

A Case Study On Commercial Undertaking of Govt. of West Bengal



Lack of control on issue of fuel
in
West Bengal Surface Transport Corporation
Limited (WBSTC)

Regional Training Institute
Indian Audit and Accounts Department
Kolkata
September 2014

Preface

Regional Training Institute, Kolkata was declared as Knowledge Centre on Compliance Audit in August 2012. In pursuit of excellence in our assigned areas of Knowledge Centre, we attempt to bring out series of interesting cases of frauds/misappropriations / deviation from rules and regulation etc. reported and reflected in the Comptroller and Auditor General of India's Audit Report (Commercial) of different State Governments, as case studies. In preparing the instant case study, the models adopted by INTOSAI and some other business schools have been followed.

The case study "Lack of control on issue of fuel in WBSTC" has been prepared based on the Audit Para 3.15.5 appeared in Audit Report (Commercial) for the year ended 31 March 2009 –Government of West Bengal. The case study provides insight into internal control failure, use of IT enabled systems, applying IDEA in audit and risk assessment.

I hope that the readers would benefit from this .The suggestion, if any, are welcome and would help us in future.

RTI, Kolkata September 2014 M. Ray Bhattacharyya Principal Director

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The West Bengal Surface Transport Corporation Limited (WBSTC) could not account for 6.97 lakh litre oil valued at ₹1.75 crore during 2004-09 that were issued against fictitious vehicles. This indicated an absence of control on issue of fuel.

1. Background:

West Bengal Surface Transport Corporation Limited (WBSTC) is a Government of West Bengal owned State Transport Undertaking (STU). It was established in the year 1989. Formerly it was known as West Bengal Inland Water Transport Corporation Ltd. It started with the Ferry Service on the Hooghly and the Muriganga rivers. In the year 1992 it started operating buses with only 8 buses; at the time of audit, it operated 106 buses.

WBSTC was one of the five STU in West Bengal. The others were Calcutta State Transport Corporation (CSTC), North Bengal State Transport Corporation (NBSTC), South Bengal State Transport Corporation (SBSTC) and Calcutta Tramways Company (1978) Company Limited (CTC).

WBSTC had only one depot at Saltlake, Kolkata from which it issued oil to buses. Unlike other transport undertakings in the State, WBSTC did not have an elaborate Management Information System (MIS). It basically maintained two databases. The first recorded operational performance of the buses. This was 'OTMAST' which basically recorded information of each trip of each bus including the revenue that it had earned. This database had provision to record oil consumption of each trip, but that field was never recorded. A snippet of this data base can be seen at *appendix 1*. The other database was 'FUELMAST' which recorded only the fuel issued to the buses. FUELMAST had a field to record distance covered by each vehicle, but this field was not always recorded. A snippet of 'FUELMAST' can be seen at *appendix 2*.

2. Environment:

The maintenance of the database was assigned to one individual at the depot and there were no indication of any exercise of control over his work. This was largely because senior managers were not conversant with database maintenance and it's working. There were a few data entry operators too, but again nothing indicated that Management had supervised their work.

The senior management of WBSTC received two key information that it used to assess performance. These were KMPL i.e. Kilometer per litre run by the buses and EPKM i.e. earnings per kilometer of distance that the buses had run. Although there was no norm as to what would be the ideal KMPL or EPKM, senior management used Company's own trend in KMPL as thumb rule. Only any abnormal aviation in KMPL or EPKM required justification.

While the depot issued fuel to its regular buses, it also issued fuel to vehicles that WBSTC did not own or operate for its services. These bus numbers did not exist in the database of WBSTC's buses. In this fashion it issued 6.90 lakh litres fuel worth ₹ 1.73 crore to 188 vehicles during 2004-09 that were not owned by WBSTC. The Company had purchased the fuel for consumption by its own buses only. However, since there was deficient internal controls, issue of fuel to outside vehicles were never discovered.

Also, during 2004-09, 7,677 litres fuel worth ₹ 2.43 lakh were issued to 48 buses even before these buses were operationalized. Finally, 13,460 litres fuel worth ₹ 4.26 lakh was also issued without recording any vehicle number during 2004-09.

