

# AUDIT REPORT ON THE ACCOUNTS OF CHIEF OFFICER, DISTRICT COUNCIL & TALUKA MUNICIPAL ADMINISTRATIONS DISTRICT SANGHAR AUDIT YEAR 2012-13

**AUDITOR-GENERAL OF PAKISTAN** 

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#### ABBREVIATIONS AND ACRONYMS

ADP Annual Development Programme

BTS Base Trans-receiver Station CCB Citizen Community Board

CMA Constitutional Miscellaneous Application

CNG Compressed Natural Gas

CPWD Central Public Works Department

CTR Central Treasury Rules

DAC Departmental Accounts Committee

DGA Director General Audit
FD Finance Department
GoS Government of Sindh

IPSAS International Public Sector Accounting Standards LG&CD Local Government & Community Development

LFA Local Fund Audit

MEFDAC Memorandum for Departmental Accounts Committee

M&R Maintenance & Repair
NSL Natural Surface Level

PAO Principal Accounting Officer
POL Petroleum Oil and Lubricants

SFR Sindh Financial Rules

SLGO Sindh Local Government Ordinance

SLG Sindh Local Government

SLGB Sindh Local Government Board

SPPRA Sindh Public Procurement Regularity Authority

TAO Taluka/Town Accounts Officer

TMA Taluka / Town Municipal Administration

TMO Taluka / Town Municipal Officer

TS Technical Sanction

TO (F) Taluka/Town Officer (Finance)

TO (I&S) Taluka/Town Officer (Infrastructure & Services)
TO (P&C) Taluka/Town Officer (Planning & Coordination)

TO (R) Taluka/Town Officer (Regulation)

TDC Taluka/Town Development Committee

TSE Technically Sanctioned Estimate

#### **Preface**

Articles 169 & 170 (2) of the Constitution of the Islamic Republic of Pakistan, 1973, read with Sections 8 and 12 of the Auditor General (Functions, Powers and Terms and Conditions of Service) Ordinance, 2001, require the Auditor General of Pakistan to conduct audit of the receipts and expenditure of the Secretary Local Government Department, Karachi Metropolitan Corporation, Karachi Water & Sewerage Board, Taluka / Town Municipal Administrations and Union Councils.

The report is based on audit of Taluka Municipal Administrations of District Sanghar for the year 2011-12. The Directorate General of Audit Local Councils Sindh, Karachi, conducted audit during 2012-13 on test check basis with a view to reporting significant findings to 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 Annexure-A of the Audit Report. The Audit observations listed in the Annexure-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 observation will be brought to the notice of the Public Accounts Committee through the next year's Audit Report.

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

Observations included in this Report have been finalized without written responses.

The Audit Report is submitted to the Governor of the Sindh in pursuance of Article 171 of the Constitution of the Islamic Republic of Pakistan, 1973 read with Section 116 of the Sindh Local Government Act 2013, for causing it to be laid before the Provincial Assembly of the Sindh.

Islamabad Dated:

(Muhammad Akhtar Buland Rana) Auditor-General of Pakistan

#### **EXECUTIVE SUMMARY**

The DG Audit, Local Councils, Sindh, Karachi is responsible to carry out the audit of 119 Taluka / Town municipal Administrations. This Directorate General has a human resource of 33 officers and staff, resulting in 2,937 man days and annual budget amounted to Rs 67.096 million for the financial year 2011-12. The office has a mandate to conduct regularity audit (compliance with authority audit) on test check basis with a view to report significant findings to the relevant stakeholders. This office also conduct performance audit of programmes / projects.

Each Taluka Municipal Administration in District Sanghar is headed by a Taluka Administrator and District is headed by Chief Municipal Officer who carries out operations as per Sindh Local Government Ordinance, 1979. Taluka Administrative Officer is the Principal Accounting Officer (PAO) and acts as coordinating and administrative officer and is responsible to control land use, its division and development and to enforce all laws including Municipal Laws, Rules and Bye-laws.

Audit of TMAs District Sanghar was carried out with the view to ascertain that the expenditure was incurred with proper authorization, in conformity with laws, rules, regulations and economy was ensured in procurement of assets and hiring of services and to review, analyze and comment on various Government policies regarding different sectors.

Audit of receipts was conducted to verify that the assessment, collection, reconciliation and allocation of revenue was made in accordance with laws and that there was no leakage of revenue and also that revenue did not remain outside Government account.

#### a. Scope of Audit

Out of total budget of the District Sanghar for the Financial Year 2011-12, auditable expenditure under the jurisdiction was Rs 1,108.305 million, out of which an expenditure of Rs 606.038 million was audited which in terms of percentage, was 55%. Total receipts of the TMAs for the financial year 2011-2012 was Rs 41.100 million out of this, an amount of Rs17.755 million was audited which was 43% of the total amount.

#### b. Recoveries at the instance of audit

Recovery of Rs 17.755 million was pointed out during the audit but no recovery was affected till the time of compilation of this Report. Total recoverable amount of Rs 17.755 million was not in the notice of the executive before audit.

#### Audit Methodology

Audit performed through understanding of the business process of TMAs with respect to internal control structure, prioritization of risk areas determining significance and identification of key internal controls. This helped auditors in understanding the systems, procedures, environment, and the audited entity before starting field activity. The audit used intensive application of desk audit techniques facilitated through compiled data and review of permanent files/record. Desk Audit facilitated identification of high risk areas for substantive testing in the field.

#### d. Audit Impact

On the pointation of audit, TMAs have streamlined their work in accordance with rules & regulations and made efforts for realization of outstanding dues.

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

Several loopholes in the internal control system were noticed during the audit years. Major internal control weaknesses have been reported in Chapter-1. Moreover, other internal control weaknesses have been incorporated in Annexure-A.

#### The key audit findings of the report

- Non-Production of record was noted in 02 cases Rs 65.433 million. 1 i.
- Non-Compliance was noted in 05 cases Rs 40.990 million.<sup>2</sup> ii.
- Internal Control Weaknesses were noted in 02 cases-Rs 17.755 million cases.<sup>3</sup> iii.

