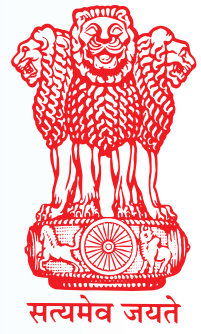




लोकहितार्थ सत्यनिष्ठा
Dedicated to Truth in Public Interest



ACCOUNTS at a Glance

for the year
2020-21



GOVERNMENT OF SIKKIM



Sikkim Legislative Assembly

Accounts at a Glance for the year 2020-21

SENIOR DEPUTY ACCOUNTANT GENERAL (ACCOUNTS AND ENTITLEMENTS), SIKKIM



GOVERNMENT OF SIKKIM

Preface

The Annual Accounts of the State Government are prepared under the directions of the Comptroller and Auditor General of India (C&AG) in accordance with requirements of the Comptroller and Auditor General of India's (Duties and 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 the Public Account. The Appropriation Accounts record the Grant-wise gross expenditure against provisions approved by the State Legislature and offer explanations for variations between the actual expenditure and the funds provided.

The Senior Deputy Accountant General (Accounts and Entitlements) Sikkim, prepares the Annual Accounts of the Government of Sikkim.

'Accounts at a Glance' provides a overview of Governmental activities by highlighting important accounting information of the Finance Accounts and the Appropriation Accounts.

A combined reading of the Finance Accounts, the Appropriation Accounts, the State Finances Audit Report on State Finance and the Accounts at a Glance, will help the stakeholders to more effectively comprehend the various facets of the finances of the Government of Sikkim.

We look forward to readers' suggestions that would help us in improving the publication.



Place: Gangtok
Date: 26th April 2022

(SUSHIL KUMAR)
Principal Accountant General

Our Vision, Mission and Core Values

VISION

The vision of the institution of the 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 are recognised for independent, credible, balanced and timely reporting on public finance and governance.

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.

MISSION

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

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

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Chapter I

Overview

1.1 Introduction

The Senior Deputy Accountant General (Accounts and Entitlements), Sikkim compiles the accounts of Receipts and Expenditure of the Government of Sikkim. This compilation is based on the initial accounts rendered by six Treasuries (including the accounts in respect of forty four Public Works/Irrigation Divisions/Public Health Engineering Divisions and five Forest Divisions) and advices of the State Bank of Sikkim. Every month a Monthly Civil Account is presented by the office of the Senior Deputy Accountant General (Accounts and Entitlements), Sikkim to the Government of Sikkim. The office of the Senior Deputy Accountant General (Accounts and Entitlements), Sikkim also submits a Quarterly Appreciation Note on the important financial indicators and quality of expenditure of the Government. The office of the Senior Deputy Accountant General (A&E) prepares the Finance Accounts and the Appropriation Accounts annually, which are placed before the State Legislature after audit by the Principal Accountant General (Audit), Sikkim and certification by the Comptroller and Auditor General of India.

1.2 Structure of Government Accounts

1.2.1 Government Accounts are kept in three parts:

Structure of Government Accounts

● **Part 1** **CONSOLIDATED FUND**

All the revenue received by the Government including tax and non-tax revenues, loans raised and repayment of loans given (including interest thereon) form the Consolidated Fund.

All expenditures and disbursements of the Government, including release of loans and repayments of loans taken (and interest thereon) are met from this fund.

The Contingency Fund is in nature of imprest, intended to meet unforeseen expenditure, pending authorization by the Legislature. Such expenditure is recouped subsequently from the Consolidated Fund. The corpus of this fund for the Government of Sikkim is ₹ one crore.

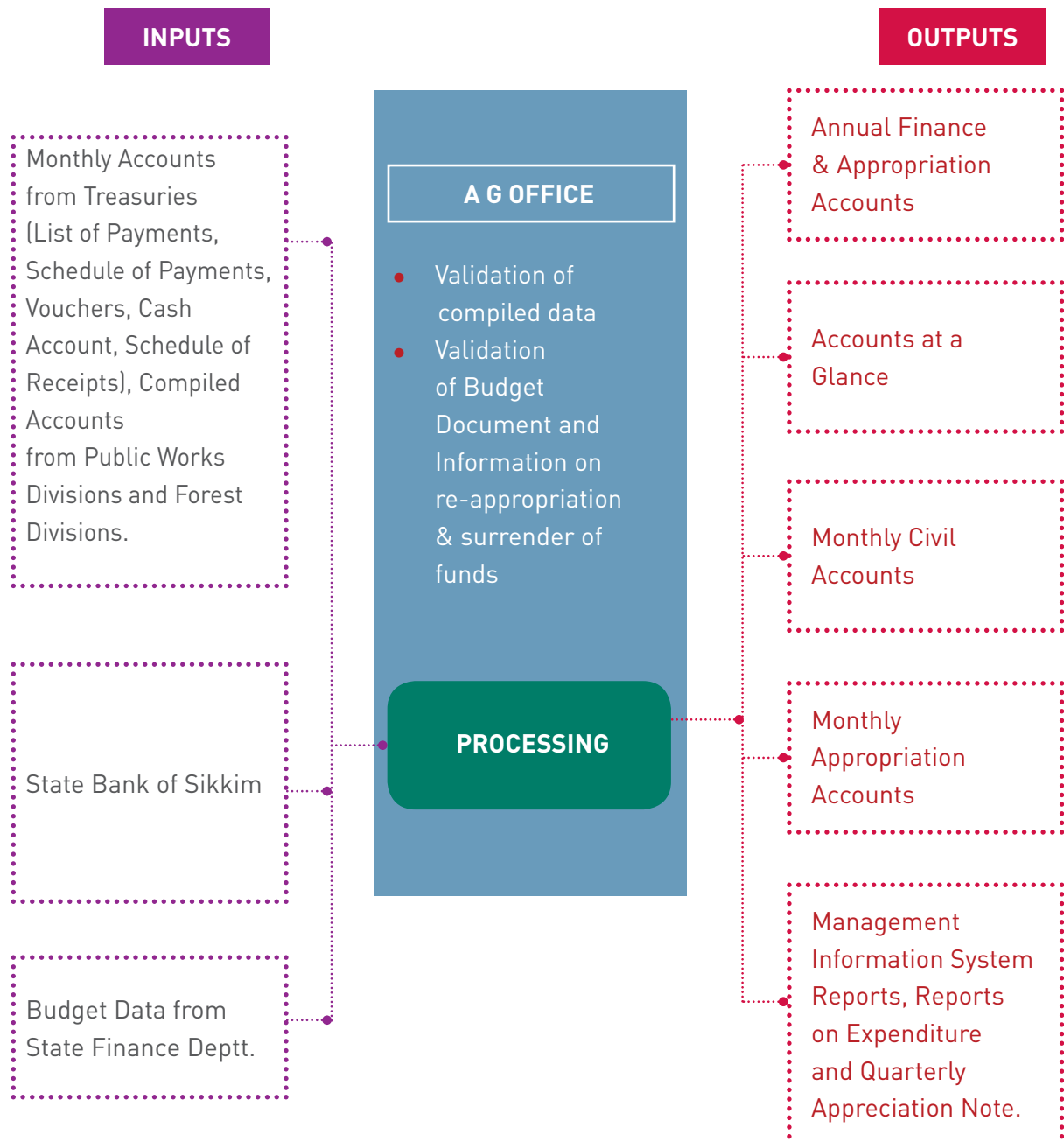
● **Part 2** **CONTINGENCY FUND**

● **Part 3** **PUBLIC ACCOUNT**

All public moneys received, other than those credited to the Consolidated Fund, are accounted for under the Public Account. In respect of such receipts, the Government acts as a banker or trustee. The Public Account comprises: repayable like Small Savings and Provident Funds, Reserve Funds, Deposits and Advances, Suspense and Miscellaneous transactions (adjusting entries pending booking to final head of account), Remittance between accounting entities, and Cash Balance.

1.2.2 Compilation of Accounts

Flow diagram for Accounts Compilation



1.3 Finance Accounts and Appropriation Accounts

1.3.1 Finance Accounts

The Finance Accounts depict the receipts and disbursements of the Government for the year, together with the financial results disclosed by the revenue and capital accounts, public debt and public account balances recorded in the accounts. The Finance Accounts are prepared in two volumes, to make them more comprehensive and informative. Volume I of the Finance Accounts contains the certificate of the Comptroller and Auditor General of India, summarised statements of overall receipts and disbursements and 'Notes to Accounts' containing summary of significant accounting policies, comments on quality of accounts and other items. Volume II contains detailed statements (Part-I) and appendices (Part-II).

In addition to expenditures approved for the year by the Sikkim Legislature, the Government of India Transfers substantially funds directly to State Implementing Agencies/ Non-Government Originations (NGOs) in the State for various schemes and programmes. Such transfers (amounting to ₹ 90.79 crore this year) are not reflected in the accounts of the State Government, but have been shown in Appendix VI of Volume II of the Finance Accounts.

1.3.2 Financial highlights in year 2020-21

The following table provides the details of actual financial results vis-à-vis budget estimates for the year 2020-21.

(₹ in crore)

