

PREFACE

1. This Report has been prepared for submission to the Governor under Article 151 of the Constitution.
2. Chapters I and II of this Report contain Audit findings on issues arising from examination of Finance Accounts and Appropriation Accounts respectively of the State Government for the year ended 31 March 2010.
3. Chapter III on 'Financial Reporting' provides an overview and status of the State Government's compliance with various financial rules, procedures and directives issued during the current year.
4. Audit observations on matters arising from performance audit and audit of transactions in various departments, audit of Revenue Receipts and Statutory Corporations, Boards and Government Companies for the year ended 31 March 2010 are included in a separate Report.
5. The audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.

Executive Summary

This Report on the Finances of the Government of Assam is being brought out with a view to assess objectively the financial performance of the State during the year 2009-10. The aim of this Report is to provide the State Government with timely inputs based on actual data so that there is a better insight into both well performing as well as ill performing schemes/programmes of the Government. In order to give a perspective to the analysis, an effort has been made to compare the achievements with the targets envisaged by the State Government in Fiscal Responsibility and Budget Management Act, 2005 as well as in the Budget estimates of 2009-10. A comparison has been made to see whether the State has given adequate fiscal priority to developmental, social sector and capital expenditure compared to other States in the country and whether the expenditure has been effectively absorbed by the intended beneficiaries.

The Comptroller and Auditor General (C&AG) has been commenting upon the Government's finances for over four years since the FRBM legislation and have published four Reports already. Since these comments formed part of the Civil Audit Report, it was felt that the audit findings on State finances remained camouflaged in the large body of audit findings on compliance and performance audits. The obvious fallout of this well-intentioned but all-inclusive reporting was that the financial management portion of these findings did not receive proper attention. In recognition of the need to bring State finances to centre-stage once again, a stand-alone Report on State Government finances is considered an appropriate audit response to this challenge. Accordingly, from the report year 2009 onwards, C&AG had decided to bring out a separate volume titled "Report on State Finances". This Report is the second in this endeavour.

Based on the audited accounts of the Government of Assam for the year ending March 2010, this report provides an analytical review of the Annual Accounts of the State Government. The report is structured in three Chapters.

Chapter I is based on the audit of Finance Accounts and makes an assessment of the Government of Assam's fiscal position as on 31 March 2010. It provides an insight into trends in committed expenditure, borrowing pattern besides a brief account of Central funds transferred directly to the State implementing agencies through off-budget route. Besides, consequent upon the implementation of the State's Pay Revision, there was substantial increase in revenue expenditure by 2009-10, which had a bearing on the fiscal position of the State.

Chapter-II is based on audit of Appropriation Accounts and it gives the 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 Assam Government's compliance with various reporting requirements and financial rules. This chapter also provides details on non-submission of annual accounts and also delay in placement of Separate Audit Reports in the Legislature by the Autonomous Bodies. Besides, the cases of misappropriation and losses that indicate inadequacy of controls in the Government departments are also detailed in this chapter.

The fiscal position of the State viewed in terms of key fiscal parameters – revenue deficit, fiscal deficit, primary deficit etc. indicated that except during 2009-10 the State had maintained revenue, fiscal and primary surplus during the last four years. During the current year, the State had witnessed huge deficit in all the three parameters but managed to minimize holding of large cash surplus.

Revenue Receipts

Revenue receipts grew by 10 *per cent* over the previous year. The increase was mainly contributed by tax revenue 46 *per cent*, non-tax revenue 27 *per cent*, State's share of Union Taxes and Duties eight *per cent* and Grants-in-aid from Government of India (GOI) 19 *per cent*. ***The revenue receipts at ₹19,884 crore is, however, higher by ₹575 crore than the assessment made by the State Government in its Fiscal Correction Path (FCP) (₹19,309 crore), but lower by ₹3,180 crore than the assessment made in FYFP (₹23,064 crore).***

(Para-1.1)

The State Government should mobilize additional resources both through tax and non-tax sources by expanding the tax base and rationalizing the user charges. It should also make efforts to collect revenue arrears. Efforts should also be made to increase tax compliance, reduce tax administration costs, etc. so that deficits are contained. Ensuring that the Government of India releases all grants due to the State by timely action on all conditionalities that are pre-requisite to the release will also increase the total receipts of the State. There is an urgent need to improve collection of tax revenue so that recourse to borrowed funds can be reduced.

Revenue Expenditure

The overall revenue expenditure of the State increased by 101.52 *per cent* from ₹10,536 crore in 2005-06 to ₹21,232 crore in 2009-10 at an annual average rate of 20.30 *per cent* and increased from ₹14,243 crore in 2008-09 to ₹21,232 crore in 2009-10.

(Para-1.5.3)

During 2009-10, though the development expenditure (₹14,953 crore) increased by ₹3,801 crore over the previous year, yet it was much below the Budget Estimate (₹18,847 crore) for 2009-10. The relative share of the revenue developmental expenditure was 51 *per cent* of the total expenditure while this share in respect of

capital development expenditure was only 11 *per cent*. The expenditure pattern of the State, reveals that there is an increasing pressure on revenue expenditure. The expenditure on salaries and wages increased by 40 *per cent* (from ₹5,842 crore in 2008-09 to ₹8,193 crore in 2009-10) against the TFC norms of growth rate of six *per cent*. According to recommendation of the TFC, the State should follow a recruitment and wages policy, in a manner such that the total salary bill relative to revenue expenditure net of interest payments and pensions does not exceed 35 *per cent*. This norm was not followed in the State and the salary and wages expenditure stood at 46.47 *per cent* during 2009-10.

(Paras-1.6.2 and 1.5.4)

Though expenditure incurred under Capital Heads had been increasing over the years, yet the State needs to ensure that outcomes are achieved. A monitoring mechanism should be put in place to ensure effective use of budgetary funds and value for money is channelised in its entirety to the intended beneficiaries. The State should initiate action to restrict the components of non-plan revenue expenditure by phasing out implicit subsidies and resort to need based borrowings to cut down interest and principal payments.

Fiscal Correction Path

During 2009-10, there was a sudden fall in all the three major fiscal indicators *viz.*, revenue, fiscal and primary deficits from surpluses over the previous year mainly due to increase in expenditure both in revenue and capital heads. The State could not achieve the fiscal deficit target of 4 *per cent* of GSDP as prescribed in the AFRBM Act, 2005 for the year 2009-10, which stood at 4.59 *per cent*.

(Para-1.10)

There is a reasonable prospect of returning back to a fiscal correction path if efforts are made to increase tax compliance, collection of revenue arrears and prune unproductive expenditure so that deficits are contained.

Fiscal Priority

The State had attached low fiscal priority towards development expenditure, as the Development Expenditure/Aggregate Expenditure ratio was much lower than the NE State's average in 2005-06 and 2009-2010.

(Para-1.6.1)

The decrease in the ratio of developmental expenditure to aggregate expenditure indicates that State attaches low fiscal priority towards its development. From the point of view of improving developmental expenditure, it is pertinent for Government of Assam to take appropriate expenditure measures and lay emphasis on provision of expending more under social and economic sectors.

Fiscal liabilities

The overall fiscal liabilities of the State increased at an annual average rate of 9.83 *per cent* during 2005-10. The fiscal liabilities of the State Government however, increased by ₹3,231 crore (12.80 *per cent*) from ₹25,234 crore in 2008-09 to ₹28,465 crore in 2009-10. The committed liabilities for the State projected by the TFC was ₹5,610 crore of non-plan revenue expenditure for the year 2009-10. Compared to this, there was an increase of 111 *per cent* in the actual expenditure during 2009-10. During 2009-10, interest receipts, as percentage of outstanding loans and advances was 0.41 whereas interest paid by the Government as percentage to outstanding liabilities was 6.83.

(Paras-1.8.2 and 1.7.3)

Recourse to borrowed funds in future should be carefully assessed and managed so that the recommendations of the 13th Finance Commission to bring Fiscal Liabilities-GSDP ratio to around 25 per cent could be achieved in next five years.

Investment and Returns

The average return on Assam Government's investment in Statutory Corporations, Rural Banks, Joint Stock Companies, Co-operatives and Government Companies varied between 0.70 to 1.21 *per cent* in the past five years whereas its average interest outgo was in the range of 6.76 to 8.18 *per cent*.

(Para-1.7.2)

A performance-based system of accountability should be put in place in the Government Companies/Statutory Corporations so as to derive profitability and improve efficiency in service. The Government should ensure better value for money in investments by identifying the Companies/Corporations which are endowed with low financial but high socio-economic returns and justify the use of high cost borrowed funds for non revenue generating investments through a clear and transparent guideline.

Debt sustainability

The Government of Assam should ideally keep the debt-GSDP ratio stable. Borrowed funds should be used as far as possible only to fund capital expenditure and revenue expenditure should be met from revenue receipts. During 2009-10 fiscal deficit-GSDP ratio deteriorated sharply compared to previous year indicating increase in debt-GSDP ratio. The sum of quantum spread and primary deficit at ₹(-)1,014 crore during 2009-10 against ₹3,989 crore in 2008-09 is an alarming situation to the State Government. The State has also negative resource gap during 2009-10 indicating the beginning of risk of non-sustainability of debt.

(Para-1.9)

The State should make efforts to return to primary and revenue surplus as was the case in the past years. Maintaining a calendar of borrowings to avoid bunching towards the end of the fiscal year will ensure that market borrowings are sourced optimally. A clear understanding of the maturity profile of debt payments will go a long way in prudent debt management.

Financial management and budgetary control: The estimates of receipts and expenditure under Consolidated Fund, Contingency Fund and Public Account are prepared without adequate due diligence in observing prescribed budgetary regulations.

Non-maintenance of budget calendar, poor verification of departmental figures etc., indicates absence of financial control. Besides, failure to exercise control mechanism there were huge excess expenditure over budget provisions, non-utilisation of budget provisions, persistent savings and expenditure without provisions etc. were noticed.

(Para-2.2)

During 2009-10, expenditure of ₹24,968.76 crore was incurred against the total grants and appropriations of ₹37,613.29 crore, resulting in a savings of ₹12,644.53 crore. The overall savings was the net result of saving of ₹12,667.75 crore offset by excess of ₹23.22 crore. The excess requires regularization under Article 205 of the Constitution of India. At the close of the year 2009-10, there were 52 grants/appropriations in which savings of ₹8,743.07 crore (69.14 per cent of the total savings) occurred but no surrenders were made by the concerned departments.

(Paras-2.4 and 2.5.11)

Out of the total provisions amounting to ₹163.35 crore in six schemes, ₹41.03 crore (25 per cent) were surrendered (sum exceeding ₹25 lakh in each case).

(Para-2.5.9)

In seven cases, as against savings of ₹158.79 crore, the amount surrendered was ₹180.50 crore (₹50 lakh or more in each case) resulting in excess surrender of ₹21.71 crore. Injudicious re-appropriation proved excessive or insufficient and resulted in saving/excess of over ₹10 lakh in 14 sub-heads. Rush of expenditure were noticed in respect of 32 major heads, where expenditure exceeding ₹10 crore and also more than 50 per cent of the total expenditure for the year was incurred in March 2010.

(Paras-2.5.8, 2.5.10 and 2.5.12)

Budgetary Controls should be strengthened in all the Government departments where savings/excesses persisted for last three years. Issuance of Re-appropriation/surrender orders at the end of the year should be avoided. A close and rigorous

monitoring mechanism should be put in place by the DDOs to adjust the Abstract Contingent Bills within thirty days from the date of drawal of the amount.

Reconciliation and verification of figures is an important tool. Failure to exercise/adhere to the manualised provisions and executive instructions not only facilitates misclassifications/misbookings of the figures but also frustrates the very objectives of budgetary process.

Government should put in place an effective mechanism to ensure financial discipline and prepare realistic budget.

Finance Department should ensure strict compliance of codal provisions as well as its own instructions to honour Public Finance Accountability norms.

Savings are to be worked out before hand and surrendered before close of the financial year.

Excess expenditure should be brought to the notice of the Finance department in time for its timely regularization.

Financial reporting: State Government's compliance with various rules, procedures and directives was unsatisfactory as is evident from delays in furnishing utilization certificates against the loans and grants from various grantee institutions. Delays also figured in submission of annual accounts by some of the autonomous bodies/authorities. There were instances of losses and misappropriations.

(Paras-3.1 to 3.4)

Government departments should take urgent action for submission of outstanding accounts of the autonomous bodies. Departmental enquiries in misappropriation cases should be expedited to bring the defaulters to book. Internal controls in all the organizations should be strengthened to prevent such cases in future.

Chapter I

Finances of the State Government

Profile of Assam

Assam is a Special Category State and is situated in the North-East region of India bordering seven States *viz.* Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Tripura and West Bengal and two countries *viz.* Bangladesh and Bhutan. With a geographical area of 78,438 sq. kms *i.e.* about 2.4 *per cent* of country's total geographical area, Assam provides shelter to 2.2 *per cent* population of the Country. According to the Census of India, 2001 the population of Assam stands at 2,66,55,528 of which 52 *per cent* are males and 48 *per cent* females. In 2001 Census the density of population of Assam is 340 as against India's density 325. The rural population of the State was 87 *per cent* of the total population as against All India percentage of 72. According to Census 2001, the literacy rate of Assam was 63 *per cent*. Similarly, the infant mortality rate at 64 per 1,000 live births and life expectancy at birth at 58.9 years during 2009-10 is far below the All India Average of 53 per 1,000 live births and 63.5 years respectively. The population growth of NE States in 2009-10 over 2000-01 stood at 11.68 *per cent* while Assam registered population growth of 12.37 *per cent* during the same period (**Appendix-1.1 Part-D**). The estimated per capita income of the State stood at ₹26,274¹ during 2009-10 as per advance estimates of 2009-10 as against ₹24,042² of previous year.

During 2009-10, due to economic slowdown across the country, coupled with implementation of State Pay Commission, Assam had shown signs of financial stress. There has been an increase in the growth rate of GSDP during 2009-10 which stood at ₹88,023 crore (11.03 *per cent*) against ₹79,277 crore (10.68 *per cent*) during 2008-09. The average Compound Annual Growth Rate in respect of GSDP for Assam between 2000-01 and 2008-09 was 11.93 *per cent*, which was however, higher than that of NE State's (11.67 *per cent*). The outstanding fiscal liabilities of the State as a percentage of GSDP showed persistent decline from the peak level of 33 *per cent* in 2005-06 to 30.54 *per cent* in 2007-08 and thereafter increased to 31.83 *per cent* in 2008-09 and further increased to 32.34 *per cent* in 2009-10 (Table 1.29).

The accounts of the State Government are kept in three parts (i) Consolidated Fund, (ii) Contingency Fund and (iii) Public Account (**Appendix 1.1 Part-A**). The annual accounts of the State Government consist of Finance Accounts and Appropriation

¹ The per capita income has been calculated on the basis of current years Net State Domestic Product (NSDP) at current prices with respect to the average of population during 2009 and 2010 projected by Registrar General and Census Commissioner, Government of India.

² The per capita income has been calculated on the basis of previous years NSDP at current prices with respect to the average of population during 2008 and 2009 projected by Registrar General and Census Commissioner, Government of India.

Accounts. The Finance Accounts of the Government of Assam are laid out in nineteen statements, the lay out of which are depicted in **Appendix 1.1 Part-B**. The definitions of some of the selected terms used in assessing the trends and pattern of fiscal aggregates are shown in **Appendix 1.1 Part-C**.

Keeping in view the fiscal targets laid down in the Assam Fiscal Responsibility and Budget Management Act, 2005 (AFRBM) and the rules made there under and the anticipated annual rate of reduction of fiscal deficit of the State worked out by the Government of India (GOI) for the Twelfth Finance Commission (TFC) award period following its recommendation, the State Government developed its Own Fiscal Correction Path (FCP) indicating the milestones of outcome indicators with target dates of implementation during the period from 2005-06 to 2009-10 is placed at **Appendix 1.2**.

This chapter provides a broad perspective of the finances of the Government of Assam during the current year and analyses critical changes in the major fiscal aggregates relative to the previous year keeping in view the overall trends during the last five years.

1.1 Summary of Current Year's Fiscal Transactions

Table 1.1 presents the summary of the State Government's fiscal transactions during the current year (2009-10) *vis-à-vis* the previous year while **Appendix 1.3** provides details of receipts and disbursements as well as overall fiscal position during the current year.

Table 1.1: Summary of Current Year's Fiscal Operations

(₹ in crore)

2008-09	Receipts	2009-10	2008-09	Disbursements	2009-10		
1	2	3	4	5	6		
Section-A: Revenue							
					Non-Plan	Plan	Total
18,077.04	Revenue receipts	19,884.49	14,243.33	Revenue expenditure	17,063.29	4,168.91	21,232.20
4,150.21 (a)	Tax revenue	4,986.72 (a)	5,365.82	General services	8,334.69	44.88	8,379.57
2,271.90	Non-tax revenue	2,752.95	5,844.36	Social Services	6,324.69	2,218.52	8,543.21
5,189.89 (b)	Share of Union Taxes/Duties	5,339.53 (b)	2,885.64	Economic Services	1,854.01	1,905.51	3,759.52
6,465.04	Grants from Government of India	6,805.29	147.51	Grants-in-aid/Contributions	549.90	-	549.90
Section-B: Capital							
-	Miscellaneous Capital Receipts	-	2,373.01	Capital Outlay	80.37	2,548.98	2,629.35

1	2	3	4	5	6		
34.82	Recoveries including write off of Loans and Advances ³	32.87	88.74	Loans and Advances disbursed	2.24	96.99	99.23
2,877.51	Public Debt receipts ⁴	2,190.28	780.80	Repayment of Public Debt ⁴	-	-	1,007.56
-	Contingency Fund	-	-	Contingency Fund			-
7,793.70	Public Account receipts	10,629.86	7,214.43	Public Account disbursement			9,027.20
-	Closing overdraft from Reserve Bank of India	-	-	Opening overdraft from Reserve Bank of India			-
3,959.08	Opening Balance	8,041.84	8,041.84	Closing Balance			6,783.80
32,742.15	Total	40,779.34	32,742.15	Total			40,779.34

- (a) Excluding share of net proceeds of taxes and duties assigned to State.
(b) Share of net proceeds assigned to State.

Following are the significant changes during 2009-10 over the previous year:

- Revenue receipts grew by ₹1,807 crore (10 per cent) over the previous year. The increase was mainly contributed by tax revenue ₹837 crore (46 per cent), non-tax revenue ₹481 crore (27 per cent), State's share of Union Taxes and Duties ₹149 crore (eight per cent) and Grants-in-aid from Government of India (GOI) ₹340 crore (19 per cent). **The revenue receipts at ₹19,884 crore is, however, higher by ₹575 crore than the assessment made by the State Government in its Fiscal Correction Path (FCP)⁵ (₹19,309 crore), but lower by ₹3,180 crore than the assessment made in Five Year Fiscal Plan (FYFP)⁶ (₹23,064 crore).**
- The increase of 20 per cent (₹837 crore) in tax revenue in 2009-10 was mainly on account of increase of (a) taxes on Agricultural income by ₹60 crore (333 per cent) due to increase in collection of taxes, (b) taxes on Sales Tax, Trade etc by ₹424 crore (14 per cent) due to increase in collection of Trade tax, (c) State Excise by ₹40 crore (20 per cent) due to increase in collection of tax under Country fermented liquors and Foreign liquors and spirits and (d) taxes on goods and passengers by ₹261 crore (92 per cent) due to introduction of Assam Entry Tax Act, 2008 with effect from 1 June 2008 to levy tax on entry of certain specified goods. **The tax revenue as a percentage of GSDP (5.67 per cent) was less than the projections made by the State Government in its FCP (7.96 per cent) but higher than the projections of FYFP (4.56 per cent).**

³ Recoveries of loans and advances includes Write off of loans and advances: ₹0.05 crore.

⁴ Includes net transactions under ways and means advances and overdraft.

⁵ FCP: Fiscal Correction Path was developed by the State Government in April 2005 indicating therein the milestones of outcome indicates with target dates of implementation during 2005-06 to 2009-10.

⁶ FYFP: As required under Section 3 of the Act, the State Government laid before the State Legislative Assembly a five year rolling Fiscal Plan alongwith Annual Financial Statement showing therein the relevant fiscal indicators and future prospects for growth.

- The increase in non-tax revenue of the State by ₹481 crore (21 per cent) over the previous year was mainly due to increase in receipts under petroleum concession fees and royalties and increase in realization of interest on investment of cash balances. ***The non-tax revenue of the Government significantly exceeded the FCP (₹1,702 crore) of the Government by 62 per cent and the projections of the State Government in its FYFP (₹2,044 crore) by 35 per cent.***
- Increase in Grants-in-aid from Government of India by ₹340 crore (5 per cent) was on account of more receipts under ‘Non-Plan Grants’ and ‘Grants for Centrally Sponsored Schemes’.
- Revenue expenditure increased by ₹6,989 crore (49 per cent) over the previous year. While 15 per cent (₹1,059 crore) of the increase was under plan heads the remaining 85 per cent (₹5,930 crore) was under non-plan heads. The major heads that registered increases include Pensions and Miscellaneous General Services by 121 per cent (₹1,744 crore), Education, Sports, Art and Culture by 34 per cent (₹1,148 crore), Administrative Services by 54 per cent (₹1,019 crore) and Social Welfare and Nutrition by 108 per cent (₹744 crore).
- Recoveries of Loans and Advances decreased by six per cent (₹ two crore). The major decline in the recoveries was from the power sector (₹ three crore).
- Public Debt Receipts decreased by 24 per cent (₹688 crore) while Public Debt Repayments increased by 29 per cent (₹227 crore) resulting in net decrease of ₹915 crore in Public Debt Receipts.
- Public Account Receipts and Disbursements increased by 36 per cent (₹2,836 crore) and 25 per cent (₹1,813 crore) over the previous year. Thus, net receipts increased during the year by ₹1,023 crore.
- Total inflow during 2009-10 was ₹32,737 crore against ₹28,784 crore in 2008-09 while total outflow during 2009-10 was ₹33,995 crore as against ₹24,700 crore in 2008-09 registering an increase of 13.73 per cent and 37.63 per cent leading to decline in the cash balances of the State by ₹1,258 crore (16 per cent) over the previous year. The decrease was mainly due to decrease in deposit with Reserve Bank of India (₹573 crore), Cash Balance Investment (₹684 crore) and departmental cash balances including permanent advances (₹ one crore).

1.2 Assam Fiscal Responsibility and Budget Management Act, 2005

According to Assam Fiscal Responsibility and Budget Management (AFRBM) Act, 2005 the State Government was to eliminate revenue deficit by the end of 2008-09 and reduce the fiscal deficit to 3.5 per cent of the estimated Gross State Domestic

Product (GSDP) by 2009-10⁷. Further, the Act envisaged to cap State Government guarantees at any point of time to 50 *per cent* of the State's own tax and non-tax revenue of the second preceding year, as reflected in the books of accounts as maintained by the Accountant General.

The performance of the State during 2009-10 in terms of key fiscal targets set for selected variables laid down in AFRBM Act, 2005 *vis-à-vis* achievements are given in **Table-1.2**.

Table-1.2: Trends in major fiscal parameters/variables *vis-à-vis* projections for 2009-10

(₹ in crore)

Fiscal variables	2009-10			
	Targets as per prescribed in FRBM Act	Projections made in		Actual
		Fiscal Correction Path	Five Year Fiscal plan Statement	
Revenue Deficit (₹ in crore)	0.0 (By 31.3.2009)	(+) 1,657	(-) 305	(-) 1,348
Fiscal Deficit (₹ in crore)	-	(-) 1,541	(-) 2,972	(-) 4,043
Fiscal Deficit/GSDP (<i>per cent</i>)	3.5 <i>per cent</i> of GSDP (By 31.3.2010)	2.41	3.37	4.59
Salary as percentage of State's Own Resources and devolution from GOI except Plan Grants	60 <i>per cent</i> (By 31.3.2010)	57	88	56
Ratio of the Total Debt Stock including Government Guarantees to GSDP of the previous year	45 <i>per cent</i> (By 31.3.2010)	44	32	30
Ratio of State Guarantees to State's Own Resources of second preceding year	50 <i>per cent</i>	18	13	5

The above table indicates that the State has achieved the FRBM targets⁸, prescribed in the Act except containing Fiscal Deficit-GSDP ratio. Although the Central Government allowed the State Government to raise additional market borrowings to the extent of 0.5 *per cent* of GSDP for undertaking capital investment thereby permitting the Fiscal Deficit-GSDP ratio to the level of 4 *per cent* but the State had exceeded this limit during 2009-10⁹. The State Government has to initiate requisite measures to contain the Fiscal Deficit-GSDP ratio within the permissible limit.

⁷ Although the GOI had permitted the State Government to borrow upto four *per cent* of GSDP during 2009-10 but the State Government had not amended the AFRBM Act to avail the benefit of 0.5 *per cent* of GSDP as of March 2010.

⁸ Revenue Deficit was to be eliminated by 31 March 2009 and the State Government had achieved the target within the stipulated date.

⁹ Failure to contain Fiscal Deficit – GSDP ratio within the permissible limit of four *per cent* the State would loss the debt relief of ₹105.41 crore for 2009-10.

The increase in fiscal deficit-GSDP ratio during 2009-10 is fraught with the chances of being dependent on further market borrowings in order to minimize fiscal deficit. **The State Government should increase revenue receipts by initiating measures like reduction of cost recovery (Para 1.4.3) and collection of arrears of revenue and (Para 1.4.6) to bridge the growing gap.**

As a result of Debt Consolidation under 'Debt Consolidation and Relief Facility (DCRF)¹⁰ Scheme', the State had received debt relief of ₹316.23 crore and interest relief of ₹153.87 crore during the award period of TFC. The State had also received ₹316.23 crore as debt waiver from Government of India during the period from 2005-06 to 2009-10.

1.2.1 Budget Analysis

The budget papers presented by State Government provide descriptions of projections or estimations of revenue and expenditure for a particular fiscal year. The importance of accuracy in the estimation of revenue and expenditure is widely accepted in the context of effective implementation of fiscal policies for overall economic management. Several reasons may account for the deviation of the actual realization from the budget estimates. It may be because of unanticipated and unforeseen events or under or over estimation of expenditure or revenue at the budget stage etc. Actual realization of revenue and its disbursement however depends on a variety of factors, some internal and others external. **Table 1.3** presents the consolidated picture of State Finances during 2008-09 (Accounts), 2009-10-budget estimates (BE), 2009-10 revised estimates (RE) and 2009-10 (Accounts).

Table 1.3: Variation in Major items - 2009-10 (Accounts) over 2009-10 Budget Estimates & Revised Estimates and 2008-09 (Accounts)

(₹ in crore)

Parameters	2008-09	2009-10		
	Actual	Budget Estimates	Revised Estimates	Actual
Tax Revenue	4,150	4,028	4,333	4,987
Non-Tax Revenue	2,272	2,044	2,900	2,753
Revenue Receipts	18,077	23,064	24,485	19,884
Non-debt Capital Receipts	35	48	40	33
Revenue Expenditure	14,243	29,270	29,816	21,232
Interest Payments	1,593	2,108	2,134	1,833
Capital Expenditure	2,373	4,625	4,716	2,629
Disbursement of Loans & Advances	89	81	82	99
Revenue Deficit/Surplus	(+) 3,834	(-) 6,206	(-) 5,331	(-) 1,348
Fiscal Deficit/Surplus	(+) 1,407	(-) 10,864	(-) 10,089	(-) 4,043
Primary Deficit/Surplus	(+) 3,000	(-) 8,756	(-) 7,955	(-) 2,210

¹⁰ DCRF: In pursuance of the recommendations of the Twelfth Finance Commission (TFC) for fiscal consolidation and elimination of revenue deficit of the States, Government of India formulated a scheme "The State Debt Consolidation and Relief Facility (DCRF) (2005-06 to 2009-10)" under which general debt relief is provided by consolidating and rescheduling at substantially reduced rates of interest the Central loans granted to States on enacting the FRBM Act and debt waiver is granted based on fiscal performance, linked to the reduction of revenue deficits of States.

- During 2009-10, the actual revenue receipts fell short of the budget estimates by 13.78 *per cent* while actual revenue expenditure declined by 27.46 *per cent* over budget estimate resulting in decrease in revenue deficit.
- During the current year the tax revenue of the State increased by 20.17 *per cent* (₹837 crore) over the previous year. The actual collection of tax revenue during the year also increased by 23.81 *per cent* (₹959 crore) over the budget estimate for the year mainly due to increased collection under taxes on sales, trade etc. by over 22 *per cent*. The revenue from sales tax, trade etc. contributed the major share of tax revenue (71 *per cent*) and it increased by 13.63 *per cent* over the previous year. Taxes on agricultural income, taxes and duties on electricity and taxes on goods and passengers were the other major contributors in the State's tax revenue.
- The increase in non-tax revenue was due to increase in receipts under petroleum concession fees and royalties. The trends in interest receipts, dividends and profits reveal significant improvement during 2009-10 compared to 2005-06 mainly because of increase in realization of interest on investment of cash balances.
- The increase in Central Tax Transfer was mainly due to increase in Corporation tax (₹495 crore), and Taxes on income other than Corporation tax (₹155 crore) partly offset by decrease in Customs (₹245 crore) and Union Excise Duties (₹263 crore).
- The increase of ₹340 crore in grants-in-aid during 2009-10 over the previous year was mainly due to increase in Non-plan grants (₹572 crore) and grants for Centrally Sponsored Schemes (₹39 crore) which was however, partially off set by decrease in grants for State Plan Schemes (₹196 crore) and grants for Special Plan Schemes (₹60 crore).
- The increase in revenue expenditure during the current year was the combined effect of more expenditure under general services by 56.17 *per cent* (₹3,014 crore), social services by 46.18 *per cent* (₹2,699 crore), economic services by 30.28 *per cent* (873 crore) and grants-in-aid contributions by 274.15 *per cent* (₹403 crore) over the previous year.
- The increases in revenue expenditure under social services were under Education, Sports, Art and Culture by 33.97 *per cent* (₹1,148 crore), Health and Family Welfare by 64.40 *per cent* (₹586 crore), Water Supply, Sanitation, Housing and Urban Development by 28.76 *per cent* (₹130 crore), Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes by 12.43 *per cent* (₹42 crore), Labour and Labour Welfare by 106.82 *per cent* (₹47 crore) and Social Welfare and Nutrition by 108.30 *per cent* (₹744 crore).

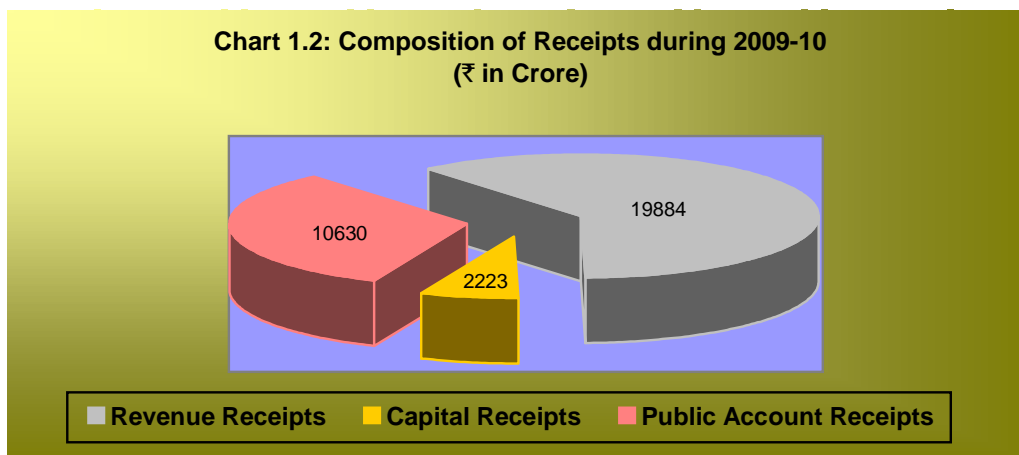
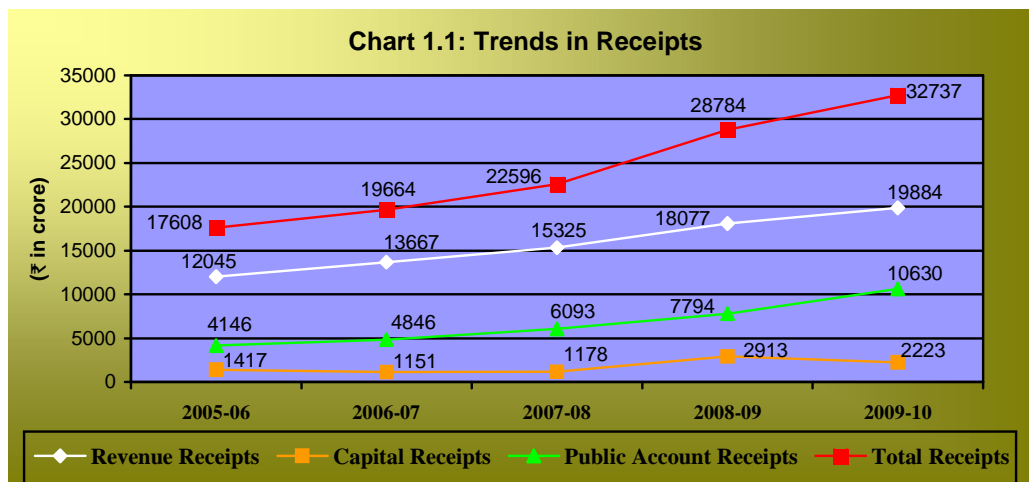
- Similarly, the significant increases under economic services were under Agriculture and Allied Activities by 30.32 *per cent* (₹272 crore), Rural Development by 20.80 *per cent* (₹140 crore), Special Areas Programmes by 99.06 *per cent* (₹105 crore), Transport by 26.34 *per cent* (₹118 crore) and General Economic Services by 38.06 *per cent* (₹94 crore).
- Significant increases in expenditure under general services were mainly under Administrative Services by 54.08 *per cent* (₹1,020 crore), Pensions and Miscellaneous General Services by 121.28 *per cent* (₹1,744 crore), Interest Payment and servicing of debt by 14.11 *per cent* (₹240 crore) and Fiscal Services by 21.47 *per cent* (₹35 crore).
- The capital expenditure *vis-à-vis* budget estimate was less by 43.16 *per cent* (₹1,996 crore). The capital expenditure of the State grew by ₹256 crore over the previous year. The increase in capital expenditure of ₹256 crore (10.79 *per cent*) during 2009-10 over the previous year was the net result of increase in General Services by 105.15 *per cent* (₹38.35 crore) and Economic Services by 14.28 *per cent* (₹262.76 crore) set off by a decrease in Social Services by nine *per cent* (₹44.77 crore).
- Actual fiscal deficit fell short of the assessment made in the budget estimate by 62.79 *per cent* (₹6,821 crore) and revised estimate by 59.93 *per cent* (₹6,046 crore) mainly due to decrease in revenue expenditure and capital expenditure. Decrease in fiscal deficit together with decrease in interest payment of ₹301 crore (revised estimate) led to decrease in primary deficit by 72.22 *per cent* (₹5,745 crore) than the assessment made in revised estimate.

The above table also indicates that at the consolidated level, the State witnessed a marked improvement in key deficit indicators when the revised estimates of 2009-10 translated into accounts. An improvement in the fiscal situation in recent years (2005-06 to 2008-09) was achieved by the State by pursuing the fiscal correction and consolidation process under a rule based fiscal framework coupled with larger devolution and transfer by the Twelfth Finance Commission through shareable Central Taxes and Grants-in-aid. Consequent upon these developments, the State achieved surplus during the period from 2005-06 to 2008-09. However, in 2009-10, it has turned into fiscal deficit of ₹4,043 crore. Thus, due to moderation in economic growth during 2009-10, the revenue buoyancy suffered a set back and aggregate expenditure shot up. The deterioration in the revenue account of the State Government during 2009-10 (BE), 2009-10 (RE) as well as actual receipt and expenditure during 2009-10 reflect the combined impact of sluggishness on (i) Administrative Services (ii) pensions and (iii) interest payments. Re-emergence of revenue and fiscal deficit after four years indicate that borrowed resources would be used for current expenditure rather than capital expenditure during 2009-10.

1.3 Resources of the State

1.3.1 Resources of the State as per Annual Finance Accounts

Table-1.1 presents the receipts and disbursements of the State during the current year as recorded in its Annual Finance Accounts¹¹ while **Chart 1.1** and **Table 1.4** depicts the trends in various components of the receipts of the State during 2005-10. **Chart 1.2** depicts the composition of resources of the State during the current year.



¹¹ Revenue and capital are the two streams of receipts that constitute the resources of the State Government. Revenue receipts consist of tax revenues, non-tax revenues, State's share of union taxes and duties and grants-in-aid from the GOI. Capital receipts comprise miscellaneous capital receipts such as proceeds from disinvestments, recoveries of loans and advances, debt receipts from internal sources (market loans, borrowings from financial institutions/commercial banks) and loans and advances from the GOI as well as accruals from Public Account.

Table 1.4: Trends in growth and composition of receipts

(₹ in crore)

	Sources of State's Receipts	2005-06	2006-07	2007-08	2008-09	2009-10
I	Revenue Receipts	12,045	13,667	15,325	18,077	19,884
II	Capital Receipts (CR)	1,417	1,151	1,178	2,913	2,223
	Miscellaneous Capital Receipts	-	-	-	-	-
	Recovery of Loans and Advances	38	35	40	35	33
	Public Debt Receipts	1,379	1,116	1,138	2,878	2,190
	Rate of growth of debt capital receipts	(-) 57.05	(-) 19.07	1.97	152.90	(-) 23.91
	Rate of growth of non-debt capital receipts	(-) 97.26	(-) 7.89	14.29	(-) 12.50	(-) 5.71
	Rate of growth of GSDP	9.25	11.44	11.17	10.68	11.03
	Rate of growth of CR (per cent)	(-) 69.20	(-) 18.77	2.34	147.28	(-) 23.69
III	Contingency Fund	-	-	-	-	-
IV	Public Account Receipts	4,146	4,846	6,093	7,794	10,630
	a. Small Savings, Provident Fund etc.	617	566	608	628	755
	b. Reserve Fund	149	370	506	318	733
	c. Deposits and Advances	1,637	2,150	2,739	3,852	5,580
	d. Suspense and Miscellaneous	(-) 155	(-) 158	(-) 3	87	(-) 136
	e. Remittances	1,898	1,918	2,243	2,909	3,698
	Total Receipts	17,608	19,664	22,596	28,784	32,737

The total receipts of the State Government for 2009-10 was ₹32,737 crore, of which ₹19,884 crore (61 per cent) came from revenue receipts and balance (39 per cent) came from borrowings and Public Account. The total receipts of the State increased by 86 per cent from ₹17,608 crore in 2005-06 to ₹32,737 crore in 2009-10. The share of revenue receipts in total receipts of the State decreased from 68 per cent (₹12,045 crore) in 2005-06 to 61 per cent (₹19,884 crore) in 2009-10 due to decrease in receipt in tax revenue and grants-in-aid from GOI. On the other hand, the Capital receipts together with Public Account ranged between 30 and 39 per cent of total receipts during 2005-10.

Revenue receipts increased steadily by 65 per cent from ₹12,045 crore in 2005-06 to ₹19,884 crore in 2009-10, whereas the debt capital receipts which create future repayment obligation decreased from ₹1,417 crore (8 per cent of total receipts) in 2005-06 to ₹2,223 crore (7 per cent of total receipts) in 2009-10. The Public Account receipts increased steadily from ₹4,146 crore (24 per cent of total receipts) in 2005-06 to ₹10,630 crore (32 per cent of total receipts) in 2009-10.

The rate of growth of debt capital receipts decreased from 152.90 per cent in 2008-09 to (-) 23.91 per cent in 2009-10 while the ratio of growth of non-debt capital receipts increased from (-) 12.50 per cent in 2008-09 to (-) 5.71 per cent in 2009-10.

The rate of growth of debt capital receipts increased from (-) 57.05 per cent in 2005-06 to (-) 23.91 per cent in 2009-10 while the rate of growth of GSDP increased from 9.25 per cent in 2005-06 to 11.03 per cent in 2009-10.

The rate of growth of non-debt capital receipts increased from (-) 97.26 per cent in 2005-06 to (-) 5.71 per cent in 2009-10.

1.3.2 Funds Transferred to State Implementing Agencies outside the State Budgets

The Central Government has been transferring a sizeable quantum of funds directly to the State Implementing Agencies¹² for the implementation of various schemes/programmes in social and economic sectors critical for the human and social development of population. During 2009-10, the Government of India has transferred an approximate amount of ₹5,079.29 crore directly to the Implementing Agencies (detailed in *Appendix 1.4*). Significant amounts released for major programmes/schemes are detailed in **Table 1.5**.

Table-1.5: Funds transferred directly to State Implementing Agencies

Programme/Scheme	Implementing Agency in the State	₹ in crore)
		Funds transferred by the GOI during 2009-10
MPs Local Area Development Scheme	Deputy Commissioners	37.00
National Rural Health Mission (NRHM) (Centrally Sponsored)	State Health Society, Assam	702.09
Pradhan Mantri Gram Sadak Yojana (PMGSY)	Assam State Road Board, Guwahati	700.00
Research and Development Department of Biotechnology	Assam Agricultural University, Jorhat; Indian Institute of Technology, Guwahati; Tezpur University, Tezpur; B.Barooah Cancer Institute, Guwahati; Gauhati University, Guwahati; Rain Forest Research Institute, Jorhat, Assam etc.	39.36
Integrated Watershed Management Programme (IWMP)	State Level Nodal Agencies, Assam and DRDA	21.52
Sarva Siksha Abhiyan (SSA)	Assam Sarva Siksha Abhiyan Mission	474.80
Rural Housing (IAY)	DRDAs	666.51
National Rural Employment Guarantee Scheme (NREGS)	DRDAs	778.89
Indian Institute of Technology	Indian Institute of Technology, Assam, Guwahati	54.60
Redevelopment of Hospitals/Institutions	Lokopriya Gopinath Bordoloi Regional Institute of Mental Health, Tezpur	36.00
National Food Security Mission	Assam Small Farmers Agri-Business Consortium	36.16
Transport Subsidy Scheme	North Eastern Development Finance Corporation Ltd.	379.05
National Institute of Technology (NIT)	National Institute of Technology, Silchar, Assam	37.00
Swarnajayanti Gram Swarazgar Yojana (SGSY)	DRDAs	177.34
Central Rural Sanitation Scheme	State Water & Sanitation Mission, Assam; DRDA Kokrajhar, Assam	67.30
Assam Gas Cracker Project	Brahmaputra Crackers & Polymer Ltd.	316.31
Accelerated Rural Water Supply Scheme	State Water & Sanitation Mission, Assam	231.77
DRDA Administration	DRDAs	19.85

¹² State Implementing Agencies include Organisation/Institution including Non-Government Organisation which is authorized by the State Government to receive the funds from the Government of India for implementing specific programmes in the State e.g., State Health Society for NRHM and State Implementing Society for SSA etc.

Total	4,775.55
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Source: 'Central Plan Scheme Monitoring System' portal in Controller General of Accounts' website

Table 1.5 shows that an amount of ₹4,775.55 crore (94.02 per cent of the total funds transferred) was given for (i) National Rural Employment Guarantee Scheme (NREGS) (15.33 per cent), (ii) National Rural Health Mission (NRHM) (13.82 per cent), (iii) Pradhan Mantri Gram Sadak Yojana (PMGSY) (13.78 per cent) and (iv) Rural Housing (Indira Awaas Yojana) (13.12 per cent) during 2009-10. With the transfer of an approximate amount of ₹5,079.29 crore directly by GOI to the State Implementing Agencies, the total availability of State resources during 2009-10 had increased from ₹32,737 crore to ₹37,816 crore. It is evident from the above fact that there is no singly agency monitoring the funds directly transferred by the GOI and there is no readily available data on how much is actually spent in any particular year on major flagship schemes and other important schemes which are being implemented by the State Implementing Agencies and funded directly by the GOI and therefore, utilization of these funds remain to be verified by Audit to establish accountability of the State Government for these funds.

An analysis on how these funds are being transferred and utilized for the purposes for which they are sanctioned, is carried out based on the data/information obtained from two units viz. National Rural Health Mission (NRHM) and Sarva Siksha Abhiyan (SSA) which revealed the following:

- **National Rural Health Mission (NRHM)**

The State Health Society is registered under the Societies Registration Act, 1860. The activities of the NRH Mission in the State are carried out through the Society headed by the Mission Director, NRHM, Assam at the State level.

