



**Report of the  
Comptroller and Auditor General of India  
on  
Revenue Sector  
for the year ended 31 March 2019**



**Government of Chhattisgarh**  
*Report No.01 of the year 2021*

**REPORT OF THE  
COMPTROLLER AND AUDITOR GENERAL  
OF INDIA**

**FOR THE YEAR ENDED 31 MARCH 2019**

**(REVENUE SECTOR)**

**GOVERNMENT OF CHHATTISGARH**

*Report No. 01 of the year 2021*

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## PREFACE

This Report of the Comptroller and Auditor General of India for the year ended 31 March 2019 has been prepared for submission to the Governor of Chhattisgarh under Article 151 of the Constitution of India, for being laid before the legislature of the State.

The Report contains significant findings of audit of receipts and expenditure of major revenue earning departments of the Government of Chhattisgarh.

The instances mentioned in this Report are those, which came to notice in the course of test audit during the period 2018-19, as well as those which came to notice in earlier years, but could not be reported in the previous Audit Reports; instances relating to period subsequent to 2018-19 have also been included, wherever necessary.

The audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

# **Chapter I**

## **Overview**

## CHAPTER-I: OVERVIEW

### 1.1 About this Report

This Report contains significant findings of audit of receipts of major revenue earning Departments of Government of Chhattisgarh. Audit has been conducted under the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971.

The Report contains six compliance audit paragraphs and a Performance Audit of "Assessment, levy and collection of Stamp Duty and Registration Fees". The total tax effect of the audit findings that are featured in this Report is ₹ 88.57 crore. Compliance audit is an independent assessment of whether a given subject matter (an activity, financial or non-financial transaction, information in respect of an entity or a group of entities) complies in all material respects with applicable laws, rules, regulations, established codes *etc.*, and the general principles governing sound public financial management and the conduct of public officials. Performance Audit is an independent, objective and reliable examination of whether Government entities, institutions, operations, programmes, funds, activities (with their inputs, processes, outputs, outcomes and impacts) are operating in accordance with the principles of economy, efficiency and effectiveness and whether there is room for improvement.

The primary purpose of this Report is to bring to the notice of the State Legislature, significant results of audit. The findings of audit are expected to enable the Executive to take corrective action, to frame appropriate policies as well as to issue directives that will lead to improved financial management of organisations and contribute to better governance.

The audit observations in this Report are based on the results of a test check of the records made available to audit by the concerned Government departments. There may be similar irregularities, errors/omissions in other units of these departments but not covered in the test audit. Departments may, therefore, examine all the units to ensure that the taxes are assessed, levied, collected and accounted for, as per the provisions of the related Acts and Rules.

This Chapter presents an overview of the revenue receipts of the Government of Chhattisgarh (GoCG) during the year 2018-19, analyses the trend of receipts over the five year period 2014-15 to 2018-19, and details the arrears of tax revenue pending collection as of 31 March 2019. Further, Audit approach to examination of revenue receipts of the State is outlined, and the response of the State Government to audit findings is also discussed.

### 1.2 Trend of revenue receipts

A summary of the revenue realised (tax and non-tax revenue, the State's share of net proceeds of divisible Union taxes and duties assigned to it, Grants-in-aid received from the Government of India (GoI) during the year 2018-19 and the corresponding figures for the preceding four years) of Government of Chhattisgarh is given in **Table 1.1**:

**Table 1.1: Trend of revenue receipts**

(₹ in crore)

Sl. No.	Particulars	2014-15	2015-16	2016-17	2017-18	2018-19
<b>1.</b>	<b>Revenue raised by the State Government</b>					
	Tax revenues	15,707.26	17,074.86	18,945.21	19,894.68	21,427.26
	Percentage of growth compared to previous year	<b>9.51</b>	<b>8.71</b>	<b>10.95</b>	<b>5.01</b>	<b>7.70</b>
	Non-tax revenue	4,929.91	5,214.79	5,669.25	6,340.42	7,703.02
	Percentage of growth compared to previous year	<b>-3.36</b>	<b>5.78</b>	<b>8.71</b>	<b>11.84</b>	<b>21.49</b>
	<b>Total</b>	<b>20,637.17</b>	<b>22,289.65</b>	<b>24,614.46</b>	<b>26,235.10</b>	<b>29,130.28</b>
<b>2.</b>	<b>Receipts from Government of India</b>					
	Share of net proceeds of divisible Union taxes and duties	8,363.03	15,716.47	18,809.16	20,754.81	23,458.69
	Grants-in-aid <sup>1</sup>	8,987.81	8,061.59	10,261.63	12,657.17	12,505.96
	<b>Total</b>	<b>17,350.84</b>	<b>23,778.06</b>	<b>29,070.79</b>	<b>33,411.98</b>	<b>35,964.65</b>
<b>3.</b>	<b>Total revenue receipts of the State Government (1 + 2)</b>	<b>37,988.01</b>	<b>46,067.71</b>	<b>53,685.25</b>	<b>59,647.08</b>	<b>65,094.93</b>
<b>4.</b>	<b>Percentage of 1 to 3</b>	<b>54</b>	<b>48</b>	<b>46</b>	<b>44</b>	<b>45</b>

(Source: Finance Accounts of the Government of Chhattisgarh)

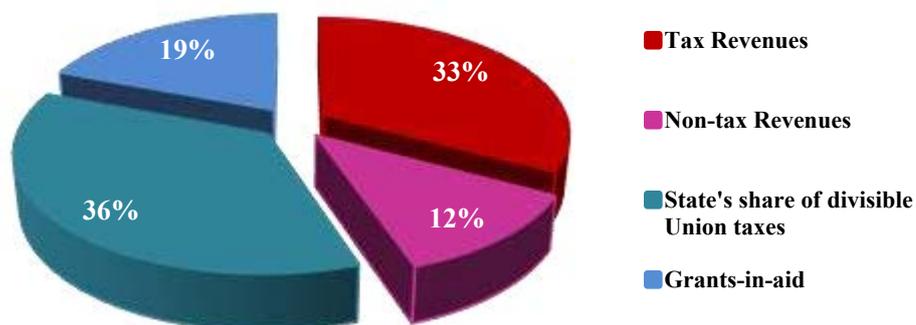
The State's performance in mobilisation of resources is assessed in terms of tax revenue and non-tax revenue excluding the State's share in Central taxes and Grants-in-aid, which are based on the recommendations of the Finance Commission.

As can be seen from the above table, both tax as well as non-tax revenue of the State has been increasing over the five-year period 2014-19. The non-tax revenue increased 21.49 *per cent* during 2018-19 *vis-à-vis* the previous year, primarily due to increase in revenue from Non-ferrous mining and metallurgical industries, Minor and Major irrigation, etc. However, the percentage of own resources raised by the State Government to the total revenue of the State has been decreasing over the four-year period 2014-15 to 2017-18 before improving marginally during 2018-19.

Pictorial representation of breakup of revenue receipts of the State is given in **Chart 1.1:**

<sup>1</sup> Centrally sponsored scheme, Finance Commission grants and other transfer/grants (also includes compensation on GST received from GoI) to States/Union Territories with Legislatures.

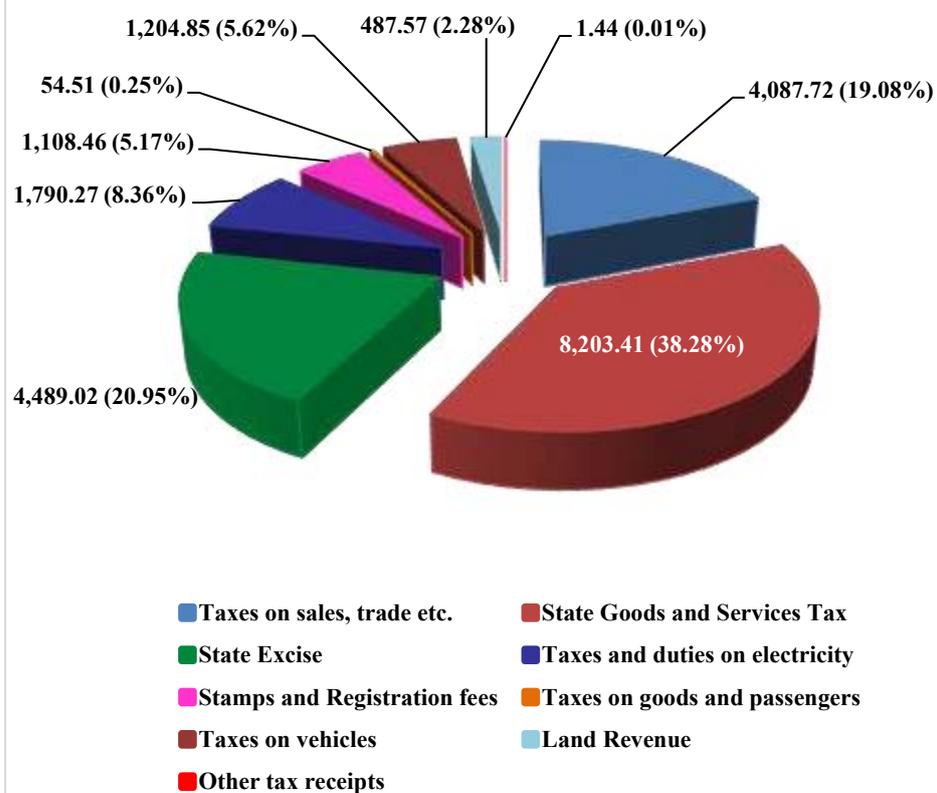
Chart 1.1: Breakup of revenue of the State



### 1.2.1 Tax Revenue

Pictorial representation of the breakup of tax revenues for the year 2018-19 is given in **Chart 1.2**:

**Chart 1.2:**  
Breakup of tax revenue for 2018-19 (₹ in crore)



Budget Estimates (BE) and actual receipts of tax revenue during the period 2014-19 are given in **Table 1.2**:

**Table 1.2: Details of tax revenues raised by the Government**

(₹ in crore)

Head of Revenue		2014-15	2015-16	2016-17	2017-18	2018-19	Percentage of variation over 2017-18
Taxes on Sales, trade etc.	BE	9,800.00	10,998.00	11,928.37	13,444.70	3,718.42	
	Actual	8,428.61	8,908.36	9,927.21	6,449.60	4,087.72	(-) 36.62
State Goods and Services Tax <sup>2</sup>	BE	NA	NA	NA	3,212.82	5,006.65	
	Actual	NA	NA	NA	4,386.56	8,203.41 <sup>3</sup>	(+) 87.01
State Excise	BE	3,150.00	3,528.00	3,870.00	3,168.50	4,355.00	
	Actual	2,892.45	3,338.40	3,443.51	4,054.01	4,489.03	(+) 10.73
Taxes and duties on electricity	BE	1,100.00	1,400.00	1,575.00	1,650.00	1,850.00	
	Actual	1,312.93	1,372.84	1,495.48	1,688.95	1,790.27	(+) 6.00
Stamps and Registration fees	BE	1,250.00	1,350.00	1,485.00	1,550.00	1,790.00	
	Actual	1,023.33	1,185.22	1,211.35	1,197.47	1,108.46	(-)7.43
Taxes on goods and passengers <sup>4</sup>	BE	1,335.00	1,441.80	1,563.77	1,767.06	5.63	
	Actual	981.88	1,040.26	1,340.35	477.66	54.51	(-) 88.59
Taxes on vehicles	BE	800.00	864.00	954.11	1,200.00	1,500.00	
	Actual	703.48	829.22	985.27	1,180.01	1,204.85	(+) 2.10
Land revenue	BE	460.00	496.80	550.00	600.00	660.00	
	Actual	331.56	363.84	503.66	446.41	487.57	(+) 9.22
Other tax receipts <sup>5</sup>	BE	31.26	7.25	37.85	40.38	0.00	
	Actual	33.02	36.72	38.38	14.01	1.44	(-) 89.72
Total	BE	17,926.26	20,085.85	21,964.10	26,633.46	18,885.70	
	Actual	15,707.26	17,074.86	18,945.21	19,894.68	21,427.26	(+) 7.70

(Source: Finance Accounts of the Government of Chhattisgarh and Budget Estimates as per the Budget Book of Government of Chhattisgarh).

Receipts under Sales Tax have not matched the expectations projected by the State Government in its budget during 2014-18, but exceeded budgetary estimates during 2018-19. Receipts under SGST have also exceeded budgetary estimates during 2017-19 and constituted the single largest source of revenue for the State during 2018-19. State Excise revenue exceeded budgetary estimates during 2017-19 while Stamp and Registration Fees, and Land Revenue have not matched the expectations projected during 2014-19.

<sup>2</sup> Goods and Services Tax was implemented with effect from 1 July 2017. Central indirect taxes such as central excise duty, additional excise duty, excise duty levied under the Medicinal and Toiletries preparation Act, service tax, additional customs duty (CVD), special additional duty of customs (SAD), state indirect taxes such as value added tax, central sales tax, entry tax, entertainment tax and purchase tax have been subsumed in GST.

<sup>3</sup> In addition to receipts of State GST of ₹ 8,203.41 crore, compensation on GST of ₹ 2,261.00 crore was also received from GoI during the period 2018-19.

<sup>4</sup> Major portion (97 per cent) of Taxes on Goods and Passengers is from Entry Tax during the period 2018-19, which has since been abolished and subsumed in GST from 1 July 2017.

<sup>5</sup> 'Others' include actual receipts during 2018-19 under the following Revenue Heads: Hotel receipts tax (₹ 1.00 crore); other taxes on income and expenditure (₹ 0.16 crore); and other taxes and duties on commodities and services (₹ 0.28 crore).

The concerned Departments reported the following reasons for variation between the budget estimates and the actual revenue receipts during 2018-19 as well as the decline in receipts in some cases, over that of the previous year.

**Taxes on sales, trade etc.:** Value Added Tax (VAT) was previously applicable on all goods but after implementation of GST with effect from 1 July 2017 on all goods except petrol, diesel, Aviation Turbine Fuel (ATF), natural gas and liquor, there was a decrease of 36.62 *per cent* in taxes on sales, trades etc.

**State Goods and Services tax:** The revenue receipts from GST in the financial year 2017-18 included receipts only during the period from 1 July 2017 to 31 March 2018. Since the GST receipts for the year 2018-19 were for the complete year, there was an increase of 87.01 *per cent* compared to the previous year as well as over the budget projections (63.85 *per cent*).

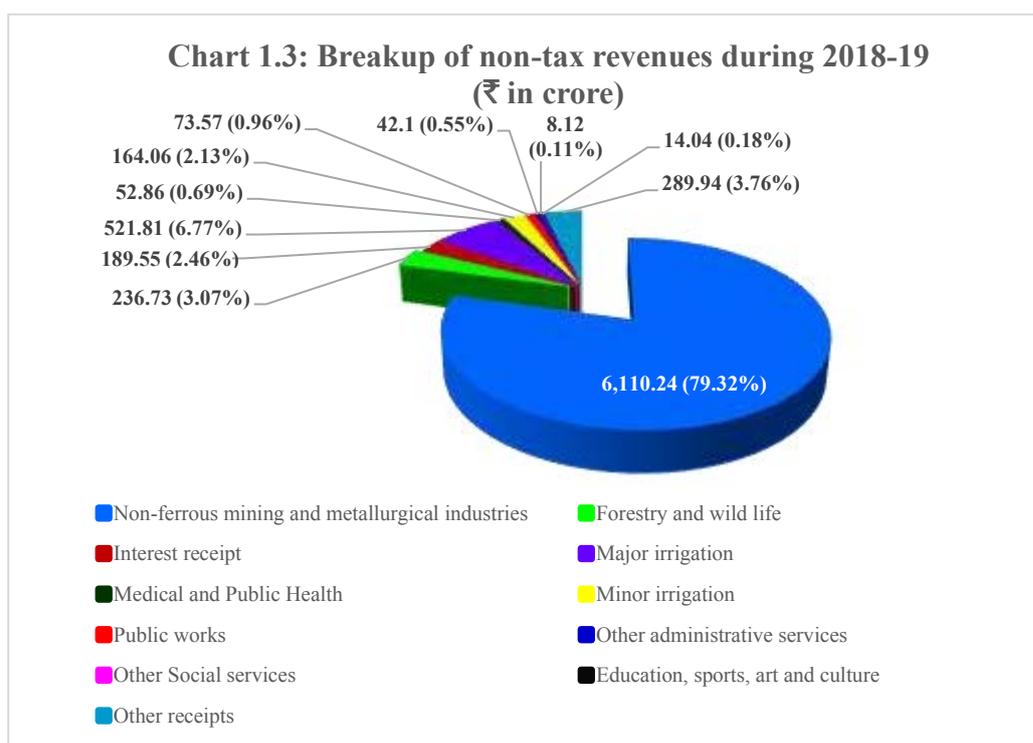
**State Excise:** The increase of 10.73 *per cent* was due to control over illegal sales of liquor, consequent upon formation of Chhattisgarh State Marketing Corporation Ltd. in 23 February 2017. Further, there was an increase in receipts of duty and countervailing duty owing to increase in consumption of country/foreign liquor in 2018-19 compared to the previous year.

**Taxes on goods and passengers:** The decrease (88.59 *per cent*) was due to subsuming of Entry Tax in GST with effect from 1 July 2017. There was an increase (868.21 *per cent*) over the BE due to recovery of arrears of revenue.

**Stamps and Registration fees:** The decrease of 38.07 *per cent* from BE was due to ban on registration of small plots and fewer number of deeds registered during the year.

## 1.2.2 Non-tax Revenue

The break-up of non-tax revenue for the year 2018-19 is shown in **Chart 1.3:**



The details of the non-tax revenue raised during the period 2014-19 are indicated in **Table 1.3**:

**Table 1.3: Details of non-tax revenues raised by the Government**

(₹ in crore)

Head of Revenue		2014-15	2015-16	2016-17	2017-18	2018-19	Percentage of deviation in 2018-19 over 2017-18
Non-ferrous mining and metallurgical industries	BE	4,100.00	7,000.00	5,500.00	5,600.00	6,000.00	(+ 24.41)
	Actual	3,572.68	3,709.52	4,141.47	4,911.44	6,110.24	
Forestry and wild life	BE	520.00	500.00	550.00	600.00	600.00	(-) 18.70
	Actual	348.72	409.75	405.15	291.17	236.73	
Interest receipt	BE	323.40	260.67	249.38	137.25	132.93	(+ 5.05)
	Actual	171.89	108.23	157.24	180.44	189.55	
Major irrigation	BE	413.55	389.34	586.47	703.68	738.89	(+ 13.13)
	Actual	410.95	502.17	437.35	461.23	521.81	
Minor irrigation	BE	561.50	277.47	288.34	288.34	302.76	(+ 34.77)
	Actual	127.23	121.91	180.84	121.73	164.06	
Medical and Public Health	BE	14.80	16.22	15.93	29.33	45.99	(+ 0.57)
	Actual	20.16	43.15	46.50	52.56	52.86	
Public works	BE	18.93	21.77	43.72	73.70	43.00	(+ 35.51)
	Actual	39.21	42.73	41.12	54.29	73.57	
Other administrative services	BE	16.06	30.40	23.69	65.43	42.82	(+ 5.75)
	Actual	36.45	65.52	36.66	39.81	42.10	
Other social services	BE	10.00	6.26	4.30	30.00	30.00	(-) 53.39
	Actual	41.74	29.15	28.71	17.42	8.12	
Education, sports, art and culture	BE	4.65	5.65	7.60	6.97	28.03	(-) 18.13
	Actual	30.78	13.07	27.04	17.15	14.04	
Other non-tax receipts	BE	201.73	155.21	150.71	169.50	205.58	(+ 50.09)
	Actual	130.10	169.59	167.17	193.18	289.94 <sup>6</sup>	
<b>Total</b>	BE	<b>6,184.62</b>	<b>8,662.99</b>	<b>7,420.14</b>	<b>7,704.20</b>	<b>8,170.00</b>	<b>(+) 21.49</b>
	Actual	<b>4,929.91</b>	<b>5,214.79</b>	<b>5,669.25</b>	<b>6,340.42</b>	<b>7,703.02</b>	

(Source: Finance Accounts of the Government of Chhattisgarh and Budget Estimates as per the Budget Book of Government of Chhattisgarh)

<sup>6</sup> Other non-tax receipts include actual receipts during 2018-19 under the following heads: Dividends and profits (₹ 1.49 crore); Public service commission (₹ 8.58 crore); Police (₹ 29.18 crore); Jails (₹ 5.78 crore); Stationery and printing (₹ 2.84 crore); Contributions and recoveries towards pension and other retirement benefits (₹ 23.23 crore); Miscellaneous general services (₹ 59.54 crore); Family welfare (₹ 0.07 crore); Water supply and sanitation (₹ 4.57 crore); Housing (₹ 4.34 crore); Urban development (₹ 30.31 crore); Information and publicity (₹ 0.33 crore); Labour and employment (₹ 26.75 crore); Social security and welfare (₹ 5.70 crore); Crop husbandry (₹ 25.82 crore); Animal husbandry (₹ 6.11 crore); Fisheries (₹ 5.44 crore); Food storage and warehousing (₹ 0.63 crore); Cooperation (₹ 7.94 crore); Other agricultural programmes (₹ 1.28 crore); Other rural development programmes (₹ 4.30 crore); Medium irrigation (₹ 11.30 crore); Village and small industries (₹ 5.62 crore); Industries (₹ 5.31 crore); Civil aviation (₹ 0.17 crore); Roads and bridges (₹ 2.10 crore) and Other general economic services (₹ 11.19 crore).

The concerned Departments reported the following reasons for variation between the budget estimates and the actual revenue receipts during 2018-19 as well as the decline in receipts in some cases, over that of the previous year.

**Non-ferrous mining and metallurgical industries:** The reasons for increase in receipts by 24.41 *per cent* compared to the previous year were increase in production of coal (13.60 *per cent*), iron ore (1.04 *per cent*), and limestone (18.89 *per cent*).

**Forestry and Wildlife:** The decrease in receipts by 18.70 *per cent* over the previous year was on account of non-sanctioning the working plans in 15 divisions in Dhamtari, Gariyaband, Raigarh, Dharmajaigarh, Mungeli, Koriya, Manendragarh, Jashpur, South Kondagaon, East Bhanupratappur, West Bhanupratappur, Narayanpur, Bastar, Dantewada and Sukma due to which, work was not executed in due couples. There was a decrease of 60.55 *per cent* in receipts under this Head over budgetary expectations also, due to the same reasons.

**Minor irrigation:** The increase of 34.77 *per cent* in receipts under this Head was on account of industries<sup>7</sup> depositing their outstanding arrears. There was a decrease (45.81 *per cent*) over BE due to non-deposition of water tax by industrial institutions and non-receipt of water tax from the local bodies. Further, the farmers were also given exemption by Chhattisgarh Government from payment of tax.

**Major irrigation:** The increase of 13.13 *per cent* was due to payment of outstanding water tax by Korba and Raipur Nagar Nigam. The short realisation (29.38 *per cent*) *vis-à-vis* BE was due to granting of exemption by the State Government, and non-payment of arrears of water tax by Chhattisgarh State Power Generating Company Limited.

**Education, sports, art and culture:** During 2017-18 there was an increase in revenue due to auctioning of old vehicles; therefore the actual receipts of 2018-19 decreased (18.13 *per cent*) in comparison to the previous year.

**Other non-tax receipts:** The increase of 50.09 *per cent* was mainly due to increase in revenue under Police, Contributions & recoveries towards pension & other retirement benefits, Miscellaneous general services, Information & publicity, Crop husbandry, Cooperation and Medium irrigation Heads.

### 1.3 Authority for audit

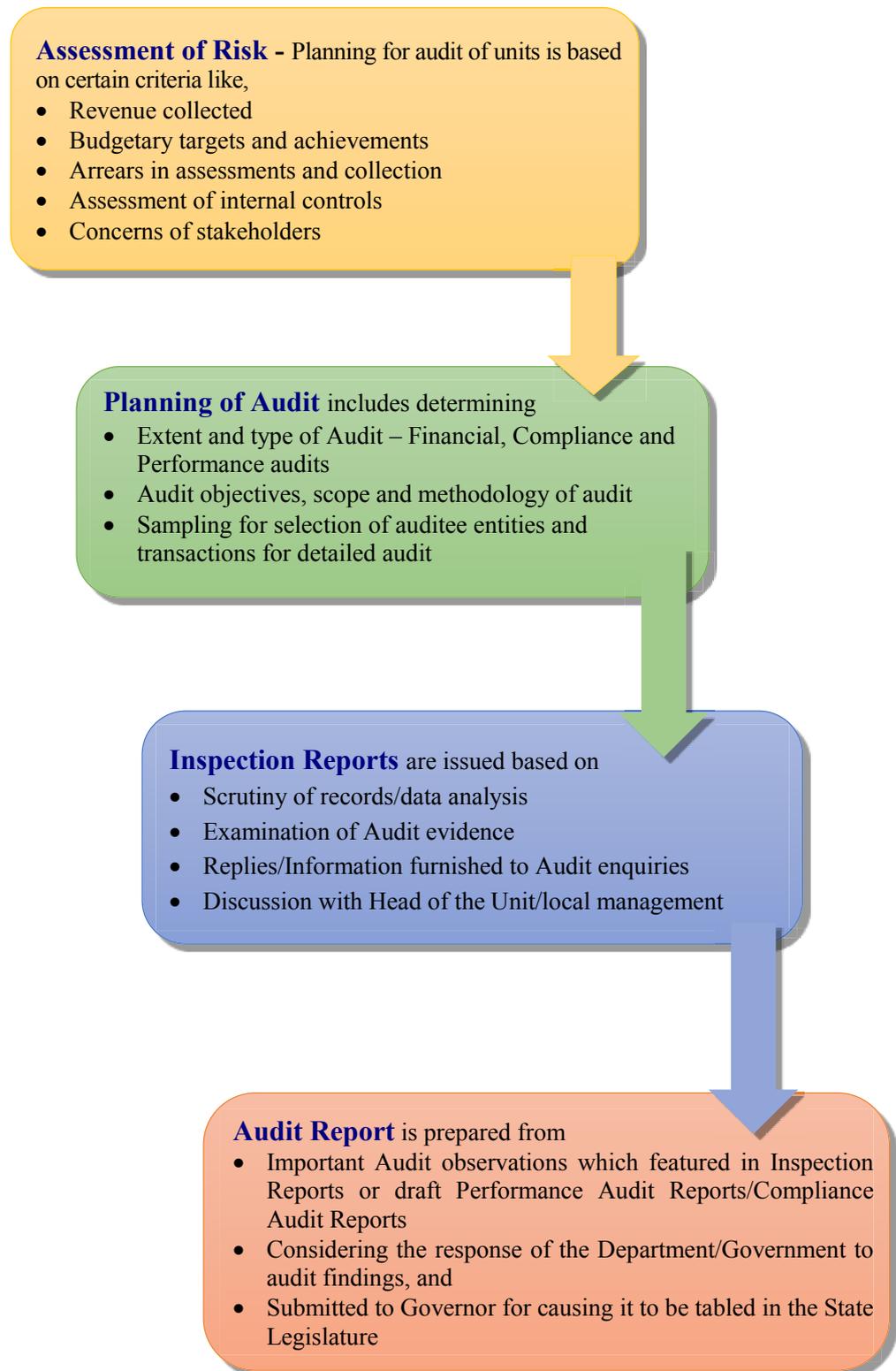
The Comptroller and Auditor General of India (CAG) derives his authority for audit from Articles 149 and 151 of the Constitution of India and CAG's (Duties, Powers and Conditions of Service) Act, 1971 (DPC Act). CAG audits receipts of the Government under Section 16 of the DPC Act.

### 1.4 Planning and Conduct of audit

The following **flowchart** depicts the process of planning, conduct of audit and preparation of Audit Reports:

<sup>7</sup> 27 industries had deposited arrears of ₹ 23.53 crore.

**Figure-1.1: Planning, conduct of audit and preparation of Audit Reports**



After completion of audit of each unit, an Inspection Report (IR) containing audit findings is issued to the Head of the Unit with a request to furnish replies within one month of receipt of the IR. Whenever replies are received, audit findings are either settled or further action for compliance is advised. Significant audit observations pointed out in these IRs, which require attention at the highest level in Government, are processed for inclusion in the Audit Reports. These

Audit Reports are submitted to the Governor of Chhattisgarh under Article 151 of the Constitution of India for causing them to be laid on the Table of State Legislature.

During the year 2018-19, audit of 45 units out of total 537 auditable units under eight Departments<sup>8</sup> were planned and a total of 49 units were audited.

### 1.5 Analysis of arrears of revenue

The arrears of revenue as on 31 March 2019 in respect of seven departments amounted to ₹ 8,349.95 crore, of which, ₹ 1,465.74 crore (17.55 per cent) was outstanding for more than five years as detailed in **Table 1.4**:

**Table 1.4: Arrears of revenue outstanding as of 31 March 2019**

(₹ in crore)

Sl. No.	Head of Revenue	Total amount outstanding	Amount outstanding for more than five years	Reply of Department with respect to status of outstanding cases
1.	Taxes and duties on electricity	5,182.74	94.11	Revenue Recovery Certificates (RRCs) issued (₹ 856.50 crore); pending in court (₹ 201.70 crore); other pending amount (₹ 4,124.54 crore).
2.	Taxes on sales, trade etc.	2,969.00	1,231.99	Stayed by Court (₹ 926.87 crore); sick industries (₹ 7.55 crore); written-off (₹ 2.20 crore); Pending in appeal and revision (₹ 330.76 crore); Closure of business by firms (₹ 869.42 crore); RRCs issued to other States (₹ 282.15 crore); Recovery under process (₹ 550.05 crore).
3.	Stamps and Registration fees	124.72	97.31	The Department stated (June 2020) that every month demand notices were issued to the defaulters and the cases have been sent to Tehsildar through Collector for recovery of outstanding dues. Further, the amount was pending as even after issue of demand notice the party did not attend and also due to stay by High Court/ Board of Revenue. The Department did not provide the stages at which arrears were pending after repeated requests.
4.	State Excise	52.50	27.84	RRCs issued (₹ 48.16 crore); pending in court (₹ 4.19 crore); others (₹ 0.15 crore).
5.	Forestry and Wild life	10.29	5.51	The Department did not provide the detailed status of arrears despite repeated requests.

<sup>8</sup> Commercial Tax, State Excise, Land Revenue, Transport, Commercial Tax (Registration), Mineral Resources, Forest and Electricity (Energy).

6.	Taxes on vehicles	9.77	8.05	Stayed by court (₹ 0.84 crore). The department did not provide the detailed status of remaining amount of ₹ 8.93 crore.
7	Non-ferrous mining and metallurgical industries	0.93 <sup>9</sup>	0.93	The Department stated (Dec 2019) that instructions have been issued to Mining Officers to recover the arrears through a special drive and the district authorities have been instructed to send proposals to write off arrears which are very old.
<b>Total</b>		<b>8,349.95</b>	<b>1,465.74</b>	

(Source: Information furnished by the departments concerned)

The Revenue and Disaster Management (RDM) Department could provide information relating to outstanding arrears of only nine out of the 27 districts in the State.

