

# AUDIT REPORT ON THE ACCOUNTS OF UNION ADMINISTRATIONS PAKPATTAN AUDIT YEAR 2016-17

# **AUDITOR GENERAL OF PAKISTAN**

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#### ABBREVIATIONS AND ACRONYMS

ADP Annual Development Programme

CCB Citizen Community Board

DAC Departmental Accounts Committee

DAG Director General Audit

D&C Demand & Collection Register

FD Finance Department

GST General Sales Tax

IPSAS International Public Sector Accounting Standards

IT Information Technology

LG&CD Local Government and Community Development

MEPCO Multan Electric Power Company

MFDAC Memorandum for Departmental Accounts Committee

NAM New Accounting Model

PAC Public Accounts Committee

PAO Principal Accounting Officer

PDG Punjab District Government

PLGO Punjab Local Government Ordinance

PPRA Punjab Procurement Regulatory Authority

RDA Regional Directorate Audit

TO (R) Tehsil/ Town Officer Regulation

TS Technical Sanction

UAs Union Administrations

#### **PREFACE**

Articles 169 and 170 of the Constitution of the Islamic Republic of Pakistan, 1973 read with Section 115 of the Punjab Local Government Ordinance, 2001 and Auditor General of Pakistan's SRO (1)/2009 dated 02.03.2009 require the Auditor General of Pakistan to conduct audit of Receipts and Expenditures of the Local Fund and Public Accounts of District Governments, Town / Tehsil Municipal Administrations and Union Administrations.

The Report is based on audit of the accounts of Union Administrations of District Pakpattan for the Financial Years 2008-16 (first audit of Union Administrations). The Directorate General of Audit District Governments Punjab (South), Multan conducted audit during Audit Year 2016-17 on test check basis with a view to reporting significant findings to the relevant stakeholders. The main body of Audit Report includes only the systemic issues and audit findings carrying value of Rs 1 million or more. Relatively less significant issues are listed in the Annex-A of the Audit Report. The Audit observations listed in the Annex-A shall be pursued with the Principal Accounting Officer at the DAC level and in all cases where the PAO does not initiate appropriate action, the Audit observations will be brought to the notice of the Public Accounts Committee through the next year's Audit Report.

Audit findings indicate the need for adherence to the regularity framework besides instituting and strengthening internal controls to avoid recurrence of similar violations and irregularities.

The Report have been finalized without management response and DAC meeting, as the management failed to respond to audit observations despite repeated requests.

The Audit Report is submitted to the Governor of the Punjab in pursuance of Article 171 of the Constitution of the Islamic Republic of Pakistan, 1973 for causing it to be laid before the Provincial Assembly.

Islamabad Dated:

(Javaid Jehangir) Auditor General of Pakistan

#### **EXECUTIVE SUMMARY**

The Directorate General Audit (DGA), District Governments, Punjab (South), Multan, a Field Audit Office of the Auditor General of Pakistan, is mandated to carry out the audit of all District Governments in Punjab (South) including Town/Tehsil Municipal Administrations and Union Administrations. Regional Directorate of Audit (RDA), Multan has audit jurisdiction of District Governments, TMAs and UAs of six Districts i.e. Multan, Lodhran, Vehari, Sahiwal, Pakpattan and Khanewal.

The Regional Directorate Audit has a human resource of 21 officers and staff, constituting 5,271mandays and the budget amounting to Rs 22.549 million was allocated in Audit Year 2016-17. The office is mandated to conduct financial attest audit, audit of sanctions, audit of compliance with authority and audit of receipts as well as the performance audit of entities, projects and programs. Accordingly, RDA Multan carried out audit of the accounts of ten UAs of District Pakpattan on sample basis for the Financial Years 2008-16 and the findings are included in this Audit Report.

Union Administrations (UAs), District Pakpattan conduct their operations under Punjab Local Government Ordinance 2001. UAs of District Pakpattan comprise Union Nazim/Administrator and not more than three secretaries namely Secretary (Union Committees), Secretary (Municipal Services) and Secretary (Community Development). Administrator designates one secretary as Principal Accounting Officer (PAO). Financial provisions of the Ordinance require every Local Government to establish Public Account. Additional Secretary (Local Government and Community Development Department) in pursuance of Section 179-A of the PLGO, 2001, appointed Tehsil officer (Regulation) as Administrator of Union Councils falling in the respective Tehsil Municipal Administrations vide notification No.SOR(LG)39-6/208 dated Lahore, 24<sup>th</sup> February, 2010. According to this notification, "the Administrators shall perform the functions and exercise the powers of the Union Nazim, Naib Union Nazim and Union Councils under the ordinance and or any other law for the time being in force".

The total Development Budget of ten UAs in the District Pakpattan for the Financial Years 2008-16, was Rs 108.019 million and expenditure incurred was Rs 40.233 million, showing savings of Rs 67.786 million. The total Non-development Budget for Financial Years 2008-16 was Rs 125.446 million and expenditure was Rs 79.032 million, showing savings of Rs 46.414 million in the years. The reasons for savings in Development and Non-development Budgets are required to be provided by the PAOs concerned.

The total budget targets of receipts of ten Union Administrations for the Financial Years 2008-16 were Rs 112.294 million against which Rs 92.259 million were collected.

Audit of UAs of District Pakpattan was carried out with the view to ascertaining that the expenditure was incurred with proper authorization, in conformity with laws / rules / regulations and whether the procurement of assets and hiring of services were economical or not.

Audit of receipts/ revenues was also conducted to verify whether the assessment, collection and reconciliation were made in accordance with laws and rules and that there was no leakage of revenue.

