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सत्यमेव जयते

**REPORT  
OF THE  
COMPTROLLER AND  
AUDITOR GENERAL OF INDIA**

**FOR THE YEAR ENDED 31 MARCH 2000**

**GOVERNMENT OF TRIPURA**

1871  
1872

## TABLE OF CONTENTS

	<i>Paragraph</i>	<i>Page(s)</i>
Preface		xiii
Overview		xvii-xxxii
 <b><i>CHAPTER I - AN OVERVIEW OF THE FINANCES OF THE STATE GOVERNMENT</i></b> 		
Introduction	1.1	1
Financial position of the State	1.2	1-2
Sources and applications of fund	1.3	2-3
Financial operations of the State Government	1.4	3-6
Revenue receipts	1.5	6-7
Revenue expenditure	1.6	8-10
Capital expenditure	1.7	10
Quality of expenditure	1.8	10-11
Financial Management	1.9	12-15
Public debt	1.10	16-17
Indicators of the financial performance	1.11	17-21
 <b><i>CHAPTER II - APPROPRIATION AUDIT AND CONTROL OVER EXPENDITURE</i></b> 		
Introduction	2	29
Summary of Appropriation Accounts	2.1	29-30
Excess over provision relating to previous years requiring regularisation	2.2	30-31
Results of Appropriation Audit	2.3	31-33
 <b>RURAL DEVELOPMENT DEPARTMENT</b> 		
Parking of direct Central assistance to District Rural Development Agency for implementation of Centrally Sponsored Schemes.	2.4	33-34
 <b>MISCELLANEOUS DEPARTMENTS</b> 		
Outstanding Action Taken Notes on recommendation of the Public Accounts Committee	2.5	34

	<i>Paragraph</i>	<i>Page(s)</i>
<b>CHAPTER III - CIVIL DEPARTMENTS</b>		
<b>SECTION -A</b>		
<b>EDUCATION DEPARTMENT</b>		
Control Mechanism of Primary Education	3.1	35-47
<b>HEALTH AND FAMILY WELFARE DEPARTMENT</b>		
National Family Welfare Programme	3.2	48-61
Implementation of Prevention of Food Adulteration Act	3.3	62-70
<b>PLANNING AND CO-ORDINATION DEPARTMENT</b>		
Member of Parliament Local Area Development Scheme	3.4	71-79
<b>RURAL DEVELOPMENT DEPARTMENT</b>		
Indira Awaas Yojana	3.5	80-92
<b>SCIENCE TECHNOLOGY AND ENVIRONMENT DEPARTMENT</b>		
Implementation of Environmental Acts and Rules relating to Water Pollution	3.6	93-103
<b>URBAN DEVELOPMENT, AND INDUSTRIES AND COMMERCE DEPARTMENTS</b>		
Urban Employment Generation Programme	3.7	104-120
<b>MISCELLANEOUS DEPARTMENTS</b>		
Upgradation of District Administration and Primary Education and Special Problem Grants recommended by X Finance Commission	3.8	121-131
<b>SECTION - B</b>		
<b>AGRICULTURE DEPARTMENT</b>		
Excess payment on procurement of fertiliser	3.9	132-133
Loss due to under-recovery of maintenance cost of power tillers and mini tractors	3.10	133-134



	<i>Paragraph</i>	<i>Page(s)</i>
<b>FOOD AND CIVIL SUPPLIES DEPARTMENT</b>		
Loss due to delay in revision of issue price	3.11	134
Loss of Sales Tax of Rs. 46.38 lakh to the State exchequer due to non-deduction of tax at source	3.12	135
Misappropriation of stores in Government godown	3.13	136
 <b>INDUSTRIES AND COMMERCE DEPARTMENT</b>		
Transport Subsidy Scheme	3.14	136-139
 <b>RURAL DEVELOPMENT DEPARTMENT</b>		
Inordinate delay in finalisation of list of families below poverty line	3.15	139-141
 <b>TRIBAL REHABILITATION IN PLANTATION AND PRIMITIVE GROUP PROGRAMME DEPARTMENT</b>		
Locking up of funds received under Central Assistance	3.16	141-142
 <b>MISCELLANEOUS DEPARTMENTS</b>		
Abstract Contingent Bills	3.17	142-144

#### ***CHAPTER IV - WORKS EXPENDITURE***

##### **SECTION-B**

###### **PUBLIC WORKS DEPARTMENT**

Extra avoidable expenditure of Rs. 25.42 lakh on procurement of pipes	4.1	145-146
Extra expenditure of Rs. 11.02 lakh	4.2	146
Excess expenditure of Rs. 9.11 lakh	4.3	147
Extra avoidable expenditure of Rs. 8.92 lakh	4.4	148-149
Non-recovery of Rs. 6.10 lakh due from the contractors	4.5	149-150
Avoidable expenditure of Rs. 4.96 lakh for not paying the bill in time	4.6	151
Locking up of funds	4.7	152-153

###### **POWER DEPARTMENT**

Extra expenditure due to failure to consume contracted quantity of gas	4.8	154-155
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	<i>Paragraph</i>	<i>Page(s)</i>
<b>PUBLIC WORKS AND POWER DEPARTMENTS</b>		
Outstanding Inspection Reports	4.9	155-158
 <b>CHAPTER V - STORES AND STOCK</b>		
<b>SECTION-B</b>		
<b>POWER DEPARTMENT</b>		
Irregular closure of agreement leading to loss of Rs.19.56 lakh	5.1	159-160
 <b>CHAPTER VI -REVENUE RECEIPTS</b>		
General	6.1	161
Trend of revenue receipts	6.1.1	161
Tax Revenue raised by the State	6.1.2	161-162
Non- Tax Revenue of the State	6.1.3	162
Variations between Budget Estimates and Actuals	6.1.4	162-163
Cost of collection	6.1.5	163-164
Arrears in assessment	6.1.6	164
Uncollected revenue	6.1.7	165
Outstanding Inspection Reports and audit observations	6.1.8	165-166
Results of Audit	6.2	166-167
 <b>SECTION - B</b>		
<b>FINANCE DEPARTMENT</b>		
<b>SALES TAX</b>		
Non-levy/short-levy of penalty	6.3	168
 <b>STATE EXCISE</b>		
Non-realisation of import fee	6.4	169
 <b>FOREST DEPARTMENT</b>		
Loss of revenue	6.5	170
 <b>CHAPTER VII - FINANCIAL ASSISTANCE TO LOCAL BODIES AND OTHERS</b>		
General	7.1	171
Delay in furnishing utilisation certificates	7.1.2	171-172
Delay in submission of information/accounts	7.1.3	172-175
Auditing arrangement	7.1.4	175-176

	<i>Paragraph</i>	<i>Page(s)</i>
<b>CHAPTER VIII - GOVERNMENT COMMERCIAL AND TRADING ACTIVITIES</b>		
General view of Government Companies and Statutory Corporation	8.1	177-185
<b>SECTION-A</b>		
<b>INDUSTRIES AND COMMERCE DEPARTMENT</b>		
Working of the Tripura Tea Development Corporation Limited	8.2	186-195
<b>POWER DEPARTMENT</b>		
Tariff Billing and Collection of Revenue	8.3	196-207
<b>SECTION- B</b>		
<b>INDUSTRIES DEPARTMENT</b>		
<b>TRIPURA JUTE MILLS LIMITED</b>		
Loss due to shortfall in production compared to prescribed norms	8.4	208-109
<b>APPENDICES</b>		
	<i>Appendix Number</i>	
Cases where supplementary provision proved unnecessary	I	213
Statement showing cases where supplementary provision was made in excess of actual requirement	II	214
Excess of expenditure over provision requiring regularisation	III	215
Statement showing the cases where supplementary provision was inadequate	IV	216
Statement showing cases where expenditure fell short by Rs.10 lakh and over 10 <i>per cent</i> of the provision	V	217-218
Statement showing significant cases of persistent savings	VI	219

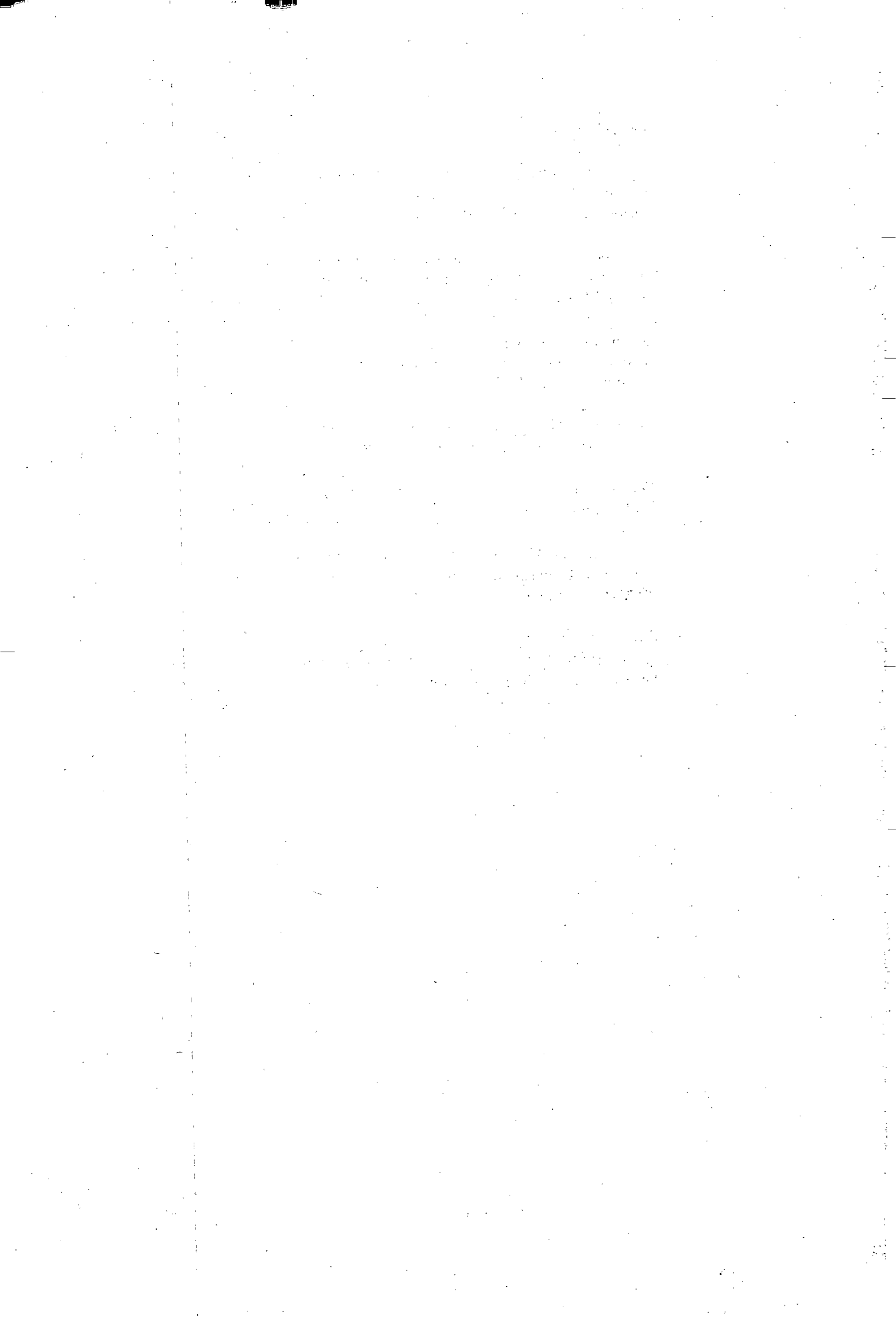
<i>APPENDICES</i>	<i>Appendix Number</i>	<i>Page(s)</i>
Expenditure exceeding the provision by more than Rs.25 lakh and also by more than 10 per cent of the total provision	VII	220
Injudicious re-appropriation of funds	VIII	221-228
Expenditure incurred without budget provision	IX	229
Statement showing the amounts of saving of Rs.10 lakh and above not surrendered	X	230-232
Statement showing the amounts surrendered in excess of actual saving	XI	233
Controlling officers who did not carry out reconciliation at all	XII	234
Statement showing Rush of expenditure in the month of March 2000	XIII	235
Statement showing rural-urban disparity in posting of teachers	XIV	236
Statement showing non-supply of rice to eligible students under the scheme of NSPE	XV	237
Budget estimates and actual expenditure under National Family Welfare Programme	XVI	238
Statement showing details of target and achievement of the State on National Family Planning during the period from 1995-96 to 1999-2000	XVII	239
Statement showing details of antenatal cases registered in PPCs and the number of tests conducted for detection of complications during 1995-96 to 1999-2000	XVIII	240
Statement showing details of antenatal check ups and immunisation with TT during 1995-96 to 1999-2000	XIX	241

<i>APPENDICES</i>	<i>Appendix Number</i>	<i>Page(s)</i>
Statement showing details of Children (0-1 year) immunised with various doses of vaccines in the State under Universal Immunisation Programme during 1995-96 to 1999-2000	XX	242
Statement as per annual report showing samples drawn, examined, adulterated, number of prosecutions launched, cases decided/convicted/acquitted, fines realised etc.	XXI	243
Statement showing the position of samples collected, samples found adulterated, cases initiated, cases convicted etc. in respect of West and South Tripura Districts and Agartala Municipal Council (AMC)	XXII	244
Statement showing position of food samples received from 3 States for testing in RFDL, at Agartala	XXIII	245
Extent of delay in completion of works for which completion reports were received during 1997-98 to 1999-2000 as per data made available	XXIV	246
Statement showing financial position of the Board at the end of 1999-2000	XXV	247
Statement showing the short realisation of consent fee during the period from 1994-95 to 1999-2000 (Water Act)	XXVI	248
Health profile of the State	XXVII	249
Water analysis report in respect of Agartala and Udaipur Water laboratories under Public Health Engineering wing of the PWD	XXVIII	250
Statement showing assessment of water cess	XXIX	251
Statement showing the amount of grants released by the GOI, the State Government and the expenditure incurred by the Implementing Agencies in respect of various activities during the period from 1995-96 to 1999-2000	XXX	252-253

**APPENDICES**

	<b>Appendix Number</b>	<b>Page(s)</b>
Statement showing abstract contingent bills remaining outstanding against the drawing and disbursing officers as of April 2000	<b>XXXI</b>	254-256
Statement showing particulars of paid up capital, equity/loans received out of budget, other loans and loans outstanding as on 31 March 2000 in respect of Government Companies and Statutory Corporations	<b>XXXII</b>	257
Summarised financial results of Government Companies and Statutory Corporation for the latest year for which accounts were finalised up to 30 September 2000	<b>XXXIII</b>	258
Statement showing subsidy received, guarantees received, waiver of dues, loans on which moratorium allowed and loans converted into equity during the year, subsidy receivable and guarantee outstanding at the end of March 2000	<b>XXXIV</b>	259
Statement showing financial position of Statutory Corporation	<b>XXXV</b>	260
Statement showing working results of Corporation	<b>XXXVI</b>	261
Statement showing Operational Performance of Statutory Corporation	<b>XXXVII</b>	262
Statement showing the financial position of Tripura Tea Development Corporation Ltd. for the period from 1994-95 to 1998-99	<b>XXXVIII</b>	263

<i>APPENDICES</i>	<i>Appendix Number</i>	<i>Page(s)</i>
Statement showing the working result of Tripura Tea Development Corporation Ltd. for the period from 1994-95 to 1998-99	XXXIX	264
Statement showing Estate-wise production of green leaves indicating area under cultivation of tea, yield as per norms, actual yield etc.	XL	265
Statement showing excess engagement of labourers per year against the land under cultivation of tea	XLI	266
Statement showing the productivity of labour during the period from 1994-95 to 1998-99	XLII	267
Performance under the scheme for cultivation of tea by small growers	XLIII	268
Statement showing operational performance of the Power Department during 1995-96 to 1999-2000 (Provisional)	XLIV	269
Statement showing the arrear of revenue at the end of 1995-96 in respect of 11 Consumer Sub-Divisions under the Power Department	XLV	270





## PREFACE

1. This Report has been prepared for submission to the Governor under Article 151 of the Constitution.
2. Chapters I and II of this Report respectively contain Audit observations on matters arising from examination of Finance Accounts and Appropriation Accounts of the State Government for the year ended 31 March 2000.
3. The remaining chapters deal with the findings of performance audit and audit of transactions in the various departments including the Public Works and Irrigation Department, audit of Stores and Stock, audit of Autonomous Bodies and departmentally run commercial undertakings.
4. The Report also contains the observations arising out of audit of Statutory Corporations, Boards and Government Companies and the observations on Revenue Receipts.
5. The cases mentioned in the Report are among those which came to notice in the course of test audit of accounts during the year 1999-2000 as well as those which has come to notice in earlier years but could not be dealt with in previous Reports; matters relating to the period subsequent to 1999-2000 have also been included, wherever necessary.



# **OVERVIEW**



OVERVIEW



## OVERVIEW

This Report includes two chapters containing observations of Audit on the Finance and the Appropriation Accounts of the State Government for the year 1999-2000 and six other chapters, comprising 10 reviews on development and welfare programmes and other activities, apart from 23 audit paragraphs containing audit comments on various irregularities. A synopsis of the important findings contained in the reviews and more important paragraphs is presented below.

### 1. An overview of the finances of the State Government

**Assets and liabilities :** Assets of the State Government increased by 17 *per cent* from Rs.2233.15 crore in 1998-99 to Rs.2619.56 crore in 1999-2000, while the liabilities increased by 28 *per cent* from Rs.1458.77 crore to Rs.1867.99 crore during the year.

**Revenue receipts :** Revenue receipts of the State Government increased from Rs.1268.35 crore in 1998-99 to Rs.1438.26 crore in 1999-2000 registering an increase of 13 *per cent*. The total receipts from the Central Government (Rs.1260.33 crore) during the year represented 88 *per cent* of the total revenue receipts and 86 *per cent* of the revenue expenditure (Rs.1461.07 crore). Tax revenue raised by the State grew by 21 *per cent* from Rs.84.13 crore in 1998-99 to Rs.101.74 crore in 1999-2000 and non-tax revenue by 70 *per cent* from Rs.44.83 crore to Rs.76.19 crore during the same period.

**Revenue expenditure :** Revenue expenditure of the State grew by 24 *per cent* from Rs.1175.62 crore in 1998-99 to Rs.1461.07 crore in 1999-2000 and constituted 85 *per cent* of total expenditure in 1999-2000. The rate of growth in non-plan component of revenue expenditure during the last 5 years was higher (104 *per cent*) than the plan expenditure (44 *per cent*). During 1999-2000, the revenue expenditure was more than the revenue receipts, resulting in revenue deficit of Rs. 22.81 crore.

During 1999-2000, the State Government paid interest of Rs.185.21 crore on debt and other obligations. The interest burden had an increase of 32 *per cent* over that of previous year and 109 *per cent* over a period of 5 years ending March 2000.

**Investment and return :** The State Government invested Rs.20.87 crore during 1999-2000. Of this, Rs.7.42 crore was in Statutory Corporation, Rs.11.11 crore in Government Companies, and Rs.2.34 crore in Co-operative Societies and Banks. With these fresh investments, the total investment of the Government as of March 2000 stood at Rs.198.85 crore. No dividend/interest was received by the Government on such investments.

**Fiscal deficit :** Fiscal deficit is defined as the excess of revenue and capital expenditure (including net loans given) over the revenue receipts (including



grants-in-aid received). During 1999-2000, fiscal deficit was Rs.290.51 crore, which had increased by 757 per cent over the level of 1995-96.

**Public debt and other liabilities :** During the five years ending 1999-2000, there was 106 per cent growth in internal debt, 105 per cent growth in loans and advances from Central Government and 82 per cent growth in other liabilities. The net availability of funds from public debt and other liabilities for investment and other expenditure ranged between 6 per cent and 39 per cent after repayments during the 5 years ending March 2000.

**Analysis of financial performance with indicators :** Some of the major findings that emerged from analysis of financial performance of the State Government with various indicators were as follows : (i) the interest burden on the Government was substantial and was on a rising trend; (ii) there was much scope for augmentation of tax base; and (iii) the Government had not been earning any dividend/interest on the investments.

(Paragraph 1)

## 2. Appropriation Audit and Control over Expenditure

**Excess expenditure over grants/appropriations not regularised for the past several years :** Though it was mandatory for the Government to get the excess expenditure over grants/appropriations regularised, such excess expenditure of Rs.673.40 crore pertaining to the years from 1987-88 to 1999-2000 was yet to be regularised.

**Overall savings/excess :** Against the total gross provision of Rs.2170.86 crore, the total gross expenditure during the year was Rs.1857.16 crore. The overall saving of Rs.313.70 crore was the net effect of savings of Rs.337.65 crore in 43 grants/appropriations, and excess of Rs.23.95 crore in 12 grants/appropriations.

**Supplementary grants :** Supplementary grants of Rs.30.56 crore obtained in 20 cases proved unnecessary in view of aggregate savings of Rs.145.83 crore. In other 5 cases, supplementary provision of Rs.8.89 crore proved insufficient, leaving an aggregate uncovered excess expenditure of Rs.20.04 crore.

**Surrender of savings :** There were 52 cases in which savings amounting to Rs. 185.46 crore was not surrendered, though, as per the financial rules, the spending departments were required to surrender the amount of a grant/appropriation or portion thereof to the Finance Department as and when the saving was anticipated. In 34 cases out of 52, the amount of available savings of Rs. 50 lakh and above in each case was not surrendered, which aggregated Rs. 181.65 crore.

**Expenditure incurred without budget provision :** Expenditure of Rs.7.84 crore was incurred in 4 grants/appropriations, although no budget provision for them was available during the year.

**Reconciliation of departmental figures :** The Controlling Officers were required to reconcile the departmental figures of expenditure with figures



booked by the Accountant General (Accounts and Entitlement) before closure of the accounts for the year. But such reconciliation in respect of expenditure of Rs.25.13 crore had not been carried out by 4 Controlling Officers. 4 other Controlling Officers carried out partial reconciliation and did not reconcile expenditure of Rs.29.94 crore.

**Rush of expenditure :** The financial rules require that the Government expenditure should be evenly distributed throughout the year to avoid rush of expenditure at the end of the year. Contrary to this, under 14 grants/appropriations, expenditure of Rs.57.23 crore was incurred in March 2000. This constituted 18 *per cent* of the total expenditure of these grants/appropriations during the year 1999-2000.

**Parking of direct Central assistance:** The District Rural Development Agency, West Tripura received Rs. 48.85 crore from the Government of India directly as Central assistance for implementation of various Centrally Sponsored Schemes during the period from 1995-96 to 1999-2000. At the first instance, the DRDA deposited the amount to savings bank account and subsequently credited into treasury to the State Receipt Head, violating the instructions of the GOI. This frustrated the purpose of direct funding of the schemes for their speedy implementation.

**Outstanding Action Taken Notes:** As per rules, it is mandatory for the Departments to submit to the Public Accounts Committee through Finance Department the Action Taken Notes on the recommendations of the PAC within 6 months from the date of presentation of the Report of the PAC containing the recommendations to the Legislature. But 21 Departments had not furnished the Action Taken Notes within the stipulated period, as of October 2000.

( Paragraph 2)

### **3. Audit Reviews on Development/Welfare Programmes etc.**

#### **3.1 Control Mechanism of Primary Education**

The school education wing of the State Education Department was entrusted with the job of execution of the action plan to achieve the objectives of the National Policy on Education. The objectives consist mainly of universalisation of Primary Education, reduction of drop out rate and improvement in the quality of education. A review of Control Mechanism of Primary Education covering the period from 1995-96 to 1999-2000 revealed that the programme of primary education suffered from lack of co-ordination and sincere efforts, internal control mechanism was absent and the Government did not fix any time schedule for universalisation of primary education.

- Deployment of 479 teachers in 861 schools under 9 Inspectorates in excess of norms prescribed by the Department resulted in avoidable excess expenditure of Rs. 2.01 crore per year.



- There was rural-urban disparity in posting of teachers as Audit noticed excess posting of 37 teachers in 11 schools of Agartala municipal area, while 53 schools in rural areas under 5 Inspectorates were having shortage of 57 teachers.
- The Department never attempted to compile the data on enrolment of children in the age group of 6-11 years separately, making it difficult to compare its performance with the target of universalisation of primary education.
- The drop out rate at the primary stage, ranged between 50 and 55 *per cent* during the years 1995-96 to 1999-2000 and was quite high as compared to all India drop out rate of 39, in 1997-98. The position was still worse in case of S.T. students where drop out rate was between 67 and 70 *per cent*.
- Appointment and posting of 2149 Kokborak teachers in 926 schools where the language was not being taught resulted in wasteful expenditure of Rs.45.13 crore on their pay and allowances during 1995-96 to 1999-2000.
- Defective planning and execution of the work of construction of DIET buildings in North and South Districts led to cost overrun that stalled the work, which in turn made the expenditure of Rs. 1.63 crore on the buildings unfruitful.
- Although Rs. 0.91 crore was spent on DIETs of West and South Districts, neither of them was made functional even after lapse of 5 to 10 years due to failure of the Department to fill up the key posts of Principals, Instructors and other staff.
- Out of 861 schools under 9 Inspectorates test checked, 49 *per cent* had no pucca buildings, 28 *per cent* no safe drinking water facilities, and 56 *per cent* no toilet facilities indicating lack of basic infrastructural facilities envisaged to be created under the universal primary education programme.
- Expenditure of Rs. 33.21 lakh incurred for the purpose of purchase of equipment for DIETs during 1995-96 to 1999-2000 in West and South districts proved infructuous since none of the DIETs was made functional.
- Only 28 Inspecting Officers, were in position against 108 sanctioned posts and the existing Inspecting Officers also were not inspecting the schools at regular intervals as per norms. Shortfall in inspection during 1998-99 ranged between 64 and 67 *per cent* in 9 Inspectorates.

**(Paragraph 3.1)**

### **3.2 National Family Welfare Programme**

The Government of India (GOI) launched the Family Welfare Programme in 1952 as a *cent per cent* Centrally sponsored scheme with a view to stabilising the population of the country by persuading the people to adopt small family



norm. A review on implementation of the programme in the State during 1995-96 to 1999-2000 revealed that the main objective of the programme and the demographic goals grossly remained unfulfilled due to lack of proper planning and co-ordination. Maldistribution of staff adversely affected the quality of health care system.

- Out of the grants of Rs. 1.01 crore and Rs. 1.30 crore released by the GOI for Urban Family Welfare Centres (UFWCs) and Post Partum Centres (PPCs) respectively, during 1995-96 to 1999-2000, Rs. 0.82 crore and Rs.0.98 crore respectively were not released by the State Government for utilisation and ultimately diverted to other components of the programme.
- Against the norms of providing 4 Medical Officers to PHCs and 4 Specialists to CHCs, the deployment of Medical Officers to PHCs ranged from 1 to 7, while no specialist was posted to any of the CHCs. Each of the 330 sub-centres was provided with one Multipurpose Worker against the norm of 2. This maldistribution of staff adversely affected the rural health care system.
- Against the requirement of 72.56 lakh conventional contraceptives (CCs) for 1,00,779 males and 15.07 lakh oral pill cycles (OPCs) for 1,15,937 females claimed to have been covered for spacing the births during 1995-96 to 1999-2000, according to the statements of achievement furnished by the Department, 44.34 lakh CCs and 12.03 lakh OPCs only were issued. The achievements were thus, over-reported.
- Against the demographic goal for 60 *per cent* couple protection rate (CPR) to be achieved by 2000 AD, couples effectively protected was only 33 *per cent* at the end of 1999-2000.
- Against the goal of Health for All (HFA) to reduce the percentage of under-weight babies to 10 by 2000 AD, the percentage of under-weight babies of institutional births ranged from 50 (1995-96) to 60 (1998-99) during the period from 1995-96 to 1999-2000.
- The minimum number of tests ranging from 40,812 to 46,605 per year were required to be conducted by Post Partum Centres to detect any complications during pregnancies, while the tests actually conducted during 1995-96 to 1999-2000 ranged from 254 (1999-2000) to 398 (1995-96). The shortfall in conducting tests during the whole period was 99 *per cent*.
- The number of antenatal cases registered ranged between 62,841 (1996-97) and 76,299 (1999-2000) per year during 1995-96 to 1999-2000. Against a minimum of 4 physical check ups, 3 physical check ups were conducted for antenatal cases ranging from 35,918 (1995-96) to 38,697 (1997-98). The shortfall in conducting check ups ranged between 39 *per cent* and 53 *per cent*.



- Against the target for coverage of 100 *per cent* immunisation of the children in the age group of 0-1 year, the percentage of the children actually covered by immunisation ranged between 56 (1999-2000) and 66 (1997-98) for BCG, 41 (1998-99) and 55 (1997-98) for Measles and 48 (1995-96) to 62 (1997-98) for DPT and Polio respectively.

**(Paragraph 3.2)**

### **3.3 Implementation of Prevention of Food Adulteration Act**

The Central Government enacted Prevention of Food Adulteration (PFA) Act in 1954 with the object of eradicating the menace of food adulteration and to make available pure and wholesome food to consumers. Implementation of the PFA Act in the State during the period from 1995-96 to 1999-2000 was reviewed in audit. It was seen that there was laxity at all levels in implementation of the Act. Deployment of enforcement staff was not adequate, collection of food samples was much below the norm and there was delay in institution of cases against offenders.

- Shortfall in collection of food samples, compared to norms, ranged from 44 to 81 *per cent*. Average collection of samples per Food Inspector per month was very low and ranged from 2.78 to 8.57 against the norm of 15.
- Prosecution in respect of 3 cases in 1996 and 14 cases in 1998 was not instituted without any reasons on record which amounted to violation of the provision of Section 11(4) of the PFA Act. No action had been initiated against the erring personnel.
- There were 162 pending cases at the end of 1999 which included 41 cases more than 3 years old. But no action had been taken by the Government for appointment of appropriate number of Special Judicial Magistrates for quick disposal of the cases under Section 16-A of the Act.
- Under-utilisation of technical manpower in the Regional Food and Drug Laboratory led to unproductive expenditure of Rs. 15.24 lakh on pay and allowances.
- As the State Government did not issue necessary notification, the medical practitioners were not reporting occurrences of food poisoning as required under the PFA Act.
- Monitoring at all levels was very poor and no evaluative method was adopted to improve overall efficiency in implementation of the PFA Act and Rules.

**(Paragraph 3.3)**

### **3.4 Member of Parliament Local Area Development Scheme**

The Government of India started Member of the Parliament Local Area Development Scheme (MPLADS) in December 1993 with the objective to



take up works of developmental nature and creation of durable community assets. An audit review of implementation of the programme for the period from 1997-98 to 1999-2000 revealed that utilisation of scheme funds was low. The objective of the programme remained unfulfilled due to laxity in effective programme monitoring, poor quality of works done, delay in execution and non-execution of works.

- Against the allocation of Rs.15 crore made by the Government of India during 1997-98 to 1999-2000, Rs.10.50 crore only was released due to poor utilisation of funds by the State Government. The opening balance of Rs. 2.70 crore and fresh release of Rs. 10.50 crore, along with accumulation of interest of Rs. 0.07 crore during the period, worked out to Rs. 13.27 crore, of which Rs. 9.40 crore was disbursed to implementing officers, leaving an unspent balance of Rs.3.87 crore as of March 2000.
- Against 217 works (estimated cost: Rs.10.96 crore) sanctioned by the Collectors during 1997-98 to 1999-2000, 81 works (37 per cent ) at a cost of Rs. 4.79 crore were taken up for execution. Of these, 18 works (8 per cent ) only were completed at a cost of Rs.1.12 crore as of March 2000. Moreover, 89 works costing Rs. 2 crore sanctioned between 1994-95 to 1996-97 were executed during 1997-98 to 1999-2000 indicating delay in execution ranging from 1 to 5 years.
- Fifty-four works (cost: Rs.1.11 crore) sanctioned between 1994-95 and 1996-97 had not been executed, as of March 2000, due to dispute over land, non- availability of site, escalation of cost etc. The works were neither cancelled nor the allocated amounts refunded to MP's Account. This resulted in locking up of funds of Rs.1.11 crore for a period ranging from 3 to 5 years.
- The District Magistrate and Collector (West) executed 5 works comprising maintenance and repairs, works relating to private institutions, and buildings of Central/State Government departments, Agencies and Organisations for Rs.21.00 lakh during 1999-2000, although these were not covered under the MPLAD scheme and were required to be carried out by the concerned Departments /Institutions out of their regular funds.
- As per scheme guidelines, funds of the scheme should not be tied up with the funds of other schemes except for partly meeting the cost resulting in completion of the work. But, the District Magistrate and Collector(South) constructed a college building by sharing MPLADS funds of Rs.10.0 lakh with State scheme funds in 1998-99, though such sharing did not result in completion of the project.
- Depositing the scheme funds in PL Account and in Current Account instead of Savings Account in banks resulted in loss of interest of Rs.36.84 lakh.

**(Paragraph 3.4)**



### 3.5 Indira Awaas Yojana

Indira Awaas Yojana (IAY) was launched in the State in 1985-86 as a Centrally sponsored scheme to provide houses free of cost to the shelterless rural families below poverty line. A review of the programme covering the period from 1996-97 to 1999-2000 revealed that the Department embarked upon the scheme without having any information on the targeted BPL population of the State, making the planning process faulty. Process for identification of beneficiaries was not transparent and the targets fixed were not based on actual requirement and availability of funds. There were unbridled extra avoidable expenditure in all the components of the scheme and purchase of materials far in excess of actual requirement.

- The Department could not avail Central assistance of Rs. 15.46 crore due to lack of persuasion during the years 1996-97 to 1999-2000.
- The Department embarked on the scheme without having necessary preliminary information about the number of rural BPL population in the State, actual housing shortages and number of unserviceable kutchha houses requiring upgradation, thus making the entire planning process faulty. The beneficiaries under IAY were identified on the recommendations of MPs, MLAs and departmental officers in violation of the scheme guidelines.
- While the Department could construct 25,323 houses for shelterless households with the available funds, it had targeted to construct 19,453 houses (77 per cent) during the years 1996-97 to 1999-2000 but actually constructed 21,117 houses (83 per cent) as of March 2000.
- The Department incurred extra expenditure of Rs. 9.47 crore on construction of 21,117 houses during 1996-97 to 1999-2000 by utilising excessive and costlier materials. Had the Department used materials as per guidelines of the scheme, it could have constructed 4,305 more houses for the shelterless persons in the State.
- Basic amenities like sanitary latrines and smokeless chullahs envisaged to be provided in the housing units constructed had not been provided even after utilising Rs. 3.17 crore earmarked for the purpose.
- Veracity of expenditure of Rs. 2.13 crore and genuineness of construction of 5,431 houses in Dhalai and North Tripura Districts remained doubtful for want of documentary evidence.
- In respect of 3,333 houses constructed in 1998-99 at a cost of Rs. 7.34 crore, panels for doors and windows had not been provided though these were reported to have been completed in all respects.
- As per the scheme guidelines, the plinth area of each house should not have been less than 20 square metres. Contrary to this, 10,161 houses were constructed in 11 blocks during 1996-97 to 1998-99 at a total expenditure of Rs. 21.24 crore, with the plinth areas measuring less than the prescribed minimum limit. This resulted in denial of the minimum desired benefit to the shelterless persons of the State.

(Paragraph 3.5)



### 3.6 Implementation of Environmental Acts and Rules relating to Water Pollution

With a view to achieving the objective of prevention, control and abatement of water pollution, the Water (Prevention and Control of Pollution) Act, 1974, the Water (Prevention and Control of Pollution) Cess Act, 1977 and the Environment (Protection) Act 1986 were enacted by Parliament. Implementation of the provisions of various environmental acts and rules relating to water pollution was entrusted to the Tripura State Pollution Control Board (TSPCB). An audit review of implementation of the Acts and Rules for the period from 1994-95 to 1999-2000 revealed that the Board failed in its main objectives due to acute shortage of scientific manpower as the relevant posts were not filled up. The laboratory set up in December 1997 remained idle.

- Shortfall in utilisation of funds ranged between 83 and 94 *per cent* resulting in cumulative increase of unspent balance of Rs. 1.80 crore at the end of March 2000. Utilisation certificate for Rs. 1.06 crore had not been furnished by the Board to the concerned authorities, as of December 2000.
- Though the Board had identified 2,422 industrial units, only 1,137 industrial units were brought under consent management.
- Though the Board was established in January 1988 for the implementation of Water (Prevention and Control of Pollution) Act 1974, it had not fully identified the total number of polluting industrial units in the State which required effluent treatment plants, as of March 2000.
- Against the requirement of three sewage treatment plants to be installed for different zones of Agartala Municipal area, no such treatment plant had been installed by the Agartala Municipal Council, as of April 2000.
- In spite of reporting in the Audit Report 1987-88 about the serious health hazards created by water for its high concentration of iron and hardness of water below prescribed limit, no remedial measures were taken by the Board or by the State Public Health Engineering wing.
- Laboratory equipment worth Rs. 17.58 lakh procured in 1997-98 remained unutilised due to non-appointment of Board Analyst and Laboratory Assistants for the Laboratory.
- Water cess amounting to Rs. 42.49 lakh in respect of 16 units pertaining to the period 1988-2000 was awaiting recovery, as of March 2000.

(Paragraph 3.6)



### 3.7. Urban Employment Generation Programme

The Centrally sponsored programme for Urban Employment Generation had four components, viz., Nehru Rojgar Yojana (NRY), Prime Minister's Integrated Urban Poverty Eradication Programme (PMIUPEP), Swarna Jayanti Shahari Rojgar Yojana (SJSRY) and Prime Minister's Rojgar Yojana (PMRY). Of them, NRY was the first to be launched in October 1989 with the other three introduced gradually in October 1993 (PMRY), November 1995 (PMIUPEP), and December 1997 (SJSRY, which replaced NRY and PMIUPEP). The Implementing Department for PMRY was Industries and Commerce Department while that for the other components was Urban Development Department. An audit review of the programme covering the period from 1995-96 to 1999-2000 revealed that the number of persons who crossed the poverty line and the number of successful enterprises financed out of the programme were never assessed. Expenditure was incurred mostly without any physical targets. The assets created were not properly inventorised to authenticate their existence. Reporting of achievement was also perfunctory and sometimes fictitious.

- Delay ranging between 62 and 222 days was noticed in release of funds received from the GOI by Urban Development Department (UDD) to the implementing agencies leading to non-implementation of the scheme in stipulated time.
- Two urban local bodies unauthorisedly diverted Rs.30.81 lakh from the programme to other works and schemes which were not labour-oriented.
- Urban Development Department had no systematic approach for assessing the requirement of funds to cover the BPL population, mobilising the resources in a judicious manner and preparing a shelf of projects based on felt needs of the people in respect of NRY and PMIUPEP schemes.
- In a report submitted to Audit in September 2000 in respect of SUWE by the UDD covering the period from 1995-96 to 1997-98, the physical achievement was shown as 2.81 lakh mandays, while with the available funds of Rs.49.67 lakh only 0.50 lakh mandays could have been generated at the maximum. In an earlier report submitted to the GOI for the years 1989-90 to 1997-98, 2.18 lakh mandays were claimed to have been generated by incurring an expenditure of Rs.153.79 lakh, which was three times the expenditure reported for 1995-96 to 1997-98.
- For wage employment, the required ratio of 40 for labour cost was lowered depriving the urban poor of the benefit of the scheme to the desired extent.
- The percentage of recovery of loans by banks was found to be 30 and below, with no effective assistance to banks forthcoming from the concerned departments for improving the situation.

(Paragraphs 3.7)



### **3.8 Upgradation of District Administration and Primary Education and Special Problem Grants recommended by X Finance Commission**

The Tenth Finance Commission constituted in June 1992 recommended grants to the State (1) for upgradation and implementation of (A) District Administration and (B) Elementary Education; and (2) for tackling special problems, including Calamity Relief. An audit review of utilisation of funds received under the Commission award disclosed that there were instances of premature purchase, diversion of funds and equipment, and defective planning and implementation of schemes. The nodal department failed to furnish any particulars of expenditure met out of Calamity Relief Fund. Monitoring of implementation of the schemes/programmes financed from the Commission award was virtually non-existent.

- The Director of Fire Services made premature purchases of machinery and equipment and vehicles resulting in locking up of funds of Rs. 77.67 lakh.
- Seven computers purchased at a total cost of Rs. 16.70 lakh for computerisation of two Treasuries were installed in seven different offices not in any way related with treasury functions.
- There was 77 per cent shortfall in providing drinking water facilities to Primary Schools (1029) and Upper Primary Schools (71). This was attributed by the Education Department to increase in unit cost of Mark-II tube wells resulting in non-achievement of objectives in providing these facilities to the students. The increased unit cost of Rs. 0.66 lakh as against approved cost of Rs. 0.35 lakh was due to increase in scope of work by providing pucca platform for each tubewell.
- An amount of Rs. 0.80 crore was diverted by the Medical Superintendent of GB Hospital for purposes not recommended by the Commission.
- Non-installation of one EEG Machine purchased (October 1999) at Rs.9.49 lakh led to idle outlay. This also deprived the patients of the diagnostic facilities envisaged to be provided.
- Detailed Countersigned Contingent Bills in adjustment of Rs. 37.95 lakh drawn on Abstract Contingent Bills during 1998-99 to 1999-2000 by the Medical Superintendent of G.B. Hospital were not submitted, as of August 2000.
- The Revenue Department which is the nodal department in respect of the Calamity Relief Fund (CRF) did not furnish to Audit the requisite particulars/information, such as purposes for which funds were utilised, pattern of investment, release of State share etc., called for in February 2000 and again in March 2000 and August 2000. The utilisation of fund amount for the intended purposes, therefore, could not be verified in audit.



- There existed no effective monitoring and evaluation system to watch proper utilisation of the grants released from time to time.

(Paragraph 3.8)

### **3.9 Working of the Tripura Tea Development Corporation Limited**

The Tripura Tea Development Corporation Ltd. was incorporated on 11 August 1980 as a wholly owned Government Company with a view to safeguarding the future of tea industry, arresting speculative trends in acquisition and management of tea estate and also preventing concentration of ownership of tea estates in the hands of a few people. A review of working of the company for the period from 1994-95 to 1998-99 revealed that huge investments made in the disputed estates and high percentage of mortality of seedlings/clones in plantation and nursery culminated into heavy losses for the Company.

- Percentage of vacant area to gross area in all the seven Tea Estates run by the Company was 75, indicating very poor utilisation of available land.
- Fixation of low target for production of green leaves much below the level of production to be obtained as per norms acted as a deterrent against boosting up of performance of the tea estates.
- Huge shortfall in production of green leaves in all tea estates continued during 1994-95 to 1998-99.
- The Company had invested Rs.64.51 lakh and Rs.50.82 lakh in Luxmilunga and Tufanialunga tea estates respectively during the period from 1994-95 to 1998-99 without determining the actual liabilities in respect of both the tea estates on the day of taking over the management of the company.
- The rate of mortality at the planting stage was excessive and varied from 35 per cent to 68 per cent during 1991-92 to 1998-99.
- By selling made tea at a much reduced rate by categorizing the tea unauthorisedly as 'Bulk Tea' (which did not fall under any recognized category of tea) without obtaining any technical clearance from competent authority, the Company sustained a loss of Rs. 0.98 crore during 1995-96 to 1999-2000.
- The utilisation of funds under the scheme for cultivation of Tea by small growers, taken up in 1990-91 was slow except during the year 1997-98, leaving the balance of Rs. 0.28 crore unutilised out of Rs.0.46 crore at the end of 1999-2000.
- The benefit to be accrued to scheduled tribe small growers could not be extended as envisaged in the scheme for setting up a tea factory at Kumarghat as bulk of the amount of Rs. 25 lakh received in January 1997 from the Industries and Commerce Department was lying unutilised in bank.

(Paragraph 8.2)



### **3.10 Tariff Billing and Collection**

An audit review on Tariff Billing and Collection by Power Department covering the period from 1995-96 to 1999-2000 disclosed that unabated theft of power, defect in metering system, deficiency in assessment of demand and collection, delay in raising demand and absence of concerted effort for realisation resulted in piling up of huge arrears as well as leakage of revenue.

- The loss of energy on account of transmission, distribution and pilferage increased from 95.86 MKWH in 1995-96 to 161.88 MKWH in 1999-2000. The value of loss in excess of the permissible limit on account of transmission and distribution during 1995-96 to 1999-2000 was Rs. 17.45 crore.
- Government revenues of Rs. 10.08 crore from the Mizoram Government as at the end of March 2000 towards supply of energy remained unrealised.
- Delay in issue of bills ranging from 6 months to more than 12 years during the period from 1995-96 to 1999-2000 resulted in not only deferment of realisation of revenue of Rs. 0.97 crore in 494 cases but also non-realisation of revenue to the extent of Rs. 0.14 crore in 52 cases.
- Fuel surcharge amounting to Rs. 0.15 crore was not levied and realised from 195 consumers who were provided with alternative source of power supply during June 1992 and March 1996.
- Non-computation of average unit of consumption on load basis at the minimum rate fixed by the Department resulted in short realisation of Rs.0.24 crore in 127 cases during February 1997 to July 1999.
- There was a short realisation of revenue amounting to Rs. 0.37 crore due to non-realisation of penalty for delay in payment of energy charges, computation of energy charges at lower tariff and due to inadmissible allowances of rebate to consumers.

**(Paragraph 8.3)**

#### **4. Other important points**

##### **(a) Civil**

##### **Excess payment/extra expenditure/avoidable expenditure**

- Incorrect deduction of proportionate cost for supply of non-standard fertiliser as per contractual agreement resulted in excess payment of Rs.8.84 lakh by Agriculture Department.

**(Paragraph 3.9)**



- Delay in finalisation of quotations resulted in extra expenditure of Rs.11.02 lakh incurred by the PWD.  
**(Paragraph 4.2)**
- Acceptance of tender by the Superintending Engineer, Circle II of the PWD, at an abnormally high rate, resulted in excess expenditure of Rs.9.11 lakh.  
**(Paragraph 4.3)**
- Acceptance of supply of pipes of different specification than ordered for from a firm by the PWD (Public Health Engineering and Water Resources) resulted in avoidable expenditure of Rs. 8.92 lakh.  
**(Paragraph 4.4)**
- Delay in payment to contractor resulted in extra avoidable expenditure of Rs. 4.96 lakh towards interest and incidental charges.  
**(Paragraph 4.6)**
- Incorrect assessment of requirement coupled with injudicious contract agreement made by the Power Department led to an avoidable expenditure of Rs.1.33 crore on gas supply.  
**(Paragraph 4.8)**

#### **Loss to Government**

- Under-recovery of maintenance cost of agricultural implements from users led to loss of Rs. 11.83 lakh.  
**(Paragraph 3.10)**
- Delay of more than 4 years in revising the issue prices despite substantial increase in purchase cost of iodised salt resulted in loss of Rs. 2.45 crore incurred by Food and Civil Supplies Department.  
**(Paragraph 3.11)**
- Failure of the Power Department to take action as per provisions in the agreement resulted in loss of Rs. 19.56 lakh on purchase of ACSR and disc insulators.  
**(Paragraph 5.1)**

#### **Undue benefit**

- Omission of clause regarding statutory deduction of Sales Tax at source in Notice Inviting Tenders (NIT) led to loss of Rs. 46.38 lakh incurred by Food and Civil Supplies Department, thereby unduly benefiting the contractors.  
**(Paragraph 3.12)**
- Under Transport Subsidy Scheme, during 1994-95 to 1998-99, the Industries and Commerce Department made inadmissible payments of Rs.20.97 lakh to two cattle and poultry feed units, Rs. 18 lakh to various



tea plantation/tea blending units against 46 claims, and Rs. 5.44 lakh to 5 industrial units on raw materials not utilised.

**(Paragraphs 3.14.2, 3.14.3 and 3.14.4)**

#### **Misappropriation of stores**

- Non-verification of stores at regular intervals led to misappropriation of stores valued at Rs. 19.88 lakh in six godowns run by Food and Civil Supplies Department.

**(Paragraph 3.13)**

#### **Locking up of funds**

- Drawal of funds amounting to Rs. 40.50 lakh under Central assistance in February 1996 by Tribal Rehabilitation in Plantation and Primitive Group Programme Department without proper planning for incurring expenditure resulted in locking up of funds as well as denial of medical benefits to the tribal population.

**(Paragraph 3.16)**

- The PWD allowed subsequent advances to Tripura Small Industries Corporation without adjusting prior advances. As a result, Rs.24.77 lakh remained locked up for 22 to 113 months with potential loss of interest of Rs. 19.82 lakh.

**(Paragraph 4.7)**

#### **AC bills not adjusted**

- Rs. 94.69 crore, drawn in 260 AC Bills by seven Departments (Food and Civil Supplies, Home, Education, Health and Family Welfare, Agriculture, Rural Development, and Revenue) during the period prior to 1995-96 to 1999-2000, was lying outstanding, as of April 2000.

**(Paragraph 3.17)**

#### **Failure to recover dues**

- The PWD failed to recover Rs. 6.10 lakh due from the contractors on account of cost of material supplied by the Department.

**(Paragraph 4.5)**

#### **Excessive delay in finalisation of list of BPL families**

- Rural Development Department failed to bring out the final list of BPL families in Tripura even after spending Rs. 62.74 lakh disbursed to 4 DRDAs and after a lapse of 26 months from the scheduled date, as of August 2000, although the Department had been implementing several poverty eradication programmes since April 1999. As a result, percolation of the benefit of these programmes to the targeted beneficiaries remained questionable.

**(Paragraph 3.15)**



**(b) Revenue**

- Failure to levy penalty as per the Tripura Sales Tax Act resulted in loss of revenue amounting to Rs. 20.59 lakh.

**(Paragraph 6.3)**

- Failure to levy import fee on IMFL as per the Rule resulted in loss of State excise duty amounting to Rs. 3.03 lakh.

**(Paragraph 6.4)**

- The Forest Department incurred loss of revenue of Rs. 5.13 lakh due to damage of seized forest produce.

**(Paragraph 6.5)**

**(c) Commercial**

- Deficiency in operational management led to failure in adhering to the conversion norms and consequent loss of Rs. 66.95 lakh incurred by the Tripura Jute Mills Limited.

**(Paragraph 8.4)**

# CHAPTER I : AN OVERVIEW OF THE FINANCES OF THE STATE GOVERNMENT

## *1.1 Introduction*

This chapter discusses the financial position of the State Government, based on the analysis of the information contained in the Finance Accounts. The analysis is based on the trends in the receipts and expenditure, the quality of expenditure and the financial management of the State Government. In addition, the chapter also contains a section on the analysis of indicators of financial performance of the Government, based on certain ratios and indices developed on the basis of the information contained in the Finance Accounts and other information furnished by the State Government. Some of the terms used in this chapter are described in the Annexure-I to this chapter.

## *1.2 Financial position of the State*

In the Government accounting system, comprehensive accounting of the fixed assets like land and buildings etc., owned by the Government, is not done. However, the Government accounts do capture the financial liabilities of the Government and the assets created out of the expenditure incurred by the Government. Abstract of such liabilities and the assets of the Government of Tripura as on 31 March 2000, compared with the corresponding position on 31 March 1999 is given below:

(Rupees in crore)

As on 31 March 1999		Liabilities		As on 31 March 2000
395.19		Internal Debt		523.45
	270.06	Market Loans bearing interest	345.61	
	0.37	Market Loans not bearing interest	0.23	
	67.73	Loans from LIC of India	109.86	
	57.03	Loans from other Institutions	67.75	
548.18		Loans and Advances from Central Government		681.95
	10.39	Pre- 1984-85 Loans	9.01	
	274.63	Non-Plan Loans	330.40	
	237.60	Loans for State Plan Schemes	315.91	
	0.43	Loans for Central Plan Schemes	0.43	
	9.75	Loans for Centrally Sponsored Plan Schemes	10.69	
	1.42	Ways and Means Advances	1.42	
	13.96	Loans for Special Schemes	14.09	
452.85		Small Savings, Provident Funds, etc.		582.07
0.43		Reserve Fund		0.36
50.63		Deposits not bearing interest		54.46
10.00		Contingency Fund		10.00
1.49		Remittance balances		15.05
		Suspense and Miscellaneous balances		0.65
774.38		Accumulated surplus on Government Account:		751.57
		Revenue Surplus as on 31 March 1999:	774.38	
		Revenue Deficit for the year 1999-2000:	22.81	
2233.15				2619.56



(Rupees in crore)

Assets			
As on 31 March 1999			As on 31 March 2000
2052.10		Gross capital outlay on Fixed Assets	2319.29
	177.98	Investment in Government Companies and Statutory Corporations, etc.	198.85
	1874.12	Other Capital Outlay on General, Social and Economic Services	2120.44
48.69		Loans and Advances by the State Government	49.19
	35.10	Other Development Loans	34.35
	13.59	Loans to Government Servants and Miscellaneous	14.84
1.26		Other Advances	1.14
10.17		Suspense and Miscellaneous Balances	...
...		Remittance Balances	...
120.93		Cash Balance	249.94
	Nil*	Cash in Treasuries	Nil*
	3.31	Departmental Cash Balance including permanent advances	5.82
	155.42	Cash balance investment	260.72
	(-) 37.80**	Deposits with Reserve Bank of India	(-) 16.60**
2233.15			2619.56
* Rs.1353 only.			
** Minus balance was the net difference between receipts and disbursement of the State Government for the year 1998-99/1999-2000 after incorporating all adjustments made by RBI for the year 1998-99/1999-2000 upto 25 April 1999/25 April 2000.			

It would be seen from the above table that while the liabilities consist mainly of internal borrowings, loans and advances from the Government of India, and receipts from the Small Savings, Provident Funds etc., the assets comprise mainly the capital outlay, loans and advances given by the State Government and the cash balance. It would also be seen that while the liabilities grew by 28.05 per cent, the assets grew by only 17.30 per cent during 1999-2000. The liabilities had increased mainly due to incurring more internal debt (Rs.128.26 crore), obtaining more loans and advances from the Central Government (Rs.133.77 crore), and net increase in deposits under Small Savings and Provident Funds etc. in Public Account (Rs.129.22 crore).

### 1.3 Sources and applications of funds

The position of sources and applications of funds of the State Government during the current and the preceding year is shown below:

1998-99			1999-2000
Amount (Rupees in crore)			Amount (Rupees in crore)
		<b>Sources</b>	
1268.35		1.Revenue Receipts	1438.26
1.20		2.Recoveries of Loans and Advances	2.37
183.23		3.Increase in Public Debt	262.04
74.30		4.Net Receipts from Public Account	157.48
	(+)80.24	Increase in Small Savings and Provident Funds	129.22
	(-)0.07	Decrease in Reserve Funds	(-) 0.07
	(-)5.03	Increase in Deposits and Advances	3.95
	(-)2.82	Increase in Suspense Balances*	10.82
	(+)1.98	Increase in Remittance Balances	13.56
1527.08		<b>Total</b>	<b>1860.15</b>

\* Suspense and Miscellaneous, excluding Departmental Balances, Permanent Cash Imprest, Cash Balance Investment Account and other accounts.

1998-99			1999-2000
		<b>Applications</b>	
1175.62		Revenue Expenditure	1461.07
208.93		Capital Expenditure	267.20
3.36		Lending for development and other purposes	2.87
139.17		Increase in cash balance including permanent advances, departmental cash balance and cash balance investment	129.01
<b>1527.08</b>		<b>Total</b>	<b>1860.15</b>

**1.3.1** The main sources of funds include the revenue receipts of the Government, public debt and the receipts in the Public Account. These are applied mainly on revenue and capital expenditure. It would be seen that the revenue receipts (Rs.1438.26 crore) constitute the most significant source of fund for the State Government. While their relative share went down significantly from 83 per cent in 1998-99 to 77 per cent during 1999-2000, the share of recoveries of loans and advances went up from 0.08 per cent to 0.13 per cent. The net receipts from the Public Account, however, increased sharply as their share went up from 4.87 per cent in 1998-99 to 8.47 per cent in 1999-2000. This was mainly due to net increase of Rs.83.18 crore in Small Savings, Provident Funds, Deposit and Advances, Suspense balances and Remittance balances over the previous year. The receipts from the public debt went up from 12 per cent to 14 per cent.

**1.3.2** The funds were mainly applied for revenue expenditure, whose share went up from 77 per cent to 79 per cent which remained higher than the share of the revenue receipts (77 per cent) in the total receipts of the State Government. A notable change during the year was that while the percentage of lending for development purposes came down from 0.22 per cent to 0.15 per cent, the percentage of capital expenditure remained almost stagnant.

#### **1.4 Financial operations of the State Government**

**1.4.1** Annexure-II gives the details of the receipts and disbursements made by the State Government. The Revenue expenditure (Rs.1461.07 crore) was higher than the revenue receipts (Rs.1438.26 crore) during the year, resulting in a revenue deficit of Rs.22.81 crore. The Revenue receipts (Rs. 1438.26 crore) comprised tax revenue (Rs.101.74 crore), non-tax revenue (Rs.76.19 crore), State's share of Union taxes and duties (Rs.529.55 crore) and grants-in-aid from the Central Government (Rs.730.78 crore). The main sources of tax revenue were sales tax (57 per cent), State excise (20 per cent) and stamps and registration fees (5 per cent). Non-tax revenue came mainly from economic services (60 per cent), general services (15 per cent), social services (10 per cent) and interest receipts (15 per cent).

**1.4.2** The capital receipts comprised Rs.2.37 crore from recoveries of loans and advances by State Government and Rs.304.05 crore from Public Debt. Against this, the expenditure was Rs.267.20 crore on capital outlay, Rs.2.87 crore on disbursement of loans and advances and Rs.42.01 crore on repayment of Public Debt. The receipts in the Public Account amounted to Rs.875.18 crore, against which the disbursements of Rs.717.70 crore were made. The net effect of the transactions in the Consolidated Fund, Contingency Fund and



Public Account was an increase of Rs.129.01 crore in the cash balance from Rs.120.93 crore at the beginning of the year to Rs.249.94 crore at the end of the year.

**1.4.3** The financial operations of the State Government pertaining to its receipts and expenditure are discussed in the following paragraphs, with reference to the information contained in **Annexure-II** and the time series data on State Government finances for the five years' period from 1995-96 to 1999-2000, as presented below.

(Rupees in crore)

	1995-96	1996-97	1997-98	1998-99	1999-2000
<b>Part A. Receipts</b>					
<b>1. Revenue Receipts</b>	<b>937.32</b>	<b>1028.92</b>	<b>1082.10</b>	<b>1268.35</b>	<b>1438.26</b>
<b>(i) Tax Revenue</b>	<b>47.99</b>	<b>60.50</b>	<b>71.64</b>	<b>84.13</b>	<b>101.74</b>
	(5)	(6)	(7)	(7)	(7)
Taxes on Agricultural Income	0.07	0.20	0.17	0.64	0.78
	(#)	(#)	(#)	(1)	(1)
Taxes on Sales, Trade, etc.	27.37	35.69	42.39	47.70	57.78
	(57)	(59)	(60)	(57)	(57)
State Excise	9.16	12.41	14.96	17.00	20.11
	(19)	(21)	(21)	(20)	(20)
Taxes on Vehicles	1.36	1.40	1.83	3.51	3.60
	(3)	(2)	(3)	(4)	(3)
Stamps and Registration Fees	3.21	3.62	3.93	4.82	5.10
	(6)	(6)	(5)	(6)	(5)
Land Revenue	0.74	0.58	1.67	3.37	2.57
	(2)	(1)	(2)	(4)	(2)
Other Taxes	6.08	6.60	6.69	7.10	11.80
	(13)	(11)	(9)	(8)	(12)
<b>(ii) Non-Tax revenue</b>	<b>38.52</b>	<b>40.66</b>	<b>34.87</b>	<b>44.83</b>	<b>76.19</b>
	(4)	(4)	(3)	(3)	(5)
<b>(iii) State's share of Union taxes and duties</b>	<b>228.29</b>	<b>318.78</b>	<b>429.77</b>	<b>457.02</b>	<b>529.55</b>
	(24)	(31)	(40)	(36)	(37)
<b>(iv) Grants-in-aid from Government of India</b>	<b>622.42</b>	<b>608.98</b>	<b>545.82</b>	<b>682.37</b>	<b>730.78</b>
	(67)	(59)	(50)	(54)	(51)
<b>2. Misc. Capital Receipts</b>	<b>NIL</b>	<b>NIL</b>	<b>NIL</b>	<b>NIL</b>	<b>NIL</b>
<b>3. Total Revenue and Non-debt Capital Receipts (1+2)</b>	<b>937.32</b>	<b>1028.92</b>	<b>1082.10</b>	<b>1268.35</b>	<b>1438.26</b>
<b>4. Recoveries of Loans and Advances</b>	<b>0.87</b>	<b>4.47</b>	<b>1.06</b>	<b>1.20</b>	<b>2.37</b>
<b>5. Public Debt Receipts</b>	<b>67.09</b>	<b>94.80</b>	<b>131.14</b>	<b>218.04</b>	<b>304.05</b>
Internal Debt (excluding Ways and Means Advances and Overdrafts)	34.11	34.72	41.32	97.09	145.30
Net transactions under Ways and Means Advances and Overdrafts	NIL	NIL	NIL	NIL	NIL
Loans and Advances from Government of India <sup>♥</sup>	32.98	60.08	89.82	120.95	158.75
<b>6. Total Receipts in the Consolidated Fund (3+4+5)</b>	<b>1005.28</b>	<b>1128.19</b>	<b>1214.30</b>	<b>1487.59</b>	<b>1744.68</b>
<b>7. Contingency Fund Receipts</b>	<b>NIL</b>	<b>NIL</b>	<b>NIL</b>	<b>NIL</b>	<b>NIL</b>
<b>8. Public Account Receipts</b>	<b>525.06</b>	<b>617.68</b>	<b>600.97</b>	<b>668.21</b>	<b>875.18</b>

(#) Negligible

<sup>♥</sup> Includes Ways and Means Advances from GOI.



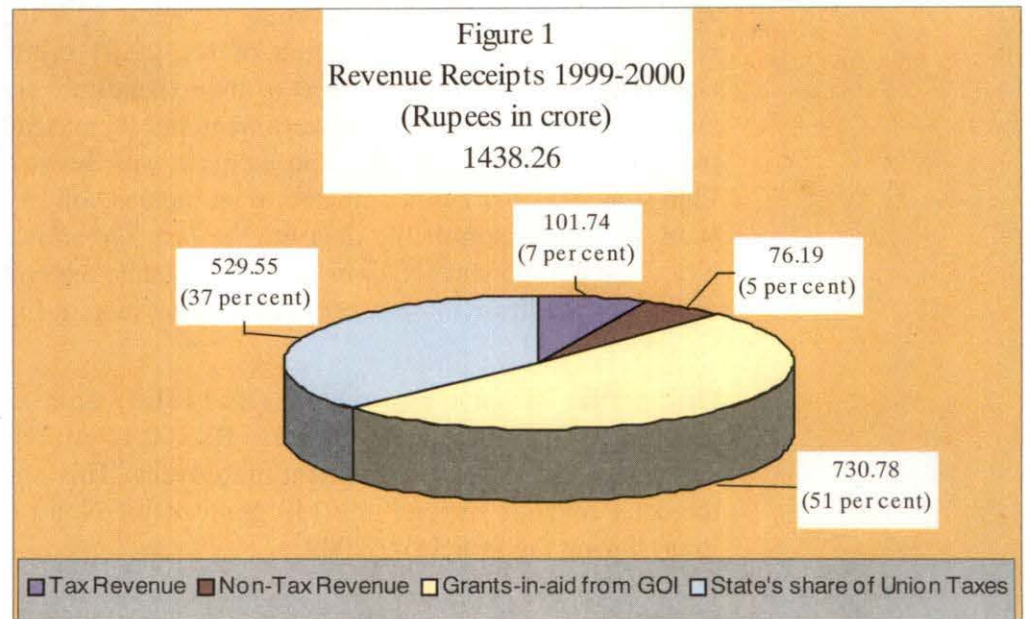
	1995-96	1996-97	1997-98	1998-99	1999-2000
<b>9. Total Receipts of the State (6+7+8)</b>	<b>1530.34</b>	<b>1745.87</b>	<b>1815.27</b>	<b>2155.80</b>	<b>2619.86</b>
<b>Part B. Expenditure/ Disbursement</b>					
<b>10. Revenue Expenditure</b>	<b>786.46</b> (81)	<b>907.16</b> (79)	<b>1060.39</b> (83)	<b>1175.62</b> (85)	<b>1461.07</b> (85)
Plan	238.50 (30)	270.29 (30)	306.52 (29)	323.70 (28)	343.04 (23)
Non-plan	547.96 (70)	636.87 (70)	753.87 (71)	851.92 (72)	1118.03 (77)
General Services (including Interests Payments)	247.58 (31)	291.03 (32)	349.39 (33)	408.92 (35)	540.99 (37)
Economic Services	219.88 (28)	237.40 (26)	296.05 (28)	300.98 (26)	328.09 (23)
Social Services	313.98 (40)	373.71 (41)	397.75 (37)	448.76 (38)	573.47 (39)
Grants-in-aid and Contributions	5.02 (1)	5.02 (1)	17.20 (2)	16.96 (1)	18.52 (1)
<b>11. Capital Expenditure</b>	<b>183.39</b> (19)	<b>241.68</b> (21)	<b>215.26</b> (17)	<b>208.93</b> (15)	<b>267.20</b> (15)
Plan	183.06 (100)	253.31 (105)	207.79 (97)	197.10 (94)	257.94 (97)
Non-Plan	0.33 (*)	(-11.63) (-5)**	7.47 (3)	11.83 (6)	9.26 (3)
General Services	21.26 (12)	21.16 (9)	3.66 (2)	4.19 (2)	6.32 (2)
Economic Services	116.36 (63)	141.50 (58)	131.94 (61)	104.99 (50)	155.41 (58)
Social Services	45.77 (25)	79.02 (33)	79.66 (37)	99.75 (48)	105.47 (40)
<b>12. Disbursement of Loans and Advances</b>	<b>2.25</b>	<b>6.28</b>	<b>3.28</b>	<b>3.36</b>	<b>2.87</b>
<b>13. Total (10+11+12)</b>	<b>972.10</b>	<b>1155.12</b>	<b>1278.93</b>	<b>1387.91</b>	<b>1731.14</b>
<b>14. Repayments of Public Debt</b>	<b>17.45</b>	<b>23.68</b>	<b>29.94</b>	<b>34.81</b>	<b>42.01</b>
Internal Debt (excluding Ways and Means Advances and Overdrafts)	4.21	8.00	11.36	13.18	17.04
Net transactions under Ways and Means Advances and Overdrafts	NIL	NIL	NIL	NIL	NIL
Loans and Advances from Government of India <sup>2</sup>	13.24	15.68	18.58	21.63	24.97
<b>15. Appropriation to Contingency Fund</b>	<b>NIL</b>	<b>NIL</b>	<b>NIL</b>	<b>NIL</b>	<b>NIL</b>
<b>16. Total Disbursement out of Consolidated Fund (13+14+15)</b>	<b>989.55</b>	<b>1178.80</b>	<b>1308.87</b>	<b>1422.72</b>	<b>1773.15</b>
<b>17. Contingency Fund Disbursements</b>	<b>NIL</b>	<b>NIL</b>	<b>NIL</b>	<b>NIL</b>	<b>NIL</b>
<b>18. Public Account Disbursements</b>	<b>490.99</b>	<b>590.50</b>	<b>549.45</b>	<b>593.91</b>	<b>717.70</b>
<b>19. Total disbursement by the State (16+17+18)</b>	<b>1480.54</b>	<b>1769.30</b>	<b>1858.32</b>	<b>2016.63</b>	<b>2490.85</b>
* Negligible (0.17 per cent only).					
** Minus figure was due to more receipts and recoveries than expenditure.					

<sup>2</sup> Includes Ways and Means Advances from GOI.

	1995-96	1996-97	1997-98	1998-99	1999-2000
<b>Part C. Deficits</b>					
20. Revenue Deficit (-)/ Surplus (+) (1-10)	(+)150.86	(+) 121.76	(+) 21.71	(+) 92.73	(-) 22.81
21. Fiscal Deficit (3+4 - 13)	33.91	121.73	195.77	118.36	290.51
22. Primary Deficit (21-23)	(-) 54.75	11.52	75.81	(-) 22.22	105.30
<b>Part D. Other data</b>					
23. Interest payments (included in Revenue expenditure)	88.66 (11)	110.21 (12)	119.96 (11)	140.58 (12)	185.21 (13)
24. Arrears of Revenue (percentage of Tax and Non- Tax revenue receipts)	6.28 (7)	8.53 (8)	9.61 (9)	9.91 (8)	9.64 (5)
25. Financial Assistance to local bodies etc.	112.98	89.60	128.16	71.07	73.37
26. Ways and Means Advances/Overdraft availed (days)	3	Nil	12	73	Nil
27. Interest on Ways and Means Advances/Overdraft	Nil	Nil	0.02	0.33	Nil
28. Gross State Domestic Product (GSDP)	2295.62	2756.82	3298.34	3602.46	3929.57
29. Outstanding Debt (year-end)	587.82	658.95	760.14	943.37	1205.41
30. Outstanding guarantees (year-end)	42.12	68.32	76.55	44.02	93.89 <sup>4</sup>
31. Maximum amount guaranteed (year-end)	84.86	67.01	87.69	63.82	79.82
32. Number of incomplete projects	***	83	104	78	14
33. Capital blocked in incomplete projects	***	67.14	120.41	96.23	25.40
<sup>4</sup> Outstanding guarantees include interest of Rs. 37.75 crore.					
*** Information called for from the State Government but not furnished.					
Note :					
1. GSDP shown at current prices(revised) for 1995-96 to 1999-2000 as per information received(January 2001) from Statistics Department, Government of Tripura, Agartala.					
2. Figures in breakets represent percentages (rounded) to total of each sub-heading.					

### 1.5 Revenue receipts

1.5.1 The revenue receipts consist of tax and non-tax revenue, and receipts from Government of India (GOI). Their relative shares are shown in Figure 1. During the year, the revenue receipts increased by 13 per cent over that of previous year.



### 1.5.2 Tax revenue

This constitutes 7 per cent of the revenue receipts. Time series data (paragraph 1.4.3 above) show that the contribution of Sales Tax (major constituent) has come down from 60 per cent in 1997-98 to 57 per cent in 1998-99 and remained static in 1999-2000 after a healthy growth rate from 1995-96 (57 per cent) to 1997-98 (60 per cent). The other major constituent of tax revenue viz., the State Excise has declined from 21 per cent in 1997-98 to 20 per cent in 1998-99 and remained stagnant at that level in 1999-2000 while the stamps and registration fees have slightly come down from 6 per cent in 1998-99 to 5 per cent in 1999-2000 after remaining stagnant (6 per cent) in 1995-96 and 1996-97.

### 1.5.3 Non-tax revenue

The non-tax revenue constituted 5 per cent of the revenue receipts of the State Government in 1999-2000, and had increased by Rs.31.36 crore from Rs.44.83 crore in 1998-99 to Rs.76.19 crore in 1999-2000. The percentage (4 per cent) of non-tax revenue to total revenue receipts was stagnant during 1995-96 to 1996-97, and was 3 per cent in 1997-98 and 1998-99.

### 1.5.4 State's share of Union taxes and duties and grants-in-aid from the Central Government

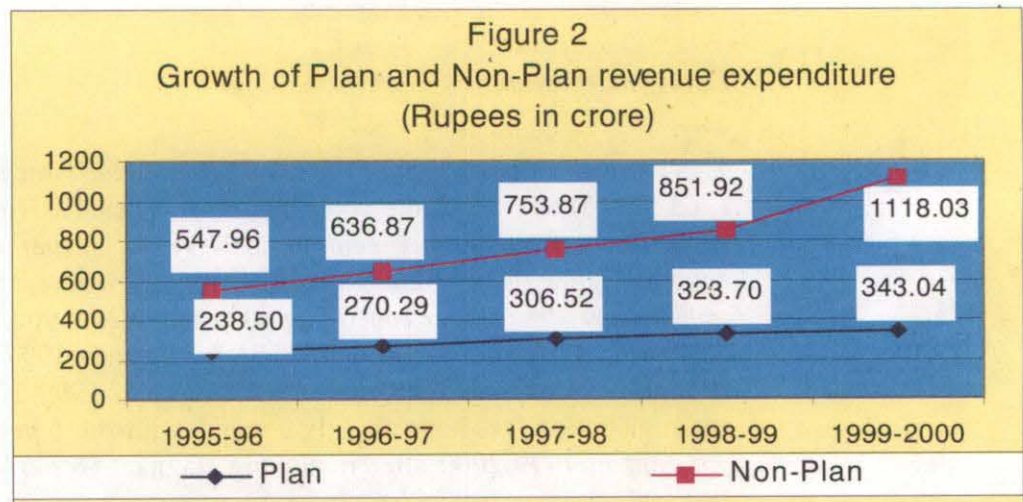
The State's share of Union taxes (excise duties and income taxes) increased by 16 per cent over the previous year, while the grants-in-aid from the Central Government increased by 7 per cent. However, as a percentage of revenue receipts these (both taken together) remained stagnant at 90 during the last 3 years, while in 1999-2000 it came down to 88.



### 1.6 Revenue expenditure

**1.6.1** During 1999-2000, revenue expenditure exceeded revenue receipt, which resulted in revenue deficit of Rs. 22.81 crore. Revenue expenditure accounted for most (85 per cent) of the expenditure (i.e. Revenue and Capital taken together) of the State Government and increased by 24 per cent over the previous year (i.e. 1998-99). The increase was, however, mainly on the Non-Plan side at 31 per cent compared to an increase of 13 per cent in the previous year. A comparison of the data for the last 5 years shows that the growth in Non-Plan component (104 per cent) of revenue expenditure far surpassed that of Plan expenditure (44 per cent), as may be seen in Figure 2.

Of the total Revenue expenditure (Rs.1461.07 crore), Rs.699.71 crore (Non-plan : Rs.539.56 crore; and Plan : Rs.160.15 crore) was incurred towards salaries of the State Government employees. This constituted 48 per cent of the total revenue expenditure (48 per cent of Non-plan; and 47 per cent of Plan) during the year 1999-2000.



**1.6.2** Sector-wise analysis in time series data (paragraph 1.4.3 above) shows that while the expenditure on General Services increased by 119 per cent, from Rs.247.58 crore in 1995-96 to Rs.540.99 crore in 1999-2000, the corresponding increase in expenditure on Social Services and Economic Services was only 83 and 49 per cent respectively. As a proportion of total revenue expenditure, the share of General Services increased from 31 per cent in 1995-96 to 37 per cent in 1999-2000, and the share of Social Services and Economic Services decreased from 40 per cent to 39 per cent, and 28 per cent to 23 per cent respectively.

#### 1.6.3 Interest payments

Interest payments increased steadily by 109 per cent from Rs.88.66 crore in 1995-96 to Rs.185.21 crore in 1999-2000 against the increase of 32 per cent as compared to the previous year. This is further discussed in the section on financial indicators (paragraph 1.11.3).

**1.6.4 Financial assistance to local bodies and other institutions**

The quantum of assistance in the form of grants provided to different local bodies etc., during the period of five years ending 1999-2000 was as follows :

	1995-96	1996-97	1997-98	1998-99	1999-2000
	<i>(Rupees in crore)</i>				
Universities and Educational Institutions	55.15	14.89	16.13	15.99	34.07
Municipal Corporations and Municipalities	0.14	1.51	0.72	4.41	3.73
Zilla Parishads and Panchayati Raj Institutions	0.16	5.02	51.83	39.13	20.15
Development agencies	10.96	11.20	12.23	2.90	1.60
Hospitals and Other Charitable Institutions	-	-	2.85	1.41	1.45
Other institutions	46.57	56.98	44.40	7.23	12.37
<b>Total</b>	<b>112.98</b>	<b>89.60</b>	<b>128.16</b>	<b>71.07</b>	<b>73.37</b>
Percentage of growth over previous year	129	(-) 21	43	(-) 45	3
Assistance as a percentage of revenue expenditure	14	10	12	6	5

No loans were provided to the bodies during the above period.

