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सत्यमेव जयते

GOVERNMENT OF TRIPURA

REPORT
OF THE
COMPTROLLER
AND
AUDITOR GENERAL OF INDIA
FOR THE YEAR 1973-74



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TABLE OF CONTENTS

	Reference to	
	Paragraph	Page(s)
Prefatory Remarks.		v
CHAPTER I		
General		
Financial review	1.1	1
Budget and actuals	1.2	2—3
Revenue receipts	1.3	4—5
Expenditure on revenue account	1.4	6—7
Expenditure outside the revenue account	1.5	7—10
Loans and advances by Government	1.6	10—12
Debt position	1.7	12—14
Ways and means position	1.8	14—15
Investments	1.9	15
Guarantees given by the State Government	1.10	15—16
Utilisation certificates	1.11	16
CHAPTER II		
Appropriation Audit and Control over Expenditure		
Summary	2.1	16—17
Supplementary grants/charged appropriations	2.2	17
✓ Excess over grants/charged appropriations	2.3	17—19
Savings in grants/charged appropriations	2.4	19—20
✓ Surrender of savings	2.5	21
CHAPTER III		
Civil Departments		
Animal Husbandry Department—		
Dairy and Milk Supply Scheme ✓	3.1	21—26
Food and Civil Supplies Department—		
Shortage in stock	3.2	26—27



(ii)

	Reference to	
	Paragraph	Page(s)
Public Health Department— Fraudulent payment	3.3	27—28
Revenue Department— Money kept outside the Government Account	3.4	28—29
CHAPTER IV Works Expenditure		
Public Works Department— Claims outstanding against railways	4.1	29—30
Non-reconciliation of payments made by cheques and Remittances into Treasuries by Public Works Divisions	4.2	30
Barbed wire fencing	4.3	30—31
CHAPTER V Stores and Stock		
Synopsis of stores accounts	5.1	31
Public Works Department— Stock registers and stock verification	5.2	32
Excess over reserve stock limit	5.3	32—34
Tools and plant accounts	5.4	34
General Administration Department— Accounts of stamps	5.5	34
CHAPTER VI Revenue Receipts		
Trend of revenue receipts	6.1	35
Variation between budget estimates and actuals	6.2	35—36
Cost of collection	6.3	37—38
Arrears of revenue	6.4	38—39
Land revenue dues recoverable from tea garden owners	6.5	39—40
Other Topics of Interest— Survey and Settlement cost not recovered from land holders	6.6	40

(iii)

	Reference to	
	Paragraph	Page(s)
CHAPTER VII Financial Assistance to Local Bodies and Others		
Introductory		40
Local Self Government Department— Agartala Municipality	7.1	41—45
Education Department— Grants to educational institutions and other bodies	7.2	45—47
CHAPTER VIII Government Commercial and Trading Activities		
Section A—General	8.1	48
Section B—Statutory Corporation	8.2	48
Section C—Government Companies	8.3	48
Tripura Small Industries Corporation Limited	8.4	48—50
Section D—Departmentally Managed Government Commercial and Quasi-Commercial Undertakings	8.5—8.6	51—52
Agartala Electric Supply	8.7	52—54
Section E—Co-operative Institutions	8.8—8.10	54—55
Section F—Investment and Guarantees		
Investments	8.11	55—56
Guarantees	8.12	56
CHAPTER IX Outstanding Audit Observations and Inspection Reports		
Outstanding Audit Observations	9.1	57—58
Outstanding Inspection Reports	9.2	58—59
APPENDICES		
I. Utilisation Certificates outstanding on the 31st August 1975	1.11	61

	Reference to	
	Paragraph	Page(s)
II. Cases in which supplementary grants proved unnecessary/excessive/inadequate	2.2	62-64
III. Savings under grants/appropriations	2.4(a) } 2.4(b) }	65-68
IV. Cases where unsurrendered saving was 10 per cent or more of total grant/appropriation	2.5	69
V. Grants in which the amount surrendered was either not actually available for surrender or was substantially in excess of the amount available for surrender	2.5	70
VI. Major schemes/programmes where provisions remained wholly or substantially unutilised	2.4(a)	71-72

PREFATORY REMARKS

This Report has been prepared for submission to the Governor under Article 151(2) of the Constitution. It relates mainly to matters arising from the Appropriation Accounts for 1973-74 together with other points arising from audit of the financial transactions of the Government of Tripura. It also includes certain points of interest arising from the Finance Accounts for the year 1973-74.

2. The cases mentioned in this Report are those which came to notice in the course of test audit of the accounts during the year 1973-74 as well as those which had come to notice in the earlier years but could not be dealt with in the previous Reports; matters relating to the period subsequent to 1973-74 have also been included, wherever considered necessary.

3. The points brought out in this Report are not intended to convey or to be understood as conveying any general reflection on the financial administration by the departments/bodies/authorities concerned.

CHAPTER I
GENERAL

1.1. *Financial review*

The receipts and the expenditure of the Government for the year 1973-74 and the preceding two years as also the surplus/deficit during these years were as follows :—

	1971-72	1972-73	1973-74
	<i>(In lakhs of rupees)</i>		
(1) Revenue—			
Revenue receipts	41,99.56	22,75.14	22,31.08
Revenue expenditure	42,07.16	27,42.71	29,83.61
surplus(+)			
Revenue deficit(—)	(—) 7.60	(—) 4,67.57	(—) 7,52.53
(2) Debt—			
Public debt (other than floating debt) (net)			
Increase (+)			
Decrease (—)	(+ 8,93.59	(+ 5,53.00	(+ 5,37.76
Floating debt (net)			
Increase (+)			
Decrease (—)	...	...	...
Total debt (net)			
Increase (+)			
Decrease (—)	(+ 8,93.59	(+ 5,53.00	(+ 5,37.76
(3) Loans and advances by State Government (net)			
Increase (—)			
Decrease (+)	(—) 12.70	(—) 1,81.58	(—) 1,40.93
(4) Inter-State Settlement—			
Receipts (+)			
Payments (—)	...	...	...
(5) Contingency Fund (net)			
Increase (+)			
Decrease (—)	(—) 10.00	(+ 10.00	...
(6) Public Account (net)			
Increase (+)			
Decrease (—)	(—) 5,07.98	(—) 5,72.84	(+ 3,65.84
(7) Capital expenditure outside the Revenue account (net)			
Increase (—)			
Decrease (+)	(—) 4,44.25	(—) 3,12.48	(—) 8,13.55
Net surplus (+)			
Net deficit (—)	(—) 88.94	(—) 9,71.47	(—) 8,03.41
Opening cash balance	(+ 1,91.56	(+ 1,02.62	(—) 8,68.85
Net surplus (+)	(—) 88.94	(—) 9,71.47	(—) 8,03.41
Net deficit (—)			
Closing cash balance	(+ 1,02.62(a)	(—) 8,68.85(a)	(—) 16,72.26(a)

(a) There is a difference between the figures reflected in the accounts and those reported by the Reserve Bank of India affecting the opening and closing cash balances. The discrepancy is under reconciliation.

1.2. Budget and actuals

(a) *Revenue receipts*—The actuals of the revenue receipts for 1973-74 as compared with the budget estimates for the year along with the corresponding figures for 1971-72 and 1972-73 are shown below :

Year	Budget	Actuals	Variation between columns (3) and (2)	
			Amount of increase + decrease—	Percentage
(1)	(2)	(3)	(4)	(5)
	(In lakhs of rupees)			
1971-72 (Union Territory period)	20,10.73(a)	24,65.50(a)	+ 4,54.77	24
1971-72 (State period)	(b)	17,34.06	+17,34.06	(b)
1972-73	23,80.39	22,75.14	- 1,05.25	4
1973-74	25,49.48	22,31.08	- 3,18.40	12

No new taxes were levied in any of these years. The rates of certain existing taxes were, however, enhanced during 1973-74. Particulars of these increases have not been intimated by the Finance Department (August 1975).

(a) Under the North Eastern Areas (Reorganisation) Act, 1971 the former Union Territory of Tripura attained State-hood on the 21st January 1972. The budget estimates of the Union Territory for 1971-72 shown here are for the whole year while the actuals are for the period from the 1st April 1971 to the 20th January 1972.

(b) No budget estimates were presented to the State Legislature for the period from the 21st January 1972 to the 21st March 1972 after the State was formed.

(b) *Expenditure on revenue account*—The expenditure on revenue account during 1973-74 as compared with (i) the budget estimates and (ii) the budget estimates plus supplementary grants/ appropriations along with corresponding figures for 1971-72 and 1972-73 are given below :

Year	Budget	Budget plus supplementary grants/appropriations	Actuals	Variation between columns (4) and (3)	
				Amount of increase + decrease—	Percentage
(1)	(2)	(3)	(4)	(5)	(6)
	(In lakhs of rupees)				
1971-72 (Union Territory period)	20,10.73(a)	20,10.73(a)	32,33.09	+12,22.36	61
1971-72 (State period)	25,47.31(b)	25,47.31(b)	9,74.07	-15,73.24	62
1972-73	29,75.68	31,02.83	27,42.71	- 3,60.12	12
1973-74	35,71.94	37,59.58	29,83.61	- 7,75.97	21

The transactions on revenue account in 1973-74 resulted in a deficit of Rs. 7,52.53 lakhs against a deficit of Rs. 4,67.57 lakhs in 1972-73. However, taking into account the transactions outside the revenue account, there was an over all deficit of Rs. 8,03.41 lakhs in 1973-74 against a deficit of Rs. 9,71.47 lakhs in 1972-73.

(a) Please see foot note (a) on page 2.

(b) As authorised by the President and the Governor under Section 44 of the North Eastern Areas (Reorganisation) Act, 1971 and subsequently by a resolution passed by the State Legislative Assembly on 10th July 1972.

1.3. Revenue receipts

The revenue receipts during 1973-74 (Rs. 22,31.08 lakhs) decreased by Rs. 44.06 lakhs (2 per cent) over those in 1972-73 (Rs. 22,75.14 lakhs). The decrease is analysed below :

	Receipts		Increase + Decrease—
	1972-73	1973-74	
	(In lakhs of rupees)		
(i) Revenue raised by the State Government—			
Tax revenue	66.71	80.20	+ 13.49
Non-Tax revenue	1,83.40	2,32.35	+ 48.95
(ii) Receipts from the Government of India—			
(a) Taxes on Income other than Corporation Tax	93.00	1,04.27	+ 11.27
(b) Estate Duty	1.64	1.84	+ 0.20
(c) States' share of Union Excise Duties	1,38.99	1,54.03	+ 15.04
(d) Grants	17,91.40	16,58.39	— 1,33.01
Total	22,75.14	22,31.08	— 44.06

The taxes collected by the State Government in 1973-74 accounted for 3.6 per cent of the total revenue receipts ; the corresponding percentages for 1971-72 and 1972-73 were 1.4 and 2.9 respectively.

The grants received from the Government of India in 1973-74 accounted for 74.3 per cent of the total revenue receipts ; the corresponding percentages for 1971-72 and 1972-73 were 92.7 and 78.7 respectively.

There was a decrease in the receipts under LVI-Grants-in-aid from the Central Government during 1973-74 (Rs. 16,58.39 lakhs) over those of 1972-73 (Rs. 17,91.40 lakhs).

The above decrease in the revenue receipts was partially counterbalanced by increased receipts mainly under :

	1972-73	1973-74	Increase	
			Amount	Percentage
	(In lakhs of rupees)			
IV—Taxes on Income other than Corporation Tax	93.68	1,05.01	11.33	12
Due to increased receipt on account of the share of net proceeds of Taxes on Income other than Corporation Tax.				
IX—Land Revenue	5.90	10.05	4.15	70
Due to increased collection of land revenue during the year.				
X—State Excise Duties	12.07	17.68	5.61	46
Due to increased receipt on account of increased consumption of country spirit.				
XIII—Other Taxes and Duties	6.27	12.25	5.98	95
Due mainly to increase in receipts on account of entertainment tax.				
XVI—Interest	53.77	82.30	28.53	53
Due to increased receipt on account of interest (i) on investment of cash balances (Rs. 12.98 lakhs), (ii) on loans and advances by the State Government (Rs. 11.73 lakhs) and (iii) from commercial departments (Rs. 3.82 lakhs).				
XVII—Administration of Justice	1.40	8.35	6.95	496
Due to increased receipt on account of sale proceeds of unclaimed and escheated property and general fees, fines and forfeitures.				
LI—Forest	32.38	39.48	7.10	22
Due mainly to larger sale of timber and other forest produce.				
LV—States' share of Union Excise Duties	1,38.99	1,54.03	15.04	11
Due to increase in the share of Union Excise Duties.				
XXXVII—Public Works	11.02	14.11	3.09	28
Due to increase in miscellaneous receipts.				

1.4. *Expenditure on revenue account*

The expenditure in 1973-74 (Rs. 29.84 crores) increased by Rs. 2.41 crores (9 per cent) over that in 1972-73 (Rs. 27.43 crores). The variation between 1972-73 and 1973-74 is analysed below :

The increase was mainly under :

	1972-73	1973-74	Increase	
			Amount	Percentage
<i>(In lakhs of rupees)</i>				
(i) 19—General Administration	1,10.79	1,25.53	14.74	13
Due mainly to increase in expenditure on Civil Secretariat and on District Administration owing to strengthening of the administrative machinery.				
(ii) 23—Police	2,00.44	3,47.83	1,47.39	74
Due mainly to increase in expenditure on civil police force and borrowed police battalions.				
(iii) 28—Education	6,49.82	7,20.07	70.25	11
Due mainly to increase in the expenditure on Government secondary and primary schools owing to expansion of educational facilities.				
(iv) 29—Medical	1,34.69	1,46.54	11.85	9
Due mainly to more expenditure on hospitals and dispensaries owing to expansion of medical facilities.				
(v) 33—Animal Husbandry	39.75	53.20	13.45	34
Due mainly to more expenditure on hospitals and dispensaries and on breeding operations.				
(vi) 39—Miscellaneous Social and Developmental Organisations	1,12.04	1,67.40	55.36	49
Due mainly to more expenditure on welfare of scheduled tribes and scheduled castes and other backward classes and taking up of Crash Scheme for the Educated Unemployed.				

	1972-73	1973-74	Increase	
			Amount	Percentage
<i>(In lakhs of rupees)</i>				

(vii) 45—Electricity Schemes	60.67	80.35	19.68	32
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Due mainly to more expenditure on working expenses and on interest charges.

The above increases were partly off-set by decreases mainly under :

	1972-73	1973-74	Decrease	
			Amount	Percentage
<i>(In lakhs of rupees)</i>				

(i) 37—Community Development Projects, National Extension Service and Local Development Works	84.48	72.84	11.64	14
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Due mainly to less expenditure on local development works.

(ii) 64—Famine Relief	1,25.32	95.48	29.84	24
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Due mainly to less expenditure on gratuitous relief and test relief works.

(iii) 71—Miscellaneous	2,41.58	1,40.43	1,01.15	42
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Due mainly to fall in the expenditure in connection with Bangladesh refugees owing to their repatriation. The expenditure incurred on this account in 1972-73 (Rs. 1,50.80 lakhs) and in 1973-74 (Rs. 9.52 lakhs) was on past unpaid liabilities.

