



सत्यमेव जयते

# ACCOUNTS AT A GLANCE 2022-2023



**SUPREME AUDIT INSTITUTION OF INDIA**  
**लोकहितार्थ सत्यनिष्ठा**  
**Dedicated to Truth in Public Interest**



**GOVERNMENT OF KERALA**





**ACCOUNTS AT A GLANCE  
FOR THE YEAR 2022-2023**

---

**ACCOUNTANT GENERAL  
(ACCOUNTS AND ENTITLEMENT)  
KERALA**

**GOVERNMENT OF KERALA**



## PREFACE

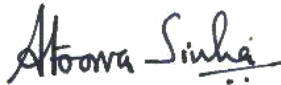
The Annual Accounts of the State Government are prepared and examined by the Accountant General (A&E) under the directions of Comptroller and Auditor General of India in accordance with the requirements of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971 for being laid before the Legislature of the State.

The Annual Accounts consist of (a) Finance Accounts and (b) Appropriation Accounts. Finance Accounts are summary statements of accounts under the Consolidated Fund, Contingency Fund and Public Account. Appropriation Accounts show the Grant-wise expenditure against provision approved by the State Legislature and offer explanations for variations between the actual expenditure and the funds provided.

**'Accounts at a Glance'** provides a broad overview of Government's activities, as reflected in the Finance Accounts and the Appropriation Accounts. The information is presented with brief explanations, statements and graphs.

We look forward to suggestions that will help us in improving this publication.

**Thiruvananthapuram**  
**27. 12 .2023**

  
**ATOORVA SINHA**  
**Accountant General (A&E)**  
**Kerala**



## Our Vision, Mission and Core Values

### VISION

The Vision of the Office of the institution of Comptroller and Auditor General of India represents what we aspire to become.

We strive to be a global leader and initiator of national and international best practices in public sector auditing and accounting and recognized for independent, credible, balanced and timely reporting on public finance and governance

### MISSION

Our mission enunciates our current role and describes what we are doing today.

Mandated by the Constitution of India, we promote accountability, transparency and good governance through high quality auditing and accounting and provide independent assurance to our stakeholders: the Legislature, the Executive and the Public- that public funds are being used efficiently and for the intended purposes.

### CORE VALUES

Our core values are the guiding beacons for all that we do and give us the benchmarks for assessing our performance.

- Independence
- Objectivity
- Integrity
- Reliability
- Professional Excellence
- Transparency
- Positive Approach





## TABLE OF CONTENTS

		Page
<b>Chapter 1 OVERVIEW</b>		
1.1	Introduction	1
1.2	Structure of Government Accounts	2
1.3	Finance Accounts and Appropriation Accounts	5
1.4	Source and Application of Funds	7
1.5	Highlights of Accounts	11
1.6	What do the Deficits and Surpluses indicate	12
<b>Chapter II RECEIPTS</b>		
2.1	Introduction	16
2.2	Revenue Receipts	16
2.3	Revenue Receipts Components(2022-23)	17
2.4	Trend of Receipts	18
2.5	Tax Revenue	19
2.6	Performance of State's Own Tax Revenue collection	20
2.7	Efficiency of Tax Collection	22
2.8	Trend in State's Share of Union Taxes over the past five years	23
2.9	Grants-in-Aid	23
2.10	Public Debt	24
<b>Chapter III EXPENDITURE</b>		
3.1	Introduction	26
3.2	Revenue Expenditure	26
3.3	Capital Expenditure	30
<b>Chapter IV PLAN &amp; NON –PLAN EXPENDITURE</b>		
4.1	Distribution of Expenditure	33
4.2	Plan Expenditure	33
4.3	Non- Plan Expenditure	35
4.4	Committed Expenditure	36
<b>Chapter V APPROPRIATION ACCOUNTS</b>		
5.1	Summary of Appropriation Accounts	38
5.2	Trend of Savings/Excess during the past five years	39
5.3	Advances from Contingency Fund	42

## TABLE OF CONTENTS

### Chapter VI ASSETS AND LIABILITIES

6.1	Assets	43
6.2	Debt and Liabilities	44
6.3	Guarantees	45

### Chapter VII OTHER ITEMS

7.1	Adverse Balances under Internal Debt	47
7.2	Loans and Advances by the State Government	47
7.3	Financial Assistance to Local Bodies and Others	48
7.4	Cash Balance and investment of Cash Balance	49
7.5	Reconciliation of Accounts	50
7.6	Submission of Accounts by Treasuries	50
7.7	Status of Suspense and Remittances Balances	50
7.8	Commitments on account of Incomplete Projects/works	51
7.9	New Pension Scheme	51
7.10	Personal Deposit Accounts	51
7.11	Plan Scheme Treasury Savings Bank Account(PSTSB)	52
7.12	Investment	52



## *CHAPTER I*

## **OVERVIEW**

### **1.1 Introduction**

The monthly accounts of the State Government are consolidated from the accounts submitted to the Accountant General (Accounts and Entitlement) by the District Treasuries, e-treasury and advices of Reserve Bank of India. Every month a Monthly Civil Account is presented by the Office of the Accountant General (A&E) to the Government of Kerala. The Office of the Accountant General (A&E) also submits a quarterly Appreciation Note on the important financial indicators and quality of expenditure of the Government. In addition, the Accountant General (A&E) prepares the Finance Accounts and Appropriation Accounts annually under the directions of the Comptroller and Auditor General of India in accordance with the requirements of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971.

## 1.2 Structure of Government Accounts

### 1.2.1 Government Accounts are kept in three parts

#### Part I CONSOLIDATED FUND

Comprises all receipts of the Government including tax and non-tax revenues, loans raised and repayment of loans given (including interest thereon). All expenditure and disbursements of the Government, including release of loans and repayment of loans taken (and interest thereon) are met from this Fund

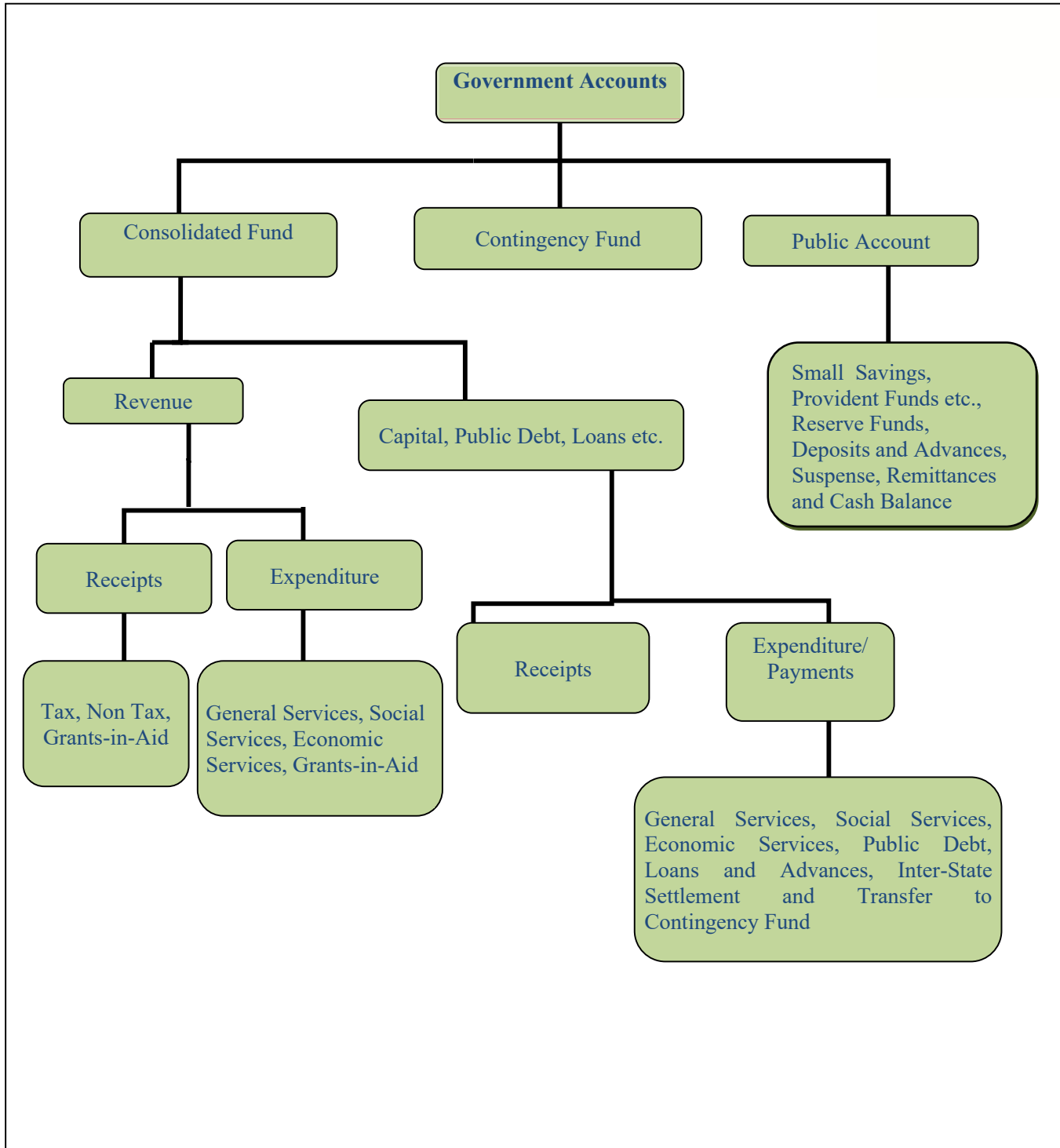
#### PART II CONTINGENCY FUND

The Contingency Fund is in the nature of an imprest, intended to meet unforeseen expenditure, pending authorisation by the Legislature. Such expenditure is recouped subsequently from the Consolidated Fund. The corpus of this Fund for the Government of Kerala is ₹ 100 crore.

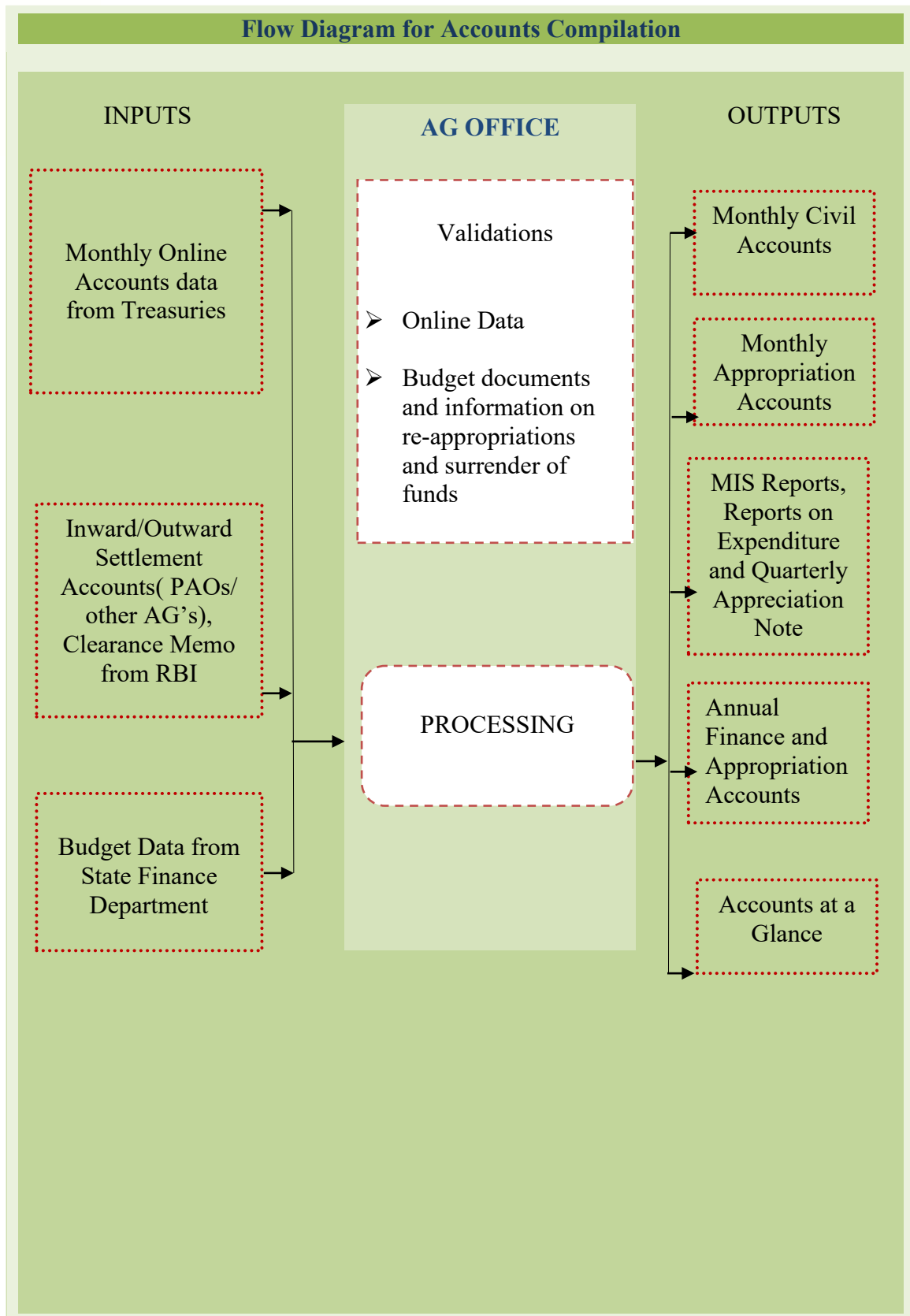
#### Part III PUBLIC ACCOUNT

In Public Account, the transactions relating to Debt (Other than those included in Part I), 'Deposits', 'Advances', 'Remittances' and 'Suspense' shall be recorded. The transactions under Debt, Deposit and Advances in this part are such in respect of which Government incurs a liability to repay the moneys received or has a claim to recover the amounts paid, together with the repayments of the former (Debt and Deposits) and the recoveries of the latter (Advances). The transactions relating to 'Remittances' and 'Suspense' in this Part shall embrace all merely adjusting heads under which shall appear such transactions as remittances of cash between treasuries and currency chests and transfer between different accounting circles. The initial debits or credits to these heads will be cleared eventually by booking to the final heads of accounts

## 1.2.2 Pictorial representation of Structure of Government Accounts



### 1.2.3 Compilation of Accounts



## 1.3 Finance Accounts and Appropriation Accounts

### 1.3.1 Finance Accounts

The Finance Accounts present the accounts of receipts and outgoings of the Government for the year together with the financial results disclosed by the Revenue and Capital accounts, the accounts of Public Debt and the Liabilities and Assets as worked out from the balances recorded in the accounts. Volume I contains the Report of the Comptroller and Auditor General of India, summarized Statements which give information on the financial position and transactions of the State Government for the financial year, 'Notes to Finance Accounts' containing the summary of significant accounting policies, disclosures and explanatory notes, basis of budget and financial reporting, form of accounts and other items. Volume II contains detailed Statements (Part I) and Appendices I to XII (Part II).