Para 1.2.1.1, 1.2.4.1

<sup>&</sup>lt;sup>2</sup> Para 1.2.2.1, 1.2.2.2, 1.2.2.3, 1.2.5.1, 1.2.5.2

Audit paras for the audit year 2011-12 involving procedural violations including internal control weaknesses and irregularities not considered worth reporting to the PAC are included in MEFDAC (Annexure-A).

#### g. Recommendations

Audit recommends the Taluka Municipal Administrations (TMAs) to focus on the following issues:

- i. Head of the Taluka Municipal Administrations needs to conduct physical stock taking of fixed and current assets.
- ii. The TMA needs to comply with the Public Procurement Rules for economical and rational purchase of goods and services.
- iii. Inquiries need to be held to fix responsibility for fraud, misappropriation, losses, theft and wasteful expenditure.
- iv. The PAO needs to make efforts for expediting the realization of various Government receipts.
- v. The PAO and their teams need to ensure implementation of proper monitoring system.
- vi. The PAO needs to take appropriate action against non-production of record.
- vii. The PAO needs to rationalize their budget with respect to utilization.

# **SUMMARY TABLES & CHARTS**

**Table 1: Audit Work Statistics** 

(Rupees in Million)

| Sr. | Description                                 | No. | Budget   |
|-----|---|-----|----------|
| 1.  | Total Entities (PAOs) in Audit Jurisdiction | 07  | 1108.305 |
| 2.  | Total Entities (PAOs) Audited               | 02  | 606.038  |
| 3.  | Audit & Inspection Reports                  | 02  | 606.038  |
| 4.  | Special Audit Reports                       | -   | -        |
| 5.  | Performance Audit Reports                   | -   | -        |
| 6.  | Other Reports (relating to TMAs)            | -   | -        |

# **Table 2: Audit observations Classified by Categories**

(Rupees in Million)

| Sr. | Description          | Amount under audit observation |
|-----|----------------------|--------------------------------|
| 1   | Asset Management     | 0                              |
| 2   | Financial Management | 0                              |
| 3   | Internal controls    | 40.99                          |
| 4   | Violation of rules   | 17.755                         |
| 5   | Others               | 65.433                         |
|     | Total                | 124.178                        |

**Table 3: Outcome Statistics** 

(Rupees in Million)

|     | ı   | 1  |         |                |                |                                  | (Itapees III )           |                       |
|-----|---|--|---------|----------------|----------------|----------------------------------|--------------------------|-----------------------|
| Sr. | Description   | Expenditure<br>on Acquiring<br>Physical<br>Assets<br>(Procurement) | Salary  | Non-<br>Salary | Civil<br>Works | Receipts<br>(Revenue<br>Targets) | Total<br>Current<br>year | Total<br>Last<br>year |
| 1.  | Outlays<br>Audited  | 0  | 113.988 | 330.745        | 54.482         | 41.100                           | 540.315                  | -N/A-                 |
| 2.  | Amount Placed under Audit Observation of Audit            | 0  | 0       | 82.842         | 23.581         | 17.755                           | 124.178                  | -N/A-                 |
| 3.  | Recoveries Pointed Out at the instance of Audit           | 0  | 0       | 0              | 0              | 17.755                           | 17.755                   | -N/A-                 |
| 4.  | Recoveries Accepted /Established at the instance of Audit | 0  | 0       | 0              | 0              | 0                                | 0                        | -N/A-                 |
| 5.  | Recoveries<br>Realized at<br>the instance<br>of Audit     | 0  | 0       | 0              | 0              | 0                                | 0                        | -N/A-                 |

<sup>\*</sup>The amount mentioned against serial No. 1 in column of "Total Current Year" is the sum of Expenditure and Receipts whereas the total expenditure is Rs 499.215 million for the current year.

**Table 4: Irregularities pointed out** 

(Rupees in Million)

| Sr. | Description  | Amount Placed under Audit Observation |
|-----|--|---------------------------------------|
| 1   | Violation of Rules and regulations and violation of principle of propriety and probity in public operations.   | 40.990                                |
| 2   | Reported cases of fraud, embezzlement, thefts and misuse of public resources.  | 0                                     |
| 3   | Accounting Errors (accounting policy departure from NAM <sup>1</sup> , 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. | 0                                     |
| 4   | Quantification of weaknesses of internal control systems.  | 17.755                                |
| 5   | Recoveries and overpayments, representing cases of establishment overpayment or misappropriations of public monies   | 0                                     |
| 6   | Non-production of record.  | 65.433                                |
| 7   | Others, including cases of accidents, negligence etc.  | 0                                     |
|     | Total  | 124.178                               |

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<sup>&</sup>lt;sup>1</sup> The Accounting Policies and Procedures prescribed by the Auditor General of Pakistan which are IPSAS (Cash) compliant.

#### **CHAPTER-1**

# 1.1 CHIEF OFFICER, DISTRICT COUNCIL AND TALUKA MUNICIPAL ADMINISTRATIONS, SANGHAR

#### 1.1.1 INTRODUCTION

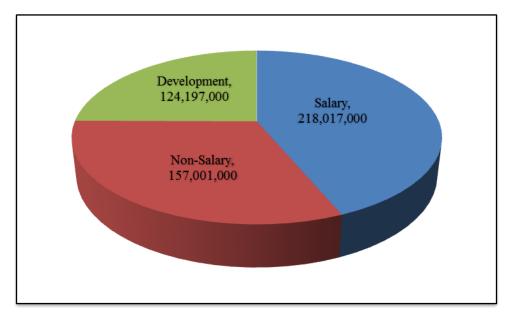
As per 1998 population census, the population of District Sanghar was 1.325 million. District Sanghar comprises of one Chief Officer District Council &sixTMAs namely Sanghar, Shahdadpur, Tando Adam, Jam Nawaz Ali, Sinjhoro and Khipro. Business of TMAs is run through the Administrator and TMO, TO (I&S), TO (Finance), TO (P&C) and TO (Regulations) under Sindh Local Government Ordinance, 1979. The functions of TMAs are as following:

- 1. Prepare spatial plans for the Town including plans for land use, zoning and functions for which TMA is responsible.
- Exercise control over land-use, land-subdivision, land development and zoning by public and private sectors for any purpose, including agriculture, industry, commerce markets, shopping and other employment centers, residential, recreation, parks, entertainment, passenger and transport freight and transit stations.
- 3. Enforce all municipal laws, rules and bye-laws governing TMA's functioning.
- 4. Prepare budget, long term and annual municipal development programmes in collaboration with the Union Councils.
- 5. Collect approved taxes, cesses, user fees, rates, rents, tolls, charges, fines and penalties.
- 6. Manage properties, assets and funds vested in the Town Municipal Administration.
- 7. Develop and manage schemes, including site development in collaboration with Union Administration.
- 8. Issue notice for committing any municipal offence by any person and initiate legal proceedings for commission of such offence or failure to comply with the directions contained in such notice.
- 9. Prosecute, sue and follow up criminal, civil and recovery proceedings against violators of Municipal Laws in the courts of competent jurisdiction.
- 10. Maintain municipal records and archives.

