

ANNUAL TECHNICAL INSPECTION

REPORT

ON

LOCAL BODIES

GOVERNMENT OF ORISSA

In terms of the Technical Guidance and Support (TGS) by the Comptroller and Auditor General of India

FOR THE YEAR ENDED 31 MARCH 2010

Office of the Principal Accountant General (Civil Audit)
ORISSA, BHUBANESWAR

REPORT (PAC)



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Preface

This Report is based on the audit of Panchayat Samitis,Zilla Parishads and Urban Local Bodies under Section 14(1) and that of Gram Panchayats entrustment under Section 20(1) of C&AG's (DPC) Act 1971.

This is the fifth Report prepared on the performance of Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs) of the State.

This Report contains four chapters. Chapter I contains an overview on the Panchayati Raj Institutions (PRIs) of the State and Chapter II deals with the compliance audit findings on PRIs. Chapter III contains an overview on the ULBs of the State and Chapter IV deals with the compliance audit findings on ULBs.

The cases mentioned in this Report are among those which came to notice in the course of test audit of accounts of PRIs and ULBs during the year 2009-10 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 2009-10 have also been included wherever necessary.

OVERVIEW

OVERVIEW

This report includes four Chapters. Chapter I deals with an overview of the Panchayati Raj Institutions containing the introduction, organizational set-up, financial position of PRIs, functioning of PRIs, maintenance of accounts, auditing arrangements, non-clearance of audit paras of Annual Technical Inspection Report (ATIR) and Inspection Reports (IRs) and Comments on Accounts. Chapter III deals with an overview of the Urban Local Bodies (ULBs) containing the organisational set-up, accounting and auditing arrangements, sources and flow of funds to ULBs and audit coverage including comments on accounts maintained by the ULBs. Chapter II and IV deal with audit findings on the financial transactions of the PRIs and ULBs respectively.

Important audit findings are indicated below.

(A) Panchayati Raj Instituions (PRIs)

- **Expenditure of ₹76.56 lakh incurred on 678 incomplete dwelling units under IAY and MO KUDIA rendered unfruitful for over two to six years.**

  (Paragraph 2.1)

- **Non-completion of 31 Anganwadi Centres (AWCs) over two years and non-commencement of eight units led to unfruitful expenditure of ₹35.39 lakh and blockage of ₹23 lakh.**

  (Paragraph 2.2)

- **Non-allotment of 16 completed market complexes and non-completion of nine market complexes even after six years led to unfruitful expenditure of ₹31.89 lakh.**

  (Paragraph 2.3)

- **The expenditure of ₹5.59 crore incurred against 954 incomplete projects over 18 months to 60 months in spite of availability of allotted fund of ₹20.23 crore and resulted in blockage of fund for ₹14.63 crore.**

  (Paragraph 2.4)

- **Non-commencement of 199 projects over two to six years under RSVY, TFC, BRGF, NREGS, SGSY and MPLAD on availability of fund led to blockage of fund of ₹5.92 crore.**

  (Paragraph 2.5)

- **Inordinate delay in adjustment of advances paid for ₹19.29 crore.**

  (Paragraph 2.6)

- **Payment of ₹19.81 lakh was made to the labours engaged in the GGY work without muster rolls and irregular muster rolls.**

  (Paragraph 2.7)

- **In five PSs payment of wages of ₹30.59 lakh was delayed under NREGS up to 155 days.**

(Paragraph 2.8)

- **Non-maintenance of asset register against the creation of assets for ₹112.43 crore**

(Paragraph 2.9)

- **Diversion of funds from one scheme to other for ₹9.41 crore in violation of departmental guidelines**

(Paragraph 2.10)

- **Non-accountal of revenue in the schemes amounting to ₹1.08 crore as accrued interest on bank accounts during 2009-10.**

(Paragraph 2.12)

- **Retention of ₹1.52 crore under closed/defunct schemes in violation of departmental guidelines.**

(Paragraph 2.13)

(B) Urban Local Bodies (ULBs)

- **Due to surrender of 630 dwelling units, expenditure of ₹17.94 lakh incurred on preparation of Detail Project Report and Biometric Study on these units turned infructuous.**

(Paragraph 4.1)

- **Purchase of Hook Loader lorries with bins and non utilization of the same on the ground of narrow town road rendered expenditure of ₹40.32 lakh incurred thereon unfruitful.**

(Paragraph 4.2)

- **There was loss of Revenue of ₹70.19 lakh due to non-realization of license Fees / renewal Fees / penalties from the Telecom Agencies towards installation of telecom towers within CMC area.**

(Paragraph 4.3)

- **Delayed finalization of tender led to award of work at higher cost without calling tender resulting in excess expenditure of ₹71.15 lakh.**

(Paragraph 4.4)

- **In violation of Government Orders, incentive allowances of ₹85.56 lakh were paid to the employees.**

(Paragraph 4.5)

- **Due to privatization of cleaning and sweeping work of all the wards in two municipalities the existing sweepers of the municipalities were left with no work but were paid wages of ₹87.94 lakh which proved nugatory.**

(Paragraph 4.6)

- **Due to non handing over of the teaching establishment to Government, undue burden of ₹42.12 lakh towards pay and allowances were borne by the Municipality**

(Paragraph 4.7)

- **Non recovery of service tax of ₹181.23 lakh from service providers resulted in extending undue benefit to the contractors.**

(Paragraph 4.8)

- **Non deduction of penalty from the suppliers for delayed delivery of solid waste management materials, resulted a loss of ₹18.18 lakh**

(Paragraph 4.9)

PART- A

CHAPTER- I

AN OVERVIEW OF THE PANCHAYATI RAJ INSTITUTIONS

CHAPTER – I

AN OVERVIEW ON FINANCE AND ACCOUNTS OF THE PANCHAYATI RAJ INSTITUTIONS

1.1 Introduction

Panchayati Raj Institutions (PRIs) came in to existence in Orissa from 1948 with enactment of Orissa Gram Panchayat Acts 1948. Subsequently, Orissa Panchayat Samiti Act and Zilla Parishat Act were enacted in 1959 and 1991 respectively, setting up three tier PRIs in the State. All these Acts were amended in 1993 and 1994[1] in conformity with the 73rd Constitutional Amendment Act 1992 empowering the PRIs to function as institutions of self Government so as to accelerate economic development and ensure social justice in rural areas.

1.2 Organizational Set up

All the three tiers of PRIs function under the administrative control of the Panchayati Raj (PR) Department headed by the Principal Secretary who is assisted by the Director (PR) and the Director (Special Projects) at the State level.

Each of the 30 districts of the State has a Zilla Parishad(ZP). The ZP is managed by an elected body headed by a President, who is elected from among the elected representatives of the ZP. The District Collector acts as the ex-officio Chief Executive Officer (CEO) of the ZP while the Project Director of Concerned District Rural Development Agency acts as the ex-officio Executive Officer (EO) for discharging day-to-day administrative functions of the ZP.

The Panchayat Samiti (PS) functioning at the Block level is managed by an elected body headed by a Chairman duly elected from among the elected representatives of the Block and the Block Development Officer (BDO) acts as the executive head.

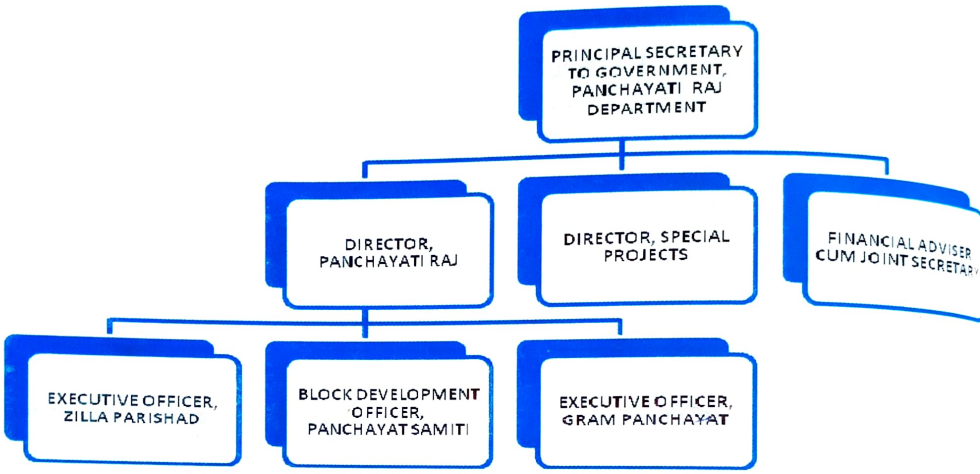
At the Gram Panchayat (GP) level, the elected members headed by a Sarpanch constitute the GP. The State Government has declared the Village Level Worker (VLW) as the Panchayat Executive Officer and entrusted the general superintendence and overall control of the GP who discharges his duties under the supervision of the Block Development Officer (BDO).

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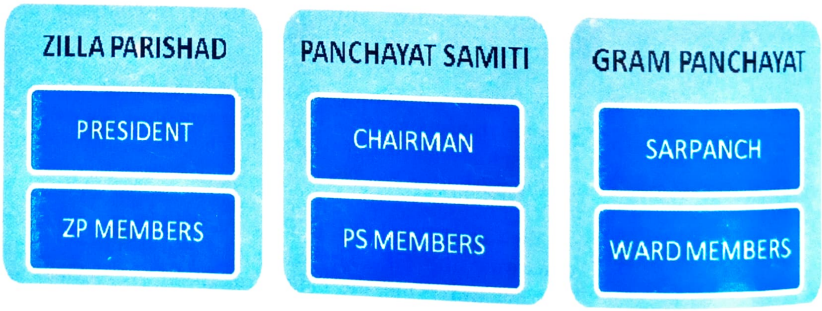
1 ZP Act 1991 of Orissa amended in 1993. Orissa Gram Panchayat Act 1948 /1964 and Orissa Panchayat Samiti Act 1959 amended in 1994

As of March 2010, 30 ZPs, 314 PSs and 6234 GPs were functioning in Orissa. Election to the PRIs was last conducted in February 2007.

The organizational set-up of the PRIs is indicated below.



The Elected Body set-up of the PRIs is as follows: -



1.3 Functioning of PRIs

The PRIs were required to execute various functions entrusted to them through seven Standing Committees, to be constituted for the proposes viz.

- Planning, Finance, Anti- poverty Programme and Co-ordination.
- Agriculture, Animal Husbandry, Soil Conservation, Horticulture, etc.
- Works, Irrigation, Electricity, Water Supply, etc.
- Health, Social Welfare, etc.
- Public Distribution System, Welfare of the Weaker Section, etc.
- Handicrafts, Cottage Industry, Khadi and Village Industries, etc.
- Education, Sports and Culture.

The overall monitoring and review of the development programmes are conducted at the state level by the State Level Vigilance & Monitoring Committee (SLVMC) and at the district level by the District Vigilance and Monitoring Committees (DVMC). The SLVMC has been constituted under the chairmanship of the Honourable Minister, Rural Development with three Co-Chairman and twenty nine members. In case of DVMC, the Honorable Member of Parliament is the Chairman, with District Collector as the Secretary and all district level officers as members. The DVMC has to meet once in every quarter.

1.4 Sources of Funds

The main sources of income of PRIs in the State are funds released by Government of India (GOI) under various Centrally Sponsored Plan Schemes (CSP) viz NREGS, BRGF, IAY etc., grants received from State Government as per the recommendations of State Finance Commission, grants received as per Central Financial Commission recommendations, funds received under State sponsored schemes like Biju KBK, GGY etc. In addition PRIs are also mobilizing resources from own sources such as taxes, rents, license fee etc.

The receipt and expenditure position of the PRIs for the last three years are as follows.

(Rupees in crore)

	Opening Balance	Receipt of Grants by the PRIs	Total funds available	Expenditure	Balance
2007-08	288.33	1653.77	1942.11	1478.09	464.02
2008-09	596.34	2606.88	3203.23	1771.70	1431.52
2009-10	1385.66	2188.82	3574.49	2738.78	835.71

1.5 Accounts

The Executive Officer in ZP and the Block Development Officer (BDO) in PS are responsible for maintenance of various books of accounts and preparation of annual financial statements. In case of GPs, the Executive officer/Secretary is responsible for the same.

In GPs, the Annual Accounts are to be prepared in formats prescribed in Rule 159 of the GP Accounting Rules. However, the GPs are not preparing the Annual Accounts in the said formats. The Government of Orissa has not adopted the new formats recommended by CAG for GPs (May 2011).

In respect of PS, the new format prescribed by the CAG, has been adopted by the Government from April 2004. However, majority of the PSs in the State are not preparing their Annual Accounts in the prescribed formats. However, Scheme wise trial balance is maintained in computerized environment.

In ZPs, neither the new formats prescribed by CAG have been adopted nor the specific formats prescribed by the Government for the preparation of the Annual Accounts of the ZP. Thus, Annual Accounts are not being prepared by ZPs. Excepting salary component and drawal of State share of centrally sponsored schemes, all other activities like management of scheme funds, implementation of schemes etc are still done by the DRDAs. The ZP, however, approves the Annual Action plans under MGNREGS and monitors implementation of all rural sector programmes in the district.

1.6 Audit arrangements

The Examiner Local Fund Audit (ELFA) is the Statutory Auditor of PRIs in the State. The CAG provides Technical Guidance and Supervision (TGS) under Section 20(I) of CAG's (DPC) Act, 1971 for proper maintenance of accounts and audit of PRIs. The ELFA conducts audit of PSs and GPs through 13 District Audit Offices.

The arrear position in respect of audit by ELFA is given in the following table.

Year	Total number of PRIs planned for audit		Total number of PRIs Audited		Shortfall		Total Shortfall
	Gram Panchayats	Panchayat Samitis	Gram Panchayats	Panchayat Samitis	Gram Panchayats	Panchayat Samitis	
2009-10	2777	205	2522	198	255	7	263

Number of accounting years in arrears could not, however, furnished by the ELFA. To reduce the arrears in audit of GPs, the Government / ELFA engaged (September 2010) the Institute of Public Auditors of India (IPAI) for audit of the accounts of 2009-10 of 2902 GPs.

