

1984-85

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## 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 the year 1984-85 together with other points arising from audit of financial transactions of the Government of Tripura. It also includes certain points of interest arising from the Finance Accounts for the year 1984-85.

2. The cases mentioned in this Report are among those which came to notice in the course of test audit of accounts during the year 1984-85 as well as those which had come to notice in earlier years but could not be dealt with in previous Reports; matters relating to the period subsequent to 1984-85 have also been included, wherever considered necessary.



CHAPTER I  
GENERAL

1.1 Summary of Accounts

The summarised position of the accounts of the Government of Tripura emerging from the Finance Accounts for the year 1984-85 is indicated in the following Statements :—

I—Statement of Financial Position of the Government of Tripura as on 31st March 1985

(Rupees in crores)					
Amount as on 31.3.84	LIABILITIES	Amount as on 31.3.85	Amount as on 31.3.84	ASSETS	Amount as on 31.3.85
44.19	Internal Debt including <i>Ways and Means Advances</i> (Market Loans, Loans from Life Insurance Corporation and others).	52.50	247.93	<i>Gross Capital Outlay on Fixed assets</i>	294.78
				(i) Investment in shares of Companies, Corporations, etc.	22.25
				(ii) Other Capital Outlay	272.53
69.63	<i>Loans and Advances from Central Government</i>	79.73	21.71	<i>Loans and Advances</i>	23.79
	(i) Pre-1979-80 Loans	11.40		(i) Other Development Loans	19.01
	(ii) Non-Plan Loans	41.57		(ii) Loans to Government Servants and Miscellaneous Loans	4.78
	(iii) Loans for State Plan Schemes	22.74			
	(iv) Loans for Central Plan Schemes	1.82	0.13	<i>Civil Advances</i>	0.13
	(v) Loans for Centrally Sponsored Plan Schemes	2.20			
26.49	<i>Small Savings, Provident Funds, etc.</i>	27.24	15.67	<i>Suspense and Miscellaneous Balances</i>	0.91
12.87	<i>Deposits</i>	17.09	4.04	<i>Remittance Balances</i>	10.85
5.65	<i>Overdrafts from Reserve Bank of India</i>	...			
0.50	<i>Contingency Fund</i>	0.50			
159.33		177.06	289.48		330.46



Amount as on 31.3.84	LIABILITIES	Amount as on 31.3.85	Amount as on 31.3.84	ASSETS	Amount as on 31.3.85
b/f 159.33		b/f 177.06	b/f 289.48		b/f 330.46
131.51	Surplus on Government Accounts	168.05	1.36	Cash Balance	14.65
	(i) Opening balance b/f	131.51		(i) Departmental cash balance including permanent advances	0.88
	(ii) Add current year's surplus	36.54		(ii) Deposit with R.B.I. and cash balance in treasuries	4.12
				(iii) Investment in Cash balance	9.65
<u>290.84</u>		<u>345.11</u>	<u>290.84</u>		<u>345.11</u>



# Abstract of Receipts and Disbursements for the year 1984-85

(Rupees in crores)

RECEIPTS			DISBURSEMENTS			
SECTION A—REVENUE						
I. Revenue Receipts	1,82.69		I. Revenue Expenditure			1,46.15
			Sectors	Non-Plan	Plan	Total
(i) Tax Revenue	8.07		(i) General Services	32.52	0.33	32.85
(ii) Non-Tax Revenue	8.90		(ii) Social and Community Services	38.90	21.25	60.15
(iii) States' share of Union Taxes	18.59		(iii) General Economic Services	0.86	3.65	4.51
(iv) Non-Plan Grants	59.80		(iv) Agriculture and Allied Services	10.41	23.72	34.13
(v) Grants for State Plan Schemes	69.94		(v) Industry and Minerals	0.93	2.48	3.41
(vi) Grants for Centrally Sponsored Schemes/Central Plan Schemes	17.39		(vi) Water and Power Development	5.61	...	5.61
			(vii) Transport and Communications	4.26	0.03	4.29
			(viii) Grants-in-Aid and Contributions	1.20	...	1.20
				94.69	51.46	146.15
			II. Revenue surplus carried over to—Section B			36.54
	<u>1,82.69</u>					<u>1,82.69</u>



## Abstract of Receipts and Disbursements for the year 1984-85

(Rupees in crores)

RECEIPTS		DISBURSEMENTS	
SECTION B—OTHERS			
III. Opening Cash Balance including permanent Advance and Cash Balance Investment	1.36	III. Opening overdraft from Reserve Bank of India	5.65
IV. Recoveries of Loans and Advances	1.30	IV. Capital Outlay	46.85
(i) From Government Servants	0.93	(i) General Services	1.26
(ii) From Others	0.37	(ii) Social and Community Services	8.87
		(iii) General Economic Services	4.82
		(iv) Agriculture and Allied Services	4.58
		(v) Industry and Minerals	0.60
		(vi) Water and Power Development	17.66
		(vii) Transport and Communications	9.06
V. Revenue Surplus brought down	36.54	V. Loans and Advances Disbursed	3.38
		(i) To Government Servants	2.03
		(ii) To others	1.35
VI. Public Debt Receipts	39.46	VI. Repayment of Public Debt	21.04
(i) Internal Debt other than Ways and Means Advances	12.72	(i) Internal Debt other than Ways and Means Advances	2.40
(ii) Ways and Means Advances	11.91	(ii) Ways and Means Advances	13.92
(iii) Loans and Advances from the Central Government	14.83	(iii) Repayment of Loans and Advances to the Central Government	4.72



(i) Internal Debt other than Ways and Means Advances	12.72
(ii) Ways and Means Advances	11.91
(iii) Loans and Advances from the Central Government	14.83

(i) Internal Debt other than Ways and Means Advances	2.40
(ii) Ways and Means Advances	13.92
(iii) Repayment of Loans and Advances to the Central Government	4.72

RECEIPTS		( Rupees in Crores )	
		DISBURSEMENTS	
VII. Public Account Receipts	140.72	VII. Public Account Disbursement	127.81
(i) Small Savings, Provident Funds, etc.	7.45	(i) Small Savings, Provident Funds, etc.	6.71
(ii) Suspense and Miscellaneous	13.27	(ii) Reserve Fund	...
(iii) Remittances	88.35	(iii) Remittances	95.15
(iv) Deposits and Advances	31.65	(iv) Suspense and Miscellaneous	(—)1.49(a)
		(v) Deposits and Advances	27.44
		VIII. Cash Balance at end	14.65
		(i) Departmental cash balances including permanent advances	0.88
		(ii) Deposit with Reserve Bank of India and cash in treasuries	4.12
		(iii) Cash balance investment	9.65
	<u>219.38</u>		<u>219.38</u>

(a) Minus figure due to rectification/clearance of outstandings relating to earlier years.

14.65  
1.36  
13.29



## (Statement II)

*Sources and Application of Funds for 1984-85*

(Rupees in crores)

I. *Sources :*

1. Revenue Receipts	1,82.69
2. Increase in Public Debt, Small Savings, Deposits and Advances and Ways and Means Advances	23.38
	<u>2,06.07</u>

*Adjustments*

Add Increase in suspense balance	(+)14.76	
Less Effect on Remittance balance	(-)6.81	7.95
Net Funds Available		<u>2,14.02</u>

II. *Application :*

Revenue expenditure	1,46.15
Capital Outlay	46.85
Lending for development and other programmes	2.08
Decrease in year end overdraft	5.65
Increase in cash balance	13.29
	<u>2,14.02</u>

*Explanatory Notes*

The abridged account to be read with the consolidated Accounts.

2. Government surplus on Government financial position indicated opposed to accrual basis.

3. Though in the end of 1984-85 was Rs of India intimated an account which is under reconciliation.

12.94



es in crores)

### *Explanatory Notes*

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

1,82.69

23.38

2,06.07

2. Government accounts being on cash basis, the surplus on Government Account shown in the Statement of financial position indicates the position on cash basis as opposed to accrual basis on commercial accounting.

3. Though in the Government accounts, the balance to end of 1984-85 was Rs. 4.12 crores (Debit), the Reserve Bank of India intimated an adverse balance of Rs. 4.15 crores (Debit) which is under reconciliation (December 1986).

7.95

2,14.02

2,14.02

18.94



## 1.2 Comments on accounts

- 1.2.01 Against the additional resources mobilisation of Rs. 10.75 crores from the tax revenues anticipated at the budget stage, the actual increase (as compared with the budget) was Rs. 0.50 crore.
- 1.2.02 The decrease in non-tax revenue by Rs. 3.80 crores as compared to previous year was mainly on account of decrease of Rs. 4.99 crore under Miscellaneous General Services, Rs. 0.46 crore under Social Security and Welfare counterbalanced by increase of Rs. 0.48 crore under Forest, Rs. 0.35 crore under Animal Husbandry, Rs. 0.35 crore under other Administrative Services and Rs. 0.33 crore under Power Project.
- 1.2.03 According to information made available to Audit, the total amount overdue for recovery against loans advanced as on 31st March 1985 was Rs. 0.02 crore including Rs. 0.01 crore on account of interest, the main defaulter being Agartala Municipality.
- 1.2.04 The interest paid on debt and other obligations was Rs. 6.45 crores. The interest received was Rs. 0.41 crore. The net interest burden was thus Rs. 6.04 crores representing 3.31 per cent of the total revenue receipts.
- 1.2.05 The assistance received from the Central Government for Central and Centrally Sponsored Plan Schemes was Rs. 17.39 crores.
- 1.2.06 The annual debt service obligations, according to the schedule of repayment of principal was Rs. 24.18 crores, the actual discharge was Rs. 21.04 crores.
- 1.2.07 With fresh investment of Rs. 2.73 crores during current year in the various Corporations/Companies/Co-operative institutions, the total investment of the Government in shares and debenture on 31st March 1985 was Rs. 22.25 crores.
- 1.2.08 *Guarantees given by the Government*  
While the complete information in respect of Guarantees given by the Government has not been received (April 1987), the available information indicated that the maximum amount guaranteed upto 31st March 1985 was Rs. 30,91.17 lakhs against which the amount outstanding was Rs. 13,94.19 lakhs.
- 1.2.09 No Law under Article 293 of the Constitution has been passed by the State Legislature laying down the limit within which the Government may give guarantee on the security of the Consolidated Fund of the State.



## CHAPTER II

APPROPRIATION AUDIT AND CONTROL OVER  
EXPENDITURE

## 2.1 General

The summarised position of actual expenditure during 1984-85 against grants/appropriations is as follows :

	Original Grant/ Appropriation	Supplemen- tary	Total	Actual expendi- ture	Saving(—) Excess(+)
<i>(in crores of rupees)</i>					
I. Revenue—					
Voted	164.22	23.44	187.66	157.08	(—) 30.58
Charged	10.61	0.01	10.62	6.83	(—) 3.79
II. Capital—					
Voted	80.41	5.83	86.24	76.03	(—) 10.21
III. Public Debt—					
Charged	6.61	...	6.61	21.04	(+) 14.43
IV. Loans and Advances—					
Voted	4.97	0.26	5.23	3.38	(—) 1.85
Grand Total	266.82	29.54	296.36	264.36	(—) 32.00

## 2.2 The following results emerge from the Appropriation Audit :

## 2.2.01 Supplementary provisions

Supplementary provisions obtained during the year worked out to 11.07 per cent of the original budget, as against 5.20 per cent in the preceding year.



### 2.2.02 *Unnecessary/excessive/inadequate supplementary provisions*

Supplementary provisions of Rs. 4.08 crores obtained in 13 cases during the year proved wholly unnecessary. In 9 other cases, against supplementary grants/appropriations aggregating Rs. 13.86 crores, the actual utilisation of funds was only Rs. 6.70 crores, resulting in a saving of more than Rs. 10 lakhs in each case. In another case, though supplementary provision of Rs. 0.32 crore was obtained, the provision proved insufficient leaving an uncovered excess expenditure of Rs. 0.61 crore.

### 2.2.03 *Saving/excess over provisions*

There was a saving of Rs. 50.63 crores in 42 grants/appropriations while in the case of 9 other grants/appropriations, as detailed in Appendix 2.1, there was an excess of Rs. 18.63 crores. The excess requires regularisation under Article 205 of the Constitution.

### 2.2.04 *Unutilised provision*

In the following grants/charged appropriations, the expenditure in each case fell short by more than Rs. 25 lakhs and also by more than 10 per cent of the total provision.

Serial number	Number and name of grant	Amount of saving (rupees in lakhs) and its percentage on provision (in brackets)	Main reasons for saving
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## REVENUE SECTION

1.	3—Law Department (Voted)	26.40 (15)	Saving was due mainly to (i) non-filling up of vacant posts, (ii) less purchase of election materials and (iii) non-submission of bills by parties concerned.
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Serial number	Number and name of grant	Amount of saving (rupees in lakhs) and its percentage on provision (in brackets)	Main reasons for saving
2.	9—Chief Minister's Secretariat and Secretariat Administration Department (Voted)	32.21 (20)	Reasons for saving have not been intimated (September 1986).
3.	11—Police Department (Voted)	1,82.62 (11)	Saving was due mainly to (i) non-filling up of vacant posts, (ii) non-supply of arms and ammunitions from the Government of India as per demand and (iii) non-implementation of the recommendation made by the Police Adviser, reasons for which have not been intimated (September 1986).
4.	13—Co-operation Department (Voted)	48.35 (25)	Saving occurred mainly under (i) Audit of Co-operatives and (ii) Warehousing and Marketing Co-operatives, reasons for which were awaited (September 1986).
5.	14—Public Works Department (Voted)	4,67.73 (16)	Reasons for saving were awaited (September 1986).
6.	18—Irrigation and Flood Control Department (Voted)	1,28.49 (30)	Reasons were awaited (September 1986).



Serial number	Number and name of grant	Amount of saving (rupees in lakhs) and its percentage on provision (in brackets)	Main reasons for saving
7.	21—Education Department (Social) (Voted)	97.26 (18)	Reasons were awaited (September 1986).
8.	23—Medical Department (Family Welfare) (Voted)	41.47 (31)	Saving was attributed mainly to (i) failure on the part of the Public Works Department to take up new constructions and (ii) less purchase of spare parts equipments and stationery.
9.	30—Fisheries (Voted)	29.25 (15)	Reasons were awaited (September 1986).
10.	35—Agriculture Department (Voted)	1,14.69 (12)	Reasons were awaited. (September 1986).
11.	36—Animal Husbandry Department (Voted)	74.24 (18)	Reasons were awaited (September 1986).
12.	37—Forest Department (Voted)	1,39.56 (20)	Saving was attributed mainly to (i) non-maintenance of older plantations in interior areas due to disturbances, (ii) non-construction of S.P.T. bridges and roads under National Rural Employment Programme and (iii) non-construction of buildings.
13.	39—Rural Development Department— Water Supply and Sanitation (Voted)	66.28 (32)	Reasons were awaited (September 1986).



Serial number	Number and name of grant	Amount of saving (rupees in lakhs) and its percentage on provision (in brackets)	Main reasons for saving
14.	41—Local Self Government Department (Voted)	28.31 (12)	Saving occurred mainly under Urban Development reportedly due to non-receipt of sanction from the Government of India.
15.	44—Stationery and Printing Department (Voted)	39.79 (37)	Saving was mainly due to (i) less demand under leave travel concession and (ii) less purchase of stationery and equipments.
16.	45—Finance Department (Voted)	10,47.77 (82)	Saving was due mainly to (i) less number of cases than anticipated in respect of Pension and other retirement benefits and (ii) discontinuance of State lotteries.
	45—Finance Department (Charged)	3,78.99 (37)	Saving was due to less requirement than anticipated.



Serial number	Number and name of grant	Amount of saving (rupees in lakhs) and its percentage on provision (in brackets)	Main reasons for saving
<b>CAPITAL SECTION</b>			
1.	13—Co-operation Department (Voted)	2,78.11 (64)	Reasons were awaited (September 1986).
2.	28—Food and Civil Supplies Department (Voted)	10,36.94 (28)	Reasons were awaited (September 1986).
3.	35—Agriculture Department (Voted)	1,33.08 (31)	Reasons were awaited (September 1986).
4.	46—Finance Department (Voted)	69.56 (25)	Saving was due mainly to less demand from the Government servants for festival and other advance.

### 2.2.05 Significant cases of savings under schemes

In the following schemes, the entire provision remained unutilised due to non-implementation of the schemes :

Serial number	Number and name of grant	Name of the scheme	Amount of savings (rupees in lakhs)
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### REVENUE—VOTED

1.	38—Rural Development Department—Community Development	Rural Landless Employment Programme	1,65.00
2.	35—Agriculture Department	Agricultural Marketing and Quality Control	41.00



## 2.2.06 Significant cases of excesses

In the following grants/appropriations, the expenditure during the year exceeded the approved provision by more than Rs. 10 lakhs and also by more than 10 per cent of the provision :

Serial number	Description of the grant	Amount of excess ( <i>rupees in lakhs</i> ) and its percentage on provision ( <i>in brackets</i> )	Reasons for excess
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### CAPITAL SECTION

1.	15— Public works Department— Buildings (Voted)	61.27 (32)	Reasons were awaited (September 1986).
2.	17— Electricity (Voted)	2,96.73 (25)	Reasons were awaited (September 1986).
3.	46— Finance Department (Charged)	14,43.19 (218)	Reasons were awaited (September 1986).