Records of the Society disclosed that during 2009-10, ₹615 crore was received by the Society from GOI for implementation of various programmes under NRHM against ₹702.09 crore actually released during the year 2009-10. Programme-wise details of receipt and expenditure are given below:

Table 1.6: Scheme-wise receipt and expenditure under NRHM for the year 2009-10

(₹ in crore)

Name of the Implementing Agency	Name of the Scheme/Programme	Amount released by GOI during 2009-10	Amount received by the Implementing Agency from GOI	Expenditure incurred during the year
State Health Society	(i) Reproductive and Child Health Flexible Pool	314.65	227.56	183.83
	(ii) NRHM Flexible Pool	363.92	363.92	419.04
	(iii) Routine Immunization	12.85	12.85	8.93
	(iv) Integrated Pulse Polio Immunization	10.67	10.67	10.67
Total		702.09	615.00	622.47

Source: As per information furnished by the Mission Director, NRHM, Assam

During 2009-10, the State Health Society received ₹615 crore against GOI release of ₹702.09 crore. The reason for non-receipt of balance amount of ₹87.09 crore from GOI was neither on record nor stated.

It was observed that the State Health Society incurred expenditure (**Table 1.6**) of ₹622.47 crore on the various components under NRHM during 2009-10. The excess of ₹7.47 crore was met from the unutilized funds of the previous years and State share for NRHM. However, the Utilisation Certificates (UCs) to the Ministry/GOI for ₹622.47 crore for the year 2009-10 has not been submitted (August 2010).

The Society stated (August 2010) that the Utilisation Certificates for the year 2009-10 would be furnished after completion of Statutory Audit.

- **Sarva Siksha Abhiyan (SSA)**

The SSA programme is implemented by the State Implementing Society headed by the Mission Director, Assam Sarva Siksha Abhiyan Mission, Assam.

The **Table 1.7** below shows the component-wise funds received *vis-à-vis* releases under SSA Programme during 2009-10:

Table 1.7: Status of funds received *vis-à-vis* releases during 2009-10 under SSA

(₹ in crore)

Name of the Scheme	Fund Released			Fund Received by the Director			Expenditure incurred
	Central	State	Total	Central	State	Total	
Sarva Siksha Abhiyan	474.80	66.37	541.17	474.80	66.37	541.17	481.82
National Programme of Education for Girls at Elementary Level (NPEGEL)							0.36
Kasturba Gandhi Balika Vidyalaya* (KGBV)							7.62
Total	474.80	66.37	541.17	474.80	66.37	541.17	489.80

Source: As per information furnished by the Mission Director, SSA

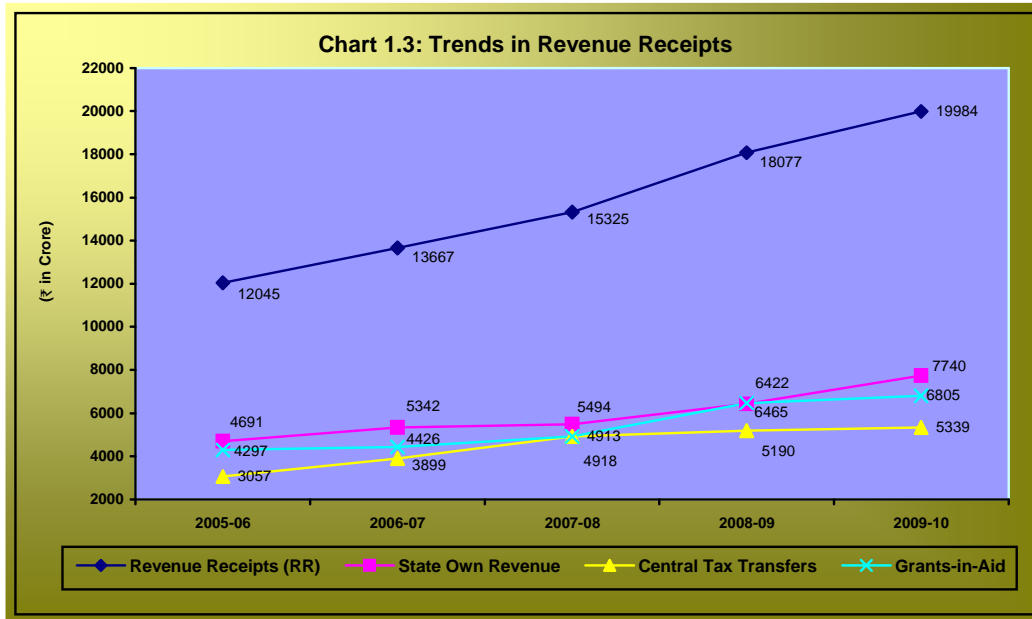
*During the year 2009-10, GOI had released share for Kasturba Gandhi Balika Vidyalaya (KGBV) along with SSA.

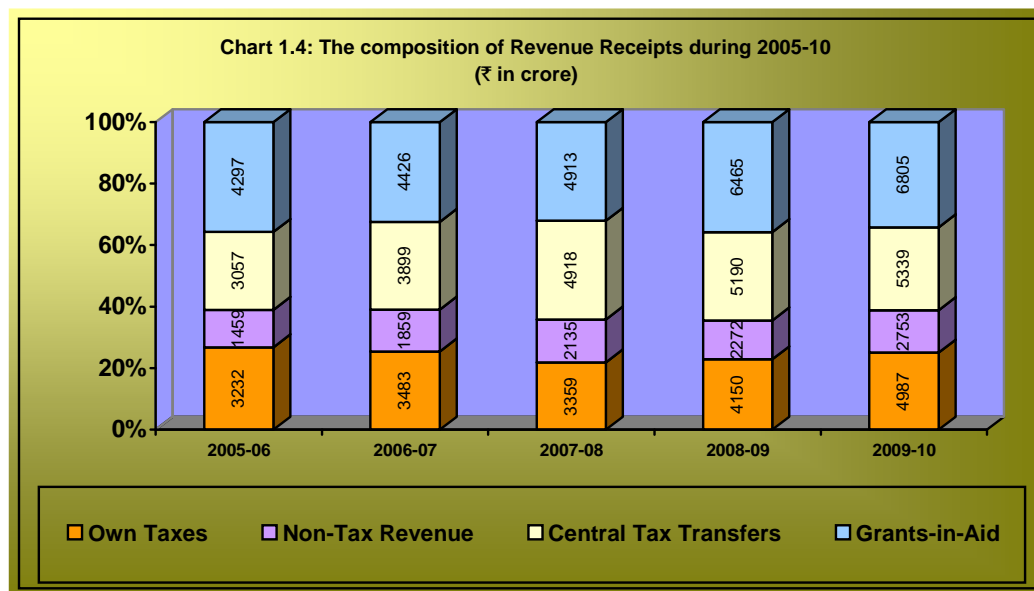
During 2009-10, Government of India (GOI) released ₹474.80 crore for implementation of various programmes under SSA in the State and the State Implementing Society received the same amount. The Society utilized ₹489.80 crore

(SSA: ₹481.82 crore; NPEGEL: ₹0.36 crore and KGBV: ₹7.62 crore) during 2009-10 but the information regarding submission of Utilization Certificates of the fund received from the Ministry of Human Resource Development is yet to be furnished (September 2010) by the Mission Director, SSA. Moreover, the information regarding utilization of balance fund of ₹51.37 crore (₹541.17 crore - ₹489.80 crore) was also could not be furnished by the Mission Director, SSA.

1.4 Revenue Receipts

Statement-11 of the Finance Accounts details the revenue receipts of the Government. The revenue receipts consist of its own tax and non-tax revenues, central tax transfers and grants-in-aid from the GOI. The trends and composition of revenue receipts over the period 2005-10 are presented in *Appendix 1.5* and also depicted in **Chart 1.3** and **1.4** respectively.





1.4.1 General Trends

- The revenue receipts of the State grew by ₹1,807 crore over the previous year. The growth was subdued at 10 *per cent* as against the average annual growth of 13 *per cent* during 2005-10. The sluggish growth in revenue receipts was due to the overall slowdown in the economy which impacted the State's own taxes and also the State's share of Union taxes and duties.
- About 39 *per cent* of the revenue receipts during 2009-10 have come from State's own resources while central tax transfers and grants-in-aid together contributed 61 *per cent*.
- The increase of ₹1,807 crore in revenue receipts (10 *per cent*) did not keep pace with the increase of ₹6,989 crore in revenue expenditure (49.07 *per cent*).
- Tax revenue constituted 25.08 *per cent* of the total revenue receipts and increased by ₹837 crore during 2009-10 recording a growth rate of 20.17 *per cent* over the previous year. The percentage of tax revenue to total revenue receipts ranged between 21.92 and 26.83 *per cent* during 2005-10.
- Non-tax revenue receipts constituted 13.85 *per cent* of the total revenue receipts and increased by ₹481 crore recording a growth rate of 21.17 *per cent* over the previous year. Non-tax revenue as a percentage of revenue receipts ranged between 12.11 and 13.93 *per cent* during 2005-10.
- Non-tax revenue during 2009-10 included ₹211 crore received as debt waiver from Government of India.

The trends in revenue receipts relative to GSDP are presented in **Table 1.8**.

Table 1.8: Trends in Revenue Receipts relative to GSDP

	2005-06	2006-07	2007-08	2008-09	2009-10
Revenue Receipts (RR) (₹ in crore)	12,045	13,667	15,325	18,077	19,884
Rate of growth of RR (<i>per cent</i>)	21.21	13.46	12.13	17.96	10.00
Rate of growth of Own Taxes (<i>per cent</i>)	19.13	7.77	(-) 3.56	23.55	20.17
RR/GSDP (<i>per cent</i>)	20.83	21.29	21.40	22.80	22.59
Buoyancy Ratios¹³					
Revenue Buoyancy w.r.t GSDP	2.29	1.18	1.09	1.68	0.91
State's Own Tax Buoyancy w.r.t GSDP	2.07	0.68	(-) 0.32	2.21	1.83
Gross State Domestic Product (₹ in crore)	57,817	64,429	71,625	79,277	88,023
Rate of growth of GSDP	9.25	11.44	11.17	10.68	11.03

- The GSDP at current prices was estimated to increase from ₹79,277 crore in 2008-09 to ₹88,023 crore in 2009-10, representing an increase of 11.03 *per cent*. However, the rate of growth of revenue receipts showed a declining trend despite the increase in GSDP, indicating that the State's aim to widen the tax base and augment revenue could not be achieved during this year.
- Revenue buoyancy with reference to GSDP and State own tax buoyancy with respect to GSDP comedown during the current year. Ideally growth rate of revenue should be higher than GSDP growth rate so that over time the budget can be better balanced. If the State's own taxes are buoyant, than the Government will be in a better position to plan expenditure and improve welfare of the people.

1.4.2 State's Own Resources

As the State's share in central taxes and grants-in-aid are determined on the basis of recommendations of the Finance Commission, collection of central tax receipts and central assistance for plan schemes etc, the State's performance in mobilization of additional resources should be assessed in terms of its own resources comprising revenue from its own tax and non-tax sources. The gross collection in respect of major taxes and non-tax revenue and their percentage and also expenditure during 2005-10 is presented in *Appendix 1.5. Appendix 1.6 (A) & (B)* also presents the component-wise tax and non-tax revenue for the years 2005-10.

The tax revenue of the State increased from ₹3,232 crore in 2005-06 to ₹4,987 crore in 2009-10 at an annual average rate of 10.86 *per cent*. While the non-tax revenue (NTR), which constituted 13.85 *per cent* of the total revenue receipts, increased by

¹³Buoyancy ratio indicates the elasticity or degree of responsiveness of a fiscal variable with respect to a given change in the base variable. For instance, revenue buoyancy at 0.91 implies that revenue receipts tend to increase by 0.91 percentage points, if the GSDP increases by one *per cent*.

₹481 crore during 2009-10 recording a growth rate of 21.17 *per cent* over the previous year. The non-tax revenue of the Government during 2009-10 is also inclusive of ₹211 crore received as debt waiver from the Government of India under DCRF, which constituted over 60 *per cent* of non-tax receipts under general services and was booked under the head 'Miscellaneous General Services'.

Central tax transfers increased by ₹149 crore from ₹5,190 crore in 2008-09 to ₹5,339 crore in 2009-10 and constituted 26.85 *per cent* of the revenue receipts during the year.

The details of Grants-in-aid from the GOI are given in **Table 1.9**.

Table 1.9: Grants-in-aid from the GOI

(₹ in crore)

	2005-06	2006-07	2007-08	2008-09	2009-10
Non-Plan Grants	948	709	886	1021	1593
Grants for State Plan Schemes	2,673	2,754	2,979	4,191	3,995
Grants for Central Plan Schemes	40	188	134	55	40
Grants for Centrally Sponsored Schemes	525	721	722	993	1032
Grants for Special Plan Schemes	111	54	192	205	145
Total	4,297	4,426	4,913	6,465	6,805
Percentage of increase over previous year	20.40	3.00	11.00	31.62	5.26
Percentage of Revenue Receipts	36	32	32	36	34

Grants-in-aid from the GOI increased by 5.26 *per cent* from ₹6,465 crore in 2008-09 to ₹6,805 crore in 2009-10. Within the plan grants, while grants for State Plan Schemes, Central Plan Schemes and Special Plan Schemes decreased by ₹196 crore (five *per cent*), ₹15 crore (27 *per cent*) and ₹60 crore (29 *per cent*) respectively, grants for Centrally Sponsored Schemes increased by four *per cent* ₹39 crore (four *per cent*). The major increases under Centrally Sponsored Schemes were due to implementation of Integrated Child Development Service Schemes (₹49 crore), Post Matric Scholarship for ST students (₹25 crore), Rural Sub Centres (₹34 crore) and Infrastructural facilities for Judiciary (₹14 crore). A part of the increase, was however, offset by decrease in implementation of Family Welfare Programme (₹21 crore) and Accelerated Rural Water Supply Programme (₹85 crore). The Non-Plan grants (₹1,593 crore) to the State constitute 23 *per cent* of the total grants during the year, of which, 59 *per cent* (₹947 crore) was provided under the proviso to Article 275 (1) of the Constitution. Other components of non-plan grants mainly included (i) grants for General Security related expenditure (₹60 crore), (ii) grants towards compensation for loss of revenue on account of CST/VAT (₹379 crore), (iii) contribution to Calamity Relief Fund (₹163 crore) and Rehabilitation of surrendered militants (₹ four crore).

1.4.3 Cost recovery in supply of merit goods and services

The current levels of cost recovery (non-tax revenue receipts as a percentage of non-plan revenue expenditure) in supply of merit goods and services by Government were negligible, as depicted in **Table 1.10**.

Table 1.10: Cost recovery: 2009-10

(₹ in lakh)

	Non-tax revenue receipts	Non-plan revenue expenditure	Cost Recovery (per cent)
Elementary Education	73	2,30,145	0.03
Medical and Public Health	710	97,426	0.73
Water Supply & Sanitation	68	21,499	0.32
Roads & Bridges	7,986	45,836	17.42
Minor Irrigation	74	18,936	0.39

As can be seen from above table, while the cost recovery for Roads and Bridges during 2009-10 was 17.42 *per cent*, for Elementary Education, Medical and Public Health, Water Supply & Sanitation and Minor Irrigation the percentages were 0.03, 0.73, 0.32 and 0.39 respectively. While cost recovery from social services like education and health are expected to be lower than that of economic services, it is a matter of concern that compared to 2005-06¹⁴, cost recovery has fallen in all categories except roads and bridges and minor irrigation in 2009-10. Incremental raising of user charges will facilitate sustainable provision of these services over a period of time.

1.4.4 Evasion of taxes

During 2009-10, evasion of tax (including interest) amounting to ₹45.55 lakh due to concealment of turnover (₹3.23 crore) in two cases was reported by the Government. Thus, the State had suffered a revenue loss of ₹45.55 lakh.

1.4.5 Write off / waivers of revenue

During the year 2009-10, demands for ₹42.29 lakh in 284 cases and ₹52.27 lakh in 53 cases, relating to Assam General Sales Tax (AGST)/Value Added Tax (VAT) and Central Sales Tax (CST) were written off by the Finance (Taxation) Department/ Government as irrecoverable due to the reasons indicated in **Table 1.11**.

Table 1.11: Reasons for write off/waiver of revenue

(₹ in lakh)

Reasons	No. of cases		Amount	
	AGST/VAT	CST	AGST/VAT	CST
Whereabouts of defaulters not known	260	47	29.98	50.70

¹⁴ Elementary Education: 0.12 *per cent*; Medical and Public Health: 1.27 *per cent*; Water Supply & Sanitation: 0.59 *per cent*; Roads & Bridges: 15.60 *per cent* and Minor Irrigation: 0.17 *per cent*.

Defaulters are no longer alive	19	2	6.67	0.85
Defaulters not having any property	3	2	5.43	0.27
Defaulters adjudged insolvent	1	-	0.03	-
Other reasons	1	2	0.18	0.45
Total	284	53	42.29	52.27

Source: Commissioner of Taxes, Assam

1.4.6 Revenue arrears

The arrears of revenue as on 31 March 2010 in respect of some principal heads of revenue as furnished by the Departments amounted to ₹1,870.64 crore of which ₹524.04 crore was outstanding for more than five years as mentioned in **Table 1.12**.

Table 1.12: Arrears of revenue

(₹ in crore)

Sl No.	Heads of revenue	Amount outstanding as on 31 March 2010	Amount outstanding for more than five years as on 31 March 2010	Remarks
1	Land Revenue	89.78	17.95	Due to non-partition of joint pattas and non-payment by the landowners affected by flood and erosion.
2	Geology and Mining	2.97	0.33	Due to non-payment of royalty on coal by AMDCL and limestone by NECEM and Vinay Cements Ltd.
3	Sales Tax/VAT	1,777.89	505.76	Due to non-payment tax by some dealers in time and non-disposal of pending cases with High Courts/Supreme Court/Board of Revenue and with Appellate/ Revisional Authority.
Total		1,870.64	524.04	

1.5 Application of Resources

Analysis of the allocation of expenditure at the State Government level assumes significance since major expenditure responsibilities are entrusted with them. 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 at the cost of expenditure, especially expenditure directed towards development and social sectors.

1.5.1 Growth and composition of expenditure

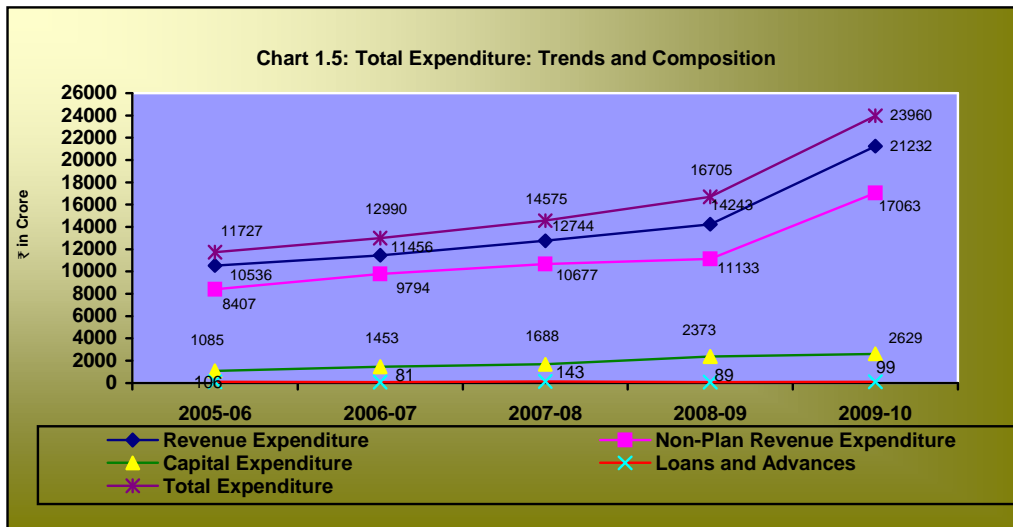
The total expenditure and its compositions during the years 2005-06 to 2009-10 are presented in the **Table 1.13**.

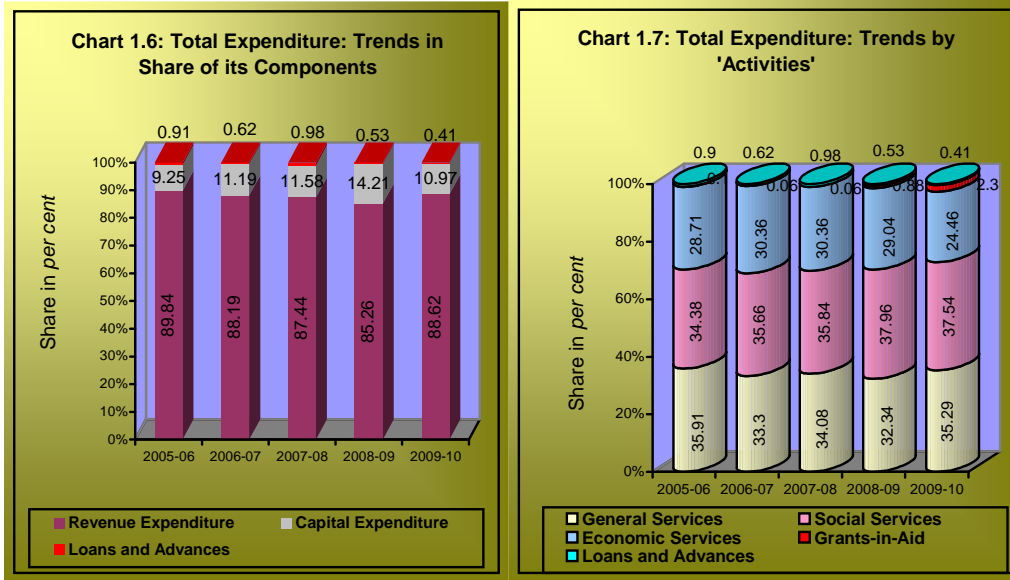
Table 1.13: Total expenditure and its compositions

(₹ in crore)

	2005-06	2006-07	2007-08	2008-09	2009-10
Total Expenditure	11,727	12,990	14,575	16,705	23,960
Revenue Expenditure	10,536	11,456	12,744	14,243	21,232
Of which, Non-plan Revenue Expenditure	8,407	9,794	10,677	11,133	17,063
Capital Expenditure	1,085	1,453	1,688	2,373	2,629
Loans and Advances	106	81	143	89	99

Chart 1.5 presents the trends in total expenditure over a period of five years (2005-10) and its composition both in terms of ‘economic classification’ and ‘expenditure by activities’ is depicted in **Chart 1.6** and **Chart 1.7** respectively.





The total expenditure of the State increased from ₹11,727 crore in 2005-06 to ₹23,960 crore in 2009-10 at an annual average rate of 20.86 *per cent* and increased by 43.43 *per cent* from ₹16,705 crore in 2008-09 to ₹23,960 crore in 2009-10. The total expenditure, its annual growth rate, the ratio of expenditure to the State GSDP and to revenue receipts and its buoyancy with respect to GSDP and revenue receipts are indicated in **Table 1.14**.

Table 1.14: Total expenditure – basic parameters

	2005-06	2006-07	2007-08	2008-09	2009-10
Total Expenditure (TE) (₹ in crore)	11,727	12,990	14,575	16,705	23,960
Rate of growth (<i>per cent</i>)	(-) 12.38	10.77	12.20	14.61	43.43
TE/GSDP ratio (<i>per cent</i>)	20.28	20.16	20.35	21.07	27.22
RR/TE ratio (<i>per cent</i>)	102.71	105.21	105.15	108.21	82.99
Buoyancy of Total Expenditure with reference to:					
GSDP (ratio)	(-) 1.34	0.94	1.09	1.37	3.94
RR (ratio)	(-) 0.58	0.80	1.01	0.81	4.34

The increase of ₹7,255 crore (43.43 *per cent*) in total expenditure in 2009-10 was mainly on account of an increase of ₹6,989 crore in revenue expenditure and ₹256 crore in capital expenditure together with an increase of ₹10 crore in disbursement of loans and advances.

The increase in revenue expenditure was mainly on:

- Pensions and Miscellaneous General Services (₹1,744 crore) of which major increase of expenditure of ₹1,412 crore was under Miscellaneous General Services due to payment of arrear pay to the State Government Employees in accordance with the recommendation made by the Sixth State Pay Commission.
- Education, Sports, Art and Culture (₹1,148 crore) of which major increase of expenditure of ₹1,056 crore was under General Education due to increase in

expenditure under (i) Government Primary Schools, (ii) Government Middle Schools, (iii) Financial assistance to Non-Government institutions, (iv) Assam Sarva Siksha Abhiyan and (v) Madrasa education etc.

- Administrative Services (₹1,019 crore) of which major increase of expenditure of ₹498 crore was under Secretariat General Services mainly on account of increase in expenditure in respect of General Administration Department, Department of Personal and Administrative Reforms, Finance (General) Department and adjustment of expenditure from OB suspense of earlier years.
- Social Welfare and Nutrition (₹744 crore) of which major increase of expenditure of ₹415 crore was due to transfer of fund in respect of National Calamity Contingency Fund granted by the Government of India during 2008-09 to Calamity Relief Fund during 2009-10.
- Health and Family Welfare (₹586 crore) of which major increase of expenditure of ₹552 crore was due to increase in expenditure against District Establishment, Headquarters Establishment, Primary Health Centers under Guwahati Medical College, Regional Dental College, Guwahati, Barpeta Medical College, Tezpur Medical College, Jorhat Medical College etc.

The increase in capital expenditure during 2009-10 was mainly on account of fresh expenditure (₹209 crore) incurred against Accelerated Irrigation Benefit Programme and increase in expenditure under (i) flow irrigation (ii) Scheduled Caste component plan and rationalization of minor irrigation and statistics. There was also increase of ₹105 crore under flood control project in hill district and fresh expenditure against embankment. The overall increase of expenditure of ₹262 crore in capital expenditure under economic services was partly offset by decrease (₹224 crore) in capital expenditure against externally aided project (Asian Development Bank), Hydroelectric projects under Rural Infrastructure Development Fund-XI and investment in Public Sector & other undertakings under power projects.

The increase in disbursement of loans and advances during 2009-10 was mainly due to increase in loans for Consumer Industries (₹26 crore) and loans for Urban Development (₹13 crore) which was however, set off by decrease in disbursement of loans and advances to Power Projects (₹18 crore), loans for General Financial and Trading Institution (₹10 crore) and loans to Government Servants (₹ one crore).

The pattern in total expenditure in the form of plan and non-plan expenditure during 2009-10 reveal that non-plan expenditure contributed dominant share of 72 *per cent* while the plan expenditure was 28 *per cent*. Moreover, of the increase of ₹7,255 crore in total expenditure, plan expenditure shared 19 *per cent* (₹1,344 crore) while non-plan expenditure contributed 81 *per cent* (₹5,911 crore) in 2009-10.

The decrease in ratio of revenue receipts to total expenditure from 108.21 per cent in 2008-09 to 82.99 per cent in 2009-10 is to be viewed in the light of the unprecedented increase of ₹1,552 crore in grants-in-aid during 2008-09 over 2007-08. The buoyancy of total expenditure with reference to GSDP rose to 3.94 during 2009-10 due to increase in the rate of growth of total expenditure as compared to the rate of growth of GSDP. Similarly, the buoyancy ratio of total expenditure to revenue receipts rose to 4.34 in 2009-10 indicating increase in expenditure at a pace greater than the receipt.

1.5.2 Trends in total expenditure in terms of activities

In terms of activities, total expenditure could be considered as being composed of expenditure on General Services including interest payments, Social and Economic Services, Grants-in-aid and loans and advances. Relative shares of these components in the total expenditure are indicated in **Table 1.15**.

Table 1.15: Components of expenditure – relative shares

(in per cent)

	2005-06	2006-07	2007-08	2008-09	2009-10
General Services	35.91	33.30	34.08	32.34	35.29
Of which, Interest Payments	12.88	11.67	10.37	9.54	7.65
Social Services	34.38	35.66	35.84	37.96	37.54
Economic Services	28.71	30.36	29.04	28.29	24.46
Grants-in-aid	0.10	0.06	0.06	0.88	2.30
Loans and Advances	0.90	0.62	0.98	0.53	0.41

The movement of the relative shares of the above components of expenditure indicated that the shares of general services and grants-in-aid in the total expenditure increased during 2009-10 over the previous year. These increases were set off by decrease in the respective shares of social services, economic services and loans and advances.

The expenditure on general services and interest payments, which are considered as non-developmental, together contributed 35.29 per cent in 2009-10 as against 32.34 per cent in 2008-09. On the other hand, development expenditure *i.e.*, expenditure on social and economic services together accounted for 62 per cent in 2009-10 as against 66.25 per cent in 2008-09. This indicates that there was decrease in development expenditure and increase in non-development expenditure in comparison to previous year.

1.5.3 Revenue Expenditure

Revenue expenditure had predominant share in total expenditure. Revenue expenditure is increased to maintain the current level of services and payment for the past obligation and as such does not result in any addition to the State's infrastructure and service network. Revenue expenditure had the predominant share of around

89 per cent in the total expenditure during the period 2005-10. The overall revenue expenditure, its rate of growth, the ratio of revenue expenditure to GSDP and to revenue receipts and its buoyancy is indicated in **Table 1.16**.

Table 1.16: Revenue expenditure – basic parameters

(₹ in crore)

	2005-06	2006-07	2007-08	2008-09	2009-10
Revenue Expenditure (RE), of which	10,536	11,456	12,744	14,243	21,232
Non-Plan Revenue Expenditure (NPRE)	8,407	9,794	10,677	11,133	1,7063
Plan Revenue Expenditure (PRE)	2,129	1,662	2,067	3,110	4,169
Rate of Growth of					
RE (<i>per cent</i>)	3.00	8.73	11.24	11.76	49.07
NPRE (<i>per cent</i>)	2.42	16.50	9.02	4.27	53.27
(PRE) (<i>per cent</i>)	5.34	(-) 21.94	24.37	50.46	34.05
Revenue Expenditure as percentage to TE	89.84	88.19	87.44	85.26	88.61
NPRE/GSDP (<i>per cent</i>)	14.54	15.20	14.91	14.04	19.38
NPRE as percentage of TE	71.69	75.40	73.26	66.64	71.21
NPRE as percentage of RR	69.80	71.66	69.67	61.59	85.81
Buoyancy of Revenue Expenditure with					
GSDP (ratio)	0.32	0.76	1.01	1.10	4.45
Revenue Receipts (ratio)	0.14	0.65	0.93	0.65	4.91

The overall revenue expenditure of the State increased by 101.52 per cent from ₹10,536 crore in 2005-06 to ₹21,232 crore in 2009-10 at an annual average rate of 20.30 per cent and increased from ₹14,243 crore in 2008-09 to ₹21,232 crore in 2009-10.

The NPRE constituted a dominant share of more than 80 per cent in the revenue expenditure and has increased by ₹5,930 crore over the previous year. The increase in NPRE during the current year was mainly due to increase in expenditure under Administrative General Services (₹1,183 crore), Pensions and Miscellaneous General Services (₹1,744 crore), Education, Sports, Art and Culture (₹1,016 crore), Health and Family Welfare (₹347 crore), Social Welfare and Nutrition (₹554 crore) and Agriculture and Allied Activities (₹128 crore).

The PRE increased by ₹1,059 crore from ₹3,110 crore in 2008-09 to ₹4,169 crore in 2009-10 mainly due to increase in expenditure in Health and Family Welfare (₹239 crore), Water Supply, Sanitation, Housing and Urban Development (₹100 crore), Social Welfare and Nutrition (₹189 crore), Agriculture and Allied Activities (₹144 crore), Rural Development (₹121 crore) and Special Areas Programmes (₹106 crore).

The buoyancy of revenue expenditure with reference to both GSDP and revenue receipts fluctuated widely. This increase was due to the fact that NPRE largely forms committed expenditure of the Government and constitutes dominant share in the revenue expenditure.

Table 1.17 provides the comparative position of Non-Plan Revenue Expenditure (NPRE) with reference to assessment made by TFC and the projections of the State Government for last five years (2005-06 to 2009-10).

Table 1.17: Comparative position of Non-Plan Revenue Expenditure vis-a-vis assessment made by TFC and projections of the State Government

(₹ in crore)

Year	Assessment made by the TFC	Assessment made by the State Government in		Actual
		FCP	Budget 2009-10	
2005-06	7,567	10,338	10,338	8,407
2006-07	8,182	12,653	12,653	9,794
2007-08	9,141	12,833	12,453	10,667
2008-09	9,863	13,264	14,670	11,133
2009-10	10,647	13,666	22,621	17,063

The NPRE remained significantly higher than the normative assessments made by TFC while it was lower than the projections of the State Government in its Budget during 2005-06 to 2009-10. Except during 2009-10, NPRE was less than the projections of the State Government in its FCP in all the four years (2005-06 to 2008-09).

1.5.4 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 1.18** and **Chart 1.8** present the trends in the expenditure on these components during 2005-10.

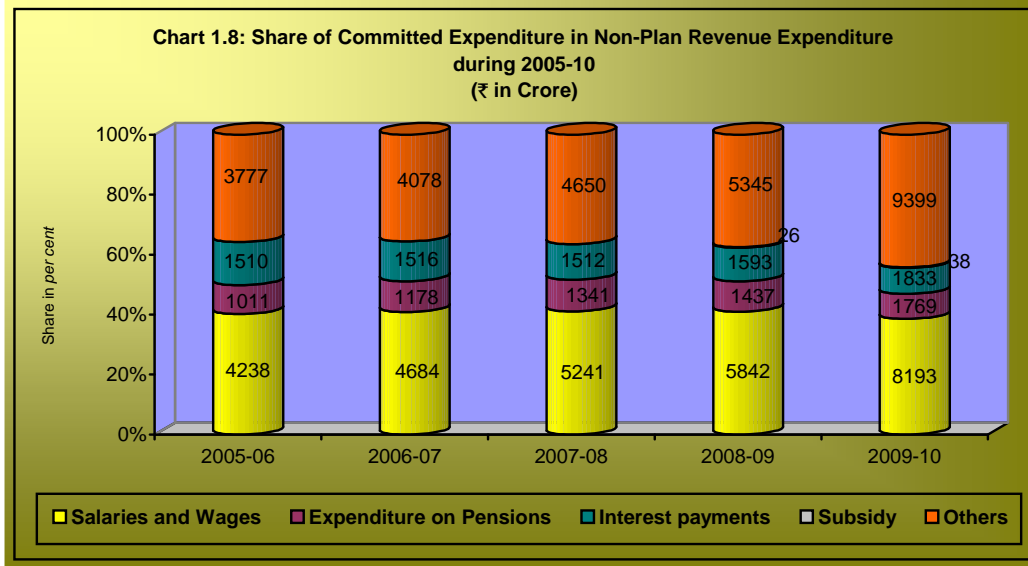
Table-1.18: Components of Committed Expenditure

(₹ in crore)

Components of Committed Expenditure	2005-06	2006-07	2007-08	2008-09	2009-10
Salaries & Wages, Of which	4,238 (35.18)	4,684 (34.27)	5,241 (34.20)	5,842 (32.32)	8,193 (41.20)
Non-Plan Head	3,883	4,484	5,068	5,584	7,866
Plan Head*	355	200	173	258	327
Expenditure on Pensions	1,011 (8.39)	1,178 (8.62)	1,341 (8.75)	1,437 (7.95)	1,769 (8.90)

Interest Payments	1,510 (12.54)	1,516 (11.09)	1,512 (9.87)	1,593 (8.81)	1,833 (9.22)
Subsidy				26 (0.14)	38 (0.19)
Other Components, i.e. other than committed expenditure	3,777 (31.36)	4,078 (29.84)	4,650 (30.34)	5,345 (29.57)	9,399 (47.27)
Total	10,536 (87.47)	11,456 (83.82)	12,744 (83.16)	14,243 (78.79)	21,232 (106.78)

Figures in the parentheses indicate percentage to Revenue Receipts
** Plan Head includes the salaries paid under Centrally Sponsored Schemes*
Source: Finance Accounts and information furnished by AG (A&E), Assam.



(A) Salary and Wage expenditure

Salaries and wages alone accounted for more than 41 per cent of revenue receipts of the State during the year. It increased by about 41 per cent from ₹5,842 crore in 2008-09 to ₹8,193 crore in 2009-10. Salary expenditure under Non-plan head during 2009-10 increased by ₹2,282 crore (40.87 per cent) over the previous year whereas the salary expenditure on plan head increased by ₹69 crore (26.74 per cent) over the previous year. Non-plan salary expenditure ranged between 91.62 and 96.70 per cent of total expenditure on salaries during 2005-10. Expenditure on salaries during 2009-10 was more by ₹859 crore (11.71 per cent) than assessed (₹7,334 crore) by the State Government in its FCP and less by ₹3,972 crore (32.65 per cent) against the projection of ₹12,165 crore in FYFP. **The expenditure on salaries was 46.47 per cent of the revenue expenditure, net of interest payments and pension as against TFC norm of 35 per cent and constituted 55.84 per cent of total tax and non-tax revenue and devolutions from GOI except Plan Grants during 2009-10.** Increase of ₹2,351 crore in salary expenditure was mainly due implementation of State Pay Commission by the State Government during 2009-10.

(B) Interest Payments

Interest payments increased by 15.07 *per cent* from ₹1,593 crore in 2008-09 to ₹1,833 crore in 2009-10. The interest payment on internal debt (₹1,353 crore), loans and advances from Central Government (₹157 crore) and Small Savings, Provident Fund etc. (₹323 crore).

The interest payments with reference to assessment made by the TFC and the projections of the State Government in its FCP and FYFP (**Table 1.19**) indicates that the State Government was successful in restricting the interest payment within the assessments of TFC and State projections during 2008-09 and 2009-10. ***The interest payment relative to revenue receipts at 9.22 per cent was well within the norm of 15 per cent recommended by TFC to be achieved during the award period.***

Table-1.19: Interest Payments vis-à-vis TFC assessment and State Projections

(₹ in crore)

Year	Assessment made by the TFC	Assessment made by the State Government in		Actual
		FCP	FYFP	
2008-09	1,968	2,576	1,911	1,593
2009-10	2,115	2,756	2,108	1,833

The major sources of borrowings of the State Government were (i) Loans from the Centre, (ii) Market loans, (iii) Loans from the Banks and Financial Institutions, (iv) Loans from Small Savings and Provident Funds and (v) Loans from National Small Savings Fund of Central Government.

During 2009-10, the State Government raised open market loans of ₹1,910 crore at an average interest rate of 8.47 *per cent*. Government also borrowed ₹362 crore from National Small Savings Fund and other institutions and ₹40 crore from Government of India.

(C) Pension Payments

Pension payments grew at an annual average rate of 15 *per cent* from ₹1,011 crore in 2005-06 to 1,769 crore in 2009-10. Pension payments alone accounted for nearly nine *per cent* of revenue receipts of the State during the year and increased by ₹332 crore (23.10 *per cent*) over the previous year. Increase of ₹332 crore in pension payments during 2009-10 over the previous year was mainly due to increase in expenditure under Superannuation and Retirement Allowances (₹115 crore), Family Pension (₹121 crore), Gratuity (₹65 crore) and Leave Encashment Benefits (₹33 crore). A part of increase was offset by decrease in payment of Commuted Value of pension (₹ four crore). The State Government had introduced 'The New Defined Contribution Pension Scheme', 2009 and would be applicable to all new entrants joining State Government Services on regular basis against vacant sanctioned post(s) on or after 1 February 2005 in order to limit future pension liabilities.

The **Table 1.20** below shows the actual pension payments with reference to assessment made by the TFC and projections of the State Government.

Table-1.20: Actual Pension Payments vis-à-vis TFC assessment and State Projections

(₹ in crore)

Year	Assessment made by the TFC	Assessment made by the State Government in		Actual
		FCP	FYFP	
2008-09	1,607	1,617	1,537	1,437
2009-10	1,768	1,698	2,337	1,769

Pension payments was ₹ one crore more than the normative assessments of TFC and ₹71 crore (4.18 per cent) more than the projections made by the State Government in its FCP during 2009-10 while it was ₹568 crore (24.30 per cent) less than the projections made in FYFP. The effect of implementation of State Pay Commission had impacted the pension liabilities of the Government as evident from the table above. However, the large gap of pension payments with reference to projections of the State Government in FYFP further emphasized the need of working out the pension liabilities on actuarial basis.

(D) Subsidies

Table 1.18 indicates that subsidies as a percentage of revenue receipts increased from 0.14 per cent in 2008-09 to 0.19 per cent in 2009-10. Subsidies increased by 46.15 per cent from ₹26 crore in 2008-09 to ₹38 crore in 2009-10. During the current year the Departments, which received subsidy, include Co-operation (29 per cent), Industries and Commerce (21 per cent) and Welfare of Plain Tribes and Other Backward Classes (42 per cent). The State Government had not made any projections of subsidy in its FCP and FYFP during 2009-10.

1.5.5 Financial Assistance by State Government to boards and other institutions

The quantum of assistance provided by way of grants and loans to boards and others during the current year relative to the previous years is presented in **Table 1.21**.

Table 1.21: Financial Assistance to boards and other institutions

(₹ in crore)

Financial Assistance to Institutions	2005-06	2006-07	2007-08	2008-09	2009-10	
					BE	Actual
Municipal Corporations/Urban Sewerage Board	16.71	17.66	24.47	9.25	137.06	105.41
Co-operative Societies and Co-operative Institutions	0.04	0.04	1.64	0.10	0.10	0.34
Universities and Educational Institutions	922.90	892.58	822.57	829.40	1113.31	955.46
Assam State Electricity Board (ASEB)	81.26	70.53	102.36	3.10	43.24	42.24
Assam State Housing Board	1.42	1.34	1.34	0.08	1.13	1.64

(ASHB)						
Assam Khadi & Village Industries Board	6.96	6.80	11.25	5.90	10.40	11.87
Urban Development Authority	33.88	27.79	0.12	10.10	7.64	13.28
Other Institutions	76.56	61.44	109.22	191.49	277.51	281.52
Autonomous Councils	83.28	167.75	83.86	92.54	306.49	102.09
Total	1,223.01	1,245.93	1,150.83	1,141.96	1,896.86	1,513.85
Assistance as percentage of RE	11.61	10.88	9.03	8.02	6.48	7.13

The total assistance at the end of the year 2009-10 had increased by 23.78 *per cent* over the level of 2005-06. The assistance to boards and other institutions as a percentage of total revenue expenditure had decreased from 11.61 *per cent* in 2005-06 to 7.13 *per cent* in 2009-10. Financial assistance to universities and educational institutions alone constituted 63 *per cent* of the total assistance of the State Government during 2009-10.

1.6 Quality of Expenditure

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

1.6.1 Adequacy of Public Expenditure

The expenditure responsibilities relating to social sectors and economic infrastructure are largely assigned to the State Governments. Low fiscal priority (ratio of expenditure category to aggregate expenditure) is attached to a particular sector if it is below the respective national average. **Table 1.22** analyses the fiscal priority of the State Government with regard to development expenditure, social sector expenditure and capital expenditure during the current year.

Table-1.22: Fiscal Priority of the State during 2009-10

Fiscal Priority of the State	AE/GSDP	DE [#] /AE	SSE/AE	CE/AE	Education/AE	Health/AE
All NE State's Average (Ratio) 2005-06 ^s	24.59	64.66	34.34	13.49	19.73	4.08
Assam's Average (Ratio) 2005-06	20.28	63.97	34.55	9.25	21.48	3.50
All NE State's Average (Ratio) 2009-10 ^s	31.68	63.38	36.87	14.25	18.09	5.96
Assam's Average (Ratio) 2009-10	27.22	62.41	37.64	10.97	18.90	6.26

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

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

\$ Excluding Manipur, Mizoram and Nagaland

Source: For GSDP, the information was collected from the State's Directorate of Economics and Statistics and for the year 2009-10, the advance estimate figures as shown in the 'Economic Survey 2009-10' of the Government of Assam has been adopted.

Table 1.22 shows the fiscal priority given by the Assam Government to various expenditure heads in 2005-06 (the first year of the Twelfth Finance Commission Award Period) and the current year *viz.* 2009-10. The Government of Assam had a much lower AE/GSDP ratio in both the years under consideration compared to the NE States. In Social Sector expenditure involving the major components *viz.* Education and Health, the Assam Government's expenditure on Education as a percentage of AE was higher in both 2005-06 and 2009-10 than the NE State's Average whereas the expenditure on Health Sector as a percentage of AE was lower in 2005-06 compared to NE State's Average. The expenditure on Health as a percentage of AE in 2009-10 had improved considerably bypassing the NE State's Average. In regard to CE, the ratio is lower in both 2005-06 and 2009-10 than the NE State's Average. The DE/AE ratio for Assam in 2005-06 and 2009-10 was lower than the NE State's Average indicating that the Government had been attaching low priority to economic services.

