SUPREME AUDIT INSTITUTION OF INDIA
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Report of the Comptroller and Auditor General of India on State Finances for the year 2023-24

Government of Assam

Report No. 1 of 2025

(State Finances Audit Report)

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Preface

1. This Report has been prepared for submission to the Governor of Assam under Article 151 of the Constitution.

2. Chapter I of this Report contains the basis and approach to State Finances Audit Report, Structure of the Report, Structure of Government Accounts, Budgetary processes, Trends in key fiscal parameters like revenue surplus/ deficit, fiscal surplus/ deficit, *etc.,* and fiscal correction path.

3. Chapter II contains a broad perspective of the finances of the State, analyses the critical changes in major fiscal aggregates relative to the previous year, overall trends during the last five years, debt profile of the State and key Public Account transactions, based on the Finance Accounts of the State.

4. Chapter III is based on the Appropriation Accounts of the State and reviews the appropriations and allocative priorities of the State Government and reports on deviations from Constitutional provisions relating to budgetary management.

5. Chapter IV on 'Quality of Accounts & Financial Reporting Practices' provides an overview and status of the State Government's compliance with various financial rules, procedures and directives during the current year.

6. The Reports of the Comptroller and Auditor General of India containing the findings of Performance Audit and Compliance Audit in various Government departments, observations arising out of audit of Statutory Corporations, Boards and Government Companies and observations on Revenue Receipts are presented separately.

Executive Summary

Executive Summary

About the Report

This Report of the CAG of India is on the State Finances for the year 2023-24. It provides an overview of the finances, budgetary management and quality of accounts, financial reporting practices and other matters relevant to State Finances.

This executive summary highlights the contents of this report and through snapshots of the important figures and aspects, provides insight into fiscal sustainability, performance against the budget intent, revenue and expenditure projection, the reasons for variations and its impact.

Gross State Domestic Product (GSDP) (at current prices) grew at an average growth rate of 12.88 *per cent* from ₹ 3,46,850.68 crore in 2019-20 to ₹ 5,70,242.61 crore in 2023-24. Budget Outlay of the State grew at an average growth rate of 8.39 *per cent* from ₹ 1,19,715.68 crore in 2019-20 to ₹ 1,69,966.13 crore in 2023-24.

There was 19.10 *per cent* growth in GSDP over 2022-23. The Revenue Receipts grew at two *per cent* during the year however, the percentage of Revenue Receipts over GSDP decreased from 18.74 *per cent* in 2022-23 to 16.05 *per cent* in 2023-24. The Tax Revenue increased by 17.18 *per cent* during the period and the State's Own Tax Revenue increased by 15.00 *per cent*. The Total Expenditure (Revenue Expenditure, Capital Expenditure, Loans and Advances and Appropriation to Contingency Fund) of the State decreased from ₹ 1,19,952.20 crore in 2022-23 to ₹ 1,15,671.63 crore in 2023-24 decreasing by 3.57 *per cent*. Of this, Revenue Expenditure showed 7.52 *per cent* decrease over 2022-23. Revenue Deficit decreased from ₹ 12,072.35 crore to ₹ 2,628.41 crore registering 78.23 *per cent* decrease over 2022-23, while Fiscal Deficit also decreased from ₹ 30,204.83 crore in 2022-23 to ₹ 20,854.69 crore in 2023-24 decreasing by 30.96 *per cent*.

Receipts-Expenditure Mismatch

The mismatch between receipts and expenditure indicates continuance of fiscal stress. The State has different sources of receipts such as State's Own Tax Revenue, Non-Tax Revenue, Devolution of States' share in taxes, Grants-in-Aid and transfers from the Union Government and non-debt Capital Receipts. The State Government's expenditure includes expenditure on Revenue Account as well as Capital Expenditure (assets creation, loans and advances, investments, *etc.*).

From 2019-20 to 2023-24, Revenue Receipts grew from ₹ 64,495.08 crore to ₹ 91,534.49 crore, with an average annual growth rate of 8.38 *per cent*. Capital Receipts also increased from ₹ 14,257.61 crore to ₹ 47,296.30 crore during this period. The share of Grants-in-Aid in Revenue Receipts ranged between 24.17 *per cent* and 40.43 *per cent* during the last five-year period. The State Government received ₹ 16,205.52 crore as Central share for Centrally Sponsored Schemes (CSSs) during the year.

Revenue Expenditure is incurred to maintain the current level of services and payment for the past obligation. As such, it does not result in any addition to the State's infrastructure and service network. Between 2019-20 and 2023-24, Revenue Expenditure increased from ₹ 65,817.28 crore (18.98 *per cent* of GSDP) to ₹ 94,162.90 crore (16.51 *per cent* of GSDP). It consistently made up a significant portion (80 to 85 *per cent*) of the Total Expenditure during this period, growing at an average annual rate of 8.61 *per cent*.

Result of expenditure beyond means

The gap between Revenue Receipts and Revenue Expenditure results in Revenue Deficit. Revenue Deficit of the State increased to ₹ 2,628.41 crore (0.46 *per cent* of GSDP) in the current year from Revenue Deficit of ₹ 1,322.20 crore (0.38 *per cent* of GSDP) in the year 2019-20.

The State Government spent ₹ 21,444.23 crore only on Capital Account. This was 18.54 *per cent* of the Total Expenditure in the year 2023-24. Capital Expenditure was 48.72 *per cent* of the total borrowings made during 2023-24. Thus, a portion of borrowed funds was used for meeting current consumption and repayment of earlier borrowings during the year.

The gap between Total Expenditure and total non-debt receipts of the State results in Fiscal Deficit. In absolute terms, Fiscal Deficit of the State increased to ₹ 20,854.69 crore (3.66 *per cent* of GSDP) in 2023-24 from ₹ 14,915.80 crore (4.30 *per cent* of GSDP) in 2019-20.

Under Revenue Expenditure, the quantum of committed expenditure constitutes the largest share. Committed expenditure has the first charge on the resources and consists of expenditure on salaries and wages, pensions and interest payments. Committed expenditure on salaries and wages, pensions and interest payments constituted 54 to 66 *per cent* of Revenue Expenditure during 2020-21 (66 *per cent*) and 2022-23 (54 *per cent*). The Committed expenditure increased at an average rate of 9.14 *per cent* *i.e.,* from ₹ 41,485.78 crore in 2019-20 to ₹ 60,446.03 crore in 2023-24 {an increase of 9.66 *per cent* over 2022-23 (₹ 55,122.72 crore)}.

In addition to the committed expenditure, inflexible expenditure decreased from 10.43 *per cent* to 5.73 *per cent* of Revenue Expenditure during 2019-20 to 2023-24, indicating a downward trend. The inflexible expenditure decreased from ₹ 12,705.58 crore in 2022-23 to ₹ 5,393.82 crore in 2023-24 registering a decrease of 57.55 *per cent*.

Taken together, the committed and inflexible expenditure as percentage of Revenue Expenditure decreased from 73.46 *per cent* in 2019-20 (₹ 48,349.64 crore) to 69.92 *per cent* in 2023-24 (₹ 65,839.85 crore). The downward trend on committed and inflexible expenditure leaves the Government with more flexibility for other priority sectors and capital creation.

Subsidies

Within the non-committed expenditure, subsidies decreased from ₹ 1,473.23 crore in 2019-20 to ₹ 455.78 crore in 2023-24. Subsidies as a *percentage* of non-committed expenditure ranged between one and nine *per cent* of non-committed expenditure during the period. Power subsidies constituted a significant portion *i.e.*, 42.14 *per cent* of total subsidies given during the five-year period.

Off-budget borrowings

As on 31 March 2024, the State Government, through State Public Sector Enterprises and parastatals, raised ₹ 2,193.13 crore as off-budget borrowings, which did not flow into the Consolidated Fund of the State but are required to be repaid and serviced through budget. Out of which, ₹ 1,101.89 crore was raised during 2023-24. During the year, the State Government paid an interest of ₹ 129.36 crore towards off-budget borrowing.

Contingent Liabilities on account of Guarantees

Government had guaranteed loans raised by various Corporations and Others which at the end of 2023-24 stood at ₹ 2,241.30 crore. It was 9.70 *per cent* of State's Own Tax and Non-Tax Revenue of the second preceding year (₹ 23,112.85 crore) *i.e.,* well within the limit prescribed in the State FRBM Act (50 *per cent* of the State's Tax and Non-Tax Revenue of the second preceding year).

Fiscal sustainability

Fiscal sustainability is examined in terms of macro-fiscal parameters such as deficits, level of debt and liabilities, commitments on account of off-budget borrowings, guarantees, subsidies, *etc*. So far as revenue and expenditure mismatch is concerned, one of the important constraints is committed and inflexible expenditure, which includes salaries and wages, pension payments, interests, *etc*. and also other inflexible expenditure such as those arising out of commitment for centrally sponsored schemes, transfer to reserve funds, transfer to local bodies, *etc*.

FRBM requirements and compliance with fiscal parameters

The FRBM Act/ Rules prescribes certain limits within which, revenue deficit, fiscal deficit, debt as a percentage of the Gross State Domestic Product (GSDP) should be, and similarly for guarantees as a percentage of revenue receipts of the previous year. In 2023-24, Revenue Deficit was 0.46 *per cent* as against the target of Revenue Surplus; Fiscal Deficit was 3.66 *per cent* as against the limit of 3.5 *per cent*; debt was 25.77 *per cent* as against limit of 32 *per cent* and guarantees given were 9.70 *per cent* as against the prescribed limit of 50 *per cent* of the State's Tax and Non-Tax Revenue of the second preceding year.

As per the debt sustainability analysis, the outstanding debt of Government of Assam has grown on an average at a rate of 20.67 *per cent* annually during the period from 2019-20 to 2023-24. Debt-GSDP ratio of Assam has increased from 20.83 *per cent* in

2019-20 to 25.77 *per cent* in 2023-24, which indicates that debt stabilisation may not be possible in near future.

Budget performance

Aggregate expenditure outturn

Budget performance in terms of budgetary intent and budget implementation is examined to assess extent to which the aggregate expenditure outturn reflects the amount originally approved both in terms of excess and savings.

In Revenue Section, deviation in outturn compared with Budget Estimates (BEs) was -12.83 *per cent*. This was due to deviation between 0 and ± 25 *per cent* in 42 grants/ appropriations, between ± 25 *per cent* and ± 50 *per cent* in 28 grants, between ± 50 *per cent* and ± 100 *per cent* in nine grants and equal to or more than ± 100 *per cent* in two grants.

In Capital Section, deviation in outturn compared with BEs was 49.20 *per cent*. This was due to deviation between 0 and ± 25 *per cent* in 15 grants, between ± 25 *per cent* and ± 50 *per cent* in 20 grants/ appropriations, between ± 50 *per cent* and ± 100 *per cent* in 27 grants/ appropriations and equal to or more than ± 100 *per cent* in 12 grants/ appropriations.

Expenditure composition outturn

Budget performance also looks at the extent to which the re-allocation between the main budget categories during the execution have contributed to variance in expenditure composition. This measure indicates the extent of variation between the final budget and the actual expenditure.

In Revenue Section, deviation in outturn compared with Revised Estimates (REs) was -18.06 *per cent*. This was due to deviation between 0 and ± 25 *per cent* in 36 grants/ appropriations, between ± 25 *per cent* and ± 50 *per cent* in 35 grants/ appropriations, between ± 50 *per cent* and ± 100 *per cent* in eight grants and equal to or more than 100 *per cent* in two grants.

In Capital Section, deviation in outturn compared with REs was -17.72 *per cent*. This was due to deviation between 0 and ± 25 *per cent* in 19 grants/ appropriations, between ± 25 *per cent* and ± 50 *per cent* in 22 grants/ appropriations, between ± 50 *per cent* and ± 100 *per cent* in 26 grants and equal to or more than 100 *per cent* in seven grants.

It was noticed that Supplementary Grant of ₹ 30,210.86 crore was unnecessary as the gross expenditure (₹ 1,39,449.66 crore) was less than the original provision (₹ 1,39,755.27 crore) by ₹ 305.61 crore. Moreover, in 71 Segments of 53 grants/ appropriations, the Supplementary Budgetary allocation of ₹ 5,628.14 crore made was unnecessary, as the actual expenditure was less than the Original Budgetary allocation.

Overall Budget reliability assessment indicates that there were large deviations between the actual expenditure and original budget as well as between the actual expenditure and final budget in several grants. Moreover, it was also noticed that in *several cases, there were supplementary grants where expenditure was not even up to the original grant. A reliable budget practice is needed to deal with such deviations.*

Regularisation of Excess over Grants/ Appropriations

The State Government has to get excesses over grants/ appropriations regularised by the State Legislature as per Article 204 and 205 (1) (b) of the Constitution. It was observed that in 2023-24 there was an excess expenditure of ₹ 2,172.27 crore under one grant and one appropriation which requires regularisation. Further, excess disbursements of ₹ 9,823.42 crore pertaining to years from 2006-07 to 2022-23 were yet to be regularised.

Quality of Accounts and Financial Reporting

Quality of accounts and financial reporting covers items, transactions and events which relate to gaps in compliance, regularity weaknesses and issues relating to delay in receipt of those accounting records or adjustment records which evidence the actual expenditure. It also highlights issues pertaining to the accounts and financial reporting such as incomplete reconciliation of accounts, non-compliance with the provisions of IGAS, non-submission of UCs, DCC bills and annual accounts, non-discharging of interest liabilities *etc*.

Reconciliation

The PAC in its 161st Report recommended (March 2020) that the departments should reconcile their figures with the Accountant General (A&E) on a monthly basis or at least quarterly basis to avoid wrong booking of figures. Despite the recommendations, 38.96 *per cent* of Receipts and 38.07 *per cent* of Disbursements booked by the Accountant General (A&E) were not reconciled by the departmental authorities during 2023-24.

Compliance with Indian Government Accounting Standards (IGAS)

As against the requirements of the IGAS, the State Government complied partly with IGAS 1: Guarantees given by the Government, IGAS 2: Accounting and classification of Grants-in-Aid and IGAS-3: Loans and Advances made by the Government during the year. Further, as per provisions of IGAS-4: Prior Period Adjustment, the Government of Assam issued financial sanctions of ₹ 3,752.26 crore for conversion of Loans/ Grants/ Interest into equity by way of book adjustment during 2023-24. Out of ₹ 3,752.26 crore, ₹ 2,239.13 crore was booked in the accounts of current year *i.e.*, 2023-24 as prior period adjustment on the strength of the provision of IGAS-4 and remaining ₹ 1,513.13 crore pertaining to Loans/ Grants/ Interest was converted into equity by way of book adjustment during 2023-24 as per sanction order issued by Government of Assam.

Funds to Single Nodal Agency

The Government of India and the State Government have introduced system of Single Nodal Agency (SNA) for implementation and fund flow for each Centrally Sponsored Scheme (CSS). The share of Government of India and the State Government is transferred to Bank Account of the SNA lying outside the Government Account. As per SNA 01 report of PFMS, the State Government received ₹ 13,901.14 crore being Central share during the year in its Treasury Account. As on 31 March 2024, the Government transferred Central share of ₹ 15,790.72 crore and State share of ₹ 2,864.09 crore to the SNAs. The entire transfer of ₹ 18,654.81 crore was made through GIA bills. As per the SNAs report, ₹ 5,416.67 crore are lying unspent in the bank accounts of SNAs as on 31 March 2024.

Utilisation Certificates against conditional grants

Despite the requirement of submitting Utilisation Certificates (UCs) against conditional grants within a stipulated time period, 6,335 UCs worth ₹ 18,669.55 crore were pending for submission as on 31 March 2024. In the absence of UCs, it could not be ascertained whether the recipients had utilised the grants for the purposes for which those were given.

DCC bills against AC bills

Similarly, despite the requirement of submitting Detailed Countersigned Contingent (DCC) Bills against the advance money withdrawn through Abstract Contingent (AC) Bills, 1,316 AC bills of ₹ 748.41 crore were pending for submission of DCC bills as on 31 March 2024. Non-adjustment of advances for long periods is fraught with the risk of misappropriation and therefore, requires close monitoring by the respective DDOs for ensuring submission of DCC bills. Further, to the extent of non-receipt of DCC bills, the expenditure shown in the Finance Accounts cannot be asserted as correct or final.

Compliance with prevailing rules and codal provisions are meant to ensure control and accountability in accounting and financial reporting. Non-compliance and deviations impact the quality of accounting and financial reporting adversely. Non-timely submission of UCs against conditional grants; non-submission of DCC bills against AC bills; and partial compliance with the provisions of IGAS have impacted the quality of accounts adversely.

Chapter 1
Overview of State Finances

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1.1 Profile of the State

Assam is the largest State in terms of population and second largest State, after Arunachal Pradesh, in terms of area in the North-Eastern Region of India and is, in fact, the gateway to this Region. The State is spread over a geographical area of 78,438 sq. km (2.4 *per cent* of the country's total geographical area) and is home to around 3.12 crore persons (2.6 *per cent* of the population of the country) as per Census 2011. The decadal (2001-2011) growth rate of population for the State was 16.93 *per cent* against the national decadal growth rate of 17.64 *per cent*. The projected population of the State during 2023-24 was 3.60 crore. The decadal (2014-2024) growth rate of the State's population was 11.31 *per cent* which was marginally higher than the all India growth rate of 11.26 *per cent*. As per census 2011, State's literacy rate at 72.19 *per cent* was marginally lower than all India average of 73 *per cent*.

The State has 35 districts[1] and three Autonomous District Councils (ADCs) namely (i) Karbi Anglong Autonomous Council (ii) North Cachar Hills Autonomous Council and (iii) Bodoland Territorial Council. Assam was designated as a Special Category State (SCS)[2] in 1969 in terms of the Gadgil formula, which ensured that 90 *per cent* of funding for centrally sponsored schemes is received as grants from Central Government.

General and financial data relating to the State is given in ***Appendix 1.1*** and ***Appendix 1.2*** respectively.

1.1.1 Gross State Domestic Product of Assam

Gross State Domestic Product (GSDP) is the value of all the goods and services produced within the boundaries of the State in a given period of time. Growth of GSDP is an important indicator of the State's economy, as it denotes the extent of changes in the level of economic development of the State over a period of time.

Trends in annual growth of Assam's GSDP *vis-à-vis* that of the country's Gross Domestic Product (GDP) are given in **Table 1.1**.

Table 1.1: Trends in growth of GSDP (at current prices) compared to the GDP

(₹ in crore)

Year	2019-20	2020-21	2021-22	2022-23	2023-24	CAGR
INDIA						
GDP (2011-12 Series)	**2,01,03,593**	**1,98,54,096**	**2,35,97,399**	**2,69,49,646 (FRE)**	**2,95,35,667 (PE)**	**10.10**
Gross Value Added (GVA)	**1,83,81,117**	**1,82,10,997**	**2,16,35,584**	**2,46,59,041 (FRE)**	**2,67,62,147 (PE)**	**9.85**
Growth rate of GDP over previous year (*per cent*)	6.37	-1.24	18.85	14.21	9.60	
Growth rate of GVA over previous year (in *per cent*)	7.02	-0.93	18.81	13.97	8.53	

1 Economic Survey, Assam 2023-24
2 Now known as North Eastern & Himalayan States (NE&HS)

Year	2019-20	2020-21	2021-22	2022-23	2023-24	CAGR
Per Capita GDP (in ₹)	**1,49,915**	**1,46,480**	**1,72,422**	**1,94,879 (FRE)**	**2,11,725 (PE)**	**9.01**
ASSAM						
GSDP (2011-12 Series)	**3,46,850.68**	**3,39,802.98**	**4,10,723.56**	**4,78,779.19 (PE)**	**5,70,242.61 (AE)**	**13.23**
Gross State Value Added (GSVA)	**3,18,971.11**	**3,08,968.32**	**3,78,840.79**	**4,40,390.53**	**5,12,789.23**	**12.60**
Growth rate of GSDP over previous year (in *per cent*)	12.13	-2.03	20.87	16.57	19.10	
Growth rate of GSVA over previous year (in *per cent*)	13.05	-3.14	22.61	16.25	16.44	
Per Capita GSDP (in ₹)	1,00,501	97,401	1,16,554	1,34,591	1,58,807	12.12

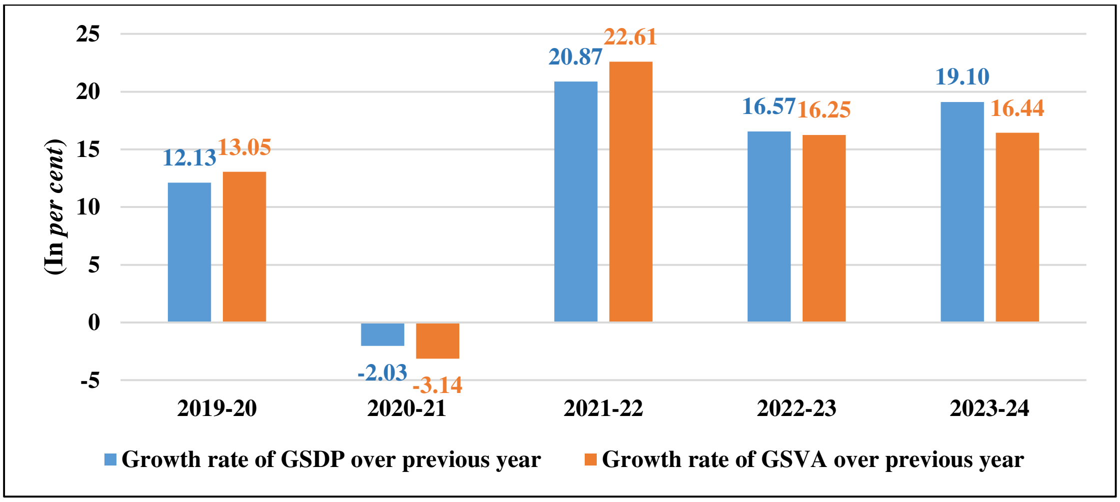
Source of data: *Ministry of Statistics and Programme Implementation, GoI & Directorate of Economics and Statistics, Assam*
AE- Advance Estimates, PE-Provisional Estimates, FRE-First Revised Estimates

In 2023-24, GSDP of Assam at current prices was ₹ 5,70,242.61 crore and the GDP in 2023-24 at current prices was ₹ 2,95,35,667 crore. Per Capita GSDP of the State for the year 2023-24 at ₹ 1,58,807 was lower than per capita GDP at ₹ 2,11,725. Compounded Annual Growth rate (CAGR) of per Capita income of the State at 12.12 *per cent* during the period from 2019-20 to 2023-24 was significantly higher than that of the Country's for the same period. Further, growth in Per Capita GSDP of the State (58.02 *per cent*) during the period from 2019-20 to 2023-24 was also significantly more than the growth in per capita GDP of the country (41.23 *per cent*) during the same period.

Gross Value Added (GVA) is being used for economic analysis by GoI and international organisations like International Monetary Fund (IMF) and World Bank as GVA is considered to be a better indicator of economic growth compared to GDP, as it ignores the impact of taxes and subsidies. While GDP can be and is also computed as the sum total of various expenditure incurred in the economy including private consumption spending, government consumption spending and gross fixed capital formation or investment spending, reflecting essentially on the demand conditions in the economy. Both measures have difference in treatment of net taxes, as a result of which, the inclusion of taxes in GDP may differ from the real output situation. From a policymaker's perspective, it is therefore vital to have a comparison of the GVA and GSVA data for better analysis and making policy interventions.

Trends of GSDP and GSVA for the period from 2019-20 to 2023-24 are indicated in **Chart 1.1**.

Chart 1.1: Growth rate of GSDP vs GSVA (2019-20 to 2023-24)



As can be seen from **Table 1.1**, GSDP of Assam grew at a higher rate during four years of the five-year period from 2019-20 to 2023-24, as compared to the growth rate of GDP, with a Compounded Annual Growth Rate (CAGR) of 13.23 *per cent* against GDP CAGR of 10.10 *per cent*. Further, during the five-year period, the GSDP growth rate increased from 12.13 *per cent* in 2019-20 to 19.10 *per cent* in 2023-24 with the highest increase recorded during the year 2021-22 (20.87 *per cent*).

The economic activity of a State is generally divided into Primary, Secondary and Tertiary sectors, which correspond largely to Agriculture and allied activities, Industry and Services sectors. These three sectors form GSVA of the State. Further, GSDP of the State is the total of GSVA and net of taxes on products and subsidies on products.

Sectoral growth of GSDP over the past five years is detailed in **Chart 1.2** whereas changes in sectoral contribution to GSVA in 2023-24 over 2019-20 are given in **Chart 1.3** as these changes are an indication of the changing structure of the economy.

Chart 1.2: Sectoral growth in GSDP

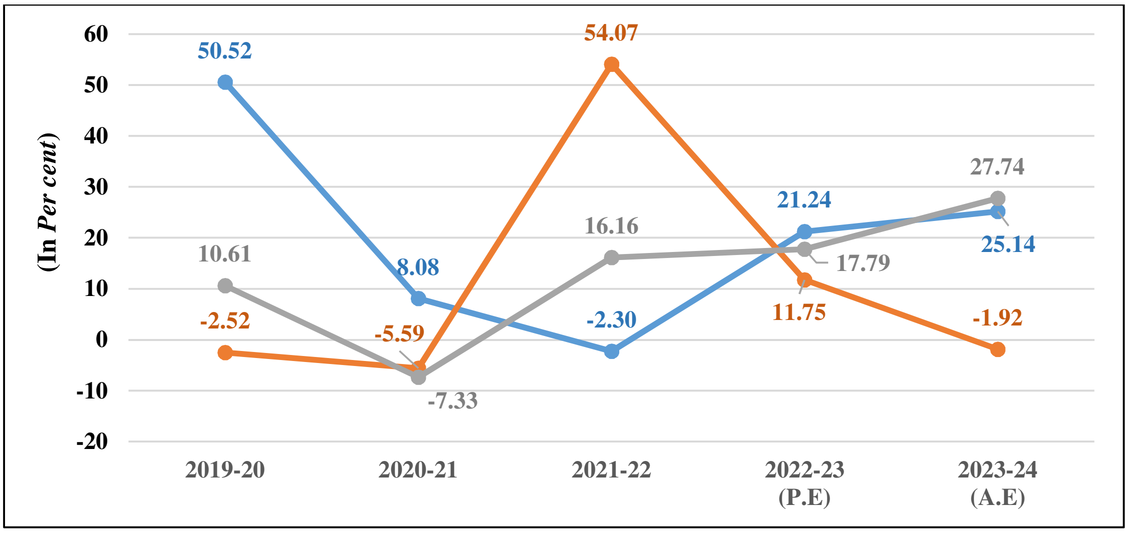


Chart 1.3: Change in sectoral contribution to GSVA (2019-20 to 2023-24)

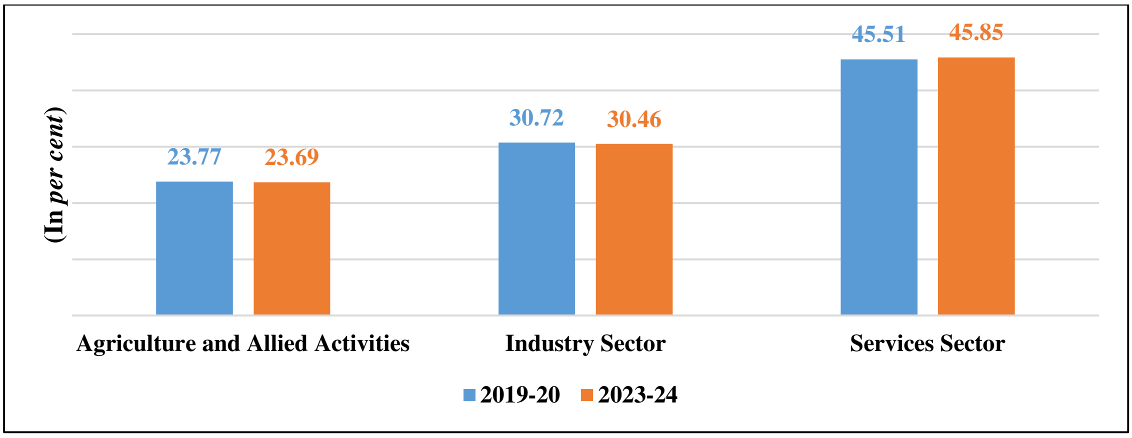


Chart 1.2 shows that growth of two out of three sectors contributing to GSDP increased significantly during 2023-24 with maximum increase of 27.74 *per cent* recorded under Services Sector, followed by an increase of 25.14 *per cent* under Agriculture and Allied Activities. However, growth under Industry Sector decreased sharply and stood at (-) 1.92 *per cent* during the year. Decrease under the Industry Sector was mainly recorded under Construction, Mining and Quarrying. Further, **Chart 1.3** shows that the share of Agriculture and Allied Activities, Industry and Services sectors in GSVA has remained relatively constant during the five-year period from 2019-20 to 2023-24.

1.2 Basis and Approach to State Finances Audit Report

In terms of Article 151 (2) of the Constitution of India, Reports of the Comptroller and Auditor General of India (CAG) relating to the accounts of a State are to be submitted to the Governor of the State, who shall cause them to be laid before the Legislature of the State. Audit Report on State Finances (SFAR) of Assam for the year ending 31 March 2024 has been prepared by the CAG for submission to the Governor of Assam under Article 151 (2) of the Constitution of India.

Accountant General (Accounts & Entitlements) prepares the Finance Accounts and Appropriation Accounts of the State annually, from the vouchers, challans and initial and subsidiary accounts rendered by the treasuries, offices and departments responsible for keeping of such accounts functioning under the control of the State Government, and the statements received from Reserve Bank of India. These accounts are audited independently by the Accountant General (Audit) and certified by the CAG.

Finance Accounts and Appropriation Accounts of the State for the year 2023-24 constitute the core data for this Report. Other sources include the following:

- Budget of the State for the year 2023-24 forms an important source of data, both for assessing the fiscal parameters and allocative priorities *vis-à-vis* projections, as well as for evaluating the effectiveness of its implementation and compliance with the relevant rules and prescribed procedures;
- Results of audit carried out by the Office of the Accountant General (Audit), Assam at the State Secretariat as well as at the field level during the year;

- Other data with Departmental Authorities and Treasuries (accounting as well as MIS);
- GSDP data and other State-related statistics; and
- Various audit reports of the CAG of India during 2019-24 have also been used to prepare this analysis/ commentary as considered appropriate.

The analysis has been carried out in the context of recommendations of the Finance Commission (FC), Assam Fiscal Responsibility and Budget Management (AFRBM) Act, and best practices and guidelines of Government of India.

An entry conference of the Audit Report was held on 30 September 2024 wherein audit approach was explained to the Finance Department and subsequently, the draft Report was forwarded to the State Government in December 2024 for comments. Further, an Exit Conference was also held on 15 February 2025 with the Commissioner and Secretary to Government of Assam, Finance Department. The replies of the Government, where received, have suitably been incorporated in this Report.

1.3 Overview of Government Account Structure and Budgetary Processes

The Accounts of the State Government are kept in three parts:

I. Consolidated Fund of the State {Article 266 (1) of the Constitution of India}

This Fund comprises all revenues received by the State Government, all loans raised by the State Government (market loans, bonds, loans from the Central Government, loans from Financial Institutions, Special Securities issued to National Small Savings Fund, *etc*.), Ways and Means Advances extended by the Reserve Bank of India and all moneys received by the State Government in repayment of loans. No moneys can be appropriated from this Fund except in accordance with the law and for the purposes and in the manner provided by the Constitution of India. Certain categories of expenditure (*e.g*., salaries of Constitutional authorities, loan repayments, *etc*.) constitute a charge on the Consolidated Fund of the State (Charged Expenditure) and are not subject to vote by the Legislature. All other expenditure (Voted Expenditure) is voted by the Legislature.

II. Contingency Fund of the State {Article 267 (2) of the Constitution of India}

This Fund is in the nature of an imprest, which is established by the State Legislature by law, and is placed at the disposal of the Governor to enable advances to be made for meeting unforeseen expenditure pending authorisation of such expenditure by the State Legislature. The fund is recouped by debiting the expenditure to the concerned functional major head relating to the Consolidated Fund of the State.

III. Public Account of the State {Article 266 (2) of the Constitution}

Apart from the above, all other public moneys received by or on behalf of the Government, where the Government acts as a banker or trustee, are credited to the Public Account. The Public Account includes repayables like Small Savings and Provident Funds, Deposits (bearing interest and not bearing interest), Advances, Reserve Funds (bearing interest and not bearing interest), Remittances and Suspense heads (both of which are transitory heads, pending final booking). The net cash balances available with the Government is also included under the Public Account. The Public Account is not subject to vote of the Legislature.

Budget Document

There is a constitutional requirement in India (Article 202) to present before the House or Houses of the Legislature of the State, a statement of estimated receipts and expenditure of the Government in respect of every financial year. This 'Annual Financial Statement' constitutes the main budget document. Further, the budget must distinguish expenditure on revenue account from other expenditure.

Revenue Receipts consist of Tax Revenue comprising Own Tax Revenue & State's Share of Union Taxes/ Duties, Non-Tax Revenue and Grants from Government of India.

Revenue Expenditure consists of all those expenditure of the Government, which do not result in creation of physical or financial assets. It relates to those expenses incurred for the normal functioning of government departments and various services, interest payments on debt incurred by the Government and grants given to various institutions (even though some of the grants may be meant for creation of assets).

Capital Receipts consist of:

- **Debt receipts:** Market Loans, Bonds, Loans from financial institutions, Net transaction under Ways and Means Advances, Loans and Advances from Central Government, *etc*.; and
- **Non-debt receipts:** Proceeds from disinvestment, Recoveries of loans and advances.

Capital Expenditure includes expenditure on acquisition of land, building, machinery, equipment, investment in shares and loans and advances by the government to Public Sector Enterprises (PSEs) and other parties.

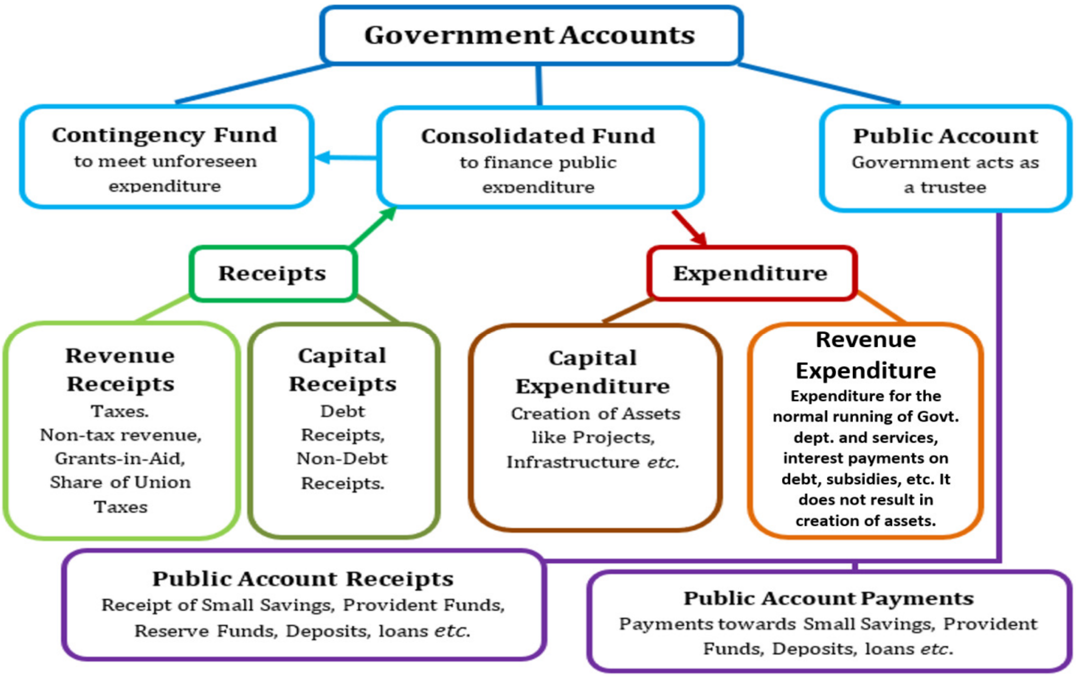
At present, we have an accounting classification system in government that is both functional and economic.

<table>
<tr><th colspan="2">Attributes of transaction</th><th>Classification followed in Assam Government Accounts</th></tr>
<tr><td rowspan="3">Standardised in List of Major and Minor Heads by CGA</td><td>Function- Education, Health, etc./ Department</td><td>Major Head under Grants (4-digit)</td></tr>
<tr><td>Sub-Function</td><td>Sub Major Head (2-digit)</td></tr>
<tr><td>Programme</td><td>Minor Head (3-digit)</td></tr>
<tr><td rowspan="3">Flexibility left for States</td><td>Scheme</td><td>Sub-Head (4-digit)</td></tr>
<tr><td>Sub scheme</td><td>Sub-Sub-Head (3-digit)</td></tr>
<tr><td>Economic nature/ Activity</td><td>Detailed Head (2-digit);
Sub-Detailed Head (2-digit)</td></tr>
</table>

The functional classification lets us know the department, function, scheme or programme and object of the expenditure. Economic classification helps organise these payments as revenue, capital, debt, *etc*. Economic classification is achieved by the numbering logic embedded in the first digit of 4-digit Major Heads. For instance, 0 and 1 is for Revenue Receipts, 2 and 3 for Revenue Expenditure, *etc*. Economic classification is also achieved by an inherent definition and distribution of some object heads. For instance, generally "salary" object head is Revenue Expenditure, "construction" object head is capital expenditure. Object head is the primary unit of appropriation in the budget document. It also indicates the economic activity of the Government.

A pictorial depiction of the structure of Government Accounts is given in **Chart 1.4**.

Chart 1.4: Structure of Government Accounts



Public Debt and Public Liability: In this Report, 'Public Debt' has been taken to comprise market borrowings, institutional loans, special securities issued to National Small Savings Fund (NSSF), loan given by Central Government, *etc*. For this purpose, the Major Heads (MH) 6003 and 6004- Public Debt have been taken into consideration.

Further, the transactions relating to 'Small Savings, Provident Fund, *etc.'*, 'Reserve Funds' and Deposit and Advances' under Public Account are such that the Government incurs a liability to repay the moneys received or has a claim to recover the amounts paid. The transactions relating to 'Remittances' and 'Suspense' under Public Account, include merely adjusting heads such as transaction as remittances of cash between treasuries and currency chests and transfer between different accounting circles.

In this Report, 'Public Liability' has been taken to include the transactions under MHs 8001 to 8554 relating to 'Small Savings, Provident Fund, *etc.*', 'Reserve Funds' and 'Deposit and Advances' along with the transactions under MHs 6003 and 6004.

Budgetary Processes

In terms of Article 202 of the Constitution of India, the Governor of Assam causes to be laid before the State Legislature, a statement of the estimated receipts and expenditure of the State in the form of an Annual Financial Statement. In terms of Article 203, the Statement is submitted to the State Legislature in the form of Demands for Grants/ Appropriations and after approval of these, the Appropriation Bill is passed by the Legislature under Article 204 to provide for appropriation of the required money out of the Consolidated Fund of the State.

Assam Budget Manual details the budget formulation process and guides the State Government in preparing its budgetary estimates and monitoring its expenditure activities. Results of audit scrutiny of the budget and implementation of other budgetary initiatives of the State Government are detailed in **Chapter III** of this Report.

1.3.1 Snapshot of State Finances

Table 1.2 provides the details of actual audited financial results of 2023-24 *vis-à-vis* Budget Estimates (BEs) for the year 2023-24 and actuals of 2022-23.

Table 1.2: Comparison with Budget Estimates and Actuals

(₹ in crore)

Sl. No.	Components	2022-23 (Actuals)	2023-24 (BEs)	2023-24 (Actuals)	Percentage of Actuals to		Growth over previous year
					BEs	GSDP	
1	Tax Revenue (i + ii)	**54,196.28**	**61,952.55**	**63,508.69**	**102.51**	**11.14**	**17.18**
	(i) Own Tax Revenue	*24,502.02*	30,001.66	28,178.12	93.92	4.94	15.00
	(ii) Share of Union taxes/duties	*29,694.26*	31,950.89	35,330.57	110.58	6.20	18.98
2	Non-Tax Revenue	5,761.31	7,010.84	5,902.90	84.20	1.04	2.46
3	Grants-in-Aid and Contributions	29,784.71	45,121.31	22,122.90	49.03	3.88	-25.72
4	**Revenue Receipts (1+2+3)**	**89,742.30**	**1,14,084.70**	**91,534.49**	**80.23**	**16.05**	**2.00**
5	Recovery of Loans and Advances	5.07	306.88	3,282.45	1,069.62	0.58	64,642.60
6	Other Receipts	0.00	0.00	0.00	0.00	0.00	0.00
7	Borrowings	28,270.02	25,052.31	44,013.85	175.69	7.72	55.69
8	**Capital Receipts (5+6+7)**	**28,275.09**	**25,359.19**	**47,296.30**	**186.51**	**8.29**	**67.27**
9	**Total Receipts (4+8)**	**1,18,017.39**	**1,39,443.89**	**1,38,830.79**	**99.56**	**24.35**	**17.64**
10	**Revenue Expenditure**	**1,01,814.65**	**1,11,336.59**	**94,162.90**	**84.57**	**16.51**	**-7.52**
11	Of which, Interest payments	6,874.97	8,815.37	8,139.17	92.33	1.43	18.39
12	**Capital Expenditure**	**15,997.71**	**23,822.47**	**21,444.23**	**90.02**	**3.76**	**34.05**
13	**Loan and advances disbursed**	**339.84**	**189.12**	**64.50**	**34.11**	**0.01**	**-81.02**
14	**Appropriation to Contingency Fund**	**1,800.00**	**0.00**	**0.00**	**0.00**	**0.00**	**-100.00**
15	**Total Expenditure (10+12+13+14)**	**1,19,952.20**	**1,35,348.18**	**1,15,671.63**	**85.46**	**20.28**	**-3.57**
16	**Revenue Deficit (-)/ Surplus (+) (4-10)**	**-12,072.35**	**2,748.11**	**-2,628.41**	**-95.64**	**-0.46**	**-78.23**
17	**Fiscal Deficit {(4+5+6)-15}**	**-30,204.83**	**-20,956.60**	**-20,854.69**	**99.51**	**-3.66**	**-30.96**
18	**Primary Deficit (17+11)**	**-23,329.86**	**-12,141.23**	**-12,715.52**	**104.73**	**-2.23**	**-45.50**

Source: Finance Accounts and Budget documents

During 2023-24, Revenue Receipts of the State though increased marginally by 2.00 *per cent* over the previous year, it fell short of BEs by 19.77 *per cent* during the year. Despite growth in tax revenue comprising of Own Tax Revenue and Share of Union taxes and duties, a shortfall in Non-Tax Revenue and Grants-in-Aid led to Revenue Receipts underperforming relative to the BEs. During 2023-24, Revenue Expenditure (₹ 94,162.90 crore) exceeded the Revenue Receipts (₹ 91,534.49 crore), thereby resulting into Revenue Deficit of ₹ 2,628.41 crore. Capital expenditure saw a notable increase, indicating higher investment in infrastructure or other developmental projects. However, revenue expenditure remained significant, emphasising operational costs. An increase in capital expenditure is a positive sign, however high fiscal and primary deficits highlight growing reliance on borrowings.

1.3.2 Snapshot of Assets and Liabilities of the Government

Government accounts capture the financial liabilities of the Government and the assets created out of the expenditure incurred. ***Appendix 1.3*** gives an abstract of such liabilities and assets as on 31 March 2024, compared with the corresponding position of previous year. The liabilities consist mainly of internal borrowings, loans and advances from GoI, receipts from Public Account and reserve funds, and the assets comprise mainly the capital expenditure and loans and advances given by the State Government and cash balances.

Table 1.3 provides a summarised position of Assets and Liabilities of the State during 2022-23 and 2023-24. Details have also been given in ***Appendix 1.3***.

Table 1.3: Summarised position of Assets and Liabilities

(₹ in crore)

Liabilities				Assets			
Components	**As on 31 March 2023**	**As on 31 March 2024**	**Increase (+)/ Decrease (-) (%)**	**Components**	**As on 31 March 2023**	**As on 31 March 2024**	**Increase (+)/ Decrease (-) (%)**
Consolidated Fund							
Internal Debt	94,443.50	1,11,972.66	18.56	**Gross Capital Outlay**	1,20,378.74	1,41,822.98	17.81
Loans and Advances from GoI*	9,331.68	15,171.30	62.58	**Loans and Advances disbursed**	5,720.65	2,502.70	-56.25
Contingency Fund							
Contingency Fund	2,000.00	2,000.00	0.00		0.00	0.00	0.00
Public Account							
Small Savings, Provident Funds, *etc.*	14,747.07	14,376.34	-2.51	**Civil Advances**	2,921.43	3,840.81	31.47
Deposits	4,370.94	4,517.36	3.35	**Remittances**	827.21	880.23	6.41
Reserve Funds	7,226.70	7,453.60	3.14	**Suspense and Miscellaneous**	952.53	760.67	-20.14
Remittances	0.00	0.00	0.00	-			
Surplus on Government Account	4,910.27	4,198.88	-14.49	**Cash balances (incl. investment in Earmarked Fund)**	6,229.60	9,882.75	58.64
Total	**1,37,030.16**	**1,59,690.14**	**16.54**	**Total**	**1,37,030.16**	**1,59,690.14**	**16.54**

Source: Finance Accounts

** It includes back-to-back loans in lieu of GST Compensation shortfall of ₹ 2,767.87 crore received from GoI during 2020-21 (₹ 994.00 crore) and 2021-22 (₹ 1,773.87 crore).*

As can be seen from **Table 1.3**, the assets of the State Government increased by ₹ 22,659.98 crore and the liabilities (excluding surplus on Government Accounts) increased by ₹ 23,371.37 crore during 2023-24.

Both the liabilities and assets of the State Government increased by 16.54 *per cent*, indicating symmetrical growth. However, the qualitative nature of asset creation and the sustainability of liabilities warrant further scrutiny.

The internal debt rose from ₹ 94,443.50 crore to ₹ 1,11,972.66 crore, an 18.56 *per cent* increase. This raises concerns about the growing dependency on borrowings to finance State activities, which could strain future budgets due to rising debt servicing obligations.

Loans and Advances from the Government of India increased substantially. This may reflect increased central funding for schemes or borrowings through central assistance, but it also implies a greater repayment liability in the future.

Capital investment increased, which is a positive indicator if the investments are productive and contribute to long-term economic returns. However, the simultaneous 56.25 *per cent* decline in loans and advances disbursed indicates a reduction in lending activity by the State, possibly affecting development-linked financial support.

The decrease in surplus from ₹ 4,910.27 crore to ₹ 4,198.88 crore indicates a weakening fiscal cushion. This could affect the government's ability to absorb future fiscal shocks.

The significant rise in cash balances (including earmarked fund investments) may suggest improved liquidity. However, this could also point to delayed implementation of projects or inefficient fund utilisation.

Small Savings and Provident Funds saw a minor decline (-2.51 *per cent*). Deposits and Reserve Funds showed a modest increase (~3 *per cent*). Suspense and Miscellaneous items declined by 20.14 *per cent*, indicating improved reconciliation or clearance of pending entries, which is a good sign for fiscal transparency.

Civil advances increased by 31.47 *per cent*, suggesting higher temporary advances, which may need close monitoring to avoid accumulation of unadjusted advances. Remittances also rose slightly, by 6.41 *per cent*.

1.4 Fiscal Balance: Achievement of Deficit and total debt targets

When a government spends more than it collects by way of revenue, it incurs a deficit. There are various measures that capture government deficit.

Deficits are financed by borrowing giving rise to government debt. The concepts of deficits and debt are closely related. Deficits can be thought of as a flow which add to the stock of debt. If the government continues to borrow year after year, it leads to accumulation of debt and the government has to pay more and more by way of interest. These interest payments themselves contribute to the debt.

By borrowing, the government entails the burden of reduced consumption on future generations. This is because it borrows by issuing bonds to the people living at present but may decide to pay off the bonds some twenty years later by raising taxes or reducing expenditure. Also, Government borrowings from people reduce the savings available to the private sector. To the extent, this reduces capital formation and growth, debt acts as a 'burden' on future generations.

However, if Government deficits succeed in their goal of raising production, there will be more income and, therefore, more savings. In this case, both government and industry can borrow more. Further, if the government invests in infrastructure, future generations may be better off, provided the return on such investments is greater than the rate of interest. The actual debt could be paid off by the growth in output. The debt should not then be considered burdensome. The growth in debt will have to be judged by the growth of the economy (State GDP) as a whole.

Government deficit can be reduced by an increase in taxes or reduction in expenditure. This could be achieved through making government activities more efficient through better planning of programmes and better administration.

The Central and individual State Governments have passed Fiscal Responsibility and Budget Management (FRBM) Act with the objective of ensuring prudence in fiscal management by eliminating revenue deficit, reducing fiscal deficit and overall/ outstanding debt to acceptable levels, establishing improved debt management and improving transparency in a medium-term framework. In this context, the Act provides quantitative targets to be adhered by the State with regard to deficit measures and debt level.

In May 2005, the State Government enacted AFRBM Act to ensure long-term financial stability by achieving revenue surplus, containing fiscal deficit and prudent debt management. The Act was subsequently amended eight times, with the latest amendment being in April 2022.

As per AFRBM Act, 2011, the State Government was to eliminate Revenue Deficit by 2011-12 and maintain Revenue Surplus thereafter; reduce Fiscal Deficit to three *per cent* of the estimated GSDP by 2010-11 and maintain the same level thereafter. Further, the Act envisaged that the State Government would limit the total outstanding debt to GSDP to 28.40 *per cent* in 2012-13 and maintain that in 2013-14. With effect from 2014-15, this ratio was to be 28.50 *per cent* of GSDP. Further, as per AFRBM Act, 2022, target for outstanding debt to GSDP ratio was enhanced from 28.50 *per cent* to 32 *per cent* for the next five years starting from the financial year 2022-23.

The amendment to AFRBM Act in April 2017 incorporated recommendations of the XIV FC relating to limit of Fiscal Deficit recommended for the States during its award period (2015-16 to 2019-20). The Act provided room for deviation from the annual Fiscal Deficit target up to 3.50 *per cent* under certain conditions, with the Fiscal Deficit anchored to an annual limit of three *per cent* of GSDP in any financial year. The XV FC also recommended that the State Government should comply with the recommended path of debt consolidation and must abide by the definition of both debt and fiscal deficit as contained in the FRBM Act.

Further, as per AFRBM Act, 2021, the State shall be allowed normal Net Borrowing Ceiling (NBC) of four *per cent* of projected GSDP for the year 2021-22. In the beginning of the financial year 2021-22, the State shall be allowed borrowing permission up to 3.50 *per cent* of GSDP. The remaining borrowing ceiling of 0.50 *per cent* of GSDP is earmarked for incremental Capital Expenditure by the State and shall be allowed on the basis of Capital Expenditure incurred by the State during the year 2021-22.

Further, as per AFRBM Act, 2022, the additional borrowing ceiling of 0.50 *per cent* of GSDP over and above the prescribed limit of fiscal deficit for the financial years 2022-23 to 2024-25 shall be allowed based on Power Sector based performance.

The targets relating to key fiscal parameters envisaged in the amended AFRBM Act and their achievement during the five-year period from 2019-20 to 2023-24 are given in **Table 1.4**.

Table 1.4: Compliance with provisions of AFRBM Act

Fiscal Parameters	Fiscal targets set in the Act	Achievement (₹ in crore)				
		2019-20	2020-21	2021-22	2022-23	2023-24
Revenue Deficit (-) / Surplus (+) (₹ in crore)	Revenue Surplus	-1,322[#]	383	-2,733	-12,072	-2,628
		✗	✓	✗	✗	✗
Fiscal Deficit (as *per cent* of GSDP)	3.5 *per cent* (2017-20) 5.5 *per cent* (2020-21) 4.5 *per cent* (2021-22) 3.5 *per cent* (2022-23 to 2024-25)*	14,916 (4.30)	12,102 (3.56)	19,863 (4.84)	30,205 (6.31)	20,855 (3.66)
		✗	✓	✗	✗	✗
Ratio of total outstanding liability to GSDP (in *per cent*)	28.50 *per cent* (up to 2021-22) 32.00 *per cent* (2022-23 to 2026-27)	20.83	25.72	24.33	25.74**	25.77**
		✓	✓	✓	✓	✓

Source: Finance Accounts

** Target of three per cent as per AFRBM Act, 2022;*

***Outstanding liability includes off-budget borrowing and excludes back-to-back loan by GoI in lieu of GST Compensation shortfall;*

#The figure along with other related figures in the Report was modified due to accounting of UDAY transactions in FY 2021-22 instead of FY 2019-20 as communicated vide GoA order dated 30 March 2022.

The State could achieve Revenue Surplus only for one year out of the five-year period from 2019-20 to 2023-24. During 2023-24, the State had a Revenue Deficit of ₹ 2,628.41 crore. However, this deficit was understated and is to be viewed in the light of non-discharge of interest liabilities by the State Government, misclassification of revenue items under capital category and *vice versa*, short contribution of Government share to NPS, *etc.*, as detailed in **Table 1.7**.

The State was successful in containing the Fiscal Deficit below the target fixed under AFRBM Act only in one year out of the last five years. During 2023-24, Fiscal Deficit of the State stood at 3.66 *per cent* of GSDP, which was marginally above the target of 3.5 *per cent* fixed under AFRBM Act, 2022.

During the five-year period from 2019-20 to 2023-24, outstanding liability of the State remained consistently below 28.50 *per cent* of GSDP from 2019-20 to 2021-22 and below 32.00 *per cent* of GSDP from 2022-23 to 2023-24, *i.e.,* within the norms prescribed in the AFRBM Act, 2011 and AFRBM Act, 2022 respectively. The outstanding liability of the State as on 31 March 2024 was ₹ 1,46,927.84 crore.

During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department, accepted that the Fiscal Deficit to GSDP ratio exceeded the AFRBM target marginally during the year and assured to look into the matter.

The projections made in the State budget *vis-à-vis* achievements in respect of major fiscal aggregates with reference to GSDP during 2023-24 are given in **Table 1.5**.

Table 1.5: Targets *vis-à-vis* achievements in respects of major fiscal aggregates during 2023-24

Fiscal variable	Projections in the Budget	Actuals	Difference between projections and actuals
Revenue Deficit (-) or Surplus (+)/ GSDP (*per cent*)	0.48	(-)0.46	0.94
Fiscal Deficit/ GSDP (*per cent*)	3.70	3.66	0.04
Total Outstanding liability/ GSDP (*per cent*)	24.40	25.77	(-)1.37

Source: Annual Financial Statement and Finance Accounts

During 2023-24, Government of Assam was able to contain the fiscal deficit-GSDP ratios within the projections made under budget. However, Revenue Surplus projected in the budget turned into Revenue Deficit during the year. Further, Outstanding liability-GSDP ratio also exceeded marginally from the projection.