## 2.2.07 Surrender of savings

(a) The rules require that all anticipated savings should be surrendered as soon as the possibility of saving is envisaged. In the following grants, savings exceeding Rs. 50 lakhs each remained unsurrendered :

Serial number	Description of grant	Total grant	Total saving	Unsurrendered saving and its percentage on total saving ( <i>in brackets</i> )
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(*in lakhs of rupees*)

### REVENUE SECTION (Voted)

1.	11— Police Department	1,698.47	182.62	182.61 (100)
2.	14— Public Works Department	2,897.74	467.73	467.73 (100)
3.	18— Irrigation and Flood Control Department	427.13	128.49	128.49 (100)



Serial number	Description of grant	Total grant	Total saving	Unsurren- dered Saving and its percen- tage on total saving (in bracket)
(in lakhs of rupees)				

4.	20— Education Department (General)	3,454.18	299.98	296.77 (99)
5.	21— Education (Social)	550.90	97.26	95.93 (99)
6.	35— Agriculture Department	960.82	114.69	103.77 (91)
7.	36— Animal Husbandry Department	411.50	74.24	69.41 (93)
8.	37— Forest Department	700.01	139.56	112.58 (81)
9.	39— Rural Development Department— Water Supply and Sanitation	209.37	66.28	66.23 (100)

REVENUE SECTION  
(Charged)

1.	45— Finance Department	1,024.17	378.99	128.71 (34)
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CAPITAL SECTION

1.	13— Co-operative Department	438.00	278.11	70.61 (25)
2.	28— Food and Civil Supplies Department	3,640.00	1,036.94	1,036.94 (100)
3.	35— Agriculture Department	432.75	133.09	133.09 (100)



(b) In the following grant/appropriation, funds exceeding Rs. 50 lakhs were surrendered injudiciously, even though no savings were available resulting in excess expenditure over grant/appropriation :

Serial number	Description of grant	Total grant	Total expenditure (in lakhs of rupees)	Excess expenditure	Amount surrendered
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**CAPITAL SECTION**  
(Voted)

1.	17— Electricity	1,172.00	1,468.73	296.73	54.00
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(Charged)

1.	46— Finance Department	661.00	2,104.19	1,443.19	202.50
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**2.2.08 Injudicious re-appropriation**

Re-appropriation is transfer of funds within a grant, from one unit of appropriation where savings are anticipated to another unit where additional funds are needed. Re-appropriation is permissible only when there is a definite or reasonable chance of saving under the unit from which funds are proposed to be re-appropriated or it is meant to curtail expenditure under that unit, to meet more urgent expenditure under another. Scrutiny of re-appropriation orders relating to 'Grant No. 17-Electricity' revealed non-observance of this requirement. Two instances of such re-appropriations are given below :

Serial number	Head of account	Original plus supplementary provision	Actual expenditure	Excess	Amount of re-appropriation (reduction)
(in lakhs of rupees)					

**REVENUE SECTION**

1.	499— B—Gas Thermo Scheme Generation	4,52.10	6,71.28	2,69.18	50.00
2.	499— E.4—Other Expenditure	2,21.30	3,78.40	1,72.85	15.75



### 2.2.09 *Reconciliation of departmental figures*

With a view to ensuring effective control over expenditure, the departmental officers are required to reconcile, periodically as also before the close of the accounts for a year, their departmental figures of expenditure with those in the books of the Accountant General. In 1984-85, out of 171 Controlling Officers, 14 Controlling Officers had not done the reconciliation involving an amount of Rs. 648.96 lakhs although the matter was brought to the notice of Government from time to time.

### 2.2.10 *Non-regularisation of excess expenditure*

The excess under various grants/charged appropriations during 1982-83 and 1983-84 mentioned in the Report of the Comptroller and Auditor General of India for the years 1982-83 and 1983-84 have not yet been regularised (September 1986).



## CHAPTER III

## CIVIL DEPARTMENTS

## AGRICULTURE DEPARTMENT

3.1 *Loss in storage*

Mention was made in paragraph 3.4 of the Report for the year 1978-79 about loss in storage of fertilizers in excess of the permissible limit of 5 per cent fixed (February 1967) by the Government. The Public Accounts Committee (1982-83) in its 36th report observed, *inter alia*, that when the shortage of fertilizers had rather become a regular feature and enquiry should be made without keeping them unattended as was being done by the Department in the past and if such enquiry was made that would act as caution to the village level workers and also might minimise the shortage (which had so long been occurred in bulk quantities). No action has so far (July 1986) been taken by the Department to ascertain the reasons for the loss in excess of the permissible limit.

It was further noticed in audit (March-November 1985) that in the godowns of the Department at Sonamura and Bishalgarh, the loss (value : Rs. 5.55 lakhs) in storage of fertilizers during 1983-84 varied from 6.2 to 20.2 per cent, the value of the loss in excess of permissible limit of 5 per cent being Rs. 3.19 lakhs.

The matter was reported to Government in July 1985 ; reply is awaited (July 1986).

## EDUCATION DEPARTMENT

3.2 *Avoidable expenditure*

Mention was made in paragraph 3.6.5 of the Report for the year 1976-77 about payment of pay and allowances of Rs. 9.54 lakhs to the staff remaining idle during the period from April 1973 to January 1978. The Public Accounts Committee in the 38th Report observed that the Department could not utilise properly the services of the craft teachers and expressed concern that in spite of several reminders, the Department had not furnished any reply (July 1983).



In the course of audit (February 1985) it was noticed that the teachers continued to remain idle since then except for the period from April 1978 to August 1979 when they were engaged in 'Work Education orientation scheme'. Payment of pay and allowances of Rs. 39.13 lakhs from September 1979 to December 1984 to the staff was thus avoidable.

Government stated (June 1986) that there was a proposal to utilise the services of the instructors of the Institution in Government College of Arts and Crafts.

### 3.3 *Universal elementary education in the age group of 6-14 years*

#### 3.3.1 *Introduction*

The programme of universalisation of elementary education was initiated in 1979-80 with the object of achieving complete coverage of all children in the age group of 6-14 years by 1990. The sixth plan laid much stress on universalisation of elementary education with special reference to retention and regular attendance of children in schools. Thus, with the objective of ensuring better enrolment and retention of students at the elementary stage, various incentive measures such as Mid-day meal scheme, book grant for primary school children, supply of dresses to scheduled caste (SC)/scheduled tribe (ST) girl students (Class III to VIII), attendance scholarship to ST girl students (Class II to V) etc., were introduced. The programme was also to cover non-formal system of education which is designed to cater to those children aged 9 to 14 years who had never been to school or who had dropped out of the formal school system.

In Tripura, the Education Department/Directorate of School Education has been entrusted with responsibility for administration and implementation of the programme through their supervisory officers i.e. Deputy Directors of School Education at the district level and Inspectors of Schools at the block levels. The expenditure on implementation of the programmes was met from State Plan budget.

Records for the period from 1979-80 to 1984-85, maintained by the Directorate of School Education, Tripura, Agartala, State Institute of Education, Tripura, Officer in charge of publication unit of the Education Department, Tripura, Agartala, 2 (two) Deputy Directors of School Education, West Tripura and South Tripura Districts (out of 3), 5 (five) Inspectors of Schools (out of 17 Inspectorates in the State), were test checked between April and July 1985 by Audit.



Results of test check are mentioned in the succeeding paragraphs.

### 3.3.2 Budget provision and expenditure

According to departmental records, year-wise budget provision/plan outlay and expenditure therefrom during 1979-80 to 1984-85 were as under :

Year	Annual plan outlay/Budget provision	Expenditure	Excess(+) Saving(—)
		(Rupees in lakhs)	
1979-80	56.00	66.38	(+) 10.38
1980-81	75.00	90.90	(+) 15.90
1981-82	120.00	173.80	(+) 53.80
1982-83	200.00	303.89	(+) 103.89
1983-84	317.00	431.80	(+) 114.80
1984-85	375.20	532.35	(+) 157.15
	1143.20	1599.12	(+) 455.92

### 3.3.3 Survey

According to the fourth All India Educational survey conducted by the National Council of Educational Research and Training (published in 1982), the number of children enrolled as on 30th September 1978 for primary (Class I to V) and middle school (Class VI to VIII) students was 2,09,840 (age group of 6—11) and 51,420 (age group of 11—14) respectively. No further survey was conducted by the State Government in this regard.

### 3.3.4 Targets and achievements

The year-wise targets for additional enrolment vis-a-vis achievement from 1978-79 to 1984-85 were as given below as per records maintained by the Directorate of School Education, Tripura, Agartala.

Year primary stage (Class I to V)	Target	Achievement	Excess(+) short-fall (—)	Year (Middle stage-Class-VI to VIII)	Target	Achievement	Excess(+) short-fall (—)
	(in numbers)				(in numbers)		
1979-80	7200	41351	(+)34151	1979-80	2590	13901	(+)11311
1980-81	19000	42675	(+)23675	1980-81	5000	3876	(—) 1124
1981-82	19500	31638	(+)12138	1981-82	5000	4813	(—) 187
1982-83	20000	13608	(—) 6392	1982-83	5500	8994	(+) 3494
1983-84	19500	10162	(—) 9338	1983-84	6200	8151	(+) 1951
1984-85	20000	5290	(—)14710	1984-85	6300	3330	(—) 2970
Total	105200	144724	(+)39524		30590	43065	(+)12475



While there was excess achievement over target during 1979-80 to 1981-82 at primary stage, there was gradual decrease during 1982-83 to 1984-85. The Government stated (February 1986) that as they were approaching the target of hundred *per cent* enrolment at the primary stage, naturally the increase in enrolment during subsequent period was tapering off. The Government reply, is, however, silent on why unrealistic target was fixed for the subsequent period when the actual achievement was gradually decreasing.

According to departmental records (Directorate of School Education, Tripura), the year-wise total enrolment of primary stage vis-a-vis middle stage with reference to projected children population estimated by the Expert Committee of the Government of India, are shown below :

Total children population	Year upto	Primary stage class I to V	Total enrolment		Middle stage class VI to VIII	Percentage covered
			Percentage covered	Total children population		
(Figures in lakhs of numbers)			(Figures in lakhs of numbers)			
2.71	1979-80	2.51	92.62	1.54	0.65	42.21
2.77	1980-81	2.94	106.14	1.58	0.69	43.67
2.83	1981-82	3.26	115.19	1.63	0.74	45.40
2.88	1982-83	3.39	117.71	1.66	0.83	50.00
2.91	1983-84	3.49	119.93	1.70	0.91	53.53
2.94	1984-85	3.51	119.41	1.74	0.81	46.70

To achieve 100 *per cent* coverage of 2.91 lakhs in the age group of 6—11 (primary stage class I to V) there was need to enrol additional 0.81 lakh students during 1979-80 to 1983-84. As against this ; enrolment strength actually stood at 1.39 lakhs during the said years resulting in excess of 0.58 lakh.

While admitting that the possibility of enrolling students not belonging to the age group 6—11 could not be ruled out, Government stated (February 1986) that it was due to non-declaration of actual date of birth of children which magnified the enrolment ratio.

The percentage of enrolment of students at middle stage gradually increased. It was, however, not comparable with that in respect of the students at primary stage indicating that there was a heavy drop out at the middle stage.

Test check of the records maintained by the Inspector of Schools, Bishalgargh and Udaipur disclosed that there was



a heavy drop out in class V and VI as detailed below :

Year	Enrolment of Students in class V			Year	Enrolment of Students in class VI in the next year			Total number of students drop out		
	Total number of students including SC/ST component	S. C. students	S. T. students		Total number of students including SC/ST component	S. C. students	S. T. students	Total number of students including SC/ST component	S. C. students	S. T. students
1980-81	5144	1000	930	1981-82	2422	379	674	2722	621	256
1981-82	5345	1037	1090	1982-83	2843	459	798	2502	578	292
1982-83	6721	1332	1291	1983-84	3509	524	949	3212	808	342
1983-84	7084	1288	1418	1984-85	3622	600	849	3462	688	569
Total	24294	4657	4729		12396	1962	3270	11898	2695	1459



According to the department, the factors responsible for non-enrolment of children and their dropping out from school are poverty, apathy of guardians/students, absence of guardian and early marriage in the case of girl students.

While admitting the fact of high drop out rate in the middle school stage the Government also stated (February 1986) that it was due to socio-economic and other factors.

In this connection, it may be mentioned that various incentives like book grants for primary students, supply of dresses to girl students (Class III to VIII) belonging to Scheduled Caste/Scheduled Tribe (SC/ST) community attendance scholarship to SC girl students, given as remedial measures to attract more students, were not effective for stepping up enrolment and retention of elementary school children.

The specific irregularities noticed during review are mentioned below :

(a) *Book grant*

Book grant is a lump sum financial assistance given to a student for purchase of text books prescribed for the particular class. The Inspectors of Schools are authorised to draw the amount of grant on the basis of fund allotted by the Director of School Education, Tripura and to advance the amount after drawal to the Headmaster/Teachers-in-charge of schools keeping proper receipts for effecting disbursement to the eligible students of the schools. For this purpose, the Inspector of Schools would maintain accounts of the amount advanced to individual Headmaster/Teacher-in-charge of the school for the recoupment of advance made by him by submitting duly receipted Acquittance roll/Actual payees receipts (APRs). When the disbursement is over, the Headmaster/Teacher-in-charge of the School would send the Acquittance roll/APR to the concerned Inspector of schools for recoupment of advance.

A scrutiny of the records of the Inspectors of Schools, Mohanpur and Khowai revealed that acquittance rolls/actual payees receipts for Rs. 2.01 lakhs out of Rs. 3.01 lakhs advanced during 1980-81 to 1984-85 were not received.

In the absence of Acquittance rolls/APRs it is not clear how these Inspectors of Schools could satisfy themselves that the advance given to Headmasters were distributed to the actual recipients.



Test check of the records of the Inspector of Schools, Bishalgarh revealed that no action was taken by him to ascertain the number of students eligible for book grant during 1984-85 and hence no demand was placed by him with Director of School Education for placing necessary funds for book grant during 1984-85. As a result, at least 1500 students who would have become eligible to get the benefit of book grant during 1984-85 were deprived of the benefit. The Government stated (February 1986) that the matter was being looked into.

*(b) Supply of dresses to girl students belonging to scheduled caste and scheduled tribe (reading in Class III to VIII)*

To give incentive to scheduled caste and scheduled tribe (S.C. and S.T.) girl students (reading in class III to VIII) in attending schools in greater number, the scheme for supplying dresses (comprising two frocks and two jangias/shorts) to them was introduced from April 1980. The amount is admissible for each SC/ST girl in class III to V and for each SC/ST girl in class VI to VIII at the rate of Rs. 30 and Rs. 40 per annum respectively. The amount would be paid in cash to such girl students to purchase their dresses on condition that they have been promoted from their lower classes and have maintained at least 50 per cent attendance in the lower classes of the previous year. The Directorate of School Education, Tripura did not maintain proper records to indicate the year-wise expenditure incurred on the scheme by the different Inspectors of Schools in the State (17 Inspectorates) although funds to the extent of Rs. 13.10 lakhs were allotted to the different Inspectorates in the State during the years 1979-80 to 1984-85 for incurring expenditure on this account. Reasons for non-maintenance of proper records were not stated (July 1985).

During the test check of the records of the Inspector of Schools, Jirania, it was, however, noticed that only 45 per cent of the SC/ST girl students reading in class III to VIII was covered under the scheme during the years 1982-83 to 1984-85 (2721 students were covered out of 6034) by incurring total expenditure of Rs. 0.87 lakh. Reasons for not providing incentive under the scheme to the remaining 3313 ST/SC girl students reading in class III to VIII during 1982-83 to 1984-85 were not available on record. It could not also be clarified to Audit by the Inspector of Schools, Jirania whether such shortfall was due to non-fulfilment of 50 per cent attendance in the lower classes of the previous year (July 1985),



Records maintained by the Inspector of Schools, Bishalgarh showed that only Rs. 0.41 lakh was drawn in 1981-82 and no further drawal was made during the year 1982-83 to 1984-85 to give incentive under the scheme to the eligible SC/ST girls reading in class III to VIII. Of this, Rs. 0.05 lakh was paid to SC/ST girl students in 1981-82, Rs. 0.29 lakh was paid in 1982-83 (girl students selected in 1981-82) and Rs. 0.06 lakh during 1983-84. The balance amount of Rs. 0.01 lakh was deposited into the treasury at the instance of audit. The Inspector of Schools, Bishalgarh did not ascertain the total number of eligible SC/ST girls to be selected under the scheme during 1982-83. No detailed records (school wise) were maintained from 1982-83 to 1984-85 to show the actual position in regard to selection of SC/ST girl students (reading in class III to VIII) under the above scheme.

Records relating to implementation of the above scheme could not be made available to Audit by the Inspectors of Schools, Khowai and Mohanpur (July 1985).

The Government stated (February 1986) that the respective Inspectors of Schools were being pursued to furnish detailed information regarding actual information in respect of beneficiaries.

