CHAPTER-I: GENERAL

1.1 Trend of revenue receipts

1.1.1 The tax and non-tax revenue raised by the Government of Rajasthan during the year 2014-15, the State's share of net proceeds of divisible Union taxes and duties assigned to the State and grants-in-aid received from the Government of India during the year and corresponding figures for the preceding four years are mentioned in the table 1.1.1.

						(₹ in crore)
Sl. no.	Particulars	2010-11	2011-12	2012-13	2013-14	2014-15
1.	Revenue raised by the	e State Gove	rnment			
	• Tax revenue	20,758.12	25,377.05	30,502.65	33,477.70	38,672.87
	Non-tax revenue	6,294.12	9,175.10	12,133.59	13,575.25	13,229.50
	Total	27,052.24	34,552.15	42,636.24	47,052.95	51,902.37
2.	Receipts from the Go	vernment of	India			
	• Share of net proceeds of divisible Union taxes and duties	12,855.63	14,977.05	17,102.85	18,673.07	19,817.04
	• Grants-in-aid	6,020.33	7,481.56	7,173.92	8,744.35	19,607.50
	Total	18,875.96	22,458.61	24,276.77	27,417.42	39,424.54
3.	Total revenue receipts of the State Government (1 and 2)	45,928.20	57,010.76	66,913.01	74,470.37	91,326.91 ¹
4.	Percentage of 1 to 3	59	61	64	63	57

The above table indicates that during the year 2014-15, the revenue raised by the State Government (₹ 51,902.37 crore) was 57 *per cent* of the total revenue receipts. The balance 43 *per cent* of receipts during 2014-15 was from the Government of India by way of share of net proceeds of divisible Union taxes and duties and grants-in-aid.

¹ For details, please see Statement No. 14 - Detailed accounts of revenue by minor heads in the Finance Accounts of the Government of Rajasthan for the year 2014-15. Figures under the head 0020 - Corporation tax, 0021 - Taxes on income other than corporation tax, 0022 - Taxes on agriculture income, 0032 - Taxes on wealth, 0037 - Customs, 0038 - Union excise duties and 0044 - Service tax - share of net proceeds assigned to State booked in the Finance Accounts under A - Tax revenue have been excluded from revenue raised by the State and included in State's share of divisible Union taxes in this statement.

1.1.2 The details of the budget estimates (BE) and the actual receipts in respect of the tax revenue raised during the period from 2010-11 to 2014-15 are given in the table 1.1.2.

					adie1.1.2			(₹ in crore
SI. no.	Heads of revenue	<u>BE</u> Actual	2010-11	2011-12	2012-13	2013-14	2014-15	Percentag of increas (+)/ decrease (+ in 2014-15 over 2013-14
1.	Taxes on sales,	BE	11,514.82	13,088.08	15,402.08	19,528.00	24,120.00	
	trade, <i>etc</i> .	Actual	11,901.24	14,665.63	17,214.34	19,834.72	22,644.89	(+) 14
	Central sales tax	BE	215.18	401.92	1,147.92	1,522.00	1,505.00	
		Actual	728.35	1,100.80	1,360.31	1,380.79	1,525.02	(+) 10
2.	State excise	BE	2,450.00	2,623.00	3,250.00	4,500.00	5,330.00	
		Actual	2,861.41	3,287.05	3,987.83	4,981.59	5,585.77	(+) 12
3.	Stamp duty and reg	gistration fe	e					
	Stamps-judicial	BE	35.60	43.15	60.14	105.40	156.66	
		Actual	43.07	79.40	144.27	104.59	54.27	(-) 48
	Stamps-	BE	1,379.48	1,577.08	2,264.97	3,268.57	2,823.35	
	non-judicial	Actual	1,522.01	2,153.68	2,693.13	2,577.76	2,705.10	(+) 5
	Registration fee	BE	234.92	279.77	474.89	526.03	520.00	
		Actual	375.96	418.29	497.47	442.98	429.52	(-) 3
4.	Taxes on motor	BE	1,450.00	1,650.00	1,900.00	2,500.00	2,800.00	
	vehicles	Actual	1,612.25	1,927.05	2,283.13	2,498.90	2,829.86	(+) 13
5.	Taxes and duties	BE	778.80	846.64	1,505.25	1,512.61	1,697.18	
	on electricity	Actual	905.81	1,094.48	1,570.06	948.93	1,534.51	(+) 62
6.	Land revenue	BE	185.06	196.06	196.06	185.51	324.69	
		Actual	222.17	209.01	304.55	337.98	288.58	(-) 15
7.	Taxes on goods	BE	252.00	265.00	280.00	300.00	360.00	
	and passengers	Actual	230.69	220.13	248.57	287.92	956.52	(+) 232
8.	Other taxes and	BE	74.99	78.74	50.99	55.00	99.99	
	duties on commodities and services	Actual	64.43	43.44	48.47	68.46	113.68	(+) 66
9.	Other taxes ² , <i>etc</i> .	BE	450.00	300.00	300.00	50.00	50.17	
		Actual	290.73	178.09	150.52	13.08	5.15	(-) 61
	Total	BE	19,020.85	21,349.44	26,832.30	34,053.12	39,787.04	
		Actual	20,758.12	25,377.05	30,502.65	33,477.70	38,672.87	15.52
	Percentage of in previous year	crease of a	actual over	22.25	20.19	9.75	15.52	