#### a. Scope of Audit

Out of total expenditure of the UAs for the Financial Years 2008-16, auditable expenditure under the jurisdiction of Regional Director Audit, Multan was Rs 787.149 million. Out of 66 UAs of District Pakpattan, Regional Director Audit, Multan audited an expenditure of Rs 119.265 million covering ten UAs / PAOs / formations of District Pakpattan which, in terms of percentage, is 15% of total auditable expenditure and irregularities amounting to Rs 269.534 million were pointed out. Regional Director Audit planned and executed audit of 10 formations i.e. 100% achievement against the planned audit activities.

Total receipts of the UAs for the Financial Years 2008-16, were Rs 489.100 million. RDA Multan audited receipts of Rs 92.259 million of the ten UAs of District Pakpattan which is 19% of total receipts and irregularities amounting to Rs 22.267 million were pointed out.

#### b. Recoveries at the Instance of Audit

Recoveries of Rs 3.583 million were pointed out by Audit (out of which an amount of Rs 1.614 million paras over Rs 1 million are included in this Report) which was not in the notice of the management earlier. No amount was recovered by the management till the time of compilation of the Report.

#### c. Audit Methodology

Audit was conducted after understanding the business processes of UAs with respect to its functions, control structure, prioritization of risk areas by determining their significance and identification of key controls. This helped auditors in understanding the systems, procedures, environment, and the audited entity before starting field audit activity.

#### d. Audit Impact

A number of improvements in record maintenance and procedures have been initiated by the departments concerned on pointation of Audit. However, audit impact in shape of change in rules could not be materialized as the Public Accounts Committee has not discussed Audit Reports pertaining to Union Administrations.

#### e. Comments on Internal Control and Internal Audit Department

Internal control mechanism of UAs of District Pakpattan was not found satisfactory during audit. Many instances of Weak Internal Controls have been highlighted during the course of audit which includes some serious lapses. Negligence on the part of UAs authorities may be captioned as one of important reasons for Weak Internal Controls.

#### f. Key Audit Findings of the Report

- i. Non production of record of Rs 12.877 million was noted in one case<sup>1</sup>.
- ii. Irregularities and non compliance of Rs 45.818 million were noted in four cases<sup>2</sup>.

<sup>2</sup>Para 1.2.2.1 to 1.2.2.4

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<sup>&</sup>lt;sup>1</sup>Para1.2.1.1

- iii. Performance issues of Rs 1.614 million were noted in one case<sup>3</sup>
- iv. Internal control weaknesses of Rs 66.090 million were noted in two cases<sup>4</sup>

Audit Paras on the accounts for the Financial Years 2008-16 involving procedural violations including internal control weaknesses and irregularities which were not considered worth reporting to Provincial PAC have been included in Memorandum for Departmental Accounts Committee (MFDAC), (Annex-A).

#### g. Recommendations

Audit recommends that the PAO/management of UAs should ensure to resolve the following issues seriously:

- i. Production of record to audit for verification.
- ii. Compliance of relevant laws, rules, instructions and procedures, etc and appropriate actions against officers/officials responsible for violation of rules.
- iii. Regularization of un-authorized expenditures.
- iv. Expediting recoveries pointed out by Audit as well as other recoveries in the notice of management, Take appropriate action against the concerned for poor recovery.
- v. Strengthening of internal controls.
- vi. Holding of DAC meetings in time.
- vii. Implement internal as well as financial controls in letter and spirit to avoid unauthorized drawal/ utilization of funds.

<sup>&</sup>lt;sup>3</sup>Para 1.2.3.1

<sup>&</sup>lt;sup>4</sup>Para 1.2.4.1, 1.2.4.2

## **SUMMARY TABLES AND CHARTS**

**Table 1: Audit Work Statistics** 

(Rupees in million)

Sr. No.	Description	No.	Expenditure 2008-16	Receipts 2008-16	Total
1	Total Entities (PAOs) in Audit Jurisdiction	66	787.149	489.100	1,276.249
2	Total formations in Audit Jurisdiction	66	787.149	489.100	1,276.249
3	Total Entities (PAOs) / DDOs Audited	10*	119.265	92.259	211.524
4	Total formations Audited	10*	119.265	92.259	211.524
5	Audit & Inspection Reports	10*	119.265	92.259	211.524
6	Special Audit Reports	-	-	-	-
7	Performance Audit Reports	-	-	-	-
8	Other Reports (Relating to UAs)	-	-	-	-

<sup>\*</sup>All the ten Union Administrations had been audited for the Financial Years 2008-16

Table 2: Audit observations regarding Financial Management

Sr. No.	Description	Amount Placed Under Audit Observation
1	Unsound asset management	1
2	Weak financial management	24.334
3	Weak internal controls relating to financial management	66.090
4	Others	35.975
	Total	126.399

**Table 3: Outcome Statistics** 

**Expenditure Outlay Audited** 

	<u> </u>					<u> </u>	<b>0</b> 5 111 111111101	
Sr. No.	Description	Expenditure on Physical Assets	Salary	Non Salary	Civil Works	Receipt	Total Current Year	Total Last Year
1	Total Financial Outlays	1	94.458	39.357	653.334	489.100	1,276.249	1,198.73
2	Outlays audited	-	60.320	18.712	40.233	92.259	211.524*	181.626
3	Amount placed under audit observation / irregularities pointed out.	ı	ı	12.877	111.908	1.614	126.399	88.491
4	Recoveries pointed out at the instance of Audit	ı	1	1	-	1.614	1.614	-
5	Recoverable Accepted / Established at the instance of Audit		-	1	-	1.614	1.614	-
6	Recoveries realized at the instance of Audit	-	-	1	-	-	-	-

 $<sup>\</sup>ast$  The amount mentioned against Sr. No.2 in column of "Total Current Year" is the sum of expenditure and receipts, whereas the total expenditure was Rs119.265million.