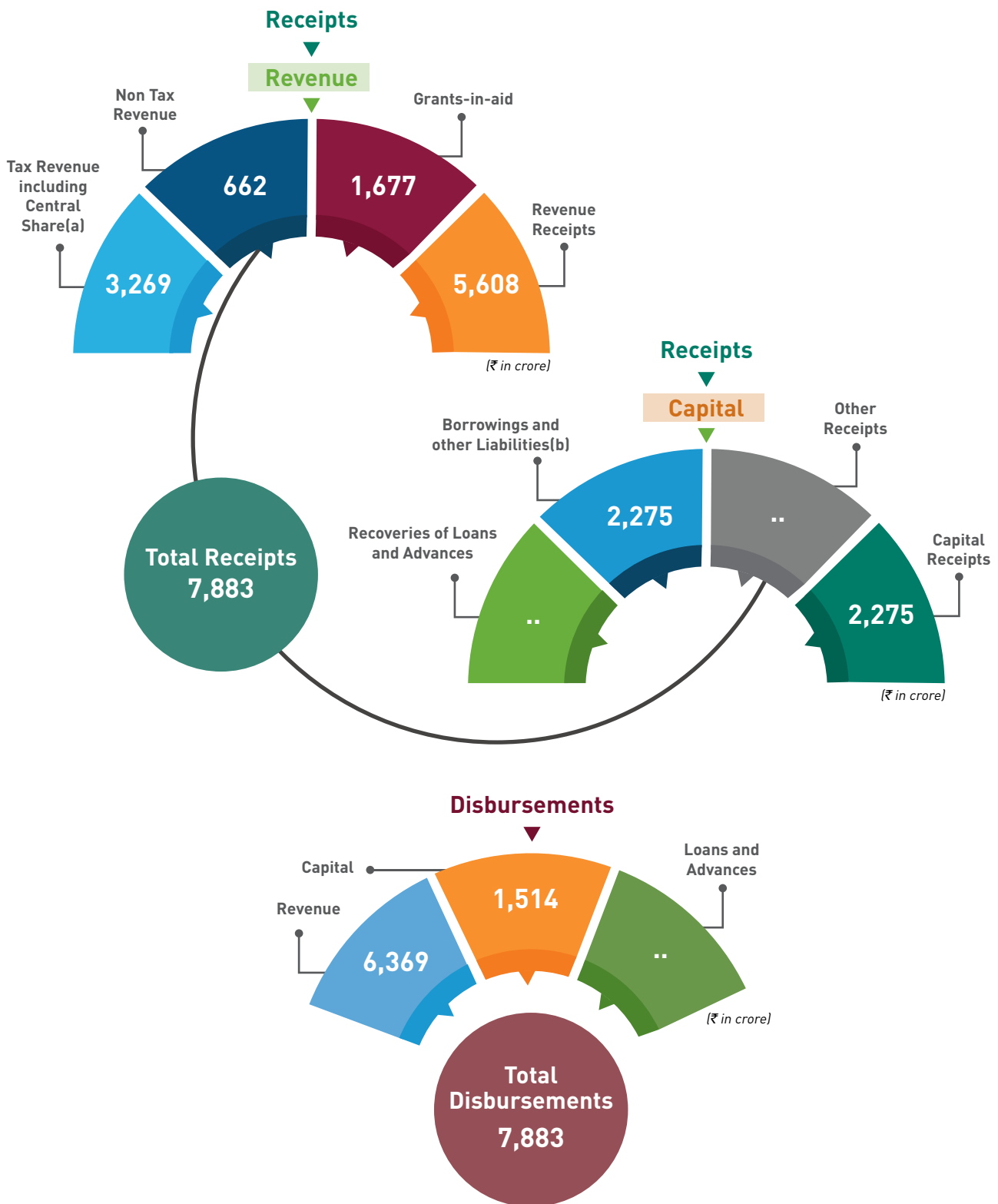
Sl. No.	Description	Budget Estimate 2020-21	Actuals	Percentage of Actual to B.E	Percentage of Actual to GSDP ^(#)
1.	Tax Revenue (including central share) ^(a)	4284	3269	76	10
2.	Non-Tax Revenue	711	662	93	2
3.	Grants-in-aid and Contributions	2978	1677	56	5
4.	Revenue Receipts (1+2+3)	7973	5608	70	17
5.	Recovery of Loans and Advances	...	...	...	...
6.	Other Receipts	...	...	...	...
7.	Borrowings and Other Liabilities ^(b)	358	2275	635	7
8.	Capital Receipts (5+6+7)	358	2275	635	7
9.	Total Receipts (4+8)	8331	7883	95	24
10.	Revenue Expenditure	6657	6369	96	19
11.	Expenditure on Interest Payments (out of Revenue Expenditure)	548	548	100	2
12.	Capital Expenditure	1674	1514	90	5
13.	Loans and Advances Disbursed	...	...	...	...
14.	Total Expenditure (10+12+13)	8331	7883	95	24
15.	Revenue Deficit (-) / Revenue Surplus (+) (4-10)	1316	(-)761	(-)58	(-)2
16.	Fiscal Deficit (4+5+6-14)	(-)358	(-)2275	635	(-)17

(a) Includes share of net (tax) proceeds assigned to state amounting to ₹ 2,302 crore (State Government Own Tax receipts were ₹ 967 crore which was 3 per cent of GSDP).

(b) Borrowing and other Liabilities: Net (Receipts-Disbursement) of Public Debt + Net of Contingency Fund + Net (Receipts-Disbursements) of Public Account + Net of opening and closing balance.

GSDP figures (₹ 32,724 crore) is taken from Development Planning, Economic Reforms and North Eastern Council Affairs Department, Government of Sikkim.

Receipts and disbursement in year 2020-21



(a) Includes share of net (tax) proceeds assigned to state amounting to ₹ 2,302 crore (State Government Own Tax receipts were ₹ 967 crore which was 3 per cent of (GSDP).

(b) Borrowing and other Liabilities: Net (Receipts-Disbursement) of Public Debt + Net of Contingency Fund + Net (Receipts-Disbursements) of Public Account + Net of opening and closing balance.

1.3.3 Appropriation Accounts

Under Articles 204 & 205 of the Constitution of India, no expenditure can be incurred by the Government except with authorisation of the Legislature. Barring certain expenditure specified in the Constitution as 'Charged' on the Consolidated Fund, which can be incurred without vote of the Legislature, all other expenditure requires to be "voted". The Budget of the Sikkim has two Charged Appropriations and forty five Voted Grants. The purpose of the Appropriation Accounts is to indicate the extent to which the actual expenditure complied with the appropriations authorised by the Legislature through the Appropriation Act of each year.

1.3.4 Efficiency on Budget preparation

At the end of the year, actual expenditure of the Government of Sikkim against the budget ₹ 10,441 crore approved by the Legislature, showed total saving of ₹ 2,478 crore and there was no excess expenditure, therefore, net saving was ₹ 2,478 crore.

1.4 Sources and Application of Funds

1.4.1 Ways and Means Advances

Ways and Means Advances are taken from the Reserve Bank of India to make good the deficiency in the minimum cash balance which the State Government is required to maintain with the Reserve Bank of India. During the year 2020-21 there was no Ways and Means Advances of the State.

1.4.2 Overdraft from Reserve Bank of India

Overdraft is taken from the Reserve Bank of India while the limit of minimum cash balance falls below i.e. ₹ 0.55 crore, even after taking Ways and Means Advances which is required to be maintained with the Reserve Bank of India. During the year 2020-21 there was no Overdraft of the State.

1.4.3 Fund flow statement

The State had a Revenue Deficit of ₹ 761 crore and a Fiscal Deficit of ₹ 2,275 crore as on 31 March 2021. The Fiscal Deficit was met from net Public Debt (₹ 1486 crore), net decrease of opening and closing cash balance (₹ 293 crore) and decrease in Public Account (₹ 496 crore). Around 80 *per cent* of the revenue receipts (₹ 5,608 crore) of the State Government was spent on committed expenditure like salaries (₹ 2,631 crore), interest payment (₹ 548 crore), pensions (₹ 908 crore), subsidies (₹ 3 crore) and wages (₹ 405 crore).

Sources and Application of Funds

(₹ in crore)

SOURCES	
Opening Cash Balance as on 01.04.2020	381
Revenue Receipts	5,608
Capital Receipts	...
Recovery of Loans and Advances	1
Public Debt	1,565
Small Savings, Provident Funds etc.	428
Reserves Fund & Sinking Funds	253
Deposits Received	520
Civil Advances Repaid	...
Suspense Account	10,704*
Remittances	2,253
Contingency Fund	...
TOTAL	21,713

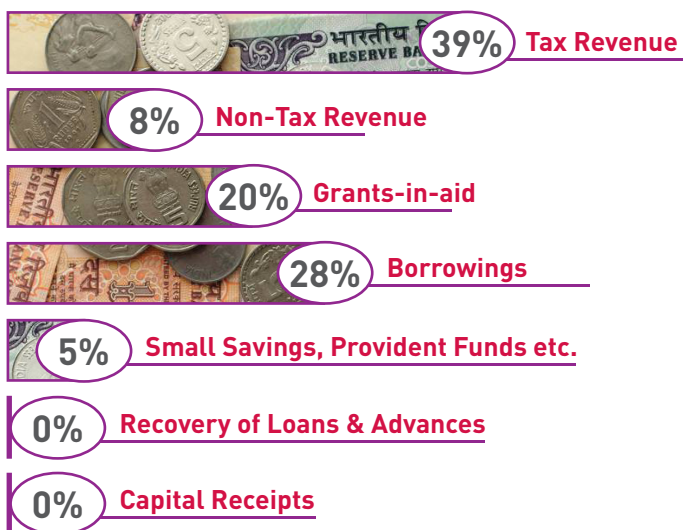
Revenue Expenditure	6,369
Capital Expenditure	1,514
Loans Given	...
Repayment of Public Debt	80
Small Savings, Provident Fund etc.	272
Reserves Fund & Sinking Funds	236
Deposits Repaid	519
Civil Advances Given	...
Suspense Account	10,737**
Remittances	1,898
Closing Cash Balance as on 31.03.2021	88
TOTAL	21,713

* Includes ₹ 4,870 crore on account of cash balance investment account.

** Includes ₹ 5,030 crore on account of cash balance investment account.

1.4.4 Where the ₹ came from

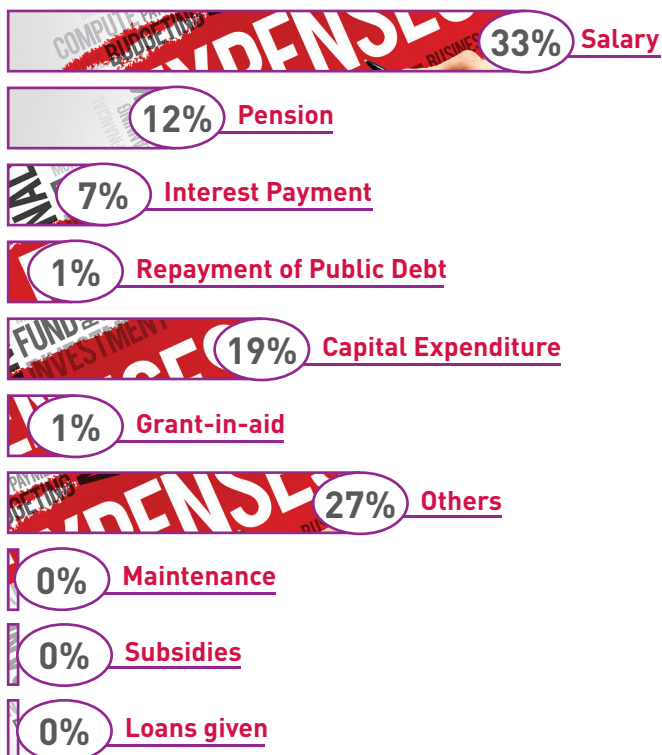
Actual Receipts



[Recovery of loans and advances and capital receipt was only ₹ 1 crore and ₹ 0 crore respectively which is negligible hence value is shown as zero]

1.4.5 Where the ₹ went

Actual Expenditure



During the year 2020-21 Revenue Deficit of ₹ 761 crore (₹ 1,344 crore deficit in 2019-20) and Fiscal Deficit of ₹ 2,275 crore (₹ 2,082 crore deficit in 2019-20) represent 2 per cent and 7 per cent of the Gross State Domestic Product (GSDP) respectively. The Fiscal Deficit constituted 29 per cent of total expenditure.

What do the Deficits and Surpluses indicate?

DEFICIT

Refers to the gap between receipt and expenditure. The kind of deficit, how the deficit is financed, and application of funds are important indicators of prudence of financial management.

Refers to the gap between revenue receipts and revenue expenditure. Revenue expenditure is required to maintain the existing establishment of government and ideally, should be fully met from revenue receipts.

REVENUE DEFICIT / SURPLUS

FISCAL DEFICIT / SURPLUS

Refers to the gap between total receipts (excluding borrowings) and total expenditure. This gap, therefore, indicates the extent to which expenditure is financed by borrowings and ideally should be invested in capital projects.

1.5 Fiscal Responsibility and Budget Management (FRBM) Act, 2010

The Government of Sikkim has enacted the Fiscal Responsibility and Budget Management (FRBM) Act 2010. As per this Act, the State Government was required to achieve certain fiscal targets by specified periods. Achievements during the year 2020-21 against fiscal targets laid down in the Act and rules framed there under, were as follows:

Sr. No.	Financial Parameter	Actual (₹ in crore)	Target	Achievement
1	Revenue Deficit	761	Maintain Revenue Surplus	2 per cent of GSDP
2	Fiscal Deficit	2,275	5 per cent of GSDP ¹	7 per cent of GSDP
3	Debt and other obligation	9,059	25 per cent of GSDP	28 per cent of GSDP
4	Outstanding Guarantees	3,544	The ceiling on the total outstanding govt. guarantees as on the 1st day of April of any year shall not exceed thrice the State's Tax Receipt of the second preceding year.	397 per cent exceed the prescribed ceiling.