1.5. *Expenditure outside the revenue account*

(a) Expenditure outside the revenue account includes, besides capital expenditure, amounts disbursed by the Government as loans and advances.

(b) The expenditure on capital account during the three years ending 1973-74 as compared with (i) budget estimates and (ii) budget estimates plus supplementary grants/appropriations for these years is shown below (loans and advances are dealt with in paragraph 1.6. below):

Year	Budget	Budget plus Supplementary	Actuals	Variation between columns (4) and (3)	
				Amount of decrease	Percentage
(1)	(2)	(3)	(4)	(5)	(6)
(In lakhs of rupees)					
1971-72 (Union Territory period)	5,33.04	5,33.04	50.91	4,82.13	90
1971-72 (State period)	6,29.83(a)	6,29.83	3,93.34	2,36.49	37
1972-73	12,23.95	12,75.85	3,12.48	9,63.37	76
1973-74	14,54.09	19,37.89	8,13.55	11,24.34	58

(c) An analysis of the expenditure outside the revenue account during and to end of 1973-74 is given below :

	During 1973-74	Progressive total upto 1973-74
(In crores of rupees)		
1. Capital expenditure on—		
Public Health	0.75	1.46
Agriculture	0.28	0.95
Schemes of Industrial and Economic Development	0.56	2.95
Irrigation Works	0.40	1.64
Electricity Schemes	1.79	10.11 (b)
Public Works	2.95	26.73

(a) Please see foot note (b) on page 3.

(b) The department has not furnished (July 1975) the *pro forma* accounts of Agartala Electric Supply Undertaking from 1970-71 to 1973-74 and Rural Electrification Schemes in respect of any of the years since 1965-66.

	During 1973-74	Progressive total upto 1973-74
(In crores of rupees)		
Schemes of Government Trading	1.41	3.84(a)
Appropriation to the Contingency Fund	...	0.10
Other items, including payment of Commuted value of pensions	(c)	0.03
II. Net outgo under loans and advances by the State Government (after taking into account recoveries of loans)	1.41	13.19
Total	9.55	61.00

Further details of capital expenditure are given in statements no. 2 and 12 of the Finance Accounts 1973-74.

(d) The sources from which expenditure outside the revenue account (including that on loans and advances) was met during and to end of 1973-74 are shown below :

	During 1973-74	To end of 1973-74
(In crores of rupees)		
I. Net addition to—		
(i) Loans from the Government of India	5.38	38.99
(ii) Other loans	...	0.04
(iii) Unfunded Debt	0.62	3.91
(iv) Contingency Fund	...	0.10
(v) Deposits and Advances	-0.07	-0.51
(vi) Remittances	3.28	-3.73

(a) *Pro forma* accounts showing financial results of the scheme 'purchase of food-grains in Tripura' have not been prepared since 1963-64.

(c) Only Rs. 0.31 lakh.

	During 1973-74	To end of 1973-74
	(In crores of rupees)	
II. Decrease in cash balance	8.03	16.72
III. Increase in investments held in the cash balance investment account	-0.17	-9.99
IV. Revenue deficit	-7.52	-11.68
V. Balances transferred <i>Pro forma</i> from the books of the Government of India		27.15
Total	9.55	61.00

1.6. Loans and advances by Government

(a) The actuals of disbursements of loans and advances by the Government for 1973-74 as compared with (i) the budget estimates and (ii) the budget estimates *plus* supplementary provision along with the corresponding amounts for 1971-72 and 1972-73 are shown below :

Year	Budget	Budget <i>plus</i> Supplementary	Actuals	Variation between columns (4) and (3)	Amount of increase + decrease—	Per- centage
(1)	(2)	(3)	(4)	(5)	(6)	
	(In lakhs of rupees)					
1971-72 (Union Territory period)	47.37	47.37	10.37	-37.00	78	
1971-72 (State period)	23.28(a)	23.28(a)	13.49	-9.79	42	
1972-73	50.76	2.09.66	2.06.77	-2.89	1.38	
1973-74	80.02	1.63.20	1.84.67	+21.47	13.15	

(b) The budget estimates and the actuals of recoveries of loans and advances for the three years ending 1973-74 are given below :

(a) Please see foot note (b) on page 3.

Year	Budget	Actuals	Variation	
(1)	(2)	(3)	Amount of increase + decrease—	Percentage
	(In lakhs of rupees)			
1971-72 (Union Territory period)	21.75	8.26	-13.49	62
1971-72 (State period)	(b)	2.90	+2.90	...
1972-73	33.68	25.20	-8.48	25
1973-74	78.15	43.74	-34.41	44

(c) The loans and advances given by the Government and outstanding at the end of March 1974 were Rs. 13.19 crores. The details are given below :

Category of loans and advances	On 31st March 1973	On 31st March 1974
	(In lakhs of rupees)	
(i) Loans to municipal corporations and municipalities	29.97	29.98
(ii) Advances to cultivators	5,98.78	6,80.28
(iii) Loans to co-operative institutions and banks	28.01	36.13
(iv) Loans and advances under the community development programme	36.52	36.19
(v) Loans and advances to the displaced persons	3,15.56	3,19.99
(vi) Miscellaneous loans and advances	1,12.96	1,27.86
(vii) Loans to Government servants, etc.	55.80	88.11
Total	11,77.60	13,18.54

Rupees 18.63 lakhs were received by the Government in 1973-74 as interest on loans and advances.

(b) Please see foot note (b) on page 2.

(d) (i) *Loans of which the detailed accounts are maintained by the departmental officers*—According to the information received (July 1955) from some of the departments, the arrears at the end of March 1974 in respect of recovery of the following classes of loans (principal and interest) were as given below (for details reference may please be made to statement no. 4(ii) of the Finance Accounts 1973-74) :

	Principal	Interest	Total
	(In lakhs of rupees)		
(a) Loans for development of cottage and small scale industries	18.53	4.51	23.04
(b) Loans for rural industries project	1.13	0.16	1.29
(c) Loans for development of handloom industries	4.42	1.12	5.54
(d) Loans for industrial handicraft rehabilitation scheme	32.11	13.30	45.41
(e) Loans to co-operative societies	11.07	8.39	19.46

Information in regard to loans disbursed by the Agriculture, Revenue and Community Development departments has not been furnished by the Government (July 1975).

(ii) *Loans of which the detailed accounts are maintained in the Audit Office*—The detailed accounts of the loans granted to the Agartala Municipality are kept in the Audit Office. Recovery of Rs. 25.61 lakhs (principal : Rs. 8.76 lakhs and interest : Rs. 16.85 lakhs) was in arrears at the end of March 1974. The repayment of the instalments of loans and the payment of interest thereon by the Municipality has been in arrears since 1952-53.

1.7. Debt position

(a) *Public debt*—At the end of 1973-74 the outstanding public debt of the Government was Rs. 39.02 crores. An analysis of the

debt with corresponding figures at the end of the two preceding years is given below:

	1972	1973	1974
	(In crores of rupees)		
Loans from the Government of India	28.12	33.61	38.98
Other loans	...	0.04	0.04
Total	28.12	33.65	39.02

The increase in liability of the Government on account of the public debt (Rs. 5.37 crores) during 1973-74 is analysed below :

Nature of debt	Loans received	Loans discharged	Net increase
	(In crores of rupees)		
Loans from the Government of India	6.90	1.53	5.37

(b) *Other debt and obligations*—In addition to public debt, unfunded debt (comprising general provident fund balances of government servants) and the balances at the credit of earmarked and other funds as also certain deposits, to the extent to which they have not been invested but are merged with the general cash balance of Government, constitute the liability of the Government. The debt liability of the Government on unfunded debt and other obligation was as under :

	At the end of		
	1971-72	1972-73	1973-74
	(In crores of rupees)		
Unfunded debt	2.70	3.29	3.91
Deposits of local Government and civil deposits	1.45	1.80	2.19

(c) *Service of debt*—The table below shows the burden on revenue of interest charges on debt and other obligations for the two years ending 1973-74 :

	1972-73	1973-74
	(In lakhs of rupees)	
(i) Interest paid by Government—on public debt and unfunded debt	1,99.01	1,98.78
(ii) <i>Deduct</i>		
(a) Interest realised on loans and advances given by Government	6.90	18.63
(b) Interest realised from the commercial departments	9.41	13.24
(c) Interest realised on the investment of the cash balance	37.46	50.44
(iii) Net amount of interest charges	1,45.24	1,16.47
(iv) Percentage of gross interest to the total revenue receipts	8.75	8.91
(v) Percentage of net interest to the total revenue receipts	6.38	5.22

1.8. *Ways and means position*

Under an agreement with the Reserve Bank of India dated the 15th May 1972, the Government has to maintain with the Reserve Bank a minimum balance of Rs. 5 lakhs at the end of each working day. If this balance falls below the agreed minimum, the deficiency is made good by either selling Government of India treasury bills held by the Government or taking ways and means advances/overdraft from the Reserve Bank. No ways and means advance was obtained from the Bank by the State Government during the year.

To make up the deficiency in the cash balance, Government of India treasury bills for Rs. 52 crores were rediscounted on 160 occasions during 1973-74.

The amount held in the cash balance investment account consist of Government of India Treasury bills for Rs. 9,99.25 lakhs. Interest realised on these investments was Rs. 50.44 lakhs during the year.

1.9. *Investments*

In 1973-74, the Government invested Rs. 56.30 lakhs in Tripura Road Transport Corporation (Rs. 38.74 lakhs), Tripura Small Industries Corporation and Tripura Industrial Development Corporation—Government Companies (Rs. 10 lakhs and Rs. 1 lakh respectively) and Co-operative banks and societies (Rs. 6.56 lakhs). The total investment of Government in share capital of different concerns at the end of 1972-73 and 1973-74 was Rs. 2,38.82 lakhs and Rs. 2,95.16 lakhs respectively. The dividend received from this investment during 1972-73 and 1973-74 was Rs. 0.94 lakh (0.39 per cent) and Rs. 0.38 lakh (0.13 per cent) respectively.

1.10. *Guarantees given by the State Government*

Under Section 6 of the State Financial Corporation Act 1951, the shares of the State Financial Corporation are to be guaranteed by the State Government as to the repayment of principal and payment of annual dividend. Again, under Section 7 of the above Act, the bonds and debentures of the State Financial Corporation are to be guaranteed by the State Government as to the repayment of principal and payment of interest. Guarantees are also to be given under Section 8 of the Act *ibid.* for repayment of principal and payment of interest on fixed deposits accepted by a State Financial Corporation. In the case of Assam Financial Corporation such guarantees under Sections 6, 7 and 8 of the State Financial Corporations Act 1951 were given jointly by the Government of India on behalf of the erstwhile Union Territories of Manipur and Tripura (which devolved on the successor Manipur and Tripura States on their attainment of Statehood from the 21st January 1972) and the Government of the composite State of Assam. The contingent liability is to be shared in the ratio of 3 : 4 : 8 by the Governments of Manipur, Tripura and Assam respectively. Tripura State's share of the actual amounts guaranteed under the above sections on behalf of the Assam Financial Corporation and outstanding on 31st March 1974 was Rs. 26.66 lakhs, Rs. 69.30 lakhs and Rs. 26.66 lakhs respectively. Apart from the above, the State Government had also guaranteed short term loans, etc. raised by two Co-operative Banks. The maximum amount guaranteed on their behalf was Rs. 2,37.00 lakhs against which sum guaranteed outstanding as on 31st March 1974 was Rs. 75.62 lakhs.

No law under Article 293 of the Constitution has 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.

Further details of the guarantees are given in statement no. 5 of the Finance Accounts 1973-74.

1.11. Utilisation certificates

In 1973-74, the Government paid Rs. 1,23.74 lakhs as grants to educational institutions, municipalities, panchayats, co-operative societies, etc.

Under the financial rules, in all cases in which conditions are attached to utilisation of grants, certificates to the effect that the grants have been utilised for the purpose for which they were paid are required to be furnished to Audit by the departmental officers paying the grants not later than eighteen months from the date of sanction of the grants, unless specified otherwise. In para 42 of its twelfth Report, the Public Accounts Committee while expressing its concern over the progress in the matter of obtaining and submission of utilisation certificates had recommended that after payment of grants the departmental officers should pursue the matter with the concerned institution for the purpose of obtaining the utilisation certificates from them and the Finance Department should keep a watch and exercise control so that utilisation certificates are obtained in time. Despite this, the position has not improved much.

As at the end of August 1975, out of 215 certificates for Rs. 1,09.81 lakhs to be received for grants paid from 1966-67 to 1972-73, 50 certificates for Rs. 23.45 lakhs had been received leaving 195 certificates for Rs. 86.36 lakhs to be furnished to Audit. The department-wise details of the grants paid, the number of utilisation certificates received and the number of such certificates outstanding are given in Appendix I. In the absence of these certificates, it is not possible to state even in a broad way whether the recipients spent the grants for the purpose or purposes for which they were given.

CHAPTER II

APPROPRIATION AUDIT AND CONTROL OVER EXPENDITURE

2.1. Summary

The following table compares the expenditure during 1973-74 with the total of grants/charged appropriations:

	Grants/charged appropriations	Actual expenditure	Saving	
			Amount	Percentage
(In lakhs of rupees)				
Voted				
Original	49.01.26	56.46.66	7.43.58	13
Supplementary	7.45.40			
Charged				
Original	3.62.06	3.71.54	10.44	3
Supplementary	9.48			
Total	60.18.20	52.64.18	7.54.02	13

The saving of Rs. 7,54.02 lakhs was the net result of savings of Rs. 7,33.00 lakhs in thirty eight grants (Rs. 7,71.93 lakhs) and seven appropriations (Rs. 11.08 lakhs) and excess of Rs. 28.98 lakhs in seven grants (Rs. 28.35 lakhs) and one appropriation (Rs. 0.64 lakh).

2.2. Supplementary grants/charged appropriations

Supplementary provision of Rs. 7,54.88 lakhs was obtained under twenty seven grants (Rs. 7,45.40 lakhs) and two appropriations (Rs. 9.48 lakhs). Out of this, Rs. 1,62.54 lakhs were obtained in March 1974.

The details given in Appendix II would show that:

(i) Under fourteen grants and one charged appropriation, the supplementary provision amounting to Rs. 44.28 lakhs proved wholly unnecessary as the expenditure did not even come upto the original provision. Excepting Rs. 0.01 lakh under grant no. 34-Miscellaneous, the entire provision was obtained in March 1974.

(ii) Under four grants, the supplementary provisions proved excessive (more than rupees four lakhs in each case). Against the total supplementary provision of Rs. 4,92.66 lakhs obtained under these grants, only Rs. 3,37.23 lakhs were actually utilised.

(iii) Under four grants, the supplementary provisions proved inadequate. In these grants, while additional provision of Rs. 1,02.96 lakhs was made, the actual expenditure exceeded the total of the original and the supplementary grants by Rs. 26.25 lakhs.

2.3. Excess over grants/charged appropriations

(a) Grants—The following seven cases of excess over grants require regularisation under Article 205 of the Constitution:

(In this table 'O' stands for original grant and 'S' stands for supplementary grant).