As on 31 March 2019, arrears of revenue in respect of seven major Departments was ₹ 8,349.95 crore, of which, ₹ 2,969.00 crore pertained to Commercial Tax-GST Department. Audit analysis of total arrears of revenue in Commercial Tax-GST Department, which constituted 36 *per cent* of total arrears, revealed the following:

Arrears of revenue of nine<sup>10</sup> circles of Commercial Tax-GST Department were ₹ 1,268.03 crore (42.71 *per cent* of total arrears of Commercial Tax-GST Department). Files relating to top 10 defaulters of each circle of selected nine circles which constituted ₹ 703.21 crore (23.69 *per cent* of total arrears) of the Department were examined, and it was found that:

- In most of the cases, Revenue Recovery Certificates (RRC) have been issued, followed by attachments of their bank accounts, and immovable properties.
- Department is under regular correspondence with Income Tax Department, Municipal Corporation, Chhattisgarh Housing Board, Sub Registrar and Tehsildars to ascertain the details of the immovable properties of the defaulters.

## **1.6 Response of the Government/departments to Audit**

### **1.6.1 Position of outstanding Inspection Reports**

On completion of audit of Government departments and offices, Audit issues Inspection Reports (IRs) to the concerned Heads of Offices with copies endorsed to their superior officers to enable monitoring and initiation of corrective action. Serious financial irregularities are reported to the Heads of the Departments and the Government.

Analysis of IRs issued upto 31 March 2019 revealed that 10,614 paragraphs involving potential revenue of ₹ 9,891.26 crore relating to 2,623 IRs issued between 1994-95 and 2018-19 remained outstanding at the end of November

<sup>9</sup> The department mis-stated arrears of ₹ 0.77 crore in 2017-18 due to omission of ₹ 0.18 crore, of which ₹ 0.02 crore was recovered in 2018-19

<sup>10</sup> CTO, Circle 1 to 5 of Division I, Raipur and CTO, Circle 6 to 9 of Division II, Raipur

2020. Department-wise details of IRs and audit observations are mentioned in **Table 1.5:**

**Table 1.5: Department-wise status of IRs**

*(₹ in crore)*

Sl. No.	Name of Department	Nature of receipts	Type of IRs	No. of outstanding IRs	No. of outstanding audit observations	Money value involved
1.	Commercial Tax-GST	Taxes on sales, trade etc.	Rev.	504	3,312	641.26
			Exp.	51	85	5.95
2.	Excise Department	State excise	Rev.	149	365	2,112.23
		Entertainment tax	Rev.	96	152	4.18
		Excise and Entertainment Tax	Exp.	35	62	27.63
3.	Registration Department	Stamp duty and Registration fee	Rev.	228	571	102.49
			Exp.	7	19	3.81
4.	Revenue and Disaster Management	Land Revenue	Rev.	596	1,884	1,100.87
			Exp.	47	120	13.82
5.	Transport	Taxes on Vehicles	Rev.	184	1,391	240.50
			Exp.	51	109	0.21
6.	Mineral Resources	Non-ferrous mining and metallurgical industries	Rev.	173	660	1,417.30
			Exp.	41	73	363.54
7.	Forest	Forestry and Wildlife	Rev.	385	1,149	1,273.25
			Exp.	445	2,167	975.29
8.	Energy	Taxes and duties on Electricity	Rev.	20	88	2,347.99
			Exp.	6	18	8,031.59
9.	Other Tax departments	Other receipts	Rev.	288	1,042	651.19
			Exp.	1	10	0.13
<b>Rev.</b>				2,623	10,614	9,891.26
<b>Exp.</b>				684	2,663	9,421.97
<b>Total:</b>				<b>3,307</b>	<b>13,277</b>	<b>19,313.23</b>

*Rev.- Revenue; Exp.-Expenditure*

Out of 49 IRs issued during 2018-19, Audit did not receive even the first reply in respect of 28<sup>11</sup> IRs (57.14 per cent) from the Heads of Offices.

Lack of action on IRs and audit paragraphs is fraught with the risk of perpetuating serious financial irregularities pointed out in these reports. It may also result in dilution of internal controls in the governance process, inefficient and ineffective delivery of public goods/ services, fraud, corruption and loss to public exchequer.

<sup>11</sup> Commercial Tax-GST-09; Transport-01; Forest-10; Excise-06; Revenue and Disaster Management -01 and Mineral Resources-01.

**Recommendation:**

**State Government should ensure prompt and appropriate response to audit observations, as well as take action against those failing to furnish replies to the IRs/paragraphs as per the prescribed time schedule.**

**1.6.2 Response of the Departments to Draft Audit Paragraphs**

Factual Statements proposed to be developed in to draft audit paragraphs and draft audit paragraphs proposed for inclusion in the Report of the Comptroller and Auditor General of India are forwarded by the Principal Accountant General (PAG) to the Principal Secretaries/Secretaries of the Departments concerned, drawing their attention to audit findings and requesting them to send their response within six weeks.

Out of 51 Factual Statements (FSs) issued to the Departments, Audit did not receive (November 2020) reply to 26 FSs (51 per cent).

Six compliance audit paragraphs and a performance audit report on “Assessment, Levy and Collection of Stamp Duty and Registration Fees” included in this Report were sent to the Principal Secretaries/Secretaries of the respective Departments in 2019-20 and 2020-21 for comments/response. While the Department/Government replied to the performance audit paragraphs, response was not received in respect of four out of the six compliance audit paragraphs from the Government (November 2020). The replies of the Principal Secretaries/Secretaries of the Departments to the paragraphs wherever received, have been appropriately incorporated in this Report.

**1.6.3 Departmental Audit Committee Meetings (ACMs)**

The Government sets up Audit Committees to monitor and expedite the progress of settlement of the pending IRs and paragraphs.

The number of ACMs held during the year 2018-19 is detailed in **Table 1.6:**

**Table 1.6: Details of ACM conducted**

Department	No. of meetings organised and date of such meetings	No. of paragraphs discussed	No. of paragraphs settled	Percentage of paragraphs settled	Amount (₹ in lakh)
State Excise	1 (14/4/2018)	74	32	43.24	587.55
Registration	1 (10/5/2018)	307	141	45.93	399.34
<b>Total</b>		<b>381</b>	<b>173</b>	<b>89.17</b>	<b>986.89</b>

Efforts were made to conduct ACMs for settlement of outstanding paras and the matter was pursued with the Heads of the Departments. However, during 2018-19, ACMs of only two departments viz. State Excise and Registration Departments were conducted.

**Recommendation:**

**State Government should direct all departments to settle pending audit observations through periodic ACMs and ensure that all relevant records are updated and presented to Audit for disposal of pending paragraphs.**

#### 1.6.4 Records not produced to Audit for scrutiny

The programme of local audit of tax revenue/non-tax revenue offices is drawn up sufficiently in advance and intimations are issued to the departments to enable them to keep the relevant records ready for audit scrutiny.

During the period 2018-19, 28<sup>12</sup> assessment files, returns, refunds, documents, registers and other relevant records were not made available to Audit. This issue was highlighted in the Inspection Reports and intimated to the Secretaries of the concerned departments. The tax effect could not be computed in these cases. Non-furnishing of records to Audit raises red flags as Audit is unable to vouchsafe the genuineness of these transactions and the likelihood of fraud and misappropriation of public money cannot be ruled out.

#### Recommendation:

**The Government should institute a suitable mechanism to ensure that departmental officers produce all the requisitioned records for Audit scrutiny and initiate disciplinary action against the officials who fail to comply in this regard.**

#### 1.6.5 Follow up on the Audit Reports-summarised position

According to the instructions issued by the Finance Department, all departments are required to furnish explanatory memoranda (Departmental Notes) to the Chhattisgarh *Vidhan Sabha* Secretariat, in respect of paragraphs included in the Audit Reports, within three months of their being laid on the table of the House. The Reports of the Comptroller and Auditor General of India on the Revenue Sector of the Government of Chhattisgarh for the years ended 31 March 2009 to 31 March 2018 containing 232 paragraphs including Performance Audits were placed before the State Legislative Assembly between March 2010 and March 2020.

The Public Accounts Committee (PAC) discussed 154 paragraphs out of 173 selected paragraphs pertaining to the Audit Reports for the years from 2002-03 to 2016-17 and gave its recommendations on 55 paragraphs of Audit Reports 2002-03 to 2011-12 and 2013-14. However, Action Taken Notes (ATNs) have not been received as of November 2020 in respect of 22<sup>13</sup> recommendations made by the PAC between 2010-11 and 2019-20.

### 1.7 Results of audit

During the year 2018-19, test check of records of 49 units pertaining to Commercial tax-GST, State excise, Stamps and Registration fees, Taxes and duties on electricity, Mining receipts, Taxes on vehicles and Forestry and wildlife revealed several cases of short levy or non-levy of taxes, duties and fees, loss of revenue, irregular/avoidable expenditure etc. aggregating ₹ 265.02 crore in 6,603 cases. The departments concerned accepted underassessment and other deficiencies of ₹ 6.67 crore in 1,795 cases.

Further, a Performance Audit on “Assessment, levy and collection of Stamp Duty and Registration Fees” conducted during 2019-20 revealed short/non-levy

<sup>12</sup> Commercial Tax-GST- 17 cases and Forest-11 cases

<sup>13</sup> Commercial Tax-GST-07; Excise -02; Forest-02; Mining-01; Transport-05; Electricity (Energy)-02; Interest Receipt-01 and Water Resources-02.

of Stamp Duty and Registration Fees amounting to ₹ 72.39 crore. The Department accepted the under assessment amounting to ₹ 63.87 crore.

Significant results of audit that feature in this Report are summarised below:

#### **1.7.1 Commercial Tax**

The AAs applied incorrect rate of VAT in nine cases resulting in short levy of tax of ₹ 1.54 crore. Besides, penalty of ₹ 3.08 crore was also leviable.

**(Paragraph 2.4)**

The AAs allowed incorrect allowance of exemption/concessional rate of tax against interstate sales, stock transfer, transit and export sales which resulted in non/short levy of tax of ₹ 1.53 crore.

**(Paragraph 2.5)**

#### **1.7.2 Taxes on vehicles**

Five Regional Transport Officers (RTOs)/ District Transport Officers (DTOs) failed to ensure timely payment of Motor Vehicle Tax by vehicle owners, resulting in non-recovery of tax of ₹ 1.26 crore and penalty of ₹ 1.26 crore from 471 vehicle owners.

**(Paragraph 3.3)**

#### **1.7.3 Electricity Duty**

Failure on the part of CEI to levy interest on delayed payment of electricity duty resulted in non-realisation of interest of ₹ 1.24 crore.

**(Paragraph 4.3)**

#### **1.7.4 Forestry and Wild Life**

There was an avoidable expenditure of ₹ 1.30 crore on Assisted Natural Regeneration works under Green India Mission due to non-compliance with Departmental instructions by two Divisional Forest Officers.

**(Paragraph 5.3)**

Three Divisional Forest Officers carried out Rehabilitation of Degraded Forest (RDF) without plantation work in 1,418.557 hectare blank area of Plantation Working Circle in violation of the provisions of Working Plan Code, resulting in irregular expenditure of ₹ two crore.

**(Paragraph 5.4)**

#### **1.7.5 Stamp Duty and Registration Fees**

Performance Audit of “**Assessment, levy and collection of Stamp Duty and Registration Fees**” revealed following shortcomings:

Department did not make persuasive attempts to realise the Stamp Duty on sale and purchase of securities through Stock/Commodity Exchanges, resulting in non-realisation of Stamp Duty of ₹ 63.71 crore .

**(Paragraph 6.5.4.4)**

There was a short levy of Stamp Duty and Registration Fees of ₹ 8.52 crore due to misclassification of instruments, non-adherence to provisions of market value guidelines, and overlooking of the facts in the documents.

**(Paragraph 6.5.4.9)**

The Department has not issued 'Go live' certificate to the Service Provider (SP). Further, the Service Level Agreement (SLA) for ensuring achievement of the minimum service level standards as mentioned in the RFP has not also been executed.

**(Paragraph 6.5.4.14 (a), (b) & (c))**

No Security Audit of the system was conducted after the expiry of validity of the first security audit in 2017. Further, no provision for Biometric based authentication and verification of the parties/witnesses was provided in the System as per provision of RFP.

**(Paragraph 6.5.4.15 (a) & (b))**

User Acceptance Testing (UAT) of the system was conducted unilaterally by the SP without the involvement of the Department. Effective involvement in the UAT would likely have addressed the deficiencies in mapping of business logic.

**(Paragraph 6.5.4.16)**

A Single input form for capturing essential data of the deeds was not sufficient. Further, there was no provision for capturing the 'date of execution' in the application. As such, the Registering Authority had to manually check the deeds for ensuring the true market value of the properties and the presentation of the deeds within the stipulated period from the date of execution of the deeds.

**(Paragraph 6.5.4.17)**

## **1.8 Acknowledgement**

The Office of the Principal Accountant General (Audit), Chhattisgarh acknowledges the co-operation and assistance rendered by the officials of various State Government Departments (Commercial Tax-GST, Transport, Energy and Forest) especially, Commercial Tax (Registration) Department, during the course of conduct of performance audit.

# **Chapter II**

## **Commercial Tax**

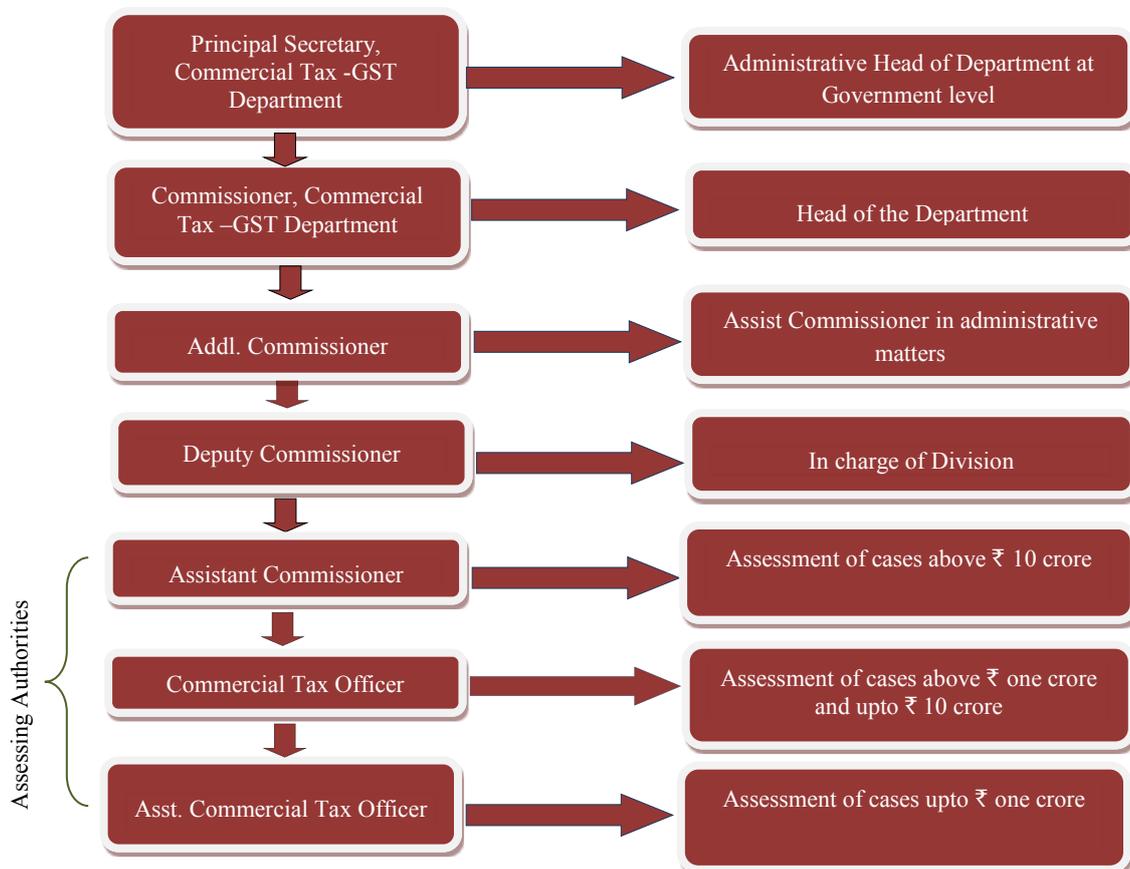
## CHAPTER II: COMMERCIAL TAX

### 2.1 Tax administration

Commercial Tax Department is one of the key revenue earning departments in the Government of Chhattisgarh. The Commercial Tax - Goods and Services Tax (GST) Department is responsible for levy and collection of Value Added Tax and Goods and Services Tax in the State through assessment of cases of dealers.

The Department is administered at the Government level by the Principal Secretary. The Commissioner is the Head of the Department, and is assisted by four Additional Commissioners (Addl. Commissioners), 12 Deputy Commissioners (DCs), 26 Assistant Commissioners (ACs), 72 Commercial Tax Officers (CTOs), 121 Assistant Commercial Tax Officers (ACTOs), and 174 Inspectors of Commercial Tax (CTIs) in performing such functions as may be assigned to them under the Chhattisgarh Value Added Tax (CGVAT) Act, 2005. Against the above sanctioned posts, two Addl. Commissioners, 10 DCs, 19 ACs, 71 CTOs, 18 ACTOs and 116 CTIs are currently working in the Department. In addition to the above, there is an Enforcement Wing at Headquarters headed by the Commissioner, comprising one Joint Commissioner, one DC, one AC, and two Inspectors to conduct surprise inspections to unearth evasion of tax. There are two regional branches located at Raipur and Bilaspur. Organisational set up of the Department is given in **Chart 2.1**.

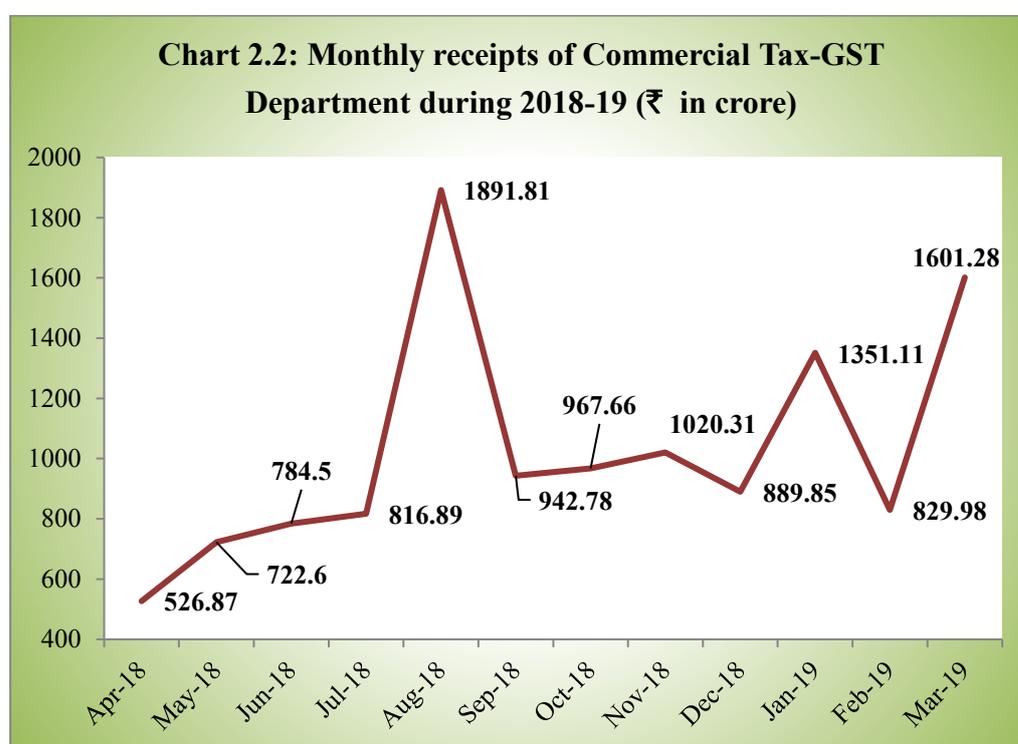
**Chart 2.1: Organisational set up**



Commercial Tax - GST forms the largest source of revenue for the State and accounts for 18.96 per cent of the total revenue of the State. It has been increasing from year-to-year and during 2018-19, it contributed 42.38 per cent of the State's own tax revenue and 18.96 per cent of the total revenue<sup>1</sup> of the State Government.

Revenue from SGST increased from ₹ 4,386.56 crore in 2017-18 (GST was introduced with effect from 1 July 2017) to ₹ 8,203.41 crore (87.01 per cent) during 2018-19.

There was wide fluctuation in receipts of Commercial Tax – GST across the months during 2018-19 with August 2018 accounting for the maximum receipts during the year at 15.32 per cent and April 2018 accounting for a minimum of 4.26 per cent of the total receipts of ₹ 12,345.64<sup>2</sup> crore for the year, as can be seen from the **Chart 2.2** given below:



The receipts of commercial taxes have been regulated (up to 30/6/2017) under the following Acts and Rules:

- Chhattisgarh Value Added Tax Act, 2005
- Chhattisgarh Value Added Tax Rules, 2006
- Central Sales Tax Act, 1956
- Central Sales Tax (Registration & Turnover) Rules, 1957
- Chhattisgarh Entry Tax Act, 1976
- Rules, circulars, exemptions, notifications and instructions issued by the Department and State Government from time to time.

<sup>1</sup> Includes State's own revenue, Grants-in-aid, share of net proceeds of divisible Union taxes and duties.

<sup>2</sup> Actual revenue receipt for the month of March is ₹ 1,603.55 crore and journal entry of (-) ₹ 2.27 crore under MH 0006; 0040 and 0042 have been adjusted in the month of March.

Since 1 July 2017, Goods and Services Tax (GST) has been introduced and taxes are being administered under the provisions of:

- Chhattisgarh Goods and Services Tax Act, 2017
- Chhattisgarh Goods and Services Tax Rules, 2017

## 2.2 Lack of access to GST data

Union Government rolled out the Goods and Services Tax across the nation on July 01, 2017. It is a unified indirect tax<sup>3</sup> and is levied on same taxable event i.e., supply of goods and services (*except alcohol for human consumption and five specified petroleum products*<sup>4</sup>), simultaneously by both Centre (CGST) and the States (SGST)/Union Territories (UTGST). Further, Integrated GST (IGST) is levied on inter-state supply of goods or services (including imports) and the centre has exclusive power to levy IGST. Prior to implementation of GST, Value Added Tax (VAT) was levied on intra-state sale of goods as per Chhattisgarh Value Added Tax Act, 2005, and Central Sales Tax (CST) was levied on sale of goods in the course of inter-state trade or commerce as per CST Act, 1956.

State Government notified (June 2017) the Chhattisgarh Goods and Services Tax Act, 2017, the Chhattisgarh Goods and Services Tax Rules, 2017, and implemented GST with effect from 1 July 2017. With automation of the collection of GST, it is imperative for Audit to have access to GST data to transition from sample checks to a comprehensive check of all transactions so as to derive assurance on the revenue realised. Although the Government of India decided (June 2020) to provide access to Pan-India data at GSTN premises, administrative decision to implement the decision was at different stages. As of November 2020, Accountant General (Audit), Chhattisgarh was yet to receive access to the GST data.

## 2.3 Results of audit

Audit of Commercial Tax –GST Department was conducted through a test check of the assessment files and other related records in 15<sup>5</sup> units out of 61 units (24.59 *per cent*) during 2018-19, to gain assurance that the taxes were assessed, levied, collected and accounted for in accordance with the relevant Acts, Codes and Manuals, and the interests of the Government are safeguarded. Audit scrutinised 6,033 (2,924 self-assessed and 3,109 scrutiny) cases out of 30,650 (18,299 self-assessed and 12,351 scrutiny) cases in 15 units, which was 19.68 *per cent* of the total cases in selected units. Revenue generated by the Department during the year 2017-18 aggregated ₹ 6,927.26<sup>6</sup> crore, of which, the audited units accounted for ₹ 6,147.17 crore (89 *per cent* of total revenue). Audit noticed several issues of non-compliance with prescribed

<sup>3</sup> Central indirect taxes such as central excise duty, additional excise duty, excise duty levied under the Medicinal and Toiletries preparation Act, service tax, additional customs duty (CVD), special additional duty of customs (SAD); state indirect taxes such as value added tax, central sales tax, entry tax, entertainment tax and purchase tax.

<sup>4</sup> Petroleum products: crude oil, high speed diesel, petrol, aviation turbine fuel and natural gas.

<sup>5</sup> CTO-4, Raipur; CTO-3, Raipur; CTO-7, Raipur; CTO-1, Korba; CTO-1, Bilaspur; CTO-2, Korba; CTO-8, Raipur; CTO-2, Jagdalpur; CTO-2, Raipur; CTO-6, Raipur; CTO-9, Raipur; CTO-5, Raipur; CTO, Manendragarh; CTO-1, Raipur & CTO-2, Durg

<sup>6</sup> Including ₹ 477.66 crore receipt from Entry Tax

Acts/Codes/Manuals and irregularities involving ₹ 34.95 crore in 198 cases (149 self-assessed cases and 49 scrutiny cases), which fall under the following categories as given in **Table 2.1**:

**Table 2.1: Results of audit**

(₹ in crore)

Sl. No.	Category	No. of cases	Amount
1.	Short levy of tax/tax not levied	79	10.34
2.	Incorrect grant of exemption/deduction	36	8.85
3.	Application of incorrect rate of tax	30	6.64
4.	Incorrect determination of taxable turnover	6	1.08
5.	Other irregularities <sup>7</sup>	47	8.04
<b>Total</b>		<b>198</b>	<b>34.95</b>

After issue of factual statements, the Department recovered ₹ 0.68 lakh in two cases. There may be similar irregularities, errors or omissions in other units under the Department but not covered in the test audit. The Department may, therefore, examine all the units to ensure that taxes are levied as per provisions of the Acts and Rules.

## Value Added Tax

### 2.4 Short levy of tax

#### **Application of incorrect rate of VAT resulted in short levy of tax of ₹ 1.54 crore and penalty of ₹ 3.08 crore**

The Chhattisgarh Value Added Tax Act (CGVAT Act) 2005 provided for tax to be levied as prescribed in the schedule appended to it.

Test check (between September 2018 and November 2018) of the assessment records of 2,055 (953 self-assessed and 1,102 scrutiny) out of 6,823 (2,587 self-assessed and 4,236 scrutiny) cases (30.12 *per cent* of total cases) in four<sup>8</sup> units, revealed that in nine cases (two self-assessed and seven scrutiny) involving eight dealers, incorrect rate of tax of zero and five *per cent* was applied as against the applicable rates of five and 14 *per cent*. The Assessing Authorities (AAs) failed to detect the incorrect application of rates on the goods even in assessed cases, and levied no tax or lower rates of tax. Audit cross-checked the documents (sale/purchase details) enclosed with the returns, and found that these goods<sup>9</sup> were taxable at the rates of five or 14 *per cent*. This resulted in short levy of tax of ₹ 1.54 crore. Penalty of ₹ 3.08 crore was also leviable, as detailed in *Appendix-2.1*.

Audit further noticed that the Department was using CGCOMTAX IT system for assessment and levy of VAT. However, the system did not provide codes of each commodity/goods along with rates of tax to be fed by the dealers. In the absence of such a provision in the system to verify the rates applied on the

<sup>7</sup> Other irregularities include observations on claim of excess/inadmissible ITR; non-inclusion of the credit note or discount received in the turnover; non-inclusion of labour component etc.

<sup>8</sup> CTO-3, Raipur; CTO-6, Raipur; CTO-7, Raipur & CTO-9, Raipur

<sup>9</sup> Battery, Aluminium Composite Panel Sheet, Cement sheets, Poly films, Raw materials of chocolates, Bio-fertiliser and Electrical panel boards

commodity/goods by the dealers, it was not detected by the AAs over the years, resulting in short levy/payment of tax.

The matter was brought to the notice (December 2019 and January 2020) of the Government/Department. The Government replied (May and July 2020) that in six cases demand notices have been issued for ₹ 2.88 crore, two cases have been re-opened under section 22 (1) and in one case, notice has been issued for re-assessment of the case. Further progress relating to changes to the IT system to build this functionality is awaited (November 2020).

## Central Sales Tax

### 2.5 Irregularity in submission of statutory forms and supporting documents in interstate and export transactions under CST

**The Assessing Authorities (AAs) allowed incorrect exemption/concessional rates of tax against interstate sales, stock transfer, transit and export sales, resulting in non/short levy of tax of ₹ 1.53 crore**

Central Sales Tax (CST) Act, 1956 provided for levy of tax at the rate of two *per cent* with effect from June 2008 on inter-state sales of goods made against declaration in Form 'C'. In respect of transit sale, *i.e.*, sales made during movement of goods, selling dealers are required to furnish Form 'E-I/II' and Form-'C' in support of such sale for claiming exemption from payment of tax. Further, consignment sale (branch transfer) and export sale shall be exempted from payment of tax on production of statutory Forms-'F' and 'H' respectively. In the absence of the statutory forms and supporting documents, the tax on these goods is leviable at the rates prescribed in the CGVAT Act.

During a test check of 1,161 (654 self-assessed and 507 scrutiny) cases out of 3,925 (2,845 self-assessed and 1,080 scrutiny) cases *i.e.* 29.58 *per cent* of total cases in four<sup>10</sup> units, Audit noticed (between November 2017 and November 2018) that in five self-assessed cases of five dealers, Form 'C' valuing ₹ 6.05 crore were not furnished in support of inter-state sales. In the absence of Form 'C', the dealers were liable to pay tax at the rates of five or 14 *per cent* instead of zero or two *per cent*. The AAs should have levied tax as per the rates prescribed in CGVAT Act. However, the dealers availed exemption of tax, resulting in short realisation of tax amounting to ₹ 0.61 crore as detailed in *Appendix-2.2*.

Test check of 417 (221 self-assessed and 196 scrutiny) cases out of 776 (418 self-assessed and 358 scrutiny) cases *i.e.* 53.74 *per cent* of total cases in CTO-3, Raipur revealed (September 2018) that in two self-assessed cases of two dealers, Form 'F' valuing ₹ 1.38 crore were not furnished in support of branch transfer. In the absence of Form 'F', the dealers were liable to pay tax at the rate of 14 *per cent*. The AAs should have levied tax as per rules on the branch transfer without Form 'F'. However, the dealers availed of tax exemption, resulting in short realisation of tax amounting to ₹ 0.19 crore as detailed in *Appendix-2.3*.

<sup>10</sup> CTO-3, Raipur; CTO-9, Raipur; CTO-2, Korba and ACCT, Raigarh.

Further, during a test check of 1,897 (954 self-assessed and 943 scrutiny) out of 6,672 (4,424 self-assessed and 2,248 scrutiny) cases i.e. 28.43 *per cent* of total cases in five<sup>11</sup> units, Audit noticed (between August 2018 and March 2019) that in 10 (nine self-assessed and one scrutiny) cases of 10 dealers, Form 'E1/C' valuing ₹ 12.17 crore were not furnished in support of transit sales under section 6(2), but exemptions from payment of tax were claimed on these transactions. In the absence of statutory forms, the dealers were liable to pay tax at the rate of two/five *per cent*. However, all the dealers availed exemption of tax under CST Act, resulting in short realisation of tax amounting to ₹ 0.40 crore as detailed in ***Appendix-2.4***.

Similarly, during a test check of 721 (288 self-assessed and 433 scrutiny) out of 1,185 (300 self-assessed and 885 scrutiny) cases i.e. 60.84 *per cent* of total cases in CTO-7, Raipur, Audit noticed (September 2018) that in one self-assessed case of one dealer, Form 'H' valuing ₹ 6.56 crore was not furnished in support of export sale. In the absence of statutory forms, the dealer was liable to pay tax at the rate of five *per cent*. However, the dealer availed exemption of tax under CST Act, resulting in short realisation of tax amounting to ₹ 0.33 crore as detailed in ***Appendix-2.5***.