**Table 4: Irregularities Pointed Out** 

(Rupees in million)

Sr. No.	Description	Amount Placed under Audit Observation
1	Violation of Rules and regulations and violation of principle of propriety and probity in public operations.	45.818
2	Reported cases of fraud, embezzlement, thefts and misuse of public resources.	-
3	Accounting Errors (accounting policy departure from *IPSAS, misclassification, over or understatement of account balances) that are significant but are not material enough to result in the qualification of audit opinions on the financial statements.	-
4	Quantification of weaknesses of internal control systems	66.090
5	Recoveries and overpayments, representing cases of established overpayment or misappropriations of public money.	1.614
6	Non production of record to Audit	12.877
7	Others, including cases of accidents, negligence etc.	-
	Total	126.399

**Table 5: Cost-Benefit** 

		(Rupees in inition)
Sr. No.	Description	Amount
1	Outlays Audited (Items 2 Table 3)	211.524
2	Expenditure on Audit	0.075
3	Recoveries realized at the instance of Audit	-
4	Cost-Benefit Ratio	-

<sup>\*</sup>The Accounting Policies and Procedures prescribed by the Auditor General of Pakistan which are IPSAS (Cash) compliant.

#### **CHAPTER 1**

## 1.1 Union Administrations, Pakpattan

#### 1.1.1 Introduction

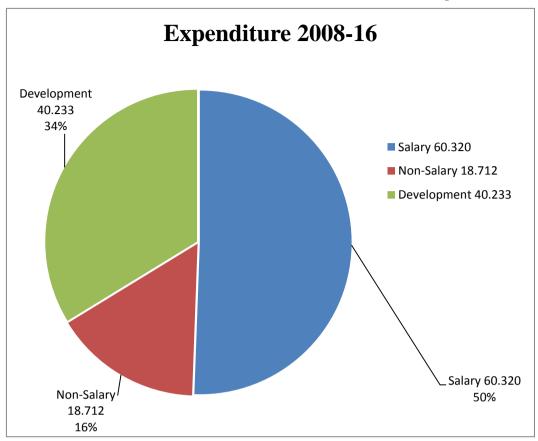
Union Administrations (UAs) consists of Union Nazim, Union Naib Nazim and not more than three Secretaries namely Secretary (Union Committees), Secretary (Municipal Services) and Secretary (Community Development). Each UA has one Drawing & Disbursing Officer.

There are 66 UAs in District Government Pakpattan out of which 10 UAs number 6, 9, 15,17, 20, 28, 47, 50, 61 and 63 were audited on sample basis during 2016-17.

## 1.1.2 Comments on Budget and Accounts

The detail of budget and expenditure of ten UAs audited during 2016-17 is given below in tabulated form:

				(Itapees in immon)
2008-2016	Budget	Actual	Excess (+) / Saving (-)	%(Saving)
Salary	88.126	60.320	-27.805	-31.55%
Non salary	37.320	18.712	-18.608	-49.86%
Development	108.019	40.233	-67.786	-62.75%
Total	233.465	119.265	-114.199	-48.91%
Revenue	112.294	92.259	-20.036	-17.84%

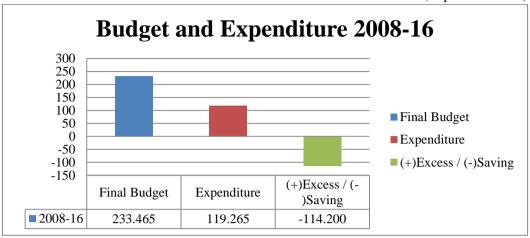


Details of budget allocations, expenditures and savings of each UA of District Pakpattan for the Financial Years 2008-16 are at Annex-B.

As per Budget Books for the Financial Years 2008-16 of UAs in District Pakpattan, original and final budgets of audited ten UAs was Rs 233.465 million. Total expenditure incurred by these UAs during Financial Years 2008-16 were of Rs 119.265 million. A saving of Rs 114.199 million came to the notice of audit which shows that the UAs failed to provide essential services as envisaged and planned at the time of preparation and approval of annual budget for the year.

The comparative analysis of the budget and expenditure of current Financial Year depicted as under:

(Rupees in million)



# 1.1.3 Brief Comments on the Status of Compliance of MFDAC Audit Paras of Audit Report 2015-16

Audit paras, reported in MFDAC (Annex-I) of Audit Report 2015-16, which have not been attended in accordance with directives of DAC, have now been reported in Part-II of Annex-A.

#### 1.1.4 Brief Comments on Status of Compliance with PAC Directives

The Audit Reports pertaining to following years were submitted to the Governor of the Punjab but have not examined by the Public Accounts Committee.

**Status of Previous Audit Reports** 

Sr. No.	Audit Year	No. of Paras	Status of PAC Meetings
01	2009-12	05	PAC not constituted
02	2012-13	02	PAC not constituted
03	2013-14	10	PAC not constituted
04	2015-16	04	PAC not constituted

# **AUDIT PARAS**

#### 1.2.1 Non Production of Record

#### 1.2.1.1 Non production of record – Rs 12.877 million

According to Clause 14 (1) (b) of the Auditor General's (Functions, Powers and Terms and Conditions of Service) Ordinance 2001 "The Auditor General shall in connection with the performance of his duties under this ordinance, have authority to inspect any office of accounts, under the control of Federation or of the Province or of District including Treasuries and such offices responsible for the keeping of initial and subsidiary accounts".

Secretaries of following Union Administrations did not produce the record of expenditure amounting to Rs 12.877 million for Audit scrutiny despite various repeated written and verbal requests. DDO did not produce cash book, bank statement, record of receipts from own sources along with notification of rates, stock register of permanent and consumable items, property register, service record, staff statement, budget and expenditure statement, contingent register, development register, record of project committee and list of DDOs for the Financial Year 2008-16. Detail is as under:

(Rupees in million)

Sr. No.	UA No.	Amount
1	20	0.170
2	28	8.236
3	47	0.369
4	50	4.102
	Total	12.877

Audit is of the view that due to weak internal contols, the record was not produced.