Now, because the above issue of fuel would reduce mileage of the vehicles (in terms of KMPL) and because the senior management monitors the mileage from the vehicles, kilometers operated was added by entering into the database 'OTMAST' distance travelled by fictitious bus numbers that were not there in WBSTC's database of buses. Thus, mileage for 5.38 lakh kilometer was entered into the database against 87 fictitious vehicles. There were no issue of fuel against these 87 vehicles and since buses cannot run without fuel, it could be concluded that these buses never ran. By adding these fictitious distances the depot was able to report better mileage i.e. KMPL.

Obviously, the 5.38 lakh kilometer in mileages were added without any recording of revenue. Therefore, it appeared that there was a great degree of distance travelled by WBSTC's buses but there was no revenue against these operations. Consequently, EPKM remained lower than all India average.

A robust internal check may had ensured that the database OTMAST also recorded fuel consumption of each trip and the database FUELMAST recorded distance covered by buses between each issue of fuel. This would have ensures KMPL being reported from two different

database and discrepancies could have been investigated. Absence of internal check further encouraged the irregularity.

3. Opportunity to Prevent Irregularity:

The audit opines that WBSTC could avoid the loss if:-

- i) It had maintained a comprehensive MIS like other STUs.
- ii) If the Management ensured that OTMAST recorded fuel consumption and then compared fuel issue from FUELMAST with fuel consumption data from OTMAST.
- iii) Similarly, if FUELMAST recorded distance covered, and compared that distance covered from FUELMAST with the same data recorded at OTMAST.
- iv) If it had codified/issued orders as to how these database were to be maintained and had not relinquished all control.
- v) If basic principles of internal check were adhered and data for fuel consumption and mileage were recorded by different individuals in two separate databases.

4. Act of Irregularity:

- i) The depot issued fuel to fictitious buses. These buses were neither owned nor operated by WBSTC.
- ii) There was no justification as to why fuel was issued to buses even before their bodies were build and they were put to operation.
- **iii)** Management contended that it had issued fuel to its franchise operators, but could not substantiate that fact with records. The franchisee agreement did not provide for supply of fuel.
- **iv)** Management, on its own, exercised no control on issue of fuel or maintenance of proper record in either FUELMAST or OTMAST.
- v) Follow-up action though assured to Audit was not initiated and may indicate complicity of WBSTC's officials.

5. Opportunity to Detect and Proving Irregularity:

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During test check of the records of the Company it was revealed that:-

a) WBSTC did not have a robust MIS.

- **b)** WBSTC did not have internal check on issue of fuel.
- c) WBSTC did not have an internal audit that was commensurate with the nature of its operation and size.
- d) OTMAST did not record trip-wise fuel consumption.
- e) Visual examination of the database FUELMAST showed irregular entry that could not possibly be bus number.
- f) The performance of WBSTC vis-a-vis other transport operators in the State and All India performance during 2004-09 was as follows:

SI no.	Particulars	STU	2004-05	2005-06	2006-07	2007-08	2008-09
A.	Gross Kilometers	CSTC	585.64	546.33	538.21	504.16	458.91
	(in lakh)	SBSTC	378.92	391.88	369.28	362.47	384.25
		NBSTC	388.90	390.65	386.43	473.39	476.79
		СТС	165.77	182.58	190.83	203.68	153.79
		WBSTC	21.45	17.38	16.46	37.32	45.08
B.	Actual fuel	CSTC	157.30	137.55	143.92	142.23	131.22
	consumption (in	SBSTC	93.23	93.58	89.92	89.43	95.13
	lakh litres)	NBSTC	101.81	100.10	98.60	120.34	115.72
		СТС	51.01	52.17	53.64	53.64	44.50
		WBSTC	7.09	7.29	9.41	10.55	15.04
C.	Mileage per	CSTC	3.72	3.97	3.74	3.54	3.50
	Kilometer(KMPL)	SBSTC	4.06	4.19	4.11	4.05	4.04
	(C=A/B)	NBSTC	3.82	3.90	3.92	3.93	4.12
		СТС	3.25	3.50	3.56	3.80	3.46
		WBSTC	3.03	2.38	1.75	3.54	3.00
D.	All india Average (KMPL)		4.77	4.85	4.94	4.94	4.95

Source: Page 72 of Audit Report (Commercial) for the year ended 31 March 2009 –Government of West Bengal.

Clearly, WBSTC had higher fuel consumption amongst its peers.

(ii) Follow up of Red flag:

Audit Examination and evidence collection.

