

PREFACE

The Report of the Examiner of Local Accounts on Panchayat Raj Institutions for the year ending 31 March 2009 has been prepared for submission to the Government of West Bengal in accordance with the provisions of the West Bengal Panchayat Act, 1973.

This Report covers significant matters arising out of audit of Zilla Parishads, Panchayat Samitis and Gram Panchayats.

The audit findings in the Report are those which came to notice in the course of audit of accounts of Panchayat Raj Institutions conducted during 2008-2009 as well as those which had come to notice in the earlier years but could not be dealt with in previous Reports.

OVERVIEW

The Report starts with an introductory Chapter containing brief description of Panchayat Raj Institutions (PRIs) and their resources as well as audit coverage and mandate. Chapters 2 and 3 of the Report cover financial management and major irregularities in implementation of schemes like National Rural Employment Guarantee Scheme and Indira Awas Yojana while Chapter 4 discusses material findings emerging from Performance Audit on implementation of Rural Infrastructure Development Fund. Chapter 5 includes 26 paragraphs dealing with results of audit of financial transactions of PRIs.

A summary of financial position of PRIs and audit findings is given below:

1 An overview of the PRIs

PRIs in the State consist of 17 Zilla Parishads (ZPs), one Mahakuma Parishad (MP) (with all the powers and authority of the Zilla Parishad) for Siliguri Sub-Division, 341 Panchayat Samitis (PSs) and 3,354 Gram Panchayats (GPs). At state level, the Panchayat and Rural Development Department (P&RDD) headed by a Principal Secretary exercises administrative control over the PRIs. The Directorate of P&RD, in the Department handles all establishment related matters of PRIs.

(Paragraph 1.3)

There was a short release of ` 539.05 crore to PRIs from the State budget allocation provided by the P&RDD during 2006-09 and the shortfall was eight *per cent* of the budget allocation. Utilisation was 68 *per cent* of actual release out of state budget allocation.

(Paragraph 1.7.1)

Own Source Revenue collection constitutes only four *per cent* of total revenues of PRIs while Central and State Grants constitute 58 and 38 *per cent* respectively during 2002-03 to 2008-09.

(Paragraph 1.7.2(a))

Flow of funds especially schematic funds to GPs increased 131 *per cent* during 2008-09 in comparison to 2006-07 and GPs received 63 to 80 *per cent* of total schematic allocation for PRIs.

(Paragraph 1.7.2(b))

PRIs expended 68 and 82 *per cent* of total schematic expenditure on poverty alleviation and rural housing schemes. Expenditure under education and social security was three to four times in 2008-09 in comparison to 2006-07.

(Paragraph 1.8)

The State Government released only 1.2, 1.5 and 0.8 *per cent* of the State Tax revenue respectively during 2006-07 to 2008-09 to the PRIs against the recommended 12.8 *per cent* under State Finance Commission grants.

(Paragraph 1.11)

2. Financial Management

During audit of 3,214 GPs, 151 PSs, 17 ZPs and one MP, instances of deviation from laid down financial procedures were noticed. These included failure to prepare accounts and budgets, direct appropriation of revenues, theft/defalcation and non-reconciliation of cash balances as detailed below:

Twenty eight GPs failed to prepare annual accounts in the prescribed format and expended ` 17.11 crore against total receipt of ` 23.10 crore during 2007-08. Twenty nine PSs incurred expenditure of ` 166.28 crore against total receipt of ` 296.24 crore during 2005-08 without preparation of annual accounts in prescribed form.

(Paragraph 2.1)

Ten GPs did not prepare their budget and unauthorisedly spent ` 5.80 crore during 2007-08. Arsha and Kashipur PSs spent ` 6.96 crore during 2005-08 and ` 9.59 crore during 2005-07 respectively without preparing any budget during that period.

(Paragraph 2.2)

During 2007-08, 422 GPs directly appropriated ` 1.69 crore out of the revenues collected by them without depositing the money into their respective savings bank accounts in contravention of the rules.

(Paragraph 2.3)

One ZP, 17 PSs and 85 GPs did not conduct monthly reconciliation of balances of Cash Book and Pass Book and ` 38.97 crore remained unreconciled at the end of 2007-08.

(Paragraph 2.4)

In 3,068 GPs, 75 *per cent* of the total demand for taxes, duties, rates, fees and tolls amounting to ` 71.08 crore remained unrealised at the end of the year 2007-08.

(Paragraph 2.5)

Uniform accounting practice had not been followed by every PRI while incorporating transactions of Fund Transfer Account (FTA) in Cash Book and Annual Accounts. Sixteen ZPs, except Birbhum and Uttar Dinajpur ZPs, had incorporated transactions of FTAs in their accounts. Accounts of PRIs where transactions of FTAs were incorporated became inflated due to double recording, i.e. once under FTA and once under the respective programme head. Thus, in course of transferring funds from FTAs of ZPs to designated accounts of the PSs/GPs, receipts of ` 918.67 crore of 15 ZPs became inflated due to double recording, i.e. once under FTA head of ZPs and the other under actual programme head of respective PS/GP on transfer of funds from FTA.

(Paragraph 2.9)

3. Implementation of Schemes

Audit of implementation of National Rural Employment Guarantee Scheme (NREGS) and Indira Awas Yojana (IAY) revealed irregularities like execution of works without preparing Annual Action Plan, expenditure on works which were not identified and selected by Gram Sansad, employment not provided to job seekers, absence of photographs on job cards, failure to create durable assets, absence of social audit, irregular selection of beneficiaries, non-conferment of ownership of dwelling units on women beneficiaries etc. as summarised below:

126 GPs expended ` 35.81 crore during 2007-08 without preparing Annual Action Plan and 385 GPs spent ` 93.91 crore on 11,577 works which were not identified and selected by Gram Sansad.

(Paragraph 3.1.3.1)

In 27 GPs, 7,622 applicants sought employment but they were neither provided any employment nor paid unemployment allowance during 2007-08.

(Paragraph 3.1.3.2)

2,972 GPs failed to provide at least one hundred days of employment to the members of any household in 2007-08. Instances of issue of job cards without affixing photographs and delay in payment of wages were noticed in 2,579 GPs and 409 GPs respectively.

(Paragraphs 3.1.3.3, 3.1.3.4 and 3.1.3.5)

306 GPs incurred an amount of ` 50.32 crore without creating any durable asset.

(Paragraph 3.1.3.6)

Gram Sabhas of 2,043 GPs did not conduct social audit and the Programme Officers of 190 blocks did not monitor works under NREGS during 2007-08.

(Paragraph 3.1.3.7)

Arsha, Bongaon, Jhalda-I and Jhalda-II PSs did not transfer 12,834.37 quintal of unutilised foodgrains of National Food For Work Programme (NFFWP) to NREGS account.

(Paragraph 3.1.3.8)

650 GPs paid ` 20.27 crore to non-BPL beneficiaries for construction/upgradation of huts under IAY during 2007-08 contrary to the provisions of the guideline.

(Paragraph 3.2.3)

2,207 GPs disbursed ` 38.78 crore solely to 22,941 male beneficiaries in violation of scheme guidelines.

(Paragraph 3.2.4)

4. Performance Review

4.1 Implementation of Rural Infrastructure Development Fund (RIDF) Schemes

RIDF was launched by the Government of India in 1995-96 for infrastructure development in rural areas. National Bank for Agriculture and Rural Development (NABARD) sanctioned loans to the Finance Department of the State Government, the Nodal Department, for operationalising the RIDF projects in the State. The P&RDD after collecting scheme details from PRIs forwarded them to the Finance Department for onward transmission to NABARD. ZP is the executing agency of RIDF works and is responsible for monitoring the progress of implementation of the projects. The objective of the fund is to complete ongoing rural infrastructure projects and to develop rural and social infrastructure like roads, bridges, irrigation facilities, drainage, power, *Anganwadi* centres and *Sishu Siksha Kendras*. Out of 18 ZPs, Malda, North 24 Parganas and Paschim Medinipur ZPs were selected for audit coverage. The following points were noticed during the review of the RIDF:

Paschim Medinipur, Malda and North 24 Parganas ZPs could spend 51, 68 and 51 *per cent* respectively out of RIDF funds during 2004-09.

(Paragraph 4.1.6.2)

Paschim Medinipur ZP unauthorisedly spent ` 2.10 crore on repairing of roads, construction of culverts, payment of salary and hiring of vehicles out of RIDF funds between 2004 and 2009.

(Paragraph 4.1.8)

Malda and Paschim Medinipur ZPs failed to ascertain availability of land before taking up construction of 10 market complexes. The works were abandoned after receipt of start up fund of ` 1.27 crore.

(Paragraph 4.1.9.2)

Malda ZP did not execute works according to the specifications of Rural Road Manual and incurred avoidable expenditure of ` 1.27 crore on construction of six rural roads. The ZP also spent ` 1.05 crore on more expensive construction material ignoring the directives of Indian Road Congress.

The ZP also incurred an excess expenditure of ` 0.10 crore due to adoption of erroneous rate for construction of six roads.

Paschim Medinipur ZP spent ` 0.68 crore for construction of two market complexes in March 2009, which could not be utilised.

(Paragraph 4.1.9.3)

5. Audit of Transactions

Satali and Latabari GPs purchased ambulances at a cost of ` 2.95 lakh each during 2004-05. The ambulance of Satali GP appears to have been misappropriated and the ambulance of Latabari GP had not been in the GP's possession for a long time.

(Paragraph 5.1.1)

Prolonged storage, laxity in monitoring, negligence and undue favour to Modified Ration Dealers by nine PRIs resulted in wastage, misappropriation and shortage of 20,193.19 quintal of foodgrains valuing ` 3.12 crore.

(Paragraph 5.1.2)

Flash floods were washing away two fair weather bridges over Subarnarekha and Kangsaboti rivers every year since 2002-03. Paschim Medinipur ZP and Nayagram PS constructed these two bridges every year knowing fully well that those would not last beyond five months and spent ` 2.58 crore during 2004-09. The feasibility of constructing permanent bridges was not considered.

(Paragraph 5.2.1)

Purulia ZP granted repeated extensions to a contractor for improvement of a road work without justification. The ZP did not adhere to the contractual clauses and chose not to impose the penalty of recovery of excess cost of work. This resulted in avoidable expenditure of ` 55.51 lakh.

(Paragraph 5.3.1)

Forty nine PRIs undertook various developmental works without ascertaining the source of funds and availability of clear site. They did not conduct proper survey, prepare project estimates and fix implementation schedule. These works remained incomplete upto 12 years after commencement. The rural population was thus deprived of the intended benefits after an expenditure of ` 19.58 crore.

(Paragraph 5.4.2)

Bardhaman ZP started construction of a cold storage three years after the project was sanctioned and expended ` 36.74 lakh as of July 2010. The work remained incomplete due to delayed finalization of project site and failure to prepare revised plan. This resulted in idle expenditure of ` 36.74 lakh besides blockage of grants of ` 1.03 crore for more than seven years.

(Paragraph 5.4.4)

Purulia and Uttar Dinajpur ZPs failed to complete water supply works under 'Swajaldhara' scheme even after expending ` 1.19 crore. Thus, the ZPs could not provide safe drinking water to the target population and also failed to avail of central assistance of ` 2.14 crore.

(Paragraph 5.4.7)

Fourteen PRIs did not write back to account the value of 582 cheques amounting to ` 3.95 crore in contravention of prescribed rules and public money remained idle upto 25 years.

(Paragraph 5.5.4)

North 24 Parganas ZP and five PSs had diverted scheme funds and grants amounting to ` 2.19 crore. Kalna-II PS had transferred ` 4.90 lakh from SGRY head to 'Own Fund' head during 2006-07.

(Paragraph 5.5.5)

Bardhaman ZP did not collect lease amount of ` 20.03 lakh from the lessee of 'Harekrishna Koner Setu' at Karalaghat and allowed him to retain unused toll ticket books and registers without taking any penal action.

(Paragraph 5.5.6)

Jalpaiguri ZP and five PSs purchased material worth ` 1.02 crore without floating tenders and Purulia ZP irregularly awarded a work to a company without ensuring competitive rate through open tender.

(Paragraph 5.5.7)

Chapter-1

An Overview of the Panchayat Raj Institutions

1.1 PRIs in West Bengal

A three-tier Panchayat system was envisaged in the West Bengal Panchayat Act 1973, which came into force in June 1978 when the first general election for the Zilla Parishads (ZPs), Panchayat Samitis (PSs) and Gram Panchayats (GPs) was held. Since then the general election for the panchayats has continued to be held every five years and the last election (i.e. the seventh in the series) was held in May 2008.

1.2 Area and population covered

The Act extends to the whole of West Bengal in areas other than Municipalities / Municipal Corporations / Cantonment areas. Thus, 70 per cent of the total area (88,752 sq. km.) of the State inhabited by 5.77 crore people (72 per cent of the total population of 8.02 crore as per 2001 census), came under the purview of the Act.

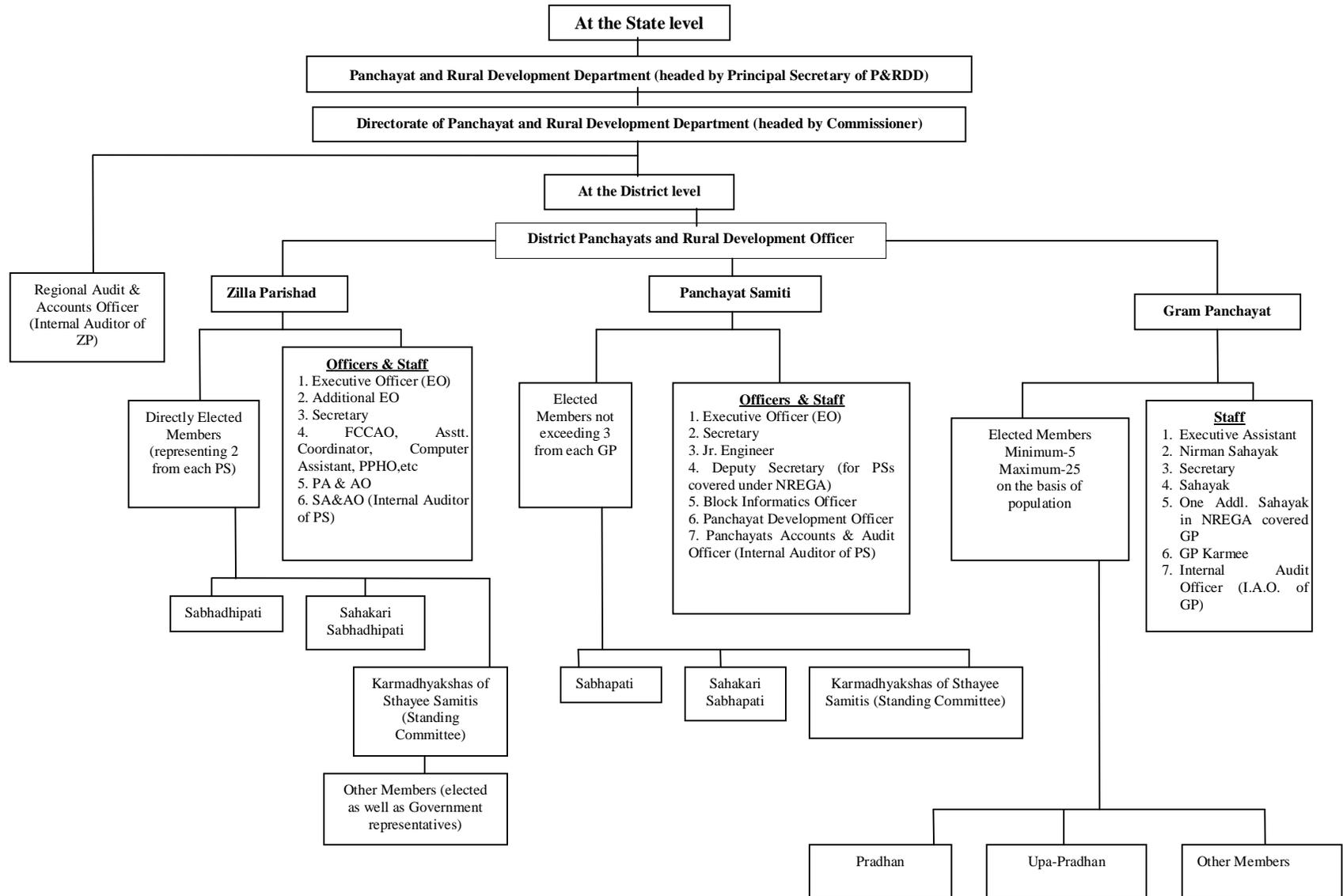
1.3 Organisational structure of the PRIs

There are 17 ZPs, one Mahakuma Parishad (MP) with all the powers and authority of the ZP, for Siliguri Sub-Division, 341 PSs and 3,354 GPs in the State. At state level the Panchayat and Rural Development Department (P&RDD) headed by a Principal Secretary exercises administrative control over the PRIs. The Directorate of P&RD, in the Department, supervises institutional and statutory administration of PRIs. The Directorate is headed by the Commissioner. At the District level, control and co-ordination is exercised by the District Panchayats & Rural Development Officer (DPRDO), who is responsible for supporting and guiding the Panchayat Raj Institutions for their smooth functioning. He is assisted by a team of officers consisting of one Deputy DPRDO, one Panchayat Development Officer (PDO), one Panchayat Accounts and Audit Officer (PA&AO) and other assistants.

The Act envisages the functioning of the ZPs and PSs through 10 functional Standing Committees called *Sthayee Samitis*¹ having elected representatives and officials concerned as members. Each of the *Sthayee Samitis* of the ZPs/PSs is headed by a *Karmadhyaksha* (also an elected representative). No such *Sthayee Samiti* has, however, been provided for the GPs which shall function through one or more group of members (popularly called as *Upa-Samitis*) with a convener for each, nominated from the group concerned, as envisaged in the Act.

The organisational set up of the Panchayat Raj System in West Bengal is as follows:

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



1.4 Powers and functions

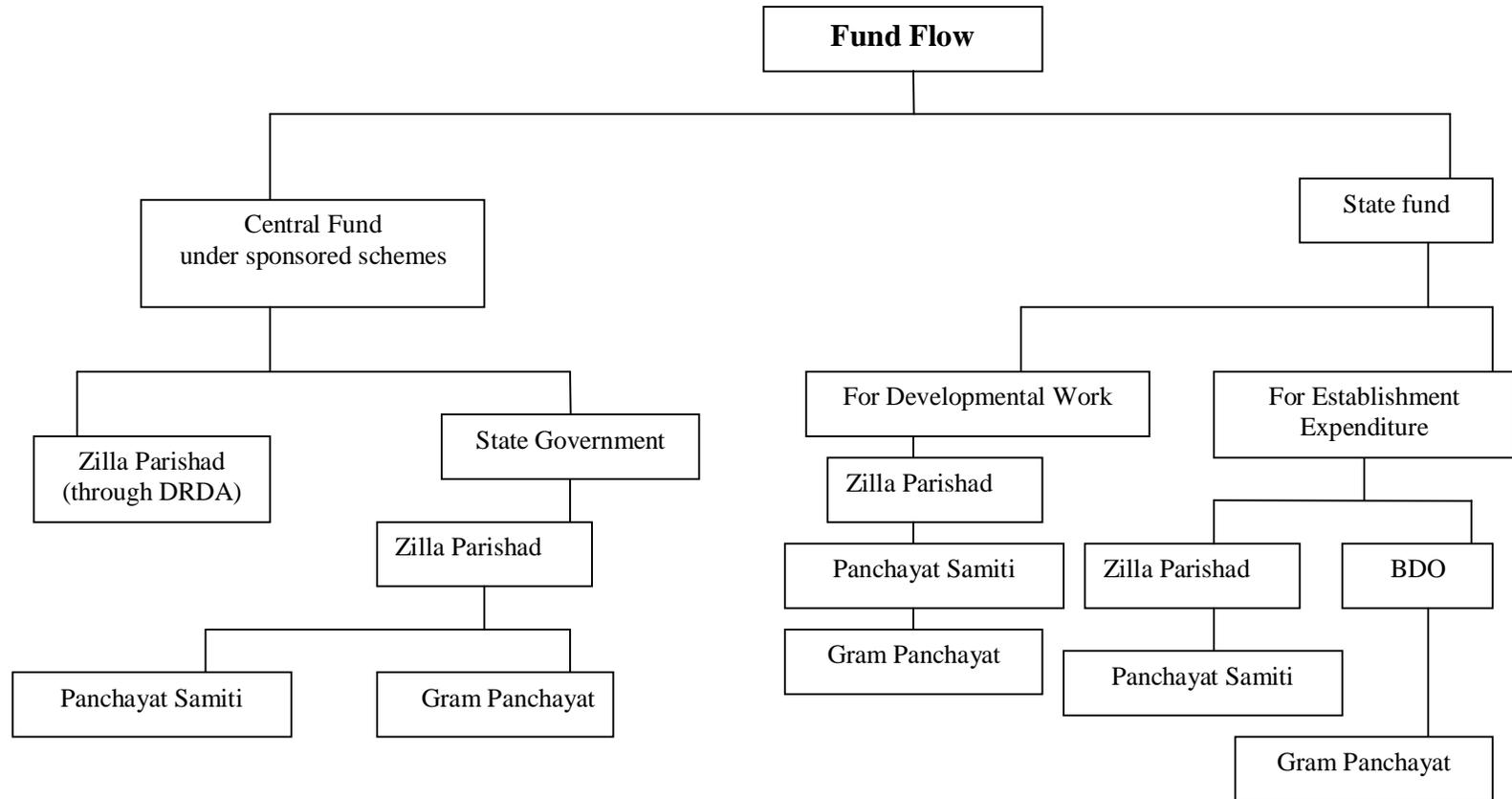
The Act vests a PRI with the following powers and functions:

- Preparation of development plan/annual action plan,
- Implementation of schemes for economic development and social justice as may be drawn up by or entrusted to it in pursuance of 11th Schedule of the Constitution,
- Management or maintenance of any work of public utility and
- Collection of revenue for utilisation of such funds for developmental work.

1.5 Flow of funds

The ZPs and PSs deposit state funds in the Treasury in Deposit Account (head “8448-Local Fund Deposit Account, 109-Panchayat Bodies”) that is operated as non-interest bearing bank account and Centrally sponsored scheme funds are deposited in Savings Account according to guidelines for the respective schemes. The GPs keep funds in Savings Bank Account at the nearest Post Office or a Scheduled Bank or a Co-operative Bank.

A fund- flow statement as per general procedure is given below:



1.6 Creation of Database and Maintenance of Accounts

Based on the recommendations of the 11th Finance Commission, the formats for preparation of budget & accounts and database on finances of PRIs were prescribed by C&AG in 2002 for exercising proper control and securing better accountability. These formats were further simplified in 2007 for easy adoption at grass root level. The Technical Committee on Budget and Accounting Standards for PRIs co-chaired by Secretary, Ministry of Panchayati Raj (MOPR), Government of India (GOI) and Deputy Comptroller and Auditor General (LB) approved the Simplified formats of accounts for PRIs in January 2009. The Secretary, MOPR requested (October 2009) the Chief Secretaries of all States and Union Territories to operationalise the format with effect from April 2010. The State Government had intimated (May 2010) that they had already adopted cash based Double Entry System of Accounting in all tier of PRIs. The PRIs classify all receipts and expenditures broadly under plan and non-plan. The system of accounting has no similarity to list of codes for functions, programmes and activities prescribed by C&AG based on the recommendation of the 11th Finance Commission. As a result, sector wise allotment and expenditure therefrom can not be identified from PRI accounts. However, the department stated that they were working on adoption of list of codes for functions, programmes and activities indicated in "Model Accounting System for Panchayats" prescribed by the C&AG.

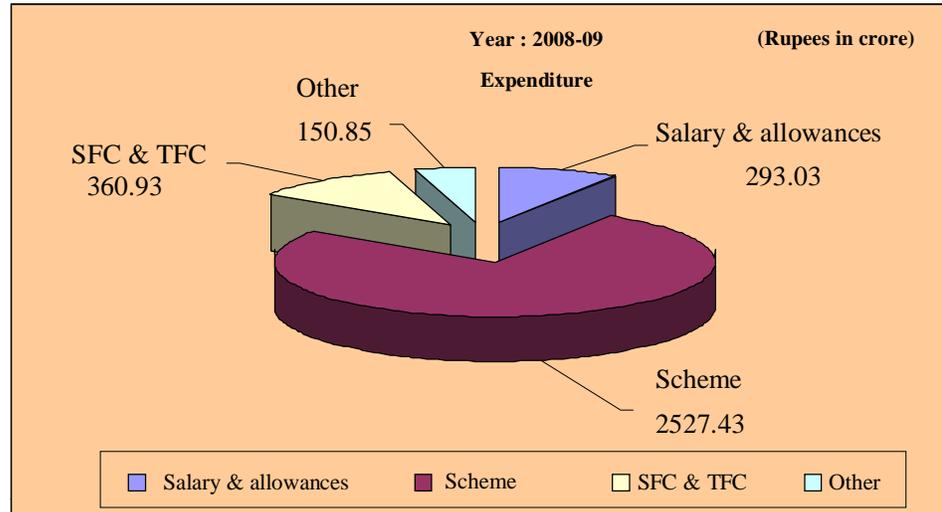
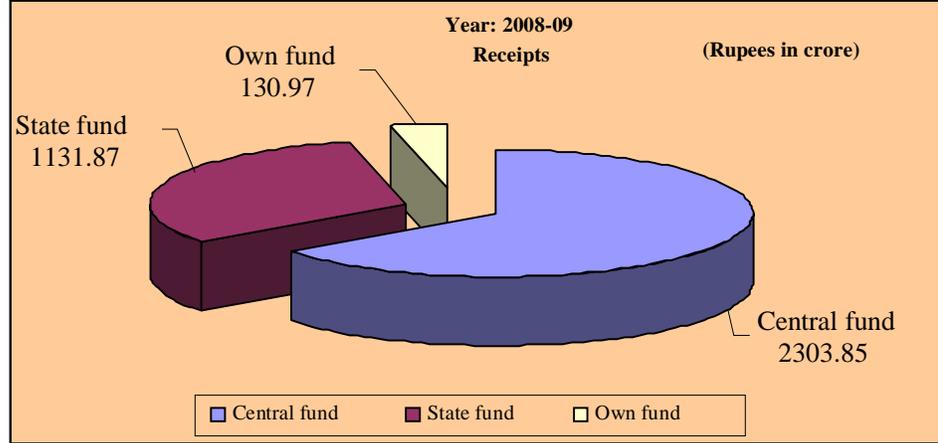
The P&RDD developed and introduced (April and June 2003) two software packages, namely Integrated Fund Monitoring and Accounting System (IFMAS) and Gram Panchayat Management System (GPMS) for maintenance of accounts and database for ZP/PS and GP respectively. The status of implementation of the software packages as of March 2009 is as follows:

Item	ZPs/MP	PSs	GPs
Installation	18	311	1,978
Working	18	215	939

(Source : Annual Administrative Report 2008-09 of the P&RDD)

1.7 PRI: Resources and Applications

The revenue receipts of PRIs comprise receipts from own sources, assigned revenue, grants and contributions. Receipts and expenditure of PRIs during 2008-09 are shown in pie-charts as below:



1.7.1 State Budget allocation vis-à-vis actual release made

The allocation of funds in State Budget for PRIs includes salary & allowances, schematic fund, other grants including State Finance Commission (SFC) grants and excludes grants directly released to PRIs by GOI for poverty alleviation schemes. The details of state budget allocation, actual release and shortfall in release are detailed below:

(Rupees in crore)

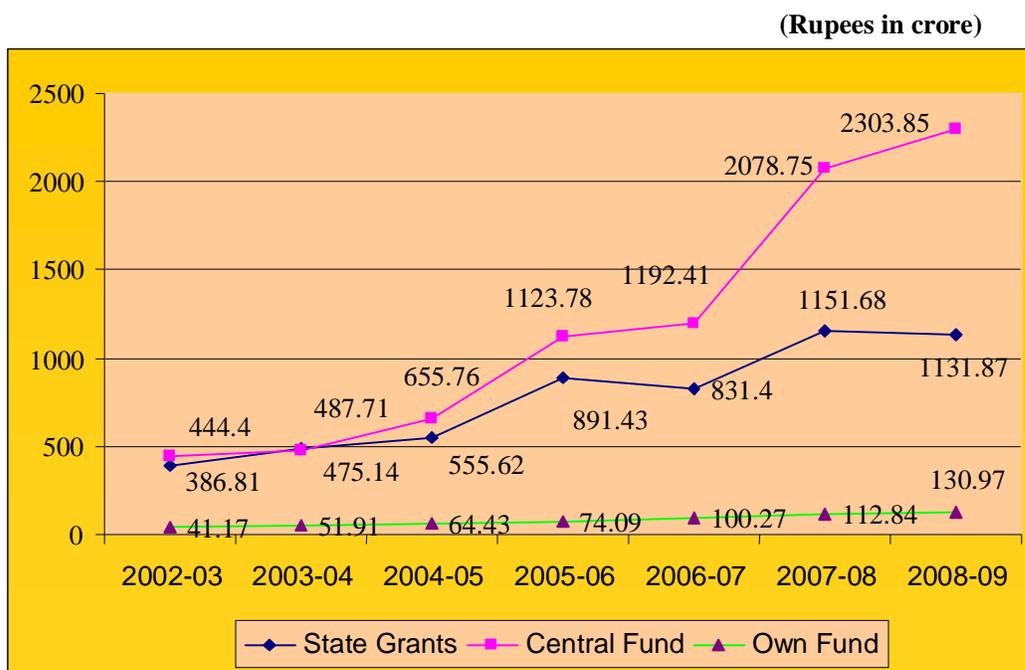
Year	State Budget Allocation			Actual Released	Short release	% shortfall	Utilization	
	Plan	Non-plan	Total				Plan	Non-plan
2005-06	678.88	325.50	1,004.38	1,066.22	-	-	403.40	204.56
2006-07	770.81	501.84	1,272.65	1,233.95	38.70	3	445.48	342.12
2007-08	1,562.58	601.35	2,163.93	1,880.77	283.16	13	619.81	360.91
2008-09	1,478.00	570.07	2,048.07	1,830.89	217.18	11	1,126.04	561.85
Total	4,490.27	1,998.76	6,489.03	6,011.83	539.04	8	2,594.73	1,469.44

Thus, it would be seen from the above that (i) there was a short release of ₹ 539.04 crore to PRIs from the State Budget allocation provided by the P&RDD during 2006-09 and shortfall was eight *per cent* of its budget allocation, ranging from three to 13 *per cent* and (ii) utilisation was 68 *per cent* of actual released out of state budget allocation.

The Department was requested (July 2010) to clarify the reasons for shortfall in allocation and utilization but reply had not been received.

1.7.2 (a) Sources of revenues of PRIs

Revenue of PRIs mainly consist of grants from the Central and State Governments for implementation of various Central and State schemes (**Appendix-I**). It would be seen that during the period from 2002-03 to 2008-09, the PRIs continued to be overwhelmingly dependent on grants from the Central and State Governments which is detailed below:



It would be evident from the above that (i) during the period 2008-09, the State Government grants to PRIs have increased by 191 *per cent* but the Central grants have increased by 418 *per cent* in comparison to the funds received by PRIs during 2002-03. This flow indicates devolution of huge funds to PRIs for implementation of several schemes as per recommendations of Central Finance Commissions. (ii) Though own source revenue (OSR) collection has increased by 218 *per cent* in comparison to the OSR collected by the PRIs during 2002-03; it constitutes only 4 *per cent* of total revenues of PRIs while Central and State Grants constitute 58 and 38 *per cent* respectively during 2002-03 to 2008-09.

1.7.2 (b) Financial position of PRIs

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

(Rupees in crore)

Year: 2006-07					
Heads	Receipt				Total Expenditure
	ZPs	PSs	GPs	Total	
(A) Grants:					
(i) Salary and Allowances Grant	25.40	15.22	170.17	210.79	214.89
(ii) Schematic fund	243.15	152.72	945.86	1341.73	1369.39
(iii) Other Grants	129.78	85.49	256.02	471.29	437.84
(A) Total Grants	398.33	253.43	1372.05	2023.81	2022.12
(B) Own Source	28.01	17.61	54.65	100.27	NA
Total (A+B)	426.34	271.04	1426.70	2124.08	NA

Year: 2007-08					
Heads	Receipt				Total Expenditure
	ZPs	PSs	GPs	Total	
(A) Grants:					
(i) Salary and Allowances Grant	29.39	19.75	201.87	251.01	249.56
(ii) Schematic fund	509.23	398.33	1553.25	2460.81	2137.64
(iii) Other Grants	141.37	95.18	282.06	518.61	480.08
(A) Total Grants	679.99	513.26	2037.18	3230.43	2867.28
(B) Own Source	35.73	15.50	61.61	112.84	NA
Total (A+B)	715.72	528.76	2098.79	3343.27	NA

Year:2008-09					
Heads	Receipt				Total Expenditure
	ZPs	PSs	GPs	Total	
(A) Grants:					
(i) Salary and Allowances Grant	31.93	21.66	214.73	268.32	293.04
(ii) Schematic fund	404.02	162.55	2183.49	2750.06	2527.43
(iii) Other Grants	108.94	77.33	231.07	417.34	390.56
(A) Total Grants	544.89	261.54	2629.29	3435.72	3211.03
(B) Own Source	39.51	20.72	70.74	130.97	121.21
Total (A+B)	584.40	282.26	2700.03	3566.69	3332.24

* The P&RDD did not have any information on institution wise opening balance and expenditure (including own source) during 2006-07 & 2007-08.