Non production of record of Rs 12.877 million created doubts regarding the legitimacy of expenditure / record.

The matter was reported to the Union Secretaries / PAOs in April, 2017. The Union Secretaries did not submit any reply. Despite repeated efforts, DAC meeting was not convened. No progress was intimated till finalization of this Report.

Audit recommends inquiry, fixing of responsibility on the person(s) at fault besides production of record to Audit for verification.

[UA-20 AIR Para: 8], [UA-28 AIR Para: 1], [UA-47 AIR Para: 2], [UA-50 AIR Para: 1]

## 1.2.2 Irregularities and non compliance

#### 1.2.2.1 Expenditure without pre audit – Rs 22.720 million

According to Clause 3(iv) of the Government of Punjab Finance Department letter No.FD(FR)II-5/82(P) dated 29.05.2009, Tehsil Accounts Officer shall conduct pre-audit of payment of Union Administrations falling in the jurisdiction of respective TMA.

Secretaries of following Union Administrations withdrew Rs 22.720 million and made payments during the Financial Years 2012-2016 without preaudit by the concerned Tehsil Accounts Officer. Detail is as under:

(Rupees in million)

Sr. No.	UA No.	Period	Amount
1	20	2015-16	0.251
2	28	2015-16	4.025
3	47	2013-16	5.126
4	50	2013-14	2.609
5	61	2012-16	5.667
6	63	2013-16	5.042
		Total	22.720

Audit is of the view that due to weak financial management, funds were withdrawn without preaudit.

Expenditure without pre audit amounting to Rs 22.720 million resulted in violation of rules.

The matter was reported to the Union Secretaries / PAOs in April, 2017. The Union Secretaries did not submit any reply. Despite repeated efforts, DAC meeting was not convened. No progress was intimated till finalization of this Report.

Audit recommends inquiry, fixing of responsibility on the person(s) at fault besides regularization from competent authority Finance Department, under intimation to Audit.

[UA-20 AIR Para: 4], [UA-28 AIR Para: 7], [UA-47 AIR Para: 1], [UA-50 AIR Para: 9], [UA-61 AIR Para: 1], [UA-63 AIR Para: 1]

# 1.2.2.2 Unauthorized expenditure on development schemes through splitting – Rs 12.844 million

According to Rule 4 (5) of the Punjab Union Administrations (Works) Rules, 2002, if the cost of a project included in the Annual Development Plan is more than Rs 100,000 the Union Administration may get it executed through the Tehsil Municipal Administration or the District Government as deposit work for which the funds shall be placed at their disposal. The Tehsil Municipal Administration or the District Government, as the case may be, shall be responsible to prepare the detailed estimates of the project and get them technically sanctioned in accordance with the procedure as may be specified by Government from time to time.

Secretaries of following Union Administrations incurred expenditure of Rs 12.844 million on development schemes through splitting the works to keep the expenditure within competency during the Financial Years 2011-12 and 2014-15. Detail is as under:

(Rupees in million)

Sr. No.	UA No.	Number of Schemes	Amount
1	9	6	0.600
2	15	9	0.900
3	47	414	4.513
4	50	279	4.000
5	61	15	1.496
6	63	16	1.335
		Total	12.844

Audit is of the view that due to maladministration, unauthorized expenditure was incurred beyond the competency by splitting the expenditure.

Unauthorized expenditure of Rs 12.844 million resulted in violation of rules.

The matter was reported to the Union Secretaries / PAOs in April, 2017. The Union Secretaries did not submit any reply. Despite repeated efforts, DAC meeting was not convened. No progress was intimated till finalization of this Report.

Audit recommends inquiry, fixing of responsibility on the person(s) at fault besides regularization from competent authority Finance Department, under intimation to Audit.

[UA-9 AIR Para: 6], [UA -15 AIR Para: 2], [UA -47 AIR Para: 4], [UA-50 AIR Para: 3, 14], [UA-61 AIR Para: 3], [UA- 63 AIR Para: 3]

#### 1.2.2.3 Irregular execution of development works- Rs 8.493 million

According to Rule 4 (1) of the Punjab Union Administrations (Works) Rules, 2002, in case of a project having cost less than Rs 150,000 the Union Administration may execute the project at its own either by contracting out to the private sector or through a Project Committee having the following composition:

- i. Union Nazim of the concerned Union Administration Convener
- ii. Naib Union Nazim Member
- iii. Three councilors including one female elected by the union council Member
- iv. Union Secretary (Municipal Services) Member Secretary

Secretaries of following Union Administrations executed development works and incurred expenditure of Rs 8.493 million during the Financial Years 2008-09 without constitution of project committee / contracting out to the private sector.

(Rupees in million)

Sr. No.	UA No.	Financial Year	Amount
1	6	2008-09	0.446
2	9	2008-09	0.775
3	15	2008-09	0.54
4	61	2008-09	4.018
5	63	2008-09	2.714
		Total	8.493

Audit is of the view that due to non compliance of rules, expenditure was incurred without constitution of project committee.

Irregular execution of development works amounting to Rs 8.493 million resulted in violation of rules.

The matter was reported to the Union Secretaries / PAOs in April, 2017. The Union Secretaries did not submit any reply. Despite repeated efforts, DAC meeting was not convened. No progress was intimated till finalization of this Report.

Audit recommends inquiry, fixing of responsibility on the person(s) at fault besides regularization from competent authority Finance Department, under intimation to Audit.