Serial number	Number and name of grant	Total grant Rs.	Expenditure Rs.	Excess Rs.
1.	6- Stamps O. 62,000 } S. ... }	62,000	72,796	10,796
2.	7-Registration Fees O. 2,42,000 } S. 32,500 }	2,74,500	2,76,677	2,177

The excess occurred under the group head "A.1—Non-Judicial" (expenditure: Rs. 0.73 lakh; provision: Rs. 0.37 lakh) which was partly counterbalanced by saving under another head. The reasons for the excess have not been intimated (August 1975).

The excess occurred mainly under the group head "A.1—District Charges—West Tripura (Non-Plan)" (expenditure: Rs. 1.59 lakhs; provision: Rs. 1.50 lakhs).

Serial number	Number and name of grant	Total grant Rs.	Expenditure Rs.	Excess Rs.
3.	9-General Administration Voted			
	O. 99,71,000 } S. 18,95,000 }	1,18,66,000	1,20,74,676	2,08,676

The excess was the result of excesses amounting to Rs. 4.63 lakhs in three group heads: (i) D.1—General Establishment under District Magistrates (ii) D.4—Directorate of Welfare of Scheduled Castes and Scheduled Tribes and (iii) D.5—Expenditure on Community Development under Districts; partly counterbalanced by savings under other group heads.

The reasons for the excess have not been intimated (August 1975).

4.	11-Jails			
	O. 11,76,000 } S. ... }	11,76,000	12,23,497	47,497

The excess occurred under the group head "A-Jails" (expenditure: Rs. 11.83 lakhs; provisions: Rs. 11.45 lakhs) due mainly to large scale transfer of Jail staff from one Jail to another, increased expenditure on interim relief to the staff and re-imburement of medical expenses, increase in number of prisoners and adjustment of book transfer bills.

5.	27-Public Works			
	O. 5,60,29,000 } S. ... }	5,60,29,000	5,61,80,955	1,51,955

The excess occurred mainly under the group heads "B-Repairs (voted)" (expenditure: Rs. 1,56.73 lakhs; provision: Rs. 1,08.65 lakhs) and "F-Suspense" (expenditure: Rs. 2,80.61 lakhs; provision: Rs. 2,69.16 lakhs). The excess of Rs. 32.04 lakhs out of the excess of Rs. 48.08 lakhs under "B-Repairs" was due mainly to urgent repair works of buildings and communications and to rapid progress in communication works. The reasons for the balance excess (Rs. 16.04 lakhs) have not been intimated (July 1975).

The excess was counterbalanced by savings under other group heads.

6.	30-Pension and Other Retirement benefits			
	O. 15,75,000 } S. 50,000 }	16,25,000	18,91,766	2,66,766

The excess occurred mainly under the group head "I-Donation to Provident Fund" (expenditure: Rs. 2.99 lakhs; provision: Rs. 1.00 lakh) due to adjustment of arrear contributions in respect of work-charged staff.

Serial number	Number and name of grant	Total grant Rs.	Expenditure Rs.	Excess Rs.
7.	45-Loans and Advances by State/ Union Territory Governments			
	O. 80,02,000 } S. 83,18,000 }	1,63,20,000	1,84,65,915	21,46,915

The excess occurred under the group heads "A-Loans to Local Funds, Private Parties, etc. (Non-Plan)" (expenditure: Rs. 90.78 lakhs; provision: Rs. 23.00 lakhs) and "B-Loans to Government servants (Non-Plan)" (expenditure: Rs. 71.36 lakhs; provision Rs. 38.75 lakhs). The reasons for the excesses have not been intimated (August 1975).

The excesses was partly counterbalanced by saving under another group head.

(b) *Charged appropriation*—The excess of Rs. 63,526 in the charged section under "41-Capital Outlay on Public Works" requires regularisation.

The excess occurred under the group head "A.1—Original Works—Buildings—A. 1(2) Other Buildings (Non-Plan)-Charged"; the expenditure was incurred without any provision and reasons therefor have not been intimated (August 1975).

2.4. Savings in grants/charged appropriations

(a) *Grants*—In twenty six grants the savings were 10 per cent or more of the total provision; in seventeen of these, the savings ranged between 20 per cent and 100 per cent. The details are given in Appendix III.

Out of the saving of Rs. 6,90.21 lakhs against these grants, the bulk (Rs. 4,69.79 lakhs—68 per cent; occurred under two grants grant nos. 12 and 34) in the Revenue section (Rs. 1,56.35 lakhs) and three grants (grant nos. 40, 41 and 44) in the Capital section are detailed below:

Some of the above grants in which substantial savings occurred are detailed below:

Serial number	Number and name of grant	Total grant	Actual expenditure	Saving Percentage
(In lakhs of rupees)				
1.	34-Miscellaneous	2,38.28	1,40.43	97.85
				41

The saving was the net result of savings and excesses under different group heads. The saving occurred mainly under the group head "P-Lump provision in respect of expenditure on fresh charges

(Non-Plan)" (provision : Rs. 1.10.00 lakhs ; expenditure : Rs. 0.01 lakh) and was due mainly to non-finalisation of recommendations made by the 'Tripura Pay Commission', non-utilisation of provisions meant for meeting unforeseen charges of exceptional nature and booking of expenditure on interim relief and on new/vacant posts under the relevant departmental major heads.

Serial number	Number and name of grant	Total grant	Actual expenditure	Saving Percentage
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(In lakhs of rupees)

2.	40-Capital Outlay on Electricity Schemes	4,06.10	3,35.84	70.26 17
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The saving was the net result of savings and excesses under different group heads. The saving mainly occurred under the group head "A.2—Suspense (Non-Plan)" (provision : Rs. 1.50.00 lakhs ; expenditure : Rs. 67.70 lakhs) and was due mainly to lesser procurement of stock materials than anticipated and consequent lesser adjustment.

3.	41-Capital Outlay on Public Works	4,01.11	2,93.89	1,07.22 27
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The saving was the net result of savings and excesses under different group heads. The saving occurred mainly under the group head "A.1—Original Works—Buildings—A.1(2)—Other Building (provision : Rs. 1.65.00 lakhs ; expenditure : Rs. 67.40 lakhs—Non-Plan and provision : Rs. 69.01 lakhs ; expenditure : Rs. 39.77 lakhs—Plan) and was owing to non-availability of suitable building materials.

4.	44-Capital Outlay on Schemes of Government trading	8,94.85	7,58.89	1,35.96 15
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The saving was the net result of savings and excesses under different group heads. The saving occurred mainly under the group head "A—Purchase of food-grains (Non-Plan)" (provision : Rs. 8.45.60 lakhs ; expenditure : Rs. 7,07.72 lakhs) and was due to purchase of less quantity of rice from the Central Pool than envisaged.

Some of the major schemes/programmes, the provision for which remained wholly/substantially unutilised other than those mentioned earlier, are detailed in Appendix VI.

(b) *Charged appropriations*—In five appropriations, the savings were 10 per cent or more of the total provision ; of these, in four appropriations the savings ranged between 20 per cent and 100 per cent. The details are given in Appendix III.

2.5. Surrender of savings

The rules require that unutilised amounts should be surrendered as soon as the possibility of savings is envisaged. However, out of a total saving of Rs. 7.43.58 lakhs in the grants and Rs. 10.44 lakhs in the charged appropriations available for surrender, Rs. 7.18.83 lakhs out of the saving in the grants and Rs. 8.39 lakhs out of the saving in the charged appropriations were surrendered only in March 1974.

Under eleven grants and four charged appropriations an amount exceeding 10 per cent of the total provision in each case remained unsurrendered (total amount Rs. 61.28 lakhs). Details are given in Appendix IV.

The amount surrendered (Rs. 15.16 lakhs) under two grants was not available for surrender in view of the excess expenditure of Rs. 22.99 lakhs under these grants, while under eight other grants, the surrenders were substantially in excess of the savings available. Details are given in Appendix V.

CHAPTER III

CIVIL DEPARTMENT

ANIMAL HUSBANDRY DEPARTMENT

3.1. DAIRY AND MILK SUPPLY SCHEME

I. *Introductory*—A development programme in the field of dairying and milk supply was undertaken by the Animal Husbandry Department from 1961. The main objectives of the programme were :

- to educate the milk producers in modern methods of animal husbandry, with a view to increasing the yield of milk,
- to purchase milk from the producers at a fair price and
- to supply pasteurised or chilled-milk to the urban population at a fair price.

The Agartala Milk Supply Scheme, which formed the nucleus of the programme, was taken up for execution towards the end of the Second Five Year Plan. A milk processing plant was set up in April 1961 under the scheme at Agartala with an installed capacity of 1.850 litres of milk per day.

II. *Organisational set up*—The Director of Animal Husbandry at the apex aided by one Deputy Director (Dairying), five Assistant Dairy Development Officers at Agartala, Teliamura, Kailasahar, Udaipur and Dharmanagar and one Dairy Extension Officer at Radhakishore Nagar were responsible for the implementation of the programme.

III. *Funds available and actual expenditure*—The funds available for implementation of the programme and the actual expenditure incurred during 1961-62 to 1973-74 were as shown below :

Period	Funds available			Actual expenditure			Saving
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	
(In lakhs of rupees)							
(a) 1961-62 to 1968-69	9.85	71.06	80.91	6.15	69.04	75.19	5.72
(b) 1969-70 to 1973-74	44.00	77.05	1,21.05	6.72(a)	74.14	80.86	40.19
Total	53.85	1,48.11	2,01.96	12.87	1,43.18	1,56.05	45.91

Of the total non-Plan expenditure of Rs. 1,43.18 lakhs incurred during 1961-62 to 1973-74, Rs. 1,25.34 lakhs were spent on the Agartala Milk Supply Scheme. The balance non-Plan expenditure of Rs. 17.84 lakhs and the entire Plan expenditure of Rs. 12.87 lakhs were incurred on certain other ancillary schemes under the programme. The saving against the Plan provision during the Fourth Five Year Plan period was about 85 per cent of the funds made available.

IV. Agartala Milk Supply Scheme

(i) *General*—The Agartala Dairy started under the scheme in 1961 was intended to run on a "no-profit no-loss basis". The quantity of milk handled decreased progressively from 13.22 lakh litres in 1969-70 to 3.29 lakh litres in 1972-73 with a marginal increase in the next year (1973-74) to 3.84 lakh litres. The accounts records disclosed that the dairy had suffered a cumulative loss of about Rs. 27.01 lakhs upto 31st March 1974 excluding depreciation, interest on capital and other indirect charges.

(ii) *Working results*—An analysis of the receipts and working expenses of the Agartala Milk Supply Scheme for the five years from 1969-70 to 1973-74 is given below:

	1969-70	1970-71	1971-72	1972-73	1973-74
(In lakhs of rupees)					
<i>A—Receipts</i>					
(i) Sale of Milk	11.54	11.22	6.46	4.84	4.69
(ii) Sale of by-products	2.85	3.08	2.22	2.00	2.30
Total Receipts :	14.39	14.30	8.68	6.84	6.99

(a) Includes expenditure on construction incurred by the Public Works Department.

1969-70 1970-71 1971-72 1972-73 1973-74
(In lakhs of rupees)

B—Working Expenses

(i) Purchase of milk	15.76	13.85	8.21	5.42	5.63
(ii) Cost of milk powder	...	...	0.26	0.49	0.50
(iii) Operational charges	1.27	1.35	0.71	0.91	1.14
(iv) Salaries and Wages	0.97	1.11	1.06	0.95	0.86
Total-Expenditure :	18.00	16.31	10.24	7.77	8.13
Deficit :	3.61	2.01	1.56	0.93	1.14
Total Deficit :	Rs. 9.25 lakhs.				

The value of stock at the beginning of 1969-70 was Rs. 0.25 lakh and Rs. 0.38 lakh at the end of 1973-74. If the increase in the value of stock (Rs. 0.13 lakh) is excluded, the net total deficit during the period comes to Rs. 9.12 lakhs. The deficit was attributed by the department to the high cost of operation of the plant and of procurement of milk, heavy handling losses and low selling price.

During the five year period from 1969-70, average purchase price of milk rose from Rs. 1.19 to Rs. 1.64 per litre whereas the working expenses increased from Rs. 0.17 to Rs. 0.56 per litre on an average. Thus, while the price rise in milk was only about 38 per cent, the other direct charges increased by nearly 230 per cent; the average selling price of milk per litre was all along much less than the average cost price of processed milk per litre. The difference between the cost price and selling price per litre of milk was the highest in 1972-73 (23 paise) and the lowest in 1970-71 (8 paise). While the average purchase price per litre of milk came down to Rs. 1.47 in 1973-74 from Rs. 1.49 in 1971-72, it was as high as Rs. 1.64 in 1972-73.

(iii) *Capacity and utilisation*—The installed capacity of the processing plant of the Agartala Dairy was 1,850 litres of milk per shift. Targeted handling of 3,700 litres per day was achieved during the Third Five Year Plan period by working two shifts a day. This level of achievement was not, however, maintained during the Fourth Five Year Plan period. The following table indicates the achievement and the percentage of achievement during the period from 1969-70 to 1973-74 in relation to the targeted capacity :

Year	Targeted capacity	Achievement during Fourth Plan period (Litres per day)	Percentage of achievement
1969-70	3,700	3,622	98
1970-71	3,700	3,074	83
1971-72	3,700	1,501	41
1972-73	3,700	903	24
1973-74	3,700	1,053	28

The fall in the level of achievement during the last three years was attributed by the department to the non-availability of a sufficient quantity of milk from producers owing to an abnormal increase in price in the milk-shed areas and a fall in demand for dairy milk because of the high price. It was, however, noticed that during the period (1969-70 to 1973-74) Rs. 1.29 lakhs were refunded to the consumers (card-holders) as milk could not be supplied to them.

(iv) *Other points of interest*

(a) *Shortages in stock*—A scrutiny of the accounts relating to the by-products disclosed that there should have been a closing balance of 52,370 litres of skim-milk on 31st March 1974 whereas actually 223 litres were in stock. There was thus a shortage of 52,147 litres (value : Rs. 0.19 lakh) of skim-milk.

(b) *Internal audit*—The authorities have not introduced any system of internal audit.

V. *Ancillary Schemes*

Against the total approved outlay of Rs. 44.00 lakhs for the ancillary schemes, the actual expenditure upto 31st March 1974 was only Rs. 5.19 lakhs as shown below :

Scheme	1969-70 to 1973-74	
	Plan provision	Expenditure
(i) Consolidation and Expansion of Agartala Milk Supply Scheme		
(ii) Setting up of Rural Dairy Centres	10.51	0.32
(iii) Rural Dairy Extension	6.54	1.46
(iv) Loans for Purchase of Milch Animals—Assistance to Co-operative Societies	5.18	1.88
	4.36	0.81

Scheme	1969-70 to 1973-74	
	Plan provision	Expenditure
	(In lakhs of rupees)	
(v) Pilot Scheme for 25 Agriculturist families	0.84	0.25
(vi) Training of Dairy Personnel	0.58	0.14
(vii) Dairy Development Staff	2.39	0.34
(viii) Survey and Statistics	0.20	0.01
(ix) Central Dairy Farm-Cattle Colony-cum-Jersey Demonstration Farm	13.40	Nil
	44.00	5.21

Important points noticed in connection with these schemes are mentioned below :

(i) *Rural Dairy Centres Scheme*—It was intended to set up five rural dairy centres, one each at Udaipur, Teliamura, Kailasahar, Dharmanagar and Ambassa under the scheme. Each centre was to handle 100 litres of milk for supply of processed milk to these towns. The expenditure of Rs. 1.46 lakhs incurred against the total plan outlay of Rs. 6.54 lakhs was on establishment charges (Rs. 0.83 lakh), cost of machines (Rs. 0.25 lakh) and installation charges of machines (Rs. 0.38 lakh).