Thus, the AAs failed to check the completeness of the statutory returns submitted by the dealers which was required to be done as per the departmental circular (November 2012), resulting in short realisation of tax of ₹ 1.53 crore.

The matter was reported (December 2019 and January 2020) to the Government/Department for their comments. The Government stated (May and July 2020) that recovery of ₹ 2.83 lakh has been made in two cases and demands have been raised for ₹ 2.85 crore in 11 cases. Further six cases have been re-opened under section 22 (1) for re-assessment and in one case notice has been issued for re-assessment.

Since the above cases of non-compliance/irregularities have come to light during a test check, there may be similar irregularities, errors or omissions in other units under the Department which were not covered in the test audit. The Department may, therefore, examine all the units to ensure that taxes are levied as per the provisions of the Acts and Rules. Further, the Department needs to ensure that the concerned responsible officials scrutinize the returns more stringently and tax is assessed, levied and collected at the correct rates as per the prescribed Acts/Rules.

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<sup>11</sup> CTO-2, Korba; CTO-7, Raipur; CTO-2, Raipur; CTO-5, Raipur and CTO-8, Raipur

# **Chapter III**

## **Taxes on Vehicles**

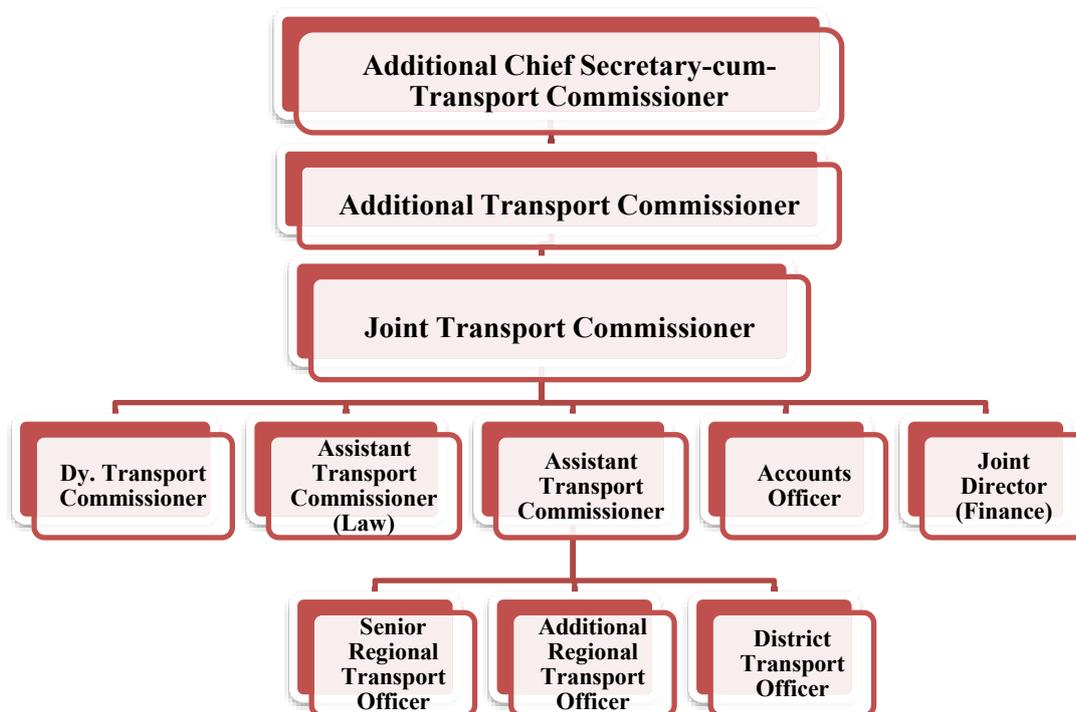
## CHAPTER-III: TAXES ON VEHICLES

### 3.1 Tax administration

The Transport Department is responsible for administering and regulating registration of vehicles, levy and collection of taxes and fees, grant of permits, issue of certificates of fitness, levy of penalties, etc.

The Transport Department functions under the overall charge of the Additional Chief Secretary-cum-Transport Commissioner (TC), who is responsible for formulation, execution and implementation of policies, direction, administration, initiating proposals for change of tax rates, etc. Besides this, he is also the appellate authority for hearing of cases assessed by his subordinates. He is assisted by one Additional TC, one Joint TC, one Deputy TC, one Assistant TC (Law), one Assistant TC, one Accounts Officer, and one Joint Director, Finance at Headquarters. There are five Senior Regional Transport Officers (Sr. RTOs), one Additional Regional Transport Officer (ARTO), and 21 District Transport Officers (DTOs) under the administrative control of TC. RTO is responsible for issue of permits, licences, registration of vehicles and assessment, and collection of Motor Vehicle Tax. The ARTO/DTO discharges the duties of RTO except for issue of permits. Permits in respect of vehicles registered under ARTO/DTO are issued by the assigned RTO. The organisational set up of the Department is given in **Chart 3.1**:

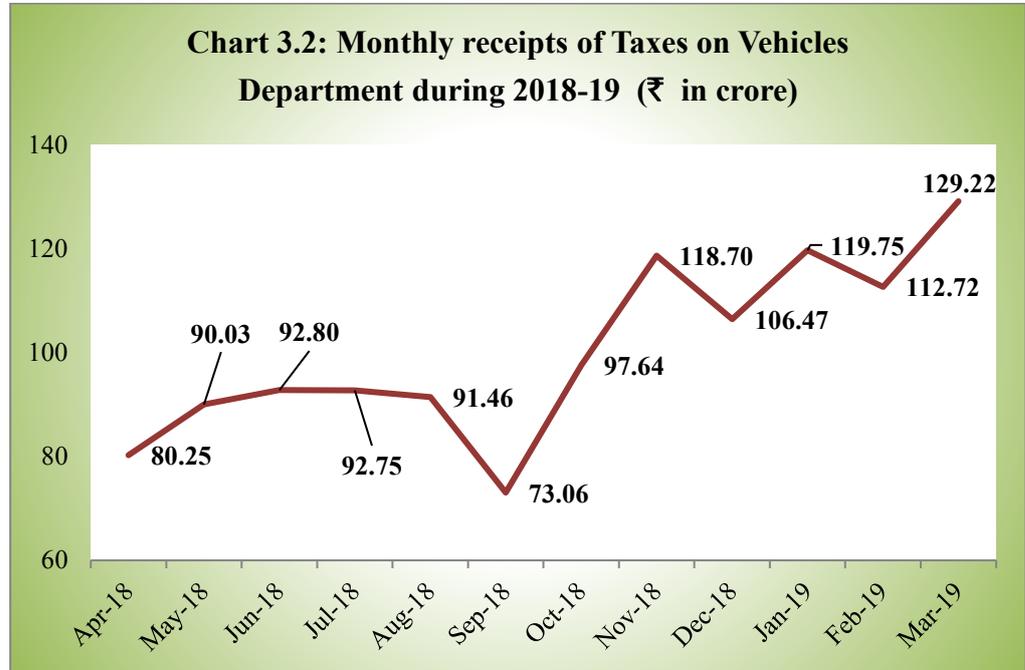
**Chart 3.1: Organisational set up**



Revenue from Transport Department has been increasing from year-on-year basis during the five-year period 2014-19. During 2018-19, revenue from Transport Department grew at a rate of 2.10 *per cent* over the receipts of

2017-18 and contributed 4.14 per cent of State's own revenue (tax and non-tax), and 1.85 per cent of the total revenue<sup>1</sup> of the State Government.

There was a wide variation in Transport Department receipts across the months during 2018-19 with September 2018 and March 2019 accounting for 6.06 per cent and 10.72 per cent respectively of the total receipts of ₹ 1,204.85 crore for the year, as can be seen from the **Chart 3.2** given below.



The receipts from taxes on vehicles are administered as per the provisions of the following Act and Rules.

- Motor Vehicles (MV) Act, 1988;
- Central Motor Vehicles (CMV) Rules, 1989;
- Chhattisgarh *Motoryan Karadhan (CGMK) Adhiniyam*, 1991;
- Chhattisgarh *Motoryan Karadhan Niyam*, 1992;
- Chhattisgarh *Motoryan Niyam*, 1994; and
- Executive orders issued under these Acts and Rules from time to time.

### **3.2 Results of audit**

The Transport Department generated revenue of ₹ 1,180.01 crore in 2017-18 in 28 units. Audit test checked 5.95 per cent cases (11,234 out of 1,88,953) in four<sup>2</sup> units, which constitutes 49.87 per cent (₹ 588.43 crore) of the total revenue during 2018-19 to gain assurance that the tax/fees are levied, collected and accounted for in accordance with the relevant Acts, Codes and Manuals, and the interests of the Government are safeguarded. Audit noticed various issues of non-compliance with relevant Act/Rules/Codes/Manuals in 31.01 per cent (3,484 out of 11,234) of the test-checked cases with a total monetary impact of ₹ 32.08 crore, as mentioned in **Table 3.1**:

<sup>1</sup> Includes State's own revenue, Grants-in-aid, share of net proceeds of divisible Union taxes and duties.

<sup>2</sup> RTO, Raipur; RTO, Durg; DTO, Raigarh & DTO, Korba

Table 3.1: Results of audit

(₹ in crore)			
Sl. No.	Category	No. of cases	Amount
1.	Non-realisation of tax/penalty from vehicles	3,121	30.24
2.	Short realisation of tax	184	1.66
3.	Other irregularities <sup>3</sup>	179	0.18
<b>Total</b>		<b>3,484</b>	<b>32.08</b>

The Department accepted audit observations on short realisation of tax, non-realisation of tax, and penalty of ₹ 4.76 crore in 1,021 cases (29.31 per cent) and recovered ₹ 1.72 crore in 499 cases. In the remaining cases, audit is pursuing the matter with the Department.

### 3.3 Non-realisation of Motor Vehicles Tax

**Inaction by RTOs/DTOs resulted in non-recovery of tax of ₹ 1.26 crore, and penalty of ₹ 1.26 crore from 471 vehicle owners**

Chhattisgarh *Motoryan Karadhan (CGMK) Adhinyam*, 1991, prescribes that tax shall be levied on every vehicle used or kept for use in the State at the rate of ₹ 1,200 to ₹ 36,000 per month in respect of passenger vehicle, and ₹ 300 per quarter for gross weight of goods vehicle up to 2,000 Kgs and additional ₹ 100 for each 500 Kgs or part thereof. In case of Harvester, the tax rate shall be ₹ 200 per quarter for unladen weight of which does not exceed 1,000 Kgs, and additional ₹ 300 for each 1,000 Kgs or part thereof. In case of non-payment of tax, the owner of goods, passenger and harvester vehicles is liable to pay penalty<sup>4</sup> not exceeding the amount of unpaid tax. Where any owner fails to pay tax, penalty or both, the taxation authority is required to issue a demand notice, and take action to recover the amount as arrears of land revenue. If a vehicle owner wants his vehicle off-road for a particular period, he shall submit the intimation of non-use before the commencement of the period of non-use to the Taxation Authority concerned.

During test check of Demand and Collection Register, and VAHAN database relating to 14,170 vehicles out of 2,44,781 vehicles registered in five<sup>5</sup> Transport Offices for the period from August 2016 to November 2018, Audit noticed that motor vehicle tax amounting to ₹ 1.26 crore was not paid by 471<sup>6</sup> vehicle owners during April 2013 to December 2018. There was no evidence on record to prove that the vehicles were off the road. The RTOs/DTOs did not initiate any action to realise the tax due, despite the VAHAN software having provision to generate list of defaulters for non-payment of motor vehicle tax and penalty, if any. Thus, failure on the part of RTOs/DTOs in taking appropriate action resulted in non-realisation of tax of ₹ 1.26 crore and penalty of ₹ 1.26 crore as detailed in *Appendix 3.1*.

<sup>3</sup> Other irregularities includes plying of overage vehicles, plying of vehicles without fitness certificate and non-renewal of permit by transport vehicles etc.

<sup>4</sup> One twelfth of the unpaid amount of tax for the default of each month and part thereof.

<sup>5</sup> RTO, Bilaspur; DTO, Raigarh; RTO, Raipur; RTO, Durg and DTO, Korba

<sup>6</sup> Goods vehicles=422, Passenger vehicles=32 and other vehicles= 17

On this being pointed out in Audit (December 2019), the Department replied (between January and August 2020) that demand notices had been issued to the vehicle owners for recovery of the outstanding tax and penalty.

The matter was reported to the Government (January 2020), their reply is awaited (November 2020).

Similar observations were pointed out in the Audit Reports for the years 2012-13 to 2017-18 but concrete and effective action was not taken by the Department to check the persistence of such irregularities.

# **Chapter IV**

## **Electricity Duty**

## CHAPTER-IV: ELECTRICITY DUTY

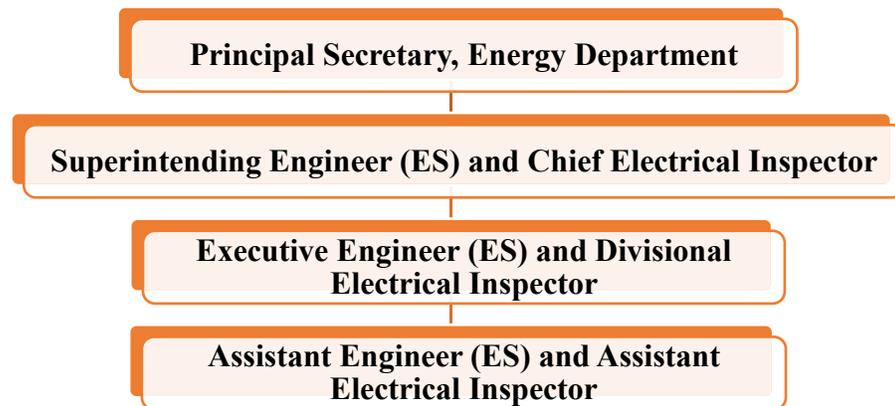
### 4.1 Tax administration

Chief Electrical Inspector is responsible for ensuring that the electricity duty rates are applied correctly, deposited timely by electricity producers, and interest is levied on any delay in payment. He is also responsible for inspection of electricity related accidents, and ascertaining reasons thereof.

The Principal Secretary of the Energy Department is the Head of the Department at Government level. The office of the Chief Electrical Inspector is headed by the Superintending Engineer (Electrical Safety) and Chief Electrical Inspector (CEI). The producers of electrical energy provide the information regarding production, self-consumption, auxiliary consumption, and sale or supply of energy to other consumers of electrical energy in the prescribed form 'G' on monthly basis. On the basis of form 'G', electricity duty is determined and collected by the Department.

The CEI is assisted by five Executive Engineers (Electrical Safety) and Divisional Electrical Inspectors (DEI) at the division level and 10 Assistant Engineers (Electrical Safety) and Assistant Electrical Inspectors (AEI) at the sub division level. The organisational set up of the Department is given in **Chart 4.1** below.

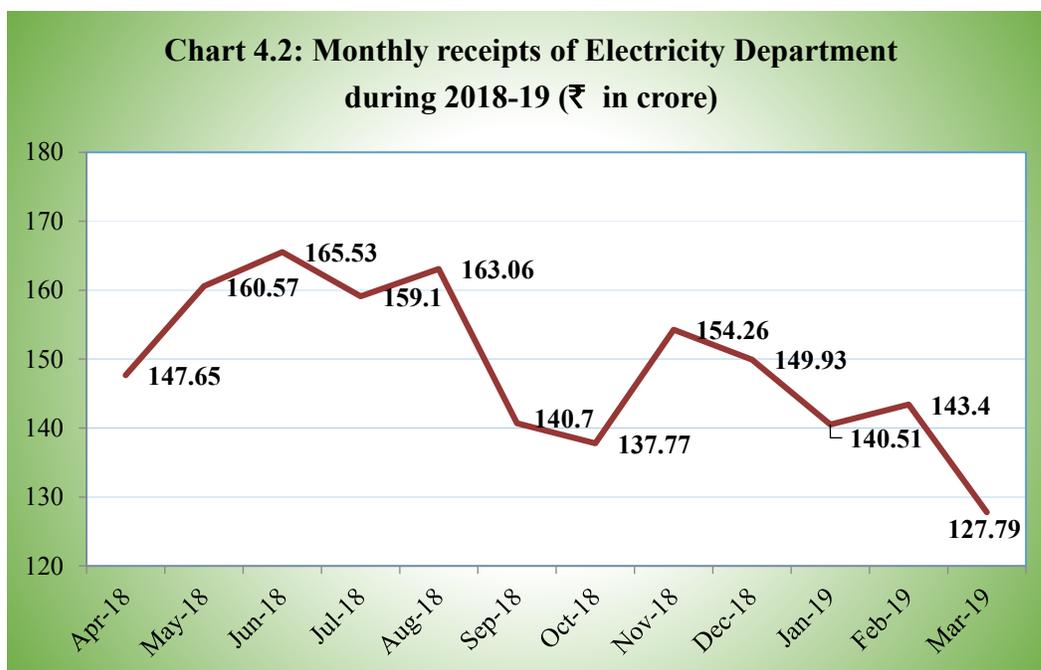
**Chart 4.1: Organisational set up**



Electricity duty contributed 6.15 *per cent* of State's own revenue (tax and non-tax), and 2.75 *per cent* of the total revenue<sup>1</sup> of the State Government during 2018-19.

There was wide variation in Electricity (Energy) Department receipts across the months during 2018-19 with June 2018 and March 2019 accounting for 9.25 *per cent* and 7.14 *per cent* respectively of the total receipts of ₹ 1,790.27 crore for the year, as can be seen from the **Chart 4.2** given below.

<sup>1</sup> Includes State's own revenue, Grants-in-aid and Share of net proceeds of divisible Union taxes and duties.



Receipts from Electricity Duty (ED) are regulated from the following Act, Rules and Circulars:

- Electricity Act, 2003;
- Central Electricity Authority (Measures relating to Safety and Electric Supply) Regulation, 2010;
- Chhattisgarh Cinema (Regulation), 1972;
- Chhattisgarh Licensing Board (Electrical) Regulations, 1960
- Chhattisgarh Electricity Duty Act and Rules, 1949;
- Chhattisgarh *Upkar Adhinyam*, 1981 and
- Notifications/circulars issued by the Government and the Department from time to time.

## **4.2 Results of audit**

Audit test checked records of two<sup>2</sup> units out of 16 units relating to Energy Department in 2018-19 to gain assurance that the fees are levied, collected and accounted for in accordance with the relevant Acts, Codes and Manuals, and the interests of the Government are safeguarded. Revenue generated by the Department during the year 2017-18 aggregated ₹ 1,688.95 crore of which the audited units collected ₹ 1,461.66 crore i.e., 87 *per cent* of total revenue. Audit noticed irregularities involving ₹ 0.09 crore in 1,720 cases.

<sup>2</sup> Chief Electrical Inspector, Raipur and Assistant Engineer (ES) & Assistant Electrical Inspector, Sub Division-1, Raipur

The Department accepted audit observations of ₹ 0.09 crore involving 1,720 cases. However, no recovery has been made. Audit is pursuing the matter with the Department.

In response to factual statement (10/2/2020) relating to earlier audit period from March 2017 to February 2018, Department intimated (May and August 2020) recovery of ₹ 1.23 crore in two cases.

### 4.3 Non-levy of interest on delayed payment of electricity duty

#### **Failure on the part of CEI to levy interest on delayed payment of electricity duty resulted in non-realisation of interest of ₹ 1.24 crore**

As per Rule 5 (1) of the Chhattisgarh Electricity Duty Rules, 1949, where duty is not paid within the period specified in Rule 3, the same shall be paid with interest thereon. Further, as per Rule 5(2), the rate of interest payable shall be such as may be fixed by the Government by notification from time to time subject to a maximum of 24 *per cent* per annum. The Government has fixed the rate of interest for delay of payments for months ranging from three to 12 months and above from 12 *per cent* to 24 *per cent*, respectively.

During test check (March 2018) of records of 29 out of 79 producers of electrical energy in the office of Chief Electrical Inspector (CEI), Chhattisgarh, Audit noticed that two producers<sup>3</sup> of electrical energy paid the electricity duty amounting to ₹ 10.15 crore for consumption of electrical energy in their plants during the period between December 2016 and March 2017 after a delay of seven to eight months from the prescribed time. As per the Rule 5 above, interest amounting to ₹ 1.24 crore on delayed payment of electricity duty should have been levied by CEI. However, it was noticed that CEI did not levy any interest on the same. Thus, failure on the part of the CEI to levy interest on delayed payment of electricity duty resulted in non-realisation of revenue amounting to ₹ 1.24 crore as detailed in *Appendix 4.1*.

The matter was reported (May 2020) to the Government/ Department for their comments. The CEI stated (May 2020) that in respect of the two producers the interest has not been received till date. Government reply has not been received (November 2020).

<sup>3</sup> Jindal Steel and Power Ltd., Raigarh and ACB (India) Ltd (2 x 135 MW), Kasaipalli, Korba.

# **Chapter V**

## **Forestry and Wild Life**

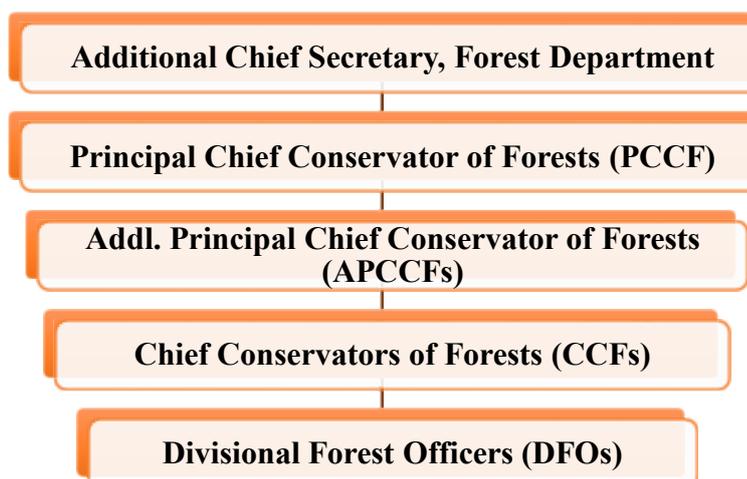
## CHAPTER-V: FORESTRY AND WILD LIFE

### 5.1 Tax administration

Forest Department is responsible for conserving forests along with its wildlife and their habitats, providing environmental conservation services to the citizens, safeguarding and upgrading tourism values and producing and harvesting forest produce.

Forest Department functions under the overall control of Additional Chief Secretary (ACS), who is the Chief Controlling Officer of the Department at Government level. The Principal Chief Conservator of Forests (PCCF) and Chief of Forest Forces is the Head of the Department. The Addl. PCCFs work under the supervision of PCCF. The PCCF is assisted by Chief Conservators of Forests (CCF) at Circle level, who in turn are assisted by Divisional Forest Officers (DFO) at Divisional level. The organisational set up of the Department is given in **Chart 5.1** below:

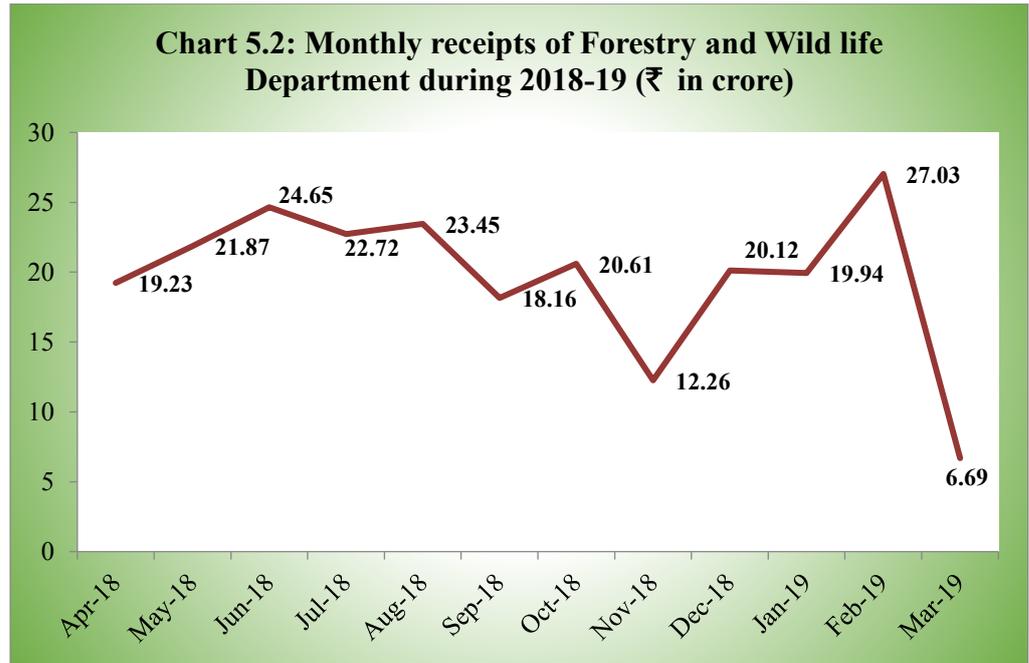
**Chart 5.1: Organisational set up**



Forest Department contributed 0.81 *per cent* of the State's own revenue (tax and non-tax), and 0.36 *per cent* of the total revenue<sup>1</sup> of the State Government during 2018-19.

There was a wide variation in forest receipts across the months during 2018-19, with February 2019 and March 2019 accounting for 11.42 *per cent* and 2.83 *per cent* respectively of the total receipts of ₹ 236.73 crore for the year, as can be seen from the **Chart 5.2** given below:

<sup>1</sup> Includes State's own revenue, Grants-in-aid and Share of net proceeds of divisible Union taxes and duties.



## 5.2 Results of audit

Audit test checked the records of 15<sup>2</sup> out of 68 offices of Forest Department during the year 2018-19 to gain assurance that the Department is working in accordance with the relevant Acts, Codes and Manuals, and the interests of the Government are safeguarded. Expenditure incurred and revenue generated by the Department during the year 2017-18 aggregated ₹ 1,162.09 crore and ₹ 291.17 crore respectively. The audited units incurred an expenditure of ₹ 336.20 crore and collected a revenue of ₹ 99.00 crore, which was 28.93 and 34 *per cent* respectively, of total expenditure incurred and total revenue generated by the Department during 2017-18. Audit noticed issues of non-compliance/irregularities in the test checked offices to the extent of ₹ 121.92 crore in 526 cases (₹ 54.28 crore in 308 cases with regard to expenditure and ₹ 67.64 crore in 218 cases relating to receipts), falling under the categories detailed in **Table 5.1**:

**Table 5.1: Results of audit**

(₹ in crore)

Sl. No.	Category	No. of cases	Amount
<b>A. Expenditure</b>			
1.	Excess expenditure	37	2.18
2.	Irregular expenditure	20	6.42
3.	Avoidable expenditure	44	7.54
4.	Unfruitful expenditure	1	0.15
5.	Other irregularities	206	37.99

<sup>2</sup> CCFs, Raipur and Bilaspur; DFOs, Raipur, Marwahi, Dharmajaigarh, Khairagarh, Kawardha, Bhanupratappur, Gariyaband, Balodabazar, Mahasamund, Korba, Balrampur, Manendragarh and Rajnandgaon.

<b>Total</b>		<b>308</b>	<b>54.28</b>
<b>B. Receipts</b>			
6.	Non-realisation due to deterioration/shortage of forest produce	7	1.18
7.	Loss of revenue due to low yield of timber/bamboo	15	10.37
8.	Sale of timber below upset price	6	6.19
9.	Other irregularities	190	49.90
<b>Total</b>		<b>218</b>	<b>67.64</b>
<b>Grand total</b>		<b>526</b>	<b>121.92</b>

During the period 2018-19, the Department accepted 23 audit observations involving ₹ 5.59 crore. There may be similar irregularities, errors or omissions in other units under the Department but not covered in the test audit. The Department may, therefore, examine these issues in all the units to ensure that the provisions of the Acts and Rules are complied with.

### 5.3 Avoidable expenditure due to overlapping of treatment works

**Avoidable expenditure of ₹ 1.30 crore on Assisted Natural Regeneration works under Green India Mission due to non-compliance with Departmental instructions by two Divisional Forest Officers.**

As per the instructions (July 2013) of the Principal Chief Conservator of Forests (PCCF), Chhattisgarh, before forwarding proposals for plantations to the PCCF, the Conservator of Forests (CF) should obtain a certificate from the Divisional Forest Officer (DFO) to the effect that no plantation or rehabilitation activity of degraded forest had been carried out in the proposed area in the last five years, and no maintenance/protection activity is in progress from any other Head. Treatment on same area under two Heads simultaneously is not only irregular but also questions the credibility of the department.

Earlier, PCCF in its instructions (November 2011) stated that Assisted Natural Regeneration (ANR<sup>3</sup>) work will be carried out in coupes of the Selection-cum-Improvement and Improvement Working Circle in which felling work had been carried out in previous year.

During test check (March and April 2018) of records in two<sup>4</sup> out of 34 DFOs, Audit noticed that ANR work was carried out in 1,939 hectare in 12 compartments, and 3,150 hectare in 18 compartments of Balodabazar and Bilaspur divisions, respectively. Further, scrutiny of Compartment Histories, Working Plans and progress reports of the divisions revealed that in two out of 12 compartments of Balodabazar division and six out of 18 compartments of Bilaspur division, treatment works were already in progress in whole/some part of the compartment as detailed in *Appendix 5.1*.

<sup>3</sup> ANR is the forestry activity taken to improve the regeneration of healthy coppice generated after felling of trees through Singling, Soil and water conservation and protection work.

<sup>4</sup> DFO, Balodabazar and DFO, Bilaspur

As similar works were already carried out/in progress in these coupes, the DFOs should have certified these facts in the project report, before forwarding the proposals to CCFs. However, neither the DFOs certified the facts regarding previous work done in these coupes nor did the CCFs call for DFOs' certificates to ascertain whether any work was carried out in the earmarked coupes.

Failure on the part of DFOs not only led to non adherence to the orders of PCCF and overlapping of treatment in 697.579 hectare area, but also resulted in avoidable expenditure of ₹ 1.30 crore on ANR work under Green India Mission (GIM).

On this being pointed out in Audit, DFO, Balodabazar replied (April 2018) that action would be taken after verification, while DFO, Bilaspur stated (March 2018) that ANR works were carried out as per the necessity of the site.

The reply of the DFOs is not acceptable as treatment works in these compartments were initiated in the years 2013, 2014, and 2015, and expenditure on these works continued to be incurred. The DFOs failed to take into account this fact before forwarding proposals for the same compartments under different heads. Moreover, ANR work was not to be carried out in compartments of Rehabilitation Working Circle (RWC<sup>5</sup>).

The matter was brought to the notice of Government for their comments (February 2020). Their reply has not been received (November 2020).