[UA-6 AIR Para: 4], [UA -9 AIR Para: 4], [UA -15 AIR Para: 4], [UA-61 AIR Para: 4], [UA-63 AIR Para: 4]

# 1.2.2.4 Irregular expenditure on development schemes – Rs 1.761 million

According to Rule 4(4) (c) of the Punjab Union Administrations (Works) Rules, 2002, the Union Nazim shall release the estimated cost of the project through cross cheque in the name of Project Committee in two equal installments. The funds so released shall be kept in an account of scheduled bank to be jointly operated by two members of the Project Committee. Before releasing the second installment a report shall be obtained by the Nazim from the Secretary of the Project Committee certifying that the amount of first installment has been incurred properly and that the progress of the work is satisfactory according to specification.

Secretaries of following Union Administrations incurred expenditure of Rs 1.761 million during the Financial Year2008-09 on account of development schemes through Project Committee but neither crossed cheques in the name of Project Committee were issued nor payments made in two installments. Amounts were released for development schemes without reports of Secretary of the Project Committee.

Sr. No.	UA No.	Period	Amount
1	6	2008-09	0.446
2	9	2008-09	0.775
3	15	2008-09	0.540
		Total	1.761

Audit is of the view that due to weak financial controls, the funds were not transferred to Project Committee and funds were withdrawn without obtaining of reports that the progress of the work is satisfactory according to specification.

Irregular expenditure on development schemes amounting to Rs 1.761 million resulted in violation of rules.

The matter was reported to the Union Secretaries / PAO in April, 2017. The Union Secretaries did not submit any reply. Despite repeated efforts, DAC meeting was not convened. No progress was intimated till finalization of this Report.

Audit recommends inquiry, fixing of responsibility on the person(s) at fault besides regularization from competent authority Finance Department, under intimation to Audit.

[UA-6 AIR Para: 5], [UA-9 AIR Para: 3], [UA-15 AIR Para: 5]

#### 1.2.3 Performance

#### 1.2.3.1 Less recovery of water rate charges – Rs 1.614 million

According to Rule 76(1) of PDG&TMA (Budget) Rules 2003, the Collecting Officers shall ensure that all revenue due is claimed, realized and credited immediately into the Local Government Fund.

Secretary Union Administration No.28 Malka Hans did not recover dues of Rs 1.614 million on account of water rate charges from the connection holders during the Financial Years 2013-16. The recovery position of water rate was quite unsatisfactory as the balance of arrears was increasing in each Financial Year. The detail is as under:-

	Non Recovery of water rate during 2013-16									
Sr. No.	Year	No. of Connections		Opening Balance Recoverable / Arrears	Rate of Water Rate	Current Annual Demand	Total Amount Recoverable	Recovery during the Year	Balance Not Recovered	
1	2013- 14	2,268	Actually operational	0.212	100	2.722	2.934	2.145	0.789	
2	2014- 15	2,358	Actually operational	0.789	100	2.830	3.618	2.441	1.177	
3	2015- 16	2,468	Actually operational	1.177	100	2.962	4.138	2.525	1.614	

Audit is of the view that due to weak financial controls, water rate charges were not recovered.

Less recovery of water rate charges resulted in loss to the UA funds amounting to Rs. 1.614 million.

The matter was reported to the Union Secretary / PAO in April, 2017. The Union Secretary did not submit any reply. Despite repeated efforts, DAC meeting was not convened. No progress was intimated till finalization of this Report.

Audit recommends inquiry, fixing of responsibility on the person(s) at fault besides recovery of Rs 1.614 million, under intimation to Audit.

[UA- 28 AIR Para: 3]

#### 1.2.4 Internal Control Weaknesses

#### 1.2.4.1 Unauthorized lump sum provision of funds- Rs 63.940 million

According to Rule 55 (1) of the Punjab Union Administration (Budget) Rules, 2003 the Annual Development Programme shall be formulated as prescribed in Part-VII, VIII and IX of Volume-I and include details of each development project. It shall be an explanatory document to the Demand for Grants (Development).

Secretaries of following Union Administrations approved budget without detail of development schemes and kept lump sum provision of Rs 63.940 million for development during the Financial Years 2008-16. Detail is as under:

(Rupees in million)

Sr. No.	UA No.	Period	Amount
1	28	2008-15	0.950
2	47	2008-15	17.952
3	50	2008-15	14.51
4	61	2007-10	11.852
5	63	2008-15	18.676
		Total	63.940

Audit is of the view that due to weak internal controls, lump sum provision for development projects was kept in the budgets.

Lump sum provision of funds for development schemes amounting to Rs 63.940 million resulted in violation of rules.

The matter was reported to the Union Secretaries / PAOs in April, 2017. The Union Secretaries did not submit any reply. Despite repeated efforts, DAC meeting was not convened. No progress was intimated till finalization of this Report.

Audit recommends inquiry, fixing of responsibility on the person(s) at fault besides regularization from competent authority Finance Department, under intimation to Audit.

[UA-28 AIR Para: 04], [UA-47 AIR Para: 06], [UA-50 AIR Para: 05], [UA-61 AIR Para: 06], [UA-63 AIR Para: 06]

# 1.2.4.2 Non maintenance of record of development schemes – Rs 2.150 million

According to Rule 4(e) of the Punjab Union Administrations (Works) Rules, 2002, the Secretary of the Project Committee shall ensure the maintenance of the following record of each project, detailed estimates duly approved by the Union Nazim, the quotations and vouchers of all articles / materials etc. purchased by the Project Committee, duly verified by the convener of the Project Committee, Muster Roll for payment of labour charges, Stock Register, Inspection Register for each scheme and completion report verified by all members of the Project Committee.

Secretaries of following Union Administrations allowed payment of Rs 2.150 million during the Financial Year 2008-09 for the development schemes without maintenance of record in the light of above mentioned rule. It was further observed that works were shown executed by the project committee despite the same were executed by the Secretary himself. It was revealed that the expenditure was not verified by the project committee. The muster rolls, stock register and inspection register were not maintained by the project committee.