As per the AFRBM Act, the State Government has to lay before the State Legislature, a five-year Fiscal Plan along with the Annual Budget. The Medium-Term Fiscal Plan (MTFP) has to set forth a five-year rolling target for the prescribed fiscal indicators.

Table 1.6 indicates the variation between the projections made for 2023-24 in MTFP presented to the State Legislature along with the Annual Budget for 2023-24 and Actuals for the year.

Table 1.6: Actuals *vis-à-vis* projection in MTFP for 2023-24

(₹ in crore)

Sl. No.	Fiscal Variables	Projection as per MTFP	Actuals (2023-24)	Variation (in *per cent*)
1	**Tax Revenue (i + ii)**	**61,952.55**	**63,508.69**	**2.51**
	(i) Own Tax Revenue	*30,001.66*	*28,178.12*	*-6.08*
	(ii) Share of Central Taxes	*31,950.89*	*35,330.57*	*10.58*
2	**Non-Tax Revenue**	**7,010.84**	**5,902.90**	**-15.80**
3	**Grants-in-Aid from GoI**	**45,121.31**	**22,122.90**	**-50.97**
4	**Revenue Receipts (1+2+3)**	**1,14,084.70**	**91,534.49**	**-19.77**
5	**Revenue Expenditure**	**1,11,336.59**	**94,162.90**	**-15.43**
6	**Revenue Deficit (-)/ Surplus (+) (4-5)**	**2,748.11**	**-2,628.41**	**-195.64**
7	**Fiscal Deficit (-)/ Surplus (+)**	-20,956.60	-20,854.69	-0.49
8	**Debt-GSDP ratio (*per cent*)**	24.40	25.77	5.61
9	**GSDP growth rate at current prices (*per cent*)**	17.75	19.10	7.61

Source: Finance Accounts and Budget documents

As can be seen from **Table 1.6**, the projections made in MTFP relating to one key fiscal parameter *i.e.*, Revenue Surplus deviated significantly by 195.64 *per cent* during 2023-24. MTFP projection relating to Debt-GSDP ratio was not met, with the year ending at a higher Debt-GSDP ratio. However, MTFP projection towards GSDP growth was met as the actual GSDP growth was higher than that projected under MTFP.

The trends of key surplus and deficits parameters over the five-year period from 2019-20 to 2023-24 are depicted in **Chart 1.5** and trends in surplus or deficit relative to GSDP are given in **Chart 1.6**.

Chart 1.5: Trends in Surplus/ Deficit (₹ in crore)

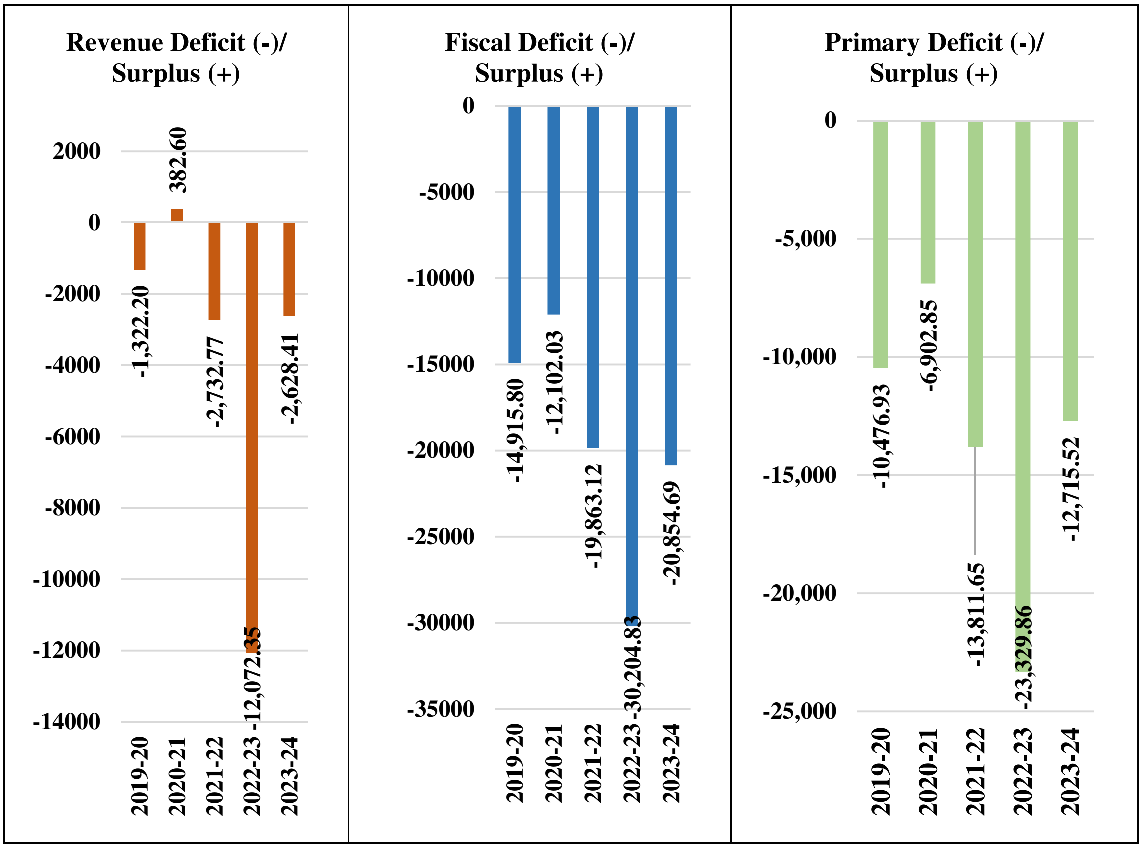
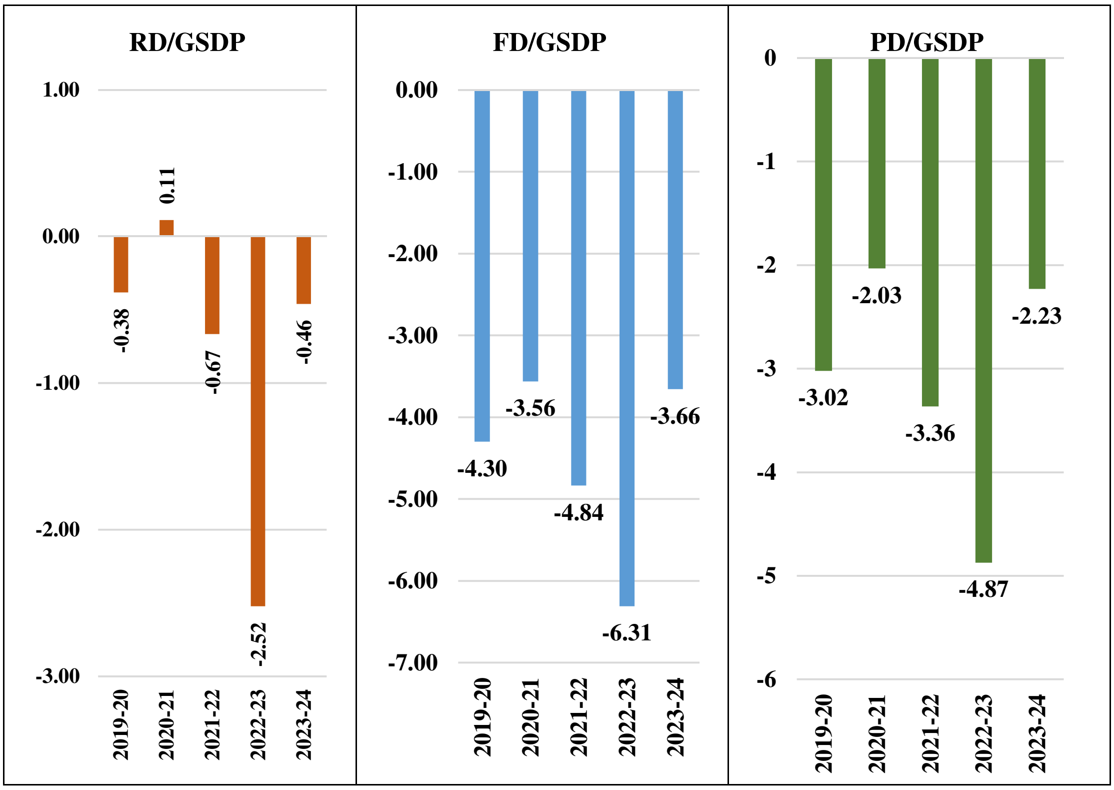


Chart 1.6: Trends in Surplus/ Deficit relative to GSDP



During the year, the State had a Revenue Deficit of ₹ 2,628.41 crore[3] as against the Revenue Deficit of ₹ 12,072.35 crore incurred during the previous year. There was a significant decrease in Fiscal Deficit of the State during the year as it decreased to ₹ 20,854.69 crore, or 3.66 *per cent* of the GSDP during 2023-24, as compared to ₹ 30,204.83 crore during the previous year, and constituted 18.03 *per cent* of the Total Expenditure. The Primary Deficit of the State also decreased significantly from ₹ 23,329.86 crore in 2022-23 to ₹ 12,715.52 crore in 2023-24 and stood at 2.23 *per cent* of GSDP.

While the State has maintained a prudent debt profile and achieved some improvement in deficit indicators, fiscal consolidation remains weak. The failure to achieve revenue surplus and fiscal deficit targets consistently, along with significant deviations from budget projections, point to systemic issues in forecasting, planning, and financial reporting.

1.4.1 Performance of the State Government with respect to borrowings according to the limits fixed by Government of India

Article 293 (3) of the Constitution of India, *inter alia*, provides that a State may not raise any loan without the consent of Government of India (GoI) if any part of a loan, which has been made to the State by GoI, is still outstanding.

Ministry of Finance, Department of Expenditure fixed (₹ 22,124.00 crore) as Open Market Borrowing (OMB) ceiling of the State Government for the financial year 2023-24. This includes additional borrowing of 0.50 *per cent* of the GSDP allowed during the year for performance in power sector.

As per statement 6 (statement of borrowings and other liabilities) of the Finance Accounts, Open Market Borrowing of the State Government was ₹ 18,500.00 crore during the financial year 2023-24 which remained within the borrowing ceiling fixed by GoI.

1.5 Deficits post examination by Audit

As per the FRBM Act, the State Government must ensure compliance to the targets fixed for the fiscal indicators such as deficits, ceiling on debt and on guarantees, *etc.* The Revenue Deficit and Fiscal Deficit as worked out for the State get impacted due to various circumstances such as misclassification of Revenue Expenditure as capital and *vice-versa* and off-budget fiscal operations. Besides, deferment of clear-cut liabilities, short contribution to National Pension System (NPS), sinking and guarantee redemption funds, *etc*. also impacts the revenue and fiscal deficit figures.

The impact on Revenue Surplus and Fiscal Deficit due to misclassification, short contribution to earmarked funds and non-discharge of interest liabilities during 2023-24 is shown in **Table 1.7**.

[3] To be read with post audit deficits as detailed in paragraph 1.5

Table 1.7: Revenue and Fiscal Deficit, post examination by Audit

(₹ in crore)

Sl. No.	Particulars	Impact on Revenue Deficit (Understated (-)/ overstated (+))	Impact on Fiscal Deficit (Understated (+))
1	Major works budgeted/ booked under Revenue Section instead of Capital	(+) 0.31	-
2	Minor works budgeted/ booked under Capital Section instead of Revenue	(-) 62.60	-
3	Maintenance Expenditure classified as Capital instead of Revenue	(-) 15.09	-
4	Grants-in-Aid given by the State Government booked under Capital Section instead of Revenue Section	(-) 5,658.63	-
5	Office Expenditure booked in Capital Section instead of Revenue Section	(-) 18.90	
6	Expenditure on repayment of Debt booked in Revenue Section instead of Capital Section	10.79	
7	Non discharge of Interest liabilities	(-) 161.02	(+) 161.02
8	Short contribution to Government share to NPS	(-) 70.14	(+) 70.14
9	Short transfer of funds towards SDRF	(-) 378.40	(+) 378.40
10	Interest on delayed transfer to SDRF receipts to the Fund Account	(-)17.49	(+)17.49
11	Short transfer of funds towards SDMF	(-) 180.22	(+) 180.22
12	Short contribution towards GRF	(-) 8.35	(+) 8.35
Total (Net) impact		**(-) 6,559.74**	**815.62**

Source: Finance Accounts

As per IGAS 2 notified by Government of India on 19 May 2011, Grants-in-Aid disbursed by a grantor shall be classified and accounted for as Revenue Expenditure irrespective of the purpose for which the funds disbursed as Grants-in-Aid are to be spent by the grantee, except in cases where it has been specifically authorised by the President on the advice of the Comptroller and Auditor General of India. It is observed that Grants-in-Aid of ₹ 5,658.63 crore were budgeted and expended under Capital Section instead of Revenue Section in violation of IGAS-2. The issue of GIA being budgeted and expended under Capital Section has been pointed out year after year, but the State Government has not taken any remedial action in this regard.

As can be seen from **Table 1.7**, there was an understatement of Revenue Deficit by ₹ 6,559.74 crore during the year. Thus, after considering the items of misclassification during the year as brought out in the table above, the State should have a Revenue Deficit of ₹ 9,188.15 crore during 2023-24 instead of reported Revenue Deficit of ₹ 2,628.41 crore.

Further, Fiscal Deficit of the State was also understated by ₹ 815.62 crore during 2023-24. If this is taken into account, the actual Fiscal Deficit would have been ₹ 21,670.31 crore instead of ₹ 20,854.69 crore as reported in the Finance Accounts of 2023-24. Further, ratio of Fiscal Deficit to GSDP could have been 3.80 *per cent* instead of 3.66 *per cent* as reported in the Finance Accounts of the year.

During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department, assured to look into other accounting issues and stated that from Financial Year 2024-25, all expenditure incurred under Object Heads 31 – Grants-in-aid General (Salary), 32 – Grants-in-aid (Non-Salary) and 35 – Grants for creation of Capital Assets, will be booked under Revenue Head only.

1.6 Total Outstanding Liabilities

The total outstanding liabilities of the State were ₹ 1,46,927.84 crore as of 31 March 2024. Further details *i.e.*, components and sub-components of outstanding liabilities are given in **Table 1.8**.

Table 1.8: Components of Outstanding Liabilities

Borrowings and other liabilities as per Finance Accounts	Amount (*₹ in crore*)
Internal Debt (A)	**1,11,972.66**
Market Loans bearing interest	98,639.00
Market Loans not bearing interest	0.01
Loans from other Institutions, *etc.*	9,153.89
Special Securities issued to National Small Savings Fund of the Central Government	4,179.76
Loans and Advances from Central Government (B)	**12,403.43**
Non-plan Loans	87.38
Loans for Central Plan Schemes	0.08
Loans for Special Schemes	61.57
Pre-1984-85 Loans	0.25
Other loans for States/Union Territory with Legislative Scheme*	12,254.15
Liabilities upon Public Account (C)	**20,358.62**
Small Savings, Provident Funds, *etc.*	14,376.34
Deposits	4,517.36
Reserve Funds	1,464.92
Off-budget borrowing (D)**	**2,193.13**
Total (A+B+C+D)	**1,46,927.84**

Source: Finance Accounts

**Excludes loan of ₹ 994.00 crore and ₹ 1,773.87 crore given as back-to-back loan by Government of India during 2020-21 and 2021-22 respectively.*

*** As of 31 March 2024, Assam Infrastructure Financing Authority had made off-budget borrowing of ₹ 2,193.13 crore from NABARD.*

1.7 Conclusion

- The GSDP of Assam grew from ₹ 3,46,850.68 crore in 2019-20 to ₹ 5,70,242.61 crore in 2023-24 with CAGR of 13.23 *per cent* against the national CAGR of 10.10 *per cent*.
- The State could achieve Revenue Surplus in only one year out of the five-year period from 2019-20 to 2023-24. During 2023-24, the State had a Revenue Deficit of ₹ 2,628.41 crore against a Revenue Deficit of ₹ 12,072.35 crore in 2022-23.
- The State was successful in containing the Fiscal Deficit below the target fixed under AFRBM Act in one out of the last five years. During the current year *i.e.*, 2023-24, Fiscal Deficit of the State stood at 3.66 *per cent* of GSDP, which was marginally above the borrowing limit of 3.50 *per cent* fixed under AFRBM Act, 2022. In absolute terms, Fiscal Deficit decreased significantly by ₹ 9,350.14 crore (30.96 *per cent*) from ₹ 30,204.83 crore in 2022-23 to ₹ 20,854.69 crore in 2023-24.

- During the five-year period 2019-24, outstanding liability of the State remained consistently below 28.50 *per cent* of GSDP from 2019-20 to 2021-22 and below 32.00 *per cent* of GSDP from 2022-23 to 2023-24*, i.e.,* within the norms prescribed in the AFRBM Act, 2011 and AFRBM Act, 2022 respectively. However, the outstanding liability during 2023-24 (₹ 1,46,927.84 crore) increased by ₹ 23,713.04 crore (19.25 *per cent*) as compared to ₹ 1,23,214.80 crore during 2022-23.
- There was an understatement of Revenue Deficit by ₹ 6,559.74 crore during the year. After taking into account the items of misclassification during the year, the State should have a Revenue Deficit of ₹ 9,188.15 crore during 2023-24 instead of reported Revenue Deficit of ₹ 2,628.41 crore.
- Fiscal Deficit of the State was also understated by ₹ 815.62 crore during 2023-24. If this is taken into account, the actual Fiscal Deficit would have been ₹ 21,670.31 crore instead of ₹ 20,854.69 crore. Further, ratio of Fiscal Deficit to GSDP would have been 3.80 *per cent* instead of 3.66 *per cent*.

1.8 Recommendations

i. *The State Government may make concrete efforts to augment own resources of revenue to bridge the mismatch between revenue receipts and expenditure and reduce its fiscal deficit.*

ii. *The State Government needs to ensure budgeting and booking of Grants-in-Aid under Revenue Section is aligned with IGAS-2.*

iii. *The State Government may consider discharging of its interest liabilities on time.*

Chapter 2
Finances of the State

Chapter 2 Finances of the State

This Chapter provides a broad perspective of the finances of the State, analyses the critical changes in major fiscal aggregates relative to the previous year, overall trends during the five-year period from 2019-20 to 2023-24, debt sustainability of the State and key Public Account transactions, based on the Finance Accounts of the State. Information was also obtained from the State Government where necessary.

2.1 Major changes in Key Fiscal Aggregates during 2023-24 *vis-à-vis* 2022-23

Table 2.1 gives a bird's eye view of the major changes in key fiscal aggregates of the State during the financial year, compared to the previous year.

Table 2.1: Changes in key fiscal aggregates in 2023-24 compared to 2022-23

Revenue Receipts	➢ Revenue Receipts of the State increased by 2.00 *per cent* ➢ Tax Revenue of the State increased by 17.18 *per cent* o Own Tax Receipts of the State increased by 15.00 *per cent* o State's Share of Union Taxes and Duties increased by 18.98 *per cent* ➢ Non-Tax Receipts increased by 2.46 *per cent* ➢ Grants-in-Aid from Government of India decreased by 25.72 *per cent*
Revenue Expenditure	➢ Revenue Expenditure decreased by 7.52 *per cent* ➢ Revenue Expenditure on General Services increased by 10.55 *per cent* ➢ Revenue Expenditure on Social Services decreased by 16.17 *per cent* ➢ Revenue Expenditure on Economic Services decreased by 18.19 *per cent* ➢ Expenditure on Grants-in-Aid to Local bodies decreased by 35.45 *per cent*
Capital Receipts	➢ Debt Capital Receipt increased by 55.69 *per cent* ➢ Non-debt Capital Receipts increased by 64,642.60 *per cent*
Capital Expenditure	➢ Capital Expenditure increased by 34.05 *per cent* ➢ Capital Expenditure on General Services increased by 58.76 *per cent* ➢ Capital Expenditure on Social Services increased by 74.77 *per cent* ➢ Capital Expenditure on Economic Services increased by 20.50 *per cent*
Loans and Advances	➢ Recoveries of Loans and Advances increased significantly by 64,642.60 *per cent* ➢ Disbursements of Loans and Advances decreased by 81.02 *per cent*
Public Debt	➢ Public Debt Receipts increased by 55.69 *per cent* ➢ Repayment of Public Debt increased by 181.62 *per cent*
Public Account	➢ Public Account Receipts decreased by 32.61 *per cent* ➢ Disbursements of Public Account decreased by 25.49 *per cent*
Cash Balance	➢ Cash balance increased by ₹ 3,653.14 crore (58.64 *per cent*)

Source: Finance Accounts

Each of the above indicators is analysed in the succeeding paragraphs.

2.2 Sources and Application of Funds

This section compares the components of the sources and application of funds of the State during the financial year *vis-à-vis* the previous year. Overall sources and application of funds of the State during 2023-24 are given in **Table 2.2** whereas sources and application of Consolidated Fund are depicted in **Chart 2.1** and **Chart 2.2** respectively.

Table 2.2: Details of Sources and Application of funds during 2022-23 and 2023-24

(₹ in crore)

	Particulars	2022-23	2023-24	Increase (+) / Decrease (-)
Sources	Opening Cash Balance with RBI	-1,826.58	-674.23	1,152.35
	Revenue Receipts	89,742.30	91,534.49	1,792.19
	Recoveries of Loans & Advances	5.07	3,282.45	3,277.38
	Public Debt Receipts (Net)	20,939.17	23,368.78	2,429.61
	Contingency Fund Receipts	1,800.00	0.00	-1,800.00
	Public Account Receipts (Net)	8,618.01	-2,062.86	-10,680.87
	Total	**1,19,277.97**	**1,15,448.63**	**-3,829.34**
Application	Revenue Expenditure	1,01,814.65	94,162.90	-7,651.75
	Capital Expenditure	15,997.71	21,444.23	5,446.52
	Disbursements of Loans & Advances	339.84	64.50	-275.34
	Appropriation to Contingency Fund	1,800.00	0.00	-1,800.00
	Closing Cash Balance with RBI	-674.23	-223.00	451.23
	Total	**1,19,277.97**	**1,15,448.63**	**-3,829.34**

Source: Finance Accounts

From the above data, it is seen that public debt receipts grew significantly during the year. The higher growth in capital expenditure (34.05 *per cent*) compared to significant decrease in revenue expenditure (7.52 *per cent*) reflects an increased focus on asset creation, which is a positive sign for long-term development.

Chart 2.1: Composition of Resources (*per cent*)

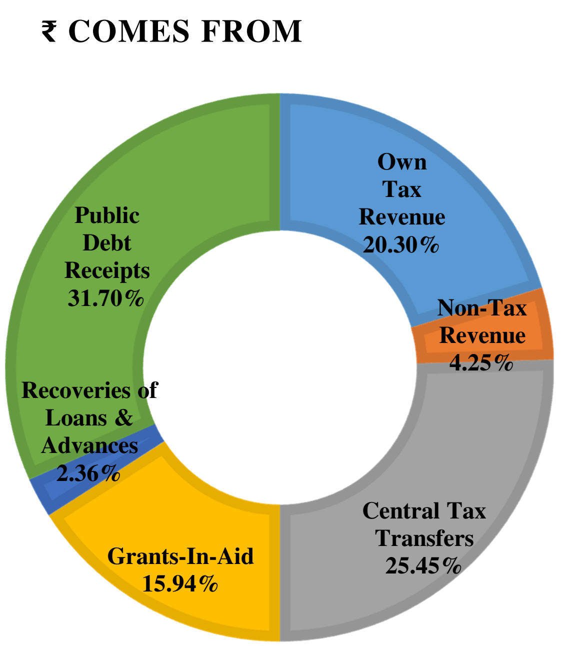
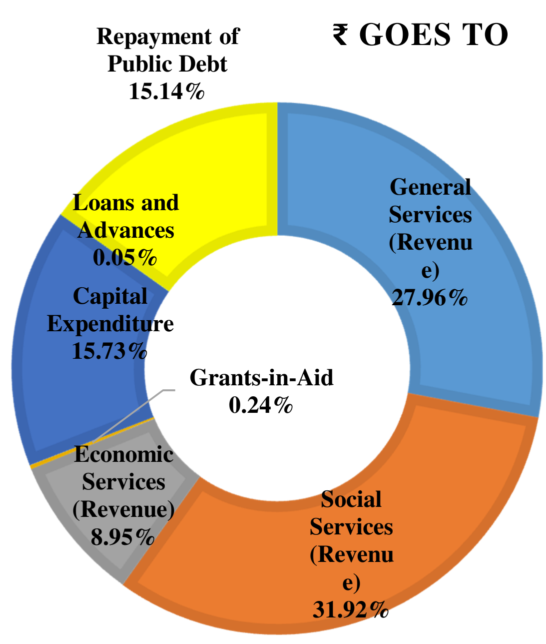


Chart 2.2: Application of Resources (*per cent*)



2.3 Resources of the State

The resources of the State are described below:

1. Revenue Receipts consist of Tax Revenue (Own Tax Revenue *plus* share of Union Taxes/ Duties), Non-Tax Revenue and Grants-in-Aid from Government of India (GoI).

2. Capital Receipts (debt and non-debt capital receipts) comprise miscellaneous capital receipts such as proceeds from disinvestments, recoveries of loans and advances, debt receipts from internal sources (market loans, borrowings from financial institutions/ commercial banks) and loans and advances from GoI.

Both Revenue and Capital receipts form part of the Consolidated Fund of the State.

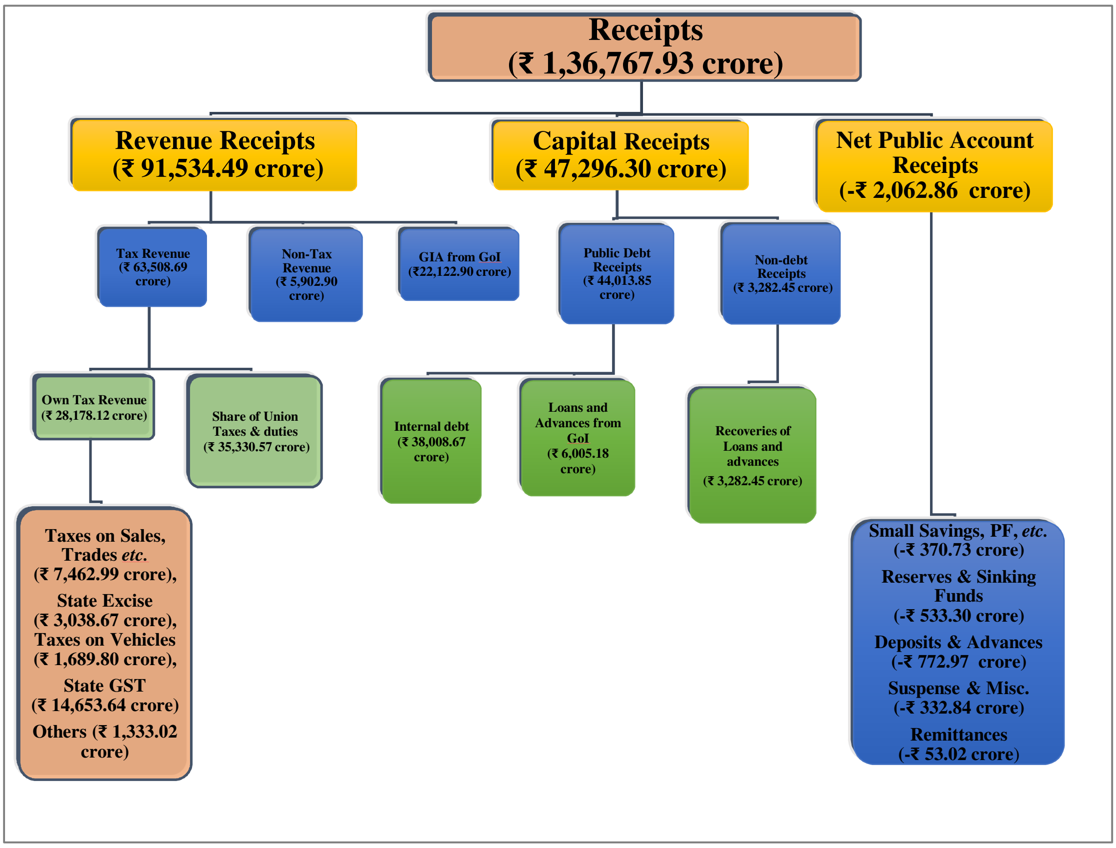
3. Net Public Account Receipts: There are receipts and disbursements in respect of certain transactions such as small savings, provident fund, reserve funds, deposits, suspense, remittances, *etc*. which do not form part of the Consolidated Fund.

These are kept in the Public Account set up under Article 266 (2) of the Constitution and are not subject to vote by the State Legislature. Here, the Government acts as a banker. The balance after disbursements is available with the Government for use.

2.3.1 Receipts of the State

This paragraph provides the composition of the overall receipts. Besides, the Capital and Revenue Receipts, funds available in the Public Account (net of receipts and disbursement made from it) are also utilised by the Government to finance its deficit. Composition of receipts of the State during 2023-24 is given in **Chart 2.3**.

Chart 2.3: Composition of receipts of the State during 2023-24



Source: Finance Accounts

Out of the total resources of ₹ 1,36,767.93 crore of the State Government during the year 2023-24, Revenue Receipts (₹ 91,534.49 crore) constituted 66.93 *per cent* while Capital Receipts (₹ 47,296.30 crore) constituted 34.58 *per cent* of the total resources, which was offset by net Public Account Receipts (-₹ 2,062.86 crore).

The state's share of Union taxes (₹ 35,330.57 crore) and Grants-in-Aid (₹ 22,122.90 crore) together account for 62.77 *per cent* of revenue receipts, highlighting reliance on Central Government support. Debt receipts (₹ 44,013.85 crore) form the bulk of capital receipts, indicating a significant reliance on borrowings to meet fiscal demands. Non-tax revenue (₹ 5,902.90 crore) remains relatively low compared to tax revenue and central transfers, suggesting potential scope for improvement in resource mobilisation through royalties, fees, and other charges. Negative balances in components like Deposits and Advances, Reserves and Sinking Funds, Small Savings, PF *etc.,* Suspense & Misc. and remittances suggest outflows exceeding inflows during the year.

2.3.2 State's Revenue Receipts

This paragraph gives the trends in total Revenue Receipts and its components. It is followed by trends in the receipts bifurcated into receipts from the central government and State's own receipts. Wherever necessary, sub-paragraphs are included.

2.3.2.1 Trends and growth of Revenue Receipts

Table 2.3 provides the trends and growth of Revenue Receipts as well as revenue buoyancy with respect to GSDP over the five-year period 2019-24. Further, trends in Revenue Receipts relative to GSDP and composition of Revenue Receipts are given in **Charts 2.4** and **2.5** respectively.

Table 2.3: Trend in Revenue Receipts

Parameters	2019-20	2020-21	2021-22	2022-23	2023-24
Revenue Receipts (RR) (₹ in crore)	**64,495.08**	**64,902.19**	**79,815.19**	**89,742.30**	**91,534.49**
Rate of growth of RR (*per cent*)	1.60	0.63	22.98	12.44	2.00
Tax Revenue	**38,250.13**	**35,762.93**	**47,683.65**	**54,196.28**	**63,508.69**
Own Tax Revenue (₹ in crore)	*16,528.69*	*17,133.61*	*19,533.10*	*24,502.02*	*28,178.12*
State's share in Union taxes and duties (₹ in crore)	*21,721.44*	*18,629.32*	*28,150.55*	*29,694.26*	*35,330.57*
Non-Tax Revenue (₹ in crore)	**5,539.34**	**2,899.61**	**3,579.75**	**5,761.31**	**5,902.90**
Grants-in-Aid from GoI	**20,705.61**	**26,239.65**	**28,551.79**	**29,784.71**	**22,122.90**
Own Revenue (Own Tax and Non-Tax Revenue)	22,068.03	20,033.22	23,112.85	30,263.33	34,081.02
Rate of growth of Own Revenue (*per cent*)	-8.61	-9.22	15.37	30.94	12.61
Gross State Domestic Product (₹ in crore) (2011-12 Series)	3,46,850.68	3,39,802.98	4,10,723.56	4,78,779.19 (PE)	5,70,242.61 (AE)
Rate of growth of GSDP (*per cent*)	12.13	-2.03	20.87	16.57	19.10
RR/GSDP (*per cent*)	18.59	19.10	19.43	18.74	16.05
Buoyancy Ratios[4]					
Revenue Buoyancy w.r.t GSDP	0.13	-0.31	1.10	0.75	0.10
State's Own Revenue Buoyancy w.r.t GSDP	-0.71	4.54	0.74	1.87	0.66

Source: Finance Accounts for Revenue Receipts and Directorate of Economics and Statistics, GoA for GSDP figures
PE. - Provisional Estimates; AE. – Advance Estimates

[4] Buoyancy ratio indicates the elasticity or degree of responsiveness of a fiscal variable with respect to a given change in the base variable. For instance, revenue buoyancy with respect to GSDP at 0.10 implies that Revenue Receipts tend to increase by 0.10 percentage points, if the GSDP increases by one *per cent*.

Chart 2.4: Trend of Revenue Receipts

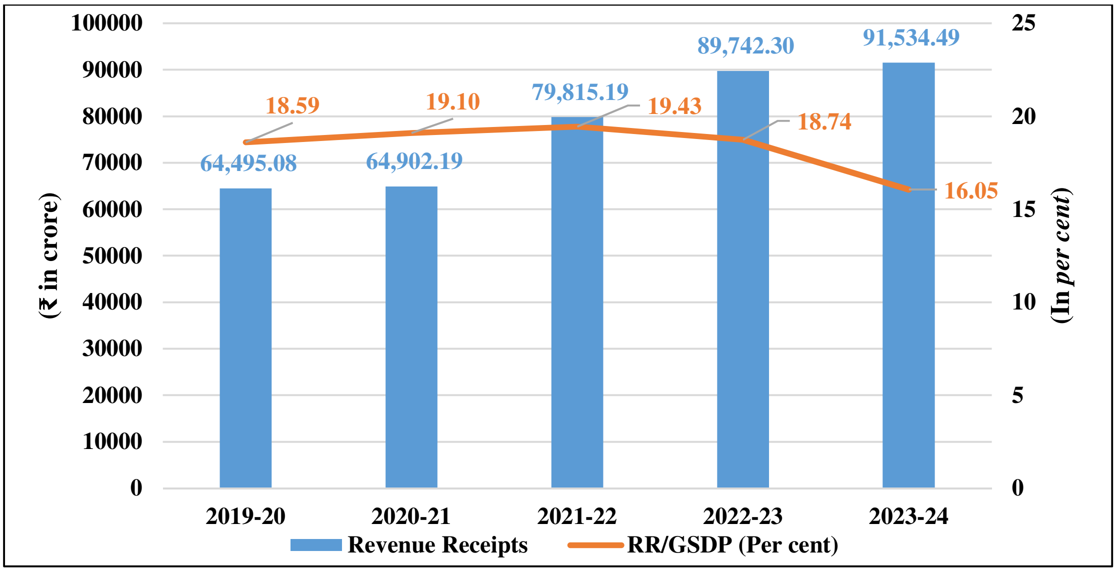
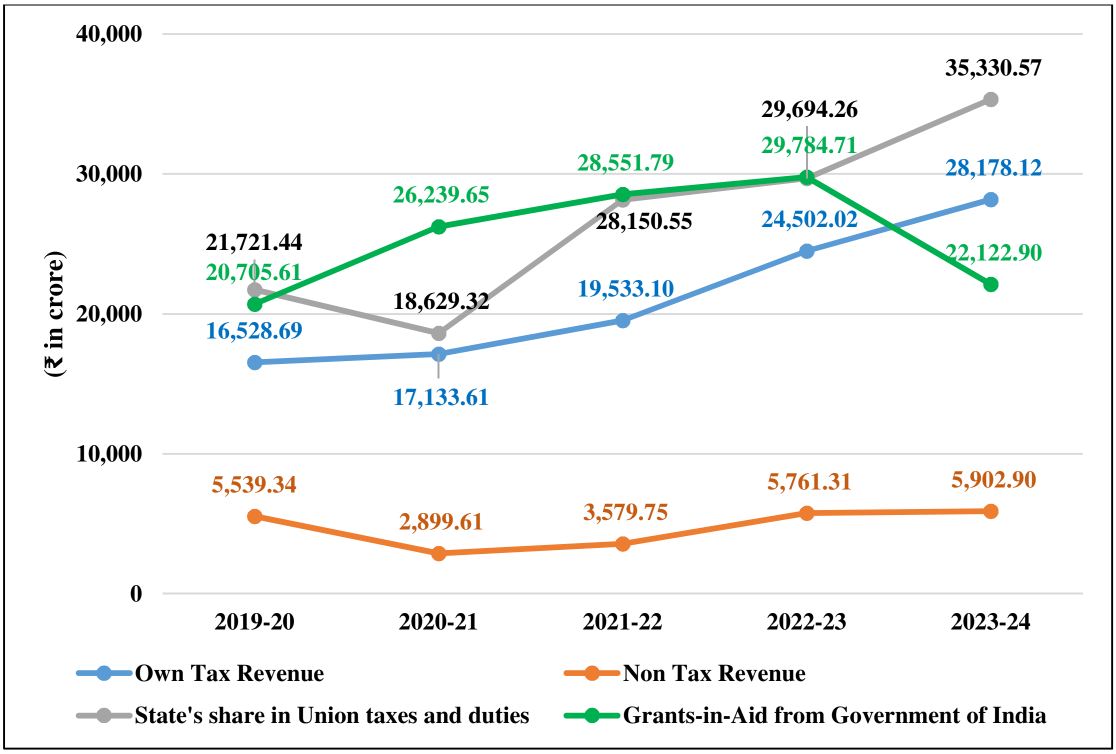


Chart 2.5: Trend of components of Revenue Receipts



General trends relating to Revenue Receipts of the State are as follows:

- Revenue Receipts increased by 41.92 *per cent* from ₹ 64,495.08 crore in 2019-20 to ₹ 91,534.49 crore in 2023-24 at an annual average growth rate of 8.38 *per cent.* During 2023-24, Revenue Receipts increased marginally by ₹ 1,792.19 crore (2.00 *per cent*) over the previous year. However, ratio of Revenue Receipts to GSDP decreased from 18.74 *per cent* in 2022-23 to 16.05 *per cent* in 2023-24.

- During 2023-24, State's own revenue (Own Tax Revenue and Non-Tax Revenue) constituted 37.23 *per cent* of Revenue Receipts and remaining 62.77 *per cent* came from Government of India as Central Tax transfers and Grant-in-Aid.

- The Central tax transfers from Government of India increased by 62.65 *per cent* (₹ 13,609.13 crore) from ₹ 21,721.44 crore in 2019-20 to ₹ 35,330.57 crore in 2023-24. During the current year, it increased by 18.98 *per cent* (₹ 5,636.31 crore) from ₹ 29,694.26 crore in 2022-23.
- Grants-in-Aid increased by 6.84 *per cent* (₹ 1,417.29 crore) from ₹ 20,705.61 crore in 2019-20 to ₹ 22,122.90 crore in 2023-24. However, it decreased significantly by 25.72 *per cent* (₹ 7,661.81 crore) from ₹ 29,784.71 crore in 2022-23 to ₹ 22,122.90 crore in 2023-24.
- The revenue buoyancy with reference to GSDP decreased marginally from 0.13 *per cent* in 2019-20 to 0.10 *per cent* in 2023-24. Ratio of State's own tax buoyancy to GSDP had shown inter-year fluctuation during the last five years *i.e.*, 2019-24 and it decreased significantly during the year from 1.87 *per cent* in 2022-23 to 0.66 *per cent* in 2023-24. Trends in components of own tax revenue and non-tax revenue are discussed under subsequent paragraphs.

The growth in revenue receipts of 41.92 *per cent* over five years reflects a healthy long-term trend. However, the growth rate in 2023-24 was only 2.00 *per cent*, indicating a significant slowdown. The average annual growth rate of 8.38 *per cent* is commendable, but the sharp deceleration in the current year suggests emerging structural or economic constraints.

The Revenue Receipts to GSDP ratio declined from 18.74 *per cent* (2022-23) to 16.05 *per cent* (2023-24), indicating that revenue mobilisation has not kept pace with economic growth. This decline is a matter of concern as it may constrain fiscal space for development expenditure.

In 2023-24, only 37.23 *per cent* of Revenue Receipts were mobilised from State's own sources, while 62.77 *per cent* came from Central Tax transfers and Grants-in-Aid. This dependence on the Centre exposes the State's fiscal position to uncertainties in intergovernmental transfers. Central tax transfers grew by 62.65 *per cent* over five years, and by 18.98 *per cent* in the current year alone, indicating robust national revenue growth and effective devolution. This trend helped cushion the impact of weaker own-revenue performance.

While Grants-in-Aid grew modestly over five years (6.84 *per cent*), they fell by 25.72 *per cent* in 2023-24, highlighting the volatility in this component and its impact on revenue stability. Revenue buoyancy with respect to GSDP declined marginally from 0.13 to 0.10 between 2019-20 and 2023-24, suggesting that revenue growth is not proportionately responding to economic expansion. Own tax buoyancy fell significantly from 1.87 in 2022-23 to 0.66 in 2023-24, indicating a sharp weakening in the responsiveness of tax collections to economic growth.

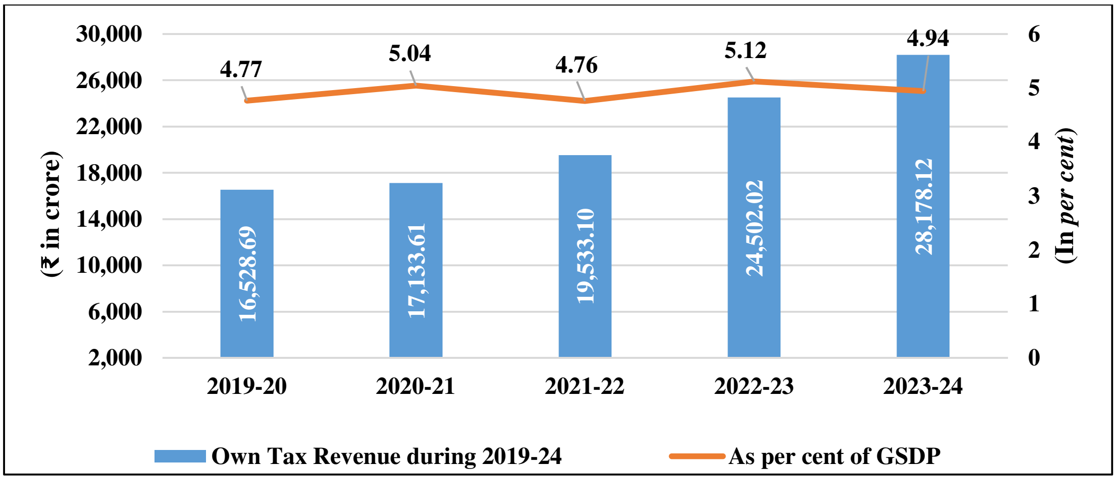
2.3.2.2 State's Own Resources

(i) Own Tax Revenue

Own Tax Revenue of the State consists of State Goods and Services Tax (SGST), State Excise, Taxes on vehicles, Stamps Duty and Registration Fees, Land Revenue, Taxes on Goods and Passengers, *etc*.

The total collection of Own Tax Revenue of the State and its ratio to GSDP during the five-year period *i.e.*, 2019-24 is given in **Chart 2.6**.

Chart 2.6: Growth of Own Tax Revenue during 2019-24



The component-wise details of Own Tax Revenue collected during the years 2019-24 were as given in **Table 2.4**.

Table 2.4: Components of State's Own Tax Revenue during 2019-24

(₹ in crore)

Heads	2019-20	2020-21	2021-22	2022-23	2023-24	
					BEs	Actuals
State Goods and Services Tax	8,755.30	8,549.02	10,579.56	12,564.45	15,668.00	14,653.64
Taxes on Sales, Trades, *etc.*	4,480.96	5,070.97	4,866.68	6,748.61	7,743.24	7,462.99
State Excise	1,650.03	2,039.94	1,939.07	2,525.57	3,000.00	3,038.67
Taxes on Vehicles	815.82	723.98	978.21	1,348.41	1,445.04	1,689.80
Stamps and Registration Fees	292.65	280.75	439.46	851.51	821.04	694.78
Land Revenue	94.16	116.81	185.02	158.50	681.56	333.63
Other Taxes[5]	439.77	352.14	545.10	304.97	642.78	304.61
Total	**16,528.69**	**17,133.61**	**19,533.10**	**24,502.02**	**30,001.66**	**28,178.12**

Source: Finance Accounts

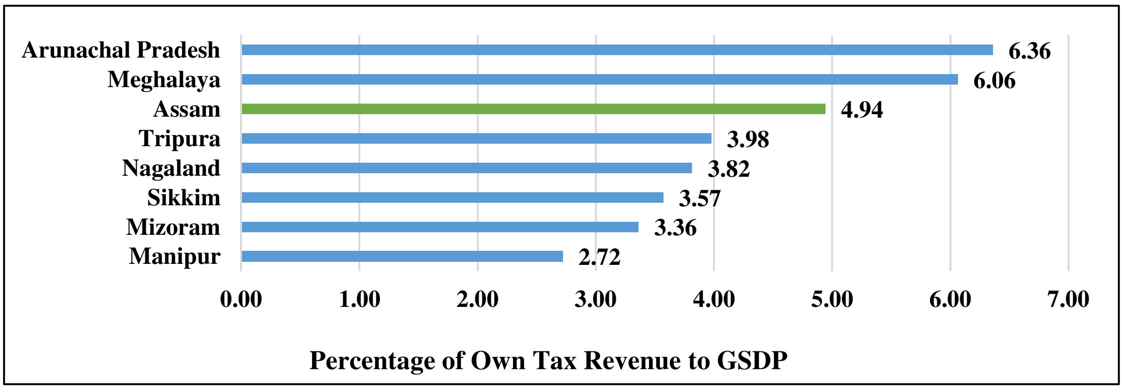
During 2023-24, Own Tax Revenue of the State was less by ₹ 1,823.54 crore (6.08 *per cent*) over the Budget Estimates made for the year. However, it increased by ₹ 3,676.10 crore (15.00 *per cent*) from ₹ 24,502.02 crore in 2022-23 to ₹ 28,178.12 crore in 2023-24. During the current year, major contributors of Own Tax

[5] Other Taxes include taxes on agricultural income, taxes on goods and passengers, taxes and duties on electricity and other taxes and duties on commodities and services, *etc.*

Revenue were State Goods and Services Tax (52.00 *per cent*), Taxes on Sales, Trades *etc*. (26.49 *per cent*) and State Excise (10.78 *per cent*).

During 2023-24, State's Own Tax Revenue of ₹ 28,178.12 crore at 4.94 *per cent* of GSDP was lower than that of Arunachal Pradesh (6.36 *per cent*) and Meghalaya (6.06 *per cent*) but higher than the other NER States as shown in **Chart 2.7**.

Chart 2.7: Percentage of Own Tax Revenue to GSDP of NER States during 2023-24



(a) Audit of GST Receipts

Government of India's decision to provide access to Pan-India data at GSTN premises was conveyed on 22 June 2020. In the case of Assam, which is a Model-II State, role-based access to back-end application was provided to the office of the Accountant General (Audit), Assam in November 2020. However, the access was limited to premises only. The office of the Accountant General (Audit), Assam conducted one Performance Audit and one Subject Specific Compliance Audit (SSCA) on the following GST topics:

i. Performance Audit on "E-Way Bill System under Goods and Services Tax (GST)".

ii. Subject Specific Compliance Audit (SSCA) on "Department's Oversight on GST Payments and Return Filing (DORF) Phase-II".

Outcomes of the audit has been reported through the C&AG's Audit Report (Revenue Sector) of Government of Assam for the year ended 31 March 2023.

(b) Analysis of arrears of revenue and arrears of assessment

The arrears of revenue indicate delayed realisation of revenue due to the Government. Similarly, arrears of assessment indicate potential revenue which is blocked due to delayed assessment. Both deprive the State of potential Revenue Receipts and ultimately affect the revenue position of the State.

Arrears of revenue

The arrears of revenue as on 31 March 2024 in respect of the Finance (Taxation), Excise, Mines and Minerals Departments amounted to ₹ 4,495.76 crore of which ₹ 3,024.52 crore was outstanding for more than five years, as detailed in **Table 2.5**.

Table 2.5: Arrears of revenue

(₹ in crore)

Sl. No.	Head of Revenue	Name of Department	Amount outstanding as on 31 March 2024		Reply of the Department
			Total	For more than five years	
1	0022-Taxes on Agricultural Income	Finance (Taxation Department)	69.79	51.07	Following are the reasons for the pending arrears: i. Some amounts become arrears when the amounts are not paid by the dealers on due date. The Assessing Officers issue notices to the defaulters for payment of arrears and try their best to realise the amount. Such arrears are paid by the concerned dealers with interest. Current arrears are also included in the outstanding amount. ii. For the amount which cannot be realised by the Assessing Officers in spite of all efforts, arrear certificates are issued by the assessing officers to the *Bakijai* (Recovery) officers for realisation of the amount and these amounts remain as arrear with the Superintendent of Taxes (Recovery) till recovery of the said arrear amount. iii. Pending cases involving arrears of revenue in Courts/ Board of Revenue and with Appellate/ Revision authority. iv. Un-traceability of dealers at the time of realisation of dues, *etc*.
2	0028-Professional Tax		2.50	0.48	
3	0029-Land Revenue		2,950.16	1,889.25	
4	0040-Tax on Sales, Trade, *etc.*		1,308.34	909.44	
5	0042-Taxes on Goods and Passengers		73.55	84.29	
6	0043- Taxes and Duties on Electricity		23.17	21.84	
7	0045- Other Taxes and Duties on Commodities and Services		5.04	4.94	
8	0039-State Excise	Excise Department	63.13	63.13	Due to non-payment of levies by the Wholesale Warehouses in due time.
9	0853- Non-ferrous Mining and Metallurgical Industries	Mines and Minerals Department	0.08	0.08	Non-payment of royalty on limestone by NECEM Cement Ltd. for 2005-06, 2006-07 and 2011-12 (₹ 8,15,789/-)
Total			**4,495.76**	**3,024.52**	

Source: Information furnished by the Departments concerned

Clearance of arrears of such magnitude requires focused efforts by the departments concerned and a push for coordination with banks, police department and other stakeholders involved in the process of recovery.

Arrears of Assessments

The details of arrears in assessment pending at the beginning of the year, cases becoming due for assessment during the year, cases disposed of during the year and number of cases pending for assessment at the end of the year as furnished by the Finance (Taxation) Department in respect of various taxation Acts are given in **Table 2.6**.

Table 2.6: Arrears in assessment

Nomenclature of the Act	Arrears of assessment due as on 31 March 2023	New cases due for assessments during 2023-24	Total assessment due	Cases disposed during 2023-24	Balance at the end of the year 2023-24	Percentage of disposal (col. 5 to 4)
1	**2**	**3**	**4 (2+3)**	**5**	**6 (4-5)**	**7**
GST	1,117	4,047	5,164	2,999	2,165	58.08
VAT	5,313	792	6,105	2,437	3,668	39.92
CST	1,488	124	1,612	155	1,457	9.62
Entry Tax Act	1,781	0	1,781	382	1,399	21.45
Profession Traders, Callings and Employment Taxation Act	14,606	5,895	20,501	6,503	13,998	31.72
Taxation (on Specified Lands) Acts	3,598	61	3,659	782	2,877	21.37
Agricultural Income Tax Act	2,494	151	2,645	522	2,123	19.74
Amusement and Betting Taxation Act	192	0	192	0	192	0.00
Luxury (Hotel & Lodging Houses) Act	227	0	227	0	227	0.00
Electricity Duty Act	1,618	244	1,862	216	1,646	11.60
Total	**32,434**	**11,314**	**43,748**	**13,996**	**29,752**	**31.99**

Source: Information furnished by the Departments concerned

Table 2.6 indicates that the assessments pending at the end of the year increased over the previous year largely in respect of GST and Profession Traders, Callings and Employment Taxation Act. The percentage of disposal of cases due for assessment in overall cases was 31.99 *per cent* during the year. In respect of CST and Electricity Duty Act, percentage of disposal of cases at 9.62 *per cent* and 11.60 *per cent* respectively were very poor. Further, no case in respect of Amusement and Betting Taxation Act and Luxury (Hotel & Lodging Houses) Act was disposed by the Finance (Taxation) Department during the year 2023-24. This indicates significant gaps in tax administration and enforcement within the Finance (Taxation) Department.

The low disposal rates of assessment cases, particularly under CST, Electricity Duty, and certain Acts with zero disposals, have significant fiscal and administrative implications for the State. Delayed assessments can lead to revenue leakage, as potential tax dues remain unrealised. Non-disposal of cases may hinder timely audits and enforcement actions, affecting the deterrence mechanism in tax governance.

(c) Details of evasion of tax detected by Department, Refund cases, etc.

The cases of evasion of tax detected, cases finalised and the demands for additional tax raised are important indicators of revenue collection efforts of the State Government. Promptness in disposal of refund cases is an important indicator of performance of the Department concerned.

The details of cases of evasion of tax detected by the Finance (Taxation) and Excise Department, cases finalised and the demand for additional tax raised; and details of refund cases during the year 2023-24, as reported by the department concerned, are depicted in **Table 2.7** and **Table 2.8** respectively.

Table 2.7: Evasion of Tax Detected

Head of Revenue	Cases pending as on 01 April 2023	Cases detected during 2023-24	Total	Cases in which additional demand with penalty, *etc*. raised		No. of cases pending as on 31 March 2024
				No.	Amount (₹ in crore)	
0006-GST	23	618	641	618	53.62	20
0039-State Excise	4	0	4	4	43.94	4
Total	**27**	**618**	**645**	**622**	**97.56**	**24**

Source: Information furnished by Government of Assam

Table 2.8: Details of refund cases

Sl. No.	Particulars	GST		Sales tax/VAT	
		No. of cases	Amount (₹ in crore)	No. of cases	Amount (₹ in crore)
1	Claims outstanding at the beginning of the year	221	400.27	36	24.53
2	Claims received during the year	851	207.43	44	15.23
3	Refunds made during the year	573	134.72	12	3.84
4	Refunds rejected during the year	295	447.18	4	3.64
5	Balance outstanding at the end of year	204	25.80	64	32.28

Source: Departmental information

The high volume of tax evasion cases detected, and substantial demands raised in 2023-24 reflect improved vigilance by the State's tax authorities. However, the persistence of unresolved cases and outstanding refunds points to systemic inefficiencies in enforcement and processing. The significant rejection of refund claims, particularly under GST, suggests either widespread inaccuracies in taxpayer filings or overly stringent scrutiny. Moreover, the sizeable backlog of unresolved refund claims may adversely affect business liquidity, especially for smaller enterprises.

(ii) Non-Tax Revenue

Non-Tax revenue consists of interest receipts, dividends and profits, mining receipts, departmental receipts, *etc*. Component-wise details of Non-Tax Revenue collected during the years 2019-24 are given in **Table 2.9**.