1.6.2 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 Governments to take appropriate expenditure rationalization measures and lay emphasis on provision of core public and merit goods¹⁵. Apart from improving the allocation towards development expenditure¹⁶, particularly in view of the fiscal space being created on account of decline in debt servicing in recent years, 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 total expenditure (and/or GSDP), the better would be the quality of expenditure. While **Table 1.23** presents the trends in development

¹⁵ *Core public goods* are which all citizens enjoy in common in the sense that each individual's consumption of such a good leads to no subtractions from any other individual's consumption of that good, e.g. enforcement of law and order, security and protection of our rights; pollution free air and other environmental goods and road infrastructure etc. *Merit goods* are commodities that the public sector provides free or at subsidized rates because an individual or society should have them on the basis of some concept of need, rather than ability and willingness to pay the government and therefore wishes to encourage their consumption. Examples of such goods include the provision of free or subsidized 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.

¹⁶The 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 categorized into social services, economic services and general services. Broadly, the social and economic services constitute development expenditure, while expenditure on general services is treated as non-development expenditure.

expenditure relative to the aggregate expenditure of the State during the current year *vis-à-vis* budgeted and the previous years, **Table 1.24** provides the details of capital expenditure and the components of revenue expenditure incurred on the maintenance of the selected social and economic services.

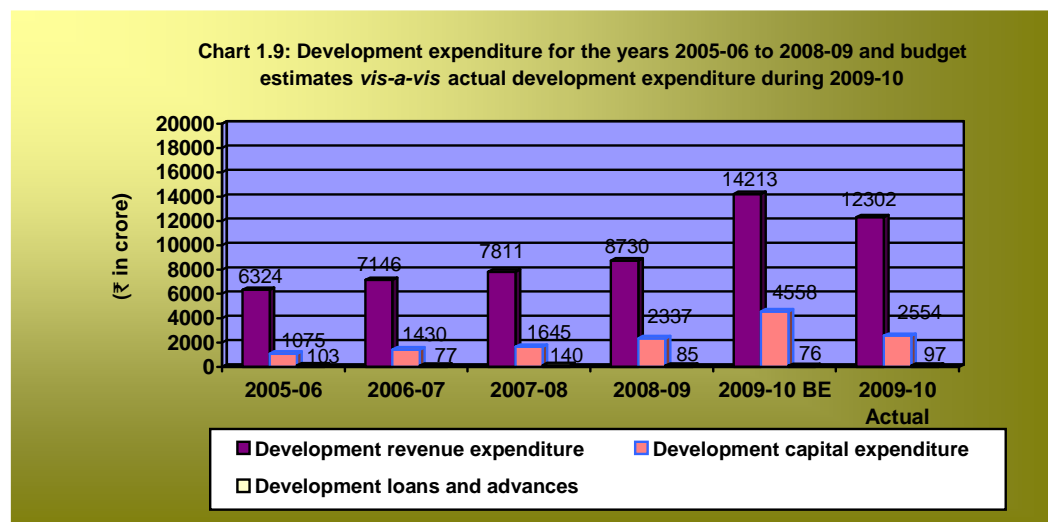
Table-1.23: Development Expenditure

(₹ in crore)

Components of Development Expenditure	2005-06	2006-07	2007-08	2008-09	2009-10	
					BE	Actual
Development Expenditure (a to c)	7,502 (64)	8,653 (67)	9,596 (66)	11,152 (67)	18,847 (55)	14,953 (62)
a. Development Revenue Expenditure	6,324 (54)	7,146 (55)	7,811 (54)	8,730 (52)	14,213 (42)	12,302 (51)
b. Development Capital Expenditure	1,075 (9)	1,430 (11)	1,645 (11)	2,337 (14)	4,558 (13)	2,554 (11)
c. Development Loans and Advances	103 (1)	77 (-)	140 (1)	85 (-)	76 (-)	97 (-)

Figures in parentheses indicate percentage to aggregate expenditure

The share of development expenditure to aggregate expenditure exhibited relative stability during the period 2006-09 but decreased during the current year. During the current year, though the State Government earmarked 55 *per cent* of the estimated aggregate expenditure for development expenditure, this assessment was exceeded by seven *per cent* at the end of the year. The relative share of development expenditure to total expenditure during 2005-10 is presented in **Chart 1.9**.



The development revenue expenditure increased by ₹3,572 crore from ₹8,730 crore in 2008-09 to ₹12,302 crore in 2009-10. The increase under social services was

₹2,699 crore while increase under economic services was ₹873 crore. The actual development revenue expenditure was less than the State's projection in budget by ₹1,911 crore.

The development capital expenditure increased by ₹217 crore from ₹2,337 crore in 2008-09 to ₹2,554 crore in 2009-10. The increase of ₹262 crore in economic services was set off by decrease in expenditure under social services by ₹45 crore.

The development loans and advances increased by ₹12 crore from ₹85 crore in 2008-09 to ₹97 crore in 2009-10. The actual development loans and advances was more than the State's projection in budget by ₹21 crore.

Table 1.24 –Efficiency of expenditure use in selected social and economic services

(in per cent)

Social/ Economic Infrastructure	2008-09			2009-10		
	Ratio of CE to TE [@]	In RE, the share of		Ratio of CE to TE	In RE, the share of	
		S & W [¢]	O & M [¥]		S & W	O & M [¥]
1	2	3	4	5	6	7
Social Services (SS)						
Education, Sports, Art and Culture	0.04	19.27	-	0.03	15.27	0.29
Health and Family Welfare	0.27	3.03	-	0.30	2.11	2.11
Water Supply, Sanitation & Housing & Urban Development	52.14	1.15	0.07	43.24	0.97	1.10
Other Social Services	0.08	1.54	-	0.15	1.15	0.03
Total (SS)	7.84	24.99	0.07	5.03	19.50	3.53
Economic Services (ES)						
Agriculture & Allied Activities	0.42	2.72	-	0.68	1.72	1.85
Irrigation and Flood Control	62.57	1.93	-	69.05	0.71	0.34
1	2	3	4	5	6	7
Special Areas Programmes	74.38	0.01	-	58.00	0.01	0.01
Transport	56.64	1.94	0.67	55.46	1.51	4.32
Other Economic Services	27.35	1.42	-	14.72	1.14	0.59
Total (ES)	38.93	8.02	0.67	35.86	5.09	7.11
Total (SS+ES)	21.11	33.01	0.74	17.19	24.59	10.64
TE: Total revenue and capital expenditure of the services concerned; CE: Capital Expenditure; RE: Revenue Expenditure; S&W: Salaries and Wages; O&M: Operation & Maintenance.						
[@] Total revenue and capital expenditure of the services concerned						
[¢] Excludes wages						
[¥] Appendix XII of Finance Accounts						

The trends presented in **Table 1.24** reveal that development capital expenditure as a percentage of total expenditure decreased from 21.11 in 2008-09 to 17.19 in 2009-10. While the share of salary and wages in revenue expenditure decreased from 33.01 per cent in 2008-09 to 24.59 per cent in 2009-10, operations and maintenance

in revenue expenditure increased from 0.74 *per cent* in 2008-09 to 10.64 *per cent* in 2009-10.

The percentage of capital expenditure on social services to total expenditure decreased from 7.84 in 2008-09 to 5.03 in 2009-10 and percentage of capital expenditure on economic services to total expenditure also decreased from 38.93 in 2008-09 to 35.86 in 2009-10. The decrease was mainly seen under water supply, sanitation, housing and urban development under social services and special areas programmes under economic services.

The share of salary and wages in revenue expenditure on social services decreased from 24.99 *per cent* in 2008-09 to 19.50 *per cent* in 2009-10 and the share of salary and wages in revenue expenditure on economic services decreased from 8.02 *per cent* in 2008-09 to 5.09 *per cent* in 2009-10¹⁷. The decrease was mainly seen under education, sports, art and culture under social services while the decrease was seen under agriculture and allied activities and irrigation and flood control under economic services.

The share of operations and maintenance in revenue expenditure on social services increased from 0.07 *per cent* in 2008-09 to 3.53 *per cent* in 2009-10 while the share of operations and maintenance in revenue expenditure on economic services increased from 0.67 *per cent* in 2008-09 to 7.11 *per cent* in 2009-10. The increase was mainly seen under health and family welfare and water supply, sanitation, housing and urban development under social services while the increase was seen under agriculture and allied activities and transport under economic services.

1.6.3 Effectiveness of the Expenditure, i.e. Outlay - Outcome Relationship

Results of performance review indicating the outlay-outcome relationship are *inter-alia* included in the State Stand-alone Report on Public Distribution System (PDS). The effectiveness of the expenditure as brought out in the review taken up during 2009-10 covering the period from 2005-10 is summarized below:

Public Distribution System

Under food management strategy of the Government of India the State Government implemented Public Distribution System as an instrument for providing food security for the poor by making available food grains at affordable prices at appropriate time. The objective of ensuring food security amongst poorest section of the population remained doubtful due to the following reasons.

¹⁷ Salaries exclusive of wages were considered for comparison, as the previous year's figure did not include wages.

- Proper survey to ascertain the actual number of household/beneficiaries in the State were not conducted;
- Foodgrain were provided to Above Poverty Line (APL) beneficiaries even without ration cards while ration cards were also issued unauthorisedly by the societies to APL beneficiaries in rural areas with the knowledge of the Department;
- Considering the distribution at the end level as the ultimate objective, short allocation and lifting of foodgrain at different levels had the cascading effect of reducing the scale of distribution to the beneficiaries and was also likely to jeopardize the effective functioning of the system;
- Infrastructure is an area where the State fared badly as the financial assistance to the State were not utilized optimally for construction of storage godowns, purchase of mobile vans and establishment of Village Grain Banks even after prolonged lapses;
- The quality of foodgrain distributed remained questionable due to absence of quality control mechanism and required evaluation of the scheme;
- More than 50 *per cent* of the Fair Price Shops (FPSs), failed to lift PDS commodities on time resulting in delay to provide the commodities to the beneficiaries.

Appendix-1.7 depicts the progress achieved during 2009-10 as compared to 2008-09 in various sectors. It would be seen that percentage of literacy has remained stagnant at 63.25 during 2008-10. No new institutions were opened in Health sector. Enrollment of students in schools was reduced considerably in lower primary and upper primary level during 2009-10 compared to previous year. In power sector, consumption of power has increased marginally even though purchase as well as sale of power was reduced substantially during 2009-10 compared to previous year. The increase in consumption was met by increase in generation.

1.7 Financial Analysis of Government Expenditure and Investments

In the post-FRBM framework, the State is expected to keep its fiscal deficit (and borrowing) not only at low levels but also meet its capital expenditure/investment (including loans and advances) requirements. In addition, in a transition to complete dependence on market based resources, the State Government needs to initiate measures to earn adequate return on its investments and recover its cost of borrowed funds rather than bearing the same on its budget in the form of implicit subsidy and take requisite steps to infuse transparency in financial operations. This section presents the broad financial analysis of investments and other capital expenditure undertaken by the Government during the current year *vis-à-vis* previous years.

1.7.1 Incomplete projects

The department-wise information pertaining to incomplete projects as on 31 March 2010 is given in **Table 1.25**.

Table 1.25: Department-wise profile of Incomplete Projects

(₹ in crore)					
Department	No. of Incomplete Projects	Initial Budgeted Cost	Revised Total Cost of Projects	Cost Overrun ^{\$}	Cumulative actual expenditure (March 2010)
Public Works (Roads)	19	157.77	44.36*	11.47	79.89
Public Works (Buildings)	5	44.19	-	-	11.76
Public Health Engineering	1	4.44	-	-	2.90
Irrigation	5	38.51	3.41 [#]	0.18	30.44
Water Resources	8	45.29	-	-	13.34
Total	38	290.20	47.77	11.65	138.33

* Pertaining to 2 incomplete projects (initial budget cost: ₹32.89 crore, revised cost: ₹44.36 crore)
[#] Pertaining to 1 incomplete project (initial budget cost: ₹3.23 crore, revised cost: ₹3.41 crore)
^{\$} Cost overrun in respect of revised projects only

Source: Finance Accounts 2009-10

As per information received from the State Government, as of 31 March 2010, there were 38 incomplete projects (total cost more than ₹ one crore of each project) in which ₹138.33 crore were blocked. Of these, 32 projects involving ₹119.11 crore remained incomplete for less than five years and one project involving an amount of ₹4.45 crore remained incomplete for periods ranging from five to 10 years. Details in respect of five projects involving ₹14.77 crore were not available. The revised cost of three incomplete projects increased by 32 per cent from ₹36.12 crore (initial budgeted cost) to ₹47.77 crore (total revised cost). Out of total cost overrun of ₹11.65 crore, ₹11.47 crore pertained to Public Works Department (Roads) projects, which was 35 per cent of initial budgeted cost. Due to delay in completion of the projects, the intended benefits from these projects did not reach the beneficiaries in the State. The reasons for delay and cost/time overrun were however, not stated.

1.7.2 Investment and returns

As of 31 March 2010, Government had invested ₹2,145 crore in Statutory Corporations, Rural Banks, Joint Stock Companies, Co-operatives and Government Companies (**Table 1.26**). **The average return on this investment was 0.91 per cent during 2005-2010 while the Government paid an average interest rate of 7.31 per cent on its borrowings during 2005-2010.**

Table-1.26: Return on Investment

(₹ in crore)

Investment/Return/Cost of Borrowings at the end of the year		2005-06	2006-07	2007-08	2008-09	2009-10
(a)	Statutory Corporations (No. of concerns)	1,679.45 (4)	1,679.45 (4)	1,683.45 (4)	1,824.60 (4)	1,858.20 (4)
(b)	Rural Banks (No. of concerns)	-	8.40 (1)	8.40 (1)	8.40 (1)	10.54 (1)
(c)	Joint Stock Companies (No. of concerns)	72.07 (14)	77.59 (15)	77.59 (15)	18.04 (15)	18.04 (15)
(d)	Co-operatives (No. of concerns)	85.77 (17)	86.23 (17)	86.89 (17)	92.65 (18)	100.16 (18)
(e)	Government Companies (No. of concerns)	132.66 (24)	132.79 (24)	132.99 (24)	135.43 (24)	158.48 (24)
Total Investment		1,969.95	1,984.46	1,989.32	2,079.12	2,145.42
Return (₹ in crore)		15.47	18.54	24.00	19.45	14.92
Return (per cent)		0.79	0.93	1.21	0.94	0.70
Average rate of interest on Government borrowing (per cent)		8.18	7.66	7.14	6.76	6.83
Difference between interest rate and return (per cent)		7.39	6.73	5.93	5.82	6.13

During the last five years, *i.e.* 2005-10, the State Government's investments have increased by ₹175.47 crore. During the current year, Government has invested ₹33.60 crore in Statutory Corporations, ₹2.14 crore in Rural Banks, ₹23.05 crore in Government Companies and ₹7.51 crore in Cooperative Societies. The increase in investments of ₹33.60 crore in Statutory Corporations during 2009-10 was attributable to increased capital contribution to Assam State Transport Corporation (₹28.60 crore), Assam Financial Corporation (₹ four crore) and Assam State Warehousing Corporation (₹ one crore) as compared to previous year.

All the four Statutory Corporations were incurring losses and their accumulated losses amounted to ₹567.73 crore. Similarly, 22 Government Companies in the State were also incurring losses and their accumulated losses amounted to ₹340.31 crore. The major loss sustaining organizations are Assam State Transport Corporation (Investment: ₹443.53 crore; loss ₹422.63 crore), Assam Industrial Development Corporation Ltd. (Investment: ₹29.71 crore; loss ₹138.06 crore), Assam Agro Industries Development Corporation Ltd. (Investment: ₹22.08 crore; loss ₹28.04 crore), Assam State Textile Corporation Ltd. (Investment: ₹4.78 crore; loss ₹55.56 crore) and Assam Mineral Development Corporation Ltd. (Investment: ₹4.63 crore; loss ₹4.87 crore). In view of the heavy losses, the Government should review their working so as to wipe out their losses in the short run and to make them self-sustaining in medium to long term.

1.7.3 Loans and advances by State Government

In addition to investments in co-operative societies, Corporations and Companies, Government has also been providing loans and advances to many of these institutions/organizations. **Table 1.27** presents the outstanding loans and advances as on 31 March 2010, interest receipts *vis-à-vis* interest payments during the last five years.

Table-1.27: Average Interest received on Loans Advanced by the State Government

(₹ in Crore)

Quantum of Loans/ Interest Receipts/ Cost of Borrowings	2005-06	2006-07	2007-08	2008-09	2009-10
Opening Balance	2,607	2,675	2,721	2,824	2,878
Amount advanced during the year	106	81	143	89	99
Amount repaid during the year	38	35	40	35	33
Closing Balance	2,675	2,721	2,824	2,878	2,944
<i>Of which</i> Outstanding balance for which terms and conditions have been settled	-	-	-	-	-
Net addition	68	46	103	54	66
Interest Receipts	6	8	8	81	12
Interest receipts as <i>per cent</i> to outstanding Loans and advances	0.22	0.29	0.28	2.81	0.41
Interest payments as <i>per cent</i> to outstanding fiscal liabilities of the State Government.	8.18	7.66	7.14	6.76	6.83
Difference between interest payments and interest receipts (<i>per cent</i>)	7.96	7.37	6.86	3.95	6.42

The total amount of outstanding loans and advances as on 31 March 2010 was ₹2,944 crore. The amount of loans disbursed during the year increased from ₹89 crore in 2008-09 to ₹99 crore in 2009-10. Out of the total amount of loans advanced during the year, ₹23 crore went to social services, ₹74 crore to economic services and ₹ two crore to Government servants. Under the social services, the major portion of loans went to Urban Development (96 *per cent*) and in economic services the major portion of loans went to Power projects (54 *per cent*) followed by Consumer Industries (45 *per cent*). However, recovery of loans and advances decreased from ₹35 crore in 2008-09 to ₹33 crore in 2009-10 mainly on account of less recoveries from the Power projects (₹ three crore) partly offset by increase in disbursement of loans to Co-operation (₹ one crore). Interest received against these loans and advances continued to be negligible which decreased by 85 *per cent* from ₹81 crore in 2008-09 to ₹12 crore in 2009-10. During 2009-10, only 1.15 *per cent* of outstanding loans were repaid by institutions/ organizations/Government servants and ₹29.28 crore of loans was not repaid for last seven years.

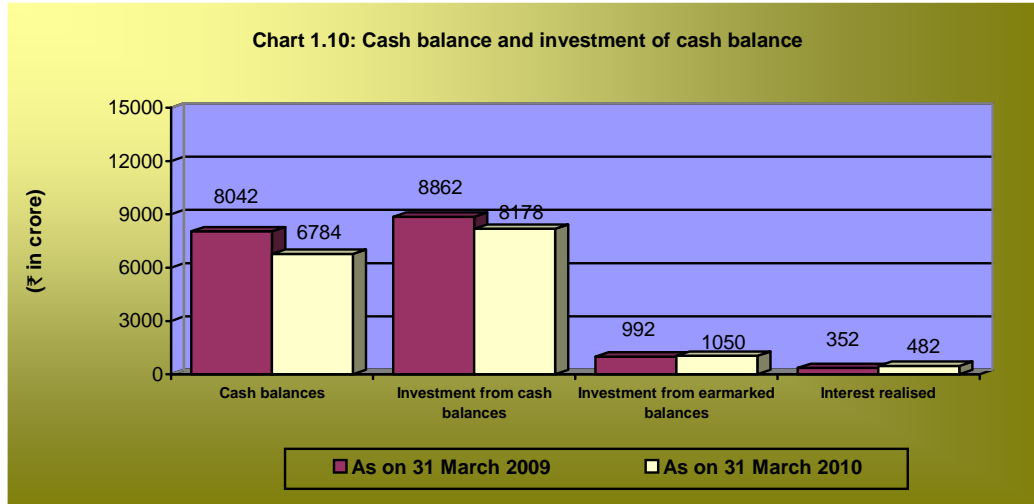
1.7.4 Cash Balances and Investment of Cash Balances

Table 1.28 and Chart 1.10 depicts the cash balances and investments made by the State Government out of cash balances during the year.

Table-1.28: Cash balances and investment of cash balances

Particulars	(₹ in Crore)		
	As on 1 st April 2009	As on 31 st March 2010	Increase/ Decrease
Cash Balances	8,042	6,784	(-) 1,258
Investments from Cash Balances (a & b)	8,861.50	8,177.89	(-) 683.61
a. GOI Treasury Bills	8,858.16	8,174.79	(-) 683.37

b. GOI Securities	3.34	3.10	(-) 0.24
Funds-wise Break-up of Investment from Earmarked balances (a & b)	992.47	1,049.93	(+) 57.46
a. Sinking Fund	992.05	1,049.51	(+) 57.46
b. Development and Welfare Fund	0.42	0.42	-
Interest Realized	352	482	(+) 130



Cash balances of the State Government at the end of the current year decreased from ₹8,042 crore in 2008-09 to ₹6,784 crore in 2009-10. The State Government has invested ₹8,174.79 crore in GOI Treasury Bills and ₹3.10 crore in GOI Securities and earned an interest of ₹482 crore during 2009-10. Further, the Government invested ₹1,050 crore in Sinking Fund and Development and Welfare Fund as of March 2010. The interest receipts against investment on cash balance was 5.89 per cent during 2009-10 while Government paid interest at the rate of 6.83 per cent on its borrowings during the year.

1.8 Assets and Liabilities

1.8.1 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 1.8** gives an abstract of such liabilities and the assets as on 31 March 2010, compared with the corresponding position on 31 March 2009. While the liabilities in this Appendix consist mainly of internal borrowings, loans and advances from the GOI, receipts from the 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 the Assam Fiscal Responsibility and Budget Management Act, 2005, the “total liabilities of the State” means the liabilities under the Consolidated Fund of the State and the Public Account of the State.

1.8.2 Fiscal Liabilities

The trends in outstanding fiscal liabilities of the State are presented in *Appendix 1.5*. The composition of fiscal liabilities during the current year *vis-à-vis* the previous year is presented in **Charts 1.11** and **1.12**.

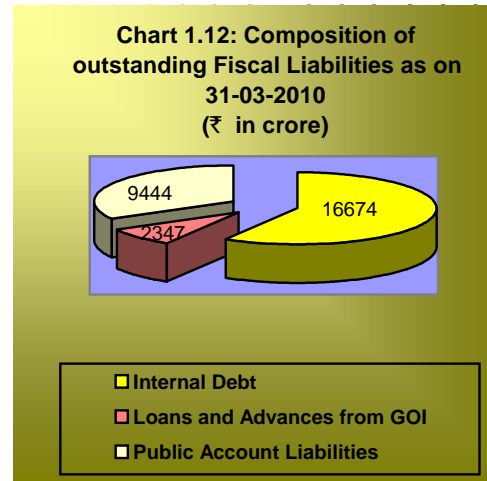
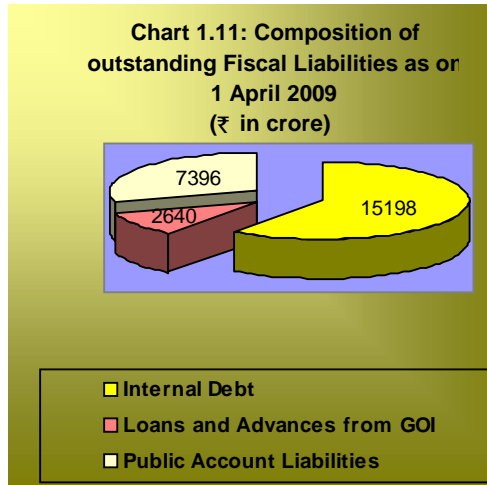


Table 1.29 gives the fiscal liabilities of the State, their rate of growth, the ratio of these liabilities to GSDP, to revenue receipts and to State’s own resources as also the buoyancy of fiscal liabilities with reference to these parameters.

Table-1.29: Fiscal Liabilities-Basic Parameters

	2005-06	2006-07	2007-08	2008-09	2009-10
Fiscal Liabilities [#] (₹ in crore)	19,082	20,483	21,871	25,234	28,465
Rate of Growth (<i>per cent</i>)	6.87	7.34	6.78	15.38	12.80
Ratio of Fiscal Liabilities to:					
GSDP (<i>per cent</i>)	33.00	31.79	30.54	31.83	32.34
Revenue Receipts (<i>per cent</i>)	158.42	149.87	142.71	139.59	143.16
Own Resources (<i>per cent</i>)	406.78	383.43	398.09	392.93	367.76
Buoyancy of Fiscal Liabilities with reference to:					
GSDP (ratio)	0.742	0.641	0.606	1.440	1.160
Revenue Receipts (ratio)	0.323	0.545	0.558	0.856	1.280
Own Resources (ratio)	0.286	0.528	2.378	0.910	0.623

[#] Includes Internal Debt, Loans and Advances from GOI, Small Savings, Provident Fund etc., Reserve Funds (Gross) and Deposits.

The overall fiscal liabilities of the State increased at an average annual rate of 9.83 *per cent* during the period 2005-10. During the current year, the fiscal liabilities

of the State Government increased by ₹3,231 crore from ₹25,234 crore in 2008-09 to ₹28,465 crore in 2009-10. The increase in fiscal liabilities was mainly due to increase in the internal debt (₹1,476 crore) and Public Account liabilities (₹2,048 crore), which was partially offset by, decrease in loans and advances from the GOI (₹293 crore). **The ratio of fiscal liabilities to GSDP has increased from 31.83 per cent in 2008-09 to 32.34 per cent in 2009-10. These fiscal liabilities stood at nearly 1.43 times the revenue receipts and 3.68 times of the State own resources at the end of 2009-10.** The buoyancy of these liabilities with respect to GSDP during the year was 1.160 indicating that for each one per cent increase in GSDP, fiscal liabilities grew by 1.160 per cent. According to 13th Finance Commission recommendations the State Government should bring the Fiscal Liabilities-GSDP ratio to around 25 per cent in the next five years. *The State Government has set up the sinking fund in line with the recommendations of the TFC for amortization of market borrowings as well as other loans and debt obligations. As of 31 March 2010, the balance in the sinking fund was ₹1,056.75 crore. During 2009-10, ₹108 crore has been invested in the sinking fund.*

1.8.3 Status of Guarantees – Contingent liabilities

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. According to FRBM Act, State Government guarantees shall be restricted to 50 per cent of State's tax and non-tax revenue of the second preceding year.

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 given in **Table 1.30**.

Table-1.30: Guarantees given by the Government of Assam

(₹ in crore)			
Guarantees	2007-08	2008-09	2009-10
Maximum amount guaranteed	1,189	1,092	593
Outstanding amount of guarantees	951	796	299
Percentage of maximum amount guaranteed to total revenue receipts	7.76	6.04	2.98
Criteria as per the Assam Fiscal Responsibility and Budget Management Act, 2005.	State Government guarantees shall be restricted at any point of time to fifty per cent of State's own tax and non-tax revenue of the second preceding year, as reflected in the books of accounts as maintained by Accountant General.		

- Government had constituted (September 2009) a 'Guarantee Redemption Fund' for meeting the payment obligations arising out of the guarantees issued by the Government in respect of bonds issued and other borrowings by the State Level Public Sector Undertakings or other bodies and stand invoked by the beneficiaries. The accumulations in the Fund would be utilized only towards the payment of the

guarantees issued by the Government and not paid by the institution on whose behalf guarantee was issued. According to the scheme guidelines, the Fund should be set up by the Government with an initial contribution of ₹ five crore and during each year the Government should contribute an amount equivalent to at least three *per cent* of the outstanding guarantees at the end of the second financial year preceding the current financial year, as reflected in the books of accounts as maintained by the Accountant General. The Government would also make suitable budget provision under the revenue expenditure side of their budget under the Major Head “2075-Miscellaneous General Services-797 Transfer to Reserve Fund and Deposit Accounts-Guarantee Redemption Fund”. However, during 2009-10 the Government had not made any provision in the budget for Guarantee Redemption Fund.

- Government had guaranteed loans raised by various corporations and others, which at the end of 2009-10 stood at ₹299 crore. It was 5.44 *per cent* of State’s own revenue of the second preceding year *i.e.* well within the limit prescribed in the Act. Out of the total outstanding guarantees, ₹160 crore (54 *per cent*) pertained to Assam State Electricity Board.

1.9 Debt Sustainability

During 2009-10, Government raised internal debt of ₹2,263 crore, GOI loans of ₹(-) 73 crore and other obligations ₹5,745 crore. Government repaid internal debt of ₹787 crore, GOI loans of ₹220 crore and discharged other obligations of ₹3,697 crore along with interest of ₹1,833 crore resulting in net increase in debt receipts by ₹1,398 crore during the year.

The maturity profile of the State Government indicates that 23.73 *per cent* of the total State debt is repayable within the next five years while the remaining 76.27 *per cent* are required to be paid in more than five years time.

Apart from the magnitude of debt of State Government, it is important to analyze various indicators that determine the debt sustainability¹⁸ of the State. This section assesses the sustainability of debt of the State Government in terms of debt stabilization¹⁹; sufficiency of non-debt receipts²⁰; net availability of borrowed funds²¹;

¹⁸ The Debt sustainability is defined as the ability of the State to maintain a constant debt-GDP ratio over a period of time and also embodies the concern about the ability to service its debt. 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 rise in fiscal deficit should match with the increase in capacity to service the debt.

¹⁹ A necessary condition for stability states that if the rate of growth of economy exceeds the interest rate or cost of public borrowings, the debt-GDP ratio is likely to be stable provided primary balances are either zero or positive or are moderately negative. Given the rate spread (GSDP growth rate – interest rate) and quantum spread (Debt*rate spread), debt sustainability condition states that if quantum spread together with primary deficit is zero, debt-GSDP ratio would be constant or debt would stabilize eventually. On the other hand, if primary deficit together with quantum spread turns out

burden of interest payments (measured by interest payments to revenue receipts ratio) and maturity profile of State Government securities. **Table 1.31** analyzes the debt sustainability of the State according to these indicators for the period of five years beginning from 2005-06.

Table 1.31: Debt Sustainability: Indicators and Trends

Indicators of Debt sustainability	2005-06	2006-07	2007-08	2008-09	2009-10
Debt Stabilization (Quantum Spread + Primary Deficit)	204+1,866 = 2,070	774+2,228 = 3,002	881+2,302 = 3,183	989+3,000 = 3,989	1196+ (-) 2,210 = (-) 1,014
Sufficiency of Non-debt Receipts (Resource Gap)	(-) 2,414	(+) 356	(+) 78	(+) 617	(-) 5,450
Net Availability of Borrowed Funds	(-) 284	(-) 115	(-) 124	(+) 1,771	(+) 1,398
Burden of Interest Payments (IP/RR Ratio)	12.54	11.09	9.87	8.81	9.22
IP/Own Tax Ratio	46.72	43.53	45.01	38.39	36.76
Maturity Profile of State Debt					(₹ in crore)
0 – 1 Year	Not available	Not available	1,121.86	1,246.50	340.32
1 – 3 Years			1,734.04	1,850.85	1,527.30
3 – 5 Years			2,029.07	2,806.13	2,646.25
5 – 7 Years			2,752.70	2,671.10	2,523.26
7 Years and above			8,103.32	9,263.12	11,983.29

Table 1.31 reveals that quantum spread together with primary deficit/surplus has been positive during the period from 2005-06 to 2008-09 but turned negative during 2009-10 indicating that the debt-GSDP ratio is not sustainable. The sum of quantum spread and primary deficit at ₹(-)1,014 crore during 2009-10 against ₹3,989 crore in 2008-09 is an alarming situation and the State Government needs to take immediate remedial measures to improve the fiscal imbalances for improving the debt sustainability position of the State.

The persistent negative resource gap indicates the non-sustainability of debt while the positive resource gap strengthens the capacity of the State to sustain the debt. During the years 2006-07 to 2008-09 there was a positive resource gap indicating increasing capacity of the State to sustain the debt in the medium to long run; however, during

to be negative, debt-GSDP ratio would be rising and in case it is positive, debt-GSDP ratio would eventually be falling.

²⁰ Adequacy of incremental non-debt receipts of the State to cover the incremental interest liabilities and incremental primary expenditure. The debt sustainability could be significantly facilitated if the incremental non-debt receipts could meet the incremental interest burden and the incremental primary expenditure.

²¹ Net availability of borrowed fund 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 indicating the net availability of borrowed funds.

2009-10 there was negative resource gap indicating the beginning of risk of non-sustainability of debt.

The public Debt Receipts of the State increased from ₹1,379 crore in 2005-06 to ₹2,190 crore in 2009-10 at an annual average rate of 11.76 *per cent*. However, during the current year Public Debt Receipts came down to ₹2,190 crore from ₹2,878 crore in 2008-09. The cash balance also came down to ₹6,784 crore in 2009-10 from ₹8,042 crore in 2008-09, yet the surplus cash balances continue to pose new challenges for State Government's financial and cash management.

High level of surplus cash in recent past seems to provide some headroom to withstand pressure on finances and the State was not resorting to ways and means advances or overdrafts. The reason for cash accumulation was attributed to conservative approach in capital spending since the capital outlay as a percentage of total expenditure was almost static during the past (9.95 *per cent* in 2005-06 to 10.97 *per cent* in 2009-10).

In view of the comfortable cash balances, the State may consider to defer and/or resort to more need based borrowing programmes at opportune times in a cost effective manner. The State may consider identifying a clear shelf of projects which require capital investment and borrow only to that extent and by realistic assessment of cash needs and with effective cash management and better synchronization of cash inflows and outflows may be able to minimize their borrowing requirements. This will at the same time curb unwarranted build-up of cash surplus as well.

1.10 Fiscal Imbalances

Three key fiscal parameters - revenue, fiscal and primary deficits - 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 ways in which the deficit is financed and the resources raised 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 levels of revenue and fiscal deficits *vis-à-vis* targets set under FRBM Act/Rules for the financial year 2009-10.

1.10.1 Trends in Deficits

Charts 1.12 and **1.13** present the trends in deficit indicators over the period 2005-10.

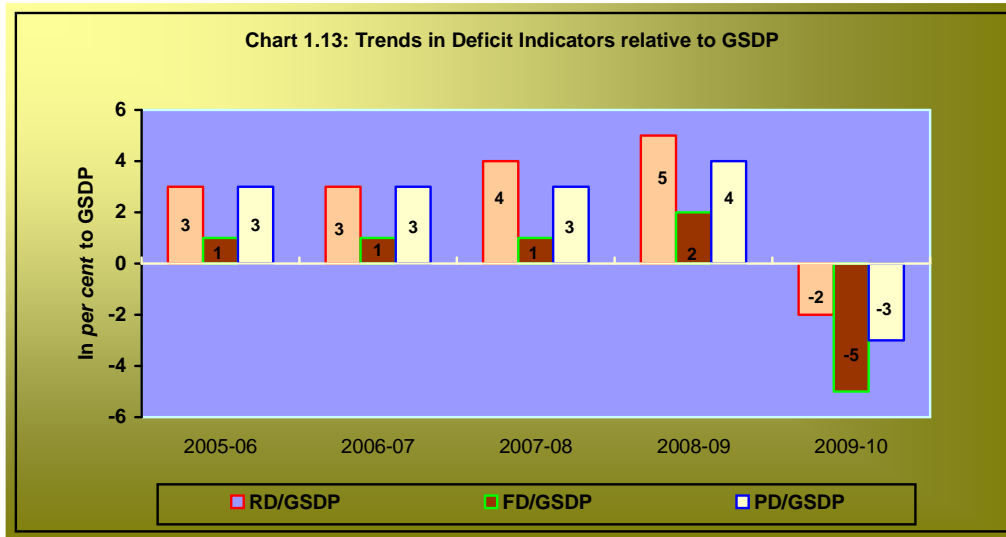
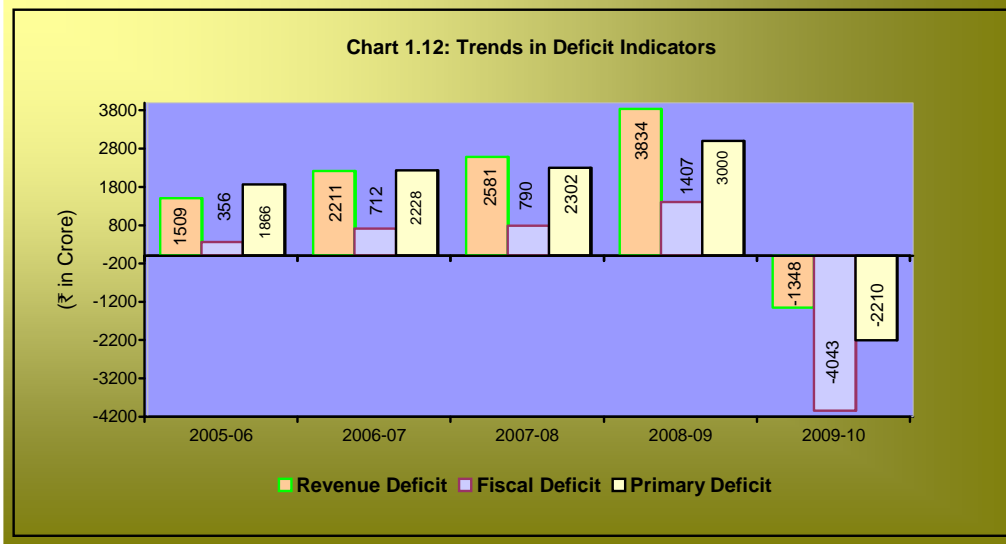


Chart 1.12 reveals that the revenue account experienced a substantial deficit of ₹1,348 crore during 2009-10. The State had a revenue surplus during the period from 2005-06 to 2008-09 and the revenue surplus increased from ₹1,509 crore in 2005-06 to ₹3,834 crore in 2008-09 and turned into a deficit of ₹1,348 crore in 2009-10. The significant deterioration in revenue account during the current year was mainly on account of increase in revenue expenditure by ₹6,989 crore (49.07 per cent) against an increase of ₹1,807 crore (10 per cent) in revenue receipts over the previous year. Despite the fact that State's own resources contributed around 73 per cent (₹1,318 crore) in the incremental revenue receipt (₹1,807 crore) during 2009-10 against 34 per cent (₹928 crore) during 2008-09, the decline in revenue account in the current year was primarily on account of sluggish growth rate of 61 per cent (₹12,144 crore) in central transfers as compared to 64 per cent (₹11,655 crore) in 2008-09.

The fiscal deficit, which represents the total borrowings of the Government and its total resource gap touched the level of ₹4,043 crore in 2009-10 from fiscal surplus of ₹1,407 crore in 2008-09. The reduction of ₹5,182 crore in revenue surplus as well as marginal decrease of ₹ two crore in non-debt capital receipts alongwith an increase of ₹256 crore in capital expenditure and an increase of ₹10 crore in net disbursement of loans and advances in 2009-10 resulted in a fiscal deficit of ₹4,043 crore in 2009-10 as against fiscal surplus of ₹1,407 crore during the previous year.

The primary surplus that continued during 2005-09 took a turnaround in 2009-10 and resulted into primary deficit of ₹2,210 crore. The reduction of fiscal surplus of ₹5,450 crore and a moderate increase of ₹240 crore in interest payment resulted in primary deficit²² of ₹2,210 crore during the current year from primary surplus of ₹3,000 crore in 2008-09.

1.10.2 Composition of Fiscal Deficit and its Financing Pattern

The financing pattern of the fiscal deficit has undergone a compositional shift as reflected in the **Table 1.32**.

Table-1.32: Components of fiscal deficit and its financing pattern

		(₹ in crore)				
Particulars		2005-06	2006-07	2007-08	2008-09	2009-10
1		2	3	4	5	6
Decomposition of Fiscal Deficit		(-) 356 (0.62)	(-) 712 (1.11)	(-) 790 (1.10)	(-) 1407 (1.77)	4043 (4.59)
1	Revenue Deficit	(-) 1,509	(-) 2,211	(-) 2,581	(-) 3,834	1,348
2	Net Capital Expenditure	(+) 1,085	(+) 1,453	(+) 1,688	(+) 2,373	(+) 2,629
3	Net Loans & Advances	(+) 68	(+) 46	(+) 103	(+) 54	(+) 66
Financing Pattern of Fiscal Deficit*						
1	Market Borrowings	(+) 717.65	(+) 592.01	(+) 544.56	(+) 2,014.77	(+) 1,405.45
2	Loans from GOI	(-) 4,029.24	(-) 99.71	(-) 66.86	(-) 68.88	(-) 293.19
3	Special Securities Issued to NSSF	(+) 4,602.21	(+) 86.06	(-) 8.60	(+) 17.37	(+) 24.79
4	Loans from Financial Institutions	(+) 45.76	(+) 42.63	(+) 94.06	(+) 133.46	(+) 46.40
5	Small Savings, PF etc.	(+) 385.63	(+) 349.39	(+) 317.96	(+) 390.23	(+) 489.55
6	Deposit & Advances	(-) 51.27	(-) 126.62	(-) 561.70	(+) 30.47	(+) 568.13
1		2	3	4	5	6
7	Suspense and Misc.	(-) 1,652.56	(-) 1,799.65	(-) 1,943.01	(-) 3,549.14	(+) 980.13
8	Remittances	(+) 15.01	(-) 43.99	(+) 33.78	(-) 99.12	(-) 164.64
9	Reserve Fund	(-) 184.34	(+) 76.88	(+) 161.39	(-) 109.97	(+) 413.92
10	Decrease/increase in cash balance with RBI	(+) 112.92	(+) 191.64	(+) 638.35	(-) 364.21	(+) 573.61
11	Others	(-) 317.49	-	-	-	(-) 0.74

*All these figures are net of disbursements/outflows during the year

²² Primary deficit defined as the fiscal deficit net of interest payments indicates the extent of deficit, which is an outcome of the fiscal transactions of the State's during the course of the year.

It can be seen from **Table 1.32** that there was fiscal surplus during the years 2005-06 to 2008-09 but it took a turnaround in 2009-10 and became fiscal deficit in 2009-10. During 2009-10, the fiscal deficit was mainly financed by market borrowings, Small Savings, PF etc., Deposits and Advances, Suspense and Miscellaneous balances and Reserve Funds.

Though increase in capital expenditure indicated that borrowed funds were being utilized for productive uses, the solution to the Government debt problem lies on the method of application of borrowed funds *i.e.*, whether they are being used efficiently and productively for capital expenditure which either provides returns directly or results in increased productivity of the economy which may result in increase in Government revenue in future, making debt payments manageable.

1.10.3 Quality of Deficit/Surplus

The ratio of revenue deficit to fiscal deficit and the decomposition of primary deficit into primary revenue deficit and capital expenditure (including loans and advances) would 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. Further, persistently 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) were not having any asset backup. The bifurcation of the primary deficit (**Table 1.33**) would indicate the extent to which the deficit has been on account of enhancement in capital expenditure, which may be desirable to improve the productive capacity of the State's economy.

Table-1.33: Primary Deficit/Surplus – Bifurcation of factors

(₹ in crore)

Year	Non-debt Receipts	Primary Revenue Expenditure	Capital Expenditure	Loans and Advances	Primary Expenditure	Primary Revenue Deficit(-)/ Surplus (+)	Primary Deficit (-) / Surplus (+)
1	2	3	4	5	6 (3+4+5)	7 (2-3)	8 (2-6)
2005-06	12,083	9,026	1,085	106	10,217	(+) 3,057	(+) 1,866
2006-07	13,702	9,940	1,453	81	11,474	(+) 3,762	(+) 2,228
2007-08	15,365	11,232	1,688	143	13,063	(+) 4,133	(+) 2,302
2008-09	18,112	12,650	2,373	89	15,112	(+) 5,462	(+) 3,000
2009-10	19,917	19,399	2,629	99	22,127	(+) 518	(-) 2,210

There was a primary surplus in Assam during the period 2005-06 to 2008-09 but in the current year, there was a primary deficit because non-debt receipts was less than primary expenditure²³. In the current year non-debt receipts was just sufficient to cover primary revenue expenditure and was not adequate for capital expenditure. Over the period 2005-2010, there has been an increase in the proportion of capital

²³ Primary expenditure of the State defined as the total expenditure net of interest payments, indicates the expenditure incurred on the transactions undertaken during the year.

expenditure in primary expenditure, which may be desirable as it indicates improvement in the productive capacity of the State's economy.