(Rupees in million)

Sr. No.	UA No.	Period	Amount
1	61	2008-09	1.268
2	63	2008-09	0.882
		Total	2.150

Audit is of the view that due to weak internal controls, record of development works was not maintained.

Non maintenance of record of development schemes amounting to Rs 2.150 million resulted in violation of rules.

The matter was reported to the Union Secretaries / PAOs in April, 2017. The Union Secretaries did not submit any reply. Despite repeated efforts, DAC meeting was not convened. No progress was intimated till finalization of this Report.

Audit recommends inquiry, fixing of responsibility on the person(s) at fault, under intimation to Audit.

[UA-61 AIR Para: 2], [UA-63 AIR Para: 2]

# Annex

#### Annex-A

## Part-I

# **Memorandum for Departmental Accounts Committee Paras Pertaining to Audit Year 2016-17**

Sr. No.	AIR Para No.	UA No.	Subject	Amount
1	1		Non-awareness of CCBs and non-utilization of CCB Funds	1.500
2	2		Less collection of Nikah fee	0.752
3	3		Loss to government due to non- levying of permit and license fee	0.600
4	6		Unjustified delay in issuance of acceptance letter	0.300
5	7	Union	Irregular execution of development works	0.200
6	8	Administration No. 6	Doubtful tendering process for development work and excess payment	0.051
7	9	Pakpattan	Irregular delay in finalization of schemes without submission of final bill	0.176
8	10		Doubtful refund of securities	0.064
9	11		Unjustified deduction of Income Tax	0.039
10	12		Overpayment due to non deduction of Shrinkage	0.032
11	13		Non-deduction of Income Tax	0.018
12	1		Unjustified delay in issuance of acceptance letter	1.500
13	2		Non-awareness of CCBs and non-utilization of CCB Funds	0.95
14	5	Union	Doubtful tendering process for development work	0.600
15	7	Administration No. 9	Loss to government due to non- levying of permit and license fee	0.600
16	8	Pakpattan	Less collection of Nikah fee	0.547
17	9		Unjustified deduction of Income Tax	0.048
18	10		Overpayment due to non-deduction of shrinkage	0.028
19	11		Non-deduction of Income Tax	0.007
20	1	Union	Unjustified delay in issuance of acceptance letter	1.500
21	3	Administration No. 15	Non awareness of CCBs and non utilization of CCB Funds	0.761
22	6	Pakpattan	Loss to government due to non levying of permit and license fee	0.300

Sr. No.	AIR Para No.	UA No.	Subject	Amount
23	7		Doubtful tendering process for development work	0.200
24	8		Less collection of Nikah fee	0.090
25	9		Overpayment due to non deduction of Shrinkage	0.024
26	10		Non-deduction of Income Tax	0.012
27	1		Unauthorized block allocation of funds for development activities	2.228
28	2		Non-utilization of development budget	5.497
29	3	Union Administration	Irregular execution of development scheme	0.623
30	4	No.17 Pakpattan	Non-conducting of post evaluation of development schemes	1.381
31	5	т акрацап	Loss due to non deduction / non payment of Income Tax	0.176
32	6		Loss due to non collection Taxes in millions	-
33	1		Unauthorized block allocation of funds for development activities	11.906
34	2	Union	Non-utilization of development budget	12.112
35	3	Administration	Irregular execution of works	0.147
36	5	No. 20	Non deposit of GST and Income Tax	0.211
37	6	Pakpattan	Loss due to non collection Taxes	-
38	7		Non-Allocation of CCB Funds	1.468
39	2		Doubtful payment of arrears to MEPCO on account of electricity bills	6.997
40	5	***	Loss to Union Fund due to imposition of trade license fee	3.365
41	6	Union Administration	Non-reconciliation and un-authorized approval of expenditure	11.441
42	8	No. 28 Pakpattan	Doubtful expenditure on repair of water works machinery	0.975
43	9		Doubtful collection of Marriage fee and Nikkah fee inquiry thereof	0.145
44	10		Non-production of record	-
45	3		Unauthorized technical sanction of the estimates and expenditure on development works	1.158
46	5	Union Administration	Non-conducting of post completion evaluation of projects executed	6.041
47	7	No. 47	Unauthorized expenditure of CCB funds	1.275
48	8	Arifwala	Irregular purchase of physical assets	0.099
49	9		Loss to Union Fund due to Imposition of trade license fee	3.365

Sr. No.	AIR Para No.	UA No.	Subject	Amount
50	10		Unjustified / doubtful expenditure on sports festival	0.035
51	2		Irregular withdrawal of pay and allowances recovery thereof	0.431
52	4		Non-conducting of Post completion evaluation of projects executed	4.100
53	6		Loss to Union Fund due to Imposition of trade license fee	3.365
54	7	***	Non-reconciliation and un-authorized approval of expenditure	7.263
55	8	Union Administration	Non-maintenance/concealment of vouched account of tenders	1.700
56	10	No. 50 Arifwala	Irregular expenditure on development works inquiry thereof	1.472
57	11		Irregular purchase of physical assets	0.159
58	12		Unauthorized expenditure of CCB funds	0.788
59	13		Non-utilization of funds despite having authority to incur the expenditure	10.607
60	15		Doubtful collection of Marriage fee and Nikkah fee inquiry thereof	0.371
61	16		Non-production of record	-
62	5		Non-conducting of post completion evaluation of projects executed	6.041
63	7		Unauthorized expenditure of CCB funds	1.249
64	8	Union	Irregular purchase of physical assets	0.097
65	9	Administration No. 61	Loss to Union Fund due to Imposition of trade license fee	3.365
66	10	Arifwala	Unjustified / doubtful expenditure on sports festival	0.017
67	11		Non-utilization of funds despite having authority to incur the expenditure	16.878
68	5		Non-conducting of post completion evaluation of projects executed	5.186
69	7		Unauthorized expenditure of CCB funds	1.697
70	8	Union	Irregular purchase of physical assets	0.100
71	9	Administration No. 63	Loss to Union Fund due to Imposition of trade license fee	3.365
72	10	Arifwala	Unjustified / doubtful expenditure on sports festival	0.032
73	11		Non-utilization of funds despite having authority to incur the expenditure	18.290