#### **5.4 Irregular expenditure on Rehabilitation of Degraded Forest without plantation work**

**Three Divisional Forest Officers carried out Rehabilitation of Degraded Forest (RDF) without plantation work in 1,418.557 hectare blank area of Plantation Working Circle in violation of the provisions of Working Plan Code, resulting in irregular expenditure of ₹ two crore.**

As per standing instructions of Working Plan (WP) Code, 2014, Plantation Working Circle (PIWC) primarily comprises those forest areas that have open and blank forest and is highly susceptible to biotic pressure. Such areas have very low probability of regeneration on existing root stock. The objective of forming this Working Circle is to regenerate the blank areas through plantation and to protect the area affected with soil erosion through soil conservation work. Treatment under this Working Circle is prescribed in two groups, first for the previous unsuccessful plantation, and second for the blank/unproductive understocked area. As per the WP Code, blank and unproductive stocked area above 20 hectare is to be treated with irrigated/ un-irrigated plantation work. An area where previous plantation work was unsuccessful, can be regenerated through plantation/sowing of seeds with the approval of the competent authority.

During test check (between March and December 2017) of allotment files, WPs and project reports for the period 2015-16 and 2016-17 in three<sup>6</sup> out of 34 DFOs, Audit noticed that DFOs carried out 'Rehabilitation of Degraded Forest (RDF) without plantation work' in 2,121.676 hectare in 21 compartments of PIWC.

<sup>5</sup> Rehabilitation Working Circle (RWC) includes the compartment having rare, blank and degraded forests. The area is to be treated with plantation in blank areas and dressing, adoption, protection and preservation of the available root stock in rare forests.

<sup>6</sup> DFO, Dantewada, DFO, Katghora and DFO, Marwahi

Further, Audit test checked the status of forest compartments from their respective Compartment Histories (CHs) and found that 1,418.557 hectare blank area in 21 treated coupes were also treated with 'RDF without plantation work' as detailed in *Appendix 5.2*. As per the condition of the site and provisions of WP code, the blank area was to be treated with irrigated/ un-irrigated plantation work. But, DFO proposed and CCF accorded Technical Sanction for 'RDF without plantation work' in blank areas of these coupes. Thus, treatment of 1,418.557 hectare blank area without plantation in contravention to the provisions of WP code resulted in irregular expenditure of ₹ two crore.

On this being pointed out, DFO, Marwahi replied (May 2017) that before taking up of the works, continuous blank areas were not available. Thus, the areas were treated without plantation work. DFO, Dantewada replied (December 2017) that there were encroached areas in all the coupes and if the plantation work had been undertaken, the villagers would have faced problem in their movement due to hindrances in their pathway, and there was a possibility of objection from them for erection of fence on the site. He further stated that in such a situation, it was appropriate to treat the area without plantation work. DFO, Katghora did not furnish a specific reply to the audit observation.

Replies are not acceptable, as in the case of DFO, Marwahi as per the compartment's history sufficient blank area in these PIWC coupes was available, and this blank area was to be treated through plantation only as per the treatment prescribed in WP. Similarly, the reply of DFO, Dantewada is factually incorrect, as fencing work had been carried out in these coupes for protection of the site.

The matter was brought to the notice of Government for their comments in May 2020; reply has not been received (November 2020).

# **Chapter VI**

## **Stamp Duty and Registration Fees**

## CHAPTER-VI: STAMP DUTY AND REGISTRATION FEES

### 6.1 Introduction

The Indian Stamp Act, 1899 (IS Act) prescribes the rates of Stamp Duty (SD) in respect of bills of exchange, cheques, promissory notes, bills of lading, letters of credit, policies of insurance, transfer of shares, debentures, proxies and receipts as specified in Entry 91 of List-I (Union list) of the Seventh Schedule to the Constitution of India. The States are empowered under Entry 63 of List-II (State list) of the Seventh Schedule to the Constitution of India to prescribe the rate of SD on instruments other than the instruments specified in Entry 91 of Union list. Receipts from the SD and RF in the state of Chhattisgarh are regulated under the Chhattisgarh Stamp Rules, 1942, Registration Act, 1908 and rules made there under. The SD is leviable on market value of the instruments executed, at the rates prescribed from time to time in the IS Act 1899 and Registration Fees (RF) is payable at the rates prescribed in the Registration Act, 1908.

SD is leviable on instruments evidencing transactions on conveyance of properties by sale, exchange, gift, partition, release etc. The Stamp Act is a fiscal law enacted under the state policy to ensure payment of SD on certain executed instruments. The Stamp Act's objective is to collect revenue for the State by levying SD on instruments, penalise acceptance of an irregularly stamped document on instruments evidence, and provide prosecution in case of evasion of SD.

### 6.2 Functions of the Department

Commercial Tax (Registration) Department is responsible for collection of SD and RF and the Department discharges its duties through the Registration Offices situated in the State. On presentation of instruments for registration, the Registering Authority verifies whether these were presented within four months of date of execution, duly stamped under IS Act, 1899, and RF was collected according to the prescribed table of fees.

The Department is responsible for facilitating sale of Stamp papers through the authorised Stamp vendors. Since the advent of e-Stamping in the State with effect from December 2013, executants can pay SD at Authorised Collection Centres (ACCs) located at Registration Offices and other centers. These ACCs collect SD on behalf of Stock Holding Corporation of India Limited (SHCIL), which acts as a Central Record Keeping Agency (CRA). The ACCs, after receiving payment of SD, issue a Certificate of payment of SD to the executants on the basis of which, the instrument is presented to Registering Officer for registration. The appointment of CRA and terms and conditions of their engagement are governed by Chhattisgarh Stamp (Payment of duty by means of e-Stamp Certificate) Rules, 2016.

In order to have transparency and fair registration process, the Government of Chhattisgarh launched *e-Panjiyan* system in the State with effect from February 2017 in Sub-Registrar Offices (SROs) with a designated procedure for pre-registration of executants, filing of declaration of property details by self,

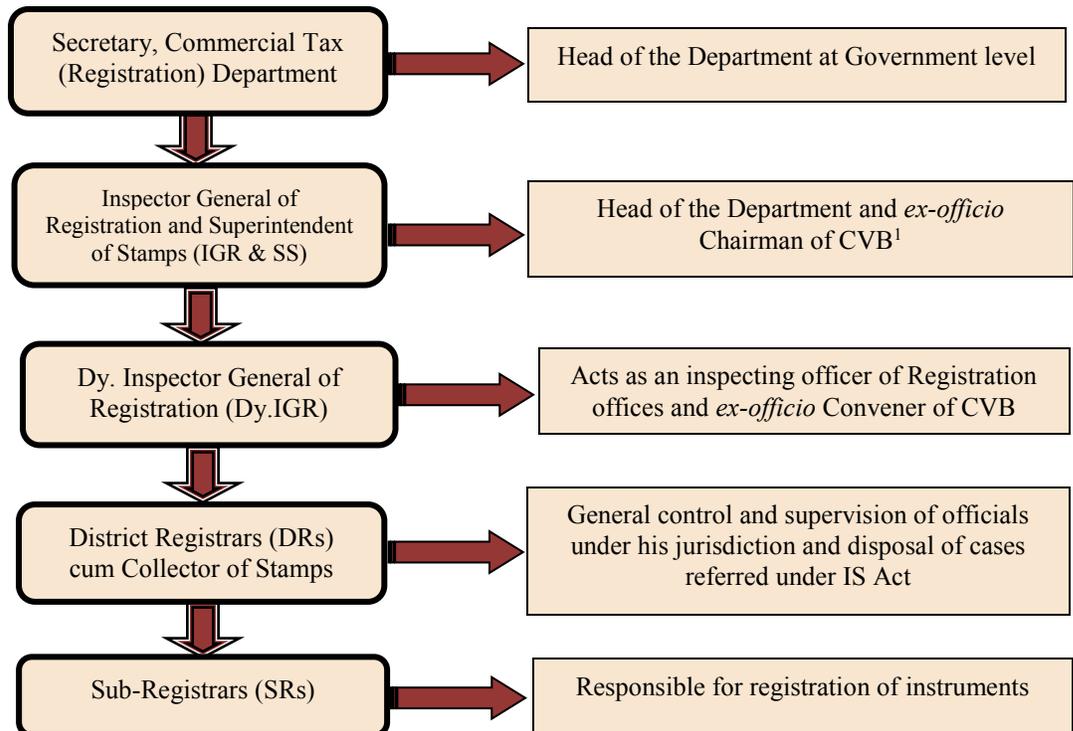
identification of the parties involved in transactions by capturing their biometric data, scanning of the instruments, and its storage etc.

### **6.3 Organisational structure**

Secretary, Commercial Tax (Registration) Department is the Head of the Department at the Government level. Inspector General of Registration cum Superintendent of Stamps (IGR & SS) is the Head of the Department, and responsible for general superintendence of registration offices in the State. Dy. Inspector General of Registration (Dy. IGR) acts as an inspecting officer of Registration offices and is the ex-officio convener of the Central Valuation Board. Sub Registrar (SR) is the registering authority responsible for registration of the documents. In case the value of the subject matter is not set forth correctly in any document, the SR may refer the matter to District Registrar (DR) as per Section 47-I (A) of IS Act, 1899.

DR is also responsible for overall control of SROs under his jurisdiction. Under various provisions of Registration Act, 1908, the DR has the power to inspect the office of SR and to ensure that sufficient arrangements have been made in the Registration Offices for convenience of the executants in registering the instruments, and safeguard the Government revenues. The organisational set up of the Department is given in **Chart 6.1**:

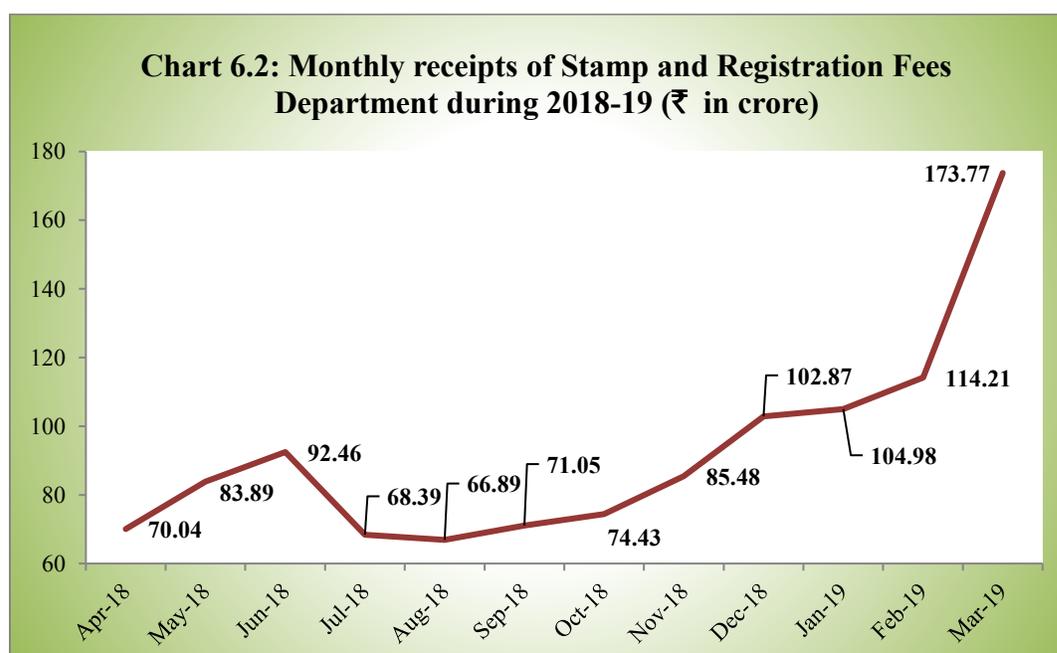
**Chart 6.1: Organisational set up of the Department**



<sup>1</sup> Central Valuation Board constituted under Rule 3 of Chhattisgarh Preparation and Revision of Market Value Guidelines, 2000 is responsible for approving the proposals of market value rates received from DVCs.

Receipts from the Commercial Tax (Registration) Department have been declining during the last two years 2017-19 and stood at ₹ 1,108.46 crore during 2018-19, which was a reduction of (-) 7.43 *per cent* over the previous year. While the budget estimates with regard to the receipts of the Department have been ambitious, the actual receipts have fallen short of expectations significantly. The Department contributed 3.80 *per cent* of the State's own revenue, and 1.70 *per cent* of the total revenue<sup>2</sup> of the State during 2018-19. During the Exit Conference, Secretary stated (August 2020) that the shortfall in revenue realisation *vis-à-vis* budget estimates was mainly because of shortfall in registration of documents, non-registration of higher value documents, and exemptions granted by Government from time to time.

There was a wide variation in Registration Department receipts across the months during 2018-19 with August 2018 accounting for the minimum receipts of the year at ₹ 66.89 crore (6.03 *per cent*) and March 2019 accounting for the maximum receipts at ₹ 173.77 crore (15.68 *per cent*) of the total receipts of ₹ 1,108.46 crore for the year, as can be seen from **Chart 6.2** given below:



## 6.4 Results of Audit

During the year 2018-19, two units<sup>3</sup> of the Department were covered in compliance audit and a performance audit of assessment, levy and collection of SD and RF was carried out.

Performance audit of 'Levy and collection of SD and RF' had earlier featured in the Audit Report of the Government of Chhattisgarh for the year ended 31 March 2013. The Report brought out irregularities and issues of non-compliance involving an amount of ₹ 80.40 crore, and included recommendations on various issues for

<sup>2</sup> Includes State's own revenue, Grants-in aid, share of net proceeds of divisible Union taxes and duties.

<sup>3</sup> SROs, Bilaspur and Raipur

taking remedial action. The Public Accounts Committee (PAC) of the State Legislature in its meetings held in October 2015, May 2017 and August 2017 discussed the findings of this Report. The Department accepted non-realisation of SD of ₹ 67.63 crore mentioned in the Report; however, it recovered only ₹ 20 lakh as of November 2020. The Department stated (January 2018) that based on the recommendations of the PAC, it had issued instructions to inspect documents of Registration offices, Banks, Local Bodies, Public offices, etc. to all DRs-cum-Collectors of Stamps. Department also directed DRs to provide information relating to the inspections carried out by them; information in this regard is awaited.

## **6.5 Performance Audit of Assessment, levy and collection of Stamp Duty and Registration Fees**

### **6.5.1 Audit objectives**

Performance Audit of Commercial Tax (Registration) Department was conducted to ascertain:

- Whether the system of levy and collection of SD and RF was adequate, effective, and efficient to safeguard Government revenue.
- Whether Market Value Guidelines prepared by the Department for valuation of movable and immovable properties were adequate and have been applied effectively for valuation of properties.
- Whether planning and implementation of the IT system was appropriate to meet the objectives of computerisation of the activities of the Department.

### **6.5.2 Audit criteria**

Audit findings were benchmarked against the criteria sourced from the following:

- Indian Stamp (IS) Act, 1899;
- Registration Act, 1908;
- Chhattisgarh Stamp Rules, 1942;
- Chhattisgarh Registration Rules, 1939;
- Chhattisgarh Stamp (Payment of Duty by means of e-stamp certificate) Rules, 2016;
- Chhattisgarh Preparation and Revision of Market Value Guideline Rules, 2000;
- Chhattisgarh Prevention of Under-Valuation of Instrument Rules, 1975;
- Chhattisgarh *Upkar Adhiniyam*, 1982;
- Chhattisgarh Municipalities Act, 1961;
- Chhattisgarh *Panchayati Raj Adhiniyam*, 1993 and
- Notifications/orders issued by the Government/Department from time to time

### **6.5.3 Audit scope and methodology**

Performance audit was carried out between July 2019 and March 2020 and covered the relevant activities and functioning of the Department during the period 2014-19. Audit methodology involved scrutiny of records in the offices of IGR & SS and five<sup>4</sup> Sr. DROs/DROs (out of 21), 25<sup>5</sup> SROs (out of 98), selected on the basis of simple random sampling method. Besides, the offices of the Registration Department, relevant records of other public offices<sup>6</sup> viz. Municipal Corporations/Councils, Dy. Director, Fisheries, Registrar of Companies (RoC)-cum-Official Liquidator etc. related to the sampled DROs were also examined to verify that the DRs had carried out the inspections of public offices under their jurisdiction and to gain assurance that the documents accepted by public officers were duly stamped, and the documents requiring compulsory registration duly registered in the SROs.

Audit methodology also included scrutiny of deeds and verification of ancillary records maintained in the SROs, case files in DROs, scrutiny of files at IGR & SS office, and a review of computerisation of the registration process in the Department. Files/records pertaining to finalisation of the Service Provider (SP) for *e-Panjiyan*<sup>7</sup>, analysis of the data relating to the deeds registered in all the SROs during the period between May 2017 and September 2019 and the operation of application software were also scrutinised. Data was analysed using Computer Assisted Auditing Techniques (CAATs) viz. MS Access and MS Excel.

During the period 2014-15 to 2018-19, 7,47,246 deeds were registered in the 25 test checked SROs. Out of these, 36,376 cases were selected and scrutinised.

Entry conference was held in September 2019 with Secretary, Commercial Tax (Registration) Department wherein audit objectives, scope, criteria and methodology were discussed.

Draft audit findings were forwarded to the Government on 20 May 2020, and the replies of the Government were discussed in the Exit Conference held on 26 August 2020. The replies of the Government have been suitably incorporated in the Report.

### **6.5.4 Audit findings**

State Government formulated 'Chhattisgarh Preparation and Revision of Market Value Guidelines Rules, 2000' in July 2000 and constituted three Committees viz. Central Valuation Board (CVB) at Department level, District Valuation Committee (DVC) at district level, and Sub District Valuation Committee (SDVC) at Sub Division level. The SDVC collects and compiles data pertaining to property values, analyses the data, and forwards it to the concerned DVC. The DVC collects information on property values, property trends, compiles primary data along with

<sup>4</sup> Bilaspur, Dhamtari, Durg, Raigarh and Raipur.

<sup>5</sup> Abhanpur, Ambikapur, Balodabazar, Bemetara, Bhilaigarh, Bilaspur, Bilha, Dhamtari, Dongargarh, Durg, Ghargoda, Jagdalpur, Janjgir, Kabirdham, Korba, Kurud, Patan, Raigarh, Raipur, Rajim, Rajnandgaon, Ramanujanj, Sarangarh, Surajpur and Tilda.

<sup>6</sup> Officer who accepts documents in his official capacity

<sup>7</sup> The computerised application developed for registration of documents in the Department

existing data to fix the provisional values, and after approval of CVB, issues the market value guidelines for different areas. The CVB approves the clauses for determination of market value and rates of properties.

Further, as per Rule 6 of the Rules, *ibid*, the DVC shall take into account the established principles of valuation mentioned in Rule 5 of Chhattisgarh Prevention of Under-valuation of Instruments Rules, 1975 and other factors which it may deem necessary while calculating the values of immovable properties.

#### **6.5.4.1 Inadequacies in preparation of Market Value Guidelines**

**Adherence to due procedure for preparation of market value guidelines by the SDVCs/DVCs could not be ascertained due to absence of documentary evidence regarding collection/exploration of market rates**

Audit noticed in all test checked SROs/DROs absence of documentary evidence regarding collection and compilation of data pertaining to property values. Further, minutes of meeting of SDVCs and DVCs for finalisation of guidelines rates were not available in respect of SDVC, Bilaspur, Bilha and Tilda for the years 2014-15 to 2018-19. Therefore, Audit could not ascertain whether SDVCs/DVCs had followed the due procedure in preparing the guidelines rates.

After computerisation of the registration process, the data relating to previous transactions in a locality could have been captured and analysed to gauge the market values of properties. However, the Department did not make persuasive attempts to develop a facility in the *e-Panjiyan* System for capturing the data on trend of market value, as discussed in the succeeding paragraphs of this Report.

During the Exit Conference, Secretary accepted the observation and stated (August 2020) that there is a laid down procedure for preparing market value guidelines at SDVC, DVC and CVB level, and that, a Standard Operating Procedure (SOP) has been framed for market value preparation and all the Valuations Boards/Committees have been instructed to scrupulously follow the procedure.

An instance of inadequacy in preparation of market value guidelines is elucidated below:

Rule 9 of Chhattisgarh Preparation and Revision of Market Value Guideline Rules, 2000 provides for special revision of market value guidelines in any specified area, in case of sudden appreciation of land values, for development of large scale housing projects. Such revised value shall be implemented on a date to be fixed by the IGR. In the guidelines rate, the market value of the land for developed housing and commercial projects are either separately shown by the 'name of project' or 'approved layout'. During scrutiny of Conveyance (Sale) deeds in test checked SROs, Audit noticed in three<sup>8</sup> SROs that 20 deeds of plot area measuring 2,593.187 square meter were sold to different purchasers by the project developers and layouts of the residential projects were approved by Town and Country Planning (TCP).

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<sup>8</sup> Dongargarh, Raigarh and Sarangarh

However, separate market rate for the approved layouts of that ward/village were not available in the market value guidelines, and the concerned SR applied the guidelines rate as per actual location of the property.

Since the TCP was aware of the upcoming residential projects, the proposal for incorporation of separate rate should have been sent by SDVCs to concern DVCs for approval. It was also noticed that not only was information regarding upcoming residential projects not collected from TCP, the concerned SRs did not also propose inclusion of separate rates in subsequent years, even after such deeds of properties related to approved layouts were registered in the office of the SR.

This clearly indicates lack of efforts on the part of SDVCs to collect information from different sources before proposing guidelines rates to DVCs for approval.

During the Exit Conference, Secretary accepted the observation and stated (August 2020) that instructions had been issued to all SRs/DRs to collect information about upcoming projects/approved layouts from TCP and other relevant Departments and incorporate the same in future guidelines.

#### **6.5.4.2 Deficiencies/shortcomings in Market Value Guidelines**

**Non provision for separate rates for property located on main road and inside main road in Bilaspur Municipal Corporation resulted in short realisation of SD and RF**

As per Rule 6 of the Chhattisgarh Preparation and Revision of Market Value Guideline Rules, 2000, the committees, while working out the values of immovable properties, shall take into account the established principles of valuation mentioned in Rule 5 of the Indian Stamp (Chhattisgarh Prevention of Undervaluation of Instruments) Rules, 1975, and any other factors which it may deem necessary. One such factors on which market value is determined is proximity to road as mentioned in Rule 5 of Chhattisgarh Prevention of Undervaluation of Instruments Rules, 1975. As per the Guidelines, land upto 20 metres and 46 metres for urban and rural areas respectively is considered to be situated on main road.

Audit noticed that in the guidelines rate of SR, Bilaspur for the years 2014-15 to 2018-19, for most of the localities, the rate of either main road or inside the main road was available, instead of both the rates. Thus, the property located on main road was valued as inside the main road since the guidelines rate of main road was not available. Audit test checked some of the cases and noticed the following irregularities.

In two sale deeds<sup>9</sup> audit noticed that as per description of properties mentioned in the documents, these properties were located inside main road, but due to absence of off road rate, SR, Bilaspur applied the minimum rate available for that area.

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<sup>9</sup> 1. Sale deed no. 2604 dated 24.11.2017, the property with Khasra No. 140/5, Village, Talapara, PH No. 39 Ward No. 11, Gayatri Nagar Ward situated on Rajiv Gandhi Chowk to Maharana Pratap Chowk 2. Sale deed no. 2475 dated 20.11.2017, property located in Narmada Nagar Awasiya Yojana, Village Mangla, PH No. 21 situated on Nehru Nagar, Hanuman Mandir Main road, ward No. 3.

However, in 31 sale deeds, properties<sup>10</sup> located on main road were registered during August 2017 to July 2019, where SR erroneously applied inside road rate despite main road rate being available in the guidelines.

Due to non-availability of rates for inside main road in the guidelines for these localities, true market value of the property depending on the actual location of the property could not be determined by Audit. Further, SR erroneously applied inside rate despite main road rate being available in the guidelines, resulted in short levy of SD and RF. Thus, while preparing the market value guidelines, the factors as enumerated in the Rule 5 of Chhattisgarh Prevention of Undervaluation of Instruments Rules, 1975 were not taken into account by the valuation boards.

During the Exit Conference, Secretary accepted the observation and stated (August 2020) that corrective measures would be taken to address this issue while preparing the market value guidelines and that, action taken by the Department on the cases mentioned above would be intimated after disposal of the cases by DR.

**6.5.4.3 Short realisation of revenue due to exclusion of consideration value in notification issued in deviation of the Chhattisgarh Registration Rules, 1939**

**Government notification to exclude consideration value of the documents and levy of RF on deeds only on the basis of market value of properties was in deviation of the Chhattisgarh Registration Rules, 1939 and resulted in short realisation of RF**

As per Sl. No. (3) of Article-I of 'Table of RF' of Chhattisgarh Registration Rules, 1939, the RF shall be determined on the market value as stated in the document or on the basis of the consideration expressed in the document, whichever is higher.

Further, Government of Chhattisgarh, Commercial Tax (Registration) Department notification dated 24.07.2019 revised the rates of RF on Sale, Exchange, and Gift to persons other than family members at the rate of four *per cent* and as per notification dated 3.8.2019, two *per cent* rebate on RF where the market value of the properties is less than or equal to ₹ 75 lakh determined as per the guidelines rates for residential buildings/flats.

Notification dated 24.7.2019 was issued excluding consideration value in deviation of Sl. No. (3) of Article-I of 'Table of RF' of Chhattisgarh Registration Rules, 1939 due to which RF was levied only on Market value of the properties which resulted in short levy of RF. However, SD was realised on the market value or consideration value of properties, whichever was higher.

Audit noticed that in 14,396 deeds of Conveyance (Sale), Exchange and Gift to other than family members registered between 25 July 2019 and 30 September 2019, the consideration price was higher than the market value of the properties,

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<sup>10</sup> Anandam Plaza, Vyapar Vihar Zone-2, Ward No. 11, Gayatri Nagar Ward

but SROs realised RF only on market value of properties resulting in short realisation of RF.

During the Exit Conference, the Government accepted (August 2020) the fact and replied that proposal for deleting Sl. No. (3) of Article-I of 'Table of RF' was in progress.

Reply is not acceptable as instead of deletion of Sl. No. (3) of Article-I, the notification requires modification as it was issued in deviation of Chhattisgarh Registration Rules, 1939, excluding consideration value, even if it is higher than market value, from the criteria to levy RF, resulting in revenue loss to the State Government.

#### **6.5.4.4 Follow up to realise the outstanding SD by the Stock/Commodity Exchanges not ensured**

**The Department did not follow-up with the Stock/Multi-Commodity Exchanges for realising the outstanding amount of SD of ₹ 63.71 crore on the transactions made by the clients of Chhattisgarh State**

Government of Chhattisgarh amended Schedule I A of IS Act, 1899 (applicable in Chhattisgarh State) and inserted Article 20A- 'Clearance list' in which Agreement or Memorandum of Agreement entered into for sale or purchase of securities with stock brokers of recognised stock exchanges are chargeable with SD at the rate of one rupee for every ten thousand or part thereof in respect of each of the entries in such list on the value of securities calculated at the making up price or the contract price, as the case may be. Pursuant to the amendment, IGR requested (January 2015) Bombay Stock Exchange (BSE) to insert this Article, provide the monthly transaction turnover of brokers, sub brokers or authorised persons based in Chhattisgarh, and remit the amount of SD to Government accounts.

In order to ascertain the volume of transactions entered into by brokerages in respect of clients in the state, Audit obtained the information from Bombay Stock Exchange (BSE), National Stock Exchange (NSE), and Multi Commodity Exchange (MCX) for the period 2014-15 to 2018-19. These Exchanges reported (November 2019 to February 2020) that 3,373 transactions involving sale and purchase of securities amounting to ₹ 6,37,124.56 crore<sup>11</sup> were transacted during the period from 2014-15 to 2018-19. Stamp duty of ₹ 63.71 crore (*Appendix 6.1*) is leviable on these transactions, and it is to be remitted to Government account. Department stated (July 2019) that it had no information regarding the volume of transactions and the collection on account of sale and purchase of securities through Stock Exchanges since the insertion of the Article 20A. Thus, the Department had not put in place any mechanism to communicate with the Stock Exchanges regarding volume of transactions and ensure that SD realised was remitted to State Government account. The Government of India (GoI) vide its notification (December 2019) framed the Indian Stamp (Collection of SD through Stock Exchanges, Clearing Corporations and Depositories) Rules, 2019 in which the

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<sup>11</sup> ₹ 21,387.27 crore (BSE); ₹ 3,33,782.99 crore (NSE) and ₹ 2,81,954.30 crore (MCX)

collecting agent<sup>12</sup> will be responsible to collect the amount of SD and remit the amount to authorised bank account of State Government from 1 July 2020 onwards.

However, Department did not make any effort to coordinate with the Stock Exchanges, and realise the amount of SD on sale of securities.

During the Exit Conference, Secretary accepted the observation and stated (August 2020) that a letter had been issued (July 2020) to Stock Exchanges/Commodity Exchanges for realising the outstanding Stamp Duties.

**Recommendation:**

**Government should develop a mechanism to coordinate with the Stock Exchanges for realising the SD.**

**6.5.4.5 Inadequate inspection of subordinate offices and public offices**

**Despite specific provision in the Manual to inspect subordinate and public offices by the DRs, the extent of inspections carried out was poor**

Para 469 of Registration Manual provides that a DR must inspect SROs under his jurisdiction twice each year, and also carry out surprise inspection of SROs. Further, inspection of DR offices have been entrusted to IGR and Dy. IGR as per para 468 of Registration Manual.

Year-wise details of targets and actual inspections carried out by the IGR, Dy. IGR and DRs are depicted in **Table 6.1** below:

**Table 6.1: Year-wise details of target and actual inspections**

Year	IGR		Dy. IGR		DRs	
	Target	Inspected	Target	Inspected	Target	Inspected
2014-15	02	02	08	Nil	487	33
2015-16	Nil	01	Nil	Nil	513	3
2016-17	Nil	Nil	Nil	Nil	553	Nil
2017-18	Nil	Nil	Nil	Nil	634	60
2018-19	Nil	Nil	Nil	Nil	586	187
<b>Total</b>	<b>02</b>	<b>03</b>	<b>08</b>	<b>Nil</b>	<b>2773</b>	<b>283</b>

(Source: Information furnished by the Department)

Audit scrutiny revealed that the actual number of inspections of SROs carried out by the DRs was quite insignificant (283 as against the target of 2773). Similarly, above table clearly indicates that no target for inspections of DRs offices by IGR

<sup>12</sup> A stock exchange or clearing corporation authorised by it or a depository which is empowered to collect stamp duty on securities on behalf of the State Government in accordance with the provisions of the Act and these rules

were fixed for the years 2015-16 to 2018-19 and no inspections of DR offices were done by Dy. IGR during the period from 2014-15 to 2018-19.

The position of target and actual inspections of SROs/public offices for the years 2014-15 to 2018-19 in test checked DRs are as given below:

**Table 6.2: Target and actual inspections of SROs/Public offices by test checked DRs**

Name of DRs	Target		Actual		Shortage	
	SROs	Public Offices	SROs	Public Offices	SROs	Public Offices
Bilaspur	70	206	39 (56 per cent)	33 (16 per cent)	31 (44 per cent)	173 (84 per cent)
Dhamtari	57	51	46 (81 per cent)	31 (61 per cent)	11 (19 per cent)	20 (39 per cent)
Durg	30	81	8 (27 per cent)	25 (31 per cent)	22 (73 per cent)	56 (69 per cent)
Raigarh	50	NIL	09 (18 per cent)	NIL	41 (82 per cent)	NIL <sup>13</sup>
Raipur	41	53	06 (15 per cent)	6 (11 per cent)	35 (85 per cent)	47 (89 per cent)
<b>Total</b>	<b>248</b>	<b>391</b>	<b>108 (44 per cent)</b>	<b>95 (24 per cent)</b>	<b>140 (56 per cent)</b>	<b>296 (76 per cent)</b>

As against target of 248 SROs, the DRs conducted inspections of 108 SROs, and as against the target of 391 public offices, the DRs conducted inspections of 95 public offices. Thus, there was shortfall of 56 and 76 per cent against targeted inspections of SROs and public offices, respectively. Further, during past five years no public offices were selected for inspections in Raigarh district.