1.11 Institutional measures

Towards strengthening fiscal disciplines in the State, the Government of Assam had taken certain institutional measures like legislation in respect of guarantees and fiscal responsibilities in the form of enactment of the Assam Fiscal Responsibility and Budget Management Act in 2005. Since then the Government had been undertaking measures like implementation of Consolidated Sinking Fund, introduction of VAT etc.

As a measure to improve fiscal transparency, the Government of India outlined several initiatives to assist the State Governments in their developmental and social roles. **Public Private Partnership (PPP)** is such an initiative that enables implementation of Governments programmes/schemes in partnership with the private sector. The potential benefits derived from PPP are cost effectiveness of the project, higher productivity, accelerated delivery, enhanced social service and recovery of user charges. It also allows the State Government to use limited budgetary resources on high priority schemes where private sector is not willing to enter.

In view of the above, several State Governments across India are entering into PPP agreements in the areas of infrastructure projects, survey and exploitation of mines and minerals, development of industrial estates, development of hydro-electricity projects etc.

The Government of Assam however, has not framed a PPP policy for the State as yet and therefore, development of projects in PPP mode has not taken off. The State Government should frame the PPP policy for the State at the earliest in order to enhance fiscal space for its developmental activities.

1.12 Conclusion and Recommendations

The fiscal position of the State viewed in terms of key fiscal parameters – revenue deficit, fiscal deficit, primary deficit etc. indicated that except during 2009-10 the State had maintained revenue, fiscal and primary surplus during the last four years. During the current year, the State had witnessed huge deficit in all the three parameters but managed to minimize holding of large cash surplus.

Revenue Receipts

Revenue receipts grew by 10 *per cent* over the previous year. The increase was mainly contributed by tax revenue 46 *per cent*, non-tax revenue 27 *per cent*, State's share of Union Taxes and Duties eight *per cent* and Grants-in-aid from Government of India (GOI) 19 *per cent*. **The revenue receipts at ₹19,884 crore is, however,**

higher by ₹575 crore than the assessment made by the State Government in its Fiscal Correction Path (FCP) (₹19,309 crore), but lower by ₹3,180 crore than the assessment made in FYFP (₹23,064 crore).

(Para-1.1)

The State Government should mobilize additional resources both through tax and non-tax sources by expanding the tax base and rationalizing the user charges. It should also make efforts to collect revenue arrears. Efforts should also be made to increase tax compliance, reduce tax administration costs, etc. so that deficits are contained. Ensuring that the Government of India releases all grants due to the State by timely action on all conditionalities that are pre-requisite to the release will also increase the total receipts of the State. There is an urgent need to improve collection of tax revenue so that recourse to borrowed funds can be reduced.

Revenue Expenditure

The overall revenue expenditure of the State increased by 101.52 per cent from ₹10,536 crore in 2005-06 to ₹21,232 crore in 2009-10 at an annual average rate of 20.30 per cent and increased from ₹14,243 crore in 2008-09 to ₹21,232 crore in 2009-10.

(Para-1.5.3)

During 2009-10, though the development expenditure (₹14,953 crore) increased by ₹3,801 crore over the previous year, yet it was much below the Budget Estimate (₹18,847 crore) for 2009-10. The relative share of the revenue developmental expenditure was 51 per cent of the total expenditure while this share in respect of capital development expenditure was only 11 per cent. The expenditure pattern of the State, reveals that there is an increasing pressure on revenue expenditure. The expenditure on salaries and wages increased by 40 per cent (from ₹5,842 crore in 2008-09 to ₹8,193 crore in 2009-10) against the TFC norms of growth rate of six per cent. According to recommendation of the TFC, the State should follow a recruitment and wages policy, in a manner such that the total salary bill relative to revenue expenditure net of interest payments and pensions does not exceed 35 per cent. This norm was not followed in the State and the salary and wages expenditure stood at 46.47 per cent during 2009-10.

(Paras-1.6.2 & 1.5.4)

Though expenditure incurred under Capital Heads had been increasing over the years, yet the State needs to ensure that outcomes are achieved. A monitoring mechanism should be put in place to ensure effective use of budgetary funds and value for money is channelised in its entirety to the intended beneficiaries. The State should initiate action to restrict the components of non-plan revenue expenditure by phasing out implicit subsidies and resort to need based borrowings to cut down interest and principal payments.

Fiscal Correction Path

During 2009-10, there was a sudden fall in all the three major fiscal indicators viz., revenue, fiscal and primary deficits from surpluses over the previous year mainly due to increase in expenditure both in revenue and capital heads. The State could not achieve the fiscal deficit target of 4 *per cent* of GSDP as prescribed in the AFRBM Act, 2005 for the year 2009-10, which stood at 4.59 *per cent*.

(Para-1.10)

There is a reasonable prospect of returning back to a fiscal correction path if efforts are made to increase tax compliance, collection of revenue arrears and prune unproductive expenditure so that deficits are contained.

Fiscal Priority

The State had attached low fiscal priority towards development expenditure, as the Development Expenditure/Aggregate Expenditure ratio was much lower than the NE State's average in 2005-06 and 2009-2010.

(Para-1.6.1)

The decrease in the ratio of developmental expenditure to aggregate expenditure indicates that State attaches low fiscal priority towards its development. From the point of view of improving developmental expenditure, it is pertinent for Government of Assam to take appropriate expenditure measures and lay emphasis on provision of expending more under social and economic sectors.

Fiscal liabilities

The overall fiscal liabilities of the State increased at an annual average rate of 9.83 *per cent* during 2005-10. The fiscal liabilities of the State Government however, increased by ₹3,231 crore (12.80 *per cent*) from ₹25,234 crore in 2008-09 to ₹28,465 crore in 2009-10. The committed liabilities for the State projected by the TFC was ₹5,610 crore of non-plan revenue expenditure for the year 2009-10. Compared to this, there was an increase of 111 *per cent* in the actual expenditure during 2009-10. During 2009-10, interest receipts, as percentage of outstanding loans and advances was 0.41 whereas interest paid by the Government as percentage to outstanding liabilities was 6.83.

(Paras 1.7.3 and 1.8.2)

*Recourse to borrowed funds in future should be carefully assessed and managed so that the recommendations of the 13th Finance Commission to bring Fiscal Liabilities-GSDP ratio to around 25 *per cent* could be achieved in next five years.*

Investment and Returns

The average return on Assam Government's investment in Statutory Corporations, Rural Banks, Joint Stock Companies, Co-operatives and Government Companies varied between 0.70 to 1.21 *per cent* in the past five years whereas its average interest outgo was in the range of 6.76 to 8.18 *per cent*.

(Para-1.7.2)

A performance-based system of accountability should be put in place in the Government Companies/Statutory Corporations so as to derive profitability and improve efficiency in service. The Government should ensure better value for money in investments by identifying the Companies/Corporations which are endowed with low financial but high socio-economic returns and justify the use of high cost borrowed funds for non revenue generating investments through a clear and transparent guideline.

Debt sustainability

The Government of Assam should ideally keep the debt-GSDP ratio stable. Borrowed funds should be used as far as possible only to fund capital expenditure and revenue expenditure should be met from revenue receipts. During 2009-10 fiscal deficit-GSDP ratio deteriorated sharply compared to previous year indicating increase in debt-GSDP ratio. The sum of quantum spread and primary deficit at ₹(-)1,014 crore during 2009-10 against ₹3,989 crore in 2008-09 is an alarming situation to the State Government. The State has also negative resource gap during 2009-10 indicating the beginning of risk of non-sustainability of debt.

(Para-1.9)

The State should make efforts to return to primary and revenue surplus as was the case in the past years. Maintaining a calendar of borrowings to avoid bunching towards the end of the fiscal year will ensure that market borrowings are sourced optimally. A clear understanding of the maturity profile of debt payments will go a long way in prudent debt management.

Chapter-II

Financial Management and Budgetary Control

2.1 Introduction

A major concern is that budgetary process are being undertaken in a mechanical and routine fashion and adequate due diligence is not being given to ensure a high level of preparedness before the budget is finalized. This could reduce the effectiveness of the Government to ensure that developmental goals are achieved as intended by the Government.

This year an attempt has been made to examine and evaluate the budget documents of the State Government covering the period from 2007-10. Further, the audit of Appropriation Accounts for the current year is also carried out in accordance with the provisions of the Act. The findings of the audit are summarized in the succeeding paragraphs.

Components of Government Accounts

The Government accounts are kept in three parts, namely Part-I Consolidated Fund, Part-II Contingency Fund and Part-III Public Account. The details of transactions under the three parts are classified according to various Major Heads, Sub-Major Heads, Minor Heads, Sub-Heads and Detailed Heads of accounts prescribed by the Comptroller and Auditor General of India.

The outlays on the various activities of Government are met from the Consolidated Fund which is made up of (a) Revenue-consisting of sections for Receipts Heads (Revenue Account) and Expenditure Heads (Revenue Account), (b) Capital Public Debt Loans etc. - consisting of Receipt Heads (Capital Account) and Expenditure Heads (Capital Account). No Money can be withdrawn from the Consolidated Fund without the authority of the Legislature and for this purpose necessary Demands for Grants are placed before the Legislature at the beginning of each financial year. The grants as and when passed by the Legislature are incorporated in an Appropriation Act authorizing necessary appropriation from the Consolidated Fund. In Public Account, records are kept of all transactions relating to public moneys other than those of the Consolidated Fund and the Contingency Fund.

2.2 Examination and evaluation of the budgeting system of the Government of Assam

The Annual Financial Statement of the estimated receipt and expenditure of the State for a financial year is laid before the House or Houses of the Legislature in accordance with the provisions of Article, 202 of the Constitution of India and the proposals for the grants and the appropriations included therein. The form of presentation show separately the sums required to meet expenditure 'Charged' on the Consolidated Fund of the State under article 112 (3) of the constitution and the sums required to meet other expenditure for which vote of Legislature is required.

The Annual Financial Statement of receipts and expenditure, which are to be credited to, or made out of the Consolidated Fund, may be laid before the Legislature in three parts, namely-

Part-I- Statements of receipts and expenditure arranged by major heads of account, the net expenditure being shown separately under voted, charged and “General” and “Sixth Schedule (Part A) Areas” and followed by a schedule of demands for gross expenditure in respect of the voted grants.

Part-II- The Detailed Estimates together with an Appendix indicating Budget provisions made for the various districts in the Sixth Schedule (Part A) Areas in respect of the State Plan Schemes and Schemes sponsored by the Central Government.

Part-III - Explanatory Memoranda.

2.2.1 Scope of Audit

In depth examination of budget documents of the State Government covering the period 2007-10 was carried out in April-June 2010 through a test-check of the records made available by Finance (Budget) Department and Finance and Appropriation Accounts, of the Government of Assam.

2.2.2 Audit Objectives

The main objectives of the audit were to ascertain whether:

- The preparation of budget estimate for receipts and expenditures were need based and realistic;
- The system on which estimate of receipts and expenditure under Consolidated Fund, Contingency Fund and Public Account are framed;
- The timeliness and effectiveness of the procedures for receipt of budget estimate of receipts and expenditure were ensured; and
- There is a mechanism for effective financial control and monitoring.

2.2.3 Audit Criteria

Audit findings were benchmarked against the following criteria:

- Provisions and instructions contained in the Budget Manual of the Government of Assam;
- Prescribed monitoring system;
- Budget documents maintained by the Government;
- Finance Accounts and Appropriation Accounts of the Government of Assam.

2.2.4 Financial Management/Audit Findings

Financial management with regard to budgetary practices, expenditure controls and mobilization of resources was deficient as discussed in the succeeding paragraphs.

Budgetary process

2.2.5 Actual receipts in Consolidated Fund vis-à-vis budget provisions

As contemplated in Para-1 and 78 of Budget Manual of the Government of Assam read with Assam Rule of Executive Business, the duty of preparing budget estimates (Receipts & Expenditure) and revised estimates for laying before the Legislature vests with the Finance Department. The budget estimates are prepared on a departmental basis. The budget making process moves from the bottom to the top. As soon as the departmental estimates and revised estimates are received, the Finance Department scrutinises them and after consultation with the administrative departments, enters the figures, which it accepts for the revised and budget estimates. The estimates of receipts should show the amount expected to be actually realized within the year and in case of fluctuating revenue, the estimate should be based upon a comparison of last three years receipts.

The position of receipts in Revenue and Capital Account during 2007-10 is presented in **Table 1** below:

Table 1

(₹ in crore)

Year	Revenue Account (Receipt)				Capital Account (Receipt)			
	Budget provision (RE)	Actual receipt	Shortfall in receipt	Percentage of shortfall	Budget provision (RE)	Actual receipt	Shortfall in receipt	Percentage of shortfall
2007-08	17,443.27	15,324.92	2,118.35	12.14	2,296.95	1,178.63	1,118.32	48.69
2008-09	23,307.21	18,077.04	5,230.17	22.44	3,008.00	2,912.33	95.67	3.18
2009-10	24,485.16	19,884.49	4,600.67	18.79	3,381.93	2,223.15	1,158.78	34.26

Source: Annual Financial Statement

It is evident from the above table that the shortfall (decline) of receipt in Revenue Account ranged from 12.14 per cent to 22.44 per cent, while the shortfall (decline) of receipts in Capital Account ranged from 3.18 per cent to 48.69 per cent during 2007-10. The basis on which the provision of receipts in both Revenue Account and Capital Account is worked out/estimated was not available on record but the above table indicated that there was deficiency in estimation of receipts, particularly in Capital Account. A more reliable and scientific method of forecasting revenues should be adopted so that there is better planning of expenditure and recourse to need based borrowings.

2.2.6 Actual expenditure in Consolidated Fund vis-à-vis budget provisions

The estimates of expenditure should be prepared for the charges that will be needed for actual payment during the year. It is of a great importance that the expenditure

estimates should be accurately framed. The Finance Department could not furnish to audit the departmental estimates and revised estimates, if any, received from the various departments. Thus, it could not be verified whether proposals of the departments were duly considered in framing the budget. However, the budget provision for expenditure and actual there against under Revenue and Capital Account during the year 2007-10 based on the Annual Financial Statements and Finance and Appropriation Accounts of the respective years are presented in *Appendix 2.1* and also depicted in **Table 2** below:

Table 2

(₹ in crore)

Year	Revenue Account (Expenditure)				Capital Account (Expenditure)			
	Budget provision (RE)	Actual expenditure	Savings	Percentage of savings	Budget provision (RE)	Actual expenditure	Savings	Percentage of savings
2007-08	17,352.81	12,744.16	4,608.65	26.56	4,575.79	2,406.14	2,169.65	47.42
2008-09	21,421.09	14,243.33	7,177.76	33.51	5,017.81	3,242.55	1,775.26	35.38
2009-10	29,815.95	21,232.20	8,583.75	28.79	5,832.65	3,736.15	2,096.49	35.94

Source: Annual Financial Statement

It was seen from the table above that in all the three years there were overestimation of funds (savings) ranging from 26.56 per cent to 33.51 per cent and 35.38 per cent to 47.42 per cent under Revenue Account and Capital Account respectively during the years 2007-10.

This was indicative of the fact that contrary to the prescribed budgetary regulations estimation was made without proper analysis of actual needs, and raises a question mark on the working efficiency of the Administrative and Finance Department. The reasons for such huge savings, was neither on record nor stated.

2.2.7 Estimates of receipts and expenditure under Consolidated Fund

The estimates of receipts and expenditure under Consolidated Fund for the years from 2007-10 are presented in *Appendix 2.2* and also depicted in **Table 3** below:

Table 3

(₹ in crore)

Year	Receipt (Capital & Revenue)					Expenditure (Capital & Revenue)				
	Budget estimate (BE)	Revised estimate (RE)	Actual	Percentage of shortfall		Budget estimate (BE)	Revised estimate (RE)	Actual	Percentage of shortfall	
				Over BE	Over RE				Over BE	Over RE
2007-08	19,579.77	19,740.22	16,503.55	15.71	16.40	20,391.54	21,928.60	15,150.30	25.70	30.91
2008-09	23,939.89	26,315.21	20,989.38	12.32	20.24	24,821.18	26,438.90	17,485.89	29.55	33.86
2009-10	26,232.47	27,867.09	22,107.64	15.72	20.67	34,985.95	35,648.60	24,968.35	28.63	29.96

Source: Annual Financial Statement

From the table above, it would be seen that there were shortfall of receipts over budget estimates ranging from 12.32 per cent to 15.72 per cent, whereas the variation between revised estimates and actual ranged from 16.40 per cent to 20.67 per cent. Similarly, the shortfall of expenditure over budget estimate ranged from 25.70 per cent to 29.55 per cent, while the variation between revised estimate and

actual ranged from 30.91 per cent to 33.86 per cent. This indicated that realistic approach in framing estimates of receipts and expenditure was absent during 2007-10.

2.2.8 Growth in budgetary provisions and transaction balances

The summary of budgetary provisions (Revised Estimate) as per Annual Financial Statement consisting of State Government Resources (Receipts) and its Applications (Disbursements) for the years 2007-10 are presented in **Table 4** below:

Table 4

(₹ in crore)

Particular of Accounts	2007-08		2008-09		2009-10		Percentage of increase (+)/ decrease (-) over previous year	
	Revised Estimate	Actual	Revised Estimate	Actual	Revised Estimate	Actual	Revised Estimate	
							2008-09	2009-10
1	2	3	4	5	6	7	8	9
A. Receipts								
(a) Revenue a/c	17,443.27	15,324.92	23,307.21	18,077.04	24,485.16	19,884.49	(+) 33.62	(+) 5.05
(b) Capital a/c	2,296.95	1,178.63	3,008.00	2,912.34	3,381.93	2,223.15	(+) 30.96	(+) 12.43
Total Consolidated Fund	19,740.22	16,503.55	26,315.21	20,989.38	27,867.09	22,107.64	(+) 33.31	(+) 5.90
II. Contingency Fund a/c								
III. Public a/c	72,723.82	99,223.50	79,939.70	1,62,444.69	91,447.05	2,39,945.55	9.92	14.40
Total - A	92,464.04	1,15,727.05	1,06,254.91	1,83,434.07	1,19,314.14	2,62,053.19	14.91	12.29
B. Expenditure								
(a) Revenue a/c	17,352.81	12,744.16	21,421.09	14,243.33	29,815.95	21,232.20	23.44	39.19
(b) Capital a/c	4,575.79	2,406.14	50,17.81	3,242.56	5,832.65	3,736.15	9.66	16.24
Total Consolidated Fund	21,928.60	15,150.30	26,438.90	17,485.89	35,648.60	24,968.35	20.57	34.83
II. Contingency Fund a/c								
III. Public a/c	72,339.49	1,01,215.10	79,589.96	1,65,583.97	91,017.79	2,37,658.46	10.02	14.36
Total - B	94,268.09	1,16,365.40	1,06,028.86	1,83,069.86	1,26,666.39	2,62,626.81	12.48	19.46
Transaction balance (Receipts - Expenditures) Surplus (+) Deficits (-)								
(i) Revenue a/c	90.46	2,580.76	1,886.12	3,833.71	-5,330.79	-1,347.71		
(ii) Capital a/c	-2,278.84	-1,227.51	-2,009.81	-330.21	-2,450.72	-1513		
Consolidated Fund	-2,188.38	1,353.25	-123.69	3,503.50	-7,781.51	-2,860.71		
Public a/c	384.33	-1,991.60	349.74	-3,139.29	429.26	2,287.09		
Total (A-B)	-1,804.05	-638.35	226.05	364.21	-7,352.25	-573.62		
Opening balance	-556.65	-556.65	-1,195.00	-1,195.00	-830.79	-830.79		
Closing balance	-2,360.70	-1,195.00	-968.95	-830.79	-8,183.04	-1,404.41		

Source: Annual Financial Statement

(1) Variations in transactions under Budgetary Provisions

(a) Receipts and Expenditure under Consolidated Fund

The budgeted receipt under Consolidated Fund declined from 33.31 *per cent* in 2008-09 to 5.90 *per cent* in 2009-10 due to decline in budgetary provision under revenue receipt (from 33.62 *per cent* in 2008-09 to 5.05 *per cent* in 2009-10) and capital receipts (from 30.96 *per cent* in 2008-09 to 12.43 *per cent* in 2009-10). At the same time the budgeted expenditure under Consolidated Fund increased from 20.57 *per cent* in 2008-09 to 34.83 *per cent* in 2009-10 due to increased budgetary provisions under revenue expenditure (from 23.44 *per cent* in 2008-09 to 39.19 *per cent* in 2009-10) and capital expenditure (from 9.66 *per cent* in 2008-09 to 16.24 *per cent* in 2009-10).

(b) Receipts and Expenditure under Public Account

The expected growth in receipt of Public Account increased from 9.92 *per cent* in 2008-09 to 14.40 *per cent* in 2009-10, while the expected expenditure under Public Account grew from 10.02 *per cent* in 2008-09 to 14.36 *per cent* in 2009-10.

(2) Transaction balances under budgetary provisions and actual transactions

(a) Consolidated Fund

The cash balance provisions under Consolidated Fund increased from ₹(-)123.69 crore in 2008-09 to ₹(-)7781.51 crore in 2009-10 due to huge provisions kept under revenue expenditure and capital expenditure compared to the expected receipts under Revenue Account and Capital Account in 2009-10.

(b) Public Account

The cash balance under Public Account provisions depicted a surplus balance and grew from ₹349.74 crore in 2008-09 to ₹429.26 crore in 2009-10, due to increased receipt over expenditure under Public Account during 2009-10.

2.2.9 Non-maintenance of budget calendar and delayed submission of budget estimates

Under paragraph 6 of the Budget Manual, it is essential that the time table prescribed in Appendix 'C' should be strictly adhered to in order that the estimates may be laid before the Legislature on the due date duly considered by the Administrative Department and the Finance Department. The Register of Budget Calendar, could not be furnished to audit due to its non-maintenance of the same. However, the letters received register (Inward Register, showing entries of receipt of BE) maintained from 1 June 2008 onwards was furnished to audit.

According to Budget Calendar, the budget estimates of receipts and expenditures for the coming (next) year and Revised estimates for the current year is to be furnished to the Finance Department by 15 October each year. But the entries of the inward register showed that most of the budget estimates for the year 2009-10 were received belatedly against the stipulated date of 15 October 2008 as detailed in **Table 5** below:

Table 5

Sl No.	Period of receipt	Number of Budget Estimates received	Percentage of receipt	Delay
1	Upto 15-10-08	12	8.22	--
2	16-10-08 to 16-11-08	25	17.12	1 to 32 days
3	17-11-08 to 31-12-08	66	45.21	33 to 76 days
4	01-01-09 to 30-03-09	43	29.45	77 to 165 days
Total		146		

Source: Records of Finance Department

It could be seen from the above table that only 12 budget estimates out of 146 budget estimates for 2009-10 were received within the stipulated period of 15 October 2008. The delay in submission ranged from 1-32 days in respect of 25 budget estimates, 33-76 days in respect of 66 budget estimates and 77-165 days in respect of 43 budget estimates.

The reasons for non-maintenance of Budget Calendar and non-receipt of budget estimates within the scheduled date could not be stated to audit.

2.2.10 Poor verification of departmental figures

According to Budget Manual and executive instructions made thereunder departmental figures of expenditure are to be reconciled with the figures booked in the records of the Accountant General (A&E) quarterly for which procedure was clearly brought out.

It was, however, ascertained from the records of AG (A&E), Assam that out of 68 Controlling Officers (CO's), only eight, five and eight CO's in 2007-08, 2008-09 and 2009-10 reconciled the departmental expenditure figures respectively within the stipulated time frame with those booked by the Accountant General (A&E), Assam.

Reconciliation and verification of figures is an important tool. Failure to exercise/adhere to the manualised provisions and executive instructions not only facilitates misclassifications/misbookings of the figures but also frustrates the very objectives of budgetary process.

The reason for putting off the exercise of reconciliation was not available on record. Action, if any, taken by the Finance Department in this regard against the defaulting CO's was also not available on records.

2.2.11 Budgetary control/Monitoring

Under the provision of budget manual as amended (June 1978), a statement /return in the prescribed format showing actual expenditure upto November and anticipated expenditure for the remaining months of the year should be submitted (by Controlling Officers) to Finance Department in the month of December every year for making assessment of the progress of expenditure. These returns would enable Finance Department to consider adjustment of budgetary provisions and additional financial implication, if any. Statements/returns received, if any, from the different Controlling Officers/Heads of Departments were not furnished to audit. However, shortcomings in the budget formulation as noticed and discussed in the succeeding paragraphs indicated that the prescribed budgetary control/monitoring system to watch over the progress of expenditure remained ineffective and the Finance Department could not take any steps to contain the trend of shortcomings like excess expenditure, persistent savings etc.

2.2.12 Anticipated savings not surrendered

According to Assam Budget Manual (Paragraph-10 of Chapter-I), the spending departments are required to surrender the grants/appropriations or portion thereof to the Finance Department latest by 15 March as an when the savings are anticipated.

Test-check of the records, however, revealed that there were over estimation (savings exceeding 30 *per cent* of the budget provisions) in respect of 31 to 45 grants under Revenue Account and 19 to 22 grants under Capital Account during the years 2007-10 (detailed in *Appendix 2.2 and 2.3*). The percentage of savings during the period from 2007-10 vis-à-vis budget provisions and actual expenditure is depicted in **Table 6**.

Table 6

(₹ in crore)

Name of Account	Year	No. of Grants	Total Budget provision	Total expenditure	Savings	Percentage of Savings
Revenue Account	2007-08	33	7,186.60	3,242.91	3,943.69	54.88
	2008-09	45	8,766.95	3,665.34	5,101.61	58.19
	2009-10	31	10,585.36	4,574.73	6,010.63	56.78
Capital Account	2007-08	19	2,710.73	1,146.88	1,563.85	57.69
	2008-09	22	2,910.63	1,054.01	1,856.62	63.79
	2009-10	20	4,827.27	1,963.25	2,864.02	59.33

Source: Appropriation Accounts

It was seen from the above table that there were huge savings against budget provisions approved for the years 2007-08 to 2009-10. The savings ranged from ₹3,943.69 crore (54.88 *per cent* of the total budgeted provision) to ₹6,010.63 crore (56.78 *per cent* of the total budgeted provision) in the Revenue Account, while the savings under Capital Account ranged from ₹1,563.85 crore (57.69 *per cent* of the total provision) to ₹2,864.02 crore (59.33 *per cent* of the total provision).

The huge savings indicated that the provisions were made without assessing the actual requirement. In spite of repeated requisitions, the reasons for such huge savings and non-surrendering of the same to the Finance Department could not be stated to audit.

2.2.13 Non-utilisation of budget provisions

Scrutiny of Appropriation Accounts for 2007-10 revealed that the budget provisions made in respect of certain grants during the aforesaid years were neither utilized nor surrendered (detailed in *Appendix 2.4*).

The provision of funds that could not be either utilized or surrendered during the period from 2007-10 (both under Revenue and Capital Account) is depicted in **Table 7**.

Table 7

(₹ in crore)

Name of account	2007-08		2008-09		2009-10	
	Nos. of Grant	Budget provision	Nos. of Grant	Budget provision	Nos. of Grant	Budget provision
Revenue account	1	2.26	7	676.22	4	7.97
Capital Account	3	2.55	7	18.87	3	0.92
Total	4	4.81	14	695.09	7	8.89

Source: Appropriation Accounts

It appeared from the above table that the budget provision for four grants involving ₹4.81 crore in 2007-08, 14 grants involving ₹695.09 crore in 2008-09 and seven grants involving ₹8.89 crore in 2009-10 were neither utilized nor surrendered. This is indicative of lax controls *vis-à-vis* preparation of budget without actual requirement.

The reason for non-surrendering of the entire provisions also could not be stated to audit.

2.2.14 Excess expenditure over budget provisions

Para 7 of the Budget Manual envisages that no expenditure which has not been provided for in budget estimate as passed by the Legislature, can be incurred without prior consultation and approval of the Finance Department provided that such expenditure does not lead to an excess over the appropriation authorized for the particular grant under which the charge will fall and that the expenditure is not a new expenditure.

Test-check of the records, however, revealed that huge excess expenditure was incurred against three to six grants/appropriations under Revenue Account and three to five grants/appropriations under Capital Account during the years 2007-08 to 2009-10 (detailed in *Appendix 2.5 and 2.6*). The percentage of excess expenditure over budget provision during the period from 2007-10 (both under Revenue and Capital Account) is depicted in **Table 8**.

Table 8

(₹ in lakh)

Name of Account	Year	Number of Grants/ Appropriations	Total Budget provision	Total expenditure	Excess expenditure	Percentage of excess expenditure
Revenue Account	2007-08	6	31.55	36.21	4.66	14.77
	2008-09	5	67.17	134.62	67.45	100.42
	2009-10	3	96.25	117.08	20.83	21.64
Capital Account	2007-08	5	24.64	133.21	108.57	440.62
	2008-09	3	131.93	172.88	40.95	31.04
	2009-10	3	21.07	28.11	7.04	33.41
Total		25	372.61	622.11	249.50	

Source: Appropriation Accounts

It was observed from the above table that there was huge excess expenditure over approved budget provisions, which ranged from ₹4.66 crore (14.77 per cent) to ₹67.45 crore (100.42 per cent) in Revenue Account, while the excess expenditure in Capital Account ranged from ₹40.95 crore (31.04 per cent) to ₹108.57 crore (440.61 per cent) during 2007-08 to 2009-10. The excess expenditure over budget provisions indicated that the provisions were made in lump without assessing the actual requirement leading to defective budgeting.

It is, thus, evident that due to failure/non-implementation of the existing control mechanism not only led to huge excess expenditure over budget provisions but also violated the codal provisions.

The reasons for incurring the excess expenditure over the budget provisions however, were not provided to audit.

2.2.15 Excess requiring regularisation

According to Article 205 of the Constitution of India, it is mandatory for State Government to get the excess over a grant/appropriation regularized by the State Legislature. Although no time limit for regularization of expenditure has been prescribed under the Article, but the regularization of excess expenditure is done after completion of discussion of Appropriation Accounts by the Public Accounts Committee (PAC). However, the excess expenditure of ₹249.51 crore for the years 2007-08 to 2009-10 remains to be regularized (detailed in *Appendix 2.5 and 2.6*). The reasons for non-regularisation of excess expenditure were neither stated nor found on record. However, non-regularisation of excess expenditure led to uncontrolled financial expenditure and breach of Constitutional provisions.

2.2.16 Expenditure without provision

According to Chapter-I (Paragraph-7) of Assam Budget Manual, expenditure should not be incurred on a scheme/service without provision of funds.

Test-check of the records however, revealed that expenditure of ₹105.82 crore was incurred in three cases as depicted in **Table 9** below without any budget provisions and re-appropriation orders during the years from 2007-08 to 2009-10.

Table 9

(₹ in crore)

Year	Grant No.	Revenue/Capital Account	Voted	Budget provision		Actual expenditure
				BE	RE	
2007-08	70-Hill Areas	Capital	Voted	Nil	Nil	105.69
2007-08	31-Urban Development	Capital	Voted	Nil	Nil	0.12
2008-09	39-Social Security, Welfare and Nutrition	Revenue	Charged	Nil	Nil	0.01
2009-10	Nil	Nil	Nil	Nil	Nil	Nil
Total						105.82

Source: Appropriation Accounts

Expenditure without provision indicated defective budgeting due to non-estimation of requirements and non-provision in the demand for grants.

Reasons for incurring expenditure without provisions in the budget and its subsequent regularization could not be found on records.

2.2.17 Persistent savings

Test-check of the records revealed that in 23 cases (under 21 grants) during the last three years (2007-08 to 2009-10) there were persistent savings in excess of 40 *per cent* or more of the total provision. The details of savings in excess of 40 *per cent* are detailed in **Appendix 2.7**. Huge persistent savings in all the three years indicated that the process of preparation of budget estimates were unscientific and unrealistic.

Reasons for non-utilisation and non-surrendering of the amounts were also not available on records. The huge persistent savings also depicted lack of financial control and monitoring by the Finance Department.

2.2.18 Technical and qualitative application of resources

Actual expenditure in Plan and Non-Plan Heads in Social and Economic Services vis-à-vis budget provisions under Revenue Account

The Budget Provisions, actual expenditure and shortfall (savings) under Plan and Non-Plan Heads in respect of Social Services and Economic Services under Revenue Section for the years 2007-10 are presented in **Table 10** and **Table 11**.

Table 10
(Social Services)

(₹ in crore)

Year	Revised Estimate			Percentage to total expenditure		Actual			Percentage to total expenditure		Shortfall (Savings)			
	Plan	Non-plan	Total	Plan	Non-plan	Plan	Non-plan	Total	Plan	Non-plan	Plan		Non-plan	
											Amount	Percentage	Amount	Percentage
2007-08	2239.83	5447.28	7687.11	29.14	70.86	895.18	4061.57	4956.75	18.06	81.94	1344.65	60.03	1385.71	25.44
2008-09	2883.23	5452.47	8335.70	34.59	65.41	1384.15	4198.41	5582.56	24.79	75.21	1499.08	51.99	1254.06	23.00
2009-10	3387.09	6474.03	9861.12	34.35	65.65	2218.52	6324.69	8543.21	25.97	74.03	1168.57	34.50	149.34	2.31
Total	8510.15	17373.78	25883.93	32.88	67.12	4497.85	14584.67	19082.52	23.57	76.43	4012.30	47.15	2789.11	16.05

Source: Memorandum of Budget Estimates

It was seen from the above table that during the years from 2007-10 against Social Services the total target of Plan and Non-Plan provisions were set at ₹8,510.15 crore and ₹17,373.78 crore at the ratio of 32.88 per cent and 67.12 per cent of the total provisions respectively in the annual budget provided for the years. However, the actual expenditure made thereagainst under the Plan and Non-Plan was for ₹4,497.85 crore and ₹14,584.67 crore at the ratio of 23.57 per cent and 76.43 per cent of the total expenditure respectively during the period.

This revealed that while the achievement in Plan fund declined significantly over target (provisions) from 32.88 per cent to 23.57 per cent, the achievement in Non-Plan fund grew correspondingly with reference to provision from 67.12 per cent to 76.43 per cent. Further, while the overall shortfall over the expectation (provisions) under Plan fund was ₹4,012.30 crore at 47.15 per cent, the shortfall over expectation under Non-Plan fund was ₹2,789.11 crore at 16.05 per cent during the years.

Table 11
(Economic Services)

(₹ in crore)

Year	Revised Estimate			Percentage to Total expenditure		Actual			Percentage to Total expenditure		Shortfall			
	Plan	Non-plan	Total	Plan	Non-plan	Plan	Non-plan	Total	Plan	Non-plan	Plan		Non-plan	
											Amount	Percentage	Amount	Percentage
2007-08	1455.71	1935.97	3391.68	42.92	57.08	1083.06	1770.99	2854.05	37.95	62.05	372.65	25.60	164.98	8.52
2008-09	2282.19	1859.22	4141.41	55.11	44.89	1352.32	1340.98	2693.30	50.21	49.79	929.87	40.74	518.24	27.87
2009-10	2544.99	2182.79	4727.78	53.83	46.17	1905.51	1854.01	3759.52	50.68	49.32	639.48	25.13	328.78	15.06
Total	6282.89	5977.98	12260.87	51.24	40.76	4340.89	4965.98	9306.87	46.64	53.36	1942.00	30.91	1012.00	16.93

Source: Memorandum of Budget Estimates

In Economic Services also it was seen that while the achievement in Plan fund during the years from 2007-08 to 2009-10 declined over target (provisions) from 51.24 per cent to 46.64 per cent, the Non-Plan fund grew from 40.76 per cent to 53.36 per cent and while the overall shortfall over the expectation (provisions) under the Plan fund was 30.91 per cent, the shortfall over expectation under Non-Plan fund was 16.93 per cent during the years.

The above positions indicated that the expenditure in Revenue Account undertaken by the State Government under Plan schemes of Social Services and Economic Services was inadequate in comparison to the achievement made under Non-Plan schemes basically meant for payment of salary and office expenses.

The reasons for such huge shortfall in achievement of plan schemes over target under Social Services and Economic Services was not available on records.

2.2.19 Budget commitment

The Minister of Finance, Government of Assam, while delivering the Budget speech for the year 2008-09 stressed the need for growth in Agriculture and allied sectors and for which a sum of ₹102.89 crore was allocated in Rastriya Krisi Vikash Yojana (RKVY) in the year 2008-2009. The allocated amount was further augmented to ₹142.62 crore by way of supplementary provision of ₹39.73 crore. The expenditure incurred under the scheme was ₹71.31 crore and as such 50 per cent financial progress was achieved till March 2009. Similarly, during 2009-10, a sum of ₹102.89 crore was allocated to RKVY. The expenditure incurred under the scheme was ₹79.86 crore resulting in savings of ₹23.03 crore (22 per cent). The commitments such as upgradation of standard of three medical colleges in the State and setting up of three new institutes of paramedics in those medical colleges were made under Health and Family Welfare Department. Test-check of the records however, revealed that against estimated provision of ₹287.53 crore for the work upgradation of standard of three medical colleges, ₹68.12 crore only was incurred till March 2009. During 2009-10, out of estimated provision of ₹365.88 crore for the aforesaid work, ₹187.37 crore (51 per cent) only was incurred till March 2010. It was also noticed that the work relating to increase the quality of paramedics (budget provision: ₹45 lakh) had not been started and no expenditure was incurred during 2008-09.

It was, thus, observed that the commitments were partially materialized during the year 2008-09 and 2009-10.

2.2.20 Gender budget

Gender Budgeting is a part and parcel of the Government of India's Policies and approach towards women. The Government of India, Ministry of Human Resource Department (HRD) issued (October 2004) instructions and guidelines along with checklist to watch the modalities and performance of the Gender Budgeting, which

seeks to establish accountability and transparency in policy formulation and decision-making. The National Commission for women took up (February 2006) the matter with the Chief Minister, Government of Assam for necessary policy formulation in this regard. Thus, Gender budgeting was incorporated as a significant statement highlighting the need to segregate budgetary allocations on the basis of gender under the demands for grants.

The process of budgetary allocation on the basis of Gender needs to be reviewed continuously from year to year for giving priorities on specific sectors, which impinge on women's lives. Access to education, employment, health care, sanitation and drinking water are considered to be the five pillars of women empowerment. All these activities needs outlays specifically earmarked for women in the budget to be utilized for women specific programmes/schemes.

Test-check of the records revealed that during the financial year 2008-09 Government of Assam prepared Gender Budget against 13 Departments involving an amount of ₹57.22 crore and during the financial year 2009-10 against 15 departments involving an amount of ₹101.15 crore, but no plan and estimates of the department on the basis of which Gender budget was prepared and the performance report, if any, prepared thereagainst could be produced to audit. Moreover, the performance report of the schemes for a year is required to be incorporated in the Gender budget of the following year for its presentation before the Legislature under the schematic norms, but the performance report of 2008-09 was not found to have incorporated in the Gender Budget of 2009-10.

In the absence of any performance reports/records the implementation of the schemes under Gender budgeting could not be verified in audit.

2.2.21 Outcome budget

The Government of Assam have taken steps to prepare Outcome budget and formulated guidelines accordingly. According to the policy decision, the Outcome budget broadly indicates the fiscal dimension of the financial budget and actual fiscal performance achieved during the previous financial year.

Test-check of the records revealed that during the financial year 2008-09 the State Government prepared Outcome budget of ₹204.15 crore involving only 10 Departments and during the financial year 2009-10 Outcome budget of ₹86.80 crore was prepared against 12 Departments, but no plan and estimates of the Department on the basis of which Outcome budget was prepared could be made available to audit (June 2010). Thus, it could not be ascertained whether the prescribed provisions of guidelines were followed during preparation of the Outcome budget.

Besides, the performance of Outcome budget for the year 2008-09 should have been reflected in the Outcome budget of 2009-10 for its presentation before the Legislature,

but the same was neither incorporated in the Outcome budget of 2009-10 nor any performance report/return for the year 2008-09 could be made available to audit. Thus, it is apparent that the very purpose of Outcome budget has not been achieved.

2.3 Audit of Appropriation Accounts for the current year

2.3.1 The 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 Acts. These Accounts list the original budget estimate, supplementary grants, surrenders and re-appropriations distinctly and indicate actual capital and revenue expenditure on various specified services *vis-à-vis* those authorized by the Appropriation Act in respect of both charged and voted items of budget. The Appropriation Accounts is thus, a control document facilitating management of finances and monitoring of budgetary provisions and are, therefore, complementary to Finance Accounts.

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

2.4 Summary of Appropriation Accounts

The summarized position of actual expenditure during 2009-10 against 81 Grants/Appropriations (78 Grants and three Appropriations) is indicated in **Table 12**.

Table 12: Summarized position of Actual Expenditure *vis-à-vis* Original/Supplementary provisions

(₹ in crore)						
	Nature of Expenditure	Original grant/ appropriation	Supplementary grant/ appropriation	Total	Actual expenditure	Savings (-)/ Excess (+)
Voted	I Revenue	27,020.46	1,561.22	28,581.68	19,261.43	(-) 9,320.25
	II Capital	4,625.09	964.74	5,589.83	2,629.35	(-) 2,960.48
	III Loans & Advances	81.45	36.78	118.23	99.23	(-) 19.00
Total Voted		31,727.00	2,562.74	34,289.74	21,990.01	(-)12,299.73
Charged	IV Revenue	2,259.55	29.16	2,288.71	1,971.19	(-) 317.52
	V Capital	-	0.12	0.12	-	(-) 0.12
	VI Public Debt Repayment	1,009.55	25.17	1,034.72	1,007.56	(-) 27.16
Total Charged		3,269.10	54.45	3,323.55	2,978.75	(-) 344.80
Appropriation to Contingency Fund (if any)		-	-	-	-	-
Grand Total		34,996.10	2,617.19	37,613.29	24,968.76	(-)12,644.53

The overall savings of ₹12,644.53 crore was the result of saving of ₹12,667.75 crore in 74 grants and 13 appropriations under Revenue Section, 27 grants and two appropriations under Capital Section, offset by excess of ₹23.22 crore in three grants under Revenue Section and three grants under Capital Section.

Appropriation Accounts 2009-10 included 78 Grants and three Appropriations. The reasons for savings/excess were called for by the Accountant General (A&E) in respect of 1,608 sub-heads/sub sub-heads. Out of 1,608 sub-heads/sub sub-heads explanations for variations were received for 131 sub-heads/sub sub-heads within the specified period and explanations for variations for 93 sub-heads/sub sub-heads though received within the specified period were incomplete or unspecific. Thus, out of 1,608 sub-heads/sub sub-heads explanation for variations were not received (September 2010) in respect of 1,384 sub-heads/sub sub-heads.

2.5 Financial Accountability and Budget Management

2.5.1 Appropriation vis-à-vis Allocative Priorities

The outcome of the appropriation audit reveals that in 36 cases, savings exceeded ₹10 crore in each case and also by more than 20 *per cent* of total provision (**Appendix 2.8**). Against the total savings of ₹12,644.53 crore, savings of ₹12,054.55 crore (95.33 *per cent*)¹ were in 37 cases relating to 32 grants and one appropriation where savings were ₹50 crore and above as indicated in **Appendix 2.9**.

2.5.2 Excess Expenditure

In two cases, expenditure aggregating ₹22.51 crore exceeded the approved provisions by ₹10.99 crore and also by more than 20 *per cent* of the total provisions. Details are given in **Appendix 2.10**.

2.5.3 Expenditure without Provision

According to Chapter-I (Paragraph-7) of the Assam Budget Manual, expenditure should not be incurred on a scheme/service without provision of funds. It was, however, noticed that expenditure of ₹263.48 crore was incurred in 68 cases as depicted in **Appendix 2.11** without any provision in the original estimates/supplementary demand and without any re-appropriation orders to this effect. Significant cases of such expenditure are given in **Table 13**.