Table1.1.2

² Other taxes includes taxes on income and expenditure, tax on professions trades, callings and employments and land tax.

There has been continuous increase in the collection of tax revenue during the last four years. The growth of revenue was 15.52 *per cent* during 2014-15.

There was increase (62 *per cent*) in 'taxes and duties on electricity' which was mainly due to more receipt under taxes on consumption and sale of electricity and increase (232 *per cent*) in 'taxes on goods and passengers' which was mainly due to more receipt of tax on entry of goods into local areas. The increase of (66 *per cent*) under 'other taxes and duties on commodities and services' was due to more receipts under entertainment tax and luxury tax and decrease (61 *per cent*) in 'other taxes, *etc.*', was due to exemption of the land tax in the State while the decrease in land revenue (15 *per cent*) was due to less receipts on sale proceeds of waste lands.

1.1.3 The details of the budget estimates (BE) and the actual receipts in respect of the non-tax revenue raised during the period from 2010-11 to 2014-15 are given in the table 1.1.3.

Tabl	le1.	1.3

(₹ in crore)

Heads of revenue	<u>BE</u> Actual	2010-11	2011-12	2012-13	2013-14	2014-15	Percentage of increase (+)/ decrease (-) in 2014-15 over 2013-14
Non-ferrous	BE	1,760.00	2,060.00	2,500.00	3,210.00	3,566.00	
mining and metallurgical industries	Actual	1,929.58	2,366.32	2,838.59	3,088.66	3,635.46	(+) 18
Interest receipts	BE	1,129.25	1,229.22	1,428.79	1,933.88	1,959.83	
	Actual	1,276.70	1,714.53	2,067.00	2,142.49	2,065.39	(-) 4
Miscellaneous	BE	216.02	195.40	324.29	576.17	920.88	
general services	Actual	271.19	353.09	686.10	846.36	963.85	(+) 14
Police	BE	200.00	150.00	165.00	170.48	220.10	
	Actual	133.93	143.54	192.07	167.27	240.03	(+) 44
Other	BE	61.49	60.99	78.88	89.94	107.19	
administrative services	Actual	80.33	110.99	85.50	147.38	133.21	(-) 10
Major and	BE	61.27	69.21	122.21	90.62	90.90	
medium irrigation	Actual	86.04	91.83	87.21	80.62	67.08	(-) 17
Forestry and	BE	61.50	61.60	56.05	66.67	80.20	
wild life	Actual	93.20	74.95	91.24	77.52	89.31	(+) 15
Public works	BE	70.00	75.75	75.75	65.00	74.76	
	Actual	62.10	55.85	57.63	69.16	71.74	(+) 4
Medical and	BE	42.78	48.17	61.88	61.00	105.07	
public health	Actual	45.46	59.38	96.04	65.61	116.43	(+) 77
Co-operation	BE	23.81	21.12	23.65	20.42	16.52	
	Actual	16.35	22.38	22.02	18.80	16.88	(-) 10
Other non-tax	BE	1,349.82	2,466.69	4,114.64	6,370.23	6,327.04	
receipts ³	Actual	2,299.24	4,182.24	5,910.19	6,871.38	5,830.12	(-) 15
Total	BE	4,975.94	6,438.15	8,951.14	12,654.41	13,468.49	
	Actual	6,294.12	9,175.10	12,133.59	13,575.25	13,229.50	(-) 2.55
Percentage of in actual over previo			45.77	32.24	11.88	(-) 2.55	