The expectation that the centres would start functioning from 1972-73 did not materialise as the installation of the plant and machinery (cost : Rs. 1.20 lakhs) was not complete in respect of two centres (Teliamura and Kailasahar) while in respect of two other (Dharmanagar and Ambassa) the site remained to be selected (September 1975). The plant and machinery (cost : Rs. 0.54 lakh) in respect of Udaipur Centre even though installed (October 1974) could not be commissioned (September 1975) for want of stable electric supply and proper voltage.

(ii) *Rural Dairy Extension Scheme*—The scheme aimed at organising extension activities, viz., distribution of feed supplements, setting up of rural collection centres, publicity through posters, etc., in the milk-shed areas with a view to increasing milk production. Out of the total expenditure of Rs. 1.88 lakhs incurred against the Plan outlay of Rs. 5.18 lakhs, Rs. 0.57 lakh were spent on the construction of a cow-shed in the Cattle Colony at Radhakishore Nagar. A feed mixing plant purchased at a cost of Rs. 0.18 lakh was installed at the State Poultry Farm, Gandhigram which is being run under a different scheme. Of the balance, Rs. 0.64 lakh were spent on salaries and wages, Rs. 0.35 lakh on the purchase of a milk van and Rs. 0.14 lakh on contingencies.

(iii) *Scheme for loans for the purchase of milch-cows—Assistance to Co-operatives*—Although the scheme was intended to provide loans to Milk Producers' Co-operative Societies to enable their members to keep improved breed of milch-cows, the entire amount drawn (Rs. 0.81 lakh) against the provision for the scheme was diverted to the purchase of 45 cows for the departmental cattle colony at Radhakishore Nagar.

(iv) *Pilot Scheme for 25 Agriculturist families*—Under this scheme, loans were to be given for mixed farming to the members of the Milk Producers' Co-operative Society of a selected village. Against the Plan provision of Rs. 0.84 lakh, Rs. 0.15 lakh were spent on the purchase of cows for the departmental cattle colony at Radhakishore Nagar and Rs. 0.10 lakh on cattle-feed and miscellaneous expenditure of the colony.

VI. *Cattle Colony at Radhakishore Nagar*

The cattle colony was set up in 1965-66 at an initial cost of Rs. 0.73 lakh. The objective of the establishment of the colony was to solve partially the problem of dependence on the rural areas for milk for the Agartala Dairy, to distribute selected heifers of the farm to milk producers and to utilise bull-calves of the farm as breeding bulls in remote areas. It was also intended to run the farm on a "no-profit no-loss" basis.

The average yield of milk per cow purchased during 1965-66 was 10 litres per day. The average yield of milk of the cows of the colony during 1969-70 to 1973-74 varied from 2 litres to 6.7 litres per cow per day. The reasons for the low yield have not been stated by the department (August 1975).

During the Fourth Plan period, Rs. 0.57 lakh were spent on the construction of a cow-shed in the colony and Rs. 3.10 lakhs on the maintenance of the colony.

The total quantity of milk supplied by the colony to the Agartala Dairy during the Fourth Five Year Plan period was 1.11 lakhs litres (only 3 per cent of the total supply of milk to the dairy) and the average cost of purchase per litre from this source was between Rs. 2.33 to Rs. 3.33 (taking only the recurring expenditure into account) against the average purchase price of Rs. 1.19 to Rs. 1.64 per litre in respect of supplies obtained for Agartala Dairy during the same period from contractors.

VII. *Ghee heating station—Teliamura*

The ghee heating station established at Teliamura in 1968-69 (cost : Rs. 1.76 lakhs) could not start functioning (September 1975) for want of electricity.

FOOD AND CIVIL SUPPLIES DEPARTMENT

3.2. *Shortage in stock*

The departmental rules prescribe that physical verification of stocks of foodgrains and other essential commodities should be conducted

annually. Physical verification by the departmental officers of the stocks lying in 19 godowns (out of a total of 35 godowns) conducted during the period from June 1969 to September 1973, disclosed a shortage of various commodities valued at Rs. 3.60 lakhs.

The circumstances under which such large-scale shortages occurred have not been intimated by the department. Responsibility for the loss has not been fixed so far (August 1975).

In addition to the above, the following individual cases of shortage have come to notice :

(a) The physical verification of the stocks held in Manubazar Godown, conducted during April 1974, disclosed a shortage of 568 quintals of paddy and 76 quintals of rice valued at Rs. 50,632. The matter was reported to the police and the store-keeper was placed under suspension in April 1974. Further developments are awaited (August 1975).

(b) Of 6,046 quintals of rice received by the store-keeper of Kumarghat Godown during March and April 1968, only 5,832 quintals were despatched to the Central Stores, Arundhutinagar; the remaining 214 quintals of rice valued at Rs. 26,750 were not accounted for. A departmental enquiry was instituted against the store-keeper in July 1974 and is still in progress (August 1975).

(c) In August 1971, the store-keeper of Arundhutinagar Godown no. 6, is alleged to have taken out unauthorised 10 quintals of masurdal valued at Rs. 1,510 from the godown. Again, shortages in the stocks of sugar and other commodities valued at Rs. 60,562 were detected at the time of handing over the charge by the store-keeper in November 1972. The gate-keeper and the store-keeper were placed under suspension in November 1972 and December 1972 respectively. The police investigation and the departmental enquiry, are still in progress (August 1975).

(d) The physical verification of the stock of Arundhutinagar Godown no. 14, conducted in February 1973, disclosed a shortage of 190 quintals of rice and 181 quintals of wheat valued at Rs. 39,854. This shortage was alleged by the department to have taken place as a result of manipulation of stock accounts by the store-keeper. A departmental enquiry was instituted in May 1974 and is still in progress (August 1975).

The above cases were reported to the Government in July 1975; the reply is awaited (August 1975).

PUBLIC HEALTH DEPARTMENT

3.3. *Fraudulent payment*

A sum of Rs. 84 thousand was paid to the suppliers of dietary articles received by a Primary Health Centre (Jirania) during the period from January 1971 to April 1973 while the value of the supplies actually

received (as recorded in the Stock Register maintained by the centre) was Rs. 62 thousand.

It has been stated by the Directorate that payments in respect of dietary articles supplied to the Primary Health Centre were made on the bases of fraudulent claims prepared by the suppliers on each of which the stock certificate as required under the rules had been recorded under the forged signature of the Medical Officer-in-charge of the centre. A report was made by the department to the police in November 1973 relating to the supplies stated to have been made during the period from June 1972 to February 1973; in January 1975, another report was made by the department to the police relating to supplies stated to have been made during the period from April 1971 to June 1972. The department intimated (July 1975) that the report could not be lodged with the police at once as administrative formalities had to be observed.

During the course of test check of the accounts of the Directorate in November 1973, it was found that no control or check had been exercised in regard to indenting and receipt of dietary articles by the centre and entries made in the stock register had not been attested by the Medical Officer in-charge. This was in contravention of the procedure prescribed under the relevant rules.

The matter was reported to the Government in March 1975; in September 1975 the Government intimated that the case was still under investigation by the police.

REVENUE DEPARTMENT

3.4. Money kept outside the Government accounts

In the Report of the Comptroller and Auditor General of India for the year 1969-70 (Paragraph 38), mention was made of Rs. 7.49 lakhs lying in deposit with the State Bank of India outside the Government account (in the name of the Additional District Magistrate, Agartala). This amount represented the unspent balance of land compensation amounts drawn from the Treasury between 1951-52 and 1969-70 as on the 7th August 1970. While examining this matter, the Public Accounts Committee had expressed concern that the above amount should have been kept in a personal account outside the Government account. The rules specifically provide that such unspent balances should be credited into the Treasury as "Revenue deposits".

The above account with the State Bank of India in the name of the Additional District Magistrate, Agartala, continues to be maintained. The balance at credit of this account as on 31st March 1974 was Rs. 49.71 lakhs, out of which Rs. 46.84 lakhs pertained to the year 1973-74, Rs. 1.89 lakhs to 1972-73 and Rs. 0.98 lakh to the period prior to 1972-73. No analysis of the above balance, award-wise or payee-wise, was available in the records of the District Magistrate, West Tripura.

Further, the rules provide for drawal of money for payment of land compensation charges only after an award has been made and payment under the award has thus become due. It was, however, observed that the unspent balance of Rs. 46.84 lakhs referred to in the preceding paragraph included Rs. 35 lakhs drawn on the 30th March 1974 before any of the relevant awards had been made. Payment has so far been made only in respect of two of the awards involving a sum of Rs. 7.55 lakhs (June 1975).

During 1974-75, the cash balance in the bank account of the Additional District Magistrate, West Tripura, at the end of each month exceeded Rs. 41.00 lakhs excepting in July 1974 and October 1974 when the balance was Rs. 40.95 lakhs and Rs. 40.97 lakhs respectively. Thus, Rs. 41 lakhs were kept out of Government account during the year 1974-75.

The points mentioned were reported to the Government in July 1975; their reply is awaited (August 1975).

CHAPTER IV

WORKS EXPENDITURE

PUBLIC WORKS DEPARTMENT

4.1. Claims outstanding against Railways

During the audit inspection of the Agartala Division No. 1 in February 1975, it was found that a large number of claims pertaining to this division were outstanding against the Railways. These claims related to loss and shortage of stores in transit during the period from December 1957 to September 1972. No systematic records had been maintained by the division to bring out the position of the outstanding claims from time to time so as to facilitate their proper pursuance with the Railways with a view to effecting a speedy settlement.

At the instance of Audit, a statement was prepared from various files and other records by the division (in February 1975) which disclosed that 374 claims for Rs. 17.08 lakhs were awaiting settlement by the Railways. The year-wise breakup of the outstanding claims is shown below:

Year	No. of claims	Amount (In lakhs of rupees)
1957-58 to		
1968-69	239	8.65
1969-70	42	0.43
1970-71	58	5.36
1971-72	27	1.76
1972-73 (upto September 1972)	8	0.88
Total	374	17.08

Of these, 25 claims for Rs. 0.28 lakh had been preferred after they had become time-barred. There was nothing on record to show that another 9 claims for Rs. 0.74 lakh had been preferred at all. The remaining 310 claims for Rs. 16.06 lakhs are pending for periods ranging from 2 to 18 years. Information in regard to claims rejected by the Railways is awaited from the department (September 1975).

The matter was reported to the Government in July 1975; their reply is awaited (September 1975).

4.2. Non-reconciliation of payments made by cheques and Remittances into Treasuries by Public Works Divisions

Rules prescribe that the Divisional Officers should furnish along with their monthly accounts (i) a statement of cheques drawn by them duly supported by a certificate of Consolidated Treasury Issues from the Treasury Officer and (ii) a Schedule of Remittances into Treasury supported by the Consolidated Treasury Receipts issued by the Treasury Officer concerned. These documents are required to be furnished to the Audit Office so that reconciliation can be effected between (i) the cheques drawn as shown in the accounts of the division with those shown in the treasury accounts and (ii) the remittances into treasury shown to have been made in the divisional accounts with those shown in the Treasury Accounts. Upto August 1974, 1,074 Certificates of Consolidated Treasury Issues and 1,095 Consolidated Treasury Receipts have not been received by the Accountant General; the year-wise details are given below:

Year	Numbers outstanding	
	Certificate of Consolidated Treasury Issues	Consolidated Treasury Receipt
1959-60		
to		
1968-69	202	224
1969-70	112	112
1970-71	167	165
1971-72	191	192
1972-73	188	188
1973-74	214	214
Total	1,074	1,095

4.3. Barbed wire fencing

To prevent poaching of fish in the tank 'Rajdharmanikya Digni Fish Farm' at Udaipur belonging to the Agriculture Department, the construction of a barbed wire fencing around the tank (estimated cost: Rs. 0.52 lakh) was taken up (February 1973) through a contractor but had to be abandoned (March 1973) after the fencing was

put up on two sides of the tank (expenditure: Rs. 0.21 lakh). The work could not be completed as the land on which the remaining part of the fencing was required to be put up had been encroached upon by the public. This encroachment had occurred even before the work was awarded. The expenditure of Rs. 0.21 lakh incurred has not served any useful purpose as the fencing was put up on only two sides of the tank.

The Government stated in reply (September 1975) that, by fencing in the two banks, the purpose had been served although not fully.

CHAPTER V STORES AND STOCK

5.1. Synopsis of stores accounts

A synopsis of some important stores accounts for 1973-74 which have been received by Audit so far (July 1975) is given below:

Serial number	Department	Nature of stores	Balance as on the 1st April 1973	Receipts during the year	Issues during the year	Balance as on the 31st March 1974
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(In lakhs of rupees)

1.	Public Works Department (Roads and Buildings Wing)	Small stores, building materials, metals, fuels, painters' stores, etc.	8.64	2,36.54	2,31.73	13.45
2.	Public Works Department (Electricity Wing)	Transformers, A. C. S. R. Conductors, copper wires and other consumable stores	1,24.47	41.24	60.21	1,05.50
3.	Forest Department	Clothing, barbed wire, manure and seeds	0.07	1.24	1.26	0.05

The stores accounts of the Agriculture, Education, Food & Civil Supplies, Industries, Information and Publicity, Jail, Medical and Public Health, Police and Stationery and Printing departments have not been received (July 1975).

PUBLIC WORKS DEPARTMENT

5.2. Stock registers and stock verification

The register of stock in the Public Works divisions is required to be closed at the end of September each year and reviewed by the Divisional Officer to ensure that the stock consists only of serviceable and necessary articles and that the stores are priced within the prevailing market rates. The stock is also required to be verified once a year by a responsible officer not below the rank of a Sub-divisional Officer.

Out of twenty divisions in Tripura, three divisions (Electrical Division No. III, Investigation Division and Public Health Engineering Division) had no stock upto September 1973. In another five divisions (Electrical Division No. I, Stores Division, Teliamura Division, Kumarghat Division and Minor Irrigation Division), the stock accounts were closed upto the year ending September 1973.

The remaining twelve divisions had not closed (August 1975) their stock registers for periods varying from one to nine years as shown below :

Serial No.	Name of the division	Year from which the account have not been closed
1.	Agartala Division No. II (defunct from 1st January 1972 ; residual work being looked after by Agartala Division No. III)	1965
2.	Southern Division No. II	1966
3.	Gumti Project Division	1966
4.	Agartala Division No. IV	1967
5.	Agartala Division No. I	1970
6.	Electrical Division No. II	1970
7.	Southern Division No. I	1970
8.	Amarpur Division	1972
9.	Mechanical Division	1970
10.	Northern Division	1973
11.	Agartala Division No. III	1973
12.	Ambassa Division	1973

5.3. Excess over reserve stock limit

According to rules, materials required by the Public Works divisions for works should not be purchased in advance or in excess of requirements. Where, however, a reserve of stock is necessary due to remoteness of the division or works from the source of supply or for use in an emergency, the maximum limit of such reserve is required to be fixed by the competent authority for each year.