It would be evident from the information given above that (i) total receipts and expenditure under schematic grants were increased by 105 and 85 *per cent* respectively in 2008-09 in comparison to 2006-07. (ii) There was an increasing trend of flow of schematic funds to GPs. In 2008-09, it was increased to 131 *per cent* in comparison to funds received by GPs in 2006-07. Further, GPs received 63 to 80 *per cent* of the total schematic allocation for PRIs. (iii) Overall utilisation of grants had decreased to 93 *per cent* in 2008-09 from 99 *per cent* in 2006-07.

1.7.3 Fund received from Line Department

Different departments release funds to the Panchayat bodies for carrying out activities devolved by those departments as well as for some of the activities which have not been formally devolved. In respect of devolved activities, fund should be released through earmarked budget window of the department concerned. Scrutiny of records as available from the P&RDD revealed that three Departments namely, (i) Animal Resources Development, (ii) Women & Child Development & Social Welfare and (iii) Public Health Engineering have opened Panchayat head of accounts in their respective departmental budgets. Agriculture, Backward Classes Welfare, Development and Planning, Health and Family Welfare, Public Health Engineering, Relief and Rehabilitation and Other departments released ` 180.73 crore during 2008-09 which was twice the amount of ` 88.72 crore released in 2007-08.

1.8 Sectoral Analysis

Receipt and expenditure under important sectors like education, rural housing, poverty alleviation, health & family welfare for the past three years as revealed from the records of the P&RDD are as follows:

Name of sector	2006-07		2007-08		2008-09	
	Receipts	Expenditure	Receipts	Expenditure	Receipts	Expenditure
Poverty alleviation	706.88	841.80	1,190.48	1,177.58	1,104.94	1,016.71
Social Security	265.52	129.42	351.71	323.09	503.78	481.03
Health & Family welfare	3.97	31.04	120.25	46.58	51.59	13.17
Backward area development	-	-	266.35	127.04	183.00	125.20
Development of natural resources	10.95	6.34	1.51	7.68	15.75	1.97
Rural Development	44.44	44.44	73.57	73.31	91.17	90.05
Rural roads	3.96	3.96	5.94	5.94	5.99	5.67
Rural Housing	274.14	280.51	344.24	269.83	702.92	701.97
Education	31.87	31.87	106.59	106.59	90.76	90.76
Other sectors	-	-	0.17	-	0.16	0.91
Total expenditure	1,341.73	1,369.38	2,460.81	2,137.64	2,750.06	2,527.44

It can be seen from the above table that

- PRIs expended most of the schematic funds towards poverty alleviation and rural housing. Expenditure incurred under these two sectors was ranging between 68 and 82 *per cent* of total schematic expenditure during 2006-07 to 2008-09;
- expenditures under education & social security were almost increased three to four times during 2008-09 in comparison to the expenditure during 2006-07; and
- backward area development work has been started during 2007-08 by utilising Backward Region Grant Fund (BRGF).

1.9 Working of District Planning Committee

In terms of Article 243-ZD of the Constitution, each State Government shall constitute a District Planning Committee (DPC) at district level to consolidate the development plans formulated by the local bodies based on planning at the grassroots level and prepare a Draft Development Plan (DDP) for the district as a whole.

The State Government determines the number of members of DPC on the basis of the number of constituencies in the district. A district having 40-80 constituencies will have 60 members in the DPC. If it is more than 80, the number of members will be 100.

Eighty *per cent* members of the DPC are elected by and from the elected members of the ZP and municipalities and 20 *per cent* are appointed by the State Government.

The DPC shall consider matters of common interest including spatial planning, sharing of water and other physical and natural resources, integrated development of infrastructure and environmental conservation in respect of panchayats and municipalities in the district and shall prepare a DDP for five years after consolidating plan of panchayats, Urban Local Bodies (ULBs) and other development agencies in the periphery of the district planning area.

The working of nine DPCs for the years from 2003-09 was selected for test check. **Cooch Behar, Nadia and North 24 Parganas districts failed to submit detailed information regarding DPC (as of February 2010) despite repeated reminders (August, November and December 2009).** However, test check of the records of other six districts i.e. Purulia, Malda, Bardhaman, Paschim Medinipur, Darjeeling and Uttar Dinajpur for the period 2003-04 to 2008-09 revealed the following:

1.9.1 Functioning of DPC

Section 3 of the West Bengal District Planning Committee Act, 1994 provides that the State Government shall constitute a DPC in every district. The DPC in Malda District has been functioning from the year 1994 while other DPCs in Bardhaman, Paschim Medinipur, Uttar Dinajpur and Purulia districts have been functioning from 1996, 2003, 2004 and 2005 respectively, i.e. after a delay of two to 11 years.

1.9.2 Preparation of Draft Development Plan

Purulia District prepared the DDP in the month of March of each year (2003-04 to 2008-09) and it was approved by the DPC in March of each year as mentioned. Uttar Dinajpur District prepared the DDP in the month of February 2009 for the year 2008-09 and September 2009 for the year 2009-10 but the same has not been accepted till November 2009. Bardhaman District prepared DDPs for the years 2005-06, 2007-08 and 2008-09 which were duly accepted

by the DPC but no DDP was prepared for the years 2003-04, 2004-05 and 2006-07. Paschim Medinipur District prepared the DDP for the years 2003-04 to 2008-09 by the end of March for every year. No report was available with the DPC of Malda District regarding preparation of the Plan.

1.9.3 Fund sanctioned and released

The DPC of Paschim Medinipur District furnished the details of amount sanctioned and released against Development Plan (DP) as follows:

(Rupees in crore)					
Year	2003-04	2004-05	2005-06	2006-07	2007-08
Total amount sanctioned for DP	785.16	953.81	458.34	1,197.15	2,005.93
Fund released against DP	381.01	506.04	327.59	568.34	1,564.63

The DPC of Purulia and Uttar Dinajpur districts stated that no amount was allocated against DP. Malda and Bardhaman districts could not furnish any information regarding sanction of funds against DP. In Darjeeling District, ` 5.95 lakh was sanctioned during 2007-09 but no funds were released against sanctioned amount.

1.9.4 Achievement

Bardhaman, Darjeeling and Uttar Dinajpur districts did not prepare the statement showing annual execution of plan prepared. No statement of execution was available with the Malda District. Thus, functioning of District Planning Committees in these districts was ineffective. However, Purulia and Paschim Medinipur districts achieved the target of 60 and 85 *per cent* respectively.

1.9.5 Monitoring

Monitoring of execution of schemes was done by the concerned departments in Purulia and Darjeeling districts. In Paschim Medinipur District, weekly monitoring meetings at Gram Panchayat, Panchayat Samiti and Sub-Divisional level and Monthly Development meetings are being held at the district level. Remaining three districts failed to furnish any information regarding such monitoring. In absence of the information, it could not be ascertained whether the DPCs were functioning properly.

1.10 Twelfth Finance Commission Grants

The Twelfth Finance Commission (TFC) grants for PRIs should be used to improve the service delivery by the Panchayats in respect of water supply and sanitation. Panchayats need to be encouraged to take over water supply assets created under the Swajaldhara programme and maintain them with the help of these grants. The total allocation under TFC was ` 1,271 crore upto 31 March 2010. The State Government further recommended procedure for utilisation of TFC grants towards maintenance of accounts and creation/improvement of

database, water supply and sanitation including solid waste management as 5 (₹ 63.55 crore), 10 (₹ 127.10 crore) and 10 (₹ 127.10 crore) *per cent* respectively. In case of delayed transfer of TFC grants to PRIs beyond the specified period of 15 days, TFC recommended that the State Government shall transfer to PRIs an amount of interest at the rate equal to RBI Bank rate alongwith the delayed transfer of grants. Accordingly, interest transferred to PRIs was ₹ 0.88 crore upto 31 March 2010 for delayed release of 1st instalment.

Information regarding utilisation on the two priority sectors, i.e. maintenance of accounts and creation of database, as fixed by State Government was not furnished by the P&RDD. However, information as available in the P&RDD website revealed that total release of fund to the PRIs was ₹ 24,89,594.23 crore and expenditure on maintenance of accounts and creation of database was shown as ₹ 7,142.48 crore and ₹ 5,346.31 crore by the PRIs respectively (July 2010), which do not tally with fund allocation.

Audit of PRIs revealed that 3,214 GPs, 140 PSs and 17 ZPs received ₹ 161.51 crore and spent ₹ 219.60 crore during 2007-08 as detailed below:

(Rupees in crore)					
Tier of PRI	Opening balance	Receipts	Total	Expenditure	Percentage of expenditure
3,214 GPs	77.69	84.14	161.83	133.35	82
17 ZPs	28.64	56.25	84.89	63.14	74
140 PSs	11.21	21.12	32.33	23.11	71
Total	117.54	161.51	279.05	219.60	79

Audit of implementation of 12th FC revealed utilisation of grants below the prescribed percentage, non-utilisation of grants towards three priority sectors and works undertaken without Annual Action Plan.

1.10.1 Works executed outside Annual Action Plan

The scheme guideline provided that PRIs should prepare an Annual Action Plan (AAP) giving physical and financial target for utilisation of grants. It was observed that five PSs and one ZP incurred ₹ 1.36 crore on works from TFC fund during the year 2005-08 which were not included in AAP of the respective PRIs.

(Rupees in lakh)		
Sl. No.	Name of PRIs	Amount
(1)	Jalpaiguri ZP	37.51
(2)	Arsha PS	19.94
(3)	Bongaon PS	26.51
(4)	Dantan-II PS	13.99
(5)	Jhalda-II PS	17.72
(6)	Karimpur-II PS	20.50
Total		136.17

In reply, Bongaon PS stated that AAP was not prepared due to local problem and Karimpur-II PS stated that AAP accepted by the PS sent to Nadia ZP for formal approval. But the same was not received and expenditure incurred with the advice of the ZP. Remaining PRIs did not furnish any reason.

Preparation of AAP is crucial to ensure incorporation of local needs and wants in the development process. In absence of such planning desired participation of local people in planning process were not addressed by these PRIs. It was also not ensured whether these PRIs spent ` 1.36 crore on developmental works according to local needs.

1.10.2 Failure to incur expenditure on priority sectors

It was stipulated in the guideline that a minimum of 30 *per cent* of the grant should be utilised towards three priority sectors, i.e., maintenance of accounts, creation/improvement of database and water supply and sanitation. Scrutiny revealed that 565 GPs did not incur the recommended percentage in the priority sectors during 2007-08 (**Appendix-II**). Similarly, three PSs also failed to incur desired percentage of expenditure on priority sectors as detailed below:

(Rupees in lakh)						
Sl. No.	Name of the PS	Year	Total receipts	Expenditure on three priority sectors	Percentage of expenditure	Shortfall in expenditure (<i>per cent</i>)
(1)	Karimpur-I	2006-08	24.50	1.17	4.77	25.23
(2)	Krishnaganj	do	21.10	1.06	5.02	24.98
(3)	Raghunathpur II	do	21.38	0.45	2.10	27.90

Further, 748 GPs (**Appendix-II**) and six PSs, i.e., Bardhaman-II, Jhalda-I, Debra, Berhampore, Egra-I and Bongaon did not spend any amount towards three priority sectors during 2007-08 and 2005-08 respectively.

Thus, adequate attention was not paid to priority sectors in PRIs especially in the GPs and the basic objective of the scheme was, thus, frustrated.

1.11 State Finance Commission Grants

The recommendations of the Second State Finance Commission (SSFC) of West Bengal covering the period from 2001-06, was constituted in July 2000. The SFC recommended allocation of 12.8 *per cent* and 3.2 *per cent* of State Taxes to rural as well as urban local bodies respectively. A minimum amount of ` 700 crore should be provided in the budget for devolution to PRIs and ULBs as untied entitlement. The State Government decided to allocate 'the maximum amount possible' out of its resources instead of linking up the quantum of the entitlement fund with the State's own tax revenue.

The actual release under SFC is shown below:

(Rupees in crore)			
Year	Tax Revenue of the State Government	Recommended by SFC	Actual released under SFC
2006-07	11,694.77	1,496.93	140.08 (1.2%)
2007-08	13,126.33	1,680.17	204.61 (1.5%)
2008-09	14,419.15	1,845.65	120.40 (0.8%)
Total	39,240.25	5,022.75	465.09

Hence, the PRIs got 1.2, 1.5 and 0.8 *per cent* of the State Tax revenue against the recommended 12.8 *per cent*.

The Third State Finance Commission constituted in February 2006 was required to submit its report by February 2007, but submitted the report to the Government in October 2008. The Commission recommended allocation of ` 800 crore, constituting around 5 *per cent* of the state's own net tax revenue, to PRIs and ULBs in the ratio of 76:24 respectively for the year 2008-09 with the progressive increase of the allocation at the minimum rate of 12 *per cent* per annum on a cumulative basis for the year 2009-10 to 2012-13. The Government accepted the recommendation in July 2009.

1.12 Audit arrangement for PRIs

As per provisions of the West Bengal Panchayat Act, 1973, the State Government is to appoint an Auditor for audit of the accounts of ZPs, PSs and GPs. The Examiner of Local Accounts (ELA), West Bengal has been appointed as Auditor to audit ZPs, PSs and GPs.

1.13 Audit Coverage

Accounts of 17 ZPs, one MP, 151 PSs and 3,214 GPs for the year 2007-08 were audited during 2008-09. Audit of accounts of 134 GPs of Darjeeling District, one GP each in Nadia, Murshidabad and Uttar Dinajpur districts and 3 GPs in Jalpaiguri District could not be taken up during 2008-09 due to seizure of records, political disturbances and non-release of Government grants. The audit findings are discussed in the succeeding Chapters.

1.14 Response to Audit Reports

In terms of Section 191(A) of the West Bengal Panchayat Act, 1973, the report of the ELA on PRIs shall be laid before the State Legislature and in terms of sub-rule 4A of Rule 310 ZG of the Rules of Procedure and Conduct of Business in the West Bengal Legislative Assembly, the matters relating to scrutinising the Report of the ELA on PRIs have been entrusted to the Standing Committee on Panchayats and Rural Development, Land & Land Reforms and Sundarban Development, West Bengal Legislative Assembly. Accordingly, Reports of the ELA on PRIs for the years ending 2004, 2005, 2006 and 2007 were laid before the State Legislature and the Standing Committee had considered all the four Reports as of January 2010. Report for the year ending 2008 was sent to the Department (September 2009) and the said Report has been laid before the State Legislature in March 2010.

1.15 Pending Audit Observations of Inspection Reports

Pradhans of the GPs, Executive Officers of the PSs or ZPs are statutorily required to comply with the observations made by the auditor and thereafter compliance report is required to be sent to the ELA within two months from the date of receipt of the Inspection Reports (IRs).

The following table indicates position of IRs and paragraphs pending for settlement, as on 31 March 2010.

Category of PRIs	Accounting years for which IRs are pending for settlement	No. of IRs pending for settlement	No. of paras contained in the IRs awaiting settlement	(Rupees in crore)
				Money value
ZP	1985-87 to 2008-09	99	812	1,591.24
PS	1976-98 to 2008-09	975	3,968	851.36
GP	2002-03 to 2008-09	8,063	67,384	NA

An Audit Committee comprising the Principal Secretary of the P&RDD, representatives of the Finance Department and the ELA was formed for settlement of the outstanding IRs. 14 meetings were held by the Audit Committee in 2009-10 where 1,337 paras were discussed and 611 paras worth ` 613.10 crore were settled therein.

Chapter-2

Financial Management

The West Bengal Panchayat (GP Miscellaneous Accounts and Audit) Rules, 1990 and the West Bengal Panchayat (ZP & PS) Accounts and Financial Rules, 2003 were framed for GPs, PSs and ZPs to promote and develop proper accounting procedure in the Panchayat Raj Institutions. After 73rd Amendment of the Constitution, various functions have been devolved to the PRIs and these rules play a vital role in assisting the PRIs to discharge these functions. These Rules act as a control mechanism in PRIs. However, the general precepts of financial management and the Rules were not adhered to. Hence Annual Accounts, budget and supplementary budget were not prepared, there was direct appropriation of fund, balances were not reconciled and revenue collection was poor were as described in the following paragraphs.

2.1 Annual Accounts were not prepared

Rule 29 of the West Bengal Panchayat (Gram Panchayat Miscellaneous Accounts and Audit) Rules, 1990 prescribe that Annual Statement of accounts of the GP should be prepared in Form 30 within 15 days from the end of each financial year and Rule 209(1) of the West Bengal Panchayat (Zilla Parishad & Panchayat Samiti) Accounts & Financial Rules, 2003, prescribe that a monthly Receipt and Payment Accounts should be prepared in Form 27 to ascertain the monthly position of the fund of ZP or PS, as the case may be. The monthly receipt and payment accounts for the month of March would become the Annual Receipt and Payment Accounts.

It was observed during audit of PRIs that 28 GPs failed to prepare the annual accounts in Form 30 and spent ` 17.11 crore against total receipt of ` 23.10 crore during 2007-08 (**Appendix-III**). Similarly, 29 PSs did not prepare the account in the prescribed format but incurred expenditure of ` 22.02 crore, ` 64.98 crore and ` 79.28 crore against total receipt of ` 44.37 crore, ` 112.86 crore and ` 139.01 crore respectively during 2005-08 (**Appendix-IV**). Raghunathpur-I, Manbazar-II, Raghunathpur-II, Pancha, Joypur, Jhalda-II, Arsha and Balarampur PSs did not prepare annual accounts in proper format in any of the years during 2005-08.

As annual accounts were not prepared, receipts of ` 319.34 crore and expenditure of ` 183.39 crore in respect of 57 PRIs could not be vouchsafed by audit, besides representation of financial affairs of those PRIs.

2.2 Expenditure incurred without preparing budget and in excess of budget

Sections 48 (3) and 137 of the West Bengal Panchayat Act, 1973 prescribe that no expenditure should be incurred unless budget was approved by GP and PS respectively. In utter disregard of the aforesaid provisions, 10 GPs spent

₹ 5.80 crore during 2007-08 (**Appendix-V**), while Arsha and Kashipur PSs spent ₹ 6.96 crore during 2005-08 and ₹ 9.59 crore during 2005-07 respectively without preparing budget estimates for the respective years.

The West Bengal Panchayat (Budget & Appropriation of Fund) Rules, 1996 stipulate that supplementary and revised estimates providing for modification of budget should be prepared and approved within the first week of March of the current year by ZP (Rule 30) and PS (Rule 18) and on or before 20 February by GP (Rule 8). It was seen in audit that 899 GPs expended ₹ 148.45 crore in excess of their respective budget provisions under different heads without preparing any supplementary and revised budget estimates during 2007-08 (**Appendix-VI**). Scrutiny revealed that 10 ZPs and 21 PSs expended ₹ 300.28 crore against budget provision of ₹ 158.75 crore under 288 heads during 2006-08 (**Appendix-VII**). Expenditure of ₹ 141.53 crore was unauthorised in absence of any supplementary and revised budget estimates.

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

2.3 Direct appropriation of revenues without depositing into bank account

Rule 4(2) of the West Bengal Panchayat (GP Miscellaneous Accounts and Audit) Rules, 1990 prescribe that the custodian of the GP fund shall deposit all receipts of the GP fund in a Savings Bank Account at the nearest Post Office or a Scheduled Bank or a Co-operative Bank in the name of the GP.

In violation of the said provision of the rule, during 2007-08, 422 GPs (**Appendix-VIII**) directly spent ₹ 1.69 crore for miscellaneous payments out of the revenues collected from time to time before depositing those revenues into their respective Savings Bank accounts.

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

2.4 Non-reconciliation of discrepancy in cash balances

Rule 5(4) of West Bengal Panchayat (GP Miscellaneous Accounts and Audit) Rules, 1990 prescribes that the balance of the Bank Pass Book of the GP shall be checked with reference to the Cash Book at the close of every month. Similarly, Rule 21 (12) of the West Bengal Panchayat (ZP & PS) Accounts and Financial Rules, 2003, prescribe that the Bank account and the Local Fund account as reflected in the Cash Book shall be reconciled with Pass Book of the Bank and of the Treasury at the close of each month. Sub-Rule 13 of the

aforesaid rule require that differences detected should be rectified immediately by the PRI itself or the matter should be immediately brought to the notice of the Treasury/Bank for settlement of discrepancies depending on whether the mistake occurred in the Panchayat itself or otherwise.

Scrutiny revealed that in 85 GPs, a total amount of ` 1.62 crore remained unreconciled at the end of 2007-08 (**Appendix-IX**). Jalpaiguri ZP and 17 PSs did not reconcile difference of ` 37.35 crore between Cash Book and Pass Book balances of Banks and Treasuries as on 31 March 2008 (**Appendix-X**). Barabazar and Patrasayer PSs prepared Bank Reconciliation Statement but audit could not verify those statements for want of supporting documents. North 24 Parganas ZP and Udaynarayanpur PS did not update treasury Pass Book up to 31 March 2008. Uluberia-I PS did not update both Cash Book and Pass Book up to March 2008 at the time of audit during May 2008.

The reasons for such difference were mistakes made by PRIs/wrong debit/non credit by Treasury or Bank. Unless such discrepancies are immediately got rectified from the Treasuries/Bank, the rectification process would become more difficult with the passage of time.

As discrepancies in cash balance were not reconciled, the accounting lacked transparency. This indicates that internal control mechanism in the PRIs was not fully functioned.

2.5 Non-realisation of revenue

The GPs are authorised to collect taxes, rates and fees and are also empowered to lease out immovable assets like markets, lands, ponds and tanks. Scrutiny in audit revealed that 3,068 GPs could collect only ` 23.93 crore in the shape of tax, fees, rates etc. against total demand of ` 95.01 crore during 2007-08 (**Appendix-XI**). Thus, the collection was only 25 per cent of the total demand.

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

2.6 Non-maintenance of registers

Rules for GP, PS and ZP envisage provision for maintenance of Demand and Collection Register, Appropriation Register, Works Register, Advance Register, Liquid Cash Book and Subsidiary Cash Book for effective internal control in workings of PRIs. Audit scrutiny of 18 ZPs, 151 PSs and 3,214 GPs during 2008-09 revealed that 735 PRIs did not maintain Demand and Collection Register, 1,039 PRIs did not maintain Appropriation Register, 1,589 PRIs did not maintain Advance Register and 2,059 PRIs did not maintain Works Register, among others. Details of non-maintenance of Registers are at **Appendix-XII**.

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

2.7 Losses due to theft, defalcation of funds and other assets

Thirty five cases of theft and defalcation of cash and office assets were noticed during 2007-08 in respect of three ZPs and 32 GPs (as detailed in **Appendix-XIII**). This was possible due to non-adherence to financial rules and laxity in taking adequate safeguards against theft.

2.8 Deficiencies in internal audit of PRIs

Rule 212 of the West Bengal Panchayat (ZP&PS) Accounts and Financial Rules, 2003 requires that internal audit of the accounts of ZPs and PSs shall be conducted by the Samiti Accounts and Audit Officer (SA&AO) and the Parishad Accounts and Audit Officer in respect of PS and by the Regional Accounts and Audit Officer (RA&AO) in respect of ZPs at least once in every month. Similarly, Rule 32 of the West Bengal Panchayat (GP Miscellaneous. Accounts and Audit) Rules, 1990 prescribes that internal audit of GPs shall be conducted by the respective Panchayat Accounts and Audit Officers (PA&AO) at least once in every month. Report of internal audit of each quarter should be prepared and sent to the auditee within one month after inspection.

Audit scrutiny of 18 ZPs, 151 PSs and 3,214 GPs during 2008-09 revealed that internal audit of Bankura and Bardhaman ZPs, 67 PSs (**Appendix-XIV**) and 1,252 GPs (**Appendix-XV**) was not conducted for periods ranging from one year to five years. Internal audit in five¹ PSs was conducted only for a part of a year. Further, internal audit of one ZP and 12 PSs² were conducted but no report was received by them.

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

2.9 Defects in the system of electronic transfer of funds to PRIs

The Government of West Bengal (GOWB) introduced (2006) a system of electronic transfer of funds through banks for reducing the time gap between release of grants for various purposes to the PRIs by the GOWB and actual credit of the fund in the accounts of the PRIs and of the Darjeeling Gorkha Hill Council (DGHC). Under this system, all the PRIs should have opened a Fund Transfer Account (FTA) in the nearest SBI branch. At the State-level, a similar FTA has been opened with the SBI, Kolkata Main Branch by the Directorate of Panchayats & Rural Development. On the advice of the Directorate, the SBI transfers the apportioned amounts to the FTAs of the respective panchayat bodies through their own network.

¹ Bhatar, Nabagram, Tamluk, Sahid Matangini and Barabazar PSs.

² Year 2006-08: Birbhum ZP, PSs: Budge Budge-I, Chandrakona-I & II, Debra, Garbetta-I & II, Keshpur; Year 2007-08: Hariharpara, Krishnanagar-II, Kanksa; Year 2005-08: Jhalda-I; Year 2005-07 : Jhalda-II.

Where respective shares of PSs and GPs cannot be pre-determined, the entire amount is transferred through FTAs of the respective ZPs. These FTAs are used for receiving fund only. On getting information of credit of funds in the FTAs, the PRIs concerned withdraw such fund and deposit them in their designated bank account for the particular programme. Appropriate ledgers are required to be maintained to operate each FTAs, so that balance of fund, if any, in the FTAs can be clearly segregated programme-wise for future use.

Scrutiny revealed lapses in the system of such electronic transfer of funds and accounting of transactions of transferred funds by PRIs as follows:

- Uniform accounting practice had not been followed by every PRI. While 16³ ZPs incorporated transactions of FTA in Cash Book and in annual accounts for the year 2007-08, Birbhum and Uttar Dinajpur ZPs did not do so. However, Uttar Dinajpur ZP entered the same in the Annual accounts for the year 2008-09. Where transactions of FTAs were not included in the Cash Book, no Ledger was maintained. There was thus no scope to ascertain that funds received in FTAs by PRIs were spent/transferred for the purpose for which they were received.
- On the other hand, where transactions of FTAs were incorporated in the Cash Book and in annual accounts, the receipts and payments of those PRIs became inflated on account of double recording, i.e. once under FTA head and the other under actual programme head on transfer of funds from FTA. Inflation of receipts and payments in the books of accounts of PRIs would become more if funds to PS and GP were transferred through FTAs of higher tier of PRIs, i.e. through ZP (for PS) and through ZP and PS (for GP). For example, if ` 300 is transferred in this way (at the rate of ` 100 for each tier), then the aggregated receipts in the books of PRIs would be ` 900 as detailed below.

PRI	Receipt (Rupees)		Payment (Rupees)	
	Head	Amount	Head	Amount
ZP	Allotment from State Government (in FTA of ZP)	300	Transfer to designated account -contra	100
	ZP share (Designated head-contra)	100	Sub allotment to PS/GPs share	200
			Expenses under designated head	100
PS	Allotment from ZP (FTA)	200	Transfer to designated account-contra	100
	PS share (Designated head-contra)	100	GP Share	100
			Expenses of own share	100
GP	Allotment from PS (FTA)	100	Transfer to designated account-contra	100
	Designated account (Contra)	100	Expenses of own share	100
	Grand Total	900		900

Audit scrutiny of Receipt & Payment Accounts of 15 ZPs (except Jalpaiguri, Birbhum and North 24 Parganas ZPs⁴) revealed that out of total receipt of grants of ` 918.67 crore in FTA, ` 915.76 crore was withdrawn from FTAs and transferred either to the designated accounts of the ZPs or to the FTAs of the lower tiers (PS/GP) during 2008-09. Hence, total receipt of grants as per the books of accounts of the PRIs was at least ` 1,834.43 crore (` 918.67 plus

³ Bardhaman, Paschim Medinipur, Siliguri Mahakuma Parishad, Hooghly, Murshidabad, Nadia, Purulia, Purba Medinipur, Dakshin Dinajpur, Howrah, South 24 Parganas, Bankura, Jalpaiguri, Cooch Behar, North 24 Parganas and Malda.

⁴ Jalpaiguri ZP did not prepare Annual Accounts, Birbhum ZP did incorporate the figure in their Accounts and figure of North 24 Parganas ZP was not available.

` 915.76) in 2008-09 against actual receipt of ` 918.67 crore. Thus, an inflation of at least ` 915.76 crore occurred in receipts during 2008-09.

Thus, the aforesaid defects in the electronic transfer of funds vitiated true and fair representation of the state of affairs regarding receipt of funds by the PRIs and utilisation of funds. This led to misrepresentation of absorption capacity of PRIs and performance of the PRIs as a whole.

2.10 Conclusion and Recommendations

Conclusion

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

Recommendations

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

- Proper and timely maintenance of Accounts, preparation of realistic budget, reconciliation of differences between Cash Book balance and Bank Pass Book balances immediately and maintenance of basic records to ensure true and fair picture of the institutions;
- Speedy and timely recovery of revenue to achieve self-sufficiency;
- Identification and plugging of loopholes to safeguard against losses due to theft, defalcation of funds and other assets; and
- Timely internal audit and prompt action on the audit observations to assist the administration in the effective discharge of its responsibilities.

Chapter-3

Implementation of Schemes

Panchayat Raj Bodies are the implementing agencies of different Central schemes viz, Indira Awas Yojana (IAY), National Rural Employment Guarantee Scheme (NREGS), National Social Assistance Programme (NSAP) and Backward Region Grant Fund (BRGF). Gram Panchayats were implementing these during the year 2007-08 in pursuance of the guidelines issued on behalf of these schemes. ` 968.81 crore was spent on NREGS and ` 274.97 crore was spent on IAY in 2007-08. Observations on NREGS and IAY like absence of Annual Action Plan, failure to provide 100 days of guaranteed employment in a financial year, delayed payment of wages, failure to conduct social audit, irregular selection of beneficiaries, failure to monitor construction of sanitary latrines and smokeless chullahs in respect of 3,214 GPs have been discussed in the subsequent paragraphs.

3.1 National Rural Employment Guarantee Scheme

3.1.1 Introduction

The GOI enacted in September 2005 the National Rural Employment Guarantee Act (NREGA) to enhance the livelihood security of the rural people by providing at least one hundred days of guaranteed wage employment in every financial year to every household whose adult members volunteer to do unskilled manual work. Subsequently, the West Bengal Rural Employment Guarantee Scheme (WBREGS), 2006 was notified on February 2006. Initially the scheme was launched in 10 districts of the State. Subsequently, the scheme was extended to eight more districts by merging Sampoorna Grameen Rojgar Yojana (SGRY) and National Food For Work Programme (NFFWP). The scheme was to be implemented in the State as a Centrally Sponsored Scheme with sharing of funds in the ratio of 75:25 between the Central and State Governments.

3.1.2 Financial Management

3.1.2.1 Release and utilisation of funds in 18 districts

The total available fund and utilisation under the scheme in 18 districts of the State during 2006-09 are as follows:

(Rupees in crore)

Year	Opening balance	Receipt			Utilisation	Closing balance
		Central Share	State Share	Total		
2006-07	222.47	358.58	37.62	396.20	396.18	222.49
2007-08	222.77	881.35	132.70	1,014.05	968.81	268.01
2008-09	337.69	932.75	64.08	996.83	940.38	394.14

(Source : Panchayat and Rural Development Department)

The Administrative Report of the Panchayat and Rural Development Department shows that the closing balance and the opening balance do not tally with each other.

It is evident from the above table that the State Government could utilise 78 and 70 *per cent* of the available funds during 2007-08 and 2008-09 respectively.

During audit of 3,214 GPs, it was revealed that 3,055 GPs¹, excluding those in Howrah and Darjeeling districts, received ` 910 crore under NREGS and expended ` 776 crore during 2007-08.

3.1.2.2 Nil utilisation of funds

Nine GPs² received ` 36.08 lakh but could not utilise any amount during 2007-08. If these GPs had utilised 60 *per cent* of the funds (as stipulated in the guidelines) for employment generation, 30,926³ unskilled mandays employment would have been generated for the rural people under the scheme.

3.1.3 Execution of scheme

3.1.3.1 Annual Plan not prepared

Operational guidelines of NREGS stipulated that every GP should prepare an Annual Action Plan from the consolidated proposals of all the Gram Sansads clearly prioritising the works to be taken up in a year. Annual Action Plan should be prepared by 15 March with due approval of ZP. It was observed that 126 GPs incurred an expenditure of ` 35.81 crore during 2007-08 without preparing any Annual Action Plan (**Appendix-XVI**).

Further, 385 GPs expended ` 93.91 crore on 11,577 works which were not identified and selected by Gram Sansads in contravention of scheme guidelines (**Appendix-XVII**).

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

3.1.3.2 Employment not provided to job seekers and unemployment allowance was not paid

The Act stipulated that every applicant should be provided unskilled manual work within 15 days of receipt of application seeking employment or from the date on which employment was sought in case of advance application, whichever was later. The Act also specified that the applicant was entitled to a daily unemployment allowance if employment was not provided. It was noticed that 7,622 applicants in 27 GPs (**Appendix-XVIII**) sought

¹ No. of GPs audited 3,214 *minus* 157 GPs of Howrah *minus* 2 GPs (Lakshisagar GP of Bankura and Supudi GP of Purulia, which did not receive any fund under NREGS) = **3,055 GPs**.