1.6.2 C.A.G Audit

The audit of PRIs is being conducted by CAG under section 14(1) & 20 (1) of CAG (DPC) Act, 1971 and the audit of the accounts of 23 ZPs, 270 PSs and 941 GPs were conducted during the year 2009-10. Inspection reports on GPs, after issue by Sr DAG (LB A&A) Orissa are pursued till settlement by ELFA while those of PS and ZPs are pursued by the office of Senior DAG (LB A&A), Orissa.

1.7 Pending Inspection Report/Paragraphs

1.7.1 During 2009-10, 5785 paragraphs of 156 Inspection Report was issued by the DLFA and all the 5785 paragraphs were outstanding as on 31 March 2010 due to non-compliance. This needs aggressive pursuance to get the proper compliance for settlement of the audit paragraphs.

1.7.2 The Sr. DAG (LBA&A), Orissa issued 2082 Inspection Reports on PSs and ZPs up to March 2010 and 18595 audit paras were pending for settlement for want of suitable compliances from the units. However, 613 paras were settled during 2009-10 through spot settlement by the field parties during the course of their inspection. As of March 2010, 17982 paragraphs and 2082 Inspection Reports remained outstanding due to non-compliance.

1.8 Annual Technical Inspection Report

The Office of the Senior Deputy Accountant General (Local Bodies Audit and Accounts) under the administrative control of Principal Accountant General (Civil Audit), Orissa has issued four Annual Technical Inspection Reports on Local Bodies pertaining to the years 2005-06, 2006-07, 2007-08 and 2008-09 covering major audit findings of transaction audit on PRIs to the State Government. District Audit Monitoring Committee (DAMC) has been constituted in May 2009 to review the outstanding paragraphs. One meeting of DAMCs of one District (Puri) was held (November 2010) to review the pending paragraph of these ATIRs relating to PRIs as of April 2011.

1.9 Internal Audit

The Internal Audit System, known as Common Cadre Audit (CCA), exist in 20 out of 38 Civil Departments of the Government and functions under the control of Financial Advisor of the respective Departments. Though there is CCA system functioning in the PR Department, the Examiner Local Fund Audit (ELFA) of Finance Department is the statutory auditor of PRIs and Urban Local Bodies (ULBs). The CCA is conducting only special audit whenever required.

1.10 District Planning Committee

The State Government enacted the Orissa District Planning Committee (DPC) Act, 1998 for setting up of District Planning Committees to consolidate the plans submitted by the PRIs and Urban Local Bodies and prepare integrated draft development plan for the district as a whole. The Committee was also assigned the powers to review the implementation of the developmental programmes by the Local Bodies (LBs). Elected members of PRIs and ULBs in the district were to fill up 80 *per cent* members of the committee and the rest 20 *per cent* members were to be nominated by the Government. The Draft District Development Plan was required to be forwarded by the Chairperson of the DPCs to the State Government for approval. Despite the formation of the DPCs since 2001-02, the role is limited to approval of Annual Plans of BRGF. Though the Government notified (June 2010) constitution of District Planning and Monitoring Units (DPMUs) to act as the secretariat of the DPC, yet the DPMUs were not made functional due to absence of technical support teams and secretariat support staff for monitoring and implementation of plans.

1.11 Release of funds on the recommendations of the Finance Commission

The Twelfth Finance Commission had made provision for yearly grants of ₹ 80.30 crore to the PRIs of the State for carrying out operation and maintenance of works relating to water supply and sanitation. The same was distributed every year to the Zila Parishads, Panchayat Samitis and Gram Panchayats in the ratio 2:6:92.

1.12 Comments on Accounts

1.12.1 Non-utilization of grants

The total funds received vis-a-vis the expenditure incurred by the 25 test checked PSs for the year 2009-10 were as under: -

(Rupees in crore)

Number of PSs	Total availability of fund during 2009-10(including OB as on 01-04-2009)	Expenditure made during 2009-10	Balance	Percentage of utilization
25	360.26	219.53	140.73	60.94

Test check of records of 25 PSs revealed that out of available balance of ₹ 360.26 crore during 2009-10, ₹219.53 crore was utilized during 2009-10 and the spending efficiency was only 60.94 *per cent* **(Appendix-1.1).** This indicated poor monitoring and low spending efficiency by these PRIs.

This being pointed out, concerned BDOs stated that unutilized funds would be utilized in due course.

1.13 Non preparation of Budget Estimates

As per Rule 98(1) of the Gram Panchayat Act and Rule 24(1) of the Panchayat Samiti Act, the GPs and PSs have to prepare budget estimates for each year showing the probable receipts and expenditures and place the same before the Grama Sabha and Panchayat Samiti respectively for their consideration and approval.

Test check of records in 15 GPs revealed that none of the GPs had prepared the budget estimates though ₹ 5.30 crore[2] was spent by these GPs respectively during 2009-10. The State Government is releasing funds based on Annual Action plan submitted by the PRIs and not on the Budget Estimates, and the expenditures of the PRIs are not subjected to local budgetary control.

1.14 Deficiencies in the maintenance of Cash Books

Audit of cash books of test checked PRIs revealed the following deficiencies in maintenance of cash book in spite of repeated audit objections: -

- Periodical as well as surprise physical verification of cash was not conducted.
- Due to non-conduct of bank reconciliation there was huge discrepancy between the cash book and pass book balances.
- A consolidated Cash Book showing the overall receipt and disbursement of cash of each PS is not maintained despite operation of more than one cash book.
- Monthly analysis of closing cash balances was not made.
- Interest earned in the Bank Account was not regularly accounted for in the Cash Book with reference to entries made in bank pass book.

1.15 Recommendation

- Annual Accounts should be prepared by the PRIs regularly and timely in prescribed formats.
- Database on finances should be maintained at all levels of PRIs.
- Budget Estimates in respect of GPs and PSs should be prepared and placed before the Grama Sabha and Panchayat Samiti respectively for its consideration and approval.

[2] (1) Badapalasa-₹16.47 lakh, (2) Badakumuli-₹82.17 lakh, (3) Baghasiuni-₹97.12 lakh,(4) Chandanpur-₹9.94 lakh, (5) Chatahandi-₹89.37 lakh, (6) Dimbo-₹26.96 lakh, (7)Raghunathpur-₹33.69 lakh, (8) Janardanpur-₹17.75 lakh, (9) Kanrikala-₹21.78 lakh, (10) Lankaput-₹38.21 lakh, (11) Mahadeiput-₹52.14 lakh, (12) Padampur-₹3.27 lakh, (13) Sankiri-₹4.72 lakh, (14) Shyamsundarpur-₹1.37 lakh and (15) Sarat-₹35.97 lakh.

- District Planning Committee should be strengthened by providing secretariat, technical and inspection staff for discharging their function in the spirit of provisions contained in the Constitution and the Act enacted.

- Allotted scheme funds should be utilized within targeted time frame by the PRIs.

CHAPTER- II

TRANSACTION AUDIT OF PANCHAYATI RAJ INSTITUTIONS

CHAPTER II

TRANSACTION AUDIT

2.1 Unfruitful expenditure on incomplete dwelling units under IAY and Mo Kudia

Expenditure of ₹ 76.56 lakh incurred on 678 incomplete dwelling units under IAY and Mo Kudia rendered unfruitful for over two to six years due to inadequate monitoring and supervision.

The fact of unfruitful expenditure of ₹ 32.21 crore on 13067 incomplete houses under Indira Awaas Yojana (IAY) in 21 Panchayat Samitis (PS) was pointed out vide paragraph 3.1.2 of Annual Technical Inspection Report (ATIR) on Panchayati Raj Institutions (PRIs) for the year ended 31 March 2009. Besides, the State Government introduced (April 2008) a State Plan scheme 'Mo Kudia' identical to IAY to cover households Below Poverty Line (BPL) who were not covered under IAY. Under both the schemes, houses were to be constructed by the beneficiaries themselves and lump sum stage payment linking to progress of work was to be released on completion up to plinth level, lintel level, roof casting and completion. Both the schemes further required that construction of such dwelling units, in no case, should take more than two years i.e. must be completed within two years of issue of work orders.

It was however noticed that in 17 PSs[3], 678 dwelling units[4] with estimated cost of ₹ 1.05 crore taken up under IAY(2003-04 to 2008-09) and Mo Kudia (2008-09) were left incomplete for over two to six years even after utilizing ₹ 76.56 lakh as indicated at ***Appendix 2.1***. As a result, entire expenditure of ₹ 76.56 lakh utilized on these incomplete houses rendered unfruitful for over two to six years apart from depriving the poor household of assured shelter.

It was further noticed that both the schemes required Officers dealing with the IAY at the State headquarters to visit the districts regularly and ascertain through field visits about satisfactory implementation of these programmes and following prescribed procedure in construction of dwelling units. It also required, close monitoring of all aspects of these programme by officers at the district, sub-division and block levels through visits to work sites by drawing a schedule of inspection prescribing a minimum number of field visits for each supervisory level functionary from the State level to the block level and strictly adhered to the same. However, such monitoring was found missing

[3] Ambabhona (9), Baragaon (27), Bijepur (29), Boden (8), Hatadihi (114), Kankadahada(19), Kandhamal (22), Karanjia (177), Krushnaprsad(32),Kusumi (59), Muribahal (47), Nuagada (17), Nuapada (15), Patna (19), R Udaygiri (15), Sohela (40) and Kanas(29)

[4] 661 under IAY and 17 under Mo Kudia

which led to dwelling units lying incomplete beyond the prescribed period rendering ₹ 76.56 lakh incurred on 678 dwelling units unfruitful.

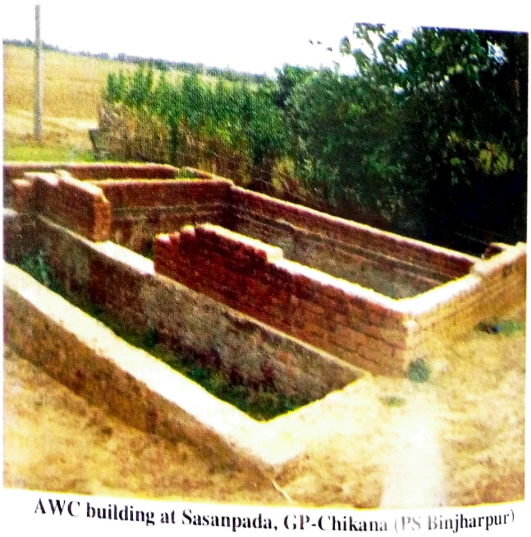
On these being pointed out in Audit, concerned Block Development Officers stated that the houses could not be completed due to lack of interest on the part of the beneficiaries. The replies were not tenable as the Block, District and departmental officers did not exercise prescribed inspection, monitoring and supervision for completion of these dwelling units.

2.2 Unfruitful expenditure of ₹ 35.39 lakh and blockage of funds of ₹23 lakh

Non-completion of Anganwadi Centres for over two years and non-commencement of the projects led to unfruitful expenditure of ₹ 35.39 lakh and blockage of ₹ 23 lakh.

The Department of Women and Child Development, through concerned District Social Welfare Officers provides funds to Block Development Officers for construction of Anganwadi centres(AWCs). Besides, based on approved Annual Action Plans under different central plan and centrally sponsored schemes like Backward Region Grant Funds (BRGF), erstwhile Sampoorna Grameen Rozgar Yojana (SGRY), Rastriya Sam Vikash Yojana (RSVY) and State scheme Biju KBK, concerned District Rural Development Agencies and other district level officer release funds to BDOs for construction of Anganwadi centres for running anganwadi schools. Such buildings are required to be completed within a year from the date of issue of work order.

However, on test check of records of four PSs it was noticed that ₹67.07 lakh was sanctioned for construction of 31 units and released under different schemes during 2005-06 to 2008-09 in four PSs[5] and ₹35.39 lakh was spent thereon till March 2010. Even though the works were executed through the departmental officers, the stipulated time schedule was not adhered to and the buildings remained incomplete after two to six years. During joint physical inspection conducted (May 2010) with departmental officers, it was noticed that the civil works were left incomplete in 31 units. As a result, entire expenditure of ₹ 35.39 lakh incurred on these buildings rendered unfruitful and the intended purpose of providing accommodation to children in



AWC building at Sasanpada, GP-Chikana (PS Binjharpur)

[5] Binjharpur, Boden, Gop and R. Udayagiri

Anganwadi centres remained unfulfilled. Details of incomplete projects are indicated below:

(Rupees in lakh)

Sl.No	Name of the PS	Name of the scheme	Number of AWCs	Year of commencement	Estimated cost	Expenditure incurred
1.	R. Udayagiri	BRGF	3	2007-09	11.00	5.81
		SGRY	1	2003-04	1.25	0.80
		RSVY	6	2006-09	17.00	7.02
2.	Boden	BRGF	1	2008-09	2.80	1.33
		RLTAP	2	2006-08	5.10	3.35
		Biju KBK	1	2007-08	2.60	1.64
3	Binjharpur	DSWO through DRDA	14	2005-07	24.50	13.98
4	Gop	DSWO through DRDA	3		2.81	1.45
	Total		**31**		**67.06**	**35.39**

Besides, in three PSs (Boden, Gop and R.Udayagiri), eight Anganwadi centres sanctioned in 2008-09 for ₹23 lakh had not been taken up as of March 2011 despite release of funds since 2008-09. This led to blockage of fund of ₹23 lakh as indicated in table below.