 ${\bf Part\text{-}II}$  Memorandum for Departmental Accounts Committee Paras Audit Year 2015-16

-	n	(Rupees in million)				
Sr. No.	Para No.	UA No.	Subject	Amount		
1	1		Unauthorized purchase of IT equipment and UPS along with batteries	2.263		
2	2		Estimated loss to Government due to non auction of taxes	1.032		
3	4		Irregular expenditure on development projects without preparation of monthly progress reports and form BDD-4	1.450		
4	6	<b>T.T.</b> *	Non utilization of development budget	3.076		
5	7	Union	Non utilization of CCB funds	1.143		
6	8	Administration	Less allocation of CCB funds	0.219		
7	9	No.13 Pakpattan	Unauthorized expenditure out of allocation for CCB projects by not crediting unspent balances to next year's budget	1.179		
8	10		Pooling of contractors with help of union administration	1.450		
9	11		Non deposit of general sales tax	0.097		
10	12		Non verification of deposit of sales tax	0.221		
11	13		Doubtful expenditures on development works	0.244		
12	1		Unauthorized purchase of IT equipment and UPS along with batteries	2.263		
13	2		Estimated loss to Government due to non-auction of taxes	1.032		
14	4		Irregular expenditure on development projects without preparation of monthly progress reports and form BDD-4	1.350		
15	6	Union	Non deposit of General Sales Tax	0.097		
16	7	Administration	Non verification of deposit of sales tax	0.221		
17	8	No.16 Pakpattan	Non utilization of development budget	3.898		
18	9		Non utilization of CCB funds	0.835		
19	10		Doubtful expenditures on development	0.286		
20	11		Unauthorized expenditure out of allocation for CCB projects by not crediting unspent balances to next year's budget	0.601		
21	12		Pooling of contractors with help of union administration	1.350		
22	1	Union	Doubtful expenditures on development works	0.473		
23	2	Administration	Estimated loss to Government due to non-auction of taxes	1.032		
24	3	No.19 Pakpattan	Less allocation of CCB funds	0.314		

Sr. No.	Para No.	UA No. Subject		Amount
25	4		Unauthorized expenditure out of allocation for CCB projects by not crediting unspent balances to next year's budget	1.091
26	6		Non deposit of general sales tax	0.097
27	7		Unauthorized purchase of IT equipment and UPS along with batteries	2.263
28	8		Irregular expenditure on development projects without preparation of monthly progress reports and form BDD 4	1.050
29	10		Non verification of deposit of sales tax	0.221
30	11		Non utilization of development budget	2.112
31	12		Non utilization of CCB funds	1.079
32	13		Pooling of contractors with help of union administration	1.050
33	1		Estimated loss to Government due to non-auction of taxes	1.032
34	2		Less allocation of CCB funds	0.370
35	3		Unauthorized expenditure out of allocation for CCB projects by not crediting unspent balances to next year's budget	1.147
36	5	Union	Non deposit of general sales tax	0.097
37	6	Administration No.22 Pakpattan	Unauthorized purchase of IT equipment and UPS along with batteries	2.263
38	7	1	Irregular expenditure on development projects without preparation of monthly progress reports and form BDD 4	1.155
39	9		Non verification of deposit of sales tax	0.221
40	10		Non utilization of development budget	11.291
41	11		Non utilization of CCB funds	1.148
42	1		Estimated loss to the Government due to non auction of taxes	1.032
43	2		Unauthorized expenditure of pay and allowances without sanctioned post	1
44	3		Non-allocation of CCB funds	1.647
45	5	Union Administration	Irregular expenditure on development projects without preparation of monthly progress reports and form BDD 4	1.050
46	7	No.29 Pakpattan	Pooling of contractors with help of union administration	1.050
47	8		Doubtful expenditures on development works	0.372
48	9		Non deposit of general sales tax	0.097
49	10		Unauthorized purchase of IT equipment and UPS along with batteries	2.263
50	11		Non verification of deposit of sales tax	0.221

Sr. No.	Para No.	UA No.	Subject	Amount
51	12		Non utilization of development budget	4.238
52	2		Irregular expenditure of civil works	1.128
53	3		Fraudulent drawl of funds	0.401
54	5		Misappropriation of funds	0.162
55	6		Non deposit of income tax	0.081
56	7	Union	Non reconciliation and un-authorized approval of expenditure	7.529
57	8	No.33 Pakpattan	Unauthorized excess expenditure than allocated budget of development	0.326
58	9		Unauthorized purchase of computer and UPS	0.084
59	10		Loss to Government due to non levying of permit and license fee	-
60	1		Irregular drawl of funds without pre-audit	4.973
61	3		Embezzlement in Nikkah fee and non-production of record of income heads	0.173
62	4		Doubtful / irregular expenditure of civil works	0.558
63	7	TT .	Non deduction of Income tax	0.269
64	8	Union Administration No.36 Arifwala	Misappropriation on account of the repair of mercury bulbs	0.209
65	9	No.36 Afriwara	Non reconciliation and unauthorized approval of expenditure	9.448
66	10		Unauthorized purchase of computer and UPS	0.085
67	11		Loss to Government due to non levying of permit and license fee	-
68	1		Bogus drawl of funds without pre-audit	6.123
69	3	TT .	Doubtful/ irregular expenditure of civil works	1.004
70	6	Union Administration	Non deduction of Income Tax	0.217
71	7	No.41 Arifwala	Non reconciliation and unauthorized approval of expenditure	6.123
72	8		Non levying of permit and license fee	_
73	1		Drawl of funds without pre-audit	4.441
74	2		Misappropriation due to non-deposit of income	0.171
75	3	Union	Doubtful/ irregular expenditure of civil works	1.006
76	6	Administration	Non deduction of income tax	0.157
77	7	No.43 Arifwala	Non reconciliation and unauthorized approval of expenditure	4.441
78	8		Non levying of permit and license fee	-
79	3		Drawl of funds without pre-audit	5.764
80	5		Doubtful / irregular expenditure of civil works	1.164
81	7	Union Administration	Doubtful unauthorized expenditure on repair works by splitting	2.036
82	8	No.45 Arifwala	Misappropriation of Nikkah fee	0.397
83	9		Non deduction of income tax	0.266
84	10		Non reconciliation and unauthorized approval of	10.476