Acting on these red flag indicators, the Audit party conducted the scrutiny of the information and records available with the audited entity, interviewed the staff and Officers of the audited entity and obtained collateral records/ information from other sources to ensure reliability of entity's records. Both the data base OTMAST and FUELMAST were imported to IDEA and analysed in the following manner:

a) Both data bases were imported to IDEA. (appendix 3)

- **b)** Data was segregated into year-wise data for the period under audit.
- c) From FUELMAST, bus wise oil issued was obtained (*appendix 4*). From OTMAST, bus wise distance operated was obtained (*appendix 5*).
- d) Using bus's registration number as the common identifier on both the database, bus wise mileage from OTMAST and bus wise fuel issued FUELMAST were joined so that against each bus registration number, both fuel issued and the distance operated were obtained (appendix 6).
- e) The joining of the database as mentioned in (d), revealed that:
 - > Some buses were issued fuel but they never operated on the road.
 - Some buses were operated on the road but never received any fuel.
- f) Finally, when buses who were issued fuel but had revealed no mileage/operation were looked up against the vehicles owned by WBSTC, it was found that these buses did not figure in the list of buses owned by WBSTC (*appendix 7*) indicating that fuel was either issued against fictitious registration numbers, or to some outsiders.
- g) Upon detail examination of buses that recorded mileage in OTMAST but did not consume fuel, it was observed that they did not report any revenue either. It may be concluded that these dummy mileages were added to mask excessive issue of fuel by bringing down KMPL to a level acceptable by Management, since it was one of the statistic that Management monitored. It is also the reason WBSTC's EPKM remained lower than average EPKM of other STUs.

Particulars	2004-05	2005-06	2006-07	2007-08	2008-09
		Earnings per l	(₹) Kilometer		
CSTC	27.01	36.33	34.71	33.91	38.24
SBSTC	16.85	20.10	22.70	23.56	25.00
NBSTC	24.60	35.48	34.31	29.69	30.99
СТС	14.25	14.68	16.04	16.39	17.19
WBSTC	16.52	22.47	23.38	20.97	24.14
Average	22.38	29.17	29.11	27.69	30.01

Source: Page 165 of Audit Report (Commercial) for the year ended 31 March 2009 –Government of West Bengal

6. Lessons Learnt:

- a) Timely and correct preparation of MIS is essential for control.
- b) Principles of internal check should not be short-circuited.

- c) Regular internal audit commensurate with the nature and of business is essential.
- d) Senior management need to exercise greater control over valuable resource such as fuel.
- e) Senior management should develop necessary technical skills to supervise subordinate staff before introduction of new technology (eg database management).

7. Additional facts:

The peer review of SAI India was undertaken during2011-2012. Amongst the reports selected by the peer review team was the Audit Report (Commercial) (Chapter-III Performance audits relating to Government Corporations) for the year ended 31 March 2009 of Comptroller and Auditor General of India—Government of West Bengal. The report was examined by Mr. Eric Hellsten of SAI, Canada. Amongst the section of the report that he had selected for detailed study was the section at paragraph 3.15.5.

The Peer Review report is available at the CAGI's Website.

8. Enclosure for reference:

Audit Para appeared as paragraph 3.15.5 in Audit Report (Commercial) (Chapter-III Performance audits relating to Government Corporations) for the year ended 31 March 2009 of Comptroller and Auditor General of India–Government of West Bengal.

Lack of control on issue of fuel in WBSTC

3.15.5 The sole depot of WBSTC at Saltlake (Kolkata) issues fuel to its buses. Scrutiny in Audit of the databases maintained by the STU revealed that during 2006-09, WBSTC issued 7,677 litres of fuel valued at Rs. 2.43 lakh to 48 buses before these were actually put to commercial operation. Further, Audit observed that during 2004-09, 6.90 lakh litres of fuel valued at Rs. 1.73 crore were issued to 188 vehicles, which were not owned and operated by the STU. Such instances led to conclude that there was lack of management control over issue and consumption of fuel in WBSTC. Besides, it was also noticed that during the review period 13,460 litres of fuel was issued without recording the vehicle number, in the absence of which the same could not be vouchsafed in Audit. Moreover, database scrutiny also revealed that without issue of fuel, 87 vehicles operated 5.38 lakh kilometres, which favourably increased the KMPL. These highlighted incomplete maintenance of records.