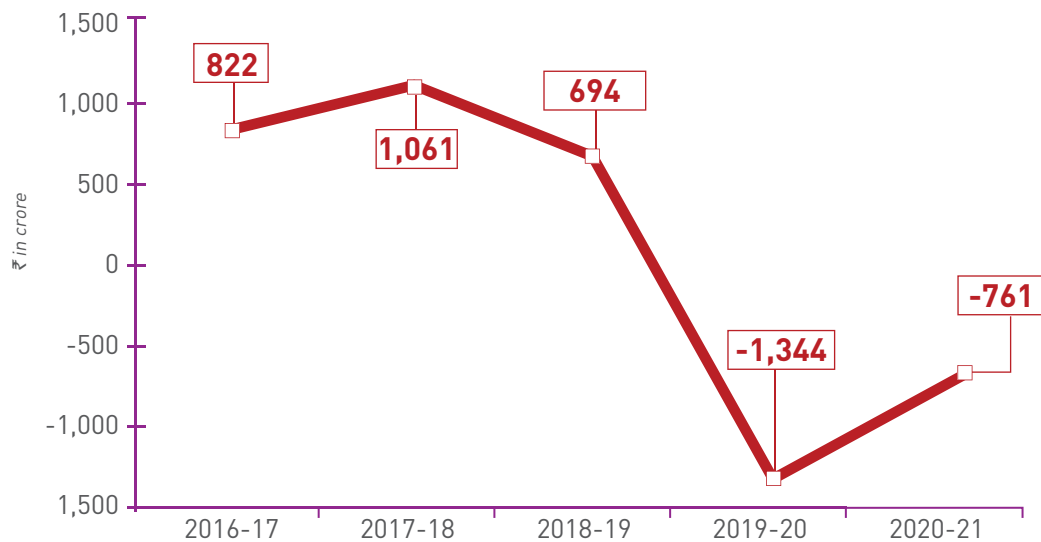
¹ GSDP of ₹ 32,724 crore for the year 2020-21 as information collected from Development Planning, Economic Reforms and North Eastern Council Affairs Department, Government of Sikkim.

The State Government had made disclosures to the Legislature required under the Sikkim Fiscal Responsibility and Budget Management Rules, 2010.

The State Government had Revenue Deficit of ₹ 1,344 crore in 2019-20 and Revenue Deficit of ₹ 761 crore during the year 2020-21 which was as per beyond the target of FRBM Act. Fiscal Deficit increased by ₹ 193 crore from ₹ 2,082 crore in 2019-20 to ₹ 2,275 crore in the current year and was to 7 per cent of GSDP which was beyond the target of 5 per cent of FRBM Act.

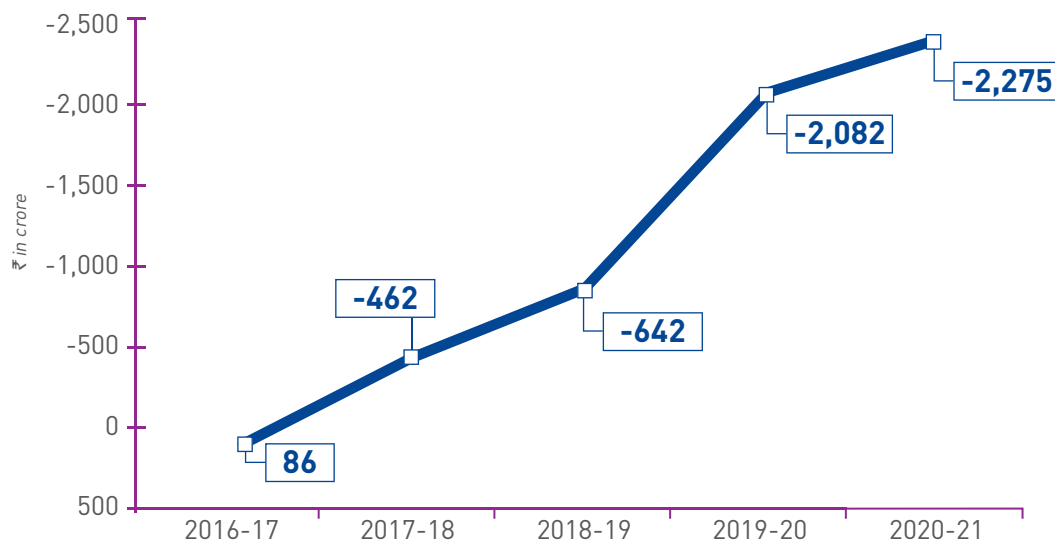
1.5.1 Trend of Revenue Deficit/ Surplus

Trend of Revenue Surplus/ Deficit



1.5.2 Trend of Fiscal Deficit

Trend of Fiscal Deficit/Surplus

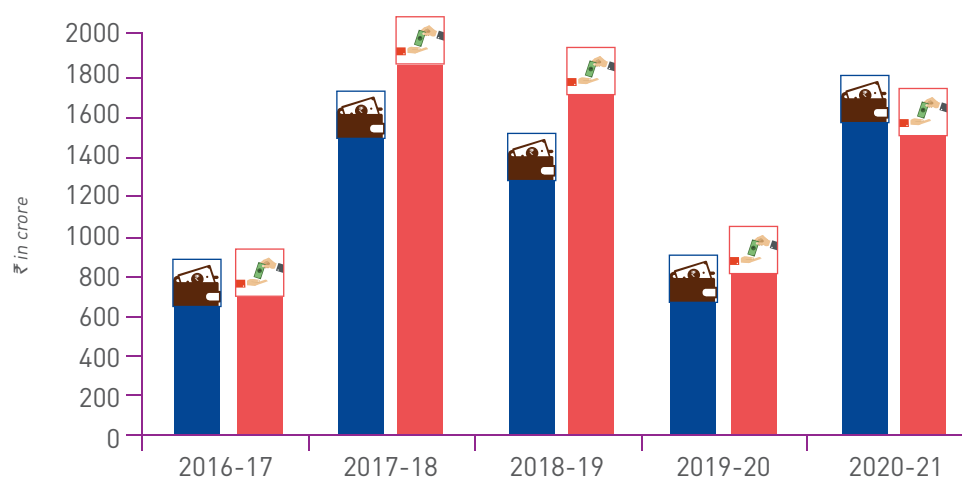


1.5.3 Proportion of borrowed funds spent on Capital Expenditure

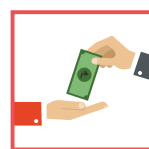
(₹ in crore)

Year	Borrowed Fund	Capital Expenditure
2016-17	783	720
2017-18	1867	1507
2018-19	1714	1291
2019-20	833	721
2020-21	1565	1514

Borrowed funds and Capital Expenditure



Capital Expenditure



Borrowed Funds

The governments usually run fiscal deficits and borrow funds from capital/ assets formation or for creation of economic and social infrastructure, so that assets created through borrowings could pay for themselves by generating an income stream. Thus it is desirable to fully utilize borrowed funds for the creation of capital assets and to use revenue receipts for the repayment of principal and interest. The State Government, however, spent only 97 *per cent* of the borrowings of the current year (₹ 1,565 crore) on capital expenditure (₹ 1,514 crore). It would therefore appear that balance (₹ 80 crore) of borrowings in the public debt was utilised to repay the principal and part of interest on public debt of previous year.

Chapter II

Receipts

2.1 Introduction

Receipts of the Government are classified as Revenue Receipts and Capital Receipts. Total Revenue Receipts for 2020-21 was ₹ 5,608 crore.

2.2 Revenue Receipts

The revenue receipts of the government comprise three components viz. Tax Revenue, Non-Tax Revenue and Grants-in-aid received from the Union Government.

● TAX REVENUE

Comprises taxes collected and retained by the State and State's share of Union Taxes under Article 280(3) of the Constitution.

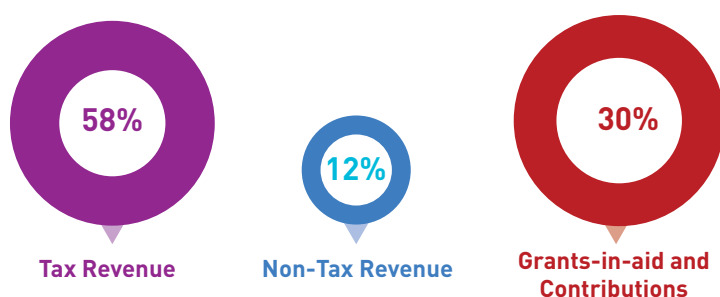
Includes interest receipts, dividends, profits, departmental receipts etc.

● NON-TAX REVENUE

● GRANTS-IN-AID

Grants-in-aid represent central assistance to the State Government from the Union Government. It also includes "External Grant Assistance" received from Foreign Government and channelised through the Union Government. In turn, the State Governments also give Grants-in-aid to institutions like Local Bodies, Autonomous Bodies etc.

Revenue Receipts



2.2.1 Revenue Receipt Components (2020-21)

(₹ in crore)

Components	Actuals
A. Tax Revenue*	3,269
Goods and Service Tax	1,150
Taxes on Income and Expenditure	1,427
Taxes on Property, Capital and other transactions	26
Taxes on Commodities and Services	666
B. Non-Tax Revenue	662
Interest Receipts, Dividends and Profits	130
General Services	87
Social Services	28
Economic Services	418
C. Grants-in-aid & Contributions	1,677
Total – Revenue Receipts	5,608

*Includes share of net proceeds assigned to State received from the Government of India.

2.2.2 Trend of Revenue Receipts

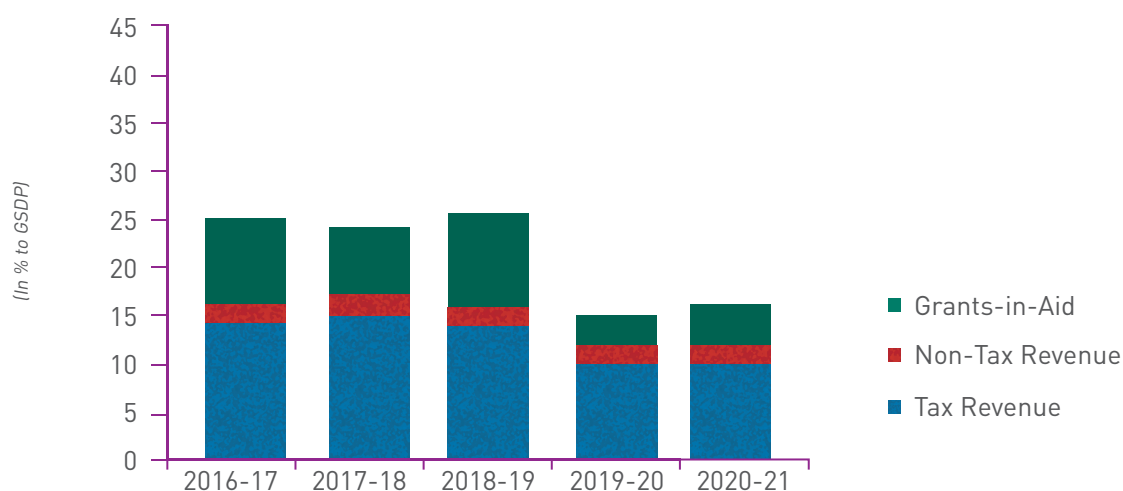
(₹ in crore)

	2016-17	2017-18	2018-19	2019-20	2020-21
Tax Revenue	2,722 (14)	3,323 (15)	3,688 (14)	3,266 (10)	3,269 (10)
Non-Tax Revenues	451 (2)	654 (3)	658 (2)	693 (2)	662 (2)
Grants-in-Aid	1,437 (8)	1,236 (6)	1,575 (6)	882 (3)	1,677 (5)
Total Revenue Receipts	4,610 (24)	5,213 (24)	5,921 (19)	4,841 (15)	5,608 (17)
GSDP	18,852	22,248	26,786	32,496	32,724

Note: Figures in parentheses represent percentage to GSDP (Gross State Domestic Product)

Though the GSDP increased by one per cent in 2020-21 compared to previous year, the Revenue Receipts grew by 15.84 per cent. The Tax Revenue remained static, the Non-tax Receipts decreased by 4.47 per cent and Grants-in-aid increased by 90.14 per cent compared to previous year, which was the sole reason of growth of Revenue Receipts and impacting the Revenue Receipt of the State favorably.