Table 2.9: Component-wise Non-Tax Revenue during 2019-24

(₹ in crore)

Heads	2019-20	2020-21	2021-22	2022-23	2023-24	Sparkline
Interest receipts	666.86	235.87	120.86	323.68	828.11	
Dividend and Profit	30.64	481.89	113.65	447.62	185.1	
Petroleum	3,805.34	1,468.55	2,505.30	4,087.06	3,840.48	
Forestry and Wild Life	416.06	352.89	393.14	451.39	564.67	
Other Administrative Services	103.17	95.72	113.84	121.41	113.97	
Others	517.27	264.69	332.96	330.15	370.57	
Total	**5,539.34**	**2,899.61**	**3,579.75**	**5,761.31**	**5,902.90**	

Non-Tax Revenue, which ranged between 8.59 *per cent* (2019-20) and 4.47 *per cent* (2020-21) of Total Revenue Receipts of the State during the five-year period from 2019-20 to 2023-24, increased significantly by ₹ 141.59 crore (2.46 *per cent*) during 2023-24 over the previous year. Major contributors of Non-Tax Revenue during

2023-24 were Petroleum (₹ 3,840.48 crore), followed by Interest receipts (₹ 828.11 crore) and Forestry and Wildlife (₹ 564.67 crore).

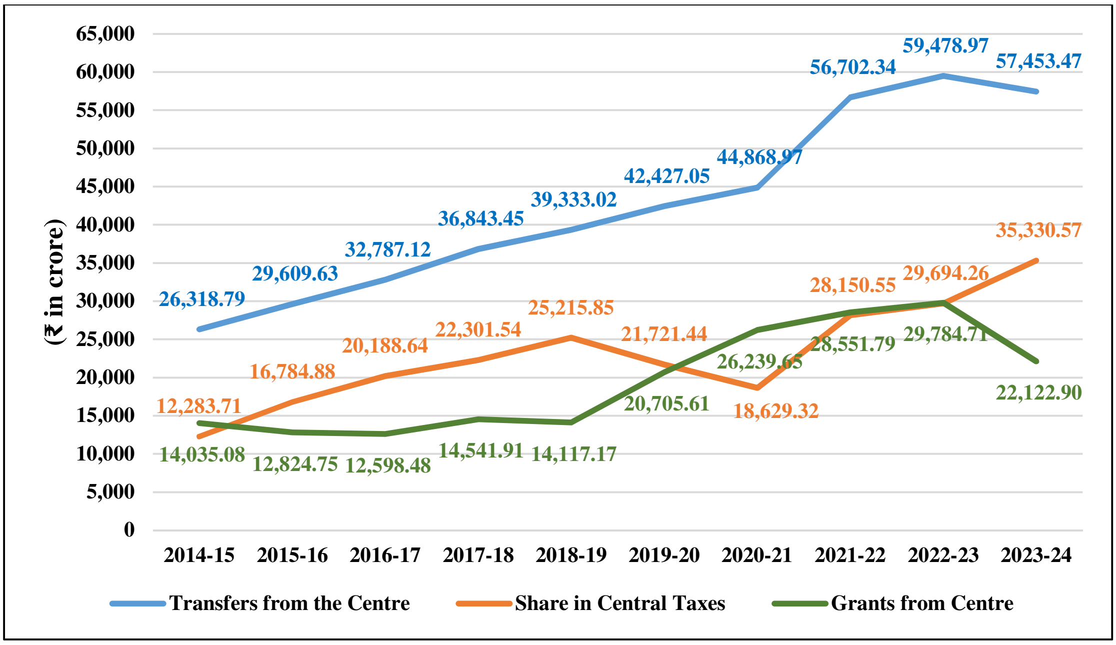
2.3.2.3 Transfers from the Centre

During the last 10 years from 2014-15 to 2023-24, three Central Finance Commissions (XIII FC, XIV FC and XV FC) were constituted by the Central Government. As per recommendations of these FCs, the State Government had received its share of devolved taxes, as also certain grants recommended by FC. In addition, the State received significant amount of grants from the Central Government for implementation of various schemes in the State.

The XIII FC recommended 32 *per cent* share of Union taxes to states during the period for 2010-15. Further, the XIV FC increased the percentage of the State's Share of Union taxes to 42 *per cent* during the FC award period from 2015-20. This significant increase in the State's share altered the composition of Central transfers in favour of statutory transfers from discretionary transfers made earlier. It also led to greater predictability and certainty in the quantum of funds being transferred to states. As a result, the devolution of State's Share of Union taxes had substantially increased during the XIV FC Award period. The XV FC made a small reduction in the percentage of State's Share of Union taxes by one *per cent*, to meet the needs of the newly constituted Union Territories of Jammu and Kashmir and Ladakh, and kept it at 41 *per cent* during the award period of 2020-21 to 2025-26.

Grants-in-Aid from GoI also increased significantly during the XIV FC period (2015-20) in comparison with those released in XIII FC period (2010-15). This pattern continued during the XV FC period also. The trends and composition of Central Transfers during the last ten years are shown in **Chart 2.8**.

Chart 2.8: Trends in transfers from the Centre during the last ten years



(i) Central Tax Transfers

Actual devolution of Union taxes to the State *vis-à-vis* projection of the Finance Commission is given in **Table 2.10**.

Table 2.10: State's share in Union taxes and duties: Actual devolution *vis-à-vis* Finance Commission projections

(₹ in crore)

FC	Year	Finance Commission projections	Projections in FCR	Actual tax devolution	Variation (*per cent*) (5-4/4)
1	2	3	4	5	6
FC-XIII	2010-11	3.628 *per cent* of net proceeds of all shareable taxes excluding service tax and 3.685 *per cent* of net proceeds of sharable service tax	7,397	7,968.61	571.61 (*7.73*)
	2011-12		8,677	9,283.53	606.53 (6.99)
	2012-13		10,234	10,601.26	367.26 (*3.59*)
	2013-14		12,072	11,574.52	-497.48 (*-4.12*)
	2014-15		14,240	12,283.71	-1,956.29 (*-13.74*)
Total for XIII FC			**52,620**	**51,711.63**	**-908.37 (*-1.73*)**
FC-XIV	2015-16	3.311 *per cent* of net proceeds of all shareable taxes excluding service tax and 3.371 *per cent* of net proceeds of sharable service tax	19,244	16,784.88	-2,459.12 (*-12.78*)
	2016-17		22,208	20,188.64	-2,019.36 (*-9.09*)
	2017-18		25,661	22,301.54	-3,359.46 (*-13.09*)
	2018-19		29,687	25,215.85	-4,471.15 (*-15.06*)
	2019-20		34,386	21,721.44	-12,664.56 (*-36.83*)
Total for XIV FC			**1,31,186**	**1,06,212.35**	**24,974 (*19*)**
FC-XV	2020-21	3.131 *per cent* of net proceeds of all shareable taxes	26,776	18,629.32	-8,146.68 (*-30.43*)
	2021-22	3.128 *per cent* of net proceeds of all shareable taxes	20,601	28,150.55	7,549.55 (*36.64*)
	2022-23		22,917	29,694.26	6,777.26 (*29.57*)
	2023-24		25,787	35,330.57	9,543.57 (*37.00*)

Source: Report of Finance Commissions and Finance Accounts

The State Government's share in Union Taxes and duties increased by ₹ 5,636.31 crore (18.98 *per cent*) during 2023-24 over the previous year.

Trends in components of Central Tax transfers are shown in **Table 2.11**.

Table 2.11: Central Tax Transfers

(₹ in crore)

Head	2019-20	2020-21	2021-22	2022-23	2023-24
Central Goods and Services Tax (CGST)	6,163.89	5,497.76	7,895.43	8,393.50	10,722.38
Corporation Tax	7,406.13	5,648.64	8,298.61	9,949.02	10,604.68
Taxes on Income other than Corporation Tax	5,803.21	5,794.53	8,272.50	9,722.45	12,246.98
Customs	1,376.85	964.41	2,073.20	1,167.68	1,238.11
Union Excise Duties	957.27	622.41	1,156.10	366.32	468.53
Service Tax	0.00	86.82	424.25	46.40	6.59
Other Taxes	14.09	14.75	30.46	48.89	43.30
Central Tax transfers	**21,721.44**	**18,629.32**	**28,150.55**	**29,694.26**	**35,330.57**
Percentage variation over previous year	-13.86	-14.24	51.11	5.48	18.98
Percentage of Central tax transfers to Revenue Receipts	33.68	28.70	35.27	33.09	38.60

Source: Finance Accounts

Over the five-year period 2019-24, Central tax transfers increased by 62.65 *per cent* from ₹ 21,721.44 crore in 2019-20 to ₹ 35,330.57 crore in 2023-24. During the current year, the Central tax transfers increased significantly by ₹ 5,636.31 crore (18.98 *per cent*) from ₹ 29,694.26 crore in 2022-23 to ₹ 35,330.57 crore in 2023-24.

(ii) Grants-in-Aid from Government of India

Grants-in-Aid (GIA) received by the State Government from GoI during 2019-24 are detailed in **Table 2.12**.

Table 2.12: Grants-in-Aid from Government of India

(₹ in crore)

Head		2019-20	2020-21	2021-22	2022-23	2023-24
Grants for Centrally Sponsored Plan Schemes		14,389.53	13,832.87	18,186.82	21,557.33	16,205.52
Finance Commission Grants	Other than Revenue Deficit	4,604.07	2,955.00	2,540.05	2,465.00	2,681.23
	Revenue Deficit Grant	0.00	7,578.90	6,376.00	4,890.00	2,918.00
Other transfers/ Grants to States/ Union Territories with Legislature		1,712.01	1,872.88	1,448.92	872.38	318.15
Total		**20,705.61**	**26,239.65**	**28,551.79**	**29,784.71**	**22,122.90**
Percentage variation over the previous year		46.67	26.73	8.81	4.32	-25.72
Percentage of GIA to Revenue Receipts		32.10	40.43	35.77	33.19	24.17

Source: Finance Accounts

Grants-in-Aid from GoI decreased by ₹ 7,661.81 crore (25.72 *per cent*) during the year as compared to the previous year, primarily on account of decreased grants for the implementation of CSS. Finance Commission Grants were provided to the State for Local Bodies[6] (₹ 1,838.23 crore) and for State Disaster Response Fund (₹ 680.80 crore) which together constituted 44.99 *per cent* of total FC grants (₹ 5,599.23 crore) received during the year.

GIA constituted 24.17 *per cent* of Revenue Receipts during the year 2023-24. Grants for Centrally Sponsored Schemes (₹ 16,205.52 crore) to the State constituted 73.25 *per cent* of the total grants during the year.

Other grants received by the State during the year were in respect of (i) Grants for Central Road and Infrastructure Fund (₹ 223.24 crore) (ii) Special Assistance (₹ 58.94 crore), *etc*.

(a) Grants for Centrally Sponsored Schemes

Out of the Grants of ₹ 16,205.52 crore for Centrally Sponsored Schemes during 2023-24, the major amounts were given to:

- Pradhan Mantri Awas Yojana (PMAY)–PMAY Rural (₹ 2,934.45 crore-decrease of 67.90 *per cent* over previous year);
- Additional Central Assistance for Externally Aided Projects (₹ 1,806.71 crore-increase of 48.17 *per cent* over previous year);
- National Health Mission–National Urban Health Mission (₹ 1,953.28 crore-increase of 19.47 *per cent* over previous year);
- Integrated Child Development Service Schemes–Anganwadi Services (₹ 1,814.02 crore–increase of 100.00 *per cent* over previous year);
- Samagra Shiksha-Elementary Education (₹ 1,810.47 crore-increase of 42.00 *per cent* over previous year).

6 Rural Local Bodies: ₹ 1,241.00 crore; Urban Local Bodies: ₹ 597.23 crore.

Single Nodal Agency: Government of India, Ministry of Finance, Department of Expenditure, New Delhi vide Office Memorandum No. 1(13)/PFMS/FCD/2020 dated 08 December 2021 provided that every State Government is required to designate a Single Nodal Agency (SNA) for implementing each Centrally Sponsored Scheme (CSS). The Single Nodal Agency will open Single Nodal Account for each CSS at the State level in a Scheduled Commercial Bank authorised to conduct business by the State Government. Further, as per the new procedure, it is the responsibility of the State Government concerned to ensure that the entire unspent amount is returned by all the implementing Agencies (IAs) to the Single Nodal Account of the Single Nodal Agency concerned.

As per MoF, GoI's letter dated 16 February 2023, the State Government shall transfer the Central share as well as the commensurate State share to the SNA account within 30 days of receipt of Central share. Any delay beyond 30 days in transfer of Central share to the SNA account, interest on the number of days at the rate of seven *per cent* per *annum* has to be paid by the State Government with effect from 01 April 2023.

As per the SNA 01 report of PFMS, the State Government received ₹ 13,901.14 crore being Central share during the year in its Treasury account. As on 31 March 2024, the Government transferred Central share of ₹ 15,790.72 crore and State share of ₹ 2,864.09 crore to the SNAs. The entire transfer of ₹ 18,654.81 crore was made through GIA bills.

As per the SNAs report, ₹ 5,416.67 crore are lying unspent in the bank accounts of SNAs as on 31 March 2024. Information regarding amount of interest, if any, paid on account of delay in release of central share to SNA account is awaited from the Government (November 2024).

A substantial unspent balance of ₹ 5,416.67 crore remaining parked in SNA accounts indicates inefficiencies in fund utilisation and possible delays in project implementation. This accumulation of funds contradicts the objective of just-in-time releases under the SNA framework and may lead to interest liabilities for delayed transfers beyond the stipulated 30-day window, in accordance with the 16 February 2023 directive. Moreover, such delays may also result in distorted fiscal reporting, underutilisation of central assistance, and compromised service delivery under Centrally Sponsored Schemes.

(b) Fifteenth Finance Commission Grants

As mentioned in the previous paragraph, XV FC Grants were provided to States for Local Bodies and State Disaster Response Fund (SDRF). Details of grants recommended by XV FC and actual release by GoI and GoA during 2022-23 to 2023-24 are given in **Table 2.13**.

Table 2.13: Recommended amount, actual release and transfers of Grant-in-Aid

(₹ in crore)

Particulars	Recommendation of the XV-FC			Actual release by GoI			Release by State Government		
	2022-23	2023-24	Total	2022-23	2023-24	Total	2022-23	2023-24	Total
1	2	3	4	5	6	7	8	9	10
Local Bodies (i+ii)	**1,833.00**	**1,881.00**	**3,714.00**	**1,816.20**	**1,838.23**	**3,654.43**	**1,228.00**	**923.00**	**2,151.00**
(i) Grants to PRIs	*1,228.00*	*1,241.00*	*2,469.00*	*1,228.00*	*1,241.00*	*2,469.00*	*1,228.00*	*620.50*	*1,848.50*
(ii) Grants to ULBs	*605.00*	*640.00*	*1,245.00*	*588.20*[7]	*597.23*	*1,185.43*	*0.00*	*302.50*	*302.50*
State Disaster Response Fund	**648.80**	**681.12**	**1,329.92**	**648.80**	**680.80**	**1,329.60**	**648.80**	**340.40**	**989.20**
Grand Total	**2,481.80**	**2,562.12**	**5,043.92**	**2,465.00**	**2,519.03**	**4,984.03**	**1,876.80**	**1,263.40**	**3,140.20**

Source: Finance Accounts

It may be seen from the table above that XV FC recommended ₹ 5,043.92 crore for release to the local bodies and for disaster relief during 2022-23 to 2023-24. Out of that, GoI released ₹ 4,984.03 crore to the State Government during the period.

As per operational Guidelines for implementation of the recommendations of the Fifteenth Finance Commission on Local Bodies grants (both PRIs and ULBs grants), State Government on receipt of grant from the Department of Expenditure, Ministry of Finance, Government of India shall transfer the same to the local bodies concerned within 10 working days. Any delay beyond 10 working days will require the State Governments to release the grant with interest for the period of delay as per the average effective rate of interest on market borrowings/State Development Loans for the previous year.

During 2023-24, the State Government had paid an interest of ₹ 13.66 crore against delayed release of funds to PRIs (₹ 5.48 crore) and ULBs (₹ 8.18 crore). Since delayed transfers attract interest liability at the average effective rate of interest on State borrowings, the result is avoidable financial burden on the State exchequer. This not only reflects poor fund flow management but also diverts public resources toward interest payments instead of developmental activities.

2.3.3 Capital Receipts

Capital Receipts comprise miscellaneous capital receipts such as proceeds from disinvestments, recoveries of loans and advances, debt receipts from internal sources (market loans, borrowings from financial institutions/ commercial banks) and loans and advances from GoI.

Trends of capital receipts and its components during 2019-20 to 2023-24 are shown in **Table 2.14**.

[7] Out of ₹ 588.20 crore, ₹ 467.20 crore pertained to 2021-22 which was released by GoI to GoA between November 2022 and March 2023. The remaining ₹ 121.00 crore was released by GoI on 31 March 2023.

Table 2.14: Trends in growth and composition of Capital Receipts

(₹ in crore)

Sl. No.	Sources of State's Capital Receipts*	2019-20	2020-21	2021-22	2022-23	2023-24
1	**Capital Receipts**	**14,257.61**	**17,942.74**	**19,769.64**	**28,275.09**	**47,296.30**
(a)	Miscellaneous Capital Receipts	*0.00*	*0.00*	*0.00*	*0.00*	*0.00*
(b)	Recovery of Loans and Advances	*7.98*	*2.56*	*3,099.49*	*5.07*	*3,282.45*
(c)	Public Debt Receipts	*14,249.63*	*17,940.18*	*16,670.15*	*28,270.02*	*44,013.85*
(i)	*Internal Debt (including WMAs[8] and Overdraft)*	*14,143.29*	*16,382.36*	*14,138.94*	*23,834.40*	*38,008.67*
	Growth rate (in per cent)	*21.24*	*15.83*	*-13.69*	*68.57*	*59.47*
(ii)	*Loans and advances from GoI*	*106.34*	*1,557.82*	*2,531.21*	*4,435.62*	*6,005.18*
	Growth rate (in per cent)	*19.27*	*1,364.94*	*62.48*	*75.24*	*35.39*
2	**Rate of growth of debt Capital Receipts (*per cent*)**	**21.23**	**25.90**	**-7.08**	**69.58**	**55.69**
3	**Rate of growth of non-debt capital receipts (*per cent*)**	**172.35**	**-67.92**	**1,20,973.83**	**-99.84**	**64,642.60**
4	**Rate of growth of GSDP (*per cent*)**	12.13	-2.03	20.87	16.57	19.10
5	**Rate of growth of Capital Receipts (*per cent*)**	**21.26**	**25.85**	**10.18**	**43.02**	**67.27**

Source: Finance Accounts and Directorate of Economics and Statistics, Assam (for GSDP)
**Includes receipts under Consolidated Fund only   WMAs:-Ways and Means Advances*

Capital Receipts increased by 231.73 *per cent* from ₹ 14,257.61 crore in 2019-20 to ₹ 47,296.30 crore in 2023-24. Public debt receipts create future repayment obligation as these are taken from the market, Financial Institutions and Central Government. During the current year, it increased by 55.69 *per cent* from ₹ 28,270.02 crore in 2022-23 to ₹ 44,013.85 crore in 2023-24. Further, non-debt capital receipts increased significantly from ₹ 5.07 crore in 2022-23 to ₹ 3,282.45 crore in 2023-24 mainly due to prior period adjustments of ₹ 2,239.13 crore carried out by the State during the current year.

Public debt receipts dominate capital receipts, with internal debt and Central loans forming the backbone of state capital financing. Over-reliance on borrowings could pose sustainability concerns if not effectively utilised for productive purposes.

Loans from GoI grew exponentially, reflecting heightened dependence on Central assistance for capital funding.

2.3.4 State's performance in mobilisation of resources

State's share in Central taxes is determined on the basis of recommendations of the Finance Commission; share of Grants-in-Aid are determined by the quantum of collection of Central tax receipts and anticipated Central assistance for schemes, *etc.* State's performance in mobilisation of additional resources should be assessed in terms of its own resources comprising revenue from its own tax and non-tax sources.

The gross collections in respect of major Tax and Non-Tax Revenue and their relative share in GSDP during 2019-24 are given in ***Appendix 1.2***. Further, **Table 2.15** provides

[8] 2022-23: ₹ 4,608.64 crore; 2023-24: ₹ 16,242.25 crore.

the State's performance in mobilisation of resources assessed in terms of its own resources comprising own-tax and non-tax sources.

Table 2.15: Tax and Non-Tax receipts *vis-à-vis* projections

(₹ in crore)

	15th FC projections	BEs	Actuals	Percentage variation of actuals over	
				15th FC projections	BEs
Own Tax Revenue	19,730.00	30,001.66	28,178.12	42.82	-6.08
Non-Tax Revenue	6,691.00	7,010.84	5,902.90	-11.78	-15.80

Source: Finance Accounts, FC Report and Budget documents

It may be seen from the table above that State's Own Tax receipts exceeded the projections of XV FC by 42.82 *per cent,* while the Non-Tax Revenues fell short by 11.78 *per cent.* However, State's Own Tax Revenue fell short by 6.08 *per cent* and Non-Tax Revenues fell short by 15.80 *per cent* of BEs during 2023-24. These variances have fiscal implications—falling short of budgeted revenue targets can lead to expenditure compression or higher borrowings, both of which may have an impact on developmental priorities of the State.

2.4 Application of resources

The State Government is vested with the responsibility of incurring expenditure within the framework of fiscal responsibility legislations, while at the same time ensuring that the ongoing fiscal correction and consolidation process of the State is not at the cost of expenditure directed towards development of capital infrastructure and social sector. This paragraph along with sub-paragraphs gives the analysis of allocation of expenditure in the State**.**

Growth and composition of total expenditure

The expenditure of the State is broadly classified under three categories *viz.*, Revenue Expenditure, Capital Expenditure and Disbursement of Loans & Advances. These three together are called Total Expenditure[9] of the State.

Revenue Expenditure: Charges on maintenance, repair, upkeep and working expenses, which are required to maintain the assets in a running order as also all other expenses incurred for the day to day running of the organisation, including establishment and administrative expenses shall be classified as Revenue Expenditure.

Capital Expenditure: All charges for the first construction of a project as well as charges for intermediate maintenance of the work while not opened for service and also charges for such further additions and improvements as may be sanctioned under the rules made by competent authority shall be classified as Capital Expenditure.

Loans and Advances: All loans and advances given by the State to different entities of the State Government fall under this category.

The Total Expenditure, its composition and relative share in GSDP during 2019-20 to 2023-24 is presented in **Table 2.16**.

[9] Any Appropriation to Contingency Fund for increasing the Corpus of the Fund also forms part of the Total Expenditure.

Table 2.16: Total Expenditure and its composition

(₹ in crore)

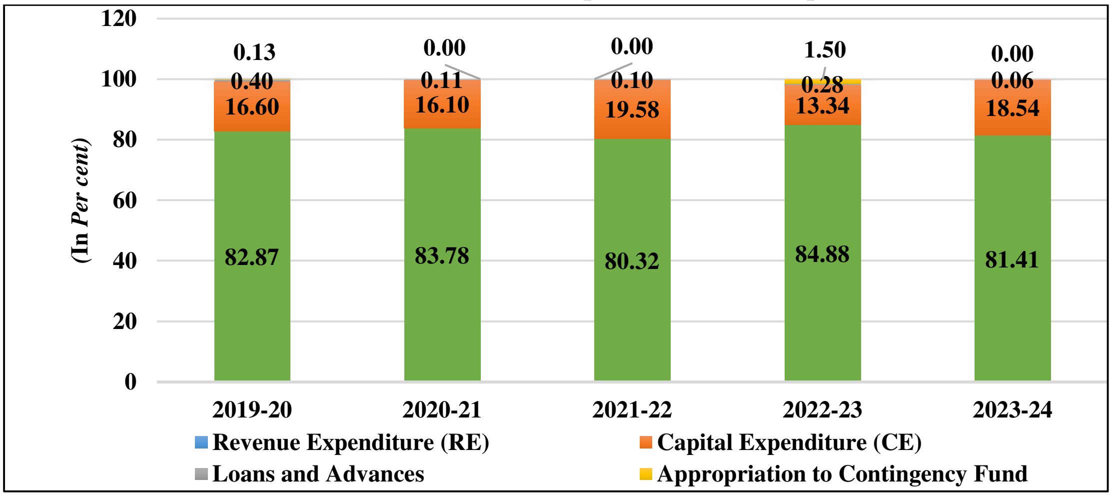
Parameters	2019-20	2020-21	2021-22	2022-23	2023-24
Total Expenditure (TE)	**79,418.86**	**77,006.78**	**1,02,777.80**	**1,19,952.20**	**1,15,671.63**
Revenue Expenditure (RE)	65,817.28	64,519.59	82,547.96	1,01,814.65	94,162.90
Capital Expenditure (CE)	13,185.42	12,399.39	20,125.83	15,997.71	21,444.23
Loans and Advances	316.16	87.80	104.01	339.84	64.50
Appropriation to Contingency Fund	100.00	0.00	0.00	1,800.00	0.00
As a percentage of GSDP					
TE/GSDP	22.90	22.66	25.02	25.05	20.28
RE/GSDP	18.98	18.99	20.10	21.27	16.51
CE/GSDP	3.80	3.65	4.90	3.34	3.76
Loans and Advances/ GSDP	0.09	0.03	0.03	0.07	0.01
Appropriation to Contingency Fund/ GSDP	0.03	0.00	0.00	0.38	0.00

Source: Finance Accounts

Table 2.16 shows that Total Expenditure of the State increased nearly 1.5 times from ₹ 79,418.86 crore in 2019-20 to ₹ 1,15,671.63 crore in 2023-24. During the year, it decreased by 3.57 *per cent* over the previous year. As a percentage of GSDP, the Total Expenditure remained in the range of 20.28 *per cent* to 25.05 *per cent* during 2019-24.

Chart 2.9 depicts the share of components of Total Expenditure and their trend during 2019-24. It is evident from **Chart 2.9** that the share of Revenue Expenditure in Total Expenditure ranged between 80.32 *per cent* and 84.88 *per cent* during 2019-24 whereas share of Capital Expenditure in Total Expenditure ranged between 13.34 *per cent* and 19.58 *per cent* during the period.

Chart 2.9: Trends in share of components in Total Expenditure



In terms of activities, the Total Expenditure comprises of expenditure on General Services including Interest Payments, Social Services, Economic Services and others. Relative share of these components in the Total Expenditure (also refer ***Appendix 1.2***) during 2019-24 is given in **Table 2.17** as well as in **Chart 2.10**. Composition of Total Expenditure during the current year *i.e.*, 2023-24 is also given in **Chart 2.11**.

Table 2.17: Relative share of various sectors of expenditure

(In *per cent*)

Parameters	2019-20	2020-21	2021-22	2022-23	2023-24
General Services	28.78	30.40	36.23	30.35	35.59
Social Services	38.72	40.73	35.21	45.47	41.60
Economic Services	31.92	28.37	28.27	22.25	22.52
Others (Grants to Local Bodies, Loans to Govt. Servant and Appropriation to Contingency Fund)	0.59	0.49	0.30	1.93	0.29

Source: Finance Accounts

Chart 2.10: Trends in share of Total expenditure by activities

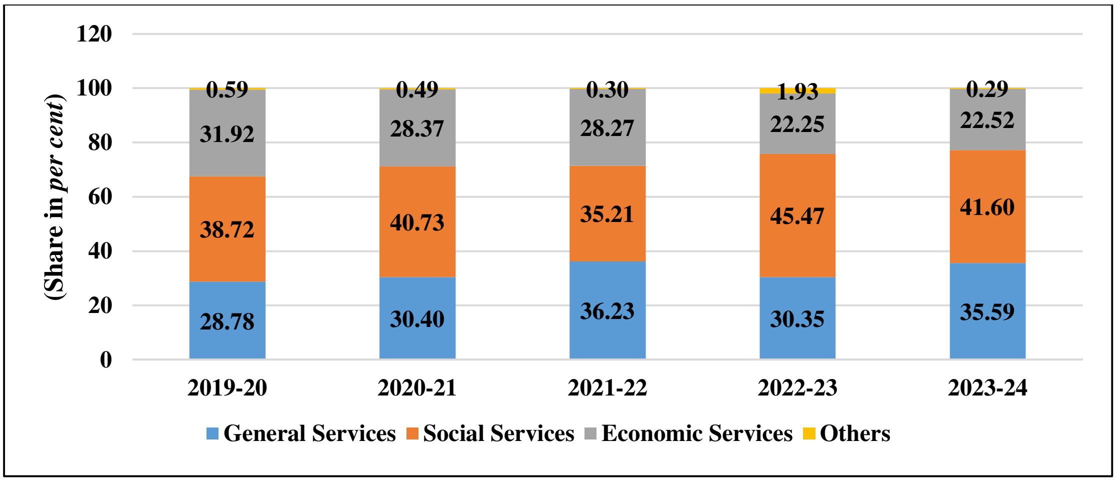
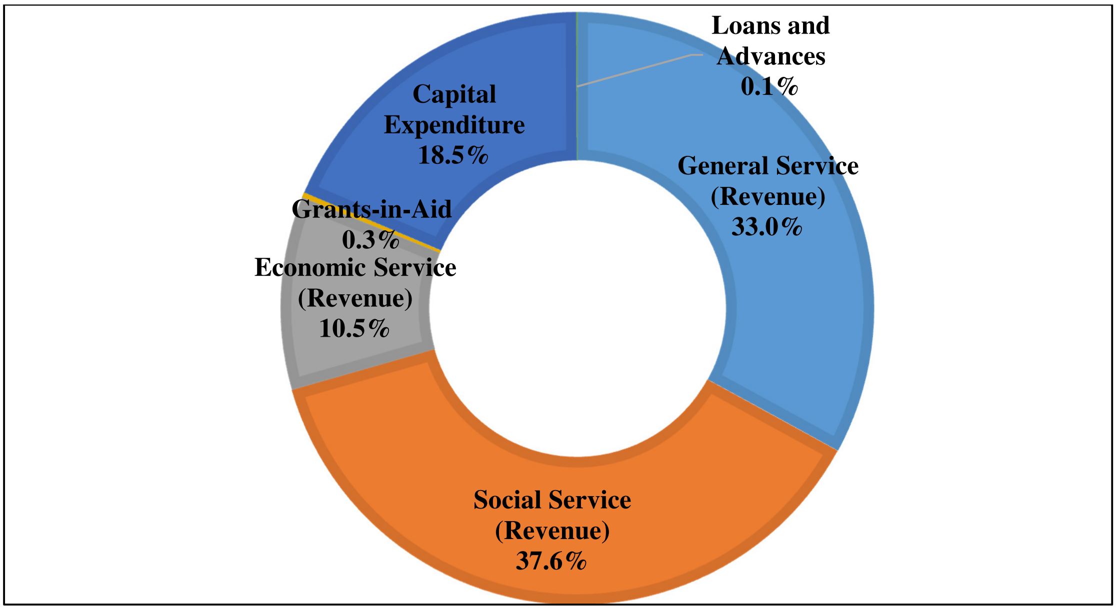


Chart 2.11: Composition of Expenditure during 2023-24 (In *per cent*)



The relative share of the above components of expenditure indicates that the share of Social Services and Others in the Total Expenditure decreased by 3.87 *per cent* and 1.64 *per cent* respectively during 2023-24 over the previous year. These decreases were, however, offset by increase in the respective share of General Services and Economic Services.

2.4.1 Revenue Expenditure

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

Table 2.18 indicates the overall Revenue Expenditure, its rate of growth, its ratio to Total Expenditure and buoyancy *vis-à-vis* GSDP and Revenue Receipts during the five-year period (2019-24). It is evident from **Table 2.18** that the Revenue Expenditure formed on an average 82.65 *per cent* (ranging from 80.32 *per cent* in 2021-22 to 84.88 *per cent* in 2022-23) of the Total Expenditure during the period 2019-24. Rate of growth of Revenue Expenditure displayed wide fluctuations during the five-year period. Further, the sectoral distribution of Revenue Expenditure pertaining to 2023-24 is given in **Chart 2.12**.

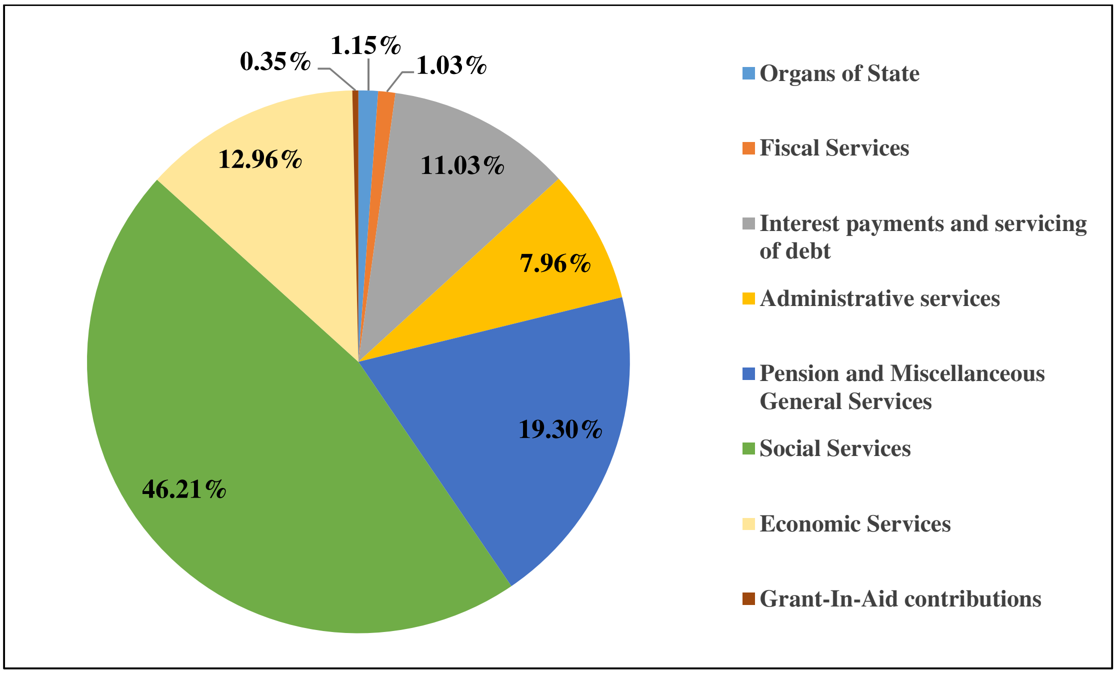
Table 2.18: Revenue Expenditure – Basic parameters

(₹ in crore)

Parameters	2019-20	2020-21	2021-22	2022-23	2023-24
Total Expenditure (TE)	**79,418.86**	**77,006.78**	**1,02,777.80**	**1,19,952.20**	**1,15,671.63**
Revenue Expenditure (RE)	**65,817.28**	**64,519.59**	**82,547.96**	**1,01,814.65**	**94,162.90**
Rate of Growth of RE (*per cent*)	15.67	-1.97	27.94	23.34	-7.52
Revenue Expenditure as percentage of TE	82.87	83.78	80.32	84.88	81.41
RE/GSDP (*per cent*)	18.98	18.99	20.10	21.27	16.51
RE as percentage of RR	102.05	99.41	103.42	113.45	102.87
Buoyancy of Revenue Expenditure with					
GSDP (ratio)	1.29	0.97	1.34	1.41	-0.39
Revenue Receipts (ratio)	9.79	-3.12	1.22	1.88	-3.77

Source: Finance Accounts

Chart 2.12: Sectoral distribution of Revenue Expenditure during 2023-24 (In *per cent*)



Revenue Expenditure decreased by ₹ 7,651.75 crore (7.52 *per cent*) from ₹ 1,01,814.65 crore in 2022-23 to ₹ 94,162.90 crore in 2023-24. Revenue Expenditure as a percentage of GSDP also decreased significantly from 21.27 *per cent* in 2022-23 to 16.51 *per cent* in 2023-24. Further, Revenue Expenditure during the year was lower by ₹ 17,173.69 crore *vis-à-vis* the projections made in Medium Term Fiscal Plan (MTFP) (₹ 1,11,336.59 crore).

The persistent dominance of Revenue Expenditure in the overall expenditure mix constrains the State's capacity to enhance infrastructure and economic productivity. The abrupt decline in Revenue Expenditure in 2023-24 could adversely affect service delivery, especially in social sectors such as health, education, and rural development. Moreover, significant deviation from MTFP targets may indicate weaknesses in fiscal forecasting and financial planning, affecting fiscal credibility.

2.4.1.1 Major Changes in Revenue Expenditure

Revenue expenditure decreased substantially by ₹ 7,651.75 crore (7.52 *per cent)* from ₹ 1,01,814.65 crore in 2022-23 to ₹ 94,162.90 crore in 2023-24. Significant variations under various Major Heads of Accounts with regard to revenue expenditure of the State during the current year as compared to the previous year are depicted in **Table 2.19**.

Table 2.19: Variation in Revenue Expenditure during 2023-24 compared to 2022-23

(₹ in crore)

Major Heads of Account	2022-23	2023-24	Increase (+)/ Decrease (-)	Increase (+)/ Decrease (-) (In *per cent*)
2216 - Housing	12,828.78	4,958.02	(-) 7,870.76	(-)61.35
2515 - Other Rural Development Programmes	3,909.28	2,254.80	(-) 1,654.48	(-)42.32
2245 - Relief on Account of Natural Calamities	1,512.78	261.58	(-) 1,251.20	(-)82.71
2852 - Industries	632.75	186.05	(-) 446.70	(-)70.60
2702 - Minor Irrigation	800.06	447.31	(-) 352.75	(-)44.09
2235 - Social Security and Welfare	4,630.46	5,946.03	1,315.57	28.41
2015 - Elections	149.21	436.14	286.93	192.30

Source: Finance Accounts

Table 2.19 shows:

- decrease of ₹ 7,870.76 crore (61.35 *per cent*) under 'Housing' which was mainly due to decrease in expenditure under Pradhan Mantri Awaas Yojana (Gramin) and maintenance and repair works in connection with other Administrative Services-Raj Bhawan, *etc.*;
- decrease of ₹ 1,654.48 crore (42.32 *per cent*) under Other Rural Development Programmes was mainly due to decrease in expenditure under miscellaneous expenditure under (i) PRI & ULBs from share of net proceeds of State own taxes assigned under recommendation by SFC, (ii) Tied Grant-Central Finance Commission-Rural Local Bodies and (iii) Untied Basic Grant-Central Finance Commission-Rural Local Bodies, *etc.;*
- decrease of ₹ 1,251.20 crore (82.71 *per cent*) under Relief on Account of Natural Calamities was mainly due to decrease in expenditure under Rehabilitation Grant (Flood), Gratuitous Relief (Flood) and transfer of funds to SDRF (Reserve Fund) *etc.;*
- decrease of ₹ 446.70 crore (70.60 *per cent*) under Industries was mainly due to decrease in expenditure under Establishment of IT Park, IT infrastructure support

and services for State Data Centre and Headquarters Establishment expenditure in connection with ease of doing business, *etc.*;

- decrease of ₹ 352.75 crore (44.09 *per cent*) under Minor Irrigation was mainly due to decrease in expenditure under Lift Irrigation schemes (Surface Water) and Ground Water Scheme (Tube Wells), *etc.*;
- increase of ₹ 1,315.57 crore (28.41 *per cent*) under Social Security and Welfare was mainly due to increase in expenditure under Implementation of Integrated Child Development Services (ICDS) Scheme, Anganwadi Employees Welfare Fund, Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABALA), *etc.*;
- increase of ₹ 286.93 crore (192.30 *per cent*) under Elections was mainly due to increase in expenditure in connection with charges for Conduct of Election to Parliament and expenditure under Headquarters and District Establishment.

In 2023-24, the State's Revenue Expenditure declined significantly by ₹7,651.75 crore (7.52 *per cent*), largely due to substantial reductions in key sectors such as Housing, Rural Development, Natural Calamity Relief, and Industries. While this decrease may suggest fiscal restraint, it also reflects possible underutilisation of funds and reduced investment in essential welfare and infrastructure programmes. The sharp cuts in areas like flood relief and rural development could adversely impact vulnerable populations, particularly in disaster-prone and rural regions. Although there were increases in social security and election-related spending, the overall shift in expenditure priorities may compromise balanced development and weaken the State's resilience to socio-economic and environmental challenges.

2.4.1.2 Committed Expenditure

Committed Expenditure of Government consists mainly of expenditure on salaries and wages, interest payments and pensions. It has first charge on Government resources. The FRBM Act of the State prescribes that there should be a Revenue Surplus, which is challenging to achieve, given that a large proportion of Revenue Expenditure goes into committed items like salaries and wages, interest payments and pensions.

Apart from above, there are certain items of *inflexible expenditure* which cannot be ordinarily altered or varied or are statutorily required on an annual basis, unlike for variable transactions such as capital expenditure, *etc*. For example, the following items may be considered as inflexible expenditure.

(i) Devolution to local bodies – statutory devolutions to local bodies for pay and allowance (devolution/ transfer for capital expenditure)

(ii) Statutory requirements of contribution to Reserve Funds – Contribution to Consolidated Sinking Fund (CSF), Guarantee Redemption Fund (GRF), State Disaster Mitigation/ Response Fund (SDMF/SDRF), *etc.*

(iii) Recoupment of Contingency Fund – Amount recouped within the year.

(iv) Transfer of cess to reserve fund/ other body, which are statutorily required.

(v) Share contribution of CSS against the Central Fund received – Amount of State share to be transferred to SNAs/ spent by the State.

(vi) Payment of interest on the balances of the interest-bearing funds as if they could have been invested and payment of interest on public debt as charged expenditure – Interest payment.

Upward trend on committed expenditure leaves the Government with lesser flexibility for development sector. Trend analysis of committed and inflexible expenditure and its components is depicted in **Table 2.20** and share of committed expenditure in revenue expenditure is shown in **Chart 2.13**.

Table 2.20: Components of Committed Expenditure

(₹ in crore)

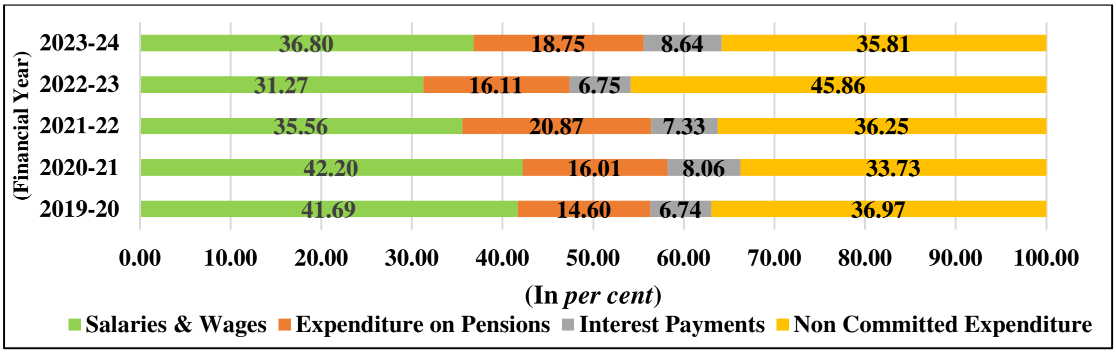
	2019-20	2020-21	2021-22	2022-23	2023-24
Components of Committed Expenditure					
Salaries & Wages[10]	27,437.89	27,227.09	29,351.09	31,841.12	34,652.65
Expenditure on Pensions	9,609.02	10,329.01	17,223.74	16,406.63	17,654.21
Interest Payments	4,438.87	5,199.18	6,051.47	6,874.97	8,139.17
Total	**41,485.78**	**42,755.28**	**52,626.30**	**55,122.72**	**60,446.03**
Component of Inflexible Expenditure					
Statutory devolution to local bodies	366.23	376.95	306.13	516.23	333.23
Contribution to Reserve Funds[11]	282.75	280.15	359.57	2,002.34	2,251.00
Recoupment of Contingency Fund	-	-	-	-	-
Transfer of cess to reserve fund/ other body	-	-	-	-	-
Share contribution of CSS against the Central Fund received	6,214.89	8,524.91	9,626.98	10,187.01	2,809.59
Total	**6,863.81**	**9,182.01**	**10,292.68**	**12,705.58**	**5,393.82**
As a percentage of Revenue Receipts (RR)					
Salaries & Wages	42.54	41.95	36.77	35.48	37.86
Expenditure on Pensions	14.90	15.91	21.58	18.28	19.29
Interest Payments	6.88	8.01	7.58	7.66	8.89
Total	**64.32**	**65.88**	**65.94**	**61.42**	**66.04**
As a percentage of Revenue Expenditure (RE)					
Salaries & Wages	41.69	42.20	35.56	31.27	36.80
Expenditure on Pensions	14.60	16.01	20.87	16.11	18.75
Interest Payments	6.74	8.06	7.33	6.75	8.64
Total	**63.03**	**66.27**	**63.75**	**54.14**	**64.19**
Non-committed RE	24,331.51	21,764.31	29,921.66	46,691.93	33,716.87
Non-committed RE as Percentage of RE	36.97	33.73	36.25	45.86	35.81
Non-committed RE as Percentage of TE	30.64	28.26	29.11	38.93	29.15
Subsidies	1,473.23	1,966.15	2,005.69	1,662.58	455.78
Subsidies as *percentage* of non-committed expenditure	6.05	9.03	6.70	3.56	1.35

Source: Finance Accounts

10 Includes Grants-in-Aid (Salary): 2019-20 (₹ 2,677.56 crore); 2020-21 (₹ 2,467.51 crore); 2021-22 (₹ 2,844.51 crore), 2022-23 (₹ 2,838.40 crore) and 2023-24 (₹ 3,693.93 crore).

11 Consolidated Sinking Fund and Guarantee Redemption Fund.

Chart 2.13: Share of Committed Expenditure in Revenue Expenditure



Source: Finance Accounts

As can be seen from the details given in **Table 2.20** and **Chart 2.13**, percentage of committed expenditure to revenue expenditure increased from 63.03 *per cent* in 2019-20 to 64.19 *per cent* in 2023-24. However, non-committed expenditure to revenue expenditure decreased from 36.97 *per cent* in 2019-20 to 35.81 *per cent* in 2023-24 of which subsidies constituted ranging from one *per cent* to nine *per cent.*

Rising interest payments reflect increasing debt servicing costs, requiring close monitoring to ensure long-term fiscal sustainability. Pension expenditure is increasing steadily, which could pose a long-term fiscal challenge given the aging workforce and rising commitments. Limited growth in statutory transfers to local bodies (₹ 333.23 crore in 2023-24) may restrict their capacity to meet local development needs.

Salaries and Wages

Expenditure on salaries and wages accounted for 36.80 *per cent* of Revenue Expenditure during 2023-24. Over the five-year period 2019-24, it increased by ₹ 7,214.76 crore (26.29 *per cent*) from ₹ 27,437.89 crore in 2019-20 to ₹ 34,652.65 crore in 2023-24. Expenditure on Salaries (₹ 33,500.48 crore) during 2023-24 was less by ₹ 7,539.45 crore compared to the projection of ₹ 41,039.93 crore made in MTFP.

Interest Payments

Interest Payments increased by ₹ 1,264.20 crore (18.39 *per cent*) from ₹ 6,874.97 crore in 2022-23 to ₹ 8,139.17 crore in 2023-24 primarily due to an increase of ₹ 1,249.20 crore in interest payment on market loans. During the current year, Interest Payments were made on internal debt (₹ 7,163.53 crore), Small Savings, Provident Fund, *etc.* (₹ 885.32 crore) and Loans and Advances from Central Government (₹ 90.32 crore).

Interest Payments with reference to assessment made by the XV FC and the projections of the State Government in its Budget and MTFP are given in **Table 2.21**.

Table 2.21: Interest Payments *vis-à-vis* assessment of the XV FC and State's Projections

(₹ in crore)

Year	Assessment made by the XV FC	Assessment made by the State Government in		Actuals
		Budget Estimates	MTFP	
2023-24	7,514	8,815.37	8,815.37	8,139.17

Source: Finance Accounts, FC Report and Budget documents

Table 2.21 indicates that the interest payments of State Government during the year increased significantly by ₹ 625.17 crore *vis-à-vis* the assessment made by XV FC for the year. However, it decreased significantly by ₹ 676.20 crore as compared to its own projections made in MTFP and Budget for 2023-24.

Pensions

The expenditure on "Pension and other Retirement Benefits" for State Government employees recruited prior to 30 January 2005 was ₹ 15,928.16 crore during the year (excluding expenditure on National Pension System).

2.4.1.3 Undischarged Liability under National Pension System

Government of Assam introduced (January 2010) the 'National Pension System' (NPS) applicable to all new entrants joining State Government service on regular basis against vacant sanctioned post(s) on or after 01 February 2005.

Under this system, employees contribute 10 *per cent* basic pay and dearness allowance, which is matched by the State Government since inception of NPS. The State Government had increased the employer's contribution to 14 *per cent* with effect from 01 April 2019. Accumulated amount *i.e.*, both employee's and employer's contribution are initially transferred to the Public Account (Major Head '8342-117-Defined Contributory Pension Scheme'). State Government has the responsibility to deposit both employee's and employer's share with the designated authority *i.e.,* National Securities Depository Limited (NSDL)/ trustee bank for further investment as per the guidelines of NPS. In terms of the guidelines of the Scheme, Government of Assam is liable to pay interest on funds not transferred to NSDL. NSDL allots a Permanent Retirement Account Number (PRAN) to each employee enrolled under the system on receipt of requisite information/ documents from Government.

As on 31 March 2024, 2,62,986 PRANs were allotted to the employees whereas 7,149 PRANs were yet to be allotted.

The State Government opened a Current Account with the State Bank of India for parking the funds before transfer to NSDL. Details of contribution received and transactions involving Current Account, since the inception of NPS in Assam, are given in **Table 2.22**.

Table 2.22: Details of transactions under National Pension System

(₹ in crore)

Year	Details of contribution					Details of funds transferred/ paid to			
	Employees	Government			Total	NSDL	Benefi-ciaries	Net Refunds (+) and re-submission (-)	Less transfer {(5+8) - (6+7)}
		Due	Actual	Shortfall					
	1	2	3	4	5 (1+3)	6	7	8	9
Up to 2017-18	1,998.44	1,998.44	1,812.10	186.34	3,810.54	3,531.54	0.55	0.46	278.91
2018-19	590.14	590.14	445.25	144.89	1,035.39	890.06	0.44	-0.14	144.75
2019-20	682.96	956.14@	749.32	206.82	1,432.28	1,498.30	0.38	-0.03	-66.43
2020-21	735.43	1029.60	1,060.34	-30.74	1,795.77	1,820.25	0.6	-0.03	-25.11
2021-22	876.49	1227.09	1,478.61	-251.52	2,355.10	2,419.02	1	0.06	-64.86

Year	Details of contribution					Details of funds transferred/ paid to			
	Employees	Government			Total	NSDL	Benefi-ciaries	Net Refunds (+) and re-submission (-)	Less transfer {(5+8) - (6+7)}
		Due	Actual	Shortfall					
	1	2	3	4	5 (1+3)	6	7	8	9
2022-23	1,055.60	1477.84	1,448.96	28.88	2,504.56	2,484.21	1.75	0	18.60
2023-24	1,282.99	1796.19	1,726.05	70.14	3,009.04	2,960.08	0.74	0	48.22
Total	**7,222.05**	**9,075.44**	**8,720.63**	**354.81**	**15,942.68**	**15,603.46**	**5.46**	**0.32#**	**334.08&**

Source: Finance Accounts
 # Includes refunds by NSDL for erroneous reporting and re-submission.
@ Figures updated as GS raised to 14 per cent w.e.f. April 2019
& Less transfer (₹ 318.65 crore under MH-8342-117 plus ₹ 15.43 crore in Current Bank Account)

Audit observations in this regard are as follows:

As of 31 March 2024, Government of Assam collected ₹ 7,222.05 crore from employees as contribution towards NPS since the introduction of the Scheme and contributed ₹ 8,720.63 crore as Government share against the due contribution of ₹ 9,075.44 crore, resulting in short contribution of ₹ 354.81 crore. Against the total collected funds of ₹ 15,942.68 crore (comprising employees share of ₹ 7,222.05 crore and Government share of ₹ 8,720.63 crore), the Government had transferred ₹ 15,603.46 crore to the designated authority (NSDL) for further investment as per the provisions of the scheme. Funds amounting to ₹ 334.08 crore as well as the interest on it remained to be transferred to NSDL from the Public Account as on 31 March 2024. Out of the balance of ₹ 334.08 crore, ₹ 318.65 crore was lying in the Public Account and the remaining ₹ 15.43 crore was lying in the Current Account.

As on 31 March 2023, an amount of ₹ 270.43 crore remained in the Public Account under the Major Head '8342-117-Defined Contributory Pension Scheme' on which, interest payable in 2023-24 has been estimated as ₹ 28.11 crore (@ 7.1 *per cent*). Uncollected, unmatched and un-transferred amounts, with accrued interest, represent outstanding liabilities under the scheme. Non-payment of interest of ₹ 28.11 crore has resulted in understatement of Revenue Deficit and Fiscal Deficit.

Firstly, the shortfall undermines the financial security of government employees, as their retirement savings are neither fully matched nor timely invested, potentially impacting the returns they receive. Secondly, retention of ₹318.65 crore in the Public Account and ₹15.43 crore in the Current Account reflects departure from NPS operational norms. Thirdly, the non-payment of ₹28.11 crore in interest on the uninvested NPS funds not only constitutes an outstanding liability, but has also led to understatement of both Revenue and Fiscal Deficits.

During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department, noted the issue and assured Audit of taking steps to resolve short contribution and transfer of funds to NSDL to prevent future liability.

Inflexible expenditure

The components on Inflexible expenditure which include among others statutory devolution to local bodies and contribution to Reserve Funds showed an increasing trend during the period from 2019-20 to 2022-23 and decreased during the current year 2023-24. As a percentage of revenue expenditure, the inflexible expenditure ranged between 5.73 *per cent* and 14.43 *per cent* during 2019-24.

2.4.1.4 Subsidies

Table 2.23 indicates that there has been significant decrease in expenditure on subsidies during the last two years out of a five-year period. Subsidies as a percentage of Revenue Receipts and Revenue Expenditure stood at 0.50 *per cent* and 0.48 *per cent* respectively during the current year.

Table 2.23: Expenditure on subsidies during 2019-24

Particulars	2019-20	2020-21	2021-22	2022-23	2023-24
Subsidies (₹ in crore)	1,473.23	1,966.15	2,005.69	1,662.58	455.78
Power subsidy (₹ in crore)	715.95	903.34	943.00	625.00	--
Subsidies as a percentage of Revenue Receipts	2.28	3.03	2.51	1.85	0.50
Subsidies as a percentage of Revenue Expenditure	2.24	3.05	2.43	1.63	0.48
Subsidies as a percentage of Total Expenditure	1.86	2.55	1.95	1.39	0.39
Subsidies as a percentage of Revenue Surplus/ Deficit	111.42	513.89	73.39	13.77	17.34
Power subsidy as percentage to total subsidy	48.60	45.94	47.02	37.59	--

Source: *VLC data of respective years and Finance Accounts*

During 2023-24, subsidies were given under targeted subsidy under National Food Security Scheme (₹ 455.78 crore). State Government had not made any projection for subsidy in its MTFP during 2023-24.