The assistance to the Universities and Educational Institutions and others has considerably increased in 1999-2000 over the previous year whereas, it had sharply declined by 45 per cent in 1999-2000 in respect of Local Bodies and Development Agencies as compared to the previous year.

During 5 years ending 1999-2000, the financial assistance to Universities and Educational Institutions and other Institutions had, however, witnessed a pronounced decrease of 30 per cent and 73 per cent respectively.

**1.6.5 Loans and Advances by the State Government**

The Government gives loans and advances to Government Companies, Corporations, autonomous bodies, Co-operatives, Non-Government institutions, etc., for developmental and non-developmental activities. The position for the last five years given below shows that the outstanding amounts have increased by Rs.6.70 crore (16 per cent) from Rs.42.49 crore in 1995-96 to Rs.49.19 crore in 1999-2000. There was substantial improvement in repayment of loans and advances during the year 1996-97 which declined by

76 per cent during 1997-98 and again increased by Rs. 1.17 crore (98 per cent) during the year 1999-2000 over the previous year. As a result, the closing balance increased by 1 per cent during the year 1999-2000.

In respect of loans, the detailed accounts of which are maintained by the departmental officers, all such departmental officers are required to furnish to the Accountant General (Accounts and Entitlement) each year the detailed accounts thereof and the details of arrears (as on 31 March) in recovery of loans and interest thereon. Information about arrears as on 31 March 2000 had not been received (October 2000) from any of these officers.

	1995-96	1996-97	1997-98	1998-99	1999-2000
	<i>(Rupees in crore)</i>				
Opening balance	41.11	42.49	44.30	46.52	48.68
Amount advanced during the year	2.25	6.28	3.28	3.36	2.88
Amount repaid during the year	0.87	4.47	1.06	1.20	2.37
Closing balance	42.49	44.30	46.52	48.68	49.19
Net addition	1.38	1.81	2.22	2.16	0.51
Interest received	0.04	3.96	0.38	0.19	11.62

### *1.7 Capital expenditure*

*1.7.1* Capital expenditure leads to asset creation. In addition, financial assets arise from moneys invested in institutions or undertakings outside Government *i.e.*, public sector undertakings (PSUs), Corporations, etc and loans and advances. During the last five years the capital expenditure has grown by 46 per cent. During 1996-97 to 1999-2000, it has recorded yearly growth rate of 32 per cent in 1996-97 and 28 per cent in 1999-2000 but declined by 11 per cent and 3 per cent in the two consecutive years preceeding 1999-2000 (*i.e.* 1997-98 and 1998-99). The share of capital expenditure in total expenditure has grown from 19 per cent in 1995-96 to 21 per cent in 1996-97 but came down to 17 per cent and 15 per cent in 1997-98 and in 1998-1999 respectively and remained static at 15 per cent in 1999-2000. Time series data (paragraph 1.4.3 above) show that most of the capital expenditure has been on Economic and Social Services and mainly on the Plan side.

### *1.8 Quality of expenditure*

*1.8.1* Government spends money for different activities ranging from maintenance of law and order and regulatory functions to various developmental activities. Government expenditure is broadly classified into Plan and Non-plan and Revenue and Capital. While the Plan and Capital expenditure are usually associated with asset creation, the Non-plan and Revenue expenditure are identified with expenditure on establishment, maintenance and services. By definition, therefore, in general, the Plan and Capital expenditure can be viewed as contributing to the quality of expenditure.

1.8.2 Wastage in public expenditure, diversion of funds and funds locked up in incomplete projects would also impinge negatively on the quality of expenditure. Similarly, funds transferred to Deposit heads in the Public Account, after booking them as expenditure, can also be considered as a negative factor in judging the quality of expenditure. As the expenditure was not actually incurred in the concerned year, it should be excluded from the figures of expenditure for that year. Another possible indicator is the increase in the expenditure on General Services, to the detriment of Economic and Social Services.

1.8.3 The following table lists out the trend in these indicators :

*(Rupees in crore)*

	1995-96	1996-97	1997-98	1998-99	1999-2000
1. Plan expenditure as a percentage of :					
- Revenue expenditure	30	30	29	28	23
- Capital expenditure	100	105	97	94	97
2. Capital expenditure to total expenditure (per cent)	19	21	17	15	15
3. Expenditure on General services (per cent)					
- Revenue	31	32	33	35	37
- Capital	12	9	2	2	2
4. Amount of wastages and diversion of funds detected during test audit (Rupees in crore)	4.77	7.08	24.52	31.68	50.72
5. Non-remunerative expenditure on incomplete projects (Rupees in crore)	*	67.14	120.41	96.23	25.40
6. Unspent balances under deposit heads (PL Accounts), booked as expenditure at the time of their transfer to the deposit head (Rupees in crore)	67.33	46.87	51.00	59.56	26.65

\* Information called for from the State Government, but not furnished

It would be seen that the share of Plan expenditure on the Revenue side has sharply declined in 1999-2000 compared to the level of 1996-97. Whereas, on the Capital side, the share of Plan expenditure increased up to 1996-97, before going down in next three years to a level lower than what it was in 1995-96. The expenditure on General Services, during the five years period, has been on the increase on the Revenue side, though on the Capital side it had declined considerably from 12 per cent in 1995-96 to 2 per cent in 1997-98 and remained static at that level thereafter.

It would be seen from the above table that unspent balance under deposit heads (in Personal Ledger Accounts) booked as expenditure had a temporary dip in 1996-97 with an upward trend for two consecutive years upto 1998-99. The balance had, however, drastically come down in 1999-2000 to Rs. 26.65 crore.



## 1.9 Financial Management

The issue of financial management in the Government should relate to efficiency, economy and effectiveness of its revenue and expenditure operations. Subsequent chapters of this report deal extensively with these issues especially as they relate to the expenditure management in the Government, based on the findings of the test audit. Some other parameters, which can be segregated from the accounts and other related financial information of the Government, are discussed in this section.

### 1.9.1 Investments and returns

Investments are made out of the capital outlay by the Government to promote developmental, manufacturing, marketing and social activities. The sector-wise details of investments made and the number of concerns involved\* were as under :

Sector	Number of concerns	Amount invested	
		As on 31 March 2000	During 1999-2000
(Rupees in crore)			
(1) Statutory Corporations	2	58.98	7.42
(2) Government Companies	9	100.97	11.11
(3) Co-operative Institutions (including Bank)	677	38.90	2.34
<b>Total</b>	<b>688</b>	<b>198.85</b>	<b>20.87</b>

No dividend/interest has been received by the Government on the above investments.

(Rupees in crore)

Year	Investment at the beginning of the year	Rate of interest on Government borrowings (in percentage)	Total interest liability	Return of investment to Government
1995-96	105.73	13.85	14.64	NIL
1996-97	121.98	13.85	16.89	NIL
1997-98	145.85	13.05	19.03	NIL
1998-99	162.66	12.15	19.76	NIL
1999-2000	177.98	12.25	21.80	Nil
<b>Total</b>			<b>92.12</b>	

\* These differ with No. of concerns and amounts invested as mentioned in Chapter-VIII, which was based on information furnished by the managements. Number of statutory corporations includes here Assam Financial Corporation, a joint venture with other States, which has been excluded from Chapter-VIII. The State Government has been asked to reconcile the differences in amounts invested in the Corporation/Companies(November 2000).



Thus, while the Government was raising high cost borrowings from the market, it had been increasing the investment in the above institutions year after year without getting any return therefrom. During the last 5 years, interest liability on the investments made out of borrowed funds at the prevailing market borrowing rates works out to Rs. 92.12 crore which represents 46 per cent of the total investment as of March 2000.

As of 31 March 2000, Government had invested Rs.100.97 crore in 9 Government Companies. Eight of these Companies were running under loss and the accumulated loss for all the 8 working Companies taken together was Rs. 22.26 crore.

### ***1.9.2 Incomplete Projects***

As of 31 March 2000, there were 69 incomplete projects in which total amount of Rs.64.46 crore was invested. Of these, 14 projects were due for completion by end of March 2000 in which investment of Rs.25.40 crore was locked up.

### ***1.9.3 Arrears of revenue***

The arrears of revenue pending collection decreased by 3 per cent during the year. The outstanding arrears remained in the range of 5 to 9 per cent of the revenue raised (both tax revenue and non-tax revenue taken together) during each of the years 1995-96 to 1998-99. Of the arrears of Rs.9.64 crore as of March 2000, Rs.1.50 crore (16 per cent) was pending for more than five years, and pertained to Sales Tax (Rs.1.43 crore) and Agricultural Income Tax (Rs.0.07 crore). The overall position of arrears of revenue, compared to the previous year, showed a slightly slackening of the revenue efforts of the State Government.

### ***1.9.4 Ways and means advances and overdraft***

Under an agreement with the Reserve Bank of India, the State Government had to maintain with the Bank a minimum daily cash balance of Rs.10 lakh. If the balance fell below the agreed minimum on any day, the deficiency had to be made good by taking ways and means advances (WMA)/overdraft (OD) from the Bank. In addition, special ways and means advances are also made by the Bank whenever necessary. Recourse to WMA/OD means a mismatch between the receipts and expenditure of the Government, and hence reflects poorly on the financial management in Government. During the year 1999-2000, the Government had not taken any Ways and Means Advances and overdraft.

### ***1.9.5 Deficit***

***1.9.5.1*** Deficit in Government account represents gaps between the receipts and expenditure. The nature of deficit is an important indicator of the prudence of financial management in the Government. Further, the ways of financing the deficit and the application of the funds raised in this manner are important pointers of the fiscal prudence of the Government. The discussion in this section relates to three concepts of deficit viz., Revenue Deficit, Fiscal Deficit and Primary Deficit.

1.9.5.2 The Revenue Deficit is the excess of revenue expenditure over revenue receipts. The Fiscal Deficit may be defined as the excess of revenue and capital expenditure (including net loans given) over the revenue receipts (including grants-in-aid received). Primary Deficit is fiscal deficit less interest payment. The following exhibit gives a break-up of the deficit/surplus in Government account.

CONSOLIDATED FUND				
(Rupees in crore)				
Receipt	Amount		Disbursement	Amount
Revenue	1438.26	Revenue deficit 22.81	Revenue	1461.07
Misc. capital receipts -	-		Capital	267.20
Recovery of loans & advances	2.37		Loans & advances disbursed	2.87
<b>Sub Total</b>	<b>1440.63</b>	<b>Gross fiscal deficit :290.51</b>	<b>Sub Total</b>	<b>1731.14</b>
Public debt receipts	304.05		Public debt repayment	42.01
<b>Total</b>	<b>1744.68</b>	<b>A: Deficit in Consolidated Fund : 28.47</b>		<b>1773.15</b>
PUBLIC ACCOUNT				
Small savings, PF etc.	252.72		Small savings, PF etc	123.50
Deposits and advances	146.72		Deposits and advances	142.77
Reserve funds	0.04		Reserve funds	0.11
Suspense & misc.	38.31		Suspense & misc.	27.49
Remittances	437.39		Remittances	423.83
<b>Total Public Account</b>	<b>875.18</b>	<b>B: Surplus in Public Account : 157.48</b>		<b>717.70</b>
Increase in cash balance (A-B) or (B-A) : 129.01				

There was a revenue deficit during the year amounting to Rs. 22.81 crore. The fiscal deficit was Rs.290.51 crore which was offset by net proceeds of the public debt of Rs.262.04 crore and led to a net deficit of Rs.28.47 crore in the Consolidated Fund. This, combined with surplus of the Public Account (Rs.157.48 crore), resulted in an overall increase of the Cash Balance by Rs.129.01 crore which turned out to be a positive balance of Rs.249.94 crore at the end of March 2000. Time series data (paragraph 1.4.3 above) show that the fiscal deficits gradually increased from 1995-96 to 1999-2000, barring a temporary dip in 1998-99. Overall increase in fiscal deficit during 1999-2000 over the level of 1995-96 was 757 per cent.

### 1.9.5.3 Application of the borrowed funds (Fiscal Deficit)

The fiscal deficit represents total net borrowings of the Government. These borrowings are applied for meeting the Revenue Deficit (RD), for making the Capital Expenditure (CE) and for giving loans to various bodies for developmental and other purposes. The relative proportions of these applications would indicate the financial prudence of the State Government

and also the sustainability of its operations, because continued borrowing for revenue expenditure would not be sustainable in the long run. The following table shows the position of fiscal deficits in respect of the Government of Tripura for the last five years :

Ratio	1995-96	1996-97	1997-98	1998-99	1999-2000
RD/FD <sup>^</sup>	(-)4.45	(-)1.00	(-)0.11	(-)0.78	0.08
CE/FD	5.41	1.99	1.10	1.76	0.92
Net loans/FD	0.04	0.01	0.01	0.02	0.00
Total	1.00	1.00	1.00	1.00	1.00

It would be seen that during the four years ending 1998-99, the State had revenue surplus, which together with the funds borrowed went mainly to meet capital expenditure. During the year 1999-2000, the State had Revenue Deficit, which was an indication that the State had to depend on the borrowings to meet even the revenue expenditure.

#### *1.9.6 Guarantees given by the State Government*

Guarantees are given by the State Government for due discharge of certain liabilities like repayment of loans, share capital, etc., raised by the statutory corporations, Government companies and co-operative institutions etc., and payment of interest and dividend by them. They constitute contingent liability of the State. No law under Article 293 of the Constitution had been passed by the State Legislature laying down the limits within which Government may give guarantees on the security of the Consolidated Fund of the State. Time series data (paragraph 1.4.3 above) list the amounts of guarantees given by the Government and the amounts outstanding at the end of each year during 1995-2000. Against the maximum amount of Rs.79.82 crore guaranteed by the Government upto 31 March 2000, Rs.56.14 crore was outstanding as principal and Rs. 37.75 crore as interest.

The Government had not levied any fee or charge in lieu of the amount guaranteed nor had it set up any fund for meeting the liabilities which may arise on invocation of guarantees.

The amount guaranteed and sub-guaranteed remaining outstanding relate to 2 Statutory Corporations, 5 Government Companies, 10 Co-operative Institutions and Banks and one other Institution. Complete information relating to one Co-operative Institution, Institutions falling under the category of Municipality and Notified Area Authorities and one other Institution\* was not furnished by the Government.

<sup>^</sup> As the State had revenue surplus during 1995-96 to 1998-99, the ratio has been prefixed by a minus sign.

\* Tripura Housing Board.



### 1.10 Public debt

**1.10.1** The Constitution of India provides that a State may borrow within the territory of India, upon the security of Consolidated Fund of the State within such limits, if any, as may from time to time, be fixed by an Act of Legislature of the State. No law had been passed by the State Legislature laying down any such limit. The details of the total liabilities of the State Government as at the end of the last five years, representing the closing balance for each, are given in the following table. During the five-years' period, the total liabilities of the Government had grown by 97 per cent. This was on account of 106 per cent growth in internal debt, 105 per cent growth in loans and advances from Government of India and 82 per cent growth in other liabilities. During 1999-2000, Government borrowed Rs.83.05 crore in the open market at interest rates of 11.85 and 12.25 per cent per annum.

(Rupees in crore)

Year	Internal debt	Loans and advances from Central Government	Total public debt	Other liabilities*	Total liabilities	Ratio of debt to GSDP
1995-96	254.60	333.22	587.82	349.72	937.54	0.26
1996-97	281.33	377.62	658.95	371.61	1030.56	0.24
1997-98	311.28	448.86	760.14	428.75	1188.89	0.23
1998-99	395.19	548.18	943.37	503.91	1447.28	0.26
1999-2000	523.46	681.95	1205.41	636.89	1842.30	0.31

**1.10.2** The amount of funds raised through Public debt, the amount of repayment and net funds available are given in the following table:

(Rupees in crore)

	1995-96	1996-97	1997-98	1998-99	1999-2000
<b>Internal debt<sup>∞</sup></b>					
Receipt	34.11	34.72	41.32	97.09	145.30
Repayment (principal + interest)	33.89	41.24	47.24	53.81	75.61
Net funds available (per cent)	0.22 (1)	(-)6.52 (-19)	(-)5.92 (-14)	43.28 (45)	69.69 (48)
<b>Loans and advances from GOI</b>					
Receipt during the year	32.98	60.08	89.82	120.95	158.75
Repayment (principal + interest)	49.88	55.19	64.25	77.11	94.23
Net funds available (per cent)	(-)16.90 (-51)	4.89 (8)	25.57 (28)	43.84 (36)	64.52 (41)
<b>Other liabilities</b>					
Receipt during the year	224.03	243.59	260.18	314.44	383.46
Repayment	188.44	221.70	203.04	239.29	250.48
Net funds available (per cent)	35.59 (16)	21.89 (9)	57.14 (22)	75.15 (24)	132.98 (35)

It would be seen that during each of the years between 1995-96 and 1998-99 only 6 per cent to 30 per cent of the borrowings etc. (Internal Debt, Loans and

\* Other liabilities include small savings etc., reserve fund, and deposits.

<sup>∞</sup> Internal debt as depicted in the table excludes Ways and Means Advances.



Advances from GOI and other liabilities taken together) were available for investment and other expenditure after meeting the repayment obligations. The net availability, however, increased to 39 per cent of the borrowings in 1999-2000.

### **1.11 Indicators of the financial performance**

**1.11.1** A Government may either wish to maintain its existing level of activity or increase its level of activity. For maintaining its current level of activity, it would be necessary to know how far the means of financing are sustainable. Similarly, if Government wishes to increase its level of activity it would be pertinent to examine the flexibility of the means of financing and, finally, Government's increased vulnerability in the process. All the State Governments continue to increase the level of their activity principally through Five Year Plans which translate to Annual development plans and are provided for increase in the State Budget. Broadly, it can be stated that non-plan expenditure represents Government maintaining the existing level of activity, while plan expenditure entails expansion of activity. Both these activities require resource mobilisation increasing Government's vulnerability. In short, financial health of a Government can be described in terms of sustainability, flexibility and vulnerability. These terms are defined as follows:

#### **(i) Sustainability**

Sustainability is the degree to which a Government can maintain existing programmes and meet existing creditor requirements without increasing the debt burden.

#### **(ii) Flexibility**

Flexibility is the degree to which a Government can increase its financial resources to respond to rising commitments by either expanding its revenues or increasing its debt burden.

#### **(iii) Vulnerability**

Vulnerability is the degree to which a Government becomes dependent on and therefore vulnerable to sources of funding outside its control or influence, both domestic and international.

#### **(iv) Transparency**

There is also the issue of financial information provided by the Government. This consists of Annual Financial Statement (Budget) and the Accounts. As regards the budget, the important parameters are timely presentation indicating the efficiency of budgetary process and the accuracy of the estimates. As regards accounts, timeliness in submission, for which milestones exist, and completeness of accounts, would be the principal criteria.

**1.11.2** Information available in Finance Accounts can be used to flesh out Sustainability, Flexibility and Vulnerability that can be expressed in concrete terms of certain indices/ratios worked out from Finance Accounts. The list of such indices/ratios is given in the **Annexure-I**. **Annexure-III** indicates the

behaviour of these indices/ratios over the period from 1995-96 to 1999-2000. The implications of these indices/ratios for the State on the financial health of the State Government are discussed in the following paragraphs.

**1.11.3 The behaviour of the indices/ratios is discussed below :**

**(i) Balance from current revenues (BCR)**

BCR is defined as revenue receipts *minus* plan assistance grants *minus* non-plan revenue expenditure. A positive BCR shows that the State Government has surplus from its revenues for meeting plan expenditure. The Annexure-III shows that the State Government has had negative BCRs in the last five years, which indicated that the Government had to depend only on borrowings for meeting its Plan expenditure.

**(ii) Interest ratio**

Interest ratio is defined as

$$\frac{\text{Interest payment} - \text{Interest receipts}}{\text{Total revenue} - \text{Interest receipts}}$$

The higher the ratio, the lesser the ability of the Government to service any fresh debt and meet its revenue expenditure from its revenue receipts. In the case of Tripura, the ratio has moved in the range of 0.09 to 0.12. It has gone up to 0.11 in 1997-98 and remained static in 1998-99 but it further increased to 0.12 in 1999-2000. A rising interest ratio has adverse implications on the sustainability since it points out to the rising interest burden.

**(iii) Capital outlay/capital receipts**

This ratio would indicate to what extent the capital receipts are applied for capital formation. A ratio of less than one would not be sustainable in the long run in as much as it indicates that a part of the capital receipt is being diverted to unproductive revenue expenditure. On the contrary, a ratio of more than one would indicate that capital investments are being made from revenue surplus as well. The trend analysis of this ratio would throw light on the fiscal performance of the State Government. A rising trend would mean an improvement in the performance. In the case of Tripura, the ratio was more than one upto 1997-98, with the ratio reaching a high of 2.07 in 1996-97. But the trend was reversed thereafter and the ratio gradually declined from 1.14 in 1997-98 to 0.71 in 1998-99 and to 0.62 in 1999-2000, which indicated that capital receipts were diverted to meet revenue expenditure. This could become a matter for concern, unless the downward slide is arrested in the coming years.

**(iv) Tax receipts Vs Gross State Domestic Product (GSDP)**

Tax receipts consist of State taxes and State's share of Central taxes. The latter can also be viewed as Central taxes paid by people living in the State. Tax receipts suggested sustainability. But the ratio of tax receipts to GSDP would have implications for the flexibility as well. While a low ratio would imply



that the Government can tax more, and hence its flexibility, a high ratio may not only point to the limits of this source of finance but also its inflexibility. Time series analysis shows that in the case of Tripura, this ratio had ranged between 0.12 and 0.16 during the five years' period ending 1999-2000. Similarly, the ratio of State tax receipts compared to GSDP has also been constant at 0.02 upto 1998-99 but in 1999-2000 it was 0.03. The ratio suggests that the State Government had the easier option to raise more resources through taxation.

With a view to raising additional resources, Government of Tripura has made efforts to rationalise the tax structure, revise power tariffs and locate additional sources of revenue. Government has also made a concerted effort to mop up resources by launching a campaign for mobilisation of additional public deposits under small savings schemes.

**(v) Return on Investment (ROI)**

The ROI is the ratio of the earnings to the capital employed. A high ROI suggests sustainability. The return of Government investments in statutory corporations, Government companies, and co-operative institutions was nil as no dividend/interest has been received by the Government on the investment made during the years 1995-96 to 1999-2000.

**(vi) Capital repayments Vs Capital borrowings**

This ratio would indicate the extent to which the capital borrowings are available for investment, after repayment of capital. The lower the ratio, the higher would be the availability of capital for investment. In the case of Tripura, this ratio has shown declining trend from 0.26 in 1995-96 to 0.14 in 1999-2000, indicating better mobilisation of capital for investment.

**(vii) Debt Vs Gross State Domestic Product (GSDP)**

The GSDP is the total internal resource base of the State Government, which can be used to service debt. An increasing ratio of Debt/GSDP would signify a reduction in the Government's ability to meet its debt obligations and therefore increasing the risk for the lender. In the case of Tripura, this ratio has moved in the range of 0.23 and 0.31 during the five years ending 1999-2000 and increased by 0.05 in 1999-2000 over the previous year.

**(viii) Revenue deficit/Fiscal deficit**

During the period of four years ending 1998-99, the State had revenue surplus. But in the year 1999-2000, the State had revenue deficit. This means that the State had to depend on the borrowings to meet the revenue expenditure. Increase in revenue expenditure was mainly due to steep increase in salaries of the State Government employees from Rs.475.32 crore in 1998-99 to Rs.699.71 crore in 1999-2000 as a result of the 4<sup>th</sup> Pay Commission Award.

**(ix) Primary deficit Vs Fiscal deficit**

Primary deficit is the fiscal deficit *minus* interest payments. This means that, the less the value of the ratio, the less the availability of funds for capital investment. In the case of Tripura, this ratio had been in the range of (-) 1.61 to 0.39 during the five years ending 1999-2000. This suggests that funds available for capital investment after meeting interest obligations were rather small and even negative during 1995-96 and 1998-99.

**(x) Guarantees Vs revenue receipts**

Outstanding guarantees, including the letters of comfort issued by the Government, indicate the risk exposure of a State Government and should therefore be compared with the ability of the Government to pay *viz.*, its revenue receipts. Thus, the ratio of the total outstanding guarantees to total revenue receipts of the Government would indicate the degree of vulnerability of the State Government. In the case of Tripura, this ratio decreased to 0.03 in 1998-99 from 0.04 in 1995-96, indicating an improvement in the position. But there was a sharp increase from 0.03 to 0.07 in 1999-2000, which indicated increased vulnerability of the State Government.

**(xi) Assets Vs Liabilities**

This ratio indicates the solvency of the Government. A ratio of more than 1 would indicate that the State Government is solvent (assets are more than the liabilities) while a ratio of less than 1 would be a contra indicator. This ratio had all along been more than 1 and had moved in the range of 1.40 to 1.63. In the year 1999-2000 the State was not in a better position as compared to the previous year as the ratio had declined from 1.53 to 1.40.

**(xii) Budget**

There was no much delay in submission of the budget and their approval. The details are given in the following table :

Preparation	Month of submission	Month of approval
Vote on account	NIL	NIL
Budget	19 March 1999	26 March 1999
Supplementary	February 2000	February 2000

Chapter II of this Report carries a detailed analysis of variations in the budget estimates and the actual expenditure as also of the quality of budgetary procedure and control over expenditure. It indicates defective budgeting and inadequate control over expenditure, as evidenced by persistent surrenders of significant amounts every year *vis-a-vis* the final modified grant. Significant variations (excess/saving) between the final modified grant and actual expenditure were also persistent.



#### *1.11.4 Conclusion*

The ratio of primary deficit to fiscal deficit shows that interest payments had been substantial and even more than the net borrowings. This had adverse implications for sustainability. The ratio of State tax receipts to GSDP was meagre, showing that there was much scope for augmentation of tax base. The return on investment was nil all along, which has adverse implications on the sustainability of the State's finances. The State has fallen into revenue deficit during 1999-2000 after having a continuous spell of revenue surplus over the years, which indicates an unhealthy sign of taking recourse to borrowed funds for meeting revenue expenditure.

## ANNEXURE-I

(Reference : Paragraphs 1.1 and 1.11.2 at pages 1 and 17)

### Part A. Government Accounts

I. **Structure:** The accounts of the State Government are kept in three parts (i) Consolidated Fund, (ii) Contingency Fund and (iii) Public Account

#### Part I : Consolidated Fund

All receipts of the State Government from revenues, loans and recoveries of loans go into the Consolidated Fund of the State, constituted under Article 266(1) of the Constitution of India. All expenditure of the Government is incurred from this Fund from which no amount can be withdrawn without authorization from the State Legislature. This part consists of two main divisions, namely, Revenue Account (Revenue Receipts and Revenue Expenditure) and Capital Account (Capital Receipts, Capital Expenditure, Public Debt and Loans, etc.).

#### Part II : Contingency Fund

The Contingency Fund created under Article 267(2) of the Constitution of India is in the nature of an imprest placed at the disposal of the Governor of the State to meet urgent unforeseen expenditure pending authorization from the State Legislature. Approval of the State Legislature is subsequently obtained for such expenditure and for transfer of equivalent amount from the Consolidated Fund to Contingency Fund.

#### Part III : Public Account

Receipts and disbursements in respect of small savings, provident funds, deposits, reserve fund, suspense, remittances, etc., which do not form part of the Consolidated Fund, are accounted for in Public Account and are not subject to vote by the State Legislature.

### II. Form of Annual Accounts

The accounts of the State Government are prepared in two volumes *viz.*, the Finance Accounts and the Appropriation Accounts. The Finance Accounts present the details of all transactions pertaining to both receipts and expenditure under appropriate classification in the Government accounts. The Appropriation Accounts, present the details of expenditure by the State Government *vis-a-vis* the amounts authorized by the State Legislature in the budget grants. Any expenditure in excess of the grants requires regularization by the Legislature.



## Part B. List of Indices/ratios and basis for their calculation

(Referred to in paragraph 1.11 at page 17)

Indices/ratios		Basis for calculation
<b>Sustainability</b>		
Balance from current revenue	B C R	Revenue Receipts <i>minus</i> all Plan grants (under Major Head 1601-02,03,04,05) and Non-Plan revenue expenditure
Primary Deficit		Fiscal Deficit – Interest Payments
Interest Ratio		<u>Interest payments – Interest receipts</u> Total Revenue Receipts – Interest Receipts
Capital Outlay Vs Capital receipts	Capital outlay  Capital receipts	Capital expenditure as per Statement No 12 of the Finance Accounts  Internal Loans (net of ways and means advances) + Loans and advances from Government of India + Net receipts from small savings, PF etc. + Repayments received of loans advanced by the State Government - Loans advanced by the State Government
Total tax receipts Vs GSDP		
State tax receipts Vs GSDP		
<b>Indices/ratios</b>		<b>Basis for calculation</b>
<b>Flexibility</b>		
- Balance from current revenue		As above
- Capital repayments Vs Capital borrowings	Capital Repayments  Capital Borrowings	Disbursements under Major heads 6003 and 6004 <i>minus</i> repayments on account of Ways and Means Advances/ Overdraft under both the major heads  Addition under Major Heads 6003 and 6004 <i>minus</i> addition on accounts of Ways & Means advances/overdraft under both the major heads
	State Tax Receipts	Statement 10 of Finance Accounts
Incomplete Projects		As per details in Finance Accounts.
- Total Tax Receipts Vs GSDP	Total Tax Receipts	State Tax receipts <i>plus</i> State's share of Union Taxes
- Debt Vs GSDP		

<p><b>Vulnerability</b></p>		
<p>- Revenue Deficit - Fiscal Deficit - Primary Deficit Vs Fiscal Deficit</p>	<p>Primary Deficit</p>	<p>Paragraph 1.9.5 of the Audit Report - do - Fiscal Deficit <i>minus</i> interest payments</p>
<p>Total outstanding guarantees including letters of comfort Vs Total revenue receipts of the Government</p>	<p>Outstanding guarantees</p>	<p>Paragraph 1.4.3 of the Audit Report</p>
<p>Assets Vs Liabilities</p>	<p>Revenue Receipts</p>	<p>Paragraph 1.3 of the Audit Report</p>
<p>Assets Vs Liabilities</p>	<p>Assets and Liabilities</p>	<p>Paragraph 1.2 of the Audit Report</p>
<p></p>	<p>Debt</p>	<p>Borrowings and other obligations at the end of the year (Statement No 3 of the Finance Accounts)</p>



## ANNEXURE-II

(Reference : Paragraphs 1.4.1 and 1.4.3 at pages 3 and 4)

## ABSTRACT OF RECEIPTS AND DISBURSEMENTS FOR THE YEAR 1999-2000

(Rupees in crore)

Receipts			Disbursements					
1998-99		1999-2000	1998-99		Non-Plan	Plan	Total	1999-2000
1268.35	<b>Section-A : Revenue</b>							
	<b>I. Revenue Receipts</b>	<b>1438.26</b>	<b>1175.62</b>	<b>I. Revenue</b>				<b>1461.07</b>
				<b>Expenditure</b>				
84.13	-Tax Revenue	101.74	408.92	<b>General Services</b>	539.33	1.66	540.99	
44.83	-Non-Tax Revenue	76.19	448.76	<b>Social Services</b>	357.42	216.05	573.47	
457.02	-State's Share of Union Taxes	529.55	261.88	-Education, Sports, Arts and Culture	265.08	91.64	356.72	
79.83	-Non-Plan Grants	55.95	59.61	-Health and Family Welfare	41.08	30.05	71.13	
470.21	-Grants for State/Union Territory Plan Schemes	565.07	14.56	-Water Supply, Sanitation, Housing and Urban Development	13.48	5.87	19.35	
17.51	-Grants for Central Plan Schemes	16.32	4.74	-Information and Broadcasting	2.84	2.75	5.59	
106.23	-Grants for Centrally sponsored Plan Schemes	84.07	61.32	-Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	6.94	64.40	71.34	
8.59	-Grants for Special Plan Schemes (NEC)	9.37	3.42	-Labour and Labour Welfare	3.13	0.81	3.94	
			42.64	-Social Welfare and Nutrition	24.37	20.53	44.90	
			0.59	-Others	0.50	-	0.50	
			300.98	<b>Economic Services</b>	202.76	125.33	328.09	
			90.70	-Agriculture and Allied Activities	65.31	52.75	118.06	
			105.41	-Rural Development	21.21	56.48	77.69	
			0.66	-Special Areas Programme(NEC)	-	0.60	0.60	
			18.14	-Irrigation and Flood Control	3.64	4.52	8.16	
			54.31	-Energy	82.13	0.32	82.45	
			12.43	-Industry and Minerals	5.97	8.16	14.13	
			8.47	-Transport	14.48	0.57	15.05	
			4.82	-Communication	5.56	-	5.56	
			0.34	-Science Technology and Environment	-	0.39	0.39	
			5.70	-General Economic Services	4.46	1.54	6.00	
			16.96	Grants-in-aid and contributions	18.52	-	18.52	
...	<b>II. Revenue deficit carried over to Section-B</b>	<b>22.81</b>	<b>92.73</b>	<b>II. Revenue surplus carried over to Section-B</b>	-	-	-	<b>...</b>
1268.35	<b>Total : Section A :</b>	<b>1461.07</b>	<b>1268.35</b>	<b>Total :</b>	<b>1118.03</b>	<b>343.04</b>	<b>1461.07</b>	<b>1461.07</b>

(Rupees in crore)

Receipts			Disbursements					
1998-99		1999-2000	1998-99				1999-2000	
					Non-Plan	Plan	Total	
	<b>Section-B : Others</b>							
(-)18.24	<b>III. Opening cash balance including permanent advance and cash balance investment</b>	120.93		<b>III. Opening overdraft from Reserve Bank of India</b>			...	
Nil	<b>IV. Miscellaneous capital receipts</b>	Nil	208.93	<b>IV. Capital Outlay-</b>	9.26	257.94	267.20	
			4.19	<b>General Services</b>	---	6.32	6.32	
			99.75	<b>Social Services</b>	---	105.47	105.47	
1.20	<b>V. Recoveries of loans and advances</b>	2.37	1.88	-Education, Sports, Arts and Culture	---	0.77	0.77	
1.05	From Government servants	1.40	5.82	-Health and Family Welfare	---	7.26	7.26	
0.15	From others	0.97	45.90	-Water Supply and Sanitation	---	41.27	41.27	
92.73	<b>VI. Revenue surplus brought down</b>	Nil	46.15	-Housing and Urban Development	---	54.32	54.32	
218.04	<b>VII. Public debt receipts</b>	304.05	...	-Information and Broadcasting	---	---	-	
97.09	Internal debt other than Ways and Means	145.30	...	-Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	---	1.81	1.81	
Nil <sup>o</sup>	Net transactions under Ways and Means Advances including Overdraft	NIL						
120.95	Loans and advances from GOI	158.75	...	-Social Welfare and Nutrition	---	0.04	0.04	
668.21	<b>VIII. Public Account receipts</b>	875.18	104.99	<b>Economic Services</b>	9.26	146.15	155.41	
180.32	Small savings and provident funds etc.	252.72	6.52	-Agriculture and Allied Activities	0.70	3.37	4.07	
...	Reserve fund	0.04	7.92	-Rural Development	---	12.99	12.99	
148.35	Deposits and Advances	146.72	6.74	-Special Areas Programme	---	9.59	9.59	
33.35	Suspense and Miscellaneous	38.31	11.32	-Irrigation and Flood Control	---	28.34	28.34	
306.19	Remittances	437.39	26.63	-Energy	---	37.40	37.40	
			3.94	-Industry and Minerals	---	5.63	5.63	
Nil	<b>IX. Closing overdraft from RBI</b>	Nil	37.82	-Transport	6.55	45.29	51.84	
			0.05	-Science, Technology and Environment	---	0.06	0.06	
			4.05	-General Economic Services	2.01	3.48	5.49	

<sup>o</sup> Represents receipts: Rs. 108.01 crore and disbursements: Rs. 108.01 crore during the year 1998-99 and no Ways and Means Advances were availed during the year 1999-2000.



(Rupees in crore)

Receipts		Disbursements	
1998-99	1999-2000	1998-99	1999-2000
	<b>Section-B : Others</b>		
		3.36	V. Loans and Advances 2.87
			Disbursed
		3.10	-To Government 2.64
		0.26	Servants
		Nil	-To others 0.23
		34.81	VI. Revenue deficit brought down 22.81
			VII. Repayment of Public Debt 42.01
			-Internal Debt other than Ways and Means Advances 17.04
		13.18	-Net transactions under Ways and Means Advances Nil
		Nil	including Overdraft
		21.63	-Repayment of Loans and Advances to Central Government
		593.91	VIII. Public Accounts Disbursements 717.70
			-Small Savings and Provident Funds 123.50
		100.08	-Reserve Fund 0.11
		0.07	-Deposits and Advances 142.77
		153.38	-Suspense 27.49
		36.17	-Remittances 423.83
		304.21	IX. Cash Balance at end 249.94
		120.93	-Cash in Treasuries *
			-Departmental Cash Balance including permanent advance 5.82
		*	-Cash Balance investment 260.72
		3.31	-Deposit with Reserve Bank of India (-) 16.60
		155.42	
		(-)37.80	
961.94	<b>Total : Section B : 1302.53</b>	961.94	<b>Total : Section B : 1302.53</b>

\* Rs.1353 only.

Explanatory Notes for tables at paragraphs 1.2 and 1.3 as well as Annexure-II :

1. The abridged accounts in the statements have to be read with comments and explanations in the Finance Accounts.

2. Government accounts being mainly on cash basis, the surplus on Government account, as shown in paragraph 1.2 indicates the position on cash basis, as opposed to accrual basis in commercial accounting. Consequently, items payable or receivable or items like depreciation or variation in stock figures etc., do not figure in the accounts.

3. Suspense and Miscellaneous balances include cheques issued but not paid, payments made on behalf of the State and other pending settlement etc.

4. There was a difference of Rs. 4.82 crore between the figure reflected in the accounts (debit : Rs. 16.60 crore) and that (debit: Rs. 21.42 crore) intimated by the RBI under "Deposit with Reserve Bank". The difference of Rs. 4.82 crore is under reconciliation (September 2000).

**ANNEXURE - III**  
(Reference : Paragraph 1.11.2 at page 17)

**FINANCIAL INDICATORS FOR GOVERNMENT OF TRIPURA**

	1995-96	1996-97	1997-98	1998-99	1999-2000
<b>Sustainability</b>					
BCR(Rs. in crore)	(-)0.25	(-)15.26	(-)117.66	(-)186.11	(-) 354.60
Primary Deficit (PD) (Rs. in crore)	(-)54.75	11.52	75.81	(-)22.22	105.30
Interest ratio	0.09	0.10	0.11	0.11	0.12
Capital outlay/ Capital receipts	1.79	2.07	1.14	0.71	0.62
Total Tax receipts/GSDP	0.12	0.14	0.15	0.15	0.16
State Tax Receipts/GSDP	0.02	0.02	0.02	0.02	0.03
Return on Investment ratio	NIL	NIL	NIL	NIL	NIL
<b>Flexibility</b>					
BCR (Rs. in crore)	(-)0.25	(-)15.26	(-)117.66	(-)186.11	(-) 354.60
Capital repayment / Capital borrowings	0.26	0.25	0.23	0.16	0.14
Debt/GSDP	0.26	0.24	0.23	0.26	0.31
<b>Vulnerability</b>					
Revenue Surplus (RS)/ Revenue Deficit (RD)(-) (Rs. in crore)	150.86	121.76	21.71	92.73	(-) 22.81
Fiscal Deficit (FD) (Rs. in crore)	33.91	121.73	195.77	118.36	290.51
PD/FD	(-)1.61	0.09	0.39	(-)0.19	0.36
RD/FD	(-)4.45	(-)1.00	(-)0.11	(-)0.78	0.08
Outstanding Guarantees/revenue receipts	0.04	0.07	0.07	0.03	0.07
Assets/Liabilities	1.57	1.63	1.57	1.53	1.40

**Note:**

1. The interest payment in 1995-96 and 1998-99 was more than the fiscal deficit, hence the negative figure for primary deficit.
2. Definition of capital outlay and capital receipts at Part B of Annexure-I.





**Voted and Charged provision and expenditure**

	Provision (Rupees in crore)		Expenditure (Rupees in crore)	
	Voted	Charged	Voted	Charged
Revenue	1540.45	174.33	1327.19	188.65
Capital	415.34	40.74	299.31	42.01
<b>Total Gross</b>	<b>1955.79</b>	<b>215.07</b>	<b>1626.50</b>	<b>230.66</b>
Deduct-recoveries in reduction of expenditure	143.65	-	84.01	-
<b>Total : Net</b>	<b>1812.14</b>	<b>215.07</b>	<b>1542.49</b>	<b>230.66</b>

The summarised position of the actual expenditure during 1999-2000 against 43 grants/appropriations was as follows :

	Nature of expenditure	Original grant/ Appropriation	Supple- mentary grant/ appropriation	Total	Actual expenditure	Saving(-) Excess(+)
Voted	I.Revenue	1431.03	109.42	1540.45	1327.19*	(-) 213.26
	II.Capital	325.90	77.15	403.05	296.44*	(-) 106.61
	III.Loans and Advances	12.23	0.06	12.29	2.87	(-) 9.42
<b>Total Voted</b>		<b>1769.16</b>	<b>186.63</b>	<b>1955.79</b>	<b>1626.50</b>	<b>(-)329.29</b>
Charged	IV.Revenue	167.06	7.27	174.33	188.65	(+)14.32
	V Capital	-	-	-	-	-
	VI.Public Debt	38.89	1.85	40.74	42.01	(+) 1.27
<b>Total Charged</b>		<b>205.95</b>	<b>9.12</b>	<b>215.07</b>	<b>230.66</b>	<b>(+)15.59</b>
Appropriation to Contingent fund (if any)		-	-	-	-	-
<b>Grand Total</b>		<b>1975.11</b>	<b>195.75</b>	<b>2170.86</b>	<b>1857.16<sup>^</sup></b>	<b>(-) 313.70</b>

**2.2 Excess over provision relating to previous years requiring regularisation**

As per Article 205 of the Constitution of India, it is mandatory for a State Government to get the excess over a grant/appropriation regularised by the State Legislature. However, the excess expenditure amounting to Rs.229.90 crore for the years from 1995-96 to 1999-2000 was yet to be regularised.

Year	Number of grants	Number of Appropriation	Amount of excess (Rs. in crore)	Amount for which explanations not furnished to PAC
1995-96	6	3	22.65	22.65
1996-97	14	4	26.17	26.17
1997-98	8	7	44.07	44.07
1998-99	11	3	113.06	113.06
1999-2000	7	5	23.95	23.95

In addition to the above, the excess expenditure amounting to Rs.443.50 crore for the period from 1987-88 to 1994-95 was also not regularised. Explanations

\* These were gross figures without taking into account the recoveries adjusted in accounts as reduction of expenditure (under revenue expenditure : Rs.54.77 crore and Capital expenditure: Rs.29.24 crore).

<sup>^</sup> The expenditure has been overstated by Rs.12.24 crore due to drawals made by 3 DDOs on 12 Abstract Contingent Bills during the year 1999-2000 for which no detailed countersigned contingent bills were sent as of 31 March 2000.



were also not furnished by the Government, though called for by Audit (May 2000).

### **2.3 Results of Appropriation Audit**

**2.3.1** The overall saving of Rs.313.70 crore was the result of saving of Rs.337.65 crore in 43 grants and appropriations, offset by excess of Rs.23.95 crore in 12 grants and appropriations.

**2.3.2** Supplementary provision made during the year constituted 10 *per cent* of the original provision as against 6 *per cent* in the previous year.

**2.3.3** Supplementary provision of Rs.30.56 crore made in 20 cases during the year proved unnecessary in view of aggregate saving of Rs.145.83 crore in these cases as detailed in **Appendix-I**.

**2.3.4** In 22 cases, against additional requirement of Rs.52.10 crore, supplementary grants and appropriations of Rs.151.15 crore were obtained resulting in savings in each case exceeding Rs.10 lakh, aggregating Rs.99.05 crore. Details of these cases are given in **Appendix-II**.

**2.3.5** The excess of Rs.6.22 crore under 7 grants and Rs.17.73 crore under 5 appropriations require regularisation under Article 205 of the Constitution. Details of these are given in **Appendix-III**.

**2.3.6** In 5 cases, supplementary provision of Rs.8.89 crore proved insufficient by more than Rs.10 lakh each, leaving an aggregate uncovered excess expenditure of Rs.20.04 crore as per details given in **Appendix-IV**.

**2.3.7** In 35 cases, expenditure fell short by more than Rs.10 lakh in each case and also by more than 10 *per cent* of the total provision as indicated in **Appendix-V**. In one of the above cases (Sl.No.34), the provision totalling Rs.0.15 crore was not utilised.

**2.3.8** In 2 cases, there were persistent savings in excess of Rs.10 lakh in each case and 10 *per cent* or more of the provisions. Details are given in **Appendix-VI**.

**2.3.9** In 4 cases, expenditure exceeded the approved provisions by more than Rs.25 lakh and also by more than 10 *per cent* of the total provision. Details are given in **Appendix-VII**.

#### **2.3.10 Excessive/Unnecessary re-appropriation of funds**

Re-appropriation is transfer of funds within a grant from one unit of appropriation where savings are anticipated to another unit where additional funds are needed. Significant cases where injudicious re-appropriation of funds proved excessive or resulted in savings by over Rs.50 lakh in each case are as given in **Appendix-VIII**.

### **2.3.11 Expenditure without provision**

As envisaged in the Budget Manual, expenditure should not be incurred on a scheme/service without provision of funds therefor. It was, however, noticed that expenditure of Rs.7.84 crore was incurred in 5 cases under 4 grants/appropriations as detailed in **Appendix-IX**, although no budget provisions were made in the original estimates/supplementary demands, and no re-appropriation orders were issued.

### **2.3.12 Anticipated savings not surrendered**

According to Financial Rules, the spending departments are required to surrender the grants/appropriations or portion thereof to the Finance Department as and when the savings are anticipated. However, at the close of the year 1999-2000 there were 52 cases in which savings amounting to Rs.185.46 crore had not been surrendered. In 34 cases out of 52, the amount of available savings of Rs.50 lakh and above in each case was not surrendered, which aggregated Rs.181.65 crore. Details are given in **Appendix-X**.

### **2.3.13 Surrender in excess of actual savings**

The amount surrendered was in excess of actual savings, indicating inadequate budgetary control. As against the total amount of actual savings of Rs.92.30 crore in 4 cases, the amount surrendered was Rs.99.57 crore, resulting in excess surrender of Rs.7.27 crore. Details are given in **Appendix-XI**.

### **2.3.14 Trend of recoveries and credits**

Under the system of gross budgeting followed by the Government, the demands for grants presented to the Legislature are for gross expenditure and exclude all credits and recoveries which are adjusted in the accounts as reduction of expenditure. The anticipated recoveries and credits are shown separately in the budget estimate.

In 6 grants/appropriations, the actual recoveries adjusted in reduction of expenditure (Rs.84.01 crore) against the estimated recoveries (Rs.143.65 crore) were less by Rs.59.64 crore. More details are given in the Appendix to the Appropriation Accounts.

### **2.3.15 Non-receipt of explanations for savings/excesses**

For the year 1999-2000, explanations for savings/excesses were not received in respect of 36 grants/ appropriations out of 43. This meant that in respect of 83 per cent of grants/appropriations, explanations were not received.

### **2.3.16 Unreconciled expenditure**

Financial rules require that the Departmental controlling officers should reconcile periodically the departmental figures of expenditure with those booked by the Accountant General(A&E). Out of 79 Controlling Officers, 4 officers did not reconcile expenditure of Rs.25.13 crore pertaining to the year 1999-2000 while 4 officers carried out partial reconciliation and did not reconcile expenditure of Rs.29.94 crore (September 2000). Details are given in **Appendix-XII**.

### **2.3.17 Rush of expenditure**

The Financial Rules require that Government expenditure be evenly phased out throughout the year as far as practicable. Rush of expenditure at the close

of the year can lead to infructuous, nugatory or ill-planned expenditure. In 14 cases, the details of which are given in Appendix-XIII, the expenditure in March 2000 was found to have been 10 per cent and above of both the total provision and expenditure for the year.

## RURAL DEVELOPMENT DEPARTMENT

### 2.4. Parking of direct Central assistance to District Rural Development Agency for implementation of Centrally Sponsored Schemes

The District Rural Development Agency (DRDA), West Tripura\* received Rs.48.85 crore during the period from 1995-96 to 1999-2000 directly from the Government of India (GOI) as Central assistance for implementation of Centrally sponsored schemes like JRY, EAS etc., as detailed below :

Year	Amount (Rupees in crore)	Name of scheme (Rupees in crore)
1995-96	7.91	EAS (6.30) JRY (1.61)
1996-97	10.70	JRY (1.65) EAS (8.10) MWS (0.20) GKY (0.21) IAY (0.54)
1997-98	7.51	GKY (0.44) IAY (0.59) MWS (0.21) JRY (0.87) EAS (5.40)
1998-99	16.13	JRY (6.77) EAS (5.40) IAY (2.39) GKY (0.20) MWS (1.37)
1999-2000	6.60	GKY (1.06) IAY (4.56) EAS (0.98)
	<b>TOTAL 48.85</b>	

Scrutiny of relevant records of the DRDA revealed that the amounts received during the period directly from the GOI by demand drafts were, at the first instance deposited to savings bank accounts in the bank and subsequently were credited into treasury to the State receipt Head of Account "1601 – Grants in aid from Central Government, 4 – Grants for Centrally Sponsored Plan Schemes".

This was being done by the DRDA under instructions issued by the Rural Development Department of the State Government in December 1994 and again in May 1996, with the concurrence of the Finance Department. The State Government instructions were in contravention of the guidelines issued by the GOI for implementation of the above schemes. Thus, the State Government irregularly utilised the Central funds to shore up its cash

\* There are 4 DRDAs in the State in 4 Districts, of which one was test checked in audit.



balances, frustrating the purpose of direct funding of the schemes for their speedy implementation as envisaged in the respective scheme guidelines.

The matter was reported to the Government in November 2000; reply had not been received (February 2001).

### MISCELLANEOUS DEPARTMENTS

#### 2.5 *Outstanding Action Taken Notes on recommendations of the Public Accounts Committee*

As per rules, Action Taken Notes (ATNs) on recommendations of the Public Accounts Committee (PAC) are to be submitted by the Departments, from which the ATNs are due, to the Committee through Finance Department within 6 months from the date of presentation of the Report of the PAC containing the recommendations to the Legislature.

The following Departments had not furnished (October 2000) Action Taken Notes on the recommendations of the Public Accounts Committee contained in the 54<sup>th</sup> Report onwards, within the stipulated period.

The detailed position is shown below:

SERIAL NUMBER OF THE REPORT CONTAINING RECOMMENDATIONS	DATE OF PRESENTATION TO THE LEGISLATURE	DEPARTMENTS FROM WHICH ACTION TAKEN NOTES WERE DUE
54 <sup>th</sup> Report	8 September 1997	Animal Resource Development; Information, Cultural Affairs and Tourism; Urban Development; Industries; Health and Family Welfare.
55 <sup>th</sup> Report	25 August 1998	Agriculture; Education; Rural Development; Food and Civil Supplies; Public Works; Revenue; Power.
56 <sup>th</sup> Report	30 March 1999	Finance; Fisheries; Forest; Health and Family Welfare; Transport; Urban Development.
57 <sup>th</sup> Report	30 March 1999	Agriculture; Public Works; Power; Transport.
58 <sup>th</sup> Report	30 March 1999	Printing and Stationery; Labour and Employment; Transport; Revenue; Education; Social Education and Social Welfare; Home.
59 <sup>th</sup> Report	16 February 2000	Public Works; Power.
60 <sup>th</sup> Report	16 February 2000	Agriculture; Education; Home; Jail; Revenue; Urban Development.

The matter was reported to the Government in November 2000; reply had not been received (February 2001).

## CHAPTER III : CIVIL DEPARTMENTS

### SECTION - A

### EDUCATION DEPARTMENT

#### 3.1 Control Mechanism of Primary Education

*The programme of primary education suffers from lack of co-ordination and concerted efforts. The Department had failed to evolve an internal control mechanism to ensure smooth and effective implementation of the programme as envisaged in National Policy on Education. The Government did not fix a time schedule for universalisation of primary education. Control mechanism was absent in deployment of teachers, collection of enrolment data, execution of works and facilities to be provided to schools.*

##### 3.1.1 Highlights

Deployment of 479 teachers in 861 schools under 9 Inspectorates in excess of norms prescribed by the Department resulted in avoidable excess expenditure of Rs. 2.01 crore per year.

(Paragraph 3.1.6.2)

There was rural-urban disparity in posting of teachers as Audit noticed excess posting of 37 teachers in 11 schools of Agartala municipal area, while 53 schools in rural areas under 5 Inspectorates were having shortage of 57 teachers.

(Paragraph 3.1.6.3)

The Department never attempted to compile the data on enrolment of children in the age group of 6-11 years separately, making it difficult to compare its performance with the target of universalisation of primary education.

(Paragraph 3.1.6.4)

The dropout rate at the primary stage, ranged between 50 and 55 per cent during the years 1995-96 to 1999-2000 and was quite high as compared to all India dropout rate of 39 in 1997-98. The position was still worse in case of ST students where dropout rate was between 67 and 70 per cent.

(Paragraph 3.1.6.5.1)

Appointment and posting of 2149 Kokborak teachers in 926 schools where the language was not being taught resulted in wasteful expenditure

of Rs. 45.13 crore on their pay and allowances during 1995-96 to 1999-2000.

(Paragraph 3.1.6.6)

Defective planning and execution of the work of construction of DIET buildings in North and South Districts led to cost overrun that stalled the work, which in turn made the expenditure of Rs. 1.63 crore on the buildings unfruitful.

(Paragraph 3.1.6.8)

Although Rs. 0.91 crore was spent on DIETs of West and South Districts, neither of them was made functional even after lapse of 5 to 10 years due to failure of the Department to fill up the key posts of Principals, Instructors and other staff.

(Paragraph 3.1.6.9)

Out of 861 schools under 9 Inspectorates test checked, 49 per cent had no pucca buildings, 28 per cent no safe drinking water facilities, and 56 per cent no toilet facilities indicating lack of basic infrastructural facilities envisaged to be created under the universal primary education programme.

(Paragraph 3.1.6.10)

Only 28 Inspecting Officers were in position against 108 sanctioned posts and the existing Inspecting Officers also were not inspecting the schools at regular intervals as per norms. Shortfall in inspections during 1998 and 1999 ranged between 64 and 67 per cent in 9 Inspectorates.

(Paragraph 3.1.6.11)

### 3.1.2 Introduction

The national policy on Education which was evolved in 1968, revised in 1986 and updated in 1992 has the following main objectives:

- (i) Universalisation of primary education by cent per cent enrolment of children of the age group 6-11 years before entering the 21<sup>st</sup> century;
- (ii) Highest priority to solving the problem of children dropping out of schools; and
- (iii) A substantial improvement in the quality of education.

The school education wing of the Education Department of the State Government set up to oversee the primary education system in the State was entrusted with the job of execution of the action plan to achieve the above objectives.



As of March 1999, there were 2086 primary schools\* (Rural 2041; and urban 45) under the direct control of the Department in the State, through which primary education was being imparted to children.

### 3.1.3 Organisational set up

The Education Department functions under the overall administrative control of a Secretary. The Director of School Education is responsible for implementation of the programme for primary education along with other stages of school education viz., upper primary, secondary and higher secondary and for control of expenditure against the provisions made for the combined programme.

The Director is assisted by one Joint Director and one Deputy Director at the Headquarters. The responsibility for administration of primary education at the District level rests with the Deputy Directors, one each in all the four Districts. The programme is being implemented through 18 Inspectors of Schools (IS), of whom 17 are working at the Block level and one in Agartala urban area. The Director of State Council of Educational Research and Training (SCERT) is to provide academic support to the Education Department of the State.

### 3.1.4 Audit coverage

A review on Control Mechanism of Education Department (Primary Education) for the period from 1995-96 to 1999-2000 was conducted during January to May 2000 based on test check of the records of the Director of School Education, Director of State Council of Educational Research and Training (SCERT), Principals in charge of District Institutes of Education and Training (DIETs) of Agartala and Kakraban (out of 3 DIETs), Deputy Director of School Education, North, Kailashahar out of 4 Deputy Directors of School Education and 9 Inspectors of Schools<sup>‡</sup> (out of 18 in the State). The audit coverage was spread over to 3 districts of West, South and North out of 4 districts in the State. Important findings are given in the succeeding paragraphs.

### 3.1.5 Financial management

#### 3.1.5.1 Budget estimates and expenditure

Budget estimates and expenditure incurred on primary education in the State during 1995-2000, as intimated by the Department, were as under <sup>‡</sup>:

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\* This does not include primary schools being run by the Tripura Tribal Area Autonomous District Council (ADC).

<sup>‡</sup> Sadar A, Bishalgarh, Mohanpur, Jirania, Udaipur, Sonamura, Belonia, Kailashahar, Dharmanagar.

<sup>‡</sup> The figures furnished by the Department, did not include the expenditure booked under major heads 2236 – Nutrition, 3454 – Census and Survey, 4059 – Capital Outlay on Public Works, 4202 – Capital Outlay on Education etc., which also included expenditure on primary education. The figures also did not include budget estimates and expenditure on primary education in respect of Tripura Tribal Areas Autonomous District Council.

Year	NON-PLAN			PLAN		
	Budget estimates	Expenditure	(+) Excess (-) Savings	Budget estimates	Expenditure	(+) Excess (-) Savings
(Rupees in crore.)						
1995-96	33.41	33.54	0.13	19.69	19.75	0.06
1996-97	36.29	36.30	0.01	25.68	25.70	0.02
1997-98	43.33	42.73	(-) 0.60	24.54	24.38	(-)0.16
1998-99	46.51	46.64	0.13	30.85	31.46	0.61
1999-2000	83.72	83.72	-	44.21	44.21	-
<b>TOTAL</b>	<b>243.26</b>	<b>242.93</b>	<b>(-)0.33</b>	<b>144.97</b>	<b>145.50</b>	<b>0.53</b>

However, the above figures are only tentative since the yearwise figures for budget estimates and expenditure were based on *pro rata* allocation of figures between primary education and the other stages of school education as worked out by the department.

Separate head of account for primary education not opened.

In preparing budget estimates and compiling expenditure, the department had never depicted separately the budget estimates and expenditure on primary education. Even the separate head of account for recording expenditure on Primary Education was not opened. As a result, it was not possible for Audit to analyse physical performance of the programme of primary education with reference to actual expenditure incurred on the programme. On this being pointed out, the Principal Secretary to the Department stated (January 2000) that the budget estimates would be prepared separately for primary education by opening separate head of account with effect from the year 2000-2001.

### 3.1.5.2 Control over expenditure

(i) The consolidated statement of expenditure as submitted by the DSE to the Finance Department from time to time contained the figures of expenditure under two broad categories viz., salary and non-salary groups. However, no detailed heads had been prescribed by the Finance Department for control of expenditure. In the absence of those details, neither the Finance nor the Education Department was in a position to watch the trend of expenditure under different heads.

(ii) Although monthly expenditure statements were received from the drawing and disbursing officers (DDOs), no control register (sub-headwise) for each DDO was maintained at the Directorate to watch the flow of expenditure.

(iii) As a result of the above, instances of expenditure incurred in excess of budget provision were noticed. A few of them are indicated below:

Sl. No.	Year	Head of account	Budget provision	Expenditure irregularly incurred in excess of budget provision (Rupees in lakh)
1	1995-96	2236- Nutrition/Distributions of Nutritious Food and Beverages/Mid-day Meals (Plan)	168.92	50.59
2.	1998-99	2202 - General Education/ General/Direction and Administration (Non-plan).	356.10	44.67°
3.	1998-99	2202 -General Education/ Elementary Education/ Teachers and other services/ Govt. Primary Schools (Non-Plan)	6713.98	42.14

### 3.1.6 Programme Management

#### 3.1.6.1 Understaffing in schools

Audit scrutiny revealed that the key post of Headmasters in 1339 primary schools out of 2086 remained vacant in three districts,<sup>5</sup> as of February 2000.

#### 3.1.6.2 Overstaffing in schools

The staffing norms for primary school, as followed by the department are one teacher for each section subject to a minimum of 5 teachers per school, whereas the minimum number of teachers in a school should have not been less than the number which is arrived at according to 1:30 teacher-pupil ratio as prescribed by the State Government.

The department failed to furnish information on the total number of primary sections in the schools run by it in the State as a whole. Scrutiny of records of 9 Inspectors of Schools test checked showed that the Department failed to adhere to its own norms of posting teachers as shown below:

Number of schools as of May 2000	Number of students	Number of Teachers (excluding HM/ <sup>3</sup> Kokborak Teachers)/ Teacher: Pupil ratio	Requirement of Teachers as per norms @ 1 teacher per 30 students	Excess posting of teachers
861	1.63 lakh	5912	5433	479

<sup>o</sup> This figure represents excess expenditure for primary and other stages of school education. By *pro rata* allocation, the excess expenditure incurred on primary education works out to Rs.33.85 lakh.

<sup>5</sup> West Tripura, North Tripura and South Tripura.

<sup>3</sup> The Second State language.



Posting of 479 teachers in excess of norms led to annual extra expenditure of Rs.2.01 crore<sup>†</sup>.

### 3.1.6.3 Rural-urban disparity in posting

In the Agartala Municipal area (Urban), 37 teachers in excess of requirement were posted in 11 primary units attached to upper primary, high and higher secondary schools as of May 2000 (**Appendix-XIV**). This led to avoidable recurring expenditure of Rs.15.54 lakh<sup>‡</sup> per year.

On the other hand, in 53 primary units (out of 485) located in rural areas under 5 Inspectorates<sup>†</sup> as of May 2000, the number of teachers actually posted was far below the prescribed norms (1 teacher per 30 students). Against the requirement of 186 teachers, only 129 teachers (69 per cent) were posted in these schools, indicating that posting of teachers was made in an arbitrary manner to suit the convenience of the teachers instead of the academic interest of the students which adversely affected the programme of universalisation of primary education.

*Such uneven posting of teaching staff indicated a total absence of control mechanism in the Department for effective manpower management.*

### 3.1.6.4 Enrolment of eligible children

As per the National Policy on Education, children between the age group of 6-11 years were to be enrolled for imparting 5 years of primary schooling. Scrutiny of records revealed the following :

The department had not made any attempt to ascertain the actual number of eligible children in the age group of 6-11 years enrolled by it during the period 1995-2000. Enrolment in the primary stage vis-à-vis projected child population in the age group of 6-11 years and their gross enrolment ratio during 1995-99 as intimated by the department was as under:

Year	Projected child population in the age group of 6-11 years	Actual enrolment in primary stage
<i>Figures in lakh</i>		
1995-96	3.60	4.32
1996-97	3.70	4.56
1997-98	3.81	4.73
1998-99	3.92	4.70
1999-2000	Data not made available by the Department	

<sup>†</sup> 479 teachers x Rs.3500 (average pay per month per head) x 12 months = Rs.2.01 crore.

<sup>‡</sup> 37 teachers x Rs.3500 x 12 months = Rs.15.54 lakh.

<sup>†</sup> 1) Sonamura, 2) Mohanpur, 3) Bishalgarh, 4) Kailashahar and 5) Dharmanagar.

Schools in rural areas not having adequate number of teachers.

**Information on enrolment of child population of the age group of 6-11 years not available.**

From the above, it would be seen that actual enrolment of students with reference to projected age group population was more than the projected population. The Department attributed the apparently excess enrolment to induction of underage/overage student population at the primary level. This indicates that the statistics did not indicate the enrolment in the targeted age group and as such it was not possible to assess the percentage of enrolment achieved by it in the targeted age group of 6-11 years. This made evaluation of performance of the Department with reference to the target of 100 per cent enrolment in the specific age group difficult.

The Department reported to GOI in July 1999 that about one lakh eligible children were yet to be enrolled and setting up of 1060 more primary schools was required, but could not produce any basis to Audit for such estimation (May 2000).

### **3.1.6.5 Children dropping out of schools**

#### **3.1.6.5.1 Reduction of dropout rates**

The National Policy on Education stipulated that higher priority should be given towards solving the problem of children dropping out of school and adopting strategies to ensure children's continuance in school.

**High dropout rates.**

Scrutiny of records revealed that dropout rate in primary stage ranged between 50 and 55 per cent during the period 1995-96 to 1998-99 as against all India rate of 39 (1997-98) as shown below :

1995-96	52
1996-97	55
1997-98	50
1998-99	53
1999-2000	Data not made available by the Department

Dropout rate among the ST students was the highest, which ranged between 67 and 70 per cent. While no survey was conducted to find out actual reasons for the high rate of dropouts, low socio-economic status of the people, 'ineffective school environment' and engagement of girl child in household work were attributed by the Department as some of the main reasons for this. The programme, therefore, failed to ensure continuance of students in primary schools.

#### **3.1.6.5.2 Non-supply of food grains under the scheme of Nutritional Support to Primary Education**

The Scheme of Nutritional Support to Primary Education envisaged that every school-going child of primary classes having 80 per cent attendance during the preceding months was to be provided rice at the rate of 100 grams per day for 10 academic months. The object of the scheme was to boost universalisation

of primary education by improving enrolment, retention and attendance as well as nutritional status of the students.

Students deprived of their quota of foodgrains under NSPE.

Scrutiny of records revealed that 5 Inspectors of Schools\* (out of 9) test checked could not distribute 11,031.54 quintals of rice to 3,67,718 students during June 1997 to March 2000 (for various spells ranging from 4 to 9 months) as detailed in **Appendix-XV**, despite timely submission of requisition by the concerned schools/ISs to the Food and Civil Supplies Department responsible for supply of food grains. Distribution of rice to students was not possible as rice delivery orders were not issued by the concerned SDOs/BDOs.

Scrutiny further revealed that the concerned Inspectors of Schools had neither pursued the matter nor reported to the DSE or Director of Food and Civil Supplies to ensure the delivery in time or at a subsequent date.

Thus, failure of the Director, Food and Civil Supplies and the DSE to maintain effective monitoring and co-ordination prevented proper implementation of the scheme and defeated the purpose for which it was launched.

### **3.1.6.6 Wasteful expenditure on Kokborak teachers**

The prescribed educational qualification for appointment to the post of Primary Teachers as per Recruitment Rules that came into force from 24 January 1996, was Secondary\* or equivalent examination pass for candidates other than Scheduled Tribe (ST), and 'appeared in the Secondary or equivalent examination' for ST candidates. But scrutiny revealed that from 1979, the Department started recruitment of Kokborak<sup>y</sup> teachers from among the ST candidates having the qualification of class VIII passed. The Director of School Education, who was the appointing authority, was responsible for violation of the recruitment rules.

Wasteful expenditure on Kokborak teachers.

It was noticed that Kokborak was not being taught in any of the 926 schools (ADC: 565; non-ADC 361) in three test checked Districts where 2149 teachers\* were posted from time to time. The services of these teachers could not be utilised alternatively for teaching any other subjects for lack of requisite qualification. Thus, expenditure of Rs. 45.13 crore<sup>o</sup> incurred on pay and allowances of the Kokborak teachers during the period April 1995 to March 2000 proved wasteful.

### **3.1.6.7 Submission of utilisation certificate for unspent amount**

Under the 100 per cent Centrally sponsored scheme of 'Restructuring and Reorganisation of Teachers' Education', Rs. 2.50 crore was received from the GOI by the Department between 1989-90 and 1997-98. The funds were to be

\* Belonia, Kailasahar, Bishalgarh, Jirania and Teliamura.

<sup>^</sup> That is, upto class X level.

<sup>y</sup> The second State language.

\* ADC-1190; Non-ADC-959.

<sup>o</sup> 2149 teachers x Rs. 3500 average pay per month x 60 months = Rs. 45.13 crore.



utilised (i) to establish a new District Institute of Education and Training (DIET) at Kailashahar in North District and (ii) to upgrade 2 existing Teachers' Training Colleges to DIET at Agartala in West District and at Kakraban in South District. Against this, for construction of buildings and purchase of equipment, actual expenditure incurred by the Department between July 1991 and April 2000 was Rs. 2.25 crore and the balance amount of Rs. 0.25 crore remained unspent as of May 2000.

Scrutiny of records revealed that the Government of Tripura submitted (December 1998) utilisation certificate to the Ministry of Human Resource Development (MHRD) for Rs. 3.24 crore, which included Rs. 2.50 crore for the three DIETs and Rs. 0.74 crore for College Teachers' Education (CTE).

Thus, submission of utilisation certificate for the entire amount of Rs. 2.50 crore allotted for the DIETs was not in conformity with facts.

### **3.1.6.8 Setting up of District Institutes of Education and Training**

Out of Rs. 2.50 crore received under the above scheme, Rs. 1.74 crore was received between 1995-96 and 1997-98 for DIETs in North and South Districts (Rs. 1.10 crore for North and Rs. 0.64 crore for South)

Scrutiny of records revealed the following.

a) Work order for construction of the DIET buildings in North District was awarded (November 1996) by the Director of School Education on lump sum basis to Rastriya Pariyojana Nirman Nigam (RPNN), a Government of India undertaking, without calling for tenders, with the stipulation to complete the work by March 1997. The entire amount of Rs. 1.10 crore was released in October 1996 and June 1998 to the Agency in 2 equal instalments, although, as per agreement, 35 per cent of the estimated value was to be paid in advance and balance on the basis of progress of work.

As per status report of the Agency submitted in July 1999, leaving all other buildings<sup>o</sup>, construction of only 2 hostel buildings (100-seated each against 75-seated, as per original estimates of Rs. 86 lakh) was taken up and the construction work did not reach beyond roof/intel level even after spending Rs. 1.01 crore. Non-completion of the work was attributed by the Agency to deviation from the original estimates, and extra expenditure for deep foundation due to poor soil condition. It was noticed that soil testing was not conducted before embarking upon the construction project.

The Department could not provide any information about further progress of work, although Rs. 9.27 lakh (Rs. 4.05 lakh from October 1996 and Rs. 5.22 lakh from June 1998) had remained with the Agency as unspent balance (May 2000).

<sup>o</sup> Administrative and classroom buildings, staff quarters etc. (estimated cost: Rs. 48 lakh).

For the DIET of South District, out of Rs. 63.80 lakh drawn by the Department, Rs. 53.29 lakh was paid to the Agency (RPNN) between August 1996 and May 1998 and the balance amount of Rs. 10.51 lakh was retained in current account by the Director, SCERT for future use. The work was also awarded (November 1996) on lump sum basis to the Agency without call of tenders with the stipulation to complete the work by 31 March 1997.

As per status report of the Agency (July 1999), construction work of one hostel building (100-seated) was taken up and 80 per cent of the work completed after an expenditure of Rs. 51.13 lakh. The unspent balance of Rs. 2.16 lakh remained with the Agency, as of May 2000. Non-completion of the building within the ceiling limit of Rs. 56 lakh (the estimated cost) was attributed to deviation from the original estimate and price escalation. Other civil works<sup>◊</sup> were not yet taken up (May 2000).

Allotment of funds and issue of work order without technical approval of design and estimate.

Thus, there was time and cost overrun in construction of DIET buildings in both the Districts. The Department failed to exercise required control/supervision over the work. Commencement of construction work by the agency without technical approval of the design and estimate prior to allotment of funds and issue of work order, was indicative of absence of control mechanism in the Department. This resulted in unfruitful expenditure of Rs. 1.63 crore (Rs. 1.10 crore + Rs. 0.53 crore), besides blockage of funds for 3 to 5 years.

### 3.1.6.9 Non-functional District Institutes of Education and Training

Non-functional DIETs.

It was noticed that while the DIET Buildings at Kailashahar were yet to be completed, the existing Teachers' Training Colleges, upgraded to DIETs at Agartala and Kakraban, were yet to be made functional due to non-recruitment of Principals/Instructors and other staff, as of May 2000. Audit observed that out of 7 essential branches<sup>†</sup> envisaged to be functioning in a DIET, not a single branch was in operation in the DIETs located at Kakraban and at Agartala. Against the requirement of a Senior Lecturer and other supporting staff for each of the branches, there was none in any of the DIETs. Besides, the girls' hostel building for the DIET at Agartala completed in December 1994 at a cost of Rs. 40 lakh had been lying unutilised since completion and was allowed to be occupied by the Central Reserve Police Force (CRPF) since October 1997. Thus, the objective<sup>▲</sup> of establishment of the DIETs in West and South Districts was not achieved even after lapse of 5 to 10 years from the dates of awarding the works and spending Rs 0.91 crore on them in the meantime.

<sup>◊</sup> Administrative Block (estimated cost: Rs. 7 lakh; Repair of existing buildings (estimated cost: Rs. 7 lakh).

<sup>†</sup> (1) Pre-service Teacher Education (PSTE); (2) Work Experience (WE); (3) District Resources Unit (DRU); (4) In-service Programmes, Field Interaction and Innovation Coordination (IFIC); (5) Curriculum, Material Development and Evaluation (CMDE); (6) Educational Technology; and (7) Planning and Management (P&M).

<sup>▲</sup> To provide academic and resource support at the grassroot level for the success of various strategies and programmes in the field of education.

### 3.1.6.10 Construction of school buildings and providing infrastructural facilities

Improvement to school buildings and other infrastructural facilities was an essential prerequisite for achieving the goal of universal primary education.

Scrutiny of records regarding the physical status of school buildings, at 9 Inspectorates test checked, revealed that out of 861 schools functioning under these Inspectorates as of May 2000, 425 schools, constituting 49 per cent of the total number of schools, were having *kutchha* structures.

It was further seen that

(i) No records in respect of primary school buildings were being maintained/consolidated at the Directorate level, and no data were available with the Directorate for macro level planning/monitoring of the adequacy of building facilities as a part of management information system.

(ii) While there were no safe drinking water facilities in 28 per cent of schools test checked, toilet facilities did not exist in 56 per cent of schools.

### 3.1.6.11 Inadequate inspection of schools

Norms for inspection of schools fixed by the Director in September 1997 required that a Deputy Inspector of Schools (DIS) who was assigned to conduct inspection of primary schools, should inspect at least 100 schools every year (10 schools per month  $\times$  10 working months).

Scrutiny of records revealed the following points:

(1) Out of 108 sanctioned posts of DISs in all the 18 Inspectorates under the Department, only 28 posts were filled up in 13 Inspectorates as of May 2000 and no DISs were posted in 5 Inspectorates<sup>®</sup>.

(2) During 2 years (1998-1999), shortfall in regular inspection of schools by 12 DISs in position in 9 Inspectorates test checked ranged between 64 and 67 per cent.

(3) Of these 9 Inspectorates, shortfall in inspection ranged between 83 and 94 per cent in respect of 2 Inspectorates (Jirania and Kailashahar) in 1998-1999, while it was cent percent in respect of other 2 (Udaipur and Sonamura) in the same year.

Heavy shortfall in regular inspection of schools.

### 3.1.6.12 Faulty recruitment of teachers

According to the Programme of Action under the National Policy of Education, methods of recruitment of teachers would be "re-organised to ensure objectivity, merit and conformity with spatial and functional requirements." It was seen that during the period from 1995 to 1999, 4789 Assistant Teachers for primary schools were recruited without screening based on standard principles of recruitment, which included notifying vacancies,

Recruitment of teachers without ensuring their quality and competence.