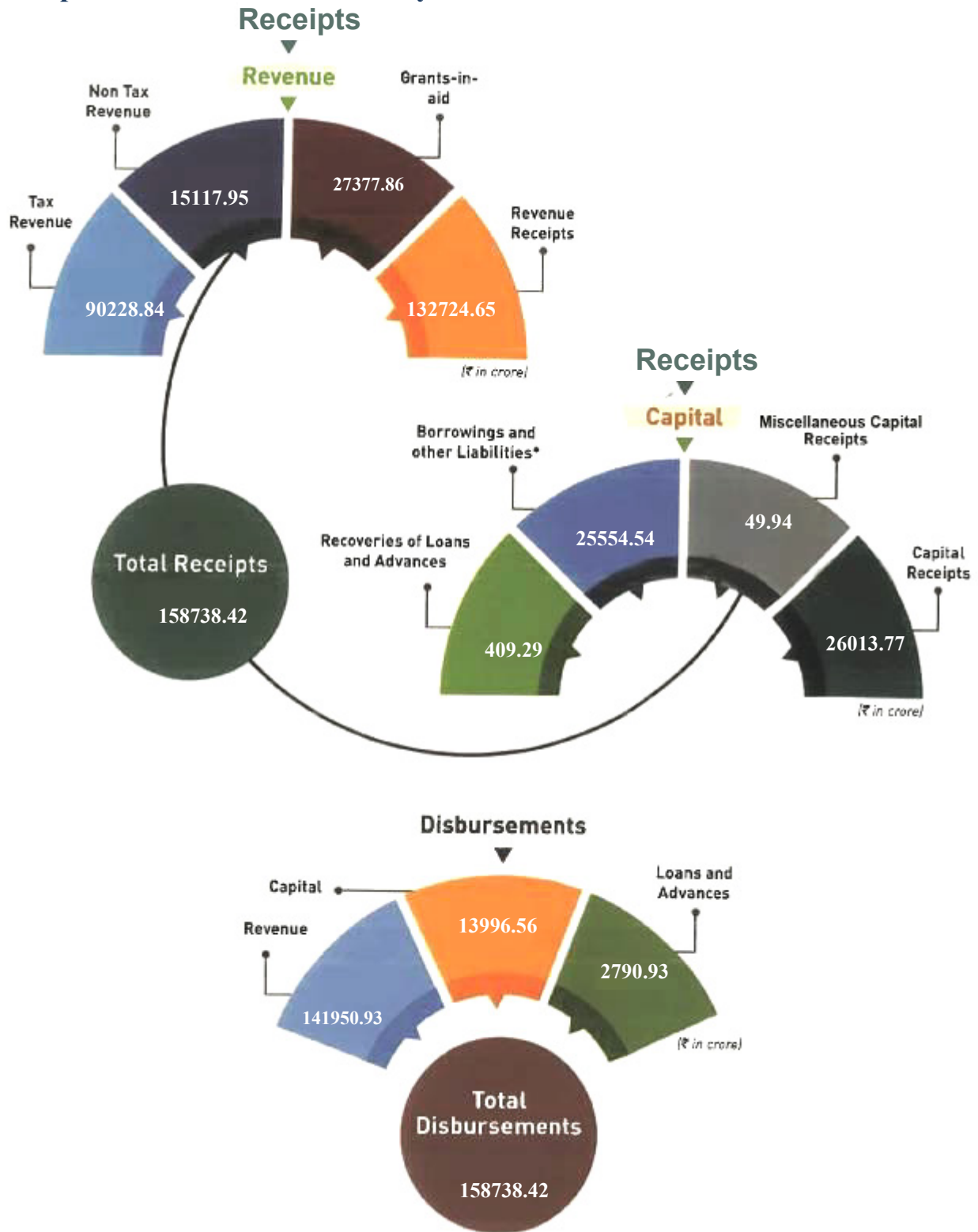
Receipts and Disbursements of the State Government during 2022-23 are as given below:-

(₹ in crore)

<b>Receipts</b> <b>Total: 158738.42</b>	<b>Revenue</b> <b>132724.65</b>	Tax Revenue	90228.84
		Non -Tax Revenue	15117.95
		Grants-in-aid	27377.86
	<b>Capital</b> <b>Total: 26013.77</b>	Miscellaneous Capital Receipts	49.94
		Recovery of Loans and Advances	409.29
		Borrowings and other Liabilities(*)	25554.54
<b>Disbursements</b> <b>Total: 158738.42</b>	Revenue	141950.93	
	Capital	13996.56	
	Loans and Advances	2790.93	

(\*) Borrowings and other Liabilities: Net (Receipts-Disbursements) of Public Debt + Net of Contingency Fund + Net (Receipts-Disbursements) of Public Account + Net of Opening and Closing Cash Balances.

## Receipts and disbursement in the year 2022-23



(\*) Borrowings and other Liabilities: Net (Receipts-Disbursements) of Public Debt + Net of Contingency Fund + Net (Receipts-Disbursements) of Public Account + Net of Opening and Closing Cash Balances.



### ***1.3.2 Appropriation Accounts***

The Appropriation Accounts supplement the Finance Accounts and show the expenditure of the State Government against amounts charged and voted by the State Legislature. Excluding one Grant, viz., “Contingency Fund” there are 47 Grants, of which, 16 are exclusively voted Grants, two are exclusively charged Appropriations and 29 include both voted Grants and charged Appropriations.

### ***1.3.3 Efficiency on Budget Preparation***

The Appropriation Acts passed by the State Legislature had estimated a gross expenditure of ₹ 247628.77 crore, including the supplementary provision of ₹ 17350.07 crore during the year 2022-23. An amount of ₹ 1493.44 crore was estimated as recoveries in reduction of expenditure.

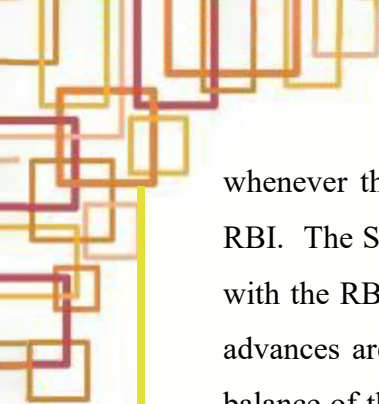
The Appropriation Accounts 2022-23 show disbursements aggregating ₹ 202871.93 crore against the budget provision of ₹ 247628.77 crore, resulting in overall savings of ₹ 44756.83 crore against Grants and Appropriations. The overall savings of ₹ 44756.83 crore was the result of savings of ₹ 44759.06 crore in 45 Grants and 24 Appropriations under the Revenue section and 29 Grants and 13 Appropriations under Capital section, offset by excess of ₹ 2.15 crore (Elections, Welfare of Scheduled Castes, Scheduled tribes, other backward classes & Minorities) in the Revenue Section and ₹ 0.08 crore (Police) in the Capital Section.

Recoveries in reduction of expenditure amounted to ₹ 8152.75 crore showing an increase of ₹ 6659.31 crore vis-à-vis budget estimates.

## **1.4 Source and Application of Funds**

### ***1.4.1 Ways and Means Advances***

Government, in order to maintain and sustain its liquidity position, takes Ways and Means Advances from the Reserve Bank of India (RBI) and thereafter, draws upon overdraft



whenever there is shortfall from the agreed minimum cash balance in its account with the RBI. The State Government is required to maintain a minimum cash balance of ₹ 1.66 crore with the RBI. The larger the amount and greater the number of times such ways and means advances are taken or drawals made, the more it reflects the adverse position of the cash balance of the Government. During 2022-23 Government of Kerala has availed ₹ 15745.01 crore as Ways and Means Advance on Eighty seven times (both Ordinary Ways and Means and Special Drawing Facility). During the year 2022-23, only once overdraft was drawn by the State Government.

#### ***1.4.2 Fund Flow Statement (Source and Application of Funds)***

The State had a revenue deficit of ₹ 9226.28 crore and a fiscal deficit of ₹ 25554.54 crore representing 0.88 *per cent* and 2.44 *per cent* respectively of the Gross State Domestic Product (GSDP). The fiscal deficit constituted 16.10 *per cent* of the total expenditure. This deficit was financed from Public Debt (₹ 18026.41 crore) and other liabilities (₹ 7528.13 crore). 67.27 *per cent* of the revenue receipts (₹ 132724.65 crore) of the State Government was spent on committed expenditure like salaries (₹ 38013.54 crore), interest payments (₹ 25176.36 crore) and pensions (₹ 26090.04 crore).

## Source and Application of Funds

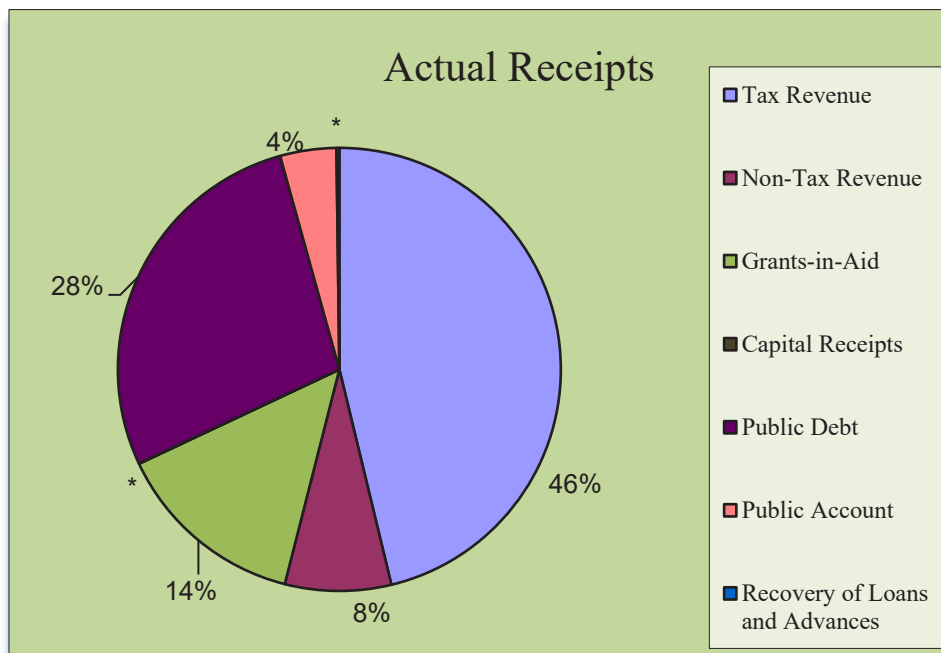
(₹ in crore)

SOURCE	PARTICULARS	Amount
	Opening Cash Balance	-293.86
	Revenue Receipts	132724.65
	Capital Receipts	49.94
	Recovery of Loans & Advances	409.29
	Public Debt	54007.17
	Small Savings, Provident Fund and others	153902.43
	Reserves & Sinking Funds	1510.07
	Deposits Received	7013.22
	Civil Advances recovered	1.19
	Suspense & Miscellaneous	260383.05
	Contingency Fund	0.00
	Remittances	3314.62
<b>Total</b>	<b>613021.77</b>	

APPLICATION	PARTICULARS	Amount
	Revenue Expenditure	141950.93
	Capital Expenditure	13996.56
	Loans Given	2790.93
	Repayment of Public Debt (*)	35980.76
	Payment towards Small Savings, Provident Fund and others	145378.11
	Reserves & Sinking Funds	1607.57
	Deposits Returned	5828.84
	Civil Advances Given	0.53
	Suspense and Miscellaneous	262338.42
	Contingency Fund	0
	Remittances	2966.43
	Closing Cash Balance	182.69
<b>Total</b>	<b>613021.77</b>	

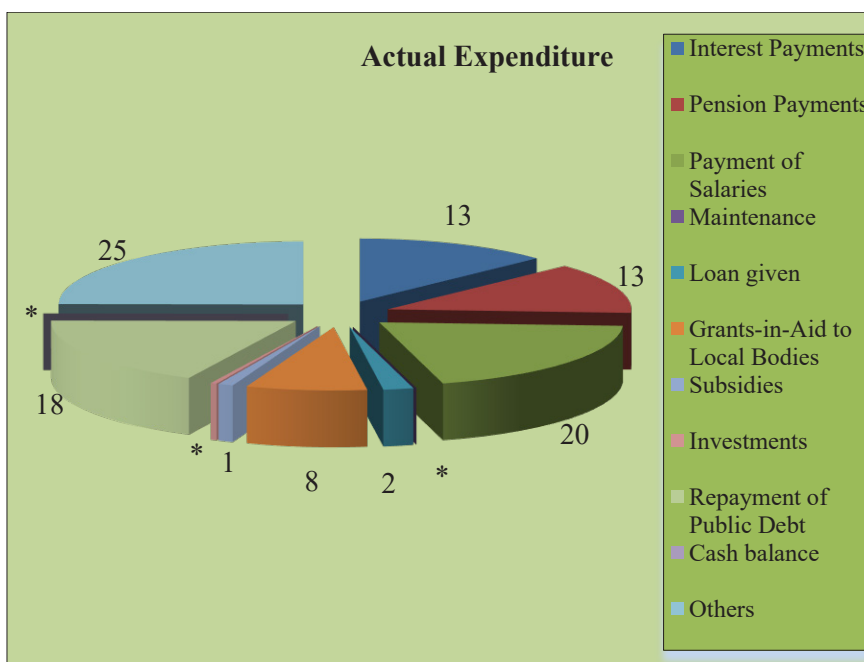
(\*)To Central Government (₹ 843.49 crore) and others (₹ 35137.27) crore

### 1.4.3 Where the Rupee came from



Note: (i) Public Account is taken as 'net' (ii) Recovery of loans and advances and Capital receipts were ₹ 409.29 crores and ₹ 49.94 crores respectively. The percentage contribution is negligible hence value is shown as \*.

### Where the Rupee went



Note: (i) Cash balance components above are taken as 'net'.  
(ii) Investments and Maintenance, were ₹ 805.38 and ₹ 141.93 which were negligible, hence value is shown as \*.

## 1.5 Highlights of Accounts

(₹ in crore)

Sl. No.	Particulars	B.E 2022-23	Actuals	Percentage of Actuals to B.E	Percentage of Actuals to GSDP(*)
1	Tax Revenue	91818.30	90228.84	98.27	8.62
2	Non-Tax Revenue	11769.55	15117.95	128.45	1.45
3	Grants-in-aid and Contributions	30509.95	27377.86	89.73	2.62
4	Revenue Receipts ( 1+2+3)	134097.80	132724.65	98.98	12.69
5	Recovery of Loans & Advances	324.09	409.29	126.29	0.04
6	Other Receipts	49.60	49.94	100.69	0.00
7	Borrowings & Other Liabilities (#)	56501.86	25554.54	45.23	2.44
8	Capital Receipts (5+6+7)	56875.55	26013.77	45.74	2.49
9	Total Receipts (4+8)	190973.35	158738.42	83.12	15.17
10	Non-Plan Expenditure (NPE)	149683.85	125988.45	84.17	12.04
11	NPE on Revenue Account	143587.60	124592.41	86.77	11.91
12	NPE on Interest Payments (out of 11)	26004.80	25176.36	96.81	2.41
13	NPE on Capital Account	6096.25	1396.04	22.90	0.13
14	Plan Expenditure	41289.50	32749.97	79.32	3.13
15	Plan Expenditure on Revenue Account	24934.22	17358.52	69.62	1.66
16	Plan Expenditure on Capital Account	16355.28	15391.45	94.11	1.47
17	Total Expenditure (10+14)	190973.35	158738.42	83.12	15.17
18	Expenditure on Revenue Account (11+15)	168521.82	141950.93	84.23	13.57
19	Expenditure on Capital Account (13 +16)**	22451.53	16787.49	74.77	1.60
20	Revenue Deficit[18-4]	34424.02	9226.28	26.80	0.88
21	Fiscal Deficit 17-(4+5+6)	-56501.86	-25554.54	45.23	-2.44

(\*) Gross State Domestic Product (₹1046188.14 crore) (Quick Estimate) - Figures communicated by Director of Economics and Statistics of the State Government

(#) Net (Receipts-Disbursements) of Public Debt + Net of Contingency Fund + Net of Public Account + Net of Opening and Closing Cash Balance.

(\*\*) Expenditure on Capital Account consists of Capital Expenditure (₹ 13996.56 crore) and Loans and Advances disbursed (₹ 2790.93 crore).

## 1.6. What do the Deficits and Surpluses indicate?

### DEFICIT

Refers to the gap between Revenue and Expenditure. The kind of deficit, how the deficit is financed and application of funds are important indicators of prudence in Financial Management.

### REVENUE DEFICIT/SURPLUS

Refers to the gap between Revenue Receipts and Revenue Expenditure

### FISCAL DEFICIT/SURPLUS

Refers to the gap between total Receipts (excluding Borrowings) and total Expenditure in the Consolidated Fund. This gap, therefore indicates the extent to which expenditure is financed by Borrowings

The revenue deficit of the State which indicates the excess of its revenue expenditure over revenue receipts showed inter-year variations during 2018-2023. It decreased from ₹ 17461.92 crore in 2018-19 to ₹ 9226.28 crore in 2022-23.