# 1.1.2 Comments on Budget and Accounts (Variance Analysis)

| Sr. | Name of<br>TMAs   | Nature of<br>Expenditure | Original<br>Grant | Suppl:<br>Grant | Revised/Final<br>Grant | Actual<br>Expenditure | (+) Excess<br>(-) Saving |
|-----|-------------------|--------------------------|-------------------|-----------------|------------------------|-----------------------|--------------------------|
|     | Salary            | 113,726,000              | 0                 | 113,726,000     | 115,400,000            | 1,674,000             |                          |
|     | Non-Salary        | 224,762,000              | 0                 | 224,762,000     | 93,077,000             | -131,685,000          |                          |
| 1   | TMA<br>Shahdadpur | Sub-Total                | 338,488,000       | 0               | 338,488,000            | 208,477,000           | -130,011,000             |
|     | _                 | Development              | 11,460,000        | 0               | 11,460,000             | 81,177,000            | 69,717,000               |
|     |                   | Total                    | 349,948,000       | 0               | 349,948,000            | 289,654,000           | -60,294,000              |
|     |                   | Salary                   | 100,031,000       | 0               | 10,262,000             | 102,617,000           | 92,355,000               |
|     | TMA               | Non-Salary               | 49,359,000        | 0               | 149,808,000            | 63,924,000            | -85,884,000              |
| 2   | 2 Tando           | Sub-Total                | 149,390,000       | 0               | 160,070,000            | 166,541,000           | 6,471,000                |
|     | Adam              | Development              | 106,700,000       | 0               | 43,022,000             | 43,020,000            | -2,000                   |
|     |                   | Total                    | 256,090,000       | 0               | 203,092,000            | 209,561,000           | 6,469,000                |
|     |                   | Salary                   | 213,757,000       | 0               | 123,988,000            | 218,017,000           | 94,029,000               |
|     |                   | Non-Salary               | 274,121,000       | 0               | 374,570,000            | 157,001,000           | -217,569,000             |
|     | Non-Development 4 |                          | 487,878,000       | 0               | 498,558,000            | 375,018,000           | -123,540,000             |
|     |                   | Development              | 118,160,000       | 0               | 54,482,000             | 124,197,000           | 69,715,000               |
|     |                   | Grand Total              | 606,038,000       | 0               | 553,040,000            | 499,215,000           | -53,825,000              |

**Expenditure 2011-12** 



Original budget of Rs 606.038million was allocated to TMAs Shahdadpur and Tando Adam, under various grants and no supplementary grants/re-appropriation was provided. The revised/final budget of these TMAs was Rs 553.040 million. The total expenditure incurred by concerned TMAs during 2011-12 was Rs 499.215million as detailed above.

The Variance analysis of the Revised/Final Grant and Actual Expenditure for the Financial Year 2011-12 depicted that there was a saving of Rs 53.825 million.

#### 1.1.3 Brief comments on the status of compliance with PAC Directives

The audit reports of pertaining to following years have been submitted Governor of Sindh. Detail of PAC meeting is given below:

| Audit Year | No. of Paras | Status of PAC Meetings |
|------------|--------------|------------------------|
| 2011-12    | Nil          | Nil                    |

As indicated in the above table, no PAC meeting was convened to discuss the audit report of TMAs Sanghar.

1.2 AUDIT PARAS

Taluka Municipal Administration, Tando Adam

#### 1.2.1 Non-Production

#### 1.2.1.1 Non-Production of Record - Rs 21.769 Million

Article 170(2) of the Constitution of the Islamic Republic of Pakistan, inserted vide Constitution (Eighteenth Amendment) Act, 2010 w.e.f. 19-04-2010, states that, "The audit of accounts of the Federal and of the Provincial Government and the accounts of any authority or body established by, or under the control of, the federal or Provincial Government shall be conducted by the Auditor General, who shall determine the nature and extent of such audit".

Further, the Constitutional provision was stressed upon by the Orders of the Honourable Supreme Court of Pakistan dated 07-05-2013 given in CMA No.2376/2013, "where the amount is charged on the Consolidated Fund or relates to the Public Accounts of the Federation or of the Provinces, the same may be audited by the Auditor-General without exception".

TMA, Tando Adam, incurred an expenditure of Rs 21.769 million during 2011-12, on Disaster Relief but failed to provide access of record to audit, in violation of the above rule.

Audit is of the view that record was not provided to audit resulting into non authenticity of expenditure from public funds which constitutes non transparency in public spending.

Matter was reported during June, 2013, but management failed to reply. The PAO failed to convene the DAC meeting to discuss audit para despite pursuance by audit.

Audit recommends fixing responsibility on account of non-provision of record.

[AIR Para: 1]

#### 1.2.2 Non-Compliance

# 1.2.2.1 Non-Transparency in Government Spending - Rs 15.242 Million

Rule 20 of the Staff Car Rules 1980, as amended in 2001, states that, "The log book, History Sheet, and Petrol Account Register shall be maintained for each official vehicle".

TMA, Tando Adam, incurred an expenditure amounting to Rs 15.242 million, during 2011-12, on purchase of POL for official vehicles but the log books, history sheets

and petrol account registers were not maintained to justify the expenditure, in violation of the above rule. Detail provided in Annexure-B.

Audit is of the view that expenditure incurred on POL without preparation of log books, history sheets and petrol consumption account resulted into non transparency in spending from public funds which constitute weak financial management.

The expenditure on POL without preparation of log books which constitutes weak internal control.