### (c) *Attendance scholarship scheme*

To give incentive to scheduled tribe (ST) girl students reading in class II to V to attend schools in greater number, the attendance scholarship scheme was introduced since 1979-80. According to the scheme, S.T. girl students reading in class II to V who had passed the preceding annual examination maintaining 75 per cent attendance were eligible for Attendance scholarship at the rate of Rs. 10 per annum. During test check of the records of the Directorate of School Education, Tripura it was noticed that year-wise expenditure statement on the scheme was not collected from the different inspectorates (17 inspectorates) implementing the scheme in the State and as a result, no proper accounts indicating year-wise expenditure incurred on the scheme, were maintained at the Directorate level to ensure successful implementation of the scheme in the State. Reasons for non-maintenance of accounts records could not be stated (July 1985).

Funds to the extent of Rs. 1.99 lakhs were allotted to different inspectorates (17 inspectorates) by the Director of School Education during 1979-80 to 1984-85 (1979-80 :



Rs. 0.20 lakh ; 1980-81 : Rs. 0.13 lakh ; 1981-82 : Rs. 0.42 lakh ; 1982-83 : Rs. 0.46 lakh ; 1983-84 : Rs. 0.57 lakh ; 1984-85 : Rs. 0.21 lakh). No follow up action was, however, taken. Relevant records relating to implementation of the scheme could not be made available to Audit except Inspector of Schools, Jirania and Bishalgarh (July 1985).

### 3.3.5 *Non-formal system of education*

The Sixth Plan envisaged that it would be necessary to introduce non-formal system of education designed to cater to the needs of these children who have never been to school and who have dropped out of the formal school system.

The State Government could not, however, implement the scheme due to non-completion of preliminaries such as finalisation of special curriculum, publication of text books, etc., (July 1985).

The State Institute of Education received during March-November 1982 gift materials (i.e. glazed news paper 1008 reams from various agencies, off-set printing paper 377 reams and cover paper 258 reams through Hindusthan Paper Corporation Ltd., Bombay, Orient Paper Mills, Amlai and Bansal Paper Mills, New Delhi) for the purpose of non-formal system of education in the State and Rs. 0.50 lakh was spent towards transportation cost of these gift papers. The gift papers so received, however, remained unutilised (July 1985).

### 3.3.6 *Inspection and Supervision*

The stepping up of enrolment of elementary school children and their retention in schools was proposed to be achieved during Sixth Plan period by strengthening administrative and supervisory machinery at the elementary stage. The Director of School Education, Tripura, Agartala reviewed (March 1983) the position and mentioned that for proper supervision and inspection of the senior basic schools (Class VI to VIII), it would hardly be possible for Inspectors of Schools to do full justice to the assignment in addition to their complex nature of increasing administrative and development activities. It was, therefore, decided (March 1983) by the Government that henceforth Senior Assistant Inspector of Schools would inspect and supervise the Senior Basic Schools under the jurisdiction of Inspectorate.

There are 126 Senior Basic (SB) Schools under the jurisdiction of 5 Inspectorates whose records were test



checked by Audit (Udaipur : 28 ; Khowai : 20; Bishalgarh : 34; Mohanpur : 26; Jirania : 18). It was noticed that no Senior Assistant Inspectors of Schools or Deputy Inspectors of Schools were posted and no inspection programme for SB schools was taken up by any of the 5 (five) Inspectorates (July 1983). As a result, inspection works of the SB Schools remained in arrears from 1983-84 onwards (according to norm SB School should be inspected at least once a year). The Government stated (February 1986) that there were no such posts in the Directorate. Though Inspector of Schools, Udaipur stated (July 1985) that some SB Schools were visited by him but no inspection reports in support of inspection were available on record. The Government stated (February 1986) that records of inspection were maintained only in statement forms due to non-availability of printed inspection forms and steps were being taken to get the forms printed to maintain records in future.

There are 573 Junior Basic (JB) Schools at the end of 1984-85 under the jurisdiction of 5 Inspectors of Schools (Khowai : 95 ; Udaipur : 110; Bishalgarh : 154; Mohanpur : 93 ; Jirania : 121). Though JB Schools were inspected by the Assistant Inspectors of (A.I.) schools test check of the records of five Inspectorates showed that file containing inspection reports were not maintained properly with the result that it was not possible to verify whether all the JB Schools were inspected by the concerned AI of Schools at least twice in a year as per norm. No inspection charts showing the various dates of inspection were also maintained. The Government stated (February 1986) that the inspection charts were not maintained due to non-availability of printed forms which would be supplied to all Inspectorate in future.

The inspection reports of Assistant Inspectors of Schools of the five Inspectorates whose records were test checked by Audit specially disclosed many deficiencies including deplorable condition of many schools that the essential documents like Attendance register, Merit Book, etc., had to be kept by the school authorities outside the school premises for their safety. There was no record to show that various remedial measures were taken by the department to improve the condition of the schools so as to avoid drop out of the school students after initial enrolment (July 1985). While admitting the fact of deplorable condition of school buildings and keeping the valuable documents outside the school premises, the Government stated (February 1986) that it had not been possible to construct, reconstruct school houses due to financial constraints.



### 3.3.7 Teachers

In respect of primary schools (Class I to V), the teacher pupil ratio is 1 : 30 (1 teacher for 30 students). While deciding the number of teachers as per above norm, the Headmaster/Teacher in-charge would be excluded. For classes VI to VIII (Middle stage school—Senior basic), the teacher pupil ratio would depend upon the number of students and sections in a school.

The year-wise position of teachers for primary schools is shown below as per records maintained by the department.

Year upto	Enrolment in primary schools	Teachers required as per ratio 1:30	Teachers in position	Shortage of teachers
<i>(Figures in number)</i>				
1979-80	2,51,191(2.51 lakhs)	8,373	5,264	3,109
1980-81	2,93,866(2.94 lakhs)	9,795	6,180	3,615
1981-82	3,25,504(3.26 lakhs)	10,850	6,187	4,663
1982-83	3,39,112(3.39 lakhs)	11,303	7,096	4,207
1983-84	3,49,274(3.49 lakhs)	11,642	8,001	3,641
1984-85	3,50,590(3.51 lakhs)	11,686	7,567	4,089

Government stated (February 1986) that it had not been possible to create more posts of teachers due to paucity of fund. Endeavour was, however, being made to provide more funds for creation of posts of teachers.

As regards the position of teachers in Middle stage schools (Senior Basic) Classes VI to VIII, 441 teachers were appointed as against the sanctioned posts of 1173 teachers during 1979-80 to 1984-85 raising the total number of teachers to 1554. Reasons why the remaining 732 posts of teachers (1173—441) were not filled up, could not be stated (July 1985).

### 3.3.8 Training

Out of 8001 teachers in position as on 31st March 1984 at the primary stage, 3475 teachers remained untrained. The actual position in respect of trained teachers at middle stage could not be stated by the Department (July 1985).

### 3.3.9 Nationalised Text Books

Scrutiny of the records of Nationalised Text Books maintained by the publication wing of the Directorate of



Education revealed that during 1980-81 to 1984-85 and up to April 1985, only 28,05,135 copies of different categories of N.T. Books were delivered after printing by the Government Press as against the required number of 31,99,500 copies, although papers were already supplied by the Publication Wing to the Government Press. The result was that publication wing of the Directorate of Education could not complete their supplies of N.T. Books to the different Inspectorates. Reasons for shortfall in supply were not available on record (July 1985).

A test check of the records of Khowai, Bishalgarh, Mohanpur and Jirania Inspectorates also disclosed the following points.

The stock register maintained by the Inspector of Schools, Khowai disclosed that during April 1981 to November 1985, 27,450 copies of different categories of N.T. books had been issued to the Assistant Inspector of Schools, Khowai North Circle for distribution to the students on payment. As against the sale price of 21,773 copies amounting to Rs. 0.23 lakh, only Rs. 0.10 lakh had been deposited into the treasury. Reasons for short deposit of Rs. 0.13 lakh could not be explained to Audit (July 1985). Similarly, it was noticed from the records available with the Director of Education that out of the sale proceeds of Rs. 0.26 lakh, the Inspector of Schools, Jirania had remitted Rs. 0.09 lakh only. The departmental investigation, started in January 1985, is still in progress (July 1986).

Government stated (February 1986) that the matter was being looked into.

Stock register maintained by the publication unit of the Directorate of Education, Tripura, Agartala showed that during 1980 and 1981 academic session 1,03,000 copies of different categories of N.T. books were supplied to the Inspectors of Schools, Bishalgarh through different challans duly receipted by the Bishalgarh Inspectorate, whereas stock register maintained by the Inspector of Schools, Bishalgarh reflected only 70,700 copies of N.T. books. The whereabouts of 32,300 copies of N.T. books (Value Rs.0.90 lakh) not accounted for in the stock register of Inspector of Schools, Bishalgarh, is not known. No investigation into the matter was conducted (July 1985). No physical verification of stock was conducted by the Inspector of Schools, Bishalgarh during 1980-81 to 1984-85. Reasons for not conducting annual physical



verification of stock were not available on record (June 1985). Similar discrepancies were also noticed in the stock registers maintained by the Inspector of schools, Mohanpur and Khowai.

Owing to introduction of the revised edition of the four categories of the N.T. books with effect from 1981 session, the stock of the old edition (71,984 books) of the same was to be treated as dead stock due to change in syllabus. As per stock registers of Inspectors of Schools, Mohanpur and Bishalgarh, it was noticed that 6822 copies (Mohanpur—2,608; Bishalgarh—4,214) of N.T. books were treated as dead stock. Although the publication unit of the Directorate of Education, Tripura, Agartala, issued in December 1980 instructions to send all the dead stock to them, the Inspector of schools, Mohanpur reported (December 1983) only 613 copies as dead stock (instead of 2,608) to the publication unit of Directorate of Education, Tripura, Agartala. No action was, however, taken by the Inspector of Schools, Bishalgarh to send the dead stock (June 1985). The Government stated (February 1986) that the matters relating to dead stock were being looked into.

#### 3.3.10 School buildings gutted by fire

Test check of the records of the 5 (five) inspectorates showed that during 1981-82 to 1984-85, 87 school buildings were gutted by fire under the jurisdiction of 3 Inspectorates (Jirania—25 school buildings; Udaipur—45 school buildings; Khowai—17 school buildings) and loss to the extent of Rs. 17.12 lakhs in 58 cases (out of 87) was assessed (Jirania 19 cases Rs. 6.06 lakhs; Udaipur 27 cases Rs. 8.51 lakhs, Khowai 12 cases Rs. 2.55 lakhs). No action was taken to assess the loss in remaining 29 cases by Inspectors of school (Jirania 6 cases) Udaipur (18 cases) and Khowai 5 cases (July 1985). The actual position in respect of school buildings gutted by fire during 1981-82 and 1982-83 could not be stated by the Inspector of schools, Bishalgarh (June 1985). Loss to the extent of Rs. 1.15 lakhs only was assessed by the Inspector of schools, Bishalgarh in respect of 10 school buildings (out of 12) gutted by fire 1983-84 and 1984-85. The Inspector of schools, Mohanpur did not take any action to assess, the amount of loss in respect of 5 school buildings gutted by fire during 1982-83 to 1984-85 (June 1985).

There is nothing on record to show whether (i) formal investigation reports in respect of the school buildings gutted by fire, were obtained from Police authorities by the Inspectors of schools, Jirania, Mohanpur, Bishalgarh, Udaipur



and Khowai and (ii) whether complete reports after assessing the losses were forwarded to the Government to write off the losses as required under the Rules.

### 3.3.11 *Construction/repairs of school buildings*

A test check of the records of the Inspector of schools, Jirania, Mohanpur, Bishalgarh and Khowai showed that out of the advances of Rs. 19.97 lakhs made to the Headmasters of the schools concerned during 1979-80 to 1984-85 for execution of works such as construction/reconstruction/repairs of the school buildings through respective Gaon Pradhans under State Rural Employment Programme (SREP) after drawal of money on Abstract contingent bills (A.C. bills), Rs. 9.58 lakhs remained unadjusted (July 1985) in the books of the Inspectorates, due to non-receipt of accounts, vouchers and completion reports from Gaon-pradhans/Headmasters of the schools.

### 3.3.12 *Mid-day meal programme*

To provide incentive for regular attendance of the primary school students of rural and backward areas in the State (students reading in class I to V) and also to raise the nutritional standard of the students, Mid-day meal programme was introduced by the State Government with effect from 1st March 1980 (1979-80). According to the programme, Mid-day meal/tiffin (food articles) would be supplied to all attending students for 180 days in a year. The expenditure (cost of food articles) per student per day including all incidental expenses would not exceed 50 paise (reduced to 45 paise per student per day from 1st April 1982 onwards). The Directorate of school, Education would be responsible for implementation of the programme. Day to day implementation of the programme would be done through the school meal committee. The Director of school, Education, Tripura would place necessary fund at the disposal of the Inspectors of schools/Head of offices for giving grants-in-aids to the school meal Committee. Inspector of schools/Heads of offices would remain in overall charge of the programme in respect of the school under their jurisdiction and undertake necessary supervision to ensure successful implementation of the programme and also utilisation of grants advanced to the school meal Committees through them. The programme further envisaged that utilisation certificates alongwith statements of expenditure in respect of grants-in-aid released to the school Meal Committees would be obtained regularly by the Inspectors of schools/Heads of offices and



proper accounts maintained for the expenditure actually incurred and number of beneficiaries actually covered under the programme.

(a) The table below indicates the amount drawn and disbursed during 1979-80 to 1984-85 by 5 (five) Inspectors of Schools out of 17 Inspectors in the State.

Name of inspectorate	Amount drawn	Amount disbursed	Unspent balance	Number of students covered
<i>(Rupees in lakhs)</i>				
Jirania	33.71	30.76	2.95	0.72
Mohampur	27.65	24.98	2.67	0.63
Bishalgarh	71.38	64.24	7.14	1.45
Udaipur	48.05	48.05	...	0.96
Khowai	40.47	37.96	2.51	0.74
Total	221.26	205.99	15.27	4.50

The total number of schools in which Mid-day meal programme was implemented under the jurisdiction of the five Inspectorate rose from 461 in 1979-80 to 520 in 1984-85.

The unspent balances were neither reported to the Director of Education nor were they refunded into the Treasury except Inspector of schools, Bishalgarh who reported (June 1985) the unspent balance of Rs. 2.82 lakhs instead of Rs. 7.14 lakhs as per cash book at the end of 1984-85. He could not explain why actual amount of Rs. 7.14 lakhs was not reported to the Directorate of school Education.

It was, further seen that utilisation certificates supported by statements of expenditure were not regularly obtained except in a very few cases from the school Meal Committees and no effective control was exercised by the Inspectors of schools over the grants-in-aid released to the school Meal Committees under Mid-day meal programme. No year-wise proper and systematic records were maintained by the Inspectors of schools to ensure in how many cases utilisation certificates and statement of expenditure were collected at the end of each year and in how many cases these were wanting from the school Meal Committees to whom grants-in-aid were released.

(b) Out of the total enrolment of 9,924 students under the Inspectorates of schools, Jirania, attendance for March 1980 was only 8,601 (School students Class I to V).



Mid-day meal/tiffin was admissible only to attending students. In March 1980, the number of feeding days was 25 and ceiling of expenditure per students per day was 50 paise only. Thus, grants-in-aid to the extent of Rs. 1.08 lakhs were only required to cover the expenditure on the programme in March 1980 ( $8601 \times 25 \times \text{Re. } 0.50$ ) and not Re. 1.40 lakhs so released.

Records of the two more inspectorates Bishalgarh and Khowai showed enrolment strength of the school students class I to V as only 28855 in March 1980 (Bishalgarh—19000; Khowai—9855) and number of feeding days as 20 under Bishalgarh inspectorate and 24 under Khowai inspectorate. Accordingly, grants-in-aid to the extent of Rs. 1.90 lakhs only, were required to be released to the school Meal Committees by the Inspector of schools Bishalgarh to cover the expenditure under Mid-day meal Programme in March 1980 ( $19000 \times 20 \times \text{Re. } 0.50$ ) and Rs. 1.18 lakhs by the Inspector of schools, Khowai ( $9855 \times 24 \times \text{Re. } 0.50$ ). Grants-in-aid amounting to Rs. 4.23 lakhs were, however, released to the school Meal Committees in March 1980 (Bishalgarh—Rs. 2.54 lakhs; Khowai—Rs. 1.69 lakhs). This resulted in excess release of grants-in-aid amounting to Rs. 1.15 lakhs to the school meal committees by the said two inspectorates. Reasons as to why grants-in-aid were released in excess, could not be explained by the Inspectors of schools (July 1985).

(c) It was seen from the records maintained by the Inspector of schools, Jirania that the grants-in-aid bill (bearing No. 52) for Rs. 0.22 lakh dated 25th April 1981 duly passed by Inspector of schools, Jirania for Mid-day meal programme was submitted to Agartala Treasury in April 1981 for encashment. The said bill was missing from Agartala treasury and non-payment certificate was not obtained from treasury in respect of the said passed bill. The matter was reported (November 1981) by the Inspector of schools, Jirania to the Director of school Education, Tripura, Agartala for taking necessary action in the matter. Further development was awaited (June 1985).

(d) Some Secretaries of the Mid-day meal school committees reported (March 1981) to the Inspector of schools, Jirania that records and unspent balance of cash on Mid-day meal programme were destroyed/looted during June 1980 disturbances in Tripura and Inspector of schools sought instructions from the Director of School Education in this regard. No detailed list showing the amount of cash looted/



records destroyed during June 1980 disturbance was, however, prepared by the Inspector of schools, Jirania.