<sup>®</sup> Amarpur, Santirbazar, Sabroom, Chhailengta and Kanchanpur.



open invitation of application, short listing of candidates through written test/viva voce/results of qualifying examinations and preparation of merit list. According to revised recruitment policy (May 1995) recruitment was mainly based on seniority cum need rather than merit. 'Seniority' meant, according to the policy statement, duration a candidate remained unemployed after obtaining essential qualification for the post and 'need' meant family income below the poverty line. 70 per cent of the posts were to be filled up on the basis of seniority and the rest on the basis of need. Thus, recruitment was done on considerations other than quality and competence, impinging on the quality of primary education. A committee set up by the Department also criticised the Department on this account (February 1992).

### 3.1.7 Inventory Control

#### 3.1.7.1 Purchase of equipment for DIETs

Under Centrally sponsored scheme of "Restructuring and Reorganisation of Teachers' Education", the DSE had drawn between March 1990 and 1998 Rs.36.60 lakh\* for purchase of equipment for 3 DIETs and placed the funds at the disposal of concerned Principals in the West and South Districts in charge and the Deputy Director in the North District.

Materials purchased remaining idle.

(i) Scrutiny of records revealed that materials like hostel furniture and utensils, computers, fans, colour televisions etc worth Rs. 33.21 lakh<sup>Ⓞ</sup> were purchased (1995-96 to 1999-2000) by the implementing officers of the three DIETs. But these materials could not be put to use as none of the DIETs became functional. The amount includes Rs. 4.32 lakh spent on three computers for three DIETs which also remained idle.

Irregularities in purchase and utilisation of materials.

Scrutiny further revealed that the Deputy Director of School Education (North District) had drawn in March 1999 Rs. 2.06 lakh for purchase of books, against which adjustment was submitted (April 1999) for Rs. 0.34 lakh. The unspent balance of Rs. 1.72 lakh (2.06 – 0.34) was being unauthorisedly retained by him, as of April 2000. Much ahead of completion of the DIET buildings and before the institution could be made functional, the Deputy Director also purchased 3 air-coolers at a cost of of Rs. 0.23 lakh in April 1999, though the item was not in the prescribed list of equipment for the DIET. Besides, he also purchased one colour television at a cost of Rs. 0.18 lakh in March 1999. One of the air-coolers was installed in his office chamber and the colour television was used in his residence.

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* 1. North	Rs. 17.00 lakh
2. South	Rs. 13.00 lakh
3. West	Rs. 6.60 lakh
	<u>Rs. 36.60 lakh</u>

Ⓞ North	Rs. 14.46 lakh
South	Rs. 12.37 lakh
West	Rs. 6.38 lakh
	<u>Rs.33.21 lakh</u>

Thus, expenditure of Rs. 33.21 lakh incurred for the purpose proved infructuous.

### **3.1.8 Monitoring and evaluation**

The Programme of Action under the National Policy on Education 1986 envisaged setting up of a State Level Advisory Committee for functioning as an effective mechanism to assess, evaluate and monitor implementation of various programmes for human resource development. But no such mechanism had been developed in the Department, as of May 2000.

The matter was reported to the government in July 2000; reply had not been received (October 2000).

### **3.1.9 Recommendations**

- Data on enrolment of children of the specific age group of 6-11 years should be compiled so that performance of the programme may be evaluated with reference to the target of *cent per cent* enrolment of children of this age group before entering the 21<sup>st</sup> century.
- Successful implementation of a programme depends upon regular monitoring and taking remedial measures as and when required. As such, immediate necessary steps should be taken to improve the frequency of periodical inspections of the schools by the Inspecting Officers.
- The rural-urban disparity in posting of teachers should be removed.
- The recruitment of teachers should be strictly on merit basis, stressing upon quality and competence.

## HEALTH AND FAMILY WELFARE DEPARTMENT

### 3.2 National Family Welfare Programme

*Government of India (GOI) introduced the Family Welfare Programme in 1952 as a cent per cent Centrally sponsored scheme with a view to stabilising the population of the country.*

*A review of the programme covering the period from 1995-96 to 1999-2000 revealed that the main objective of the programme and the demographic goals remained unfulfilled due to lack of proper planning and co-ordination. Shortages of staff coupled with failure to perform the prescribed duties by some of the crucial functionaries plagued the programme. Maldistribution of staff also adversely affected the quality of health care system. The acceptance level of spacing the birth in the State was still very low owing to lack of proper motivation and requisite efficiency of the field workers.*

#### 3.2.1 Highlights

Out of the grants of Rs. 1.01 crore and Rs. 1.30 crore released by GOI for Urban Family Welfare Centres and post partum centres respectively, during 1995-96 to 1999-2000, Rs. 0.82 crore and Rs. 0.98 crore respectively were not released by the State Government for utilisation and ultimately the funds were diverted to other components of the programme.

Paragraph 3.2.5(ii)

There was excess and irregular expenditure of Rs. 0.79 crore during 1997-98 on POL and maintenance of vehicles. During the year, the Department incurred expenditure of Rs. 0.89 crore on POL and maintenance of vehicles against the admissibility of Rs. 0.10 crore.

Paragraph 3.2.5(iii)

Shortfall in creation of rural health infrastructure was 7 per cent in Sub-Centres, 36 per cent in Primary Health Centres (PHC) and 63 per cent in Community Health Centres (CHC). Besides, 6 PHCs had not yet started functioning due to incomplete facilities and 3 PHCs and 46 Sub-Centres remained inoperative during 1995-96 to 1999-2000 due to insurgency problems.

Paragraph 3.2.6.1

Against the norms of providing 4 Medical Officers to PHCs and 4 Specialists to CHCs, the deployment of Medical Officers to PHCs ranged from 1 to 7, while no specialist was posted to any of the CHCs. Each of the 330 sub-centres was provided with one Multipurpose Worker against the norm of 2. This maldistribution of staff adversely affected the rural health care system.

Paragraph 3.2.6.2



Against the requirement of 72.56 lakh conventional contraceptives (CCs) for 1,00,779 males and 15.07 lakh oral pill cycles (OPCs) for 1,15,937 females claimed to have been covered for spacing the births during 1995-96 to 1999-2000, according to the statements of achievement furnished by the Department, 44.34 lakh CCs and 12.03 lakh OPCs only were issued. The achievements were, thus, over-reported.

Paragraph 3.2.7.1

Against the demographic goal for 60 *per cent* couple protection rate (CPR) to be achieved by 2000 AD, couples effectively protected was 33 *per cent* at the end of 1999-2000.

Paragraph 3.2.7.2

Against the goal of Health for All (HFA) to reduce the percentage of under-weight babies to 10 by 2000 AD, the percentage of under-weight babies of institutional births ranged from 50 (1995-96) to 60 (1998-99) during the period from 1995-96 to 1999-2000.

Paragraph 3.2.7.4

The minimum number of tests ranging from 40,812 to 46,605 per year were required to be conducted by Post Partum Centres to detect any complications during pregnancies, while the tests actually conducted during 1995-96 to 1999-2000 ranged from 254 (1999-2000) to 398 (1995-96). The shortfall in conducting tests during the whole period was 99 *per cent*.

Paragraph 3.2.8.1

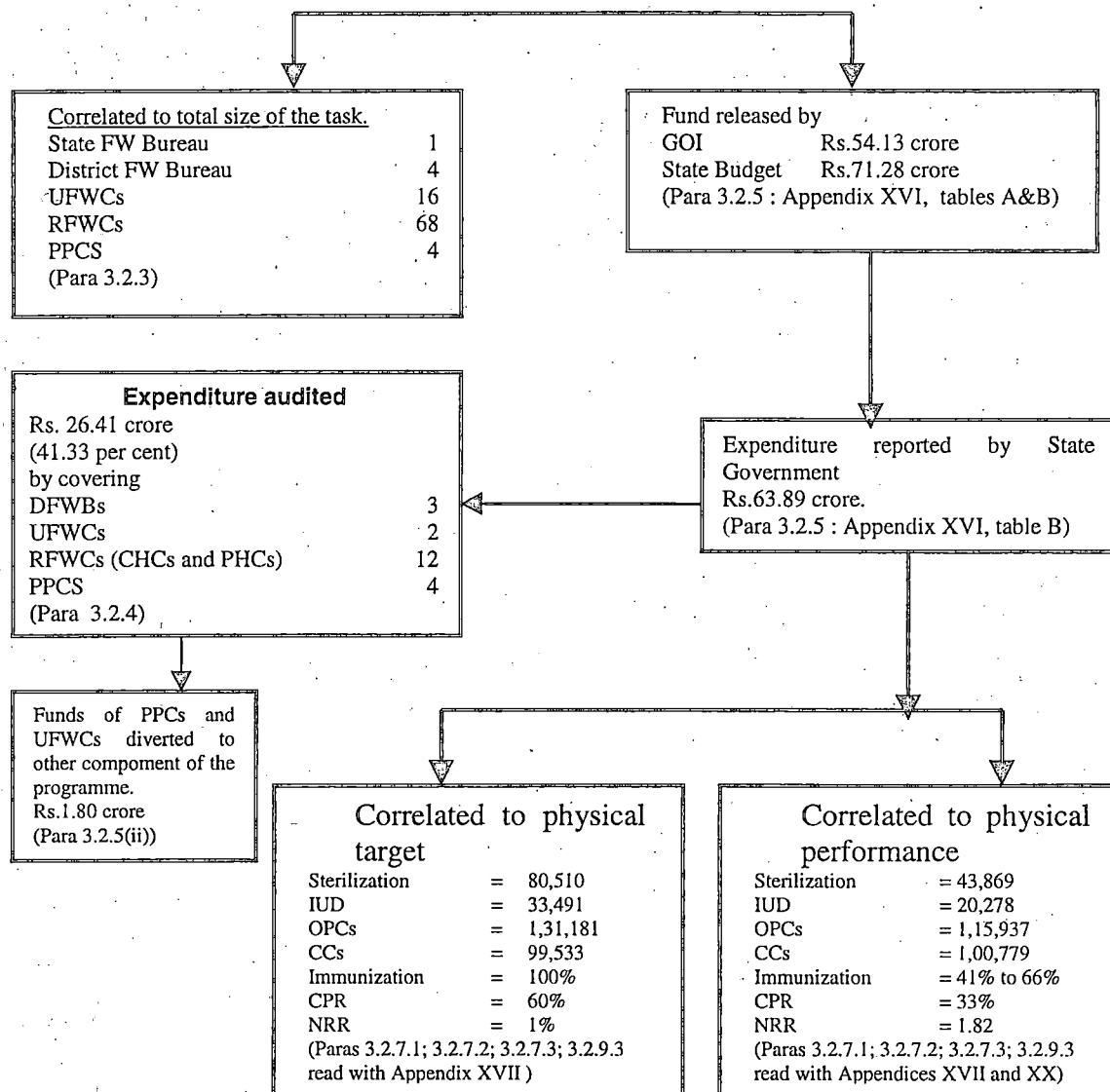
The number of antenatal cases registered ranged between 62,841 (1996-97) and 76,299 (1999-2000) per year during 1995-96 to 1999-2000. Against a minimum of 4 physical check ups, 3 physical check ups were conducted for antenatal cases ranging from 35,918 (1995-96) to 38,697 (1997-98). The shortfall in conducting check ups ranged between 39 *per cent* and 53 *per cent*.

Paragraph 3.2.9.1 and Appendix-XIX

Against the target for coverage of 100 *per cent* immunisation of the children in the age group of 0-1 year, the percentage of the children actually covered by immunisation ranged between 56 (1999-2000) and 66 (1997-98) for BCG, 41 (1998-99) and 55 (1997-98) for Measles and from 48 (1995-96) to 62 (1997-98) for DPT and Polio.

Paragraph 3.2.9.3

FINANCE TREE



### 3.2.2 Introduction

The Government of India (GOI) launched Family Welfare (FW) Programme in 1952 as a *cent per cent* Centrally sponsored scheme with a view to stabilising the population of the country by persuading the people to adopt small family norm. The National Health Policy (NHP) of 1983 aimed at achieving the following goals by 2000 A.D: (i) Crude Birth Rate: 21 per thousand, (ii) Crude Death Rate: 9 per thousand, and annual natural growth rate: 1.2 *per cent*, (iii) Infant Mortality Rate: below 60 per thousand, and (iv) Effective Couple Protection Rate: 60 *per cent*. These were to be achieved through 6 programmes, out of which 3 programmes, namely, Minimum Needs Programme, All India Hospitals Post Partum Programme and Reproductive Child Health, were being implemented in the State.

### 3.2.3 Organisational set up

The Directorate of Health Services (DHS) functioned as State Family Welfare Bureau (SFWB) upto December 1998. In January 1999, the Directorate of Family Welfare and Preventive Medicine (DFWPM) was created and vested with the responsibility of the SFWB in planning, co-ordinating and implementing the programme. At the District level, 4 Chief Medical Officers (CMOs) functioned as heads of the District Family Welfare Bureaus (DFWB). The Family Welfare Programme was implemented through 16 Urban Family Welfare Centres (UFWCs), 68 Rural Family Welfare Centres (RFWCs\*), 4 Post Partum Centres (PPCs) and 536 Sub-Centres.

### 3.2.4 Audit Coverage

Implementation of the Family Welfare Programme during the period from 1978-79 to 1983-84 was last reviewed in 1984 and results incorporated in the Audit Report for the year ending March 1984. The Public Accounts Committee examined the review and issued recommendations in its 48<sup>th</sup> Report brought out in 1991. Action Taken Report on the recommendations had not been submitted by the Government as of May 2000.

The present review covering the implementation of the programme during the period from 1995-96 to 1999-2000 was conducted between December 1999 and April 2000 by test check of records of the DHS/DFWPM, offices of the 3 Chief Medical Officers functioning as DFWBs (Agartala, Udaipur, Kailashahar), 2 UFWCs (Bishalgarh and Melaghar Sub-Divisional Hospitals), 4 PPCs°, 3 CHCs (Jirania, Teliamura and Sonamura) and 9 PHCs\* which accounted for expenditure of Rs. 26.41 crore (41.33 *per cent*). The results of audit are discussed in succeeding paragraphs.

The services of ORG centre for social research, a division of ORG-Marg Research Ltd., was commissioned by the Comptroller and Auditor General of India with a view to obtaining the beneficiary perception of the programme and related matters. The ORG-Marg carried out survey over a sample of 2

\* RFWCs incorporated both CHCs and PHCs.

° IGM Hospital, T.S. Hospital, RGM Hospital and Dharmanagar Hospital.

\* Narsingarh, Bamutia, Madhupur, Bishramganja, Kathalia, Kakraban, Fatikroy, Panisagar and Kadamtala.



districts, 20 blocks and 11 health facilities (PPCs, UFWCs, PHCs, CHCs and Sub-Centres). Findings of the survey on matters discussed in the report have been included in this review at appropriate places.

### **3.2.5 Financial outlay and Expenditure**

Grants are released by GOI to the State Government on year to year basis for implementation of the programme. The excess expenditure is initially met by the State Government from the provisions made in the budget. The excess of the actual expenditure over the grants released by GOI is re-imbursed subsequently on production of audited statement of accounts by the State Government.

The Budget Estimates (BE) and the actual expenditure thereagainst during 1995-96 to 1999-2000 (Table-A) and component-wise grants including arrears released by GOI (Table-B) are shown in **Appendix – XVI** :

(i) It appears from Table-A that there was excess expenditure of Rs. 1.04 crore (14 per cent) in 1995-96 and Rs. 1.45 crore (11 per cent) in 1997-98 and saving of Rs. 4.77 crore (24 per cent) in 1998-99 and Rs. 4.79 crore (21 per cent) in 1999-2000. Reasons for excess or saving were neither stated nor placed on record.

#### **(ii) Diversion of funds**

Out of the grants of Rs. 1.01 crore for UFWCs and Rs. 1.30 crore for PPCs released by GOI during 1995-96 to 1999-2000, Rs. 0.82 crore and Rs. 0.98 crore were not utilised in these components and ultimately diverted to other components (RFWCs, Training, etc) of the programme without obtaining any approval from GOI. It was noticed that no funds except salary were released by the State for these components, reasons for which were not stated.

#### **(iii) Excess expenditure**

As per guidelines of the programme, Rs. 20,000 per year per vehicle was admissible for POL and maintenance of the vehicles. It appeared that against the admissibility of Rs. 0.10 crore for 50 vehicles, the Department incurred expenditure of Rs. 0.89 crore in 1997-98 and the amount was re-imbursed by GOI without raising any question. This resulted in expenditure of Rs. 0.79 crore in excess of permissible limit.

### **3.2.6 Minimum Needs Programme**

Under this programme, minimum basic services are to be provided to the rural population by providing required health infrastructure with reference to norms of requirement fixed for a specific population size.

One Sub-Centre for every 5000 population (3000 for tribal and hilly areas), one Primary Health Centre (PHC) for every 30,000 population (20,000 for tribal and hilly areas) and one Community Health Centre (CHC) for 1,00,000 population were to be set up by 2000 AD in a phased manner.

### 3.2.6.1 Creation of Infrastructure

As against the rural population of 23.35 lakh (of which 8.39 lakh was tribal), as per 1991 census, there was a shortfall of rural health infrastructure at the end of 1999-2000, according to data furnished by the Department as shown below:

	Requirement	In position	Shortfall (in percentage)
Sub-Centres	579	536	43 (7)
PHCs	92	59	33 (36)
CHCs	24	9	15 (63)

Inadequate health infrastructure depriving the people of basic minimum facilities.

Test check of the records of 3 CMOs revealed that out of the above, 6 PHCs could not become functional due to inadequate facilities, 3 PHCs and 46 Sub-Centres remained inoperative during 1995-96 to 1999-2000 due to insurgency problems. About 50 per cent of the 43 essential items of equipment prescribed to be provided were not provided to the PHCs. Inadequate rural health infrastructure in these centres deprived the people of the basic minimum facilities like diagnosis and adequate medical treatment. The Government stated (August 2000) that financial constraint was the main reason for the shortfall in creating required health infrastructure.

### 3.2.6.2 Staffing pattern

The staffing norm and the staff actually provided in the centres are given in the table below:

Centres	Staffing norm	Staff actually provided
Sub-centres (functioning: 490)	2 MPWs* ( 1 male and 1 female)	330 centres : 1 MPW in each 88 centres : 2 MPWs in each 72 centres : 3 to 8 MPWs in each
PHCs (functioning: 50)	4 Medical Officers	10 PHCs: 4 Medical Officers 22 PHCs: 1 to 3 Medical Officers 18 PHCs: 5 to 7 Medical-Officers
	8 MPSs <sup>†</sup>	15 PHCs : Nil 18 PHCs : One MPS in each 16 PHCs : 2 MPSs in each 1 PHC : 4 MPSs
CHCs (functioning: 9)	4 Specialists* <sup>‡</sup>	9 CHCs : Specialists posted in none
	8 MPSs	9 CHCs : 4 MPSs in each

Staffing norms not followed.

The above demonstrates that staffing in various health centres upto the Block Level was not need based and adversely affected rural health care system specially in centres that were deficient. The Government stated (September 2000) that attempts would be made to deploy staff as per norm as far as practicable subject to overall availability of Medical Officers.

\* MPWs: Multi Purpose Workers.

† MPSs: Multi Purpose Supervisors.

‡ In Medicine, Gynaecology, Paediatrics, and Surgery.

### 3.2.6.3 Village Health Guide (VHG) Scheme

The scheme provides deployment of one VHG per 1000 rural population with the objective of creating awareness on FW services and treating minor ailments. The VHG was to be trained for 3 months and equipped with a medicine kit box.

Records of 3 CMOs and 9 PHCs test checked, indicated that no medicine kit boxes were supplied to the VHGs during 1995 - 96 to 1999-2000. But Rs.43.36 lakh was spent towards payment of honoraria to 400 VHGs during the period without obtaining any detailed report of the work done by them. In the absence of concrete feedback, the impact of the scheme, specially in enhancing awareness, could not be assessed despite an expenditure of Rs.43.36 lakh. In reply, the Government stated (September 2000) that the works of VHGs were supervised by Gaon Panchayats. However, as no work reports were furnished by the Gaon Panchayats to the concerned PHCs, the impact of the VHG scheme remained still unassessed.

**Purpose of Village Health Guide Scheme frustrated as medicine kit boxes were not supplied.**

### 3.2.7 Physical performance

#### 3.2.7.1 Family Planning

The target fixed by the Department and achievement claimed thereagainst on family planning methods during the period from 1995-96 to 1999-2000 are detailed in Appendix - XVII. It is noticed that there was a declining trend on the performance of sterilisation. It declined gradually from 10,835 (1995-96) to 7,689 (1999-2000) i.e. by 29 per cent indicating poor performance and lack of motivation. The Government stated (September 2000) that situation prevailing in remote areas and social prejudice of tribal communities were the main reasons for poor performance.

As per achievement claimed by the Department, 1,00,779 males and 1,15,937 females used CCs<sup>▼</sup> and OPCs<sup>♣</sup> respectively for spacing the child births during the period. Against the requirement of 72.56 lakh CCs and 15.07 lakh OPCs<sup>▲</sup> for effective couple protection during 1995-96 to 1999-2000, only 44.34 lakh CCs and 12.03 lakh OPCs were issued to the acceptors indicating that performance reported was not in consonance with the quantity of supplies. The Government stated that the performance and supplies did not match with each other because of faulty maintenance of records by the field functionaries. The reply is not tenable as records showed that during the said period GOI had supplied 44.46 lakh CCs and 12.50 lakh OPCs only with no previous stock available with the Department. This indicates that the Department was not having adequate stocks during the period to cover the males and females claimed to have been covered.

**Over-reporting of performance.**

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▼ CC – Conventional contraceptive.

♣ OPC – Oral pill cycle.

▲ Calculated on the basis of the norms followed by the Department at 72 CCs/13 OPCs per year.



The ORG-Marg survey showed that Government hospitals/dispensaries supplied modern contraceptives only to 38 per cent of the users of family planning methods. The special service cells created for family welfare related services (UFWCs, CHCs, PHCs and Sub-Centres) had rendered the services to only a few respondents.

### 3.2.7.2 Couple Protection Rate (CPR)

The number of couples currently and effectively protected by sterilisation and IUDs has to be obtained from the total number of operations performed and IUDs inserted since inception of the Programme after allowing attrition<sup>o</sup> due to mortality and ageing and taking into account the use effectiveness\*. The other contraceptives provide current protection and have no carry over effect. The number of couples effectively protected by all methods as at the end of March 2000 worked out in audit by taking into account the attrition and the use effectiveness is shown in the table below:

Couples currently protected by all methods	Couples effectively protected by all methods	Estimated population on 31 March 2000	Eligible couples as on 31 March 2000	Couple Protection Rate (CPR)	Demographic goal of CPR
1,80,237	1,72,643	34.88 lakh	5,23,200	33	60

Thus, it was seen that the performance on family planning was far below the demographic goal of 2000 AD. It was noticed that the CPR (35.67) was calculated by the Department only upto 1994-95, but the calculation was faulty as attrition was not allowed and carry over effect of OPCs and CCs was wrongly taken into account to work out the CPR. In reply the Government stated (September 2000) that various family welfare activities including motivation and awareness generation had been less owing to inaccessibility of the remote tribal areas.

### 3.2.7.3 Net Reproductive Rate of Unity (NRR-1)

"NRR-1 is equivalent to attaining the 2 child norm by all couples and cut off of every third order of births. Demographers are of the view that NRR-1 can be achieved only if at least 60 per cent of the eligible couples are effectively practising family planning."\* Test check of records showed that the acceptance level of spacing births in the State was still very low. It was between 3.63 per cent and 5.13 per cent in case of CCs, between 0.76 per cent and 0.95 per cent in case of IUDs and between 3.55 per cent and 5.28 per cent in case of OPCs as shown in Appendix-XVII. Since, 33 per cent of the couples were protected or practising family planning by all methods, the NRR would be 1.82 which was much higher than the demographic goal of 1. The Government attributed (September 2000) the high rate of NRR to the inaccessibility of remote tribal areas.

<sup>o</sup> Sterilisation: 1<sup>st</sup> 5 years 2.72 per cent, 2<sup>nd</sup> 5 years 6.2 per cent, 3<sup>rd</sup> 5 years 13.52 per cent, 4<sup>th</sup> 5 years 28.65 per cent, 5<sup>th</sup> 5 years 53.89 per cent;  
IUD: 37.6 per cent for each year.

\* Sterilisation 100 per cent, IUD 95 per cent, CC 50 per cent and OP 100 per cent.

\* Text Book of Preventive and Social Medicine by Park and Park.

Wrong calculation of couple protection rate.

High net reproduction rate.

### 3.2.7.4 Health for All (HFA)

One of the goals of HFA as envisaged in the National Health Policy (NHP) (1983) was to reduce to ten per cent the number of under-weight babies (with birth weight below 2.5 kg). by 2000 AD. Records of the 18 health institutions<sup>o</sup> test checked showed that percentage of under-weight babies ranged between 50 and 60 during 1995-96 to 1999-2000 as shown below:

	1995-96	1996-97	1997-98	1998-99	1999-2000
No. of Institutional births	12,696	13,798	13,795	14,700	13,563
No. of under-weight babies	6,298	8,220	8,118	8,811	6,750
Percentage	50	60	59	60	50

Nutritional status of expectant mothers ignored.

Nutritional deficiency of the mothers during antenatal period resulted in delivery of babies with low birth weights. GOI introduced Supplementary Nutrition Programme for mothers under ICDS scheme to supplement nutrition of 600 calories to the expectant mothers for 300 days in a year to improve nutritional status. But it was noticed in audit (vide State Audit Report 1998-99) that supplementation of nutrition was irregular and inadequate due to short supply, delayed supply and non-supply of food materials. This is an indication that the important aspect of improving the nutritional status of expectant mothers had not been suitably linked with family welfare measures under the programme.

### 3.2.7.5 Annual Growth Rate

Under-reporting of births and deaths.

Records of the Directorate of FWPM indicated that against 2.73 lakh antenatal cases registered between 1996-97 to 1999-2000, the number of live births reported was 1.28 lakh only which was questionable and not realistic as the live births reported was only 47 per cent of antenatal cases registered. In most cases it was noticed that mortality columns of the monthly reports were either left blank or recorded as 'Nil'. Thus, there was under-reporting of births and deaths. The Department did not work out the annual growth rate of the State. Hence, annual growth rate of the State could not be ascertained in audit. The Government attributed (September 2000) under-reporting to difficulties of field staff in working in the interior areas.

### 3.2.8 All India Hospital Post Partum Programme

#### 3.2.8.1 Detection of complications

Early detection of complications in pregnancies was an important health intervention for the mothers. 3-5 tests<sup>o</sup> at the minimum were required to be conducted to detect any complications. Records of all the 4 PPCs indicated

<sup>o</sup> 4 PPCs, 2 Sub-Divisional Hospitals, 3 CHCs and 9 PHCs.

<sup>o</sup> Blood grouping test, test for blood sugar, VDRL test, etc.

that against the minimum number of tests ranging from 40,812 to 46,605 per year required to be conducted during 1995-96 to 1999-2000, tests actually conducted ranged abnormally low between 254 (1999-2000) and 398 (1995-96).

Failure to provide requisite infrastructure for conducting tests for early detection of complications in pregnancy.

The details of antenatal cases registered, tests conducted, etc., are given in **Appendix-XVIII**. The Government stated (September 2000) that the number of tests was under-reported by the CMOs, and in Dharmanagar PPC alone, 21,030 antenatal cases were tested during the years. The reply was not tenable as during audit scrutiny (April 2000) no records in support of conducting any test for early detection of complications were made available. The Government, therefore, failed to provide requisite infrastructure for conducting these tests even at the end of 1999-2000.

### 3.2.8.2 Referral linkages

As a part of the follow-up measures, trained MPWs were required to attend referred cases every week during antenatal, natal and postnatal period and to update the relevant records. To ensure proper functioning of the follow-up system, designed and printed cards in 3 colours were to be kept at the PHC, the first referral unit i.e. FRU (this may be a PPC, a District Hospital or a Sub-Divisional Hospital as may be declared by the State Government), and with the patient.

Test check indicated that no printed cards were maintained by PHCs/FRUs and no follow up system was introduced though a large number of cases were referred to the FRUs every year. In the absence of documentary evidence, it was doubtful whether referral linkages existed at all.

### 3.2.9 *Child Survival and Safe Motherhood (CSSM) Programme – Redesigned as Reproductive and Child Health (RCH)*

The RCH programme was a further process of integration of the programmes under Maternal and Child Health (MCH) which was integrated under CSSM in 8<sup>th</sup> plan to ensure relevant services for reproductive and child health to all citizens. The programmes included under RCH are discussed below.

#### 3.2.9.1 *Maternal and Child Health*

Under this programme, the services to be provided were early registration of antenatal and postnatal cases and 100 *per cent* immunisation of the pregnant women with TT<sup>♦</sup>. A minimum of 4 antenatal and 3 postnatal check ups were recommended for the health of mothers and outcome of pregnancies.

As reported by the Department, against the number of antenatal cases registered annually ranging from 62,841(1996-97) to 76,299 (1999-2000) during 1995-96 to 1999-2000, 3 physical check ups were conducted for antenatal cases ranging from 35,918 (47 *per cent*) in 1995-96 to 38,697 (56 *per cent*) in 1997-98 while only a single check up was conducted for the

♦ Tetanus toxoid.



remaining cases. The details are given in **Appendix-XIX**. On the other hand, immunisation with TT ranged from 33,728 (42 *per cent*) in 1995-96 to 52,728 (77 *per cent*) in 1997-98\*. Regarding postnatal check ups, records of the Sub-Centres were not properly maintained, as such, the number of postnatal check ups conducted per mother could not be verified. The shortfall in physical check ups indicated negligence in taking proper care of expectant mothers with likely adverse impact on the newborn.

### 3.2.9.2 Out Reach Services

The out reach services included intensification of visits by Multipurpose Workers (MPWs) and Multipurpose Supervisors (MPSs) to the field areas. As per guidelines, each of the MPWs was required to pay 20 domiciliary visits while 4 supervisory visits were to be conducted by each of the MPSs per month to examine postnatal cases, to provide treatment for minor ailments and to persuade the people to adopt small family norms.

Records indicated that against the requirement of 240 visits by MPWs and 48 visits by MPSs per year, visits actually made were 16 and 12 respectively indicating shortfall of 93 *per cent* and 75 *per cent*. Eligible couple registers were not updated and various columns of the registers were not filled in, indicating that work done by MPWs and MPSs was never supervised by Medical Officers, though they were required to visit every Sub-Centre under their control twice in a month. Reasons for the shortfall were not stated.

The proportion of those availing antenatal services from Sub-Centres during the home visits of health functionaries, was found to be around 12 *per cent* as per the survey carried out by the ORG-Marg.

Thus, out reach services were found inadequate on account of poor management and supervision. In reply, the Government stated (September 2000) that the matter was receiving proper attention.

### 3.2.9.3 Universal Immunisation Programme

Under the RCH, universal immunisation programme provides for 100 *per cent* coverage of all vaccine preventable diseases. It was noticed that target was fixed without maintaining any records for number of eligible children (0-1 year) in any institution. The number of children in the age group of 0-1 year was to be taken as 3 *per cent* of the population as per guidelines of the Department of Women and Child Welfare, GOI. Against this, the yearwise target set and vaccinations performed during 1995-96 to 1999-2000 are detailed in **Appendix-XX**. It was noticed that against the number of children (0-1 year) ranging from 91,920(1995-96) to 1,04,640(1999-2000), the percentage of coverage ranged from 56 (1999-2000) to 66 (1997-98) for BCG, from 41 (1998-99) to 55 (1997-98) for Measles, and from 48(1995-96) to 62 (1997-98) for DPT and Polio. It was noticed that consistently low targets were

\* These figures have been supplied by the Government in September 2000, replacing a set of earlier figures for immunisation with TT, supplied by the Department during audit.

Divergence between target fixed and overall goal of Universal Immunisation Programme.

fixed with the result that there was great divergence between target fixed and overall goal of the programme. In reply, the Government stated (September 2000) that target was fixed considering the conditions prevailing in the State.

According to the survey conducted by the ORG-Marg, only 38 per cent of the children in the age group of 12 to 23 months received all the eight doses of immunisation.

#### **3.2.9.4 Under-utilisation of Training Institutes**

For imparting training to MPWs (Male and Female), 3 MPW training institutes with intake capacity of training 60, 25 and 25 were established respectively at Agartala, Udaipur and Kailashahar during 1985. Records of the institutes showed that no training was imparted at Udaipur and Kailashahar during 1995-96 to 1996-97, and at Agartala during 1995-96 to 1997-98 in spite of continued shortage of MPWs. In the absence of any training imparted, the services of 6 Sister Tutors, 4 Public Health Nurses, 2 MPSs, one Extension Educator and one Health Educator at the training institutes remained unutilised during the period resulting in idle expenditure of Rs. 12.85 lakh on their pay and allowances. The Government stated (September 2000) that training could not be imparted because of the ban imposed for some time by the GOI on opening of new sub-centres. The contention is not tenable as the Department was already running short of MPSs and MPWs (174 MPSs and 1,078 MPWs were in position against 526 MPSs and 1,206 MPWs required at the end of 1999-2000). Non-imparting of Training during these years also resulted in short recruitment of MPWs and MPSs, who were the key functionaries under the programme.

#### **3.2.10 Management of stores and stock**

##### **3.2.10.1 Short receipt of stock**

Scrutiny of stock registers of the Directorate and supply intimations received from the GOI indicated that 3,286 drug kits A, 3,804 drug kits B and 210 equipment kits C, D and E supplied by the GOI (value Rs. 1.11 crore) during 1995-96 to 1998-99 to be utilised by Sub-Centres, PHCs and CHCs were not received by the Department though the cost of the materials were booked as expenditure against the State. The Department never investigated about the quantity supplied by the GOI and the quantity received by them. Thus, the GOI had to bear the expenditure without the stock having been received and utilised for the allotted purpose. This could have been avoided by having a joint monitoring system for despatch and receipt of the supplies on the part of the GOI. In reply, the Government stated (September 2000) that the stock was received by the CMOs directly. The reply was not tenable as the stock register maintained by CMOs did not indicate receipt of any such stock.

**Materials valued at Rs. 1.11 crore supplied by GOI to the Department not found in stock.**

### 3.2.10.2 Medicines rendered unfit for use

Test check revealed that the shelf life of 28,493 vials of DPT, 2,670 vials of Measles, 23,195 vials of TT vaccines and 5,450 numbers of Copper T (an intra-uterine device) valued at Rs. 0.07 crore expired during 1996-97 to 1998-99, before these could be utilised. It was noticed that, in most of the cases, vaccines received had a very short span of shelf life (7-8 months) and no serious efforts were made for early utilisation of these vaccines by the Store Keepers in-charge under the control of the Department. The Government stated (September 2000) that the GOI was responsible for despatching medicines having very short span of shelf life and the Department 'had no other alternative but to utilise the medicines as per necessity'.

### 3.2.11 State Committee of Voluntary Action (SCOVA)

#### 3.2.11.1 Financial outlay and expenditure

For implementation of RCH programme, funds were routed to the State Government through State Committee of Voluntary Action (SCOVA). The SCOVA received funds of Rs.5.88 crore from the GOI during 1998-2000 and incurred expenditure of Rs.4.97 crore by disbursement of funds to the various implementing agencies\*. Component-wise funds received and distributed during 1998-2000 are detailed in the table below :

Name of the components	Total funds received	Funds disbursed	Balance
	(Rupees in lakh)		
Appointment of contractual staff	16.20	Nil	16.20
Civil works	105.87	105.87	Nil
RCH Sub-project in Tripura Tribal Areas Autonomous District Council area	300.00	269.50	30.50
Purchase of furniture, medicine etc	15.71	Nil	15.71
24 hours' delivery services	10.19	3.95	6.24
Pulse Polio Immunisation programme	121.28	108.32 refund 4.26 <sup>ψ</sup>	8.70
Training	18.82	4.84	13.98
<b>Total</b>	<b>588.07</b>	<b>496.74</b>	<b>91.33</b>

#### 3.2.11.2 Slow progress of works under RCH

Rupees 3.75 crore was placed by SCOVA at the disposal of State PWD between 1998-99 and 1999-2000 for 102 works of construction/ repair of buildings like operation theatre/ laboratory room without fixing any time frame to complete the works. Of these, as of March 2000, only 13 works were completed at a cost of Rs. 30 lakh and the concerned buildings were handed over to the Department. Not fixing the time frame for completion and release of funds at the end of each year by the SCOVA resulted in such slow progress.

\* 4 DMs; 15 SDOs; Engineer-in-Chief, PWD; 3 Zilla Saksharata Samitis, and Information, Cultural Affairs and Tourism(ICAT) Directorate.

<sup>ψ</sup> The refund was made by the SCOVA to the GOI as the amount was not spent under the programme.



### 3.2.11.3 *Fraudulent drawal and overpayment made to contractor for execution of sub-standard work*

In a work (construction of OT and labour room at District Hospital, Udaipur, estimated cost: Rs. 9.74 lakh) executed by Southern Division I (PWD) during 1998-99 @ 9 per cent below the rate included in Tripura Schedule of Rates 1998, only 2637 kg tor steel (TS) rod was used against the requirement of 3752 kg. This made the work sub-standard. Secondly, Rs. 0.83 lakh was paid to the contractor for 3573.29 kg TS rod against Rs. 0.61 lakh payable for 2637 kg actually used, resulting in fraudulent drawal. Thirdly, the final bill for the work showed that the total value of the work was reduced by Rs. 0.68 lakh instead of Rs.0.88 lakh at the agreed rate (9 per cent below the estimated cost), resulting in overpayment of Rs.0.20 lakh.

### 3.2.11.4 *Unspent funds not refunded*

Funds of Rs.14.65 lakh were placed with 6 SDOs<sup>☞</sup> under West and North Districts during 1999-2000 for POL and transportation of staff to PPI booths. Out of the above funds, Rs.5.65 lakh remained unutilised as of March 2000. The unutilised funds, though required to be refunded to SCOVA, were not refunded (September 2000).

### 3.2.12 *Monitoring and Evaluation*

The functioning of PPCs were required to be monitored and evaluated at the monthly meetings at the District level and annually at the State level. Co-ordination committees, for this purpose, were to be constituted under the Chairmanship of Medical Superintendents of PPCs which were to hold regular meetings for effective implementation of the scheme. But, it was noticed that no co-ordination committees were constituted and no meeting was held to evaluate the functioning of the PPCs.

### 3.2.13 *Recommendations*

- The Department should undertake a systematic and realistic assessment of target population.
- Optimum utilisation of funds allocated should be ensured.
- The acceptance level of spacing births needs to be further increased by motivation and instilling greater efficiency into the functioning of field workers.
- Improvement of health and nutritional status of women and female literacy rate should get prioritisation for successful implementation of the family welfare programme.

Co-ordination committees, supposed to evaluate the functioning of PPCs, not set up.

<sup>☞</sup> 6 SDOs: Sadar, Bishalgarh, Sonamura, Khowai, Dharmanagar and Kanchanpur.

### 3.3 Implementation of Prevention of Food Adulteration Act

*Laxity was noticed at all levels in implementation of the Prevention of Food Adulteration Act in the State. There was deficiency in discharge of functions as per the provisions of the Act, right from injudicious and inadequate collection of food samples, delay in institution of cases against offenders and not making arrangement for quick disposal of cases in court. Deployment of enforcement staff was also inadequate, which adversely affected the implementation of the Act.*

#### 3.3.1 Highlights

Expenditure on prevention of food adulteration was not properly booked under the head of account specified for the purpose, making it difficult to ascertain the actual expenditure on the related activities.

(Paragraph 3.3.5)

Shortfall in collection of food samples, compared to norms, ranged from 44 to 81 per cent. Average collection of samples per Food Inspector per month was very low and ranged from 2.78 to 8.57 against the norm of 15.

(Paragraph 3.3.7)

Prosecution in respect of 3 cases in 1996 and 14 cases in 1998 was not instituted, without any reasons on record, which amounted to violation of the provision of Section 11(4) of the PFA Act. No action had been initiated against the erring personnel.

(Paragraph 3.3.9)

There were 162 pending cases at the end of 1999, which included 41 cases more than 3 years old. But no action had been taken by the Government for appointment of appropriate number of Special Judicial Magistrates for quick disposal of the cases under Section 16-A of the Act.

(Paragraph 3.3.10)

Under-utilisation of technical manpower in the Regional Food and Drug Laboratory led to unproductive expenditure of Rs. 15.24 lakh on pay and allowances.

(Paragraph 3.3.11.1)

Equipment worth Rs. 15.05 lakh remained idle for 2 to 5 years in Regional Food and Drug Laboratory.

(Paragraph 3.3.11.2)

As the State Government did not issue necessary notification, the medical practitioners were not reporting occurrences of food poisoning as required under the PFA Act.

(Paragraph 3.3.12)

Monitoring at all levels was very poor and no evaluative method was adopted to improve overall efficiency in implementation of the PFA Act and Rules.

(Paragraph 3.3.14)

### 3.3.2 Introduction

The Central Government enacted the Prevention of Food Adulteration (PFA) Act in 1954 with the objective of eradicating the menace of food adulteration and to make available pure and wholesome food to consumers. Under Section 23 of the Act, the Central Government had made the Prevention of Food Adulteration Rules, 1955 to carry out the provisions of the Act. Implementation of this Central legislation was entrusted to the State Governments and Union Territories.

Under Section 24 of the Act, the Chief Commissioner, Tripura, after consultation with the Central Committee for Food Standard, framed the PFA Rules in 1958, which were amended in 1966. The primary objective of the Act is to prevent, in the interest of public health, the supply of adulterated food stuff by a person as a part of his business activity and to eliminate the danger to human life and health from the sale of unwholesome articles of food. The Act is also to curb and remedy the widespread evil of food adulteration and to ensure the sale of wholesome food to the people.

### 3.3.3 Organisational set-up

The Director of Health Services was in overall charge of implementation of the Act till the bifurcation of the Department in November 1999, when the State Government empowered the Director, Family Welfare and Preventive Medicine (FWPM), to exercise power and perform the duties, of the Food Health Authority (FHA) under the PFA Act. He is assisted by one Joint Director and one Assistant Director.

Three District Health Officers (DHOs) were posted for three Districts\* and one Health Officer was deputed by the Government for Agartala Municipal Council area to work in the Council. The DHOs were appointed as Local Health Authorities and also Licensing Authorities in terms of provisions under Section 2 of the PFA Act and Rule 50(2) of the PFA Rules. For Dhalai District (created in June 1997), neither any Local Health Authority nor any Food Inspector was appointed (April 2000).

The Chief Medical Officers (CMOs) of three Districts are authorised to perform the duty as consent giving authority within their respective Districts for prosecution of an offence under Section 20(1) of the Act. The area of Agartala Municipal Council also comes under the jurisdiction of the Chief Medical Officer, West Tripura.

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\* West, North and South Tripura.



The State Public Health Laboratory at Agartala, upgraded in August 1990 to a Regional Food and Drug Laboratory, is headed by a Public Analyst, who is assisted by five Senior Chemists and three Chemists to analyse food samples.

### 3.3.4 Audit coverage

Implementation of the PFA Act in the State during the period from 1995-96 to 1999-2000 was reviewed in audit during March and April 2000 through test check of records in the Directorate of Family Welfare and Preventive Medicine, Regional Food and Drug Laboratory, 2 Local Health Authorities<sup>⊠</sup> and the records of the Health Officer of the Agartala Municipal Council. The important points noticed are mentioned in the succeeding paragraphs.

### 3.3.5 Budget allotment and expenditure

Yearwise budget provision and expenditure on implementation of PFA during the period from 1995-96 to 1999-2000 were as follows:

Year	Allotment in the State budget (Non-Plan)	Expenditure	Excess(+) Savings (-)
<i>(Rupees in lakh)</i>			
1995-96	3.93	3.61	(-)0.32
1996-97	4.91	4.21	(-)0.70
1997-98	5.05	5.03	(-)0.02
1998-99	7.99	7.95	(-)0.04
1999-2000	9.55	9.33	(-)0.22
	<b>31.43</b>	<b>30.13</b>	<b>(-) 1.30</b>

To an audit query, it was stated by the Department that in the above figures of expenditure only pay and allowances of 8 Law Clerks working in the establishment of the FHA and three LHAs were included. Services of Law Clerks are partially related to the PFA activities. Expenditure on pay and allowances of other persons related to prevention of food adulteration, travel expenses of Food Inspectors, cost of advertisement and legal and other expenditure in connection with PFA were not booked under the head of account of PFA, thus making it difficult to ascertain the actual expenditure incurred on PFA by the State Government from year to year.

### 3.3.6 Planning and manpower

The Department had not conducted any survey to list the number of manufactures, retailers, food establishments that could come under ambit of the PFA Act. As a result, no systematic planning could be done for effective implementation of the provision of the Act. Annual programme regarding selection of areas to be covered, nature of collection of food samples and feedback to be obtained from the enforcement staff was not prepared. Standard norms were not fixed for annual and monthly inspections by the enforcement staff. Test check of records of the Local Health Authority, West Tripura

Absence of any survey and systematic planning.

<sup>⊠</sup> West Tripura and South Tripura .

revealed that the monthly inspection programme was prepared by the Senior Food Inspector and nature of collection of samples was also decided by him.

Enforcement  
infrucstructure  
weakened.

As a result, the Department failed to take any initiative in identifying priority areas for collection of samples etc., nor did it exercise the required vigilance. Between November 1989 and February 1990, 8 Senior Food Inspectors/ Food Inspectors were appointed for different districts/sub-divisions. The strength decreased to 4 at the middle of June 1999 as a result of superannuation of 4 Food Inspectors between June 1995 and June 1999.

The Department did not take any positive steps to deploy the required number of enforcement staffers to improve the position of collection of samples.

State Level Advisory Committee in its first meeting (November 1990) resolved that 3 posts of full time LHAs and 8 posts of Senior Food Inspectors (in addition to the existing sanctioned strength of 8) should be created to remove the organisational deficiency. But no action was taken by the Directorate to initiate any proposal to the Government for creation of the posts. As a result 8 sub-divisions out of 15 either remained uncovered or partially covered since 1995-96.

### 3.3.7 Physical target and achievement

The target for collection of food samples was fixed by the department at 15 samples per month per Food Inspector. The following table shows the yearwise target *vis-à-vis* actual collection during 1995 to 1999, registering a heavy shortfall ranging from 44 to 81 *per cent*.

Year	Number of Food Inspectors	Target as per norms	Number of samples actually collected	Percentage of shortfall in collection	Average collection per Food Inspector per month
1995	8	1440	267	81	2.78
1996	7	1260	309	75	3.67
1997	6	1080	330	69	4.58
1998	6	1080	478	56	6.63
1999	5 <sup>a</sup>	810	457	44	8.57

Heavy shortfall in  
collection of samples  
compared to norms.

Average collection of samples per Food Inspector per month ranged between 2.78 and 8.57. Had the prescribed number of samples been collected, even with a shortage of Food Inspectors, the Department could have ensured a much better coverage in all the 15 Sub-divisions. Poor collection of samples was due to under-utilisation of the services of the available Food Inspectors, lack of motivation among the implementing staff and overall lack of monitoring and supervision. It was further seen that, out of the samples collected, samples found adulterated ranged between 5.24 and 9.39 *per cent*.

<sup>a</sup> 5 up to June 1999 and 4 from July 1999.

Scrutiny of records of the Public Analyst revealed that 'safe' samples of renowned companies<sup>ø</sup> were collected by the Food Inspectors, which did not conform to the spirit of the PFA Act. The Government admitted (February 2000), as seen from the minutes of a departmental review meeting, that the samples were not collected in a judicious manner, thereby allowing the possibility of large number of adulteration cases going unchecked. Besides no effective action has been taken since then by the Department to ensure more systematic collection of samples.

### 3.3.7.1 *Drawing samples of special food items*

The Director General of Health Services, New Delhi, instructed between June 1998 and August 1998 the FHA to give special attention on control of carbonated beverages, artificial colour on vegetables and fruits and use of Ethepon for ripening of bananas by drawing maximum samples to check the use of artificial colouring and of banned chemical and to send an action taken report to the Director General of Health Services.

But the samples of carbonated beverages, vegetables and bananas were not drawn during 1998-2000 by the Food Inspectors working within the areas of Agartala Municipal Council and West and South Tripura Districts, records for which were test-checked. No reasons were assigned for this by the Department (September 2000). Therefore, neither was systematic planning taken up suo motu by the Director, HS/FWPM, nor did he respond to specific instructions to the effect, thereby leaving priority areas untouched.

### 3.3.8 *Issue of licence*

Section 7 of the PFA Act and Rule 50 of the Central PFA Rules provide that no person shall manufacture, sell, stock, distribute or exhibit for sale any article of food including prepared food and ready to serve food, except under a licence. The Directorate could not provide and was not aware of actual number of manufacturers, retailers and vendors of the food articles, indicating that it had failed to bring all food establishments within the fold of the PFA Act. Besides, substantial revenue that could have accrued to the State Government on account of licensing fees was not realised.

### 3.3.9 *Prosecution of offenders*

In accordance with provision of Section 11(4) of the PFA Act, article of food seized was to be produced before the court as soon as possible and in any case not later than seven days after the receipt of the report of the public analyst. In violation of this, of the 25 samples found adulterated during each of the years 1996 and 1998, prosecution proceedings in respect of only 22 and 11 cases were initiated (Appendix-XXI). The FHA could not state the reasons for not initiating prosecution in the remaining cases (3 of 1996 and 14 of 1998). Although in West Tripura District 12 samples were found adulterated during 1997, the LHA could not furnish any record/register to Audit in support of the prosecution initiated. In 1998, 3 samples were found adulterated in

**Laxity in initiating prosecution.**

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<sup>ø</sup> For example, Amul spray, Nestle milk powder, Tata Tea etc. During 1997-99, there were 482 such samples out of 1265 samples collected.



South Tripura District (Appendix-XXII), but prosecution was initiated in one case only. Despite persuasion by the LHA, the Food Inspector did not initiate any prosecution for the remaining 2 cases, for which the Chief Medical Officer, the competent authority under the Act, had accorded necessary approval. The FHA also did not initiate any administrative action against the erring officials, indicating that the FHA had no control over the performance and activities of the Food Inspectors.

### 3.3.9.1 Maintenance of records

Basic records like Prosecution Registers showing the details of court cases and certified copies of court judgement were not being maintained either by the FHA or by the LHAs despite availability of law assistants/ clerks. The Department admitted (February 2000), as revealed from the minutes of a departmental review meeting, that court cases were not properly reviewed and Prosecution Registers were also not maintained properly. In absence of such records, Audit could not verify the reasons for acquittal of the accused by the Court in a large number of cases.

### 3.3.10 Pending cases

In the annual reports for the years from 1996 to 1998 sent to the Director General of Health Services, New Delhi, regarding pending cases in the court, the FHA showed incorrect figures, as under:

Incorrect figures for pending cases in court, sent to GOI.

Year	Reported number of pending cases in court	Actual number of pending cases in court
1996	191	137
1997	84	152
1998	74	151
1999	46	162

The Director General of Health Services, New Delhi, communicated in January 1997 the observations, made by the Committee on Subordinate Legislation (10<sup>th</sup> Lok Sabha), to the FHA of Tripura that a legal advisory body should be set up by the Government to review and analyse the causes of delay in the disposal of cases and make appropriate recommendation to the Central Government. The Committee further desired that mobile courts should be set up for disposal of certain cases where laboratory testing facilities are not required. But no action was taken by the FHA in this regard. Although 162 cases were pending before the court, and, of them, 41 cases were pending for more than 3 years as detailed in (Appendix-XXI), the Government did not appoint appropriate number of Judicial Magistrates specially empowered to try the cases in a summary way to ensure quick disposal of pending cases, as envisaged in Section 16-A of the Act. As a result, deterrent action against offenders could not be ensured.

### 3.3.11 Testing of samples

#### 3.3.11.1 Regional Food and Drug Laboratory

The Regional Food and Drug Laboratory (RFDL) was established in August 1990 at Agartala by upgrading existing State Public Health Laboratory under a scheme sponsored by the North Eastern Council (NEC) at a cost of Rs. 29.87 lakh. The Laboratory was to serve as a testing laboratory, for samples of food articles collected in 3 States of North Eastern Region, viz., Tripura, Manipur and Mizoram both under PFA and non-PFA. Besides, the food samples received from the Food and Civil Supplies Department and State Excise wing of the Government of Tripura, private parties and other sources not covered by PFA were also analysed in the laboratory. While only 6 samples were received from Manipur during 1996 to 1999, not a single sample was received from Mizoram for testing in the laboratory during the period.

Scarcity of samples leading to under-utilisation of manpower in Regional Food and Drug Laboratory.

The laboratory had 9 Senior Chemists/Chemists and 8 non-technical staffers. Of them, One Senior Chemist was designated as Public Analyst. Though the laboratory had an annual capacity for testing 1,500 samples per year, only 556 samples (Appendix-XXIII), on an average, were received and analysed in the laboratory during the 4 years from 1996 to 1999 which led to under-utilisation of manpower with consequential unproductive expenditure of Rs.15.24 lakh<sup>⊗</sup> during 1996-2000 towards pay and allowances of the staff, whose services could not be fully utilised. This was due to (i) deployment of less number of Food Inspectors for collection of samples and (ii) heavy shortfall in collection of samples by the available Food Inspectors. This indicated that monitoring of the work of collecting food samples was not properly done, for which the FHA was accountable.

#### 3.3.11.2 Idle equipment

Under a Centrally sponsored scheme for giving financial assistance to the State for purchase of equipment for strengthening of the Food Testing Laboratories, Government of India sanctioned Rs. 25 lakh between 1990-91 and 1998-99. The details are as under:

Funds sanctioned and released by Government of India		Funds released by Government of Tripura to Implementing Department		Expenditure	
(Rupees in lakh)					
Year	Amount	Year	Amount	Year	Amount
1990-91	9.00	1995-96	9.00	1995-96	9.00
1996-97	7.00	1997-98	7.00	1997-98	6.05
1998-99	9.00	---	---	---	---
Total	25.00		16.00		15.05

<sup>⊗</sup> Rs. 6,350 per month (minimum pay) x 48 months x 5 Chemists = Rs. 15.24 lakh.

Equipment worth  
Rs.15.05 lakh  
remaining idle.

Scrutiny revealed that the State Government delayed release of funds for purchase of equipment by one to five years without any recorded reasons. The Public Analyst, Regional Food and Drug Laboratory purchased during 1995-98 equipment<sup>></sup> worth Rs. 15.05 lakh leaving an unspent balance of Rs. 0.95 lakh without either assessing that requirement existed or creating the necessary infrastructure. In the event, the equipment remained idle for the last two to five years, and led to unproductive investment of Rs.15.05 lakh. An amount of Rs.9.00 lakh sanctioned and released by Government of India (GOI) in 1998-99, had not been released by the State Government and was still remaining unutilised (July 2000) forming a part of the Government account. In reply to an audit query, the Public Analyst stated (April 2000) that instruments like HPLC, Densitometer and UV-Spectrophotometer were not operational due to lack of training of the technical staff but other instruments were functional. The reply of the Public Analyst is not acceptable to Audit as all the technical staff were given theoretical and operational training in June 1996 by the supplier of the above mentioned instruments. The Public Analyst could not produce any register/log book or other records regarding number and nature of testing done in support of his claim regarding the other instruments. The HPLC equipment ensures greater accuracy in analysis of food samples as stated (September 2000) by the Public Analyst.

### 3.3.12 Food poisoning cases

Although it was provided in Section 15 of the PFA Act that the State Government would make mandatory, the reporting of all cases of food poisoning by medical practitioners of the State to a specified officer, the State Government did not issue any such notification. As such, no food poisoning case was reported by the medical practitioners during 1995-96 to 1999-2000.

### 3.3.13 Submission of reports

The FHA was to submit an annual report in April every year to the Director General of Health Services, New Delhi, in prescribed proforma to facilitate compilation of an annual report on the working of the PFA Act for the country as a whole. The position of submission of annual reports were as under:

Year	Due date of submission	Actual date of submission	Delay in submission
1995	30 April 1996	24 February 1998	1 year 10 months
1996	30 April 1997	27 February 1998	10 months
1997	30 April 1998	6 December 1998	8 months
1998	30 April 1999	4 December 1999	8 months

Submission of annual reports was delayed by 8 to 22 months. Annual report for 1999 had yet to be sent as of July 2000.

<sup>></sup> High performance liquid chromatography (HPLC) system, Butyro-Refractometer, lovibond colorimeter, I.R. moisture balance, top loading balance, fluorometer, conductivity meter, analytical microscope with photomicrographic camera arrangement, separate P.C. and colour monitor, pan analytical balance, electrical grinder, rotary vacuum evaporator etc.



The Government of India (Ministry of Health and Family Welfare) observed in September 1998 that it had to compile the consolidated annual report on the working of the PFA Act of the country, excluding the position of Tripura, due to excessive delay in submission of annual report for the year 1995. Remedial action taken by the Department to improve the situation was not on record (September 2000).

### **3.3.14 Monitoring and evaluation**

**Absence of effective monitoring and evaluation.**

No effective monitoring system was found to have been in operation in order to activate the implementation of the PFA Act. No evaluative method was also adopted to watch and improve efficiency in the implementation of the Act and Rules. State Level Advisory Committee in its first meeting held in November 1990 decided to hold meetings once in every quarter to monitor implementation of the Act. But not a single meeting was held since its formation in 1990.

The matter was reported to the Government in August 2000; reply had not been received (October 2000).

### **3.3.15 Recommendations**

- The key posts for enforcement personnel should be filled up in order to implement the provision of the Act properly; advance annual action plan for adequate and judicious collection of samples should be drawn up and followed.
- Delay in instituting prosecution against offenders should be avoided.
- The procedure for quick disposal of cases as envisaged in the Act should be adopted to clear the heavy backlog of pending cases.
- Monitoring at all levels should be strengthened and evaluative method applied to ensure efficient discharge of duties by all the functionaries towards enforcing the PFA Act in an effective manner.
- Expenditure relating to implementation/ administration of the Act should be clearly classified under the prescribed head of account.
- The FHA who is charged with the enforcement of PHA in the State is required to license all food establishments in the State and collect the required fee including fee for renewals. It is, therefore, essential that necessary data in this regard are collected and followed up for effective enforcement of the provisions of PFA Act.

## PLANNING AND CO-ORDINATION DEPARTMENT

### 3.4 Member of Parliament Local Area Development Scheme

*Government of India started Member of the Parliament Local Area Development Scheme (MPLADS) in December 1993 with the objective to take up works of developmental nature and creation of durable community assets.*

*An audit review of implementation of the programme for the period from 1997-98 to 1999-2000 revealed that the State Government agencies failed to utilise the full amount of funds allocated by Government of India during 1997-98 to 1999-2000. The utilisation of funds released by Government of India during 1993-94 to 1999-2000 was only 45 per cent. Internal control mechanism for implementation of the scheme remained ineffective due to non-maintenance of proper accounts and records by the District Magistrates. The objective of the programme remained unfulfilled due to laxity in effective programme monitoring, poor quality of works done, and delayed execution and non-execution of works.*

#### 3.4.1 Highlights

Against the allocations of Rs.15 crore to be made by the Government of India during 1997-98 to 1999-2000, Rs.10.50 crore only was released due to poor utilisation of funds by the State Government. The opening balance of Rs. 2.70 crore and fresh release of Rs. 10.50 crore, along with accumulation of interest of Rs. 0.07 crore during the period, worked out to Rs. 13.27 crore, of which Rs. 9.40 crore was disbursed to implementing officers leaving an unspent balance of Rs.3.87 crore with the nodal officers as of March 2000.

(Paragraphs 3.4.5(i), 3.4.5(ii) and 3.4.5(iii))

Out of Rs. 12.08 crore made available to them, Rs.6.05 crore (50 per cent) remained unspent as of March 2000 with 18 Implementing Agencies, indicating very poor utilisation of funds.

(Paragraph 3.4.5(iv))

Against 217 works (estimated cost: Rs.10.96 crore) sanctioned by the Collectors during 1997-98 to 1999-2000, 81 works (37 per cent) at a cost of Rs. 4.79 crore were taken up for execution. Of these, 18 works (8 per cent) only were completed at a cost of Rs.1.12 crore as of March 2000. Moreover, 89 works costing Rs. 2 crore sanctioned between 1994-95 to 1996-97 were executed during 1997-98 to 1999-2000, indicating delay in execution ranging from 1 to 5 years.

(Paragraph 3.4.6.1)

Fifty-four works (cost: Rs.1.11 crore) sanctioned by the District Collectors between 1994-95 and 1996-97 had not been executed, as of March 2000, due to dispute over land, non-availability of site, escalation of cost etc. The works were neither cancelled nor the allocated amounts

refunded to MP's Account. This resulted in locking up of funds of Rs.1.11 crore for a period ranging from 3 to 5 years.

(Paragraph 3.4.6.2)

The District Magistrate and Collector (West) executed 5 works comprising maintenance and repairs, works relating to private institutions, buildings of Central/State Government departments, Agencies and Organisations for Rs.21 lakh during 1999-2000, although these were not covered under the MPLAD scheme and were required to be carried out by the concerned Departments /Institutions out of their regular funds.

(Paragraph 3.4.6.6(i))

As per scheme guidelines, funds of the scheme should not be tied up with the funds of other schemes except for partly meeting the cost resulting in completion of the work. But, the District Magistrate and Collector(South) constructed a college building by sharing MPLADS funds of Rs.10 lakh with State scheme funds in 1998-99, though such sharing did not result in completion of the project.

(Paragraph 3.4.6.6(iv))

Depositing the scheme funds in PL Account and in Current Account instead of Savings Account in banks resulted in loss of interest of Rs.36.84 lakh.

(Paragraph 3.4.6.7)

### 3.4.2 Introduction

The Government of India (GOI) launched Member of Parliament Local Area Development Scheme (MPLADS) in December 1993. The main objective of the scheme was to give each MP the choice to suggest works, each within a cost limit of Rs.10 lakh (the cost limit raised to Rs.25 lakh from 1998-99) subject to a total cost ceiling of Rs. 1 crore per year (the allocation of Rs.1 crore stands increased to Rs. 2 crore from 1998-99). The works under the scheme shall be developmental in nature, based on locally felt needs and should lead to creation of durable assets. The works were to be executed through Government agencies by the District Collectors (in Tripura, District Magistrates and Collectors or DMs).

### 3.4.3 Organisational set up

The State has 4 districts (West, North, South and Dhalai) and has 3 Parliament seats, 2 for Lok Sabha and 1 for Rajya Sabha. For implementation of the scheme, Planning and Co-ordination Department was the nodal department. The DM(West) and DM(North) were identified as nodal officers, who received funds from the GOI and were responsible for transfer of funds to the remaining districts and for submitting periodical reports and returns to the GOI. In West District, the funds were routed through the accounts of the District Rural Development Agency (DRDA)<sup>1</sup>, while, in North District, the DM received the funds direct. During 1997-2000, the scheme was

<sup>1</sup> This was not the prescribed procedure as per scheme guideline.



implemented through 7 Government Departments<sup>◇</sup>, 28 Block Development Officers (BDOs), 4 Urban Local Bodies<sup>\*</sup>, one Statutory Corporation (Tripura Road Transport Corporation) and Tripura Tribal Area Autonomous District Council (TTAADC).

#### 3.4.4 Audit Coverage

Implementation of the scheme for the period from 1993-94 to 1996-97 was reviewed in audit between January and May 1997 and the findings were incorporated in the Audit Report for the year ended March 1997. These had not yet been discussed by the Public Accounts Committee (August 2000).

Implementation of the programme for the period from 1997-98 to 1999-2000 was reviewed in audit during June to August 2000 based on the test check of records of 3 DMs (West, North and South), Directorate of School Education, Agartala, Deputy Director of Education, Udaipur, 5 PW Divisions<sup>∨</sup>, 2 Rural Development(RD) Divisions<sup>#</sup>, 5 BDOs<sup>∞</sup>, 2 Flood Management Divisions (Divisions I and II, Agartala), Directorate of Health Services and one Urban Local Body – Agartala Municipal Council, covering the expenditure of Rs. 2.59 crore (28 per cent) in 3 districts. The results of audit are discussed in succeeding paragraphs.

#### 3.4.5 Financial outlay and expenditure

(i) Funds received from the Government of India and disbursed<sup>M</sup> by the nodal officers to the Implementing Agencies during 1997-2000 are shown in the table below :

Year	Opening balance	Funds received from Government of India during the year	Interest accrued from the deposits in Bank	Total funds available for expenditure each year	Funds disbursed to Implementing Agencies	Closing balance
<i>(Rupees in crore)</i>						
1997-98	2.70	-	0.01	2.71	1.55	1.16
1998-99	1.16	2.50	-	3.66	1.80	1.86
1999-2000	1.86	8.00	0.06	9.92	6.05	3.87
<b>Total</b>		<b>10.50</b>	<b>0.07</b>		<b>9.40</b>	

(ii) Against the allocation of funds of Rs. 15 crore to be released by the GOI during 1997-2000, only Rs.10.50 crore was released as of March 2000.

<sup>◇</sup> Education, Public Works, Rural Development, Health and Family Welfare, Forests, Sports and Youth Affairs, and Water Resources(MIFC).

<sup>\*</sup> Agartala Municipal Council(AMC), Ranirbazar Nagar Panchayat (NP), Udaipur NP, and Belonia NP.

<sup>∨</sup> Kailashahar Division, Kumarghat Division, Southern Division III of Sonamura, PW Divisions II and IV of Agartala.

<sup>#</sup> RD Division, Agartala; and RD Division, Udaipur.

<sup>∞</sup> BDOs of Mohanpur, Jirania, Dukli, Bishalgarh and Melaghar.

<sup>M</sup> It was not possible for Audit to ascertain whether the funds disbursed to the Implementing Agencies were actually spent as the Implementing Agencies did not furnish utilisation certificates in most of the cases, though required by the scheme.

Non-release of funds and delay in release of funds by GOI was mainly due to poor utilisation of funds by the State Government.

(iii) Out of the total funds of Rs.13.27 crore<sup>¶</sup> available with the nodal officers during 1997-98 to 1999-2000, Rs.9.40 crore was disbursed to the Implementing Agencies leaving an unspent balance of Rs.3.87 crore (29 per cent), as of March 2000, indicating that only 71 per cent of the funds were disbursed for implementation of the scheme.

(iv) Test check of the records of 18 IAs<sup>¶</sup> (which included 2 DMs also) disclosed that Rs. 6.05 crore\* remained unspent with the IAs, as of March 2000. Of this, Rs. 3.73 crore was the unspent balance out of funds released between 1994-95 and 1996-97 and Rs. 2.32 crore represented balances out of releases made between 1997-98 and 1999-2000. The reasons for poor utilisation of funds, as analysed by Audit, were delayed preparation of estimates, delay in taking up of the works, non-execution of works and slow progress in execution of works due to non-availability of site.

### 3.4.6 Execution of works

#### 3.4.6.1 Physical performance

(a) Against 230 works recommended by MPs, the Collectors sanctioned 217 works for Rs. 10.96 crore during 1997-98 to 1999-2000, of which 81 works (cost: Rs. 4.79 crore) were taken up for execution. Of these, only 18 works (8 per cent) were completed at Rs. 1.12 crore as of March 2000. Records of 7 IAs<sup>‡</sup> test checked revealed that 89 works (cost: Rs.2 crore) sanctioned between 1994-95 to 1996-97 were also completed between 1997-98 and 1999-2000 indicating inordinate delay in completion of works ranging from 1 to 5 years. The status of the remaining works sanctioned during the above period were not furnished by the nodal authorities. Details of works sanctioned, taken up, and completed between 1997-98 and 1999-2000 as per data made available are shown in Appendix-XXIV.

(b) As per scheme guidelines, expenditure sanction should be accorded by the DM within 45 days of the works being recommended by the MPs and approved by the DM. Records of the DM (West) indicated that 7 works costing Rs. 41.50 lakh recommended by the MP in April 1999 were sanctioned

Delay in sanction of works recommended by MPs.

\* Opening Balance Rs. 2.70 crore plus funds received; Rs. 10.50 crore plus interest accrued: Rs. 0.07 crore.

¶ Directorate of School Education; Agartala Municipal Council; Directorate of Family Welfare and Preventive Medicine; Directorate of Health Services (DHS), Directorate of Sports; RD Division, Agartala; PW Division III; Flood Management Divisions I and II; PW Division, Kailashahar; PW Division, Kumarghat; BDO, Dukli; BDO, Mohanpur; BDO, Jirania; PW Division IV, Agartala; and KVI Board and District Magistrates and Collectors (West and South).

\* Rs. 12.08 crore was made available under MPLADS to the 2 DMs and 16 IAs during 1994-95 to 1999-2000. Of this, Rs. 8.35 crore was made available during 1997-98 to 1999-2000.

‡ Agartala Municipal Council (AMC); Directorate of School Education; Executive Engineer, RD Division, Agartala; BDOs of Dukli, Jirania, Mohanpur and Bishalgarh.

by DM (West) between October 1999 and January 2000 after a considerable delay ranging between 5 and 8 months. The reasons for such delay were neither stated nor placed on record.

### 3.4.6.2 Non-execution of works

Works recommended by MPs and sanctioned by Collectors for Rs. 1.11 crore not taken up and funds kept unutilised.

Records of the 2 DMs and 8 IAs showed that following 54 works recommended by the MPs and sanctioned by the DMs for Rs. 1.11 crore between 1994-95 and 1996-97 had not been taken up at all, as of March 2000. Rupees 1.11 crore released to the IAs was lying with them unutilised due to reasons indicated against them. This resulted in locking up of Rs. 1.11 crore for 3 to 5 years.

Implementing Agency/office	Year of sanction	No. of works	Amount (Rupees in lakh)	Reasons for non-execution
AMC	1994-97	8	12.92	Site dispute, cost escalation
KVI Board	1995-96	1	10.00	Reasons not furnished
RD Division, Agartala	1995-97	3	12.00	Site dispute, Inability of IA to execute work
BDO, Dukli	1995-96	2	0.70	Cost escalation
PW Division II	1994-95	1	1.44	Site not available
PW Division IV	1995-96	2	3.90	Site not available
MIFC Division I	1995-96	2	3.55	Cost escalation
Director of School Education	1995-96	1	2.00	Reasons not furnished
DM, South	1995-96	16	28.43	Approval of sitting MP awaited
DM, West	1994-96	18	36.00	Reasons not furnished
<b>Total</b>		<b>54</b>	<b>110.94</b>	

### 3.4.6.3 Irregular sanction of work

The scheme provides that the cost of individual work should not exceed Rs.10 lakh (Rs. 25 lakh from 1998-99) and only such works were to be undertaken which could be completed in one or two working seasons.

It was, however, noticed that expenditure sanction of Rs. 45 lakh was accorded by DM, West in two instalments between 1996-97 and 1999-2000 for construction of Student Health Home at Agartala on the recommendation of the MP. Preliminary estimate for Rs. 78 lakh was prepared only in June 2000 by the AMC and detailed estimate, drawing and design of the building had not been prepared as of September 2000.

The work had not been taken up so far. No information was provided by the DM (West) as well as by Agartala Municipal Council (AMC) regarding utilisation of the building after its completion. The DHS also could not furnish information whether any provision was made in the State Plan to provide health facilities to the students. In the absence of any planning, sanction of such a big project under MPLADS could not lead to any positive benefits.

### 3.4.6.4 Overpayment and other irregularities

The BDO, Jirania executed 2 works – (i) development of Old Agartala market (Rs.5 lakh) and (ii) development of Kashipur market (Rs.3.72 lakh), at a total



cost of Rs.8.72 lakh, between March 1999 and March 2000, which involved earth filling by mechanical transport. Tripura Schedule of Rates (TSR) 1990 of the State Public Works Department provides that a deduction @ 20 per cent is to be made for the void available in loose stacking of earth while calculating the quantity of earth supplied. This provision was also made in the estimates for the work.

It was, however, noticed that payment of Rs.8.03 lakh was made to the contractor for execution of 19,081 cum earthwork in the above 2 works without making any deduction for the void. This led to overpayment of Rs.1.61 lakh\*. It was, further, noticed that Income Tax @ 2 per cent (Rs. 0.16 lakh) was also not deducted from contractor's bills. Thus, there was a total overpayment of Rs. 1.77 lakh (Rs. 1.61 lakh + Rs. 0.16 lakh) to the contractor.

Moreover, it was noticed that expenditure incurred (Rs.0.13 lakh) by the BDO for POL, hiring of vehicles by Jirania PS for maintaining law and order, and sanitation of the Block Office, was unauthorisedly included in the cost of these two works.

#### ***3.4.6.5 Doubtful execution, and construction of work of poor quality***

(i) The BDO, Mohanpur executed a work of brick soling of a road (600 metres x 3.65 metres) at Simna colony during 1999-2000 at a total cost of Rs.1.53 lakh. Against the requirement of 69,990 bricks (Rs.1.52 lakh) as per estimate, it was noticed that supply order was issued (June 1999) by the BDO for supply of 49,000 bricks to the worksite. The Implementing Officer certified in December 1999 that only 49,000 bricks were received in good condition and utilised in the work.

But, from the adjustment bills, it was noticed that labourers were employed in March 1999 and payment of Rs. 15,895 was made for 289 mandays while the bricks were supplied after June 1999. The execution of the work was doubtful. Material-at-Site Account and Measurement Book for the work were also not maintained.

(ii) The BDO, Jirania executed a work of construction of drain with culvert, retaining wall and brick soling at Kalikrishna Ashram Road at a total cost of Rs. 2.30 lakh during 1999-2000. It was noticed that only 25,000 bricks were utilised in the work against actual requirement of 55,000 bricks as per estimate. This indicates that the quality of work done requires technical check to ensure that the structure is safe.

#### ***3.4.6.6 Works not covered under the scheme***

(i) As per the scheme, works relating to maintenance and repairs, execution of works for private institutions, construction of buildings or any other works relating to Central and State Government Departments, agencies or organisation are not permissible and were required to be carried out by the concerned Departments/Institutions out of their regular funds.

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\* 20 per cent of Rs. 8.03 lakh.

Works sanctioned although not permissible under the scheme.

It was noticed that 5 works<sup>ψ</sup> (total cost: Rs. 21 lakh) were sanctioned by DM(West), contrary to the above provision during 1999-2000 on the recommendation of the MPs. The DMs did not annul the works from the list of the works, though these were found not permissible under the scheme. All the DMs had stated (July 1997), in reply to the earlier review of MPLADS conducted in audit during January to May 1997, that such cases would be examined and the concerned MPs would be requested for seeking guidance. But, it appears that despite the commitment made earlier, the DMs failed to follow the provisions of the scheme guidelines.

(ii) The BDO, Bishalgarh executed 2 works – (i) construction of boundary wall, and retaining wall and (ii) flat brick soling, at Balakbaba Ashram during 1997-98 at a total cost of Rs. 3.72 lakh though such works in a religious institution were not permissible under MPLADS. It was, however, noticed that 33,800 bricks (59 per cent) as against 47,800 and 240 bags of cement (76 per cent) against the requirement of 315 bags were utilised in the works, casting doubts on the quality of work done. Out of funds of Rs. 5 lakh received from the DRDA(West) in 1995-96, the unspent balance of Rs. 1.28 lakh though required to be refunded to the DM(West) had not been refunded by the BDO(August 2000).