¹ Exceeding ₹50 crore in each case

Table 13: Expenditure incurred without Provision during 2009-10

(₹ in crore)

Sl No.	Grant/Appropriation No.-Major Head of Accounts-Sub-Head-Detailed Head	Expenditure without provision
1	25- 2075-3888 Expenditure in connection with the revision of Pay and Pension-Sixth Schedule (Pt.-I) Areas	46.62
2	66- 3604-3674-(708) Karbi Anglong Autonomous Council – Sixth Schedule (Pt.-1) Areas	22.32
3	72- 2235-0933 Relief Grants for Relief Rehabilitation for disturbance – Grants (ACA) Sixth Schedule (Pt.-1) Areas	10.87
4	76- 4552-1597 Amreng Minor Irrigation- Sixth Schedule Areas	5.20
5	78- 4711-0120 Brahmaputra Flood Control Project - Sixth Schedule Areas	10.81
6	78- 5054 Road Works - Sixth Schedule Areas	42.66

2.5.4 Drawal of funds to avoid lapse of budget grant

According to Assam Treasury Rules & Subsidiary Orders (Rule 16, SO 50) read with Rules 62 and 63 of Assam Financial Rules, no money shall be drawn from the treasury unless it is required for immediate disbursement. In respect of the cases mentioned in **Appendix-2.12** of ₹127.80 crore, the amount drawn at the fag end of the year were deposited into the head of account 8443-Civil Deposit to avoid lapse of budget grant.

2.5.5 Excess over provisions relating to previous years requiring regularization

As per Article 205 of the Constitution of India, it is mandatory for State Government to get the excess over a grant/appropriation regularized by the State Legislature. Although no time limit for regularization of expenditure has been prescribed under the Article, but the regularization of excess expenditure is done after the completion of discussion of the Appropriation Accounts by the Public Accounts Committee (PAC). Although the excess expenditure amounting to ₹2,029.10 crore for the years 2002-03 to 2004-05 had been regularized by the PAC vide its 117th PAC Reports and placed before the State Legislature on 3 April 2008 but the Act showing regularization of the aforesaid excess expenditure is still awaited. Thus, the excess expenditure amounting to ₹2,333.80 crore for the years 2002-03 to 2008-09 was yet to be regularized (March 2010) as detailed in **Appendix 2.13**. The year-wise amount of excess expenditure pending regularization for grants/appropriations is summarized in **Table 14**.

Table 14: Excess over provisions relating to previous years requiring regularization

(₹ in crore)

Year	Number of		Amount of excess over provision	Status of Regularization
	Grants	Appropriations		
2002-03	5	6	1,618.86	Regularized vide 117 th PAC Report. Act awaited.
2003-04	4	3	404.36	Regularized vide 117 th PAC Report. Act awaited.
2004-05	5	6	5.88	Regularized vide 117 th PAC Report. Act awaited.
2005-06	2	2	2.45	Not yet discussed by PAC.
2006-07	4	2	80.61	Not yet discussed by PAC.
2007-08	9	2	113.24	Not yet discussed by PAC.
2008-09	6	2	108.40	Not yet discussed by PAC.
Total	35	23	2,333.80	

2.5.6 Excess over provisions during 2009-10 requiring regularization

Table 15 contains the summary of total excess in five grants amounting to ₹23.22 crore over authorization from the Consolidated Fund of State (CFS) during 2009-10 and requires regularization under Article 205 of the Constitution.

Table 15: Excess over provisions requiring regularization during 2009-10

(₹ in crore)

Sl No.	Number and title of Grants/Appropriations	Total Grants/ Appropriations	Expenditure	Excess
Voted Grants				
1	11 – Secretariat and Attached Offices (Capital Voted)	4.50	6.14	1.64
2	27 – Art and Culture (Revenue Voted)	88.61	100.01	11.40
3	40 – Sainik Welfare and Other Relief Programmes etc. (Revenue Voted)	7.02	16.36	9.34
4	47 – Trade Adviser (Revenue Voted)	0.62	0.71	0.09
5	60 – Cottage Industries (Capital Voted)	0.78	1.53	0.75
Total Voted		101.53	124.75	23.22

2.5.7 Unnecessary/Excessive/Inadequate supplementary provision

Supplementary provision aggregating ₹1,436.28 crore obtained in 55 cases, ₹10 lakh or more in each case, during the year proved unnecessary as the expenditure did not come up to the level of original provision as detailed in **Appendix 2.14**. In three cases, supplementary provision of ₹35 crore proved insufficient by more than ₹ one crore each leaving an aggregate uncovered excess expenditure of ₹17.69 crore (**Appendix 2.15**).

2.5.8 Excessive/unnecessary re-appropriation of funds

Re-appropriation 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 re-appropriation proved excessive or insufficient and resulted in savings/excess of over ₹10 lakh in 14 sub-heads. The excess/saving was more than ₹ two crore in nine sub-heads as detailed in *Appendix 2.16*.

2.5.9 Substantial surrenders

Substantial surrenders (sum exceeding ₹25 lakh in each case) were made in respect of six sub-heads on account of either non-implementation or slow implementation of schemes/programmes. Out of the total provision amounting to ₹163.35 crore in these six schemes, ₹41.03 crore (25 per cent) were surrendered. The details of these six schemes are given in *Appendix 2.17*.

There were also cases of surrender of more than ₹10 crore on 30th and 31st March 2010. The details of such cases are given in **Table 16** below.

Table 16: Cases of surrender in excess of ₹10 crore on 30th and 31st March 2010

(₹ in crore)					
Sl No.	Number and Name of Grant	Major Head	Budget Provision	Surr-ender	Percentage of total provision
1	11-Secretariat and Attached Offices	2052	1,368.72	165.46	12
2	13-Treasury and Accounts Administration	2054	60.58	11.05	18
3	20-Civil Defence and Home Guards	2070	93.74	14.73	16
4	30-Water Supply and Sanitation	4215	636.37	223.54	35
5	43-Co-operation	2425	51.99	10.69	21
6	59-Sericulture and Weaving	2851	143.02	19.75	14
7	75-Information Technology	4859	58.82	36.23	62

2.5.10 Surrender in excess of actual saving

In seven cases, the amount surrendered (₹50 lakh or more) was in excess of actual savings indicating lack of budgetary control. As against savings of ₹158.79 crore, the amount surrendered was ₹180.50 crore resulting in excess surrender of ₹21.71 crore. Details are given in *Appendix 2.18*.

2.5.11 Anticipated savings not surrendered

According to Assam Budget Manual (Paragraph-10 of Chapter-I), the spending departments are required to surrender the grants/appropriations or portion thereof to the Finance Department as and when the savings are anticipated. At the close of the year 2009-10, there were, however, 52 grants/appropriations in which savings occurred but no surrenders were made by the concerned departments. The amount

involved in these cases was ₹8,743.07 crore (69.14 per cent of the total savings) (**Appendix 2.19**).

Similarly, out of total savings of ₹1,219.98 crore under 10 other grants/appropriations, (savings of ₹ one crore and above were indicated in each grant/appropriation) ₹776.22 crore (6.14 per cent of total savings) of ₹12,644.53 crore were not surrendered, details of which are given in **Appendix 2.20**.

2.5.12 Rush of expenditure

According to the Subsidiary Order 50 of Assam Treasury Rules, rush of expenditure in the closing month of the financial year should be avoided. Contrary to this, in respect of 28 Major heads listed in **Appendix 2.21**, expenditure exceeding ₹10 crore and also more than 50 per cent of the total expenditure for the year was incurred in March 2010. **Table 17** also presents the major heads where more than 80 per cent expenditure was incurred during the last month of the financial year.

Table 17: Cases of rush of expenditure towards the end of the financial year 2009-10

(₹ in crore)

SI No.	Major Head	Total expenditure during the year	Expenditure during March 2010	
			Amount	Percentage of total expenditure
1	2236-Social Security, Welfare and Nutrition	314.94	254.07	81
2	2245-Natural Calamities	622.39	217.07	83
3	2070-Social Services	20.23	17.88	88
4	2801-Power (Electricity)	11.78	10.79	92
5	2075-Miscellaneous General Services	1,412.11	1,412.11	100
6	4859-Information Technology	24.09	22.23	92
7	2515-Hill Areas Department (KAAC)	37.09	32.83	89

2.6 Reconciliation of Departmental figures

2.6.1 Pendency in submission of Detailed Contingent Bills against Abstract Contingent Bills

The Contingency Manual of the Government Assam stipulates that detailed bills for the charges drawn in Abstract Contingent (AC) bills in a month should be submitted to the Controlling Officer by the 2nd of the following month. The Controlling Officer shall dispatch all Detailed Countersigned Contingent (DCC) bills to the Accountant General (A&E) by 25th of the following month. The Treasury Officers should ensure that no payment is made after the 10th of a month on any AC bill unless it is certified by the drawing officer that all DCC bills for sums drawn on AC bills in the previous month have been forwarded to the Controlling Officer. The total amount of DCC bills received during the period 2005-10 was only ₹169.15 crore against the amount of AC

bills of ₹1,547.55 crore leading to an outstanding balance of DCC bills of ₹1,378.40 crore as on 31 March 2010. Year wise details are given in the table below:

Table 18: Pendency in submission of DCC bills against AC bills

(₹ in crore)				
Year	Amount of AC bills	Amount of DCC bills	DCC bills as percentage to AC bills	Outstanding DCC bills
Upto 2005-06	501.86	114.37	22.79	387.49
2006-07	139.65	29.56	21.17	110.09
2007-08	167.78	18.04	10.75	149.74
2008-09	90.20	6.06	6.72	84.14
2009-10	648.06	1.12	0.17	646.94
Total	1,547.55	169.15	10.93	1,378.40

Department-wise pending DCC bills for the years up to 2009-10 is detailed in *Appendix 2.22*.

Non-adjustment of advances for long periods is fraught with the risk of mis-appropriation and therefore, requires close monitoring by the respective DDOs.

2.6.2 Issues relating to utilization-cum-adjustment of funds drawn on AC Bills during the period from 2001-02 to 2009-10 in respect of Central Schemes

Drawal of AC bills by the five² Directorates/Departments of the Government of Assam for the period from 2001-02 to 2009-10 in respect of Central Schemes were test-checked in audit during April 2010. The details of drawals of AC bills, their utilization and submission of DCC bills is shown in *Appendix 2.23* which *inter-alia* presents an alarming picture of gross violation of financial discipline.

Out of ₹508.48 crore drawn in 140 AC bills by the five departments during the period from 2001-02 to 2009-10, only 14 DCC bills involving ₹44.13 crore were submitted to the Controlling Officer, of which DCC bills for ₹6.74 crore (15 per cent) were sent to Accountant General (A&E) as of March 2010 (detailed in *Appendix 2.24*). The pendency in submission of 126 DCC bills (140 bills – 14 bills) amounting to ₹464.35 crore were due to non-submission of DCC bills by the field/district offices against drawal of funds and non-utilisation of entire sanctioned amount due to non-implementation of the schemes.

Test-check also revealed that against drawal of ₹508.48 crore, ₹344.96 crore was spent after retention ranging from 11 days to 32 months and balance ₹163.52 crore remained unutilized in respect of 80 AC bills as of March 2010 (detailed in *Appendices 2.23 and 2.25*). The unutilized funds were lying in hand for one to 96 months in the form of DCR's: ₹11.33 crore; DDO's Account: ₹100.71 crore and

² Director General of Police, (ii) Director of Health Services, (iii) Director of Social Welfare, (iv) Director of Agriculture and (v) Director of Elementary Education.

Revenue Deposit Account: ₹51.48 crore). This indicated that funds were drawn without immediate requirement and only to avoid lapse of budget grants. This was corroborated from the fact that funds totaling ₹165.51 crore (*Appendix 2.26*) were drawn in the month of March of the respective years.

2.6.3 Un-reconciled Expenditure

To enable Controlling Officers of Departments to exercise effective control over expenditure to keep it within the budget grants and to ensure accuracy of their accounts, Financial Rules stipulate that expenditure recorded in their books be reconciled by them every month during the financial year with that recorded in the books of the Accountant General. Even though non-reconciliation of Departmental figures is being pointed out regularly in Audit Reports, lapses on the part of Controlling Officers in this regard continued to persist during 2009-10 also. During 2009-10, out of 68 Controlling Officers (COs), eight COs carried out full reconciliation of their expenditure, up to March 2010. Of the remaining, 60 COs, 34 COs did not reconcile the figures at all and 26 COs carried out partial reconciliation.

2.7 Personal Ledger Accounts

The operations of Personal Ledger Accounts (PLA) are allowed/authorized on the basis of proposal(s) received from concerned Department(s) along with sanction(s) of the Finance Department of the Government of Assam. As per specific instructions, the PLA remains operative for a financial year *i.e.* 1 April to 31 March and are invariably closed at the close of the Financial year and if need by PLA may be opened next year by observing the usual procedure.

It is, however, observed that the Administrators of the PLA, in violation of the Codal Provisions, are operating the PLA without renewal and a number of PLA have been opened without prior cancellation/approval of the office of the Accountant General (A&E), thereby violating authenticity of maintenance of PLA.

Information obtained from AG (A&E), Assam regarding operation/closure of PLA during 2009-10 revealed that there were 17 PLA, which were not closed as of March 2010 and balance of ₹47.52 lakh in these accounts were not transferred to respective heads.

This practice of retaining funds in the Personal Ledger Account after the close of the financial year is fraught with the risk of misuse of funds and therefore, needs to be avoided.

2.8 Conclusion and Recommendations

The estimates of receipts and expenditure under Consolidated Fund, Contingency Fund and Public Account are prepared without adequate due diligence in observing prescribed budgetary regulations.

Non-maintenance of budget calendar, poor verification of departmental figures etc., indicates absence of financial control. Besides, failure to exercise control mechanism there were huge excess expenditure over budget provisions, non-utilisation of budget provisions, persistent savings and expenditure without provisions etc. were noticed.

(Para-2.2)

During 2009-10, expenditure of ₹24,968.76 crore was incurred against the total grants and appropriations of ₹37,613.29 crore, resulting in a savings of ₹12,644.53 crore. The overall savings was the net result of saving of ₹12,672.40 crore offset by excess of ₹27.87 crore. The excess requires regularization under Article 205 of the Constitution of India. At the close of the year 2009-10, there were 52 grants/appropriations in which savings of ₹8,751.32 crore (69.21 per cent of the total savings) occurred but no surrenders were made by the concerned departments.

(Paras-2.4 and 2.5.11)

Out of the total provisions amounting to ₹163.35 crore in six schemes, ₹41.03 crore (25 per cent) were surrendered (sum exceeding ₹25 lakh in each case).

(Para-2.5.9)

In seven cases, as against savings of ₹158.79 crore, the amount surrendered was ₹180.50 crore (₹50 lakh or more in each case) resulting in excess surrender of ₹21.71 crore. Injudicious re-appropriation proved excessive or insufficient and resulted in saving/excess of over ₹10 lakh in 14 sub-heads. Rush of expenditure were noticed in respect of 32 major heads, where expenditure exceeding ₹10 crore and also more than 50 per cent of the total expenditure for the year was incurred in March 2010.

(Paras-2.5.8, 2.5.10 and 2.5.12)

- *Budgetary Controls should be strengthened in all the Government Departments where savings/excesses persisted for last three years. Issuance of Re-appropriation/surrender orders at the end of the year should be avoided. A close and rigorous monitoring mechanism should be put in place by the DDOs to adjust the Abstract Contingent Bills within thirty days from the date of drawal of the amount.*

- *Reconciliation and verification of figures is an important tool. Failure to exercise/adhere to the manualised provisions and executive instructions not only facilitates misclassifications/misbookings of the figures but also frustrates the very objectives of budgetary process.*
- *Government should put in place an effective mechanism to ensure financial discipline and prepare realistic budget.*
- *Finance Department should ensure strict compliance of codal provisions as well as its own instructions to honour Public Finance Accountability norms.*
- *Savings are to be worked out before hand and surrendered before close of the financial year.*
- *Excess expenditure should be brought to the notice of the Finance Department in time for its timely regularization.*

Chapter III Financial Reporting

A sound internal financial reporting with relevant and reliable information significantly contributes to the efficient and effective governance by the State Government. The compliance to financial rules, procedures and directives as well as the timeliness and quality of reporting on the status of such compliances is thus one of the attributes of good governance. The reports on compliance and controls, if effective and operational, assist the State Government to meet its basic stewardship responsibilities, including strategic planning and decision making. This Chapter provides an overview and status of the State Government on the compliance of various financial rules, procedures and directives during the current year.

3.1 Delay in furnishing Utilisation Certificates

Rule 517 (Appendix 16) of Assam Financial Rules provides that every grant made for a specified object is subject to the implied conditions such as (i) the grant shall be spent upon the object within a reasonable time (one year from the date of issue of the letter sanctioning the grant), and (ii) any portion of the amount which is ultimately not required for expenditure upon the object shall be duly surrendered to the Government. According to the information furnished by the Accountant General (A&E), Assam 17,025 utilisation certificates due in respect of grants aggregating ₹7,015 crore paid to 49 departments of the State Government during the period from 2001-02 to 2009-10 were in arrears.

The Department-wise break-up of outstanding UCs is given in *Appendix 3.1*, the age-wise delays in submission of UCs is summarized in the **Table 3.1**.

Table 3.1: Age-wise Arrears of Utilisation Certificates

Sl. No.	Range of Delay in Number of Years	Total grants paid		Utilisation Certificates	
		Number	Amount	Number	Amount
1	0 - 1	252	1,245.27	252	1,245.27
2	1 - 3	5,633	3,196.24	5,633	3,196.24
3	3 - 5	6,143	1,587.31	6,143	1,587.31
4	5 - 7	3,529	696.71	3,529	696.71
5	7 - 9	1,468	289.58	1,468	289.58
6	9 & above	-	-	-	-
Total		17,025	7,015.11	17,025	7,015.11

Out of 17,025 UCs worth ₹7,015.11 crore pending as on March 2010, 4,997 UCs involving ₹986.29 crore were pending for more than five years. Pendency of UCs mainly pertained to Education Department (12,444 UCs: ₹598.35 crore), Health

Department (360 UCs: ₹263.28 crore), Sericulture Department (322 UCs: ₹93.93 crore), Social Welfare Department (448 UCs: ₹480.89 crore) and Welfare of Plain Tribes and Other Backward Classes (530 UCs: ₹1,038.36 crore).

In the absence of the UCs it could not be ascertained whether the recipients had utilized the grants for the purposes for which these were given.

3.2 Submission of Accounts

In order to identify the institutions which attract audit under Sections 14 and 15 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971, the Government/Heads of the Department are required to furnish to Audit every year detailed information about the financial assistance given to various Institutions, the purpose of assistance granted and the total expenditure of the Institutions. The accounts of 41 Bodies/Authorities received (accounts for the years 2002-03 to 2008-09) during the current year attracted audit by Comptroller and Auditor General of India. The 54 Bodies/Authorities (including accounts of earlier years), audit of which was due, were audited during 2009-10.

The Principal Accountant General (Audit) had not received 143 annual accounts of 67 Autonomous Bodies/Authorities due up to 2009-10 as of August 2010. The details of these accounts are given in *Appendix 3.2* and their age-wise pendency is presented in **Table 3.2**.

Table 3.2: Age-wise Arrears of Annual Accounts due from the Government Bodies

Sl No.	Delay in Number of Years	No. of the Bodies/Authorities	Grants Received (₹ in lakh)
1	0-1	65	Not available
2	1-3	56	Not available
3	3-5	15	Not available
4	5-7	5	Not available
5	7-9	2	Not available
6	9 and above	-	Not available
Total		143	

In the absence of annual accounts and subsequent audit of these 67 Bodies and Authorities involving 143 annual accounts, the proper accountal/utilisation of the grants and loans disbursed to these Bodies/Authorities remained unverified. The reasons for non-preparation of the accounts were, however, not intimated. Non-submission of accounts of the defaulting Autonomous Bodies were taken up with the concerned authorities time to time.

3.3 Submission of Accounts/Audit Reports of Autonomous Bodies

Several Autonomous Bodies have been set up by the State Government in the field of Urban Development, Agriculture and allied services, Khadi and Village Industries, Legal services and Sixth schedule areas. A large number of these Bodies are audited by the Comptroller and Auditor General with regard to the verification of their transactions, operational activities and accounts, conducting regulatory compliance audit of all transactions scrutinized in audit, review of internal management and financial control, review of system and procedures etc. The audit of accounts of six Bodies and three District Councils in the State has been entrusted to the Comptroller and Auditor General of India. The status of entrustment of audit, rendering of accounts to audit, issuance of Separate Audit Report (SAR) and its placement in the Legislature are indicated in **Appendix 3.3**. The frequency distribution of Autonomous Bodies according to the delays in submission of accounts to Audit and placement of Separate Audit Report in the legislature after the entrustment of audit to Comptroller and Auditor General is summarized in **Table 3.3**.

Table 3.3: Delays in submission of Accounts and Placement of Separate Audit Report

Delays in submission of accounts (In Months)	Autonomous Bodies		Reasons for the delay	Delays in submission of SARs in Legislature (In Years)	Number of Autonomous Bodies	Reasons for the Delay
	Number	Accounts				
0-1	-	-	Not furnished	0-1	2	Not furnished
1-6	5	5		1-2	1	
6-12	-	-		2-3	3	
12-18	3	3		3-4	2	
18-24	-	-		4-5	-	
24 and above	3	14		5 and above	3	
Total	11	22			11	

Twenty-two accounts of six Autonomous Bodies were in arrears for periods ranging from two to 121 months as of August 2010. The State Government disbursed regular funds to these Autonomous Bodies. In the absence of accounts and subsequent audit, it could not be verified whether the funds received and expenditure incurred had been properly accounted for and the purpose for which the funds were disbursed were achieved. Besides, delay in finalisation of accounts carries the risk of financial irregularities going undetected apart from violation of the provisions of the respective legislations under which the Bodies were constituted.

11 SARs of the six Autonomous Bodies and three District Councils were not placed before the legislature even after delays ranging from one to more than five years, thereby violating the statutory responsibility of keeping the State legislature/Councils informed about the financial status of the bodies.

3.4 Misappropriations, losses, defalcations, etc.

According to Rule 103 of Assam Financial Rules, 1983 any defalcation or loss of public money or other property discovered in Government Treasury or office or department, which is under the audit of the Principal Accountant General, should be immediately reported to the Principal Accountant General even when such loss has been made good by the person responsible for it.

During 2009-10, the State Government had not reported a single case of misappropriation, defalcation etc. to the Principal Accountant General (Audit). The non-reporting was communicated to the Chief Secretary and Principal Secretary to the Government of Assam, Finance Department on July 2010 with a request to instruct all the Departments to furnish the reports of financial loss caused to Government if any, during the year. Reply is however, awaited as of August 2010.

Scrutiny in audit however, revealed 366 cases of misappropriation, defalcation etc. involving Government money amounting to ₹208.40 crore upto March 2010 on which final action was pending. The Department-wise breakup 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 pending cases and the number of cases pending in each category *i.e.*, theft and misappropriation/loss of Government material etc. are summarized in **Table 3.4**.

Table 3.4: Profile of Misappropriations, losses, defalcations, etc.

Age Profile of the Pending cases			Nature of the Pending Cases		
Range in Years	Number of cases	Amount involved (₹ in lakh)	Nature/ characteristics of the cases	Number of cases	Amount involved (₹ in lakh)
0-5	280	18,194.93	Theft	61	380.83
5-10	71	2,515.72			
10-15	15	129.09	Misappropriation/ Loss of material	305	20,458.91
15-20	-	-			
20-25	-	-	Total	366	20,839.74
25 and above	-	-	Cases of losses written off during the year	Nil	Nil
Total	366	20,839.74	Total pending cases	366	20,839.74

A further analysis indicates that the reasons for which the cases were outstanding could be classified, for example, in the categories listed in **Table 3.5**.

Table 3.5: Reasons for Outstanding cases of Misappropriations, losses, defalcations, etc.

	Reasons for the Delay/Outstanding Pending cases	Number of Cases	Amount (₹ in lakh)
i)	Awaiting departmental and criminal investigation	205	12,917.64
ii)	Departmental action initiated but not finalised	6	106.79
iii)	Criminal proceedings finalised but execution of certificate cases for the recovery of the amount pending	8	149.30
iv)	Awaiting orders for recovery or write off	145	7,659.96
v)	Pending in the courts of law	2	6.05
	Total	366	20,839.74

3.5 Conclusion and Recommendations

Out of 17,025 UCs worth ₹7,015.11 crore pending as on March 2010, 4,997 UCs (29 per cent) involving ₹986.29 crore were pending for more than five years. In the absence of the certificate it could not be ascertained whether the recipients had utilized the grants for the purposes for which these were given. Annual accounts (143 numbers) in respect of 67 autonomous bodies/authorities due up to 2009-10 had not been received by the Principal Accountant General (Audit), Assam as of 31 August 2010.

(Paras-3.1 and 3.2)

Analysis of pending misappropriation cases revealed that the cases related mainly to theft and misappropriation/loss of materials. All the 366 cases were pending due to non-initiation of departmental and criminal investigation (205 cases), non-finalisation of departmental action (six cases), criminal proceedings finalized but recovery of the amount pending (eight cases), orders for recovery/write off (145 cases) and pending in the Courts of law (two cases).

(Para-3.4)

Recommendations

Departmental enquiries in all fraud and misappropriation cases should be expedited to bring the defaulters to book. Internal controls should be strengthened to prevent such cases.

Guwahati
The

(Mukesh P. Singh)
Principal Accountant General

Countersigned

New Delhi
The

(Vinod Rai)
Comptroller and Auditor General of India

Appendix-1.1

Part-A: Structure and Form of Government Accounts

(Reference: Page 1)

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 titled 'The Consolidated Fund of State' established under Article 266(1) of the Constitution of India.

Part II: Contingency Fund

Contingency Fund of 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 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 Disbursement 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.

Appendix-1.1

Part-B: Layout of Finance Accounts

(Reference: Page 2)

Layout of Finance Accounts

The new format of Finance Accounts introduced from the year 2009-10, has been divided into two Volumes – Volume I and II. Volume I represents the financial statements of the Government in summarized form while Volume II represents detailed financial statement. The layout of the Finance Accounts is chalked out in the following manner:

<i>Layout</i>	
<i>VOLUME I</i>	
Statement No. 1	Statement of Financial Position
Statement No. 2	Statement of Receipts and Disbursements
Statement No. 3	Statement of Receipts (Consolidated Fund)
Statement No. 4	Statement of Expenditure (Consolidated Fund) By Function and Nature Notes of Accounts Appendix I: Cash Flow Statement
<i>VOLUME 2</i>	
<i>PART I</i>	
Statement No. 5	Statement of Progressive Capital expenditure
Statement No. 6	Statement of Borrowings and other Liabilities
Statement No. 7	Statement of Loans and Advances given by the Government
Statement No. 8	Statement of Grants-in-aid given by the Government
Statement No. 9	Statement of Guarantees given by the Government
Statement No. 10	Statement of Voted and Charged Expenditure
<i>PART II</i>	
Statement No. 11	Detailed Statement of Revenue and Capital Receipts by minor heads
Statement No. 12	Detailed Statement of Revenue Expenditure by minor heads
Statement No. 13	Detailed Statement of Capital Expenditure
Statement No. 14	Detailed Statement of Investments of the Government
Statement No. 15	Detailed Statement of Borrowings and other Liabilities
Statement No. 16	Detailed Statement on Loans and Advances given by the Government
Statement No. 17	Detailed Statement on Sources and Application of funds for expenditure other than revenue account
Statement No. 18	Detailed Statement on Contingency Fund and other Public Account transactions
Statement No. 19	Detailed Statement on Investments of earmarked funds
<i>PART III Appendices</i>	
<i>II</i>	Comparative Expenditure on Salary
<i>III</i>	Comparative Expenditure on Subsidy
<i>IV</i>	Grants-in-aid (Scheme wise and Institution wise)
<i>V</i>	Externally Aided Projects
<i>VI</i>	Plan Scheme expenditure (Central and State Plan Schemes)
<i>VII</i>	Direct transfer of funds to implementing agencies
<i>VIII</i>	Summary of Balances
<i>IX</i>	Financial results of Irrigation Schemes
<i>X</i>	Incomplete Works
<i>XI</i>	Statement of items for which allocation of balances as a result of re-organisation of States has not been finalised
<i>XII</i>	Maintenance expenditure with segregation of salary and non-salary portion

Appendix-1.1
Part-C: Methodology adopted for the Assessment of Fiscal Position
(Reference: Page 2)

The norms/ceilings prescribed by the TFC as well as its projections for fiscal aggregates along with the commitments/projections made by the State Governments in their FR Acts and in other Statements required to be laid in the legislature under the Act (**Para 1.2**) have been used to make qualitative assessment of the trends and pattern of major fiscal aggregates during the current year. Assuming that GSDP is a good indicator of the performance of the State's economy, major fiscal aggregates like tax and non-tax revenue, revenue and capital expenditure, internal debt and revenue and fiscal deficits have been presented as percentage to the GSDP¹ at current market prices. The buoyancy coefficients for tax revenues, non-tax revenues, revenue expenditure etc., with reference to the base represented by GSDP have also been worked out to assess as to whether the mobilization of resources, pattern of expenditure etc., are keeping pace with the change in the base or these fiscal aggregates are also affected by factors other than GSDP. The New GSDP series with 2004-05 as base as published by the Director of Economics and Statistics of the State Government in Economic Survey 2009-10 have been used in estimating these percentages and buoyancy ratios.

The definitions of some of the selected terms used in assessing the trends and pattern of fiscal aggregates are given below:

List of terms used in the Chapter I and basis for their calculation

Terms	Basis of calculation
Buoyancy of a parameter	Rate of Growth of the parameter/GSDP Growth
Buoyancy of a parameter (X) With respect to another parameter (Y)	Rate of Growth of parameter (X)/Rate of Growth of parameter (Y)
Rate of Growth (ROG)	$[(\text{Current year Amount} / \text{Previous year Amount}) - 1] * 100$
Average	Trend of growth over a period of 5 years
Share shift/Shift rate of a parameter	Trend of percentage shares, over a period of 5 years of the parameter in Revenue or Expenditure as the case may be
Development Expenditure	Social Services + Economic Services
Average interest paid by the State	$\text{Interest payment} / [(\text{Amount of previous year's Fiscal Liabilities} + \text{Current year's Fiscal Liabilities}) / 2] * 100$
Interest spread	GSDP growth – Average Interest Rate
Quantum spread	$\text{Debt stock} * \text{Interest spread} / 100$
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
Balance from Current Revenue (BCR)	Revenue Receipts minus all Plan grants and Non-plan Revenue Expenditure excluding expenditure recorded under the major head 2048 – Appropriation for reduction of Avoidance of debt
Compound Annual Growth Rate (CAGR)	The compound annual growth rate is calculated by taking the n th root of the total percentage growth rate, where n is the number of years in the period being considered. $\text{CAGR} = [\text{Ending Value} / \text{Beginning value}]^{(1/\text{no. of years} - 1)}$

¹ GSDP is defined as the total income of the State or the market value of goods and services produced using labour and all other factors of production.

Appendix-1.1
Part D: State Profile
(Reference: Page 1)

A. General Data		
Sl No.	Particulars	Figures
1.	Area	78,438 sq Km
2.	Population	
	(a) As per 2001 census	2.67 crore
	(b) 2009-10	3 crore
3.	Density of Population (2001) (All India Average = 325 persons per sq km)	340 persons per sq Km
4.	Population below poverty line (All India Average = 27.5%)	19.7%
5.	Literacy (2001) (All India Average = 64.8%)	63.25%
6.	Infant Mortality (per 1000 live births) (All India Average = 53 per 1000 live births)	64
7.	Life Expectancy at Birth (All India Average = 63.5 years)	58.9 years
8.	Gini Coefficient	
	(a) Rural (All India = 0.30)	0.19
	(b) Urban (All India = 0.37)	0.32
9.	Gross State Domestic Product (GSDP) 2009-10	₹88,023 crore
10.	GSDP CAGR* (2000-01 to 2009-10)	12.11%
11.	Per capita GSDP CAGR (2000-01 to 2009-10)	10.66%
12.	Population Growth (2000-01 to 2009-10)	12.37%

B. Financial Data				
Sl No.	Particulars	Figures (in per cent)		
		2000-01 to 2008-09		2000-01 to 2009-10
1.	CAGR*	NE States	Assam	Assam
	(a) of Revenue Receipts	14.87	15.68	15.03
	(b) of Own Tax Revenue	15.15	15.45	15.07
	(c) of Non-Tax Revenue	17.53	20.04	20.16
	(d) of Total Expenditure	11.80	11.10	14.30
	(e) of Capital Expenditure	19.67	19.75	18.72
	(f) of Revenue Expenditure on Education	7.69	7.17	9.86
	(g) of Revenue Expenditure on Health	11.29	12.84	17.66
	(h) of Salary and Wages#	7.33	6.28	10.03
	(i) of Pension	11.03	9.97	11.35

Source: Financial data is based on figures in Finance Accounts. BPL (Planning Commission and NSSO data, 61st round – [http://planning.commission.nic.in/data/data base/Data 0910/tab%2021.pdf](http://planning.commission.nic.in/data/data%20base/Data%200910/tab%202021.pdf)), Gini Coefficient (Unofficial estimates of Planning Commission and NSSO data, 61st round 2004-05 MRP), Life Expectancy at birth (Office of the Registrar General of India; Ministry of Home Affairs; Economic Survey, 2009-10, Infant mortality rate (SRS Bulletin October 2009), Density of population (Office of the Registrar General and Census Commissioner of India; Ministry of Home Affairs and Literacy (Office of the Registrar General of India; Ministry of Home Affairs).

It is measure of inequality of income distribution where zero refers to perfect equality and one refers to perfect inequality.

*Compound Annual Growth Rate (Calculated on the basis of information made available by the respective State AGs).

Salary and Wages figures were calculated for the period from 2001-02 to 2008-09 and 2009-10 as the case may be.

Appendix-1.2
Outcome Indicators of the States' Own Fiscal Correction Path
(Reference: Page 2)

(₹ in crore)

	Base year estimate	2004-05 Actual	2005-06 (R.E)	2006-07 (B.E)	2007-08	2008-09	2009-10
A. STATE REVENUE ACCOUNT							
1. Own Tax Revenue.	2364.83	2711.75	3365.76	3826.88	4209.57	4630.52	5093.58
2. Own Non-Tax Revenue.	693.69	1070.03	1387.46	1469.92	1543.42	1620.59	1701.61
3. Own Tax + Non-Tax Revenue (1+2)	3058.52	3781.78	4753.22	5296.80	5752.99	6251.11	6795.19
4. Share in Central Taxes and Duties.	1894.12	2585.90	3074.31	3674.80	4042.28	4446.51	4891.16
5. Plan Grants.	2324.63	3115.80	5341.00	5648.12	5904.94	6179.74	6473.78
6. Non-Plan Grants.	299.41	453.79	1116.51	1041.73	1024.00	1083.66	1148.78
7. Total Central Transfer (4 to 6)	4518.16	6155.49	9531.82	10364.65	10971.22	11709.91	12513.72
8. Total Revenue Receipts (3+7)	7576.68	9937.27	14285.04	15661.45	16724.21	17961.02	19308.91
9. Plan Expenditure.	1859.35	2021.37	4278.77	3443.13	3615.29	3796.05	3985.85
10. Non-Plan Expenditure.	6662.05	8207.77	10337.75	12653.10	12833.22	13263.89	13666.06
11. Salary Expenditure.	3903.98	4925.85	5097.84	6335.73	6652.52	6985.14	7334.40
12. Pension.	830.58	1062.39	1046.16	1466.46	1539.78	1616.77	1697.61
13. Interest Payments.	1379.44	1403.53	2103.27	2314.29	2430.00	2575.80	2756.11
14. Subsidies-General.	0.00	0.00	0.00	0.00	0.00	0.00	0.00
15. Subsidies-Power.	0.00	0.00	0.00	0.00	0.00	0.00	0.00
16. Total Revenue Expenditure (9+10)	8521.40	10229.14	14616.52	16096.23	16448.51	17059.94	17651.91
17. Salary+Interest+Pensions (11+12+13)	6114.00	7391.77	8247.27	10116.48	10622.30	11177.72	11788.12
18. As % of Revenue Receipts (17/8)	80.69	74.38	57.73	64.59	63.51	62.23	61.05
19. Revenue Surplus/Deficit (8-16)	-944.72	-291.87	-331.48	-434.78	275.70	901.08	1657.00
B. Consolidated Revenue Account:							
1. Power Sector loss/profit net of actual subsidy transfer.	-94.67	-101.27	-48.80	0.00	0.00	0.00	0.00
2. Increase in debtors during the year in power utility accounts [Increase (-)]	0.00	-14.44	89.33	67.00	50.25	37.69	11.31
3. Interest payment on off budget borrowings and SPV borrowings made by PSU/SPUs outside budget.	0.00	0.00	0.00	0.00	0.00	0.00	0.00
4. Total (1 to 3)	-94.67	-115.71	40.53	67.00	50.25	37.69	11.31
5. Consolidated Revenue Deficit (A 19+ B 4)	-1039.39	-407.58	-290.95	-367.78	325.95	938.77	1668.31
C. CONSOLIDATED DEBT:							
1. Outstanding debt and liability.	13212.82	16417.72	18007.26	19492.22	21968.24	23746.01	25286.79
2. Total outstanding guarantee of which (a) guarantee on account of off budgeted borrowing and SPV borrowing.	1855.84	1382.95	1272.93	1209.28	1148.82	1091.38	1036.81
D. CAPITAL ACCOUNT:							
1. Capital Outlay.	733.63	2180.53	2565.01	2779.62	2640.64	2561.42	3073.70
2. Disbursement of Loans and Advances.	170.35	974.19	199.74	148.12	158.49	169.58	181.45
3. Recovery of Loans and Advances.	28.83	1389.14	43.55	43.10	47.41	52.15	57.37
4. Other capital receipts.	0.00	0.00	0.00	0.00	0.00	0.00	0.00
E. GROSS FISCAL DEFICIT (GFD)	1819.87	2057.45	3052.68	3319.42	2476.02	1777.77	1540.78
GSDP (₹ crore) at current prices.		43529.85 (Q)	47012.24	50773.22	54835.07	59221.88	63959.63
Assumed Nominal Growth Rate (%)	♦	♦	8%	8.0%	8%	8%	8%
F. Fiscal Deficit/GSDP (%).		4.73	6.49	6.54	4.52	3.00	2.41

Q: Quick estimates

♦: Figures not furnished by the State Government

Appendix-1.3
(Reference-Paragraph 1.1 ; Page 2)
Abstract of Receipts and Disbursements for the year 2009-2010
Part-A

(₹ in crore)

Receipts					Disbursements				
2008-09		2009-10	2008-09		Non-Plan	Plan	Total	2009-10	
Section-A: Revenue									
18077.04	I-Revenue receipts	19884.49	19884.49	14243.33	I- Revenue expenditure	17063.29	4168.91	21232.20	21232.20
4150.21 (a)	Tax revenue	4986.72 (a)		5365.82	General services	8334.69	44.88	8379.57	
2271.90	Non-tax revenue	2752.95		5844.36	Social Services	6324.69	2218.52	8543.21	
5189.89 (b)	State's share of Union Taxes	5339.53 (b)		3378.71	Education, Sports, Art and Culture	4119.67	406.89	4526.56	
720.93	Non-Plan Grants	1593.16		909.70	Health and Family Welfare	1010.43	485.99	1496.42	
4190.73	Grants for State Plan Schemes	3995.09		451.84	Water Supply, Sanitation, Housing and Urban Development	236.88	345.37	582.25	
205.45	Grants for Special Plan Schemes	145.14		20.12	Information and Broadcasting	17.15	3.09	20.24	
1347.93	Grants for Central and Centrally Sponsored Plan Schemes	1071.90		337.50	Welfare of Scheduled caste, Scheduled tribes and other Backward classes.	48.06	332.00	380.06	
				44.21	Labour and labour Welfare	39.76	50.92	90.68	
				686.78	Social Welfare and Nutrition	836.35	594.26	1430.61	
				15.50	Others	16.39	-	16.39	
				2885.64	Economic Services	1854.01	1905.51	3759.52	
				896.96	Agriculture and Allied Activities	618.38	551.11	1169.49	
				673.20	Rural Development	109.55	703.94	813.49	
				105.96	Special Areas Programmes	2.01	209.17	211.18	
				310.77	Irrigation and Flood Control	381.06	-	381.06	
				0.08	Energy	11.81	-	11.81	
				185.03	Industry and Minerals	129.86	117.37	247.23	
				448.08	Transport	528.10	38.35	566.45	
				18.94	Science Technology and Environmt.	3.81	14.50	18.31	
				246.62	General Economic Services	69.43	271.07	340.50	
				147.51	Grants-in-aid and Contributions	549.90	-	549.90	
-	II-Revenue deficit carried over to Section-B		1347.71	3833.71	II-Revenue surplus carried over to Section-B				-

(a) Excluding share of net proceeds of taxes and duties assigned to state under various heads viz., 0020, 0021, 0028, 0032, 0037, 0038, 0044 and 0045.

(b) Share of net proceeds assigned to State.