(c) The guideline of the Mid-day meal programme envisaged that school meal committee would open an account with the nearest bank/post office for keeping the amount received from the Inspector of schools as grants-in-aid. The entire amount received should immediately be deposited in this account and there after the amount required for expenditure during a week or a fortnight would be withdrawn. The account would be operated under the Joint signature of the President/Secretary of the school Meal Committee receiving the grant and operating the programme. The amount withdrawn from the account would be handed over to the member of the school meal committee nominated to incur the current expenditure on the programme and further amount should be given to him only after the previous advance was satisfactorily accounted for. This system was introduced with effect from 1979-80 by the State Government to avoid mis-use of grant money on the Mid-day meal programme.

It was seen from the inspection report (February 1985) of the Assistant Inspector of Schools (Mid-day meal programme) of the Bishalgarh Inspectorate that out of the amount of Rs. 0.92 lakh received as grants-in-aid from March 1980 to February 1985 by the Secretary of the School Meal Committee of Ananda Vidya Niketan from Inspector of School, Bishalgarh ; Rs. 0.23 lakh only was deposited with the bank account during the said period leaving of balance of Rs. 0.69 lakh. It was pointed out by the Assistant Inspector of schools that the amount was kept in hand by the Secretary of the school committee. Actual expenditure incurred out of the grant money is also not available on record (June 1985).

It was seen from the records of the Mohanpur Inspectorate that school Meal Committee of the 7 (Seven) Junior Basic Schools though they received grant of Rs. 2.42 lakhs during March 1980 to June 1985 did not open account with the Banks/Post Offices (June 1985). Similarly, it was noticed from the Inspection reports of Assistant Inspector of Schools (inspection conducted during July—December 1982) that 6 (Six) school Meal Committees of Junior Basic Schools under Khowai Inspectorate did not open account with the Banks/Post offices though they received grant of Rs. 0.74 lakh during March 1980 to June 1985. Reasons for not



opening accounts with Banks/Post Offices for depositing the grant were not on record.

(f) As envisaged under the programme, the objectives of the programme are to ensure regular attendance in schools of the primary school students and also to raise their nutritional standard through supply of mid-day meal/tiffin regularly. During test check of the records the following points were noticed.

(i) The percentage of attendance of the primary school students in respect of the 14 Junior basic schools under Khowai Inspectorate during 1982-83 was varying from 6 to 40 with reference to enrolment strength (Class I to V).

(ii) Mid-day meal programme of the Sonacherra Junior basic school under Khowai Inspectorate was closed from 2nd October 1981 to 7th July 1982 (for about 9 months) due to negligence of the member (Teacher-in-charge) of the school meal committee.

(g) On scrutiny of the records of the Inspector of schools, Mohanpur, it was seen that grant money of Rs. 1570 was released on 26th March 1985 of the Mid-day meal committee, Shankhola Junior Basic School on the basis of enrolment strength of 106 students submitted by the school committee in February 1985 whereas report of the Assistant Inspector of Schools (May 1985) revealed that enrolment was for 11 students only. It is, therefore, not clear how enrolment strength was shown as 106 instead of 11.

(h) It was seen from the records of the Inspector of schools, Khowai that except attendance register, no other records such as cash book, feeding register, etc., were maintained by the 17 Junior Basic Schools (Mid-day meal programme) during the period from July 1982 to June 1985.

While noting the audit observations, the Government stated (February 1986) that the matter relating to Mid-day meal was being looked into.

### 3.3.13 Unfruitful expenditure

During scrutiny of records of the Inspector of Schools, Bishalgarh, it was seen that the enrolment position of the Swarnamayee Girls' Junior High School in Krishnakishorenagar was 9 only in 1983 and nil in 1984 session. According to norms, only Assistant Teacher was justified in 1983 and none in 1984. The Inspector of Schools, Bishalgarh sought



instructions (March and July 1984) from the Director of School, Education, regarding transfer of 4 Assistant Teachers, 1 Headmaster and 1 Class IV staff working in that school. On receipt of instructions from the Director of School Education, the Inspector of Schools, Bishalgarh transferred the said 4 Assistant Teachers and 1 Class IV staff to other school with effect from 5th September 1984 (A.N.). Continuation of 4 Assistant Teachers and 1 class IV up to August 1984 and the Headmaster from January 1984 onwards (July 1985) resulted in unfruitful expenditure of Rs. 0.49 lakh.

While noting the audit observations the Government stated (February 1986) that the matter was being looked into.

#### 3.3.14 Utilisation certificate

Thirty four non-Government schools were paid grants-in-aid of Rs. 198.08 lakhs during 1979-80 to 1984-85. The position regarding year-wise payment of grants and receipt of utilisation certificate are given below as per records maintained by the Director of school.

Year	Grants-in-aid paid to 34 non-Government school	Utilisation certificate received	Utilisation certificate wanting
(Rupees in lakhs)			
1979-80	23.48	15.33	8.15
1980-81	24.73	19.56	5.17
1981-82	28.03	18.19	9.84
1982-83	33.71	16.42	17.29
1983-84	40.33	15.56	24.77
1984-85	47.80	Nil	47.80
	198.08	85.06	113.02

No effective steps were taken by the department to obtain the utilisation certificate of Rs. 113.02 lakhs. Government stated (February 1986) that steps were being taken to obtain the certificate early.

#### 3.3.15 Monitoring and evaluation

No systematic arrangement has been made by the department to ascertain (i) whether the required inputs such as black boards, maps, charts, globes etc., had been provided in the elementary schools and were being used properly in the teaching programme, (ii) whether all the reports/returns prescribed by the State Government were being regularly



sent by the subordinate authorities to the State Head-quarter Offices to enable them to apprise themselves of progress of the implementation of the programme from time to time, evaluate it and initiate corrective action.

In the absence of continuous and comprehensive monitoring and evaluation of the formal system of education, it is not understood as to how the impact of the programme could be assessed.

### 3.3.16 *Summing up*

(i) There was gradual decrease in additional enrolment at primary stage during 1982-83 to 1984-85.

(ii) The increase in enrolment of students at the middle stage was not satisfactory compared to that in respect of primary stage indicating that there was heavy drop out at the middle stage.

(iii) The non-formal system of education could not be implemented due to non-finalisation of special curriculum, publication of text books, etc.

(iv) While many schools remained unvisited, the deficiencies pointed out during inspection in respect of the schools visited, were not removed by taking remedial measures.

(v) There was shortage of teachers in both primary and middle stage and sufficient teachers were not adequately trained.

(vi) Text books to different inspectorates were not supplied due to non-delivery of the books by the Government Press.

(vii) Test check of the records of two inspectorate revealed that out of Rs. 3.01 lakhs advanced during 1980-81 to 1984-85 for book grant, acquittance rolls, actual payees receipts for Rs. 2.01 lakhs were not received.

(viii) Despite introduction of the mid-day meal scheme from March 1980 with a view to ensuring regular attendance at primary stage, the percentage of attendance in respect of 14 Junior Basic Schools during 1982-83 varied from 6 to 40 with reference to enrolment strength.

(ix) Rupees 0.97 lakh was incurred on pay and allowances of teaching staff in the schools without any students proved unfruitful.



(x) Though Rs. 1599.12 lakhs were spent on implementation of the scheme during 1979-80 to 1984-85, no systematic arrangement has yet been made for its monitoring and evaluation.

#### 3.4 *Adult Education programme*

3.4.1 National Adult Education Programme (NAEP) was launched in the State on 2nd October 1978. The main objectives of the programme are (i) to enable illiterate adults to attain better knowledge and skills in their occupation and home management besides permanent functional literacy and numeracy and (ii) develop in people habits of healthy living (both personal and environmental hygiene).

Two schemes, viz; State Adult Education programme (SAEP-State plan scheme) and Rural Functional Literacy projects (RFLP), a Central Plan Scheme under NAEP are implemented in the State through Education Department (Social Welfare and Social Education). A review of the programme conducted by Audit during August and September 1985 with reference to the records maintained in the Offices of the Director of Social Welfare and Social Education, 3 District Inspectors of Social Education (DISE) disclosed the following points :

#### 3.4.2 *Organisational set up*

The Government of India was vested with the overall control of the programme which was to be implemented by the State Government (Directorate of Social Welfare and Social Education) through suitable agencies at the field level. There was a National Board of Adult Education at the Centre and a similar Board was established at the State level, with the District Adult Education Committees at the District levels.

The programme comprised the following components :

- (i) Rural Functional Literacy Projects (RFLPs) under National Adult Education Programme (NAEP) with 100 per cent Central assistance ;
- (ii) State Adult Education Programme (SAEP), finalised by the State ;
- (iii) Post-Literacy and Follow-up Programmes, for which the responsibility of organising and financing vested with the project agency responsible for conducting the AEP ; and



(iv) Non-Formal Education for women and girls through a separate scheme for 'Functional Literacy for Adult Women' (FLAW) with 100 per cent Central Assistance.

A review of the implementation of the programme with particular reference to the Sixth Plan period (1980-81 to 1984-85) conducted by Audit between August and September 1985 revealed the following points.

### 3.4.3 Budget provision, expenditure and Utilisation of Central assistance

The budget provision and expenditure on the programme as well as the position of utilisation of Central assistance from 1979-80 to 1984-85, as per records maintained by the Director of Social Welfare and Social Education (DSWSE), were as shown below :

Year	Budget provision	Central assistance received for RFLPs (including unutilised balance of previous year)	Expenditure		Total	Central assistance remaining unutilised at the end of the year
			Central plan scheme	State plan scheme		
(Rupees in lakhs)						
1979-80	20.61	16.30	14.16	13.30	27.46	2.14
1980-81	32.60	15.60	13.99	11.39	25.38	1.61
1981-82	32.26	15.60	15.06	12.37	27.43	0.54
1982-83	29.41	15.60	13.57	13.92	27.49	2.03
1983-84	42.98	12.24	11.31	15.20	26.51	0.93
1984-85	56.11	29.43	20.09	20.00	40.09	9.34
						(provisional)
Total	213.97	104.77	88.18	86.18	174.36	16.59

In addition, an expenditure of Rs. 21.72 lakhs was incurred from 1980-81 to 1983-84 on implementation of the scheme for FLAW. Rupees 3.67 lakhs had been spent under the scheme in 1984-85.

The unutilised Central assistance for RFLPs at the end of 1982-83 as reported (January 1985) by the Director of Social Welfare and Social Education (DSWSE) to the Government of India was Rs. 1.93 lakhs instead of Rs. 2.03 lakhs. The reasons for exclusion of Rs. 0.10 lakh could not be clarified (September 1985).

As per records maintained by the 3 District Inspectors of Social Education (DISEs) of West, North and South Tripura, during 1979-80 to 1984-85, Rs. 83.34 lakhs were



spent on the RFLPs, while the records maintained by the DSWSSE showed the corresponding expenditure figure as Rs. 88.18 lakhs, on the basis of which the Central assistance was released. The discrepancy remained unreconciled (September 1985).

#### 1.4.4 Physical targets and achievements

The following table shows the physical achievements during 1980-81 to 1984-85 in respect of Adult Literacy Centres (ALCs) actually run and actual enrolment against the set physical target under NAEP and SAEP :

Year	ALCs under NAEP targeted to be run	ALCs under NAEP actually run	ALCs under SAEP targeted to be run	ALCs under SAEP actually run	Total ALCs actually run with percentage of total achievement to total target	Total targeted enrolment (@ 30 per centre)	Total actual enrolment with percentage of total achievement to total target
					ALCs percentage		Enrolment percentage
1980-81	900	722	1000	758	1480 78	57,000	32,653 57
1981-82	900	684	1000	720	1404 74	57,000	32,155 56
1982-83	900	617	1000	665	1282 67	57,000	28,135 49
1983-84	900	616	1000	665	1281 67	57,000	27,335 48
1984-85	900	596	1000	644	1240 65	57,000	27,747 49

Percentage of achievement to targets both in running of ALCs and total enrolment gradually decreased over the years. Number of ALCs actually run came down from 1480 in 1980-81 to 1240 in 1984-85 with corresponding fall in total enrolment from 32,653 to 27,747.

According to the department (March 1982), the non-achievement of target in running of ALCs was mainly due to accommodation problem in rural areas as well as lack of co-operation of village people in certain areas and the short-fall in enrolment to low economic status of the rural people as well as reluctancy of adult learners.

Test check of records relating to 7 sectors under NAEP and 2 sectors under SAEP for 1983-84 and 1984-85 revealed that 138 centres out of 170 under NAEP and 56 out of 72 under SAEP in 1983-84, and 163 out of 198 under NAEP and 59 out of 70 under SAEP in 1984-85 enrolled less than 30 learners in each while as per guidelines each ALC should have enrolled a minimum of 30 learners.



While in 1980-81, in all NAEP and SAEP centres taken together, 8,023 learners belonging to Scheduled Castes (SCs) and 11,626 to Scheduled Tribes (STs) were enrolled, in 1984-85, the enrolment figure for SCs came down to 6,395 and that for STs to 10,746.

### 3.4.5 Attendance of learners

As per records relating to NAEP of district level field offices of (West, South and North Tripura) of the DISEs, the year-wise position of ALCs with average attendance of learners below 10 to 30 and above was as follows :

Number of ALCs

Year	With average attendance below 10	With average attendance from 10 to below 20	With average attendance from 20 to below 30	With average attendance from 30 and above	Total
1980-81	47	350	317	8	722
1981-82	12	160	505	7	684
1982-83	10	150	450	7	617
1983-84	6	161	443	6	616
1984-85	11	154	424	6	596

But the DSWSE sent a separate set of figures while reporting the position to the Government of India through annual progress reports as follows :

Number of ALCs

Year	With average attendance below 10	With average attendance from 10 to below 20	With average attendance from 20 to below 30	With average attendance from 30 and above	Total
1980-81	12	152	551	Nil	715
1981-82	Nil	294	204	186	684
1982-83	10	108	492	Nil	610
1983-84	6	123	481	6	616
1984-85	11	111	468	6	596

The department could not clarify the matter (September 1985).

### 3.4.6 Turnout of the literates

As per guidelines, the learners after completion of course for 10 months are required to obtain qualifying marks in the examination so as to declare them literate.



During the period from 1980-81 to 1984-85, 39,056 learners were declared literate against the target of 91,200, the total enrolment during the years being 1,48,025. While the achievement was 43 *per cent* of the target, the percentage of literates with reference to enrolment was only 26. Reasons for shortfall and poor turnover were not available on records.

#### 3.4.7 Training of part-time instructors

The programme provides that the part-time instructors (PTIs) recruited under the scheme are to undergo a short course of training varying from 10 to 21 days so that trained instructors may be deployed in each centre. But it was noticed that many of the centres continued to be run with untrained instructors.

The year-wise position of PTIs deployed and centres run with untrained instructors is given below :

Year	Number of PTIs deployed	Number of centres with untra- ined PTIs
1980-81	1480	460
1981-82	1404	396
1982-83	1282	296
1983-84	1281	302
1984-85	1240	285

The department could not clarify the reasons for non-imparting training to all instructors (September 1985).

#### 3.4.8 Meeting of advisory Board and Committee

The State Adult Education Board, constituted in July 1978 and re-constituted in April 1982, met only twice (May 1982 and April 1984) between April 1982 and March 1985 though scheduled to meet once in a year to review the performance of the programme and provide guidelines for future action. The District Level Committees (DLCs) (West, North and South District) constituted in August 1982 and the Block Level Committees (BLCs) constituted in October 1982 were scheduled to meet once in a quarter to discuss problems and suggest measures for successful implementation of the programme. While the committees of West and North District never met between August 1982 and March 1985 the DLC, South Tripura, met only once in September 1982. Thus the purpose of formation of such committee was defeated.



### 3.4.9 Deficiency in supervision

Test check of records revealed that in Udaipur sector of South Tripura, there was no supervision of 12 NAEP centres between December 1983 and August 1985. In Salem sector of North Tripura, 16 SAEP centres were not supervised between March 1984 and August 1985. There were supervisors-in-charge in both the sectors. The Supervisor-in-charge of Santirbazar sector supervised only 6 to 12 NAEP centres on an average per month between December 1984 and March 1985 against the prescribed norm of 20 centres in each month. Out of 3 project officers required for 3 districts under the NAEP, only one was posted in West Tripura. No supervisory staff were sanctioned under SAEP.

### 3.4.10 Supply of books and learning aids

Under the NAEP, approved primers in adequate number were to be provided to learners, so that they may successfully get through the syllabus of 10 months duration and appear at the ALT thereafter. Separate funds were also provided to procure the primers as well as supplementary materials (Rs. 5 per learner per annum up to January 1984 after which the amount was raised to Rs. 9).

The number of primers and slates supplied to learners was far less than the actual number of learners as indicated below which resulted in non-achievement of the required objective.

#### District-wise position in supply of books and learning aids

Name of Centre	Year	Number of learners	Number of slate supplied	Number of primers supplied
West Tripura NAEP centres	1982-83 to 1984-85	12,677	...	2,338
South Tripura NAEP centres	1982-83 to 1984-85	11,594	...	13,000
North Tripura NAEP centres	1980-81 to 1983-84	13,959	...	...
	1984-85	2,827	...	1,000

The reasons for shortfall in supply of primers and learning aids were not available on records.