Trend of components of Revenue Receipts



2.3 Tax Revenue

(₹ in crore)

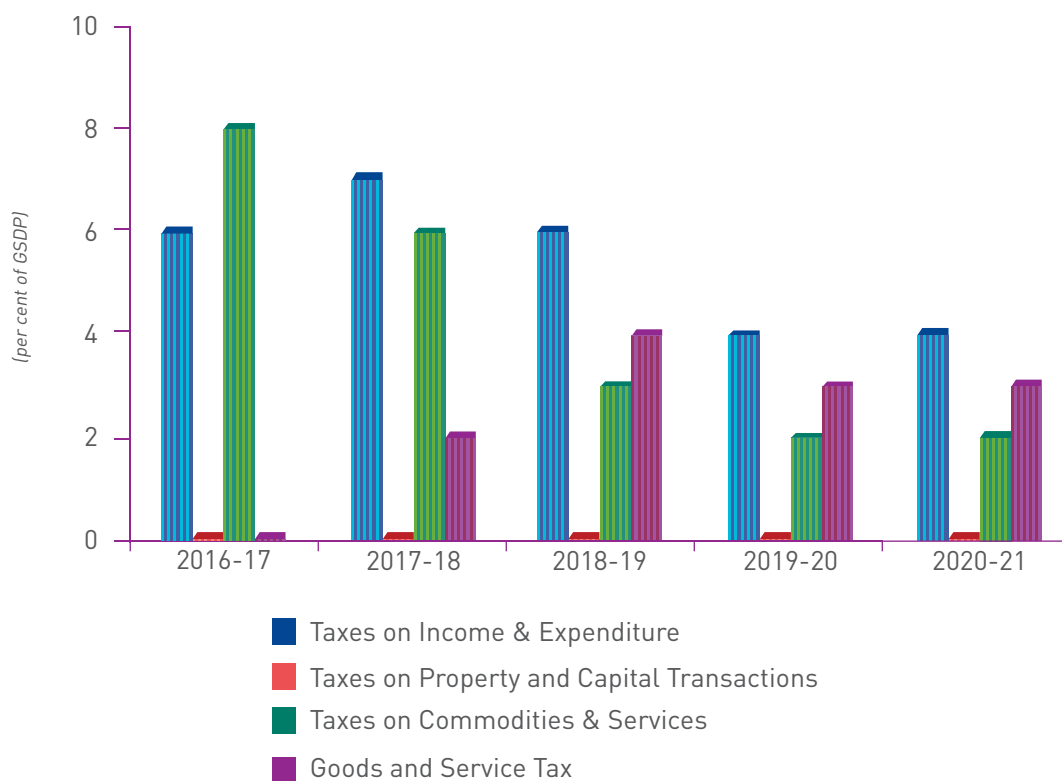
Sector-wise Tax Revenue					
	2016-17	2017-18	2018-19	2019-20	2020-21
Goods and Service Tax	NA*	456	1,151	1,100	1,150
Taxes on Income and Expenditure	1,114	1,514	1,704	1,408	1,427
Taxes on Property and Capital Transactions	20	22	24	18	26
Taxes on Commodities and Services other than Goods and Service Tax	1,588	1,331	809	740	666
Total Tax Revenues	2,722	3,323	3,688	3,266	3,269
GSDP	18,852	22,248	26,786	32,496	32,724

Note: Figures in parentheses represent percentage to GSDP.

* Not Applicable.

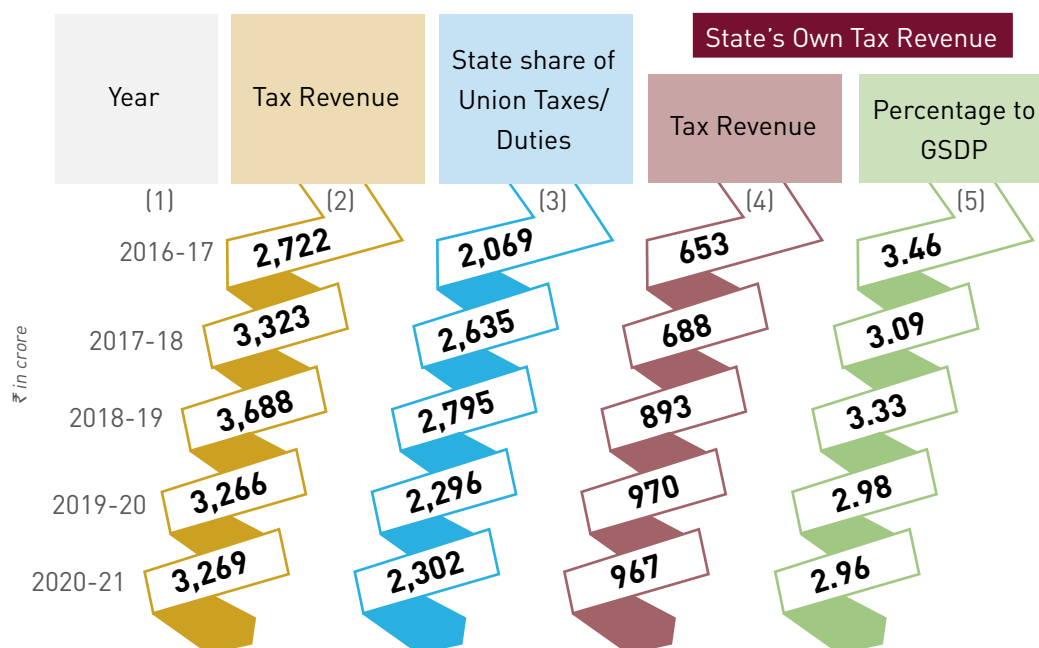
Increase in total tax revenue during 2020-21 was mainly due to increase in GST and sharable taxes from Government of India.

Trend of Major Taxes in proportion to Gross State Domestic Product (GSDP)



2.3.1 State's own Tax and State's share of Union Taxes

Tax Revenue of the State Government comes from two sources viz. State's own tax collections and devolution of Union Taxes.



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

(₹ in crore)

Description	2016-17	2017-18	2018-19	2019-20	2020-21
State's own Tax Collection	653	688	893	970	967
Devolution of Union Taxes	2,069	2,635	2,795	2,296	2,302
Total Tax Revenue	2,722	3,323	3,688	3,266	3,269
Percentage of State's own tax to total tax revenue.	24	21	24	30	30

The proportion of State's own tax collection in overall tax revenue has shown an increasing trend since 2016-17. The share of tax revenue increased to 48 per cent as compared to 2016-17.

2.3.2 Trend in state's own Tax collection over the past five years

(₹ in crore)

Description	2016-17	2017-18	2018-19	2019-20	2020-21
State Goods and Service Tax	NA*	171	406	198	463
Taxes on Sales, Trade etc.	365	250	188	207	195
State Excise	156	151	183	41	210
Taxes on Vehicles	25	29	33	13	29
Stamp and Registration fees	13	14	15	4	13
Land Revenue	6	7	9	455	13
Other Taxes	88	66	59	52	44
Total State's own Taxes	653	688	893	970	967

* Not applicable

2.4 Efficiency of Tax Collection

(₹ in crore)

Taxes	2016-17	2017-18	2018-19	2019-20	2020-21
1. Taxes on Sales, Trade etc.					
Revenue Collection	365	250	188	198	195
Expenditure on Collection	5	2	7	-	-
Cost of tax collection <i>per cent</i>	1%	1%	4%	100%	100%
2. State Excise					
Revenue Collection	156	151	183	287	210
Expenditure on Collection	6	6	8	9	7
Cost of tax collection <i>per cent</i>	4%	4%	4%	4%	3%
3. Taxes on Vehicles					
Revenue Collection	25	29	33	41	29
Expenditure on Collection	7	5	6	8	8
Cost of tax collection <i>per cent</i>	39%	21%	23%	20%	28%
4. Stamp and Registration Fee					
Revenue Collection	13	14	15	13	13
Expenditure on Collection	-	-	-	9	-
Cost of tax collection <i>per cent</i>	100%	100%	100%	69%	100%

The expenditure on collection on taxes on Taxes on Sales, Trade etc. and State Excise was very high as compared to other taxes.

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

(₹ in crore)

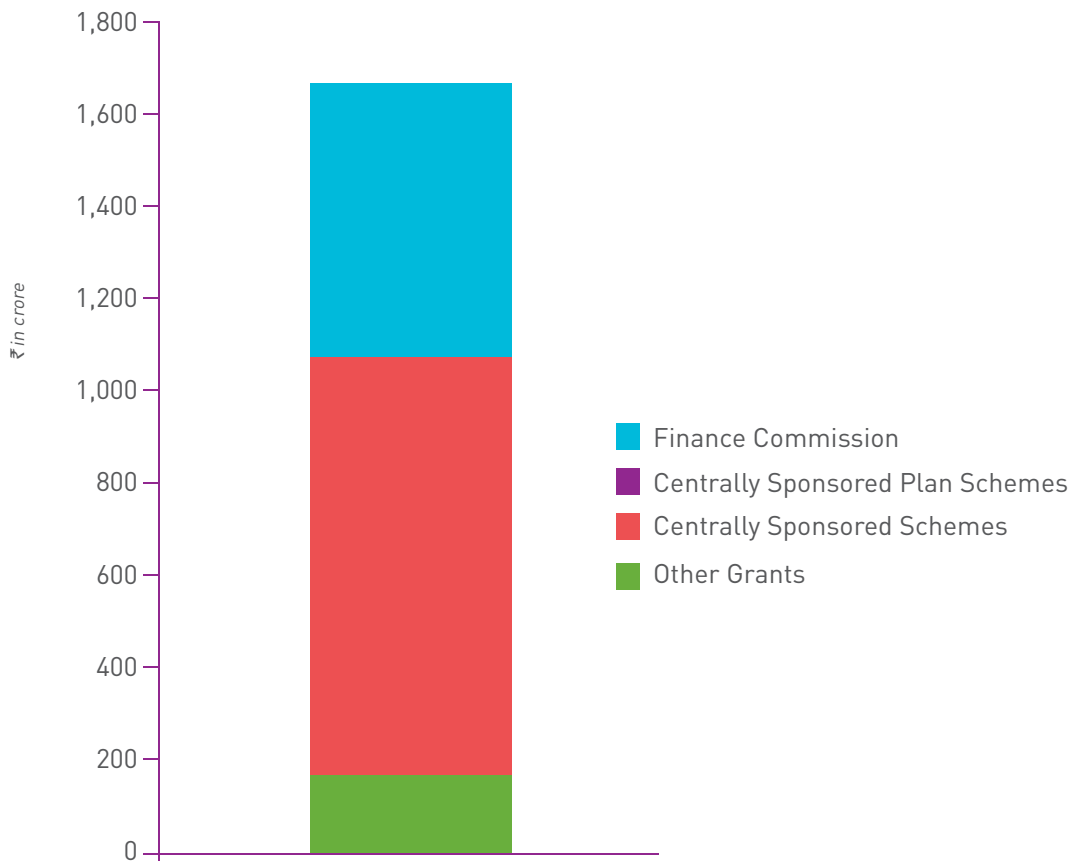
Description	2015-16	2016-17	2017-18	2018-19	2019-20
Goods & Service Tax	NA*	285	745	646	687
Corporation Tax	638	836	972	789	694
Taxes on Income other than Corporation Tax	468	670	716	604	718
Other Taxes on Income and Expenditure	NA*	NA*	5	NA*	NA*
Taxes on Wealth	1	1	NA*	NA*	NA*
Customs	288	270	198	150	118
Union Excise Duties	352	261	132	106	73
Service Tax	322	312	25	NA*	10
Other Taxes and Duties on Commodities and Services	NA*	NA*	2	1	2
State Share of Union Taxes/Duties	2,069	2,635	2,795	2,296	2,302
Total Tax Revenue	2,722	3,323	3,688	3,266	3,269
Percentage of Union Taxes to Total Tax Revenue	76	79	76	70	70