Matter was reported during June, 2013, but management failed to provide departmental point of view. The PAO failed to convene the DAC meeting to discuss audit para despite pursuance by audit.

Audit recommends fixing responsibility for incurring expenditure without supporting record and same be prepared to justify the expenditure, under intimation to audit.

[AIR Para: 20]

# 1.2.2.2 Less Allocation of Development Budget for CCB Schemes Rs 4.175 Million

Section 119 for CCB schemes" vide Section 109(6) of SLGO 2001, states that, "The development budget shall be prioritized in accordance with the bottom up planning system as laid down in Section 119 (a) provided that not less than twenty five percent of the development budget".

TMA, Tando Adam, allocated less development funds of Rs 4.175 million, for CCB schemes, during 2011-12, in violation of above rule. Detail is as under:

(Amount in Rupees)

| Financial | Development | 25% Share of              | CCB Funds Al | location | CCB Funds      |
|-----------|-------------|---------------------------|--------------|----------|----------------|
| Year      | Budget      | <b>Development Budget</b> | Amount       | %        | Less Allocated |
| 2011-12   | 88,700,000  | 22,175,000                | 180,000,000  | 20.293%  | 4,175,000      |

Audit is of the view that management failed to observe rules for providing 25% of development budget to CCBs which constitute weak financial management.

Non-observance of laid down procedure resulted into less development carried out by CCBs which constitute weak internal control.

The matter was reported during June, 2013but management failed to provide departmental point of view. The PAO failed to convene the DAC meeting to discuss audit para despite pursuance by audit.

Audit recommends investigation to fix responsibility on account of less allocation provided to CCBs.

[AIR Para: 30]

#### 1.2.2.3 Un-authorized Award of Works - Rs 3.515 Million

Rule 12 (1) of SPPRA 2010, states that, "Save as otherwise provided and subject to the regulations made by the Authority a procuring agency shall prepare in accordance with Rule 11 above all proposed procurements for each financial year and shall proceed accordingly without any splitting or regrouping of the procurements already grouped allocated and scheduled in the Procurement Plan".

TMA, Tando Adam, incurred an expenditure of Rs 3.515 million, on purchase of several items by splitting-up sanction orders to avoid the sanction of competent authority, during 2011-12, in violation of the above rule. Detail provided in Annexure-C.

Audit is of the view that non-compliance of the prescribed procedure by SPPRA resulted into non-obtaining of competitive rates and non-transparency in public spending which constitutes weak financial management.

The non-observance of rules as per delegated financial powers constitutes weak internal control.

The matter was reported during June, 2013but management failed to provide departmental point of view. The PAO failed to convene the DAC meeting to discuss audit para despite pursuance by audit.

Audit recommends fixing responsibility on account of unauthorized expenditure.

[AIR Para: 17]

#### 1.2.3 Internal Control Weaknesses

#### 1.2.3.1 Outstanding Dues - Rs 14.597 Million

Para-28 of GFR Volume-I, states that, "No government amount should be left outstanding without sufficient reason and where any dues appear to be irrecoverable, the order of competent authority for its adjustment must be obtained"

TMA, Tando Adam, targeted the revenue collection of Rs 20.332 million, during 2011-12, but collected Rs 5.735 million due to which an amount of Rs 14.597 million was left outstanding. Detail provided in Annexure-D.

Audit is of the view that due to non-realization of revenue authority was deprived of revenue resulted into loss of revenue which constitutes weak financial management.

Non-realization of government revenue constitutes weak internal control.

The matter was reported during June, 2013but management failed to provide departmental point of view. The PAO failed to convene the DAC meeting to discuss audit para despite pursuance by audit.

Audit recommends fixing responsibility on account non-recovery of outstanding dues and same may be realized, under intimation to audit.

[AIR Paras: 2, 4, 5, 6, 7, 8, 9, 10, 11]

# 1.2.3.2 Non-Deposit of Income Tax - Rs 3.158 Million

Rule 77 of CTR Vol-I, states that, "All money received on behalf of Government should be without undue delay be credited into Government account".

TMA, Tando Adam, deducted an amount of Rs 3.158 million, during 2011-12, from the contractors on account of income tax, but failed to deposit the same into treasury, in violation of the above rule. Detail provided in Annexure-E.

Audit is of the view that non deposit of income tax resulted into short receipt which constitutes weak financial management.

Non observance of rules constitutes weak internal control.

Matter was reported to management during June, 2013, but no departmental point of view was provided The PAO failed to convene DAC meeting to discuss audit para despite pursuance by audit.

Audit recommends depositing the income tax into treasury, under intimation to audit.

[AIR Para: 12]

Taluka Municipal Administration, Shahdadpur

#### 1.2.4 Non-Production

#### 1.2.4.1 Non-Production of Record- Rs 43.664 Million

Article 170(2) of the Constitution of the Islamic Republic of Pakistan, inserted vide Constitution (Eighteenth Amendment) Act, 2010 w.e.f. April 19, 2010, states that, "The audit of accounts of the Federal and of the Provincial Government and the accounts of any authority or body established by, or under the control of, the federal or Provincial Government shall be conducted by the Auditor General, who shall determine the nature and extent of such audit".

Further, the Constitutional provision was stressed upon by the Orders of the Honorable Supreme Court of Pakistan dated 05-07-2013 given in CMA No.2376/2013, "where the amount is charged on the Consolidated Fund or relates to the Public Accounts of the Federation or of the Provinces, the same may be audited by the Auditor- General without exception".

TMA, Shahdadpur, incurred an expenditure of Rs 43.664 million during 2011-12, on various accounts but failed to provide access of record to audit, in violation of the above rule. Detail provided in Annexure-F.

Audit is of the view that record was not provided to audit resulting into non authenticity of expenditure from public funds which constitutes non transparency in public spending.

Matter was reported during July 2013, but management failed to reply. The PAO failed to convene the DAC meeting to discuss audit Para despite pursuance by audit.

Audit recommends fixing responsibility on account of non-provision of record.

[AIR Para: 1]

## 1.2.5 Non-Compliance

### 1.2.5.1 Un-authorized Payment – Rs 15.891 Million

Rule 89 of SPPRA 2010, states that, "Procurements exceeding the Rs 10 million for goods works, and Rs 2.5 million for services shall be subject to an integrity pact, as specified by regulations, between the procuring agency and the suppliers or contractors or consultants"

TMA, Shahdadpur, awarded work, during 2011-12 to contractor without executing Integrity Pact, in violation of above rule. Detail as under.