The number of inspections needs to be increased in accordance with the targets to gain assurance that the subordinate offices are functioning in accordance with applicable Acts and Rules and the Government revenues are safeguarded.

During the Exit Conference, the Secretary accepted the observation and stated (August 2020) that a working plan and roster for next year for inspection of sufficient number of offices had been prepared by the IGR and Dy. IGR and show cause notices had also been issued to DRs who had not conducted inspections according to the roster. He assured that in future, inspection of the public offices would be done as per provisions of the Manual.

<sup>13</sup> Public offices were not targeted/selected for inspection.

#### **6.5.4.6 Short realisation of revenue by Public Officers**

**Lease agreements of ponds for fishing, and mobile towers were not registered by the Public Officers as required under Registration Act, 1908, resulting in short realisation of SD and RF**

DRs inspected a few public offices during 2014-15 to 2018-19, audit noticed cases of short/non-levy of SD and RF in various public offices as mentioned below:

SD is leviable at the rate of two *per cent* when a partner contributes an amount of ₹ 50,000 and above, or if a partner/partners brings property through a partnership deed.

- During a test check of records of Registrar of Firms and Societies (RF &S), Bilaspur and Durg, Audit noticed that in three different cases, partners of the firms brought capital in the form of cash of ₹ 26.02 lakh, immovable property worth ₹ 1.71 crore and movable properties (buses) in the other case. These partnership deeds were presented to RF & S for registration of firms. The concerned RF & S in disregard to the above provision, registered the firms by realising a SD of ₹ 1,000 in three cases where capital was invested in the form of cash, immovable property and ₹ 5,000 in the other case where capital was in the form of movable properties (buses). Thus, SD of ₹ 3.45 lakh was short levied in respect of three cases (as detailed in *Appendix 6.2*). Audit could not ascertain the SD in the fourth case where the partnership firm was registered with contribution in the form of 27 buses without any value attached.
- Audit noticed that 384 lease deeds were executed with regard to contracting for ponds for catching fish for the periods seven to 10 years in Dy. Director Fisheries, Bilaspur, Durg, Raigarh and Raipur. As against the leviable SD of ₹ 2.49 lakh, Dy. Director Fisheries executed the 10 deeds with SD of ₹ 0.98 lakh (*Appendix 6.3*). Further, since the lease deeds were for a period of one year and above, these were to be compulsorily registered in the office of SR as per Section 17(d) of Registration Act, 1908. Non-registration of lease deeds also resulted in non realisation of RF of ₹ 1.86 lakh.
- Audit noticed that 37 No-objection Certificates (NOCs) were issued by Municipal Corporation Bilaspur and Raigarh for installation of mobile phone towers. In these cases, the land for installing mobile tower was taken by the mobile phone companies on lease from the land owner for lease periods between six and 20 years. These lease deeds were required to be compulsorily registered in Sub-Registrar's Office. But, the lease were not duly stamped and registered as per Indian Stamp and Registration Act. This led to non levy of SD and RF of ₹ 9.84 lakh (*Appendix 6.4*).

During the Exit Conference, the Secretary accepted the observations and stated (August 2020) that DRs had been instructed to conduct inspection and realise SD as per provision of IS Act, 1899.

#### 6.5.4.7 Delay in remittances to Government account

**Amount of RF, fees for commission and visit etc. realised through cash/cheque/Demand Draft was remitted to Government account with delays ranging from three to 78 days**

Rule 3 of Part –I of Chhattisgarh Financial Code stipulates that all cash collected/received by Government servants are to be deposited into treasury or Bank without delay. Besides, para 120 of Registration Manual stipulates that cash received during a day by Government servant is to be deposited into bank on the following day.

Scrutiny of Cash Books and *Tauzi*<sup>14</sup> in SROs revealed that in eight<sup>15</sup> SROs, during the period February 2016 to August 2019, RF amounting to ₹ 3.18 crore received in cash (*Appendix 6.5*), was deposited into the treasury with delays ranging from three to 78 days. This was especially so in respect of SRO, Raipur.

During the Exit Conference, Secretary stated (August 2020) that delay in deposit was due to unavoidable circumstances such as closure of the banks, bank holidays, etc. and that, there was no delay in remittances of the amount received in SROs. The Secretary further stated that the reason for delay in remitting the amount of SR, Bhilaiagarh was yet to be received and would be intimated to Audit as soon as possible.

Reply is not acceptable because closure of banks and bank holidays are not for more than three or four consecutive days but there were several cases of delays ranging from three to 78 days in remittance of amount in Government accounts.

#### 6.5.4.8 Irregularities in refunds

**Refunds of RF and SD were made against the provision of Acts/Rules by the departmental officials. Further, e-Stamp, which must be compulsorily locked after refund, was not locked, posing the risk of its reuse**

##### *(a) Refunds of SD*

Rule 36 of Chhattisgarh Stamp (Payment of Duty by Means of e-Stamp Certificate) Rules, 2016 stipulates that the Collector may, on an application with requisite details of e-Stamp Certificate along with Form-3<sup>16</sup> accompanied with the original 'spoiled or misused or not required for use e-stamp certificate', if he is satisfied as to the facts, make allowance for such e-stamp certificate according to the provisions of Sections 49 to 54 of IS Act, 1899. Further, Rule 38 (3) states that the refund, if any, under these rules shall be made by the Collector as per provisions of the Act and the distinguished Unique Identification Number shall be cancelled

<sup>14</sup> *Tauzi* is the reconciliation statement of remittances and treasury figure for the month

<sup>15</sup> Bemetara, Bhilaiagarh, Bilha, Dhamtari, Ghargoda, Kurud, Patan and Raipur

<sup>16</sup> A form in which details of e-Stamp Certificates such as name and ID of the ACC, e-Stamp Certificate No. and date with application no. is to be submitted to Collector of Stamps

compulsorily in the e-Stamping system and a certificate to this effect should be endorsed on the original e-Stamp Certificate under his seal and signature with date.

During test check of refund cases in SR, Bilaspur and Dhamtari, Audit noticed that the DRs had cancelled 87 e-Stamp Certificates amounting to ₹ 81.64 lakh between September 2015 and July 2019 (***Appendix 6.6***), and these stamps were not cancelled on SHCIL website. Non cancellation of stamps after refund is fraught with the risk of reuse of the cancelled e-stamps.

During the Exit Conference, Secretary accepted the observation and stated (August 2020) that instructions had been issued to all DRs to follow the provisions of IS Act and lock the e-Stamp in SHCIL as soon as refund order was passed. Show Cause Notices had been served to the concerned officials for refunding the SD against the provision of Section 49 of IS Act, 1899.

***(b) Refunds of RF***

Under Rule 120 of Chhattisgarh Registration Rules, 1939, refunds of the RF are claimable, provided that the claim or refund is lodged within three months of the date on which the refund becomes claimable and the party concerned comes to know that he is entitled to the refund if the fees was charged in excess of the authorised scale. A Registering Authority may refund fees which he had collected without reference to any higher authority, if the mistake made in collecting them is discovered before the fees are remitted to the treasury. Any amount so refunded shall be deducted from the total amount of the day's collections entered in the fee book, and the particulars stated therein.

During test check of refund cases in SR, Bilaspur, Audit noticed that the system calculated leviable RF of ₹ 2.45 lakh in seven cases. Further, the system generated Fee Book was manually edited by SR by the amount of ₹ 0.87 lakh and deposited ₹ 1.58 lakh in the Treasury (***Appendix 6.7***).

During the Exit Conference, Secretary accepted the observation and stated (August 2020) that Show Cause Notices had been served on the concerned officials.

**6.5.4.9 Undervaluation cases by Registering Authorities**

**Registering Authorities misclassified the instruments, did not adhere to the provisions of market value guidelines, and overlooked the facts of the instrument, causing undervaluation of the properties which eventually lead to short levy of SD and RF of ₹ 8.52 crore in 105 cases in test checked SROs**

Audit noticed various compliance deficiencies in 105 deeds due to their misclassification, resulting in short levy of SD and RF. Non-adherence to provisions of Guidelines for valuation of properties, overlooking of the facts affecting the market value rate of the properties etc. in 105 cases in 18 SROs led to short levy of SD and RF amounting to ₹ 8.52 crore. The details are summarised below:

**(a) Short levy of SD and RF due to misclassification of instruments**

Proper classification of the deeds is one of the important factors in determining the correct SD and RF. The deeds should be classified on the basis of recitals of the deeds rather than the title of deeds. Audit noticed in nine cases in four test checked SROs that the Registering Authority classified the deeds on the basis of the title instead of the recital, resulting in short levy of SD and RF of ₹ 7.18 crore. The details are mentioned below:

- Audit noticed that 56.17 hectare of land in Village-Tuta and Nawagaon were handed over by Naya Raipur Development Authority (NRDA), Atal Nagar for development of residential, commercial complex and golf course in Sector 24 of Naya Raipur to a firm. The Authority executed lease deed of 30 years for premium amount of ₹ 12.59 crore and annual lease rent of ₹ 25.18 lakh with extension of lease for further 30 years twice by realising SD and RF of ₹ 1.27 crore. On scrutiny of the instrument, Audit noticed that the firm will develop the site and have the right to sell. There were two transactions involved, firstly the lease, and secondly the development agreement. As per Article 5 of schedule 1A of IS Act, 1899, SD is realisable by treating this deed as Development agreement. Failure on the part of the SR, Raipur to determine the market value as per the description contained in the instrument resulted in short realisation of SD and RF of ₹ 6.93 crore.
- In six cases of execution of release deed in SR Bilha, the releaser was not the co-owner of the properties. As such these deeds should have been classified as Conveyance deeds without any consideration. This resulted in short levy of SD of ₹ 10.50 lakh (*Appendix 6.8*).

As per Article 46 of Schedule 1A of IS Act 1899, SD is leviable at the rate of conveyance deed on the market value of the properties where on dissolution of partnership and retirement of partner, any immovable property is taken as his share by a partner other than a partner who brought in that property as his share of contribution in the partnership.

- In two deeds of partition and release, the immovable properties were partitioned and released among the title holders. Thus, after the execution of the deed, these firms did not exist and the individual shares had been taken by the executants. Thus, these deeds should be classified as 'Dissolution of partnership' and not partition/release deed. Misclassification of deeds resulted in short levy of SD and RF of ₹ 14.04 lakh in SR Patan and Raigarh. (*Appendix 6.9*).

During the Exit Conference, Secretary stated (August 2020) that the cases had been referred to DR cum Collector of Stamps under Section 47(A)-3 of IS Act, 1899 and that, status would be intimated separately after disposal of the cases.

**(b) Non-adherence to provisions of Market Value Guidelines**

Chhattisgarh Market Value Guidelines are released every year to facilitate the Registering Authorities to determine the market value of the immovable properties of their locality. Further, the clause in three forms Form-I (for valuation of urban

properties), Form-II (for constructed structure) and Form-III (for valuation of agricultural properties) has also been incorporated for the valuation of properties. Audit noticed that in 61 cases of 14 SROs, the Registering Authority applied either incorrect market rates or the guidelines were not adhered to, for valuation of properties, leading to short realisation of SD and RF of ₹ 59.68 lakh. Details are given below:

Guidelines provide for valuation of properties for commercial purposes in urban residential areas, and for shopping complexes located on main road.

- Audit noticed that in seven cases the market value of the land in urban areas for commercial purposes, and in 28 cases for shopping complexes were not determined by SROs<sup>17</sup> as per the provisions of Guidelines, resulting in undervaluation of properties and short levy of SD and RF of ₹ 18.79 lakh (***Appendix 6.10***).
- In 14 Conveyance deeds, a partnership deed and two Gifts deeds, the SROs<sup>18</sup> did not apply the rate as per actual location of the property. Application of lower rate than the actual rate resulted in undervaluation of the properties to the extent of ₹ 3.04 crore, and thus SD and RF were levied short by ₹ 21.28 lakh (***Appendix 6.11***).

Guidelines provide for the valuation of agricultural properties situated in urban and rural areas as per the hectare rate instead of ward/plot rate subject to the condition that the area of land is above 0.202/0.150/0.100 hectare in Municipal Corporation/ Municipal Council/ Nagar Panchayat, and above 500 square metres in rural areas. Further, for agricultural properties situated in urban and rural areas measuring less than 0.202/0.150/0.100 hectare and 500 square metres respectively, the benefit of valuation of the property as per hectare rate could only be given if the purchaser's land is adjacent to the land and the property is not situated in the midst of the town/city and the land is purchased for agricultural purpose. The proof of such adjacency of the land is to be given on the basis of certificate of *Patwari*.

- Audit observed in seven cases that agricultural properties were situated in Municipal Corporation, Raipur and *Nagar Panchayat*, Ghargoda, and the area of the land sold in all cases was below 0.202 hectare, and 0.100 hectare respectively. Similarly, in two cases agricultural properties situated in rural areas having area below 500 square metres were sold. In these cases, the Certificates of proof that the land is adjacent to purchaser's land were not available and the concerned SROs<sup>19</sup> determined the value of the property by applying hectare rate instead of ward/plot rate. Thus, extension of benefit of applying market value as per hectare rate in the absence of proof of adjacency of land resulted in short levy of SD and RF of ₹ 19.61 lakh (***Appendix 6.12***).

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<sup>17</sup> SROs Bilaspur, Bilha, Jagdalpur, Patan and Raigarh.

<sup>18</sup> SROs Ambikapur, Balodabazar, Bilha, Bhilaigarh, Durg, Ghargoda, Korba, Raigarh, Raipur, Surajpur and Tilda.

<sup>19</sup> SROs Ghargoda, Raipur and Tilda.

During the Exit Conference, Secretary stated (August 2020), that the cases had been referred to DR cum Collector of Stamps under Section 47(A)-3 of IS Act, 1899 and that, status would be intimated separately after disposal of the cases.

**(c) Short levy of SD and RF due to overlooking of the facts in the documents**

Valuation of the properties depends upon factors such as location of the property from main road, type of land, purpose for which such land is to be utilised. Audit noticed that the Registering Authorities did not take cognizance of conditions of agricultural properties as mentioned in revenue records attached with the documents, proximity with the main road for determining the SD and RF. Overlooking these factors affected the market value of the properties in the deeds, and resulted in short levy of SD and RF of ₹ 74.30 lakh in 35 cases of 15 SROs as detailed below:

- In 27 deeds of conveyance, the SROs<sup>20</sup> applied the guidelines rate of off-road, but the properties were situated on main road. The SRs overlooked the actual location of land, resulting in short levy of SD and RF of ₹ 48.56 lakh (**Appendix 6.13**).

As per notification (March 2014), on exchange of property SD will be leviable on the difference of market value of the properties exchanged subject to the condition that the exchange should be between land to land, building to building, and the land exchanged is not *Nazul* land. Such benefit will not be extended in case party/parties involved is a commercial/industrial entity.

- Audit noticed in eight deeds of exchange that one of the parties involved was a commercial entity; therefore, SD was to be levied on the higher of the market value of exchanged property. However, the SROs<sup>21</sup> levied SD on the difference of market value of the exchanged properties. This resulted in short levy of SD of ₹ 25.74 lakh (**Appendix 6.14**).

During the Exit Conference, Secretary stated (August 2020) that the cases had been referred to DR-cum-Collector of Stamps under Section 47(A)-3 of IS Act, 1899 and that, the status would be intimated separately after disposal of cases.

## **Audit of e-Panjiyan**

### **6.5.4.10 Selection of Service Provider**

As a part of e-governance initiative to provide better governance and facilitate improved services to the public, the Government of Chhattisgarh (GoCG) decided in November 2012 to computerise all the Registration offices in the State on BOT (Build Operate and Transfer)<sup>22</sup> basis. The vendor was to be finalised through a

<sup>20</sup> SROs Bhilaiagarh, Bilaspur, Bilha, Dongargarh, Garghoda, Janjgir, Kabirdham, Korba, Raigarh, Raipur, Rajnandgaon and Surajpur.

<sup>21</sup> SROs. Balodabazar, Bilha, Durg, Patan and Raipur.

<sup>22</sup> It is an arrangement between the government and the private sector where the private firm undertakes to build, operate, maintain and later on transfer the asset to the government. In this model, the selected partner designs, develops and implements the project, most often, entirely at its cost and operates the system for a pre-specified period

single stage competitive process<sup>23</sup>, for providing an end-to-end solution. The selection of the Service Provider (SP) was to be done on the basis of Least Cost Selection process<sup>24</sup> involving Pre-Qualification, Technical evaluation, and Commercial evaluation. The first three invitations of bids floated between September 2013 and October 2014 were unsuccessful, due to lack of participation of bidders, and bidders not meeting the specified eligibility criteria. Finally, in the fourth round of invitation for bids (June 2015), two bidders participated and the least cost bidder, M/s Mars Telecom System Pvt. Ltd. (with M/s IT Solutions, Ranchi as consortium partner) was awarded the work at a contract price of ₹ 43.50 per page of the registered document for a period of five years on BOT basis. The contract for ‘Supply of Application Software, Hardware, Manpower, and Services’ on BOT basis was signed in February 2016.

#### **6.5.4.11 Overview of the system**

The Central Server of e-Panjiyan is located at the State Data Centre (SDC), Chhattisgarh Infotech Promotion Society (CHiPS), Raipur with Virtual Private Network (VPN) connections in IGR/DRs/SRs offices.

Business logic of the System had been defined and provided for the following users:

- ❖ Operators: The first interface with the System is to capture essential data of the deeds in the operator module. With the desired validation checks provided in the System, data is entered in the System. Finally, the deeds are scanned and a unique registration number and token number are generated.
- ❖ Sub-Registrar: The next interface is where the Registering Authority scrutinises the deed with the generated token number, and carries out the verification of the data with the details in the deed and its applicability for registration as per the provisions of Acts/Rules. Verification with other sources such as *Bhuiyan*<sup>25</sup> to verify the land records data is also done.
- ❖ State Administration: There is a dedicated module for District Registrar (DR) cum Collector of Stamps, Dy. IGR and IGR where the data and reports such as day to day registration in each offices, revenue collected etc. are provided for having control on the activities of the Department.

Data entry at the service end, valuation, verification, fee generation, photo and thumb finger print capture, admission of execution by DRs/SRs through web based application, auto indexing, securing, updating, and uploading of the whole document must be completed within the stipulated time by the BOT operator at DR/SR location through dedicated network connectivity.

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<sup>23</sup> Unlike in Two stage competitive process where bidders qualified from Expression of Interest process are allowed for Request for Proposal, in single stage RFP is open to all bidders fulfilling the qualifying criteria

<sup>24</sup> In LCS, a minimum quality mark is set for Technical score and selection of the lowest financial proposal from the companies that are above the cut off.

<sup>25</sup> An application developed for viewing land records data such as ownership of the land, *kism*, area of the land etc.

### 6.5.4.12 Implementation of e-Panjiyan

As envisaged in para 6.13 of the Request for Proposal (RFP), the System was to be fully functional at all centres within 32 weeks<sup>26</sup> of award of contract i.e. latest by 05 October 2016. The SP had to undertake the following sets of tasks:

1. Install hardware and software at the location of IGR, DRs and SRs offices and create facilities for computerised registration of documents.
2. Establish Multi-protocol Label Switching (MPLS), Virtual Private Network (VPN) connection with SDC through the Telecom Service Provider (TSP) along with Server connectivity with the desired bandwidth.
3. Integrate the System with other applications such as *Bhuiyan* and SHCIL for verification of land records and verification of e-Stamp attached with the documents, respectively.
4. Develop the Application Software with ability to correctly calculate SD and RF and generate the document and other reports as prescribed under the Registration Act, 1908 and other manuals.
5. Prepare Disaster and Backup Recovery Plan to ensure that the functioning of the application is not disrupted.

In order to expedite the implementation of the *e-Panjiyan* system, the Department formed (August 2016) two committees namely: the Monitoring Committee and Evaluation/Verification Committee under chairmanship of Nodal Officer (Computerisation). The Monitoring Committee was responsible for supervising the computerisation process as per the procedure mentioned in RFP, and the Evaluation/Verification committee was responsible for ensuring that the auto valuation and registration process in the Application after entry of details of each type of deed conformed to the RFP, and for offering comments/reports for commencement of the computerised registration process in the Department as per the statutory provisions.

The pilot running of the application was carried out between 01 October 2016 and 07 October 2016, and the application was tested in SRO, Raipur by a committee of DRs/SRs. The Nodal Officer (Computerisation) in his report stated that barring the cases of a few deeds<sup>27</sup>, auto valuation was correctly done, the registration of the deeds were done as per the provisions of the Registration Act, 1908 and the Application was ready to be deployed.

<sup>26</sup> Deployment of all hardware and Network infrastructure and successful running of the Application Software in these locations

Phases	Location	Period from the date of signing of agreement
Phase I	IGR, one SRO and one DRO	16 weeks
Phase II	All SROs and DROs of ten districts	24 weeks
Phase III	Remaining SROs and DROs	32 weeks

<sup>27</sup> Release deed and lease deed.

A certificate regarding successful commencement of ‘pilot project’ in 15 districts was granted by the Department in March 2017. Thereafter, *e-Panjiyan* was rolled<sup>28</sup> out in six SROs<sup>29</sup> in May 2017, and in the remaining 92 SROs, in four phases from September 2017 to June 2019. Along with the SROs, computerisation of the respective DROs was also done.

Even though, the installation of systems and computerisation of registration process had been carried out in all the SROs/DROs in a phased manner, the bottleneck in auto valuation of lease, partition, release, exchange deeds is yet to be resolved, and the Registering Authority still relies on manual calculation for determining SD and RF. Integration with the SHCIL and land records data with *Bhuiyan* had been undertaken and space for Disaster Recovery site had been provided by CHiPS in State Data Centre (SDC).

During the Exit Conference, the Secretary stated (August 2020) that the reason for non completion of computerisation within the designated timelines was due to delay in connectivity from Telecom Service Provider (TSP), resolving of bugs, verification/integration of data from *Bhuiyan* software, etc. However, the Government was switching towards the National Generic Document Registration System (NGDRS). Thereafter, the whole system would be migrated to NGDRS and the existing data would be dealt with as legacy data for NGDRS.

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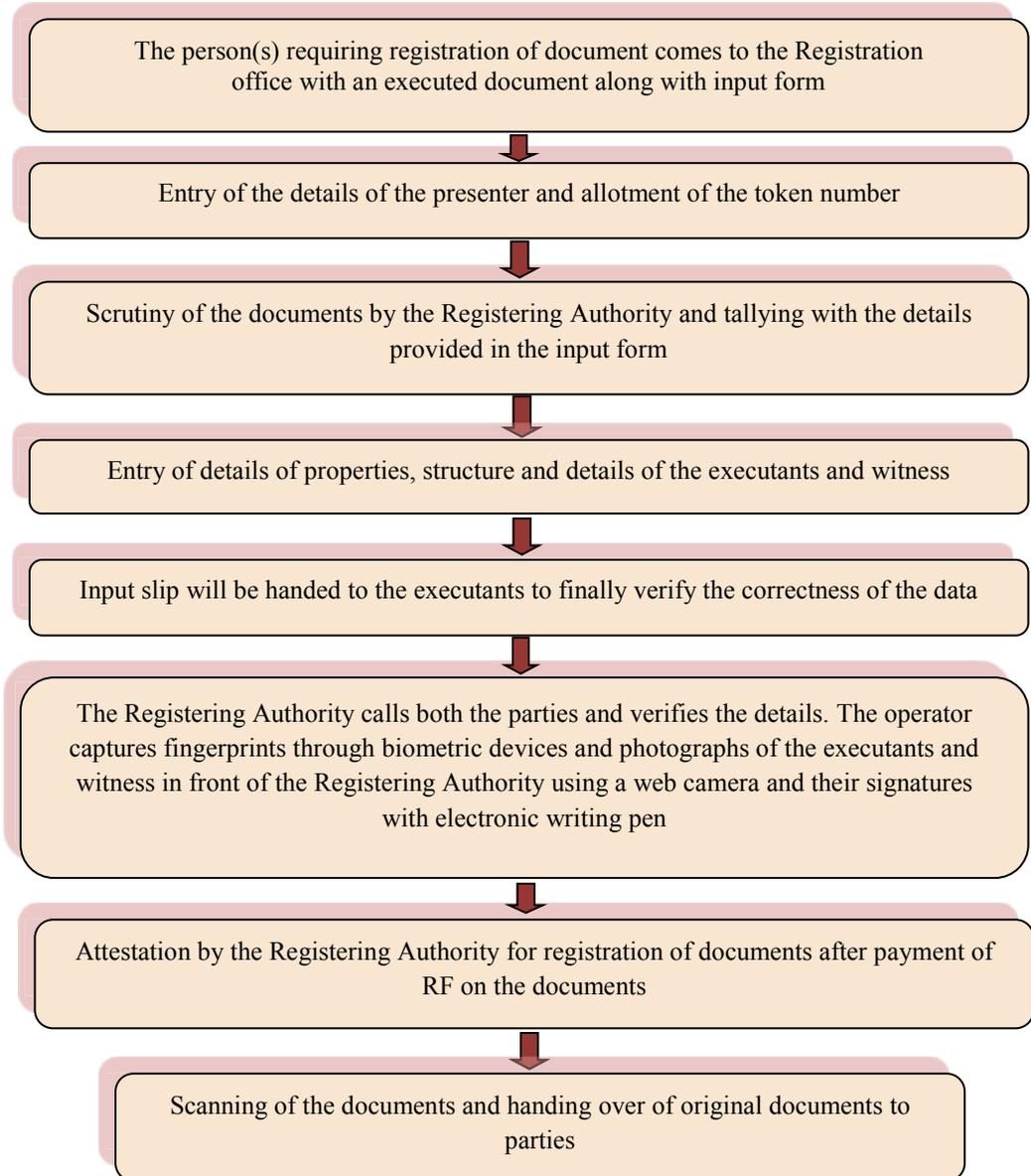
<sup>28</sup> This date is the date from which the Service Provider has charged the Service Charges as per the agreement of contract.

<sup>29</sup> Bilaspur, Durg, Janjgir, Raipur, Raigarh and Rajnandgaon

**6.5.4.13 Process flow of e-Panjiyan**

The process flow for registration under *e-Panjiyan* is shown below:

**Chart 6.3: Process flow of *e-Panjiyan* system**



**6.5.4.14 Project Management**

**The Department has not issued ‘Go live’ certificate to the Service Provider (SP). Further, the Service Level Agreement (SLA) for ensuring achievement of the minimum service level standards as mentioned in the RFP has not also been executed**

**(a) ‘Go-live’ certificate yet to be issued to the SP**

Clause 2.1.1 (p) of RFP states ‘go-live’ as the date of issuance of certificate by the competent authority to that effect after trouble free running of the deployed solution for at least 60 calendar days after deployment of solution at all the locations. As per RFP, the project period means a period of five years from the date of ‘go-live’. The ‘go-live’ certificate has not been furnished to the SP as of August, 2020.

During the Exit Conference, the Secretary stated (August 2020) that the ‘go-live’ certificate was not issued to the SP due to non-presentation of Functional Requirement Specification (FRS)/System Requirement Specification (SRS), late provision of mail alert facility, online submission of application form through web portal, payment procedure not commenced within the designated time, and non-availability of User Acceptance Testing (UAT) interface etc.

**(b) Non-execution of the Service Level Agreement**

Service Level Agreement (SLA) is an agreement between the SP and the Service seeker (the Department) that defines the service levels, the terms and conditions for enforcing the service levels and the remedies in case the service levels are not fulfilled. In the RFP, Service Levels<sup>30</sup> for System Uptime and Quarterly SLA Attainment Report had been provided. However, no SLA between the Department and SP to specify the desired services has been executed as of August, 2020.

Further, Audit noticed that while raising the bill for payment of services rendered by the SP, only the average time taken for registration was considered for imposition of penalty. For other aspects such as system halt, uploading of scanned documents on to the server, system uptime, etc. there was no Service Level Measurement mechanism in the Department.

<sup>30</sup> Service levels for three Service Category have been mentioned in the RFP. These area as follows:

S. No.	Service Category
1	In case the average document registration process is not completed within the stipulated time period of 30 minutes
2	In case the system is down for one day or above excluding media faults and the Registration process is halted
3	In case the network is down or due to other circumstances the SP is unable to upload the Registration data and scanned copy of the documents in Server

Thus, a proper mechanism to monitor the standard of service rendered by the SP was absent and the Department had to rely on the bill raised by the SP without having any effective checks.

During the Exit Conference, the Secretary accepted (August 2020) the fact and stated that SLA was being prepared by the Department and would be executed soon.

***(c) Non-Submission of System Design Document***

The System Design Document (SDD) describes the system requirement, operating environment, System and Sub-system architecture, files and database design, input formats, output layouts, human machine interfaces, detail design, processing logic and external interfaces.

During scrutiny of files of IGR, Audit noticed that the detailed SDD were neither prepared by the SP nor demanded by the Department. In the absence of SDD, there is a risk that the Department is unaware of hardware and software architecture, detailed design of the system and subsystem inputs and outputs relative to user/operator, the information of hardware components, code and integration of the software modules and interconnecting the hardware and software segments into a functional product etc. and in situation of contract closure or lapse contract period, managing the system would be difficult.

During Exit conference, the Secretary accepted (August 2020) the observation and stated that instruction has been issued to the Service Provider to submit SDD at the earliest.

**Recommendation:**

**The Department should urgently ensure issue of the ‘Go-live’ certificate, execution of the Service Level Agreement, and submission of the System Design Document in compliance with the terms and conditions of RFP.**

**6.5.4.15 Accessibility and Security aspects not addressed**

**No Security Audit of the system was conducted after the expiry of validity of the first security audit in 2017. Further, no provision for Biometric based authentication and verification of the parties/witnesses was provided in the System as per provision of RFP**

***(a) Security Audit not conducted***

Guidelines for Indian Government Websites (GIGW) stipulate that each website/application should undergo a security audit from empaneled agencies, and clear the same prior to hosting, and also after addition of new modules. Further, according to Clause 4.1 Scope of Work in the RFP, Volume-I, periodic security audit of vendor supplied software would be conducted by a technical team formed by IGR, and necessary upgradation of hardware will be done as per its recommendations.

On scrutiny of the departmental files, Audit noticed that the Security Audit of the *e-Panjiyan* web portal was conducted by a CERT-In (Indian Computer Emergency

Response Team) empaneled Security auditor in December 2017. This certificate was valid for one year from the date of audit or the date on which dynamic content had been changed whichever was earlier. However, no Security Audit was conducted after the expiry of the validity period of the Security Audit Certificate. Also, no technical team was formed by the Department to conduct the Security Audit.

During the Exit Conference, the Secretary stated (August 2020) that instructions had been given to SP to undertake Security Audit of the application from the empaneled CERT-In auditors at the earliest.

**Recommendation:**

**The Department should urgently ensure security audit of the system through a CERT-In empaneled auditor, consequent to the already expired security audit certificate.**

**(b) *Not ensuring biometric based authentication and registration***

Para 6.3.11 of RFP, Volume-I provides that IGR officials shall have to use the biometric device to enter their thumb impression, which shall be verified by the system. Only after verification, shall the officials be granted access to the application. The RFP also provides for Aadhaar number based services for the registration process.