The fiscal deficit decreased from ₹ 26958.31 crore in 2018-19 to ₹ 25554.54 crore in 2022-23. The decrease in fiscal deficit by ₹ 20491.24 crore during the year over the previous year was mainly due to the net effect of decrease in revenue deficit (₹ 20312.99 crore), decrease in non-debt capital receipts (₹ 80.28 crore), decrease in Capital expenditure (₹ 195.17 crore) and decrease in disbursement of loans and advances (₹ 63.36 crore).

As a proportion of GSDP, the revenue deficit decreased to 0.88 *per cent*, the fiscal deficit decreased to 2.44 *per cent* and State's total debt liabilities decreased to 36.80 *per cent* in 2022-23 from 3.16 *per cent*, 4.93 *per cent* and 38.24 *per cent* respectively in 2021-22.

### 1.6.1 Fiscal Responsibility (Amendment) Act, 2022

The Kerala Fiscal Responsibility Amendment Act 2022 has mandated the State to eliminate the Revenue Deficit completely by 2021-22 to 2025-2026 and to make revenue surplus in the order of 0.5 percent, 0.8 per cent, 1.2 per cent, 1.7 per cent and 2.5 per cent of GSDP in the years 2021-2022 to 2025-2026, to reduce Fiscal Deficit to 3 per cent of estimated GSDP in 2025-2026 by maintaining the fiscal deficit at a level not exceeding 4.5 per cent, 4 per cent, 3.5 per cent and 3.5 per cent for the periods 2021-2022 to 2024-2025 and reducing it to 3 per cent in 2025-2026, to reduce State's total debt liabilities to 34.70 per cent, 34.50 per cent, 33.70 per cent, 32.80 per cent and 32 per cent of GSDP during the year 2021-2022, 2022-2023, 2023-2024, 2024-2025 and 2025-2026 respectively. Achievements during the year 2022-2023 against fiscal targets laid down in the Act and rules framed there under are as follows:

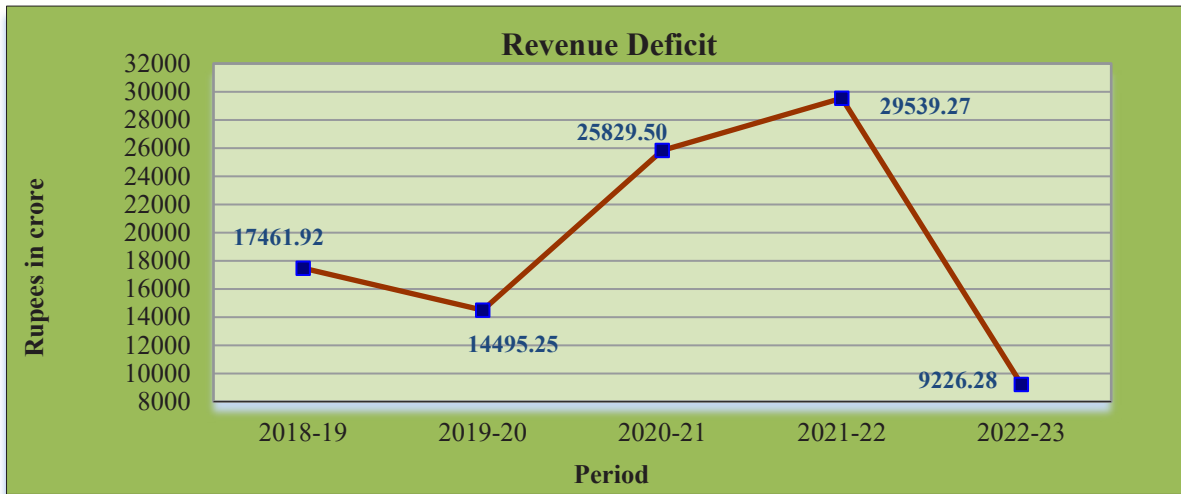
S.No	Financial Parameter	Actual(₹in crore)	Ratio to GSDP*	
			Target	Achievement
1	Revenue Deficit	9226.28	Eliminate Revenue Deficit and to make revenue surplus of 0.8%	0.88 per cent
2	Fiscal Deficit	25554.54	4 per cent**	2.44 per cent
3	Debt and other obligations	385030.37	34.50 per cent	36.80 per cent

\* The GSDP was ₹1046188.14 crore as communicated by Director of Economics and Statistics of the State Government.

\*\* The limit of fiscal deficit is inclusive of 0.5 per cent capital expenditure linked borrowing space and an additional borrowing space of 0.5 per cent of GSDP linked performance in power sector during 2022-2023 to 2025-2026.

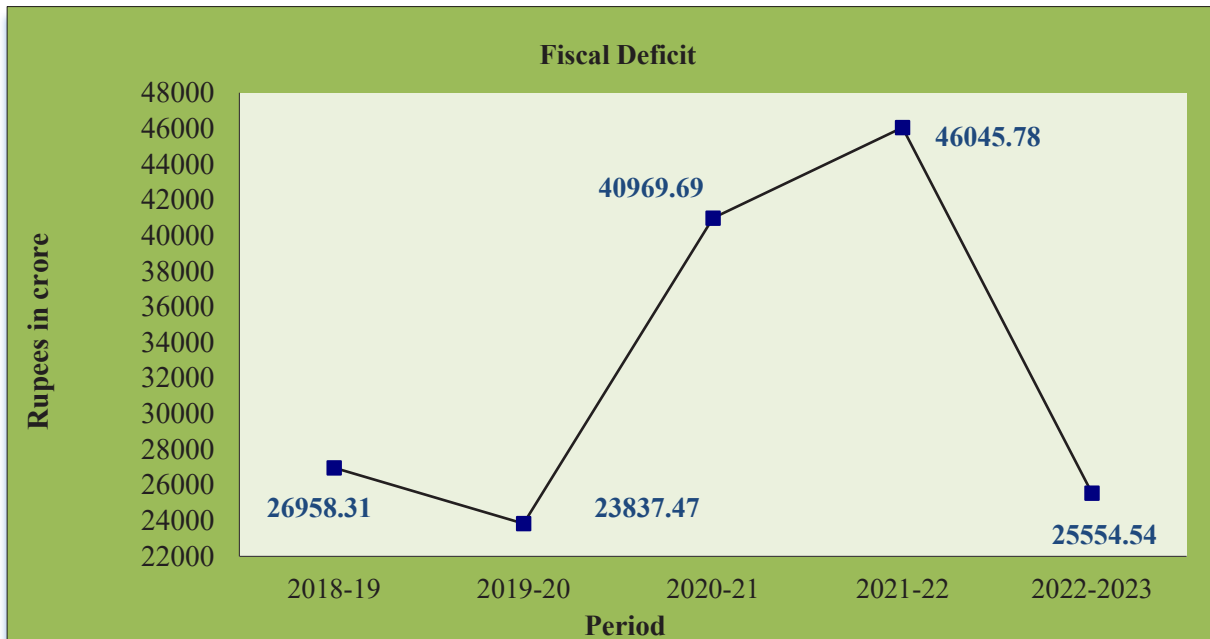
The percentages of Revenue Deficit and Debt and Other liabilities during 2022-23 is more and the percentages of fiscal deficit during 2022-23 is less than the targets mandated in Kerala Fiscal Responsibility Amendment Act, 2022.

### 1.6.2 Trend of Revenue Deficit



### 1.6.3 Trend of Fiscal Deficit

Budget Estimates for 2022-23 provided a fiscal deficit of ₹ 56501.86 crore (5.40 per cent of GSDP) where as the actual fiscal deficit was ₹ 25554.54 crore (2.44 per cent of GSDP). The position for the last five years is as below:



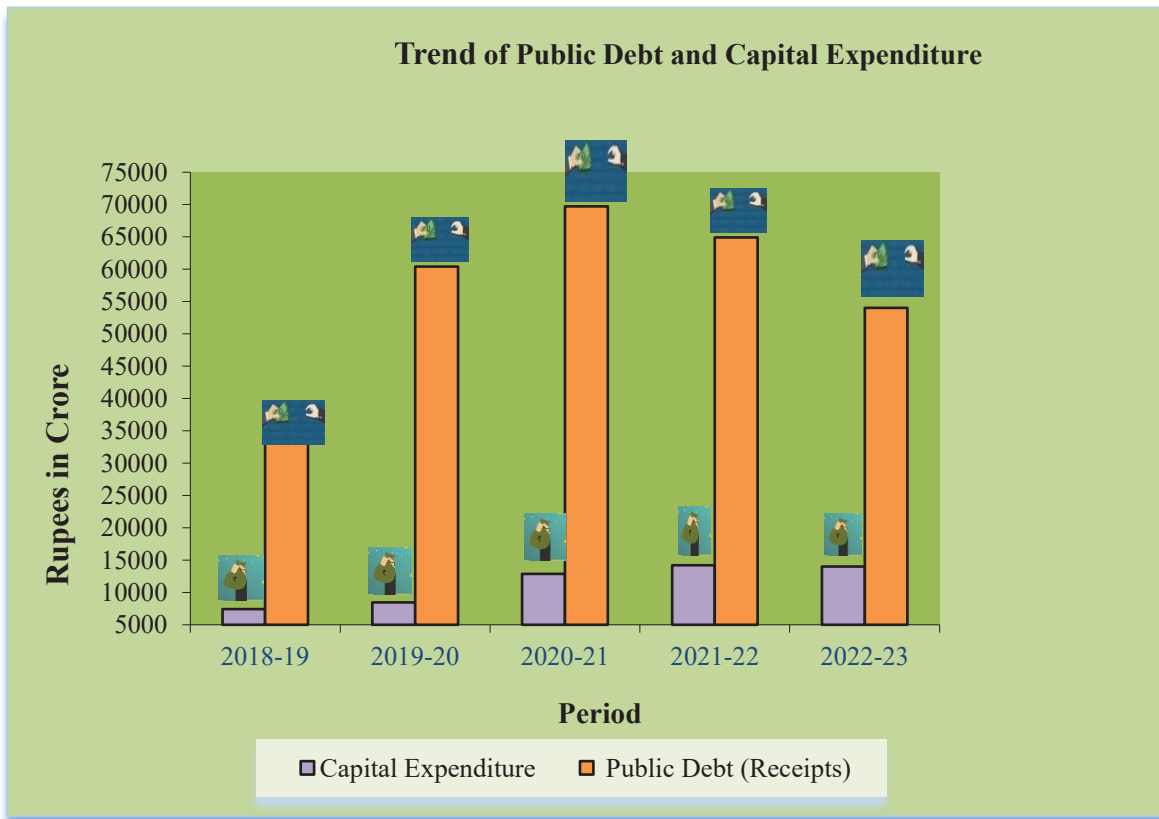


#### 1.6.4 Proportion of borrowed funds spent on Capital expenditure

The capital expenditure is usually met from borrowed funds. It is desirable to fully utilise borrowed funds for the creation of capital assets. Total receipts under Public Debt and the Capital expenditure as a percentage of Public Debt receipts during the last five years are given below:

(₹ in crore)

Year	Public Debt (Receipt)	Capital Expenditure	Capital Expenditure as a percentage of Public Debt receipt
2018-19	33445.92	7430.54	22.22
2019-20	60407.05	8454.80	14.00
2020-21	69735.36	12889.65	18.48
2021-22	64932.14	14191.73	21.86
2022-23	54007.17	13996.56	25.92



## CHAPTER II

### RECEIPTS

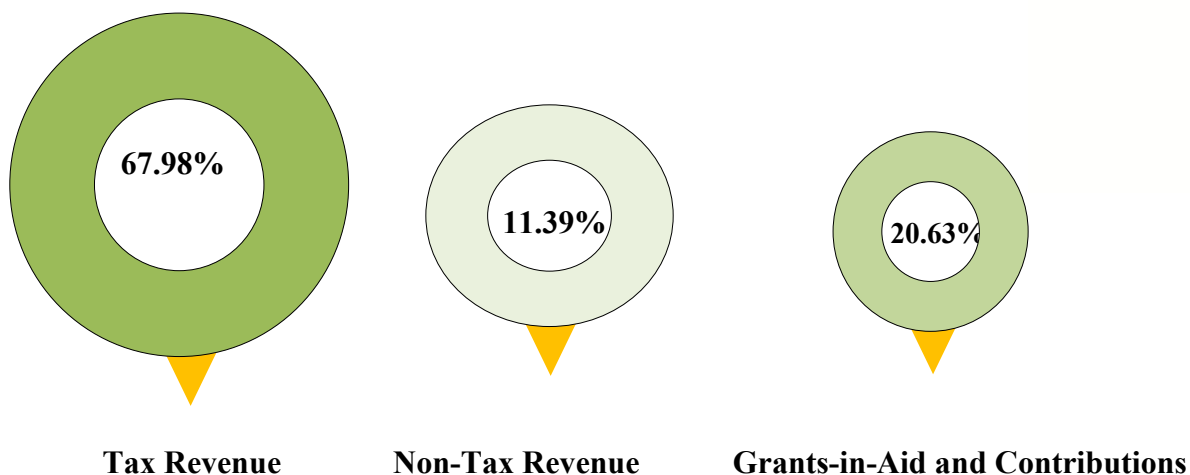
#### 2.1 Introduction

Receipts of the Government are classified as Revenue Receipts and Capital Receipts. Total Receipts for 2022-23 were ₹ 158738.42 crore (Revenue Receipts ₹ 132724.65 crore and Capital Receipts ₹ 26013.77 crore). Revenue receipts comprises Tax Revenue (₹ 90228.84 crore), Non-Tax Revenue (₹ 15117.95 crore) and Grants-in-aid and Contributions (₹ 27377.86 crore).