A review conducted during 1973-74 indicated that in 8 out of 20 divisions, the value of stock held exceeded the reserve stock limit fixed by the competent authority ; particulars of such cases are given below :

Serial number	Name of the division	Reserve stock limit (In lakhs of rupees)	Period during which stock limit was exceeded	Maximum amount of excess (In lakhs of rupees)	Percentage of maximum excess to reserve stock limit
1.	Ambassa Division	4.00	April 1973 to March 1974	9.35	234
2.	Southern Division No. I	4.00	April 1973 to February 1974	6.07	152
3.	Mechanical Division	4.00	April 1973 to November 1973	5.25	131
4.	Teliamura Division	2.00	April 1973 to December 1973	2.20	110
5.	Southern Division No. II	6.00	December 1973 to March 1974	4.84	81
6.	Electrical Division No. I	50.00	April 1973 to March 1974	34.85	69
7.	Agartala Division No. IV	0.50	April 1973 to July 1973 and February 1974 to March 1974	0.26	52
8.	Amarpur Division	3.00	September 1973 to December 1973	1.03	34

The Electrical Division No. II maintained stocks which varied from Rs. 8.00 lakhs (August 1973) to Rs. 10.84 lakhs (March 1974) without any sanction.

5.4. Tools and plant accounts

Public Works divisions are required to close and balance the registers of tools and plant each year in September. Out of twenty divisions in Tripura, only four divisions (Minor Irrigation Division, Stores Division, Teliamura Division and Public Health Engineering Division) had closed the accounts for the year ending September 1973. The remaining sixteen divisions had not closed (August 1975) the accounts from the years shown below :

Serial number	Name of the division	Year from which accounts have not been closed
1.	Electrical Division No. I	1965
2.	Gumti Project Division	1966
3.	Agartala Division No. II (defunct from 1st January 1972)	1969
4.	Investigation Division	1969
5.	Agartala Division No. I	1970
6.	Electrical Division No. II	1970
7.	Southern Division No. I	1972
8.	Mechanical Division	1971
9.	Southern Division No. II	1972
10.	Agartala Division No. IV	1972
11.	Northern Division	1973
12.	Amarpur Division	1973
13.	Electrical Division No. III	1972
14.	Agartala Division No. III	1973
15.	Ambassa Division	1973
16.	Kumarghat Division	1973

GENERAL ADMINISTRATION DEPARTMENT

5.5. Accounts of stamps

Monthly returns showing receipts, issues and balances of stamps—entertainment tax, non-judicial and judicial—for 1973-74 and earlier years have not been received from the Agartala Treasury (August 1975).

CHAPTER VI REVENUE RECEIPTS

6.1. Trend of revenue receipts

Receipts from the major sources of revenue for the three years from 1971-72 to 1973-74 are given below :—

Major Head of Revenue	1971-72	1972-73	1973-74	Increase+ Decrease— over previous year	
				1972-73	1973-74
(In lakhs of rupees)					
IV—Taxes on Income other than Corporation Tax—					
Taxes on Agricultural Income	0.60	0.68	0.75	+0.08	+0.07
IX—Land Revenue	13.95	5.90	10.05	—8.05	+4.15
X—State Excise Duties	6.99	12.07	17.68	+5.08	+5.61
XI—Taxes on Vehicles	12.10	15.29	14.80	+3.19	—0.49
XIII—Other Taxes and Duties	4.69	6.27	12.25	+1.58	+5.98
XIV—Stamps	14.98	20.62	19.13	+5.64	—1.49
XV—Registration	4.08	5.88	5.55	+1.80	—0.33
LI—Forest	45.69	32.38	39.48	—13.31	+7.10

6.2. Variation between Budget estimates and actuals

The figures of Budget estimates and actuals for the three years from 1971-72 to 1973-74 in respect of each of the major heads are given below to show the variation and its magnitude in each case :

Major Head of Account	Year	Budget estimates	Actuals	Variation	
				Increase+ Decrease—	Percentage + —
(In lakhs of rupees)					
IV—Taxes on Income other than Corporation Tax—					
Taxes on Agricultural Income	1971-72	0.65	0.60	—0.05	—8
	1972-73	0.65	0.68	+0.03	+5
	1973-74	0.70	0.75	+0.05	+7

Major Head of Account	Year	Budget estimates	Actuals	Variation	
				Increase+ Decrease—	Percentage + or —
(In lakhs of rupees)					
IX—Land Revenue	1971-72	35.00	13.95	—21.05	—60
	1972-73	27.19	5.90	—21.29	—78
	1973-74	14.00	10.05	—3.95	—28
X—State Excise Duties	1971-72	7.71	6.99	—0.72	—9
	1972-73	18.35	12.07	—6.28	—34
	1973-74	14.25	17.68	+3.43	+24
XI—Taxes on Vehicles	1971-72	3.70	12.10	+8.40	+227
	1972-73	8.25	15.29	+7.04	+85
	1973-74	12.10	14.80	+2.70	+22
XIII—Other Taxes and Duties	1971-72	4.25	4.69	+0.44	+10
	1972-73	5.40	6.27	+0.87	+16
	1973-74	6.43	12.25	+5.82	+91
XIV—Stamps	1971-72	17.80	14.98	—2.82	—16
	1972-73	25.20	20.62	—4.58	—18
	1973-74	19.25	19.13	—0.12	*
XV—Registration	1971-72	3.25	4.08	+0.83	+26
	1972-73	4.45	5.88	+1.43	+32
	1973-74	4.30	5.55	+1.25	+29
LI—Forest	1971-72	18.60	45.69	+27.09	+145
	1972-73	35.00	32.38	—2.62	—75
	1973-74	26.00	39.48	+13.48	+52

The variation between Budget estimates and actuals for 1973-74 in respect of all the major heads except Stamps was more than twenty per cent. The reasons for the variations have not been furnished by the department (July 1975).

* Less than 1 per cent.

6.3. Cost of collection

Expenditure incurred in collecting receipts under the major heads of revenue during the three years from 1971-72 to 1973-74 is indicated in the following table:

Head of Account	Year	Gross collection	Expenditure on collection	Percentage of expenditure on gross collection
(In lakhs of rupees)				
IV—Taxes on Income other than Corporation Tax—				
Taxes on Agricultural Income	1971-72	0.60	0.13	21.67
	1972-73	0.68	0.12	17.65
	1973-74	0.75	0.14	18.67
IX—Land Revenue	1971-72	13.95	24.11	172.82
	1972-73	5.90	26.30	445.76
	1973-74	10.05	30.74	305.87
X—State Excise Duties	1971-72	6.99	1.26	18.03
	1972-73	12.97	2.70	22.37
	1973-74	17.68	1.83	10.35
XI—Taxes on Vehicles	1971-72	12.10	0.77	6.36
	1972-73	15.29	0.86	5.62
	1973-74	14.80	1.14	7.70
XIII—Other Taxes and Duties	1971-72	4.69	(a)	(a)
	1972-73	6.27		
	1973-74	12.25		
XIV—Stamps	1971-72	14.98	0.38	2.54
	1972-73	20.62	1.91	9.26
	1973-74	19.13	0.73	3.82

(a) There is no separate department for collection of Entertainment tax and miscellaneous revenue falling under 'Other Taxes and Duties'. The revenue is collected by the district administration.

Head of Account	Year	Gross collection	Expenditure on collection	Percentage of expenditure on gross collection
		(In lakhs of rupees)		
XV—Registration	1971-72	4.08	2.30	56.37
	1972-73	5.88	2.45	41.67
	1973-74	5.55	2.77	49.91

6.4. Arrears of revenue

The total revenue collected and arrears of revenue pending collection as at the end of the three years from 1971-72 to 1973-74, as reported by the Government are shown below:

Year	Total amount collected	Arrears pending collection at the end of March	Percentage of arrears to total revenue
	(In lakhs of rupees)		
1971-72			
Tax Revenue	57.39	1,03.75	181
Non-Tax Revenue (Forest only)	45.69	0.61	1
1972-73			
Tax Revenue	66.71	1,11.63	167
Non-Tax Revenue (Forest only)	32.38	0.25	*
1973-74			
Tax Revenue	80.21	(a)	(a)
Non-Tax Revenue (Forest only)	39.48	0.26	*

(a) Figures could not be worked out owing to non-receipt of information pertaining to Land Revenue and State Excise Duties from the Revenue Department (July 1975).

* Less than 1 per cent.

The details of outstanding amounts as on 31st March 1974 are given below:

Serial number	Source of revenue	Amount pending collection	Amount of arrears more than 10 years old
		(In lakhs of rupees)	
1.	Agricultural Income tax	1.13	0.64
2.	Land Revenue	N.A.	N.A.
3.	State Excise Duties	N.A.	N.A.
4.	Taxes on Vehicles	14.31	0.18
5.	Forest	0.26	0.01

6.5. Land revenue dues recoverable from tea garden owners

Notifications were issued by the Government under Section 134(1) of Tripura Land Revenue and Land Reforms Act, 1960 during the period November 1961 to November 1964 for the take over of land comprised in the 56 tea gardens in Tripura. In terms, however, of Section 136(1)(f) read with Section 164 *ibid* the owners of the tea gardens were entitled to retain as 'raiya's' so much of the land comprised in the tea gardens as was required by them.

Out of a total of 56 cases, orders regarding retention of land by the owners have been issued in 3 cases only; six such cases are *sub-judice*. Thus in 47 cases covering a total area of 28,500 acres, retention orders have not been issued in consequence of which the land revenue recoverable from the owners of the tea gardens has yet to be assessed and realised (March 1975). It is seen from the table of revenue rates for the tea gardens that the rate varies from Rs. 2.50 to Rs. 5.00 per acre per annum. Taking the average as Rs. 3.50 per acre per annum, the amount of land revenue recoverable from the owners of the tea gardens in question for the period from the date of vesting to December 1974 would amount to over Rs. 12 lakhs as shown below:—

Sub-division	Area in acres	Date of vesting with the Government	Average rate	Amount due
Sadar	12,068	14.11.1961	@ Rs. 3.50 per acre	5,53,879
Khowai	1,320	14.11.1961	"	60,628
Kamalpur	2,309	15.9.1962	"	99,344
Kailasahar	7,139	15.4.1963	"	2,92,551
Dharmanagar	4,278	14.4.1964	"	1,60,342
Sabroom	1,386	14.11.1964	"	49,127
	28,500			12,15,871

N.A. : Not available. Please also see foot note (a) prepage.

When the matter was reported to Government (January 1975) they stated (August 1975) that there would be no loss of revenue owing to this delay as the land revenue at new rates would be recovered either from the rayats or from the ex-intermediaries who were in possession of land already vested in the Government.

OTHER TOPICS OF INTEREST

6.6. *Survey and settlement cost not recovered from land holders*

According to the Tripura Land Revenue and Land Reforms Act, 1960 and the rules framed thereunder, a portion of the cost of the work relating to survey and settlement of land revenue is recoverable from persons holding land or having an interest therein. The principles for apportionment of the cost of survey are required to be framed well before final publication of the record of rights.

An expenditure of Rs. 2,78.94 lakhs was incurred on the work relating to survey and settlement of land in Tripura during the period from 1955-56 to 1970-71. Action is yet to be taken for laying down the principles of apportionment and for determining the amount recoverable and also for serving demand notices on the beneficiaries (March 1975). The matter was brought to the notice of Government in January 1975; reply is awaited (August 1975).

CHAPTER VII

FINANCIAL ASSISTANCE TO LOCAL BODIES AND OTHERS

Introductory—According to the provisions of Section 14 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act 1971, receipts and expenditure of bodies and authorities substantially financed by grants and loans from the Consolidated Fund are to be audited by the Comptroller and Auditor General. Again, where any grant or loan is given for any specific purpose from the Consolidated Fund, Section 15 of the above Act prescribes that the Comptroller and Auditor General shall scrutinise the procedure by which the sanctioning authority satisfied itself as to the fulfilment of the conditions subject to which such grants and loans were given. Important points noticed during audit under section 14 and scrutiny conducted in accordance with the provisions of Section 15 are given in the succeeding paragraphs.

LOCAL SELF GOVERNMENT DEPARTMENT

7.1. *Agartala Municipality*

I. *Introductory*—The Agartala Municipality, constituted in 1912, is the only local body in the State. It is governed by the Bengal Municipal Act 1932, as extended to Tripura. The elected body was superseded in April 1955 and the municipality is since then being administered by an Administrator appointed by the Government.

II. *Financial position*—The total receipts and expenditure and the net surplus/deficit of the municipality in respect of the years 1971-72 to 1973-74 according to the accounts maintained by it, are as shown below :

	1971-72	1972-73	1973-74
	(In lakhs of rupees)		
Opening balance	16.56	27.43	19.41
Receipts—			
Revenue receipts	7.28	8.04	9.17
Grants from the Government	35.99	36.45	59.10
Total—Receipts	43.27	44.49	68.27
Expenditure—			
Revenue expenditure	24.80	43.51	29.78
Capital expenditure	7.60	9.00	12.70
Total—Expenditure	32.40	52.51	42.48
Net surplus (+)/deficit (-)	+10.87	-8.02	+25.79
Closing balance	27.43	19.41	45.20

The actual balances held by the municipality in different accounts as on 31st March 1974, however, was Rs. 16.79 lakhs as detailed below :

Personal ledger Account in the Treasury	Rs. 10,26,327
Bank Account (State Bank of India, Agartala)	Rs. 5,93,029
Cash balance	Rs. 59,429
Total	Rs. 16,78,785

The difference of Rs. 28.40 lakhs between the closing balance as per the accounts and the balances actually held by the municipality could not be explained by the municipality during the course of audit as reconciliation statements of the Personal Ledger Account and the Bank Account had not been prepared (June 1974) by it.

III. *Source of Revenue*—The source of revenue of the municipality besides the grants received from the State Government are: (i) holding tax, (ii) Touzi collections and (iii) fees.

The holding tax is levied at three per cent of the assessed annual value of the holding plus one per cent thereof each for lighting, water supply and conservancy service. Touzi collection is made from the market areas and stalls provided by the municipality. Fees are realised from hotels, sweet-meat shops, saw mills, etc. and for registration of cycles, rickshaws, carts, etc. Fines realised under Prevention of Food Adulteration Rules also constitute a source of revenue for the municipality.

IV. *Receipts*—The receipts during the years 1971-72 to 1973-74 are shown below:

	1971-72	1972-73	1973-74
	(In lakhs of rupees)		
Tax receipts (Holding tax)	4.80	5.25	6.00
Other receipts (Touzi collection and fees)	2.48	2.79	3.17
Total Revenue receipts	7.28	8.04	9.17
Grants from the Government	35.99	36.45	59.10
Total—Receipts	43.27	44.49	68.27

The tax and other receipts of the municipality in 1973-74 accounted for 13 per cent of the total receipts; the corresponding percentages for 1972-73 and 1971-72 were 18 and 17 respectively.