On analysis of the system, Audit noticed that though unique ID and password were provided to access the application, no biometric interface was provided in the System for biometric authentication of the user. Further, the biometric data (thumb impression) of the parties and witnesses for the document under registration were taken and embossed on the document; however, this biometric data was stored in JPEG format and no provision has been made in the System for verifying their identity with the UIDAI database.

During the Exit Conference, the Secretary stated (August 2020) that as per provision of the RFP, biometric authentication would be adopted in the *e-Panjiyan* system, and that SP had been instructed to make such arrangement in the System at the earliest.

**Recommendation:**

**The Department needs to provide biometric based authentication of the system for departmental users, and initiate the process of Aadhaar based authentication of the parties for registration of deeds.**

#### 6.5.4.16 User Acceptance Testing (UAT)

**User Acceptance Testing (UAT) of the system was conducted unilaterally by the SP without the involvement of the Department. Effective involvement in the UAT would likely have addressed the deficiencies in mapping of business logic, as pointed out by Audit**

User Acceptance Testing (UAT) is performed by the end user or the client to verify that the application software, and changes thereto, meet the user requirements, before the software application is moved to the production environment.

Audit noticed that the changes proposed by the Department in the system were first tested on the UAT server and after satisfactory results the same was deployed in the Production Server by the SP. The result of successful testing was communicated to the Department.

However, when Audit requested (July 2020) the Department to provide the details of test cases for performance of UAT, the Government replied (August 2020) that in absence of a Technical expert, such tests were done unilaterally by the SP. Effective involvement of the Department in the UAT would likely have addressed the deficiencies in mapping of business logic, as pointed out by Audit in the succeeding paragraphs.

Following are the deficiencies observed in mapping of requirements that could have been detected and corrected proactively, had there been active involvement of Department in the process of User Acceptance Testing:

**(a) Deficiencies in mapping of requirements**

The Commercial Tax (Registration) Department, Government of Chhattisgarh through its notification dated 24.07.2019 revised the rate of RF on Sale, Exchange and Gift to persons other than family members at the rate of four/two<sup>31</sup> per cent of the market value of the properties determined as per the Guidelines rate. In other deeds chargeable under Article I<sup>32</sup> of the 'Table of RF', except those mentioned above, RF is leviable at the rate of 0.8 per cent of the consideration value and market value whichever is higher. Further, the slab<sup>33</sup> wise rate of RF enumerated in Article I of the 'Table of RF' was superseded by the notification.

<sup>31</sup> For the constructed property valuing upto ₹ 75.00 lakh

<sup>32</sup> Under this Article Rate of RF for the deeds in which property is transacted such as Conveyance, Partition, Exchange, Gift and Release deed is mentioned

<sup>33</sup> This rate of RF is of the prior to the notification issued. The comparative rate are enumerated below:

Slabs	Pre-notification	Post notification
Upto ₹ 50,000	₹ 545	0.8 per cent
Above ₹ 50,000	₹ 4 for every ₹ 500 or part of ₹ 500 in excess of ₹ 50,000	0.8 per cent
<b>Total</b>	<b>0.8 per cent + ₹ 145</b>	<b>0.8 per cent</b>

Audit noticed in 795 deeds pertaining to other than Conveyance (Sale), Exchange and Gift (other than family deeds) registered during the period between 25 July 2019 and 30 September 2019 that the System calculated RF of the sum of 0.8 *per cent* of the market value of the properties, and ₹ 145 for each deed, resulting in additional levy of ₹ 145 for each deed. Although the IGR had intimated the SP regarding the changes in rate of RF as per the notification, such changes in respect of ‘other deeds’ were not carried out in the application.

During the Exit Conference, the Secretary accepted the observation and stated (August 2020) that instructions had been given to the SP to correct them as pointed out by Audit.

***(b) Incorrect processing of RF***

- As per Sl. No.2 of Article I of Table of RF, in the case of an instrument of partition the market value of the separated share or shares on the basis of which SD has been paid may be taken as the market value for the purposes of determining the RF.

Audit noticed that for six documents the partition deed executed between June 2017 and June 2018, RF were computed as NIL. However, in the master file provision of levy of RF for ‘undisputable properties’ and ‘with court orders’ under the category of Partition deed was indicated as ₹ 150 per deed.

- As per Article II of Table of RF, the registration fee on leases is three fourths of the value of the SD payable on the lease subject to a minimum of ₹ 50.

Audit noticed that out of 17,165 cases of lease registered in the State between May 2017 and September 2019, the system processed RF between NIL and ₹ 49 in 351 cases.

During the Exit Conference, the Secretary accepted the observation and stated (August 2020) that chargeable RF was erroneously calculated by the system and that, instructions had been given to the SRs to correct the RF, seeking appropriate permission to edit the same in the software.

**6.5.4.17 Inadequacy in the data input form and input window**

**A Single input form for capturing essential data of the deeds was not sufficient. Further, there was no provision for capturing the ‘date of execution’ in the application. As such, the Registering Authority had to manually check the deeds for ensuring the true market value of the properties and the presentation of the deeds within the stipulated period from the date of execution of the deeds**

Determination of the true market value of the properties is the basic requirement for levy of correct SD and RF, along with correct capture of other data. In order to do so, an input form has been devised by the Department so that the operator will not have to go through the details mentioned in the deeds. These details, as indicated in the input form, are entered in the input window provided in the

Operator interface. Further, if incorrect details are entered in the Operator interface, the same can be rectified by the Sub-Registrar with ‘Permission to Edit’ option. Audit noticed certain irregularities/deficiencies in the input form and input window, as described below:

***Single input form and window across all the deeds***

Scrutiny of the input form devised by the SP revealed that although the details of properties and parties/executants were captured in the input forms, the same input form was used for all categories of deeds. Since the factors for determining the correct SD and RF are different for each category of deed, the input form should have been devised covering the needs of every kind of deed, and capturing the essential facts in determining the true value. Thus, the input form devised by the SP is not complete for all categories of deeds.

Further, Audit noticed that due to absence of some of the essential facts in the data input window, the market value of the properties was not determined correctly and the Registering Authorities had to rely on manual calculation of the market value of the properties. Some of the deeds for which the market value of the properties was not customised as per the provision of Stamp Act are illustrated below:

**Table 6.4: Description of the facility provided in the data input module and their shortcomings of different category of deeds**

S.No.	Category of deeds	Chargeability	Facility in the input module
1.	All except Will	The deed is to be presented within four months of the date of execution. Further, there is a provision for levy of penalty for delayed presentation/attendance from the date of execution	There is no provision for capture of date of execution in the input window. In absence of it, the Registering Authority had to manually check that the deeds have been presented within the due time and had to manually compute the penalty, if any, to be levied.
2.	Exchange	SD is levied on the higher Market Value of the properties. The benefit for availing the SD on the difference of the market value of the exchanged properties are also available subjected to fulfilling certain <sup>34</sup> conditions.	In both cases, market value of the property having higher value of the exchanged properties is exhibited. Thus, in case of the executants fulfilling the criteria for availing of SD on the difference of market value of exchanged properties, the Registering Authority had to manually calculate the difference in market value of exchanged properties.
3.	Partition	SD is leviable on the number of shareholders <sup>35</sup> involved in	Market value of the entire property involved in the partition is exhibited

<sup>34</sup> When the exchanged properties is in same area, exchanged properties are of same nature i.e. land to land and building to building, not of *Nazul* and the parties involved are not commercial entities

<sup>35</sup> ₹ 2,000 per share for non-agricultural land and ₹ 100 per share for agricultural land

		the partition deed, whereas, RF is to be computed on the market value of the properties that has been partitioned out from the original property.	rather than the property which have been partitioned from the original property. Thus, Registering Authority had to identify the actual property partitioned out from the total property and compute market value of the properties for levy of RF
4.	Release	SD and RF is to be levied on that much portion of the property in which rights are to be actually relinquished.	Market Value of the entire property involved in the Release deed is exhibited. Thus, the Registering Authority had to manually compute the market value of the property relinquished from the original property.
5.	Lease	SD is levied on the Premium amount and the rent reserved in the Lease Deed. Further, Average Annual rent reserved is to be computed on the basis of rent reserved and the periodicity of the rent enhancement during the lease period	There is no mention of premium and the rent enhancement in the data input window. The Registering Authority had to manually compute the average annual rent.
6.	Agreement	The subsequent deed is to be registered within the time period mentioned in the agreement, failing which, the subsequent deed is to be registered fresh.	There is no mention of such time period in the input window.

Owing to limitations in the input form and input module, the Registering Authority had to manually compute the market value of the properties for levy of SD and RF on the aforementioned categories of deeds.

During the Exit Conference, the Secretary stated (August 2020) that the single user form was complete in all respects and captured all the details which affect the market value of the properties, and that, there was no need for separate input forms for each category of deeds. With respect to non provision for capturing the date of execution in input window, Government accepted (August 2020) that provision for capturing the date of execution should be mandatory in the input window. Further, with respect to other deeds, it was stated that the SP had been instructed to include 'detail of structure' and rectify the issue so that the form would be complete in all respects.

Reply of the Government regarding sufficiency of single input form in capturing all the essential details is to be viewed in the context of the current input form not capturing all the relevant details, as a result of which, in several cases, the Registering Authority has to rely on manual calculation for determining the market value/average annual rent etc.

**Recommendation:**

The Department needs to ensure capture of all essential data elements for different categories of deeds, either through creation of separate input forms for each category of deed or through expansion of the existing input form to cover essential data elements in respect of all categories of deeds including the date of execution of deed and other minimum additional data elements indicated by Audit.

**6.5.4.18 Inadequate Validation checks**

Checks in the System for verifying the genuineness of e-Stamp issued by SHCIL have been made, but the check to prevent further registration on e-Stamp which had been presented earlier in other deeds was not provided. In the absence of this check, there was a duplicate entry of same e-Stamp Unique Identification Number (UIN) in other deeds. Further, mandatory entry of PAN in those cases, which are to be required as per provision of IT Act, 1961 has also not been provided in the System

**(a) Validation check to provide use of e-Stamp in previous registration**

Para 6.3.9 of the RFP provides that after completing registration, system shall deactivate the e-Stamp UIN used if any, for the particular registration. A 'web services' link to the SHCIL server has been provided in the *e-Panjiyan* module to enable the user to verify the genuineness of the certificate attached with the documents. In order to prevent the misuse of e-Stamp Certificate, it is to be mandatorily locked by the user on the SHCIL server after the document is registered.

- Audit noticed that in 12 deeds duplicate e-Stamp Certificates had been recorded by the System. Out of these 12 deeds, in two<sup>36</sup> cases the same e-Stamp Certificates were used in two different deeds, and in the remaining 10 cases the operator inadvertently recorded a different e-Stamp from what was presented. Further verification with SHCIL website revealed that in 12 cases, the System accepted the same e-Stamp, and in three<sup>37</sup> cases the status of the e-Stamps remains unlocked. Thus although the interface with SHCIL had been provided to enable the user to check the genuineness of e-Stamp issued, there was no validation check to prevent entry of the same e-Stamp in two different deeds.
- In a<sup>38</sup> lease deed Audit noticed that e-Stamp of ₹ 100 of Jharkhand State was attached, and the concerned SR registered the deed. Further, the e-Stamp remains unlocked till date (October 2020) in contravention to Rule 3, Chhattisgarh Stamp Rules, 1942 which stipulates that all duties with which any instrument is chargeable shall always be deemed to have been issued by the Government of Chhattisgarh. The use of the same e-Stamp in two deeds and not adhering strictly

<sup>36</sup> IN-CG05924900572447P (CG5124917112017005 and CG5124918102017010) and IN-CG07922546650177Q (CG6217502072018006 and CG6217502072018003)

<sup>37</sup> IN-CG07512106558348Q; IN-CG07922546650177Q and IN-CG08016827698541Q

<sup>38</sup> CG6304509012018026

to the provision<sup>39</sup> of locking the e-Stamp after registration shows that desired checks and validations had not been put in place to prevent the risk of misuse of e-Stamps.

During the Exit Conference, the Secretary stated (August 2020) that the matter of duplicate Stamp would be examined and intimated to Audit. In case of use of e-Stamp issued by other State in the Chhattisgarh, necessary action would be taken.

**Recommendation:**

**The Department should make a suitable provision in the System to restrict the acceptance of an e-Stamp UIN which had already been presented previously in respect of another deed.**

**(b) Validation check for mandatory entry of Permanent Account Number (PAN) not provided**

Audit noticed that 20,199 deeds of Conveyance (Sale), Exchange, Gift and Sale Certificates in which market value of the immovable properties were ₹ 30 lakh or above, were registered between May 2017 and September 2019. Out of these, in respect of 10,439 deeds, involving transaction value of ₹ 6,283.84 crore, PAN details of 27,282 executants were not provided. As per the provisions of the Income Tax Act, 1961 a Statement of Financial Transactions (SFT)<sup>40</sup> has to be furnished to the Income Tax Department, quoting the PAN of the executants. This clearly indicates that the requisite validation rules for the mandatory<sup>41</sup> entry of PAN of the executants before registering the documents have not been provided in the System, leaving the scope for generation of incomplete SFT report.

During the Exit Conference, the Secretary accepted the observation and stated (August 2020) that instruction had been given to SP to make the PAN field mandatory.

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<sup>39</sup> As per Rule 32 of Chhattisgarh Stamp (Collection of SD by means of e-Stamp Certificate) 2016 Rules the registering officer after verifying the details shall further proceed to register the instrument and by the use of his computer system shall compulsorily disable/lock the distinguishing unique identification number of the e-stamp certificate to prevent repeated use of such e-stamp certificate.

<sup>40</sup> SFT is the statement of sale/purchase of non-agricultural properties amounting to ₹ 30 lakh or more or valued by the stamp valuation authority at ₹ 30 lakh or more by the Registering Authority every year as required under Section 285 BA of Income Tax Act, 1961

<sup>41</sup> Rule 114 B of Income Tax Rules, 1962 provides for mandatory quoting of PAN in sale and purchase of immovable property exceeding amount of ₹ 10.00 lakh or valued by stamp valuation authority referred to in section 50C at an amount exceeding ₹ 10.00 lakh

**6.5.4.19 Incorrect segregation of applicable SD on leases**

**The amount of SD was being shown incorrectly under Additional SD, instead of as segregated amounts of SD, *Shulk* and Cess**

The Certificate of Registration<sup>42</sup> separately shows the amount of SD, *Nagar Nigam/Nagar Palika Parishad/Nagar Panchayat Shulk*, Cess, Additional SD, RF, Service Charges and *Digar Tehsil shulk* endorsed by the Registering Authority. The amount of SD, *Shulk*, Cess and Additional SD is realised in the form of Stamps. The amount of *Shulk* and Cess is to be transferred to local authorities for augmentation of their resources as prescribed under various provisions/rules.

Audit analysis of transaction data revealed that out of 17,165 cases of leases registered in the State between May 2017 and September 2019, the entire SD realised was shown under Additional SD/Others instead of SD. Further, this also included 100 leases whose lease period was for 30 years and above, in which, cess was leviable and the amount of cess was also shown in Additional SD. Thus, the entire amount of SD was improperly shown as Additional SD/Others and the report of the amount of cess which is to be transferred to the local bodies will also not give true information.

During the Exit Conference, the Secretary accepted the observation and stated (August 2020) that it was a system error and the *e-Panjiyan* software was not calculating the chargeable cess on 30 years and above leases. He stated further that the SP had been instructed for essential modification in the system software.

**6.5.4.20 Deliverables not met/incomplete by the Service Provider**

**Arrangements were not made in the system to generate report of the average Guidelines data to facilitate preparation of market value guidelines. Further, the facility for determining the market value of the property in the Web portal was inadequate**

(a) *Module for fetching market rate for preparation of Guidelines rate not provided*

Para 6.3.10 of the RFP provides for having an option for generation of average guidelines data upon which the new guidelines data can be structured. Such exercise of preparation of market value guidelines is to be done as per Rule 4 of Chhattisgarh preparation and revision of Market Value Guidelines Rules, 2000.

Audit noticed that no module had been developed for transmitting the data for analysis of sale and purchase of properties of previous years so that the market value guidelines could be prepared. In the absence of such a module, the Registration authorities had to rely on manual calculation instead of system generated valuation.

<sup>42</sup> The final output print endorsed in the deed

During the Exit Conference, the Secretary accepted the observation and stated (August 2020) that instructions have been given to SP to make such arrangement for transmitting the data to DVC, so that the process of preparation of market value guidelines would be automated.

**(b) *Inadequacy in Web portal***

An online facility has been provided in the *e-Panjiyan* portal to facilitate valuation of the properties and calculation of the amount of SD and RF to be paid based on the basic information of the properties fed by the user, before approaching the Registration office for registering the deeds. The basic aim is to help the executants with the submission of the documents along with the correct SD.

Audit scrutinised the web portal and noticed that it has three facilities under the name of ‘market value calculation simple’, ‘market value calculation with structure’ and ‘SD/RF calculator’. It was observed that under the market value calculation with structure, facilities for entering floor wise details have not been provided i.e. the area of Ground floor, First, Second and so on. Absence of provision for entering key data floor-wise does not fulfil the purpose for which this facility has been provided and the market value derived will be incorrect. Further, chargeability of stamp (SD, *Shulk* and Cess) would be determined on the basis of the constructed area and the gender option would be selected from the drop down category. However, it was noticed that the ‘gender’ and the ‘structure above/below 50 per cent’ were clubbed together in the same category. Due to this the female executant will have the option to select ‘female’ from the list, but not the ‘structure below/above 50 per cent’. Thus, the stamp to be levied will not correspond to the area of structure (i.e. Cess amount will not be considered).

During the Exit Conference, the Secretary accepted the observation and stated (August 2020) that a letter had been written to the SP for requisite correction regarding online calculator for determining the market value.

**6.5.5 Conclusion**

Performance audit brought out several issues related to system and compliance deficiencies, internal control mechanism and functioning of the Department in an IT environment. There were inadequacies in preparation of market value guidelines and internal control mechanism was not robust, as the inspections of subordinate and public offices have fallen short *vis-à-vis* the prescribed number of inspections as per the Manual. Consequently, effective check on correct levy of SD and RF could not be ensured.

Although *e-Panjiyan*, with scheduled completion date of 5 October 2016, was implemented in four phases from September 2017 to June 2019, it continues to be riddled with bottlenecks in auto valuation of lease, partition, release and exchange deeds, which are still being manually calculated. Checks for restricting the entry of *e*-Stamps which had already been presented for registration for an earlier deed, has not been implemented. Certain controls for entry of input data were deficient.

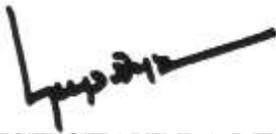
The Service Provider has not submitted system design documents, and accessibility and security aspects of the system have not been addressed. User acceptance testing of the system was conducted unilaterally by the Service Provider. 'Go-live' certificate for the e-Panjiyan IT application has not been issued as yet. There was no effective mechanism for measuring and ensuring achievement of the specified service level standards, due to the absence of a service level agreement with the Service Provider.

**Raipur**  
**The 26 February 2021**

  
**(DINESH RAYBHANJI PATIL)**  
**Principal Accountant General (Audit)**  
**Chhattisgarh**

**Countersigned**

**New Delhi**  
**The 11 March 2021**

  
**(GIRISH CHANDRA MURMU)**  
**Comptroller and Auditor General of India**

# **APPENDICES**

**Appendix 2.1**  
**(Referred to in paragraph 2.4)**

(₹ in lakh)

Sl. No.	Name of the unit	Name of Assesse/TIN	Year of case (Month and year of assessment)	Name of the items	Rate of tax leviable/levied	Turn-over	Tax short levied	Penalty leviable	Nature of Audit observation
1	CTO-3, Raipur	M/s Southern Batteries Private Limited, Raipur (22961308760)	2013-14 (Feb 2018)	Battery	14/0	292.94	41.01	82.02	A dealer engaged in trading of batteries had sold solar batteries for ₹ 292.94 lakh during the period 2013-14 on which the Assessing Authority (AA) did not levy tax treating it as tax-free goods. However, as per clarification of Commissioner, Commercial Tax (February 2014) in case of M/s Panacea Distributors, batteries run by solar power system are tubular lead acid cell batteries and are included in "all other goods not covered by schedule I and schedule II" on which tax at the rate of 14 per cent is leviable. This resulted in non realisation of tax of ₹ 41.01 lakh. Besides penalty of ₹ 82.02 lakh was also leviable. On this being pointed out (January 2020), the Government replied (July 2020) that demand of ₹ 41.04 lakh has been raised. Further progress of recovery is awaited (November 2020).
2	CTO-6, Raipur	M/s Southern Batteries Private Limited, Raipur (22051601764)	2011-12 (May 2016)	Battery	14/5	98.90	8.90	17.80	A dealer engaged in trading of lead, batteries etc. sold solar batteries for ₹ 98.90 lakh during the period 2011-12. The AA levied tax at the rate of five per cent on the turnover. However, as per clarification of Commissioner, Commercial Tax (February 2014) in case of M/s Panacea Distributors, batteries run by solar power system are tubular lead acid cell batteries and are included in "all other goods not covered by schedule I and schedule II" on which tax at the rate of 14 per cent is leviable. This resulted in short realisation of tax

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									of ₹ 8.90 lakh. Besides penalty of ₹ 17.80 lakh was also leviable. On this being pointed out (January 2020), the Government replied (July 2020) that the case has been re-opened under section 22 (1).
3	CTO-6, Raipur	M/s Shri Balaji Enterprises, Raipur (22381601146)	2013-14 (Self- assessment)	Aluminium Composite Panel (ACP) Sheet	14/5	195.62	17.61	35.22	A dealer engaged in business of Aluminium Composite Panel Sheets (ACPs) sold ACPs for ₹ 195.62 lakh during the period 2013-14 and paid tax at the rate of five <i>per cent</i> . However, as per the clarification of Commissioner, Commercial Tax Department, Karnataka ACP is taxable at the rate of 14 <i>per cent</i> . Hence, tax at the rate of 14 <i>per cent</i> is leviable. This resulted in short realisation of tax of ₹ 17.61 lakh. Besides, penalty of ₹ 35.22 lakh was also leviable. On this being pointed out (January 2020), the Government replied (July 2020) that the case was re-opened under section 22 (1) and as per the Assessment order (February 2020), the AA levied tax at the rate of five <i>per cent</i> . The reply is not acceptable because it is not a product of aluminium, alloys or extrusion but a different product. ACP made of Aluminium composite material, are flat panels consisting of two thin coil coated aluminium sheets bonded to a non-aluminium core and are used for external cladding or facades of buildings, insulation and signage. Hence, tax at the rate of 14 <i>per cent</i> is leviable.
4	CTO-6, Raipur	M/s Vaibhav Traders. (22671601811)	2010-11 (December 2015)	Cement sheets	14/5	4.66	0.42	0.84	A dealer engaged in trading of cement and cement sheet had sold cement sheet of ₹ 4.66 lakh during the period 2010-11 on which the AA levied tax at the rate of five <i>per cent</i> . However, 'cement sheet' comes under residual entry and is taxable at the rate of 14 <i>per cent</i> . This resulted in short levy of tax amounting to ₹ 0.42 lakh. Besides penalty of ₹ 0.84 lakh was also leviable. On this being pointed out (December 2019), the Government replied (May 2020) that notice has been issued to the dealer for re-assessment under Section 22(1).

5.	CTO-7, Raipur	M/s Maa Vaishno Devi Cards, Raipur (22361703686)	2013-14 (Mar 2018)	Poly films	14/5	400.37	36.03	72.06	A dealer engaged in trading of wedding invitation cards, stationery laminated cards, visiting cards and films, purchased poly films valued ₹ 400.37 lakh from M/s Jindal Poly Films Ltd and sold the same within State. The AA levied five <i>per cent</i> tax on the same. However, as per schedule of CG VAT Act 'poly films' is taxable at the rate of 14 <i>per cent</i> . This resulted in short realisation of tax of ₹ 36.03 lakh. Besides, penalty of ₹ 72.06 lakh was also leviable. On this being pointed out (January 2020), the Government replied (July 2020) that, demand of ₹ 106.52 lakh has been raised. Further progress of recovery is awaited (November 2020).
6.	CTO-7, Raipur	M/s Shubham Associates, Raipur (22331701423)	2012-13 (October 2016)	Raw materials of chocolates	14/5	136.86	12.32	24.64	A dealer engaged in trading of raw material of bakery, sold raw material for chocolates for ₹ 136.11 lakh during the period 2012-13. The AA levied tax at the rate of five <i>per cent</i> on the same while assessing the case. However, as per Schedule of CG VAT Act raw materials for chocolates is taxable at the rate of 14 <i>per cent</i> . This resulted in short realisation of tax of ₹ 12.32 lakh. Besides, penalty of ₹ 24.64 lakh was also leviable. On this being pointed out (January 2020), the Government replied (July 2020) that demand of ₹ 24.58 lakh has been raised. Further progress of recovery is awaited (November 2020).
7.	CTO-7, Raipur	M/s Pralshar Bio Products Pvt. Ltd. (22591700310)	2011-12, 2012-13 (May 2016) (Regular assessment) (May 2015) (Self- Assessment)	Bio- fertiliser	5/0	671.93	33.60	67.20	A dealer engaged in trading of bio-fertilizer products had sold organic bio-fertiliser of ₹ 671.93 lakh during the period 2011-12 and 2012-13 on which the dealer was allowed/took deduction of tax-free goods treating as organic manure. However, 'bio-fertiliser' is taxable at the rate of five <i>per cent</i> , which resulted in non levy/realisation of tax amounting to ₹ 33.60 lakh. Besides, penalty of ₹ 67.20 lakh was also leviable. On this being pointed out (December 2019), the Government replied (May 2020) that the cases had been re-

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									assessed under Section 22(1) and demand of ₹ 109.86 lakh has been raised. Further progress of recovery is awaited (November 2020).
8.	CTO-9, Raipur	M/s RYB Power Engineering (22411901684)	2013-14 (June 2018)	Electrical panel boards	14/5	47.08	4.24	8.48	A dealer engaged in trading of electronic goods sold electrical panel for ₹ 47.08 lakh in the year 2013-14 on which AA levied tax at the rate of five <i>per cent</i> . The Chhattisgarh Government vide Notification No. 32 dated 31 March 2016 stipulated the rate of tax for electrical panel as five <i>per cent</i> with effect from 01 April 2016, which is indicative of the fact that above goods attracted tax rate of 14 <i>per cent</i> prior to this date. However, the AA while assessing the case did not apply correct rate of tax which resulted in short levy of tax of ₹ 4.24 lakh. Besides penalty of ₹ 8.48 lakh was also leviable. On this being pointed out (December 2019), the Government replied (May 2020) that demand for ₹ 6.37 lakh has been issued. Further progress of recovery is awaited (November 2020).
<b>Total</b>						<b>1,848.36</b>	<b>154.13</b>	<b>308.26</b>	

**Appendix-2.2**  
**(Referred to in paragraph 2.5)**

(₹ in lakh)

Sl. No.	Name of Unit	Name of the dealer/TIN	Year of case/ Month & year of Assessment	Items	Interstate transactions without "C" form	Rate of tax leviable/levied	Tax leviable	Nature of observations
1	CTO-3, Raipur	M/s SU-KAM Power Systems Ltd., Raipur (22911305538)	2014-15/Self-assessment	Inverter battery and cell	368.76	14/0	51.63	The dealer sold goods (interstate) for ₹ 3,68,75,500/- and claimed tax free deduction. However, the dealer deals with the business of inverter battery and cell which are taxable at the rate of 14 per cent. Further, the dealer did not furnish any Form 'C' in support of the transaction. Hence, tax at the rate of 14 per cent is leviable. On this being pointed out (January 2020), the Government replied (July 2020) that demand for ₹ 51.63 lakh has been issued. Further progress of recovery is awaited (November 2020).
2	CTO-9, Raipur	M/s Ganesh Food Industries, Raipur (22931903241)	2013-14 (Self-Assessment)	Cotton seed	46.96	5/0	2.30	"C" forms not attached in support of transactions. On this being pointed out (December 2019), the Government replied (May 2020) that demand for ₹ 1.34 lakh has been issued after adjusting the amount already deposited by the dealer. Further progress of recovery is awaited (November

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								2020).
3	ACCT, Raigarh	M/s Suraj Rolling Mills Pvt. Ltd., Raigarh (22344903048)	2012-13 (Self-Assessment)	Iron & Steel	74.64	5/2	2.24	“C” forms not attached in support of transactions. On this being pointed out (December 2019), the Government replied (May 2020) that demand for ₹ 2.24 lakh has been issued. Further progress of recovery is awaited (November 2020).
4	ACCT, Raigarh	M/s Sadguru Ispat Pvt. Ltd., Raigarh (22985100867)	2012-13 (Self-Assessment)	Iron & Steel	93.39	5/0	4.67	“C” forms not attached in support of transactions. On this being pointed out (December 2019), the Government replied (May 2020) that the dealer had deposited an amount of ₹ 1.87 lakh out of ₹ 4.67 lakh. Further, demand notice had been issued for ₹ 2.80 lakh. Further progress of recovery is awaited (November 2020).
5	CTO-2, Korba	M/s Engineering Equipment, Korba (22065200798)	2013-14 (Self-assessment)	Machine & machinery parts	21.64	5/2	0.65	“C” forms not attached in support of transactions. On this being pointed out (December 2019), the Government replied (May 2020) that notice had been issued to the dealer for re-assessment of the case under Section 22(1).
<b>Total</b>					<b>605.39</b>		<b>61.49</b>	

## Appendix-2.3

(Referred to in paragraph 2.5)

(₹ in lakh)

Sl. No.	Name of Unit	Name of the dealer/TIN	Year of case/ Month & year of Assessment	Items	Interstate transactions without "F" form	Rate of tax leviable/levied	Tax leviable	Nature of observations
1	CTO, Circle-3, Raipur	M/s Khaitan Electricals, Raipur (22591506989)	2014-15 (Self-Assessment)	Electrical goods	73.31	14/0	10.26	Stock transfer not supported with "F" forms. On this being pointed out (January 2020), the Government replied (July 2020) that demand of ₹ 10.26 lakh has been raised. Further progress of recovery is awaited (November 2020).
2	CTO, Circle-3, Raipur	M/s Arise India Ltd., Raipur (22511309056)	2014-15 (Self-Assessment)	Electronic goods	64.41	14/0	9.02	Stock transfer not supported with "F" forms. On this being pointed out (January 2020), the Government replied (July 2020) that demand of ₹ 9.02 lakh has been raised. Further progress of recovery is awaited (November 2020).
<b>Total</b>					<b>137.72</b>		<b>19.28</b>	

**Appendix-2.4**

**(Referred to in paragraph 2.5)**

**(₹ in lakh)**

Sl. No.	Name of Unit	Name of the dealer/ TIN No.	Year of case/ Month & year of Assessment	Items	Interstate transactions without "E-1/C" Forms	Rate of tax leviable/levied	Tax leviable	Nature of observation
1	CTO-2, Korba	M/s Engineering Equipment, Korba (22065200798)	2013-14/Self-assessment	Machine and machinery parts	44.20	5/0	2.21	Both 'E-I & C' forms not attached in support of transit sale.
					98.61	5/0	4.93	'C' form not attached but 'E1' form attached in support of transit sale.
					31.02	2/0	0.62	'E1' form not attached but 'C' form attached in support of transit sale.
On this being pointed out (January 2020), the Government replied (July 2020) that demand of ₹ 38.95 lakh has been raised. The progress of recovery is awaited (November 2020).								
2	CTO-2, Korba	M/s Indu Project Ltd., Korba (22355201560)	2015-16/Self-assessment	Iron and Steel, Electronic, Hardware and Construction materials	14.29	5/0	0.71	'C' form not attached but 'E1' form attached in support of transit sale.
					519.51	2/0	10.39	'E1' form not attached but 'C' form attached in support of transit sale.
On this being pointed out (January 2020), the Government replied (July 2020) that demand for ₹ 27.76 lakh (including penalty ₹ 16.66 lakh) has been raised. The progress of recovery is awaited (November 2020).								
3	CTO-7, Raipur	M/s Shiva International, Raipur (2261703657)	2012-13/ (Jan 2017)	Readymade garment	27.73	2/0	0.55	'E-I' form not attached but C form attached in support of transit sale.
								On this being pointed out (January 2020), the Government replied (July 2020) that the action under section 22 (1) is in progress.
4	CTO-2, Raipur	M/s Shri Hanuman Re-rollers Pvt. Ltd. Raipur (22661206105)	2014-15/Self-assessment	Iron and Steel	18.79	5/0	0.94	'C' form not attached but 'E1' form attached in support of transit sale.