#### 2.2 Revenue Receipts

<b>Tax Revenue</b>	Comprises taxes collected and retained by the State and State's Share of Union taxes under Article 280 (3) of the Constitution
<b>Non-Tax Revenue</b>	Includes interest receipts, dividends, profits etc.
<b>Grants-in-aid</b>	A form of assistance to the State Government from the Union Government. It includes 'External Grant' and 'Aid, Material & Equipment' received from foreign Governments and channelised through the Union Government

## Revenue Receipts



### 2.3 Revenue Receipts Components (2022-23)

Share of various Taxes, Non-Tax revenue and Grants-in-aid and Contributions to total revenue receipts are given below:

(₹ in crore)

Components	Actuals
<b>A. Tax Revenue</b>	<b>90228.84</b>
Goods and Services Tax	34678.67
Taxes on Income and Expenditure	12092.91
Taxes on Property, Capital and Other Transactions	7175.70
Taxes on Commodities and Services other than Goods and Services Tax	36281.56
<b>B. Non-Tax Revenue</b>	<b>15117.95</b>
Interest Receipts, Dividends and Profits	220.89
General Services	12876.08
Social Services	676.85
Economic Services	1344.13
<b>C. Grants-in-aid and Contributions</b>	<b>27377.86</b>
<b>Total - Revenue Receipts</b>	<b>132724.65</b>

## 2.4 Trend of Receipts

The trend of revenue receipts and its percentage to GSDP are presented below:

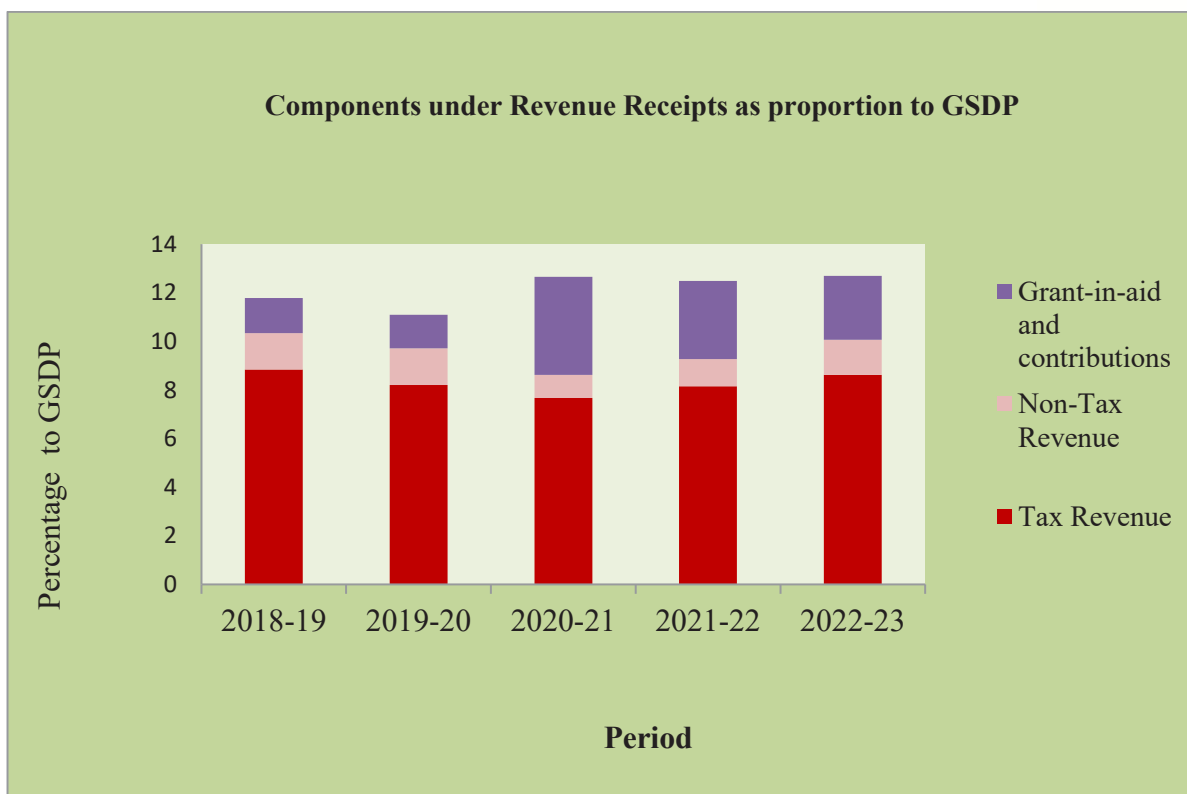
Particulars	(₹ in crore)				
	2018-19	2019-20	2020-21	2021-22	2022-23
Tax Revenue	69682.27	66724.19	59221.24	76160.61	90228.84
	8.84	8.21	7.67	8.15	8.62
Non-Tax Revenue	11783.24	12265.22	7327.31	10462.51	15117.95
	1.49	1.51	0.95	1.12	1.45
Grants-in-aid	11388.96	11235.26	31068.28	30017.12	27377.86
	1.44	1.38	4.03	3.21	2.62
Total Revenue Receipts	92854.47	90224.67	97616.83	116640.24	132724.65
	11.78	11.10	12.65	12.48	12.69
<b>GSDP (*)</b>	<b>788286</b>	<b>812935</b>	<b>771724</b>	<b>934542</b>	<b>1046188</b>

Note: (\*) GSDP figures communicated by Director of Economics and Statistics of the State Government. The figures for 2021-22 are Provisional Estimate. The figures for 2022-23 are Quick Estimate. Figures in parenthesis indicate percentage to GSDP.

(#) Change in figures with respect to previous report is due to adoption of revised GSDP figures.

The GSDP increased by 11.95 *per cent* between 2021-22 and 2022-23, while revenue receipts increased by 13.79 *per cent*. Tax Revenue of ₹ 90228.84 crore and Non-Tax Revenue of ₹ 15117.95 crore during 2022-23 formed 8.62 *per cent* and 1.45 *per cent* respectively of the GSDP. Major portion of Tax Revenue was collected under Taxes on Sales, Trade etc. i.e, ₹ 26875.78 crore and State Goods and Services Tax ₹ 29513.28 representing 2.57 *per cent* and 2.82 *per cent* of the GSDP. Out of the Tax Revenue of ₹ 90228.84 crore, the contributions of State's Own Taxes and Central Tax transfers were ₹ 71968.16 crore and ₹ 18260.68 crore respectively.

Trend of Revenue Receipts relative to GSDP is presented below:



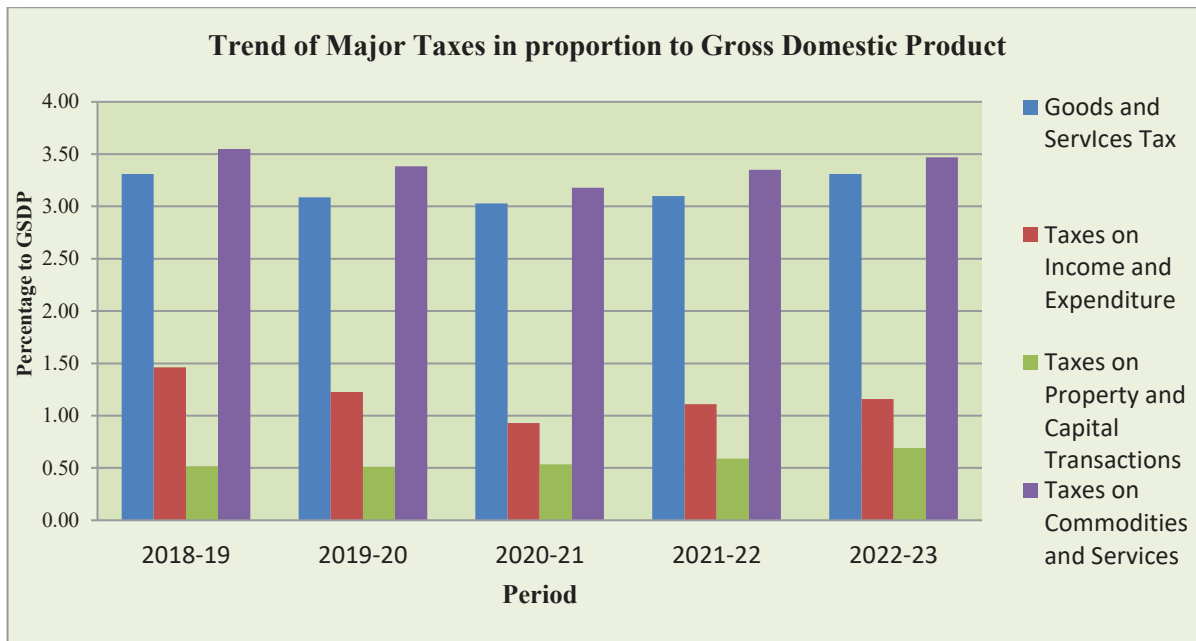
## 2.5 Tax Revenue

### 2.5.1 Sector-wise Tax Revenue

Sector-wise composition of Tax Revenue for the period 2018-19 to 2022-23 is given below:

(₹ in crore)

Particulars	2018-19	2019-20	2020-21	2021-22	2022-23
Goods and Services Tax	26088.85	25101.14	23353.94	29002.48	34678.67
Taxes on Income and Expenditure	11532.30	9974.66	7189.22	10343.47	12092.91
Taxes on Property and Capital Transactions	4075.42	4142.31	4121.22	5488.98	7175.70
Taxes on Commodities and Services other than Goods and Services Tax	27985.70	27506.08	24556.86	31325.68	36281.56
<b>Total Tax Revenue</b>	<b>69682.27</b>	<b>66724.19</b>	<b>59221.24</b>	<b>76160.61</b>	<b>90228.84</b>



## 2.6 Performance of State's Own Tax Revenue collection

An analysis of State's Own Tax Revenue and its percentage to GSDP for the period 2018-19 to 2022-23 are shown below:

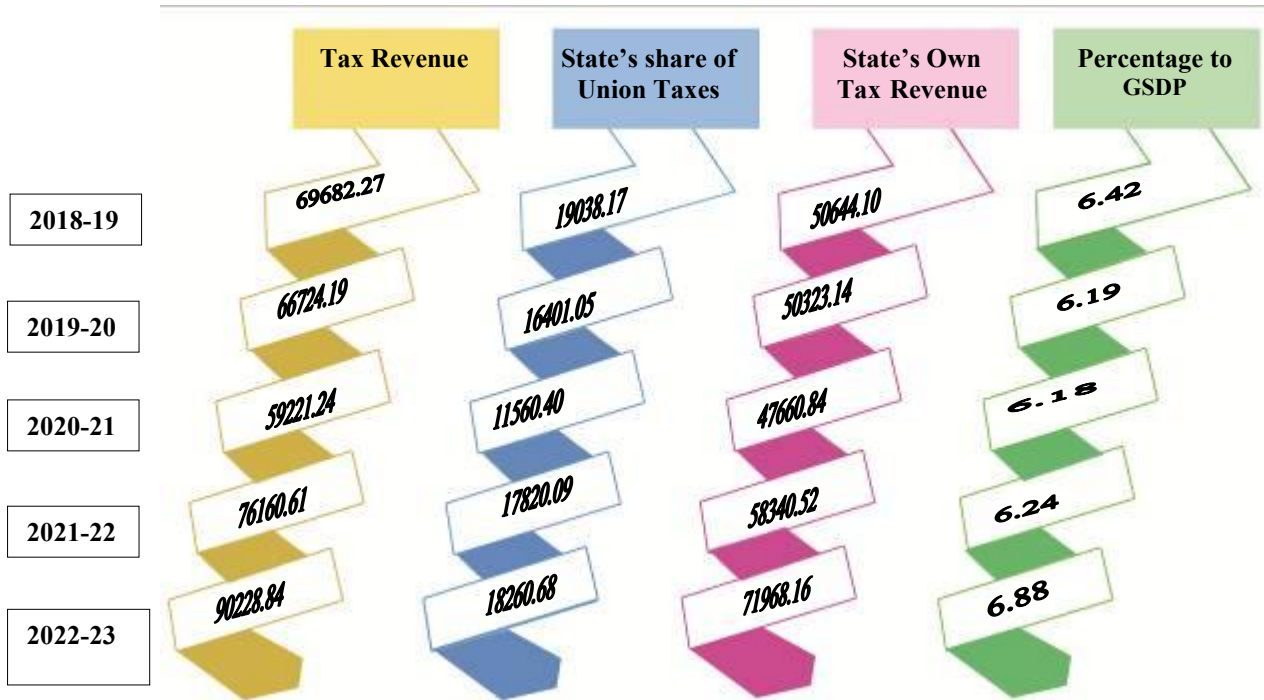
(₹ in crore)

Year	Tax Revenue	State's share of Union Taxes	State's Own Tax Revenue	
			Amount	Percentage to GSDP
2018-19	69682.27	19038.17	50644.10	6.42
2019-20	66724.19	16401.05	50323.14	6.19
2020-21	59221.24	11560.40	47660.84	6.18
2021-22	76160.61	17820.09	58340.52	6.24
2022-23	90228.84	18260.68	71968.16	6.88

The State's Own Tax Revenue collected during 2022-23 was ₹ 13627.64 crore more than the year 2021-22 and ₹ 1779.66 crore more than the budget estimate for the year 2022-23 given in the Medium Term Fiscal Plan 2023-24 to 2025-26 (₹ 70188.50 crore).

## State's Own Tax Revenue

(₹ in crore)



Following table depicts the comparative position of amount of Tax Revenue received from the two sources over a period of five years:

(₹ in crore)

	2018-19	2019-20	2020-21	2021-22	2022-23
State's own Tax collection	50644.10	50323.14	47660.84	58340.52	71968.16
Devolution of Union Taxes	19038.17	16401.05	11560.40	17820.09	18260.68
Total Tax Revenue	69682.27	66724.19	59221.24	76160.61	90228.84
Percentage of State's own tax revenue to Total tax revenue	72.68	75.42	80.48	76.60	79.76

## 2.7 Efficiency of Tax Collection

Tax collection under the major sectors and expenditure on collection for the period 2018-19 to 2022-23 are given below.

### A. Taxes on Property, Capital and other Transactions

(₹ in crore)

Particulars	2018-19	2019-20	2020-21	2021-22	2022-23
Revenue Collection	4075.42	4142.31	4121.22	5488.98	7175.70
Expenditure on Collection	882.96	872.09	818.68	1221.85	1061.76
Percentage of expenditure on collection to revenue collection	21.66	21.05	19.86	22.26	14.80

### B. Taxes on Commodities and Services other than Goods and Services Tax

(₹ in crore)

Particulars	2018-19	2019-20	2020-21	2021-22	2021-22
Revenue collection	27985.70	27506.08	24556.86	31325.68	36281.56
Expenditure on collection	771.27	765.33	731.84	679.76	911.56
Percentage of expenditure on collection to Revenue collection	2.76	2.78	2.98	2.17	2.51



## 2.8 Trend in State's Share of Union Taxes over the past five years

Share of various taxes to total revenue receipts are given below:

(₹ in crore)

Particulars	2018-19	2019-20	2020-21	2021-22	2022-23
Central Goods and Service Tax	4699.14	4654.19	3325.63	4832.67	5165.39
Corporation Tax	6621.02	5592.06	3546.02	5238.12	6109.21
Taxes on Income other than Corporation Tax	4876.10	4381.76	3642.70	5104.81	5983.30
Taxes on Wealth	2.44	0.25	0	1.48	0
Customs	1349.57	1039.60	591.59	1431.33	718.62
Union Excise Duties	896.86	722.80	380.78	898.09	225.48
Service Tax	173.73	0	62.54	294.96	28.59
Others	419.31	10.39	11.14	18.63	30.09
<b>Total State Share of Union Taxes</b>	<b>19038.17</b>	<b>16401.05</b>	<b>11560.40</b>	<b>17820.09</b>	<b>18260.68</b>
<b>Total Tax Revenue</b>	<b>69682.27</b>	<b>66724.19</b>	<b>59221.24</b>	<b>76160.61</b>	<b>90228.84</b>
<b>Percentage of State's share of Union Taxes to total Tax Revenue</b>	<b>27.32</b>	<b>24.58</b>	<b>19.52</b>	<b>23.40</b>	<b>20.24</b>

## 2.9 Grants-in-Aid

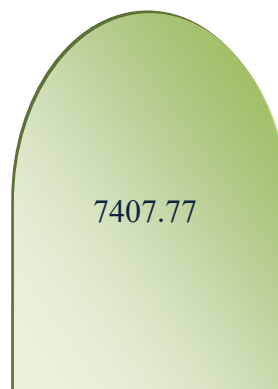
Grants-in-aid represent assistance from Government of India and comprise Grants for Centrally Sponsored Schemes approved by NITI Aayog, Grants recommended by the Finance Commission and Other grants. Total receipts during the year 2022-23 under Grants-in-aid were ₹ 27377.86 crore as shown below:-