* Not applicable

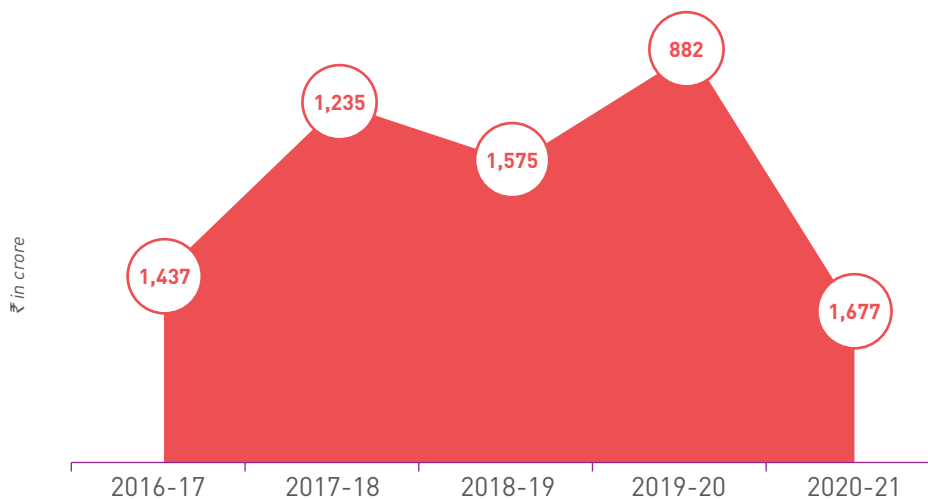
2.6 Grants-in-aid

Grants-in-aid represent assistance from the Government of India and comprise grants for State Plan Schemes and Central Plan Schemes approved by the NITI Aayog and State Non-plan Grants recommended by the Finance Commission. Total receipts during 2020-21 under Grants-in-Aid were ₹ 1,677 crore as shown below:

Grants-in-aid

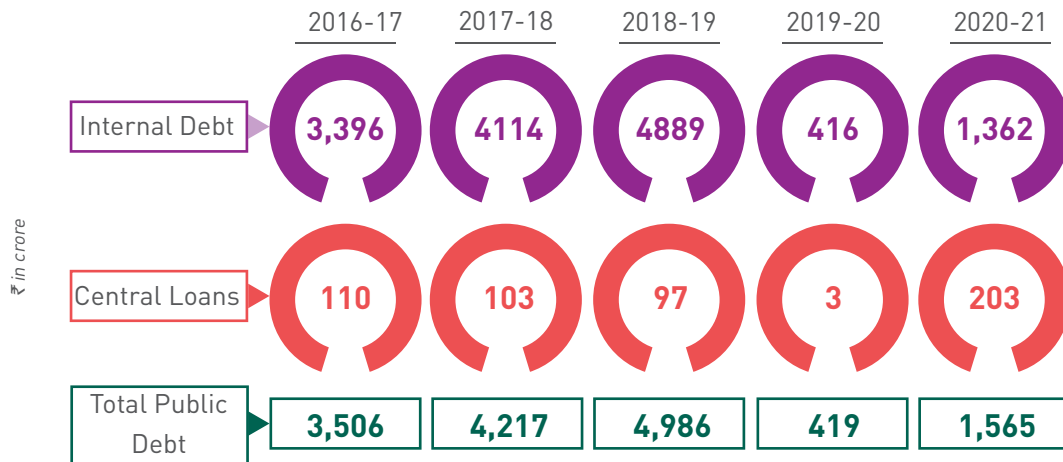


Trend of Grants-in-aid



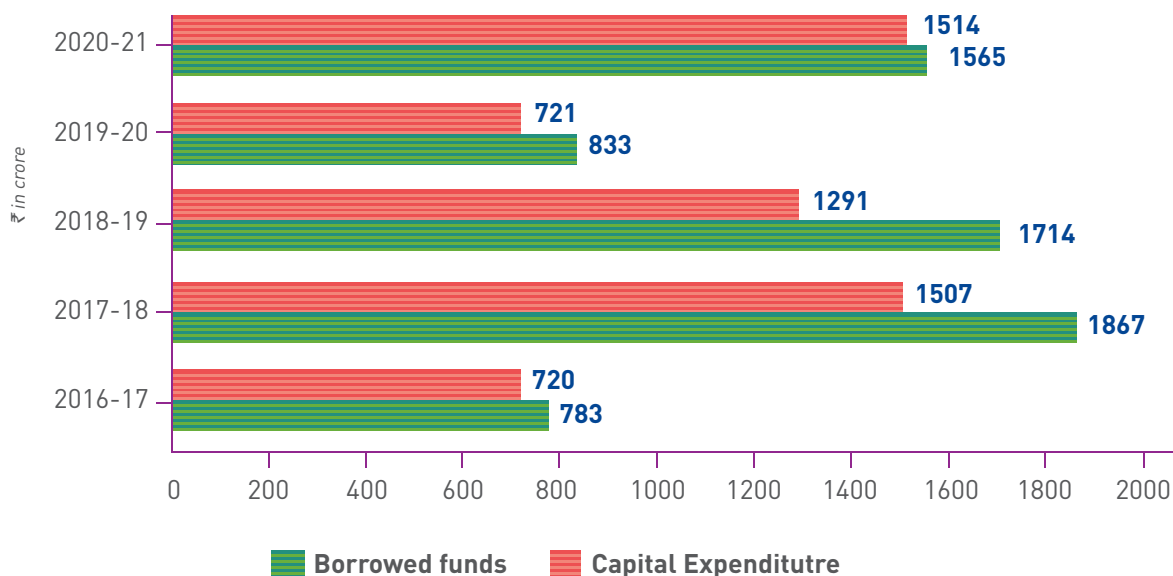
2.7 Public Debt

Trend of position of Public Debt over the past five years



During the year 2020-21, seven loans totaling ₹ 1,292 crore were raised from the open market at interest rates varying from 6.60 per cent to 7.19 per cent and the same are redeemable during the period between 2030-31. In addition, the State Government raised loan of ₹ 70 crore from the financial institutions. Thus the total Internal Debt raised by the Government during the year 2020-21 aggregated to ₹ 1,362 crore. The Government also received ₹ 203 crore from Government of India as loans and advances.

Borrowed funds viz-à-viz Capital Expenditure



Chapter III

Expenditure

3.1 Introduction

Expenditure is classified as Revenue Expenditure and Capital Expenditure. Revenue expenditure is used to meet the expenses on day-to-day running of the organisation. Capital expenditure is used to create permanent assets, or to enhance the utility of such assets, or to reduce permanent liabilities.

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

GENERAL SERVICES

Includes Justice, Police, Jail, PWD, Interest, Pension etc.

Includes Education, Health & Family Welfare, Water Supply etc.

SOCIAL SERVICES

ECONOMIC SERVICES

Includes Agriculture, Rural Development, Irrigation, Cooperation, Energy, Industries, Transport etc.

3.2 Revenue Expenditure

The excess/ shortfall of revenue expenditure against budget estimates during the past five years are given below:

(₹ in crore)

Year	2016-17	2017-18	2018-19	2019-20	2020-21
Budget Estimates	4,624	4,613	5,356	7,129	7,344
Actuals	3,788	4,152	5,227	6,185	6,369
Gap	(-)836	(-)461	(-)129	(-)944	(-)975
Percentage of variation of Actuals against BE	(-)18	(-)10	(-)2	(-)13	(-)13

(Source: Appropriation Accounts of respective years)

As could be seen from the table above that the actual expenditures were less than budget estimates. Around 75 per cent of the revenue expenditure was incurred on committed expenses viz. on Salaries and Wages (₹ 3,036 crore), Interest payments (₹ 548 crore), Pensions (₹ 908 crore), Subsidies (₹ 3 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:

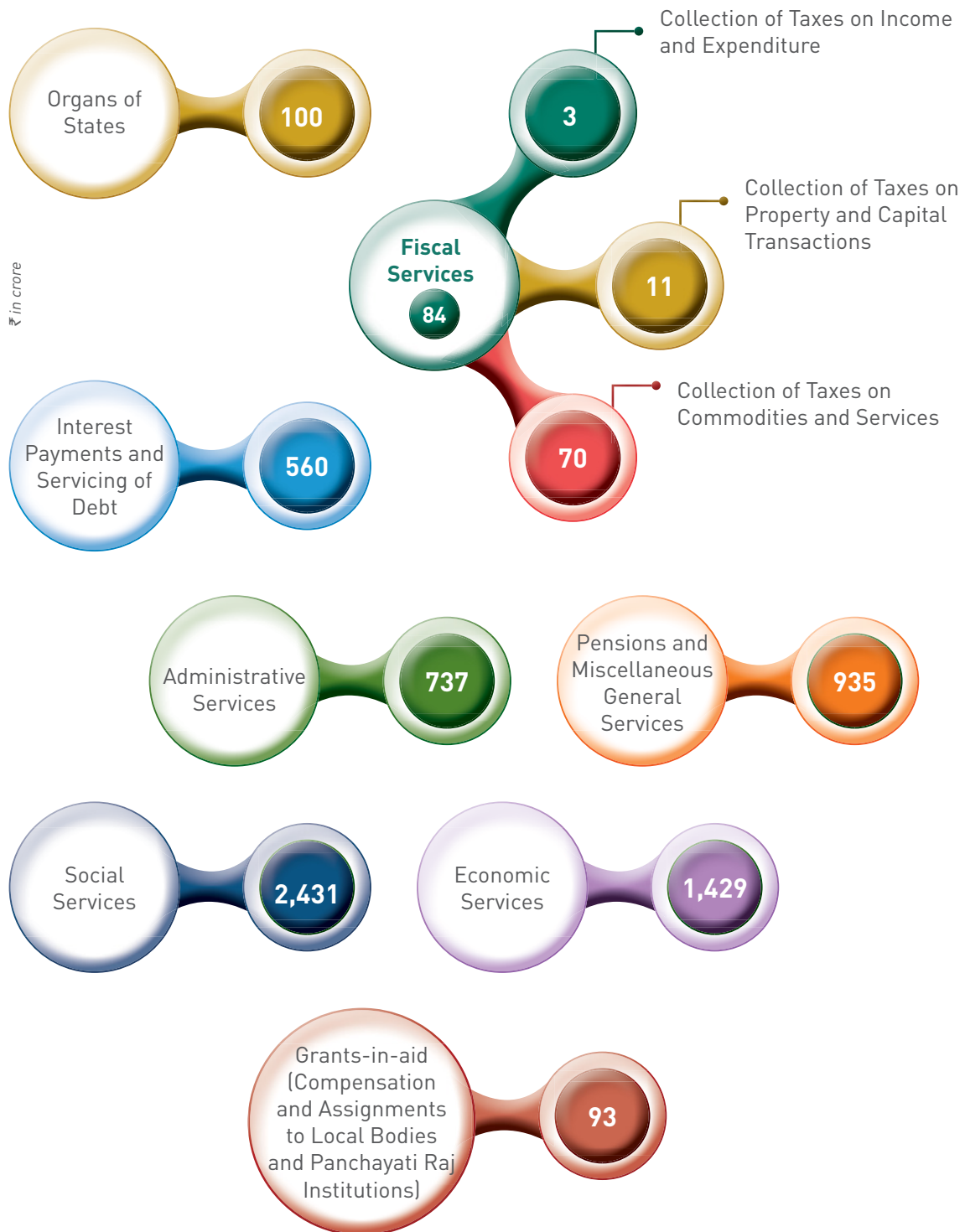
(₹ in crore)