² Sijakampur (` 10.30 lakh); Chandrahati-II (` 0.30 lakh); Jadupur-I (` 2.52 lakh); Sultannagar (` 8.93 lakh); Rajnagar (` 0.21 lakh); Dafarpur (` 0.25 lakh); Koniara-II (` 5.00 lakh); Ichhapur-II (` 5.44 lakh) and Gopalnagar (` 3.13 lakh).

³ Calculated on the basis of prevalent rate of unskilled wages of ` 70 per day per head and prescribed percentage of 60 to be spent for wages out of total funds available (` 36.08 lakh x 60 *per cent* / ` 70 = **30,926 mandays**).

employment but they were not provided any employment during 2007-08. No reason was found on record. No unemployment allowance was also paid to those applicants in contravention of the provisions of the Act.

3.1.3.3 One hundred days employment not provided

NREGS guidelines stipulated that every household in the rural area should be provided not less than one hundred days of guaranteed employment in a financial year. Scrutiny revealed that 2,972 GPs could not provide at least one hundred days of employment to the members of any households in the financial year 2007-08 (**Appendix-XIX**).

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

3.1.3.4 Job Cards issued without affixing photographs

Photographs of the adult members of the households were to be affixed on the job cards. But photographs were not affixed on any of the job cards in 2,579 GPs (**Appendix-XIX**).

In absence of photographs in the job cards, audit could not ascertain that more than one job card was not issued to any person for getting employment under the scheme. Failure to affix photographs indicates lack of transparency in the administrative and financial affairs of PRIs.

3.1.3.5 Delay in payment of wages

In terms of the Act, daily wages were to be paid to the labourers on a weekly basis or in any case not later than a fortnight after the date on which the work was done. But late disbursement of wages was noticed in 409 GPs (**Appendix-XIX**).

Thus, the labourers were deprived of their timely earnings and were not compensated for delay in payment.

3.1.3.6 Failure to create durable asset

Creation of durable asset and strengthening the livelihood resource base of the rural people was one of the important objectives of NREGS. It was observed that 306 GPs (**Appendix-XX**) incurred an amount of ` 50.32 crore under NREGS but failed to create durable assets during 2007-08.

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

3.1.3.7 Absence of Social audit and project monitoring

NREGS guidelines stipulated that the Gram Sabha should conduct regular social audits of all the projects under the scheme taken up within the Gram Panchayat. The Gram Panchayat should facilitate providing of all relevant documents to the Gram Sabha for the purpose of conducting the social audit. Scrutiny revealed that no social audit was conducted in 2,043 GPs (**Appendix-XX**) during 2007-08.

According to the provisions of the Act, the Programme Officer (P.O.) was to monitor the projects taken up by Gram Panchayats within the block. Scrutiny revealed that in 749 GPs, schemes were not monitored by the P.O. of 190 blocks (**Appendix-XXI**).

In absence of social audit and monitoring, proper selection of beneficiaries, extending 100 days of employment opportunity to each and every household, prompt and correct payment of wages, payment of unemployment allowance to eligible job card holders and disposal of complaints within specified dates could not be effectively scrutinised and ensured. Thus, the rural people remained unaware of their rights and the scheme objective of people's participation was frustrated.

3.1.3.8 Unutilised foodgrains of Sampoorna Grameen Rojgar Yojana (SGRY) and National Food For Work Programme (NFFWP) not transferred to NREGS

Ministry of Rural Development, GOI intimated (10.01.2006) the State Government that the NFFWP would get merged into NREGA once the Act came into force and the funds available under the programme would also be taken as the funds under the Act with effect from the financial year 2005-06. Further, the Panchayat and Rural Development Department (P&RDD) issued instructions (November 2007) that the balance amount of both fund and foodgrains of SGRY were to be transferred to NREGS account.

Scrutiny of foodgrains registers of SGRY and NFFWP of Jhalda-I (1,431.55 qtl.), Jhalda-II (895.06 qtl.), Arsha (7,205.56 qtl.) and Bongaon (3,302.20 qtl.) PSs for the years 2005-08 revealed that 12,834.37 qtl. of unutilised foodgrains were not transferred to NREGS (March 2009) despite standing instructions of the P&RDD.

This resulted in non-utilisation of foodgrains for NREGS works. The possibility of foodgrains getting spoilt due to prolonged storage also cannot be ruled out.

3.2 Indira Awas Yojana

3.2.1 Introduction

Indira Awas Yojana (IAY) aims at providing a lumpsum financial assistance for construction/upgradation of dwelling units of members of Scheduled Castes (SCs), Scheduled Tribes (STs), freed bonded labourers and non-SC/ST Below Poverty Line (BPL) persons in the rural areas. Funds available under the scheme in a district are earmarked for various categories as under:

- (i) At least 60 *per cent* of the total IAY allocation during a financial year should be utilised for construction/upgradation of dwelling units for SC/ST BPL households.
- (ii) A maximum 40 *per cent* for non SC/ST BPL rural households.
- (iii) Three *per cent* of the above categories for physically and mentally challenged persons.

The scheme is funded on a cost sharing basis of 75:25 between the Centre and the State. Since 1999-2000, upto 20 *per cent* of the total funds can be utilised

for upgradation of existing *kutch* houses and toward subsidy for construction of houses with credit from Banks/Financial Institutions. Balance 80 per cent can be utilised for new construction. The scale of assistance for construction/upgradation varies from time to time and also between hilly and plain areas.

The financial and physical performances under IAY in the State during 2006-09 are summarised below:

(Rupees in crore)

Year	Total available fund	Utilisation	Per cent of utilised fund	New construction (No.)		Upgradation (No.)	
				Target	Achievement	Target	Achievement
2006-07	367.28	280.51	76	88,501	85,200	22,166	43,638
2007-08	429.36	270.92	63	1,22,357	96,115	30,589	21,449
2008-09	861.51	453.39	53	1,53,697	1,17,541	-	4,516

(Source: Panchayat and Rural Development Department)

Audit of implementation of IAY revealed the following deficiencies:

3.2.2 Annual Action Plan not prepared

It was mandatory under the scheme of IAY that an Annual Action Plan (AAP) should have been approved by ZP or governing body of DRDA before the beginning of a financial year.

It was seen that 358 GPs out of 3,214 audited did not prepare such AAP for the year 2007-08 for selection of beneficiaries. The mode of selection was not available on records. These GPs spent ` 24.75 crore on IAY without preparing AAP, in violation of the scheme guidelines (**Appendix-XXII**).

In the absence of AAP, the mode of selection of beneficiaries and their eligibility for getting IAY assistance could not be ascertained in audit. Further, the selection of ineligible beneficiaries could not be ruled out.

3.2.3 Irregular selection of beneficiaries

The scheme envisaged selection of beneficiaries under IAY from the BPL list and priority was to be given to freed bonded labourers, SC/ST households who are victims of atrocity, SC/ST households headed by widows and unmarried women, SC/ST households affected by natural and other calamities like riots and to physically and mentally challenged persons.

Scrutiny revealed that 650 GPs provided IAY assistance to non-BPL beneficiaries for construction/upgradation of huts amounting to ` 20.27 crore during 2007-08 (**Appendix-XXIII**).

Thus, these GPs irregularly selected beneficiaries outside the BPL list depriving the genuine BPL households from their rightful benefits.

3.2.4 Allotment of huts to male members of a family

Allotment of huts constructed/upgraded with the scheme assistance would be conferred on the wife or alternatively on both the wife and the husband as per scheme guidelines. But 22,941 cases were observed in 2,207 GPs, where ` 38.78 crore was allotted solely to the male members of the family during 2007-08, in violation of the scheme guidelines (**Appendix-XXIV**).

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

3.2.5 Land ownership for the beneficiaries not ensured before construction/upgradation of huts

The IAY guidelines stipulate that dwelling units should normally be built on individual plots. However, 205 GPs disbursed IAY assistance amounting to ₹ 8.87 crore to 5,067 households during 2007-08 for construction/upgradation of huts which were either not built on individual plots or for which supporting documents were not found on records (**Appendix-XXV**).

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

3.2.6 Construction of sanitary latrine and smokeless chullah not ascertained

The scheme guidelines stipulated that sanitary latrine and smokeless chullah would be provided with every house constructed or upgraded from IAY grants. It was observed during audit of GPs that GP authority usually obtained a certificate of utilisation of first instalment of IAY grant from the beneficiaries, where confirmation regarding construction of sanitary latrine and smokeless chullah was incorporated. Scrutiny revealed that no such certificate of utilisation of 1st instalment was obtained by 2,171 GPs before release of 2nd instalment of IAY assistance. In absence of that certificate, audit could not ascertain whether sanitary latrine and smokeless chullah were constructed in the 2,171 GPs or not (**Appendix-XXVI**).

Thus, provision of proper sanitation and clean environment was not ensured by those GPs for improvement of quality of life and human development index.

3.3 Conclusion and Recommendations

Conclusion

Absence of annual action plan, failure to provide at least 100 days of guaranteed employment in a financial year, delayed payment of wages, absence of photographs on job cards, failure to create durable assets and also to conduct social audit reflected significant deviation from the basic tenets of the NREG Act, 2005. Thereby, the objectives of the Act were frustrated to a large extent. In case of implementation of IAY, absence of annual action plan, irregular selection of beneficiaries and failure to monitor construction of sanitary latrines and smokeless chullahs came in the way of delivering the intended benefits to the targeted population.

Recommendations

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

Chapter-4

Performance Review

4.1 Implementation of Rural Infrastructure Development Fund (RIDF) Schemes

Highlights

The basic objective of Rural Infrastructure Development Fund (RIDF) is to develop rural and social infrastructure like roads, bridges, irrigation facilities, drainage, power, *Anganwadi* centres and *Sishu Siksha Kendras*.

Schemes under RIDF were not included in District Plan of Malda ZP. District Plan of Paschim Medinipur was not made available to the Audit.

(Paragraph 4.1.8)

Paschim Medinipur ZP incurred expenditure of ` 1.96 crore towards repairing of roads and construction of culverts out of unspent balances of different tranches, without obtaining Government approval.

Works were abandoned in Malda and Paschim Medinipur ZPs after receipt of start up fund of ` 1.27 crore.

(Paragraphs 4.1.8 and 4.1.9.2)

Malda ZP incurred extra expenditure of ` 1.27 crore for execution of items of road not warranted in specification of Rural Road Manual. The ZP also incurred ` 1.05 crore towards use of costlier specification of roads.

Paschim Medinipur ZP spent of ` 0.68 crore for construction of two market complexes in March 2009. But the same remained unutilised as of February 2010.

(Paragraph 4.1.9.3)

Malda ZP incurred expenditure of ` 11.10 lakh to the contractor for non-feasible item of works which had shown as executed.

Malda Highway Division made excess payment of ` 0.10 crore due to adoption of erroneous rate towards laying of Seal Coat.

(Paragraph 4.1.9.3)

4.1.1 Introduction

Rural Infrastructure Development Fund (RIDF), aimed at infrastructure development in the rural areas, was launched by GOI in 1995-96 as an integral part of rural development. The objectives of RIDF were to (i) complete projects which were lying incomplete for want of resources, (ii) execute new development activities covering agriculture sector, social sector, rural connectivity sector etc., (iii) reduce potential loss of income and (iv) provide rural employment. RIDF-I was introduced in 1995-96 with an initial corpus of ₹ 2,000 crore through contributions both from public and private sector. Subsequently, RIDF-II to RIDF-XIV was launched with deposits of ₹ 84,000 crore between 1995-96 and 2008-09. Funds for RIDF-I to RIDF-V were provided in the budgets of the respective Administrative Departments. From RIDF-VI onwards Panchayat and Rural Development Department (P&RDD) was allotted (May 2002) a separate budget head with provision for funds and all schemes for sanction are being sent by the Zilla Parishads/Mahakuma Parishad to the Department against budgetary allocation for sanction for onward transmission to NABARD through the Finance Department.

4.1.2 Organisational structure

(i) **National Bank for Agriculture and Rural Development (NABARD)**

NABARD sanctioned loans to the Finance Department after getting project proposals from the State Government. After sanction of the project, NABARD releases 20 *per cent* of the loan amount as start-up funds. Further 10 *per cent* is released on getting information regarding starting of work on the project. Thereafter, NABARD releases funds on getting loan drawal applications. The executing agencies, therefore, need to submit intimation regarding starting of the schemes at the earliest and also loan drawal applications in prescribed format regularly so that reimbursement claims could be furnished to NABARD in due time.

(ii) **The Finance Department (FD)**

The FD acts as Nodal Department for operationalising RIDF project of the State and is responsible for submission of loan drawal applications under sanctioned projects, release of loan, execution of documents, and repayment of loans.

(iii) **Panchayat and Rural Development Department (P&RDD)**

The project proposals pertaining to eligible sectors under each RIDF tranche are collected from ZP/MP by the P&RDD, the administrative department for implementation of RIDF programme, and forwarded to the FD for onward transmission to the NABARD for sanction of the loan.

(iv) **Zilla Parishad (ZP)**

ZP is the executing agency of RIDF works and is responsible for monitoring the progress of implementation of the projects. It will ensure involvement of panchayats/beneficiaries in the process. ZP should approve the proposed schemes and send the approval along with the project proposal to the P&RDD.

4.1.3 Audit objectives

The objective of audit was to evaluate whether

- (1) Intended objective to provide rural infrastructure was fulfilled;
- (2) Fund was utilised economically, efficiently and effectively; and
- (3) Inspection and monitoring were adequate and effective.

4.1.4 Audit criteria

The audit criteria used for assessing the performance of RIDF were:

- (1) NABARD guidelines;
- (2) Guidelines for implementation of RIDF by the FD;
- (3) Orders issued from time to time by the FD and the P&RDD;
- (4) Resolutions of the ZPs in connection with RIDF fund and expenditure; and
- (5) Schedule of rates of Roads (Public Works Department) and specification of Indian Roads Congress (IRC).

4.1.5 Audit Scope and coverage

Malda, North 24 Parganas and Paschim Medinipur ZPs out of 18 ZPs, were selected, one each from Jalpaiguri, Presidency and Bardhaman divisions respectively, where maximum expenditure was incurred during the last five years, i.e. 2004-05 to 2008-09.

The audit findings that emerged are based primarily on the observations of Malda and Paschim Medinipur ZPs. As North 24 Parganas ZP failed to submit vital records like project proposals and detailed project reports, audit could not ascertain the physical and financial performance of the ZP fully.

4.1.6 Funding

4.1.6.1 Allotment of funds by NABARD

Release of funds by NABARD was on reimbursement basis. Loan upto 90 *per cent* of the project cost is available from NABARD. After the projects are sanctioned, a start-up fund (20 *per cent* of the project cost) is provided to the ZPs and remaining funds are released subsequently on reimbursement basis for which provision is made in the departmental budget.

4.1.6.2 Fund released under RIDF programme and its utilization

Various line departments released funds for execution of works for RIDF-I to V. P&RDD started releasing funds from RIDF-VI tranche. ZPs usually had surplus funds of RIDF-I to V tranches which they utilised in subsequent years.

ZPs received ` 416.30 crore from P&RDD for execution of RIDF projects and ` 433.11 crore was utilised (as per UCs submitted by the ZPs) during 2004-09.

(Rupees in crore)

Year	Amount of fund released	Amount of fund utilised
2004-05	119.65	151.42
2005-06	84.54	59.19
2006-07	43.93	50.14
2007-08	73.31	88.78
2008-09	94.87	83.58
Total	416.30	433.11

Receipt and expenditure of RIDF funds in the three selected ZPs are given below:

(Rupees in crore)

Year	Paschim Medinipur			Malda			North 24 Parganas		
	Funds available		Expenditure	Funds available		Expenditure	Funds available		Expenditure
	Opening Balance	Receipt		Opening Balance	Receipt		Opening Balance	Receipt	
2004-05	8.90	7.29	9.05	6.09	5.78	8.64	-4.52	17.08	8.67
2005-06	7.28	1.17	4.30	1.86	14.75	11.42	6.17	5.39	5.41
2006-07	4.69	0.55	3.40	7.85	4.34	9.24	14.42	6.93	15.25
2007-08	2.16	8.72	3.70	2.97	1.55	2.48	7.21	10.02	7.10
2008-09	7.17	10.98	9.41	2.04	1.04	1.01	8.54	15.00	7.26
Total		58.91	29.86		48.27	32.79		86.24	43.69

Paschim Medinipur, Malda, North 24 Parganas could spend 51, 68 and 51 *per cent* respectively of RIDF funds during 2004-09.

4.1.7 Status of the Project

Schemes under RIDF usually have to be completed within three years from the date of inception of each RIDF tranche. Under RIDF-VIII to RIDF-XII, NABARD sanctioned 597 projects for different sectors like roads, bridges, social sectors and irrigation which should have been completed between 2004-05 and 2008-09. The ZPs in the State were able to complete only nine projects out of 571 projects undertaken, leaving 562 projects incomplete (98.42 *per cent*) as detailed below:

Sl. no.	Tranche no.	No. of projects sanctioned	No. of abandoned projects	No. of projects taken up	No. of projects completed	No. of projects started but not completed
(1)	RIDF-VIII	54	0	54	9	45
(2)	RIDF-IX	1	0	1	0	1
(3)	RIDF-X	4	0	4	0	4
(4)	RIDF-XI	7	0	7	0	7
(5)	RIDF-XII	531	26	505	0	505
	Total	597	26	571	9	562

The projects sanctioned under RIDF by the P&RDD were sub-divided into smaller schemes during implementation at the ZP level. Scheme-wise physical performance of three selected ZPs is detailed below:

Name of ZPs	Tranches	No. of schemes sanctioned	No. of schemes undertaken	No. of abandoned schemes	No. of schemes completed	No. of schemes not completed
North 24 Parganas	RIDF-VIII	110	100	10	10	90
	RIDF-X	1	1	0	0	1
	RIDF-XI	5	5	0	5	0
	RIDF-XII	6	2	4	0	2
Paschim Medinipur	RIDF-VIII	47	22	25	22	0
	RIDF-XII	430	396	34	3	393
Malda	RIDF-VIII	2	2	0	2	0
	RIDF-XII	7	5	2	2	3
Total		608	533	75	44	489

Three selected ZPs undertook 533 schemes which should have been completed between 2004-05 and 2008-09 under RIDF-VIII, X, XI and XII. Only 44 (eight *per cent*) schemes could be completed as of December 2009. 75 schemes were abandoned. 489 schemes remained incomplete and ZPs spent ` 9.16 crore (**Appendix-XXVII**) upto December 2009. Six schemes of Malda and North 24 Parganas ZPs remained incomplete due to local disturbances, land disputes and fund problem. North 24 Parganas and Paschim Medinipur ZPs failed to furnish any reason for the remaining 483 incomplete schemes. Reasons could not also be ascertained in audit due to poor maintenance of financial as well as physical progress reports, failure in submission of records and lack of monitoring by the ZPs.

Further, all the ZPs executed incomplete schemes of earlier tranches viz. RIDF-VI and VII during 2004-09. The three selected ZPs completed 96 schemes under these two tranches during this period. Besides, the ZPs also started executing works under RIDF-XIII and XIV introduced during this period and could complete 30 schemes out of 120 schemes undertaken.

- **Project Completion Report (PCR)**

PCR is to be sent to NABARD through FD as soon as a project is completed.

Three ZPs submitted 41 PCRs against 44 completed schemes scheduled to be completed between 2004-05 and 2008-09. In respect of earlier tranches (RIDF-VI and VII), they had submitted all PCRs for completed 96 schemes but had not submitted any PCR for the 30 completed schemes under RIDF-XIII and XIV, introduced during 2007-08 and 2008-09.

Audit Findings

As stated above, ZPs incurred expenditure on execution of works of RIDF-VI, VII, VIII, X and XII to XIV between 2004-05 and 2008-09. Audit findings on expenditure by the ZPs during this period are given below:

4.1.8 Planning

- **Budget**

Funds under RIDF are released in installments for which provision is made in the budget of the P&RDD. During 2004-09, provision of ` 584.30 crore was made in the budget of the P&RDD under the scheme, against which ` 416.30 crore was released to the ZPs as detailed below:

(Rupees in crore)				
Year	Cost of scheme sanctioned	Provision made in the budget	Amount of fund released	Amount of fund utilised
2004-05	14.11	95.00	119.65	151.42
2005-06	7.98	139.65	84.54	59.19
2006-07	135.54	124.65	43.93	50.14
2007-08	200.38	125.00	73.31	88.78
2008-09	37.30	100.00	94.87	83.58
Total	395.31	584.30	416.30	433.11

Scrutiny of budgets of selected ZPs revealed the following:

- North 24 Parganas ZP did not make any budget provision for RIDF for the years 2004-05 to 2005-06.

- (ii) Budgets for 2004-09 of Paschim Medinipur ZP were not made available to Audit.
- (iii) Malda and North 24 Parganas ZPs incurred excess expenditure of ` 2.87 crore and ` 7.55 crore against budget provision during 2004-05 and 2006-07 respectively.

The absence of budget provision indicates that ZPs not only incurred unauthorised expenditure but also failed to plan for infrastructural work to be carried out of the RIDF funds.

- **Unauthorised expenditure out of RIDF**

The schemes under RIDF are to be executed with prior approval of the Government. Paschim Medinipur ZP had a total saving of ` 2 crore from RIDF-II, III and V. The ZP, instead of refunding the unutilised fund or taking approval from the Government for utilization of unspent balances, expended ` 1.96 crore towards repairing of roads and construction of culverts out of that savings during 2005-09.

Further scrutiny revealed that the ZP unauthorisedly spent ` 0.14 crore towards payment of salary and hiring of vehicles during 2004-09 out of RIDF.

- **Schemes not included in District Plan**

Schemes to be proposed for implementation under RIDF programme should be included in the District Plan. Scrutiny revealed that North 24 Parganas ZP included the RIDF schemes in the District Plan. RIDF schemes of Malda ZP were not included in the District Plan. District Plan of Paschim Medinipur ZP was not made available to the Audit. In reply, Paschim Medinipur ZP stated that the schemes considered by the District Authority were incorporated in the District Plan.

- **Selection of scheme**

Guidelines stipulated that infrastructures which need attention and yield economic gain to the local people should be taken into consideration under RIDF.

Purta Karya O Paribahan Sthayee Samiti of Malda and Paschim Medinipur ZPs selected schemes after taking into account the demand and need of the people. In North 24 Parganas ZP, schemes were selected by the members of the ZP and planning board as well as through people's participation.

4.1.9 Project execution

4.1.9.1 Tendering

- (i) **Works awarded without tender**

Finance Department directed (order no. 9600-F dated 4.10.1991 and 47-1.F. dated 29.5.2002) that selection of agencies was to be made by competitive bidding only. For exceptional reasons, if work was to be awarded to State Government undertakings like Mackintosh Burn Ltd., 10 *per cent* preference in rate was to be allowed vis-à-vis other organisations engaged in similar activities, but prior approval from the Department was to be obtained.

North 24 Parganas ZP awarded (January 2006) the work ‘Improvement of village road from Birnagar to Nalir Math’ (RIDF-X) for ` 3.32 crore to Mackintosh Burn Ltd. without inviting tender and without prior approval from FD. The work was commenced in January 2006 but remained incomplete as of February 2010 after incurring expenditure of ` 2.99 crore. The ZP stated (February 2010) that the work could not be completed due to paucity of fund.

(ii) Performance Guarantee not included in the agreement

Revised guidelines for RIDF schemes issued by the FD stipulate that Performance Guarantee for three years after completion of work worth ` 1.00 crore and above was to be obtained. A clause to that effect should have been incorporated in the agreement. Malda ZP incurred expenditure of ` 26.26 crore on 12 works under RIDF-VI and VIII and North 24 Parganas ZP incurred expenditure of ` 22.08 crore for execution of nine works under RIDF-VII and XIV, each work valuing above ` 1.00 crore, but no clause of Performance Guarantee for three years was included in the agreement. Malda ZP included clause of guarantee for one year while North 24 Parganas ZP included only compensation clause without mentioning any period. Test check of records of Paschim Medinipur ZP revealed that Performance Guarantee clause was included in the agreement in respect of ‘widening and strengthening of Pirakata Gooltore Road’ under RIDF-XIII and the ZP also replied that necessary services from the concerned agencies were obtained for succeeding three years.

4.1.9.2 Availability of land not ascertained before execution

The ZPs did not consider availability of land before taking up works under RIDF as evident from the following:

(1) The construction of bridge over river Kalindiri was started (November 2002) by Malda Highway Division, as deposit work of Malda ZP under RIDF-VII. The awarded cost of the work was ` 8.80 crore with the stipulation to complete the work within May 2005. The Department accorded (November 2003) post-facto approval to the tender with the condition that no payment would be accepted due to cost escalation. Scrutiny revealed that the ZP did not consider availability of land in the Detailed Project Report and the execution got delayed. The Highway Division completed the work in March 2006 with a total cost of ` 9.13 crore. However, the P&RDD approved the revised estimate of ` 9.04 crore and provided fund of ` 0.33 crore against cost escalation in December 2009.

(2) North 24 Parganas ZP undertook construction of three Market Complexes under RIDF-XII at a sanctioned cost of ` 4.13 crore before ensuring land availability. Market complex at Ruiya was commenced in March 2008 with the stipulation that the work should be completed in June 2009. But it remained incomplete even after incurring expenditure of ` 0.19 crore. Work on other two market complexes at Lebukhali and Deganga could not even be started due to land problem as of February 2010.

(3) North 24 Parganas ZP expended ` 14.09 crore for execution of River Lift Irrigation Schemes under RIDF-VI and construction or improvement of 18 roads under RIDF-VII, X and XII to XIV. All the works were to be completed by September 2009 but remained incomplete (February 2010) due to non-supply of materials, local disturbances, labour, site and funds problem. Rupees 5.39 crore was sanctioned in respect of Paschim Medinipur ZP for construction of bridge over river Cossai in May 2001. The ZP undertook (April 2002) the work through Medinipur Highway Division - I with the stipulation that the work should be completed within 18 months. The bridge could not be put to use even after six years and four months from the stipulated period of completion due to non-availability of land for construction of approach roads. Three market complexes were sanctioned in respect of Malda ZP at a cost of ` 1.62 crore under RIDF-XII during 2006-07. The ZP issued work order in January 2008 with the stipulation to complete the works within six to 12 months. The ZP incurred ` 0.42 crore upto February 2010 but all works remained incomplete. This was either due to land problem or monsoon in the district as stated by the ZP.

The reply is not tenable as these factors should have been taken into consideration at the time of issue of work order.

(4) NABARD approved ` 5.15 crore for two projects for construction of two market complexes at Malda ZP (` 1.22 crore) and for eight complexes at Paschim Medinipur ZP (` 3.93 crore) under RIDF-XII. Start-up advance of ` 1.27 crore (Malda ` 0.36 crore and Paschim Medinipur ZP ` 0.91 crore) was released between March 2008 and March 2009, in lieu of prescribed limit of ` 1.03 crore, i.e. 20 *per cent* of the estimated cost. The ZPs did not execute the works and the works were declared abandoned as land was not available. The Department directed (September and November 2009) the ZPs to refund the funds but this was not done as of February 2010.

4.1.9.3 Irregularities in execution

- **Avoidable expenditure**

(1) As per Rural Road Manual, 20 mm premix carpet is warranted in surface course for a rural road having width three meters or less and with low traffic intensity. In case of such roads, bituminous base course need not be provided. Malda ZP constructed six roads (2002-03) under RIDF-VI through Authorised Executive Engineer (AEE), Malda Highway Division, with layer of bituminous macadam, along with 12 mm premix carpet. Scrutiny of Detailed Project Report (DPR) revealed that none of these roads had regular traffic. These were only three meters wide paved roads for rural connectivity. The ZP in violation of the Rural Road Manual adopted the layer of bituminous macadam with 12 mm premix carpet for rural roads (width three meters) and incurred an avoidable expenditure of ` 1.27 crore.

(2) IRC approves natural sand as cost effective sub-base course¹ material for construction of roads where annual rainfall is over 1000 mm as it gives comparatively more effective drainage to pavement. Malda ZP executed four road works under RIDF-VI using stone dust priced at ` 749.70 per m³ to ` 941 per m³ for the sub-base course instead of the relatively cheaper and locally available sand priced at ` 207.64 per m³ ignoring the directives of IRC. The use of costly stone dust of 15,183.03 m³ in lieu of sand unnecessarily escalated the cost of works by ` 1.05 crore and put an extra burden on the exchequer since it was received under RIDF-VI from NABARD by the State Government.

The ZP admitted (January 2010) that sand is a very good and cost effective sub-base course material compared to the stone dust and henceforth IRC specification would be followed.

- **Excess payment due to adoption of erroneous rate**

Schedule of Rates of P.W. (Roads) stipulates the rate of laying of Seal Coat (sealing of voids of the bituminous surface) @ ` 10 per m² for construction of new road and ` 17.90 per m² for existing road.

Malda ZP executed six new road works under RIDF-VI at a cost of ` 1.27 crore during 2003-06 through Malda Highway Division (MHD). The AEE of the Division allowed the rate of ` 17.90 per square meter for construction of new road in lieu of ` 10 per m² for execution of Seal Coat for sealing of voids of the bituminous surface and the ZP incurred an excess expenditure of ` 0.10 crore on these roads.

- **Undue favour of ` 0.11 crore**

Malda ZP executed road from Samsi to Koriali between May 2005 and May 2009 at a total cost of ` 1.45 crore under RIDF-VIII. The work of structural section of the road was shown completed in the sixth RA bill including carried earthwork of 4,095.6 m³. As the structural portion of the road was already completed, there was no further scope of fresh earthwork of 10,987.66 m³ valuing ` 0.11 crore as was shown to have been paid in the final bill. This was not supported by period of execution and details of measurement were not recorded in the Measurement Book. The ZP stated (February 2010) that execution of fresh earthwork of 10,987.66 m³ was not entered in the Measurement Book and payment was made on the basis of quantity entered in the loose sheet.

Thus, the ZP extended undue favour of ` 0.11 crore to the contractor towards payment of non-feasible item of work.

- **Completed units not utilised**

Paschim Medinipur ZP incurred an amount of ` 68.05 lakh under RIDF-XII between February 2008 and June 2009 for construction of two market complexes. The markets were completed in June and July 2009 but the same remained unutilised as of February 2010. The ZP stated (February 2010) that

¹ From the lowest to the uppermost course of a road the courses are arranged as follows: (1) sub-grade course, (2) sub-base course, and (3) base course.

the markets could not be utilised due to delay in handing over process of the markets.

4.1.10 Monitoring and supervision

Though effective monitoring mechanism has been developed by NABARD, the actual monitoring of projects is the responsibility of the State Government. Guidelines issued by the FD directed that all works should be effectively monitored and periodical appraisal of the quality control data should be made.

There was nothing on record to show that monitoring and supervision were done in three selected ZPs. Paschim Medinipur, North 24 Parganas and Malda ZPs did not have any monitoring committee. Quality control was done through frequent visits to the site in North 24 Parganas ZP and partly in Malda ZP. Monitoring of works of Malda was done by engineers concerned while monitoring in North 24 Parganas was done at departmental level on the basis of physical verification reports of the ZP Engineers and beneficiary committee. The State Government did not evaluate performance of RIDF at Malda and Paschim Medinipur ZPs. In the absence of monitoring, 92 *per cent* of the works undertaken by the ZPs remained incomplete and there were irregularities like excess payment, cost escalation, unauthorized expenditure as featured in the previous paragraphs.

4.1.11 Conclusion and Recommendations

Conclusion

Improper planning, failure to observe Government directives and absence of monitoring resulted in completing of only nine *per cent* of the schemes undertaken during 2004-05 to 2008-09 in selected ZPs. There were instances of excess payment, execution of avoidable items and cost escalation. It was also observed that works were abandoned after receipt of start up funds. Expenditure was incurred from closed tranches without obtaining approval from the Government. Thus, the ZPs failed to derive desired benefits from most RIDF projects.

Recommendations

- Estimates should be realistically prepared taking into consideration the schedule of rates and IRC specification.
- All components especially availability of land should be considered before preparation of Detailed Project Report.
- Compliance with guidelines of NABARD and Department should be strictly ensured.
- Government should strengthen monitoring and evaluation of the implementation at all levels.

Chapter-5

Audit of Transactions

5.1 Fraudulent drawal/ Misappropriation/ Embezzlement/ Losses

SATALI AND LATABARI GRAM PANCHAYATS

5.1.1 Misappropriation of Ambulances purchased from MPLAD

Ambulance purchased by Satali GP for ` 2.95 lakh appears to have been misappropriated and ambulance purchased by Latabari GP for same price was not in the GP's possession for a long time

Satali & Latabari GPs in the district of Jalpaiguri received ` 2.95 lakh each from Member of Parliament Local Area Development (MPLAD) scheme for purchase of ambulances during 2004-05. Both the GPs purchased the ambulances during 2004-05 at ` 2.95 lakh per ambulance.

Scrutiny of records of Satali GP during 2008-09 revealed that the GP had purchased the ambulance during September 2004 but there was nothing on record to show that the ambulance was considered as the asset of the GP. Though a bank account in the *Uttarbanga Kshetriya Gramin* Bank was opened on 6 June 2005 for depositing the earnings from the service of the ambulance, no amount was deposited in the bank till September 2008. Further, the GP also failed to provide any information regarding the existence of the said ambulance. The present Pradhan of Satali GP stated (July 2009) that only the Pass Book was handed over to him from the date of his taking over charge of the GP and he was not aware of the existence of the ambulance.