(Amount in Rupees)

| Work No.     | W.O No. | Name of work   | Name of contractor | Amount of contract |
|--------------|---------|--|--------------------|--------------------|
| TMA work # 2 | 499     | D/W/E for const:of collecting tanks 25" dia for urban Drainage scheme @ Abdal Nagar Disposal work Shahdadpur |                    | 15,891,339         |

Audit is of the view that department failed to execute integrity pact with contractors and failed to safeguard departmental interests which constitutes weak financial management.

Non-securing of Integrity Pact constitutes weak internal control.

The Matter was reported during July, 2013 but managements failed to provide departmental points of views. The PAO failed to convene the DAC meeting to discuss audit para despite pursuance by audit.

Audit recommends fixing responsibility for not safeguarding the departmental interests, under intimation to audit.

[AIR Para: 14]

#### 1.2.5.2 Non-Transparency in Government Spending - Rs 2.167 Million

Rule 20 of the Staff Car Rules 1980, as amended in 2001, states that, "The log book, History Sheet, and Petrol Account Register shall be maintained for each official vehicle".

TMA Shahdadpur, during the Financial Year 2011-12, incurred an expenditure amounting to Rs 2.167 million on POL for official vehicles but the log books, history sheets and petrol account registers were not maintained. Detail provided in Annexure-G.

Audit is of the view that expenditure incurred on POL without preparation of log books, history sheets and petrol consumption account resulted into non transparency in spending from public funds.

The expenditure on POL without justifying the expenditure through log books, history sheets and petrol consumption account constitutes weak financial management.

The expenditure on POL without preparation of log books which constitutes weak internal control.

The matter was reported during July, 2013but management failed to provide departmental point of view. The Administrative Secretary failed to convene the DAC meeting to discuss audit Para despite pursuance by audit.

Audit recommends fixing responsibility for incurring expenditure without supporting record.

[AIR Para: 16]

# **ANNEXURES**

#### Annexure-A

# **Memorandum for Departmental Accounts Committee (MFDAC) Paras**

(Rupees in Million)

| S.No. | Name of Formation | AP No. | Description  | Amount |
|-------|-------------------|--------|--|--------|
| 1     | TMA<br>TandoAdam  | 13     | Non Reconciliation Of Income Tax Deposited With The Income Tax Department                    | 0.652  |
| 2     | -do-              | 14     | Loss to government due to non-deduction of sales tax on purchases from unregistered person r | 0.897  |
| 3     | TMA<br>Shahdadpu  | 05     | Loss to government due to non-deduction of stamp duty  | 0.115  |
| 4     | -do-              | 13     | Recovery Of Income Tax Against Land Rent Cattle Piri 2011-12                                 | 0.032  |
| 5     | -do-              | 11     | Loss to government due to less deduction of income tax                                       | 0.141  |

#### Annexure-B

# **Details of Non-Transparency in Government Spending**

| Sr. | Name of Department   | Head of A/C | Amount   |
|-----|----------------------|-------------|----------|
| 1   | TalukaNazim          | POL         | 11,453   |
| 2   | General Branch       | POL         | 131,194  |
| 3   | General Branch       | CNG         | 28,949   |
| 4   | Sanitation Branch    | POL         | 691,8769 |
| 5   | Drainage schemes     | POL         | 7767,345 |
| 6   | Fire brigade Station | POL         | 384,448  |
|     | 15,242,158           |             |          |

## Annexure-C

# **Details of Irregular Award of Work**

| Vr# | Cheque #/<br>date    | Bill date | Paid to                            | Description                | Qty         | Rate | Amount  |  |  |
|-----|----------------------|-----------|------------------------------------|----------------------------|-------------|------|---------|--|--|
| 62  |                      | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | Hand pump                  | 10          | 9800 | 98,000  |  |  |
| 63  |                      | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | Hand pump                  | 10          | 9800 | 98,000  |  |  |
| 64  |                      | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | Hand pump                  | 10          | 9800 | 98,000  |  |  |
| 65  | 0930521 /            | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | Hand pump with 2GI pipe    | 10          | 9925 | 99,250  |  |  |
| 66  | 14-6-12              | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | Hand pump with 2GI pipe    | 10          | 9925 | 99,250  |  |  |
| 67  |                      | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | Hand pump with 2GI pipe    | 10          | 9925 | 99,250  |  |  |
| 68  |                      | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | Hand pump with 2GI pipe    | 10          | 9925 | 99,250  |  |  |
| 69  |                      | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | Hand pump with 2GI pipe    | 10          | 9925 | 99,250  |  |  |
|     | Sub Total (A)        |           |                                    |                            |             |      |         |  |  |
| Vr# | Cheque #             | Bill date | Paid to                            | Description                | Qty /<br>ft | Rate | Amount  |  |  |
| 70  |                      | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | RCC pipe 18" dia           | 224         | 445  | 99,680  |  |  |
| 71  |                      | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | RCC pipe 18" dia           | 224         | 445  | 99,680  |  |  |
| 72  | 0930521 /<br>14-6-12 | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | RCC pipe 18" dia           | 224         | 445  | 99,680  |  |  |
| 73  |                      | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | RCC pipe 18" dia           | 224         | 445  | 99,680  |  |  |
| 74  |                      | 25-4-12   | Mohammad Ali<br>(Govt. Contractor) | RCC pipe 18" dia           | 224         | 445  | 99,680  |  |  |
|     |                      |           | Sub Total (B)                      |                            |             |      | 498,400 |  |  |
| Vr# | Cheque #             | Bill date | Paid to                            | Description                | Qty         | Rate | Amount  |  |  |
| 75  |                      | 24-4-12   | Mohammad Ali<br>(Govt. Contractor) | Supply of main hole covers | 43          | 2300 | 98,900  |  |  |
| 76  | 0930521 /<br>14-6-12 | 24-4-12   | Mohammad Ali<br>(Govt. Contractor) | Supply of main hole covers | 43          | 2300 | 98,900  |  |  |
| 77  |                      | 24-4-12   | Mohammad Ali<br>(Govt. Contractor) | Supply of main hole covers | 43          | 2300 | 98,900  |  |  |