	On this being pointed out (January 2020), the Government replied (July 2020) that demand of ₹ 93,961 has been raised. The progress of recovery is awaited (November 2020).							
5	CTO-2, Raipur	M/s Prateek Steels, Raipur (22041202857)	2014- 15/Self- assessment	Iron and Steel	20.21	5/0	1.01	'E-I' form attached but 'C' form not attached in support of transit sale.
					6.43	2/0	0.13	'E-I' form not attached but C forms attached in support of transit sale.
	On this being pointed out (January 2020), the Government replied (July 2020) that demand of ₹ 1,13,900 has been raised. The progress of recovery is awaited (November 2020).							
6	CTO-5, Raipur	M/s Kanhaiya steel, Raipur (22831504723)	2014- 15/Self- assessment	Iron and Steel	48.03	2/0	0.96	'EI' form not submitted but 'C' form submitted.
					On this being pointed out (January 2020), the Government replied (July 2020) that the case was re-opened under section 22(1).			
7	CTO-5, Raipur	M/s Daga Enterprises, Raipur (22631501826)	2014- 15/Self- assessment	Iron and Steel	60.05	5/0	3.00	'E-I & C' form not attached in support of transit sale.
					On this being pointed out (January 2020), the Government replied (July 2020) that the case was re-opened under section 22(1).			
8	CTO-5, Raipur	M/s Mooneyes Marketers and Consultant, Raipur (22551507399)	2013-14/ Self- assessment	Iron and Steel	64.45	2/0	1.29	'EI' form not submitted but 'C' form submitted.
					On this being pointed out (January 2020), the Government replied (July 2020) that the case was re-opened under section 22(1).			
9	CTO-5, Raipur	M/s Proactive Technologies, Raipur (22631503572)	2014-15/ Self- assessment	Electrical Industrial Goods	84.12	5/0	4.21	'E-I & C' form not attached in support of transit sale.
					On this being pointed out (January 2020), the Government replied (July 2020) that the case was re-opened under section 22(1).			
10	CTO-8, Raipur	M/s Indiana Conveyers Private Limited, Raipur (2281183397)	2013- 14/Self- assessment	Fabricated structure	179.34	5/0	8.97	'E-I & C' form not attached in support of transit sale.
					On this being pointed out (January 2020), the Government replied (July 2020) that the case was re-opened under section 22(1).			
<b>Total</b>					<b>1,216.78</b>		<b>39.92</b>	

*Appendix-2.5*

*(Referred to in paragraph 2.5)*

*(₹ in lakh)*

Sl No.	Name of Unit	Name of the dealer/ TIN No.	Year of case	Items	Export sale without 'H' form	Rate of tax leviable/ levied	Tax leviable	Nature of observation
1	CTO-7, Raipur	M/s Uniworth Ltd., Raipur 22611700493	2012-13/Self- assessment	Yarn	655.80	5/0	32.79	'H' form not attached in support of Export sale. On this being pointed out (January 2020), the Government replied (July 2020) that demand of ₹ 1.39 crore has been raised. Further progress of recovery is awaited (November 2020).
<b>Total</b>					<b>655.80</b>		<b>32.79</b>	

## Appendix 3.1

(Referred to in paragraph 3.3)

(*₹ in lakh*)

Goods vehicles					
Name of Office	Period of tax outstanding	No. of vehicles	Tax to be levied	Penalty	Total
RTO, Bilaspur	November 2017 to March 2018	1	0.15	0.15	0.30
RTO, Raipur	June 2017 to December 2018	168	31.71	31.71	63.42
RTO, Durg	April 2016 to November 2018	250	53.20	53.20	106.40
DTO, Korba	January 2017 to August 2018	3	1.21	1.21	2.42
<b>Total</b>		<b>422</b>	<b>86.27</b>	<b>86.27</b>	<b>172.54</b>
Passenger vehicles					
RTO, Bilaspur	February 2017 to December 2017	4	2.00	2.00	4.00
DTO, Raigarh	February 2017 to July 2018	1	0.40	0.40	0.80
RTO, Durg	July 2013 to November 2018	27	35.62	35.62	71.24
<b>Total</b>		<b>32</b>	<b>38.02</b>	<b>38.02</b>	<b>76.04</b>
Other Vehicles					
DTO, Raigarh	April 2013 to July 2016	17	2.17	2.17	4.34
<b>Grand Total</b>		<b>471</b>	<b>126.46</b>	<b>126.46</b>	<b>252.92</b>

**Appendix-4.1**

**(Referred to in paragraph 4.3)**

**Details showing non-levy of interest on delayed payment of Electricity Duty**

**(Amount in ₹)**

S. No.	Name of Producer	Amount of electricity duty paid (₹)	Month for which electricity duty paid	Due Month for payment	Actual date of payment	Delay in months (upto the date of payment)	Interest leviable (in per cent)	Interest on delayed payment of ED (₹)
1.	Jindal Steel and Power Ltd., Raigarh	3,26,18,058	Dec-16	Jan-17	13.9.2017	8	20	43,49,074
		5,15,77,468	Jan-17	Feb-17	18.9.2017 & 19.9.2017	7	20	60,17,371
	<b>Total</b>	<b>8,41,95,526</b>						<b>1,03,66,445</b>
2.	ACB (India) Ltd (2 x 135 MW), Kasaipalli, Korba	1,72,58,642	Mar-17	Apr-17	10.11.2017	7	20	20,13,508
	<b>Total</b>	<b>1,72,58,642</b>						<b>20,13,508</b>
	<b>Grand Total</b>	<b>10,14,54,168</b>						<b>1,23,79,953</b>

**Appendix 5.1**  
**(Referred to in paragraph 5.3)**

(Amount in ₹)

Name of Division	Compartment No./ Working Circle	Total Area (hectare)	Area of ongoing treatment (hectare)	Year of expenditure/ treatment	Expenditure incurred / No. of plants in earlier works	Area remained for treatment	Area treated under GIM	Overlapping Area	Expenditure incurred on overlapping area (in ₹)
DFO, Balodabazar	170/ IWC	260	123.04	2015-18 ANR	₹ 13,50,683.00	0	100	100	37,32,832
			136.06	2016-18 ANR	₹ 12,49,763.00				
	177/ RWC	343.94	99.69	2015-18 (RDF Without plantation)	₹ 16,19,917.00	0	228.475	228.475	10,66,668
			98.46	2016-18 (RDF Without plantation)	₹ 14,44,019.00				
			81.64	2016-18 (RDF Without plantation)	₹ 10,86,804.00				
			62.67	2017-18 (RDF Without plantation)	₹ 37,535.00				
<b>Total</b>					<b>67,88,721.00</b>			<b>328.475</b>	<b>47,99,500</b>
DFO, Bilaspur	44/ RWC	198.701	50.00	2014 (Plantation)	55,000	115.076	198.701 (Without plantation)	83.625	20,77,911
			33.625	2013 (Plantation)	92,470				

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47/RWC	159.041	50.00	2015 (Medicinal plantation)	20,000	109.041	50 (Plantation)	23.557	5,58,411
						82.598 (Without Plantation)		
45/RDBF	203.962	70.00	2014 (Bamboo Plantation)	28,000	133.962	100 (Plantation)	36.038	8,59,201
						70 (Without Plantation)		
1636/RWC	43.114	30.00	2015 (RDF with Plantation)	75,000	13.114	43.114 (Without plantation)	30.000	6,56,666
32/RDBF	216.102	57.84	2014 (RDBF Without Plantation)	-	158.262	216.102 (Without Plantation)	57.84	11,65,376
50/RWC	223.386	57.00	2013 (Plantation)	68,970	81.386	219.430 (Without Plantation)	138.044	29,17,877
		85.00	2014 (Teak Plantation)	2,12,500				
<b>Total</b>							<b>369.104</b>	<b>82,35,442</b>
<b>Grand Total</b>							<b>697.579</b>	<b>1,30,34,942</b>

**Appendix 5.2**  
**(Referred to in paragraph 5.4)**

(Amount in ₹)

Sl. No.	Name of the Division	Compartment No.	Coupe number	Total area	Treated Area	Blank area	Under stocked area	Objected area (Blank Area Treated)	Total expenditure incurred	Amount objected
1	DFO, Katghora	591	V	40.438	40.438	40.438	0.000	40.438	2,62,299	2,62,299
2		590	V	20.392	20.392	11.971	8.421	11.971	1,27,609	74,912
3		200	V	101.077	25.000	101.077	0.000	25.000	1,60,145	1,60,145
4		599	VI	252.134	252.134	154.437	97.697	154.437	36,40,301	22,29,755
5		580	VI	30.339	30.339	11.205	19.134	11.205	4,37,843	1,61,707
6		589	VI	90.449	90.449	64.038	26.411	64.038	13,06,004	9,24,652
7		319	VI	187.788	172.317	161.659	26.129	146.188	24,99,615	21,20,590
<b>Total</b>				<b>722.617</b>	<b>631.069</b>	<b>544.825</b>	<b>177.792</b>	<b>453.277</b>	<b>84,33,816</b>	<b>59,34,060</b>
8	DFO, Marwahi	2048	V	62.958	62.623	59.666	2.957	59.666	9,02,534	8,59,917
9		2014	V	98.302	98.302	54.412	43.890	54.412	14,20,322	7,86,175
10		2086	V	60.296	10.296	60.296	0.000	10.296	1,49,500	1,49,500
11		2012	V	93.021	93.021	41.236	51.785	41.236	13,48,000	5,97,565
12		1990	V	83.398	53.398	48.456	34.942	18.456	7,61,545	2,63,214
13		2073	V	83.729	83.729	69.060	14.669	69.060	12,06,448	9,95,083
14		2048	IV	152.178	152.178	93.707	58.471	93.707	21,03,455	12,95,249
15		2014	IV	79.043	78.043	79.004	0.039	78.004	10,91,580	10,91,035
16		1990	IV	67.769	67.769	52.976	14.793	52.976	9,35,465	7,31,266
<b>Total</b>				<b>780.694</b>	<b>699.359</b>	<b>558.813</b>	<b>221.546</b>	<b>477.813</b>	<b>99,18,849</b>	<b>67,69,004</b>

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17	DFO, Dantewada	1259	IX	331.224	331.224	251.495	79.729	251.495	48,82,400	37,07,156
18		1260	IX	130.589	130.589	111.536	19.053	111.536	19,25,630	16,44,680
19		1291	IX	169.887	169.887	32.108	137.779	32.108	25,08,022	4,74,007
20		1264	VIII	110.392	102.162	66.566	43.826	58.336	15,87,189	9,06,308
21		1265	VIII	119.338	57.386	95.944	23.394	33.992	8,81,192	5,21,965
<b>Total</b>				<b>861.430</b>	<b>791.248</b>	<b>557.649</b>	<b>303.781</b>	<b>487.467</b>	<b>1,17,84,433</b>	<b>72,54,116</b>
<b>Grand Total</b>				<b>2,364.741</b>	<b>2,121.676</b>	<b>1,661.287</b>	<b>703.119</b>	<b>1,418.557</b>	<b>3,01,37,098</b>	<b>1,99,57,180</b>

**Appendix 6.1**  
**(Referred to in paragraph 6.5.4.4)**

Year	Bombay Stock Exchange (BSE)		Multi Commodity Exchange (MCX)		National Stock Exchange (NSE)		Total	
	Number of Transactions	Volume of transaction (in crore)	Number of Transactions	Volume of transaction (in crore)	Number of Transactions	Volume of transaction (in crore)	Number of Transactions	Volume of transaction (in crore)
2014-15	157	4,459.95	106	45,664.06	394	45,130.22	657	95,254.23
2015-16	152	3,460.90	100	75,675.59	379	43,475.43	631	1,22,611.92
2016-17	175	4,039.71	99	83,027.29	383	65,129.51	657	1,52,196.51
2017-18	195	5,233.46	87	35,297.14	429	37,343.18	711	77,873.78
2018-19	177	4,193.25	98	42,290.22	442	1,42,704.65	717	1,89,188.12
<b>Total</b>	<b>856</b>	<b>21,387.27</b>	<b>490</b>	<b>2,81,954.30</b>	<b>2027</b>	<b>3,33,782.99</b>	<b>3,373</b>	<b>6,37,124.56</b>

*Appendix 6.2*

*(Referred to in paragraph 6.5.4.6)*

S. No	RoF	Date of registration	Name of Partner	Amount of capital/Contribution of partner	SD leviable	SD levied	Short levy
1.	Durg	03-04-2018	Mangesh Naresh Vaidya & Yogesh Vaidya	₹ 1,02,000 (51,000 Each)	₹ 2,040	₹ 1,000	₹ 1,040
2.	Durg	13-03-2014	Abhinandan Developers	₹ 1,70,55,000 (Land)	₹ 3,41,100	₹ 1,000	₹ 3,40,100
3.	Durg	10-10-2014	Suraj Housing Project	₹ 25,00,000	₹ 5,000	₹ 1,000	₹ 4,000
4.	Bilaspur	19-05-2017	Badan Bus Service	27 Buses (Money value cannot be ascertained as no details/money value mentioned in deed)	--	₹ 5,000	
<b>Total</b>					<b>₹ 3,48,140</b>	<b>₹ 8,000</b>	<b>₹ 3,45,140</b>

**Appendix 6.3**  
**(Referred to in paragraph 6.5.4.6)**

(Amount in ₹)

Sl. No.	SR	Number of pond given on lease	Period of lease	Multiplying factor	SD leviable	RF leviable	SD levied	RF levied	SD short	RF short
1.	Bilaspur	110	10	1.5	37,873	28,897	-	-	37,873	28,897
2.	Raigarh	264	10	1.5	1,26,591	94,751	-	-	1,26,591	94,751
3.	Durg	7	10	1.5	6,130	4,598	350	-	5,780	4,598
4.	Raipur	3	10	1.5	78,070	58,553	98,400	-	0	58,553
<b>Total</b>		<b>384</b>			<b>2,48,664</b>	<b>1,86,799</b>	<b>98,750</b>	<b>0</b>	<b>1,70,244</b>	<b>1,86,799</b>

**Appendix 6.4**

**(Referred to in paragraph 6.5.4.6)**

**Statement showing non-payment of Stamp Duty and Registration Fees on lease of Mobile Tower**

**(Amount in lakh)**

Sl. No	Name of lessee	Period of Lease	Average Annual Rent	MF	Leviable SD	Levied SD	Leviable RF	Levied RF
1	2	3	4	5	6=(4)x(5)x 5 per cent	7	8=75 per cent of (6)	9
<b>Municipal Corporation, Bilaspur</b>								
1.	Dinesh Shukla	20	1.08	3	0.16	-	0.12	-
2.	Rakesh Pandey	20	1.20	3	0.18	-	0.13	-
3.	Ashok Sahu	20	1.02	3	0.15	-	0.11	-
4.	Suryakant Pandey	20	0.84	3	0.13	-	0.09	-
5.	Keja Bai	20	0.72	3	0.11	-	0.08	-
6.	Viswanath Dubey	20	1.20	3	0.18	-	0.14	-
7.	Francis Baddu Anthony	20	0.10	3	0.02	-	0.01	-
8.	Rajendra Kumar Pathak	20	0.96	3	0.14	-	0.11	-
9.	Kalyani Gupta	20	0.96	3	0.14	-	0.11	-
10.	Sayyed Abid	20	0.96	3	0.14	-	0.11	-
11.	Narayan Das	20	0.78	3	0.12	-	0.09	-
12.	Barat Ram Patel	20	1.08	3	0.16	-	0.12	-
13.	Ishak Khan	20	1.20	3	0.18	-	0.14	-
14.	Ramavatar Kashyap	20	1.02	3	0.15	-	0.11	-
15.	Devkumar Dubey	20	1.02	3	0.15	-	0.11	-
16.	Aruna Devi	20	1.02	3	0.15	-	0.11	-
17.	Sheikh Nawab	20	1.20	3	0.18	-	0.14	-
18.	Kranti Kumar Sinha	20	1.20	3	0.18	-	0.14	-
19.	Bharti Vasvani	20	1.20	3	0.18	-	0.14	-
20.	Madhuri Pandey	20	1.20	3	0.18	-	0.14	-
21.	Manish Tandon	20	1.08	3	0.16	-	0.12	-
22.	Nirmala Dahirey	20	0.96	3	0.14	-	0.11	-
23.	Laksmi Kashi	20	0.72	3	0.11	-	0.08	-
24.	Prasan Kumar Sharma	20	0.72	3	0.11	-	0.08	-
25.	Ram Manohar Dueny	20	0.72	3	0.11	-	0.08	-

26.	Satish Kumar	20	0.72	3	0.11	-	0.08	-
27.	Rajni Agarwal	20	0.72	3	0.11	-	0.08	-
28.	Manish Kumar	20	1.20	3	0.18	-	0.14	-
29.	Brij Mohan Lal Sah	20	1.54	3	0.23	-	0.17	-
30.	Anubha Vaid	20	1.20	3	0.18	-	0.14	-
<b>Municipal Corporation, Raigarh</b>								
31.	M/s Balaji Infraventures Pvt. Ltd (Grand Mall)	15	3.00	3	0.45	-	0.34	-
32.	Maya Balani	20	1.14	3	0.17	-	0.13	-
33.	Ashok Meher	20	0.72	3	0.11	-	0.08	-
34.	Rameshwari Patel	6	0.84	3	0.13	-	0.09	-
35.	Satish Agarwal	20	0.96	3	0.14	-	0.11	-
36.	Sadaram Sahu	20	0.48	3	0.07	-	0.05	-
37.	Jitaram Kathey	20	0.84	3	0.13	-	0.09	-
<b>Total</b>					<b>5.62</b>	<b>-</b>	<b>4.22</b>	<b>-</b>

**Appendix 6.5**

**(Referred to in paragraph 6.5.4.7)**

SROs	Amount received date in SRO	Amount	Challan number of amount deposited in bank	Challan date of amount deposited in bank	Delay days	Range of delay days
Bhilaigarh	27-06-2016	26,737	19	01-07-2016	4	3 to 18
	07-10-2016	14,220	2	25-10-2016	18	
	18-01-2017	10,524	26	23-01-2017	5	
	19-01-2017	10,756	35	23-01-2017	4	
	20-01-2017	8,526	29	23-01-2017	3	
	27-01-2017	20,188	4	31-01-2017	4	
	28-01-2017	7,560	5	31-01-2017	3	
	06-02-2017	23,418	1	10-02-2017	4	
	07-02-2017	27,629	8	10-02-2017	3	
	23-02-2017	14,406	3	03-03-2017	8	
	25-02-2017	6,742	6	03-03-2017	6	
	27-02-2017	35,141	4	03-03-2017	4	
	28-02-2017	21,707	5	03-03-2017	3	
	26-05-2017	44,364	5	30-05-2017	4	
	27-05-2017	4,190	9	30-05-2017	3	
	14-06-2017	23,294	2	22-06-2017	8	
	15-06-2017	27,296	7	23-06-2017	8	
	19-06-2017	29,165	3	22-06-2017	3	
	24-08-2017	4,570	2	28-08-2017	4	
	28-03-2018	45,255	8	31-03-2018	3	
20-12-2018	5,542	1	24-12-2018	4		
21-12-2018	14,345	5	24-12-2018	3		
Dhamtari	18-08-2017	83,117	41	23-08-2017	5	3 to 6
	16-02-2018	1,59,441	29	21-02-2018	5	
	29-05-2018	1,41,768	60	01-06-2018	3	
	20-12-2018	84,347	90	24-12-2018	4	
	07-05-2019	88,857	192	13-05-2019	6	
	08-05-2019	55,476	191	13-05-2019	5	
	09-05-2019	66,439	190	13-05-2019	4	
	25-07-2019	1,11,240	127	29-07-2019	4	
Bemetara	25-02-2016	1,04,061	66	29-02-2016	4	3 to 5
	22-04-2016	28,368	79	25-04-2016	3	

	27-05-2016	1,23,263	33	30-05-2016	3	
	21-07-2017	40,148	4	25-07-2017	4	
	28-03-2018	1,27,654	30	31-03-2018	3	
	25-05-2018	86,813	9	28-05-2018	3	
	27-07-2018	19,063	27	30-07-2018	3	
	08-08-2019	1,93,104	16	13-08-2019	5	
Patan	03-10-2016	40,838	8	06-10-2016	3	3 to 6
	03-10-2016	96,836	7	06-10-2016	3	
	27-10-2016	43,290	10	02-11-2016	6	
	28-10-2016	1,15,041	11	02-11-2016	5	
	26-05-2017	1,16,007	6	29-05-2017	3	
	26-05-2017	63,580	9	29-05-2017	3	
	25-11-2017	10,212	3	28-11-2017	3	
	26-02-2018	91,517	7	01-03-2018	3	
	29-05-2018	1,57,684	11	01-06-2018	3	
	26-06-2018	1,35,009	2	02-07-2018	6	
	29-06-2018	22,570	3	02-07-2018	3	
	28-08-2018	17,551	2	01-09-2018	4	
	29-08-2018	45,960	3	01-09-2018	3	
	28-09-2018	77,861	4	03-10-2018	5	
	29-09-2018	14,340	5	03-10-2018	4	
	29-05-2019	85,730	4	01-06-2019	3	
Kurud	22-12-2017	38,272	2	26-12-2017	4	3 to 10
	11-01-2018	145	7	15-01-2018	4	
	23-01-2018	71,945	14	03-02-2018	11	
	24-01-2018	510	15	03-02-2018	10	
	25-01-2018	359	16	03-02-2018	9	
	27-01-2018	820	17	03-02-2018	7	
	29-01-2018	1,316	18	03-02-2018	5	
	30-01-2018	175	19	03-02-2018	4	
	27-04-2018	29,555	8	01-05-2018	4	
	25-05-2018	1,47,448	16	29-05-2018	4	
	24-08-2018	60,944	3	28-08-2018	4	
	22-11-2018	12,722	23	26-11-2018	4	
	20-12-2018	95,355	10	24-12-2018	4	
Gharghoda	04-05-2016	27,614		18-05-2016	14	3 to 14
	05-05-2016	1,304		18-05-2016	13	
	06-05-2016	6,682		18-05-2016	12	

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	09-05-2016	3,379		18-05-2016	9	
	11-05-2016	13,282		18-05-2016	7	
	12-05-2016	5,998		18-05-2016	6	
	13-05-2016	17,333		18-05-2016	5	
	17-05-2016	40,106		24-05-2016	7	
	18-05-2016	7,910		24-05-2016	6	
	19-05-2016	27,964		24-05-2016	5	
	20-05-2016	26,108		24-05-2016	4	
	23-05-2016	36,463		27-05-2016	4	
	24-05-2016	31,694		27-05-2016	3	
	25-05-2016	58,227		31-05-2016	6	
	26-05-2016	32,411		31-05-2016	5	
	06-03-2018	28,948		09-03-2018	3	
	03-03-2018	20,575		06-03-2018	3	
Bilha	23-03-2018	43,246		26-03-2018	3	3 to 4
	27-03-2018	50,528		31-03-2018	4	
	28-03-2018	81,526		31-03-2018	3	
	08-12-2017	8,280		15-01-2018	38	
	28-12-2017	1,61,770		06-01-2018	9	
	28-12-2017	1,68,057		03-01-2018	6	
	28-12-2017	1,61,770		06-01-2018	9	
	31-03-2018	4,987		05-04-2018	5	
	31-03-2018	70,545		05-04-2018	5	
	31-03-2018	6,80,138		05-04-2018	5	
	31-03-2018	3,40,406		05-04-2018	5	
	31-03-2018	6,13,688		05-04-2018	5	
	31-03-2018	28,031		05-04-2018	5	
Raipur	31-03-2018	24,067		05-04-2018	5	5 to 78
	31-03-2018	28,095		05-04-2018	5	
	26-04-2018	16,90,593		01-05-2018	5	
	27-04-2018	12,21,827		03-05-2018	6	
	08-05-2018	25,130		14-05-2018	6	
	08-05-2018	33,500		14-05-2018	6	
	08-05-2018	18,650		14-05-2018	6	
	08-05-2018	66,900		14-05-2018	6	
	08-05-2018	86,900		14-05-2018	6	
	17-05-2018	10,74,675		25-05-2018	8	
	17-05-2018	15,980		23-05-2018	6	

17-05-2018	9,670		23-05-2018	6
26-05-2018	11,64,217		02-06-2018	7
08-06-2018	1,24,857		26-06-2018	18
30-08-2018	24,025		06-09-2018	7
19-09-2018	74,250		24-09-2018	5
11-10-2018	59,050		16-10-2018	5
11-10-2018	60,375		16-10-2018	5
06-11-2018	1,08,145		22-11-2018	16
17-10-2018	31,27,091		22-10-2018	5
06-11-2018	19,04,480		22-11-2018	16
13-11-2018	10,06,243		22-11-2018	9
14-11-2018	11,01,801		26-11-2018	12
06-11-2018	1,08,145		25-11-2018	19
28-11-2018	2,47,134		21-12-2018	23
06-12-2018	91,63,688		24-12-2018	18
06-12-2018	1,98,737		11-12-2018	5
08-01-2019	23,940		24-01-2019	16
08-01-2019	11,785		24-01-2019	16
08-01-2019	12,888		24-01-2019	16
21-01-2019	20,810		15-02-2019	25
06-12-2018	96,373		22-02-2019	78
01-03-2019	22,550		15-03-2019	14
05-03-2019	6,75,889		28-03-2019	23
18-03-2019	1,01,810		27-03-2019	9
29-03-2019	53,170		08-04-2019	10
18-04-2019	15,68,264		24-04-2019	6
28-01-2019	22,355		02-02-2019	5
01-03-2019	11,277		06-03-2019	5
21-02-2019	26,830		27-02-2019	6
21-02-2019	27,033		27-02-2019	6
<b>Total</b>	<b>3,17,74,495</b>			

**Appendix 6.6**

**(Referred to in paragraph 6.5.4.8 (a))**

**Statement showing the Details of e-stamps not cancelled before refund.**

**(Amount in ₹)**

S.No.	e-Stamp UIN	Date of purchase of stamp	Date of refund	Amount of stamp	Amount deducted
<b>DR, Bilaspur</b>					
1.	IN-CG00916077936794N	27-05-2015	28-09-2015	89,250	8,925
2.	IN-CG00916050760672N	27-05-2015	28-09-2015	55,800	5,580
3.	IN-CG00916067869924N	27-05-2015	28-09-2015	74,900	7,490
4.	IN-CG00932052001070N	30-05-2015	10-12-2015	1,52,250	15,225
5.	IN-CG00605112691336N	18-02-2015	12-12-2015	950	95
6.	IN-CG00605093975256N	18-02-2015	12-12-2015	950	95
7.	IN-CG00711179933711N	30-03-2015	12-12-2015	1,000	100
8.	IN-CG04584582105639P	23-02-2017	04-03-2017	22,56,543	2,25,654
9.	IN-CG03908872092636O	23-09-2016	18-04-2017	12,000	1,200
10.	IN-CG04727158662503P	22-03-2017	19-06-2017	26,000	2,600
11.	IN-CG04423160376411P	20-01-2017	27-06-2017	5,000	500
12.	IN-CG04952731778888P	26-04-2017	29-06-2017	23,900	2,390
13.	IN-CG05085355023381P	23-05-2017	10-07-2017	58,000	5,800
14.	IN-CG04866686117100P	11-04-2017	18-07-2017	7,100	710
15.	IN-CG05125741347382P	30-05-2017	28-07-2017	4,870	487
16.	IN-CG05247780489175P	21-06-2017	11-09-2017	10,000	1,000
17.	IN-CG05313060629407P	30-06-2017	11-09-2017	76,750	7,675
18.	IN-CG05313035213394P	30-06-2017	11-09-2017	77,000	7,700
19.	IN-CG05399560761997P	17-07-2017	11-09-2017	27,510	2,751
20.	IN-CG05376105987086P	11-07-2017	29-11-2017	1,81,200	18,120
21.	IN-CG04906888130265P	19-04-2017	20-12-2017	44,600	4,460
22.	IN-CG05473706482298P	28-07-2017	26-12-2017	73,200	7,320
23.	IN-CG04929872166412P	22-04-2017	28-12-2017	32,950	3,295
24.	IN-CG04808922662912P	31-03-2017	10-01-2018	3,25,000	32,500
25.	IN-CG05765967035465P	21-09-2017	18-01-2018	47,410	4,741
26.	IN-CG04726675555405P	22-05-2017	03-02-2018	1,72,536	17,254
27.	IN-CG04922623412118P	21-04-2017	07-02-2018	10,000	1,000
28.	IN-CG06493545542438Q	15-01-2018	16-02-2018	10,000	1,000
29.	IN-CG06073591172534P	15-11-2017	16-02-2018	6,24,000	62,400
30.	IN-CG05025264589075P	12-05-2017	16-02-2018	25,000	2,500