(iii) The construction of drain and road including metalling and carpeting at Jaynagar in Agartala for Rs. 1.37 lakh was awarded by the AMC at 84 per cent above the estimated cost (TSR 1990) during 1998-99. After incurring expenditure of Rs. 0.53 lakh on construction of drain, the work was stopped. Considering inadequate width of the road, it was decided (July 1999) to utilise the balance amount in repairing of the drain of the link road. Accordingly, the work was completed in August 1999 and the final bill was paid for Rs. 1.37 lakh in September 1999. In suppression of the fact, it was certified in the bill that work was done as per specification though funds of Rs. 0.84 lakh were diverted to repair work unauthorisedly, as execution of any maintenance or repair work under MPLADS was not permissible.

(iv) Funds of the MPLADS should not be tied up with the funds of other schemes except for partly meeting the cost of a larger work only when it results in completion of the work. Where such part cost is met, it should be with reference to clearly identifiable part of the work.

It was, noticed in audit that the DM (South) sanctioned Rs. 10 lakh during 1998-99 for construction of classroom and laboratory of Belonia College. But, for the said work expenditure sanction for Rs. 52.84 lakh was accorded in February 1999 by the Education Department. The work was under execution

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1.	Maintenance of SPT bridge on Larmachera	Rs. 3 lakh
2.	Maintenance of SPT bridge on Laxmichera	Rs. 3 lakh
3.	Construction of Lavatory at Tripura Road Transport Corporation Complex	Rs. 6 lakh
4.	Construction of Stall at Durga Chowmuhani Market (Agartala Municipal Council	Rs. 6 lakh
5.	Construction of Spinning Centre (Khadi and Village Industries Board)	Rs. 3 lakh
	TOTAL	Rs. 21 lakh

by the PWD, Southern Division II, Santirbazar and upto date expenditure incurred was Rs. 30 lakh. As the sanction of Rs. 10 lakh was not identifiable for any specific part of the work that was necessary for its completion, sharing of MPLADS funds with State scheme funds was irregular and inadmissible.

#### 3.4.6.7 Loss of interest

Scheme funds irregularly kept in PL Account, leading to loss of interest.

As per instructions issued by the GOI, the funds under MPLADS were required to be kept in Savings Bank Account with a bank and the interest earned from such deposit would be treated as additional funds of the scheme. But the DRDA (West) deposited Rs. 2.63 crore in PL Account in April 1997 by withdrawing the funds from the MP's Account with the Bank, whereas R.D. Division, Agartala, Agartala Municipal Council, and Directorate of School Education kept the MPLADS funds in Current Account and/or PL Account<sup>♦</sup>, during 1997-98 to 1999-2000. This led to a loss of interest of Rs. 36.84 lakh calculated at the saving bank account rate of 5 per cent per annum.

The DMs had stated (July 1997) in reply to the earlier review of MPLADS conducted by Audit during January to May 1997, that they would initiate action to obtain Government orders for opening Savings Bank Accounts. But no further development in this connection was reported (August 2000).

#### 3.4.6.8 Accounts of assets created and their maintenance

Register of Assets not maintained.

As per scheme, the DM was to maintain a register showing details of assets created under the scheme (showing dates of commencement, completion, and expenditure on each work). But none of the 3 DMs maintained any such register. No basic records in respect of 473 works (Rs. 8.91 crore) reported in May 2000 to have been completed during 1995- 2000 by DM(West) and DM(North) were made available to Audit. All the DMs stated in July 1997, in reply to review of MPLADS, conducted in audit during January to May 1997, that action would be taken to maintain register of assets. But no such action was found to have been taken, as of August 2000.

The DMs were required to obtain undertakings from the bodies/agencies responsible for the maintenance of assets. But no such undertakings were obtained by the DMs. Moreover, expenditure incurred, if any, on repairs and maintenance of assets was also not available with the DMs and, as such, could not be verified in audit. This indicated that works executed under the scheme provided one-time relief instead of creating durable assets.

#### 3.4.7 Non-maintenance of records

Rules require that (i) Material at Site Account (ii) Master Roll and (iii) Measurement Book etc are to be maintained by the Implementing agencies if the works are executed departmentally.

<sup>♦</sup> RD Division : Rs. 1.05 crore in PL Account  
Agartala Municipal Council: Rs. 1.77 crore in Current Account  
Directorate of School Education: Rs. 2.77 crore in Current Account.



Test check revealed that Directorate of School Education executed 23 works of school buildings, campus halls at a total cost of Rs. 73.70 lakh during 1998-2000 through the respective school authorities. But none of the school authorities maintained these essential records. It was stated by them that no technical guidance was provided by the Directorate to maintain the records. The Directorate of School Education stated (July 2000) that with the limited manpower of Engineering Wing, it was not possible to provide technical guidance or to supervise the works done by school authorities. In the absence of these records, it could not be verified in audit whether the works were actually done as per specification.

### 3.4.8 Monitoring

For effective implementation of the programmes, the designated nodal Department was required to physically monitor the works through field inspections. It was noticed that no field inspection was carried out by the Planning and Co-ordination Department. The DMs were also required to visit at least 10 *per cent* of the works each year. But no records were made available to Audit in support of such visits made either by the DMs or by other Senior Officers.

The State Government constituted a State Level Monitoring Committee only in February 2000. The Committee was to meet at least twice a year. But no meetings were held, as of August 2000.

In implementing the scheme, the DMs were solely responsible for maintenance of proper accounts and records, sanctioning of these works which are covered by the scheme, and making proper arrangement for monitoring the programme. But the responsibilities were not properly discharged as may be seen from the foregoing paragraphs.

The matter was reported to the Government in September 2000; reply had not been received (October 2000).

### 3.4.9 Recommendations

- Optimum utilisation of the funds under the scheme should be stressed upon.
- Besides maintenance of proper accounts and records at district headquarters, physical monitoring of the programme through field inspections by the Senior Officers at all levels is essential to ensure satisfactory progress of the works and better utilisation of funds. The State Government agencies should give due importance to these aspects.
- Availability of proper sites is to be ensured prior to selection of any work and Implementing Agencies are to be judiciously selected with reference to their capabilities so that completion of work is not inordinately delayed.

Implementation not adequately monitored.

## RURAL DEVELOPMENT DEPARTMENT

### 3.5 Indira Awaas Yojana

*Indira Awaas Yojana (IAY) was launched in the State in 1985-86 as a Centrally sponsored scheme to provide houses free of cost to the shelterless rural families below poverty line.*

*A review of the implementation of the scheme revealed that the Department embarked upon the scheme without having any information on the targeted BPL population of the State. As a result, the planning process was faulty; process for identification of beneficiaries was not transparent and the targets fixed were not based on actual requirement and availability of funds.*

*The implementation of the programme was marred further by the failure of the Department to check unbridled extra avoidable expenditure in all the components of the scheme compounded with buying materials far in excess of actual requirement. The failure to obtain Central assistance had also affected the programme implementation grossly.*

#### 3.5.1 Highlights

The Department could not avail Central assistance of Rs. 15.46 crore due to lack of persuasion during the years 1996-97 to 1999-2000.

(Paragraph 3.5.5.1)

The Department embarked on the scheme without having necessary preliminary information about the number of rural BPL population in the State, actual housing shortages and number of unserviceable *kutcha* houses requiring upgradation, thus making the entire planning process faulty. The beneficiaries under IAY were identified on the recommendations of MPs, MLAs and departmental officers in violation of the scheme guidelines.

(Paragraph 3.5.6)

While the Department could construct 25,323 houses for shelterless households with the available funds, it had targeted to construct 19,453 houses (77 per cent) during the years 1996-97 to 1999-2000 but actually constructed 21,117 houses (83 per cent) as of March 2000.

(Paragraph 3.5.7.1)

The Department incurred extra expenditure of Rs. 9.47 crore on construction of 21,117 houses during 1996-97 to 1999-2000 by utilising excessive and costlier materials. Had the Department used materials as per guidelines of the scheme, it could have constructed 4,305 more houses for the shelterless persons in the State.

(Paragraph 3.5.7.2.1)

**Basic amenities like sanitary latrines and smokeless chullahs envisaged to be provided in the housing units constructed had not been provided even after utilising Rs. 3.17 crore earmarked for the purpose.**

**(Paragraph 3.5.7.2.2)**

**Veracity of expenditure of Rs. 2.13 crore and genuineness of construction of 5,431 houses in Dhalai and North Tripura Districts remained doubtful for want of documentary evidence.**

**(Paragraph 3.5.7.2.3)**

**In respect of 3,333 houses constructed in 1998-99 at a cost of Rs. 7.34 crore, panels for doors and windows had not been provided though these were reported to have been completed in all respects.**

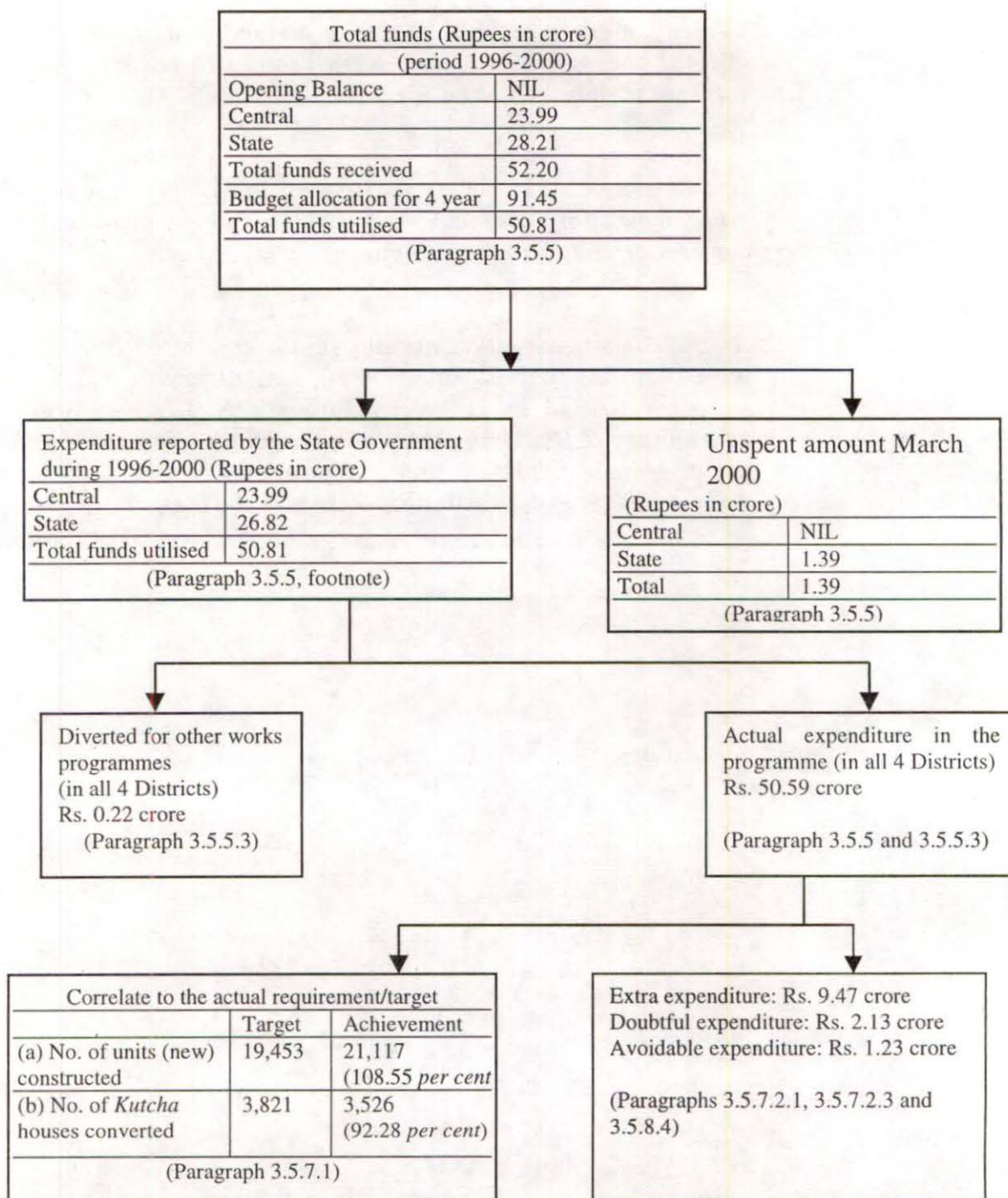
**(Paragraph 3.5.7.2.4)**

**As per the scheme guidelines, the plinth area of each house should not have been less than 20 square metres. Contrary to this, 10,161 houses were constructed in 11 blocks during 1996-97 to 1998-99 at a total expenditure of Rs. 21.24 crore, with the plinth areas measuring less than the prescribed minimum limit. This resulted in denial of the minimum desired benefit to the shelterless persons of the State.**

**(Paragraph 3.5.7.2.5)**



### FINANCE TREE





### 3.5.2 Introduction

Indira Awaas Yojana (IAY) was launched in the State in 1985-86 as a Centrally sponsored scheme to provide houses free of cost to the members of SC/ST, and non-SC/ST, the physically handicapped and freed bonded labourers, living in rural areas and who are below the poverty line (BPL). The salient features of IAY were that the plinth area of each housing unit should not be less than 20 square metres and houses should be constructed by the BDOs with the active involvement of the beneficiaries themselves and each unit should contain a kitchen, a smokeless chullah and a sanitary latrine, the estimated cost of which was prescribed (July 1996) by GOI at Rs. 22,000 for hilly or difficult area like the State of Tripura. From April 1999, upgradation of unserviceable *kutchha* houses to semi-*pucca* or *pucca* houses was also included under IAY.

### 3.5.3 Organisational set up

The Rural Development Department is the nodal agency responsible for proper planning, implementation, co-ordination and monitoring of IAY in the State. The Secretary to the Department is the administrative head of the nodal agency. The scheme has been implemented through 4 District Magistrates and Collectors (DMs) and 38 Block Development Officers (BDOs) in the State. The materials like GCI sheets, iron pipes etc. were purchased centrally by the Executive Engineer (Stores Division of the Rural Development Department, Agartala) and issued to the BDOs through 4 Executive Engineers of the Department located at Agartala, Ambassa, Kumarghat and Udaipur for utilisation of the materials under the scheme.

### 3.5.4 Audit coverage

Implementation of IAY in the State during 1996-97 to 1999-2000 was reviewed in audit between December 1999 and March 2000 by test-check of records of all the 4 DMs, 16 BDOs\* out of 38, and all the 5 Rural Development Divisions°. Important points noticed during audit are discussed in the succeeding paragraphs.

### 3.5.5 Financial outlay and expenditure

The budget provisions, funds received from the Central and State Governments and expenditure incurred under IAY during 1996-97 to 1999-2000 were as under :

\* West Tripura District – Bishalgarh, Dukli, Jirania, Khowai, Mandhai, Melaghar, Mohanpur, Teliamura and Tulashikar.

North Tripura District – Kumarghat, Kadamtala and Panisagar.

South Tripura District – Matabari.

Dhalai District – Ambassa, Dumburnagar and Salema.

° Stores Division, Agartala; West Tripura Division, Agartala; Dhalai Division, Ambassa; North Tripura Division, Kumarghat; and South Tripura Division, Udaipur.

(Rupees in crore)

Year	Budget provision (Funds to be shared both by the Central and State Governments)	Opening balance	Funds received from the			Total funds available for expenditure each year	Expenditure incurred	Physical progress		Closing balance
			Central Government	State Government	Total			New construction	Upgradation of kutchha houses	
1996-97	16.89	-	1.33	15.56	16.89	16.89	16.89	7161	-	-
1997-98	26.36	-	1.56	1.20	2.76	2.76	2.66	1665	-	0.10
1998-99	23.65	0.10	6.55	1.45	8.00	8.10	7.34	3333	-	0.76
1999-2000	24.55	0.76	14.55	10.00	24.55	25.31	23.92	8958	3526	1.39
<b>Total</b>	<b>91.45</b>	<b>-</b>	<b>23.99</b>	<b>28.21</b>	<b>52.20</b>		<b>50.81<sup>▼</sup></b>	<b>21,117</b>	<b>3526</b>	

While the funds released during 1996-97 and 1999-2000 matched the budget provision, they considerably fell short of the same during 1997-98 and 1998-99. The basis on which budget provisions were made, was not intimated by the Government.

### 3.5.5.1 Non-receipt of Central assistance

The expenditure under IAY was to be shared by the Central and State in the ratio of 80:20 upto March 1999 and at 75:25 thereafter. Accordingly, the Department was to get Rs. 39.45 crore from the Central Government against which it received Rs. 23.99 crore during 1996-97 to 1999-2000 resulting in short receipt of Rs.15.46 crore. Neither the Central Government released the amount nor did the State Government follow up the release of the balance amount.

### 3.5.5.2 Parking of funds in Personal Ledger Accounts

As per the guidelines issued by the Government of India, IAY funds were to be kept in savings account and interest earned thereon would form additional resources of IAY.

Test check of records of 16 BDOs who spent Rs. 14.98 crore during 1996-97 to 1999-2000 showed that IAY funds ranging from Rs. 0.04 crore to Rs. 0.70 crore were kept by these BDOs in their Personal Ledger Accounts (PLAs) for different spells in violation of the scheme guidelines.

By depositing the amounts in PLA, not only were the scheme guidelines violated but also the State deprived itself of interest which could have been earned in savings account.

### 3.5.5.3 Diversion of funds

Under IAY, no funds can be diverted to provide relief to any fire victim. It was noticed in audit that 68.58 tonnes of GCI sheets valued at Rs. 22.08 lakh were issued by the DM (South Tripura), Udaipur, in 1998-99 to the fire victims of South Tripura District without obtaining any approval from the Central Government. As diversion of funds to such persons was not permissible under IAY, the Government directed (May 1999) the DM (South

<sup>▼</sup> Central share: Rs. 23.99 crore; State share: Rs. 26.82 crore.

Poor management of budgeting, resource mobilisation and scheme execution.



Tripura) to return the amount (Rs. 22.08 lakh). The DM neither returned the GCI sheets nor refunded the amount (March 2000).

#### 3.5.5.4 Maintenance of accounts

As per the instructions issued (December 1998) by the Government of India, the Department was to maintain separate accounts for IAY from 1996-97 onwards, but none of the 4 DMs and 16 BDOs, accounts of whom were test audited, maintained any separate accounts for IAY.

Documentary evidence of physical verifications wanting.

The scheme envisaged visits to work site by the field officers. But no such physical verification reports were made available by the 16 BDOs test checked.

#### 3.5.6 Planning

##### 3.5.6.1 Survey not conducted

Scheme being implemented without any information on the target group of rural BPL families.

Although the target group of IAY was rural BPL families, no endeavour to identify such families requiring houses was ever made by the Department during 1996-97 to 1999-2000. The Rural Development Department, entrusted with the job of conducting the BPL census and finalise the results by July 1998, could not yet complete the task (August 2000). No survey to assess the number of unserviceable *kutch* houses requiring up-gradation into *pucca/semi-pucca* houses in the State was conducted (March 2000) by the Department.

In the absence of basic information, the entire planning process remained faulty in as much as the Department had embarked on the scheme without having the necessary preliminary information on the targeted beneficiaries.

##### 3.5.6.2 Identification of beneficiaries

Unauthorised process for selection of beneficiaries.

As per the scheme, each Gram Sabha was to select beneficiaries from the list of eligible households. But, 14 out of 15 BDOs, records of whom were test checked, reported that selection of beneficiaries was made on the recommendations of MPs, MLAs and departmental officers. Subsequent audit scrutiny also corroborated the involvement of departmental officers in selection process. This was in violation of the system prescribed in the scheme for selection of beneficiaries.

Thus, the identification process did not conform to procedure laid down in the scheme, was not transparent, and lacked people's participation.

#### 3.5.7 Physical performance

Anomaly in data projection.

The Government stated (October 1999) in reply to Audit queries that the total number of shelter-less persons in the State as of April 1996 was 80,000 equivalent to 16,000 households. Calculated at the annual growth rate of population (2.8 per cent), the projected number of shelter-less persons in the State as of March 2000 would be 89,343 equivalent to 17,869 households. The total amount required for providing houses to these shelter-less households at



the prescribed unit rates of Rs.22,000 was Rs. 39.31 crore against which the Department received Rs. 52.20 crore (which was 33 per cent in excess of the total requirement) during the years 1996-97 to 1999-2000. But these aspects were never taken care of while fixing targets as would be seen in the paragraph that follows. The Department also did not prepare any perspective plan to provide houses to these shelter-less households.

### 3.5.7.1 Targets and achievement

The year-wise position of funds available, prevalent unit cost<sup>o</sup> vis-a-vis targets fixed and achievement thereagainst under IAY during the years 1996-97 to 1999-2000 were as under:

Year	Funds made available (Rupees in crore)	Permissible unit cost		Targets that should have been fixed for		Targets that were actually fixed for		Achievement		Expenditure on account of	
		New construction	Upgradation of houses	New construction	Upgradation of houses	New construction	Upgradation of houses	New construction	Upgradation of houses	New construction	Upgradation of houses
		(Rupees per house)								(Rupees in crore)	
1996-97	16.89	15,800	-	10,690	-	7,161	-	7,161	-	16.89	-
1997-98	2.76	15,800	-	1,747	-	1,665	-	1,665	-	2.66	-
1998-99	8.10	22,000	-	3,682	-	3,333	-	3,333	-	7.34	-
1999-2000	25.31	22,000	10,000	9,204	5,062	7,294	3,821	8,958	3,526	20.39	3.53
<b>Total</b>				<b>25,323</b>	<b>5,062</b>	<b>19,453</b>	<b>3,821</b>	<b>21,117</b>	<b>3,526</b>	<b>47.28</b>	<b>3.53</b>

#### Anomaly in target fixation.

The above table shows that while the Department could construct 25,323 new houses for shelter-less households with the available funds, it had targeted to construct 19,453 new houses during the years 1996-97 to 1999-2000 against the projected requirement of 17,869 houses. The achievement was 21,117 houses which was higher than the target fixed. This indicated that in none of the aforesaid years targets were fixed taking into consideration the actual housing shortages in the State and funds available with the Department. Such erroneous targeting was also noticed in case of upgradation of unserviceable *kutch*a houses into semi-*pucca/pucca* houses. While 5,062 *kutch*a unserviceable houses could be upgraded with the available funds during the year 1999-2000, the Department targeted to upgrade 3,821 *kutch*a houses, and actually upgraded 3,526 houses only. The anomalies in assessment of housing shortage, fixation of target and achievement thereagainst were pointed out in audit to the Government in February 2000 without any response so far (October 2000).

Particulars	1996-97	1997-98	1998-99	1999-2000
a) Construction of houses (basic cost)	10,800	10,800	19,500	19,500
b) Cost of construction of sanitary latrine and smokeless chullah	1,500	1,500	(included in the basic cost)	
c) Cost of development of infrastructural facilities like internal roads, drainage, drinking water supply etc.	3,500	3,500	2,500	2,500
Maximum permissible cost for construction of each house	15,800	15,800	22,000	22,000

i) Where houses are not built in clusters, the cost provided for development of infrastructural facilities could be utilised in construction of houses.

ii) From April 1999, conversion and upgradation of unserviceable *kutch*a houses to semi-*pucca/pucca* houses was included under IAY at the rate of Rs. 10,000 per unit. Upgradation was to necessarily include provisions for sanitary latrines and smokeless chullahs.

### 3.5.7.2 Construction of new houses

#### 3.5.7.2.1 Extra expenditure

As per the permissible unit cost, Rs.37.81 crore was required for construction of 21,117 houses against which the Department spent Rs. 47.28 crore during the years 1996-97 to 1999-2000 resulting in extra expenditure of Rs.9.47 crore as shown below:

Year	No. of houses constructed	Expenditure incurred	Expenditure admissible	Extra expenditure
(Rupees in crore)				
1996-97	7161	16.89	10.24	6.65
1997-98	1665	2.66	2.38	0.28
1998-99	3333	7.34	6.83	0.51
1999-2000	8958	20.39	18.36	2.03
<b>Total</b>	<b>21,117</b>	<b>47.28</b>	<b>37.81</b>	<b>9.47</b>

Note: The admissible unit cost (excluding cost of sanitary latrine and smokeless chullahs which were not provided) for 1996-97 and 1997-98 was Rs. 14,300 and that for 1998-99 and 1999-2000 was Rs.20,500.

The extra expenditure was mainly due to use of costlier items like steel truss, GCI sheets etc. (use of which was discouraged in the scheme) and issue of excess GCI sheets. Had the expenditure been limited to the permissible limit, the Department could have constructed at least 4,305 more houses for the poorest section of the society.

Expenditure incurred beyond permissible limit by use of costlier items.

#### 3.5.7.2.2 Denial of basic amenities

Construction of sanitary latrines and smokeless chullahs was an integral part of IAY houses for which Rs. 1,500 was specially included in the unit cost of each house.

It was noticed in audit that none of the 21,117 houses constructed under IAY during the years 1996-97 to 1999-2000 was provided with any sanitary latrine or smokeless chullah, as envisaged in the scheme, even after utilising the provision of Rs. 3.17 crore earmarked for these amenities, thus denying the beneficiaries of the basic facilities of a clean environment and sanitation.

Sanitary latrines, smokeless chullahs and kitchens, though made integral part of the scheme, not provided.

None of these 21,117 houses were also provided with any kitchen although such provision was essential under the scheme. Provisions for these basic amenities had also not been included in the 'type estimate' formulated by the Department. Reasons for not including these items in construction work/ type estimate were not indicated (October 2000) by the Government, though asked for (January 2000).



Reported construction and completion of houses at Dhalai and North Tripura at a very low unit cost casting doubt on their actual construction.

### 3.5.7.2.3 *Doubtful execution of works*

Information furnished by the DM, Dhalai and the DM, North Tripura District showed that 5,431 houses were constructed in these two districts in 1997-98 and 1998-99 at a cost of Rs. 2.13 crore whereas as per assessed expenditure per unit it should have been Rs. 9.74 crore. Audit noticed that expenditure ranging between Rs. 2,000 and Rs. 6,000 was booked as cost of each unit. In response to Audit query as to how it was possible to construct each unit at costs ranging from Rs. 2,000 to Rs. 6,000 and what types of amenities were provided, list of allottees etc., the District Magistrates could not furnish satisfactory reply, thereby casting doubts on the construction of units said to have been completed.

### 3.5.7.2.4 *Incomplete houses*

Houses constructed without providing panels for doors and windows.

In respect of 3,333 houses claimed to have been completed in 1998-99 at a cost of Rs. 7.34 crore, it was seen from records that the panels for doors and windows had not been provided although the scheme intended to provide houses complete in all respects to the beneficiaries. Completion of these houses was also reported by the State Government to the Government of India, thereby mis-reporting the achievement.

The Additional DM (West Tripura), Agartala stated (March 1999) that these houses could not be completed for want of funds. The reasons adduced were not tenable as the average unit cost of the houses was much higher than the prescribed cost and the Department failed to utilise the funds optimally in 1998-99 and Rs. 0.76 crore remained unspent as of March 1999. Moreover, the balance works could have been completed from the funds available under 'upgradation of houses'.

### 3.5.7.2.5 *Houses constructed with less plinth areas*

One of the salient features of IAY was that the plinth area of each house should not be less than 20 square metres.

As per information furnished by the BDOs, 10,161 houses constructed in 11 blocks (Ambassa, Bishalgarh, Gandacherra, Matabari, Khowai, Melaghar, Mohanpur, Salema, Teliamura, Tulashikhar and Panisagar) during the years 1996-97 to 1998-99 at a total expenditure of Rs. 21.24 crore, had plinth areas varying from 14 to 19 square metres in violation of the above stipulation without any reason available on record. This resulted in denial of the benefit of the minimum plinth areas as envisaged in the scheme to the shelterless persons.

### 3.5.7.2.6 *Measurements of work done not recorded*

As per the instructions issued (June 1995) by the Government, the detailed measurements of various items of works done should have been recorded in a measurement book by the Panchayat Secretaries and subsequently verified by the Junior Engineers and BDOs. This would ensure not only the valuation of work done at different stages of the construction of houses but also the quality of work in order to see whether the materials used and the design of the houses conformed to the type design and estimate approved by the Department.



Detailed measurements of 10,161 houses constructed in 16 blocks test checked were not recorded in measurement books and verified for their quality. Had these instructions been followed, the Department would have been informed about the position of incomplete houses and houses constructed with less plinth areas.

This indicates tardy implementation, lack of supervision and failure to adhere to stipulated norms, depriving the targeted beneficiaries from deriving the intended benefit in time.

### 3.5.8 *Materials management*

#### 3.5.8.1 *Purchase of materials without assessing the actual requirement*

As per the scheme, out of Rs. 10,000 to be spent on upgradation of each house, Rs. 8,273 was to be spent on purchase of 0.257 tonne of GCI sheets and the balance Rs. 1,727 on purchase of timber for construction of super-structure. GCI sheets were to be issued only after the wooden super-structure was fixed.

The Department did not conduct any survey to assess the conditions of each unserviceable house before embarking on the scheme and decided to purchase GCI sheets at a flat rate of 0.257 tonne per house without even inquiring if such quantities of GCI sheets would at all be required in upgradation of each house as all those *kutch*a unserviceable houses targeted to be upgraded were not of identical size and condition and the requirement of materials would certainly vary from house to house depending upon the conditions, plinth areas etc. of each house. Similarly, the provision for timber (Rs. 1,727 per house) was also made without making any estimates and ascertaining the actual requirement.

#### 3.5.8.2 *Procurement of materials in excess of requirement*

It was noticed in audit that against the total requirement of 6,353.79 tonnes of GCI sheets<sup>♦</sup> and 12.17 lakh metres of black iron (BI) pipe<sup>\*</sup> required for construction of 23,274 houses targeted to be constructed during 1996-97 to 1999-2000, the Department purchased 11,094.50 tonnes of GCI sheets and 24.07 lakh metres of BI pipe, resulting in excess procurement of 4,740.71 tonnes of GCI sheets (value: Rs. 14.74 crore) and 11.84 lakh metres of BI pipe (value: Rs. 4.74 crore) at a cost of Rs. 19.48 crore.

Procurement of materials without assessing the requirement properly had resulted in unnecessary purchase of materials leading to blockage of funds worth Rs. 19.48 crore.

Unnecessary purchase of materials, leading to blockage of funds.

<sup>♦</sup> Requirement of GCI sheets was @ 0.309 tonne in 1997-98 and @ 0.257 tonne in 1998-99 to 1999-2000.

<sup>\*</sup> @ 84.85 metres in 1997-98 and @ 101.25 metres during 1998-99 to 1999-2000 for each house.

### 3.5.8.3 Excess issue of GCI sheets

As per 'type estimate' followed by the Department, 0.257 tonne of GCI sheets was required in construction of each IAY house. In 1998-99, the Department constructed 1,350 houses in West Tripura District and 853 houses in the Dhalai District during 1997-98 (331 houses) and 1998-99 (522 houses). Accordingly, 566.17 tonnes of GCI sheets were required to construct these 2,203 (1350+853) houses, against which 1,781.84 tonnes of GCI sheets were issued by the Executive Engineers of West Tripura Division (921.57 tonnes) and Dhalai Division (860.27 tonnes) in 1997-98\* and 1998-99\* to the BDOs, who in turn issued the materials to their Panchayat Secretaries for construction of houses in respective Gram Sabhas. This resulted in excess issue of 1,215.67 tonnes of GCI sheets valued at Rs. 3.91 crore. Records showing the return of excess and unused GCI sheets were not available in the blocks or at the divisional offices.

### 3.5.8.4 Avoidable expenditure

The Department was using steel truss in lieu of wooden structure from 1997-98 and black iron pipes were purchased for this purpose and fabricated from local markets at approved rates.

The requirements of trusses, and trusses fabricated from the same in West Tripura and Dhalai Districts during the years 1997-98 to 1999-2000 were as under:

	Particulars	1997-98	1998-99	1999-2000	Total
i)	No. of houses targeted to be constructed	925	1872	2802	5599
ii)	No. of houses actually constructed	890	1872	96	2858
iii)	No. of trusses fabricated	5723	5265	1859	12847
iv)	Total expenditure incurred (Rupees in lakh)	72.62	67.91	18.67	159.20
v)	No. of trusses utilised	890	1872	96	2858
vi)	Percentage of utilisation	16	36	5	22
vii)	No. of trusses fabricated in excess of actual requirement	4833	3393	1763	9989
viii)	Avoidable expenditure incurred in fabrication of trusses not required for utilisation (Rupees in lakh)	61.33	43.76	17.71	122.80

**Fabrication of trusses much in excess of actual requirement resulting in avoidable expenditure.**

The above table indicated that total requirement of 2,858 trusses could have easily been met from 5,723 trusses fabricated in 1997-98 and further fabrication of 7,124 trusses in 1998-99 and 1999-2000 at an expenditure of Rs.86.58 lakh was not necessary. Moreover, fabrication of trusses much in excess (78 per cent) of actual requirement had resulted in avoidable expenditure of Rs.1.23 crore.

\* 386.01 tonnes.

\* 1395.83 tonnes.

### **3.5.9 Post-construction activities**

#### **3.5.9.1 Allotment of houses**

The houses under IAY were to be allotted either in the name of female members or in the name of both husband and wife of the beneficiary households. In February 1995, the Government of India directed the State Government to issue title-deed to the house-sites to each beneficiary. The Department could not furnish any specific information on allotment status for 12,834 houses. Hence, it could not also be verified in audit whether the condition of allotment for these houses as stipulated in the scheme was fulfilled. There was nothing on record to show that the title to the house-sites had been given (March 2000) to any of the beneficiaries.

#### **3.5.9.2 Asset Register**

The scheme required all the Implementing Agencies to maintain a complete inventory of houses constructed with dates of commencement and completion of works; names, addresses, occupations and categories of the beneficiaries; completion certificates etc. On completion of each house, a display board indicating the IAY logo, year of construction, name of the beneficiary etc. was to be fixed.

None of the 16 BDOs test checked maintained Asset Registers properly or displayed any board as envisaged. As a result, the IAY houses got mixed up with the houses constructed under other rural housing schemes, making it difficult to identify them. Hence possibility of overlapping works can not be ruled out.

#### **3.5.10 Monitoring and evaluation**

No schedule of inspection prescribing minimum number of field visits for the Supervisory Officers was drawn up by the Department. A State level co-ordination committee under the chairmanship of the Chief Secretary was constituted by the Government in June 1995 to supervise and monitor the programme. Although the committee was to meet quarterly, no meeting of the said committee was held during the years 1996-97 to 1999-2000, and thus the internal control mechanism of the Department remained grossly ineffective.

The matter was reported to the Government in June 2000; reply had not been received (October 2000).

**Grossly ineffective  
internal control  
mechanism.**



### **3.5.11 Recommendations**

On the basis of the shortcomings and deficiencies pointed out in the foregoing paragraphs, the following recommendations are made:

- the Department should immediately complete the survey to ascertain the number of BPL population in the State and the position of housing shortages and formulate its perspective plans;
- the Department should fix its targets keeping into account the actual housing shortages and total funds available with it and avoid all the extra expenditure, including injudicious purchase of materials, so that the funds available with the Department are prudently utilised to provide housing facilities to all the shelterless persons;
- the amenities to ensure a clean environment and sanitation to the beneficiaries along with the housing facility should be provided in all cases;
- while constructing the houses departmentally, the beneficiaries should also be involved in the process of construction.

## SCIENCE TECHNOLOGY AND ENVIRONMENT DEPARTMENT

### Tripura State Pollution Control Board

#### 3.6 Implementation of Environmental Acts and Rules relating to Water Pollution

*The State Pollution Control Board, established in January 1988, to minimise the atmospheric and water pollution in the State, by listing and categorisation of industries, and by conducting analysis of water quality and assessment and regulation of industrial effluents, failed in its main objectives due to acute shortage of scientific manpower, although the laboratory was established in December 1997.*

*Normal functioning of the Board was also sluggish as the requisite number of meetings as prescribed in the Act were not held during 1994-95 to 1999-2000 to deliberate on its working. Annual report was also not prepared and submitted by the Board to the Government / Legislature since its inception. The Board thus suffered from lack of monitoring and proper supervision. Non-compliance / partial compliance of some of the provisions either of the Water Act or of the Cess Act, besides non-utilisation of funds, led to huge unspent balance every year. Lack of prudence in planning and budgeting also added to the cause of failure.*

#### 3.6.1 Highlights

Shortfall in utilisation of funds ranged between 83.30 and 93.55 per cent resulting in cumulative increase of unspent balance of Rs. 1.80 crore at the end of March 2000. Utilisation certificate for Rs. 1.06 crore had not been furnished by the Board to the concerned authorities, as of December 2000.

( Paragraph 3.6.5)

Though the Board had identified 2,422 industrial units, only 1,137 industrial units were brought under consent management.

(Paragraph 3.6.6)

Though the Board was established in January 1988 for the implementation of Water (Prevention and Control of Pollution) Act 1974, it had not fully identified the total number of polluting industrial units in the State which required effluent treatment plants, as of March 2000.

(Paragraph 3.6.2 and 3.6.7.1)

Against the requirement of three sewage treatment plants, as of April 2000, to be installed for different zones of Agartala Municipal area, no

such treatment plant had been installed by the Agartala Municipal Council.

(Paragraph 3.6.7.2)

In spite of reporting in the Audit Report 1987-88 about the serious health hazards created by water for its high concentration of iron and hardness of water below prescribed limit, no remedial measures were taken by the Board or by the State Public Health Engineering wing.

(Paragraph 3.6.7.5)

Laboratory equipment worth Rs. 17.58 lakh procured in 1997-98 remained unutilised due to non-appointment of Board Analyst and Laboratory Assistants for the Laboratory.

(Paragraph 3.6.7.6)

Water cess amounting to Rs. 42.49 lakh in respect of 16 units pertaining to the period 1988-2000 was awaiting recovery, as of March 2000.

(Paragraph 3.6.7.7)

### 3.6.2 Introduction

To achieve the objective of prevention, control and abatement of water pollution, the Water (Prevention and Control of Pollution) Act, 1974, the Water (Prevention and Control of Pollution) Cess Act, 1977 and the Environment (Protection) Act, 1986 were enacted by Parliament.

The Tripura State Pollution Control Board (TSPCB) was constituted in January 1988 in pursuance of the Water (Prevention and Control of Pollution) Act, 1974. Implementation of the provisions of various environmental acts and rules relating to water pollution was entrusted to the TSPCB.

### 3.6.3 Organisational set-up

The Controlling Department of the Board is Science Technology and Environment Department, the administrative head of which is a Secretary. The General Body of the Tripura State Pollution Control Board consists of a Chairman, a Member-Secretary, and two Members of the State Legislative Assembly, seven Government officials representing six Departments\* three from educational institutions, two members from Central Pollution Control Board and one from Agartala Municipal Council. During the period covered in audit, the Departmental Secretary functioning as Member-Secretary also worked as drawing and disbursing officer (DDO) to the Board up to 30 December 1999 and thereafter the Executive Engineer of the Board took over as the DDO.

\* Science Technology and Environment, Forests, Transport, Industries and Commerce, Public Health Engineering, and Agriculture.



### 3.6.4 Audit coverage

Test check of the activities of the State Tripura Pollution Control Board for the period from 1994-95 to 1999-2000 was conducted during March to May 2000, besides those pertaining to Science Technology and Environment Department, three Public Health Engineering offices<sup>⌘</sup>, Agartala Municipal Council and 5 Nagar Panchayats<sup>◇</sup>. The results of the test check are mentioned in the succeeding paragraphs.

### 3.6.5 Financial arrangement

The main sources of income of the Board are grants-in-aid given by the State/Central Government including Central Pollution Control Board (CPCB), and fees received from industrial units for granting consent. The annual accounts of the Board up to March 1998 have been prepared and got audited by Chartered Accountant as of March 2000 under section 40 of the Water Act, 1974. Though the Board was required by the Water Act to appoint an Auditor on the advice of the Comptroller and Auditor General of India, this is yet to be done (October 2000). Year-wise details of revenue receipts and expenditure of the Board for the years 1994-2000 are indicated in **Appendix - XXV**. During the period, the receipts of the Board from all sources amounted to Rs. 2.83 crore out of which expenditure of Rs. 1.03 was incurred. Audit scrutiny of receipts and expenditure of the Board revealed continued shortfall in utilisation of funds, ranging between 83.30 and 93.55 *per cent* of the total budget provision for the years, resulting in accumulation of unspent balance of Rs.1.80 crore at the end of March 2000. Component-wise details of the unspent balance could not be ascertained by Audit as the board failed to identify the various components of the scheme against which the amounts were lying unspent. Utilisation certificate for Rs. 1.06 crore (**Appendix-XXV**) had not been furnished by the Board to the concerned authorities (December 2000).

### 3.6.6 Listing and categorization of industries

Under Section 17 of the Water (Prevention and Control of Pollution) Act, 1974, the TSPCB is required to conduct a survey of industrial units for planning a comprehensive programme of control of water pollution and for enforcing the provisions of the Act, including those for according consent.

Information collected by the TSPCB through survey got conducted by 25 School Science Clubs and Nehru Yuba Kendras indicated that there were 2,422 industrial units (February 2000) in Tripura, while records of the Director of Industries and Commerce showed that there were 10,106 industrial units registered as of October 1999. This wide difference between the two sets of information was mainly because the survey was still not complete. Out of 2,422 units, 3 units were categorized as large, 14 units as medium and 2,405 units as small.

<sup>⌘</sup> (i) Chief Engineer, PHE, (ii) Executive Engineer, PHE Division I, Agartala (iii) Executive Engineer, PHE Division III, Udaipur.

<sup>◇</sup> Khowai, Teliamura, Sonamura, Udaipur and Ranirbazar.

**Process of listing and categorization of industries badly delayed.**

It was noticed in audit that the process of listing and categorization of industries in Tripura initiated by the TSPCB in 1998-99 was to be completed in the same year. But the work had not been completed as of May 2000. In the absence of this, the Board failed to fully identify and assess the actual number and category of the industrial units and their pollution potential. The delay in completion of census of industrial units was attributed to shortage of manpower. The Board also failed to bring more units within the ambit of consent granting and streamline the process of monitoring, renewal etc.

Section 25 of the Water Act, provided that "no person shall, without the previous consent of the State Board establish or take any steps to establish any industry, operation or process, or any treatment and disposal system or an extension or addition thereto, which is likely to discharge sewage or trade effluent into a stream or well or sewer or on land". According to the TSPCB Rules, 1989, framed under the Water Act, the industries, local bodies while applying for the grant of consent or renewal of consent are required to pay consent fees at the prescribed rates.

**Heavy shortfall in consent renewals.**

Out of 2,422 industrial units identified by the Board, consent to establish and to operate were given in respect of 1,137 units and renewal was permitted in respect of 547 units during 1988-89 to 1999-2000, realising Rs.14.43 lakh as consent fees. Further, during 1994 to 2000, consent was given in respect of 643 units and out of 12,166 consents<sup>♦</sup> to be renewed, only 528 consents were found to have been renewed during 1994-2000 resulting in non-renewal of 11,638 consents (96 per cent) involving short realisation of consent fee of Rs.16.69 lakh (Appendix-XXVI). Besides, the prescribed procedure for issue or renewal of consent required trade effluent discharge test; the units working without the consent/renewal escaped such tests, which adversely affected the quality of water.

**Ineffective consent management.**

Under Section 25 of the Water Act, the Gumti Hydel Project was required to be brought under the consent management of the Board from its inception, i.e. from 1988-89. But this was not done, which resulted in loss of consent fee amounting to Rs. 2.40 lakh (Rs.20,000 x 12) during the period from 1988-89 to 1999-2000. Besides, the Agartala Municipal Council, 12 urban local bodies, two automobile workshops and 1 fruit canning centre had not been brought under consent management though all these bodies/ institutions attracted the provision of Rule 29(ii) of the TSPCB Rules bringing them under the provision of the consent management. Although notices were issued twice (November 1997 and August 2000), none of the units applied for consent. As a result the Board was not only deprived of the consent fee but was also unable to check water pollution.

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<sup>♦</sup> Consent for a specific unit is required to be renewed every year, hence the number of consents was to be equal to the number of years for which a unit existed.

### 3.6.7 Implementation

#### 3.6.7.1 Construction of effluent treatment plant

**Polluting industrial units that required effluent treatment plants not identified.**

To control and prevent water pollution, such units are, inter alia, required to set up effluent treatment plants (ETPs). It was noticed in audit that, though the Board accorded consent to establish/operate 1,137 industrial units as of 31 March 2000, setting up of ETPs was not ensured before granting consent. Out of 1137 units, only 4 units had installed ETPs. The Board had not identified the total number of polluting industrial units which required effluent treatment plants among the units which were accorded consent. While admitting the fact, the Board stated (April 2000) that, due to lack of technical manpower, it was not possible to assess the actual number of polluting industrial units, which required effluent treatment plants. Barring the Board, there is no other agency (Government/otherwise) to direct the industrial units to install the effluent treatment plants. This defeated the very purpose of establishing the SPCB.

#### 3.6.7.2 Lack of effluent treatment facilities in Agartala town

**Installation of requisite number of sewage plants in Agartala Municipal Area not yet secured by the Board.**

In the absence of any specific and identified arrangement in Agartala municipal area and as a result of free discharge of untreated septic tank effluents to open drains, greater Agartala town area is confronted with serious health hazards. As per assessment, made by the Public Health Engineering Wing of the PWD, about 28 million litres of sewage per day is generated in Agartala town which is drained out into the Howrah river\*, which constitutes potential source of stream pollution. A portion of such waste water also seeps into the ground water. Due to absence of underground sewerage, and existence of unlined surface drains and *kutchha* latrines in certain areas, organic pollution is rampant at Agartala. Night soil from the peripheral areas of the city also add to the pollution of stream water. Report on water analysis (October-November 1997) of river Howrah at two stations conducted by the Board through a Calcutta based firm disclosed coliform organisms 460 to 1100 MPN/100 ml against permissible range of 50 to 500 MPN/100 ml indicating that the river water contained a high concentration of coliform bacteria which was mainly due to domestic pollutants in river water. Being fully aware of the highly polluted water quality, the Board did never take up the matter with the Chief Engineer (PHE) for securing installation of sewage plants required for treatment of municipal waste water. This showed unwillingness on the part of the Board to liaise with other Government departments/local authorities. In reply to audit queries, the Chief Engineer (PHE) stated (April 2000) that 3 sewage plants were required to be installed in the municipal area.

#### 3.6.7.3 Solid waste management

Solid waste dumping contaminates the ground water through the process of leaching. The pollutants percolate down the soil and contaminate the ground water.

\* A river flowing adjacent to the town of Agartala.



Effective action not taken against failure of AMC to prevent accumulation of solid waste.

At Agartala, average quantity of garbage generated at present is 80 tonnes per day<sup>⊠</sup>, out of which 60 tonnes is disposed of daily by the Agartala Municipal Council (AMC) at Hafania dumping yard<sup>▼</sup> at the site for municipal solid waste processing and disposal, resulting in an accumulation of undisposed garbage of 20 tonnes daily at various road-side garbage collection centres, which contaminates the ground water of these localities through the process of leaching. Besides, accumulation of solid waste in drains is promoting mosquito breeding. In spite of directions issued by the Board in November 1997 to the AMC to take remedial measures, the AMC did not take any measures to prevent accumulation of solid waste creating health hazards. The Board is empowered under Section 17(i) of the Water Act, 1974, to take action against any Body or Authority for non-compliance of the directions issued by it. No action had been taken by the Board against the AMC (August 2000).

#### 3.6.7.4 Health profile of the State

Statistical data collected and compiled by the Director of Health Services, Tripura, Agartala for the year 1994-1999 (Appendix-XXVII) showed the outbreak of water borne diseases such as dysentery and cholera affecting 2.47 to 4.16 per cent of the total population of the State (27.57 lakh as per 1991 census). Since these diseases are caused by water-borne bacteria, the basic causes of these diseases can be linked to pollution of drinking water by contamination from sewage and surface water polluted with human excreta and other impurities.

Admission of a substantial number of patients every year with water-borne diseases is largely linked to the absence of control measures on water pollution, and maintenance of mandatory standards of water quality.

In reply to a query regarding maintenance of mandatory standards of water quality, the Board stated (May 2000) that for maintaining the mandatory standards of water quality, the basic responsibility lies with the Public Health Engineering Wing of the PWD and the Director of Health Services. The reply is not tenable as under Section 17(1) (a) (b) and (c)\* of the Water Act, the

⊠ 2 lakh people x 400 grams solid waste per head per day= 80 tonnes, as per estimates made (April 2000) by the Agartala Municipal Council.

▼ Located near Agartala.

\* "17(1) The functions of a State Board shall be --

17(1)(a) to plan a comprehensive programme for the prevention, control or abatement of pollution of streams and wells in the State and to secure the execution thereof;

17(1)(b) to advise the State Government on any matter concerning the prevention, control or abatement of water pollution.

17(1)(c) to collect and disseminate information relating to water pollution and the prevention, control or abatement thereof."

**Lack of co-ordination among functionaries who were responsible to maintain mandatory standards of water quality.**

Board was not only to plan a programme for prevention, control and abatement of water pollution but also 'to secure the execution thereof'. In order to successfully implement the programme of water pollution, it was primarily necessary to lay down the standards of the quality of water according to the pattern of use. It was noticed that although the Board had collected the standards already laid down by the Central Pollution Control Board, it did not disseminate the information to the concerned State Government agencies, like Public Health Engineering Wing of the PWD and Director of Health Services etc., who were mainly responsible for maintaining the mandatory standards of water quality. This indicates that there was lack of co-ordination among different functionaries.

### 3.6.7.5 *Drinking water quality*

The Board, commissioned a Calcutta based firm to monitor the raw surface water quality in 25 stations and raw ground water quality in 20 stations at different places of the State during the period October-November 1997 on 10 parameters and 15 parameters respectively.

The dissolved iron and total hardness as  $\text{CaCO}_3$  of ground water ranged between 1.21 and 8.12 mg/L\*, and between 50.45 and 172.52 mg/L against the permissible limit of 0.3 mg/L and 300 mg/L respectively, as prescribed by the CPCB.

The Board established 4 monitoring stations, two for surface water at Jatanbari and Sonamura (the Gumti river) and two ground water stations at Udaipur and Kakraban (deep tube-wells) for sampling aquatic resources, monthly in respect of river water and quarterly in respect of ground water (deep tube-wells) on 22 parameters. The water analysis reports were regularly sent to the CPCB, New Delhi. The water analysis report under MINARs<sup>^</sup> programme for the period 1994-95 to 1999-2000 revealed that in respect of surface water, hardness as  $\text{CaCO}_3$  ranged between 25.65 and 68.00 mg/L, while coliform organisms existed in the range of 490.50 to 670.20 MPN/100 ml\* against the permissible range of 50 to 500 MPN/100 ml, indicating a high concentration of coliform bacteria.

The analysis report of ground water revealed that hardness of water as  $\text{CaCO}_3$  ranged between 52.14 and 68.00 which showed that the hardness of water is much below the prescribed permissible minimum of 300 mg/L.

**Absence of concrete action plan.**

No action plan for a comprehensive programme to prevent, control or abate pollution of streams and wells, and to increase the hardness of drinking water was undertaken by the Board as envisaged under Section 17(1)(a) of the Water Act.

\* Milligrams per litre.

<sup>^</sup> Monitoring of Indian National Aquatic Resources.

\* Minimum probable number per 100 millilitres.

There are three water testing laboratories at Agartala, Udaipur and Kumarghat under the Public Health Engineering Wing of the PWD. Water analysis reports of these laboratories for March 1997 to March 2000 also indicated that hardness of water both in urban and rural areas was much below the permissible limit (Appendix-XXVIII), which may have increased the incidence of cardiovascular diseases among the users of soft water, as revealed by extensive researches in Western Europe. Mention of this was also made in paragraph 4.1.19.2 of the Audit Report for 1987-88. Statistical data collected from the office of the Director of Health Services, for the period from 1994 to 1998 reflected specifically an increasing trend in the number of patients being admitted for treatment of cardio-vascular diseases as shown in the table below:

Year	Number of patients treated in Hospitals/ CHCs/ PHCs for cardiovascular diseases	Number of patients who died of cardiovascular diseases	Percentage of death
1994	799	66	8.26
1995	2,641	56	2.12
1996	36,512	140	0.38
1997	26,140	145	0.55
1998	44,876	177	0.39

The dissolved iron in ground water is also above the permissible limit as the conventional iron removal plants attached to the deep tube-wells are not capable of complete elimination of dissolved iron. These need to be replaced by iron removal plants of a better and efficient design.

Mention was made in paragraph 4.1.19.1 of the Audit Report for 1987-88\* that the high concentration of iron in water not only contributes to the incidence of amoebiasis but also is directly responsible for the high incidence of gall-stone disease in the State as revealed from the study sponsored (1986-87) by the Science Technology and Environment Department and conducted by the Chief Adviser (Surgery) and Special Secretary (Health) to the State Government.

Lack of initiative to reduce level of hardness and remove dissolved iron in water for bringing down cardiovascular disease, amoebiasis and gall-stone disease.

But no initiative was taken either by the SPCB or by the PHE wing of the PWD to improve the level of hardness of water or to reduce the dissolved iron in ground water to maintain mandatory standard of drinking water quality, which could have brought down the increasing trend of cardiovascular diseases, amoebiasis and gall-stone disease.

#### 3.6.7.6 Idle investment on laboratory equipment

For testing various effluents and emissions released into water and air or on land and to detect the possible source of pollution, equipment worth Rs. 17.58 lakh was purchased by the Board for its laboratory established in 1997-98 out of the funds of Rs. 23.49 lakh placed for this purpose by the Government of India, Ministry of Environment and Forest during the period 1989-90 to 1997-98. Scrutiny of records revealed that equipment worth Rs. 17.58 lakh

Laboratory equipment remaining unutilised.

\* The 53<sup>rd</sup> Report of the Public Accounts Committee presented in August 1996 indicated that the Government did not furnish any reply on audit observations on safety factors in supply of water.

remained unutilised (May 2000) for want of Board Analyst and other scientific staff members.

On being pointed out, it was stated (May 2000) by the Board that the equipment was partially utilised by the Project staff on contract service in the absence of requisite manpower. The reply is not tenable in audit as the equipment was purchased for a specific use which it could not be put to. Besides, the Board had intimated (July 1999) the Government of Tripura that the equipment purchased was likely to go out of order as it had become difficult for the Board to operationalise the laboratory for want of manpower.

Non-utilisation of equipment for more than two years resulted in blocking of Government funds of Rs. 17.58 lakh, besides depriving the people of the services for which these were procured. The purpose of detecting water pollution was thus defeated.

### 3.6.7.7 Assessment and collection of water cess

Under Section 3 of Water Cess Act, 1977, the Board is empowered to assess, levy and collect water cess from every consumer carrying on any specified industry and also from every local authority at the rate specified in the schedule (ii) of the Act *ibid* for water consumed. The proceeds of cess so collected by the Board are to be credited to the Consolidated Fund of India through the Pay and Accounts Office. The cess is to be apportioned in the ratio of 75:25 up to 31 March 1995 and at the ratio of 80:20 with effect from 1 April 1995, between the SPCB and the Central Government.

Out of 22 units identified, the Board assessed (March-April 1998) the water cess in respect of 16 units, leaving 6 units yet to be assessed. No unit had installed the water meter as required under the provision of the Act. The Board, while admitting the fact, stated (April 2000) that due to shortage of scientific and technical manpower, it failed to affix meters and, as such, the assessment was made on the basis of information furnished by the respective units creating ample scope for less exhibition of water consumption.

- (i) Out of Rs. 44.21 lakh, due for realisation from 16 units for the period 1988-2000, an amount of Rs. 1.72 lakh was realised during 1999-2000 only for that year, leaving a balance of Rs. 42.49 lakh (**Appendix-XXIX**). The collected amount of Rs. 1.72 lakh was also not remitted to the Government of India (May 2000) but kept in the Board account.
- (ii) Hydel projects were covered under Water Cess Act with effect from April 1993. Accordingly the Power Department was required to pay a cess of Rs. 38 lakh annually in respect of Hydel Power Station at Tirthamukh on the Gumti river. But the SPCB did not raise any bill against Power Department consequent upon a decision (September 1998) of the State Government, which excluded the Hydel Projects from the purview of Water Cess Act to avoid indirectly burdening the consumers with the extra cost.

Poor collection of water cess.



### 3.6.7.8 Disposal of complaints received from the public

Slow pace in disposal of public complaints.

The Board received 18 complaints in respect of water pollution in the State in respect of ponds, lakes, tanks etc during 1994-2000 from non-Governmental organisations and the public. Of these, 13 complaints were yet to be disposed of (May 2000) for want of inspection and collection of samples from the polluting water bodies. Of them, 11 complaints had already become more than 2 years old. The Board neither took any action nor evolved any system for disposal of complaints in a reasonable time frame, the reasons being attributed (May 2000) by the Board to shortage of manpower.

### 3.6.8 Manpower management

Adequate manpower not provided.

The Board was set up in January 1988 with a sanctioned strength of 20 posts (Technical – 5, Scientific– 6, Ministerial – 6 and Peons/ Night Guards – 3) which was subsequently reduced by the Government to 12 due to failure of the Board to fill up the vacancies. It was further reduced to 10 with effect from 1997-98 (Technical–3, Scientific–4, Sample Collector, Group–D and ministerial staffers – 3), although the shortage of manpower was hampering the activities of the Board. Again, when the water laboratory was set up and a substantial amount (Rs. 17.58 lakh) had already been spent in connection with procurement of equipment/ instruments, post for the Board Analyst and the Laboratory Assistants remained to be sanctioned by the Government (May 2000). The matter was taken up with the State Government. (July 1999) by the Board, but no positive response had yet been received (May 2000) by the Board. In the absence of qualified scientific manpower, the purpose of setting up of the water laboratory was entirely defeated.

### 3.6.9 Non-submission of annual reports

Annual reports not submitted to State Government since inception.

Under Section 39(2) of the Water Act, 1974, the Board was required to submit the annual report on its activities to the State Government by succeeding March each year, and the latter, in turn, was to present it before the State Legislature. The Board did not prepare the annual report since January 1988, as of March 2000. Thus the State Government / State Legislature could not be apprised of the Board's activities. Non-submission of these 14 annual reports was attributed (March 2000) by the Board to acute shortage of manpower.

### 3.6.10 Monitoring and evaluation

According to Section 8 of the Water Act, the Board is required to meet at least once in every 3 months to deliberate on its functioning. But the Board could meet only on 7 occasions<sup>o</sup> during the entire period of 1994-2000.

Further, the Board had to periodically evaluate the extent to which water pollution level had increased or decreased in the State. No exercise in this direction had been undertaken during 1994-2000 throughout the State, except on one occasion during 25 October 1997 to 26 November 1997 by *Envirocheck*, a Calcutta based firm engaged by the Board at a cost of Rs 1.23 lakh.

<sup>o</sup> 1994-95:1, 1995-96:2, 1996-97:1, 1997-98:1, 1998-99:1, 1999-2000:1.

The strategy for water quality management, was not formulated though the Board had been functioning since January 1988. Its activities had not been evaluated by any external agency or by the State Government to judge the impact of implementation of its programmes since its inception.

The matter was reported to the Government in July 2000; reply had not been received (October 2000).

### **3.6.11 Recommendations**

- Adequate mechanism should be devised by the Board to evaluate the impact of the quality of the water on health status of the population in the State.
- To ensure proper implementation of the water quality management programme, monitoring and co-ordination among the different Departments of the State Government / Local Bodies should be strengthened and execution of the programme secured.
- The State Government should take effective steps for creation/ sanction of the posts of the Board Analyst and Laboratory Assistants for proper and smooth functioning of the State water laboratory established under the provisions of the Water Act.

## URBAN DEVELOPMENT, AND INDUSTRIES AND COMMERCE DEPARTMENTS

### 3.7 Urban Employment Generation Programme

*The programme objective was to uplift the economic status of the urban poor by providing sustained employment. But the number of persons who crossed the poverty line and the number of successful enterprises financed under the programme were never assessed. Lack of co-ordination between the institutions financing the credit-linked schemes, and the departments and implementing agencies, reflected in poor recovery of loans, which in turn resulted in reluctance of the financing institutions to disburse loans and made the schemes ineffective. Expenditure was incurred mostly without setting any physical targets. The assets created were not properly entered into inventory to authenticate their existence. A large amount was diverted from employment generation programme to other works and schemes. The prescribed 60:40 ratio of material to labour was also not followed in wage employment. Both the above factors resulted in less generation of employment, depriving the urban poor of the benefits of the schemes. Reporting of achievement was perfunctory and sometimes fictitious.*

#### 3.7.1 Highlights

Delay ranging between 62 and 222 days was noticed in release of funds received from the GOI by Urban Development Department (UDD) to the implementing agencies leading to non-implementation of the scheme in stipulated time.

(Paragraphs 3.7.3.5 and 3.7.5.6)

Two urban local bodies unauthorisedly diverted Rs.30.81 lakh from the programme to other works and schemes which were not labour-oriented.

(Paragraphs 3.7.3.6, 3.7.4.5 and 3.7.5.7)

Urban Development Department had no systematic approach in assessing the requirement of funds to cover the BPL population, mobilising the resources in a judicious manner and preparing a shelf of projects based on felt needs of the people in respect of NRY and PMIUPEP schemes.

(Paragraphs 3.7.3.2 and 3.7.4.4)

In a report submitted to Audit in September 2000 in respect of SUWE by the UDD covering the period from 1995-96 to 1997-98, the physical achievement was shown as 2.81 lakh mandays, while with the available funds of Rs.49.67 lakh only 0.50 lakh mandays could have been generated at the maximum. In an earlier report submitted to the GOI for the years 1989-90 to 1997-98, 2.18 lakh mandays were claimed to have been

generated by incurring an expenditure of Rs.153.79 lakh, which was three times the expenditure reported for 1995-96 to 1997-98.

(Paragraph 3.7.3.4.1)

For wage employment, the required ratio of 40 for labour cost was lowered depriving the urban poor of the benefit of the scheme to the desired extent.

(Paragraph 3.7.3.4)

The urban local bodies did not maintain inventory of public assets created under SUWE of NRY with requisite details, making the identification of the assets difficult.

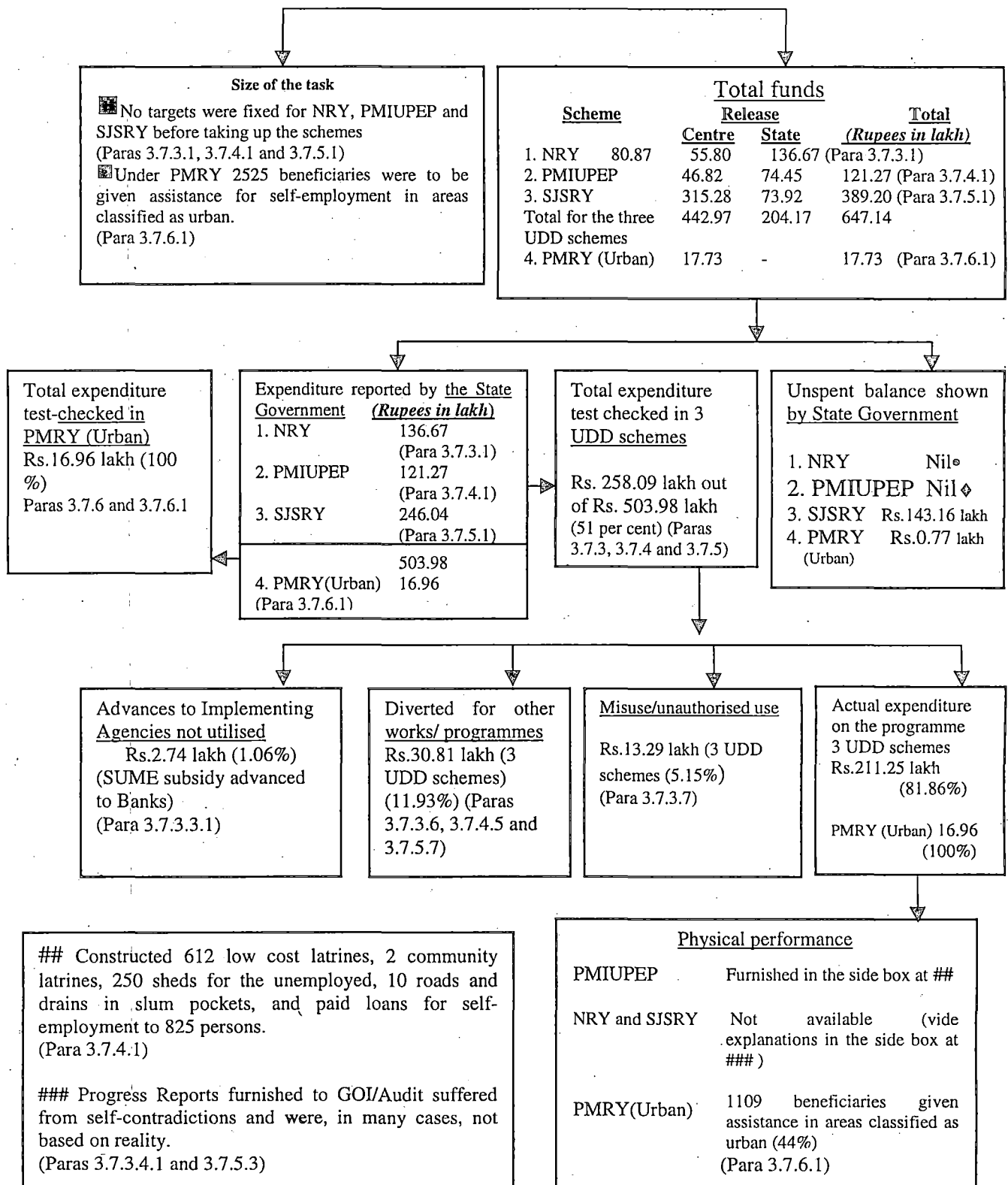
(Paragraph 3.7.3.4.4)

The percentage of recovery of loans by banks was found to be 30 and below, with no effective assistance to banks forthcoming from the concerned departments for improving the situation.

(Paragraphs 3.7.3.3 and 3.7.6.3)



**FINANCE TREE**



o But as reported to GOI by UDD, unspent balance was Rs. 42.87 lakh (Para 3.7.3.1).

◆ But as reported to GOI by UDD, unspent balance was Rs. 37.80 lakh (Para 3.7.4.1).

### 3.7.2 Introduction

3.7.2.1 With a view to alleviating poverty in urban areas and to provide employment to the unemployed and under-employed urban poor, the Government of India launched two Centrally Sponsored Schemes viz., Nehru Rojgar Yojana (NRY), and Prime Minister's Integrated Urban Poverty Eradication Programme (PMIUPEP) in October 1989 and November 1995 respectively. In December 1997, these two schemes were replaced by Swarna Jayanti Shahari Rojgar Yojana (SJSRY).

Another Central sector scheme, Prime Minister's Rojgar Yojana (PMRY) was under implementation since October 1993 for the educated unemployed youth in the urban areas.

The above four schemes viz., NRY, PMIUPEP, SJSRY and PMRY are covered under this programme, implementation of which was reviewed in audit during January-July 2000 through test check of records relating to the period from 1995-96 to 1999-2000.

3.7.2.2 Total funds sanctioned for the schemes were as under :

Scheme	Period covered	Amount sanctioned		
		Central Share	State Share	Total
		<i>(Rupees in lakh)</i>		
i. NRY	1995-96 to 1997-98	*82.37	*57.40	*139.77
ii. PMIUPEP	1995-96 to 1997-98	46.82	74.45	121.27
iii. SJSRY	1997-98 to 1999-2000	315.28	73.92	389.20
iv. PMRY	1995-96 to 1999-2000	45.05	-	45.05*
<b>TOTAL</b>	<b>1995-96 to 1999-2000</b>	<b>489.52</b>	<b>205.77</b>	<b>695.29</b>

\* These are the amounts sanctioned as per information furnished by the Departments. The actual funds released to implementing agencies are mentioned in the table of paragraph 3.7.3.1 and in the Finance Tree.

\* This indicates the amount sanctioned for PMRY as a whole in the State, out of which Rs.17.73 lakh was released by the State Urban Development Department to District Industries Centre, West District for areas classified as urban.

3.7.2.3 Under NRY, PMIUPEP and SJSRY, the assistance was given to the urban poor having family income below Rs.11,850 per annum at the 1991-92 prices while under PMRY, the eligibility criteria of family income was upto Rs.24,000 per annum (raised to Rs.40,000 per annum from April 1999). The eligible beneficiaries were to be identified and selected through appropriate committee prescribed to be constituted under each individual scheme.

3.7.2.4 The responsibilities of funding/implementation of the four schemes involved were as under :

While, in PMRY, *cent per cent* funding was to be made by the Government of India(GOI), the others were to be funded both by the GOI and the State Government (NRY and PMIUPEP: in the ratio of 60:40; SJSRY : in the ratio of 75:25).

At the State level, the Urban Development Department (UDD) was responsible for planning, co-ordination, implementation and monitoring of NRY, PMIUPEP and SJSRY while for PMRY such responsibilities were vested in the Industries and Commerce Department (I&CD). At the district level, a district NRY Committee for NRY and a District Urban Development Agency (DUDA) for PMIUPEP and SJSRY were to be constituted. PMRY was to be directly implemented by the respective District Industries Centres (DICs) working under the I&CD.

### 3.7.3 *Implementation of NRY*

The Scheme was implemented by 13 ULBs<sup>∞</sup>, out of which the records of 4 ULBs<sup>♦</sup> in 3 districts were test checked. The expenditure covered by test-check stood at Rs.82.53 lakh out of Rs.136.67 lakh incurred in the whole State.

#### 3.7.3.1 *Progress of achievements*

No physical targets were fixed for NRY before its actual implementation, in absence of which the scheme was lacking in direction. Necessary Progress Reports required to be sent to GOI in prescribed format were also not prepared and the specific achievements ought to have been made could not, therefore, be ascertained/checked in audit. The financial achievements reported to audit in September 2000 were as under :

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<sup>∞</sup> West Tripura District: Agartala, Khowai, Teliamura, Ranirbazar and Sonamura.  
South Tripura District : Udaipur, Amarpur, Sabroom and Belonia.  
North Tripura District : Dharmanagar, Kailashahar and Kumarghat.  
Dhalai District : Kamalpur.

Note : Of the 13 ULBs, only Agartala is a Municipal Council and the rest are Nagar Panchayats.

<sup>♦</sup> Agartala Municipal Council, and Udaipur, Dharmanagar and Ranirbazar Nagar Panchayats.

Year	Amount released to the implementing agencies			
	Central Share	State Share	Total	Total expenditure
	(Rupees in lakh)			
1995-96	26.41	17.60	44.01	44.01
1996-97	21.75	17.00	38.75	38.75
1997-98	32.71	21.20	53.91	53.91
<b>TOTAL</b>	<b>80.87</b>	<b>55.80</b>	<b>136.67</b>	<b>136.67</b>

The above reporting indicated that the entire funds placed were exhausted by March 1998, whereas an unspent balance of Rs.42.87 lakh was reported by the UDD to GOI in December 1999 to have been available under NRY. As per guidelines for SJSRY, the funds remaining unspent on 30 November 1997 in respect of NRY, and PMIUPEP should have been transferred to SJSRY as opening balance on 1 December 1997, but this was not done. Further, in 3 out of 4 ULBs test checked (against which an unspent balance of Rs.17.43 lakh only was reported in December 1999) the unspent balance computed by audit as of March 2000 stood at Rs.42.38 lakh as under :

Name of ULB	Unspent balance under NRY	
	Reported by UDD to GOI in December 1999	Computed by Audit as of 31 March 2000
	(Rupees in lakh)	
(i) Agartala Municipal Council	6.61	28.25
(ii) Udaipur Nagar Panchayat	5.78	6.58
(iii) Dharmanagar Nagar Panchayat	5.04	7.55
<b>TOTAL</b>	<b>17.43</b>	<b>42.38</b>

Thus, neither the unspent balance reported by the UDD to the GOI was correct nor was due care taken by the ULBs/the UDD for compilation/reporting of the expenditure correctly. Further, in the absence of proper accounts, Audit could not verify whether the unspent balances were merged with the general cash balances of the ULBs.

### 3.7.3.2 Identification of beneficiaries

No specific survey of BPL population was conducted at the level of the Implementing Agencies before June 1999 whereas NRY was already implemented during 1995-98. Thus, while implementing the scheme, the Department did not attempt any systematic planning for assessing the actual requirement of funds with reference to the target BPL population and their mobilisation as well as preparation of any shelf of projects based on felt needs of the people. In violation of the prescribed procedure, which required analysis of beneficiary needs in relation to the local economy, the beneficiaries were selected merely on the basis of recommendation of the Commissioners who were the elected representatives of the areas concerned under the ULBs.

Faulty selection of beneficiaries.



### 3.7.3.3 Assistance rendered under Scheme of Urban Micro Enterprises (SUME)

Under the sub-component SUME, employment was to be provided to the targeted group through setting up of micro enterprises by providing loans through banks against cases sponsored by the ULBs. Subsidy of 25 per cent of the unit cost was to be borne by the GOI and the State Government in the ratio of 60:40.

Out of 338 cases sponsored by ULBs for the years 1995-96 to 1997-98, loans were disbursed by the banks only in 48 cases (14 per cent). Records indicating the specific reasons for rejection of cases by the banks were not maintained by the Department. Poor recovery of loans experienced by the banks was, however, stated to be the reason for banks' reluctance to sanction/disburse loan to the selected beneficiaries. As per 58<sup>th</sup> Report of the State Level Bankers' Committee, recovery of loan under SUME in the State was only 7 per cent as on 31 March 1999. There was no evidence of activating the beneficiaries on the part of any departmental authority for timely repayment of bank loans.

Beneficiaries not activated by any departmental authority for timely repayment of bank loans.

#### 3.7.3.3.1 Payment of subsidy

Amount paid by the Department to the banks towards subsidy was adjustable against the loan accounts of the beneficiary. Test check of records revealed that Agartala Municipal Council, Ranirbazar Nagar Panchayat and Dharmanagar Nagar Panchayat deposited Rs.5.02 lakh into different banks during 1994-95 to 1998-99 for disbursement as subsidy under SUME and booked the same as final expenditure against subsidy account. But as of March 2000, Rs.2.28 lakh only was distributed by the banks through adjustment in the loan accounts of the beneficiaries concerned. Thus, an amount of Rs.2.74 lakh (Rs.5.02 lakh – Rs.2.28 lakh) was irregularly treated as final expenditure, though not actually spent.

Amount not actually spent booked as final expenditure.

#### 3.7.3.3.2 Training

The scheme of NRY provided for arranging training programmes for the entrepreneurs. An amount of Rs. 12 lakh was reported to have been spent in the State as a whole on training and infrastructure under SUME of NRY during 1995-98. Although in 3 out of 4 ULBs test checked, training programmes were organised for 313 persons under SUME at a cost of Rs.2.88 lakh during 1995-98, there was no documentary evidence to show whether the names of the successful trainees were at all sponsored for loan assistance. Further, reporting on the number of persons trained in the State as a whole was confusing e.g. in one format the total no of trainees during 1995-98 was shown as 271, whereas in another format showing the break-up of persons of different categories, the total worked out to 444. Thus, the authenticity of the achievements reported on training was doubtful.

Confusing report furnished to Audit on number of persons trained.

### 3.7.3.4 Scheme of Urban Wage Employment (SUWE)

The sub-component SUWE of NRY aimed at providing wage employment to BPL group of urban poor by utilising their own labour for creation of socially and economically useful public assets in the jurisdiction of the ULBs. The material-labour ratio was to be kept at 60:40 to ensure gainful wage employment. But test-check of records in 4 ULBs revealed that the required 60:40 ratio was not maintained at the initial stage of preparing the estimates, which indicated lack of serious approach/effort on the part of the implementing agencies in this regard. The wage component fell much below the required level of 40 per cent of the total cost of the work depriving the urban poor of the benefit of the scheme to the desired extent. In respect of 11 works test-checked out of 49, executed by 2 ULBs, viz., Agartala Municipal Council and Dharmanagar Nagar Panchayat, the wage component was between zero and 30 per cent.