Component	2016-17	2017-18	2018-19	2019-20	2020-21
Total revenue expenditure	3,788	4,152	5,227	6,185	6,369
Committed revenue expenditure*	2,539	2,739	3,556	4,619	4,495
Percentage of committed revenue expenditure to total revenue expenditure	67	66	68	75	71
Uncommitted revenue expenditure	1,249	1,413	1,671	1,566	1,874

* Committed revenue expenditure includes expenditure on Salaries & Wages, Interest Payments, Pensions and Subsidies.

It may be seen that the uncommitted revenue expenditure available for implementation of various schemes has increased during the year 2020-21 as compared to previous year. The total revenue expenditure increased by 68 per cent from ₹ 3,788 crore in 2016-17 to ₹ 6,369 crore in 2020-21 and committed revenue expenditure increased by 77 per cent during the same period.

3.2.1 Sectoral Distribution of Revenue Expenditure (2020-21)

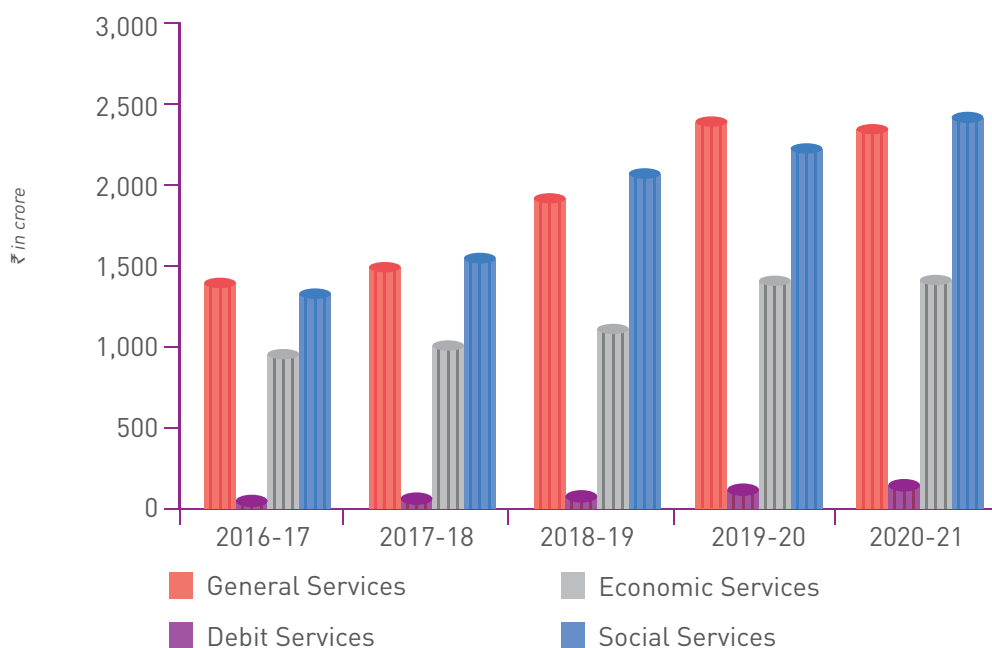


3.2.2 Major components of Revenue Expenditure 2016-17 to 2020-21

(₹ in crore)

Sector	2016-17	2017-18	2018-19	2019-20	2020-21
General Services	1,421	1,528	1,960	2,420	2,416
Social Services	1,335	1,532	2,072	2,253	2,431
Economic Service	976	1,028	1,128	1,428	1,429
Grants-in-aid and Contribution	56	63	67	84	93

Trend of Major components of Revenue Expenditure



3.3 Capital Expenditure

Capital expenditure is essential if the growth process is to be sustained. Capital disbursements during 2020-21 was ₹ 1,514 crore (4.63 per cent of GSDP) and was less than Budget Estimates by ₹ 945 crore. The growth in capital expenditure has not kept pace with the steady growth of GSDP since 2016-17 onwards. This can be seen from the table below:

(₹ in crore)

S.No.	Components	2016-17	2017-18	2018-19	2019-20	2020-21
1	Budget (B.E.)	1,516	2,348	2,235	2,032	2,459
2	Actual Expenditure#	720	1,507	1,291	721	1,514
3	Percentage of Actual Expenditure to BE	47	64	58	35	62
4	Yearly growth in Capital Expenditure	14%	52%	(-)14%	(-)44%	110%
5	GSDP	18,852	22,248	26,786	32,496	32,724
6	Yearly growth in GSDP	13%	18%	20%	21%	1%

Does not include expenditure on Loans and Advances

Capital Expenditure witnessed fluctuating trend during the five-year period. The actual Capital Expenditure ranged between 35 per cent and 64 per cent of the Budget Estimates. The massive jump of 110 per cent in growth of Capital Expenditure during 2020-21 as compared to previous year was due to low budget utilisation during previous year.

3.3.1 Sectoral distribution of Capital Expenditure

During 2020-21, the State Government has spent ₹ 109 crore on various water supply schemes, ₹ 530 crore on construction of roads & bridges.

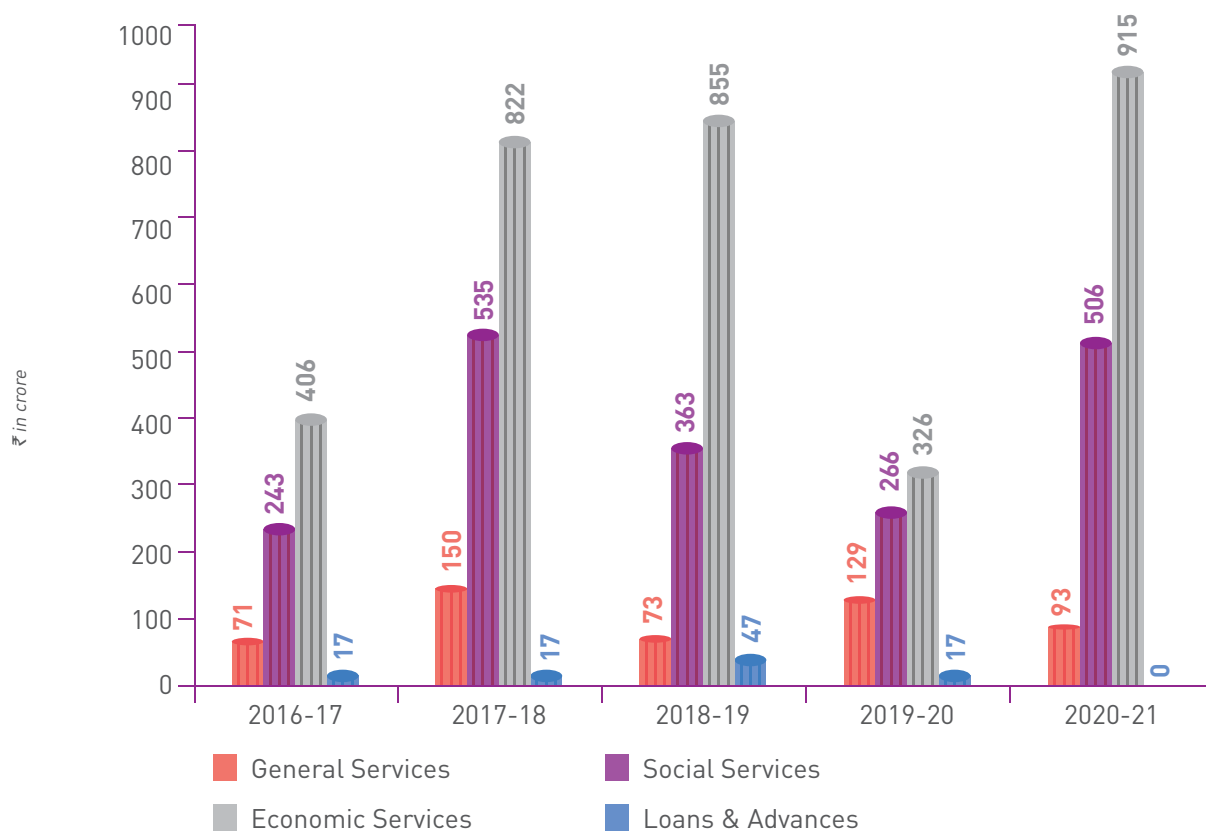
3.3.2 Sectoral distribution of Capital Expenditure over the past five years

(₹ in crore)

Sector	2016-17	2017-18	2018-19	2019-20	2020-21
General Services	71 (10)	150 (10)	73 (5)	129 (17)	93 (6)
Social Services	243 (33)	535 (35)	363 (27)	266 (36)	506 (33)
Economic Service	406 (55)	822 (54)	855 (64)	326 (44)	915 (61)
Loans and Advances	17 (2)	17 (1)	47 (4)	17 (2)	00 (0)

Note: Figures in parentheses represent percentage to total capital expenditure

Trend of Sectoral Distribution of Capital Expenditure



3.3.3 Sectoral distribution of Capital Expenditure

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

(₹ in crore)

S.No	Description		2016-17	2017-18	2018-19	2019-20	2020-21
(A)	General Services	Capital	71	150	73	129	93
		Revenue	1,421	1,528	1,960	2,420	2,416
(B)	Social Services	Capital	243	535	363	266	506
		Revenue	1,335	1,532	2,072	2,253	2,431
(C)	Economic Services	Capital	406	822	855	326	915
		Revenue	977	1,028	1,128	1,428	1,429
(D)	Grants-in-aid and Contribution	Capital	NA*	NA*	NA*	NA*	NA*
		Revenue	56	63	66	84	93

*Not Applicable

Chapter IV

Appropriation Accounts

4.1 Summary of Appropriation Accounts for 2020-21

(₹ in crore)

Nature of expenditure	Original grant	Supplementary grant	Total	Actual expenditure	Saving (-) Excess (+)	Surrender
Revenue Voted Charged	6,852 623	452 ...	7,304 623	5,769 599	(-)1,535 (-) 23	869 23
Capital Voted Charged	1,719 ...	703 ...	2,422 ...	1,514 ...	(-) 908 ...	734 ...
Public Debt Charged	...	...	...	...	...	...
Loans and Advances Voted	1	...	1	...	(-) 1	1
Appropriation to Contingency Fund Voted	...	...	...	...	...	...
Total	9,742 623	1,155 ...	10,897 623	7,283 599	(-)2,444 (-)23	1,604 23

4.2 Trends of Saving/ Excess during the past five years

(₹ in crore)

Year	Savings (-)/ Excess (+)				
	Revenue	Capital	Public Debt	Loans & Advances	Total
2016-17	(-) 1,264	(-) 533	(-) 3	(-) 1	(-)1,801
2017-18	(-) 963	(-) 475	(-) 7	*...	(-)1,445
2018-19	(-) 879	(-) 466	(-) 1	*...	(-)1,346
2019-20	(-) 1,385	(-) 911	*...	(+)5	(-)2,191
2020-21	(-) 1,558	(-) 908	*...	(-) 1	(-)2,467

* Negligible amount.