Sl.No.	Name of the PS	Name of the project	Name of the scheme	Year of the project	Number of AWCs	Estimated cost (Rs in lakh)
1	Gop, Puri	Construction of AWC	DSWO	2008-09	2	5.00
2	Boden	Construction of AWC	Biju KBK	2008-09	5	13.00
3	R.Udayagiri	Construction of AWC	BRGF	2008-09	1	5.00
	Total				**8**	23.00

The BDOs stated (October 2010 to March 2011) that steps would be taken to complete the works soon. However, final completion of these buildings is still awaited (April 2011). The possibility of completion of these incomplete

buildings appeared remote due to cost escalation on account of labour and materials. The construction work should have been taken up during the year of release of funds and completed within one year. The delay in completion of the buildings led to extra cost due to increase in cost of materials and labour rate[6] as well as non-provision of accommodations to the beneficiaries of Anganwadi centres. This indicates inadequate planning at PS level.

2.3 Unfruitful expenditure of ₹ 31.89 lakh on idle as well as incomplete market sheds / complexes

Non-alllotment of completed market complexes and non completion of market complexes even after six years led to unfruiful expenditure of ₹31.89 lakh.

(a) Completed market complexes

The Government of Orissa adopted the strategy 'Bazar, Sadak, Pani" and interalia emphasized on construction of market sheds/ complexes under erstwhile Sampoorna Gramin Rozgar Yojana,in every Gram Panchayat of the State, for allotment to un-employed youth to carry out petty business for self employment. Similarly, market complexes were also planned to be constructed under SGSY[7] (Infrastructure). Beneficiaries for such sheds were to be identified prior to taking up construction activities and were to be involved in construction of such market sheds. These sheds / complexes after completion were required to be allotted immediately to the identified beneficiaries. It was however noticed in three PS (Sohela, Barpali and Binjharpur) that 16 Market sheds/ complexes constructed during 2005-07 for ₹ 16.21 lakh remained idle. even after three to six years of their completion, without allotment. Beneficiaries were not identified before the construction process. This indicates the inadequate planning for construction of market complex and avoidable capital investment.



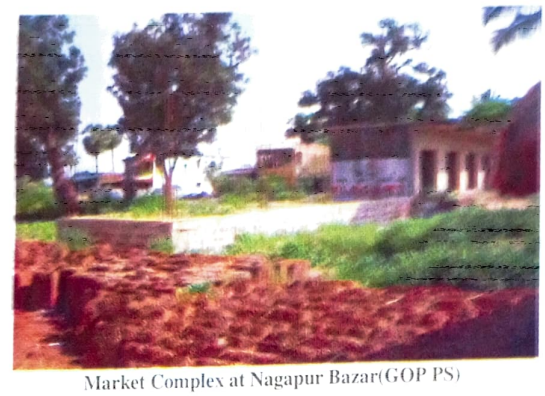
Market complex at Kusanpuri(Barpalli PS)

[6] Schedule of Rates in June 2006, June 2008 and June 2010, Labour rate in November 2009 and January 2011

[7] Swarna Jayanti Gram Swarozgar Yojana

(b) Incomplete market complexes

Besides, in three PSs (Sohela, Kanas and Gop), nine market sheds / complexes were planned with estimated cost of ₹ 25.40 lakh during 2003-04 to 2005-06. The construction work remained incomplete as of March 2011 even after expiry of five to six years of the scheduled dates of completion after incurring ₹15.68 lakh thereon.



Market Complex at Nagapur Bazar(GOP PS)

Thus, entire expenditure of ₹31.89 lakh (₹16.21 lakh + ₹15.68 lakh) incurred on these works rendered unfruitful and the possibility of completion of nine incomplete works are remote as fund for completion of these works are not available due to closure of SGRY and transfer of unspent funds under SGRY scheme to MGNREGS after completion of the extended period (June 2007) and such works are also not permissible under MGNREGS. Details are indicated in ***Appendix -2.2.***

On these being pointed out in audit, the concerned BDOs stated that the completed sheds/ complexes would be allotted to targeted beneficiaries and the incomplete works would be completed soon. The replies are not tenable as these works were not completed within the extended time of June 2007 and SGRY was subsumed with MGNREGS from February 2006. The possibility of completion of these sheds/complexes appears remote, especially when construction of such projects are not permitted under MGNREGS. This indicates the failure of control mechanism in planning and completion of the projects within the time frame.

2.4 Unfruitful expenditure on incomplete works and blockage of funds

The expenditure of ₹5.59 crore incurred against 954 incomplete projects over 18 months to 60 months in spite of availability of allotted fund of ₹20.23 crore and resulted in blockage of fund for ₹14.63crore.

Projects taken up under various centrally sponsored /central plan schemes are required to be completed at the earliest and within two years. The basic intention behind it was to pass on the benefit to the users/ beneficiaries as early as possible and to avoid any cost overrun on account of upward revision of labour rates and cost of materials.

It was however noticed that in 13 PSs, 954 works under MPLADS, MLALAD, MGNREGS etc with estimated cost of ₹ 20.23 crore were taken up during 2005-06 to 2008-09 remained incomplete over 18 months to 60 months of stipulated dates of completion and expenditure incurred for ₹5.59 crore thereon as of March 2010. As a result, entire expenditure of ₹ 5.59 crore

incurred on these incomplete projects rendered unfruitful. Details of such projects/schemes are indicated below.

(Rupees in lakh)

Sl.No	Name of the scheme	Total Number of the works	Total estimated cost	Expenditure incurred on the works	Balance remained unutilised
1.	MLALAD	81	46.84	32.14	14.70
2.	MPLAD	55	58.81	31.04	27.77
3.	MGNREGS	818	1917.49	496.21	1421.28
Total		**954**	**2023.14**	**559.39**	**1463.75**

Besides, unutilized funds of ₹14.63 crore relating to these incomplete projects also remained blocked up to five years as estimated fund of ₹20.23 crore was released to the BDOs by district authorities. Details are indicated at ***Appendix-2.3***.

In reply, BDOs assured to complete these projects soon. However, all these projects remained incomplete as of March 2011. This indicated the casual approach on the part of Block Development Officers in implementation of different developmental activities in rural areas.

2.5 Blockage of fund : ₹5.92 crore

Non-commencement of works for over two to six years of receipt of funds under different schemes and non-refunding the same to DRDA led to blockage of ₹5.92 crore.

As per the provisions of General Financial Rules, grants released during a particular financial year is to be utilized within same year.

Scrutiny of records of ten PSs[8] during April 2010 to February 2011 revealed that 199 projects ***(Appendix-2.4)*** with estimated cost of ₹ 5.92 crore under different schemes like RSVY, TFC, BRGF, NREGS,SGSY and MPLAD were not even taken up as of March 2011 despite release of funds by concerned DRDAs during 2004-05 to 2008-09. These funds were retained in the savings bank accounts without refund to concerned DRDAs. This led to blockage of funds of ₹5.92 crore for two to six years. Intended benefits under these works also remained unfulfilled. Besides, the scheme RSVY and Twelfth FC has already been closed since March 2006 and March 2010 respectively.

[8]Baragaon (1), Bijepur (169), Binjharpur (2), Gop(2), Hatadihi (2), Aul (2), R Udayagiri (1), Kandhamal(2), Patna (1), Satyabadi (17)

On these being pointed out, BDOs concerned stated that the unutilized funds would be utilized soon. The reply is not tenable as the possibility of further execution of these works within these estimated cost appeared to be remote in view of revision of State Schedule of Rates twice (June 2006 and June 2008) and increase in labour rates (November 2009 and February 2011) by the Government of Orissa.

2.6 Outstanding advance of ₹ 19.29 crore

Inordinate delay in adjustment of advances paid for ₹19.29 crore.

As per Rule 41 of Panchayat Simiti Accounting Procedure Rules 2002, advances made to the staff/executants/suppliers for various purposes should be regularly and promptly adjusted. Provisions of Orissa General Financial Rules (OGFR) also prescribed for submission of vouchers in respect of advance availed within one month of availing such advance failing which the salary of such staff was to be withheld and further advance is not to be paid till full recoupment. Further, Panchayati Raj Department had also instructed in December 2002 to adjust / recover the advances within one month of payment failing which to treat the same as temporary misappropriation of fund warranting initiation of disciplinary proceedings / criminal proceedings, wherever required. Further, to ensure the monitoring of advance position, Orissa Panchayat Samiti Accounting Procedure Rule-2002 vide Rule 43 provides for preparation of a quarterly Report in the prescribed Form XII containing the list of outstanding advances.

It was however noticed that as of 31 March 2010, advance of ₹19.29 crore remained outstanding against staff/executants/suppliers in 15 PSs of which details like date of advance paid, name of the payee, amount advanced etc. were not available on record for ₹7.11 crore shown as unclassified. In case of two PS (Bisoi, Rasgovindpur), ₹0.93 lakh[9] remained unrecovered/ unadjusted against two ex-employees. Advance of ₹1.69 crore[10] in respect of two PSs remain outstanding for more than three to 10 years ***(Appendix-2.5)***. Similarly, in one PS (Ambabhona) advance of ₹32.90 lakh sanctioned under closed/defunct schemes such as SGRY and OBB was lying unadjusted as on 31 March 2010 and details are not available. It was also noticed that quarterly report was not prepared by the PSs and the register of advance was also not annually checked by the BDOs to ensure the control mechanism for necessary adjustment.

On this being pointed out, BDOs stated that these advances would be adjusted/ recovered in due course. This is indicative of the poor funds management and lack of effective internal control mechanism.

[9] Bisoi:₹43288.24 and Rasgovindpur:₹50000

[10] Nischintkoili-₹14140740 sanctioned in 2001-02 and Komna-₹2776492.42 sanctioned in July 2007

2.7 Irregularities in maintenance of muster rolls and payment of wages ₹ 19.81 lakh

Payment of ₹19.81 lakh was made to the labours engaged in the GGY work without muster rolls and irregular muster rolls.

The scheme Gopabandhu Grameen Yojana (GGY) was launched (April 2007) by the Government as a State Plan scheme for infrastructure development in rural areas of 11 districts which were not covered under BRGF. Those districts were allotted funds under the scheme @ ₹10 crore per annum by the department. Allotted funds were to be utilized on creation of infrastructure for supply of electricity, drinking water and all weather roads under the campaign "**BIJLI, SADAK AND PANI**" in every revenue village of these districts.

As per OPWD Code (Paragraph 5.1.2) the Muster Rolls being initial records for labour employed each day on a work, must be written up daily by a subordinate in charge of the work. Further as per ***Appendix XX*** of the OPWD code requires preparation Muster Rolls based on certain principles such as (i) name of the work and the period for which Muster Roll issued, (ii) details of work done, (iii) daily attendance checked by the Officer in charge and test checked by higher officer, (iv) Separate muster Rolls for each period of payment of Muster Roll and (v) daily labour reports duly signed by Officer in charge of departmental execution and (vi) prompt closing of MRs and payment of wages etc.

Test check of muster rolls in respect of 18 works under GGY scheme executed by PS, Chilika during 2005-06 to 2008-09 revealed that while wages for ₹19.81 lakh shown as paid appeared to be doubtful as dates of engagement, amount of wages paid, date of disbursement of wages etc. were not indicated. The details are shown in ***Appendix-2.6.*** Further, the muster rolls for ₹9.20 lakh could not be made available to audit in support of wage payments.

On these being pointed out in Audit (June 2010), BDO, Chilika stated that due to damage of records, the muster rolls had been misplaced. He could not establish the reasons for damage of records to audit.

2.8 Delay in payment of wages under NREGS: ₹30.59 lakh

In five PSs payment of wages of ₹30.59 lakh was delayed under NREGS up to 155 days.

As per the Operational Guidelines of MGNREGS and Section 3(3) of NREG Act 2005, wages are to be paid on weekly basis, and in any case within a fortnight of the days of work. Section 30 (schedule II) of the Act also required that in the event of any delay in wage payments beyond the prescribed limit, workers are entitled for compensation as per the provisions of the Payment of Wages Act, 1936 and such compensation was to be borne by the State Government

It was however noticed that during 2009-10, there was delay ranging from 30 to 155 days beyond the prescribed norm of 15 days, in payment of wages of ₹30.59 lakh in five PSs (Sohela, Kaptipada,Chandahandi, Bissam Cuttack and Khaira) as indicated in table below

Sl.No.	Name of the Panchayat Samiti	Amount of wage paid (In Rupees)	Delay in wage payment (in days)
1.	Kaptipada	755310	48 to 155
2.	Chandahandi	881988	33 to 100
3.	Sohela	907175	30 to 90
4	Bissam Cuttack	56188	30 to 136
5	Khaira	458370	35 to 96
Total		**3059031**	

However, compensation for the delay was neither claimed by the labourers nor paid by concerned Programme Officers.

2.9 Non-maintenance of asset register

As per the scheme guidelines of MGNREGS, MPLADS and BRGF, each District, Block and Village Panchayat had to maintain on complete inventory of the assets created under the programme giving details of the location, date of the start, date of completion of the project, cost involved, benefits obtained, employment generated etc. Operational Guidelines of MGNREGS also prescribed the format in which the Asset Register was to be maintained at the Block and village Panchayat level.

However, test check of records of 15 PSs[11] revealed that no Asset Registers was maintained by the concerned BDOs, despite spending ₹ 112.43 crores on creation of various assets during 2009-10. In reply, the BDOs assured that the Asset Registers would be maintained henceforth. Such registers were, however, not maintained as of March 2011*(**Appendix-2.7**)*.

2.10 Diversion of fund

As per the guidelines of different schemes like BRGF, MLALAD, MPLADS, IAY, Biju KBK, SGSY etc and sanction orders, diversion of funds from one scheme to other as well as incurring expenditure not connected with the particular scheme was not permitted. However, in 15 PSs, funds of ₹9.41 crore was diverted from one scheme to other during 2009-10 and the entire amount remained un-recouped as of March 2010 *(**Appendix-2.8**)*. On being pointed out in Audit the BDOs concerned assured to recoup the same . However, the entire amount remained un-recouped as of 31 March 2011.