#### 3.7.3.4.1 Generation of employment

Unrealistic reporting  
on expenditure.

The Directorate of UDD claimed (September 2000) to have generated employment for 2.81 lakh mandays all over the State at total cost of Rs.49.67 lakh through execution of SUWE works during 1995-98. An audit analysis, however, revealed that by spending Rs.49.67 lakh, 0.50 lakh mandays\* only could have been generated at the maximum even if the prescribed ratio of utilising 40 per cent of the work cost on generation of employment was maintained constantly. Thus, the correctness of reporting on generation of employment was doubtful. Surprisingly, in the consolidated progress report sent to the GOI by the UDD in January 1998 for the years 1989-90 to 1997-98, 2.18 lakh mandays were claimed to have been generated against a total works expenditure of Rs.153.79 lakh, which was three times higher than the expenditure reported for 1995-96 to 1997-98. This indicates that the accounting data generated by the department from time to time was not at all reliable.

#### 3.7.3.4.2 Engagement of contractors

Dharmanagar Nagar Panchayat spent Rs.3 lakh out of funds provided for SUME component of NRY during 1996-97 for construction of a toilet complex through a contractor (Sulabh International). An audit analysis revealed that employment for at least 2181 mandays<sup>†</sup> should have been generated out of the work had the execution of the work been done departmentally and the standard norm of 60:40 ratio of material to labour been maintained. Engagement of contractor, thus, defeated the very purpose of the expenditure under SUME.

\* 40 per cent of Rs.49.67 lakh = Rs.19.87 lakh ÷ Rs.40 per day labourer at the minimum prevalent rate = 0.50 lakh mandays (approximate).

† 40 per cent of Rs.3 lakh = Rs.1.20 lakh ÷ Rs.55 per day per labourer at the maximum prevalent rate = 2181 mandays (approximate).

#### **3.7.3.4.3 Payment of wages**

Scrutiny of records of the 4 ULBs test checked revealed that though wages, were paid through muster rolls no separate registers were maintained scheme-wise in absence of which it could not be ascertained as to how much total amount was spent for payment of wages on this particular scheme. Mix-up of funds from different schemes for execution of a single work made the task more difficult.

Prescribed Registers were also not maintained for enlisting the names of the selected beneficiaries. As a result, the fact that the wages were paid to the registered and targeted beneficiaries was not susceptible of verification in audit.

#### **3.7.3.4.4 Maintenance of inventory of assets**

The ULBs, which were test-checked in audit, did not maintain any inventory of assets or asset register for the assets created under SUWE. Only a bare list of assets created during the period from 1992-93 to 1997-98 was furnished to the UDD by 3 out of 4 ULBs test checked, without giving relevant details, in absence of which their identification was difficult. Absence of inventory of assets, cast reasonable doubts about the creation, existence, quality, cost-effectiveness of the assets and the accrual of the benefits out of them to the community.

**Absence of relevant details for assets created, making their identification difficult.**

#### **3.7.3.5 Delay in release of funds**

The funds sanctioned by the GOI under NRY were placed at the disposal of the UDD by demand drafts (DDs). Scrutiny of sanction orders and the details of the DDs revealed that as against marginal delay made by the GOI in issuing the DDs after sanction, which ranged between 7 to 34 days during 1995-98, the delay between release of funds by the GOI to the State and release by the UDD to the implementing agencies ranged between 62 and 131 days culminating in release of funds at the end of the financial year and consequent non-implementation of the scheme in the targeted period.

**Delayed release of funds by State Government.**

#### **3.7.3.6 Diversion of funds**

During the period between 1995-96 and 1999-2000, Ranirbazar Nagar panchayat diverted Rs.4.82 lakh from NRY funds to other works viz., purchase of land for super market (Rs.3.35 lakh) and reconstruction of a Social Education Centre (Rs.1.47 lakh). During the above period, Dharmanagar Nagar Panchayat diverted Rs.6.30 lakh on purchase of a Jeep (Rs.1.24 lakh), payment of energy charges for street light (Rs.2.24 lakh), construction of a Community Hall (Rs.1.06 lakh) and of a Stadium (Rs.0.50 lakh), and maintenance of Town Hall (Rs.1.26 lakh).

**Funds of Rs. 11.12 lakh diverted by ULBs.**

### 3.7.3.7 Administrative and office expenses

The 13 ULBs spent Rs.13.29 lakh towards administrative and office expenses under NRY during the period from 1995-96 to 1997-98 although this was not admissible/provided for in the NRY guidelines.

### 3.7.3.8 Monitoring and control mechanism

For implementation and review of the progress of the scheme of NRY, 3 District NRY committees for the West, South and North Tripura Districts were constituted in April 1990 but no minutes of the meetings of the committee during 1995-98 could be shown to Audit by the UDD. The State Level Monitoring Committee (SLMC) constituted in May 1997 to review the progress of the scheme was to hold quarterly meetings. There was no evidence on record for Audit to ascertain and verify how frequently the meetings were held, how effectively decisions were taken/implemented and what monitoring and control mechanisms were adopted to assess the work of the implementing agencies.

### 3.7.4 Implementation of PMIUPEP

The scheme of Prime Minister's Integrated Urban Poverty Eradication Programme was implemented by 2 ULBs viz., (i) Udaipur Nagar Panchayat in the South District and (ii) Dharmanagar Nagar Panchayat in the North District during 1996-97 and 1997-98. Records of both the ULBs were test checked with *cent per cent* coverage of the expenditure of Rs.121.27 lakh incurred during 1995-96 to 1999-2000 in the State.

#### 3.7.4.1 Progress of achievements

Scheme being implemented without any fixed target.

Neither the funding nor the implementing of the scheme was done with reference to any fixed target, as a result of which the scheme was lacking in direction. The financial achievements as reported by the UDD were as under :

Year	Amount released to the implementing agencies			
	Central Share	State Share	Total	Total expenditure
	<i>(Rupees in lakh)</i>			
1996-97	19.45	46.45	65.90	65.90
1997-98	27.37	28.00	55.37	55.37
<b>TOTAL</b>	<b>46.82</b>	<b>74.45</b>	<b>121.27</b>	<b>121.27</b>

The amount was spent on Basic Physical Amenities (Rs.83.95 lakh); self-employment generation (Rs.27.57 lakh); shelter upgradation (Rs.9.51 lakh) and training etc. (Rs.0.24 lakh).



Incorrect reporting to GOI on unspent balance.

Although, from the above reporting, it appeared that the entire funds placed were exhausted by March 1998, an unspent balance of Rs.37.80 lakh was reported by the UDD to the GOI in December 1999 to have been available under PMIUPEP, indicating that the balance available with this scheme as of 30 November 1997 was not transferred to SJSRY as opening balance on 1 December 1997 in violation of the SJSRY guidelines. Although this balance was claimed to have been transferred subsequently, test check of records of Dharmanagar Nagar Panchayat revealed a further unspent balance of Rs.14.88 lakh being still available under PMIUPEP as of 31 March 2000. Thus, the reporting made to the GOI proved incorrect.

The physical achievements reported were as under:

Item	Achievement (in numbers)		
	By Dharmanagar Nagar Panchayat	By Udaipur Nagar Panchayat	Total
i) Low cost latrine	350	262	612
ii) Community latrine	1	1	2
iii) Shed for the unemployed	150	100	250
iv) Construction of roads and drains in slum pockets	6	4	10
v) Self-employment	650	175	825

#### 3.7.4.2 Self-employment generation

Under this component, self-employment was to be provided through setting up of micro enterprises and skill development, for which loan was to be arranged from banks and subsidy paid by the ULBs from Central and State share of funds placed with them. Scrutiny of records revealed that Udaipur Nagar Panchayat irregularly paid loan of Rs.7.64 lakh directly to 265 beneficiaries during 1996-97 without forwarding any application for loan to banks who were reportedly reluctant to sanction such loans. Neither there was any follow-up action of the assistance so rendered, nor was the loan money recovered. The funds payable as subsidy were, therefore, virtually misutilised as grants.

Subsidy misutilised as grants.

#### 3.7.4.3 Shelter upgradation

Under this component subsidy was payable against loan arranged from banks or HUDCO. But Udaipur Nagar Panchayat paid Rs.3.92 lakh as loan directly to 109 beneficiaries without sending any application for loan to banks or HUDCO, which, therefore, proved to be wrongful utilisation of funds. As per the scheme the amount was to be utilised towards subsidy.

Wrongful utilisation of funds under shelter upgradation.

#### 3.7.4.4 Identification of beneficiaries

In contravention of specific provisions in PMIUPEP guidelines, house to house survey of BPL population was not conducted by Udaipur Nagar Panchayat, shelf of projects based on felt needs of the people was not prepared and Town Task Force (TTF) was not constituted by Udaipur and Dharmanagar Nagar Panchayats. Both the ULBs selected beneficiaries solely on recommendation of the Commissioners who were elected representatives from the concerned areas.

#### 3.7.4.5 Diversion of funds

Funds of Rs. 12.72 lakh diverted to other activities.

Dharmanagar Nagar Panchayat diverted Rs.12.72 lakh from PMIUPEP funds during 1996-97 and 1997-98 to other activities viz., extension of Low Tension line under deposit work (Rs.4.44 lakh); energy charges (Rs.4.29 lakh), purchase of tractor (Rs.2.54 lakh) and construction of community hall (Rs.1.45 lakh).

#### 3.7.4.6 Overlapping expenditure with NRY and UBSP

As per PMIUPEP guidelines, the resources available under the existing programmes of NRY and Urban Basic Service for the Poor (UBSP) for the two towns of Dharmanagar and Udaipur should have been transferred to other towns to avoid overlapping expenditure on components of PMIUPEP, which were common with those of NRY and UBSP. Contrary to above, it was noticed that although these two towns were covered under PMIUPEP since 1995-96, the respective Nagar Panchayats spent Rs.36.46 lakh (Rs.23.76 lakh<sup>^</sup> under NRY and Rs.12.70 lakh<sup>ψ</sup> under UBSP, the amounts having been released by the UDD during 1995-96 to 1997).

#### 3.7.4.7 Monitoring and control mechanism

Although the State Level Monitoring Committee (SLMC) constituted in May 1997 to review the scheme of NRY was also to review the scheme of PMIUPEP, on record there was no evidence of holding of its meetings regularly to review the scheme implementation for taking remedial measures wherever necessary.

#### 3.7.5 Implementation of SJSRY

This scheme was introduced in lieu of the existing schemes of UBSP, NRY and PMIUPEP on 1 December 1997, and intended to rely more on establishing and providing community organisations and structures to provide supporting and facilitating mechanism for local development than on traditional method of 'top down implementation'. This was being implemented by 13 ULBs since 1998-1999 and 4 of them were test checked in audit, with a coverage of expenditure of Rs.54.29 lakh (22 per cent) out of Rs.246.04 lakh spent in the State.

<sup>^</sup> NRY : Udaipur : Rs.11.03 lakh; and Dharmanagar Rs.12.73 lakh.

<sup>ψ</sup> UBSP : Udaipur : Rs.7.70 lakh; and Dharmanagar : Rs.5 lakh.

### 3.7.5.1 Progress of achievements

Implementation of scheme without any target.

Like NRY and PMIUPEP, the scheme of SJSRY was also not taken up with any pre-determined targets and, therefore, it too was lacking in direction. The quarterly progress reports in prescribed format required to be sent to the GOI were, however, sent regularly. The progress report sent for the quarter ending March 2000, showed the following achievements towards community structures for the period 1997-2000 :

Number of Neighbourhood Groups (NHGs) constituted in the State	923
Number of Neighbourhood Committees (NHCs) constituted in the State	143
Number of Communities Development Societies(CDSs) constituted in the State	13
Number of Town Urban Poverty Eradication Cells set up	10
Number of towns where house to house BPL survey constituted	13
Number of beneficiaries covered under these community structures	0.13 lakh

The financial achievements as reported to Audit were as under :

Year	Amount released to the implementing agencies			
	Central Share	State Share	Total	Total expenditure
(Rupees in lakh)				
1998-99	184.25	35.00	219.25	106.54
1999-2000	131.03	38.92	169.95	139.50
<b>TOTAL</b>	<b>315.28</b>	<b>73.92</b>	<b>389.20</b>	<b>246.04</b>

Wrong reporting to GOI on transfer of funds.

It was noticed in audit that the entire amount of Rs.389.20 lakh constituting both Central and State shares under SJSRY during the period from 1998-99 to 1999-2000 was released by the UDD to the implementing agencies; but an amount of Rs.98.20 lakh although reported to the GOI to have been transferred to SJSRY fund from three other schemes viz., UBSP (Rs.17.43 lakh), NRY (Rs.42.87 lakh) and PMIUPEP (Rs.37.80 lakh) constituting the unspent balances available in the respective funds as of 30 November 1997, was not actually accounted for in the SJSRY fund in violation of specific instructions in the SJSRY guidelines.

### 3.7.5.2 Identification of beneficiaries

Prescribed process not followed for beneficiary identification.

Although for identification of beneficiaries in respect of different components under the scheme, a house to house survey was conducted through the community structures, viz., NHGs, NHCs and CDSs, there was nothing on record to show that the non-economic norms/criteria as prescribed in the guidelines were ultimately applied to decide priority on the basis of weightage score\*.

\* There are prescribed scores under the scheme for different non-economic criteria, e.g., Education Level, Sanitation, Status of Children etc.

### 3.7.5.3 Urban Wage Employment Programme (UWEP)

As per progress report submitted to the GOI, under this component which was similar to SUWE of NRY, expenditure of Rs.109.72 lakh was incurred upto March 2000 on completed works (Rs.91.22 lakh) and on ongoing works (Rs.18.50 lakh). Although employment for a total 18.00 lakh mandays was reported to have been generated therefrom, the maximum achievable mandays could be 1.10 lakh<sup>o</sup> only based on the prescribed 60:40 ratio of material to labour. Thus, the correctness of reporting is doubtful.

### 3.7.5.4 Urban Self-Employment Programme (USEP)

Under this component, which was similar to SUME of NRY, out of 753 beneficiaries identified and sponsored to banks, loan and subsidy were disbursed by the banks only to 91 beneficiaries (15 per cent) upto March 2000. The reasons for the shortfall were not available on record. The banks disbursed loans amounting to Rs.16.50 lakh and subsidy of Rs.2.48 lakh to those 91 beneficiaries as of March 2000.

### 3.7.5.5 Development of Women and Children in Urban Areas (DWCUA)

This component aimed at helping urban poor women who in groups of not less than 10, would form Thrift and Credit Societies (T&CS) and be eligible for subsidy for taking up economic activity suited to their skill, training, aptitude and local conditions. The subsidy amount admissible was 50 per cent of the approved project cost of the individual scheme subject to a maximum of Rs.1.25 lakh. An additional grant of Rs.0.25 lakh was admissible as Revolving Fund at the rate of Rs.1000 per member in the maximum.

As per report submitted to the GOI upto March 2000, DWCUA groups consisting of 440 members were formed but neither any expenditure was incurred nor were any Thrift and Credit Societies set up.

### 3.7.5.6 Delay in release of funds

As against marginal delay made by the GOI in issuing the demand drafts after sanction of SJSRY funds, which ranged between 8 and 53 days during 1997-2000, the delay in release of funds after receipt from GOI to the implementing agencies ranged from 115 to 222 days culminating in many cases, in non-implementation of the scheme in the targeted year.

### 3.7.5.7 Diversion of funds

Ranirbazar Nagar Panchayat diverted Rs.3.90 lakh from SJSRY funds during 1999-2000 to another scheme viz., Basic Minimum Service under the instructions of the State UDD, which were issued without approval of the GOI. Similarly, diversion was made also by Dharmanagar Nagar Panchayat for Rs.2.37 lakh. The latter diverted, even without any instruction of the State UDD, another amount of Rs.0.70 lakh for construction of a shed for out-patients in a Government hospital.

Funds of Rs. 6.97 lakh diverted by ULBs.

<sup>o</sup> 40 per cent of Rs.109.72 lakh = Rs.43.89 lakh ÷ Rs.40 per day per labourer at the minimum prevalent rate = 1.10 lakh mandays (approximately).



### 3.7.5.8 Monitoring and control mechanism

The District/State Urban Development Authorities (DUDA/SUDA) as prescribed in the guideline for effective implementation and monitoring respectively of the scheme, were not formally set up. Although 10 Town Urban Poverty Eradication Cells were reported to have been set up, nothing was available on record to show that consolidation of priority list, preparation of the estimates etc., were done at their level as prescribed in the scheme. No evaluation was done by the UDD or any other agency to assess the impact of the scheme.

### 3.7.6 Implementation of PMRY

The scheme aimed at providing self employment by setting up micro-enterprises relating to industries, business or services and was being implemented by all the 4 District Industries Centres (DICs) of the State but the areas covered by Agartala Municipal Council only were treated as 'Urban' and the rest as 'Rural' by the State Authority for the purpose of this scheme although there was no indication of the bifurcation between rural and urban either in the GOI sanction or during release of funds by the State Government to the implementing agencies.

Apart from providing subsidy against loans disbursed by banks the scheme envisaged compulsory training for entrepreneurs.

During 1995-96 to 1999-2000, the urban portion of this scheme (as per decision of the State Authority) was implemented by the DIC, West District, only on spending an amount of Rs.16.96 lakh, which was covered in audit.

#### 3.7.6.1 Progress of achievements

The summary of progress under PMRY in the classified urban area of the State *vis-à-vis* the target fixed in respect of the DIC, West Tripura District, during the period from 1995-96 to 1999-2000, is as under :

Year	Target	Number of applications from beneficiaries			Amount of loan sanctioned (Rupees in lakh)	Loan disbursed	
		Received	Recommended	Sanctioned		Number of cases	Amount (Rupees in lakh)
1995-96	488	672	613	442	338.29	324	201.93
1996-97	726	1024	796	562	451.21	359	217.41
1997-98	486	567	481	302	214.63	212	119.22
1998-99	419	1164	517	311	252.30	213	124.71
1999-2000	406	1148	334	1	0.65	1	0.65
<b>TOTAL</b>	<b>2525</b>	<b>4575</b>	<b>2741</b>	<b>1618</b>	<b>1257.08</b>	<b>1109</b>	<b>663.92</b>

The achievement stood at 44 *per cent* against the targets fixed and 40 *per cent* of the cases recommended. The shortfall was mainly due to change of project/project site, unwillingness of the beneficiaries to avail of the loan applied for and lapse of time schedule for disbursement of loan. During 1995-96 to 1999-2000, Rs.17.73 lakh was released by the UDD to the DIC(West Tripura District) for implementation of PMRY in Agartala Municipal Council area classified as urban.

The financial achievements made by the DIC were as under :

Year	Fund released to the DIC			Expenditure incurred by the DIC		
	For training	For contingency	Total	For training	For contingency	Total
(Rupees in lakh)						
1995-96	3.00	0.14	3.14	4.99	0.14	5.13
1996-97	4.46	0.98	5.44	0.16	0.98	1.14
1997-98	-	0.72	0.72	4.30	0.72	5.02
1998-99	4.91	0.52	5.43	2.49	0.52	3.01
1999-2000	3.00	-	3.00	2.66	-	2.66
<b>TOTAL</b>	<b>15.37</b>	<b>2.36</b>	<b>17.73</b>	<b>14.60</b>	<b>2.36</b>	<b>16.96</b>

In all 2279 persons were trained in the West District during the period from 1995-96 to 1999-2000. Total number of units set up and physically verified in the State upto 1999-2000 was 2061. The number of beneficiaries benefited from this was 2127. It was however, not on record how many of the units set up ran successfully.

### 3.7.6.2 Identification of beneficiaries

The DIC(West), on being conveyed the yearly target by the Industries and Commerce Department, invited applications from eligible persons through the District Task Force, which approved and forwarded the cases to the DIC. The DIC recommended the cases to the respective bank branches for sanction and disbursement of the loans.

### 3.7.6.3 Repayment of loan

It appeared from the "Review of recovery performance of Banks in Tripura" as incorporated in the 58<sup>th</sup> Report of the State Level Bankers Committee that as on 31 March 1999, loan money amounting to Rs.1.01 crore could only be recovered constituting 21 *per cent* as against the demand of recovery due for Rs.4.89 crore from the beneficiaries concerned. Test-check of records in two participating banks<sup>^</sup> revealed 24 to 30 *per cent* recovery as on 31 March 2000. The poor recovery of loans was a limiting factor in the sanction and disbursement of PMRY loans by banks.

Poor recovery performance leading to bank's reluctance to sanction and disburse PMRY loans.

<sup>^</sup> UBI, Agartala Branch : 24 *per cent*.  
UBI, Battala Branch : 30 *per cent*.

### **3.7.6.5 Monitoring and control mechanism**

The responsibility of monitoring and evaluating the scheme to ensure its effectiveness was vested in the District PMRY Committee at the district level and in the State PMRY Committee at the State level.

Despite specific provisions in the PMRY guidelines, no effective assistance was rendered to the banks by the Implementing Agency in recovery of the loans except conveying to them the GOI instructions to lodge FIR against the defaulters. Although FIRs were proposed by 2 bank branches out of 6 test checked, these were reportedly not registered by the Police Authority on technical grounds. Facts, however, remained that poor recovery performance continued to be a retarding factor in effective implementation of the scheme.

An evaluation study on PMRY and an impact assessment study on training programme under PMRY were conducted by the Indian Institute of Entrepreneurship of Guwahati during 1996-97 and 1998-99 respectively. The above studies recommended mainly for (1) some changes in the existing procedure of identification and selection of beneficiaries and disbursement of loans; (2) training in specific areas for the entrepreneurs after disbursement of loans; (3) guiding the beneficiaries in selecting suitable schemes and (4) coordinating efforts of the DICs, banks and training institutions to help the beneficiaries in a better way. Records did not show what action was taken by the Industries and Commerce Department on these recommendations (June 2000).

The matter was reported to the Government in August 2000; reply had not been received (October 2000).

## MISCELLANEOUS DEPARTMENTS

### 3.8 Upgradation of District Administration and Primary Education and Special Problem Grants recommended by X Finance Commission

*On the recommendation of X Finance Commission, the State Government received grants for upgradation of District Administration, for promotion of Elementary Education, for tackling special problems, and for Calamity Relief Fund during 1995-96 to 1999-2000. There were instances of purchases leading to locking up of funds, diversion of equipment as well as funds for purposes not related to the approved scheme, depriving targeted students of drinking water and toilet facilities due to defective planning and implementation of the scheme and keeping costly machines idle depriving patients of diagnostic facilities. Expenditure met out of Calamity Relief Fund could not be verified in audit as Revenue Department failed to furnish any particulars. Proper and adequate monitoring of implementation of the schemes/programmes financed from the Commission award, which was virtually non-existent, could have avoided the above irregularities.*

#### 3.8.1 Highlights

Under Police Housing Scheme for providing housing facilities to the police personnel, though 348 quarters were completed as of March 2000, the Department had no information whether these were allotted to the beneficiaries.

(Paragraph 3.8.6.1.1)

The Director of Fire Services made premature purchases of machinery and equipment and vehicles resulting in locking up of funds of Rs. 77.67 lakh.

(Paragraph 3.8.6.2.1)

Seven computers purchased at a total cost of Rs. 16.70 lakh for computerisation of two Treasuries were installed in seven different offices not in any way related with Treasury functions.

(Paragraph 3.8.6.5)

There was 77 per cent shortfall in providing drinking water facilities to Primary and Upper Primary School. This was attributed by the Education Department to increase in unit cost of Mark-II tube wells resulting in non-achievement of objectives in providing these facilities to the students. The increased unit cost of Rs. 0.66 lakh as against approved cost of Rs. 0.35 lakh was due to increase in scope of work by providing pucca platform for each tubewell.

(Paragraph 3.8.7.3)



An amount of Rs. 0.80 crore was diverted by the Medical Superintendent of GB Hospital for purposes not recommended by the Commission.

(Paragraph 3.8.8.1)

Non-installation of one EEG Machine purchased at Rs. 9.49 lakh (October 1999) led to idle outlay. This also deprived the patients of the diagnostic facilities envisaged.

(Paragraph 3.8.8.2)

Tripura Sales Tax amounting to Rs. 10.31 lakh was not deducted at sources by the Medical Superintendent of GB Hospital, resulting in undue financial aid to the contractor.

(Paragraph 3.8.8.3)

Detailed Countersigned Contingent (DCC) Bills in adjustment of Rs.37.95 lakh drawn on Abstract Contingent (AC) Bills during 1998-99 to 1999-2000 by the Medical Superintendent of GB Hospital were not submitted, as of August 2000.

(Paragraph 3.8.8.4)

The Revenue Department which is the nodal department in respect of the Calamity Relief Fund did not furnish the requisite particulars/information such as purposes for which the funds were utilised, pattern of investment, release of State share etc. called for in February 2000 and again in March 2000 and August 2000. The utilisation of fund amount for the intended purposes, therefore, could not be verified in audit.

(Paragraph 3.8.9)

There existed no effective monitoring and evaluation system to watch proper utilisation of the grants released from time to time.

(Paragraph 3.8.10)

### 3.8.2 Introduction

The X Finance Commission constituted in June 1992 recommended grants to the State (1) for Upgradation and Implementation of (A) District Administration (Police, Fire Services, Jails, Record Room, and Treasuries and Accounts) and (B) Elementary Education; and (2) for tackling special problems, including Calamity Relief. The grants were for the following activities:

- (I) *District Administration*
  - (a) Building for Police Stations/Outposts, housing facilities and for training of police personnel;
  - (b) To strengthen and upgrade fire fighting services;

- (c) Improvement in existing accommodation and medical facilities in Jails;
- (d) Construction of a modern record room;
- (e) Computerisation of two Treasuries; and
- (II) *Promotion of girls' education in Upper Primary Schools (including toilet facilities) and provision of drinking water facilities to all Primary Schools*
- (III) *Special Problems*
  - (i) Construction of Super Speciality Block at GB Hospital to extend super level facilities to the patients and completion of Sports Complex at Agartala.
  - (ii) Providing relief to persons affected by calamity.

### **3.8.3 Organisational set up**

The State Level Empowered Committee (SLEC), primarily responsible for coordinating implementation of the programme was headed by the Chief Secretary to the Government of Tripura who functioned as its Chairman. The SLEC was assisted by the Director General of Police, the Director of State Fire Services, the Inspector General of Prisons, the Director of Health Services, the Director of Land Records, the Director of School Education and the Engineer-in-Chief, PWD. In respect of Calamity Relief Work, SLEC was assisted by 4 District Magistrates and Collectors and 14 Sub-Divisional Officers (SDOs). The Revenue Department acted as nodal agency for implementation of the scheme.

### **3.8.4 Audit coverage**

Records relating to the period from 1995-96 to 1999-2000 were test checked between January and February, and again between July and August 2000 in respect of all the departments\* concerned with execution of works under the award of the Commission. Important points noticed during test-check are given in the succeeding paragraphs.

### **3.8.5 Financial outlay and expenditure**

The amount released by the GOI, the State Government and the expenditure incurred by the implementing agencies in respect of various activities are given in Appendix-XXX.

- (i) It would be seen from Annexure that, out of the total funds of Rs43.03 crore released by the GOI during 1995-96 to 1999-2000, the State Government did not release Rs 0.39 lakh released by the GOI for tackling special problems.

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\* Director General of Police, Director General of Fire Services, Inspector General of Prisons, Superintendent of G.B.Hospital, Principal of Police Training College, Superintendent of Central Jail, Commissioner of Taxes, State Public Works Department (5 Divisions), Central Public Works Department (one Division), Deputy Director of School Education, West Tripura and Planning Department.

Of the amount released by the State Government, an amount of Rs. 4.32<sup>e</sup> crore remained with the implementing agencies.

(ii) An amount of Rs 79.79 lakh was diverted for modernisation of operation theatres in the existing hospital buildings, which was not recommended by the Finance Commission.

### **3.8.6 District Administration**

#### **3.8.6.1 Police**

The Commission recommended construction of buildings for Police Stations/Outposts, and also housing facilities to be provided for a minimum of 20 *per cent* of the staff. Besides, grants were given for training facilities. Out of total grants of Rs. 9.20 crore released by the GOI, during 1996-97 to 1999-2000, Rs. 62.25 lakh was meant for Police Telecommunications and was to be utilised by the Directorate Co-ordination of Police Wireless (DCPW), New Delhi for the Project POLNET. Details regarding utilisation of Rs. 62.25 lakh under this head are not available with the Department. Audit observations on utilisation of the balance grants of Rs. 8.58 crore are as follows:

##### **3.8.6.1.1 Police Housing Scheme**

Prior to the award (Rs. 8.19 crore) of the Commission, there were 1,344 residential quarters and the number of Subordinate Police Personnel as on 1 April 1995 was 9,849. Of this, only 1,344 personnel (13.65 *per cent*) were provided residential quarters and, as such, the level of satisfaction fell short by 6.35 *per cent* against the target of 20 *per cent* envisaged by the Commission. In order to achieve the target, the State Government proposed to construct 655 more units between 1996-97 and 1999-2000, for which Rs. 8.19 crore was released by the GOI. Of these, construction of only 348 units (53 *per cent*) was completed. In respect of 307 quarters constituting the shortfall, work in respect of 295 quarters was in progress while construction of 12 quarters had not been taken up, as of March 2000 – registering a shortfall of 47 *per cent* in achievement. The department attributed the shortfall to high cost of construction of individual unit, non-availability of sites, cancellation of work orders etc. The department was also not aware of the status of allotment of 348 quarters already completed. This was indicative of tardy implementation and slack monitoring of the programme.

##### **3.8.6.1.2 Police Stations/Outposts**

Since the department considered the amount of Rs. 8.00 lakh, allotted under this head as inadequate for construction of 2 new Outposts/Police Stations, it proposed instead to take up improvement of the existing lock-up/Malkhana and Armoury etc. But even this intended work was not taken up and the entire amount of Rs. 8 lakh was utilised in meeting a part of the expenditure for construction of two Police Outposts at a cost of Rs. 1.48 crore.

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<sup>e</sup> Rs. 50.42 crore *minus* Rs. 46.10 crore (i.e. b – c in Appendix-XXX).

### 3.8.6.1.3 Police Training Centre

Of Rs. 30.63 lakh released by the GOI as grants for Police Training, Rs. 9.91 lakh was spent through PWD for construction of a Women's Hostel and Rs.20.68 lakh for purchase of training aids/equipment, leaving Rs. 0.04 lakh unspent, as of March 2000.

### 3.8.6.2 Fire Services

With a view to strengthening and upgrading fire fighting services by way of development of adequate and suitable modern equipment, effective fire communication system, rescue equipment, adequate water availability, training of manpower etc., the Commission recommended a special grant of Rs. 1 crore. The GOI had released Rs. 94.20 lakh during 1996-97 to 1999-2000 for purchase of various fire fighting equipment (water tender type B and towing vehicle: Rs. 66 lakh; fire fighting equipment: Rs. 28.20 lakh) in respect of six new fire stations to be constructed and opened during the period of 5 years ending March 2000 out of the State funds. An additional grant of Rs.5.80 lakh was also released for purchase of rescue equipment for Agartala Fire Station. Two fire stations (Manu and Jirania) only had been completed and started functioning, as of March 2000, while no action for construction of the remaining four stations was taken up (July 2000). Of the total release of Rs. 1 crore, made by the GOI, the department spent Rs. 99.77 lakh (vehicles: Rs.66.98 lakh; and equipment: Rs. 32.79 lakh) leaving a balance of Rs. 0.23 lakh unspent due to non-receipt of permission from the Home Department to draw AC bills. The shortfall of 4 buildings as against the target of 6 was attributed to shortage of State funds.

#### 3.8.6.2.1 Locking up of funds due to premature purchases

Machinery and equipment and 12 vehicles costing Rs. 99.77 lakh were purchased during 1996-97 to 1999-2000 for 6 new fire stations. However, it was noticed that machinery and equipment and 4 vehicles worth only Rs.22.10 lakh were allotted to 2 newly created fire stations (Jirania and Manu), as of March 2000. The department stated in July 2000 that the remaining machinery and equipment and 8 vehicles costing Rs. 77.67 lakh were placed temporarily with the 4 existing fire stations\*, which were already having the requisite machinery, equipment and vehicles. Thus, unproductive expenditure of Rs.77.67<sup>o</sup> lakh was incurred even before likelihood of utilisation of the equipment and vehicles.

Unproductive expenditure of Rs.77.67 lakh on equipment and vehicles.

### 3.8.6.3 Jails

With a view to improving facilities in jails, the Commission recommended improvement of existing accommodation and medical care in jails. Accordingly, the GOI released Rs. 20 lakh for repair and renovation of

\* At Agartala, Badharghat, Udaipur and Kailashahar.

<sup>o</sup> Rs. 8.87 lakh from 1996-97, Rs. 29.98 lakh from 1997-98, and Rs. 8.98 lakh from 1998-99, and Rs. 29.84 lakh from 1999-2000.



different jails including sub-jails and Rs. 12 lakh for providing medical facilities in jails against which Rs. 19 lakh and Rs. 12 lakh respectively were spent.

3.8.6.3.1 The physical target and achievement during 1996-97 to 1999-2000 in respect of renovation/sanitation of jails and procurement and supply of medicines for jails were as under:

	Target	Achievement	Shortfall
i) Number of renovation works	8	6	2
ii) Number of jails for which medicines were procured and supplied	11	11	NIL

In respect of shortfall of 2 against renovation works, it was reported by the Department in July 2000 that the achievement in respect of Dharmanagar sub-jail and Kamalpur sub-jail was 27 per cent and 20 per cent respectively. The reasons for slow progress leading to shortfall was attributed by the Department to non-availability of additional funds (Rs. 3.54 lakh) from the State budget and delay in finalisation of tenders. No target was found to have been fixed for sanitation and drainage works.

#### 3.8.6.4 Record Room Project

As per Action Plan, the Commission recommended grant of Rs. 25.33 lakh for a "Record Room Project" comprising construction of a modern record room of 2,000 sq.ft. area and installation of fixure and computers to keep track of all records in the newly created Dhalai district. The target and achievement for the period from 1996-97 to 1999-2000 was as under :

	Target	Achievement
i) Construction of Record Room	1	NIL
ii) Supply of modern equipment	*12 Items for one Record Room	NIL

Out of Rs. 25.33 lakh released by the GOI, an amount of Rs. 25.35 lakh was spent towards construction of 7 Tehsil Kacharis/Record Rooms during 1997-98 to 1998-99 as reported (February 2000) by the Additional District Magistrate and Collector, Dhalai though the funds were provided for construction of a modern record room at Ambassa. The matter was referred to the District Magistrate and Collector, Dhalai in July 2000. In reply, the DM stated (August 2000) that 5 Record Rooms were constructed in five offices (D.M's Office, Dhalai; SDOs' Offices of Langtarai Valley, Kamalpur, Ambassa and Gandacherra). Of these, only two Record Rooms (DM's Office, Ambassa and SDO's Office, Gandacherra) had been provided with (i) high-speed photo copying arrangements, (ii) printers, (iii) extendable racks and (iv) Pentium class computer with UPS unit "with funds under other schemes". The

\* Installation of air conditioners, humidity control equipment and fire proof lighting, high-speed photo copying arrangements, microfilming facilities and a microfilming reader and printer, extendable racks, a Pentium class computer with UPS etc. having connection to the NIC Net through dial up modem etc.

Contradictory reports on construction under Record Room Projects

above contradictions between the two reports (February and August 2000) proved that no monitoring system existed for proper utilisation of the grants within the scope of the approved Action Plan. The Revenue Department being the nodal department did not call for (August 2000) any clarification either for discrepancy between the two reports or for deviation from the approved action plan despite having been aware of it.

### 3.8.6.5 Treasuries and Accounts

With a view to improving management control both at the State level and district level administrations and also for speedy and accurate generation of accounts for the purpose of better planning, budgeting and monitoring, the Commission had recommended computerisation of two Treasuries (Agartala I and II). No physical target was set in respect of (i) Civil/Electrical works of Computer Rooms, (ii) Supply of Hardware, (iii) Supply of Software and (iv) Training of Staff and achievement watched against financial target of Rs. 20 lakh for the period from 1996-97 to 1999-2000. However, out of Rs. 20 lakh released by the GOI for computerisation of Treasuries, the Revenue Department utilised Rs. 16.70 lakh through the Commissioner of Taxes towards purchase of 7 computers along with 7 Printers, 6 UPS units, 3 Scanners and 2 Modems, as of March 2000 leaving an unspent balance of Rs. 3.30 lakh. Instead of installing the computers in Treasuries at Agartala, as envisaged in the Action Plan, these were installed in 7 different offices\* which were not in any way related with treasury functions. The grant, thus, was not utilised for the purpose for which it was received.

### 3.8.7 Elementary Education

As per the recommendation of the Commission, the GOI released Rs. 50 lakh for girls' hostels, Rs. 2.12 crore for drinking water facilities in primary and upper primary schools and Rs. 31.10 lakh for toilet facilities for Upper Primary Schools during 1996-97 to 1999-2000. The entire amount was released and spent by the State Government during the same period for the above purposes.

3.8.7.1 The physical target set and achievement made in respect of the above components during 1996-97 to 1999-2000 are detailed below:

	Target	Achievement	Shortfall
a) Girls' Hostels	4	4	NIL
b) Drinking Water facilities	1420	320	1100
i) Primary School	1295	266	1029
ii) Upper Primary School	125	54	71
c) Toilet facilities	311	296	15

\* Secretary to the Chief Minister, Minister for Home and Revenue, Chief Secretary's Office, Joint Secretary (Finance), Principal Secretary (Finance), Additional Secretary (RD/Panchayat), and Minister (Industries and Commerce).

Placement of funds with non-Government institutions in violation of action plan.

### 3.8.7.2 *Girls' hostels*

Scrutiny of records revealed that out of 4 hostels proposed to be constructed at a cost of Rs. 50 lakh in the South District as per Action Plan, construction of 2 hostels was completed (March 2000) at a cost of Rs. 28 lakh while Rs. 22 lakh was placed with the Tribal Welfare Department which in turn placed the funds equally with two Non-Governmental institutions, viz. Adibashi Mahila Samiti, Agartala, West Tripura and Don Bosco School, Bishramganj, West Tripura to supplement the cost of construction taken up by them with their own resources. The entire funds were utilised by them. The reasons for selection of the sites in West District instead of South as envisaged in the Action Plan and getting the construction done by the Non-Governmental institutions on their own premises on which the State Government has no ownership-right were not made available to Audit. No provision was made to safeguard the interest of the Government while releasing the grants.

### 3.8.7.3 *Drinking water facilities*

With a view to providing drinking water facilities in the identified primary and upper primary schools, the Education Department being the nodal department placed Rs. 1.72 crore with the Rural Development Department during 1996-97 to 1999-2000 and Rs. 40.20 lakh in 1999-2000 with the Tripura Tribal Areas Autonomous District Council (TTAADC). But none of the implementing agencies had furnished (October 2000) any utilisation certificates in respect of the above funds.

Against the target of providing drinking water facilities to 1420 schools, the achievement was only 320 schools. The shortfall in covering 77 *per cent* schools despite spending 100 *per cent* grants allotted for drinking water facilities was attributed by the Education Department to increase in unit cost of Mark-II tubewells from the approved cost of Rs.0.35 lakh to Rs.0.66 lakh due to increase in scope of work by providing pucca platform for each tubewell.

### 3.8.7.4 *Toilets for girls*

The work of providing toilet facilities for girls in upper primary schools at a cost of Rs. 31.10 lakh was taken up by the Engineering Cell of the Education Department. As reported by the Education Directorate (July 2000), out of 311 Upper Primary Schools to be covered during 1996-97 to 1999-2000, 296 schools (95 *per cent*) had been provided with such facilities at a cost of Rs.31.10 lakh, as of March 2000 leaving a shortfall of 15 schools. The Department stated (July 2000) that 100 *per cent* target set could not be achieved due to price escalation.

### 3.8.8 *Special Problem Grants*

As per recommendation of the Commission, the GOI released Rs. 10 crore and Rs. 2 crore during 1996-97 to 1999-2000 for providing Super Speciality facilities in GB Hospital, Agartala and for completion of Sports Complex, Badharghat, Agartala respectively. The observations on this account are as follow :

**3.8.8.1 Diversion of grants**

**Funds for Rs. 0.80 crore diverted to other work, hampering the progress of original programme.**

Rupees 0.80 crore was spent for modernisation of Operation Theatres (OT) in the existing Hospital Building by diverting the amount from Rs. 7.71 crore awarded for machinery and equipment to be installed in the Super Speciality Block. The construction work of Super Speciality Block was in progress (August 2000). The percentage of physical progress achieved was 50 to 55 per cent as furnished by the Public Works Department (September 2000). The diversion of funds for modernisation of the existing OTs may hamper the progress of implementation of the programme for providing super speciality facilities.

**3.8.8.2 Idle Equipment**

It was noticed that EEG machine (Nicolet 24-channel Model 'Alliance Works') was purchased (October 1999) from a USA based firm at Rs. 9.49 lakh against the supply order of March 1999 but the machine had not been installed (August 2000), resulting in an idle outlay of Rs. 9.49 lakh.

The Department stated (August 2000) that the installation of the machine could not be initiated due to non-completion of the modernisation work of the room in the existing building. After completion of the modernisation work, the Service Engineer of the concerned firm reported (August 2000) for installation but found defects/faults in one of the spare parts of the machine which is reportedly to be brought from the USA. Till the defective spare parts are replaced and the machine installed, patients would remain deprived of the facilities proposed to be provided by the machine.

**3.8.8.3 Undue financial aid of Rs. 10.31 lakh to the contractor**

Against the work of (i) Supply, fabrication, erection and commissioning of medical gas pipe lines in new operation theatre complex of Jayanti Block, and (ii) Replacement of existing OT medical gas pipelines and extension thereof to the Intensive Care Unit room; the Medical Superintendent, GB Hospital paid Rs. 28 lakh\* in April and July 1997 and Rs. 39.04 lakh\* in September 1997 respectively to a contractor. Tripura Sales Tax @ 15 per cent of the item "pipes and fitting of pipes" was to be deducted at source from the bills pertaining to the above mentioned works.

**Sales tax not deducted at source, resulting in loss of State revenue.**

Tripura Sales Tax was not deducted at source from any of the bills through which the payments were made after withholding Rs. 4.07 lakh representing 10 per cent of Rs. 40.71 lakh thereby extending undue financial aid of Rs.10.31 lakh to the contractor.

The matter was reported to the Department in February 2000. The Medical Superintendent, GB Hospital stated in June 2000 that the withheld amount of Rs.4.07 lakh was under process of payment to the Sales Tax authority, Government of Tripura. For refund of balance amount of Sales Tax amounting

\* Total value of work No. (i).

♦ 90 per cent of Rs. 40.71 lakh being the total value of work No. (ii) plus Rs. 2.40 lakh being the security money for supply of 60 gas cylinders.



to Rs. 6.24 lakh, the matter was under correspondence with the firm, as of August 2000.

#### **3.8.8.4 Non-adjustment of Abstract Contingent Bills**

Scrutiny of records revealed that, through AC Bills, Rs. 37.95 lakh was drawn during 1998-99 to 1999-2000 by the Medical Superintendent of GB Hospital for purchase of machinery and equipment for the hospital. The adjustment accounts for Rs. 37.95 lakh had not been obtained and settled. The Department stated (June 2000) that the adjustment by way of submission of Detailed Countersigned Contingent (DCC) bills was under process (August 2000).

#### **3.8.9 Calamity Relief Fund**

As per recommendation of the Commission, the GOI released grants of Rs.17.75 crore during 1995-96 to 1999-2000 for constituting a "Calamity Relief Fund" to enable it to manage and provide for Calamity Relief in the State. The State Government released Rs. 25.14 crore, as of March 2000. The excess release of Rs. 7.39 crore was made from State resources. Out of Rs. 25.14 crore, Rs. 20.20 crore have been claimed to be spent, as of March 2000. Particulars like purposes for which the grants were utilised, head of accounts under which the unspent balance was kept, and pattern of investment of the grants were called for in February 2000 and again in March and August 2000. But the Revenue Department (which is the nodal department in respect of CRF) did not furnish the requisite particulars/information despite repeatedly being asked to do so. The utilisation of the fund amount, therefore, could not be verified in audit.

**Failure of Revenue Department to furnish any information on Calamity Relief Fund for which it was the nodal department.**

#### **3.8.10 Monitoring and evaluation**

The yearwise and componentwise amount of grants released by the GOI as well as by the State Government, though called for (July 2000), was not furnished by the Finance Department, despite constant persuasions. However, the said information has been incorporated herein based on particulars so far collected from the concerned departments. In respect of the Record Room, yearwise release of funds was not furnished either by the Revenue Department or by the Finance Department though Rs 25.35 lakh was reported to have been spent during 1997-98 (Rs. 4.00 lakh) and 1998-99 (Rs. 21.35 lakh) against Rs.25.33 lakh released by the GOI.

The State Level Empowered Committee, headed by the Chief Secretary to the Government of Tripura as Chairman, was responsible for overall implementation of the schemes financed from the Commission award. The return/report, if any, prescribed by the Chairman for submission by the Implementing Agencies of the districts was called for (August 2000) but reply had not been received, as of September 2000. It was seen that no effective system was evolved by the SLEC for monitoring the utilisation of funds and watching achievement of objectives under the scheme. Evaluation of none of the schemes was ever taken up either by the Department or by the Government.

The matter was reported to the government in March 2000; reply had not been received (October 2000).

### **3.8.11 Recommendations**

In view of the irregularities mentioned in the preceding paragraph, the following recommendations are made :

- To ensure proper utilisation of the grants, submission of progress reports indicating progressive figures therein should be enforced to oversee whether financial progress was commensurate with physical progress.
- The Finance Department should see that the Implementing Agencies utilise the grants as per approved Action Plan to avoid diversion of grants for purposes not recommended by the Finance Commission.
- In sectors such as Education, Police, Calamity Relief Works etc. where the expenditure against some component of the scheme is to be shared between the GOI and the State Government, the State Government should ensure release of its due share in time to the Implementing Agencies to achieve the desired objectives within the stipulated period.
- Management of Calamity Relief Fund needs to be made transparent.

SECTION – B  
AGRICULTURE DEPARTMENT

3.9 Excess payment on procurement of fertiliser

Incorrect deduction of proportionate cost for supply of non-standard fertiliser as per contractual agreement resulted in excess payment of Rs.8.84 lakh.

On the basis of rates approved by the Supply Advisory Board, the Director of Agriculture, Agartala placed (March 1996) supply order with Firm 'A' to supply 750 tonnes Single Super Phosphate (SSP) fertiliser @ Rs.3590 per tonne (rates inclusive of Government of India cost subsidy of Rs.340 per tonne). The agreement entered into with Firm 'A' provided *inter alia*, that (i) the fertiliser should contain nutrients i.e. water soluble phosphates ( $P_2O_5$ ) at the minimum of 16 per cent and (ii) proportionate deduction would be made for material not conforming to the norms prescribed by the Fertiliser Control Order, 1985.

Test check (May 1998) of the records of the Deputy Director of Agriculture (South), Udaipur revealed that in pursuance of the above supply order, Firm 'A' supplied (March 1996) 735.925 tonnes of fertiliser (SSP). As per analysis report received (July 1996) from the Central Fertiliser Quality Control and Training Institute, Faridabad (based on the 3 samples drawn and sent to it), the fertiliser supplied by Firm 'A' contained nutrients ( $P_2O_5$ ) at 9.22 per cent, 10.71 per cent and 7.33 per cent, averaging only 9.09 per cent against the specified minimum standard of 16 per cent and were, therefore, non-standard.

As per terms of the agreement, deduction of Rs. 10.33 lakh had to be made out of the agreed cost of fertiliser. The firm was finally paid Rs.22.43 lakh (Rs.21.53 lakh in May 1996 and 0.90 lakh in October 1997), against the total cost of Rs.23.92 lakh after incorrectly deducting Rs.1.49 lakh only.

Thus, by deducting an amount of Rs.1.49 lakh only against the total deductible amount of Rs.10.33 lakh, Rs.8.84 lakh was paid in excess to the firm.

On this being pointed out in audit (July 1998), the Deputy Director of Agriculture (South) stated (July 2000) that a re-sampling of the fertiliser (2 samples) was done (July 1996) and got re-tested by the same laboratory, which confirmed (September 1996) nutrient percentage as adequate (14.725 per cent) and payment was made accordingly. The contention is not tenable since the report of re-analysis was received only in July 1996, whereas, bulk payment was made in May 1996. Also, even on re-test, the nutrient percentage was found at 14.725 and not 16. Moreover, the proportionate deduction for 1.275 per cent deficiency comes to Rs. 0.30 lakh only and not Rs. 1.49 lakh as arbitrarily made by the Department. Further, the Central Fertiliser Quality Control and Training Institute, Faridabad confirmed (August 1999) that the "Fertiliser Control Order, 1985" did not provide for re-analysis of samples

once analysed by a laboratory without the orders of court. The initial analysis report, thus, stands valid unless otherwise directed by a court of law.

The matter was reported to Government in May 2000 followed by reminder issued in August 2000; reply had not been received (October 2000).

### 3.10 Loss due to under-recovery of maintenance costs of Power Tillers and mini tractors

Under-recovery of maintenance costs of agricultural implements from users led to a loss of Rs. 11.83 lakh.

With a view to assisting the farmers in cultivation, Agriculture Department was maintaining a fleet of power tillers and mini-tractors to make available to the farmers on demand through hiring centres in the State at the rates fixed by the Government from time to time so as to cover their maintenance and running cost.

Test-check (November 1999) of the records of the Executive Engineer (Mechanical), Agriculture Department revealed that during 1996-97 to 1998-99, 50 to 57 power tillers and 2 to 3 mini-tractors had been hired to the farmers through the hiring centres in six Agriculture Sub-Divisions<sup>o</sup> under West Tripura District. Although the scheme was to be implemented on no profit no loss basis, during the three years ending 1998-99 the department sustained a loss of Rs. 11.83 lakh as the revenue earned did not fully meet even the maintenance expenses of the power tillers and mini tractors as shown in the table below :

Particulars	Year			
	1996-97	1997-98	1998-99	Total
1. Number of machineries available				
(i) Power Tiller	50	57	56	163
(ii) Mini-Tractor	3	2	2	7
2. Maintenance cost (total) (Rupees in lakh)	8.39	10.12	7.40	25.91
3. Revenue Collection (total) (Rupees in lakh)	5.24	4.95	3.89	14.08
4. Loss (total) (Rupees in lakh)	3.15	5.17	3.51	11.83

It was noticed that the hiring charges fixed by the Government in September 1989 at Rs.25 and Rs.41 per hour for power tillers and mini-tractors respectively had not been revised, as of October 1999, though proposals to the effect based on actual enhanced cost of maintenance arising due to increased cost of fuel and labour charges were placed before the Government several

<sup>o</sup> 1. Melagarh, 2. Agartala, 3. Jirania, 4. Khowai, 5. Mohanpur, 6. Bishalgarh.



times between November 1995 and February 1997. Government, however, deferred its decision on each occasion for no recorded reasons.

The Government, to whom the matter was reported (July 2000), stated (September 2000) that the revision of existing rates of hiring charges and a proposal to hand over all the hiring centres hitherto controlled by Agriculture Department to Panchayats were under active consideration of the Government. Final action taken in the matter was awaited (October 2000).

## FOOD AND CIVIL SUPPLIES DEPARTMENT

### 3.11 Loss due to delay in revision of issue price

**Delay of more than 4 years in revising the issue prices despite substantial increase in purchase cost of iodised salt resulted in loss of Rs. 2.45 crore.**

The Food and Civil Supplies Department procures iodised salt for distribution through fair price shops under the Public Distribution System (PDS) from Gujarat against allotments made by the Government of India. The entire expenditure incurred by the Department on procurement and distribution of iodised salt has to be recovered in full from the consumers. To ensure this, the Department is required to revise the issue price from time to time with every increase in purchase cost.

During scrutiny (February 1999) of the records of the Directorate of Food and Civil Supplies, Agartala it was noticed that although the purchase cost of iodised salt had increased from Rs. 1,600 per tonne in November 1994 to Rs. 1,920 per tonne in April 1998, the issue price of Rs. 1,400 per tonne fixed in January 1994 was not revised by the Government till July 1998. However, Government ultimately approved revision of issue price to Rs. 1,920 per tonne in August 1998. Meanwhile, the Department procured 0.59 lakh tonnes of iodised salt during the period from November 1994 to July 1998 at a cost of Rs. 10.71 crore and issued it at Rs. 8.26 crore through Public Distribution System. Thus, failure to revise the issue price for 4 years despite increase in procurement cost resulted in loss of Rs. 2.45 crore (Rs. 10.71 crore – Rs. 8.26 crore) to the Government.

The Government stated (August 2000) that the price of salt had not been revised from time to time giving priority to health of the poor over financial consideration. However, it was seen in Audit that the issue price of iodised salt had been revised at least thrice since introduction of the scheme (September 1988) till last revision (January 1994). Besides, Finance Department's directives to ensure full recovery on sale equal to the expenditure also do not corroborate Government claim.

**3.12 Loss of Sales Tax of Rs. 46.38 lakh to the State exchequer due to non-deduction of tax at source**

**Omission of clause regarding statutory deduction at source of Sales Tax led to loss of Rs. 46.38 lakh thereby unduly benefiting contractors.**

The Tripura Sales Tax Act, 1976, as amended from time to time and Rules framed thereunder provide for deduction of Sales Tax at the rate of 4 per cent at source from freight bills of contractors engaged for transportation of essential commodities under the Food and Civil Supplies Department. This was the only mode for bringing a transport contractor into the tax net for realisation of sales tax for a particular transaction, failure of which would lead to loss of revenue to the State Government.

Test check (January 2000) of the records of the Central Store, Arundhutinagar revealed that the Officer-in-charge, Central Store made payment of Rs.1159.44 lakh to different contractors towards transportation charges during the period between January 1994 and July 1999, without deducting the Sales Tax at source. This resulted in a revenue loss of Rs. 46.38 lakh to the Government besides undue financial aid to the contractors.

On the omission being pointed out in audit (January 1999), the Department stated (September 1999) that the Government decision (June 1998) to effect recovery of the statutory tax from the carriage contractors, could not be implemented as the contractors had objected on the ground that there was no provision in the Notice Inviting Tenders (NIT) for deduction of such taxes. The reply did not spell out the reasons for persistent failure of the Department to insert the relevant provision in the NIT and deduction of taxes at source although, in terms of the provision of the Act, it was obligatory on the part of the authority making payment to deduct Sales Tax at source from each and every bill of carrying contractors unless exemption from payment of such taxes are granted by the Government after due notification in the official gazette.

The Government decided (January 1999) that suitable provision for deduction of Sales Tax at source may be inserted in the NIT and Agreement for the year 1999-2000 and Sales Tax be deducted with effect from April 1999. The Government also decided that deduction of Sales Tax for earlier years may not be made. Thus, failure of the authority to discharge the statutory duties resulted in a revenue loss of Rs. 46.38 lakh to the State Government.

### 3.13 Misappropriation of stores in Government godown

Non-verification of stores at regular intervals led to misappropriation of stores valued at Rs. 19.88 lakh.

Financial Rules and Orders of the Government provide for physical verification of all stores at least once annually in addition to regular periodical inspection of godowns.

Test check (October 1998) of the records of the Director of Food and Civil Supplies revealed that 355.47 tonnes of rice valued at Rs. 19.88 lakh stored in six godowns\* during October 1988 to February 1996 was found in physical verification (June 1993-February 1996) to have been misappropriated by the Store Keepers. The delay in physical verification ranging from 19 to 50 months since the due dates (October 1989 – July 1994) and negligence in inspection, thus, facilitated the misappropriation.

The Department, while admitting the facts, stated (April 2000) the disciplinary proceedings initiated (February 1998) against 4 Store Keepers were pending with the inquiring authority while in one case involving defalcation of stores worth Rs. 3.79 lakh had been dropped (November 1998) owing to death (September 1998) of the Store Keeper and the other case was in process. It however, did not spell out about steps taken to ensure regular physical verification and inspection to avoid recurrence of such misappropriation. Reasons for delay in initiating disciplinary proceedings and the present status of physical verification of stores were not also furnished by the Department.

The matter was reported to Government in July 2000; reply had not been received (October 2000).

## INDUSTRIES AND COMMERCE DEPARTMENT

### 3.14 Transport Subsidy Scheme

3.14.1 With a view to promoting industrialisation in certain hilly, remote and inaccessible areas of the country, including the seven States of North Eastern Region, Government of India introduced Transport Subsidy Scheme in July 1971. Under the scheme, the industrial units engaged in manufacturing activity (barring plantation, refineries and power generation units) both in private and public sectors are eligible for subsidy (at rates fixed<sup>♦</sup> from time to time by Government of India) on transportation cost of raw materials and finished goods respectively, to and from the designated rail head (Shiliguri) to railway station nearest to the industrial unit(IU) and thereafter by road to the industrial unit and vice versa for finished products. The subsidy was admissible for a

\* Government Godowns at: (1) Hrishyamukh, (2) Belonia, (3) Rajnagar, (4) Bagafa, (5) Manu Crossing and (6) Khedacherra.

♦ The rate had been fixed as 90 per cent of the actual expenditure, with effect from 1 September 1986, for the North Eastern Region.

period of five years from the date of commencement of commercial production by the IU. The claims of IUs for transport subsidy are verified by District Industries Centres (DICs) and recommended to the Directorate of Industries and Commerce, which in turn, submits the same to the State-level Committee (SLC) for final decision.

Implementation of the scheme in the State during the period from 1994-95 to 1999-2000 was reviewed between May and June 2000. The important points noticed are incorporated in the succeeding paragraphs.

### **3.14.2 Inadmissible payment of Rs. 20.97 lakh to cattle and poultry feed units**

Under the Transport Subsidy Scheme, payment of subsidy on transportation cost of raw materials/finished goods to and from industrial units, engaged in production of cattle/poultry feed is not permissible as it does not come under manufacturing activity.

Scrutiny of records of the Directorate of Industries and Commerce and the DIC, Agartala, revealed that two units, registered and engaged in production of cattle and poultry feed, were paid by the State Government between February 1996 and February 1999 transport subsidy of Rs. 20.97 lakh<sup>^</sup> for transport of raw materials<sup>°</sup> in contravention of rules. The payment made against claims of two IUs related to the period from 1994-95 to 1998-99.

It was noticed that in disregard of the stipulation in the scheme, the GOI has also reimbursed the amounts to the State Government, which led to undue financial benefit of Rs. 20.97 lakh to these units. The matter was referred to the Department/Government (June 2000) but the reply had not been furnished (October 2000).

### **3.14.3 Inadmissible payment of Rs. 18 lakh to tea plantation/tea blending units**

The Transport Subsidy Scheme specified that claims relating to the movement of raw materials used and finished products coming out of refineries, plantations and power generating units should not be entertained under the scheme. Besides, according to the scheme, an industrial unit means the unit which carries out manufacturing activities.

Scrutiny of records of the Directorate and DIC, Kailashahar revealed that during 1994-95 to 1996-97, an amount of Rs. 6.38 lakh was paid between September 1994 and March 1997<sup>^</sup> to 18 tea plantation/tea blending units against 22 claims which were reimbursed by the GOI between June 1994 and July 1997. But the GOI had rejected (August 1998) reimbursement of transport subsidy of Rs. 11.62 lakh in respect of 11 tea plantation/tea blending

<sup>^</sup> Pioneer Enterprise: Rs. 17.12 lakh; and Sushma Industries: Rs. 3.85 lakh.

<sup>°</sup> Soyabean, broken rice, maize and wheat.

<sup>^</sup> 13 out of the 22 claims were paid after receipt of funds from the GOI.



units against 24 claims relating to the period from September 1993 to December 1997, recommended by the State Level Committee between August 1997 and October 1998<sup>\*</sup> and paid by the Department between May 1998 to February 1999. The disapproval was on the ground that tea being an output of a plantation activity was not covered for the grant of subsidy under the scheme.

Thus, payment of the entire amount of Rs. 18 lakh by the Department as transport subsidy to the tea plantation/tea blending units, was unauthorised and inadmissible.

#### 3.14.4 Irregular payment of Rs. 5.44 lakh towards transport subsidy on raw materials not utilised

The Transport Subsidy Scheme specifies that the cost of only such raw materials is subsidised as are actually utilised in the production process and not on the full cost of material purchased by the beneficiary units.

Scrutiny of balance sheets of five IUs revealed inadmissible payment of subsidy of Rs. 5.44 lakh on raw materials not utilised in the production process as detailed in the following table :

Sl. No.	Name of IU	Period of claim	Type of raw materials	Quantity in stock not utilised (in quintals)	Total amount of subsidy paid	Inadmissible amount of subsidy <sup>*</sup>
<i>(Rupees in lakh)</i>						
1.	Indian Tent Industries, Agartala	October 1995 to March 1996	Cotton, and poplin cloth	522.03	1.35	0.38
2.	K.D. Industries, Agartala	(i) November 1995 to March 1996 (ii) April 1996 to March 1997	Chips, precast steel wire, cement	3,022.13	9.59	0.80
3.	Pioneer Flour Mills, Agartala	January 1996 to March 1996	Wheat	1,263.10	5.65	0.40
4.	Narayan Stone Crusher, Agartala	September 1993 to March 1994	Stone boulders	4,000.00	7.81	2.32
5.	Jaharendra Choudhury, Dharmanagar	1994-95	Stone boulders	2,116.40	1.84	0.56
<b>Total</b>						<b>5.44</b>

Thus, the Directorate had admitted claims for Rs. 5.44 lakh under Transport Subsidy Scheme on quantum of raw materials not used in the production process, in violation of the provisions of the scheme.

<sup>\*</sup> The SLC continued to recommend the cases even after rejection of cases of the similar nature by the GOI.

<sup>♦</sup> This has been calculated on the basis of different rates for rail as well as road applicable to 6 items of quantity arranged serially from top to bottom in column 5 (Rs. 80.28, Rs. 29.41, Rs. 35.47, Rs. 64.52, Rs. 29.48 and Rs. 9.37 per quintal respectively). The rates for the second, third and sixth items were based on average incidence of various rates on different articles. 90 per cent of actual expenditure has been taken as subsidy.

### 3.14.5 Reimbursement of Rs. 87.71 lakh by GOI on the basis of the incorrect reports

According to the Transport Subsidy Scheme, the State Government is required to sanction and disburse the subsidy claims initially and thereafter seek reimbursement from the GOI in a prescribed proforma, indicating the date of meeting of SLC held, amount sanctioned by the State Government and actual date of payment of subsidy. When the reimbursement is obtained from the Government of India, the amount gets credited to the State Government account with RBI.

It was seen from the transport subsidy register maintained by the Directorate that, during the period from 1993-94 to 1995-96, the State Government, on the recommendation of SLC, had sanctioned and claimed to have disbursed transport subsidy of Rs. 1.33 crore in respect of 63 IUs for 114 claims. The amount as such was also reimbursed by the GOI. Of this, an amount of Rs.87.71 lakh was actually paid by the State Government to 47 IUs after getting reimbursement of funds from the GOI, in contravention of the provisions of the scheme. The Director of Industries and Commerce had given incorrect certificate to the effect that payments had already been made to the concerned units in the proforma submitted to GOI for reimbursement. The reason attributed (January 1997) by the Director for such action was 'budgetary constraint', which was not tenable, as, it was seen that during 1993-96, substantial funds were available for the purpose. Thus, it was a clear violation of the principle of reimbursement under transport subsidy scheme.

The matter was reported to the Government in August 2000; reply had not been received (October 2000).

## RURAL DEVELOPMENT DEPARTMENT

### 3.15 Inordinate delay in finalisation of list of families below poverty line

Persons having monthly income upto Rs. 280.85 are to be considered living below poverty line in the State. For implementation of various poverty eradication programmes of Central and State Governments during the period of ninth five-year plan (1997-2002), the State Government was required (April 1997) by the Government of India (GOI), Ministry of Rural Areas and Employment, to conduct a survey in the State to identify the families living below poverty line (BPL) in the rural areas.

As per time schedule framed by the GOI, the entire work of survey was to be completed during the period of 10 months between May 1997 and March 1998. For this purpose, the Rural Development Department of the State Government released Rs 62.74 lakh to the 4 District Rural Development Agencies (DRDAs) in three instalments between August 1997 and March 1998. Of the amount released, Rs 35.14 lakh constituted Central assistance and Rs. 27.60 lakh came from the State's own resources.

According to action plan prepared by the State Government, as per guidelines from the GOI, the door-to-door survey was to be conducted at the panchayat level by the enumerators under the overall supervision of the Block Development Officers (BDOs). The work was to be monitored by the Sub-Divisional Officers (SDOs) and the District Magistrates and Collectors (DMs) under the control of the Rural Development Department. DRDAs were to provide the requisite forms and schedules and computerise the BPL lists for the Districts. Necessary training of enumerators and supervisors was to be imparted by the Directorate of Economics and Statistics.

The work of door-to-door survey was started in September 1997 after a lapse of 4 months and completed within 3 months in December 1997. But the Department failed to bring out the final list by July 1998, i.e, within 10 months from the date of taking up the survey as prescribed in the action plan.

The Government further took two years for deciding a re-survey in November 1999 after completion of the door-to-door survey in December 1997.

The reasons attributed by the Government for re-survey were (i) a lot of families remained to be surveyed while forms pertaining to a large number of families were left fully or partly blank (ii) 80,000 forms were damaged; and (iii) there were instances where results of survey were far from being realistic.

The enumeration schedules prepared between September and December 1997, for the BPL families belonging to 9 Gram Panchayats(out of 130) located in areas outside the jurisdiction of Tripura Tribal Areas Autonomous District Council(TTAADC) in four blocks (out of 15) of West Tripura District were test checked in audit and following major irregularities were noticed:

(i) Enumeration schedules were incomplete and were not signed/authenticated by the Supervisors; (ii) monthly family income/expenditure shown was unrealistic and even below the prescribed *per capita* income to be considered as BPL; and (iii) monthly *per capita* income/expenditure (Rs.241.42) and number of family members (7) was unrealistically shown to be uniform for a large number of families residing in a specific locality.

Government decided (November 1999) that a re-survey would be completed by January 2000. But no firm date was spelt out for publication of the final list of the BPL families. The list had not yet been brought out (August 2000). Thus defective planning and faulty execution, coupled with lack of proper monitoring of the entire process of survey, led to inordinate delay in finalisation of the list of families below poverty line.

Meanwhile, on the process of survey upto March 2000, Rs. 26.40 lakh had been spent by the DRDA, West Tripura District, accounts of which were test checked in audit. The intended benefit from spending the amount did not accrue even after lapse of a period three times more than the period prescribed for this in the action plan.

Meanwhile, the Department had been implementing several poverty eradication programmes in the State (IAY, EAS, JGSY, JRY, MWS, etc.) since April 1999, spending a lot of public funds for which actual number of BPL families was absolutely necessary as per instructions of the GOI. But due to failure of the Department to finalise the new list of BPL families even after a lapse of 26 months from the scheduled date (i.e. from July 1998 to August 2000), and expenditure of Rs. 62.74 lakh disbursed to 4 DRDAs, the percolation of the benefit of the above programmes to the targeted beneficiaries remained questionable.

The matter was reported to the Government in November 2000; reply had not been received (December 2000).

### TRIBAL REHABILITATION IN PLANTATION AND PRIMITIVE GROUP PROGRAMME DEPARTMENT

#### 3.16 Locking up of funds received under Central Assistance

Drawal of funds without proper planning for incurring expenditure resulted in locking up of funds as well as denial of medical benefits to the tribal population.

With a view to extending medical facilities to primitive groups and other tribal population residing in interior hill areas, Government of India accorded sanction (February 1996) of Rs. 40.50 lakh for setting up three mobile medical units in the State.

Test-check (January 2000) of the records of the Director, Tribal Rehabilitation in Plantation and Primitive Group Programme, Agartala revealed that out of Rs. 40.50 lakh drawn (February 1996) for implementation of the above mentioned programme, Rs. 39.83 lakh had been lying in the Personal Ledger Account of the Director. Neither had the units been set up nor was the unutilised amount refunded to the Government of India as of March 2000.

On this being pointed out in audit (January 2000), the Department stated that the funds could not be utilised owing to non-filling up of the several posts of Medical Officers and other supporting staff, though setting up of the units had already been approved (September 1996) by the State Government.

It was further intimated (August 2000), that expenditure of Rs. 0.67 lakh was incurred (1996-97) for imparting training to Health Volunteers and Rs. 10.91 lakh (1999-2000) for purchase of three vehicles (Rs. 9.47 lakh) and medicine (Rs. 1.44 lakh) leaving the balance amount of Rs. 28.92 lakh in Personal Ledger Account (August 2000).

The expenditure of Rs. 11.58 lakh (Rs. 0.67 lakh plus Rs. 10.91 lakh), however, was unfruitful as the trained Health Volunteers remained unutilised for more than 4 years and the vehicles procured for mobile medical units had been placed with three Tribal Rehabilitation Divisions, while the medicines



were distributed to persons not covered under the scheme because the sanctioned mobile medical units could not be set up as of August 2000.

Thus, drawal of Rs. 40.50 lakh without formulating any plan for its utilisation and retention of funds outside Government Account for more than four years not only violated the provision of financial rules but also resulted in locking up of funds as well as denial of intended benefits to the primitive and tribal population of the State.

The Government stated (August 2000) that efforts were being made to engage medical officers on contract basis. However, in view of the fact that the State Government had requested (June 2000) Government of India to allow utilisation of the scheme funds for other existing mobile units, chances for implementation of the scheme for which the funds were initially sanctioned are very remote and the scheme is likely to be abandoned.

## MISCELLANEOUS DEPARTMENTS

### 3.17 Abstract Contingent Bills

According to the Treasury Rules, the Detailed Countersigned Contingent (DCC) Bills in respect of amounts drawn on Abstract Contingent (AC) Bills are required to be submitted to the Controlling Authority within one month of the drawal of the bills, who shall submit the same duly countersigned to the Accountant General within another month. Every Drawing and Disbursing Officer shall also furnish a certificate along with every fresh Abstract Contingent Bill to the effect that all detailed countersigned contingent bills have been submitted to the controlling officer in respect of abstract contingent bills drawn more than a month before the date of that bill.

Information collected (March-April 2000) from five Directorates<sup>°</sup> and two DDOs<sup>♦</sup> revealed that Rs.94.69 crore drawn on account of implementation of various Central and State sector schemes through 260 AC bills during the period prior to 1995-96 to 1999-2000 were lying outstanding, as of April 2000, details of which are given in Appendix-XXXI. Non-submission of DCC bills by the Drawing and Disbursing Officers to the Controlling Officers was attributed to (i) misplaced vouchers due to retirement, expiry and transfer of officials dealing with old cases; (ii) non-submission of vouchers by the implementing officials, and (iii) works remaining incomplete etc.

<sup>°</sup> Directorate of Food and Civil Supplies, Directorate General of Police, Directorate of School Education, Directorate of Health Services, Directorate of Horticulture and Soil Conservation.

<sup>♦</sup> Executive Engineer (Rural Development Division, Agartala and DM and Collector (West Tripura, Agartala).

Other important points noticed during audit were as under :

**(i) Unspent money lying with the agency whose nomination had been discontinued**

Against the draws of Rs.6.49 crore, made by the Director of Food and Civil supplies through 12 AC bills during 1985-86 to 1992-93, for making advance payments to the Tripura State Co-operative Consumers' Federation Limited (TSCCF), a State nominee for lifting of levy sugar, adjustment vouchers of Rs.4.76 crore together with cash refund of Rs.1.02 crore only was obtained between August 1985 and December 1999 leaving an unspent balance of Rs.0.71 crore lying with the TSCCF. Though the nomination was discontinued from April 1994, neither the TSCCF refunded the unspent balance nor did the Department insist for the same (April 2000).

The Department stated (April 2000) that action would be taken after reconciliation of departmental accounts with the TSCCF, but did not spell out the reasons for the delay in taking action.

**(ii) Unnecessary drawal**

Rupees 2.72 crore drawn by the Executive Engineer, Rural Development Division, Agartala, through three AC Bills in March 1996 for implementation of Centrally sponsored scheme of Accelerated Rural Water Supply and other rural water supply programmes was kept in Personal Ledger Account till the same was withdrawn under Government order and deposited (August 1996) into the Consolidated Fund of the State.

The amount had been sanctioned and drawn by the department without any detailed schemes or planning for expenditure during the year. This showed that sanction as well as drawal of money in AC bills towards the end of the year was aimed at evading lapse of budget grants.

**(iii) Diversion of funds**

The Director of Health Services had drawn (March 1995) Rs. 15 lakh under Border Area Development Programme for providing drinking water to Primary Health Centers located in border areas and placed the funds with two District Magistrates and Collectors (DM, North: Rs.1.57 lakh; and DM, South: Rs. 13.43 lakh), who, in turn, deviating from the specific objective of the scheme, transferred the funds to the SDO, Kanchanpur (Rs.1.57 lakh) in October 1996 and BDO, Rajnagar (Rs.13.43 lakh) in April 1997 for construction and maintenance of three Primary Health Centres. Information about the commencement of the works or their present status was not made available to Audit either by the DM or by the Directorate, as of April 2000.

**(iv) Irregular retention of funds received under Central assistance**

Under the Central scheme of "Border Area Development Programme", the Director General of Police had withdrawn (March 1995) through AC Bill

Rs.25 lakh for electrification of ten police stations located in border areas through non-conventional energy sources and placed (June 1995) the funds with the Science Technology and Environment Department for carrying out the works. Though five years had already elapsed (April 2000), the work could not be taken up reportedly due to problem with the supplier as intimated (January 2000) by the Director General of Police. Neither the nature of problem was specified nor any action to get refund of Rs. 25 lakh from the implementing department was available on record.

The sanction order (February 1995) required the funds to be utilised during 1994-95 and in case of non-utilisation, these were to be refunded back to GOI unless revalidated by the Finance and Planning Departments. However, revalidation of the funds was neither obtained nor any refund was made to the Central Government.

Summing up, the position of pendency of the AC Bills was the result of various irregularities as stated below:

- (i) In disregard to the provision of financial rules, funds had been drawn, especially at the end of the financial years in anticipation of demand, primarily to avoid lapse of budget grants.
- (ii) Permission was granted by the Finance Department for drawal of funds without any definite and immediate purpose with instruction to deposit the amount in Personal Ledger (PL) Account and to withdraw later on from PL account for credit into Consolidated Fund of the State. This indicated that funds were drawn merely to show the budget provision as utilised, enabling the Government to divert the funds subsequently.
- (iii) Failure of the Drawing and Disbursing Officers to furnish detailed up-to-date position of utilisation of funds drawn in abstract contingent bill and the status of works undertaken, if any, by the implementing agencies, indicated lack of financial discipline and administrative effectiveness.
- (iv) In case of outstanding AC bills no prescribed reports/returns etc. were submitted by the Drawing and Disbursing Officers to the Controlling Officers regarding progress of expenditure. As a result, the Controlling Officers did not have any control over the propriety, timeliness, etc. in respect of such drawals.
- (v) There was no internal control mechanism to ensure implementation of various schemes/programmes in a definite time frame and to ensure propriety and regularity of expenditure made out of the funds drawn in AC bills, besides timely submission of DCC bills.
- (vi) The statutory requirement of furnishing certificate regarding submission of DCC bills against AC bills drawn more than a month before the drawal of any fresh bill was not complied with. This indicated lapse in scrutiny of bills on the part of the Treasury before passing for payment.