#### 3.4.11 *Unauthorised expenditure*

In April 1982, the Government of India issued instructions that within overall ceiling of the Central assistance for NAEP each year, the State Government could generally re-appropriate funds from one item of expenditure of the programme to another item except that such re-appropriation should not be for increasing pay, allowances, honoraria, etc., of the project staff. Rupees 3.12 lakhs were spent on payment of ex-gratia to PTIs and other employees engaged in the programme during 1980-81 to 1984-85 by the 3 DISEs of West, North and South Tripura. Approval of the Government of India for payment of ex-gratia was not obtained (September 1985).

#### 3.4.12 *Diversion of funds*

(a) Rupees 3.39 lakhs of Central assistance received for implementation of NAEP were spent during 1983-84 to 1984-85 by the DISE, West Tripura, towards pay and allowances as well as honoraria to the staff and part time instructor working in Jirania, Mohanpur, Khowai, Teliamura Blocks. There were no centres under NAEP in these Blocks.

(b) Freight charges of Rs. 0.35 lakh including an avoidable expenditure on demurrage of Rs. 0.11 lakh on 1000 coils of barbed wire booked from Calcutta to Dharmanagar by rail and received as a free gifts from UNICEF for use under Applied Nutrition Programme (ANP) were charged (December 1980 and October 1982) to SAEP, which was not in any way related to SAEP.

(c) Rupees 1.22 lakhs advanced (1978-79) to Tripura Small Industries Corporation by the DISE, South Tripura, for supply of 18 tons of GCI sheets for use in Balowari centres under a separate scheme were charged to SAEP. Against the advance, only 10 tons of GCI sheets valued at Rs. 0.68 lakh were received (August 1979) so far. The balance 8 tons of GCI sheets valued at Rs. 0.54 lakh was neither received nor was the cost refunded even though more than 6 years (September 1985) had elapsed.

(d) Under NAEP, re-appropriation of funds earmarked for lighting of ALCs for other purposes were prohibited (April 1982) by the Government of India.

During 1982-83 to 1984-85, Rs. 1.14 lakhs were earmarked for lighting of ALCs in West Tripura, but Rs. 1.09 lakhs were utilised by the DISE, West Tripura towards cost of GCI sheets, steel furniture, tyres, tubes,



electricity charges of the DISE office and contingency under SAEP, while in the expenditure statements and utilisation certificates furnished to the DSWSE for onward transmission to the Government of India, the entire amount was shown to have been spent on lighting. Again, out of Rs. 0.42 lakh earmarked for training in 1982-83, Rs. 0.22 lakh were utilised for other purposes by the DISE, West Tripura, but in the expenditure statement and utilisation certificate, the amount was shown entirely to have been spent on training. Similarly, out of Rs. 1.24 lakhs earmarked for lighting of ALCs in South Tripura during 1983-84 to 1984-85, Rs. 1.22 lakhs were spent by the DISE, South Tripura on house rent, contingency, exhibition, cost of slates, alphabet charts, etc., but in the expenditure statement and utilisation certificate for 1984-85, Rs. 0.36 lakh were shown to have been spent on lighting.

(e) Records maintained by the 3 DISEs of West, South and North Tripura showed that materials (like ironsafes, steel furniture, GCI sheets, microplanes, sports materials, ration for Khilpara Home, etc.) worth Rs. 4.22 lakhs (West Tripura : Rs. 0.59 lakh ; South Tripura : Rs. 2.83 lakhs ; North Tripura : Rs. 0.80 lakh) not in any way connected with implementation of NAEP, were purchased by the DISEs during 1979-80 to 1984-85.

#### 3.4.13 *Utilisation of incentive grants*

From 1983-84 onwards, the Government of India was giving incentives grants of Rs. 3 lakhs under NAEP to one of the districts of each State for doing the best work in female adult literacy. Accordingly, the incentive grants of Rs. 3 lakhs each were given in March 1984 to North Tripura for 1983-84 and in March 1985 to West Tripura for 1984-85. It was envisaged in the scheme that the grant money would be spent for the concerned district by supplying one projector and two educational-cum-recreational films including a mobile van for use in extending mobile library service, giving first aid and transporting the projector for film shows. Out of rupees six lakhs to be spent for the 2 districts for the purpose for which the grants were released, 2 jeeps with 2 trailers (instead of mobile vans) at a cost of Rs. 2.11 lakhs only were purchased in February 1986 leaving an unutilised amount of Rs. 3.89 lakhs (May 1986).

#### 3.4.14 *Post-Literacy and Follow-up Programme*

Though one of the important components of the AEP was 'Post-Literacy and Follow-up Programmes', objectives



of which were to help the neo-literates to retain their acquired literacy skill and prevent them from relapsing into illiteracy and most of the ALCs functioning since 1979 in the State conducted several rounds of 1st circle courses or 10 months' duration, post-literacy and follow-up programme were not taken up in any of the 3 districts (September 1985).

#### 3.4.15 *Mobile library*

With a view to extending library facilities to neo-literates under SAEP, mobile library was set up in Tripura South and West districts and 39,816 books worth about Rs. 1.46 lakhs were purchased during 1979-80 to 1984-85. Though 6,034 books were distributed to different distributing centres for issue to the neo-literates, no report about issue of books to neo-literates from distributing centres was obtained (September 1985). Basic records of assessment of requirement and suitability of books so purchased were not maintained.

#### 3.4.16 *Non-Formal Education for Women and Girls*

The year-wise number of women and girls made literate during each year from 1980-81 to 1983-84 under the programme component of 'Non-Formal Education for Women and Girls' through FLAW, which was discontinued from January 1985, was as follows :—

Year	FLAW centres functioning	Enrolment strength	Number of women and girls made literate (with percentage to total enrolment)	
1980-81	358	6730	1001	15
1981-82	371	8071	3173	39
1982-83	337	6654	1883	28
1983-84	315	8496	1783	21
		29951	7840	26

It would be seen from the above that during 1980-81 to 1983-84, out of 29,951 women and girls enrolled in different FLAW centres only 7840 were made literate, the overall percentage of making literate to total enrolment being as low as 26. The corresponding figure for 1984-85 were not available.

#### 3.4.17 *Monitoring and evaluation*

Though setting up of a State Headquarters Cell at the Directorate for monitoring and evaluation of the programme was envisaged in NAEP, such a cell was neither set up under NAEP nor under SAEP. In absence of monitoring and evaluation, not only the implementation of the programme



suffered for want of timely remedial measures but also the overall impact of the programme on illiteracy remained unassessed.

#### 3.4.18 *Summing up*

During 1980-81 to 1984-85, at a total cost of Rs. 146.90 lakhs, number of adult literacy centres run in each year was ranging between 1240 and 1480 against the target of 1900. The corresponding annual enrolment was between 27,335 and 32,653 against the target of 57,000.

The majority of adult literacy centres failed to enter the minimum number of 30 per centre of adult learners, as prescribed in the programme. There was also misreporting on average attendance of learners to the Government of India.

During 1980-81 to 1984-85, actual number of learners declared literate was 39,056 which was only 26 per cent of the total enrolment of 1,48,025. A substantial number of part-time instructors (PTIs) remained untrained at the end of 1984-85.

The advisory Board and Committees set up for review of the programme and suggesting remedial measures did not meet regularly, as envisaged.

In each of the 3 districts, a large number of adult learners were not supplied with primers, which were the basic learning materials.

Rupees 3.39 lakhs of Central assistance received under NAEP were diverted to another programme. Materials worth Rs. 4.22 lakhs, not in any way connected with implementation of NAEP were purchased with NAEP funds during 1979-80 to 1984-85.

No post-literacy and follow-up programme as envisaged under AEP were taken up. There was also no monitoring and evaluation of the programme as envisaged in NAEP. The overall impact of the programme in the State remained unassessed.

### FISHERIES DEPARTMENT

#### 3.5 *Loss of revenue*

Government issued orders in December 1978 to lease out State-owned water areas to 'Matsyajibi Samithis'.



Samities' at the annual lease-value of Rs. 1,200.00 and Rs. 750.00 per hectare of accessible and in-accessible areas respectively for pisciculture with the stipulation that the annual lease-value thereof had to be deposited by the leasees in two instalments in January and July each year failing which the water areas would stand reverted to Government for a fresh lease.

During April 1983 to August 1985, 41.37 hectares of water areas owned by Government were leased out to five Matsyajibi Samabaya Samities for different terms. Due to delay in taking over these areas immediately on expiry of the lease terms/default in payment of annual lease value as well as lack of prompt action by the department to settle fresh leases, the said water areas were not leased out for periods ranging between 14 and 21 months resulting in loss of revenue to the extent of Rs. 0.56 lakh.

Government stated (May 1986) that the matter was under investigation. Further developments are awaited (May 1986).

## INDUSTRIES DEPARTMENT

### 3.6 *National Project on Biogas Development*

Biogas (Methane), used as fuel for cooking, lighting, etc., is produced by conversion of fermented organic matter (mostly cow dung). The residual slurry is a fully matured organic manure. Under the Sixth Plan, a National Project on Biogas development was launched by the Government of India in November 1981.

The main objectives of the programme are to (i) provide energy in a clean unpolluted form, (ii) make available enriched fertilizer as a by-product, (iii) reduce pressure on the dwindling fuelwood supplies entailing check on indiscriminate felling of trees and consequent deforestation, (iv) assist rural women through elimination of smoke-filled cooking methods, reduce the drudgery, eye diseases, etc. and (v) bring improvement in rural sanitation.

The Central assistance admissible for the programme included (i) subsidy on a graded scale for different sizes of Biogas units, (ii) *cent-per-cent* subsidy to State Government for core organisational support at headquarters and in



selected districts, (iii) cost of repair units, (iv) turn-key job fees for setting up plants (v) promotional expenditure and training and (vi) incentives to village functionaries.

**Targets and Achievements :—**The physical targets and achievements together with estimated outlay and the expenditure under the project during 1981-82 to 1984-85 were as follows :—

Year	Physical targets for setting up of biogas plants (In number)	Achievement (In number)	Estimated outlay (Rupees in lakhs)	Expenditure (Rupees in lakhs)
1981-82	47	Nil	1.54	Nil
1982-83	100	Nil	3.93	Nil
1983-84	10	Nil	0.95	0.15
1984-85	10	Nil	0.99	Nil
			7.41	0.15

On a review of the scheme conducted during July to November 1985 with reference to the records in the Directorate of Agriculture revealed the following :—

(i) The scheme was not implemented in the State except for organising a training course for 20 village masons at a cost of Rs. 0.15 lakh. As a result of non-implementation of the programme, the State Government could not utilise Central assistance of about Rs. 7.26 lakhs available for the purpose during the period 1981-82 to 1984-85.

(ii) The Government of India had communicated (March 1982) that under the project, the whole of Tripura had been selected as an Intensive Biogas Development District and requested the State Government, Agriculture Department (Which was selected as the nodal department in respect of the project) to post a district staff unit at a total cost of Rs. 0.45 lakh per annum. Rupees 0.19 lakh was sanctioned (March 1982) as grants-in-aid in advance for meeting the expenses on the staff. No staff was however, appointed for this purpose, by the State Government.

(iii) The Government of India had fixed a target of 167 Biogas units for the State during the Sixth Plan period. As the project was not implemented, the State was deprived of the benefits accruing from these units.

(iv) Government of India allotted (July 1983) 10 tonnes of cement to be utilised for the project. This was also not utilised as the project was not implemented.



(v) The Khadi and Village Industries Board which was entrusted with the implementation of the project conducted "Construction and Maintenance Training" programme for 20 Village masons at a cost of Rs. 0.15 lakh. The masons were to be given 3 weeks training during which they were to construct at least one Biogas plant under the supervision of the trainers. No such plant was constructed by them. The training also proved unfruitful as the project itself was not implemented.

The main reasons attributed for slow progress of the Project, as intimated (May 1984) to the Government of India, were as follows :—

(i) Non-revision of estimates prepared on the basis of the 1972 schedule, by the KVIC, Bombay ; (ii) Non-revision of the existing rate of subsidy by the Government of India ; (iii) Easy availability of wood as fuel in Tripura ; and (iv) Apathy of the local farmers towards construction of biogas plants.

The above reasons are not convincing as :—

(i) The KVIC, Bombay approved in February 1980 the revised estimates for biogas plants to be applicable to the States of North-Eastern Region including Tripura. The Government of India also communicated (June 1984) the revised estimates for 1984 worked out by the KVIC ; (ii) The rate of subsidy for the States of North-Eastern Region were kept higher, as compared to the other States and revised by the Government of India in April 1982 and again in April 1984 ;

(iii) One of the objectives of the project was to exercise check on indiscriminate felling of trees and consequent deforestation. As such, easy availability of fuel wood should not have been allowed to continue, as apart from causing deforestation it also resulted in non-enforcement of the biogas programme ; and (iv) Records showed that even in the absence of publicity during 1980-81 to 1981-82, 73 applications from local farmers for construction of biogas plants were received by the KVIB. This was an indication that there was no apathy on the part of the local farmers. The applications remained undisposed of (September 1986). Had there been appointment of the district staff unit, through whom field publicity of the benefits of the programme could be organised, there could have been more response from the interested farmers.



### 3.6.1 *Loss in supply of energy and organic manure*

Non-implementation of the project by the State Government during 1981-82 to 1984-85 resulted in loss of an additional supply of energy of 12.25 lakh Kilowatt hours (i.e. 2.61 lakh cubic metres of biogas converted into electricity equivalent), valued at Rs. 8.58 lakhs, and organic manure of 2,734 MT (sufficient for manuring 110 hectares of agricultural land), valued at Rs. 1.37 lakhs, which would have been burnt as dung cake, during 1982-83 to 1984-85.

From 1985-86 onwards, there would be annual loss of Rs. 4.45 lakhs being the value of energy (biogas converted into electricity-equivalent) and organic manure till the construction of biogas plants as targeted.

### 3.6.2 *Summing up*

The National Project on Biogas Development (NPBD), launched in November 1981, by the Government of India, through out the country, the whole of Tripura having been selected as an Intensive Biogas Development District in March 1982, was not implemented by the State Government except organising a training course for 20 village masons between February and March 1984 at a cost of Rs. 0.15 lakh. The training imparted to village masons has thus proved unfruitful so far (September 1986). The poor progress of the project caused loss of an additional supply of energy valued at Rs. 8.58 lakhs and organic manure valued at Rs. 1.37 lakhs during 1982-83 to 1984-85, apart from an annual loss of supply of energy and organic manure valued at Rs. 4.45 lakhs till construction of biogas plants as targeted.

## INFORMATION, CULTURAL AFFAIRS AND TOURISM DEPARTMENT (ICAT)

### 3.7 *Infructuous expenditure*

In order to familiarise 'Tripura' to the rest of the country and also to attract *tourists* to the State, Government of Tripura decided (September—October 1978) to produce a documentary film captioned "Land and Life in Tripura." The film was intended to depict the past heritage of the people and also the history of the last few decades of the State. With this object in view, the production of the documentary film was entrusted (March 1979) to a Calcutta based renowned film director at a negotiated cost of production of Rs. 2 lakhs. The salient features of the agreed terms and



conditions were :—

i) The film should be in Eastman colour and in both 35mm and 16mm, and should be of 1200 meter long (about 40 minutes run) with a provision for shorter version suitable for circulation through the Film Division of Government of India. Both the long and short version should be dubbed in English for their exhibition outside the State.

ii) The film maker should not be discharged in any way of his responsibility if the film was not found to be of required standard.

iii) The film maker should obtain necessary censorship certificate as required under censorship Rules, 1958 at his expense. He should also bear the cost of pre-view of the film.

iv) The tentative date of completion of the film was July 1979.

v) To start with the work, the director was to be paid Rs. 0.25 lakh immediately after finalisation of agreement, Rs. 0.75 lakh by 31st March 1979 either in instalment or at a time and balance of Rs. 1 lakh on delivery of the film in 1979-80 or in instalment proportionate to the work done.

In the course of audit (January—February 1982) of the records of the Director of Information, Cultural Affairs and Tourism, it was noticed that the film maker was paid Rs. 2 lakhs in four instalments between February and May 1979. Besides, Rs. 2000/- was spent as miscellaneous expenditure which included Rs. 300/- as censorship fees paid by the Government. The certificate for unrestricted public exhibition was issued (October 1982) by the Central Board of Film Censors. There was only one show of the film in November 1982 before a gathering of Government Officials and the press. The film was thereafter not released for reasons not available on record.

No guidance or instructions were issued by the Director, ICAT during the course of taking or recording or shooting of the film. The scenario also had not been placed before him by the maker for approval. The length of the film produced was 921.11 meters. Neither shorter version nor dubbing it in English was done.

On this being pointed out in audit (September 1982) Government stated (July 1985) that as regards the shorter version and dubbing of the film in English, decision is yet to be taken (September 1986).



Since the film was not exhibited in public, the purpose of production of the film was frustrated and the entire expenditure of Rs. 2.02 lakhs has proved infructuous.

Government stated (January 1986) that necessary action was being taken for modification and alteration of the film to make it worthy of public exhibition. It was, however, stated (March 1986) on further query that it had not yet been possible to carry out the necessary modification/alteration.



CHAPTER IV  
WORKS EXPENDITURE  
PUBLIC WORKS DEPARTMENT

4.1 *Purchase of transformer oil*

The Assistant Engineer, Stores Sub-Division, Agartala, placed two supply orders in September 1977 on a firm on rate contract with Director General of Supplies and Disposals (DGS & D) for supply of 63 kilolitre (K.L.) of transformer oil valued at Rs. 4.56 lakhs including 4 per cent Central Sales Tax.