The decline in subsidy expenditure in Assam — from ₹ 2,005.69 crore in 2021-22 to just ₹ 455.78 crore in 2023-24 — signals a significant shift in fiscal policy and spending priorities. While reduced subsidy outlay may contribute to fiscal consolidation and reduce revenue pressure, it also raises concerns regarding adequate support for vulnerable sections of the population, especially in areas such as power, food security, and rural welfare.

2.4.1.5 Financial assistance by the State Government to Local Bodies and Other Institutions

Financial assistance is provided by the State Government to Local bodies and other institutions by way of grants and loans. Further, many of the Centrally Sponsored Scheme funds are transferred to implementing agencies as Grants-in-Aid. **Table 2.24** details the quantum of grants given by the State to local bodies and other institutions during the last five years.

Table 2.24: Grants-in-Aid to Local Bodies and other Institutions

(₹ in crore)

Institutions	2019-20	2020-21	2021-22	2022-23	2023-24
PRIs	3,642.78	682.48	1,339.39	252.96	326.94
ULBs	578.33	354.96	826.37	1,310.92	1,005.64
PSUs	37.41	57.58	141.70	129.72	376.25
Autonomous Bodies	1,252.07	193.58	1,084.56	2,782.17	2,057.86

Institutions	2019-20	2020-21	2021-22	2022-23	2023-24
Others*	19,259.65	22,447.14	28,388.07	42,205.04	35,094.29
Total[12]	**24,770.24**	**23,735.74**	**31,780.09**	**46,680.81**	**38,860.98**
GIA on Salary	2,677.56	2,467.51	2,844.51	2,838.36	3,693.93
GIA for creation of Capital assets	3,127.27	3,002.98	3,650.94	15,479.46	6,453.39
GIA for non-salary	15,417.51	15,092.29	20,562.04	24,546.47	22,697.37
GIA given in kind	Information not provided by the State Government				
Revenue Expenditure (RE)	**65,817.28**	**64,519.59**	**82,547.96**	**1,01,814.65**	**94,162.90**
Assistance as *per cent* of RE	**37.63**	**36.79**	**38.50**	**45.84**	**41.27**

Source: *Finance Accounts (Statement 10 and Appendix III)*

** Largely to Implementing agencies of Centrally Sponsored Schemes like NRHM, PMAY, SSA, etc.*

It can be seen from **Table 2.24** that Grants-in-Aid to local bodies and other institutions as percentage of Revenue Expenditure ranged between 36.79 *per cent* and 45.84 *per cent* during 2019-24. During the current year, out of the total Grants-in-Aid given by the State, 90.30 *per cent* went to various agencies implementing Centrally Sponsored Schemes, educational, health institutions, *etc.* followed by 5.30 *per cent* to Autonomous Bodies and 4.40 *per cent* to ULBs, PRIs & PSUs.

Although the financial assistance given for creation of Capital assets and for non-salary purpose during 2023-24 decreased over the previous year, the financial assistance on Salary had shown an increase during the year as compared to the previous year. It was further noted that assistance on salary component showed a significant increase of 38 *per cent* over a period of five years *i.e.*, 2019-24. Details of financial assistance given in respect of 10 major Schemes/ recipients are given in **Table 2.25**.

Table 2.25: Major recipients of financial assistance during the year 2023-24

(₹ in crore)

Sl. No.	Recipient/Scheme	Amount
1	Pradhan Mantri Awas Yojana (Gramin) PMAY-G	4,937.74
2	Director Institutional Finance Cell	3,601.54
3	National Health Mission (NHM)	2,751.84
4	Finance Department	1,378.51
5	Integrated Child Development Services (ICDS) Scheme	1,472.90
6	Assam Infrastructure Financing Authority	880.00
7	National Rural Drinking Water Programme	814.82
8	Special Nutrition Programme (PMGY)	750.38
9	Sarva Siksha Abhiyan	2,109.00
10	Housing for All (Pradhan Mantri Awas Yojana)	640.90

Source: *Finance Accounts*

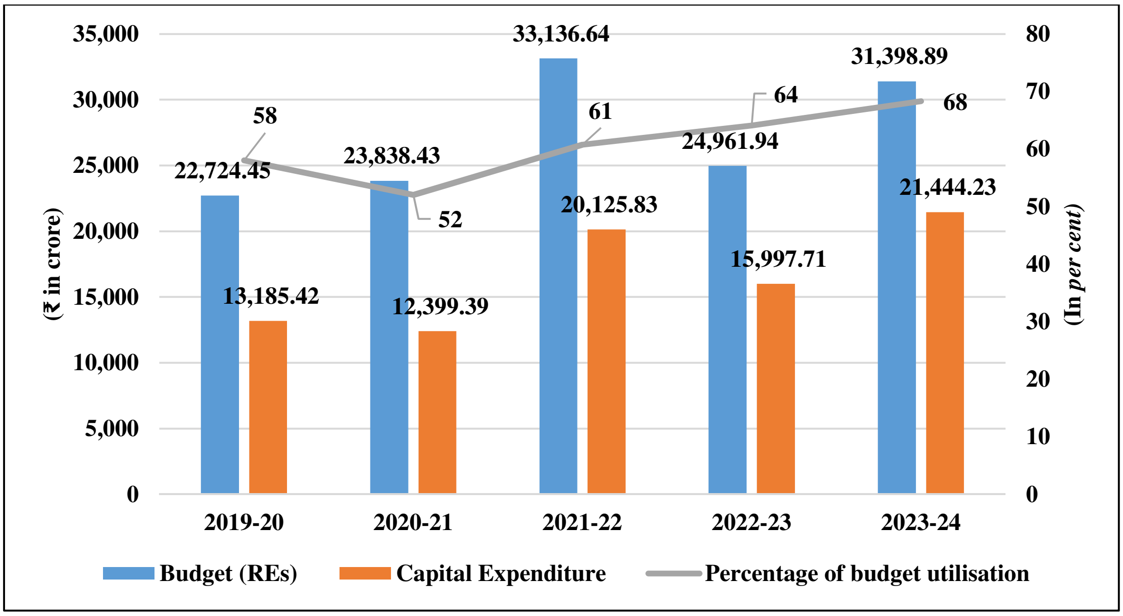
2.4.2 Capital Expenditure

Capital expenditure is primarily expenditure on creation of fixed infrastructure assets such as road, building, *etc.* Capital expenditure, in both the Centre and the State, is being met from budgetary support and extra budgetary resources/ off-budget. It also includes investments made by the State Government in Companies/Corporations.

Details of Capital Expenditure *vis-à-vis* budget (Revised Estimates) during the period 2019-24 are given in **Chart 2.14**.

12 Includes GIA booked under Capital Major Heads

Chart 2.14: Trend of Capital Expenditure over the five-year period from 2019-20 to 2023-24



Capital Expenditure of the State increased by ₹ 8,258.81 crore (62.64 *per cent*) from ₹ 13,185.42 crore in 2019-20 to ₹ 21,444.23 crore in 2023-24. However, during the year it increased by ₹ 5,446.52 crore (34.05 *per cent*) from ₹ 15,997.71 crore in 2022-23 to ₹ 21,444.23 crore in 2023-24.

Further, the State could not fully utilise the budgetary allocation on creation of assets in any year during the five-year period 2019-24. While the extent of utilisation of budget for Capital Expenditure has declined to 52 *per cent* in 2020-21 from 58 *per cent* in 2019-20 and then increased consistently and reached the level of 68 *per cent* during 2023-24.

2.4.2.1 Major changes in Capital Expenditure

Significant variations under various Heads of Accounts with regard to Capital Expenditure of the State during the current year and previous year is shown in **Table 2.26**.

Table 2.26: Capital Expenditure during 2023-24 compared to 2022-23

(₹ in crore)

Major Heads of Accounts	2022-23	2023-24	Increase/ Decrease (-) (*per cent*)
4885- Other Capital Outlay on Industries and Minerals	139.29	2,694.61	2,555.32 (1,834.53)
4801- Capital Outlay on Power Projects	782.92	2,329.97	1,547.05 (197.60)
4202- Capital Outlay on Education, Sports, Art and Culture	520.26	1,506.67	986.41 (189.60)
4059- Capital Outlay on Public Works	1,302.21	2,163.99	861.78 (66.18)
4217-Capital Outlay on Urban Development	206.15	657.79	451.64 (219.08)
4215- Capital Outlay on Water Supply and Sanitation	863.29	1312.45	449.16 (52.03)
4552 Capital Outlay on North Eastern Areas	290.80	7.91	-282.89 (-97.28)
4250 Capital Outlay on Other Social Services	253.95	76.61	-177.34 (-69.83)

Source*: Finance Accounts*

Table 2.26 shows that Capital Outlay on Industries and Minerals recorded maximum increase of ₹ 2,555.32 crore during the year due to fresh expenditure under

(i) Investment in Public Sector and other undertakings for equity participation of Government of Assam in NRL, (ii) Investment in Public Sector and other undertakings for equity infusion of Government of Assam into PSUs, (iii) preparation of land Bank and Creation of new industrial Area/ upgradation of industrial Area, *etc*. Further, Capital Outlay on Power Projects also recorded a higher increase of ₹ 1,547.05 crore due to fresh expenditure under (i) Barpani Hydro Electric Power Project, (ii) Share Capital Investment in Assam Power Generation Corporation Limited (APGCL), (iii) Share Capital Investment in Assam Electricity Grid Corporation Limited (AEGCL) and Share Capital Investment in Assam Power Distribution Company Limited (APDCL), *etc*.

However, Capital Outlay on North Eastern Areas recorded maximum decrease of ₹ 282.89 crore during the year due to decrease in expenditure under NEC Project (Capital) and Scheme under NLCPR, *etc*.

The shifting pattern of capital expenditure in Assam implies a strategic emphasis on accelerating industrialisation, infrastructure development, and power sector enhancement, likely aimed at stimulating economic growth and attracting investment. The marked increase in allocations to education, urban development, and public works suggests a push toward improving human capital and urban infrastructure. However, the steep decline in funding for the North Eastern Areas and Other Social Services may lead to regional imbalances.

2.4.2.2 Quality of Capital expenditure

This section presents an analysis of investments and other capital expenditure undertaken by the Government during the current year.

(i) Quality of investments in the companies, corporations and other bodies

Capital expenditure in the companies, corporations and other bodies, which are loss making or where net worth is completely eroded, is not sustainable. Investments made and loan given to such companies, corporations, *etc*., affect the quality of capital expenditure. Return on investment in share capital invested in PSUs and history of repayment of loans given to various bodies are important determinants of quality of capital expenditure.

As per the Finance Accounts 2023-24, Government of Assam had invested ₹ 11,474.30 crore in four Statutory Corporations, 27 Government Companies, 17 Joint Stock Companies, three Rural Banks and 20 Co-operatives in the State as on 31 March 2024. The State Government earned a return of ₹ 185.10 crore on these investments during 2023-24. The average rate of return on investment was 5.78 *per cent* during the five-year period from 2019-20 to 2023-24, while the average rate of interest paid by the State Government during the period was 6.73 *per cent*.

Details of investment by Government of Assam and returns on investment during the five-year period 2019-20 to 2023-24 is given in **Table 2.27**.

Table 2.27: Details of Investment and returns on Investment during last five years

(₹ in crore)

Entities	**2019-20**	**2020-21**	**2021-22**	**2022-23**	**2023-24**
Statutory Corporations[13] (No. of entities)	2,159.58# (4)	2,159.58# (4)	5,255.41 (4)	5,256.36 (4)	6,668.01 (4)
Government Companies (No. of entities)	176.92 (24)	176.91 (24)	216.91 (25)	216.91 (25)	2,690.45 (27)
Joint Stock Companies (No. of entities)	169.03 (17)	169.03 (17)	1,385.91 (17)	1,441.16 (17)	1,852.62 (17)
Banks[14] (No. of entities)	21.76 (2)	21.76 (2)	38.60 (3)	76.66 (3)	98.19 (3)
Co-operatives (No. of entities)	109.83 (18)	113.16 (19)	113.96 (19)	131.67 (20)	165.03 (20)
Total Investment	**2,637.12**	**2,640.44**	**7,010.79**	**7,122.76**	**11,474.30**
Return on investment (₹ in crore)	30.64	481.89	113.64	447.62	185.10
Return on investment (*per cent*)	1.16	18.25	1.62	6.28	1.61
Average rate of interest on Government borrowings (*per cent*)	7.12	6.81	6.74	6.53	6.46
Difference between return and interest rate (*per cent*)	-5.96	11.44	-5.12	-0.25	-4.85
Difference between interest on Government borrowings and return on investment (₹ in crore)	4,408.23	4,717.29	5,937.83	6,427.35	7,954.07

***Source**: Finance Accounts*

#The figure was modified due to accounting of UDAY transactions of ₹ 1,132.53 crore (Grant: ₹ 849.40 crore plus Equity: ₹ 283.13 crore) in FY 2021-22 instead of FY 2019-20 as conveyed by the State Government vide order dated 30 March 2022.

During the last five years, *i.e.,* 2019-24, the State Government's investments had increased significantly by ₹ 8,837.18 crore from ₹ 2,637.12 crore in 2019-20 to ₹ 11,474.30 crore in 2023-24. During the current year, Government invested ₹ 1,411.65 crore in Statutory Corporations, ₹ 2,473.54 crore in Government Companies, ₹ 411.46 crore in Joint Stock Companies, ₹ 21.53 crore in Bank and ₹ 33.36 crore in Co-operatives.

Out of four Statutory Corporations, three were incurring losses and their accumulated losses amounted to ₹ 112.90 crore[15]. Similarly, out of 27 Government Companies in the State, 17 companies were incurring losses and their accumulated losses amounted to ₹ 592.30 crore.

The major loss incurring five Government Companies were Assam Tea Corporation Limited, Guwahati (Investment: ₹ 1,233.29 crore; accumulated loss: ₹ 284.03 crore), Assam Industrial Development Corporation Limited (Investment: ₹ 893.39 crore;

[13] Out of four, one Statutory Corporation *i.e.,* Assam State Electricity Board (ASEB) was re-organised into three entities namely (i) Assam Power Distribution Company Limited (APDCL) (ii) Assam Electricity Grid Corporation Limited (AEGCL) and (iii) Assam Power Generation Corporation Limited (APGCL) in March 2013. Present status of investment already made in erstwhile ASEB and up to date status of investments made in three Companies are awaited from Government.

[14] Includes the Rural Bank, Urban and Industrial Co-operative Bank and Assam Gramin Vikash Bank.

[15] Assam State Warehousing Corporation: ₹ 8.37 crore (as on 31-03-2018); Assam State Transport Corporation: ₹ 94.80 crore (as on 31-03-2017); Assam Financial Corporation, Guwahati: ₹ 9.73 crore (as on 31-03-2019).

accumulated loss: ₹ 85.32 crore), Assam Plain Tribes Development Corporation, (Investment: ₹ 0.46 crore; accumulated loss: ₹ 42.03 crore), Assam State Textile Corporation Limited (Investment: ₹ 4.78 crore; accumulated loss: ₹ 36.88 crore) and Assam State Development Corporation for Scheduled Castes Limited (Investment: ₹ 4.88 crore; accumulated loss: ₹ 32.40 crore).

As shown in the table, the return on investments was only between 1.16 *per cent* and 18.25 *per cent* during 2019-24 while the average rate of interest paid by the State Government on its borrowings was between 6.46 *per cent* and 7.12 *per cent* during the period.

The return on investment remains below the borrowing cost except for 2020-21, leading to a net fiscal burden. Investments are not generating sufficient returns to justify the associated debt servicing. Returns have fluctuated significantly, reflecting volatility in investment performance and possible inefficiencies in managing State investments.

(ii) Reconciliation of Government Investments with Accounts of Companies

The figures of Government investments as equity in State Public Sector Enterprises (SPSEs) should agree with those appearing in the accounts of the PSEs. Reconciliation of figures is necessary to figure out the difference in accounts of PSEs and Finance Accounts of the State Government. There is a difference between the number of SPSEs[16] (16 SPSEs) and investment made by the State Government (₹ 4,729.22 crore) as recorded in the Finance Accounts (31 SPSEs having an investment of ₹ 9,358.46 crore) and that of the Audit Report on SPSEs (47 SPSEs having an investment of ₹ 14,087.68 crore). In addition, three Government Companies have been mentioned as Joint Stock Companies in the Finance Accounts. The differences have arisen primarily due to information about investments reported by the State Government to Accountant General (A&E), Assam and the details given in the Audit Reports obtained from the SPSEs concerned.

The State Government has been requested several times to reconcile the differences and confirm the correct figures to the Office of the Accountant General (A&E) to enable depiction of the correct status in this regard.

During the Exit Conference (February 2025), the Commissioner and Secretary to the Government of Assam, Finance Department, agreed that the issue of discrepancy in investment in SPSEs is important particularly considering the conversion of Loans/ Grants to Equity, and assured to issue appropriate instructions to resolve the issue.

(iii) Loans and advances by State Government

In addition to investments in Co-operative societies, Corporations and Companies, State Government has also provided loans and advances to many institutions/ organisations. **Table 2.28** presents the outstanding loans and advances as on

[16] Statutory Corporations and Government Companies

31 March 2024 along with interest receipts *vis-à-vis* interest payments during the five-year period from 2019-20 to 2023-24.

Table 2.28: Quantum of loans disbursed and recovered during 2019-24

(₹ in crore)

Particulars	2019-20	2020-21	2021-22	2022-23	2023-24
Opening Balance of loans outstanding	**5,748.80**	**6,056.98**	**6,142.22**	**3,146.74**	**5,720.65***
Amount advanced during the year	316.16	87.80	104.01	339.84	64.50
Amount recovered during the year	7.98	2.56	3,099.49	5.07	3,282.45
Closing Balance of the loans outstanding	**6,056.98**	**6,142.22**	**3,146.74**	**3,481.51**	**2,502.70**
Net addition	308.18	85.24	-2,995.48	334.77	-3,217.95
Interest received	**284.00**	**167.20**	**49.67**	**296.98**	**815.23**
Interest rate on Loans and Advances received by the Government (*per cent*)	4.69	2.72	1.58	8.53	32.57
Rate of Interest paid on the outstanding borrowings of the Government	7.12	6.81	6.74	6.53	6.46
Difference between the rate of interest paid and interest received (*per cent*)	2.43	4.09	5.16	-2.00	-26.11

Source: Finance Accounts

**Opening balance differs from previous year's closing balance due to prior period adjustment of ₹ 2,239.13 crore carried out on request of the State Government.*

The total amount of outstanding loans and advances as on 31 March 2024 was ₹ 2,502.70 crore. During 2023-24, the State Government recovered a loan of ₹ 3,282.45 crore from the loanee entities. Significant increase in recoveries of loan was mainly due to conversion of outstanding loans to equity investment. Further, the State Government also disbursed a loan of ₹ 64.50 crore to different entities during the year and received ₹ 815.23 crore[17] as interest on loans disbursed in earlier years. Economic Services Sector received the maximum amount of loans advanced (₹ 61.84 crore) during the year.

IGAS 3 relates to recognition, measurement, valuation and reporting in respect of Loans and Advances made by the Government in its Financial Statements to ensure complete, accurate and uniform accounting practices. While the State Government complied with the format prescribed by the Standard, the information disclosed in this regard is incomplete, since the details of overdue principal and interest in respect of Loans and Advances have not been provided to the Accountant General (A&E).

(iv) Capital locked in Incomplete Projects

Audit called for the information relating to number of incomplete projects from 10 Departments of GoA. As per data provided by four departments *viz*., Irrigation, Public Health Engineering (PHE), Public Works and Water Resources Departments, there were 276 incomplete/ ongoing projects with progressive expenditure of ₹ 1,006.60 crore, as of 31 March 2024. Details of age-wise and department-wise incomplete projects, which were targeted to be completed up to 2023-24 are shown in **Table 2.29** and **Table 2.30** respectively.

[17] Interest from Public sector and other Undertakings: ₹ 435.02 crore; Interest realised on investment of Cash balance: ₹ 12.88 crore; Other Receipts: ₹ 380.21 crore.

Table 2.29: Age profile of incomplete projects as on 31 March 2024 (₹ in crore)

Year of sanction of the project	No of incomplete projects	Estimated cost	Progressive Expenditure (as on 31 March 2024)
Up to 2016-17	9	53.95	35.39
2017-18	4	48.07	29.75
2018-19	7	684.80	450.32
2019-20	4	22.66	11.35
2020-21	52	195.59	58.56
2021-22	128	673.66	340.31
2022-23	72	266.83	80.92
Total	**276**	**1,945.56**	**1,006.60**

Table 2.30: Department-wise profile of incomplete projects as on 31 March 2024 (₹ in crore)

Department	No. of incomplete projects	Estimated cost	Progressive Expenditure (as on 31 March 2024)
Irrigation	3	8.48	2.36
PHE	173	284.03	140.25
Public Works	90	1,448.77	798.81
Water Resources	10	204.28	65.18
Total	**276**	**1,945.56**	**1,006.60**

Source: Finance Accounts

Delay in completion of projects not only adversely affected the quality of expenditure but also deprived the State of intended benefits and economic growth.

Effective steps need to be taken to complete all these above projects without further delay to avoid cost overrun due to time overrun.

2.4.3 Expenditure priorities

Enhancing human development levels requires the States to step up their expenditure on key social services like education, health, *etc*. Low fiscal priority (ratio of expenditure under a category to aggregate expenditure) is attached to a particular sector, if the allocation is below the respective State's or national average. The higher the ratio of these components to total expenditure, the quality of expenditure is considered to be better.

Table 2.31 compares the fiscal priority of the State Government with that of North Eastern and Himalayan States (NE & H States) with regard to development expenditure, expenditure on Social and Economic Sectors and Capital Expenditure during 2023-24, taking 2019-20 as the base year.

Table 2.31: Fiscal Priority of the State in 2019-20 and 2023-24

(In *per cent*)

Fiscal Priority of the State	TE/ GSDP	CE/ TE	Education*/TE	Health**/TE
North Eastern and Himalayan States Average (2019-20)	26.21	14.56	17.09	5.82
Assam (2019-20)	22.90	16.60	19.91	6.10
North Eastern and Himalayan States Average (2023-24)	25.19	17.50	15.32	5.76
Assam (2023-24)	20.28	18.54	17.70	5.21

TE-Total Expenditure, CE-Capital Expenditure

**Revenue Expenditure on education includes expenditure on sports, art and culture.*

***Revenue Expenditure on Health includes expenditure on family welfare.*

Table 2.31 shows that:

- The State Government's Total Expenditure as proportion of GSDP, decreased from 22.90 *per cent* in 2019-20 to 20.28 *per cent* in 2023-24 whereas for North Eastern and Himalayan States (NE&HS) it decreased marginally from 26.21 *per cent* to 25.19 *per cent* during the same period.

- Capital Expenditure facilitates asset creation which generates opportunities for higher growth. The ratio of Capital Expenditure to Total Expenditure of the State increased from 16.60 *per cent* in 2019-20 to 18.54 *per cent* in 2023-24. This ratio for NE&H States increased from 14.56 *per cent* in 2019-20 *to* 17.50 *per cent* in 2023-24.
- The ratio of expenditure on education to the Total Expenditure in Assam decreased from 19.91 *per cent* in 2019-20 to 17.70 *per cent* in 2023-24. This ratio for NE&H States decreased from 17.09 *per cent* in 2019-20 to 15.32 *per cent* in 2023-24.
- The ratio of expenditure on Health to Total Expenditure in Assam decreased from 6.10 *per cent* in 2019-20 to 5.21 *per cent* in 2023-24 whereas for NE&H States decreased marginally from 5.82 *per cent* in 2019-20 to 5.76 *per cent* in 2023-24.

2.4.4 Object Head-wise Expenditure

Table 2.32 compares the object head-wise expenditure (above ₹ 100 crore) of the State during current year with respect to the previous year.

Table 2.32: Object Head-wise expenditure

(₹ in crore)

Sl. No.	Head	Expenditure		Increase (+)/ Decrease (-)	
		2022-23	2023-24	Amount	*Per cent*
1	Salaries	28,029.61	29,806.54	1,776.93	6.34
2	Grants-in-Aid-General (Salary)	2,838.40	3,693.93	855.53	30.14
3	Grants-in-Aid-General (Non-Salary)	25,593.42	23,782.78	-1,810.64	-7.07
4	Grants for Creation of Capital Assets	21,101.51	11,026.62	-10,074.89	-47.74
5	Pension/ Gratuity*	16,518.11	17,732.30	1,214.19	7.35
6	Major Works	9,112.06	11,075.50	1,963.44	21.55
7	Interest	6,874.97	8,139.17	1,264.20	18.39
8	Other Charges	1,434.61	832.25	-602.36	-41.99
9	Office Expenses	659.48	971.17	311.69	47.26
10	Maintenance	632.34	1,071.92	439.58	69.52
11	Inter-Accounts Transfer	3,288.96	2,628.40	-660.56	-20.08
12	Materials and Supplies	177.79	267.59	89.80	50.51
13	Wages	973.11	1,152.18	179.07	18.40
14	Professionals & Special Services	357.29	459.67	102.38	28.65
15	Scholarships and Stipend	373.13	264.96	-108.17	-28.99
16	Machinery and Equipment/ Tools and Plants	393.44	319.64	-73.80	-18.76
17	Investment	2,101.61	4,351.53	2,249.92	107.06
18	Principal Repayment	7,330.86	20,655.86	13,325.00	181.77

Source: Finance Accounts

Differs from **Table 2.20 by ₹ 78.09 crore due to operation of object head 21-Pension/Gratuity under the Major Heads other than Major Head 2071 (such as 2235, 2075 etc.)*

It can be seen from **Table 2.32** that expenditure under two object heads recorded more than 100 *per cent* increase during the period.

2.5 Contingency Fund

This Fund is in the nature of an imprest, which is established by the State Legislature by law, and is placed at the disposal of the Governor to enable advances to be made for meeting unforeseen expenditure pending authorisation of such expenditure by the State Legislature. The fund is recouped by debiting the expenditure to the concerned functional major head relating to the Consolidated Fund of the State.

As on 31 March 2024, the balance under Contingency Fund was ₹ 2,000 crore and no amount was lying un-recouped at the end of the financial year.

2.6 Public Account

Receipts and Disbursements in respect of certain transactions such as Small Savings, Provident Funds, Reserve Funds, Deposits, Suspense, Remittances, *etc.*, which do not form part of the Consolidated Fund, are kept in the Public Account set up under Article 266 (2) of the Constitution and are not subject to vote by the State Legislature. The Government acts as a banker in respect of these. The balance after disbursements during the year is the fund available with the Government for use for various purposes.

2.6.1 Net Public Account balances

The component wise net balance of transactions in Public Account of the State as of end of March 2024 are given in **Table 2.33** and also in **Chart 2.15**.

Table 2.33: Component-wise yearly changes in net balance of transactions in Public Account

(₹ in crore)

Sector	Sub Sector	2019-20	2020-21	2021-22	2022-23	2023-24
I. Small Savings, Provident Funds, *etc.*	Small Savings, Provident Funds, *etc.*	968.47	888.85	601.53	100.17	-370.73
J. Reserve Funds	(a) Reserve Funds bearing Interest	682.43	43.20	-49.37	703.89	-533.30
	(b) Reserve Funds not bearing Interest	0.00	0.00	0.00	0.00	0.00
K. Deposits and Advances	(a) Deposits bearing Interest	-62.19	-19.83	-59.63	23.76	48.04
	(b) Deposits not bearing Interest	161.84	-559.15	648.83	438.00	98.38
	(c) Advances	755.06	349.26	-542.68	560.66	-919.39
L. Suspense and Miscellaneous	(a) Suspense	-415.06	-459.46	-38.11	226.57	191.87
	(b) Other Accounts*	5,330.12	-3,970.09	-1,387.80	6,627.09	-2,441.71
	(c) Accounts with Governments of Foreign Countries	---	---	---	---	---
	(d) Miscellaneous	---	800.00	2000.00	---	1,917.00
M. Remittances	(a) Money Orders and other Remittances	-123.90	-54.60	0.57	-71.52	-56.52
	(b) Inter-Governmental Adjustment Account	-18.06	8.21	23.19	9.39	3.50
Total		**7,278.71**	**-2,973.61**	**1,196.53**	**8,618.01**	**-2,062.86**

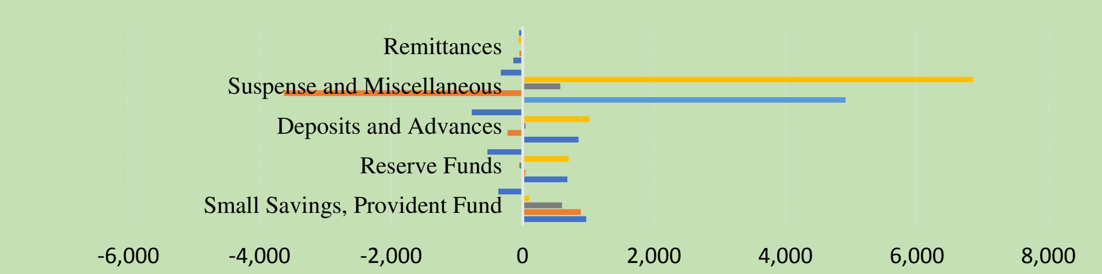
Source: Finance Accounts

Note: Net balances denote excess of receipts over expenditure

**Other Accounts under L. Suspense and Miscellaneous include Cash Balance Investment Account*

Chart 2.15: Yearly changes in net balances of transactions in Public Account

(₹ in crore)

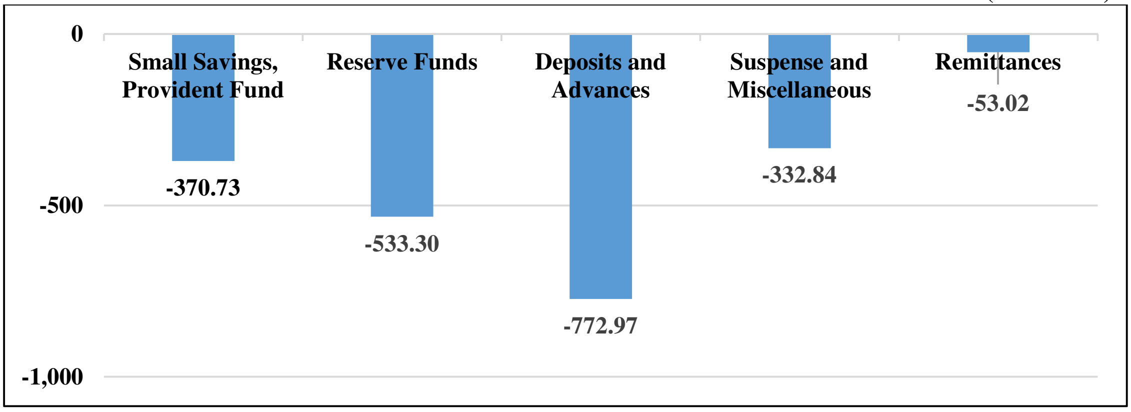


	Small Savings, Provident Fund	Reserve Funds	Deposits and Advances	Suspense and Miscellaneous	Remittances
2023-24	-370.73	-533.30	-772.97	-332.84	-53.02
2022-23	100.17	703.89	1022.42	6853.66	-62.13
2021-22	601.53	-49.37	46.52	574.09	23.76
2020-21	888.85	43.20	-229.72	-3629.55	-46.39
2019-20	968.47	682.43	854.71	4915.06	-141.96

Chart 2.16 gives the details of changes in the balances in Public Account during the year 2023-24.

Chart 2.16: Change in net balances in transactions of Public Account during 2023-24

(₹ in crore)



The component-wise net balance of transactions in the Public Account of the State as of the end of March 2024 revealed significant year-on-year fluctuations, indicating volatility in fund movements across various sectors.

The overall net balance under the Public Account exhibited alternating trends of surplus and deficit during the five-year period 2019-20 to 2023-24. While substantial surpluses were observed in 2019-20 (₹7,278.71 crore) and 2022-23 (₹8,618.01 crore), deficit balances were recorded in 2020-21 (-₹2,973.61 crore) and 2023-24 (-₹2,062.86 crore). These fluctuations suggest inconsistencies in fund flow and possible gaps in planning or forecasting of liabilities and recoveries.

Component-wise analysis revealed the following:

- Small Savings, Provident Funds, *etc*. reflected a declining trend, with the net balance turning negative in 2023-24 {(-)₹370.73 crore}, indicating reduced accruals or increased withdrawals.

- Reserve Funds bearing Interest showed erratic movements, with a high of ₹ 703.89 crore in 2022-23 followed by a significant negative balance of ₹ 533.30 crore in 2023-24, suggesting inadequate replenishments or withdrawals without matching credits.
- Deposits and Advances remained volatile, particularly under Advances, which recorded a large negative balance of ₹ 919.39 crore in 2023-24, meriting a detailed review of outstanding recoveries and adjustments.
- Suspense and Miscellaneous heads, particularly Other Accounts, exhibited sharp and unpredictable changes over the years, contributing substantially to overall volatility. The large negative balance under this head in 2023-24 {(-)₹ 2,441.71 crore} reinforces the need for timely reconciliation.
- Miscellaneous transactions, recorded intermittently, included substantial credits in select years such as ₹ 1,917 crore in 2023-24, pointing to possible *ad hoc* adjustments.

The persistent fluctuations and significant negative balances in key components such as Reserve Funds, Advances, and Suspense Accounts highlight the need for improved financial management, periodic reconciliation, and adherence to prescribed accounting norms to ensure transparency and fiscal discipline in the handling of Public Account transactions.

2.6.2 Reserve Funds

Reserve Funds are created for specific and defined purposes under the Public Account of the State Government. These funds are met from contributions or grants from the Consolidated Fund of the State. It comprises interest bearing reserve funds and reserve funds not bearing interest.

Details of Reserve Funds are available in Statements 22 of the Finance Accounts. There were one interest bearing reserve fund and five reserve funds not bearing interest as on 31 March 2024. The fund balances lying in these Reserve Funds as on 31 March 2024 are given in **Table 2.34.**

Table 2.34: Detail of Reserve funds

(₹ in crore)

Sl. No.	Name of Reserve Fund	Balance as on 31 March 2024
A	**Reserve Funds bearing Interest**	**1,450.46**
1.	General and Other Reserve Funds	1,450.46
B	**Reserve Funds not bearing Interest**	**6,003.14**
1.	Sinking Funds	5,910.06
2.	Roads and Bridges Fund	1.23
3.	Depreciation/Renewal Reserve Fund	0.12
4.	Development and Welfare Funds	3.44
5.	General and Other Reserve Funds	88.29
	Grand Total	**7,453.60**

Source: Finance Accounts

2.6.2.1 Consolidated Sinking Fund

The State Government had set up the Sinking Fund in line with the recommendations of the Twelfth Finance Commission (12th FC) for amortisation of market borrowings as well as other loans and debt obligations. Under the scheme guidelines, State Government may contribute to the Fund at least 0.5 *per cent* of the outstanding liabilities (Internal debt *plus* Public Account) at the end of the previous financial year. Accordingly, the desired contribution of the State Government was ₹ 577.80 crore, which was 0.5 *per cent* of the outstanding liabilities as of 31 March 2023 (₹ 1,15,559.75 crore).

The State Government contributed ₹ 2,250.00 crore to the Fund during the year. The State Government dis-invested ₹ 1,917.00 crore from the fund account during the year 2023-24 for redemption of Open Market Loans. The total accumulation of the Fund was ₹ 5,910.06 crore as on 31 March 2024 including accrued interest of ₹ 398.15 crore of which ₹ 5,902.83 crore had been invested by RBI.

The contribution exceeding the minimum requirement reflects positively on the State's commitment to long-term debt sustainability. The timely use of the Fund for loan redemption reduces the pressure on fiscal resources and helps in smoothing out the debt repayment profile. However, the practice of disinvestment for immediate debt servicing needs to be closely monitored to ensure that it does not dilute the long-term objective of creating a robust corpus for future debt amortisation.

2.6.2.2 State Disaster Response Fund

Government of India (GoI) replaced the erstwhile Calamity Relief Fund with the State Disaster Response Fund (SDRF) with effect from 01 April 2010. In terms of the guidelines of the Fund, the Centre and North Eastern & Himalayan States are required to contribute to the Fund in the proportion of 90:10 and the contributions are to be transferred to the Public Account under Major Head-8121. Expenditure during the year is incurred by operating Major Head-2245.

As per paragraph 7.1 of the Guidelines, the state Government would transfer Government of India's share along with their matching share, if not already transferred, to the Public Account Head within 15 days of its receipt. Any delay will require the State Government to release the amount, with interest, at Bank rate of RBI, for the number of days of delay.

Further, as per Paragraph 4 of the Guidelines, the State Government has to pay interest to the SDRF at the rate applicable to overdrafts under overdraft Regulation Guidelines of the RBI. The interest is to be credited on a half yearly basis. Further, as per Paragraph 19 of the Guidelines, the SDRF balances are to be invested in one or more of the following instruments *viz*., Central Government dated Securities, Auctioned Treasury Bills and Interest earning deposits and certificate of deposits with Scheduled Commercial Banks.

In this regard, Audit observed the following:

- As on 01 April 2023, the Fund had a balance of ₹ 1,103.01 crore. During 2023-24, the State Government received ₹ 680.80 crore as Central Government's share. The State Government's share due during the year was ₹ 76.00 crore. Against this, the State Government transferred ₹ 378.40 crore (GoI share: ₹ 340.40 crore *plus* State's share: ₹ 38.00 crore) to the Fund account under the Major Head 8121-122 SDRF with a delay of 250 days and remaining ₹ 378.40 crore (Central share ₹ 340.40 crore, State share ₹ 38.00 crore) was not transferred to the Fund Account. During the year, the State Government did not receive any fund from NDRF.
- The short transfer/non-transfer of ₹ 378.40 crore (Central share ₹ 340.40 crore, State share ₹ 38.00 crore) and interest of ₹ 17.49 crore payable to the Fund Account on account of delayed transfer of SDRF receipt of 378.40 crore to the Fund Account resulted in understatement of Revenue Expenditure as well as Revenue Deficit during the year.
- During 2023-24, the calamity related expenditure of ₹ 953.72 crore incurred by the State Government was set off (MH: 2245-901) against the fund balance. At the end of 31 March 2024, a balance of ₹ 527.69 crore remained un-invested in the fund.
- Government of Assam had neither invested the balances in SDRF in any of the instruments specified in the Guidelines, nor had it paid the half-yearly interest on the balance lying in the Fund and also interest on delayed transfer of SDRF receipts to the Fund Account in violation of SDRF guidelines.
- The unpaid interest of ₹ 111.25 crore (₹ 93.76 crore + ₹ 17.49 crore) by GoA led to understatement of Revenue Expenditure to that extent during 2023-24 and accumulated liabilities for future.
- During the Public Accounts Committee (PAC) meeting (November 2019) on SFAR for the year ended 31 March 2018, the Principal Secretary, Finance Department acknowledged that SDRF funds were not being invested regularly and assured (January 2020) the PAC that the Government would take necessary action for investment of the funds as per the norms prescribed by GoI guidelines. However, no such investment was done as of November 2024.

The State Government did not adhere to key provisions of the SDRF guidelines during 2023-24, including delayed and partial transfer of contributions, non-payment of mandated interest, and not investing the fund balance in approved instruments. These lapses resulted in an understatement of revenue expenditure and revenue deficit by ₹ 111.25 crore and led to accumulation of future liabilities. The non-compliance also compromised fund transparency and reduced the potential for interest earnings, which may affect the financial preparedness for disaster response.

2.6.2.3 State Disaster Mitigation Fund (SDMF)

Keeping in view of the provision of the Disaster Management Act, 2005 and the recommendations of Fifteenth Finance Commission, Government of India has framed guidelines for administration of State Disaster Mitigation Fund (SDMF) at the State level.

As per Paragraph 7 of the guidelines, SDMF will be constituted with the nomenclature of "State Disaster Mitigation Fund" in the Public Account under the Reserve Fund bearing interest in the Major Head: 8121-General and other Reserve Funds-130-State Disaster Mitigation Fund' in the accounts of the State Governments concerned after fulfilling all codal and other accounting formalities required. Paragraph 8.4 of the guidelines states that in order to enable transfer of the total amount of contribution to the SDMF (both Central share and the State share of contribution), the State Governments would make suitable budget provision on the expenditure side of their budget under the Head "2245- Relief on Account of Natural Calamities-08-State Disaster Mitigation Fund-797-Transfers to Reserve Fund and Deposit Accounts".

As per Paragraph 12 of the guidelines, the State Government shall invest the accretions to the SDMF together with the income earned on the investments of the SDMF in one or more of the instruments such as Central Government dated Securities; Auctioned Treasury Bills; and interest earning deposits and certificates of deposits with Scheduled Commercial Banks. The State Government shall pay interest into the SDMF at the rate applicable to overdrafts under Overdraft Regulation Guidelines of the RBI for the amount not invested from SDMF. The interest will be credited on a half-yearly basis.

As on 01 April 2023, the Fund had a balance of ₹ 171.60 crore. During the year 2023-24, the State Government received ₹ 162.20 crore as Central Government’s share towards SDMF. Accordingly, the State Government’s share towards SDMF is ₹ 18.02 crore. The State Government, however, did not make budget provision for transfer of funds to SDMF nor did it transfer any fund towards SDMF during 2023-24. The short transfer/non transfer of ₹ 180.22 crore resulted in understatement of Revenue Expenditure.

An amount of ₹ 1.61 crore was set off in the Major Head 2245 as expenditure met from the funds. At the end of 31 March 2024, the total amount lying in the Fund was ₹ 169.99 crore had not been invested by Government of Assam in the assigned instruments as required under the guidelines.

During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department, stated that the short transfer of SDRF fund has been rectified in 2024-25 and assured to follow the provisions of SDRF/ SDMF guidelines regarding investment.

The State Government did not comply with key provisions of the SDMF guidelines during 2023-24. It failed to make the required budget provision and did not transfer ₹ 180.22 crore (comprising both Central and State shares) to the SDMF, resulting in an understatement of revenue expenditure. Additionally, the existing fund balance of ₹ 169.99 crore remained uninvested, contrary to the prescribed norms. These lapses indicate poor fund management, loss of potential interest income, and may have an impact on the fiscal commitment towards disaster mitigation efforts.

2.6.2.4 Guarantee Redemption Fund

State Government constituted (September 2009) a *'Guarantee Redemption Fund'* for meeting the payment obligations arising out of the guarantees issued by the Government in respect of bonds issued and other borrowings by the State Public Sector Undertakings or other Bodies and invoked by the beneficiaries.

According to the scheme guidelines, the Government should contribute an amount equivalent to at least three *per cent* of the outstanding guarantees at the end of the second financial year preceding the current financial year as reflected in the books of accounts maintained by the Accountant General (A&E).

During 2023-24, the State Government was required to contribute ₹ 9.35 crore to the Fund, which was three *per cent* of ₹ 311.76 crore (outstanding guarantees at the end of second financial year preceding the current financial year). The State Government contributed ₹ one crore to the fund during the year 2023-24 leading to short contribution of ₹ 8.35 crore. As on 31 March 2024, the total amount lying in the Fund was ₹ 85.44 crore (including the accrued interest of ₹ 6.01 crore for 2023-24) and the entire amount was invested by the Reserve Bank of India.

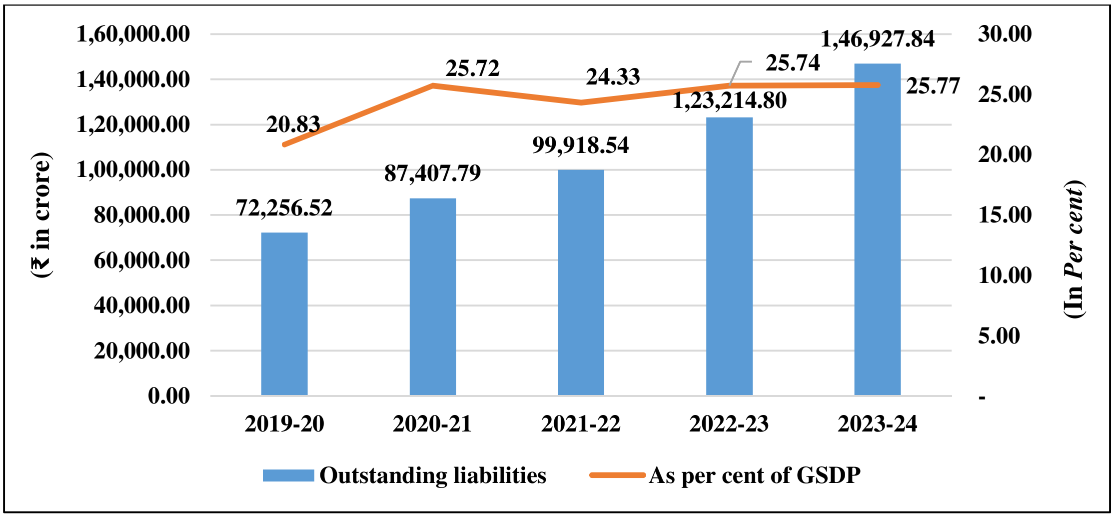
During 2023-24, the State Government contributed only ₹ one crore to the Guarantee Redemption Fund against the required ₹ 9.35 crore, resulting in a short contribution of ₹ 8.35 crore. This represents a deviation from the scheme guidelines, which mandate a minimum contribution of three *per cent* of the outstanding guarantees. While the accumulated fund of ₹ 85.44 crore (including interest of ₹ 6.01 crore) was fully invested by the RBI, the shortfall in contribution reflects inadequate provisioning for contingent liabilities, potentially affecting the State's ability to meet guarantee-related obligations promptly.

2.7 Public Liability Management

Management of public liability is the process of establishing and executing a strategy for managing the Government's liabilities in order to raise the required amount of funding, achieve its risk and cost objectives, and to meet any other sovereign debt management goals that the Government may have set through enactment or any other annual budget announcements.

Outstanding liability of the State along with its percentage of GSDP during 2019-24 is depicted in **Chart 2.17**.

Chart 2.17: Trend of outstanding liabilities



Source: Finance Accounts
**Excludes loan of ₹ 994.00 crore (2020-21) and ₹ 1,773.87 crore (2021-22), which were passed on as back to back loans by GoI, in lieu of shortfall in GST Compensation.*

The debt/GSDP ratio of the State rose from 20.83 *per cent* in 2019-20 to 25.77 *per cent* in 2023-24. During the same period, the internal debt of State government increased from ₹ 52,630.27 crore in 2019-20 to ₹ 1,11,972.66 crore in 2023-24.

The significant growth in outstanding liabilities outpaces GSDP growth, resulting in a steadily increasing debt-to-GSDP ratio. Although the ratio slightly declined in 2021-22, it remains high at 25.77 *per cent* indicating potential risks to fiscal sustainability. A consistently high rate of debt growth (above 14 *per cent* annually) reflects a growing reliance on borrowings to meet fiscal obligations.

The state's Gross State Domestic Product (GSDP) grew from ₹ 3,46,850.68 crore (2019-20) to ₹ 5,70,242.61 crore (2023-24), representing a 64.41 *per cent* increase over the period. While GSDP growth supports the State's capacity to absorb debt, the rising debt-to-GSDP ratio suggests that economic growth alone may not be sufficient to stabilise the debt burden.

2.7.1 Liability profile: Components

The State FRBM Act, 2005 defines 'total liabilities' as the liabilities under the Consolidated Fund and the Public Account of the State. Thus, total liabilities of the State Government typically constitute Internal Debt of the State (market loans, ways and means advances from RBI, special securities issued to National Small Savings Fund and loans from financial institutions, *etc.*), loans and advances from the Central Government and Public Account Liabilities.

Outstanding liability, total debt received, repayment of debt, ratio of debt to GSDP and the actual quantum of debt available to the State during the five-year period 2019-24 are given in **Table 2.35**. Component wise liability and their trends during 2019-24 are also given in **Chart 2.18**.

Table 2.35: Component-wise liability trends

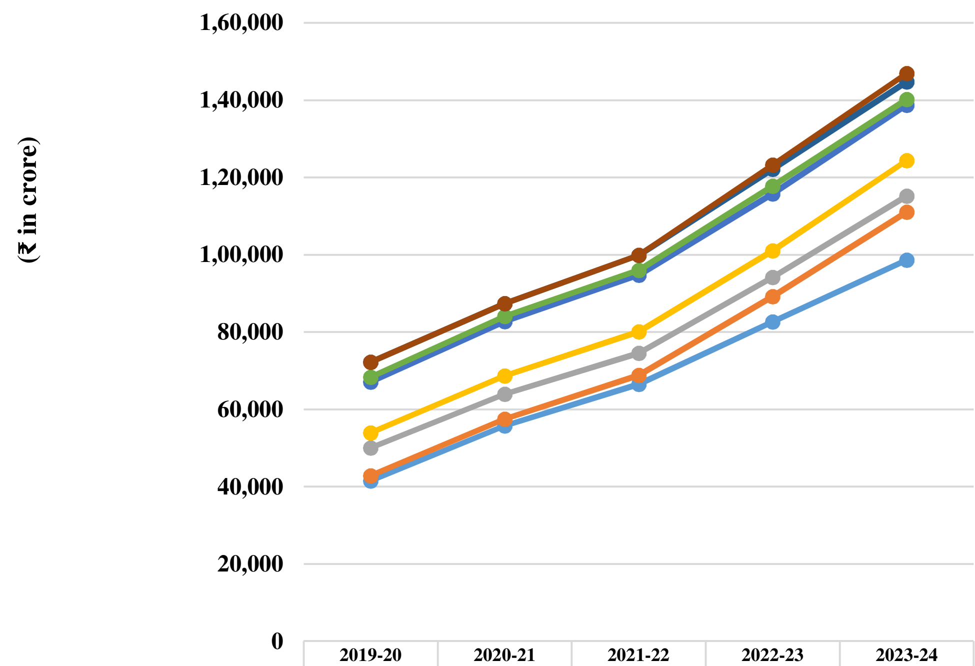
(₹ in crore)

Component of fiscal liability		2019-20	2020-21	2021-22	2022-23	2023-24
Outstanding Total Liability (a + b + c)		**72,256.52**	**87,407.79**	**99,918.54**	**1,23,214.80**	**1,46,927.84**
(a) Public Debt	***Internal Debt***	***52,630.27***	***67,014.07***	***77,780.15***	***94,443.52***	***1,11,972.66***
	Loans from GoI	***1,270.29***	***1,684.68****	***2,287.99****	***6,563.81****	***12,403.43****
(b) Off-budget borrowings		***Nil***	***Nil***	***Nil***	***1,091.24***	***2,193.13***
(c) Public Account Liabilities		***18,355.96***	***18,709.04***	***19,850.40***	***21,116.23***	***20,358.62***
Small Savings, Provident Funds, etc.		*13,156.52*	*14,045.37*	*14,646.90*	*14,747.07*	*14,376.35*
Reserve Funds bearing Interest		*1,286.04*	*1,329.24*	*1,279.87*	*1,983.76*	*1,450.46*
Reserve Funds not bearing Interest		*14.46*	*14.46*	*14.46*	*14.46*	*14.46*
Deposits bearing Interest		*360.34*	*340.51*	*280.88*	*304.64*	*352.67*
Deposits not bearing Interest		*3,538.60*	*2,979.46*	*3,628.29*	*4,066.30*	*4,164.68*
Rate of growth of outstanding total liability (*per cent*)		21.59	20.97	14.31	23.32	19.25
Gross State Domestic Product		3,46,850.68	3,39,802.98	4,10,723.56	4,78,779.19	5,70,242.61
Liability/GSDP (*per cent*)		20.83	25.72	24.33	25.74	25.77
Borrowings and Other Liabilities (as per Statement 6 of Finance Accounts)						
Total Receipts		25,275.04	27,561.92	28,973.95	41,770.68	59,056.57
Total Repayments		12,444.13	11,416.65	14,689.33	19,565.69	36,445.39
Net funds available		12,830.91	16,145.27	14,284.62	22,204.99	22,611.18
Repayments/Receipts (*per cent*)		49.23	41.42	50.70	46.84	61.71

Source: Finance Accounts

**Excludes loan of ₹ 994.00 crore (2020-21) and ₹ 1,773.87 crore (2021-22), which were passed on as back to back loans by GoI, in lieu of shortfall in GST Compensation.*

Chart 2.18: Component wise liability trends (₹ in crore)



	2019-20	2020-21	2021-22	2022-23	2023-24
Off Budget borrowings	-	-	-	1,091.24	2,193.13
Deposits	3,898.94	3,319.97	3,909.17	4,370.94	4,517.35
Reserves Fund	1,300.50	1,343.70	1,294.33	1,998.22	1,464.92
Small Savings, Provident Fund, Etc.	13,156.52	14,045.37	14,646.90	14,747.07	14,376.35
Loans from Financial Institutions	3,879.64	4,788.41	5,556.45	6,869.77	9,153.88
Special Securities issued to NSSF	7,199.62	6,444.65	5,689.69	4,934.74	4,179.78
Loans from GOI	1,270.29	1,684.68	2,287.99	6,563.81	12,403.43
Market Borrowings	41,551.01	55,781.01	66,534.01	82,639.01	98,639.00

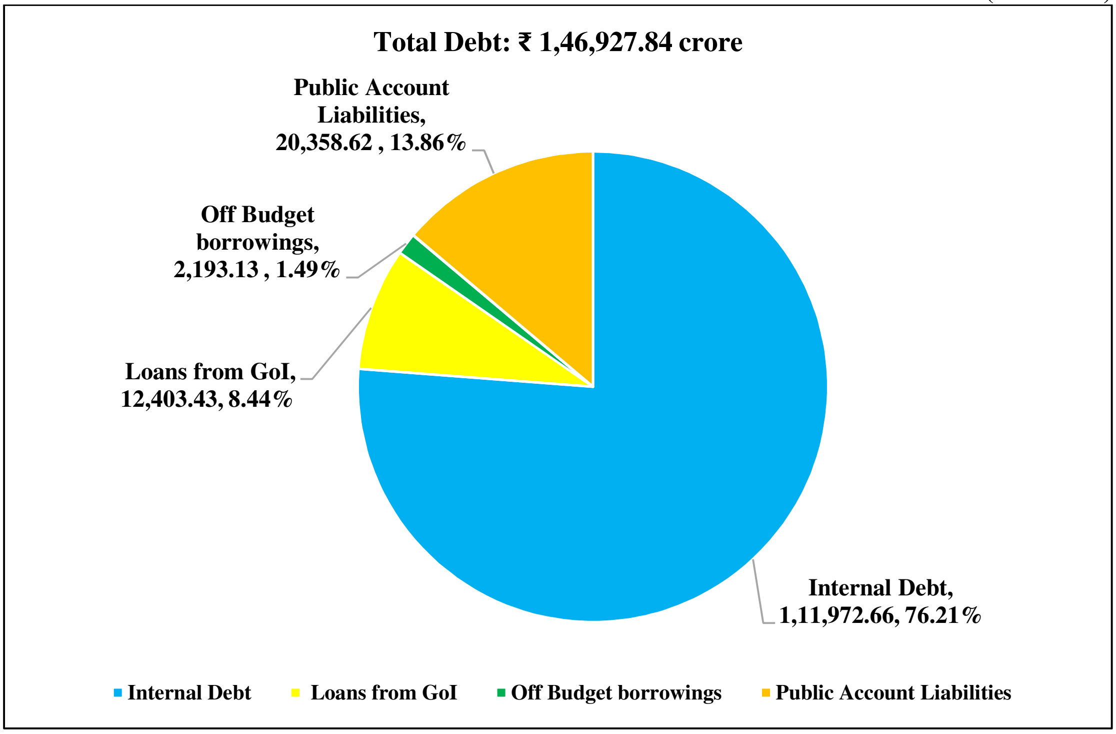
The total liabilities of the State Government increased by 103.34 *per cent* from ₹ 72,256.52 crore in 2019-20 to ₹ 1,46,927.84 crore in 2023-24. Public Debt increased by ₹ 70,475.53 crore (130.75 *per cent*) during the period 2019-24 wherein Internal debt increased by ₹ 59,342.39 crore (112.75 *per cent*) and Loans from GoI increased by ₹ 11,133.14 crore (876.43 *per cent*).