The matter was reported to Government in November 2000; reply had not been received (February 2001).

## CHAPTER IV : WORKS EXPENDITURE

### SECTION - B PUBLIC WORKS DEPARTMENT

#### 4.1 Extra avoidable expenditure of Rs. 25.42 lakh on procurement of pipes

Procurement of additional pipes in spite of having a previous idle stock of such pipes for last fourteen years resulted in avoidable expenditure of Rs.25.42 lakh.

Scrutiny (April 1998) of records of the Executive Engineer, Stores Division revealed that the Division had a stock of 1108 metres of CI pipes (pipes of 400 mm dia: 554 metres; 450 mm dia: 554 metres) valued at Rs. 7.90 lakh\* lying in the store from February 1986. For lifting of the pipes, the Executive Engineer, Stores Division had made repeated requests to the PHE Divisions, the newly created Resource Division and the Superintending Engineer, PHE Circle; the last such request was made in February 1997. Instead of lifting the above pipes lying idle with the Stores Division, the Executive Engineer, Resource Division spent Rs. 88.77 lakh between March 1997 and September 1997 for procurement of 3855 metres of CI pipes of various specifications from two firms for use in different water supply schemes under the PHE Divisions. While the first lot of 1108 metres of CI pipes were lying idle in the Stores Division since February 1986, the Resource Division purchased the second lot of 1108 metres of such pipes of the same specifications (400 mm dia: 554 metres; 450 mm dia: 554 metres) as a part of the total purchase of 3855 metres of CI pipes. The cost of second lot of 1108 metres of pipes was Rs. 25.42 lakh included in the total cost of Rs. 88.77 lakh of 3855 metres of CI pipes procured by the Resource Division.

The Superintending Engineer, PHE circle, Kunjaban was requested (December 1998 and December 1999) by Audit to state the reasons for non-lifting of 1108 metres of pipes by the Resource Division for the last fourteen years from the Stores Division and purchasing a fresh lot of such pipes of the same specifications and quantity. Reasons for non-lifting/non-use of the pipes had not been intimated as of February 2000).

Thus, the department had incurred an extra avoidable expenditure of Rs. 25.42 lakh despite availability of previous stock of pipes of the same specifications and quantity.

The Government to whom the matter was reported in May 2000 stated (July 2000) that the previous stock of such pipes had been kept as standby for

\* Calculated at the issue rate of Rs. 713 per metre for 1986-87.



restoring water supply system on emergent occasions, and the same would be utilised within six months. This is not tenable as keeping the standby stock for emergent occasions that remained unused for more than fourteen years was injudicious.

#### **4.2 Extra expenditure of Rs. 11.02 lakh**

##### **Delay in finalisation of quotations resulted in extra expenditure of Rs.11.02 lakh.**

Quotations for supply of 2000 tonnes of cement (Sanicherra stockyard: 1500 tonnes and Arundhutinagar stockyard: 500 tonnes) were invited (5 November 1997) by the Executive Engineer, Public Works Department, Stores Division. The last date of receipt of quotations was 5 December 1997 and supply had to be completed within two months as quotations were valid for 90 days from the date of opening i.e. 5 December 1997. Acceptance of rates (Rs. 2898 per tonne for Sanicherra and Rs. 3188.60 per tonne for Arundhutinagar) in favour of two agencies\* was communicated by the Superintending Engineer (II) on 26 May 1998. However, both the Agencies refused (15 June 1998) to supply cement on the ground that validity period of their offer had expired on 5 March 1998.

The reasons for non-finalisation of quotations within the validity period were not placed on record. On retendering (15 June 1998) to supply 2000 tonnes of cement, the rate in favour of agency 'C'† (Sanicherra at Rs.3445 per tonne and Arundhutinagar at Rs.3745 per tonne inclusive of taxes and FOR destinations) was accepted. The agency 'C' supplied 1996.80 tonnes (Sanicherra: 999.55 tonnes; Arundhutinagar: 997.25 tonnes) till September 1999, and payment of Rs.71.78 lakh was made in October 1999. The same quantity of cement would have cost the Department Rs. 60.76 lakh had the rates offered against the first call been accepted during their validity period.

Thus, due to delay in finalisation of quotations at the time of 1<sup>st</sup> call for supply of cement to Sanicherra and Arundhutinagar stockyards, the Department incurred an avoidable extra expenditure of Rs.11.02 lakh.

The matter was reported to the Government in May 2000; reply had not been received (October 2000).

\* 'A' - Birla Jute and Industries Ltd : 500 tonnes

'B' - Idcol Cement Ltd.: 1500 tonnes.

Sanicherra stockyard: 1000 tonnes and Arundhutinagar stockyard: 1000 tonnes.

† Vinay Cement Ltd.

### 4.3 Excess expenditure of Rs. 9.11 lakh

**Acceptance of tender by the Superintending Engineer, Circle II, at an abnormally high rate, resulted in excess expenditure of Rs. 9.11 lakh.**

Carriage of cement and bitumen from Railyard/Transit godown of Public Works Department (PWD) at Dharmanagar to Sanicherra was awarded to a contractor on 15 September 1992 for Rs. 14.51 lakh i.e. 238 per cent above the altered estimated cost of Rs. 4.29 lakh based on Tripura Schedule of Rates (TSR) 1990 (alteration was made irregularly by the Executive Engineer and accepted by the Superintending Engineer) against the original estimated cost of Rs. 4.65 lakh. The original estimated cost was reduced to Rs. 4.29 lakh by depicting the rate of the item (i.e. carriage of cement/bitumen) lower by Rs. 6 per tonne. This was done so as to restrict the value of the tender to Rs. 15 lakh which was within the competence of Superintending Engineer (SE), Second Circle (i.e. Rs. 15 lakh) to approve.

The contractor was paid Rs. 18.94 lakh in August 1995 for unloading and carrying of 21,937,136 tonnes of bitumen (10,968.568 tonnes @ Rs. 9.85 per tonne plus 10,968.568 tonnes @ Rs. 41.25 per tonne plus 238 per cent of the total). The final bill had not yet been passed for want of approval of deviation statement by the Chief Engineer, which was sent on 25 August 1995 by the Executive Engineer.

For carriage of different store materials during 1992-93, 1993-94 and 1994-95, 17 agreements were executed by Superintending Engineer and Chief Engineer, where the percentage of premium allowed varied from 13 per cent less to 57 per cent above the estimated cost with reference to TSR 1990.

In comparison with the contracts for carrying different store materials accepted at 13 per cent less to 57 per cent above TSR 1990 during the years from 1992-93 to 1994-95, the rate accepted in awarding of work for Rs. 14.51 lakh at 238 per cent above TSR 1990 (except one altered item) in September 1992 by the Superintending Engineer was abnormally high and lacked justification. As a result there was an excess payment of at least Rs. 9.11 lakh (paid Rs. 18.94 lakh against payable amount of Rs. 9.83 lakh\* if the maximum rate of 57 per cent above would have been allowed).

The matter was reported to the Government in May 2000; reply had not been received (October 2000).

\* Rs. 9.83 lakh (10,968.568 tonnes @ Rs. 9.85+10,968.568 tonnes @ Rs. 47.25+57 per cent of the total).

**4.4 Extra avoidable expenditure of Rs. 8.92 lakh**

**Acceptance of supply of pipes of different specification than ordered for from a firm resulted in avoidable expenditure of Rs. 8.92 lakh.**

The Executive Engineer, Resource Division, issued supply order (November 1996) to firm 'A' at Calcutta for supply of 3,300 metres of 200 mm diameter (dia) Cast Iron (CI) pipes along with 26,000 metres of different dia pipes as per Director General of Supplies and Disposal's (DGS&D) rate contract stipulating to complete supply within two months of supply order and payment to be made after receipt of materials in good condition. While communicating (23 November 1996) the acceptance, the firm changed the specification in the case of 200 mm dia to 250 mm dia for 3300 metres of pipes. The change in specification so made by the firm remained unnoticed to the divisional authorities between November 1996 and February 1998.

Upto September 1997, the firm was paid Rs. 2.44 crore for 29,286.28 metres of pipes which included 3,295.5 metres of 250 mm dia valued Rs. 34.61 lakh instead of 200 mm dia pipes against proof of despatch between July-August 1997; and all the pipes were received between November 1997 and April 2000. The change in specification was noticed after 15 months of the receipt of the pipes by the Division and the firm was requested (March 1998) to replace 250 mm dia pipes by 200 mm dia pipes. The firm did not accede to the request as the supply was reported (June 1998) to have been made as per acceptance of supply order.

Thus, failure of the Divisional authorities to make payment on the basis of proof of despatch instead of actual receipt of pipes in good condition and as per specifications in the storeyard led to receipt of pipes of different specifications later on. This resulted in extra-avoidable expenditure of Rs.8.92 lakh. The Department did not initiate any action either for delay in supply or for failure on the part of the concerned departmental officer to detect the alteration of specification at the time of acceptance of supply order and their failure in detecting change in specification of pipes and also not conducting physical verification at the time of receipt of materials at the storeyard in time.

The Chief Engineer (Public Health Engineering and Water Resources) observed that negligence on the part of the departmental staff in detecting change in specification of pipes could not be accepted and ordered (May 1999) to initiate action for fixing responsibility on concerned officers/staff at fault and to return the materials.

The Executive Engineer, however, stated (November 1999) that change in specification of the pipes and their receipt could not be noticed at the time of payment due to oversight and the Chief Engineer approved (May 1999) the acceptance of the pipes as the same had served the purpose. The reply is not tenable as justification for utilisation of 250 mm dia pipes against requirement of 200 mm dia pipes for execution of works assessed at the time of placement of supply order could not be furnished by the Division. Nor did the

Department initiate any action for failure on the part of the concerned departmental officers/staff to detect change in specification in time and for delay in supply.

The Government to whom the matter was reported, admitted (September 2000) that some re-modelling of pipelines could not be completed due to non-availability of 200 mm dia CI pipes.

#### 4.5 Non-recovery of Rs. 6.10 lakh due from the contractors

The Department failed to recover Rs. 6.10 lakh due from the contractors.

As per provisions of the Central Public Works Department Manual, final measurement and payment thereagainst for any work costing over Rs. 2 lakh should be completed within one month and six months respectively of the completion of the work after adjusting all the recoveries from the amount due to the contractor. It also stipulates that materials should be issued to work as per actual requirements and recoveries at specified rates effected from each running bill for the work executed.

The Executive Engineer, Agartala Division III awarded three works between May 1988 and July 1991 to contractors 'A', 'B' and 'C' at a total tendered value of Rs. 122.35 lakh against the estimated cost of Rs. 71.57 lakh and paid between March 1993 and March 1996 Rs. 149.50 lakh; but recoveries totalling to Rs. 6.10 lakh could not be effected from the contractors due to non-observance of the codal provisions, details of which are shown in the Annexure to this paragraph.

The matter was reported to the Government in June 2000; reply had not been received (October 2000).



Annexure to paragraph 4.5

Sl. No.	Name of work and contractor	Estimated cost	Tendered value	Uptodate value of			Amount paid	Excess payment	Remarks
				Final bill Gross	Due for recovery from final bill	Net amount payable (5)-(6)			
1	2	3	4	5	6	7	8	9	10
<i>(Rupees in lakh)</i>									
1.	Construction of building for Schedule Tribe Boys' Boarding House, Agartala  Contractor 'A'	12.53	19.84	14.23	Cost of:  (i) Materials used in work 0.52  (ii) Materials used in work not returned 2.01  Total 2.53	11.70	13.86	2.16	The contract was closed (August 1996) on request of the contractor due to his ill health. The final bill was prepared after one year and Rs. 2.16 lakh had become recoverable due to non-deduction of the same from the previous bill. The contractor was asked to deposit the amount (May 1998). Arbitrator was appointed in October 1999. Further results were awaited (August 2000).
2.	Construction of Industrial Training Institute Hostel for Women, Agartala  Contractor 'B'	20.28	21.61	32.17	Cost of:  Materials used in work 1.96  Total 1.96	30.21	32.67	2.46	Though the work was abandoned (March 1994) but final bill was prepared after three years and contractor was requested (December 1997) to deposit the amount but no recovery could be effected (August 2000) due to his death.
3.	Construction for building for Sukanta Academy of Science, Arts and Culture, Agartala  Contractor 'C'	38.76	80.90	104.60	Cost of materials: (i) Used in work 0.17 (ii) Not used nor returned 2.79 (iii) Empty cement bags 0.10 (iv) Income Tax 0.05  Total 3.11	101.49	102.97	1.48	The work completed (March 1993) for which the final bill had not yet been settled (August 2000); the reasons for non-settlement could not be explained nor found on record. Pending finalisation, the Division further paid Rs. 1 lakh (October 1994 and September 1995) when it was quite aware that Rs. 0.48 lakh had already become recoverable as per final bill.
<b>Total</b>		<b>71.57</b>	<b>122.35</b>	<b>151.00</b>	<b>7.60</b>	<b>143.40</b>	<b>149.50</b>	<b>6.10</b>	

**4.6 Avoidable expenditure of Rs. 4.96 lakh for not paying the bills in time**

**Delay in payment to the contractor resulted in avoidable expenditure of Rs. 4.96 lakh.**

The Executive Engineer, Ambassa Division awarded (January 1990) the work, "Soling, metalling and carpeting of Kamalpur-Maracherra-Ambassa Road/portion from 11.30 km to 16.30 km, brick soling only" to a contractor in two lots of 2.50 km each for Rs. 6.67 lakh (Rs. 3.34 lakh for one lot and Rs. 3.33 lakh for another lot) to complete the work by April 1990. The Sub-Divisional Officer (SDO) submitted (in March 1990) the first Running Account (RA) Bills for both the lots for one item only out of four items. The Division could not make payment of RA bills as Measurement Book (MB), copy of agreement etc. were seized by a departmental investigation team headed by the Additional Chief Engineer and the documents were handed over to the Vigilance Department. The SDO intimated (August 1991) that the work was completed in all respects in October 1990 but the work executed could not be measured for want of MB seized by the investigation team and no payment had been made to the contractor. The contractor filed a case in the court of Assistant District Judge for appointment of an Arbitrator.

The Chief Engineer appointed the Superintending Engineer (SE) as Arbitrator in May 1996 as per instruction of the Court (issued in April 1996). The Arbitrator awarded (September 1998) Rs. 11.46 lakh (inclusive of interest and incidental charges of Rs. 4.96 lakh) for both the lots for all the four items based on measurement of one item as indicated in a photocopy of MB. Interest was awarded due to locking up of huge capital. The awarded amount (after being decreed by the court on 22 December 1998) was paid in June 1999. Till July 1999, no report had been furnished either by departmental investigation team or by the Vigilance Department.

Since there was no dispute for the completion of the work stipulated in the agreement, as admitted by the Government before the arbitrator, the contractor could have been paid the value of work done by having alternative records like Measurement Books to assess the value of work done till finalisation of report by the investigation team/Vigilance Department.

Thus, due to non-payment of the bills to the contractor despite completion of work by him in time, the department had to bear an extra avoidable expenditure of Rs. 4.96 lakh towards interest and incidental charges.

The matter was reported to the Government in June 2000; reply had not been received (October 2000).

**4.7 Locking up of funds**

By allowing subsequent advances to TSIC without adjusting prior advances, Rs.24.77 lakh remained locked up for 22 to 113 months with potential loss of interest of Rs. 19.82 lakh.

As per codal provision, advances to firm/contractors are adjustable either by supply or recovery within a period of three months from the date of payment of advance.

Audit scrutiny, however, revealed that government did not observe above provisions and continued to release advances to Tripura Small Industries Corporation (TSIC) without adjusting previous advances leading to accumulations of unadjusted advance of Rs. 24.77 lakh, as shown in the Annexure to this paragraph.

As a result, Rs. 24.77 lakh remained locked up for periods ranging between 22 and 113 months. This also resulted in loss of interest of Rs. 19.82 lakh to the Government upto March 2000.

The matter was reported to Government in June 2000; reply had not been received (October 2000).

Annexure to paragraph 4.7

Sl. No.	Name of Division making advance payment	Period of payment of advance	Purpose for payment and advance	Materials for which supply order was placed		Amount of advance	Amount adjusted	Outstanding advance	Present status of supply
				Items	Quantity				
						<i>(Rupees in lakh)</i>			
1.	Agartala Division No. IV	Between December 1992 and January 1993	For construction of residential accommodation in the complex of Tripura State Rifles	Bricks	6 lakh	10.00	0.72	9.28	Neither supplied the materials nor refunded the amount (August 2000)
				Brick pieces	1000 cum				
2.	Southern Division No. II	December 1990	For execution of different works	Bricks	4.50 lakh	6.26	1.77	4.49	Neither supplied the materials nor refunded the amount (November 1998).
		Between December 1992 and January 1993		Brick Pieces	750 cum	6.00	-	6.00	Further position had not been furnished by the Division (August 2000)
		July 1998	-do-	Bricks	10 lakh	5.00	-	5.00	
			-do-	Brick Pieces	1000 cum				
				Not available					
						27.26	2.49	24.77	



## POWER DEPARTMENT

### 4.8 Extra expenditure due to failure to consume contracted quantity of gas

**Incorrect assessment of requirements coupled with injudicious contract agreement led to an avoidable expenditure of Rs.1.33 crore.**

Mention was made in Para 4.9 of the Report of the Comptroller and Auditor General of India for the year ended March 1993 regarding extra expenditure of Rs.77.47 lakh for excess supply of 125.76 lakh standard cubic metres of gas due to incorrect assessment of the minimum guaranteed requirements of gas in Gas Thermal Electrical Division, Baramura (GTED).

The agreement made with the Gas Authority of India Ltd. (GAIL) in April 1995 provided that the Authority would supply natural gas as per requirement subject to the maximum of 1,38,000 standard cubic metres ( $\text{Sm}^3$ ) of gas per day. If the consumption of gas fell below 80 per cent of the maximum quantity of supply per day, payment had to be made for 80 per cent of the minimum guaranteed off-take quantities, i.e. 1,10,400  $\text{Sm}^3$  per day.

Further scrutiny of records (May 1999) disclosed that the Executive Engineer, Gas Thermal Electrical Division, Baramura paid (between July 1993 and September 1998) for a total quantity of 6,66,21,381  $\text{Sm}^3$  of gas against actual supply and consumption of 4,98,46,286  $\text{Sm}^3$  of gas (between March 1993 and August 1998). The monthly consumption of gas ranged between 51 per cent and 74 per cent of minimum guaranteed supply (1.104 lakh  $\text{Sm}^3$  per day) except in seven months (March 1993, September 1994, May 1995, June 1995, September 1997, June 1998 and August 1998) when average daily consumption was 89 per cent of the minimum guaranteed supply per day.

The Executive Engineer, GTED, Baramura attributed (October 1999) the shortfall in consumption of gas below the minimum guaranteed off take quantity to forced/periodical outages and maintenance of one or other unit for major damages, non-availability of spares, etc. It was also stated that Units I, II and III of power generation turbines could not be operated for 41 months, 48 months and 10 months respectively out of the said period of 66 months (viz. March 1993 to August 1998) for the said reasons. However, there was nothing on record to indicate that effective steps were taken by the Department/Government to put the units in normal operational condition so that the minimum guaranteed off-take quantity of gas could be utilised or that efforts were made to realistically assess daily maximum requirement and arrive at a mutually more suitable agreement with GAIL. Despite this being brought to the notice of the Government, it routinely went ahead to revalidate

the same agreement in March/April 1995. Consequently, Rs. 133.30 lakh<sup>°</sup> was paid to GAIL, which was avoidable.

The matter was reported to the Government in May 2000; reply had not been received (October 2000).

#### 4.9 Outstanding Inspection Reports

First reply for 37 out of 306 Inspection Reports issued during 1988-89 to 1999-2000 was not furnished by the Public Works and Power Departments, while the Government prescribed a time limit of one month from the date of receipt of the Inspection Reports to furnish the reply.

Audit observations on financial irregularities and defects in initial accounts noticed during local audit and not settled on the spot are communicated to the auditee Departments and the concerned higher authorities through Inspection Reports. The more serious irregularities are reported to the Department and the Government. The Government had prescribed that the first reply to the Inspection Reports should be furnished by the concerned departments within one month from the date of their receipt.

The position of outstanding reports in respect of Public Works Department and Power Department is discussed below:

##### (a) PUBLIC WORKS DEPARTMENT

A review of position of outstanding Inspection Reports relating to Public Works Department revealed that 953 paragraphs included in 214 Inspection Reports issued upto March 2000 were pending settlement as of June 2000. Of these even first reply had not been received in respect of 24 Inspection Reports despite repeated reminders. Year-wise break-up of the outstanding Inspection Reports and paragraphs is given below:

<sup>°</sup> Rs. 133.30 lakh (cost of gas: Rs. 108.20 lakh, Royalty: Rs. 10.82 lakh, and Tripura Sales Tax (TST): Rs. 14.28 lakh) for 165.75 lakh Sm<sup>3</sup> gas not used in the plant.

Sl No.	Year	Number of Outstanding		Number of Inspection Reports for which even first reply has not been received
		Inspection Reports	Paragraphs	
01	1989-1990	1	1	
02	1990-1991	4	22	
03	1991-1992	22	105	
04	1992-1993	28	142	
05	1993-1994	19	68	
06	1994-1995	26	130	
07	1995-1996	21	98	
08	1996-1997	24	97	
09	1997-1998	35	89	2
10	1998-1999	18	95	8
11	1999-2000	16	106	14
	<b>TOTAL</b>	<b>214</b>	<b>953</b>	<b>24</b>

The important irregularities noticed during inspection of PW Divisions during 1999-2000 are summarised below:

Sl No.	Nature of irregularities	Number of cases	Amount involved (Rupees in lakh)
1.	Extra/avoidable/excess/unfruitful/extra liability	30	1993.57
2.	Non-delivery of materials by supplier	1	58.00
3.	Outstanding licence fee	1	3.51
4.	Excess expenditure on establishment	2	171.48
5.	Loss on sale of petrol	1	394.84
6.	Outstanding claim	1	283.03
7.	Extra cost recoverable from defaulting contractors/non-recovery of materials/cost of materials from the contractors	9	313.07
8.	Idle outlay	4	51.37
9.	Irregular payment of excise duty	1	31.84
10.	Non-realisation of earnest money	1	1.12
11.	Loss of money	3	7.99
12.	Idle/irregular payment of wages	6	127.61
13.	Unauthorised purchase	4	78.51
14.	Suspected misappropriation	1	1.40
15.	Extra expenditure due to delay in handing over sites	2	19.09
16.	Non-execution of work	1	4.47
17.	Unauthorised expenditure due to award of work order/without call of tenders	3	92.56
18.	Government dues awaiting recovery from Government Company	1	1.48
19.	Payment of Excise Duty without obtaining clearance	2	19.10
20.	Unauthorised financial aid to contractor	4	7.50
21.	Forfeited earnest money not credited	1	1.14
22.	Extra expenditure due to acceptance of tender at higher rate	3	56.50
23.	Inadmissible Inspection fee	2	3.20
24.	Extra liability due to unauthorised closure of contract	1	2.40
25.	Non-recovery of forest royalty	2	6.03
26.	Unauthorised awards of work in Form 11	1	121.43
27.	Loss due to theft	1	1.99
28.	Double/wrong booking of expenditure	1	18.88
	<b>TOTAL</b>	<b>90</b>	<b>3873.11</b>



**(b) POWER DEPARTMENT**

At the end of June 2000, 92 Inspection Reports relating to Power Department issued upto March 2000 contained 247 unsettled paragraphs. Of these, for 13 Inspection Reports even first reply had not been received despite repeated reminders (as of June 2000). Year-wise break-up of outstanding Inspection Reports and Paragraphs are given below:

Sl. No.	Year	Number of outstanding		Number of Inspection Reports for which even first reply has not been received
		Inspection Reports	Paragraphs	
1.	1988-1989	2	5	
2.	1989-1990	1	6	
3.	1990-1991	10	26	
4.	1991-1992	7	27	
5.	1992-1993	9	33	
6.	1993-1994	5	20	
7.	1994-1995	7	26	
8.	1995-1996	8	34	
9.	1996-1997	10	26	
10.	1997-1998	14	13	
11.	1998-1999	12	6	
12.	1999-2000	7	25	13
	<b>Total</b>	<b>92</b>	<b>247</b>	<b>13</b>

The more important types of irregularities noticed during local audit of Power Department during 1999-2000 are summarised below:

Sl. No.	Nature of irregularities	Number of cases	Amount involved (Rupees in lakh)
1.	Idle Expenditure	1	25.94
2.	Unauthorised expenditure	1	14.09
3.	Overpayment	2	48.81
3.	Cash recovery	2	7.75
5.	Extra expenditure	3	3028.51
6.	Wasteful expenditure	1	1.77
	<b>TOTAL</b>	<b>10</b>	<b>3126.87</b>

## CHAPTER V : STORES AND STOCK

### SECTION - B

#### POWER DEPARTMENT

##### 5.1 Irregular closure of agreement leading to loss of Rs. 19.56 lakh

Failure of the department to take action as per provisions in the agreement resulted in loss of Rs. 19.56 lakh on purchase of ACSR and disc insulators.

(a) The Executive Engineer, Electrical Stores Division, placed order (July 1994) for supply of 1162.5 km Aluminium Conductor Steel Reinforced (ACSR) of two different specifications valued at Rs. 97.38 lakh by October 1994 under an agreement executed with a Calcutta based firm 'A'. The agreement, *inter alia*, provided for price variation limited to  $\pm 13.5$  and  $11.5$  per cent on two specifications of ACSR for the period upto 21 October 1994. Failure of the firm to complete supply as agreed would attract the liability to pay liquidated damages upto  $10$  per cent of the contract value. In November 1994, the firm requested for withdrawal of the ceiling limit due to increase in cost of raw materials, which was not acceded to by the Department. Instead, the agreement was closed by the Department in February 1996 without invoking the penal clauses of the agreement. Between January and February 1995, the firm, however, supplied 241.3 km of ACSR at a cost of Rs. 20.11 lakh.

Thus, due to failure of the department to take action as per provisions in the agreement, there was a loss of Rs. 9.74 lakh to the Department towards liquidated damage.

(b) Out of 28,000 11 KV disc insulators worth Rs. 34.52 lakh ordered by the Executive Engineer, Electrical Stores Division, in November 1992, for completion of supply by February 1993, an agency supplied 20,939 Disc Insulators between October 1993 and December 1997. The firm did not supply 7,061 insulators due to refusal of price escalation claims by the Department in June 1997 as there was no provision in the agreement for such payment. But the agreement provided that failure of the firm to supply in time was to attract the liability to pay liquidated damages up to  $10$  per cent of the contract value. In March 1998, the agreement was closed by the Chief Engineer (Electrical) under the provision of the Notice Inviting Tenders. This irregular closure of the agreement was stated to be under investigation. The name of the agency investigating the matter was not intimated to Audit. The report of investigation had not been received (August 2000). The Department procured 7,061 disc insulators from the same agency against another supply order issued in September 1997 involving an extra expenditure of Rs. 9.44 lakh.

Thus, due to failure of the Department to rescind the contract in time, the Department could not recover Rs. 12.90 lakh\* on account of extra cost (Rs.9.44 lakh) and liquidated damages (Rs. 3.46 lakh) under the original agreement. With an available balance of Rs. 3.08 lakh due to the supplier but withheld, the Department, therefore, sustained loss of Rs. 9.82 lakh.

The above points were reported to the Government in June 2000; reply had not been received (October 2000).

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* Extra Expenditure for obtaining 7,061 disc insulators @ Rs. 133.72	Rs. 9.44 lakh
Original rate	Rs. 123.40 lakh
Subsequent rate	Rs. 257.12 lakh
Excess rate	Rs. 133.72 lakh
Liquidated damages being 10 per cent of contract value	Rs. 3.46 lakh
<b>Total</b>	<b>Rs. 12.90 lakh</b>
Available security deposit Rs. 1.00 lakh	
Withheld amount (-) Rs. 2.08 lakh	Rs. 3.08 lakh
	<b>Rs. 9.82 lakh</b>

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## CHAPTER VI : REVENUE RECEIPTS

### 6.1 General

#### 6.1.1 Trend of revenue receipts

The total receipts of the State during the year 1999-2000 amounted to Rs.1438.26 crore. These comprise tax revenue of Rs. 101.74 crore and non-tax revenue of Rs. 76.19 crore, State's share of divisible Union taxes of Rs.529.55 crore and grants-in-aid of Rs.730.78 crore received from the Government of India.

Analysis of receipts during the year 1999-2000 and the preceding two years is given below :

		1997-98	1998-99	1999-2000
		(Rupees in crore)		
I.	Revenue raised by the State Government			
	(a) Tax Revenue	71.64	84.13	101.74
	(b) Non-Tax Revenue	34.87	44.83	76.19
	<b>Total</b>	<b>106.51</b>	<b>128.96</b>	<b>177.93</b>
II.	Receipts from Government of India			
	(a) State's share of net proceeds of divisible Union taxes	429.77	457.02	529.55
	(b) Grants-in-aid	545.82	682.37	730.78
	<b>Total</b>	<b>975.59</b>	<b>1139.39</b>	<b>1260.33</b>
III.	Total receipts of the State Government (I+II)	1082.10	1268.35	1438.26
IV.	Percentage of I to III	10	10	12

#### 6.1.2 Tax Revenue

Tax revenue of the State constituted about 57 per cent of the revenue raised by the State Government. An analysis of major sources of tax revenue for the year 1999-2000 and the preceding two years is given below :

Sl. No.	Heads of Revenue	1997-98	1998-99	1999-2000	Increase(+) or decrease(-) in 1999-2000 over 1998-99	Percentage of variation
		(Rupees in lakh)				
1.	Sales Tax	4238.80	4770.16	5778.45	(+) 1008.29	(+) 21
2.	State Excise	1496.31	1699.79	2010.65	(+) 310.86	(+) 18
3.	Other taxes on Income and Expenditure	550.65	586.57	1055.61	(+) 469.04	(+) 80
4.	Stamps and Registration Fees	393.21	481.77	509.72	(+) 27.95	(+) 6
5.	Taxes on Vehicles	182.52	350.54	359.58	(+) 9.04	(+) 3
6.	Other Taxes and Duties on Commodities and Services	117.57	123.18	118.86	(-) 4.32	(-) 4
7.	Land Revenue	167.32	336.88	256.81	(-) 80.07	(-) 24
8.	Taxes on Agricultural Income	16.87	63.61	78.20	(+) 14.59	(+) 23
9.	Taxes and Duties on Electricity	0.34	1.03	6.08	(+) 5.05	(+) 490
	<b>Total</b>	<b>7163.59</b>	<b>8413.53</b>	<b>10173.96</b>	<b>(+) 1760.43</b>	<b>(+) 21</b>



The reasons for variations in respect of heads of revenue where variation was substantial had not been received from the concerned departments (November 2000), though called for.

### *6.1.3 Non-Tax Revenue*

Non-tax revenue of the State constituted 43 per cent of the revenue raised by the State Government. The details of major sources of non-tax revenue for the year 1999-2000 and the preceding two years are given below:

Sl. No.	Heads of Revenue	1997-98	1998-99	1999-2000	Increase(+) or decrease (-) in 1999-2000 over 1998-99	Percentage of variation
<i>(Rupees in lakh.)</i>						
1.	Power	1504.25	1991.24	3392.95	(+) 1401.71	(+) 70
2.	Forestry and Wildlife	224.55	195.05	244.44	(+) 49.39	(+) 25
3.	Education, Sports, Art and Culture	23.42	34.26	26.26	(-) 8.00	(-) 23
4.	Crop Husbandry	154.03	157.37	121.09	(-) 36.28	(-) 23
5.	Other Administrative Services	246.57	122.90	266.83	(+) 143.93	(+) 117
6.	Other Rural Development Programmes	160.64	174.32	155.02	(-) 19.30	(-) 11
7.	Police	114.59	238.47	429.35	(+) 190.88	(+) 80
8.	Interest Receipts	212.86	359.92	1161.72	(+) 801.80	(+) 222
9.	Stationery and Printing	94.31	139.41	174.95	(+) 35.54	(+) 25
10.	Animal Husbandry	36.00	48.52	43.32	(-) 5.20	(-) 11
11.	Industries	200.27	332.25	408.63	(+) 76.38	(+) 23
12.	Public Works	54.93	63.61	63.95	(+) 0.34	(+) 1
13.	Village and Small Industries	132.94	38.86	16.70	(-) 22.16	(-) 57
14.	Fisheries	26.00	16.72	33.16	(+) 16.44	(+) 98
		<b>3185.36</b>	<b>3912.90</b>	<b>6538.37</b>	<b>(+) 2625.47</b>	<b>(+) 67</b>

The reasons for variations in respect of heads of revenue where variation was substantial had not been received from the concerned departments (November 2000), though called for.

### *6.1.4 Variations between Budget Estimates and Actuals*

The variations between Budget Estimates (Revised) and actuals in respect of some of the important heads of revenue for the year 1999-2000 are indicated below :

TAX REVENUE					
Sl. No.	Head of revenue	Budget estimates (Revised)	Actuals	Variation Increase(+)/ Decrease(-)	Percentage of variation over Budget estimates
(Rupees in lakh)					
1.	Sales Tax	5711.00	5778.45	(+) 67.45	(+) 1
2.	State Excise	2011.00	2010.65	(-) 0.35	(-) 0.01
3.	Other Taxes on Income and Expenditure	1200.00	1055.61	(-) 144.39	(-) 12
4.	Stamps and Registration Fees	400.00	509.72	(+) 109.72	(+) 27
5.	Taxes on Vehicles	331.00	359.58	(+) 28.58	(+) 9
6.	Other Taxes and Duties on Commodities and Services	136.00	118.86	(-) 17.14	(-) 13
7.	Land Revenue	100.00	256.81	(+) 156.81	(+) 157
8.	Taxes on Agricultural Income	72.00	78.20	(+) 6.20	(+) 9

Reasons for variations had not been received from the concerned departments of the Government (November 2000), though called for.

NON-TAX REVENUE					
Sl. No.	Head of revenue	Budget estimates (Revised)	Actuals	Variation Increase(+)/ Decrease(-)	Percentage of variation
(Rupees in lakh)					
1.	Power	2877.00	3392.95	(+) 515.95	(+) 18
2.	Forestry and Wildlife	240.00	244.44	(+) 4.44	(+) 2
3.	Crop Husbandry	160.00	121.09	(-) 38.91	(-) 24
4.	Other Administrative Services	220.00	266.83	(+) 46.83	(+) 21
5.	Interest Receipts	750.00	1161.72	(+) 411.72	(+) 55
6.	Stationery and Printing	100.00	174.95	(+) 74.95	(+) 75
7.	Public Works	70.00	63.95	(-) 6.05	(-) 9
8.	Animal Husbandry	49.00	43.32	(-) 5.68	(-) 12
9.	Fisheries	17.00	33.16	(+) 16.16	(+) 95
10.	Other Rural Development Programmes	125.00	155.02	(+) 30.02	(+) 24
11.	Industries	333.00	408.63	(+) 75.63	(+) 23

The reasons for variations had not been received from the concerned departments of the Government (November 2000), though called for.

#### 6.1.5 Cost of collection

The gross collection in respect of major revenue receipts, expenditure incurred on their collection and the percentage of such expenditure to gross collection during the years 1997-98, 1998-99 and 1999-2000 along with relevant all India average percentage of expenditure on collection to gross collection for 1998-99 are given below :

Head of revenue	Year	Gross collection	Expenditure on collection	Percentage of expenditure to gross collection	All India percentage of expenditure to gross collection
( Rupees in lakh )					
1. Sales Tax	1997-98	4238.80	76.86	1.81	
	1998-99	4770.16	85.50	1.79	1.40
	1999-2000	5778.45	98.14	1.69	
2. State Excise	1997-98	1496.31	41.98	2.80	
	1998-99	1699.79	47.03	2.76	
	1999-2000	2010.65	45.61	2.26	3.25
3. Stamps and Registration Fees	1997-98	393.21	57.44	14.61	
	1998-99	481.77	69.01	14.34	5.45
	1999-2000	509.72	77.92	15.30	
4. Taxes on Vehicles	1997-98	182.53	26.09	14.33	
	1998-99	1350.54	37.82	10.8	523.22
	1999-2000	359.58	43.66	12.16	

#### 6.1.6 Arrears in assessment

The details of Sales Tax assessment and Agricultural Income Tax assessment cases pending at the beginning of the year, cases becoming due for assessment during the year, cases disposed of during the year and the number of cases pending finalisation at the end of each year during the years 1995-96 to 1999-2000 as furnished by the Departments along with percentage of cases finalised to total number of cases are given below :

Year	Opening balance	Cases due for assessment during the year	Total	Cases finalised during the year	Balance at the closing of the year	Percentage of cases finalised to total number of cases
<b>(a) Sales Tax</b>						
1995-96	4600	3960	8560	3665	4895	43
1996-97	4895	4799	9694	2964	6730	31
1997-98	6730	4660	11390	2231	9159	20
1998-99	9159	5198	14357	1725	12632	12
1999-2000	12632	5717	18349	3010	15339	16
<b>(b) Agricultural Income Tax</b>						
1995-96	258	20	278	4	274	1
1996-97	274	109	383	18	365	5
1997-98	365	46	411	35	376	9
1998-99	376	46	422	27	395	6
1999-2000	395	40	435	18	417	4

It is observed that, in all the years, the cases finalised during the year were less than the addition during the year. Thus, there was a constant increase in the arrears.

### 6.1.7 Uncollected revenue

Analysis of arrears of revenue pending collection as on 31 March 2000 in respect of Sales Tax and Agricultural Income Tax as reported (August 2000) by the Department and corresponding figures for the preceding year are indicated below:

Heads of Revenue	Arrears pending collection as on		Arrears of revenue outstanding for more than 5 years as on		Remarks
	31 March 1999	31 March 2000	31 March 1999	31 March 2000	
(Rupees in lakh)					
1. Sales Tax	979.86	942.22	135.25	143	Out of Rs. 942.22 lakh, recoveries amounting to Rs. 277.72 lakh had been stayed by courts, Rs.23.64 lakh by Government, demands for Rs. 515.65 lakh had been covered by recovery certificates, Rs.4.26 lakh was likely to be written off and Rs.120.95 lakh was at different stages of recovery.
2. Agricultural Income Tax	10.69	22.07	6.74	6.74	Out of Rs.22.07 lakh, recoveries amounting to Rs.16.34 lakh had been stayed by courts, demands for Rs.3.63 lakh had been covered by recovery certificates and Rs. 2.10 lakh was at different stages of recovery.

### 6.1.8 Outstanding Inspection Reports and audit observations

Important irregularities in assessment of revenue and defects in the accounting of revenue receipts noticed in audit and not settled on the spot are communicated to Heads of Offices and departmental authorities through local audit reports. The more important and serious irregularities are reported to the Government. Besides, statements indicating the number of observations outstanding for over six months/one year are also sent to Government for expediting their settlement.

- (a) At the end of June 2000 in respect of inspection reports issued upto December 1999, 1826 audit observations were still to be settled as per details given below. The corresponding position in the earlier two years has also been indicated alongside.



	At the end of		
	June 1998	June 1999	June 2000
Number of outstanding local audit reports	474	461	485
Number of outstanding audit observations	1475	1862	1826
Amount of receipts involved (Rupees in lakh)	1930.73	2200.16	2428.46

(b) The head-wise break-up of outstanding inspection reports, audit observations and amount involved therein as on 30 June 2000 is indicated below :

Class of receipts	Number of outstanding		Amount of receipts involved	Year to which observation relates	Number of Inspection Reports for which even 1st reply had not been received
	Inspection Reports	Audit observations			
(Rupees in lakh)					
1. Sales Tax	94	378	687.23	1986-87 to 1999-2000	1
2. Forest	99	400	540.66	1987-88 to 1999-2000	-
3. Electricity	202	868	789.59	1984-85 to 1999-2000	-
4. Professional Tax	7	13	9.29	1992-93 to 1999-2000	1
5. Motor Vehicles	13	41	244.51	1985-86 to 1999-2000	-
6. Agricultural Income Tax	7	17	3.49	1987-88 to 1999-2000	-
7. Excise	20	52	128.27	1993-94 to 1999-2000	-
8. Land Revenue	22	20	10.72	1993-94 to 1999-2000	-
9. Stamps and Registration	16	22	2.66	1993-94 to 1999-2000	-
10. Entertainment Tax	5	15	12.04	1994-95 to 1999-2000	-

## 6.2 Results of audit

### 6.2.1 Sales Tax

The test check of Sales Tax assessment and other records of 5 units conducted in audit during the year 1999-2000 revealed under-assessment/escapement of turnover, blockage of Government revenue, non-levy of penalty etc., amounting to Rs.236.91 lakh in 24 cases which broadly fall under the following groups :

Sl. No.		Number of cases	Amount involved (Rupees in lakh)
1.	Under-assessment of interest	6	4.01
2.	Under-assessment of Tax	3	1.63
3.	Non-levy of penalty	2	3.22
4.	Non-assessment of Additional Sales Tax	2	1.07
5.	Detection of Tax evasion	2	2.07
6.	Blockage of Government money/ loss of revenue	4	56.11
7.	Non-realisation of composition money	3	162.71
8.	Under-assessment of turnover	1	1.42
9.	Utilisation of Government revenue towards departmental expenditure	1	4.67
		24	236.91

During 1999-2000, the Department accepted audit objections of Rs.236.91 lakh in all 24 cases.

### 6.2.2 State Excise

The test check of records in 3 units of State Excise conducted in audit during the year 1999-2000 revealed loss of excise duty and other irregularities amounting to Rs.17.07 lakh in 8 cases which broadly fall under the following categories :

Sl. No.		Number of cases	Amount involved (Rupees in lakh)
1.	Loss of Government Revenue	4	12.11
2.	Non-realisation of litrage fee <sup>o</sup>	2	2.92
3.	Non-realisation of excise duty	2	2.04
		8	17.07

<sup>o</sup> Litrage fee is payable by all the licensees for retail vending of India Made Foreign Liquor (IMFL) in the State upon the quantity of IMFL assessed to have been sold during the previous 12 months.

## SECTION - B

### FINANCE DEPARTMENT SALES TAX

#### 6.3 Non levy/short levy of penalty

**Failure to levy penalty as per the Act resulted in loss of revenue amounting to Rs. 20.59 lakh.**

Under the Tripura Sales Tax (TST) Act, 1976, if the Superintendent of Taxes, in the course of proceedings under the Act, is satisfied that any dealer has, without reasonable cause, failed to furnish the return within the time allowed or has, without reasonable cause, failed to comply with a notice issued under the Act or has concealed the particulars of his turnovers or has evaded in any way the liability to pay tax, he may direct such dealer to pay by way of penalty, in addition to the tax payable by him, a sum not exceeding one and half times of that amount but not less than 10 *per cent* of that amount. To ensure a uniform practice throughout the State, the Commissioner of Taxes issued (December 1987) guiding principles to all Superintendents of Taxes regarding quantum of penalty leviable. It was also stipulated therein that a dealer shall be liable to pay penalty in all the cases where interest is payable and where assessments are made as per best judgement under section 9(4) of the TST Act, 1976 in the absence of proper books of accounts.

A test check (October/December 1998 and March 1999) in audit of assessments for the years 1988-89 to 1996-97 finalised between May 1993 and December 1997 by four Superintendents of Taxes (Charges-I, IV, V and Dharmanagar) revealed that in 27 cases of assessments there were concealment of turnover and consequent evasion of tax for which penalty of Rs. 15.78 lakh was not levied at all in 9 cases and in the remaining 18 cases penalty of Rs. 4.81 lakh was short levied. This resulted in non/short levy of penalty amounting to Rs. 20.59 lakh.

The Government to whom the matter was referred (May 2000) stated (September 2000) that penalty imposed by the assessing authorities of charges IV, V and Dharmanagar was upto the discretion and satisfaction of the authorities. The contention is not tenable since there was concealment of turnover and evasion of tax liability by 14 to 100 *per cent* in all the cases and according to the provision of section 13(1)(C) and (D) of the Act read with the said Memorandum, the levy of penalty was compulsory at prescribed ceiling of rates. It was also mentioned that two cases of assessment under the Superintending of Taxes were sub-judice while comments on other two assessments had not been received (November 2000).

## STATE EXCISE

## 6.4 Non-realisation of import fee

Failure to levy import fee on IMFL as per the Rule resulted in loss of revenue amounting to Rs. 3.03 lakh.

Under Rule 5(1) and (2) of the Tripura Excise (Import of India Made Foreign Liquor and Beer) Rules, 1996, an import fee on India Made Foreign Liquor (IMFL) and Beer manufactured outside the State but within India and imported into the State shall be leviable at Rs. 4 and Re. 1 for every bulk litre of IMFL and Beer respectively. The Rules came into force on 8 November 1996.

Test check of records (between February and August 1999) of the Collectors of Excise<sup>+</sup> revealed that four units\* imported 147481.25 and 7530 bulk litres of IMFL and Beer respectively during the period from November 1996 to July 1999, for which import fee of Rs. 5.97 lakh leviable under the provision of the rule *ibid* was not levied and realised. This resulted in non-realisation of import fee amounting to Rs. 5.97 lakh (Dhalai: Rs. 3.02 lakh; Kailashahar: Rs. 1.69 lakh; and Udaipur: Rs. 1.26 lakh).

The matter was reported (between February and August 1999) to the Collectors of Excise. While an amount of Rs.2.80 lakh and Rs.0.14 lakh, out of Rs.3.02 lakh and Rs.1.26 lakh stated (August – September 2000) to have been collected (upto August 2000) by the Collectors of Excise, Dhalai and Udaipur respectively, the Collector of Excise, Kailashahar stated (May 2000) that realisation of the amount (Rs.1.69 lakh) has become impossible as the units to whom permits were issued had since been transferred out of the State.

The matter was reported to the Government in May 2000; their reply had not been received (November 2000).

<sup>+</sup> Collectors of Excise, Dhalai, Kailashahar and Udaipur.

<sup>\*</sup> Commandants, 23 Assam Rifles, 22 Assam Rifles, 42-B.R.T.F., and 1816 Pioneer Company(Army).



## SECTION - A

### FOREST DEPARTMENT

#### 6.5 Loss of revenue

The Department incurred loss of revenue of Rs. 5.13 lakh due to damage of seized forest produce.

Accounting and disposal of forest produce seized under forest offence cases are governed by the Indian Forest Act, 1927 as amended in 1984, 1986 and rules made thereunder from time to time by the Government of Tripura. In cases where the offender for the forest produce so seized is not traceable and the case is treated as undetected, the produce is to be transported to the nearest sales depot or forest office for disposal by auction, tender or any other method.

In course of audit (February and August 1999) of accounts of the Divisional Forest Officers (DFOs), Kailashahar and Ambassa, it revealed that 473.801 cubic metres of timber and 1848.14 metres of salposts valued at Rs. 17.60 lakh were seized during the period from 1993-94 to 1998-99. The department could neither dispose of those timber and salposts nor arrange for their proper protection from vagaries of weather despite having reports that these were getting damaged. Due to non-disposal and improper protection, 146.678 cubic metres of timber and 695.98 metres of salpost valued at Rs.5.13 lakh (timber: Rs.3.66 lakh; salpost: Rs. 1.47 lakh) were damaged resulting in loss of Rs. 5.64 lakh (including sales tax: Rs. 0.51 lakh) to the Government. On this being pointed out (August 1999), the DFO, Ambassa, stated (August 1999 and August 2000) that disposal of seized timber had been kept in abeyance under the orders (October 1998) of the Principal Chief Conservator of Forest, reasons for which were neither on record nor could be stated. DFO, Northern Division, Kailashahar stated (August 2000) that action initiated for disposal of seized timber did not yield any result as of August 2000.

The matter was reported to the Government in June 2000; reply had not been received (November 2000).

## CHAPTER VII : FINANCIAL ASSISTANCE TO LOCAL BODIES AND OTHERS

### 7.1 General

7.1.1 Autonomous bodies and authorities are set up to discharge generally non-commercial functions of public utility services. These bodies/authorities by and large receive substantial financial assistance from Government. Government also provides substantial financial assistance to other institutions such as those registered under the respective State Co-operative Societies Act, Companies Act, 1956, etc., to implement certain programmes of the State Government. The grants are intended essentially for maintenance of educational institutions, hospitals, charitable institutions, construction and maintenance of schools and hospital buildings, improvement of roads and other communication facilities under municipalities and local bodies.

During 1999-2000, financial assistance of Rs.73.37 crore was paid to various autonomous bodies and institutions broadly grouped as under :

Name of institutions	Amount of assistance paid
	<i>(Rupees in crore)</i>
1. Universities and Educational Institutions	34.07
2. Municipal Corporations and Municipalities	3.73
3. Zilla Parishads and Panchayat Raj Institutions	20.15
4. Development Agencies	1.60
5. Hospitals and other Charitable Institutions	1.45
6. Other Institutions	12.37
<b>Total</b>	<b>73.37</b>

### 7.1.2 Delay in furnishing utilisation certificates

The financial rules of Government require that where grants are given for specific purposes, certificates of utilisation should be obtained by the departmental officers from the grantees, and after verification, these should be forwarded to Accountant General (Accounts and Entitlement) within one year from the date of sanction, unless specified otherwise.

Of the 765 utilisation certificates due as on September 2000 in respect of grants aggregating Rs.150.44 crore paid during the period 1993-94 to 1999-2000, only 631 utilisation certificates for Rs.77.07 crore had been furnished by 30 September 2000 and 134 certificates for an aggregate amount of Rs.73.37 crore were yet to be received (October 2000). Department-wise break-up of outstanding utilisation certificates for the year 1999-2000 are given below :

Group	Sl. No.	Name of the Department	Number of certificates	(Rupees in crore)
Universities and Educational Institutions	1	Education	51	34.07
Municipal Corporation and Municipalities	2.	Urban Development	35	3.73
Zilla Parishad and Panchayat Raj Institutions	3.	Panchayat Raj	11	20.15
Development Agencies	4	Rural Development	5	1.60
Hospitals and other Charitable Institutions	5	Health and Family Welfare	15	1.45
Other Institutions	6	Fisheries	8	0.40
	7	Social Security and Welfare	3	0.30
	8	Welfare of Schedule Castes and Other Backward Communities	6	11.67
		Total	134	73.37

### 7.1.3 Delay in submission of information/accounts

In order to identify the Institutions which attract audit under Section 14/ 15 of the C&AG's (Duties, Powers and Conditions of Service) Act, 1971, Government / Heads of Departments are required to furnish to Audit every year detailed information about the financial assistance given to various institutions, the purpose for which assistance was sanctioned and the total expenditure of the institutions. Information for the year 1998-99 called for from Finance Department in March 1999. Only 10 Departments/ Directorates have furnished their reply and reply is awaited from 35 Departments/ Directorates as of November 2000. Twenty two Departments/ Directorates who had not furnished information for a number of years are indicated against each in the following table.

SL. No.	Name of the Department/ Directorate	Year from which information had not been furnished
(1)	(2)	(3)
1.	Agriculture	1995-96 to 1998-99
2.	Animal Resource Development	1995-96 to 1998-99
3.	Co-operation	1987-88 to 1998-99
4.	Higher Education	1987-88 to 1998-99
5.	School Education	1990-91 to 1996-97 and 1998-99
6.	Social Welfare and Social Education	1992-93 to 1998-99
7.	Food and Civil Supplies	1994-95 to 1998-99
8.	Forest	1994-95 to 1998-99
9.	Health and Family Welfare	1997-98 to 1998-99
10.	Home (Police/ Fire Service)	1994-95 to 1998-99
11.	Horticulture, Soil and Water Conservation	1987-88 to 1998-99
12.	Handloom, Handicrafts and Sericulture	1987-88 to 1998-99
13.	Information, Cultural Affairs and Tourism	1994-95 to 1998-99
14.	Jail	1992-93 to 1998-99
15.	Labour and Employment	1994-95 to 1998-99
16.	Law	1991-92 to 1998-99
17.	Panchayat	1994-95 to 1998-99
18.	Revenue	1993-94 to 1998-99
19.	Rural Development	1992-93 to 1998-99
20.	Statistics	1992-93 to 1998-99
21.	Transport	1994-95 to 1998-99
22.	Welfare of SCs, OBCs and Minorities	1992-93 to 1995-96 and 1998-99

7.1.3.1 The status of submission of accounts by bodies/authorities and submission of Audit Reports thereon to the State Legislature as of November 2000 is given below:



Sl. No.	Name of the body	Year upto which			Reasons for non-finalisation of Audit Report	Year up to which Audit Report placed before legislature
		Accounts due	Accounts submitted	Audit Report issued		
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.	Tripura Khadi and Village Industries Board	1999-2000	1996-97	1987-88	3 years' accounts from 1988-89 to 1990-91 audited and the SAR sent to the body (January 2001)	No information on placement of the SARs issued to the Government /Board had been received (November 2000)
2.	Tripura Board of Secondary Education	1999-2000	1997-98	1990-91	Audit of accounts for 2 years, 1991-92 and 1992-93, had been completed and the SAR sent to Headquarters office (November 2000)	1990-91

7.1.3.2 Due to non-submission of accounts in proper format by the 13 Urban Local Bodies (1 Municipal Council and 12 Nagar Panchayats), audit of accounts of which were entrusted to the C&AG of India on permanent basis under Section 20(1) of the C&AG's (Duties, Powers and Conditions of Service) Act, 1971, audit could not be taken up since inception of the respective bodies/ authorities. Only transaction audit is being conducted. Audit of accounts of Tripura University for the period from 1987-88 to 1991-92 (accounts submitted so far), audited under Section 20(1) of the Act *ibid*, had been completed (July 2000).

7.1.3.3 The audit of accounts of the following bodies have been entrusted to the Comptroller and Auditor General of India for the period mentioned below:

Sl. No.	Name of the Body/ Authority	Period of entrustment	Remarks
1.	Tripura Khadi and Village Industries Board	1994-95 to 1998-99	The matter of re-entrustment of the Bodies TK&VIB and Tripura University has already been taken up with the Government (November 2000)
2.	Tripura Board of Secondary Education	1996-97 to 2000-2001	
3.	Agartala Municipal Council	1996-97 onwards on permanent basis	
4.	Nagar Panchayats (12 Nos.)	1996-97 onwards on permanent basis	
5.	Tripura University	1992-93 to 1996-97	

#### 7.1.4 Auditing arrangement

7.1.4.1 Of the 14 bodies/ authorities, whose accounts were received so far (November 2000), only 6 attracted audit under Section 14 of the C&AG's (DPC) Act, 1971: of these, 3 bodies/ authorities were audited.

Sl. No.	Name of the body/ authority	Annual accounts	
		Received	Audited
1.	District Rural Development Agency (South)	1995-96 to 1997-98	1995-96 to 1997-98
2.	Tripura State Social Welfare Advisory Board	1995-96 to 1997-98	1995-96 to 1997-98
3.	World Bank Aided Rubber Project	1998-99 and 1999-2000	1998-99 and 1999-2000

7.1.4.2 The accounts of the Tripura Tribal Areas Autonomous District Council (TTAADC) are audited under the provision of Article 244(2) read with Sixth Schedule to the Constitution. The status of submission of annual accounts by the authority to Audit and laying of Audit Reports before the Council as of November 2000 are given below:

<b>Name of the body</b>		<b>Tripura Tribal Areas Autonomous District Council</b>
<b>Year up to which</b>	Accounts due	1998-99
	Accounts submitted	1993-94 (in old format)
	Accounts Audited	1993-94
	Audit Report issued	1990-91
<b>Reasons for non-finalisation of Audit Report</b>	The State Government was required to seek clearance from the GOI for acceptance of accounts for 1992-93 and 1993-94 by audit in the old format as a special case. The matter was referred to the Government in August 2000; reply had not been received as of November 2000.	
<b>Year up to which Audit Report placed before Council</b>	So far 2 Audit Reports relating to the periods from 1985-86 to 1986-87 and 1987-88 to 1990-91 were sent to the Government in January 1996 and July 1997 respectively for laying before the Council. But, as of November 2000, no information on their presentation had been received from Council authority or the Government.	

## CHAPTER VIII : GOVERNMENT COMMERCIAL AND TRADING ACTIVITIES

### *8.1 General view of Government Companies and Statutory Corporations*

#### *8.1.1 Introduction*

As on 31 March 2000, there were nine Government Companies and one Statutory Corporation under the control of State Government. The accounts of Government Companies (as defined under Section 617 of Companies Act, 1956) are audited by Statutory Auditor appointed by Government of India on the advice of the Comptroller and Auditor General of India (CAG) as per provision of Section 619(2) of the Companies Act, 1956. These accounts are also subject to supplementary audit conducted by the CAG as per provision of Section 619 of the Companies Act, 1956. The audit of Tripura Road Transport Corporation (TRTC) is conducted by the Comptroller and Auditor General, as sole auditor, under section 33(2) of the Road Transport Corporations Act, 1950.

#### *8.1.2 Investment in Public Sector Undertakings (PSUs)*

As on 31 March 2000, the total investment in ten Public Sector Undertakings (PSUs) (nine Government Companies and one Statutory Corporation) was Rs.181.99 crore (equity :Rs. 162.13 crore; long term loans :Rs. 19.86<sup>°</sup> crore) as against a total investment of Rs. 164.92 crore (equity:Rs. 146.02 crore; long term loans : Rs.18.90 crore) in these PSUs as on 31 March 1999. The analysis of investment in PSUs is given in the following paragraphs.

##### *8.1.2.1 Government Companies*

As per information furnished by the managements, the total investment in nine Companies as on 31 March 2000 was Rs. 119.21 crore (equity: Rs.100.05 crore; long term loans: Rs. 19.16 crore) as against total investment of Rs. 109.56 crore (equity: Rs. 91.35 crore ; long term loans : Rs. 18.21 crore) as on 31 March 1999.

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<sup>°</sup> This figure differs with total of the relevant figures mentioned in the body of the chapter, due to rounding off.

The classification of the Government Companies was as under :

Status of Companies	Number of Companies	Investment (Rs. in crore)		Number of Companies referred to BIFR
		Paid up Capital	Long term loans	
(a) Working Companies	8 (8)	100.01 (91.31)	19.16 (18.21)	1 <sup>a</sup>
(b) Non-working Companies under liquidation	1 <sup>b</sup> (1)	0.04 (0.04)	-	-
Total	9	100.05 (91.35)	19.16 (18.21)	1 (1)

(Figures in brackets are previous year's figures)

As one company was non-functioning for about 30 years and under process of liquidation under Section 560 of the Companies Act., 1956 and a sum of Rs. 0.04 crore was involved in the Company, effective steps need to be taken for its expeditious liquidation.

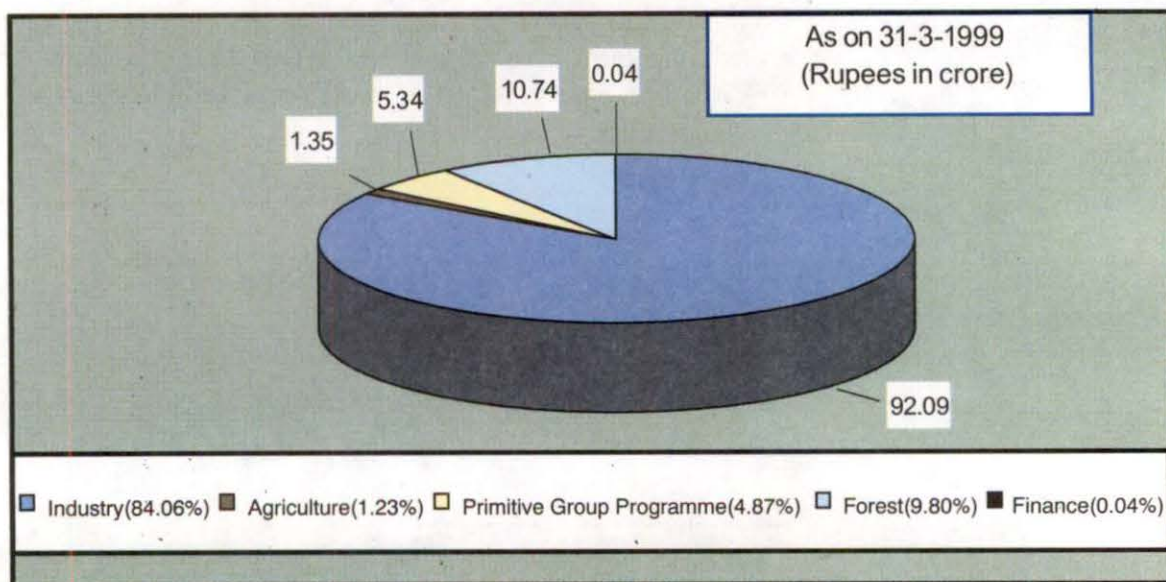
- As referred to at serial number A 3(iv) of **Appendix-XXXIII**.
- As referred to at serial number A 2 of **Appendix-XXXII**.

The summarised financial results of Government Companies are detailed in **Appendices-XXXII and XXXIII**. Due to increase in paid up capital of forest and industry sectors, the debt-equity ratio of Government Companies as a whole decreased from 0.20:1 in 1998-99 to 0.19:1 in 1999-2000.

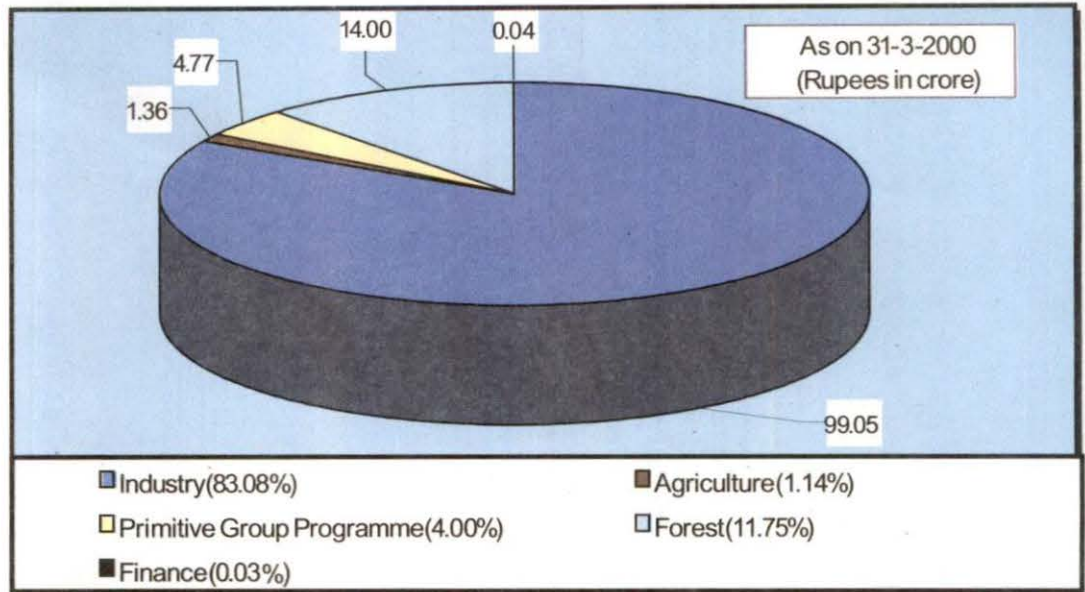
#### Sector-wise investment in Government Companies

As on 31 March 2000, out of total investment in Government Companies, 84 per cent comprised equity capital and 16 per cent comprised loans compared to 83 per cent and 17 per cent respectively as on 31 March 1999.

The sector-wise investment (equity and long term loans) in Government Companies at the end of 1998-99 and 1999-2000 is given below in two pie diagrams.







- Sector-wise investment consists of Paid up Capital and long-term loans.
- Figures in brackets indicate the percentage of investment.
- Primitive Group Programme consists of schemes for welfare and development of primitive tribes.

#### 8.1.2.2 Statutory Corporation

The total investment in Tripura Road Transport Corporation at the end of March 1999 and March 2000 was Rs. 55.36 crore (equity: Rs. 54.67 crore and loan: Rs. 0.69 crore) and Rs. 62.77 crore (equity: Rs. 62.08 crore and loan: Rs. 0.69 crore) respectively.

The summarised financial results as per the latest financial accounts are given in **Appendix-XXXIII** and the financial position and working results of TRTC for the last three years are given in **Appendices-XXXV** and **XXXVI**.

#### 8.1.3 Budgetary outgo, subsidies, guarantees and waiver of dues

The details of budgetary outgo, subsidies, guarantees issued to Companies and Statutory Corporation are given in **Appendices-XXXII** and **XXXIV**.

As per information furnished by the managements, the budgetary outgo from the State Government to Government Companies and the Statutory Corporation for the last three years upto 1999-2000 in the form of equity capital, loans, grants and subsidy is given below :

(Rupees in crore)

	1997-98				1998-99				1999-2000			
	Companies		Corporation		Companies		Corporation		Companies		Corporation	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Equity Capital	2	5.46	Nil	Nil	3	5.29	1	6.20	6	9.10	1	7.41
Loans	1	1.17	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Grants	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Subsidy	1	0.19	Nil	Nil	1	0.12	Nil	Nil	2	0.26	Nil	Nil
Total Outgo <sup>o</sup>	3	6.82	Nil	Nil	3	5.41	1	6.20	8	9.36	1	7.41

<sup>o</sup> These are the actual number of companies/corporations which received budgetary support in the form of equity/loan and subsidy from the State Government during the respective years.

During the year 1999-2000, no guarantee was given. At the end of 1999-2000, Rs. 6.34 crore was outstanding against one Company (Rs.5.65 crore) and one Statutory Corporation (Rs.0.69 crore).

**8.1.4 Finalisation of accounts by PSUs**

**8.1.4.1** The accounts of the Companies for every financial year ought to be finalised within six months from the end of the relevant financial year under Sections 166, 210, 230, 619 and 619B of the Companies Act., 1956 read with Section 19 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act., 1971. They are also to be laid before the Legislature within nine months from the end of financial year. Similarly, in the case of Statutory Corporation, the accounts are finalised, audited and presented to the Legislature as per the provision of the Act, governing the Corporation. However, as could be seen from Appendix-XXXIII, none of the eight working Government Companies and one Statutory Corporation could finalise their accounts within the specified period. During the period from October 1999 to September 2000, seven Government Companies and one Statutory Corporation finalised their accounts relating to the previous years. The accounts of the Government Companies and Statutory Corporation were in arrears for period ranging between 2 years to 14 years as on 31 July 2000 as detailed below :

Sl.No.	Year from which accounts are in arrears	Number of years for which accounts are in arrears	Number of		Reference to Sl. No. of Appendix-2	
			Companies	Corporation	Companies	Corporation
1	1986-87	14	1	-	3(i)	-
2	1987-88-	13	1	-	3(iii)	-
3	1988-89	12	1	-	3(iv)	-
4	1989-90	11	1	-	3(v)	-
5	1991-92	9	1	-	2(i)	-
6	1992-93	8	1	-	3(ii)	-
7	1995-96	5	1	-	1(i)	-
8	1997-98	3	1	-	4(i)	-
9	1998-99	2	-	1	-	5(i)

The administrative departments have to oversee and ensure that the accounts are finalised and adopted by the PSUs within prescribed period. The concerned administrative departments and officials of the Government were apprised quarterly by the Audit regarding arrears in finalisation of accounts. The Principal Secretary, Finance Department convened meetings of Managing Directors of the Companies in April and July 2000 and stressed on the need for clearing the arrears in finalisation and adoption of accounts. As a result of arrears in accounts, the investment made in these Companies/Corporations could not be assessed in audit.



**8.1.4.2 Status of placement of Separate Audit Reports of Statutory Corporation in Legislature**

The following table indicates the status of placement in the legislature by the Government of various Separate Audit Reports (SARs) on the accounts of Statutory Corporation issued by the Comptroller and Auditor General of India.

Sl. No	Name of the Statutory Corporation	Year upto which SARs placed in legislature	Years for which SARs not placed in legislature		
			Year of SAR	Date of issue to the Government	Reasons for delay in placement in legislature.
1.	Tripura Road Transport Corporation.	1985-86	1986-87 1887-88 1988-89 1989-90 1990-91 1991-92 1992-93 1993-94 to 1997-98	17.09.1998 17.09.1998 27.05.1999 27.05.1999 03.03.2000 03.03.2000 03.03.2000 13.06.2000	No reasons for delay have been furnished by the Government.

Due to delay in presentation of SARs by the Government in the legislature, the activities relating to the accounts of the Corporation for the period from 1986-87 to 1997-98 could not be subjected to legislative scrutiny.

**8.1.5 Working results of Public Sector undertakings**

According to the latest finalised accounts of eight Government Companies and one Statutory Corporation, five Government Companies had incurred an aggregate loss of Rs. 2.66 crore and the Corporation had incurred loss of Rs 8.42 crore. The remaining three Companies earned an aggregate profit of Rs. 0.18 crore.

The summarised financial results of Government Companies and Statutory Corporation as per the latest financial accounts are given in **Appendix-XXXIII**. The working results of the Statutory Corporation for the last three years, are given in **Appendices-XXXV** and **XXXVI**.

**8.1.5.1 Government Companies**

**8.1.5.2 Profit earning Companies and dividend**

During the year, none of the Companies/Corporation finalised its accounts for the year 1999-2000. Hence, profit or loss in respect of these Companies could not be brought out in respect of the year 1999-2000. Out of eight Companies which finalised their accounts till 1996-97, three Companies earned an aggregate profit of Rs. 0.18 crore and only one Company (Tripura Tea Development Corporation) earned profit for two successive years. However, none of the three Companies which earned profit declared dividends so far. The Government was asked (August 2000) to inform whether any policy on dividend had been framed. The reply had not been received (October 2000).

### **8.1.5.3 Loss incurring Companies**

Of the five loss making companies, one Company (Tripura Jute Mills Limited) had accumulated loss aggregating Rs. 15.47 crore which had exceeded its paid up Capital of Rs. 8.22 crore as on 31 March 1988. The Company being sick was referred in June, 1992 to Board for Industrial and Financial Reconstruction (BIFR) under the Sick Industrial Companies (Special Provision) Amendment Act, 1991. However, BIFR did not consider the case as the Company's accounts were in arrears.

In spite of poor performance leading to complete erosion of paid up Capital, the State Government continued to provide financial support to this Company by way of equity during 1999-2000 to the Company amounting to Rs. 5.51 crore.

### **8.1.6 Statutory Corporation**

#### **8.1.6.1 Loss incurring Statutory Corporation**

The only Statutory Corporation (TRTC) had accumulated loss aggregating Rs. 70.16 crore till 1997-98 (upto which the accounts were finalised ) which exceeded its paid up Capital of Rs. 48.46 crore.

#### **8.1.6.2 Operational performance of Statutory Corporation**

The operational performance of the Statutory Corporation (TRTC) is given in **Appendix-XXXVII**. Following are the important observations on operational performance of the Corporation:

- Percentage utilisation of bus declined from 44 (1997-98) to 41 (1998-99), but increased to 47 in 1999-2000. In case of trucks it declined from 50 to 43, and then increased to 46 in 1999-2000.
- The operating revenue per km decreased from 1545 paise per km in 1998-99 to 1087 paise per km in 1999-2000 in respect of trucks.
- The loss per km increased from 3613 paise per km to 3748 paise per km in respect of bus and 7772 paise per km to 10,886 paise per km in respect of truck from 1997-98 to 1998-99 respectively.

### **8.1.7 Return on Capital Employed**

As per available accounts finalised upto 30 September 2000, the capital employed worked out to Rs. 37.70 crore in 8 Companies and total return thereon amounted to negative Rs. 1.13 crore (**Appendix-XXXIII**) against return of negative Rs.2.04 crore on Rs. 33.22 crore of capital employed upto 30 September 1999.



**8.1.8 Results of audit by Comptroller and Auditor General of India**

The summarised financial results of all the eight working Government Companies and one Statutory Corporation based on the latest available accounts are given in Appendix-XXXIII. However, during the period from October 1999 to September 2000, the accounts of Tripura Jute Mills Ltd. and Tripura Rehabilitation Plantation Corporation Ltd. and Tripura Road Transport Corporation were selected for review. The net impact of the important audit observations as a result of review of these 3 PSUs was as follows :

Details	Number of Accounts		Rupees in lakh	
	Government Companies	Statutory Corporation	Government Companies	Statutory Corporation
(i) Increase in losses	2	1	152.24	58.23

Some of the major errors and omissions noticed in course of review of Annual Accounts of Government Companies and Corporation are mentioned below :

**A. Errors and omissions noticed in case of Government Companies**

**1. Tripura Rehabilitation Plantation Corporation Ltd. (1996-97)**

Non-provision of Rs. 115.52 lakh being the value of 972.15 ha of Plantation damaged and abandoned upto 31 March 1997.

**2. Tripura Jute Mills Ltd. (1987-88)**

Failure to charge a part of interest amounting to Rs. 32.50 lakh resulting in understatement of net loss by Rs.32.50 lakh.

**B. Errors and omissions noticed in case of Statutory Corporation**

**1. Tripura Road Transport Corporation (1997-98)**

(i) Non-accounting of debt charges on IDBI loan and penal interest on outstanding CPF dues for Rs. 14.32 lakh and Rs. 13.28 lakh respectively resulting in understatement of loss by Rs. 27.60 lakh.

(ii) Non-charging of depreciation on the constructed bus station at Krishnanagar valued at Rs. 22.45 lakh resulting in understatement of loss by Rs. 13.87 lakh.

(iii) Non-provision of doubtful debts of Rs. 16.76 lakh, the chances of recovery of which are very remote, resulting in understatement of loss by Rs. 16.76 lakh.

**8.1.9 Position of discussion of chapters relating to Commercial and Trading activities by the Committee on Public Undertakings**

The table given below indicates the position of reviews/paragraphs which appeared in the Chapter-VIII titled Government Commercial and Trading activities of Audit Reports (Civil) and pending for discussion, as on 30 September 2000.

Period of Audit Report	Total number of reviews/paragraphs which appeared in Chapter-VIII		No. of reviews and paragraphs pending discussion	
	Review	Paragraph	Review	Paragraph
1989-90	3	6	1	Nil
1992-93	2	2	2	2
1993-94	-	6	-	2
1995-96	1	5	1	1
1996-97	1	7	1	7
1997-98	1	5	1	2
1998-99	1	4	1	4

**8.1.10 619-B Companies**

Some Non-Government Companies are deemed to be Government Companies under section 619-B of the Companies Act, 1956 for the limited purpose of extending to them the provisions relating to audit of Government Companies contained in section 619-B of the Act. There was one Company covered under 619-B of the Companies Act, 1956. The table given below indicates the details of Paid up Capital and working results based on the latest available account.

(Rupees in lakh)

Name of the Company	Year of Account	Paid up Capital	Investment made by State			(+)/Profit (-)/Loss	Accumulated loss
			State Government	Government Companies*	Others <sup>∇</sup>		
Tripura Natural Gas Company	1996-97	53.65	Nil	28.65	25.00	(-)2.67	23.65

\* Only one Company, viz., Tripura Industrial Development Corporation Ltd.

<sup>∇</sup> Only one Company, viz., Assam Gas Company Ltd. ( a Government of Assam undertaking).

**SECTION - A**  
**INDUSTRIES AND COMMERCE DEPARTMENT**

**8.2 Working of the Tripura Tea Development Corporation Limited**

**8.2.1 Highlights**

The Tripura Tea Development Corporation (TTDC) was incorporated in August 1980 as a wholly owned Government company, to safeguard the tea industry in the State and preventing concentration of ownership of tea estate in the hand of a few people.