The terms of supply orders read with the provisions of the rate contracts envisaged *inter-alia*, that the consignee would have the right to reject the stores within 45 days of receipt of stores, calling for joint inspection and the suppliers would be liable to replace the material if not found acceptable as a result of joint inspection.

Between July and November 1978, 61.452 K.L. of transformer oil valued Rs. 4.45 lakhs had been supplied. The consignee paid Rs. 0.32 lakh as freight charges.

After a lapse of more than 150 days, the consignee lodged a complaint (April 1979) with the DGS & D intimating that the transformer oil received was of sub-standard quality and not according to the ISI specification. As to the reasons for delay in lodging the complaint, the consignee stated that the quality of the oil could be known only after this had been issued to and used by the different consumer sub-divisions.

The DGS & D intimated the consignee on 17th July 1980 that rejection after 45 days from the date of receipt of the stores by the consignee was not valid and in such cases payments were to be made to the supplier.

The division stated (February 1985) that out of 61.452 K. L. transformer oil received, 29.385 K.L. valuing Rs. 2.05 lakhs which was lying in stock had no probability of utilisation in future.

The matter was reported to Government in August 1982 ; reply is awaited (July 1986).

4.2 *Loss due to improper rescission of contract*

Mention was made in paragraph 4.3 of the Report for 1980-81 about the rescission (July 1981) of a contract for



development of site for construction of houses due to slow progress of work.

It was noticed during subsequent audit that the contract was rescinded by the Executive Engineer for and on behalf of Government of Tripura, under clause 3(a) and 3 (c) of the contract. While the security deposit of the contractor stands forfeited to Government under clause 3(a), the extra cost incurred to get the work completed through other agency is recoverable from the contractor under clause 3(c) of the contract. After rescission of the contract, the balance work worth Rs. 2.81 lakhs (according to the original contract) was got completed (March 1983) through another agency at a cost of Rs. 4.89 lakhs. The original contractor went for arbitration against the rescission order and submitted a claim for Rs. 0.76 lakh (including Rs. 0.13 lakh being the amount of forfeited security deposit) before the arbitrator appointed in March 1982 to adjudicate the dispute. A counter claim for Rs. 2.50 lakhs (including the security deposit and difference of cost etc.) was submitted (May 1982) by the department. The counter claim was not entertained by the Arbitrator on the ground that the rescission order was not in order as this was issued for and on behalf of the Government of Tripura, while the actual contract was executed for and on behalf of the Governor of Tripura. The rescission was, therefore, held illegal and improper and the counter claim was not considered for adjudication. The Arbitrator gave his award in November 1982 in favour of the contractor for Rs. 0.18 lakh (Rs. 0.13—Security Deposit and Rs. 0.05 lakh—cost of residual work done before rescission). The award was accepted by the department and the Rs. 0.18 lakh paid (March 1985) to the contractor.

Thus, irregular rescission of contract led to loss of Rs. 2.08 lakhs (Rs. 4.89 minus 2.81 lakhs).

Government stated (March 1986) that the arbitrator had held the rescission of contract by the department as not legal and proper. The arbitrator did not entertain the counter claims preferred by the Government as the claims were not submitted to him after observing necessary formalities and in appropriate manner.

#### 4.3 *Infructuous expenditure on construction of a deep tube-well*

On the basis of a proposal (December 1980) initiated by the Pradhan of the Gao Sabha, for providing irrigation facilities at Kurti, Public Health Engineering Division No. II,



Kumarghat got a tube-well drilled and developed at Kurti by a contractor on behalf of the Minor Irrigation and Flood Control Division No. III, Kumarghat. The Contractor was paid in June 1982 Rs. 0.63 lakh on this account. This expenditure, however, did not include Rs. 0.39 lakh being the cost of pipes supplied departmentally for use in the work.

The departmental records did not indicate that the feasibility of the project had been examined before taking up the work. A scrutiny of records revealed that the tube-well having proved unsuccessful, the department had decided (November 1983) to extract the pipes. Further development is awaited (July 1986).

Construction of tube-well without ascertaining the feasibility thus resulted in an infructuous expenditure of Rs. 1.02 lakhs.

The matter was reported to Government in June 1985 ; reply is awaited (July 1986).

#### 4.4 Outstanding licence fees

Mention was made in paragraphs 20 and 4.5 of the Report of the Comptroller and Auditor General of India for the year 1972-73 and 1977-78 respectively about licence fees, etc., amounting to Rs. 5.96 lakhs remaining unrecovered from the occupants of Government quarters. The Public Accounts Committee in its thirty third report (September 1981) expressed its concern about the non-realisation of the outstanding licence fees and recommended that the department should arrange reconciliation of the outstanding arrears with drawing and disbursing officers and urged the department to submit an up-to-date list of arrears to the Committee. Reconciliation has not been done so far (August 1986).

Records of the Estate Officer revealed that at the end of June 1985, licence fees, water charges and furniture rent totalling Rs. 7.50 lakhs, remained to be recovered from the occupants, as detailed below :

	(Rupees in lakhs)
Licences fees	7.26
Water Charges	0.16
Furniture Rent	0.08
Total	<u>7.50</u>



The matter was reported to Government in April 1985. A reply is awaited (July 1986).

#### 4.5 *Avoidable expenditure*

The work 'supplying and providing flat brick soling and metalling the portion from 8 K.M. to 14.20 K.M. of Manu mukh Birchandra Bazar Road' was awarded to a contractor by the Executive Engineer, Southern Division No. II at the tendered cost of Rs. 6.51 lakhs (estimated cost : Rs. 3.8 lakhs) to be completed by October 1979. After completion of the 4 K.M. of the road, the contractor intimated (October 1980) after one year of expiry of the stipulated period of completion, that in spite of repeated request neither the balance site (2.20 K.M.) had been handed over to him nor had the semi-permanent timber (SPT) bridges on that portion of the road been made fit for plying loaded vehicles. He also requested the department to hand over the site immediately so that he could complete the work by the financial year. Neither did the contractor ask for any extension of time, nor did the department take any action to keep the contract alive by granting extension of time. The reason for this was also not on record. The department intimated in November 1980 that the repairing of the SPT bridges had been completed and requested the contractor to start the work immediately. In belated action, the department also granted in January 1981 extension of time upto March 1981 to keep the contract alive without, of course, any prejudice to the right of the Government to recover any liquidated damages in accordance with the provision of the contract. The contractor, however, did not agree to accept the provision of extension of time as validity of contract had already expired in November 1979.

The contract was closed in September 1981 and Rs. 2.4 lakhs were paid in January 1982. The balance work (Value : Rs. 4.02 lakhs at the rates of first contractor) was awarded to second contractor in June 1982 at his tendered rate and completed at a cost of Rs. 5.76 lakhs (December 1984).

Due to failure of the department either to hand over the entire site and make the SPT bridge fit for plying of loaded vehicles or to keep the contract alive, Government had to incur avoidable expenditure of Rs. 1.74 lakhs (Rs. 5.76 lakhs minus Rs. 4.02 lakhs).

The matter was reported to Government in June 1984. A reply is awaited (July 1986).



## CHAPTER V REVENUE RECEIPTS

### A—General

#### 5.1 *Trend of revenue receipts*

The receipts of the Government of Tripura for the year 1984-85 alongwith those for the two preceding years, are given below :

	1982-83	1983-84	1984-85
	(In lakhs of rupees)		
I. Revenue raised by the State Government	6,13.34	8,37.87	8,06.96
(a) Tax revenue	11,28.36	12,69.54	8,90.38
(b) Non-tax revenue	17,41.70	21,07.41	16,97.34
Total—I			
II. Receipts from the Government of India			
(a) State's share of divisible Union Duties and Taxes	14,77.30	16,78.28	18,58.85
(b) Grants-in-aid	91,48.54	1,07,16.89	1,47,13.36
Total—II	1,06,25.84	1,23,95.17	1,65,72.21
III. Total receipts of the State (I and II)	1,23,67.54	1,45,02.58	1,82,69.55
IV. Percentage of I to III	14	15	9

Receipts from tax revenue during the year 1984-85 constituted 47.54 per cent of the revenue raised by the State. Details of tax revenue and non-tax revenue realised during the year 1984-85, alongside that for the two preceding years, are given below :

	1982-83	1983-84	1984-85
	(In lakhs of rupees)		
(a) Tax revenue			
(i) Taxes on Agricultural Income	0.48	6.94	21.45
(ii) Other Taxes on Income and Expenditure	47.07	61.84	69.38
(iii) Land Revenue	24.87	1,29.15	27.20
(iv) Stamps and Registration Fees	65.97	73.28	80.84
(v) State Excise	51.29	63.07	66.08
(vi) Sales Tax	3,46.86	4,10.03	4,58.96
(vii) Taxes on Vehicles	38.55	47.69	45.85
(viii) Taxes and Duties on Electricity	0.03	0.24	0.34
(ix) Other Taxes and Duties on Commodities and Services	38.22	45.63	36.86
Total :	6,13.34	8,37.87	8,06.96



	1982-83	1983-84 (In lakhs of rupees)	1984-85
(b) <i>Non-tax revenue</i>			
(i) Public Works	25.34	25.23	30.42
(ii) Other Administrative Services	44.20	34.38	69.53
(iii) Miscellaneous General Services (State Lotteries)	4,75.00	4,99.17(a)	0.07(b)
(iv) Education	24.07	23.33	30.86
(v) Social Security and Welfare	25.42	54.43	7.98
(vi) Agriculture	24.10	41.55	46.72
(vii) Dairy Development	20.68	15.34	4.06
(viii) Fisheries	7.02	6.97	15.03
(ix) Forest	1,40.13	1,57.36	2,04.89
(x) Power Project	2,07.11	2,40.19	2,72.83
(xi) Village and Small Industries	11.25	22.79	16.25
(xii) Others	1,24.04	1,48.80	1,91.74
Total :	11,28.36	12,69.54	8,90.38

### 5.2 Cost of collection

Receipts under the major heads of revenue during the year 1984-85, alongside cost of collection are given below :

Source of revenue	Gross collection	Expenditure on collection	Percentage of expenditure to gross collection
	(In lakhs of rupees)		
(i) Taxes on Agricultural Income	21.45	0.31	1
(ii) Other Taxes on Income and Expenditure	69.38	0.76	1
(iii) Land Revenue	27.20	N.A.	N.A.
(iv) Stamps and Registration Fees	80.84	12.70	16
(v) State Excise	66.08	4.89	7
(vi) Sales Tax	4,58.96	10.84	2
(vii) Taxes on vehicles	45.85	3.80	8
(viii) Other Taxes and Duties on Commodities and Services	36.86	1.30	4

(a) Includes other receipts of Rs. 1,30.40 lakhs.

(b) Represents other receipts only.

N.A. : Not available.



### 5.3 Variation between budget estimates and actuals

The variations between Budget estimates and actual receipts during the year 1984-85 and the preceding two years are given below :

	Year	Budget estimates	Actuals	Variation Excess (+) Shortfall(—)
		(In crores of rupees)		
A. Tax Revenue	1982-83	7.64	6.13	(—) 1.51
	1983-84	8.12	8.38	(+) 0.26
	1984-85	10.75	8.07	(—) 2.68
B. Non-Tax Revenue	1982-83	7.30	11.28	(+) 3.98
	1983-84	14.71	12.70	(—) 2.01
	1984-85	7.37	8.90	(+) 1.53

#### B—Sales Tax

### 5.4 Under-assessment due to non-utilisation of information on record

As per the Tripura Sales Tax Act, 1976, if upon information which has come into his possession, the Commissioner is satisfied that sales of taxable goods made by a dealer has escaped assessment in any period or has been under-assessed or assessed at a lower rate or any deduction has been wrongly made therefrom, the Commissioner may, at any time within eight years of the end of that assessment period, proceed to assess or reassess the dealer for such period. The Act also provides for imposition of penalty not exceeding 150 per cent and not less than 10 per cent of the tax payable for concealment of turnover by the dealers.

(a) On a reference made to them in November 1982, eight tea gardens informed the department in December 1982 that a dealer had sold coal valuing Rs. 14.77 lakhs to the gardens during the years 1977-78 to 1981-82. The Assessing Officer, however, computed (January 1983) the taxable turnover of the dealer at Rs. 3.33 lakhs ignoring the information supplied to it by the gardens. The omission resulted in escaping turnover amounting to Rs. 11.44 lakhs escaping assessment and consequent non-levy of tax of Rs. 0.44 lakh. Besides, penalty amounting at least to Rs. 0.04 lakh was leviable on the dealer for concealment of his sales turnover.

On the irregularity being pointed out in audit, the department re-opened (May 1984) the case and raised an additional demand for Rs. 1.01 lakhs against the dealer. Government



stated (December 1985) that on an appeal being preferred by dealer against the additional demand, the Appellate Authority had noticed some procedural defects in raising the demand and ordered re-assessment. Result of the re-assessment is awaited (April 1986).

(b) In assessing (July 1982) a dealer of bricks for the period from 1976-77 to 1979-80, the Superintendent of Taxes determined his turnover for the years 1978-79 and 1979-80 at Rs. 2.95 lakhs and Rs. 2.80 lakhs respectively. Subsequently in August 1982, the department's Inspector reported that the dealer had also unauthorisedly dealt in stone chips (not covered by his registration certificate) and sold such chips valuing Rs. 0.58 lakh to the Public Works Department during 1978-79. The department however, did not reopen the case to levy tax and penalty in respect of the concealed turnover.

On the omission being pointed out in audit, the department revised (November 1983) the assessment and raised additional demand for Rs. 0.17 lakh against the dealer. Report on recovery of this amount and imposition of penalty is awaited (June 1985).

Government stated (March 1986) that the dealer had preferred an appeal before the Tripura Sales Tax Tribunal, which had admitted the appeal and stayed further proceedings. Final order of the Tribunal is awaited (April 1986).

#### 5.5 *Incorrect determination of taxable turnover*

In Agartala—Charge-I, a dealer dealing in type-writers, refrigerators etc. (taxable at different rates varying from 5 per cent to 15 per cent), in his returns, showed his turnover as Rs. 29.63 lakhs for the Bengali year 1390 (corresponding to the period 1983-84). The assessing authority, however, did not accept the turnover as correct and determined his turnover at Rs. 30.58 lakhs by making some adjustments. A scrutiny in audit of the assessment records, however, revealed that the dealer's sales (excluding the sales tax collected by him) amounted to Rs. 32.03 lakhs. His turnover had, therefore, been assessed short by Rs. 1.45 lakhs. It was also noticed that the assessing officer had erroneously levied tax at the rate of 10 per cent, instead of at the correct rate of 12 per cent. The mistakes had resulted in tax being levied short by Rs. 0.19 lakh.

On this being pointed out in audit, Government stated (December 1985 and March 1986) that on a notice for



additional demand for Rs. 0.20 lakh being issued (August 1984), the dealer had preferred the first appeal against the demand to the Appellate Authority and a second appeal before the Tripura Sales Tax Tribunal. The final orders of the Tribunal are awaited (April 1986).

#### 5.6 *Part of sales turnover not assessed to tax*

Under the Tripura Sales Tax Act 1976, on sale of bricks, brick bats and stone chips, tax is leviable at the rate of ten per cent with effect from 4th September 1978.

In Udaipur, on sale of bricks, brick bats and stone chips amounting to Rs. 2.43 lakhs made by a dealer during the years 1980-81 and 1981-82, tax was omitted to be assessed by the Superintendent of Taxes (Charge V), Agartala. The omission resulted in short levy of sales tax by Rs. 24,258.

On the omission being pointed out in audit (November 1983) Government stated (February 1986) that demands for Rs. 0.28 lakh for 1980-81 and Rs. 0.62 lakh for 1981-82 (May 1985) for realisation of the tax including interest had been issued and the cases were under consideration of the Appellate Authority. Subsequent development is awaited (May 1986).

### C—State Excise

#### 5.7 *Non-levy of excise duty on transit loss*

In the Tripura Excise Rule 1962, there is no provision for grant of exemption from payment of excise duty on actual losses in transit of bottled Indian made foreign liquor and beer imported by warehouses from distilleries outside the State.

However, in West Tripura, no excise duty was levied by the department in respect of transit losses of bottled liquor imported by three warehouses during the period from April 1982 to June 1984. The duty foregone amounted to Rs. 0.65 lakh.

On this being pointed out in audit (April 1984), the department discontinued the grant of such exemptions with effect from July 1984. The Collector of Excise also stated (September 1984) that Government instructions in regard to the exemptions already allowed were awaited (September 1985).

Government stated (January 1986) that a fresh legislation was being enacted in this respect. The action proposed to be taken towards the recovery of inadmissible concession already granted had not been indicated by Government.



## CHAPTER VI

FINANCIAL ASSISTANCE TO LOCAL BODIES AND  
OTHERS6.1 *Grants*

During 1984-85, Rs. 12,06.55 lakhs (8 per cent of the expenditure on revenue account during the year) were paid as grants as shown below :

	Amount (in lakhs of rupees)
Educational Institutions (including universities)	2,65.20
Panchayat Samities	1,53.35
Individuals (persons belonging to Scheduled Castes/Scheduled Tribes, <i>Jhumias</i> and new migrants)	28.04
Co-operative Societies	89.57
Village and Small Industrial Units	1,10.45
Agartala Municipality	1,99.82
Medical and Family Welfare Institutions	4.64
Autonomous District Council	2,98.90
Others	56.58
Total	<u>12,06.55</u>

6.2 *Utilisation Certificates*

Under the rules, whenever conditions are attached to the grant, utilisation certificates to the effect that the grants had been utilised for the purpose for which they had been paid are required to be furnished by the grantees to the departmental officers who are required to verify and accept them and forward the certificates to the Accountant General within a period of 18 months from the date of the payment of grants.