Public Account liabilities increased by ₹ 2,002.66 crore (10.91 *per cent*) over the period of 2019-20 to 2023-24. During the period, major increase was under Small Savings, Provident Funds, *etc.* (₹ 1,219.83 crore: 9.27 *per cent*) and Deposits not bearing Interest (₹ 626.08 crore: 17.69 *per cent*).

The Outstanding liabilities of the State Government at the end of 2023-24 was ₹ 1,46,927.84 crore. Component-wise break-up of outstanding liabilities at the end of 2023-24 is shown in **Chart 2.19**.

Chart 2.19: Break-up of Outstanding liabilities at the end of FY 2023-24

(₹ in crore)



Source: *Finance Accounts*

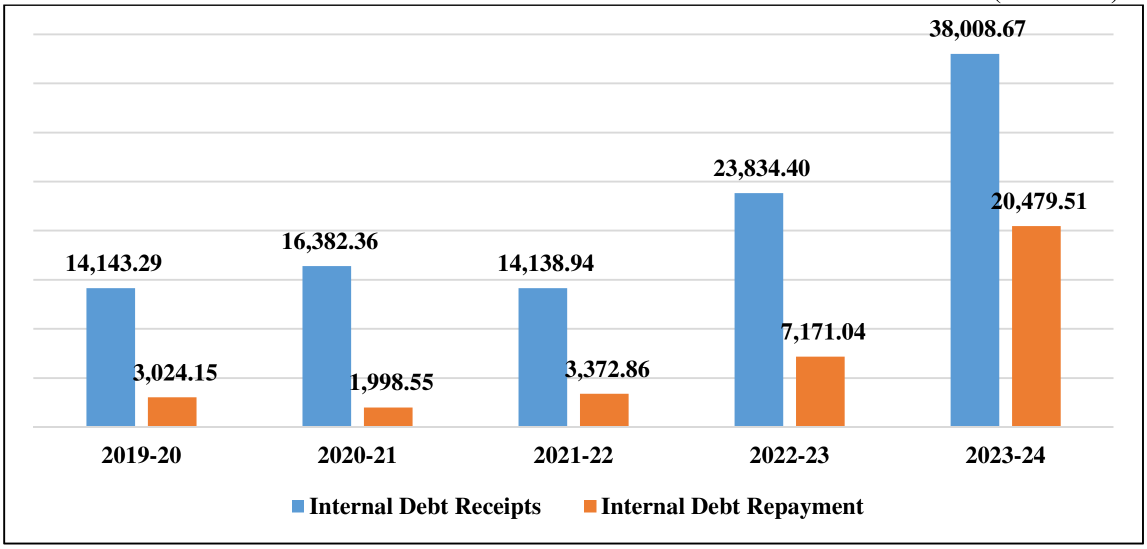
**Excludes loan of ₹ 994.00 crore (2020-21) and ₹ 1,773.87 crore (2021-22), which were passed on as back to back loans by GoI, in lieu of shortfall in GST Compensation.*

Internal debt, which is primarily market borrowings through issue of State Development Loans (SDLs), accounts for 76.21 *per cent* of the total outstanding liabilities.

Internal debt receipts and repayment made by the State during the period is given in **Chart 2.20**.

Chart 2.20: Internal debt taken *vis-à-vis* repaid

(₹ in crore)



***Source**: Finance Accounts*

Internal debt of the State Government increased by ₹ 59,342.39 crore (112.75 *per cent*) from ₹ 52,630.27 crore in 2019-20 to ₹ 1,11,972.66 crore in 2023-24. An amount of ₹ 7,163.53 crore was paid towards interest on internal debt during 2023-24.

Fiscal Deficit of the State ranged between 3.56 *per cent* and 6.31 *per cent* of GSDP during 2019-24. The financing pattern of fiscal deficit during the five-year period has undergone a compositional shift as reflected in **Table 2.36**. Financing of fiscal deficit during 2023-24 has also been expressed through a water flow **Chart 2.21**.

Table 2.36: Components of fiscal deficit and its financing pattern

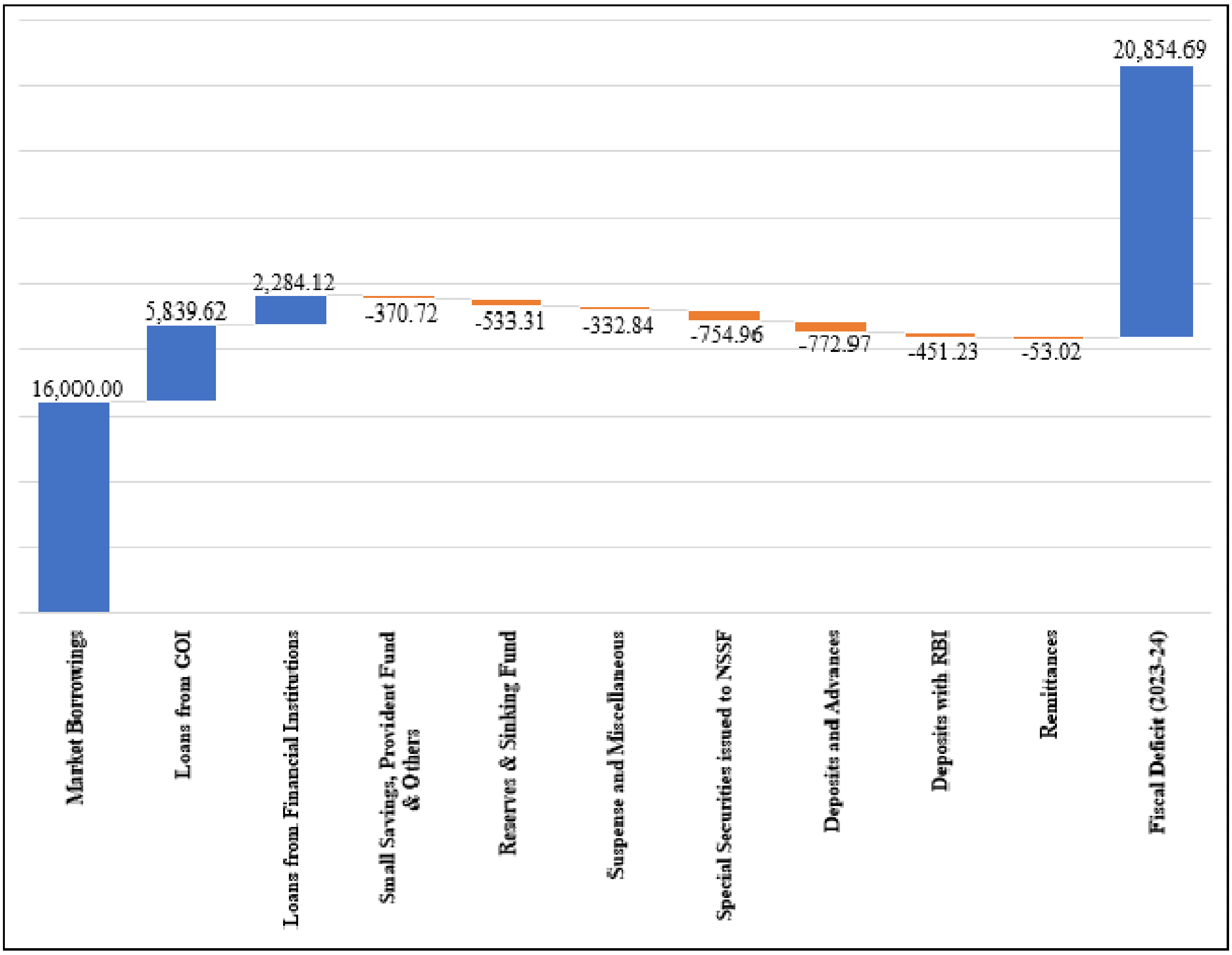
(₹ in crore)

Particulars		2019-20	2020-21	2021-22	2022-23	2023-24
Fiscal Deficit (-)/ Surplus (+)		**-14,915.80**	**-12,102.03**	**-19,863.12**	**-30,204.83**	**-20,854.69**
FD/GSDP (In *per cent*)		**-4.30**	**-3.56**	**-4.84**	**-6.31**	**-3.66**
Composition of Fiscal Deficit/Surplus						
1	Revenue Deficit (-) /Surplus (+)	-1,322.20	382.60	-2,732.77	-12,072.35	-2,628.41
2	Net Capital Expenditure	-13,185.42	-12,399.39	-20,125.83	-15,997.71	-21,444.23
3	Net Loans and Advances	-308.18	-85.24	2,995.48	-334.77	3,217.95
4	Appropriation to Contingency Fund	-100.00	0.00	0.00	-1,800.00	0.00
Financing Pattern of Fiscal Deficit*						
1	Market Borrowings	10,996.24	14,230.00	10,753.00	16,105.00	16,000.00
2	Loans from GoI	-38.78	1,408.39	2,377.18	4,275.81	5,839.62
3	Special Securities issued to NSSF	-754.96	-754.97	-754.97	-754.95	-754.96
4	Loans from Financial Institutions	877.86	908.77	768.04	1,313.31	2,284.12
5	Small Savings, Provident Fund & Others	968.47	888.85	601.53	100.17	-370.72
6	Deposits and Advances	854.71	-229.73	46.52	1,022.42	-772.97
7	Suspense and Miscellaneous	4,915.06	-3,629.55	574.09	6,853.66	-332.84
8	Remittances	-141.96	-46.40	23.76	-62.13	-53.02
9	Reserves & Sinking Fund	682.44	43.21	-49.37	703.89	-533.31
10	Contingency Fund	100.00	0.00	0.00	1,800.00	0.00
11	**Overall Deficit**	**18,459.08**	**12,818.59**	**14,339.78**	**31,357.18**	**21,305.92**
12	Increase (-)/ Decrease (+) in cash balance	-3,543.28	-716.55	5,523.34	-1,152.35	-451.23
13	**Gross Fiscal Deficit**	**14,915.80**	**12,102.03**	**19,863.12**	**30,204.83**	**20,854.69**

Source: Finance Accounts

**Net of receipts and disbursement during the year*

Chart 2.21: Financing of fiscal deficit expressed through a waterfall chart (₹ in crore)



Source: Finance Accounts

The components of receipts and disbursements financing the fiscal deficit during the year 2023-24 are depicted in **Table 2.37**.

Table 2.37: Receipts and Disbursements under components financing the fiscal deficit during 2023-24

(₹ in crore)

Sl. No.	Particulars	Receipts	Disbursement	Net
1	Market Borrowings	18,500.00	2,500	16,000.00
2	Loans and Advances from GOI	6,005.18	165.56	5,839.62
3	Special Securities issued to NSSF	0	754.96	-754.96
4	Loans from Financial Institutions	19,508.67	17,224.55	2,284.12
5	Small Savings, PF, *etc.*	2,150.35	2,521.07	-370.72
6	Deposits and Advances	8,196.17	8,969.14	-772.97
7	Suspense and Miscellaneous	60,063.17	60,396.01	-332.84
8	Remittances	4,893.15	4,946.17	-53.02
9	Reserves & Sinking Funds	4,994.19	5,527.5	-533.31
10	**Overall Deficit**	**1,24,310.88**	**1,03,004.96**	**21,305.92**
11	Increase (-)/Decrease (+) in cash balance	-674.23	-223.00	-451.23
12	**Gross Fiscal Deficit**	**1,23,636.65**	**1,02,781.96**	**20,854.69**

Source: Finance Accounts

Market borrowings and loans from the Central Government are the primary sources for financing the fiscal deficit, posing long-term debt sustainability concerns. High capital expenditure accounts for the largest share of the fiscal deficit, which, while positive for development, demands efficient project implementation to ensure returns. Negative trends in small savings and provident funds indicate potential outflows or reduced public participation in these schemes.

2.7.1.1 Off-budget Borrowings

As of 31 March 2024, Assam Infrastructure Financing Authority (AIFA), a society functioning under Finance Department, Government of Assam, had made off-budget borrowing of ₹ 2,193.13 crore[18] from National Bank for Agriculture and Rural Development (NABARD). The purpose of the borrowing is to fund infrastructure projects across the State. Assigned period of the borrowings is 12 years with 2 years of moratorium period. Interest on the borrowings is to be paid through service head (2075) of the State Budget.

As on 31 March 2024, the State had not paid any principal amount against the borrowings made from NABARD. However, interest of ₹ 34.71 crore in 2022-23 and ₹ 94.65 crore in 2023-24 was paid by the State Government through the budget towards the said borrowings.

These off-budget borrowings, although not reflected in the fiscal deficit, represent deferred liabilities of the State and impact long-term debt sustainability. Continued reliance on such borrowings without transparent disclosure may understate the State's true debt position and limit future fiscal flexibility.

During the Exit Conference (February 2025), the Commissioner and Secretary to the Government of Assam, Finance Department, informed that the State Government has decided to foreclose the Off-budget borrowing of AIFA from NABARD due to unfavourable interest rates and formal notification would be issued in due course.

2.7.1.2 AIFA Sinking Fund

The State Government vide Office Memorandum (OM) dated 23rd June, 2023 had constituted AIFA Sinking Fund. The Fund came into force with effect from the financial year 2023-24. As per the OM, Government of Assam entered into a Memorandum of Understanding (MoU) with NABARD for infrastructure Development Assistance (NIDA). The corpus of the Fund comprising the periodic contribution[19] as well as the income accruing to the Fund shall be kept outside the Consolidated Fund and the Public Account of the State. The funds so collected by the AIFA will be invested in Government Securities of Government of India, Treasury Bills and the State Government Securities. AIFA may invest a portion of the Fund in equities, Mutual Fund and Debt Securities.

[18] 2021-22: ₹ 238.63 crore; 2022-23: ₹ 852.61 crore; 2023-24: ₹ 1,101.89 crore

[19] 2023-24: ₹ 360 crore (₹ 30 crore per month)

Further, as per the OM, AIFA shall open a separate account for administration of the fund and the corpus of the fund shall be utilised for repayment of outstanding liabilities of AIFA only, as per repayment schedule notified by the Government.

The OM also states that the transfer of amount from Consolidated Fund to the AIFA shall be maintained by the Accountant General in the normal course. AIFA will maintain Fund Account and securities investment account in such manner and details as may be considered by the State Government in consultation with the Accountant General.

The creation of a dedicated fund reflects a proactive approach toward debt management. However, maintaining such a fund outside the government accounts should be accompanied by robust monitoring and disclosure mechanisms established in coordination with the Accountant General.

2.7.2 Debt profile: Maturity and Repayment

Debt maturity and repayment profile indicates commitment on the part of the Government for debt repayment or debt servicing. Debt maturity profile of the State is depicted in **Table 2.38** and **Chart 2.22**.

Table 2.38: Maturity Profile of repayment of Public Debt along with approximate interest of the State

Period of repayment (Years)	Principal Amount	Interest Amount#	Public Debt (including interest)	Percentage (w.r.t. total public debt)
	(₹ in crore)			
0-1 years	7,246.13	7,792.79	15,038.92	9.45
1-3 years	16,608.42	13,811.07	30,419.49	19.11
3-5 years	18,473.30	11,290.38	29,763.68	18.69
5-7 years	26,124.57	7,937.17	34,061.74	21.39
7-10 years	43,763.09	5,086.51	48,849.60	30.68
Above 10	1,006.00	70.42	1,076.42	0.68
Total	**1,13,221.51$**	**45,988.34**	**1,59,209.85**	**100.00**

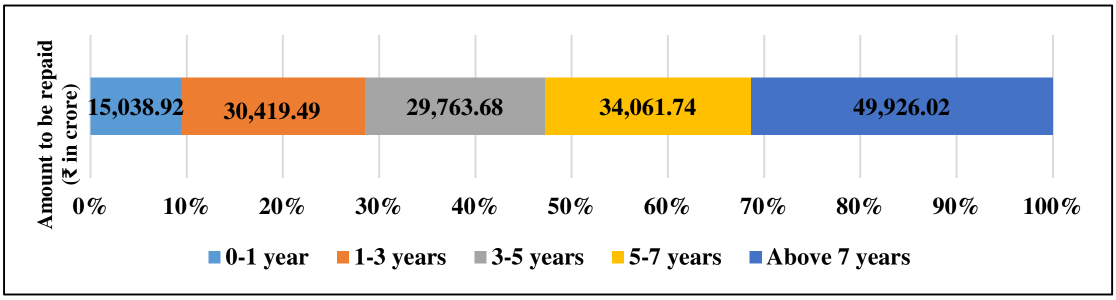
Source: Calculated on the basis of Finance Accounts
 # Approximate interest calculated at average interest rate of 7.00 per cent (average of interest rate for the last five years of Outstanding Public Debt 2019-20: 7.39 per cent; 2020-21: 7.08 per cent; and 2021-22: 6.99 per cent; 2022-23: 6.79 per cent and 2023-24: 6.74 per cent).
$ It excludes Back to Back Loans to State in lieu of GST Compensation Shortfall (₹ 2,767.87 crore) and Scheme for Special Assistance as Loans to State for Capital Expenditure (₹ 11,154.57 crore)

Table 2.38 indicates that the State Government has to repay 18.56 *per cent* (₹ 45,458.41 crore) of its public debt (including approximate interest) within the next three years, 18.69 *per cent* (₹ 29,763.68 crore) between 3-5 years, 21.39 *per cent* (₹ 34,061.74 crore) between 5-7 years and 30.68 *per cent* (₹ 48,849.60 crore) between 7-10 years. It signifies that the State has to repay 99.32 *per cent* of its debt and interest thereon (₹ 1,58,133.43 crore) in the next ten years.

The bulk of repayment obligations occur in the 3-10 year range, which accounts for 70.76 *per cent* of total debt repayment obligations. This highlights the need for careful cash flow planning and resource allocation during this period. Short-term obligations (0-1 year) form a small share (9.45 *per cent*), allowing the state to focus on managing medium-to-long term commitments.

Long-term obligations beyond 10-years are relatively very small, constituting just 0.68 *per cent* suggesting limited deferral of debt repayments. The repayment peak of ₹ 48,849.60 crore (30.68 *per cent*) during 7-10 years underscores the need for enhanced revenue mobilisation or refinancing strategies.

Chart 2.22: Maturity Profile of Public Debt along with approximate interest



Source: Finance Accounts
Note: It excludes Back to Back Loans to State in lieu of GST Compensation Shortfall (₹ 2,767.87 crore) and Scheme for Special Assistance as Loans to State for Capital Expenditure (₹ 11,154.57 crore)

Table 2.39: Repayment of Public Debt and Interest for next ten years

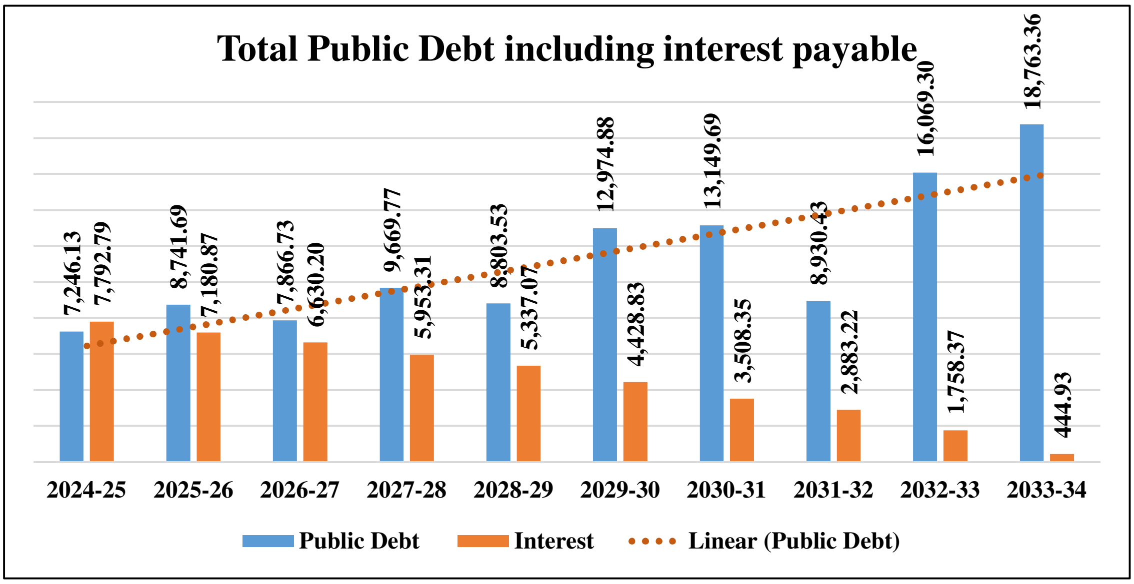
(₹ in crore)

Year	Repayment of				
	Internal Debt	Loans from GoI	Public Debt	Interest	Public Debt including interest
1	2	3	4 (2+3)	5	6 (4+5)
2024-25	7,035.02	211.11	7,246.13	7,792.79	**15,038.92**
2025-26	8,681.16	60.53	8,741.69	7,180.87	**15,922.56**
2026-27	7,805.37	61.36	7,866.73	6,630.20	**14,496.93**
2027-28	9,604.49	65.28	9,669.77	5,953.31	**15,623.08**
2028-29	8,736.93	66.60	8,803.53	5,337.07	**14,140.60**
2029-30	12,895.92	78.96	12,974.88	4,428.83	**17,403.71**
2030-31	13,073.06	76.63	13,149.69	3,508.35	**16,658.04**
2031-32	8,854.64	75.79	8,930.43	2,883.22	**11,813.65**
2032-33	15,995.27	74.03	16,069.30	1,758.37	**17,827.67**
2033-34	18,691.68	71.68	18,763.36	444.93	**19,208.29**

Source: Finance Accounts 2023-24

Note: Total Public Debt (Principal) due for payment for the year 2034-35 onwards: ₹ 12,160.57 crore
 # Interest has been calculated on the basis of five years' average of 'Average Interest Rate of Outstanding Public Debt' (2019-20: 7.39 per cent; 2020-21: 7.08 per cent; and 2021-22: 6.99 per cent; 2022-23: 6.79 per cent and 2023-24: 6.74 per cent), i.e.,7.00 per cent; on closing balances of Outstanding Public Debt.

Chart 2.23: Total Public Debt including interest payable during next years



The above chart, and the trend line show that the repayment burden over the next ten years (*i.e.*, 2024-25 to 2033-34). The current outstanding public debt of ₹ 1,24,376.08 crore shows an increasing trend – with a compound annual increase of 23.25 *per cent per annum*, which is significantly higher than that of GSDP of 13.23 *per cent* in the previous five-year period from 2019-24. The increasing trend has the net effect of shifting the debt repayment burden to future years where the higher expected GSDP may lead to an even out of debt repayment burden as a percentage of GSDP. Further, since the calculations have been done based on the current stock of outstanding total liabilities, the repayment of public debt and interest thereupon is bound to increase in view of the trends of borrowings of the State Government.

Further, maturity profile of outstanding stock of public debt (excluding interest) as on 31 March 2024 indicates that out of the outstanding public debt of ₹ 1,24,376.09 crore, 55.04 *per cent* (₹ 68,452.42 crore) is payable within the next seven years. This requires the State to generate sufficient revenue or refinance debt within this time frame. The remaining 44.96 *per cent* (₹ 55,923.67 crore) is in the maturity bracket of more than seven years, indicating limited use of long-term borrowings to manage fiscal stress. This may result in a concentrated debt burden, increasing financial strain in the medium term.

Of the total outstanding public debt, internal debt consisting of market borrowings, loans from NABARD and special securities issued to NSSF of Central Government constituted 90.03 *per cent* (₹ 1,11,972.66 crore). This reliance on domestic borrowing mechanisms underscores the importance of prudent debt management strategies to mitigate repayment risks.

The details of actual pay-out *vis-à-vis* that indicated in the SFARs during last three years are tabulated in the subsequent table.

Table 2.40: Maturity Profile of Public Debt

(₹ in crore)

Year	Outstanding Public debt as on 31 March	Indicated payment in Finance Accounts	Actual repayment
2021-22	80,068.14	3,657.84	3,526.89
2022-23	1,01,007.33	2,857.80	2,722.22
2023-24	1,24,376.09	4,563.98	4,402.82
Total	**3,05,451.56**	**11,079.62**	**10,651.93**

Source: Finance Accounts

It can be seen that during last three years *i.e.*, 2021-22 to 2023-24, the State repaid ₹ 10,651.93 crore of debt against indicated payment of ₹ 11,079.62 crore in the Finance Accounts. The difference between the indicated amount and the actual repayment is under reconciliation.

2.8 Debt Sustainability Analysis (DSA)

Debt sustainability analysis has been carried out on the basis of fiscal and debt parameters; Domar approach and compliance of macro-fiscal parameters to the respective FRBM targets. The results of the analysis are given in the following paragraphs:

(A) Debt sustainability refers to the ability of the State to service its debt obligation now and in future. Analysis of variations in debt sustainability indicators is given in **Table 2.41** and **Chart 2.24**.

Table 2.41: Debt Sustainability: Indicators and Trends

(₹ in crore)

Sl. No.	Debt Sustainability Indicators	2019-20	2020-21	2021-22	2022-23	2023-24
1	**Overall Liability or Overall Debt***	72,256.52	87,407.79	99,918.54	1,23,214.80	1,46,927.84
2	**Rate of Growth of overall liability (*per cent*)**	21.59	20.97	14.31	23.32	19.25
3	**GSDP (in nominal terms)**	3,46,850.68	3,39,802.98	4,10,723.56	4,78,779.19	5,70,242.61
4	**Nominal GSDP growth (*per cent*)**	12.13	-2.03	20.87	16.57	19.10
5	**Overall Debt/GSDP (*per cent*)**	20.83	25.72	24.33	25.74	25.77
6	**Maturity profile of State Development Loans (*per cent*)**					
6a	**0-2 years**	7.46	5.37	5.25	9.26	11.96
6b	**2-5 years**	16.35	23.84	27.04	25.53	22.46
6c	**5-10 years**	76.19	70.79	67.71	65.21	65.58
6d	**Over 10 years**	0.00	0.00	0.00	0.00	0.00
7	**Repayment to Gross Borrowings (*per cent*)**	49.23	41.42	50.7	46.84	61.71
8	**Net borrowings available as a percentage of Gross Borrowings**	50.77	58.58	49.3	53.16	38.29
9	**Interest payments**	4,438.87	5,199.18	6,051.47	6,874.97	8,139.17
10	**Effective rate of interest on Overall Debt (*per cent*)**	7.12	6.81	6.74	6.53	6.46
11	**Interest payment to Revenue Receipts (*per cent*)**	6.88	8.01	7.58	7.66	8.89
12	**Revenue Deficit/Surplus**	-1,322.2	382.60	-2,732.77	-12,072.35	-2,628.41
13	**Primary Revenue Balance (PRB) (12+9)**	3,116.67	5,581.78	3,318.70	-5,197.38	5,510.76
14	**Primary Balance (PB)**	-10,476.93	-6,902.85	-13,811.65	-23,329.86	-12,715.52
15	**PB/GSDP (*per cent*)**	-3.02	-2.03	-3.36	-4.87	-2.23

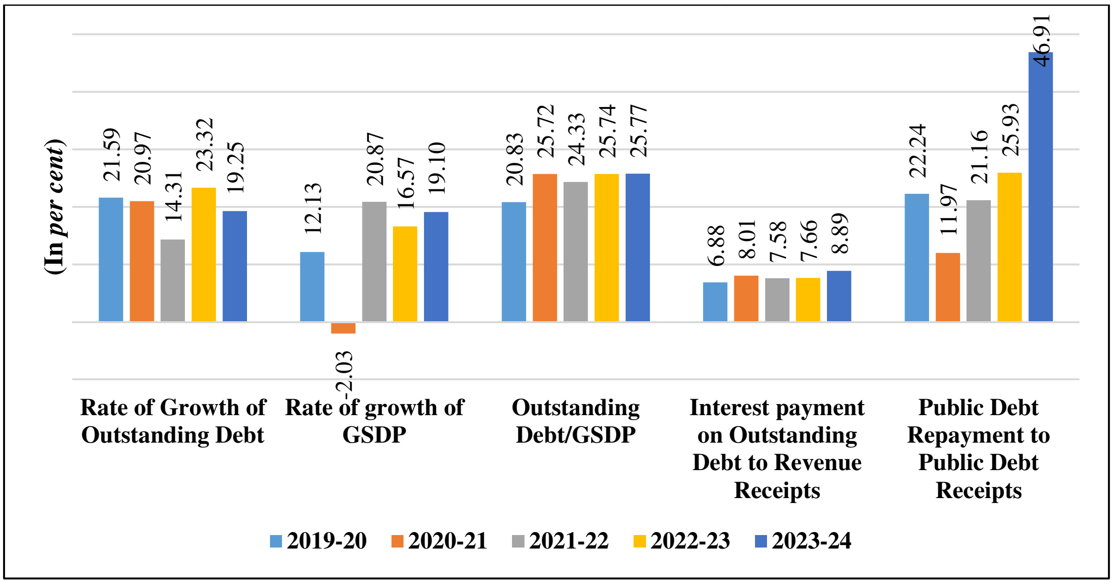
Sl. No.	Debt Sustainability Indicators	2019-20	2020-21	2021-22	2022-23	2023-24
16	**Difference between Return on Investment (RoI) and effective rate of interest on overall liability**	-2.31	-4.07	-5.67	2.43	20.78
17	**Liquidity Management (use of financial accommodation instruments available with RBI) (No. of occasions in which the State availed WMA)**	0	0	0	60	88
18	**Debt Stabilisation (Quantum spread# + Primary balance)**	-7,034.89	-14,325.26	-292.66	-11,800.54	4,596.51
19	**Domar Model**					
a	**GSDP (in constant terms)**	2,40,707.24	2,47,819.23	2,58,139.69	2,81,092.88	3,18,558.59
b	**Real Growth (in constant terms)**	4.18	2.95	4.16	8.89	13.33
c	**Inflation based on CPI (*per cent*)**	5.98	7.71	3.93	6.52	4.59
d	**Effective Rate of interest$**	7.12	6.81	6.74	6.53	6.46
e	**Real effective rate of interest (Effective rate of interest-Inflation) (19d-19c)**	1.14	-0.90	2.81	0.01	1.87
f	**Growth Interest Differential (Real growth-Real effective rate of interest) (19b-19c)**	3.04	3.85	1.35	8.88	11.46

Source: Finance Accounts
**Excludes loan of ₹ 994.00 crore and ₹ 1,773.87 crore given as back-to-back loan by Government of India during 2020-21 and 2021-22 respectively.*
*# Quantum spread=Interest spread*Debt*
Interest spread= GSDP Nominal Growth – Effective Rate of Interest
PRB: Revenue Receipts-Revenue Expenditure (Net of interest payments), where (-) PRB implies Primary Revenue Deficit and vice-versa.
PB: Total Receipts (Net of borrowings)-Total Expenditure (Net of interest payments), where (-)PB implies Primary Deficit and vice-versa.
*Effective Rate of Interest: Interest Receipts/[(Opening Balance excluding non-interest bearing debt + Closing Balance excluding non-interest bearing debt)/2]*100*
RoI as measured by effective rate of interest receipt
*RoI= Interest receipt/Average of outstanding Loans & Advances of previous and current financial year*100*

The State's debt burden, measured by the total liabilities-GSDP ratio, increased from 19.21 *per cent* in 2018-19 to 20.83 *per cent* in 2019-20 and reached a 3-year high of 25.72 *per cent* in the pandemic year 2020-21. The State's debt burden increased by 1.62 percentage points in 2019-20 due to a significant rise of 21.59 *per cent* in overall liabilities against the corresponding nominal growth of 12.13 *per cent*. Given the disruption in economic activity due to the pandemic-induced lockdown, the gap between the increase in debt and nominal growth widened further to 23 percentage points, leading to an increase of 4.9 percentage points in the debt-GSDP ratio in 2020-21 over the previous year. Registering a significant nominal growth of about 20.87 per cent in 2021-22 as compared to a contraction of around two *per cent* in the pandemic year 2020-21 due to base effect, the State has been able to reduce its debt-GSDP ratio by 1.39 percentage points in 2021-22. However, the debt-GSDP ratio showed an upward trend, rising from 24.33 *per cent* in 2021-22 to 25.74 *per cent* in 2022-23 and 25.77 *per cent* in 2023-24, which can be attributed to the increase in debt exceeding the nominal growth in these years. The rising trend in debt-GSDP ratio observed in 2022-23 and 2023-24 indicates that the State requires persistent spending restraint and increase growth boosting expenditure to reduce its reliance on borrowings. This could help the State to reduce its fiscal deficit relative to GSDP, thereby stabilising the debt-GSDP ratio in the medium term.

Decomposition of accumulated debt-GSDP against GSDP during 2019-24 excluding the pandemic year (2020-21) shows that favourable Growth Interest Differential (GID) was not sufficient to balance the impact of accumulated primary deficit, which increased debt-GSDP from 20.83 *per cent* in 2019-20 to 25.77 *per cent* in 2023-24. Year-wise analysis shows that favourable GID succeeded in mitigating the increase in debt-GSDP due to primary deficit in 2019-20 and 2021-2024. However, the GID which saw an improvement supported by reduction in the persistent negative primary balance witnessed a negligible increase in debt-GSDP in 2023-24, thereby keeping the almost at the level of 2022-23. However, it remained above the pre-pandemic level.

Chart 2.24: Trends in debt Sustainability indicators



Source: Finance Accounts

Note: Excludes loan of ₹ 994.00 crore and ₹ 1,773.87 crore given as back-to-back loan by Government of India during 2020-21 and 2021-22 respectively.

- A falling Outstanding debt-GSDP ratio can be considered as leading towards stability. Debt-GSDP ratio rose from 20.83 *per cent* in 2019-20 to 25.77 *per cent* in 2023-24 which cannot be considered as leading towards stability.

- The ratio of interest payments to revenue receipts is also a good measure of debt sustainability. This ratio ranged between 6.88 *per cent* and 8.89 *per cent* during 2019-24, which was substantially low.

- Higher the percentage of public debt repayment to public debt receipts, the greater the proportion of debt utilised for debt servicing rather than productively. Ratio of public debt repayment to public debt receipts rose significantly in last four years from 11.97 *per cent* in 2020-21 to 46.91 *per cent* in 2023-24 which means that substantial portion of debt receipts were utilised for productive purpose by the State during the period.

(B) An analysis on debt sustainability was carried out based on a study by E.D Domar[20] [Domar, 1944]. The Domar model states that the necessary premise for ensuring stability of public indebtedness is that the interest rates for government loans should not exceed the growth rate of GSDP.

The dynamics of public debt depending on the interest rate, growth rate of GSDP and the primary budget balance are as follows:

g-r (g- real economic growth rate; r- real interest rate)	s<0 (primary deficit)	s>0 (primary surplus)
g-r>0 (strong economic growth)	Public debt as percentage of GSDP should converge to a stable level greater than zero.	Public debt as percentage of GSDP should converge to a stable level less than zero leading to public savings.
g-r<0 (slow economic growth)	Public debt as percentage of GSDP should increase indefinitely, without converging to a stable level.	Undefined situation

The results of applying the above parameters in the case of Assam, are shown in **Table 2.42.**

Table 2.42: Debt sustainability analysis based on Domar Model

Year	Real Growth (g) of GSDP	Real Interest Rate (r)*	g-r (Domar gap)	Primary Deficit (-)/ Surplus (+) (s)	Remarks
2019-20	4.18	1.14	3.04	-10,476.93	g-r>0 and s<0, Public Debt as a percentage of GSDP should converge to a stable level
2020-21	2.95	-0.90	3.85	-6,902.85	
2021-22	4.16	2.81	1.35	-13,811.65	
2022-23	8.89	0.01	8.88	-23,329.86	
2023-24	13.33	1.87	11.46	-12,715.52	

Source: Directorate of Economics and Statistics, Government of Assam, Ministry of Statistics and Programme Implementation, GoI and Finance Accounts
**Real Interest Rate= Effective rate of interest– Annual Inflation rate (based on CPI) of Assam*

In the five years of the subject period *i.e.,* 2019-20 to 2023-24, the State had primary deficit and Domar gap (g-r) remained positive during the period. This indicates that Public Debt as a percentage of GSDP should converge to a stable level. However, the sustainability of public debt depends on whether the State economy maintains the real growth rate in the long run.

Domar criterion suggests that contrary to the nominal growth, the average effective rate of interest was largely driven by CPI inflation, thereby suppressing the average real interest rate. Average inflation as measured by CPI remained in upper tolerance limit of bandwidth of 2-6 *per cent* determined by the RBI helped the State to suppress the real rate of interest below the real growth and to keep the GID favourable. This enabled the State to recover the cost of borrowing except for the pandemic year when real interest rate turned negative.

(C) Details of the achievements *vis-à-vis* targets set in the State MTFP under FRBM Act are shown in subsequent table.

[20] Domar model does not take into account maturity profile, composition, cost and risk characteristics of debt stock.

Table 2.43: Achievements *vis-à-vis* targets set in the State MTFP under FRBM Act

Fiscal Parameters		Achievement *vis-a-vis* targets set in the State MTFP				
		2019-20	2020-21	2021-22	2022-23	2023-24
Revenue Deficit (-)/ Surplus (+)/GSDP	T	0.01	2.24	1.21	0.68	0.48
	A	-0.38	0.11	-0.67	-2.52	-0.46
Fiscal Deficit/ GSDP	T	2.97	2.30	3.99	3.19	3.70
	A	4.30	3.56	4.84	6.31	3.66
Ratio of total Outstanding liability to GSDP (in *per cent*)	T	17.57	19.50	26.39	25.74	24.40
	A	20.83	25.72	24.33	25.74	25.77
Guarantees in terms of percentage of Revenue Receipts of previous year	T	0.18	0.10	0.09	0.09	0.31
	A	0.13	0.12	0.48	1.46	2.50

T: Target; A: Actuals

Above table indicates that the ratios of revenue deficit-GSDP decreased from (-)0.38 to (-)0.46, fiscal deficit-GSDP increased from (-)4.30 to (-)3.66 and outstanding liability-GSDP increased from 20.83 to 25.77 during the last five years *i.e.,* 2019-24.

Further, during the current year, the State was not able to meet the target for Revenue Deficit-GSDP and Fiscal Deficit-GSDP ratios fixed under FRBM Act. However, target for outstanding liability-GSDP ratio fixed under the Act was met during the year.

On the basis of the above, it is inferred that the State fiscal sustainability has risks in the medium to long term unless remedial measures are taken to rationalise expenditure, explore further sources of revenue, expand revenue base, and invest in revenue generating assets.

2.8.1 Utilisation of borrowed funds

Borrowed funds should ideally be used to fund capital creation and developmental activities. Using borrowed funds for meeting consumption and repayment of interest on outstanding loans is not a healthy trend. **Table 2.44** depicts the utilisation of borrowed funds during 2019-24.

Table 2.44: Utilisation of borrowed funds

(₹ in crore)

Sl. No.	Year	2019-20	2020-21	2021-22	2022-23	2023-24
1	**Total Borrowings (Public Debt Receipts)**	14,249.63	17,940.18	16,670.15	28,270.02	44,013.85
2	**Repayment of earlier borrowings (Principal) (*percentage*)**	3,169.26 (22.24)	2,147.98 (11.97)	3,526.89 (21.16)	7,330.86 (25.93)	20,645.07 (46.91)
3	**Capital Expenditure* (*percentage*)**	13,185.42 (92.53)	12,399.39 (69.12)	20,125.83 (120.73)	15,997.71 (56.59)	21,444.23 (48.72)
4	**Loans and Advances (*percentage*)**	316.16 (2.22)	87.80 (0.49)	104.01 (0.62)	339.84 (1.20)	64.50 (0.15)

Source: Finance Accounts

Includes GIA booked as Capital Expenditure instead of Revenue Expenditure as detailed under **Table 3.15.*

It is observed that over the last five years, public debt receipts increased by 208.88 *per cent* from ₹ 14,249.63 crore in 2019-20 to ₹ 44,013.85 crore in 2023-24. The share of borrowings used for repaying earlier loans increased from 22.24 *per cent* in 2019-20 to 46.97 *per cent* in 2023-24. The increasing percentage indicates raised reliance on borrowed funds for debt servicing. Out of public debt receipts of ₹ 44,013.85 crore during 2023-24, the State Government utilised 48.72 *per cent* for incurring capital expenditure (₹ 21,444.23 crore) and 46.91 *per cent* (₹ 20,645.07 crore) for repayment of earlier borrowings and payment towards ways and means advances taken during the year.

2.8.2 Status of Guarantees – Contingent Liabilities

Guarantees are liabilities contingent on the Consolidated Fund of the State in case of default by the borrower for whom the guarantee has been extended. According to FRBM Act, State Government guarantees are to be restricted to 50 *per cent* of the State's Tax and Non-Tax Revenue of the second preceding year.

The details of outstanding guarantees given by the State Government including interest liability during the five-year period from 2019-20 to 2023-24 are shown in **Table 2.45**:

Table 2.45: Guarantees given by Government of Assam

(₹ in crore)

Guarantees	2019-20	2020-21	2021-22	2022-23	2023-24
Outstanding amount of guarantees including interest liability	83.42	77.72	311.76	1,166.49	2,241.30
Criteria as per the AFRBM Act, 2005	State Government guarantees shall be restricted at any point of time to 50 *per cent* of State's own tax and non-tax revenue of the second preceding year as reflected in the books of accounts maintained by Accountant General (A&E).				

Source: Finance Accounts

Government had guaranteed loans raised by various Corporations and Others which at the end of 2023-24 stood at ₹ 2,241.30 crore. It was 9.70 *per cent* of State's Own Tax and Non-Tax Revenue of the second preceding year (₹ 23,112.85 crore) *i.e.,* well within the limit prescribed in the State FRBM Act. Out of the total outstanding guarantees, ₹ 2,193.13 crore (97.85 *per cent*) pertained to Assam Infrastructure Financing Authority (AIFA).

2.8.3 Management of Cash Balances

As per an agreement with the Reserve Bank of India, State Governments have to maintain a minimum daily cash balance with the Bank. Presently, this limit is fixed at ₹ 1.08 crore for the State of Assam. If the balance falls below the agreed minimum on any day, the deficiency is made good by taking Normal Ways and Means Advances (NWMA)/ Special Ways and Means Advances (SWMA)/Overdrafts (OD) from time to time.

The limit for NWMA to the State Government was ₹ 1,243.00 crore with effect from 01 April 2022 and the limit of SWMA is revised by the bank from time to time. The State Government maintained the minimum daily cash balance with the RBI for 278 days during 2023-24 and both NWMA and SWMA were availed for remaining 88 days during the year. In absolute terms, the State Government availed Ways and Means Advances worth ₹ 16,242.25 crore (SWMA: ₹ 16,179.83 crore + NWMA: ₹ 62.42 crore) and paid an amount of ₹ 8.33 crore as interest during the year.

Table 2.46 and **Chart 2.25** depict the cash balances and investments made out of these by the State Government during the year.

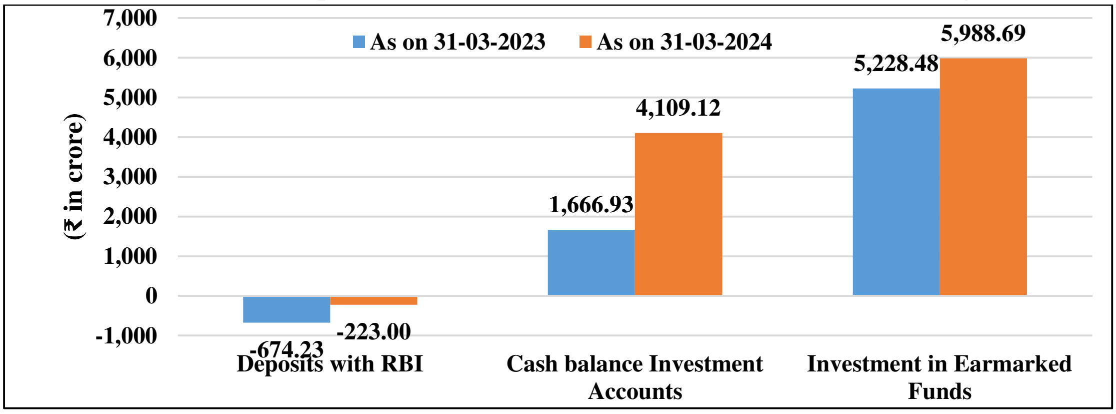
Table 2.46: Cash Balances and their investment

(₹ in crore)

	Opening balance on 01 April 2023	Closing balance on 31 March 2024
A. General Cash Balance		
Cash in treasuries	0.00	0.00
Deposits with Reserve Bank of India[21]	(-) 674.23	(-) 223.00
Deposits with other Banks	0.00	0.00
Remittances in transit – Local	0.00	0.00
Total	**(-) 674.23**	**(-) 223.00**
Investments held in Cash Balance Investment Account	1,666.93	4,109.12
Total (A)	**992.70**	**3,886.12**
B. Other Cash Balances and Investments		
Cash with Departmental Officers *viz*., Public Works, Forest Officers	7.95	7.47
Permanent advances for contingent expenditure with department officers	0.47	0.47
Investment in earmarked funds	5,228.48	5,988.69
Total (B)	**5,236.90**	**5,996.63**
Total (A + B)	**6,229.60**	**9,882.75**

Source: Finance Accounts

Chart 2.25: Major Components of Cash balances of the State Government during 2023-24



Source: Finance Accounts

Cash Balances of the State Government at the end of the current year increased by ₹ 3,653.15 crore from ₹ 6,229.60 crore in 2022-23 to ₹ 9,882.75 crore in 2023-24. During the year investment in Treasury Bills increased by ₹ 2,442.19 crore from ₹ 1,666.93 crore in 2022-23 to ₹ 4,109.12 crore in 2023-24. Further, investment in earmarked funds also increased by ₹ 760.21 crore from ₹ 5,228.48 crore in 2022-23 to ₹ 5,988.69 crore in 2023-24.

Earmarked funds are mainly two funds *i.e.,* Consolidated Sinking Fund and Guarantee Redemption Fund. Out of the total investment of ₹ 5,988.69 crore in earmarked funds, ₹ 5,902.83 crore was invested in the Consolidated Sinking Fund and ₹ 85.44 crore in Guarantee Redemption Fund at the end of the year. Interest earned from earmarked funds are credited back to the funds to which these relate for their investment by RBI.

[21] There is a difference of ₹ 247.16 crore between Closing Cash Balance as per Accounts (₹ 223.00 crore) and as per RBI (₹ 24.16 crore).

State Government also invests its surplus cash balance in short and long-term GoI Securities and Treasury Bills. The interest earned from such investments are credited as receipts under the head '0049-Interest Receipts'. The State Government has earned an interest of ₹ 12.88 crore from the short-term investments made in Treasury Bills during 2023-24.

The cash balance investments of the State during the five-year period 2019-20 to 2023-24 are given in **Table 2.47**.

Table 2.47: Cash Balance Investment Account (Major Head-8673)

(₹ in crore)

Year	Opening Balance	Closing Balance	Increase (+)/ decrease (-)	Interest earned
2019-20	8,262.27	2,932.60	-5,329.67	382.86
2020-21	2,932.60	6,905.27	3,972.67	68.66
2021-22	6,905.27	8,295.14	1,389.87	71.19
2022-23	8,295.14	1,666.93	-6,628.21	26.70
2023-24	1,666.93	4,109.12	2,442.19	12.88

Source: Finance Accounts

The trend analysis of the cash balance investment of the State Government revealed that investment in treasury bills fluctuated significantly during 2019-24. Interest earned from such investments also showed a decreasing trend and stood at ₹ 12.88 crore during the period.

The State Government maintained the minimum daily cash balance with RBI for only 278 days during 2023-24 and availed Ways and Means Advances totalling ₹ 16,242.25 crore for the remaining 88 days, incurring ₹ 8.33 crore as interest.

Chart 2.26 compares the balances available in the Cash Balance Investment Account and the Market Loans taken by the State during the period 2019-24. Market Loans were taken at higher interest rates whereas investment in Treasury Bills yielded interest at lower rates.

Chart 2.26: Market loans *vis-à-vis* Cash Balance Investment Account

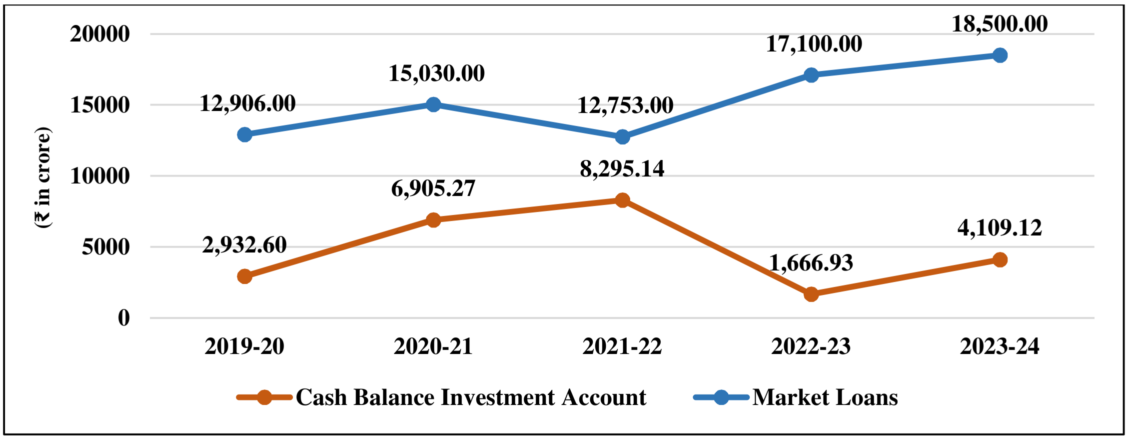
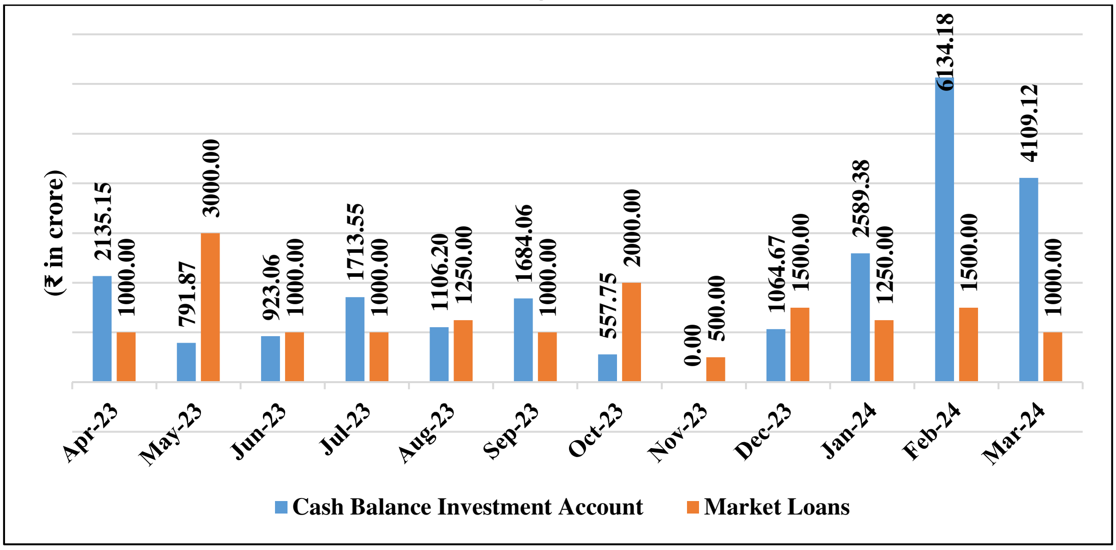


Chart 2.27 compares the month-wise Cash Balance Investment Account with the market loans obtained by the State.

Chart 2.27: Month-wise movement of Cash Balances Investment Account and market loans during 2023-24



The State Government may keep the funds available in Cash Balance Investment Account in mind before deciding on the quantum of funds to be borrowed from open market.

2.9 Salient features

Deficit indicators, revenue augmentation and expenditure management are major yardsticks for judging the fiscal performance of the Government. Comparison of key parameters of State Finances during 2023-24 with that of the previous year *i.e.*, 2022-23 is summarised in **Table 2.48**.

Table 2.48: Key parameters

Positive Indicators	Parameters requiring close watch
⇑ Increase in Capital Expenditure by 34.05 *per cent.*	⇓ The State had a Revenue Deficit of ₹ 2,628.41 crore against target of Revenue Surplus fixed under AFRBM Act.
⇑ Outstanding liabilities to GSDP ratio (25.77 *per cent*) remained within AFRBM target (32 *per cent*).	⇓ Fiscal Deficit of the State at 3.66 *per cent* was marginally above the target of 3.50 *per cent* fixed under AFRBM Act.