³ Other non-tax receipts constitute income from housing, village and small industries, fisheries, dividends and profit, contribution and recoveries towards pension and other retirement benefits, *etc.*

Audit observed that increase in the collection of non-tax revenue during the last four years has lost its pace and it turned negative in the year 2014-15.

There was increase (77 *per cent*) in revenue under the head 'Medical and public health' which was mainly due to more receipts under Employees State Insurance Scheme and increase (44 *per cent*) in revenue under the head 'Police' which was mainly due to more police force provided to other governments and parties. The decrease (17 *per cent*) in 'major and medium irrigation' was due to less receipt from sale of water for irrigation purpose while decrease in 'other non-tax receipts' (15 *per cent*) was due to less receipt of royalty.

1.2 Analysis of arrears of revenue

The arrears of revenue as on 31 March 2015 relating to some principal heads of revenue amounted to ₹ 4,431.29 crore of which ₹ 1,604.88 crore was outstanding for more than five years, as given in the table 1.2.

			((merore)
Sl. no.	Heads of revenue	Total Amount outstanding as on 31 March 2015	Amount outstanding for more than five years as on 31 March 2015
1.	Commercial taxes	3,731.29	1,304.85
2.	Transport	63.13	23.71
3.	Registration and stamps	248.62	53.52
4.	State excise	198.73	194.41
5.	Mines, geology and petroleum	189.52	28.39
	Total	4,431.29	1,604.88

Table 1	.2
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(7 in crore)

Source: Furnished by the concerned Departments.

It would be seen from the table that recovery of \gtrless 1,604.88 crore was pending for more than five years. The stages at which arrears were pending for collection, though called (October 2015) for, were not intimated by the Departments.

1.3 Arrears in assessments

The details of cases pending at the beginning of the year, cases becoming due for assessment, cases disposed of during the year and number of cases pending for finalisation at the end of the year as furnished by the respective Departments in respect of Commercial Taxes, Registration and Stamps and Mines, Geology and Petroleum are given in the table 1.3.

Name of the Department	Opening balance	New cases due for assessment during 2014-15	Total assessments due	Cases disposed of during 2014-15	Balance at the end of the year	Percentage of disposal (col. 5 to 4)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Commercial taxes	15	3,84,875	3,84,890	2,79,075	1,05,815	72.51
Registration and Stamps	6,840	6,094	12,934	6,863	6,071	53.06
Mines, geology and petroleum	10,485	14,497	24,982	15,208	9,774	60.88

Table 1.3

Source: Furnished by the concerned Departments.

As would be seen, the percentage of disposal of cases was the lowest in Registration and Stamps Department. The Department may take necessary action for disposal of the cases.

1.4 Evasion of tax detected by the Department

The details of cases of evasion of tax detected, cases finalised and the demands for additional tax raised, as reported by the Commercial Taxes Department are given in the table 1.4.

Table 1.4

Sl. no.	Head of revenue	Cases pending as on 31 March 2014	Cases detected during 2014-15	Total	Number of cases in which assessment/investigation completed and additional demand with penalty <i>etc.</i> raised		Number of cases pending for finalisation as on 31 March
					Number of cases	Amount of demand (₹ in crore)	2015
1.	Commercial Taxes	332	6,815	7,147	6,736	1,104.12	411

Source: Furnished by the Commercial Taxes Department.

It would be seen from the above table that 94 *per cent* of the total cases were settled during the year 2014-15. However, the amount recovered on account of settlement in these cases was not intimated (November 2015) by the Department.

1.5 Pendency of Refunds Cases

The number of refund cases pending at the beginning of the year 2014-15, claims received during the year, refunds allowed during the year and the cases pending at the close of the year 2014-15 as reported by the Departments is given in the table 1.5.

