



सत्यमेव जयते

**Report of the  
Comptroller and Auditor General of India  
on  
State Finances  
for the year ended 31 March 2017**



**Government of Rajasthan  
Report No. 7 of the year 2017**

**Report of the  
Comptroller and Auditor General of India**

**on**

**State Finances  
for the year ended 31 March 2017**

**Government of Rajasthan  
Report No. 7 of the year 2017**

# Contents

|   |   |     |
|---|---|-----|
| <b>Preface</b>                                    |   | iii |
| <b>Executive Summary</b>                          |   | v   |
| <b>Chapter I</b>                                  |   |     |
| <b>FINANCES OF THE STATE GOVERNMENT</b>           |   |     |
| 1.1   | Introduction  | 2   |
| 1.2   | Summary of Fiscal Operations in 2016-17   | 2   |
| 1.3   | Resources of the State  | 13  |
| 1.4   | Revenue Receipts  | 14  |
| 1.5   | Capital Receipts  | 22  |
| 1.6   | Public Account Receipts   | 23  |
| 1.7   | Application of Resources  | 24  |
| 1.8   | Quality of Expenditure  | 32  |
| 1.9   | Financial Analysis of Government Expenditure and Investment                                 | 38  |
| 1.10  | Assets and Liabilities  | 46  |
| 1.11  | Fiscal Imbalances   | 53  |
| 1.12  | Debt Management   | 58  |
| 1.13  | Conclusions and Recommendations   | 59  |
| <b>Chapter II</b>                                 |   |     |
| <b>FINANCIAL MANAGEMENT AND BUDGETARY CONTROL</b> |   |     |
| 2.1   | Introduction  | 61  |
| 2.2   | Summary of Appropriation Accounts   | 61  |
| 2.3   | Financial Accountability and Budget Management  | 62  |
| 2.4   | Outcome of review of selected grants  | 87  |
| 2.5   | Irregularities in submission of Detailed Contingent Bills against Abstract Contingent Bills | 92  |
| 2.6   | Conclusions and Recommendations   | 95  |
| <b>Chapter III</b>                                |   |     |
| <b>FINANCIAL REPORTING</b>                        |   |     |
| 3.1   | Delay in furnishing Utilisation Certificates  | 97  |
| 3.2   | Non-submission/delay in submission of accounts  | 98  |
| 3.3   | Delay in submission of Accounts/Audit Reports of Autonomous Bodies                          | 99  |
| 3.4   | Departmentally managed commercial undertakings  | 99  |
| 3.5   | Misappropriations, losses, defalcations etc.  | 100 |
| 3.6   | Personal Deposit Accounts   | 101 |
| 3.7   | Booking under Minor Head "800-Other Expenditure"  | 103 |
| 3.8   | Book Adjustments  | 104 |
| 3.9   | Reconciliation of Receipts and Expenditure  | 104 |
| 3.10  | Outstanding balances under Suspense Accounts  | 104 |
| 3.11  | Conclusions and Recommendations   | 106 |

| <b>Appendices</b> |  |            |
|-------------------|--|------------|
| Appendix 1.1      | State Profile  | 109        |
| Appendix 1.2      | Part-A Structure and Form of Government Accounts<br>Part-B Layout of Finance Accounts  | 110<br>111 |
| Appendix 1.3      | Time series data on the State Government Finances  | 112        |
| Appendix 1.4      | Abstract of Receipts and Disbursements in 2016-17  | 114        |
| Appendix 1.5      | Summarised financial position of Government of Rajasthan as on 31 March 2017   | 118        |
| Appendix 1.6      | Actuals <i>vis-à-vis</i> Budget Estimates 2016-17  | 119        |
| Appendix 1.7      | Statement of Funds transferred by the Government of India directly to the State Implementing Agencies  | 122        |
| Appendix 1.8      | Financial Results of Major and Medium Irrigation Works during 2016-17  | 125        |
| Appendix 1.9      | Summarised Financial Statement of Departmentally Managed Commercial/ Quasi-Commercial Undertakings   | 126        |
| Appendix 1.10     | Statement showing the details of loans not repaid by loanees   | 127        |
| Appendix 1.11     | Details of devolution of 29 Subjects listed in XI Schedule of the Constitution of India to PRIs  | 129        |
| Appendix 1.12     | Statement showing devolution of functions listed in XII Schedule of the Constitution of India to Urban Local Bodies  | 130        |
| Appendix 1.13     | Statement showing the details of investment but accounts not submitted   | 131        |
| Appendix 1.14     | Statement showing the details of erosion of capital investment in Public Sector Undertakings   | 132        |
| Appendix 1.15     | Statement showing operating results of DISCOMs of Government of Rajasthan during last 10 years   | 135        |
| Appendix 2.1      | Statement of various grants/appropriations where excess expenditure was more than ₹ 1 crore each and also by more than 10 <i>per cent</i> of the total provision         | 136        |
| Appendix 2.2      | Rush of expenditure (where expenditure during last quarter was more than ₹ 50 crore in each case and also by more than 30 <i>per cent</i> of the total expenditure)      | 137        |
| Appendix 2.3      | Statement of various grants/appropriations where saving was more than ₹ 20 crore each and also by more than 20 <i>per cent</i> of the total provision                    | 143        |
| Appendix 2.4      | Statement of various grants where persistent savings were more than ₹ one crore in each case and also more than 10 <i>per cent</i> of the total provision during 2014-17 | 144        |
| Appendix 2.5      | Cases where supplementary provision (₹ 1 crore or more in each case) proved unnecessary  | 151        |
| Appendix 2.6      | Excessive/Unnecessary/Insufficient reappropriation of funds (where reappropriation and final excess/savings were more than ₹ 1 crore)                                    | 152        |
| Appendix 2.7      | Cases of surrender of savings in excess of ₹ 20 crore on 31 March 2017   | 154        |
| Appendix 2.8      | Details of saving of ₹ one crore and above not surrendered   | 157        |
| Appendix 2.9      | Details of Lump sum provisions (where surrender was more than ₹ 15 crore in each case and also in excess of 50 <i>per cent</i> of total budget provision)                | 158        |
| Appendix 2.10     | Details of surrender in excess of actual savings/excess (₹ one crore and above in each case)   | 164        |
| Appendix 2.11     | Cases in which the entire provision remained unutilized during last two to four years  | 165        |
| Appendix 2.12     | Details of schemes in which entire provision of ₹ 10 crore or more remained unutilized   | 167        |
| Appendix 2.13     | Details of balances in Bank Accounts   | 170        |
| Appendix 2.14     | Statement showing unutilized balances in inoperative/Closed Schemes as on 31 March 2017  | 171        |
| Appendix 2.15     | Statement showing details of operation of Government transactions in private/other than nationalised Banks   | 172        |
| Appendix 2.16     | Statement showing multiplicity of Bank Accounts for one scheme   | 173        |
| Appendix 2.17     | Non-utilisation of entire provision  | 174        |
| Appendix 2.18     | Position of Outstanding Abstract Contingent Bills up to 2016-17  | 175        |
| Appendix 3.1      | Utilisation Certificate Outstanding as on 30 June 2017   | 177        |
| Appendix 3.2      | Statement showing names of bodies and authorities the accounts of which had not been received  | 178        |
| Appendix 3.3      | Statement of finalisation of accounts and the government investment in departmentally managed commercial and quasi-commercial undertakings                               | 182        |
| Appendix 3.4      | Department/age-wise break-up of the pending cases of misappropriation, theft/losses, etc. (cases where final action was pending at the end of June 2017)                 | 183        |
| Appendix 3.5      | Department/category-wise details in respect of loss to Government due to theft, misappropriation/loss of Government material   | 184        |
| Appendix 3.6      | Statement showing the details of non-operation of Personal Deposit Accounts during 2012-17   | 185        |
| Appendix 3.7      | Outstanding Balances under Major Head 8658-Suspense Accounts   | 186        |
| Appendix 4.1      | Glossary of Terms  | 187        |

## PREFACE

1. This Report has been prepared for submission to the Governor of Rajasthan under Article 151 of the Constitution.
2. Chapters I and II of this Report contain audit observations on matters arising from examination of the Finance Accounts and Appropriation Accounts respectively, of the State Government for the year ended 31 March 2017. Information has also been obtained from the Government of Rajasthan, wherever necessary.
3. Chapter III on 'Financial Reporting' provides an overview and status of the State Government's compliance with various financial rules, procedures and directives relating to financial reporting during the current year.
4. The Reports containing the findings of performance audit and audit of transactions in various departments and observations arising out of audit of Statutory Corporations, Boards and Government Companies and the Report containing observations on Revenue Receipts are presented separately.

## Executive Summary

### ***Background***

Based on the audited accounts of the Government of Rajasthan for the year ended March 2017, this report provides an analytical review of the finances of the State Government. The financial performance of the State has been assessed based on the Fiscal Responsibility and Budgetary Management Act, Budget Documents, Economic Review 2016-17, XIV Finance Commission Report and other financial data obtained from various Government departments and organisations.

### ***Report***

This report is structured in three Chapters.

**Chapter I** is based on Finance Accounts and makes an assessment of Government of Rajasthan's fiscal position as on 31 March 2017. It provides an insight into trends in receipts, expenditure, borrowing pattern etc.

**Chapter II** is based on Appropriation Accounts and gives grant-by-grant description of appropriations and the manner in which the allocated resources were managed by the service delivery departments.

**Chapter III** is an inventory of Government of Rajasthan's compliance with various reporting requirements and financial rules.

The report also has an **Appendix 1.1** of additional data collected from several sources in support of the findings. **Appendix 4.1** at the end gives a glossary of selected terms related to the State economy, as used in this report.

### **Audit Findings and Recommendations**

#### **Finances of the State Government**

**Fiscal Deficit:** The State Government failed to contain the fiscal deficit within the limit of 3 *per cent* of GSDP, as laid down in FRBM Act and at the end of 2016-17, the fiscal deficit was ₹ 23,946 crore (3.19 *per cent* of GSDP), without taking into consideration the impact of Ujwal DISCOM Assurance Yojana (UDAY). The State Government released sum of ₹ 22,372 crore to the DISCOMs during 2016-17. If this impact is taken into account, the fiscal deficit of State Government rises to ₹ 46,318 crore (6.18 *per cent* of GSDP). The accumulated losses of the power sector PSUs were ₹ 1,01,239.35 crore as against the capital investment of ₹ 38,026.84 crore.

*(Paragraphs 1.2.2.3, 1.9.3, 1.9.5 and 1.11)*

**Revenue deficit:** The State Government was unable to achieve its target of attaining zero revenue deficit envisaged under the FRBM Act for the fourth consecutive year. During 2016-17, the revenue deficit increased to ₹ 18,114 crore from ₹ 5,954 crore in 2015-16. The State Government projected revenue expenditure of ₹ 1,32,053 crore and revenue receipts of ₹ 1,23,251 crore in Budget Estimates, with a view to maintain the revenue deficit of ₹ 8,802 crore during 2016-17. However, the actual expenditure was ₹ 1,27,140 crore (3.72

per cent less than estimates) and actual receipts were ₹ 1,09,026 crore (11.54 per cent less than estimates) during the year, leading to revenue deficit of ₹ 18,114 crore. However, Revenue Deficit was ₹ 9,114 crore without considering the impact of UDAY.

*(Paragraphs 1.2.2 and 1.11)*

**Debt:** The outstanding debt showed a steady increase over the years, from ₹ 1,17,809 crore at the end of 2012-13 to ₹ 2,55,002 crore (with UDAY) i.e. 34.01 per cent of GSDP (without UDAY it was ₹ 1,92,580 crore i.e. 25.69 per cent of GSDP) at the end of 2016-17. However, annual incremental borrowings of ₹ 23,244 crore (without UDAY) were higher than the ceiling of ₹ 21,554 crore, as fixed by the GoI.

*(Paragraph 1.10.2)*

**Revenue receipts:** The revenue receipts of the State increased steadily from ₹ 66,913 crore in 2012-13 to ₹ 1,09,026 crore in 2016-17. The growth in revenue receipts during 2016-17 was 8.7 per cent (₹ 8,741 crore) as compared to 9.8 per cent in the previous year. This was mainly on account of 20.2 per cent (₹ 5,640 crore) growth of the State's Share of Union Taxes in 2016-17. The share of tax revenue to revenue receipts declined from 46 per cent in 2012-13 to 41 per cent in 2016-17.

*(Paragraph 1.4)*

**Revenue expenditure:** While overall revenue expenditure of the State increased by 100 per cent from ₹ 63,462 crore in 2012-13 to ₹ 1,27,140 crore in 2016-17, its share in total expenditure declined from 82.9 to 80.9 per cent. However, during 2016-17, there was 19.7 per cent growth in revenue expenditure as compared to previous year's growth of 12.4 per cent. The Non Plan Revenue Expenditure also increased consistently over the period from ₹ 49,227 crore in 2012-13 to ₹ 79,658 crore in 2016-17 and stood 63 per cent of revenue expenditure after recording growth of 7 per cent over the previous year.

*(Paragraph 1.7 and 1.8)*

***The estimation of expenditure and receipts to attain the fiscal parameters within the prescribed limits may be made realistic and the State Government may persistently endeavour to achieve prudent financial targets.***

***It was observed that power sector was largely contributing to the financial debt and interest burden of the state over a period of time. UDAY was implemented to manage the debt in 2015-16.***

***The State Government may, inter alia, regularly review major fiscal parameters like fiscal deficit, primary deficit, revenue deficit and other outstanding liabilities. The Government may address the problem in the power sector on priority basis.***

**Accounting system of Local Bodies:** The state of accounting and certification of accounts in the PRIs and ULBs was not satisfactory. DLFAD issued only nine unqualified certificates and 6,404 qualified certificates in respect of PRIs.

*(Paragraph 1.7.5)*

***The accounting system in the Local Bodies needs to be strengthened. The State Government should ensure timely preparation and submission of accounts and their certification.***

**Investments:** During 2016-17, the State Government invested ₹ 4,316.32 crore in Government Companies, Statutory Corporations and Cooperative Institutions etc., State Government invested ₹ 4,065.71 crore in five Power Companies and ₹ 248.61 crore in other than power companies. During 2012-17, though the State Government invested ₹ 22,980.61 crore, the average return by way of dividend on the investment in the Government Companies and Statutory Corporations was less than 0.3 per cent, whereas, the Government paid up to 7.6 per cent interest on an average on its borrowings during 2012-17.

The State Government had invested ₹ 40,730.66 crore in State Public Sector Undertakings which have aggregated accumulated loss of ₹ 1,01,241.75 crore. This eroded the capital investment in loss making companies.

The State Government did not receive any dividend from 24 Joint Stock Companies during 2016-17.

*(Paragraph 1.9.3)*

***The State Government needs to ensure better value for money in investment.***

### **Financial Management and Budgetary Control**

**Budgetary Control:** During 2016-17, expenditure of ₹ 1,66,175.87 crore was incurred against total grants and appropriations of ₹ 1,83,564.19 crore leaving savings of ₹ 17,388.32 crore. Further, supplementary provisions of ₹ 1,453.04 crore obtained in 16 cases, proved unnecessary.

*(Paragraphs 2.2 and 2.3.7)*

**Financial Management:** Departments surrendered ₹ 17,281.09 crore on the last working day of the financial year leaving no scope for utilising these funds for other purposes. In three cases, ₹ 127.70 crore was surrendered in excess of actual savings. In two grants there was excess expenditure of ₹ 0.40 crore, which requires regularisation. Further, in 90 cases, lump sum provision of ₹ 6,562.78 crore was made, out of which ₹ 4,461.11 crore (68 per cent) remained unutilised.

*(Paragraphs 2.3.2, 2.3.10, 2.3.11 and 2.3.12)*



***Controlling/Disbursing Officers should keep a close and constant watch over the progress of expenditure against the sanctioned allotment in order to ensure utilisation of allotted funds as per requirement. They should also specifically strengthen monthly expenditure control and monitoring mechanisms.***

***Efforts should be made by all Departments to submit realistic budget estimates keeping in view the trends of expenditure in order to avoid large scale savings/excesses, reappropriations and surrenders at the end of the year, so that they can be effectively utilised in other areas/schemes.***

***Contingent Bills:*** Detailed Contingent Bills remained outstanding against 220 Abstract Contingent Bills amounting to ₹ 371.75 crore as on 30 June 2017.

***(Paragraph 2.5)***

***A rigorous monitoring mechanism should be put in place to adjust the advances drawn against Abstract Contingent Bills within the stipulated period.***

***Rush of expenditure:*** Out of total expenditure of ₹ 28,548.73 crore in respect of 75 sub-heads, a sum of ₹ 14,624.19 crore (exceeding ₹ 50 crore and more than 30 per cent of the total expenditure in each case) was incurred in last quarter of the financial year. Of this, ₹ 10,590.05 crore was spent in March 2017 alone, which led to rush of expenditure at the end of the year.

***(Paragraph 2.3.4)***

***Departments should closely monitor progress of expenditure throughout the year to avoid the quality related pitfalls associated with rush of expenditure at the end of the year.***

## **Financial Reporting**

***Utilisation Certificates:*** Non-submission of Utilisation Certificates of ₹ 9.32 crore indicated lack of proper monitoring by the Departments in utilisation of grants sanctioned for specific purposes. Instances of non-submission of Utilisation Certificates involving substantial amount, were noticed during test check in Science and Technology Department (₹ 6.31 crore) and Family Welfare Department (₹ 2.89 crore).

***(Paragraph 3.1)***

***Issues holding up submission of Utilisation Certificates should be identified to ensure their submission within the time stipulated.***

***Submission of accounts:*** There has been non-submission/delay in submission of accounts of autonomous bodies/authorities. Accounts of 58 autonomous bodies/ authorities, auditable under section 14 of CAG's (DPC) Act 1971, were in arrears for the last one to nine years.

***(Paragraph 3.2)***

***In order to clear the arrears of accounts in a time-bound manner, the controlling Departments should analyse the reasons for delay in finalisation of accounts of autonomous bodies/authorities and take suitable remedial measures for their timely submission.***

***Misappropriation, theft and losses:*** Out of 877 outstanding cases of misappropriation, theft and losses of Government money amounting to ₹ 67.02 crore, departmental and criminal investigation was awaited in 306 cases involving ₹ 29.57 crore. Further, orders for recovery/write off in 505 cases involving ₹ 32.48 crore were also awaited.

***(Paragraph 3.5)***

***Departmental enquiries in all the cases of fraud and misappropriation should be expedited. The internal controls in all the organisations should be strengthened to prevent recurrence of such cases***

# **MAIN REPORT**

# Chapter I

## Finances of the State Government

### Profile of the State

Rajasthan is the largest State of India in terms of geographical area (342.24 thousand square kilometres) and eighth in terms of population. It is located in the north-western part of the country. The population of the State<sup>1</sup> increased from 6.41 crore in 2007 to 7.35 crore in 2016, recording a decadal growth of 14.7 per cent (*Appendix 1.1*), as against the General Category States average of 11.9 per cent. The percentage of population below the poverty line was 14.7 per cent which was less than the All India average of 21.9 per cent. The Gross State Domestic Product (GSDP) in 2016-17 at current prices was ₹ 7,49,692 crore (advance estimates). The literacy rate increased from 60.4 per cent (2001 census) to 66.1 per cent (2011 census), which was 6.9 percentage points below All India average of 73 per cent during the corresponding period. During 2016-17, per capita income of the State stood at ₹ 1,01,967 as compared to the General Category States per capita income of ₹ 1,14,650. The state profile is given in *Appendix 1.1*.

### Gross State Domestic Production (GSDP)

GSDP is the market value of all officially recognised final goods and services produced within the State in a given period of time. The growth of GSDP of the State is an important indicator of the State's economy, as it indicates the standard of living of the State's population. The trends in the annual growth rate of the State's GSDP as compare to India's GDP at current prices are indicated in **Table 1.1**:

**Table 1.1: Annual growth rate of GSDP at current prices**

| Year                                  | 2012-13               | 2013-14               | 2014-15               | 2015-16               | 2016-17                   |
|---------------------------------------|-----------------------|-----------------------|-----------------------|-----------------------|---------------------------|
| India's GDP <sup>#</sup> (₹ in crore) | 99,44,013             | 1,12,33,522           | 1,24,45,128           | 1,36,82,035           | 1,51,83,709               |
| Growth rate of GDP (percentage)       | 13.8                  | 13.0                  | 10.8                  | 9.9                   | 11.0                      |
| State's GSDP* (₹ in crore)            | 4,93,007 <sup>§</sup> | 5,48,391 <sup>§</sup> | 6,06,465 <sup>§</sup> | 6,72,707 <sup>§</sup> | 7,49,692 <sup>&amp;</sup> |
| Growth rate of GSDP (percentage)      | 13.5                  | 11.2                  | 10.6                  | 10.9                  | 11.4                      |

Sources: # Press release of Ministry of Statistics and Programme Implementation on 1.8.2017

\* Directorate of Economics and Statistics, Government of Rajasthan

The growth rate of GSDP was 13.5 per cent during 2012-13, which decreased to 10.6 per cent in 2014-15 and showed an increasing trend since then and was 11.4 per cent during 2016-17.

<sup>1</sup> Population projection for India and State 2001-2026 (Revised December 2006) report of the Technical Group on population projection constituted by the National Commission on population Table-14 (projected total population by sex as on 1st October 2001-2026).

<sup>§</sup> Revised Estimates.

<sup>&</sup> Advance Estimates.

## 1.1 Introduction

This chapter provides a broad perspective of the finances of the Government of Rajasthan (GoR) during 2016-17 and analyses the changes observed in the major fiscal aggregates in relation to that of the previous year, keeping in view the overall trends during last five years. The annual accounts of GoR consist of Finance Accounts and Appropriation Accounts. The formats of Finance Accounts, introduced from 2009-10 and revised in 2015 are divided into two volumes (Volume I contains the summarised financial statements and Volume II presents detailed financial statements). This is summarised in *Appendix 1.2 (Part A) and Appendix 1.2 (Part B)*.

This chapter is structured in four parts.

- Summary of Fiscal Operations gives an overview of the Fiscal Situation, comparison of budget estimates and actuals achieved, review of Gender budgeting and Major project/policy initiatives and status of action taken.

(Paragraph 1.2)

- Resources of the State covers details regarding revenue receipts, capital receipts and public account receipts.

(Paragraphs 1.3 to 1.6)

- Application of Resources deals with quality of expenditure and financial analysis of government expenditure and investment.

(Paragraphs 1.7 to 1.9)

- Financial position includes assets and liabilities, fiscal imbalances and debt management.

(Paragraphs 1.10 to 1.12)

## 1.2 Summary of Fiscal Operations in 2016-17

**Table 1.2** below presents the summary of the State Government's fiscal operations during current year (2016-17) *vis-à-vis* previous year (2015-16), while *Appendix 1.4* provides an abstract of receipts and disbursements as well as overall fiscal position during the current year.

**Table 1.2: Summary of Fiscal Operations in 2016-17**

(₹ in crore)

|   | Receipts           |                    | Disbursements                                  |                    |                    |
|---|--------------------|--------------------|--|--------------------|--------------------|
|   | 2015-16            | 2016-17            |  | 2015-16            | 2016-17            |
| <b>Section-A: Revenue</b>                   |                    |                    |  |                    |                    |
| Tax Revenue                                 | 42,712.92          | 44,371.66          | General Services                               | 31,016.27          | 39,203.26          |
| Non-Tax Revenue                             | 10,927.87          | 11,615.57          | Social Services                                | 43,348.49          | 49,371.68          |
| Share of Union Taxes/<br>Duties             | 27,915.93          | 33,555.86          | Economic Services                              | 31,874.38          | 38,565.14          |
| Grants-in-aid from<br>Government of India   | 18,728.40          | 19,482.91          | Grants-in-aid and<br>Contributions             | 0.10               | 0.06               |
| <b>Total Section-A<br/>Revenue Receipts</b> | <b>1,00,285.12</b> | <b>1,09,026.00</b> | <b>Total Section-A<br/>Revenue Expenditure</b> | <b>1,06,239.24</b> | <b>1,27,140.14</b> |

|                                      | Receipts           |                    | Disbursements                             |                    |                    |
|--------------------------------------|--------------------|--------------------|---|--------------------|--------------------|
|                                      | 2015-16            | 2016-17            |   | 2015-16            | 2016-17            |
| <b>Section-B: Capital and others</b> |                    |                    |   |                    |                    |
| Miscellaneous Capital Receipts       | 24.34              | 27.84              | Capital Outlay                            | 21,985.26          | 16,979.72          |
| Recoveries of Loans and Advances     | 1,447.33           | 1,713.53           | Loans and Advances disbursed              | 36,602.25          | 12,965.45          |
| Public Debt Receipts*                | 60,998.17          | 43,888.85          | Repayment of Public Debt*                 | 4,959.04           | 5,014.57           |
| Contingency Fund                     | -                  |                    | Contingency Fund                          | -                  |                    |
| Public Account Receipts <sup>2</sup> | 1,46,910.29        | 1,56,044.35        | Public Account Disbursements <sup>2</sup> | 1,40,431.47        | 1,48,885.50        |
| Opening Cash Balance                 | 8,949.28           | 8,397.27           | Closing Cash Balance                      | 8,397.27           | 8,112.46           |
| <b>Total Section-B Receipts</b>      | <b>2,18,329.41</b> | <b>2,10,071.84</b> | <b>Total Section-B Disbursements</b>      | <b>2,12,375.29</b> | <b>1,91,957.70</b> |
| <b>Grand Total (A + B)</b>           | <b>3,18,614.53</b> | <b>3,19,097.84</b> | <b>Grand Total (A + B)</b>                | <b>3,18,614.53</b> | <b>3,19,097.84</b> |

Source: Finance Accounts for the respective years

\*Excluding net transaction under Ways and Means advances and overdraft

Detailed analysis and trend analysis of the fiscal operations are discussed in subsequent paragraphs in this chapter and the salient features of fiscal operations in 2016-17 are given below:

- Revenue Receipts grew by ₹ 8,740.88 crore (8.7 per cent) over the previous year. This was due to increase in Share of Union Taxes/Duties: ₹ 5,639.93 crore (20.2 per cent); Own Tax Revenue: ₹ 1,658.74 crore (3.9 per cent); Grants-in-aid from Government of India: ₹ 754.51 crore (4.0 per cent) and Non-Tax Revenue: ₹ 687.70 crore (6.3 per cent). However, the Revenue Receipts were lower than the projections made in the Medium Term Fiscal Policy Statement (MTFPS) 2016-17 by ₹ 14,225 crore.
- Revenue Expenditure increased by ₹ 20,900.90 crore (19.7 per cent) under General Services Sector by ₹ 8,186.99 crore (26.4 per cent); Economic Services Sector by ₹ 6,690.76 crore (21.0 per cent) and Social Services Sector by ₹ 6,023.19 crore (13.9 per cent). However, Revenue Expenditure was lower than the MTFPS projections for the year by ₹ 4,913 crore.
- Capital Outlay decreased by ₹ 5,005.54 crore (22.8 per cent) due to decreased in Economic Services Sector by ₹ 5,220.22 crore (33.6 per cent) and General Services Sector by ₹ 3.98 crore (0.9 per cent) which was counterbalanced by increase in Social Services Sector by ₹ 218.66 crore (3.6 per cent).
- Public Debt Receipts (excluding Ways and Means advances and overdraft) decreased by ₹ 17,109.32 crore (28.0 per cent), while Repayment of Public Debt marginally increased by ₹ 55.53 crore.

<sup>2</sup> The figures of Public Account Receipts/Disbursements are shown on gross basis in Table 1.2, while in other tables/paragraphs, they are shown on net basis.

- Public Account Receipts and Disbursements increased by ₹ 9,134.06 crore (6.2 per cent) and ₹ 8,554.03 crore (6.0 per cent) respectively.
- Cash balance declined by ₹ 284.81 crore (3.4 per cent).

### 1.2.1 Review of the fiscal situation

In pursuance of recommendations of the Twelfth Finance Commission, the State Government enacted its "Fiscal Responsibility and Budgetary Management (FRBM) Act 2005", with a view to ensure prudence in fiscal management and to maintain fiscal stability in the State. This was amended in the years 2011 and 2016. Besides, Fourteenth Finance Commission (XIV-FC) also suggested fiscal consolidation roadmap for the state.

Review of fiscal situation of the state, revealed the following points:

(i) According to Section 6(a) of FRBM Act, the State Government was to achieve Zero Revenue Deficit from financial year 2011-12 and thereafter maintain it or attain revenue surplus. Besides this, the XIV-FC also recommended balancing of receipt and expenditure on revenue account.

The State Government maintained the revenue surplus only during 2011-12 and 2012-13 and thereafter there was revenue deficit during four consecutive year upto 2016-17, despite high projections in the Budget Estimates (BE). The position of revenue surplus/deficit is summarised below:

| (₹ in crore) |           |           |           |           |           |            |              |
|--------------|-----------|-----------|-----------|-----------|-----------|------------|--------------|
|              | 2011-12   | 2012-13   | 2013-14   | 2014-15   | 2015-16   | 2016-17    |              |
| BE           | (+) 353   | (+) 928   | (+) 1,026 | (+) 738   | (+) 557   | (+) 198*   | (-) 8,802**  |
| RE           | (+) 443   | (+) 772   | (-) 2,505 | (-) 4,220 | (-) 5,232 | (-) 8,838* | (-) 17,838** |
| Actual       | (+) 3,357 | (+) 3,451 | (-) 1,039 | (-) 3,215 | (-) 5,954 | (-) 9,114* | (-) 18,114** |

\*without impact of UDAY<sup>3</sup>, \*\*with impact of UDAY

It is seen from the table that formulation of BEs for 2013-14 to 2016-17 was deficient as there was regular and significant fall in RE and actual. Moreover, the BEs of 2016-17 do not appear to be formulated keeping in view the trends of REs and actuals during 2013-16.

The State Government was unable to achieve projected revenue surplus during 2016-17, as the actual revenue expenditure declined to ₹ 1,27,140 crore against ₹ 1,32,053 crore in BE i.e. 3.72 per cent (₹ 4,913 crore) whereas the actual revenue receipt declined steeply to ₹ 1,09,026 crore against ₹ 1,23,251 crore in BE i.e. 11.54 per cent (₹ 14,225 crore). Thus, steeper fall in revenue receipts than budgeted was the reason for the revenue deficit. It would be seen that difference of these two parameters has appeared as revenue deficit. Significant decline was witnessed in revenue receipts: (i) Taxes on sales, trade etc. were ₹ 28,558 crore against BE ₹ 34,515 crore, (ii) Stamp and Registration Fees were ₹ 3,053 crore against BE ₹ 4,200 crore (iii) Taxes and Duties on Electricity were ₹ 738 crore against BE ₹ 2,000 crore, (iv) Royalty

<sup>3</sup> Ujwal DISCOM Assurance Yojana (UDAY) is the financial turnaround and revival package for electricity distribution companies (DISCOMs) initiated by the Government of India with the intent to find a permanent solution to the financial mismanagement.

on Petroleum were ₹ 2,332 crore against BE ₹ 3,500 crore and (v) Non-ferrous Mining and Metallurgical Industries generated ₹ 4,234 crore against BE ₹ 5,200 crore. The major areas showing decline in revenue expenditure compared to the BE were (i) Rural Employment where the expenditure was ₹ 2,718 crore against the BE ₹ 4,680 crore and (ii) Power where the expenditure was ₹ 16,842 crore compared to BE ₹ 17,847 crore.

It is noteworthy that the three areas of receipts i.e. Taxes on sales, trade etc; Royalty on Petroleum and Stamp and Registration Fees showed significant decline against BE during last two years as shown below:

(₹ in crore)

| Particular of Receipts      | 2015-16 |        |                                       | 2016-17 |        |                                       |
|-----------------------------|---------|--------|---------------------------------------|---------|--------|---------------------------------------|
|                             | BE      | Actual | Increase/<br>Decrease<br>(in percent) | BE      | Actual | Increase/<br>Decrease<br>(in percent) |
| Taxes on sales, trade etc.  | 30,500  | 26,345 | (-)13.6                               | 34,515  | 28,558 | (-) 17.3                              |
| Royalty on Petroleum        | 6,575   | 2,342  | (-) 64.4                              | 3,500   | 2,332  | (-) 33.4                              |
| Stamp and Registration Fees | 4,200   | 3,234  | (-) 23.0                              | 4,200   | 3,053  | (-) 27.3                              |

**The above position indicates that the state's budget formulation seems to be optimistic.**

(ii) Section 6 (b) of the FRBM Act, envisaged achieving of fiscal deficit of 3 per cent of GSDP by financial year 2011-12 and thereafter to maintain the said ratio or reduce it. Besides, the XIV-FC also recommended (Paragraph 14.64) anchoring of the fiscal deficit of the state to annual limit of 3 per cent of GSDP.

The following table shows position of BE and actual of fiscal deficit-GSDP ratio at the end of 2016-17:

|         | Budget Estimates                        | Revised Estimates                       | Actual                                  |
|---------|---|---|---|
| 2015-16 | 2.99 (Without UDAY)                     | 3.62 (Without UDAY)<br>9.99 (With UDAY) | 3.41 (Without UDAY)<br>9.36 (With UDAY) |
| 2016-17 | 3.00 (Without UDAY)<br>5.62 (With UDAY) | 3.37 (Without UDAY)<br>6.36 (With UDAY) | 3.19 (Without UDAY)<br>6.18 (With UDAY) |

It is observed that the fiscal deficit-GSDP ratio crossed the limit prescribed by FRBM Act and XIV-FC for the third consecutive year 2016-17. It is noteworthy that even after excluding impact of UDAY the fiscal deficit-GSDP ratio 3.19 per cent in 2016-17 exceeded prescribed limit of 3.0 per cent. The fiscal deficit-GSDP ratio is 6.18 per cent against the estimated 5.62 per cent, if the borrowing under UDAY is taken into account. It is also noteworthy that BE for fiscal deficit (with UDAY) of 2016-17 were prepared taking into account borrowings of ₹ 20,133 crore whereas the actual borrowings were ₹ 22,372 crore during 2016-17.

(iii) The XIV-FC inter-alia recommended measures for fiscal environment and fiscal consolidation roadmap for the States. These included (a) providing statutory ceiling on the sanction of new capital works to an appropriate multiple of the annual budget provision, (b) replacing the existing FRBM Act with a debt ceiling and Fiscal Responsibility Legislation under Article 293(1).



It was observed that none of the above recommendations has so far been adopted by the State Government. The fact remains that recommendations on the above measures remained to be implemented despite lapse of more than two years of the XIV-FC period i.e. 2015-20. Despite substantial amendment in FRBM Act, 2005 through Rajasthan Gazette notification dated 09 April 2016, GoR did not include major recommendations of XIV-FC on Fiscal Environment and Fiscal Consolidation Roadmap of the States.

(iv) As per the provisions of Section 8 of the FRBM Act, GoR constituted a Public Expenditure Review Committee (PERC) (February 2006) consisting of five members with professional expertise in the fields of Finance, Management, Planning, Administration, Accounts and Audit and Law. PERC decided (May 2006) that the committee should meet at least once in three months. However, no meeting was held during 2016-17 due to non-availability of Ex-officio Members.

(v) The State Government amended (April 2016) the provisions of Section 6(c) of the FRBM Act to prescribe the limit of total outstanding debt upto 36.5 per cent of GSDP for the financial year 2016-17.

The DEBT-GSDP ratio was 34.01 during 2016-17, which was within the limit fixed in revised FRBM Act.

### 1.2.2 Budget Estimates, Revised Estimates and Actual

The budget papers presented by the State Government provide projections or estimations of receipts and expenditure for a particular fiscal year. The importance of accuracy in the estimation of receipts and expenditure is widely accepted in the context of effective implementation of fiscal policies for overall economic management. Deviations from the BE are indicative of non-attainment/non-optimisation of the desired fiscal objectives due to various reasons, some within the control of the government and some beyond its control. State Government presented its Revised Estimates (RE) of financial year 2016-17 along with BE of 2017-18 on 8 March 2017, a day after the second supplementary (7 March 2017).

A comparison of Actual with BE and Revised estimates (RE) for the year 2016-17 is given in **Table 1.3** below and detailed comparison in **Appendix 1.6**.

**Table 1.3: Budget Estimates, Revised Estimates and Actual for the year 2016-17**

| (₹ in crore)                            |                  |                   |            |                                   |                                   |
|---|------------------|-------------------|------------|-----------------------------------|-----------------------------------|
| Fiscal parameters                       | Budget Estimates | Revised Estimates | Actuals    | Difference between Actuals and BE | Difference between Actuals and RE |
| 1                                       | 2                | 3                 | 4          | 5 (4-2)                           | 6 (4-3)                           |
| Tax Revenue                             | 53,300           | 46,986            | 44,372     | (-) 8,928                         | (-) 2,614                         |
| Non-Tax Revenue                         | 14,084           | 12,469            | 11,615     | (-) 2,469                         | (-) 854                           |
| State's share of Union Taxes and Duties | 31,478           | 33,556            | 33,556     | 2,078                             | 0                                 |
| Grants-in-aid from GoI                  | 24,389           | 23,417            | 19,483     | (-) 4,906                         | (-) 3,934                         |
| Revenue Receipts                        | 1,23,251         | 1,16,428          | 1,09,026   | (-) 14,225                        | (-) 7,402                         |
| Revenue Expenditure                     | 1,32,053         | 1,34,266          | 1,27,140   | (-) 4,913                         | (-) 7,126                         |
| Interest Payments                       | 17,527           | 17,734            | 17,677     | 150                               | (-) 57                            |
| Capital Expenditure                     | 23,421           | 18,517            | 16,980     | (-) 6,441                         | (-) 1,537                         |
| Revenue Deficit(-) / Surplus (+)        | (-) 8,802        | (-) 17,838        | (-) 18,114 | (-) 9,312                         | (-) 276                           |
| Fiscal Deficit (-)                      | (-) 43,147       | (-) 47,651        | (-) 46,318 | (-) 3,171                         | (-) 1,333                         |
| Primary Deficit (-)                     | (-) 25,620       | (-) 29,917        | (-) 28,641 | (-) 3,021                         | -                                 |

**Source: Finance Accounts and Budget Documents**

Analysis of the important parameters is given below:

### 1.2.2.1 Revenue Receipts

Revenue Receipts were lower by ₹ 14,225 crore (12 per cent) and ₹ 7,402 crore (6 per cent) over BE and RE respectively. The Revenue Receipts was lower than BE and RE due to lesser collection of Tax Revenue<sup>4</sup> and Non-Tax Revenue of GoR and Grants-in-aid from GoI. In most of the components of Tax Revenue Receipts, except Taxes on Goods and Passengers and Other Taxes and Duties on Commodities and Services (OTDCS), the receipts were lower than projections made in BE and RE. Non-Tax Revenue Receipt was also below the projection made in BE and RE, due to less receipt of royalty from Petroleum.

### 1.2.2.2 Revenue Expenditure

Revenue Expenditure at ₹ 4,913 crore (4 per cent) and ₹ 7,126 crore (5 per cent) was less than the BE and RE respectively. The revenue expenditure decreased as compared to BE mainly due to decline in expenditure by ₹ 1,962 crore under 'Rural Employment'; ₹ 1,005 crore under 'Power'; ₹ 707 crore under 'General Education'; ₹ 626 crore under 'Crop Husbandry'; ₹ 594 crore under 'Other Rural Development Programmes'; ₹ 562 crore under 'Special Programmes for Rural Development'; ₹ 291 crore under 'Family Welfare' and ₹ 247 crore under 'Medical and Public Health' which was counterbalanced by increase of ₹ 987 crore under 'Relief on account of Natural Calamities'. In all the above components of Revenue Expenditure, the actuals were also lower than projection made in RE.

### 1.2.2.3 Deficit

The revenue deficit<sup>5</sup> (with UDAY) stood at ₹ 18,114 crore which was higher than the projections made in BE and RE of ₹ 8,802 crore and ₹ 17,838 crore respectively. The fiscal deficit<sup>6</sup> (with UDAY) stood at ₹ 46,318 crore which was higher than the projection in BE (₹ 43,147 crore) but lower than the RE (₹ 47,651 crore). Further, against primary deficit<sup>7</sup> as projected in the BE and RE of ₹ 25,620 crore and ₹ 29,917 crore respectively, actual primary deficit stood at ₹ 28,641 crore, which was higher than the BE but lower than the RE. Accordingly the FRBM targets as forecasted were not be achieved. **Table 1.4** details of the deficit in BE/RE vis-a-vis actuals during 2016-17:

**Table 1.4: Position of deficits in the context of BE/RE and Actual**

(₹ in crore)

| Type of Deficit          | Without UDAY |            |            | With UDAY  |            |            |
|--------------------------|--------------|------------|------------|------------|------------|------------|
|                          | BE           | RE         | Actual     | BE         | RE         | Actual     |
| Revenue Deficit/ Surplus | 198          | (-) 8,838  | (-) 9,114  | (-) 8,802  | (-) 17,838 | (-) 18,114 |
| Fiscal Deficit           | (-) 23,014   | (-) 25,279 | (-) 23,946 | (-) 43,147 | (-) 47,651 | (-) 46,318 |
| Primary Deficit          | (-) 5,487    | (-) 7,545  | (-) 6,269  | (-) 25,620 | (-) 29,917 | (-) 28,641 |

<sup>4</sup> State Tax Revenue decreased by ₹ 8,928 crore and State's share of Union Taxes and Duties increased by ₹ 2,078 crore compared to BE and State Tax Revenue decreased by ₹ 2,614 crore compared to RE.

<sup>5</sup> Revenue Deficit = Revenue Expenditure - Revenue Receipts.

<sup>6</sup> Fiscal Deficit = Revenue Expenditure + Capital Expenditure + Net Loan and Advances - Revenue Receipts - Miscellaneous Capital Receipts.

<sup>7</sup> Primary Deficit = Fiscal Deficit - Interest payments.

### 1.2.2.4 Capital Expenditure

During 2016-17, the capital expenditure was ₹ 6,441 crore (28 per cent) and ₹ 1,537 crore (8 per cent) lower than BE and RE respectively. The capital expenditure decreased compared to BE mainly due to decline in expenditure under Capital Outlay on Roads and Bridges: ₹ 1,843 crore; Water Supply and Sanitation: ₹ 1,248 crore; Urban Development: ₹ 891 crore; Medical and Public Health: ₹ 747 crore; Public Works: ₹ 306 crore; Roads and Transport: ₹ 300 crore; Crop Husbandry: ₹ 280 crore; Major Irrigation: ₹ 275 crore and Other Social Services: ₹ 187 crore. In all above components of Capital Expenditure, the actuals were also lower than projection made in the RE.

### 1.2.3 Gender Budgeting

Gender Responsive Budgeting (GRB) is a means to ensure that public resources are allocated in an equitable way to satisfy the most pressing needs of specific gender groups. During the Budget speech of 2009-10, GoR announced preparation of GRB which would enable gender based budget analysis of each department. Accordingly, a High Level Committee (HLC) was formed (August 2009) under the chairmanship of the Chief Secretary and a Gender Cell was formed (September 2009) in the Department of Women and Child Development. One of the functions and objectives of GRB was consolidating budget schemes and facilitating integration of gender analysis in the Government Budget. Further, during August 2010, Gender Desks were also constituted in various Departments for implementation of various GRB initiatives. Besides, the State Government decided (August, 2011) to include Gender Budget Statement (GBS) in the new Integrated Financial Management System (IFMS) for preparation of BE from the financial year 2012-13.

The Budget Controlling officers of the specified departments are required to provide information in the format given by the Finance Department to prepare the annual GBS. This format requires classification of plan schemes/programmes targeted at women into following four categories.

|          |  |
|----------|--|
| <b>A</b> | Schemes under which expenditure targeted at women is more than 70 per cent.    |
| <b>B</b> | Schemes under which expenditure targeted at women lies between 70-30 per cent. |
| <b>C</b> | Schemes under which expenditure targeted at women lies between 30-10 per cent. |
| <b>D</b> | Schemes under which expenditure targeted at women is less than 10 per cent.    |

The details of category wise allocation and actual expenditure during 2012-17 are given in table below:

**Table: Gender budgetary allocations and actuals during 2012-17**

|         |                          | (₹ in crore) |              |              |              |           |
|---------|--------------------------|--------------|--------------|--------------|--------------|-----------|
| Year    |                          | Category 'A' | Category 'B' | Category 'C' | Category 'D' | Total     |
| 2012-13 | BE                       | 2,227.59     | 15,514.36    | 255.87       | 209.71       | 18,207.53 |
|         | Actual expenditure       | 3,371.83     | 10,334.31    | 475.07       | 129.01       | 14,310.22 |
|         | Actual in per cent of BE | 151.4        | 66.6         | 185.7        | 61.5         | 78.6      |
| 2013-14 | BE                       | 3,262.82     | 18,832.71    | 980.81       | 60.62        | 23,136.96 |
|         | Actual expenditure       | 5,020.62     | 11,190.07    | 657.65       | 329.79       | 17,198.13 |
|         | Actual in per cent of BE | 153.9        | 59.4         | 67.1         | 544.0        | 74.3      |

| Year    |                                 | Category 'A' | Category 'B' | Category 'C' | Category 'D' | Total     |
|---------|---------------------------------|--------------|--------------|--------------|--------------|-----------|
| 2014-15 | BE                              | 4,241.11     | 21,143.72    | 2,887.26     | 38.49        | 28,310.58 |
|         | Actual expenditure              | 5,767.98     | 18,329.41    | 1,093.63     | 1,315.92     | 26,506.94 |
|         | Actual in <i>per cent</i> of BE | 136.0        | 86.7         | 37.9         | 3418.9       | 93.6      |
| 2015-16 | BE                              | 5,963.18     | 30,381.26    | 2,264.05     | 42.63        | 38,651.12 |
|         | Actual expenditure              | 7,814.04     | 20,263.82    | 2,176.33     | 49.76        | 30,303.95 |
|         | Actual in <i>per cent</i> of BE | 131.0        | 66.7         | 96.1         | 116.7        | 78.4      |
| 2016-17 | BE                              | 5,771.71     | 37,876.75    | 3,251.84     | 40.64        | 46,940.94 |
|         | Actual expenditure              | 3,524.88     | 23,211.34    | 2,450.84     | 89.69        | 29,276.75 |
|         | Actual in <i>per cent</i> of BE | 61.1         | 61.3         | 75.4         | 220.7        | 62.4      |

It is evident from the table that the total expenditure against Gender Budgeting decreased from 78.6 *per cent* to 62.4 *per cent* during 2012-17. Further, where the average expenditure in 'A' category schemes was 143.1 *per cent* of budget estimates during 2012-16, it was just 61.1 *per cent* during 2016-17.

Test check of five schemes (classified under category 'A' with 100 *per cent* gender budget allotment and exceeding ₹ 10 crore) in Women and Child Development Department, Rural Development and Panchayati Raj Department (RD&PRD) and Secondary Education Department revealed the following irregularities:

(i) **Women and Child Development Department**

(a) **Mission Gramya Shakti (MGS)** aims to strengthen women Self Help Groups (SHGs), through clustering, capacity building and handholding of SHGs and link with livelihood promotion programmes for woman empowerment. It was observed that no expenditure was incurred during 2016-17 against budget provision of ₹ 16.60 crore. The Director, Women Empowerment informed (August 2017) that the scheme could not be implemented due to non-approval of work plan of MGS by the Finance Department. No expenditure was incurred under the scheme. This was pointed out in the CAG's Audit Reports on the State Finances for the years 2013-16.

(b) **Rajeev Gandhi Kishori Balika Empowerment Scheme (SABLA)** aims at empowering Adolescent Girls of 11 to 18 years by improving their nutritional and health status, life skills and vocational skills.

It was observed that only ₹ 0.37 crore (0.37 *per cent*) was incurred against budget allocation of ₹ 101.36 crore during 2016-17 due to non implementation of supplementary nutrition scheme.

(ii) **Rural Development and Panchayati Raj Department**

(a) **National Rural Livelihood Mission (NRLM)** funded by GoI is being implemented by Rajasthan Grameen Aajeevika Vikas Parishad-RAJEEVIKA (RGAVP) which was established under administrative control of RD&PRD in October 2010. RGAVP aims at creating financially sustainable and effective institutional platform of the rural poor. It was observed that during 2016-17, only ₹ 24.73 crore was spent against allocation of ₹ 118.10 crore under this scheme due to non receipt of funds from GoI.

(b) **Indira Awas Yojana (IAY)** is designed to enable Below Poverty Line (BPL) households identified by the community through Gram Sabhas, to build their houses or to get house sites with financial and technical assistance from the Government.

It was observed that during 2016-17, only ₹ 132.06 crore spent against allocation of ₹ 830.90 crore under IAY. The Department intimated (August 2017) that less expenditure was incurred due to implementation of *Pradhan Mantri Awaas Yojana* instead of IAY.

(iii) **Secondary Education Department**

Under the plan scheme of "**Cycle distribution to girl students of class IX**" in Government schools of urban and rural areas, only a sum of ₹ 23.58 crore (27.74 per cent) was spent against the allotment of ₹ 85 crore during 2016-17. The Department intimated (July 2017) that the amount could not be utilized due to delay (in May 2017) in supply of cycles.

Thus, there was nil expenditure in one gender based scheme and in the remaining four schemes the expenditure ranged between 0.37 and 27.74 per cent, which indicated lack of emphasis on the implementation of gender budgeting.

**1.2.4 Major project/policy initiatives and the status of action taken on Budget Speech 2016-17**

While presenting budget for the year 2016-17 in March 2016, the State Government announced several projects/policies. The major policy initiatives and the status of action taken on them as intimated (May-August 2017) by the concerned departments are summarised in the following table:

| Para No. of Budget speech | Name of Department            | Brief of announcements made in Budget speech  | Status of follow up action taken by the Department   |
|---------------------------|-------------------------------|---|--|
| 29                        | Public Health and Engineering | Phase-II of Jaipur-Bisalpur water supply project will be executed at the cost of ₹ 1,945 crore in view of increased demand of drinking water due to expansion of Jaipur city.   | No expenditure was incurred during 2016-17. The Department informed (August 2017) that the work of Detailed Project Report (DPR) and reservation of additional demand of drinking water in Bisalpur Dam were under process. It was also intimated that the project will be taken up after Sanction of loan from Japan International Cooperation Agency and issuance of Financial/Administrative/Technical Sanction.<br><br>The fact remains that the reservation of additional demand of water has not been done and tendering process was not started till August 2017. |
| 30.                       | Public Health Engineering     | DPRs have been prepared to overcome water supply problem in selected districts of the State. These projects will be started with financing from multinational financing institutions. Projects are as under:<br><br>(i) For Rajsamand district- work of ₹ 1,064 crore in phase-I for bringing water from Devas-III to Rajsamand lake. | (i) No expenditure was incurred during 2016-17. The Department informed (August 2017) that the Inter Departmental High Power Committee has not been approved proposals in DPR due to uncertainty of availability of water in Devas dam.  |

| Para No. of Budget speech | Name of Department | Brief of announcements made in Budget speech   | Status of follow up action taken by the Department   |
|---------------------------|--------------------|--|--|
|                           |                    | (ii) Projects costing ₹ 459.64 crore and ₹ 481.32 crore for benefiting 188 villages of Chohtan tehsil and 308 villages of Gudamalani tehsil of Barmer respectively.<br>(iii) Kumbharam lift project will be executed in Jhunjhunu District at the cost of ₹ 624.85 crore to provide drinking water for Surajgarh town and 190 villages and 69 <i>Dhanis</i> of Surajgarh, Chirawa and Buhana tehsil.<br>(iv) To solve drinking water problem of 94 villages and 504 <i>Dhanis</i> of Udaipurwati area, the project at the cost of ₹ 644.93 crore will be executed. | No expenditure was incurred during 2016-17. Preparation of revised DPR and debt sustainability certificate as per GoI instructions (March 2017) was under process. Thus, due to delay in administrative process the work was not started (August 2017).  |
| 31.                       | Water Resources    | A dam would be constructed on Battisa Nallah to solve problem of drinking water in Sirohi district at a cost of ₹ 213 crore.   | No expenditure was incurred during 2016-17. Administrative and Financial sanction of ₹ 228.05 crore was issued (July 2016) by the Department for the construction work.<br><br>Land acquisition and land clearance from forest department were under process.<br><br>Due to non-acquisition of land and non-clearance from forest department, the work could not be started despite financial sanction.                              |
| 60.                       | Devashtan          | Development works of 12 major religious and cultural places <sup>8</sup> will be undertaken in phased manner at the cost of ₹ 35 crore.  | Action on final DPR of Khatushyamji-Sikar, Diggimalpura-Tonk, Pushkar and Budha Pushkar-Ajmer and Baneshwar dham- Dungarpur were being taken.<br><br>In respect of Shri Mehandipur Balaji, final DPR was approved and Implementing agency was instructed for further action.<br><br>Thus, developmental works of religious and cultural places of could not be started due to non finalising DPRs.                                   |
| 72.                       | Industries         | Rajasthan Start up policy -2015 has been implemented in the State. Financial assistance will be provided to young entrepreneurs for establishment of their own enterprises, for this a provision of ₹ 10.85 crore has been proposed.   | Government of Rajasthan made budget provision of ₹ 10.85 crore against which no expenditure was incurred during the year. However, Rajasthan State Industrial Development and Investment Corporation Limited (RIICO) intimated (June 2017) that a sum of ₹ 0.45 crore was allotted and ₹ 0.93 crore (un-audited) has been incurred during 2016-17.<br><br>Further, only 22 proposals of ₹ 1.91 crore were sanctioned during 2016-17. |
| 94                        | Agriculture        | Construction works of 2.32 lakh metric ton capacity warehouses by Rajasthan State Warehouse Corporation at a cost of ₹ 162 crore.  | Rajasthan State Warehousing Corporation intimated (July 2017) that only 20 per cent of works of warehouses at Raisinghnagar and Gharsana have been completed. Tendering process for  |

<sup>8</sup> Khatushyamji-Sikar, Diggimalpura-Tonk, Chauthmata ka Barwara-Sawaimadhpor, Matrikundiya-Chittorgarh, Mehandipur Balaji-Karauli, Baneshwar dham-Dungarpur, Ramdevra Laghurwa-Jaisalmer, Salasar Hanumanji-Churu, Pushkar and Budha Pushkar-Ajmer, Roopnarayanji temple, Charbhujaji temple-Rajsamand and Magra Merwara area.

| Para No. of Budget speech | Name of Department    | Brief of announcements made in Budget speech   | Status of follow up action taken by the Department  |
|---------------------------|-----------------------|--|---|
|                           |                       |  | construction works of warehouses at Ramgarh in Alwar and Anoopgarh in Sri Ganganagar were under process.  |
| 166                       | Technical Education   | Technical University will be established in Bikaner.   | No expenditure was incurred during 2016-17. 30 acre land has been identified and the District Collector has been requested for the allotment of land. Further, the proposal was under consideration for administrative approval.  |
| 186                       | Medical Education     | Increase of 350 MBBS seats in Medical College Ajmer, Udaipur and Kota (100 seats each) and Jhalawar (50 seats) during ensuing years on which approximate expenditure of ₹ 420 crore will be incurred.  | Principal, Medical College, Udaipur and Ajmer intimated (June 2017) that no amount has been allotted during 2016-17. Medical college Kota intimated that during 2016-17 an amount of ₹ 7.50 crore was allotted but no expenditure was incurred.   |
| 203                       | Local Self Government | DPR will be prepared to develop Jaipur and Udaipur cities in the form of Smart Cities which were among twenty cities of the country declared by Government of India as Smart Cities in the phase-I. A provision of ₹ 400 crore was proposed for the ensuing year.                                  | Grants in aid of ₹ 316 crore was sanctioned during 2015-16 and 2016-17 in favour of Jaipur Smart City Limited against which expenditure of only ₹ 6.43 crore was made up to March 2017. Total project cost for 46 projects was ₹ 2,401 crore however, only four projects costing ₹ 18 crore were completed up to June 2017.<br><br>Grants in aid of ₹ 316 crore was sanctioned during 2015-16 and 2016-17 in favour of Udaipur Smart City Limited against which expenditure of only ₹ 5.78 crore was incurred up to March 2017. Total project cost for 79 projects was ₹ 1,221 crore however, only five projects of ₹ 3.34 crore were completed upto June 2017. |
| 204                       | Local Self Government | Thirty Seven cities <sup>9</sup> of the State have been included in fourth Phase of Rajasthan Urban Infrastructure Development Project (RPIDP) for the development of basic amenities viz: water distribution, sewerage, drainage etc. This scheme will be implemented at a cost of ₹ 4,200 crore. | No expenditure was incurred during 2016-17. RUIDP intimated that loan is likely to be sanctioned by Asian Development Bank (ADB) in 2017-18 and DPR will be prepared in December 2017, thereafter, tender would be invited and work order would be issued in March 2018.  |

The slow pace in follow up action and laxity in starting the works is indicative of lack of monitoring and pursuance of initiatives announced by the Hon'ble Chief Minister during budget speech.

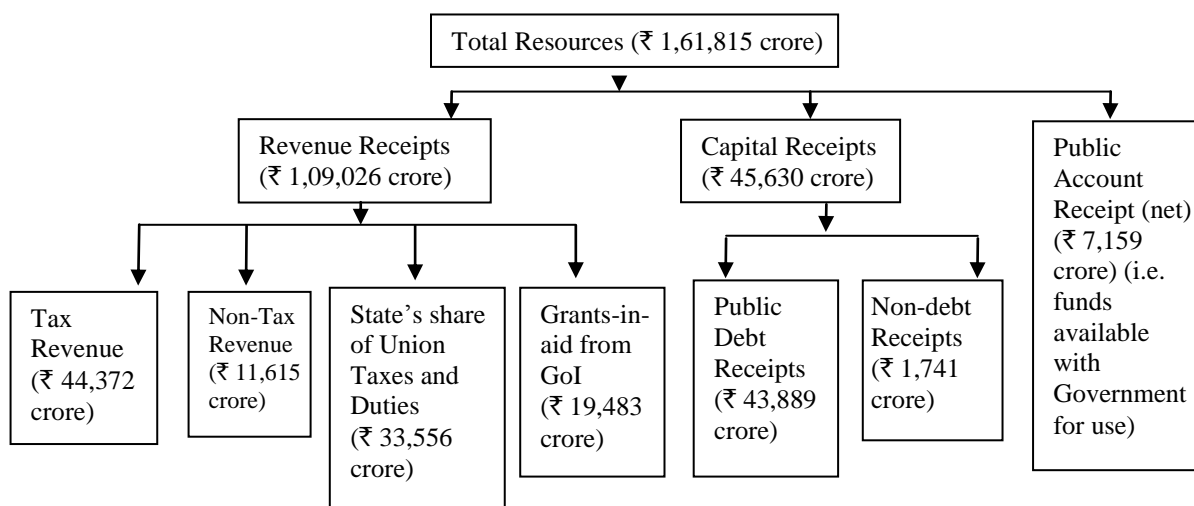
<sup>9</sup> Jobner, Chomu, Sambhar-Phulera district Jaipur, Bandikui district Dausa, Deeg, Kaman district Bharatpur, Khetri, Mandawa, Nawalgarh district Jhunjhunu, Pilibanga district Hanumangarh, Sardarshahar, Ratangarh district Churu, Aburoad district Sirohi, Bari district Dholpur, Nimbahera district Chittorgarh, Balotra district Pali, Fatehpur, Laxmangarh district Sikar, Kuchaman, Ladnu, Makarana, Didwana district Nagaur, Shri Dungargarh, Nokha district Bikaner, Rajgarh district Alwar, Suratgarh district Sri Ganganagar and Sirohi, Pratapgarh, Banswara, Dugarpur, Jalore, Barmer, Jaisalmer, Jhalawar, Karauli, Rajsamand and Dausa.

### 1.3 Resources of the State

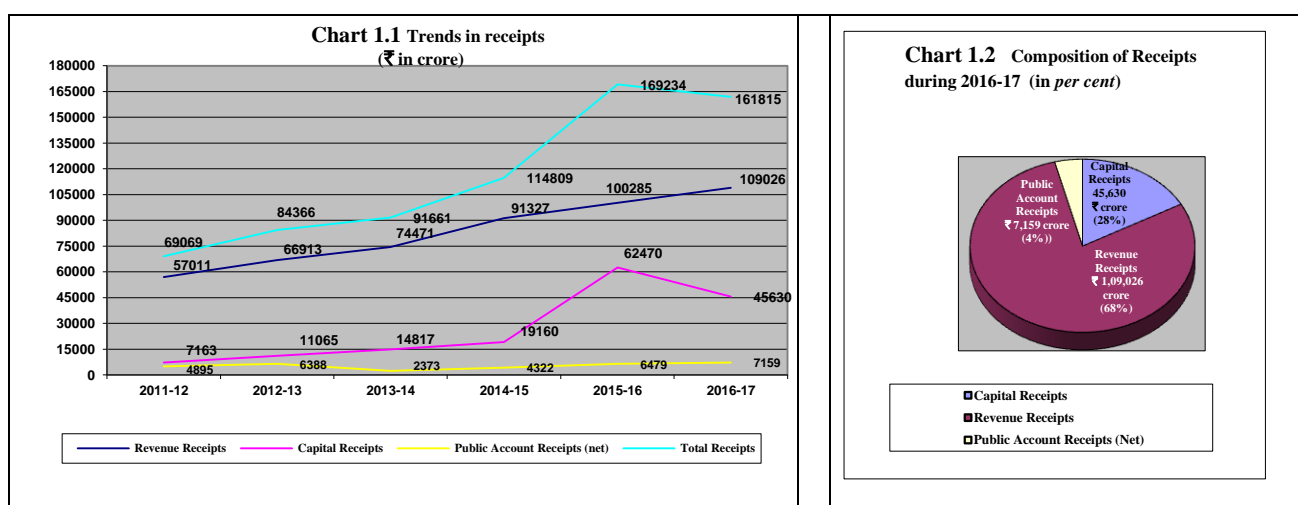
#### Resources of the State as per the Annual Finance Accounts

Receipts of the State Government can be divided into two categories namely Revenue Receipts<sup>10</sup> and Capital Receipts<sup>11</sup>. Besides, the funds available in the Public Account after disbursement are also utilised by the Government to finance its deficit. Following flowchart depicts the components and sub-components of the state’s resources:

#### Components and sub-components of resources



**Chart 1.1** depicts the trends in various components of the receipts of the State during 2011-17 and **Chart 1.2** depicts the composition of resources of the State during the current year.



Source: Finance Accounts

<sup>10</sup> Revenue Receipts consist of Tax Revenues, Non-Tax Revenues, State’s share of Union Taxes and Duties and Grants-in-aid from the GoI.

<sup>11</sup> Capital Receipts comprise proceeds from disinvestments, recoveries of loans and advances, debt receipts (market loans, borrowings from financial institutions/ commercial banks) and Loans and Advances from GoI.



During 2011-12 to 2016-17, total receipts (excluding Contingency Fund Receipts) increased from ₹ 69,069 crore in 2011-12 to ₹ 1,61,815 crore in 2016-17, recording average annual growth rate of 27 per cent. However, during 2016-17 it decreased by ₹ 7,419 crore (4 per cent) compared to previous year.

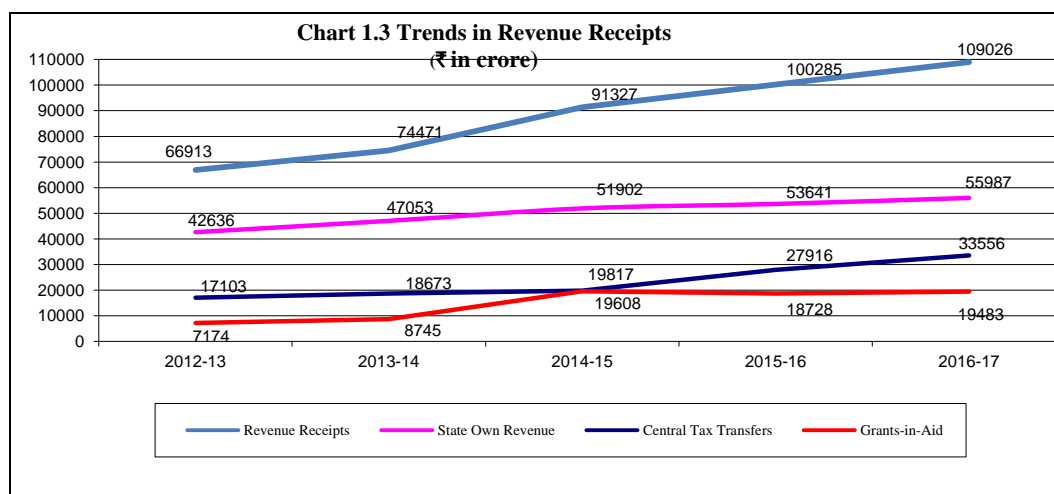
The share of revenue receipts in total receipts was 68 per cent during the year 2016-17. Further details of Revenue Receipts are given in **Paragraph 1.4**.

Public Account Receipts which refer to receipts for which the Government acts as a banker/trustee for the public money, accounted for 4 per cent of total receipts during 2016-17. Net receipts of Public Account (₹ 7,159 crore) were mainly from Small Savings, Provident Funds, etc. (₹ 3,380 crore).

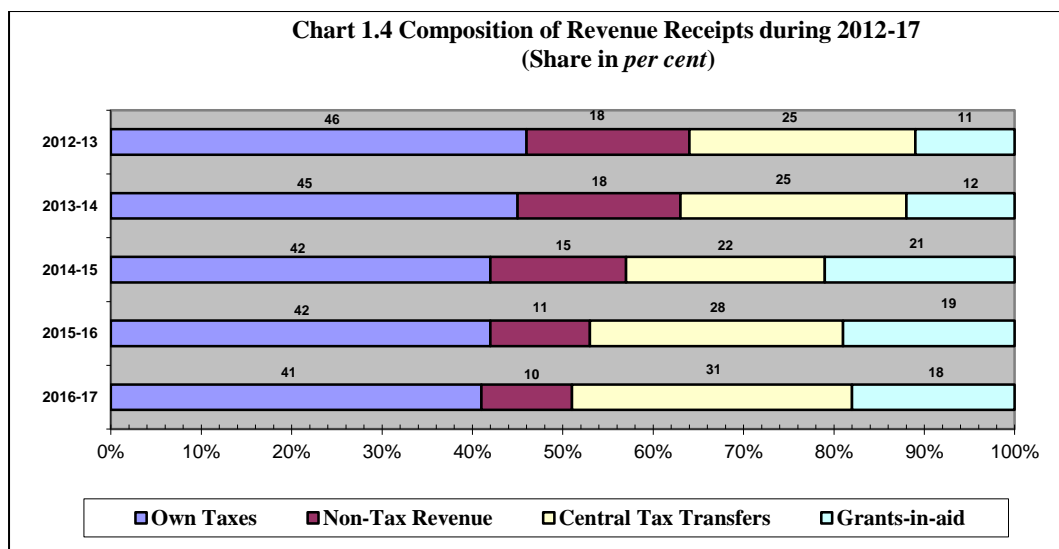
Capital Receipts increased from ₹ 7,163 crore in 2011-12 to ₹ 45,630 crore in 2016-17 with an average annual growth rate of 107 per cent during the period and also accounted for 28 per cent of total receipts during 2016-17. However, during 2016-17 it decreased by ₹ 16,840 crore (27 per cent) compared to previous year. Public Debt Receipts, which are the main constituents of Capital Receipts, decreased by ₹ 17,109 crore from the previous year. Internal Debt and Loans and Advances from GoI are the two components of the Public Debt Receipts and constituted 92 per cent and 8 per cent respectively, of the Total Public Debt Receipts. There was a growth of 98 per cent in Loans and Advances from GoI and declined Internal Debt by 32 per cent compared to previous year. This declined growth of 32 per cent in internal debt was mainly decrease of issue of Non-statutory Liquidity Ratio Bonds and forfeited Bonds of ₹ 17,678 crore under UDAY during 2016-17 from the previous year.

## 1.4 Revenue Receipts

Statement 14 of the Finance Accounts, details the Revenue Receipts of the Government. Revenue Receipts consist of the Governments Own Tax and Non-Tax Revenues, Central Tax transfers and Grants-in-aid from GoI. The trends and composition of Revenue Receipts over the period 2012-17 are presented in **Appendix 1.3** and also in **Chart 1.3** and **Chart 1.4** below:



Source: Finance Accounts



Source: Finance Accounts

Revenue Receipts increased at an annual growth rate of 16 *per cent* from ₹ 66,913 crore in 2012-13 to ₹ 1,09,026 crore in 2016-17.

On an average, 57 *per cent* of the revenue came from the State's own resources during the period 2012-17 and the balance came from GoI as the State's share of Union Taxes and Duties and Grants-in-aid.

The share of Tax Revenue in Revenue Receipts ranged between 41 and 46 *per cent*, whereas the share of Non-Tax Revenue ranged between 10 and 18 *per cent* during 2012-17. However, the share of Non Tax Revenue in Revenue Receipts decreased from 11 *per cent* in 2015-16 to 10 *per cent* in 2016-17.

The trends in Revenue Receipts relative to GSDP are shown in **Table 1.5**.

**Table 1.5: Trends in Revenue Receipts relative to GSDP**

|   | 2012-13       | 2013-14       | 2014-15       | 2015-16         | 2016-17         |
|---|---------------|---------------|---------------|-----------------|-----------------|
| <b>Revenue Receipts (RR) (₹ in crore)</b>                     | <b>66,913</b> | <b>74,471</b> | <b>91,327</b> | <b>1,00,285</b> | <b>1,09,026</b> |
| Rate of growth of RR ( <i>per cent</i> )                      | 17.4          | 11.3          | 22.6          | 9.8             | 8.7             |
| Rate of growth of State's Own Tax Revenue ( <i>per cent</i> ) | 20.2          | 9.8           | 15.5          | 10.4            | 3.9             |
| RR/GSDP ( <i>per cent</i> )                                   | 13.6          | 13.6          | 15.1          | 14.9            | 14.5            |
| <b>Buoyancy Ratios</b>  |               |               |               |                 |                 |
| Revenue buoyancy with respect to GSDP                         | 1.3           | 1.0           | 2.1           | 0.9             | 0.8             |
| State's own Tax buoyancy with respect to GSDP                 | 1.5           | 0.9           | 1.5           | 1.0             | 0.3             |
| Revenue buoyancy with respect to State's Own Tax              | 0.9           | 1.2           | 1.5           | 0.9             | 2.2             |

Source: Finance Accounts

Buoyancy ratio indicates the elasticity or degree of responsiveness of a fiscal variable with respect to a given change in the base variable. As GSDP grows, the ability of the Government to mobilise its own Tax Revenue should also increase. Revenue buoyancy, which is directly proportionate to growth of Revenue Receipts and GSDP, widely fluctuated during the period due to fluctuations in the growth rate of Revenue Receipts. It decreased to 0.8 in 2016-17 from 0.9 of the previous year. It is to mention that in 2016-17 the

GoI transferred more funds directly to State Implementing Agencies compared to previous year.

#### 1.4.1 State's own resources

As the State's share in Central Taxes and Grants-in-aid is determined on the basis of recommendations of the Finance Commission, the State's performance in mobilisation of resources was assessed in terms of its own resources comprising Tax and Non-Tax sources.

The State's actual Tax and Non-Tax Revenue *vis-a-vis* assessment made by XIV-FC and MTFPS are given in **Table 1.6** below:

**Table 1.6: Tax and Non-Tax Revenue projection and Actual for 2016-17**

|                        | XIV-FC<br>projections | BE/<br>MTFPS | Actual | Difference between Budget<br>Estimates and Actual |       |
|------------------------|-----------------------|--------------|--------|---|-------|
|                        |                       |              |        | Amount  |       |
|                        |                       |              |        | per cent  |       |
| <b>Tax Revenue</b>     | 62,521                | 53,300       | 44,372 | (-) 8,928   | 16.75 |
| <b>Non-Tax Revenue</b> | 18,843                | 14,084       | 11,615 | (-) 2,469   | 17.53 |

The Receipts under Tax Revenue and Non-Tax Revenue were less by 29.03 *per cent* (₹ 18,149 crore) and 38.36 *per cent* (₹ 7,228 crore) respectively than the normative assessment made by XIV-FC and were also less than BE.

##### 1.4.1.1 Tax Revenue

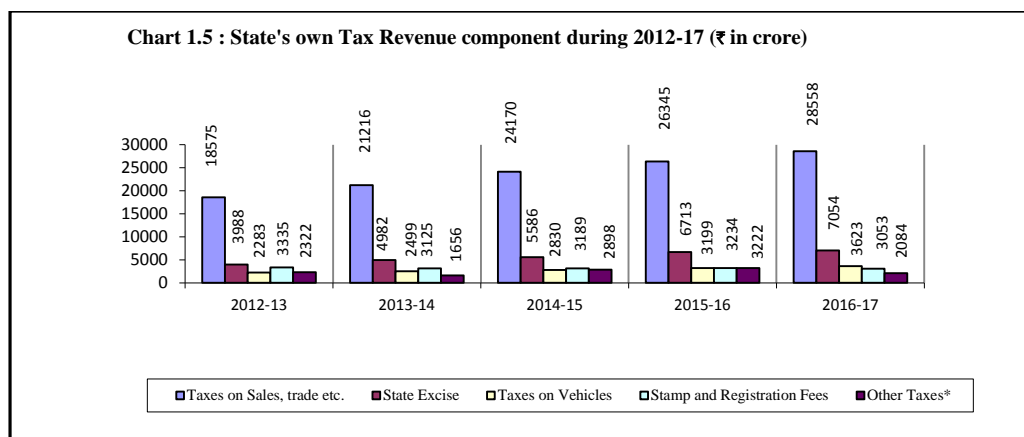
Taxes on Sales, Trade, etc., (64 *per cent*) were the main sources of the State's Tax Revenue, followed by State Excise (16 *per cent*), Taxes on Vehicles (8 *per cent*) and Stamps and Registration Fees (7 *per cent*). The component wise position of gross collection in respect of major taxes and duties is given in **Table 1.7** and **Chart 1.5** below:

**Table 1.7: Components of State's Own Tax Revenue**

| Revenue Head                  | 2012-13       | 2013-14       | 2014-15       | 2015-16       | 2016-17       | Increase/ decrease<br>during 2016-17<br>over previous<br>year<br>(in per cent) |
|-------------------------------|---------------|---------------|---------------|---------------|---------------|--|
|                               |               |               |               |               |               | (₹ in crore)   |
| Taxes on Sales, Trade etc.    | 18,575        | 21,216        | 24,170        | 26,345        | 28,558        | 8.4  |
| State Excise                  | 3,988         | 4,982         | 5,586         | 6,713         | 7,054         | 5.1  |
| Taxes on Vehicles             | 2,283         | 2,499         | 2,830         | 3,199         | 3,623         | 13.3   |
| Stamps and Registration Fees  | 3,335         | 3,125         | 3,189         | 3,234         | 3,053         | (-) 5.6  |
| Land Revenue                  | 304           | 338           | 289           | 272           | 315           | 15.8   |
| Taxes on Goods and Passengers | 249           | 288           | 956           | 848           | 803           | (-) 5.3  |
| Other Taxes <sup>12</sup>     | 1,769         | 1,030         | 1,653         | 2,102         | 966           | (-) 54.0   |
| <b>Total</b>                  | <b>30,503</b> | <b>33,478</b> | <b>38,673</b> | <b>42,713</b> | <b>44,372</b> | <b>3.9</b>   |

**Source: Finance Accounts for the respective years**

<sup>12</sup> Other Taxes include taxes on immovable property other than agricultural land, taxes and duties on electricity and taxes on agricultural income.



Source: Finance Accounts for the respective years

\* Other Taxes include Land Revenue, Taxes on goods and passengers, Taxes on immovable property other than agricultural land, Taxes and duties on electricity and Taxes on agricultural income etc.