2.11 Non-utilisation and blockage of ₹47.64 lakh

Stipulations made in the sanction order for Kendu Leaf (KL) grants required that the ZP would utilise the fund for infrastructure development and the projects should be completed within one financial year. However, such grants for ₹34.71 lakh received (2005-08) by the ZP, Koraput remained idle without utilization (May 2010). Similarly, in ZP, Cuttack, received ₹7.06 lakh (March 2006) for payment of honorarium to para teachers was rolling without utilization and the same along with accumulated interest (₹ 5.88 lakh) increased to ₹12.93 lakh as of March 2010.

[11] Karanjia, Naktideul, Paikmal, Barpali, Krushnaprasad, Hatadihi, Kandhamal, Bijepur, Boden, Binjharpur, Chilika, Kusumi, Kankadahada, Bargaon and R.Udayagiri.

On these being pointed out, Executive Officers of two ZPs stated (May and September 2010) that the idle funds would be utilized for the intended purpose. The utilization of funds could not be made due to absence of effective internal control mechanism in the concerned ZP.

2.12 Non-accountal of interest of ₹1.08 crore accrued under different schemes

As per instructions dated 23 April 1999 of Panchayati Raj Department, reconciliation of accounts of the PS with that of bank was to be done regularly and interest accrued was to be accounted for on the half yearly basis. Further, as per the stipulation made in the scheme guidelines, the interest accrued under a particular scheme should be treated as the additional funds under the relevant scheme and utilized as per the said scheme Guidelines.

However, contrary to above provisions, interest of ₹1.08 crore *(**Appendix-2.9**)* credited by banks under different schemes in the savings bank accounts were not accounted for in 10 PSs. The same has neither been utilized with the approval of concerned DRDAs nor refunded as of March 2010.

On this being pointed out BDOs concerned assured to account for the interest accrued in bank accounts.

2.13 Retention of ₹1.52 crore under close/defunct scheme

As per codal provisions, unspent grants remaining unutilized under closed/defunct schemes are required to be refunded to the funding agencies and those released by the Government are to be remitted to the treasury. Further, after the SGRY was subsumed with MGNREGS since February 2006, unutilized balance under SGRY was to be transferred to MGNREGS.

However, the test check of records in 15 PSs, ₹1.52 crore *(**Appendix-2.10**)* remained unutilized under closed/defunct schemes without being refunded. This included ₹39.12 lakh under SGRY which needs to be transferred to MGNREGS.

On these being pointed out, BDOs concerned assured to take appropriate steps to transfer / refund the funds. This indicates absence of effective internal control in management of scheme funds and its utilization.

PART- B

CHAPTER- III

AN OVERVIEW OF THE URBAN LOCAL BODIES

CHAPTER-III

AN OVERVIEW ON FINANCE AND ACCOUNTS OF THE URBAN LOCAL BODIES

3.1 Introduction

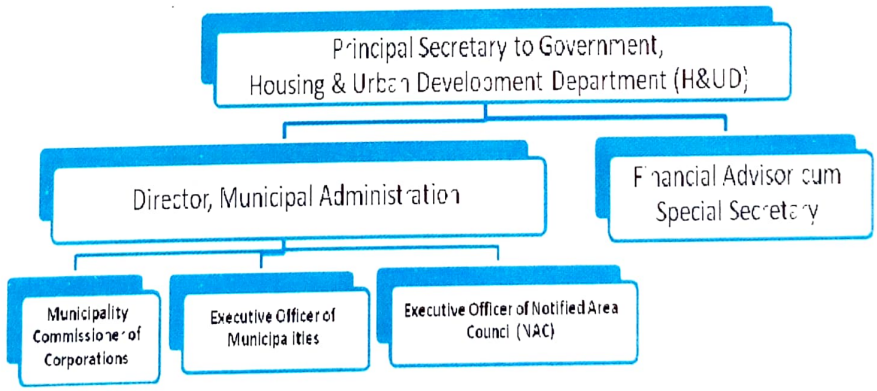
After the seventy-fourth amendment to the Constitution of India, all State Governments were mandated to operationalise the urban local bodies as units of self Government. Orissa Municipal Act 1950 was amended for this purpose and the Orissa Municipal Corporation Act was enacted during 2003 for ensuring wide transfer of powers and responsibilities to ULBs in relation to the matters listed in the twelfth schedule of the Constitution.

At present there are three Municipal Corporations, 37 Municipalities and 63 Notified Area Councils (NACs) functioning in the State of Orissa. Each urban local body is divided into number of wards. At the state level, Housing &Urban Development Department coordinates the functioning of all ULBs. The Municipalities and NACs were constituted under the provisions of Orissa Municipal Act 1950, while Municipal Corporations were constituted under Orissa Municipal Corporation Act 2003.

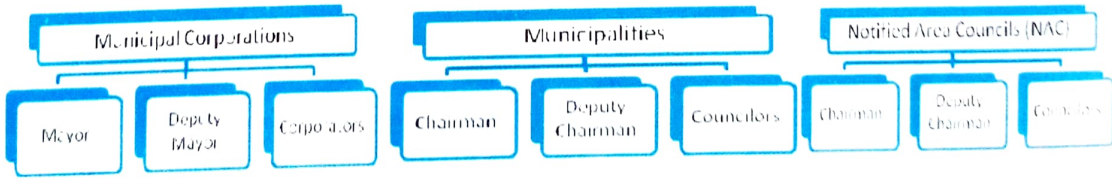
The population of Orissa is 3.68 crore (2001 census) of which 0.55 crore (14.95 per cent) reside in urban areas of the State.

3.2 Organizational Set up

The organizational set-up of the ULBs is as follows: -



The Elected Body set-up of the ULBs is as follows: -



The Municipal Corporation is headed by the Mayor and Municipality/NAC by the Chairman who is elected from among the Corporators and Councilors of the respective ULBs.

3.3 Powers and Responsibility

Twelfth Schedule (Article-243 W) of the Constitution of India envisages that the State Government may by law; endow the Municipality with such powers and authority as may be necessary to enable them to function as institutions of self Government. It listed 18 functions to be devolved to the ULBs by the State Government. However, the State Government has devolved 16 out of 18 functions enumerated in Twelfth Schedule of the Constitution to the Urban Local Bodies. Remaining two functions i.e. 'water supply for domestic, industrial and commercial purposes' and 'road and bridges' have not yet been devolved (April 2011).

3.4 Sources of Funds

For execution of various developmental works, the ULBs mainly receive funds from the Government of India (GOI) and the State Government in the form of grants. The GOI grants include funds released under Centrally Sponsored and central plan schemes, and grants assigned under the recommendations of Finance Commissions (FC). The State Government grants include Octroi compensation grants etc devolved upon the ULBs through the State Budget based on the recommendations of State Finance Commission (SFC).

Under the provisions of the Acts ibid, all collections such as tax on holding, tax on the trades, rent on shops and buildings and other fees and charges etc. constitute the own generated revenue receipts. The receipt and utilization of funds by the ULBs for the last five years are indicated at Table 1.

Table 1: Receipt and utilization of funds by ULBs of the State

(` in crore)

Year	Receipts	Expenditure	Balance of Grants
2005-06	294.27	294.27	NIL
2006-07	356.82	356.82	NIL
2007-08	549.47	549.47	NIL
2008-09	487.45	446.17	41.28
2009-10	658.49	658.49	NIL

Source: Information furnished by H&UD Department.

Though the entire receipts during the years 2004-05, 2005-06, 2006-07 and 2007-08 are shown as expenditure in the State account, substantial funds remained unutilised at the ULBs levels being parked in Civil Deposits/Personal ledger Accounts and Bank Accounts as discussed at paragraph 1.10.1.

3.5 Flow of Funds

The State Government on receipt of funds under the Centrally Sponsored Plan (CSP) Schemes releases the same to the ULBs along with the matching share through the State budget. The State Government also releases funds for Plan

and Non-Plan schemes through the State budget. Funds under Backward Region Grant Funds (BRGF) and Twelfth Finance Commission (TFC) Grants were credited by Government of India to the Consolidated Fund of the State and were routed through the State budget also.

3.6 Accounts

The Chief Finance Officer is responsible for maintenance of accounts in Municipal Corporations whereas the Executive officers are responsible for maintenance of accounts in Municipalities and NACs. Similarly, the responsibility of preparation of Annual Accounts is also vested on these officers.

The Government of Orissa has decided (September 2007) to introduce double entry system of accounting (Accrual Based Accounting) in the ULBs across the State. A Municipal Accounting Manual had been drafted in line with the provisions of the National Municipal Accounting Manual (NMAM) developed by the Ministry of Urban Development in consultation with CAG. The draft Orissa Municipal Accounting Manual (OMAM) has been finalized and the formal approval of the CAG of India had been obtained (May 2008). However, the accrual system of accounting is yet to be adopted in ULBs as of April 2011 excepting in Bhubaneswar Municipal Corporation.
The reasons of delay in adoption of accrual system of accounting in ULBs are awaited from the Department (April 2011).

3.7 Audit arrangements

The Examiner, Local Fund Audit (ELFA) is the Statutory Auditor and conducts audit of the ULBs under Section 113 of Orissa Municipal Act 1950 through the District Audit Officers, Audit Superintendents and Auditors. Total ULBs planned and audited by ELFA during 2007-10 were as under:

Year	Total Number of ULBs planned for audit	Total Number of ULBs audited	Shortfall if any in completion.	Reason of non completion
2007-08	71	64	7	Shortage of staff.
2008-09	81	78	3	
2009-10	82	78	4	

3.7.2 C.A.G Audit

Audit of 20 per cent of ULBs was entrusted to the CAG under section 20(1) of the CAG's (DPC) Act, 1971. As most of the ULBs are significantly financed by grants from Central/State Government, they were audited under Section 14 of CAG's (DPC) Act.

3.8 Pending Inspection Report Paragraphs

3.8.1 As many as 142030 paragraphs of Inspection Report issued from time to time by DLFA were outstanding due to want of proper compliance as on 31 March 2010. This needs aggressive pursuance to get the proper compliance for settlement of the audit paragraphs.

3.8.2 Similarly, 825 paragraphs relating to Inspection Reports issued by Senior DAG (LBA&A), Orissa remained unsettled as of 31 March 2010 due to want of proper compliance.

3.9 Annual Technical Inspection Report

The Office of the Senior Deputy Accountant General (Local Bodies Audit and Accounts) under the administrative control of Principal Accountant General (Civil Audit), Orissa has issued four Annual Technical Inspection Reports on Local Bodies pertaining to the years 2005-06, 2006-07, 2007-08 and 2008-09 covering major audit findings in respect of transaction of ULBs to the State Government. District Audit Monitoring Committee (DAMC) has been constituted (April 2011) to review the outstanding paragraphs. However, no paragraph relating to ULBs were discussed in the DAMC (April 2011).

3.10 Comments on Accounts

3.10.1 Non-utilization of grants

The total funds received vis-a-vis the expenditure incurred by the test checked ULBs for the year 2009-10 were as under:

(₹ in crore)

Name of ULB	No of ULBs	Opening balance	Receipt	Total	Expenditure	Balance
Municipal Corporations	1	15.92	46.97	62.89	25.38	37.51
Municipalities	9	37.56	83.45	121.01	49.71	71.30
NACs	17	23.38	57.62	81.00	47.05	33.95
Total	**27**	**76.86**	**188.04**	**264.90**	**122.14**	**142.76**

Test check of records revealed that out of available balance of ₹264.90 crore during 2009-10 expenditure incurred for ₹122.14 crore restricting the expenditure below 50 per cent ***(Appendix-3.1)***. Huge unspent balances were noticed in schemes viz. IHSDP, BRGF, TFC, RD etc. ***(Appendix-3.2)***.

Specific reasons for the poor utilization of funds by the ULBs, could not be explained by concerned municipal authorities. This is indicative of poor monitoring and low spending efficiency by these ULBs.

3.10.2 Non preparation of Annual Accounts

As per Rule 145 of the Orissa Municipal Rules 1953, after the closure of the financial year and not later than 15th April of the following year, the annual accounts of ULBs shall be prepared showing totals of receipts and expenditure under different heads during the year. It was noticed in audit that none of the test checked Municipalities prepared the annual accounts as envisaged in the Rules.

Though draft Orissa Municipal Accounting Manual (OMAM) for maintenance of accounts under accrual systems of accounting has been prepared for ULBs, yet the manual has not yet been issued for which the accrual accounting system is yet to be implemented excepting in one ULB (BMC, Bhubaneswar).

Though ELFA is the statutory auditor, the annual accounts of the ULBs are not being certified by that authority and the reason was attributed to want of enabling provision in Local Fund Audit Act.

CHAPTER- IV

TRANSACTION AUDIT
OF
URBAN LOCAL BODIES

Chapter – IV

4.1 Infructuous expenditure of ₹17.94 lakh

Due to surrender of 630 dwelling units, expenditure on preparation of Detail Project Report and Biometric Study on these units rendered infructuous

The Government of India launched (December 2005), the Integrated Housing and Slum Development Programme (IHSDP) with the intention of ameliorating the condition of the urban poor and slum dwellers, who do not posses adequate shelter to live in.

Accordingly, Government in Housing and Urban Development Department (HUDD) accorded (February 2009) administrative approval for ₹22.44 crore for construction of 891 dwelling units at ₹1.20 lakh each and associated infrastructure like water supply, sewerage, drain, concrete road etc. for slum dwellers of Keonjhar Municipality. These funds included ₹2.03 crore towards preparation of Detailed Project Report (DPR) and incidental expenses. The dwelling units were required to be completed by February 2010.