V. *Demand and collection of revenue*—The following table shows the position of demand and collection of tax revenue during the years 1971-72 to 1973-74:

	1971-72	1972-73	1973-74
	(In lakhs of rupees)		
Demand—			
Current	4.82	4.88	4.92
Arrear	5.22	5.17	5.56
Total	10.04	10.05	10.48
Collections—			
Current	2.02	1.92	1.73
Arrear	2.85	2.58	2.37
Total	4.87	4.50	4.10

The collections made during these years were 48.44 and 39 per cent respectively of the total demand.

VI. *Arrears of revenue*—The yearwise analysis of the outstanding on account of holding tax as on 31st March 1974 is shown below:

Year	Amount Rs.
1968-69	2,44,657
to 1971-72	
1972-73	73,673
1973-74	3,19,086
	6,37,416

The arrears in touzi collections and licence fees as at the end of 1973-74 were Rs. 2,01,176 and Rs. 24,704 respectively.

VII. *Demands not raised*—In March 1972, the Government by a notification, included a new area of 331.4 hectares within the jurisdiction of the municipality. The assessment of the holding tax on this extended area totalling Rs. 59,886 per year from 1973-74 was approved by the Government by a notification in May 1973.

The Administrator stated (July 1975) that bills for the collection of the tax had been issued and realisation was in progress.

VIII. *Decrease in the licence fees for cycles*—There has been a marked decrease in the realisation of licence fees on bi-cycles. The number of bi-cycles for which the fee was collected decreased progressively from 4,625 in 1966-67 to 409 in 1973-74. The actual realisation of the fees also came down from Rs. 5,656 in 1966-67 to Rs. 496 in 1973-74.

IX. *Revenue Expenditure*—The expenditure incurred on the administration of the municipality and on maintenance works for the years from 1971-72 to 1973-74 are as given below:

	1971-72	1972-73	1973-74
	(In lakhs of rupees)		
Establishment expenses—			
1. Salaries	8.34	10.06	13.88
2. Other establishment expenses	7.60	15.41	16.97
Total—Establishment expenses	15.94	25.47	24.85
Maintenance expenditure—			
3. Expenditure on maintenance works including running of water supply	8.86	18.04	4.93
Grand total	24.80	43.51	29.78

The revenue collected by the municipality in each of these years (Rs. 7.28 lakhs, Rs. 8.04 lakhs and Rs. 9.17 lakhs respectively) was not enough to cover even the salaries of the staff.

X. *Grants from the Government*—The grants received from the Government during 1971-72 to 1973-74 were Rs. 1,31.54 lakhs as shown below:

Purpose	1971-72	1972-73	1973-74	Total
	(In lakhs of rupees)			
1. Running and maintenance of Agartala water-supply	4.10	5.00	6.00	15.10
2. Additional grant	6.69	7.00	11.80	25.49
3. Recurring grant	0.20	0.20	0.20	0.60
4. Grant for revised set-up	...	0.40	...	0.40
5. Capital grant	25.00	23.85	41.10	89.95
Total	35.99	36.45	59.10	1,31.54

The capital grants were given for specific schemes of development or for works like Agartala Water Supply Scheme, Town Development Scheme, Sewerage Scheme, Construction of Shopping Centres, Construction of Model Horijan Colony, Construction of kutchra road, etc.

The additional grant was to cover the deficit in running the municipality. In 1973-74, the grants accounted for 87 per cent of the total receipts of the municipality.

XI. *Utilization of grants*—Out of Rs. 1,31.54 lakhs received as grants during these years, Rs. 55.85 lakhs were utilized by the municipality, Rs. 43.40 lakhs were paid to the Public Works Department for execution of works on its behalf and the balance of Rs. 32.29 lakhs remained unutilised as on 31st March 1974. The Public Works Department has furnished utilisation certificates to the municipality for Rs. 22.60 lakhs so far (June 1975).

The unutilised grant of Rs. 32.29 lakhs included Rs. 18.00 lakhs sanctioned for the following schemes, none of which had been taken up so far (June 1975):

	1972-73	(In lakhs of rupees)
1. Additions to the Municipal building		1.50
2. Improvement of markets		4.00
3. Rehabilitation of sweepers		0.90

1973-74

(In lakhs of rupees)

4. Urban development drainage and road scheme	5.60
5. Construction of workshops and garages	2.50
6. Improvement of children's park	2.00
7. Additions to the existing building	1.00
8. Construction of a traffic island	0.50
Total	18.00

XII. *Outstanding debt*—The municipality received Rs. 36.61 lakhs as loans from the Government during the period 1956-57 to 1965-66 for the implementation of various capital projects viz., Agartala Water-Supply (Rs. 21.22 lakhs), Drainage (Rs. 9.50 lakhs), Improvement of market (Rs. 4.90 lakhs) and Slum clearance (Rs. 0.99 lakh). As on 31st March 1974, Rs. 25.61 lakhs were due for repayment by the municipality (principal : Rs. 8.76 lakhs and interest : Rs. 16.85 lakhs) against these loans.

No loan was received by the municipality from the Government after 1965-66.

XIII. *Loans recoverable*—Of the grants received by the municipality for Town Development Schemes during 1970-71 to 1973-74, Rs. 4.00 lakhs were paid by it to individual rate-payers (Rs. 1,000 each) as loans for conversion of dry latrines into sanitary latrines. The loans were repayable in ten equal annual instalments commencing from the second year of their payment. Against Rs. 0.54 lakh due for repayment as on 31st March 1974, only Rs. 0.17 lakh had been recovered (June 1974).

XIV. *Works expenditure*—Section 118 of the Bengal Municipal Act 1932 provides that the plans and estimates of works costing more than ten thousand rupees should be submitted by the municipality to the Government for approval. Twentynine works falling under this category were undertaken by the municipality without prior approval of the Government. The estimated cost of one of these was Rs. 2.13 lakhs and of two others was about Rs. 1.50 lakhs each.

The points mentioned above were reported to the Government on 2nd August 1975; their reply is awaited (September 1975).

EDUCATION DEPARTMENT

7.2. Grants to educational institutions and other bodies

The system of paying recurring grants to privately managed educational institutions at the Secondary level, to cover 90 per cent

of the approved deficit (i.e., the difference between the approved annual expenditure and annual income), was introduced in April 1959. This was extended to primary and junior basic schools in April 1960 and to colleges in April 1965. The approved expenditure is arrived at by totalling teachers' salaries, dearness allowance, contribution to the teachers' provident fund and other approved allowances actually paid by the institution and then adding one-third (in case of secondary institutions) or one-fifth (in case of other institutions) thereof to cover expenditure on 'other charges' viz., pay and allowances of clerks and class IV staff, petty repairs, audit fee and other contingent expenditure. The grants are paid in advance in four quarterly instalments in a year on the basis of the previous year's accounts, subject to final adjustment on receipt of the annual audited accounts for the year.

In addition to the above grants, non-recurring grants of a capital nature viz., for construction of buildings, purchase of books and equipment, etc. are paid to deserving institutions on the recommendation of the Inspector of Schools. These grants (both recurring and non-recurring) are paid to some special institutions like Tols, Maktabas and the State Social Welfare Board as well.

The amounts paid as grants to the privately managed institutions, other bodies, etc. during the three years from 1971-72 to 1973-74 are as shown below :

	1971-72		1972-73		1973-74	
	Number of institutions	Amount	Number of institutions	Amount	Number of institutions	Amount
(Amount in lakhs of rupees)						
<i>A-Recurring</i>						
(i) Colleges	3	3.77	3	4.64	3	6.10
(ii) Secondary Schools	26	43.55	26	45.22	28	48.93
(iii) Junior Basic and Primary Schools	24	8.89	25	9.36	25	10.42
(iv) Special Institutions	45	0.31	50	0.33	53	0.37
(v) State Social Welfare Board	1	0.19	1	0.05	1	0.26
Total		56.71		59.60		66.08

	1971-72		1972-73		1973-74	
	Number of institutions	Amount	Number of institutions	Amount	Number of institutions	Amount
(Amount in lakhs of rupees)						
<i>B-Non-recurring</i>						
(i) Colleges*	1	2.30	2	1.25*	2	1.53
(ii) Secondary Schools	5	1.43	8	2.14	1	0.99
Total		3.73		3.39		1.62
Grand total		60.44		62.99		67.70

* includes Rs. 0.10 lakh paid to Benaras Hindu University as *ad-hoc* grant.

The utilisation certificates in the following cases had not been received till December 1974 although a considerable time had passed after the grants were paid. In the absence of the certificates, it is not possible to state even in a broad way whether and to what extent the grantee institutions have spent the grants for the purposes for which these were intended.

	Year in which grant paid					
	1971-72		1972-73		1973-74	
	Number of institutions	Amount	Number of institutions	Amount	Number of institutions	Amount
(Amount in lakhs of rupees)						
<i>A-Recurring</i>						
(i) Colleges	...	...	1	0.10	...	...
(ii) Secondary Schools	1	0.45	3	2.53	9	1.73
(iii) Primary and Junior Basic Schools	1	0.08	2	0.30	12	4.41
<i>B-Non-recurring</i>						
(i) Colleges	1	1.65	1	0.58	2	0.49
(ii) Secondary Schools	3	1.37	4	2.00	1	0.09

During the period from 1971-72 to 1973-74, the payment of grants to 3 secondary schools and four primary schools was temporarily suspended because of the unsatisfactory working of these institutions.

CHAPTER VIII
GOVERNMENT COMMERCIAL AND TRADING ACTIVITIES
SECTION A—GENERAL

8.1. This chapter deals with the results of audit of :

- (i) A Statutory Corporation,
- (ii) Government Companies,
- (iii) Departmentally managed Government Commercial and quasi-commercial undertakings,
- (iv) Co-operative Institutions and
- (v) Investments and guarantees by the State Government.

SECTION B—STATUTORY CORPORATION

8.2. As on 31st March 1974, there was one Statutory Corporation in the State, viz., Tripura Road Transport Corporation. The Corporation was established on 23rd October 1969 under the provisions of the Road Transport Corporations Act, 1950 with a view to providing a co-ordinated system of economical and efficient road transport services. The initial investment, wholly contributed by the Government, of Rs. 10.00 lakhs in 1969-70 was raised to Rs. 2,18.76 lakhs as on 31st March 1974.

The operational activities of the Corporation started in May 1971. The total fleet strength as on 31st March 1974 was 30 passenger buses and 75 trucks.

The accounts for 1973-74 as prepared by the Corporation (not yet audited) disclosed a net loss of Rs. 19.09 lakhs as against a net loss of Rs. 10.58 lakhs in 1972-73.

SECTION C—GOVERNMENT COMPANIES

8.3. On 31st March 1974, there were three Government Companies in the State, viz., Tripura Small Industries Corporation Limited, Tripura Industrial Development Corporation Limited and Tripura State Bank Limited (in liquidation). Tripura Industrial Development Corporation Limited was incorporated on 28th March 1974.

8.4. *Tripura Small Industries Corporation Limited*

(a) *Introduction*—The Company was incorporated on 30th April 1965 to promote and help development of small industries in the State. The main objects of the Company are to aid, advise, assist, finance, protect and promote the interests of small industries in the State.

(b) *Capital structure*—The authorised capital of the Company was originally Rs. 10.00 lakhs and it was raised to Rs. 20.00 lakhs, divided

into 20,000 equity shares of 100 each. On 31st March 1974, the paid-up capital, wholly subscribed by the State Government, was Rs. 19.99 lakhs. In addition, the Company had obtained long-term loans aggregating Rs. 5.00 lakhs from Government, of which Rs. 4.80 lakhs remained outstanding on 31st March 1974.

(c) *Activities*—The Company is at present having the following manufacturing units :

- (i) A fruit canning factory,
- (ii) a timber treatment and seasoning plant, and
- (iii) a sugar factory (in the construction stage).

(d) *New units*—(i) During 1973-74, the Company started a treatment and seasoning plant for timber in the Industrial Estate, Arundhulinagar, Agartala at a capital outlay of Rs. 2.24 lakhs. The installed capacity of the plant is 72,000 cubic feet for treatment and 14,000 cubic feet for seasoning of timber per annum. Against this, 4,171 cubic feet of timber was treated during the year. The plant suffered a net loss of Rs. 0.29 lakh during 1973-74 without taking into account administrative on cost and depreciation on assets (Rs. 0.23 lakh).

(ii) During 1973-74, the Company decided to set up a sugar factory at Bagafa as one of its constituent units. A project estimate of Rs. 5.65 lakhs (September 1973) was revised to Rs. 10.08 lakhs in December 1973.

Construction of the factory building was in progress and Rs. 0.68 lakh was spent upto 31st March 1974. Plant and machinery costing Rs. 3.68 lakhs ordered for the unit in February 1974 had not been received during the year.

(e) *Working results*—During 1973-74, the Company made a net profit of Rs. 1.30 lakhs as against net profit of Rs. 0.32 lakh during the previous year. No depreciation was charged on the assets of the fruit canning unit taken over by the Company from Government in May 1970, from the date of taking over. The value of these assets, intimated by the Director of Agriculture (June 1973) as Rs. 2.61 lakhs, has not been accepted by the Company and incorporated in its accounts.

The working results of the Company for the three years upto 1973-74 are given below :

	1971-72	1972-73	1973-74
	(In lakhs of rupees)		
Sales	9.20	26.03	48.10
Profit +/Loss—	—0.08	+0.32	+1.30
Capital invested	10.73	12.93	26.00
Percentage of return on capital invested	...	2.5	5.0

(f) *Pricing policy*—No uniform pricing policy has been framed (April 1975) by the Company for pricing of industrial raw materials received through Government on quota basis and distributed to the various consuming units. Over and above the cost price of the materials so received, the Company levies service charges varying from one per cent to seven per cent, depending on the mode of payment by the customers. Where advance is received against orders for raw materials, only one per cent is levied as service charges.

(g) *Credit sales*—No policy has been formulated by the Company for credit sale of its products (April 1975). The table below shows the sales and sundry debtors during the three years ending 1973-74 :

	1971-72	1972-73	1973-74
	(In lakhs of rupees)		
Sales during the year	9.20	25.03	48.10
Sundry debtors at the close of the year	1.31	4.35	4.39
Percentage of sundry debtors to sales	14.2	17.3	9.0

Customerwise break-up of the sundry debtors as on 31st March 1974 was as follows :

	(In lakhs of rupees)
Government departments	1.20
Government undertakings	0.09
Private parties	3.10
Total	4.39

(h) *Stock position*—The table below shows the position of closing stock of the Company :

	(In lakhs of rupees)
1971-72	7.47
1972-73	4.51
1973-74	7.78

Pineapple and lichi products and lemon squash valuing Rs. 0.11 lakh manufactured during 1971-72 became unfit for human consumption due to manufacturing and packing defects and have been certified for destruction in May 1974 by the Fruit Technologist. Responsibility for the loss has not been fixed (April 1975).

(i) *Internal audit and costing system*—No internal audit and costing system has yet been introduced by the Company for any of its manufacturing units (April 1975).