Appendix-1.3 (Continued)
Part-B

Receipts				Disbursements					
2008-09		2009-10	2008-09		Non-Plan	Plan	Total	2009-10	
Section-B									
3959.08	III-Opening Cash balance including Permanent Advances and Cash Balance Investment		8041.84	--	III-Opening Overdraft from RBI			--	
--	IV Miscellaneous Capital receipts	--	2373.01		IV-Capital Outlay	80.37	2548.98	2629.35	
			36.47		General services	5.44	69.38	74.82	
			496.99		Social Services	16.87	435.35	452.22	
			1.46		Education, Sports, Art and Culture	-	1.22	1.22	
			2.42		Health and Family Welfare	1.73	2.84	4.57	
			492.21		Water Supply, Sanitation, Housing and Urban Development	13.81	429.72	443.53	
			0.89		Welfare of Scheduled Caste, Scheduled tribes and Other Backward Classes	-	0.45	0.45	
			0.01		Others	1.33	1.12	2.45	
			1839.55		Economic Services	58.06	2044.25	2102.31	
			3.82		Agriculture and Allied Activities	-	8.01	8.01	
			307.65		Special Areas Programmes	-	291.63	291.63	
			519.57		Irrigation and Flood control	0.09	850.17	850.26	
			404.40		Energy	-	180.68	180.68	
			16.15		Industry and Minerals	-	44.26	44.26	
			585.35		Transport	57.97	647.32	705.29	
			2.61		General Economic Services	-	22.18	22.18	
34.82	V-Recoveries including write off of Loans and Advances		32.87	88.74	V-Loans and Advances disbursements			99.23	
2.98	From Power Projects	-		58.17	For Power Projects			40.34	
31.67	From Government Servants	31.50		3.45	To Government Servants			2.24	
0.17	From Others	1.37		27.12	To Others			56.65	
3833.71	VI-Revenue surplus brought down		-	-	VI-Revenue deficit brought down			1347.71	

Appendix-1.3

Receipts				Disbursements					
2008-09			2009-10	2008-09					2009-10
2877.51	VII-Public debt receipts		2190.28	780.80	VII-Repayment of Public Debt	Non-Plan	Plan	Total	1007.56
2832.51	Internal debt other than ways and means Advances and overdraft	2263.35		666.92	Internal debt other than Ways and Means Advances and Overdraft			787.45	
--	Net transaction under Ways and Means Advances including Overdraft	--		--	Net transaction under Ways and Means Advances including Overdraft	--	--	--	
45.00	Loans and Advances from Central Government	(-) 73.07		113.88	Repayment of Loans and Advances to Central Government	--	--	220.11	
--	VIII-Inter State Settlement			--	VIII-Inter State Settlement				-
	IX-Appropriation to Contingency Fund			--	IX-Appropriation to Contingency Fund				-
	X-Amount transferred to Contingency Fund			--	X-Expenditure from Contingency Fund				-
7793.70	XI-Public Account receipts		10629.86	7214.43	XI-Public Account disbursements				9027.20
627.88	Small Savings and Provident fund	754.80		237.66	Small Savings and Provident Funds			265.26	
317.40	Reserve funds	733.42		427.37	Reserve Funds			319.50	
87.26	Suspense and Miscellaneous	(-) 136.43		(-) 82.16	Suspense and Miscellaneous			(-) 432.13	
2908.89	Remittance	3698.19		2809.77	Remittances			3862.83	
3852.27	Deposits and Advances	5579.88		3821.79	Deposits and Advances			5011.74	
-	XII-Closing overdraft from Reserve Bank of India			8041.84	XII-Closing cash balance				6783.80
-				-	Cash in Treasuries and Local Remittances			--	
-				(-) 830.79	Deposits with Reserve Bank			(-) 1404.41	
-				11.13	Departmental Cash Balance including permanent Advances			10.32	
-				8861.50	Cash Balance Investment			8177.89	
36575.86	Total		42127.05	36575.86	Total				42127.05

Appendix-1.4
Funds Transferred directly to State Implementing Agencies
(Reference to Paragraph 1.3.2; Page 11)

(₹ in crore)			
Sl No.	Programme/Scheme	Implementing Agency in the State	Fund transferred by the GOI
1	2	3	4
1.	MPs Local Area Development Scheme (MPLADS)	Deputy Commissioners	37.00
2.	National Rural Health Mission (NRHM) (Centrally Sponsored)	State Health Society, Assam	702.09
3.	National Afforestation Programme	District Forest Development Agencies, Assam	14.48
4.	Handicrafts	United Rural Development Organisation, Assam; North Eastern Handicrafts & Handlooms Development Corporation Ltd., Assam; Brahmaputra Valley Sakshita Nibanua Pragati Gosti, Nagaon, Assam; Industrial and Trade Fair Association of Assam, Guwahati; Institute for Rural Development, Guwahati, Assam etc.	12.44
5.	Handlooms	Assam Apex Weavers & Artisans Co-operative Federation Ltd.; Director of Handloom & Textiles, Government of Assam, Guwahati; Indian Institute of Entrepreneurship; O/o the Director of BTC, Handloom & Textiles, Kokrajhar, Assam	4.77
6.	Pradhan Mantri Gram Sadak Yojana (PMGSY)	Assam State Road Boards, Guwahati	700.00
7.	Research and Development Department of Biotechnology	Assam Agricultural University, Jorhat; Indian Institute of Technology, Guwahati; B.Barooah Cancer Institute, Guwahati; Tezpur University, Tezpur, Assam; Gauhati University, Guwahati; Rain Forest Research Institute, Jorhat Assam etc.	39.36
8.	Integrated Watershed Management Programme (IWMP)	State Level Nodal Agencies, Assam and DRDAs	21.52
9.	North Eastern Council	Private Sector Companies/Institutions in Assam and Director of Information & Public Relations, Assam	18.22
10.	National Rural Health Mission (NRHM) (Central Sector)	State Health Society, Assam	0.50
11.	National AIDs Control Programme including STD Control	Assam State AIDs Control Society, Assam	12.08
12.	Sarva Shiksha Abhiyan (SSA)	Assam Sarba Siksha Abhiyan Mission, Assam	474.80
13.	Rural Housing - IAY	District Rural Development Agencies, Assam	666.51
14.	National Rural Employment Guarantee Scheme (NREGS)	District Rural Development Agencies, Assam	778.89
15.	Grants-in-Aid to NGOs and for coaching ST students for competitive exams.	Remkrishna Mission Sevashrama, Silchar, Assam; Assam Centre for Rural Development Agency, Assam; Gram Vikash Parishad, Nagaon, Assam; Dr. Ambedkar Mission Agency, Assam; Bharat Sevashram Sangha (Guwahati Unit), Assam	0.67
16.	Autonomous Institutions and Professional Bodies	Institute of advanced study in Science and Technology, Assam; Indian Institute of Technology, Guwahati, Assam	7.03
17.	Electronic Governance	Assam Electronics Development Corporation Ltd., Assam	17.80
18.	Indian Institute of Technology	Indian Institute of Technology, Assam, Guwahati	54.60
19.	Redevelopment of Hospitals/ Institutions	Lokopriya Gopinath Bordoloi Regional Institute of Mental Health, Tezpur, Assam	36.00
20.	Mahila Samakhya	Assam Mahila Samata Society, Assam	4.80
21.	CIT Kokrajhar DHE	Central Institute of Technology, Kokrajhar, Assam	23.99
22.	Human Resources for Health	Assam Nurses Midwives & Health Visitor Council, Assam; Assam State Nursing Cell, Assam	2.00
23.	National Food Security Mission	Assam Small Farmers Agri-Business Consortium, Assam	36.16

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1	2	3	4
24.	Transport Subsidy Scheme	North Eastern Development Finance Corporation Ltd., Assam	379.05
25.	Assistance to IHMS FCIS etc.	Institute of Hotel Management, Catering Technology & applied Nutrition, Assam; State IHMCTAN (Jorhat), Assam; Food Craft Institute, Samaguri, Assam	10.51
26.	DRDA Administration	District Rural Development Agencies	19.85
27.	National Bamboo Mission	Assam Agricultural University; Cane and Bamboo Technology Centre; Bamboo Development Agency, Assam	4.22
28.	National Institute of Pharmaceutical Education & Research	National Institute of Pharmaceutical Education & Research, Guwahati	10.50
29.	National Institute of Technology (NIT)	National Institute of Technology, Silchar, Assam	37.00
30.	Swarnjayanti Gram Swarozgar Yojana (SGSY)	District Rural Development Agencies	177.34
31.	Upgradation of 1936 Government ITIs through PPP	IMC Society of ITIs in Assam	12.51
32.	Hospitals and dispensaries (under NRHM)	State Health Society, Assam	0.77
33.	Central Rural Sanitation Scheme	State Water & Sanitation Mission, Assam and DRDA Kokrajhar, Assam	67.30
34.	Assam Gas Cracker Project	Brahmaputra Cracker & Polymer Ltd.	316.31
35.	MSME Clusters Development Programme & MSME Growth Poles	Assam Industrial Infrastructure Development Corporation, Assam; Indian Institute of Entrepreneurship; Assam Industrial Development Corporation Ltd., Assam	5.10
36.	North East Development Finance Corporation Ltd. (NEDFI)	North Eastern Development Finance Corporation Ltd.	60.00
37.	GRID Interactive Renewable Power MNRE	Assam Power Generation Corporation Ltd.	3.60
38.	Accelerated Rural Water Supply Scheme (ARWSS)	State Water & Sanitation Mission, Assam, Dispur	231.77
39.	National Child Labour Project including Grants-in-Aid to Voluntary Agencies	District Child Labour Welfare Samities, Assam; District Child Labour Project Societies, Assam; National Child Labour Projects, Assam etc.	6.17
40.	Rashtriya Gram Swaraj Yojana	State Institute of Rural Development, Assam	2.37
41.	Swarna Jayanti Shahari Rojgar Yojana (SJSRY)	Indian Institute of Entrepreneurship; State Urban Development Agency (SUDA), Assam	15.16
42.	Renewable Energy for Rural Applications Remote Villages	Assam State Electricity Board, Guwahati, Assam	11.85
43.	Deen Dayal Disabled Rehabilitation Scheme SJE	ASCENT Agency; Gram Vikash Parishad, Nagaon, Assam; Kachajuli Physically Handicapped School & Training Centre, Assam etc.	0.87
44.	Computerisation of PDS Operations	Assam Electronic Development Corporation Ltd., Assam	3.49
45.	Scheme of Assistance to disabled persons for Purchase Fitting of aids and Appliances SJE	Institute of Management Resources Development; Disabled Person Welfare and Rehabilitation Trust etc.	3.18
46.	Adult Education and Skill Development Scheme	State Literacy Mission Authority, Assam	14.48
47.	Rastriya Madhyamik Shiksha Abhiyan (RMSA)	Axom Sarba Siksha Abhijan Mission, Assam, Guwahati	6.38
48.	Assistance to State for Capacity Building in Trauma Care	Gauhati Medical College Hospital, Guwahati; Silchar Medical College Hospital, Silchar and Swahid Mukunda Kakoti Civil Hospital	7.66
49.	National Project for Cattle and Buffalo Breeding	Assam Livestock Development Agency	6.14
Total			5079.29

Source: e-LEKHA portal of Controller General of Accounts' website.

Appendix-1.5
(Reference-Paragraphs 1.4, 1.4.2 & 1.8.2; Pages 14, 16 & 38)

Time Series Data on State Government Finances

(₹ in crore)

	2005-06	2006-07	2007-2008	2008-09	2009-10
Part A. Receipts					
1. Revenue Receipts	12045 (68)	13667 (69)	15325 (68)	18077 (63)	19884 (61)
<i>(i) Tax Revenue</i>	<i>3232 (27)</i>	<i>3483 (25)</i>	<i>3359 (22)</i>	<i>4150 (23)</i>	<i>4987 (25)</i>
Taxes on Agricultural Income	7	3	3	18	78 (2)
Taxes on Sales, Trade etc.	2568 (80)	2783 (80)	2691 (80)	3111 (75)	3535 (71)
Taxes and duties on Electricity	13	16	5	22 (1)	27
State Excise	160 (5)	175 (5)	189 (6)	199 (5)	239 (5)
Taxes on vehicles	156 (5)	151 (4)	139 (4)	145 (3)	177 (4)
Stamps and Registration fees	86 (3)	97 (3)	110 (3)	111 (3)	108 (2)
Land Revenue	75 (2)	74 (2)	80 (2)	113 (3)	117 (2)
Other Taxes	167 (5)	184 (5)	142 (4)	431 (10)	706 (14)
<i>(ii) Non Tax Revenue</i>	<i>1459 (12)</i>	<i>1859 (14)</i>	<i>2135 (14)</i>	<i>2272 (12)</i>	<i>2753 (14)</i>
<i>(iii) State's share in Union taxes and duties</i>	<i>3057 (25)</i>	<i>3899 (29)</i>	<i>4918 (32)</i>	<i>5190 (29)</i>	<i>5339 (27)</i>
<i>(iv) Grants in aid from Government of India</i>	<i>4297 (36)</i>	<i>4426 (32)</i>	<i>4913 (32)</i>	<i>6465 (36)</i>	<i>6805 (34)</i>
2. Miscellaneous Capital Receipts	--	--	--	--	--
3. Recovery of Loans and Advances	38	35	40	35	33
4. Total revenue and Non debt capital receipts (1+2+3)	12083	13702	15365	18112	19917
5. Public Debt Receipts	1379 (8)	1116 (6)	1138 (5)	2878 (10)	2190 (7)
Internal Debt (excluding Ways and Means Advance and Overdraft)	5614	1103	1199	2833	2263
Net transactions under Ways and Means Advance and Overdraft	(-) 317	--	--	--	--
Loans and Advances from Government of India	(-) 3918	13	(-) 61	45	(-) 73
6. Total receipts in the Consolidated Fund (4+5)	13462	14818	16503	20990	22107
7. Contingency Fund Receipts	--	-	--	--	--
8. Public Account Receipts	4146 (24)	4846 (25)	6093 (27)	7794 (27)	10630 (32)
9. Total receipts of the State (6+7+8)	17608	19664	22596	28784	32737
Part B. Expenditure/Disbursement					
10. Revenue Expenditure	10536 (64)	11456(64)	12744 (60)	14243 (58)	21232 (62)
<i>Plan</i>	<i>2129 (20)</i>	<i>1662 (15)</i>	<i>2067 (16)</i>	<i>3110 (22)</i>	<i>4169 (20)</i>
<i>Non Plan</i>	<i>8407 (80)</i>	<i>9794 (85)</i>	<i>10677 (84)</i>	<i>11133 (78)</i>	<i>17063 (80)</i>
General Services (including interest payments)	4201	4302	4924	5366	8380
Social Services	3987	4477	4957	5844	8543
Economic Services	2337	2669	2854	2886	3759
Grants-in-aid and contributions	11	8	9	147	550
11. Capital Expenditure	1085 (7)	1453(8)	1688 (8)	2373 (10)	2629 (8)
<i>Plan</i>	<i>1013 (93)</i>	<i>1403 (97)</i>	<i>1471 (87)</i>	<i>2286 (96)</i>	<i>2549 (97)</i>
<i>Non Plan</i>	<i>72 (7)</i>	<i>50 (3)</i>	<i>217 (13)</i>	<i>87 (4)</i>	<i>80 (3)</i>
General Services	10	23	43	36	75
Social Services	45	155	266	497	452
Economic Services	1030	1275	1379	1840	2102
12. Disbursement of Loans and Advances	106 (1)	81	143	89	99
13. Total (10+11+12)	11727	12990	14575	16705	23960

Appendix-1.5 (Continued)

	2005-06	2006-07	2007-2008	2008-09	2009-10
14. Repayment of Public Debt	360 (2)	495 (3)	575 (3)	781 (3)	1008 (3)
Internal Debt (excluding Ways and Means Advances and Overdraft)	249	382	569	667	788
Net transactions under Ways and Means Advances and Overdraft	--	--	--	--	--
Loans and Advances from Government of India	111	113	6	114	220
15. Appropriation to Contingency Fund	--	--	--	--	--
16. Total disbursement out of Consolidated Fund (13+14+15)	12087	13485	15150	17486	24968
17. Contingency Fund disbursements	--	--	--	--	--
18. Public Account disbursements	4259 (26)	4502 (25)	6190 (29)	7214 (29)	9027 (27)
19. Total disbursement by the state (16+17+18)	16346	17987	21340	24700	33995
Part C. Deficits					
20. Revenue Deficit (-)/Surplus (+) (1-10)	(+) 1509	(+) 2211	(+) 2581	(+) 3834	(-) 1348
21. Fiscal Deficit (-) /Surplus (+) (4-13)	(+) 356	(+) 712	(+) 790	(+) 1407	(-) 4043
22. Primary Deficit (-)/Surplus (+) (21+23)	(+) 1866	(+) 2228	(+) 2302	(+) 3000	(-) 2210
Part D. Other data					
23. Interest Payments (included in revenue expenditure)	1510	1516	1512	1593	1833
24. Financial Assistance to local bodies etc.	1250	1273	1199	1142	1514
25. Ways and Means Advances/Overdraft availed (days)					
Ways and Means Advances availed (days)	1653 (32)	--	--	--	--
Overdraft availed (days)	228 (30)	--	--	--	--
26. Interest on Ways and Means Advances/overdraft	4	--	--	--	--
27. Gross State Domestic Product (GSDP)♦	57817	64429	71625 (P)	79277 (Q)	88023 (Adv)
28. Outstanding fiscal liabilities (year end) including interest	20592	22114	23383	26827	30298
29. Outstanding guarantees (year end)	1273	904	951	796	299
30. Maximum amount guaranteed (year end)	1727	1563	1189	1092	593
31. Number of incomplete projects	405	340	391	105	38
32. Capital blocked in incomplete projects	183	224	375	405	138
Part E. Fiscal Health Indicators					
I. Resource Mobilisation (in per cent)					
Own tax Revenue/GSDP	5.59	5.41	4.69	5.23	5.67
Own Non-Tax Revenue/GSDP	2.52	2.89	2.98	2.87	3.13
Central Transfers/GSDP	12.72	12.92	13.73	14.70	13.80
II. Expenditure Management (in per cent)					
Total Expenditure/GSDP	20.28	20.16	20.35	21.07	27.22
Total Expenditure/Revenue Receipts	97.36	95.05	95.11	92.41	120.50
Revenue Expenditure/Total Expenditure	89.84	88.19	87.44	85.21	88.61

Appendix-1.5

Expenditure on Social Services/Total Expenditure	34.38	35.66	35.84	37.96	37.54
Expenditure on Economic Services/Total Expenditure	28.71	30.36	29.04	28.28	24.46
Capital Expenditure/Total Expenditure	9.25	11.19	11.58	14.21	10.97
Capital Expenditure on Social and Economic Services/Total Expenditure	9.17	11.00	11.29	13.99	10.66
III. Management of Fiscal Imbalances (in per cent)					
Revenue Deficit (surplus)/GSDP	(+) 2.61	(+) 3.41	(+) 3.60	(+) 4.84	(-) 1.53
Fiscal Deficit (surplus)/GSDP	(+) 0.62	(+) 1.11	(+) 1.10	(+) 1.77	(-) 4.59
Primary Deficit (surplus)/GSDP	(+) 3.23	(+) 3.46	(+) 3.21	(+) 3.78	(-) 2.51
Revenue Deficit/Fiscal Deficit	*	*	*	*	33.34
Primary Revenue Balance/GSDP	(+) 5.29	(+) 5.85	(+) 5.77	(+) 6.89	(+) 0.59
IV. Management of Fiscal Liabilities (in per cent)					
Fiscal Liabilities/GSDP	33.00	31.79	30.54	31.83	32.34
Fiscal Liabilities/RR	158.42	149.87	142.71	139.59	143.16
Primary Deficit <i>vis-à-vis</i> quantum spread	**	**	**	**	(-) 1.85
Debt Redemption (Principal + Interest)/Total Debt Receipts	105.12	103.14	102.82	76.99	82.38
V. Other Fiscal Health Indicators					
Return on Investment (in per cent)	0.79	0.93	1.21	0.94	0.70
Balance from Current Revenue (₹ in crore)	(+) 433	(+) 332	(+) 851	(+) 1308	(-) 2283
Financial Assets/Liabilities (in per cent)	0.89	1.01	1.12	1.26	1.18

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

* There was revenue surplus ** There was Primary surplus

(P) = Provisional estimates (Q) = Quick estimates (Adv) = Advance estimates

♦ The provisional GSDP figures from 2006-07 to 2008-09 hitherto shown have been modified in accordance with the figures furnished by the State Government in 'Economic Survey 2009-10 and figures for 2009-10 are Advance Estimates figures as furnished by the Director of Economics and Statistics.

Appendix-1.6
(Reference to Paragraph 1.4.2. Page 16)
(A) Tax Revenue for the year 2005-10

(₹ in crore)

Heads	2005-06	2006-07	2007-08	2008-09	2009-10	
					Budget Estimate	Actual
Taxes on Sales, Trade, etc.	2,568	2,783	2,691	3,111	2,900	3,535
State Excise	160	175	189	199	236	239
Taxes on Vehicle	156	151	139	145	171	177
Stamps and Registration Fees	86	97	110	111	135	108
Land Revenue	75	74	80	113	89	117
Other Taxes ²	187	203	150	471	497	811
Total	3,232	3,483	3,359	4,150	4,028	4,987

Source: Finance Accounts

(B) Non-tax Revenue for the year 2005-10

(₹ in crore)

Heads	2005-06	2006-07	2007-08	2008-09	2009-10	
					Budget Estimate	Actual
Interest receipts, dividends and profits	52	186	265	452	303	509
General Services	35	33	140	140	463	351
Social Services	38	135	31	21	35	25
Economic Services	1,334	1,505	1,699	1,659	1,243	1,868
Total	1,459	1,859	2,135	2,272	2,044	2,753

Source: Finance Accounts

² Other Taxes include taxes on professions, trades, callings and employment, taxes on goods and passengers, taxes and duties on electricity and other taxes and duties on commodities and services.

Appendix-1.7
(Reference to Paragraph 1.6.3; Page 33)

Statement showing impact of Government Policies in the State

Sl No.	Description	Unit	Year	
			2008-09	2009-10
1	2	3	4	5
1.	Education			
(a)	Schools			
	(i) Lower Primary	Number	30053	30054
	(ii) Upper Primary	Number	5920	5863
	(iii) High/Post Basic	Number	5215	5215
	(iv) Higher Secondary	Number	755	755
(b)	Enrollment in schools			
	(i) Lower Primary	In lakh	23.64	22.97
	(ii) Upper Primary	In lakh	9.34	8.78
(c)	Literacy	Percentage	63.25	63.25
(d)	Colleges			
	(i) Government Colleges	Number	7	7
	(ii) Provincialised Colleges	Number	189	189
	(iii) Non-Government Colleges	Number	115	115
(e)	Universities			
	(i) Central Universities	Number	2	2
	(ii) State Universities	Number	5	6
	(iii) Private Universities	Number	2	2
2.	Technical Education			
(a)	(i) Engineering Colleges (Govt.)	Number	3	3
	(ii) Engineering Colleges (Pvt.)	Number	4	4
(b)	Polytechnics	Number	9	9
(c)	Junior Technical School	Number	2	2
(d)	National Institute of Technology	Number	1	1
(e)	Indian Institute of Technology	Number	1	1
3.	Health			
(i)	Allopathic Dispensaries	Number	242	242
(ii)	Primary Health Centres	Number	844	844
(iii)	Ayurvedic Hospitals	Number	1	1
(iv)	Medical Colleges	Number	3	3
(v)	Dental Colleges	Number	1	1
(vi)	Infant Mortality	Number per thousand	64	64
(vii)	Civil Hospitals	Number	21	21
(viii)	Sub-Divisional Hospitals	Number	13	13
(ix)	Homeopathic Colleges	Number	3	3
4.	Animal Health			
(i)	Veterinary Dispensaries	Number	432	432
(ii)	Polyclinics	Number	1	1
(iii)	Veterinary Hospitals	Number	22	22
(iv)	First Aid Centre/Sub-Centre	Number	515	515

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1	2	3	4	5
5.	Power			
(i)	Generation	Million Kwh	1599	1660
(ii)	Purchased	Million Kwh	3324	3235
(iii)	Consumption	Million Kwh	3043	3244
(iv)	Sale (outside State)	Million Kwh	585	319
(v)	Rural Electrification	Per cent	NA	NA
6.	Roads/Communication			
(i)	Villages connected with roads	Number	2387	1218
(ii)	Motorable Roads	Km	2476	2573
7.	Irrigation			
(a)	Irrigation potential created			
	(i) Major/Medium	Lakh Hectares	0.094	0.072
	(ii) Minor	Lakh Hectares	0.184	0.298
8.	Railway lines			
(i)	Meter Gauge	Length in Kms	1057.12	NA
(ii)	Broad Gauge	Length in Kms	1226.59	NA
9.	Per Capita Income at current prices	In lakh	0.23	0.26
10.	Agriculture Production (Rice)	In lakh tonnes	40.08	NA

NA-Not available

Source: Information furnished by the Departments

Appendix-1.8
(Reference to Paragraph 1.8.1; Page 38)
Summarised Financial Position of the Government of Assam as on 31 March 2010
(₹ in crore)

As on 31 March 2009	Liabilities		As on 31 March 2010	
15198.14		Internal Debt		16674.04
	9855.57	Market Loans bearing interest	11261.29	
	0.28	Market Loans not bearing interest	0.01	
	1.99	Loans from LIC	1.40	
	14.56	Loans from General Insurance Corporation of India	13.53	
	600.07	Loans from NABARD	673.15	
	0.08	Compensation and other Bonds	0.08	
	(-) 30.05	Loans from NCDC	--	
	57.87	Loans from other Institutions	2.76	
	--	Ways and Means Advances	--	
	4697.03	Special Securities issued to National Small Savings Fund of the Central Government	4721.82	
	0.74	Other Loans	--	
2639.57		Loans and Advances from Central Government		2346.38
	0.25	Pre 1984-85 Loans	0.25	
	86.30	Non-Plan Loans	86.30	
	2075.02	Loans for State Plan Schemes	1894.84	
	258.57	Loans for Central Plan Schemes	258.57	
	44.86	Loans for Centrally Sponsored Plan Schemes	44.86	
	61.57	Loans for Special Plan Schemes	61.56	
	113.00	Ways and Means Advances	--	
4322.97		Small Savings, Provident Funds, etc.		4812.51
1532.83		Deposits		2619.99
1540.42		Reserve Funds		2011.80
50.00		Contingency Fund		50.00
6528.88		Surplus on Government Account		5181.17
--	--	Deficit of current year	1347.71	
	3833.71	Current year's surplus	--	
	--	Add: Miscellaneous Government Account	--	
	2695.17	Add: Accumulated surplus up to 31 March 2009	6528.88	
--		Overdraft with Reserve Bank of India		--
31812.81		Total		33695.89
As on 31 March 2009	Assets		As on 31 March 2010	
15957.93		Gross Capital Outlay on Fixed Assets		18587.28
	2079.04	Investments in shares of Companies, Corporations etc.	2145.42	
	13878.89	Other Capital Outlay	16441.86	
2877.77		Loans and Advances		2944.12
	2173.76	Loans for Power Project	2214.10	
	615.25	Other Development loans	670.52	
	88.76	Loans to Government Servants and Miscellaneous loans	59.50	
2438.76		Civil Advances		2957.78
262.20		Remittance Balances		426.84
1241.84		Suspense and Miscellaneous Balances		946.14
992.47		Investments out of Reserve Fund		1049.93
8041.84		Closing Cash-Balances		6783.80
	11.13	Departmental Cash Balances including Permanent Advances	10.32	
	8861.50	Cash Balance Investments	8177.89	
	(-) 830.79	Deposit with Reserve Bank of India	(-) 1404.41	
31812.81		Total		33695.89

Explanatory Notes for Appendices 1.3 and 1.7

The abridged accounts in the foregoing statements have to be read with comments and explanations in the Finance Accounts. Suspense and Miscellaneous balances include cheques issued but not paid, inter-departmental and inter-Government payments and others awaiting settlement.

Appendix-2.1

(Reference to Paragraph 2.2.6; Page 54)

Annual Financial Statements of the Government of Assam for the years 2007-08 to 2009-10

(₹ in crore)

Particular of Accounts	2007-08			2008-09			2009-10		
	Budget Estimate	Revised Estimate	Actual	Budget Estimate	Revised Estimate	Actual	Budget Estimate	Revised Estimate	Actual
1	5	6	7	8	9	10	11	12	13
(a) Revenue A/c	16988.22	17443.27	15324.92	22192.99	23307.21	18077.04	23063.64	24485.16	19884.49
(b) Capital A/c	2591.55	2296.95	1178.63	1746.90	3008.00	2912.34	3168.83	3381.93	2223.15
Total Consolidated Fund	19579.77	19740.22	16503.55	23939.89	26315.21	20989.38	26232.47	27867.09	22107.64
II. Contingency Fund A/c									
III. Public A/c	53154.81	72723.82	99223.50	74923.53	79939.70	162444.69	80164.65	91447.05	239945.55
Total A	72734.58	92464.04	115727.05	98863.42	106254.91	183434.07	106397.12	119314.14	262053.19
B. Expenditure									
(a) Revenue A/c	16090.81	17352.81	12744.16	20039.32	21421.09	14243.33	29269.86	29815.95	21232.20
(b) Capital A/c	4300.73	4575.79	2406.14	4781.86	5017.81	3242.56	5716.09	5832.65	3736.15
Total Consolidated Fund	20391.54	21928.60	15150.30	24821.18	26438.90	17485.89	34985.95	35648.60	24968.35
II. Contingency Fund									
III. Public A/c	52709.41	72339.49	101215.10	74500.77	79589.96	165583.98	79779.91	91017.79	237658.46
Total - B	73100.95	94268.09	116365.40	99321.95	106028.86	183069.86	114765.86	126666.39	262626.81
Transaction balance (A - B) Surplus (+) / Deficits (-)	-366.37	-1804.05	-638.35	-458.53	226.05	364.21	-8368.74	-7352.25	-573.62

Appendix-2.2
(Reference to Paragraphs 2.2.7 & 2.2.12; Pages 54 & 58)

**Summary of Appropriation Accounts in respect of Grants in which savings occurred under Revenue Account
beyond 30 per cent of the budgeted provisions**

(₹ in lakh)

Grant No.	Name of Grants/Appropriation	Revenue Account for the year 2007-08				Revenue Account for the year 2008-09				Revenue Account for the year 2009-10						
		V/Ch	Total Grant	Total Expenditure	Savings	Percentage of savings to Total Grant	V/Ch	Total Grant	Total Expenditure	Savings	Percentage of savings to Total Grant	V/Ch	Total Grant	Total Expenditure	Savings	Percentage of savings to Total Grant
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1	State Legislature	Ch	59.00	1.65	57.35	97.20	Ch	48.82	0.73	48.09	98.50	Ch	47.00	31.70	15.30	32.55
2	Council of Minister		0.00	0.00	0.00	0.00	V	5.16	3.95	1.21	30.23		0.00	0.00	0.00	0.00
3	Admn. Of Justice	V	8127.29	4595.14	3532.15	43.46	V	9049.30	5004.36	4044.94	44.70	V	11089.89	6194.93	4894.96	44.14
4	Elections		0.00	0.00	0.00	0.00		0.00	0.00	0.00	0.00	V	11016.68	4438.96	6577.72	59.71
5	Sales Tax & Other taxes	V	4823.93	2310.05	2513.88	52.11	V	0.00	0.00	0.00	0.00		0.00	0.00	0.00	0.00
6	Land Revenue & land ceiling	V	17533.85	8711.67	8822.18	50.32	V Ch	17845.86 30.88	9350.34 9.93	8495.52 20.95	47.60 67.84	V	19237.63	10079.77	9157.86	47.60
7	Stamps & Registration	V	1455.17	947.24	507.93	34.91	V	1582.28	1035.68	546.60	34.55		0.00	0.00	0.00	0.00
11	Secretariat & attached offices	V	116822.00	57628.32	59193.68	50.67	V	127237.55	74627.50	52610.05	41.35		0.00	0.00	0.00	0.00
13	Treasury & Account Admn.	V	10553.57	2496.14	8057.43	76.35	V	9153.62	2728.63	6424.99	70.19		0.00	0.00	0.00	0.00
14	Police		0.00	0.00	0.00	0.00	Ch	75.78	0.03	75.75	99.96	Ch	61.69	16.07	45.62	73.95
15	Jails		0.00	0.00	0.00	0.00	Ch	3.05	0.00	3.05	100		0.00	0.00	0.00	0.00
16	Stationery & Printing		0.00	0.00	0.00	0.00	V	1657.70	1011.20	646.50	39.00	V	1825.32	1259.04	566.28	31.02
17	Admn. & function building	V	22155.99	15087.34	7068.65	31.90	V	19559.43	12845.38	6714.05	34.33		0.00	0.00	0.00	0.00
18	Fire Service	V	3000.15	1886.43	1113.72	37.12	V	3311.04	2010.08	1300.96	39.29		0.00	0.00	0.00	0.00
19	Vigilance Comm. & others	V	2858.08	1928.78	929.30	32.51	V	0.00	0.00	0.00			0.00	0.00	0.00	0.00
20	Civil Defense & Home Guard		0.00	0.00	0.00	0.00	V	6873.07	4673.91	2199.16	32.00		0.00	0.00	0.00	0.00
22	Admn. Training		0.00	0.00	0.00	0.00	V	404.82	275.74	129.08	31.89		0.00	0.00	0.00	0.00
23	Pension & other Retirement Benefit		0.00	0.00	0.00	0.00	Ch	160.00	1.20	158.80	99.25	Ch	554.00	0.00	554.00	100
24	Aid Materials	V	226.38	0.00	226.38	100.00	V	226.38	0.00	226.38	100.00	V	226.38	0.00	226.38	100
25	Misc. General Services	V	636.88	31.77	605.11	95.01	V	50447.61	53.83	50393.78	99.89	V	388642.02	141294.40	247347.62	63.64
27	Art & Culture	V	5104.51	1749.15	3355.36	65.73	V	5456.28	2684.86	2771.42	50.79		0.00	0.00	0.00	0.00
29	Medical & Public Health	V	125715.58	61795.48	63920.10	50.85	V	145582.76	87294.50	58288.26	40.04	Ch	232.14	6.42	225.72	97.23
31	Urban Dev. (T&CP)	V	7366.34	4066.28	3300.06	44.80	V	7460.15	3945.07	3515.08	47.12	V	20927.15	10471.08	10456.07	49.96
32	Housing Schemes	V	240.40	98.28	142.12	59.12	V	218.40	0.00	218.40	100	V	295.42	176.36	119.06	40.30

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1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
33	Residential Buildings	V	1223.70	564.19	659.51	53.89	V	1232.49	580.09	652.40	52.93	V	1290.11	581.23	708.88	54.95
34	Urban Development (Municipal Admn.) Department	V	9172.51	5026.11	4146.40	45.20	V	6342.71	1471.55	4871.16	76.80	V	11583.50	4605.82	6977.68	60.24
35	Information & Publicity		0.00	0.00	0.00	0.00	Ch	2.64	0.00	2.64	100		0.00	0.00	0.00	0.00
36	Labour & Employment	V	8088.53	3699.33	4389.20	54.26	V	10690.33	5074.96	5615.37	52.53		0.00	0.00	0.00	0.00
38	Welfare of SC/ST&OBC	V	105423.11	23247.81	82175.30	77.95	V	0.00	0.00	0.00	0.00	V	59465.03	36832.86	22632.17	38.06
39	Social Security Welfare & Nutrition	V	79486.36	25383.16	54103.20	68.07	V	101539.87	37349.60	64190.27	63.22	V	155312.85	66144.11	89168.74	57.41
41	Nature Calamity		0.00	0.00	0.00	0.00	V	51063.00	20750.18	30312.82	59.36		0.00	0.00	0.00	0.00
42	Social Services		0.00	0.00	0.00	0.00	V	29084.90	6707.57	22377.33	76.94	V	57531.02	18392.15	39138.87	68.03
44	NEC Scheme	V	6324.53	420.77	5903.76	93.35	V	4677.86	208.04	4469.82	95.55	V	3788.66	592.34	3196.32	84.37
45	Census, Survey & Statistics		0.00	0.00	0.00	0.00		0.00	0.00	0.00	0.00	V	2918.40	1984.81	933.59	31.99
46	Weights & Measures		0.00	0.00	0.00	0.00		0.00	0.00	0.00	0.00	V	780.11	495.78	284.33	36.45
47	Trade Advisor	V	55.30	37.38	17.92	32.41	V	56.45	35.79	20.66	36.60		0.00	0.00	0.00	0.00
48	Agriculture	V	37888.28	26407.57	11480.71	30.30	Ch	1.54	0.00	1.54	100		0.00	0.00	0.00	0.00
49	Irrigation		0.00	0.00	0.00	0.00	Ch	2.01	0.00	2.01	100	V	34169.39	20394.70	13774.69	40.31
52	Animal Husbandry	V	15118.17	9144.64	5973.53	39.51	V	15208.87	9371.45	5837.42	38.38	V	19232.34	12202.24	7030.10	36.55
53	Diary Development	V	2482.31	845.06	1637.25	65.96	V	3313.99	832.08	2481.91	74.89	V	3560.12	2078.49	1481.63	39.85
54	Fisheries	V	4580.01	2687.79	1892.22	41.31	V	0.00	0.00	0.00	0.00		0.00	0.00	0.00	0.00
55	Forestry & Wildlife	V Ch	20389.78 9.37	12882.82 0.00	7506.96 9.37	36.82 100	Ch	9.22	0.00	9.22	100	Ch	14.69	0.00	14.69	100
56	Rural Dev. (Panchayat)		0.00	0.00	0.00	0.00	V Ch	51281.22 177.70	26979.13 0.00	24302.09 177.70	47.39 100	Ch	18.38	5.86	12.52	68.12
62	Power (Electricity)		0.00	0.00	0.00	0.00	V	12459.66	175.12	12284.54	98.59	V	19589.84	1388.46	18201.38	92.91
63	Water Resources		0.00	0.00	0.00	0.00		0.00	0.00	0.00	0.00	Ch	1.59	0.00	1.59	100
64	Roads & Bridges		0.00	0.00	0.00	0.00	V	57680.83	34181.26	23499.57	40.74		0.00	0.00	0.00	0.00
66	Compensation & Assignment to local bodies etc.	V	13831.43	894.19	12937.24	93.54	V	57302.00	14750.88	42551.12	74.26	V	134835.30	54989.44	79845.86	59.22
67	Horticulture		0.00	0.00	0.00	0.00	V	799.51	417.74	381.77	47.75		0.00	0.00	0.00	0.00
70	Hill Areas	V	78625.64	44718.70	33906.94	43.12	V	166.43	92.07	74.36	44.68	V	451.81	256.74	195.07	43.18
71	Education (Elem. & Seco) etc		0.00	0.00	0.00	0.00	Ch	13.24	0.00	13.24	100		0.00	0.00	0.00	0.00
72	Relief & Rehabilitation	V	3044.98	1837.82	1207.16	39.64	V	0.00	0.00	0.00	0.00		0.00	0.00	0.00	0.00
73	Urban Development (GDD)	V	6236.70	3160.00	3076.70	49.33	V	0.00	0.00	0.00	0.00		0.00	0.00	0.00	0.00
77	Hill Areas Department (HCHAC)		0.00	0.00	0.00	0.00		0.00	0.00	0.00	0.00	V	21896.70	11892.92	10003.78	45.69
78	Welfare of Plain Tribes & BC (BTC)		0.00	0.00	0.00	0.00	V	67198.57	0.00	67198.57	100.00	V	77940.79	50666.01	27274.78	34.99
Total Grant			718659.83	324291.06	394368.77			876694.98	366534.43	510160.55			1058535.95	457472.69	601063.26	

V: Voted; Ch: Charged

Appendix-2.3

(Reference to Paragraph 2.2.12; Page 58)

Summary of Appropriation Accounts in respect of Grants in which savings occurred under Capital Account beyond 30 per cent of the budgeted provisions

(₹ in lakh)

Grant No.	Name of Accounts	Capital Account for the year 2007-08					Capital Account for the year 2008-09					Capital Account for the year 2009-10				
		V/Ch	Total Grant	Total Expenditure	Savings	Percentage of savings to Total Grant	V/Ch	Total Grant	Total Expenditure	Savings	Percentage of savings to Total Grant	V/Ch	Total Grant	Total Expenditure	Savings	Percentage of savings to Total Grant
1	State legislature	V	1964.90	902.85	1062.05	54.05	V	2677.00	749.18	1927.82	72.01		0.00	0.00	0.00	0.00
6	Land Revenue & Land Ceiling	V	1870.00	0.00	1870.00	100.00	V	800.00	47.76	752.24	94.03	V	1200.00	826.46	373.54	31.13
17	Administrative & Functional Bldg.	V	7165.34	3038.15	4127.19	57.60	V	6760.30	3235.35	3524.95	52.14		0.00	0.00	0.00	0.00
26	Education (Higher)	V	5.00	0.00	5.00	100.00	V	5.00	0.00	5.00	100.00	V	10.00	0.00	10.00	100
27	Art & Culture	V	100.00	0.00	100.00	100.00	V	0.00	0.00	0.00	0.00		0.00	0.00	0.00	0.00
30	Water Supply and Sanitation	V	30779.20	19769.16	11010.04	35.77	V	0.00	0.00	0.00	0.00	V	63637.00	23714.82	39922.18	62.73
32	Housing Scheme	V	64.60	35.40	29.20	45.20	V	55.60	7.60	48.00	86.33		0.00	0.00	0.00	0.00
33	Residential Bldg.	V	1114.32	456.53	657.79	59.03	V	1230.00	516.98	713.02	57.97	V	1293.33	459.44	833.89	64.48
34	Urban Dev. (M.A.D.)	V	0.00	0.00	0.00	0.00	V	4226.00	924.57	3301.43	78.12		0.00	0.00	0.00	0.00
37	Food Storage, Warehousing etc	V	0.00	0.00	0.00	0.00	V	70.47	0.00	70.47	100.00	V	70.48	0.00	70.48	100
38	Welfare of SC/ST&OBC	V	0.00	0.00	0.00	0.00	V	59.20	32.00	27.20	45.95	V	1069.02	103.00	966.02	90.36
39	Social Security, Welfare & Nutrition		0.00	0.00	0.00	0.00	V	150.00	0.00	150.00	100		0.00	0.00	0.00	0.00
43	Co-operation	V	1102.01	70.97	1031.04	93.56	V	0.00	0.00	0.00	0.00		0.00	0.00	0.00	0.00
44	North Eastern Council Scheme	V	90988.39	21802.09	69186.30	76.04	V	123252.96	28468.77	94784.19	76.90	V	87092.33	28230.58	58861.75	67.59
49	Irrigation	V	13005.01	4260.37	8744.64	67.24	V	0.00	0.00	0.00	0.00		0.00	0.00	0.00	0.00
52	Animal Husbandry	V	392.00	78.42	313.58	79.99	V	230.00	98.42	131.58	57.21		0.00	0.00	0.00	0.00
55	Forestry & Wild life	V	150.00	0.00	150.00	100.00	V	150.00	0.00	150.00	100.00	V	100.00	67.47	32.53	32.53
58	Industries	V	16267.00	2327.72	13939.28	85.69	V	11217.00	2137.47	9079.53	80.94	V	14792.01	4859.44	9932.57	67.15
59	Sericulture & Weaving	V	0.00	0.00	0.00	0.00	V	50.50	24.90	25.60	50.69	V	50.50	0.75	49.75	98.51
61	Mines & Minerals	V	0.00	0.00	0.00	0.00	V	200.00	0.00	200.00	100.00	V	2500.00	200.00	2300.00	92.00
62	Power (Electricity)	V	0.00	0.00	0.00	0.00	V	0.00	0.00	0.00		V	34701.00	22101.74	12599.26	36.31
63	Water Resources	V	20550.02	8917.38	11632.64	56.61	V	48809.00	18215.11	30593.89	62.68	V Ch	110554.59 12.07	27725.89 -	82828.70 12.07	74.92 100
64	Roads & Bridges	V	71608.72	48131.00	23477.72	32.79	V	86375.08	50448.17	35926.91	41.59	V	104188.31	60386.62	43801.69	42.04
65	Tourism	V	553.15	40.67	512.48	92.65	V	959.00	230.81	728.19	75.93		0.00	0.00	0.00	0.00
68	Loans to Govt. servants		0.00	0.00	0.00	0.00	V	442.33	232.19	210.14	47.51	V	442.33	221.85	220.48	49.85
73	Urban Dev. (GDD)	V	13371.01	4853.85	8517.16	63.70	V	0.00	0.00	0.00	0.00	V	29976.00	17874.57	12101.43	40.37
75	Information Technology	V	22.12	3.54	18.58	84.00	V	2250.00	32.00	2218.00	98.58	V	5882.00	2409.39	3472.61	59.04
77	Hill Areas Department (NCHAC)		0.00	0.00	0.00	0.00	V	0.00	0.00	0.00	0.00	V	2837.00	828.28	2008.72	70.80
78	Welfare of PT, BC (BTC)	V	0.00	0.00	0.00	0.00	V	1093.00	0.00	1093.00	100.00	V	22318.98	6314.66	16004.32	71.71
	Total Grant		271072.79	114688.10	156384.69			291062.44	105401.28	185661.16			482726.95	196324.96	286401.99	

V: Voted; Ch: Charged

Appendix-2.4
(Reference to Paragraph 2.2.13; Page 59)
Non-utilisation of budget provisions

(₹ in lakh)

Grant No.	Name of Grant/Appropriation	2007-08					2008-09					2009-10				
		V/Ch	Total Grant	Total Expenditure	Saving(+)	Percentage over savings	V/Ch	Total Grant	Total Expenditure	Saving(+)	Percentage over savings	V/Ch	Total Grant	Total Expenditure	Saving(+)	Percentage over savings
(a) Revenue Accounts																
23	Pension and Other Retirement Benefit		0.00	0.00	0.00		0.00	0.00	0.00		Ch	554.00	0.00	554.00	100	
24	Aid Materials	V	226.38	0.00	226.38	100.00	V	226.38	0.00	226.38	100.00	V	226.38	0.00	226.38	100
35	Information & Publicity		0.00	0.00	0.00		Ch	2.64	0.00	2.64	100.00		0.00	0.00	0.00	
48	Agriculture		0.00	0.00	0.00		Ch	1.54	0.00	1.54	100.00		0.00	0.00	0.00	
49	Irrigation		0.00	0.00	0.00		Ch	2.01	0.00	2.01	100.00		0.00	0.00	0.00	
55	Forest & Wild Life		0.00	0.00	0.00			0.00	0.00	0.00		Ch	14.69	0.00	14.69	100
56	Rural Development (Panchayat)		0.00	0.00	0.00		Ch	177.70	0.00	177.70	100.00		0.00	0.00	0.00	
63	Water Resources		0.00	0.00	0.00			0.00	0.00	0.00		Ch	1.59	0.00	1.59	100
71	Education (Elementary & Secondary)		0.00	0.00	0.00		CH	13.24	0.00	13.24	100.00		0.00	0.00	0.00	
78	Welfare of Plain Tribes & BC (BTC)		0.00	0.00	0.00		V	67198.57	0.00	67198.57	100.00		0.00	0.00	0.00	
Total (a)			226.38	0.00	226.38			67622.08	0.00	67622.08			796.66	0.00	796.66	
(b) Capital Accounts																
26	Education (Higher)	V	5.00	0.00	5.00	100.00	V	5.00	0.00	5.00	100.00	V	10.00	0.00	10.00	100
27	Art & Culture	V	100.00	0.00	100.00	100.00	V	0.00	0.00	0.00			0.00	0.00	0.00	
32	Housing Scheme	V	0.00	0.00	0.00		V	218.40	0.00	218.40	100.00					
37	Food Storage, Warehousing & Civil Supplies	V	0.00	0.00	0.00		V	70.47	0.00	70.47	100.00	V	70.48	0.00	70.48	100
39	Social Security, Welfare & Nutrition		0.00	0.00	0.00		V	150.00	0.00	150.00	100.00		0.00	0.00	0.00	
55	Forestry & Wild life	V	150.00	0.00	150.00	100.00	V	150.00	0.00	150.00	100.00		0.00	0.00	0.00	
61	Mines & Minerals	V	0.00	0.00	0.00		V	200.00	0.00	200.00	100.00		0.00	0.00	0.00	
63	Water Resources											Ch	12.07	0.00	12.07	100
78	Welfare of Plain Tribes & Backward Classes (BTC)	V	0.00	0.00	0.00		V	1093.00	0.00	1093.00	100.00		0.00	0.00	0.00	
Total (b)			255.00	0.00	255.00			1886.47	0.00	1886.47			92.55	0.00	92.55	
Grand Total (a+b)			481.38	0.00	481.38			69508.55	0.00	69508.55			889.21	0.00	889.21	