Similarly, Latabari GP purchased an ambulance during 2004-05 but could not provide any information regarding the existence of the ambulance to the audit team in 2005-06 and 2006-07. The GP stated (September 2008) that the ambulance was not traceable and the position would be intimated after investigation. During subsequent audit in July 2009, the GP replied that the ambulance had now been brought to its own custody but it was not in working condition. The GP decided (May 2009) to repair the Ambulance.

The Satali GP's ambulance thus appears to have been misappropriated while in Latabari the ambulance was not in the GP's possession for a significantly long time.

The people of the GPs were deprived of the facility of having an ambulance at their disposal due to the failure of the concerned GPs to safeguard public property. The GPs also could not earn any revenue from the ambulances.

**ZILLA PARISHAD, PANCHAYAT SAMITIS AND
GRAM PANCHAYATS**

5.1.2 Loss of foodgrain of ` 3.12 crore

Prolonged storage, laxity in monitoring, negligence and undue favour to Modified Ration Dealers by nine PRIs resulted in wastage, misappropriation and shortage of foodgrains of 20,193.19 qtl. valuing ` 3.12 crore

Distribution of foodgrain as part of wages under NFFWP and SGRY was based on the principle of protecting the real wages of the workers and improving the nutritional standards of the rural poor. GOI stipulated the procedure for lifting, storage and distribution of foodgrain allocated to the State Government. The State Government was responsible for safeguarding against leakage and pilferage of foodgrain. On launching of NREGS, GOI had stipulated (August 2007) that the unutilised funds and foodgrains of SGRY would be transferred to the NREGS Account. Despite elaborate mechanism for appropriate handling and utilisation of foodgrain, the following irregularities were noticed during test check in Audit:

(i) Wastage of foodgrain valuing ` 2.85 lakh and shortage of foodgrain leading to loss of ` 79.27 lakh

Scrutiny of records (September 2008) of Beldanga-I PS revealed that 184.45 qtl. of foodgrain under NFFWP and SGRY had remained unutilised in dealer's godown since 2002-03. The PS stated that the foodgrain was unfit for consumption and as per *Purta Karya O Paribahan* and *Artha, Sanstha, Unnayan O Parikalpana Sthayee Samitis* (Standing Committees of PSs dealing with public works, transportation, finance, development and planning) resolution of March 2007, those were destroyed.

Scrutiny of Stock Register of foodgrain of Dinhata-I PS revealed that the PS had 4039.63 qtl. of rice as per the monthly progress report of August 2007. The distributor stated in January 2008 that the closing balance of rice was 4.29 qtl. at the end of August 2007. The PS had no information about the shortage of 4035.34 qtl. of rice.

Similarly, the closing balance of Stock Register (2006-07) of foodgrain of Hariharpara PS was shown as nil though actual balance as per allotment and utilisation during the year should have been 203.79 qtl.

Joint physical verification in audit (September, November and December 2008) revealed shortage of 891.45 qtl. of foodgrain in Nazat-II (179.78 qtl.), Boyermari-II (395.41 qtl.) and Jambad (316.26 qtl.) GPs.

All the PSs and GPs admitted the facts (between September 2008 and March 2009).

Thus, prolonged storage of 184.45 qtl. of foodgrain since 2002-03, led to wastage valuing ` 2.85 lakh¹. Besides, there was a total shortage of 5,130.58 qtl. of foodgrain valuing ` 79.27 lakh² due to the PRI's failure to monitor the stock of foodgrain and non-reconciliation of balances with Modified Ration dealers.

(ii) Avoidable misappropriation of rice valuing ` 66.69 lakh

Sitai PS engaged (February 2004) the Modified Ration (MR) dealer of Sitai, as a storing agent of SGRY rice. As per the agreement, the dealer should provide all facilities for inspection of stock and books of accounts at all reasonable times. There is no evidence that the PS had inspected the stock of rice until October 2006. In October 2006, the dealer failed to show the existence of **704.27 qtl. rice in the store and confessed that he had sold the foodgrain in open market.**

The PS cancelled (October 2006) the dealership and blacklisted the dealer immediately. However, the PS did not take any action to withdraw the balance foodgrain from the dealer and recovered only 211.43 qtl. of rice in December 2006. The MR dealer was allowed to continue as storing and distributing agent of foodgrains till March 2007. The dealer therefore further misappropriated 3,611.98 qtl. of rice remaining with him. The dealer in May 2007 requested one month's time for depositing the value of rice at the rate of ` 6 per kg (issue rate of SGRY). No recovery has been effected till March 2009.

The reasons for non-withdrawal of foodgrain from the dealer and for giving him the opportunity to continue to defraud the PRI were not on record. When this was pointed out (March 2009), the PS stated that FIR was lodged (June 2007) against the dealer for alleged misappropriation of rice.

Laxity in monitoring, negligence and undue favour shown to the dealer resulted in misappropriation of 4,316.25 qtl. foodgrain worth ` 66.69 lakh (at the rate of ` 1,545 per qtl.), which was avoidable.

(iii) Misappropriation and damage of foodgrain valuing ` 1.64 crore

Physical verification conducted between February 2007 and February 2008 by the Regional Accounts and Audit Officer, along with the authorities of Cooch Behar ZP under instruction of the Commissioner, Jalpaiguri Division, revealed shortage of 1,077.23 qtl. foodgrain valuing ` 16.64 lakh³ with four distributors/dealers of Haldibari and Tufanganj-I PSs. Cooch Behar ZP filed FIRs for alleged misappropriation against the dealers between June 2007 and April 2008.

In case of one dealer, at the time of seizure of stock, the stock shortage and wastage had increased to 2,390.44 qtl. valuing ` 36.93 lakh.

¹ 184.45 qtl. x ` 1545 per qtl. = ` **2.85 lakh** (calculated on the basis of consideration of market value of foodgrains of ` 1545 per qtl.).

² (4035.335 qtl. plus 203.79 qtl. plus 891.45 qtl.) x ` 1545 per qtl. = ` **79.27 lakh.**

³ At the rate of ` 1545 per qtl.

Similarly, shortage of 7,094.24 qtl. foodgrain valuing ` 1.10 crore⁴ from SGRY, Mid Day Meal programme and Antyodaya Anna Yojana was noticed by the BDO, Bongaon (ex-officio Executive Officer of the Bongaon PS) at the godown of Bongaon Central Co-operative Marketing Society Ltd. The SDO, Bongaon lodged FIR against the distributor alleging misappropriation of foodgrain.

These indicated that the PRIs had failed to ensure proper safeguards to avoid losses and did not exercise proper internal control while executing schemes.

BANKURA AND COOCH BEHAR ZILLA PARISHADS

5.1.3 Loss of Indira Awas Yojana (IAY) grant of ` 2.22 crore

Bankura and Cooch Behar ZPs failed to utilise stipulated IAY funds and suffered a loss of ` 2.22 crore during 2007-08. 710 rural poor could not be benefited by new construction of houses and 355 by upgradation of their houses under IAY due to lack of earnest initiative in timely utilisation by two ZPs

Indira Awas Yojana (IAY) is a Centrally Sponsored Scheme funded on cost sharing basis between GOI and the State Government in the ratio of 75:25. Para 4.2 of the IAY guideline envisaged that in case the opening balance of the district exceeds 10 *per cent* of the funds available during the previous year, the Central share of the excess would be deducted at the time of release of the second instalment.

Scrutiny of records revealed that Ministry of Rural Development, GOI, released (April 2007) first instalment of Central Assistance (i.e. 50 *per cent* of Central allocation) of ` 6.85 crore in favour of Bankura ZP against total Central allocation of ` 13.70 crore during 2007-08. But at the time of releasing the second instalment (December 2007), GOI released ` 5.23 crore as Central share in lieu of ` 6.85 crore and deducted ` 1.62 crore due to excess carry over of funds. Similarly, Cooch Behar ZP failed to receive full Central share of ` 14.43 crore during 2007-08 and ` 0.04 crore was deducted due to excess carry over of funds under IAY. It was also noticed that the State Government was to release matching shares (25 *per cent*) of ` 4.57 crore and ` 4.81 crore in favour of Bankura and Cooch Behar ZPs respectively during 2007-08. But only ` 4.02 crore and ` 4.80 crore were released against the said allocations. The ZPs were deprived of ` 0.56 crore (` 0.55 crore *plus* ` 0.01 crore) due to short release of the State share also. Thus, poor utilisation of funds by the two ZPs resulted in loss of IAY funds of ` 2.22 crore.

In reply, Cooch Behar ZP (November 2008) admitted the fact of delayed release of funds to GPs during the year 2007-08 but failed to cite any reason for under-utilisation of funds during 2006-07 that led to excess carry-over of funds during 2007-08. Bankura ZP did not furnish any reply.

⁴ 7094.24 qtl. x ` 1545 = ` 1,0960,600.00, say ` 1.10 crore.

This shows non-observance of scheme guidelines by two ZPs while streamlining the utilisation of IAY funds and lack of initiative for providing houses to the rural people within a specified time frame.

Had the two ZPs taken earnest initiative in timely utilisation of the IAY funds, 710 rural poor⁵ could have benefited by new construction of houses and 355⁶ by up-gradation of their houses under IAY.

5.2 Wasteful expenditure and overpayment

PASCHIM MEDINIPUR ZILLA PARISHAD

5.2.1 Wasteful expenditure of ₹ 2.58 crore on wooden bridges

Since 2002-03, flash floods annually washed away two fair weather bridges over Subarnarekha and Kangsaboti rivers within five months of construction. Paschim Medinipur ZP and Nayagram PS expended ₹ 2.58 crore during 2004-09 on those two wooden bridges without fulfilling the requirement of permanent bridges

Fair weather wooden bridges over Subarnarekha River at Bhasraghat constructed by Nayagram PS used to be washed away by flash floods every year. The PS had incurred infructuous expenditure of ₹ 49.09 lakh during 2002-04 on that bridge. The matter was pointed out in the Audit Report for the year ending 31 March 2005. Subsequent audit of the PS revealed that the PS had further spent ₹ 51.48 lakh for construction of the bridge during 2004-06. Thereafter, in 2006-07, Paschim Medinipur ZP constructed two fair weather wooden bridges including approach roads at Kankabotighat over Kangsaboti River and at Bhasraghat over Subarnarekha River at a cost of ₹ 51.63 lakh out of Paschimanchal Unnayan Parishad (PUP) and 11th FC Grant.

Scrutiny of records revealed that the bridges, along with their approach roads, were demolished and washed away in July 2007 by flash flood within five months of construction. Again, during 2007-08, the ZP constructed both the bridges along with approach roads and incurred an expenditure of ₹ 74.21 lakh out of the grant "**Compensation and Assignments to Local Bodies and Panchayati Raj Institutions**". Both the bridges including the approach roads, were again washed away in June 2008 (three to five months) after being put to use. The ZP, while admitting (November 2008) the fact, stated that the bridges were demolished due to the torrential rainfall during consecutive years. The ZP also made no efforts to salvage the scrap (like Eucalyptus bullah and Arjun plank) for subsequent re-utilisation. It replied (September 2009) that the scrap items could not be collected due to theft by local miscreants. The ZP has again constructed fair weather bridges incurring an expenditure of ₹ 80.40 lakh in 2008-09.

⁵ 80 per cent of total allocation may be utilised for new construction. So, ₹ 2.22 crore x 80 per cent / ₹ 25,000 (allocation for each new construction) = **710**.

⁶ 20 per cent of total allocation may be utilised for upgradation. So, ₹ 2.22 crore x 20 per cent / ₹ 12,500 (allocation for each upgradation) = **355**.

The ZP in its reply stated that the high cost of permanent bridge was beyond its capacity and did not come under the jurisdiction of Panchayat set up. The reply is not tenable as the ZP had not even approached the State Government for construction of permanent bridges.

Thus, it is evident that the ZP and PS constructed fair weather bridges every year knowing fully well that these would not last beyond five months. This annual exercise which cost the public exchequer ` 2.58 crore in the last five years failed to fulfil the requirements of the local populace because of the ZPs indifferent attitude.

**CHALOON AND NANDANPUR GRAM PANCHAYATS
(DAKSHIN DINAJPUR ZILLA PARISHAD)**

5.2.2 Wasteful expenditure of ` 57.75 lakh under National Rural Employment Guarantee Scheme (NREGS)

Plants of ` 43.24 lakh could not be identified in Audit in Chaloon GP whereas plants of ` 14.51 lakh did not survive in Nandanpur GP due to absence of adequate monitoring

Chaloon GP incurred an expenditure of ` 46.63 lakh during 2006-07 and 2007-08 towards purchase and wages for afforestation of 2,42,626 plants under NREGS. Scrutiny of records revealed that:

- (i) no measurement of the work was taken,
- (ii) date of receipt of the plants and date of the distribution of the plants were not recorded,
- (iii) the total area of plantation and type of plantation was not measured and recorded,
- (iv) period of plantation was not mentioned in 55 muster rolls (out of 68 muster rolls).

Moreover, physical verification (August 2008) of the worksite further revealed that only 16,619 plants costing ` 3.39 lakh were found at site (out of 2,42,626 plants) and remaining 2,26,007 plants for which an expenditure of ` 43.24 lakh was incurred could not be identified.

Similarly, Nandanpur GP incurred an expenditure of ` 14.51 lakh during 2005-06 to 2007-08 for afforestation of 1,04,309 plants under NREGS. Scrutiny of records revealed that the GP did not monitor the works and had no information about allotment and plantation of plants. Payment of wages was made without measurement. Moreover, all the plants did not survive due to insufficient care as well as lack of protection and non-fencing of the plants.

Both the GPs admitted the fact (September 2008 and August 2009).

This highlighted that both the GPs did not have adequate monitoring mechanism for execution of works, thereby turning the expenditure of ` 57.75 lakh⁷ wasteful. Besides, the objective of protecting the environment was also not achieved.

5.3 Violation of contractual obligations/undue favour to contractors

PURULIA ZILLA PARISHAD

5.3.1 Undue benefit to contractor led to avoidable expenditure of ` 55.51 lakh

Granting of repeated extensions to the contractor without justification and choosing not to impose the penalty of recovery of excess cost of work, led to avoidable expenditure of ` 55.51 lakh

Purulia ZP awarded (January 2003) the work 'Improvement of road from Raghampur to Chalunia' to the lowest tenderer at ` 1.03 crore. The work was scheduled for completion within January 2004.

The contract stipulated that the contractor should pay as compensation an amount equal to $\frac{1}{2}$ per cent on the estimated cost of the whole work for every day that the work remained uncommenced or unfinished after the proposed dates. The ZP did not monitor the execution of work. The contractor did not start the work even in May 2004, six months after the scheduled date of completion. The ZP, however instead of recovering compensation as per contract, merely issued (June 2004) a show cause notice to the contractor.

The contractor started the work in June 2004 but stopped immediately (July 2004) after executing only 15 per cent (1.5 KM) of the work. Thereafter, extensions of time were repeatedly granted till August 2006 without any recorded justification. In August 2006, the ZP finally sought compensation for the delay. It was seen in audit that the ZP paid ` 24.52 lakh to the contractor till September 2006 without withholding any amount for recovery of the compensation.

The ZP terminated the contract in October 2006 by forfeiting only the security deposit and earnest money of ` 4.01 lakh and chose not to impose the penalty of recovery of excess cost for completing the balance work.

The residual portion of the work was completed in December 2007 at a cost of ` 1.38 crore through re-tendering. The ZP, thus, incurred an excess expenditure of ` 55.51 lakh⁸.

⁷ Chaloon: ` 43.24 lakh plus Nandanpur: ` 14.51 lakh.

⁸ Excess avoidable expenditure = Revised estimate for remaining work (` 138.00 lakh) minus {Cost of first estimate (` 103.00 lakh) minus cost of work done by the contractor (` 24.52 lakh)} minus forfeited security deposit (` 4.01 lakh) = ` 55.51 lakh.

While accepting the contractor's responsibility for the delay, the ZP stated that he was allowed extensions in the interest of the work. The reply is not tenable in view of the contractor's failure to take up the work despite repeated extensions.

It is evident that the ZP did not adhere to the contractual clauses and thus allowed undue benefit to the contractor. This resulted in avoidable expenditure of ` 55.51 lakh.

5.4 Idle investment / Blockage of funds

MALDA ZILLA PARISHAD

5.4.1 Idle expenditure of ` 1.52 crore on minor irrigation scheme

Installation of 53 deep tube wells remained incomplete since 2001-02 due to non-energisation for want of funds leading to idle expenditure of ` 1.52 crore

The State Government sanctioned and allotted the entire project cost of ` 4.05 crore in 2001-02 to the Malda ZP for installation of 92 deep tube wells under the scheme Rural Infrastructure Development Fund (RIDF-V) to provide minor irrigation facilities to agricultural land. The projected completion date of the work was not available on record. Audit observed that till November 2009, the ZP had spent ` 4.07 crore on execution of 91 tube wells and work of the remaining one tube well had been abandoned. Out of 91 tube wells taken up for execution, 38 deep tube wells were completed in all respects and 53 tube wells were incomplete as of November 2009.

Physical Progress Reports (October 2008 and November 2009) of the scheme revealed that these 53 deep tube wells remained incomplete for want of energisation. Audit observed that the ZP had disbursed the cost of energisation of 55 tube wells (` 1.24 crore) to the West Bengal State Electricity Board (WBSEB) during 2005-07. However, the energisation of only 38 tube wells was completed by the WBSEB till November 2009. Reasons for this were not available on record. The ZP appears not to have taken up the issue with WBSEB. Energisation of the remaining 36 tube wells was held up as funds were not available to meet the enhanced energisation cost.

The State Government had decided in March 2007 that the ZP would try to arrange own funds for completion of the scheme. In case that was not possible they could approach the State Government for energisation of remaining 36 tube wells. The ZP was silent regarding the action taken to raise the funds and complete the balance work.

The ZP's lackadaisical attitude towards project monitoring and execution resulted in idle expenditure of ` 1.52 crore⁹ on incomplete tube wells and deprived 396 hectare of land of irrigation.

ZILLA PARISHADS AND PANCHAYAT SAMITIS

5.4.2 Idle expenditure of ` 19.58 crore on incomplete works

49 PRIs undertook various developmental works without ascertaining the source of funds beforehand, conducting proper survey, preparing project estimates and fixing an implementation schedule. As a result, these works remained incomplete upto 12 years after commencement after incurring an expenditure of ` 19.58 crore

Project implementation involves a set of activities which are required to be completed in order to complete a programme in time. Such activities as envisaged in the West Bengal Panchayat (ZP & PS) Accounts and Financial Rules, 2003, include preparation of project reports and estimates and ascertaining availability of funds, clear site and necessary infrastructural facilities. In order to achieve the desired objectives of a work, proper supervision over execution is vital to ensure completion of a work in time.

Audit scrutiny in 2008-09 in 16 districts of the state revealed that 49 PRIs undertook various developmental works without ascertaining the source of funds beforehand, conducting proper survey, preparing project estimates and fixing an implementation schedule. The PRIs started construction without ensuring availability of clear site and infrastructural facilities. The works were carried out in phases as and when funds were available. These could not therefore adhere to any time schedule and evidently there was no monitoring by the competent authority. As a result, these works remained incomplete upto 12 years after commencement after incurring an expenditure of ` 19.58 crore (**Appendix-XXVIII**).

The idle expenditure of ` 19.58 crore on incomplete works blocked up scarce resources and denied the intended benefit to the rural population. The possibility of completion of these works is remote and abandonment due to deterioration of the structures already constructed due to passage of time cannot be ruled out.

9

(Rupees in lakh)							
Type of tube well	Total unit	Cost for civil work	Cost for energisation	Cost per unit	Completed	No. of incomplete unit	Unfruitful Expenditure
LDTW	71	91.48	75.00 (for 35 units)	Civil - ` 1.29 (91.48/71)	23	48 (of which energisation cost for 12 units were paid)	61.92 (1.29 x 48)
				Energisation - ` 2.14 (75.00/35)			25.68 (2.14 x 12)
HDTW	15	158.62	34.32 (for 15)	Civil - ` 10.57 (158.62/15)	10	5	52.85 (10.57 x 5)
				Energisation - ` 2.29 (34.32/15)			11.45 (2.29 x 5)
MDTW	5	32.94	14.52 (for 5)	-	5	Nil	-
Total	91	283.04	123.84				151.90

ZILLA PARISHADS AND PANCHAYAT SAMITIS

5.4.3 Idle grants of ` 7.74 crore

Five ZPs and 30 PSs kept grants / funds amounting to ` 7.74 crore, meant for various infrastructural development works, idle for three to seven years and deprived the common people of intended benefits from these grants

In terms of Rules 36(4) and 116(5) of the W. B. (ZP & PS) Accounts and Financial Rules, 2003, the funds received for implementation of schemes and for developmental works / assigned schemes from the State Government should be utilised without any delay, preferably within a period of six months and utilisation certificate should be furnished within six months from the date of receipt of grant.

Audit scrutiny of five ZPs and 30 PSs¹⁰ revealed that these PRIs kept grants/funds amounting to ` 7.74 crore, meant for various social assistance programmes for poor households, creation of durable community assets, infrastructural development, relief funds and finance commission grants idle for three to seven years. The PRIs did not take any initiative to either utilise the funds for development works or surrender these funds to the grant sanctioning authority.

When pointed out, Purulia ZP and Deshpran PS failed to furnish any reply while the remaining PRIs admitted the fact. Keshiary, Jhalda-I and Kaliganj PSs replied (between August 2008 and February 2009) that the grants could not be utilised due to land dispute. Others stated that attempts would be made to utilise or surrender the grants but could not clarify the reasons for non-utilisation for so long.

By failing to utilise grants amounting to ` 7.74 crore for years the PRIs deprived the common people of intended benefits from these grants. This also indicates that the Government's monitoring mechanism in respect of utilisation of specific grants after their release to PRIs is inadequate.

¹⁰ **Zilla Parishads (5 ZPs)** : Paschim Medinipur : ` 165.53 lakh; Purulia : ` 172.07 lakh; Uttar Dinajpur: ` 76.53 lakh; Nadia : ` 47.70 lakh; Malda : ` 71.46 lakh; **Panchayat Samitis (30 PSs)** : Farakka : ` 24.33 lakh; Thakurpukur-Maheshtala: ` 5.46 lakh; Narayangarh: ` 18.13 lakh; Medinipur Sadar : ` 1.49 lakh; Sabang: ` 4.33 lakh; Tamluk : ` 1.71 lakh; Raghunathpur-I : ` 1.54 lakh; Arsha: ` 29.75 lakh; Tapan: ` 15.36 lakh; Hura : ` 21.91 lakh; Pancha: ` 19.69 lakh; Egra-I : ` 13.78 lakh; Keshiary : ` 13.18 lakh; Haldia : ` 0.88 lakh; Haringhata : ` 1.46 lakh; Nakashipara : ` 10.54 lakh; Raghunathganj-I : ` 2.93 lakh; Galsi-II : ` 3.33 lakh; Kumargram: ` 7.42 lakh; Jhalda-I : ` 4.91 lakh; Patrasayer: ` 1.30 lakh; Suti-I : ` 1.27 lakh; Deshpran: ` 2.91 lakh; Kaliganj : ` 4.28 lakh; Memari-I: ` 2.98 lakh; Udaynarayanpur: ` 5.98 lakh; Amta-I : ` 1.65 lakh; Para: ` 8.26 lakh; Raina-I: ` 2.99 lakh and Bagdah: ` 6.49 lakh.

BARDHAMAN ZILLA PARISHAD

5.4.4 Idle expenditure of ` 36.74 lakh and blockade of grant of ` 1.03 crore

Construction of a cold storage remained incomplete as of July 2010 due to non-availability of land and failure to prepare revised plan which led to idle expenditure of ` 36.74 lakh and blockade of government grant of ` 1.03 crore for seven years and four months

The state government sanctioned (February 2001) ` 1.40 crore in favour of Bardhaman ZP for construction of a cold storage for vegetable and frozen products at Durgapur. The estimated cost of the project was ` 1.80 crore. It was to be financed partly by government grants of ` 1.40 crore, ZP's contribution of ` 11.48 lakh and bank loan of ` 20 lakh. The project was ill-conceived. This is evident from the fact that the ZP had not identified the source of the balance fund required or ensured availability of land beforehand. The commercial viability report and the target date of completion of the project were not on record.

Scrutiny revealed that as the ZP had not finalised the site and the Asansol-Durgapur Development Authority (ADDA) ultimately provided the project site in December 2003, work on the project started in January 2004, i.e. after three years from the date of sanction of the project. The ZP has spent ` 36.74 lakh on civil and structural fabrication work till March 2009. Since then, no progress in work was found except completion of construction of boundary wall as of July 2010.

Further scrutiny revealed that the ZP was unwilling to continue the project as they were not sure about the technical viability of the cold storage. The ZP then decided (April 2007) to utilise the project for some other purpose and simultaneously instructed the concerned engineer to prepare revised estimates. When this was pointed out (August 2008, September 2009 and December 2009) in Audit, the ZP stated (July 2010) that the work had been restarted in full swing after reassessing the technical viability with minor modification of the work and the balance amount would be utilised towards payment of bills for the construction of works. But the ZP failed to enlighten about source of funds to meet up the revised cost as well as feasible period of completion of the work.

Thus, delayed finalisation of project site, non-monitoring of works and inability to ascertain source of funds resulted in non-completion of the construction of the cold storage leading to expenditure of ` 36.74 lakh remaining idle, besides blocking of unspent government grant of ` 1.03 crore for seven years and four months.

ZILLA PARISHAD AND PANCHAYAT SAMITIS

5.4.5 Locking up of specific developmental grants worth ` 1.25 crore

Government sanctioned ` 1.80 crore as specific development grants in respect of ten PRIs but in absence of appropriate initiatives by the PRIs, ` 1.25 crore remained blocked depriving rural people of the intended benefits

Government releases specific developmental grants for infrastructural development of rural areas as well as for strengthening the rural economy.

Malda ZP and nine PSs received ` 1.80 crore¹¹ during 2000-01 to 2007-08 for different developmental works viz. construction of market complexes, kitchen sheds, broiler shed, bridges, roads, drains, buildings etc. Scrutiny in audit revealed that Malda ZP got administrative approval for construction of two market complexes at Tulshihata and Chanchal during June 2007 and invited tender (October 2007) against allotment of ` 21.24 lakh under RIDF-XII with the stipulation that the work for two complexes should be completed within six and nine months. The works could not be started (as of November 2008) due to reasons like non-possession of land; opposition by local people and price hike of materials.

Similarly, Raghunathpur-II PS failed to construct 132 kitchen sheds under Mid-day Meal Scheme by October 2007 and ` 24.20 lakh was locked up, out of total allotment of ` 79.20 lakh, for more than 15 months from the date of sanction. Bongaon and Sagar PSs could not spend allotment of ` 27.46 lakh for construction of guard wall, drain and road due to land and labour problems. Out of total allotment of ` 11.25 lakh for construction of broiler shed, Keshiary PS failed to utilise ` 11.25 lakh due to non-finalisation of estimate. Joypur PS received ` 20.40 lakh under District Primary School Education Programme for construction of additional class rooms and sub-allotted 50 per cent fund to the schools concerned for the purpose. But the schools returned the amount expressing their inability to execute the scheme and the total fund of ` 20.40 lakh remained unutilised with the PS. Medinipur Sadar PS received ` 5 lakh for construction of Kankaboti community hall. But the PS could not utilise the fund as it was not sufficient against the estimated value of ` 58.10 lakh for the community hall. Kharagpur-I PS failed to utilise ` 10.06 lakh, received in 2005-06, for improvement of tank, construction of shed and plantation, as the local people demanded changes in the scheme. Reason for non-utilisation of ` 5.33 lakh by Bharatpur-I and Dantan-I PSs, received for development of farming land and construction of bridge, could not be made available to Audit.

When this was pointed out, Malda ZP, Bharatpur-I and Dantan-I PSs did not furnish any reply. Remaining PRIs admitted the facts (between August 2008 and March 2009).

¹¹ ZP: Malda: ` 21.24 lakh; PSs: Raghunathpur-II: ` 79.20 lakh; Bharatpur-I: ` 2.33 lakh; Bongaon: ` 2.50 lakh; Sagar: ` 24.96 lakh; Dantan-I: ` 3 lakh; Keshiary: ` 11.25 lakh; Joypur: ` 20.40 lakh; Medinipur Sadar: ` 5 lakh and Kharagpur-I: ` 10.06 lakh.

Thus, the absence of appropriate initiatives to fulfil the objectives of specific grants resulted in locking up of developmental funds amounting to ` 1.25 crore¹².

ZILLA PARISHADS AND PANCHAYAT SAMITIS

5.4.6 Unproductive remunerative assets and failure to augment own source revenue

Remunerative assets valuing ` 8.90 crore remained unproductive in 27 PRIs due to failure of PRIs in putting their assets to use and eight PRIs failed to generate non-tax revenue to the tune of ` 1.10 crore due to lack of proper planning and non-assessment of demand before execution

Special emphasis is being given by successive FCs on augmentation of own source revenues of PRIs. According to the recommendations of the 10th and 11th FCs, grants had been provided to PRIs for creating remunerative assets. The 12th FC recommended incentive grants to PRIs based on performance for augmentation of own source revenue. In spite of these efforts, performance of the PRIs in this regard was not satisfactory. This was due to their failure in timely creation and utilisation of assets, in realising dues and in imposing taxes and tolls.

(i) Unproductive remunerative assets of ` 8.90 crore

Three ZPs and 24 PSs constructed market complexes, bus terminus, community halls and hatcheries from development funds for improvement of rural infrastructure and creation of remunerative assets.

Scrutiny of records during 2007-08 revealed that Birbhum ZP spent ` 3.35 crore during 2005-06 for construction of market complexes at Suri and Murarai but failed to lease out the stalls (December 2008). Reason for non leasing out of stalls could not be made available on records of the ZP.

Nadia ZP, Keshpur, Raina-II, Mahishadal and Haldia PSs did not prepare any project report before undertaking construction and incurred an expenditure of ` 1.09 crore. The assets however could not be put to use.

Market complexes, sale centres of SHGs and bus terminus valuing ` 1.10 crore, constructed by Binpur-II, Gopiballavpur-I, Karimpur-II, Amta-II, Jhalda-I, Tehatta-I and Raghunathpur-II PSs remained unutilised due to site problems, lack of demand and lack of infrastructure.

Sankrail and Garhbeta-II PSs expended ` 1.05 crore towards construction of hatchery projects but the same could not be started as the experts engaged for training of SHGs failed to train the SHGs and supply the chicks in time.

¹² Malda ZP: ` 21.24 lakh; Raghunathpur-II: ` 24.20 lakh; Bharatpur-I: ` 2.33 lakh; Bongaon: ` 2.50 lakh; Sagar: ` 24.96 lakh; Dantan-I: ` 3 lakh; Keshiary: ` 11.25 lakh; Joypur: ` 20.40 lakh; Medinipur Sadar: ` 5 lakh and Kharagpur-I: ` 10.06 lakh.

North 24 Parganas ZP and eleven PSs failed to take any step to lease out market complexes and staff quarters constructed at a cost of ` 2.31 crore. North 24 Parganas ZP could allot only one stall out of 33 stalls and received advance of ` 0.15 lakh.

When pointed out, all the ZPs and PSs admitted the facts in their replies except Birbhum ZP who failed to furnish any reply.

Thus, expenditure of ` 8.90 crore (**Appendix-XXIX**) incurred for construction works by these PRIs between 2001 and December 2007, remained unproductive for periods ranging from one to seven years due to improper planning, non-assessment of demand, lack of availability of infrastructural facilities and inertia of the PRIs to take adequate steps to make the assets productive quickly.

(ii) Failure in generation of non-tax revenue of ` 1.10 crore

Test check in audit during 2007-08 revealed that eight PRIs had failed to lease/rent out stalls and ferry service for periods ranging from one year to 15 years. This led to loss of earnings of ` 1.10 crore in the shape of rent from stalls and lease money from ferry services as narrated below:

(Rupees in lakh)

Sl No.	Name of PRI	Particulars	Amount	Position as of
(1)	Nadia ZP	Non allotment of market stalls	19.94	September 2008
(2)	North 24 Parganas ZP	Non leasing of ferry <i>ghats</i>	16.77	July 2008
(3)	Paschim Medinipur ZP	Non allotment of market stalls	29.12	October 2008
(4)	South 24 Parganas ZP	Non allotment of market stalls	32.22	September 2008
(5)	Bardhaman-I PS	Non allotment of market stalls	2.87	August 2008
(6)	Mangalkote PS	Non allotment of market stalls	2.66	August 2008
(7)	Puncha PS	Non allotment of market stalls	5.44	November 2008
(8)	Tamluk PS	Non allotment of market stalls	1.18	January 2009
Total			110.20	

Nadia ZP failed to foresee the site problem before construction of Chapra market complex and hence the work was completed during March 2008 after a delay of five years. Delay in completion resulted in non-allotment of stalls in time and the ZP failed to earn ` 19.94 lakh on rent between August 2003 and March 2008. The ZP while admitting (September 2008) the fact stated that distribution process was going on but public response was not encouraging.