While accepting the audit findings in the exit conference, the Government informed (November 2009) that 6.90 lakh litres of fuel was issued to franchisee bus operators and the value of the same has been recovered.

However, no records were made available to substantiate the reply. The Government further assured that the matter regarding issue of fuel before actual commercial operation would be investigated.

The initial Audit Query issued to the Management:



Office of the Principal Accountant General (Audit) West Bengal (Commercial Audit Wing)

2, Government place (West) Treasury Building Kolkata 700001

AQ No.: OA (Com)/PAP/ WBSTCLtd/PA/2008-09/4

dated: 28-4-2009

FUEL UTILISATION

The details of fuel consumption of the Company in five years ending 31" March 2009 are given below:

TABLE I

		2004-5	2005-6	2006-7	2007-8	2008-9
Fuel issued at depot for bus services	litre	708664	728728	941402	1054690	1503634
Cost of fuel per litre	Rs.	27.39	29.35	21.68	32.04	35.81
Fuel issued to vehicles prior to						
commissioning.	litre	0	0	781	27802	1286
No. of vehicles involved to which fuel was						
issued prior to commissioning		0	0	2	38	11
Fuel issued without mentioning vehicle no.	litre	162	433	2209	2373	8283
Fuel issued to vehicles against which no						
operating data is available.	litre	20337	229722	403185	17807.15	18487
No. of vehicles against which fuel was						
issued but no operations data is available		11	55	64	32	26
Fuel issued to operating vehicle	litre	688165.49	498573.04	535227.05	1006707.40	1475578.00
Total kilometers operated	Km	2144602.5	1738281	1646413	3731662	4507894
Kilometers operated by vehicles that did						
not draw oil from depot	Km	262267	166686	68076	5080	36313
No. Of vehicles that operated but did not						
draw oil from depot.		11	8	3	8	57
Effective KMPL of vehicles operated.	Km/l	2.74	3.15	2.95	3.70	3.03
All India average		4.73	4.85	4.94		

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The above table reveals the following:

The effective KMPL of the vehicles operated by the Company was between 2.27
 to 3.70 during the last five years. This was below the all India average of comparative years. The Company had not fixed any target/ norms.

 During the three years 2006-09 the Company had issued 29,869 litres of HSD to 51 buses prior to their commercial operation at cost of Rs. 9.54 lakh. The Company had not fixed any norms for standard consumption under similar circumstances. The average consumption of such fuel was 391, 732 and 117 litre per bus respectively in each of the three years.

 Again, during the five years under consideration, the Company had issued 13,460 litre of HSD to vehicles without any record of the vehicle numbers. The total cost to Company on this account was Rs. 4.38 lakh.

Also, during these five years the Company had issued 6,89,538 litre HSD to 118
vehicles at cost of Rs. 1.73 crore against which no operations data were on record.

 5.38 lakh kilometers were operated by 87 vehicles against which issue of fuel was not on record.

While confirming the above facts and figures, Management's reply, if any may please be made available to Audit within 3 days.

Section Officer (Com)

Τo

The Managing Director.

West Bengal Surface Transport Corporation Ltd.

Kolkata 7000040.

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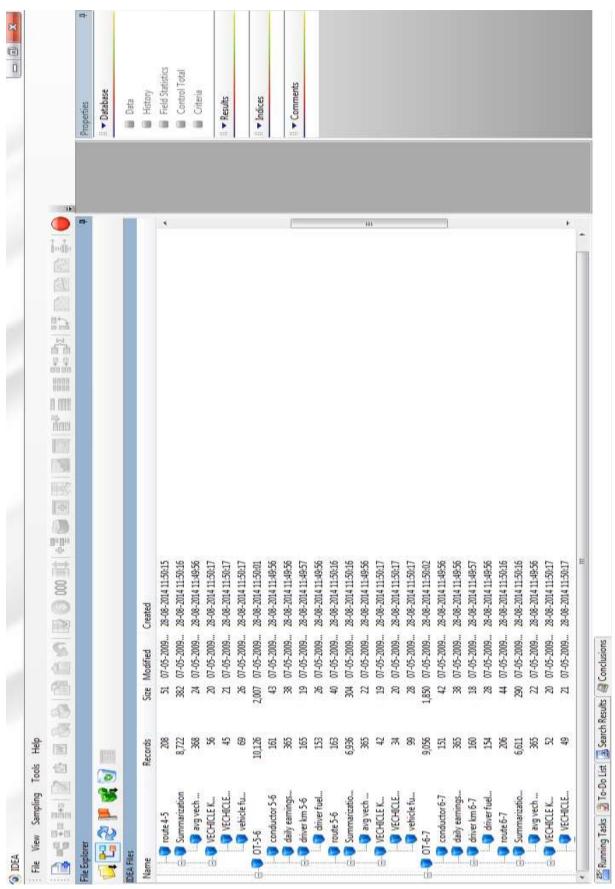
Appendix 1: Screenshot of 'OTMAST'