(Paragraph 8.2.2)

Percentage of vacant area to gross area in all the seven estates taken together at the end of 1998-99 was 74.67, indicating a very low utilisation of available land.

(Paragraph 8.2.7.1)

The target for production of green leaves was fixed much below the level of production to be obtained as per norms. During 1994-95 to 1998-99, the shortfall in production of green leaves even after these reduced targets varied from 72.23 lakh kg to 78.60 lakh kg as compared to the norm.

(Paragraph 8.2.7.2)

The Fatikcherra Tea Estate taken over in November 1986 by the State Government and handed over to Tripura Tea Development Corporation Ltd. for a period of six years was returned to its original owner, with a demand of Rs. 0.44 crore, being the depreciated value of assets created by the Company. In turn the owner of Fatikcherra tea estate preferred a counter claim of Rs. 0.19 crore towards sale value of finished products and use of garden property by the company.

(Paragraph 8.2.7.4)

The higher rate of mortality at the planting stage and nursery was excessive as compared to norm resulting in expenditure of Rs. 0.51 crore unfruitful during 1991-92 to 1998-99.

(Paragraph 8.2.8.1)

By selling made tea at a much reduced rate by categorizing the tea unauthorisedly as 'Bulk Tea' without obtaining any technical clearance from competent authority, the Company sustained a loss of Rs.0.98 crore during 1995-96 to 1999-2000.

(Paragraph 8.2.9)

The utilisation of funds of Rs. 45.70 lakh under the scheme for cultivation of Tea by small growers, taken up in 1990-91, was poor except during the year 1997-98, leaving the balance of Rs. 0.28 crore unutilised at the end of 1999-2000.

(Paragraph 8.2.10)

Out of Rs.25 lakh received in January 1997 from the Industries and Commerce Department, the Company spent Rs. 0.70 lakh for the preparation of project report on the scheme for setting up a Tea Factory at Kumarghat and balance amount of Rs. 24.30 lakh was lying unutilised. As a result, the benefit to be accrued to scheduled tribe small growers could not be extended as envisaged in the scheme.

(Paragraph 8.2.11)

### 8.2.2 Introduction

The Tripura Tea Development Corporation (TTDC) was incorporated on August 1980 as a wholly owned Government Company, with a view to safeguarding the future of tea industry, arresting speculative trends in acquisition and management of tea estates and also preventing concentration of ownership of tea estate in the hand of a few people. As on 31 March 1999, the Company had two estates of its own, one at Machmara (2800 acres) and the other at Kamalasar (1800 acres). Besides, under the Tea Companies Act, 1986, the Government of Tripura took over the management of tea estates and appointed the Company as custodian of 6 tea estates \* on 13 November 1986. While the Company continued to act as custodian of 5 tea estates, one estate, Fatikcherra, was handed over to the owners in September 1992.

### 8.2.3 Objectives

The main objectives of the Company are to:

- Purchase and take over tea estates in the State which are offered for sale and to develop them;
- Promote, take on lease and manage tea estates which are economically not viable;
- Plant, grow, produce, and raise plantation of tea, forest plant and agricultural and horticultural crops ;
- Manufacture and sell tea in India and abroad and rehabilitate, revive, modernise and manage closed uneconomic estates.

\* 1.Mohanpur TE (815 acres), 2.Kalacherra TE (1000 acres), 3.Fatikcherra TE (handed over), 4.Luxmilunga TE (572 acres), 5.Tufania Lunga TE (426 acres), 6.Brahmakunda TE (350 acres).

At present, beside managing the activities of its own 2 estates and 5 taken over tea estates, the Company also runs its own central tea processing factory at Durgabari.

#### **8.2.4 Organisational set up**

The management of the Company is vested in a Board of Directors consisting of ten directors including the Chairman, the Vice Chairman and the Managing Director. The Company did not have any Financial Controller-cum-Company Secretary. The Managing Director is assisted in his day to day functions by the Project Manager, one Accounts Officer and one Technical Consultant. The posts of Administrative Officer, Financial Controller, and Commercial Manager are lying vacant.

#### **8.2.5 Scope of Audit**

The working of the Company for the period from 1994-95 to 1998-99 was reviewed in audit during January – March 2000. The review is based on test check of records made available in the head office of the Company and also at Kamalasar, Luxmilunga, Tufanialunga and Mohanpur Tea Estates and the Durgabari Central Tea Processing Factory located in the West Tripura District. The results of the review are discussed in the succeeding paragraphs.

#### **8.2.6 Financial position and working result**

The accounts of the Company were finalised up to 1988-89 only. The financial position and working results of the Company on the basis of the provisional accounts for five years ending 1998-99 are given in **Appendices-XXXVIII** and **XXXIX**. The company has not prepared even the provisional accounts for the year 1999-2000.

It would be evident from **Appendix-XXXVIII** that in the year 1998-99, there was a sudden decrease in “Fixed Assets” and “Trade dues and other current liabilities” of the Company because the premium of Rs. 2.44 crore payable to the Government of Tripura for a land measuring 1345.77 acres was excluded from gross assets. Consequently, the current liabilities were understated.

Further, it may be observed from **Appendix-XXXIX** that the loss of the company decreased from Rs.46.86 lakh in 1994-95 to Rs.0.59 lakh in 1997-98, but sharply increased again to Rs.28.47 lakh in 1998-99.

The management attributed the increase in loss during 1998-99 mainly to increase in consumption of fuel, stores and spares and cost of labour. Consumption of diesel increased by 1.28 lakh litres due to frequent reprocessing of tea in the factory of the Company at Durgabari, Tripura West District. The hike in price of diesel resulted in an increase of expenditure by Rs.9.24 lakh. On the other hand selling price of made tea or processed tea decreased by Rs.2.78 per kg during 1998-99 as compared to previous year.



8.2.7 Performance of tea estates

As on 31 March 1999, the Company had two estates raised by them - one at Machhmara (2800 acres) in the North District and the other at Kamalasagar(1800 acres) in West District. Out of 6 estates taken over on 13 November 1986 from the private owners by the Government and managed by the Company as the custodian appointed by the Government, Fatikhcherra tea estate was handed over to the original owner in September 1992 after retaining it for six years as per provision of the Tripura Tea Companies (Taking over of Management of Certain Tea Units) Act,1986.

8.2.7.1 Area under tea cultivation

As per information made available to Audit, as on 31 March 1994, the Company had 7763 acres of land under 7 tea estates out of which 1835.81 acres were under the cultivation of tea and remaining 5927.19 acres were uncultivated. As on 31 March 1999, estate-wise details of gross area, the area under cultivation and area of uncultivated land are given below:

(Area in acre)

Name of Estates	Position as on 31 March 1999			Percentage of uncultivated area to gross area as on 31 March 1999
	Gross area	Area under cultivation	Uncultivated land	
1.Machhmara	2800.00	203.00	2597.00	93
2.Kamalasagar	1800.00	360.00	1440.00	80
3.Luxmilunga	572.00	385.00	187.00	33
4.Tufanialunga	426.00	262.96	163.04	38
5.Mohanpur	815.00	247.19	567.81	70
6.Kalacherra	1000.00	318.18	681.82	68
7.Brahmakunda	350.00	189.68	160.32	46
<b>Total</b>	<b>7763.00</b>	<b>1966.01</b>	<b>5796.99</b>	<b>74.67</b>

Very low utilisation of available land.

From above, it can be seen that the percentage of vacant area to gross area in all the estates taken together at the end of 1998-99 was 74.67, indicating a very low utilization of available land. The percentage was more than 60 per cent in four estates. Government stated (September 2000) that utilisation of more land by expansion of new plantations requires huge investment and the existing resource structure of the Company did not permit such big investment. As a result, the Company took up extension of plantation gradually in those areas of the tea estates.

8.2.7.2 Target and achievement in production of green leaves

According to the norms fixed by the Tea Industry and accepted by the Company, 5000 kg of green leaves can be produced from 1 acre of land in crop season from bushes which are more than 6 years old. The particulars regarding production of green leaves as per norms, the target and achievements thereagainst are indicated in the following table.

Year	Production to be obtained as per norms	Target fixed by the Company	Achievement	Shortfall against the norms	Shortfall against the target	Rate per kg of green leaves (Rupees)	Value of shortfall indicated in column No.5 (Rupees in lakh)
1	2	3	4	5	6	7	8
	<i>(In lakh kg)</i>						
1994-95	98.27	26.60	20.84	(-77.43)	(-5.76)	4.55	352.30
1995-96	98.27	26.60	19.67	(-78.60)	(-6.93)	5.00	393.00
1996-97	98.27	21.65	22.04	(-76.23)	(+)0.39	5.60	426.88
1997-98	98.27	23.00	23.44	(-74.83)	(+)0.44	6.10	456.46
1998-99	98.27	25.00	26.04	(-72.23)	(+)1.04	9.60	693.40

It would be seen from above that against the production of 98.27 lakh kg to be obtained as per norms, the Company fixed the target of 21.65 to 26.60 lakh kg during the years 1994-95 to 1998-99. Thus, target for production of green leaves was fixed much below the norms.

**Production target fixed much below the norms.**

The Company did not furnish any reason for fixation of targets below the norm, however, the shortfall in production of green leaves varied from 72.23 lakh kg to 78.60 lakh kg compared to the norms, while the reported achievement indicated much less shortfall ranging from 5.76 lakh kg to 6.93 lakh kg in 1994-95 and 1995-96, and excess in production during 1996-97 to 1998-99 as compared to the target.

Thus, the reported achievement did not reflect the performance of the Company in correct perspective, as the target fixed by the Company was very much on the lower side *vis-à-vis* the production to be achieved as per norms.

The shortfall against the production as per norms entailed loss of revenue ranging from Rs.3.52 crore to Rs. 6.93 crore during 1994-95 to 1998-99.

Estate-wise production of green leaves, indicating area under cultivation of tea yield as per norms, actual yield shortfall against the yield as per norms relating to the preceding 5 years ending 31 March 1999 are shown in **Appendix-XL**.

**Effective steps to improve low expertise of tea leaf pluckers wanting.**

From the appendix it can be seen that huge shortfall in production of green leaves in all the tea estates continued during 1994-95 to 1998-99. The Company was yet to formulate and adopt a strategy for wiping out the huge shortfall. The shortfall was attributed (February 2000) by the Management to the low expertise of tea leaf pluckers. The Company did not take effective steps to improve the plucking standard of the pluckers.

The Government stated (September 2000) that the Company fixed target of green leaves production considering ground reality and productive potential of

sick gardens. The shortfall in production was attributed to low expertise of tea leaves pluckers.

#### 8.2.7.3 Investment in disputed tea estates

The owners of Luxmilunga and Tufanialunga tea estates, management of which was taken over by the Company in November 1986 as the custodian, filed writ petition challenging the relevant ordinance of the Government. They preferred (August 1994) compensation claim of Rs.1.68 crore and Rs.2.12 crore for Luxmilunga and Tufanialunga respectively towards the stock of tea on the date of taking over the management and towards profit and interest of money which the owner invested by borrowing from different sources. The High Court in their interim order dated 9 April 1999 directed for determination of rate of compensation within 6 months from the date of passing the order. The Court also directed that, pending determination of amount of compensation by the State Government, the original owner of tea estates be paid Rs.10 lakh each within a period of two months from the date of passing the order. No payment had yet been made to the original owners as, according to the Management, funds were not made available by the Government for the purpose. Meanwhile, the Company had invested Rs.64.51 lakh and Rs.50.82 lakh in the Luxmilunga and Tufanialunga tea estates respectively during the period from 1994-95 to 1998-99 without determining the actual liabilities in respect of both the tea estates as on the day of taking over the management by the Company.

#### 8.2.7.4 Non-realisation of outstanding amount Rs.43.54 lakh

The Fatikcherra Tea Estate (TE) was taken over in November 1986 by the State Government for a period of five years. It was extended up to 10 November 1992. The Fatikcherra TE was managed by the Industries and Commerce Department through its nodal agency, Tripura Tea Development Corporation Limited, as the custodian.

The management of Fatikcherra TE was handed over to its original owner as per provision of the Tripura Tea Companies (Taking over of Management of Certain Tea Units) Act, 1986, with an agreement signed among the State of Tripura, Tripura Tea Development Corporation Ltd. and Peerless Tea Industry Ltd., on 23 September 1992. Clause 7(F) of the agreement /MOU provided, *inter alia*, that in case the owner (M/s Peerless Tea Industry Ltd.) was allowed to retain the ownership, he would have to pay the depreciated value of assets as created by the Company between November 1986 to September 1992. The Management prepared on 18 November 1992 the final assessment for Rs.43.54 lakh being the depreciated value of assets created by it and issued a demand notice for the same. But the management of Peerless Tea Industries Limited preferred (September 1995) a counter claim of Rs. 18.58 lakh for sale of their finished products received by the Company at the time of taking over the tea estate and also for use of garden property for this long period.

The Government stated (September 2000) that the Company decided to place the matter before the Advocate General of Tripura for legal opinion.

Investment without determining actual liabilities on the date of taking over of tea estates.

**8.2.8 Excess engagement of labourers**

Expenditure of Rs.1.31 crore on labourers engaged in excess of requirement.

The norm regarding land-labour ratio followed by the Company is 1:1, i.e, for one acre of land, one labourer is to be engaged and that of bush-acreage ratio is 5000:1, i.e., 5000 bushes are to be planted per one acre of land. The information as could be furnished by the Company revealed that, during the years 1998-99 and 1999-2000, the Company incurred an expenditure of Rs.1.31 crore (Rs.1.05 crore towards payment of wages and Rs.0.26 crore towards weekly ration) to 845 labourers engaged in excess of actual requirement as per norm of bush-acreage ratio in its seven tea estates as per details indicated in Appendix-XLI. As a result, the productivities of labour against the norm of 600 kg of made tea per labourer ranged between 274 and 334 during last five years ending 1998-99. The details are given in Appendix-XLII.

It was observed that the Company was yet to adopt adequate measures for extension of cultivable area under the plantation for optimal utilisation of excess labourers engaged by it. The productivity of labour in a viable tea estate should not be less than 600 kg of made tea per year per labourer. It can be seen from Appendix-XLII that shortfall in production of made tea per labourer against the norms of 600 kg adopted by the management was declining from the year 1996-97 onwards and dropped to 266 kg per labourer in 1998-99.

**8.2.8.1 Mortality of tea plants**

**(a) Mortality at planting stage**

As per information obtained from the local Regional Office of Tea Board, the average rate of mortality of the tea plants at the planting stage prevailing in Tripura is 5 per cent.

Loss for high mortality of tea plants at planting stage.

The number of seedlings planted and the rate of mortality of the seedlings at the planting stage noticed in the 7 tea estates are shown below:

Name of TE	Number of seedlings planted from 1 April 1991 to 31 March 1999	Number of seedlings that survived	Number of seedlings that did not survive	Actual percentage of mortality
Machmara	7,44,000	3,81,850	3,62,150	48.67
Kamalasagar	9,32,292	5,00,581	4,31,711	46.30
Luxmi Lunga	4,37,881	1,38,721	2,99,160	68.31
Mohanpur	1,64,510	72,710	91,800	55.80
Brahmakunda	6,39,788	4,13,702	2,26,086	35.33
Kalacherra	2,74,337	1,10,779	1,63,558	59.61
Tufania Lunga	2,75,200	1,73,163	1,02,037	37.07
<b>TOTAL</b>	<b>34,68,008</b>	<b>17,91,506</b>	<b>16,76,502</b>	<b>48.34</b>

From above it can be seen that rate of mortality at the planting stage varied from 68 per cent to 35 per cent during 1991-92 to 1998-99 against the norm of 5 per cent. The Management attributed the high rate of mortality in tea estates to non-existence of proper irrigation facilities and lack of proper care of the plants by the workers and supervisory officers. At the average cost of Rs.2.37 lakh for producing one lakh seedlings/clones, the expenditure involved in 15.93 lakh (mortality above norm) seedlings that did not survive worked out to Rs.37.75 lakh.

**(b) Mortality at nursery stage**

As per information obtained from the local Regional Office of Tea Board, the average rate of mortality of tea plants at nursery stage prevailing in Tripura varied between 20 to 25 per cent.

A high rate of mortality at nursery stage was observed in the Brahmakunda tea estate during the period 1994-95 to 1996-97. Seedlings numbering 11.50 lakh were raised in nursery out of which only 3.25 lakh seedlings survived registering the excessive mortality rate of 45 to 50 per cent over and above the norms of 25 per cent.

At the average cost of Rs.2.37 lakh for raising of 1 lakh seedlings /clones in nursery, the expenditure incurred for 5.38 lakh (mortality above norm) seedlings/clones was Rs.12.75 lakh. It was observed that the matter of the high mortality noticed in the tea estate was never raised and discussed in the meetings of the Board of Directors for taking remedial measures, although 22 meetings were held during August 1994 to January 1999.

Loss for high mortality of tea plants at nursery stage.

**8.2.9 Sale of tea by unauthorised categorization**

With promulgation of the Tea Waste Control Order, 1959, by the Ministry of Commerce and Industries with effect from 1 October 1959, no person is to export, sell, offer to sell, buy or hold in stock, any tea waste except under a licence issued by the Tea Board. It is also provided that the tea waste before it is exported, sold, or held in stock shall be denatured with 5 per cent slaked lime or as specified in this behalf by the Tea Board. It is also necessary to ensure that all tea waste before its clearance from factories for any of the said purpose is effectively denatured.

The Company sold 2,97,755 kg of 'made tea' of inferior quality by categorizing it as 'Bulk Tea' in the market at the average selling price of Rs.9.40 per kg during the period from 1995-96 to 1999-2000. The parameters for categorization of the product of the Company as "bulk tea" was not fixed by the Company.



Loss of Rs. 97.81 lakh due to irregular sale of 'bulk tea'.

The average auction price per kg of made tea of the 6 recognized categories in the descending order of quality was Rs.42.25 during the period from 1994-95 to 1998-99. The difference between the prices of made tea and 'bulk tea' was Rs.32.85. Thus, the Company incurred a loss of Rs. 97.81 lakh\* on selling 2,97,755 kg of 'Bulk Tea', which did not fall under any recognized category of tea. The Management did not furnish any justification for unauthorised categorization of tea and selling the same at reduced rates. On being pointed out by Audit, the Company stated that bulk tea is same as Fluff or tea waste and is not fit for human consumption. It was sold in the interest of the Company by inviting NITs with the approval of the Board of Directors. But it is not tenable for the reason that the Company sold the so called bulk tea without denaturing it as required under the provision of the Tea Waste Control Order, 1959.

#### **8.2.10 Scheme for cultivation of tea by small growers**

A scheme for cultivation of tea by small growers was introduced (1990-91) in Tripura to create avenues for the employment for the unemployed people. The scheme provides for sanctioning Rs.22,000 (Rs.19,500 against the cost of planting materials, Rs.2,500 against the subsidy towards cost of plant protection chemicals and fertilizers) to the beneficiaries having own land measuring up to 5 hectares and also having title over the land.

The year-wise break up of the funds of Rs. 45.70 lakh received from the Industries and Commerce Department by the Company, the targeted area, number of beneficiaries to be covered, amount utilised, area of land covered, number of beneficiaries covered during the period from 1990-91 to 1999-2000 are shown at **Appendix--XLIII**.

Poor performance of the Company in implementation of scheme for assisting small growers of tea.

From the **Appendix-XLIII**, it can be seen that there was no utilisation of funds during the initial 3 years. During the subsequent period, the utilisation of funds was slow except during the year 1997-98, leaving the balance of Rs. 28.12 lakh unutilised as at the end of 1999-2000. Besides, the Company had not developed any mechanism to monitor the utilisation of funds by the small growers.

#### **8.2.11 Tea Factory at Kumarghat**

The Government sanctioned an amount of Rs.25 lakh for setting up a Tea Factory at Kumarghat with an annual production capacity of 2 lakh kg of made tea. The management received Rs.25 lakh in January 1997 from the Industries and Commerce Department. The amount was specially sanctioned for the benefit of small growers belonging to the Scheduled Tribe Community.

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\* 2,97,755 kg x Rs. 32.85.

**Failure to establish tea factory for the benefit of small growers belonging to ST community.**

However, the Company spent Rs.0.70 lakh for the preparation of detailed project report and the remaining amount of Rs.24.30 lakh was lying in the Bank. The Industries and Commerce Department allotted 8142 square metres of land at the Industrial Estate at Kumarghat in July 1996. The Company did not acquire the land till April 2000, for which no reason could be assigned by the Management. As a result, the benefit to be accrued to the Scheduled Tribe small growers could not be extended as envisaged in the scheme.

The Government stated (September 2000) that the factory could not be set up as no tribal small tea growers came up to avail themselves of the benefit of the scheme.

### **8.2.12 Conclusion**

Activities of the Company during the five years ending 1998-99 were mainly on raising of plantation of tea and manufacture and sale of tea. Huge investments were made in the disputed estates, and percentage of mortality of seedlings/clones in plantation and nursery was high. All these ultimately culminated into heavy losses for the Company. The Company should effectively monitor adequate extension of plantation, optimum utilisation of labourers, and proper and timely utilisation of funds under the scheme to ensure achievement of the laid down objectives.

## POWER DEPARTMENT

### 8.3 Tariff Billing and Collection of Revenue

#### 8.3.1 Highlights

Despite 33 per cent increase in installed capacity of the Gas Thermal Projects and 77 per cent overall increase in generation in 1998-99 as compared to 1995-96, the purchase of power from NEEPCO and NHPC had increased from 128.81 MKWH in 1995-96 to 260.49 MKWH in 1999-2000.

(Paragraph 8.3.5)

The loss of energy on account of transmission, distribution and pilferage increased from 95.86 MKWH in 1995-96 to 161.88 MKWH in 1999-2000. The value of loss in excess of the permissible limit of 15.5 per cent on account of transmission and distribution during the aforesaid period was Rs. 17.45 crore.

(Paragraph 8.3.5 and Appendix XLIV)

Out of total energy charge of Rs. 12.34 crore (including wheeling charge of Rs. 2.22 crore) relating to the period from February 1998 to March 2000, Mizoram Government paid Rs. 3.71 crore only upto March 2000 leaving a balance of Rs. 8.63 crore. Besides, a surcharge of Rs. 1.45 crore was not claimed from Mizoram Government by the Department. This resulted in non-realisation of Government revenues of Rs. 10.08 crore.

(Paragraph 8.3.7)

Delay in issue of bills ranging from 6 months to more than 12 years resulted in not only deferment of realisation of revenue of Rs. 0.97 crore in 494 cases but also non-realisation of revenue to the extent of Rs. 0.14 crore in 52 cases.

(Paragraph 8.3.11)

195 consumers were provided with alternative source of power supply during June 1992 and March 1996. But fuel surcharge amounting to Rs.0.15 crore was not levied and realised on this account.

(Paragraph 8.3.12)

Non-computation of average unit of consumption on load basis at the minimum rate fixed by the Department resulted in short realisation of Rs.0.24 crore in 127 cases during the period from February 1997 to July 1999.

(Paragraph 8.3.13)

There was a short realisation of revenue amounting to Rs. 0.37 crore due to non-realisation of penalty for delay in payment of energy charges, computation of energy charges at lower tariff and due to inadmissible allowance of rebate to consumers.

(Paragraphs 8.3.14, 8.3.16 and 8.3.17)

### 8.3.2 Introduction

The State generates power through hydel, diesel and gas thermal projects located in various parts of the State. The deficit between demand and supply is met by purchase of power from North Eastern Electric Power Corporation (NEEPCO) and National Hydro Electric Power Corporation (NHPC). While the requirement of power in the State increased from 323 MKWH in 1995-96 to 520 MKWH in 1999-2000 due to increase in number of consumers from 1.32 lakh to 1.65 lakh, the generation of power increased from 191 MKWH in 1995-96 to 314 MKWH in 1999-2000.

### 8.3.3 Organisational set up

The 17 Power Stations (diesel : 14; gas thermal : 2; hydel : 1) located throughout the State are controlled and maintained by the Power Department of the State Government headed by two Chief Engineers – one is designated as Adviser-cum-Chief Engineer and the other as Chief Engineer (Electrical) aided by one Additional Chief Engineer and 5 Superintending Engineers. There are 17 Electrical Divisions each headed by an Executive Engineer, of which 6 are engaged in generation, transmission and distribution of power, one in procurement, storage and supply of stores and the remaining 10 in maintenance and distribution. The collection of revenue has been entrusted to the 10 Divisions having 45 Sub-Divisions.

### 8.3.4 Scope of Audit

Records of the office of the Chief Engineer (Electrical); Executive Engineer, Gas Thermal Division, Rokhia; Executive Engineer, Transmission Division, Agartala; and the records relating to 15 Consumer Sub-Divisions out of 45 were test checked during the period between January and March 2000 covering the transactions for the period from 1995-96 to 1999-2000 and the findings are discussed in subsequent paragraphs.

### 8.3.5 Operational Performance

The State generates power through hydel, diesel and gas thermal projects located at various parts of the State. The Department did not prepare proforma accounts for the year 1993-94 onwards. The details of installed capacity, generation of power, purchase of power, losses and sale of power as reported by the Department are indicated in Appendix-XLIV. It would be seen from the appendix that despite 33 per cent increase in installed capacity of the gas

Decrease in generation and increase in dependence on purchase of power from outside.

thermal projects and 77 per cent overall increase in generation in 1998-99 as compared to 1995-96, the overall generation decreased by 23.19 MKWH in 1999-2000 as compared to 1998-99. With a view to covering the shortfall in generation and also to meet the increased demand, purchase of power from NEEPCO and NHPC increased from 128.81 MKWH in 1995-96 to 260.49 MKWH in 1999-2000. Against the norms of 15.58 per cent transmission and distribution loss prescribed by CEA, the loss in Tripura remained in the range of 28 to 30 per cent during last five years except 1997-98 when it was 21 per cent. Thus, the value of loss in excess of norm over the five years worked out to Rs. 17.45 crore.

The heavy losses in transmission and distribution were mainly due to massive extension of distribution of low tension (LT) line in the far flung areas located in hilly terrain under Rural Electrification and Kutir Jyoti Programme, as well as unabated theft of power and defective/inoperative meters at the premises of the consumers.

### 8.3.6 Unit cost – revenue realisation

The recovery of cost through revenue is crucial for the financial health of any organisation. The percentage of sales revenue realised to cost incurred had declined in 1996-97 to as low as 18.46 per cent. The trend was, however, reversed in 1999-2000 due to revision of electricity tariff with effect from April 1999 when over 33 per cent of the total cost was realised through the sales revenue. The details of revenue and expenditure per unit of electricity sold to consumer during the period from 1995-96 to 1999-2000 were as follows:

Heavy losses in transmission and distribution.

Recovery of cost through tariff				
Year	Revenue expenditure (Rupees in crore)	Average cost (in paise per KWH)	Average revenue (in paise per KWH)	Revenue as percentage of cost
1995-96	68.17	305	58	19.01
1996-97	77.23	298	55	18.46
1997-98	76.95	245	48	19.59
1998-99	73.34	184	50	27.17
1999-2000	124.25	293	97	33.10

The average unit cost of electricity is thus more than 4 times the average sale price. Fixation of the average rate of electricity chargeable from the consumer at a low rate as compared to average rate of electricity in other States chargeable from the consumer as detailed below and the increasing trend of revenue expenditure increases the gap between the cost price and selling price of per unit of electricity.

The annual Report of the working of State Electricity Boards/Electricity Departments published by the Planning Commission in April 1999 indicates the average tariff for sale of electricity in other States as shown below:



(Paise per KWH)

Name of States	1994-95	1995-96	1996-97	1997-98	1998-99
1. Assam	121.5	214.7	214.9	216.6	216.8
2. Meghalaya	98.9	107.2	127.7	130.0	156.9
3. West Bengal	143.0	147.9	151.6	194.0	218.0
4. Orissa	149.8	170.3	202.0	218.0	240.0
5. Bihar	155.0	179.1	185.2	210.7	210.8

It is evident from the above table that the average tariff fixed by the Department is much lower than that of other neighbouring States. This has resulted into a net deficit of Rs. 83.25 crores during 1999-2000, as estimated by the Department<sup>e</sup>.

### 8.3.6.1 Arrears of revenue

The yearwise position of arrears of revenue during the period from 1995-96 to 1999-2000 as furnished (March 2000) by the Department was as under:

Year	Demand of revenue during the year	Amount of arrears (Rupees in crore)	Percentage of arrear revenue to total demand of revenue
1995-96	17.31	0.90	5
1996-97	16.44	2.15	13
1997-98	18.60	3.56	19
1998-99	25.41	5.50	22
1999-2000	34.83	10.00	29

It would be seen from above that arrears of revenue to total demand increased from 5 per cent in 1995-96 to 29 per cent in 1999-2000. The Consumer Sub-Divisions (Electrical) which maintained the initial records relating to assessment of demand and collection of energy charges, had neither maintained the arrear demand register nor carried forward the arrear demand of previous years to the demand and collection register of succeeding years.

The arrear revenue at the end of 1995-96 of the State as a whole was Rs. 0.90 crore as shown by the Department whereas test check of records of 11 Sub-Divisions disclosed that the accumulation of arrears at the end of the year 1995-96 was Rs. 1.37 crore as shown in Appendix-XLV.

The reasons for such wide discrepancy were not stated. Thus, the system of exhibiting the figures of arrears of revenue was faulty and not realistic. The arrears of revenue as revealed from the records had cropped up mainly due to

- Delay in raising demand ranging from 6 months to 147 months;
- Non-inclusion of arrear demand in the bill for current demand;

<sup>e</sup> Operating income (-) Rs. 74.25 crore minus interest due to financial institutions Rs. 9 crore.

Heavy accumulation of arrears in collection of revenue.

- c) Absence of concerted effort for realisation of current as well as arrear demand. Some cases highlighting above aspects have been dealt in Paragraph 8.3.11.

### **8.3.7 Sale of power to Mizoram Government**

In February 1998, it was decided that the Mizoram Government would arrange to pay the bills for energy drawn raised by Tripura within 30 days from the date of presentation of bills to Mizoram, failing which a surcharge at the rate of 1.5 per cent per month would be levied.

**Accumulation of revenues due from the Government of Mizoram.**

Scrutiny of records disclosed that between February 1998 and March 2000, 112 MKWH of energy were transmitted to Mizoram, for which energy charges amounting to Rs. 10.12 crore and wheeling charges of Rs. 2.22 crore were raised in 26 bills. Of this, energy charges of Rs. 3.71 crore were paid by Mizoram Government in July 1999 and March 2000 leaving a balance of Rs. 8.63 crore (energy charges: Rs. 6.41 crore, wheeling charges: Rs. 2.22 crore). Besides, an amount of Rs. 1.45 crore being surcharge at the rate of 1.5 per cent for non-payment/delayed payment of energy bills was not claimed by the Department (April 2000). On this being pointed out in audit, the Executive Engineer, Gas Thermal Division stated (May 2000) that the claim for surcharge was under preparation and would be presented shortly. Further development is awaited (December 2000).

### **8.3.8 Collection of current demand without realisation of arrear dues**

A mention was made in Para 7.10.6 (A) (ii) (a) of the Report of the Comptroller and Auditor General of India in 1991-92 about the collection of current demand without realising the arrear demand, as provided for in the Electric Supply Special Form No. 22, whereon the Public Accounts Committee (PAC) recommended in their 55<sup>th</sup> Report that the arrear demand should have been exhibited in bills of the current demand so that the consumers were kept alert about the amounts of arrear.

Test check of records of 5 Sub-Divisions (Sub-Division V, Agartala; Udaipur; Sonamura; Kumarghat; and Kailashahar) revealed that current dues in 247 cases were accepted without realising arrear dues amounting to Rs. 70.26 lakh pertaining to the period from June 1995 to September 1999.

The above irregularity occurred mainly due to non-exhibition of arrear demand in the bill for current demand.

### **8.3.9 Metering**

#### **8.3.9.1 Non-installation of meters**

**Laxity in installation of meters to monitor actual loss of energy.**

Test check of metering arrangement of 15 Sub-Divisions (out of 45) showed that there was no system for recording the flow of energy into the incoming feeders and therefrom to the outgoing feeders. As a result, the electrical energy entering the incoming feeders in each Sub-Division and leaving through the outgoing feeders for consumers' consumption escaped recording and the Sub-Divisional Officers had no means to ascertain and monitor the actual loss of

power for taking remedial measures. The Department, however, decided (March 2000) that the losses on account of sale of electricity are to be minimised by installation of metering system at different stages.

### 8.3.9.2 Defective/inoperative meters

Meters are installed at the premises of the consumers by the Sub-Divisional Officers (Electrical) concerned on behalf of the Power Department to compute the units consumed for ascertaining the electricity charges leviable. Records of 11 Sub-Divisions<sup>o</sup> revealed that at the end of March 1999 out of 72,676 meters, 24,239 meters had been lying inoperative of which only 4,096 were replaced.

Year-wise position of defective meters and replacement thereof in respect of the above Sub-Divisions during the years 1995-96 to 1998-99 are shown below:

Year	Total number of meters	Total number of defective meters	Percentage of defective meters	Replacement during the year	Percentage of replacement of defective meters
1995-96	65,391	22,299	34	2,510	11
1996-97	68,371	22,868	33	3,536	15
1997-98	*67,862	24,786	37	3,656	15
1998-99	72,676	24,239	33	4,096	17

Inoperative meters resulting in loss of revenue.

It is evident from the above that 34 per cent meters on an average remained inoperative every year against which percentage of replacement was negligible, resulting in loss of revenue due to preference of bills at minimum charge/connected load basis with effect from April 1999.

The non-replacement of meters, as stated by the concerned Sub-Divisional Officers was mainly due to non-availability of new meters but there was nothing on record to indicate that the Department had taken any action in this regard.

### 8.3.10 Theft of power

Mention was made in Para 7.5.10(3) of the Report of the Comptroller and Auditor General of India for the year 1986-87 about non-formation of vigilance squad to prevent pilferage of energy though the formation of such squad was strongly recommended by the Rajadhyakshya Committee in September 1980 and the Central Electricity Authority (CEA) in February 1987. The reasons for non-formation of squad as of March 2000 were not on record.

<sup>o</sup> Jirania, Mohanpur, Bishalgarh, Kumarghat, Sonamura, Udaipur, Teliamura, Kailashahar and Agartala Sub-Divisions II, III and V.

\* 509 meters were transferred to other newly created Sub-Divisions restructured from among the Sub-Divisions test checked.

Unabated theft of power.

Besides, the Public Accounts Committee (PAC) in their 55<sup>th</sup> report recommended (August 1998) that appropriate initiative should be taken by the Department for preventing the theft of power in the form of use of hook lines, illegal use of heaters and manipulation of meter readings by the consumers.

The Department, instructed (October 1998) all the Sub-Divisional Officers to conduct raids once in a week with the help of the Police and to disconnect the illegal tapping of power and institute cases against the persons responsible for such illegal tapping of power.

Audit scrutiny of 11 Sub-Divisions\* revealed that 127 raids were conducted between April 1999 and March 2000 and 2,397 illegal tappings of power were disconnected, against which only 27 FIRs were lodged to the Police. Action taken by the Police was not communicated to the concerned Sub-Divisional Officers (March 2000). The reasons, as stated by the Sub-Divisional Officers, for not conducting the raids every week since October 1998, were mainly the inability of the Police authorities to provide adequate number of police personnel for conducting the raids.

### *8.3.11 Delay in issue of bills and realisation of revenue*

As per "The Tripura Electricity Supply Conditions, 1985", bills are to be issued at such periodical intervals as may be notified from time to time. No such notification or any orders whatsoever specifying the time limit for preferring bills could be made available to Audit. The bills are, however, issued at an interval of every three months as per practice prevailing in the Department.

Test check (January – March 2000) of records of 10 Sub-Divisions\* disclosed that there was delayed issue of bills in respect of almost all categories of consumers for more than 6 months to 147 months in 546 cases involving revenue of Rs. 1.11 crore as detailed below :

---

\* Jirania, Mohanpur, Dharmanagar, Kailashashar, Kumarghat, Bishalghar, Sonamura, Udaipur, Agartala Sub-divisions I,III and IV.

\* Agartala Sub-Divisions I, II, IV and V; Udaipur; Bishalghar; Sonamura; Mohanpur; Kumarghat; Kailashahar.

Particulars of bills	Delay in issue of bills							
	Above 6 months and upto 9 months		Above 9 months and upto 12 months		Above 12 months		Total	
	Number of cases	Amount (Rupees in lakh)	Number of cases	Amount (Rupees in lakh)	Number of cases	Amount (Rupees in lakh)	Number of cases	Amount (Rupees in lakh)
First bill from the date of service connection	18	2.51	6	0.11	77	5.40	101	8.02
Subsequent bills	131	34.40	113	19.26	201	49.38	445	103.04
<b>Total</b>	<b>149</b>	<b>36.91</b>	<b>119</b>	<b>19.37</b>	<b>278</b>	<b>54.78</b>	<b>546</b>	<b>111.06</b>

The delay in issue of 546 bills resulted not only in deferment of realisation of revenue of Rs. 96.78 lakh in 494 cases, but also non-realisation of revenue of Rs. 14.28 lakh relating to the remaining 52 cases.

### 8.3.12 Non-levy of fuel surcharge

Category B-G (1) of the Electricity Tariff effective from 1 June 1992 provides that consumers covered under the alternative source of supply (Diesel) shall pay an additional fuel surcharge at the rate of Rs. 25 per month or Rs. 75 per consecutive three months forming a quarter for billing purpose for single phase connection and Rs. 200 per month or Rs. 600 per consecutive three months forming a quarter for billing purpose for three-phase connection.

During test check of accounts of four Consumer Sub-Divisions (Agartala Sub-Divisions II, IV and V; and Dharmanagar) between March 1998 and November 1999 it was noticed that 195 consumers (three phase:118, single phase :77) were provided connections from the alternative source of power supply (diesel) between June 1992 and March 1996 but, while preferring the electricity consumption bills, no additional fuel surcharge was claimed resulting in non-realisation of Rs. 14.63 lakh (Agartala Sub-division II: Rs.3.34 lakh; Agartala Sub-division IV : Rs. 4.08 lakh; Agartala Sub-division V : Rs. 6.31 lakhs; and Dharmanagar : Rs. 0.90 lakh).

Fuel surcharge of Rs.14.63 lakh not imposed.

On these being pointed out in audit, all the Sub-Divisional Officers stated (June 1998 and December 1999) that the amount would be realised by issuing supplementary bills. But no amount had yet been realised (March 2000).

### 8.3.13 Short realisation due to non-computation of energy charges on load basis

As per condition 19 of the Tripura Electric Supply Conditions, 1985, when the meter is found to be defective/inoperative for any period, the Electrical Inspector is to decide the amount of energy supplied to a consumer in respect of such period. Where computation of units on average basis is not possible due to non-availability of any meter reading, the units of energy supplied to a



consumer in such cases were to be worked out as per existing practice followed, i.e., on the basis of connected load multiplied by average daily working hours of use as fixed by the Department, which varied from 3 hours/4 hours to 8 hours in respect of irrigation works, water works and public lighting.

During test check (June 1998 to August 1999) of the records of seven Sub-Divisional Officers<sup>v</sup>, it was noticed that the Sub-Divisions had preferred the claim at the minimum rate in respect of 127 consumers whose meters remained inoperative during the period from March 1997 to July 1999.

Non-computation of average units on load basis at the minimum rate of 3 hours in respect of irrigation works, 4 hours in respect of water works and 8 hours in respect of public lighting had resulted in short realisation of Rs. 24.46 lakh for the period from February 1997 to July 1999 in 127 cases.

On this being pointed out in audit (June 1998 to August 1999), 4 Sub-Divisional Officers (SDO, Jirania; SDO, Mohanpur; SDO, Kumarghat; and SDO, Udaipur) raised the supplementary bills for Rs. 17.91 lakh\*, out of which Rs. 5.31 lakh was realised by the SDO, Jirania in May 1999.

#### ***8.3.14 Short realisation due to computation of energy charges at lower tariff***

The Tripura Electric Supply (Third Amendment) Conditions, 1992 provide for electricity tariff to be charged at the rate of Rs. 1.20 per KWH with effect from 1 June 1992 on electric energy consumed under category "bulk supply" where the supply is at 11 KV line and the maximum demand is 63 KVA and above but less than 630 KVA, for which the minimum monthly charge is fixed at Rs. 18,000. The minimum monthly charge in respect of the said category of consumer is fixed at Rs. 3,600 if the bulk consumption is at 400 Volt LT and the maximum demand is less than 63 KVA.

During test check of 3 Consumer Sub-Divisions (Mohanpur, Udaipur, Teliamura) between August 1998 and April 1999 it was noticed that although 26 consumers (Mohanpur : 18; Udaipur : 1 and Teliamura : 7) had availed of bulk supply in 11 KV line and had a minimum demand of 63 KVA and above but less than 630 KVA, bills were raised against them on the basis of units of consumption treating the minimum charge at Rs. 3,600 instead of Rs. 18,000. The computation of energy charges at lower tariff, thus, resulted in short realisation of Rs. 9.21 lakh by the three Electrical Sub-Divisions for the period from May 1997 to December 1999.

On this being pointed out in audit, one Sub-Divisional Officer (Teliamura) raised the supplementary bills for Rs. 1.32 lakh in 7 cases but no amount against it had been realised as of October 2000. For the remaining amount of Rs. 7.89 lakh (SDO, Mohanpur: Rs. 5.87 lakh; SDO, Udaipur: Rs. 2.02 lakh)

<sup>v</sup> Jirania; Mohanpur; Kumarghat; Udaipur; Agartala Sub-division III and IV; and Kailashahar.

\* Remaining amount of Rs. 6.55 lakh (SDO, Kailashahar: Rs. 4.40 lakh; SDO IV, Agartala: Rs. 1.03 lakh; SDO III, Agartala: Rs. 1.12 lakh) was yet to be realised as of September 2000.

Computation of energy charges in violation of electric supply conditions.

actions are yet to be taken by the Sub-Divisional Officers for realisation (October 2000).

### 8.3.15 Loss of revenue due to wrong billing of energy charges

During test check between April 1998 and September 1999 of the records relating to collection of energy charges it was noticed that there was a short realisation of revenue amounting to Rs. 10.74 lakh in 110 cases for the period from November 1995 to August 1999 in 9 Sub-Divisions\*. The short realisation was due to calculation mistake, erroneous computation of units consumed, raising of bills for an amount less than the minimum charge etc.

On this being pointed out in audit, only one Sub-Division (Kailashahar) raised supplementary bills amounting to Rs. 2.96 lakh (December 1999). But no amount has since been recovered (March 2000).

### 8.3.16 Loss of revenue due to non-imposition of penalty

The clauses (a) and (b) of condition 28 of the Tripura Electric Supply Conditions, 1985, stipulate imposition of penalty for default in making payment of electricity consumption bill within 30 days from the due date, at the rate of 10 paise per unit of consumption per 30 days or part thereof, from the day following the due date of payment.

It was noticed during test check of records of 5 Electrical Sub-Divisions between January 1999 and September 1999 that though the payments in respect of 506 cases involving 268 consumers for consumption of electric energy between February 1996 and August 1999 were made on dates beyond the stipulated period, penalty leviable as per the above conditions was not imposed and realised, which resulted in a loss of revenue amounting to Rs.22.09 lakh<sup>o</sup>.

Penalty not imposed  
on delayed payment.

\* Udaipur: 32 cases, Rs. 1.37 lakh; Kumarghat: 3 cases, Rs. 0.16 lakh; Teliamura: 12 cases, Rs. 0.38 lakh; Dharmanagar: 23 cases, Rs. 1.33 lakh; Ambassa: 6 cases, Rs. 0.35 lakh; Kailashahar: 11 cases, Rs. 2.96 lakh; Agartala IV: 11 cases, Rs. 0.52 lakh; Agartala V: 10 cases, Rs. 2.58 lakh; and Agartala II: 2 cases, Rs. 1.09 lakh.

<sup>o</sup> (1) Mohanpur	: Rs. 3.46 lakh
(2) Kailashahar	: Rs. 8.43 lakh
(3) Dharmanagar	: Rs. 0.55 lakh
(4) G.B.Bazar	: Rs. 7.82 lakh
(5) Teliamura	: Rs. 1.83 lakh

---

Total : Rs.22.09 lakh

Reasons for not imposing the penalty were not on record. However, at the instance of Audit the Sub-Divisional Officers (Electrical) Kailashahar and Dharmanagar issued supplementary demands to the defaulting consumers in August 1999 and March 2000 respectively. Further progress is awaited (October 2000).

**8.3.17 Loss due to unauthorised allowance of rebate**

In terms of clause 17(c) of the Tripura Electric Supply Conditions, 1985, no rebate is admissible to a consumer if the bill is not paid within fifteen days from the date of its presentation to him.

It was noticed during test check of records of 3 Electrical Sub-Divisions between January 1999 and June 1999 that the rebate was allowed to 228 consumers in respect of 554 bills for consumption of electrical energy between February 1996 and July 1999 even though the payment was not made within the stipulated period. The inadmissible allowance of rebate resulted in loss of revenue amounting to Rs. 5.76 lakh\*.

Undue rebate allowed to consumers.

On these being pointed out, the Sub-Divisional Officers (Electrical), Kailashahar and Dharmanagar issued supplementary bills to the defaulting consumers in August 1999 and March 2000 respectively. Further progress in this regard and reply from other Sub-Division are awaited (October 2000).

**8.3.18 Non-realisation of energy charges under Kutir Jyoti Programme**

The Kutir Jyoti Programme was introduced in the State in 1989 for providing single point light connection in household of rural families living below the poverty line. Energy meters were not provided for these connections and instead the Department decided in 1993 to realise energy charges from the consumers concerned at the flat rate of Rs. 10 (subsequently enhanced to Rs.15 with effect from 1 April 1999 per month per consumer). Upto March 1999, the Department provided 15,688 connections under this programme.

Test check of records of 8 Consumer Sub-Divisions<sup>B</sup> revealed that though 6,795 connections were provided under the programme between December 1989 and February 2000, out of the amount of Rs. 10.38 lakh due for realisation (February 2000) only Rs. 1.53 lakh was realised leaving a balance of Rs. 8.85 lakh as detailed below :

* 1) Kailashahar	: Rs. 2.37 lakh
(2) Dharmanagar	: Rs. 0.90 lakh
(3) G.B.Bazar	: Rs. 2.49 lakh
<b>Total</b>	<b>: Rs. 5.76 lakh</b>

<sup>B</sup> Udaipur, Sonamura, Bishalghar, Kumarghat, Kailashahar, Mohanpur, Jirania, Teliamura.

Name of the Consumer Sub-Division	Number of connections provided	Amount due for realisation (February 2000)	Amount realised	Balance
<i>(Rupees in lakh)</i>				
1. Udaipur	1,939	0.85	0.35	0.50
2. Sonamura	1,000	1.68	0.21	1.47
3. Bishalghar	702	2.56	0.21	2.35
4. Kumarghat	751	0.89	0.36	0.53
5. Kailashahar	689	1.24	0.13	1.11
6. Mohanpur	682	1.01	0.09	0.92
7. Jirania	313	1.06	0.09	0.97
8. Teliamura	719	1.09	0.09	1.00
<b>Total</b>	<b>6,795</b>	<b>10.38</b>	<b>1.53</b>	<b>8.85</b>

### *8.3.19 Conclusion*

Unabated theft of power, and defective/inoperative meters at premises of the consumers were the main reasons for the transmission and distribution losses, which was much in excess of the permissible limit. Deficiency in maintenance of initial records relating to assessment of demand and collection of energy charges in the consumers sub-divisions, delay in raising demand from consumers, absence of concerted effort for realisation of the current as well as arrear demand, delay in issue of bills, wrong computation of energy charges etc. resulted in piling up of huge arrears as well as leakage of revenue.

In view of the foregoing, effective measures are required to be adopted to check the huge transmission and distribution losses of energy. Maintenance of records in consumers sub-divisions need to be improved substantially. Prompt remedial measures should be adopted for plugging leakage of revenue as well as tax and realisation of arrears.

The matter was reported to the Government in June 2000; reply had not been received (December 2000).

**SECTION - B**  
**INDUSTRIES DEPARTMENT**  
**TRIPURA JUTE MILLS LIMITED**

**8.4 Loss due to shortfall in production compared to prescribed norms**

**Deficiency in operational management led to failure in adhering to the conversion norms and consequent loss of Rs. 66.95 lakh.**

As per norms fixed (November 1978) by the Jute Manufacturers Development Council (JMDC), 977 Kg of raw materials is required for producing one tonne of finished product.

Test check (December 1999) of the records of the Tripura Jute Mills Limited revealed that during the years 1996-97 to 1998-99, out of a total consumption of 5,808 tonnes of raw materials, the mill produced only 5,549 tonnes of finished product against prescribed norms of 5,945 tonnes. This resulted in shortfall in production of 396 tonnes of finished products. Computed on the basis of sale price of finished products, the value of short production (396 tonnes) worked out to Rs. 66.95 lakh.

The Management stated (January 2000) that due to adoption of poor softening process of raw jute as well as use of High Spirit Diesel (HSD) instead of the standard Jute Batching Oil (JBO) due to its non-availability for softening of Jute fibres, the prescribed norms could not be achieved. Moreover, non-repair/renovation of the old machinery for want of funds resulted in increase in



shortfall of production. The reply is indicative of the deficiency in operational management of the mill in so far as processing of raw material is concerned.

The matter was reported to Government in June 2000; reply had not been received (October 2000).



Agartala  
The 30 APR 2001 2001

(R. N. Ghosh)  
Accountant General(Audit),  
Tripura, Agartala

Countersigned



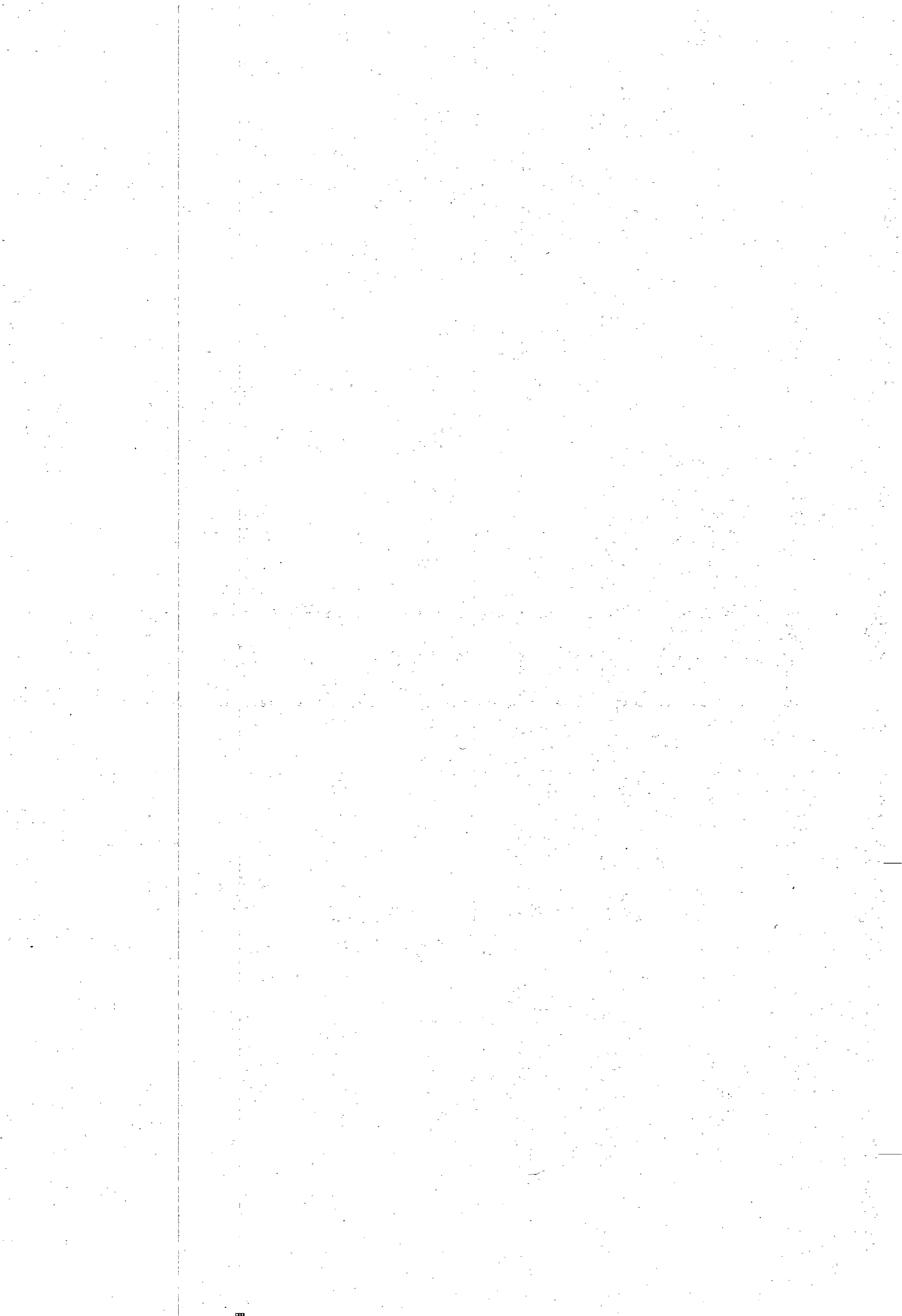
New Delhi  
The 28 MAY 2001 2001

(V. K. Shunglu)  
Comptroller and Auditor General of India





APPENDICES



## APPENDIX - I

(Reference : Paragraph 2.3.3 at page 31 )

## Cases where supplementary provision proved unnecessary

Sl. No.	Number and name of grant/appropriation	Supplementary grant/appropriation (Rupees in lakh)	Saving
	<b>Voted</b>		
1.	1 – Department of Parliamentary Affairs (Revenue)	8.70	9.05
2.	6 – Revenue Department (Revenue)	33.72	572.35
3.	8 – Appointment and Services Department (TPSC and SIPARD) (Revenue)	4.12	25.92
4.	9 – Statistical Department (Revenue)	9.18	15.11
5.	10 – Home Department (Capital)	16.53	165.66
6.	13 – Public Works Department (Revenue)	692.14	1427.04
7.	14 – Power Department (Capital)	350.00	1982.82
8.	15 – Irrigation and Flood Control Department (Revenue + Capital)	316.54	4644.86
9.	16 – Health and Family Welfare Department (Revenue)	62.05	676.30
10.	18 – Political Department (Revenue)	5.85	9.37
11.	21 – Food and Civil Supplies Department (Revenue + Capital)	70.71	824.11
12.	22 – Rehabilitation Department (Revenue)	4.28	402.31
13.	23 – Panchayat Raj Department (Revenue)	201.51	643.77
14.	24 – Industries and Commerce Department (Revenue)	23.00	214.65
15.	25 – Industries (Handloom, Handicrafts and Sericulture) Department (Revenue)	25.70	32.36
16.	29 – Animal Resource Development Department (Revenue)	167.23	278.74
17.	30 – Forest Department (Capital + Revenue)	15.99	396.82
18.	38 – Stationery and Printing Department (Revenue)	7.56	29.19
19.	40 – Education (School) Department (Revenue)	989.16	2164.08
20.	42 – Education (Sports and Youth Programme) Department (Revenue)	51.62	68.00
	<b>Total</b>	<b>3055.59</b>	<b>14582.51</b>



APPENDIX - II

(Reference : Paragraph 2.3.4 at page 31 )

Statement showing cases where supplementary provision was made in excess of actual requirement

Sl. No.	Number and name of grant/appropriation	Original grant/appropriation	Expenditure	Additional requirement	Supplementary provision	Saving
<b>Revenue Section (Voted)</b>		<i>(Rupees in lakh)</i>				
1.	4 – Election Department	157.37	270.95	113.58	350.00	236.42
2.	10 – Home Department	15274.76	16039.17	764.41	1686.52	922.11
3.	14 – Power Department	8811.60	9196.54	384.94	1450.00	1065.06
4.	17 – Information, Cultural Affairs and Tourism Department	632.28	637.53	5.25	15.97	10.72
5.	19 – Tribal Welfare Department	13100.13	13700.70	600.57	1,307.84	707.27
6.	20 -Welfare for Schedule Castes Department	4610.08	4965.62	355.54	697.36	341.82
7.	26 – Fisheries Department	657.71	680.10	22.39	49.00	26.61
8.	27 – Agriculture Department	3215.41	3377.05	161.64	1026.20	864.56
9.	31 – Rural Development Department	3828.91	3845.13	16.22	310.07	293.85
10.	35 – Urban Development Department	683.72	754.40	70.68	161.87	91.19
11.	36 – Jail Department	406.07	497.97	91.90	126.52	34.62
12.	39 – Education (Higher) Department	2141.91	2738.75	596.84	1025.00	428.16
<b>Revenue (Charged)</b>						
13.	13 – Public Works Department	705.00	839.26	134.26	150.00	15.74
<b>Capital (Voted)</b>						
14.	6 – Revenue Department	15.00	42.96	27.96	46.18	18.22
15.	11 – Transport Department	568.00	741.59	173.59	280.46	106.87
16.	12 – Co-operation Department	169.08	182.33	13.25	134.95	121.70
17.	13 – Public Works Department	6520.24	7313.48	793.24	2751.69	1958.45
18.	16 – Health and Family Welfare Department	651.81	699.69	47.88	140.89	93.01
19.	19 – Tribal Welfare Department	2552.59	2898.78	346.19	1786.17	1439.98
20.	20 - Welfare of Schedule Castes Department	1334.30	1402.38	68.08	635.30	567.22
21.	23 – Panchayat Raj Department	349.00	681.64	332.64	870.00	537.36
22.	35 – Urban Development Department	264.40	353.39	88.99	113.00	24.01
<b>Total</b>		<b>66649.37</b>	<b>71859.41</b>	<b>5210.04</b>	<b>15114.99</b>	<b>9904.95</b>

## APPENDIX - III

(Reference : Paragraph 2.3.5 at page 31 )

## Excess of expenditure over provision requiring regularisation

Sl. No.	Number and name of grant/appropriation	Total grant/appropriation	Total expenditure	Excess
	Revenue - Voted	Rupees	Rupees	Rupees
1.	3 - Chief Minister's Secretariat and S.A. Department	118803000	120433552	1630552
2.	11 - Transport Department	9683000	11199305	1516305
3.	12 - Co-operation Department	48876000	51388685	2512685
4.	41 - Education (Social) Department	357695000	372104950	14409950
	<b>Total:</b>	<b>535057000</b>	<b>555126492</b>	<b>20069492</b>
	Revenue - Charged			
5.	5 - Law Department	13212000	15104346	1892346
6.	43 - I.F. and Finance Department	1520895000	167878710	157891710
	<b>Total:</b>	<b>1534107000</b>	<b>1693891056</b>	<b>159784056</b>
	Capital - Voted			
7.	5 - Law Department	6000000	9368183	3368183
8.	25 - Handloom, Handicrafts and Sericulture Department	14136000	21632700	7496700
9.	31 - Rural Development Department	105717000	137005932	31288932
	<b>Total :</b>	<b>125853000</b>	<b>168006815</b>	<b>42153815</b>
	Capital - Charged			
10.	14 - Power Department	30000000	45355449	15355449
11.	26 - Fisheries Department	221000	221200	200
12.	43 - I.F. and Finance Department	324029000	326143302	2114302
	<b>Total :</b>	<b>354250000</b>	<b>371719951</b>	<b>17469951</b>
	<b>Grand Total :</b>	<b>2549267000</b>	<b>2788744314</b>	<b>239477314</b>

APPENDIX - IV

(Reference : Paragraph 2.3.6 at page 31 )

Statement showing the cases where supplementary provision was inadequate

Sl.No.	Number and name of grant/ appropriation	Original provision	Supple- mentary provision	Total provision	Expenditure	Excess of expenditure over total provision
1	2	3	4	5	6	7
	<b>Revenue-Voted</b>	<i>(Rupees in lakh)</i>				
1.	3 – Chief Minister's Secretariat and S.A. Department	1125.43	62.60	1188.03	1204.34	16.31
	<b>Revenue-Charged</b>					
2.	43 – I.F. and Finance Department	14690.10	518.85	15208.95	16787.87	1578.92
	<b>Capital-Voted</b>					
3.	25 – Industries (Handloom, Handicrafts and Sericulture) Department	37.49	103.87	141.36	216.33	74.97
4.	31 – Rural Development Department	954.16	103.01	1057.17	1370.06	312.89
	<b>Capital-Charged</b>					
5.	43 – I.F. and Finance Department	3139.90	100.39	3240.29	3261.43	21.14
	<b>TOTAL :</b>	<b>19947.08</b>	<b>888.72</b>	<b>20835.80</b>	<b>22840.03</b>	<b>2004.23</b>

## APPENDIX - V

(Reference : Paragraph 2.3.7 at page 31 )

Statement showing cases where expenditure fell short by Rs.10 lakh  
and over 10 per cent of the provision

Sl.No.	Number and name of grant/appropriation	Total provision	Saving	Saving as a percentage of total provision
1	2	3	4	5
	<b>Revenue Section</b>		<i>(Rupees in lakh)</i>	
1.	2- Governor's Secretariat (Charged)	105.51	11.84	11
2.	5 - Law Department (Voted)	746.87	89.34	12
3.	6 - Revenue Department (Voted)	4865.62	572.35	12
4.	13 - Public Works Department (Voted)	7041.72	1427.04	20
5.	14 - Power Department (Voted and Charged)	11211.60	1191.11	11
6.	15 - Irrigation and Flood Control Department (Voted)	4841.92	2506.04	52
7.	21 - Food and Civil Supplies Department (Voted)	624.05	77.06	12
8.	22 - Rehabilitation Department (Voted)	1024.79	402.31	39
9.	23 - Panchayat Raj Department (Voted)	5321.33	643.77	12
10.	24 - Industries and Commerce Department (Voted)	1042.75	214.65	21
11.	27 - Agriculture Department (Voted)	4241.61	864.56	20
12.	28 - Horticulture Department (Voted)	1868.66	373.18	20
13.	29 - Animal Resource Development Department (Voted)	1866.54	278.74	15
14.	30 - Forest Department (Voted)	2222.07	296.82	13
15.	34 - Planning and Co-ordination Department (Voted)	109.44	12.66	12
16.	35 - Urban Development Department (Voted and Charged)	849.59	92.69	11
17.	39 - Education (Higher) Department (Voted)	3166.91	428.16	14
18.	43 - I.F. and Finance Department (Voted)	17703.55	6536.56	37

APPENDIX - V (Concl'd.)

(Reference : Paragraph 2.3.7 at page 31 )

Statement showing cases where expenditure fell short by Rs.10 lakh  
and over 10 per cent of the provision

Sl.No.	Number and name of grant/appropriation	Total provision	Saving	Saving as a percentage of total provision
1	2	3	4	5
<i>(Rupees in lakh)</i>				
	<b>Capital Section</b>			
19.	6 - Revenue Department (Voted)	61.18	18.22	30
20.	10 - Home Department (Voted)	295.96	165.66	56
21.	11 - Transport Department (Voted)	848.46	106.87	13
22.	12 - Co-operation (Voted and Charged)	349.03	122.91	35
23.	13 - Public Works Department (Voted and Charged)	9646.93	2002.92	21
24.	14 - Power Department (Voted)	5698.06	1982.82	35
25.	15 - Irrigation and Flood Control Department (Voted)	7809.18	2138.82	27
26.	16 - Health and Family Welfare Department (Voted)	792.70	93.01	12
27.	19 - Tribal Welfare Department (Voted)	4338.76	1439.98	33
28.	20 - Welfare of Scheduled Castes Department (Voted)	1969.60	567.22	29
29.	21 - Food and Civil Supplies Department (Voted)	3018.41	747.05	25
30.	23 - Panchayat Raj Department (Voted)	1219.00	537.36	44
31.	27 - Agriculture Department (Voted)	1500.00	678.18	45
32.	30 - Forest Department (Voted)	140.00	100.00	71
33.	33 - Science, Technology and Environment Department (Voted)	17.80	11.70	66
34.	34 - Planning and Co-ordination Department (Voted)	15.00	15.00	100
35.	42 - Education (Sports and Youth Programme) Department (Voted)	133.38	125.72	94
	<b>Total :</b>	<b>106707.98</b>	<b>26872.32</b>	<b>25</b>



APPENDIX - VI

(Reference : Paragraph 2.3.8 at page 31 )

Statement showing significant cases of persistent savings

Sl.No.	Number and name of grant/appropriation	Amount of saving (percentage of saving to total provision in bracket)		
		1996-97	1997-98	1998-99
		<i>(Rupees in crore)</i>		
1.	28 - Horticulture Department (Revenue - Voted)	197.34 (19)	250.54 (18)	373.18 (20)
2.	12- Co-operation Department (Capital - Voted)	222.60 (77)	13.27 (13)	121.70 (40)

APPENDIX - VII

(Reference : Paragraph 2.3.9 at page 31 .)

Expenditure exceeding the provision by more than Rs.25 lakh  
and also by more than 10 per cent of the total provision

Sl.No.	Number and name of grant/appropriation	Total provision	Total expenditure	Excess	Percentage of excess expenditure to the total provision
<i>(Rupees in lakh)</i>					
1.	5 - Law Department (Capital - Voted)	60.00	93.68	33.68	56
2.	25 - Handloom, Handicrafts and Sericulture Department (Capital - Voted)	141.36	216.33	74.97	53
3.	31 - Rural Development Department (Capital - Voted)	1057.17	1370.06	312.89	30
4.	14 - Power Department (Capital - Charged)	300.00	453.55	153.55	51
	<b>Total</b>	<b>1558.53</b>	<b>2133.62</b>	<b>575.09</b>	

**APPENDIX – VIII**  
(Reference : Paragraph 2.3.10 at page 31)  
Injudicious re-appropriation of funds

Sl. No.	Number and name of grant/appropriation	Provision Original(O) Supplementary (S)	Reappropriation (R)	Total grant	Actual expenditure	Saving(-) Excess(+)
<i>(Rupees in lakh)</i>						
1.	6 – Revenue Department (i) 2029 – Land Revenue 800 – Other Expenditure for strengthening of Revenue Administration (CSS)	O. 175.00	(-) 52.00	123.00	6.54	(-) 116.46
	(ii) Computerisation of Land Records (CSS) (Plan)	O. 374.20	(-) 212.20	162.00	...	(-)162.00
	(iii) 2245 – Relief on account of Natural Calamities 80 – General 800 – Other Expenditure for Natural Calamities (Non-plan)	O. 1007.26	(+) 17.74	1025.00	950.57	(-) 74.43
	(iv) 2053 – District Administration 093 – District Establishment (Non-plan)	O. 384.46	(-) 32.16	352.30	545.51	(+) 193.21
	(v) 2245 – Relief on account of Natural Calamities 02 – Flood/Cyclone etc. 101 – Gratuitous Relief (Non-plan)	O. 25.00	(-) 25.00	...	195.28	(+) 195.28
2.	10-Home Department (i) 2055 – Police 108 – State Headquarters Police, Tripura State Relief Battalion No. III (NP)	O. 575.05	(+) 10.02	585.07	526.54	(-) 58.53
	(ii) T.S.R Battalion No. V(Non-Plan) (IR Battalion No. I)	O. 828.73 S.160.00	(+) 0.62	989.35	757.45	(-) 231.90
	(iii) State Headquarters Police, Battalion No. VI (IR BN No. II) (Non-Plan)	O. 569.45 S. 211.00	(-) 0.52	779.83	639.77	(-)140.06
	(iv) 109 – District Police District Armed Reserve (Non-Plan)	O. 2646.16 S. 80.85	(+) 33.37	2760.38	1383.90	(-) 1376.48
	(v) 115 – Modernisation of Police Force (CSS) (Non-Plan) State Plan	O. 46.53	(+) 22.18	68.71	15.43	(-) 53.28
	(vi) 800 – Other Expenditure Central M.T.Pool (Non-Plan)	O. 464.71 S. 274.93	(+) 69.63	809.27	714.81	(-) 94.46
	(vii) Amenities of C.P.M.F	O. Nil S. 346.00	(+) 100.00	446.00	...	(-) 446.00

**APPENDIX – VIII (Contd.)**  
**(Reference : Paragraph 2.3.10 at page 31)**  
**Injudicious re-appropriation of funds**

Sl. No.	Number and name of grant/appropriation	Provision Original(O) Supplementary (S)	Reappropriation (R)	Total grant	Actual expenditure	Saving(-) Excess(+)
				<i>(Rupees in lakh)</i>		
	(viii) 2070 – Other Administrative Services 107 – Home Guards (Home Guards Organisation) (Non-Plan)	O. 692.07	(+) 58.19	750.26	658.18	(-) 92.08
	(ix) 2055 – Police 001 – Direction and Administration (Non-Plan) 109 – District Police District Civil Police (Non-Plan)	O.178.20 O. 3516.18 S. 576.74	(+) 55.82 (+) 121.93	234.02 4214.85	181.35 5572.09	(-) 52.67 (+)1357.24
3.	12 – Co-operation Department (i) 4425 – Capital Outlay on Co-operation 107 – Investment in Credit Co-operatives (CSS) (Plan)	O. 64.20	(+) 10.80	75.00	...	(-) 75.00
4.	13 – Public Works Department (i) 2059 – Public Works 80 – General 001 – Direction and Administration Execution (Non-Plan) (ii) Direction and Administration Direction (Non-Plan) (iii) 4216 – Capital Outlay on Housing 01 – Office Building 120 – General Pool Accommodation (Plan)	O. 2702.88 O. 812.80 O. 2120.00	(-) 106.12 (-) 37.80 (+) 1924.00	2596.76 775.00 4044.00	1411.16 1408.73 2517.43	(-) 1185.60 (+) 633.73 (-) 1526.57
5.	14 – Power Department (i) 2801 – Power 011 – Diesel and Gas Power Generation 800 – Other Expenditure (Non-Plan), Gas Power (ii) 4552 – Capital Outlay on North Eastern Areas 04 – Gas Power Generation 800 – Other Expenditure (Plan) Gas Thermal Project	O. 1697.00 S. 515.95 O. 2350.00	(+) 27.05 (-) 2250.00	2240.00 100.00	2412.60 0.32	(+) 172.60 (-) 99.68

APPENDIX – VIII (Contd.)  
(Reference : Paragraph 2.3.10 at page 31 )

Injudicious re-appropriation of funds

Sl. No.	Number and name of grant/appropriation	Provision Original(O) Supplementary (S)	Reappropriation (R)	Total grant	Actual expenditure	Saving(-) Excess(+)
		(Rupees in lakh)				
	(iii) 4801 – Capital Outlay on Power Project 052 – Machinery and Equipment (Plan) 800 – Gas Thermal Project	O. 527.00	(+) 35.50	562.50	247.22	(-) 315.28
	(iv) 05 – Transmission and Distribution 001 – Direction and Administration	O. 573.46	(+) 44.40	617.86	344.34	(-) 273.52
	(v) 01 – Hydel Generation 800 – Other Expenditure (Plan)	O. 157.00	(-) 30.00	127.00	297.58	(+) 170.58
	(vi) 05 – Transmission and Distribution 800 – Other Expenditure Transmission	O. 120.00 S. 350.00	(+) 476.00	946.00	1545.72	(+) 599.72
	(vii) Distribution	O. 245.00	(+) 70.60	315.60	520.62	(+) 205.02
6.	<b>15 – Irrigation and Flood Control Department</b>					
	(i) 2215 – Water Supply and Sanitation 01 – Water Supply 101 – Urban Water Supply Programme (NP)	O. 55.00 S. 7.65	(+) 12.35	75.00	175.65	(+) 100.65
	(ii) 4701 – Capital Outlay on Major and Medium Irrigation 04 – Medium Irrigation Non-commercial 800 – other Expenditure (Plan) Gumti Irrigation	O. 300.00	(-) 13.00	287.00	233.17	(-)63.83
	(iii) Khowai Irrigation Project	O. 300.00	(-) 153.50	146.50	91.87	(-) 54.63
	(iv) 4702 – Capital outlay on Minor Irrigation 102 – Ground water Accelerated Irrigation Benefits programme	O. 1500.00	(-)394.44	1105.56	901.62	(-) 203.94
	(v) 101 – Surface water, Lift Irrigation	O. Nil	(+) 270.00	270.00	364.14	(+) 94.14
	(vi) 4711 – Capital outlay on Flood Control Project (Plan) 01 - Flood Control 800 – Other Expenditure-Border Area Development Programme	O. Nil	(+) 189.00	189.00	321.66	(+) 132.66



**APPENDIX – VIII (Contd.)**  
**(Reference : Paragraph 2.3.10 at page 31)**  
**Injudicious re-appropriation of funds**

Sl. No.	Number and name of grant/appropriation	Provision Original(O) Supplementary (S)	Reappropriation (R)	Total grant	Actual expenditure	Saving(-) Excess(+)
<i>(Rupees in lakh)</i>						
7.	19 – Tribal Welfare Department (i) 2225 – Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes 02 – Welfare of Scheduled Tribes 277 – Education	O. 422.00	(-) 9.63	412.37	331.42	(-) 80.95
	(ii) 2501 – Special Programme for Rural Development 01 – Integrated Rural Development Programme 101 – Subsidy to District Rural Development Agency Scheme for IRDP (CSS) (Plan)	O. Nil S. 53.56	(+ ) 29.56	83.12	23.94	(-) 59.18
	(iii) 2225 – Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes 02 – Welfare of Scheduled Tribes 277 – Education (TSP)	O. 557.00	(-) 15.37	541.63	647.44	(+ ) 105.81
	(iv) 4216 – Capital outlay on Housing 03 – Rural Housing 800 – Other Expenditure (CSS)	O. 200.00 S. 68.05	(+ ) 37.00	305.05	182.77	(-) 122.28
	(v) 4702 – Capital outlay on Minor Irrigation 176 – Lift Irrigation Accelerated Irrigation Benefits Programme	O. Nil S. 615.81	(+ ) 6.00	621.81	89.67	(-) 532.14
	(vi) 4711 – Capital outlay on Flood Control Project 01 – Flood Control 800 – Other expenditure	O. Nil S. 109.31	(+ ) 0.69	110.00	Nil	(-) 110.00
8.	20 – Welfare of Scheduled Castes Department (i) 4216 – Capital outlay on Housing 03 – Rural Housing 800 – Other expenditure (CSS) (Plan)	O. 150.00 S. 21.67	(+ ) 19.00	190.67	68.50	(-) 122.17

**APPENDIX – VIII (Contd.)**  
**(Reference : Paragraph 2.3.10 at page 31)**  
**Injudicious re-appropriation of funds**

Sl. No.	Number and name of grant/appropriation	Provision Original(O) Supplementary (S)	Reappropriation (R)	Total grant	Actual expenditure	Saving(-) Excess(+)
<i>(Rupees in lakh)</i>						
9.	21-Food and Civil Supplies Department (i) 3456 – Civil Supplies 001 – Direction and Administration Strengthening of Public Distribution System (CSS) (Plan)	O . Nil	(+) 61.00	61.00	....	(-) 61.00
	(ii) 4408 – Capital outlay on Food, Storage and Warehousing 01 – Food 800 – Other expenditure Food (CSS) (Plan)	O . 84.00	(-) 33.00	51.00	...	(-)51.00
10.	23 – Panchayat Raj Department (i) 2515 – Other Rural Development Programme 001 – Direction and Administration	O . 3726.44 S . 201.51	(-)438.98	3488.97	3297.71	(-)191.26
11.	28-Horticulture Department (i) 2402 – Soil and Water Conservation 001 – Direction and Administration, Water Shed Development Project in Shifting Cultivation (CSS) (Plan)	O . 150.00	(+) 127.44	277.44	170.00	(-) 107.44
12.	29 – Animal Resource Development Department (i) 2404 – Dairy Development 102 – Dairy Development Project (CSS) (Plan)	O . 107.00	(+) 13.00	120.00	....	(-) 120.00
13.	31- Rural Development Department (i) 2505 – Rural Employment 60 – Other Programme 001 – Direction and Administration R.E. Cell of RD Department	O . 3.77	(-)0.26	3.51	79.07	(+) 75.56

**APPENDIX – VIII (Contd.)**  
**(Reference : Paragraph 2.3.10 at page 31)**  
**Injudicious re-appropriation of funds**

Sl. No.	Number and name of grant/appropriation	Provision Original(O) Supplementary (S)	Reappropriation (R)	Total grant	Actual expenditure	Saving(-) Excess(+)
<i>(Rupees in lakh)</i>						
14.	(ii) 4216 – Capital outlay on Housing (BMS) 03 – Rural Housing 800 – Other Expenditure Indira Awaas Yojana (CSS) (Plan)	O . 150.00 S . 103.01	(+ 14.00)	267.01	342.68	(+ 75.67)
14.	35 – Urban Development Department (i) 2217 – Urban Development 05 – Other Urban Development Scheme 191 – Assistance to Local Bodies Swarna Jayanti Shahari Rozgar Yojana (CSS) (Plan)	O . 80.00 S . 30.75	(+ 6.75)	117.50	34.00	(-) 83.50
15.	39 – Education (Higher) Department (i) 2202 – General Education 03 – University and Higher Education 103 – Government Colleges and Institutes	O . 1043.34 S . 806.70	(-) 6.99	1843.05	1523.34	(-) 319.71
16.	40 - Education (School) Department (i) 2202 – General Education 01 – Elementary Education 106 – Teachers and Other Services Government Primary Schools (ii) Operation Black Board (CSS) (Plan) (iii) 104 – Teachers and Other Services (iv) 05 – Language Development 103 – Sanskrit Education (CSS) (Plan)	O . 12263.89 S . 169.71  O . 260.70 S . 377.76  O . 9975.03  O . 5.93 S . 155.52	(+ 247.56)   (+ 10.90)  (-) 279.89  (+) 33.40	12681.16   649.36  9677.14  194.85	12053.81   20.74  8981.13  4.67	(-) 627.35   (-) 628.62  (-) 696.01  (-) 190.18

**APPENDIX – VIII(Contd.)**  
**(Reference : Paragraph 2.3.10 at page 31)**  
**Injudicious re-appropriation of funds**

Sl. No.	Number and name of grant/appropriation	Provision Original(O) Supplementary (S)	Reappropriation (R)	Total grant	Actual expenditure	Saving(-) Excess(+)
<i>(Rupees in lakh)</i>						
17.	41 – Education (Social) Development (i) 2202 – General Education 01 – Elementary Education 200 – Other Adult Education Programme (ii) 2235 – Social Security and Welfare 60 – Other Social Security And Welfare Programme 102 - Pension under Social Security Scheme Subsistence Allowance to Physically Handicapped (Non – Plan)	O . 1399.99 S . 102.62	(-) 79.72	1422.89	1503.89	(+) 81.00
18.	42 – Education (Sports and Youth Programme) Department (i) 4202 – Capital outlay on Education, Sports, Art and Culture 03 – Sports and Youth Services (Sports Stadia) 800 – Other expenditure Development of infrastructure Games and Sports (CSS) (Plan)	O . 46.80	(+) 12.00	58.80	....	(-) 58.80
19.	43 – I.F. and Finance Department (i) 2070 – Other Administrative Services 102 – Commuted Value of Pensions (ii) 104 – Gratuities (iii) 2071 – Pension and Other Retirement Benefit 01 – Civil 101 – Superannuation and Retirement Allowances (iv) 105 – Family Pension	O . 127.37	(-) 50.00	77.37	...	(-) 77.37
		O . 1237.00 O . 1703.10	(+) 123.70 (+) 170.31	1360.70 1873.41	890.01 1621.45	(-) 470.69 (-) 251.96
		O . 5293.00 O 1572.40	(+) 529.30 (+) 157.24	5822.30 (+)1729.64	5382.85 3190.49	(-) 439.45 (+) 1460.85

APPENDIX – VIII(Concl.d.)