It was however seen (March 2011) that, as the Municipal authorities though prepared DPR and biometric study for all 891 dwelling units at a cost of ₹25 lakh though a consultant, yet executed only 261 dwelling units as of June 2010. Work orders were issued to individual beneficiaries during January 2010 to September 2010 for 261 units with delay ranging from 11 to 20 months. Consequently, HUDD instructed (July 2010) the municipal authorities to surrender the dwelling units which were not physically commenced. Accordingly, the Executive Officer, Keonjhar Municipality surrendered (January 2011) 630 dwelling units. As a result, only 261 units were constructed out of 891 units sanctioned as of January 2011. Thus, proportionate expenditure of ₹17.94 lakh incurred on preparation of Detailed Project Report and Biometrics Study of 630 units surrendered proved to be infructuous. Besides, 630 poor slum dwellers of this municipality were deprived of getting the intended benefit out of it.

On this being pointed out, the Executive Officer stated that the dispute on Record of Rights (RoR) and inability to pay the margin money by the beneficiaries attributed to non-commencement of the project leading to ultimate surrender.

4.2 Unfruitful expenditure of ₹40.32 lakh.

Purchase of Hook Loader lorries with bins despite narrow road width and non-utilisation of the same rendered expenditure of ₹40.32 lakh unfruitful.

The E O Balasore Municipality had purchased (31 January 2010) one Hook loader lorry with eight number of 9MT capacity bins at a cost of ₹40.32 lakh from TPS Infrastructure Limited, Bhubaneswar and paid ₹31.45 lakh on 31 March 2010 out of Solid Waste Management (SWM) component of Twelfth Finance Commission (TFC) grants. The remaining dues would be paid after expiry of guarantee period of one year. However, it was seen that the vehicle remained idle without any use as of April 2011 and entire expenditure of ₹40.32 lakh incurred thereon rendered unfruitful. It was further noticed that all the wards of Balasore Municipality except unit one and two were privatized for collection, segregation and transportation of the solid waste/ garbage. The private contractors were not willing to use the heavy vehicle provided by the Municipality due to presence of narrow roads in the town.

On this being pointed out in Audit (February 2011), the EO stated that the vehicle was purchased as per the instruction of the Government and admitted that the vehicle could not be used due to narrow road of the township. However, the reason for not intimating this difficulty to Government before purchase of the vehicle could not be stated by the EO. Thus, unplanned procurement of the hook loader rendered the entire expenditure of ₹40.32 lakh unfruitful.

4.3 Loss of Revenue of ₹70.19 lakh

Loss of Revenue of ₹70.19 lakh due to non-realization of license Fees / renewal Fees / penalties from the Telecom Agencies towards installation of telecom towers within CMC area.

Section-194 of Orissa Municipal Corporation Act 2003 stipulates that the Corporation shall have the power to levy fees and fines in exercise of the regulatory powers vested in it for generation of internal revenue. Besides, the Commerce and Transport (Commerce) Department issued (August 2007) model Guidelines for issue of no objection certificates (NOC) for establishment of Telecommunication Infrastructure Towers (TIT), Ground Based Towers (GBT)/Roof Top Towers (RTT)/Roof Top Poles etc, levy of uniform license fee for installation of Telecom Towers and for lying optical fibre cables in different Urban Local Bodies. As per the said guidelines, the structures already constructed before the date of publication of the notification of August 2007 without obtaining NOC from the concerned Urban Local Bodies were to be regularized on payment of prescribed fees within a period of two months from the date of publication of the notification.

The fee structures in respect of issue of NOC in favour of the Telecom Agencies, were prescribed as below:

Sl. No.	Type of ULB	License Fee(`)	Annual Renewal Fee(`)
1	Municipal Corporation	10000.00	1000.00
2	Municipalities	10000.00	1000.00
3	N.A.C.	10000.00	1000.00

On scrutiny of records of Cuttack Municipal Corporation (CMC), it was noticed that various Telecom Agencies erected 407 GBT/RTT in different wards of the CMC. Out of the total GBT/RTT erected, NOC was issued against 96 and remaining 311 were un-authorisedly erected by the different Telecom Agencies against which no such NOC was issued (January 2011).

As per Para-6 of the guidelines , the structures already constructed without NOC from the concerned ULB prior to effective date of the guidelines were to be regularized on payment of ₹5000 plus the requisite fee(₹10000) for issue of NOC provided all other conditions are fulfilled. It was further noticed that a survey was conducted (August 2009) by the CMC where in 311 unauthorized erection of GBT/RTT were detected. However, no action was taken for regularisation of the unauthorised erection through issue of NOC. Consequently, revenue of ₹46.65 lakh remained unrealized from the concerned Telecom Agencies (March 2011).

Besides, as per para-7 of the guidelines, the licenses were to be renewed every year on submission of prescribed application with required documents and annual renewal fee of ₹1000 before one month of scheduled expiry date of the license. In case the service provider fails to apply for renewal of license in time, penalty at the rate of ₹100 per each month of delay was to be levied in addition to the renewal fee. However, not a single Telecom Agency applied for renewal of the license (January 2011), for which the CMC sustained a loss of revenue of ₹23.55 lakh towards non collection of outstanding renewal fees ₹12.35 lakh along with the penalties of ₹11.20 lakh from the Telecom Agencies.

Thus, due to non-regularization of issue of licenses along with non- renewal licenses etc., the CMC sustained a loss of revenue of ₹70.20 lakh[12]. On this being pointed out in Audit (February 2011), the Municipal Commissioner stated that steps would be taken to raise demand notice to all the Telecom Tower Companies for payment of the License fees before March 2011. Action in this regard is awaited (April 2011).

4.4 Undue favour to a contractor.

Delayed finalization of tender led to award of work at higher cost without calling tender resulting in extra cost of ₹71.15 lakh.

H&UD Department entrusted (October 2003) CMC for construction of Fly over bridge from Pravat Cinema hall to N.H-5 via Chatrabazar and Bajrakabati Road at a cost of ₹144.55 crore by availing HUDCO loan and the loan was to be repaid by Cuttack Municipal Corporation.

[12] License Fees: ₹46.65 lakh plus Renewal Fees & Penalties: ₹23.55 lakh)

Tender for Consultancy Service for selection of site, conducting survey and investigation, preparation of drawings and design, preparation of Detailed Project Report (DPR) and estimate for the project was invited in June 2004 in two parts. In response, three firms participated in the tender and the Technical Bids and financial bid of the firms were opened in July 2004. However, the Bid Evaluation Committee constituted by Government after six meetings approved (June 2006) the offer of ₹39.00 lakh of the lowest bidder (Gherzi Eastern Limited, Kolkata) which was reduced on negotiation to ₹38.85 lakh. The validity period of tender was extended up to July 2006. However, after expiry of the validity period by over two months, the CMC intimated (5 September 2006) the party about acceptance of the offer and called it for executing the agreement. The contractor however, did not execute the agreement on the plea that the validity of the offer has already been expired since July 2006 and expressed his inability (November 2006) to execute the work at the quoted price of 2004. The firm also set certain pre- conditions for extension of validity of his offer which included payment of service tax by CMC, stage payment linked to completion as per mile stone, payment within 15 days of submission of bills and free accommodation at Cuttack etc. CMC, however, rejected (July 2007) such pre-conditions.

The work, without inviting tender was, however, awarded (November 2008) in favuor of RITES Limited (A Govt. of India Enterprise) at ₹ 1.10 crore based on its suo-moto offer (February 2007) and subsequent recommendation of the Expert Committee (April 2007) constituted by the Municipal Commissioner.

Thus, due to abnormal delay in finalizing the bids, there was avoidable extra cost of ₹71.15 lakh. On this being pointed out in Audit (February 2011), the Municipal Commissioner did not furnish the reason for delay in finalisation of the tender.

4.5 Irregular payment of incentive allowance

Without obtaining specific sanction of the Government, incentive allowances of ₹85.56 lakh were paid to the employees of Cuttack Municipal Corporation during 2009-10

As per the clarification (May 2008) of Government in HU&D Department, employees of Municipal Corporations / municipalities are to be treated at par with Government employees. Further, Section 129 of Orissa Municipal Corporation Act 2003 requires that salary, leave and leave allowance, house rent allowance, carriage / hire, travelling allowance or any other allowances, gratuity or pension granted under the by-law of the Corporation/ Municipalities should in no case, without the special sanction of the Government, exceed what would be admissible to Government employees. It was however noticed that Cuttack Municipal Corporation had paid incentive allowance to the Corporation staff from 1 January 1995[13], without specific sanction of the Government. Such incentive allowance for ₹85.56 lakh (713 x

[13] Per employee per month: At ₹300 per month from 1 January 1995 to 31 December 1995, ₹600 from 1January 1996 , ₹800 from 1 January 1999 and then ₹1000 from 1 April 2009

₹1000 x 12) were also paid to 713 staffs borne on Nominal Muster Rolls (NMR) at ₹1000 per month per employee during 2009-10 without any Government approval. Drawal of such incentive allowance without approval of Government continued even after repeated audit observations and ₹85.56 lakh was irregularly paid during 2009-10 to the employees of the Corporation.

On this being pointed out in Audit (January 2011), the Municipal Commissioner noted the observation without offering any comment.

4.6 Nugatory expenditure of ₹87.94 lakh on idle staff

Even after privatization of cleaning and sweeping work of all the wards in two municipalities, the services of sweepers were not gainfully utilized resulting in nugatory expenditure of ₹87.94 lakh

Government in H&UD Department released ₹78.00 lakh to Keonjhar Municipality and Barabil Municipality at ₹14.60 lakh per year for the period 2005-06 to 2009-10 under Solid Waste Management Programme which envisaged door to door collection of solid waste, use of advanced technology in collection, transportation, segregation and disposal of garbage. Government had also stipulated (November 2008) that cleaning operation could be undertaken by outsourcing required manpower.

It was seen that the Executive Officer, Keonjhar Municipality handed over (October 2009) cleaning and management of Municipal Solid Waste of all the 20 wards to a private operator at ₹3.11 lakh per month. Consequently, 31 sweepers borne under the permanent establishment of the ULB who were paid salary at ₹3.10 lakh per month, became idle and ₹52.70 lakh was utilized towards pay and allowances of these idle sweepers for 17 months from October 2009 to February 2011. During this period, the services of these idle sweepers were not gainfully utilised. Similarly, in Barbil Municipality the services 50 Daily Labour Roll (DLR) workers were not gainfully utilized after privatization of cleaning work in all the wards since April 2008 and ₹35.24 lakh spent on pay and allowances of these idle DLRs during April 2008 to February 2009 proved nugatory.

In reply, both the EOs stated that the sweepers and DLRs were engaged in cleaning work of wards. The replies are not tenable as the entire cleaning works of these municipalities have already been privatized and the services of these sweepers and DLRs were not gainfully utilized during the period.

4.7 Avoidable expenditure of ₹42.12 lakh

Due to non handing over of the teaching establishment to Government, undue financial burden of ₹42.12 lakh towards pay and allowances of teachers were borne by Deogarh Municipality .

For improvement of the service condition of the staff of primary and secondary schools, the School and Mass Education Department had taken over

the management of the primary and secondary (ME) schools of the ULBs (February 2004) and paid salaries from the State budget from 2004-05 onwards. This taking over process was made in phases based on submission of the requisite information by the ULBs to the Government.

Scrutiny of records revealed that two upper primary schools of Deogarh Municipality and one Primary School of NAC Hirakud were not taken over by the Government due to non-submission of required information by the respective ULBs. As a result, payment of salary to the teaching staffs was continued by the concerned ULBs and ₹49.12 lakh was spent thereon during 2004-10, which could have been avoided had required information been submitted to Government in the first instance.

On these being pointed out in Audit (March 2011), the EOs of concerned ULBs stated that the matter was under correspondence with Government. Further development is awaited (April 2011).

4.8 Non-recovery of service tax ₹181.23 lakh

Undue benefit of ₹181.23 lakh was extended to service providers engaged for cleaning and sweeping work by 10 ULBs due to non-deduction of service tax

Section 65 (105) of Finance Act 1994 provides for recovery of service tax from service providers at the rate of 12.36 *per cent* of the total bill. This tax being a statutory deduction was required to be deducted at the time of releasing payment to the service providers.

Scrutiny of records of 10 ULBs revealed that service tax amounting to ₹181.23 lakh ***(Appendix-4.1)*** were not recovered from the final bills of the service providers for cleaning and sweeping work resulting in extending undue benefit to contractors with consequential loss of revenue to the Government.

On this being pointed out, the ULBs stated (March 2011) that the taxes will be recovered from the forthcoming bills of service providers. However, recovery of the same is awaited (April 2011).

4.9 Non deduction of liquidated damage ₹18.18 lakh

Non deduction of penalty from the supply bills of solid waste management materials resulted a loss of ₹18.18 lakh.

Government of Orissa, Housing and Urban Development Department issued instructions (October 2007) to all ULBs for procurement of Solid Waste Management (SWM) materials with a model purchase order specifying the name of the firm, cost of the items. The ULBs placed the purchase orders to the selected firm and paid the bills on receipt of the materials. As per conditions of the purchase order in case of delayed delivery, liquidated damage at one percent of the cost of goods was to be deducted from the supply bills for every week of delay subject to maximum 10 percent of the contract price.

Test check of record of five ULBs revealed that the SWM materials though were supplied by the suppliers much after 11 to 144 weeks of the stipulated date(s) of delivery, liquidated damage of ₹18.18 lakh leviable as per conditions of the purchase order was not deducted from the bills of the suppliers. No extension of time for delayed supply of materials were applied and approved. As a result, the concerned ULBs sustained a loss of ₹18.18 lakh (***Appendix-4.2***) due to non deduction of liquidated damage from the suppliers' bills.

In reply, the Executive Officers stated (January 2011) that steps will be taken to recover the liquidated amount from the suppliers. Action in this regard is awaited (April 2011).