V: Voted; Ch: Charged

Appendix-2.5
(Reference to Paragraphs 2.2.14 & 2.2.15; Page 59 & 60)

Excess expenditure over budget provisions under Revenue Account

(₹ in lakh)

Grant No.	Name of Grant/ Appropriation	Revenue Account for the year 2007-08				Revenue Account for the year 2008-09				Revenue Account for the year 2009-10						
		V/ Ch	Total Grant/ Appropriation	Total Expenditure	Excess	Percentage of excess over grant	V/ Ch	Total Grant/ Appropriation	Total Expenditure	Excess	Percentage of excess over grant	V/ Ch	Total Grant/ Appropriation	Total Expenditure	Excess	Percentage of excess over grant
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1	Head of State		229.30	231.19	1.89	0.82	Ch	314.59	336.02	21.43	6.81		0.00	0.00	0.00	
4	Election	V	1087.41	1104.31	16.90	1.55	V	2198.66	7876.18	5677.52	258.23		0.00	0.00	0.00	
6	Land Revenue & land Ceiling	Ch	0.88	8.42	7.54	856.82		0.00	0.00	0.00			0.00	0.00	0.00	
27	Art and Culture		0.00	0.00	0.00			0.00	0.00	0.00		V	8860.75	10000.94	1140.19	12.87
39	Social Security, welfare and Nutrition		0.00	0.00	0.00		Ch	0.00	0.92	0.92	100					
40	Sainik Welfare & other Relief Programme	V	689.00	753.09	64.09	9.30	V	702.00	1344.61	642.61	91.54	V	702.00	1636.55	934.55	133.13
42	Social Services	V	37.28	38.28	1.00	2.68		0.00	0.00	0.00			0.00	0.00	0.00	
47	Trade Advisor		0.00	0.00	0.00			0.00	0.00	0.00		V	62.37	71.15	8.78	14.08
65	Tourism	V	1110.66	1486.03	375.37	33.80		0.00	0.00	0.00			0.00	0.00	0.00	
72	Relief & Rehabilitation		0.00	0.00	0.00		V	3502.00	3905.13	403.13	11.51		0.00	0.00	0.00	
Total			3154.53	3621.32	466.79	14.80		6717.25	13462.86	6745.61	100.42		9625.12	11708.64	2083.52	21.65

V: Voted; Ch: Charged

Appendix-2.6
(Reference to Paragraphs 2.2.14 & 2.2.15; Page 59 & 60)

Excess expenditure over budget provisions under Capital Account

(₹ in lakh)

Grant No.	Name of Grant/ Appropriation	Capital Account for the year 2007-08					Capital Account for the year 2008-09					Capital Account for the year 2009-10				
		V/ Ch	Total Grant	Total Expenditure	Excess	Percentage of excess over grant	V/ Ch	Total Grant	Total Expenditure	Excess	Percentage of excess over grant	V/ Ch	Total Grant	Total Expenditure	Excess	Percentage of excess over grant
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1	State Legislature		0.00	0.00	0.00			0.00	0.00	0.00		V	1579.00	2044.55	465.55	29.48
11	Secretariat and Attached Offices		0.00	0.00	0.00			0.00	0.00	0.00		V	450.00	613.75	163.75	36.39
31	Urban Development (T&CP)	V	0.00	12.30	12.30			0.00	0.00	0.00			0.00	0.00	0.00	
34	Urban Development (MAD)	V	2306.00	2447.30	141.30	6.13		0.00	0.00	0.00			0.00	0.00	0.00	
59	Sericulture	V	50.00	112.29	62.29	124.58		0.00	0.00	0.00			0.00	0.00	0.00	
60	Cottage Industries	V	108.00	180.33	72.33	66.97	V	97.00	117.94	20.94	21.59	V	78.00	152.63	74.63	95.68
70	Hill Areas	V	0.00	10568.53	10568.53			0.00	0.00	0.00			0.00	0.00	0.00	
76	Hill Areas Department (KAAC)		0.00	0.00	0.00		V	10850.00	13367.28	2517.28	23.20		0.00	0.00	0.00	
77	Hill Areas Department (NCHAC)		0.00	0.00	0.00		V	2246.00	3802.81	1556.81	69.31		0.00	0.00	0.00	
Total			2464.00	13320.75	10856.75	440.61		13193.00	17288.03	4095.03	31.04		2107.00	2810.93	703.93	33.41

V: Voted; Ch: Charged

Appendix-2.7
(Reference to Paragraph 2.2.17; Page 61)

**Statement showing persistent savings exceeding 40 per cent in respect of Grant/Appropriations
under Revenue and Capital account**

(₹ in lakh)

Grant No.	Name of Grant/ Appropriation	2007-08				2008-09				2009-10			
		Total Grant	Total Expenditure	Saving	Percentage of savings	Total Grant	Total Expenditure	Saving	Percentage of savings	Total Grant	Total Expenditure	Saving	Percentage of savings
1	2	3	4	5	6	7	8	9	10	11	12	13	14
3	Administration of Justice Revenue Voted	8127.29	4595.14	3532.15	43.46	9049.30	5004.36	4044.94	44.70	11089.89	6194.93	4894.96	44.14
6	Land Revenue & Land Ceiling Revenue Voted	17533.85	8711.67	8822.18	50.32	17845.86	9350.34	8495.52	47.60	19237.63	10079.77	9157.86	47.60
14	Police Revenue Charged	66.08	0.00	66.08	100	75.78	0.03	75.75	99.96	61.69	16.07	45.62	73.95
24	Aid Materials Revenue Voted	226.38	0.00	226.38	100	226.38	0.00	226.38	100	226.38	0.00	226.38	100
25	Misc. General Services Revenue Voted	636.88	31.77	605.11	95.01	50447.61	53.83	50393.78	99.89	388642.02	141294.40	47347.62	63.64
26	Education Capital Voted	5.00	0.00	5.00	100	5.00	0.00	5.00	100	10.00	0.00	10.00	100
31	Urban Development (Town & Country Planning) Revenue Voted	7366.34	4066.28	3300.06	44.80	7460.15	3945.07	3515.08	42.12	20927.15	10471.08	10456.07	49.96
32	Housing schemes Revenue Voted	240.40	98.28	142.12	59.12	218.40	-	218.40	100	295.42	176.36	119.06	40.30
33	Residential Buildings Revenue Voted	1223.70	564.19	659.51	53.90	1232.49	580.09	652.40	52.93	1290.11	581.23	708.88	54.95
	Capital Voted	1114.32	456.53	657.79	59.03	1230.00	516.98	713.02	57.97	1293.33	459.44	833.89	64.48
34	Urban Development (Municipal Admn. Deptt.) Revenue Voted	9172.51	5026.11	4146.40	45.20	6342.71	1471.55	4871.16	76.80	11583.50	4605.82	6977.68	60.24
39	Social Security, Welfare & Nutrition Revenue Voted	79486.36	25383.16	54103.20	68.07	101539.87	37349.60	64190.27	63.22	155312.85	66144.11	89168.74	57.41

Audit Report (State Finances) for the year ended 31 March 2010

1	2	3	4	5	6	7	8	9	10	11	12	13	14
44	NEC Schemes												
	Revenue Voted	6324.53	420.77	5903.76	93.34	4677.86	208.04	4469.82	95.55	3788.66	592.34	3196.32	84.37
	Capital Voted	90988.39	21802.09	69186.30	76.04	123252.96	28468.77	94784.19	76.90	87092.33	28230.58	58861.75	67.59
53	Dairy Development												
	Revenue Voted	2482.31	845.06	1637.25	65.96	3313.99	832.08	2481.91	74.89	3560.12	2078.49	1481.63	41.62
55	Forestry and Wild Life												
	Revenue Charged	9.37	0.00	9.37	100	9.22	0.00	9.22	100	14.69	0.00	14.69	100
56	Rural Development (Panchayat)												
	Revenue Charged	171.00	1.11	169.89	99.35	177.70	0.00	177.70	100	18.38	5.58	12.80	69.64
58	Industries												
	Capital Voted	16267.00	2327.72	13939.28	85.69	11217.00	2134.47	9079.53	80.94	14792.01	4859.44	9932.57	67.15
63	Water Resources												
	Capital Voted	20550.02	8917.38	11632.64	56.61	48809.00	18215.11	30593.89	62.68	110554.59	27725.89	82828.70	74.92
66	Compensation and Assignment to Local Bodies and Panchayati Raj Institutions												
	Revenue Voted	13831.43	894.19	12937.26	93.54	57302.00	14750.88	42551.12	74.26	134835.30	54989.44	79845.86	59.22
68	Loans to Govt. Servants												
	Capital Voted	800.00	258.50	541.50	67.69	442.33	232.19	210.14	47.51	442.33	221.84	220.49	49.85
70	Hill Areas												
	Revenue Voted	78625.64	44718.70	33906.94	43.12	166.43	92.07	74.36	44.68	451.81	256.74	195.07	43.18
75	Information Technology												
	Capital Voted	2212.00	354.00	1858.00	84.00	2250.00	32.00	2218.00	98.58	5882.00	2409.39	3472.61	59.04

Appendix-2.8
(Reference to Paragraph 2.5.1; Page 66)

**Statement of various grants/appropriations where savings was more than ₹10 crore each
and more than 20 per cent of the total provision**

(₹ in crore)

Sl No.	Grant No.	Name of the Grant/Appropriation	Total Grant/Appropriation	Savings	Percentage
1	2	3	4	5	6
1	3	Administration of Justice (Revenue Voted)	110.90	48.95	44
2	4	Election (Revenue Voted)	110.17	65.78	60
3	6	Land Revenue and Land Ceiling (Revenue Voted)	192.38	91.58	48
4	9	Transport Services (Capital Voted)	39.99	11.99	30
5	11	Secretariat and Attached Offices (Revenue Voted)	1776.75	437.62	25
6	17	Administrative and Functional Buildings (Capital Voted)	86.14	20.71	24
7	23	Pension and Other Retirement Benefits (Revenue Voted)	2327.81	563.15	24
8	25	Miscellaneous General Services (Revenue Voted)	3886.42	2473.48	64
9	26	Education (Higher Education) (Revenue Voted)	700.15	156.65	22
10	29	Medical and Public Health (Revenue Voted)	1797.13	378.39	21
11	30	Water Supply and Sanitation (Capital Voted)	636.37	399.22	63
12	31	Urban Development (Town & Country Planning) (Revenue Voted)	209.27	104.56	50
13	34	Urban Development (Municipal Admn. Department) (Revenue Voted)	115.84	69.78	60
14	36	Labour and Employment (Revenue Voted)	121.65	27.85	23
15	38-	Welfare of Scheduled Caste/ scheduled Tribes and other Backward Classes (Revenue Voted)	594.65	226.32	38
16	39	Social Security, Welfare & Nutrition (Revenue Voted)	1553.13	891.69	57
17	42	Social Services (Revenue Voted)	575.31	391.39	68
18	43	Co-operation (Revenue Voted)	53.71	10.91	20

1	2	3	4	5	6
19	44	North Eastern Council Scheme (Revenue Voted) (Capital Voted)	37.89 870.92	31.96 588.62	84 68
20	49	Irrigation (Revenue Voted)	341.69	137.75	40
21	52	Animal Husbandry (Revenue Voted)	192.32	70.30	37
22	53	Dairy Development (Revenue Voted)	35.60	14.82	42
23	54	Fisheries (Revenue Voted)	61.45	14.12	23
24	55	Forestry & Wild Life (Revenue Voted)	282.89	63.52	22
25	56	Rural Development (Panchayat) (Revenue Voted)	550.14	153.40	28
26	58	Industries (Capital Voted)	147.92	99.33	67
27	59	Sericulture and Weaving (Revenue Voted)	144.49	29.66	21
28	61	Mines and Minerals (Capital Voted)	25.00	23.00	92
29	62	Power (Electricity) (Revenue Voted) (Capital Voted)	195.90 347.01	182.01 125.99	93 36
30	63	Water Resources (Capital Voted)	1105.55	828.29	75
31	64	Roads & Bridges (Revenue Voted) (Capital Voted)	570.01 1041.88	129.59 438.02	23 42
32	66	Compensation & Assignment to Local Bodies and Panchayati Raj Institutions (Revenue Voted)	1348.35	798.46	59
33	73	Urban Development (GDD) (Capital Voted)	299.76	112.76	38
34	75	Information Technology (Capital Voted)	58.82	34.73	59
35	77	Hills Areas Department (N. C. Hills Autonomous Council) (Revenue Voted) (Capital Voted)	218.97 28.37	100.04 20.09	46 71
36	78	Welfare of Plain Tribes & Backward Classes (BTC) (Revenue Voted) (Capital Voted)	779.41 223.19	272.75 160.04	35 72
Total			23795.30	10799.27	

Appendix-2.9
(Reference to Paragraph 2.5.1; Page 66)

Statement showing list of grants with savings of ₹ 50 crore and above

(₹ in crore)

Sl No.	No. and Name of the Grant	Original	Supple- mentary	Total	Actual Expen- diture	Savings
Revenue-Voted						
1	4- Election	45.39	64.78	110.17	44.39	65.78
2	6- Land Revenue and Land Ceiling	184.98	7.40	192.38	100.80	91.58
3	11- Secretariat and Attached Offices	1,664.84	111.91	1,776.75	1,339.13	437.62
4	14- Police	1,404.30	27.48	1,431.78	1,273.85	157.93
5	23- Pensions and Other Retirement Benefits	2,327.81	-	2,327.81	1,764.66	563.15
6	25- Miscellaneous General Services	3,886.42	-	3,886.42	1,412.94	2,473.48
7	26- Education (Higher Education)	677.93	22.22	700.15	543.49	156.66
8	29- Medical and Public Health	1,609.33	187.80	1,797.13	1,418.74	378.39
9	31- Urban Development (T&CP)	86.97	122.30	209.27	104.71	104.56
10	34- Urban Development (MAD)	107.24	8.60	115.84	46.06	69.78
11	38- Welfare of SCs/STs and OBCs etc.	515.97	78.68	594.65	368.33	226.32
12	39- Social Security, Welfare and Nutrition	1,498.03	55.10	1,553.13	661.44	891.69
13	41- Natural Calamities	434.14	300.00	734.14	622.39	111.75
14	42- Social Services	575.31	-	575.31	183.92	391.39
15	48- Agriculture	601.24	13.01	614.25	499.91	114.34
16	49- Irrigation	341.38	0.31	341.69	203.94	137.75
17	52- Animal Husbandry	192.30	0.02	192.32	122.02	70.30
18	55- Forestry and Wild Life	277.11	5.78	282.89	219.37	63.52
19	56- Rural Development (Panchayat)	459.97	90.17	550.14	396.74	153.40
20	57- Rural Development	428.43	3.77	432.20	373.08	59.12
21	62- Power (Electricity)	185.26	10.64	195.90	13.89	182.01
22	64- Roads and Bridges	561.59	8.42	570.01	440.42	129.59
23	66- Compensation and Assignment to Local Bodies and Panchayati Raj Institutions	1,348.35	-	1,348.35	549.89	798.46
24	71- Education (Elementary, Secondary etc.)	4,036.55	35.15	4071.70	3,419.15	652.55
25	76- Hill Areas Department (KAAC)	437.01	33.63	470.64	394.38	76.26
26	77- Hill Areas Department (NCHAC)	199.66	19.31	218.97	118.93	100.04
27	78- Welfare of Plain Tribes and Backward Classes (BTC)	712.57	66.84	779.41	506.66	272.75

Audit Report (State Finances) for the year ended 31 March 2010

Sl No	No. and Name of the Grant	Original	Supplementary	Total	Actual Expenditure	Savings
Revenue Charged						
28	Public Debt and Servicing of Debt	2,216.38	25.16	2,241.54	1,940.58	300.96
Capital-Voted						
29	30- Water Supply and Sanitation	636.37	-	636.37	237.15	399.22
30	44- North Eastern Council Schemes	774.28	96.64	870.92	282.30	588.62
31	49- Irrigation	400.07	151.30	551.37	480.22	71.15
32	58- Industries	113.02	34.90	147.92	48.59	99.33
33	62- Power (Electricity)	289.01	58.00	347.01	221.02	125.99
34	63- Water Resources	1,084.78	20.77	1,105.55	277.26	828.29
35	64- Roads and Bridges	803.10	238.78	1,041.88	603.86	438.02
36	73- Urban Development (GDD)	293.08	6.68	299.76	187.00	112.76
37	78- Welfare of Plain Tribes and Backward Classes (BTC)	-	223.19	223.19	63.15	160.04
Total		31,410.17	2,128.74	33,538.91	21484.36	12054.55

Appendix-2.10

(Reference to Paragraph 2.5.2; Page 66)

Statement of various grants/appropriations where expenditure was more than ₹ one crore each and more than 20 per cent of the total provision

(₹ in crore)

Sl No.	Grant No.	Name of the Grant/Appropriation	Total Grant/Appropriation	Total Expenditure	Excess Expenditure	Percentage of Excess Expenditure
1	2	3	4	5	6	7
1.	11	Secretariat and Attached Offices (Capital Voted)	4.50	6.14	1.64	36
2.	40	Sainik Welfare and Other Relief Programmes etc. (Revenue Voted)	7.02	16.37	9.35	133
Total			11.52	22.51	10.99	

Appendix-2.11

(Reference to Paragraph 2.5.3; Page 66)

Statement showing expenditure without provision

(₹ in crore)

Sl No.	Grant/Appropriation No.-Major Head of Accounts-Sub-Head-Detailed Head	Expenditure without provision
1	2	3
1	1-4217-1848-(811) Construction of New Assembly House (Additional Central Assistance spill over 2007-08)	1.07
2	25-2075-3888 Expenditure in connection with the revision of Pay and Pension-Sixth Schedule (Pt-I) Areas	46.62
3	27-2075-0543 Artist pension	1.00
4	27-2205-0680-(585) Development of Satra in Assam	9.65
5	29-2211-0769 Rural Family Welfare Planning Centre (Main Centre)	5.82
6	29-2211-0773 POL and fund for major repairs & procurement of vehicle for rural FW & HC	0.46
7	38-6225-3109 Loans to Assam Plantation Crops Development Corporation	0.58
8	39-2235-3615 Kishori Shakti Yojana	1.60
9	44-4552-0800-(654) Provision for State share of 10 per cent Loan component of NLCPR Project	5.42
10	49-2701-0172 Headquarters Establishment	2.00
11	49-4705 Command Area Development for Jamuna Irrigation	0.70
12	55-2406-1136 Bamboo Plantation/Cultivation	1.44
13	60-6851-3193 Loans to AHSIDC	0.84
14	61-4853-5350 Rooftop rain water harvesting in Government building	2.00
15	62-4801-3184 One time allocation (ACA)	11.82
16	64-3054-0238 Stock	1.20
17	64-5054-5330-(827) Composite Check Gate	7.05
18	66-3604-3673-(701) District Panchayats	1.27
19	66-3604-3673-(709) N.C. Hills Autonomous Councils	7.68
20	66-3604-3674-(691) Interest payment to Urban Local Bodies – Sixth Schedule (Pt.-1) Areas	0.21
21	66-3604-3674-(708) Karbi Anglong Autonomous Council – Sixth Schedule (Pt.-1) Areas	22.32
22	66-3604-3674-(709) N.C. Hills Autonomous Councils – Sixth Schedule (Pt.-1) Areas	0.44
23	66-3604-3674-(997) Upgradation of Standard of Administration (Accord of 12 Finance Commission) Sixth Schedule Areas	0.60
24	71-2202-0800-(321) Grants to Children Literacy Trust	0.15
25	71-2202-0629 Assam Classical Institutions (Sanskrit of Pali Prakrit)	1.08
26	71-2202-0549 Operation Black Board	2.54
27	72-2235-0933 Relief Grants for Relief Rehabilitation for disturbance – Grants (ACA) Sixth Schedule (Pt.-1) Areas	10.87
28	73-2217-5296 Construction for Ganeshguri fly over, Guwahati	0.23
29	73-2217-0800-(744) Guwahati Metropolitan Development Authority	1.50
30	73-4217-3545-(928) State Share	10.13

1	2	3
31	74-2204-0800-(550) Rajib Gandhi Sports Complex	1.15
32	75-4859-2048 National E-Governance Action Plan (NEGAP)	1.50
33	76-2210-0735 Ayurvedic Dispensaries (Sixth Schedule Areas)	0.17
34	76-2215-(Minor Head-102) Rural Water Supply Schemes – Sixth Schedule (Pt.-1) Areas	1.22
35	76-2236-0976 Special Nutrition Programme (PMGY) - Sixth Schedule (Pt.-1) Areas	4.21
36	76-2402-0122-(602) Nature Conservation - Sixth Schedule Areas	0.22
37	76-2402-0122-(603) Building and Approach Road - Sixth Schedule Areas	1.71
38	76-2402-1136 Bamboo Plantation - Sixth Schedule Areas	0.80
39	76-2402-1141 Protective Afforestation - Sixth Schedule Areas	0.23
40	76-2402-1143-(133) Land Reclamation and Water distribution - Sixth Schedule Areas	0.27
41	76-2402-1144 Terracing with Water distribution - Sixth Schedule Areas	2.65
42	76-2406-1229 Working Plan Organisation - Sixth Schedule Areas	0.98
43	76-2406-0121 Buildings - Sixth Schedule Areas	1.63
44	76-2406-1237 Consolidation of Forests - Sixth Schedule Areas	0.18
45	76-2406-1238 Forest Protection Force - Sixth Schedule Areas	0.79
46	76-2406-1240 Amenities to Staff - Sixth Schedule Areas	0.25
47	76-2406-1256 Plantation of quick growing spices - Sixth Schedule Areas	2.77
48	76-2406-1259 Rehabilitation of degraded Forests - Sixth Schedule Areas	3.91
49	76-2406-1286 Botanical Garden - Sixth Schedule Areas	0.59
50	76-2415-1308 Silviculture work - Sixth Schedule Areas	0.48
51	76-2501-1340-(680) Block Administration (SGSY) - Sixth Schedule Areas	0.26
52	76-2702-1374-(495) Payment of WC and MR - Sixth Schedule Areas	0.69
53	76-4202-(Minor Head 203) University and Higher Education - Sixth Schedule Areas	0.66
54	76-4210-(Minor Head 203) Hospital and Dispensaries - Sixth Schedule Areas	0.36
55	76-4216-0121 Buildings - Sixth Schedule Areas	0.31
56	76-4552-5348 NLCPR- Sixth Schedule Areas	3.18
57	76-4552-1597 Amreng Minor Irrigation- Sixth Schedule Areas	5.20
58	76-4702-5131 PM's NES Package - Sixth Schedule Areas	0.94
59	77-2059-0220-(997) Upgradation of Standard of Administration (12 Finance Commission award) - Sixth Schedule Areas	1.40
60	77-2406-1240 Amenities to Staff - Sixth Schedule Areas	0.25
61	77-3054-0189-(997) 12 Finance Commission award - Sixth Schedule Areas	0.94
62	78-2215-0777 Accelerated Rural Water Supply - Sixth Schedule Areas	2.10
63	78-2702-1374 Minor Lift Irrigation - Sixth Schedule Areas	3.40
64	78-2702-0152 Establishment - Sixth Schedule Areas	3.27
65	78-4701 Champabati Irrigation Project - Sixth Schedule Areas	0.20
66	78-4711-0120 Brahmaputra Flood Control Project - Sixth Schedule Areas	10.81
67	78-5054 Road Works - Sixth Schedule Areas	42.66
68	78-5452-0126 Construction - Sixth Schedule Areas	2.85
Total		263.48

Appendix-2.12

(Reference to Paragraph 2.5.4; Page 67)

Statement showing the amount debited head-wise and credited in '8443'

Sl No.	Debit Head	Credit Head	Date and Month	Credit Amount (in ₹)
1	2575	8443	26/02/2010	15,00,00,000
2	3425	8443	26/02/2010	1,00,00,000
3	3604	8443	31/03/2010	2,24,12,940
4	2012	8443	31/03/2010	1,29,000
5	2059	8443	31/03/2010	25,03,04,400
6	2401	8443	28/03/2010	29,94,00,000
			31/03/2010	19,97,07,613
7	2408	8443	31/03/2010	8,70,43,000
8	4059	8443	24/03/2010	23,00,00,000
9	2014	8443	31/03/2010	12,762
10	2055	8443	31/03/2010	2,89,82,981
Total				127,79,92,696

Appendix-2.13
(Reference to Paragraph 2.5.5; Page 67)
Excess over provision of previous years requiring regularisation

(₹ in crore)

Year	Number of Grants/Appropriations	Grant/Appropriation numbers	Amount of excess	State of consideration by Public Accounts Committee (PAC)
1	2	3	4	5
2002-03	5-grants 6-appropriations	Revenue Voted -2, 21, 23 and 49 Capital Voted -67 Revenue Charged -Head of State, 4, 6, 23, 49 Capital Charged -Public Debt and Servicing of Debt	1618.86	Regularized vide 117 th PAC Report placed before the House on 03-04-2008, Act awaited.
2003-04	4-grants 3-appropriations	Revenue Voted -10, 19, and 66 Capital Voted -34 Revenue Charged -12 and 23 Capital Charged -Public Debt and Servicing of Debt	404.36	Regularized vide 117 th PAC Report placed before the House on 03-04-2008, Act awaited.
2004-05	5-grants 6-appropriations	Revenue Voted -42 and 47 Capital Voted -31, 58 and 73 Revenue Charged -12, 14, 18, 36, 49 and 56	5.88	Regularized vide 117 th PAC Report placed before the House on 03-04-2008, Act awaited.
2005-06	2-grants 2-appropriations	Revenue Voted -47 Capital Voted -67 Revenue Charged -6 and 14	2.45	C&AG's Report placed before the House on 10-03-2007. Not yet discussed by PAC.
2006-07	4-grants 2-appropriations	Revenue Voted -30 Capital Voted -54, 58 and 60 Revenue Charged -8 Capital Charged -12	80.61	C&AG's Report placed before the House on 03-03-2008. Not yet discussed by PAC.
2007-08	9-grants 2-appropriations	Revenue Voted -4, 40, 42 and 65 Capital Voted -31, 34, 59, 60 and 70 Revenue Charged -Head of State and 6	113.24	C&AG's Report placed before the House on 07-03-2009. Not yet discussed by PAC.
2008-09	6-grants 2-appropriations	Revenue Voted -4, 40 and 72 Capital Voted -60, 76 and 77 Revenue Charged -Head of State and 39	108.40	C&AG's Report placed before the House on 02-03-2010. Not yet discussed by PAC.
Total			2333.80	

Appendix-2.14
(Reference to Paragraph 2.5.7; Page 68)

Cases where supplementary provision (₹ 10 lakh or more in each case) proved unnecessary

(₹ in crore)

Sl No.	Number and Name of the Grant	Original Provision	Actual Expenditure	Savings out of Original Provision	Supplementary Provision
A Revenue (Charged)					
1	Head of State	3.63	2.91	0.72	0.52
2	14-Police	0.50	0.16	0.34	0.12
3	Public Debt and Servicing of Debt	2216.38	1940.58	275.80	25.16
A Total for Revenue (Charged)		2220.51	1943.65	276.86	25.80
A Revenue (Voted)					
4	3- Administration of Justice	103.64	61.95	41.69	7.26
5	4- Election	45.39	44.39	1.00	64.78
6	6- Land Revenue and Land Ceiling	184.98	100.80	84.18	7.40
7	8- Excise and Prohibition	24.81	22.30	2.51	2.92
8	9- Transport Services	94.85	85.59	9.26	3.79
9	11-Secretariat and Attached Offices	1664.84	1339.12	325.72	111.91
10	12-District Administration	81.23	71.12	10.11	0.99
11	14-Police	1404.30	1273.86	130.44	27.49
12	15-Jails	46.52	41.55	4.97	1.50
13	16-Stationery and Printing	17.98	12.59	5.39	0.27
14	17-Administrative and Functional Buildings	233.77	219.87	13.90	3.70
15	18-Fire Services	44.78	38.01	6.77	0.27
16	20-Civil Defence and Home Guards	91.46	80.85	10.61	4.24
17	21-Guest Houses, Government Hostels etc.	9.90	8.33	1.57	0.18
18	22-Administrative Training	4.62	3.82	0.80	0.12
19	26-Education (Higher Education)	677.92	543.49	134.43	22.22
20	29-Medical and Public Health	1609.33	1418.74	190.59	187.80
21	34-Urban Development (MAD)	107.24	46.06	61.18	8.60
22	38-Welfare of SC, ST and OBC etc.	515.97	368.33	147.64	78.68
23	39-Social Security Welfare and Nutrition	1498.02	661.44	836.58	55.10
24	43-Co-operation	48.57	42.80	5.77	5.14
25	44-North Eastern Council Schemes	37.02	5.92	31.10	0.87
26	45-Census, Survey and Statistics	26.88	19.85	7.03	2.30
27	48-Agriculture	601.24	499.91	101.33	13.01
28	49-Irrigation	341.39	203.95	137.44	0.31
29	55-Forestry and Wild Life	277.12	219.37	57.75	5.78
30	56-Rural Development (Panchayat)	459.97	396.74	63.23	90.17
31	57-Rural Development	428.43	373.08	55.35	3.77
32	58-Industries	17.48	17.04	0.44	3.64

Sl No.	Number and Name of the Grant	Original Provision	Actual Expenditure	Savings out of Original Provision	Supplementary Provision
33	59-Sericulture and Weaving	143.25	114.83	28.42	1.24
34	61-Mines and Minerals	9.31	7.97	1.34	0.45
35	62-Power (Electricity)	185.26	13.88	171.38	10.64
36	64-Roads and Bridges	561.59	440.42	121.17	8.42
37	65-Tourism	15.59	11.68	3.91	0.73
38	67-Horticulture	9.03	8.06	0.97	0.21
39	69-Scientific Services and Research	20.85	18.33	2.52	2.00
40	70-Hill Areas	3.86	2.57	1.29	0.66
41	71-Education (Elementary, Secondary etc.)	4036.55	3419.15	617.40	35.14
42	74-Sports and Youth Services	31.40	29.75	1.65	3.15
43	76-Hills Areas Department (KAAC)	437.01	394.38	42.63	33.63
44	77- Hills Areas Department (NCHAC)	199.66	118.93	80.73	19.31
45	78-Welfare of Plain Tribes and Backward Classes (BTC)	712.57	506.66	205.91	66.84
A Total for Revenue (Voted)		17065.58	13307.48	3758.10	896.63
A Total for Revenue (Charged + Voted)		19286.09	15251.13	4034.96	922.43
B. Capital (Charged)					
46	Public Debt and Servicing of Debt	1009.55	1007.56	1.99	25.16
B. Total for Capital (Charged)		1009.55	1007.56	1.99	25.16
B. Capital (Voted)					
47	17-Administrative and Functional Building	81.05	65.43	15.62	5.08
48	44-North Eastern Council Schemes	774.28	282.31	491.97	96.64
49	58-Industries	113.02	48.59	64.43	34.90
50	62-Power (Electricity)	289.01	221.02	67.99	58.00
51	63-Water Resources	1084.78	277.26	807.52	20.77
52	64-Roads and Bridges	803.10	603.87	199.23	238.78
53	73-Urban Development (GDD)	293.08	187.00	106.08	6.68
54	75-Information Technology	33.98	24.09	9.89	24.84
55	77-Hills Areas Department (NCHAC)	25.37	8.28	17.09	3.00
B. Total for Capital (Voted)		3497.67	1717.85	1779.82	488.69
B. Total for Capital (Charged + Voted)		4507.22	2717.16	1790.06	513.85
Grand Total		23793.31	17976.54	5816.77	1436.28

Appendix-2.15
(Reference to Paragraph 2.5.7; Page 69)

Statement of various grants/appropriation where supplementary provision proved insufficient by more than ₹ one crore each

(₹ in crore)

Sl No.	Grant Number	Name of the Grants and Appropriation	Original Provision	Supplementary Provision	Total	Expenditure	Excess
1	1	State Legislature (Capital Voted)	10.79	5.00	15.79	20.44	4.65
2	11	Secretariat and Attached Offices (Capital Voted)	0.50	4.00	4.50	6.14	1.64
3	27	Art and Culture (Revenue Voted)	62.61	26.00	88.61	100.01	11.40
Total			73.90	35.00	108.90	126.59	17.69

Appendix-2.16
(Reference to Paragraph 2.5.8; Page 69)

Excess/Unnecessary/Insufficient reappropriation of funds

(₹ in lakh)

Sl No.	Grant No.	Description	Head of Account	Reappropriation	Final excess (+)/ Savings (-)
1	4	102-Electoral Officers 0144-District Establishment 0172-Headquarter's Establishment	2015	3.29 16.00	(-) 32.25 (-) 47.09
2	4	103-Preparation and Printing of Electoral Rolls 0144-District Establishment	2015	9.14	(-) 174.53
3	4	105-Charges for conduct of elections to Parliament	2015	654.74	(-) 4336.88
4	4	106- Charges for conduct of elections to State/Union Territory Legislature	2015	31.20	(-) 32.36
5	9	003-Training and Research 1395-Inland Water Transport Crew Training Centre	3056	0.37	(-) 17.81
6	9	101-Hydrographic Survey	3056	1.16	(-) 12.26
7	9	800-Other Expenditure 1396-Government Transport Services Working expenses-Major Ferry Services 902-Operation 929-Management 1400-Government working Transport Service working expenses 902-Operation 929-Management 1404-Maintenance of T.W Central workshop, Guwahati	3056	6.89 11.73 2.08 1.35 .80	(-) 306.45 (-) 62.25 (-) 31.33 (-) 49.17 (-) 17.24
8	15	101-Jails 0486-District Jails	2056	101.50	(-) 128.22
9	27	796-Tribal Area Sub-Plan 0690-Fare, Function etc.	2205	-8.92	(+) 23.31
10	66	200-Other Miscellaneous 3673-Panchayat Raj Institutions 703-Gaon Panchayat 708-KAAC 3674-Urban Local Bodies 704-Corporation	3604	1700.00 256.00 200.00	(-) 15887.08 (-) 2046.08 (-) 573.40
11	69	001-Direction and Administration 3089-Guwahati Planetarium 3103-Popularisation of Science	3425	1.16 190.00	(-) 93.49 (-) 284.60
12	71	101-Government Primary Schools 0165-Government Middle Schools	2202	332.42	(-) 4028.80
13	63	103-Civil Works 0120-Brahmaputra Flood Control Project 532-Embankment 103-Civil Works 532-Embankment (Capital Outlay on Flood Control Projects)	2711 4711	233.15 749.00	(-) 245.91 (-) 762.05

Appendix-2.17

(Reference to Paragraph 2.5.9; Page 69)

Cases of substantial surrenders (amount exceeding ₹25 lakh) made during the year

SI No.	Number and title of Grant/Appropriation	Name of the Scheme (Head of Account)	General/Sixth Schedule	Total provision (₹ in crore)	Amount of surrender (₹ in crore)	Percentage of surrender
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Head of State	2012- President/Vice President/Governor, Administrator of Union Territories II State Plan and Non-plan Schemes 103-Household Establishment 0301 Military Secretary and his Establishment	General	1.30	0.28	22
2	Public Service Commission	2051-Public Service Commission II-State Plan and Non-plan schemes 102-State Public Service Commission	General	4.81	0.55	11
3	12-District Administration	3454-Census, Surveys and Statistics II-State Plan and Non-plan schemes 800-Other Expenditure 1661-State Statistical Agency	General	0.70	0.69	99
4	38-Welfare of Scheduled Cast/Scheduled Tribes and other Backward Classes	2225-Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes III-Centrally Sponsored Schemes 001-Direction and Administration 0825-Tribal Research Institute (Research & Training)	General	1.20	0.45	38
5	72-Relief & Rehabilitation	2235-Social Security and Welfare II-State Plan and Non-Plan schemes 202-Other Rehabilitation schemes 0933-Relief Grants for Relief & Rehabilitation for Disturbance Grants (one time ACA)	General	108.00	2.97	3

Sl No.	Number and title of Grant/Appropriation	Name of the Scheme (Head of Account)	General/Sixth Schedule	Total provision (₹ in crore)	Amount of surrender (₹ in crore)	Percentage of surrender
6	75-Information Technology	4859-Capital outlay on Telecommunication Electronic Industries II-State Plan and Non-plan schemes 190-Investment in Public Sector and other Undertakings 2048-National E-Governance Action Plan (NEGAP)	General	47.34	36.09	76
Total				163.35	41.03	25

Appendix-2.18

(Reference to Paragraph 2.5.10; Page 69)

Surrenders in excess of actual savings (₹50 lakh or more)

					(₹ in crore)
Sl No.	Number and name of the grant/appropriation	Total grant/appropriation	Savings	Amount surrendered	Amount surrendered in excess
1	6- Land Revenue and Land Ceiling (Revenue Voted) (Capital Voted)	192.38 12.00	91.58 3.74	101.81 11.00	10.23 7.26
2	16-Stationery and Printing (Revenue Voted)	18.25	5.66	5.84	0.18
3	18-Fire Service (Revenue Voted)	45.05	7.05	7.96	0.91
4	20-Civil Defence and Home Guards (Revenue Voted)	95.70	14.85	15.65	0.80
5	43-Co-operation (Capital Voted)	8.07	0.56	0.72	0.16
6	60-Cottage Industries (Revenue Voted)	36.81	0.62	1.29	0.67
7	75-Information Technology (Capital Voted)	58.82	34.73	36.23	1.50
Total		467.08	158.79	180.50	21.71

Appendix-2.19

(Reference to Paragraph 2.5.11; Page 70)
Statement of various grants/appropriations in which savings occurred but no part of which had been surrendered

(₹ in crore)

I-Grant			
SI No.	Grant No.	Name of Grant/Appropriation	Savings
1	2	3	4
1	1	State Legislature (Revenue Voted) (Capital Voted)	4.65 0.15
2	2	Council of Ministers (Revenue Voted)	1.40
3	3	Administration of Justice (Revenue Voted) (Capital Voted)	48.95 5.79
4	6	Land Revenue (Revenue Charged)	0.01
5	9	Transport Services (Capital Voted)	11.99
6	14	Police (Revenue Voted) (Revenue Charged)	157.92 0.46
7	15	Jails (Revenue Voted)	6.47
8	17	Administrative and Functional Buildings (Revenue Voted) (Capital Voted)	17.60 20.71
9	22	Administrative Training (Revenue Voted)	0.92
10	23	Pensions and Other Retirement Benefits (Revenue Voted) (Capital Voted)	563.15 5.54
11	24	Aid Materials (Revenue Voted)	2.26
12	26	Education (Higher Education) (Revenue Voted) (Capital Voted)	156.65 0.10
13	28	State Archives (Revenue Voted)	0.06
14	29	Medical and Public Health (Revenue Voted) (Revenue Charged)	378.39 2.26
15	31	Urban Development (Town & Country Planning) (Revenue Voted)	104.56
16	32	Housing Schemes (Revenue Voted)	1.19
17	33	Residential Buildings (Revenue Voted) (Capital Voted)	7.09 8.34
18	34	Urban Development (Revenue Voted) (Capital Voted)	69.78 0.16
19	36	Labour and Employment (Revenue Voted)	27.85

1	2	3	4
20	38	Welfare of Scheduled Castes/Scheduled Tribes and other Backward Classes etc. (Capital Voted)	9.66
21	39	Social Security, Welfare and Nutrition (Revenue Voted) (Capital Voted)	891.69 0.17
22	41	Natural Calamities (Revenue Voted)	111.75
23	42	Social Services (Revenue Voted)	391.39
24	44	North Eastern Council Schemes (Revenue Voted) (Capital Voted)	31.96 588.62
25	46	Weights and Measures (Revenue Voted)	2.84
26	48	Agriculture (Revenue Voted)	114.33
27	49	Irrigation (Revenue Voted) (Capital Voted)	137.75 71.15
28	50	Other Special Areas Programmes (Revenue Voted)	0.77
29	51	Soil and Water Conservation (Revenue Voted)	1.33
30	52	Animal Husbandry (Revenue Voted) (Revenue Charged) (Capital Voted)	70.30 0.28 0.16
31.	53	Dairy Development (Revenue Voted)	14.82
32	54	Fisheries (Revenue Voted)	14.12
33	55	Forestry and Wild Life (Revenue Voted) (Revenue Charged) (Capital Voted)	63.52 0.15 0.33
34	56	Rural Development (Panchayat) (Revenue Voted) (Revenue Charged)	153.40 0.13
35	57	Rural Development (Revenue Voted)	59.12
36.	58	Industries (Revenue Voted) (Capital Voted)	4.07 99.33
37	61	Mines and Minerals (Revenue Voted) (Capital Voted)	1.79 23.00
38	62	Power (Electricity) (Revenue Voted) (Capital Voted)	182.01 125.99
39	63	Water Resources (Revenue Voted) (Revenue Charged) (Capital Voted) (Capital Charged)	22.45 0.02 828.29 0.12

1	2	3	4
40	64	Roads and Bridges (Revenue Voted) (Capital Voted)	129.59 438.02
41	65	Tourism (Revenue Voted) (Capital Voted)	4.65 0.01
42	66	Compensation and Assignment to Local Bodies and Panchayati Raj Institutions (Revenue Voted)	798.46
43	67	Horticulture (Revenue Voted)	1.18
44	68	Loans to Government Servants (Capital Voted)	2.20
45	70	Hill Areas (Revenue Voted)	1.95
46	71	Education (Elementary, Secondary etc.) (Revenue Voted)	652.55
47	73	Urban Development (GDD) (Revenue Voted) (Capital Voted)	0.69 112.76
48	74	Sports and Youth Services (Revenue Voted)	4.79
49	76	Hill Areas Department (KAAC) (Revenue Voted) (Capital Voted)	76.26 17.72
50	77	Hill Areas Department (NCHAC) (Revenue Voted) (Capital Voted)	100.04 20.09
51	78	Welfare of Plain Tribes & Backward Classes (BTC) (Revenue Voted) (Capital Voted)	272.75 160.04
Total			8414.96
II—Appropriation			
52	--	Public Debt and Servicing of Debt (Revenue Charged) (Capital Charged)	300.96 27.15
Total			328.11
Grand Total			8743.07

Appendix-2.20

(Reference to Paragraph 2.5.11; Page 70)

Details of saving of ₹ one crore and above not surrendered

(₹ in crore)

Sl No.	Number and Name of Grants/Appropriation	Saving	Surrender	Saving which remained to be surrendered
1	4- Elections (Revenue Voted)	65.78	3.55	62.23
2	5- Sales Tax and Other Taxes (Revenue Voted)	9.56	8.55	1.01
3	8- Excise and Publication (Revenue Voted)	5.42	4.14	1.28
4	11- Secretariat and Attached Offices (Revenue Voted)	437.62	169.51	268.11
5	30- Water Supply and Sanitation (Revenue Voted) (Capital Voted)	20.21 399.22	5.03 223.54	15.18 175.68
6	37- Food Storage, Warehousing and Civil Supplies (Revenue Voted)	5.64	3.47	2.17
7	38- Welfare of Scheduled Castes/ Scheduled Tribes and other Backward Classes etc. (Revenue Voted)	226.32	0.76	225.56
8	45- Census, Surveys and Statistics (Revenue Voted)	9.34	2.48	6.86
9	59- Sericulture and Weaving (Revenue Voted)	29.66	19.75	9.91
10	72- Relief and Rehabilitation (Revenue Voted)	11.21	2.98	8.23
Total		1219.98	443.76	776.22

Appendix-2.21
(Reference to Paragraph 2.5.12; Page 70)

Rush of Expenditure

(₹ in crore)