North 24 Parganas ZP could not lease out ferry services in five Ferry *Ghats* after expiry of lease term for periods ranging from six months to 29 months and ` 16.77 lakh could not be generated as lease money from those *Ghats*. The ZP accepted (July 2008) the audit point.

Paschim Medinipur ZP could allot (July 2007) only 30 stalls out of 62 stalls. The remaining 32 stalls remained unallotted till October 2008 as there was no response from public. Delay in allotment of 30 stalls and non-allotment of 32 stalls led to non-generation of rent amounting to ` 29.12 lakh as of October 2008.

South 24 Parganas ZP failed to earn ` 32.22 lakh due to non-leasing of shops of Jhalkura market complex from October 1992 to August 2007 despite

demand for shops and order of the Sabhadhipati in November 1995. Reasons for non-allotment of shops to those who applied in response to advertisement (August 1992) were not on record. On this being pointed out, the ZP did not furnish any reply.

Bardhaman-I PS could not allot eight shops from April 1996 to March 2008 and could not generate rent of ` 2.87 lakh during that period. The PS stated (August 2008) that one shop has been used for office purpose and remaining shops would be leased out very shortly. But they did not specify the action taken for leasing out those shops.

Mangalkote PS constructed (April 2002) a market complex at a cost of ` 7.86 lakh but the electrification and plumbing works remained incomplete. As a result, the PS could not allot the shops and earn revenue amounting to ` 2.66 lakh as rent. In reply, the PS stated (August 2008) that 49 applications for allotment of shops had been received by them but shops could not be completed for want of fund.

Puncha PS could not allot 30 shops of a market complex since March 2003 due to unauthorised encroachment. Had those stalls been allotted, the PS could have earned rent of ` 5.44 lakh during April 2003 to October 2008. The PS stated (November 2008) that action had been taken to vacate the market through discussion, failing which legal action would be taken.

Tamluk PS could not allot shops from September 2004 to August 2005 due to their inability to provide infrastructural facilities at Nimtouri Market. As a result, the PS could not impose rent and earn ` 1.18 lakh from those shops.

Thus, the objective of strengthening revenue generation in PRIs by putting their remunerative assets to use was not achieved thereby blocking up funds amounting to ` 8.90 crore and eight PRIs failed to generate non-tax revenue to the tune of ` 1.10 crore due to lack of proper planning and non-assessment of demand before execution.

PURULIA AND UTTAR DINAJPUR ZILLA PARISHADS

5.4.7 Failure to derive benefit of Swajaldhara scheme

Failure in execution of water supply works not only deprived the beneficiaries of safe drinking water but also led to blockade of funds of ` 1.19 crore and lapse of committed grants of ` 2.14 crore

GOI launched in 2002-03 a community based participatory rural drinking water supply project called 'Swajaldhara'. Ten *per cent* of capital cost of the project was to be borne by the water user committee. The project was to be implemented by District Water & Sanitation Committee (DWSC) under the aegis of ZP as District Implementing Agency (DIA) through the Village Water Shed Committee (VWSC) /Beneficiary Group (BG). The DIA was to ensure

implementation and management of the project. Second installment of the project would be released after utilisation of 60 *per cent* of first installment.

Audit analysis revealed that the scheme did not make any significant progress in Purulia and Uttar Dinajpur districts since its introduction, as shown in the table below.

(Rupees in crore)

Name of ZP	GOI share	Released by GOI	Period of release	Fund sub allotted by ZP	Purpose	Status	
						Utilisation of funds	Completion of works
Purulia	1.80	0.73	2003-07	0.34	10 schemes	0.17	Nil
				0.03	For training	Nil	Nil
Uttar Dinajpur	1.80	0.73	2003-07	0.10	2 schemes	0.10	2 unapproved schemes completed
Total	3.60	1.46				0.27	

Audit scrutiny revealed that Purulia ZP sub-allotted (October 2006-April 2008) ` 34.28 lakh for execution of 10 schemes. None of the schemes could be completed even after spending ` 16.77 lakh as of September 2008. The ZP failed to utilise any amount for training programme and could spend only ` 0.37 lakh out of ` 1.00 lakh received for sensitisation programme on community/social activities in the district.

Uttar Dinajpur ZP undertook two unapproved schemes for ` 9.46 lakh but could not finalise execution of five approved works of ` 75.24 lakh from balance funds (` 68.94 lakh) as late as in March 2008 for want of a mere ` 6.00 lakh. As a result, all the five works remained incomplete and the balance funds remained idle as of January 2009.

Further scrutiny revealed that GOI had decided to discontinue the Swajaldhara scheme since financial year 2006-07 but was committed to extending financial assistance to complete all ongoing projects. Neither ZPs could expedite implementation of the project despite being requested repeatedly by the State Government (May 2004, June and November 2007). They also failed to submit demand of funds for ongoing projects by evaluating need. Uttar Dinajpur ZP could not even trace out (July 2007) the Detailed Project Reports (DPR) of the schemes. However, the ZP decided to execute five works only in March 2008 through the Public Health Engineering Department (PHED), instead of BG/VWSC, violating guidelines of the Swajaldhara.

Non-registration of BGs, non-execution of tri-partite agreement, non-ensuring of beneficiary contribution towards capital cost and failure to build capacity through training and sensitisation programme were also the reasons for failure in implementation of the schemes by the ZPs. ` 1.19 crore¹³ thereby remained blocked in the hands of the ZPs.

When this was pointed out, Purulia ZP admitted (September 2008) the facts but neither adduced any reason for such lapse nor indicated utilisation of remaining funds. Uttar Dinajpur ZP stated (January 2009) that as they lacked

¹³ ` 1.46 crore (release by GOI) minus ` 0.27 crore (utilised) = ` **1.19 crore**.

the necessary expertise the works were being executed through the PHED and balance funds would be utilised for completion of schemes.

Thus, the ZPs not only failed to provide much-needed safe drinking water to the target population but also failed to avail of central assistance of ` 2.14 crore¹⁴ due to non-assessment of requirement and submission of the same to the government in time.

BARDHAMAN ZILLA PARISHAD

5.4.8 Mismanagement in procurement of paddy scheme

Bardhaman ZP received loan of ` 10 crore for providing advance to SHGs for initiating purchase of paddy. But only 12 per cent of projected production could be produced due to lack of planning and preparedness before obtaining loan. Moreover, non-assessment of the capacity of PSs and poor monitoring by the ZP resulted in refund of ` 2.38 crore by the PSs and retention of ` 6.65 crore without any utilisation

Bardhaman ZP proposed (November 2006) to the State Government to provide assistance to prevent distress sale of paddy by the farmers and procurement of paddy by SHGs, under different PSs, involved in the economic activity of conversion of paddy into rice. The rice so produced would be sold to Food Corporation of India and the State Government or in the open market, whichever was profitable.

Scrutiny in Audit revealed that the P&RDD had sanctioned ` 10 crore as loan to Bardhaman ZP in January 2007 for providing advance to SHGs for initiating purchase of paddy. But the ZP, through the PSs, could not make proper assessment of the number of SHGs, actual requirement of paddy and infrastructure required for processing of paddy into rice. The ZP could therefore disburse only ` 8.35 crore to eight PSs¹⁵ between February 2007 and April 2007 and retained ` 1.65 crore till August 2008 as no further requisition was received. Out of eight PSs, Jamalpur and Galsi-II PSs refunded the entire amounts of ` 10 lakh and ` 25 lakh respectively, after one year, in March 2008. Kanksa and Ausgram-II PSs refunded (March 2008) ` 90 lakh and ` 113 lakh respectively against receipt of ` 1 crore and 1.50 crore while Raina-I & II PSs produced meagre quantity of rice of 8,777 qtl. and 360.27 qtl. respectively. Further, Ausgram-I and Khandaghosh PSs neither submitted adjustments against the receipt nor refunded the amount till August 2008.

¹⁴ ` 3.60 crore (sanctioned by GOI) minus ` 1.46 crore (released by GOI) = ` **2.14 crore.**

¹⁵ **PSs :** Kanksa, Ausgram-I, Ausgram-II, Raina-I, Raina-II, Khandaghosh, Jamalpur and Galsi-II.

The ZP did not enquire into the reasons for the low production of rice and allowed the PSs to retain ` 5 crore¹⁶ in Savings Bank Accounts for more than one year.

The ZP stated (August 2008) that several attempts had been made to realise the outstanding amounts from the PSs and that the loan would be refunded to the Department on receipt of realisation.

Thus, due to lack of planning and preparedness before obtaining loan, only 9,137.27 qtl. (12 per cent) rice could be produced against the projected production of 78,852.44 qtl. of rice. Moreover, non-assessment of the capacity of PSs and poor monitoring by the ZP resulted in refund of ` 2.38 crore by the PSs and retention of ` 6.65 crore¹⁷ without any utilisation.

5.5 Regularity issues and other points

SILIGURI MAHAKUMA PARISHAD AND 32 PANCHAYAT SAMITIS

5.5.1 Avoidable payment of honorarium of ` 1.24 crore

PRIs engaged *Sahayaks /Sahayikas* in *Sishu Siksha Kendras* in excess of sanctioned strength involving avoidable payment of honorarium of ` 1.24 crore during 2004-08

Government of West Bengal introduced (1997-98) the *Sishu Siksha Karmasuchi* (an alternative para-teacher scheme) with the objective of providing primary education to children in the age group of five to nine years. Under the scheme *Sishu Siksha Kendras* (SSKs) are established in areas where formal educational facilities are not available. The State Government decided in February 2004 that 3rd and 4th *Sahayak/Sahayikas* could be engaged in the SSKs only when the number of learners exceeded 80 and 120 respectively. The government would not bear the cost of excess *Sahayak/Sahayikas*.

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Sl. No.	Name of the PS	Fund released	Status of production of rice			Amount refunded	Amount not realised
			Quantity of rice to be produced	Rice produced & supplied to FCI	Value of rice		
(a)	(b)	(c)	(d)	(e)	(f)=(e) x ` 1,058.94	(g)	(h)=(c)-(f)-(g)
(1)	Kanksa	100	9,443.41	0	0	90	10
(2)	Ausgram-I	20	1,888.68	0	0	0	20
(3)	Ausgram-II	150	14,165.11	0	0	113	37
(4)	Raina-I	200	18,886.81	8777	92.94	0	107.06
(5)	Raina-II	300	28,330.22	360.27	3.82	0	296.18
(6)	Khandaghosh	30	2,833.02	0	0	0	30
(7)	Jamalpur	10	944.34	0	0	10	0
(8)	Galsi-II	25	2,360.85	0	0	25	0
	Total	835	78,852.44 qtl.	9,137.27 qtl. (12%)	96.76	238	500.24

¹⁷ Retention of ` 1.65 crore by the ZP plus ` 5.00 crore by the PSs.

Audit scrutiny during 2007-08 revealed that Siliguri Mahakuma Parishad (SMP) and 32 PSs engaged 497 *Sahayaks/Sahayikas* in excess of sanctioned limit in 364 SSKs during the period from 2004-05 to 2007-08 in contravention of the aforesaid Government Order (GO). An amount of ` 1.24 crore¹⁸ was expended on payment of honorarium to these *Sahayaks/Sahayikas* during 2004-08.

When pointed out, 12PSs¹⁹ did not offer any comment in response to audit. Ausgram-II, Dhupguri, Hariharpara, Karimpur-II & Kushmandi PSs stated that henceforth guidelines would be followed. Ausgram-I, Monteswar and Udaynarayanpur PSs stated that *Sahayikas* were engaged as per resolution of the *Shiksha- Sanskriti- Tathya- O-Krira Sthayee Samiti* of the PSs.

SMP and nine PSs²⁰ stated that the prescribed ratio between students and *Sahayikas* could not be maintained due to decrease in student enrolment after engagement of *Sahayikas*. But no institution could furnish documentary evidence in support of the reply.

Suti-II PS stated (December 2008) that the guidelines for engagement of *Sahayikas* remained unknown due to non-posting of regular nodal officer. Suti-I PS stated (December 2008) that a large number of under-aged children attending SSKs who could not be shown as enrolled students. Mahishadal PS stated (February 2009) that the matter would be taken up with the higher authorities. Haringhata PS stated (August 2008) that higher authorities were releasing funds for excess *Sahayikas*.

Had the administrative authorities ensured compliance with the provisions of the GO regarding engagement of *Sahayikas* in SSKs by PRIs, the excess payment of honorarium to *Sahayikas* amounting to ` 1.24 crore could have been avoided.

¹⁸ **Expenditure on excess Sahayak/Sahayikas**

Siliguri Mahakuma Parishad (` 6.48 lakh); Ausgram-I PS (` 1.08 lakh); Ausgram-II PS (` 6.12 lakh); Bally Jagachha PS (` 1.80 lakh); Barabani PS (` 3.58 lakh); Budge Budge-I PS (` 2.26 lakh); Bardhaman-II PS (` 5.82 lakh); Debra PS (` 11.85 lakh); Dhupguri PS (` 1.08 lakh); Hariharpara PS (` 3.24 lakh); Haringhata PS (` 2.16 lakh); Kalna-I PS (` 4.44 lakh); Kalna-II PS (` 5.78 lakh); Karimpur-I PS (` 0.72 lakh); Karimpur-II PS (` 1.62 lakh); Ketugram-I PS (` 1.08 lakh); Kharagpur-I PS (` 6.51 lakh); Krishnaganj PS (` 2.16 lakh); Kumarganj PS (` 2.94 lakh); Kushmandi PS (` 1.80 lakh); Mahishadal PS (` 3.24 lakh); Memari-II PS (` 3.24 lakh); Mohanpur PS (` 0.72 lakh); Monteswar PS (` 9.00 lakh); Nowda PS (` 8.58 lakh); Raina-I PS (` 2.64 lakh); Raina-II PS (` 2.76 lakh); Suti-I PS (` 4.68 lakh); Suti-II PS (` 3.24 lakh); Tapan PS (` 10.02 lakh); Tehatta-I PS (` 0.72 lakh); Udaynarayanpur PS (` 1.80 lakh); and Uluberia-II PS (` 0.72 lakh).

¹⁹ Bally Jagachha, Kalna-I, Kalna-II, Memari-II, Bardhaman-II, Barabani, Debra, Raina-I, Raina-II, Budge Budge-I, Kumarganj and Mohanpur PSs.

²⁰ Ausgram-I, Karimpur-I, Ketugram-I, Kharagpur-I, Krishnaganj, Monteswar, Nowda, Tapan and Tehatta-I PSs.

GRAM PANCHAYATS AND PANCHAYAT SAMITIS

5.5.2 Excess expenditure of ` 19.50 lakh for failing to adhere to applicable rules

Six GPs and two PSs incurred excess expenditure of ` 19.50 lakh due to failure to adhere to prescribed rules, schedule of rate for earth work and government order related to employment generation programmes

The relevant Rules²¹ for ZP, PS and GP lay down a set of guidelines relating to estimate, measurement, adjustment of advance and applicability of rates of works. Moreover, P&RDD to the Government of West Bengal stipulated (October 2006 and June 2007) the schedule of rate of works to be allowed for different lead and lift under Rural Employment Programmes.

Scrutiny of records revealed that Dwipkhanda and Damdama GPs under Dakshin Dinajpur ZP did not consider the Departmental directives and allowed extra lift for re-excavation of Bejahaar *khari* and Kajaldighi respectively and incurred an excess expenditure of ` 8.68 lakh between July 2007 and July 2008. Similarly, Bhowridh GP under Purulia ZP did not consider the schedule of rate for earth work and made an excess payment of ` 0.34 lakh towards 490 excess mandays.

Karimpur-I GP under Nadia ZP excavated a pond at Karimpur Regulated Market (KRM) and the KRM Committee made payment for carrying and depositing excavated earth. But the GP did not take into account the payment made on this account by KRM Committee while calculating generation of mandays and thereby incurred an excess expenditure of ` 2.34 lakh on deployment of labourers during 2007-08.

Hetia GP under Bankura ZP expended ` 6.58 lakh for execution of three road repairing works during 2007-08. But no estimate and measurement was found in respect of the works valuing ` 1.82 lakh and materials valuing ` 0.86 lakh. Thus, in absence of estimate and measurement, expenditure of ` 2.68 lakh on three road works could not be accepted in audit.

Narrah GP under Bankura ZP paid an advance of ` 0.20 lakh to the paymaster engaged for construction of Agra Literacy Centre. Scrutiny revealed that the paymaster actually paid wages of ` 0.06 lakh to the labourers but submitted adjustment of ` 0.20 lakh. The GP accepted that and paid excess amount of ` 0.14 lakh to the paymaster.

²¹ Rules 21(4) & 5 and 17 of West Bengal Panchayat (GP Miscellaneous Accounts & Audit) Rules, 1990; Rule 63 of West Bengal Panchayat (ZP & PS) Accounts & Financial Rules, 2003.

Ausgram-I and Berhampore PSs did not consider the rate of moorum and coarse aggregates of nearest quarry. As a result, the PSs incurred an extra avoidable expenditure of ` 4.97 lakh²² and ` 0.35 lakh respectively during 2006-08.

All the GPs and PSs admitted the facts (between June and December 2008). Thus, failure to adhere to prescribed rules, schedule of rate for earth work and GO related to employment generation programmes resulted in excess expenditure of ` 19.50 lakh.

ZILLA PARISHADS

5.5.3 Excess expenditure of ` 1.59 crore on small vehicles

Six ZPs incurred excess expenditure of ` 1.59 crore towards deployment of small vehicles beyond the prescribed quota and monetary limit and also for purchase of car without the approval of the State Government

The P&RDD of the Government of West Bengal had fixed (1997) the quota of small vehicles for each ZP and concurrently prescribed the limit of expenditure of ` 1.00 lakh per year per vehicle. In order to cut down all avoidable expenditure, the P&RDD while reiterating (October 2003) the aforesaid scale of admissibility of small vehicles, directed that no new vehicle should be purchased or hired without prior approval of the Government even if the expenditure on this account was met from project account or from Local Fund etc.

Audit scrutiny during 2007-08 revealed that six ZPs not only deployed small vehicles beyond the prescribed quota but also incurred expenditure more than the permissible limit of ` 1.00 lakh per vehicle as detailed below without

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Name of work (1)	Supply of moorum (in m ³) (2)	Distances from Borjora quarry (in km) (3)	Tendered rate allowed as per Borjora quarry (in Rupees) (4)	Distance from Bhalki quarry (in km) (5)	Rate as per Bhalki quarry (in Rupees) (6)	Difference in rate (in Rupees) (7)	Excess amount paid (in lakh) (8)=(2)x(7)
Improvement of road from Bannabagram to Bahamanpur	1352.25	60	616.67	32	413.87	202.80	2.74
Improvement of road from Ausgram bus stoppage to Tambuli pukur par	503.86	65	454.00	24	248.50	205.50	1.04
Improvement of road from upper danga to warrishpur	504.73	62	616.67	26	381.63	235.04	1.19
Total							4.97

obtaining the approval of the Government.

(Rupees in lakh)

Name of ZP	Period	Prescribed quota of engagement of small vehicles		No. of vehicle actually engaged	Actual expenditure on vehicles	Excess expenditure over permissible amount
		No.	Amount			
Bardhaman	2004-08	28 (@ 7 per year)	28.00	49 (2004-08)	116.86	88.86
Purulia	2006-07	5	5.00	8	14.37	9.37
Dakshin Dinajpur	2007-08	4	4.00	11	22.43	18.43
Hooghly	Do	5	5.00	8	9.75	4.75
Uttar Dinajpur	Do	4	4.00	9	13.75	9.75
Purba Medinipur	Do	6	6.00	15	25.89	19.89
Total						151.05

Thus, excess engagement of vehicles, coupled with excess expenditure per vehicle resulted in huge excess expenditure of ` 1.51 crore during the period from 2004-05 to 2007-08 by the six ZPs.

Besides, Purba Medinipur ZP spent ` 3.26 lakh during 2007-08 for engagement of temporary vehicles. Dakshin Dinajpur ZP purchased (2007) one new car at a cost of ` 4.38 lakh without approval of the P&RDD.

Further, scrutiny in audit revealed that arbitrary fixation of rate of consumption of fuel, use of cars on holidays, excessive average run per day, non-mentioning of purpose of journeys in log books etc. were the reasons for such excess expenditure beyond permissible limits.

Purba Medinipur, Uttar Dinajpur and Bardhaman ZPs stated that excess vehicles had to be deployed for supervision and monitoring of projects/schemes. Hooghly ZP stated (August 2008) that the order prescribing the admissibility being too old had become immaterial and added that expenditure was met from scheme contingency. Dakshin Dinajpur ZP stated (December 2008) that the P&RDD would be requested to reconsider the admissibility of the number of vehicles and also the consumption of fuel. Bardhaman ZP stated (August 2008) that sharp increase in fuel cost caused excess expenditure per vehicle per year and also added that efforts would be taken to minimise expenditure towards vehicles to the extent possible. Purulia ZP did not furnish any reply.

The replies of the ZPs were not acceptable because as per the aforesaid GO, excess vehicle should not be deployed without prior approval of the Government even if the expenditure on this account was met from project account. Moreover, none of the ZPs had approached the Government for prior approval of additional deployment of vehicles except Purba Medinipur ZP who moved before the P&RDD for post facto approval of two hired vehicles.

Thus, the entire excess expenditure of ` 1.59 crore²³ showed that the ZPs had failed to cut down avoidable expenditure on maintenance of vehicles.

²³ ` 151.05 lakh plus ` 3.26 lakh plus ` 4.38 lakh = ` 158.69 lakh, say ` 1.59 crore.

SEVEN ZILLA PARISHADS AND SEVEN PANCHAYAT SAMITIS

5.5.4 Lapsed cheques for ` 3.95 crore not taken back into account

14 PRIs did not write back 582 lapsed cheques valuing ` 3.95 crore in contravention of the accounts rules rendering that money idle

Rule 27 of the West Bengal Panchayat (ZP&PS) Accounts and Financial Rules, 2003, states that if a cheque is not encashed within three months of its issue, without intimation, such cheque shall be cancelled and the amount taken back to the account.

Audit scrutiny during 2008-09 revealed that 14 PRIs did not write back to account the value of 582 lapsed cheques amounting to ` 3.95 crore (**Appendix-XXX**) in contravention of the aforesaid rule. As a result, the actual fund balance of those PRIs remained understated. Cheques issued as far back as September 1989 and January 1984 were still unencashed in Siliguri MP and Patrasayer PS respectively. This indicated a lapse in monitoring on the part of the PRIs over their finances. The PRIs could not furnish any reasons for such irregularity.

Until and unless the amount of the lapsed cheques are taken back to account, these moneys would remain idle, being outside the scope of utilisation. Besides cancellation of cheques would become more difficult as obtaining of non-payment certificates from Bank/Treasury becomes more difficult with the passage of time.

Thus, by failing to observe financial discipline 14 PRIs were responsible for idling of public money amounting to ` 3.95 crore for years together.

ZILLA PARISHAD AND PANCHAYAT SAMITIS

5.5.5 Diversion of funds of ` 2.24 crore

North 24 Parganas ZP and six PSs irregularly diverted specific plan funds of ` 2.24 crore leading to frustration of objectives of those specific purposes

The Central and State Governments chalk out plans to prioritise sector-wise, area-wise development and formulate schemes with a target to achieve that development. Accordingly, on the basis of priority sectors, funds are allocated from plan heads with an objective to achieve the targeted development. Diversion from these plan grants thus frustrates the development process through a particular scheme.

Audit scrutiny between April 2008 and March 2009 revealed that North 24 Parganas ZP and five PSs had diverted ` 2.19 crore²⁴ from specific purposes from various grants like SGRY, 10th, 11th and 12th Finance Commission (FC) Grants, Total Sanitation Campaign (TSC) grants, PUP grants for carrying out Mid Day Meal Programme, works relating to Rural Water Supply (RWS), purchase of text books, bus passenger shed, tube wells, various construction works, etc.

Besides, Kalna-II PS had transferred ` 4.90 lakh from SGRY head to 'Own Fund' head during 2006-07 without any approval of the grantor. Such transfer of funds was irregular and may lead to unauthorised expenditure due to closure of SGRY scheme from the year 2007-08.

When pointed out, North 24 Parganas ZP and Purulia-II, Raghunathganj and Kalna-II PSs admitted the facts but did not adduce any justification for diversion/transfer of funds. Joypur PS stated (August 2008) that due to insufficient balance of funds under RWS schemes, SGRY funds were diverted under order of Purulia ZP. The letter dated 3 March 2005 of Purulia ZP revealed that the ZP directed to withdraw funds primarily from 10th /11th FC/District Plan Funds for installation of tube wells. Scrutiny in audit further revealed that there was sufficient balance of funds under those heads to meet up the expenditure.

Deshpran PS stated (January 2009) that bus passenger shed was advised to be constructed and tube wells were sunk as a part of TSC scheme. But the PS could not produce any document in support of the reply including guidelines allowing construction of bus passenger shed and sinking of tube wells etc. from the funds which are earmarked for subsidy in installation of low cost latrines and for meeting Information, Education & Communication (IEC) activities. Barabani PS did not furnish any reply.

Thus, diversion of plan funds of ` 2.24 crore not only frustrated the very objective of those grants but also adversely affected planned development of the nation. Controlling authorities should take appropriate measures to prevent such diversions.

BARDHAMAN ZILLA PARISHAD

5.5.6 Unrealised lease amount of ` 20.03 lakh

Bardhaman ZP did not collect lease amount of ` 20.03 lakh from the lessee of 'Harekrishna Koner Setu' at Karalaghat and allowed him to retain unused toll ticket books and registers with him without taking any penal action

Bardhaman ZP leased out (December 2006) the operation and maintenance of toll points on 'Harekrishna Koner Setu' at Karalaghat for ` 27.78 lakh from January 2007 to December 2007. Lease amount was to be paid in advance in

²⁴ North 24 Parganas ZP (` 190.43 lakh); Barabani PS (` 7.01 lakh); Deshpuran PS (` 2.99 lakh); Joypur PS (` 6.11 lakh); Purulia-II PS (` 9.84 lakh) & Raghunathganj-II PS (` 2.92 lakh)= ` 219.30 lakh say ` 2.19 crore.

four equal installments of ₹ 6.95 lakh each within seven days of the 1st month of each quarter. Accordingly, the lessee paid the first installment of ₹ 6.95 lakh and security deposit of ₹ 0.80 lakh in January 2007.

The lessee did not pay the second installment in April 2007 and the ZP adjudged him a defaulter. The lessee then applied (8 May 2007) for conversion of the mode of payment from quarterly to monthly on the ground of lesser flow of vehicles. Subsequently, the agency wanted (June 2007) to give up the lease of toll collection. However, the lessee did not hand over the unused toll ticket books and register in June 2007 nor did the ZP take any action to terminate the lease and take over the responsibility of toll collection.

Though the lessee had stopped payment since April 2007 the executive body of the ZP decided only in October 2007 to initiate legal action against the lessee and simultaneously assigned the duty of toll collection from the bridge to Jamalpur-I GP with effect from January 2008. Since then, the ZP has taken no further action to recover the dues amounting to ₹ 20.03 lakh for the period from April to December 2007 from the lessee. This was pointed out in Audit in August 2008 and September 2009. The ZP has not replied.

Thus, the ZP's inaction and undue favour resulted in non-recovery of dues of ₹ 20.03 lakh²⁵ from the lessee.

ZILLA PARISHADS AND PANCHAYAT SAMITIS

5.5.7 Works executed/materials procured without tenders- ₹ 1.71 crore

Jalpaiguri ZP and five PSs purchased material worth ₹ 1.02 crore during 2004-08 without floating tenders and Purulia ZP unauthorisedly postponed tender procedure and awarded the work valuing ₹ 0.69 crore to Mackintosh Burn Limited without ensuring competitive rate through open tender

Rule 91 of the West Bengal Panchayat (ZP&PS) Accounts and Financial Rules, 2003 envisaged that the ZP and PS should invite sealed tenders when the estimated amount for the materials to be procured or works to be executed exceeds Rupees twenty thousand.

Test check in audit revealed that Jalpaiguri ZP and five PSs purchased material worth ₹ 1.02 crore during the period from 2004-08 without floating tenders in contravention of the aforesaid rules.

Jalpaiguri ZP procured pipes and pumpset worth ₹ 67.30 lakh for the work of installation of 139 shallow tube wells, repair and maintenance of tube wells for restoration of minor irrigation structure and repair, maintenance and restoration of field channel of Teesta command area under drought fund. Scrutiny revealed that supply orders were issued to the West Bengal Agro Industries Corporation Limited, a State Government undertaking, without

²⁵ Un-realised lease amount = ₹ 27.78 lakh minus (₹ 6.95 lakh plus ₹ 0.80 lakh)= ₹ 20.03 lakh.

obtaining competitive rates through tendering. Consequently, the basis for fixation of rates could not be ascertained in audit. The ZP could not provide any justification for not inviting tenders in violation of the rules.

In Hura PS, purchases of building material like cement, rod, stone chips and brick worth ` 19.15 lakh were made from different suppliers on spot quotations instead of inviting tenders/open quotations. Similarly, Namkhana, Shyampur-II, Sutahata and Mohanpur PSs had procured material like GI pipes, strainers, electrical materials, tiffin carriers, photocopier machine and stabilizer worth ` 15.62²⁶ lakh without open tender. When this was pointed out, Namkhana, Mohanpur and Hura PSs admitted the facts but did not provide any justification of such violation of rules. Shyampur-II and Sutahata PSs did not furnish any reply.

Further to the above, Purulia ZP floated (February 2007) tender notice for construction of hostels for girls from Other Backward Classes (OBC). The notice was not widely circulated in at least two leading newspapers as required under Rule 91(4) of the aforesaid rules. Out of 18 participants, four were found eligible but the tender procedure was postponed (February 2007) without assigning any reason and the entire work was irregularly awarded (October 2007) to Mackintosh Burn Limited, a State Government undertaking, without ensuring competitive rate through open tender. The ZP expended ` 68.93 lakh during 2007-08 for this work. The ZP did not furnish any reply to justify flouting of financial rules.

It may be stated in this context that though Rule 91(9) of the West Bengal Panchayat (ZP&PS) Accounts and Financial Rules, 2003, allows that registered small scale industrial units of the state and industrial undertakings of the State Government shall be given 15 and 10 *per cent* price preference respectively, it does not prevent the PRIs from inviting open tender for getting most competitive rates.

By failing to float tenders, these PRIs could not get the benefit of competitive and the most economical rate while spending public money, besides violating rules and rendering the process non-transparent.

KASHIPUR AND PARA PANCHAYAT SAMITIS

5.5.8 Non-maintenance of stock of materials worth ` 1.14 crore

Para and Kashipur PSs purchased cement, bitumen and steel worth ` 1.14 crore out of different developmental funds but failed to produce records in support of receipts and issue of those materials

As per Rule 182 of the West Bengal Panchayat (ZP&PS) Accounts and Financial Rules, 2003, stores purchased should be entered in the Stock Register as soon as they are received and acknowledged by any authorised employee. Issue of stores should be made only on receipt of a stores indent.

²⁶ Namkhana PS (pipes & strainers for ` 5.17 lakh); Shyampur-II PS (photocopier and stabiliser for ` 0.74 lakh) Sutahata PS (electrical materials for ` 7.53 lakh) and Mohanpur PS (tiffin carriers for ` 2.18 lakh).

Para PS purchased Cement and Bitumen worth ` 65.49 lakh and Kashipur PS purchased Cement and Steel worth ` 48.76 lakh between April 2005 and March 2008 out of different developmental funds viz. 12th FC grants, SFC grants, *Bidhayak Elaka Unnayan Prakalpa* (BEUP), SGRY etc. But both the PSs failed to produce records in support of receipts and issue of those materials in any shape. There was neither any indent slip and nor any issue slip in support of utilisation of these materials.

On this being pointed out, Para PS replied (October 2008) the Stock Register was not maintained due to shortage of staff and Kashipur PS stated (November 2008) that the stock for these materials was not maintained as the materials were directly delivered at the work site.

In terms of Rule 163(2) of the rule *ibid*, materials obtained by purchase were to be entered in a Measurement Book and also incorporated in the store account. But Para PS failed to trace out the record of utilisation of the materials and Kashipur PS did not furnish documents in support of consumption of materials.

Thus, due to non-maintenance of vital control registers/records in contravention of applicable rules, the purchase, receipt and utilisation of materials worth ` 1.14²⁷ crore remained unaudited and possibility of mis-utilisation, excess consumption, misappropriation etc. could not be ruled out. Besides, such occurrences also indicate a disregard of applicable rules and weak supervision.

ZILLA PARISHADS AND PANCHAYAT SAMITIS

5.5.9 Mismanagement in augmentation of revenue of ` 5.81 crore

46 PRIs failed to augment of revenue of ` 5.81 crore due to inertia in collection, unauthorised exemption of outstanding and absence of formal agreement

Rule 29 of the West Bengal Panchayat (ZP&PS) Accounts & Financial Rules, 2003, envisages that sources of revenue from ponds, buildings and lands, tolls on bridges, roads and ferries or any other assets or property owned, vested or under the control of the Panchayat Body concerned are usually leased out for fixed revenue. The recoveries for such leased out properties are to be considered as fixed demand and should be maintained in the Demand and Collection Register.