(7 in arara)

					(C III crore)	
Sl. no.	Doutioulour	Sales t	ax/VAT	Registration and stamps		
	Particulars	No. of cases	Amount	No. of cases	Amount	
1.	Claims outstanding at the beginning of the year	206	98.57	1,042	5.19	
2.	Claims received during the year	4,973	601.44	2,300	8.88	
3.	Refunds made during the year	4,900	478.97	2,246	8.72	
4.	Balance outstanding at the end of year	279	221.04	1,096	5.35	

It would be seen from the above that there has been increase in the outstanding refund cases in Commercial Taxes Department and Registration and Stamps Department. Necessary action may be taken by the concerned Department(s) for speedy disposal of the refund cases. This would not only benefit the claimants but would also save the Government from payment of interest on the delayed payment of refunds.

1.6 Response of the Government/Departments towards audit

The Accountant General (Economic & Revenue Sector Audit), Rajasthan, Jaipur conducts periodical inspection of the Government/Departments to test check the transactions and verify the maintenance of important accounts and other records as prescribed in the rules and procedures. These inspections are followed by Inspection Reports (IRs) which incorporate irregularities detected during the inspection and not settled on the spot. The IRs are issued to the heads of the offices inspected with copies to the next higher authorities for taking prompt corrective action. The heads of the offices/Government are required to promptly comply with the observations contained in the IRs, rectify the defects and omissions and report compliance through initial reply to the Accountant General within one month from the date of issue of the IRs. Serious financial irregularities are reported to the heads of the Department and the Government.

Inspection Reports issued upto December 2014 disclosed that 8,964 paragraphs involving ₹ 3,206.77 crore relating to 2,932 IRs remained outstanding at the end of June 2015. The figures as on June 2015 along with the corresponding figures for the preceding two years are given in the table 1.6.

Particulars	June 2013	June 2014	June 2015
Number of IRs pending for settlement	2,882	2,896	2,932
Number of outstanding audit observations	9,489	9,477	8,964
Amount of revenue involved (₹ in crore)	7,731.42	4,592.63	3,206.77

Table 1.6

It would be seen from the above that the number of outstanding observations and the amount of revenue involved therein has decreased considerably during the last three years.

1.6.1 The Department-wise details of the IRs and audit observations outstanding as on 30 June 2015 and the amounts involved are mentioned in table 1.6.1.

Sl. no.	Name of the Department	Nature of receipts	Number of outstanding IRs	Number of outstanding audit observations	Amount involved (₹ in crore)
1.	Commercial taxes	Taxes/VAT on sales, trade, <i>etc</i> .	584	2,369	558.93
		Entertainment tax, luxury tax, <i>etc</i> .	20	23	7.12
2.	Transport	Taxes on motor vehicles	437	1,352	168.70
3.	Land revenue	Land revenue	113	300	441.70
4.	Registration and Stamps	Stamp duty and registration fee	1,362	3,625	325.01
5.	State excise	State excise	111	224	50.27
6.	Mines, geology and petroleum	Non-ferrous mining and metallurgical industries	305	1,071	1,655.04
	Т	otal	2,932	8,964	3,206.77

Table 1.6.1

Audit did not receive first replies from the heads of offices even after expiry of more than one month from the date of issue in respect of 18 IRs issued during 2014-15.

Though the decrease in number of outstanding observations and the amount involved therein as compared to preceding years is appreciable, there is still a need to make more efforts for rectifying the defects and irregularities pointed out by Audit.

1.6.2 Departmental Audit Committee Meetings

The Government constituted audit committees to monitor and expedite the progress of the settlement of the paragraphs in the IRs. The details of the audit committee meetings held during the year 2014-15 and the paragraphs settled are mentioned in the table 1.6.2.

Sl. no.	Name of the Department	Number of audit committee meetings held	Number of audit sub- committee meetings held	Number of paragraph settled	Amount (₹ in crore)
1.	Commercial taxes	3	3	113	14.13
2.	Transport	4	3	74	2.27
3.	Land revenue	1	12	79	98.52
4.	Registration and Stamps	4	4	141	2.41
5.	State excise	3	-	-	-
6.	Mines, geology and petroleum	4	7	492	1,229.20
	Total	19	29	899	1,346.53

Table 1.6.2

It would be seen from the above that in 19 meetings held in respect of commercial taxes, land revenue, registration and stamps, state excise, mines and geology and petroleum Departments, 899 paragraphs involving ₹ 1,346.53 crore were settled.