**Finance Commission Grants**

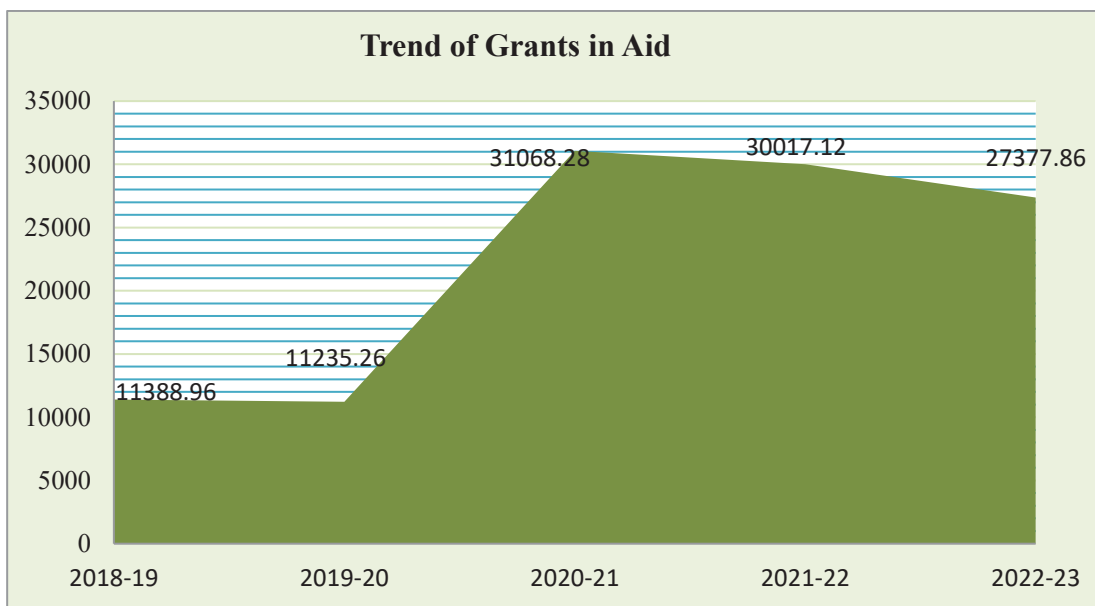


**Centrally Sponsored Schemes**



**Other Grants/Grants to States**

**2.9.1** Trend of Grants-in-Aid received for the period 2018-19 to 2022-23 is given below:



## 2.10 Public Debt

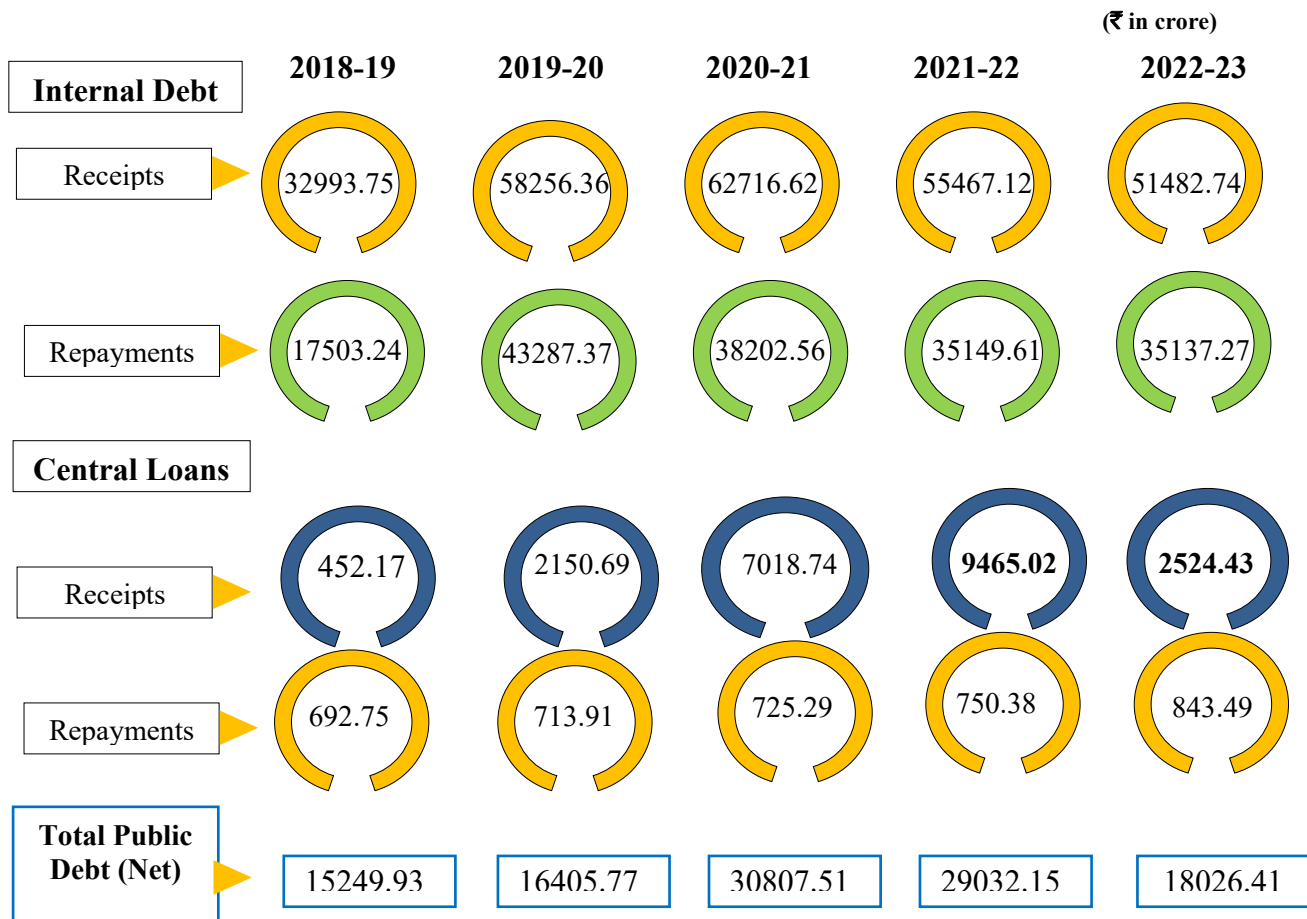
The section Public Debt comprises 'Internal Debt' and 'Loans and Advances from Central Government' and their repayments made by Government.

### 2.10.1 Trend of Public Debt over the past five years

The trend of Public Debt receipts and repayments over the past five years is as under:

(₹ in crore)

Year	Internal Debt		Loans and Advances from Central Government		Total Public Debt (Net)
	Receipts	Repayments	Receipts	Repayments	
2018-19	32993.75	17503.24	452.17	692.75	15249.93
2019-20	58256.36	43287.37	2150.69	713.91	16405.77
2020-21	62716.62	38202.56	7018.74	725.29	30807.51
2021-22	55467.12	35149.61	9465.02	750.38	29032.15
2022-23	51482.74	35137.27	2524.43	843.49	18026.41



## CHAPTER III

### EXPENDITURE

#### 3.1 Introduction

Expenditure is classified as Revenue expenditure and Capital expenditure. It is further classified as Plan and Non-Plan. Revenue expenditure is incurred to meet expenses for the day-to-day running of the Government. Capital expenditure is used to create permanent assets to enhance the utility of such assets or to reduce permanent liabilities.

In Government accounts, expenditure is classified into three sectors: General Services, Social Services and Economic Services. The significant areas of expenditure covered under these sectors are mentioned in table given below:

● <b>General Services</b>	Include Administration of Justice, Police, Jail, PWD, Pension etc.
● <b>Social Services</b>	Include Education, Health & Family Welfare, Water Supply, Welfare of SC-ST etc.
● <b>Economic Services</b>	Include Agriculture, Rural Development, Irrigation, Co-operation, Energy, Industries, Transport etc.

#### 3.2 Revenue Expenditure

Revenue expenditure for 2022-23, ₹141950.93 crore (comprising Non-Plan expenditure of ₹ 124592.41 crore and Plan expenditure of ₹17358.52 crore) was less than the budget estimates by ₹ 26570.89 crore (less by ₹ 18995.19 crore under 'Non-Plan' and ₹ 7575.70

crore under 'Plan').The shortfall of expenditure against Budget Estimates under Revenue Section during the past five years is given below.

(₹ in crore)

Particulars	2018-19	2019-20	2020-21	2021-22	2022-23
<b>Budget Estimates</b>	129163.06	131087.24	145222.93	162400.05	168521.82
<b>Actuals</b>	110316.39	104719.92	123446.33	146179.51	141950.93
<b>Shortfall</b>	18846.67	26367.32	21776.60	16220.54	26570.89
<b>Percentage of shortfall over Budget Estimates</b>	14.59	20.11	15.00	9.99	15.77

Around 63.86 per cent of the total revenue expenditure was incurred on committed expenses viz. on Salaries and Wages (₹ 39389.65 crore) , Interest payment (₹25176.36 crore) and Pension Payments (₹26090.04 crore) which is the committed liability of the State Government.

The position of committed and uncommitted revenue expenditure over the last five years is given below:

(₹ in crore)

Component	2018-19	2019-20	2020-21	2021-22	2022-23
<b>Total Revenue Expenditure</b>	110316.39	104719.92	123446.33	146179.51	141950.93
<b>Committed Revenue Expenditure</b>	69943.53	72649.90	75233.15	95981.59	90656.05
<b>Percentage of committed expenditure to Revenue Expenditure</b>	63.40	69.38	60.94	65.66	63.86
<b>Uncommitted revenue Expenditure</b>	40372.86	32070.02	48213.18	50197.92	51294.88

It may be seen that the uncommitted revenue expenditure available for implementation of various schemes has increased during the year 2022-23. The total revenue expenditure increased by 28.68 per cent from ₹ 110316.39 crore in 2018-19 to ₹ 141950.93 crore in 2022-23.

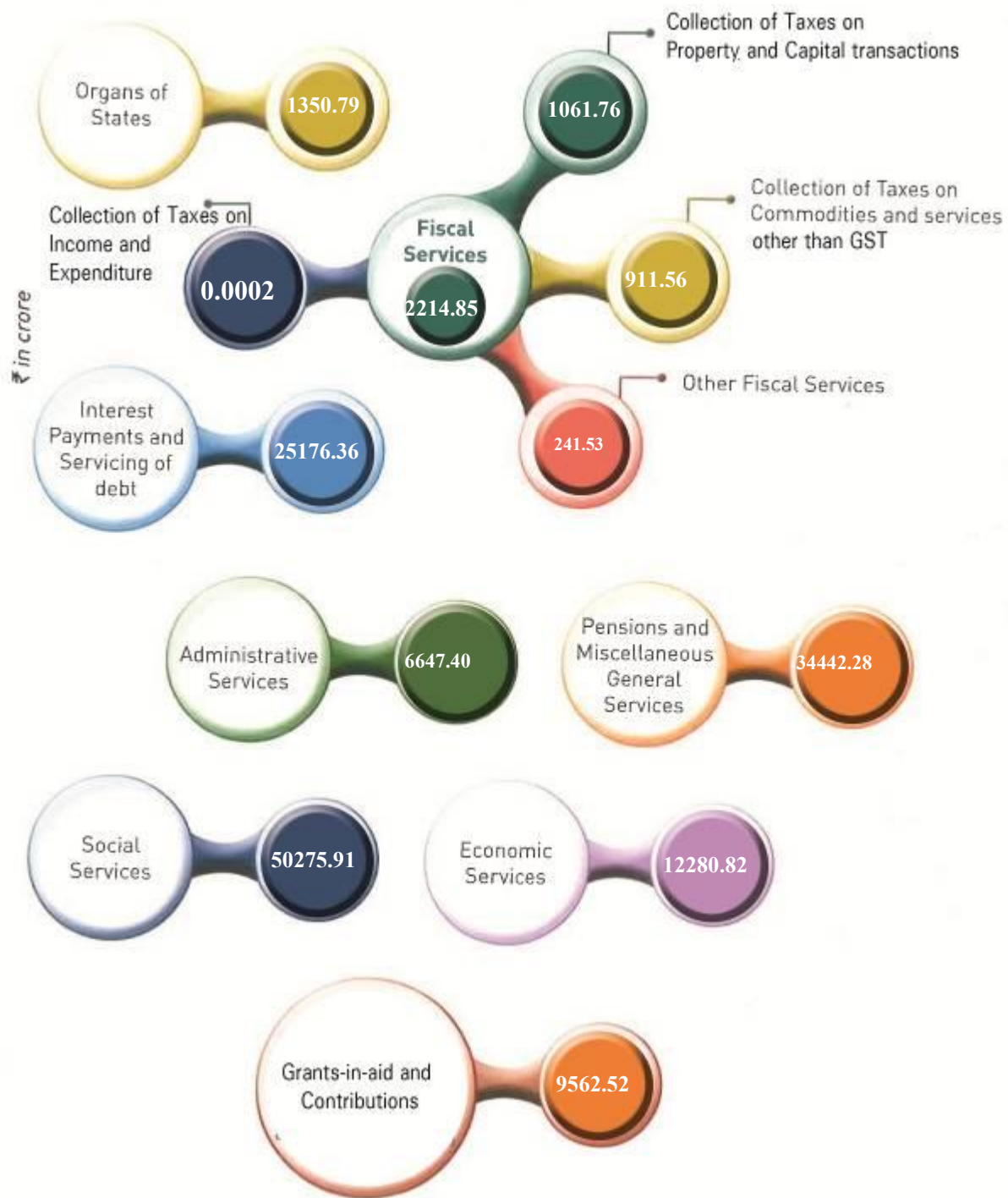
### 3.2.1 Sectoral distribution of Revenue Expenditure

Sectoral distribution of expenditure and its percentage to total revenue expenditure are given below:

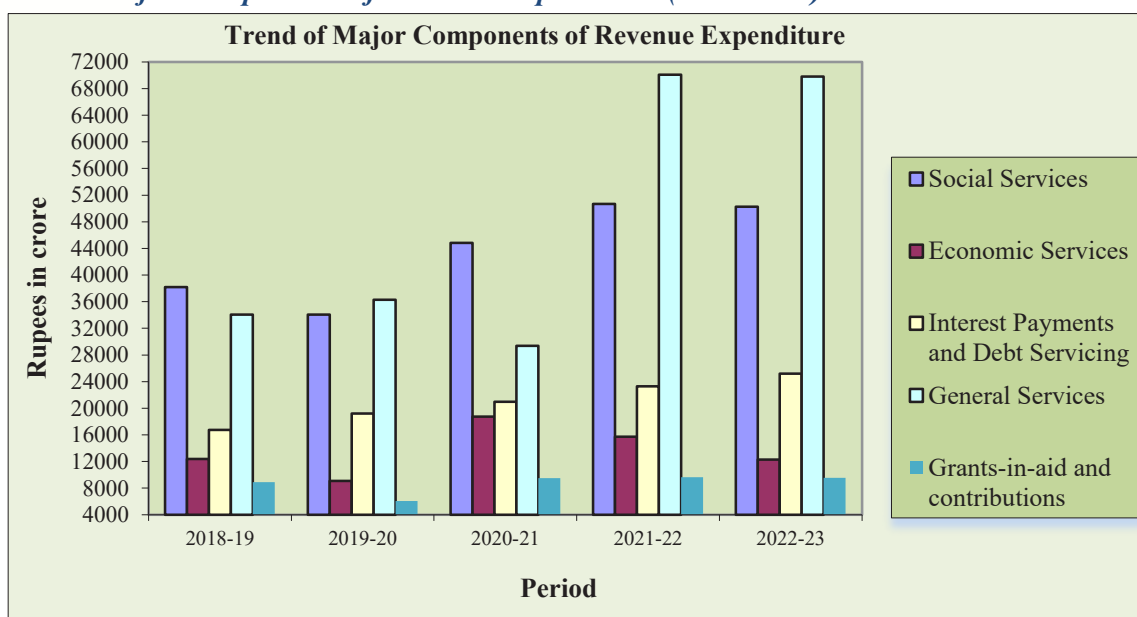
(₹ in crore)

	Components	Amount	Percentage to Total Revenue Expenditure
<b>A</b>	<b>General Services</b>	<b>69831.68</b>	<b>49.19</b>
<b>a</b>	<b>Organs of State</b>	1350.79	<b>0.95</b>
<b>b</b>	<b>Fiscal Services</b>	<b>2214.85</b>	<b>1.56</b>
i)	Collection of Taxes on Income and Expenditure	0.0002	<b>0.00*</b>
ii)	Collection of Taxes on Property and Capital transactions	1061.76	<b>0.75</b>
iii)	Collection of Taxes on Commodities and Services other than Goods and Services Tax	911.56	<b>0.64</b>
iv)	Other Fiscal Services	241.53	<b>0.17</b>
<b>c</b>	<b>Interest Payments and Servicing of Debt</b>	25176.36	<b>17.74</b>
<b>d</b>	<b>Administrative Services</b>	6647.40	<b>4.68</b>
<b>e</b>	<b>Pensions and Miscellaneous General Services</b>	34442.28	<b>24.26</b>
<b>B</b>	<b>Social Services</b>	50275.91	<b>35.42</b>
<b>C</b>	<b>Economic Services</b>	12280.82	<b>8.65</b>
<b>D</b>	<b>Grants-in-aid and Contributions</b>	9562.52	<b>6.74</b>
	<b>Total Expenditure (Revenue Account)</b>	<b>141950.93</b>	<b>100.00</b>

\*Amount negligible



### 3.2.2 Major Components of Revenue Expenditure (2018-2022)



Note: - General Services excludes MH 2049 (Interest payments).