SECTION D—DEPARTMENTALLY MANAGED GOVERNMENT COMMERCIAL AND QUASI-COMMERCIAL UNDERTAKINGS

8.5. The following undertakings engaged in generation and distribution of electricity in the State under the control and management of Public Works Department were declared as commercial with effect from 1961-62 :

- (1) Agartala Electric Supply (with Teliamura unit),
- (2) Dharmanagar Electric Supply,
- (3) Kailashahar Electric Supply,
- (4) Udaipur Electric Supply (with Melaghar, Sonamura and Amarpur units),
- (5) Khowai Electric Supply,
- (6) Bagafa-Belonia Electric Supply, and
- (7) Ambassa Electric Supply.

Another project (viz., Gumti Hydro-electric Project) to generate 8 M.W. of electricity, was taken up in February 1968. This project, which was scheduled to be completed by October 1970, is still under construction (July 1975). Rupees 7,18.65 lakhs were spent upto March 1974.

The Department also spent (upto March 1974) (i) Rs. 2,09.32 lakhs on construction of 33 K.V. and 132 K.V. transmission lines in connection with purchase of bulk power from Assam State Electricity Board and (ii) Rs. 74.28 lakhs on construction of 66 K.V. line from Gumti to Agartala via Udaipur for transmission of power from Gumti Project; while the 33 K.V. and 132 K.V. transmission lines have been completed (December 1971), the Gumti Hydro-electric Project and 66 K.V. transmission line are still under construction (July 1975).

8.6. The *pro forma accounts* of the following undertakings have not been compiled for the periods indicated (July 1975) :

Name	Period
1. Dharmanagar Electric Supply	1965-66 to 1973-74
2. Kailashahar Electric Supply	1965-66 to 1973-74
3. Khowai Electric Supply	1965-66 to 1973-74
4. Ambassa Electric Supply	1965-66 to 1973-74
5. Bagafa-Belonia Electric Supply	1968-69 to 1973-74
6. Udaipur Electric Supply (with Melaghar, Sonamura and Amarpur units)	1968-69 to 1973-74
7. Agartala Electric Supply (with Teliamura unit)	1970-71 to 1973-74

Reasons for non-preparation of accounts are awaited from the Department (August 1975).

The following table shows the particulars of receipts from sale of power and revenue expenditure on electric supply schemes during the three years ending 1973-74 :

Year	Revenue from sale of power	Expenditure on power supply	Surplus(+) Deficit(-)
(In lakhs of rupees)			
1971-72	32.76	59.06	(-)26.30
1972-73	33.76	60.67	(-)26.91
1973-74	36.40	80.35	(-)43.95

AGARTALA ELECTRIC SUPPLY

8.7. (a) The Agartala Electric Supply, including Teliamura Unit (Transmission Sub-division), was taken over by the Tripura Administration with effect from 15th January 1954 and was merged as a unit of Agartala Electrical and Mechanical Division under the control and management of Public Works Department of Government from 20th April 1954.

(b) *General and sale of energy*—The table below indicates the comparative position of the installed capacity, power generated, power purchased, power sold and losses in transmission and distribution for the three years ending 1969-70 :

	1967-68	1968-69	1969-70
Installed capacity of generating plant (KW)	1,849	1,849	2,049
(Kwh)	1,61,97,240	1,61,97,240	1,79,49,240
Power generated (Kwh)	60,24,266	67,99,699	60,64,392
Power used for generating station auxiliaries (Kwh)	78,268	96,265	1,03,922
Power purchased (Kwh)	...	...	2,58,200
Power available for sale (Kwh)	59,45,998	67,03,434	62,18,670
Power sold (Kwh)	44,99,445	47,30,144	45,68,507
Loss in transmission and distribution (Kwh)	14,46,553	19,73,290	16,50,163
Percentage of power generated to installed capacity	37.2	41.9	33.8
Percentage of loss to power available	24.3	29.1	26.5

It would be seen from the above that the losses in transmission and distribution are high. The Department stated that the low generation was due to frequent break-down of the generation sets and the heavy transmission loss was due to setting of transmission lines over hilly areas.

The table below shows that the average cost of energy sold compared to the average receipt from sale per Kwh increased, resulting in increase in loss per unit from 10.47 paise in 1967-68 to 13.52 paise in 1968-69 and 36.71 paise in 1969-70 (as disclosed by the latest available *pro forma* accounts) :

Year	Average cost of power sold	Average revenue from sale of power	Loss
(In paise per Kwh)			
1967-68	52.39	41.92	10.47
1968-69	52.80	39.28	13.52
1969-70	76.94	40.23	36.71

(c) *Financial results*—The table below indicates the financial results of the undertaking, as available from the accounts prepared by the department, for the three years upto 1969-70 :

	1967-68	1968-69	1969-70
(In lakhs of rupees)			
Fixed capital	77.16	1,25.43	1,81.64
Revenue receipts	18.86	18.58	18.38
Revenue expenses (excluding interest on capital and depreciation)	18.64	19.65	28.07
Interest on capital outlay	2.08	2.28	3.00
Depreciation	2.85	3.05	4.08
Total operating expenses	23.57	24.98	35.15
Net deficit	4.71	6.40	16.77

The net operating deficit in 1969-70 was Rs. 16.77 lakhs as against Rs. 6.40 lakhs in 1968-69 and Rs. 4.71 lakhs in 1967-68.

(d) *Sundry debtors*—The table below shows the figures of sundry debtors, sales and the percentage of debtors to sales for the three years ending 1969-70 :

	1967-68	1968-69	1969-70
	(In lakhs of rupees)		
Sundry debtors at the close of the year	5.18	6.40	5.26
Sales during the year	18.86	18.58	18.38
Percentage of sundry debtors of sales	27.4	34.5	28.6

Party-wise details of sundry debtors together with yearwise analysis and the amount of doubtful debts, if any, are awaited from the Department.

SECTION E—CO-OPERATIVE INSTITUTIONS

8.8. Financial Assistance

(i) Government have been rendering financial assistance to the co-operative institutions in the shape of investments in share capital, loans, grants and subsidies. The Government investment in the share capital at the close of each of the three years ending 1973-74 was as follows :

Year	Number of institutions	Amounts (In lakhs of rupees)
1971-72	154	29.00
1972-73	176	31.29
1973-74	182	37.85

(ii) Loans, subsidies and grants paid by Government to various co-operative institutions during the three years ending 1973-74 were as follows :

Year	Amount of loan			Balance at the end of the year	Grants and subsidies paid during the year
	Balance at the end of the previous year	Advanced during the year	Repaid during the year		
	(In lakhs of rupees)				
1971-72	14.84	2.16	0.50(a)	16.50	2.36
1972-73	16.50	11.86	0.42(a)	27.94	4.32
1973-74	27.94	8.28	0.16	36.06	3.83

(a) According to the information furnished by the Co-operative Department; the figures are under reconciliation.

8.9. Dividend

Against Rs. 37.85 lakhs invested by Government in the share capital of 182 co-operative societies, dividend of Rs. 0.08 lakh only was received from three societies in 1973-74. Total dividend of Rs. 0.22 lakh was declared by five societies during the year.

8.10. Delay in completion of audit

In accordance with the provisions of the Bombay Co-operative Societies Act, 1925 as extended to Tripura, the accounts of the co-operative institutions are required to be audited at least once in every year by auditors appointed by the Registrar of Co-operative Societies, Tripura.

The number of societies having Government investments, the audit of which was in arrears (February 1975) is as indicated below :

Co-operative year	Number of societies due for audit	Number of societies audited	Arrears at the end of the year
1971-72	154	122	32
1972-73	176	96	80
1973-74	182	14	168

The delay in completion of audit was attributed by the Department (February 1975) to shortage of staff.

SECTION F—INVESTMENT AND GUARANTEES

8.11. Investments

In 1973-74, Government invested Rs. 56.30 lakhs in the share capital of Statutory Corporations (Rs. 38.74 lakhs), Government Companies (Rs. 11.00 lakhs) and co-operative banks and societies (Rs. 6.56 lakhs).

The table below indicates the extent of Government's investment in the share capital of Statutory Corporation, Government companies

and co-operative societies upto the end of 1973-74, together with the return therefrom during 1973-74 :

	Investment to the end of 1973-74		Dividend received in 1973-74
	Number of concerns	Amount	Amount
	<i>(In lakhs of rupees)</i>		
Statutory Corporations	2	2,32.54 (a)	0.30 (b)
Government companies	3	24.77	Nil
Co-operative societies	182	37.85	0.08
Total :	187	2,95.16	0.38

Further details of investments of Government are given in statement no. 13 of the Finance Accounts 1973-74.

8.12. Guarantees

The State Government have guaranteed the repayment of loans (with interest thereon) raised by a Statutory Corporation and co-operative banks. The payment of guaranteed annual dividend (3½ per cent) on the paid-up share capital as well as payment of interest on bonds issued and on fixed deposits accepted by the Assam Financial Corporation has also been guaranteed by Government as per the provisions of State Financial Corporation Act, 1951.

The maximum amount guaranteed and the amount guaranteed outstanding as on 31st March 1974, which are in the nature of contingent liabilities of the State Government, are indicated below :

	Maximum amount guaranteed	Sums guaranteed outstanding on 31st March 1974
	<i>(In lakhs of rupees)</i>	
Statutory corporation	1,22.62	1,22.62
Co-operative societies/banks	2,37.00	75.62
Total	3,59.62	1,98.24

The details of the guarantees are given in statement no. 5 of the Finance Accounts 1973-74.

(a) This comprises investments of Rs. 13.78 lakhs in the share capital of Assam Financial Corporation and Rs. 2,18.76 lakhs in the share capital of Tripura Road Transport Corporation.

(b) Amount received from Assam Financial Corporation.

CHAPTER IX

OUTSTANDING AUDIT OBSERVATIONS AND INSPECTION REPORTS

9.1. Outstanding audit observations

Audit observations on financial transactions of the Government are reported to the departmental authorities concerned so that appropriate action is taken to rectify the defects and omissions. Half-yearly reports of such observations outstanding for more than six months are also forwarded to the Government to expedite their settlement.

The following table shows the number of audit observations issued upto the end of March 1974 and outstanding at the end of September 1974 as compared with the corresponding position indicated in the two preceding Reports :

	As at the end of September 1972	As at the end of September 1973	As at the end of September 1974
Number of observations	10,309	13,182	14,287
Amount	21.15	24.52	29.00

(In crores of rupees)

The following departments have comparatively heavy outstanding observations as at the end of September 1974 :

Serial number	Department	Number	Amount <i>(In lakhs of rupees)</i>
1.	Food & Civil Supplies	1,049	18,92.09
2.	Relief & Rehabilitation	803	3,58.07
3.	Famine Relief	725	2,28.22
4.	Community Development	1,508	64.25
5.	Education	2,423	63.85
6.	Agriculture	998	63.39

The following are some of the major reasons for which audit observations have remained outstanding :

Serial number	Nature of observation	Number	Amount <i>(In lakhs of rupees)</i>
1.	Detailed contingent bills for lump-sum drawals not received	6,646	24,59.68
2.	Sanction for contingent and miscellaneous expenditure not received	1,069	2,60.53
3.	Payees' receipts and vouchers not received	1,217	55.96
4.	Advance paid to Government servants not recovered	3,385	14.62

It will be seen that a sizeable portion of the total outstandings is due to non-submission of payees' receipts and vouchers. The departments with comparatively heavy outstandings on this account were :

Serial number	Department	Number	Amount (In lakhs of rupees)
1.	Public Works	517	37.06
2.	Education	254	6.76
3.	Animal Husbandry	77	3.10
4.	Publicity	53	1.73
5.	Medical	4	1.49
6.	Community Development	130	1.20

The facility of drawing amounts as advances on abstract contingent bills by Disbursing Officers is intended to expedite payments in certain cases, but they are to be followed by detailed contingent bills (containing full particulars of expenditure with supporting documents) which should be sent to the Audit Officer within two months of drawal of the abstract contingent bills.

In the absence of detailed contingent bills, Audit can not take it for granted that the amount have been spent for the purpose or purposes for which the advances were drawn. Rupees 24,59.68 lakhs are held under observation as detailed contingent bills have not been received in the Audit Office. The departments with comparatively heavy out-standings are mentioned below :

Serial number	Department	Number	Amount (In lakhs of rupees)
1.	Food & Civil Supplies	816	15,94.44
2.	Relief & Rehabilitation	713	3,53.17
3.	Famine Relief	724	2,28.15
4.	General Administration	818	58.25
5.	Community Development	846	54.09
6.	Education	793	45.66

9.2. Outstanding inspection reports

Audit observations on financial irregularities and defects in initial accounts noticed during local audit and not settled on the spot are communicated to Heads of Offices and to the next higher departmental authorities through audit inspection reports. The more important irregularities are reported to the Heads of Departments and the Government. If the points included in inspection reports are not settled expeditiously, the object of local inspection is not fully achieved and there is likelihood of irregularities persisting.

At the end of September 1974 inspection reports issued upto March 1974 were not settled fully as shown below, with corresponding figures for the earlier two years :

	As at the end of September 1972	As at the end of September 1973	As at the end of September 1974
Number of inspection reports	1,021	1,144	1,248
Number of paragraphs	5,274	6,215	6,766


Of the reports outstanding at the end of September 1974, 1,227 reports related to civil departments and 21 to commercial departments. These included 68 civil inspection reports, first replies for which had not been received till the end of September 1974.



Agartala

(M. K. Behl)
Accountant General, Tripura.

Countersigned



New Delhi

(A. Bakshi)
Comptroller and Auditor General of India.

APPENDIX I

(Referred to in paragraph 1.11, Page 16)

Utilisation Certificates outstanding on
31st August 1975

Department	Year in which grants were paid	Utilisation Certificate					
		Due		Received		Outstanding	
		Number	Amount (In lakhs of rupees)	Num- ber	Amount (In lakhs of rupees)	Num- ber	Amount (In lakhs of rupees)
Co-operative	1966-67	3	2.69	1	2.17	2	0.52
	1967-68	5	1.53	3	1.00	2	0.53
	1968-69	5	1.25	3	0.94	2	0.31
	1969-70	4	1.64	3	1.53	1	0.11
	1970-71	9	1.44	5	0.93	4	0.51
	1971-72	14	2.57	1	0.20	13	2.37
	1972-73	14	4.41	—	—	14	4.41
Education	1967-68	7	0.89	—	—	7	0.89
	1968-69	15	1.40	—	—	15	1.40
	1969-70	12	2.63	—	—	12	2.63
	1970-71	8	1.26	2	0.05	6	1.21
	1971-72	20	5.50	4	1.15	16	4.35
	1972-73	48	7.19	16	2.32	32	4.87
	Local Self Government	1969-70	1	5.22(A)	—	—	1	5.22
1970-71		2	7.53(A)	—	—	2	7.53
1971-72		5	24.50(A)	—	—	5	24.50
1972-73		6	36.45(A)	1	13.05	5	23.40
Development (Panchayat Raj)	1970-71	1	0.10	—	—	1	0.10
	1971-72	34	1.17	—	—	34	1.17
	1972-73	1	0.03	—	—	1	0.03
General Administration	1970-71	1	0.02	—	—	1	0.02
	1971-72	14	0.15	11	0.11	3	0.04
	1972-73	14	0.13	—	—	14	0.13
Administration of Justice	1972-73	2	0.11	—	—	2	0.11
		245	1,09.81	50	23.45	195	86.36

(A) Includes amounts previously shown under 'Public Health'.