During 2016-17, the Receipts from Taxes on Sales, Trade, etc., contributed a major share of Tax Revenue (64 per cent) and recorded 8 per cent increase over the previous year. The rate of growth of Taxes on Sales, Trade, etc., declined by one percentage point from the previous year's growth rate of 9 per cent.

During 2016-17, State Excise increased by 5 per cent over the previous year. The growth rate of State Excise declined by 15 percentage points from the previous year 2015-16 (20 per cent). This was due to decline in growth rate of receipts under sale of Malt Liquor, Opium, Hemp and Other Drugs Services and Service Fees.

Taxes on Stamps and Registration Fees (₹ 3,053 crore) in 2016-17 decreased by 6 per cent compared to previous year (₹ 3,234 crore) and Taxes on Goods and Passengers (₹ 803 crore) in 2016-17 also decreased by 5 per cent compared to previous year (₹ 848 crore).

#### 1.4.1.2 Non-Tax Revenue

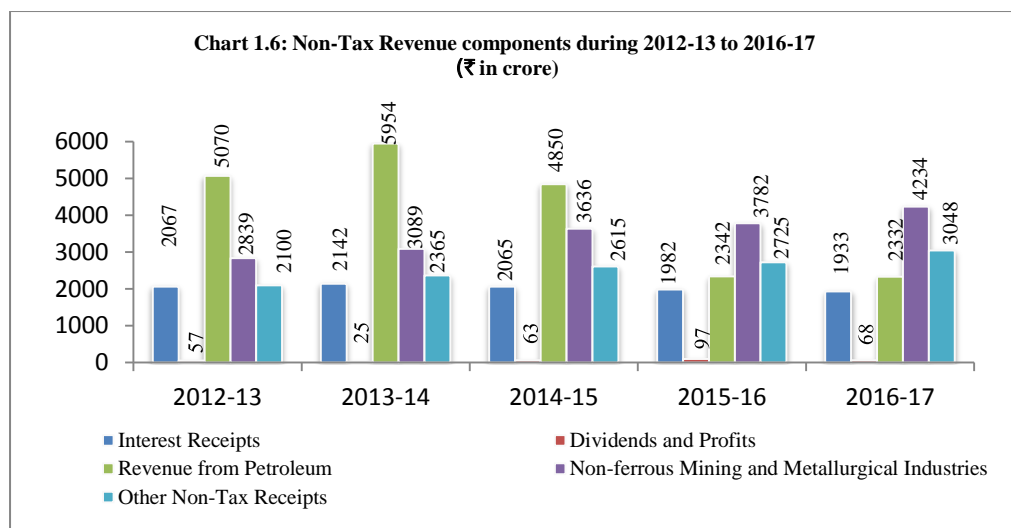
The trends in major constituents of Non-Tax Revenue during the period 2012-17 are shown in **Table 1.8** and **Chart 1.6** below:

**Table 1.8: Components of Non-Tax Revenue**

| Revenue Head                                    | (₹ in crore)  |               |               |               |               | Increase/<br>decrease during<br>2016-17 over the<br>previous year<br>(in per cent) |
|---|---------------|---------------|---------------|---------------|---------------|--|
|   | 2012-13       | 2013-14       | 2014-15       | 2015-16       | 2016-17       |  |
| Interest Receipts                               | 2,067         | 2,142         | 2,065         | 1,982         | 1,933         | (-) 2.5  |
| Dividends and Profits                           | 57            | 25            | 63            | 97            | 68            | (-) 29.9   |
| Revenue from Petroleum <sup>13</sup>            | 5,070         | 5,954         | 4,850         | 2,342         | 2,332         | (-) 0.4  |
| Non-ferrous Mining and Metallurgical Industries | 2,839         | 3,089         | 3,636         | 3,782         | 4,234         | 12.0   |
| Other Non-Tax Receipts                          | 2,100         | 2,365         | 2,615         | 2,725         | 3,048         | 11.9   |
| <b>Total</b>                                    | <b>12,133</b> | <b>13,575</b> | <b>13,229</b> | <b>10,928</b> | <b>11,615</b> | <b>6.3</b>   |

Source: Finance Accounts

<sup>13</sup> Revenue from royalties on crude oil produced in Barmer-Sanchor basin.



Non-Tax Revenue (₹ 11,615 crore) which constituted 10 *per cent* of Revenue Receipts in 2016-17, increased by 6 *per cent* (₹ 687 crore) compared to the previous year. Revenue from Non-ferrous Mining and Metallurgical Industries significantly increased by ₹ 452 crore i.e. 12 *per cent*, due to more receipt of mineral, concession fees, rent and royalties.

Returns on investment decreased from 0.3 *per cent* in 2015-16 to 0.2 *per cent* in 2016-17. Further details are given in **Paragraph 1.9.3**.

#### 1.4.1.3 Cost recovery from Socio-Economic Services

The ratio of Non-Tax Revenue Receipts (NTRR) to Non-Plan Revenue Expenditure (NPRE) is considered an indicator of cost recovery from Socio-Economic Services. The details of recovery of current cost as ratio of NTRR to NPRE in respect of Elementary Education, Medical and Public Health, Water Supply and Sanitation, Major, Medium and Minor Irrigation and Roads and Bridges during 2015-16 and 2016-17, are given in **Table 1.9**.

**Table 1.9: Cost recovery from Socio-Economic Services**

| S. No. | Service                            | 2015-16                     |                             |                                   | 2016-17                     |                             |                                   |
|--------|------------------------------------|-----------------------------|-----------------------------|-----------------------------------|-----------------------------|-----------------------------|-----------------------------------|
|        |                                    | NTRR in respective services | NPRE in respective services | Cost Recovery ( <i>per cent</i> ) | NTRR in respective services | NPRE in respective services | Cost Recovery ( <i>per cent</i> ) |
| 1      | Elementary Education               | 28.12                       | 6,181.57                    | 0.45                              | 32.43                       | 5,111.14                    | 0.63                              |
| 2      | Medical and Public Health          | 119.21                      | 3,172.31                    | 3.76                              | 125.39                      | 3,492.33                    | 3.59                              |
| 3      | Water Supply and Sanitation        | 373.64                      | 2,402.50                    | 15.55                             | 547.21                      | 2,612.17                    | 20.95                             |
| 4      | Major, Medium and Minor Irrigation | 86.09                       | 528.28 <sup>14</sup>        | 16.30                             | 122.62                      | 572.26 <sup>15</sup>        | 21.43                             |
| 5      | Roads and Bridges                  | 6.24                        | 635.74                      | 0.98                              | 6.57                        | 587.79                      | 1.12                              |

Source: Finance Accounts

<sup>14</sup> Excluding notional adjustment of interest expenditure 2015-16: ₹ 1,193.34 crore.

<sup>15</sup> Excluding notional adjustment of interest expenditure 2016-17: ₹ 1,290.08 crore.

In Irrigation Sector, receipts were increased by 42 *per cent* in 2016-17 from the previous year, whereas actual cost recovered increased by 5.13 percentage points from the previous year.

#### 1.4.2 Grants-in-aid from GoI

Grants-in-aid from GoI increased from ₹ 7,174 crore in 2012-13 to ₹ 19,483 crore in 2016-17, as shown in **Table 1.10** below:

**Table 1.10: Grants-in-aid from GoI**

(₹ in crore)

| Particulars                                      | 2012-13      | 2013-14      | 2014-15       | 2015-16       | 2016-17       |
|--|--------------|--------------|---------------|---------------|---------------|
| Non-Plan Grants                                  | 2,675        | 3,551        | 4,527         | 5,241         | 5,928         |
| Grants for State Plan Schemes                    | 2,316        | 2,993        | 14,885        | 12,957        | 13,462        |
| Grants for Central Plan Schemes                  | 92           | 135          | 196           | 530           | 108           |
| Grants for Centrally Sponsored Schemes           | 2,091        | 2,066        | -             | -             | (-) 15        |
| <b>Total</b>                                     | <b>7,174</b> | <b>8,745</b> | <b>19,608</b> | <b>18,728</b> | <b>19,483</b> |
| Rate of increase over previous year              | (-) 4.1      | 21.9         | 124.2         | (-) 4.5       | 4.0           |
| Total grants as a percentage of Revenue Receipts | 10.7         | 11.7         | 21.5          | 18.7          | 17.9          |

Source: Finance Accounts

The above position reveals that Grants-in-aid from GoI increased by 4 *per cent* during 2016-17 over the previous year. This increase was mainly due to increase of Grants for State Plan Schemes.

#### 1.4.3 Central Tax transfers

XIV-FC recommended for increase in the share of the States in Central Taxes from 32 *per cent* (recommended by XIII-FC) to 42 *per cent*. The share of the State in the net proceeds of Central Tax and net proceeds of Service Tax were fixed at 5.50 *per cent* and 5.65 *per cent*, respectively. Components of the State's share of Union taxes and duties and Grant-in-aid from GoI are given below **Table 1.11**.

**Table 1.11: Devolution of different components of the State's share of Union taxes and duties and Grant-in-aid from GoI**

(₹ in crore)

| Components of the State's share of Union taxes and duties and Grant-in-aid from GoI | 2015-16 | 2016-17 | Increase/Decrease (-)<br>(3-2) | Rate of increase/decrease over previous year |
|---|---------|---------|--------------------------------|--|
| 1   | 2       | 3       | 4                              | 5  |
| <b>(A) State's share of Union Taxes and duties</b>                                  |         |         |                                |  |
| Corporation Tax   | 8,760   | 10,739  | 1,979                          | 22.6   |
| Taxes on Income other than Corporation Tax  | 6,073   | 7,464   | 1,391                          | 22.9   |
| Taxes on Wealth   | 2       | 25      | 23                             | 1150.0                                       |
| Customs   | 4,464   | 4,620   | 156                            | 3.5  |
| Union Excise Duties   | 3,731   | 5,275   | 1,544                          | 41.4   |
| Service Tax   | 4,864   | 5,433   | 569                            | 11.7   |

| Components of the State's share of Union taxes and duties and Grant-in-aid from GoI | 2015-16       | 2016-17         | Increase/Decrease (-)<br>(3-2) | Rate of increase/decrease over previous year |
|---|---------------|-----------------|--------------------------------|--|
| 1   | 2             | 3               | 4                              | 5  |
| Other Taxes and Duties on Commodities and Services                                  | 22            | - <sup>16</sup> | (-) 22                         | (-) 100.0                                    |
| <b>Total (A)</b>  | <b>27,916</b> | <b>33,556</b>   | <b>5,640</b>                   | <b>20.2</b>                                  |
| <b>(B) Grant-in-aid from GoI</b>  |               |                 |                                |  |
| Non-Plan Grants   | 5,241         | 5,928           | 687                            | 13.1   |
| Grants for State Plan Schemes   | 12,957        | 13,462          | 505                            | 3.9  |
| Grants for Central Plan Schemes (including Centrally Sponsored Schemes)             | 530           | 93              | (-) 437                        | (-) 82.5                                     |
| <b>Total (B)</b>  | <b>18,728</b> | <b>19,483</b>   | <b>755</b>                     | <b>4.0</b>                                   |
| <b>Grand Total (A) + (B)</b>  | <b>46,644</b> | <b>53,039</b>   | <b>6,395</b>                   | <b>13.7</b>                                  |

Source: Finance Accounts

The above position reveals that during 2016-17, Central Tax Transfers increased by ₹ 5,640 crore over the previous year and it constituted 31 *per cent* of Revenue Receipts. The significant increase was under Union Excise duty (41.4 *per cent*), Taxes on Income other than Corporation Tax (22.9 *per cent*), Corporation Tax (22.6 *per cent*) and Service Tax (11.7 *per cent*). During, 2016-17 transfer from GoI (Tax Devolution and Grant-in-aid) increased by 14 *per cent* (₹ 6,395 crore) over the previous year.

#### **1.4.4 Funds transferred by the Central Government to State Implementing Agencies outside the State Budget**

The Central Government transferred a sizeable quantum of funds from directly to the State Implementing Agencies (IAs)<sup>17</sup> for the implementation of various schemes/programmes in the social and economic sector. As the funds were not routed through the State Budget/State Treasury System, the Annual Finance Accounts did not capture these funds and to that extent, the State's receipts and expenditure as well as other fiscal variables/parameters derived from them, did not represent the complete picture.

The Central Government decided that from 2014-15, plan assistance under all Centrally Sponsored Schemes (CSS) and block grants would be classified as Central Assistance to State Plan by transfer through the Consolidated Fund of the State in a phased manner.

However, during 2016-17, Central funds of ₹ 3,799.71 crore were transferred directly to the State IAs for implementation of the programmes/schemes. Out of this, the Central Government transferred ₹ 3,174 crore for National Rural Employment Guarantee Scheme, ₹ 178 crore for Member of Parliament Local Area Development, ₹ 71 crore for Off Grid Distributed and Decentralised Renewable Power, ₹ 55 crore for Swadesh Darshan-Integrated development of theme based tourism circuits and ₹ 28 crore for Integrated Processing

<sup>16</sup> ₹ 0.09 crore.

<sup>17</sup> State IAs are organisations/institutions including non-governmental organisations which are authorised by the State Government to receive funds from the GoI, for implementing the specific programmes.

Development Scheme. Details of funds directly transferred to the State IAs are presented in *Appendix 1.7*.

#### 1.4.5 Optimisation of grants

##### *Optimisation of Fourteenth Finance Commission grants*

The XIV-FC submitted its report in December 2014, covering the five year period commencing from April 1, 2015. GoI allocated grant-in-aid of ₹ 24,240.75 crore (including state share of State Disaster Response Fund), on the recommendations of XIV-FC to the State Government, to be utilised for Local Bodies and State Disaster Response Fund during 2015-2020. The State Government constituted (January 2016) a High Level Monitoring Committee (HLMC), headed by the Chief Secretary to ensure proper utilisation of the grant-in-aid. During 2016-17, no meeting was held by HLMC. The position of releases by GoI and onward transfers by the State Government is given below:

**Table 1.12: Details of Transfers, recommended and actual release of Grants-in-aid**

**(₹ in crore)**

| S. No. | Transfers                      | Recommendation of the XIV-FC 2015-20 | Recommendation of the XIV-FC |                 |                 | Actual Release by GoI |                 |                 | Transfers to Local Bodies/Fund |                 |                 |
|--------|--------------------------------|--------------------------------------|------------------------------|-----------------|-----------------|-----------------------|-----------------|-----------------|--------------------------------|-----------------|-----------------|
|        |                                |                                      | 2015-16                      | 2016-17         | Total           | 2015-16               | 2016-17         | Total           | 2015-16                        | 2016-17         | Total           |
| 1      | 2                              | 3                                    | 4                            | 5               | 6               | 7                     | 8               | 9               | 10                             | 11              | 12              |
| 1      | <b>Local Bodies</b>            |                                      |                              |                 |                 |                       |                 |                 |                                |                 |                 |
|        | <b>(i) Grants to PRIs</b>      | 13,633.63                            | 1,471.95                     | 2,305.52        | 3,777.47        | 1,471.95              | 2,305.52        | 3,777.47        | 1,471.95                       | 2,305.52        | 3,777.47        |
|        | (a) General Basic Grant        | 12,270.27                            | 1,471.95                     | 2,038.17        | 3,510.12        | 1,471.95              | 2,038.17        | 3,510.12        | 1,471.95                       | 2,038.17        | 3,510.12        |
|        | (b) General Performance Grants | 1,363.36                             | -                            | 267.35          | 267.35          | -                     | 267.35          | 267.35          | -                              | 267.35          | 267.35          |
|        | <b>(ii) Grants to ULBs</b>     | 4,513.12                             | 433.12                       | 776.73          | 1,209.85        | 433.12                | 776.73          | 1,209.85        | 433.12                         | 776.73          | 1,209.85        |
|        | (a) General Basic Grant        | 3,610.50                             | 433.12                       | 599.73          | 1,032.85        | 433.12                | 599.73          | 1,032.85        | 433.12                         | 599.73          | 1,032.85        |
|        | (b) General Performance Grants | 902.62                               | -                            | 177.00          | 177.00          | -                     | 177.00          | 177.00          | -                              | 177.00          | 177.00          |
|        | <b>Total (1)</b>               | <b>18,146.75</b>                     | <b>1,905.07</b>              | <b>3,082.25</b> | <b>4,987.32</b> | <b>1,905.07</b>       | <b>3,082.25</b> | <b>4,987.32</b> | <b>1,905.07</b>                | <b>3,082.25</b> | <b>4,987.32</b> |
| 2      | State Disaster Response Fund * | 6,094.00                             | 1,103.00                     | 1,158.00        | 2,261.00        | 1,103.00              | 1,158.00        | 2,261.00        | 1,103.00                       | 1,158.00        | 2,261.00        |
|        | <b>Grand Total (1 to 2)</b>    | <b>24,240.75</b>                     | <b>3,008.07</b>              | <b>4,240.25</b> | <b>7,248.32</b> | <b>3,008.07</b>       | <b>4,240.25</b> | <b>7,248.32</b> | <b>3,008.07</b>                | <b>4,240.25</b> | <b>7,248.32</b> |

\* Including State share 25 per cent of total grant.

Source: XIV-FC Report and Finance Accounts

It was noticed that ₹ 1,032.85 crore was received by Local Bodies as Basic grants during 2015-16 and 2016-17. Out of this Utilisation Certificates (UC) of only ₹ 416.68 crore (40.34 per cent) was received upto September 2017. Similarly, UCs of only ₹ 12.35 crore (6.98 per cent) were received against performance grant of ₹ 177 crore received during 2016-17. This indicates that most of the grants received may be lying unutilized.

Paragraph 7 of The State Disaster Response Fund (SDRF) guidelines stipulated that the State would transfer the GoI share along with its share to the



Public Account Head within 15 days of its receipt. Any delay in release attracts interest at Bank rate of Reserve Bank of India for the number of days of delay.

Similarly, Paragraph 9.81 of XIV-FC stipulated that on receipt of grant from GoI, the State should release the grants to the Gram Panchayats and Municipalities within 15 days of it being credited to its account by the Union Government. In case of delay the State Government must release the installment with interest from its own funds.

It was, however, observed that grants received have been transferred with delay, as detailed below:

#### Details of transfer of funds

(₹ in crore)

| Name of Department | Installment       | GOI grant released |        | State share released |        | Total grant released |        | Delay   |
|--------------------|-------------------|--------------------|--------|----------------------|--------|----------------------|--------|---------|
|                    |                   | Date               | Amount | Date                 | Amount | Date                 | Amount |         |
| Relief Department  | Second            | 16 September 2016  | 434.25 | 01 December 2016     | 144.75 | 01 December 2016     | 579.00 | 61 days |
| Local Bodies       | Performance Grant | 18 January 2017    | 177.00 | No State Share       |        | 23 February 2017     | 29.88  | 21 Days |
|                    |                   |                    |        |                      |        | 27 March 2017        | 147.12 | 53 Days |

From the above table it is clear that Relief Department and Local Bodies were transferred the amount with a delay of 61 days and 21 to 53 days respectively. However, no interest was released by the State Government for delay in release of grants by GoI.

#### 1.4.6 Revenue forgone

Scrutiny of information received from the departments revealed the position of Revenue Forgone during 2016-17 as discussed below:

(i) Transport Department waived/exempted ₹ 1.90 crore through notifications on account of Motor Vehicle Tax, Special Road Tax and Surcharge on Passenger vehicles of other states coming for Urs in Ajmer (₹ 1.00 crore), Ramdevera fair (₹ 0.88 crore) and vehicle of Lalit Kala Academy (₹ 0.02 crore).

(ii) Commercial Taxes Department intimated (August 2017) that details of revenue waived/exempted during the year 2016-17 through exemptions and deferrals were not available as the department was not maintaining such data.

## 1.5 Capital Receipts

The trends in growth and composition of Capital Receipts during 2012-17 were as shown in **Table 1.13**, below:

**Table 1.13: Trends in growth and composition of Capital Receipts**

(₹ in crore)

| Sources of State's Receipts                             | 2012-13       | 2013-14       | 2014-15       | 2015-16       | 2016-17       |
|---|---------------|---------------|---------------|---------------|---------------|
| <b>Capital Receipts (CR)</b>                            | <b>11,065</b> | <b>14,817</b> | <b>19,160</b> | <b>62,470</b> | <b>45,630</b> |
| Miscellaneous Capital Receipts                          | 8             | 10            | 15            | 25            | 28            |
| Recoveries of Loans and Advances                        | 1,102         | 316           | 1,004         | 1,447         | 1,713         |
| Public Debt Receipts                                    | 9,955         | 14,491        | 18,141        | 60,998        | 43,889        |
| Rate of growth of Debt Receipts ( <i>per cent</i> )     | 68.2          | 45.6          | 25.2          | 236.2         | (-) 28.0      |
| Rate of growth of Non-Debt Receipts ( <i>per cent</i> ) | (-) 10.8      | (-) 70.6      | 212.6         | 44.5          | 18.3          |
| Rate of growth of GSDP ( <i>per cent</i> )              | 13.5          | 11.2          | 10.6          | 10.9          | 11.4          |
| Rate of growth of CR ( <i>per cent</i> )                | 54.5          | 33.9          | 29.3          | 226.0         | (-) 27.0      |

Source: Finance Accounts

### 1.5.1 Capital Receipts

Capital Receipts (debt and non-debt receipts) of the State increased at an average annual growth rate of 78 *per cent* from 2012-13 to 2016-17. However, during 2016-17, it decreased by 27 *per cent* compared to the previous year.

### 1.5.2 Recovery of Loans and Advances

Recovery of loans and advances increased by ₹ 266 crore during 2016-17 over the previous year, due to more recovery, mainly from Ajmer *Vidyut Vitaran Nigam Limited*, Jodhpur *Vidyut Vitaran Nigam Limited* and Jaipur *Vidyut Vitaran Nigam Limited*.

### 1.5.3 Debt Receipts from internal sources/Public Debt Receipts

During 2016-17, the internal debt receipts i.e. market loans, borrowings from financial institutions, banks, etc., under Public Debt Receipts decreased by 28 *per cent* (₹ 17,109 crore) over the previous year, as the issue of Non SLR Bonds and forfeited Bonds under Ujwal DISCOM Assurance Yojana was lower by ₹ 17,678 crore compared to 2015-16.

### 1.5.4 Loans and Advances from GoI

During 2016-17, the receipt of loans and advances from GoI (₹ 3,455 crore) increased by 98 *per cent* (₹ 1,706 crore) over the previous year (₹ 1,749 crore), due to more receipts under loans for externally aided projects.

## 1.6 Public Account Receipts

Receipts and disbursements in respect of certain transactions such as small savings, provident funds, reserve funds, deposits, suspense, remittances etc., which do not form part of the Consolidated Fund, are kept in the Public Account, set up under Article 266(2) of the Constitution and are not subject to vote by the State legislature. Here, the Government acts as a banker and utilises the balances remaining after disbursements. Details of Public Account Receipts are given in **Table 1.14:**

**Table 1.14: Components of Public Account Receipts**

(₹ in crore)

| Resources under various heads          | 2012-13         | 2013-14         | 2014-15         | 2015-16         | 2016-17           |
|--|-----------------|-----------------|-----------------|-----------------|-------------------|
| a. Small Savings, Provident Fund, etc. | 7,171           | 6,311           | 7,082           | 7,967           | 8,620             |
| b. Reserve Funds                       | 1,568           | 2,233           | 1,724           | 3,678           | 3,068             |
| c. Deposits and Advances               | 1,40,748        | 89,436          | 1,07,067        | 1,25,570        | 1,44,292          |
| d. Suspense and Miscellaneous          | 43              | 91              | 22              | 78              | (-) 67            |
| e. Remittances                         | 7,033           | 9,908           | 10,487          | 9,617           | 132 <sup>18</sup> |
| <b>Total</b>                           | <b>1,56,563</b> | <b>1,07,979</b> | <b>1,26,382</b> | <b>1,46,910</b> | <b>1,56,045</b>   |

Source: Finance Accounts

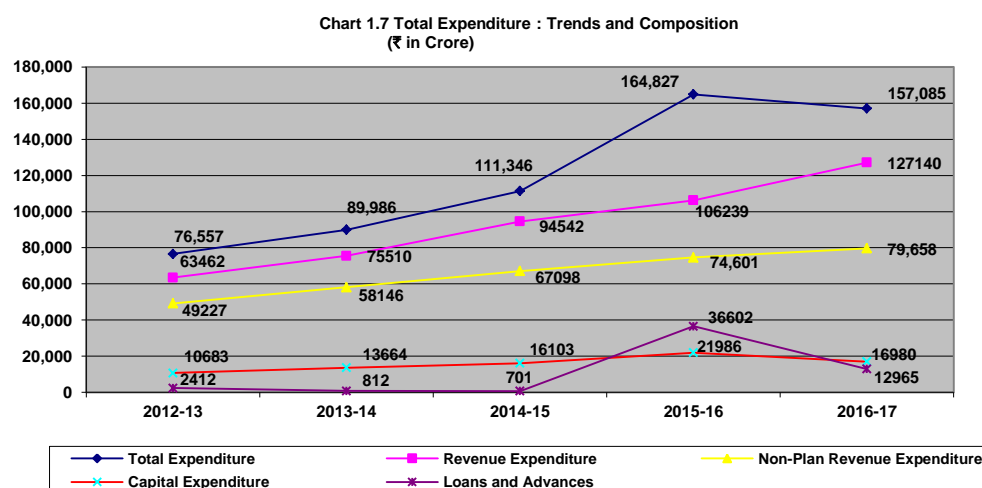
Public Account Receipts increased by ₹ 9,135 crore (6.2 per cent) during 2016-17 over the previous year. The increase was mainly under Deposits and Advances by ₹ 18,722 crore. However, it was counterbalanced by decrease in Remittances by ₹ 9,485 crore due to receipt and payment in respect of Public Works and Forest Divisions have been linked with Treasuries under IFMS from April 2016.

## 1.7 Application of Resources

Analysis of the allocation of expenditure at the State Government level assumes significance as major expenditure responsibilities are entrusted with the State Government. Within the framework of fiscal responsibility legislations, there are budgetary constraints in raising public expenditure financed by deficit or borrowings. It is, therefore, important to ensure that the ongoing fiscal correction and consolidation process at the state level is not done at the cost of expenditure, especially the expenditure directed towards development of social sector.

### 1.7.1 Total Expenditure

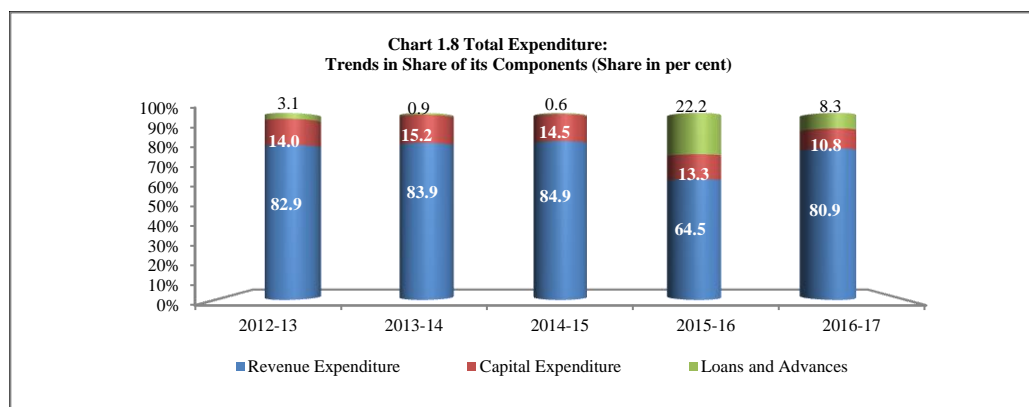
**Chart 1.7** below, presents the trends in total expenditure over a period of five years (2012-17) and **Chart 1.8** depicts its composition in terms of 'economic classification'.



Source: Finance Accounts

<sup>18</sup> It included Cash Remittances between Treasuries and Currency Chests: ₹ 119.76 crore; Public Works Remittances: ₹ 11.83 crore and Forest Remittances: ₹ 0.04 crore.

Total expenditure of the State increased at an annual growth rate of 26 *per cent* during 2012-13 to 2016-17, but total expenditure during 2016-17 decreased by 5 *per cent* over the previous year.



### ***Revenue Expenditure***

Revenue Expenditure is incurred to maintain the current level of services and make payment for past obligation and as such, does not result in any addition to the State's infrastructure and services' network.

Revenue Expenditure constituted 81 *per cent* of total expenditure during 2016-17. It increased at an annual growth rate of 25 *per cent* from ₹ 63,462 crore in 2012-13 to ₹ 1,27,140 crore in 2016-17. During 2016-17, the revenue expenditure increased by 20 *per cent* (₹ 20,901 crore) over the previous year, mainly under Power (₹ 5,826 crore), Interest Payments (₹ 5,669 crore), General Education (₹ 3,379 crore), Urban Development (₹ 1,513 crore), Pensions and Other Retirement Benefits (₹ 1,432 crore), Crop Husbandry (₹ 897 crore) and Medical and Public Health (₹ 714 crore).

### ***Capital Expenditure***

Capital expenditure increased at an annual growth rate of 15 *per cent* from ₹ 10,683 crore in 2012-13 to ₹ 16,980 crore in 2016-17. However, capital expenditure decreased by 23 *per cent* (₹ 5,006 crore) during 2016-17 from the previous year, mainly under Capital Outlay on Power Projects (₹ 5,318 crore) and Roads and Bridges (₹ 613 crore) which was counterbalanced by increase in Capital Outlay on Major Irrigation (₹ 708 crore) and Urban Development (₹ 404 crore). The percentage share of capital expenditure over total expenditure decreased from 13.3 *per cent* in 2015-16 to 10.8 *per cent* during 2016-17.

#### ***1.7.2 Balance from Current Revenue<sup>19</sup>***

Revenue Receipts (excluding Plan assistance received from the Central Government) of ₹ 95,471 crore (₹ 1,09,026 crore - ₹ 13,462 crore - ₹ 93 crore) (**Appendix 1.4**) exceeded non-plan revenue expenditure (NPRE) of

<sup>19</sup> Balance from Current Revenue means 'Revenue Receipts minus all Plan Grants and Non-Plan Revenue Expenditure excluding expenditure recorded under the Major Head 2048'.

₹ 79,658 crore (**Chart 1.7**) by ₹ 15,813 crore, indicating that Plan assistance was not utilised to meet NPPE, which is a positive indicator.

### 1.7.3 Committed Expenditure

The committed expenditure of the State Government on revenue account mainly consists of interest payments, expenditure on salaries and wages, pensions and subsidies. **Table 1.15** below presents the trends in the expenditure on these components during 2012-2017.

**Table-1.15: Components of Committed Expenditure**

| (₹ in crore)   |                         |                         |                         |                         |                           |
|--|-------------------------|-------------------------|-------------------------|-------------------------|---------------------------|
| Components of Committed Expenditure  | 2012-13                 | 2013-14                 | 2014-15                 | 2015-16                 | 2016-17                   |
| Salaries and Wages - Non-Plan Head   | 16,825                  | 19,290                  | 21,466                  | 22,119                  | 24,629                    |
| Salaries and Wages - Plan Head*  | 770                     | 1,314                   | 2,032                   | 3,752                   | 5,387                     |
| <b>Total Salaries and Wages</b>  | <b>17,595</b><br>(26.3) | <b>20,604</b><br>(27.7) | <b>23,498</b><br>(25.7) | <b>25,871</b><br>(25.8) | <b>30,016**</b><br>(27.5) |
| Interest Payments  | 8,340<br>(12.5)         | 9,063<br>(12.2)         | 10,463<br>(11.5)        | 12,008<br>(12.0)        | 17,677<br>(16.2)          |
| Expenditure on Pensions  | 6,858<br>(10.2)         | 7,801<br>(10.5)         | 9,629<br>(10.6)         | 10,864<br>(10.8)        | 12,296<br>(11.3)          |
| Subsidies  | 5,464<br>(8.2)          | 6,940<br>(9.3)          | 8,626<br>(9.4)          | 10,461<br>(10.4)        | 17,208<br>(15.8)          |
| <b>Total Committed Expenditure</b>   | <b>38,257</b><br>(57.2) | <b>44,408</b><br>(59.6) | <b>52,216</b><br>(57.2) | <b>59,204</b><br>(59.0) | <b>77,197</b><br>(70.8)   |
| Other Components   | 25,205<br>(37.7)        | 31,102<br>(41.8)        | 42,326<br>(46.3)        | 47,035<br>(46.9)        | 49,943***<br>(45.8)       |
| <b>Total Revenue Expenditure</b>   | <b>63,462</b>           | <b>75,510</b>           | <b>94,542</b>           | <b>1,06,239</b>         | <b>1,27,140</b>           |
| <b>Revenue Receipts</b>  | <b>66,913</b>           | <b>74,471</b>           | <b>91,327</b>           | <b>1,00,285</b>         | <b>1,09,026</b>           |
| Committed Expenditure as percentage of Revenue Expenditure   | 60.3                    | 58.8                    | 55.2                    | 55.7                    | 60.7                      |
| <p><b>Note:</b> Figures in parentheses indicate percentage to Revenue Receipts.<br/>                     * Plan Head also includes the Salaries and Wages paid under Centrally Sponsored Schemes.<br/>                     ** Salaries: ₹ 29,470 crore and Wages ₹ 546 crore.<br/>                     *** Includes expenditure on financial assistance (Grants-in-aid): ₹ 24,320 crore; Grants-in-aid General (Salaries): ₹ 8,572 crore; Transfer to funds from Consolidate fund to Public Accounts: ₹ 3,739 crore; and Maintenance and Repairs: ₹ 565 crore.</p> |                         |                         |                         |                         |                           |

**Source: Finance Accounts**

The share of committed expenditure to revenue receipts increased from 57.2 per cent in 2012-13 to 70.8 per cent in 2016-17. In 2016-17, the committed expenditure amounted to ₹ 77,197 crore, which was 61 per cent and 71 per cent of revenue expenditure and revenue receipts respectively.

#### 1.7.3.1 Salaries and Wages

The expenditure on Salaries and Wages increased at an annual growth rate of 18 per cent from ₹ 17,595 crore in 2012-13 to ₹ 30,016 crore in 2016-17. During 2016-17, the expenditure on Salaries and Wages increased by 16 per cent over the previous year. It was higher than the assessment made by the State Government in MTFPS (₹ 24,579 crore) by ₹ 5,437 crore.

### 1.7.3.2 Pension payments

- **General**

The expenditure on overall pension payments increased at an annual growth rate of 20 *per cent* from ₹ 6,858 crore in 2012-13 to ₹ 12,296 crore<sup>20</sup> in 2016-17. During 2016-17, the expenditure on pension payments recorded a growth of 13 *per cent* over the previous year, due to increase in total number of pensioners<sup>21</sup> by 12,239 (3.2 *per cent*). A comparative analysis of actual pension payments, with the assessment/ projection made by XIV-FC and the State Government in Mid Term Fiscal Policy Statement (MTFPS), shows that actual pension payment (₹ 12,296 crore) exceeded the normative assessment made by XIV-FC (₹ 10,936 crore) by 12.4 *per cent* but was marginally lower by 1.6 *per cent* than the assessment made by the State Government in MTFPS (₹ 12,493 crore). The expenditure on pension and other retirement benefits to the State Government employees was 9.7 *per cent* of total revenue expenditure.

- **Contributory Pension Scheme**

The State Government has switched over to the New Pension Scheme from January 2004. In terms of the Scheme, the employee contributes 10 *per cent* of basic pay and dearness allowances, which is matched by the State Government and the entire amount is transferred to the Public Account under Head of Account '8342 Other Deposits-117 Defined Contribution Pension Scheme' pertaining to All India Services officers and sub head (03) under Head of Account '8011 Insurance and Pension Funds- 106 Other Insurance and Pension Funds' for other employees and thereafter remitted to the designated fund manager through the National Securities Depository Limited (NSDL)/Trustee Bank. During 2016-17, the State Government received ₹ 682.68 crore as employees' contributions and contributed ₹ 699.56 crore as employer's share.

### 1.7.3.3 Interest payments

Interest payments increased at an annual growth rate by 28 *per cent* from ₹ 8,340 crore in 2012-13 to ₹ 17,677 crore in 2016-17 and by 47 *per cent* over the previous year (₹ 12,008 crore). Major components of interest payments were interest on Internal Debt (₹ 14,002 crore), Interest on Small Savings, Provident Fund etc., (₹ 3,130 crore) and Interest on Loans and Advances from the Central Government (₹ 437 crore).

Interest on Internal Debt which included market loans, increased by 66 *per cent* from ₹ 8,423 crore in 2015-16 to ₹ 14,002 crore in 2016-17, mainly on account of increase in the Issue of Non-SLR bonds and forfeited bonds under UDAY Yojana by ₹ 22,372 crore.

<sup>20</sup> It includes a sum of ₹ 11,596.11 crore on account of expenditure on "pension and other retirement benefits" during the year to the State Government employees recruited on or before 31 December 2003.

<sup>21</sup> Number of pensioners in 2015-16: 3,77,048 and in 2016-17: 3,89,287.

Interest on small savings, provident fund, etc. also increased by 4 *per cent* from ₹ 3,006 crore during 2015-16 to ₹ 3,130 crore in 2016-17, mainly on account of increase in the corpus of State Provident Fund by ₹ 2,226 crore (9 *per cent*) and Insurance and Pension Fund by ₹ 1,154 crore (10 *per cent*).

Interest payments made during 2016-17 (₹ 17,677 crore) were higher than the projections made in MTFPS (₹ 17,527 crore) and XIV-FC (₹ 13,221 crore).

The ratio of Interest Payments to Revenue Receipts determines the debt sustainability of the State. The ratio of Interest Payments to Total Revenue Receipts of the State was 16 *per cent* during the year, which was higher than the previous year (12 *per cent*).

#### **1.7.3.4 Subsidies**

In a welfare state, subsidies are forwarded to the disadvantaged sections of the society.

Appendix II of Finance Accounts shows an explicit subsidy of ₹ 17,208 crore during 2016-17, which was ₹ 6,747 crore (64 *per cent*) more than the previous year (₹ 10,461 crore), mainly in the areas of Power (₹ 16,842 crore), Crop Husbandry (₹ 269 crore) and Sugar Distribution Scheme to BPL and Antyodaya Families (₹ 29 crore).

Subsidy to the Power Sector accounted for 97.9 *per cent* of the total subsidy. During 2016-17, the subsidy was given to the Power Sector mainly on account of non-increasing of power tariff and as assistance to Distribution Companies under UDAY Yojana. Further, subsidy to Power Sector ranged from 88 *per cent* to 98 *per cent* of the total subsidy provided by the Government of Rajasthan during 2007-08 to 2016-17 (**Appendix 1.15**).

Power Sector subsidy increased by 65.3 *per cent* (₹ 6,655 crore) over the previous year (₹ 10,187 crore) mainly due to increase under Assistance to Distribution Companies under UDAY Yojana by ₹ 9,000 crore<sup>22</sup>.

Crop Husbandry Subsidy increased by 20 *per cent* from ₹ 225 crore in 2015-16 to ₹ 269 crore in 2016-17.

#### **1.7.4 Financial assistance by the State Government to Local Bodies and Other Institutions**

The quantum of assistance provided through grants and loans to Local Bodies and others during 2012-17, is as under:

---

<sup>22</sup> (i) Jodhpur Vidyut Vitaran Nigam Limited: ₹ 2,891.96 crore, (ii) Ajmer Vidyut Vitaran Nigam Limited: ₹ 2,972.47 crore and (iii) Jaipur Vidyut Vitaran Nigam Limited: ₹ 3,135.57 crore.

**Table 1.16: Financial Assistance to Local Bodies etc.**

| Financial Assistance to Institutions   | 2012-13          | 2013-14          | 2014-15          | 2015-16          | 2016-17          |                         |
|--|------------------|------------------|------------------|------------------|------------------|-------------------------|
|  |                  |                  |                  |                  | Allotment        | Actual                  |
| <b>(A) Local Bodies</b>  |                  |                  |                  |                  |                  |                         |
| Municipal Corporations and Municipalities                                    | 2,255.06         | 2,324.16         | 2,450.65         | 3,063.89         | 3,839.93         | 3,839.93                |
| <i>Panchayati Raj</i> Institutions   | 7,675.24         | 8,953.21         | 13,833.28        | 15,981.85        | 14,472.61        | 14,472.66               |
| <b>Total (A)</b>   | <b>9,930.30</b>  | <b>11,277.37</b> | <b>16,283.93</b> | <b>19,045.74</b> | <b>18,312.54</b> | <b>18,312.59</b>        |
| <b>(B) Others</b>  |                  |                  |                  |                  |                  |                         |
| Educational Institutions (Aided Schools, Aided Colleges, Universities, etc.) | 2,302.98         | 2,236.99         | 1,128.22         | 1,239.54         | 1,672.71         | 1,671.13                |
| Development Agencies   | 118.94           | 195.36           | 6.93             | 6.19             | 7.61             | 7.61                    |
| Hospitals and Other Charitable Institutions                                  | 84.27            | 124.72           | 169.47           | 116.62           | 77.41            | 77.41                   |
| Other Institutions   | 3,781.66         | 4,929.02         | 10,740.54        | 11,316.72        | 12,878.65        | 12,823.46 <sup>23</sup> |
| <b>Total (B)</b>   | <b>6,287.85</b>  | <b>7,486.09</b>  | <b>12,045.16</b> | <b>12,679.07</b> | <b>14,636.38</b> | <b>14,579.61</b>        |
| <b>Total (A+B)</b>   | <b>16,218.15</b> | <b>18,763.46</b> | <b>28,329.09</b> | <b>31,724.81</b> | <b>32,948.92</b> | <b>32,892.20</b>        |
| Revenue Expenditure  | 63,462           | 75,510           | 94,542           | 1,06,239         | 1,32,053         | 1,27,140                |
| Assistance as percentage of Revenue Expenditure                              | 26               | 25               | 30               | 30               | 25               | 26                      |

Source: Finance Accounts and vouchers compiled by AG (A&E) Rajasthan

During 2016-17, the financial assistance to Local Bodies decreased by ₹ 733.15 crore, (4 per cent) compared to the previous year. However, the financial assistance to development agencies, hospitals and educational institutions increased by ₹ 1,900.54 crore, recording a growth of 15 per cent over the previous year. Further, during 2012-17 the overall financial assistance to Local Bodies and Others constituted 25 to 30 per cent of revenue expenditure.

During 2016-17, financial assistance was given mainly to *Sarva Shiksha Abhiyan* (₹ 4,383 crore); *Panchayat Samitis* for Primary Schools (₹ 2,660 crore); General Basic Grants to *Gram Panchayats* under XIV-FC (₹ 2,038 crore); Grants to *Gram Panchayats* under State Finance Commission (₹ 1,969 crore); Mahatma Gandhi National Rural Employment Guarantee Scheme (₹ 1,760 crore); Swachh Bharat Mission-Rural (₹ 1,231 crore); Grant for Crop Insurance (₹ 1,051 crore); Grant to *Pradhan Mantri Awas Yojana* (₹ 800 crore); Special Grants to Municipal Corporations (₹ 717 crore); Special Grants to Municipalities/Municipal Councils (₹ 716 crore); Grant to Mid-Day Meal (₹ 698 crore); and Grant to Municipalities/Municipal Councils under State Finance Commission (₹ 625 crore).

### 1.7.5 Major issues relating to Local Bodies

The position of Major issues related to local bodies i.e. *Panchayati Raj* Institutions (PRIs) and Urban Local Bodies (ULBs) is summarised in the following paragraphs:

<sup>23</sup> It included grants given for (i) Education: ₹ 5,225.04 crore; (ii) Relief on account of Natural Calamities ₹ 1,958.80 crore and (iii) Crop Husbandry ₹ 1,418.10 crore.



## ***Panchayati Raj Institutions***

### **(i) Introduction**

There were 33 *Zila Parishads* (*Panchayat Cells*), 295 *Panchayat Samitis* and 9,894 *Gram Panchayats*, as on 31 March 2017, under the administrative control of Secretary cum Commissioner, Panchayati Raj Department. District Rural Development Authorities (DRDAs) were merged in PRIs at district level and 33 *Zila Parishads* (Rural Development Cells) are placed under administrative control of Secretary, Rural Development Department. Both the Secretaries are under administrative control of Additional Chief Secretary, *Rural Development and Panchayati Raj* Department (RD & PRD). All functional and administrative matters including audit and accounts of *Zila Parishads* (*Panchayat Cells*), *Panchayat Samitis* and *Gram Panchayats* are governed by 'Rajasthan Panchayati Raj Act (RPRA) 1994' and 'Rajasthan Panchayati Raj (RPR) Rules 1996. Audit and accounts of *Zila Parishads* (RD Cells) are governed by Accounting Procedure for DRDAs/Societies issued by Ministry of Rural Development, Government of India in 1984 and as amended in 2001.

### **(ii) Devolution**

In compliance with 73<sup>rd</sup> Constitutional Amendment Act, out of 29 functions to be devolved in terms of XI Schedule of the Constitution, initially 28 functions were transferred. Funds and functionaries were transferred in respect of 20 subjects only (***Appendix 1.11***). Subsequently, devolution of funds, functions and functionaries of five subjects relating to Public Health Engineering Department, Public Works Department and Food and Civil Supply Department were withdrawn temporarily by Department in January 2004. There has been no change in the status of devolution in the State since 2012.

### **(iii) Audit, Accounts and Certification**

Section 75 (4) of the RPR Act provides for audit of all accounts of PRIs by the Director, Local Fund Audit Department (DLFAD) under Rajasthan Local Fund Audit Act 1954 and also by the CAG, whose audit reports shall be laid before the State Legislature. Besides this mandate, CAG can also conduct audit of PRIs under Section 14 of CAG's (DPC) Act, 1971. However, as per provisions of the accounting procedure prescribed for DRDAs (as amended in 2001) by GoI, the audit of *Zila Parishads*, Rural Development Cell (RDC) continues to be done by Chartered Accountants (CAs) and the CAG is the supplementary auditor.

Provisions exist in Rule 23 (h) and Rule 25 (XI) of Rajasthan Local Fund Audit, Rules, and Paragraph 4 of the DLFAD Manual 1994 (for certification of accounts of PRIs by DLFAD). It was observed that out of 6,413 certifications issued by the DLFAD during 2016-17, there were only nine unqualified certifications and remaining 6,404 were qualified certifications.

Under Technical Guidance and Supervision (TGS) over audit of Local Bodies, the DLFAD regularly obtains guidance from this office. Comments and suggestions on three Draft Paragraphs and six Factual Statements were given under TGS during 2016-17.

The PRIs were rendering their accounts in conventional formats under RPR Rules framed under Rajasthan RPR Act. Simplified Accounting Formats were introduced in 2009 by Ministry of *Panchayati Raj*, GoI, in consultation with the C&AG of India for mandatory implementation with effect from April 2011. However, they were incorporated in RPR Rules only in May 2015 and their adoption for rendering of accounts by the PRIs is under way. As for daily data entry of transactions and closing of year book, in '*Panchayati Raj Institution Accounting Software*' (PRIASoft), it was informed (September 2017) that for the year 2016-17, year book of 10 *Zila Parishads* out of 33 *Zila Parishads*, 30 *Panchayat Samities* out of 295 *Panchayat Samities* and 644 *Gram Panchayats* out of 9,894 *Gram Panchayats* have been closed.

The total financial assistance extended to PRIs during 2016-17 was ₹ 14,472.66 crore of which only the part pertaining to erstwhile DRDAs, was certified by CAs and remaining sum remained to be partly certified by the Local Fund Audit.

### ***Urban Local Bodies***

#### **(i) *Introduction***

As on 31 March 2017, there were 190 ULBs (7 Municipal Corporations, 34 Municipal Councils and 149 Municipal Boards) under administrative control of Principal Secretary, Local Self Government Department (LSGD). DLFAD is the primary auditor and the CAG conducts audit under Section 14 of the CAG's DPC Act, 1971.

#### **(ii) *Devolution***

Article 243W inserted through the 74<sup>th</sup> Constitutional Amendment Act, envisaged devolution of powers and responsibilities to the Municipalities in respect of 18 subjects mentioned in XII Schedule of the Constitution. As per information provided by Director, Local Bodies (DLB) (August 2017), the functions related to 16 subjects (***Appendix 1.12***) were being performed by ULBs. Out of the remaining 2 functions, 'Water Supply' function is being carried out by 8 ULBs<sup>24</sup>. As per notification (February 2013) 'Urban Planning' function was yet to be devolved to ULBs.

#### **(iii) *Audit, Accounts and Certification***

As per report of the Chief Accounts Officer, LSGD (August 2017), all ULBs in the State are maintaining accounts.

Recommendations of XIII-FC and XIV-FC and Section 99A (2) of the Rajasthan Municipal Act, 2009 (inserted in 2011) provides for TGS over audit of ULBs by DLFAD. Under TGS arrangement, DLFAD regularly obtains guidance from this office. Guidance on 10 Inspection Reports of ULBs (Municipal Corporations: 02; Municipal Councils: 03 and Municipal Boards: 05), 55 Draft Paragraphs and 71 Factual Statements was provided during 2016-17.

<sup>24</sup> Sri Ganganagar, Bundi, Chomu, Jaisalmer, Karauli, Nagaur, Nathdwara and Nokha.

The information furnished by DLFAD revealed that certification of Annual Accounts had been being done in 177 ULBs out of 190 ULBs during the regular audit of accounts.

## 1.8 Quality of Expenditure

Availability of better social and physical infrastructure in the State reflects the quality of its expenditure. The improvement in the quality of expenditure basically involves three aspects *viz.*, adequacy (adequate provisions for public services), efficiency and effectiveness (assessment of outlay-outcome relationships for selected services) of expenditure.

### 1.8.1 Adequacy of Public Expenditure

Expenditure responsibilities relating to the social sector and economic infrastructure assigned to the State Governments are largely state subjects. Enhancing human development levels requires the States to step up their expenditure on key social services like education and health, etc. Low fiscal priority (ratio of expenditure under a category to aggregate expenditure) in a particular Sector, makes it fall below the respective National average.

**Table 1.17** below, analyses the fiscal priority of the State Government with regard to aggregate expenditure, development expenditure, social sector expenditure and capital expenditure *vis-a-vis* General Category State (GCS) during 2012-13, 2015-16 and 2016-17.

**Table 1.17: Fiscal Priority of the State during 2012-13, 2015-16 and 2016-17**

| Fiscal Priority by the State                     | AE/<br>GSDP | SSE/<br>AE | ESE/<br>AE | DE <sup>#</sup> /AE | CE/<br>AE | Education/<br>AE | Health/<br>AE |
|--|-------------|------------|------------|---------------------|-----------|------------------|---------------|
| General Category States' Average (Ratio) 2012-13 | 14.8        | 38.2       | 29.8       | 70.0                | 13.7      | 17.7             | 4.6           |
| Rajasthan (Ratio) 2012-13                        | 15.5        | 37.2       | 35.4       | 72.6                | 13.9      | 17.1             | 5.1           |
| General Category States' Average (Ratio) 2015-16 | 16.6        | 36.0       | 34.5       | 70.4                | 14.8      | 15.6             | 4.7           |
| Rajasthan (Ratio) 2015-16                        | 24.5        | 30.1       | 50.9       | 80.9                | 13.3      | 12.9             | 4.7           |
| General Category States' Average (Ratio) 2016-17 | 16.7        | 32.2       | 35.1       | 70.9                | 19.7      | 15.2             | 4.8           |
| Rajasthan (Ratio) 2016-17                        | 21.0        | 35.5       | 39.3       | 74.8                | 10.8      | 15.7             | 5.3           |

AE: Aggregate Expenditure DE: Development Expenditure SSE: Social Sector Expenditure ESE: Economic Sector Expenditure CE: Capital Expenditure

# Development Expenditure includes Development Revenue Expenditure, Development Capital Expenditure and Loans and Advances disbursed.

**Source:** (i) For GSDP of Rajasthan, the information was collected from the Directorate of Economics and Statistics, Government of Rajasthan and Finance Accounts. (ii) For GSDP the information as available on CSO website as on 1 August 2017 except in case of Gujarat, Kerala, Maharashtra, Rajasthan and West Bengal where the figures were provided by the respective PAsG/AsG.

**Table 1.17** indicates the following:

- The ratio of Aggregate Expenditure (AE) to GSDP in the State is higher (21.0 *per cent*), compared to General Category States (GCS) (16.7 *per cent*) during 2016-17.
- Development Expenditure as a proportion of AE was higher than GCS average.

- Social Sector Expenditure as a proportion of AE was higher than GCS average.
- Economic Sector Expenditure as a proportion of AE was higher than GCS average.

### 1.8.2 Efficiency of Expenditure Use

In view of the importance of public expenditure on development heads from the point of view of social and economic development, it is important for the State Government to take appropriate expenditure rationalisation measures and lay emphasis on provision of core public goods and merit goods<sup>25</sup>. Apart from improving the allocation towards development expenditure<sup>26</sup>, the efficiency of expenditure use is also reflected by the ratio of capital expenditure to total expenditure (and/or GSDP) and proportion of revenue expenditure being spent on operation and maintenance of the existing Social and Economic services. The higher the ratio of these components to the total expenditure (and/or GSDP), the better would be the quality of expenditure. **Table 1.18** presents the trends in development expenditure relative to the aggregate expenditure of the State during the current year *vis-à-vis* budgeted for the year as well as actual in the previous years.

**Table 1.18: Development Expenditure**

| Components of Development Expenditure     | 2012-13                  | 2013-14                  | 2014-15                  | 2015-16                    | 2016-17                    |                            |
|---|--------------------------|--------------------------|--------------------------|----------------------------|----------------------------|----------------------------|
|   |                          |                          |                          |                            | BE                         | Actual                     |
| a. Development Revenue Expenditure        | 42,701<br>(55.8)         | 51,921<br>(57.7)         | 66,674<br>(59.9)         | 75,223<br>(45.6)           | 93,144<br>(55.9)           | 87,937<br>(56.0)           |
| b. Development Capital Expenditure        | 10,434<br>(13.6)         | 13,330<br>(14.8)         | 15,569<br>(14.0)         | 21,545<br>(13.1)           | 22,613<br>(13.6)           | 16,543<br>(10.5)           |
| c. Development Loans and Advances         | 2,412<br>(3.2)           | 812<br>(0.9)             | 701<br>(0.6)             | 36,602<br>(22.2)           | 11,067<br>(6.6)            | 12,965<br>(8.3)            |
| <b>Development Expenditure (a to c)</b>   | <b>55,547<br/>(72.6)</b> | <b>66,063<br/>(73.4)</b> | <b>82,944<br/>(74.5)</b> | <b>1,33,370<br/>(80.9)</b> | <b>1,26,824<br/>(76.1)</b> | <b>1,17,445<br/>(74.8)</b> |
| Rate of Growth of Development Expenditure | 30.1                     | 18.9                     | 25.6                     | 60.8                       |                            | (-) 11.9                   |

Figures in parentheses indicate percentage of aggregate expenditure

Source: Finance Accounts and Budget Documents

<sup>25</sup> *Core public goods* are those which all citizens enjoy in common and each individual's consumption of such goods leads to no subtraction from any other individual's consumption of those goods, e.g. enforcement of law and order, security and protection of Citizen's rights; pollution free air, and road infrastructure, etc.

*Merit goods* are commodities that the public sector provides free or at subsidised rates because an individual or society should have them on the basis of need, rather than ability and willingness to pay the government. Examples of such goods include the provision of free or subsidised food for the poor to support nutrition, delivery of health services to improve quality of life and reduce morbidity, providing basic education to all, drinking water and sanitation etc.

<sup>26</sup> The analysis of expenditure data is disaggregated into development and non-development expenditure. All expenditure relating to Revenue Account, Capital Outlay and Loans and Advances is categorised into social services, economic services and general services. Broadly, expenditure on social and economic services constitutes development expenditure, while expenditure on general services is treated as non-development expenditure.

Development expenditure comprises Revenue Expenditure, Capital Outlay and Loans and Advances on Socio-Economic Services. As a percentage of total expenditure, it increased from 72.6 *per cent* during 2012-13 to 74.8 *per cent* during 2016-17. On an average, 71.3 *per cent* of development expenditure was on revenue account and the balance was on capital account including loans and advances during the period 2012-17.

Capital Expenditure on Social Services increased from ₹ 5,996 crore in 2015-16 to ₹ 6,214 crore in 2016-17, with a growth rate of 4 *per cent* and its ratio with total Capital Expenditure increased from 27 *per cent* in 2015-16 to 37 *per cent* in 2016-17. However, Capital Expenditure on Economic Services decreased by 34 *per cent* from ₹ 15,549 crore in 2015-16 to ₹ 10,329 crore in 2016-17.

As compared to the previous year, capital outlay on the priority Economic Sectors *viz.* Power and Roads and Bridges decreased by ₹ 5,318 crore and ₹ 613 crore respectively in 2016-17 which was counterbalanced by increase in Major Irrigation ₹ 708 crore.

**Table 1.19** below, gives details of Capital Expenditure and the components of Revenue Expenditure incurred on the maintenance of the selected Social and Economic services.

**Table 1.19: Efficiency of Expenditure Use in Selected Social and Economic Services**

| Sector  | <i>(In per cent)</i>                              |                            |                                       |   |                            |                                       |
|---|---|----------------------------|---------------------------------------|---|----------------------------|---------------------------------------|
|   | 2015-16   |                            |                                       | 2016-17   |                            |                                       |
|   | Ratio of Capital Expenditure to Total Expenditure | Revenue Salaries and Wages | Expenditure Operation and Maintenance | Ratio of Capital Expenditure to Total Expenditure | Revenue Salaries and Wages | Expenditure Operation and Maintenance |
| <b>(A) Social Services</b>                              |   |                            |                                       |   |                            |                                       |
| General Education                                       | 0.28  | 55.15                      | 0.01                                  | 0.30  | 58.47                      | 0.01                                  |
| Health and Family Welfare                               | 7.42  | 53.63                      | 0.14                                  | 6.23  | 57.08                      | 0.13                                  |
| Water Supply, Sanitation, Housing and Urban Development | 46.01   | 22.96                      | 1.98                                  | 40.68   | 18.32                      | 1.48                                  |
| <b>Total (A)</b>  | <b>12.15</b>                                      | <b>39.90</b>               | <b>0.40</b>                           | <b>11.18</b>                                      | <b>41.84</b>               | <b>0.31</b>                           |
| <b>(B) Economic Services</b>                            |   |                            |                                       |   |                            |                                       |
| Agriculture and Allied Activities                       | 9.40  | 36.36                      | 0.50                                  | 8.25  | 29.98                      | 0.44                                  |
| Irrigation and Flood Control                            | 41.91   | 24.05                      | 8.94                                  | 50.23   | 22.45                      | 15.99                                 |
| Power and Energy  | 46.13   | 0.01                       | 0.00                                  | 19.63   | 0.01                       | 0.00                                  |
| Transport   | 66.83   | 8.50                       | 37.25                                 | 58.95   | 7.56                       | 34.00                                 |
| <b>Total (B)</b>  | <b>32.79</b>                                      | <b>7.27</b>                | <b>2.35</b>                           | <b>21.13</b>                                      | <b>6.40</b>                | <b>2.30</b>                           |
| <b>Total (A+B)*</b><br><i>percentage</i>                | <b>18.20</b>                                      | <b>26.07</b>               | <b>1.22</b>                           | <b>15.83</b>                                      | <b>26.30</b>               | <b>1.19</b>                           |

Source: Finance Accounts

\*  $(\text{Expenditure on Social Services} + \text{Expenditure on Economic Services}) / \text{Total Expenditure (Revenue and Capital Expenditure)} * 100$

***Expenditure on Social Services***

The share of expenditure on salary and wages in total revenue expenditure increased from 39.90 *per cent* in 2015-16 to 41.84 *per cent* in 2016-17.

***Expenditure on Economic Services***

The share of salary and wages expenditure under economic services in total revenue expenditure decreased from 7.27 *per cent* in 2015-16 to 6.40 *per cent* in 2016-17.

***Expenditure on Operation and Maintenance***

It is important to ensure that adequate funds are allocated to operation and maintenance, since assets have to be maintained. The share of operation and maintenance in revenue expenditure on social services and economic services was 1.19 *per cent* in 2016-17. During 2016-17, only 0.90 *per cent* of total revenue expenditure was allocated to operation and maintenance.

The share of operation and maintenance decreased in revenue expenditure on Social Services and Economic Services from 0.40 *per cent* and 2.35 *per cent* in 2015-16 to 0.31 *per cent* and 2.30 *per cent* in 2016-17 respectively. During 2016-17, as per Finance Accounts the State Government booked only ₹ 1,198.01 crore (Revenue: ₹ 1,154.06 crore, Capital: ₹ 43.95 crore) to maintain its public assets.

***1.8.3 Plan and Non-Plan Expenditure***

Finance Accounts provide further classification of expenditure into Plan and Non-Plan Expenditure. Plan Expenditure normally relates to incremental developmental expenditure on new projects or schemes and involves both Revenue and Capital Expenditure. Non-Plan Expenditure is normally utilised to maintain the level of services already achieved, **Table 1.20** below, presents the growth and composition of Plan and Non-Plan Expenditure over the last five years.

**Table 1.20: Growth in Plan and Non-Plan Expenditure**

|                          |   | (₹ in crore)  |               |                 |                 |                 |
|--------------------------|---|---------------|---------------|-----------------|-----------------|-----------------|
|                          |   | 2012-13       | 2013-14       | 2014-15         | 2015-16         | 2016-17         |
| <b>Plan</b>              | Revenue                                     | 14,235        | 17,364        | 27,444          | 31,638          | 47,482          |
|                          | Capital                                     | 10,682        | 13,676        | 16,087          | 21,995          | 16,968          |
|                          | Loan  | 2,242         | 664           | 646             | 36,595          | 12,865          |
|                          | <b>Total</b>                                | <b>27,159</b> | <b>31,704</b> | <b>44,177</b>   | <b>90,228</b>   | <b>77,315</b>   |
|                          | Percentage of plan to total expenditure     | 35            | 35            | 40              | 55              | 49              |
| <b>Non-Plan</b>          | Revenue                                     | 49,227        | 58,146        | 67,098          | 74,601          | 79,658          |
|                          | Capital                                     | 1             | (-) 12        | 16              | (-) 9           | 12              |
|                          | Loan  | 170           | 148           | 55              | 7               | 100             |
|                          | <b>Total</b>                                | <b>49,398</b> | <b>58,282</b> | <b>67,169</b>   | <b>74,599</b>   | <b>79,770</b>   |
|                          | Percentage of non-plan to total expenditure | 65            | 65            | 60              | 45              | 51              |
| <b>Total Expenditure</b> |   | <b>76,557</b> | <b>89,986</b> | <b>1,11,346</b> | <b>1,64,827</b> | <b>1,57,085</b> |

Source: Finance Accounts

The share of plan expenditure in the total expenditure exhibited an increasing trend during 2012-17, which indicated the productive quality of expenditure. During 2012-17, plan expenditure increased by 185 *per cent* from ₹ 27,159 crore in 2012-13 to ₹ 77,315 crore in 2016-17 and non-plan by 61 *per cent* from ₹ 49,398 crore to ₹ 79,770 crore during this period.

The Plan Revenue Expenditure (PRE) and Non-Plan Revenue Expenditure (NPRE) have shown consistent increase over the period 2012-17. PRE increased by 50 *per cent* over the previous year which was higher than the projected increase of 48.5 *per cent* in MTFPS for 2016-17. Similarly, NPRE increased by 6.8 *per cent* over previous year which was also higher than the projections of 3.6 *per cent* made in MTFPS for 2016-17.

### 1.8.3.1 Plan Revenue Expenditure

Increase of PRE by ₹ 15,844 crore over the previous year was mainly under Major Heads of Power (₹ 8,129 crore), Social Security and Welfare (₹ 3,730 crore), General Education (₹ 2,500 crore) and Crop Husbandry (₹ 893 crore). During 2016-17, the ratio of PRE to Revenue Expenditure increased by seven percentage point over the previous year (30 *per cent*).

### 1.8.3.2 Non-Plan Revenue Expenditure

Increase in NPRE by ₹ 5,057 crore during the current year was mainly due to Interest Payments (₹ 5,669 crore), Pensions and other Retirement Benefits (₹ 1,432 crore), Other Rural Development Programmes (₹ 1,123 crore) and General Education (₹ 879 crore) which was counterbalanced by decrease in Social Security and Welfare (₹ 3,277 crore) and Power (₹ 2,304 crore). NPRE constituted 63 *per cent* of Revenue Expenditure and 51 *per cent* of total expenditure.

Actual NPRE and PRE *vis-à-vis* assessments made by State Government in MTFPS are given below:

**Table 1.21: NPRE and PRE *vis-à-vis* assessments made in MTFPS**

|                              | Assessments made by GoR in MTFPS | (₹ in crore)<br>Actual Expenditure |
|------------------------------|----------------------------------|------------------------------------|
| Non-Plan Revenue Expenditure | 79,055                           | 79,658                             |
| Plan Revenue Expenditure     | 52,998                           | 47,482                             |

Source: Finance Accounts and Budget Documents.

Actual NPRE was higher than the assessment made by the State Government in MTFPS by ₹ 603 crore (one *per cent*) while actual PRE was lower than against the assessment made by the State Government in MTFPS by ₹ 5,516 crore (10 *per cent*).

### 1.8.4 Schemes contemplated with Central Assistance under the State Plan but no expenditure incurred

Out of total 74 Centrally Sponsored Schemes, 60 schemes were being operated in Rajasthan during 2016-17. The position of budget allocations and expenditure during 2016-17 under these 60 schemes is summarized in table below:

(₹ in crore)

| No. of Centrally Sponsored Schemes/ Programmes | Budget estimate for State Plan | Central Assistance for State Plan | Amount released by GOI | Expenditure |
|--|--------------------------------|-----------------------------------|------------------------|-------------|
| 60   | 31,346.83                      | 17,760.26                         | 12,359.20              | 23,313.03   |

It was observed that out of 60 Schemes, no expenditure was incurred in following two schemes despite release of grant of ₹ 19.28 crore by GoI:

(₹ in crore)

| S. No. | Name of Programmes/ Schemes                         | Budget provision | Amount released by GoI | Total Expenditure | Shortfall in per cent |
|--------|---|------------------|------------------------|-------------------|-----------------------|
| 1.     | Skill Development Mission                           | 0.00             | 14.19                  | 0.00              | 100                   |
| 2.     | Scheme for Development of Economic Backward Classes | 0.00             | 5.09                   | 0.00              | 100                   |
|        | <b>Total</b>  | <b>0.00</b>      | <b>19.28</b>           | <b>0.0</b>        |                       |

Rajasthan Skill and Livelihoods Development Corporation, an enterprise of GoR informed (September 2017) that expenditure could not be incurred under “Skill Development Mission” as the funds were transferred under the scheme by GoI on 30 March 2017.

The Social Justice and Empowerment Department informed (November 2017) that expenditure could not be incurred as a New Portal of scholarship was developed and the portal was open for accepting applications for scholarship from December 2016 to April 2017. Reply is not convincing as the applications for scholarship could have been obtained during 2016-17 to utilise the available funds.

#### 1.8.4.1 Major Flagship Programmes/Schemes

Flagship programmes<sup>27</sup> are implemented with the aim to build rural and urban infrastructure for providing basic services.

GoI had approved 17 Major Flagship Programmes/Schemes out of 66 Programmes/Schemes in year 2014-15 for 12<sup>th</sup> five year plan (2012-2017). Out of these, 15 schemes were in vogue in the State during 2016-17 for which GoI released ₹ 9,322.24 crore against the Central Assistance for State Plan of ₹ 13,731.49 crore (Budget estimate was ₹ 23,995.32 crore) and the

<sup>27</sup> Flagship programmes/Schemes correspond to a few major schemes, with higher fund allocation and are rigorously pursued by the Government.



expenditure was ₹ 18,018.35 crore. Thus, there was a shortfall of ₹ 5,976.97 crore.

It is observed that out of 15 flagship schemes, following eight flagship schemes had a shortfall between 22 *per cent* to 84 *per cent* of expenditure against the budget provision.

(₹ in crore)

| S. No. | Name of Programmes/ Schemes                               | Budget provision | Total Expenditure | Shortfall in Expenditure | Shortfall in <i>per cent</i> |
|--------|---|------------------|-------------------|--------------------------|------------------------------|
| 1      | Rashtriya Krishi Vikash Yojana                            | 650.00           | 496.66            | 153.34                   | 24                           |
| 2      | Nirmal Bharat Abhiyan                                     | 2,345.91         | 1,709.21          | 636.70                   | 27                           |
| 3      | National Rural Drinking Water Programme                   | 3,336.71         | 2,592.27          | 744.44                   | 22                           |
| 4      | Indira Awas Yojana  | 830.90           | 132.07            | 698.83                   | 84                           |
| 5      | Mahatma Gandhi National Rural Employment Guarantee Yojana | 3,800.00         | 1,760.56          | 2,039.44                 | 54                           |
| 6      | National Rural Livelihood Mission                         | 264.47           | 98.26             | 166.21                   | 63                           |
| 7      | Accelerated Irrigation Benefit Programme                  | 590.21           | 404.37            | 185.84                   | 31                           |
| 8      | Rashtriya Madhyamik Shiksha Abhiyan                       | 1,772.91         | 840.16            | 932.75                   | 53                           |

Source: Finance Accounts and Budget Documents.

## 1.9 Financial Analysis of Government Expenditure and Investment

In post-FRBM framework, the State is expected to keep its fiscal deficit at low levels and also meet its capital expenditure/investment (including loans and advances) requirements. In addition, in a transition to reduce dependence on market resources, the State Government needs to initiate measures to earn adequate returns on its investments and recover the cost of borrowed funds rather than bearing the same in its budget in the form of implicit subsidy. Requisite steps have to be taken to infuse transparency in financial operations. This section presents an analysis of investments and other capital expenditure undertaken by the Government during the current year *vis-à-vis* the previous years.

### 1.9.1 Financial results of Irrigation Projects

The financial results of 6 major and 11 medium irrigation projects (*Appendix 1.8*), completed with a capital outlay of ₹ 6,753.35 crore at the end of March 2017, revealed that during 2016-17 revenue realised (₹ 59.43 crore) from these projects was only 0.9 *per cent* of capital expenditure. This was not even sufficient to cover the direct working expenses. After meeting working and maintenance expenditure (₹ 295.89 crore) and interest charges (₹ 648.12 crore), the projects suffered a net loss of ₹ 884.58 crore.

Indira Gandhi Nahar Project (IGNP) is the largest irrigation project under execution in Rajasthan and its various stages have been completed over the

years. At the end of March 2017, the capital expenditure on IGNP was ₹ 5,082.62 crore. During 2016-17, the revenue realised from IGNP was ₹ 26 crore, comprising only 0.51 *per cent* of the capital expenditure. This revenue was negligible (3.85 *per cent*) even with reference to total working and maintenance expenditure incurred (₹ 183.45 crore) and the interest charges (₹ 492.21 crore). The project suffered a net loss of ₹ 649.66 crore.

Gang Canal is the second largest irrigation project in the State. At the end of March 2017, the capital expenditure on Gang Canal was ₹ 658.87 crore. During 2016-17, the revenue realised from Gang Canal was ₹ 8.93 crore, which was not sufficient to cover the working and maintenance expenditure (₹ 24.69 crore) and interest charges (₹ 64.66 crore). The project suffered a net loss of ₹ 80.42 crore.

### 1.9.2 Incomplete projects

The department-wise information, pertaining to incomplete projects (more than ₹ 10 crore each) as on 31 March 2017, is as follows:

**Table 1.22: Department-wise profile of incomplete projects**

| Department                           | Total no. of incomplete projects | Original sanctioned cost of all incomplete projects | Original estimated cost of 37 projects which were revised |                 | Revised cost of 37 incomplete projects | Cost Overrun of 37 projects which were revised | Cumulative actual expenditure of all incomplete projects as on 31 March 2017 |
|--------------------------------------|----------------------------------|---|---|-----------------|--|--|--|
|                                      |                                  |   | No.   | Amount          |  |  |  |
|                                      |                                  |   |   |                 |  |  |  |
| Water Resources Department /Projects | 44                               | 4,123.98  | 19  | 990.85          | 4,151.37                               | 3,160.52                                       | 4,572.38   |
| Public Works Department/ Project     | 95                               | 4,518.46  | 3   | 30.00           | 83.29                                  | 53.29  | 1,956.81   |
| Public Health Engineering Department | 58                               | 19,734.25   | 15  | 4,273.00        | 8,222.41                               | 3,949.41                                       | 11,139.21  |
| <b>Total</b>                         | <b>197</b>                       | <b>28,376.69</b>                                    | <b>37</b>   | <b>5,293.85</b> | <b>12,457.07</b>                       | <b>7,163.22</b>                                | <b>17,668.40</b>   |

Source: Finance Accounts

As per the information furnished by the State Government, there were 197 incomplete projects (more than ₹ 10 crore each) as on 31 March 2017, on which an amount of ₹ 17,668 crore was spent. Of these, 42 projects (₹ 4,830.47 crore) were incomplete for the past 5 to 23 years out of which cost of 28 incomplete projects increased by 150 *per cent* i.e. from ₹ 3,730.97 crore (initial cost) to ₹ 9,320.94 crore. Thus, the total cost overrun was ₹ 7,163 crore, of which cost of *Narmada Jalore Project* alone increased by 431 *per cent* (₹ 2,013.96 crore) from ₹ 467.53 crore to ₹ 2,481.49 crore. The amount spent (₹ 17,668.40 crore) in all the incomplete projects/works was 12 *per cent* of the cumulative capital outlay (₹ 1,47,884.09 crore) of the State.

No expenditure was incurred on 13 projects (total project cost more than ₹ 10 crore each) during 2016-17 as detailed in **Table 1.23**. The amount spent up to March 2016 and the cumulative expenditure up to March 2017 remained same at ₹ 132.32 crore.

**Table 1.23: No expenditure on incomplete projects during 2016-17**

| (₹ in crore)  |   |                      |                                   |   |
|---|---|----------------------|-----------------------------------|---|
| S. No.  | Name of Project   | Year of Commencement | Original/ Revised sanctioned cost | Cumulative actual expenditure as on 31 March 2017 |
| <b>Projects of Water Resources Department</b>           |   |                      |                                   |   |
| 1.  | Khoh  | 2007-08              | 14.30                             | 6.89  |
| 2.  | Vasa  | 2012-13              | 30.66                             | 18.92   |
| 3.  | Construction of Khamera Canal from RD 4 to 8 km (MIS-II)                                      | 2012-13              | 11.45                             | 6.90  |
| 4.  | Construction of Khamera Canal from RD 11 to 14 km (MIS-IV)                                    | 2012-13              | 15.88                             | 3.10  |
| 5.  | BBSC RD 115 to 118.59 km (MIS-X)  | 2013-14              | 15.31                             | 4.51  |
| 6.  | Hanumanwala Aniket  | 2013-14              | 24.59                             | 14.11   |
| 7.  | Somkamlaamba (ERM)  | 2012-13              | 13.81                             | 14.32   |
| 8.  | Construction of BBSE RD 105 to 110.37 km (MIS-IX)   | 2013-14              | 11.58                             | 9.52  |
| <b>Projects of Public Works Department</b>              |   |                      |                                   |   |
| 9.  | Diagnostic Wing, Jaipur   | 2013-14              | 17.14                             | —*  |
| 10.   | Construction of ROB on Dholpur SWM GGC Mathura Road (SH 1) at Km 230                          | 2007-08              | 21.57                             | 21.57   |
| 11.   | Rehabilitation of Bhainsroadgarh to MP Border Road km 36/0 to 62/0                            | 2012-13              | 15.60                             | 8.80  |
| 12.   | Beharawanda Khandar Karanpur Kailadevi Karauli Masalpur Jagner road (MDR-3) km 132/0 to 170/0 | 2012-13              | 19.28                             | 18.51   |
| <b>Projects of Public Health Engineering Department</b> |   |                      |                                   |   |
| 13.   | Reorganisation of UWSS Hanumangarh Phase II   | 2013-14              | 16.29                             | 5.17  |
| <b>Total</b>  |   |                      | <b>227.46</b>                     | <b>132.32</b>                                     |

\* Only ₹ 0.02 lakh.