|               | (Amount in Rupees)   |           |                               |  |        |        |         |  |
|---------------|----------------------|-----------|-------------------------------|--|--------|--------|---------|--|
| Vr#           | Cheque #/<br>date    | Bill date | Paid to                       | Description                                      | Qty    | Rate   | Amount  |  |
| Sub Total (C) |                      |           |                               |  |        |        | 296,700 |  |
| Vr#           | Cheque #             | Bill date | Paid to                       | Description                                      | Qty    | Rate   | Amount  |  |
| 57            |                      | 18-5-12   | Mr. Narsing (contractor)      | Supply of RCC main hole covers                   | 43     | 2325   | 9,9975  |  |
| 58            |                      | 18-5-12   | Mr. Narsing (contractor)      | Supply of RCC main hole covers                   | 43     | 2325   | 9,9975  |  |
| 59            | 0930530 /<br>14-6-12 | 18-5-12   | Mr. Narsing (contractor)      | Supply of RCC main hole covers                   | 43     | 2325   | 9,9975  |  |
| 60            |                      | 18-5-12   | Mr. Narsing (contractor)      | Supply of RCC main hole covers                   | 43     | 2325   | 99,975  |  |
| 61            |                      | 18-5-12   | Mr. Narsing (contractor)      | Supply of RCC main hole covers                   | 43     | 2325   | 99,975  |  |
|               |                      |           | Sub Total (D)                 |  |        |        | 499,875 |  |
| Vr#           | Cheque #             | Bill date | Paid to                       | Description                                      | Qty    | Rate   | Amount  |  |
| 128           |                      | 14-6-12   | Mumtaz Ali                    | sodium lights (400W)                             | -Nil - | -Nil - | 99,500  |  |
| 129           |                      | 14-6-12   | Mumtaz Ali                    | Supply of electric<br>items (KhudaBux<br>colony) | -do-   | -do-   | 99,500  |  |
| 130           |                      | 14-6-12   | Mumtaz Ali                    | Supply of electric<br>items (KhudaBux<br>colony) | -do-   | -do-   | 90,500  |  |
| 131           |                      | 14-6-12   | Mumtaz Ali                    | Supply of electric items (Mehran Park)           | -do-   | -do-   | 90,500  |  |
| 132           | 1069520 /            | 14-6-13   | Mumtaz Ali                    | Supply of electric items (Memonpara)             | -do-   | -do-   | 90,501  |  |
| 133           | 20-6-12              | 14-6-14   | Mumtaz Ali                    | Supply of electric items (Sikanderabad)          | -do-   | -do-   | 90,502  |  |
| 134           |                      | 14-6-15   | Mumtaz Ali                    | Supply of electric items (Noman Colony)          | -do-   | -do-   | 90,503  |  |
| 135           |                      | 14-6-16   | Mumtaz Ali                    | Supply of electric items (Gulzar colony)         | -do-   | -do-   | 90,504  |  |
| 136           |                      | 14-6-16   | Mumtaz Ali                    | Supply of electric<br>items (Hassan<br>colony)   | -do-   | -do-   | 90,504  |  |
|               |                      |           | Sub Total (E)                 |  |        |        | 832,514 |  |
| 109           | 0930523 /            | Nil       | Mr. Aijaz Ali<br>(Contractor) | Supply of Rcc Pipe<br>18" dia                    | 224    | 445    | 99,680  |  |
| 110           | 14-6-12              | Nil       | Mr. Aijaz Ali<br>(Contractor) | Supply of Rcc Pipe<br>18" dia                    | 224    | 445    | 99,680  |  |

| Vr# | Cheque #/<br>date         | Bill date | Paid to                       | Description                   | Qty | Rate | Amount |  |
|-----|---------------------------|-----------|-------------------------------|-------------------------------|-----|------|--------|--|
| 111 |                           | Nil       | Mr. Aijaz Ali<br>(Contractor) | Supply of Rcc Pipe<br>18" dia | 224 | 445  | 99,680 |  |
| 112 |                           | Nil       | Mr. Aijaz Ali<br>(Contractor) | Supply of Rcc Pipe<br>18" dia | 224 | 445  | 99,680 |  |
| 113 |                           | Nil       | Mr. Aijaz Ali<br>(Contractor) | Supply of Rcc Pipe<br>18" dia | 224 | 445  | 99,680 |  |
| 114 |                           | Nil       | Mr. Aijaz Ali<br>(Contractor) | Supply of Rcc Pipe<br>18" dia | 224 | 445  | 99,680 |  |
|     | Sub Total (F)             |           |                               |                               |     |      |        |  |
|     | Grand Total (A+B+C+D+E+F) |           |                               |                               |     |      |        |  |