4.3 Significant Savings

Substantial savings under a grant indicates either non-implementation or slow implementation of certain schemes/ programmes.

Some grants with persistent and significant net savings are given below:

(₹ in crore)

Grant No.	Nomenclature	2016-17	2017-18	2018-19	2019-20	2020-21
01	Food Security and Agriculture Development	36	47	14	85	79
02	Animal Husbandry, Live Stock, Fisheries and Veterinary Services	32	7	9	9	3
11	Food, Civil Supplies and Consumer Affairs	49	2	2	3	4
12	Forest Environment & Wild Life Management	41	98	34	115	79
19	Irrigation & Flood Control	87	134	92	12	89
22	Land Revenue and Disaster Management	35	56	28	73	169
29	Development Planning, Economic Reforms & North Eastern Council Affairs	86	28	4	3	3
38	Social Justice, Empowerment & Welfare	39	57	25	58	72
39	Sports and Youth Affairs	32	...	...	...	3
41	Urban Development and Housing	63	16	13	190	91

During 2020-21, supplementary grants totaling ₹ 1,155 crore (18.14 per cent of total expenditure) proved to be unnecessary in many cases. A few instances where there were savings at the end of the year even against original allocations are given below:

(₹ in crore)

Grant No.	Nomenclature	Section	Original	Supplementary	Actual Expenditure
01	Food Security and Agriculture Development	Revenue	175	...	96
02	Animal Husbandry, Livestock, Fisheries and Veterinary Services	Revenue	92	1	77
07	Human Resource Development	Revenue	137	66	121
12	Forest, Environment and Wild Life Management	Revenue	227	12	160
14	Home	Revenue	60	9	65

(₹ in crore)

Grant No.	Nomenclature	Section	Original	Supplementary	Actual Expenditure
15	Horticulture and Cash Crops Development	Revenue	128	5	103
19	Irrigation and Flood Control	Revenue	93	52	57
22	Land Revenue and Disaster Management	Revenue	201	158	190
30	Police	Revenue	493	6	458
31	Energy and Power	Revenue	287	36	314
35	Rural Development Department	Revenue	340	15	261
38	Social Justice, Empowerment and Welfare	Revenue	292	2	222
41	Urban Development and Housing	Revenue	282	2	192

Chapter V

Assets and Liabilities

5.1 Assets

The existing forms of accounts do not clearly depict valuation of Government assets like land, buildings *etc.*, except the year of acquisition/ purchase. Similarly while the accounts present the impact of liabilities arising in the current year, they do not depict the overall impact of the liabilities to future generations.

Total investments as share capital in non-financial public sector undertakings (PSUs) stood at ₹ 107 crore at the end of 2020-21. However, dividends received during the year was ₹ 3 crore (2.80 *per cent*) on investment. During 2020-21, an amount of ₹ 3 crore has been invested in Sikkim Power Development Corporation.

Cash Balance with State Bank of Sikkim and other banks stood at ₹ 88.00 crore on 31 March 2021 which had decreased by ₹ 293.00 crore as compared to the cash balance of 31 March 2020. The position of cash balance and investment of cash balance is as under:

(₹ in crore)

Component	As on 1 April 2020	As on 31 March 2021	Net increases(+)/ decrease(-)
Cash Balances	381	88	(-)293
Investments from cash balance	1150	1310	(+)160
Other cash balances	...	...	...
(a) Departmental Balances	1	1	...
(b) Permanent Cash imprest	...	...	...
Investment from earmarked fund balances	552	593	(+)41
(a) Guarantee Redemption Fund	58	64	(+)6
(b) Other Funds	96	123	(+)27
Interest realized*	5	5	...

* It includes interest on investments out of Guarantee Redemption Fund.

5.2 Debt and Liabilities

Article 293 of the Constitution of India empowers the State Government to borrow on the security of the Consolidated Fund. Government of India determines, from time to time, the limit up to which State Government can borrow from the market. The limit for 2020-21 was ₹ 1,511 crore. Against this Government of Sikkim has availed open market borrowing for ₹ 1,292 crore.

Details of the Public Debt and total liabilities of the State Government are as under:

(₹ in crore)

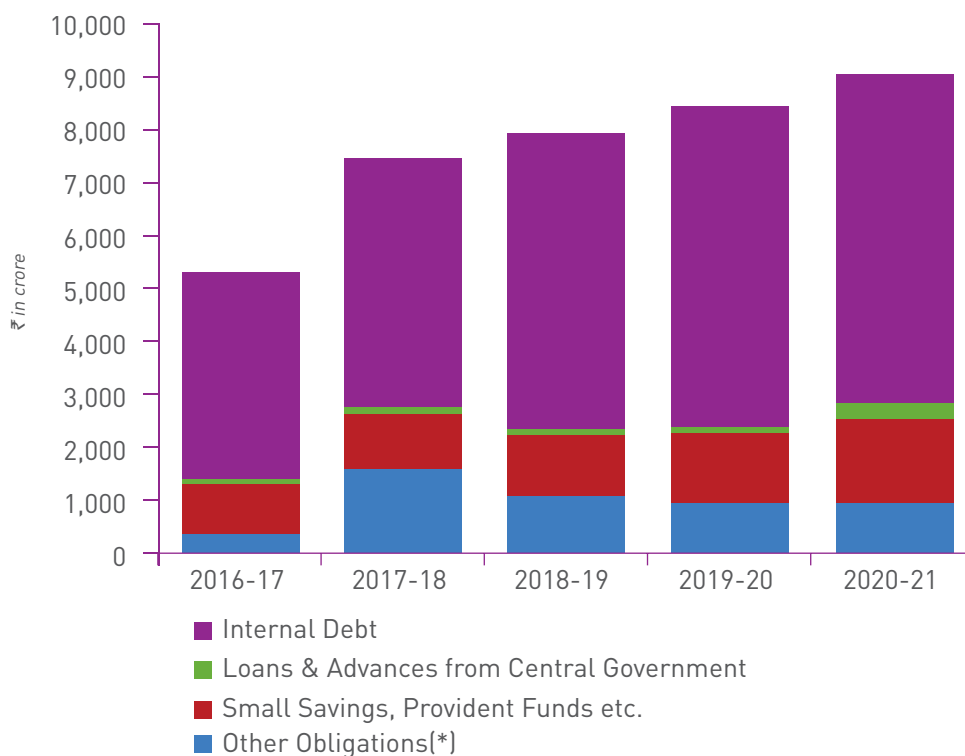
Year	Public Debt	Percentage to GSDP	Public Account*	Percentage to GSDP	Total Liabilities	Percentage to GSDP
2016-17	3,506	19	1,163	06	4,669	25
2017-18	4,217	19	1,234	6	5,451	25
2018-19	4,986	19	1,349	5	6,335	24
2019-20	5,406	17	1,996	6	7,402	23
2020-21	6,891	21	2,168	7	9,059	28

(* Excludes Advances, Suspense and Miscellaneous and Remittance balances.

Note: Figures are progressive balance to end of the year.

Public Debt and other liabilities showed a net increase of ₹ 1,657 crore (22 per cent) over the previous year.

Trend in Government Liabilities



(* Other Obligations includes Reserve Funds and Deposits.

5.3. Guarantees

In addition to directly raising loans, State Government also guarantee loans raised by Government companies and corporations from the market and financial institutions for implementation of various plan schemes and programmes. These guarantees are projected outside the State Budget. The position of guarantees by the State Government for the re-payment of loans (payment of principal and interest thereon) raised by Statutory Corporations, Government Companies, Corporations, Co-operative Societies, etc., is given below:

(₹ in crore)

At the end of the year	Maximum Amount Guaranteed (Principal only)	Amount outstanding at the end of the year	
		Principal	Interest
2016-17	518	441	1
2017-18	649	565	...
2018-19	3,849	3,351	104
2019-20	3,942	3,544	206
2020-21	4,527	3,844	263

Chapter VI

Other Items

6.1 Adverse Balances under Internal Debt

Borrowings of State Governments are governed by Article 293 of the Constitution of India. In addition to directly raising loans, the State Government also guarantees loans raised by government companies and corporations from the market and financial institutions for implementation of various plan schemes and programmes which are projected outside the State Budget. These loans are treated as receipts of the concerned Administrative Departments and do not appear in the books of the Government. However, the loan repayments appear in Government account, resulting in irreconcilable adverse balances and understatement of liabilities in Government accounts. As on 31 March 2021 no adverse balance is appearing in favor of Sikkim State.

6.2 Loans and Advances by the State Government

Total Loans and Advances made by the State Government at the end of 2020-21 was ₹ 253 crore. Out of this loans and advance to government corporation/ companies, non-government institutions and local bodies amounted to ₹ 0.00 crore. Recovery of principal aggregating in arrears at the end of 31 March 2021 (information regarding recoveries in arrears in respect of principal and interest is required to be furnished by the concerned departments every year to the Accountant General by June which was not furnished by the department). The information relating to recovery of interest in arrear was not made available by the State Government. During 2020-21, only ₹ 1.17 crore has been received towards repayment of loans and advances, out of which ₹ 0.32 crore relates to repayment of loans to government servants. Effective steps to recover the outstanding loans would help the Government improve its fiscal position.