Source: Finance Accounts

**Due to non-completion of projects within the stipulated time, the expected benefits to society were delayed and the cost also increased over the years.**

### 1.9.3 Investment and returns

As on 31 March 2017, the Government invested ₹ 41,733.94 crore in 49 Government Companies (₹ 40,246.13 crore), seven Statutory Corporations (₹ 764.34 crore), two Rural Banks (₹ 73.69 crore), 25 Joint Stock Companies (₹ 140.65 crore) and Cooperative Banks and Societies (₹ 509.13 crore). The above investment included ₹ 19.37 crore in non-working Statutory Corporations and ₹ 10.83 crore in non-working Government Companies. The average return on this investment was 0.1 to 0.3 per cent during 2012-17, while the Government paid an average interest of 6.7 to 7.6 per cent on its borrowings (Table 1.24). Therefore, return on investment of the State Government is very low.

**Continued use of borrowed fund for investments, which do not yield sufficient financial return, would lead to unsustainable financial position.**

**Table 1.24: Returns on Investment**

| Investment/Returns/Cost of Borrowings                                      | 2012-13   | 2013-14   | 2014-15   | 2015-16   | 2016-17   |
|--|-----------|-----------|-----------|-----------|-----------|
| Investment at the end of the year (₹ in crore)                             | 18,753.33 | 23,518.00 | 27,909.59 | 37,417.62 | 41,733.94 |
| Returns (₹ in crore)   | 57.18     | 24.60     | 63.33     | 97.41     | 67.80     |
| Returns (per cent)   | 0.3       | 0.1       | 0.2       | 0.3       | 0.2       |
| Average rate <sup>28</sup> of interest on Government borrowings (per cent) | 7.4       | 7.3       | 7.5       | 6.7       | 7.6       |
| Difference between interest rate and returns (per cent)                    | 7.1       | 7.2       | 7.3       | 6.4       | 7.4       |

Source: Finance Accounts

<sup>28</sup> See glossary at page 187 for method of calculation.

Net investment of the State Government in Government Companies, Rural Banks and Cooperative Banks and Societies was ₹ 4,316.32 crore during 2016-17. Out of this, ₹ 4,065.71 crore<sup>29</sup> was invested in five accumulated loss making power companies. The Government had invested ₹ 37,592.84 crore (90 per cent of total investment) in five power companies as on 31 March 2017.

The investment of the State Government included ₹ 40,235.30 crore in 46 working Government Companies, of which only eight companies declared dividend aggregating to ₹ 65.05 crore against an investment of ₹ 573.80 crore.

The total investment in two Statutory Corporations, 18 Government Companies and six Joint Stock Companies, amounted to ₹ 39,911.76 crore and their accumulated losses amounted to ₹ 1,04,158.49 crore, out of which accumulated losses of five power companies was ₹ 98,935.04 crore<sup>30</sup>. It is pertinent to note that Central Government has introduced (November 2015) UDAY schemes to improve the operational and financial efficiency of the State DISCOMs and as per the scheme, results shall be visible after December 2019.

Statement No 19 of the Annual Finance Accounts of the State Government contains the details of investments made by the State Government in Statutory Corporations, Rural Banks, Government Companies etc. It was revealed that the State Government had made investments of ₹ 1.35 crore in two statutory corporations and 14 Joint Stock Companies (JSCs) between 1927-28 to 1990-91, but received no dividend. The details are given in *Appendix 1.13*. In most of these cases, the accounting information was not made available due to which the picture of updated status in respect of all is not clear. Moreover, the status of liquidation in most of these units, pending from 1960 in some cases, also could not be ascertained. This position needs to be reconciled and ratified by the State Government.

**In view of the huge losses of some of the State-owned Public Sector Undertakings, the Government may consider reviewing their working so as to reduce losses and take adequate steps to strengthen the Undertakings.**

XIII-FC had recommended that the State Government should draw up a road map by March 2011 for closure of non-working companies. However, it was

<sup>29</sup> (i) Jaipur Vidyut Vitaran Nigam Limited: ₹ 1,108.76 crore; (ii) Jodhpur Vidyut Vitaran Nigam Limited: ₹ 1,026.62 crore; (iii) Ajmer Vidyut Vitaran Nigam Limited: ₹ 1,041.69 crore; (iv) Rajasthan Rajya Vidyut Utpadan Nigam Limited: ₹ 694.08 crore and (v) Rajasthan Rajya Vidyut Prasaran Nigam Limited: ₹ 194.56 crore.

<sup>30</sup> (i) Jaipur Vidyut Vitaran Nigam Limited: ₹ 32,294.00 crore; (ii) Ajmer Vidyut Vitaran Nigam Limited: ₹ 30,347.76 crore; (iii) Jodhpur Vidyut Vitaran Nigam Limited: ₹ 30,010.31 crore; (iv) Rajasthan Rajya Vidyut Prasaran Nigam Limited: ₹ 1,329.84 crore and (v) Rajasthan Rajya Vidyut Utpadan Nigam Limited: ₹ 4,953.13 crore.

observed that no such road map was drawn by the Government in respect of six non-working Statutory Corporations/ Government Companies<sup>31</sup>.

- ***Erosion of capital due to losses***

As per latest finalised accounts, the capital investment in State PSUs was ₹ 41,465.19 crore which included State Government investment of ₹ 40,730.66 crore (98.2 *per cent*). The aggregated accumulated losses of State PSUs was ₹ 1,01,241.75 crore (***Appendix 1.14***). A higher quantum of accumulated losses than the capital investment shows that the overall capital of the State PSUs had entirely been eroded and culminated into negative net worth of ₹ 59,776.56 crore. Further analysis of investment and accumulated losses disclosed that this erosion (₹ 73,858.24 crore) occurred in 19 out of 48 PSUs (32 PSU and 16 subsidiary companies of PSU). The PSUs of power sector mainly contributed to the erosion of investment. The accumulated losses of the power sector PSUs were ₹ 1,01,239.35 crore as against the capital investment of ₹ 38,026.84 crore.

- ***Investment in Joint Stock Companies***

State Government has invested ₹ 140.65 crore (only 0.3 *per cent* of total investment) in 24 Joint Stock Companies (JSCs) out of total investment ₹ 41,733.94 crore as of 31 March 2017. The accumulated losses of these JSCs were ₹ 66.46 crore. The investment of State Government in JSCs included ₹ 137.50 crore (98 *per cent*) in Road Infrastructure Development Company of Rajasthan Limited, Jaipur. However, the State Government did not receive any dividend from JSCs during 2016-17. Further, nine JSCs were under liquidation where the State Government has invested ₹ 0.23 crore upto 1990-91.

#### ***1.9.4 Departmental Commercial Undertakings***

Activities of quasi-commercial nature are also performed by the departmental undertakings of certain government departments. The department-wise position of the investment made by the Government up to the year for which *pro forma* accounts are finalised, net profit/loss as well as return on capital invested in these undertakings are given in ***Appendix 1.9 and 3.3***. It is observed that an amount of ₹ 16,565.13 crore had been invested by the State Government in 10 undertakings at the end of financial year up to which their accounts were finalised. Of these, eight undertakings incurred accumulated loss of ₹ 12,211.20 crore, continuously for more than five years.

#### ***1.9.5 Loans and Advances by the State Government***

In addition to investments in Cooperative Societies, Corporations and Companies, the Government has also been providing loans and advances to

<sup>31</sup> (i) Rajasthan Land Development Corporation, Jaipur: (₹ 19.36 crore), (ii) Rajasthan State Mandi Development Corporation, Jaipur: (₹ 0.65 lakh), (iii) Rajasthan Water Supply and Sewerage Corporation, Jaipur: (₹ 0.08 lakh), (iv) Rajasthan State Mineral Development Corporation Limited, Jaipur: (₹ 10.61 crore), (v) Rajasthan *Rajya Van Vikas Nigam* Limited, Jaipur: (₹ 16.75 lakh) and (vi) Rajasthan State Electricity Corporation, Jaipur: (₹ 5.00 lakh).

many of these institutions/organisations. **Table 1.25** presents the outstanding loans and advances as on 31 March 2017 and interest receipts *vis-à-vis* interest payments during the last three years.

**Table 1.25: Average interest received on loans advanced by Government**

| Quantum of Loans/Interest Receipts/ Cost of Borrowings  | 2014-15      | 2015-16       | 2016-17       |               |
|---|--------------|---------------|---------------|---------------|
|   |              |               | BE            | Actual        |
| <b>Opening Balance</b>  | <b>5,004</b> | <b>4,701</b>  | <b>43,481</b> | <b>39,856</b> |
| Amount advanced during the year   | 701          | 36,602        | 11,067        | 12,965        |
| Amount repaid during the year   | 1,004        | 1,447         | 133           | 1,713         |
| <b>Closing Balance</b>  | <b>4,701</b> | <b>39,856</b> | <b>54,415</b> | <b>51,108</b> |
| Net addition  | (-) 303      | 35,155        | 10,934        | 11,252        |
| Interest Receipts   | 129          | 196           | -             | 172           |
| Interest Receipts as <i>per cent</i> to outstanding Loans and Advances                          | 2.7          | 0.9           | -             | 0.4           |
| Interest payments as <i>per cent</i> to outstanding fiscal liabilities of the State Government. | 7.5          | 6.7           | -             | 7.6           |
| Difference between interest payments and interest Receipts ( <i>per cent</i> )                  | (-) 4.8      | (-) 5.8       | -             | (-) 7.2       |

Source: Finance Accounts

Thus, the State has been borrowing at a higher rate, while earning interest at much lower rate on its lending.

Total loans and advances of ₹ 51,108 crore included loans and advances of ₹ 48,273 crore (94 *per cent*) to Power Projects. The amount of loans and advances disbursed during the year decreased from ₹ 36,602 crore in 2015-16 to ₹ 12,965 crore (Economic Services: ₹ 12,746 crore and Social Services: ₹ 219 crore) in 2016-17.

The Loans of ₹ 12,746 crore given to Economic Services included sum of ₹ 10,372 crore<sup>32</sup>, given to DISCOMs under UDAY, which was launched by GoI in November 2015 with a view to make the DISCOMs financially and operationally healthy. The scheme envisaged that out of outstanding debt of the DISCOMs ₹ 80,530 crore<sup>33</sup> (as on 30 September 2015), 50 *per cent* would be taken over by the state in 2015-16 and 25 *per cent* would be taken over by the state in 2016-17. Consequently, the State Government released sum of ₹ 40,050 crore<sup>34</sup> and ₹ 22,372 crore<sup>35</sup> to DISCOMs under UDAY during 2015-16 and 2016-17 respectively. The overall Loan advanced to the Power sector during 2016-17 was ₹ 12,481 crore (Jaipur *Vidyut Vitaran Nigam Limited*: ₹ 4,388 crore; Jodhpur *Vidyut Vitaran Nigam Limited*: ₹ 4,077 crore; Ajmer *Vidyut Vitaran Nigam Limited*: ₹ 3,586 crore and Rajasthan *Rajya Vidyut Prasaran Nigam Limited*: ₹ 430 crore) under Economic Sector.

<sup>32</sup> Jaipur *Vidyut Vitaran Nigam Limited*: ₹ 3,732.57 crore; Jodhpur *Vidyut Vitaran Nigam Limited*: ₹ 3,569.13 crore and Ajmer *Vidyut Vitaran Nigam Limited*: ₹ 3,070.49 crore.

<sup>33</sup> Jaipur *Vidyut Vitaran Nigam Limited*: ₹ 28,056 crore; Jodhpur *Vidyut Vitaran Nigam Limited*: ₹ 25,877 crore and Ajmer *Vidyut Vitaran Nigam Limited*: ₹ 26,597 crore.

<sup>34</sup> Capital Investment under UDAY - Acquisition of Bonds: ₹ 2,700 crore; Capital Investment under UDAY ₹ 3,000 crore and Loans under UDAY ₹ 34,350 crore.

<sup>35</sup> Subsidy under UDAY: ₹ 9,000 crore; Capital Investment under UDAY ₹ 3,000 crore and Loans under UDAY ₹ 10,372 crore.

Besides above, the major portion of loan was advanced to Jaipur Metro Rail Corporation Limited (₹ 174 crore) during current year, under Social Sector. Regarding repayment of loans, it was seen that more than ₹ 67 crore of loans were not repaid by some loanees (*Appendix 1.10*) for the last 14 years or more.

- ***Implementation of Ujwal Discom Assurance Yojana (UDAY) by taking over debt of Power Distribution Companies***

Ministry of Power, GoI has launched UDAY scheme in November 2015 for Financial Turnaround of Power Distribution Companies (DISCOMs). The objective of the scheme was to improve the operational and financial efficiency of the State DISCOMs.

As per provision 7.1 of the UDAY scheme 75 per cent of DISCOMs debt as on 30<sup>th</sup> September 2015 was to be taken over by the State Government during the year 2015-16 and 2016-17 (i.e. 50 per cent during 2015-16 and 25 per cent during 2016-17).

Transmission and Distribution (T&D) losses of DISCOMs ranged between 24 per cent and 36 per cent for the period 2007-08 to 2016-17 wherein, the major portion of T&D losses was due to Distribution losses. As of March 2017, T&D losses stood at 27 per cent, 86 per cent of the same was on account of distribution losses. Further, the cumulative losses of DISCOMs increased to ₹ 1,03,540.16 crore in the last decade. Net loss for the year 2016-17 was ₹ 5,207.55 crore (*Appendix 1.15*).

For achieving financial turnaround of DISCOMs a tripartite Memorandum of Undertaking was executed on 27 January 2016 amongst Ministry of Power, GoI, GoR and Power Distribution Companies i.e. Ajmer Vidyut Vitran Nigam Limited, Jaipur Vidyut Vitran Nigam Limited and Jodhpur Vidyut Vitran Nigam Limited. The outstanding debt of DISCOMs as on 30<sup>th</sup> September 2015 was ₹ 80,530 crore (Ajmer: ₹ 26,597 crore, Jaipur: ₹ 28,056 crore and Jodhpur: ₹ 25,877 crore) after the debt of ₹ 2,700 crore taken over during May 2015.

The GoR had taken over debt of DISCOMs of ₹ 62,422 crore (75 per cent of ₹ 83,230 crore (80,530 crore + 2,700 crore)) during 2015-16 and 2016-17 (2015-16: ₹ 40,050 crore and 2016-17: ₹ 22,372 crore) under UDAY as summarised below:

| (₹ in crore)       |            |                                    |                                     |                                   |                  |
|--------------------|------------|------------------------------------|-------------------------------------|-----------------------------------|------------------|
| Year               | Nature     | Jaipur Vidyut Vitran Nigam Limited | Jodhpur Vidyut Vitran Nigam Limited | Ajmer Vidyut Vitran Nigam Limited | Total            |
| 2015-16            | Investment | 1,985.87                           | 1,831.57                            | 1,882.56                          | 5,700.00         |
|                    | Loan       | 11,784.60                          | 10,779.31                           | 11,785.86                         | 34,349.77        |
|                    | Total      | 13,770.47                          | 12,610.88                           | 13,668.42                         | 40,049.77        |
| 2016-17            | Investment | 1,045.19                           | 963.99                              | 990.82                            | 3,000.00         |
|                    | Loan       | 3,732.57                           | 3,569.13                            | 3,070.49                          | 10,372.19        |
|                    | Subsidy    | 3,135.57                           | 2,891.96                            | 2,972.47                          | 9,000.00         |
|                    | Total      | 7,913.33                           | 7,425.08                            | 7,033.78                          | 22,372.19        |
| <b>Grand Total</b> |            | <b>21,683.80</b>                   | <b>20,035.96</b>                    | <b>20,702.20</b>                  | <b>62,421.96</b> |

The above position indicates that GoR took over debt of DISCOMs through investment (Equity) ₹ 8,700 crore, Loan ₹ 44,722 crore and Subsidy ₹ 9,000 crore during the year 2015-16 and 2016-17. The GoR raised funds by issuing bonds of ₹ 62,422 crore during 2015-16 and 2016-17 (₹ 40,050 crore during 2015-16 and ₹ 22,372 crore during 2016-17). Besides, above the GoR paid interest of ₹ 4,192 crore on borrowings raised under UDAY scheme during 2016-17.

### **1.9.6 Adverse balances under DDR Heads**

Adverse balances are negative balances appearing under those heads of accounts, where there should not be a negative balance. For example, against the accounting head of any loan or advance, a negative balance will indicate more repayments than the original amount advanced. These need to be reconciled and adjusted on priority.

As of 31 March 2017, there were 69 cases<sup>36</sup> in 12 Major Heads amounting to ₹ 837.02 crore of adverse balances under Debt, Deposit and Remittances (DDR) heads. The adverse balances were mainly under Pension Funds of employees of Municipal Councils/Municipalities (₹ 779.01 crore) under 'Insurance and Pension Funds', Disbursement of Rajasthan *Rajya Vidyut Prasaran Nigam Limited* (₹ 19.12 crore) and Jaipur Metro Corporation (₹ 5.85 crore) under 'Civil Deposits', Rajasthan *Khadi Gramodyog Board* (₹ 12.26 crore) under 'Deposits of Local Funds', Agriculture Works (₹ 6.07 crore) and Water Conservation Schemes (₹ 5.75 crore) under 'Loans and Advances from the Central Government', Loans to other employees for purchase of Motor Vehicles (₹ 2.33 crore) under 'Loans to Government Servants' and Adjustable heads by Division (₹ 2.03 crore) under 'Cash Remittance and adjustments between officers rendering accounts to the same Accounts Officers'.

### **1.9.7 Resource availability of the State under Public Private Partnership Projects**

Public Private Partnership (PPP) is an arrangement between the government or statutory entity and private sector entity, to provide a framework that enables them to work together to meet the rising demand of the public for adequate infrastructure development activities. The PPP cell established (July 2007) by the State Government in Planning Department, is the nodal agency to coordinate all efforts of the State Government for public private participation. It serves as the repository of all information relating to PPP in the State including best practices and guidelines. The Administrative Departments are

<sup>36</sup> Loans and Advances from the Central Government (seven cases: ₹ 12.23 crore); Loans for Medical and Public Health (two cases: ₹ 3,382 crore); Loans for Housing (one case: ₹ 0.01 crore); Loans for Animal Husbandry (one case: ₹ 1 crore); Loans for Food Storage and Warehousing (one case: ₹ 0.02 crore); Loans to Government Servants (45 cases: ₹ 2.54 crore); State Provident Funds (one case: ₹ 0.01 crore); Insurance and Pension Funds (one case: ₹ 779.01 crore); Deposits of Local Funds (one case: ₹ 12.26 crore); Civil Deposits (three cases: ₹ 25.01 crore); Suspense Account (three cases: ₹ 3.19 crore); and Cash Remittance and adjustments between officers rendering accounts to the same Accounts Officers (three cases: ₹ 2.74 crore).



required to submit their proposals to PPP cell to seek in-principle approval of Empowered Committee on Infrastructure Development (ECID).

As per information furnished (October 2017) by PPP Cell, 191 projects involving ₹ 15,806.88 crore, have been taken up during the period 1995-2017 under different sectors. Of these, 148 projects (₹10,844.61 crore) were completed and 43 projects (₹ 4,962.27 crore) were in progress as on 31 March 2017. Besides, 117 projects involving ₹ 27,523.18 crore, relating to Roads, Urban Infrastructure, Power, Water and Social Sectors have been planned for the future. The resources of Participating Agencies for PPP were ₹ 401.65 Crore, as per proposed Plan Outlay of Budget 2016-17.

Sector-wise details of PPP projects completed, ongoing and to be taken up in future are summarised below:

**Table 1.26: Sector-wise details of PPP Projects**

| (₹ in crore) |                      |            |                  |           |                 |                    |                  |
|--------------|----------------------|------------|------------------|-----------|-----------------|--------------------|------------------|
| S. No.       | Sector               | Completed  |                  | On going  |                 | Planned for future |                  |
|              |                      | No.        | Estimated Cost   | No.       | Estimated Cost  | No.                | Estimated Cost   |
| 1.           | Road                 | 53         | 4,052.49         | 9         | 3,815.25        | 86                 | 10,233.34        |
| 2.           | Urban Infrastructure | 20         | 371.30           | 6         | 350.58          | 15                 | 12,321.15        |
| 3.           | Power                | 5          | 5,672.58         | 3         | 534.28          | 5                  | 547.79           |
| 4.           | Water                | 1          | 46.00            | -         | -               | 4                  | 3,865.00         |
| 5.           | IT                   | 1          | 54.01            | -         | -               | -                  | -                |
| 6.           | Social               | 54         | 523.54           | 23        | 217.79          | 7                  | 555.90           |
| 7.           | Other                | 14         | 124.69           | 2         | 44.37           | -                  | -                |
|              | <b>Total</b>         | <b>148</b> | <b>10,844.61</b> | <b>43</b> | <b>4,962.27</b> | <b>117</b>         | <b>27,523.18</b> |

Scrutiny of the budget documents of 2016-17 revealed that the State Government did not provide the details of figures and information regarding investment made in PPP projects in the previous year. Further, the revenue generated through such project was not ascertainable in the budget document. For the current year the documents also do not reveal distinctively, the estimated investment to be made by the Private and Government sectors respectively in connection with PPP projects involving the State Government.

## 1.10 Assets and Liabilities

### 1.10.1 Growth and composition of Assets and Liabilities

In the existing Government accounting system, comprehensive accounting of fixed assets like land and buildings owned by the Government is not done. However, the Government accounts do capture the financial liabilities of the Government and the assets created out of the expenditure incurred. *Appendix 1.5* gives an abstract of such liabilities and the assets as on 31 March 2017, compared with the corresponding position on 31 March 2016. While the liabilities in this Appendix consist mainly of internal borrowings, loans and advances from GoI, receipts from public account and reserve funds, the assets comprise mainly the capital outlay and loans and advances given by the State Government and cash balances.

According to FRBM Act, 2005, the total liability means the explicit liabilities under the Consolidated Fund of the State and the Public Account of the State including General Provident Fund.

The growth rate of components of assets and liabilities are summarised in the **Table 1.27**:

**Table 1.27: Summarised position of Assets and Liabilities**

(₹ in crore)

| Liabilities                            |                    |                    |                    | Assets   |                    |                    |                    |
|--|--------------------|--------------------|--------------------|--|--------------------|--------------------|--------------------|
|  | 2015-16            | 2016-17            | Per cent increased |  | 2015-16            | 2016-17            | Per cent increased |
| <b>Consolidated Fund</b>               | <b>1,56,549.67</b> | <b>1,95,423.95</b> | <b>24.83</b>       | <b>Consolidated Fund</b>                                     | <b>1,70,787.49</b> | <b>1,98,991.29</b> | <b>16.51</b>       |
| a Internal Debt                        | 1,48,291.74        | 1,84,284.58        | 24.27              | a Gross Capital Outlay                                       | 1,30,932.21        | 1,47,884.09        | 12.95              |
| b Loans and Advances from GoI          | 8,257.93           | 11,139.37          | 34.89              | b Loans and Advances   | 39,855.28          | 51,107.20          | 28.23              |
| <b>Contingency Fund</b>                | <b>500.00</b>      | <b>500.00</b>      | <b>-</b>           |  |                    |                    |                    |
| <b>Public Account</b>                  | <b>54,823.85</b>   | <b>62,103.06</b>   | <b>13.28</b>       | <b>Public Account</b>  | <b>28.55</b>       | <b>148.91</b>      | <b>421.58</b>      |
| a Small Savings, Provident Funds, etc. | 35,514.45          | 38,894.45          | 9.52               | a Advances   | 6.55               | 4.71               | (-) 28.09          |
| b Deposits                             | 15,820.93          | 19,060.56          | 20.48              | b Remittance   | 18.79              | 21.66              | 15.27              |
| c Reserve Funds                        | 3,488.47           | 4,148.05           | 18.91              | c Suspense and Miscellaneous                                 | 3.21               | 122.54             | 3717.45            |
| d Remittances                          | -                  | -                  | -                  | <b>Cash balance (including investment in Earmarked Fund)</b> | <b>8,397.27</b>    | <b>8,112.46</b>    | <b>(-) 3.39</b>    |
|  |                    |                    |                    | <b>Total</b>   | <b>1,79,213.31</b> | <b>2,07,252.66</b> | <b>15.65</b>       |
|  |                    |                    |                    | <b>Deficit in Revenue Account</b>                            | <b>32,660.21</b>   | <b>50,774.35</b>   | <b>55.46</b>       |
| <b>Total</b>                           | <b>2,11,873.52</b> | <b>2,58,027.01</b> | <b>21.78</b>       | <b>Total</b>   | <b>2,11,873.52</b> | <b>2,58,027.01</b> | <b>21.78</b>       |

Source: Finance Accounts

During 2016-17, the assets increased by 16 per cent, while the liabilities increased by 22 per cent over the previous year.

### 1.10.2 Fiscal Liabilities

The outstanding fiscal liabilities of the State increased from ₹ 1,17,809 crore in 2012-13 to ₹ 2,55,002 crore at the end of 2016-17, it increased by 22 per cent over to 2015-16.

The trends in Fiscal Liabilities relative to GSDP are shown in **Table 1.28**.

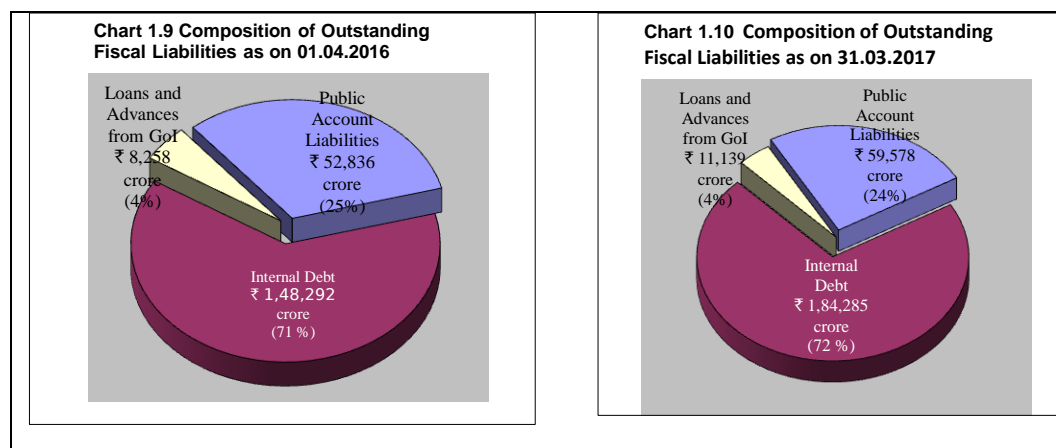
**Table 1.28: Fiscal Liabilities- Basic Parameters**

(₹ in crore)

|  | 2012-13  | 2013-14  | 2014-15  | 2015-16  | 2016-17  |
|--|----------|----------|----------|----------|----------|
| Fiscal Liabilities                           | 1,17,809 | 1,29,910 | 1,47,609 | 2,09,386 | 2,55,002 |
| Rate of Growth                               | 10.6     | 10.3     | 13.6     | 41.9     | 21.8     |
| <b>Fiscal Liabilities as a percentage of</b> |          |          |          |          |          |
| GSDP   | 23.9     | 23.7     | 24.3     | 31.1     | 34.0     |
| Revenue Receipts                             | 176.1    | 174.4    | 161.6    | 208.8    | 233.9    |
| Own Resources                                | 276.3    | 276.1    | 284.4    | 390.3    | 455.5    |

Source: Finance Accounts

The composition of fiscal liabilities during the current year *vis-à-vis* the previous year is presented in **Charts 1.9** and **1.10** below:



Source: Finance Accounts

During 2016-17, fiscal liabilities increased by 22 per cent (₹ 45,616 crore) over the previous year due to increase in Internal Debt by 24 per cent (₹ 35,993 crore), Public Account Liabilities by 13 per cent (₹ 6,742 crore) and Loans and Advances from GoI by 38 per cent (₹ 2,881 crore).

The fiscal liabilities of ₹ 2,55,002 crore existing on 31 March 2017, included borrowings of ₹ 62,422 crore under UDAY, on account of issue of Compensation and Other Bonds which constituted Internal Debt of the State Government.

**During 2016-17, fiscal liability (total outstanding debt) to GSDP ratio (34.01 per cent) was higher than the MTFPS projections (33.16 per cent) for the year. These liabilities stood at 2.34 times the revenue receipts and 4.55 times the State's own resources at the end of 2016-17.**

**During 2016-17, annual incremental borrowings<sup>37</sup> (₹ 45,616 crore) were higher than the ceilings fixed by the GoI (₹ 21,554 crore) as per recommendations of XIV-FC, due to the Government borrowing ₹ 22,372 crore under UDAY during 2016-17.**

### 1.10.3 Cash balances and investment of cash balances

**Table 1.29** depicts the cash balances and investments made by the State Government out of cash balances during the year.

<sup>37</sup> It included Open Market Borrowings, Negotiated Loans from financial institutions, National Small Savings Fund loans, Central Government loans including EAPs, any loans for State Plan Schemes and Centrally Sponsored Schemes, other liabilities arising out of Public Account transfers under Small Savings, Provident Funds, Reserve Funds, Deposits, etc.

**Table 1.29: Cash balances and Investment of Cash balances**

|  | (₹ in crore)                          |  |                           |
|--|---------------------------------------|--|---------------------------|
|  | Opening<br>balance on<br>1 April 2016 | Closing balance<br>on 31 March<br>2017 | Increase/<br>Decrease (-) |
| <b>(a) General Cash Balance</b>  |                                       |  |                           |
| Cash in Treasuries   | 0.05                                  | 0.05                                   | -                         |
| Deposits with Reserve Bank   | 488.99                                | (-) 2.28                               | (-) 491.27                |
| Remittances in transit - Local   | 0.24                                  | 0.07                                   | (-) 0.17                  |
| <b>Total</b>   | <b>489.28</b>                         | <b>(-) 2.16</b>                        | <b>(-) 491.44</b>         |
| Investments held in Cash Balance investment account  | 5,915.95                              | 5,585.10                               | (-) 330.85                |
| <b>Total (a)</b>   | <b>6,405.23</b>                       | <b>5,582.94</b>                        | <b>(-) 822.29</b>         |
| <b>(b) Other Cash Balances and Investments</b>   |                                       |  |                           |
| Cash with departmental officers viz, Public Works Department Officers, Forest Department Officers, District Collectors | 1.11                                  | 1.13                                   | 0.02                      |
| Permanent advances for contingent expenditure with departmental officers   | 3.11                                  | 2.93                                   | (-) 0.18                  |
| Investment of earmarked funds  | 1,987.82                              | 2,525.46                               | 537.64                    |
| <b>Total (b)</b>   | <b>1,992.04</b>                       | <b>2,529.52</b>                        | <b>537.48</b>             |
| <b>Grand total (a)+ (b)</b>  | <b>8,397.27</b>                       | <b>8,112.46</b>                        | <b>(-) 284.81</b>         |

Source: Finance Accounts

The State Government's cash balances at the end of the current year amounted to ₹ 8,112 crore showing decrease of ₹ 285 crore (3 per cent) from the previous year.

- **Investment of cash balances**

Many States had cash balances exceeding the total expenditure for one month therefore, XIII-FC and XIV-FC recommended a directed effort by State having large cash balances towards utilising their existing cash balances before resorting to fresh borrowings. Accumulation of cash beyond a level, can be treated as inefficient management, as it leads to avoidable interest burden. The Reserve Bank of India also reiterated the fact and advised the States to manage their cash balances more efficiently.

Year-wise position of cash balances<sup>38</sup>, market loans raised and budgeted expenditure is given in **Table 1.30**.

**Table 1.30: Position of cash balances, market loans and budgeted expenditure**

|  | (₹ in crore) |           |           |          |          |
|--|--------------|-----------|-----------|----------|----------|
|  | 2012-13      | 2013-14   | 2014-15   | 2015-16  | 2016-17  |
| Cash balance as on 1 April                                   | 9,785.11     | 12,886.72 | 10,446.44 | 8,949.28 | 8,397.27 |
| Cash balance as on 31 March                                  | 12,886.72    | 10,446.44 | 8,949.28  | 8,397.27 | 8,112.46 |
| Investment of cash balance in Govt Treasury Bills/Securities | 12,127.66    | 8,997.40  | 7,628.42  | 5,915.95 | 5,585.10 |
| Market loan raised   | 8,041        | 8,800     | 12,300    | 15,800   | 16,054   |
| Total budgeted expenditure                                   | 71,956       | 90,440    | 1,26,470  | 1,32,883 | 1,66,541 |
| Average monthly budgeted expenditure                         | 5,996        | 7,537     | 10,539    | 11,074   | 13,878   |

Source: Finance Accounts and Budget Documents

<sup>38</sup> It includes Cash in Treasuries, Deposits with Reserve Bank, Remittances in Transit-Local, Cash with the Departmental Officers, Permanent Advance, Investment from Cash balances and Investment from Earmarked balances.

The surplus cash balances of the State Government are automatically invested in 14 day treasury bills with an average interest rate of 5 *per cent* per annum and partly in 91, 181 and 364 day auctioned treasury bills of RBI. Till the end of 2016-17, a sum of ₹ 5,585.10 crore was invested in GoI Treasury Bills/ Securities, which earned an interest of ₹ 460.86 crore. Further, ₹ 2,525.46 crore was also invested in earmarked funds.

#### **1.10.4 Transactions under Reserve Funds**

According to Paragraph 4.5 of the State Budget Manual, Reserves and Reserve Funds are created for specific and well defined purposes in the accounts of the State Government (Public Account). These funds are fed by contributions or grants from the Consolidated Fund of State or from outside agencies. The funds are further divided into two parts (i) Reserve Funds bearing interest and (ii) Reserve Funds not bearing interest. The funds are created by the sums transferred by debiting the concerned expenditure head of the Consolidated Fund of the State. Thereafter, the total expenditure incurred during the year is to be reimbursed from the concerned Reserve Fund.

- **Operative Reserve Funds**

As on 31 March 2017, there were 23 Reserve Funds in Public Accounts containing ₹ 4,148.05 crore<sup>39</sup>, in which included a sum of ₹ 394.02 crore in three interest bearing funds. During 2016-17, a sum of ₹ 3,067.86 crore was credited to the Reserve Funds of the state which included State Disaster Response Fund (₹ 2,148.82 crore<sup>40</sup>), Guarantee Redemption Fund (₹ 417.92 crore) and Other Development and Welfare Fund (₹ 395.39 crore).

The State Government was required to credit interest of ₹ 5.19 crore (conservatively estimated at 7.5 *per cent*, representing the average interest rate on Ways and Means Advances) on ₹ 69.21 crore lying in other interest bearing funds as on 31 March 2016. It was however, observed that the same was not paid.

- **Inoperative Reserve Funds**

As per Finance Account 2016-17, five Reserve Funds (₹ 4.24 crore) were inactive for more than five years. Of these, one fund<sup>41</sup> (₹ 0.20 crore) was interest bearing and four funds<sup>42</sup> (₹ 4.04 crore) were non-interest bearing.

<sup>39</sup> It included (i) State Disaster Response Fund: ₹ 326.05 crore; (ii) Guarantee Redemption Fund: ₹ 2,634.65 crore; (iii) Resource Development Fund: ₹ 180.89 crore; (iv) State Road and Bridges Fund: ₹ 598.43 crore (v) Water Works under Depreciation Reserve Fund: ₹ 67.76 crore and (vi) Environment Reform and Health Fund in Mining Areas: ₹ 260.26 crore.

<sup>40</sup> It included NDRF of ₹ 990.82 crore.

<sup>41</sup> Departmental Management Scheme of *Jhamar Kotra* Rock Phosphate: ₹ 20.45 lakh.

<sup>42</sup> (i) Farmers Reform Fund: ₹ 0.74 lakh, (ii) Fund for intensive egg and hen production and marketing centres with the assistance of World Food Programme: ₹ 0.95 lakh, (iii) State Road Development Fund: ₹ 402.08 lakh and (iv) Government Security Redemption Fund: ₹ 0.18 lakh.

#### 1.10.4.1 State Disaster Response Fund

The State Disaster Response Fund (SDRF) was set up on 1 April 2010 replacing the existing Calamity Relief Fund. The XIV-FC had recommended the quantum of annual contributions to the fund, 75 per cent of which was to be contributed by GoI and 25 per cent by the State Government.

During 2016-17, GoI and State Government contributed their shares in appropriate proportions. As on 31 March 2017, the balance in SDRF (including National Disaster Response Fund) was ₹ 326.05 crore after setting off the expenditure (₹ 2,054.34 crore) for disaster relief operations.

#### 1.10.4.2 Guarantee Redemption Fund

The State Government had set up the Guarantee Redemption Fund in 1999-2000. The corpus of the Fund is to be gradually increased to the desirable level of 5 per cent of outstanding guarantees in terms of the guidelines of the Reserve Bank of India (RBI), which administers the Fund. The Guarantee Redemption Fund has a balance of ₹ 2,634.65 crore as on 31 March 2017, which was 5.1 per cent of outstanding guarantees (₹ 51,158.85 crore). No amount was reimbursed from this Fund during the year. Further, during 2016-17 the State Government received ₹ 386.29 crore Guarantee Commission against the receivable amount of ₹ 385.44 crore. This amount was booked under Miscellaneous Receipts and an amount of ₹ 278.19 crore was transferred in Guarantee Redemption Fund.

#### 1.10.5 Contingent liabilities

- *Status of Guarantees*

Guarantees are liabilities contingent on the Consolidated Fund of the State in case of default by the borrower for whom the guarantee was extended.

As per **Statement 9** of the Finance Accounts, the maximum amount for which guarantees were given by the State and outstanding guarantees for the last three years is as follows.

**Table 1.31: Guarantees given by the Government of Rajasthan**

| Guarantees  | (₹ in crore) |          |          |
|---|--------------|----------|----------|
|   | 2014-15      | 2015-16  | 2016-17  |
| Maximum amount guaranteed   | 1,61,918     | 1,61,236 | 1,18,161 |
| Outstanding amount of guarantees                                  | 94,578       | 53,620   | 51,119   |
| Maximum amount guaranteed to total Revenue Receipts (in per cent) | 177.3        | 160.8    | 108.4    |

Source: Finance Accounts

During 2016-17, the State Government received guarantee commission of ₹ 386.29 crore against receivable of ₹ 385.44 crore. The outstanding guarantees were 47 per cent of the Revenue Receipts of the Government. No guarantee was invoked during 2016-17.

The outstanding guarantees decreased by 5 *per cent* from ₹ 53,620 crore in 2015-16 to ₹ 51,159 crore in 2016-17. The outstanding guarantees mainly pertained to five Power Companies (₹ 43,219 crore), three Urban Development and Housing (₹ 3,005 crore), one Road and Transport (₹ 2,191 crore) and seven Co-operatives (₹ 1,705 crore). The guarantees of Power Companies were given for repayment of loans/overdraft, amount raised by issue of bonds/ debentures and payment of interest at stipulated rates.

- ***Off Budget borrowings***

The borrowings of a State are governed by Article 293 of the Constitution of India. In addition to the fiscal liabilities, the State Government guaranteed loans availed of by *Zila Parishads/Companies/Corporations* from the market/financial institutions for implementation of various State Plan programmes, projected outside the State Budget. The State Government projected that the fund raised for these programmes would be met out of the resources mobilized by these Companies/Corporations/*Zila Parishads*. In reality the borrowings of many of these concerns are repaid by the Government and ultimately turn out to be the liabilities of the State Government termed as "off budget borrowings" which is not permissible under Article 293 (3).

During 2016-17, GoR added guarantees of ₹ 61.34 crore to the opening outstanding balances of ₹ 2,787.25 crore and cleared guarantees of ₹ 243.07 crore leaving a balance of ₹ 2,605.52 crore outstanding at the end of 2016-17 against total guarantees of ₹ 3,948.66 crore. The Rural Development and Panchayati Raj Department (RDPRD), informed (May 2017) that till 2016-17 the State Government gave guarantees for payment of principal amount of loans of ₹ 3,948.66 crore obtained by *Zila Parishads* (ZPs) from Housing Urban Development Corporation (HUDCO) and interest thereon for construction of dwelling units for Economic Weaker Section (EWS) families in Rural areas under Chief Minister Below Poverty Line (CMBPL) Awas Yojana.

Scrutiny of the sanctions issued by RDPRD revealed that ₹ 480.82 crore (₹ 243.07 crore on account of principal and ₹ 237.75 crore as interest) was transferred by GoR in PD accounts of 31 ZPs during 2016-17, for payment of principal and interest on loans raised by them from HUDCO for CMBPL Awas Yojana, which was tantamount to off budget borrowings by the State Government for meeting plan expenditure.

### ***1.10.6 Analysis of Borrowings of the Government***

The Public Debt of the State Government increased by 38 *per cent* per annum from ₹ 76,954 crore in 2012-13 to ₹ 1,95,424 crore in 2016-17. During 2016-17 it increased by 25 *per cent* over the previous year. The details are given below in **Table 1.32**.

Table 1.32: Outstanding Borrowings during 2012-17

| (₹ in crore)   |               |               |                 |                 |                 |
|--|---------------|---------------|-----------------|-----------------|-----------------|
|  | 2012-13       | 2013-14       | 2014-15         | 2015-16         | 2016-17         |
| <b>(a) Internal Debt</b>   |               |               |                 |                 |                 |
| Market Loans   | 44,209        | 51,384        | 61,386          | 75,193          | 89,518          |
| Loans from National Bank for Agriculture and Rural Development                     | 4,553         | 5,422         | 6,482           | 7,624           | 8,377           |
| Special Securities issued to National Small Savings Fund of the Central Government | 20,767        | 20,022        | 20,126          | 20,040          | 18,504          |
| Loans from other Institutions  | 444           | 3,753         | 5,483           | 45,435*         | 67,886*         |
| <b>Total (a)</b>   | <b>69,973</b> | <b>80,581</b> | <b>93,477</b>   | <b>1,48,292</b> | <b>1,84,285</b> |
| <b>(b) Loans and Advances from the Central Government</b>                          |               |               |                 |                 |                 |
| Non-Plan Loans   | 55            | 49            | 44              | 39              | 34              |
| Loans for State/Union Territory Plan Schemes                                       | 6,789         | 6,690         | 6,980           | 8,209           | 11,095          |
| Other Plan Loans   | 137           | 10            | 10              | 10              | 10              |
| <b>Total (b)</b>   | <b>6,981</b>  | <b>6,749</b>  | <b>7,034</b>    | <b>8,258</b>    | <b>11,139</b>   |
| <b>Total Borrowings (a + b)</b>  | <b>76,954</b> | <b>87,330</b> | <b>1,00,511</b> | <b>1,56,550</b> | <b>1,95,424</b> |
| Rate of Growth   | 7.3           | 13.5          | 15.1            | 55.8            | 24.8            |

Source: Finance Accounts

\* Including borrowing under UDAY during 2015-16: ₹ 40,050 crore and 2016-17: ₹ 22,372 crore.

The outstanding borrowings and internal debt have shown a progressive increase over the period 2012-17, while loans and advances from the Central Government showed decreasing trend upto 2013-14 and thereafter progressive increase till 2016-17. The share of market loans to total borrowing decreased from 57 per cent in 2012-13 to 46 per cent in 2016-17. The market borrowings recorded increase of 19.1 per cent over the previous year which was lower than average growth rate of 25.6 per cent during 2013-17. The loans from other Institutions recorded increase of 49 per cent over the previous year.

## 1.11 Fiscal Imbalances

Three key fiscal parameters - Revenue Deficit, Fiscal Deficit and Primary Deficit - indicate the extent of overall fiscal imbalances in the finances of the State Government during a specified period. The deficit in the Government accounts represents the gap between its receipts and expenditure. The nature of deficit is an indicator of the prudence of fiscal management of the Government. Further, the manner in which the deficit is financed and the resources are applied, are important pointers to its fiscal health. This section presents trends, nature, magnitude and the manner of financing these deficits and also the assessment of actual level of revenue and fiscal deficits *vis-à-vis* targets set under FRBM Act/Rules for the financial year 2016-17.

### 1.11.1 Trends in Deficits

Trends in deficit and its indicators relative to GSDP are summarised below in table:

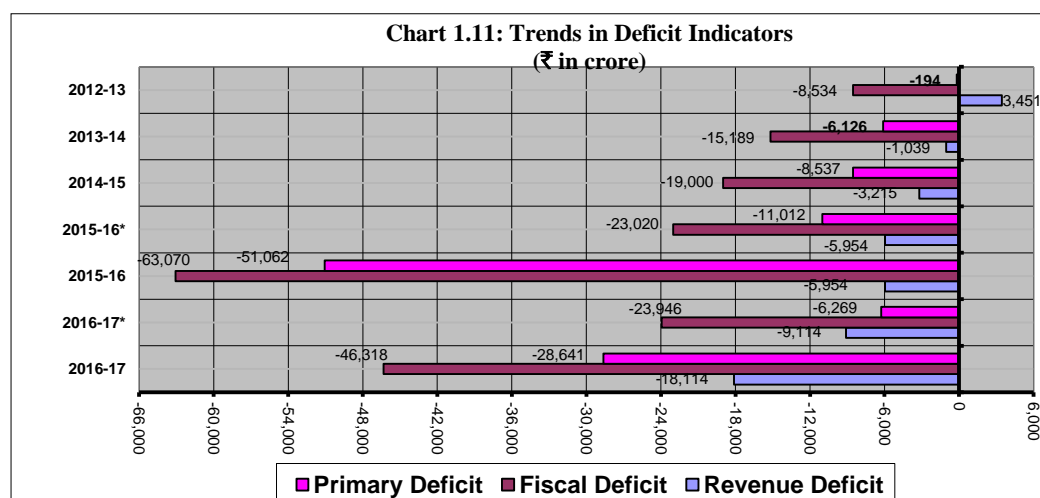


**Trends in deficit indicators relative to GSDP**

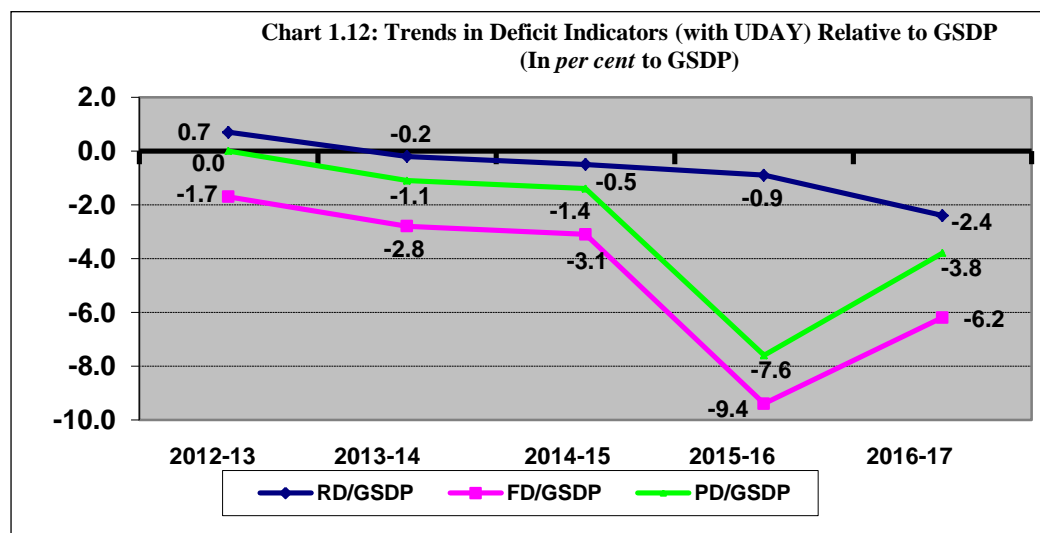
|  | 2012-13   | 2013-14    | 2014-15    | 2015-16      |            | 2016-17      |            |
|--|-----------|------------|------------|--------------|------------|--------------|------------|
|  |           |            |            | Without UDAY | With UDAY  | Without UDAY | With UDAY  |
| Revenue Deficit(-)/Revenue Surplus (+) | (+) 3,451 | (-) 1,039  | (-) 3,215  | (-) 5,954    | (-) 5,954  | (-) 9,114    | (-) 18,114 |
| Fiscal Deficit (-)/Fiscal Surplus (+)  | (-) 8,534 | (-) 15,189 | (-) 19,000 | (-) 23,020   | (-) 63,070 | (-) 23,946   | (-) 46,318 |
| Primary Deficit                        | (-) 194   | (-) 6,126  | (-) 8,537  | (-) 11,012   | (-) 51,062 | (-) 6,269    | (-) 28,641 |
| Revenue Deficit (surplus +)/GSDP       | (+) 0.7   | (-) 0.2    | (-) 0.5    | (-) 0.9      | (-) 0.9    | (-) 1.2      | (-) 2.4    |
| Fiscal Deficit/GSDP                    | (-) 1.7   | (-) 2.8    | (-) 3.1    | (-) 3.4      | (-) 9.4    | (-) 3.2      | (-) 6.2    |
| Primary Deficit (surplus +)/GSDP       | 0.0       | (-) 1.1    | (-) 1.4    | (-) 1.6      | (-) 7.6    | (-) 0.8      | (-) 3.8    |
| Revenue Deficit/Fiscal Deficit         | -         | 6.8        | 16.9       | 25.9         | 9.4        | 38.1         | 39.1       |

Source: Finance Accounts

Charts 1.11 and 1.12 present the trends in deficit indicators over the period 2012-17.



\* Without UDAY



### 1.11.1.1 Revenue Surplus/Deficit

Revenue Surplus represents the difference between Revenue Receipts and Revenue Expenditures. Revenue Surplus helps to decrease the borrowings.

The State Government turned into a revenue deficit State in 2013-14 from revenue surplus in 2012-13. During 2016-17, revenue deficit (₹ 18,114 crore) increased by ₹ 12,160 crore over the previous year. During 2016-17, against the growth rate of 8.7 per cent of Revenue Receipts, the growth rate of Revenue Expenditure was 19.7 per cent. This issue is discussed in detail in **Paragraph 1.2.1**.

### 1.11.1.2 Fiscal Deficit

Fiscal deficit normally represents the net incremental liabilities of the Government or its additional borrowings. The shortfall could be met either by additional public debts (internal or external) or by the use of surplus funds from Public Account. Fiscal deficit trends along with the trends of the deficit relative to key components are indicated in **Table 1.33**:

**Table: 1.33: Fiscal deficit and its parameters**

| Period   | Non-debt Receipts | Total Expenditure | Fiscal Deficit | Fiscal Deficit as per cent of |                   |                   |
|----------|-------------------|-------------------|----------------|-------------------------------|-------------------|-------------------|
|          |                   |                   |                | GSDP                          | Non-debt Receipts | Total Expenditure |
| 2012-13  | 68,023            | 76,557            | 8,534          | 1.73                          | 12.6              | 11.2              |
| 2013-14  | 74,797            | 89,986            | 15,189         | 2.77                          | 20.3              | 16.9              |
| 2014-15  | 92,346            | 1,11,346          | 19,000         | 3.13                          | 20.6              | 17.1              |
| 2015-16* | 1,01,757          | 1,64,827          | 63,070         | 9.38                          | 62.0              | 38.3              |
| 2016-17* | 1,10,767          | 1,57,085          | 46,318         | 6.18                          | 41.8              | 29.5              |

**Source: Finance Accounts**

\* the position includes impact of UDAY.

Fiscal deficit as a percentage of GSDP, non-debt receipts and total expenditure was least in 2012-13, thereafter it continuously increased upto 2015-16. During 2016-17, the fiscal deficit decreased by ₹ 16,752 crore from the previous year due to decreased in accounts of Loan and Advances (₹ 23,903 crore).

**Fiscal deficit as a percentage of GSDP decreased from 3.42 per cent in 2015-16 to 3.19 per cent (without UDAY) in 2016-17, which was higher than the target of 3 per cent as prescribed under FRBM Act, 2005. After containing fiscal deficit regularly within the limit for the years 2012-13 and 2013-14 as prescribed under FRBM Act, the State Government has crossed the target of 3 per cent from 2014-15.**

### 1.11.1.3 Primary Deficit

While fiscal deficit represents the need for additional resources in general, a part of such resources may be needed to finance interest payments. Interest payments represent the expenditure of past obligations and are independent of

current allocative priorities. To look at the imbalances of the current nature, these payments need to be separated and deducted from the total imbalances.

The primary surplus was maintained till 2011-12. The primary surplus turned into a primary deficit in 2012-13, due to increase in capital expenditure. The primary deficit decreased from ₹ 51,062 crore in 2015-16 to ₹ 28,641 crore in 2016-17.

### 1.11.2 Components of Fiscal Deficit and its item-wise financing pattern

**Table 1.34** presents item-wise net disbursement/outflow financing pattern of fiscal deficits of the State during 2011-12 to 2016-17 along with receipts and disbursements during 2016-17.

**Table 1.34: Components of fiscal deficit and its item-wise financing pattern**

|  |  | Net disbursements/outflows |               |               |               |               | (₹ in crore)<br>2016-17# |                 |               |
|--|--|----------------------------|---------------|---------------|---------------|---------------|--------------------------|-----------------|---------------|
|  |  | 2011-12                    | 2012-13       | 2013-14       | 2014-15       | 2015-16#      | Receipts                 | Disbursements   | Net           |
| <b>(a) Composition of Fiscal Deficit</b>       |  |                            |               |               |               |               |                          |                 |               |
| 1  | Revenue Deficit/ Surplus (-)                             | (-) 3,357                  | (-) 3,451     | 1,039         | 3,215         | 5,954         | 1,09,026                 | 1,27,140        | 18,114        |
| 2  | Net Capital Expenditure                                  | 7,103                      | 10,675        | 13,654        | 16,088        | 21,961        | 28                       | 16,980          | 16,952        |
| 3  | Net Loans and Advances                                   | (-) 120                    | 1,310         | 496           | (-) 303       | 35,155        | 1,713                    | 12,965          | 11,252        |
|  | <b>Total (a)</b>   | <b>3,626</b>               | <b>8,534</b>  | <b>15,189</b> | <b>19,000</b> | <b>63,070</b> | <b>1,10,767</b>          | <b>1,57,085</b> | <b>46,318</b> |
| <b>(b) Financing Pattern of Fiscal Deficit</b> |  |                            |               |               |               |               |                          |                 |               |
| 1  | Market Borrowings  | 3,103                      | 5,658         | 7,175         | 10,002        | 13,807        | 16,054                   | 1,729           | 14,325        |
| 2  | Loans from GoI   | (-) 131                    | (-) 268       | (-) 232       | 286           | 1,224         | 3,455                    | 574             | 2,881         |
| 3  | Special Securities Issued to National Small Saving Funds | (-)1,138                   | (-) 751       | (-) 745       | 104           | (-) 86        | -                        | 1,536           | (-) 1,536     |
| 4  | Ways and Means   | -                          | -             | -             | -             | -             | -                        | -               | -             |
| 5  | Loans from Financial Institutions                        | 594                        | 610           | 4,178         | 2,789         | 41,094        | 24,380                   | 1,176           | 23,204        |
| 6  | Small Savings, Provident Fund etc                        | 2,767                      | 2,164         | 2,521         | 2,982         | 3,267         | 8,620                    | 5,240           | 3,380         |
| 7  | Deposits and Advances                                    | 1,096                      | 3,416         | (-) 421       | 1,409         | 2,255         | 1,44,292                 | 1,41,050        | 3,242         |
| 8  | Suspense and Miscellaneous                               | 12                         | (-) 3         | 12            | (-) 40        | 59            | (-) 67                   | 52              | (-) 119       |
| 9  | Remittances  | -                          | 29            | (-) 6         | (-) 1         | (-) 20        | 132                      | 135             | (-) 3         |
| 10   | Reserve Funds  | 1,020                      | 781           | 267           | (-) 28        | 918           | 3,068                    | 2,409           | 659           |
|  | <b>Total (b)</b>   | <b>7,323</b>               | <b>11,636</b> | <b>12,749</b> | <b>17,503</b> | <b>62,518</b> | <b>1,99,934</b>          | <b>1,53,901</b> | <b>46,033</b> |
| 11   | Increase (-)/ Decrease (+) in Cash Balance (a-b)         | (-)3,697                   | (-)3,102      | 2,440         | 1,497         | 552           | -                        | -               | 285           |
| 12   | Overall Deficit (b+11)                                   | 3,626                      | 8,534         | 15,189        | 19,000        | 63,070        | -                        | -               | 46,318        |

# The position includes impact of UDAY.

Source : Finance Accounts

Fiscal deficit is the total borrowing requirement of the State and is the excess of Revenue and Capital Expenditure including loans and advances, over revenue and non-debt receipts. Composition of fiscal deficit reveals the extent

of various borrowings resorted to, by the State to meet its requirement of funds over and above Revenue and non-debt Receipts.

Market borrowings and Loans from Financial Institutions by the State Government continued to finance a major portion of fiscal deficit. Its share in financing fiscal deficit decreased from 87 *per cent* in 2015-16 to 81 *per cent* in 2016-17. During 2016-17, the fiscal deficit of ₹ 46,318 crore was mainly met from Market Borrowings (₹ 14,325 crore), Loans from Financial Institutions (₹ 23,204 crore), Small Savings and Provident Funds etc., (₹ 3,380 crore) and Deposits and Advances (₹ 3,242 crore). The Market Borrowings and the Small Savings, Provident Fund etc., increased by 19.1 *per cent* and 9.5 *per cent* respectively over the previous year; raising the future interest burden.

### 1.11.3 Quality of deficit/surplus

The ratio of revenue deficit to fiscal deficit and the composition of primary deficit into primary revenue deficit and capital expenditure (including loans and advances) indicate the quality of deficit in the State's finances. The ratio of revenue deficit to fiscal deficit indicates the extent to which borrowed funds were used for current consumption. Persistent high ratio of revenue deficit to fiscal deficit also indicates that the asset base of the State was continuously shrinking and a part of borrowings (fiscal liabilities) did not have adequate assets backup.

The bifurcation of the primary deficit (**Table 1.35**) indicated the extent to which the deficit was on account of enhancement in capital expenditure which may be desirable to improve the productive capacity of the State's economy.

**Table 1.35: Primary deficit/surplus-Bifurcation of factors**

| (₹ in crore) |                         |                             |                     |                    |                     |  |                                   |
|--------------|-------------------------|-----------------------------|---------------------|--------------------|---------------------|--|-----------------------------------|
| Year         | Non-debt Receipts (NDR) | Primary Revenue Expenditure | Capital Expenditure | Loans and Advances | Primary Expenditure | NDR <i>vis-à-vis</i> Primary Revenue Expenditure | Primary deficit (-) / surplus (+) |
| 1            | 2                       | 3                           | 4                   | 5                  | 6 (3+4+5)           | 7 (2-3)  | 8 (2-6)                           |
| 2012-13      | 68,023                  | 55,122                      | 10,683              | 2,412              | 68,217              | (+) 12,901                                       | (-) 194                           |
| 2013-14      | 74,797                  | 66,447                      | 13,664              | 812                | 80,923              | (+) 8,350  | (-) 6,126                         |
| 2014-15      | 92,346                  | 84,079                      | 16,103              | 701                | 1,00,883            | (+) 8,267  | (-) 8,537                         |
| 2015-16      | 1,01,757                | 94,231                      | 21,986              | 36,602             | 1,52,819            | (+) 7,526  | (-) 51,062                        |
| 2016-17      | 1,10,767                | 1,09,463                    | 16,980              | 12,965             | 1,39,408            | (+) 1,304  | (-) 28,641                        |

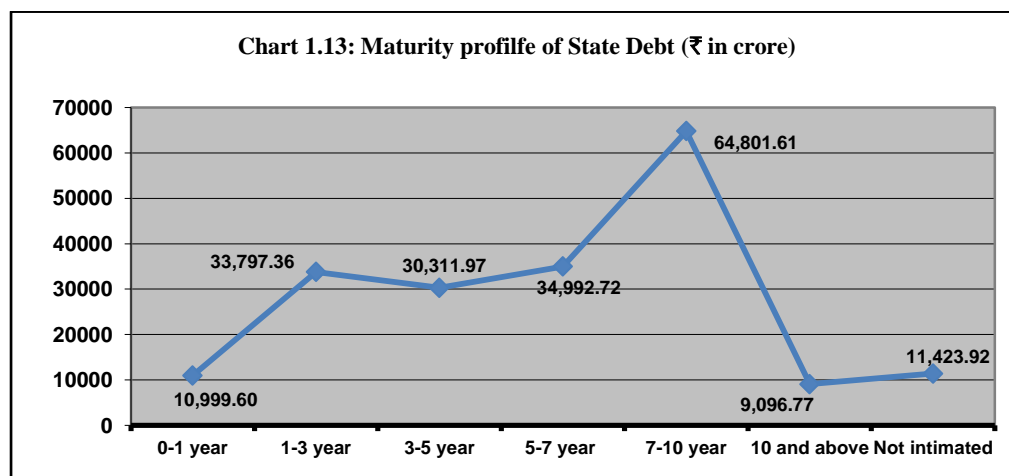
Source: Finance Accounts

The share of capital expenditure in primary expenditure which was 16 *per cent* in 2012-13, decreased to 12 *per cent* in 2016-17. The non-debt receipts increased by ₹ 9,010 crore in 2016-17 compared to the previous year while there was decrease of ₹ 13,411 crore in primary expenditure. This resulted in decrease of primary deficit by ₹ 22,421 crore. The Primary Revenue Expenditure increased by ₹ 15,232 crore (16.2 *per cent*) while Capital Expenditure and disbursement of Loans and Advances decreased by ₹ 5,006 crore (22.8 *per cent*) and ₹ 23,637 crore (64.6 *per cent*) respectively over the previous year. During 2016-17, the non-debt receipt was less than the primary expenditure resulting in a primary deficit.

## 1.12 Debt Management

### (i) Debt Profile

The Maturity Profile of the State Debt as on 31 March 2017 is depicted in Chart 1.13:



As per data shown in **Chart 1.13**, the maturity profile in respect of ₹ 11,423.92 crore was not clearly defined. There would be a bunching of repayments in 1-3 years (₹ 33,797.36 crore), 3-5 years (₹ 30,311.97 crore) and 5-7 years (₹ 34,992.72 crore). In terms of maturity profile, around (₹ 64,801.61 crore) 33 *per cent* of the total public debt at the end of the year belonged to a maturity bracket of 7 to 10 years. Therefore, a well thought out debt repayment strategy will have to be worked out by the Government.

### (ii) Debt sustainability

Debt sustainability is defined as the ability of the State to service its debt liability in the future. Sustainability of debt therefore also refers to sufficiency of liquid assets to meet current or committed obligations and the capacity to keep balance between costs of additional borrowings with returns from such borrowings. It means that increase in fiscal deficit should match the increase in capacity to service the debt. **Table 1.36** analyses the debt sustainability of the State according to these indicators for a period of five years beginning 2012-13.

**Table 1.36: Debt Sustainability: Indicators and Trends**

| Indicators of Debt Sustainability                             | 2012-13 | 2013-14 | 2014-15 | 2015-16 | 2016-17 |
|---|---------|---------|---------|---------|---------|
| Rate of Growth of Outstanding debt                            | 10.6    | 10.3    | 13.6    | 41.9    | 21.8    |
| Rate of Growth of GSDP  | 13.5    | 11.2    | 10.6    | 10.9    | 11.4    |
| Average interest rate of Outstanding Debt                     | 7.4     | 7.3     | 7.5     | 6.7     | 7.6     |
| Interest Payments/Revenue Receipts<br>(in <i>per cent</i> )   | 12      | 12      | 11      | 12      | 16      |
| Debt Redemption (Principal + Interest Payments)/Debt Receipts | 98.2    | 97.3    | 94.6    | 75.0    | 86.1    |
| Net Availability of Borrowed Funds<br>(₹ in crore)            | 2,908   | 3,038   | 7,236   | 49,769  | 27,939  |

- **Net availability of borrowed funds**

Net availability of borrowed funds is defined as the ratio of the debt redemption (Principal + Interest Payments) to total debt receipts and indicates the extent to which the debt receipts are used in debt redemption.

The net fund available from borrowing for current operations after providing for interest and repayment decreased from ₹ 49,769 crore in 2015-16 to ₹ 27,939 crore in 2016-17.

- **Interest burden**

The ratio of interest payments to revenue determines the debt sustainability of the State. During 2016-17, interest payments increased by four percentage points over the previous year and constituted 16 *per cent* of Revenue Receipts of the State.

### 1.13 Conclusion and Recommendations

The State Government was unable to achieve its target of attaining zero revenue deficit envisaged under the FRBM Act for the fourth consecutive year. During 2016-17, the revenue deficit increased to ₹ 18,114 crore from ₹ 5,954 crore in 2015-16. The State Government failed to contain the fiscal deficit within the limit of 3 *per cent* of GSDP, as laid down in FRBM Act and at the end of 2016-17, the fiscal deficit was ₹ 23,946 crore (3.19 *per cent* of GSDP), without taking into consideration the impact of Ujwal DISCOM Assurance Yojana (UDAY). The State Government released sum of ₹ 22,372 crore to the DISCOMs during 2016-17. If this impact is taken into account, the fiscal deficit of State Government rises to ₹ 46,318 crore (6.18 *per cent* of GSDP).

The State Government projected revenue expenditure of ₹ 1,32,053 crore and revenue receipts of ₹ 1,23,251 crore in BE, with a view to maintain the revenue deficit of ₹ 8,802 crore during 2016-17. However, the actual expenditure was ₹ 1,27,140 crore (3.72 *per cent* less than estimates) and actual receipts were ₹ 1,09,026 crore (11.54 *per cent* less than estimates) during the year, leading to revenue deficit of ₹ 18,114 crore. The outstanding debt showed a steady increase over the years, from ₹ 1,17,809 crore at the end of 2012-13 to ₹ 2,55,002 crore (with UDAY) i.e. 34.01 *per cent* of GSDP (without UDAY it was ₹ 1,92,580 crore i.e. 25.69 *per cent* of GSDP) at the end of 2016-17. However, annual incremental borrowings of ₹ 23,244 crore (without UDAY) were higher than the ceiling of ₹ 21,554 crore, as fixed by the GoI.

Revenue receipts of the State increased steadily from ₹ 66,913 crore in 2012-13 to ₹ 1,09,026 crore in 2016-17. The growth in revenue receipts during 2016-17 was 8.7 *per cent* (₹ 8,741 crore) as compared to 9.8 *per cent* in the previous year. This was mainly on account of 20.2 *per cent* (₹ 5,640 crore) growth of the State's Share of Union Taxes in 2016-17. The share of tax revenue to revenue receipts declined from 46 *per cent* in 2012-13 to 41 *per cent* in 2016-17.

While overall revenue expenditure of the State increased by 100 *per cent* from ₹ 63,462 crore in 2012-13 to ₹ 1,27,140 crore in 2016-17, its share in total expenditure declined from 82.9 to 80.9 *per cent*. During 2016-17, there was 19.7 *per cent* growth in revenue expenditure as compared to previous year's growth of 12.4 *per cent*. The Non Plan Revenue Expenditure also increased consistently over the period from ₹ 49,227 crore in 2012-13 to ₹ 79,658 crore in 2016-17 and stood at 63 *per cent* of revenue expenditure after recording growth of 7 *per cent* over the previous year.

The state of accounting and certification of accounts in the PRIs and ULBs was not satisfactory. DLFAD issued only nine unqualified certificates and 6,404 qualified certificates in respect of PRIs.

During 2016-17, the State Government invested ₹ 4,316.32 crore in Government Companies, Statutory Corporations and Cooperative Institutions etc., State Government invested ₹ 4,065.71 crore in five Power Companies and ₹ 248.61 crore in other than power companies. During 2012-17, though the State Government invested ₹ 22,980.61 crore, the average return by way of dividend on the investment in the Government Companies and Statutory Corporations was less than 0.3 *per cent*, whereas, the Government paid up to 7.6 *per cent* interest on an average on its borrowings during 2012-17.

The State Government had invested ₹ 40,730.66 crore in State Public Sector Undertakings which have aggregated accumulated loss of ₹ 1,01,241.75 crore. This eroded the capital investment in loss making companies.

The State Government did not receive any dividend from 24 Joint Stock Companies during 2016-17.

Net fund of ₹ 27,939 crore available from borrowing for current operations after providing for interest and repayment in 2016-17.

#### ***Recommendations:***

1. *The estimation of expenditure and receipts to attain the fiscal parameters within the prescribed limits may be made realistic and the State Government may persistently endeavour to achieve prudent financial targets.*
2. *It was observed that power sector was largely contributing to the financial debt and interest burden of the state over a period of time. UDAY was implemented to manage the debt in 2015-16.*
3. *The State Government may, inter alia, regularly review major fiscal parameters like fiscal deficit, primary deficit, revenue deficit and other outstanding liabilities. The Government may address the problem in the power sector on priority basis.*
4. *The accounting system in the Local Bodies needs to be strengthened. The State Government should ensure timely preparation and submission of accounts and their certification.*
5. *The State Government needs to ensure better value for money in investment.*

## Chapter II

### Financial Management and Budgetary Control

#### 2.1 Introduction

Appropriation Accounts are accounts of the expenditure, voted and charged, of the Government for each financial year, compared with the amounts of the voted grants and appropriations charged for different purposes as specified in the schedules appended to the Appropriation Act. These Accounts list the original budget estimates, supplementary grants, surrenders and reappropriations distinctly and indicate actual capital and revenue expenditure on various specified services *vis-à-vis* those authorised by the Appropriation Act in respect of both charged and voted items of budget. Appropriation Accounts thus facilitate management of finances, and monitoring budgetary provisions and therefore, are complementary to Finance Accounts.

Audit of appropriations by the Comptroller and Auditor General of India seeks to ascertain whether expenditure, incurred under various grants, is within the authorisation given under the Appropriation Act and whether charged as required to be charged under the provisions of the Constitution. It also seeks to ascertain whether the expenditure so incurred is in conformity with the law, relevant rules, regulations and instructions.

As per the State Budget Manual (SBM), the Finance Department is responsible for the preparation of the annual budget by obtaining from the various departments, material on which to base its estimates. The departmental estimates of receipt and expenditure are prepared by the Controlling Officers on the advice of their Heads of Departments and submitted to the Finance Department by the prescribed dates. The Finance Department then consolidates the estimates and prepares the Detailed Estimates and Grants. The estimates of expenditure should be as accurate as possible. An avoidable excess in an estimate is as much a financial irregularity as an excess in the actual expenditure. The budget procedure envisages that the sum provided in an estimate of expenditure on a particular item must be that sum which can be expended in the year and it should neither be more nor less.

#### 2.2 Summary of Appropriation Accounts

The summarised position of actual expenditure during 2016-17 against 55 grants/appropriations is given in **Table 2.1** below:



Table 2.1: Actual Expenditure vis-à-vis original/supplementary provisions

(₹ in crore)

| Nature of expenditure                    |                          | Original grant/appropriation | Supplementary grant/appropriation | Total              | Actual expenditure             | Savings (-)/ Excess (+) | Amount Surrendered | Amount surrendered on 31 March 2017 | Percentage of savings surrendered by 31 March 2017 |
|--|--------------------------|------------------------------|-----------------------------------|--------------------|--------------------------------|-------------------------|--------------------|-------------------------------------|--|
| <b>Voted</b>                             | I Revenue                | 1,16,812.07                  | 6,615.05                          | 1,23,427.12        | 1,12,448.04                    | (-)10,979.08            | 10,940.11          | 10,940.11                           | 99.6   |
|  | II Capital               | 24,591.00                    | 95.84                             | 24,686.84          | 17,849.21                      | (-) 6,837.63            | 5,885.57           | 5,885.57                            | 86.1   |
|  | III Loans and Advances   | 11,067.20                    | 1,379.41                          | 12,446.61          | 12,965.45                      | (+) 518.84              | 366.28             | 366.28                              | -  |
| <b>Appropriation to Contingency Fund</b> |                          | -                            | -                                 | -                  | -                              | -                       | -                  | -                                   |  |
| <b>Total Voted</b>                       |                          | <b>1,52,470.27</b>           | <b>8,090.30</b>                   | <b>1,60,560.57</b> | <b>1,43,262.70</b>             | <b>17,297.87</b>        | <b>17,191.96</b>   | <b>17,191.96</b>                    | <b>99.4</b>  |
| <b>Charged</b>                           | IV Revenue               | 17,649.99                    | 315.90                            | 17,965.89          | 17,897.85                      | (-) 68.04               | 66.71              | 66.71                               | 98.0   |
|  | V Capital                | <sup>1</sup>                 | 0.75                              | 0.75               | 0.75                           | -                       | <sup>2</sup>       | <sup>2</sup>                        |  |
|  | VI Public Debt-Repayment | 4,720.49                     | 316.49                            | 5,036.98           | 5,014.57                       | (-) 22.41               | 22.42              | 22.42                               | 100.0  |
| <b>Total Charged</b>                     |                          | <b>22,370.48</b>             | <b>633.14</b>                     | <b>23,003.62</b>   | <b>22,913.17</b>               | <b>90.45</b>            | <b>89.13</b>       | <b>89.13</b>                        | <b>98.5</b>  |
| <b>Grand Total</b>                       |                          | <b>1,74,840.75</b>           | <b>8,723.44</b>                   | <b>1,83,564.19</b> | <b>1,66,175.87<sup>3</sup></b> | <b>17,388.32</b>        | <b>17,281.09</b>   | <b>17,281.09</b>                    | <b>99.4</b>  |

Source: Appropriation Accounts

Table 2.1 indicates that supplementary provision aggregating to ₹ 8,723.44 crore obtained during 2016-17 proved unnecessary as the actual expenditure did not even come up to the level of original grant/appropriation. The overall saving (₹ 17,388.32 crore) was the result of savings of ₹ 17,388.72 crore in 47 grants and 45 appropriations under Revenue Section, 33 grants and four appropriations under Capital Section, offset by overall excess of ₹ 0.40 crore in two grants under Revenue Section.

The Accountant General (AG), Accounts and Entitlement (A&E), Rajasthan forwarded (June-July 2017) Detailed Appropriation Accounts to the Controlling Officers for explanation of the significant variations of savings/excesses. Out of 1,460 sub-heads, explanations for variation in respect of 814 sub-heads (saving: 642 and excess: 172) were awaited (October 2017).

## 2.3 Financial accountability and budget management

### 2.3.1 Excess over provisions relating to previous years (2014-16) requiring regularisation

Under Article 205 of the Constitution of India, it is mandatory for State Governments to get the excess over grant/appropriation, regularised by the

<sup>1</sup> Only ₹ 6,000.

<sup>2</sup> Only ₹ 6,000.

<sup>3</sup> The figures of actual expenditure include recoveries adjusted as reduction of expenditure (Revenue: ₹ 3,205.75 crore and Capital: ₹ 870.24 crore, Total: ₹ 4,075.99 crore).

State Legislature. Although no time limit for regularisation of expenditure has been prescribed, such regularisation is done after completion of the discussion on Appropriation Accounts by the Public Accounts Committee (PAC).