(Reference : Paragraph 2.3.10 at page 31)

Injudicious re-appropriation of funds

Sl. No.	Number and name of grant/appropriation	Provision Original(O) Supplementary (S)	Reappropriation (R)	Total grant	Actual expenditure	Saving(-) Excess(+)
		<i>(Rupees in lakh)</i>				
	(v) 2049 – Interest Payment 03 – Interest on Small Savings Provident Funds etc. 104 – Interest on State Provident Fund (Non-plan)	O . 5498.40	(-) 208.00	5290.40	5713.50	(+) 423.10
	(vi) 107 – Interest on Pre-1984-85 loans (Non-plan)	O 55.81	(+) 0.49	56.30	234.18	(+) 177.88
	(vii) 5465 – Investment in General Financial and Trading Institutions 109 – Investment in Public Sector and Other Undertakings, Banks etc. Gramin Bank (Non-plan)	O . 1.00	(+) 211.10	212.10	122.25	(-) 89.85
	(viii) 7610 – Loans to Government Servant 201 – House Building Advance (Non-Plan)	O . 575.00	(-) 250.00	325.00	131.52	(-) 193.48



**APPENDIX - IX**  
(Reference : Paragraph 2.3.11 at page 32 )

Expenditure incurred without budget provision

Sl. No.	Number and name of grant/appropriation	Head of account	Amount spent (Rupees in lakh)
1.	19 – Tribal Welfare Department	(i) 2403 – Animal Husbandary 453 – Systematic control of Livestock Disease (ii) 2505 – Rural Employment 60 – Other Programmes 800 – Other Expenditure Jawahar Gram Samridhi Yojana (State Plan)	2.59    364.52
2.	31 – Rural Development Department	(i) 2505 – Rural Employment 60 – Other Programme 800 – Other Expenditure (Plan)	401.23
3.	41 – Education (Social) Department	(i) 2235 – Social Security and Welfare 03 – National Social Assistance Programme 104 – Deposit Linked Insurance Scheme Government Provident Funds (Non-plan)	13.42
4.	43 – I.F. and Finance Department	(i) 6004 – Loans and Advances from Central Government 03 – Loans from Central Plan Scheme 102 – Soil and Water Conservation	1.88
<b>Total</b>			<b>783.64</b>

**APPENDIX - X**  
(Reference : Paragraph 2.3.12 at page 32)

Statement showing the amounts of saving of Rs.10 lakh and above not surrendered

Sl. No.	Number and name of grant/appropriation	Total provision	Total expenditure	Total saving	Amount not surrendered
(1)	(2)	(3)	(4)	(5)	(6)
<i>(Rupees in lakh)</i>					
<b>Revenue Section(Voted)</b>					
1.	4-Election Department	507.37	270.95	236.42	236.42
2.	5-Law Department	746.87	657.53	89.34	47.15
3.	6-Revenue Department	4865.62	4293.27	572.35	308.15
4.	8-Appointment and Services Department (TPSC and SIPARD)	42.31	16.39	25.92	25.92
5.	9-Statistical Department	207.95	192.84	15.11	15.11
6.	10-Home Department	16961.28	16039.17	922.11	922.11
7.	13-Public Works Department	7041.72	5614.68	1427.04	1427.04
8.	14-Power Department	10261.60	9196.54	1065.06	1065.06
9.	15-Irrigation and Flood Control Department	4841.92	2335.88	2506.04	2153.86
10.	16-Health and Family Welfare Department	7116.13	6439.83	676.30	667.35
11.	17-Information, Cultural Affairs and Tourism Department	648.25	637.53	10.72	8.72
12.	19-Tribal Welfare Department	14407.97	13700.70	707.27	112.13
13.	20 - Welfare of Scheduled Castes Department	5307.44	4965.62	341.82	216.64
14.	21 - Food and Civil Supplies Department	624.05	546.99	77.06	64.06
15.	22 - Rehabilitation Department	1024.79	622.48	402.31	402.31
16.	23 - Panchayat Raj Department	5321.33	4677.56	643.77	196.29
17.	24-Industries and Commerce Department	1042.75	828.10	214.65	189.12
18.	25 - Industries (Handloom, Handicraft and Sericulture) Department	576.40	544.04	32.36	2.18
19.	26-Fisheries Department	706.71	680.10	26.61	17.32
20.	27-Agriculture Department	4241.61	3377.05	864.56	786.38

**APPENDIX – X (Contd.)**  
(Reference : Paragraph 2.3.12 at page 32)

Statement showing the amounts of saving of Rs.10 lakh and above not surrendered

Sl. No.	Number and name of grant/appropriation	Total provision	Total expenditure	Total saving	Amount not surrendered
(1)	(2)	(3)	(4)	(5)	(6)
<i>(Rupees in lakh)</i>					
21.	28-Horticulture Department	1868.66	1495.48	373.18	186.74
22.	29-Animal Resource Development Department	1866.54	1587.80	278.74	248.24
23.	30-Forest Department	2222.07	1925.25	296.82	243.94
24.	31-Rural Development Department	4138.98	3845.13	293.85	267.63
25.	32 – Tribal Rehabilitation in Plantation and Primitive Group Programme Department	147.90	136.70	11.20	2.45
26.	35 – Urban Development Department	845.59	754.40	91.19	91.19
27.	36 – Jail Department	532.59	497.97	34.62	34.62
28.	37 – Labour and Employment Department	326.70	298.94	27.76	10.49
29.	38 – Stationery and Printing Department	461.45	432.26	29.19	8.86
30.	39 – Education (Higher) Department	3166.91	2738.75	428.16	428.16
31.	40 - Education (School) Department	27331.12	25167.04	2164.08	2164.08
32.	42 – Education (Sports and Youth Programme) Department	1009.12	941.12	68.00	45.12
<b>Revenue Section (Charged)</b>					
33.	2-Governor's Secretariat	105.51	93.67	11.84	11.84
34.	13 – Public Works Department	855.00	839.26	15.74	15.74
35.	14-Power Department	950.00	823.95	126.05	126.05
<b>Capital Section (Voted)</b>					
36.	6 – Revenue Department	61.18	42.96	18.22	18.22
37.	10 – Home Department	295.96	130.30	165.66	165.66

**APPENDIX – X (Concl'd.)**  
(Reference : Paragraph 2.3.12 at page 32)

Statement showing the amounts of saving of Rs.10 lakh and above not surrendered

Sl. No.	Number and name of grant/appropriation	Total provision	Total expenditure	Total saving	Amount not surrendered
(1)	(2)	(3)	(4)	(5)	(6)
<i>(Rupees in lakh)</i>					
38.	11 – Transport Department	848.46	741.59	106.87	106.87
39.	12 – Co-operation Department	304.03	182.33	121.70	76.60
40.	13 – Public Works Department	9271.93	7313.48	1958.45	1675.45
41.	15 – Irrigation and Flood Control Department	7809.18	5670.36	2138.82	1.04
42.	16 – Health and Family Welfare Department	792.70	699.69	93.01	93.01
43.	19 – Tribal Welfare Department	4338.76	2898.78	1439.98	1311.48
44.	20 – Welfare of Scheduled Castes Department	1969.60	1402.38	567.22	461.22
45.	21 – Food and Civil Supplies Department	3018.41	2271.36	747.05	48.99
46.	23 – Panchayat Raj Department	1219.00	681.64	537.36	537.36
47.	27 – Agriculture Department	1500.00	821.82	678.18	678.18
48.	30 – Forest Department	140.00	40.00	100.00	100.00
49.	35 – Urban Development Department	377.40	353.39	24.01	23.01
50.	42 – Education (Sports and Youth Programme) Department	133.38	7.66	125.72	75.72
51.	43 – I.F. and Finance Department	876.00	386.69	489.31	380.41
	<b>Capital - Charged</b>				
52.	13 – Public Works Department	375.00	330.52	44.48	44.48
	<b>Total</b>	<b>165653.20</b>	<b>141189.92</b>	<b>24463.28</b>	<b>18546.17</b>

## APPENDIX – XI

(Reference : Paragraph 2.3.13 at page 32)

Statement showing the amounts surrendered in excess of actual saving

Sl. No.	Number and name of grant/appropriation	Actual saving	Amount surrendered	Amount Surrendered in excess
				<i>(Rupees in lakh)</i>
1.	14 – Power Department (Capital – Voted)	1982.82	2400.00	417.18
2.	34 – Planning and Co-ordination Department (Revenue – Voted)	12.66	13.27	0.61
3.	40 – Education (School) Department (Capital – Voted)	698.06	729.90	31.84
4.	43 – I.F. and Finance Department (Revenue – Voted)	6536.56	6813.56	277.00
	<b>Total</b>	<b>9230.10</b>	<b>9956.73</b>	<b>726.63</b>



**APPENDIX – XII**  
(Reference : Paragraph 2.3.16 at page 32)

**A. Controlling Officers who did not carry out reconciliation at all**

Sl. No.	Name of Department	Name of Controlling Officer	Amount of expenditure not reconciled
			<i>(Rupees in lakh)</i>
1.	Education (School) Department	Secretary, Education (School)	120.58
2.	Rural Development Department	Secretary, Rural Development	1758.62
3.	Health and Family Welfare Department	Secretary, Health and Family Welfare	218.95
4.	Science, Technology and Environment Department	Secretary, Science Technology and Environment	414.96
	<b>Total</b>		<b>2513.11</b>

**B. Controlling Officers who carried out partial reconciliation**

Sl. No.	Name of Department	Name of Controlling Officer	Amount of expenditure not reconciled
			<i>(Rupees in lakh)</i>
1.	Forest Department	Principal Chief Conservator of Forests	21.34
2.	Public Works Department	Chief Engineer, Public Works	2733.47
3.	Finance Department	Secretary, Finance Department	201.04
4.	Land Revenue Department	Secretary, Land Revenue	38.05
	<b>Total</b>		<b>2993.90</b>

**APPENDIX – XIII**  
(Reference : Paragraph 2.3.17 at page 33)

**Statement showing Rush of expenditure in the month of March 2000**

Sl.No.	Number and name of grant/appropriation	Total provision	Total expenditure	Expenditure during March 2000	Percentage of expenditure during March to	
					Total provision	Total expenditure
(1)	(2)	(3)	(4)	(5)	(6)	(7)
<i>(Rupees in lakh)</i>						
<b>Revenue Section</b>						
1.	3 – Chief Minister's Secretariat and SA Department	1188.03	1204.34	120.82	10	10
2.	6 – Revenue Department	4865.62	4293.27	2004.77	41	47
3.	7 – Administrative Reforms Department	51.08	50.68	15.20	30	30
4.	8 – Appointment and Services Department (TPSC and SIPARD) (Voted and Charged)	133.69	103.36	13.04	10	13
5.	10 – Home Department	16967.69	16045.58	2220.95	13	14
6.	11 – Transport Department	96.83	111.99	48.21	50	43
7.	17 – Information, Cultural Affairs and Tourism Department	648.25	637.53	86.64	13	14
8.	23 – Panchayat Raj Department	5321.33	4677.56	535.69	10	11
9.	30 – Forest Department	2222.77	1925.25	268.28	12	14
10.	32 – TRP and PGP Department	147.90	136.70	15.16	10	11
11.	35 – Urban Development Department	849.59	756.90	217.97	26	29
12.	36 – Jail Department	532.59	497.97	78.59	15	16
13.	37 – Labour and Employment Department	326.70	298.94	33.75	10	11
14.	38 – Stationery and Printing Department	461.45	432.26	64.38	14	15
	<b>Total</b>	<b>33818.70</b>	<b>31172.33</b>	<b>5723.45</b>	<b>17</b>	<b>18</b>

APPENDIX - XIV

(Reference: Paragraph 3.1.6.3 at page 40)  
Statement showing rural-urban disparity in posting of teachers

AGARTALA MUNICIPAL AREA

Sl. No.	Name of School	Number of Students	Number of teachers required as per norm @ 1 teacher per 30 students	Number of teachers in position	Excess posting	Teacher-pupil ratio
1.	Bodhjung Girls (Pry)	265	9	14	5	1:19
2.	Bodhjung Boys (Pry)	523	17	20	3	1:26
3.	B.K.Girls (Pry)	480	16	17	1	1:28
4.	Indranagar High (Pry)	445	15	17	2	1:26
5.	Abhoynagar Nazrul Smriti (Pry)	281	9	17	8	1:17
	SADAR A					
6.	Swami Dayalananda JB	219	7	13	6	1:17
7.	Pragati JB	194	6	9	3	1:22
8.	Paschim Ramnagar JB	239	8	10	2	1:24
9.	Bhati Abhoynagar JB	268	9	12	3	1:22
10.	Jagatpur Sr. Basic	166	6	8	2	1:21
11.	Rampur SB	338	11	13	2	1:26
		3,418	113	150	37	1:23

RURAL AREAS

Sl. No.	Name of the Inspectorate	Total No. of schools	No. of schools with shortfall of teachers	Number of students	Number of teachers required as per norm @ 1 teacher per 30 students	Number of teachers posted	Shortfall of teachers posted with reference to norm	Teacher-pupil ratio
1.	Sonamura	110	14	1,285	43	35	8	1:37
2.	Mohanpur	67	5	739	25	11	14	1:67
3.	Bishalgarh	75	2	348	12	6	6	1:58
4.	Kailashahar	95	23	2,323	77	52	25	1:45
5.	Dharmanagar	138	9	867	29	25	4	1:35
		485	53	5,562	186	129	57	1:43

## APPENDIX - XV

(Reference: Paragraph 3.1.6.5.2 at page 42)

*Statement showing non-supply of rice to eligible students under the scheme of NSPE*

Sl. No.	Name of the Inspectorate	Enrolment	Number of eligible students	Period (in months) for which rice not received from Food and Civil Supplies Department	Quantity (in quintals)	Agency responsible for supply
1.	Belonia	78,384	53,091	July 1998 to September 1998 and March 2000 (4)	1,592.73	SDO, Belonia
2.	Kailashahar	89,714	76,344	June 1997 and July 1998 to October 1998 (5)	2,290.32	SDO, Kailashahar
3.	Bishalgarh	1,42,424	75,718	June 1999 to February 2000 (9)	2,271.54	BDO, Dukli
4.	Jirania	1,52,142	83,517	July 1998 to September 1998 and July 1999 to December 1999 (9)	2,505.51	SDO, Agartala
5.	Teliamura	1,18,690	79,048	September 1999 to March 2000 (7)	2,371.44	SDO, Khowai
	<b>Total</b>	<b>5,81,354</b>	<b>3,67,718</b>	<b>34</b>	<b>11,031.54</b>	

**APPENDIX - XVI**

(Reference: Paragraph 3.2.5 at page 52)

**Table – A**

**Budget estimates and actual expenditure under National Family Welfare Programme**

(Rupees in crore)

	1995-96	1996-97	1997-98	1998-99	1999-2000	1995-2000	
Budget Estimates	7.50	9.27	12.67	19.54	22.30	Total Budget Estimates	Total Expenditure
Actual Expenditure	8.54	8.95	14.12	14.77	17.51	71.28	63.89
Savings(-)		(-0.32)		(-4.77)	(-4.79)		
Excess(+)	(+)1.04		(+)1.45				
Percentage of savings/excess	(14%)		(11%)	(24%)	(21%)		

**Table – B**

**Component-wise grants released and expenditure incurred**

(Rupees in crore)

Components	1995-96		1996-97		1997-98		1998-99		1999-2000		1995-2000	
	Grants released by GOI	Actual expenditure	Grants released by GOI	Actual expenditure	Grants released by GOI	Actual expenditure	Grants released by GOI	Actual expenditure	Grants released by GOI	Actual expenditure	Total grants released by GOI	Actual expenditure
Direction and Administration	0.63	1.51	0.35	0.61	0.30	0.70	0.66	1.01	0.81	1.36	2.75	5.19
Training	0.38	3.70	0.31	4.30	0.18	4.59	0.25	5.41	0.30	6.05	1.42	24.05
Rural Family Welfare	3.61	2.77	1.80	3.37	2.48	5.41	3.10	6.05	3.39	6.89	14.38	24.49
Urban Family Welfare	0.24	0.03	0.12	0.03	0.20	0.02	0.22	0.02	0.23	0.09	1.01	0.19
CSSM	0.48	0.06	0.22	0.16	0.20	2.09	0.31	1.81		2.16	1.21	6.28
Post Partum Centre	0.31	0.04	0.20	0.04	0.28	0.04	0.28	0.08	0.23	0.12	1.30	0.32
POL/Transport	0.12	0.03	0.05	0.05	0.07	0.89	0.05	0.06	0.03	0.11	0.32	1.14
Compensation	0.40	0.22	0.25	0.15	0.17	0.15	0.31	0.11	0.12	0.15	1.25	0.78
Mass Education	0.47	0.18	0.14	0.24	0.23	0.23	-	0.22	0.20	0.58	1.04	1.45
<b>Total</b>	<b>6.64</b>	<b>8.54</b>	<b>3.44</b>	<b>8.95</b>	<b>4.11</b>	<b>14.12</b>	<b>5.18</b>	<b>14.77</b>	<b>5.31</b>	<b>17.51</b>	<b>24.68</b>	<b>63.89</b>
Cost of supplies	0.98		-		2.64		1.94		1.77		7.33	-
Arrear grants	2.77		6.52		-		12.83				22.12	-
<b>Grand total</b>	<b>10.39</b>	<b>8.54</b>	<b>9.96</b>	<b>8.95</b>	<b>6.75</b>	<b>14.12</b>	<b>19.95</b>	<b>14.77</b>	<b>7.08</b>	<b>17.51</b>	<b>54.13</b>	<b>63.89</b>



## APPENDIX - XVII

(Reference: Paragraphs 3.2.7.1 and 3.2.7.3 at pages 54 and 55)

Statement showing details of target and achievement of the State on National Family Planning during the period from 1995-96 to 1999-2000

Year	Sterilisation		IUD acceptors		Oral pill users		Conventional contraceptive (CC) users	
	T	A	T	A	T	A	T	A
1995-96	22,000	10,835 (49%)	9,000	3,786 (42%)	27,000	16,303 (60%)	-	16,677
1996-97	13,000	9,947 (76%)	4,500	3,820 (85%)	16,000	20,411 (127%)	-	19,445
1997-98	17,234	8,449 (49%)	7,494	4,671 (62%)	31,357	25,659 (82%)	37,022	25,327 (68%)
1998-99	16,710	6,949 (43%)	6,225	4,042 (65%)	28,150	26,803 (95%)	29,660	21,691 (73%)
1999-2000	11,566	7,689 (66%)	6,272	3,959 (63%)	28,674	26,761 (93%)	32,851	17,639 (54%)
<b>Total</b>	<b>80,510</b>	<b>43,869</b>	<b>33,491</b>	<b>20,278</b>	<b>1,31,181</b>	<b>1,15,937</b>	<b>99,533</b>	<b>1,00,779</b>

T = Target

A = Achievement

## Acceptance level of spacing births.

Year	Number of eligible couples	IUD users		OP users		CC users	
		Number	Percentage	Number	Percentage	Number	Percentage
1995-96	4,59,600	3,786	0.82	16,303	3.55	16,677	3.63
1996-97	4,79,100	3,820	0.80	20,411	4.62	19,445	4.06
1997-98	4,93,350	4,671	0.95	25,659	5.20	25,327	5.13
1998-99	5,08,050	4,042	0.80	26,803	5.28	21,691	4.27
1999-2000	5,23,200	3,959	0.76	26,761	5.11	17,639	3.71

The figures for 1999-2000 are provisional.

**APPENDIX - XVIII**  
*(Reference: Paragraph 3.2.8.1 at page 57)*

**Statement showing details of antenatal cases registered in PPCs and the number of tests conducted for detection of complications during 1995-96 to 1999-2000**

<b>Year</b>	<b>Ante-natal cases registered</b>	<b>Number of tests required to be conducted</b>	<b>Number of tests actually conducted</b>	<b>Shortfall</b>
1995-96	13,604	40,812	398	40,414 (99%)
1996-97	14,677	44,031	282	43,749 (99%)
1997-98	14,542	43,626	351	43,275 (99%)
1998-99	15,535	46,605	288	46,317 (99%)
1999-2000	13,908	41,724	254	41,470 (99%)

**APPENDIX - XIX**  
(Reference: Paragraph 3.2.9.1 at page 58)

Statement showing details of antenatal check ups and immunisation with TT during 1995-96 to 1999-2000

Year	Antenatal cases registered	Number of 3 antenatal check ups <sup>∇</sup>	Immunisation with TT (2 doses)
1995-96	76,175	35,918 (47%)	33,728 (44%)
1996-97	62,841	38,262 (61%)	46,609(74%)
1997-98	68,474	38,697 (56%)	52,728(77%)
1998-99	65,755	37,622 (57%)	50,230(76%)
1999-2000	76,299	37,630 (49%)	45,103(59%)

<sup>∇</sup> Year-wise shortfall in antenatal check ups (in percentage): 53 in 1995-96; 39 in 1996-97; 44 in 1997-98; 43 in 1998-99; and 51 in 1999-2000

APPENDIX - XX

(Reference: Paragraph 3.2.9.3 at page 58)

Statement showing details of Children (0-1 year) immunised with various doses of vaccines in the State under Universal Immunisation Programme during 1995-96 to 1999-2000

Year	No. of children (0-1 year) estimated at the rate of 3 per cent of the population	Target fixed	Coverage by immunisation against estimated child population			
			BCG	Measles	DPT (3 doses)	Polio (3 doses)
1995-96	91,920	68,900	52,949 (58%)	39,777 (43%)	44,465 (48%)	44,548 (48%)
1996-97	95,820	66,000	57,622 (60%)	50,374 (53%)	55,361 (58%)	56,294 (59%)
1997-98	98,670	67,543	65,019 (66%)	54,059 (55%)	60,983 (62%)	61,318 (62%)
1998-99	1,01,610	62,802	59,082 (58%)	41,664 (41%)	55,353 (54%)	56,098 (55%)
1999-2000	1,04,640	60,672	58,090 (56%)	48,421 (46%)	51,472 (49%)	51,723 (49%)

APPENDIX - XXI

(Reference: Paragraphs 3.3.9 and 3.3.10 at pages 66 and 67))

Statement as per annual report showing samples drawn, examined, adulterated, number of prosecutions launched, cases decided/convicted/acquitted, fines realised etc.

<i>Year</i>	<i>Number of samples drawn</i>	<i>Number of samples found adulterated</i>	<i>Number of prosecutions launched</i>	<i>Number of cases decided by the court</i>	<i>Number of cases convicted</i>	<i>Number of cases acquitted/ discharged</i>	<i>Fines realised (in Rupees)</i>	<i>Reported pending cases</i>	<i>Actual pending cases</i>	<i>Pending cases for more than 3 years</i>
1995	267	14	14	7	1	6	1000	122	122	5
1996	309	25	22	7	NIL	7	NIL	191	137	12
1997	330	31	31	16	NIL	16	NIL	84	152	11
1998	478	25	11	12	2	10	2000	74	151	46
1999	457	27	27	16	NIL	16	NIL	46	162	41
	1,841	122	105	58	3	55				



**APPENDIX - XXII**  
(Reference: Paragraph 3.3.9 at page 67)

**Statement showing the position of samples collected, samples found adulterated, cases initiated, cases convicted etc. in respect of West and South Tripura Districts and Agartala Municipal Council (AMC)**

	<i>Name of the districts</i>	<i>Samples drawn</i>	<i>Samples found adulterated</i>	<i>Number of prosecutions launched</i>	<i>Cases decided</i>	<i>Cases acquitted/ discharged</i>	<i>Cases convicted</i>	<i>Cases pending in the court</i>	<i>Fines realised (in Rupees)</i>
1997	West	171	12	NIL	NIL	NIL	NIL	50	2000
	South	35	1	1	16	16	NIL	2	
	AMC	55	11	11	3	3	NIL	27	
1998	West	156	6	3	3	2	1	50	
	South	110	3	1	NIL	NIL	NIL	3	
	AMC	87	3	3	6	5	1	24	
1999	West	167	7	10(3 of 1998)	3	3	NIL	57	
	South	80	12	1	NIL	NIL	NIL	4	
	AMC	126	12	6	9	9	NIL	21	

## APPENDIX - XXIII

(Reference: Paragraph 3.3.11.1 at page 68)

## Statement showing position of food samples received from 3 States for testing in RFDL, at Agartala

Year	Number of samples (received from different sources) analysed in the Laboratory							Total	Annual capacity for testing of samples in the Laboratory	Number of Sr. Chemists/ Chemists including Public Analyst engaged for testing of samples	Annual average performance of the Laboratory	Requirement of Sr. Chemists/ Chemists with reference to existing work load	Idle engagement of Sr. Chemists/ Chemists
	Tripura under PFA	Manipur under PFA	Mizoram under PFA	Samples sent from Food and Civil Supplies Department of Tripura	Samples sent from State Excise wing of Tripura	Private sources	Other sources						
1996	320	3	Nil	43	29	6	14	415	1500	9	556 samples	4	5
1997	330	1	Nil	128	104	9	24	596					
1998	434	2	Nil	24	103	3	103	669					
1999	457	Nil	Nil	29	36	3	19	544					

**APPENDIX - XXIV**

*(Reference: Paragraph 3.4.6.1 at page 74)*

**Extent of delay in completion of works for which completion reports were received during 1997-98 to 1999-2000 as per data made available**

Works sanctioned by DMs			Works taken up			Works completed, as of March 2000	
<i>( Rupees in lakh )</i>							
Year	No. of Works	Value	Year	No. of works	Value	No. of works	Value
1994-95	14	42.10	1997-98	7	7.22	7	
			1998-99	2	4.01	2	42.10
			1999-2000	5	30.87	5	
1995-96	29	76.79	1997-98	12	18.79	12	
			1998-99	8	21.00	8	76.79
			1999-2000	9	37.00	9	
1996-97	46	81.45	1997-98	1	3.00	1	
			1998-99	29	42.93	29	81.45
			1999-2000	16	35.52	16	
1998-99	28	140.33	1998-99	24	122.33	17	95.36
1999-2000	189	955.23	1999-2000	57	356.67	1	16.19

*Note: No works were sanctioned during 1997-98. Data for the period from 1994-95 to 1996-97 relate only to 7 Implementing Agencies.*

APPENDIX - XXV

(Reference: Paragraph 3.6.5 at page 95)

Statement showing financial position of the Board at the end of 1999-2000

Sl. No.	Receipts	1994-95	1995-96	1996-97	1997-98	1998-99*	1999-2000*	Utilisation certificates not furnished
(Rupees in lakh)								
1	Opening balance	71.13	74.03	111.52	144.65	152.20	148.95	---
2	Grants-in-aid from the State Government	0.58	38.00	10.00	7.00	4.13	4.96	47.09⊕
3	Grants-in-aid from the Ministry of Environment and Forests	Nil	0.25	11.44	1.03	4.34	3.90	20.96⊕
4	Grants-in-aid from the Central Pollution Control Board	1.50	Nil	Nil	3.00	5.87	27.08	37.45⊕
5	Interest on fixed deposit	4.39	5.72	20.11	16.98	7.29	13.75	---
6	Consent fees including sale of forms	0.66	1.03	1.71	1.70	3.22	4.73	---
7	Others	0.87	0.66	0.90	0.80	1.77	2.05	---
	<b>Total receipts</b>	79.13	119.69	155.68	175.16	178.82	205.42	105.50
	<b>Expenditure</b>	5.10	8.17	11.03	22.96	29.87	25.44	
	<b>Closing balance</b>	74.03	111.52	144.65	152.20	148.95	179.98	
	<b>Shortfall of utilisation</b>	93.55%	93.17%	92.91%	86.89%	83.30%	87.62%	

\*Provisional figures.

Sl. No.	Name of the granting authority	Year	Amount (Rupees in lakh)	Total
1.	Ministry of Environment and Forests, Government of India, New Delhi	1995-96	0.25	20.96
		1996-97	11.44	
		1997-98	1.03	
		1998-99	4.34	
		1999-2000	3.90	
2.	CPCB	1994-95	1.50	37.45
		1997-98	3.00	
		1998-99	5.87	
		1999-2000	27.08	
3.	State Government	1995-96	38.00	47.09
		1998-99	4.13	
		1999-2000	4.96	



**APPENDIX - XXVI**  
( Reference: Paragraph 3.6.6 at page 96)

**Statement showing the short realisation of consent fee during the period from 1994-95 to 1999-2000 ( Water Act)**

1.	Total Number of industrial units ( as on 31.3.2000)	2422
2.	Total Number of units for which consents to establish/operate given up to 31.3.2000	1137
3.	Total Number of units which were not brought under consent management	1285
4.	Number of units for which consents to establish/ operate given during 1994-95 to 1999-2000	643
5.	Number of units for which consents were due prior to 1994-95 but were not brought under consent management ( 2422 – 643)	1779
6.	Consents renewed during 1988-89 to 1999-2000	547
7.	Consents renewed during 1994-95 to 1999-2000	528

Year (1)	Number of fresh consents issued (2)				Number of consents relating to earlier period to be renewed (3)				Amount due for issue of consents (4)				Amount due for renewal of consents (5)			
	Large	Medium	Small	Total	Large	Medium	Small	Total	Specification of industries	No.	Rate Rs.	Amount Rs.	Specification of industries	No.	Rate Rs.	Amount Rs.
1994-95	3	14	85	102	3	14	1762	1779	Large	18	20000	3,60,000	Large	18	20000	3,60,000
1995-96	3	14	104	121	3	14	1864	1881	Medium	84	5000	4,20,000	Medium	84	5000	4,20,000
1996-97	3	14	25	42	3	14	1985	2002	Small	541	100	54,100	Small	12064	100	12,06,400
1997-98	3	14	92	109	3	14	2027	2044								
1998-99	3	14	137	154	3	14	2136	2153								
1999-2000	3	14	98	115	3	14	2290	2307								
	18	84	541	643	18	84	12064	12166	Total	643		8,34,100	Total	12166		19,86,400

Total amount due for realisation under Water Act (6)	Amount realised under Water Act (7)	Amount short-realised under Water Act (8)
Rs. 28,20,500	Rs. 11,51,147	Rs. 16,69,353

**Note:** The amount of consent/renewal fee to be realised varies according to the specification of industries, which has been taken into account. The Department supplied the total amount (Rs. 12.68 lakh) realised under the Water and Air Acts. The proportionate amount (Rs. 1.17 lakh) realised under the Air Act calculated at the minimum rate of Rs. 100 per unit per year has been deducted from the total amount to arrive at the amount (Rs. 11.51 lakh) realised under the Water Act.



**APPENDIX - XXVII**  
( Reference: Paragraph 3.6.7.4 at page 98)

**Health profile of the State**

Sl. No.	Particulars	Years					
		1994	1995	1996	1997	1998	1999
1.	Total number of patients treated in the State during the year	3,40,109	8,41,075	14,45,657	13,66,252	9,79,015	8,50,251
2.	Total number of patients who suffered from the water-borne diseases	1,09,239	1,14,804	68,111	1,12,634	1,10,714	85,494
3.	Total number of patients who died on account of water-borne diseases	218	91	24	27	74	31
4.	Total number of death cases reported in the State	877	1934	2173	3169	1992	1102
a.	Percentage of the number of patients who suffered from water-borne diseases to the total number of patients treated	32.12	13.65	4.71	8.24	11.31	10.06
b.	Percentage of the number of patients who died on account of water-borne diseases to the total deaths reported in the State	24.86	4.71	1.10	0.85	3.71	2.81
c.	Total population in Tripura as per 1991 census	27,57,000					
d.	Percentage of the number of patients who suffered from the water-borne diseases to the total population of Tripura	3.96	4.16	2.47	4.09	4.02	3.10

**APPENDIX - XXVIII**

( Reference: Paragraph 3.6.7.5. at page 100)

**Water analysis report in respect of Agartala and Udaipur water laboratories under Public Health Engineering wing of the PWD**

Sl. No.	Name of laboratory	Period	Source of water	Permissible unit as fixed by the CPCB	Hardness as CaCO <sub>3</sub> mg/L		Total iron as Fe mg/L	
					Minimum	Maximum	Minimum	Maximum
1.	Agartala Public Health Engineering water testing laboratory	April 1997 to March 2000	Surface water (treated)	Total hardness=300 mg/L Iron =1 mg/L	8	140	Within permissible limit	Within permissible limit
2.	-----Do-----	October 1997 to March 2000	Ground water		24	130	1.11	8.88
3.	Udaipur Public Health Engineering water testing laboratory	August 1998 to March 2000	Surface water (treated)		28	78	Within permissible limit	Within permissible limit
4.	-----Do-----	--Do--	Ground water		36	74	1.77	7.00

Note: Water analysis reports prepared by Agartala Public Health Engineering Laboratory prior to April 1997 in respect of surface water(treated) and prior to October 1997 in respect of ground water, and by Udaipur Public Health Engineering Laboratory prior to August 1998 in respect of surface/ ground water could not be made available to Audit.

**APPENDIX - XXIX**

*( Reference: Paragraph 3.6.7.7 at page 101)*

**Statement showing assessment of water cess**

Sl. No.	Name of the unit/ Department / Organisation	Water consumption per annum (in kilolitres or KL)	Purpose	Rate per KL (in paise)	Cess amount per annum (Rupees)	Period	Amount of cess assessed for realisation (Rupees)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	Agartala Municipal Council	66,28,400	Domestic	2	1,32,568.00	1988-89 to 1999-2000 (12 years)	15,90,816.00
2.	Tripura Jute Mills Ltd.	i) 17,256 ii) 35,640	i. Industrial ii. Domestic	1.5 2	i. 258.84 ii. 712.80 971.64	Do	11,660.00
3.	Barnura Gas thermal Project	9,125	Domestic	2	182.50	DO	2,190.00
4.	Agriculture Department	5,500	Industrial	1.5	82.50	DO	990.00
5.	PHE wing of PWD	76,70,000	Domestic	2	1,53,400.00	DO	18,40,800.00
6.	Tripura Forest Development Plantation Corporation	36,500	"Processing whereby water gets polluted and the pollutants are easily biodegradable and are toxic."	4	1460.00	1994-95 TO 1999-2000 (6 YEARS)	8,760.00
7.	Tripura Co-operative Milk Producers Union Limited.	12,775	-----DO-----	4	511.00	1988-89 TO 1999-2000 (12 YEARS)	6,132.00
8.	Kailashahar Nagar Panchayat	5,96,556	Domestic	2	11,931.12	DO	1,43,173.00
9.	Amarpur Nagar Panchayat	3,71,190	Do	2	7,423.80	DO	89,086.00
10.	Khowai Nagar Panchayat	4,24,000	Do	2	8,480.00	DO	1,01,760.00
11.	Udaipur Nagar Panchayat	4,60,000	Do	2	9,200.00	DO	1,10,400.00
12.	Teliamura Nagar Panchayat	13,52,193	Do	2	27,043.86	DO	3,24,526.00
13.	Belonia Nagar Panchayat	5,30,272	Do	2	10,605.44	DO	1,27,265.00
14.	Kumarghat Nagar Panchayat	1,39,612.5	Do	2	2,792.25	DO	33,507.00
15.	Kamalpur Nagar Panchayat	96,877.8	Do	2	1,937.55	DO	23,251.00
16.	ONGC Limited	Consumption details could not be furnished by the Board.	Industrial "Processing whereby water gets polluted and the pollutants are easily biogradable and are toxic."	1.5 4	6,707.00	1999-2000	6,707.00
						Total	Rs. 44,21,023.00
						Minus Amount of cess realised in 1999-2000	Rs. 1,72,390.00
						Amount of cess due for realisation	Rs. 42,48,633.00

APPENDIX - XXX

(Reference: Paragraph 3.8.5 at page 123)

Statement showing the amount of grants released by the GOI, the State Government and the expenditure incurred by the Implementing Agencies in respect of various activities during the period from 1995-96 to 1999-2000

(Rupees in lakh)

	1995-96	1996-97	1997-98	1998-99	1999-2000	Total
<b>(a) Amount released by Government of India</b>						
(i) Police						
Police Station/outpost		NIL	8.00	Nil	Nil	8.00
Police Housing		184.58	276.84	248.37	108.96	818.75
Police Training		6.63	8.00	8.00	8.00	30.63
Total of (i)		191.21	292.84	256.37	116.96	857.38
(ii) Fire service		15.00	30.00	15.00	40.00	100.00
(iii) Jails		4.80	9.60	4.80	12.80	32.00
(iv) Record Room		3.80	2.85	8.55	10.13	25.33
(v) Treasuries and Accounts		3.00	6.00	7.00	4.00	20.00
(vi) Elementary Education:						
Girls' Hostels		10.00	12.00	28.00	Nil	50.00
Drinking water and toilet facilities		52.55	63.50	63.60	63.79	243.44
(vii) Special Problem Grants		240.00	300.00	360.00	300.00	1,200.00
(viii) Calamity Relief Fund	318.00	337.00	356.00	374.00	390.00	1,775.00
Total of (a)	318.00	857.36	1,072.79	1,117.32	937.68	4,303.15
<b>(b) Amount released by the State Government</b>						
(i) Police:						
Police/Outpost		Nil	8.00	Nil	Nil	8.00
Police Housing		184.58	276.84	248.37	108.96	818.75
Police Training		6.63	8.00	8.00	8.00	30.63
(ii) Fire Service		31.40	31.40	15.70	21.50	100.00
(iii) Jails		9.04	10.47	7.31	5.18	32.00
(iv) Record Room		NA	NA	NA	NA	25.33
(v) Treasuries and Accounts		16.00	4.00	Nil	Nil	20.00
(vi) Elementary Education:						
Girls' Hostels		10.00	12.00	28.00	Nil	50.00
Drinking water and toilet facilities		52.55	63.50	63.60	63.79	243.44
(vii) Special problem grants		240.00	134.95	415.13	409.53	1,199.61
(viii) Calamity Relief Fund	199.10	80.00	62.00	1,350.83	822.49	2,514.43
Total of (b)	199.10	630.10	611.16	2,136.94	1,439.46	5,042.19*

\* This includes Rs. 25.33 lakh against item (b) (iv), yearwise release of which was not furnished by the Revenue Department. For Calamity Relief Fund, GOI release constitutes Rs. 1,775 lakh against which the State released Rs.2,514.43 lakh. The excess release of Rs. 739.43 lakh represents release from State resources as State share.

NA = Not available.

## APPENDIX – XXX (Concl'd.)

(Reference: Paragraph 3.8.5 at page 123)

Statement showing the amount of grants released by the GOI, the State Government and the expenditure incurred by the Implementing Agencies in respect of various activities during the period from 1995-96 to 1999-2000

(Rupees in lakh)

	1995-96	1996-97	1997-98	1998-99	1999-2000	Total
(c) Expenditure incurred						
(i) Police:						
Police Station/Outpost		NIL	8.00	Nil	Nil	8.00
Police Housing		141.13	184.58	306.14	253.31	885.16
Police Training		NIL	4.49	3.28	22.82	30.59
(ii) Fire Service		30.97	29.98	8.98	29.84	99.77
(iii) Jails		3.00	7.09	15.15	5.76	31.00
(iv) Record Room		Nil	4.00	21.35	Nil	25.35
(v) Treasuries and Accounts		16.00	0.70	Nil	Nil	16.70
(vi) Elementary Education:						
Girls' Hostels		10.00	12.00	28.00	Nil	50.00
Drinking water and toilet facilities		52.55	63.50	63.60	63.79	243.44
(vii) Special Problem Grants		240.00	134.95	415.13	409.53	1,199.61
(viii) Calamity Relief Fund	124.60	37.79	41.91	1,127.85	688.11	2,020.27
<b>Total of (c)</b>	<b>124.60</b>	<b>531.44</b>	<b>491.20</b>	<b>1,969.39</b>	<b>1,493.26</b>	<b>4,609.89</b>



APPENDIX - XXXI

(Reference: Paragraph 3.17 at page 142)

Statement showing abstract contingent bills remaining outstanding against the drawing and disbursing officers as of April 2000

Name of Department	Name of Drawing and Disbursing Officer	Year	Amount of AC bill remaining outstanding	Number of outstanding AC bills	Purpose of drawal
<i>(Rupees in lakh)</i>					
Food and Civil Supplies	Director of Food and Civil Supplies, Agartala	Upto 1996-97	6,950.73	39	1.Purchase of food grains 2.Drawal for lifting of levy sugar
		1997-98	200.00	1	Cost of food grains
		1998-99	160.00	2	Cost of food grains. Purchase of mobile vans and Tata trucks
		1999-2000	1,185.09	8	Cost of levy sugar
Home	Director General of Police, Agartala	Upto 1996-97	31.50	2	Implementation under BADP for electrification. Non-conventional energy sources. Wages to Headquarters personnel in connection with ADC Poll 1995
		1997-98	6.83	1	Remuneration to Police personnel in connection with Assembly/Parliament Election 1998
		1998-99	74.22	3	Purchase of Maruti Vehicles. Purchase of 41 Nos. 51mm mortar. Purchase of ammunition
		1999-2000	25.62	3	Remuneration to Police personnel for Panchayat/Lok Sabha Election 1999

## APPENDIX - XXXI (Contd.)

(Reference: Paragraph 3.17 at page 142)

Statement showing abstract contingent bills remaining outstanding against the drawing and disbursing officers as of April 2000

Name of Department	Name of Drawing and Disbursing Officer	Year	Amount of AC bill remaining outstanding	Number of outstanding AC bills	Purpose of drawal
<i>(Rupees in lakh)</i>					
Education	Director of School Education, Agartala	Upto 1996-97	42.72	12	Cost of GCI sheets. Construction of Primary and Senior Basic School Buildings; Purchase of Jeep for use of Mid-day-Meal; Advance to Steel Authority of India Ltd. DMN Branch against 40 tonnes of GCI sheets for construction
Health and Family Welfare	Director of Health Services, Agartala	Upto 1996-97	19.81	11	Purchase of X-Ray film; New installation of X-Ray machine at Teliamura Hospital; Repair of X-Ray machine; Border Areas Development Programme (providing drinking water to Primary Health Centres)
		1997-98	11.51	4	Purchase of Ultrasonography machine; Drawal for Training Programme
		1998-99	0.14	1	Repair of machine
Agriculture	Director of Horticulture and Soil Conservation, Agartala	Upto 1996-97	379.47	35	Purchase of power tillers; Scheme for control of shifting cultivation; Procurement of vegetable seeds; Construction works under Agriculture Department

APPENDIX - XXXI (Concl'd.)

(Reference: Paragraph 3.17 at page 142)

Statement showing abstract contingent bills remaining outstanding against the drawing and disbursing officers as of April 2000

Name of Department	Name of Drawing and Disbursing Officer	Year	Amount of AC bill remaining outstanding	Number of outstanding AC bills	Purpose of drawal
<i>(Rupees in lakh)</i>					
		1998-99	11.00	1	Scheme for Integrated Development Programme for cashewnut
		1999-2000	12.80	1	Scheme for shifting cultivation for water-shed areas
Rural Development	Executive Engineer, Rural Development Division, Agartala	Upto 1996-97	272.00	3	Purchase of domestic filters under RWS/ARWS scheme
		1997-98	39.91	61	Micro irrigation scheme
		1998-99	37.10	69	Construction of type quarters at Bishalgarh; Construction of shallow tubewells/overflows; Indira Awaas Yojana/Rural Water Supply
Revenue Department	DM & Collector (West), Agartala	Upto 1996-97	2.14	1	Issue of photo identity cards under Central scheme
		1998-99	5.94	2	Purchase of vehicles
		Total	9,468.53	260	

APPENDIX - XXXII

(Reference : Paragraphs 8.1.2.1 and 8.1.3 at pages 178 and 179)

Statement showing particulars of paid up Capital, equity/loans received out of budget, other loans and loans outstanding as on 31 March 2000 in respect of Government Companies and Statutory Corporations

Paid up Capital at the end of the year 1999-2000

(Rupees in lakh)

Sl. No.	Sector and Name of Company.	State Govt.	Central Govt.	Holding companies	Others	Total	Equity/Loans received out of Budget during the year		Other loans received during the year	Loans outstanding at the close of the year 1999-2000			Debt equity ratio (Previous year)
							Equity	Loans		Govt.	Other	Total	
1	2	3(a)	3(b)	3(c)	3(d)	3(e)	4(a)	4(b)	4(c)	4(d)	4(e)	4(f)	5
<b>A. GOVERNMENT COMPANIES</b>													
<b>AGRICULTURE</b>													
1.	Tripura Horticulture Corporation Ltd.(THCL)	136.00				136.00	1.00						
	<b>Total :Agriculture</b>	136.00				136.00	1.00						
<b>FINANCE</b>													
2.	Tripura State Bank Ltd.	4.00				4.00							
	<b>Total : Finance</b>	4.00				4.00							
<b>FOREST</b>													
3	Tripura Forest Development and Plantation Corporation Ltd. (TFDPCL)	805.44	29.50			834.94	25.00				565.08	565.08	0.68(0.33)
	<b>Total : Forest</b>	805.44	29.50			834.94	25.00				565.08	565.08	0.68(0.33)
<b>INDUSTRIES</b>													
4.	Tripura Small Industries Corporation Ltd. (TSICL)	1134.22				1134.22	192.40				75.40	75.40	0.07(0.09)
5.	Tripura Industrial Development Corporation Ltd. (TIDCL)	854.00			163.50	1017.50	12.50				298.67	298.67	0.29(0.33)
6.	Tripura Handloom and Handicrafts Development Corporation Ltd. (THHDCL)	712.24	50.78		4.00	767.02	128.30			258.24	177.95	436.19	0.57(0.65)
7.	Tripura Jute Mills Ltd. (TJML)	5038.51				5038.51	550.50				521.87	521.87	0.10(0.14)
8.	Tripura Tea Development Corporation Ltd.(TTDCL)	615.50				615.50							
	<b>Total : Industries</b>	8354.47	50.78		167.50	8572.75	883.70			258.24	1073.89	1332.13	0.16(0.19)
<b>PRIMITIVE GROUP PROGRAMME</b>													
9.	Tripura Rehabilitation Plantation Corporation Ltd. (TRPCL)	457.73				457.73					19.15	19.15	0.04(0.17)
	<b>Total : Primitive Group Programme</b>	457.73				457.73					19.15	19.15	0.04(0.17)
	<b>Total : (A-Government Companies)</b>	9757.64	80.28		167.50	10005.42	909.70			258.24	1658.12	1916.36	0.19(0.20)
<b>B. STATUTORY CORPORATIONS</b>													
1.	Tripura Road Transport Corporation (TRTC)	5844.32	363.74			6208.06	741.59				69.34	69.34	0.01(0.01)
	<b>Total : (B-Statutory Corporation)</b>	5844.32	363.74			6208.06	741.59				69.34	69.34	0.01(0.01)
	<b>GRAND TOTAL (A+B)</b>	15601.96	444.02		167.50	16213.48	1651.29			258.24	1727.46	1985.70	0.12(0.13)

APPENDIX - XXXIII

(Reference : Paragraphs 8.1.2.1, 8.1.2.2, 8.1.4.1, 8.1.5, 8.1.7 and 8.1.8 at pages 178, 179, 181, 182, 183 and 184)

Summarised financial results of Government Companies and Statutory Corporation for the latest year for which accounts were finalised upto 30 September 2000

Sl. No.	Sector and Name of Company	Name of Department	Date of incorporation	Period of Accounts	Year in which accounts finalised	Net profit(+) loss(-)	Net impact of audit comments	Paid-up Capital	Accumulated Profit(+) Loss(-)	Capital employed	Total Return on Capital employed	Percentage of total return on capital employed	Accounts in arrears in terms of years	Status of the company/corporation
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
<i>(Rupees in lakh)</i>														
<b>A.</b>	<b>GOVERNMENT COMPANIES</b>													
<b>1.</b>	<b>AGRICULTURE</b>													
(i)	Tripura Horticulture Corporation Ltd.	Agricultural Department	07-04-1987	1994-95	1999-2000	(-)1.30	Increase in loss by 6.07	125.00	(-)0.50	172.76	5.63	3.26	5	Working
	<b>Total : Agriculture</b>					(-)1.30		125.00	(-)0.50	172.76	5.63	3.26		
<b>2.</b>	<b>FOREST</b>													
(i)	Tripura Forest Development and Plantation Corporation Ltd.	Forest Department	26-03-1976	1990-91	2000-2001	(-)60.23	Increase in loss by 10.07	678.02	(-)310.85	836.91	(-)8.28	(-)0.99	9	Working
	<b>Total : Forest</b>					(-)60.23		678.02	(-)310.85	836.91	(-)8.28	(-)0.99		
<b>3.</b>	<b>INDUSTRY</b>													
(i)	Tripura Small Industries Corporation Ltd.	Industry Department	30-04-1965	1985-86	2000-2001	(-)0.82	-	81.92	(-)68.61	184.61	15.32	8.30	14	Working
(ii)	Tripura Industrial Development Corporation Ltd.	-do-	28-03-1974	1991-92	2000-2001	(+)5.28	Decrease in profit by 14.81	776.50	(-)3.71	1065.25	30.37	2.85	8	Working
(iii)	Tripura Handloom and Handicrafts Development Corporation Ltd.	-do-	05-09-1974	1986-87	2000-2001	(+)4.58	-	85.44	(-)19.61	295.85	12.88	4.35	13	Working
(iv)	Tripura Jute Mills Ltd.	-do-	10-10-1974	1987-88	2000-2001	(-)201.25	Increase in loss by 32.96	822.01	(-)1546.70	(-)110.84	(-)175.30		12	Working
(v)	Tripura Tea Development Corporation Ltd.	-do-	11-08-1980	1988-89	1997-98	(+)8.58	Increase in profit by 2.46	40.00	(-)0.44	492.61	8.58	1.74	11	Working
	<b>Total : Industry</b>					(-)183.63		1805.87	(-)1639.07	1927.48	(-)108.15	(-)5.61		
<b>4</b>	<b>PRIMITIVE GROUP PROGRAMME</b>													
(i)	Tripura Rehabilitation Plantation Corporation Ltd.	Tribal Welfare Department.	03-02-1983	1996-97	2000-2001	(-)2.52	Increase in loss by 119.28	457.73	(-)275.39	832.50	(-)2.52	(-)0.30	3	Working
	<b>Total : Primitive Group Programme</b>					(-)2.52		457.73	(-)275.39	832.50	(-)2.52	(-)0.30		
	<b>Total of "A" : Government Companies</b>					(-)247.68		3066.2	(-)2225.81	3769.65	(-)113.32	(-)3.00		
<b>B</b>	<b>STATUTORY CORPORATION</b>													
<b>5</b>	<b>TRANSPORT</b>													
(i)	Tripura Road Transport Corporation	Transport Department	23-10-1969	1997-98	2000-2001	(-)841.96	Increase in loss by 58.23	48469	(-)7016.23	(-)1902.78	(-)556.27		2	Working
	<b>Total of "B" : Statutory Corporation</b>					(-)841.96		4846.9	(-)7016.23	(-)1902.78	(-)556.27			
	<b>Grand Total (A+B)</b>					(-)1089.64		7913.1	(-)9242.04	1866.87	(-)669.59	(-)35.87		



**APPENDIX - XXXIV**  
(Reference : Paragraph 8.1.3 at page 179)

Statement showing subsidy received, guarantees received, waiver of dues, loans on which moratorium allowed and loans converted into equity during the year, subsidy receivable and guarantee outstanding at the end of March 2000  
(Figures in column 3(a) to 5(d) are in Rupees in crore)

Sl.No.	Name of the Public Sector Undertaking	Subsidy received during the year				Guarantee received during the year and outstanding at the end of the year					Waiver of dues during the year				Loans on which moratorium allowed
		3(a)	3(b)	3(c)	3(d)	4(a)	4(b)	4(c)	4(d)	4(e)	5(a)	5(b)	5(c)	5(d)	
1	2	Central Government	State Government	Other	Total	Cash Credit from banks	Loan from other sources	Letter of credit opened by banks in respect of imports	Payment obligation under agreement with foreign consultants or contract	Total	Loan repayments written off	Interest waived	Penal Interest waived	Total	
<b>A</b>	<b>GOVERNMENT COMPANIES</b>														
(i)	Tripura Horticulture Corporation Limited.														
(ii)	Tripura Forest Development and Plantation Corporation Ltd.	0.05			0.05					5.65					
(iii)	Tripura Small Industries Corporation Ltd.										0.33			0.33	
(iv)	Tripura Industrial Development Corporation Ltd.											0.03	0.02	0.05	2.99
(v)	Tripura Handloom and Handicrafts Development Corporation Ltd.														
(vi)	Tripura Jute Mills Ltd.														
(vii)	Tripura Tea Development Corporation Ltd.														
(viii)	Tripura Rehabilitation Plantation Corporation Ltd.			0.21	0.21										
	<b>Total of "A"</b>	0.05		0.21	0.26					5.65	0.33	0.03	0.02	0.38	2.99
<b>B</b>	<b>STATUTORY CORPORATION</b>														
	Tripura Road Transport Corporation									0.69					
	<b>Total of "B"</b>									0.69					
	<b>Grand Total (A+B)</b>	<b>0.05</b>		<b>0.21</b>	<b>0.26</b>					<b>6.34</b>	<b>0.33</b>	<b>0.03</b>	<b>0.02</b>	<b>0.38</b>	<b>2.99</b>

APPENDIX - XXXV

(Reference : Paragraphs 8.1.2.2 and 8.1.5 at pages 179 and 182)

Statement showing Financial Position of Statutory Corporation

(Rupees in crore)

Particulars		1997-98	1998-99	1999-2000
<b>1.</b>	<b>TRIPURA ROAD TRANSPORT CORPORATION</b>		Provisional	
<b>A.</b>	<b>LIABILITIES</b>			
	Capital (including capital loan & equity capital)	48.46	54.67	62.08
	Borrowings from Government	0.25	0.25*	Not compiled
	Borrowings from other sources	1.19	0.69	0.69
	Funds (excluding depreciation funds)	1.22	1.30	Not compiled
	Depreciation Reserve	4.91	5.47	-do-
	Trade dues and others current liabilities (including provisions)	24.70	28.82	-do-
	<b>Total of "A"</b>	<b>80.73</b>	<b>91.20</b>	<b>Not compiled</b>
<b>B.</b>	<b>ASSETS</b>			
	<b>GROSS BLOCK</b>	<b>8.25</b>	<b>8.56</b>	<b>Not compiled</b>
	Capital works-in-progress including cost of chassis			-do-
	Investment			-do-
	Current Assets, Loans & Advances	2.32	2.83	-do-
	Deferred Cost			-do-
	Accumulated losses	70.16	79.81	-do-
	<b>Total of "B"</b>	<b>80.73</b>	<b>91.20</b>	<b>-do-</b>
<b>C.</b>	<b>CAPITAL EMPLOYED **</b>	<b>(-)19.04</b>	<b>(-)22.91</b>	<b>-do-</b>

\* The borrowings were not for capital investment but for loans and advances to staff.

\*\* Capital employed represents net fixed assets (including works-in-progress) plus Working Capital.

## APPENDIX - XXXVI

(Reference : Paragraphs 8.1.2.2 and 8.1.5 at pages 179 and 182)

## Statement showing working results of Corporation

TRIPURA ROAD TRANSPORT CORPORATION		(Rupees in crore)		
Sl. No.	Particulars	1997-98	1998-99	1999-2000
	<b>OPERATING</b>			
a.	Revenue (Income)	1.73	1.79	Not compiled
b.	Expenditure	7.54	8.05	-do-
c.	Surplus(+) / Deficit(-)	(-5.81)	(-6.26)	-do-
	<b>NON-OPERATING</b>			-do-
a.	Revenue (Income)	0.42	0.02	-do-
b.	Expenditure	3.03	3.41	-do-
c.	Surplus(+) / Deficit(-)	(-2.61)	(-3.39)	-do-
	<b>TOTAL</b>			
a.	Revenue (Income)	2.15	1.81	-do-
b.	Expenditure	10.57	11.46	-do-
c.	Net Profit(+) / Loss(-)	(-8.42)	(-9.65)	-do-
	Interest on Capital and Loans	2.85	3.23	-do-
	Total return on Capital employed*	(-5.56)	(-6.42)	-do-
	*Total return on Capital employed represents net Surplus/Deficit plus total interest charged to Profit and Loss account (less interest capitalised).			

APPENDIX - XXXVII

(Reference : Paragraph 8.1.6.2 at page 183)

Statement showing Operational Performance of Statutory Corporation

Sl. No.	Particulars	BUS			TRUCK		
		1997-98	1998-99	1999-2000	1997-98	1998-99	1999-2000
1.	Average No. of vehicles held	84	94	98	28	28	28
2.	Average No. of vehicles on road	37	39	46	14	12	13
3.	Percentage of utilisation of vehicles	44.05	41.49	46.94	50.00	42.86	46.42
4.	Number of Employees	800	791	812	119	110	111
5.	Employee-vehicle ratio	9.52	8.41	8.29	4.25	3.93	3.96
6.	Number of routes operated at the end of the year	27	27	26			
7.	Route-Kilometre	3097	3040	2896			
8.	Kilometres operated ( Rs. in lakh )	19.56	21.85	23.28	1.74	1.34	2.30
	(a) Gross						
	(b) Effective	18.62	20.68	22.15	1.65	1.29	2.22
	(c) Dead	0.94	1.17	1.13	0.09	0.05	0.08
9.	Percentage of dead kilometres to gross kilometres	4.81	5.35	4.85	5.12	3.62	3.48
10.	Average kilometres covered per Bus/Truck/day	138	145	138	32.23	29.52	48
11.	Operating revenue per Kilometre (paise)	773	725	846	1269	1545	1087
12.	Average Expenditure per kilometre (paise) (operating)	3352	3259	3341	5663	6919	4443
13.	Profit(+)/Loss(-) per Kilometre (paise)	(-)3613	(-)3748	NA	(-)7772	(-)10,886	NA
14.	No. of operating depots	2	2	2	1	1	1
15.	Average No. of break-down per lakh Kilometres	34.5	15.8	22	2.89	0.74	1.30
16.	Average No. of accidents	0.46	0.41	0.64	NIL	NIL	NIL
17.	Passenger-Kilometre operated (in crore)	5.68	5.75	6.39			
18.	Occupancy ratio	62.28	57.95	60.08			

APPENDIX - XXXVIII

(Reference : Paragraph 8.2.6 at page 188)

Statement showing the financial position of Tripura Tea Development Corporation Ltd. for the period from 1994-95 to 1998-99

	1994-95	1995-96	1996-97	1997-98	1998-99
	(Rupees in lakh)				
<b>I Liabilities</b>					
(a) Paid up capital	337.50	337.50	472.50	472.50	472.50
(b) Share suspense	35.00	135.00	15.00	120.00	120.00
(c) Reserves and Surplus	502.44	501.57	564.64	599.59	617.69
(d) Trade dues and other current Liabilities	274.28	260.27	257.77	277.58	36.22
<b>Total - I</b>	<b>1149.22</b>	<b>1234.34</b>	<b>1309.91</b>	<b>1469.67</b>	<b>1246.41</b>
<b>II Assets</b>					
(a) Gross	726.36	755.57	780.90	805.27	589.75
(b) Less Depreciation	36.50	40.18	43.86	48.80	56.10
(c) Net Fixed Assets	689.86	715.39	737.04	756.47	533.65
(d) Investments	Nil	Nil	Nil	Nil	Nil
(e) Capital Work in Progress	4.49	4.49	5.09	5.33	5.33
(f) Current Assets -Loans and Advances	380.23	437.56	487.64	628.36	599.55
(g) Accumulated Losses	74.64	76.90	80.14	79.51	107.88
<b>Total - II</b>	<b>1149.22</b>	<b>1234.34</b>	<b>1309.91</b>	<b>1469.67</b>	<b>1246.41</b>
<b>III Capital Employed</b>	<b>795.81</b>	<b>892.68</b>	<b>966.91</b>	<b>1107.25</b>	<b>1096.98</b>
<b>IV NET WORTH</b>	<b>669.09</b>	<b>675.13</b>	<b>858.07</b>	<b>879.05</b>	<b>850.68</b>
	Equity share capital I(a+b)	Reserves and Surplus I(c)	Accumulated loss II(h)	Net worth IV	Capital Employed III
<b>V. Increase in the year 1998-99 in comparison to the year 1994-95</b>	<b>59.06%</b>	<b>22.94%</b>	<b>44.53%</b>	<b>27.14%</b>	<b>37.84%</b>
N.B. (a) Net worth = Paid up Capital <i>plus</i> Reserves and Surplus <i>less</i> Intangible Assets. (b) Capital Employed = Net Fixed Assets <i>plus</i> Working Capital. (c) Working capital = Current Assets <i>minus</i> Current Liabilities					

\* Certain scheme funds have been excluded from the Reserves & Surplus for calculation of Net Worth.



APPENDIX - XXXIX

(Reference : Paragraph 8.2.6 at page 188)

Statement showing the Working Result of Tripura Tea Development Corporation Ltd. for the period from 1994-95 to 1998-99

	1994-95	1995-96	1996-97	1997-98	1998-99
(Rupees in lakh)					
<b>A-Income</b>					
Sales	132.96	181.76	206.48	286.30	334.57
Other income	14.85	9.08	12.09	12.93	16.35
Closing stock	5.46	11.42	8.05	7.01	5.66
<b>Total A</b>	<b>153.27</b>	<b>202.26</b>	<b>226.62</b>	<b>306.24</b>	<b>356.58</b>
<b>B-Expenses</b>					
Opening stock	11.93	5.46	11.42	8.05	7.01
Purchase of green leaves	21.44	15.21	18.80	22.59	50.09
Manufacturing expenses	139.38	153.72	172.66	247.58	283.00
Administrative expenses	12.12	12.94	11.39	8.29	18.13
Selling and Administration expenditure	11.25	13.50	11.91	15.38	19.52
Depreciation	4.01	3.69	3.68	4.94	7.30
<b>Total B</b>	<b>200.13</b>	<b>204.52</b>	<b>229.86</b>	<b>306.83</b>	<b>385.05</b>
<b>(c) Profit(+)/Loss(-)</b>	<b>(-) 46.86</b>	<b>(-) 2.26</b>	<b>(-)3.24</b>	<b>(-)0.59</b>	<b>(-)28.47</b>

## ANNEXURE - XL

(Reference paragraph 8.2.7.2 at page 190)

Statement showing Estate-wise production of green leaves indicating area under cultivation of tea, yield as per norms, actual yield etc.

Name of the Tea Estate	Area under Tea Cultivation (in acre)	Yield as per norms	1994-95		1995-96		1996-97		1997-98		1998-99	
			Actual yield	(-)Shortage	Actual yield	(-)Shortage	Actual yield	(-)Shortage	Actual yield	(-)Shortage	Actual yield	(-)Shortage
(In lakh kg)												
Kamalasagar	360.00	18.00	5.44	(-)12.56	5.91	(-)12.09	6.05	(-)11.95	6.89	(-)11.11	7.17	(-)10.83
Machhmara	203.00	10.15	2.99	(-)7.16	3.03	(-)7.12	3.27	(-)6.88	3.37	(-)6.78	3.34	(-)6.81
Brahmakunda	189.68	9.48	2.27	(-)7.21	2.07	(-)7.41	2.81	(-)6.67	2.81	(-)6.67	3.53	(-)5.95
Luxmilunga	385.00	19.25	3.18	(-)16.07	3.02	(-)16.23	3.65	(-)15.60	3.76	(-)15.49	4.44	(-)14.81
Tufanialunga	262.96	13.14	2.56	(-)10.58	2.02	(-)11.12	2.33	(-)10.81	2.49	(-)10.65	3.19	(-)9.95
Kalacherrra	318.18	15.90	2.49	(-)13.41	2.29	(-)13.61	2.37	(-)13.53	2.45	(-)13.45	2.52	(-)13.38
Mohanpur	247.19	12.35	1.91	(-)10.44	1.33	(-)11.02	1.56	(-)10.79	1.67	(-)10.68	1.85	(-)10.50
Total	1966.01	98.27	20.84	(-)77.43	19.67	(-)78.60	22.04	(-)76.23	23.44	(-)74.83	26.04	(-)72.23

APPENDIX - XLI

(Reference : Paragraph 8.2.8 at page 192)

Statement showing excess engagement of labourers per year against the land under cultivation of tea

Name of TE	Area under cultivation (in acres)	Actual area under cultivation with bushes (in acre)	Labourers required as per norms (in number)	Labourers actually engaged (in number)	Deployment of excess labourers (in number)	Payment of wages and ration	
						Wages for 300 days @ Rs.20.63	Ration for 52 weeks @ Rs.30 per labourer per week
						Rs.	Rs.
Kamalasagar	360	180	180	351	171	10,58,319	2,66,760
Machmara	203	110	110	194	84	5,19,876	1,31,040
Bramakunda	189.68	131	131	158	27	1,67,103	42,120
Kalacharra	318.18	62.80	63	214	151	9,34,539	2,35,560
Mohanpur	247.19	51.20	51	194	143	8,85,027	2,23,080
Luxmilunga	385	95.60	96	259	163	10,08,807	2,58,280
Tufania Lunga	262.96	87.80	88	194	106	6,56,034	1,65,360
	<b>1966.01</b>	<b>718.40</b>	<b>719</b>	<b>1564</b>	<b>845</b>	<b>52,29,705</b>	<b>13,22,200</b>

Excess expenditure incurred during 1998-99 and 1999-2000

Year	Wages	Ration	Total
( Rupees in lakh )			
1998-99	52.30	13.22	65.52
1999-2000	52.30	13.22	65.52
<b>Total</b>	<b>104.60</b>	<b>26.44</b>	<b>131.04</b>

APPENDIX - XLII

(Reference to paragraph 8.2.8 at page 192)

Statement showing the productivity of labour during the period from 1994-95 to 1998-99

Name of tea estate	1994-95	1995-96	1996-97	1997-98	1998-99	Number of labourers engaged
Production of green leaves (in kg)						
Kamalasagar	5,44,970	5,91,625	6,05,420	6,89,209	7,17,221	351
Bramakunda	2,27,853	2,07,280	2,81,327	2,81,739	3,53,912	158
Luxmilunga	3,18,935	3,02,850	3,65,835	3,76,864	4,44,639	214
Tufanalunga	2,56,485	2,02,258	2,33,401	2,49,114	3,05,683	194
Kalachara	2,49,208	2,29,058	2,37,412	2,45,059	2,52,437	259
Mohanpur	1,91,470	1,33,607	1,56,590	1,67,394	1,85,297	194
<b>Total production of green leaves</b>	<b>17,88,921</b>	<b>16,66,678</b>	<b>18,79,985</b>	<b>20,09,379</b>	<b>22,59,189</b>	<b>1370</b>
Recovery of made tea from green leaves achieved (in percentage)	21.02	20.94	20.36	20.26	20.24	
Actual production of made Tea from green leaves (in kg)	3,76,031	3,49,002	3,82,765	4,07,100	4,57,260	
Made tea produced per labourer (in kg)	274	247	279	297	334	
Made tea to be produced per labourer as per norms (in kg)	600	600	600	600	600	
Shortfall of production of made tea per labourer with reference to norms (in kg)	326	353	321	303	266	

APPENDIX – XLIII

(Reference : Paragraph 8.2.10 at page 194)

Performance under the scheme for cultivation of tea by small growers

Year	Amount received (Rupees in lakh)	Target area (in acre)	Targeted number of beneficiaries	Amount utilised (Rupees in lakh)	Area of land covered (in acre)	Number of beneficiaries covered	Shortfall in terms of area (in acre)	Shortfall in terms of number of beneficiaries	Savings of funds (Rupees in lakh)
1990-91	5.00	56.82	23	Nil	Nil	Nil	56.82	23	5.00
1991-92	10.00	113.63	45	Nil	Nil	Nil	113.63	45	10.00
1992-93	10.00	113.63	45	Nil	Nil	Nil	113.63	45	10.00
1993-94	Nil	Nil	Nil	2.80	31.87	4	(-)31.87	(-)4	(-)2.80
1994-95	3.00	34.09	14	0.98	11.14	4	22.95	10	2.02
1995-96	Nil	Nil	Nil	0.54	6.14	2	(-)6.14	(-)2	(-)0.54
1996-97	3.00	34.09	14	0.22	2.50	1	31.59	13	2.78
1997-98	7.00	79.54	32	10.56	119.97	109	(-)48.43	(-)77	(-)3.56
1998-99	7.70	87.50	35	1.98	22.50	9	65.00	26	5.72
1999-2000	Nil	Nil	Nil	0.50	5.68	25	(-)5.68	(-)25	(-)0.50
<b>Total</b>	<b>45.70</b>	<b>519.30</b>	<b>208</b>	<b>17.58</b>	<b>199.80</b>	<b>154</b>	<b>319.50</b>	<b>54</b>	<b>28.12</b>



## APPENDIX - XLIV

(Reference: Paragraph 8.3.5 at page 197)

## Statement showing operational performance of the Power Department during 1995-96 to 1999-2000 (Provisional)

I.	Installed capacity (in MW)	1995-96	1996-97	1997-98	1998-99	1999-2000
a)	Diesel	4.85	4.85	4.85	4.85	4.85
b)	Hydel	16.00	16.00	16.00	16.00	16.00
c)	Gas thermal	48.50	48.50	64.50	64.50	64.50
	Total	69.35	69.35	85.35	85.35	85.35
II.	Net energy generated (in MKWH)					
a)	Diesel	1.81	1.85	1.85	1.85	1.85
b)	Hydel	39.70	42.99	44.58	56.23	61.07
c)	Gas thermal	149.20	197.50	205.79	279.29	251.26
	Total	190.71	242.34	252.22	337.37	314.18
III.	Energy purchased (in MKWH)					
a)	NEEPCO	Not Available	64.43	79.14	144.49	187.57
b)	NHPC	Not Available	63.80	68.54	74.59	72.92
	Total	128.81	128.23	147.68	219.08	260.49
IV (II + III)	Energy available for sale (in MKWH)	319.52	370.57	399.90	556.45	574.67
V.	Energy sold (in MKWH)					
a)	Within the State	223.66	259.40	305.78	345.25	362.79
b)	Outside the State (Mizoram)	-	-	8.63	52.85	50.00
	Total	223.66	259.40	314.41	398.10	412.79
VI.	Loss of energy (in MKWH) IV - V	95.86	111.17	85.49	158.35	161.88
VII.	Loss of energy as percentage of available energy for sale	30	30	21.38	28.46	28.16
VIII.	Standard transmission and distribution loss (in MKWH) 15.5 per cent of IV above	49.53	57.44	61.98	86.25	89.07
IX.	Loss of energy in excess of permissible limit (in MKWH) VI - VIII	46.33	53.73	23.51	72.10	72.81
X.	Value of loss in excess of 15.5 per cent <sup>▷</sup> (Rupees in crore)	2.69	2.96	1.13	3.61	7.06

<sup>▷</sup> Calculated at the average rate of sale per KWH which differed from year to year (1995-96: Re. 0.58; 1996-97: Re. 0.55; 1997-98: Re. 0.48; 1998-99: Re. 0.50; and 1999-2000: Re. 0.97).

APPENDIX - XLV

(Reference: Paragraph 8.3.6.1 at page 199)

Statement showing the arrear of revenue at the end of 1995-96 in respect of 11 Consumer Sub-Divisions under the Power Department

Name of the Consumer Sub-Division	Arrears of revenue at the end of 1995-96
<i>(Rupees in lakh)</i>	
Jirania	11.68
Mohanpur	8.92
Kailashahar	33.62
Kumarghat	5.32
Bishalghar	1.80
Sonamura	2.03
Udaipur	24.65
Teliamura	34.16
Sub-Division II, Agartala	2.48
Sub-Division III, Agartala	6.77
Sub-Division V, Agartala	5.74
<b>Total</b>	<b>137.17</b>