At the end of September 1985, 3,337 certificates for Rs. 13,72.15 lakhs of grants paid upto 31st March 1984 were awaited. Of these, 1,355 certificates (Rs. 568.97 lakhs) relate to grants paid upto March 1982. The remaining 1,982 certificates (Rs. 803.18



lakhs) relate to the grants paid during the period April 1982 to March 1984. The department-wise and year-wise details of certificates outstanding are given in Appendix 6.1.

In the absence of the utilisation certificates, it is not possible for the department or the Accountant General to know whether and to what extent the grants were utilised for the purpose for which they were given.



## CHAPTER VII

### GOVERNMENT COMMERCIAL AND TRADING ACTIVITIES

#### 7.1 *General*

This chapter deals with the results of audit of

—Government Companies

—a Statutory Corporation and

—Departmentally-managed Government Commercial and *quasi*-Commercial Undertakings.

Paragraph 7.2 gives a general view of the Companies, paragraph 7.3 deals with general aspects relating to the Statutory Corporation, paragraph 7.4 deals with the departmentally-managed Government Commercial and *quasi*-Commercial Undertakings. Paragraph 7.5 contains a review on Tripura Jute Mills Limited and paragraph 7.6 contains 'Miscellaneous Topics of Interest' containing one case relating to Electric Supply Undertakings.

#### 7.2 *Government Companies—General view*

7.2.1 There were eight Government Companies in the State as on 31st March 1985, including Tripura State Bank Limited which is under liquidation since 1970-71. The position remains the same as it was on 31st March 1984.

7.2.2 A statement as per Appendix 7.1 gives the particulars of upto date paid-up capital, outstanding loans, amount of guarantees, working results etc. The position is summarised as under :

(a) The aggregate paid-up capital as on 31st March 1985 stood at Rs. 10.69 crores against the aggregate paid-up capital of Rs. 8.72 crores in these companies as on 31st March 1984. The investment in Tripura State Bank Limited at the end of both the years was Rs. 3.75 lakhs. Details of agency-wise



holding in these companies as on 31st March 1985 were as below :

Particulars	Number of companies	Amount invested by			Total invest- ment
		State Government	Central Government	Others	
(Rupees in crores)					
1. Companies wholly owned by the State Government	8	10.69	...	...	10.69
2. Companies jointly owned with the Central Govern- ment	Nil	...	...	...	...
3. Subsidiaries	Nil	...	...	...	...
Total	8	10.69	...	...	10.69

(b) The balance of long-term loans outstanding in respect of five companies on 31st March 1985 was Rs. 880.82 lakhs (State Government : Rs. 114.66 lakhs and Others : Rs. 766.16 lakhs), as against Rs. 670.30 lakhs outstanding on 31st March 1984 (State Government : Rs. 92.55 lakhs and Others : Rs. 577.75 lakhs.)

7.2.3 A synoptic statement showing the financial results of all the 8 companies based on the latest available accounts is given in Appendix 7.2.

None of the companies has finalised its accounts for the year 1984-85.

During the year, five companies have finalised their accounts for the earlier years—two companies for 1978-79, one company for 1981-82 and two companies for 1983-84.



The position of arrears of accounts of all the eight Government companies is summarised below :

Extent of arrears	Number of years involved	Number of companies involved	Investment by Government as on 31st March 1985		Reference to serial number of Appendix 7.2
			Capital	Loans	
(Rupees in lakhs)					
1979-80 to 1984-85	6	2	146.86	183.28	1 and 3
1981-82 to 1984 85	4	1	13.00	Nil	6
1982-83 to 1984-85	3	2	831.03	695.42	4 and 5
1984-85	1	2	74.00	2.07	2 and 7
(Under liquidation since 1970-71)		1	3.75	Nil	8

The position of arrears in the finalisation of accounts was last brought to the notice of the Government in June 1986.

### 7.3 Statutory Corporation—General Aspects

7.3.1 As on 31st March 1985, there was one Statutory Corporation in the State viz., Tripura Road Transport Corporation.

7.3.2 The Corporation was established on 23rd October 1969 under the Road Transport Corporations Act, 1950 with a view to providing a co-ordinated system of economic and efficient road transport services and it started functioning from 14th July 1970.

Since the North-East Frontier Railway covers only a small portion of the State from the rail head at Churaibari to Dharmanagar (12 Kilometres), road transport is the principal means of public transportation in the State.



As on 31st March 1984, the State Government had contributed Rs. 6.75 crores towards the capital of the Corporation. However, the contribution of the Government of India (Railways) towards the capital of the Corporation to the end of March 1984 was Rs. 2.32 crores.

The annual accounts of the Corporation have been finalised only upto the year 1982-83, the accounts for the years 1983-84 and onwards were in arrears (September 1986). The delay in compilation of accounts was last brought to the notice of the State Government in June 1986.

The accounts for 1982-83 disclosed a net loss of Rs. 1.50 crores. The cumulative loss of the Corporation upto 31st March 1983 was Rs. 7.07 crores.

#### 7.4 *Departmentally-Managed Government Commercial and quasi-Commercial Undertakings*

There are seven Electric Supply Undertakings in the State run by the Public Works Department. Mention was made in paragraph 7.4 of the Report of the Comptroller and Auditor General of India for the year 1983-84 about the non-compilation of the *pro forma* accounts of these undertakings for the years from 1982-83 onwards. Despite constant persuasion the *pro forma* accounts have not yet been compiled. The matter was last reported to Government in September 1986.

7.4.2 As per *pro forma* accounts of these undertakings for the years 1979-80 and 1980-81 prepared by the department and audited during October-December 1985, the cumulative loss of the undertakings at the end of 1980-81 was Rs. 8.62 crores.

Government capital invested at the close of 1980-81 was Rs. 37.54 crores and the values of gross fixed assets and net fixed assets were Rs. 36.14 crores and Rs. 31.84 crores respectively.

#### 7.5 TRIPURA JUTE MILLS LIMITED (Industries Department)

##### 7.5.1 *Undertaking of unviable project involving heavy capital outlay and recurring losses*

7.5.1(1) Tripura Jute Mills Limited was incorporated on 10th October 1974 as a wholly owned company of the State Government.



The project report of the company, prepared in November 1974 and revised in 1975-76, envisaged setting up the mill with 200 looms 50 for hessian and 150 for sacking with an annual production capacity of 13,233.6 tonnes—2463.6 of hessian and 10,770 tonnes of sacking at a cost of Rs. 6.30 crores with a commercial production of gunnies starting from 1st April 1978.

The mill was to attain 70 *per cent* of optimum production in 1st year (1978-79), 85 *per cent* in 1979-80 and full optimum production in third year, the optimum (practicable maximum) level of annual production being 11,722 tonnes (2341 tonnes of hessian and 9,381 tonnes of sacking) capacity utilisation being 89 *per cent* (hessian : 95 *per cent* and sacking : 87 *per cent*) with full commissioning of all the looms. The report envisaged utilisation of raw jute grown in the State, the yield and quality of which was above Indian average and which was available at a price of Rs. 266.67 per tonne which was less by Rs. 10.00 per maund (Rs. 266.67 per tonne) locally as compared to price obtaining in Calcutta.

The Company was expected to earn a net profit of Rs. 27.32 lakhs on reaching the optimum production in 1980-81 and Rs. 30.94 lakhs in 1987-88 upto which the project profile was formulated.

Capital of Rs. 6.30 crores required for execution of the project was to be provided in a phased manner during 1975-76 to 1977-78 to the extent of Rs. 2.05 crores as share capital, Rs. 0.15 crore as subsidy by the State Government and Rs. 4.10 crores by lending institutions as term loan. The percentage of profit after tax to equity capital was projected between 13.32 in 1980-81 and 15.10 in 1987-88.

The project cost and profitability were revised by the project consultant on 22nd August 1978 and norms of Jute Manufacturers Development Council as regards requirement of raw jute and complement of workers were implemented. As per revised schedule, the project was to cost of Rs. 6.66 crores and was to start from April 1979. The revised profitability at the end of the 3rd year (1981-82 when optimum production was expected to be reached) and in the 10th year (1988-89) were expected to be Rs. 23.58 lakhs and Rs. 10.41 lakhs, respectively.



7.5.1(2) The company has not prepared the annual accounts for the year 1981-82 and onwards. As per a report submitted by the Company to the State Government in January 1986, the working results of the mill for each year from the date of starting commercial production (November 1981) upto 1984-85 were as follows :



Particulars	16.11.1981 to 31.3.1982			1982-83		
	Total	Per tonne	Per cent	Total	Per tonne	Per cent
1	2a	2b	2c	3a	3b	3c
1. Production (in tonnes)	1,209			3,332		
2. <i>Income</i>	<i>(Rupees in lakhs)</i>			<i>(Rupees in lakhs) (Rupees)</i>		
Sale	32.76	2,677		127.85	3,837	
<i>Expenditure</i>						
i) Raw Jute, direct stores and lubricants	19.40	1,605	20	106.30	3,190	29
ii) Direct labour	19.20	1,588	20	83.65	2,511	23
iii) Power and fuel	2.29	189	2	6.00	180	2
iv) Repairs and maintenance	0.08	7	...	2.87	86	1
v) Other Manufacturing expenses and spares	7.62	630	8	19.92	598	5



1983-84			1984-85		
Total	Per tonne	Per cent	Total	Per tonne	Per cent
4a	4b	4c	5a	5b	5c
5,095			4,814		
(Rupees in lakhs)	(Rupees)		(Rupees in lakhs)	(Rupees)	
263.90	5,180		505.88	10,508	
146.93	2,884	33	301.50	6,263	44
123.64	2,427	28	137.75	2,861	20
6.12	120	2	13.75	286	2
5.48	108	1	10.65	221	1
24.76	486	6	38.73	805	6



1	2a	2b	2c	3a	3b	3c
	(Rupees in lakhs)	(Rupees)		(Rupees in lakhs)	(Rupees)	
vi) Selling, General and administrative expenses	5.24	433	6	6.60	198	2
vii) Interest	28.28	2,339	30	71.28	2,139	19
viii) Difference in opening and closing stock of finished goods and work in progress	(—)4.67	(—)386	(—)5	24.51	736	6
Total	77.44			321.13		
4. Depreciation provision	18.16	1,502	19	48.42	1,453	13
Grand Total	95.60	7,907	100	369.55	11,091	100
(a) Net operating Profit (+)/Loss(—)	63.24	(—)5,230		(—)241.70	(—)7,254	
5. Net Cash loss (—)	45.08			(—)193.28		



4a	4b	4c	5a	5b	5c
(Rupees in lakhs)	(Rupees)		(Rupees in lakhs)	(Rupees)	
8.80	172	2	21.03	437	3
90.00	1,766	20	99.00	2,056	15
(—)55.76	(—)1,094	(—)12	(—)23.67	(—)492	(—)13
<u>349.97</u>	<u>6,869</u>	<u>—</u>	<u>598.74</u>	<u>12,437</u>	
90.00	1,766	20	81.00	1,683	
<u>439.97</u>	<u>8,635</u>	<u>100</u>	<u>679.74</u>	<u>14,120</u>	
(—)176.07	(—)3,456		(—)173.86	(—)3,612	
(—)86.07			(—)92.86		



1	2a	2b	2c	3a	3b	3c
	(Rupees in lakhs)	(Rupees)		(Rupees in lakhs)	(Rupees)	
vi) Selling, General and administrative expenses	5.24	433	6	6.60	198	2
vii) Interest	28.28	2,339	30	71.28	2,139	19
viii) Difference in opening and closing stock of finished goods and work in progress	(—)4.67	(—)386	(—)5	24.51	736	6
Total	77.44			321.13		
4. Depreciation provision	18.16	1,502	19	48.42	1,453	13
Grand Total	95.60	7,907	100	369.55	11,091	100
(a) Net operating Profit (+)/Loss(—)	63.24	(—)5,230		(—)241.70	(—)7,254	
5. Net Cash loss	(—) 45.08			(—)193.28		



By the end of 1984-85, the cumulative operating loss incurred by the company amounted to Rs. 6.55 crores against the paid up capital of Rs. 5.72 crores. It will appear that interest liability has continuously risen from year to year to Rs. 99 lakhs in 1984-85. Actually the company has been taking loan to repay the loans due and to meet the cash losses. The company in fact incurred additional interest liability of Rs. 9.70 lakhs due to non-payment of interest on due dates during various years upto 1984-85.

7.5.1(3) As per data compiled by the costing section of the company, the level of fixed operating expenses of the company reached Rs. 432.52 lakhs by 1984-85 and during the year, the average selling price of finished products of the company was Rs. 10,187 per tonne while the variable cost worked out to Rs. 7,273 per tonne (total variable cost of Rs. 335.79 lakhs, as per data compiled by the costing section, divided by 4,617 tonnes of finished products produced during the year), giving a margin of Rs. 2,914 per tonne over the variable cost.

This implies that for reaching the break-even point, the company would have to produce 14,843 tonnes (Rs. 432.52 lakhs divided by Rs. 2,914) of finished products per year. This is even beyond its installed capacity of 14,000 tonnes per year. Thus, the possibility of the company making any profit is ruled out unless remedial measures are taken either by reducing the cost or by increasing sales price.

The Government stated in June 1986 that it was not possible to reach the break-even production level and a recent study by IFCI established that the project was non-viable.

#### 7.5.2 *Factors affecting the working results.*

The project was completed in November 1979 as against original scheduled date of commissioning in February 1978 ; and thereafter trial run of the mill took 101 weeks instead of scheduled 6 weeks with the result, commercial run started 41 months behind schedule in November 1981. By 31st March 1982, the total amount of capital invested by the company amounted to Rs. 9.29 crores (Rs. 3.73 crores as share capital ; Rs. 5.21 crores as term loans and Government loan and Rs. 0.35 crore as Government subsidy) which exceeded the original estimate of 1975-76 by Rs. 2.99 crores (47 per cent) and revised estimate of August 1978 by Rs. 2.63 crores (42 per cent).



By the end of 1984-85, the total capital invested by the company worked out to Rs. 12.68 crores (Share capital : Rs. 5.72 crores, term loan and Government loan : Rs. 6.29 crores, Government grant and subsidy : Rs. 0.67 crore) out of which Rs. 9.08 crores was in the fixed assets and other tangible assets and Rs. 0.01 crore was in the form of intangible assets excluding heavy losses.

#### 7.5.2(1) *Non-utilisation of installed capacity of hessian looms*

The company incurred an expenditure of 10.80 lakhs between May 1981 and December 1982 in connection with purchase/installation of 50 hessian looms, one hessian dressing machine, two boilers and steam pipes and fittings. The hessian dressing machine was commissioned in February 1982. The hessian looms purchased and installed could not, however, be commissioned due to non-installation of boilers and steam pipelines including fittings due to non-furnishing of clearance certificate by the Boiler Directorate of Assam. A techno-economic viability report indicated in February 1984 that the hessian wing might not function due to (a) non-availability of steam and coal locally, (b) exorbitant transportation cost of coal from West Bengal/Assam, (c) dearth of skilled labourers and (d) non-providing of the mineralisation to save the boiler from excessive scaling and erosion by feed water. The management stated in November 1985 that the 50 hessian looms were yet to be commissioned. It was further stated that the company saw no point in spending the scarce resources to commission the boiler when it was not going to produce the hessian in the foreseeable future as there was no market for hessian in the North-East and the availability of higher grades of jute required for manufacture of hessian was not assured in Tripura.

Thus, the investment of Rs. 10.80 lakhs is idle and production envisaged (2,341 tonnes of hessian annually, constituting 20 per cent of total envisaged production) has not matured.

While admitting the fact, Government stated in June 1986 that entire question of non-commissioning of the equipment and non-manufacture of hessian should be looked upon as having arisen out of a genuine error of judgement at the stage of formulation of the project report.

#### 7.5.2(2) *Low production of sacking and under lying factors*

Even in regard to production of sacking, against installed capacity of 10,770 tonnes, the company reached production



level of 4,617 tonnes (42.9 *per cent*) by commissioning 158 sacking looms. The following points were observed.

(i) As shown by data given below for various years upto 1984-85, 5 to 8 *per cent* looms remained idle due to load shedding and 23 to 46 *per cent* due to other reasons, the idle looms being 31 to 51 *per cent*.

Period	Looms lying idle per day			Percentage of looms idle to total capacity of 158 looms		
	Due to load shedding	Other reasons	Total	Due to load shedding	Other reasons	Total
16.11.81 to 31.3.82	8	73	81	5	46	51
1982-83	11	59	70	7	37	44
1983-84	13	37	50	8	23	31
1984-85	13	39	52	8	25	33

The Management stated in March 1985 that one of the reasons for looms lying idle was non-availability of spare parts of correct specification. The low production due to idle looms not only resulted in non-absorption of overheads but also payment of wages to labour for idle time, whose incidence could not be ascertained.