Scrutiny of records of 10 ZPs and 36 PSs during 2008-2009 revealed that the ZPs and PSs could not collect ` 5.52 crore (March 2009) on account of rent, licence fees, tolls etc. from market complexes, ferry *ghats*, *Atithi Abas*, Stalls etc., constructed for the purpose of augmentation of own resources. It was also revealed that these PRIs failed to (i) maintain Demand and Collection

²⁷ ` 65.49 lakh (Para PS) plus ` 48.76 lakh (Kashipur PS) = ` 114.25 lakh say ` 1.14 crore.

Register, (ii) take appropriate action in collection of lease/rent, (iii) execute the terms and conditions of agreement with the tenants, (iv) implement by-laws properly, and (v) improve infrastructural facilities to collect dues. In some cases, rent had remained unrealised for 14-16 years. Further, Birbhum ZP unauthorisedly exempted outstanding lease of ` 20.55 lakh without any valid reason. Malda ZP (` 1.06 lakh), Nakashipara (` 3.59 lakh) and Tehatta-I PSs (` 3.41 lakh), failed to realise the lease amount after expiry of the lease term and suffered a loss of ` 8.06 lakh either due to absence of any formal agreement with the lessee or due to non-execution of the terms and conditions of the lease agreement (**Appendix-XXXI**).

When pointed out, all the ZPs and PSs admitted the fact. Three ZPs (Birbhum, Cooch Behar and Jalpaiguri) and two PSs (Sutahata and Tapan) did not furnish any reply.

Generation of revenue is essential to finance the developmental activities planned by the PRIs themselves and assure the benefits of economic progress to the rural poor. Thus, irregular collection of own revenue widened the resource gap and reduced the scope for taking up developmental activities.

ZILLA PARISHADS

5.5.10 Unauthorised sanction of loan of ` 69.55 lakh and non-realisation thereof

In absence of any provision in the West Bengal Panchayat Act, 1973 and West Bengal Panchayat (ZP&PS) Accounts and Financial Rules, 2003, framed thereunder, Birbhum and Jalpaiguri ZPs unauthorisedly sanctioned ` 69.55 lakh as loan and out of these, ` 19.55 lakh remain unrealised

The West Bengal Panchayat Act, 1973 and West Bengal Panchayat (ZP&PS) Accounts and Financial Rules, 2003 framed thereunder, have no provision for granting of loan or providing assistance to any organisation or government department.

Birbhum ZP gave an interest-free loan of ` 50 lakh in March, 1999 to Birbhum Institute of Engineering & Technology (BIET), a private engineering college, for setting up a private engineering college.

Scrutiny of records revealed that the loan was paid (March 1999) before executing any agreement and without seeking approval of the State Government. BIET placed (March 1999) the loan amount of ` 50 lakh in a fixed deposit for 10 years with maturity value of ` 1.48 crore. A non-registered agreement (December 1999) was executed between the ZP and BIET wherein it was mentioned that the ZP would get refund of the principal amount of ` 50 lakh on maturity of the fixed deposit after 10 years. Accordingly, BIET returned ` 50 lakh to the ZP in July 2009.

The ZP stated (September 2009) that the loan was paid on the basis of resolution. The reply is not tenable as disbursement of loan in contravention of extant rules and without approval of the State Government was unauthorised. Thus, granting of loan without safeguarding the interest of the ZP and diversion of ` 50 lakh deprived the rural people of the benefit which would have accrued from proper utilisation of the fund.

It was further observed that the ZP provided a loan of ` 7 lakh in July 2005 to the District Youth Officer (DYO), Birbhum for *Yuba Utsab*. The ZP again paid ` 7 lakh in November 2006 to the DYO. Both the loans remained unadjusted as of December 2008. The DYO was not under the jurisdiction of the ZP. When the non-realisation of ` 14 lakh was pointed out during December 2008, the ZP did not furnish any reply.

Similarly, Jalpaiguri ZP paid (November 1996) ` 5.55 lakh as loan out of its own fund to the Chief Medical Officer of Health (CMOH), Jalpaiguri to combat acute malaria problem in the District. The CMOH assured the ZP regarding repayment of loan in March 1998 but the same remained unrealised, as of August 2008, even after 12 years. When this was pointed out, Jalpaiguri ZP issued a reminder to the CMOH (July 2008) for repayment of loan and stated (August 2008) that the matter would be placed before the meeting of the *Artha Sthayee Samiti* (ASS).

Thus, the ZPs sanctioned loans of ` 69.55 lakh²⁸ beyond their jurisdiction and ` 19.55 lakh remain unrealised as of August / December 2008. Unauthorised loans of ` 69.55 lakh to private organisations and government departments indicate absence of internal controls in the PRIs and deprive the rural people of facilities supposed to be provided by the fund.

ZILLA PARISHADS AND PANCHAYAT SAMITIS

5.5.11 Financial indiscipline in ensuring adjustment of advance of ` 11.21 crore

Seven ZPs and 44 PSs failed to adjust advance of ` 11.21 crore in cash and 2772.49 qtl. of rice paid during 2001-08 mainly due to non-observance of procedure prescribed to control adjustment of advance

Rule 38 of the West Bengal Panchayat (ZP&PS) Accounts and Financial Rules, 2003, (hereinafter referred to as “Rules”) requires that adjustment of advance shall be realised within a reasonable time not exceeding 30 days from the date of drawal of advance and no fresh advance can be provided to any person pending adjustment of the previous advance. The rule further provided that quarterly statement of outstanding advances against each individual should be prepared and the Executive Officer should place the matter to the ASS for instruction.

²⁸ Birbhum ZP: ` 50 lakh plus ` 14 lakh plus Jalpaiguri ZP: ` 5.55 lakh.

Audit scrutiny during 2007-08 revealed that seven ZPs and 44 PSs paid advance of ` 12.82 crore in cash and 2,772.49 qtl. of rice during 2001-02 to 2007-08 for execution of schemes including NREGS, BEUP, MPLAD, SGRY etc. Such advances were paid mainly to the staff of the PRIs concerned. Out of total advance of ` 12.82 crore, only ` 1.61 crore was adjusted in five PRIs and ` 11.21 crore remained outstanding (**Appendix-XXXII**) after expiry of the stipulated 30 days in contravention of the aforesaid Rules. In Paschim Medinipur ZP some advances remained outstanding since 1969. Further, Nadia ZP and Bagnan-I PS booked the advances as final expenditure in the Cash Book /final accounts.

In reply, 36²⁹ ZPs/PSs did not highlight any constraint in adjustment of advances. Instead, they either confirmed audit findings without any comment or noted the fact for future guidance or stated that action for adjustment of advances would be taken. Some also stated that adjustment of outstanding advance would be shown to next audit.

Hooghly ZP stated (August 2008) that recovery of advances was discussed in every meeting of the ASS. Paschim Medinipur ZP stated (November 2008) that adjustment of outstanding advance had become difficult because defaulters had either expired or were not traceable. The Executive Officer of Ausgram-I PS stated (June 2008) that they met with the defaulter SHGs for adjustment of advance paid for procurement of rice. But, the ZP and/or PSs concerned failed to justify such non-adjustment of advance. Remaining PRIs failed to furnish any reply for non-adjustment of advances.

It was further revealed in audit that six³⁰ PSs either did not maintain Advance Register at all or did not maintain it in proper form. Non-maintenance of Advance Register adversely affected the monitoring of outstanding advances. Nadia ZP and nine³¹ PSs did not prepare quarterly Statement of Outstanding Advance for placement to the ASS and the executive authorities were unaware about the non-adjustment of advances. Dakshin Dinajpur ZP and five³² PSs allowed second advance before adjustment of first advance in contravention of the Rules.

In the absence of Advance Register and proper review by the executive authorities, huge advance amounting to ` 11.21 crore in cash and 2,772.49 qtl. of rice remained outstanding for a period ranging from one month to 40 years. Non-observance of prescribed Rules indicated absence of internal controls which also increased the risk of defalcation/misappropriation of funds. Procedure regarding advance should be strictly adhered to in order to ensure timely adjustment of advance.

²⁹ **ZPs** :Howrah; Nadia; Siliguri Mahakuma Parishad; **PSs** : Alipurduar-II; Amta-I; Baghmundi; Barabani; Beldanga-I; Bhatar; Budge Budge-I; Burdwan-I; Debra; Deshpuran; Gaighata; Gangajalghati; Illambazar; Jamboni; Jhalda-II; Kanksa; Karimpur-II; Katwa-I; Khandaghosh; Kharagpur-II; Krishnanagar-I; Kumarganj; Memari-I; Nabagram; Nalhati-I; Nayagram; Nowda; Purbasthali-I; Raghunathpur-I; Raina-II; Samserganj; Suti-I and Tapan.

³⁰ Raghunathpur-I; Purbasthali-I; Kanksa; Joypur; Ausgram-I and Alipurduar-II.

³¹ Tapan; Raghunathpur-I; Purbasthali-I ; Nowda; Memari-I; Kanksa; Joypur ; Gangajalghati and Bagnan-I.

³² Uluberia-I; Debra ; Tapan; Nowda and Jamboni.

ZILLA PARISHADS AND PANCHAYAT SAMITIS

5.5.12 Lapses in monitoring of utilisation of grants amounting to ` 102.18 crore

35 PRIs failed to submit utilisation of grants of ` 125.69 crore to the grantor in time as PSs, GPs, Village Education Committees, Schools and Water Shed Committees did not furnish UCs amounting to ` 102.18 crore, to whom sub-allotment was made by the PRIs in between 2002-03 and 2007-08

Regular monitoring of both physical and financial progress of schemes, projects, works, etc. by the supervising bodies and authorities are essential for efficient and effective implementation of schemes. One of the main instruments of such monitoring is obtaining Utilisation Certificates (UCs) from the grantee(s). In view of this, guidelines for utilisation of grants of major schemes specifically give emphasis on obtaining of UCs. Rule 36 of the West Bengal Panchayat (ZP&PS) Accounts and Financial Rules, 2003, require furnishing of UCs to grantor within six months. Similarly, Rule 15 of the West Bengal Panchayat (GP Miscellaneous Accounts and Audit) Rules, 1990 requires that UCs regarding grants-in-aid received by a GP in a financial year should be submitted by June of the subsequent year.

Test check in audit between April 2008 and March 2009 revealed that 35 PRIs sub-allotted grants amounting to ` 125.69 crore in between 2002-03 and 2007-08 to PSs, GPs, Village Education Committees, Schools and Water Shed Committees who did not furnish UCs amounting to ` 102.18 crore³³. Consequently, these 35 PRIs failed to submit UCs to the grantor in time. The grants were released for implementation of various schemes viz., SGRY, TSC, IAY, BRGF, RWS, Swajaldhara etc. and programmes outlined under Eleventh and Twelfth FC Grants. In absence of UCs, these PRIs remained unaware about the status of utilisation of grants sub-allotted and could not provide assurance to the grantor that the grants had been utilised for the intended purpose.

Bankura (for IAY) and Malda ZPs and Salboni PS did not furnish any reply. Paschim Medinipur and Howrah (for TSC) ZPs and Raghunathganj- II PS remained silent, in their reply, about non collection of UCs. Five³⁴ ZPs, one

UCs outstanding

³³ **ZPs** :Purba Medinipur (` 5261.75 lakh); Paschim Medinipur (` 101.60 lakh); Siliguri Mahakuma Parishad (` 326.00 lakh); Nadia (` 873.74 lakh); Jalpaiguri (` 80.34 lakh); Howrah (` 527.38 lakh); Bankura (` 1187.67 lakh); Malda (` 229.43 lakh); North 24 Parganas (` 189.16 lakh); Hooghly (` 315.77 lakh); **PSs** : Contai-II (` 2.30 lakh); Egra-I (` 14.35 lakh); Contai-III (` 5.60 lakh); Egra-II (` 3.61 lakh); Karimpur-II (` 1.90 lakh); Pingla (` 48.30 lakh); Salboni (` 22.10 lakh); Keshiary (` 72.72 lakh); Kharagpur-II (` 107.46 lakh); Shyampur-I (` 63.01 lakh) Raghunathganj-II (` 15.81 lakh); Arsha (` 76.74 lakh); Balarampur (` 195.40 lakh); Baghmundi (` 129.69 lakh); Jhalda-II (` 6.45 lakh); Raghunathpur-II (` 16.10 lakh); Pancha (` 79.38 lakh); Budge Budge-I (` 12.32 lakh); Budge Budge-II (` 71.69 lakh); Bardhaman-II (` 49.60 lakh); Kalna-II (` 48.38 lakh); Kanksa (` 11.50 lakh); Khandaghoosh (` 43.59 lakh); Purbasthali-I (` 19.40 lakh) and Katwa-I (` 8.16 lakh).

³⁴ Nadia, Jalpaiguri, Bankura (for TSC), North 24 Parganas and Hooghly.

Mahakuma Parishad and 20 PSs³⁵ stated that steps either would be taken to collect UCs or had been taken to collect UCs. Purba Medinipur and Howrah (for other schemes) ZPs stated that UCs were being collected and would be shown to next audit.

Contai-III PS stated that completion certificate as well as UC was furnished in the Measurement Book (MB), but the PS did not produce the MB before audit for verification. Similarly, Egra-II PS stated that UCs were collected but these were not produced to audit. Katwa-I PS stated that UCs were pending due to non completion of works.

Audit observed that UCs were not obtained mainly due to lack of awareness.

Thus, there were gross lapses on the part of the ZPs and PSs in discharging the important role of monitoring of implementation of schemes. An absence of monitoring can lead to misutilisation and potential misappropriation of funds, to safeguard against which the PRIs should take immediate and adequate steps.

5.6 Conclusion and Recommendations

Conclusion

PRIs undertook the works in haste without proper planning and preparedness to complete the works in scheduled time. They had also failed to ensure proper safeguards to avoid losses and to exercise proper internal control while executing schemes. Diversion of plan funds had frustrated the objective of the schemes. Failure to utilise grants for years indicate lackadaisical attitude and inadequate monitoring mechanism of the Government and PRIs. In absence of key components like assessment of demand and infrastructural facilities, expenditure incurred on construction of assets remained unproductive. Absence of internal controls and non-adherence to prescribed rules regarding payment of advance increased the risk of defalcation/misappropriation of funds.

Recommendation

Following measures are recommended to ensure financial discipline in PRIs and improve efficiency of execution of various development programmes and schemes:

- Internal control mechanism of the Department and PRIs needs to be strengthened to deliver services to rural people by completing the schemes/works in time.
- Action to adjust the advances to individuals needs to be initiated and monitoring mechanism should be strengthened to ensure speedy and timely recovery/adjustment.
- Bottlenecks in execution of works should be minimized through advance planning.

³⁵ Contai-II, Karimpur-II, Pingla, Shyampur-I, Arsha, Balarampur, Baghmundi, Jhalda-II, Budge Budge-I, Budge Budge-II, Burdwan-I, Kalna-II, Khandaghosh, Purbasthali-I, Egra-I, Keshiary, Kharagpur-II, Raghunathpur-II, Kanksa and Pancha.

- Incomplete works should be given priority for completion before commencing any new work.
- Proper attention should be given to write back lapsed cheques.
- Controlling authorities should take appropriate measures to prevent diversions.
- Rule provisions need to be complied with to avoid irregular tendering and also to avail of the most competitive rates.

Kolkata,
The

(Subir Kumar De)
Examiner of Local Accounts
West Bengal

COUNTERSIGNED

Kolkata,
The

(A. Roychoudhury)
Accountant General
(Receipt, Works and Local Bodies Audit)
West Bengal

Appendix-I
(Reference : Paragraph 1.7.2(a))

Statement showing revenue received by the PRIs during 2002-09

(Rupees in crore)

Year	Salary Grants by the State	Grants by the State including 2 nd State Finance Commission Grant	State Share of Centrally Sponsored Schemes	Additional Central Assistance & Central Finance Commission Grants	Total Fund (State Budget)	Amount made available to (from the Total Fund - State Budget)			Central Share of Centrally Sponsored Schemes (direct to PRIs)	Grand Total of grants received from Central and State Govts.	Own Source Revenue (OSR)				Total revenue from all sources (Government grants + Own Source Revenue)	Percentage of Government grants to total revenue (In per cent)	Percentage of OSR to total revenue (In per cent)
						ZPs	PSs	GPs			ZPs	PSs	GPs	Total			
2002-03	147.84	94.38	144.59	77.32	464.13	183.30	65.52	215.31	367.08	831.21	9.61	6.66	24.90	41.17	872.38	95	5
2003-04	183.93	161.75	142.03	72.07	559.78	228.48	44.50	286.80	403.07	962.85	10.07	8.25	33.59	51.91	1,014.76	95	5
2004-05	193.39	200.61	161.62	124.97	680.59	240.61	79.01	360.97	530.79	1211.38	13.78	12.68	37.97	64.43	1,275.81	95	5
2005-06	192.43	425.23	273.77	174.79	1,066.22	345.09	154.82	566.31	948.99	2015.21	13.03	15.44	45.62	74.09	2,089.30	96	4
2006-07	210.79	317.71	302.90	402.55	1,233.95	290.02	156.33	787.60	789.86	2,023.81	28.01	17.61	54.65	100.27	2,124.08	95	5
2007-08	251.01	465.67	435.00	729.09	1,880.77	572.93	327.12	980.72	1,349.66	3,230.43	35.73	15.50	61.61	112.84	3,343.27	97	3
2008-09	268.32	429.28	434.27	699.02	1,830.89	475.40	231.07	1,124.42	1,604.83	3,435.72	39.51	20.72	70.74	130.97	3,566.69	96	4

Appendix-II

(Reference : Paragraph 1.10.2)

Statement showing number of GPs that did not incur 30 per cent amount and number of GPs that spent no amount on three priority sectors of TFC grant during 2007-08

Sl. No.	District	No. of GPs that did not incur 30% amount of TFC grant	No. of GPs that spent no amount of TFC grant towards priority sectors
(1)	Bankura	25	26
(2)	Bardhaman	51	83
(3)	Birbhum	6	18
(4)	Cooch Behar	13	31
(5)	Dakshin Dinajpur	7	11
(6)	Hooghly	55	42
(7)	Howrah	44	36
(8)	Jalpaiguri	16	32
(9)	Malda	40	52
(10)	Murshidabad	10	27
(11)	Nadia	18	38
(12)	North 24 Parganas	49	62
(13)	Paschim Medinipur	58	66
(14)	Purba Medinipur	45	95
(15)	Purulia	7	22
(16)	South 24 Parganas	89	81
(17)	Uttar Dinajpur	32	26
	Total	565	748

Appendix-III

(Reference : Paragraph 2.1)

Statement showing non-preparation of annual accounts of GPs for the year 2007-08

(Rupees in lakh)

Sl. No.	Name of GPs	District	Transaction as per cash book	
			Total Receipt	Total Expenditure
(1)	Lachhmanpur	Bankura	58.05	41.80
(2)	Malian	Bankura	98.27	74.70
(3)	Gourbazar	Bankura	98.85	74.72
(4)	Rauthkhanda	Bankura	172.64	126.53
(5)	Shyamsundarpur	Bankura	98.62	80.41
(6)	Lakshmi Sagar	Bankura	121.22	40.15
(7)	Bibarda	Bankura	182.03	166.75
(8)	Taldangra	Bankura	145.75	115.61
(9)	Talowan	Birbhum	108.09	62.32
(10)	Guriahati-II	Cooch Behar	47.80	42.90
(11)	Kodialia-I	Hooghly	78.16	64.64
(12)	Sahapur	Howrah	22.95	17.93
(13)	Rajnagar	Malda	19.84	13.33
(14)	Kapasdanga	Murshidabad	80.06	57.82
(15)	Madda	Murshidabad	66.04	43.22
(16)	Dhulauri	Murshidabad	70.76	67.39
(17)	Nashipur	Murshidabad	49.81	27.93
(18)	Betna Gobindapur	Nadia	101.27	84.57
(19)	Nabla	Nadia	60.66	50.14
(20)	Gotra	North 24 Parganas	49.79	31.55
(21)	Palla	North 24 Parganas	72.57	47.32
(22)	Guaberia	Purba Medinipur	108.15	93.67
(23)	Beldi	Purulia	81.89	52.87
(24)	Hensla	Purulia	55.52	44.05
(25)	Ghaghra	Purulia	71.26	38.54
(26)	Raibandh	Purulia	81.63	66.41
(27)	Napara	Purulia	51.33	44.34
(28)	Lalpur	South 24 Parganas	56.65	39.14
	Total		2,309.64	1,710.74

Appendix-IV
(Reference : Paragraph 2.1)

**Statement showing non-preparation of annual accounts in prescribed forms by
PSs for the year 2005-06, 2006-07 and 2007-08**

Sl. No.	Name of PS	District	(Rupees in lakh)					
			2005-06		2006-07		2007-08	
			Receipt	Expenditure	Receipt	Expenditure	Receipt	Expenditure
(1)	Sabang	Paschim Medinipur	NA	NA	731.90	427.33	606.24	401.24
(2)	Berhampore	Murshidabad	NA	NA	553.12	429.45	505.23	343.01
(3)	Egra-I	Purba Medinipur	NA	NA	181.21	110.99	155.99	81.51
(4)	Kanksa	Bardhaman	NA	NA	NA	NA	615.98	461.42
(5)	Jamboni	Paschim Medinipur	NA	NA	780.74	439.6	529.12	305.42
(6)	Dantan-II	Paschim Medinipur	NA	NA	381.3	257.29	358.76	252.07
(7)	Tufanganj-I	Cooch Behar	NA	NA	NA	NA	667.12	385.48
(8)	Dhupguri	Jalpaiguri	NA	NA	NA	NA	563.27	381.37
(9)	Tehatta-II	Nadia	NA	NA	218.97	148.97	278.47	178.37
(10)	Raghunathpur-I	Purulia	506.95	317.49	416.79	307.17	368.11	176.42
(11)	Manbazar-II	Purulia	589.73	202.19	690.08	334.65	711.66	257.26
(12)	Raghunathpur-II	Purulia	561.9	285.95	463.19	215.08	501.48	166.99
(13)	Puncha	Purulia	693.8	321.19	1,133.51	585.29	1,008.55	621.8
(14)	Joypur	Purulia	350.6	127.17	438.75	116.22	604.15	241.51
(15)	Egra-II	Purba Medinipur	NA	NA	211.22	136.18	203.64	166.01
(16)	Kaliganj	Nadia	NA	NA	416.08	309.57	309.04	208.89
(17)	Uluberia-II	Howrah	NA	NA	261.92	189.18	324.19	215.58
(18)	Jhaldai-II	Purulia	488.87	221.89	482.88	224.39	579.08	200.86
(19)	Sutahata	Purba Medinipur	NA	NA	285.34	202.76	251.46	173.91
(20)	Nakashipara	Nadia	NA	NA	398.18	178.75	484.44	272.31
(21)	Jamuria	Bardhaman	NA	NA	NA	NA	253.47	193.98
(22)	Arsha	Purulia	608.5	331.68	434.09	166.94	596.7	197.45
(23)	Thakurpukur-Maheshtala	South 24 Parganas	NA	NA	235.33	110.58	219.35	111.09
(24)	Mangalkote	Bardhaman	NA	NA	441.54	215.09	475.45	244.44
(25)	Balarampur	Purulia	636.79	394.6	443.72	250.18	528.38	227.46
(26)	Farakka	Murshidabad	NA	NA	300.24	207.64	324.66	214
(27)	Jalangi	Murshidabad	NA	NA	372.57	272.65	534.54	408.88
(28)	Naya gram	Paschim Medinipur	NA	NA	1,013.11	661.58	984.87	679.2
(29)	Bankura-I	Bankura	NA	NA	NA	NA	357.82	159.91
Total			4,437.14	2,202.16	11,285.78	6,497.53	13,901.22	7,927.84

NA = Not applicable

Appendix-V

(Reference : Paragraph 2.2)

Statement showing expenditure incurred by GPs without preparing budget during 2007-08

(Rupees in lakh)

Sl. No.	Name of GPs	District	Expenditure incurred
(1)	Lachhmanpur	Bankura	41.80
(2)	Lakshmi Sagar	Bankura	40.15
(3)	Bibarda	Bankura	166.75
(4)	Nakrakonda	Birbhum	73.21
(5)	Ektarpur	Hooghly	61.31
(6)	Saptibari-I	Jalpaiguri	82.33
(7)	Gopalpur	Malda	29.01
(8)	Sarapul	North 24 Parganas	23.73
(9)	Supudi	Purulia	22.67
(10)	Ghaghra	Purulia	38.54
Total			579.50

Appendix-VI

(Reference : Paragraph 2.2)

Statement showing number of GPs that incurred expenditure in excess of budget provision during 2007-08

(Rupees in lakh)

Sl. No.	District	No. of GPs	No. of heads in each ZP	Expenditure in excess of budget provision	Range of expenditure excess over budget provision
(1)	Bankura	39	76	825.05	2.11-386.33
(2)	Bardhaman	76	199	1,996.75	0.03-98.46
(3)	Birbhum	29	65	371.44	0.60-40.33
(4)	Cooch Behar	71	136	2,323.25	0.18-124.28
(5)	Dakshin Dinajpur	29	66	347.21	0.95-37.64
(6)	Hooghly	66	134	1,632.13	0.58-83.16
(7)	Howrah	29	72	179.62	0.52-14.36
(8)	Jalpaiguri	48	101	1,056.13	0.20-599.47
(9)	Malda	24	46	320.77	1.94-134.74
(10)	Murshidabad	50	120	463.20	1.37-30.12
(11)	Nadia	51	106	1,096.43	0.51-107.38
(12)	North 24 Parganas	96	219	1,181.20	0.28-70.14
(13)	Paschim Medinipur	88	210	864.16	0.06-51.29
(14)	Purba Medinipur	82	203	1,240.12	0.03-99.63
(15)	Purulia	42	91	404.52	0.60-31.06
(16)	South 24 Parganas	54	84	268.39	0.01-22.58
(17)	Uttar Dinajpur	25	49	274.45	1.55-22.50
Total		899	1,977	14,844.82	

Appendix-VII
(Reference : Paragraph 2.2)

**Statement showing expenditure incurred by ZPs and PSs in excess of
budget provision during 2006-08**

(Rupees in lakh)

Sl. No.	Name of PRIs	Year	No. of heads	Budget Provision	Actual. Expenditure	Excess Expenditure
Zilla Parishads :						
(1)	Bankura	2007-08	6	3,600.00	6,123.55	2,523.55
(2)	Cooch Behar	2007-08	5	112.00	382.78	270.78
(3)	Dakshin Dinajpur	2007-08	10	11.90	394.21	382.31
(4)	Hooghly	2007-08	23	379.50	1,219.64	840.14
(5)	Malda	2007-08	17	306.50	1,047.05	740.55
(6)	Mursidabad	2007-08	6	1,303.75	1,758.65	454.90
(7)	Nadia	2007-08	6	845.74	1,582.21	736.48
(8)	Paschim Medinipur	2007-08	37	5,273.50	7,908.03	2,634.53
(9)	Purba Medinipur	2007-08	7	2,755.00	5,562.16	2,807.16
(10)	South 24 Parganas	2007-08	4	275.00	1,593.09	1,318.09
Panchayat Samitis :						
(11)	Alipurduar-II	2007-08	7	122.10	188.11	66.01
(12)	Ausgram-I	2006-07	4	27.85	74.23	46.38
		2007-08	4	40.86	105.06	64.20
(13)	Baghmundi	2006-07	5	10.00	110.48	100.48
		2007-08	4	2.40	23.61	21.21
(14)	Bharatpur-I	2007-08	4	65.00	91.29	26.29
(15)	Budge Budge-II	2006-07	3	17.60	28.64	11.04
		2007-08	6	7.70	34.77	27.07
(16)	Deshpran	2006-07	5	1.60	24.75	23.15
		2007-08	6	7.30	22.25	14.95
(17)	Dhupguri	2007-08	4	0.00	30.75	30.75
(18)	Egra-II	2006-07	3	18.00	33.07	15.07
		2007-08	7	64.20	122.50	58.30
(19)	Haldia	2007-08	5	23.50	35.19	11.69
(20)	Kalna-I	2006-07	5	71.13	133.82	62.69
		2007-08	14	35.09	105.67	70.58
(21)	Kharagpur-II	2006-07	4	28.50	50.96	22.46
		2007-08	2	0.00	22.04	22.04
(22)	Krishnanagar-I	2006-07	9	9.21	104.69	95.48
		2007-08	9	13.20	80.83	67.63
(23)	Kumarganj	2006-07	5	28.99	84.28	55.29
		2007-08	3	134.00	198.41	64.41
(24)	Kushmandi	2006-07	4	27.50	94.34	66.84
(25)	Memari-I	2006-07	3	4.00	28.32	24.32
		2007-08	8	24.40	79.84	55.44
(26)	Murarai-I	2006-07	3	0.14	6.69	6.54
		2007-08	4	2.47	10.40	7.93
(27)	Nayagram	2006-07	4	66.00	142.00	76.00
		2007-08	1	0.00	32.41	32.41
(28)	Nalhati-I	2007-08	1	0.00	4.51	4.51
(29)	Purbasthali-II	2006-07	3	0.00	17.13	17.13
		2007-08	9	21.50	71.53	50.03
(30)	Raina-I	2007-08	3	85.77	128.32	42.56
(31)	Tapan	2006-07	3	46.85	123.59	76.73
		2007-08	3	5.00	11.97	6.97
Total			288	15,874.75	30,027.79	14,153.04

Appendix-VIII
(Reference : Paragraph 2.3)

**Statement showing direct appropriation of revenues collected during 2007-08
before depositing into Savings Bank Accounts**

(Rupees in lakh)

Sl. No.	Name of GP	District	Amount spent out of revenues collected
(1)	Mankanali	Bankura	0.06
(2)	Ajodhya		1.34
(3)	Bankadaha		0.72
(4)	Morar		0.06
(5)	Radhanagar		0.03
(6)	Uliara		0.18
(7)	Moshiara		0.05
(8)	Raghunathpur		0.06
(9)	Jagannathpur		0.23
(10)	Kotulpur		0.44
(11)	Lego		0.16
(12)	Lodna		0.03
(13)	Nakaijuri		0.08
(14)	Nikunjapur		0.13
(15)	Bamuntore		0.04
(16)	Dhekia		0.06
(17)	Gogra		0.10
(18)	Kanuri		0.09
(19)	Pabra		0.06
(20)	Saltora		0.07
(21)	Bikrampur		0.13
(22)	Dubrajpur		0.02
(23)	Mandalgram		0.03
(24)	Parsola		0.05
(25)	Simlapal		0.02
(26)	Hamirhati		0.22
(27)	Kochdihi		0.12
(28)	Manikbazar		0.10
(29)	Panchal		0.41
(30)	Purbanabasan		0.16
(31)	Satmouli	0.07	
(32)	Guskara-II	0.03	
(33)	Ukta	0.35	
(34)	Panchgechhia	0.02	
(35)	Baikunthapur-I	0.58	
(36)	Gogla	0.27	
(37)	Gourbazar	0.01	
(38)	Loapur-Krishnarampur	0.72	
(39)	Loa-Ramgopalpur	1.13	
(40)	Paraj	2.04	
(41)	Serorai	0.06	
(42)	Uchchagram	0.38	
(43)	Dobrana	0.06	
(44)	Anukhal	0.46	
(45)	Kalyanpur	0.43	
(46)	Satgachi	0.36	
(47)	Alampur	0.34	
(48)	Goai	0.48	
(49)	Karajgram	0.62	
(50)	Khajurdihi	0.11	
(51)	Koshi gram	0.09	
(52)	Sargram	0.39	
(53)	Sudpur	0.05	
(54)	Gazipur	0.04	
(55)	Agardanga	0.02	
(56)	Ankhona	0.08	
(57)	Berugram	0.02	
(58)	Jnandas Kandara	Bardhaman	0.04
(59)	Palita		0.09
(60)	Pandugram		0.06
(61)	Rajoor		0.04
(62)	Billeswar		0.56
(63)	Khandaghosh		0.10
(64)	Daluibazar-II		1.64
(65)	Durgapur		0.24
(66)	Bijur-I		0.13
(67)	Kuchut		0.09
(68)	Bamunpara		0.08
(69)	Denur		0.20
(70)	Piplon	0.06	
(71)	Susunia	0.30	
(72)	Nimdaha	0.11	
(73)	Jhowdanga	0.04	
(74)	Kalekhantala-I	0.36	
(75)	Kalekhantala-II	0.14	
(76)	Majida	0.13	
(77)	Patuli	0.08	
(78)	Pilla	0.10	
(79)	Shyamsunder	0.01	
(80)	Baraturigram	0.01	
(81)	Dakshiangram	0.01	
(82)	Gorsha	0.00	
(83)	Mahurapur	0.02	
(84)	Murarai	0.01	
(85)	Kaitha-II	0.04	
(86)	Chandidas-Nanoor	0.31	
(87)	Charkalgram	0.43	
(88)	Jalandi	0.43	
(89)	Uchkaran	1.13	
(90)	Budhi gram	0.06	
(91)	Kaluha	0.09	
(92)	Gopalpur	0.10	
(93)	Ambari	0.11	
(94)	Barasoulmari	0.16	
(95)	Gosanimari-I	0.07	
(96)	Matalhat	1.37	
(97)	Putimari-II	0.12	
(98)	Deoanganj	0.07	
(99)	Hemkumary	0.04	
(100)	Ghokshadanga	0.03	
(101)	Lalbazar	0.06	
(102)	Bhawairthana	0.05	
(103)	Shital Kuchi	0.80	
(104)	Shalbari-I	0.07	
(105)	Gokarna	Dakshin Dinajpur	0.09
(106)	Jirat	Hooghly	0.58
(107)	Kapasharia	0.91	
(108)	Baksha	0.60	
(109)	Monoharpur	6.34	
(110)	Panchghara	0.11	
(111)	Bandel	0.02	
(112)	Bhandarhati-I	0.12	
(113)	Kumursha	0.07	
(114)	Raghubati	0.40	
(115)	Mundalika	0.13	
(116)	Dhanyaghori	0.01	
(117)	Satithan	0.08	
(118)	Dadpur	0.02	