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DEPOT	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
GAR_DT	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003
OIL	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
BUS	WB04A1364	WB04A3971	WB0401956	WB0405467	WB0405462	WB0402163	WB0401956	WB0405467	WB0402160	WB0402159	WB04A3965	WB04A3966	WB04A3969	WB04A3868	WB0402158	WB04A3864	WB0401955	WB04A3866	WB04A3861	WB0402118	WB04C1977	WB04C1978	WB04A3971	WB04A1364	WB04A3965	WB04A3296	WB04C1977
TRIP TLGBL	3 F	2 F	1 F	2 F	1 F	2 F	2 F	3 F	2 F	2 F	2 F	2 F	2 F	3 F	2 F	5 F	2 F	2 F	5 F	.5 F	3 F	3 F	3 F	3 F	3 F	5 F	3 F
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DAY	_	_	_	_	_	_	_	_	_	_	2	2	2	2	2	2	2	2	2	2	_	_	_	_	_	_	-
CR AMOUNT	1001	636	832.5	982	789.5	1166	1220.5	1525	916	1895.5	1332	2670	972.5	3658	2379.5	2848.75	2024	2051.5	1650.5	1241	1847.5	1701	1518	1163.5	1510.5	920.5	1635
	920	544	496	530	391	617	393	378	713	368	633	969	909	318	643	542	370	414	365	495	516	633	701	708	644	544	993
BR	281	472	433	117	116	302	303	470	581	113	478	585	481	395	385	114	453	356	488	358	539	459	735	712	751	737	655
SER_DT	29-11-2003 281	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003	29-11-2003 488	29-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003	30-11-2003 737	30-11-2003 655 553
SER_NO SER_DT	GR06	GR07	B001	B002	B007	B004	B005	B003	B006	K206	9008	S047	GRP1	K201	K202	K203	K204	K205	S046	G001	GA01	GA02	GR01	GR02	GR03	GR04	GA03

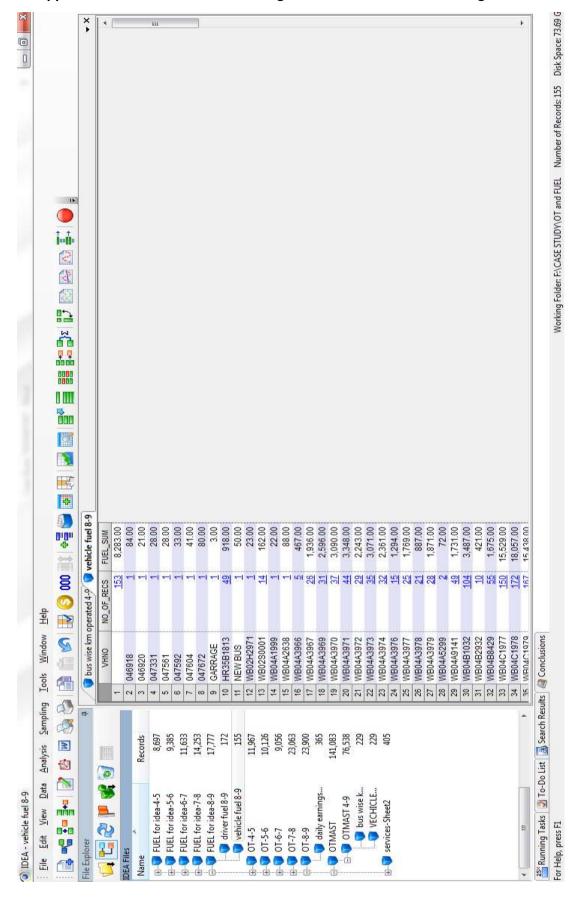
Appendix 2: Screen shot of 'FUELMAST'