Sl No.	Grant No. and Name	Head of Account Scheme/ Service	Expenditure incurred in March 2010	Total expenditure	Percentage of total expenditure incurred during March 2010
1	9- Transport Services	5055	21.00	28.00	75
2	11- Secretariat and Attached Offices	2052	787.07	1026.95	77
3	17- Administrative and Functional Buildings	4059	41.34	59.59	69
4	27- Art and Culture	2205	56.39	99.00	57
5	31- Urban Development (Town & Country Planning)	2217	64.15	100.92	64
6	34- Urban Development (Municipal Area Development)	2217	32.98	46.06	72
7	36- Labour and Employment	2230	52.39	87.45	60
8	37- Food Storage, Warehousing and Civil Supplies	2408	12.72	23.97	53
9	38- Welfare of Scheduled Castes/Scheduled Tribes & OBCs etc.	2225	273.43	368.33	74
10	39- Social Security, Welfare and Nutrition	2236	254.07	314.94	81
11	41- Natural Calamities	2245	517.07	622.39	83
12	42- Social Services	2070	17.88	20.23	88
13	48- Agriculture	2401	296.44	398.57	74
14	53- Dairy Development	2404	12.48	20.78	60
15	54- Fisheries	2405	28.98	46.27	63
16	56- Rural Development (Panchayat)	2515	243.67	396.24	62
17	58- Industries	2852	10.52	17.04	62
		4885	12.50	16.03	78
18	62- Power (Electricity)	2801	10.79	11.78	92
		6801	27.34	40.34	68
19	64- Roads and Bridges	5054	378.97	603.87	63
20	65- Tourism	5452	12.45	16.45	76
21	66- Compensation and Assignment to Local Bodies and Panchayati Raj Institutions	3604	378.91	549.89	69
22	69- Scientific Services and Research	3425	12.54	18.30	69
23	Public Debt and Servicing of Debt	6004	162.76	220.11	74
24	25- Miscellaneous General Services	2075	1412.11	1412.11	100
25	72- Relief and Rehabilitation	2235	68.13	96.81	70
26	73- Urban Development (GDD)	2217	59.87	89.78	67
27	75- Information Technology	4859	22.23	24.09	92
28	76- Hill Areas Department (KAAC)	2515	32.83	37.09	89
		4702	43.63	62.09	70

Appendix-2.22

**(Reference to Paragraph 2.6.1; Page 71)
Pending DCC bills for the years up to 2009-10**

(₹ in lakh)

Sl No.	Department	Amount
1	Administrative Reforms (Training)	64.90
2	Agriculture	406.01
3	Animal Husbandry	74.01
4	Assembly Secretariat	94.58
5	Chief Ministers Secretariat	0.65
6	Co-operation	(-) 89.83
7	Cultural Affairs	591.35
8	Diary Development	106.69
9	Development of Border Area	6499.39
10	Education	2031.56
11	Election	846.99
12	Excise	0.23
13	Food & Civil Supplies	413.01
14	Finance (Taxation)	91.12
15	Finance	53240.29
16	Fishery	40.36
17	General Administration	1256.81
18	Guwahati Development	1246.00
19	Health	9084.87
20	Hill Areas	903.84
21	Home	28468.25
22	Industry and Commerce	1133.16
23	Information and Public Relation	100.00
24	Information & Technology	677.00
25	Irrigation	0.19
26	Judicial	33.71
27	Labour and Employment	342.18
28	Mines, Minerals and Power	4.72
29	Panchayat and Rural Development	3362.05
30	Pension and Public Grievances	0.63
31	Personnel	12.61
32	Planning and Development	6464.34
33	Political	509.97
34	Public Health Engineering	0.04
35	Public Works	2670.22
36	Revenue	3141.17
37	Revenue & Disaster Management	90.75
38	Revenue Registration	0.01
39	Sainik Welfare	3.01
40	Science Technology and Environment	264.03
41	Secretariat Administration	4247.97
42	Sericulture	75.28
43	Social Welfare	3759.81
44	Sports & Youth Welfare	853.71
45	Tourism	55.10
46	Town & Country Planning	557.66
47	Transport	219.18
48	Water Resources	0.67
49	Welfare of Plain Tribes and Backward Classes	3890.32
Total		137840.57

Appendix 2.23

(Reference to Paragraph 2.6.2; Pages 71)

Statement showing the details of drawals in Abstract Contingent bills etc. by five departments of the Govt. of Assam

(₹ in lakh)

Name of the Department	Year	Purpose	Total No. of AC Bill & date of drawals (in bracket)	Amount drawn in AC Bill	Amount spent	Period of retention with reference to the date of drawals	Balance	Remarks
1	2	3	4	5	6	7	8	9
HOME	2001-02	Rehabilitation of surrendered militants	3 (July/01 to Feb/02)	350.00	350.00	Not available	Nil	DCC bills submitted to AG(A&E), Assam
	2002-03	DO	3 (July/02 to Sept/03)	188.11	188.11	DO	Nil	DCC bills submitted to AG(A&E), Assam
	2003-04	DO	2 Sept/03 to March/04)	91.89	91.89	DO	Nil	DCC bills submitted to AG(A&E), Assam
Total			8 Nos.	630.00	630.00			
	2001-02	Modernisation of Police Force	3 (Sept/01 to Feb/02)	3667.45	3667.29	30 months	0.16	DCC bill not submitted
	2002-03	DO	6 (March/03)	3906.71	3792.90	3 months	113.81	DCC bill not submitted
	2003-04	DO	2 (March/04)	1483.32	1483.32	9 months	Nil	DCC bill not submitted
	2004-05	DO	6 (Sept/04 to April/05)	567.62	527.91	1 to 3 months	39.71	One DCC bill submitted to AG (A&E), Assam for ₹30.00 lakh
	2005-06	DO	5 (Aug/05 to March/06)	222.64	221.42	1 month	1.22	DCC bill not submitted
	2006-07	DO	3 (Feb/07 to Sept/07)	437.41	437.41	22 days	Nil	DCC bill not submitted
	2007-08	DO	9 (March/08 to April/08)	5791.67	5739.94	1 to 11 months	51.73	DCC bill not submitted
	2008-09	DO	12 (Sept/08 to April/09)	3376.58	3295.20	11 days	81.38	One DCC bill submitted to AG(A&E), Assam for ₹13.99 lakh
	2009-10	DO	43 (April/09 to April/10)	8528.63	1402.11	1 to 9 months	7126.52	DCC bill not submitted
Total			89 Nos.	27982.03	20567.50		7414.53	
	2001-02	Construction of Police Bldg. for hill areas	1 (Jan/02)	40.00	40.00	Not available	Nil	DCC bill not submitted
Total			1 No.	40.00	40.00			

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1	2	3	4	5	6	7	8	9
	2002-03	Up-gradation of standards of Administration (11 th FC)	4 (March/03 to May/03)	974.00	972.69	11 to 16 months	1.31	DCC bill not submitted
	2003-04	DO	9 (Jan/04 to May/04)	1168.00	1166.93	31 days to 12 months	1.07	DCC bill not submitted
	2004-05	DO	1 (Feb/05)	259.00	201.77	11 months	57.23	DCC bill not submitted
Total			14 Nos.	2401.00	2341.39		59.61	
Health & Family Welfare	2001-02	Prime Minister Gramin Yojona	1 (Feb/02)	911.15	911.15	6 months	Nil	DCC Bill submitted vide No.48, dtd.4-12-03
	2002-03	DO	1 (Feb/02)	930.00	930.00	Same day	Nil	DCC bill submitted vide No.53,dtd.30-10-03
	2002-03	DO	1 (March/03)	810.00	810.00	21 days	Nil	DCC bill submitted vide No.55,dtd.27-11-05
	2004-05	DO	1 (March/05)	1087.50	1087.50	5 months	Nil	DCC bill submitted vide No.61,dtd.27-5-08.
Total			4 Nos.	3738.65	3738.65		Nil	
	2004-05	Construction of Regional Diagnostic Centre	1 (March/05)	1518.00	1518.00	5 months	Nil	DCC bill not submitted
Total			1 No.	1518.00	1518.00		Nil	
	2006-07	Purchase of Machinery & Equipments	1 (April/07)	1455.90	1212.98	12 months	242.92	DCC Bill not submitted
Total			1 No.	1455.90	1212.98		242.92	
	2008-09	Purchase of MRI Machine, Jorhat Civil	1 (March/09)	741.00	-	Not available	741.00	
Total			1No.	741.00	Nil		741.00	

1	2	3	4	5	6	7	8	9
Education	2009-10	Up-gradation of DEEO Office & Purchase of Desk & benches	9 (Feb/10 to March/10)	3903.03	Nil	Not available	3903.03	DCC Bill not submitted
Total			9 Nos.	3903.03	Nil		3903.03	
Social Welfare	2001-02	Prime Minister Gramin Yojona (PMGY)	1 March/02	452.14	448.87	45 days	3.27	DCC Bill not submitted
	2002-03	Do	1 March/03	600.00	599.37	40 days	0.63	DCC Bill not submitted
Total			2 Nos.	1052.14	1048.24		3.90	
	2009-10	Supplementary Nutrition Programme (NSP)	1 (March/10)	3449.24	Nil	Not available	3449.24	
Total			1 No.	3449.24	Nil		3449.24	
Agriculture	2001-02	Macro management of Agriculture	1 (Feb/02)	300.00	300.00	Not available	-	DCC Bill not submitted
	2002-03	Do	1 (April/03)	512.97	512.97	Not available	-	DCC Bill not submitted
	2003-04	Do	1 (March/04)	350.00	313.98	Not available	36.02	DCC Bill not submitted
	2004-05	Do	1 (March/05)	240.00	238.64	Not available	1.36	DCC Bill not submitted
	2004-05	Do	1 (March/05)	400.00	359.47	Not available	40.53	DCC Bill not submitted
	2005-06	Macro management of Agriculture	1 (March/06)	377.00	341.67	Not available	35.33	DCC Bill not submitted
	2007-08	Do	1 (June/08)	4549.64	1206.07	Not available	388.57	DCC Bill not submitted
Total			7 Nos.	3774.61	3272.80		501.81	
	2003-04	Oil seed (Man) commercial crop oil seed	2 (March/04)	162.49	126.79	Not available	35.70	DCC Bill not submitted
Total			2 Nos.	162.49	126.79		35.70	
Grand Total			140 Nos.	50848.15	34496.35		16351.74	

Appendix 2.24
(Reference to Paragraph 2.6.2; Page 71)

**Statement showing the particulars of submission/non-submission of DCC Bills
against AC Bills drawn during 2001-02 to 2009-2010**

(₹ in crore)

Sl No.	Name of the Department	Amount drawn on AC Bills		DCC Bills submitted		DCC Bills yet to be submitted	
		No. of AC Bills	Amount	No. of DCC Bills	Amount	No. of DCC Bills	Amount
1	Police	112	310.53	10	6.74	102	303.79
2	Social Welfare	3	45.01	Nil	Nil	3	45.01
3	DEEO	9	39.03	Nil	Nil	9	39.03
4	Agriculture	9	39.37	Nil	Nil	9	39.37
5	Health	7	74.54	4	37.39	3	37.15
Total		140	508.48	14	44.13	126	464.35

Appendix 2.25
(Reference to Paragraph 2.6.2; Page 71)

Statement showing the details of amount drawn in AC Bill during 2001-2002 to 2009-2010 and remained un-disbursed as on 31-03-2010

(₹ in crore)

Name of the Department	No. of Schemes	No. of AC Bills	Amount drawn	Amount disbursed	Amount lying un-disbursed	Percentage of un-disbursed	Details of un-disbursed amount			No. of AC Bills involved
							DDO's Account	DCR	RD	
Police	4	112	310.53	235.79	74.74	24.07	59.68	3.48	11.58	59
Social Welfare	2	3	45.01	10.48	34.53	76.72	-	0.04	34.49	3
DEEO	1	9	39.03	-	39.03	100.00	33.62	-	5.41	9
Agriculture	2	9	39.37	33.99	5.38	13.67	-	5.38	-	7
Health	4	7	74.54	64.70	9.84	13.20	7.41	2.43	-	2
Total	13	140	508.48	344.96	163.52		100.71	11.33	51.48	80

Appendix 2.26
(Reference to Paragraph 2.6.2; Page 72)

Statement showing the details of drawals in Abstract Contingent bills etc. by four departments during March in the respective years

(₹ in lakh)

Name of the Department	Year	Total No. of AC Bill drawn in March	Amount drawn in AC Bill	Amount spent	Remarks
Home	2002-03	6 Nos. March 2003	3906.71	3792.90	DCC bill not submitted
	2003-04	2 Nos. March 2004	1483.32	1483.32	DCC bill not submitted
	2002-03 11 th FC	4 Nos. March 2003	974.00	972.69	DCC bill not submitted
Family Welfare	2002-03	1 No. March 2003	810.00	810.00	DCC bill submitted
	2004-05	1 No. March 2005	1087.50	1087.50	DCC bill submitted
	2004-05	1 No. March 2005	1518.00	1518.00	DCC bill submitted
	2008-09	1 No. March 2009	741.00	Nil	DCC bill not submitted
Social Welfare	2001-02	1 No. March 2002	452.14	448.87	DCC bill not submitted
	2002-03	1 No. March 2003	600.00	599.37	DCC bill not submitted
	2009-10	1 No. March 2010	3449.24	Nil	DCC bill not submitted
Agriculture	2002-03	1No. March 2003	350.00	313.98	DCC bill not submitted
	2004-05	2 Nos. March 2005	640.00	598.11	DCC bill not submitted
	2005-06	1 No. March 2006	377.00	341.67	DCC bill not submitted
	2003-04	2 Nos. March 2004	162.49	126.79	DCC bill not submitted
Total			16551.40	12093.20	

Appendix-3.1
(Reference to Paragraph 3.1; Page 75)
Utilisation Certificates outstanding as on 31 March 2010

(₹ in crore)

SI No.	Department	Year of payment of Grant	Total Grants paid		Utilization Certificates			
					Received		Outstanding	
			Number	Amount	Number	Amount	Number	Amount
1	2	3	4	5	6	7	8	9
1	Administrative Reforms (Training)	2005-06	1	0.02	-	-	1	0.02
2	Agriculture	2001-02	78	39.29	-	-	78	39.29
		2002-03	24	12.46	-	-	24	12.46
		2003-04	53	30.30	-	-	53	30.30
		2004-05	81	64.61	-	-	81	64.61
		2005-06	48	66.37	-	-	48	66.37
		2006-07	33	31.07	-	-	33	31.07
		2007-08	30	72.11	-	-	30	72.11
		2008-09	21	32.90	-	-	21	32.90
3.	Animal Husbandry	2001-02	2	0.01	-	-	2	0.01
		2002-03	1	0.05	-	-	1	0.05
		2003-04	4	4.82	-	-	4	4.82
		2004-05	2	2.20	-	-	2	2.20
		2005-06	6	2.10	-	-	6	2.10
		2006-07	3	0.67	-	-	3	0.67
		2007-08	1	0.06	-	-	1	0.06
		2008-09	2	0.77	-	-	2	0.77
4	Assembly Secretariat	2004-05	6	0.13	-	-	6	0.13
		2005-06	6	0.04	-	-	6	0.04
		2006-07	11	0.26	-	-	11	0.26
		2007-08	2	0.10	-	-	2	0.10
		2008-09	13	0.19	-	-	13	0.19
5	Co-operation	2002-03	1	0.15	-	-	1	0.15
		2003-04	20	1.79	-	-	20	1.79
		2004-05	16	2.29	-	-	16	2.29
		2005-06	22	0.44	-	-	22	0.44
		2006-07	4	0.14	-	-	4	0.14
		2008-09	3	0.28	-	-	3	0.28
6	Cultural Affairs	2001-02	12	0.32	-	-	12	0.32
		2003-04	15	3.81	-	-	15	3.81
		2004-05	1	0.01	-	-	1	0.01
		2005-06	2	0.01	-	-	2	0.01
		2006-07	12	2.54	-	-	12	2.54
		2007-08	21	7.04	-	-	21	7.04
		2008-09	25	6.61	-	-	25	6.61
		2009-10	57	33.27	-	-	57	33.27
7	Dairy Development	2002-03	1	0.85	-	-	1	0.85
		2004-05	2	0.60	-	-	2	0.60
		2006-07	3	0.41	-	-	3	0.41
		2007-08	3	2.74	-	-	3	2.74
		2008-09	2	0.27	-	-	2	0.27

1	2	3	4	5	6	7	8	9
8	Education (General)	2001-02	1044	33.47	-	-	1044	33.47
		2002-03	930	29.43	-	-	930	29.43
		2003-04	1745	39.87	-	-	1745	39.87
		2004-05	2814	143.03	-	-	2814	143.03
		2005-06	2312	138.68	-	-	2312	138.68
		2006-07	2203	157.90	-	-	2203	157.90
		2007-08	839	33.86	-	-	839	33.86
		2008-09	557	22.11	-	-	557	22.11
9	Election	2004-05	1	0.12	-	-	1	0.12
10	Excise	2001-02	1	0.01	-	-	1	0.01
		2002-03	5	0.07	-	-	5	0.07
		2003-04	3	0.13	-	-	3	0.13
		2004-05	2	0.06	-	-	2	0.06
		2005-06	5	0.18	-	-	5	0.18
		2006-07	11	0.47	-	-	11	0.47
		2007-08	10	0.27	-	-	10	0.27
		2008-09	1	0.02	-	-	1	0.02
11	Finance (Taxation)	2001-02	1	1.96	-	-	1	1.96
		2002-03	7	6.29	-	-	7	6.29
		2003-04	5	7.89	-	-	5	7.89
		2004-05	10	7.98	-	-	10	7.98
		2005-06	10	4.29	-	-	10	4.29
		2006-07	8	7.79	-	-	8	7.79
		2007-08	5	8.94	-	-	5	8.94
		2008-09	47	18.04	-	-	47	18.04
12	Finance	2003-04	5	4.62	-	-	5	4.62
		2004-05	7	7.84	-	-	7	7.84
		2005-06	12	10.00	-	-	12	10.00
13	Fisheries	2001-02	6	7.05	-	-	6	7.05
		2002-03	4	2.54	-	-	4	2.54
		2003-04	11	2.73	-	-	11	2.73
		2004-05	40	6.31	-	-	40	6.31
		2005-06	20	16.56	-	-	20	16.56
		2006-07	10	8.31	-	-	10	8.31
		2007-08	12	13.39	-	-	12	13.39
		2008-09	8	15.85	-	-	8	15.85
		2009-10	13	11.44	-	-	13	11.44
14	Food & Civil Supplies	2006-07	11	1.63	-	-	11	1.63
		2007-08	2	0.10	-	-	2	0.10
15	Forest	2008-09	4	3.48	-	-	4	3.48
16	General Administration	2001-02	4	0.03	-	-	4	0.03
		2002-03	2	0.01	-	-	2	0.01
		2003-04	9	0.42	-	-	9	0.42
		2004-05	30	3.73	-	-	30	3.73
		2005-06	8	0.38	-	-	8	0.38
		2006-07	13	3.89	-	-	13	3.89
		2007-08	1	0.01	-	-	1	0.01
		2008-09	52	9.13	-	-	52	9.13
17	Governor Secretariat	2005-06	1	0.01	-	-	1	0.01
18	Guwahati Development	2003-04	2	1.10	-	-	2	1.10
		2004-05	4	11.27	-	-	4	11.27
		2005-06	5	10.47	-	-	5	10.47
		2006-07	8	15.08	-	-	8	15.08
		2007-08	26	28.40	-	-	26	28.40
		2008-09	7	11.28	-	-	7	11.28
19	Handloom & Textile	2008-09	6	2.17	-	-	6	2.17

1	2	3	4	5	6	7	8	9
20	Health	2003-04	12	3.12	-	-	12	3.12
		2004-05	4	4.11	-	-	4	4.11
		2005-06	8	3.08	-	-	8	3.08
		2006-07	63	12.81	-	-	63	12.81
		2007-08	68	75.07	-	-	68	75.07
		2008-09	202	159.57	-	-	202	159.57
21	Hill Areas	2001-02	1	0.08	-	-	1	0.08
		2004-05	5	0.77	-	-	5	0.77
		2005-06	1	0.05	-	-	1	0.05
		2007-08	10	3.39	-	-	10	3.39
		2008-09	41	21.24	-	-	41	21.24
22	Home	2005-06	7	1.31	-	-	7	1.31
		2006-07	3	0.13	-	-	3	0.13
		2007-08	2	0.01	-	-	2	0.01
23	Industry	2009-10	5	9.03	-	-	5	9.03
24	Industry & Commerce	2001-02	13	2.60	-	-	13	2.60
		2002-03	91	13.25	-	-	91	13.25
		2003-04	136	28.00	-	-	136	28.00
		2004-05	33	22.95	-	-	33	22.95
		2005-06	18	18.59	-	-	18	18.59
		2006-07	26	3.74	-	-	26	3.74
		2007-08	32	9.56	-	-	32	9.56
		2008-09	17	10.76	-	-	17	10.76
		2009-10	4	0.91	-	-	4	0.91
25	Information & Technology	2007-08	1	7.77	-	-	1	7.77
		2008-09	1	0.48	-	-	1	0.48
26	Judicial	2002-03	1	0.01	-	-	1	0.01
		2003-04	1	0.01	-	-	1	0.01
		2004-05	25	0.10	-	-	25	0.10
		2006-07	1	0.05	-	-	1	0.05
		2007-08	2	0.10	-	-	2	0.10
		2008-09	4	0.16	-	-	4	0.16
27	Labour & Employment	2001-02	1	0.05	-	-	1	0.05
		2002-03	1	0.17	-	-	1	0.17
		2003-04	6	1.02	-	-	6	1.02
		2004-05	6	1.01	-	-	6	1.01
		2005-06	4	0.68	-	-	4	0.68
		2006-07	4	10.37	-	-	4	10.37
		2007-08	16	2.25	-	-	16	2.25
		2008-09	6	2.12	-	-	6	2.12
		2009-10	1	40.00	-	-	1	40.00
28	Mines, Minerals & Power	2001-02	1	4.54	-	-	1	4.54
		2003-04	5	146.16	-	-	5	146.16
		2004-05	2	0.43	-	-	2	0.43
		2005-06	2	14.31	-	-	2	14.31
		2006-07	4	86.56	-	-	4	86.56
		2007-08	2	0.76	-	-	2	0.76
29	Minority Development	2003-04	2	0.10	-	-	2	0.10
		2004-05	2	0.18	-	-	2	0.18
		2008-09	3	1.56	-	-	3	1.56
		2009-10	5	7.21	-	-	5	7.21
30	Municipal Administration	2004-05	9	23.91	-	-	9	23.91
		2005-06	10	26.03	-	-	10	26.03
		2006-07	6	3.83	-	-	6	3.83
		2007-08	6	33.21	-	-	6	33.21
		2008-09	3	4.33	-	-	3	4.33
31	Panchayat & Rural Development	2001-02	20	2.81	-	-	20	2.81
		2002-03	1	0.10	-	-	1	0.10
		2003-04	23	64.95	-	-	23	64.95
		2004-05	31	129.26	-	-	31	129.26
		2005-06	13	84.03	-	-	13	84.03
		2006-07	11	156.66	-	-	11	156.66
		2007-08	15	167.34	-	-	15	167.34
2008-09	12	110.81	-	-	12	110.81		

1	2	3	4	5	6	7	8	9
32	Planning & Development	2005-06	6	15.02	-	-	6	15.02
		2006-07	8	11.61	-	-	8	11.61
		2007-08	5	60.47	-	-	5	60.47
		2008-09	6	38.30	-	-	6	38.30
		2009-10	1	0.35	-	-	1	0.35
33	Political	2004-05	1	0.03	-	-	1	0.03
		2008-09	7	4.05	-	-	7	4.05
34	Public Health Engineering	2005-06	1	9.22	-	-	1	9.22
		2007-08	4	0.01	-	-	4	0.01
35	Public Works	2001-02	1	20.00	-	-	1	20.00
		2002-03	1	30.00	-	-	1	30.00
		2003-04	6	23.85	-	-	6	23.85
		2004-05	2	11.74	-	-	2	11.74
		2006-07	2	0.25	-	-	2	0.25
		2007-08	1	6.16	-	-	1	6.16
		2008-09	1	0.11	-	-	1	0.11
36	Revenue & Disaster Management	2003-04	9	0.77	-	-	9	0.77
		2004-05	38	8.16	-	-	38	8.16
		2005-06	19	4.23	-	-	19	4.23
		2006-07	77	11.26	-	-	77	11.26
		2007-08	10	0.53	-	-	10	0.53
37	Revenue	2001-02	1	0.07	-	-	1	0.07
		2002-03	9	1.47	-	-	9	1.47
		2003-04	19	5.80	-	-	19	5.80
		2004-05	9	3.88	-	-	9	3.88
		2005-06	1	0.10	-	-	1	0.10
		2006-07	1	0.08	-	-	1	0.08
		2008-09	1	0.01	-	-	1	0.01
		2009-10	1	0.01	-	-	1	0.01
38	Revenue (Registration)	2006-07	3	0.01	-	-	3	0.01
39	Rural Development	2001-02	18	97.67	-	-	18	97.67
		2002-03	10	56.24	-	-	10	56.24
		2003-04	15	94.94	-	-	15	94.94
		2004-05	16	121.61	-	-	16	121.61
		2005-06	10	176.02	-	-	10	176.02
		2006-07	4	50.08	-	-	4	50.08
		2007-08	8	182.66	-	-	8	182.66
		2008-09	8	148.49	-	-	8	148.49
		2009-10	18	460.48	-	-	18	460.48
40	Sainik Welfare	2003-04	2	0.04	-	-	2	0.04
41	Science, Technology, Environment	2001-02	10	1.11	-	-	10	1.11
		2002-03	4	0.19	-	-	4	0.19
		2003-04	15	0.99	-	-	15	0.99
		2004-05	16	2.98	-	-	16	2.98
		2005-06	5	0.65	-	-	5	0.65
		2007-08	10	4.93	-	-	10	4.93
		2008-09	23	12.72	-	-	23	12.72
2009-10	32	12.19	-	-	32	12.19		
42	Secretariat Administration	2003-04	11	11.53	-	-	11	11.53
		2004-05	14	55.62	-	-	14	55.62
		2005-06	13	92.22	-	-	13	92.22
		2006-07	18	54.10	-	-	18	54.10
		2007-08	4	0.02	-	-	4	0.02
		2008-09	62	118.80	-	-	62	118.80
43	Sericulture	2001-02	26	1.76	-	-	26	1.76
		2002-03	17	0.43	-	-	17	0.43
		2003-04	114	0.80	-	-	114	0.80
		2004-05	39	1.33	-	-	39	1.33
		2005-06	14	7.57	-	-	14	7.57
		2006-07	18	0.14	-	-	18	0.14
		2007-08	57	30.89	-	-	57	30.89
2008-09	37	51.01	-	-	37	51.01		

1	2	3	4	5	6	7	8	9
44	Social Welfare	2001-02	43	4.78	-	-	43	4.78
		2002-03	6	0.38	-	-	6	0.38
		2003-04	33	8.71	-	-	33	8.71
		2004-05	51	18.59	-	-	51	18.59
		2005-06	26	4.18	-	-	26	4.18
		2006-07	41	19.31	-	-	41	19.31
		2007-08	142	114.58	-	-	142	114.58
		2008-09	98	110.37	-	-	98	110.37
		2009-10	8	199.99	-	-	8	199.99
45	Sports & Youth Welfare	2001-02	23	0.77	-	-	23	0.77
		2002-03	8	0.11	-	-	8	0.11
		2003-04	27	0.98	-	-	27	0.98
		2004-05	34	36.63	-	-	34	36.63
		2005-06	33	26.81	-	-	33	26.81
		2006-07	63	92.02	-	-	63	92.02
		2007-08	28	24.26	-	-	28	24.26
		2008-09	12	2.79	-	-	12	2.79
46	Tourism	2001-02	34	4.03	-	-	34	4.03
		2002-03	4	0.51	-	-	4	0.51
		2003-04	12	0.69	-	-	12	0.69
		2004-05	1	0.06	-	-	1	0.06
		2005-06	15	2.09	-	-	15	2.09
		2006-07	13	3.00	-	-	13	3.00
		2007-08	3	0.26	-	-	3	0.26
		2008-09	11	10.81	-	-	11	10.81
		2009-10	18	15.62	-	-	18	15.62
47	Town & Country Planning	2001-02	6	4.03	-	-	6	4.03
		2002-03	1	0.20	-	-	1	0.20
		2003-04	12	7.94	-	-	12	7.94
		2004-05	8	2.98	-	-	8	2.98
		2005-06	20	14.63	-	-	20	14.63
		2006-07	5	5.13	-	-	5	5.13
		2007-08	15	20.79	-	-	15	20.79
		2008-09	29	30.14	-	-	29	30.14
48	Transport	2001-02	3	30.00	-	-	3	30.00
		2002-03	2	1.66	-	-	2	1.66
		2003-04	10	5.43	-	-	10	5.43
		2004-05	9	12.30	-	-	9	12.30
		2005-06	2	2.33	-	-	2	2.33
		2006-07	7	8.66	-	-	7	8.66
		2007-08	2	2.18	-	-	2	2.18
49	Welfare of Plain Tribes & Other Backward Classes	2001-02	119	33.13	-	-	119	33.13
		2002-03	23	12.90	-	-	23	12.90
		2003-04	33	23.93	-	-	33	23.93
		2004-05	63	49.18	-	-	63	49.18
		2005-06	23	76.62	-	-	23	76.62
		2006-07	35	105.61	-	-	35	105.61
		2007-08	90	192.51	-	-	90	192.51
		2008-09	73	262.27	-	-	73	262.27
2009-10	71	282.21	-	-	71	282.21		
Total			17025	7015.11	-	-	17025	7015.11

Appendix-3.2
(Reference to Paragraph 3.2; Page 76)

Statement showing names of bodies and authorities, the accounts of which had not been received

SI No.	Name of the body/authority	Year for which accounts had not been received
1	2	3
Department: Agriculture		
1	Chief Executive Officer, Assam State Agricultural marketing Board, Guwahati-7	2005-06 to 2009-10
2	Director, Assam State Seed Certification Agency, Ulubari, Guwahati-7	2004-05 to 2009-10
Department: Cultural Affairs		
3	Secretary, Srimanta Sankardev Kalakhetra, Guwahati-37	2009-10
4	Director, Anandaram Barua Institute of Language, Art & Culture, Rajaduar, North Guwahati-30	2009-10
Department: Education (Elementary/Primary)		
5	Executive Director, Assam Sarba Siksha Abhijan Mission, Kahilipara, Guwahati-19	2009-10
6	MD, Assam Sarba Siksha Mission (ASSAM) (H.Q), Guwahati	2009-10
7	DMC, SSA, Barpeta	2009-10
8	DMC, SSA, Bongaigaon	2009-10
9	DMC, SSA, Cachar	2009-10
10	DMC, SSA, Darrang	2009-10
11	DMC, SSA, Dhemaji	2009-10
12	DMC, SSA, Dhubri	2009-10
13	DMC, SSA, Dibrugarh	2009-10
14	DMC, SSA, Goalpara	2009-10
15	DMC, SSA, Golaghat	2009-10
16	DMC, SSA, Hailakandi	2009-10
17	DMC, SSA, Jorhat	2009-10
18	DMC, SSA, Kamrup	2009-10
19	DMC, SSA, Karbi Anglong	2009-10
20	DMC, SSA, Karimganj	2009-10
21	DMC, SSA, Kokrajhar	2009-10
22	DMC, SSA, Lakhimpur	2009-10
23	DMC, SSA, Morigaon	2009-10
24	DMC, SSA, Nagaon	2009-10
25	DMC, SSA, Nalbari	2008-09 to 2009-10
26	DMC, SSA, Haflong	2001-02 to 2009-10
27	DMC, SSA, Sivsagar	2009-10
28	DMC, SSA, Sonitpur	2009-10
29	DMC, SSA, Tinsukia	2009-10
Department: Education (Higher)		
30	Registrar, Dibrugarh University, Dibrugarh	2008-09 to 2009-10
31	Registrar, Gauhati University, Guwahati-14	2006-07 to 2009-10
Department: Handloom & Textiles		
32	Managing Director, ARTFED, Guwahati-1	2006-07 to 2009-10
33	President, Dr. Ambekdar Mission, Dhopatari, Changsari, Dist-Kamrup	2007-08 to 2009-10

1	2	3
Department: Health & Family Welfare		
34	Director, Dr. B. Barua Cancer Institute, Gopinath Nagar, Guwahati-16	2006-07 to 2009-10
Department: Panchayat and Rural Development		
35	Director, State Institute of Rural Development (SIRD), Khanapara, Guwahati—22	2009-10
36	Project Director, DRDA, Bongaigaon	2007-08 to 2009-10
37	Project Director, DRDA, Barpeta	2008-09 to 2009-10
38	Project Director, DRDA, Silchar	2008-09
39	Project Director, DRDA, Dibrugarh	2008-09 to 2009-10
40	Project Director, DRDA, Dhubri	2008-09 to 2009-10
41	Project Director, DRDA, Dhemaji	2008-09 to 2009-10
42	Project Director, DRDA, Goalpara	2009-10
43	Project Director, DRDA, Golaghat	2009-10
44	Project Director, DRDA, Hailakandi	2007-08 to 2009-10
45	Project Director, DRDA, N. C Hills	2005-06 to 2009-10
46	Project Director, DRDA, Jorhat	2008-09 to 2009-10
47	Project Director, DRDA, Kokrajhar	2007-08 to 2009-10
48	Project Director, DRDA, Karimganj	2007-08 to 2009-10
49	Project Director, DRDA, Karbi Anglong, Diphu	2008-09 to 2009-10
50	Project Director, DRDA, Mangaldoi	2008-09 to 2009-10
51	Project Director, DRDA, Morigaon	2008-09 to 2009-10
52	Project Director, DRDA, Nalbari	2007-08 to 2009-10
53	Project Director, DRDA, Nagaon	2008-09 to 2009-10
54	Project Director, DRDA, North Lakhimpur	2008-09
55	Project Director, DRDA, Sivsagar	2006-07 to 2009-10
56	Project Director, DRDA, Sonitpur, Tezpur	2007-08 to 2009-10
57	Project Director, DRDA, Tinsukia	2009-10
58	Project Director, DRDA, Kamrup	2007-08 to 2009-10
59	Project Director, DRDA, Baska, Masalpur	2008-09 to 2009-10
60	Project Director, DRDA, Chirang, Kajolgaon	2008-09 to 2009-10
61	Project Director, DRDA, Metro, Hedayatpur, Guwahati-3	2008-09 to 2009-10
62	Project Director, DRDA, Udalguri	2008-09 to 2009-10
Department: Science & Technology		
63	Director, Centre of Plasma Physics, Sonapur, Guwahati	2009-10
64	Director, Assam Science, Technology & Environment Council, Guwahati-5	2008-09 to 2009-10
Department: Social Welfare		
65	Chairperson, Assam State Social Welfare Board, Guwahati	2007-08 to 2009-10
Department: Town & Country Planning		
66	Commissioner, Assam State Housing Board, Guwahati-5	2003-04 to 2009-10
Department: Welfare of Plain Tribes and Backward Classes		
67	Chief Executive Officer, Assam Tribal Development Authority, Dispur, Guwahati-6	2006-07 to 2009-10

Appendix-3.3
(Reference to Paragraph 3.3; Page 77)

Statement showing performance of the autonomous bodies

Sl No.	Name of body	Period of entrustment	Year up to which accounts were rendered	Period up to which Separate Audit Report is issued	Placement of SAR in the Legislature	Delay in submission of accounts	Period of delay as of August
1	Guwahati Metropolitan Development Authority, Guwahati	Up to 2011-12	2003-04	2003-04	1996-97 July 2009	2003-04 December 2005	One year six months
						2004-05 to 2009-10	Not furnished
2	Assam Agricultural University, Jorhat	Up to 2011-12	2008-09	2007-08	2007-08 February 2010	2008-09 May 2010	Eleven months
						2009-10	Not furnished
3	Assam Khadi and Village Industries Board, Guwahati	Up to 2010-11	1998-99	1998-99	Not furnished	1998-99 July 2005	Six years One month
						1999-2000 to 2009-10	Not furnished
4	Assam Agricultural Competitiveness Project, Guwahati	Up to 2007-08	2006-07 2007-08	2005-06	2004-05 July 2008	2006-07 March 2010	Two years Nine months
						2007-08 March 2010	One year Nine months
						2008-09 & 2009-10	Not furnished
5	Assam Human Rights Commission, Guwahati	Under Section 19 (2) of C&AG's DPC Act 1971	2006-07	2006-07	2006-07 January 2009	2006-07 October 2010	Two years Four months
						2007-08 to 2009-10	Not furnished
6	Assam State Legal Services Authority, Guwahati	Under Section 19 (2) of C&AG's DPC Act 1971	2008-09	2008-09	2007-08 March 2010	2008-09 November 2009	Five months
						2009-10	Not furnished
Sixth Schedule Area							
7	North Cachar Hills Autonomous Council	Sixth Schedule to the Constitution of India	2006-07	2005-06	2001-02 November 2005	*	-
8	Karbi Anglong Autonomous Council	Sixth Schedule to the Constitution of India	2006-07	2004-05	1998-99 March 2003	*	-
9	Bodoland Territorial Council	Sixth Schedule to the Constitution of India	Accounts not furnished since 2003-04	Accounts not furnished since 2003-04	--	*	-

* Due date of submission of Annual Accounts is not specified in the Sixth Schedule to the Constitution of India

Appendix-3.4
(Reference to Paragraph 3.4; Page 78)

**Department-wise/duration-wise breakup of the cases of misappropriation, defalcation, etc,
(Cases where final action was pending at the end of 31 March 2010)**

(Amount ₹ in lakh)

Sl. No.	Name of the Department/Directorate	Up to 5 years		5 to 10 years		10 to 15 years		15 to 20 years		20 to 25 years		More than 25 years		Total	
		N	A	N	A	N	A	N	A	N	A	N	A	N	A
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1	Agriculture	21	88.04	-	-	-	-	-	-	-	-	-	-	21	88.04
2	Animal Husbandry and veterinary	4	218.77	-	-	-	-	-	-	-	-	-	-	4	218.77
3	Co-operation	5	1664.97	5	1463.75	-	-	-	-	-	-	-	-	10	3128.72
4	Cultural Affairs	3	64.85	-	-	-	-	-	-	-	-	-	-	3	64.85
5	Education	13	583.90	4	21.44	-	-	-	-	-	-	-	-	17	605.34
6	Employment & Craftsman	2	2.26	-	-	-	-	-	-	-	-	-	-	2	2.26
7	Fisheries	6	59.84	-	-	-	-	-	-	-	-	-	-	6	59.84
8	Food and Civil Supplies	7	74.83	-	-	-	-	-	-	-	-	-	-	7	74.83
9	Forest	4	68.82	-	-	-	-	-	-	-	-	-	-	4	68.82
10	G.A.D./D.C.	6	740.60	1	31.63	-	-	-	-	-	-	-	-	7	772.23
11	G.A.D./S.D.O.(c)	3	6.17	-	-	-	-	-	-	-	-	-	-	3	6.17
12	Handloom, Textiles and Sericulture	16	124.08	2	0.26	-	-	-	-	-	-	-	-	18	124.34
13	Health & Family Welfare	11	173.73	2	2.80	-	-	-	-	-	-	-	-	13	176.53
14	Home	7	149.55	-	-	-	-	-	-	-	-	-	-	7	149.55
15	Industries and Commerce	9	615.00	-	-	-	-	-	-	-	-	-	-	9	615.00
16	Industrial Training Institute	1	0.15	-	-	-	-	-	-	-	-	-	-	1	0.15
17	Information & Public Relation	2	37.20	-	-	-	-	-	-	-	-	-	-	2	37.20
18	Information Technology	3	135.00	-	-	-	-	-	-	-	-	-	-	3	135.00
19	Inland Water Transport	1	0.035	-	-	-	-	-	-	-	-	-	-	1	0.035
20	Irrigation	18	86.16	8	102.72	7	9.69	-	-	-	-	-	-	33	198.57
21	Jail	1	0.76	2	257.57	-	-	-	-	-	-	-	-	3	258.33

Audit Report (State Finances) for the year ended 31 March 2010

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
22	Labour	4	6.69	-	-	-	-	-	-	-	-	-	-	4	6.69
23	Legal Metrology	3	3.58	-	-	-	-	-	-	-	-	-	-	3	3.58
24	Land Records & Survey	4	835.41	-	-	-	-	-	-	-	-	-	-	4	835.41
25	Municipal Administration	1	24.98	-	-	-	-	-	-	-	-	-	-	1	24.98
26	Panchayat & Rural Development	2	1330.54	-	-	-	-	-	-	-	-	-	-	2	1330.54
27	Pension	1	0.50	-	-	-	-	-	-	-	-	-	-	1	0.50
28	P.H.E.	8	95.76	6	111.77	6	26.47	-	-	-	-	-	-	20	234.00
29	Power	54	3649.00	2	119.00	-	-	-	-	-	-	-	-	56	9768.00
30	P.W.D. (Building)	8	124.21	10	94.66	-	-	-	-	-	-	-	-	18	218.87
31	P.W.D. (Roads)	9	116.09	28	310.09	2	92.93	-	-	-	-	-	-	39	519.11
32	Social Welfare	6	2.30	1	0.03	-	-	-	-	-	-	-	-	7	2.33
33	Soil Conservation	3	37.96	-	-	-	-	-	-	-	-	-	-	3	37.96
34	Transport & Communication	20	603.00	-	-	-	-	-	-	-	-	-	-	20	603.00
35	Water Resources	10	119.19	-	-	-	-	-	-	-	-	-	-	10	119.19
36	Welfare of Plain Tribe and Backward Classes	4	351.00	-	-	-	-	-	-	-	-	-	-	4	351.00
Total		280	12194.93	71	2515.72	15	129.09	-	-	-	-	-	-	366	20839.735

N: Number

A: Amount

Appendix-3.5
(Reference to Paragraph 3.4; Page 78)

Department/category-wise details in respect of cases of loss to Government due to theft, misappropriation/loss of Government material

Name of the Department/ Directorate	Theft Cases		Misappropriation/ Loss of Government material		Total	
	No. of cases	Amount (₹ In lakh)	No. of cases	Amount (₹ In lakh)	No. of cases	Amount (₹ In lakh)
Agriculture	1	5.13	20	82.91	21	88.04
Animal Husbandry and veterinary	1	5.39	3	213.38	4	218.77
Co-operation	-	-	10	3128.72	10	3128.72
Cultural Affairs	-	-	3	64.85	3	64.85
Education	-	-	17	605.34	17	605.34
Employment & Craftsman	2	2.26	-	-	2.	2.26
Fisheries	-	-	6	59.84	6	59.84
Food and Civil Supplies	-	-	7	74.83	7	74.83
Forest	1	50.00	3	18.82	4	68.82
G.A.D./ D.C.	-	-	7	772.23	7	772.23
G.A.D./S.D.O.(C)	-	-	3	6.17	3	6.17
Handloom, Textiles and Sericulture	2	9.10	16	115.24	18	124.34
Health & Family Welfare	4	3.16	9	172.92	13	176.08
Home	1	0.15	6	149.40	7	149.55
Industries and Commerce	-	-	9	615.00	9	615.00
Industrial Training Institute	-	-	1	0.15	1	0.15
Information & Public Relation	-	-	2	37.20	2	37.20
Information Technology	-	-	3	135.00	3	135.00
Inland Water Transport	-	-	1	0.35	1	0.35
Irrigation	21	49.27	12	149.30	33	198.57
Jail	-	-	3	258.33	3	258.33
Labour	-	-	4	6.69	4	6.69
Legal Metrology	-	-	3	3.58	3	3.58
Land Records & Survey	1	0.28	3	835.13	4	835.41
Municipal Administration	-	-	1	24.98	1	24.98
Panchayat & Rural Development	-	-	2	1330.54	2	1330.54
Pension	-	-	1	0.50	1	0.50
P.H.E.	11	42.58	9	191.42	20	234.00
Power	4	154.29	52	9613.71	56	9768.00
P.W.D. (Building)	2	18.51	16	200.36	18	218.87
P.W.D. (Roads)	6	32.16	33	486.95	39	519.11
Social Welfare	2	1.90	5	0.43	7	2.33
Soil Conservation	-	-	3	37.96	3	37.96
Transport & Communication	-	-	20	603.00	20	603.00
Water Resources	2	6.20	8	112.99	10	119.19
Welfare of Plain Tribe and Backward Classes	-	-	4	351.00	4	351.00
Total	61	380.83	305	20459.22	366	20839.60