### 3.3 Capital Expenditure

Capital disbursements for 2022-23, ₹ 16787.49 crore (comprising Non-Plan expenditure of ₹ 1396.04 crore and Plan expenditure of ₹ 15391.45 crore) were less than the budget estimates by ₹ 5664.04 crore due to less disbursement under Non-Plan (₹ 4700.21 crore) and Plan (₹ 963.83 crore).

The growth in capital expenditure and growth of GSDP since 2018-19 can be seen from the table below:

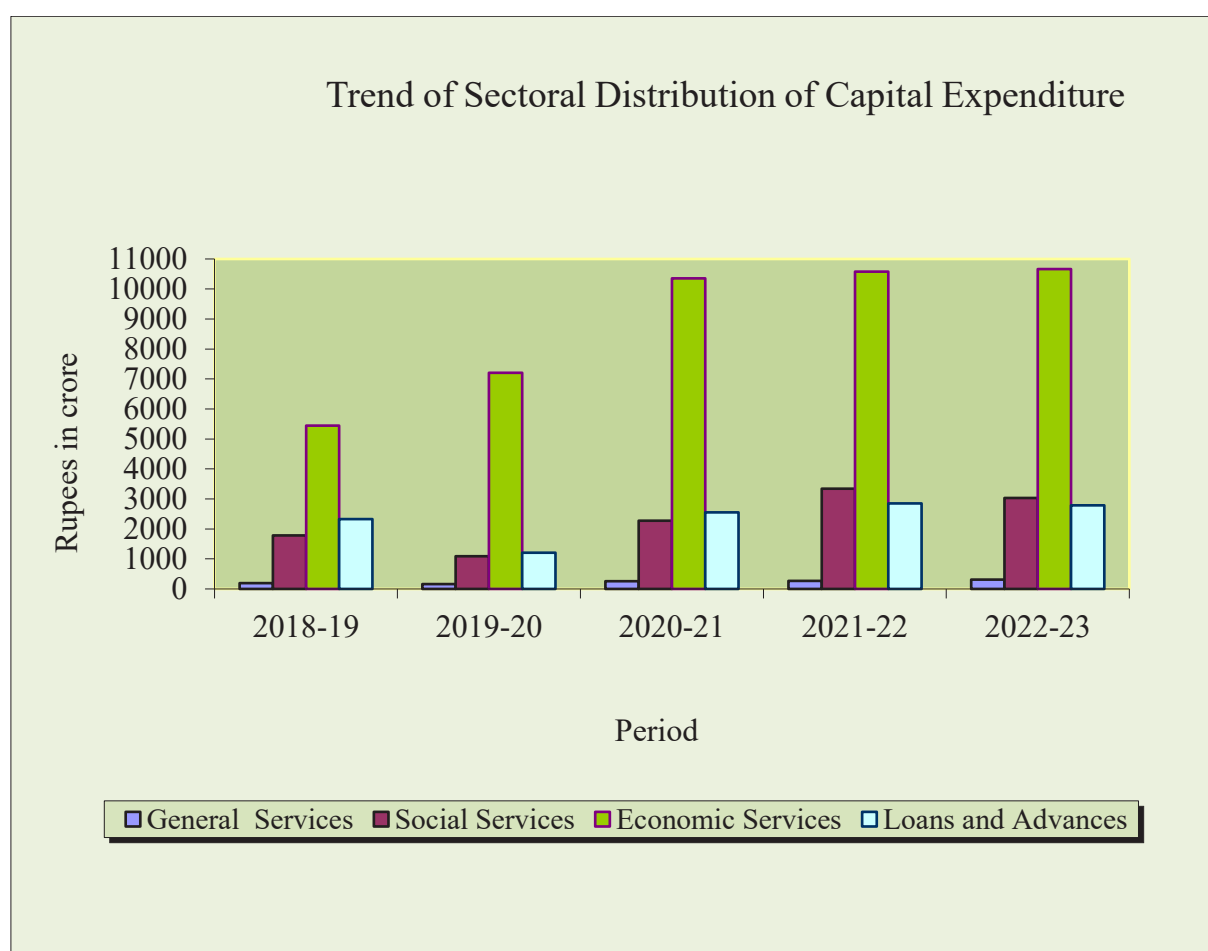
		(₹ in crore)				
S.No	Components	2018-19	2019-20	2020-21	2021-22	2022-23
1	Budget(B.E)	15495.40	18816.79	17643.28	20822.34	22451.53
2	Actual Expenditure	9753.43	9665.02	15438.16	17046.02	16787.49
3	Percentage of Actual Expenditure to B.E	62.94	51.36	87.50	81.86	74.77
4	Yearly Growth in Capital Expenditure	(-)5.21%	(-)0.91%	59.73%	10.41%	(-)1.52%
5	GSDP	788286	812935	771724	934542	1046188
6	Yearly Growth in GSDP	12.36%	3.13%	(-)5.07%	21.10%	11.95%



### 3.3.1 Sectoral distribution of Capital Expenditure

Sectoral distribution of capital expenditure and its percentage to total capital expenditure in 2022-23 is given below:

SI No.	Sectors	Amount	(₹ in crore)
			Percentage to Capital Expenditure
1	General Services	306.89	1.83
2	Social Services	3030.08	18.05
3	Economic Services	10659.59	63.50
4	Loans and Advances	2790.93	16.62
	<b>Total</b>	<b>16787.49</b>	<b>100.00</b>



### 3.3.2 Sectoral distribution of capital expenditure and revenue expenditure over the past five years

The comparative sectoral distribution of capital and revenue expenditure over the past five years is given below:

(₹ in crore)

S.No	Sectors		2018-19	2019-20	2020-21	2021-22	2022-23
1	General Services	Capital	197.96	157.42	259.84	268.26	306.89
		Revenue	50827.13	55504.03	50360.72	70110.00	69831.68
2	Social Services	Capital	1784.29	1090.64	2277.90	3342.63	3030.08
		Revenue	38210.77	34044.77	44832.44	50695.61	50275.91
3	Economic Services	Capital	5448.29	7206.74	10351.91	10580.84	10659.59
		Revenue	12379.77	9107.25	18760.72	15713.81	12280.82
4	Grants-in-aid and contributions	Capital	-				
		Revenue	8898.72	6063.87	9492.45	9660.09	9562.52

## CHAPTER IV

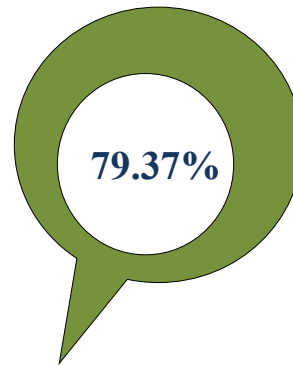
### PLAN & NON-PLAN EXPENDITURE

#### 4.1 Distribution of Expenditure

The distribution of disbursement under Plan and Non-Plan expenditure is given below:



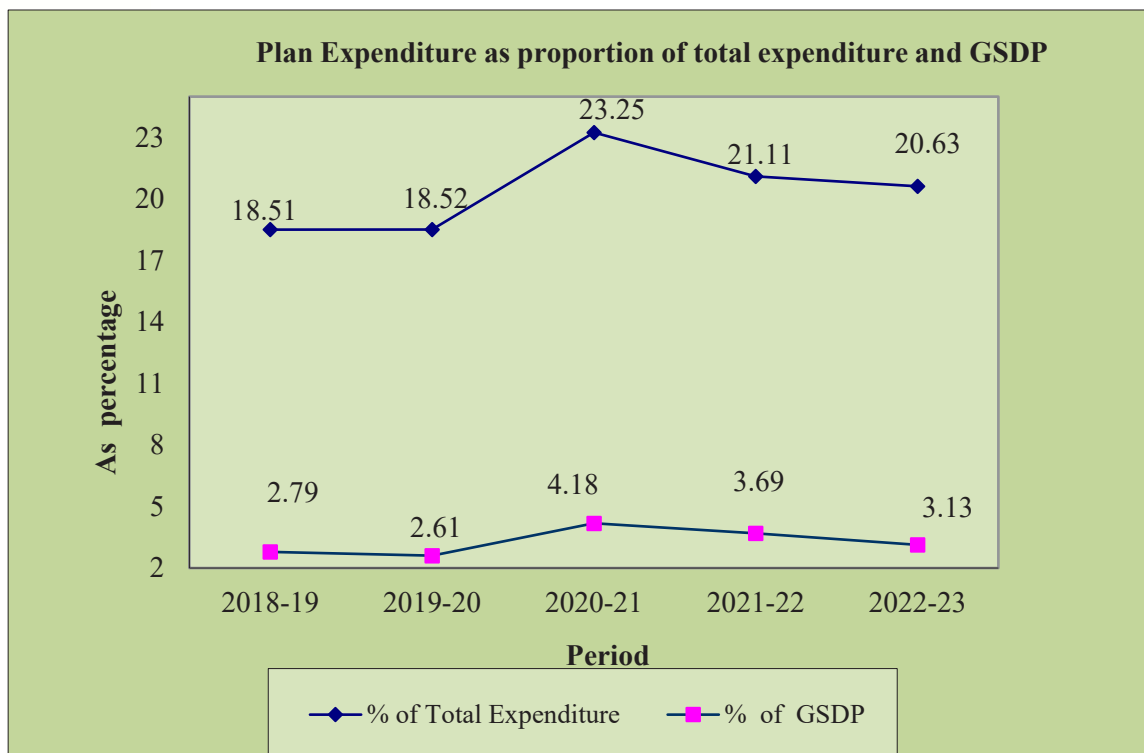
Plan Expenditure



Non- Plan Expenditure

#### 4.2 Plan Expenditure

Plan Expenditure during 2022-23 (₹ 32749.97 crore) consists of ₹ 17358.52 crore under Revenue and ₹ 15391.45 crore under Capital. It represents 20.63 *per cent* of the total expenditure of ₹ 158738.42 crore and comprises ₹ 30010.97 crore under State Plan and ₹ 2739.00 crore under Centrally Sponsored Schemes/Central Assistance Schemes.



#### 4.2.1 Plan expenditure under Capital Account

The plan expenditure under Capital Account during the past five years is given below

(₹ in crore)

Particulars	2018-19	2019-20	2020-21	2021-22	2022-23
Total Capital Expenditure	9753.43	9665.02	15438.16	17046.02	16787.49
Capital Expenditure (plan) (Includes Loans and Advances)	8107.39	9146.54	14350.49	16026.77	15391.45
Percentage of Capital Expenditure (plan) to Total Capital Expenditure	83.12	94.64	92.95	94.02	91.68

(₹ in crore)

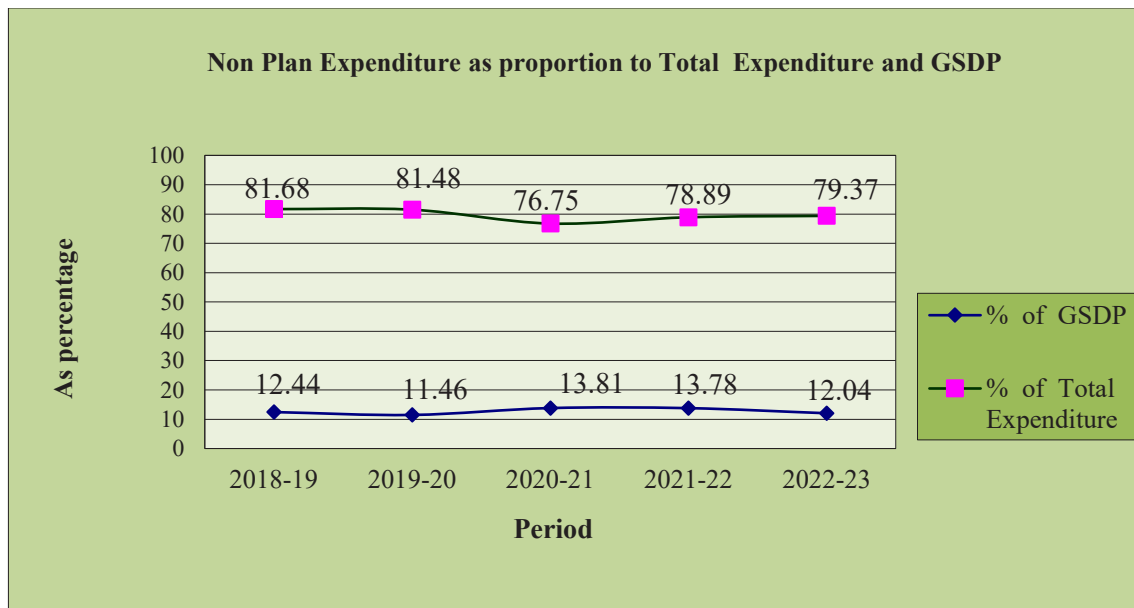
	2018-19	2019-20	2020-21	2021-22	2022-23
Total Capital Expenditure	9753.43	9665.02	15438.16	17046.02	16787.49
Capital Expenditure (plan)	8107.39	9146.54	14350.49	16026.77	15391.45
Percentage of Capital Expenditure (plan) to Total Capital Expenditure	83.12	94.64	92.95	94.02	91.68

#### 4.2.2 Plan expenditure on Loans and Advances

Plan expenditure on Loans and Advances during 2022-23 was ₹ 2130.99 crore under 17 Loan Major Heads of Account.

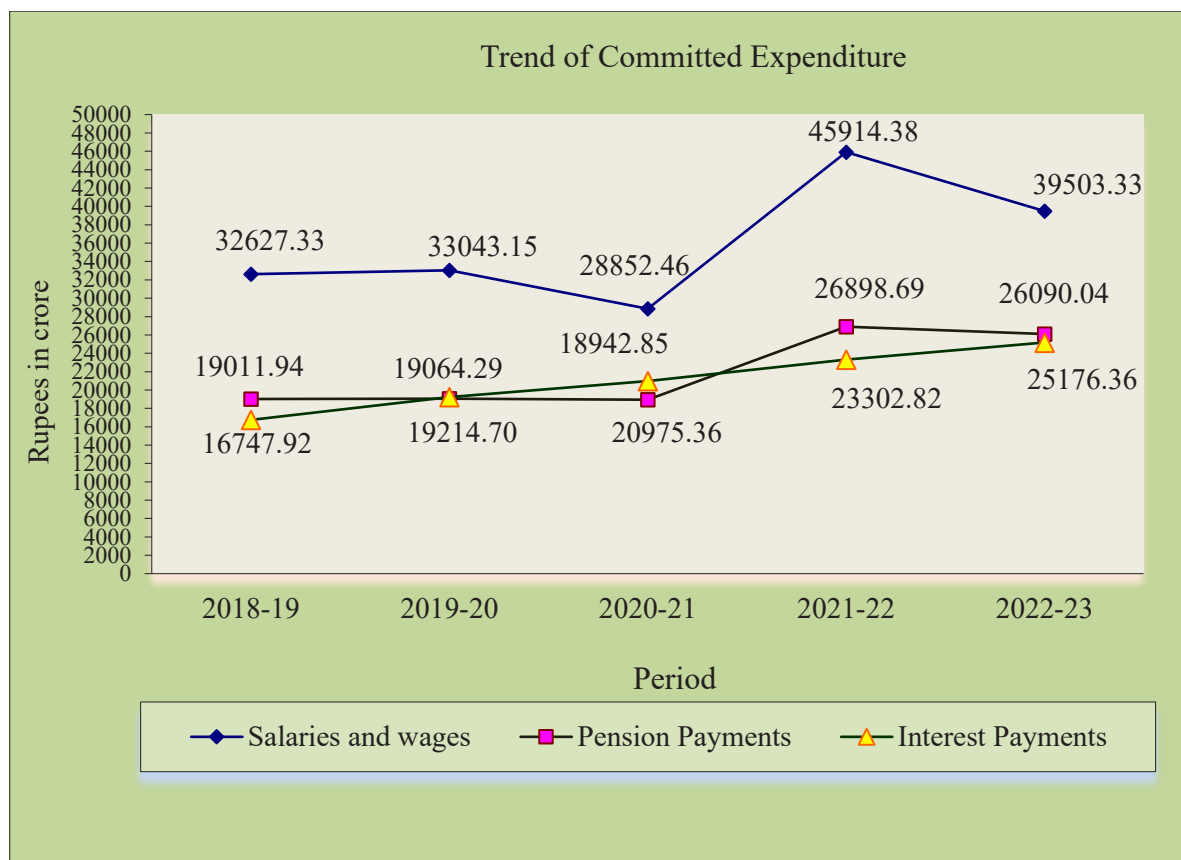
#### 4.3 Non-Plan Expenditure

Non-Plan expenditure during 2022-23 (₹ 125988.45 crore) consists of ₹ 124592.41 crore under Revenue and ₹ 1396.04 crore under Capital. It represents 79.37 per cent of the total expenditure of ₹ 158738.42 crore.