2.10 Conclusion

- The fiscal position of the State is viewed in terms of key fiscal parameters-Revenue Deficit/ Surplus, Fiscal Deficit/ Surplus and Primary Deficit/ Surplus. During 2023-24, the State had a Revenue Deficit of ₹ 2,628.41 crore which was 0.46 *per cent* of GSDP during the year. Fiscal Deficit during 2023-24 was ₹ 20,854.69 crore which was 3.66 *per cent* of GSDP and Primary Deficit at ₹ 12,715.52 crore stood at 2.23 *per cent* of GSDP.
- Revenue Receipts during the year 2023-24 were ₹ 91,534.49 crore, which increased by ₹ 1,792.19 crore (2.00 *per cent*), as compared to 2022-23 (₹ 89,742.30 crore). State's Own Tax Revenue increased by ₹ 3,676.10 crore

(15.00 *per cent*) compared to the previous year (₹ 24,502.02 crore), while Non-Tax Revenue increased by ₹ 141.59 crore (2.46 *per cent*) during the year as compared to 2022-23 (₹ 5,761.31 crore). Grants-in-Aid from GoI decreased by ₹ 7,661.81 crore (25.72 *per cent*) as compared to the previous year (₹ 29,784.71 crore) whereas State's Share of Union taxes and Duties increased by ₹ 5,636.31 crore (18.98 *per cent*) during 2023-24 as compared to the previous year (₹ 29,694.26 crore). During 2023-24, revenue collection under State Goods and Services Tax increased by ₹ 2,089.19 crore (16.63 *per cent*) from ₹ 12,564.45 crore in 2022-23 to ₹ 14,653.64 crore in 2023-24.

- Revenue Expenditure during the year 2023-24 was ₹ 94,162.90 crore, constituting 81.41 *per cent* of the Total Expenditure of ₹ 1,15,671.63 crore. There was a misclassification of ₹ 5,658.63 crore due to Grants-in-Aid given by the State Government to the local bodies or individual entities under various Central Schemes during the year. These were classified Capital expenditure instead of Revenue Expenditure, resulting in overstatement of Capital expenditure and understatement of Revenue Expenditure to that extent.
- Committed expenditure of the Government like salary & wages, pensions, interest payments steadily increased by ₹ 18,960.25 crore (45.70 *per cent*) during the last five-year period 2019-24. The Committed expenditure during 2023-24 was ₹ 60,446.03 crore (66.04 *per cent* of Revenue Receipts of ₹ 91,534.49 crore and 64.19 *per cent* of Revenue Expenditure of ₹ 94,162.90 crore).
- The State Government short contributed ₹ 354.81 crore to National Pension System since inception of the Scheme creating an avoidable future liability to the Government. As on 31 March 2023, an amount of ₹ 270.43 crore remained in the Public Account on which interest of ₹ 28.11 crore was payable in 2023-24.
- Capital Expenditure is the expenditure incurred for creation of fixed infrastructure assets such as roads, building, *etc.* During the year the State's Capital Expenditure increased by ₹ 5,446.52 crore (34.05 *per cent*) from ₹ 15,997.71 crore during 2022-23 to ₹ 21,444.23 crore during 2023-24.
- During 2023-24, the State Government invested ₹ 4,351.54 crore in Government Companies (₹ 2,473.54 crore), Statutory Corporations (₹ 1,411.65 crore), Joint Stock Companies (₹ 411.46 crore), Banks (₹ 21.53 crore) and Co-operatives (₹ 33.36 crore). As on 31 March 2024, the State Government's investment stood at ₹ 11,474.30 crore in those Companies/ Corporations and Co-operative societies. Out of the investments, they received returns of ₹ 185.10 crore as dividend during the year.
- As on 01 April 2023, the State had a balance of ₹ 1,103.01 crore lying in the State Disaster Response Fund. Government of Assam had neither invested the balances in SDRF in any of the instruments specified in the Guidelines, nor had it paid the half-yearly interest on the balance lying in the Fund in violation of SDRF guidelines. The unpaid interest of ₹ 111.25 crore by GoA led to understatement of Revenue Deficit to that extent (during 2023-24) and accumulated liabilities for future.

- Outstanding Debt of the State rapidly increased by 103.34 *per* cent from ₹ 72,256.52 crore in 2019-20 to ₹ 1,46,927.84 crore in 2023-24. The Outstanding liabilities/ GSDP ratio increased from 20.83 *per cent* in 2019-20 to 25.77 *per cent* in 2023-24 due to increased borrowings from the open market. The State used about seven to nine *per cent* of its Revenue Receipts for payment of interest on the Outstanding Debt at an average rate of interest ranging between 6.46 *per cent* and 7.12 *per cent*, during the five-year period 2019-24.
- The maturity profile of outstanding stock of the State public debt as on 31 March 2024 indicated that 55.04 *per cent* (₹ 68,452.42 crore) of the debt is payable within the next seven years while the remaining 44.96 *per cent* (₹ 55,923.66 crore) is in the maturity bracket of more than seven years.
- Public debt constituted 84.65 *per cent* of total debt at the end of 2023-24. During the year, it grew at the rate of 23.14 *per cent i.e.*, the second lowest in the last five-year period. Average growth rate of public debt (23.83 *per cent*) also outpaced the average growth rate of GSDP (13.33 *per cent*) during the year. These all indicate that there would be increased pressure of interest payment on public debt in forthcoming years.
- Public debt receipts increased by 208.88 *per cent* from ₹ 14,249.63 crore in 2019-20 to ₹ 44,013.85 crore in 2023-24. Out of public debt receipts of ₹ 44,013.85 crore during 2023-24, the State Government utilised 48.72 *per cent* (₹ 21,444.23 crore) for capital expenditure and remaining for repayment of earlier loan *etc.,* taken in earlier years.

2.11 Recommendations

i. *State Government may take necessary steps to reduce the Fiscal Deficit and to achieve the targets specified under the AFRBM Act.*

ii. *State Government may undertake a rigorous exercise to meet its liability for NPS including short contribution of its share and interest liability and the balance funds to be transferred to NSDL, the pension authority, to ensure that the NPS employees are not deprived of returns. The prescribed procedure for accounting the NPS related transactions should be adhered to scrupulously to avoid future liability.*

iii. *State Government should review the functioning of the loss-making State Public Sector Undertakings in the State considering the investment and negligible returns on investments.*

iv. *The State Government may invest the balances lying in State Disaster Response Fund as per the guidelines.*

v. *In view of the increasing growth rate of its public debt, the State Government may make efforts to augment its own Revenues and manage its Revenue Expenditure efficiently so as to avoid pressure on repayment of Public Debt and interest liabilities on Public Debt in forthcoming years.*

vi. *The State Government may keep the cash balance position in mind while taking any decision on raising market loans.*

Chapter 3
Budgetary Management

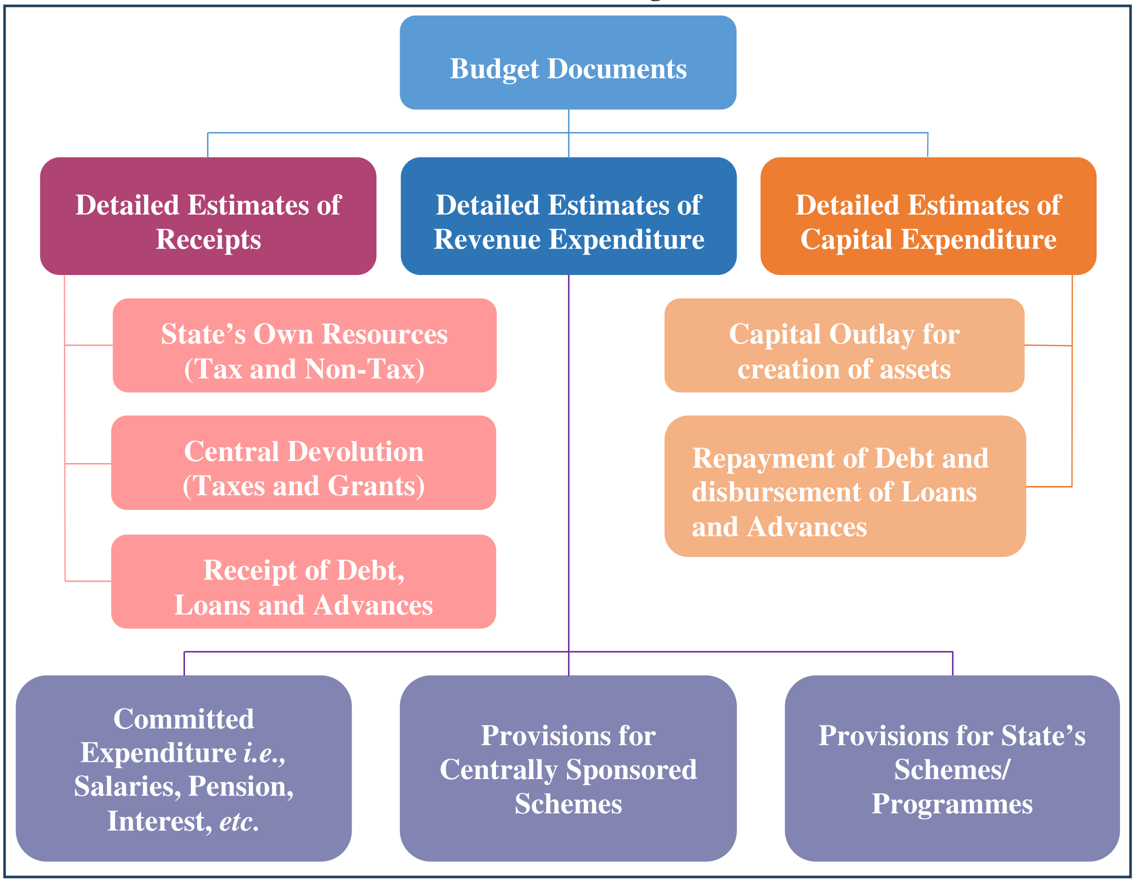
Chapter 3 Budgetary Management

3.1 Budget Process

In compliance with Article 202 of the Constitution of India, in respect of every financial year, a statement of the estimated receipts and expenditure of the State for that year, called the "annual financial statement (Budget)" is to be laid before the State Legislature. The estimates of the expenditure show 'charged' and 'voted' items[22] of expenditure separately and distinguish expenditure on revenue account from other expenditure. Legislative authorisation is necessary before incurring any expenditure by the State Government.

As per the Assam Budget Manual, the Finance Department is responsible for preparation of the annual budget by obtaining estimates from various departments. The departmental estimates of receipts and expenditure are prepared by Controlling Officers on the advice of the heads of departments and submitted to the Finance Department on prescribed dates. The Finance Department consolidates the estimates and prepares the Detailed Estimates called 'Demand for Grants'. The State budget comprises following documents as given in **Chart 3.1**.

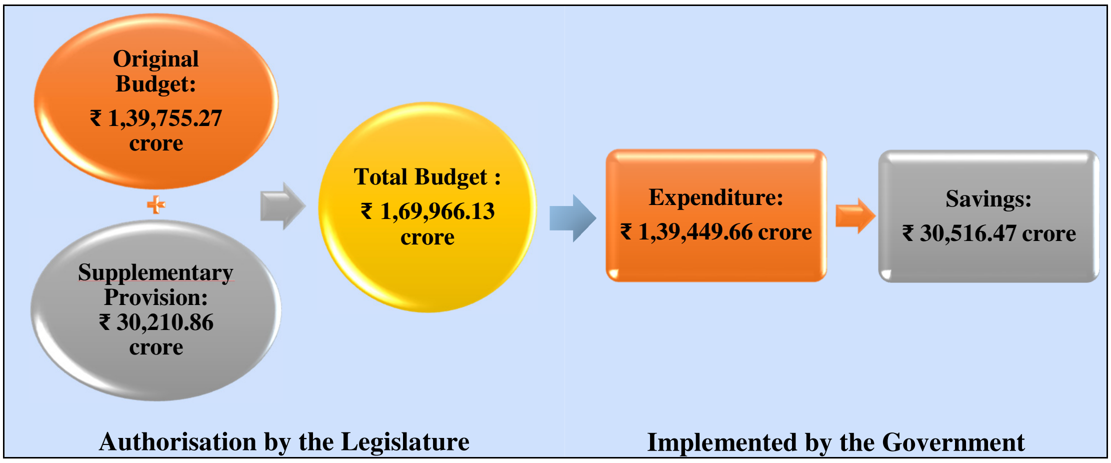
Chart 3.1: Details of State Budget Documents



[22] **Charged expenditure:** Certain categories of expenditure (*e.g.,* salaries of Constitutional authorities, loan repayments, *etc.*), constitute a charge on the Consolidated Fund of the State and are not subject to vote by the Legislature. **Voted expenditure:** All other expenditure is voted by the Legislature.

The various components of budget are depicted in **Chart 3.2**.

Chart 3.2: Flow chart of budget implementation



Source: Appropriation Accounts

The net savings of ₹ 30,516.47 crore was the result of gross savings of ₹ 32,688.74 crore offset by an excess expenditure of ₹ 2,172.27 crore during the year.

Chart 3.2 shows that the Supplementary Grant of ₹ 30,210.86 crore[23] was unnecessary as the gross expenditure (₹ 1,39,449.66 crore) was less than the Original provision (₹ 1,39,755.27 crore) by ₹ 305.61 crore. This was indicative of over estimation and need for better financial management. The issue of unnecessary supplementary provisions has been discussed in detail under **Paragraph 3.3.3**.

3.1.1 Summary of total provisions, actual disbursements and savings during financial year 2023-24

A summarised position of total budget provision, disbursement and savings/ excess with bifurcation into voted/ charged during the year 2023-24 is given in **Table 3.1**.

Table 3.1: Budget provision, disbursement and savings/ excess during 2023-24

(₹ in crore)

	Total Budget provision		Disbursements		Savings (-)/ Excess	
	Voted	Charged	Voted	Charged	Voted	Charged
Revenue	1,07,190.55	11,243.40	86,524.21	10,523.46	-20,666.34	-719.94
Capital Outlay	31,394.59	4.30	21,689.08	3.34	-9,705.51	-0.96
Loans and Advances	217.36	-	64.50	-	-152.86	-
Public Debt	-	19,915.93	-	20,645.07	-	729.14
Total	**1,38,802.50**	**31,163.63**	**1,08,277.79**	**31,171.87**	**-30,524.71**	**8.24**

As can be seen from **Table 3.1**, during the year 2023-24, Government of Assam (GoA) incurred total expenditure of ₹ 1,39,449.66 crore against the total grants and appropriations of ₹ 1,69,966.13 crore resulting in overall savings of ₹ 30,516.47 crore. These savings stood at 17.95 *per cent* of total grants and appropriations made for the year.

[23] ₹ 6,231.38 crore in September 2023, and ₹ 23,979.48 crore in February 2024.

These savings may be seen in the context of the over estimation[24] of receipts of ₹ 1,65,215.70 crore by the State Government and the estimation on the expenditure side being ₹ 1,69,966.13 crore during the year 2023-24. As against the estimated receipts, the total receipts in the Consolidated Fund of State were ₹ 1,38,830.79 crore only thereby restricting the gross expenditure during the year to ₹ 1,39,449.66 crore. This implied that the savings were notional, as the funds were not actually available for expenditure.

3.1.2 Charged and Voted disbursements

The break-up of total disbursement into charged and voted during the last five years (2019-24) is given in **Table 3.2**.

Table 3.2: Trend of Disbursement into Charged and Voted during 2019-24

(₹ in crore)

Year	Disbursements			Savings (-)/ Excess		
	Voted	Charged	Total	Voted	Charged	Total
2019-20	74,951.06	8,080.01	**83,031.07**	-35,317.53	-1,367.08	**-36,684.61**
2020-21	75,350.30	7,538.33	**82,888.63**	-38,558.11	-894.92	**-39,453.03**
2021-22	97,689.85	10,124.77	**1,07,814.62**	-27,691.20	-1,048.87	**-28,740.07**
2022-23	1,10,769.76	18,116.07	**1,28,885.83**	-31,552.24	3,912.44	**-27,639.80**
2023-24	1,08,277.79	31,171.87	**1,39,449.66**	-30,524.71	8.24	**-30,516.47**

Source: Appropriation Accounts

It can be seen from **Table 3.2** that the savings ranged between ₹ 27,639.80 crore (2022-23) and ₹ 39,453.03 crore (2020-21) during the last five-year period, *i.e.*, 2019-24. The persistent savings reflects either overestimation in budget planning or delays in project execution and fund utilisation. While savings indicate fiscal discipline, consistent underspending may also suggest inefficiencies in administrative execution or delays in developmental projects.

3.1.3 Budget marksmanship

Aggregate Budget Outturn

Aggregate Budget Outturn measures the extent to which the aggregate budget expenditure outturn/ actual expenditure reflects the amount originally approved, both in terms of less than approved and in excess of approved.

Table 3.3: Difference between Budget Estimates and Actual Outturn

(₹ in crore)

Description	Budget Estimates (BEs)	Actual Outturn	Difference between Actual and BEs*
Revenue	1,11,336.59	97,047.67	-14,288.92
Capital	28,418.68	42,401.99	13,983.31
Total	**1,39,755.27**	**1,39,449.66**	**-305.61**

** Excess of actuals over BE is denoted as (+) figure.*

In Revenue section, deviation in outturn compared with BE was -12.83 *per cent*. This was due to deviation between 0 and ± 25 *per cent* in 42 grants/ appropriations, between

[24] As per Budget documents

± 25 *per cent* and ± 50 *per cent* in 28 grants, between ± 50 *per cent* and ± 100 *per cent* in nine grants and equal to or more than ± 100 *per cent* in two grants.

In Capital section, deviation in outturn compared with BE was 49.20 *per cent*. This was due to deviation between 0 and ± 25 *per cent* in 15 grants, between ± 25 *per cent* and ± 50 *per cent* in 20 grants/ appropriations, between ± 50 *per cent* and ± 100 *per cent* in 27 grants/ appropriations and equal to or more than ± 100 *per cent* in 12 grants/ appropriations.

Expenditure Composition Outturn

Expenditure Composition Outturn measures the extent to which re-allocations between the main budget categories during execution have contributed to variance in expenditure composition.

Table 3.4: Difference between Revised Estimate and Actual Outturn

(₹ in crore)

Description	BEs	Revised Estimates (REs)	Actual Outturn	Difference between BEs and REs	Difference between Actual and REs*
Revenue	1,11,336.59	1,18,433.95	97,047.67	7,097.36	-21,386.28
Capital	28,418.68	51,532.18	42,401.99	23,113.50	-9,130.19
Total	**1,39,755.27**	**1,69,966.13**	**1,39,449.66**	**30,210.86**	**-30,516.47**

** Shortage of actuals over REs is denoted as (-) figure*

In Revenue section, deviation in outturn compared with RE was -18.06 *per cent*. This was due to deviation between 0 and ± 25 *per cent* in 36 grants/ appropriations, between ± 25 *per cent* and ± 50 *per cent* in 35 grants/ appropriations, between ± 50 *per cent* and ± 100 *per cent* in eight grants and equal to or more than 100 *per cent* in two grants.

In Capital section, deviation in outturn compared with RE was -17.72 *per cent*. This was due to deviation between 0 and ± 25 *per cent* in 19 grants/ appropriations, between ± 25 *per cent* and ± 50 *per cent* in 22 grants/ appropriations, between ± 50 *per cent* and ± 100 *per cent* in 26 grants and equal to or more than 100 *per cent* in seven grants.

3.2 Appropriation Accounts

Appropriation Accounts are accounts of the expenditure of the Government for each financial year, compared with the amounts of grants voted and appropriations charged for different purposes as specified in the schedules appended to the Appropriation Act passed under Articles 204 and 205 of the Constitution of India. Appropriation Accounts are on gross basis. These Accounts depict the original budget provision, supplementary grants, surrenders and re-appropriations distinctly and indicate actual Capital and Revenue Expenditure on various specified services *vis-à-vis* those authorised by the Appropriation Act in respect of both Charged and Voted items of budget. Appropriation Accounts thus facilitate understanding of utilisation of funds, the management of finances and monitoring of budgetary provisions and are, therefore, complementary to the Finance Accounts.

Audit of appropriations by the CAG seeks to ascertain whether the expenditure actually incurred under various grants is in accordance with the authorisation given under the

Appropriation Act and that the expenditure required to be charged under the provisions of the Constitution (Article 202) is so charged. It also ascertains whether the expenditure incurred is in conformity with the laws, relevant rules, regulations and instructions.

3.3 Integrity of budgetary and accounting process

3.3.1 Expenditure incurred without authority of law

No money shall be withdrawn from the Consolidated Fund of the State except under appropriation made by law passed in accordance with the provisions of the Article 204 of the Constitution. Expenditure on new scheme should not be incurred on a scheme/ service without provision of funds except after obtaining additional funds by re-appropriation, supplementary grant or appropriation or an advance from the Contingency Fund of the State.

As per Article 115(1)(a) and 205(1)(a) of the Constitution, New Service means expenditure arising out of a new policy decision, not brought to the notice of Parliament/ State Assembly earlier, including a new activity or a new form of investment. 'New Instrument of Service' means relatively large expenditure arising out of important expansion of an existing activity.

Similarly, as per Para 8.3 Assam Budget Manual, 2012, no expenditure can be incurred under any Head (Major/ Minor or Sub-Head) without budget provision or in anticipation of a Supplementary Grant/ Appropriation or prior to provision of funds by Re-appropriation.

During 2023-24, an expenditure of ₹ 383.54 crore was incurred in eight Sub-heads under the Appropriation 'PD Public Debt and Servicing of Debt' (₹ 50 lakh and above in each case) without budget provision as detailed in ***Appendix 3.1***. Further, out of eight sub-heads, the details of three sub-heads with expenditure in excess of ₹ 50 crore without budget provision is given in **Table 3.5**.

Table 3.5: Expenditure incurred without budget provision during 2023-24

(₹ in crore)

Sl. No.	Grant	Heads of Account	Sub-Head	Expenditure
1	PD Public Debt and Servicing of Debt	2049-01-101	{6307} 7.72% Assam State Govt. Securities, 2033	77.20
2			{6320} 7.45% Assam State Govt. Securities, 2033	74.50
3			{6321} 7.34% Assam State Govt. Securities, 2033	73.40
	Total			**225.10**

Source: Appropriation Accounts

Expenditure without budget is violative of financial regulations as well as the will of the Legislature. This is also indicative of the need for greater financial discipline in Government Departments.

During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department assured to take corrective measures.

3.3.2 Incorrect classification of Head of Account in Budget Estimates

Misclassification of expenditure and receipts has a great impact on the integrity of the financial statements. Article 202 of the Constitution prescribes that, in respect of every financial year, a statement of the estimated receipts and expenditure of the State for that year, called the "Annual Financial Statement" (or the "budget"), is to be laid before both the Houses of the State Legislature. The estimates of expenditure are classified under 'charged' (such expenditure 'as' is not to be submitted to the vote of the Legislative Assembly under the provisions of the Constitution) and 'voted' items of expenditure separately. Annual Financial Statement distinguishes expenditure on revenue account from other expenditure as explained in **Chapter 1 (Paragraph 1.3)**.

General Financial Rules categorise the primary units of appropriation. There are specific object heads meant for obtaining provision for acquisition of Capital Assets and other Capital Expenditure. These object heads pertaining to booking of expenditure of capital nature should correspond with capital major heads only. However, there are instances where object heads of revenue nature are incorrectly operated with capital major heads and *vice-versa*, for example Grants-in-Aid.

Classification of expenditure of revenue nature as capital expenditure or *vice-versa*, results in overstatement/ understatement of Revenue/ Capital Expenditure and Revenue Deficit/ Surplus.

As per IGAS 2, Grants-in-Aid disbursed by a grantor to a grantee shall be classified and accounted for as Revenue Expenditure irrespective of the purpose for which the funds disbursed as Grants-in-Aid are to be spent by the grantee, except in cases where it has been specifically authorised by the President on the advice of the Comptroller and Auditor General of India. It is observed that Grants-in-Aid of ₹ 5,658.63 crore were budgeted and expended under Capital Section instead of Revenue, in violation of IGAS 2.

Further, Government of Assam budgeted and spent an amount of ₹ 0.31 crore on "Major Works" and ₹ 10.79 crore on "Repayment of Principal" under the Revenue Section, ₹ 62.60 crore on "Minor Works", ₹ 15.09 crore on "Maintenance" and ₹ 18.90 crore on "Office Expenses" under the Capital Section.

Non-compliance/ misclassification led to understatement of Revenue Deficit and overstatement of Capital Expenditure during the year.

3.3.3 Unnecessary/ Excessive Supplementary Grants

As per Article 205 of the Constitution, a Supplementary or Additional Grant or Appropriation over the provision made by the Appropriation Act for the year can be made during the current financial year but not after the expiry of the current financial year. When such additional expenditure is found to be inevitable and there is no possibility of effecting savings within the grant to cover the excess by re-appropriation, the Secretary in the Department concerned proposes to the Finance Department for supplementary or additional grant or appropriation.

The Assam Budget Manual (ABM), 2012 permits obtaining a Supplementary Grant/ Appropriation if the budgetary provision falls short and a commitment for expenditure has already been made under the orders of the competent authority.

Besides approving original budget of ₹ 1,39,755.27 crore for the year 2023-24, the State Legislature also approved two supplementaries of ₹ 30,210.86 crore in 65 Grants/ Appropriations under 94 Segments[25] (Cash Supplementary under 93 Segments and Technical Supplementary under one Segment). Audit analysis of utilisation of these supplementary allocations showed that Supplementary provision of only ₹ 22,414.24 crore (74.19 *per cent*) was required in 22 Segments of 20 Grants/ Appropriations where the final expenditure exceeded the original budget provision. Even in these cases, the supplementary provisions of ₹ 24,613.92 crore proved excessive in case of 21 segments while in one segment, the supplementary proved inadequate, as shown in ***Appendix 3.2***. In 71 Segments of 53 Grants/ Appropriations, the Supplementary Budgetary allocation of ₹ 5,628.14 crore made was unnecessary, as the actual expenditure was less than the Original Budgetary allocation, as shown in ***Appendix 3.3***.

Table 3.6 shows seven Segments where Supplementary Budget of ₹ 250 crore and more in each case, was provided despite the actual expenditure falling short of the Original Budgetary allocation.

Table 3.6: Instances of Unnecessary Supplementary Budget Allocation of ₹ 250 crore and more

(₹ in crore)

Sl. No.	Grant	Segment	Budget (Original)	Expenditure	Savings (-) Against Original Budget	Budget (Supple-mentary)
1	25 Miscellaneous General Services and Others	Revenue-Voted	7,010.27	5,899.15	-1,111.12	805.70
2	29 Medical and Public Health	Capital-Voted	803.35	660.07	-143.28	264.15
3	29 Medical and Public Health	Revenue-Voted	6,325.78	5,833.71	-492.07	461.94
4	41 Natural Calamities	Revenue-Voted	1,428.96	1,349.30	-79.66	378.40
5	48 Agriculture		1,905.92	1,845.41	-60.51	381.53
6	71 School Education	Revenue-Voted	15,498.05	14,936.57	-561.48	1,868.55
7	PD Public Debt and Servicing of Debt	Revenue-Charged	10,815.37	10,389.17	-426.20	250.00
Total			**43,787.70**	**40,913.38**	**-2,874.32**	**4,410.27**

Source: Appropriation Accounts

Thus, it can be concluded that the large Supplementary grants of ₹ 30,210.86 crore led to a further increase in the savings against the Budget.

Seeking supplementary grants without requirement is indicative of poor budgetary management by the State Government. Further, it is also clear that there is absence of

[25] Allocation within a Grant/Appropriation under each combination of Voted/ Charged and Revenue/ Capital is a separate segment.

allocative efficiency and utilisation efficiency by departments which led to excess expenditure in some grants and savings in others.

Audit has been regularly pointing out the issue of practice of large cash supplementaries by the State. Subsequently, the Finance Department, vide its Memorandum dated 02 February 2024 amended the Assam Budget Manual by including "Technical Supplementary Demand for Grant" in Para 8.2 of Chapter 8. This provision would provide flexibility to all the Administrative Departments for transferring savings/ unutilised funds from one section of the Grant to other.

During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department agreed to avoid unnecessary/ excessive supplementary grants.

3.3.4 Irregular/ Unnecessary/ Excessive Re-appropriation of Funds

Re-appropriation is transfer of funds within a grant from one unit of appropriation, where savings are anticipated, to another unit where need for additional funds is identified.

As per Paragraph 9.1 of the ABM, 2012, Re-appropriation should neither be made for a New Service not contemplated in the budget for the year, nor for an object not specifically included in that estimates and for which no provision has been made. As per Paragraph 9.2 of ABM, 2012, Finance Department has the power to sanction/ authorise any re-appropriation within a Grant, which does not involve the undertaking of a recurring liability.

During 2023-24, re-appropriation of ₹ 8.55 crore was made in three Sub-Heads under two Grants without any budget provision as detailed in **Table 3.7**.

Table 3.7: Re-Appropriation without Budget Provision

(₹ in crore)

Sl. No.	Grant	Head of Account (Major Head to Minor Head)	Sub Head	Budget Provision (O+S)	Re-Appropriation	Expenditure
1	26 Education (Higher)	2202-03-103	{7089} New Model Degree College under RUSA 1.0	0.00	4.41	0.00
2			{6310} Management, Monitoring, Evaluation, Research under RUSA (MMER)	0.00	0.14	0.00
3	63 Water Resources	4711-01-103	{1763} Assistance from NABARD	0.00	4.00	0.00
Total				**0.00**	**8.55**	**0.00**

Source: Appropriation Accounts

Further, audit analysis revealed that re-appropriation proved excessive and resulted in huge savings in 20 Sub-Heads (₹ 10 crore and above in each case), details of which are given in ***Appendix 3.4***. Out of those 20 Sub-Heads, the final savings were ₹ 50 crore or more in six Sub-Heads, as detailed in **Table 3.8**.

Table 3.8: Excessive re-appropriation (with final savings of ₹ 50 crore and above)

(₹ in crore)

Sl. No.	Grant	Head of Account (Major Head to Minor Head)	Sub Head	Segment/ Tribal Indicator	Savings (-)/ Excess (OS)	Re-Appropriation	Savings (-)/ Excess (OSR)
1	17 Administrative and Functional Buildings	4059-60-051	{4548} Construction of Stadium	Capital-Voted/ NTA	8.95	59.43	-50.48
2	25 Miscellaneous General Services and Others	2075-00-800	{1640} Assam Infrastructure Financing Authority	Revenue-Voted/ NTA	25.00	299.00	-274.00
3	57 P&RD (Rural Development)	2216-03-789	{5689} Pradhan Mantri Awas Yojana (Gramin)	Revenue-Voted/ NTA	212.82	459.83	-247.01
4		2216-03-796			460.34	919.07	-458.73
5	57 P&RD (Rural Development)	2505-02-101	{6249} MGNREGA-Administration	Revenue-Voted/ NTA	71.40	122.58	-51.18
6	64 Roads and Bridges	3054-03-337	{0189} Maintenance & Repairs	Revenue-Voted/ NTA	18.67	85.00	-66.33
Total					**797.18**	**1,944.91**	**-1,147.73**

Source: Detailed Appropriation Accounts

Further, re-appropriation proved unnecessary in 44 Sub-Heads, as the re-appropriated amount ultimately resulted in even larger savings. The complete list of Heads of Account where funds were re-appropriated, and where the final savings was ₹ 10 crore or more, is given in ***Appendix 3.5***. Of these, 44 Sub-Heads where re-appropriation was unnecessary, the final savings in case of 10 Sub-Heads was ₹ 50 crore or more, as shown in **Table 3.9**.

Table 3.9: Unnecessary re-appropriation of funds (with final savings of ₹ 50 crore and above)

(₹ in crore)

Sl. No.	Grant	Head of Account	Sub Head	Segment/ Tribal Indicator	Savings (-) / Excess (OS)	Re-Appropriation	Savings (-) / Excess (OSR)
1	14 Police	2055-00-101	{0443} Special Branch	Revenue-Voted/ NTA	-95.47	0.91	-96.38
2	14 Police	2055-00-104	{0446} Armed Police Battalions	Revenue-Voted/ NTA	-182.45	3.44	-185.89
3	14 Police	2055-00-111	{0475} Supervising Staff	Revenue-Voted/ NTA	-61.67	0.97	-62.64
4	14 Police	2055-00-800	{0482} Relief Operation in Connection with Disturbance	Revenue-Voted/ NTA	-118.45	52.98	-171.43

Sl. No.	Grant	Head of Account	Sub Head	Segment/ Tribal Indicator	Savings (-) / Excess (OS)	Re-Appropriation	Savings (-) / Excess (OSR)
5	14 Police	4055-00-207	{0482} Relief Operation in Connection with Disturbance	Capital-Voted/ NTA	-144.85	0.30	-145.15
6	29 Medical and Public Health	4210-03-001	{0172} Headquarters Establishment	Capital-Voted/ NTA	-210.75	5.00	-215.75
7	39 Women & Child Development	2235-02-796	{0177} Implementation of Integrated Child Development Service Schemes (ICDS)	Revenue-Voted/ NTA	-80.41	30.59	-111.00
8	64 Roads and Bridges	3054-80-001	{1382} Execution (General)	Revenue-Voted/ NTA	-242.72	1.50	-244.22
9	64 Roads and Bridges	5054-03-337	{0337} General Road Works	Capital-Voted/ NTA	-1,065.32	358.00	-1,423.32
10	64 Roads and Bridges	5054-03-800	{3037} Loan Assistance from NABARD under RIDF-II for Completion of Ongoing and Incomplete Roads and Bridges	Capital-Voted/ NTA	-77.13	200.00	-277.13
Total					**-2,279.22**	**653.69**	**-2,932.91**

Source: Detailed Appropriation Accounts

Substantial savings of more than ₹ 50 crore in respect of Heads of Account where re-appropriation was resorted to, reflects poor planning and monitoring of budget allocation and its utilisation by the State Government.

3.3.5 Unspent amount and surrendered appropriations and/or Large Savings/ Surrenders

3.3.5.1 Surrender of Savings

Complete accuracy of estimates may not always be possible; but where the omission or inaccuracy is the result of lack of forethought, neglect of the obvious or unrealistic estimating, it is a matter of concern. All Estimating Officers should strive to provide in the budget for everything that can be foreseen and to provide only as much as necessary. The Administrative and Finance Departments should consider this while exercising final check on the estimates.

Budgetary allocations based on unrealistic proposals, overstretching the potential of resource mobilisation, poor expenditure monitoring mechanism, weak scheme implementation capacities/ weak internal controls promote release of funds towards the end of the financial year.

As per the Assam Budget Manual (ABM) 2012 and the budget calendar of the State Government, the target dates for intimation of savings by the DDOs to their Controlling Officers is 15 January, and their subsequent surrender to the Finance Department is 15 February. During 2023-24, an amount of ₹ 107.08 crore only was surrendered under seven Grants against total savings of ₹ 634.84 crore which occurred under these Grants. This surrender stood at 16.87 *per cent* of the savings recorded in these grants, as shown in **Table 3.10**.

Table 3.10: Grant-wise Summary of Surrender of Savings

(₹ in crore)

Sl. No.	Grant	Total Provision	Expendi-ture	Savings (-)/ Excess	Amount Surrendered	*Per cent* of Savings Surrendered
1	08 Excise and Prohibition	99.57	75.83	-23.74	3.64	15.33
2	12 General Administration (District and Sub-Divisions)	716.78	614.34	-102.44	0.66	0.64
3	36 Labour Welfare	115.32	74.32	-41.00	5.53	13.49
4	38 Tribal Affairs (Plain)	1,134.29	795.64	-338.65	4.27	1.26
5	54 Fisheries	175.03	111.98	-63.05	56.26	89.23
6	61 Mines and Minerals	24.66	16.95	-7.71	3.67	47.60
7	69 Science, Technology and Climate Change	125.19	66.94	-58.25	33.05	56.74
Total		**2,390.84**	**1,756.00**	**-634.84**	**107.08**	**16.87**

Of the overall savings of ₹ 30,516.47 crore, only 0.35 *per cent* (amounting to ₹ 107.08 crore) was surrendered during 2023-24 indicating poor financial management. Out of the total surrender of ₹ 107.08 crore, the amount surrendered was ₹ 10 crore and above in respect of three cases as shown in **Table 3.11**.

Table 3.11: Cases of substantial surrenders (amount ₹ 10 crore and above)

(₹ in crore)

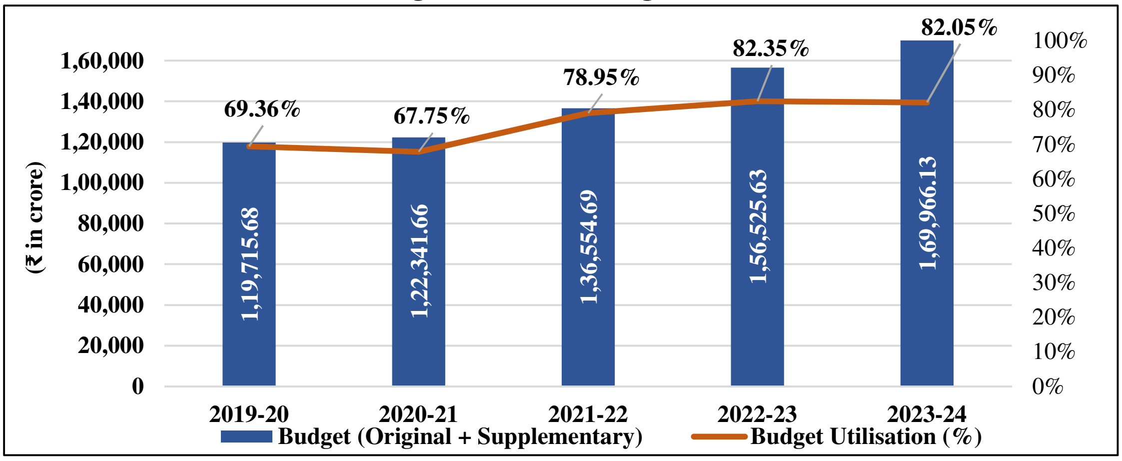
Sl. No.	Grant	Head of Account (Major Head to Minor Head)	Sub Head	Total Budget Provision	Expenditure	Savings (-)/ Excess	Amount Surrendered
1	54 Fisheries	4405-00-800	{5338} Assam Rural Infrastructure Development Fund -NABARDs Loan Component	54.00	9.75	-44.25	41.04
2	69 Science, Technology and Climate Change	3435-03-103	{6288} Green Innovation Fund	22.22	0.00	-22.22	22.00
3		5425-00-600	{3103} Popularisation of Science	14.09	2.51	-11.58	10.00
Total				**90.31**	**12.26**	**-78.05**	**73.04**

A total of ₹ 90.31 crore was allocated for these schemes, but ₹ 73.04 crore (80.88 *per cent*) was surrendered, reflecting poor budget planning and underutilisation. Most of the savings were surrendered, indicating either project cancellations, delays, or over-allocation of funds.

3.3.5.2 Underutilisation of Budgeted Funds

Budget provision has been significantly underutilised by the State every year during the past few years. The extent of utilisation of budget during the five-year period from 2019-20 to 2023-24 is given in **Chart 3.3**.

Chart 3.3: Budget Utilisation during 2019-20 to 2023-24

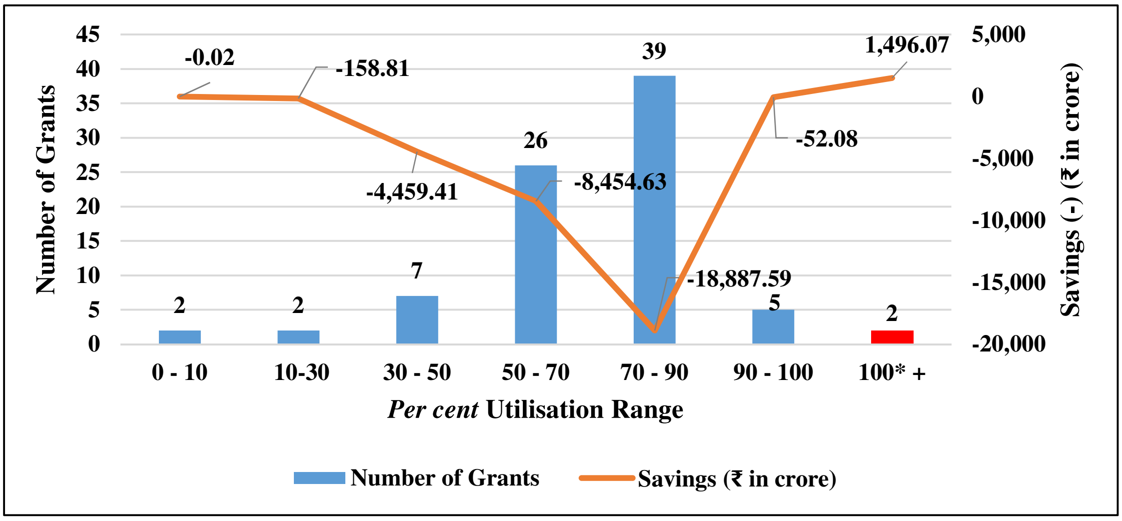


As can be seen from **Chart 3.3**, utilisation of budget has improved from 69.36 *per cent* in 2019-20 to 82.05 *per cent* in 2023-24. There was a slight decrease in Budget utilisation *per cent* from 82.35 *per cent* in 2022-23 to 82.05 *per cent* in 2023-24. During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department, assured to improve budget utilisation further in the forthcoming years.

3.3.5.3 Large and Persistent Savings in Grants/ Appropriations

There were large savings during 2023-24, with 11 Grants/ Appropriations showing utilisation of less than 50 *per cent* of the budget allocation. The distribution of number of Grants/ Appropriations grouped by the extent of savings is given in **Chart 3.4**.

Chart 3.4: Grant-wise utilisation of funds



** One Grant (Grant No. 23 Pension & Other Retirement Benefits) and one Appropriation (Appropriation Public Debt and Servicing of Debt) had utilisation in excess of Budget provision at Grant/ Appropriation level.*

Of these, 11 Grants/ Appropriations which show utilisation of less than 50 *per cent* in 2023-24, seven showed similar low utilisation in three or more years during the last five-year period *i.e.*, 2019-24. This is indicative of systemic issues that warrants a close review by the Government to enable initiation of expeditious corrective measures. Utilisation of budgetary allocation in these seven Grants/ Appropriations for the five-year period from 2019-20 to 2023-24 is shown in **Table 3.12**.

Table: 3.12: Grants/ Appropriations with budget under-utilisation (< 50 *per cent*)

(₹ in crore)

Sl. No.	Grant	2019-20	2020-21	2021-22	2022-23	2023-24	No. of Years*	Budget 2023-24	Total Budget (5 Years)
1	07 Stamps and Registration	9.26%	27.16%	79.07%	70.92%	42.04%	3	52.56	801.14
2	17 Administrative and Functional Buildings	48.35%	46.97%	45.25%	44.81%	49.53%	5	4,173.08	8,697.80
3	24 Aid Materials	0.00%	0.00%	0.00%	0.00%	0.00%	5	0.01	0.05
4	34 Housing & Urban Affairs (Municipal Administration)	31.65%	23.82%	37.18%	46.58%	32.98%	5	2,277.91	9,883.44
5	44 North Eastern Council Scheme	15.26%	11.44%	36.23%	72.50%	19.97%	4	39.60	6,508.55
6	66 Compensation and Assignment to Local Bodies and Panchayati Raj Institutions	35.33%	63.42%	36.15%	71.08%	33.23%	3	1,002.77	4,207.07
7	68 Loans to Government Servants *etc.*	0.00%	--	0.00%	0.00%	0.00%	4	0.01	100.92

Source: Appropriation Accounts

** Number of years where utilisation of budgeted funds was below 50 per cent*

The persistent low utilisation under Grant No. 34 – Housing & Urban Affairs (Municipal Administration) had also been mentioned as a point of concern in the previous year's report. Improving urban infrastructure is a challenge faced by the State, as such, the State Government needs to examine the reasons for poor utilisation of allocated funds in this Grant and take appropriate corrective action expeditiously.

3.3.6 Excess Expenditure and its Regularisation

As per Article 204 of the Constitution of India, no money shall be withdrawn from the Consolidated Fund of the State except under appropriation made by law passed in accordance with the provisions of the Article. Further, as per Article 205 of the Constitution of India, it is mandatory for the State Government to get excesses over grants/ appropriations regularised by the State Legislature. Although no time limit for regularisation of excess expenditure has been prescribed under the Article, the regularisation of excess expenditure is done after the completion of discussion of the Appropriation Accounts by the Public Accounts Committee (PAC). Failure to do so is in contravention of constitutional provisions and defeats the objective of ensuring accountability by the Legislature of the executive over utilisation of public money.

3.3.6.1 Excess Expenditure

Excess expenditure over the provision for the year is not only in contravention of the provisions requiring Legislative sanction but also indicative of bad planning, which could be avoided by keeping track of expenditure progression with budget made for the purpose.

During 2023-24, an expenditure of ₹ 2,172.27 crore was incurred in excess of the budget provision in one Grant and one Appropriation which is required to be regularised by the State Legislature as per Article 205 of the Constitution. The details of the excess expenditure incurred are shown in **Table 3.13**.

Table 3.13: Excess expenditure during 2023-24 requiring regularisation

(₹ in crore)

Grant	Segment	Total Grant	Actual Expenditure	Excess Expenditure
23 Pension & Other Retirement Benefits	Revenue-Voted	16,203.21	17,646.34	1,443.13
PD Public Debt and Servicing of Debt	Capital-Charged	19,915.93	20,645.07	729.14
Total		**36,119.14**	**38,291.41**	**2,172.27**

Source: Appropriation Accounts

Such excess expenditure vitiates the system of budgetary and financial control and encourages financial indiscipline in management of public resources.

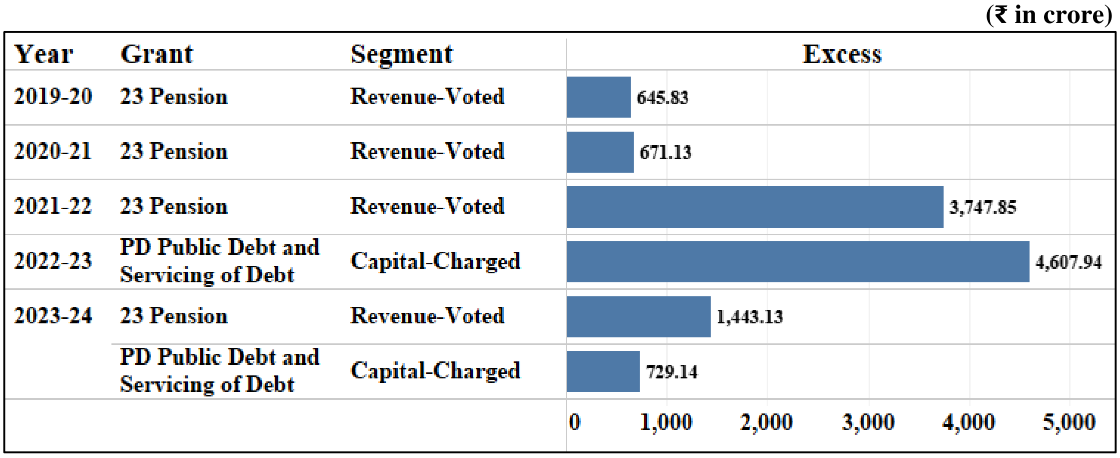
During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department, assured to take suitable action on the issue to avoid excess expenditure in future.

3.3.6.2 Persistent excesses in certain Grants

Details of excess expenditure over the approved allocation during the five-year period from 2019-20 to 2023-24, which require regularisation by the State Legislature, are given in **Chart 3.5**.

Chart 3.5: Grants with excess expenditure requiring regularisation

(₹ in crore)



As can be seen from the above chart, there was excess expenditure over budget provision requiring regularisation in Grant No. 23 Pension & Other Retirement Benefits in four of the last five-year period during 2019-24.

The PAC, *vide* Para 3 of its 161st Report placed in the State Legislature on 24 March 2020, had recommended that the Finance Department should take initiative to constitute a high-level Committee to study the reason for excess expenditure under Grant No. 23. Accordingly, the ARTPPG Department had constituted a High-Level Committee on 11 June 2020. The Report of the Committee is awaited (December 2024).

Further, Government of Assam had re-constituted (November 2023) a High-Level Committee to examine the matter of excess expenditure against various grants across the State and to submit a Report within a month. The Report of the High-Level Committee is awaited (December 2024).

3.3.6.3 Regularisation of excess expenditure of previous financial years

Excess expenditure remaining un-regularised for extended periods dilutes Legislative control over the executive. A summarised position of excess expenditure relating to previous years requiring regularisation is given in **Table 3.14**.

Table 3.14: Excess expenditure relating to previous years requiring regularisation

Year	Grant No. and Name	Segment	Amount of excess over provision required to be regularised	Status of regularisation
2006-07	30 – Water Supply and Sanitation	Revenue-Voted	52.39	Not Regularised
2018-19	23 – Pension	Revenue-Voted	98.28	
2019-20	23 – Pension	Revenue-Voted	645.83	
2020-21	23 – Pension	Revenue-Voted	671.13	
2021-22	23 – Pension	Revenue-Voted	3,747.85	
2022-23	Public Debt and Servicing of Debt	Capital-Charged	4,607.94	
Total			**9,823.42**	

Source: Appropriation Accounts

As on 31 March 2024, excess expenditure amounting to ₹ 9,823.42 crore remains to be regularised by the State which is in violation of the Article 205 of the Constitution.

Audit took up (February 2025) the matter of delay in regularisation of excess expenditure with the Chairman, Committee on Public Accounts. The reply is awaited.

3.3.7 Grants-in-Aid for creation of capital assets

Grants-in-Aid are payments in the nature of assistance, donations or contributions made by one government to another government, body, institution or individual. Grants-in-Aid are given for specified purpose of supporting an institution including construction of assets.

As per IGAS 2, Grants-in-Aid disbursed by a grantor to a grantee shall be classified and accounted for as Revenue Expenditure irrespective of the purpose for which the funds disbursed as grants are to be spent by the grantee, except in cases where it has been specifically authorised by President on the advice of the Comptroller and Auditor General of India.

During 2023-24, Capital Expenditure stood at ₹ 21,444.23 crore. However, it included an amount of ₹ 5,658.63 crore of GIA booked as Capital Expenditure instead of Revenue Expenditure in violation of provision of IGAS 2.

Table 3.15 and **Chart 3.6** highlight the extent of misclassification of GIA as Capital Expenditure instead of as Revenue Expenditure by the State during 2019-24.

Table 3.15: Extent of classification of GIA as Capital Expenditure

(₹ in crore)

	2019-20	2020-21	2021-22	2022-23	2023-24
Capital Expenditure	13,185.42	12,399.39	20,125.83	15,997.71	21,444.23
Share of GIA in Capital Expenditure	6,225.45	5,640.47	6,168.69	6,668.99	5,658.63

Source: Appropriation Accounts

Chart 3.6: Share of Grants-in-Aid in Capital Expenditure

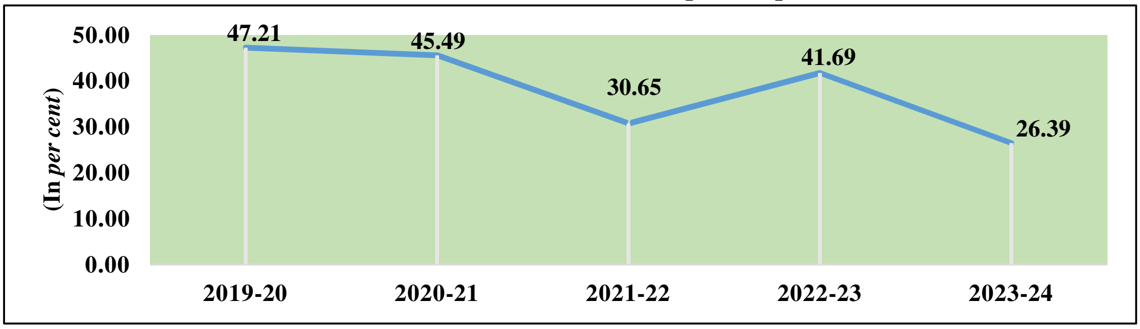


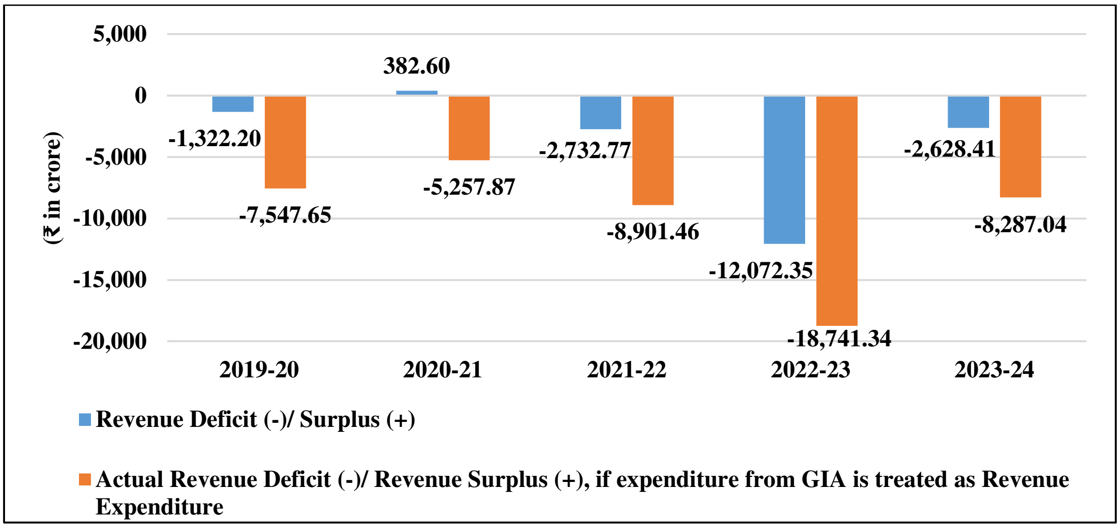
Table 3.16 and **Chart 3.7** indicate that the impact of non-compliance with the provisions of IGAS 2 by the State in absolute terms during 2019-24 was that Revenue Surplus was overstated and Revenue Deficit was understated during the period. Moreover, Capital Expenditure during the period was also overstated to that extent.

Table 3.16: Impact of non-compliance with IGAS 2

(₹ in crore)

	2019-20	2020-21	2021-22	2022-23	2023-24
GIA booked as Capital Expenditure	6,225.45	5,640.47	6,168.69	6,668.99	5,658.63
Revenue Deficit (-)/ Surplus (+)	-1,322.20	382.60	-2,732.77	-12,072.35	-2,628.41
Actual Revenue Deficit (-)/ Revenue Surplus (+), if expenditure from GIA is treated as Revenue Expenditure	-7,547.65	-5,257.87	-8,901.46	-18,741.34	-8,287.04

Chart 3.7: Actual Revenue Deficit (-)/ Surplus (+)



During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department, assured that from Financial Year 2024-25, all expenditure incurred under Object Head 35 – Grants for creation of Capital Assets, will be booked under Revenue Head only.

3.4 Effectiveness of budgetary and accounting process

3.4.1 Budget projection and gap between expectation and actual

Efficient management of tax administration/ other receipts and public expenditure holds the balance for achievement of various fiscal indicators. Budgetary allocations based on unrealistic proposals, poor expenditure monitoring mechanism, weak scheme implementation capacities/ weak internal controls lead to sub-optimal allocation among various developmental needs. Excessive savings in some departments deprive other departments of the funds which they could have utilised.