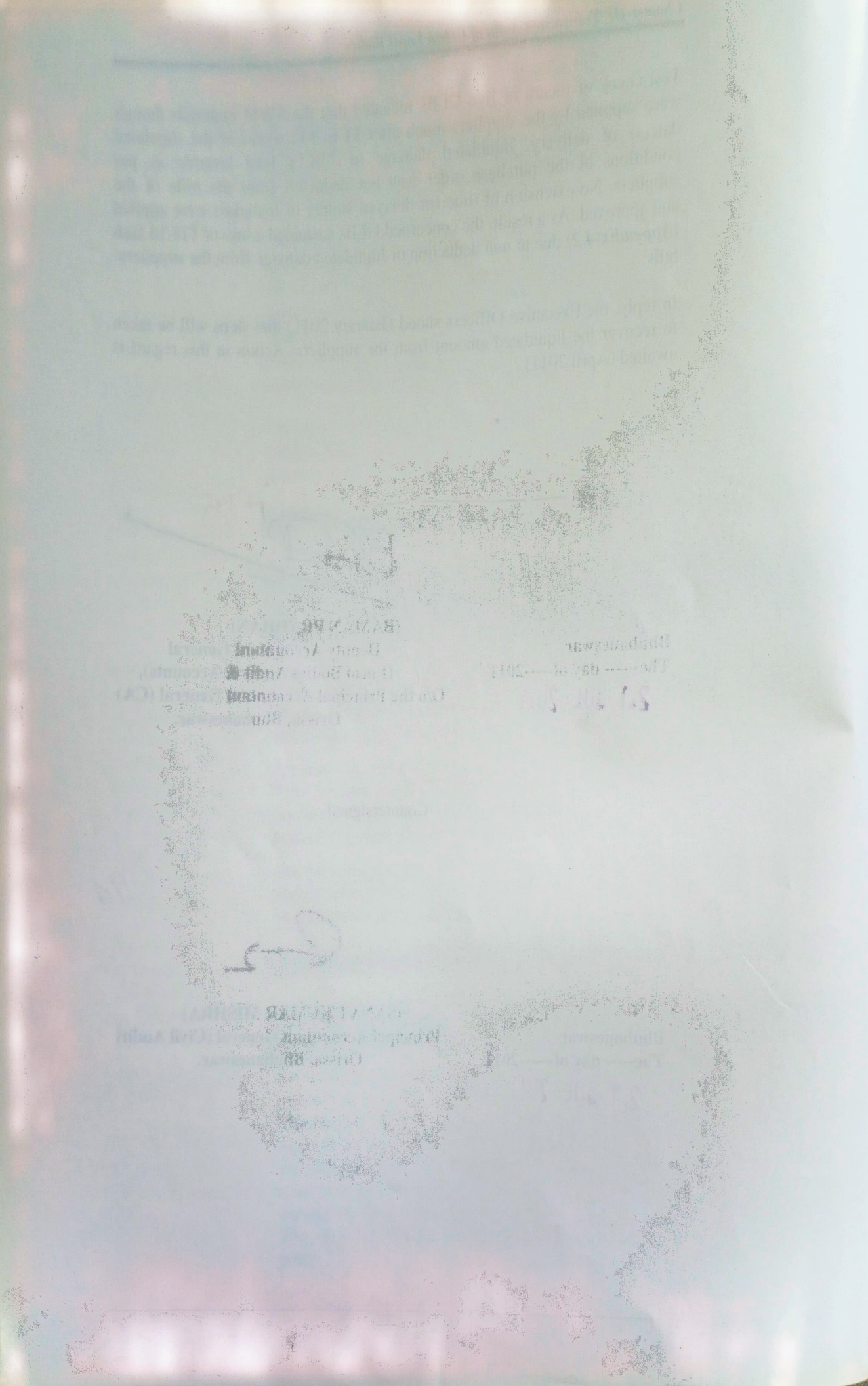
(BAMAN PRADHAN)
Deputy Accountant General
(Local Bodies Audit & Accounts),
O/o the Principal Accountant General (CA)
Orissa, Bhubaneswar.

Bhubaneswar
The------ day of-----2011
21 JUL 2011

Countersigned

(SANAT KUMAR MISHRA)
Principal Accountant General (Civil Audit)
Orissa, Bhubaneswar.

Bhubaneswar
The----- day of------2011
21 JUL 2011



APPENDICES

Appendix-1.1

(Refer paragraph 1.12 at page 6)

Statement showing Receipt, utilisation and balance of grants during 2009-10

(In Rupees)

Sl No.	Name of the PS	District	Total availability of fund during 2009-10	Expenditure made during 2009-10	Balance
1	Rasgobindpur	Mayurbhanj	55865001.60	33629390.00	22235611.60
2	Kuliana	Mayurbhanj	68005277.00	32351006.00	35654271.00
3	Koraput	Koraput	123283000.00	90111000.00	33172000.00
4	Khaira	Balasore	93746178.00	51427733.00	42318445.00
5	Kaptipada	Mayurbhanj	122045463.00	84016650.00	38028813.00
6	Suliapada	Mayurbhanj	82506682.16	55310365.00	27196317.16
7	Muniguda	Rayagada	163644000.00	138865000.00	24779000.00
8	Baliapal	Balasore	79122010.23	30406694.55	48715315.68
9	Khariar	Nuapada	160992448.96	65984337.00	95008111.96
10	Komna	Nuapada	127366972.00	78064409.00	49302563.00
11	Junagarh	Kalahandi	101541288.86	59853565.43	41687723.43
12	Chandahandi	Nabarangpur	152302499.00	85842192.00	66460307.00
13	Baliguda	Kandhamal	130293917.46	65879966.00	64413951.46
14	Binjharpur	Jajpur	205694053.92	76076844.00	129617209.92
15	Chilika	Khurda	182200392.70	103557630.88	78642761.82
16	Kankadahada	Dhenkanal	136313556.00	76646742.00	59666814.00
17	Patna	Keonjhar	119439705.55	88305181.00	31134524.55
18	Nuagada	Gajapati	324322501.93	248660048.00	75662453.93
19	R Udayagiri	Gajapati	288125612.06	220264856.00	67860756.06
20	Paikmal	Bargarh	116325254.05	59018633.00	57306621.05
21	Nuapada	Nuapada	195838233.30	100985122.00	94853111.30
22	Kandhamal	Kandhamal	162694502.93	124111363.00	38583139.93
23	Karanjia	Mayurbhanj	103795338.81	70315936.00	33479402.81
24	Kashipur	Rayagada	224342000.00	104800000.00	119542000.00
25	Dabugaon	Nawarangpur	82843000.00	50778000.00	32065000.00
	Total		**3602648889.52**	**2195262663.86**	**1407386225.66**

Percentage of expenditure- 61

Appendix-2.1
(Refer paragraph 2.1 at page 9)
Statement showing details of incomplete houses under IAY and MO KUDIA

(Rupees in lakh)

Sl.No	Name of the PS	Total number of cases	Amount	No. of cases test checked	Amount spent on test checked cases	Year to which houses relates
1	Kankadahada	0	0	19	2	2005-06 to 2007-08
2	Bargaon	0	0	27	4.51	2005-06 to 2006-07
3	Nuagada	0	0	17	1.61	2004-05 to 2006-07
4	R.Udayagiri	0	0	15	1.36	2005-06 to 2007-08
5	Nuapada	352	27.89	15	2.33	2005-06 to 2008-09
6	Kandhamal	0	0	22	2.83	2005-06 to 2006-07
7	Karanjia	0	0	177	17.38	2008-09
8	Hatadihi	742	50.77	114	8.68	2005-06 to 2008-09
9	Krushnaprasad	0	0	32	3.82	2004-05 to 2007-08
10	Bijepur	716	42	29	2.81	2004-05 to 2008-09
11	Kusumi	0	0	59	7.04	2006-07 to 2007-08
12	Patna	0	0	19	2.17	2003-04 to 2007-08
13	Muribahal	0	0	47	9.47	2004-05 to 2007-08
14	Sohela	290	24.05	40	4.95	2004-05 to 2008-09
15	Kanas	373	91.78	29	4.05	2004-05 to 2007-08
MO KUDIA						
15	Ambabhona	0	0	9	0.65	2008-09
16	Boden	0	0	8	0.9	2008-09
	Total	**2473**	**236.49**	**678**	**76.56**	

Appendix-2.2

(Refer paragraph 2.3 at page 13)

Statement showing details of unfruitful expenditure due to non-allotment/non-completion of market complexes

(In Rupees)

(a) Completed market complex not allotted

Sl. No.	Name of the PS	Name of the work	Scheme	Year	Estimated cost	Date of issue of work order	Date of completion	Expenditure incurred
1	Sohela, Bargarh	Construction of Market complex in front of Sohela Block	SGSY(Infra)	2005-06	90000	18-05-05	22-11-07	90000
2		Construction of market complex at Ghess	SGSY(Infra)	2004-05	300000	01/27-08-2004	17-11-06	300000
3		Construction of Market complex at Lekhapathar chowk, GP-Dumberpali	SGRY(PS)	2004-05	90000	41/05-10-04	23-11-05	90000
4		Completion of market complex at Lekhapathar Chowk, Dumberpali	SGRY(PS)	2004-05	150000	23/02-03-05	17-01-06	150000
5		Construction of market complex at Karalmal Chowk, Dumberpali	SGRY(PS)	2004-05	120000	15/13-09-04	10-03-06	120000
6		Const. of market complex at Haldipali, GP-Sohella	SGRY(PS)	2004-05	90000	44/21-09-04	21-11-06	90000
7	Binjharpur	construction of Market complex at Fatepur Chhak	SGRY(PS)	2004-05	631000	2613/ 28-04-2004	August 2007	631000
8	Barpali	construction of market complex at Kusanpuri(Barpali)	SGSY(Infra)	2003-04	150000	18-2-2004	28/11/2004	150000
		Total			**1621000**			**1621000**

(b) Incomplete market complex

Sl. No.	Name of the PS	Name of the work	Scheme	Year	Estimated cost	Date of issue of work order	Stipulated date of completion	Expenditure incurred
1	Sohela,	Const. of market complex at Sohela Block Colony 4 units	SGRY(PS)	2005-06	160000	19/12-08-05	Not available	139426
2		Const. of market complex at Ghess	SGRY(PS)	2004-05	180000	45/12-10-2004	30-12-04	176383
3		Construction of market complex at Kuchipali, GP-Kuchipali	SGRY(PS)	2004-05	210000	16/24-11-04	30-12-04	119489
4		construction of Market complex at Sohela	SGSY(Infr)	2004-05	150000	03/28-08-2005	31-03-06	111518
5		construction of Market complex at Sohela	SGSY(Infr)	2004-05	150000	02/28-08-2004	31-03-05	103655
6		Const. of market complex at Haldipali, 3 nos., GP-Sohela	SGRY(ZP)	2004-05	90000	14/15-09-04	30-11-04	75000
7	Kanas	Construction of Barimandal Market Complex	SGRY(PS)	2004-05	500000	163/2004-05	Not available	252776
8	Gop	Construction of Market Complex at Nagapur Bazar	SGSY	2003-04	900000	285/ 10-05-2007	30-05-2007	500000
9		Construction of Market Complex at Lalitapahandi Hat under SGRY(Spl)	SGRY(Spl)	2003-04	200000	221/07-02-2004	31-03-2004	90013
		Total			**2540000**			**1568260**

Appendix-2.3
(Refer paragraph 2.4 at page 14)
Statement showing details of unfruitful expenditure due to non-completion of works

(A) MPLAD and MLALAD

(Rupees in lakh)

Sl. No	Name of the PS	Name of the scheme	Total number of works remained incomplete	Estimated cost	Expenditure incurred on the incomplete works	Balance remained unutilised	Year
1	Barpali	MLALAD	62	25.05	16.39	8.66	2005-06 to 2009-10
		MPLAD	13	12	6.24	5.76	2008-09
2	Kuliana	MPLAD	5	9.80	4.62	5.18	2007-08 to 2008-09
		MLALAD	2	5.00	2.06	2.94	2007-08 to 2008-09
3	Paikmal	MLALAD	2	6.50	6.50	0	2006-07 and 2008-09
4	Satyabadi	MPLAD	8	6.91	3.68	3.23	2008-09
		MLALAD	4	3.95	3.30	0.65	2006-07 and 2008-09
5	Nuapada	MLALAD	7	2.35	2.35	0	2008-09
		MPLAD	1	3.00	3.00	0	2008-09
6	Kankandahada	MLALAD	4	3.99	1.54	2.45	2008-09
		MPLAD	4	11	3.67	7.33	2008-09
7	Chilika	MPLAD	5	3	2.71	0.29	2008-09
8	Kandhamal	MPLAD	10	6	2.76	3.24	2006-07
9	Naktiduel	MPLAD	8	4.10	2	2.10	2006-07
10	Sohela	MPLAD	1	3	2.36	0.64	
	Total		**136**	**105.65**	**63.18**	**42.47**	

(B) NREGS

(Rupees in Lakh)

Sl. No	Name of the PS	Project name	Total number of works	Estimated cost	Expenditure on incomplete projects	Amount remained unutilised
1	Paikmal	Farm Pond	296	230.54	32.06	198.48
2	Bijepur	Rural connectivity	88	860.59	148.88	711.71
		Renovation of water bodies	26	200.35	33.98	166.37
3	Sohela	Rural connectivity	229	371.52	189.92	181.60
		Renovation of water bodies	38	121.61	46.75	74.86
		Farm pond	108	37.06	17.14	19.92
4	Gop	Renovation of water bodies	15	62.88	22.41	40.47
		Rural connectivity	6	27.69	1.94	25.75
5	Muniguda	Farm Pond	12	5.25	3.13	2.12
		TOTAL	**818**	**1917.49**	**496.21**	**1421.28**

Appendix-2.4
(Refer paragraph 2.5 at page 14)
Statement showing blockage of fund due to non-commencement of the works under different schemes