REMARK !																											
FL_ORG REMARK	100	0C	0C	0C	0C	0C	10C	10C	10C	0C	ВР	ВР	ВР	ВР	ВР	ВР	BP										
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	0	64795	170123	266995	76123	425647	73397	0	41058	108888	0	0	27409	349475	42684	37435	0	145583	41471	39768	182763	44305	46581	0	44101	32975	39025
FUEL KM	126	128	123	109	122	135	118	98	131	06	111	61	69	151	69	112	84	96	48	88	123	43	45	74	73	54	06
FDATE	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009	18-02-2009
VHNO	WB04C1977 18-02-2009	WB23B3023 18-02-2009	WB23B1862 18-02-2009	WB23B5252 18-02-2009	WB23B3610 18-02-2009	WB04C1978 18-02-2009	WB23B4351 18-02-2009	WB04C1979 18-02-2009	WB23B5349 18-02-2009	WB23B3501 18-02-2009	WB04C1982 18-02-2009	WB23B4808 18-02-2009	WB23B4807 18-02-2009	WB04C1980 18-02-2009	WB23B4868 18-02-2009	WB23B5006 18-02-2009	WB23B4806 18-02-2009	WB23B1861 18-02-2009	WB23B4862 18-02-2009	WB23B5249 18-02-2009	WB23B0637 18-02-2009	WB23B4867 18-02-2009	WB23B4657 18-02-2009	WB23B4810 18-02-2009	WB23B5350 18-02-2009	WB23B5253 18-02-2009	WB04C2637 18-02-2009

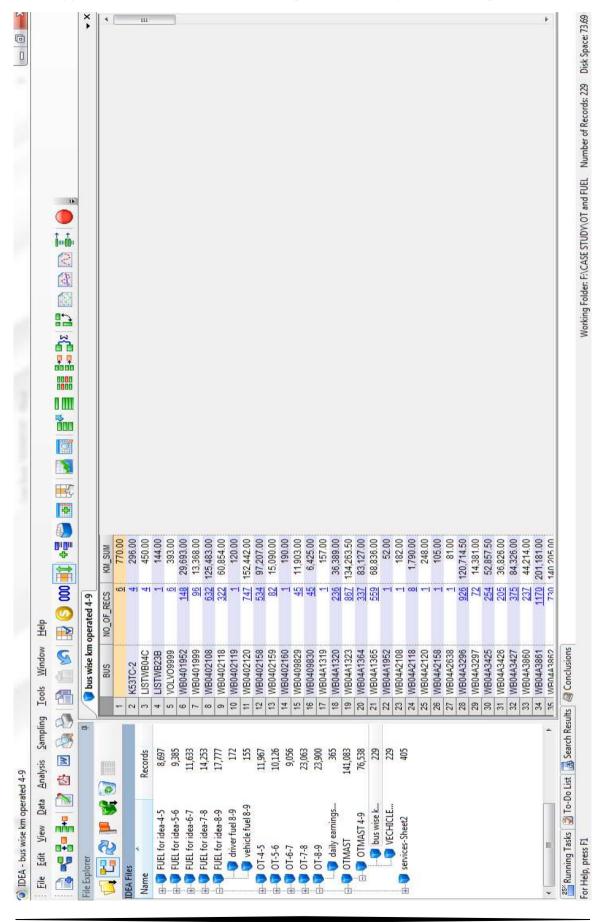
Appendix 3: Screen shot of the IDEA analysis files