1.6.3 Response of the Departments to the draft audit paragraphs

The draft audit paragraphs proposed for inclusion in the Report of the Comptroller and Auditor General of India are forwarded by the Accountant General to the Principal Secretaries/Secretaries of the concerned Departments, drawing their attention to audit findings and requesting them to send their response within six weeks. The fact of non-receipt of the replies from the Department/Government is invariably indicated at the end of such paragraphs included in the Audit Report.

45 draft paragraphs clubbed into 37 paragraphs including one Performance Audit were sent to the Principal Secretaries/Secretaries of the respective Department by name between April to October 2015. The Principal Secretaries/Secretaries of the Departments did not send replies to 15 draft paragraphs and the same have been included in this Report without the response of the Department.

1.6.4 Follow-up on the Audit Reports - summarised position

The Rules and Procedures of the Public Accounts Committee (PAC) of the Rajasthan State Assembly framed in 1997, prescribe that after the presentation of the Report of the Comptroller and Auditor General of India in the Legislative Assembly, the Departments shall initiate action on the audit paragraphs and the action taken explanatory notes thereon should be submitted

by the Government within three months of tabling the Report, for consideration of the PAC. Inspite of these provisions, the explanatory notes on audit paragraphs of the Reports were being delayed inordinately. 176 paragraphs (including performance audit) included in the Reports of the Comptroller and Auditor General of India on the Revenue Sector of the Government of Rajasthan for the years ended 31 March 2010, 2011, 2012, 2013 and 2014 were placed before the State Legislative Assembly between 26 August 2011 and 25 March 2015. The action taken explanatory notes from the concerned Departments on these paragraphs were received late with an average delay of 73 days in respect of each of these Audit Reports. The PAC discussed 36 selected paragraphs pertaining to the Audit Reports for the years from 2009-10 to 2011-12 and its recommendations on 11 paragraphs were incorporated in their four Reports (2012-13 and 2014-15).

1.7 Analysis of the mechanism for dealing with the issues raised by Audit in Land Revenue Department

To analyse the system of addressal of the issues highlighted in the Inspection Reports/Audit Reports by the Departments/Government, the action taken on the paragraphs included in the Inspection Reports/ Audit Reports of the last 10 years for one Department was evaluated.

The succeeding paragraphs 1.7.1 to 1.7.2 discuss the performance of the Land Revenue Department on the cases detected in the course of local audit and also the cases included in the Audit Reports.

1.7.1 Position of inspection reports

The summarised position of the inspection reports pertaining to Land Revenue Department issued during 2007-08 to 2014-15, paragraphs included in these reports and their status as on 30 September 2015 is tabulated in the table 1.7.1.

Position upto year	Opening balance			Addition during the year		Clearance during the year			Closing balance at the end of the year			
	IRs	Para- graphs	Money value	IRs	Para- graphs	Money value	IRs	Para- graphs	Money value	IRs	Para- graphs	Money value
2007-08	156	199	86.48	52	136	54.57	73	124	25.52	135	211	115.53
2008-09	135	211	115.53	53	87	5.31	53	122	42.29	135	176	78.55
2009-10	135	176	78.55	211	367	174.48	87	156	73.48	259	387	179.55
2010-11	259	387	179.55	109	230	50.90	125	243	25.23	243	374	205.22
2011-12	243	374	205.22	53	184	933.82	63	154	113.37	233	404	1,025.67
2012-13	233	404	1,025.67	17	133	406.39	27	66	328.72	223	471	1,103.34
2013-14	223	471	1,103.34	16	109	58.63	96	241	612.21	143	339	549.76
2014-15	143	339	549.76	13	113	13.33	43	131	120.31	113	321	442.78

Table 1.7.1

^{(₹} in crore)

The Government arranges sub-audit committee meetings between the Department and the Audit Office to settle the old paragraphs. Although the Department has been making progress in settlement of old IRs/Paragraphs, further effective and concrete steps are required to achieve substantial results.