Sl.No.	Name of the PS	Name of the scheme	Year to which the fund relates	No. of projects	Amount (Rupees in lakh)
1	Hatadihi, Keonjhar	Rashtriya Sam Vikas Yojana (RSVY)	2006-07	2	20.00
2	Aul, Kendrapara	Twelfth Finance Commission	2008-09	2	25.00
3	R.Udayagiri	Backward Region Grant Fund (BRGF)	2008-09	1	5.00
4	Kandhamal	Backward Region Grant Fund (BRGF)	2008-09	2	5.00
5	Bargaon, Sundargarh	MPLAD	2004-05	1	1.50
6	Binjharpur, Jajpur	MPLAD	2005-06	1	3.00
		SGSY	2007-08	1	15.00
7	Satyabadi, Puri	MPLAD/MLALAD	2008-09 to 2009-10	17	6.46
8	Patna, Keonjhar	NREGS	2008-09	1	5
9	Bijepur, Bargarh	NREGS	Upto 2009-10	169	486.06
10	Gop, Puri	SGSY	2007-08	2	20
	Total			**199**	**592.02**

Appendix-2.5
(Refer paragraph 2.6 at page 15)
Statement showing Details of Advance position

(In Rupees)

Sl No	Name of the PS	Total outstanding advance as on 31.03.2010	Unclassified amount	Remarks
1	Kosuna	89983276.49	2776492.42	Advance of ₹2776492.42 was paid prior to July 2007)
2	Kesinga	36962303.57	2327745.56	
3	Chandahandi	11607454	3380992	
4	Khunda	12544508.84	1962570.50	
5	Bariguan	16609048.97	3444546.97	
6	Nischintkoili	174986266.67	14440740.00	₹14440740 paid as advance during 2001-02)
7	Nada	5463665.77	963784.77	
8	Kakatpur	10259708	1007265	
9	Bissam Cuttack	16503424.45	1598639.45	
10	Risoi	76288	43288.24	Advance of ₹43288.24 lying with EX-WEO transferred one year back
11	Daspalla	5186468.24	1066178	
12	Laxmipur	28064672	8241141	
13	Ambabhona	47558432.85	1785455.22	(Includes Advance against SGRY and OBB ₹32.90 lakh)
14	Boden	14996984.45	6686034.45	
15	Rasgobindpur	24155516.75	500000	₹500000 lying as advance against Retired Ex Head Clerk)
	Total	**1929259936.92**	**71139349.26**	

Appendix-2.6
(Refer paragraph 2.7 at page 16)
Statement showing payment on irregular muster rolls

(In Rupees)

Sl. No.	Case Record No./year, Name of the work, Estimated cost of the work	Date of issue of work order/Stipulated date of completion	Expenditure made on the work till date (June 2010)	Details of payment	Deficiencies in the Muster Roll
1.	143/2008-09 Construction of Biribadi Purnasahi CC TRoad under GGY Est. Cost-50000	441/25-02-2009 31-03-2009	50000	vide Cheque No.411925/ 08-05-2009	1. Fake MR contains only list/name (80 persons name) of labourers. Amount of wage not entered 2. Did not contain the period of engagement 3. Did not contain daily attendance and quantity of work done. 4. Daily labour reports not prepared and not signed by the competent authority. 5. Did not contain dates of disbursement of wages, gender and category of workers (ST/SC), signature of competent authority, Gross amount of muster roll, measurements of work
2.	171/08-09 Patasani pur Telengasahi Road and Drain Est. Cost-100000	424/21-02-09 31-03-2009	100000	Cheque No.411933 Rs.100000	1.Did not contain the period of engagement. 2.Daily labour reports not prepared and not signed by the competent authority. 3.Did not contain dates of disbursement of wages, gender and category of workers (ST/SC), signature of competent authority, Gross amount of muster roll, measurements of work (Amount mentioned in the muster roll-Rs.31920)
3.	519/2007-08 Dhuanlo Block Side Road and Drain 100000	188/21-01-2008 20-02-2008	100000	Cheque No.662438/ 29-08-2008 Rs.100000	Muster rolls were not available in the case records showing the details of labours engaged in the work.
4.	517/2007-08 Construction of CC Road. Kimbhiripad village 150000	170/19-01-2008 20-02-2008	150000	Cheque No.0015073/ 17-07-08 Rs.150000	Muster rolls were not available in the case records showing the details of labours engaged in the work.
5.	1063/2009-10 Khudikapalli CC road 100000	384/18-02-2010 15-03-2010	100000	Ch. No.0043957 dated 01-06-2010	1.Did not contain the period of engagement 2.Daily labour reports not prepared and not signed by the competent authority. 3.Did not contain dates of disbursement of wages, gender and category of workers (ST/SC), signature of competent authority, Gross amount of muster roll, measurements of work (Amount mentioned in the muster roll-Rs.10010)
6.	167/2008-09 Ghumusurpadar Guruba Thakurani Road Est. Cost-1500000	3548/30-11-09 31-12-2009	150000	0043951/ 07-06-10	1.Did not contain the period of engagement 2.Daily labour reports not prepared and not signed by the competent authority. 3.Did not contain dates of disbursement of wages, gender and category of workers (ST/SC), signature of competent authority, Gross amount of muster roll, measurements of work (Amount mentioned in the muster roll-Rs.30780)
7.	141/08-09 Patasani CC road.	440/25-02-09 31-03-09	100000	Ch.No.0016290 24-09-09	1.Did not contain the period of engagement 2.Daily labour reports not prepared and not

Sl. No.	Case Record No./year, Name of the work, Estimated cost of the work	Date of issue of work order/Stipulated date of completion	Expenditure made on the work till date (June 2010)	Details of payment	Deficiencies in the Muster Roll
	Chhadkudipur Est. Cost-100000				signed by the competent authority. 3.Did not contain dates of disbursement of wages, gender and category of workers (ST/SC), signature of competent authority, Gross amount of muster roll, measurements of work (Amount mentioned in the muster roll-Rs.26460)
8.	115/2008-09 Paikasahi to Nelia Tank CC Road 150000	2274/10-11-08 15-12-2008	150000	Ch.No.026922/ 13-03-2009	1. Fake MR contains only list/name (85 persons name) of labourers. 2. Did not contain the period of engagement 3. Did not contain daily attendance and quantity of work done. 4. Daily labour reports not prepared and not signed by the competent authority. 6. Did not contain dates of disbursement of wages, gender and category of workers (ST/SC), signature of competent authority, Gross amount of muster roll, measurements of work
9.	166/08-09 Gobardhanpur north and southside back road Est. Cost-100000	512/28-02-2009 31-03-2009	100000	Ch. No.411921 / 31-03-2009	Muster rolls were not available in the case records showing the details of labours engaged in the work.
10.	104/07-08 Indira colony CC road, Chandaneswar Est. Cost-150000	No work order is available in the case record	100000	Ch.No.561570/ 03-10-08	Muster rolls were not available in the case records showing the details of labours engaged in the work.
11.	112/08-09 Mohanty sahi to Brahmani sahi CC road Est. Cost-150000	2271/10-11-2008	150000	Ch.No.026920/ 13-03-2009	I.Fake MR contains only list/name (85 persons name) of labourers. II.Did not contain the period of engagement II.Did not contain daily attendance and quantity of work done. V.Daily labour reports not prepared and not signed by the competent authority. V.Did not contain dates of disbursement of wages, gender and category of workers (ST/SC), signature of competent authority, Gross amount of muster roll, measurements of work
12	134/08-09 Belapatna sahi west side road Est. Cost-50000	2243/05-11-2008 31-12-2008	50000	0016279/13-01-09	Muster rolls were not available in the case records showing the details of labours engaged in the work.
13	132/08-09 Dasarathipur Westside road Est.Cost-70000	2241/05-11-2008 31-12-08	70000	0016280/13-01-09	Muster rolls were not available in the case records showing the details of labours engaged in the work.
14.	116/08-09 Baurisahi to Nelia tank CC road Est. Cost-150000	2275/10-11-2008 15-12-2008	150000	026921/13-03-09	Muster rolls were not available in the case records showing the details of labours engaged in the work.
15.	118/08-09 Harijanasahi CC road Est. Cost-200000	2277/10-11-08 15-12-2008	120000	043381/ 16-01-09	(i)Fake MR contains only list/name (85 persons name) of labourers. (ii) Did not contain the period of engagement (iii) Did not contain daily attendance and quantity of work done. (iv) Daily labour reports not prepared and not signed by the competent authority.

Sl. No.	Case Record No./year, Name of the work, Estimated cost of the work	Date of issue of work order/Stipulated date of completion	Expenditure made on the work till date (June 2010)	Details of payment	Deficiencies in the Muster Roll
					(v) Did not contain dates of disbursement of wages, gender and category of workers (ST/SC), signature of competent authority, Gross amount of muster roll, measurements of work
16.	131/2008-09 Patsani Badital Road Est. Cost.80000	2240/05-11-08 31-12-2008	80000	0016278/19-03-09	Muster rolls were not available in the case records showing the details of labours engaged in the work.
17.	119/08-09 Boria sahi village CC road Est. Cost-200000	2198/31-10-08 30-11-08	120812	411956/23-10-09	i. Fake MR contains only list/name (49 persons name) of labourers. ii. Did not contain the period of engagement iii. Did not contain wage rate iv. Daily labour reports not prepared and not signed by the competent authority. v. Did not contain dates of disbursement of wages, gender and category of workers (ST/SC), signature of competent authority, Gross amount of muster roll, measurements of work
17.	120/08-09 Jagannath temple CC Road Est. Cost-200000	2278/10-11-08	20000	26-03-09	i. Fake MR contains only list/name (49 persons name) of labourers. ii. Did not contain the period of engagement iii. Did not contain wage rate/ total wage iv. Daily labour reports not prepared and not signed by the competent authority. v. Did not contain dates of disbursement of wages, gender and category of workers (ST/SC), signature of competent authority, Gross amount of muster roll, measurements of work
18	683/08-09 Subudhipatna CC Road Estimated Cost-120000	2685/11-12-06 21-01-2007	120000	927123/ 29-02-07	Muster rolls were not available in the case records showing the details of labours engaged in the work.
	Total		**1980812**		

Appendix-2.7
(Refer paragraph 2.9 at page 17)
Statement showing non-maintenance of Asset Register

Sl.No	Name of the PS	Expenditure under Different schemes during 2009-10 (In Rupees)
1	Karanjia	70315936
2	Naktideul	103782001
3	Paikmal	59018633
4	Barpali	54619922
5	Krushnaprasad	43333927
6	Ambabhona	11968664.95
7	Kandhamal	124111363
8	Bijepur	68092728
9	Boden	44458583
10	Binjharpur	76076844
11	Chilika	103557630
13	Kankadahada	76646742
14	Bargaon	68057875
15	R.Udayagiri	220264856
	Total	**1124305705**

Appendix-2.8
(Refer paragraph 2.10 at page 17)
Statement showing the details of diversion of fund

Sl.No	Name of the PS	Scheme from which diverted	Diverted to	Amount diverted (In Rupees)
1.	Khariar	BRGF	CRF	2000000.00
		MADA	Govt. Staff Salary	351899.00
		MLALAD	SPF	51101.00
		MADA	RLTAP	126071.00
		MADA	Teachers Salary	191899.00
		BKBK	NREGS	1500000.00
		MADA	Staff Salary	160000.00
		BRGF	NREGS	706634.00
2.	Chandahandi	Misc	Staff Salary	163880.00
		Misc	OAP	300000.00
		Misc	Watershed	119127.00
		SGSY	Watershed	15000.00
		IAY	Watershed	210511.00
		SGSY	NREGS	754357.00
		BKBK	OAP	500000.00
		MPLAD	NREGS	282248.00
		MLALAD	NREGS	1469402.00
3.	Baliguda	IAY	Relief	750000.00
		PS.Misc	Honorarium	48000.00
		MPLAD	MLALAD	200000.00
		CRF	MLALAD	100000.00
		CRF	MLALAD	200000.00
4.	Binjharpur	IAY	OAP	200000.00
		IAY	OAP	136800.00
		MLALAD	MPLAD	500000.00
		OAP/ODP	MISC	10000.00
		IAY	NREGS	300000.00
5	R.Udayagiri	OAP/ODP	Staff salary	5000.00
		RSVY	OAP/ODP	450000.00
		OAP/ODP	Misc.	20000.00
		OAP/ODP	Misc.	10000.00
		OAP/ODP	NREGA	8000.00
		OAP/ODP	TFC	4000.00
		OAP/ODP	TFC	5000.00

Sl.No	Name of the PS	Scheme from which diverted	Diverted to	Amount diverted (In Rupees)
		NREGA	CRF	12380.00
		Misc.	NREGA	2000000.00
		PMS	Misc.	10000.00
6	Nuagada	Hon/TA DA	MLALAD	2400.00
		Hon/TA DA	Misc.	120700.00
		MLALAD	MPLAD	153337.00
		MLALAD	OAP/ODP	40000.00
		NREGS	TFC/EFC	1200000.00
		TFC EFC	Misc.	16933.00
		MPLAD	TFC	83000.00
		MPLAD	TFC	200000.00
		BRGF	NREGA	1596837.00
		BRGF	NREGA	2000000.00
		TFC	NREGA	196000.00
7	Bargaon	TFC	IAY	1500000.00
		BRGF	SGSY	190000.00
		BRGF	IAY	1000000.00
		MLALAD	SGSY	300000.00
		NREGS	IAY	200000.00
8.	Kankadahada	MDM	Miscellaneous	1000.00
		IAY	MDM	2479543.00
		IAY	OAP/ODP	127800.00
		IAY	OAP/ODP	952400.00
		IAY	OAP/ODP	236800.00
		IAY	OAP/ODP	939200.00
		IAY	OAP/ODP	228800.00
		Staff salary	Honorarium/TA/DA	48000.00
		NREGS	BRGF	1100000.00
9.	Patna	NREGS	Misc. New	16000.00
		NREGS	Misc. New	12000.00
		PS Misc.	Election	39890.00
10.	Satyabadi	OAP/ODP	Test Relief	200000.00
		IAY	Test Relief	2000000.00
		TFC	Misc.	518241.00
		Misc	Election	1000.00
		Misc.	Election	20000.00
		GGY	SGRY	409069.00