#### Annexure-D

# **Details of Outstanding Dues**

| Detail   |  |            |           | it iii Kupees) |
|----------|--|------------|-----------|----------------|
| head     | Head   | Target     | Collected | Shortfall      |
| Own      |  | 400.00-    | 100 200   | 201 70-        |
| Sources  | Conservancy tax                                | 400,000    | 108,298   | 291,702        |
| Revenue  | Tax on transfer immoveable & moveable property | 150,000    | 52,926    | 97,074         |
| Tax      | Share of property tax                          | 1,500,000  | 0         | 1,500,000      |
| Rate     | Water Supply Current                           | 1,043,000  | 352,056   | 690,944        |
|          | Sullage water                                  | 72,000     | 0         | 72,000         |
|          | Garapiri                                       | 32,700     | 33,700    | -1,000         |
|          | Road Service Charges                           | 1,350,000  | 935,020   | 414,980        |
|          | Certificate Fee / NOC fee                      | 1,000,000  | 51,485    | 948,515        |
|          | Squatting Fee (Current)                        | 200,000    | 145,184   | 54,816         |
|          | School tution fee                              | 150,000    | 116,803   | 33,197         |
|          | Slaughter fee                                  | 41,400     | 34,685    | 6,715          |
|          | License fee                                    | 300,000    | 105,050   | 194,950        |
| Fee      | Kachipiri fee                                  | 1,688,000  | 1,479,280 | 208,720        |
|          | Approval plan fee                              | 200,000    | 232,936   | -32,936        |
|          | Tender Fee                                     | 400,000    | 0         | 400,000        |
|          | Contractor registration fee                    | 0          | 0         | 0              |
|          | Library fee                                    | 4,000      | 0         | 4,000          |
|          | Patient fee                                    | 6,000      | 4,882     | 1,118          |
|          | Ambulance charges                              | 50,000     | 0         | 50,000         |
|          | Fire brigade fee                               | 10,000     | 1,500     | 8,500          |
| Dom4     | Rent of shop (current)                         | 1,604,300  | 1,090,010 | 514,290        |
| Rent     | Transfer of shop                               | 100,000    | 63,000    | 37,000         |
|          | Road cutting charges (public)                  | 50,000     | 2,844     | 47,156         |
|          | Road cutting charges (PTCL) & (Sui Gas)        | 2,500,000  | 69,120    | 2,430,680      |
| Othors   | Cost of Bhitai Nagar Plots                     | 500,000    | 171,200   | 328,800        |
| Others   | Sale of assets                                 | 50,000     | 0         | 50,000         |
|          | Other Income (Misc.)                           | 250,000    | 285,180   | -35,180        |
|          | S.D Lib W/S leases                             | 5,000      | 0         | 5,000          |
|          | water rate                                     | 400,000    | 83,410    | 316,590        |
|          | Conservancy Tax                                | 300,000    | 48,440    | 251,560        |
|          | Rent of shops                                  | 400,000    | 157,436   | 242,564        |
| <b>A</b> | License Fee                                    | 300,000    | 37,292    | 262,608        |
| Arrears  | Squating Fee                                   | 100,000    | 72,866    | 27,134         |
|          | Old contractors                                | 1,375,816  | 0         | 1,375,816      |
|          | Old claim against food Dept.                   | 1,300,000  | 0         | 1,300,000      |
|          | Property Tax to excise                         | 2,500,000  | 0         | 2,500,000      |
|          | Total (A)                                      | 20,332,216 | 5,734,603 | 14,597,313     |

#### Annexure-E

# **Details of Outstanding Dues**

| Sr. | Month  | Amount due of<br>I/Tax department | Amount paid to I/Tax department | Amount outstanding |
|-----|--------|-----------------------------------|---------------------------------|--------------------|
| 1   | Jul-11 | 24,729                            | 24,729                          | 0                  |
| 2   | Aug-11 | 574,571                           | 574,571                         | 0                  |
| 3   | Sep-11 | 433,438                           | 53,023                          | 380,415            |
| 4   | Oct-11 | 250,791                           | 0                               | 250,791            |
| 5   | Nov-11 | 184,280                           | 0                               | 184,280            |
| 6   | Dec-11 | 147,318                           | 0                               | 147,318            |
| 7   | Jan-12 | 637,346                           | 0                               | 637,346            |
| 8   | Feb-12 | 354,542                           | 0                               | 354,542            |
| 9   | Mar-12 | 226,807                           | 0                               | 226,807            |
| 10  | Apr-12 | 239,643                           | 0                               | 239,643            |
| 11  | May-12 | 402,972                           | 0                               | 402,972            |
| 12  | Jun-12 | 334,292                           | 0                               | 334,292            |
|     | Total  | 3,810,729                         | 652,323                         | 3,158,406          |

#### Annexure-F

# **Detail of Expenditure without Calling Open Tender**

| Sr# | Description  | Amount     |  |  |  |  |  |
|-----|--|------------|--|--|--|--|--|
| 1   | Unforeseen   | 606,096    |  |  |  |  |  |
| 2   | Disaster management  | 31,058,266 |  |  |  |  |  |
| 3   | Vouchers pertaining to purchase of TMA vehicles for officers                               | 3,500,000  |  |  |  |  |  |
| 4   | Vouchers pertaining to Supply of Office Generator  | 1,600,000  |  |  |  |  |  |
| 5   | Vouchers pertaining toSupply of electric Motor 40. H.P Semen's with sullage pump KSB 2 Nos | 1,600,000  |  |  |  |  |  |
| 6   | Vouchers pertaining to Supply of Diesel enjoin 16 BHP 2 Nos with trolly mountain           | 800,000    |  |  |  |  |  |
| 7   | Vouchers pertaining to Tractor trolly for sub office sarhari                               | 1,000,000  |  |  |  |  |  |
| 8   | Vouchers pertaining to Gutter open / Desilting Machine Heavy                               | 1,000,000  |  |  |  |  |  |
| 9   | Vouchers pertaining to Street lights vehicle with complete accessories                     | 1,500,000  |  |  |  |  |  |
| 10  | Vouchers pertaining to Fumigation Machines + Anti mosqito medicines & vehicles             | 1,000,000  |  |  |  |  |  |
|     | Total  |            |  |  |  |  |  |