In one grant and four appropriations, excess expenditure amounting to ₹ 177.42 crore for the period 2014-16 was yet to be regularised (as on 14 August 2017). The year-wise details are summarised in **Table 2.2** below:

**Table 2.2: Excess over provisions relating to previous years requiring regularisation**

| Year         | Total number of Grants/Appropriations | Number and name of Grant/Appropriation | Grant/Appropriation | Amount of excess (₹ in crore) | Stage of consideration by PAC |
|--------------|---------------------------------------|--|---------------------|-------------------------------|-------------------------------|
| 2014-15      | 1                                     | Public Debt                            | Capital Charged     | 3.15                          | Yet to be examined by PAC     |
| 2015-16      | 4                                     | Interest Payment                       | Revenue Charged     | 46.21                         | Yet to be examined by PAC     |
|              |                                       | 22-Area Development                    |                     | ₹ <sup>4</sup>                |                               |
|              |                                       | 18-Public Relation                     | Revenue Voted       | 0.11                          |                               |
|              |                                       | Public Debt                            | Capital Charged     | 127.95                        |                               |
| <b>Total</b> | <b>5</b>                              |  |                     | <b>177.42</b>                 |                               |

Source: Appropriation Accounts

### 2.3.2 Excess over provisions during 2016-17 requiring regularisation

**Table 2.3** contains the summary of excess over provision under two grants amounting to ₹ 0.40 crore, which was authorised from the Consolidated Fund of the State, during 2016-17 and requires regularisation under Article 205 of the Constitution.

**Table 2.3: Excess over provisions requiring regularisation during 2016-17**

| (₹ in crore)         |                          |                     |              |             |
|----------------------|--------------------------|---------------------|--------------|-------------|
| S. No.               | Number and name of Grant | Total appropriation | Expenditure  | Excess      |
| <b>Revenue Voted</b> |                          |                     |              |             |
| 1.                   | 02- Council of Ministers | 10.69               | 10.86        | 0.17        |
| 2.                   | 20-Housing               | 88.17               | 88.40        | 0.23        |
| <b>Grand Total</b>   |                          | <b>98.86</b>        | <b>99.26</b> | <b>0.40</b> |

Source: Appropriation Accounts

The Finance Department did not furnish reasons for excess expenditure over authorisation from Consolidated Fund of the State to Accountant General (A&E), Rajasthan.

### 2.3.3 Excess Expenditure

In five heads of accounts, there were cases of excess expenditure of more than ₹ one crore and also by more than 10 per cent of the total provisions in each

<sup>4</sup> Only ₹ 21,106

head (*Appendix 2.1*). Even though there was overall savings in the grant, in four heads of accounts, reappropriation was not done.

**Inadequate provision of funds resulting in excess expenditure indicated deficient budgetary and expenditure controls.**

**2.3.4 Rush of expenditure**

Maintaining uniform pace of expenditure is a crucial component of sound public financial management. Any rush of expenditure in the closing month of the financial year should be avoided.

During 2016-17, in respect of 75 sub-heads (*Appendix 2.2*), expenditure of ₹ 14,624.19 crore (exceeding ₹ 50 crore and more than 30 per cent of the total expenditure in each case) was incurred in the last quarter of the financial year, which was 51.2 per cent of total expenditure (₹ 28,548.73 crore). Of this, ₹ 10,590.05 crore (72.4 per cent) was spent in March 2017 alone.

Major Heads, where expenditure exceeding ₹ 25 crore and more than 50 per cent of total expenditure, was incurred either during the last quarter or during the last month of the Financial Year, are shown below:

**Table 2.4: Cases of Rush of expenditure towards the end of the Financial Year 2016-17**

(₹ in crore)

| S. No. | Head of Account   | Total expenditure during the year | Expenditure during last quarter of the year |                        | Expenditure during March 2017 |                        |
|--------|---|-----------------------------------|---|------------------------|-------------------------------|------------------------|
|        |   |                                   | Amount                                      | % of total expenditure | Amount                        | % of total expenditure |
| 1.     | 2075- Miscellaneous General Services                    | 281.31                            | 279.28                                      | 99.3                   | 279.04                        | 99.2                   |
| 2.     | 2245- Relief on account of Natural Calamities           | 2155.54*                          | 2777.37                                     | 128.8                  | 1667.65                       | 77.4                   |
| 3.     | 2853- Non-Ferrous Mining and Metallurgical Industries   | 329.27                            | 220.57                                      | 67.0                   | 181.66                        | 55.2                   |
| 4.     | 3452-Tourism  | 96.08                             | 70.02                                       | 72.9                   | 63.35                         | 65.9                   |
| 5.     | 4210-Capital Outlay on Medical and Public Health        | 515.34                            | 312.55                                      | 60.6                   | 271.21                        | 52.6                   |
| 6.     | 4406-Capital Outlay on Forestry and Wild Life           | 173.74                            | 120.02                                      | 69.1                   | 87.83                         | 50.6                   |
| 7.     | 5475- Capital Outlay on Other General Economic Services | 466.72                            | 405.83                                      | 87.0                   | 360.77                        | 77.3                   |
| 8.     | 6235-Loans for Social Security and Welfare              | 45.00                             | 25.00                                       | 55.6                   | 25.00                         | 55.6                   |

**Source:** Information compiled by office of the AG (A&E), Rajasthan.

\* Less expenditure shown in this head due to expenditure met from SDRF at the end of the year.

Incidentally, out of ₹ 34,599.49 crore transferred/deposited in Personal Deposit Account during 2016-17, ₹ 3,626.96 crore (10.48 per cent) was transferred in March 2017 alone, as detailed in *Paragraph 3.6*.

**Thus, substantial expenditure was incurred by the departments at the fag end of the year which was indicative of inadequate financial control over the expenditure.**

2.3.5 Appropriation vis-à-vis Allocative Priorities

There were deviations from budget allocation with regard to the expenditure during the financial year, raising questions about the credibility of the budgeting process and budget monitoring.

Appropriation audit revealed that out of the total savings of ₹ 17,388.32 crore during the year 2016-17, in 23 Grants savings exceeded ₹ 100 crore and above in each case, amounting to ₹ 16,203.33 crore (93.2 per cent) as indicated in Table 2.5 below.

Table 2.5: List of Grants with savings ₹ 100 crore and above

| (₹ in crore)             |  |           |                |           |                     |                        |   |
|--------------------------|--|-----------|----------------|-----------|---------------------|------------------------|---|
| S. No.                   | No. and Name of the Grant                | Original  | Supple-mentary | Total     | Actual expen-diture | Savings (% of savings) | Reasons of savings as reported in Appropriation Accounts  |
| <b>(A) Revenue-Voted</b> |  |           |                |           |                     |                        |   |
| 1                        | 8-Revenue                                | 854.81    | -              | 854.81    | 653.09              | 201.72<br>(23.60)      | Posts remaining vacant, less expenditure on wages and office expenses, Digital India Land Record Modernisation programme changed into Centre Sector Scheme from 1.4.2016 and expenditure of the scheme incurred through saving bank account of Programme Management Unit, late sanction of survey/re-survey work and release of fund to the extent of unspent amount remained out of total funds which were released earlier by the GoI.  |
| 2                        | 10-Miscellaneous General Services        | 412.83    | -              | 412.83    | 281.31              | 131.52<br>(31.86)      | Less receipts of Guarantee fees.<br><br>Detailed reasons for savings in other cases were not intimated by the Department.   |
| 3                        | 15-Pension and Other Retirement Benefits | 12,492.46 | 177.70         | 12,670.16 | 12,278.88           | 391.28<br>(3.09)       | Reduction in estimated provision was due to death of pensioners, conversion of their pension into family pension and effecting correct classification of pension of employees of Zila Parishads, Municipalities and Panchayat Samiti by treasuries.   |
| 4                        | 16-Police                                | 4,426.31  | 204.64         | 4,630.95  | 4,498.59            | 132.36<br>(2.86)       | Posts remaining vacant, less expenditure on machinery and equipment.<br><br>Detailed reasons for savings in other cases were not intimated by the Department.   |
| 5                        | 21-Roads and Bridges                     | 1,492.21  | 109.75         | 1,601.96  | 1,458.11            | 143.85<br>(8.98)       | Non-transfer of cess on sale of petrol and diesel to State Road Development Fund (SRDF).<br><br>Detailed reasons for savings in other cases were not intimated by the Department.   |
| 6                        | 24-Education, Art and Culture            | 20,876.09 | 763.76         | 21,639.85 | 20,963.52           | 676.33<br>(3.13)       | Posts remaining vacant, less receipt of funds from GoI, non-finalization of recruitment process against vacant posts, transfer of posts due to merger of Elementary Education Schools with Secondary Education Schools, non-transfer of non-salary grant in the Personal Deposit Accounts of Block Elementary Education Officer by the Finance Department, less receipt of claims of scholarships, delay in tendering and non-receipts of bills from contractor.<br><br>Detailed reasons for savings in other cases were not intimated by the Department. |

## Financial Management and Budgetary Control

(₹ in crore)

| S. No. | No. and Name of the Grant                        | Original | Supplementary | Total    | Actual expenditure | Savings (% of savings) | Reasons of savings as reported in Appropriation Accounts   |
|--------|--|----------|---------------|----------|--------------------|------------------------|--|
| 7      | 26-Medical and Public Health and Sanitation      | 6,811.78 | -             | 6,811.78 | 6,442.86           | 368.92<br>(5.42)       | Posts remaining vacant, less release of grant for creation of assets, change in project, non-receipt of funds from GoI, slow progress in tendering process and utilization of excess balance of unspent amount of previous years available with Rajasthan Medical Services Corporation more than the prescribed limit of fund.   |
| 8      | 27-Drinking Water Scheme                         | 2,836.98 | 339.95        | 3,176.93 | 2,913.73           | 263.20<br>(8.28)       | Posts remaining vacant, contradiction in electricity bills and non-submission of bills by the contractors.   |
| 9      | 28-Special Programmes for Rural Development      | 949.64   | -             | 949.64   | 741.41             | 208.23<br>(21.93)      | Less/non-receipts of funds from GoI and diversion of funds to "for water concept" plan.<br><br>Detailed reasons for savings in other cases were not intimated by the Department.   |
| 10     | 29-Urban Plan and Regional Development           | 4,023.79 | 809.25        | 4,833.04 | 4,206.51           | 626.53<br>(12.96)      | Delay in receipt/less receipt of funds from GoI, posts remaining vacant, slow progress of work and reduction in grant (non-salary).<br><br>Detailed reasons for savings in other cases were not intimated by the Department.   |
| 11     | 30-Tribal Area Development                       | 9,113.00 | -             | 9,113.00 | 7,378.93           | 1,734.07<br>(19.03)    | Posts remaining vacant at lower level after promotion of official and transfer of posts due to merger of Elementary Education Schools with Secondary Education Schools, less receipt of applications for scholarship, non/less receipt of funds from GoI, delay in tendering process, less release of grants for creation of capital assets from GoI and non-receipts of sanction for schemes from GoI.<br><br>Detailed reasons for savings in other cases were not intimated by the Department. |
| 12     | 33-Social Security and Welfare                   | 4,563.64 | 222.29        | 4,785.93 | 4,521.83           | 264.10<br>(5.52)       | Posts remaining vacant, less expenditure on food materials and repairs and maintenance of hostels, less release of grant (non-salary) and less receipt of applications for scholarships.<br><br>Detailed reasons for savings in other cases were not intimated by the Department.  |
| 13     | 34-Relief from Natural Calamities                | 2,325.65 | 2,211.49      | 4,537.14 | 4,209.87           | 327.27<br>(7.21)       | Less expenditure on relief works.  |
| 14     | 35-Miscellaneous Community and Economic Services | 420.52   | -             | 420.52   | 273.33             | 147.19<br>(35.0)       | Posts remaining vacant, less/non-receipts of funds from GoI, less expenditure on computerization and Bhamashah Yojana.<br><br>Detailed reasons for savings in other cases were not intimated by the Department.  |
| 15     | 37-Agriculture                                   | 2,482.89 | -             | 2,482.89 | 2,160.90           | 321.99<br>(12.97)      | Saving mainly occurred due to delay in restructuring of externally aided project and its implementation. Further, non-implementation of various activities like, strengthening of canals, watershed development, ground water management and solar pump, non/less receipt of fund from GoI, fund release directly by the GoI to respective department, posts remaining vacant, reduction in plan ceiling and less distribution of certified and hybrid seeds also contributed to the savings.    |
| 16     | 41-Community Development                         | 6,537.05 | 293.49        | 6,830.54 | 6,130.37           | 700.17<br>(10.25)      | Less receipt of fund from GoI and funds released as per recommendation of State Finance Commission.<br><br>Detailed reasons for savings in other cases were not intimated by the Department.   |

**Financial Management and Budgetary Control**

(₹ in crore)

| S. No.                   | No. and Name of the Grant                                 | Original           | Supplementary   | Total              | Actual expenditure | Savings (% of savings) | Reasons of savings as reported in Appropriation Accounts  |
|--------------------------|---|--------------------|-----------------|--------------------|--------------------|------------------------|---|
| 17                       | 48-Power  | 14,623.68          | 411.48          | 15,035.16          | 13,606.55          | 1,428.61<br>(9.50)     | Non-deposit of Power Tax by the Jaipur, Jodhpur, Ajmer Vidyut Vitran Nigam Limited resulting in non-release of grants and receipts of grants directly by Rajasthan Rajya Vidyut Prasaran Nigam Limited from the GoI under <i>Rashtriya Swachh Urja Kosh</i> .<br><br>Detailed reasons for savings in other cases were not intimated by the Department.  |
| 18                       | 50-Rural Employment                                       | 2,506.38           | -               | 2,506.38           | 1,499.85           | 1,006.53<br>(40.16)    | Less receipts of funds from GoI.  |
| 19                       | 51-Special Component Plan for Welfare of Scheduled Castes | 9,549.49           | -               | 9,549.49           | 8,304.44           | 1,245.05<br>(13.04)    | Less receipts of funds from GoI, less expenditure on scholarship, posts remaining vacant, delay in tendering process, non-release of grants for development of Sambal Villages and reduction in plan ceiling.<br><br>Detailed reasons for savings in other cases were not intimated by the Department.  |
|                          | <b>Total (A)</b>  | <b>1,07,299.20</b> | <b>5,543.80</b> | <b>1,12,843.00</b> | <b>1,02,524.08</b> | <b>10,318.92</b>       |   |
| <b>(B) Capital Voted</b> |   |                    |                 |                    |                    |                        |   |
| 20                       | 12-Other taxes  | 301.00             | -               | 301.00             | 100.00             | 201.00<br>(66.78)      | Not intimated by the State Government.  |
| 21                       | 19-Public works   | 1,617.68           | -               | 1,617.68           | 719.52             | 898.16<br>(55.52)      | Due to slow progress of work and less execution of work.<br><br>Detailed reasons for savings in other cases were not intimated by the Department.   |
| 22                       | 21-Roads and Bridges                                      | 3,466.39           | -               | 3,466.39           | 2,202.98           | 1,263.41<br>(36.45)    | Not intimated by the State Government.  |
| 23                       | 26-Medical and Public Health and Sanitation               | 352.96             | -               | 352.96             | 172.50             | 180.46<br>(51.13)      | Non-execution of technical process of tenders in time by the executive agency for construction works of new building/additional works at subordinate offices and for construction work in respect of declaration made in budget speech, slow progress of work and less receipt of funds from GoI.   |
| 24                       | 27-Drinking Water Scheme                                  | 3,876.33           | -               | 3,876.33           | 2,980.11           | 896.22<br>(23.12)      | Less execution of work.<br><br>Detailed reasons for savings in other cases were not intimated by the Department.  |
| 25                       | 29-Urban Plan and Regional Development                    | 1,742.68           | -               | 1,742.68           | 959.45             | 783.23<br>(44.94)      | Non/less execution of work, less receipt of funds from GoI, posts remaining vacant, time period of development of works of phase II was extended by Asian Development Bank due to obstruction in completion of work at site and tendering of development works at Ganganager, Jhunjhunu, Hanumangarh and Bhilwara, was under process.   |
| 26                       | 30-Tribal Area Development                                | 4,666.90           | 13.93           | 4,680.83           | 4,346.48           | 334.35<br>(7.14)       | Less expenditure on construction work, slow progress of work, reduction in plan ceiling, less adjustment of percentage charges, less/non-execution of work, less/non receipts of funds from GoI, non-receipt of sanction of scheme from GoI and less Internal and Extra Budgetary Resources required by Rajasthan Rajya Vidyut Prasaran Nigam Limited resulting in less investment in share capital.<br><br>Detailed reasons for savings in other cases were not intimated by the Department. |
| 27                       | 37-Agriculture  | 588.97             | -               | 588.97             | 232.55             | 356.42<br>(60.52)      | Non-submission of UCs of entire amount by Panchayati Raj Department, less receipt of funds from GoI, funds released directly by   |

## Financial Management and Budgetary Control

(₹ in crore)

| S. No. | No. and Name of the Grant                                 | Original           | Supple-mentary  | Total              | Actual expen-diture | Savings (% of savings) | Reasons of savings as reported in Appropriation Accounts  |
|--------|---|--------------------|-----------------|--------------------|---------------------|------------------------|---|
|        |   |                    |                 |                    |                     |                        | the GoI to respective Departments under their existing head of account and less execution of construction work by the Rajasthan State Warehousing.  |
| 28     | 43-Minerals   | 166.00             | -               | 166.00             | 10.53               | 155.47<br>(93.66)      | Non-implementation of the scheme (establishment of refinery) in the state, less execution of work by PWD, proposal for purchasing items was not received from Medical & Health Department and proposal for plantation in mining areas was not received from Forest Department.  |
| 29     | 46-Irrigation   | 1503.68            | -               | 1503.68            | 1264.09             | 239.59<br>(15.93)      | Non-submission of bills by the contractors, delay in tendering process, diversion of work from Accelerated Irrigation Benefit Programme to Command Area Development and Water Management, slow progress of works, non-receipts of sanction from GoI, non-adjustment of proportionate expenditure on Parvan Project and less/non-execution of work.  |
| 30     | 51-Special Component Plan for Welfare of Scheduled Castes | 5,988.15           | -               | 5,988.15           | 5,412.05            | 576.10<br>(9.62)       | Less/non-receipts of funds from GoI, less/non-execution of works, slow progress of work, reduction in plan ceiling and less Internal and Extra Budgetary Resources (IEBR) required by Rajasthan Rajya Vidyut Prasaran Nigam Limited, Jaipur, Jodhpur Vidyut Vitran Nigam Limited respectively resulting in less investment in share capital.<br>Detailed reasons for savings in other cases were not intimated by the Department. |
|        | <b>Total (B)</b>  | <b>24,270.74</b>   | <b>13.93</b>    | <b>24,284.67</b>   | <b>18,400.26</b>    | <b>5,884.41</b>        |   |
|        | <b>Grand Total (A+B)</b>                                  | <b>1,31,569.94</b> | <b>5,557.73</b> | <b>1,37,127.67</b> | <b>1,20,914.34</b>  | <b>16,203.33</b>       |   |

**Source:** Appropriation Accounts

The cases discussed above indicate that the provisions of Chapter 13 of the SBM were not followed in preparation of budget estimates of expenditure by the departments and Budget Controlling Officers of these grants, which resulted in savings of ₹ 16,203.33 crore.

Out of total savings of ₹ 17,388.32 crore, a sum of ₹ 10,318.92 crore (59.3 *per cent*) pertained to savings (₹ 100 crore and above) under 'Revenue-Voted Section', which indicates deficiencies in budget estimation of expenditure. Savings mainly occurred in areas of Pension and Other Retirement Benefits, Education, Art and Culture, Medical and Public Health and Sanitation, Urban Plan and Regional Development, Tribal Area Development, Relief from Natural Calamities, Agriculture, Community Development, Power, Rural Employment and Special Component Plan for Welfare of Scheduled Castes. The reasons reported were failure to deposit of Power Tax by the three Discoms resulting in non-release of grant, slow progress of work, reduction in grant (non-salary), less expenditure on wages, office expenses, machinery and equipment and posts remaining vacant. However, keeping budgetary provision for vacant posts was in contravention of provisions of para 13.18.2 (a) of the SBM.

A sum of ₹ 5,884.41 crore (33.8 *per cent* of total savings) pertained to savings (₹ 100 crore and above) under 'Capital Section'. Large savings occurred in areas of Public Works, Urban Plan and Regional Development,

Drinking Water Scheme, Road & Bridges, Tribal Area Development, Agriculture and Special Component Plan for Welfare of Scheduled Castes. The main reasons of savings were attributed to less/non-receipt of funds from GoI, reduction in plan ceiling, non/less execution of work and slow progress of works, which indicated stalling in developmental works and non/less creation of assets of the State Government during the year.

In 18 cases, savings ranged between 21.9 and 93.7 *per cent* and exceeded by ₹ 20 crore and more than 20 *per cent* of total provision in each case as detailed in *Appendix 2.3*.

### 2.3.6 Persistent savings

In 23 cases, there were persistent savings of more than ₹ one crore in each case and also by more than 10 *per cent* of the total grant during last three years as summarised in **Table 2.6** and details including major reasons for persistent savings are given in *Appendix 2.4*.

**Table 2.6: List of Grants indicating persistent savings during 2014-17**

(₹ in crore)

| S. No.               | No. and Name of the Grant                         | Amount of savings |         |         |
|----------------------|---|-------------------|---------|---------|
|                      |   | 2014-15           | 2015-16 | 2016-17 |
| <b>Revenue-voted</b> |   |                   |         |         |
| 1.                   | 11- Miscellaneous Social Services                 | 42.47             | 34.12   | 18.96   |
| 2.                   | 12- Other Taxes                                   | 82.19             | 138.01  | 80.25   |
| 3.                   | 22-Area Development                               | 5.98              | 4.00    | 3.20    |
| 4.                   | 28- Special Programmes for Rural Development      | 284.40            | 244.24  | 208.23  |
| 5.                   | 29-Urban Plan and Regional Development            | 565.52            | 541.67  | 626.53  |
| 6.                   | 30-Tribal Area Development                        | 1222.56           | 1207.51 | 1734.07 |
| 7.                   | 35- Miscellaneous Community and Economic Services | 449.52            | 54.83   | 147.19  |
| <b>Capital-Voted</b> |   |                   |         |         |
| 8.                   | 9-Forest  | 88.49             | 14.40   | 13.20   |
| 9.                   | 11- Miscellaneous Social Services                 | 16.29             | 29.61   | 25.96   |
| 10.                  | 12-Other Taxes                                    | 300.00            | 149.00  | 201.00  |
| 11.                  | 19- Public Works                                  | 688.04            | 319.13  | 898.17  |
| 12.                  | 20-Housing  | 18.70             | 3.07    | 8.36    |
| 13.                  | 21-Roads and Bridges                              | 881.43            | 605.50  | 1263.41 |
| 14.                  | 22- Area Development                              | 90.45             | 74.50   | 37.13   |
| 15.                  | 23- Labour and Employment                         | 2.88              | 24.48   | 25.73   |
| 16.                  | 26- Medical and Public Health and Sanitation      | 122.97            | 202.29  | 180.46  |
| 17.                  | 27-Drinking Water Scheme                          | 265.69            | 481.47  | 896.22  |
| 18.                  | 29- Urban Plan and Regional Development           | 573.42            | 322.59  | 783.23  |
| 19.                  | 33- Social Security and Welfare                   | 255.98            | 144.06  | 57.85   |
| 20.                  | 37-Agriculture                                    | 120.30            | 135.61  | 356.42  |
| 21.                  | 43- Minerals                                      | 108.21            | 81.00   | 155.47  |
| 22.                  | 46- Irrigation                                    | 211.68            | 294.28  | 239.59  |
| 23.                  | 47-Tourism  | 12.87             | 13.87   | 28.04   |

**Source:** Appropriation Accounts

Reasons for persistent savings were mainly due to less/non-receipt of fund from GoI. Other reasons reported were slow progress of work, non receipt of sanction, non/less execution of work, non-implementation of the scheme



(establishment of refinery) in the state, delay in land allotment, late release of sanction for work, reduction in plan ceiling, non-completion of works due to excess work load on Public Works Department, less expenditure on pay and allowances, posts remaining vacant and in some cases reasons for savings were not intimated by the State Government. Keeping budgetary provision for vacant posts was in contravention of provisions of the SBM.

**Thus, the budgetary controls in various departments were not effective and trends of expenditure during previous years were not taken into account while allocating funds for the year. The persistent savings over the years were indicative of over assessment of requirement of funds by the State Government in their Appropriation Act without adequate scrutiny and proper monitoring the flow of expenditure.**

The Controlling Officers of these grants need to be directed by the Finance Department to take necessary steps to avoid persistent savings.

**2.3.6.1** A detailed review of persistent savings under Grant No. 21, 33 and 37 was undertaken. Significant audit findings are discussed below:

***Grant No. 21 Roads and Bridges***

***Public Works Department***

During the period 2014-17, there were persistent savings under the grant No.21-Roads and Bridges, which ranged between ₹ 0.32 crore and ₹ 156.39 crore, being 5.9 per cent to 99.3 per cent of the total provisions, as detailed below:

(₹ in crore)

| S. No. | Head of Account   | Year    | Total (O+S) | Expenditure | Savings | Percentage of savings | Reason   | Audit Comment  |
|--------|---|---------|-------------|-------------|---------|-----------------------|--|--|
| 1.     | 3054- Roads and Bridges<br>04- District and Other Roads<br>800- Other Expenditure<br>02-Rural Roads<br>04-Rajasthan road area modernisation project financed by world Bank (Additional Operational Cost) (Plan) | 2014-15 | 1.00        | 0.65        | -0.35   | 35.0                  | Less payment of bill of tender publication works against Estimation.                       | This indicated that the department did not assess the expenditure properly at the time of estimation.  |
|        |   | 2015-16 | 1.30        | 0.15        | -1.15   | 88.5                  | Less payment of bill of Training Service Provider and non-receipts of NOC from World Bank. | This indicated that the department did not pursue the matter with World Bank to ensure timely release of requisite NOC.                            |
|        |   | 2016-17 | 1.68        | 0.21        | -1.47   | 87.5                  | Reduction in revised estimates   | The trend of expenditure in previous years was not kept in view while allocating fund for ensuing year and huge savings indicate faulty estimation |
| 2.     | 5054- Capital outlay on roads and Bridges<br>03- State Highways<br>337-Road Works<br>01- Construction (Plan)  | 2014-15 | 174.73      | 116.14      | -58.59  | 33.5                  | Reduction in revised estimates   | This indicated that the proposal of capital expenditure was not prepared with proper planning and feasibility study.                               |
|        |   | 2015-16 | 51.68       | 41.40       | -10.28  | 19.9                  |  |  |
|        |   | 2016-17 | 39.50       | 20.84       | -18.66  | 47.2                  | Revision of estimates due to reduction in plan ceiling.                                    |  |
| 3.     | 5054- Capital outlay on roads and Bridges   | 2014-15 | 116.05      | 101.32      | -14.73  | 12.7                  | Reduction in revised estimates   | The trend of expenditure in previous   |
|        |   | 2015-16 | 218.87      | 107.77      | -111.10 | 50.8                  |  |  |

| S. No. | Head of Account   | Year    | Total (O+S) | Expenditure | Savings | Percentage of savings | Reason   | Audit Comment   |
|--------|---|---------|-------------|-------------|---------|-----------------------|--|---|
|        | 03- State Highways<br>337-Road Works<br>07- Roads Financed by State Road Development Fund<br>90-Construction Work (Plan)  | 2016-17 | 178.00      | 21.61       | -156.39 | 87.9                  | Revision of estimates due to reduction in plan ceiling.                                      | years was not kept in view while allocating funds for ensuing year and huge savings indicate faulty estimation. Proposal of capital expenditure should have been prepared with proper planning and feasibility study.                                     |
| 4.     | 5054- Capital outlay on roads and Bridges<br>04- District and Other Roads<br>800-Other Expenditure<br>14-Road recouped from State Road Development Fund<br>90-Construction Works (Plan)                         | 2014-15 | 29.86       | 18.32       | -11.54  | 38.6                  | Late release of Administrative Sanction.   | This indicates that department did not make efforts to get Administrative sanction in time.   |
|        |   | 2015-16 | 145.91      | 29.80       | -116.11 | 79.6                  |  |   |
|        |   | 2016-17 | 145.37      | 11.66       | -133.71 | 92.0                  | Revision of estimates due to reduction in plan ceiling.                                      | The trend of expenditure in previous years was not kept in view while allocating fund for ensuing year and huge savings indicate faulty estimation. Proposal of capital expenditure should have been prepared with proper planning and feasibility study. |
| 5.     | 5054- Capital outlay on roads and Bridges<br>04- District and Other Roads<br>800-Other Expenditure<br>21- Rajasthan Road Area Modernisation Project Financed by world Bank<br>01- Rural Link Road (Plan)        | 2014-15 | 442.48      | 390.61      | -51.87  | 11.7                  | Late release of Administrative Sanction  | This indicated that the department did not make efforts to get Administrative sanction within time.   |
|        |   | 2015-16 | 146.02      | 137.37      | -8.65   | 5.9                   |  |   |
|        |   | 2016-17 | 57.00       | 21.94       | -35.06  | 61.5                  | Revision of estimates due to reduction in plan ceiling.                                      | The trend of expenditure in previous years was not kept in view while allocating fund for ensuing year and huge savings indicate faulty estimation  |
| 6.     | 5054- Capital outlay on roads and Bridges<br>04- District and Other Roads<br>800-Other Expenditure<br>21- Rajasthan Road Area Modernisation Project Financed by world Bank<br>02- Road Safety management (Plan) | 2014-15 | 0.71        | 0.10        | -0.61   | 85.9                  | Late release of Administrative Sanction.   | This indicated that the department did not make efforts to get Administrative sanction within time.   |
|        |   | 2015-16 | 4.42        | 0.57        | -3.85   | 87.1                  | Reduction in revised estimates.  | The trend of expenditure in previous years was not kept in view while allocating fund for ensuing year and huge savings indicate faulty estimation.   |
|        |   | 2016-17 | 19.47       | 2.59        | -16.88  | 86.7                  | Revision of estimates due to reduction in plan ceiling.                                      |   |
| 7.     | 5054- Capital outlay on roads and Bridges<br>03- State Highways<br>337-Road Works<br>07- Roads Financed by State Road Development Fund<br>91- Percentage Charges for Establishment Expenses (2059) (Plan)       | 2014-15 | 9.28        | 0.96        | -8.32   | 89.7                  | Reduction in revised estimates and inclusion of prescribed percentage on actual expenditure. | The trend of expenditure in previous years was not kept in view and huge savings indicate faulty estimation.  |
|        |   | 2015-16 | 17.51       | 1.85        | -15.66  | 89.4                  |  |   |
|        |   | 2016-17 | 14.24       | 1.83        | -12.41  | 87.1                  | Revision of estimates due to reduction in plan ceiling.                                      |   |
| 8.     | 5054- Capital outlay on roads and Bridges<br>03- State Highways<br>337-Road Works<br>07- Roads Financed by State Road Development Fund<br>93- Percentage Charges for Roads and bridges (3054) (Plan)            | 2014-15 | 3.48        | 0.36        | -3.12   | 89.7                  | Reduction in revised estimates and inclusion of prescribed percentage on actual expenditure. | The trend of expenditure in previous years was not kept in view and huge savings indicate faulty estimation.  |
|        |   | 2015-16 | 6.57        | 0.69        | -5.88   | 89.5                  |  |   |
|        |   | 2016-17 | 5.34        | 0.69        | -4.65   | 87.1                  | Revision of estimates due to reduction in plan ceiling.                                      |   |

## Financial Management and Budgetary Control

| S. No. | Head of Account   | Year    | Total (O+S) | Expenditure | Savings | Percentage of savings | Reason  | Audit Comment  |
|--------|---|---------|-------------|-------------|---------|-----------------------|---|--|
| 9.     | 5054- Capital outlay on roads and Bridges<br>04- District and Other Roads<br>800-Other Expenditure<br>14-Roads recouped from State Road Development Fund<br>91- Percentage Charges for Establishment Expenditure(2059) (Plan) | 2014-15 | 2.39        | 1.13        | -1.26   | 52.7                  | Revision of estimates and inclusion of prescribed percentage on actual expenditure.         | The trend of expenditure in previous years was not kept in view and huge savings indicate faulty estimation. |
|        |   | 2015-16 | 11.67       | 0.10        | -11.57  | 99.1                  |   |  |
|        |   | 2016-17 | 11.63       | 0.21        | -11.42  | 98.2                  |   |  |
| 10.    | 5054- Capital outlay on roads and Bridges<br>04- District and Other Roads<br>800-Other Expenditure<br>14-Road recouped from State Road Development Fund<br>92- Percentage Charges for tools and Plants(2059) (Plan)           | 2014-15 | 0.60        | 0.28        | -0.32   | 52.3                  | Revision of estimates and inclusion of prescribed percentage on actual expenditure.         | The trend of expenditure in previous years was not kept in view and huge savings indicate faulty estimation. |
|        |   | 2015-16 | 2.92        | 0.02        | -2.90   | 99.3                  |   |  |
|        |   | 2016-17 | 2.91        | 0.05        | -2.86   | 98.3                  |   |  |
| 11.    | 5054- Capital outlay on roads and Bridges<br>04- District and Other Roads<br>800-Other Expenditure<br>14-Road recouped from State Road Development Fund<br>93-- Percentage Charges for Roads and bridges (3054) (Plan)        | 2014-15 | 0.90        | 0.42        | -0.48   | 53.3                  | Revision in revised estimates and inclusion of prescribed percentage on actual expenditure. | The trend of expenditure in previous years was not kept in view and huge savings indicate faulty estimation. |
|        |   | 2015-16 | 4.38        | 0.04        | -4.34   | 99.1                  |   |  |
|        |   | 2016-17 | 4.36        | 0.08        | -4.28   | 98.2                  |   |  |

The supplementary provision of ₹ 109.75 crore<sup>5</sup> obtained against this grant during 2016-17 was unnecessary. Besides though there was overall savings of ₹143.85 crore in the grant, ₹173.91 crore was surrendered on last working day of financial year.

**The persistent savings in the above cases indicate inadequate financial control of the department over the expenditure and also that the funds could not be utilized for other development purposes.**

With proper forecasting, such funds which were surrendered at the fag end of year could have been used for execution of other important works/programmes /projects/schemes.

### *Grant No.33 – Social Security and Welfare*

#### *Social Justice and Empowerment Department*

During the period 2014-17, there were persistent savings under the grant No.33 -Social Security and Welfare, ranged between ₹ 0.12 crore and ₹ 180.17 crore, being 0.2 per cent to 100 per cent of the total provisions, as details given below:

<sup>5</sup> Head 3054-80-797-(03)- Transfer to Central Road Fund (100% central).

**Financial Management and Budgetary Control**

(₹ in crore)

| S. No. | Heads of Accounts  | Year    | Original Provision# | Expenditure | Savings | Percent-age of savings | Reason  | Audit Comment  |
|--------|--|---------|---------------------|-------------|---------|------------------------|---|--|
| 1      | 2225- Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities<br>01- Welfare of Scheduled Castes<br>793-Special Central Assistance for Welfare of Scheduled Castes Component Plan<br>01- Scheduled Castes sub plan (Plan) | 2014-15 | 55.00               | 54.88       | -0.12   | 0.2                    | Less number of persons covered the criteria of grants due to various eligibility conditions.  | Before making budget provision trends of expenditure in previous year, feasibility/availability of beneficiaries under the scheme should have been properly assessed/ worked out.    |
|        |  | 2015-16 | 55.00               | 34.00       | -21.00  | 38.2                   |   |  |
|        |  | 2016-17 | 60.00               | 12.44       | -47.56  | 79.3                   |   |  |
| 2      | 2235 –Social Security and Welfare<br>02- Social Welfare<br>101-Welfare of Handicapped<br>38- Directorates of Special Abled Persons<br>03- Interest Grant under Special Abled person Self -employment Scheme (Plan)                                     | 2014-15 | 1.00                | 0.00        | -1.00   | 100.0                  | Scheme could not be executed due to non approval of scheme guidelines.  | This indicated that the department did not pursue the matter with GoI for approval of scheme guideline.  |
|        |  | 2015-16 | 0.25                | 0.00        | -0.25   | 100.0                  |   |  |
|        |  | 2016-17 | 0.29                | 0.00        | -0.29   | 100.0                  |   |  |
| 3      | 2235 –Social Security and welfare<br>02- Social welfare<br>103- Women 's Welfare<br>20- Mission Gramaya Shakti<br>01-through the women empowerment department (Plan)   | 2014-15 | 10.60               | 0.00        | -10.60  | 100.0                  | The scheme could not be executed due to non-sanction of Action plan by the Finance Department.  | This indicated that due diligence was not given in preparation of Action plans by the department for getting approval of Finance Department.   |
|        |  | 2015-16 | 10.60               | 0.00        | -10.60  | 100.0                  | Non-approval of revised Action plan by the Finance Department.  |  |
|        |  | 2016-17 | 10.60               | 0.00        | -10.60  | 100.0                  | Non-approval of Action plan by the Finance, Planning Departments and Rajasthan Rural Livelihood Development Parishad.   |  |
| 4      | 2235 –Social Security and welfare<br>02- Social welfare<br>196-Asistance of Zila Parishads/ district level Panchayats<br>02-For District level Offices of Women Empowered<br>10-Integrated Women Enforcement Programme (Plan)                          | 2014-15 | 2.21                | 1.57        | -0.64   | 29.0                   | Less receipt of funds from GoI.   | Trend of expenditure in previous year was not taken in consideration by the Department and the department should have pursued the matter with GoI to ensure timely release of funds. |
|        |  | 2015-16 | 3.99                | 0.86        | -3.13   | 78.4                   |   |  |
|        |  | 2016-17 | 3.96                | 1.78        | -2.18   | 55.1                   |   |  |
| 5      | 2235 –Social Security and welfare<br>02- Social welfare<br>196-Asistance of Zila Parishads/ district level Panchayats<br>05-Grants for Joint Assistance<br>02-Programme and Activities (Plan)  | 2014-15 | 5.00                | 0.85        | -4.15   | 83.0                   | Camps for distribution of equipments for Specially Abled Persons could not be organized due to non receipts of required number of applications from possible beneficiaries. | Before making budget provision trends of expenditure in previous year, feasibility/availability of beneficiaries under the scheme should have been properly assessed/worked out.     |
|        |  | 2015-16 | 3.33                | 2.25        | -1.08   | 32.4                   |   |  |
|        |  | 2016-17 | 3.33                | 2.08        | -1.25   | 37.5                   |   |  |
| 6      | 2235 –Social Security and welfare<br>02- Social welfare<br>102-Child Welfare<br>11-Through the Directorate of Child Empowerment department<br>02-District level Child Empowerment and District Child Protection Unit (Plan)                            | 2014-15 | 2.25                | 0.43        | -1.82   | 80.9                   | Posts remaining vacant  | Keeping provisions for vacant posts was in contravention of provision of para 13.18.2(a) of the SBM.   |
|        |  | 2015-16 | 1.68                | 0.85        | -0.83   | 49.4                   |   |  |
|        |  | 2016-17 | 1.34                | 0.72        | -0.62   | 46.3                   |   |  |
| 7      | 2235 –Social Security and welfare<br>02- Social welfare<br>103-Women Welfare<br>05-Women Development Programme<br>01-Women Development Programme (Plan)  | 2014-15 | 1.73                | 1.21        | -0.52   | 30.1                   | Posts remaining vacant.   | Keeping provisions for vacant posts was in contravention of provision of para 13.18.2(a) of the SBM.   |
|        |  | 2015-16 | 1.89                | 1.64        | -0.25   | 13.2                   |   |  |
|        |  | 2016-17 | 2.57                | 1.67        | -0.90   | 35.0                   |   |  |

**Financial Management and Budgetary Control**

| S. No. | Heads of Accounts  | Year    | Original Provision# | Expenditure | Savings | Percent-age of savings | Reason   | Audit Comment   |
|--------|--|---------|---------------------|-------------|---------|------------------------|--|---|
| 8      | 2236- Nutrition<br>02- Distribution of Nutritious Food and Beverages<br>101- Special Nutrition Programme<br>01- Through the Integrated Child Development Service Department<br>10- I.C.D.S. -IV ( World Bank)<br>(Plan)  | 2014-15 | 10.62               | 1.25        | -9.37   | 88.2                   | Late receipt of approval of Annual Action Plan and non-receipts of guidelines of schemes from GoI  | This indicated that the department did not make timely efforts to get Action Plan.  |
|        |  | 2015-16 | 10.12               | 3.74        | -6.38   | 63.0                   | Due to stay of GoI in April 2015 for recruitment of consultants, other personnel under contract and on purchase of materials and other services to be provided.  | The Department should have pursued the matter persistently with GoI to vacate the stay.   |
|        |  | 2016-17 | 17.65               | 8.08        | -9.57   | 54.2                   | Tender process was not completed for purchase of electronic items.   | Delay in tendering process indicates systemic deficiencies.   |
| 9      | 2236- Nutrition<br>02- Distribution of Nutritious Food and Beverages<br>101- Special Nutrition Programme<br>01- Through the Integrated Child Development Service Department<br>12- Rajiv Gandhi Kishori Balika Empowerment and Nutrition Scheme<br>(Plan)  | 2014-15 | 136.33              | 109.99      | -26.34  | 19.3                   | Less number of beneficiaries available against target.   | Before making budget provision availability of beneficiary under scheme should have been properly assessed.   |
|        |  | 2015-16 | 10.00               | 0.18        | -9.82   | 98.2                   | Less expenditure incurred as it was not possible to provide supplementary nutrition to beneficiaries as per prescribed financial norms by GoI.   | The department should have pursued the matter with GoI so as to utilize the funds properly.   |
|        |  | 2016-17 | 101.36              | 0.37        | -100.99 | 99.6                   | Supplementary nutritional specification were same for ICDS scheme, however financial norms were different for per beneficiary per day and supplies were being made by one Self Help Group for both the schemes, as such for same recipe, different rates cannot be fixed which resulted non-execution of the scheme. | Planning of the scheme for supplementary nutrition for girls indicate defective planning of the department as ICDS scheme for the same purpose was existed. |
| 10     | 4225-Capital Outlay on Welfare of Scheduled Castes, Scheduled Tribes, other Backward classes and minority<br>03-welfare of Backward classes<br>800- Other Expenditure<br>09- Devnarain Yojana (through the Higher Education Department)<br>01-Construction of College cum Hostel Building for Girls Students<br>(Plan) | 2014-15 | 7.50                | 0.00        | -7.50   | 100.0                  | Non availability of land.  | Non-allotment/late allotment of land could have been avoided with proper planning.  |
|        |  | 2015-16 | 3.00                | 1.92        | -1.08   | 36.0                   | Delay in allotment of land.  |   |
|        |  | 2016-17 | 6.00                | 3.67        | -2.33   | 38.8                   | Reduction in revised grant due to reduction in plan ceiling.   | The trend of expenditure in previous years was not kept in view and huge savings indicate faulty estimation.  |
| 11     | 4225-Capital Outlay on Welfare of Scheduled Castes, Scheduled Tribes, other Backward classes and minority<br>04- welfare of minorities<br>800- Other Expenditure<br>01-Through the Directorates of Minority Affairs Department<br>01 Construction of Hostel Building<br>(Plan)   | 2014-15 | 2.00                | 1.06        | -0.94   | 47.0                   | Construction work of Hostel was completed during 2014-15 for which only ₹ 105.75 lakh was required.  | The extent of savings shows systemic deficiencies.  |
|        |  | 2015-16 | 4.00                | 2.30        | -1.70   | 42.5                   | The work could not be started in Fatehpur due to dispute, which is under the   | Delay in tender process of entrustment of work indicates systemic deficiencies.   |
|        |  | 2016-17 | 4.15                | 2.65        | -1.50   | 36.1                   |  |   |

**Financial Management and Budgetary Control**

| S. No. | Heads of Accounts  | Year    | Original Provision# | Expenditure | Savings | Percent-age of savings | Reason   | Audit Comment   |
|--------|--|---------|---------------------|-------------|---------|------------------------|--|---|
|        |  |         |                     |             |         |                        | consideration of the Wafq Tribunal and delay in tender process in Kota, Jodhpur and Ramgarh.   |   |
| 12     | 4225-Capital Outlay on Welfare of Scheduled Castes, Scheduled Tribes, other Backward classes and minority<br>04- welfare of minorities<br>800- Other Expenditure<br>01-Through the Directorates of Minority Affairs Department<br>03-Construction of office building of Minority Affairs Department (Plan) | 2014-15 | -*                  | 0.00        | -*      | 100.0                  |  |   |
|        |  | 2015-16 | 2.00                | 0.01        | -1.99   | 99.5                   | Delay in tendering Process   | Delay in tender process of entrustment of work indicates systemic deficiencies.   |
|        |  | 2016-17 | 3.76                | 1.76        | -2.00   | 53.2                   |  |   |
| 13     | 4235-Capital Outlay on social Security and Welfare<br>02- Social Welfare<br>800- Other Expenditure<br>09-Scheme for economic backward class<br>01- Construction of college level hostel building (Plan)  | 2014-15 | -*                  | 0.00        | -*      | 100.0                  |  |   |
|        |  | 2015-16 | 40.65               | 0.00        | -40.65  | 100.0                  | Non-allotment of Land.   | Non-allotment of land could have been avoided with proper planning.   |
|        |  | 2016-17 | 40.65               | 0.00        | -40.65  | 100.0                  |  |   |
| 14     | 4236 -Capital Outlay on Nutrition<br>02-Distribution of Nutritious food and Beverages<br>800- Other Expenditure<br>03-building Construction (Plan)   | 2014-15 | 2.18                | 0.00        | -2.18   | 100.0                  | Delay in allotment of Land and District collector has not been furnished the complete proposal.  | Late allotment of land could have been avoided with proper planning   |
|        |  | 2015-16 | 4.37                | 0.43        | -3.94   | 90.2                   | Non-utilisation of complete funds in time by DDO, PWD.   | Non-utilisation of funds for intended purpose within stipulated time for construction work led to blocking of fund.     |
|        |  | 2016-17 | 5.00                | 1.78        | -3.22   | 64.4                   | Reasons not furnished by the Department.   |   |
| 15     | 4236-Capital Outlay on Nutrition<br>02- Distribution of Nutritious Food and Beverages<br>800- Other Expenditure<br>09- Construction of Angan Wari Centre under ICDS Mission Mode (Plan)  | 2014-15 | 180.17              | 0.00        | -180.17 | 100.0                  | Late approval of Annual Perspective Implementation Plan (APIP) by GoI under Mission Mode Scheme and late receipt of first installment.   | The Department should have pursued the matter persistently with GoI to release the requisite sanction.                  |
|        |  | 2015-16 | 134.77              | 39.84       | -94.93  | 70.4                   |  |   |
|        |  | 2016-17 | 51.52               | 24.34       | -27.18  | 52.8                   | Less rate per unit sanctioned by GoI for construction of <i>Aanganbari</i> centre. At this rate per unit construction was not possible. Another proposal for additional amount was sent to GoI and reply is awaited. | The Department should have pursued the matter persistently with GoI for timely release of funds.                        |
| 16     | 4236-Capital Outlay on Nutrition<br>02- Distribution of Nutritious Food and Beverages<br>800- Other Expenditure<br>10-Upgradation and maintenance of Angan Wari centre including crèche construction under ICDS Mission Mode (Plan)  | 2014-15 | 9.97                | 0.00        | -9.97   | 100.0                  | Non-approval of APIP scheme in time under ICDS Mission Mode by GoI.  | The Department should have pursued the matter persistently with GoI for timely release of funds and requisite sanction. |
|        |  | 2015-16 | 9.97                | 0.00        | -9.97   | 100.0                  | Non-approval of amount for maintenance and upgradation of <i>Aanganbari</i> Centre with construction of Cretch under APIP scheme by GoI.   |   |
|        |  | 2016-17 | 9.96                | 0.00        | -9.96   | 100.0                  | Reasons were not furnished by the Department.  |   |

## Financial Management and Budgetary Control

| S. No. | Heads of Accounts   | Year    | Original Provision# | Expenditure | Savings | Percent-age of savings | Reason   | Audit Comment  |
|--------|---|---------|---------------------|-------------|---------|------------------------|--|--|
| 17     | 4235-Capital Outlay on Social Security and Welfare<br>02- Social Welfare<br>800- Other Expenditure<br>10-Scheme for persons under Handicapped Act<br>01- Construction of Ramp and Lift etc.<br>(Plan) | 2014-15 | 2.43                | 0.44        | -1.99   | 81.9                   | Non-completion of work in time by PWD, non-availability of land, delay in selection of sites and non-submission of UCs by PWD. | This indicates lack of monitoring and coordination on the part of Department, non-allotment of land/delay in selection of sites could have been avoided with proper planning, and non-submission of UCs shows systematic deficiencies. |
|        |   | 2015-16 | 5.50                | -2.15**     | -7.65   | 139.1                  |  |  |
|        |   | 2016-17 | 4.13                | 1.57        | -2.56   | 62.0                   |  |  |

#Supplementary provisions were not made in these cases

\* Only ₹1000 \*\* Receipt

The supplementary provision in overall grant of ₹ 236.77 crore obtained during 2014-15 was excessive and provision of ₹ 222.29 crore obtained during 2016-17 was unnecessary against budget provision even though there was overall savings ₹ 233.27 crore and ₹ 264.09 crore during 2014-15 and 2016-17 respectively in the grant.

**This indicates deficiencies in estimation of requirement of funds for the remaining period of financial year and failure to ensure smooth and consistent flow of expenditure by the department.**

Keeping budgetary provision for vacant posts was in contravention of provision of para 13.18.2(a) of the SBM, which stated that provision shall not be made for vacant posts. The savings against total budget provision during 2014-17 exhibited persistent trends which was indicative of over assessment of requirement of funds under various heads by the department without adequately scrutinising the same and properly monitoring the flow of expenditure.

### **Grant No. 37- Agriculture**

#### **Agriculture Department**

During the period 2014-17, there were persistent savings under the grant No.37-Agriculture, ranging between ₹ 1.00 crore and ₹ 184.38 crore, being 6.9 per cent to 100 per cent of the total provisions, as detailed given below:

(₹ in crore)

| S. No. | Head of Account   | Year    | Original provision# | Expenditure | Savings | Percentage of savings | Reasons   | Audit comment  |
|--------|---|---------|---------------------|-------------|---------|-----------------------|---|--|
| 1      | 2401- Crop Husbandry<br>102-Food Grain Crops<br>01-National Food Security Mission<br>02- National Food Security Mission Pulses (Plan) | 2014-15 | 5.17                | 2.65        | -2.52   | 48.7                  | Less availability of gypsum due to closing of the Rawala plant of RSMAL and less cost per unit of gypsum.         | The trend of expenditure in previous year was not kept in view and department should have pursued the matter with GoI appropriately for availability of adequate funds for scheme. |
|        |   | 2015-16 | 3.98                | 2.98        | -1.00   | 25.1                  | Less demand of gypsum by farmers due to increase in rate of gypsum after abolition of Top-up subsidies on gypsum. |  |

**Financial Management and Budgetary Control**

| S. No. | Head of Account  | Year    | Original provision# | Expenditure | Savings | Percentage of savings | Reasons   | Audit comment  |
|--------|--|---------|---------------------|-------------|---------|-----------------------|---|--|
|        |  | 2016-17 | 5.31                | 2.01        | -3.30   | 62.1                  | Non- release of second installment and revalidation of balance amount of previous years was not done by GoI and less cost per unit of gypsum even after achieving excess physical progress.   |  |
| 2      | 2401- Crop Husbandry<br>109- Extension and Farmers' Training<br>13 Innovatives Programme/Minikit Distribution<br>(Plan)  | 2014-15 | 25.13               | 21.48       | -3.65   | 14.5                  | Less expenditure incurred per crop exhibition due to less availability of required <i>Adaan</i> for crop exhibition.  | Before making Budget provision availability of seeds, required sanction was not kept in view and huge savings indicate faulty estimation.  |
|        |  | 2015-16 | 8.68                | 5.10        | -3.58   | 41.2                  | Non-receipt of sanction from Finance Department for Mini Kit Distribution.  |  |
|        |  | 2016-17 | 5.82                | 3.11        | -2.71   | 46.6                  | Less availability of certified seeds and late receipts of sanction for nutrient mini kit distribution.  |  |
| 3      | 2401- Crop Husbandry<br>109- Extension and Farmers' Training<br>16- National Mission on Agriculture Extension and Technology mission<br>01-National Mission on Agriculture Extension<br>(Plan) | 2014-15 | 25.71               | 6.10        | -19.61  | 76.3                  | Less receipt of funds from GoI and late release of funds by GoI.  | This indicated that the department did not make timely efforts for release of more funds. Further, it was the responsibility of the department/State Government to ensure timely completion of required level of work. |
|        |  | 2015-16 | 15.14               | 13.32       | -1.82   | 12.0                  | Less receipt of fund from GoI and posts remaining vacant  |  |
|        |  | 2016-17 | 22.02               | 11.97       | -10.05  | 45.6                  | Posts remaining vacant under contractual head and non-completion of construction work.  |  |
| 4      | 2401- Crop Husbandry<br>119- Horticulture and Vegetable Crops<br>26-For conversion from flow irrigation to drip irrigation (Pradhanmantri Krishi Sinchai Yojana-Macro Irrigation)<br>(Plan)    | 2014-15 | 149.80              | 61.99       | -87.81  | 58.6                  | The estimates were prepared on the basis of proposed physical targets for ensuing year. Revision of estimates due to less interest shown by the farmers because of curtailment of grant in previous years.  | The trend of expenditure in previous years was not kept in view and huge savings indicate faulty estimation.   |
|        |  | 2015-16 | 127.62              | 57.42       | -70.20  | 55.0                  |   |  |
|        |  | 2016-17 | 139.15              | 69.25       | -69.91  | 50.2                  |   |  |
| 5      | 2401- Crop Husbandry<br>119- Horticulture and Vegetable Crops<br>38- National Agriculture Forestry and Bamboo Mission<br>(Plan)  | 2014-15 | 1.94                | 0.19        | -1.75   | 90.2                  | Non/late/less receipt of funds from GoI and non/delayed sanction of the work plan.  | This indicates that the department did not make efforts timely to get funds released and sanction of the work plan.  |
|        |  | 2015-16 | 1.65                | 0.42        | -1.23   | 74.5                  |   |  |
|        |  | 2016-17 | 1.99                | 0.10        | -1.89   | 95.0                  |   |  |
| 6      | 2401- Crop Husbandry<br>196-Assistance to Zila Parishads/District Level Panchayats<br>06-District level Agriculture Schemes<br>19-National Food Security Mission- Wheat<br>(Plan)              | 2014-15 | 31.97               | 17.01       | -14.96  | 46.8                  | Less work scheme sanctioned by GoI, less receipts of funds from GoI, abolition of top-up subsidy on gypsum and grant given to only those farmers for Pump sets who has made farm ponds which resulted less demand shown by the farmers. Non-release of second installment by the GoI and revalidation of balance amount of previous year was not done by GoI. | The trend of expenditure in previous years not kept in view and department should have pursued the matter with GoI appropriately for availability of adequate funds and more sanctions of work for schemes.            |
|        |  | 2015-16 | 27.33               | 9.36        | -17.97  | 65.8                  |   |  |
|        |  | 2016-17 | 24.50               | 6.35        | -18.15  | 74.1                  |   |  |



**Financial Management and Budgetary Control**

| S. No. | Head of Account  | Year    | Original provision# | Expenditure | Savings | Percentage of savings | Reasons  | Audit comment   |
|--------|--|---------|---------------------|-------------|---------|-----------------------|--|---|
| 7      | 2401- Crop Husbandry<br>196-Assistance to Zila Parishads/District Level Panchayats<br>06-District level Agriculture Schemes<br>20- National Food Security Mission-Pulses (Plan)  | 2014-15 | 99.92               | 76.54       | -23.38  | 23.4                  | Less availability of seeds, grant given to only those farmers for Pump sets who has made farm ponds which resulted less demands shown by farmers. Posts remaining vacant, less number of beneficiary farmers in drip irrigation scheme due to less grant was given in comparison to other schemes, non-release of second installment by GoI and revalidation of balance amount of previous year was not done by GoI. | Before making budget provision availability of seeds, trends of expenditure in previous years, requirement for implementation of schemes was not kept in view by the department. Keeping provisions for vacant posts was in contravention of provision of para 13.18.2 (a) of the SBM. Department should have pursued with GoI for availability for adequate funds for schemes. |
|        |  | 2015-16 | 108.90              | 81.57       | -27.33  | 25.1                  |  |   |
|        |  | 2016-17 | 153.49              | 77.54       | -75.95  | 49.5                  |  |   |
| 8      | 2401- Crop Husbandry<br>196-Assistance to Zila Parishads / District level Panchayats<br>06-District Level Agriculture Schemes<br>22- National Food Security Mission-Coarse Cereals (Plan)                              | 2014-15 | 42.53               | 12.99       | -29.54  | 69.5                  | Less availability of seeds and in cluster exhibition the unit cost was less.   | Before making budget provision availability of seeds, trends of expenditure in previous years, requirement of schemes was not kept in view by the department and department should have taken effective steps to ensure availability of seeds.  |
|        |  | 2015-16 | 38.44               | 16.83       | -21.61  | 56.2                  |  |   |
|        |  | 2016-17 | 38.44               | 17.14       | -21.30  | 55.4                  |  |   |
| 9      | 2401- Crop Husbandry<br>196-Assistance to Zila Parishad/District Level Panchayat<br>06-District level Agriculture Scheme<br>25- National Mission on Agriculture Extension and Technology- Agriculture extension (Plan) | 2014-15 | 25.17               | 7.10        | -18.07  | 71.8                  | Late/less-receipt of fund from GoI.  | This indicated that the department did not pursue the matter with GoI for timely release of adequate funds.   |
|        |  | 2015-16 | 22.47               | 14.13       | -8.34   | 37.1                  |  |   |
|        |  | 2016-17 | 17.80               | 13.38       | -4.42   | 24.8                  |  |   |
| 10     | 2401- Crop Husbandry<br>196-Assistance to Zila Parishads/District level Panchayats<br>06-District Level Agriculture Schemes<br>28- Sustainable Agriculture Mission- Rainfed Area Development (Plan)                    | 2014-15 | 32.28               | 0.86        | -31.42  | 97.3                  | Less receipt of fund from GoI, delay in issue of guidelines by GoI and activities of work related to various departments. Delay in sanction of annual plan for 2016-17.  | This indicated that the department did not make efforts for release of adequate funds from GoI.   |
|        |  | 2015-16 | 40.22               | 10.24       | -29.98  | 74.5                  |  |   |
|        |  | 2016-17 | 9.75                | 5.13        | -4.62   | 47.4                  |  |   |
| 11     | 2401- Crop Husbandry<br>197-Assistance to Block Panchayats/Intermediate level Panchayats<br>02-Establishment expenditure at Panchayat Samiti Level (Non-plan)  | 2014-15 | 216.45              | 192.94      | -23.51  | 10.9                  | Posts remaining vacant.  | Keeping provision for vacant posts was in contravention of provision of para 13.18.2 (a) of the SBM.  |
|        |  | 2015-16 | 221.28              | 192.44      | -28.84  | 13.0                  |  |   |
|        |  | 2016-17 | 214.28              | 188.68      | -25.60  | 11.9                  |  |   |
| 12     | 2401- Crop Husbandry<br>800- Other expenditure<br>27-Rashtriya Krishi Vikas Yojana (SCA)<br>01-Through the Agriculture Department (Plan)   | 2014-15 | 251.72              | 234.34      | -17.38  | 6.9                   | Estimate of Budget provision was made on the basis of previous year expenditure and demand for running projects.   | Before making budget provision, trends of expenditure in previous years and assessing the requirement of schemes was not  |
|        |  | 2015-16 | 181.55              | 114.57      | -66.98  | 36.9                  |  |   |
|        |  | 2016-17 | 193.56              | 152.59      | -40.97  | 21.2                  |  |   |

| S. No. | Head of Account  | Year    | Original provision# | Expenditure | Savings | Percentage of savings | Reasons   | Audit comment   |
|--------|--|---------|---------------------|-------------|---------|-----------------------|---|---|
|        |  |         |                     |             |         |                       |   | kept in view by the department.   |
| 13     | 2401- Crop Husbandry<br>800- Other expenditure<br>27- Rashtriya Krishi Vikas Yojana (SCA)<br>17-Through the Gopalan Department   | 2014-15 | .*                  | 0.00        | .*      | 100.00                | Estimate of Budget provision was made on the basis of previous year expenditure and demand for running projects.  | Before making budget provision trends of expenditure in previous years and assessing the requirement of schemes was not kept in view.   |
|        |  | 2015-16 | 5.00                | 0.22        | -4.78   | 95.6                  |   |   |
|        |  | 2016-17 | 3.00                | 0.85        | -2.15   | 71.7                  |   |   |
| 14     | 2401- Crop Husbandry<br>800- Other expenditure<br>31-Rajasthan Agriculture Competitive Project<br>01-Through the Agriculture Department  | 2014-15 | 27.60               | 2.00        | 25.60   | 92.8                  | Due to delay in restructuring of schemes, time taken by the department due to understanding the process of schemes and delay in approval of revised financial agreements.         | Before making budget provision time taken in procedure of restructuring of schemes was not kept in view by the department.  |
|        |  | 2015-16 | 58.65               | 12.53       | -46.12  | 78.6                  |   |   |
|        |  | 2016-17 | 233.96              | 49.58       | -184.38 | 78.8                  |   |   |
| 15     | 2401- Crop Husbandry<br>800- Other expenditure<br>35-National Mission of Sustainable Agriculture<br>02- Soil Health Management   | 2014-15 | 15.89               | 0.00        | -15.89  | 100.0                 | Work could not be started due to non receipt of sanction from GoI, delay in establishment of labs, less purchase of equipment and expenditure incurred as per actual requirement. | The extent of savings shows systemic deficiencies.  |
|        |  | 2015-16 | 10.90               | 2.14        | -8.76   | 80.4                  |   |   |
|        |  | 2016-17 | 10.40               | 3.74        | -6.66   | 64.0                  |   |   |
| 16     | 4401-Capital Outlay on Crop Husbandry<br>800-Other expenditure<br>02 Through the agency of Agriculture Department<br>05-Construction of building for Kisan Sewa Kendra and Village knowledge Centres | 2014-15 | 222.18              | 141.59      | -80.59  | 36.3                  | Non receipt of UCs from Panchayati Raj Department.  | The extent of savings shows systemic deficiencies.  |
|        |  | 2015-16 | 77.75               | 18.99       | -58.76  | 75.6                  |   |   |
|        |  | 2016-17 | 77.75               | 58.17       | -19.58  | 25.2                  |   |   |
| 17     | 4401-Capital outlay on Crop Husbandry<br>800-Other Expenditure<br>03- Rashtriya Krishi Vikas Yojana (SCA)<br>07-Through the Agriculture Marketing Board  | 2014-15 | 15.00               | 10.00       | -5.00   | 33.3                  | In anticipation of less expenditure, revised provision was made.  | The trend of expenditure in previous years not kept in view and department should have pursued with GoI appropriately for availability adequate funds for schemes and more works sanctions for schemes. |
|        |  | 2015-16 | 15.00               | 4.90        | -10.10  | 67.3                  | Less expenditure on the implementation of RKVY works.   |   |
|        |  | 2016-17 | 5.00                | 1.00        | -4.00   | 80.0                  | Short sanction of funds by GoI. Looking in to last year's progress and after review of current year progress and availability of fund, provision was revised.                     |   |

#Supplementary provisions were not made in these cases

\* ₹1,000

**The persistent savings of huge funds against total provisions in respect of important development works/programmes as mentioned in the above table were indicative of deficiencies in monitoring and budgetary controls.**

### 2.3.7 Unnecessary/excessive supplementary provision

Para 24.2 of SBM stipulates that during the course of a financial year, the amount provided for the purpose is found to be inadequate or need arises for an

expenditure on some object or service for which no provision has been made, a supplementary provision can be sanctioned by the Legislature. During 2016-17, supplementary provision, aggregating to ₹ 1,453.04 crore, obtained in 16 cases (₹ one crore or more in each case), proved unnecessary as the expenditure did not even come up to the level of the original provision (*Appendix 2.5*). Out of these, 5 cases where supplementary provisions of more than ₹ 100 crore in each case proved unnecessary are given below in **Table 2.7**:

**Table 2.7: Cases where supplementary provisions (more than ₹ 100 crore) proved unnecessary during 2016-17**

(₹ in crore)

| Sl. No.              | Number and Name of the Grant              | Original Provision | Expenditure | Supplementary Provision | Reasons for supplementary provisions  |
|----------------------|---|--------------------|-------------|-------------------------|---|
| <b>Revenue-Voted</b> |   |                    |             |                         |   |
| 1                    | 15-Pensions and Retirement Benefits Other | 12,492.46          | 12,278.88   | 177.70                  | For payment of pension of Zila Parishads and Panchayat Samiti pensioners.   |
| 2                    | 21-Roads and Bridges                      | 1,492.21           | 1,458.11    | 109.75                  | For transfer to Central Road Fund.  |
| 3.                   | 33-Social Security and Welfare            | 4,563.64           | 4,521.83    | 222.29                  | Due to increase in number of pensioners under <i>Mukhya Mantri Old Age Samman Pension Yojana</i> .  |
| 4.                   | 41-Community Development                  | 6,537.05           | 6,130.37    | 293.49                  | Additional provision for Panchayat Samitis and Gram Panchyats under the recommendation of State Finance Commission and Additional provision of payment of salary to Panchayat Samiti Employees. |
| 5.                   | 48-Power                                  | 14,623.68          | 13,606.55   | 411.48                  | Assistance to Vidyut Vitran Company for non- increasing of rates of electricity.  |

**Source:** Appropriation Accounts

In all the above cases, it was seen that provision for supplementary grants proved unnecessary as the actual expenditure was even less than the original budget estimates.

**This indicates deficiencies in estimation of requirement of funds for the remaining period of the financial year and failure to monitor the flow of expenditure by these departments. Thus, unnecessary supplementary provisions were made without assessing the actual requirements of funds under these sub-heads.**

### 2.3.8 Excessive/unnecessary reappropriation of funds

Reappropriation is transfer of funds within a grant from one unit of appropriation where savings are anticipated, to another unit where additional funds are needed.

Injudicious reappropriation of funds proved excessive, unnecessary or insufficient and resulted in excess expenditure of ₹ 174.82 crore in 64 sub-heads and final savings of ₹ 242.51 crore in 366 sub-heads. The final excesses/savings after reappropriation was more than ₹ one crore in 22 head of

accounts (*Appendix 2.6*). There was insufficient reappropriation in eight head of accounts, unnecessary reappropriation in four head of accounts and excessive reappropriation in 10 head of accounts.

**This indicates that the availability/ requirement of funds, was properly not assessed before the reappropriation.**

### 2.3.9 *Unexplained reappropriations*

Para 23.15.6 of SBM envisages that the reasons for anticipating excesses or savings should be clearly explained by the Department. Scrutiny of reappropriation orders issued (31 March 2017) by the Finance Department, revealed that out of 1,669 explanations, 588 cases were clearly explained in the reappropriation orders. Explanations, in the remaining 1,081 cases, were of general nature like 'actual requirement', 'based on latest assessment' and 'restriction of expenditure'.

**This also goes against the principle of transparency stipulated in Section 4 of Fiscal Responsibility and Budgetary Management Act.**

### 2.3.10 *Anticipated savings not surrendered*

As per para 23.16 of SBM, grants that cannot be properly utilised should be surrendered. During 2016-17, out of total savings of ₹ 17,388.32 crore, a sum of ₹ 17,281.09 crore (99.4 per cent) was surrendered on the last working day of the financial year. Of this, ₹ 17,052.18 crore in 48 cases (31 grants and two appropriations) where savings were of more than ₹ 20 crore in each case, grants were surrendered on 31 March (*Appendix 2.7*). Whereas in 15 cases (13 grants), where savings (₹ 9,770.62 crore) were ₹ one crore and above, an amount of ₹ 227.70 crore was not surrendered (*Appendix 2.8*).

**This indicates lack of realistic financial planning and weak financial control. The Chief Controlling Officers and the Heads of the Departments ignored the budgetary controls laid down in the SBM and the Finance Department failed to exercise the overall financial control over the State budget, which resulted in deprivation of funds for other development purposes.**

The Departments did not furnish (October 2017) reasons/explanations regarding surrender of savings on the last working day of financial year and non-surrendering of ₹ 227.70 crore.

### 2.3.11 *Lump sum provision*

Para 13.16 of SBM stipulates that as a rule, the lump sum provision should not be made in the estimates. However, in some cases, where the lump sum provision may become unavoidable and barring the cases where expenditure from lump sum allotments is regulated by standing sanctions, instructions or rules, detailed explanations justifying proposed provision shall be given in the budget note accompanying the lump sum estimates.

During 2016-17, in 90 cases (more than ₹ 15 crore and also more than 50 per cent of budget provision in 22 grants), lump sum provision of ₹ 6,562.78 crore was made in the estimates. Out of this, a sum of ₹ 4,461.11 crore (68 per cent) remained unutilised, was surrendered at the fag end of the year (*Appendix 2.9*). Reasons for making lump sum budget provisions in these cases were not furnished (October 2017) by the Government.

### ***2.3.12 Surrender in excess of actual savings/excess***

In three grants, an amount of ₹ 362.43 crore was surrendered against the savings/excess of ₹ 234.73 crore, which was in excess by ₹ 127.70 crore (*Appendix 2.10*).

**This indicated that the departments failed to exercise necessary budgetary controls over the flow of expenditure through the monthly expenditure statements.**

The Departments did not furnish any reasons/explanations regarding surrender in excess of actual savings (October 2017).

### ***2.3.13 Unrealistic Budget Estimates***

As per chapter 8 of State Budget Manual, Vol. I of Rajasthan, all Budget Controlling Officers (BCOs) are responsible for collating and reviewing estimates of receipts and expenditure prepared by estimating officers under their administrative control as well as for preparing estimates of off budget funds likely to be provided by GoI for departmental schemes. BCOs should collate all estimates prepared by estimating officers and review, cross verification, consolidation of revenue and expenditure estimates.

During scrutiny of appropriation account it was observed that in 2013-14, 2014-15, 2015-16 and 2016-17 budget provision of ₹ 15.04 crore, ₹ 132.99 crore, ₹ 388.22 crore and ₹ 361.16 crore respectively were made under 20 schemes which remained entirely unutilized. This indicates that budget provision were prepared on *ad hoc* basis without assessing the actual requirement. The details are given in *Appendix 2.11*.

### ***2.3.14 Misclassification of Budget provision under Revenue Section and Capital section***

Indian Government Accounting Standards (IGAS)-2, regarding accounting and classification of grant-in-aid prescribe that the grant-in-aid disbursed by a grantor to a grantee shall be classified and accounted for as revenue expenditure in the financial statement of the grantor irrespective of the purpose for which the funds were disbursed. Except in cases specifically authorized by President of India on the advice of the Comptroller and Auditor General, these can be debited to a capital head of account in the financial statements of the Government. As per Rule 338 (1) of GF&ARs, expenditure on a temporary assets or grant-in-aid shall not ordinarily be considered as expenditure of a capital nature.

It was observed that during 2015-16 and 2016-17 grant-in-aid ₹ 2.69 crore and ₹ 1.54 crore respectively was continuously misclassified under capital expenditure. The details are given in table below:

**Misclassification of Grant-in-aid**

(₹ in crore)

| S. No. | Number and Name of the Grant | Head of Account   | 2015-16          |             | 2016-17          |             |
|--------|------------------------------|---|------------------|-------------|------------------|-------------|
|        |                              |   | Budget provision | Expenditure | Budget provision | Expenditure |
| 1.     | 22-Area Development          | 4705-Capital Outlay on Command Area Development 107-Gang Nahar Project 01-Through the Chief Engineer, Command Area Development (Indira Gandhi Nahar Project, Bikaner) 01-Land Development works (from Gang Nahar Project area) 12- Grants-in-aid (non-salary) | 5.10             | 2.69        | 5.10             | 1.54        |

Further, as per Rule 30 of Government Accounting Rule 1990 read with annexure 8 of SBM, the expenditure of a capital nature shall broadly be defined as expenditure incurred with the object of increasing concrete assets of a material and permanent character. Expenditure of a capital nature shall be distinguished from revenue expenditure both in the Budget estimates and in Government accounts.

Audit observed that ₹ 43.95 crore were incurred under maintenance and repairs were misclassified under capital expenditure. The details are given in table below:

**Misclassification of Maintenance and Repairs**

(₹ in crore)

| S. No. | Number and Name of the Grant | Head of Account  | 2016-17          |             |
|--------|------------------------------|--|------------------|-------------|
|        |                              |  | Budget provision | Expenditure |
| 1.     | 27-Drinking Water Scheme     | 4215- Capital Outlay on Water Supply and Sanitation 01- Water Supply 102- Rural Water Supply 08- Summer Season Contingency 21- Repair and Maintenance (maintenances) | 70.00            | 43.95       |

The Finance (Exp.-3) Department accepted the facts and stated (October 2017) that the detailed/object Head 21 is of revenue nature and instructions have been given to Public Health and Engineering Department for sending the proposal for opening these detailed heads under revenue head 2215-Water Supply and Sanitation during processing of supplementary grant for 2017-18.

**2.3.15 Unutilised provision under scheme/heads**

In 48 cases the entire provision under various schemes (₹ 10 crore or more in each case) aggregating to ₹ 3,743.66 crore remained unutilized. The details are given in **Appendix 2.12**.

### **2.3.16 Opening of New Minor Head**

As per Rule 335 of General Financial and Accounts Rule 2017, any new major or minor head as well as the abolition or changes of nomenclature of any of the existing head shall require the approval of Comptroller and Auditor General, who will obtain the approval of the president, where necessary. The State Government has, however, been given discretion to open the sub-heads and detailed heads, where necessary. Para 26 (d) of Government Accounting Rule, 1990 prescribed that classification of account heads in Government Accounts and the order in which the Major and Minor heads shall appear in all account records shall be such as are prescribed by the Central Government from time to time on the advice of the Comptroller and Auditor General of India. The “List of Major and Minor Heads (LMMH)” of Accounts of Union and States contains the classification prescribed in this regard.

Scrutiny of the Budget 2016-17 of Government of Rajasthan revealed that GoR had opened Minor Head 108-*Rashtriya Uchchatar Shiksha Abhiyan* and 103-*Youth Welfare Programme* for students under Major Head 2202-03 and 4202-03 respectively in the Grant No. 24-Education, Art and Culture, which is not included in the LMMH as intimated by Accountant General, (A&E).

State Government accepted (October 2017) the fact that the Minor Heads were opened during 2015-16 and 2016-17. Thus, GoR has not followed the prescribed provision/procedure laid down in GF&AR and Government Accounting Rules, 1990.

### **2.3.17 Parking of Public Money in the Banks**

Rural Development and Panchayati Raj Department is responsible for implementing various Central & State sponsored schemes in the rural area of the state in order to reduce poverty, increase infrastructure facilities, increase the avenues of wages/self employment and remove the regional imbalances in the field of development. These basic amenities and services are provided through various schemes<sup>6</sup>.

These schemes are implemented and monitored at the State level by the Secretary, Rural Development Department and Secretary cum Commissioner, Panchayati Raj Department. At District level these schemes are implemented by Chief Executive Officer (CEO), Rural Development Cell (RDC) and Additional Chief Executive Officer (ACEO), Panchayati Raj (PR) of Zila Parishad (ZP) through Panchayat Samities and Gram Panchayats. Funds for

---

<sup>6</sup> Member of Parliament Local Area Development (MPLAD), Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Member of Legislative Assembly Local Area Development (MLALAD), Border Area Development Programme (BADP), Dang Area Development Programme, XIV-Finance Commission, Fifth State Finance Commission, Mukhya Mantri Adarsh Gram Panchayat Yojana (MAGPY), Integrated Wastelands Development Programme (IWDP), Desert Development Programme (DDP), Swachh Bharat Mission (SBM), Mukhyamantri BPL Awas Yojana (MBAY), Mid-day Meal (MDM), Provision of Urban Amenities to Rural Areas (PURA), Swarnjayanti Gram Swarozgar Yojana (SGSY), Particularly Vulnerable Tribal Groups (PVTG), Indira Awas Yojana (IAY), Employment Assurance Scheme (EAS), etc.