(119)	Goswami -Malipara		0.02	(187)	Debipur		0.05
(120)	Rajhat		0.03	(188)	Kahala		0.01
(121)	Amnan		1.46	(189)	Ratua		0.04
(122)	Anandanagar		0.03	(190)	Samsi		0.12
(123)	Boinchipota		0.04	(191)	Bhabta-I		0.27
(124)	Ashtara-Dattapur		1.57	(192)	Kuthirampur		0.14
(125)	Baligori-I		2.86	(193)	Sijgram		0.01
(126)	Bhanjipur		0.63	(194)	Kagram		0.04
(127)	Kesabchalk		11.93	(195)	Malihati		0.04
(128)	Santoshpur		2.36	(196)	Salar		0.04
(129)	Talpur		1.20	(197)	Salu		0.18
(130)	Bhandargacha		0.01	(198)	Talibpur		0.49
(131)	Kushberia		0.27	(199)	Tenya-Baidyapur		0.03
(132)	Sapuipara Basukati		0.07	(200)	Biprasekhar		0.14
(133)	Hantal -Anantabati		0.27	(201)	Kurunnarun	Murshidabad	0.12
(134)	Bargram		0.21	(202)	Sabaladaha		0.08
(135)	Dehimondalghat-II		0.01	(203)	Indrani		0.20
(136)	Garhbhabanipur-Sonatala		0.02	(204)	Jhilli		0.58
(137)	Harali - Udaynarayanpur	Howrah	0.06	(205)	Dangapara		0.08
(138)	Hatgancha-I		0.11	(206)	Tentulia		0.16
(139)	Bahira		0.16	(207)	Nowda		0.10
(140)	Chandipur		0.70	(208)	Kanupur		0.20
(141)	Kalinagar		0.03	(209)	Mirjapur		0.09
(142)	Maheshpur		0.30	(210)	Raningar		0.24
(143)	Tapna		0.30	(211)	Barashimul-Dayarampur		0.17
(144)	Barogharia		0.50	(212)	Ghetugachhi		0.45
(145)	Gadheyar-Kuthi		0.40	(213)	Hingnara		0.14
(146)	Gadong-I		0.08	(214)	Rautari		0.11
(147)	Jharaltagram-I		0.07	(215)	Badkulla-II		0.01
(148)	Jharaltagram-II		0.07	(216)	Bagula-I		0.02
(149)	Magurmari-I		0.45	(217)	Bagula-II		0.12
(150)	Magurmari-II		0.34	(218)	Dakshinpara-II		0.10
(151)	Sakoajhora-I		0.24	(219)	Gazna		0.03
(152)	Salboni-I		0.10	(220)	Mayurhat-I		0.05
(153)	Dalgaon		0.07	(221)	Ramnagar Barachupria-II		0.06
(154)	Deogaon	Jalpaiguri	0.20	(222)	Ramnagar-Barachupria-I		0.55
(155)	Guabarnagar		0.15	(223)	Debagram		0.35
(156)	Parangerpar		0.53	(224)	Barachandghar		0.03
(157)	Chuapara		0.04	(225)	Faridpur		0.03
(158)	Garopara		0.14	(226)	Hatgachha	Nadia	0.02
(159)	Jaygaon-II		0.01	(227)	Matiyari		0.06
(160)	Malangi		0.13	(228)	Mira-I		0.04
(161)	Mendabari		0.01	(229)	Mira-II		0.05
(162)	Lankapara		0.46	(230)	Panighata		0.08
(163)	Madarihat		1.15	(231)	Palashi-I		0.08
(164)	Rangali Bazna		0.09	(232)	Karimpur-II		0.02
(165)	Khairbari		0.34	(233)	Murutia		0.14
(166)	Bamongola		2.06	(234)	Nandanpur		0.98
(167)	Alihanda		0.13	(235)	Dhubulia-I		1.28
(168)	Chanchal		0.01	(236)	Bhandarkhola		0.33
(169)	Amriti		0.06	(237)	Bhatjangla		0.33
(170)	Fulbaria		0.12	(238)	Belpukur		2.50
(171)	Kajigram		0.19	(239)	Nowapara-I		2.81
(172)	Milky		0.21	(240)	Birpur-II		0.01
(173)	Bulbulchandi		0.13	(241)	Tarapur		0.55
(174)	Srirampur		0.82	(242)	Betai-II		0.02
(175)	Akandabaria	Malda	0.16	(243)	Chanderghat		0.02
(176)	Bakhrabad		0.33	(244)	Kampa Chakla	North 24 Parganas	0.20
(177)	Bedrabad		0.09	(245)	Jetia		0.11
(178)	Birnagar-I		0.05	(246)	Kowgachi-I		0.16
(179)	Birnagar-II		0.11	(247)	Sibdaspur		0.03
(180)	Golaganj		0.21	(248)	Mohanpur		0.05
(181)	Kumbhira		0.13	(249)	Majhipara-Palasi		0.09
(182)	Laxmipur		0.24	(250)	Begampur Bibipur		0.09
(183)	Belaimari		0.19	(251)	Ganrapota		0.01
(184)	Bhado		0.01	(252)	Amulia		0.05
(185)	Chandmoni-I		0.01				
(186)	Chandmoni-II		0.03				

(253)	Chowrashi		0.10	(322)	Bishnupur		0.04
(254)	Dharmapur-I		0.24	(323)	Gurgram		0.15
(255)	Beraberi		0.05	(324)	Mohammadpur-I		0.23
(256)	Srikrishnapur		0.18	(325)	Arjunagar		0.46
(257)	Bokjuri		0.06	(326)	Majilapur		0.07
(258)	Gopalpur-I		0.18	(327)	Raipur-Paschimbar		0.43
(259)	Khasbalanda		0.09	(328)	Amtalia		0.08
(260)	Kulti		0.39	(329)	Bamunia		0.07
(261)	Shalipur		0.16	(330)	Brajachauli		2.25
(262)	Sonapur-Sankarpur		0.08	(331)	Durmut		1.84
(263)	Kalitala		0.43	(332)	Kumirda		2.85
(264)	Shabkhali		0.18	(333)	Aurai		0.06
(265)	Sarberia Agarhati		0.14	(334)	Chalti	Purba	0.05
(266)	Bermajur-I		0.14	(335)	Dhoberia	Medinipur	0.11
(267)	Bermajur-II		0.20	(336)	Sarada		0.34
(268)	Jeliakhali		0.19	(337)	Basanti a		0.02
(269)	Khulna		0.03	(338)	Dariapur		0.08
(270)	Manipur		0.18	(339)	Lakshya-II		0.04
(271)	Sandeshkhali		0.15	(340)	Amritberia		0.01
(272)	Bankra-Gokulpara		0.74	(341)	Kumarara		0.06
(273)	Saguna		1.17	(342)	Ghoshpur		1.61
(274)	Kuapur	Paschim	0.73	(343)	Haur		0.17
(275)	Alikasha	Medinipur	0.03	(344)	Radhaballabchak		0.17
(276)	Angua		0.05	(345)	Khargram		0.20
(277)	Anikola		0.04	(346)	Panchet		0.24
(278)	Chak- Ismailpur		0.19	(347)	Gobra		0.03
(279)	Tararu-II		0.05	(348)	Talgachhari-I		0.05
(280)	Kamalpur		0.03	(349)	Ajodhya		0.01
(281)	Basudevpur		6.00	(350)	Chekya		0.01
(282)	Daspur-I		0.08	(351)	Maru-Masina		0.04
(283)	Sarberia-II		1.00	(352)	Hirapur Adardihi		0.03
(284)	Chaiapat		0.02	(353)	Uparkahan		0.02
(285)	Goura		0.17	(354)	Agardih-Chitra		0.17
(286)	Khanjapur		0.04	(355)	Gaganabad		0.03
(287)	Nischintapur		0.01	(356)	Gourangdih		0.01
(288)	Sahachak		0.12	(357)	Hadalda Uparrah		0.02
(289)	Mansuka-II		0.13	(358)	Kalidaha		0.04
(290)	Aguibani		0.24	(359)	Manihara		0.01
(291)	Bandhgora		0.09	(360)	Shimla Dhanera	Purulia	0.01
(292)	Chandri		1.23	(361)	Sonathali		0.14
(293)	Chubka		0.10	(362)	Chandra Pairachali		0.01
(294)	Dudhkundi		0.31	(363)	Sarbari		0.19
(295)	Manikpara		0.53	(364)	Bagda		0.10
(296)	Pata-Simul		0.03	(365)	Chandra		0.03
(297)	Sardiha		0.14	(366)	Chhirudih		0.04
(298)	Nachipur		0.11	(367)	Jambad		0.11
(299)	Amanpur		0.03	(368)	Kenda		0.12
(300)	Amrakuchi		0.02	(369)	Lakhra		0.03
(301)	Anandapur		0.03	(370)	Napara		0.11
(302)	Dhalhara		0.20	(371)	Panipathar		0.02
(303)	Enayetpur		0.02	(372)	Puncha		0.02
(304)	Jagannathpur		0.28	(373)	Sankarpur-II	South 24	0.02
(305)	Jhentla		0.01	(374)	Jagulgachi	Parganas	0.13
(306)	Kalagram		0.12	(375)	Narayanpur		0.04
(307)	Sirsa		0.01	(376)	Pranganj		0.14
(308)	Teghari		0.04	(377)	Sanksahar		0.02
(309)	Palshya		0.08	(378)	Keoradanga		0.09
(310)	Paparara-I		0.35	(379)	Kulerdari		1.00
(311)	Bakhrabad		0.19	(380)	Panakua		0.35
(312)	Belda-I		0.30	(381)	Nahazari		0.04
(313)	Hemchandra		1.58	(382)	Ramkrishnapur-Borehanpur		0.07
(314)	Kashipur		0.09	(383)	Banganagar-II		0.01
(315)	Khurshi		1.13	(384)	Belsingha-I		0.02
(316)	Kunarpur		0.12	(385)	Belsingha-II		0.01
(317)	Kushbasan		0.34	(386)	Amtali		0.05
(318)	Narayangarh		0.42	(387)	Balli- II		0.46
(319)	Narma		0.04	(388)	Balli-I		0.16
(320)	Ranisarai		0.70				
(321)	Karkai		0.03				

(389)	Bipradaspur		0.39	(408)	Usthi		0.05
(390)	Gosaba		0.13	(409)	Jugdha		0.04
(391)	Kumirmari		0.26	(410)	Lakshinarayanpur Dakshin		0.01
(392)	Lahiripur		0.83	(411)	Sankarpur		0.25
(393)	Radhanagartaranagar		0.26	(412)	Dhaspara Sumatinagar-I		0.14
(394)	Satjelia		0.23	(413)	Banhooghly-I		0.23
(395)	Harinarayanpur		0.16	(414)	Kheadaha-I		0.04
(396)	Uttar Durgapur		0.10	(415)	Langalberia		0.16
(397)	Manirtot		0.25	(416)	Pratapnagar		0.09
(398)	Nalgora		0.39	(417)	Joka-I		2.04
(399)	Bapuji		0.61	(418)	Joka-II		17.56
(400)	Gurguria Bhubaneswari		0.79	(419)	Lakshipur	Uttar Dinajpur	0.02
(401)	Jalaberia-I		0.11	(420)	Kanki		0.39
(402)	Kundakhali-Godabar		19.13	(421)	Sahapur-II		0.11
(403)	Meriganj-I		0.09	(422)	Lahutara-I		0.07
(404)	Meriganj-II		0.28				
(405)	Kalikapota		0.02		Total		168.87
(406)	Sherpur		0.01				
(407)	Srichanda		0.01				

Appendix-IX
(Reference : Paragraph 2.4)

**Statement showing non-reconciliation between Cash Book and
Pass Book balances for the year 2007-08 (by GPs)**

(In Rupees)

Sl. No	Name of GPs	District	Balance as per Cash Book	Balance as per Pass Book	Difference
(1)	Arrah	Bankura	2,075,325.00	2,201,745.11	651,825.11
(2)	Jhunjhka	Bankura	1,514,504.55	1,662,124.74	562,301.84
(3)	Mondalkuli	Bankura	1,372,000.22	1,533,733.97	1,000.00
(4)	Shyamsundarpur	Bankura	1,820,825.32	2,009,730.12	188,904.80
(5)	Ukhra	Bardhaman	615,188.04	726,749.04	35,000.00
(6)	Ausgram	Bardhaman	2,190,124.55	2,279,939.55	64,800.00
(7)	Bhedia	Bardhaman	996,758.71	1,542,096.47	11,441.47
(8)	Baghar-I	Bardhaman	4,243,809.50	4,432,095.64	147.00
(9)	Jnandas Kandara	Bardhaman	1,410,465.89	1,735,201.73	701.17
(10)	Gangatikuri	Bardhaman	1,073,413.84	1,697,360.94	31,250.00
(11)	Daluibazar - I	Bardhaman	1,464,379.00	1,557,164.00	92,785.00
(12)	Lakhuria	Bardhaman	876,775.47	1,173,196.89	400.63
(13)	Negon	Bardhaman	1,252,676.91	1,261,041.99	8,365.08
(14)	Shimulia	Bardhaman	2,116,445.15	2,195,214.15	41,269.00
(15)	Bara-Saota	Birbhum	2,239,907.65	2,489,285.87	136,000.00
(16)	Thupsara	Birbhum	2,731,562.76	2,705,910.84	5,000.00
(17)	Putimari Phuleswari	Cooch Behar	3,196,801.94	3,597,408.34	95,454.40
(18)	Shalbari-II	Cooch Behar	1,746,807.01	1,869,635.01	122,828.00
(19)	Bolla	Dakshin Dinajpur	3,158,601.14	4,672,205.13	1,513,603.99
(20)	Ellahabad	Dakshin Dinajpur	6,274,950.12	6,256,349.32	18,600.80
(21)	Ganguria	Dakshin Dinajpur	8,928,660.06	9,186,164.46	919.00
(22)	Malaypur-I	Hooghly	760,546.65	880,599.28	18.00
(23)	Gangadharpur	Hooghly	892,732.25	941,295.25	48,563.00
(24)	Haturia-II	Howrah	614,065.89	785,772.64	2,203.00
(25)	Jharaltagram-II	Jalpaiguri	404,319.31	924,498.10	520,178.79
(26)	Kharija Berubari-II	Jalpaiguri	499,010.50	641,719.74	142,923.60
(27)	Khairbari	Jalpaiguri	2,810,867.00	3,064,617.00	50,000.00
(28)	Barnesh	Jalpaiguri	1,450,938.56	2,375,730.56	1,046.00
(29)	Saptibari-I	Jalpaiguri	604,141.00	615,282.52	5,088,748.00
(30)	Hiranandapur	Malda	9,275,062.89	9,281,200.48	6,186.00
(31)	Manikchak	Malda	1,956,486.89	1,974,308.83	18,750.09
(32)	Nurpur	Malda	3,133,095.79	3,133,470.06	500.00
(33)	Ratua	Malda	1,570,675.84	1,582,787.34	12,111.50
(34)	Kantanagar	Murshidabad	1,322,093.00	1,473,970.42	6,299.42
(35)	Akhri ganj	Murshidabad	724,200.93	881,073.73	211,372.85
(36)	Amdahara	Murshidabad	738,776.80	890,536.02	151,759.22
(37)	Dhulauri	Murshidabad	336,287.88	1,147,995.43	40.00
(38)	Juranpur	Murshidabad	1,050,989.46	1,168,919.48	100.00
(39)	Sarangpur	Murshidabad	2,403,766.50	2,530,564.23	6,261.73
(40)	Kalmegha	Murshidabad	12,57263.26	1,741,716.88	423,244.62
(41)	Kiriteswari	Murshidabad	1,755,536.00	1,795,965.77	99.00
(42)	Bally-II	Murshidabad	1,198,793.00	1,127,379.29	71,413.71
(43)	Mirjapur	Murshidabad	1,763,781.24	1,765,832.24	2,051.00
(44)	Rani ngar	Murshidabad	1,728,500.49	2,010,583.68	95.01
(45)	Bokhra-II	Murshidabad	1,935,875.86	2,379,575.15	15,389.26
(46)	Dhoradaha-II	Nadia	3,379,827.16	3,379,102.16	725.00
(47)	Narayanpur-II	Nadia	754,093.40	1,152,246.72	100,000.00
(48)	Shibnibash	Nadia	1,973,122.60	2,145,560.09	150,000.00
(49)	Taldaha-Majdia	Nadia	1,064,814.74	1,589,251.74	150,137.00
(50)	Debagram	Nadia	1,752,100.02	1,764,640.78	12,540.76

(51)	Arbandhi-I	Nadia	2,253,201.00	525,784.28	1,727,416.72
(52)	Palsunda-II	Nadia	823,256.28	822,867.10	42.63
(53)	Fulsura	North 24 Parganas	2,641,239.65	2,807,554.12	2,152.00
(54)	Rupamari	North 24 Parganas	2,626,896.00	2,626,029.00	133.00
(55)	Hatgachi	North 24 Parganas	2,406,746.99	2,666,409.98	120.28
(56)	Nayabarat	Paschim Medinipur	892,921.62	1,500,647.24	8,101.00
(57)	Chilki garh	Paschim Medinipur	1,476,659.86	1,477,015.86	3,564.00
(58)	Chandabila	Paschim Medinipur	636,580.54	1,517,783.65	48.00
(59)	Benodia	Purba Medinipur	1,313,809.95	814,723.19	1,408.40
(60)	Badalpur	Purba Medinipur	915,086.99	1,415,666.13	58.95
(61)	Basudevpur	Purba Medinipur	3,026,614.44	3,020,576.44	6,038.00
(62)	Khandakhola	Purba Medinipur	1,378,942.75	2,062,679.64	12.00
(63)	Chistipur-I	Purba Medinipur	277,329.42	1,626,105.79	624,999.56
(64)	Kukrahati	Purba Medinipur	1,311,251.79	1,769,164.15	457,902.36
(65)	Hensla	Purulia	1,146,689.89	1,632,859.32	353.62
(66)	Taturara	Purulia	1,535,313.23	1,921,395.46	12.00
(67)	Hadalda Uparrah	Purulia	1,594,286.11	2,168,791.66	200.55
(68)	Janardandih	Purulia	2,477,840.28	2,851,286.78	2,000.00
(69)	Napara	Purulia	699,059.30	1,545,536.30	8,46,477.00
(70)	Pindra	Purulia	4,764,800.57	4,839,921.49	9,580.08
(71)	Ramchandrapur Kotaldih	Purulia	3,620,073.59	4,121,035.19	240.60
(72)	Charabidya	South 24 Parganas	1,120,390.52	1,115,054.87	15.00
(73)	Jharkhali	South 24 Parganas	1,114,742.19	1,004,691.59	110,000.00
(74)	Panakua	South 24 Parganas	2,495,455.70	2,395,293.00	656.00
(75)	Patharberia-Joychandipur	South 24 Parganas	850,865.00	1,790,483.14	939,618.14
(76)	Balli-I	South 24 Parganas	2,734,986.18	3,034,073.88	500.00
(77)	Sreepur	South 24 Parganas	1,952,577.15	2,031,984.15	100,040.15
(78)	Pratapaditya Nagar	South 24 Parganas	2,776,111.69	2,776,051.69	60.00
(79)	Srinagar	South 24 Parganas	2,041,684.10	1,950,480.57	114.00
(80)	Mathurapur Paschim	South 24 Parganas	1,160,738.49	854,091.88	50.00
(81)	Dakshin Roypur	South 24 Parganas	1,343,206.25	1,343,631.30	1,000.00
(82)	Altapur-I	Uttar Dinajpur	1,209,856.80	1,462,898.89	405,415.09
(83)	Bazargaon-I	Uttar Dinajpur	856,229.70	1,312,673.91	9,871.00
(84)	Maraikura	Uttar Dinajpur	1,023,230.18	1,181,933.79	120,900.29
(85)	Shitgram	Uttar Dinajpur	2,254,402.25	3,338,754.25	50,000.00
Total			15,99,07,560.93	18,12,56,478.60	1,62,04,454.27

Appendix-X

(Reference : Paragraph 2.4)

**Statement showing non-reconciliation between Cash Book and Pass Book
balances for the year 2007-08 (by ZPs and PSs)**

(In Rupees)

Sl. No.	Name of ZPs/PSs	Balance as per Cash Book	Balance as per Pass Book	Difference
(1)	Jalpaiguri ZP	35,54,56,220.81	57,31,49,927.17	21,76,93,706.36
(2)	Balarampur PS	3,00,92,655.23	2,07,91,536.63	93,01,118.60
(3)	Bandwan PS	3,30,64,671.18	3,87,78,321.25	57,13,650.07
(4)	Berhampore PS	1,62,22,044.00	1,96,07,987.80	33,85,943.80
(5)	Chakdah PS	98,46,165.20	99,07,108.51	60,944.00
(6)	Chandrakona-I PS	19,66,926.01	33,58,154.31	13,91,228.30
(7)	Dantan-I PS	1,59,16,718.94	1,96,29,820.29	37,13,101.35
(8)	Gaighata PS	2,61,51,547.59	2,53,57,234.00	7,94,313.59
(9)	Jalangi PS	1,25,66,228.00	1,17,49,227.00	8,17,001.00
(10)	Kharagpur-II PS	1,36,32,647.47	1,20,00,848.66	16,31,798.81
(11)	Mahishadal PS	53,32,703.25	42,19,946.25	11,12,757.00
(12)	Nakashipara PS	1,51,51,348.00	1,71,78,910.74	20,27,562.74
(13)	Narayangarh PS	3,60,66,609.00	3,38,92,065.43	21,74,543.57
(14)	Nowda PS	1,15,12,561.32	13,11,01,128.25	11,95,88,566.93
(15)	Purulia-I PS	3,00,74,714.92	3,05,40,641.47	4,65,926.55
(16)	Salboni PS	2,13,74,162.56	2,19,07,731.50	5,33,568.94
(17)	Thakurpukur-Maheshtala PS	1,08,26,145.05	1,20,95,925.63	12,69,780.58
(18)	Udaynarayanpur PS	78,15,836.50	59,80,288.00	18,35,548.50
	Total	65,30,69,905.03	99,12,46,802.89	37,35,11,060.69

Appendix-XI

(Reference : Paragraph 2.5)

Statement showing outstanding revenue at the end of 2007-08

(Rupees in lakh)

Sl. No.	District	No. of GPs	Total demand	Total collection	Outstanding
(1)	Bankura	190	291.16	67.83	223.33
(2)	Bardhaman	264	1,063.78	272.83	790.95
(3)	Birbhum	167	577.37	134.27	443.10
(4)	Cooch Behar	126	471.86	80.23	391.63
(5)	Dakshin Dinajpur	64	182.57	34.85	147.72
(6)	Hooghly	210	600.03	249.82	350.21
(7)	Howrah	157	505.95	185.98	319.97
(8)	Jalpaiguri	140	577.64	130.60	447.04
(9)	Malda	146	328.29	66.22	262.07
(10)	Murshidabad	252	587.60	104.19	483.41
(11)	Nadia	186	757.41	258.43	498.98
(12)	North 24 Parganas	200	905.56	245.94	659.62
(13)	Paschim Medinipur	294	738.28	217.86	520.42
(14)	Purba Medinipur	219	358.81	121.29	237.52
(15)	Purulia	52	88.56	5.88	82.68
(16)	South 24 Parganas	304	1,082.65	184.26	898.39
(17)	Uttar Dinajpur	97	383.72	32.42	351.30
	Total	3,068	9,501.24	2,392.90	7,108.34

Appendix-XII
(Reference : Paragraph 2.6)

**Statement showing non-maintenance of important registers by PRIs
during 2007-08**

Sl No.	Name of Register / Book	Relevant Rule ¹ (ZP/PS)	Relevant Rule ² (GP)	Name of PRIs	Number of PRIs involved			Total no. of PRIs involved in three divisions
					Presidency Division	Bardhaman Division	Jalpaiguri Division	
(1)	Demand and Collection Register	29(1)	9(2)	ZP	1	1	2	4
				PS	35	58	6	99
				GP	241	290	101	632
Total								735
(2)	Appropriation Register	43(1)	9(2) & 21(7)	ZP	-	1	3	4
				PS	14	14	1	29
				GP	338	430	238	1,006
Total								1,039
(3)	General Stock Register	NA	10(4)	ZP	-	-	-	-
				PS	-	-	-	-
				GP	207	371	152	730
Total								730
(4)	Advance Register	38(1)	17	ZP	-	-	1	1
				PS	8	25	2	35
				GP	579	678	296	1553
Total								1,589
(5)	Allotment Register	NA	21(1)	ZP	-	-	-	-
				PS	-	-	-	-
				GP	431	636	267	1334
Total								1334
(6)	Works Register		21(3)	ZP	2	5	3	10
				PS	16	22	4	42
				GP	623	965	419	2,007
Total								2,059
(7)	Asset (Leased out property) Register	NA	23	ZP	-	-	-	-
				PS	-	-	-	-
				GP	512	493	150	1,155
Total								1,155
(8)	Store Account Register	NA	28(2)	ZP	-	-	-	-
				PS	-	-	-	-
				GP	234	398	157	789
Total								789
(9)	Unpaid Bill Register	150	NA	ZP	3	2	4	9
				PS	20	45	8	73
				GP	-	-	-	-
Total								82
(10)	Register of Deposit	40(2)	NA	ZP	-	1	2	3
				PS	8	23	2	33
				GP	-	-	-	-
Total								36
(11)	Investment Register	40(4)	NA	ZP	-	2	3	5
				PS	6	15	2	23
				GP	-	-	-	-
Total								28
(12)	General ledger	24(1)	NA	ZP	2	1	2	5
				PS	17	33	2	52
				GP	-	-	-	-
Total								57

¹ The West Bengal Panchayat (ZP & PS) Accounts and Financial Rules, 2003.

² The West Bengal Panchayat (GP Miscellaneous Accounts and Audit) Rules, 1990.

(13)	Liquid Cash Book	22(4)	NA	ZP	1	-	2	3
				PS	24	36	6	66
				GP	-	-	-	-
Total								69
(14)	Register of Movable Properties	45	NA	ZP	-	4	4	8
				PS	18	29	6	53
				GP	-	-	-	-
Total								61
(15)	Register of Immovable Properties	44(1)	NA	ZP	1	5	4	10
				PS	21	43	6	70
				GP	-	-	-	-
Total								80
(16)	Subsidiary Cash Book	22(1)	NA	ZP	-	-	-	-
				PS	3	12	1	16
				GP	-	-	-	-
Total								16

Appendix-XIII
(Reference: Paragraph 2.7)

Statement showing cases of theft, defalcation and misappropriation of funds and assets noticed by GPs during 2007-08

Sl. no.	Name of GP	Particulars	Period	Follow up action taken
Bankura				
(1)	Anchuri	Theft of tube well parts etc.	2007-08	FIR lodged
(2)	Andharthole	Theft of ` 12,350.00	2004-05	
(3)	Banjora	Theft of ` 38,000.00	2007-08	FIR lodged on 20.4.07
(4)	Chiltore	Theft of one computer	2007-08	GD No. 417 dt 11.01.08
(5)	Dahala	Theft of computer and accessories	2007-08	FIR lodged on 27.02.08
(6)	Fulkushma	Tax of ` 6,997.00 not deposited	2007-08	
(7)	Parsola	Theft of computer accessories	2007-08	FIR lodged on 07.5.07
Birbhum				
(8)	Ayas	Theft of ` 2,87,000.00	2008-09	FIR lodged on 17.4.08
(9)	Charicha	Theft of 1 solar plate	2007-08	G.D. No. 526 dt 13.11.07
Cooch Behar				
(10)	Hemkumary	Misappropriation of ` 94,539.00	2007-08	FIR lodged
Dakshin Dinajpur				
(11)	Batun	Theft of ` 54,720.00	2007-08	Sub judice
Hooghly				
(12)	Gangadharpur	Theft of ` 16,220.00	2007-08	FIR lodged on 08.01.08
(13)	Haripal Sahadev	Theft of money & iron safe	2007-08	FIR lodged on 21.11.08
(14)	Mirzapur-Bankipur	Theft of various articles	2007-08	FIR lodged on 13.02.08
Howrah				
(15)	Udang-II	Theft of Tulu pump, fan, Tripol etc.	2007-08	FIR lodged 01.4.07
Malda				
(16)	Sujapur	Theft of office accessories & others	2007-08	Sujudice
(17)	Mahanandapur	Theft of ` 1,27,422.00	2007-08	FIR lodged on 26.12.07
Nadia				
(18)	Gobra	Theft of Chair, fans, tube wells parts	2007-08	FIR lodged
(19)	Arbandhi-I	Theft of ` 1,890.00	2007-08	FIR lodged on 04.01.08
(20)	Hanspukuria	Theft of Computer, TV	2007-08	FIR lodged on 12.5.07
(21)	Chhotojagulia	Theft of 3 fans	2007-08	BDO, Sabhapati & Police were informed
(22)	Shabkhali	Theft of Solar Plate	2007-08	FIR lodged on 13.3.08
Paschim Medinipur				
(23)	Sahachak	Defalcation of ` 1,85,000.00	2007-08	FIR lodged on 14.01.08
(24)	Pingboni	Theft of a computer	2007-08	BDO and Police station were informed
(25)	Mannya	Defalcation of ` 23,025.00	2007-08	
Purba Medinipur				
(26)	Mathura	Receipt book of tax collection not deposited	2007-08	FIR lodged on 30.07.07
Purulia				
(27)	Hadalda Uparrah	Theft of TV, VCD, Tule pump, Wall clock	2007-08	FIR on 06.11.07
(28)	Muradi	Theft of Mobile Phone	2007-08	FIR lodged on 23.10.07
(29)	Santuri	Theft of Mobile Phone	2008-09	FIR lodged on 07.7.08
South 24 Parganas				
(30)	Bharatgarh	Theft of ` 1,50,990.00	2007-08	Diary No. BST PS Case No. 157/07 dt. 30.12.07

Uttar Dinajpur				
(31)	Sahapur-II	Dacoity of ₹ 1,47,450.00	2007-08	FIR lodged on 07.11.07
(32)	Ghirnigaon	Theft 9 Fans, 1 wheel chair, 1 clock	2007-08	FIR lodged on 09.4.07
(33)	Jalpaiguri ZP	Theft of 5 MT bitumen costing ₹ 132861	2007-08	FIR lodged on 17.02.08
(34)	Nadia ZP	Theft of electrification materials of ₹ 2,39,274.00	2007-08	FIR lodged
(35)	North 24 Parganas ZP	Theft of electrification materials of ₹ 29,696.00	2007-08	FIR lodged

Appendix-XIV

(Reference : Paragraph 2.8)

No. of PSs where no Internal Audit was conducted during 2003-08, 2004-08, 2005-07, 2005-08, 2006-08 and 2007-08

Sl. No.	Period	Name of PSs	Total
(1)	2003-08	Krishnaganj	1
(2)	2004-08	Kumarganj	1
(3)	2005-07	Balarampur	1
(4)	2005-08	Patrasayer, Monteswar, Joypur, Kashipur, Puncta, Purulia-I, Raghunathpur-II	7
(5)	2006-08	Barabani, Durgapur-Faridpur, Jamalpur, Kalna-I, Kalna-II, Khandaghosh, Mangalkote, Memari-I, Memari-II, Pandabeswar, Purbasthali-II, Raina-I, Murarai-I, Nalhati-I, Nalhati-II, Bagnan-I, Bally-Jagachha, Madarihat-Birpara, Farakka, Jalangi, Murshidabad-Ziaganj, Samserganj, Suti-I, Chakdaha, Chapra, Haringhata, Kaliganj, Karimpur-I, Nakashi para, Tehatta-I, Bagdah, Gaighata, Swarupnagar, Binpur-I, Medinipur-Sadar, Contai-III, Deshpuran, Egra-I, Neturia, Namkhana, Sagar	41
(6)	2007-08	Gangajalghati, Jamuria, Nanaor, Sitai, Tufanganj-I, Tapan, Alipurduar-II, Dhupguri, Kumargram, Beldanga-I, Bharatpur-I, Sankrail (Paschim Medinipur ZP), Egra-II, Barabazar, Santuri, Mandirbazar	16
Grand Total			67

Appendix-XV

(Reference : Paragraph 2.8)

Statement showing no. of GPs where no Internal Audit was conducted during 2007-08