APPENDIX II

(Reference : Paragraph 2.2, Page 17)

Cases in which supplementary grants/appropriations proved unnecessary/
excessive/inadequate

I. Unnecessary supplementary grants/appropriations

Serial number	Number and name of grant/appropriation	Original grant Supplementary grant/appropriation	Total grant/ appropriation	Expenditure	Saving
<i>(In lakhs of rupees)</i>					
1.	4—Taxes on Vehicles	1.18	1.30	1.14	0.16
		0.12			
2.	14—Education	7,69.66	7,71.03	7,20.07	50.96
		1.37			
3.	18—Agriculture	2,08.32	2,11.18	1,87.67	23.51
		2.86			
4.	19—Animal Husbandry	68.10	71.10	53.20	17.90
		3.00			
5.	21—Industries	74.01	87.59	58.16	29.43
		13.58			
6.	22—Community Development Projects, National Extension Service and Local Development Works	1,06.94	1,07.75	72.83	34.92
		0.81			
7.	23—Labour and Employment	13.72	13.98	12.99	0.99
		0.26			
8.	26—Electricity Schemes	1,00.00	1,00.53	80.82	19.71
		0.53			
9.	28—Capital Outlay on Public Works	41.78	43.17	32.60	10.57
		1.39			
10.	33—Forests	99.21	1,01.05	96.74	4.31
		1.84			
11.	34—Miscellaneous	2,38.23	2,38.28	1,40.43	97.85
		0.05			
12.	38—Capital Outlay on Industrial and Economic Development	57.75	58.75	56.30	2.45
		1.00			
13.	40—Capital Outlay on Electricity Schemes	4,06.00	4,06.10	3,35.84	70.26
		0.10			

APPENDIX II—Contd.

(Reference : Paragraph 2.2, Page 17)

Cases in which supplementary grants/appropriations proved unnecessary/
excessive/inadequate—Contd.

I. Unnecessary supplementary grants/appropriations—Contd.

Serial number	Number and name of grant/appropriation	Original grant Supplementary grant/appropriation	Total grant/ appropriation	Expenditure	Saving
<i>(In lakhs of rupees)</i>					
14.	41—Capital Outlay on Public Works	3,84.01	4,01.11	2,93.89	1,07.22
		17.10			
<i>Appropriation</i>					
15.	—Charges on Account of Repayment of Debt	1,57.27	1,57.54	1,53.19	4.35
		0.27			

II. Excessive supplementary grants/appropriations

Grants

1.	2—Land Revenue	46.10	59.11	53.57	5.54
		13.01			
2.	24—Miscellaneous Social and Developmental Organisations	1,62.80	1,76.85	1,67.40	9.45
		14.05			
3.	39—Capital Outlay on Irrigation, Navigation, Embankment and Drainage Works (Non-Commercial)	15.00	45.00	40.52	4.48
		30.00			
4.	44—Capital Outlay on Schemes of Government Trading	4,59.25	8,94.85	7,58.89	1,35.96
		4,35.60			

APPENDIX II—Concl'd.

(Reference : Paragraph 2.2, Page 17)

Cases in which supplementary grants/appropriations proved unnecessary/
excessive/inadequate—Concl'd.

III. Inadequate supplementary grants

Serial number	Number and name of grant	Original grant Supplementary grant	Total grant	Expenditure	Excess
(In lakhs of rupees)					
1.	7—Registration Fees	$\frac{2.42}{0.33}$	2.75	2.77	0.02
2.	9—General Administration	$\frac{99.71}{18.95}$	1,18.66	1,20.75	2.09
3.	30—Pension and Other Retirement benefits	$\frac{15.75}{0.50}$	16.25	18.92	2.67
4.	45—Loans and Advances by State/Union Territory Governments	$\frac{80.02}{83.18}$	1,63.20	1,84.67	21.47

APPENDIX III

(Reference : Paragraphs 2.4(a) and 2.4(b), Pages 19 and 20)

Savings under grants/appropriations

Serial number	Number and name of grant/appropriation	Original grant/ appropriation Supplementary grant/ appropriation	Total grant/ appropriation	Expendi- ture	Savings Amount	Perce- ntage
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(In lakhs of rupees)

I. Cases where savings were 20 per cent or more of the total grant/
appropriation

Grants

1.	3—State Excise Duties	$\frac{5.04}{\dots}$	5.04	1.83	3.21	64
2.	5—Other Taxes and Duties	$\frac{0.02}{\dots}$	0.02	...	0.02	100
3.	10—Administration of Justice	$\frac{21.29}{\dots}$	21.29	12.82	8.47	40
4.	17—Family Planning	$\frac{22.84}{\dots}$	22.84	8.12	14.72	64
5.	19—Animal Husbandry	$\frac{68.10}{3.00}$	71.10	53.20	17.90	25
6.	21—Industries	$\frac{74.01}{13.58}$	87.59	58.16	29.43	34
7.	22—Community Development Projects, National Extension Service and Local Development Works	$\frac{1,06.94}{0.81}$	1,07.75	72.85	34.92	32
8.	26—Electricity Schemes	$\frac{1,00.00}{0.53}$	1,00.53	80.82	19.71	20
9.	28—Capital Outlay on Public Works	$\frac{41.78}{1.39}$	43.17	32.60	10.57	24

APPENDIX III—Contd.

(Reference : Paragraphs 2.4 (a) and 2.4 (b), Pages 19 and 20)

Savings under grants/appropriations—Contd.

Serial number	Number and name of grant/appropriation	Original grant/appropriation	Total grant/appropriation	Expenditure	Saving	
		Supplementary grant/appropriation			Amount	Percentage

(In lakhs of rupees)

I. Cases where savings were 20 per cent or more of the total grant/appropriation—Contd.

Grants

10.	31—Privy Purses and Allowances to Indian Rulers	2.30 ...	2.30	1.60	0.70	30
11.	32—Stationery and Printing	26.70 ...	26.70	10.49	16.21	61
12.	34—Miscellaneous	2,38.23 0.05	2,38.28	1,40.43	97.85	41
13.	35—Other Miscellaneous Compensation and Assignments	5.00 ...	5.00	1.74	3.26	65
14.	36—Capital Outlay on Improvement of Public Health	96.38 ...	96.38	75.05	21.33	22
15.	37—Capital Outlay on schemes of Agricultural Improvement and Research	35.10 ...	35.10	27.76	7.34	21
16.	41—Capital Outlay on Public Works	3,84.01 17.10	4,01.11	2,93.89	1,07.22	27
17.	42—Capital Outlay on Other Works	0.25 ...	0.25	...	0.25	100

Appropriations

18.	9—General Administration	8.35	8.35	4.79	3.56	43
19.	10—Administration of Justice	3.75	3.75	2.56	1.19	32

APPENDIX III—Contd.

(Reference : Paragraphs 2.4(a) and 2.4(b), Pages 19 and 20)

Savings under grants/appropriations—Contd.

Serial number	Number and name of grant/appropriation	Original grant/appropriation	Total grant/appropriation	Expenditure	Saving	
		Supplementary grant/appropriation			Amount	Percentage

(In lakhs of rupees)

I. Cases where savings were 20 per cent or more of the total grant/appropriation—Concl'd.

Appropriations

20.	25—Irrigation, Navigation, Embankment and Drainage Works (Non-Commercial)	0.10	0.10	...	0.10	100
21.	27—Public Works	1.10	1.10	0.75	0.35	32

II. Cases where savings exceeded 10 per cent but were within 20 per cent of the total grant/appropriation

Grants

1.	4—Taxes on Vehicles	1.18 0.12	1.30	1.14	0.16	12
2.	12—Police	4,06.33 ...	4,06.33	3,47.83	58.50	14
3.	13—Miscellaneous Departments	13.10 1.78	14.88	13.35	1.53	10
4.	16—Public Health	37.97 ...	37.97	33.77	4.20	11
5.	18—Agriculture	2,08.32 2.86	2,11.18	1,87.67	23.51	11
6.	20—Co-operation	20.02 ...	20.02	17.08	2.94	15
7.	40—Capital outlay on Electricity Schemes	4,06.00 0.10	4,06.10	3,35.84	70.26	17

APPENDIX III—Concl'd.

(Reference : Paragraphs 2, 4 (a) and 2. 4 (b), Pages 19 and 20.)

Savings under grants/appropriations—Concl'd.

Serial Number	Number and name of grant/appropriation	Original grant/appropriation	Total grant/appropriation	Expenditure	Saving	
					Amount	Percentage
		Supplementary grant/appropriation				

(In lakhs of rupees)

II. Cases where savings exceeded 10 per cent but were within 20 per cent of the total grant/appropriation—Concl'd.

<i>Grants</i>						
8.	43-Payment of Commuted value of pensions	0.35	0.35	0.31	0.04	11
9.	44-Capital Outlay on Schemes of Government Trading	4,59.25	894.85	7,58.89	1,35.96	15
		4,35.60				
<i>Appropriation</i>						
10.	8-Parliament State/Union Territory Legislature	0.46	0.46	0.38	0.08	17

APPENDIX IV

(Reference : Paragraph 2.5, Page 21)

Cases where unsurrendered saving was 10 per cent or more of total grant/appropriation

Serial number	Number and name of grant/appropriation	Total grant/appropriation	Expenditure	Saving	Unsurrendered saving	Percentage of total grant/appropriation
(1)	(2)	(3)	(4)	(5)	(6)	(7)
<i>(In lakhs of rupees)</i>						
<i>Grants</i>						
1.	4-Taxes on Vehicles	1.30	1.14	0.16	0.16	12
2.	5-Other Taxes and Duties	0.02	...	0.02	0.02	100
3.	10-Administration of Justice	21.29	12.82	8.47	5.53	26
4.	13-Miscellaneous Departments	14.88	13.35	1.53	1.53	10
5.	21-Industries	87.59	58.16	29.43	25.46	29
6.	26-Electricity Schemes	1,00.53	80.82	19.71	12.74	13
7.	28-Capital Outlay on Public Works	43.17	32.60	10.57	10.57	24
8.	31-Privy Purses and Allowances to Indian Rulers	2.30	1.60	0.70	0.70	30
9.	32-Stationery and Printing	26.70	10.49	16.21	2.77	10
10.	35-Other Miscellaneous Compensation and Assignments	5.00	1.74	3.26	0.85	17
11.	43-Payment of Commuted value of Pensions	0.35	0.31	0.04	0.04	11
<i>Appropriations</i>						
12.	8-Parliament, State/Union Territory Legislature	0.46	0.38	0.08	0.08	17
13.	10-Administration of Justice	3.75	2.56	1.19	0.47	13
14.	25-Irrigation, Navigation, Embankment and Drainage Works (Non-Commercial)	0.10	...	0.10	0.10	100
15.	27-Public Works	1.10	0.75	0.35	0.26	24

APPENDIX V

(Reference : Paragraph 2.5, Page 21)

Grants in which the amount surrendered was either not actually available for surrender or was substantially in excess of the amount available for surrender

Serial number	Number and name of grant	Total grant	Excess+ Saving—	Amount surrendered
(1)	(2)	(3)	(4)	(5)
				(In lakhs of rupees)
	(i) Surrenders made although no amount was available for surrender			
	27—Public Works	5,60.29	+1.52	13.92
2.	45—Loans and Advances by State/ Union Territory Governments	1,63.20	+21.47	1.24
	(ii) Surrenders made in excess of savings available			
1.	15—Medical	1,47.47	—0.92	2.45
2.	19—Animal Husbandry	71.10	—17.90	18.54
3.	20—Co-operation	20.02	—2.94	2.95
4.	23—Labour and Employment	13.98	—0.99	1.15
5.	36—Capital Outlay on Improvement of Public Health	96.38	—21.33	47.88
6.	37—Capital Outlay on schemes of Agricultural Improvement and Research	35.10	—7.34	19.80
	40—Capital Outlay on Electricity Schemes	4,06.10	—70.26	80.00
	41—Capital Outlay on Public Works	4,01.11	—1,07.22	1,42.57

APPENDIX VI

(Reference : Paragraph 2.4(a), Page 20)

Major schemes/programmes where provision remained wholly or substantially unutilised.

Serial number	Grant and group head	Provision	Saving Percentage to the provision	Reasons for saving
		(In lakhs of rupees)		
	14—Education—			
1.	C. 3—Special Employment Programme (Centrally sponsored Plan Schemes)	6.79	6.79 — 100	Due mainly to non-implementation of the scheme in view of implementation of similar programme under the "Half-Million Jobs Programme".
2.	17—Family Planning—			
	(a) B—Technical advice and supervision (Plan)	6.45	5.34 — 83	Due mainly to posts kept vacant.
	(b) C—Rural Family Welfare Planning Centre (Plan)	11.30	6.36 — 56	—ditto—
3.	18—Agriculture—			
	(a) D—Agricultural Research (State Plan)	7.11	4.47 — 63	Due mainly to dropping of the programme for acquisition of land, purchase of jeep, scientific apparatus, etc.
	(b) F—Agricultural Education (State Plan)	2.73	2.10 — 77	Due mainly to posts kept vacant and deferring of the programme for purchase of a bus, refrigerator and certain other equipment.
4.	19—Animal Husbandry—	7.07	4.78 — 68	Due mainly to lesser requirement of animal feed, lesser purchase of certain equipment, etc.
	E—Other charges— Milk Supply Scheme (Plan)			
5.	21—Industries—	16.67	13.92 — 84	The reasons for the saving have not been intimated (August 1975)
	(a) A. 2—Setting up of new Industries, large and medium Industries (Plan)			
	(b) D. 3—Establishment of Industrial Estate	3.07	2.89 — 94	Due mainly to post kept vacant.

APPENDIX VI—Concl'd.

(Reference : Paragraph 2.4 (a), Page 20)
Major schemes/programmes where provision remained
wholly or substantially unutilised—Concl'd.

Serial number	Grant and head group	Provision	Saving	Reasons for saving
			Percentage to the provision	
<i>(In lakhs of rupees)</i>				
(c)	D. 4-Development of handicrafts (Plan)	3.95	$\frac{3.04}{77}$	Due mainly to non-implementation of certain programmes.
(d)	D.7(7)-Expenditure on common service (Centrally sponsored Plan Schemes)	2.73	$\frac{2.14}{78}$	Due mainly to non-implementation of certain programmes.
6.	27-Public works— E-Tools and Plant (Non-Plan)	52.71	$\frac{40.28}{76}$	Due mainly to non-acquisition of certain tools and plant as a measure of economy.
7.	32-Stationery and Printing			
(a)	A-Stationery and Printing (Government Press-Tripura) (Non-Plan)	18.70	$\frac{10.27}{55}$	Due mainly to non-receipt of forms and stores from the Government of India during the year.
(b)	A-Stationery and Printing (Plan)	8.00	$\frac{5.93}{74}$	Due mainly to posts kept vacant.
8.	37—Capital Outlay on Schemes of Agricultural Improvement & Research—			
A.	4-Expenditure in connection with Land Reforms (Plan)	3.00	$\frac{2.77}{92}$	Due mainly to partial implementation of the schemes of land reforms.