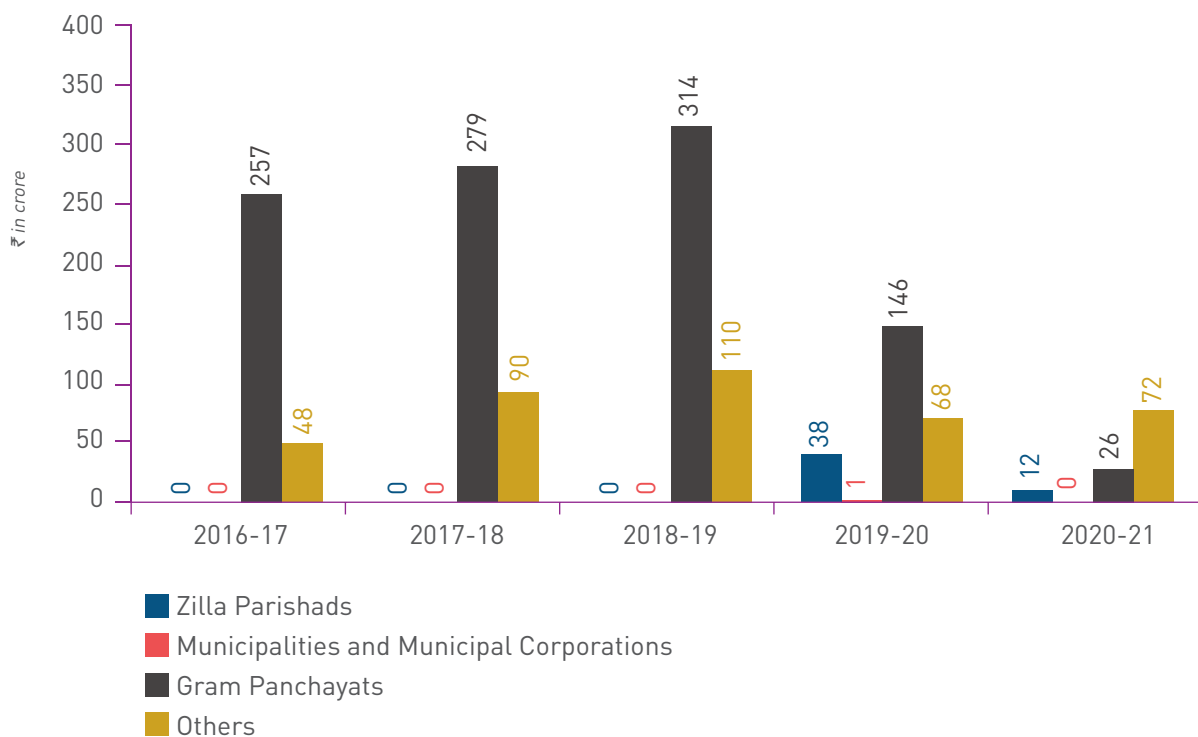
6.3 Financial Assistance to Local Bodies and Others

Grants-in-aid given to local bodies, autonomous bodies etc., decreased from ₹ 305 crore in 2016-17 to ₹ 110 crore in 2020-21. Grants to Zilla Parishads, Gram Panchayats and Municipalities (₹38 crore) represented 35 per cent of total grants given during the year.

Details of Grants-in-aid for the past five years are as under:

(₹ in crore)

S. No.		2016-17	2017-18	2018-19	2019-20	2020-21
1	Zilla Parishads	...	...	...	38	12
2	Municipalities and Municipal Corporations	...	...	...	1	...
3	Gram Panchayats	257	279	314	146	26
4	Others	48	90	110	68	72
	Total	305	369	424	253	110



Grants-in-aid for Creation of Assets have not been formed in the State of Sikkim.

6.4 Reconciliation of Receipt and Expenditure

Chief Controlling Officer (CCOs)/ Controlling Officer (Cos) are required to reconcile the receipts and expenditure figures of the Government with the figures accounted for by the Senior Deputy Accountant General (A&E). Such reconciliation has been completed by all CCOs/Cos for such receipts and expenditures.

6.5 Submission of Accounts by Accounts rendering units

The accounts of receipts and expenditure of the Government of Sikkim have been compiled based on the initial accounts rendered by six Treasuries, 44 Public Works/ Irrigation Divisions/ Public Health Engineering Divisions, five Forest Division and advice of the State Bank of Sikkim (SBS). Rendition of monthly accounts by the Accounts Rendering Units of the State Government was satisfactory and no accounts remained excluded at the end of the Financial Year.

6.6 Advance payments

Drawing and Disbursing Officers (DDOs) are authorised to draw sums of money by preparing Abstract Contingent (AC) Bills by debiting service heads. They are required to present Detailed Countersigned Contingent (DCC) Bills containing vouchers in support of final expenditure within three months of the withdrawal of AC Bills. Non-submission of DCC Bills renders the expenditure under AC Bills opaque. Details of AC Bills outstanding as on 31 March 2021 are given below:

Year	No. of unadjusted AC Bills	Amount (₹ in crore)
Upto 2018-19	2361	50.65
2019-20	351	5.68
2020-21	421	18.85
Total	3133	75.18

6.7 Status of Suspense Balances and Remittances Balances

Details of outstanding balances under Major Head 8658-Suspenses Account is as under:

(₹ in crore)

Name of Minor Head	2016-17		2017-18		2018-19		2019-20		2020-21	
	Dr.	Cr.	Dr.	Cr.	Dr.	Cr.	Dr.	Cr.	Dr.	Cr.
(a) 8658 – Suspense Accounts										
101-PAO Suspense	11.75	7.13	17.57	13.68	21.48	20.57	5.20	1.05	8.35	5.43
Net	Dr 4.62		Dr 3.89		Dr 0.91		Dr 4.15		Dr 2.92	
102-Suspense Account (Civil)	0.35	3.95	14.15	14.57	28.66	29.56	2.46	2.98	14.46	13.83
Net	Cr 3.60		Cr 0.42		Cr 0.90		Cr 0.52		Dr 0.63	
112 – Tax Deducted at Source	25.83	30.57	46.44	51.70	50.82	57.17	8.83	16.91	11.31	20.40
Net	Cr 4.74		Cr 5.26		Cr 6.35		Cr 8.08		Cr 9.09	
123-AIS Suspense	0.01	0.30	0.01	0.31	0.01	0.33	0.01	0.33	0.01	0.34
Net	Cr 0.29		Cr 0.30		Cr 0.32		Cr 0.32		Cr 0.33	
135-Cash Settlement between A.G. Sikkim and other States	2.11	0.80	2.47	2.34	2.83	2.75	0.31	0.09	0.86	0.19
Net	Dr 1.31		Dr 0.13		Dr 0.08		Dr 0.22		Dr 0.67	
(b) 8782 – Cash remittances and adjustments between rendering accounts to the same Accounts Office										
102-Public Works Remittances	1276.49	15.18.09	1957.16	2338.37	2162.11	2416.17	3473.54	3622.89	1768.08	2282.71
Net	Cr 290.55		Cr 381.21		Cr 254.06		Cr 149.35		Cr 514.63	
103-Forest Remittances	52.23	50.76	36.36	48.50	33.22	49.90	120.38	130.61	47.47	48.80
Net	Dr 1.47		Cr 12.14		Cr 16.68		Cr 10.23		Cr 1.33	
108-Other Remittances	90.68	75.51	74.05	85.56	121.05	124.50	233.23	231.99	82.29	79.99
Net	Dr 15.17		Cr 11.51		Cr 3.45		Dr 1.24		Dr 2.30	

6.8 Status of Outstanding Utilisation Certificate

Details of outstanding Utilisation Certificate in respect of Grants sanctioned by the State Government as under:

Year	Number of UCs Outstanding	Amount (₹ in crore)
Upto 2018-19	977	91.66
2019-20	136	44.16
2020-21	279	56.46
Total	1392	192.28

6.9 Commitments on account of Incomplete Capital works

A total expenditure of ₹ 409.00 crore as per Appendix IX in Volume II of the Finance Accounts was incurred up to the year 2020-21 by the State Government on various incomplete projects against an original estimated cost of ₹ 778.00 crore.

6.10 New Pension Scheme

State Government employees recruited with effect from 1 April 2006 are eligible for the New Pension Scheme which is a defined contributory pension scheme. In terms of the Scheme, the employee contributes 10 per cent of his monthly salary and dearness allowance, which matched by the State Government as employer share, the entire amount is transferred to designated fund manager through the National Securities Depository Limited (NSDL)/Trustee Bank.

As per prescribed procedure, both the contributions are to be initially credited to the Public Account under Major Head 8342-Other Deposits 117-Defined Contribution Pension Scheme for Government Employees. Thereafter, the entire amount is to be transferred to the National Securities Depository Limited (NSDL)/Trustee Bank through the designated fund manager in the same year itself.

The Government of Sikkim, however, did not follow the above procedure in transferring Government contribution. The State Government transfers the employer's (Government's) contribution directly to NSDL/Trustee Bank without routing it through the Public Account. During 2020-21, the State Government deducted ₹ 87.99 crore towards employees' contribution and credited the same into Public Account. Thereafter, the State Government transferred ₹ 159.89 crore from the Public Account to the NSDL/Trustee Bank.

As on 1 April 2020, ₹ 66.12 crore representing employees' contribution yet to be transferred to NSDL/Trustee Bank was available in the Public Account under Major Head 8342-117. (The interest accruing on such retained balances which constitute liabilities of the State Government since the inception of the Scheme, has not been estimated. It has also not been possible to estimate whether the employees' contributions over the years under the Scheme have been correctly assessed). Against ₹ 243.00 crore (₹ 66.12 crore opening balance plus ₹ 176.88 crore deducted

from the employees during the year), the State Government transferred ₹ 159.89 crore leaving a balance of ₹ 83.11 crore in the Public Account as on 31 March 2021. Uncollected, unmatched and un-transferred amounts, with accrued interest, represent outstanding liabilities under the scheme besides erroneously enhancing the liquidity position of the State Government.

6.11 Personal Deposit Accounts

Personal Deposit (PD) accounts are operated by transferring amounts from the Consolidated Fund to be utilised for specific purposes and booked as final expenditure against the concerned service Major Heads without any actual cash flow. In Sikkim State no Personal Deposit (PD) accounts were operated upto the financial year 2020-21.

6.12 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 was ₹ 106.68 crore in 37 entities as on 31 March 2021. The Government received an amount of ₹ 2.78 crore as dividend/ interest (i.e. 2.61 *per cent* of total invested amount) during the year. Out of these ₹ 1.33 crore was received as dividend/ interest from one Statutory Corporation i.e. State Bank of Sikkim wherein invested amount was ₹ 0.53 crore, ₹ 1.45 crore was received as dividend/interest from one company i.e. Sikkim Distilleries Ltd. wherein invested amount was ₹ 2.43 crore. No dividend/ interest was received from Sikkim State Co-operative Bank Ltd. (SISCO) wherein the Government had invested ₹ 9.36 crore and the rest 34 entities wherein the Government had invested amount of ₹ 106.68 crore no dividend/interest was received. Details are given in Statement 19 of Finance Accounts Vol. II. These figures, however, have not been reconciled with the figures of the investee organisations, which is to be done.

6.13 Rush of expenditure

The financial rules stipulate that rush of expenditure particularly in the closing month of the financial year shall be regarded as a breach of financial regularity and should be avoided. However, the expenditure incurred under ten Heads of Account during March 2021 ranged between 7 *per cent* and 90 *per cent* of the total expenditure during the year indicating a tendency to utilize the budget at the close of the financial year.

The flow of expenditure during the four quarters of 2020-21 in the above mentioned Heads was as below:

(₹ in crore)

Head of Account	Description	1 st Quarter	2 nd Quarter	3 rd Quarter	4 th Quarter	Total	During March	Percentage of 3/2021 w.r.t. total expenditure of 2020-21
2045	Other Taxes and Duties on Commodities and Services	0.79	0.38	8.72	36.45	46.34	36.05	77.79
2049	Interest Payment	86.02	127.96	100.47	233.95	548.41	184.66	33.67
2071	Pensions and Other Retirement Benefits	242.12	195.00	210.29	260.72	908.13	106.38	11.71
2202	General Education	320.91	275.85	279.57	317.57	1193.89	88.51	7.41
2401	Crop Husbandry	28.20	39.76	26.53	83.07	177.55	54.55	30.72
2851	Village and Small Industries	7.32	5.72	8.75	13.99	35.77	7.13	19.93
4059	Capital Outlay on Public Works	...	2.75	22.37	64.67	89.79	57.71	64.27
4202	Capital Outlay on Education, Sports, Art and Culture	...	...	8.59	142.32	150.90	135.93	90.08
4801	Capital Outlay on Power Projects	...	5.30	32.90	123.69	161.90	51.20	31.62
5054	Capital Outlay on Roads and Bridges	42.08	53.49	167.98	266.31	529.85	167.75	31.66

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