#### 4.4 Committed Expenditure

The committed expenditure of the State Government mainly consists of expenditure on interest, pension, salaries and wages. Chart representing trends of committed expenditure during the last five years is given below:



The ratio of salaries and wages, interest payments and pension (Committed Expenditure) to Revenue Receipts of the State during the current year was 68.39 per cent.

Committed expenditure and its percentage to Revenue Receipts and Revenue Expenditure during the past five years are given below:

(₹ in crore)

Component	2018-19	2019-20	2020-21	2021-22	2022-23
<b>Committed Expenditure</b>	70050.20	72751.15	75318.15	96115.89	90769.73
<b>Revenue Expenditure</b>	110316.39	104719.92	123446.33	146179.51	141950.93
<b>Percentage of committed expenditure to Revenue Receipts</b>	75.44	80.63	77.16	82.40	68.39
<b>Percentage of committed expenditure to Revenue Expenditure</b>	63.50	69.47	61.01	65.75	63.94

Pension payments during 2022-23 was ₹ 598.55 crore less than the projection made by State Government in Medium Term Fiscal Plan (₹ 26688.59 crore). The expenditure on salaries and wages (including the salary of staff of State aided educational institutions paid by Government) during the year 2022-23 was ₹ 39503.33 crore constituting 29.76 *per cent* of the revenue receipts and 27.83 *per cent* of the revenue expenditure. The salary expenditure is 41.92 *per cent* of revenue expenditure net of interest and pension payments and it is ₹ 369.93 crore less than the projection made by State Government in Medium Term Fiscal Plan (₹ 38383.47 crore).

## CHAPTER V

### APPROPRIATION ACCOUNTS

#### 5.1 Summary of Appropriation Accounts

The Appropriation Accounts of the Government of Kerala for the year 2022-23 present the accounts of sums expended in the year ended 31 March 2023 compared with the sums specified in the Schedules appended to the Appropriation Acts passed by the State Legislature under Articles 204 and 205 of the Constitution of India.

As per the Appropriation Accounts of the State for the year 2022-23, the actual expenditure was ₹202871.94 crore and it comprised ₹149902.74 crore Revenue Expenditure, ₹14197.50 crore Capital Expenditure, ₹35980.76 crore repayment of Public Debt and ₹2790.93 crore Loans and Advances. There were Savings under these sections with reference to total Grants/Appropriation allocated by the State Legislature as indicated below:

(₹ in crore)

Sl. No.	Nature of expenditure	Original Grant/ Appropriation	Supplementary Grant/ Appropriation	Total	Actual Expenditure	Savings (-) Excess (+)
1	<b>Revenue</b>					
	Voted	132051.77	11193.18	143244.95	124106.77	19138.18
	Charged	26489.66	262.76	26752.42	25795.97	956.45
2	<b>Capital</b>					
	Voted	14878.06	4368.72	19246.78	14044.69	5202.09
	Charged	30.60	178.87	209.47	152.81	56.66
3	<b>Public Debt</b>					
	Charged	55197.75	0.00	55197.75	35980.76	19216.99
4	<b>Loans and Advances</b>					
	Voted	1630.86	1346.47	2977.33	2790.77	186.56
	Charged		0.07	0.07	0.16	(-) 0.09
	<b>Total</b>	230278.70	17350.07	247628.77	202871.93	44756.84



## 5.2 Trend of Savings/Excess during the past five years

Trend of Savings/Excess during the past five years is given below:

(₹ in crore)

Year	Savings (-)/Excess (+)				Total
	Revenue	Capital	Public Debt	Loans & Advances	
2018-19	(-)14623.76	(-)5271.53	3363.84	(-)121.85	(-)16653.30
2019-20	(-)21866.16	(-)8689.97	336.63	(-)427.31	(-)30646.81
2020-21	16293.53	2271.61	5865.03	(-)360.76	24069.41
2021-22	11374.90	3749.71	16558.58	(-)118.47	31564.72
2022-23	20094.63	5258.75	19216.99	186.47	44756.84

### 5.2.1 Excess over provision requiring regularisation

The Appropriation Accounts disclosed excess expenditure of ₹2.15 crore under Revenue Charged Section, ₹0.08 crore under Capital charged section. This excess expenditure of ₹2.23 crore requires regularisation under Article 205 of the Constitution of India.

(₹ in crore)

Sl. No	Number and title of Grant/Appropriation	Total grant/appropriation	Expenditure	Excess
	<b>Charged Appropriation - Revenue</b>			
1	IV Elections	0.00	2.10	2.10
2	XXV Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities	0.01	0.06	0.05
	<b>Total Charged Appropriation - Revenue</b>	<b>0.01</b>	<b>2.16</b>	<b>2.15</b>

Sl. No	Number and title of Grant/Appropriation	Total grant/appropriation	Expenditure	Excess
	<b>Charged Appropriation - Capital</b>			
1	XII Police	0.00	0.08	0.08
	<b>Total Charged Appropriation - Capital</b>	<b>0.00</b>	<b>0.08</b>	<b>0.08</b>
	<b>Grand Total</b>	<b>0.01</b>	<b>2.24</b>	<b>2.23</b>

### 5.2.2 Significant Savings

Some Grants with significant savings (percentage) during the last five years are given below

(₹ in crore)

Grant No.	Nomenclature	2018-19	2019-20	2020-21	2021-22	2022-23
<b>REVENUE VOTED</b>						
XXII	Urban Development	61	47	37	52	10
XXXVI	Rural Development	69	80	60	75	71
<b>CAPITAL VOTED</b>						
XXVIII	Miscellaneous Economic Services	51	62	27	16	12
XXIX	Agriculture	44	40	21	17	30

### 5.2.3 Unnecessary Supplementary Grants

Supplementary provisions aggregating ₹ 4224.32 crore, obtained in 28 cases during the year, proved unnecessary as the expenditure did not come up to the level of the original provisions as given below:

(₹ in crore)

GrantNo.	Nomenclature	Original provision	Supplementary provision	Actual Expenditure
<b>Revenue Voted</b>				
II	Heads of States, Ministers and Headquarters Staff	686.18	64.40	643.08
III	Administration of Justice	1011.07	29.56	949.09
IX	Taxes on Vehicles	217.73	3.40	204.28
XI	District Administration and Miscellaneous	855.62	20.19	837.85
XII	Police	4635.81	79.70	4351.22
XIII	Jails	184.22	15.63	179.39
XIV	Stationery and Printing and Other Administrative Services	645.05	3.30	568.18
XV	Public Works	3772.32	133.46	3013.22
XVII	Education, Sports Art and Culture	25220.28	564.66	22208.80
XXIII	Information and Publicity	105.35	9.12	86.42
XXV	Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities	3071.95	60.00	2421.81
XXIX	Agriculture	3207.06	64.16	2300.73
XXX	Food	1930.21	284.00	1487.91
XXXVII	Industries	661.41	1.41	477.34
XXXVIII	Irrigation	435.66	9.57	395.03
XLII	Tourism	243.16	6.90	202.25
	<b>Total</b>	<b>46883.08</b>	<b>1349.46</b>	<b>40326.60</b>
<b>Revenue Charged</b>				
I	State Legislature	0.72	0.06	0.55
III	Administration of Justice	181.46	4.44	170.61
XI	District Administration and Miscellaneous	1.12	0.06	1.09
XII	Police	6.23	0.50	6.12
	<b>Total</b>	<b>189.53</b>	<b>5.06</b>	<b>178.37</b>
<b>Capital – Voted</b>				
XV	Public Works	2493.91	817.34	2754.94
XX	Water Supply and Sanitation	1863.06	1898.06	1753.36

XXV	Welfare of SC,ST, Other Backward Classes and Minorities	261.57	20.00	175.13
XXVIII	Miscellaneous Economic Services	4521.00	18.11	3998.65
XXIX	Agriculture	292.35	51.06	243.38
XXX	Food	133.43	4.52	93.10
XXXVII	Industries	1251.72	12.08	911.95
XXXVIII	Irrigation	382.00	48.63	265.46
	<b>Total</b>	<b>11199.04</b>	<b>2869.80</b>	<b>10195.97</b>

### 5.3 Advances from Contingency Fund

The Contingency Fund of the State has been established under the Kerala Contingency Fund Act, 1957 in terms of provisions of Article 267 (2) of the Constitution of India. Advances from the Fund are to be made only for meeting expenditure of an unforeseen and emergent nature, postponement of which, till its authorisation by the Legislature, would be undesirable. The Fund is in the nature of an imprest and its current corpus is ₹ 100 crore. The following details indicate the extent to which this fund was used during the last five years.

(₹ in crore)

	2018-2019	2019-2020	2020-2021	2021-2022	2022-23
Number of withdrawals from Contingency Fund	1	1	Nil	Nil	Nil
Total withdrawals from Contingency Fund (Rupees in crore)	2.12	75.00	Nil	Nil	Nil
Withdrawals from Contingency Fund as percentage to total Budget provision	0.001	0.05	Nil	Nil	Nil

## CHAPTER VI

### ASSETS AND LIABILITIES

#### 6.1 Assets

In the existing Government accounting system, comprehensive accounting of fixed assets like land and building owned by the Government is not done. However, the government accounts do capture the financial liabilities of Government and the assets created out of the expenditure incurred.

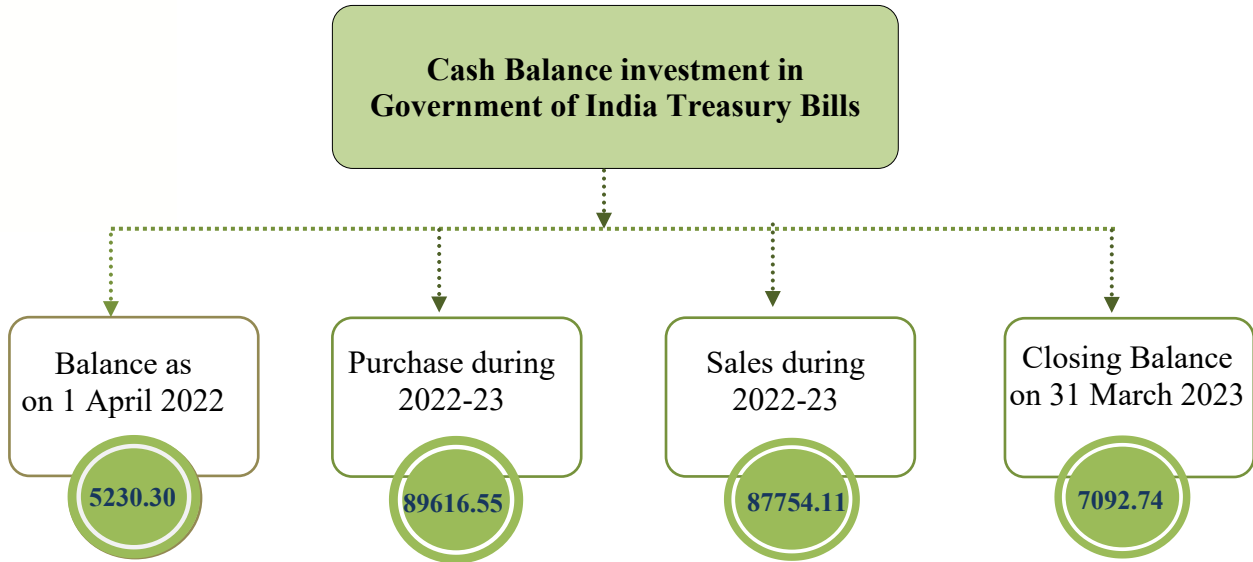
Total investments as share capital in Statutory Corporations, Government Companies, Other Joint Stock Companies, Co-operative Banks and Societies etc. stood at ₹ 11346.82 crore at the end of 2022-23. Dividends received during the year were ₹ 48.93 crore (0.43 per cent of investment). During 2022-23, investments increased by ₹ 835.19 crore and dividend income decreased by ₹ 179.04 crore.

The cash balance with the Government excluding departmental balances (PWD, Forest etc.) increased from ₹ (-)293.86 crore at the beginning of the year 2022-23 to ₹182.69 crore at its end. Government had invested an amount of ₹ 89616.55 crore on treasury bills on 98 occasions and rediscounted Treasury Bills worth ₹ 87754.11 crore on 108 occasions during the year 2022-23.

(₹ in crore)

Cash Balance investment in Government of India Treasury Bills			
Balance as on 1 April 2022	Purchases during 2022-23	Sales during 2022-23	Closing Balance on 31 March 2023
5230.30	89616.55	87754.11	7092.74

(₹ in crore)



## 6.2 Debt and Liabilities

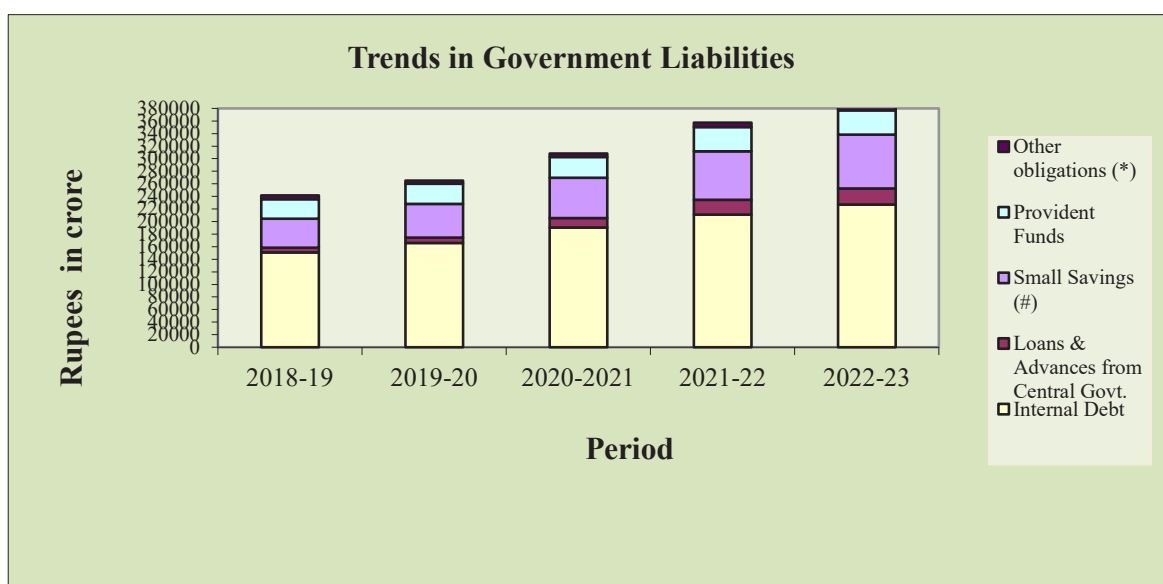
Outstanding Public Debt of the State at the end of 2022-23 was ₹ 252506.28 crore, comprising Internal Debt (₹227137.07 crore) and Loans and Advances from Central Government (₹ 25369.21 crore). Other liabilities accounted under Public Account were ₹ 132524.10 crore. The State also acts as a banker and trustee in respect of Small Savings, Provident Funds and Deposits. There was an overall increase of ₹ 9611.20 crore in respect of such liabilities of the State Government during 2022-23.