Sl.No	Name of the PS	Scheme from which diverted	Diverted to	Amount diverted (In Rupees)
		TFC	SGRY	518241.00
		IAY	NREGS	500000.00
		IAY	NREGS	500000.00
		IAY	MO Kudia	4585000.00
		IAY	CRF	1000000.00
		Misc.	Test Relief	200000.00
11.	Barpali	GGY	NREGS	500000.00
		IAY (Normal)	NREGS	5669979.00
12.	Kandhamal	Miscellaneous	TFC	149317.00
		Miscellaneous	TFC	44311.00
		Miscellaneous	IAY	400000.00
		BRGF	MDM	541900.00
		MOKUDIA	NREGS	1500000.00
		Misc.	MDM	1000000.00
		BRGF	MDM	30000.00
		Misc.	IAY	3640000.00
13.	Nuapada	Biju KBK	TFC	100000.00
		IAY	OREGS	6300000.00
		MISC	OREGS	1500000.00
		MISC	TFC	1357200.00
		MISC	Staff Salary	21750.00
		MISC	Teachers Salary	10000.00
		MISC	MPLAD	200000.00
		NREGA	RLTAP	300000.00
		ST &SC	OREGS	900000.00
		TFC	OREGS	1600000.00
		TFC	OAP	2280000.00
		TFC	MADA	100000.00
14.	Bijepur	TFC	CRF	56142.00
		IAY	NREGA	13320000.00
		TFC	NREGA	500000.00
		MDM	NREGA	800000.00
		SGSY	NREGA	300000.00
		WODC	NREGA	1600000.00
15.	Boden	BRGF	NREGA	3500000.00
		BRGF	PS CASH	1500000.00
		PS CASH	ELECTION	67081.00
		SGRY	PS CASH	500000.00
		SGRY	MLALAD	500000.00
		BRGF	OAP/ODP/NOAP	2100000.00
		BIJU KBK	OAP/ODP/NOAP	1985000.00
		Total		**94176180.00**

Appendix-2.9
(Refer paragraph 2.12 at page 18)
Statement showing details regarding non-accountal of interest

Sl No.	Name of the PS	District	Amount (In Rupees)
1	Rasgobindpur	Mayurbhanj	858000
2	Koraput	Koraput	501281
3	Lakhanpur	Jharsuguda	474220
4	Baliapal	Balasore	698000
5	Khariar	Nuapada	2035567
6	Kirimira	Jharsuguda	641662
7	Kesinga	Kalahandi	899776
8	Cuttack	Cuttack	1755883
9	Nischintkoil	Cuttack	2395811
10	Laxmipur	Koraput	539131
	Total		**10799331**

Appendix-2.10
(Refer paragraph 2.13 at page 18)
Non-refund/non-transfer of balances from closed/defunct schemes

(In Rupees)

Sl No.	Name of the PS	District	Name of the Closed/Defunct Scheme	Amount not transferred/refunded as on 31-03-2010
1	Rasgobindpur	Mayurbhanj	WATSON,WATSON (T),DRMP	179107.00
2	Kuliana	Mayurbhanj	OBB,PMGY and SGRY	1822183.00
3	Suliapada	Mayurbhanj	OBB,PMGY and PLP	865212.00
4	Baliapal	Balasore	WATSON,WATSON (T)	324094
5	Khariar	Nuapada	Rural connectivity, Watershed, DRM and OBB	1303624
6	Komna	Nuapada	SGRY,OBB and Untied	1003689
7	Junagarh	Kalahandi	Watershed	12236
8	Chandahandi	Nabarangpur	RCP, OBB, UGH and watershed, EAS, SGRY and NFFW	195899
9	Aul	Kendrapara	SGRY	1732761
10	Kankadahada	Dhenkanal	SGRY and NFFW	1263229
11	R Udayagiri	Gajapati	SGRY	42797.86
12	Paikmal	Bargarh	SGRY	875995.37
13	Kandhamal	Kandhamal	OBB and PMGY	1619024
14	Naktideul	Sambalpur	SGRY & NFFW, OBB and Untied	3468300
15	Satyabadi	Puri	OBB and Untied	580307
	Total			**15288458.23**

Appendix-3.1
(Refer Paragraph 3.10 at Page 22)
Statement showing details of receipt, expenditure and balance of grants

(in lakh)

Sl. No.	Name of the unit	Opening Balance	Receipt	Total	Expenditure	Balance
1	Berhampur Municipal Corporation	1591.84	4696.73	6288.57	2538.36	3750.21
2	Nawarangpur Municipality	199.50	525.82	725.32	160.98	564.34
3	Bargarh Municipality	486.60	486.55	973.15	489.35	483.80
4	Belpahar Municipality	629.06	871.22	1500.28	840.62	659.66
5	Phulabani Municipality	321.82	418.26	740.08	179.02	561.06
6	Sonepur Municipality	212.61	1125.21	1337.82	142.62	1195.20
7	Deogarh Municipality	265.60	330.98	596.58	328.88	267.70
8	Joda Municipality	55.37	267.13	322.50	158.97	163.53
9	Anandapur Municipality	400.87	266.15	667.02	222.13	444.89
10	Jatani Municipality	161.66	618.58	780.24	525.65	254.59
11	Keonjhar Municipality	97.60	1310.23	1407.83	488.60	919.23
12	Balasore Municipality	627.87	1242.26	1870.13	975.82	894.31
13	Bhadrak Municipality	297.29	882.12	1179.41	458.67	720.74
14	Khariar Road NAC	76.05	248.08	324.13	208.41	115.72
15	Khalikote NAC	138.75	332.24	470.99	322.35	148.64
16	Surada NAC	0.00	187.82	187.82	183.36	4.46
17	Binika	218.98	311.58	530.56	171.74	358.82
18	Titalagarh NAC	139.77	217.93	357.70	133.51	224.19
19	Koraput NAC	254.88	515.09	769.97	441.87	328.10
20	Kodala NAC	-6.56	95.71	89.15	35.44	53.71
21	Polsara NAC	151.34	172.95	324.29	113.28	211.01
22	Kesinga NAC	156.99	340.52	497.51	307.34	190.17
23	Sunabeda NAC	330.00	534.10	864.10	597.62	266.48
24	Boudh NAC	221.54	760.07	981.61	722.60	259.01
25	Gunupur NAC	153.05	805.93	958.98	695.25	263.73
26	Hirakud NAC	93.15	629.10	722.25	487.68	234.57
27	Gudari NAC	45.26	142.82	188.08	12.98	175.10
28	Belaguntha NAC	123.44	121.97	245.41	77.58	167.83
29	Rambha NAC	84.93	121.43	206.36	60.02	146.34
30	Karanjia NAC	156.50	224.42	380.92	133.47	247.45
		7685.76	**18803.00**	**26488.76**	**12214.17**	**14274.59**

Appendix-3.2
(Refer Paragraph 3.10 at Page 22)
Statement showing scheme wise balance of funds as on 31.03.2010

(₹ in lakh)

Sl. NO.	Name of ULB	IHSDP	BRGF	RD	TFC	RM	SJSRY	Water Bodies	Boundary Wall
1	Nawarangpur Municipality	226.20	119.60	43.65	42.10	17.33	25.56	10.00	10.00
2	Bargarh Municipality	305.14	0.00	0.00	0.00	0.00	0.00	0.00	0.00
6	Belpahar Municipality	0.00	97.17	0.00	22.86	14.91	23.50	0.00	0.00
9	Phulbani Municipality	0.00	196.56	100.30	89.17	12.38	0.44	0.00	0.00
10	Sonepur Municipality	852.67	58.50	45.78	19.41	15.91	0.00	0.00	0.00
13	Deogarh Municipality	0.00	95.87	62.03	43.84	0.00	4.95	0.00	0.00
15	Joda Municipality	0.00	6.56	84.20	8.36	22.68	0.00	0.00	0.00
16	Anandapur Municipality	0.00	172.23	0.00	31.71	0.00	26.06	0.00	0.00
17	Balasore Municipality	397.38	0.00	66.03	204.93	55.41	48.39	5.00	10.00
18	Keonjhar Municipality	739.41	123.14	0.74	15.69	6.75	0.00	10.00	10.00
19	Bhadrak Municipality	325.90	0.00	85.47	69.91	59.88	27.29	10.00	10.00
3	Binika NAC	0.00	153.92	71.22	48.99	23.25	12.56	0.00	0.00
4	Titilagarh NAC	0.00	100.98	42.02	32.26	0.00	4.75	0.00	0.00
5	Koraput NAC	0.00	0.00	52.47	24.82	13.51	0.00	7.25	10.00
7	Boudh NAC	0.00	145.83	20.59	2.12	29.31	6.88	0.00	0.00
8	Gunupur NAC	0.00	0.00	33.11	2.74	5.00	3.73	10.00	0.00
11	Gudari NAC	0.00	34.63	39.35	46.34	2.88	0.00	0.00	0.00
12	Belguntha NAC	0.00	16.30	24.27	25.38	23.08	16.51	0.00	0.00
14	Rambha NAC	0.00	22.11	5.94	24.26	15.60	2.20	0.00	0.00
TOTAL		**2846.70**	**1343.40**	**777.17**	**754.89**	**317.88**	**202.82**	**52.25**	**50.00**

Appendix-4.1
(Refer paragraph 4.8 at page 28)
Statement showing Service Tax remained unrecovered

(₹ in lakh)

Name of ULBs	Amount
Cuttack Municipal Corporation	114.00
Bargarh Municipality	25.72
Joda Municipality	11.41
Choudwar Municipality	2.02
Barbil Municipality	11.35
Anandapur Municipality	2.75
Hirakud NAC	4.09
Karanjia NAC	2.07
Khariar NAC	2.05
Keonjhar Municipality	5.77
TOTAL	**181.23**

Appendix-4.2
(Refer paragraph 4.9 at page 29)
Statement showing non deduction of liquidated damage from the suppliers' bills

(` in lakh)

Name of the ULB	Period of delay (in weeks)	Amount of the Bill	Liquidated damage
Berhampur Municipal Corporation	48-144	146.72	14.67
Vyasnagar Municipality	56	13.40	1.34
Purushottampur NAC	11	4.42	0.44
Soroda NAC	20	4.6	0.46
Karanjia Municipality	36	12.73	1.27
TOTAL			**18.18**

GLOSSARY OF ABBREVIATIONS

AAP	:	Annual Action Plan
ATIR	:	Annual Technical Inspection Report
AWC	:	Anganwadi Centre
BDO	:	Block Development Officer
BMC	:	Bhubaneswar Municipal Corporation
BPL	:	Below Poverty Line
BRGF	:	Backward Region Grant Fund
CCA	:	Common Cadre Audit
CDF	:	Community Development Funds
CDS	:	Community Development Society
CEO	:	Chief Executive Officer
CMC	:	Cuttack Municipal Corporation
CS	:	Central Subsidy
CSP	:	Centrally Sponsored Plan
CSP	:	Centrally Sponsored Plan
DPC	:	District Planning Committee
DPMU	:	District Planning and Monitoring Units
DPO	:	District Panchayat Officer
DRDA	:	District Rural Development Agency
DSWO	:	District Social Welfare Officer
DU	:	Dwelling Unit
DUDA	:	District Urban Development Agency
DVMC	:	District Vigilance and Monitoring Committee
EFC	:	Eleventh Finance Commission
ELFA	:	Examiner Local Fund Audit
EO	:	Executive Officer
EWS	:	Economically Weaker Section
GGY	:	Gopabandhu Gramin Yojana
GOFD	:	Government of Orissa, Finance Department
GP	:	Gram Panchayat
H&UD	:	Housing & Urban Development
HAL	:	Hindustan Aeronautics Ltd
HUDCO	:	Housing and Urban Development Corporation

IAY	:	Indira Awas Yojana
IDSMT	:	Infrastructure Development of Small and Medium Towns
IHSDP	:	Integrated Housing and Slum Development Programme
IR	:	Inspection Report
KBK	:	Koraput Bolangir Kalahandi
KL	:	Kendu Leaf
LBA&A	:	Local Bodies Audit and Accounts
LFA	:	Local Fund Audit
MC		Municipal Corporation
MLALAD	:	Member of Legislative Assembly Local Area Development
MPLAD	:	Member of Parliament Local Area Development
NAC	:	Notified Area Council
NMAM	:	National Municipal Accounting Manual
NREGS	:	National Rural Employment Guarantee Scheme
NSDP	:	National Slum Development Programme
OMAM	:	Orissa Municipal Accounting Manual
OPWD	:	Orissa Public Works Department
OTC	:	Orissa Treasury Code
PL	:	Personal Ledger
PPL	:	Paradeep Phosphates Limited
PPT	:	Paradeep Port Trust
PRIs	:	Panchayati Raj Institutions
PS	:	Panchayat Samiti
RLTAP	:	Revised Long Term Action Plan
RMC		Regulatory Market Committee
RSVY	:	Rastriya Sam Vikash Yojana
SCA	:	Special Central Assistance
SDO	:	Slum Development Officer
SFC	:	State Finance Commission
SGRY	:	Sampoorna Grameen Rozgar Yojana
SGSY	:	Swarnajayanti Grameen Sworozgar Yojana
SLVMC	:	State Level Vigilance and Monitoring Committee
SUDA	:	State Urban Development Agency

TAC	:	Town Advisory Committee
TFC	:	Twelfth Finance Commission
TGS	:	Technical Guidance and Supervision
TGS	:	Technical Guidance and Supervision
TRL	:	Tata Refractory Limited
UC	:	Utilization Certificate
UEPA	:	Urban Employment and Poverty Alleviation
ULB	:	Urban Local Body
ZP	:	Zilla Parishad

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Gopinath Offset, RTS-35, Rasulgarh Industrial Estate, Bhubaneswar