#### Annexure-G

# **Details of Non-Transparency in Government Spending**

| G // | VR       | Ch # /                 | Bill # /          | D 114                           | <b>D</b>                 | D 1 4         | Qty     | Rate    | t III Kupees)     |       |             |        |     |     |
|------|----------|------------------------|-------------------|---------------------------------|--------------------------|---------------|---------|---------|-------------------|-------|-------------|--------|-----|-----|
| Sr#  | #        | Date                   | date              | Paid to                         | Description              | Product       | per Ltr | per ltr | Amount            |       |             |        |     |     |
|      |          |                        | 983 /<br>31-05-12 |                                 | Abdal Nagar<br>Generator | Diesel        | 2580    | 109     | 281220            |       |             |        |     |     |
|      |          |                        | 984 /<br>31-05-12 |                                 | Society Generator        | Diesel        | 2320    | 109     | 252880            |       |             |        |     |     |
|      |          |                        | 985 /<br>31-05-12 |                                 | Maldasy<br>Generator     | Diesel        | 1920    | 109     | 209280            |       |             |        |     |     |
|      |          |                        | 986 /<br>31-05-12 |                                 | EidGah Generator         | Diesel        | 1712.99 | 109     | 186715.91         |       |             |        |     |     |
|      |          |                        | 987 /<br>31-05-12 |                                 | U.C 4 Generator          | Diesel        | 1420    | 109     | 154780            |       |             |        |     |     |
|      |          |                        | 988 /<br>31-05-12 |                                 | Office Generator         | Diesel        | 405     | 109     | 44145             |       |             |        |     |     |
|      | 989      | 989 /                  |                   | GS-0050                         | Petrol                   | 324           | 105.7   | 34246.8 |                   |       |             |        |     |     |
|      |          |                        | 31-05-12          |                                 | (Khyber)                 | Mobil<br>oil  | 4       | 333.875 | 1335.5            |       |             |        |     |     |
|      |          |                        | 990 /<br>31-05-12 | Noor                            | Fire brigade             | Diesel        | 250     | 109     | 27250             |       |             |        |     |     |
|      |          | 02377575 /<br>04-06-12 |                   | Mustafa<br>(filling<br>Station) |                          | Petrol        | 70      | 105.7   | 7399              |       |             |        |     |     |
| 1 12 | 12       |                        |                   |                                 |                          | Mobil<br>oil  | 1       | 375     | 375               |       |             |        |     |     |
|      |          | 991 /                  | for May           |                                 | Diesel                   | 240           | 109     | 26160   |                   |       |             |        |     |     |
|      |          |                        | 31-05-12          | 12                              | 12 Master Mazda          | Mobil<br>oil  | 4       | 333.875 | 1335.5            |       |             |        |     |     |
|      |          |                        | 992 /<br>31-05-12 |                                 | Tractor 480              | Diesel        | 180     | 109     | 19620             |       |             |        |     |     |
|      |          |                        |                   |                                 |                          |               |         | 3       | 993 /<br>31-05-12 |       | Tractor 510 | Diesel | 240 | 109 |
|      |          |                        | 994 /<br>31-05-12 |                                 |                          | China Tractor | Diesel  | 240     | 109               | 26160 |             |        |     |     |
|      |          |                        | 995 /             |                                 |                          | Petrol        | 225     | 105.7   | 23782.5           |       |             |        |     |     |
|      |          |                        | 31-05-12          |                                 | Mono Block               | Mobil<br>oil  | 2       | 346.75  | 693.5             |       |             |        |     |     |
|      |          |                        | 996 /<br>31-05-12 |                                 | Tractor 385              | Diesel        | 200     | 109     | 21800             |       |             |        |     |     |
|      |          |                        | 997 /             |                                 |                          | Petrol        | 62      | 105.7   | 6553.4            |       |             |        |     |     |
|      | 31-05-12 |                        | CD 70             | Mobil<br>oil                    | 2                        | 252.3         | 504.6   |         |                   |       |             |        |     |     |
|      |          |                        | 540 /             | Noor                            | Society Generator        | Diesel        | 1105    | 96.14   | 106234.7          |       |             |        |     |     |
| 2    | 23       | 63239134 /<br>03-12-11 | 31-10-12          | Mustafa<br>(filling             |                          | Mobil<br>oil  | 12      | 317     | 3804              |       |             |        |     |     |
|      |          |                        | 541 /             | Station)                        | Abdal Nagar              | Diesel        | 1100    | 96.14   | 105754            |       |             |        |     |     |

|       | (Amol   |                |                   |                 |                         |              |                |                 | t iii Rupees) |
|-------|---------|----------------|-------------------|-----------------|-------------------------|--------------|----------------|-----------------|---------------|
| Sr#   | VR<br># | Ch # /<br>Date | Bill # /<br>date  | Paid to         | Description             | Product      | Qty<br>per Ltr | Rate<br>per ltr | Amount        |
|       |         |                | 31-10-12          | for Oct<br>2011 | Generator               | Mobil<br>oil | 12             | 317             | 3804          |
|       |         |                | 542 /<br>31-10-12 |                 | U.C 4 Generator         | Diesel       | 1110           | 96.14           | 106715.4      |
|       |         |                | 543 /             |                 | Maldasy                 | Diesel       | 1095           | 96.14           | 105273.3      |
|       |         |                | 31-10-12          |                 | Generator               | Mobil<br>oil | 12             | 317             | 3804          |
|       |         |                | 545 /<br>31-10-12 |                 | EidGah Generator        | Diesel       | 950            | 96.14           | 91333         |
|       |         |                | 546 /<br>31-10-12 |                 | Office Generator        | Diesel       | 315            | 96.14           | 30284.1       |
|       |         |                | 547 /<br>31-10-12 |                 | GS-0050<br>(Khyber)     | Petrol       | 341            | 91.29           | 31129.89      |
|       |         |                | 548 /<br>31-10-12 |                 | Mono Block              | Petrol       | 200            | 91.29           | 18,258        |
|       |         |                | 589 /             |                 | Master Fire             | Diesel       | 313            | 96.14           | 30,091.82     |
|       |         |                | 31-10-12          |                 | brigade                 | Mobil<br>oil | 16             | 379.5           | 6,072         |
|       |         |                |                   |                 | Fire brigade<br>Bedford | Diesel       | 400            | 96.14           | 38,456        |
|       |         |                | 591 /<br>31-10-12 |                 |                         | Mobil<br>oil | 12             | 533.66          | 6,404         |
|       |         |                |                   |                 |                         | Petrol       | 10             | 91.7            | 917           |
|       |         |                | 551 /<br>31-10-12 |                 | Master Mazda            | Diesel       | 346            | 96.14           | 33,264.44     |
|       |         |                | 552 /             |                 |                         | Diesel       | 240            | 96.14           | 23,073.6      |
|       |         |                | 31-10-12          |                 | Tractor 385             | Mobil<br>oil |                |                 | 8,208         |
|       |         |                |                   |                 |                         | Diesel       | 140            | 96.14           | 13,459.6      |
|       |         |                | 553 /<br>31-10-12 |                 | Tractor 480             | Mobil<br>oil | 12             | 70.14           | 4,404         |
|       |         |                | 555               | 1               |                         | Diesel       | 320            | 96.14           | 30,764.8      |
|       |         |                | 555 /<br>31-10-12 |                 | Tractor 510             | Mobil<br>oil | -              | -               | 8,008         |
|       |         |                | 554 /             |                 |                         | Petrol       | 50             | 91.29           | 4,564.5       |
|       |         |                | 31-10-12          |                 | CD 70                   | Mobil<br>oil | 0.7            | -               | 889           |
| Total |         |                |                   |                 |                         |              |                |                 | 2,167,368     |