paragraphs have been received (November 2003).

Department failed to submit ATNs within six months in respect of 44 paragraphs included in the Audit Reports upto the year ended March à 2002.