(ii) As per the project report, production of sacking of an average specification (i.e. 26 $\frac{1}{2}$  B. Twill—6×8 399—gm/yd) to be achieved per loom hour during the period of commercial production was 23.3 yards corresponding to 9,297 Kg. by utilisation of machines at 70 *per cent* efficiency rate. From the data given below for various years upto 1984-85, it would be observed that actual achievement varied from 62 *per cent* to 75 *per cent* of the standards.



Year	Number of loom hours available for working	Number of loom hours actually worked	Volume of production that could be achieved as per productivity norm of 9.297 K.G. per loom hour	Production actually achieved	Percentage of actual produc- tion to the prescribed productivity norm	Loss of production		
						Quantity		Value
							Rate	Amount
1	2	3	4a	4b	4c	5	6a	6b
	(In lakhs)	(In lakhs)	(In tonnes)			(In tonnes)	(In thou- sand of rupees)	(Rupees in lakhs)
16.11.81 to 31.3.82	4.10	1.99	1,844	1,134	61.50	710	2.51	17.85
1982-83	10.78	6.00	5,581	3,429	61.45	2,152	3.55	76.30
1983-84	10.82	7.42	6,894	4,924	71.42	1,970	5.25	103.39
1984-85	10.57	7.09	6,591	4,936	74.83	1,655	10.37	171.59
Total	36.27	22.50	20,910	14,423		6,487		369.13



The Government stated in June 1986 that due to lack of experience and training of workers, level of efficiency was much low and would continue to be so for some more years to come.

(iii) In the original project report, provision was made for 1,834 direct labour (factory workers, mechanics etc.,) and 94 on indirect labour (clerks, security staff, transport and welfare staff) for operation of 200 looms, at the rate of 3.22 workers per loom per shift. On the assumption that full production in 3 shifts would be achieved 1526 men were needed for working 158 looms and with provision of 10 *per cent* leave reserve fixed by Jute Manufacturers Development Council, in all 1,679 hands would be justified.

Against this 1,694, 1,725, 2,017, 1,933 hands were on pay roll during various years upto 1984-85, involving excess deployment of manpower of 46 men in 1982-83, 338 in 1983-84 and 254 in 1984-85 even for ensuring targetted production.

The total working hours per year projected was 7,122 for 300 working days (25 days per month) at the rate of 593.5 hours per month for producing 11,722 tonnes of finished goods annually i.e. 40 tonnes per day approximately, however, as stated the production during various years upto 1984-85 was 1,209 tonnes during November 1981 to March 1982, 3,332 tonnes in 1982-83, 5,095 tonnes in 1983-84 and 4,814 tonnes in 1984-85, against expected production of 1,844, 5,581, 6,894 and 6,591 tonnes annually. The company thus, had 159.74, 155.31, 119.55 and 118.05 factory hands per day on pay roll per tonne of production during these respective years compared to 44.74 workers (40.67 being the effective strength recommended by JMDC *plus* 4.07 being the extra allowance for leave reserve on roll) per tonne of production, according to calculation of the standard requirement as per norm fixed by JMDC. The company thus engaged 2.6 to 3.6 times the normal requirement of workers per tonne of production per day during the above period.

The Company has incurred an extra expenditure of 281.49 lakhs on labour upto 1984-85 (Rs. 28.20 lakhs during 1981-82, Rs. 75.70 lakhs in 1982-83, Rs. 91.03 lakhs in 1983-84 and Rs. 86.56 lakhs in 1984-85) partly due to idle time and partly due to low production only.



Government stated in June 1986 that the norms fixed by JMDC in 1978 presumed steady level of efficiency which could not be obtained in Tripura even after 4 years of commercial operation.

(iv) As per the norms fixed by JMDC in November 1978, 977 K.G. of raw material is required for producing 1 tonne of finished product. During 1984-85, the mill consumed 5059 tonnes of raw jute which should have produced 5178 tonnes of finished product as per the norm, against which only 4617 tonnes of gunny bags were produced. Computed on the basis of average price of finished product of Rs. 12,779.00 per tonne in 1984-85 the value of short production works out to Rs. 71.69 lakhs.

The Government stated in June 1986 that several inadequacies in the system of weighment and recording of production were present among other problems. In this connection, it may be mentioned that production during 16th November 1981 to 31st March 1984 was not below the norm and hence there is no reason why production during 1984-85 should be much below the norm.

### 7.5.3 *Summing up*

(a) The commercial production started (November 1981) 41 months behind schedule (April 1978).

(b) The accumulated loss of the company from the date of commencement of commercial production upto 1984-85 was Rs. 6.55 crores against the paid up capital of Rs. 5.72 crores.

(c) There is no possibility of the company reaching even the break-even point under the prevailing conditions.

(d) Non-utilisation of capacity of hessians looms led to idle investment of Rs. 10.80 lakhs.



(e) The company sustained loss to the extent of Rs. 3.69 crores from the date of commercial production to 1984-85 due to low productivity as per norm fixed in the project report.

(f) There was excess entertainment of man power mainly due to low productivity and payment of idle wages involving excess expenditure of Rs. 281.49 lakhs.

(g) There was shortfall in production valued at Rs. 71.69 lakhs when compared to the norms fixed by JMDC for consumption of raw material.

(h) The company incurred a liability of Rs. 9.70 lakhs as penal interest due to non-payment of interest in time.

#### 7.6 *Miscellaneous topics of interest*

##### 7.6.1 *Under assessment of energy consumption charges (Public Works Department—Electricity Wing)*

Meter readings of certain meters installed at the premises of consumers have to be multiplied by required multiplying factor to arrive at the consumption of energy (in KWH).

During the audit of Dharmanagar Electrical Sub-Division in May 1983, it was noticed that due to non-application of multiple of 10 in the case of a consumer (tea garden), there was under assessment of revenue of Rs. 0.52 lakh for the period February 1981 to July 1982.

In audit of the same sub-division in June 1984, another case of under assessment of revenue of Rs. 0.43 lakh for the period April 1982 to March 1984 due to non-application of multiplying factor of 5 in the case of another consumer (tea garden), was noticed.

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On this being pointed out in August 1983 and August 1984, the Chief Engineer (Electrical) intimated in March 1986 that out of Rs. 0.52 lakh, Rs. 0.03 lakh had been realised in January 1986 and the balance was being recovered in instalments and that out of Rs. 0.43 lakh, the consumer had agreed to pay Rs. 0.11 lakh by instalments and for the balance of Rs. 0.32 lakh, the matter was under scrutiny.

The matter was reported to Government in February 1986.

*S. K. Chakraborty*

Agartala  
The

( S. K. CHAKRABORTY )  
Accountant General (Audit), Tripura

Countersigned

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The

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Comptroller and Auditor General of India



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**APPENDICES**

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## APPENDIX 2.1

(Reference para 2.2.03 at page 10)

Grants/ Charged appropriations where excess requires regularisation under Article 205 of the Constitution

Serial number	Number and name of grant	Total grant Rs.	Expenditure Rs.	Excess Rs.
(a) Grants		Revenue Section		
1.	17—Electricity	5,09,90,000	5,26,50,958	16,60,958
2.	31—Panchayat Raj Department	2,94,16,000	3,03,19,501	9,03,501
		Capital Section		
3.	15—Public Works Department—Buildings	1,89,95,000	2,51,21,707	61,26,707
4.	17—Electricity	11,72,00,000	14,68,73,012	2,96,73,012
5.	19—Irrigation and Flood Control Department	13,48,59,000	13,68,92,031	20,33,031
6.	37—Forest Department	75,00,000	85,00,000	10,00,000
7.	41—Local Self Government Department	44,00,000	46,50,630	2,50,630
(b) Charged appropriations		Revenue Section		
8.	1—Department of Parliamentary Affairs	55,000	62,065	7,065
9.	14—Public Works Department	2,52,000	5,82,087	3,30,087
		Capital Section		
10.	46—Finance Department	6,61,00,000	21,04,19,424	14,43,19,424



## APPENDIX 6.1

(Reference : Paragraph 6.2, Pages 64—65)

Utilisation certificates outstanding (at the end of September 1985)

Department	Year in which grants were paid	Utilisation Certificates					
		Outstanding on 1st October 1984		Received upto 30th September 1985		Outstanding on 30th September 1985	
		Number	Amount	Number	Amount	Number	Amount
<i>(amounts in lakhs of rupees)</i>							
Co-operation							
Upto	1972-73	4	0.15	...	...	4	0.15
	1973-74	1	0.38	...	...	1	0.38
	1974-75	1	0.10	1	0.10	...	...
	1976-77	2	0.03	...	...	2	0.03
	1977-78	5	1.18	...	...	5	1.18
	1978-79	39	21.42	...	...	39	21.42
	1979-80	4	1.61	...	0.73	4	0.88
	1980-81	25	27.67	...	2.39	25	25.28
	1982-83	6	3.33	...	...	6	3.33
	1983-84	636	89.88	...	...	636	89.88
Education							
Upto	1972-73		1.45	2	0.21	4	1.24
	1973-74	1	2.00	...	...	1	2.00
	1974-75	1	1.28	...	...	1	1.28
	1975-76	15	2.15	...	...	15	2.15
	1976-77	70	12.02	34	5.76	36	6.26
	1977-78	35	2.39	...	...	35	2.39
	1978-79	74	11.39	...	...	74	11.39
	1980-81	198	25.79	...	...	198	25.79
	1981-82	5	34.38	...	...	5	34.38
	1983-84	198	270.17	...	...	198	270.17
Finance	1979-80	14	8.58	...	...	14	8.58
General Administration	1977-78	20	0.23	...	...	20	0.23
Home	1978-79	1	0.60	...	...	1	0.60
	1979-80	1	0.54	...	...	1	0.54
	1980-81	1	0.54	...	...	1	0.54
	1981-82	1	3.00	...	...	1	3.00
Industries	1976-77	1	0.23	...	...	1	0.23
	1977-78	14	3.49	...	...	14	3.49
	1978-79	8	4.27	...	...	8	4.27
	1979-80	18	26.78	...	...	18	26.78
	1981-82	7	4.22	...	...	7	4.22
	1983-84	858	133.31	...	...	858	133.31



## APPENDIX 6.1—Concl'd.

(Reference : Paragraph 6.2, Pages 64—65)

Utilisation certificates outstanding (at the end of September 1985)

Department	Year in which grants were paid	Utilisation Certificates					
		Outstanding on 1st October 1984		Received upto 30th September 1985		Outstanding on 30th September 1985	
		Number	Amount	Number	Amount	Number	Amount
		(amount in lakhs of rupees)					
Local Self-Government	1980-81	1	7.50	1	7.50	...	...
	1983-84	2	80.92	...	...	2	80.92
Health and Family Welfare	1975-76	1	0.01	1	0.01	...	...
	1976-77	15	0.58	15	0.58	...	...
	1977-78	7	0.05	7	0.05	...	...
	1978-79	8	6.06	8	6.06	...	...
	1979-80	2	7.15	2	7.15	...	...
	1980-81	14	0.98	14	0.98	...	...
Panchayat	1975-76	14	1.44	...	...	14	1.44
	1976-77	84	3.47	...	...	84	3.47
	1977-78	45	5.73	...	...	45	5.73
	1978-79	225	23.77	...	...	225	23.77
	1983-84	225	35.67	...	...	225	35.67
Tribal Welfare	1973-74	9	1.16	...	...	9	1.16
	1974-75	94	13.81	...	...	94	13.81
	1975-76	107	18.84	...	...	107	18.84
	1976-77	105	32.40	...	...	105	32.40
	1977-78	69	63.17	...	...	69	63.17
	1978-79	26	71.01	...	...	26	71.01
	1979-80	19	70.31	...	...	19	70.31
	1980-81	9	66.60	...	...	9	66.60
	1983-84	10 } 5 }	93.30 } 64.25 }	...	...	10 } 5 }	93.30 } 64.25 }
Director of State Lotteries	1979-80	14	8.58	...	...	14	8.58
	1982-83	21	14.35	...	...	21	14.35
	1983-84	21	18.00	...	...	21	18.00
	Total	3,422	1,403.67	85	31.52	3,337	1,372.15

Note : The figures are under reconciliation with the department.



## APPENDIX

Statement showing particulars of paid up capital, outstanding loans,

(Referred to in paragraph

Serial Number	Name of the company	Paid up capital at the end of the current year				Loans out- standing at the close of the current year
		State Government	Central Government	Others	Total	
1	2	3(a)	3(b)	(3c)	3(d)	4
<i>(In lakhs)</i>						
1.	Tripura Small Industries Cor- poration Limited.	75.42	...	...	75.42	103.70
2.	Tripura Industrial Development Cor- poration Limited.	48.00	...	...	48.00	2.07
3.	Tripura Handloom and Handicrafts Development Cor- poration Limited.	71.44	...	...	71.44	79.58
4.	Tripura Jute Mills Limited.	572.01	...	...	572.01*	598.49

N. A. : Not available.

\* This does not include temporary loan of Rs. 31 lakhs.



7.1

working results etc., of Government Companies

7.2.2 pages 66—67)

Amount guarantee given	Amount of guarantee outstand- ing at the end of the current year	Position at the end of the year for which accounts were finalised				Remarks
		Year for which accounts were finalised	Paid up capital at the end of the year	Accumul- ated Profit(+) / Loss(-)	Any excess or loss over paid- up capital	
5(a)	5(b)	6(a)	6(b)	6(c)	6(d)	7

*of rupees)*

N.A.	N.A.	1978-79	33.99	(-)22.72	...	
N.A.	N.A.	1983-84	64.00	(-)2.46	...	
N.A.	N.A.	1978-79	8.44	(+)0.52	...	
N.A.	N.A.	1981-82	373.00	(-)121.28	...	



## APPENDIX

Statement showing particulars of paid up capital, outstanding loans,  
(Referred to in paragraph

Serial Number	Name of the company	Paid up capital at the end of the current year				Loans out- standing at the close of the current year
		State Govern- ment	Central Govern- ment	Others	Total	
1	2	3(a)	3(b)	3(c)	3(d)	4
<i>(In lakhs)</i>						
5.	Tripura Forest Development and Plantation Corpo- ration Limited	259.02	...	...	259.02	96.98
6.	Tripura Tea Development Corporation Limited	13.00	...	...	13.00	...
7.	Tripura Rehabili- tation Plantation Corporation Limited	26.00	...	...	26.00	...
8.	Tripura State Bank Limited	3.75	...	...	3.75	...

N. A. : Not available.



## 7.1 (Concl.)

working results etc., of Government Companies

## 7.2.2 pages 66-67)

Amount guarantee given	Amount of guarantee outstand- ing at the end of the current year	Position at the end of the year for which accounts were finalised			Remarks
		Year for which accounts were finalised	Paid up capital at the end of the year	Accumul- ated profit(+) or Loss(-)	
5(a)	5(b)	6(a)	6(b)	6(c)	6(d) 7
<i>of rupees)</i>					
N.A.	N.A.	1981-82	103.50	(-)5.89	...
N.A.	N.A.	...	...	...	... First accounts from 11.8.80 are awaited
N.A.	N.A.	1983-84	13.50	(-)0.66	...
...	...	...	...	...	... Under liquidation since 1970-71



## APPENDIX

Summarised financial results of Government Companies for the year for which  
(Referred to in paragraph

Serial Number	Name of the company	Name of the Depart- ment	Date of incorpo- ration	Period of accounts	Year in which finalised	Total capital invested at the end of the year of accounts	Profit(+) Loss (-)
1	2	3	4	5	6	7	8
<i>(Rupees in lakhs)</i>							
1.	Tripura Small Industries Corporation Limited	Industry	30th April 1965	1978-79	1984-85	48.57	(-)2.38
2.	Tripura Industrial Development Corporation Limited	-do-	28th March 1974	1983-84	1984-85	64.00	(-)0.96
3.	Tripura Handloom and Handicrafts Development Corporation Limited	-do-	5th September 1974	1978-79	1984-85	33.14	(+)0.09
4.	Tripura Jute Mills Limited	-do-	10th October 1974	1981-82	1986-87	854.59	(-)1,21.21



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Accounts were finalised

(2.2.3 Pages 67-68)

Total interest charged to profit and loss account	Interest on long term loans	Total return on capital invested	Capital employed	Total return on capital employed	Percentage of total return on capital	Remarks
9	10	11	12	13	Invested employed	15 16

0.72	0.61	(-)1.77	36.92	(-)1.66	...	...
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...	...	(-)0.96	61.54	(-)0.96	...	...
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1.25	1.25	(+)1.34	36.10	(+)1.34	4.04	3.71
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19.85	19.85	(-)101.36	7,68.96	(-)101.36	...	...
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## APPENDIX

Summarised financial results of Government Companies for the year for which  
(Referred to in paragraph

Serial Number	Name of the company	Name of the Depart- ment	Date of incorporation	Period of accounts	Year in which finalised	Total capital invested at the end of the year of accounts	Profit(+) / Loss(-)
1	2	3	4	5	6	7	8
<i>(Rupees in lakhs)</i>							
5.	Tripura Forest Development and Plantation Corporation Limited	Forest	26th March 1976	1981-82	1984-85	103.50	(—)1.58
6.	Tripura Tea Development Corporation Limited	Industries	11th August 1980	—First accounts are awaited—			
7.	Tripura Rehabi- litation Plantation Corporation Limited	Forest	3rd February 1983	1983-84	1984-85	13.60	(—)60.66
8.	Tripura State Bank Limited		—Under Liquidation since 1970-71				