Centrally Sponsored Schemes and State Sponsored Schemes are being kept in Bank Accounts and Deposit Accounts respectively.

A review of management of unspent amounts in eight<sup>7</sup> test checked ZPs (RDC and PR) for 2014-15 to 2016-17 was made during July-August 2017, which revealed the following:-.

(i) ***Retention of balances by District Offices***

The State Government, in order to implement all development activities for improving the quality of life and economic well-being of the people living in the rural area of the State, release the funds to *Zila Parishads/Panchayat Samiti/Gram Panchayats* for execution of works and implementation of the schemes. Funds so released are deposited in the savings bank accounts in Nationalised Banks/Deposit Accounts. The tendency to draw funds and to keep the same in deposit accounts/bank accounts to avoid lapse of budgetary provisions at the end of the financial year, is against the canons of financial propriety.

Finance Accounts of GoR for 2016-17 had shown the balance of ₹ 1,683.32 crore and ₹ 1,280.05 crore lying in the deposit accounts of Zila Parishad and Panchayat Samities respectively as on 31 March 2017.

A test check of bank accounts of selected ZPs (RDC and PR) revealed that there were huge balances of ₹ 257.46 crore, ₹ 335.59 crore and ₹ 272.13 crore as on 31 March 2015, 31 March 2016 and 31 March 2017 respectively lying in bank accounts as detailed in ***Appendix 2.13***.

ZP (RDC), Jaipur and ZP (RDC and PR), Dausa accepted (September 2017) the facts. The ZP (RDC), Jaipur stated that balances were lying in banks pending adjustment. Reasons for non-utilization of scheme funds were not intimated by other ZP (RDC and PR).

(ii) ***Saving/Unspent amount under the in-operative/closed schemes not returned to the Government/Schemes***

Scrutiny of schemes, in test-checked districts, indicated that the unspent amount/ savings of in-operative/closed schemes amounting to ₹ 75.15 crore (as on 31 March 2017) (***Appendix 2.14***), were not remitted to government account. Such retention of Government money may lead to a situation where the money could be diverted/mis-appropriated and may remain undetected.

ZP (RDC and PR), Dausa accepted (September 2017) the facts and stated that efforts for refund of balances to State/Central Government of closed schemes are being made by the department. Reasons were not intimated by other ZPs (RDC and PR).

<sup>7</sup> Ajmer, Bikaner, Bhilwara, Dausa, Jaipur, Jodhpur, Kota and Sikar.



**(iii) Operation of Government transactions in Private/other than nationalized Banks**

As per guidelines issued (June 2004) by the Ministry of Rural Development (MRD), the funds should be deposited and operated in nationalized banks.

It was, however, observed that nine Drawing and Disbursing Officers (DDOs) operated 37 bank accounts in Private/other than nationalized banks during 2014-17 as detailed in **Appendix 2.15**. As of March 2017, ₹ 67.51 crore were lying in bank accounts.

ZP (RDC), Jaipur and ZP (RDC), Dausa stated (September 2017) that accounts of private banks would be closed at the earliest and balances of these accounts would be transferred to Nationalised Banks. Reasons were not intimated by other ZPs (RDC and PR).

**(iv) Multiplicity of Bank Accounts for one Scheme**

In Accounting Procedure for District Rural Development Agency (DRDA), Ministry of Rural Development Guidelines stipulates that the principle of one bank account for each scheme must be followed by DRDA and line level. Second bank account for the same scheme, if at all required could only be opened with the approval of the State Secretary (RD). Multiplicity of bank accounts for one scheme is not permissible.

It was, however, observed that 10 Drawing and Disbursing Officers operated two to eight bank accounts for same scheme during 2014-17 as detailed in **Appendix 2.16**.

ZP (RDC), Dausa accepted (September 2017) the facts and stated that action would be taken for merging of separate accounts of a schemes in one account. Reasons for multiplicity of Bank Accounts for one scheme were not intimated by other ZPs (RDC and PR).

## **2.4 Outcome of review of selected grants**

A review of receipts and expenditure under Grant No. 39- Animal Husbandry and Medical and Grant No. 47- Tourism for the period 2014-17, revealed the following:

**Grant No. 39- Animal Husbandry and Medical**

**Animal Husbandry Department**

**(a) Revenue Expenditure**

Major points revealed during test check of various heads are summarized below:

(i) Following heads of accounts exhibited significant variations of growth of expenditure during 2014-17 by showing substantial decline and increase over the previous year, besides huge deviation in actual from budget estimates.

(₹ in crore)

| Head of Account   | Year    | Original provision# | Expenditure | Growth of expenditure | Percentage of Growth/decline (-) |
|---|---------|---------------------|-------------|-----------------------|----------------------------------|
| 2403- Animal Husbandry<br>101- Veterinary Services and Animal Health<br>17-Animal Disease Control Scheme (ASCAD) 1:3 (Plan)                         | 2014-15 | 3.24                | 1.59        | -                     | -                                |
|   | 2015-16 | 2.98                | 1.88        | 0.29                  | 18.24                            |
|   | 2016-17 | 1.69                | 1.36        | -0.52                 | - 27.66                          |
| 2403- Animal Husbandry<br>102- Cattle & Buffalo Development<br>16- Cattle Breed Improvement Scheme<br>01- Through the volunteer Institutions (Plan) | 2014-15 | 5.00                | 1.52        | -                     | -                                |
|   | 2015-16 | 4.87                | 9.60        | 8.08                  | 531.58                           |
|   | 2016-17 | 3.81                | -           | - 9.60                | - 100.00                         |
| 2403- Animal Husbandry<br>102- Cattle & Buffalo Development<br>17- Goat Development (plan)  | 2014-15 | 0.54                | 0.29        | -                     | -                                |
|   | 2015-16 | 0.58                | 0.51        | 0.22                  | 75.86                            |
|   | 2016-17 | 0.54                | 0.22        | - 0.29                | -56.86                           |
| 2403- Animal Husbandry<br>113- Administrative Investigation and Statistics<br>02- Live Stock Production Survey Scheme (CSS) 50:50 (Plan)            | 2014-15 | 2.66                | 2.53        | -                     | -                                |
|   | 2015-16 | 2.64                | 2.16        | - 0.37                | - 14.62                          |
|   | 2016-17 | 2.88                | 2.63        | 0.47                  | 21.76                            |
| 2404-Dairy Development<br>195- Assistance to Cooperatives<br>01- Assistance to Raj. Rajya Cop. Dairy Federation (Plan)                              | 2014-15 | 16.54               | 1.15        | -                     | -                                |
|   | 2015-16 | 8.19                | 3.90        | 2.75                  | 239.13                           |
|   | 2016-17 | 8.71                | -           | - 3.90                | - 100.00                         |

#Supplementary provisions were not made in these cases

On this being pointed out the department attributed reasons to revision of estimates, reduction in plan ceiling and non-release of state share. The reasons given by the department are not acceptable because trends of expenditure was not kept in view while making budget provisions which indicate deficient estimation and budgetary forecasting. Moreover, huge budget provision was made despite substantial savings in previous years.

(ii) In following cases, the variation in expenditure over previous years and excess in expenditure against the budget provision ranging between 31.60 per cent to 65.37 per cent were noticed.

(₹ in crore)

| Head of Account   | Year    | Total Provision (O+S) | Expenditure | Growth of expenditure | Percentage of Growth |
|---|---------|-----------------------|-------------|-----------------------|----------------------|
| 2403- Animal Husbandry<br>001- Direction and Administration<br>01- Animal Husbandry<br>01- Head Office Staff (Plan) | 2014-15 | 3.73                  | 3.07        | -                     | -                    |
|   | 2015-16 | 5.29                  | 4.04        | 0.97                  | 31.60                |
|   | 2016-17 | 5.83                  | 5.81        | 1.77                  | 43.81                |
| 2403- Animal Husbandry<br>101- Veterinary Services and Animal Health<br>05- Hospitals & Dispensaries (Plan)         | 2014-15 | 25.50                 | 21.89       | -                     | -                    |
|   | 2015-16 | 39.86                 | 36.20       | 14.31                 | 65.37                |
|   | 2016-17 | 64.73                 | 50.29       | 14.09                 | 38.92                |
| 2403- Animal Husbandry<br>101- Veterinary Services And Animal Health<br>11- Establishment of polyclinics (Plan)     | 2014-15 | 3.25                  | 3.25        | -                     | -                    |
|   | 2015-16 | 3.53                  | 4.71        | 1.46                  | 44.92                |
|   | 2016-17 | 5.32                  | 6.26        | 1.55                  | 32.91                |

The department stated that this was due to revision of estimates. Reasons given by the department indicate deficiencies in budget formulation and system management.

**(b) Capital Expenditure**

In some cases, the variation in expenditure over the previous years were noticed. It was observed that there was reduction in capital expenditure under the Head 4405-101-02-07 to the extent of 31.3 *per cent* during 2016-17 over previous years as shown below. It was also noticed that prior to 2016-17 there was remarkable increase in capital expenditure over previous year.

(₹ in crore)

| Head of Account  | Year    | Original Provision | Supplementary Provision | Total Provision | Expenditure | Growth of expenditure | Percentage of Growth/decline (-) |
|--|---------|--------------------|-------------------------|-----------------|-------------|-----------------------|----------------------------------|
| 4405- Capital Outlay on Fisheries<br>101- Inland Fisheries<br>02-Through the Chief Engineer, Water Resources Department<br>07- Development of Fisheries farm | 2014-15 | 1.95               | 0.35                    | 2.30            | 0.77        | -                     | -                                |
|  | 2015-16 | 1.80               | 0.14                    | 1.94            | 1.50        | 0.73                  | 94.8                             |
|  | 2016-17 | 1.38               | -                       | 1.38            | 1.03        | -0.47                 | -31.3                            |

The department attributed the reasons to (i) late receipt of funds, (ii) late release of financial sanction for Matsya farm, Gilwa, Tonk and (iii) non-utilisation of funds by Water Resources Department, Tonk, Alwar and Command Area Development (CAD), Kota.

The reasons given by the department indicate deficiencies in budget formulation and financial management and lack of pursuance by the Department, besides stalling of development work in 2016-17.

Further, scrutiny also revealed that supplementary provision of ₹ 0.35 crore obtained in 2014-15 and ₹ 0.14 crore in 2015-16 for development of fisheries farm for encouragement to fish cultivation and fisheries production. However, the supplementary provision was proved unnecessary as the expenditure could not come up the original provision. This indicates deficiencies in estimation of requirement of funds for the remaining period of financial year and budgetary forecasting.

**(c) Non-utilisation of entire provision**

As envisaged in para 13.6 of SBM that the estimates of expenditure should be as accurate as possible, an avoidable excess in an estimates is as much a financial irregularity as an excess in actual expenditure. Text check (2014-17) of six sub-heads revealed that the department did not utilise the entire budget provision (more than ₹ one crore) and surrendered/re-appropriated on the last day of financial year, as given in **Appendix 2.17**.

**(d) Receipts**

The revenue receipts Heads “0403-Animal Husbandry” and “0405-Fishries” of Animal Husbandry and Fisheries department comprise the receipts of live stock, service fees, sale of fisheries and fisheries seed, rent and other receipts. The position of Budget Estimates, Revised Estimates and Actual Receipts under heads during the period 2014-17 summarised below:

(₹ in crore)

| S. No. | Head of Account  | Year    | Budget Estimates | Revised Estimates | Actual Receipts | Excess(+)/<br>(-) Shortfall | Percent variation to Revised Estimates |
|--------|--|---------|------------------|-------------------|-----------------|-----------------------------|--|
| 1.     | 0403- Animal Husbandry<br>102- Receipts from Cattle & Buffalo Development<br>03- other Misc. Receipt | 2014-15 | 0.07             | 0.22              | 0.48            | 0.26                        | 118.18                                 |
|        |  | 2015-16 | 0.07             | 0.20              | 8.38            | 8.18                        | 4090.00                                |
|        |  | 2016-17 | 0.20             | 9.00              | 6.69            | - 2.31                      | 25.67                                  |
| 2.     | 0403- Animal Husbandry<br>501-Services & Service tax<br>01- Services & Service tax                   | 2014-15 | 1.20             | 1.40              | 1.32            | -0.08                       | 5.71                                   |
|        |  | 2015-16 | 1.55             | 2.75              | 2.50            | - 0.25                      | 9.09                                   |
|        |  | 2016-17 | 3.00             | 3.00              | 2.31            | -0.69                       | 23.00                                  |
| 3.     | 0405- Fisheries<br>800-Other Receipts<br>01- Other Receipts  | 2014-15 | 0.05             | 0.05              | 0.55            | 0.50                        | 1000.00                                |
|        |  | 2015-16 | 0.06             | 1.43              | 2.42            | 0.99                        | 69.23                                  |
|        |  | 2016-17 | 0.90             | 1.00              | 1.65            | 0.65                        | 65.00                                  |

It was observed that in all above cases, there was fall of receipts during 2016-17 over the previous year ranging between 7.60 per cent and 31.82 per cent. The revised estimation was not appropriate in case of S. No. 1 and 2 in which receipts fell considerably. The above position indicated under estimation of receipts by the department.

The Department attributed this increase/decrease in receipts to renewal /non-renewal of license by fish cultivators, inadequate water in ponds which led to non-renewal of license by fish cultivators and which eventually resulted in forfeiture of money.

**Thus, there was variation ranging between 5.71 and more than 100 per cent in respect of actual receipts and revised estimates which indicated deficiency in estimation.**

#### Grant No. 47- Tourism

#### Tourism Department

#### (a) Revenue Expenditure

Major points revealed during test check of various heads are summarized below:

(i) Following heads of accounts exhibited significant variations of growth of expenditure during 2014-17 by showing substantial decline and increase over the previous years, besides huge deviation in actual from budget estimates.

(₹ in crore)

| Head of Account   | Year    | Original Provision | Supplementary Provision | Total Provision | Expenditure | Growth of expenditure | Percentage of Growth/decline (-) |
|---|---------|--------------------|-------------------------|-----------------|-------------|-----------------------|----------------------------------|
| 3452- Tourism<br>80-General<br>800-Other Expenditure<br>03- Lighting on Historical building and Monument (Plan) | 2014-15 | 0.20               | -                       | 0.20            | 0.21        | -                     | -                                |
|   | 2015-16 | 0.25               | -                       | 0.25            | 0.25        | 0.04                  | 19.04                            |
|   | 2016-17 | 0.30               | -                       | 0.30            | 0.10        | - 0.15                | -60.00                           |
| 3452- Tourism<br>80-General<br>800-Other Expenditure<br>05-IT Project (Plan)                                    | 2014-15 | 0.40               | -                       | 0.40            | 0.24        | -                     | -                                |
|   | 2015-16 | 0.40               | -                       | 0.40            | 0.37        | 0.13                  | 54.17                            |
|   | 2016-17 | 2.00               | -                       | 2.00            | 0.28        | - 0.09                | -24.32                           |
| 3452- Tourism<br>80-General<br>800-Other Expenditure<br>07-Rajasthan Fair Management Authority (Plan)           | 2014-15 | 1.20               | -                       | 1.20            | 0.57        | -                     | -                                |
|   | 2015-16 | 1.20               | -                       | 1.20            | 0.36        | - 0.21                | -36.84                           |
|   | 2016-17 | 1.40               | -                       | 1.40            | 0.60        | 0.24                  | 66.67                            |

## Financial Management and Budgetary Control

| Head of Account   | Year    | Original Provision | Supplementary Provision | Total Provision | Expenditure | Growth of expenditure | Percentage of Growth/decline (-) |
|---|---------|--------------------|-------------------------|-----------------|-------------|-----------------------|----------------------------------|
| 3452- Tourism<br>80-General<br>001-Direction and Administration (Plan)                              | 2014-15 | 3.75               | -                       | 3.75            | 3.46        | -                     | -                                |
|   | 2015-16 | 3.57               | -                       | 3.57            | 3.74        | 0.28                  | 8.09                             |
|   | 2016-17 | 3.61               | -                       | 3.61            | 4.32        | 0.58                  | 15.51                            |
| 3452- Tourism<br>80-General<br>001- Direction and Administration (Non-plan)                         | 2014-15 | 7.62               | -                       | 7.62            | 6.98        | -                     | -                                |
|   | 2015-16 | 8.06               | 0.32                    | 8.38            | 8.41        | 1.43                  | 20.49                            |
|   | 2016-17 | 9.51               | -                       | 9.51            | 9.37        | 0.96                  | 11.41                            |
| 3452- Tourism<br>80-General<br>800-Other Expenditure<br>02-Tourist Information and Publicity (Plan) | 2014-15 | 11.44              | -                       | 11.44           | 9.05        | -                     | -                                |
|   | 2015-16 | 24.99              | 21.07                   | 46.06           | 45.69       | 36.64                 | 404.86                           |
|   | 2016-17 | 42.82              | 6.82                    | 49.64           | 50.19       | 4.50                  | 9.85                             |

The department attributed the variations in expenditure (2015-16) to (i) increase in renovation/maintenance and electrical maintenance, expenses on electrical works, purchase of new computers and hardware parts, expenditure on aggressive marketing campaign, pay and allowances and (ii) less expenditure (2016-17) on renovations/maintenance, transfer of liability of payment of electrical expenditure, less expenditure on pay and allowances, expenses on organising fairs and less expenditure due to sanctions of departmental works was under process and slow progress of work.

**The reasons given by the department indicate systemic deficiencies in financial management of the department, lack of monitoring, deficient estimation and budgetary forecasting because estimation on pay and allowances, renovation work, purchase of computers is normally predictable/forecast before making budget provision.**

### (b) Capital Expenditure

Significant savings and decreasing trends in capital expenditure despite adequate provision, were observed as summarised below:

| Head of Account  | Year    | Original provision* | Expenditure | Growth/decline of expenditure | Percentage of Growth/decline (-) |
|--|---------|---------------------|-------------|-------------------------------|----------------------------------|
| 5452-Capital outlay on Tourism<br>80-General<br>800-Other Expenditure<br>01-Development of Tourist Places (Plan) | 2014-15 | 19.09               | 15.20       | -                             | -                                |
|  | 2015-16 | 25.69               | 23.88       | 8.68                          | 57.11                            |
|  | 2016-17 | 29.42               | 9.75        | -14.13                        | -59.17                           |
| 5452-Capital outlay on Tourism<br>80-General<br>800- Other Expenditure<br>05-Development Rural Tourism (Plan)    | 2014-15 | 13.29               | 1.31        | -                             | -                                |
|  | 2015-16 | 38.20               | 18.14       | 16.83                         | 1284.73                          |
|  | 2016-17 | 18.71               | 10.62       | - 7.52                        | - 41.46                          |

\*Supplementary provisions were not made in these cases

The department attributed the growth/decline in expenditure to (i) non-release of sanctions, (ii) non-utilisation of funds by DDOs and executive agency and (iii) slow progress of work by executing agency. The reply was not acceptable because (i) whenever financial sanctions were delayed, the department should have pursued the matter persistently so as to utilize the fund properly, (ii) non-utilisation of funds indicate deficient estimation and budgetary forecasting and (iii) slow progress of work resulting in savings was indicative of lack of monitoring and coordination on the part of the department which made the proposal for execution of work.

Besides above, review of provision made for developmental and capital works during last three years revealed the followings:

- As per announcement of Hon'ble Chief Minister of Rajasthan during budget speech 2014-15, a provision of ₹ 2.24 crore was made for development of *Rain Basera* in Jhalawar. However, the work was not taken up during the year. Subsequent provisions for the work were again made during 2015-16 and 2016-17. However, the work was yet to be started as of March 2017.

The department stated (August 2017) that the development work could not be started as it was decided (February 2016) to change the work to landscaping of the proposed place, which too could not be taken up during 2016-17 on verbal direction (March 2016) of Principal Secretary to Chief Minister.

- Similarly, a budget provision of ₹ 1.00 crore was also made as per announcement of CM in budget speech 2015-16 for Development work of Mangarhdham (a martyr memorial) in Banswara. However, the work was not taken up during the year. The provision for the work was again made for the year 2016-17. However, the work was yet to be taken up as of March 2017.

The department stated (August 2017) that work plans have been prepared and the work would be started after its approval.

**Thus, the feasibility of work was not properly assessed before making budget provision and provision was extended year to year raising questions about the effectiveness of the budgeting process and budget monitoring.**

**(c) Receipts**

The revenue receipts Heads "1452-Tourism" of Tourism Department comprise the receipts of funds received from GoI for development of tourism places under "other receipts". The position of Budget Estimates, Revised Estimates and Actual Receipts under head during the period 2014-17, is summarised in table.

| (₹ in crore) |                          |         |                  |                   |                 |                             |  |
|--------------|--------------------------|---------|------------------|-------------------|-----------------|-----------------------------|--|
| S. No.       | Head of Account          | Year    | Budget Estimates | Revised Estimates | Actual Receipts | Excess(+)/<br>(-) Shortfall | Percent variation to Revised Estimates |
| 1.           | 1452-Tourism             | 2014-15 | 0.50             | 0.90              | 1.17            | 0.27                        | 30.00                                  |
|              | 800-Other Receipts       | 2015-16 | 0.95             | 1.02              | 0.80            | -0.22                       | -21.57                                 |
|              | 01-Other Receipts (plan) | 2016-17 | 1.15             | 0.85              | 0.76            | -0.09                       | -10.59                                 |

During 2014-15, the actual receipts were higher by ₹ 0.27 crore from revised estimates. Besides, there was short realisation of receipts to the extent of ₹ 0.22 crore and ₹ 0.09 crore against revised estimates during 2015-16 and 2016-17 respectively.

## 2.5 Irregularities in submission of Detailed Contingent Bills against Abstract Contingent Bills

Rule 8(2) of General Financial and Accounts Rule, (GF&ARs) 2017 prescribes that funds shall be withdrawn only if required for immediate payment and the expenditure is authorised by the competent authority. Further, Rule 219 regulates preparation and drawal of Abstract Contingent (AC) Bill and submission of Detailed Contingent (DC) Bill to the Accountant General and Rule 220 (1) provides for submission of DC bills within a period of three months from the drawal of AC bills (except in case of purchase of machinery/equipments and other articles from abroad by opening of letter of credit, the DC bills may be rendered to the competent authority within six months of the drawal of AC bills).

### Last five years position of the Pendency in submission of Detailed Contingent bills against Abstract Contingent bills at the end of the year

(₹ in crore)

| S.No. | Year upto | AC bills drawn |          | DC bill received |          | Outstanding AC bills |        |
|-------|-----------|----------------|----------|------------------|----------|----------------------|--------|
|       |           | Number         | Amount   | Number           | Amount   | Number               | Amount |
| 1.    | 2012-13   | 37,571         | 3,558.21 | 36,912           | 3,462.64 | 659                  | 95.57  |
| 2.    | 2013-14   | 40,701         | 4,174.63 | 39,619           | 3,851.06 | 1,082                | 323.57 |
| 3.    | 2014-15   | 43,965         | 4,794.52 | 43,597           | 4,505.59 | 368                  | 288.93 |
| 4.    | 2015-16   | 45,244         | 5,203.47 | 44,992           | 4,929.59 | 252                  | 273.88 |
| 5.    | 2016-17   | 46,426         | 5,847.82 | 46,206           | 5,476.07 | 220                  | 371.75 |

The outstanding amount of AC bills increased from ₹ 95.57 crore in 2012-13 to ₹ 371.75 crore in 2016-17. While there was considerable improvement in 2014-15 in terms of number of Outstanding Bills, the fact remains that the amount outstanding has not shown a substantial decrease.

Further, during 2016-17 outstanding amount of AC Bills increased by 37 per cent over the previous year.

It was observed that against 46,426 AC bills amounting to ₹ 5,847.82 crore drawn up to 31 March 2017, a total of 46,206 DC bills amounting to ₹ 5,476.07 crore were received by the AG (A&E), leaving 220 AC bills amounting to ₹ 371.75 crore outstanding as on 30 June 2017. Year-wise details of outstanding AC bills are given below:-

### Pendency in submission of Detailed Contingent bills against Abstract Contingent bills

(₹ in crore)

| S.No.        | Year          | AC bills drawn |                 | DC bill received |                 | Outstanding AC bills |               |
|--------------|---------------|----------------|-----------------|------------------|-----------------|----------------------|---------------|
|              |               | Number         | Amount          | Number           | Amount          | Number               | Amount        |
| 1.           | Up to 2010-11 | 34,266         | 3,106.65        | 34,252           | 3,103.37        | 14                   | 3.28          |
| 2.           | 2011-12       | 1,471          | 197.72          | 1,468            | 197.01          | 3                    | 0.71          |
| 3.           | 2012-13       | 1,834          | 253.84          | 1,833            | 252.80          | 1                    | 1.04          |
| 4.           | 2013-14       | 3,130          | 616.42          | 3,127            | 612.95          | 3                    | 3.47          |
| 5.           | 2014-15       | 3,264          | 619.89          | 3,259            | 614.97          | 5                    | 4.92          |
| 6.           | 2015-16       | 1,279          | 408.95          | 1,266            | 405.90          | 13                   | 3.05          |
| 7.           | 2016-17       | 1,182          | 644.35          | 1,001            | 289.07          | 181                  | 355.28        |
| <b>Total</b> |               | <b>46,426</b>  | <b>5,847.82</b> | <b>46,206</b>    | <b>5,476.07</b> | <b>220</b>           | <b>371.75</b> |

The Major Head wise pendency of AC bills for the period upto June 2017 is detailed in *Appendix 2.18*.

Most of the number of unadjusted AC bills pertained to Public Service Commission (39 cases: ₹ 5.18 crore), Other Scientific Research (54 cases: ₹ 0.29 crore), Relief (18 cases: ₹ 342.73 crore) and other Rural Development Programme (15 cases: ₹ 0.19 crore). Outstanding amount of AC bills mainly pertained to Major Head 2245-Relief on account of Natural Calamities, 2210-Medical and Public Health, 4210- Capital Outlay on Medical and Public Health, 2055-Police, 2051-Public Services Commission, 2029-Land Revenue and 4217-Capital Outlay on Urban Development. Un-adjusted AC bills increase the risk of misuse forgery, fraud and wasteful expenditure.

**(i) Unadjusted AC bills**

Text check of information furnished by five departments revealed that in five cases AC bills were drawn but remained unadjusted despite lapse of six months to nine years period, as detailed below:

(₹ in lakh)

| S.No. | Name of Office   | AC bill    |                | Amount drawn | Reason given by Department for delay  |
|-------|--|------------|----------------|--------------|---|
|       |  | Major Head | No. and date   |              |   |
| 1.    | Revenue Board, Ajmer   | 2029       | 893/28.02.2012 | 62.50        | Bill received but not verified by the Land Settlement Department.   |
|       |  | 2029       | 183/05.03.2008 | 292.18       | Details of bill awaited from National Informatics Centre Services Inc. (NICSI), New Delhi.  |
| 2.    | Registration and Stamp Department, Ajmer                       | 2029       | 510/01.01.2014 | 125.24       | Non-receipt of vouchers from NICSI, New Delhi.  |
|       |  | 2029       | 511/01.01.2014 | 41.75        |   |
| 3.    | Director, State Forensic Laboratories (SFL), Rajasthan, Jaipur | 2055       | 283/06.01.2015 | 57.00        | Non-purchase of remaining equipment by STC, New Delhi due to hike in rates of imported equipment.   |
|       |  | 2055       | 395/27.03.2015 | 18.50        |   |
|       |  | 2055       | 396/27.03.2015 | 9.60         |   |
| 4.    | Directorate, Ayurved Department, Rajasthan, Ajmer              | 2210       | 436/14.03.2014 | 179.70       | Due to non-submission of final utilization certificate and balance amount was not deposited by Rajasthan Medical Service Corporation Limited. |
| 5.    | District Collector, Disaster Management Relief, Udaipur        | 2245       | 26/22.11.2016  | 13007.32     | Due to sub-judication of case with High Court, grant-in-aid was not fully utilised.   |

**Source:** Information compiled by office of the AG (A&E), Rajasthan and from concerned Department

The reasons given by the departments are not acceptable as non-submission of DC bills could have been avoided with proper planning and pursuance for procuring the equipment or AC bills should have been drawn after assessing the actual requirement. Non-receipt of vouchers, non-submission of UCs and delay in purchase indicates lack of monitoring and systemic deficiencies in the Departments.

**(ii) Adjustment of AC bills through DC bills beyond prescribed period**

In the following 10 cases, DC bills for adjustment of funds drawn through AC bills were submitted with delays of three to 144 months after the prescribed period. This also involved refund of unspent amount of ₹ 891.09 lakh.



## Financial Management and Budgetary Control

(₹ in lakh)

| S. No.       | Name of Office  | Major Head | AC Bills No. & Date | Amount   | DC bill No. and Date (Amount) | Amount deposited through Challan | Delay in Months |
|--------------|---|------------|---------------------|----------|-------------------------------|----------------------------------|-----------------|
| 1.           | Revenue Board, Ajmer  | 2029       | 134/18.01.2011      | 26.60    | 23/05.07.2017                 | -                                | 75              |
|              |   | 2029       | 582/11.11.2011      | 82.80    | 24/05.07.2017<br>(72.84)      | 9.96                             | 65              |
|              |   | 2029       | 804/24.01.2012      | 131.40   | 25/05.07.2017<br>(12.05)      | 119.35                           | 63              |
|              |   | 2029       | 805/24.01.2012      | 48.60    | 26/05.07.2017<br>(14.36)      | 34.24                            | 63              |
| 2.           | State Forensic Laboratories, Rajasthan, Jaipur                                | 2055       | 397/27.03.2015      | 28.00    | 90/18.04.2017                 | -                                | 19              |
| 3.           | SP, Central Store, Police, Jaipur   | 2055       | 787/23.11.2012      | 79.57    | 963/09.03.2017                | -                                | 49              |
| 4.           | Principle and Controller, Medical College, Kota                               | 2210       | 1263/26.03.2016     | 450.00   | 464/22.06.2017                | -                                | 12              |
| 5.           | District Collector, Disaster Management and Relief Department, Jalore         | 2245       | 24/15.09.2016       | 4658.48  | 1/10.07.2017<br>(4,435.61)    | 222.87                           | 7               |
| 6.           | District Collector, Disaster Management and Relief Department, Banswara       | 2245       | 33/02.06.2016       | 0.63     | 225/20.03.2017                | -                                | 6               |
|              |   | 2245       | 35/02.06.2016       | 11585.49 | 08/13.06.2017                 | -                                | 9               |
| 7.           | District Collector, Disaster Management and Relief Department, Hanumangarh    | 2245       | 162/21.07.2016      | 621.00   | 96/09.06.2017<br>(314.73)     | 306.27                           | 8               |
|              |   | 2245       | 165/21.07.2016      | 621.00   | 99/13.06.2017<br>(429.26)     | 191.74                           | 8               |
| 8.           | District Collector, Ajmer   | 2245       | 297/03.10.2016      | 61.45    | 4/30.03.2017<br>(57.41)       | 4.04                             | 3               |
| 9.           | XEN, PWD, District Division-I, Jaipur   | 3054       | 110/29.10.2014      | 148.10   | 105/18.10.2016                | -                                | 21              |
|              |   | 3054       | 111/29.10.2014      | 236.13   | 106/18.10.2016                | -                                | 21              |
|              |   | 3054       | 112/29.10.2014      | 22.49    | 104/18.10.2016                | -                                | 21              |
|              |   | 3054       | 113/29.10.2014      | 91.21    | 120/16.11.2016<br>(89.22)     | 1.99                             | 22              |
| 10.          | District Collector, Disaster Management and Relief Department, Sri Ganganagar | 2245       | 101/28.06.2005      | 4.20     | 854/07.11.2017<br>(3.57)      | 0.63                             | 144             |
| <b>Total</b> |   |            |                     |          |                               | <b>891.09</b>                    |                 |

Source: Information compiled by office of the AG (A&E), Rajasthan and from concerned Department

Delay in depositing the DC bills and unspent amount was in contravention of provisions contained in Rules 219 and 220(1) of GF&ARs.

### 2.6 Conclusion and Recommendations

During 2016-17, an expenditure of ₹ 1,66,175.87 crore was incurred against total grants and appropriations of ₹ 1,83,564.19 crore leaving savings of ₹ 17,388.32 crore. Further, supplementary provisions of ₹ 1,453.04 crore obtained in 16 cases, proved unnecessary.

Departments surrendered ₹ 17,281.09 crore on the last working day of the financial year leaving no scope for utilising these funds for other purposes. In three cases, ₹ 127.70 crore was surrendered in excess of actual savings. In two grants there was excess expenditure of ₹ 0.40 crore, which requires

regularisation. Further, in 90 cases, lump sum provision of ₹ 6,562.78 crore was made, out of which ₹ 4,461.11 crore (68 per cent) remained unutilised.

Detailed Contingent Bills remained outstanding against 220 Abstract Contingent Bills amounting to ₹ 371.75 crore as on 30 June 2017.

Out of total expenditure of ₹ 28,548.73 crore in respect of 75 sub-heads, a sum of ₹ 14,624.19 crore (exceeding ₹ 50 crore and more than 30 per cent of the total expenditure in each case) was incurred in last quarter of the financial year. Of this, ₹ 10,590.05 crore was spent in March 2017 alone, which led to rush of expenditure at the end of the year.

***Recommendations:***

6. *Controlling/Disbursing Officers should keep a close and constant watch over the progress of expenditure against the sanctioned allotment in order to ensure utilisation of allotted funds as per requirement. They should also specifically strengthen monthly expenditure control and monitoring mechanism.*
7. *Efforts should be made by all Departments to submit realistic budget estimates keeping in view the trends of expenditure in order to avoid large scale savings/excesses, reappropriations and surrenders at the end of the year, so that they can be effectively utilised in other areas/schemes.*
8. *A monitoring mechanism should be put in place to adjust the advances drawn against Abstract Contingent Bills within the stipulated period.*
9. *Departments should closely monitor progress of expenditure throughout the year to avoid the rush of expenditure at the end of the year.*

## Chapter III Financial Reporting

Sound internal financial reporting with relevant and reliable information significantly contributes to efficient and effective governance. The reports on compliance and controls, if operational, accurate and effective, assist the State Government to meet its basic stewardship responsibilities, including strategic planning and decision making. It contributes to accurate, fair and transparent depictions of the financial and operational health of the State Government and its various instrumentalities like local bodies, autonomous bodies etc.

This chapter provides an overview and status of compliance of various significant financial rules, procedures and directives with regard to financial reporting of the State Government and its various subordinate offices during the current year.

### 3.1 Delay in furnishing Utilisation Certificates

General Financial and Accounts Rules (GF&AR), 2012 envisages that for the grants provided for specific purpose, Utilisation Certificates (UCs) should be obtained by the departmental officers from the grantees and after verification these should be forwarded to the Principal Accountant General (Accounts and Entitlement) within 12 months from the date of their sanction unless specified otherwise. However, 104 UCs aggregating to ₹ 9.32 crore were outstanding in respect of grants paid during the period 2004-05 to 2015-16. The Department wise break up of outstanding UCs is given in *Appendix 3.1*. The age-wise position of delay in submission of UCs is summarised in following **Table 3.1**:

**Table 3.1: Outstanding Utilisation Certificates**

| Range of delay in number of years | (₹ in crore)  |             |
|-----------------------------------|---|-------------|
|                                   | Utilisation Certificates outstanding as on 30 June 2017 |             |
|                                   | Number  | Amount      |
| 0-1                               | 22  | 0.44        |
| 1-3                               | 28  | 0.47        |
| 3-5                               | 32  | 5.22        |
| 5-7                               | 19  | 1.17        |
| 7-9                               | 02  | 1.90        |
| 9 and above                       | 01  | 0.12        |
| <b>Total</b>                      | <b>104</b>  | <b>9.32</b> |

Almost 99 *per cent* of the outstanding amount of UCs mainly pertained to Science and Technology Department (100 UCs: ₹ 6.31 crore) and Family Welfare Department (3 UCs: ₹ 2.89 crore).

On being pointed out, the Medical Health and Family Welfare Department, Rajasthan, Jaipur stated (October 2017) that all outstanding UCs for the award money was given to various Panchayati Raj Institutions under Family Welfare Incentive Award Schemes during 2007-08 to 2009-10 had been obtained from the concerned institutions.

Social Justice and Empowerment Department stated (July 2017) that due to court stay the UC for ₹ 0.12 crore allotted to Local Body Department, Bikaner for construction of Gadia Lohar Awas, is pending since 2004-05.

Science and Technology Department stated (July 2017) that outstanding UCs are mainly related to grant given to Central Salt and Marine Chemicals Research Institute, Bhavnagar, Gujarat (i) for establishment of Reverse Osmosis (RO) plants in Rajasthan during 2012-13 to 2013-14 and (ii) establishment of Science Club in schools during 2009-10 to 2013-14. The reasons of delay were attributed to non-establishment of RO plants which were scheduled to be completed by December 2017 and non collection of UCs owing to large number of schools.

**Non-submission of UCs within the stipulated period indicates systemic deficiency in utilization of grants by the Departments and is fraught with the danger of financial mismanagement.**

### 3.2 Non-submission/delay in submission of accounts

In order to identify the institutions which attract audit under Section 14 of the CAG's (DPC) Act, 1971, the Government/Heads of the Department are required to furnish every year to Audit, the detailed information about (i) the financial assistance given to various institutions, (ii) the purpose for which the assistance is granted and (iii) the total expenditure of the institutions. Further, Regulation 84 of the Regulation on Audit and Accounts, 2007 provides that Governments and Heads of the Departments who sanction grants and/or loans to the bodies or authorities shall furnish by the end of July every year to the Audit Office, a statement of such bodies and authorities to which grants and/or loans aggregating ₹ 10 lakh or more were paid during the preceding year indicating (a) the amount of assistance (b) the purpose for which the assistance was sanctioned and (c) the total expenditure of the body or authority.

Out of the total 167 autonomous bodies/authorities, 109 annual accounts in respect of 58 autonomous bodies/authorities due up to 2015-16 had not been received as of June 2017. The details of the pendency in submission of accounts in respect of the bodies and authorities who received grants during preceding year from various Government Departments are given in *Appendix 3.2* and their age-wise pendency is as follows:

**Table 3.2 Age-wise arrears of Annual Accounts due from Bodies/Authorities**

| Delays in number of years | Number of Bodies/ Authorities | Grants received during preceding years (₹ in crore) | Expenditure incurred during preceding years (₹ in crore) |
|---------------------------|-------------------------------|---|--|
| 0-1 year                  | 38                            | 456.58  | 556.26   |
| 1-3 years                 | 11                            | 173.75  | 84.18  |
| 3-5 years                 | 6                             | 12.96   | 6.09   |
| More than 5 years         | 3                             | 0.83  | 0.98   |
| <b>Total</b>              | <b>58</b>                     | <b>644.12</b>                                       | <b>647.51</b>  |

It would be seen from the above table that delays in submission of accounts by 17 bodies/authorities ranged between one and five years. It was also seen that many departments had not furnished the purpose for which the assistance was sanctioned. Consequently, audit could not provide assurance to the Legislature/Government, regarding the manner in which the sanctioned grant was utilised, specifically on the issues of diversion and misutilisation.

### 3.3 Delay in submission of Accounts/Audit Reports of Autonomous Bodies

Four<sup>1</sup> autonomous bodies were set up by the State Government in the field of legal aid, human rights, development of *Khadi* and welfare of construction workers. Under Rajasthan State Legal Services Authority, 36 Districts Legal Service Authorities received grant and submitted their accounts. These bodies are audited by the CAG of India. The audit of accounts of Rajasthan *Khadi* and Village Industries Board in the State has been entrusted to the CAG under section 20(1) of the CAG's (DPC) Act, 1971, while the audit of other three bodies have been entrusted to the CAG as per provision in their respective Acts.

However, the accounts of Rajasthan Building and other Construction Workers Welfare Board for the year 2015-16 have not been received as of June 2017.

### 3.4 Departmentally managed commercial undertakings

The departmental undertakings of certain Government departments performing activities of quasi-commercial nature are required to prepare *pro forma* accounts annually in the prescribed format, showing the working results of financial operations so that the Government can assess their functioning.

**The finalised accounts of departmentally managed commercial and quasi-commercial undertakings reflect their overall financial health and efficiency in conducting their businesses. In the absence of timely finalisation of accounts, corrective measures, if any required, for ensuring accountability and improving efficiency cannot be taken in time.**

The Heads of Departments in the Government are to ensure that the undertakings prepare such accounts and submit them to Accountant General for audit within the specified time frame. As of March 2017, only eight out of 10 undertakings have prepared and submitted their accounts up to 2015-16. The department-wise position of preparation of *pro forma* accounts and investment made by the Government is given in **Appendix 3.3**.

<sup>1</sup> Rajasthan *Khadi* and Village Industries Board, Rajasthan State Human Rights Commission; Rajasthan State Legal Services Authority and Rajasthan Building and other Construction Workers Welfare Board, Jaipur.

### 3.5 Misappropriations, losses, defalcations etc.

Rule 20 of GF&AR (Part-I) provided that any loss of public money, departmental revenue or receipts, stamps, stores or other property held by or on behalf of Government caused by misappropriation, fraudulent drawal/ payment or otherwise discovered in a treasury, any other office/department shall be reported immediately by the officer concerned to the next higher authority as well as to the PAG.

State Government reported 877 cases of misappropriation (328) and theft/loss (549) of government money amounting to ₹ 67.02 crore under various departments up to 31 March 2017, on which final action was pending (June 2017). The department-wise break up of pending cases and age-wise analysis is given in *Appendix 3.4* and nature of these cases is given in *Appendix 3.5*. The age profile of the pending cases and the number of cases pending in each category of theft/loss and misappropriation as emerged from these appendices are summarised in the **Table 3.3**:

**Table 3.3: Profile of misappropriation, losses, defalcations etc.**

| Age profile of the pending cases |                 |                              | Nature of the pending cases       |                 |                              |
|----------------------------------|-----------------|------------------------------|-----------------------------------|-----------------|------------------------------|
| Range in years                   | Number of cases | Amount involved (₹ in crore) | Nature of the cases               | Number of cases | Amount involved (₹ in crore) |
| 0-5                              | 236             | 27.04                        | Theft/loss of material            | 549             | 15.48                        |
| 5-10                             | 166             | 19.66                        | Misappropriation/<br>embezzlement | 328             | 51.54                        |
| 10-15                            | 205             | 9.25                         |                                   |                 |                              |
| 15-20                            | 110             | 6.23                         |                                   |                 |                              |
| 20-25                            | 95              | 2.50                         | -                                 | -               | -                            |
| 25 and above                     | 65              | 2.34                         | -                                 | -               | -                            |
| <b>Total</b>                     | <b>877</b>      | <b>67.02</b>                 | <b>Total pending cases</b>        | <b>877</b>      | <b>67.02</b>                 |

**Source:** Information received from the Departments.

Reasons for pendency of the outstanding cases are classified in following table:

**Table 3.4: Classification of reasons for delay of outstanding cases of misappropriations, losses, defalcations etc.**

| Reasons for Delay                                | Number of cases | Amount (₹ in crore) |
|--|-----------------|---------------------|
| Awaiting departmental and criminal investigation | 306             | 29.57               |
| Awaiting orders for recovery/write off           | 505             | 32.48               |
| Pending in the courts of law                     | 66              | 4.97                |
| <b>Total</b>                                     | <b>877</b>      | <b>67.02</b>        |

**Source:** Information received from the Departments.

### 3.6 Personal Deposit Accounts

Rule 260 (1) of GF&AR provides that no money shall be received for deposits in the government accounts unless they are such as by virtue of any statutory provisions or of any general or special orders of the Government are required or authorized to be held in the custody of the Government.

During 2016-17 amount of ₹ 34,599.49 crore was transferred to/deposited in Personal Deposit (PD) Account in the Major Head 8443-Civil Deposits-106-Personal Deposits, which comprised 24 *per cent* of total expenditure (₹ 1,44,120 crore). Out of this, a sum of ₹ 3,626.96 crore (10.48 *per cent*) was transferred to/deposited to PD Account only in March 2017. Transfers of significant amount during the month of March indicate inadequate budgetary control.

The position of the PD Accounts of the State Government as on 31 March 2017, was as under:

| Particulars  | Number of Accounts | Position of balances on 01.04.2016 | Personal Deposit Accounts |                     | Unspent Amount (as on 31 March 2017) |
|--|--------------------|------------------------------------|---------------------------|---------------------|--------------------------------------|
|  |                    |                                    | Receipt Amount            | Disbursement Amount |                                      |
| Operative PD Accounts                              | 1,513              | 3,541.47                           | 34,599.63*                | 32,958.22           | 5,182.88                             |
| Inoperative PD Accounts (for more than five years) | 15                 | 0.95                               | 13.57                     | 0.95                | 13.57                                |
| <b>Total</b>                                       | <b>1,528</b>       | <b>3,542.42</b>                    | <b>34,613.20</b>          | <b>32,959.17</b>    | <b>5,196.45</b>                      |

\* Including sum of ₹ 0.14 crore transferred from inoperative PD Account.

There were unspent balances of ₹ 5,196.45 crore (1,528 PD accounts) which included thirteen<sup>2</sup> PD accounts having balances of ₹ 50 crore and above, which constituted ₹ 2,158.99 crore (41.5 *per cent*) of total unspent balances in all PD accounts.

<sup>2</sup> (a) Director, Mines and Geology Department, Udaipur (₹ 693.98 crore), (b) Commissioner, TAD, Udaipur (₹ 260.61 crore), (c) Rajasthan Urban Infrastructure Finance and Development Corporation (RUFDCO), Jaipur (Sectt.) (₹ 362.69 crore), (d) Director & Pro. Dir. Urban Poverty Eradication Programme, Jaipur (Sectt.) (₹139.40 crore), (e) M.D. & F.A., Rajasthan State Bridge Road Development & Construction Corporation Ltd, Jaipur (Sectt.) (₹ 246.02 crore), (f) M.D. Rajcomp Info Services Ltd., Jaipur (Sectt.) (₹ 170.94 crore), (g) Raj. Medical Services Corporation Ltd., Jaipur (Sectt.) (₹ 132.15 crore) and (h) Indira Awas Yojana, Jaipur (Sectt.) (₹ 153.20 crore), (i) Rajasthan mission on skill and livelihood, Jaipur (Sectt.) (₹ 94.12 crore), (j) Rajasthan Akshay Urja Vikas Nidhi, Jaipur (Sectt.) (₹ 99.97 crore), (k) Rajasthan State Health Society, Jaipur (Sectt.) (₹ 79.65 crore), (l) Pro. Dir/FA Rajasthan Urban Infrastructure Dev. Pro. Jaipur (Sectt.) (₹ 54.37 crore) and (m) Rajasthan Sec. Edu. Council Jaipur (Sectt.) (₹ 82.02 crore).

Rule 98 of Rajasthan Treasury Rules, 2012 envisages that in the month of April every year the Treasury Officer shall review the PD Accounts in operation at the treasury and sub-treasuries under its control and prepare a list of accounts which remained inoperative continuously for preceding five financial years for sending to the Finance (Ways & Means) Department, with a recommendation for their closure.

Review of position of PD accounts held by various departments of the State Government revealed that as of 31 March 2017, total 15 PD Accounts having amount of ₹ 13.57 crore (*Appendix 3.6*) remained inoperative for the last five years (2012-17). Out of these, three PD Accounts i.e. the State Institute of Museum and Heritage Studies, Jaipur (Secretariat), Ceramic and Electrical Development Committee, Bikaner and Entrepreneurship and Management Development Institute, Jaipur (Secretariat) had significant balances of ₹ 10.06 crore, ₹ 2.31 crore and ₹ 0.79 crore respectively.

On this being pointed out the Joint Director of Treasury and Accounts, Jaipur accepted the facts and stated (October 2017) that 12 out of 15 inoperative PD Accounts have been closed and also requested Finance Department for keeping remaining three PD Accounts operative.

Besides this, the Panchayati Raj Institutions (PRI) hold PRI fund<sup>3</sup> which is classified under the Major Head 8448-Deposits of Local Funds-109-Panchayat Bodies Funds. Further, Gram Panchayat would deposit all receipts in nearest post office or branch of any scheduled bank, Panchayat Samiti and Zila Parishad in the Personal Deposits account maintained in nearest Government Treasury/Sub-treasury.

It was observed that during 2012-16, the balances in ZP and PS funds showed increasing trend and the closing balance during 2016-17 was ₹ 1,683.33 crore and ₹ 1,280.05 crore respectively as given in table below:

| Year    | Zila Parishad Fund<br>(8448-109-03) |          |             |                    | Panchayat Samiti Fund<br>(8448-109-02) |          |             |                    | Total<br>Closing<br>Balance<br>end of<br>the year |
|---------|-------------------------------------|----------|-------------|--------------------|--|----------|-------------|--------------------|---|
|         | Opening<br>Balance                  | Receipt  | Expenditure | Closing<br>Balance | Opening<br>Balance                     | Receipt  | Expenditure | Closing<br>Balance |   |
| 1       | 2                                   | 3        | 4           | 5                  | 6                                      | 7        | 8           | 9                  | 10 (5+9)  |
| 2012-13 | 1,104.83                            | 2,356.16 | 2,044.31    | 1,416.68           | 470.20                                 | 884.48   | 704.67      | 650.01             | 2,066.69  |
| 2013-14 | 1,416.68                            | 2,619.37 | 2,578.78    | 1,457.27           | 650.01                                 | 1,568.13 | 1,473.86    | 744.28             | 2,201.55  |
| 2014-15 | 1,457.27                            | 2,732.06 | 2,753.13    | 1,436.20           | 744.28                                 | 1,289.62 | 1,140.81    | 893.10             | 2,329.30  |
| 2015-16 | 1,436.20                            | 4,412.59 | 3,879.91    | 1,968.87           | 893.10                                 | 1,091.19 | 967.73      | 1,016.56           | 2,985.43  |
| 2016-17 | 1,968.87                            | 3,044.50 | 3,330.05    | 1,683.32           | 1,016.56                               | 1,546.68 | 1,283.19    | 1,280.05           | 2,963.38  |

<sup>3</sup> As per section 64 of the Rajasthan Panchayati Raj Act, 1994, in PRIs, ZP, PS and GP maintains ZP fund, PS fund and GP fund respectively, which includes all money realised or realisable under the Act and all money otherwise received by the PRI, such as receives grants from Central Finance Commission and from State Government as part of the State Finance Commission award and its own revenue, which includes tax and non-tax receipt of panchayats.



Further, the status of unutilised funds lying in the accounts of GPs could not be ascertained as these details were not compiled either at the Panchayat Samiti or at the Zila Parishad level.

Non closure of PD Accounts despite remaining inoperative for five years was contrary to the provisions of Rule 98 of Rajasthan Treasury Rules, 2012.

### 3.7 Booking under Minor Head “800-Other Expenditure”

As the crucial component of a transparent system of accounting, the forms of accounts in which the receipts and expenditure of the Government are reported to the legislature, should constantly be reviewed and updated so that they truly reflect receipts and expenditure on all major activities of the Government in a transparent manner to meet the basic information needs of all the important stakeholders.

Minor Head ‘800-Other Expenditure’ is intended to be operated when the appropriate Minor Head has not been provided in the accounts. Scrutiny of Finance Accounts 2016-17 of Government of Rajasthan disclosed that ₹ 10,123.30 crore, comprising 7.02 *per cent* of the total expenditure (Revenue and Capital) recorded under 55 Major Heads of Accounts (representing functions of the Government) were classified under the Minor Head ‘800-Other Expenditure’.

The major functions in respect of which the expenditure was not depicted distinctly in the Finance Accounts but were clubbed under the Minor Head ‘800-Other Expenditure’ are summarised below:

|        |  | (₹ in crore) |
|--------|--|--------------|
| S. No. | Name of the Function                                     | Amount       |
| 1.     | Relief on account of Natural Calamities (2245)           | 1,772.03     |
| 2.     | Capital outlay on Roads and Bridges (5054)               | 1,447.76     |
| 3.     | Family Welfare (2211)                                    | 1046.88      |
| 4.     | Major Irrigation (2700)                                  | 1011.58      |
| 5.     | Taxes on Sales, Trade etc, (2040)                        | 863.90       |
| 6.     | Urban Development (2217)                                 | 800.15       |
| 7.     | Crop Husbandry (2401)                                    | 371.53       |
| 8.     | Capital outlay on Urban Development (4217)               | 314.86       |
| 9.     | Roads and Bridges (3054)                                 | 275.22       |
| 10.    | Capital outlay on other General Economic Services (5475) | 267.38       |
| 11.    | Co-operation (2425)                                      | 244.89       |

Though details of these expenditure are depicted at sub-head (scheme) level or below in the Detailed Demands for Grants and corresponding head-wise Appropriation Accounts forming part of the State Government accounts, the

booking of large amounts under the Minor Head '800-Other Expenditure' affect the transparency in financial reporting.

### 3.8 Book Adjustments

In general, the Accounts of the State represents the actual cash receipts and disbursements during the accounting period. However, during 2016-17, book adjustments involving ₹ 11,747.53 crore in 68 items<sup>4</sup> were effected by transfer from Consolidated Fund to Public Account and *vice versa*. The book adjustments mainly pertained to expenditure on drought and flood etc., met from State Disaster Response Fund, adjustment of interest on the balance of State Provident Fund of serving employees, Interest on Capital Expenditure on Irrigation Projects, transfer of Central and State share to State Disaster Response Fund and NDRF, Interest on balance of Life Insurance Fund, transfer of subvention from Central Road Fund and Expenditure met on roads from Central Road Fund.

### 3.9 Reconciliation of Receipts and Expenditure

As per Rule 11(3) of GF&AR, all Controlling Officers are required to reconcile the receipt and expenditure figures of the State Government with the figures accounted for, by the PAG (A & E), Rajasthan.

During 2016-17, hundred per cent reconciliation of (i) total expenditure of ₹ 1, 62,099.88 crore (net) by 407 Controlling Officers and (ii) total receipts of ₹ 1,09,053.84 crore (including Miscellaneous Capital Receipts) by 166 Controlling Officers, was carried out.

### 3.10 Outstanding balances under Suspense Accounts

According to 'List of Major and Minor Heads of Account of Union and States', certain intermediary/adjusting heads of accounts known as "Suspense" heads are operated in the Government accounts to reflect transaction of receipts and payments which cannot be booked to a final head of account, due to lack of information as to their nature or for other reasons. These heads of accounts are finally cleared by *minus* debit or *minus* credit when the amounts under them are booked to their respective final heads of accounts. If these amounts remain uncleared, the balances under the suspense heads would accumulate and would not reflect accurate receipts and expenditure of the Government.

---

4 Details of the items are given in the Notes to Account (Annexure 'A') of Finance Accounts (Volume-I) Government of Rajasthan-2016-17.

The ledger of suspense balances is to be maintained by Pay and Accounts Office (PAOs) sub/detailed head-wise, as may be necessary.

The aggregate net balance under the Major Head “8658-Suspense Accounts” in the Finance Accounts of the Government of Rajasthan was ₹ 38.89 crore (debit) as on 31 March 2017. This shows an increase by ₹ 27.63 crore from ₹ 11.26 crore (debit) in 2014-15. The increase was mainly under Pay and Accounts Suspense (₹ 15.46 crore) and balances under Tax Deducted at Source (TDS) Suspense (₹ 12.71 crore) in 2016-17 in comparison to 2014-15.

The position of suspense balances under “8658-Suspense Accounts” for the last three years is given in *Appendix 3.7*.

### 3.10.1 Pay and Accounts Office- Suspense

This minor head is operated for the settlement of inter-departmental and inter-governmental transactions arising in the books of PAOs under the Union Government, PAOs of the Union Territories and the Accountants General. In March 2017, the outstanding debit balance under this head was ₹ 61.93 crore and the credit balance was ₹ 0.84 crore. The details of outstanding balances mainly with "PAO Suspense" are summarised below:

| S. No. | Name of Department  | Amount |        |
|--------|---|--------|--------|
|        |   | Debit  | Credit |
| 1.     | PAO Central Pension Accounting Officer Ministry of Finance, New Delhi                 | 54.32  | 0.04   |
| 2.     | PAO (National Highways) Ministry of Road, Transport and Highways, Jaipur              | 7.53   | 0.33   |
| 3.     | PAO (Legal Affairs) Ministry of Law and Justice and Supreme Court of India, New Delhi | 0.05   | 0.34   |
| 4.     | PAO Electoral Office Ministry of Law and Justice, New Delhi                           | ..     | 0.12   |

Source: Finance Accounts

The above table indicates that the payments made (Debit) or received (Credit) by these departments/ministries on behalf of other PAOs were yet to be recovered/paid by them as on 31 March 2017. The debit and credit balance under "PAO suspense" and their continuous accumulation indicated significant control deficiencies.

### 3.10.2 Suspense Account (Civil)

This transitory minor head is operated for accounting of transactions which cannot be taken to the final heads of expenditure or receipt for want of certain information/documents like vouchers, challans etc.

The outstanding balance under this minor head as on 31 March 2017 was ₹ 1.48 crore (Debit) and (-) ₹ 0.02 crore (Credit) indicating the net receipt and expenditure of ₹ 1.50 crore (Debit). The details of main outstanding balances mainly with “Suspense Account (civil)” are summarised below:

(₹ in crore)

| Sl. No. | Name of Department                                      | Amount |          |
|---------|---|--------|----------|
|         |   | Debit  | Credit   |
| 1.      | House Building Advance Suspense under Postal Accounts   | 0.63   | (-) 0.02 |
| 2.      | Controller of Defence Accounts (Pension), Allahabad     | 0.51   | ..       |
| 3.      | Controller of Defence Accounts (Southern Command), Pune | 0.34   | -        |

Source: Finance Accounts

The above table indicates that the payments made (Debit) or received (Credit), required to be handled individually for settlement, was not booked to their final heads of accounts. Further, as per Finance Accounts the balances of ₹ 0.34 crore (Debit) were outstanding with Defence Accounts since 1977-78 and balance of ₹ 0.63 crore (Debit) and (-) ₹ 0.02 crore (Credit) was outstanding for House Building Advance Suspense under Postal Accounts since 1969-70. These old balances have already been reported through State Finances Reports as well as the Finance Accounts for past few years. However, action for rectification is still pending.

### 3.10.3 Material Purchase Settlement Suspense Account

The cost of stores received either by purchase or through inter-divisional transfers, shall be accounted for initially under this suspense head in all cases where the payment had not been made in the same month of receipt of stores. This head should be cleared by a contra entry (*minus* credit) on making payment to the supplier/Division supplying stores. Unclaimed balances for more than three complete accounting years under this minor head should be cleared by credit to revenue.

The outstanding balance was (-) ₹ 3.16 crore (credit) as on 31 March 2017 under this minor head for want of adjustment of Store Purchase. The uncleared credit balance indicates lack of significant controls in the Government.

## 3.11 Conclusion and Recommendations

Non-submission of Utilisation Certificates of ₹ 9.32 crore indicated lack of proper monitoring by the Departments in utilisation of grants sanctioned for specific purposes. Instances of non-submission of Utilisation Certificates involving substantial amounts, were noticed during test check in Science and Technology Department (₹ 6.31 crore) and Family Welfare Department (₹ 2.89 crore).

There has been non-submission/delay in submission of accounts of autonomous bodies/authorities. Accounts of 58 autonomous bodies/authorities, auditable under section 14 of CAG's (DPC) Act 1971, were in arrears for the last one to nine years.

Out of 877 outstanding cases of misappropriation, theft and losses of Government money amounting to ₹ 67.02 crore, departmental and criminal investigation was awaited in 306 cases involving ₹ 29.57 crore. Further, orders for recovery/write off in 505 cases involving ₹ 32.48 crore were also awaited.

**Recommendations:**

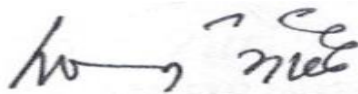
10. *Issues holding up submission of Utilisation Certificates should be identified to ensure their submission within the time stipulated.*
11. *In order to clear the arrears of accounts in a time-bound manner, the controlling Departments should analyse the reasons for delay in finalisation of accounts of autonomous bodies/authorities and take suitable remedial measures for their timely submission.*
12. *Departmental enquiries in all the cases of fraud and misappropriation should be expedited. The internal controls in all the organisations should be strengthened to prevent recurrence of such cases*

JAIPUR,  
The 21 February 2018

  
(R.G. VISWANATHAN)  
Principal Accountant General  
(General and Social Sector Audit), Rajasthan

Countersigned

NEW DELHI,  
The 23 February 2018

  
(RAJIV MEHRISHI)  
Comptroller and Auditor General of India

# **APPENDICES**

## Appendix 1.1

(Refer Profile of Rajasthan; page 1)

### State Profile

#### A. General Data

| S. No. | Particulars  | Figures   |
|--------|--|---|
| 1      | Area   | 3,42,239 sqkm   |
| 2      | Population   |   |
|        | a. As per 2001 Census  | 5.65 crore  |
|        | b. As per 2011 Census  | 6.85 crore  |
| 3      | Density of Population 2001 (All India Density = 325 persons per sqkm)                                      | 165 persons per sqkm  |
|        | Density of Population 2011 (All India Density = 382 persons per sqkm)                                      | 200 persons per sqkm  |
| 4      | *Population Below Poverty Line (BPL) (All India Average = 21.9 per cent)                                   | 14.7 per cent   |
| 5      | a. Total Literacy (2001) (All India Average = 65.4 per cent) <sup>@</sup>                                  | 60.4 per cent   |
|        | b. Total Literacy (2011) (All India Average = 73.0 per cent) <sup>@</sup>                                  | 66.1 per cent   |
| 6      | Infant mortality <sup>**</sup> (2015) (per 1000 live births) (All India Average = 37 per 1000 live births) | 43  |
| 7      | Life Expectancy at birth <sup>***</sup> (2011-15) (All India Average = 68.3 years)                         | 67.9 years  |
| 8      | Gini Coefficient <sup>****</sup>   |   |
|        | a. Rural (All India = 0.29)  | 0.23  |
|        | b. Urban (All India = 0.38)  | 0.38  |
| 9      | Gross State Domestic Product (GSDP) 2016-17 at current price   | ₹ 7,49,692 crore  |
| 10     | Per capita GSDP Compound Annual Growth Rate (CAGR) 2007-08 to 2016-17                                      | Rajasthan 14.4 per cent<br>General Category States 13.2 per cent                  |
| 11     | GSDP CAGR (2007-08 to 2016-17)   | Rajasthan 16.2 per cent<br>General Category States <sup>&amp;</sup> 15.2 per cent |
| 12     | Population Growth (2007 to 2016)   | Rajasthan 14.7 per cent<br>General Category States 11.9 per cent                  |

#### B. Financial Data<sup>\$</sup>

| Particulars                            | CAGR                    |           | CAGR                    |           | Annual Growth           |           |
|--|-------------------------|-----------|-------------------------|-----------|-------------------------|-----------|
|  | 2007-08 to 2015-16      |           | 2011-12 to 2015-16      |           | 2015-16 to 2016-17      |           |
|  | General Category States | Rajasthan | General Category States | Rajasthan | General Category States | Rajasthan |
|  | (In per cent)           |           |                         |           |                         |           |
| a. of Revenue Receipts                 | 14.58                   | 15.91     | 13.96                   | 15.16     | 11.52                   | 8.72      |
| b. of Own Tax Revenue                  | 14.80                   | 15.73     | 12.85                   | 13.90     | 13.50                   | 3.88      |
| c. of Non Tax Revenue                  | 9.45                    | 13.20     | 11.54                   | 4.47      | 12.10                   | 6.29      |
| d. of Total Expenditure                | 15.84                   | 20.96     | 15.83                   | 27.75     | 15.31                   | (-) 4.70  |
| e. of Capital Expenditure              | 14.53                   | 16.33     | 19.03                   | 32.57     | 17.91                   | (-) 22.77 |
| f. of Revenue Expenditure on Education | 16.86                   | 18.51     | 12.84                   | 16.16     | 9.86                    | 16.12     |
| g. of Revenue Expenditure on Health    | 18.43                   | 22.36     | 17.55                   | 21.73     | 14.92                   | 7.74      |
| h. of Salary and Wages                 | 14.89                   | 15.67     | 9.54                    | 13.04     | 13.06                   | 16.02     |
| i. of Pension                          | 17.17                   | 19.78     | 12.31                   | 16.39     | 10.63                   | 13.18     |

\* Economic Survey 2016-17 (August 2017), Vol. II, page A 154.

\*\* Economic Survey 2016-17 (August 2017), Vol. II, page A 156.

\*\*\* Economic Survey 2016-17 (August 2017), Vol. II, page A 146.

\*\*\*\* Gini-coefficient [http://planningcommission.nic.in/data/datatable/data\\_2312/DatabookDec2014%20106.pdf](http://planningcommission.nic.in/data/datatable/data_2312/DatabookDec2014%20106.pdf).

Gini-coefficient is a measure of inequality of income among the population. Value rate is from zero to one. Value closer to zero indicates inequality is less and vice versa. (latest figures available for 2009-10 has been adopted).

<sup>\$</sup> Financial data are based on Finance Accounts of the State Government.

<sup>@</sup> Economic Survey 2016-17 (August 2017), Vol. II, page A 149.

<sup>&</sup> In the GSDP Statement released by Ministry of Statistics and Programme Implementation on August 1, 2017, the figures for 2016-17, regarding certain states such as Gujarat, Kerala, Maharashtra, Rajasthan, West Bengal, Arunachal Pradesh, Assam, Jammu & Kashmir (Budget Speech 2017-18), Manipur, Meghalaya, Mizoram, Nagaland and Tripura are not given. Therefore, GSDP figures for these have been obtained from the respective AsG.

## Appendix 1.2 Part- A

(Refer Paragraph 1.1; page 2)

### Structure and Form of Government Accounts

#### Structure of Government Accounts:

The accounts of the State Government are kept in three parts: (i) Consolidated Fund, (ii) Contingency Fund and (iii) Public Account.

**Part I: Consolidated Fund:** All revenues received by the State Government, all loans raised by issue of treasury bills, internal and external loans and all moneys received by the Government in repayment of loans shall form one consolidated fund entitled 'The Consolidated Fund of State' established under Article 266 (1) of the Constitution of India.

**Part II: Contingency Fund:** Contingency Fund of the State established under Article 267 (2) of the Constitution is in the nature of an imprest placed at the disposal of the Governor to enable him to make advances to meet urgent unforeseen expenditure, pending authorisation by the Legislature. Approval of the Legislature for such expenditure and for withdrawal of an equivalent amount from the Consolidated Fund is subsequently obtained, whereupon the advances from the Contingency Fund are recouped to the Fund.

**Part III: Public Account:** Receipts and disbursements in respect of certain transactions such as small savings, provident funds, reserve funds, deposits, suspense, remittances etc. which do not form part of the Consolidated Fund, are kept in the Public Account set up under Article 266 (2) of the Constitution and are not subject to vote by the State Legislature.

**Source:** Government Accounting Rules, 1990



## Appendix 1.2 Part- B

(Refer Paragraph 1.1; page 2)

### Layout of Finance Accounts

The Finance Accounts have been divided into two volumes. Volume I represents the financial statements of the Government in a summarised form while Volume II represents detailed financial statements.

| Statement No.   | Layout  |
|---|---|
| <b>Volume I</b> contains the Certificate of the Comptroller and Auditor General of India, 13 summary Statements as given below, Notes to Accounts including accounting policy:  |   |
| 1   | Statement of financial position: Cumulative figures of assets and liabilities of the Government, as they stand at the end of 2016-17.   |
| 2   | Summary of all receipts and disbursements of the State during the year in the consolidated fund, contingency fund and public account of the State.  |
| 3   | Summary of revenue and capital receipts and receipts from borrowings of the Government consisting of loans from Government of India (GoI) and market loans raised by the Government.                                  |
| 4   | Summary of revenue and capital expenditure and repayment of loans raised by the State by functions and objects of expenditure.  |
| 5   | Summarised statement of capital outlay showing progressive expenditure to the end of 2016-17 by function.   |
| 6   | Summary of debt position of the State which includes borrowing from internal debt, GoI, other obligations and servicing of debt.  |
| 7   | Summary of loans and advances given by the State Government during the year, repayments made, recoveries in arrears, etc.   |
| 8   | Summary of Investment of State Government in the equity capital.  |
| 9   | Summary of guarantees given by the Government for repayment of loans etc. raised by the Statutory Corporations, Local Bodies and other Institutions.  |
| 10  | Statement of Grants-in-aid given by the State Government, organised by grantee institutions group wise.   |
| 11  | Distribution between the charged and voted expenditure incurred during the year.  |
| 12  | Summary account of sources and applications of funds for expenditure other than revenue account.  |
| 13  | Summary of balances under Consolidated Fund, Contingency Fund and Public Account.   |
| <b>Volume II Part I:</b> This part contains nine statements presenting details of transaction by minor heads corresponding to statements in Volume I:   |   |
| 14  | Detailed account of revenue and capital receipts by minor heads.  |
| 15  | Accounts of revenue expenditure by minor heads under non-plan and plan separately and a comparison with the figures for the previous year.  |
| 16  | Accounts of capital expenditure by minor heads under non-plan and plan separately and a comparison with the figures for the previous year. Cumulative capital expenditure up to the end of the year is also depicted. |
| 17  | Detailed account of borrowings by minor head, the maturity and repayment profile of all loans.  |
| 18  | Detailed account of loans and advances given by the State Government, the amount of loan repaid during the year, the balance as on 31 March 2017.   |
| 19  | Detailed account of investment of the State Government in Statutory Corporations, Government Companies, other Joint Stock Companies, Cooperative Banks and Societies etc up to the end of 2016-17.                    |
| 20  | Detailed entity wise Guarantees given by the State Government.  |
| 21  | Detailed account of Contingency Fund and other Public Account transactions.   |
| 22  | Details of investments of earmarked balances of reserve funds in Public Account.  |
| <b>Volume II Part II:</b> Part II of Finance Accounts contains 12 Appendices giving the details on salaries, subsidies, grants-in-aid scheme-wise and institution-wise, details of externally aided projects, scheme-wise expenditure in respect of major Central Schemes and State Plan Schemes etc. |   |

**Source:** Finance Accounts

## Appendix 1.3

(Refer Paragraph 1.4; page 14)

## Time series data on the State Government Finances

(₹ in crore)

|  | 2012-13         | 2013-14         | 2014-15         | 2015-16         | 2016-17         |
|--|-----------------|-----------------|-----------------|-----------------|-----------------|
| <b>Part A. Receipts</b>  |                 |                 |                 |                 |                 |
| <b>I. Revenue Receipts</b>                                       | <b>66,913</b>   | <b>74,471</b>   | <b>91,327</b>   | <b>1,00,285</b> | <b>1,09,026</b> |
| <b>(i) Tax Revenue</b>   | 30,503(46)      | 33,478(45)      | 38,673(42)      | 42,713(42)      | 44,372(41)      |
| Taxes on Agricultural Income                                     | - <sup>1</sup>  | - <sup>1</sup>  | - <sup>1</sup>  | - <sup>1</sup>  | - <sup>1</sup>  |
| Taxes on Sales, Trade, etc                                       | 18,575(61)      | 21,216(63)      | 24,170 (63)     | 26,345(62)      | 28,558(64)      |
| State Excise   | 3,988(13)       | 4,982(15)       | 5,586(14)       | 6,713(16)       | 7,054(16)       |
| Taxes on Vehicles  | 2,283(7)        | 2,499(8)        | 2,830(7)        | 3,199(7)        | 3,623(8)        |
| Stamps and Registration Fees                                     | 3,335(11)       | 3,125(9)        | 3,189(8)        | 3,234(7)        | 3,053(7)        |
| Land Revenue   | 304(1)          | 338(1)          | 289(1)          | 272(1)          | 315(1)          |
| Taxes on Goods and Passengers                                    | 249(1)          | 288(1)          | 956(3)          | 848(2)          | 803(2)          |
| Other Taxes  | 1,769(6)        | 1,030(3)        | 1,653(4)        | 2,102(5)        | 966(2)          |
| <b>(ii) Non Tax Revenue</b>                                      | 12,133(18)      | 13,575(18)      | 13,229(15)      | 10,928(11)      | 11,615(10)      |
| <b>(iii) State's share of Union taxes and duties</b>             | 17,103(25)      | 18,673(25)      | 19,817(22)      | 27,916(28)      | 33,556(31)      |
| <b>(iv) Grants- in-aid from Government of India</b>              | 7,174(11)       | 8,745(12)       | 19,608(21)      | 18,728(19)      | 19,483(18)      |
| <b>2. Miscellaneous Capital Receipts</b>                         | <b>8</b>        | <b>10</b>       | <b>15</b>       | <b>25</b>       | <b>28</b>       |
| <b>3. Recoveries of Loans and Advances</b>                       | <b>1,102</b>    | <b>316</b>      | <b>1,004</b>    | <b>1,447</b>    | <b>1,713</b>    |
| <b>4. Total Revenue and Non debt Capital Receipts (1+2+3)</b>    | <b>68,023</b>   | <b>74,797</b>   | <b>92,346</b>   | <b>1,01,757</b> | <b>1,10,767</b> |
| <b>5. Public Debt Receipts</b>                                   | <b>9,955</b>    | <b>14,491</b>   | <b>18,141</b>   | <b>60,998</b>   | <b>43,889</b>   |
| Internal Debt (excluding Ways and Means Advances and Overdrafts) | 9,755(98)       | 14,232(98)      | 17,346(96)      | 59,249(97)      | 40,434(92)      |
| Net transactions under Ways and Means Advances and Overdrafts    | -               | -               | -               | -               | -               |
| Loans and Advances from Government of India                      | 200 (2)         | 259(2)          | 795(4)          | 1,749(3)        | 3,455(8)        |
| <b>6. Total Receipts in the Consolidated Fund (4+5)</b>          | <b>77,978</b>   | <b>89,288</b>   | <b>1,10,487</b> | <b>1,62,755</b> | <b>1,54,656</b> |
| <b>7. Contingency Fund Receipts</b>                              | -               | -               | <b>300</b>      | -               | -               |
| <b>8. Public Account Receipts</b>                                | <b>1,56,563</b> | <b>1,07,978</b> | <b>1,26,382</b> | <b>1,46,910</b> | <b>1,56,045</b> |
| <b>9. Total Receipts of the State (6+7+8)</b>                    | <b>2,34,541</b> | <b>1,97,266</b> | <b>2,37,169</b> | <b>3,09,665</b> | <b>3,10,701</b> |
| <b>Part B. Expenditure/Disbursement</b>                          |                 |                 |                 |                 |                 |
| <b>10. Revenue Expenditure</b>                                   | <b>63,462</b>   | <b>75,510</b>   | <b>94,542</b>   | <b>1,06,239</b> | <b>1,27,140</b> |
| Plan   | 14,235(22)      | 17,364(23)      | 27,444(29)      | 31,638(30)      | 47,482(37)      |
| Non-Plan   | 49,227(78)      | 58,146(77)      | 67,098(71)      | 74,601(70)      | 79,658(63)      |
| General Services (including interest payments)                   | 20,496(32)      | 23,340(31)      | 27,868(30)      | 31,016(29)      | 39,203(31)      |
| Social Services  | 25,293(40)      | 31,486(42)      | 37,754(40)      | 43,349(41)      | 49,372(39)      |
| Economic Services  | 17,408(27)      | 20,435(27)      | 28,920(30)      | 31,874(30)      | 38,565(30)      |
| Grants-in-aid and contributions                                  | 265(1)          | (-)249          | - <sup>2</sup>  | - <sup>2</sup>  | - <sup>2</sup>  |
| <b>11. Capital Expenditure</b>                                   | <b>10,683</b>   | <b>13,664</b>   | <b>16,103</b>   | <b>21,986</b>   | <b>16,980</b>   |
| Plan   | 10,682(100)     | 13,676(100)     | 16,087(100)     | 21,995(100)     | 16,968(100)     |
| Non-Plan   | 1               | (-) 12          | 16              | (-) 9           | 12              |
| General Services   | 249(2)          | 334(3)          | 534(3)          | 441(2)          | 437(2)          |
| Social Services  | 2,840(27)       | 4,551(33)       | 5,838(36)       | 5,996(27)       | 6,214(37)       |
| Economic Services  | 7,594(71)       | 8,779(64)       | 9,731(61)       | 15,549(71)      | 10,329(61)      |
| <b>12. Disbursement of Loans and Advances</b>                    | <b>2,412</b>    | <b>812</b>      | <b>701</b>      | <b>36,602</b>   | <b>12,965</b>   |
| <b>13. Total Expenditure (10+11+12)</b>                          | <b>76,557</b>   | <b>89,986</b>   | <b>1,11,346</b> | <b>1,64,827</b> | <b>1,57,085</b> |
| <b>14. Repayments of Public Debt</b>                             | <b>4,707</b>    | <b>4,115</b>    | <b>4,960</b>    | <b>4,959</b>    | <b>5,015</b>    |
| Internal Debt (excluding Ways and Means Advances and Overdraft)  | 4,239(90)       | 3,624(88)       | 4,451(90)       | 4,434(89)       | 4,441(89)       |
| Net transactions under Ways and Means Advances and Overdraft     | -               | -               | -               | -               | -               |
| Loans and Advances to Government of India                        | 468(10)         | 491(12)         | 509(10)         | 525(11)         | 574(11)         |

<sup>1</sup> 2012-13 : ₹ 0.01 lakh, 2013-14: only ₹ 24, 2014-15: ₹ 0.01 lakh, 2015-16: ₹ 0.01 lakh and 2016-17: only ₹ 202.