The summarised position of the budget including supplementary budget, actual expenditure, and excess/ savings during 2023-24 against 83 Grants/ Appropriations (80 Grants and three Appropriations) is given in **Table 3.17** as well as in **Chart 3.8**.

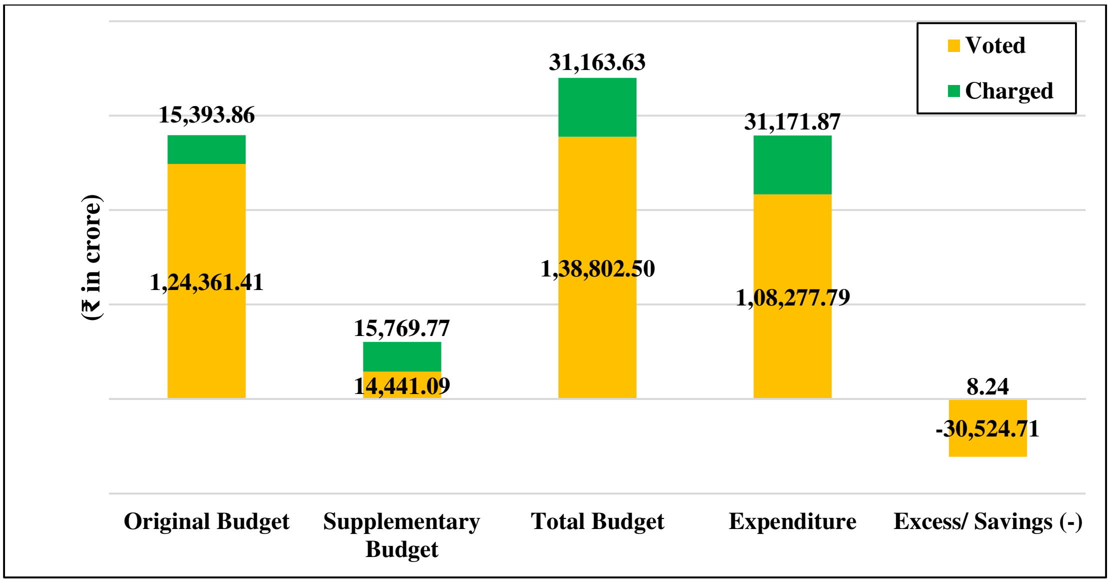
Table 3.17: Summarised position of Expenditure *vis-à-vis* Budget provision

(₹ in crore)

Voted/ Charged	Nature of Expenditure	Budget (Original)	Budget (Supplementary)	Total	Expenditure	Excess / Savings (-)	Excess / Savings (In *per cent*)
Voted	Revenue	1,00,353.17	6,837.38	1,07,190.55	86,524.21	-20,666.34	-19.28
	Capital Outlay	23,819.12	7,575.47	31,394.59	21,689.08	-9,705.51	-30.91
	Loans and Advances	189.12	28.24	217.36	64.50	-152.86	-70.33
	Total Voted	**1,24,361.41**	**14,441.09**	**1,38,802.50**	**1,08,277.79**	**-30,524.71**	**-21.99**
Charged	Revenue	10,983.42	259.98	11,243.40	10,523.46	-719.94	-6.40
	Capital Outlay	3.35	0.95	4.30	3.34	-0.96	-22.33
	Public Debt Repayment	4,407.09	15,508.84	19,915.93	20,645.07	729.14	3.66
	Total Charged	**15,393.86**	**15,769.77**	**31,163.63**	**31,171.87**	**8.24**	**0.03**
Total (Voted and Charged)		**1,39,755.27**	**30,210.86**	**1,69,966.13**	**1,39,449.66**	**-30,516.47**	**-17.95**

Source: Appropriation Accounts

Chart 3.8: Summarised position of Expenditure *vis-à-vis* Budget provision during 2023-24



It may be seen from **Table 3.17** that during the year 2023-24, Government of Assam (GoA) incurred expenditure of ₹ 1,39,449.66 crore against the total grants and appropriations of ₹ 1,69,966.13 crore resulting in overall savings of ₹ 30,516.47 crore.

These savings stood at 17.95 *per cent* of total grants and appropriations made for the year.

Of the overall savings of ₹ 30,516.47 crore, savings of ₹ 22,755.74 crore (74.57 *per cent*) occurred in 15 cases (₹ 500 crore and above in each case) at Segment level within 14 Grants/ Appropriations as indicated in ***Appendix 3.6***.

Utilisation of budgeted funds by the State has been to some extent sub-optimal every year during the past five years. The extent of savings during the last five years is given in **Table 3.18**.

Table 3.18: Original Budget, Revised Estimate and Expenditure during 2019-24

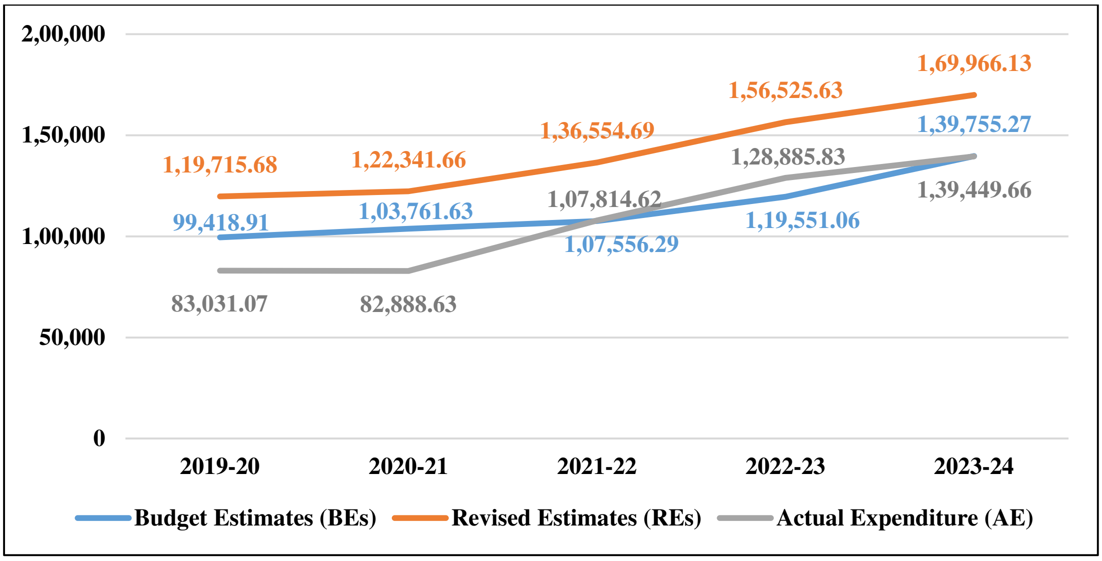
(₹ in crore)

Particulars	2019-20	2020-21	2021-22	2022-23	2023-24
Original Budget	99,418.91	1,03,761.63	1,07,556.29	1,19,551.06	1,39,755.27
Supplementary Budget	20,296.77	18,580.03	28,998.40	36,974.57	30,210.86
Total Budget (TB)	1,19,715.68	1,22,341.66	1,36,554.69	1,56,525.63	1,69,966.13
Revised Estimate (REs)	1,19,715.68	1,22,341.66	1,36,554.69	1,56,525.63	1,69,966.13
Actual Expenditure (AE)	83,031.07	82,888.63	1,07,814.62	1,28,885.83	1,39,449.66
Savings (-) /Excess (+)	-36,684.61	-39,453.03	-28,740.07	-27,639.80	-30,516.47
***Per cent* of Supplementary to the Original Provision**	20.42	17.91	26.96	30.93	21.62
***Per cent* of overall Savings to the overall provision**	-30.64	-32.25	-21.05	-17.66	-17.95
TB-REs	0.00	0.00	0.00	0.00	0.00
REs-AE	36,684.61	39,453.03	28,740.07	27,639.80	30,516.47
(TB-REs) as % of TB	0.00	0.00	0.00	0.00	0.00
(REs-AE) as % of TB	30.64	32.25	21.05	17.66	17.95

Source: Annual Financial Statements and Appropriation Accounts

Table 3.18 shows that supplementary provision of ₹ 30,210.86 crore during 2023-24 constituted 21.62 *per cent* of the original provision as against 30.93 *per cent* in the previous year.

Chart 3.9: Trend showing BEs, REs and Actuals during 2019-24



From the preceding Chart, it can be seen that during the last five-year period, the Actual Expenditure (AE) was lower than the Budget Estimates (BEs) during the years 2019-20, 2020-21 and 2023-24. As such, the supplementary provisions during the years 2019-20, 2020-21 and 2023-24 proved unnecessary since the expenditure did not come up even to the level of original budget provisions. Further, the Actual Expenditure (AE) during the last five years from 2019-20 to 2023-24 was lower than the Revised Estimates (REs) throughout the period with the difference (REs-AE) ranging between 17.66 *per cent* and 32.25 *per cent* of the RE.

The repeated trend of savings over the last five years, alongside unnecessary supplementary provisions, points to deficiencies in budget planning, unrealistic estimations, and weak expenditure monitoring. This undermines effective resource allocation and hampers the achievement of developmental objectives.

3.5 Review of Selected Grants

During the year 2023-24, two Grants: Grant No. 49 – Irrigation and Grant No. 67 – Horticulture were selected for detailed scrutiny in audit to review compliance with prescribed budgetary procedures, monitoring of funds, control mechanisms and implementation of schemes within these grants. Outcome of the audit is discussed in the succeeding paragraphs.

3.5.1 Grant 49 – Irrigation

The Irrigation Department is the custodian of all the irrigation schemes in the State of Assam. The major activities of the department include (a) increase in agricultural production of the State by ensuring timely and adequate irrigation facility, (b) increase of irrigation intensity by ensuring water throughout the year and thereby encouraging multiple cropping, (c) utilisation of irrigation potential by equitable distribution of water through command area development, (d) providing scope for generation of hydroelectric power by constructing mini hydel projects in the irrigation canal, (e) providing low intensity flood mitigation measures. All the financial activities of the Department are carried out through Grant No. 49.

3.5.1.1 Budget and Expenditure

The overall position of budget provision, actual expenditure and savings/ excesses under this Grant during the five-year period 2019-24 is given in **Table 3.19**.

Table 3.19: Budget and Expenditure

(₹ in crore)

Grant No. 49		2019-20	2020-21	2021-22	2022-23	2023-24
Total (Revenue + Capital)	**Budget Provision**	**1,489.44**	**1,719.65**	**1,402.40**	**1,251.77**	**1,033.23**
	Expenditure	681.66	791.25	842.35	1,003.66	825.45
	Savings (-)/ Excess (+)	-807.78	-928.40	-560.05	-248.11	-207.78
	Savings (-)/ Excess (+) (in *per cent*)	**-54.23**	**-53.99**	**-39.94**	**-19.82**	**-20.11**
Revenue	**Budget Provision**	**612.12**	**576.16**	**697.27**	**986.31**	**609.70**
	Expenditure	468.67	467.60	466.75	837.06	509.33
	Savings (-)/ Excess (+)	-143.45	-108.56	-230.52	-149.25	-100.37
	Savings (-)/ Excess (+) (in *per cent*)	**-23.43**	**-18.84**	**-33.06**	**-15.13**	**-16.46**

Grant No. 49		2019-20	2020-21	2021-22	2022-23	2023-24
Capital	**Budget Provision**	**877.32**	**1,143.49**	**705.13**	**265.46**	**423.53**
	Expenditure	212.99	323.65	375.60	166.60	316.12
	Savings (-)/ Excess (+)	-664.33	-819.84	-329.53	-98.86	-107.41
	Savings (-)/ Excess (+) (in *per cent*)	**-75.72**	**-71.70**	**-46.73**	**-37.24**	**-25.36**

Source: Appropriation Accounts

As can be seen from **Table 3.19**, the Grant showed large overall savings, both in Revenue and Capital Segments, with savings as a percentage of total budget provisions ranging from 15.13 *per cent* to 33.06 *per cent* in Revenue segment, and 25.36 *per cent* to 75.72 *per cent* in Capital segment, during the period 2019-24.

The Department stated (October 2024) that savings occurred mainly due to break out of Covid-19 pandemic and its continuation during 2019-21, reorganisation of the department during 2021-22 and inadequate release of FOCs by the Finance Department during 2022-24.

3.5.1.2 Surrender of Savings

According to Paragraph 11.17 of ABM, 2012, a Controlling Officer should anticipate savings under a Grant and surrender them to the Finance Department not later than 15 February of each year.

Table 3.20 details the Major Head-wise total Budget, Expenditure, Savings and Surrender of Savings under Grant No. 49, during the last five years, *i.e.*, 2019-24.

Table 3.20: Major Head-wise Budget and Expenditure

(₹ in crore)

Major Head	Item	2019-20	2020-21	2021-22	2022-23	2023-24
2701 - Medium Irrigation	**Total Budget Provision**	**140.15**	**129.20**	**117.08**	**160.37**	**151.35**
	Expenditure	102.31	100.85	106.19	147.10	138.11
	Savings (-)/ Excess (+)	-37.84	-28.35	-10.89	-13.27	-13.24
	Surrender	**0.00**	**0.00**	**0.00**	**0.00**	**0.00**
2702 - Minor Irrigation	**Total Budget Provision**	**466.29**	**440.80**	**574.13**	**818.98**	**452.95**
	Expenditure	362.06	362.35	356.21	686.33	366.63
	Savings (-)/ Excess (+)	-104.23	-78.45	-217.92	-132.65	-86.32
	Surrender	**0.00**	**0.00**	**0.00**	**0.00**	**0.00**
2705 – Command Area Development	**Total Budget Provision**	**5.68**	**6.16**	**6.06**	**6.96**	**5.40**
	Expenditure	4.30	4.40	4.35	3.63	4.59
	Savings (-)/ Excess (+)	-1.38	-1.76	-1.71	-3.33	-0.81
	Surrender	**0.00**	**0.00**	**0.00**	**0.00**	**0.00**
4701 - Capital Outlay on Medium Irrigation	**Total Budget Provision**	**35.60**	**118.04**	**104.40**	**39.67**	**19.41**
	Expenditure	0.82	1.56	98.38	14.29	12.49
	Savings (-)/ Excess (+)	-34.78	-116.48	-6.02	-25.38	-6.92
	Surrender	**0.00**	**0.00**	**0.00**	**0.00**	**0.00**
4702 - Capital Outlay on Minor Irrigation	**Total Budget Provision**	**806.25**	**1,013.96**	**592.32**	**225.79**	**400.56**
	Expenditure	193.86	319.97	269.32	152.31	302.24
	Savings (-)/ Excess (+)	-612.39	-693.99	-323.00	-73.48	-98.32
	Surrender	**0.00**	**0.00**	**0.00**	**0.00**	**0.00**

Major Head	Item	2019-20	2020-21	2021-22	2022-23	2023-24
4705 - Capital Outlay on Command Area Development	**Total Budget Provision**	**35.47**	**11.49**	**8.41**	**0.00**	**3.56**
	Expenditure	18.31	2.12	7.90	0.00	1.39
	Savings (-)/ Excess (+)	-17.16	-9.37	-0.51	0.00	-2.17
	Surrender	**0.00**	**0.00**	**0.00**	**0.00**	**0.00**

Source: Detailed Appropriation Accounts

As can be seen from **Table 3.20**, savings were seen across all six Major Heads where allocation was made in the grant for the last five years from 2019-24. Despite persistent savings, no amount was surrendered during these years. Non-surrender of savings indicated inefficient budget management.

The Department stated (October 2024) that the execution of irrigation schemes generally starts from December after harvesting of paddy. Thus, the demand proposals from Divisional Offices are received during the end of the last quarter of the financial year. Further, the receipt of FOCs was delayed, hence, surrender of savings was kept pending till the end of the financial year.

3.5.1.3 Unnecessary/ Excessive Supplementary Grant

Supplementary Grant provided under Grant No. 49 during the last five years, *i.e.*, 2019-20 to 2023-24 is given in **Table 3.21** and also in **Chart 3.10** and **Chart 3.11**.

With large savings being exhibited in the Grant, the supplementary provision proved unnecessary in four of the last five years (with no supplementary in Capital Segment during 2021-22) in case of Revenue and Capital Segments, as the expenditure was less than the original budget provision. In the financial year 2022-23, the supplementary grant of ₹ 264.44 crore in the Revenue Segment proved excessive as the expenditure was less than the total budget provision.

Table 3.21: Unnecessary/ Excessive Supplementary Provision

(₹ in crore)

Segment	Year	Original Budget Provision	Expenditure	Savings (-)/ Excess (+) out of Original Provision	Supplementary Grant
Revenue	2019-20	590.27	468.67	-121.60	21.85
	2020-21	535.30	467.60	-67.70	40.86
	2021-22	540.73	466.75	-73.98	156.54
	2022-23	721.87	837.06	115.19	264.44
	2023-24	609.67	509.33	-100.34	0.03
Capital	2019-20	412.73	212.99	-199.74	464.59
	2020-21	1,056.78	323.65	-733.13	86.71
	2021-22	705.13	375.60	-329.53	0.00
	2022-23	223.37	166.60	-56.77	42.09
	2023-24	423.20	316.12	-107.08	0.33

Chart 3.10: Unnecessary/ Excessive Supplementary grants under Grant No. 49 (Revenue)

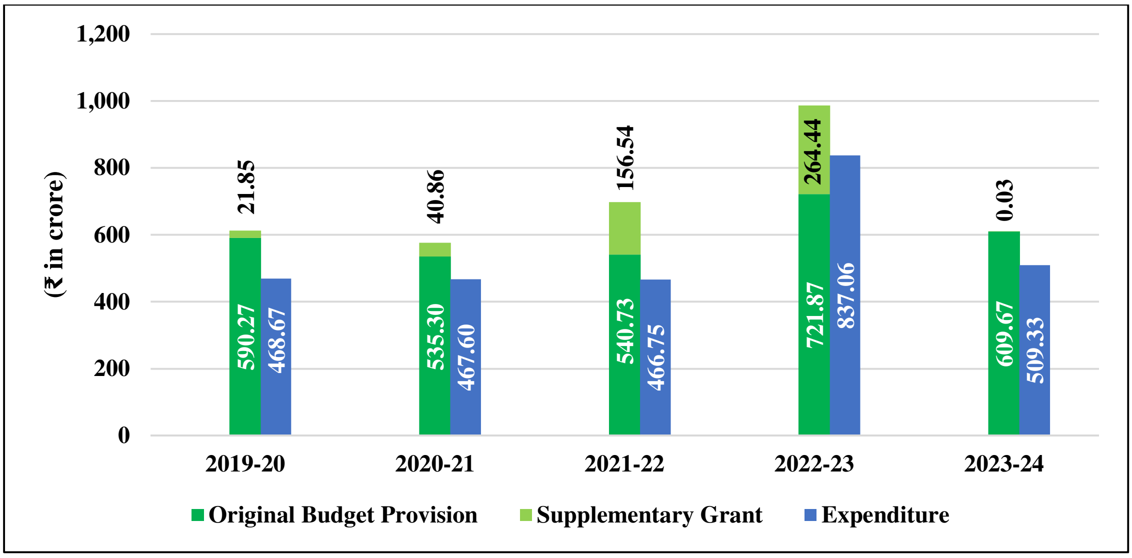
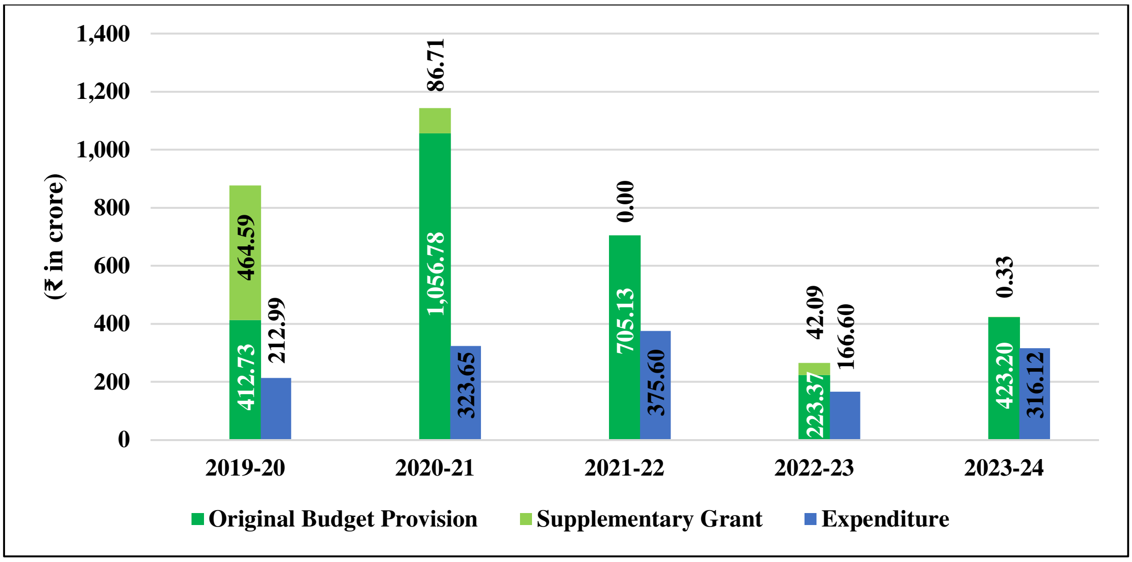


Chart 3.11: Unnecessary Supplementary grants under Grant No. 49 (Capital)



Seeking supplementary grants without requirement/ in excess of requirement is indicative of poor budgetary management by the State Government.

The Department stated (October 2024) that supplementary grants were sought as per pending liabilities and within drawable limits. However, non-receipt/ partial receipt of FOCs and receipt of FOCs at the end of the financial year resulted in low utilisation of allocated funds.

3.5.1.4 Unnecessary Re-appropriation

Re-appropriation is the transfer of savings from one unit of appropriation to meet additional expenditure under another unit within the same grant or charged Appropriation.

As per Paragraph 9.2 of ABM, 2012, Finance Department has the power to sanction/ authorise any re-appropriation within a Grant, which does not involve undertaking of a recurring liability. Copies of such orders sanctioning any re-appropriation must be communicated to the Accountant General as soon as they are passed.

Re-appropriation proved unnecessary resulting in savings of more than ₹ 50 lakh in three Sub-Heads as re-appropriated amount was completely unutilised, as shown in **Table 3.22**.

Table 3.22: Unnecessary Re-appropriation

(₹ in crore)

Sl. No.	Head of Account	Budget (O+S)	Expenditure	Re-appropriation	Savings
1	2701-80-001-{0000} Direction and Administration	143.86	138.10	7.49	-13.25
2	2702-03-102-{1374} Minor Lift Irrigation	17.95	17.95	0.89	-0.89
3	4702-00-102-{1523} Tube Well	63.31	57.55	20.07	-25.83

Source: Appropriation Accounts

Substantial savings in respect of Head of Account where re-appropriation was resorted to, reflects poorly on planning and monitoring of budget allocation and its utilisation by the State Government.

The Department stated (October 2024) that re-appropriated funds could not be utilised due to non-submission of arrear salary bills (under the Major Heads 2701 and 2702) to treasury in due time and release of part FOC.

3.5.1.5 Persistent Savings

There were large savings (₹ one crore and above in each case) in four schemes where the final savings were more than 50 *per cent* of the total budget provision during 2023-24. The details of the schemes are given in **Table 3.23**.

Table 3.23: Scheme-wise significant savings during 2023-24

(₹ in crore)

Sl. No.	Head of Account	Total Budget Provision	Expenditure	Savings	
				Amount	*Per cent*
1	4701-04-800-{3012} New Schemes	1.99	0.40	-1.59	-79.90
2	4702-00-800-{0800} Other Expenditure	106.90	46.10	-60.80	-56.88
3	4705-00-002 Command Area Development -{0000} -NA	3.56	1.39	-2.17	-60.96
4	4701-80-800-{5801} Long Term Irrigation Fund (LTIF) under NABARD	7.12	2.81	-4.31	-60.53

Source: Appropriation Accounts

Of these four schemes with savings of over 50 *per cent* of total budget provision and more than ₹ one crore, two showed similar high savings in four or more years during the last five-year period *i.e.*, 2019-24. The details of the schemes are depicted in **Table 3.24**.

Table 3.24: Persistent Savings under Sub-Head

(₹ in crore)

Head of Account	Year	Total Budget Provision	Expenditure	Savings	
				Amount	*Per cent*
4701-80-800-{5801} Long Term Irrigation Fund (LTIF) under NABARD	2019-20	30.00	0.00	-30.00	-100.00
	2020-21	116.02	0.00	-116.02	-100.00
	2021-22	97.29	95.85	-1.44	-1.48
	2022-23	35.00	12.25	-22.75	-65.00

Head of Account	Year	Total Budget Provision	Expenditure	Savings	
				Amount	*Per cent*
	2023-24	7.12	2.81	-4.31	-60.53
	Total	**285.43**	**110.91**	**-174.52**	**-61.14**
4701-04-800-{3012} New Schemes	2019-20	1.60	0.00	-1.60	-100.00
	2020-21	0.12	0.10	-0.02	-16.67
	2021-22	1.85	0.37	-1.48	-80.00
	2022-23	3.06	0.47	-2.59	-84.64
	2023-24	1.99	0.40	-1.59	-79.90
	Total	**8.62**	**1.34**	**-7.28**	**-84.45**

Source: Detailed Appropriation Accounts

Budget provision sought and obtained in excess of actual requirement and inability to utilise the funds, deprives allocation of resources to priority sectors and leads to poor legislative control over public finances.

3.5.1.6 Savings of Entire Budget Provision

Budget provision of ₹ 0.80 crore made under the following three Heads of Accounts (over ₹ two lakh each), under Grant No. 49 for the year 2023-24 remained unutilised at the end of the year. Scheme-wise details are given in **Table 3.25**.

Table 3.25: Non-utilisation of budget provision

(₹ in crore)

Sl. No.	Head of Account	Total Budget Provision	Expenditure
1	2702-80-001-{6290} Ex-Gratia	0.03	0.00
2	4701-80-001-{0000} NA	0.09	0.00
3	4702-00-101-{4592} Innovation/ Consultation and Pilot Project	0.68	0.00
	Total	**0.80**	**0.00**

Source: Appropriation Accounts

3.5.2 Grant 67 – Horticulture

The Directorate of Horticulture & Food Processing functions under the Department of Agriculture & Horticulture of Government of Assam and is responsible for increasing production and productivity of crops, ensuring good soil health, transfer of technologies from Lab to Land and augmenting market and marketing facilities. It plays a vital role in providing nutritional and financial security to the people of the State. The financial activities of the Directorate are carried out through Grant No. 67.

3.5.2.1 Budget and Expenditure

The overall position of budget provision, actual expenditure and savings/ excesses under this Grant during the five-year period 2019-24 is given in **Table 3.26**.

Table 3.26: Budget and Expenditure

(₹ in crore)

Grant No. 67		2019-20	2020-21	2021-22	2022-23	2023-24
Total (Revenue + Capital)	**Budget Provision**	**201.74**	**255.81**	**259.37**	**288.99**	**133.27**
	Expenditure	86.10	93.28	123.69	74.26	75.21
	Savings (-)/ Excess (+)	-115.64	-162.53	-135.68	-214.73	-58.06
	Savings (-)/ Excess (+) (in *per cent*)	**-57.32**	**-63.54**	**-52.31**	**-74.30**	**-43.57**
Revenue	**Budget Provision**	**196.74**	**249.57**	**258.28**	**287.85**	**131.91**
	Expenditure	86.10	93.28	123.69	74.26	75.07

Grant No. 67		2019-20	2020-21	2021-22	2022-23	2023-24
	Savings (-)/ Excess (+)	-110.64	-156.29	-134.59	-213.59	-56.84
	Savings (-)/ Excess (+) (in *per cent*)	**-56.24**	**-62.62**	**-52.11**	**-74.20**	**-43.09**
Capital	**Budget Provision**	**5.00**	**6.24**	**1.09**	**1.14**	**1.36**
	Expenditure	0.00	0.00	0.00	0.00	0.14
	Savings (-)/ Excess (+)	-5.00	-6.24	-1.09	-1.14	-1.22
	Savings (-)/ Excess (+) (in *per cent*)	**-100.00**	**-100.00**	**-100.00**	**-100.00**	**-89.71**

Source: Appropriation Accounts

The grant showed large overall savings, both in Revenue and Capital Segments, with savings as a percentage of total budget provision ranging from 43.09 *per cent* to 74.20 *per cent* in the Revenue Segment, and 89.71 *per cent* to 100 *per cent* in the Capital Segment, during the period 2019-24. There was a marked improvement in savings in the current year, with overall savings as a percentage of total budget provision reducing from 74.30 *per cent* in 2022-23 to 43.57 *per cent* in 2023-24.

The Directorate stated (October 2024) that savings occurred mainly due to Covid-19 pandemic, receipt of CSS fund during the end of the financial year and partial release of FOC by the Government.

3.5.2.2 Surrender of Savings

According to Paragraph 11.17 of Assam Budget Manual, 2012, a Controlling Officer should anticipate savings under a Grant and communicate them to the Finance Department not later than 15 February of each year.

Table 3.27 details the Major Head-wise total Budget, Expenditure, Savings and Surrender of Savings under Grant No. 67, during the last five years, *i.e.*, 2019-24.

Table 3.27: Major Head-wise Budget and Expenditure

(₹ in crore)

Major Head	Item	2019-20	2020-21	2021-22	2022-23	2023-24
2401 – Crop Husbandry	**Total Budget Provision**	**191.74**	**249.34**	**258.06**	**287.60**	**131.63**
	Expenditure	86.10	93.28	123.47	74.26	75.07
	Savings (-)/ Excess (+)	-105.64	-156.06	-134.59	-213.34	-56.56
	Surrender	**0.00**	**0.00**	**0.00**	**0.43**	**0.00**
2415 – Agricultural Research and Education	**Total Budget Provision**	**5.00**	**0.23**	**0.22**	**0.25**	**0.28**
	Expenditure	0.00	0.00	0.22	0.00	0.00
	Savings (-)/ Excess (+)	-5.00	-0.23	0.00	-0.25	-0.28
	Surrender	**0.00**	**0.00**	**0.00**	**0.00**	**0.00**
4401 – Capital Outlay on Crop Husbandry	**Total Budget Provision**	**5.00**	**6.24**	**1.09**	**1.14**	**1.36**
	Expenditure	0.00	0.00	0.00	0.00	0.14
	Savings (-)/ Excess (+)	-5.00	-6.24	-1.09	-1.14	-1.22
	Surrender	**0.00**	**0.00**	**0.00**	**0.00**	**0.00**

Source: Detailed Appropriation Accounts

As can be seen from **Table 3.27**, large savings at Major Head levels were seen in each of the last five years but surrender of funds was done only once in the financial year 2022-23. During 2023-24, out of a total budget provision of ₹ 133.27 crore under three Major Heads, there were savings of ₹ 58.06 crore (43.57 *per cent*). However, no portion of savings was surrendered during the year. Non-compliance of the provisions of the Assam Budget Manual for surrender of savings indicated inefficient budget management.

The Directorate stated (October 2024) that the expected release of FOC was delayed, hence, surrender of savings was kept pending till the end of the financial year.

3.5.2.3 Unnecessary/ Excessive Supplementary Grant

Quantum of Supplementary Grant provided to the Directorate of Horticulture & Food Processing under Grant No. 67 during the last five years *i.e.*, 2019-20 to 2023-24 is given in **Table 3.28** and also in **Chart 3.12**.

The Supplementary Grant provision proved unnecessary in the years 2020-21 to 2023-24 as the actual expenditure was less than the Original Budget Provision resulting in huge savings. In the year 2019-20, the supplementary allocation proved excessive as the final expenditure fell short of the total budget provision during the year as shown in **Table 3.28**.

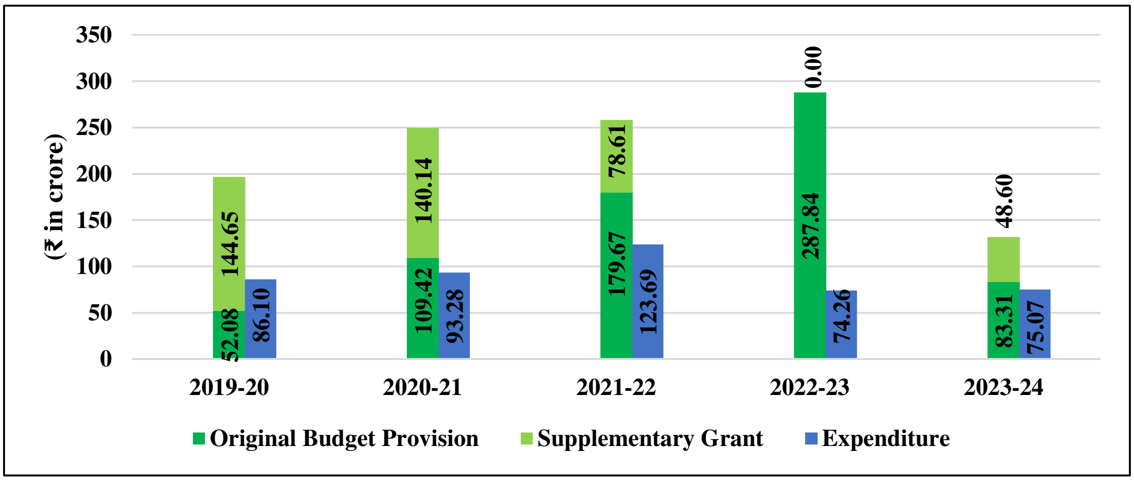
Table 3.28: Unnecessary/ Excessive Supplementary Provision

(₹ in crore)

Segment	Year	Original Budget Provision	Expenditure	Savings (-)/ Excess (+) out of Original Provision	Supplementary Grant
Revenue	2019-20	52.08	86.10	34.02	144.65
	2020-21	109.42	93.28	-16.14	140.14
	2021-22	179.67	123.69	-55.98	78.61
	2022-23	287.84	74.26	-213.58	0.00*
	2023-24	83.31	75.07	-8.24	48.60

**Supplementary provision of ₹ 26,000 was made during the year 2022-23*
Source: Appropriation Accounts

Chart 3.12: Unnecessary/ Excessive Supplementary grants under Grant No. 67 (Revenue)



Out of the total supplementary provision of ₹ 48.60 crore during the current year, ₹ 42.90 crore (88.27 *per cent*) was provided under one Head of Account to Horticulture Mission for North East and Himalayan States, as detailed in **Table 3.29**.

Table 3.29: Excessive Supplementary under Sub-Head

(₹ in crore)

Head of Account and Name of Scheme/ Programme	Original Budget Provision	Expenditure	Supplementary Provision		
			Required	Actual	Excessive
2401-00-119-{5410} Horticulture Mission for North East and Himalayan States	30.00	42.52	12.52	42.90	30.38

Source: Appropriation Accounts

Seeking supplementary grants without/ in excess of requirement is indicative of poor budgetary management by the State Government.

The Directorate stated (October 2024) that supplementary grants were sought as per requirement but partial release of GoI instalments, non-receipt of financial sanction and non-release of FOC resulted in low utilisation of allocated funds.

3.5.2.4 Persistent Savings

There were large savings (₹ one crore and above in each case) in six schemes where the final savings was more than 40 *per cent* of the total budget provision during 2023-24. The details of the schemes are given in **Table 3.30**.

Table 3.30: Scheme-wise significant savings during 2023-24

(₹ in crore)

Sl. No.	Head of Account	Total Budget Provision	Expenditure	Savings	
				Amount	*Per cent*
1	2401-00-119-{5410} Horticulture Mission for North East and Himalayan States	72.90	42.52	-30.38	-41.67
2	2401-00-789-{5410} Horticulture Mission for North East and Himalayan States	6.30	3.68	-2.62	-41.59
3	2401-00-789-{5675} Pradhan Mantri Krishi Sinchayee Yojana	6.16	1.37	-4.79	-77.76
4	2401-00-796-{5410} Horticulture Mission for North East and Himalayan States	10.80	1.80	-9.00	-83.33
5	2401-00-796-{5675} Pradhan Mantri Krishi Sinchayee Yojana	4.08	2.33	-1.75	-42.89
6	4401-00-800-{2417} Development of Orchid Farm at Kaziranga	1.13	0.00	-1.13	-100.00

Source: Detailed Appropriation Accounts

Of these six schemes with savings of over 40 *per cent* of total budget provision and more than ₹ one crore, two showed similar high savings during the last five-year period *i.e.*, 2019-24. The details of the schemes are depicted in **Table 3.31**.

Table 3.31: Persistent Savings under Sub-Head

(₹ in crore)

Head of Account	Year	Total Budget Provision	Expenditure	Savings	
				Amount	*Per cent*
2401-00-119-{5410} Horticulture Mission for North East and Himalayan States	2019-20	126.51	75.60	-50.91	-40.24
	2020-21	112.38	53.45	-58.93	-52.44
	2021-22	118.85	42.11	-76.74	-64.57

Head of Account	Year	Total Budget Provision	Expenditure	Savings	
				Amount	*Per cent*
	2022-23	96.92	42.15	-54.77	-56.51
	2023-24	72.90	42.52	-30.38	-41.67
	Total	**527.56**	**255.83**	**-271.73**	**-51.51**
4401-00-800-{2417} Development Of Orchid Farm at Kaziranga	2019-20	5.00	0.00	-5.00	-100.00
	2020-21	6.24	0.00	-6.24	-100.00
	2021-22	1.09	0.00	-1.09	-100.00
	2022-23	1.14	0.00	-1.14	-100.00
	2023-24	1.13	0.00	-1.13	-100.00
	Total	**14.60**	**0.00**	**-14.60**	**-100.00**

Source: Detailed Appropriation Accounts

3.5.2.5 Savings of Entire Budget Provision

Budget provision of ₹ 1.72 crore made under the following three Heads of Account (over ₹ 20 lakh each), under Grant No. 67 for the year 2023-24 remained unutilised at the end of the year. Scheme-wise details are given in **Table 3.32**.

Table 3.32: Non-utilisation of budget provision

(₹ in crore)

Sl. No.	Head of Account	Budget Provision	Expenditure
1	2401-00-119-{1105} Community Canning & Training on Fruit Preservation	0.31	0.00
2	2415-01-277-{2416} Horticulture University in Dima Hasao	0.28	0.00
3	4401-00-800-{2417} Development of Orchid Farm at Kaziranga	1.13	0.00
	Total	**1.72**	**0.00**

Source: Appropriation Accounts

The Directorate stated (October 2024) that budget provision could not be utilised mainly due to non-submission of proposals for Financial Sanction, non-receipt of Financial Sanction, and non-release of FOC from the Government.

3.6 Conclusion

- Budgetary assumptions of Government of Assam (GoA) continued to be unrealistic and overestimated during 2023-24, as the State Government incurred an expenditure of ₹ 1,39,449.66 crore, against 83 grants and appropriations of ₹ 1,69,966.13 crore, resulting in overall savings of ₹ 30,516.47 crore during the year. These savings stood at 17.95 *per cent* of total grants and appropriations made for the year.
- These savings may be seen in the context of over estimation of receipts of ₹ 1,65,215.70 crore by the State Government and the estimation on the expenditure side being ₹ 1,69,966.13 crore during the year 2023-24. As against the estimated receipts, the actual receipts were ₹ 1,38,830.79 crore only thereby restricting the total expenditure during the year to ₹ 1,39,449.66 crore. This implied that the savings were notional, as the funds were not actually available for expenditure.
- During 2023-24, an expenditure of ₹ 383.54 crore was incurred in eight Sub-Heads under one Appropriation (₹ 50 lakh and above in each case) without budget provision.

- Out of the total savings of ₹ 30,516.47 crore during the current year, only 0.35 *per cent* (amounting to ₹ 107.08 crore) was surrendered, which deprived the other departments from utilising the amount, indicating poor financial management.
- Review of Grant No. 49 revealed that Irrigation Department had persistent savings ranging between 19.82 *per cent* and 54.23 *per cent* during the period 2019-24. During 2023-24, out of the total budget provision of ₹ 1,033.23 crore, only ₹ 825.45 crore was utilised resulting in overall savings of ₹ 207.78 crore.
- Review of Grant No. 67 showed large overall savings, both in Revenue and Capital Segments, with savings as a percentage of total budget provision ranging from 43.09 *per cent* to 74.20 *per cent* in the Revenue Segment, and 89.71 *per cent* to 100 *per cent* in the Capital Segment, during the period 2019-24. There was a marked improvement in savings in the current year, with overall savings as a percentage of total budget provision reducing from 74.30 *per cent* in 2022-23 to 43.57 *per cent* in 2023-24.

3.7 Recommendations

i. *State Government may formulate realistic budget based on reliable assumptions of likely resource mobilisation, the assessed needs of the Departments and their capacity to utilise the allocated resources so as to avoid inflated budgeting without corresponding to the available resources.*

ii. *State Government may institute a formal mechanism to enforce proper implementation and monitoring of budget to ensure that large savings within the grant/ appropriation are controlled, and anticipated savings are identified and surrendered within the specified timeframe.*

iii. *Finance Department may review the Departments having persistent savings for realistic budget allocation and monitoring of expenditure.*

iv. *State Government may get the expenditure incurred in excess of the budget provision regularised by the State Legislature.*

Chapter 4

Quality of Accounts & Financial Reporting Practices

Chapter 4 Quality of Accounts & Financial Reporting Practices

A sound internal financial reporting system with relevant and reliable information significantly contributes to efficient and effective governance by the State Government. Compliance with financial rules, procedures and directives as well as the timeliness and quality of reporting on the status of such compliance is, thus, one of the attributes of good governance. Reports on compliance and controls, if effective and operational, assist the Government in meeting its basic stewardship responsibilities, including strategic planning and decision-making.

This Chapter provides an overview and status of the State Government's compliance with various financial rules, procedures and directives during the current year.

Issues related to completeness of accounts

4.1 Non-discharge of liability in respect of interest towards interest bearing Reserve Funds/ Deposits

The Government has a liability to provide and pay interest on the amounts in the interest-bearing Reserve Funds and Deposits.

Audit observed that ₹ 161.02 crore were required to be paid as interest on interest bearing Reserve Funds/ Deposits as on 31 March 2024 as shown in **Table 4.1**. Non-payment of interest liability has resulted in understatement of Revenue Deficit and Fiscal Deficit to that extent during the year.

Table 4.1: Non-discharge of interest liability

(₹ in crore)

Sector	Sub-Sector	Rate of Interest	Balance at the beginning of 2023-24	Interest Payable[26]
J-Reserve Funds	(i) Reserve Funds bearing interest (SDRF)	@ 8.50 *per cent* (As per guidelines of SDRF)	1,103.01	93.76
	(ii) Reserve Funds bearing interest (SCAF)	@ 3.35 *per cent* *	709.15	23.76
	(iii) Reserve Funds bearing interest (SDMF)	@ 8.50 *per cent* (As per guidelines of SDMF)	171.60	14.59
K-Deposits and Advances	(i) Deposits bearing interest MH 8342 (NPS)	@ 7.10 *per cent***	270.43	28.11
	(ii) Deposit bearing interest other than DCPS	@ 2.35 *per cent* (*i.e.*, Reverse Repo Rate @ 3.35 *per cent* Minus One *per cent*)	34.22	0.80
Total			**2,288.41**	**161.02**

Source: Finance Accounts

**As per the circulars issued by the Ministry of Environment, Forest & Climate Change*

*** The State Government vide OM dated 06 October 2009 specified the interest rate of NPS as applicable to the GPF (as modified from time to time).*

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26 As per the method of calculation of interest prescribed in the respective guidelines

4.2 Funds transferred directly to State implementing agencies

Government of India (GoI) has been transferring sizeable quantum of funds directly to the State Implementing Agencies (SIAs) for implementation of various schemes. Government of India decided to route these funds through State Budget from 2014-15 onwards. Subsequently, GoI vide Budget Circular for the financial year 2022-23 instructed the following procedure for public funded schemes:

a) Central Sector Schemes are funded and implemented by the Central Agencies, and in some cases through concerned State implementing agencies. The transfer of funds in such cases will be done directly to the implementing agencies and not through the State treasuries.

b) Centrally Sponsored Schemes are implemented by the State/ UT governments with the sharing pattern as approved by the Government. The central share for the schemes will be routed entirely through the State/ UT treasuries as Grants-in-Aid, except in the case of Direct Benefit Transfers where the functional heads could be used.

Over the years, Government of India has been transferring funds to Assam under both the Schemes. **Table 4.2** provides the quantum of fund transferred to the State Implementing Agencies during the last five years *i.e.*, 2019-24.

Table 4.2: Direct Transfer of Funds by GoI

(₹ in crore)

Direct transfers to State Implementing Agencies	2019-20	2020-21	2021-22	2022-23	2023-24
Funds transferred	5,946.75	7,733.54	12,543.88	12,878.62	10,960.63

Source: Finance Accounts

As can be seen from **Table 4.2**, transfer of funds increased by ₹ 5,013.88 crore (84.31 *per cent*) from ₹ 5,946.75 crore in 2019-20 to ₹ 10,960.63 crore in 2023-24. Scheme wise total amount release to the State implementing agencies during 2023-24 is given in ***Appendix 4.1.*** Out of the total amount of ₹ 10,960.63 crore of direct transfer of funds by GoI, ₹ 8,564.45 crore was transferred for implementation of Centrally Sponsored Schemes (CSS) as detailed in ***Appendix 4.2***. This pertained primarily to Jal Jeevan Mission/ National Drinking Water Mission, where the amount of direct transfer to the implementing agency of ₹ 6,205.13 crore represented 56.61 *per cent* of the total direct transfers.

The direct transfer of ₹ 8,564.45 crore of CSS funds directly to implementing agencies of the State constituted 9.36 *per cent* and 38.71 *per cent* of Revenue Receipts (₹ 91,534.49 crore) and Grants-in-Aid (₹ 22,122.90 crore) respectively.

Issues related to transparency

4.3 Delay in Submission of Utilisation Certificates

Rule 517 (Appendix 16) of Assam Financial Rules, 1939 provides that every grant made for a specified object is subject to the implied conditions such as (i) the grant shall be spent for the intended purpose, and within a reasonable time if no time limit has been fixed by the sanctioning authority, and (ii) any portion of the amount which is ultimately not required for expenditure for the purpose, shall be duly surrendered to the Government.

State Government authorities who have received conditional grants are required to furnish formal Utilisation Certificates (UCs) about the proper utilisation of the grants, to the Accountant General (A&E) within 12 months of the closure of the financial year in which the grants have been released, unless specified otherwise.

Audit scrutiny showed that 6,335 UCs in respect of grants aggregating to ₹ 18,669.55 crore given to 50 Departments of the State Government during the period from 2005-06 to 2022-23 had not been submitted. UCs for 594 grants of ₹ 4,571.01 crore paid in 2023-24 would become due only in 2024-25. Age-wise details of delays in submission of UCs due up to the year 2023-24 is given in **Table 4.3**.

Table 4.3: Age-wise arrears in submission of Utilisation Certificates

(₹ in crore)

Year*	Opening Balance		Addition		Clearance		Due for Submission	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount
Up to 2021-22	14,517	60,695.07	3,346	23,942.88	915	28,760.49	16,948	55,877.46
2022-23	16,948	55,877.46	1,492	14,880.02	2,789	17,885.76	15,651	52,871.72
2023-24	15,651	52,871.72	594**	4,571.01	9,316	34,202.17	6,335	18,669.55

Source: Data compiled by the O/o the AG (A&E), Assam.

**The year mentioned above relates to "Due year" i.e., after one year of actual drawal.*

***Addition of 594 Nos. of UCs amounting to ₹ 4,571.01 crore in respect of GIAs disbursed during the year 2023-24 are to be submitted during the year 2024-25.*

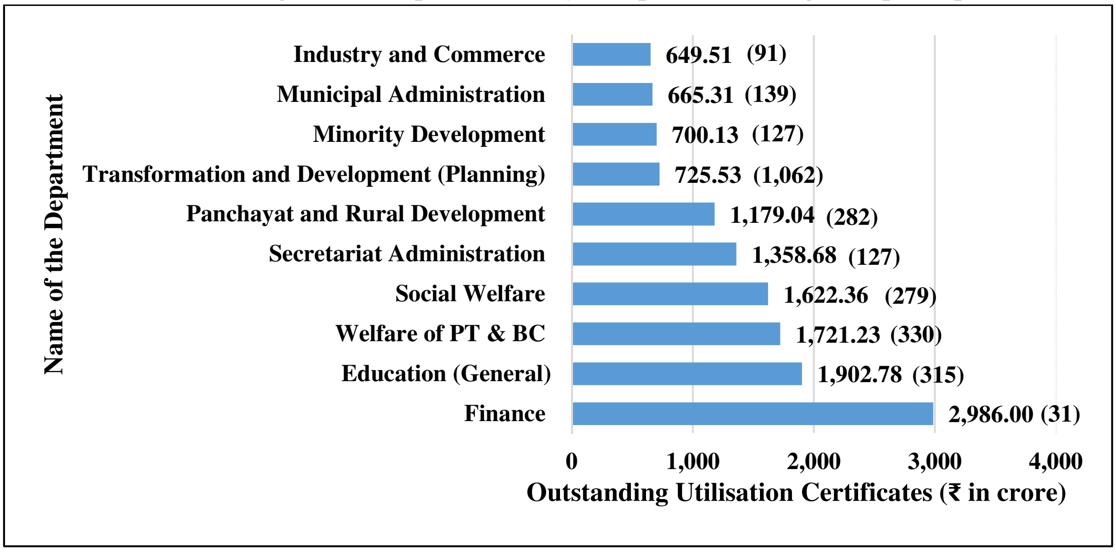
Table 4.4: Year wise break up of outstanding UCs **(₹ in crore)**

Drawal Year	Number of UCs	Amount
2005-06	1	0.004
2009-10	88	323.09
2010-11	136	185.92
2011-12	179	370.70
2012-13	145	227.45
2013-14	297	713.02
2014-15	431	912.76
2015-16	297	965.70
2016-17	21	104.93
2017-18	102	961.36
2018-19	452	1,199.58
2019-20	1,151	3,584.34
2020-21	950	2,122.95
2021-22	1,136	1,839.22
2022-23	949	5,158.53
Total	**6,335**	**18,669.55**

Analysis of year-wise details of pending UCs and the amounts involved tabulated alongside shows that UCs have not been submitted for an amount of ₹ 18,669.55 crore released over the years. To the extent of non-submission of UCs, there is no assurance that the amount shown in the Finance Accounts had actually been spent in keeping with the sanction and cannot be vouched as correct or final. **Table 4.4** given alongside also shows that 74.48 *per cent* of outstanding UCs pertain to the last five years *i.e.*, 2018-23. Department-wise break-up of outstanding UCs for the grants paid up to the year 2022-23 is given in ***Appendix 4.3***.

Status of outstanding UCs in respect of 10 major departments is given in **Chart 4.1**.

Chart 4.1: Outstanding UCs in respect of 10 major Departments for grants paid up to 2022-23



In the absence of UCs, it could not be ascertained whether the recipients had utilised the grants for the purposes for which those were given, and since 26.39 *per cent* of the Capital Expenditure is being incurred out of GIA, in the absence of UCs, it could not be ascertained whether the assets had been created.

Audit took up (22 March 2024) the matter of pending UCs with the Additional Chief Secretary, Finance Department, Government of Assam for their early submission to the Office of Accountant General (A&E), Assam. Subsequently, the Finance Department directed all Departments to clear their respective pending UCs with the Office of the AG (A&E). As a result, the arrears in submission of UCs showed a marked decline, from 14,159 UCs (amounting to ₹ 37,991.70 crore) due for submission during 2022-23 to 6,335 UCs (amounting to ₹ 18,669.55 crore) due for submission during 2023-24.

During the Exit Conference (February 2025), Audit appreciated the concerted effort by the Finance Department which resulted in clearance of 9,316 UCs amounting to ₹ 34,202.17 crore during the year. In this regard, the Commissioner and Secretary to Government of Assam, Finance Department, assured Audit that Government's similar efforts for early submission of outstanding UCs by the concerned Administrative Departments would continue.

4.4 Abstract Contingent Bills

Under Rule 21 of the Assam Contingency Manual, 1989, Drawing and Disbursing Officers (DDOs) are authorised to draw sums of money for limited purposes by preparing Abstract Contingent (AC) bills without vouchers. Subsequently, Detailed Countersigned Contingent (DCC) bills (vouchers in support of final expenditure) are required to be furnished to the Accountant General (A&E) not later than 25th of the month following the month in which such amounts are drawn.

During 2023-24, 36 AC bills were drawn for an amount of ₹ 17.16 crore, of which five AC bills for an amount of ₹ 1.16 crore (6.76 *per cent*) were drawn in March 2024. Audit scrutiny showed that as of 31 March 2024, 37 Departments had not submitted DCC bills for ₹ 748.41 crore against 1,316 AC Bills. Year-wise details of pendency of DCC bills for the years up to 2023-24 are given in **Table 4.5**.

Table 4.5: Pendency in submission of DCC bills against the AC bills

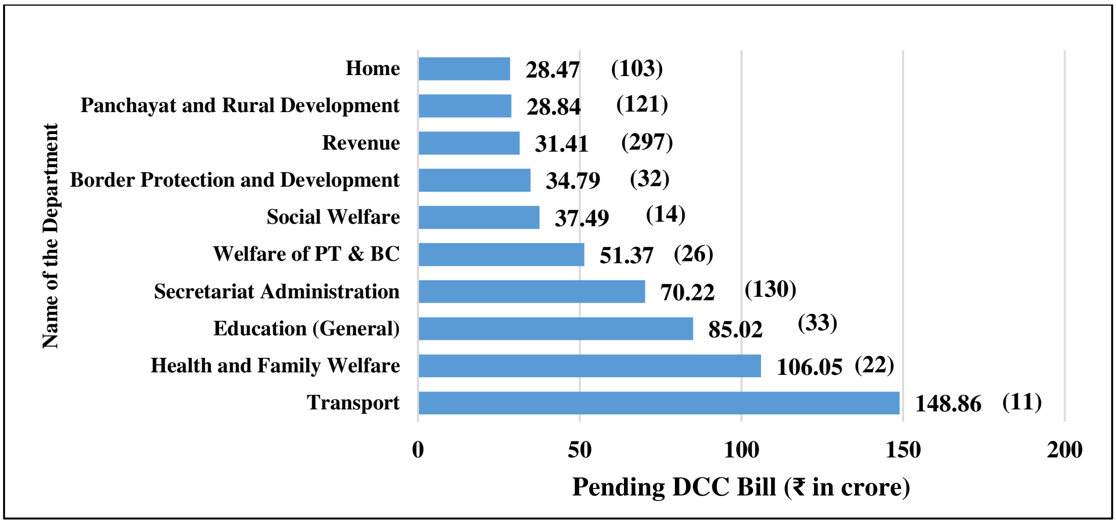
(₹ in crore)

Year	Opening Balance		Addition		Clearance		Closing Balance	
	No.	Amount	No.	Amount	No.	Amount	No.	Amount
Up to 2021-22	1,648	1,050.84	32	25.57	140	118.04	1,540	958.37
2022-23	1,540	958.37	40	15.19	161	73.97	1,419	899.59
2023-24	1,419	899.59	36	17.16	139	168.34	1,316	748.41

Source: Data compiled by O/o the AG (A&E), Assam

Department-wise pending DCC bills for the years up to 2023-24 are detailed in ***Appendix 4.4*** while status of pending DCC bills in respect of 10 major departments is given in **Chart 4.2**.