Sl. No.	District	Total no. of GPs audited under each District	No. of GPs where no internal audit was conducted	Percentage of total number of GPs where no internal audit was conducted
(a)	(b)	(c)	(d)	(e) = d/c x 100
(1)	Bankura	190	118	62.11
(2)	Bardhaman	277	31	11.19
(3)	Birbhum	167	48	28.74
(4)	Cooch Behar	128	52	40.63
(5)	Dakshin Dinajpur	65	10	15.38
(6)	Hooghly	210	121	57.62
(7)	Howrah	157	2	1.27
(8)	Jalpaiguri	143	65	45.45
(9)	Malda	146	29	19.86
(10)	Murshidabad	253	73	28.85
(11)	Nadia	186	45	24.19
(12)	North 24 Parganas	200	105	52.50
(13)	Paschim Medinipur	290	144	49.66
(14)	Purba Medinipur	223	97	43.50
(15)	Purulia	170	69	40.59
(16)	South 24 Parganas	312	179	57.37
(17)	Uttar Dinajpur	97	64	65.98
Total		3,214	1,252	

Appendix-XVI
(Reference : Paragraph 3.1.3.1)
**Statement showing expenditure incurred during 2007-08
outside Annual Action Plan in NREGS**

(Rupees in lakh)

Sl. No.	No. of GPs	District	Amount incurred outside AAP
(1)	16	Bankura	628.02
(2)	4	Bardhaman	59.55
(3)	11	Birbhum	601.68
(4)	3	Dakshin Dinajpur	10.33
(5)	19	Hooghly	470.75
(6)	2	Jalpaiguri	119.56
(7)	18	Malda	248.77
(8)	2	Murshidabad	7.61
(9)	1	Nadia	18.86
(10)	5	North 24 Parganas	155.79
(11)	10	Paschim Medinipur	245.71
(12)	16	Purba Medinipur	617.11
(13)	13	Purulia	250.30
(14)	2	South 24 Parganas	36.46
(15)	4	Uttar Dinajpur	110.92
	126	Total	3,581.42

Appendix-XVII

(Reference : Paragraph 3.1.3.1)

**Statement showing no. of GPs where works were not identified in
Gram Sansad under NREGS during 2007-08**

(Rupees in lakh)

Sl. No.	District	No. of GPs	No. of works executed	Expenditure incurred
(1)	Bankura	25	929	894.90
(2)	Bardhaman	33	1,454	996.22
(3)	Birbhum	23	1,756	1,446.78
(4)	Cooch Behar	12	268	466.21
(5)	Dakshin Dinajpur	8	104	74.74
(6)	Hooghly	61	1,938	1,388.86
(7)	Jalpaiguri	8	401	341.41
(8)	Malda	31	525	698.98
(9)	Murshidabad	31	303	326.10
(10)	Nadia	8	344	273.03
(11)	North 24 Parganas	30	437	310.04
(12)	Paschim Medinipur	33	1,143	688.60
(13)	Purba Medinipur	36	1,086	870.60
(14)	Purulia	23	524	415.13
(15)	South 24 Pargans	17	177	78.23
(16)	Uttar Dinajpur	6	188	120.83
	Total	385	11,577	9,390.66

Appendix-XVIII

(Reference : Paragraph 3.1.3.2)

Statement showing no. of GPs where employment not provided to job-seekers during 2007-08

Sl. No.	Name of GPs	District	Total no. of GPs where employment not provided	No. of applicants to whom work not provided
(1)	Patchhara-I	Cooch Behar	2	150
(2)	De wanganj			13
(3)	Rammohan-II	Hooghly	1	167
(4)	Gadheyarkuthi	Jalpaiguri	2	568
(5)	Parokata			166
(6)	Gazole-I	Malda	1	9
(7)	Bahadurpur	Murshidabad	5	61
(8)	Bati gram			21
(9)	Bhagirathpur			2511
(10)	Manikchak			1330
(11)	Dangapara			1665
(12)	Talda-Majdia	Nadia	3	41
(13)	Birpur-I			50
(14)	Ramnagar-I			12
(15)	Makhalgacha			20
(16)	Dighari	North 24 Parganas	7	48
(17)	Akaipur			2
(18)	Rajibpur-Bira			33
(19)	Ghatbour			19
(20)	Amdanga			48
(21)	Rajendrapur			20
(22)	Ainkola	Paschim Medinipur	1	34
(23)	Sreerampur-I	Purba Medinipur	1	1
(24)	Jeliakhali	South 24 Parganas	4	67
(25)	Dhaphdhabi-I			260
(26)	Tardah			5
(27)	Mayahouri			301
Total			27	7,622

Appendix-XIX

(Reference : Paragraph 3.1.3.3, 3.1.3.4 and 3.1.3.5)

Statement showing no. of GPs where hundred mandays were not provided, photographs were not affixed on Job Cards and wages were disbursed after 14 days during 2007-08

Sl. No.	District	Hundred mandays of work not provided	Photographs not attached	Wages paid after 14 days
		No. of GPs	No. of GPs	No. of GPs
(1)	Bankura	180	181	23
(2)	Bardhaman	265	239	36
(3)	Birbhum	161	155	21
(4)	Cooch Behar	128	108	29
(5)	Dakshin Dinajpur	63	52	15
(6)	Hooghly	202	154	32
(7)	Jalpaiguri	137	138	19
(8)	Malda	144	124	34
(9)	Murshidabad	253	228	19
(10)	Nadia	179	181	25
(11)	North 24 Parganas	192	140	14
(12)	Paschim Medinipur	289	185	28
(13)	Purba Medinipur	212	199	34
(14)	Purulia	161	161	9
(15)	South 24 Parganas	310	245	60
(16)	Uttar Dinajpur	96	89	11
Total		2,972	2,579	409

Appendix-XX

(Reference : Paragraph 3.1.3.6 and 3.1.3.7)

Statement showing no. of GPs where durable assets were not created and social audit was not conducted during 2007-08

(Rupees in lakh)

Sl. No.	District	Durable assets not created		Total no. of GPs where social audit were not conducted
		No. of GPs	Amount incurred	
(1)	Bankura	14	373.03	89
(2)	Bardhaman	13	350.29	187
(3)	Birbhum	3	132.48	61
(4)	Cooch Behar	21	847.67	108
(5)	Dakshin Dinajpur	5	76.75	32
(6)	Hooghly	29	578.28	120
(7)	Jalpaiguri	3	125.77	75
(8)	Malda	21	160.25	97
(9)	Murshidabad	22	181.43	180
(10)	Nadia	29	407.57	122
(11)	North 24 Parganas	30	202.65	138
(12)	Paschim Medinipur	27	537.27	170
(13)	Purba Medinipur	19	223.74	199
(14)	Purulia	21	333.17	125
(15)	South 24 Parganas	43	394.41	274
(16)	Uttar Dinajpur	6	106.85	66
	Total	306	5,031.61	2,043

Appendix-XXI

(Reference : Paragraph 3.1.3.7)

Statement showing no. of GPs and no. of Blocks where works were not monitored by Programme Officer under NREGS during 2007-08

Sl. No.	District	No. of GPs	No. of PSs
(1)	Bankura	61	17
(2)	Bardhaman	66	20
(3)	Birbhum	32	8
(4)	Cooch Behar	34	8
(5)	Dakshin Dinajpur	15	5
(6)	Hooghly	40	9
(7)	Jalpaiguri	30	7
(8)	Malda	45	11
(9)	Murshidabad	70	21
(10)	Nadia	49	9
(11)	North 24 Parganas	56	11
(12)	Paschim Medinipur	35	13
(13)	Purba Medinipur	70	16
(14)	Purulia	44	11
(15)	South 24 Parganas	88	21
(16)	Uttar Dinajpur	14	3
	Total	749	190

Appendix-XXII

(Reference : Paragraph 3.2.2)

**No. of GPs which did not prepare annual action plan (AAP)
under IAY during 2007-08**

(Rupees in lakh)

Sl. No.	District	No. of GPs which did not prepare annual action plan, in violation of the scheme provision	Amount spent on works outside AAP
(1)	Bankura	34	234.35
(2)	Bardhaman	17	125.41
(3)	Birbhum	35	136.72
(4)	Cooch Behar	13	142.55
(5)	Dakshin Dinajpur	16	138.50
(6)	Hooghly	27	114.90
(7)	Howrah	4	30.79
(8)	Jalpaiguri	14	243.63
(9)	Malda	26	171.80
(10)	Murshidabad	27	114.88
(11)	Nadia	9	63.22
(12)	North 24 Parganas	22	173.31
(13)	Paschim Medinipur	23	427.71
(14)	Purba Medinipur	26	142.32
(15)	Purulia	31	52.84
(16)	South 24 Parganas	30	110.96
(17)	Uttar Dinajpur	4	51.60
Total		358	2,475.49

Appendix-XXIII

(Reference : Paragraph 3.2.3)

**Amount of assistance given to families not selected from BPL list
during 2007-08**

(Rupees in lakh)

Sl. No	No. of GPs	District	Amount of assistance given
(1)	38	Bankura	78.60
(2)	103	Bardhaman	250.76
(3)	32	Birbhum	60.25
(4)	11	Cooch Behar	28.27
(5)	19	Dakshin Dinajpur	101.98
(6)	14	Hooghly	25.79
(7)	45	Howrah	134.03
(8)	19	Jalpaiguri	140.24
(9)	20	Malda	59.84
(10)	40	Murshidabad	59.86
(11)	40	Nadia	158.33
(12)	37	North 24 Parganas	107.38
(13)	83	Paschim Midnapur	406.92
(14)	18	Purba Medinipur	90.65
(15)	30	Purulia	26.06
(16)	84	South 24 Parganas	265.58
(17)	17	Uttar Dinajpur	32.79
650		Total	2,027.33

Appendix-XXIV

(Reference : Paragraph 3.2.4)

**Irregular conferment of ownership of huts solely on male members
during 2007-08**

(Rupees in lakh)

Sl. No	No. of GPs	District	No of cases where ownership conferred solely on male members	Amount of expenditure incurred on construction/upgradation of huts
(1)	139	Bankura	916	119.24
(2)	214	Bardhaman	1,756	347.51
(3)	140	Birbhum	1,589	213.96
(4)	115	Cooch Behar	2,345	390.53
(5)	55	Dakshin Dinajpur	1,169	191.07
(6)	115	Hooghly	676	142.14
(7)	116	Howrah	1,506	247.27
(8)	139	Jalpaiguri	2,540	456.49
(9)	98	Malda	1,169	139.15
(10)	101	Murshidabad	468	74.89
(11)	129	Nadia	1,256	233.25
(12)	122	North 24 Parganas	931	204.22
(13)	221	Paschim Medinipur	2,380	492.69
(14)	125	Purba Medinipur	906	125.79
(15)	84	Purulia	401	43.23
(16)	214	South 24 Parganas	1,724	272.36
(17)	80	Uttar Dinajpur	1,209	183.74
	2,207	Total	22,941	3,877.53

Appendix-XXV

(Reference : Paragraph 3.2.5)

**Expenditure incurred during 2007-08 on construction/upgradation of
huts for beneficiaries having no proof of land ownerships**

(Rupees in lakh)

Sl. No.	No. of GPs	District	No. of cases where ownership of land not proved	Amount of expenditure incurred on construction/upgradation of huts for beneficiaries having no proof of land ownership
(1)	3	Bankura	19	4.75
(2)	53	Bardhaman	1,025	211.88
(3)	18	Birbhum	270	37.71
(4)	11	Cooch Behar	608	88.08
(5)	1	Dakshin Dinajpur	78	8.06
(6)	11	Hooghly	169	40.38
(7)	2	Howrah	15	3.50
(8)	14	Jalpaiguri	819	140.02
(9)	10	Malda	283	36.54
(10)	9	Murshidabad	44	4.87
(11)	13	Nadia	170	35.59
(12)	11	North 24 Parganas	109	25.08
(13)	14	Paschim Medinipur	635	112.07
(14)	6	Purba Medinipur	85	13.26
(15)	6	Purulia	114	12.68
(16)	10	South 24 Parganas	130	19.60
(17)	13	Uttar Dinajpur	494	92.90
	205	Total	5,067	886.97

Appendix-XXVI

(Reference : Paragraph 3.2.6)

Statement showing no. of GPs where certificates not obtained before release of 2nd instalment during 2007-08

Sl. No.	District	Total no. of GPs where certificates not obtained before release of 2 nd instalment
(1)	Bankura	119
(2)	Bardhaman	220
(3)	Birbhum	92
(4)	Cooch Behar	101
(5)	Dakshin Dinajpur	40
(6)	Hooghly	140
(7)	Howrah	110
(8)	Jalpaiguri	99
(9)	Malda	83
(10)	Murshidabad	153
(11)	Nadia	108
(12)	North 24 Parganas	125
(13)	Paschim Medinipur	202
(14)	Purba Medinipur	150
(15)	Purulia	126
(16)	South 24 Parganas	206
(17)	Uttar Dinajpur	97
Total		2,171

Appendix - XXVII

(Reference: Paragraph 4.1.7)

Statement showing expenditure incurred on incomplete works during 2004-05 to 2008-09 in selected ZPs under RIDF

(Rupees in lakh)

Name of ZPs	Tranches	No. of schemes sanctioned	No. of schemes undertaken	No. of abandoned schemes	No. of schemes completed	No. of schemes not completed	Expenditure on incomplete works	Reason for non-completion
North 24 Parganas	RIDF-VIII	110 (Sishu Siksha Kendras)	100	10	10	90	31.05	Reason not furnished
	RIDF-X	1 (Road)	1	0	0	1	298.85	Local disturbance, labour and fund problem
	RIDF-XI	5 (Roads)	5	0	5	0	0	-
	RIDF-XII	6 (Education Institute and 5 market complexes)	2	4	0	2	123.41	Site problem
Paschim Medinipur	RIDF-VIII	47 (2 roads and 45 Sishu Siksha Kendras)	22	25	22	0	0	-
	RIDF-XII	430 (19 market complexes, 411 Anganwadi Centres)	396	34	3	393	420.30	Reason not furnished
Malda	RIDF-VIII	2 (Roads)	2	0	2	0	0	-
	RIDF-XII	7 (market complexes)	5	2	2	3	42.04	Land, election and monsoon
Total		608	533	75	44	489	915.65	

Appendix - XXVIII
(Reference: Paragraph 5.4.2)

Statement showing idle expenditure of ` 19.58 crore

(Rupees in lakh)

Sl. No.	Name of ZP/PS	Date of commencement	Scheduled time/period of the completion	Incomplete as of	Estimated value	Value of work
ZPs:						
(1)	Paschim Medinipur	3/2003	3/2003	11/2008	11.70	4.25
(2)	Cooch Behar	2/2006	3/2007	11/2008	61.28	25.00
(3)	Murshidabad	3/2006	5/2006	8/2008	47.14	22.50
		1999-00	Not stipulated	9/2008		133.00
(4)	Malda	9/2005	3 months	11/2008	65.64	37.52
(5)	Birbhum	4/06	Not available	1/2009	4.41	1.89
		2005-06	Not available	12/08	-	213.00
		8/2007	Within 4 months	12/2008	16.57	5.16
(6)	Jalpaiguri	7/2002	11/2004	8/2008	14.83	5.38
		2/2006	90 days		40.98	18.84
		2/2006	120 days		11.69	10.57
		8/2007	60 days		24.26	10.62
(7)	Bardhaman	7/1999	Not available	8/2008	65	31.70
(8)	Bankura	5/2005	6 months	9/2008	38.56	16.61
(9)	Purulia	10/2007	6 months	9/2008	172.32	172.32
(10)	South 24 Parganas	6/2002	12 months	9/2008	341.45	214.03
(11)	Howrah	2002	Not found	9/2008	133.50	47.77
(12)	Dakshin Dinajpur	3/2005	10/2005	1/2009	39.36	28.15
(13)	Siliguri MP	7/2007	Not available	11/2008	64.85	46.58
PSS:						
(14)	Thakurpukur-Maheshtala	2/2003	Not found	9/2008	62.69	16.07
(15)	Narayangarh	2/2004	Six months	2/2009	91.35	24.55
(16)	Medinipur Sadar	6/2003	Not available	12/2008	21.21	9.44
(17)	Sabang	7/1998	Not available	12/2008	60.83	64.19
(18)	Nowda	8/2005	Six months	10/2008	43.44	24.27
(19)	Sitai	8/1999	Not found	3/2009	29.46	27.00
(20)	Tamluk	2/2007	45 days	1/2009	9.00	6.19
(21)	Mangalkote	5/2000	Not found	8/2008	13.53	7.86
(22)	Ketugram-II	1/2007	4 months	6/2008	7.37	6.82
(23)	Arsha	2006-07	8/2007	3/2009	29.83	15.93
(24)	Manbazar-II	1/2007	Not available	1/2009	18.21	9.00
(25)	Balarampur	3/2002	Not available	12/2008	30.31	5.54
		8/2005	Not available	12/2008	18.34	15.54
(26)	Kalna-II	12/2000	Not available	2/2009	64.18	53.08
(27)	Raghunathpur-II	2004-05	Not available	11/2008	13.28	7.96
(28)	Jhalda-I	10/2004	1/2005	2/2009	5.00	4.73
		10/2005	12/2005		5.00	2.89
(29)	Barabani	7/2001	Not available	8/2008	18.94	19.82
		3/2007	Not available	9/2008	8.91	4.76
(30)	Hura	12/2004	Not available	12/2008	24.99	22.45
(31)	Jhalda-II	2/2005	Six months	2/2009	5.00	4.75
		4/2005	Six months	2/2009	5.00	3.61
		8/2006	Six months	2/2009	5.00	4.85
		4/2006	Not available	2/2009	14.05	14.05
(32)	Bagdah	7/2002	Not available	7/2008	48.20	48.20
(33)	Kalna-I	4/2002	Not available	4/2008	66.39	57.60
(34)	Keshiary	5/1995	Not available	1/2009	21.42	15.00
(35)	Dantan-II	3/2003	Not available	1/09	45.98	37.90
(36)	Mandirbazar	10/2005	Not available	8/2008	33.45	8.51
(37)	Haringhata	10/2001	Phase wise work order	8/2008	43.74 by 2 phase	39.47
(38)	Uluberia-I	2/2007	-	4/2008	25.50	15.75
(39)	Nalhati-II	6/2000	-	2/2009	45.40	33.00
(40)	Karimpur-II	10/2002	-	2/2009	23.71	13.34
(41)	Krishnanagar-II	9/2004	-	9/2008	9.62	3.79

Sl. No.	Name of ZP/PS	Date of commencement	Scheduled time/period of the completion	Incomplete as of	Estimated value	Value of work
(42)	Tehatta-II	8/2005	3 months	3/2009	40.42	15.33
(43)	Kaliganj	9/2004	-	8/2008	57.73	31.25
(44)	Bongaon	10/2005	90 days	8/2008	25	27.35
(45)	Purbasthali-II	12/2006	6 months	4/2008	21	18.33
(46)	Amta-II	6/2007	45 days	8/2008	10.76	7.63
(47)	Sonamukhi	5/2006	-	3/09	365.02	127.43
(48)	Murshidabad-Ziaganj	12/2007	-	9/2008	25.00	11.67
(49)	Krishnanagar-I	6/2003	8 months	4/2008	24.67	26.36
Total						1,958.15

Appendix-XXIX

(Reference : Paragraph 5.4.6)

Statement showing expenditure incurred on unproductive remunerative assets

(Rupees in lakh)

Sl No.	Name of PRIs	Nature of assets created	Expenditure incurred
Zilla Parishads :			
(1)	Birbhum	Market Complex	335.00
(2)	Nadia	Dak Bangalow	25.93
(3)	North 24 Parganas	Market complex	33.00
Panchayat Samitis :			
(4)	Amta-II	Super market building	19.78
(5)	Baghmundi	Four market complexes	18.00
(6)	Beldanga-I	Market complex	5.07
(7)	Binpur-II	Broiler Hatcheries	21.62
(8)	Bundwan	Market complex	5.47
(9)	Garbeta-II	Hatchery project	13.72
(10)	Gopiballavpur-I	Central Bus Terminus	6.00
(11)	Haldia	Two storied market complexes	21.65
(12)	Haringhata	Shopping complex	12.42
(13)	Jhalda-I	Chicken Shed	19.72
(14)	Karimpur-I	Market Complex cum Community Hall cum Training Centre	19.96
(15)	Karimpur-II	Market Complex	22.67
(16)	Keshpur	Poultry Sheds	23.88
(17)	Labpur	Market Complex	14.02
(18)	Mahishadal	Duckary Project	31.73
(19)	Manbazar-I	Market Complex	54.31
(20)	Murarai-I	Market Complex	24.69
(21)	Nakashipara	Three storied building	17.00
(22)	Raghunathpur-II	Market Complex	8.97
(23)	Raina-II	Community Centre	5.73
(24)	Sankrail	Hatchery Project	91.38
(25)	Santuri	Market Complex	5.03
(26)	Tehatta-I	Sales Centre cum Workshop shed	11.07
(27)	Tufanganj-I	Training Centre	22.22
Total			890.04

Appendix-XXX

(Reference : Paragraph 5.5.4)

Statement showing number and value of lapsed cheques in selected PRIs

(Rupees in crore)

Sl. No.	Name of PRIs	No. of cheques lapsed	Duration of lapsed cheque	Value of the cheques
Zilla Parishads :				
(1)	South 24 Parganas	124	6/2004 to 6/2008	1.61
(2)	Purulia	75	5/2006 to 8/2008	0.53
(3)	Paschim Medinipur	73	9/2004 to 3/2008	0.87
(4)	Purba Medinipur	44	1/2007 to 3/2008	0.22
(5)	Hooghly	46	6/2005 to 3/2008	0.14
(6)	Howrah	58	1/2002 to 3/2008	0.22
(7)	Siliguri Mahakuma Parishad	80	9/1989 to 3/2008	0.14
Panchayat Samitis :				
(8)	Hariharpara	10	8/2007 to 3/2008	0.03
(9)	Sagar	3	2000 to 11/2007	0.02
(10)	Murshidabad-Ziaganj	1	3/2008	0.06
(11)	Keshiary	23	10/2007 to 3/2008	0.05
(12)	Debra	8	1/2008 to 3/2008	0.01
(13)	Gangajalghati	23	2/2000 to 3/2008	0.02
(14)	Patrasayer	14	1/1984 to 11/2005	0.03
Total		582		3.95

Appendix-XXXI
(Reference : Paragraph 5.5.9)

Statement showing failure to collect fixed revenue of ` 5.81 crore

(Rupees in lakh)

Sl. No.	Name of PRIs	Particulars of own source revenue	Amount
Zilla Parishads:			
(1)	North 24 Parganas	Building rent	25.93
		Stall rent & <i>Salami</i>	36.56
		Development of residential cum market complex	97.58
(2)	Paschim Medinipur	Rent of 15 rooms	11.59
(3)	Uttar Dinajpur	Rent of market stall/ferry <i>ghat/bungalow</i>	10.57
(4)	Birbhum	Toll tax	79.72
		Lease of bridge	37.54
(5)	Cooch Behar	<i>Atithi Niwas</i>	2.63
(6)	Jalpaiguri	Mangalbari Roadside Stalls	11.78
(7)	Howrah	Shopping complex	2.22
(8)	Malda	Binoy Sarkar <i>Atithi Abas</i>	2.14
		Lease of Ferry <i>Ghat</i>	1.06
(9)	Nadia	Stall rent	4.57
(10)	South 24 Parganas	Lease rent of ferry <i>ghat</i>	15.11
Panchayat Samitis:			
(11)	Murshidabad-Ziaganj	Lease rent	2.39
(12)	Nowda	Lease rent	6.05
(13)	Haringhata	License fees	3.33
(14)	Tamluk	Radhamani market stall rent	3.54
		Rent of office premises	2.81
		Nimtouri market stall rent	3.65
(15)	Bardhaman-I	Stall rent	2.87
(16)	Nabagram	Rent of stall and building	6.19
(17)	Krishnanagar-I	Stall rent	2.62
(18)	Egra-I	Lease rent	5.46
(19)	Dinhata-II	Stall rent	1.80
		Taxes, duties & fees for different business	29.44
(20)	Alipurduar-II	Hat, Ferry <i>ghat</i> & Pond	1.30
(21)	Berhampore	Ferry <i>ghat</i>	1.71
(22)	Nalhati-I	Rent of stalls	11.40
(23)	Raina-I	Hat, ferry <i>ghat</i>	1.49
(24)	Ketugram-II	Rent of building	1.40
(25)	Samserganj	Rent of stall	6.10
		License fee	4.73
(26)	Sahid Matangini	Mini Market complex	13.98
		Rent of office building	2.36
(27)	Chapra	Ferry <i>ghat</i>	11.74
(28)	Sutahata	Stall rent	13.53
		House rent	1.36
(29)	Tapan	Stall rent	1.66
(30)	Balarampur	Stall rent	1.08
(31)	Para	Stall rent	8.00
(32)	Mururai-I	Market rent	2.00
		Toll tax	1.64
(33)	Nanoor	Rent of stalls	1.67
(34)	Kharagpur-II	Stall and building rent	6.48
(35)	Bharatpur-I	Rent of stall, building	4.60
(36)	Nakashipara	Licence fees	39.90
		Lease rent	3.59
(37)	Raghunathpur-I	Office building, community hall	1.60

(38)	Sitai	Rent of stalls, lease of ponds, <i>haats</i> etc.	2.26
(39)	Raghunathganj-I	License fees	6.32
(40)	Jalangi	Trade license fees	2.03
(41)	Bandwan	Stall rent	1.65
(42)	Medinipur sadar	Stall rent	0.56
(43)	Dantan-I	Stall rent	2.23
(44)	Puncha	Licence fees	2.64
(45)	Tehatta-I	Lease rent	3.41
(46)	Memari-I	Lease of ponds	7.01
Total			580.58

Appendix-XXXII

(Reference : Paragraph 5.5.11)

Statement showing unadjusted advance with duration of unadjustment

(Rupees in lakh)

Sl. No.	Name of PRI	Period of Advance	Advance paid	Adjustment (if any)	Unadjusted amount	Unadjusted rice (in qtl.)	Unadjusted as of
(1)	Dakshin Dinajpur ZP	2003-07	10.55		27.38		December 2008
		2006-07	9.64				
		2007-08	7.19				
		Total	27.38				
(2)	Hooghly ZP	2004-05	20.54		48.86		August 2008
		2005-06	10.23				
		2006-07	8.19				
		2007-08	9.90				
		Total	48.86				
(3)	Howrah ZP	2006-07	0.85		10.36		November 2008
		2007-08	9.51				
		Total	10.36				
(4)	Nadia ZP	2004-05	3.29		243.09		September 2008
		2005-06	3.02				
		2006-07	20.24				
		2007-08	216.54				
		Total	243.09				
(5)	Paschim Medinipur ZP	Prior to 1999 to 2000	1.93		2.55		November 2008
		1999-00	0.05				
		2000-01	0.57				
		Total	2.55				
(6)	Purulia ZP	2007-08	120.16	15.67	104.49		September 2008
		Total	120.16				
(7)	Siliguri MP	2003-04	0.93		17.47		November 2008
		2004-05	0.82				
		2005-06	0.71				
		2006-07	1.56				
		2007-08	5.30				
		2008-09	8.15				
		Total	17.47				
(8)	Alipurduar-II PS	2001-04	2.31		12.94		August 2008
		2007-08	10.63				
		Total	12.94				
(9)	Amta-I PS	2006-07	1.17		1.81		March 2009
		2007-08	0.64				
		Total	1.81				

(10)	Ausgram-I PS	2003-04	0.08		12.60	June 2008
		2004-05	1.05			
		2005-06	2.02			
		2007-08	9.45			
		Total	12.60			
(11)	Baghmundi PS	2006-07	4.35		9.15	January 2009
		2007-08	4.80			
		Total	9.15			
(12)	Bagnan-I PS	2006-07	0.17		11.73	April 2008
		2007-08	11.43			
		2008-09	0.13			
		Total	11.73			
(13)	Barabani PS	2005-06	1.41		2.34	September 2008
		2006-07	0.33			
		2007-08	0.60			
		Total	2.34			
(14)	Bharatpur-I PS	2004-05	5.86		27.00	March 2009
		2005-06	1.79			
		2006-07	14.48			
		2007-08	4.87			
		Total	27.00			
(15)	Beldanga-I PS	2004-05	0.52		10.87	September 2008
		2005-06	9.88			
		2006-07	0.30			
		2007-08	0.17			
		Total	10.87			
(16)	Bhatar PS	2006-07	4.48		4.94	April 2008
		2007-08	0.46			
		Total	4.94			
(17)	Binpur-II PS	2007-08	36.28		48.24	March 2009
		2008-09	11.96			
		Total	48.24			
(18)	Budge Budge-I PS	2003-04	0.06		4.86	March 2009
		2004-05	4.64			
		2005-06	0.16			
		Total	4.86			
(19)	Bardhaman-I PS	2005-06	1.05	129.30	16.97	August 2008
		2006-07	29.32			
		2007-08	115.90			
		Total	146.27			
(20)	Chandrakona-I PS	2007-08	1.88		1.88	October 2008
		Total	1.88			
(21)	Debra PS	2007-08	6.42		10.02	December 2008
		2008-09	3.60			
		Total	10.02			

(22)	Deshpran (Contai-II) PS	2006-07	0.50		8.46		January 2009
		2007-08	7.96				
		Total	8.46				
(23)	Gaighata PS	2006-07	0.61		53.46		August 2008
		2007-08	52.85				
		Total	53.46				
(24)	Gangajalghati PS	2005-06	19.86		43.69		September 2008
		2006-07	22.03				
		2007-08	1.80				
		Total	43.69				
(25)	Illambazar PS	2004-05	1.24		20.11		March 2009
		2005-06	18.87				
		Total	20.11				
(26)	Jamboni PS	2005-06	0.22		12.28		February 2009
		2006-07	8.43				
		2007-08	3.63				
		Total	12.28				
(27)	Jhalda-II PS	2007-08	3.47		3.47		February 2009
		Total	3.47				
(28)	Joypur PS	2002-03	4.42		26.03	2,255.02	August 2008
		2003-04	11.03				
		2004-05	10.58				
		Total	26.03				
(29)	Kanksa PS	2007-08	5.09	5.09	4.14		March 2009
		2008-09	4.14				
		Total	9.23				
(30)	Karimpur-II PS	2004-06	2.16		13.31		February 2009
		2006-07	8.55				
		2007-08	1.65				
		2008-09	0.95				
		Total	13.31				
(31)	Katwa-I PS	2006-07	1.20		2.17		September 2008
		2007-08	0.97				
		Total	2.17				
(32)	Khandaghosh PS	2008-09	11.37	5.01	6.36		April 2008
		Total	11.37				
(33)	Kharagpur-II PS	2003-04	6.23		24.54		June 2008
		2004-05	9.21				
		2005-06	8.96				
		2006-07	0.15				
		Total	24.54				
(34)	Krishnanagar-I PS	2003-06	6.72		7.13		April 2008
		2006-07	0.26				
		2007-08	0.15				
		Total	7.13				

(35)	Kumarganj PS	2003-04	2.47	6.13	1.46	March 2009
		2004-05	2.13			
		2005-06	0.77			
		2006-07	2.07			
		2007-08	0.15			
		Total	7.59			
(36)	Memari-I PS	2003-04	8.07		8.81	July 2008
		2004-05	0.74			
		Total	8.81			
(37)	Mohanpur PS	2007-08	8.06		8.06	February 2009
		Total	8.06			
(38)	Murarai-I PS	2004-05	0.37		17.94	January 2009
		2005-06	3.72			
		2006-07	8.90			
		2007-08	4.95			
		Total	17.94			
(39)	Nabagram PS	2004-05	0.15		17.13	July 2008
		2005-06	6.90			
		2006-07	1.62			
		2007-08	8.46			
		Total	17.13			
(40)	Nalhati-I PS	2006-07	3.03		3.33	December 2008
		2007-08	0.30			
		Total	3.33			
(41)	Nayagram PS	2006-07	1.13		3.48	April 2008
		2007-08	2.35			
		Total	3.48			
(42)	Nowda PS	2003-04	1.23		24.68	October 2008
		2004-05	0.10			
		2005-06	7.11			
		2006-07	6.34			
		2007-08	9.90			
		Total	24.68			
(43)	Purbasthali-I PS	2004-05	0.07		13.30	April 2008
		2005-06	3.67			
		2006-07	0.66			
		2007-08	8.90			
		Total	13.30			
(44)	Purbasthali-II PS	2005-06	0.43		18.93	April 2008
		2006-07	8.46			
		2007-08	10.04			
		Total	18.93			
(45)	Raghunathpur-I PS	2005-06	1.99		8.93	October 2008
		2006-07	6.64			
		2007-08	0.30			
		Total	8.93			

(46)	Raina-I PS	2006-07	39.13		39.58	223.27	January 2009
		2007-08	0.45				
		Total	39.58				
(47)	Raina-II PS	2006-07	2.65		7.71		February 2009
		2007-08	0.31				
		2008-09	4.75				
		Total	7.71				
(48)	Samserganj PS	2004-05	8.44		72.87		March 2009
		2005-06	29.30				
		2006-07	35.13				
		Total	72.87				
(49)	Suti-I PS	2005-06	0.14		4.76		December 2008
		2006-07	1.91				
		2007-08	2.71				
		Total	4.76				
(50)	Tapan PS	2002-03	0.29		4.40		March 2009
		2003-04	0.30				
		2004-05	0.23				
		2005-06	0.50				
		2006-07	0.19				
		2007-08	1.51				
		2008-09	1.38				
		Total	4.40				
(51)	Uluberia-I PS	2002-04	3.20		11.22	294.20	April 2008
		2004-06	0.15				
		2006-08	7.87				
		Total	11.22				
Total unadjusted advances			1,282.49	161.20	1,121.29	2,772.49	