Appendix 4: IDEA screenshot showing vehicle wise fuel issued during 2008-09

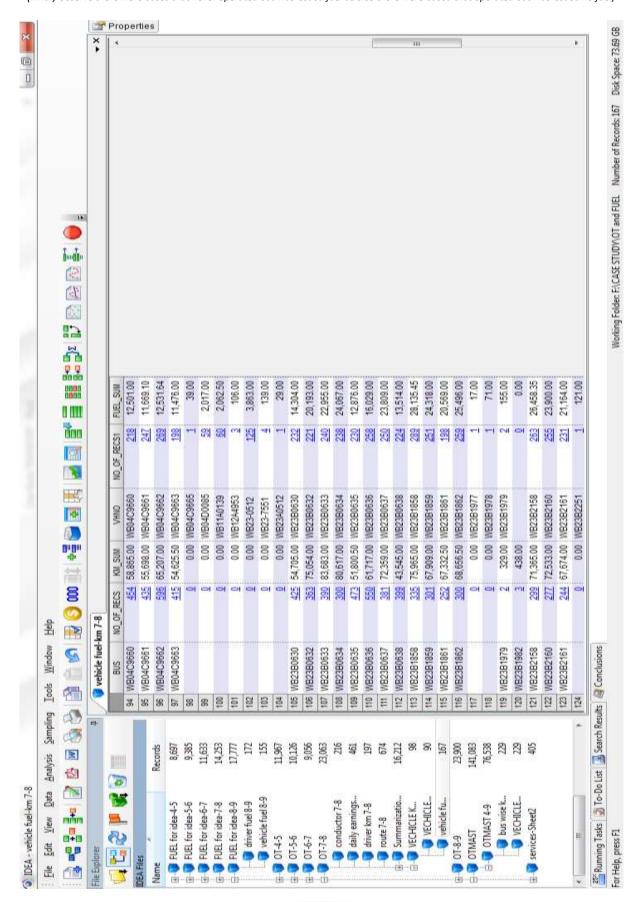


Appendix 5: IDEA screenshot showing bus wise Km operated during 2004-09



Appendix 6: IDEA screenshot showing vehicle /bus no wise matching two databases for 2007-08

(Kindly observe there were buses that never operated but was issued fuel as also there were bused that operated but was issued no fuel)



Appendix 7: Screenshot of database of buses owned and operated by WBSTC from inception to March 2009

TYPE	2	20	2	2	2	Z	Z	Z	^	^	>	>	>	Z	Z	Z	S	S	S	S	S	S	S	S	S	S	S
SEAT_HOLD TYPE	50+1	50+1	52+1	52+1	52+1	51+1	51+1	51+1	36+1	51+1	36+1	36+1	36+1	51+1	51+1	51+1	32+1	32+1	32+1	32+1	32+1	32+1	32+1	32+1	32+1	32+1	32+1
DEPOT	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
DT BNAME	13-01-2004 TATA BS-II	13-01-2004 TATA BS-II	13-01-2004 TATA BS-II	23-04-2004 TATA BS-II	23-04-2004 TATA BS-II	21-09-2006 TATA BS-II	21-09-2006 TATA BS-II	21-09-2006 TATA BS-II	21-09-2006 LEYLAND VOLVO TYPE	21-09-2006 TATA BS-II	21-09-2006 LEYLAND VOLVO TYPE	21-09-2006 LEYLAND VOLVO TYPE	21-09-2006 LEYLAND VOLVO TYPE	19-02-2007 TATA BS-II	19-02-2007 TATA BS-II	19-02-2007 TATA BS-II	17-03-2007 TATA STARBUS										
DT_COMM BRGD1	18-11-2003 13-	20-11-2003 13-	13-01-2004 13-	13-01-2004 23-	13-01-2004 23-	11-09-2006 21-		22-09-2006 21-		22-09-2006 21-	23-09-2006 21-	23-09-2006 21-	23-09-2006 21-	23-11-2006 19-	20-02-2007 19-	20-02-2007 19-	14-03-2007 17-	14-03-2007 17-	14-03-2007 17-	14-03-2007 17-	14-03-2007 17-	14-03-2007 17-	14-03-2007 17-	15-03-2007 17-	18-03-2007 17-	18-03-2007 17-	18-03-2007 17-
BREGNNO	4 WB04C1977	5 WB04C1979	6 WB04C2638	7 WB04C2637	8 WB04C2639	1 WB23B0634	2 WB23B0633	3 WB23B0632	4 WB23B0636	5 WB23B0637	6 WB23B0630	7 WB23B0635	8 WB23B0638	9 WB23B1859	10 WB23B1858	11 WB23B1862	12 WB04C9649	13 WB04C9651	14 WB04C9655	15 WB04C9656	16 WB04C9657	17 WB04C9658	18 WB04C9662	19 WB04C9659	20 WB04C9650	21 WB04C9652	22 WB04C9653
	4	9	9	7	œ	6	10	7	12	13	14	15	16	17	18	19	20	21	22	23	24	25	7	27 1	28	29	30 2