<sup>2</sup> 2014-15: ₹ 0.09 crore, 2015-16: ₹ 0.10 crore and 2016-17: ₹ 0.06 crore.

(₹ in crore)

|  | 2012-13               | 2013-14               | 2014-15               | 2015-16               | 2016-17               |
|--|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| <b>15. Appropriation to Contingency Fund</b>                           | -                     | -                     | 300                   | -                     | -                     |
| <b>16. Total disbursement out of Consolidated Fund (13+14+15)</b>      | 81,264                | 94,101                | 1,16,606              | 1,69,786              | 1,62,100              |
| <b>17. Contingency Fund disbursements</b>                              | -                     | -                     | -                     | -                     | -                     |
| <b>18. Public Account disbursements</b>                                | 1,50,175              | 1,05,605              | 1,22,060              | 1,40,431              | 1,48,886              |
| <b>19. Total disbursement by the State (16+17+18)</b>                  | 2,31,439              | 1,99,706              | 2,38,666              | 3,10,217              | 3,10,986              |
| <b>Part C. Deficits</b>  |                       |                       |                       |                       |                       |
| <b>20. Revenue Deficit(-)/Revenue Surplus (+) (1-10)</b>               | (+) 3,451             | (-) 1,039             | (-) 3,215             | (-) 5,954             | (-) 18,114            |
| <b>21. Fiscal Deficit (-)/Fiscal Surplus (+) (4-13)</b>                | (-) 8,534             | (-) 15,189            | (-) 19,000            | (-) 63,070            | (-) 46,318            |
| <b>22. Primary Deficit (21+23)</b>                                     | (-) 194               | (-) 6,126             | (-) 8,537             | (-) 51,062            | (-) 28,641            |
| <b>Part D. Other data</b>  |                       |                       |                       |                       |                       |
| <b>23. Interest Payments (included in revenue expenditure)</b>         | 8,340                 | 9,063                 | 10,463                | 12,008                | 17,677                |
| <b>24. Financial Assistance to local bodies etc.,</b>                  | 16,218                | 18,763                | 28,329                | 31,725                | 32,892                |
| <b>25. Ways and Means Advances/Overdraft availed (days)</b>            | -                     | -                     | -                     | -                     | -                     |
| Ways and Means Advances availed (days)                                 | -                     | -                     | -                     | -                     | -                     |
| Overdraft availed (days)   | -                     | -                     | -                     | -                     | -                     |
| <b>26. Interest on Ways and Means Advances/Overdraft</b>               | -                     | -                     | -                     | -                     | -                     |
| <b>27 Gross State Domestic Product (GSDP)<sup>⊘</sup></b>              | 4,93,007 <sup>⊘</sup> | 5,48,391 <sup>⊘</sup> | 6,06,465 <sup>⊘</sup> | 6,72,707 <sup>⊘</sup> | 7,49,692 <sup>∇</sup> |
| <b>28 Outstanding Fiscal liabilities (year end)</b>                    | 1,17,809              | 1,29,910              | 1,47,609              | 2,09,386              | 2,55,002              |
| <b>29. Outstanding Guarantees (year end) (including interest)</b>      | 75,546                | 85,911                | 94,578                | 53,620                | 51,159                |
| <b>30. Maximum amount guaranteed (year end)</b>                        | 1,13,340              | 1,40,526              | 1,61,918              | 1,61,236              | 1,18,161              |
| <b>31. Number of incomplete projects</b>                               | 166                   | 219                   | 199                   | 169                   | 197                   |
| <b>32. Capital blocked in incomplete projects</b>                      | 8,659                 | 8,393                 | 11,167                | 13,072                | 17,668                |
| <b>Part E: Fiscal Health Indicators (In percentage)</b>                |                       |                       |                       |                       |                       |
| <b>I Resource Mobilisation</b>   |                       |                       |                       |                       |                       |
| Own Tax revenue/GSDP   | 6.2                   | 6.1                   | 6.4                   | 6.3                   | 5.9                   |
| Own Non-Tax Revenue/GSDP   | 2.5                   | 2.5                   | 2.2                   | 1.6                   | 1.5                   |
| Central Transfers/GSDP   | 4.9                   | 5.0                   | 6.5                   | 6.9                   | 7.1                   |
| <b>II Expenditure Management (In percentage)</b>                       |                       |                       |                       |                       |                       |
| Total Expenditure/GSDP   | 15.5                  | 16.4                  | 18.4                  | 24.5                  | 21.0                  |
| Total Expenditure/Revenue Receipts                                     | 114.4                 | 120.8                 | 121.9                 | 164.4                 | 144.1                 |
| Revenue Expenditure/Total Expenditure                                  | 82.9                  | 83.9                  | 84.9                  | 64.5                  | 80.9                  |
| Revenue Expenditure on Social Services/Total Expenditure               | 33.0                  | 35.0                  | 33.9                  | 26.3                  | 31.4                  |
| Revenue Expenditure on Economic Services/Total Expenditure             | 22.7                  | 22.7                  | 26.0                  | 19.3                  | 24.6                  |
| Capital Expenditure/Total Expenditure                                  | 14.0                  | 15.2                  | 14.5                  | 13.3                  | 10.8                  |
| Capital Expenditure on Social and Economic Services/Total Expenditure. | 13.6                  | 14.8                  | 14.0                  | 13.1                  | 10.5                  |
| <b>III Management of Fiscal Imbalances</b>                             |                       |                       |                       |                       |                       |
| Revenue Deficit (surplus +)/GSDP                                       | (+) 0.7               | (-) 0.2               | (-) 0.5               | (-) 0.9               | (-) 2.4               |
| Fiscal Deficit/GSDP  | (-) 1.7               | (-) 2.8               | (-) 3.1               | (-) 9.4               | (-) 6.2               |
| Primary Deficit (surplus +) /GSDP                                      | 0.0                   | (-) 1.1               | (-) 1.4               | (-) 7.6               | (-) 3.8               |
| Revenue Deficit/Fiscal Deficit   | -                     | 6.8                   | 16.9                  | 9.4                   | 39.1                  |
| <b>IV Management of Fiscal Liabilities</b>                             |                       |                       |                       |                       |                       |
| Fiscal Liabilities/GSDP  | 23.9                  | 23.7                  | 24.3                  | 31.1                  | 34.0                  |
| Fiscal Liabilities/RR  | 176.1                 | 174.4                 | 161.6                 | 208.8                 | 233.9                 |
| Primary Deficit vis-à-vis quantum spread (₹ in crore)                  | (+) 6,306             | (-) 1,531             | (-) 4,510             | (-) 44,862            | (-) 20,684            |
| Debt Redemption (Principal +Interest)/ Debt Receipts                   | 98.2                  | 97.3                  | 94.6                  | 75.0                  | 86.1                  |
| <b>V Other Fiscal Health Indicators</b>                                |                       |                       |                       |                       |                       |
| Returns on Investment  | 0.3                   | 0.1                   | 0.2                   | 0.3                   | 0.2                   |
| Balance from Current Revenue (₹ in crore)                              | 13,187                | 11,131                | 9,148                 | 12,197                | 15,813                |
| Financial Assets/Liabilities   | 0.81                  | 0.82                  | 0.82                  | 0.85                  | 0.80                  |

Source: Finance Accounts

Note: Figures in brackets represent percentages (rounded) to total of each sub-heading

⊘ Source: Directorate of Economics and Statistics, Government of Rajasthan

⊘ Revised estimates

∇ Advance estimates

## Appendix 1.4

(Refer Paragraphs 1.2 and 1.7.2; page 2 and 25)

### Abstract of Receipts and Disbursements in 2016-17

(₹ in crore)

| Receipts  | 2015-16            | 2016-17            | Disbursements  | 2015-16            | 2016-17          |                  |                    |
|---|--------------------|--------------------|--|--------------------|------------------|------------------|--------------------|
|   |                    |                    |  |                    | Non-Plan         | Plan             | Total              |
| <b>I. Revenues Receipts</b>                             | <b>1,00,285.12</b> | <b>1,09,026.00</b> | <b>I. Revenue Expenditure</b>  | <b>1,06,239.24</b> | <b>79,657.59</b> | <b>47,482.55</b> | <b>1,27,140.14</b> |
| Tax Revenue   | 42,712.92          | 44,371.66          | <b>General Services</b>  | <b>31,016.27</b>   | <b>38,115.46</b> | <b>1,087.80</b>  | <b>39,203.26</b>   |
|   |                    |                    | <b>Social Services</b>   | <b>43,348.49</b>   | <b>25,762.49</b> | <b>23,609.19</b> | <b>49,371.68</b>   |
| Non-tax Revenue   | 10,927.87          | 11,615.57          | Education, Sports, Art and Culture                                       | 21,096.95          | 14,118.40        | 10,379.81        | 24,498.21          |
|   |                    |                    | Health and Family Welfare  | 7,182.23           | 3,517.29         | 4,220.54         | 7,737.83           |
| State's share of Union Taxes and Duties                 | 27,915.93          | 33,555.86          | Water Supply, Sanitation, Housing and Urban Development                  | 5,698.39           | 4,943.50         | 2,462.76         | 7,406.26           |
|   |                    |                    | Information and Broadcasting   | 57.67              | 63.78            | -                | 63.78              |
| Non-Plan grants   | 5,240.97           | 5,927.84           | Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes | 1,017.91           | 167.03           | 933.42           | 1,100.45           |
| Grants for State Plan Schemes                           | 12,957.47          | 13,461.63          | Labour and Labour Welfare  | 477.27             | 460.78           | 33.97            | 494.75             |
|   |                    |                    | Social Welfare and Nutrition   | 7,767.38           | 2,454.71         | 5,548.32         | 8,003.03           |
|   |                    |                    | Others   | 50.69              | 37.00            | 30.37            | 67.37              |
| Grants for Central and Centrally Sponsored Plan Schemes | 529.96             | 93.44              | <b>Economic Services</b>   | <b>31,874.38</b>   | <b>15,779.58</b> | <b>22,785.56</b> | <b>38,565.14</b>   |
|   |                    |                    | Agriculture and Allied Activities  | 4,020.68           | 1,603.04         | 3,536.93         | 5,139.97           |
|   |                    |                    | Rural Development  | 12,197.74          | 3,201.11         | 7,938.70         | 11,139.81          |
|   |                    |                    | Special Areas Programmes   | 0.71               | -                | 1.36             | 1.36               |
|   |                    |                    | Irrigation and Flood Control   | 1,812.61           | 1,867.90         | 73.91            | 1,941.81           |
|   |                    |                    | Energy   | 11,018.58          | 7,843.73         | 9,008.62         | 16,852.35          |
|   |                    |                    | Industry and Minerals  | 325.23             | 377.23           | 68.00            | 445.23             |
|   |                    |                    | Transport  | 1,506.25           | 772.12           | 913.59           | 1,685.71           |
|   |                    |                    | Science, Technology and Environment                                      | 37.86              | 5.89             | 35.50            | 41.39              |
|   |                    |                    | General Economic Services  | 954.72             | 108.56           | 1,208.95         | 1,317.51           |
|   |                    |                    | <b>Grants-in-aid and Contributions</b>                                   | <b>0.10</b>        | <b>0.06</b>      | <b>-</b>         | <b>0.06</b>        |
| <b>Total</b>  | <b>1,00,285.12</b> | <b>1,09,026.00</b> | <b>Total</b>   | <b>1,06,239.24</b> | <b>79,657.59</b> | <b>47,482.55</b> | <b>1,27,140.14</b> |

(₹ in crore)

| Receipts   | 2015-16            | 2016-17            | Disbursements  | 2015-16            | 2016-17          |                  |                    |
|--|--------------------|--------------------|--|--------------------|------------------|------------------|--------------------|
|  |                    |                    |  |                    | Non-Plan         | Plan             | Total              |
| II. Revenue deficit carried over to Section-B                                      | 5,954.12           | 18,114.14          | II. Revenue Surplus Carried over to Section-B                            | -                  |                  |                  |                    |
| <b>Total</b>   | <b>1,06,239.24</b> | <b>1,27,140.14</b> | <b>Total</b>   | <b>1,06,239.24</b> | <b>79,657.59</b> | <b>47,482.55</b> | <b>1,27,140.14</b> |
| III. Opening Cash balance including Permanent Advances and Cash Balance Investment | 8,949.28           | 8,397.27           | III. Opening Overdraft from Reserve Bank of India                        | -                  | -                | -                | -                  |
| IV. Miscellaneous Capital Receipts   | 24.34              | 27.84              | IV. Capital Outlay   | 21,985.26          | 12.26            | 16,967.46        | 16,979.72          |
|  |                    |                    | General Services   | 440.50             | 0.89             | 435.63           | 436.52             |
|  |                    |                    | Social Services  | 5,995.63           | 10.98            | 6,203.31         | 6,214.29           |
|  |                    |                    | Education, Sports, Art and Culture                                       | 155.02             | -                | 119.07           | 119.07             |
|  |                    |                    | Health and Family Welfare  | 575.57             | -                | 514.30           | 514.30             |
|  |                    |                    | Water Supply, Sanitation, Housing and Urban Development                  | 4,856.10           | 10.98            | 5,067.61         | 5,078.59           |
|  |                    |                    | Information and Broadcasting   | 1.46               | -                | 1.93             | 1.93               |
|  |                    |                    | Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes | 269.03             | -                | 303.28           | 303.28             |
|  |                    |                    | Social Welfare and Nutrition   | 66.97              | -                | 47.42            | 47.42              |
|  |                    |                    | Others   | 71.48              | -                | 149.70           | 149.70             |
|  |                    |                    | <b>Economic Services</b>   | <b>15,549.13</b>   | <b>0.39</b>      | <b>10,328.52</b> | <b>10,328.91</b>   |
|  |                    |                    | Agriculture and Allied Activities  | 416.73             | 0.39             | 461.70           | 462.09             |
|  |                    |                    | Rural Development  | 504.45             | -                | 547.13           | 547.13             |
|  |                    |                    | Special Areas Programmes   | 268.50             | -                | 316.56           | 316.56             |
|  |                    |                    | Irrigation and Flood Control   | 1,307.76           | -                | 1,959.45         | 1,959.45           |
|  |                    |                    | Energy   | 9,433.90           | -                | 4,115.71         | 4,115.71           |
|  |                    |                    | Industry and Minerals  | 78.89              | -                | 9.27             | 9.27               |
|  |                    |                    | Transport  | 3,034.22           | -                | 2,420.87         | 2,420.87           |
|  |                    |                    | Science, Technology and Environment                                      | 2.14               | -                | 3.65             | 3.65               |
|  |                    |                    | General Economic Services  | 502.54             | -                | 494.18           | 494.18             |
|  |                    |                    | <b>Total</b>   | <b>21,985.26</b>   | <b>12.26</b>     | <b>16,967.46</b> | <b>16,979.72</b>   |

(₹ in crore)

| Receipts   | 2015-16            | 2016-17            | Disbursements  | 2015-16            | 2016-17  |           |                    |
|--|--------------------|--------------------|--|--------------------|----------|-----------|--------------------|
|  |                    |                    |  |                    | Non-Plan | Plan      | Total              |
| <b>V. Recoveries of Loans and Advances</b>                     | <b>1,447.33</b>    | <b>1,713.53</b>    | <b>V. Loans and Advances disbursed</b>                         | <b>36,602.25</b>   | 99.99    | 12,865.46 | <b>12,965.45</b>   |
| From Power Projects  | 1,359.08           | 1,556.61           | For Power Projects   | 36,147.61          | -        | 12,480.50 | 12,480.50          |
| From Government Servants                                       | 0.02               | 0.13               | To Government Servants   | -                  | -        | -         | -                  |
| From Others  | 88.23              | 156.79             | To Others  | 454.64             | 99.99    | 384.96    | 484.95             |
| <b>VI. Revenue surplus brought down</b>                        | <b>-</b>           | <b>-</b>           | <b>VI. Revenue deficit brought down</b>                        | <b>5,954.12</b>    | -        | -         | <b>18,114.14</b>   |
| <b>VII. Public Debt Receipts</b>                               | <b>60,998.17</b>   | <b>43,888.85</b>   | <b>VII. Repayment of Public Debt</b>                           | <b>4,959.04</b>    | -        | -         | <b>5,014.57</b>    |
| External debt  | -                  | -                  | External debt  | -                  | -        | -         | -                  |
| Internal debt other than Ways and Means Advances and Overdraft | 59,249.28          | 40,433.50          | Internal debt other than Ways and Means Advances and Overdraft | 4,433.98           | -        | -         | 4,440.66           |
| Net transaction under Ways and Means Advances                  | -                  | -                  | Net transaction under Ways and Means Advances                  | -                  | -        | -         | -                  |
| Net transactions under Overdraft                               | -                  | -                  | Net transactions under Overdraft                               | -                  | -        | -         | -                  |
| Loans and Advances from GoI                                    | 1,748.89           | 3,455.35           | Repayment of Loans and Advances to GoI                         | 525.06             | -        | -         | 573.91             |
| <b>VIII. Appropriation to Contingency Fund</b>                 | <b>-</b>           | <b>-</b>           | <b>VIII. Appropriation to Contingency Fund</b>                 | <b>-</b>           | <b>-</b> | <b>-</b>  | <b>-</b>           |
| <b>IX. Amount Transferred to Contingency Fund</b>              | <b>-</b>           | <b>-</b>           | <b>IX. Expenditure from Contingency Fund</b>                   | <b>-</b>           | <b>-</b> | <b>-</b>  | <b>-</b>           |
| <b>X. Public Account Receipts</b>                              | <b>1,46,910.29</b> | <b>1,56,044.35</b> | <b>X. Public Account Disbursements</b>                         | <b>1,40,431.47</b> | -        | -         | <b>1,48,885.50</b> |
| Small Savings, Provident Funds etc.                            | 7,966.82           | 8,620.13           | Small Savings, Provident Funds etc.                            | 4,699.79           | -        | -         | 5,240.13           |
| Reserve Funds  | 3,677.76           | 3,067.86           | Reserve Funds  | 2,759.92           | -        | -         | 2,408.28           |
| Suspense and Miscellaneous                                     | 77.87              | (-) 67.34          | Suspense and Miscellaneous                                     | 18.37              | -        | -         | 51.99              |
| Remittances  | 9,617.17           | 131.63             | Remittances  | 9,637.74           | -        | -         | 134.50             |
| Deposits and Advances  | 1,25,570.67        | 1,44,292.07        | Deposits and Advances  | 1,23,315.65        | -        | -         | 1,41,050.60        |

(₹ in crore)

| Receipts  | 2015-16            | 2016-17            | Disbursements  | 2015-16            | 2016-17  |      |                    |
|---|--------------------|--------------------|--|--------------------|----------|------|--------------------|
|   |                    |                    |  |                    | Non-Plan | Plan | Total              |
| <b>XI. Closing Overdraft from Reserve Bank of India</b> | -                  | -                  | <b>XI. Cash Balance at end</b>                         | <b>8,397.27</b>    | -        | -    | <b>8,112.46</b>    |
|   |                    |                    | Cash in Treasuries and Local Remittances               | 0.29               | -        | -    | 0.12               |
|   |                    |                    | Deposits with Reserve Bank                             | 488.99             | -        | -    | (-) 2.28           |
|   |                    |                    | Departmental Cash Balance including Permanent Advances | 4.22               | -        | -    | 4.06               |
|   |                    |                    | Cash Balance Investment                                | 5,915.95           | -        | -    | 5,585.10           |
|   |                    |                    | Earmarked Investment Funds                             | 1,987.82           | -        | -    | 2,525.46           |
| <b>Total</b>  | <b>2,18,329.41</b> | <b>2,10,071.84</b> | <b>Total</b>   | <b>2,18,329.41</b> | -        | -    | <b>2,10,071.84</b> |

Source: Finance Accounts

## Appendix 1.5

(Refer Paragraph 1.10.1; page 46)

### Summarised financial position of Government of Rajasthan as on 31 March 2017

(₹ in crore)

| Liabilities  | As on 31.03.2016        | As on 31.03.2017               |
|--|-------------------------|--------------------------------|
| <b>Internal Debt -</b>   | <b>1,48,291.74</b>      | <b>1,84,284.58</b>             |
| Market Loans bearing interest  | 75,192.86               | 89,517.63                      |
| Market Loans not bearing interest  | 0.13                    | 0.13                           |
| Loans from Life Insurance Corporation of India                                     | 31.02                   | 26.51                          |
| Special Securities issued to National Small Savings Fund of the Central Government | 20,039.79               | 18,504.04                      |
| Loans from Other Institutions  | 53,027.94               | 76,236.27                      |
| Ways and Means Advances  | -                       | -                              |
| Overdraft from Reserve Bank of India   | -                       | -                              |
| <b>Loans and Advances from Central Government -</b>                                | <b>8,257.93</b>         | <b>11,139.37</b>               |
| Pre 1984-85 Loans  | 5.40                    | 5.40                           |
| Non-Plan Loans   | 38.69                   | 33.64                          |
| Loans for State Plan Schemes   | 8,209.27                | 11,095.76                      |
| Loans for Central Plan Schemes   | 0.29                    | 0.29                           |
| Loans for Centrally Sponsored Plan Schemes   | 4.28                    | 4.28                           |
| <b>Contingency Fund</b>  | <b>500.00</b>           | <b>500.00</b>                  |
| <b>Small Savings, Provident Funds, etc.</b>  | <b>35,514.45</b>        | <b>38,894.45</b>               |
| <b>Deposits</b>  | <b>15,820.93</b>        | <b>19,060.56</b>               |
| <b>Reserve Funds</b>   | <b>3,488.47</b>         | <b>4,148.05</b>                |
| <b>Remittance Balances</b>   | <b>-</b>                | <b>-</b>                       |
| <b>Total</b>   | <b>2,11,873.52</b>      | <b>2,58,027.01</b>             |
| <b>Assets</b>  | <b>As on 31.03.2016</b> | <b>As on 31.03.2017</b>        |
| <b>Gross Capital Outlay on Fixed Assets -</b>                                      | <b>1,30,932.21</b>      | <b>1,47,884.09<sup>3</sup></b> |
| Investments in shares of Companies, Corporations, etc.                             | 37,417.62               | 41,733.94                      |
| Other Capital Outlay   | 93,514.59               | 1,06,150.15                    |
| <b>Loans and Advances -</b>  | <b>39,855.28</b>        | <b>51,107.20</b>               |
| Loans for Power Projects   | 37,348.46               | 48,272.34                      |
| Other Development Loans  | 2,508.20                | 2,836.37                       |
| Loans to Government servants and Miscellaneous loans                               | (-) 1.38                | (-) 1.51 <sup>4</sup>          |
| <b>Reserve Fund Investments</b>  | <b>1,987.82</b>         | <b>2,525.46</b>                |
| <b>Advances</b>  | <b>6.55</b>             | <b>4.71</b>                    |
| <b>Remittance Balances</b>   | <b>18.79</b>            | <b>21.66</b>                   |
| <b>Suspense and Miscellaneous Balances</b>   | <b>3.21</b>             | <b>122.54</b>                  |
| <b>Cash -</b>  | <b>6,409.45</b>         | <b>5,587.00</b>                |
| Cash in Treasuries and Local Remittances   | 0.29                    | 0.12                           |
| Deposits with Reserve Bank   | 488.99                  | (-) 2.28                       |
| Departmental Cash Balance  | 1.11                    | 1.13                           |
| Permanent Advances   | 3.11                    | 2.93                           |
| Cash Balance Investments   | 5,915.95                | 5,585.10                       |
| <b>Deficit on Government Account -</b>   | <b>32,660.21</b>        | <b>50,774.35</b>               |
| (i) Revenue Deficit of the Current Year  | 5954.12                 | 18,114.14                      |
| (ii) Appropriation to the Contingency Fund   | -                       | -                              |
| (iii) Accumulated Deficit at the beginning of the year                             | 26,706.09               | 32,660.21                      |
| Less: Revenue Surplus of the current year  | -                       | -                              |
| Less: Miscellaneous Deficit  | -                       | -                              |
| <b>Total</b>   | <b>2,11,873.52</b>      | <b>2,58,027.01</b>             |

#### Explanatory Notes for Appendices 1.4 and 1.5

The abridged accounts in the foregoing statements have to be read with comments and explanations in the Finance Accounts. Government accounts being mainly on cash basis, the deficit on Government account, as shown in *Appendix 1.5*, indicates the position on cash basis, as opposed to accrual basis in commercial accounting. Consequently, items payable or receivable or items like depreciation or variation in stock figures, etc., do not figure in the accounts. Suspense and Miscellaneous balances include cheques issued but not paid, payments made on behalf of the State and other pending settlements, etc. There was a difference of ₹ 5.08 crore (Debit) between the figures reflected in the Accounts and that intimated by the Reserve Bank of India under "Deposits with Reserve Bank". The difference has been reconciled and cleared.

<sup>3</sup> Capital Receipts of current year has been shown as "Nil" due to *pro forma* reduction of ₹ 27.84 crore (Capital disinvestments) from Gross Capital Expenditure upto end of the year.

<sup>4</sup> Minus balance is under investigation.



## Appendix 1.6

(Refer Paragraph 1.2.2; page 6)

## Actuals vis-à-vis Budget Estimates and Revised Estimates 2016-17

(₹ in crore)

| 1  | Budget estimates | Revised estimates | Actuals         | Increase/ Decrease (-) |                  | Increase/ Decrease (-)<br>(In per cent) |                  |
|--|------------------|-------------------|-----------------|------------------------|------------------|---|------------------|
|  |                  |                   |                 | BE to actual           | RE to actual     | BE to actual                            | RE to actual     |
|  | 2                | 3                 | 4               | 5 (4-2)                | 6 (4-3)          | 7                                       | 8                |
| <b>(1) Revenue Receipts (a+b+c+d)</b>                    | <b>1,23,251</b>  | <b>1,16,428</b>   | <b>1,09,026</b> | <b>(-) 14,225</b>      | <b>(-) 7,402</b> | <b>(-) 11.54</b>                        | <b>(-) 6.36</b>  |
| (a) Tax Revenue  | 53,300           | 46,986            | 44,372          | (-) 8,928              | (-) 2,614        | (-) 16.75                               | (-) 5.56         |
| Taxes on Sales, Trade etc.                               | 34,515           | 28,995            | 28,558          | (-) 5,957              | (-) 437          | (-) 17.26                               | (-) 1.51         |
| State Excise   | 7,310            | 7,600             | 7,054           | (-) 256                | (-) 546          | (-) 3.50                                | (-) 7.18         |
| Taxes on Immovable Property other than Agricultural land | 50               | 10                | 07              | (-) 43                 | (-) 3            | (-) 86.00                               | (-) 30.00        |
| Taxes on Vehicles  | 3,900            | 3,650             | 3,623           | (-) 277                | (-) 27           | (-) 7.10                                | (-) 0.74         |
| Stamps and Registration Fees                             | 4,200            | 3,250             | 3,053           | (-) 1,147              | (-) 197          | (-) 27.31                               | (-) 6.06         |
| Taxes on Goods and Passengers                            | 750              | 750               | 803             | 53                     | 53               | 7.07                                    | 7.07             |
| Land Revenue   | 400              | 359               | 315             | (-) 85                 | (-) 44           | (-) 21.25                               | (-) 12.26        |
| Taxes and Duties on Electricity                          | 2,000            | 2,172             | 738             | (-) 1,262              | (-) 1,434        | (-) 63.10                               | (-) 66.02        |
| Other Taxes and Duties on Commodities and Services       | 175              | 200               | 221             | 46                     | 21               | 26.29                                   | 10.50            |
| <b>(b) Non-Tax Revenue</b>                               | <b>14,084</b>    | <b>12,469</b>     | <b>11,615</b>   | <b>(-) 2,469</b>       | <b>(-) 854</b>   | <b>(-) 17.53</b>                        | <b>(-) 6.85</b>  |
| Interest Receipts  | 1,779            | 2,003             | 1,933           | 154                    | (-) 70           | 8.66                                    | (-) 3.49         |
| Miscellaneous General Services                           | 1,279            | 859               | 661             | (-) 618                | (-) 198          | (-) 48.32                               | (-) 23.05        |
| Water Supply and Sanitation                              | 650              | 600               | 547             | (-) 103                | (-) 53           | (-) 15.85                               | (-) 8.83         |
| Petroleum  | 3,500            | 2,750             | 2,332           | (-) 1,168              | (-) 418          | (-) 33.37                               | (-) 15.20        |
| Non-ferrous Mining and Metallurgical Industries          | 5,200            | 4,200             | 4,234           | (-) 966                | 34               | (-) 18.58                               | 0.81             |
| Police   | 220              | 220               | 191             | (-) 29                 | (-) 29           | (-) 13.18                               | (-) 13.18        |
| Labour and Employment                                    | 269              | 362               | 355             | 86                     | (-) 7            | 31.97                                   | (-) 1.93         |
| Medical and Public Health                                | 110              | 116               | 125             | 15                     | 9                | 13.64                                   | 7.76             |
| Other Administrative Services                            | 163              | 222               | 211             | 48                     | (-) 11           | 29.45                                   | (-) 4.95         |
| Forestry and Wildlife                                    | 104              | 124               | 113             | 9                      | (-) 11           | 8.65                                    | (-) 8.87         |
| Major Irrigation   | 110              | 94                | 106             | (-) 4                  | 12               | (-) 3.64                                | 12.77            |
| Public Works   | 82               | 95                | 84              | 2                      | (-) 11           | 2.44                                    | (-) 11.58        |
| Education, Sports, Art and Culture                       | 136              | 185               | 169             | 33                     | (-) 16           | 24.26                                   | (-) 8.65         |
| Dividend and Profit                                      | 60               | 67                | 68              | 8                      | 1                | 13.33                                   | 1.49             |
| Other General Economic Services                          | 87               | 90                | 74              | (-) 13                 | (-) 16           | (-) 14.94                               | (-) 17.78        |
| Other Non-Tax Revenue                                    | 335              | 482               | 412             | 77                     | (-) 70           | 22.99                                   | (-) 14.52        |
| <b>(c) State's share of Union Taxes and Duties</b>       | <b>31,478</b>    | <b>33,556</b>     | <b>33,556</b>   | <b>2,078</b>           | <b>0</b>         | <b>6.60</b>                             | <b>0.00</b>      |
| <b>(d) Grants-in-aid from GoI</b>                        | <b>24,389</b>    | <b>23,417</b>     | <b>19,483</b>   | <b>(-) 4,906</b>       | <b>(-) 3,934</b> | <b>(-) 20.12</b>                        | <b>(-) 16.80</b> |
| <b>(2) Miscellaneous Capital Receipts</b>                | <b>10</b>        | <b>20</b>         | <b>28</b>       | <b>18</b>              | <b>8</b>         | <b>180.00</b>                           | <b>40.00</b>     |
| <b>(3) Recoveries of Loans and Advances</b>              | <b>133</b>       | <b>1,743</b>      | <b>1,713</b>    | <b>1,580</b>           | <b>(-) 30</b>    | <b>1187.97</b>                          | <b>(-) 1.72</b>  |
| <b>(4) Total Receipts (1+2+3)</b>                        | <b>1,23,394</b>  | <b>1,18,191</b>   | <b>1,10,767</b> | <b>(-) 12,627</b>      | <b>(-) 7,424</b> | <b>(-) 10.23</b>                        | <b>(-) 6.28</b>  |
| <b>(5) Revenue Expenditure (a+b+c+d)</b>                 | <b>1,32,053</b>  | <b>1,34,266</b>   | <b>1,27,140</b> | <b>(-) 4,913</b>       | <b>(-) 7,126</b> | <b>(-) 3.72</b>                         | <b>(-) 5.31</b>  |
| <b>(a) General Services</b>                              | <b>38,909</b>    | <b>39,997</b>     | <b>39,203</b>   | <b>294</b>             | <b>(-) 794</b>   | <b>0.76</b>                             | <b>(-) 1.99</b>  |
| Administration of Justice                                | 746              | 797               | 750             | 4                      | (-) 47           | 0.54                                    | (-) 5.90         |
| Elections  | 68               | 65                | 61              | (-) 7                  | (-) 4            | (-) 10.29                               | (-) 6.15         |
| Land Revenue   | 893              | 683               | 641             | (-) 252                | (-) 42           | (-) 28.22                               | (-) 6.15         |
| State Excise   | 138              | 141               | 131             | (-) 7                  | (-) 10           | (-) 5.07                                | (-) 7.09         |
| Taxes on Sales, Trade etc.                               | 697              | 1,238             | 1,234           | 537                    | (-) 4            | 77.04                                   | (-) 0.32         |
| Interest Payments  | 17,527           | 17,734            | 17,677          | 150                    | (-) 57           | 0.86                                    | (-) 0.32         |
| Secretariat- General Services                            | 194              | 186               | 170             | (-) 24                 | (-) 16           | (-) 12.37                               | (-) 8.60         |
| District Administration                                  | 435              | 441               | 419             | (-) 16                 | (-) 22           | (-) 3.68                                | (-) 4.99         |
| Treasury and Accounts Administration                     | 215              | 210               | 200             | (-) 15                 | (-) 10           | (-) 6.98                                | (-) 4.76         |
| Police   | 4,360            | 4,563             | 4,436           | 76                     | (-) 127          | 1.74                                    | (-) 2.78         |
| Jails  | 147              | 148               | 142             | (-) 5                  | (-) 6            | (-) 3.40                                | (-) 4.05         |
| Other Administrative Services                            | 213              | 244               | 228             | 15                     | (-) 16           | 7.04                                    | (-) 6.56         |
| Pension and Other Retirement Benefits                    | 12,493           | 12,688            | 12,296          | (-) 197                | (-) 392          | (-) 1.58                                | (-) 3.09         |
| Miscellaneous General Services                           | 413              | 281               | 281             | (-) 132                | 0                | (-) 31.96                               | 0.00             |
| Stamps and Registration                                  | 67               | 68                | 65              | (-) 2                  | (-) 3            | (-) 2.99                                | (-) 4.41         |
| Public Works   | 15               | 165               | 152             | 137                    | (-) 13           | 913.33                                  | (-) 7.88         |
| Others   | 288              | 345               | 320             | 32                     | (-) 25           | 11.11                                   | (-) 7.25         |

(₹ in crore)

| 1  | Budget estimates     | Revised estimates | Actuals       | Increase/ Decrease (-) |                  | Increase/ Decrease (-)<br>(In per cent) |                 |
|--|----------------------|-------------------|---------------|------------------------|------------------|---|-----------------|
|  |                      |                   |               | BE to actual           | RE to actual     | BE to actual                            | RE to actual    |
|  |                      |                   |               | 5 (4-2)                | 6 (4-3)          | 7                                       | 8               |
| <b>(b) Social Services</b>   | <b>49,550</b>        | <b>51,826</b>     | <b>49,372</b> | <b>(-) 178</b>         | <b>(-) 2,454</b> | <b>(-) 0.36</b>                         | <b>(-) 4.74</b> |
| General Education  | 24,813               | 25,142            | 24,106        | (-) 707                | (-) 1,036        | (-) 2.85                                | (-) 4.12        |
| Technical Education  | 151                  | 196               | 187           | 36                     | (-) 9            | 23.84                                   | (-) 4.59        |
| Sports and Youth Services  | 128                  | 115               | 100           | (-) 28                 | (-) 15           | (-) 21.88                               | (-) 13.04       |
| Medical and Public Health  | 5,701                | 5,632             | 5,454         | (-) 247                | (-) 178          | (-) 4.33                                | (-) 3.16        |
| Family Welfare   | 2,575                | 2,296             | 2,284         | (-) 291                | (-) 12           | (-) 11.30                               | (-) 0.52        |
| Water Supply and Sanitation  | 2,517                | 2,849             | 2,625         | 108                    | (-) 224          | 4.29                                    | (-) 7.86        |
| Urban Development  | 4,533                | 5,161             | 4,693         | 160                    | (-) 468          | 3.53                                    | (-) 9.07        |
| Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities                   | 1,366                | 1,411             | 1,100         | (-) 266                | (-) 311          | (-) 19.47                               | (-) 22.04       |
| Labour and Employment  | 503                  | 508               | 495           | (-) 8                  | (-) 13           | (-) 1.59                                | (-) 2.56        |
| Social Security and Welfare  | 4,220                | 4,546             | 4,427         | 207                    | (-) 119          | 4.91                                    | (-) 2.62        |
| Nutrition  | 1,573                | 1,482             | 1,421         | (-) 152                | (-) 61           | (-) 9.66                                | (-) 4.12        |
| Relief on account of Natural Calamities  | 1,168                | 2,157             | 2,155         | 987                    | (-) 2            | 84.50                                   | (-) 0.09        |
| Others   | 302                  | 331               | 325           | 23                     | (-) 6            | 7.62                                    | (-) 1.81        |
| <b>(c) Economic Services</b>   | <b>43,594</b>        | <b>42,443</b>     | <b>38,565</b> | <b>(-) 5,029</b>       | <b>(-) 3,878</b> | <b>(-) 11.54</b>                        | <b>(-) 9.14</b> |
| Crop Husbandry   | 3,282                | 2,968             | 2,656         | (-) 626                | (-) 312          | (-) 19.07                               | (-) 10.51       |
| Animal Husbandry   | 721                  | 787               | 777           | 56                     | (-) 10           | 7.77                                    | (-) 1.27        |
| Forestry and Wildlife  | 877                  | 831               | 794           | (-) 83                 | (-) 37           | (-) 9.46                                | (-) 4.45        |
| Agricultural Research and Education  | 228                  | 220               | 219           | (-) 9                  | (-) 1            | (-) 3.95                                | (-) 0.45        |
| Co-operation   | 634                  | 652               | 609           | (-) 25                 | (-) 43           | (-) 3.94                                | (-) 6.60        |
| Special Programmes for Rural Development   | 1,397                | 1,068             | 835           | (-) 562                | (-) 233          | (-) 40.23                               | (-) 21.82       |
| Rural Employment   | 4,680                | 3,136             | 2,718         | (-) 1,962              | (-) 418          | (-) 41.92                               | (-) 13.33       |
| Other Rural Development Programmes   | 8,181                | 8,541             | 7,587         | (-) 594                | (-) 954          | (-) 7.26                                | (-) 11.17       |
| Major Irrigation   | 1,435                | 1,548             | 1,493         | 58                     | (-) 55           | 4.04                                    | (-) 3.55        |
| Medium Irrigation  | 303                  | 298               | 297           | (-) 6                  | (-) 1            | (-) 1.98                                | (-) 0.34        |
| Minor Irrigation   | 204                  | 185               | 133           | (-) 71                 | (-) 52           | (-) 34.80                               | (-) 28.11       |
| Power  | 17,847               | 18,271            | 16,842        | (-) 1,005              | (-) 1,429        | (-) 5.63                                | (-) 7.82        |
| New and Renewable Energy   | 29                   | 9                 | 9             | (-) 20                 | 0                | (-) 68.97                               | 0.00            |
| Non-ferrous Mining and Metallurgical Industries  | 346                  | 345               | 329           | (-) 17                 | (-) 16           | (-) 4.91                                | (-) 4.64        |
| Roads and Bridges  | 1,352                | 1,538             | 1,407         | 55                     | (-) 131          | 4.07                                    | (-) 8.52        |
| Road Transport   | 322                  | 383               | 279           | (-) 43                 | (-) 104          | (-) 13.35                               | (-) 27.15       |
| Secretariat- Economic Services   | 234                  | 298               | 294           | 60                     | (-) 4            | 25.64                                   | (-) 1.34        |
| Census Surveys and Statistics  | 603                  | 428               | 403           | (-) 200                | (-) 25           | (-) 33.17                               | (-) 5.84        |
| Civil Supplies   | 459                  | 527               | 517           | 58                     | (-) 10           | 12.64                                   | (-) 1.90        |
| Others   | 460                  | 410               | 367           | (-) 93                 | (-) 43           | (-) 20.22                               | (-) 10.49       |
| <b>(d) Grants-in-aid and contributions</b>   | <b>-<sup>5</sup></b> | <b>-</b>          | <b>-</b>      | <b>-</b>               | <b>-</b>         | <b>-</b>                                | <b>-</b>        |
| <b>(6) Capital Expenditure</b>   | <b>23,421</b>        | <b>18,517</b>     | <b>16,980</b> | <b>(-) 6,441</b>       | <b>(-) 1,537</b> | <b>(-) 27.50</b>                        | <b>(-) 8.30</b> |
| Capital Outlay on Police   | 157                  | 100               | 97            | (-) 60                 | (-) 3            | (-) 38.22                               | (-) 3.00        |
| Capital Outlay on Public Works   | 628                  | 418               | 322           | (-) 306                | (-) 96           | (-) 48.73                               | (-) 22.97       |
| Capital Outlay on Education, Sports, Art and Culture   | 239                  | 139               | 119           | (-) 120                | (-) 20           | (-) 50.21                               | (-) 14.39       |
| Capital Outlay on Medical and Public Health  | 1,262                | 645               | 515           | (-) 747                | (-) 130          | (-) 59.19                               | (-) 20.16       |
| Capital Outlay on Water Supply and Sanitation  | 5,442                | 4,626             | 4,194         | (-) 1,248              | (-) 432          | (-) 22.93                               | (-) 9.34        |
| Capital Outlay on Urban Development  | 1,768                | 1,098             | 877           | (-) 891                | (-) 221          | (-) 50.40                               | (-) 20.13       |
| Capital Outlay on Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities | 333                  | 322               | 303           | (-) 30                 | (-) 19           | (-) 9.01                                | (-) 5.90        |
| Capital Outlay on Nutrition  | 95                   | 40                | 39            | (-) 56                 | (-) 1            | (-) 58.95                               | (-) 2.50        |
| Capital Outlay on other Social Services  | 337                  | 185               | 150           | (-) 187                | (-) 35           | (-) 55.49                               | (-) 18.92       |
| Capital Outlay on Crop Husbandry   | 534                  | 264               | 254           | (-) 280                | (-) 10           | (-) 52.43                               | (-) 3.79        |
| Capital Outlay on Forestry and Wildlife  | 114                  | 193               | 174           | 60                     | (-) 19           | 52.63                                   | (-) 9.84        |
| Capital Outlay on Other Rural Development Programmes   | 557                  | 552               | 547           | (-) 10                 | (-) 5            | (-) 1.80                                | (-) 0.91        |
| Capital Outlay on Other Special Areas Programmes   | 308                  | 345               | 317           | 9                      | (-) 28           | 2.92                                    | (-) 8.12        |
| Capital Outlay on Major Irrigation   | 1,470                | 1,237             | 1,195         | (-) 275                | (-) 42           | (-) 18.71                               | (-) 3.40        |
| Capital Outlay on Medium Irrigation  | 80                   | 110               | 110           | 30                     | 0                | 37.50                                   | 0.00            |
| Capital Outlay on Minor Irrigation   | 458                  | 510               | 506           | 48                     | (-) 4            | 10.48                                   | (-) 0.78        |
| Capital Outlay on Command Area Development   | 129                  | 148               | 124           | (-) 5                  | (-) 24           | (-) 3.88                                | (-) 16.22       |
| Capital Outlay on Power Projects   | 4,165                | 4,322             | 4,116         | (-) 49                 | (-) 206          | (-) 1.18                                | (-) 4.77        |
| Capital Outlay on Petroleum  | 80                   | 0                 | 0             | (-) 80                 | 0                | (-) 100.00                              | 0.00            |
| Capital Outlay on Roads and Bridges  | 4,264                | 2,498             | 2,421         | (-) 1,843              | (-) 77           | (-) 43.22                               | (-) 3.08        |
| Capital Outlay on Road Transport   | 300                  | 100               | 0             | (-) 300                | (-) 100          | (-) 100.00                              | (-) 100.00      |
| Capital Outlay on Other General Economic Services  | 420                  | 492               | 467           | 47                     | (-) 25           | 11.19                                   | (-) 5.08        |
| Other Capital Outlays  | 281                  | 173               | 133           | (-) 148                | (-) 40           | (-) 52.67                               | (-) 23.12       |

<sup>5</sup> ₹ 33.76 lakh.

(₹ in crore)

|   | Budget estimates | Revised estimates | Actuals    | Increase/ Decrease (-)  |                         | Increase/ Decrease (-)<br>(In per cent) |                   |
|---|------------------|-------------------|------------|-------------------------|-------------------------|---|-------------------|
|   |                  |                   |            | BE to actual<br>5 (4-2) | RE to actual<br>6 (4-3) | BE to actual<br>7                       | RE to actual<br>8 |
| 1   | 2                | 3                 | 4          | 5 (4-2)                 | 6 (4-3)                 | 7                                       | 8                 |
| (7) Disbursement of Loans and Advances                      | 11,067           | 13,059            | 12,965     | 1,898                   | (-) 94                  | 17.15                                   | (-) 0.72          |
| (8) Total Expenditure (5+6+7)                               | 1,66,541         | 1,65,842          | 1,57,085   | (-) 9,456               | (-) 8,757               | (-) 5.68                                | (-) 5.28          |
| (9) Revenue Surplus (+)/Deficits (-) (1-5)                  | (-) 8,802        | (-) 17,838        | (-) 18,114 | (-) 9,312               | (-) 276                 |   |                   |
| (10) Fiscal Deficits (-) (4-8)                              | (-) 43,147       | (-) 47,651        | (-) 46,318 | (-) 3,171               | 1,333                   |   |                   |
| (11) Primary Surplus (+)/Deficits(-) (10+ Interest Payment) | (-) 25,620       | (-) 29,917        | (-) 28,641 | (-) 3,021               | 1,276                   |   |                   |

Source: Finance Accounts and Budget Documents.

## Appendix 1.7

(Refer Paragraph 1.4.4; page 21)

### Statement of Funds transferred by the Government of India directly to the State Implementing Agencies

|   |  | (₹ in crore) |         |
|---|--|--------------|---------|
| Programme/ Scheme<br>(Central share: State share)   | Implementing Agency  | 2015-16      | 2016-17 |
| Integrated Scheme on Agricultural Census and Statistics   | Agriculture Universities   | 4.89         | 4.59    |
| Integrated Scheme on Agriculture Marketing  | -NA-   | -            | 0.29    |
| National Agri- Tech Infrastructure  | Rajasthan State Agriculture Marketing Board, Jaipur  | 7.50         | -       |
| National Food Security Mission (100:00)   | State Institute of Agriculture Management Durgapura, Jaipur,                                       | 1.07         | 0.08    |
| National Mission on Agriculture Extension and Technology CS   | Rajasthan State Seed and Organic Production Certification Agency, Rajasthan State Seed Corporation | 5.18         | 4.03    |
| National Plan for Dairy Development   | Rajasthan Co-operative Dairy Federation Limited  | 2.30         | 9.02    |
| Assistance for Large Revenue Generating Project   | Rajasthan Tourism Development Corporation  | -            | 3.27    |
| Assistance to IHMS, FCIS etc.   | State Institute of Hotel Management and Food Craft Institute                                       | -            | 1.05    |
| Capacity Building for Service Provider  | State Institute of Hotel Management and Food Craft Institute                                       | 1.79         | 0.68    |
| National Mission on Pilgrimage Rejuvenation and Spiritual Augmentation Drive                              | Rajasthan Tourism Development Corporation  | 8.09         | -       |
| Swadesh Darshan- Integrated development of theme based tourism circuits                                   | Rajasthan Tourism Development Corporation  | 12.79        | 54.98   |
| Amended Technology Upgradation Scheme   | Rajasthan Industrial Development and Investment Corporation  | -            | 12.08   |
| Handicraft Infrastructure and Technical Development Scheme  | -NA-   | 0.36         | -       |
| Human Resource Development  | Udhyam Protsahan Sansthan  | 1.80         | 4.85    |
| Integrated Processing Development Scheme/ SPP   | Sanganer Environment Project Development   | 27.82        | 27.50   |
| Technology Upgradation Fund Scheme (TUFS)   | -NA-   | 1.35         | -       |
| Scheme of Art and Culture and Centenary Celebrations (Other Mission, Schemes and Autonomous Organisation) | Rajasthan Tourism Development Corporation, University of Rajasthan                                 | 6.80         | 4.00    |
| Promotion and Dissemination of Art and Culture  | West Zone Cultural Centre, Udaipur   | 8.85         | 8.95    |
| International Cultural Relations/ International Co-operation  | West Zone Cultural Centre, Udaipur   | -            | 3.63    |
| Kala Sanskriti Vikas Yojana   | Ravindra Manch, Urban Improvement Trust  | -            | 8.95    |
| Museum  | Archaeology and Museum   | 1.03         | -       |
| Environmental Protection and Monitoring   | Rajasthan State Bharat Scouts and Guides   | -            | 2.22    |
| National Mission on Food Processing   | -NA-   | 26.32        | -       |
| Development of Infrastructure for Promotion of Health Research  | Government Medical Colleges  | 1.59         | 1.25    |

|  |  | (₹ in crore) |         |
|--|--|--------------|---------|
| Programme/ Scheme<br>(Central share: State share)  | Implementing Agency  | 2015-16      | 2016-17 |
| Hospitals and Dispensaries   | Centre for Development of Police Science and Management  | 1.59         | -       |
| National Aids and STD Control Programme (NACO)   | Rajasthan State AIDS Control Society   | -            | 33.95   |
| National Mission on Medicinal Plants (100:00)  | Rajasthan State Medicinal Plants Board   | 4.56         | -       |
| Setting up of Nation Wide Network of Laboratories for managing Epidemics and National Calamities   | Government Medical Colleges  | 3.47         | 2.24    |
| Assistance to Statutory Institutions   | Rajasthan State Medicinal Plants Board, Jai Narain Vyas University, Forest Development Agency  | -            | 4.94    |
| Creation of Centres for training and Research in Frontier Areas of Science and Technology, Social Science and Humanities                               | University of Rajasthan  | 0.50         | -       |
| National initiative for Design Innovation including setting up of Design innovation Centres, Design open school and National design innovation network | Centre for Conversing technology University of Rajasthan   | 2.66         | -       |
| National Mission on Teachers and Training  | -NA-   | 2.58         | -       |
| Technical Education Quality Improvement Programme  | -NA-   | 3.03         | -       |
| Entrepreneurship and Skill Development   | Universities   | -            | 1.50    |
| Infrastructure Development and Capacity Building   | Rajasthan Industrial Development and Investment Corporation  | 0.26         | 3.96    |
| Quality of Technology Support Institutions and Programme   | -NA-   | 3.28         | -       |
| Digital India Programme  | Raj Comp Info Services Limited   | -            | 23.95   |
| National Child Labour Project  | Child Labour Project Institutes  | 2.23         | 1.33    |
| National Mission for Justice Delivery Legal Reforms  | High Court of Rajasthan  | -            | 23.04   |
| Free Coaching and allied Scheme for Minorities   | -NA-   | 1.18         | -       |
| Skill Development Initiative   | -NA-   | 2.12         | -       |
| Pradhan Mantri Kaushal Vikas Yojana  | Rajasthan Council for Vocational Education and Training  | -            | 1.02    |
| Grid Interactive Renewable Power MNRE  | Rajasthan Renewal Energy Corporation and Rajasthan Rajya Vidyut Prasaran Nigam   | 40.56        | 14.87   |
| Off Grid Distributed and Decentralised Renewable Power   | Rajasthan Renewal Energy Corporation, Rajasthan Electronics and Instruments Limited, Rajasthan Horticulture Development Society Solar Project and Maharana Pratap University of Agriculture & Technology | 207.97       | 70.73   |
| Renewable Energy for Rural applications for all Villages   | Rajasthan Renewal Energy Corporation and Maharana Pratap University of Agriculture & Technology  | 0.58         | -       |
| Rajiv Gandhi Panchayat Shashktikaran Abhayan   | Indira Gandhi Panchayati Raj and Gramin Vikas Sansthan   | 4.48         | 22.27   |
| Incentivisation of Panchayats  | Panchayati Raj Department  | -            | 1.67    |
| Atal Innovation Mission  | District AIM   | -            | 1.41    |

|  |   | (₹ in crore)  |                 |
|--|---|---------------|-----------------|
| Programme/ Scheme<br>(Central share: State share)  | Implementing Agency   | 2015-16       | 2016-17         |
| M.P. Local Area Development (100:00)   | District Collectors   | 135.00        | 177.50          |
| Support for Statistical Strengthening  | Directorate of Economics and Statistics   | -             | 5.04            |
| Digital India Land Records Modernisation Programme   | Rajasthan Bhu Abhilekh Adhunikaran Society, Jaipur                                | -             | 20.00           |
| Management Support to RD Programmes and Strengthening of District Planning Process in lieu of Programmes | Indira Gandhi Panchayati Raj and Gramin Vikas Sansthan, Panchayat Training Centre | -             | 2.27            |
| National Rural Employment Guarantee Scheme   | State Employment Guarantee Fund   | 18.94         | 3,174.30        |
| National Rural Livelihood Mission CS   | Rajasthan Grameen Aajeevika Vikas Parishad  | 3.41          | 11.24           |
| Shyama Prasad Mukherjee Urban Mission  | Rural Development and Panchayati Raj Department, Jaipur                           | 1.70          | -               |
| National Education Mission- Saakshar Bharat CS   | State Resources Centres RAEA  | -             | 5.81            |
| Adult Education and Skill Development  | State Resources Centres RAEA  | 2.41          | -               |
| Alliance and R&D Mission   | Educational Institutions  | 3.78          | 1.70            |
| Disha Programme for Women in Science   | Educational Institutions  | 3.99          | 0.29            |
| International Co-operation S&T   | -NA-  | 1.01          | -               |
| Research and Development Support SERC  | Educational Institutions  | 2.94          | 0.94            |
| Science and Technology Programme for Socio Economic Development  | Educational Institutions  | 1.29          | 0.22            |
| State Science and Technology Programme   | Educational Institutions  | 3.10          | 1.61            |
| Technology Development Programme   | Educational Institutions  | 7.22          | 0.14            |
| Assistance to disabled persons for purchase/ fitting   | Bhagwan Mahaveer Viklang Sahayata Samiti  | 1.00          | -               |
| Assistance to Voluntary Organisation for Welfare of Scheduled Castes                                     | -NA-  | 3.30          | -               |
| Deen Dayal Rehabilitation Centre   | -NA-  | 1.39          | -               |
| Assistance to Voluntary Organisation for providing Social Defence Services                               | -NA-  | 1.76          | -               |
| Setting up of State Spinal Injury Centres  | Sawai Man Singh Medical College   | 0.50          | 1.83            |
| National Heritage Cities Programme   | Nagar Nigam, Ajmer  | 1.14          | 18.13           |
| Comprehensive Scheme for Combating Trafficking   | -NA-  | 1.07          | -               |
| Khelo India National Programme for Development of Sports   | Rajasthan Sports Council Mohanlal Sukhadiya University                            | -             | 6.73            |
| National Services Scheme   | Rajasthan State NSS Cell  | -             | 4.42            |
| Rajiv Gandhi Khel Abhiyan (RGKA)   | Rajasthan State Sports Council  | 3.31          | -               |
| Urban Sports Infrastructure Scheme   | Rajasthan State Sports Council  | 5.40          | -               |
| Schemes less than one crore (under various Ministries)   |   | 11.23         | 9.24            |
| <b>Total</b>   |   | <b>615.47</b> | <b>3,799.71</b> |

NA: Not Available

Source: Finance Accounts, CGA Portal website.

## Appendix 1.8

(Refer Paragraph 1.9.1; page 38)

### Financial Results of Major and Medium Irrigation Works during 2016-17

(₹ in lakh)

| S. No.                            | Name of Projects                                  | Capital outlay up to 31 March 2017 | Revenue Received | Working and Maintenance Expenditure | Net Loss after Working and Maintenance Expenditure | Interest on Direct Capital Outlay | Net Loss after meeting interest |
|-----------------------------------|---|------------------------------------|------------------|-------------------------------------|--|-----------------------------------|---------------------------------|
| 1                                 | 2   | 3                                  | 4                | 5                                   | 5-4= 6   | 7                                 | 6+7=8                           |
| <b>Major Irrigation Projects</b>  |   |                                    |                  |                                     |  |                                   |                                 |
| 1                                 | Bhakra Nangal Project (Irrigation Branch Portion) | 7,491.13                           | 1,304.25         | 4,821.95                            | 3,517.70   | 680.14                            | 4,197.84                        |
| 2                                 | Chambal Project (Irrigation Branch Portion)       | 60,190.64                          | 939.48           | 2,283.58                            | 1,344.10   | 5,131.22                          | 6,475.32                        |
| 3                                 | Indira Gandhi Nahar Project                       | 5,08,262.09                        | 2,600.41         | 18,345.14                           | 15,744.73  | 49,221.20                         | 64,965.93                       |
| 4                                 | Gurgaon Canal                                     | 4,658.47                           | 1.12             | 147.29                              | 146.17   | 462.77                            | 608.94                          |
| 5                                 | Jakham Project                                    | 14,190.08                          | 19.64            | 299.91                              | 280.27   | 1,395.54                          | 1,675.81                        |
| 6                                 | Gang Canal  | 65,887.34                          | 892.91           | 2,468.87                            | 1,575.96   | 6,466.14                          | 8,042.10                        |
| <b>Medium Irrigation Projects</b> |   |                                    |                  |                                     |  |                                   |                                 |
| 7                                 | Jawai River Project Sei Diversion Scheme          | 709.57                             | 153.65           | 129.04                              | (-) 24.61  | 69.74                             | 45.13                           |
| 8                                 | Meja Project                                      | 4,553.44                           | 10.38            | 185.91                              | 175.53   | 454.37                            | 629.90                          |
| 9                                 | Parbati Project (Dholpur)                         | 7,106.84                           | 1.06             | 397.87                              | 396.81   | 702.18                            | 1,098.99                        |
| 10                                | Gudha Project                                     | 163.49                             | 4.85             | 87.31                               | 82.46  | 16.33                             | 98.79                           |
| 11                                | Morel Project                                     | 235.83                             | 2.34             | 82.15                               | 79.81  | 23.55                             | 103.36                          |
| 12                                | Alnia Project                                     | 195.97                             | 6.12             | 142.61                              | 136.49   | 19.51                             | 156.00                          |
| 13                                | West Banas Project                                | 67.03                              | 6.26             | 18.65                               | 12.39  | 6.70                              | 19.09                           |
| 14                                | Vallabh Nagar Project                             | 86.37                              | -                | 40.36                               | 40.36  | 8.64                              | 49.00                           |
| 15                                | Badagaon Pal Project                              | 76.02                              | -                | 22.95                               | 22.95  | 7.60                              | 30.55                           |
| 16                                | Orai Irrigation Project                           | 63.42                              | 0.01             | 47.27                               | 47.26  | 6.34                              | 53.60                           |
| 17                                | Wagon Diversion Scheme                            | 1,397.26                           | 0.30             | 68.52                               | 68.22  | 139.66                            | 207.88                          |
|                                   | <b>Total</b>                                      | <b>6,75,334.99</b>                 | <b>5,942.78</b>  | <b>29,589.38</b>                    | <b>23,646.60</b>                                   | <b>64,811.63</b>                  | <b>88,458.23</b>                |

Source: Finance Accounts

## Appendix 1.9

(Refer Paragraph 1.9.4; page 42)

### Summarised Financial Statement of Departmentally Managed Commercial/Quasi-Commercial Undertakings

(₹ in lakh)

| Name of the Undertaking                                      | Period of accounts | Mean Government Capital | Block assets at depreciated cost | Depreciation provided during the year | Turnover         | Net profit (+)/ loss (-) | Interest on Capital | Total return (7+8)   | Percentage return on capital <sup>6</sup> |
|--|--------------------|-------------------------|----------------------------------|---------------------------------------|------------------|--------------------------|---------------------|----------------------|---|
| 1  | 2                  | 3                       | 4                                | 5                                     | 6                | 7                        | 8                   | 9                    | 10  |
| Jail Manufacture, Ajmer                                      | 2013-14            | 3.07                    | 1.24                             | 0.14                                  | 9.75             | (-) 3.86                 | 1.92                | (-) 1.94             | (-) 9.12                                  |
| Jail Manufacture, Alwar                                      | 2015-16            | 0.16                    | 0.09                             | 0.00                                  | 6.27             | (-)4.64                  | -                   | (-) 4.64             | (-) 6.21                                  |
| Jail Manufacture, Bikaner                                    | 2015-16            | 8.88                    | 0.07                             | 0.00                                  | 11.92            | (-) 4.53                 | 2.49                | (-) 2.04             | (-) 8.68                                  |
| Jail Manufacture, Jaipur                                     | 2014-15            | 7.56                    | 4.68                             | 0.49                                  | 115.34           | (-) 9.45                 | -                   | (-) 9.45             | -   |
| Jail Manufacture, Jodhpur                                    | 2015-16            | 8.86                    | 2.41                             | 0.17                                  | 5.11             | (-) 8.49                 | 3.86                | (-) 4.63             | (-) 10.79                                 |
| Jail Manufacture, Kota                                       | 2015-16            | 1.49                    | 0.34                             | 0.04                                  | 19.27            | (-) 5.94                 | -                   | (-) 5.94             | (-) 15.80                                 |
| Jail Manufacture, Udaipur                                    | 2015-16            | 9.97                    | 1.92                             | 0.21                                  | 4.99             | (-) 12.73                | 5.11                | (-) 7.62             | (-) 13.40                                 |
| Departmental Trading of Forest Coupes                        | 2015-16            | 210.59                  | 0.92                             | 0.75                                  | 3,238.53         | (+) 1,483.23             | -                   | (+) 1,483.23         | -   |
| <i>Patta Tendu</i> Scheme                                    | 2015-16            | 5,508.41                | 5.92                             | 0.23                                  | 697.53           | (+) 457.25               | -                   | (+) 457.25           | -   |
| Rajasthan Water Supply and Sewerage Management Board, Jaipur | 2015-16            | 16,55,391.20            | 3,33,871.17                      | 12,883.01                             | 28,469.42        | (-) 1,23,736.66          | 23,471.30           | (-) 1,00,265.36      | (-)33.47                                  |
| <b>Total</b>   |                    | <b>16,61,150.19</b>     | <b>3,33,888.76</b>               | <b>12,885.04</b>                      | <b>32,578.13</b> | <b>(-) 1,21,845.82</b>   | <b>23,484.68</b>    | <b>(-) 98,361.14</b> |   |

<sup>6</sup> The capital has been considered on which the interest on capital has been worked out.



## Appendix 1.10

(Refer Paragraph 1.9.5; page 44)

### Statement showing the details of loans not repaid by loanees

| (₹ in lakh) |                      |  |                                  |                        |                       |                                  |
|-------------|----------------------|--|----------------------------------|------------------------|-----------------------|----------------------------------|
| S. No.      | Head                 | Name of loanees  | Opening Balance as on 01.04.2003 | Advance during 2003-17 | Repaid during 2003-17 | Closing Balance as on 31.03.2017 |
| 1           | 6215-01-192 (01)     | Loans to Municipalities-Direct Loans   | 306.70                           | -                      | -                     | 306.70                           |
| 2           | 6215-01-192 (02)     | Loans to Municipalities Guaranteed Loans from Life Insurance Corporation                         | 3,459.99                         | -                      | -                     | 3,459.99                         |
| 3           | 6215-02-192          | Loans to Municipalities/Municipal Councils   | 2.53                             | -                      | -                     | 2.53                             |
| 4           | 6216-80-800(01)      | Industrial Housing Scheme  | 2.26                             | -                      | 0.02                  | 2.24                             |
| 5           | 6235-02-800 (01)     | Loans to Persons affected by Riots   | 6.34                             | -                      | 0.53                  | 5.81                             |
| 6           | 6235-60-800 (02)[01] | Rehabilitation of <i>Jagirdars</i>   | 1.51                             | -                      | -                     | 1.51                             |
| 7           | 6235-60-800 (02)[03] | Loans to Repatriates from Burma  | 3.06                             | -                      | -                     | 3.06                             |
| 8           | 6235-60-800 (02)[04] | <i>Taccavi</i> Advance to Unemployed <i>Swarnkars</i>  | 49.79                            | -                      | -                     | 49.79                            |
| 9           | 6245-01-800 (04)     | Loans to <i>Gau-sewa Sangh</i> for fodder etc. through the agency of Animal Husbandry Department | 11.82                            | -                      | -                     | 11.82                            |
| 10          | 6250-60-800(05)      | Loans to Forest Labour Cooperative Societies through the Chief Conservator of Forests            | 0.42                             | -                      | 0.17                  | 0.25                             |
| 11          | 6401-103 (02)        | Loans to Rajasthan State Agro Industries Corporation Limited                                     | 1,587.53                         | 153.22                 | -                     | 1,740.75                         |
| 12          | 6401-103 (03)        | Loans to Rajasthan State Seed Corporation  | 64.38                            | -                      | 0.02                  | 64.36                            |
| 13          | 6403-102 (02)        | Intensive Cattle Development Scheme  | 4.08                             | -                      | (-) 3.60              | 7.68                             |
| 14          | 6403-103             | Poultry Development  | 0.01                             | -                      | -                     | 0.01                             |
| 15          | 6403-104 (01)        | Loans to Sheep Farmers   | 0.02                             | -                      | -                     | 0.02                             |
| 16          | 6404-190(01)         | Loans to <i>Dugdh Utpadak Sahakari Sangh</i>   | 309.71                           | -                      | -                     | 309.71                           |
| 17          | 6404-190(02)         | Employment Promotion Programme- Establishment of Dairy Unit                                      | 0.18                             | -                      | -                     | 0.18                             |

| (₹ in lakh)        |                 |   |                                  |                        |                       |                                  |
|--------------------|-----------------|---|----------------------------------|------------------------|-----------------------|----------------------------------|
| S. No.             | Head            | Name of loanees   | Opening Balance as on 01.04.2003 | Advance during 2003-17 | Repaid during 2003-17 | Closing Balance as on 31.03.2017 |
| 18                 | 6405-800(01)    | Loan to Fish Farmers Development Agency through the Director, Animal Husbandry Department | 0.33                             | -                      | -                     | 0.33                             |
| 19                 | 6408-02-800(04) | Loan for purchases of Transport Vehicles  | 0.62                             | -                      | (-) 0.13              | 0.75                             |
| 20                 | 6425-107(07)    | Loan for establishment of Rajasthan State Cooperatives Strengthening Fund                 | 161.18                           | -                      | -                     | 161.18                           |
| 21                 | 6705-800(01)    | Soil Conservation   | 9.47                             | -                      | -                     | 9.47                             |
| 22                 | 6705-800(02)    | Loan to Migrated under World Food Programme No. 2600                                      | 1.00                             | -                      | -                     | 1.00                             |
| 23                 | 6860-01-800(01) | Loan to Mewar Textile Limited   | 503.49                           | 38.67                  | (-) 50.53             | 592.69                           |
| 24                 | 7075-01-800(01) | Loan to contractors for Strategic Roads   | 0.82                             | -                      | -                     | 0.82                             |
| 25                 | 7475-103(01)    | Loan to Consumer Cooperative Stores   | 0.98                             | -                      | (-) 1.02              | 2.00                             |
| 26                 | 7475-103(05)    | Loan to College and University Cooperative Stores   | 0.07                             | -                      | -                     | 0.07                             |
| <b>Grand Total</b> |                 |   | <b>6,488.29</b>                  | <b>191.89</b>          | <b>(-) 54.54</b>      | <b>6,734.72</b>                  |

Source: Finance Accounts

## Appendix 1.11

(Refer Paragraph 1.7.5; page 30)

### Details of devolution of 29 Subjects listed in XI Schedule of the Constitution of India to PRIs

| Sl. No. | Subjects   | Status of devolution to PRIs |           |               |
|---------|--|------------------------------|-----------|---------------|
|         |  | Funds                        | Functions | Functionaries |
| 1       | Agriculture including agricultural extension   | Yes                          | Yes       | Yes           |
| 2       | Land improvement, implementation of land reforms, land consolidation and soil conservation | Yes                          | Yes       | Yes           |
| 3       | Minor irrigation, water management and watershed development                               | Yes                          | Yes       | Yes           |
| 4       | Animal husbandry, dairy and poultry  | No                           | No        | No            |
| 5       | Fisheries  | Yes                          | Yes       | Yes           |
| 6       | Social forestry and farm forestry  | Yes                          | Yes       | Yes           |
| 7       | Minor forest produce   | Yes                          | Yes       | Yes           |
| 8       | Small scale industries including food-processing industries                                | No                           | Yes       | No            |
| 9       | Khadi, village and cottage industries  | No                           | Yes       | No            |
| 10      | Rural housing  | Yes                          | Yes       | Yes           |
| 11      | Drinking water   | Yes *                        | Yes *     | Yes *         |
| 12      | Fuel and fodder  | Yes *                        | Yes *     | Yes *         |
| 13      | Roads, culverts, bridges, ferries, waterways and other means of communication              | Yes *                        | Yes *     | Yes *         |
| 14      | Rural electrification including distribution of electricity                                | No                           | Yes       | No            |
| 15      | Non-conventional energy sources  | No                           | Yes       | No            |
| 16      | Poverty alleviation programmes   | Yes                          | Yes       | Yes           |
| 17      | Education including primary and secondary schools  | Yes                          | Yes       | Yes           |
| 18      | Technical training and vocational education  | No                           | Yes       | No            |
| 19      | Adult and non-formal education   | No                           | Yes       | No            |
| 20      | Libraries  | No                           | Yes       | No            |
| 21      | Cultural activities  | No                           | Yes       | No            |
| 22      | Markets and fairs  | Yes                          | Yes       | Yes           |
| 23      | Health and sanitation including hospitals, primary health centres and dispensaries         | Yes                          | Yes       | Yes           |
| 24      | Family welfare   | Yes                          | Yes       | Yes           |
| 25      | Women and child development  | Yes                          | Yes       | Yes           |
| 26      | Social welfare including welfare of the handicapped and mentally retarded                  | Yes                          | Yes       | Yes           |
| 27      | Welfare of the weaker sections and in particular of the SCs and STs                        | Yes                          | Yes       | Yes           |
| 28      | Public distribution system   | Yes *                        | Yes *     | Yes *         |
| 29      | Maintenance of community assets  | Yes *                        | Yes *     | Yes *         |

Source: Information supplied by PRD

\* Devolved but withdrawn temporarily

Based on the information and Annexure given by the Panchayati Raj Department on 13.09.2017 according to which the position remains same as it was on 18.05.2012

## Appendix 1.12

(Refer Paragraph 1.7.5; page 31)

### Statement showing devolution of functions listed in XII Schedule of the Constitution of India to Urban Local Bodies

| <b>A. Functions fully devolved to Urban Local Bodies</b>     |  |
|--|--|
| 1.   | Regulation of land use and construction of buildings   |
| 2.   | Slum improvement and upgradation   |
| 3.   | Urban poverty alleviation  |
| 4.   | Burials and burial grounds etc.  |
| 5.   | Vital statistics including registration of births and deaths   |
| 6.   | Public amenities including street lighting, parking lots etc.  |
| 7.   | Regulation of slaughter houses   |
| 8.   | Planning for economic and social development   |
| 9.   | Roads and bridges  |
| 10.  | Public health and solid waste management   |
| 11.  | Fire services  |
| 12.  | Urban forestry, protection of the environment and promotion of ecological aspect                                 |
| 13.  | Provision of urban amenities and facilities such as parks, gardens, play grounds etc.                            |
| 14.  | Safeguarding the interests of weaker sections of society including the handicapped and mentally retarded persons |
| 15.  | Promotion of cultural, educational and aesthetic aspects   |
| 16.  | Prevention of cruelty to animals   |
| <b>B. Functions yet to be devolved to Urban Local Bodies</b> |  |
| 1.   | Urban planning including town planning   |
| 2.   | Water supply for domestic, industrial and commercial purposes  |

## Appendix 1.13

(Refer Paragraph 1.9.3; page 41)

### Statement showing the details of investment but accounts not submitted

(₹ in lakh)

| S. No.                        | Name of Concern  | Year of last investment   | Invested amount | Accounts awaited from | Remarks   |
|-------------------------------|--|---|-----------------|-----------------------|---|
| <b>Statutory Corporations</b> |  |   |                 |                       |   |
| 1                             | Rajasthan State Mandi Development Corporation, Jaipur                      | 1977-78   | 0.65            | -                     | The Corporation was not formed and the amount was kept with Rajasthan State Agriculture Marketing Board.                                |
| 2                             | Rajasthan Water Supply and Sewerage Corporation, Jaipur                    | Upto 1980-81  | 0.08            | -                     | Out of total investment of ₹ 10.00 lakh, ₹ 9,92,200 were deposited in April, 1980 as the Government decided to wind up the Corporation. |
| <b>Joint Stock Companies</b>  |  |   |                 |                       |   |
| 3                             | Jaipur Udyog Limited, Sawai Madhopur                                       | 1948-49   | 75.00           | 1985-86               |   |
| 4                             | Oriental Power Cables Limited, Kota  | 1962-63   | 3.66            | 30 June 1985          |   |
| 5                             | Associated Iron and Steel Industries Limited, Ramganj Mandi (Kota)         | 1963-64   | 1.00            | 31 December 1985      |   |
| 6                             | Jaipur Metal and Electricals Limited, Jaipur                               | 1987-88   | 7.50            | 1996-97               |   |
| 7                             | Metal Corporation of India Limited, Kolkata                                | 1960-61   | 25.00           | -                     | Accounts are awaited  |
| 8                             | Bundi Electric Supply Company Limited, Bundi                               | 1936-37   | 0.12            | -                     | The Company is under liquidation since 1965-66.   |
| 9                             | Jhalawar Transport Service Limited, Jhalawar                               | 1946-47   | 0.10            | -                     | The Company is under liquidation since November 1973.   |
| 10                            | Stoneware Pipe and Sanitary Fittings Manufacturing Company Limited, Jaipur | Information relates to pre-merger period of Jaipur State. Exact year of investment is stated to be not available in the Government records. | 0.12            | -                     | The Company is under liquidation since August 1961.   |
| 11                            | Shri Udaibhan Industries Limited, Dholpur                                  | 1947-48   | 1.30            | -                     | The Company is under liquidation since January 1960.  |
| 12                            | Abu Road Electricity and Industries Company Limited, Abu Road              | 1945-46   | 1.25            | -                     | The Company is under liquidation and taken over by erstwhile Rajasthan State Electricity Board during 1975-76.                          |
| 13                            | Kota Transport Company Limited, Kota                                       | 1946-47   | 2.00            | -                     | The Company is under liquidation.   |
| 14                            | Jaipur Spinning and Weaving Mills Limited, Jaipur                          | 1943-44   | 17.46           | -                     | The Company is under liquidation.   |
| 15                            | Futwah Islampur Light Railway Company Limited, Kolkata                     | 1927-28   | 0.10            | -                     | The Company is under liquidation.   |
| 16                            | The Chaparmukh Silighat Railway Company Limited, Kolkata                   | Upto 1990-91  | 0.06            | -                     | The Company is under liquidation.   |
|                               | <b>Total</b>   |   | <b>135.40</b>   |                       |   |