31.	IN-CG06320055688234P	21-12-2017	20-02-2018	3,82,650	38,265
32.	IN-CG06691129376652Q	09-02-2018	15-03-2018	2,09,150	20,915
33.	IN-CG06480082814005Q	12-01-2018	20-03-2018	5,400	540
34.	IN-CG06835613386845Q	27-02-2018	11-04-2018	20,800	2,080
35.	IN-CG05327620764055P	03-07-2017	01-05-2018	69,150	6,915
36.	IN-CG05940995510671P	25-10-2017	14-05-2018	13,520	1,352
37.	IN-CG07181262125029Q	05-04-2018	06-06-2018	6,000	600
38.	IN-CG06273488164040P	14-12-2017	06-06-2018	1,37,500	13,750
39.	IN-CG06210245985597P	05-12-2017	06-07-2018	52,260	5,226
40.	IN-CG06211120793615P	05-12-2017	07-07-2018	17,200	1,720
41.	IN-CG05789592984270P	25-09-2017	07-07-2018	20,000	2,000
42.	IN-CG06413497972759Q	04-01-2018	07-07-2018	43,250	4,325
43.	IN-CG06413522082250Q	04-01-2018	07-07-2018	73,500	7,350
44.	IN-CG07476902855796Q	11-05-2018	07-07-2018	2,60,000	26,000
45.	IN-CG07108456875314Q	28-03-2018	07-07-2018	89,500	8,950
46.	IN-CG06205942552946P	04-12-2017	30-07-2018	1,49,020	14,902
47.	IN-CG07033135006923Q	22-03-2018	13-08-2018	46,550	4,655
48.	IN-CG07578099039345Q	23-05-2018	25-08-2018	50,000	5,000
49.	IN-CG05260768732514P	23-01-2017	25-08-2018	1,04,300	10,430
50.	IN-CG08127978867533Q	23-07-2018	27-08-2018	9,200	920
51.	IN-CG07660527439477Q	31-05-2017	31-08-2018	29,720	2,927
52.	IN-CG07625252765169Q	28-05-2018	13-09-2018	1,64,000	16,400
53.	IN-CG07924390396743Q	29-06-2018	03-10-2018	1,80,000	18,000
54.	IN-CG08257313465469Q	06-08-2018	05-10-2018	51,600	5,160
55.	IN-CG07387733699345Q	01-05-2018	16-10-2018	12,350	1,235
56.	IN-CG07387761908938Q	01-05-2018	16-10-2018	87,750	8,775
57.	IN-CG07386519722819Q	01-05-2018	16-10-2018	42,000	4,200
58.	IN-CG08473212373495Q	05-09-2018	27-10-2018	54,940	5,494
59.	IN-CG07660527439477Q	31-05-2018	29-10-2018	29,720	2,972
60.	IN-CG06746821534051Q	19-02-2018	30-10-2018	27,950	2,795
61.	IN-CG07639069973037Q	29-05-2018	14-12-2018	1,85,600	18,560
62.	IN-CG09056942601787Q	03-12-2018	07-01-2019	7,950	795
63.	IN-CG06518139390521Q	18-01-2018	07-01-2019	19,000	1,900
64.	IN-CG07701890304520Q	05-06-2018	09-01-2019	8,065	807
65.	IN-CG07590158285713Q	24-05-2018	21-01-2019	18,750	1,875
66.	IN-CG05490378335601P	31-07-2017	10-02-2019	1,000	100
67.	IN-CG09061472626954Q	03-12-2018	23-02-2019	5,200	520
68.	IN-CG08616109632427Q	25-09-2018	23-02-2019	24,450	2,445
69.	IN-CG10219420731628R	15-03-2019	15-03-2019	1,000	100

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70.	IN-CG09271826532946Q	31-12-2018	03-05-2019	12,960	1,296
71.	IN-CG07860334020053Q	21-06-2018	15-05-2019	50,000	5,000
72.	IN-CG09261025914026Q	29-12-2018	15-05-2019	2,34,000	23,400
73.	IN-CG09768030314180R	12-02-2019	20-05-2019	2,150	215
74.	IN-CG09758934747127R	11-02-2019	30-05-2019	69,000	6,900
75.	IN-CG10023629651820R	01-03-2019	30-05-2019	1,77,200	17,720
76.	IN-CG08771527427570Q	13-10-2018	30-05-2019	57,800	5,780
77.	IN-CG10424774592464R	29-03-2019	12-06-2019	26,900	2,690
78.	IN-CG08549276513183Q	17-09-2018	21-06-2019	54,750	5,475
79.	IN-CG09385730391131R	10-01-2019	21-06-2019	25,000	2,500
80.	IN-CG10156254178489R	12-03-2019	12-07-2019	7,850	785
81.	IN-CG10218470929763R	NA	12-07-2019	1,620	162
<b>DR, Dhamtari</b>					
82.	IN-CG09980990052418R	27-02-2019		6,000	600
83.	IN-CG11590597581172R	01-07-2019		12,320	1,232
84.	IN-CG10398661981995R	28-03-2019		1,18,150	11,815
85.	IN-CG10453092924548R	30-03-2019		20,500	2,050
86.	IN-CG10641004213233R	16-04-2019		12,100	1,210
87.	IN-CG11951626599754R	25-07-2019		60,000	6,000
<b>Total</b>				<b>81,63,964</b>	<b>8,16,352</b>

## Appendix 6.7

(Referred to in paragraph 6.5.4.8 (b))

(Amount in ₹)

S. No.	Registration No.	Date of registration	Generated RF by e-panjiyan	Collected and remitted amount by SR	Less Deposited amount
1.	CG4808103102019008	03-10-2019	63,040	48,560	14,480
2.	CG4807411092019034	05-10-2019	40,000	25,310	14,690
3.	CG4807430102019019	30-10-2019	47,800	23,900	23,900
4.	CG4808106092019034	06-09-2019	23,200	16,240	6,960
5.	CG4807413092019011	13-09-2019	34,430	30,220	4,210
6.	CG4807417092019005	17-09-2019	14,250	1,650	12,600
7.	CG4807424092019017	24-09-2019	22,000	12,000	10,000
<b>Total</b>			<b>2,44,720</b>	<b>1,57,880</b>	<b>86,840</b>

*Appendix 6.8*

*(Referred to in paragraph 6.5.4.9 (a))*

**Irregular Release Deed**

*(Amount in lakh)*

Sl. No.	Document No./ date	Location of property	Area	Market value		SD leviable	SD levied
				As per Audit	As per SR		
1.	786/25.01.2017	Kh. No. 389, Bitukuli, PHN-18, RIC- Bilha, Bilaspur	1.064 ha.	11.40	11.40	0.71	0.06
2.	156/05.05.2017	Kh. No. 374/11, 12, 13, 380/16, Bodri, PHN -1, Bilha	0.567 ha.	61.24	61.24	3.83	0.31
3.	210/17.05.2017	Kh. No. 29/12, Ward No 13, Bilha	185.87 sq.mt.	23.18	23.18	1.39	0.12
4.	120/26.04.2017	Kh. No. 490/4, Bodri, PHN -1, Bilha	0.121 ha.	31.22	31.22	1.95	0.16
5.	119/26.04.2017	Kh. No. 374/10, Bodri, PHN-1, Bilha	0.154 ha.	39.74	39.74	2.48	0.20
6.	86/20.04.2017	Kh. No. 29/28, Ward No 13 Bilha	485.78 sq.mt.	20.91	20.91	1.09	0.10
<b>Total</b>				<b>187.69</b>	<b>187.69</b>	<b>11.45</b>	<b>0.95</b>

## Appendix 6.9

(Referred to in paragraph 6.5.4.9 (a))

## Dissolution of partnership

(Amount in lakh)

Sl. No	SROs	Document No./ date	Name of partners	Date of dissolution	Area	Market Value		SD leviable	SD levied	RF leviable	RF levied
						As per Audit	As per SR				
1.	Patan	780/06.06.2015	Smt Nandini Sharma and others (seven members)	13.05.2015	0.290 ha.	183.03	0.00	11.44	0.12	1.47	0.88
2.	Raigarh	2774/05.03.2016	Ramesh Kumar Agrawal & Vijay Kumar Agrawal	05.03.2016	20 per cent of 0.498 ha, godown, structure and boundary wall	50.22	50.22	3.14	1.01	0.40	0.40
<b>Total</b>						<b>233.25</b>	<b>50.22</b>	<b>14.58</b>	<b>1.13</b>	<b>1.87</b>	<b>1.28</b>

**Appendix 6.10**

**(Referred to in paragraph 6.5.4.9 (b))**

**(Amount in lakh)**

Sl. No.	Document No./ date	Area (in sq.mt.)	Market value		SD leviable	SD levied	RF leviable	RF levied
			As per Audit	As per SR				
<b>SR, Bilaspur</b>								
1.	4006/17.09.2019	1,023.33	23.02	16.15	1.44	1.01	0.92	0.65
<b>SR, Bilha</b>								
2.	1318/26.03.2015	891.14	38.60	30.88	2.01	1.61	0.31	0.25
<b>SR, Jagdalpur</b>								
3.	2961/28.03.2016	108.73	15.31	14.00	0.95	0.86	0.12	0.11
<b>SR, Patan</b>								
4.	1342/11.09.2017	3,744.40	272.59	180.00	17.04	11.25	2.18	1.44
5.	1341/11.09.2017	1,720.40	125.25	65.00	7.83	4.06	1.00	0.52
<b>SR, Raigarh</b>								
6.	1414/31.08.2017	1,298.70	92.53	29.49	5.55	4.63	0.74	0.59
7.	2559/07.02.2018	23.52	18.05	17.01	0.90	0.85	0.16	0.15
8.	2560/07.02.2018	46.47	38.03	33.67	2.28	2.02	0.31	0.27
9.	2564/07.02.2018	35.43	29.40	27.49	1.76	1.65	0.24	0.22
10.	1920/09.11.2017	21.56	17.64	15.78	1.06	0.95	0.14	0.13
11.	2602/13.02.2018	24.00	19.91	18.42	1.00	0.92	0.16	0.15
12.	2606/15.02.2018	24.00	19.91	18.42	1.19	1.11	0.16	0.15
13.	2871/13.03.2018	29.63	22.98	22.73	1.38	1.37	0.19	0.18
14.	2872/13.03.2018	24.00	18.62	18.42	1.19	1.11	0.16	0.15
15.	367/15.05.2017	21.47	17.81	15.71	0.89	0.79	0.14	0.13
16.	2331/16.01.2018	24.00	18.62	18.42	1.12	1.11	0.16	0.15
17.	2332/16.01.2018	29.63	22.98	22.73	1.38	1.37	0.19	0.18
18.	388/17.05.2017	21.56	17.64	15.78	0.88	0.79	0.14	0.13
19.	389/17.05.2017	21.56	17.64	15.78	1.06	0.95	0.14	0.13
20.	420/19.05.2017	22.21	18.18	16.25	1.09	0.98	0.15	0.13
21.	2654/21.02.2018	35.43	29.40	27.49	1.65	1.63	0.24	0.22
22.	2655/21.02.2018	21.32	16.54	16.35	0.99	0.98	0.14	0.13
23.	3001/21.03.2018	26.02	21.29	19.04	1.06	0.95	0.17	0.15
24.	3000/30.03.2018	22.03	18.02	16.12	1.08	0.97	0.15	0.13
25.	1584/23.09.2017	23.23	19.01	17.00	1.14	1.02	0.15	0.14
26.	744/23.06.2017	21.38	17.49	15.64	1.05	0.94	0.14	0.13
27.	2465/29.03.2017	26.86	27.89	25.72	1.67	1.55	0.22	0.21
28.	2464/29.03.2017	26.86	27.89	25.72	1.67	1.55	0.22	0.21
29.	2487/02.02.2018	42.65	32.73	30.90	1.96	1.86	0.26	0.25
30.	2488/02.02.2018	38.15	29.59	29.26	1.48	1.47	0.24	0.24
31.	2489/02.02.2018	53.66	41.63	41.17	2.50	2.47	0.33	0.33
32.	110/12.04.2017	20.35	16.89	15.77	1.01	0.95	0.14	0.13
33.	111/12.04.2017	26.86	27.89	25.72	1.67	1.54	0.22	0.21
34.	529/02.06.2017	21.38	17.73	16.56	0.89	0.83	0.14	0.13
35.	1975/08.02.2017	580.86	167.65	137.88	10.06	8.27	1.34	0.11
<b>Total</b>		<b>10,142.78</b>	<b>1,376.35</b>	<b>1,072.47</b>	<b>81.88</b>	<b>66.37</b>	<b>11.81</b>	<b>8.53</b>

## Appendix 6.11

(Referred to in paragraph 6.5.4.9 (b))

(Amount in lakh)

S. No.	Book No./Document No. and Date of registration	Location of property	Category of deed	Area of the property	Market Value		SD Leviable	RF leviable	SD levied	RF levied	Short SD	Short RF
					As per document	As per Guideline						
<b>SRO, Ambikapur</b>												
1.	8748/706 dt. 13-05-2016	Municipal Corporation Ambikapur, Ward No. 09 Maharani Laxmi Bai Ward, Patelpara	Gift	1396.56 sq.mt.	31.93	32.76	0.50	0.26	0.49	0.26	0.01	0.00
2.	9433/5370 dt. 28-03-2018	Kh. No. 4703/1, Dr Bhim Rao Ambedkar ward , ward no. 45, PHN 15	Conveyance (Sale)	0.121 ha.	104.85	119.97	7.50	0.96	6.56	0.84	0.94	0.12
<b>SRO, Baloda Bazar</b>												
3.	2373/7626 dt. 18-09-2015	Kh. No. 165/3 part, Municipal Council Bhatapara, Guru Nanak Ward	Conveyance (Sale)	473.98 sq.mt.	36.00	40.06	2.40	0.32	2.16	0.29	0.24	0.03
4.	2601/7648 dt. 20-10-2015	Nazul Sheet 14C, Plot No. 58, 62/2	Conveyance (Sale)	265.334 sq.mt.	45.00	46.34	2.90	0.37	2.82	0.36	0.08	0.01
<b>SRO, Bilha</b>												
5.	1213/220 dt. 11-05-2018	Kh. No. 59/43, Babu Jagjivan Ram Ward , Ward No. 12, PHN 17	Partnership	0.789 ha.	80.58	297.65	5.95	2.38	1.66	0.65	4.29	1.73

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6.	2016/987 dt. 29-04-2016	Kh. No. 7/9, Vill- Nawagaon, PHN-25, Bilha	Conveyance (Sale)	0.243 ha.	2.85	3.12	0.16	0.03	0.15	0.02	0.01	0.01
<b>SRO, Bhilaigarh</b>												
7.	3051/973 (CG451891607 2018001) dt. 16-07-2018	Kh. No. 599/1 and 599/2, Vill- Tundri, PHN-1, RIC Bhilaigarh	Conveyance (Sale)	506 sq.mt.	24.40	25.59	1.33	0.21	1.27	0.20	0.06	0.01
<b>SRO, Durg</b>												
8.	60/1039 dt. 21- 12-2017	Kh. No. 47/31, Phulgaon Ward, Ward No. 25, PHN 18/25	Conveyance (Sale)	1.780 ha.	128.86	140.21	8.76	1.12	8.05	1.03	0.71	0.09
<b>SRO, Ghargoda</b>												
9.	2380/378 dt. 06-09-2018	Kh. No. 436, Phulgaon Ward , Ward No. 25, PHN 12	Conveyance (Sale)	0.829 ha.	10.89	22.23	1.39	0.18	0.68	0.09	0.71	0.09
<b>SRO, Korba</b>												
10.	5357/1341 (CG571151801 2019007) dt. 18-01-2019	Kh. No. 701/1, 708 part, Municipal Corporation, Korba, Ward No. 2	Conveyance (Sale)	0.226 ha.	100.15	126.96	7.93	1.02	6.26	0.80	1.67	0.22
<b>SRO, Raigarh</b>												
11.	6643/1047 dt. 21-07-2015	Kh. No 4/5, Vill- Gerwani PHN 27, GP Gerwani, Raigarh	Conveyance (Sale)	1.011 ha.	87.00	154.83	9.68	1.24	5.44	0.70	4.24	0.54
<b>SRO, Raipur</b>												
12.	74101/2757 dt. 21-06-2019	Kh. No. 22, Civil line Ward, Ward No. 42,	Conveyance (Sale)	111.52 sq.mt.	148.11	153.80	9.23	1.23	8.89	1.19	0.34	0.04

		PHN-114/70											
13.	73506/3392 dt. 12-12-2018	Kh. No. 168/08, Kushabhau Thakre Ward, Ward No. 26, PHN- 39	Conveyance (Sale)	0.217 ha.	63.72	86.80	5.43	0.70	3.98	0.51	1.45	0.19	
14.	73506/3391 dt. 12-12-2018	Kh. No. 168/11, Kushabhau Thakre Ward, Ward No. 26, PHN-39	Conveyance (Sale)	0.215 ha.	62.54	86.00	5.38	0.69	3.91	0.50	1.47	0.19	
15.	73698/2698 dt. 03-12-2018	Kh. No. 581/1, Maharshi Valmiki Ward , Ward No. 28, PHN-64	Conveyance (Sale)	70.35 sq.ft.	30.28	42.10	2.53	0.34	1.82	0.24	0.71	0.10	
<b>SRO, Surajpur</b>													
16.	3009/2176 dt. 28-03-2016	Kh. No. 338/4 and 339/5, Vill- Chandarpur, PHN-09, RIC- Surajpur	Gift	242.88 sq.mt.	20.05	20.45	0.31	0.17	0.31	0.16	0.00	0.01	
<b>SRO, Tilda</b>													
17.	2015/1618 dt. 11-02-2015	Kh. No. 527/14, Vill- Tilda, PHN-8, RIC- Tilda	Conveyance (Sale)	154.74 sq.mt.	15.46	29.91	1.79	0.24	0.93	0.13	0.86	0.11	
<b>Total</b>					<b>992.67</b>	<b>1428.78</b>	<b>73.17</b>	<b>11.46</b>	<b>55.38</b>	<b>7.97</b>	<b>17.79</b>	<b>3.49</b>	

**Appendix 6.12**

**(Referred to in paragraph 6.5.4.9 (b))**

**Statement of hectare rate adjacent to purchaser**

**(Amount in lakh)**

S. No.	Book No./Document no. and Date of registration	Area of the property	Market Value		Leviable		Levied	
			As per deed	As per Guideline	SD	RF	SD	RF
<b>SRO, Ghargoda</b>								
1.	2404/725 dt. 14-03-2019	779.24 sq.mt.	20.00	36.01	2.25	0.29	1.25	0.16
<b>SRO, Raipur</b>								
2.	73332/3243 dt. 06-12-2018	2024 sq.mt.	51.00	134.60	2.05	1.08	0.78	0.41
3.	72782/7056 dt. 31-01-2017	1760.88 sq.mt.	63.51	122.10	7.63	0.98	0.98	0.51
4.	73263/6136 dt. 30-03-2018	1244.76 sq.mt.	24.75	92.45	5.78	0.74	2.42	0.31
5.	73263/6144 dt. 30-03-2018	1244.76 sq.mt.	24.75	92.45	5.78	0.74	2.42	0.31
6.	73530/226 dt. 28-04-2018	880.44 sq.mt.	19.84	38.06	2.38	0.31	1.24	0.17
7.	73576/963 dt. 29-05-2018	1042.36 sq.mt.	10.82	20.83	1.30	0.17	1.15	0.15
<b>SRO, Tilda</b>								
8.	2556/1069 dt. 28-08-2015	222.64 sq.mt.	0.33	3.56	0.22	0.03	0.02	0.00
9.	2540/848 dt. 13-07-2015	414.92 sq.mt.	0.49	2.90	0.18	0.02	0.03	0.01
<b>Total</b>			<b>215.49</b>	<b>542.96</b>	<b>27.57</b>	<b>4.36</b>	<b>10.29</b>	<b>2.03</b>

## Appendix 6.13

(Referred to in paragraph 6.5.4.9 (c))

(Amount in lakh)

S. No.	Document No./ date of registration	Description of Property	Area	Market value		SD leviable	SD levied	RF leviable	RF levied
				As per Audit	As per SR				
<b>SRO, Bhilaigarh</b>									
1.	2423/30.03.2015	Basurkuli, PHN-14, Bhilaigarh	323.84 sq.mt.	6.69	3.30	0.35	0.17	0.05	0.03
2.	1648/16.12.2015	Bhilaigarh Ward No.1, PHN-13, Bhilaigarh	303.60 sq.mt.	11.35	7.40	0.71	0.46	0.09	0.06
3.	531/19.05.2015	Bhatgoan, Ward-09, PHN- 29, Balodabazar	121.44 sq.mt.	8.58	6.50	0.54	0.41	0.07	0.05
<b>SRO, Bilaspur</b>									
4.	685/20.05.2019	Vill Kududand, PHN-34, Bilaspur	0.251 ha.	87.85	85.00	5.49	5.31	0.70	0.68
<b>SRO, Bilha</b>									
5.	156/17.05.2016	Mohda, PHN-13, Bilha	0.362 ha.	36.00	33.05	2.25	2.07	0.29	0.27
6.	849/08.02.2017	Bodri, Bilha	3.061 ha.	1050.54	1037.84	16.02	15.83	8.41	8.30
<b>SRO, Dongargarh</b>									
7.	1087/06.03.2017	Ward No. 12, Dongargarh	80.51 sq.mt.	8.86	3.00	0.55	0.19	0.07	0.03
<b>SRO, Garghoda</b>									
8.	598/08.11.2017	Konapara, PHN-13, Garghoda	3.724 ha.	109.25	59.10	0.00	0.00	0.88	0.47

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9.	373/30.08.2018	Punjipathra, PHN-6, Tamnar	2.023 ha.	123.24	68.00	7.70	4.25	0.99	0.55
10.	803/22.02.2018	Punjipathra, PHN-6, Tamnar	2.023ha.	123.24	67.86	7.70	4.24	0.99	0.54
11.	475/29.10.2018	Charmar, PHN-6, RIC- Garghoda	1.213 ha.	32.80	23.32	2.05	1.46	0.26	0.19
12.	1022/31.03.2017	Lalunga	4.663 ha.	72.44	66.66	1.10	1.02	0.58	0.53
<b>SRO, Janjgir</b>									
13.	1970/08.03.2019	Ward No 15, Lok Manya Tilak Ward	0.154 ha.	22.33	11.55	1.40	0.72	0.18	0.09
<b>SRO, Kabirdham</b>									
14.	2855/08.09.2017	PHN-18, RIC- Kawardha	0.263 ha.	28.93	26.30	1.81	1.64	0.23	0.21
15.	5034/10.03.2015	Ward No. 20, Guru Govind Singh Ward, Kawardha	297.39 sq.mt.	64.99	27.20	4.06	1.70	0.52	0.22
16.	5033/10.03.2015	Ward No. 20, Guru Govind Singh Ward, Kawardha	297.39 sq.mt.	64.99	27.20	3.38	1.42	0.52	0.22
17.	5032/10.03.2015	Ward No. 20, Guru Govind Singh Ward, Kawardha	432.15 sq.mt.	94.44	39.53	5.90	2.47	0.76	0.32
<b>SRO, Korba</b>									
18.	927/18.10.2018	Vill- Rungra, PHN-10, Ward No 42	1418.21 sq.mt.	130.48	102.52	6.78	5.33	1.05	0.82
<b>SRO, Raigarh</b>									
19.	2066/17.02.2017	Vill-Lakha, PHN-28, Raigarh	1.160 ha.	171.97	124.02	2.62	1.89	1.38	0.99
<b>SRO, Raipur</b>									

20.	4700/13.02.2019	Ward No.-27, Bhim Rao Ambedkar Ward, Raipur	391.82 sq.mt.	198.25	109.75	11.89	6.59	1.59	0.88
21.	4699/13.02.2019	Ward No.-27, Bhim Rao Ambedkar Ward, Raipur	952.6 sq.mt.	417.37	242.52	25.04	14.55	3.34	1.94
22.	4701/13.02.2019	Ward No.-27, Bhim Rao Ambedkar Ward, Raipur	138.94 sq.mt.	61.99	38.92	3.10	1.95	0.50	0.31
23.	5074/07.03.2019	Ward No 48 Bhagwati Charan Shukla Ward	446.09 sq.mt.	200.74	156.14	10.44	8.12	1.61	1.25
24.	5363/15.03.2019	Ward No 35 Sayeed Hemu Kalyani Ward	93.19 sq.mt.	111.09	9.15	6.67	5.49	0.89	0.73
<b>SRO, Rajnandgaon</b>									
25.	3218/07.03.2018	Vill- Dharmapur, PHN 37, Rajnandgoan	240.70 sq.mt.	2.05	1.00	0.11	0.05	0.02	0.01
26.	3644/28.03.2018	Vill- Lakholi, PHN-50, RIC- Lakholi, Rajnandgoan	212.94 sq.mt.	24.49	23.00	1.53	1.44	0.20	0.19
<b>SRO, Surajpur</b>									
27.	862/07.08.2015	Bhaiyathan, PHN-13, Surajpur	1.95 ha.	54.93	24.14	2.86	1.26	0.44	0.19
<b>Total</b>				<b>3,319.88</b>	<b>2,423.97</b>	<b>132.05</b>	<b>90.03</b>	<b>26.61</b>	<b>20.07</b>

**Appendix 6.14**

**(Referred to in paragraph 6.5.4.9 (c))**

**(Amount in lakh)**

S. No.	Book No./Document No. (e-Panjiyan id) and date of registration	Description of properties exchanged	Area	MV on which SD/RF is leviable	SD leviable	SD Levied	RF leviable	RF levied
<b>SRO, Baloda Bazar</b>								
1.	8772/3146 (CG4512023022018014) dt. 23.02.2018	Kh. No. 336, Vill-Bhadra, PHN-5, RIC- Lavan	0.105 ha.	0.49	0.02	0.01	0.01	0.01
		Kh. No. 431, Vill- Bhadra, PHN-25, RIC-Lavan	0.032 ha.					
<b>SRO, Bilha</b>								
2.	1343/1073 (CG4815528122019002) dt. 28.12.2019	Kh. No. 62, Vill- Bilha, PHN-17, RIC-Bilha, Ward No.12, Babu Jag Jivan Ram Ward, NP-Bilha	0.534 ha.	85.93	4.30	2.67	3.44	3.44
		Kh. No. 59/43 part, 59/75, part of 59/31 and part of 59/40A, PHN-17, RIC-Bilha , Ward No.12, Babu Jag Jivan Ram Ward, NP-Bilha and Kh. No. 588/2 part, Vill-Kesla, PHN-17, RIC-Bilha, Ward No.12, Babu Jag Jivan Ram Ward, NP-Bilha	1.449 ha.					
<b>SRO, Durg</b>								
3.	34208/227 (CG5106410042019004) dt. 10.04.2019	Part of Kh. No. 488/1, 489, 495/2, 496 and 499, Vill-Khamaria, PHN-21, RIC-Junwani	0.530 ha.	79.50	3.98	0.00	1.27	1.27
		Kh. No. 119, Vill-Khamaria, PHN-21, RIC-Junwani	0.530 ha.					

4.	33488/425(CG5106408052017012) dt. 08.05.2017	Kh. No. 294/2, Vill-Khamaria, PHN-15/21, RIC-Durg 1	0.140 ha.	21.00	1.05	0.00	0.74	0.74
		Part of Kh. No. 407, Vill-Khamaria, PHN-21, RIC-Junwani	0.140 ha.					
5.	439/915 (CG5124924072019007) dt. 24.07.2019	Kh. No. 721/1 and 721/2, Ward No. 01, Junwani Ward	360.25 sq.mt	42.87	2.14	0.00	0.34	0.34
		Part of Kh. No. 719/79, 724/4 and 723/10, Ward No. 01, Junwani Ward	360.25 sq.mt					
<b>SRO, Patan</b>								
6.	4377/2762 dt. 16.12.2015	Kh. No. 228 and part of 223, PHN-38, Vill-Patan, RIC-Patan	0.72 ha	54.89	2.74	0.01	0.44	0.44
		Kh. No. 195, 196 and 197, PHN-38, Vill-Patan, RIC-Patan	0.72 ha					
<b>SRO, Raipur</b>								
7.	73286/287 (CG6304606032018020) dt. 18.04.2018	Part of Kh. No. 6/3, PHN-109/41, Vill-Daldal Seoni, RIC-Raipur-I	1.00 ha.	255.00	12.75	0.01	2.04	2.04
		Part of Kh. No. 6/7, PHN-109/41, Vill-Daldal Seoni, RIC-Raipur-I	1.00 ha.					
8.	73337/3319 (CG6304714122018004) dt. 14.12.2018	Plot No. 30/1, Part of Kh. No. 30/1, Ward No. 21, Raman Mandir Ward, Dhamtari Chhoti Line to Railway Division Office	100.83 sq.mt.	29.24	1.46	0.00	0.24	0.24
		Plot No. 30/1, Part of Kh. No. 30/1, Ward No. 21, Raman Mandir Ward, Dhamtari Chhoti Line to Railway Division Office	100.83 sq.mt.					
<b>Total</b>				<b>568.92</b>	<b>28.44</b>	<b>2.70</b>	<b>8.52</b>	<b>8.52</b>

# **GLOSSARY**

## GLOSSARY OF ABBREVIATIONS

Abbreviation	Full form
AA	Assessing Authority
AAO	Assistant Accounts Officer
AC	Assistant Commissioner
ACC	Authorised Collection Centre
ACCT	Assistant Commissioner Commercial Tax
ACM	Audit Committee Meeting
ACTO	Assistant Commercial Tax Officer
AEI	Assistant Electrical Inspector
APCCF	Additional Principal Chief Conservator of Forest
ARTO	Additional Regional Transport Officer
ATN	Action Taken Note
BE	Budget Estimate
BOT	Built Operate and Transfer
BSE	Bombay Stock Exchange
CA	Chartered Accountant
CAAT	Computer Assisted Auditing Technique
CAMPA	Compensatory Afforestation Fund Management and Planning Authority
CCF	Chief Conservator of Forest
CEI	Chief Electrical Inspector
CERT-In	Indian Computer Emergency Response Team
CGMK	Chhattisgarh <i>Motoryan Karadhan Adhiniyam</i>
CGVAT	Chhattisgarh Value Added Tax
CHiPS	Chhattisgarh Infotech Promotion Society
CRA	Central Record Keeping Agency
CST	Central Sales Tax
CT	Commercial Tax
CTI	Commercial Tax Inspector
CTO	Commercial Tax Officer
CVB	Central Valuation Board
DC	Deputy Commissioner
DEI	Divisional Electrical Inspector
DFO	Divisional Forest Officer
DR	District Registrar
DRO	District Registrar Office
DTO	District Transport Officer
DVC	District Valuation Committee
Dy. IGR	Deputy IGR
ED	Electricity Duty
FD	Finance Department

FRS	Functional Requirement Specification
GIGW	Guidelines for Indian Government Websites
GIM	Green India Mission
GoCG	Government of Chhattisgarh
GoI	Government of India
GST	Goods and Services Tax
IAW	Internal Audit Wing
IGR & SS	Inspector General of Registration cum Superintendent of Stamps
IGST	Integrated Goods and Services Tax
IR	Inspection Report
IS Act	Indian Stamp Act, 1899
IWC	Improvement Working Circle
JPEG	Joint Photographic Expert Group
M. Corp.	Municipal Corporation
MPLS	Multi-Protocol Label Switching
NGDRS	National Generic Document Registration System
NRDA	Naya Raipur Development Authority
NSE	National Stock Exchange
PA	Performance Audit
PAC	Public Accounts Committee
PAN	Permanent Account Number
PCCF	Principal Chief Conservator of Forest
PHN	<i>Patwari Halka</i> Number
PIWC	Plantation Working Circle
PWC	Protection Working Circle
RDM	Revenue and Disaster Management
RF	Registration Fees
RFP	Request for Proposal
RIC	Revenue Inspector Circle
RO	Range Officer
RRC	Revenue Recovery Certificate
RTO	Regional Transport Officer
RWC	Rehabilitation Working Circle
SCI	Selection-Cum-Improvement
SD	Stamp Duty
SDC	State Data Centre
SDD	System Design Document
SDVC	Sub District Valuation Committee
SGST	State Goods and Services Tax
SHCIL	Stock Holding Corporation of India Limited
SLA	Service Level Agreement

SP	Service Provider
SR	Sub Registrar
SRO	Sub Registration Office
SRS	System Requirement Specification
SS	Superintendent of Stamps
TC	Transport Commissioner
TCP	Town and Country Planning
UAT	User Acceptance Testing
UIDAI	Unique Identification Authority of India
VAT	Value Added Tax
VPN	Virtual Private Network
WP	Working Plan



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