1.7.2 Position of paragraphs and Recovery of accepted cases included in the Audit Reports

The details of paragraphs relating to Land Revenue Department included in the Audit Reports of the last 10 years, those accepted by the Department and the amount recovered are mentioned in the table 1.7.2.

Year of Audit Report	Number of paragraphs included	Money value of the paragraphs	Number of paragraphs accepted	Money value of accepted paragraphs	Amount recovered during the year 2014-15	Cumulative position of recovery of accepted cases as of 30 September 2015			
2004-05	4	3.17	4	1.75	-	0.73			
2005-06	2	29.98	2	28.66	-	14.84			
2006-07	1	22.14	1	22.14	-	-			
2007-08	4+1	239.19	4	196.05	-	76.63			
2008-09	-	-	-	1.13	-	1.13			
2009-10	3	180.00	3	117.55	0.10	10.02			
2010-11	3	300.37	1	292.42	-	0.72			
2011-12	7	23.83	5	8.68	0.11	7.35			
2012-13	5	229.02	3	8.36	-	0.31			
2013-14	5	8.22	-	-	-	-			
Total	35	1,035.92	23	676.74	0.21	111.73			

Table 1.7.2

The Department could recover an amount of $\overline{\mathbf{x}}$ 111.73 crore only during the period of 10 years against 35 observations valuing $\overline{\mathbf{x}}$ 1,035.92 crore, out of which 23 observations of $\overline{\mathbf{x}}$ 676.74 crore were already accepted by it. The recovery was just 16.52 *per cent* of the accepted amount of observations.

The Department may take prompt action to pursue and monitor the recovery of the dues involved in accepted cases.

1.7.3 Action taken on the recommendations accepted by the Departments/Government

The draft Performance Audits (PAs) conducted by the Accountant General are forwarded to the concerned Departments/Government for their information with a request to furnish their replies. These PAs are also discussed in exit conferences and the views of the Department/Government are included while finalising the PAs for the Audit Reports. During the last five years, two performance audits relating to Land revenue were conducted in which 21 recommendations were made for improving the working and system of tax collection. The Department has accepted four recommendations and has taken action by adopting uniform $jarib^4$ for measurement of land, use of biometric device through password for security of data relating to land and issuing directions for physical verification of IT assets. The progress made in implementation of the remaining recommendations has not been received (November 2015).

1.8 Audit Planning

The unit offices working under various Departments are categorised into high, medium and low risk units according to their revenue position, past trends of the audit observations and other parameters. The annual audit plan is prepared on the basis of risk analysis which, *inter-alia*, include critical issues in Government revenues and tax administration *i.e.* budget speech, white paper on State finances, Reports of the Finance Commission (State and Central), recommendations of the Taxation Reforms Committee, statistical analysis of the revenue earnings during the past five years, audit coverage and its impact during past five years, *etc*.

During the year 2014-15, 437 units were planned and all units had been audited. One performance audit was also conducted in Commercial Taxes Department.

1.9 Results of audit

Position of local audit conducted during the year

Test check of the records of 414 units of Commercial Taxes, Transport, Land Revenue, Registration and Stamps, State Excise, Mining and other Departmental offices conducted during the year 2014-15 disclosed underassessments, short levy/loss of revenue, *etc.* aggregating to $\overline{\mathbf{x}}$ 634.56 crore in 26,511cases. During the year, the concerned Departments accepted underassessments and other deficiencies in 16,799 cases involving Government revenue of $\overline{\mathbf{x}}$ 179.77 crore, of which 4,655 cases involving $\overline{\mathbf{x}}$ 34.87 crore were pointed out in audit during 2014-15 and the rest in the earlier years. The Departments recovered $\overline{\mathbf{x}}$ 32.14 crore in 8,593 cases during 2014-15.

1.10 Coverage of this Report

This Report contains 37 paragraphs (selected from the audit detections made during the local audit referred to above and during earlier years, which could not be included in earlier reports) including one Performance Audit on 'System of Registration, Assessment and collection under VAT' involving financial effect of ₹ 346.48 crore.

The Departments/Government have accepted audit observations involving ₹ 246.76 crore out of which ₹ 8.95 crore had been recovered. The replies in the remaining cases were either not received or found unsatisfactory. These are discussed in Chapters II to VII.

⁴Jarib-A chain for measuring land.