Interest payments on debt and other liabilities totaling ₹ 25132.29 crore constituted 17.70 percentage of revenue expenditure of ₹ 141950.93 crore. Interest payments on Public Debt were ₹ 16882.59 crore ((Internal Debt: ₹ 16609.12 crore (excluding Management debt of ₹ 44.25 crore and Loans and Advances from Central Government: ₹ 273.47 crore)). Expenditure on account of interest payments increased by ₹ 1847.21 crore during 2022-23.

Internal debt of ₹ 51482.74 crore was raised during 2022-23. The debt obligations discharged on this account were ₹ 35137.27 crore. Details of the Public Debt and the total liabilities of the State Government are as under:

(₹ in crore)

	Internal Debt	Loans & Advances from Central Govt.	Total Public Debt	Small Savings (#)	Provident Funds	Other obligations (*)	Total Liabilities	Percentage of total liabilities to GSDP
2018-19	150991.04	7243.41	158234.45	46401.37	30995.69	5983.00	241614.51	30.65
2019-20	165960.03	8680.19	174640.22	53597.11	32074.06	5050.97	265362.36	32.64
2020-21	190474.09	14973.64	205447.73	64363.07	32856.07	5719.14	308386.01	39.96
2021-22	210791.59	23688.27	234479.86	77415.12	38251.48	7246.29	357392.77	38.24
2022-23	227137.07	25369.21	252506.28	85987.60	38203.31	8333.18	385030.37	36.80



(\*) Includes Reserve Funds and Deposits

(#) Includes Trusts and Endowments and Insurance and Pension Funds.

### 6.3 Guarantees

Government gives guarantees for due discharge of certain liabilities like repayment of loans, share capital, payment of interest, dividend etc. by Statutory Corporations, Government Companies, Co-operative Banks, Societies etc. As per section 3 of the Kerala Government Guarantees Act, 2003 amended vide 'Kerala Finance (No.2) Act, 2022', the total outstanding Government Guarantees shall be within the limit of 'five percent of the Gross State Domestic Product (GSDP) of the State as calculated by the Department of Economics and Statistics for

the respective financial year'. This Act came into force with effect from 01 April 2018. The position of guarantees for the period 2018-19 to 2022-23 is given below:

(₹ in crore)

At the end of the year	Amount Guaranteed	Amount outstanding
2018-19	46795.99	26834.65
2019-20	43433.30	27757.01
2020-21	49076.88	36600.98
2021-22	60604.04	44369.85
2022-23	75895.65	50374.49

(₹ in crore)

At the end of the year	Amount Guaranteed (Principal only)	Amount outstanding (Principal and Interest)
2018-19	46795.99	26834.65
2019-20	43433.30	27757.01
2020-21	49076.88	36600.98
2021-22	60604.04	44369.85
2022-23	75895.65	50374.49

As per the statement furnished by the Government the outstanding guarantees as on 31 March 2023 was ₹ 50374.49 crore. An amount of ₹ 268.45 crore was received by Government during 2022-23 towards guarantee fee. Arrears of guarantee fee as on 31 March 2023 amounted to ₹ 323.68 crore.



## CHAPTER VII

### OTHER ITEMS

#### 7.1 Adverse Balances under Internal Debt

Borrowings of State Governments are governed by Article 293 of the Constitution of India. State Government receives loans from Central Government, LIC of India, NCDC, NABARD, RBI etc. It also raises loans from open market to finance certain projects, schemes, etc. As on 31.3.2023 there are no instances of adverse balance under Internal Debt.

#### 7.2 Loans and Advances by the State Government

Total Loans and Advances disbursed by the State Government at the end of the year 2022-23 was ₹ 24468.53 crore. During the year 2022-23, the State Government disbursed Loans and Advances amounting to ₹ 2790.93 crore. Recovery of ₹ 20174.58 crore (Principal: 13318.96 crore and Interest: ₹ 6855.62 crore) was in arrears as on 31 March 2023.

Of the above arrears 73.75 per cent pertains to four institutions/organisations viz., Kerala Water Authority (₹ 3929.82 crore), Kerala State Housing Board (₹ 1757.74 crore), Kerala State Electricity Board (₹ 1804.52 crore) and Kerala State Road Transport Corporation (₹ 7390.17). The loans for which terms and conditions had not been fixed by Government is ₹ 156.12 crore.

As on 31.03.2023 there are 7 instances of adverse balances under Loan major heads amounting to ₹ 2.97 crore.

### 7.3 Financial Assistance to Local Bodies and Others

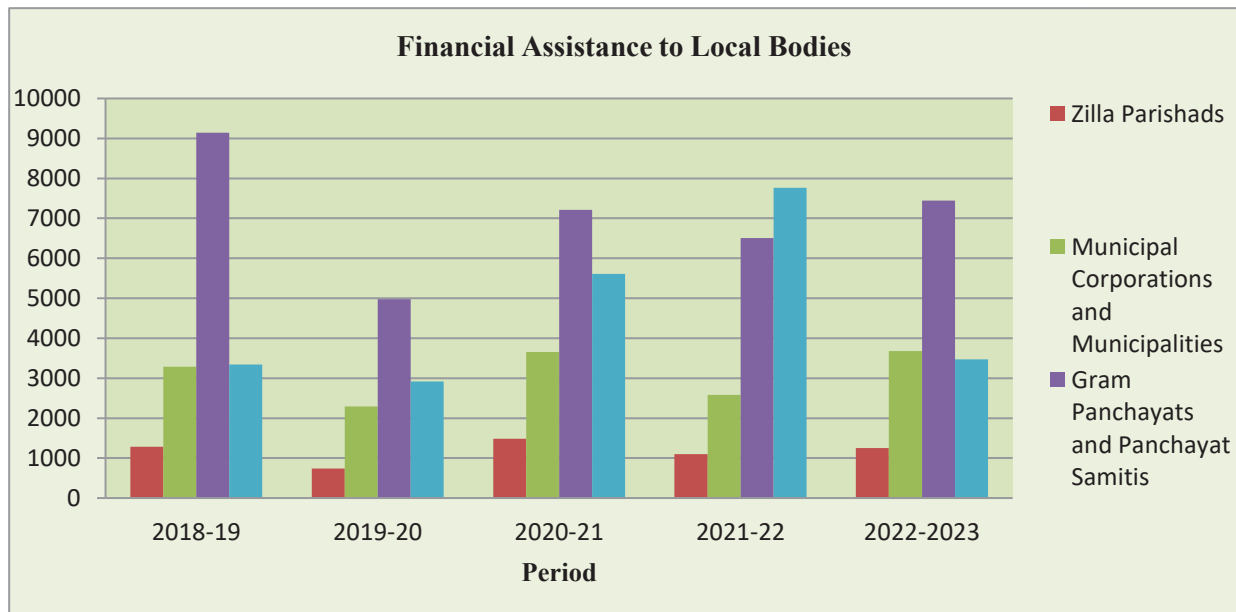
Assistance given to local bodies and others in 2022-23 was ₹ 15843.71 crore. It decreased from ₹ 16258.55 crore in 2021-22 to ₹ 15843.71 crore in 2022-23 representing a decrease of 2.55 per cent over the previous year. During the year 2022-23, Grants to Zilla Parishads, Panchayat Samitis, Gram Panchayats and Municipal Corporations and Municipalities (₹ 12375.71) represented 78.11 per cent of the total grants .

Details of financial assistance for the past five years are given below:

(₹ in crore)

Financial Assistance to Local bodies and Others	2018-19	2019-20	2020-21	2021-22	2022-23
Zilla Parishads	1281.20	736.96	1482.57	1096.28	1254.62
Municipal Corporations and Municipalities	3287.46	2296.24	3653.02	2584.33	3676.97
Gram Panchayats and Panchayat Samitis	9145.36	4974.15	7209.57	6505.48	7444.12
Others*	3345.71	2914.47	5611.18	6072.46	3468.00
<b>Total</b>	<b>17059.73</b>	<b>10921.82</b>	<b>17956.34</b>	<b>16258.55</b>	<b>15843.71</b>

\* Other Institutions include Government Companies, Statutory Corporations, universities, Development Authorities etc.



#### 7.4 Cash Balance and investment of Cash Balance

(₹ in crore)

Particulars	As on March 31.03.2022	As on March 31.03.2023	Increase(+)/ Decrease(-)
<b>Cash balances</b>	<b>-293.86</b>	<b>182.69</b>	<b>476.55</b>
<b>Investments from cash balances (a+b)</b>	<b>5230.30</b>	<b>7092.74</b>	<b>1862.44</b>
a. GOI Treasury Bills	5230.30	7092.74	1862.44
b. GOI Securities	0.00	0.00	0
<b>Other Cash Balances</b>	<b>-6.50</b>	<b>-6.48</b>	<b>0.02</b>
1) Departmental Balances	-7.63	-7.63	0.00
2) Permanent Cash Imprest	1.13	1.15	0.02
<b>Fund-wise break-up of investments from earmarked balances (a to d)</b>	<b>2548.01</b>	<b>2722.73</b>	<b>174.72</b>
a. Sinking Fund	2532.12	2706.84	174.72
b. Agriculturists' Rehabilitation Fund	2.39	2.39	0
c. Kudikidappukars' Benefit Fund	1.00	1.00	0
d. Kerala Consumer Welfare Fund	12.50	12.50	0
<b>Interest realised during the year on investment of cash balances</b>	<b>14.80</b>	<b>15.85</b>	<b>1.05</b>

The cash balance of the State Government had increased from (-)293.86 crore in 2021-22 to ₹ 182.69 crore in 2022-23. An investment of ₹ 9815.47 crore were made from earmarked

fund balances, GOI securities etc. There was 7.09 *per cent* increase in interest realized on investment of cash balance.

### 7.5 Reconciliation of Accounts

All Controlling Officers are required to reconcile receipts and expenditure of the Government with the figures accounted for by the Principal Accountant General (A&E), Kerala. Such reconciliation of receipts has been completed for a value of ₹ 90680.28 crore (88.02 *per cent* of total reconcilable receipts of ₹ 103019.59 crore) by the Controlling Officers. Reconciliation of expenditure has been completed for a value of ₹1,42,817.30 crore (95.63 *per cent* of total reconcilable expenditure of ₹1,49,340.54 crore) by the Controlling Officers.

### 7.6 Submission of Accounts by Treasuries

There are 23 District Treasuries, e-treasury, Pay and Accounts Offices and Advices of Reserve Bank of India rendering accounts to the Accountant General (A&E). The Cheque drawing system by PWD/Forest Division had been withdrawn. The transactions of the Public Works (70), Forest (102) Irrigation (82), National Highway (12) and Harbour Engineering (12) Divisions are being routed through Treasuries like other Departments. During 2022-23, there was no delay in monthly rendition of accounts by treasuries and no accounts were excluded at the end of the year.

### 7.7 Status of Suspense and Remittances Balances

The outstanding balance under these heads, worked out by aggregating the outstanding debit and credit balances separately under various heads, was ₹ 1,434.01 crore (Dr) under Heads 8658 and 8782 as on 31 March 2023 [₹ 2,351.23 crore (Dr) as on 31 March 2022].

Non-clearance of outstanding balances under these heads affects the accuracy of receipt/expenditure figures and balances under different heads of Accounts (which are carried forward from year to year) of the State Government.

## 7.8 Commitments on account of Incomplete Projects/Works

There were 233 projects/works (each costing above rupees one crore) on which an expenditure of ₹ 935.45 crore was incurred up to March 2023 which were not completed at the end of March 2023 though the stipulated period of completion was over.

## 7.9 New Pension Scheme

All India Service (AIS) officers recruited on or after 1 January 2004 and the State Government Employees recruited on or after 1 April 2013 are covered under the National Pension Scheme(NPS), which is a Defined Contribution Pension Scheme. In terms of the scheme, the employee contributes 10 *per cent* of his basic pay and dearness allowance and the similar amount is being contributed by State Government. The entire amount is transferred to the designated fund manager through the National Securities Depository Limited (NSDL)/ Trustee Bank.

In 2022-23, ₹1763.66 crore has been credited to MH 8342-117 Defined Contribution Pension Scheme under Public Account which includes Employees contribution ₹881.36 crore and Government's contribution of ₹ 882.30 crore.

During 2022-23, ₹ 877.67 crore has been debited from the Revenue Expenditure head 2071-00-117 towards Government contribution to NPS. But the amount credited under the Public Account under 8342-00-117 during the year was ₹882.30 crore. Excess credit of ₹4.63 crore to the Public Account is due to receipt from deputationist employees..

## 7.10 Personal Deposit Accounts

From time to time, the State Government orders the opening of Personal Deposit (PD) accounts for specific purposes, where, funds are transferred from the Consolidated Fund by booking the transfer as expenditure under Service heads. Para 282(d) of Kerala Financial Code Vol-I, Chapter X, stipulates that Administrators of these Personal Deposit accounts should close these Personal Deposit accounts at the end of the financial year and credit the unspent balances back to the Consolidated Fund under the concerned expenditure heads of

accounts from where the amount initially transferred, unless such Personal Deposit accounts were created by Law or Rules having the force of Law.

Details of PD accounts as provided by State Government as on 31 March 2023 are given below:

(₹ in crore)

Opening Balance as on April 2022(*)		Addition during the year 2022-23		Closed/withdrawal during the year 2022-23		Closing Balance as on 31 March 2023	
Number of Administrators	Amount	Number of Administrators	Amount	Number of Administrators	Amount	Number of Administrators**	Amount
778	59.27	3	0.02	148	20.33	607	113.01

(\*) Variation in figure with respect to closing balance, number of accounts for the year 2022-23 is due to subsequent revision by treasuries.

(\*\*) Information pertaining to number of administrators is as provided by Director of Treasuries.

### 7.11 Plan Scheme Treasury Savings Bank Account (PSTSB)

The State Government has introduced a new category of non-interest bearing Special Treasury Savings Bank Account namely Plan Scheme Treasury Savings Bank Account (PSTSB) for managing the release and utilization of Plan fund of Government Departments and agencies from 2018-19 onwards for managing the Utilisation and Monitoring of Plan Fund of Government Departments, Agencies and Organizations. This PSTSB system is completely IT enabled and captures each and every deposit and withdrawal so as to have separate administrative sanction/scheme wise accounts.

Details of live PSTSB Accounts as on 31 March 2023 are awaited from the Directorate of Treasuries, As on 31 March 2022, there were 2196 schemes wise accounts with an amount of ₹ 117.10 crore.

### 7.12 Investment

The State Government invests in the equity and shares of Statutory Corporations, Government Companies, Joint Stock Companies and Co-operative Institutions. As per the accounts, the investment of Government as on 31<sup>st</sup> March, 2023 was ₹10602.67 crore excluding ₹ 744.15 crore being Sewerage schemes of Kerala Water Authority (₹ 79.01 crore), Seed capital for NBCFDC & NMDFC schemes (₹5.50 crore), Providing common facilities for Working Women at Industrial Parks (₹ 3.00 crore), Upgradation of the

Infrastructure in Existing Industrial Parks (₹ 22.56 crore), Integrated Water Transport System to Kochi (₹ 179.30 crore), Smart City Project (₹ 31.20 crore), Hotel Management at Kottayam (₹ 0.01 crore), Electronic Fabrication Laboratory (₹ 3.55 crore) Companies producing Neera (₹ 5.00 crore), LAC-ADS (₹ 5.27 crore), Solar Cruise Boat (₹ 4.25 crore), Kerala Maritime Board (₹ 0.01 crore), Construction of POL Carrier Barge (₹ 2.50 crore), Share Capital Contribution to Kerala State Co operative Bank (₹ 400.00 crore), Construction of Acid Carrier Barges (₹ 2.99 crore). An amount of ₹ 48.93 crore (0.46 per cent of investment) was received as dividends from 23 entities. During 2022-23, investments increased by ₹ 835.19 crore and dividend income decreased by ₹ 179.04 crore.

\*\*\*\*\*





**© COMPTROLLER AND  
AUDITOR GENERAL OF INDIA  
2023  
<https://cag.gov.in>**

**<https://cag.gov.in/ae/kerala/en>**