Source: Finance Accounts

## Appendix 1.14

(Refer Paragraph 1.9.3; page 42)

### Statement showing the details of erosion of capital investment in Public Sector Undertakings

| (₹ in crore) |  |                    |                         |                       |                              |                                       |  |
|--------------|--|--------------------|-------------------------|-----------------------|------------------------------|---------------------------------------|--|
| S. No.       | Name of the PSU  | Period of accounts | Year in which finalised | Total Paid up Capital | Accumulated Profit/ Loss (-) | Erosion of Capital Investment in PSUs | Government Investment (as per Finance Account 2016-17) |
| 1            | 2  | 3                  | 4                       | 6                     | 8                            |                                       |  |
| 1            | Rajasthan State Seeds Corporation Limited  | 2016-17            | 2017-18                 | 7.59                  | 117.19                       | -                                     | 6.33   |
| 2            | Rajasthan Rajya Vidyut Vitran Vitta Nigam Limited  | 2016-17            | 2017-18                 | 0.00                  | -0.01                        | -0.01                                 | -  |
| 3            | Rajasthan Small Industries corporation Limited   | 2016-17            | 2017-18                 | 6.96                  | -17.29                       | -10.33                                | 6.64   |
| 4            | Rajasthan State Handloom Development Corporation Limited   | 2016-17            | 2017-18                 | 46.06                 | -45.53                       | -                                     | 45.51  |
| 5            | Rajasthan State Power Finance and Financial Services Corporation Limited                                       | 2016-17            | 2017-18                 | 90.00                 | 11.26                        | -                                     | 90.00  |
| 6            | Rajasthan Police Housing and Construction Corporation Limited  | 2016-17            | 2017-18                 | 0.50                  | -0.30                        | -                                     | 1.00   |
| 7            | Rajasthan State Industrial Development and Investment Corporation Limited                                      | 2015-16            | 2016-17                 | 210.19                | 1560.05                      | -                                     | 193.69   |
| 8            | Rajasthan State Road Development and Construction Corporation Limited  | 2016-17            | 2017-18                 | 100.00                | 93.34                        | -                                     | 100.00   |
| 9            | Rajasthan Urban Drinking Water Sewerage and Infrastructure Corporation Limited                                 | 2015-16            | 2016-17                 | 48.67                 | 20.60                        | -                                     | 33.51  |
| 10           | Barmer Lignite Mining Company Limited (Subsidiary Joint Company of Rajasthan State Mines and Minerals Limited) | 2016-17            | 2017-18                 | 20.00                 | -26.33                       | -6.33                                 | -  |
| 11           | Rajasthan State Beverages Corporation Limited  | 2016-17            | 2017-18                 | 2.00                  | 32.59                        | -                                     | 2.00   |
| 12           | Rajasthan State Ganganagar Sugar Mills Limited   | 2016-17            | 2017-18                 | 181.20                | 96.27                        | -                                     | 181.18   |
| 13           | Rajasthan State Gas Limited  | 2016-17            | 2017-18                 | 34.02                 | -1.29                        | -                                     | -  |
| 14           | Rajasthan State Mines and Minerals Limited (Government Company since December 1974)                            | 2015-16            | 2016-17                 | 77.55                 | 1870.37                      | -                                     | 77.56  |

| S. No. | Name of the PSU   | Period of accounts | Year in which finalised | Total Paid up Capital | Accumulated Profit/ Loss (-) | Erosion of Capital Investment in PSUs | Government Investment (as per Finance Account 2016-17) |
|--------|---|--------------------|-------------------------|-----------------------|------------------------------|---------------------------------------|--|
| 15     | Rajasthan State Petroleum Corporation Limited (Subsidiary of Rajasthan State Mines and Minerals Limited)      | 2016-17            | 2017-18                 | 11.10                 | -0.82                        | -                                     | -  |
| 16     | Ajmer Vidyut Vitran Nigam Limited   | 2016-17            | 2017-18                 | 7,854.85              | -30,684.44                   | -22,829.59                            | 7,854.85   |
| 17     | Banswara Thermal Power Company Limited (Subsidiary of Rajasthan Rajya Vidyut Prasaran Nigam Limited)          | 2016-17            | 2017-18                 | 0.05                  | -9.09                        | -9.04                                 | -  |
| 18     | Barmer Power Transmission Service Limited (Subsidiary of Rajasthan Rajya Vidyut Prasaran Nigam Limited)       | 2016-17            | 2017-18                 | 0.05                  | -0.01                        | -                                     | -  |
| 19     | Barmer Thermal Power Company Limited (Subsidiary of Rajasthan Rajya Vidyut Prasaran Nigam Limited)            | 2016-17            | 2017-18                 | 0.05                  | -13.54                       | -13.49                                | -  |
| 20     | Chhabra Power Limited (Subsidiary of Rajasthan Rajya Vidyut Utpadan Nigam Limited)                            | 2016-17            | 2017-18                 | 0.05                  | -0.03                        | -                                     | -  |
| 21     | Dholpur Gas Power Limited (Subsidiary of Rajasthan Rajya Vidyut Utpadan Nigam Limited)                        | 2016-17            | 2017-18                 | 0.05                  | -0.04                        | -                                     | -  |
| 22     | Giral Lignite Power Limited (Subsidiary of Rajasthan Rajya Vidyut Utpadan Nigam Limited)                      | 2016-17            | 2017-18                 | 370.05                | -699.19                      | -329.14                               | -  |
| 23     | Hadoti Power Transmission Service (Subsidiary of Rajasthan Rajya Vidyut Prasaran Nigam Limited)               | 2016-17            | 2017-18                 | 0.05                  | -0.01                        | -                                     | -  |
| 24     | Jaipur Vidyut Vitran Nigam Limited  | 2016-17            | 2017-18                 | 8,463.06              | -32,909.75                   | -24,446.69                            | 8,463.06   |
| 25     | Jodhpur Vidyut Vitran Nigam Limited   | 2016-17            | 2017-18                 | 7,829.04              | -31,042.87                   | -23,213.83                            | 7,829.04   |
| 26     | Keshoraipatan Gas Thermal Power Company Limited (Subsidiary of Rajasthan Rajya Vidyut Prasaran Nigam Limited) | 2016-17            | 2017-18                 | 0.05                  | -2.03                        | -1.98                                 | -  |
| 27     | Lake City Transmission Service Company Limited (Subsidiary of Rajasthan Rajya Vidyut Prasaran Nigam Limited)  | 2016-17            | 2017-18                 | 0.30                  | -0.30                        | 0.00                                  | -  |
| 28     | Pink City Transmission Service Company Limited (Subsidiary of Rajasthan Rajya Vidyut Prasaran Nigam Limited)  | 2016-17            | 2017-18                 | 0.26                  | -0.26                        | 0.00                                  | -  |
| 29     | Rajasthan Rajya Vidyut Prasaran Nigam Limited   | 2016-17            | 2017-18                 | 4,020.72              | -1,300.04                    | -                                     | 4,020.72   |

| S. No. | Name of the PSU   | Period of accounts | Year in which finalised | Total Paid up Capital | Accumulated Profit/ Loss (-) | Erosion of Capital Investment in PSUs | Government Investment (as per Finance Account 2016-17) |
|--------|---|--------------------|-------------------------|-----------------------|------------------------------|---------------------------------------|--|
| 30     | Rajasthan Rajya Vidyut Utpadan Nigam Limited  | 2016-17            | 2017-18                 | 9,425.17              | -4,792.80                    | -                                     | 9,425.17   |
| 31     | Rajasthan Renewable Energy Corporation Limited  | 2016-17            | 2017-18                 | 12.94                 | 148.77                       | -                                     | 12.94  |
| 32     | Rajasthan Solar Park Development Company Limited (Subsidiary of Rajasthan Renewable Energy Corporation Limited) | 2016-17            | 2017-18                 | 0.05                  | 66.29                        | -                                     | -  |
| 33     | Rajasthan Urja Vikas Nigam Limited  | 2016-17            | 2017-18                 | 50.00                 | 0.00                         | -                                     | 50.00  |
| 34     | Thar Power Transmission Service Limited (Subsidiary of Rajasthan Rajya Vidyut Prasaran Nigam Limited)           | 2016-17            | 2017-18                 | 0.05                  | -0.01                        | -                                     | -  |
| 35     | Jaipur Metro Rail Corporation Limited   | 2016-17            | 2017-18                 | 1,694.04              | -180.25                      | -                                     | 1,494.04   |
| 36     | RajCOMP Info Service Limited  | 2016-17            | 2017-18                 | 5.00                  | 46.79                        | -                                     | 5.00   |
| 37     | Rajasthan Ex-Servicemen Corporation Limited   | 2016-17            | 2017-18                 | 5.00                  | 5.74                         | -                                     | 5.00   |
| 38     | Rajasthan Medical Service Corporation Limited   | 2016-17            | 2017-18                 | 5.00                  | 19.22                        | -                                     | 5.00   |
| 39     | Rajasthan Skill and Livelihoods Development Corporation   | 2016-17            | 2017-18                 | 0.05                  | -8.00                        | -7.95                                 | 0.05   |
| 40     | Rajasthan State Food and Civil Supplies Corporation Limited   | 2015-16            | 2017-18                 | 50.00                 | 32.88                        | -                                     | 50.00  |
| 41     | Rajasthan State Hotels Corporation Limited  | 2014-15            | 2015-16                 | 2.16                  | -8.51                        | -6.35                                 | 2.16   |
| 42     | Rajasthan Tourism Development Corporation Limited   | 2014-15            | 2015-16                 | 21.95                 | -125.06                      | -103.11                               | 21.95  |
| 43     | Rajasthan Financial Corporation   | 2016-17            | 2017-18                 | 160.73                | -122.85                      | -                                     | 128.31   |
| 44     | Rajasthan State Road Transport Corporation  | 2015-16            | 2016-17                 | 638.96                | -3,469.51                    | -2,830.55                             | 612.13   |
| 45     | Rajasthan State Warehousing Corporation   | 2016-17            | 2017-18                 | 7.85                  | 158.67                       | -                                     | 3.93   |
| 46     | Rajasthan State Agro Industries Corporation Limited   | 2013-14            | 2016-17                 | 6.01                  | -53.21                       | -47.20                                | 4.13   |
| 47     | Rajasthan Civil Aviation Corporation Limited  | 2016-17            | 2017-18                 | 4.49                  | -6.32                        | -1.83                                 | 4.49   |
| 48     | Rajasthan Jal Vikas Nigam Limited   | 2016-17            | 2017-18                 | 1.27                  | -2.09                        | -0.82                                 | 1.27   |
|        | <b>Total</b>  |                    |                         | <b>41,465.19</b>      | <b>-1,01,241.75</b>          | <b>-73,858.24</b>                     | <b>40,730.66</b>                                       |



## Appendix 1.15

(Refer Paragraph 1.7.3.4; page 28, Paragraph 1.9.5; page 44)

### Statement showing operating results of DISCOMs of Government of Rajasthan during last 10 years

| Particulars                                   | (₹ in crore) |         |         |         |         |         |         |         |          |          |
|---|--------------|---------|---------|---------|---------|---------|---------|---------|----------|----------|
|   | 2007-08      | 2008-09 | 2009-10 | 2010-11 | 2011-12 | 2012-13 | 2013-14 | 2014-15 | 2015-16  | 2016-17  |
| Total subsidy given by Government             | 3105         | 1435    | 1493    | 2001    | 3200    | 5464    | 6940    | 8626    | 10461    | 17208    |
| Subsidy given to Power Sector by Government   | 3035         | 1383    | 1452    | 1946    | 2800    | 4861    | 6460    | 8330    | 10186    | 16842    |
| Power sector subsidy to total subsidy (%)     | 97.7         | 96.4    | 97.3    | 97.3    | 87.5    | 89.0    | 93.1    | 96.6    | 97.4     | 97.9     |
| Revenue subsidy/subvention receipts of Discom | 1246.1       | 1092.7  | 1110.4  | 1200.7  | 1759.9  | 2246.7  | 621.8   | 1647.7  | 1784.1   | 1388.7   |
| Net loss                                      | 2555.4       | 6773.7  | 10763.5 | 10606.3 | 12443.7 | 12351.2 | 15645   | 12473.6 | 11240.8  | 5207.5   |
| Cumulative Loss                               | 8859.7       | 16543.4 | 26406.6 | 37013.2 | 49456.9 | 61808.1 | 77453.2 | 89926.7 | 101167.5 | 103540.1 |
| Distribution Loss (%)                         | 31.40        | 26.59   | 26.11   | 22.30   | 19.60   | 19.23   | 24.05   | 27.22   | 24.58    | 23.37    |
| T&D Loss (%)                                  | 35.52        | 31.38   | 30.95   | 26.73   | 24.27   | 23.76   | 27.32   | 31.27   | 31.30    | 27.26    |

## Appendix 2.1

(Refer Paragraph 2.3.3; page 64)

### Statement of various grants/appropriations where excess expenditure was more than ₹ 1 crore each and also by more than 10 per cent of the total provision

(₹ in crore)

| S. No.               | Grant No. | Name of the Grant | Head of Account   | Total Grant | Expenditure | Excess | Percentage of Excess expenditure | Remarks |
|----------------------|-----------|-------------------|---|-------------|-------------|--------|----------------------------------|---------|
| <b>Revenue-Voted</b> |           |                   |   |             |             |        |                                  |         |
| 1.                   | 20        | Housing           | 2216-Housing<br>05-General Pool Accommodation<br>053-Maintenance and Repairs<br>01-Public Works Department<br>(General expenditure)<br>11-Proportionate expenditure relating to establishment of Major Heads-2059   | 10.94       | 16.93       | 5.99   | 54.8                             | Excess  |
| 2.                   | 21        | Roads and Bridges | 3054-Roads and Bridges<br>80-General<br>001-Direction and Administration<br>01-Proportionate expenditure exhibited Under M.H.2059-Public Works<br>01-Establishment  | 49.82       | 66.91       | 17.09  | 34.3                             | Savings |
| 3.                   | 46        | Irrigation        | 2700-Major Irrigation<br>01-Bhakra Nangal Project (Commercial)<br>101-Maintenance and Repairs<br>01-Expenditure through Bhakra Nangal<br>02-Other maintenance expenditure   | 2.00        | 3.38        | 1.38   | 69.0                             | Savings |
| 4.                   |           |                   | 2700-Major Irrigation<br>02-Chambal Project (Commercial)<br>800-Other expenditure<br>03-Other expenditure   | -           | 51.31       | 51.31  |                                  |         |
| 5.                   |           |                   | 2700- Major Irrigation<br>03- Beas Project (Commercial)<br>001-Direction and Administration<br>01-Irrigation Schemes (expenditure through Bhakra Beas Management Board)<br>01-Irrigation General Construction Works | -           | 70.97       | 70.97  |                                  |         |

**Source:** Appropriation Accounts

## Appendix 2.2

(Refer Paragraph 2.3.4; page 64)

**Rush of expenditure (where expenditure during last quarter was more than ₹ 50 crore in each case and also by more than 30 per cent of the total expenditure)**

(₹ in crore)

| S. No. | Number and name of Grant/Appropriation | Head of account  | Expenditure incurred during January-March 2017 | Expenditure incurred in March 2017 | Total expenditure | Per cent of total expenditure incurred during |            |
|--------|--|--|--|------------------------------------|-------------------|---|------------|
|        |  |  |  |                                    |                   | January-March 2017                            | March 2017 |
| 1.     | 9-Forest                               | 2406-01-102-25<br>Externally aided Rajasthan Forestry and Bio Diversity Project Phase-II   | 51.35  | 15.92                              | 121.85            | 42.1  | 13.1       |
| 2.     |  | 4406-01-102-14<br>Forestry works with the assistance of NABARD   | 56.58  | 44.52                              | 71.47             | 79.2  | 62.3       |
| 3.     | 10-Miscellaneous General Services      | 2075-797-01<br>Transfer to Head 8235-117 Guarantee Redemption Fund   | 278.19   | 278.19                             | 278.19            | 100   | 100        |
| 4.     | 12-Other Taxes                         | 3055-190-03<br>Grants-in-aid for reimbursement of amount of Free/Concessional travels in the buses of Rajasthan State Road Transport Corporation Limited | 64.92  | 35.65                              | 184.33            | 35.2  | 19.3       |
| 5.     | 19-Public Works                        | 4250-203-02<br>Training  | 63.84  | 18.22                              | 68.42             | 93.3  | 26.6       |
| 6.     | 21-Roads and Bridges                   | 3054-04-800-02<br>Rural Roads  | 101.68   | 76.70                              | 189.63            | 53.6  | 40.4       |
| 7.     |  | 5054-03-337-05<br>Roads financed by Central Road Fund  | 241.57   | 137.41                             | 485.80            | 49.7  | 28.3       |
| 8.     |  | 5054-04-800-11<br>Roads of RIDF financed by NABARD   | 114.28   | 75.98                              | 310.37            | 36.8  | 24.5       |
| 9.     |  | 5054-04-800-22<br>Road Financed from Pradhanmantri Gram Sadak Yojana   | 406.50   | 181.22                             | 632.99            | 64.2  | 28.6       |
| 10.    | 24-Education, Art and Culture          | 2202-01-001-01<br>General Expenditure  | 107.47   | 53.94                              | 140.22            | 76.6  | 38.5       |
| 11.    |  | 2202-01-800-14<br>Reimbursement to private schools under Right to Education-General expenditure  | 51.95  | 14.07                              | 138.06            | 37.6  | 10.2       |
| 12.    |  | 2202-02-109-09<br>Model Schools  | 149.02   | 67.16                              | 243.43            | 61.2  | 27.6       |
| 13.    |  | 2202-02-109-18<br>I.C.T  | 90.03  | 90.03                              | 90.03             | 100   | 100        |

(₹ in crore)

| S. No. | Number and name of Grant/ Appropriation     | Head of account   | Expenditure incurred during January-March 2017                | Expenditure incurred in March 2017 | Total expenditure | Per cent of total expenditure incurred during |            |
|--------|---|---|---|------------------------------------|-------------------|---|------------|
|        |   |   |   |                                    |                   | January-March 2017                            | March 2017 |
| 14.    |   | 2202-03-103-11<br><i>Rashtriya Uchch Shiksha Abhiyan-General expenditure</i>  | 80.60   | 80.60                              | 80.60             | 100   | 100        |
| 15.    | 26-Medical and Public Health and Sanitation | 2211-105-03<br>Measures for Population Control  | 60.45   | 30.61                              | 126.53            | 47.8  | 24.2       |
| 16.    | 27-Drinking Water Scheme                    | 2215-01-101-12<br>Other Urban Water Supply Schemes  | 165.28  | 86.11                              | 514.56            | 32.1  | 16.7       |
| 17.    |   | 2215-01-102-01<br>Other Rural Water Supply Schemes  | 377.05  | 189.94                             | 1186.33           | 31.8  | 16.0       |
| 18.    |   | 4215-01-102-01<br>Accelerated Rural Water Supply Scheme   | 120.05  | 68.92                              | 274.56            | 43.7  | 25.1       |
| 19.    |   | 4215-01-102-03<br>Other Rural Water Supply Programmes   | 146.91  | 98.44                              | 468.62            | 31.3  | 21.0       |
| 20.    |   | 4215-01-102-45<br>Nagaur Lift Canal Project Phase - II (EAP)  | 75.25   | 32.91                              | 228.38            | 32.9  | 14.4       |
| 21.    |   | 28-Special Programmes for Rural Development   | 2501-05-196-06<br><i>Mukhya Mantri Jal Swavlamban Abhiyan</i> | 118.60                             | 117.29            | 268.69  | 44.1       |
| 22.    | 29-Urban Plan and Regional Development      | 2217-05-800-01<br>Smart city  | 309.60  | 309.60                             | 720.80            | 43.0  | 43.0       |
| 23.    |   | 2217-80-191-14<br>Grants under the recommendations of State Finance Commission  | 172.83  | 87.69                              | 172.83            | 100   | 50.7       |
| 24.    |   | 2217-80-191-35<br>Grants under XIV Finance Commission   | 104.11  | 18.43                              | 189.79            | 54.9  | 9.7        |
| 25.    |   | 2217-80-192-37<br>Grants under XIV Finance Commission   | 372.75  | 158.57                             | 586.94            | 63.5  | 27.0       |
| 26.    |   | 2217-80-800-08<br>Rajasthan Transport Infrastructure Development Fund   | 57.58   | 57.49                              | 60.58             | 95.0  | 94.9       |
| 27.    |   | 4217-03-800-03<br>Jawahar Lal Nehru National Urban Renewal Mission (JNNURM)   | 71.66   | 19.33                              | 71.66             | 100   | 27.0       |
| 28.    |   | 4217-60-050-04<br>Rajasthan Urban Sector Development Investment Programme (RUSDIP) RUIDP Third Phase (EAP) Construction works | 56.77   | 42.45                              | 106.10            | 53.5  | 40.0       |

(₹ in crore)

| S. No. | Number and name of Grant/Appropriation | Head of account  | Expenditure incurred during January-March 2017                                | Expenditure incurred in March 2017 | Total expenditure | Per cent of total expenditure incurred during |            |      |
|--------|--|--|---|------------------------------------|-------------------|---|------------|------|
|        |  |  |   |                                    |                   | January-March 2017                            | March 2017 |      |
| 29.    | 30-Tribal Area Development             | 2211-796-02<br>National Rural Health Mission (NRHM)  | 65.90   | 58.59                              | 215.40            | 30.6  | 27.2       |      |
| 30.    |  | 2217-80-192-14<br>Grants under the recommendation of State Finance Commission  | 86.86   | 45.09                              | 86.86             | 100   | 51.9       |      |
| 31.    |  | 2401-796-28<br>Crop Insurance (50% State share: 50% Central share)   | 110.92  | 110.92                             | 157.57            | 70.4  | 70.4       |      |
| 32.    |  | 2505-02-101-01<br>National Rural Employment Guarantee Scheme   | 88.89   | 48.00                              | 268.54            | 33.1  | 17.9       |      |
| 33.    |  | 2515-197-05<br>Grant for <i>Panchayat Samitis</i> under the recommendations of State Finance Commission (12% of total provision) | 51.83   | 38.99                              | 72.18             | 71.8  | 54.0       |      |
| 34.    |  | 2515-198-03<br>Grants for Gram <i>Panchayats</i> under the recommendations of State Finance Commission                           | 137.40  | 137.40                             | 270.66            | 50.8  | 50.8       |      |
| 35.    |  | 4215-01-796-01<br>Rural Water Supply Schemes   | 187.31  | 122.05                             | 443.55            | 42.2  | 27.5       |      |
| 36.    |  | 4215-01-796-02<br>Urban Water Supply Schemes   | 51.27   | 26.29                              | 104.44            | 49.1  | 25.2       |      |
| 37.    |  | 4225-02-796-11<br>Schemes for amount received from GoI under article 275(1) of the Constitution of India (SCA)                   | 83.87   | 48.16                              | 85.90             | 97.6  | 56.1       |      |
| 38.    |  | 4801-80-796-02<br>Investment in Rajasthan <i>Rajya Vidyut Utpadan Nigam Limited</i>  | 51.07   | 42.41                              | 103.05            | 49.6  | 41.2       |      |
| 39.    |  | 5054-03-796-07<br>Roads recouped from Central Road Fund  | 55.93   | 27.74                              | 91.44             | 61.2  | 30.3       |      |
| 40.    |  | 5054-04-796-16<br>Roads financed from <i>Pradhan Mantri Gram Sadak Yojana</i>  | 139.27  | 139.27                             | 139.27            | 100   | 100        |      |
| 41.    |  | 5475-796-01<br>Information Technology and Communication Department   | 58.12   | 53.09                              | 61.61             | 94.3  | 86.2       |      |
| 42.    |  | 32-Civil Supplies  | 3456-102-07<br>National Food Security Schemes                                 | 104.96                             | 72.32             | 284.11  | 36.9       | 25.5 |
| 43.    |  | 33-Social Security and Welfare   | 2236-02-101-01<br>Through the Integrated Child Development Service Department | 204.42                             | 116.17            | 344.45  | 59.3       | 33.7 |

(₹ in crore)

| S. No. | Number and name of Grant/ Appropriation                     | Head of account   | Expenditure incurred during January-March 2017 | Expenditure incurred in March 2017 | Total expenditure | Per cent of total expenditure incurred during |            |
|--------|---|---|--|------------------------------------|-------------------|---|------------|
|        |   |   |  |                                    |                   | January-March 2017                            | March 2017 |
| 44.    | 34-Relief from Natural Calamities                           | 2245-02-106-02<br>Repairs and restoration of roads  | 66.86  | 66.86                              | 66.19             | 101.0   | 101.0      |
| 45.    |   | 2245-05-101<br>Transfer to Reserve Funds and Deposits Accounts - State Disaster Response Fund                                     | 2148.82  | 1490.64                            | 2148.82           | 100.0   | 69.4       |
| 46.    | 35-Miscellaneous Community and Economic Services            | 3454-02-203-01<br>Information Technology and Communication Department   | 87.98  | 53.64                              | 160.69            | 54.8  | 33.4       |
| 47.    |   | 5475-800-08<br>Information Technology and Communication Department  | 198.25   | 165.08                             | 244.88            | 81.0  | 67.4       |
| 48.    | 36-Co-operation   | 2425-800-02<br>Interest grant to good Loanee/borrowers of Co-operative Societies  | 130.63   | 130.63                             | 244.89            | 53.3  | 53.3       |
| 49.    | 37-Agriculture  | 2401-110-02<br>Through the agency of Agriculture Department   | 465.84   | 465.84                             | 665.84            | 70.0  | 70.0       |
| 50.    |   | 2401-119-36<br>Additional grant on Solar Pump Set   | 79.03  | 48.32                              | 118.43            | 66.7  | 40.8       |
| 51.    |   | 2401-196-06<br>District level Agriculture Schemes   | 155.97   | 94.55                              | 197.60            | 78.9  | 47.8       |
| 52.    |   | 2401-800-27<br><i>Rashtriya Krishi Vikas Yojana (S.C.A)</i>   | 135.12   | 83.46                              | 281.92            | 47.9  | 29.6       |
| 53.    |   | 4401-800-02<br>Through the agency of Agriculture Department   | 51.82  | 19.12                              | 61.77             | 83.9  | 31.0       |
| 54.    |   | 39-Animal Husbandry and Medical   | 2403-102-20<br>Gopalan Department              | 63.75                              | 53.19             | 66.22   | 96.3       |
| 55.    | 2403-797-01<br>Rajasthan Cow Protection and Promotion Funds |   | 103.84   | 103.84                             | 103.84            | 100   | 100        |
| 56.    | 41-Community Development                                    | 2515-196-04<br>Assistance for <i>Zila Parishads</i> under the recommendations of State Finance Commission (3% of Total Provision) | 67.58  | 45.69                              | 89.83             | 75.2  | 50.9       |
| 57.    |   | 2515-197-05<br>Grants for <i>Panchayat Samitis</i> under the recommendations of State Finance Commission (12% of total provision) | 256.54   | 191.17                             | 359.33            | 71.4  | 53.2       |
| 58.    |   | 2515-198-03<br>Grants for <i>Gram Panchayats</i> under the recommendations of State Finance Commission                            | 669.31   | 669.31                             | 1347.48           | 49.7  | 49.7       |

(₹ in crore)

| S. No. | Number and name of Grant/ Appropriation                    | Head of account   | Expenditure incurred during January-March 2017 | Expenditure incurred in March 2017 | Total expenditure | Per cent of total expenditure incurred during |            |
|--------|--|---|--|------------------------------------|-------------------|---|------------|
|        |  |   |  |                                    |                   | January-March 2017                            | March 2017 |
| 59.    | 42- Industries   | 2040-800-04<br>Rajasthan Investment Promotion Scheme (Industry Department)  | 51.31  | 22.27                              | 163.39            | 31.4  | 13.6       |
| 60.    | 46-Irrigation  | 4700-32-001-01<br>Direction and Administration  | 145.81   | 145.79                             | 472.46            | 30.9  | 30.9       |
| 61.    |  | 4702-101-09<br>Minor Irrigation Construction Works ( for water concept )  | 61.40  | 54.98                              | 165.09            | 37.2  | 33.3       |
| 62.    | 48-Power   | 2801-80-190-36<br>Grant for non increasing of Power Tariff  | 2,423.07                                       | 1823.07                            | 7,823.07          | 31.0  | 23.3       |
| 63.    |  | 4801-80-190-02<br>Investment in Rajasthan <i>Rajya Vidyut Utpadan Nigam Limited</i>   | 222.65   | 190.89                             | 413.23            | 53.9  | 46.2       |
| 64.    |  | 4801-80-190-03<br>Investment in Rajasthan <i>Rajya Vidyut Prasaran Nigam Limited</i>  | 60.54  | 21.82                              | 107.01            | 56.6  | 20.4       |
| 65.    | 51- Special Component Plan for Welfare of Scheduled Castes | 2217-80-192-14<br>Grants under the recommendations of State Finance Commission  | 114.80   | 59.54                              | 114.80            | 100   | 51.9       |
| 66.    |  | 2401-789-01<br>Through the Agriculture Department   | 184.82   | 183.03                             | 240.67            | 76.8  | 76.1       |
| 67.    |  | 2505-02-101-01<br>National Rural Employment Guarantee Scheme  | 122.22   | 66.00                              | 368.71            | 33.1  | 17.9       |
| 68.    |  | 2515-197-05<br>Grants for <i>Panchayat Samitis</i> under the recommendations of State Finance Commission (12% of total provision) | 66.78  | 49.84                              | 93.44             | 71.5  | 53.3       |
| 69.    |  | 2515-198-03<br>Grants for <i>Gram Panchayats</i> under the recommendations of State Finance Commission                            | 174.69   | 174.69                             | 350.40            | 49.9  | 49.9       |
| 70.    |  | 4215-01-789-01<br>Water supply in scheduled castes areas  | 255.50   | 133.48                             | 590.57            | 43.3  | 22.6       |
| 71.    |  | 4215-01-789-02<br>Water Supply in scheduled castes areas (Urban)  | 68.98  | 34.04                              | 145.67            | 47.4  | 23.4       |
| 72.    |  | 4801-80-789-02<br>Investment in Rajasthan <i>Rajya Vidyut Utpadan Nigam Limited</i>   | 73.85  | 56.53                              | 177.80            | 41.5  | 31.8       |
| 73.    |  | 5054-03-789-07<br>Roads recouped from Central Road Fund   | 81.50  | 35.50                              | 125.46            | 65.0  | 28.3       |

(₹ in crore)

| S. No.       | Number and name of Grant/ Appropriation | Head of account  | Expenditure incurred during January-March 2017 | Expenditure incurred in March 2017 | Total expenditure | Per cent of total expenditure incurred during |             |
|--------------|---|--|--|------------------------------------|-------------------|---|-------------|
|              |   |  |  |                                    |                   | January-March 2017                            | March 2017  |
| 74.          |   | 5054-04-789-13<br>Roads financed from<br><i>Pradhan Mantri Gram Sadak Yojana</i> | 169.74   | 169.74                             | 169.74            | 100   | 100         |
| 75.          |   | 5475-789-01<br>Information Technology and Communication Department               | 120.30   | 113.62                             | 128.70            | 93.5  | 88.3        |
| <b>Total</b> |   |  | <b>14,624.19</b>                               | <b>10,590.05</b>                   | <b>28,548.73</b>  | <b>51.2</b>                                   | <b>37.1</b> |

**Source:** Information compiled by office of the Accountant General (A&E), Rajasthan, Jaipur.



## Appendix 2.3

(Refer Paragraph 2.3.5; page 69)

**Statement of various grants/appropriations where saving was more than ₹ 20 crore each and also by more than 20 per cent of the total provision**

(₹ in crore)

| S. No.               | Grant No. | Name of the Grant                             | Total Grant      | Savings         | Percentage  |
|----------------------|-----------|---|------------------|-----------------|-------------|
| <b>Revenue-Voted</b> |           |   |                  |                 |             |
| 1.                   | 8         | Revenue                                       | 854.81           | 201.72          | 23.6        |
| 2.                   | 10        | Miscellaneous General Services                | 412.83           | 131.52          | 31.9        |
| 3.                   | 28        | Special Programmes for Rural Development      | 949.64           | 208.23          | 21.9        |
| 4.                   | 35        | Miscellaneous Community and Economic Services | 420.52           | 147.19          | 35.0        |
| 5.                   | 50        | Rural Employment                              | 2,506.38         | 1,006.53        | 40.2        |
| <b>Capital-Voted</b> |           |   |                  |                 |             |
| 6.                   | 11        | Miscellaneous Social Services                 | 34.54            | 25.96           | 75.2        |
| 7.                   | 12        | Other Taxes                                   | 301.00           | 201.00          | 66.8        |
| 8.                   | 19        | Public Works                                  | 1,617.69         | 898.17          | 55.5        |
| 9.                   | 21        | Roads and Bridges                             | 3,466.39         | 1,263.41        | 36.4        |
| 10.                  | 23        | Labour and Employment                         | 51.33            | 25.73           | 50.1        |
| 11.                  | 24        | Education, Art and Culture                    | 46.15            | 22.99           | 49.8        |
| 12.                  | 26        | Medical and Public Health and Sanitation      | 352.96           | 180.46          | 51.1        |
| 13.                  | 27        | Drinking Water Scheme                         | 3,876.33         | 896.22          | 23.1        |
| 14.                  | 29        | Urban Plan and Regional Development           | 1,742.68         | 783.23          | 44.9        |
| 15.                  | 33        | Social Security and Welfare                   | 204.32           | 57.85           | 28.3        |
| 16.                  | 37        | Agriculture                                   | 588.97           | 356.42          | 60.5        |
| 17.                  | 43        | Minerals                                      | 166.00           | 155.47          | 93.7        |
| 18.                  | 47        | Tourism                                       | 49.12            | 28.04           | 57.1        |
|                      |           | <b>Total</b>                                  | <b>17,641.66</b> | <b>6,590.14</b> | <b>37.4</b> |

Source: Appropriation Accounts

## Appendix 2.4

(Refer Paragraph 2.3.6; page 69)

**Statement of various grants where persistent savings were more than ₹ one crore in each case and also more than 10 per cent of the total provision during 2014-17**

(₹ in crore)

| Sl. No.              | No. and Name of Grant                       | Year    | Total Provision | Actual expenditure | Savings | % of savings | Main reasons of savings reported in Appropriation Accounts   |
|----------------------|---|---------|-----------------|--------------------|---------|--------------|--|
| <b>Revenue-Voted</b> |   |         |                 |                    |         |              |  |
| 1.                   | 11-Miscellaneous Social Services            | 2014-15 | 113.73          | 71.26              | 42.47   | 37.3         | Reduction in plan ceiling, non-release of sanctions by the State Government because of code of conduct for election and non-receipt of funds from GoI.   |
|                      |   | 2015-16 | 101.05          | 66.93              | 34.12   | 33.8         | Less receipt of funds from GoI and transfer of National River Conservation Scheme to Local Self Government department.   |
|                      |   | 2016-17 | 100.77          | 81.81              | 18.96   | 18.8         | Posts remaining vacant, non-transfer of funds to Water Resources Department because of non-declaration of Drawing and Disbursing Officer, less expenditure on pay and allowances and non-receipt of funds from GoI.<br>Detailed reasons for savings in other cases were not intimated by the Department. |
| 2.                   | 12-Other Taxes                              | 2014-15 | 516.33          | 434.14             | 82.19   | 15.9         | Due to non-compliance with entire terms and conditions of Reform Linked Plan by Rajasthan State Road Transport Corporation.  |
|                      |   | 2015-16 | 482.00          | 343.99             | 138.01  | 28.6         | Non-compliance of term of Reform Linked Plan made by Rajasthan State Road Transport Corporation.   |
|                      |   | 2016-17 | 514.12          | 433.87             | 80.25   | 15.6         | Not intimated by the State Government.   |
| 3.                   | 22-Area Development                         | 2014-15 | 24.11           | 18.13              | 5.98    | 24.8         | Not intimated by the State Government.   |
|                      |   | 2015-16 | 21.43           | 17.43              | 4.00    | 18.7         | Not intimated by the State Government.   |
|                      |   | 2016-17 | 21.41           | 18.21              | 3.20    | 14.9         | Posts remaining vacant. Detailed reasons for savings in other cases were not intimated by the State Government.  |
| 4.                   | 28-Special Programmes for Rural Development | 2014-15 | 594.70          | 310.30             | 284.40  | 47.8         | Short receipt of funds from GoI, Non-receipt of second instalment of funds for "Integrated Catchment Management Programme" and non-receipt of funds for "National Rural Livelihood Mission" from GoI.  |
|                      |   | 2015-16 | 635.43          | 391.19             | 244.24  | 38.4         | Less/non-receipt of funds from GoI.  |
|                      |   | 2016-17 | 949.64          | 741.41             | 208.23  | 21.9         | Less/non-receipts of funds from GoI, diversion of funds to "for water concept" plan.<br>Detailed reasons for savings in other cases have not been intimated by the Department.   |

(₹ in crore)

| Sl. No. | No. and Name of Grant                            | Year    | Total Provision | Actual expenditure | Savings  | % of savings | Main reasons of savings reported in Appropriation Accounts   |
|---------|--|---------|-----------------|--------------------|----------|--------------|--|
| 5.      | 29-Urban Plan and Regional Development           | 2014-15 | 2863.76         | 2298.24            | 565.52   | 19.7         | Less/non-receipt of funds from GoI, less release of grant to Municipal Corporations/Municipalities under XIII Finance Commission and State Finance Commission.<br>Detailed reasons for savings in other cases were not intimated by the Department.  |
|         |  | 2015-16 | 3,414.63        | 2,872.96           | 541.67   | 15.9         | Less/non-receipt of funds from GoI. Detailed reasons for savings in other cases were not intimated by the Department.  |
|         |  | 2016-17 | 4,833.04        | 4,206.51           | 626.53   | 13.0         | Delay in receipt/less receipt of funds from GoI, vacant posts, slow progress of work and reduction in grant (non-salary).<br>Detailed reasons for savings in other cases were not intimated by the Department.   |
| 6.      | 30-Triabl Area Development                       | 2014-15 | 6,352.64        | 5,130.08           | 1,222.56 | 19.2         | Short/non- receipts of fund from GoI, posts remaining vacant, less expenditure on pay and allowances and reduction in plan ceiling.<br>Detailed reasons for savings in other cases were not intimated by the Department.   |
|         |  | 2015-16 | 6,715.05        | 5507.54            | 1,207.51 | 18.0         | Less/non-receipt of funds from GoI, less expenditure on pay and allowances, reduction in plan ceiling and posts remaining vacant.<br>Detailed reasons for savings in other cases were not intimated by the Department.   |
|         |  | 2016-17 | 9,113.00        | 7,378.93           | 1,734.07 | 19.0         | Posts remaining vacant at lower level after promotion of official and transfer of posts due to merger of Elementary Education School with Secondary Education Schools, less receipt of applications for scholarship, non/less receipt of funds from GoI, delay in tendering process, less release of sanction for creation of capital assets from GoI and non-receipts/less of sanction of scheme from GoI.<br>Detailed reasons for savings in other cases were not intimated by the Department. |
| 7.      | 35-Miscellaneous Community and Economic Services | 2014-15 | 847.72          | 398.20             | 449.52   | 53.0         | Non-receipts of funds from GoI. Less expenditure on <i>Bhamashah</i> enrolment and preparation of <i>Bhamashah</i> card due to code of conduct for election.<br>Detailed reasons for savings in other cases were not intimated by the State Government.  |
|         |  | 2015-16 | 310.04          | 255.21             | 54.83    | 17.7         | Non-receipt of funds from GoI. Detailed reasons for savings in some cases were not intimated by the State Government.  |

(₹ in crore)

| Sl. No.              | No. and Name of Grant            | Year    | Total Provision | Actual expenditure | Savings | % of savings | Main reasons of savings reported in Appropriation Accounts  |
|----------------------|----------------------------------|---------|-----------------|--------------------|---------|--------------|---|
|                      |                                  | 2016-17 | 420.52          | 273.33             | 147.19  | 35.0         | Posts remaining vacant, less/non-receipts of funds from GoI, less expenditure on computerization and <i>Bhamashah Yojana</i> .<br>Detailed reasons for savings in other cases were not intimated by the Department.   |
| <b>Capital Voted</b> |                                  |         |                 |                    |         |              |   |
| 8.                   | 9-Forest                         | 2014-15 | 223.41          | 134.92             | 88.49   | 39.6         | Not intimated by the State Government.  |
|                      |                                  | 2015-16 | 143.82          | 129.42             | 14.40   | 10.0         | Late release of sanction, non-approval of project submitted by National Environmental Engineering Research Institute (NEERI).<br>Detailed reasons for savings in other cases have not intimated by the Department.  |
|                      |                                  | 2016-17 | 132.06          | 118.86             | 13.20   | 10.0         | Less execution of works and reduction in plan ceiling, non-achieving the physical targets of works as the work of NABARD third phase had to be done only in villages selected under <i>Mukhya Mantri Jal Swavlamban Yojana</i> and non-availability of land for works in selected villages and late receipt of sanction from GoI for execution of works under Special Tiger Protection Force.   |
| 9.                   | 11-Miscellaneous Social Services | 2014-15 | 23.15           | 6.86               | 16.29   | 70.4         | Delay in release of Administrative and Financial sanctions of new works and non-execution of work for 32 temples due to non-selection of consultant by PDCOR Limited for preparing master plan.   |
|                      |                                  | 2015-16 | 38.76           | 9.15               | 29.61   | 76.4         | Slow execution of 19 pending works, non-release of sanctions of eight temples operated through trust as the DPR could not be prepared in time, late receipt of sanction of six works due to delay in DPR, non-payment for construction work of hospices and Assistant Commissioner office building due to non-receipt of revised Administrative and Financial sanction and non-starting of work of boundary wall of Assistant Commissioner office building at Kota and Udaipur due to land dispute and encroachment on land.<br>Detailed reasons for savings in other cases were not intimated by the State Government. |
|                      |                                  | 2016-17 | 34.54           | 8.58               | 25.96   | 75.2         | Reduction in plan ceiling.  |
| 10.                  | 12-Other taxes                   | 2014-15 | 374.78          | 74.78              | 300.00  | 80.0         | Non-implementation of proceedings to transfer the assets after deciding to constitute Bus Terminal Development Authority instead of Rajasthan State Road Transport Corporation by the State Government and the proposed Authority was not formed during the year.   |

(₹ in crore)

| Sl. No. | No. and Name of Grant | Year    | Total Provision | Actual expenditure | Savings | % of savings | Main reasons of savings reported in Appropriation Accounts  |
|---------|-----------------------|---------|-----------------|--------------------|---------|--------------|---|
|         |                       | 2015-16 | 300.00          | 151.00             | 149.00  | 49.7         | Non-implementation of proceeding to transfer the assets of Rajasthan State Road Transport Corporation to Bus Terminal Development Authority.  |
|         |                       | 2016-17 | 301.00          | 100.00             | 201.00  | 66.8         | Not intimated by the State Government.  |
| 11.     | 19- Public Works      | 2014-15 | 1,397.65        | 709.61             | 688.04  | 49.2         | Non-completion of works due to excess work load on Public Works Department (PWD) and less execution of works.<br>Detailed reasons for savings in other cases were not intimated by the State Government.  |
|         |                       | 2015-16 | 1,142.22        | 823.09             | 319.13  | 27.9         | Slow progress of work and less execution of work than originally estimates.<br>Detailed reasons for savings in some cases were not intimated by the State Government.   |
|         |                       | 2016-17 | 1,617.69        | 719.52             | 898.17  | 55.5         | Due to slow progress of work and less execution of work.<br>Detailed reasons for savings in other cases have not been intimated by the Department.  |
| 12.     | 20- Housing           | 2014-15 | 25.19           | 6.49               | 18.70   | 74.2         | Not intimated by the State Government.  |
|         |                       | 2015-16 | 9.76            | 6.69               | 3.07    | 31.6         | Not intimated by the State Government.  |
|         |                       | 2016-17 | 14.90           | 6.54               | 8.36    | 56.2         | Not intimated by the State Government.  |
| 13.     | 21- Roads and Bridges | 2014-15 | 3,281.25        | 2,399.82           | 881.43  | 26.9         | Less execution of works and adjustment of percentage charges as per work outlay.<br>Detailed reasons for saving in other cases were not intimated by the State Government.  |
|         |                       | 2015-16 | 2,980.92        | 2,375.42           | 605.50  | 20.3         | Non-receipts of new sanctions from the GoI under Central Road Fund, reduction in plan ceiling, non-receipt of new sanctions for Road recouped by State Road Development fund and less receipt of funds from GoI.  |
|         |                       | 2016-17 | 3,466.39        | 2,202.98           | 1263.41 | 36.4         | Not intimated by the State Government.  |
| 14.     | 22-Area Development   | 2014-15 | 348.13          | 257.68             | 90.45   | 26.0         | Less receipt of funds from GoI and post remaining vacant.<br>Detailed reasons for savings in other cases were not intimated by the State Government.  |
|         |                       | 2015-16 | 350.90          | 276.40             | 74.50   | 21.2         | Less receipt of funds from GoI, less execution of construction works and less receipt of proposals from districts in the financial year for execution of works related to Jal Swavlamban Yojana to utilize reserve fund under Mukhya Mantri Jal Swavlamban Abhiyan. |
|         |                       | 2016-17 | 351.52          | 314.39             | 37.13   | 10.6         | Less execution of work under various schemes, less receipt of funds from GoI and post remaining vacant.<br>Detailed reasons for savings in other cases were not intimated by the Department.  |

(₹ in crore)

| Sl. No. | No. and Name of Grant                       | Year    | Total Provision | Actual expenditure | Savings | % of savings | Main reasons of savings reported in Appropriation Accounts  |
|---------|---|---------|-----------------|--------------------|---------|--------------|---|
| 15.     | 23-Labour and Employment                    | 2014-15 | 4.42            | 1.54               | 2.88    | 65.2         | Non-supply of complete order by firms, rejection of equipments supplied by firms as the specification of material was not as per the supply order and non-availability of materials on DGS&D rate contract.   |
|         |   | 2015-16 | 34.34           | 9.86               | 24.48   | 71.3         | Reduction in plan ceiling and partial/non-supply of complete material by firms.   |
|         |   | 2016-17 | 51.33           | 25.60              | 25.73   | 50.1         | Reduction in plan ceiling, non-supply of complete/partial material by firms, receipts of less rates in tender and payment was outstanding due to non-receipts of bills in time.   |
| 16.     | 26-Medical and Public Health and Sanitation | 2014-15 | 346.25          | 223.28             | 122.97  | 35.5         | Slow progress of work, non-release of sanction for construction of building of 1,079 Primary Health Sub-centres, less amount received by NABARD against loans and non-receipt of funds from GoI.  |
|         |   | 2015-16 | 339.00          | 136.71             | 202.29  | 59.7         | Slow progress of construction works and non-release of sanction by the State Government.  |
|         |   | 2016-17 | 352.96          | 172.50             | 180.46  | 51.1         | Non-execution of technical process of tenders in time by the executive agency for construction works of new building/additional works at subordinate offices and non-execution of construction work in respect of declaration made in budget speech, slow progress of work due to other technical reasons and less receipt of fund from GoI.<br>Detailed reasons for savings in other cases were not intimated by the Department. |
| 17.     | 27-Drinking Water Scheme                    | 2014-15 | 3,573.71        | 3,308.02           | 265.69  | 7.4          | Slow progress of work due to late release of sanction for work, non-utilisation of funds by Water Resources Departments and delay in tendering process.<br>Detailed reasons for savings in other cases were not intimated by the State Government.  |
|         |   | 2015-16 | 3,594.78        | 3,113.31           | 481.47  | 13.4         | Not intimated by the State Government.  |
|         |   | 2016-17 | 3,876.33        | 2,980.11           | 896.22  | 23.1         | Less execution of work.<br>Detailed reasons for savings in other cases were not intimated by the Department.  |
| 18.     | 29-Urban Plan and Regional Development      | 2014-15 | 1,280.91        | 707.49             | 573.42  | 44.8         | Slow progress of construction works in sewerage sector due to termination of contracts, delay in land availability, delay in clearance of railway crossing by National Highway Authority of India, posts remaining vacant, reduction in plan ceiling and change in site of land.<br>Detailed reasons for savings in other cases were not intimated by the State Government.   |

(₹ in crore)

| Sl. No. | No. and Name of Grant          | Year    | Total Provision | Actual expenditure | Savings | % of savings | Main reasons of savings reported in Appropriation Accounts   |
|---------|--------------------------------|---------|-----------------|--------------------|---------|--------------|--|
|         |                                | 2015-16 | 959.30          | 636.71             | 322.59  | 33.6         | Less receipt of funds from GoI for Rajeev Housing Scheme for Slum Free India, post remaining vacant, slow progress of work.<br>Reasons for savings in other cases were not intimated by the State Government.  |
|         |                                | 2016-17 | 1,742.68        | 959.45             | 783.23  | 44.9         | Non/less execution of work, less receipt of funds from GoI, post remaining vacant, time period of development of works of II phase was extended by Asian Development Bank due to obstruction in completion of work at site and tendering of development works at Sri Ganganagar, Jhunjhunu, Hanumangarh and Bhilwara was under process.  |
| 19.     | 33-Social Security and Welfare | 2014-15 | 301.82          | 45.84              | 255.98  | 84.8         | Delay in land allotment resulted in slow progress of construction works by PWD in two residential schools.<br>Detailed reasons for savings in other cases were not intimated by the State Government.  |
|         |                                | 2015-16 | 250.11          | 106.05             | 144.06  | 57.6         | Slow progress of work and less execution of work.<br>Reasons for savings in other cases were not intimated by the State Government.  |
|         |                                | 2016-17 | 204.32          | 146.47             | 57.85   | 28.3         | Non/less execution of construction works, slow progress of works, non-receipt of loans from Financial Institutions and non-receipt of bill from contractor.  |
| 20.     | 37-Agriculture                 | 2014-15 | 429.96          | 309.66             | 120.30  | 28.0         | Not intimated by the State Government.   |
|         |                                | 2015-16 | 283.25          | 147.64             | 135.61  | 47.9         | Delay in process of receiving 25 per cent contribution to Panchayat Samitis through treasuries since NABARD did not release fund due to non-submission of Utilisation Certificate of entire amount on time by Panchayati Raj Department, delay in allotment of land for construction of godown, unseasonal rain and non-submission of bills by contractors due to non-completion of works in time. |
|         |                                | 2016-17 | 588.97          | 232.55             | 356.42  | 60.5         | Non-submission of UCs of entire amount by Panchayati Raj Department, less receipt of funds from GoI, fund directly transferred by the GoI to respective Department under their existing head of account and less execution of construction work by the corporation as the loan was released to the corporation on completion of stages of work.  |
| 21.     | 43-Minerals                    | 2014-15 | 103.56          | (-)4.65            | 108.21  | 104.5        | Delay in decision by review committee constituted for study of MoU with HPCL for establishment of refinery in the state resulting in non-issuance of share capital to HPCL-Rajasthan Refinery Limited.   |

(₹ in crore)

| Sl. No. | No. and Name of Grant | Year    | Total Provision | Actual expenditure | Savings | % of savings | Main reasons of savings reported in Appropriation Accounts  |
|---------|-----------------------|---------|-----------------|--------------------|---------|--------------|---|
|         |                       | 2015-16 | 81.20           | 0.20               | 81.00   | 99.8         | Non-implementation of the scheme (establishment of refinery) in the state which resulted in non-issuance of share capital against allotted fund in original Budget  |
|         |                       | 2016-17 | 166.00          | 10.53              | 155.47  | 93.7         | Non-implementation of the scheme (establishment of refinery) in the state which resulted in non-issuance of share capital against allotted fund in original budget, execution of less work by PWD, proposal for purchasing items was not received from Medical & Health Department and proposal for plantation in mining areas was not received from Forest Department. |
| 22.     | 46-Irrigation         | 2014-15 | 1,165.59        | 953.91             | 211.68  | 18.2         | Execution of less works.  |
|         |                       | 2015-16 | 1,162.00        | 867.72             | 294.28  | 25.3         | Non-receipt of sanction from GoI for Fountain System Project, less execution of works, less receipts of funds from GoI, adjustment of proportionate expenditure as per actual expenditure on works. Detailed reasons for savings in other cases were not intimated by the State Government.   |
|         |                       | 2016-17 | 1,503.68        | 1,264.09           | 239.59  | 15.9         | Non-submission of bills by contractors, delay in tendering process, diversion of work from Accelerated Irrigation Benefit Programme to Command Area Development and Water Management, slow progress of works, non-receipts of sanction from GoI, non-adjustment of proportionate expenditure on Parvan Project and less/non-execution of work.                          |
| 23.     | 47-Tourism            | 2014-15 | 37.38           | 24.51              | 12.87   | 34.4         | Non-receipt of sanction for night tourism and repair of <i>Barah Darwaje</i> at Bharatpur and execution of less works at various tourist places, less expenditure on Sambhar Salt project and slow progress of ongoing works.   |
|         |                       | 2015-16 | 66.89           | 53.02              | 13.87   | 20.7         | Less execution of work by various departments, non-incurring of expenditure by Archaeological Department as executive agency at <i>Amar Singh Rathore ki chatri</i> in Nagaur and <i>Suralia</i> , Baran and slow progress of ongoing works for sambhar project by Archaeological Department and Public Works Department as executive agencies.                         |
|         |                       | 2016-17 | 49.12           | 21.08              | 28.04   | 57.1         | Slow progress of work by the executing agency and cancellation of operation of fountain in Amber and other development works at Amber (sager) and slow progress of work in respect of Sambhar Project Development.  |

Source: Appropriation Accounts



## Appendix 2.5

(Refer Paragraph 2.3.7; page 80)

**Cases where supplementary provision (₹ 1 crore or more in each case)  
proved unnecessary**

| (₹ in crore)         |  |                    |                    |                                   |                         |
|----------------------|--|--------------------|--------------------|-----------------------------------|-------------------------|
| S. No.               | Number and name of the Grant                     | Original Provision | Actual Expenditure | Savings out of Original Provision | Supplementary Provision |
| <b>Revenue-Voted</b> |  |                    |                    |                                   |                         |
| 1.                   | 4-District Administration                        | 434.59             | 419.46             | 15.13                             | 6.44                    |
| 2.                   | 6-Administration of Justice                      | 660.91             | 654.54             | 6.37                              | 36.04                   |
| 3.                   | 11-Miscellaneous Social Services                 | 86.41              | 81.81              | 4.60                              | 14.36                   |
| 4.                   | 12-Other Taxes                                   | 492.16             | 433.87             | 58.29                             | 21.96                   |
| 5.                   | 13-Excise  | 138.26             | 131.04             | 7.22                              | 2.92                    |
| 6.                   | 15-Pensions and Other Retirement Benefits        | 12,492.46          | 12,278.88          | 213.58                            | 177.70                  |
| 7.                   | 21-Roads and Bridges                             | 1,492.21           | 1,458.11           | 34.10                             | 109.75                  |
| 8.                   | 33-Social Security and Welfare                   | 4,563.64           | 4,521.83           | 41.81                             | 222.29                  |
| 9.                   | 36-Co-operation                                  | 479.34             | 476.71             | 2.63                              | 10.50                   |
| 10.                  | 38-Minor Irrigation and Soil Conservation        | 108.05             | 106.94             | 1.11                              | 5.80                    |
| 11.                  | 41-Community Development                         | 6,537.05           | 6,130.37           | 406.68                            | 293.49                  |
| 12.                  | 43-Minerals                                      | 376.50             | 376.04             | 0.46                              | 41.02                   |
| 13.                  | 46-Irrigation                                    | 1,961.27           | 1,953.84           | 7.43                              | 83.68                   |
| 14.                  | 48-Power   | 14,623.68          | 13,606.55          | 1,017.13                          | 411.48                  |
| <b>Capital-Voted</b> |  |                    |                    |                                   |                         |
| 15.                  | 30-Triabl Area Development                       | 4,666.90           | 4,346.48           | 320.42                            | 13.93                   |
| 16.                  | 35-Miscellaneous Community and Economic Services | 278.87             | 266.84             | 12.03                             | 1.68                    |
| <b>Total</b>         |  | <b>49,392.30</b>   | <b>47,243.31</b>   | <b>2,148.99</b>                   | <b>1,453.04</b>         |

Source: Appropriation Accounts

## Appendix 2.6

(Refer Paragraph 2.3.8; page 81)

**Excessive/Unnecessary/Insufficient reappropriation of funds (where reappropriation and final excess/savings were more than ₹ 1 crore)**

(₹ in crore)

| S. No.                                       | Grant No. | Description  | Head of Account   | Re appropriation | Final Excess (+) /Saving (-) |
|--|-----------|--|---|------------------|------------------------------|
| <b>Insufficient reappropriation of funds</b> |           |  |   |                  |                              |
| 1.   | 15        | Pensions and Other Retirement Benefits                 | 2071-01-101-01<br>Pension to State Employees  | (-) 465.34       | (-) 59.90                    |
| 2.   |           |  | 2071-01-105<br>Family Pension   | (-) 115.00       | (-) 1.70                     |
| 3.   | 21        | Roads and Bridges                                      | 3054-80-001-01-01<br>Establishment  | (+) 49.82        | (+) 17.09                    |
| 4.   |           |  | 5054-04-800-02-01<br>Rural Roads  | (-) 12.56        | (-) 1.09                     |
| 5.   | 46        | Irrigation   | 4700-32-001-02<br>Proportionate expenditure transferred from Major Head 2701 (Establishment)  | (-) 145.06       | (-) 3.60                     |
| 6.   |           |  | 4702-101-07-01<br>Construction Works (Through the Water Resource Department)  | (-) 11.21        | (-) 2.95                     |
| 7.   |           |  | 4702-101-09-02<br>Proportionate expenditure transferred from Major Head 2701  | (+) 11.90        | (+) 3.56                     |
| 8.   | 51        | Special Component Plan for Welfare of Scheduled Castes | 4702-789-04-02<br>Proportionate expenditure transferred from Major Head 2701  | (+) 3.75         | (+) 1.22                     |
| <b>Unnecessary reappropriation of funds</b>  |           |  |   |                  |                              |
| 9.   | 34        | Relief from Natural Calamities                         | 2245-01-800-01-17<br>Agriculture input grant to Small and Marginal farmers for Agriculture Crops, Horticulture Crops and Annual lease crops | (+) 4.86         | (-) 39.49                    |
| 10.  | 46        | Irrigation   | 2700-03-001-01-01<br>Irrigation General Construction Work   | (-) 64.48        | (+) 70.97                    |
| 11.  |           |  | 2700-04-800-02-01<br>Through the Chief Engineer, Water Resources (North)  | (+) 7.55         | (-) 19.00                    |
| 12.  |           |  | 4701-69-001-01<br>Direction and Administration  | (+) 2.05         | (-) 2.86                     |
| <b>Excessive reappropriation of funds</b>    |           |  |   |                  |                              |
| 13.  | 15        | Pensions and Other Retirement Benefits                 | 2071-01-115<br>Leave Encashment Benefits  | (+) 31.80        | (-) 2.62                     |
| 14.  | 21        | Roads and Bridges                                      | 3054-02-337-01-01<br>Maintenance and Restoration  | (-) 26.59        | (+) 13.30                    |

(₹ in crore)

| S. No.       | Grant No. | Description  | Head of Account   | Re appropriation | Final Excess (+) /Saving (-)     |
|--------------|-----------|--|---|------------------|----------------------------------|
| 15.          |           |  | 5054-03-337-05<br>Road Financed by Central Road Fund  | (+) 303.75       | (-) 1.38                         |
| 16.          |           |  | 5054-04-337-16<br>Construction of Air Strips  | (+) 40.29        | (-) 2.43                         |
| 17.          | 27        | Drinking Water Scheme                                  | 4215-01-101-01-85<br>Water Supply Scheme aided from National Capital Region Planning Board          | (+) 10.95        | (-) 4.24                         |
| 18.          |           |  | 4215-01-102-25<br>Renovation and Repair of Canals   | (+) 5.95         | (-) 1.12                         |
| 19.          | 34        | Relief from Natural Calamities                         | 2245-01-800-01-18<br>Agriculture input grant except for Small and Marginal Farmers                  | (+) 229.42       | (-) 4.57                         |
| 20.          |           |  | 2245-02-114-02-02<br>Hailstorm  | (+) 18.67        | (-) 4.22                         |
| 21.          |           |  | 2245-02-114-05-02<br>Hailstorm  | (+) 32.75        | (-) 6.70                         |
| 22.          | 51        | Special Component Plan for Welfare of Scheduled Castes | 4215-01-789-02-44<br>Water Supply schemes aided from National Capital Region Planning Board (NCRPB) | (+) 13.59        | (-) 1.86                         |
| <b>Total</b> |           |  |   |                  | <b>(+) 106.14<br/>(-) 159.73</b> |

Source: Appropriation Accounts

## Appendix 2.7

(Refer Paragraph 2.3.10; page 81)

### Cases of surrender of savings in excess of ₹ 20 crore on 31 March 2017

| (₹ in crore) |   |  |                 |                     |
|--------------|---|--|-----------------|---------------------|
| Sr. No.      | Number and name of Grant/Appropriation      | Major Head(s)  | Total Provision | Amount of Surrender |
| 1.           | Interest Payment                            | 2049   | 17,734.50       | 57.26               |
| 2.           | Public Debt                                 | 6003, 6004   | 5,036.98        | 22.41               |
| 3.           | 4-District Administration                   | 2053   | 441.03          | 21.12               |
| 4.           | 6-Administration of Justice                 | 2014   | 696.95          | 42.34               |
| 5.           | 8-Revenue                                   | 2029, 2052   | 854.81          | 201.47              |
| 6.           | 9-Forest                                    | 2406   | 797.20          | 79.79               |
| 7.           | 10-Miscellaneous General Services           | 2075   | 412.83          | 131.52              |
| 8.           | 11-Miscellaneous Social Services            | 4250, 5425   | 34.54           | 25.66               |
| 9.           | 12-Other Taxes                              | 2030, 2041, 2045, 3055   | 514.12          | 80.24               |
| 10.          |   | 5055, 7055   | 301.00          | 201.00              |
| 11.          | 15-Pensions and Other Retirement Benefits   | 2071   | 12,670.16       | 325.57              |
| 12.          | 16-Police                                   | 2055, 2070   | 4,630.95        | 129.60              |
| 13.          | 19-Public Works                             | 2059   | 469.88          | 66.92               |
| 14.          |   | 4055, 4059, 4070, 4202, 4210, 4220, 4225, 4235, 4250, 4403, 4515, 4700, 4853, 5475 | 1,617.69        | 893.21              |
| 15.          | 21-Roads and Bridges                        | 3054   | 1,601.96        | 173.91              |
| 16.          |   | 4851, 4853, 5054, 7075   | 3,466.39        | 1,248.23            |
| 17.          | 22-Area Development                         | 4575, 4705   | 351.52          | 36.89               |
| 18.          | 23-Labour and Employment                    | 2230, 3475   | 510.86          | 21.34               |
| 19.          |   | 4250   | 51.33           | 25.73               |
| 20.          | 24-Education, Art and Culture               | 2070, 2202, 2203, 2204, 2205   | 21,639.85       | 674.30              |
| 21.          |   | 4202, 6202   | 46.15           | 22.99               |
| 22.          | 26-Medical and Public Health and Sanitation | 2210, 2211, 3606   | 6,811.78        | 368.11              |
| 23.          |   | 4210, 6210   | 352.96          | 180.18              |
| 24.          | 27-Drinking Water Scheme                    | 2215   | 3,176.93        | 260.26              |

| Sr. No. | Number and name of Grant/Appropriation           | Major Head(s)  | Total Provision | Amount of Surrender |
|---------|--|--|-----------------|---------------------|
| 25.     |  | 4215   | 3,876.33        | 878.97              |
| 26.     | 28-Special Programmes for Rural Development      | 2501, 2515, 2810   | 949.64          | 208.23              |
| 27.     | 29-Urban Plan and Regional Development           | 2216, 2217, 3055   | 4,833.04        | 626.53              |
| 28.     |  | 4217, 5055, 6217   | 1,742.68        | 767.44              |
| 29.     | 30-Tribal Area Development                       | 2014, 2029, 2040, 2041, 2059, 2202, 2203, 2204, 2205, 2210, 2211, 2216, 2217, 2220, 2225, 2230, 2235, 2236, 2401, 2402, 2403, 2405, 2406, 2415, 2425, 2501, 2505, 2515, 2700, 2702, 2801, 2810, 2851, 2852, 2853, 3055, 3425, 3435, 3454, 3456, 3475 | 9,113.00        | 1,729.12            |
| 30.     |  | 4055, 4058, 4059, 4202, 4210, 4215, 4216, 4217, 4220, 4225, 4235, 4236, 4250, 4401, 4405, 4406, 4425, 4515, 4575, 4700, 4701, 4702, 4705, 4801, 4853, 4885, 5054, 5055, 5452, 5475, 6216, 6408, 6801, 6885, 7055                                     | 4,680.83        | 330.04              |
| 31.     | 33-Social Security and Welfare                   | 2225, 2230, 2235, 2236   | 4,785.93        | 241.69              |
| 32.     |  | 4225, 4235, 4236, 6225   | 204.32          | 57.00               |
| 33.     | 34-Relief from Natural Calamities                | 2245   | 4,537.14        | 270.62              |
| 34.     | 35-Miscellaneous Community and Economic Services | 2047, 3454, 3475   | 420.52          | 147.18              |
| 35.     | 37-Agriculture                                   | 2401, 2415, 2435   | 2,482.89        | 320.41              |
| 36.     |  | 4401, 6401, 6408   | 588.97          | 356.41              |
| 37.     | 41-Community Development                         | 2515   | 6,830.54        | 700.14              |
| 38.     | 42-Industries                                    | 4851, 4885, 6851, 6860, 6885   | 323.29          | 52.55               |
| 39.     | 43-Minerals                                      | 2802, 2853   | 417.06          | 40.94               |
| 40.     |  | 4802, 4853, 6802   | 166.00          | 155.47              |
| 41.     | 46-Irrigation                                    | 2700, 2701, 2702   | 2,044.95        | 182.89              |
| 42.     |  | 4700, 4701, 4702, 4711   | 1,503.68        | 232.53              |
| 43.     | 47- Tourism                                      | 5452, 7452   | 49.13           | 28.04               |
| 44.     | 48-Power   | 2801, 2810   | 15,035.16       | 1,428.61            |
| 45.     |  | 4801, 4810, 6801   | 11,156.53       | 184.06              |

| Sr. No. | Number and name of Grant/Appropriation                    | Major Head(s)  | Total Provision    | Amount of Surrender |
|---------|---|--|--------------------|---------------------|
| 46.     | 50-Rural Employment                                       | 2505, 2515   | 2,506.39           | 1,006.54            |
| 47.     | 51-Special Component Plan for Welfare of Scheduled Castes | 2014, 2029, 2040, 2041, 2059, 2202, 2203, 2204, 2205, 2210, 2211, 2216, 2217, 2225, 2230, 2235, 2236, 2401, 2403, 2405, 2406, 2425, 2501, 2505, 2515, 2701, 2702, 2705, 2801, 2810, 2851, 2852, 2853, 3055, 3425, 3454, 3456, 3475 | 9,549.49           | 1,240.91            |
| 48.     |   | 4055, 4059, 4202, 4210, 4215, 4217, 4220, 4225, 4235, 4236, 4250, 4401, 4406, 4425, 4515, 4575, 4700, 4701, 4702, 4705, 4711, 4801, 4853, 4885, 5054, 5055, 5452, 5475, 6216, 6801,7055  | 5,988.15           | 575.81              |
|         | <b>Total</b>  |  | <b>1,78,008.03</b> | <b>17,052.18</b>    |

Source: Appropriation Accounts

## Appendix 2.8

(Refer Paragraph 2.3.10; page 81)

### Details of saving of ₹ one crore and above not surrendered

(₹ in crore)

| S. No.                | Number and Name of Grant                                   | Saving          | Surrender       | Saving which remained to be surrendered |
|-----------------------|--|-----------------|-----------------|---|
| 1                     | 2  | 3               | 4               | 5                                       |
| <b>Revenue Voted</b>  |  |                 |                 |   |
| 1.                    | 15-Pensions and Other Retirement Benefits                  | 391.28          | 325.57          | 65.71                                   |
| 2.                    | 16- Police   | 132.36          | 129.60          | 2.76                                    |
| 3.                    | 24-Education, Art and Culture                              | 676.33          | 674.30          | 2.03                                    |
| 4.                    | 27-Drinking Water Scheme                                   | 263.20          | 260.26          | 2.94                                    |
| 5.                    | 30-Tribal Area Development                                 | 1,734.07        | 1,729.12        | 4.95                                    |
| 6.                    | 33-Social Security and Welfare                             | 264.10          | 241.70          | 22.40                                   |
| 7.                    | 34-Relief from Natural Calamities                          | 327.27          | 270.62          | 56.65                                   |
| 8.                    | 37-Agriculture   | 321.99          | 320.41          | 1.58                                    |
| 9.                    | 51- Special Component Plan for Welfare of Scheduled Castes | 1,245.05        | 1,240.92        | 4.13                                    |
| <b>Capital- Voted</b> |  |                 |                 |   |
| 10.                   | 19-Public Works  | 898.17          | 893.21          | 4.96                                    |
| 11.                   | 21-Roads and Bridges                                       | 1,263.41        | 1,248.23        | 15.18                                   |
| 12.                   | 27-Drinking Water Scheme                                   | 896.22          | 878.97          | 17.25                                   |
| 13.                   | 29-Urban Plan and Regional Development                     | 783.23          | 767.44          | 15.79                                   |
| 14.                   | 30-Tribal Area Development                                 | 334.35          | 330.04          | 4.31                                    |
| 15.                   | 46-Irrigation  | 239.59          | 232.53          | 7.06                                    |
| <b>Total</b>          |  | <b>9,770.62</b> | <b>9,542.92</b> | <b>227.70</b>                           |

Source: Appropriation Accounts

## Appendix 2.9

(Refer Paragraph 2.3.11; page 82)

**Details of Lump sum provisions (where surrender was more than ₹ 15 crore in each case and also in excess of 50 per cent of total budget provision)**

(₹ in crore)

| S. No. | Grant No. | Description                    | Head of Account   | Total Provision | Amount Surrendered | Percentage Surrendered |
|--------|-----------|--------------------------------|---|-----------------|--------------------|------------------------|
| 1.     | 8         | Revenue                        | 2029-103-04-02<br>Modernisation of Land Settlement Department (50:50)   | 144.17          | 105.74             | 73.3                   |
| 2.     |           |                                | 2029-103-07<br>Modernisation of National Land Records Programme   | 43.46           | 37.78              | 86.9                   |
| 3.     | 10        | Miscellaneous General Services | 2075-797-01<br>Transfer to Head 8235-117 Guarantee Redemption Fund  | 410.00          | 131.42             | 32.1                   |
| 4.     | 11        | Miscellaneous Social Services  | 4250-800-02-90<br>Construction Works  | 22.00           | 19.90              | 90.5                   |
| 5.     | 12        | Other Taxes                    | 3055-190-10<br>Reform Linked Plan-Grant-in-aid to Rajasthan State Road Transport Corporation Limited  | 120.00          | 60.42              | 50.4                   |
| 6.     |           |                                | 5055-190-07<br>Share Capital to RSRTC against assets transferred to Rajasthan State Bus Terminal Service Corporation under Reform Linked Plan | 300.00          | 200.00             | 66.7                   |
| 7.     | 19        | Public Works                   | 4055-211-02-90<br>Construction Works  | 62.94           | 40.09              | 63.7                   |
| 8.     |           |                                | 4059-80-051-03-03<br>Other Judicial Building  | 123.45          | 72.75              | 58.9                   |
| 9.     |           |                                | 4059-80-051-04-01<br>Through the Chief Engineer, Public Works Department  | 37.19           | 18.81              | 50.6                   |
| 10.    |           |                                | 4202-01-203-01-90<br>Construction Works   | 60.62           | 36.71              | 60.6                   |
| 11.    |           |                                | 4210-03-105-02-90<br>Construction works   | 28.87           | 18.22              | 63.1                   |
| 12.    |           |                                | 4210-03-105-11-90<br>Construction Works   | 561.50          | 409.55             | 72.9                   |
| 13.    |           |                                | 4250-203-09-90<br>Construction Works  | 23.71           | 16.01              | 67.5                   |
| 14.    | 21        | Roads and Bridges              | 5054-03-337-07-90<br>Construction Works   | 178.00          | 155.14             | 87.2                   |
| 15.    |           |                                | 5054-04-800-14-90<br>Construction Works   | 145.37          | 133.71             | 92.0                   |
| 16.    |           |                                | 5054-04-800-21-01<br>Rural Link Roads   | 57.00           | 34.82              | 61.1                   |



(₹ in crore)

| S. No. | Grant No. | Description                                    | Head of Account   | Total Provision | Amount Surrendered | Percentage Surrendered |
|--------|-----------|--|---|-----------------|--------------------|------------------------|
| 17.    |           |  | 5054-04-800-21-02<br>Road Safety Management   | 19.47           | 16.88              | 86.7                   |
| 18.    |           |  | 5054-80-001-01-91<br>Percentage Charges for<br>Establishment expenditure<br>(2059)  | 158.51          | 88.96              | 56.1                   |
| 19.    |           |  | 5054-80-001-01-93<br>Percentage Charges for Roads<br>and Bridges (3054)   | 59.44           | 33.36              | 56.1                   |
| 20.    |           |  | 5054-80-800-01-92<br>Percentage Charges for Tools<br>and Plants   | 39.63           | 22.24              | 56.1                   |
| 21.    | 24        | Education, Art and<br>Culture                  | 2202-02-107-11<br>Pre-matric scholarships to boys<br>and girls of minority class  | 45.21           | 43.42              | 96.0                   |
| 22.    |           |  | 2202-02-109-03<br>Vocational Education  | 47.61           | 25.76              | 54.1                   |
| 23.    |           |  | 2202-02-109-11<br>Cycle Distribution of students<br>of class-IX studying in<br>Government Schools of Urban<br>and Rural areas | 58.20           | 42.70              | 73.4                   |
| 24.    |           |  | 2202-02-109-23<br>Distribution of Lap-top   | 41.40           | 33.51              | 80.9                   |
| 25.    |           |  | 2202-04-200-02<br>Sakshar Bharat Abhiyan  | 30.18           | 28.41              | 94.1                   |
| 26.    | 26        | Medical and Public<br>Health and<br>Sanitation | 2211-800-02-02<br>State Wide Emergency<br>Ambulance Services (EMRI)<br>(50:50)  | 58.39           | 41.53              | 71.1                   |
| 27.    |           |  | 4210-01-110-07-01<br>Construction Works   | 89.15           | 57.34              | 64.3                   |
| 28.    |           |  | 4210-03-105-07-05<br>Medical College, Jodhpur   | 22.88           | 21.88              | 95.6                   |
| 29.    | 27        | Drinking Water<br>Scheme                       | 4215-01-101-01-94<br>Renovation of Urban Water<br>Supply Scheme of Pratapgarh<br>Town   | 27.48           | 17.21              | 62.6                   |
| 30.    |           |  | 4215-01-102-18<br>Bisalpur-Dudu Water Supply<br>Scheme (NABARD)   | 57.43           | 34.35              | 59.8                   |
| 31.    |           |  | 4215-01-102-19<br>Chambal-Baler-Sawai-<br>madhopur Water Supply<br>Scheme   | 30.92           | 22.30              | 72.1                   |
| 32.    |           |  | 4215-01-102-40<br>Deeg Water Supply Scheme  | 41.51           | 29.15              | 70.2                   |