Sr. No.	Para No.	UA No. Subject		Amount
			expenditure	
85	11		Unauthorized excess expenditure than allocated budget of development	0.121
86	12		Unauthorized purchase of computer and UPS	0.085
87	13		Loss to Government due to non levying of permit and license fee	-

## **UAs of Pakpattan District**

## **Budget and Expenditure Statement for Financial Years 2008-2016**

	Name of		Original	Final	Actual	Excess (+)
Sr. No.	UAs	Particular	Budget	Budget	Expenditure	Saving (-)
	CAS	Salary	9.109	9.109	6.502	-2.607
		Non-Salary	2.081	2.081	0.501	-1.58
		Sub Total	11.19	11.19	7.003	-4.187
1	UA No.6	Development	7.993	7.993	2.18	-5.813
		Total	19.183	19.183	9.183	-10
		Revenue	11.229	11.229	9.226	-2.003
		Salary	8.449	8.449	6.121	-2.329
		Non-Salary	2.079	2.079	0.465	-1.614
_		Sub Total	10.528	10.528	6.586	-3.942
2	UA No.9	Development	11.677	11.677	2.807	-8.87
		Total	22.205	22.205	9.393	-12.812
		Revenue	13.475	13.475	11.071	-2.404
		Salary	9.566	9.566	7.726	-1.84
		Non-Salary	2.157	2.157	0.879	-1.278
	UA	Sub Total	11.723	11.723	8.605	-3.118
3	No.15	Development	5.432	5.432	2.443	-2.989
	1,0,12	Total	17.155	17.155	11.048	-6.107
		Revenue	8.984	8.984	7.381	-1.603
	UA No.17	Salary	20.201	20.201	16.942	-3.26
		Non-Salary	6.334	6.334	1.22	-5.114
4		Sub Total	26.535	26.535	18.162	-8.374
4		Development	17.282	17.282	5.475	-11.808
		Total	43.818	43.818	23.636	-20.182
		Revenue	10.106	10.106	8.303	-1.803
	UA	Salary	6.706	6.706	5.835	-0.871
		Non-Salary	1.958	1.958	0.785	-1.173
5		Sub Total	8.664	8.664	6.62	-2.044
3	No.20	Development	7.493	7.493	3.718	-3.775
		Total	16.158	16.158	10.339	5.819
		Revenue	12.352	12.352	10.148	-2.204
		Salary	6.586	6.586	3.258	-3.328
		Non-Salary	11.205	11.205	10.955	-0.25
6	UA	Sub Total	17.791	17.791	14.213	-3.578
6	No.28	Development	5.759	5.759	5.343	-0.416
		Total	23.55	23.55	19.556	-3.994
		Revenue	15.721	15.721	12.916	-2.805
		Salary	6.779	6.779	3.997	-2.782
		Non-Salary	2.327	2.327	0.778	-1.549
7	UA	Sub Total	9.106	9.106	4.775	-4.331
7	No.47	Development	11.853	11.853	4.281	-7.572
		Total	20.959	20.959	9.056	-11.903
		Revenue	16.844	16.844	13.839	-3.005

Sr. No.	Name of UAs	Particular	Original	Final	Actual	Excess (+)
			Budget	Budget	Expenditure	Saving (-)
8	UA No.50	Salary	6.976	6.976	2.401	-4.575
		Non-Salary	3.033	3.033	0.865	-2.168
		Sub Total	10.009	10.009	3.266	-6.743
		Development	10.01	10.01	4.359	-5.651
		Total	20.019	20.019	7.625	-12.394
		Revenue	7.861	7.861	6.458	-1.403
9	UA No.61	Salary	6.885	6.885	3.397	-3.488
		Non-Salary	2.677	2.677	0.962	-1.715
		Sub Total	9.562	9.562	4.359	-5.203
		Development	11.853	11.853	4.359	-7.494
		Total	21.415	21.415	8.718	-12.697
		Revenue	8.984	8.984	7.381	-1.603
10	UA No.63	Salary	6.868	6.868	4.142	-2.726
		Non-Salary	3.469	3.469	1.302	-2.167
		Sub Total	10.337	10.337	5.444	-4.893
		Development	18.666	18.666	5.268	-13.398
		Total	29.003	29.003	10.712	-18.291
		Revenue	6.738	6.738	5.536	-1.202
Total Salary			88.126	88.126	60.32	-27.806
Total Non Salary			37.32	37.32	18.712	-18.608
Sub Total			125.446	125.446	79.032	46.414
Development			108.019	108.019	40.233	67.786
Grand Total			233.465	233.465	119.265	114.2
	Revenue			112.294	92.259	-20.035