(₹ in crore)

| S. No. | Grant No. | Description                              | Head of Account  | Total Provision | Amount Surrendered | Percentage Surrendered |
|--------|-----------|--|--|-----------------|--------------------|------------------------|
| 33.    |           |  | 4215-01-102-59-<br>Water Supply Project of 199 Villages of Niwai and Tonk Tehsil                         | 72.17           | 48.25              | 66.9                   |
| 34.    |           |  | 4215-01-102-61<br>Barmer Lift Canal Water Supply Project Phase-II Part B (Cluster Scheme of 68 Villages) | 36.89           | 26.17              | 70.9                   |
| 35.    |           |  | 4215-01-102-64<br>Beawar-Jawaja Cluster Scheme   | 30.15           | 19.90              | 66.0                   |
| 36.    |           |  | 4215-01-102-65<br>Gagrin Water Supply Scheme   | 55.40           | 31.43              | 56.7                   |
| 37.    |           |  | 4215-01-102-75<br>Banswara Water Supply Project  | 32.25           | 18.44              | 57.2                   |
| 38.    |           |  | 4215-01-102-85<br>National Rural Drinking Water Programme (DDP)  | 94.73           | 55.98              | 59.1                   |
| 39.    |           |  | 4215-01-102-86<br>National Rural Drinking Water Programme Earmarked 5% fund for Water Quality            | 48.77           | 30.91              | 63.4                   |
| 40.    | 28        | Special Programmes for Rural Development | 2501-06-196-06-01<br>Grants  | 59.05           | 46.71              | 79.1                   |
| 41.    |           |  | 2501-06-196-09-01<br>Grants  | 31.67           | 29.94              | 94.5                   |
| 42.    |           |  | 2515-196-05-01<br>Functional related   | 22.53           | 19.93              | 88.5                   |
| 43.    | 29        | Urban plan and Regional Development      | 2217-05-190-02-02<br>Jaipur City Transport Services Limited  | 44.59           | 25.53              | 57.3                   |
| 44.    |           |  | 2217-80-191-35-02<br>General Performance Grant under XIV Finance Commission                              | 53.72           | 35.28              | 65.7                   |
| 45.    |           |  | 2217-80-192-22-01<br>Development Works   | 97.03           | 54.29              | 56.0                   |
| 46.    |           |  | 4217-03-800-02-07<br>For various Urban Bodies  | 103.01          | 76.67              | 74.4                   |
| 47.    |           |  | 4217-04-800-04<br>Rajeev Awas Yojana for slum Free India   | 131.61          | 101.89             | 77.4                   |
| 48.    |           |  | 6217-60-190-03-01<br>Asian Development Bank Loans  | 250.00          | 128.01             | 51.2                   |
| 49.    | 30        | Tribal Area Development                  | 2029.796-01-01<br>Modernisation of Land Settlement Department (50:50)                                    | 28.33           | 23.48              | 82.9                   |
| 50.    |           |  | 2202-02-107-06-02<br>Pre-matric Scholarships   | 67.00           | 50.06              | 74.7                   |

(₹ in crore)

| S. No. | Grant No. | Description                       | Head of Account   | Total Provision | Amount Surrendered | Percentage Surrendered |
|--------|-----------|-----------------------------------|---|-----------------|--------------------|------------------------|
| 51.    |           |                                   | 2202-02-109-07-03<br><i>Madhyamik Shiksha Abhiyan</i><br>for Scheduled Tribes   | 207.44          | 132.89             | 64.1                   |
| 52.    |           |                                   | 2202-03-796-09<br><i>Rashtriya Uchchatar Shiksha</i><br><i>Abhiyan</i> -for scheduled tribes  | 27.00           | 19.20              | 71.1                   |
| 53.    |           |                                   | 2217-80-191-39-03<br>Housing for All -Tribal Area<br>Sub-plan   | 31.27           | 28.33              | 90.6                   |
| 54.    |           |                                   | 2225-02-796-02-54<br>Agriculture Development<br>Project and Equipment (S.C.A.)  | 24.00           | 15.61              | 65.0                   |
| 55.    |           |                                   | 2401-796-51-04<br>For conversion from flow<br>irrigation to drip irrigation<br>( <i>Pradhan mantra Krishi Sinchai</i><br><i>Yojana</i> -Micro Irrigation) | 27.68           | 22.89              | 82.7                   |
| 56.    |           |                                   | 2401-796-63<br>Rajasthan Agriculture<br>Competitive Project   | 32.27           | 29.10              | 90.2                   |
| 57.    |           |                                   | 2401-796-76-04<br>Through the Watershed and<br>Soil Conservation Department   | 35.59           | 22.76              | 64.0                   |
| 58.    |           |                                   | 2403-796-01-26<br><i>Mukhya Mantri Pashudhan</i><br><i>Nishulk Dava Yojana</i>  | 25.69           | 17.29              | 67.3                   |
| 59.    |           |                                   | 2501-06-196-06-02<br>Grants   | 23.62           | 18.45              | 78.1                   |
| 60.    |           |                                   | 2515-196-40-01<br>Functional / Activities   | 271.44          | 152.94             | 56.3                   |
| 61.    | 33        | Social Security and<br>Welfare    | 2235-02-196-22-06<br>Post-Matric Scholarship<br>Scheme  | 15.50           | 15.37              | 99.2                   |
| 62.    | 34        | Relief from Natural<br>Calamities | 2245-01-800-01-13<br>Purchase of Devices and<br>Equipments for Search Rescue<br>and Communication etc.  | 50.00           | 47.55              | 95.1                   |
| 63.    |           |                                   | 2245-02-122<br>Repairs and restoration of<br>damaged irrigation and flood<br>control works  | 20.00           | 16.99              | 84.9                   |
| 64.    | 37        | Agriculture                       | 2401-196-06-19<br>National Food Security<br>Mission-Wheat   | 24.50           | 18.15              | 74.1                   |
| 65.    |           |                                   | 2401-196-06-22<br>National Food Security Mission<br>-Coarse Cereals   | 38.44           | 21.30              | 55.4                   |
| 66.    |           |                                   | 2401-800-27-03<br>Through the Animal<br>Husbandry Department  | 28.85           | 16.70              | 57.9                   |

(₹ in crore)

| S. No. | Grant No. | Description  | Head of Account  | Total Provision | Amount Surrendered | Percentage Surrendered |
|--------|-----------|--|--|-----------------|--------------------|------------------------|
| 67.    |           |  | 2401-800-37-02<br>Through the Horticulture Department  | 42.00           | 38.73              | 92.2                   |
| 68.    |           |  | 4401-800-04-04<br>Through the Watershed Development and Soil Conservation Department   | 206.40          | 141.07             | 68.3                   |
| 69.    |           |  | 6408-02-190-01-01<br>Loans to Rajasthan State Warehousing Corporation  | 134.00          | 104.00             | 77.6                   |
| 70.    | 41        | Community Development                                  | 2515-198-22-02<br>Functional/ Activities   | 50.56           | 29.74              | 58.8                   |
| 71.    | 42        | Industries   | 2852-80-102-26-01<br>Commissioner, Industries Department   | 20.00           | 16.86              | 84.3                   |
| 72.    | 43        | Minerals   | 4853-01-004-07-01<br>Through the Public Works department, Road Construction in mining area   | 35.00           | 24.47              | 69.9                   |
| 73.    | 46        | Irrigation   | 4700-24-001-03-02<br>Share amount in construction work of Government of Gujarat  | 25.00           | 20.00              | 80.0                   |
| 74.    | 47        | Tourism  | 5452-80-800-01<br>Development of Tourist Places  | 29.42           | 19.67              | 66.9                   |
| 75.    | 50        | Rural Employment                                       | 2505-01-196-01-03<br>Grants (State Share)  | 124.64          | 100.51             | 80.6                   |
| 76.    | 51        | Special Component Plan for Welfare of Scheduled Castes | 2029-789-01-01<br>Modernisation of Land Settlement Department (50:50)  | 37.35           | 30.96              | 82.9                   |
| 77.    |           |  | 2202-02-107-05-02<br>Pre-matric Scholarships   | 69.00           | 50.25              | 72.8                   |
| 78.    |           |  | 2202-03-789-06<br><i>Rashtriya Uchhtar Shiksha Abhiyan</i> for Scheduled Castes  | 35.00           | 19.40              | 55.4                   |
| 79.    |           |  | 2211-789-03-03<br>National Urban Health Mission (NUHM)   | 20.95           | 16.72              | 79.8                   |
| 80.    |           |  | 2217-80-191-39-02<br>Housing for All Sub plan for Scheduled Castes   | 41.30           | 37.19              | 90.0                   |
| 81.    |           |  | 2401-789-01-28<br>Rajasthan Agricultural Competitiveness Project   | 56.47           | 53.22              | 94.2                   |
| 82.    |           |  | 2401-789-02-05<br>For conversion from flow irrigation to drip irrigation ( <i>Pradhan Manti Krishi Sinchai Yojana</i> -Micro Irrigation) | 36.61           | 32.38              | 88.4                   |

(₹ in crore)

| S. No. | Grant No. | Description | Head of Account  | Total Provision | Amount Surrendered | Percentage Surrendered |
|--------|-----------|-------------|--|-----------------|--------------------|------------------------|
| 83.    |           |             | 2401-789-02-12<br>Additional grant on solar pump set                                       | 24.07           | 21.02              | 87.3                   |
| 84.    |           |             | 2401-789-09-04<br>Through the Watershed Development and Soil Conservation Department       | 54.00           | 37.16              | 68.8                   |
| 85.    |           |             | 2501-05-196-07-03<br>Functional related  | 112.33          | 95.66              | 85.2                   |
| 86.    |           |             | 2501-06-196-06-03<br>Grants  | 35.43           | 28.21              | 79.6                   |
| 87.    |           |             | 2501-06-196-09-03<br>Grants  | 19.00           | 18.00              | 94.7                   |
| 88.    |           |             | 2702-01-789-01-01<br>Through the Chief Engineer, State Water Resources Planning Department | 21.12           | 20.74              | 98.2                   |
| 89.    |           |             | 4700-04-789-01-01<br>Construction Works  | 24.50           | 17.56              | 71.7                   |
| 90.    |           |             | 5452-80-789-01<br>Development of Tourist Places  | 20.75           | 19.13              | 92.2                   |
|        |           |             | <b>Total</b>   | <b>6,562.78</b> | <b>4,461.11</b>    | <b>68.0</b>            |

Source: Appropriation Accounts

**Appendix 2.10**

(Refer Paragraph 2.3.12; page 82)

**Details of surrender in excess of actual savings/excess (₹ one crore and above in each case)**

(₹ in crore)

| S. No.                | Number and Name of Grant | Saving (-)/<br>Excess (+) | Amount<br>surrendered | Excess<br>surrendered |
|-----------------------|--------------------------|---------------------------|-----------------------|-----------------------|
| <b>Revenue- Voted</b> |                          |                           |                       |                       |
| 1.                    | 20-Housing               | (+) 0.23                  | 5.63                  | 5.86                  |
| 2.                    | 21-Roads and Bridges     | (-) 143.85                | 173.91                | 30.06                 |
| 3.                    | 46-Irrigation            | (-) 91.11                 | 182.89                | 91.78                 |
|                       | <b>Total</b>             | <b>(-) 234.73</b>         | <b>362.43</b>         | <b>127.70</b>         |

Source: Appropriation Accounts

## Appendix 2.11

(Refer Paragraph 2.3.13; page 82)

### Cases in which the entire provision remained unutilized during last two to four years

(₹ in crore)

| S. No. | Number and Name of the Grant                     | Head of Account  | Year                  |                       |                       |                       |
|--------|--|--|-----------------------|-----------------------|-----------------------|-----------------------|
|        |  |  | 2013-14               | 2014-15               | 2015-16               | 2016-17               |
|        |  |  | Total Provision (O+S) | Total Provision (O+S) | Total Provision (O+S) | Total Provision (O+S) |
| 1.     | 26- Medical and Public Health and Sanitation     | 2210-05-105-03-03<br>Grant-in-aid for State Cancer Institute   | -                     | -                     | 50.00                 | 50.00                 |
| 2.     |  | 2210-05-105-05-02<br>Tursary Cancer Care Centre  | -                     | -                     | 22.50                 | 22.50                 |
| 3.     | 33-Social Security and Welfare                   | 2235-02-103-20-01<br>Through the Woman Empowerment Department  | 10.60                 | 10.60                 | 10.60                 | 10.60                 |
| 4.     |  | 4235-02-800-09-01<br>Construction of college level hostels building  | -                     | -                     | 40.65                 | 40.65                 |
| 5.     |  | 4236-02-800-10<br>Upgradation and maintenance of Aanganbari Centre including Crèche construction under ICDS Mission mode | -                     | 9.97                  | 9.97                  | 9.96                  |
| 6.     | 35-Miscellaneous Community and Economic services | 3454-02-203-01-07<br>State Data Centre   | -                     | -                     | 15.07                 | 15.07                 |
| 7.     |  | 3454-02-203-01-27<br>E-District  | -                     | -                     | 3.93                  | 4.64                  |
| 8.     | 43-Minerals                                      | 2853-02-797-02<br>Accounting head 8229-200(09) Environmental Managing Fund in Mining Area                                | -                     | -                     | 14.00                 | 10.00                 |
| 9.     |  | 2853-02-800-02-01<br>Mines and Geology Department  | -                     | -                     | 14.00                 | 10.00                 |
| 10.    |  | 4802-02-190-03<br>HPCL-Rajasthan Refinery Limited  | -                     | 102.10                | 79.80                 | 80.00                 |
| 11.    | 46-Irrigation                                    | 2700-02-001-05-01<br>Prorata charges transferred from Right Main Canal   | 0.94                  | 1.18                  | 1.09                  | 1.12                  |
| 12.    |  | 4700-04-001-03-01<br>Choudhary Kumbharam Arya Water Lifting Scheme (Nohar Sawa Lift Scheme)                              | -                     | 1.50                  | 40.00                 | 30.00                 |
| 13.    |  | 4700-04-001-03-02<br>Panna Lal Baru Pal Water Lifting Scheme (Gajner Lift Scheme)  | -                     | -                     | 10.00                 | 5.00                  |
| 14.    |  | 4700-04-001-03-03<br>Dr. Karni Singh Water Lifting Scheme (Kolayat Lift Scheme)  | -                     | 1.50                  | 20.00                 | 7.00                  |

| S. No. | Number and Name of the Grant                              | Head of Account   | Year                  |                       |                       |                       |
|--------|---|---|-----------------------|-----------------------|-----------------------|-----------------------|
|        |   |   | 2013-14               | 2014-15               | 2015-16               | 2016-17               |
|        |   |   | Total Provision (O+S) | Total Provision (O+S) | Total Provision (O+S) | Total Provision (O+S) |
| 15.    | 51-Special Component Plan for Welfare of Scheduled Castes | 2225-01-196-12<br>Development of Sambal Villages  | -                     | -                     | 40.60                 | 40.60                 |
| 16.    |   | 2235-02-789-01-06<br>Mission Gramya Shakti  | 3.50                  | 3.50                  | 3.50                  | 3.50                  |
| 17.    |   | 3425-01-789-05<br>Sursek/SetCom Network   | -                     | 0.07                  | 0.41                  | 5.02                  |
| 18.    |   | 4700-05-789-01-01<br>Expenditure on construction at Indira Gandhi Nahar feeder in Punjab (through the Chief Engineer, Irrigation, Punjab) | -                     | -                     | 3.56                  | 3.56                  |
| 19.    |   | 2210-06-789-04<br>National AIDs Control Programme   | -                     | -                     | 5.97                  | 9.36                  |
| 20.    |   | 4236-02-789-02<br>Upgradation and maintenance of <i>Aaganbari</i> centres including crèche construction under ICDS mission mode           | -                     | 2.57                  | 2.57                  | 2.58                  |
|        |   | <b>Total</b>  | <b>15.04</b>          | <b>132.99</b>         | <b>388.22</b>         | <b>361.16</b>         |

Source: Appropriation Accounts



## Appendix 2.12

(Refer Paragraph 2.3.15; page 83)

### Details of schemes in which entire provision of ₹ 10 crore or more remained unutilized

(₹ in crore)

| S. No. | Number and Name of the Grant                | Head of Account   | Total Provision (O+S) | Expenditure | Amount of Savings | % of savings |
|--------|---|---|-----------------------|-------------|-------------------|--------------|
| 1.     | 12-Other taxes                              | 5055-190-07<br>Share Capital to RSRTC against assets transferred to Rajasthan State Bus Terminal Service Corporation under Reform Linked Plan | 300.00                | -           | 300.00            | 100          |
| 2      | 19-Public Works                             | 4059-80-051-40<br>Information Technology and Communication Department   | 17.70                 | -           | 17.70             | 100          |
| 3      | 21-Roads and Bridges                        | 3054-80-797-02<br>Transfer to State Road Development Fund   | 500.00                | -           | 500.00            | 100          |
| 4      |   | 5054-03-337-12<br>Rajasthan Highways Development Project-II (World Bank)  | 117.73                | -           | 117.73            | 100          |
| 5      |   | 5054-03-337-13<br>Rajasthan Highways Development Project-III (JICA)   | 58.87                 | -           | 58.87             | 100          |
| 6      | 24-Education, Art and Culture               | 2202-03-108-01<br>Rashtriya Uchchatar Shiksha Abhiyan-General expenditure   | 80.49                 | -           | 80.49             | 100          |
| 7      |   | 2204-104-05<br><i>Panchayat Yuva Krida aur Khel Abhiyan (PYKKA)</i>   | 11.47                 | -           | 11.47             | 100          |
| 8      | 26-Medical and Public Health and Sanitation | 2210-05-105-03-03<br>Grants-in-aid for State Cancer Institute   | 50.00                 | -           | 50.00             | 100          |
| 9      |   | 2210-05-105-05-02<br>Tursary Cancer Care Centre   | 22.50                 | -           | 22.50             | 100          |
| 10     |   | 2210-06-101-21<br>National AIDS Control Programme   | 35.44                 | -           | 35.44             | 100          |
| 11     | 28-Special programmes for Rural Development | 2501-05-196-05-01<br>Functional related   | 68.69                 | -           | 68.69             | 100          |
| 12     | 29-Urban Plan and Regional Development      | 2217-80-191-29-01<br>Payment of Electricity bills   | 100.00                | -           | 100.00            | 100          |
| 13     |   | 2217-80-192-33-01<br>Payment of Electricity bills   | 60.00                 | -           | 60.00             | 100          |
| 14     |   | 6217-60-190-02-01<br>Jaipur Metro Rail Corporation Limited  | 15.00                 | -           | 15.00             | 100          |

| S. No. | Number and Name of the Grant                     | Head of Account   | Total Provision (O+S)       | Expenditure | Amount of Savings | % of savings |
|--------|--|---|-----------------------------|-------------|-------------------|--------------|
| 15     | 30-Tribal Area Development                       | 2225-02-796-19-10<br>Implementation of <i>Vanbandhu Kalyan Yojana</i>                             | 10.50                       | -           | 10.50             | 100          |
| 16     |  | 2401-796-76-03<br>Through the Water Resources Department  | 22.28                       | -           | 22.28             | 100          |
| 17     |  | 2501-05-196-05-02<br>Functional related   | 13.48                       | -           | 13.48             | 100          |
| 18     |  | 4210-03-796-01-02<br>Medical College and Associated Group of Hospitals, Udaipur                   | 11.77                       | -           | 11.77             | 100          |
| 19     |  | 4225-02-796-11-10<br>Construction of Roads and Bridges  | 10.00                       | -           | 10.00             | 100          |
| 20     |  | 4225-02-796-11-18<br>Construction, expansion and renovation of TAD building                       | 13.36                       | -           | 13.36             | 100          |
| 21     |  | 4853-01-796-04-03<br>Through the Forest Department, environment reforms in mining areas           | 14.00                       | -           | 14.00             | 100          |
| 22     |  | 5054-03-796-11<br>Rajasthan Highways Development Project-II (World Bank)                          | 23.86                       | -           | 23.86             | 100          |
| 23     |  | 5054-03-796-12<br>Rajasthan Highways Development Project-III (JICA)                               | 11.93                       | -           | 11.93             | 100          |
| 24     |  | 34-Relief from Natural Calamities   | 2245-01-104-02<br>Transport | 25.00       | -                 | 25.00        |
| 25     | 2245-01-104-03<br>Cattle Feeding Centre          |   | 11.00                       | -           | 11.00             | 100          |
| 26     | 2245-02-114-02-01<br>Flood                       |   | 14.00                       | -           | 14.00             | 100          |
| 27     | 2245-02-114-05-01<br>Flood                       |   | 10.00                       | -           | 10.00             | 100          |
| 28     | 35-Miscellaneous Community and Economic Services | 5475-800-08-30<br>E-District  | 18.22                       | -           | 18.22             | 100          |
| 29     | 37-Agriculture                                   | 4401-800-04-03<br>Through the Water Resources Department  | 65.82                       | -           | 65.82             | 100          |
| 30     | 41-Community Development                         | 2515-196-15-02<br>Functional/Activities   | 29.26                       | -           | 29.26             | 100          |
| 31     | 42-Industries                                    | 2852-80-102-26-01<br>Commissioner, Industries Department  | 20.00                       | -           | 20.00             | 100          |
| 32     |  | 2852-80-190-03-02<br>Rajasthan Start UP Policy  | 10.85                       | -           | 10.85             | 100          |
| 33     | 43-Minerals                                      | 4853-01-004-07-02<br>Through the Medical and Health Department, Medical Facilities in Mining Area | 16.00                       | -           | 16.00             | 100          |

| S. No. | Number and Name of the Grant                                       | Head of Account  | Total Provision (O+S) | Expenditure | Amount of Savings | % of savings |
|--------|--|--|-----------------------|-------------|-------------------|--------------|
| 34     |  | 4853-01-004-07-03<br>Through the Forest Department,<br>Environment reforms in Mining<br>area   | 35.00                 | -           | 35.00             | 100          |
| 35     | 46-Irrigation  | 2700-02-800-03<br>Other expenditure  | 71.19                 | -           | 71.19             | 100          |
| 36     |  | 2700-03-001-01-01<br>Irrigation General construction<br>works  | 76.31                 | -           | 76.31             | 100          |
| 37     |  | 4700-05-001-01-01<br>Expenditure on Indira Gandhi<br>Feeder and related construction<br>work in Punjab (through the<br>Chief Engineer, Irrigation<br>Punjab) | 16.44                 | -           | 16.44             | 100          |
| 38     |  | 4702-101-10-01<br>Construction Works   | 22.83                 | -           | 22.83             | 100          |
| 39     | 48-Power   | 2801-80-190-34-01<br>Jaipur <i>Vidyut Vitran Nigam</i><br>Limited  | 617.30                | -           | 617.30            | 100          |
| 40     |  | 2801-80-190-34-02<br>Jodhpur <i>Vidyut Vitran Nigam</i><br>Limited   | 360.00                | -           | 360.00            | 100          |
| 41     |  | 2801-80-190-34-03<br>Ajmer <i>Vidyut Vitran Nigam</i><br>Limited   | 438.05                | -           | 438.05            | 100          |
| 42     |  | 2801-80-190-39-01<br>Grants to Rajasthan <i>Rajya Vidyut</i><br><i>Prasaran Nigam</i> Limited  | 203.66                | -           | 203.66            | 100          |
| 43     | 51-Special<br>Component Plan<br>for Welfare of<br>Scheduled Castes | 2401-789-09-02<br>Through the Horticulture<br>Department   | 10.80                 | -           | 10.80             | 100          |
| 44     |  | 2401-789-09-03<br>Through the Water Resources<br>Department  | 20.93                 | -           | 20.93             | 100          |
| 45     |  | 2501-05-196-05-03<br>Functional related  | 17.83                 | -           | 17.83             | 100          |
| 46     |  | 4853-01-789-02-03<br>Through the Forest Department<br>environment reforms in mining<br>areas   | 11.00                 | -           | 11.00             | 100          |
| 47     |  | 5054-03-789-11<br>Rajasthan Highways<br>Development Project-II (World<br>Bank)   | 35.40                 | -           | 35.40             | 100          |
| 48     |  | 5054-03-789-12<br>Rajasthan Highways<br>Development Project-III (JICA)   | 17.70                 | -           | 17.70             | 100          |
|        |  | <b>Total</b>   | <b>3,743.66</b>       |             | <b>3,743.66</b>   |              |

Source: Appropriation Accounts

## Appendix 2.13

(Refer Paragraph 2.3.17(i); page 85)

### Details of balances in Bank Accounts

(₹ in crore)

| S. No.       | Name of the DDO         | Balance as on 31.03.2015 |             | Balance as on 31.03.2016 |             | Balance as on 31.03.2017 |             |
|--------------|-------------------------|--------------------------|-------------|--------------------------|-------------|--------------------------|-------------|
|              |                         | Saving Bank              | FDR         | Saving Bank              | FDR         | Saving Bank              | FDR         |
| 1.           | CEO, ZP(RDC), Jaipur    | 42.84                    | -           | 52.76                    | -           | 47.85                    | -           |
| 2.           | ACEO, ZP (PR), Jaipur   | 0.06                     | 5.74        | 19.39                    | 6.69        | 3.44                     | 4.56        |
| 3.           | CEO, ZP (RDC), Ajmer    | 11.91                    | -           | 10.93                    | -           | 12.64                    | -           |
| 4.           | ACEO, ZP (PR), Ajmer    | 6.81                     | -           | 44.26                    | -           | 20.08                    | -           |
| 5.           | CEO, ZP(RDC), Jodhpur   | 20.98                    | -           | 23.28                    | -           | 19.27                    | -           |
| 6.           | ACEO, ZP (PR), Jodhpur  | 1.53                     | -           | 1.54                     | -           | 1.66                     | -           |
| 7.           | CEO, ZP (RDC), Bikaner  | 44.57                    | -           | 23.06                    | -           | 23.02                    | -           |
| 8.           | ACEO, ZP (PR), Bikaner  | 5.53                     | -           | 14.00                    | -           | 14.69                    | -           |
| 9.           | CEO, ZP (RDC), Sikar    | 26.57                    | -           | 27.35                    | -           | 43.69                    | -           |
| 10.          | ACEO, ZP (PR), Sikar    | 1.09                     | -           | 20.57                    | -           | 2.15                     | -           |
| 11.          | CEO, ZP(RDC), Bhilwara  | 37.35                    | --          | 39.92                    | -           | 27.61                    | -           |
| 12.          | ACEO, ZP (PR), Bhilwara | 0.42                     | -           | 0.36                     | -           | 0.21                     | --          |
| 13.          | CEO, ZP (RDC), Kota     | 36.72                    | -           | 38.49                    | -           | 28.52                    | -           |
| 14.          | ACEO, ZP (PR), Kota     | 1.06                     | -           | 0.87                     | -           | 1.18                     | -           |
| 15.          | CEO, ZP (RDC), Dausa    | 12.73                    | -           | 10.01                    | -           | 19.27                    | -           |
| 16.          | ACEO, ZP (PR), Dausa    | 1.55                     | -           | 2.11                     | -           | 2.29                     | -           |
| <b>Total</b> |                         | <b>251.72</b>            | <b>5.74</b> | <b>328.90</b>            | <b>6.69</b> | <b>267.57</b>            | <b>4.56</b> |

**Source:** Information received from the Department.

## Appendix 2.14

(Refer Paragraph 2.3.17(ii); page 85)

**Statement showing unutilized balances in inoperative/Closed Schemes as on 31 March 2017**

| (₹ in crore) |                         |              |
|--------------|-------------------------|--------------|
| S.No.        | Name of the DDO         | Amount       |
| 1.           | CEO, ZP (RDC), Jaipur   | 1.54         |
| 2.           | ACEO, ZP (PR), Jaipur   | 5.33         |
| 3.           | CEO, ZP (RDC), Ajmer    | 4.73         |
| 4.           | ACEO, ZP (PR), Ajmer    | 7.89         |
| 5.           | CEO, ZP (RDC), Jodhpur  | 4.05         |
| 6.           | ACEO, ZP (PR), Jodhpur  | 4.29         |
| 7.           | CEO, ZP (RDC), Bikaner  | 16.57        |
| 8.           | ACEO, ZP (PR), Bikaner  | 4.77         |
| 9.           | CEO, ZP (RDC), Sikar    | 2.16         |
| 10.          | ACEO, ZP (PR), Sikar    | 3.05         |
| 11.          | CEO, ZP (RDC), Bhilwara | 11.46        |
| 12.          | ACEO, ZP (PR), Bhilwara | 5.34         |
| 13.          | CEO, ZP (RDC), Kota     | 2.49         |
| 14.          | ACEO, ZP (PR), Kota     | 0.85         |
| 15.          | CEO, ZP (RDC), Dausa    | 0.25         |
| 16.          | ACEO, ZP (PR), Dausa    | 0.38         |
|              | <b>Total</b>            | <b>75.15</b> |

**Source:** Information received from the Department.

## Appendix 2.15

(Refer Paragraph 2.3.17(iii); page 86)

### Statement showing details of operation of Government transactions in private/other than nationalised Banks

| S.No. | Name of DDO             | Name of Private/other than Nationalised Banks   | Balance as on 31.03.2017   |                     |
|-------|-------------------------|---|--|---------------------|
|       |                         |   | Bank wise<br>(₹ in Lakh)   | Total<br>(in crore) |
| 1.    | CEO, ZP (RDC), Jaipur   | 1.Indusind Bank<br>2.HDFC<br><b>Total</b>   | 177.98<br>180.42<br><b>358.40</b>  | <b>3.58</b>         |
| 2.    | ACEO, ZP (PR), Ajmer    | 1.HDFC<br>2.AXIS<br><b>Total</b>  | 93.90<br>1725.99<br><b>1819.89</b>   | <b>18.20</b>        |
| 3.    | ACEO, ZP (PR), Jodhpur  | 1.AXIS  | 18.06  | <b>0.18</b>         |
| 4.    | CEO, ZP (RDC), Bikaner  | 1.Central Co-operative Bank<br>2.Murdhar Gramin Bank<br>3.HDFC<br>4.AXIS<br>5.Kotak Mahindra Bank<br><b>Total</b>   | 7.70<br>0.67<br>522.56<br>171.13<br>26.71<br><b>728.77</b>   | <b>7.29</b>         |
| 5.    | CEO, ZP (RDC), Sikar    | 1.Sikar Central Co-operative Bank<br>2.AXIS<br>3.Baroda Rajasthan Gramin Bank<br>4. Sikar Central Co-operative Bank<br>5. Baroda Rajasthan Gramin Bank<br>6. Baroda Rajasthan Gramin Bank<br>7.AXIS<br>8. Baroda Rajasthan Gramin Bank<br>9. Baroda Rajasthan Gramin Bank<br>10. Sikar Central Co-opertive Bank<br>11. Baroda Rajasthan Gramin Bank<br><b>Total</b> | 388.92<br>587.24<br>300.19<br>0.56<br>0.04<br>0.11<br>0.02<br>0.12<br>0.13<br>0.02<br>0.14<br><b>1277.49</b> | <b>12.77</b>        |
| 6     | ACEO, ZP (PR), Sikar    | 1. Baroda Rajasthan Regional Gramin Bank  | 1.18   | <b>0.01</b>         |
| 7.    | CEO, ZP (RDC), Bhilwara | 1. Baroda Rajasthan Gramin Bank<br>2. Baroda Rajasthan Gramin Bank.<br>3. Baroda Rajasthan Gramin Bank<br>4. Baroda Rajasthan Gramin Bank<br><b>Total</b>   | 0.13<br>14.49<br>2.89<br>508.07<br><b>525.58</b>   | <b>5.26</b>         |
| 8.    | CEO, ZP (RDC), Kota     | 1.ICICI<br>2. Baroda Rajasthan Gramin Bank<br>3.AXIS<br>4.ICICI<br>5. Baroda Rajasthan Gramin Bank<br>6. Baroda Rajasthan Gramin Bank<br>7. Baroda Rajasthan Gramin Bank<br>8. Baroda Rajasthan Gramin Bank<br>9. Baroda Rajasthan Gramin Bank<br><b>Total</b>  | 2.14<br>1400.56<br>111.33<br>320.85<br>0.04<br>124.21<br>0.03<br>0.0<br>0.03<br><b>1959.19</b>               | <b>19.59</b>        |
| 9.    | CEO, ZP (RDC), Dausa    | 1.HDFC<br>2.ICICI<br><b>Total</b>   | 0.21<br>63.01<br><b>63.22</b>  | <b>0.63</b>         |
|       | <b>Grand Total</b>      | <b>37</b>   |  | <b>67.51</b>        |

Source: Information received from the Department.

## Appendix 2.16

(Refer Paragraph 2.3.17(iv); page 86)

### Statement showing multiplicity of Bank Accounts for one scheme

| S. No. | Name of DDOs            | Name of Scheme                    | Number of Bank Accounts |
|--------|-------------------------|-----------------------------------|-------------------------|
| 1.     | CEO, ZP (RDC), Jaipur   | Chief Minister Below Poverty Line | 2                       |
| 2.     | CEO, ZP (RDC), Ajmer    | MBAY                              | 3                       |
| 3.     | CEO, ZP (RDC), Jodhpur  | IAY                               | 2                       |
| 4.     | CEO, ZP (RDC), Bikaner  | BADP                              | 5                       |
|        |                         | CDP                               | 5                       |
|        |                         | DDP                               | 8                       |
|        |                         | SGSY                              | 2                       |
|        |                         | IAY                               | 3                       |
| 5.     | ACEO, ZP (PR), Bikaner  | TSC                               | 3                       |
| 6.     | CEO, ZP (RDC), Sikar    | SGSY                              | 2                       |
|        |                         | MDM                               | 3                       |
|        |                         | DDP                               | 7                       |
|        |                         | CDP                               | 6                       |
| 7.     | ACEO, ZP (PR), Sikar    | Swachh Bharat Mission (SBM)       | 2                       |
| 8.     | CEO, ZP (RDC), Bhilwara | IWDP                              | 3                       |
|        |                         | SGSY                              | 2                       |
|        |                         | PURA                              | 2                       |
|        |                         | CMAY                              | 3                       |
| 9.     | CEO, ZP (RDC), Kota     | IWDP                              | 2                       |
|        |                         | DPAP                              | 5                       |
|        |                         | IAY                               | 6                       |
|        |                         | SGSY                              | 3                       |
|        |                         | CMBPL                             | 4                       |
| 10.    | CEO, ZP (RDC), Dausa    | IWDP                              | 6                       |
|        |                         | IAY                               | 3                       |
|        |                         | PVTG                              | 2                       |

**Source:** Information received from the Department.

## Appendix 2.17

(Refer Paragraph 2.4; page 88)

### Non-utilisation of entire provision

| (₹ in crore)  |         |         |       |           |                      |  |
|---|---------|---------|-------|-----------|----------------------|--|
| Head  | P/<br>N | Year    | Total | Surrender | Re-<br>appropriation | Reasons<br>attributed by<br>Department   |
| 2403- Animal Husbandry<br>102- Cattle & Buffalo Development<br>16- Cattle breed improvement<br>scheme<br>01-Through the voluntary<br>institutions | P       | 2016-17 | 3.81  |           | 3.81                 | Revision of<br>estimates   |
| 2403- Animal Husbandry<br>102- Cattle & Buffalo Development<br>18- National cow & buffalo breeding<br>project                                     | P       | 2016-17 | 3.00  | 1.41      | 1.59                 | Revision of<br>estimates   |
| 2403- Animal Husbandry<br>108- Live Stock & hen insurance<br>01- Directorate Animal Husbandry<br>Department<br>01-Cattle insurance                | P       | 2014-15 | 1.02  | 1.02      |                      | Revision of<br>estimates   |
| 2403- Animal Husbandry<br>101- Veterinary Services and<br>Animal Health<br>23- P.P.R. Disease Control<br>Programme                                | P       | 2015-16 | 4.35  | 4.35      |                      | Revision of<br>estimates   |
| 2403- Animal Husbandry<br>106- Other livestock development<br>02- Gausewa directorate<br>01- Grants to Gaushala                                   | P       | 2014-15 | 58.65 | 40.62     | 18.03                | Non-release of<br>relief fund due<br>to non-receipts<br>of sanctions and<br>direction for<br>distribution of<br>grant from State<br>Government |
| 2404 Dairy Development<br>195- Assistance to Cooperative<br>01- Assistance to Rajasthan Rajya<br>Cooperation Dairy Federation                     | P       | 2016-17 | 8.71  |           | 8.71                 | Not intimated by<br>the Department.  |

**Source:** Appropriation Account



## Appendix 2.18

(Refer Paragraph 2.5; page 92)

### Position of Outstanding Abstract Contingent Bills up to 2016-17

(₹ in lakh)

| S.No. | Major Head   | Year    | No. of AC Bills | Amount          |
|-------|--------------|---------|-----------------|-----------------|
| 1     | 2014         | 2016-17 | 1               | 0.50            |
|       | <b>Total</b> |         | <b>1</b>        | <b>0.50</b>     |
| 2     | 2029         | 2007-08 | 1               | 292.18          |
|       |              | 2011-12 | 1               | 62.50           |
|       |              | 2013-14 | 2               | 166.99          |
|       | <b>Total</b> |         | <b>4</b>        | <b>521.67</b>   |
| 3     | 2051         | 2016-17 | 39              | 517.58          |
|       | <b>Total</b> |         | <b>39</b>       | <b>517.58</b>   |
| 4     | 2052         | 2016-17 | 1               | 1.00            |
|       | <b>Total</b> |         | <b>1</b>        | <b>1.00</b>     |
| 5     | 2053         | 2016-17 | 3               | 19.30           |
|       | <b>Total</b> |         | <b>3</b>        | <b>19.30</b>    |
| 6.    | 2055         | 2014-15 | 3               | 247.10          |
|       |              | 2016-17 | 3               | 305.00          |
|       | <b>Total</b> |         | <b>6</b>        | <b>552.10</b>   |
| 7.    | 2059         | 2016-17 | 3               | 0.30            |
|       | <b>Total</b> |         | <b>3</b>        | <b>0.30</b>     |
| 8.    | 2202         | 1989-90 | 2               | 0.60            |
|       |              | 1990-91 | 1               | 0.30            |
|       |              | 1991-92 | 2               | 0.10            |
|       |              | 1992-93 | 2               | 0.56            |
|       |              | 1996-97 | 1               | 0.09            |
|       |              | 2016-17 | 2               | 6.58            |
|       | <b>Total</b> |         | <b>10</b>       | <b>8.23</b>     |
| 9.    | 2204         | 2016-17 | 8               | 5.64            |
|       | <b>Total</b> |         | <b>8</b>        | <b>5.64</b>     |
| 10.   | 2205         | 2014-15 | 1               | 75.00           |
|       | <b>Total</b> |         | <b>1</b>        | <b>75.00</b>    |
| 11.   | 2210         | 2013-14 | 1               | 179.70          |
|       |              | 2015-16 | 7               | 218.61          |
|       |              | 2016-17 | 7               | 179.75          |
|       | <b>Total</b> |         | <b>15</b>       | <b>578.06</b>   |
| 12.   | 2215         | 2016-17 | 1               | 0.40            |
|       | <b>Total</b> |         | <b>1</b>        | <b>0.40</b>     |
| 13.   | 2217         | 2016-17 | 2               | 0.31            |
|       | <b>Total</b> |         | <b>2</b>        | <b>0.31</b>     |
| 14.   | 2225         | 2016-17 | 1               | 10.00           |
|       | <b>Total</b> |         | <b>1</b>        | <b>10.00</b>    |
| 15.   | 2245         | 2008-09 | 1               | 19.01           |
|       |              | 2012-13 | 1               | 103.50          |
|       |              | 2016-17 | 16              | 34150.10        |
|       | <b>Total</b> |         | <b>18</b>       | <b>34272.61</b> |
| 16.   | 2401         | 2016-17 | 3               | 8.74            |
|       | <b>Total</b> |         | <b>3</b>        | <b>8.74</b>     |
| 17.   | 2403         | 2015-16 | 2               | 2.70            |
|       |              | 2016-17 | 7               | 18.00           |
|       | <b>Total</b> |         | <b>9</b>        | <b>20.70</b>    |

| S.No.              | Major Head | Year    | No. of AC Bills | Amount           |
|--------------------|------------|---------|-----------------|------------------|
| 18.                | 2406       | 2015-16 | 2               | 11.50            |
|                    |            | 2016-17 | 3               | 1.66             |
| <b>Total</b>       |            |         | <b>5</b>        | <b>13.16</b>     |
| 19.                | 2515       | 2008-09 | 1               | 11.29            |
|                    |            | 2016-17 | 14              | 7.95             |
| <b>Total</b>       |            |         | <b>15</b>       | <b>19.24</b>     |
| 20.                | 2701       | 2016-17 | 1               | 0.17             |
| <b>Total</b>       |            |         | <b>1</b>        | <b>0.17</b>      |
| 21.                | 2705       | 2016-17 | 1               | 28.44            |
| <b>Total</b>       |            |         | <b>1</b>        | <b>28.44</b>     |
| 22.                | 2851       | 2016-17 | 3               | 3.00             |
| <b>Total</b>       |            |         | <b>3</b>        | <b>3.00</b>      |
| 23.                | 3425       | 2016-17 | 54              | 28.92            |
| <b>Total</b>       |            |         | <b>54</b>       | <b>28.92</b>     |
| 24.                | 3452       | 2016-17 | 5               | 11.00            |
| <b>Total</b>       |            |         | <b>5</b>        | <b>11.00</b>     |
| 25.                | 4059       | 2011-12 | 2               | 8.00             |
| <b>Total</b>       |            |         | <b>2</b>        | <b>8.00</b>      |
| 26.                | 4202       | 1990-91 | 1               | 0.30             |
|                    |            | 1992-93 | 1               | 0.24             |
|                    |            | 2005-06 | 1               | 4.20             |
| <b>Total</b>       |            |         | <b>3</b>        | <b>4.74</b>      |
| 27.                | 4210       | 2014-15 | 1               | 169.96           |
|                    |            | 2015-16 | 2               | 71.85            |
|                    |            | 2016-17 | 2               | 64.28            |
| <b>Total</b>       |            |         | <b>5</b>        | <b>306.09</b>    |
| 28.                | 4217       | 2016-17 | 1               | 160.00           |
| <b>Total</b>       |            |         | <b>1</b>        | <b>160.00</b>    |
| <b>Grand Total</b> |            |         | <b>220</b>      | <b>37,174.89</b> |

**Source:** Information compiled by office of the Accountant General (A&E), Rajasthan, Jaipur.

## Appendix 3.1

(Refer Paragraph 3.1; page 97)

### Utilisation Certificate Outstanding as on 30 June 2017

(₹ in lakh)

| S.No.              | Department/<br>Major Head           | Year of<br>release<br>Grant | Total Grant<br>Released |                 | Utilisation Certificate |                 |             |               |
|--------------------|-------------------------------------|-----------------------------|-------------------------|-----------------|-------------------------|-----------------|-------------|---------------|
|                    |                                     |                             |                         |                 | Received                |                 | Outstanding |               |
|                    |                                     |                             | No.                     | Amount          | No.                     | Amount          | No.         | Amount        |
| 1                  | Family Welfare<br>(2211)            | 2007-08                     | 1                       | 486.00          | 0                       | 402.54          | 1           | 83.46         |
|                    |                                     | 2008-09                     | 1                       | 489.00          | 0                       | 382.23          | 1           | 106.77        |
|                    |                                     | 2009-10                     | 5                       | 508.97          | 4                       | 410.34          | 1           | 98.63         |
| <b>Total</b>       |                                     |                             | <b>7</b>                | <b>1,483.97</b> | <b>4</b>                | <b>1,195.11</b> | <b>3</b>    | <b>288.86</b> |
| 2                  | Social Welfare<br>(2225)            | 2004-05                     | 308                     | 235.47          | 307                     | 223.75          | 1           | 11.72         |
| <b>Total</b>       |                                     |                             | <b>308</b>              | <b>235.47</b>   | <b>307</b>              | <b>223.75</b>   | <b>1</b>    | <b>11.72</b>  |
| 3                  | Science and<br>Technology<br>(3425) | 2009-10                     | 55                      | 84.65           | 48                      | 81.46           | 7           | 3.19          |
|                    |                                     | 2010-11                     | 35                      | 176.76          | 24                      | 162.20          | 11          | 14.56         |
|                    |                                     | 2011-12                     | 38                      | 752.67          | 25                      | 647.18          | 13          | 105.49        |
|                    |                                     | 2012-13                     | 43                      | 1,038.54        | 24                      | 622.01          | 19          | 416.53        |
|                    |                                     | 2013-14                     | 35                      | 146.67          | 21                      | 106.95          | 14          | 39.72         |
|                    |                                     | 2014-15                     | 56                      | 57.66           | 42                      | 50.11           | 14          | 7.55          |
|                    | <b>Total</b>                        |                             | <b>297</b>              | <b>2,341.66</b> | <b>197</b>              | <b>1,710.22</b> | <b>100</b>  | <b>631.44</b> |
| <b>Grand Total</b> |                                     |                             | <b>612</b>              | <b>4,061.10</b> | <b>508</b>              | <b>3,129.08</b> | <b>104</b>  | <b>932.02</b> |

## Appendix 3.2

(Refer Paragraph 3.2; page 98)

### Statement showing names of bodies and authorities the accounts of which had not been received

| S. No.                     | Department                                | Number of Accounts in arrear | Year for which accounts had not been received | Grant received during preceding years<br>(₹ in lakh) | Expenditure incurred during preceding years<br>(₹ in lakh) |
|----------------------------|---|------------------------------|---|--|--|
| <b>Higher Education</b>    |   |                              |   |  |  |
| 1.                         | Rajasthan University, Jaipur              | 1                            | 2015-16                                       | 13,669.64  | 24,071.74  |
| 2.                         | Mohan Lal Sukhadia University, Udaipur    | 1                            | 2015-16                                       | 3,557.65   | 8,923.38   |
|                            | <b>Total</b>                              | <b>2</b>                     |   | <b>17,227.29</b>                                     | <b>32,995.12</b>   |
| <b>Secondary Education</b> |   |                              |   |  |  |
| 1.                         | Rajasthan State Open School, Jaipur       | 2                            | 2014-16                                       | NA   | NA   |
|                            | <b>Total</b>                              | <b>2</b>                     |   | <b>NA</b>  | <b>NA</b>  |
| <b>Primary Education</b>   |   |                              |   |  |  |
| 1.                         | Jan Shikshan Sansthan, Bikaner            | 1                            | 2015-16                                       | 30.00  | 30.00  |
| 2.                         | Jan Shikshan Sansthan, Jaipur             | 1                            | 2015-16                                       | 17.85  | 34.91  |
| 3.                         | Jan Shikshan Sansthan, Jodhpur            | 1                            | 2015-16                                       | 17.50  | 50.99  |
| 4.                         | Jan Shikshan Sansthan, Kota               | 1                            | 2015-16                                       | 17.50  | 39.15  |
|                            | <b>Total</b>                              | <b>4</b>                     |   | <b>82.85</b>   | <b>155.05</b>  |
| <b>UDH</b>                 |   |                              |   |  |  |
| 1.                         | Jodhpur Development Authority             | 7                            | 2009-16                                       | NA   | NA   |
| <b>Labour</b>              |   |                              |   |  |  |
| 1.                         | Child Labour Project Society, Ajmer       | 1                            | 2015-16                                       | 7.43   | 5.18   |
| 2.                         | Child Labour Project Society, Barmer      | 4                            | 2012-16                                       | 8.03   | 1.80   |
| 3.                         | Child Labour Project Society, Baran       | 1                            | 2015-16                                       | 142.09   | 141.77   |
| 4.                         | Child Labour Project Society, Banswara    | 4                            | 2012-16                                       | 4.15   | 0.74   |
| 5.                         | Child Labour Project Society, Bharatpur   | 7                            | 2009-16                                       | 62.81  | 68.78  |
| 6.                         | Child Labour Project Society, Bikaner     | 2                            | 2014-16                                       | 67.00  | 48.06  |
| 7.                         | Child Labour Project Society, Bundi       | 1                            | 2015-16                                       | 65.85  | 0.58   |
| 8.                         | Child Labour Project Society, Chittorgarh | 1                            | 2015-16                                       | 86.96  | 2.21   |
| 9.                         | Child Labour Project Society, Churu       | 5                            | 2011-16                                       | 15.26  | 0.37   |

| S. No.                 | Department  | Number of Accounts in arrear | Year for which accounts had not been received | Grant received during preceding years (₹ in lakh) | Expenditure incurred during preceding years (₹ in lakh) |
|------------------------|---|------------------------------|---|---|---|
| 10.                    | Child Labour Project Society, Dholpur                         | 2                            | 2014-16                                       | 1.34  | 0.28  |
| 11.                    | Child Labour Project Society, Dungurpur                       | 1                            | 2015-16                                       | 3.89  | 0.29  |
| 12.                    | Child Labour Project Society, Hanumangarh                     | 2                            | 2014-16                                       | 14.63   | 0.59  |
| 13.                    | Child Labour Project Society, Jalore                          | 1                            | 2015-16                                       | 16.90   | 1.68  |
| 14.                    | Child Labour Project Society, Jhalawar                        | 1                            | 2015-16                                       | NA  | 0.52  |
| 15.                    | Child Labour Project Society, Jhunjhunu                       | 1                            | 2015-16                                       | 40.65   | 0.11  |
| 16.                    | Child Labour Project Society, Jodhpur                         | 2                            | 2014-16                                       | 3.01  | 3.31  |
| 17.                    | Child Labour Project Society, Pali                            | 1                            | 2015-16                                       | 12.72   | 0.02  |
| 18.                    | Child Labour Project Society, Sriganganagar                   | 1                            | 2015-16                                       | 0.01  | 0.02  |
|                        | <b>Total</b>  | <b>38</b>                    |   | <b>552.73</b>                                     | <b>276.31</b>   |
| <b>Industries</b>      |   |                              |   |   |   |
| 1.                     | Entrepreneurship and Management Development Institute, Jaipur | 1                            | 2015-16                                       | 2.96  | 30.52   |
| 2.                     | Rajasthan Foundation, Jaipur                                  | 1                            | 2015-16                                       | NA  | 46.20   |
|                        | <b>Total</b>  | <b>2</b>                     |   | <b>2.96</b>                                       | <b>76.72</b>  |
| <b>Tourism</b>         |   |                              |   |   |   |
| 1.                     | State Institute of Hotel Management, Jodhpur                  | 1                            | 2015-16                                       | 65.64   | 270.65  |
|                        | <b>Total</b>  | <b>1</b>                     |   | <b>65.64</b>                                      | <b>270.65</b>   |
| <b>Art and Culture</b> |   |                              |   |   |   |
| 1.                     | Indian Institute of Crafts and Design, Jaipur                 | 4                            | 2012-16                                       | NA  | NA  |
| 2.                     | Jaipur Kathak Kendra, Jaipur                                  | 2                            | 2014-16                                       | 104.23  | 108.26  |
| 3.                     | Rajasthan Sanskrit Academy, Jaipur                            | 1                            | 2015-16                                       | 125.22  | 126.93  |
| 4.                     | Rajasthan Urdu Academy, Jaipur                                | 1                            | 2015-16                                       | 67.10   | 50.03   |
| 5.                     | Rajasthan Bhasha Shahitya Sanskrit Academy, Bikaner           | 1                            | 2015-16                                       | NA  | 4.79  |
| 6.                     | Rajasthan Sangeet Academy, Pawta, Jodhpur                     | 1                            | 2015-16                                       | 205.10  | 244.14  |
| 7.                     | Rajasthan Sahitya Academy, Udaipur                            | 1                            | 2015-16                                       | 110.04  | 96.18   |
|                        | <b>Total</b>  | <b>11</b>                    |   | <b>611.69</b>                                     | <b>630.33</b>   |

| S. No.                                   | Department  | Number of Accounts in arrear | Year for which accounts had not been received | Grant received during preceding years (₹ in lakh) | Expenditure incurred during preceding years (₹ in lakh) |
|--|---|------------------------------|---|---|---|
| <b>Medical Education</b>                 |   |                              |   |   |   |
| 1.                                       | Rajasthan University of Health Sciences, Jaipur   | 2                            | 2014-16                                       | 10,986.60   | 3,078.40  |
|  | <b>Total</b>  | <b>2</b>                     |   | <b>10,986.60</b>                                  | <b>3,078.40</b>   |
| <b>Social Justice and Empowerment</b>    |   |                              |   |   |   |
| 1.                                       | Rajasthan Other Backward Classes Finance and Development Co-operative Corporation Limited, Jaipur | 4                            | 2012-16                                       | 763.00  | 157.94  |
| 2.                                       | Rajasthan Rajya Samaj Kalyan Board, Jaipur  | 1                            | 2015-16                                       | 325.31  | 344.71  |
| 3.                                       | Rajasthan SC, ST, Finance and Development Co-operative Corporation Limited, Jaipur                | 1                            | 2015-16                                       | 4,372.12  | 3,762.93  |
| 4.                                       | Opium De-addiction Treatment & Training Research Trust, Jodhpur                                   | 1                            | 2015-16                                       | 24.11   | 38.23   |
|  | <b>Total</b>  | <b>7</b>                     |   | <b>5,484.54</b>                                   | <b>4,303.81</b>   |
| <b>Tribal Area Development</b>           |   |                              |   |   |   |
| 1.                                       | Jan Jati Mahila Vikas Sansthan, Swaimadhapur  | 2                            | 2014-16                                       | 42.16   | 57.74   |
| 2.                                       | Seva Mandir, Udaipur  | 1                            | 2015-16                                       | 1,431.36  | 1,392.23  |
|  | <b>Total</b>  | <b>3</b>                     |   | <b>1,473.52</b>                                   | <b>1,449.97</b>   |
| <b>Woman and Child Development</b>       |   |                              |   |   |   |
| 1.                                       | Mahila and Balvikas (Leupin) Priyोजना, Kumher, Bharatpur  | 2                            | 2014-16                                       | 222.13  | 220.26  |
|  | <b>Total</b>  | <b>2</b>                     |   | <b>222.13</b>                                     | <b>220.26</b>   |
| <b>Devsthan Department</b>               |   |                              |   |   |   |
| 1  | Ramgopal Vijayvargiya Memorial Trust, Jaipur  | 1                            | 2015-16                                       | 108.00  | 236.07  |
|  | <b>Total</b>  | <b>1</b>                     |   | <b>108.00</b>                                     | <b>236.07</b>   |
| <b>General Administration Department</b> |   |                              |   |   |   |
| 1.                                       | Rajasthan Rajya Uddayan School, Sanganer Airport, Jaipur  | 2                            | 2014-16                                       | 41.00   | 27.62   |
|  | <b>Total</b>  | <b>2</b>                     |   | <b>41.00</b>                                      | <b>27.62</b>  |
| <b>Animal Husbandry</b>                  |   |                              |   |   |   |
| 1.                                       | Chittorgarh Pratapgarh District Doodh Utpadak Sahakari Sangh Limited, Chittorgarh                 | 4                            | 2012-16                                       | 506.07  | 447.79  |
| 2.                                       | Paschimi Rajasthan Doodh Utpadak Sahakari Sangh Limited, Jodhpur                                  | 1                            | 2015-16                                       | NA  | 1,174.08  |
| 3.                                       | Rajasthan Pashu Chikitsa and Pashu Vigyan University, Bikaner                                     | 3                            | 2013-16                                       | 5,892.32  | 4,873.78  |
| 4.                                       | Rajasthan State Veterinary Council, Jaipur  | 1                            | 2015-16                                       | 36.00   | 27.60   |
| 5.                                       | Tonk District Doodh Utpadak Sahakari Sangh Limited, Tonk  | 1                            | 2015-16                                       | 145.87  | 274.42  |
|  | <b>Total</b>  | <b>10</b>                    |   | <b>6,580.26</b>                                   | <b>6,797.67</b>   |

| S. No.                                  | Department  | Number of Accounts in arrear | Year for which accounts had not been received | Grant received during preceding years (₹ in lakh) | Expenditure incurred during preceding years (₹ in lakh) |
|---|---|------------------------------|---|---|---|
| <b>Minority Affair</b>                  |   |                              |   |   |   |
| 1.                                      | Rajasthan Muslim Waqf Board, Jaipur   | 1                            | 2015-16                                       | NA  | 348.74  |
| 2.                                      | Rajasthan Minority Finance & Development Co-operative Corporation Limited, Jaipur | 1                            | 2015-16                                       | 7,567.54  | 188.33  |
|   | <b>Total</b>  | <b>2</b>                     |   | <b>7,567.54</b>                                   | <b>537.07</b>   |
| <b>Information and Public Relations</b> |   |                              |   |   |   |
| 1.                                      | Rajasthan Information Commission, Jaipur  | 1                            | 2015-16                                       | 118.00  | 163.54  |
|   | <b>Total</b>  | <b>1</b>                     |   | <b>118.00</b>                                     | <b>163.54</b>   |
| <b>Agriculture</b>                      |   |                              |   |   |   |
| 1.                                      | Association of Retired Members of Agriculture Services Rajasthan, Jaipur          | 9                            | 2007-16                                       | 20.00   | 29.26   |
| 2.                                      | Maharana Pratap Agriculture and Technical University, Udaipur                     | 1                            | 2015-16                                       | 11,690.12   | 11,821.22   |
| 3.                                      | Vidya Bhavan Krishi Vigyan Kendra, Badgaon, Udaipur                               | 1                            | 2015-16                                       | 150.50  | 156.88  |
|   | <b>Total</b>  | <b>11</b>                    |   | <b>11,860.62</b>                                  | <b>12,007.36</b>  |
| <b>Horticulture</b>                     |   |                              |   |   |   |
| 1.                                      | Rajasthan Bagwani Vikas Samiti, Jaipur  | 1                            | 2015-16                                       | 1,426.54  | 1,525.27  |
|   | <b>Total</b>  | <b>1</b>                     |   | <b>1,426.54</b>                                   | <b>1,525.27</b>   |
|   | <b>Grand Total</b>  | <b>109</b>                   |   | <b>64411.91</b>                                   | <b>64751.22</b>   |
|   |   |                              |   | <b>₹ 644.12 crore</b>                             | <b>₹ 647.51 crore</b>                                   |

NA: Not Available

### Appendix 3.3

(Refer Paragraph 1.9.4 and 3.4; page 42 and 99)

#### Statement of finalisation of accounts and the government investment in departmentally managed commercial and quasi-commercial undertakings

(₹ in crore)

| S. No. | Name of Undertaking  | Accounts finalised up to | Investment <sup>7</sup> as per the last accounts finalised | Total accumulated losses |
|--------|--|--------------------------|--|--------------------------|
| 1      | Jail Manufacture, Ajmer                                      | 2013-14                  | 2.14   | 1.86                     |
| 2      | Jail Manufacture, Alwar                                      | 2015-16                  | 0.75   | 0.71                     |
| 3      | Jail Manufacture, Bikaner                                    | 2015-16                  | 1.68   | 1.49                     |
| 4      | Jail Manufacture, Jaipur                                     | 2014-15                  | 1.52   | 2.98                     |
| 5      | Jail Manufacture, Jodhpur                                    | 2015-16                  | 2.49   | 2.23                     |
| 6      | Jail Manufacture, Kota                                       | 2015-16                  | 0.39   | 0.65                     |
| 7      | Jail Manufacture, Udaipur                                    | 2015-16                  | 2.25   | 1.76                     |
| 8      | Departmental Trading of Forest Coupes                        | 2015-16                  | Nil <sup>8</sup>   |                          |
| 9      | Tendu Patta Scheme   | 2015-16                  | Nil <sup>8</sup>   |                          |
| 10     | Rajasthan Water Supply and Sewerage Management Board, Jaipur | 2015-16                  | 16,553.91  | 12,199.52                |
|        | <b>Total</b>   |                          | <b>16,565.13</b>   | <b>12,211.20</b>         |

**Source:** Information received from the Departments

<sup>7</sup> Investment represents balance of fixed and current capital of the Government undertakings on the last day of the financial year up to which accounts were finalised.

<sup>8</sup> Capital Investment of the Government is Nil as the remittance from the undertaking was more than the amount invested by the Government.



### Appendix 3.4

(Refer Paragraph 3.5; page 100)

**Department/age-wise break-up of the pending cases of misappropriation, theft/losses, etc. (cases where final action was pending at the end of June 2017)**

(No. of cases)

| S. No. | Name of the Department                                | Upto 5 years | 5 to 10 years | 10 to 15 years | 15 to 20 years | 20 to 25 years | 25 years and above | Total number of cases |
|--------|---|--------------|---------------|----------------|----------------|----------------|--------------------|-----------------------|
| 1.     | Revenue   | 21           | 15            | 23             | 09             | 04             | 01                 | <b>73</b>             |
| 2.     | Education   | 67           | 57            | 32             | 16             | 13             | 08                 | <b>193</b>            |
| 3.     | Medical   | 25           | 18            | 11             | 07             | 08             | 04                 | <b>73</b>             |
| 4.     | Public Works  | 01           | 02            | 03             | 03             | 14             | 06                 | <b>29</b>             |
| 5.     | Water Resources                                       | -            | 01            | 01             | 01             | 01             | -                  | <b>04</b>             |
| 6.     | Ground Water  | 03           | 03            | 07             | 02             | 01             | -                  | <b>16</b>             |
| 7.     | Command Area Development, Indira Gandhi Nahar Project | -            | -             | 01             | 02             | 01             | -                  | <b>04</b>             |
| 8.     | Indira Gandhi Nahar Project                           | 01           | 05            | 04             | 02             | -              | 01                 | <b>13</b>             |
| 9.     | Forest  | 02           | 01            | -              | 03             | 02             | -                  | <b>08</b>             |
| 10.    | Public Health Engineering Department                  | 32           | 31            | 77             | 44             | 39             | 31                 | <b>254</b>            |
| 11.    | Others  | 84           | 33            | 46             | 21             | 12             | 14                 | <b>210</b>            |
|        | <b>Total</b>  | <b>236</b>   | <b>166</b>    | <b>205</b>     | <b>110</b>     | <b>95</b>      | <b>65</b>          | <b>877</b>            |

**Source:** Information received from the Departments

## Appendix 3.5

(Refer Paragraph 3.5; page 100)

**Department/category-wise details in respect of loss to Government due to theft, misappropriation/loss of Government material**

(₹ in lakh)

| S. No | Name of Department                                    | Theft/loss cases |                | Misappropriation/Embezzlement |                 | Total           |                 |
|-------|---|------------------|----------------|-------------------------------|-----------------|-----------------|-----------------|
|       |   | Number of cases  | Amount         | Number of cases               | Amount          | Number of cases | Amount          |
| 1.    | Revenue   | 34               | 187.07         | 39                            | 1,011.91        | 73              | 1,198.98        |
| 2.    | Education   | 114              | 137.50         | 79                            | 1,330.77        | 193             | 1,468.27        |
| 3.    | Medical   | 26               | 54.05          | 47                            | 524.98          | 73              | 579.03          |
| 4.    | Public Works  | 06               | 26.46          | 23                            | 482.47          | 29              | 508.93          |
| 5.    | Water Resources                                       | 02               | 0.55           | 02                            | 33.95           | 04              | 34.50           |
| 6.    | Ground Water  | 14               | 32.12          | 02                            | 3.40            | 16              | 35.52           |
| 7.    | Command Area Development, Indira Gandhi Nahar Project | 03               | 6.64           | 01                            | 0.80            | 04              | 7.44            |
| 8.    | Indira Gandhi Nahar Project                           | 08               | 50.40          | 05                            | 69.73           | 13              | 120.13          |
| 9.    | Forest  | 06               | 30.35          | 02                            | 77.32           | 08              | 107.67          |
| 10.   | Public Health Engineering Department                  | 236              | 242.70         | 18                            | 82.41           | 254             | 325.11          |
| 11.   | Others  | 100              | 780.40         | 110                           | 1536.03         | 210             | 2,316.43        |
|       | <b>Total</b>  | <b>549</b>       | <b>1548.24</b> | <b>328</b>                    | <b>5,153.77</b> | <b>877</b>      | <b>6,702.01</b> |

**Source:** Information received from the Departments.

## Appendix 3.6

(Refer Paragraph 3.6; page 102)

### Statement showing the details of non-operation of Personal Deposit Accounts during 2012-17

(₹ in lakh)

| S.No. | Name of the Drawing and Disbursing Officer                             | Balance as on 31.03.2012 | During 2012-17 |         | Balance as on 31.03.2017 |
|-------|--|--------------------------|----------------|---------|--------------------------|
|       |  |                          | Receipt        | Payment |                          |
| 1.    | Project Officer S/C Development Corporation, Bharatpur                 | 0.07                     | NIL            | NIL     | 0.07                     |
| 2.    | Jt. Labour Commissioner, WCC, Bikaner                                  | 11.16                    | NIL            | NIL     | 11.16                    |
| 3.    | Ceramic and Electrical development Committee, Bikaner                  | 230.78                   | NIL            | NIL     | 230.78                   |
| 4.    | New MCA SBBJ, Bundi  | 0.03                     | NIL            | NIL     | 0.03                     |
| 5.    | Chief Planning Officer (CDDF), Chittorgarh                             | 0.01                     | NIL            | NIL     | 0.01                     |
| 6.    | RAJ. SC/ST Finance Development Corporation Ltd., Hanumangarh           | 0.50                     | NIL            | NIL     | 0.50                     |
| 7.    | New MCA OBC, Jaipur (City)   | -*                       | NIL            | NIL     | -*                       |
| 8.    | Supp. ITI, Phagi, Jaipur (Rural)                                       | 0.27                     | NIL            | NIL     | 0.27                     |
| 9.    | Entrepreneurship and Management Development Institute, Jaipur (Sectt.) | 79.09                    | NIL            | NIL     | 79.09                    |
| 10.   | State Pro Dir. DPIP SS, Jaipur (Sectt.)                                | 10.94                    | NIL            | NIL     | 10.94                    |
| 11.   | Dar Samaikaran Kosh, Jaipur (Sectt.)                                   | 1.30                     | NIL            | NIL     | 1.30                     |
| 12.   | The State Institute of Museum and Heritage Studies, Jaipur (Sectt.)    | 1,006.00                 | NIL            | NIL     | 1,006.00                 |
| 13.   | Karshi Upaj Mandi Samiti Sanchore, Jalore                              | 0.15                     | NIL            | NIL     | 0.15                     |
| 14.   | Manager Nagrik Sahkari Bank, Kota                                      | 0.09                     | NIL            | NIL     | 0.09                     |
| 15.   | Exe. Engineer Minor Irrigation, Sirohi                                 | 17.03                    | NIL            | NIL     | 17.03                    |
|       | <b>Grand Total</b>   | <b>1,357.42</b>          |                |         | <b>1,357.42</b>          |

\* only ₹171

### Appendix 3.7

(Refer Paragraph 3.10; page 105)

#### Outstanding Balances under Major Head 8658-Suspense Accounts

(₹ in crore)

| Name of Minor Head                                      | 2014-15              |          | 2015-16              |          | 2016-17             |          |
|---|----------------------|----------|----------------------|----------|---------------------|----------|
|   | Dr                   | Cr       | Dr                   | Cr       | Dr                  | Cr       |
| 101- Pay and Accounts Office- Suspense                  | 47.00                | 1.37     | 42.12                | 0.51     | 61.93               | 0.84     |
| <b>Net</b>  | <b>(Dr) 45.63</b>    |          | <b>(Dr) 41.61</b>    |          | <b>(Dr) 61.09</b>   |          |
| 102- Suspense Account (Civil)                           | 2.26                 | 0.19     | 1.58                 | 42.00    | 1.48                | (-) 0.02 |
| <b>Net</b>  | <b>(Dr) 2.07</b>     |          | <b>(Cr) 40.42</b>    |          | <b>(Dr) 1.50</b>    |          |
| 110- RBI Suspense (AO)                                  | -                    | -        | 0.04                 | (-) 0.02 | ..                  | ..       |
| <b>Net</b>  | <b>-</b>             |          | <b>(Dr) 0.06</b>     |          | <b>..</b>           |          |
| 112- Tax Deducted at Source (TDS) Suspense              | -                    | 39.40    | -                    | 52.48    | ..                  | 26.69    |
| <b>Net</b>  | <b>(Cr) 39.40</b>    |          | <b>(Cr) 52.48</b>    |          | <b>(Cr) 26.69</b>   |          |
| 123- All India Service Officers' Group Insurance Scheme | -                    | 0.17     | -                    | 0.17     | ..                  | 0.17     |
| <b>Net</b>  | <b>(Cr) 0.17</b>     |          | <b>(Cr) 0.17</b>     |          | <b>(Cr) 0.17</b>    |          |
| 129- Material Purchase Settlement Suspense Account      | -                    | (-) 3.13 | -                    | (-) 1.25 | ..                  | (-) 3.16 |
| <b>Net</b>  | <b>(Cr) (-) 3.13</b> |          | <b>(Cr) (-) 1.25</b> |          | <b>(Cr)(-) 3.16</b> |          |
| <b>Net Total</b>  | <b>(Dr) 11.26</b>    |          | <b>(Cr) 50.15</b>    |          | <b>(Dr) 38.89</b>   |          |

Source: Finance Accounts

## Appendix 4.1

### Glossary of Terms

| Terms   | Basis of calculation   |
|---|--|
| Buoyancy of a parameter   | Rate of Growth of the parameter/GSDP Growth Rate   |
| Buoyancy of a parameter (X) with respect to another parameter (Y) | Rate of Growth of parameter (X)/<br>Rate of Growth of parameter (Y)  |
| Rate of Growth  | $[(\text{Current year Amount} / \text{Previous year Amount}) - 1] * 100$   |
| Development Expenditure   | Social Services + Economic Services  |
| Average interest paid by the State                                | $\text{Interest payment} / [(\text{Amount of previous year's Fiscal Liabilities} + \text{Current year's Fiscal Liabilities}) / 2] * 100$   |
| Average interest received on investment of cash balances          | $\text{Interest realised on investment of cash balances} / [(\text{Opening balance} + \text{Closing balance of cash balances investment account}) / 2] * 100$  |
| Interest spread   | GSDP Growth Rate – Average Interest Rate   |
| Quantum spread  | Debt stock * Interest spread   |
| Interest received as <i>per cent</i> to Loans Outstanding         | $\text{Interest Received} [(\text{Opening balance} + \text{Closing balance of Loans and Advances}) / 2] * 100$   |
| Revenue Deficit   | Revenue Receipt – Revenue Expenditure  |
| Fiscal Deficit  | Revenue Expenditure + Capital Expenditure + Net Loans and Advances – Revenue Receipts – Miscellaneous Capital Receipts   |
| Primary Deficit   | Fiscal Deficit – Interest payments   |
| Terms   | Description  |
| Balance from Current Revenue (BCR)                                | Revenue Receipts <b>minus</b> all Plan Grants and Non-Plan Revenue Expenditure excluding expenditure recorded under the Major Head 2048 – Appropriation for reduction of Avoidance of debt.  |
| Appropriation Accounts  | Appropriation Accounts present the total amount of funds (Original and Supplementary) authorised by the Legislative Assembly in the budget grants under each voted grant and charged appropriation <i>vis-à-vis</i> the actual expenditure incurred against each and the unspent provisions or excess under each grant or appropriation. Any expenditure in excess of the grants requires regularisation by the Legislature. |
| Autonomous Bodies   | Autonomous Bodies (usually Registered Societies or Statutory Corporations) are set up whenever it is felt that certain functions need to be discharged outside the governmental set up with some amount of independence and flexibility without day-to-day interference of the Governmental machinery.   |

| Terms                          | Description   |
|--------------------------------|---|
| Committed Expenditure          | The committed expenditure of the State Government on revenue account mainly consists of interest payments, expenditure on salaries and wages, pensions and subsidies on which the present executive has limited control.  |
| State Implementing Agency      | State Implementing Agency includes any Organisation/Institution including Non-Governmental Organisation which is authorised by the State Government to receive the funds from the Government of India for implementing specific programmes in the State, e.g. State Implementation Society for <i>Sarva Shiksha Abhiyan</i> and State Health Mission for National Rural Health Mission, etc.  |
| Contingency Fund               | Legislative Assembly has by law established a Contingency Fund in the nature of an imprest into which is paid from time to time such sums as may be determined by such law, and the said fund is placed at the disposal of the Governor to enable advances to be made by him out of it for the purpose of meeting unforeseen expenditure pending authorisation of such expenditure by Legislative Assembly by law under Article 115 or Article 116 of the Constitution. |
| Consolidated Fund of the State | The fund constituted under Article 266 (1) of the Constitution of India into which all receipts, revenues and loans flow. All expenditure from the Consolidated Fund of the State is by appropriation: voted or charged. It consists of two main divisions namely Revenue Account (Revenue Receipts and Revenue Expenditure) and Capital Account (Public Debt and Loans, etc.).   |
| Contingent Liability           | Contingent liabilities may or may not be incurred by an entity depending on the outcome of a future event such as a court case.   |
| Sinking Fund                   | A Fund into which the government sets aside money over time, in order to retire its debt.   |
| Guarantee Redemption Fund      | Guarantees are liabilities contingent on the Consolidated Fund of the State in case of default by the borrower for whom the guarantee has been extended. As per the terms of the Guarantee Redemption Fund, the State Government is required to contribute an amount equal to at least 1/5 <sup>th</sup> of the outstanding invoked guarantees plus an amount likely to be invoked as a result of the incremental guarantees during the year.                           |
| Internal Debt                  | Internal Debt comprises regular loans from the public in India, also termed 'Debt raised in India'. It is confined to loans credited to the Consolidated Fund.  |
| Primary Revenue Expenditure    | Primary revenue expenditure means revenue expenditure excluding interest payments.  |
| Reappropriation                | Means the transfer of funds from one Primary unit of appropriation to another such unit.  |

| Terms                           | Description   |
|---------------------------------|---|
| Surrenders of unspent provision | Departments of the State Government are to surrender to the Finance Ministry, before the close of the financial year, all the anticipated unspent provisions noticed in the grants or appropriations controlled by them. The Finance Ministry is to communicate the acceptance of such surrenders, as are accepted by them to the Audit Officer and/or the Accounts Officer, as the case may be, before the close of the financial year.  |
| Supplementary Grants            | If the amount authorised by any law made in accordance with the provisions of Article 114 of the Constitution to be expended for a particular service for the current financial year is found to be insufficient for the purpose of that year or when a need has arisen during the current financial year for the supplementary or additional expenditure upon some 'new service' not contemplated in the original budget for that year, Government is to obtain supplementary grants or appropriations in accordance with the provision of Article 115 (1) of the Constitution.  |
| Suspense and Miscellaneous      | Items of receipts and payments which cannot at once be taken to a final head of receipt or charge owing to lack of information as to their nature or for any other reasons, may be held temporarily under the Major Head "8658-Suspense Account" in the Sector "L. Suspense and Miscellaneous" of the Accounts, (Footnotes under the major head in the list of major/minor heads of account may be referred to for further guidance). A service receipt of which full particulars are not given must not be taken to the head "Suspense Account" but should be credited to the minor head "Other Receipts" under the revenue major head to which it appears to belong pending eventual transfer to the credit of the correct head on receipt of detailed particulars. |
| Public Accounts Committee       | A Committee constituted by the Legislative Assembly for the examination of the reports of the Comptroller and Auditor General of India relating to the Appropriation Accounts of the State, the annual financial accounts of the State or such other accounts or financial matters as are laid before it or which the Committee deems necessary to scrutinise.  |

**© COMPTROLLER AND  
AUDITOR GENERAL OF INDIA  
[www.cag.gov.in](http://www.cag.gov.in)**

**<http://agraj.cag.gov.in>**