Chart 4.2: Pending DCC Bills in respect of 10 major Departments



Expenditure against AC bills at the end of the year indicates poor public expenditure management. Non-adjustment of advances for long periods is fraught with the risk of misappropriation and therefore, requires close monitoring by the respective DDOs for ensuring submission of DCC bills. Further, to the extent of non-receipt of DCC bills, the expenditure shown in the Finance Accounts cannot be asserted as correct or final.

During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department, assured that instructions would be issued to all Departments concerned for early submission of DCC bills.

4.5 Personal Deposit Accounts

Under specific circumstances, the Government may authorise the opening of Personal Deposit (PD) accounts for operation by designated Administrators. Transfer of funds to PD accounts is booked under the service major heads, as expenditure under the Consolidated Fund of the State. Under Rule 325 of Treasury Rules, 2017 of Government of Assam, the Administrators are required to close such accounts on the last working day of the year and transfer the unspent balances back to the Consolidated

Fund, with the PD accounts being reopened in the next year, if necessary. Government of Assam, however, did not follow this procedure.

As on 31 March 2024, there were four PD Accounts having a balance of ₹ 0.07 crore as detailed in **Table 4.6**.

Table 4.6: Parking of funds in Personal Deposit Accounts during 2019-24

(₹ in crore)

Year	2019-20	2020-21	2021-22	2022-23	2023-24
Funds parked in PDA	0.57	0.57	0.09	0.07	0.07

Source: Finance Accounts

Further, in terms of Rule 324 and 333 of Treasury Rules, 2017 of Government of Assam, the Administrator of Personal Deposit Account shall make necessary verification and reconciliation of the balances with the Treasury and shall furnish a certificate to the Treasury Officer by 30 April every year. The Treasury officer shall verify the said certificate with treasury records and send a report of verification of such balances to the Accountant General (A&E) as early as possible.

During the year 2023-24, none of the four Administrators of Personal Deposit Accounts had reconciled and verified their balances with the treasury figures and the annual verification certificate was also not furnished to the Accountant General (A&E).

As on 31 March 2024, four Personal Deposit Accounts with a balance of ₹0.07 crore remained unclosed, in violation of Rule 325 of the Assam Treasury Rules, 2017, which mandates closure and transfer of unspent balances to the Consolidated Fund at year-end. Further, no reconciliation or verification of balances was carried out by the account administrators, and the required certification was not submitted to the Accountant General. These lapses undermine financial discipline, increase the risk of fund misutilisation, and reflect weak internal controls in fund management.

4.6 Indiscriminate use of Minor Head 800

The omnibus Minor Head 800 relating to Other Receipts/ Other Expenditure is to be operated only in cases where the appropriate Minor Head has not been provided under a Major Head in the List of Major and Minor Heads of Accounts (LMMHA). If such instances occur on a regular basis, it is the responsibility of the State Government to discuss with the Accountant General (A&E) and seek advice on an appropriate classification. Indiscriminate booking of receipts and expenditure under Minor Head 800 affects transparency and nature of transactions and renders the accounts opaque.

During 2023-24, the State Government booked an expenditure of ₹ 13,317.12 crore under Minor Head 800 under 72 Major Heads of Account, constituting 11.52 *per cent* of the total revenue and capital expenditure of ₹ 1,15,607.13 crore.

Instances of substantial proportion (50 *per cent* or more and ₹ 100 crore or more) of the expenditure within a given Major Head, classified under the Minor Head 800 – ‘Other Expenditure’, are given in **Table 4.7**.

Table 4.7: Significant expenditure booked under Minor Head 800 – Other Expenditure during 2023-24

(₹ in crore)

Sl. No.	Major Head	Expenditure under Minor Head 800	Total Expenditure	*Per cent*
1	2075 - Miscellaneous General Services	915.72	522.75*	175.17
2	2225 - Welfare of Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities	1,548.34	1,888.18	82.00
3	2245 - Relief on Account of Natural Calamities	175.63	261.58	67.14
4	2515 - Other Rural Development Programmes	1,729.52	2,254.80	76.70
5	2801 - Power	531.55	731.55	72.66
6	3056 - Inland Water Transport	156.87	174.35	89.97
7	4070 - Capital Outlay on Other Administrative Services	131.78	135.27	97.42
8	4225 – Capital Outlay on Welfare of Scheduled Caste, Scheduled Tribes, Other Backward Classes and Minorities	108.82	109.24	99.62
9	4401 - Capital Outlay on Crop Husbandry	114.05	116.38	98.00
Total		**5,412.28**	**6,194.10**	**87.38**

Source: Finance Accounts

**Out of overall expenditure of ₹ 522.75 crore under Major Head 2075, Deduct Recovery (Minor Head 911) accounted for ₹ 401.22 crore while Non-Deduct Recovery accounted for ₹ 923.96 crore.*

Audit examined selected cases of booking under Minor Head 800 (Expenditure more than ₹ 50 crore), and noted that in six instances, a valid Minor Head, other than 800, was available in the LMMHA, for booking these transactions. The total expenditure under these schemes amount to ₹ 985.53 crore (7.40 *per cent* of total expenditure under Minor Head 800) was booked in State Accounts (2023-24), as given in **Table 4.8**.

Table 4.8: Incorrect depiction of Minor Heads in the State Accounts (2023-24)

Sl. No.	Specified Heads in the LMMHA	Actual Head in Detailed Appropriation Accounts	Expenditure (₹ in crore)
1	2235-02-104 Welfare of aged, infirm and destitute	2501-01-800-{6111} Swahid Kushal Konwar Sarbajanin Briddha Pension Achoni (SKKSBPA)	378.35
2	2202-02-113 Samagra Shiksha	2202-02-800-{3952} Rastriya Madhyamik Shiksha Abhijan (RMSA)	188.82
3	2235-01-202 Other Rehabilitation Schemes	2070-00-800-{3198} Rehabilitation of Surrendered Misguided Youths	151.56
4	2236-02-101 Special Nutrition Programmes	2236-02-800-{6241} Implementation of National Nutrition Mission (POSHAN Abhiyaan)	114.46
5	2202-02-106 Text Books	2202-02-800-{5764} Free Text Books to the Students from Class IX to X	92.04
6	3054-04-338 Pradhan Mantri Gram Sadak Yojana	3054-04-800-{0123} PMGSY Maintenance to ASRB	60.3
Total			**985.53**

Source: Appropriation Accounts and List of Major and Minor Heads of Accounts

Thus, it is imperative that the State Government should review all classifications of schemes being made under 800 - Other Expenditure in the light of their depiction in the List of Major and Minor Heads of Account (LMMHA) and after consultation with the Accountant General (A&E), classify them appropriately as per existing LMMHA, or seek addition of new Minor Heads, to bring transparency in Accounts.

Similarly, the State Government classified receipts of ₹ 1,199.61 crore (1.31 *per cent* of total Revenue Receipts of ₹ 91,534.49 crore), pertaining to 45 Major Heads of Account, under the Minor Head '800 - Other Receipts' during 2023-24.

The cases where over 50 *per cent* of receipts and also more than ₹ one crore were classified under Minor Head 800 – 'Other Receipts', are given in **Table 4.9**.

Table 4.9: Significant receipts booked under Minor Head 800 – Other Receipts during 2023-24

(₹ in crore)

Sl. No.	Major Head	Receipts under Minor Head 800	Total Receipts	Percentage
1	0029 – Land Revenue	231.39	333.63	69.36
2	0059 – Public Works	1.98	2.04	97.06
3	0210 – Medical and Public Health	76.06	94.82	80.22
4	0405 – Fisheries	2.46	4.63	53.13
5	0425 – Co-operation	9.10	9.44	96.40
6	1054 – Roads and Bridges	5.79	7.27	79.64
7	1056 – Inland Water Transport	12.33	12.33	100.00
Total		**339.11**	**464.16**	**73.06**

Source: Finance Accounts

Classification of amounts under the omnibus Minor Head 800 affects transparency in financial reporting and distorts proper analysis of allocative priorities and quality of expenditure.

During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department, assured to rectify the issue from the next budget.

4.7 Central Road and Infrastructure Fund (CRIF)

Government of India provides annual grants under Central Road and Infrastructure Fund (CRIF) (erstwhile CRF) to the State Government to incur expenditure on specific road projects. The fund is constituted out of the proceeds of (i) a duty of excise and customs on motor spirit (commonly known as petrol) and high-speed diesel oil (ii) Road and Infrastructure Cess and (iii) Grants and Loans by the Central Government.

In terms of the extant accounting procedure, the grants are to be initially booked as Revenue Receipts under Major Head "1601-06-104-Grants from Central Road and Infrastructure Fund". Thereafter, the amount so received is to be transferred by the State Government to the Public Account under Major Head "8449-Other Deposits-103 Subvention from Central Road and Infrastructure Fund", through Revenue Expenditure Major Head "3054 Roads and Bridges". This process ensures that receipt of the grants do not result in overstatement of Revenue Surplus or understatement of Revenue Deficit in the accounts. The expenditure on prescribed road works under CRIF will first be accounted for under the relevant Capital or Revenue Expenditure section (Major Heads 5054 or 3054) and reimbursed out of the Public Account under Major Head 8449 as a deduct expenditure to the concerned Major Head (5054 or 3054 as the case may be).

During the year 2023-24, the State Government received grants of ₹ 223.24 crore towards CRIF. While the receipt of fund was accounted for correctly in Revenue

Receipts Major Head 1601-08-108 Grants from Central Road Infrastructure Fund, the accounting procedure for recording expenditure under CRIF as detailed above was not followed. No budget provision was made under the Major Head - '3054-80-797 - transfer to Deposit Accounts' for transfer of funds to the Major Head - '8449-Other Deposits-103 subvention from Central Road and Infrastructure Fund' in Public Account. However, ₹ 225.32 crore was booked under CRIF during the year under the head of account 5054-03-337-1857 – Construction Expenditure Met from Central Road Fund in Grant No. 64 of Appropriation Accounts.

During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department, agreed to follow the prescribed accounting procedure of CRIF.

4.8 State Compensatory Afforestation Fund (SCAF)

The Compensatory Afforestation Fund Act, 2016, provides for establishment of the "State Compensatory Afforestation Fund" under Public Account of the State and crediting thereto the monies received from the user agencies towards compensatory afforestation, additional compensatory afforestation, penal compensatory afforestation, net present value and all other amounts recovered from such agencies under the Forest (Conservation) Act, 1980.

According to Paragraph 2 of the Compensatory Afforestation Fund (Accounting Procedure) Rules, 2018, the monies received from the user agencies shall be credited in the interest bearing section of the Public Account of the State under Major Head "8336 Civil Deposit – 103 State Compensatory Afforestation Deposits". Out of this, 90 *per cent* shall be transferred to the Major Head "8121 General and Other Reserve Fund – 129 State Compensatory Afforestation Fund (SCAF)" and 10 *per cent* credited into the National Fund on yearly basis. The balance in the fund shall be non-lapsable and get interest as per the rate declared by the Central Government on year to year basis. The expenditure from the fund shall be incurred from the Major Head "2406 Forestry and Wildlife" with accounting adjustment as deduct recoveries under Minor Head "904 Deduct Amount met from State Compensatory Afforestation Fund (SCAF)". This ensures that the expenditure is adjusted from the Fund and the balance continues to remain in the interest bearing, non-lapsable fund in Public Account.

Government of Assam received ₹ 43.63 crore from National Compensatory Afforestation Deposit during 2023-24 and credited the amount under MH 8121-129.

An expenditure of ₹ 70.69 crore was booked under SCAF during the year under the head of account "2406-04-103-2535-Compensatory Afforestation Fund Management and Planning Authority (CAMPA)". However, no expenditure has been set off (Major Head: 2406-904) against the fund balance since inception of the fund. Further, the closing balance of ₹ 752.78 crore as on 31 March 2024 under MH 8121-129 was not invested by the State Government leading to creation of liability of ₹ 23.76 crore towards payment of an interest.

Issues related to Measurement

4.9 Outstanding balance under major Suspense and DDR heads

Suspense heads are operated in Government accounts to reflect transactions that cannot be booked initially to their final Head of Account for some reason or the other. These are finally cleared by minus debit or minus credit when the amount is taken to its final Head of Account. If the amounts under suspense heads remain unadjusted, the balances under these heads get accumulated resulting in understatement of Government's receipts and payments.

Remittances embrace all transactions which are adjusting Heads of Account and the debits or credits under these heads are eventually cleared by corresponding credit or debit within the same or in another circle of accounting.

The Finance Accounts reflect the net balances under Suspense and Remittance Heads. The outstanding balances under these heads are worked out by aggregating the outstanding debit and credit balances separately under various heads. Clearance of suspense and remittance items depends on the details furnished by the State Treasuries/ Works and Forest Divisions, *etc*. The position of gross figures under major suspense and remittance heads for the last three years is given in **Table 4.10**.

Table 4.10: Balances under Suspense and Remittance Heads

(₹ in crore)

Name of Major and Minor Head	2021-22		2022-23		2023-24	
	Dr.	Cr.	Dr.	Cr.	Dr.	Cr.
8658 - Suspense						
101 - PAO suspense	481.71	314.04	294.73	155.76	342.09	240.06
Net	**Dr. 167.67**		**Dr. 138.97**		**Dr. 102.03**	
102 - Suspense Account-Civil	2,218.58	866.61	2,155.06	992.21	1,590.64	442.55
Net	**Dr. 1,351.97**		**Dr. 1,162.85**		**Dr. 1,148.09**	
107 - Cash Settlement Suspense Account	82.73	15.65	82.73	15.65	82.73	15.65
Net	**Dr. 67.08**		**Dr. 67.08**		**Dr. 67.08**	
109 - Reserve Bank Suspense - Headquarters	-376.36	-0.03	-33.50	376.29	-101.01	409.78
Net	**Cr. 376.33**		**Cr. 409.79**		**Cr. 510.79**	
110 - Reserve Bank Suspense - CAO	14.85	11.27	14.30	18.27	1.65	44.75
Net	**Dr. 3.58**		**Cr. 3.97**		**Cr. 43.10**	
112 - Tax Deducted at Source (TDS) Suspense	--	32.25	--	0.02	--	0.06
Net	**Cr. 32.25**		**Cr. 0.02**		**Cr. 0.06**	
123 - A.I.S Officers' Group Insurance Scheme	0.14	1.37	0.07	1.27	0.04	1.25
Net	**Cr. 1.23**		**Cr. 1.20**		**Cr. 1.21**	
8782 – Cash Remittances						
102 - P.W. Remittances	85,421.80	85,034.15	8,885.45	8,478.34	5,287.88	4,827.17
Net	**Dr. 387.65**		**Dr. 407.11**		**Dr. 460.71**	
103 - Forest Remittances	6,236.10	5,855.60	949.82	517.28	532.72	97.25
Net	**Dr. 380.50**		**Dr. 432.54**		**Dr. 435.47**	
110 – Miscellaneous Remittances	--	12.91	--	12.91	--	12.91
Net	**Cr. 12.91**		**Cr. 12.91**		**Cr. 12.91**	

Name of Major and Minor Head	2021-22		2022-23		2023-24	
	Dr.	Cr.	Dr.	Cr.	Dr.	Cr.
8793 – Inter State Suspense Account						
	108.60	902.62	8.99	0.03	5.45	--
Net	**Cr. 794.02**		**Dr. 8.96**		**Dr. 5.45**	

Source: Finance Accounts

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

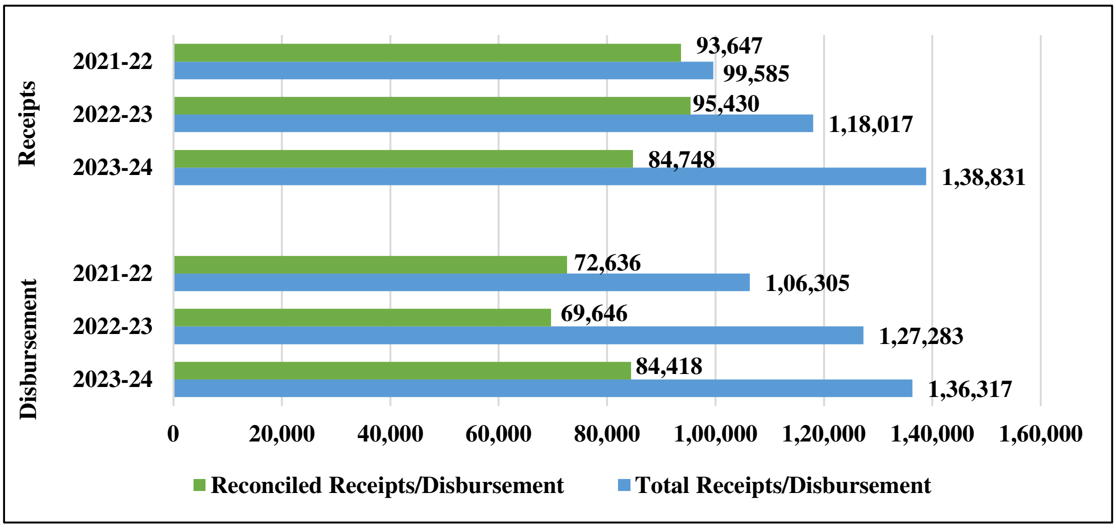
4.10 Reconciliation of Departmental figures

Financial Rules stipulate those receipts and expenditure recorded in the books of accounts of Controlling Officers (COs) be reconciled by them every month during the financial year with those recorded in the books of the Accountant General (Accounts and Entitlements). This is to enable the COs to exercise effective control over expenditure and manage their budgetary allocation efficiently, and ensure accuracy of their accounts.

While 80.86 *per cent* of receipts and 54.72 *per cent* of disbursement were reconciled during 2022-23, the figure for receipts decreased to 61.04 *per cent*, and that for disbursement increased to 61.93 *per cent* for the year 2023-24.

The status of reconciliation of receipts and disbursement figures by the COs during the three-year period 2021-24 is shown in **Chart 4.3**.

Chart 4.3: Status of reconciliation during the three years 2021-24 (₹ in crore)



The details relating to the number of COs and the extent of reconciliation during the last three years are given in **Table 4.11**.

Table 4.11: Status of Reconciliation of Receipts and Disbursement figures

Year	Total No. of Controlling Officers	Status of reconciliation			Total Receipts/ Disbursement (₹ in crore)	Reconciled Receipts/ Disbursement	
		Fully	Partially	Not done		Amount (₹ in crore)	*Per cent*
Receipts							
2021-22	58	13	3	42	99,585	93,647	94.04
2022-23	58	11	2	45	1,18,017	95,430	80.86
2023-24	58	8	6	44	1,38,831	84,748	61.04
Disbursement							
2021-22	58	35	21	2	1,06,305	72,636	68.33
2022-23	58	25	24	9	1,27,283	69,646	54.72
2023-24	58	17	33	8	1,36,317	84,418	61.93

Source: Finance Accounts

Non-reconciliation of figures has been pointed out by the CAG in the Audit Reports year after year. The PAC in its 161st Report (Paragraph 13) also recommended (March 2020) that the departments should reconcile their figures with the Accountant General (A&E) on monthly basis or at least quarterly basis to avoid wrong booking of figures. In spite of the recommendations, 38.96 *per cent* of receipts and 38.07 *per cent* of disbursement figures booked by the Accountant General (A&E) were not reconciled by the departmental authorities during 2023-24.

Reconciliation and verification of figures is an important tool of financial management. Failure to exercise/ adhere to the codal provisions and executive instructions in this regard not only results in misclassification and incorrect booking of receipts and disbursement in the accounts, but also defeats the very objective of budgetary process.

4.11 Reconciliation of Cash Balances

As on 31 March 2024, Cash balance as per record of Accountant General was ₹ 223.00 crore (Cr.) and that reported by the RBI was ₹ 24.16 crore (Cr.). There was a net difference of ₹ 247.16 crore (Cr.) mainly due to pending reconciliation between the Treasury/ RBI/ Agency Bank and AG Office.

Issues related to Disclosure

4.12 Compliance with Accounting Standards

Government Accounting Standards Advisory Board (GASAB), set up by the Comptroller and Auditor General of India in 2002, has been formulating standards for government accounting and financial reporting to enhance accountability mechanisms. At the end of March 2024, four Indian Government Accounting Standards (IGAS) have been notified. The details of these standards and the extent of compliance with these by Government of Assam in its financial statements for the year 2023-24 are given in **Table 4.12**.

Table 4.12: Compliance with Indian Government Accounting Standards

IGAS	Essence of IGAS	Status	Impact of non-compliance
IGAS 1 *Guarantees given by government – Disclosure requirements*	This standard requires the government to disclose the maximum amount of guarantees given during the year in its financial statements along with additions, deletions, invoked, discharged and outstanding at the end of the year.	Partially complied	While the government has disclosed the maximum amount of guarantees given during the year, detailed information like number of guarantees for each institution was not depicted.
IGAS 2 *Accounting and Classification of Grants-in-Aid*	Grants-in-Aid are to be classified as Revenue Expenditure in the accounts of the grantor and as Revenue Receipts in the accounts of the grantee, irrespective of the end use.	Partially complied	State Government made budgetary provision and classified GIA amounting to ₹ 5,658.63 crore under Capital Major Heads of Account, instead of under the Revenue Section. It did not also furnish any information regarding GIA paid in kind during the year.
IGAS 3 *Loans & Advances made by Government*	This Standard relates to recognition, measurement, valuation and reporting in respect of loans and advances made by the Government in its Financial Statements to ensure complete, accurate and uniform accounting practices.	Partially complied	While the State government complied with the format prescribed by the Standard, the information in this regard is incomplete, since the details of overdue principal and interest in respect of loans and advances have not been provided to the Accountant General (A&E).
IGAS 4 *Prior Period Adjustment*	This Standard prescribes the manner in which Prior Period Adjustments including errors once identified shall be presented and disclosed in the current financial year under the cash basis of accounting.	Complied	The State Government had taken recourse to Prior Period Adjustment for a total amount of ₹ 2,239.13 crore for giving accounting effect to a Government decision of converting the Grants-in-aid given to six State PSEs in the previous accounting periods into Equity.

Indian Government Accounting Standard-4 - Prior Period Adjustments

Ministry of Finance, GoI *vide* Notification dated 02 March 2023 issued Indian Government Accounting Standard (IGAS) on Prior Period Adjustments called as IGAS-4 – Prior Period Adjustments. The objective of this Standard is to prescribe the manner in which Prior Period Adjustments including errors once identified shall be presented and disclosed in the current financial year under the cash basis of accounting.

Accordingly, Government of Assam issued financial sanctions of ₹ 3,752.26 crore for conversion of Loans/Grants/Interest into equity by way of book adjustment during 2023-24. Out of ₹ 3,752.26 crore, ₹ 2,239.13 crore was booked in the accounts of current year *i.e.*, 2023-24 as prior period adjustment on the strength of the provision of IGAS-4 and remaining ₹ 1,513.13 crore pertaining to Loans/Grants/Interest was converted into equity by way of book adjustment during 2023-24 as per sanction order issued by Government of Assam.

4.13 Submission of Accounts of Autonomous Councils/ Bodies

As per Section 19(3) of the CAG's DPC Act, the Governor/ Administrator may, in public interest, request the CAG to audit the accounts of a corporation established by law made by the legislature of the State or of the Union Territory, as the case may be, and where such request has been made, the CAG shall audit the accounts of such corporation and shall have, for the purposes of such audit, right of access to the books and accounts of such corporation.

Apart from Section 19, where the audit of the accounts of any body or authority has not been entrusted to the CAG by or under any law, he shall, if requested to do so by the President, or the Governor of a State or the Administrator of a Union Territory having a Legislative Assembly, as the case may be, undertake the audit of the accounts of such body or authority on such terms and conditions as may be agreed upon between him and the concerned Government and shall have, for the purposes of such audit, right of access to the books and accounts of that body or authority (Section 20).

Audit certificate is issued in case of above-mentioned autonomous bodies and authorities provided CAG is the sole auditor. Thus, these bodies and authorities are required to prepare annual accounts and submit to AG (Audit) for audit.

The CAG had not received 485 annual accounts of 75 Autonomous Councils, Development Councils and Government Bodies (due up to 2023-24) for audit as of September 2024. Out of 485 outstanding annual accounts, nine accounts[27] pertained to three Autonomous District Councils created under sixth Schedule of the Constitution.

Table 4.13: Age-wise analysis of Annual Accounts due for audit but not submitted

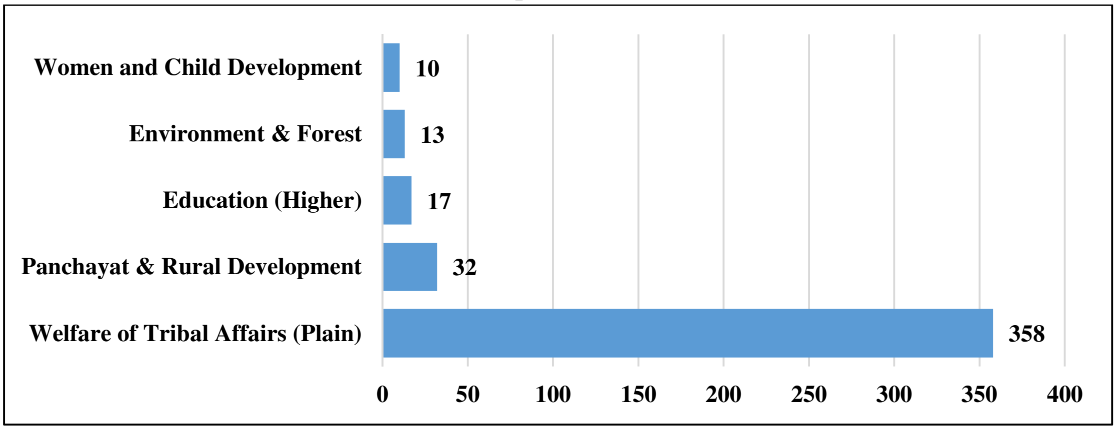
Delay in Number of Years	No. of Accounts
0-1	75
1-3	105
3-5	63
5-10	136
More than 10	106
Total	**485**

The Department-wise details of accounts due from Autonomous Councils, Development Councils, Government Bodies are given in ***Appendix 4.5***.

Age-wise pendency of these 485 accounts is given above. Status of pending accounts in respect of five major departments is given in **Chart 4.4**.

[27] i) Bodoland Territorial Council, Kokrajhar: Three Annual Accounts (2021-22 to 2023-24); ii) Karbi Anglong Autonomous Council, Diphu: Two Annual Accounts (2022-23 to 2023-24); and iii) North Cachar Hills Autonomous Councils, Haflong: Four Annual Accounts (2020-21 to 2023-24)

Chart 4.4: Status of pending accounts of Autonomous Councils/ Bodies pertaining to five major Departments



In the absence of annual accounts and their audit, proper utilisation of the grants and loans disbursed to those bodies/ authorities and their accounting cannot be vouched. Audit took up the matter of non-submission of accounts of the defaulting bodies with the authorities concerned from time to time, but without perceivable improvement.

During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department, stated that necessary instructions would be issued to concerned Departments for early submission of remaining outstanding Accounts.

4.14 Departmental Commercial Undertakings/ Corporations/ Companies

According to Sections 394 and 395 of the Companies Act, 2013, Annual Report on the working and affairs of a Government Company is to be prepared within three months of its Annual General Meeting (AGM). As soon as may be after such preparation, the Annual Report should be laid before the Houses or both the Houses of the State Legislature together with a copy of the Audit Report and any comments upon or supplement to the Audit Report, made by the CAG. Almost similar provisions exist in the respective Acts regulating Statutory Corporations (including Departmental undertakings). Departmental undertakings perform activities of commercial/quasi-commercial nature. They are required to prepare *pro-forma* accounts in the prescribed format annually, showing the working results of operations so that the Government can assess their working. The above mechanism provides the necessary legislative control over the utilisation of public funds invested in the companies and corporations from the Consolidated Fund of the State.

Further, Section 96 of the Companies Act, 2013, requires every company to hold AGM of the shareholders once in every calendar year. It is also stated that not more than 15 months shall elapse between the date of one AGM and that of the next. Section 129 of the Act stipulates that the audited Financial Statement for the financial year has to be placed in the said AGM for their consideration. Section 129(7) of the Act provides for levy of penalty like fine and imprisonment on the persons including directors of the company responsible for non-compliance with the provisions of Section 129 of the Act.

In the absence of timely finalisation of accounts, results of the investment of the Government remain outside the purview of the State Legislature and escape scrutiny by audit. Consequently, corrective measures, if any, required for ensuring accountability and improving efficiency cannot be taken in time. Risk of fraud and mis-utilisation of public money cannot be ruled out.

The Heads of Departments in the Government are to ensure that the departmental undertakings prepare such accounts and submit the same to the Accountant General (Audit) within a specified time frame.

However, the CAG has not received 245 annual accounts of 39 Public Sector Undertakings (due up to 2023-24) for audit as of September 2024.

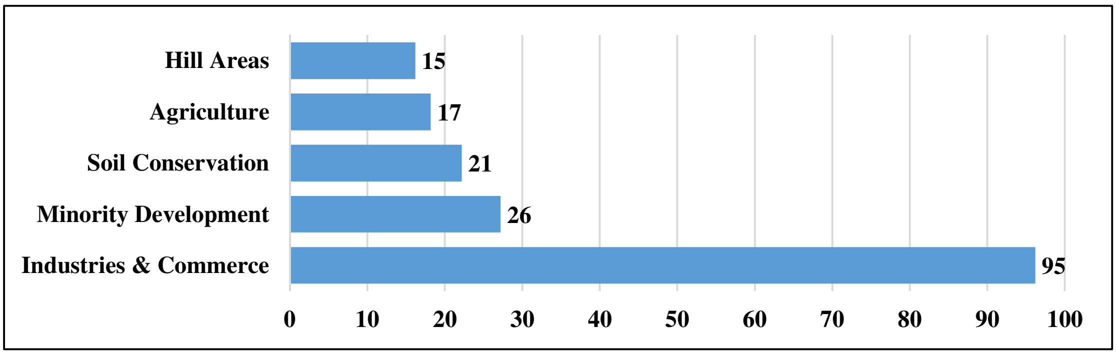
Age-wise pendency of these 245 accounts is given in **Table 4.14** and status of pending accounts in respect of five major departments is given in **Chart 4.5**.

Table 4.14: Age-wise analysis of Annual Accounts due for audit but not submitted

Delay in Number of Years	No. of Accounts
0-1	39
1-3	54
3-5	35
5-10	57
More than 10	60
Total	**245**

Department-wise details of accounts due from Public Sector Undertakings (due up to 2023-24) are given in ***Appendix 4.6***.

Chart 4.5: No. of Pending Annual Accounts of PSUs pertaining to five major Departments



The Administrative Departments concerned have the responsibility to oversee the activities of these entities and to ensure that the accounts of State PSUs under their control are finalised and adopted by the SPSEs within the stipulated period.

During the Exit Conference (February 2025), the Commissioner and Secretary to Government of Assam, Finance Department, assured steps for early submission of remaining outstanding Accounts.

4.15 Timeliness and Quality of Accounts

The accounts of the State Government are compiled by the Accountant General (A&E) from the initial accounts rendered by 31 District Treasuries, 52 Sub-Treasuries, five Intermediate Treasuries, 43 Public Works (Building) Divisions, 90 Public Works (Road) Divisions, 03 Inland Water Transport Division, 67 Irrigation Divisions, and 49 Public Health Engineering Divisions, 42 Water Resources Divisions, 148 Forest Divisions, 66 Pay and Accounts Offices and Advices of the Reserve Bank of India.

During the financial year 2023-24, significant number of monthly accounts of Treasuries, Public Works Divisions and Forest Divisions were not submitted in time by the concerned authorities of Government of Assam. As a result, during the year 2023-24, monthly Civil Accounts were closed by Office of the AG (A&E), Assam by excluding accounts of certain treasuries/ divisions in certain months. Details of accounts excluded from the monthly Civil Accounts are given in **Chart 4.6**.

Chart 4.6: No. of accounts excluded from monthly Civil Accounts during 2023-24

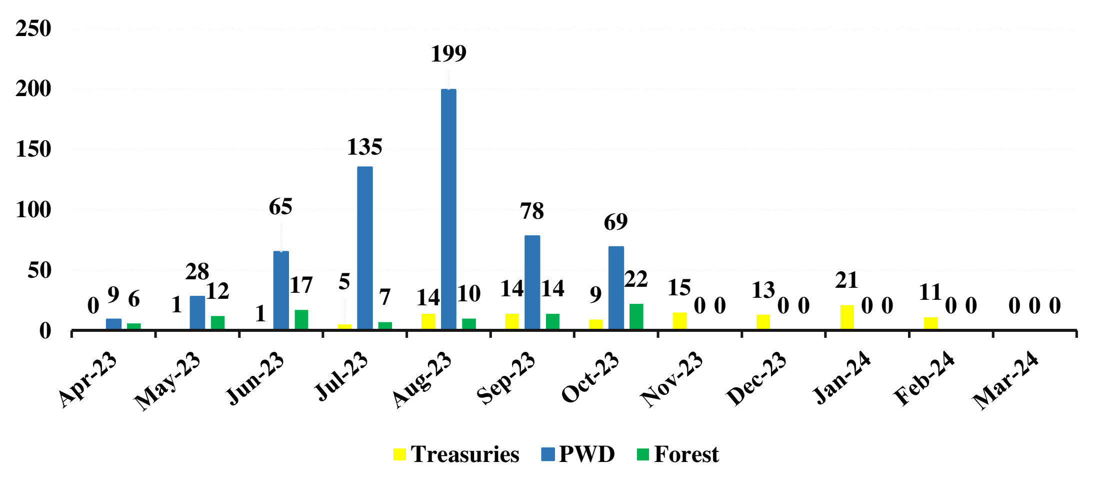


Chart 4.6 indicates that there were several units that delayed rendition of monthly accounts. Consequently, receipts and expenditure relating to these divisions/ units could not be incorporated in the Civil Accounts of the respective month of the occurrence of the transaction. Due to the failure of the account rendering units to furnish accounts on time, some accounts were excluded from the monthly Civil Accounts by the Accountant General (A&E) throughout the year 2023-24, except for March 2024. Therefore, the monthly accounts indicating the receipts and disbursements of the State during the month, rendered by the Accountant General (A&E) to the State Government were incomplete in all the months, except for the month of March.

Government of Assam vide its order dated 29 July 2023 started the roll out of Works and Forest module in Finassam Portal w.e.f. from 01 December 2023. As a result of change of accounting process, the monthly accounts of Works and Forest department are to be submitted to the Accountant General (A&E) by the Treasury through IFMIS.

Exclusion of accounts not only distorts the financial picture presented in the monthly accounts of the Government, but also impacts the monitoring of fund flow to the last mile of implementation, planned pacing of expenditure on developmental programmes, provides intended benefits to the targeted beneficiaries, functioning of departments, *etc.* during the year. The State Government therefore needs to monitor closely and ensure the rendition of accounts by all the account rendering authorities to the Accountant General (A&E) on a timely basis.

4.16 Follow up action on State Finances Audit Report

4.16.1 *Suo-motu* Action Taken Notes

In the Audit Reports on the Finances of Government of Assam, the Comptroller and Auditor General of India has been flagging issues of concern relating to various aspects of financial and budgetary management, areas of non-compliance with the prescribed procedures, rules and regulations, *etc.* by the State Government departments/ authorities. These Reports can achieve the desired results only when they evoke positive and adequate response from the Government/ administration itself. To ensure accountability of the executive with regard to the issues contained in the Audit Reports, the Public Accounts Committee (PAC) of Assam Legislative Assembly issued instructions (September 1994) for submission of *suo-motu* Action Taken Notes (ATNs) by the administrative departments concerned within three months of presentation of the Audit Reports to the State Legislature. However, this is not being complied with by most Departments.

4.16.2 Discussion of SFAR and Appropriation Accounts by the PAC

The PAC discussed the audit observations that featured in the State Finances Audit Report for the year ended 31 March 2018 with the Principal Secretary of the Finance Department on 19 November 2019 and obtained a written response from him in this regard. The Report of the PAC thereon is awaited (November 2024).

Further, the PAC discussed on two separate occasions (February 2020 and February 2021) the issue of excess expenditure reported in Appropriation Accounts of different years and issued 13 recommendations *vide* its 161st and 169th Reports placed before the State Legislature on 24 March 2020 and 11 February 2021 respectively, asking the departments to furnish Action Taken Report (ATR) in three cases. But only two Action Taken Reports have been submitted as of November 2024.

4.17 Implementation of Recommendation of Sixth Assam State Finance Commission on fiscal devolution

Article 243-I and 243-Y of the Constitution stipulates that the Governor of the State shall, as soon as may be, within one year from the commencement of the Constitution (73rd and 74th Amendment) Act, 1992, and thereafter at the expiration of every fifth year, constitute a Finance Commission to review the financial position of Panchayats and Municipalities and to make recommendations to the Governor as to

(a) the principles which should govern the (i) distribution of the net proceeds of taxes, duties, *etc*. leviable by the State, between States, and Panchayats and Municipalities, (ii) determination of taxes, duties, *etc*. which may be assigned to/ appropriated by Panchayats and Municipalities, and (iii) GIA to Panchayats and Municipalities from the Consolidated Fund of the State;

(b) the measures needed to improve the financial position of Panchayats and Municipalities; and

(c) any other matter referred to the Finance Commission by the Governor.

Thus, as per the provisions of the Constitution, the first State Finance Commission became due in 1994-95. The first Assam State Finance Commission (SFC) was constituted in June 1995 and the latest SFC *i.e.*, 6th Assam SFC was constituted in November 2018. Sixth SFC Report was submitted in April 2020 and the period of the Report would be 2020-25.

The 11th Schedule of the Constitution contains 29 functions to be discharged by the Panchayati Raj Institutions (PRIs). Similarly, the 12th Schedule of the Constitution contains 18 functions to be discharged by the Urban Local Bodies (ULBs). To discharge the said functions, the PRIs and ULBs receive funds from its own resources, SFC devolution, grants from State Government and grants from Central Finance Commission.

The 6th Assam SFC had recommended criteria for both vertical devolution of the State's Own Tax Revenue between State and Local Bodies, as well as horizontal devolution among individual units of PRIs and ULBs.

Summary of actual GIA disbursed to PRIs and ULBs as per recommendation of the 6th Assam SFC is given in **Table 4.15**.

Table 4.15: Details of the devolution of SFC Grants

(₹ in crore)

Purpose	2020-21	2021-22	2022-23	2023-24
PRIs	66.84	80.21	62.79	N.A*
ULBs	0.00	54.26	159.18	136.95
Total	**66.84**	**134.47**	**221.97**	**136.95**

Source: Finance (Economic Affairs) Department, GoA and DMA

**The amount released to PRIs has not been provided by the Department*

As can be seen from **Table 4.15**, the devolution of SFC Grants for ULBs decreased by ₹ 22.23 crore from ₹ 159.18 crore in 2022-23 to ₹ 136.95 crore in 2023-24.

4.18 Conclusion

- Utilisation Certificates in respect of grants aggregating to ₹ 18,669.55 crore (6,335 UCs) given to 50 Departments of the State Government during the period from 2005-06 to 2022-23 had not been submitted. In absence of UCs, it could not be ascertained whether the recipients had utilised the grants for the purposes for which those were given, and the assets had been created.
- As of 31 March 2024, 37 State Departments had not submitted DCC bills for ₹ 748.41 crore against 1,316 AC Bills. Non-adjustment of advances for long periods is fraught with the risk of misappropriation and therefore, requires close monitoring by the respective DDOs for ensuring submission of DCC bills.
- During 2023-24, the State Government classified receipts of ₹ 1,199.61 crore (1.31 *per cent* of total Revenue Receipts of ₹ 91,534.49 crore), pertaining to 45 Major Heads, under the Minor Head '800 - Other Receipts' while an expenditure of ₹ 13,317.12 crore was booked under Minor Head 800 under 72 revenue and capital Major Heads of Account, constituting 11.52 *per cent* of the total revenue and capital expenditure of ₹ 1,15,607.13 crore.
- During the year, expenditure amounting to ₹ 84,418 crore (61.93 *per cent* of total expenditure of ₹ 1,36,317 crore) and receipts of ₹ 84,748 crore (61.04 *per cent* of the total receipts of ₹ 1,38,831 crore) were reconciled. Failure to exercise/ adhere to the codal provisions and executive instructions in this regard may entail the risk of misclassification and incorrect booking of both receipts and expenditure in the accounts.
- As on 31 March 2024, there were 485 annual accounts of 75 Autonomous Councils, Development Councils and Government Bodies and 245 annual accounts of 39 Public Sector Undertaking (due up to 2023-24) pending for submission to the CAG for audit. Delayed rendering of accounts by the account rendering units/ authorities distorted the accurate depiction of monthly transactions of the State and impacted effective budgetary management and diluted accountability of these Bodies.

4.19 Recommendations

i. *State Government may institute a monitoring mechanism to ensure that the Departments comply with the prescribed rules and procedures with regard to submission of UCs, DCC bills and accounts for audit.*

ii. *State Government should review the classification of schemes being made under the omnibus Minor Head 800 in the light of their depiction in the LMMHA and after consultation with the Accountant General (A&E), classify them appropriately as per existing LMMHA, or seek addition of new Minor Heads, to bring transparency in Accounts.*

iii. *Internal control mechanism needs to be strengthened and the Government needs to ensure that the Controlling Officers reconcile their figures of receipts and* *expenditure with those of the Accountant General (A&E) at prescribed intervals, to provide transparency and accuracy in accounting of Government transactions.*

iv. *The State Government may draw up a concrete plan to clear arrears in Accounts of persistently delaying/ defaulting Autonomous District Councils (ADCs) and other Government bodies. Disbursal of financial assistance to ADCs/ Autonomous Bodies of the State may be linked to improvement in finalisation of their Accounts.*

(KUMAR ABHAY)
Accountant General (Audit), Assam

Guwahati
The 29 April 2025

Countersigned

(K. SANJAY MURTHY)
Comptroller and Auditor General of India

New Delhi
The 30 April 2025

Appendices

Appendix 1.1: State Profile

(Reference: Paragraph 1.1)

A.	**General Data**		
Sl. No.	**Particulars**	**Unit**	**Assam**
1.	Area	In sq. kms	78,438
2.	Population	In Crore	3.12
3.	Density of Population (**All India Average: 382**)	Per sq. km	398
4.	Literacy (**All India Average: 73.0)**	*Per cent*	72.19
5.	Gross State Domestic Product (GSDP) 2023-24 at current prices	₹ in crore	5,70,242.61 (A.E.)
6.	Per capita GSDP of the State at current prices, 2023-24	In ₹	1,58,807
7.	Population Below Poverty Line (BPL) 2011-12 (**All India Average: 21.92 *per cent*)**	*Per cent*	31.98
8.	Infant mortality **(All India Average = 28 per 1000 live births) (2020)**	Per 1000 live births	36
9.	Life Expectancy at birth (in 2016-2020) (**All India Average: 70.0**)	In years	67.9

B.	**Financial Data**								
	Particulars	**Growth Rate**							
		CAGR				**Y-o-Y**			
		2014-15 to 2017-18		**2018-19 to 2021-22**		**2022-23 over 2021-22**		**2023-24 over 2022-23**	
		NE&HS*	**Assam**	**NE&HS***	**Assam**	**NE&HS***	**Assam**	**NE&HS***	**Assam**
a.	Revenue Receipts	13.23	12.34	7.90	7.93	11.02	12.44	4.79	2.00
b.	Own Tax Revenue	10.54	11.83	7.55	7.04	17.39	25.44	12.61	15.00
c.	Non-tax Revenue	17.07	19.06	-7.60	-24.21	34.51	60.94	6.60	2.46
d.	Total Expenditure	11.85	13.32	8.18	14.62	13.26	16.71	4.25	-3.57
e.	Capital Expenditure	15.09	25.28	11.49	22.18	1.50	-20.51	18.67	34.05
f.	Revenue Expenditure on Education	11.22	8.05	4.07	4.81	11.76	7.33	3.26	5.27
g.	Revenue Expenditure on Health & Family Welfare	15.66	30.18	12.96	15.45	9.15	-3.64	-4.03	-4.31
h.	Revenue Expenditure on Salary and Wages	11.62	13.50	3.95	3.31	10.05	8.48	3.32	8.83
i.	Revenue Expenditure on Pension	22.84	42.04	15.05	28.53	10.74	-4.74	3.16	7.60

**NE&HS: 11 North Eastern & Himalayan States.*

Sources: *i) Census, 2011 for Sl. No. 1 to 4;*
ii) Directorate of Economics & Statistics, Assam for Sl. No. 5 and 6;
iii) Statistical Handbook, 2020 for Sl. No. 7;
iv) SRS Bulletin (May 2022) for Sl. No.8;
v) SRS based Abridged Life Table 2016-20

Appendix 1.2: Time Series Data on State Government Finances

(Reference: Paragraph 1.1)

(₹ in crore)

Indicators	2019-20	2020-21	2021-22	2022-23	2023-24
Part A: Receipts					
1. Revenue Receipts *(i + ii + iii)*	**64,495.08 (80.73)**	**64,902.19 (78.34)**	**79,815.19 (80.15)**	**89,742.30 (76.04)**	**91,534.49 (65.93)**
(i) Tax Revenue (a + b)	**38,250.13 (59.31)**	**35,762.93 (55.10)**	**47,683.65 (59.74)**	***54,196.28 (60.39)***	***63,508.69 (69.38)***
(a) Own Tax Revenue	***16,528.69 (25.63)***	***17,133.61 (26.40)***	***19,533.10 (40.96)***	***24,502.02 (45.21)***	***28,178.12 (44.37)***
State Goods and Services Tax (SGST)	*8,755.30 (52.97)*	*8,549.02 (49.90)*	*10,579.56 (54.16)*	*12,564.45 (51.28)*	*14,653.64 (52.00)*
Taxes on Agricultural Income	*6.87 (0.04)*	*(-)38.00 (-0.22)*	*-0.62 (0.00)*	*1.67 (0.01)*	*0.49 (0.00)*
Taxes on Sales, Trade, etc.	*4,480.96 (27.11)*	*5,070.97 (29.60)*	*4,866.68 (24.92)*	*6,748.61 (27.54)*	*7,462.99 (26.49)*
Taxes and duties on electricity	*194.57 (1.18)*	*197.59 (1.15)*	*337.91 (1.73)*	*87.81 (0.36)*	*80.31 (0.29)*
State Excise	*1,650.03 (9.98)*	*2,039.94 (11.91)*	*1,939.07 (9.93)*	*2,525.57 (10.31)*	*3,038.67 (10.78)*
Taxes on Vehicles	*815.82 (4.94)*	*723.98 (4.23)*	*978.21 (5.01)*	*1,348.41 (5.50)*	*1,689.80 (6.00)*
Stamps and Registration fees	*292.65 (1.77)*	*280.75 (1.64)*	*439.46 (2.25)*	*851.51 (3.48)*	*694.78 (2.48)*
Land Revenue	*94.16 (0.57)*	*116.81 (0.68)*	*185.02 (0.95)*	*158.50 (0.65)*	*333.63 (1.18)*
Other Taxes	*238.33 (1.44)*	*192.55 (1.12)*	*207.81 (1.06)*	*215.49 (0.88)*	*223.81 (0.79)*
(b) State's share in Union taxes and duties	***21,721.44 (33.68)***	***18,629.32 (28.70)***	***28,150.55 (59.04)***	***29,694.26 (54.79)***	***35,330.57 (55.63)***
(ii) Non-Tax Revenue	***5,539.34 (8.59)***	***2,899.61 (4.47)***	***3,579.75 (4.49)***	***5,761.31 (6.42)***	***5,902.90 (6.45)***
(iii) Grants-in-Aid from GoI	***20,705.61 (32.10)***	***26,239.65 (40.43)***	***28,551.79 (35.77)***	***29,784.71 (33.19)***	***22,122.90 (24.17)***
2. Miscellaneous Capital Receipts	**--**	**--**	**--**	**--**	**--**
3. Recovery of Loans and Advances	**7.98 (0.01)**	**2.56 (0.00)**	**3,099.49 (3.74)**	**5.07 (0.01)**	**3,282.45 (3.46)**
4. Total revenue and Non debt capital receipts (1+2+3)	**64,503.06**	**64,904.75**	**82,914.68**	**89,747.37**	**94,816.94**
5. Public Debt Receipts	**14,249.63 (17.84)**	**17,940.18 (21.66)**	**16,670.15 (16.74)**	**28,270.02 (23.95)**	**44,013.85 (31.70)**
Internal Debt (excluding Ways and Means Advance and Overdraft)	*14,143.29*	*16,382.36*	*14,138.94*	*19,225.76*	*21,766.42*
Transactions under Ways and Means Advance and Overdraft	Nil	Nil	Nil	4,608.64	16,242.25
Loans and Advances from GoI	106.34	1,557.82	2,531.21	4,435.62	6,005.18
6.Total receipts in the Consolidated Fund (4+5)	**78,752.69**	**82,844.93**	**99,584.83**	**1,18,017.39**	**1,38,830.79**
7. Contingency Fund Receipts	**100.00**	**--**	**--**	**1,800.00**	**--**
8. Public Account Receipts^	**1,74,896.85**	**1,49,056.68**	**1,77,344.64**	**1,19,146.12**	**80,297.03**
9.Total receipts of the State (6+7+8)	**2,53,749.54**	**2,31,901.61**	**2,76.929.47**	**2,38,963.51**	**2,19,127.82**
Part B: Expenditure					
10. Revenue Expenditure	**65,817.28 (82.87)**	**64,519.59 (83.78)**	**82,547.96 (80.32)**	**1,01,814.65 (84.88)**	**94,162.90 (81.41)**

Indicators	2019-20	2020-21	2021-22	2022-23	2023-24
General Services (including interest payments)	22,350.35	22,892.34	36,368.53	34,483.17	38,120.59
Social Services	29,060.76	29,014.03	33,182.34	51,903.99	43,509.48
Economic Services	14,039.94	12,236.27	12,690.96	14,911.26	12,199.60
Grants-in-Aid and Contributions	366.23	376.95	306.13	516.23	333.23
11. Capital Expenditure	**13,185.42 (16.72)**	**12,399.39 (16.10)**	**20,125.83 (19.58)**	**15,997.71 (13.34)**	**21,444.23 (18.54)**
General Services	506.74	518.45	862.79	1,921.50	3,050.50
Social Services	1,683.64	2,354.34	3,000.52	2,638.13	4,610.79
Economic Services	10,995.04	9,526.60	16,262.52	11,438.08	13,782.94
12. Disbursement of Loans & Advances	**316.16 (0.39)**	**87.80 (0.11)**	**104.01 (0.10)**	**339.84 (0.28)**	**64.50 (0.06)**
Social Services	*2.71*	*0.00*	*0.10*	*0.00*	*1.71*
Economic Services	*312.86*	*87.80*	*97.17*	*335.24*	*61.84*
Loans to Govt. Servant	*0.59*	*0.00*	*6.74*	*4.60*	*0.95*
13. Appropriation to Contingency Fund	**100.00**	**0.00**	**0.00**	**1,800.00**	**0.00**
14. Total (10+11+12+13)	**79,418.86 (96.16)**	**77,006.78 (97.29)**	**1,02,777.80 (96.68)**	**1,19,952.20 (94.24)**	**1,15,671.63 (84.86)**
15. Repayment of Public Debt	**3,169.26 (3.84)**	**2,147.98 (2.71)**	**3,526.89 (3.32)**	**7,330.86 (5.76)**	**20,645.07 (15.14)**
Internal Debt (excluding Ways and Means Advances and Overdraft)	3,024.15	1,998.55	3,372.86	2,562.42	4,237.26
Transactions under Ways and Means Advances and Overdraft	Nil	Nil	Nil	4,608.64	16,242.25
Loans and Advances from Government of India	145.11	149.43	154.03	159.80	165.56
16. Total disbursement out of Consolidated Fund (14+15)	**82,588.12**	**79,154.76**	**1,06,304.69**	**1,27,283.06**	**1,36,316.70**
17. Contingency Fund disbursements	--	--	--	--	--
18. Public Account disbursements^	**1,67,618.14**	**1,52,030.29**	**1,76,148.11**	**1,10,528.11**	**82,359.89**
19. Total disbursement by the State (16+17+18)	**2,50,206.26**	**2,31,185.05**	**2,82,452.80**	**2,37,811.17**	**2,18,676.59**
Part C: Deficits					
20. Revenue Deficit (-)/Surplus (+) (1-10)	**(-)1,322.20**	**(+)382.60**	**(-)2,732.77**	**(-)12,072.35**	**(-)2,628.41**
21. Fiscal Deficit (-)/Surplus (+) (4-14)	**(-)14,915.80**	**(-)12,102.03**	**(-)19,863.12**	**(-)30,204.83**	**(-)20,854.69**
22. Primary Deficit (-)/Surplus (+) (21+23)	**(-)10,476.93**	**(-)6,902.85**	**(-)13,811.65**	**(-)23,329.86**	**(-)12,715.52**
Part D: Other data					
23. Interest Payments (included in Revenue Expenditure)	**4,438.87**	**5,199.18**	**6,051.47**	**6,874.97**	**8,139.17**
24. Ways and Means Advances/ Overdraft availed (days)					
Ways and Means Advances availed (No. of days)	Nil	Nil	Nil	60	88
Overdraft availed (days)	Nil	Nil	Nil	Nil	Nil
25. Interest on Ways and Means Advances/overdraft	Nil	Nil	Nil	1.45	8.33
26. Gross State Domestic Product (GSDP)	**3,46,850.68**	**3,39,802.98**	**4,10,723.56**	**4,78,779.19**	**5,70,242.61**
27. Outstanding Debt	**72,256.52**	**87,407.79**	**99,918.54**	**1,23,214.80**	**1,46,927.84**
28. Outstanding guarantees	**83.42**	**77.72**	**311.76**	**1,166.49**	**2,241.29**
29. Maximum amount guaranteed	**482.25**	**482.25**	**10,172.00**	**10,172.00**	**10,047.00**
30. Number of incomplete projects	**162**	**133**	**554**	**627**	**276**
31. Capital blocked in incomplete projects (₹ in crore)	**1,072.21**	**1,060.53**	**1,622.28**	**2,964.70**	**1,006.60**

Indicators	2019-20	2020-21	2021-22	2022-23	2023-24
Part E: Fiscal Health Indicators					
32. Resource Mobilisation (in *per cent*)					
Own tax Revenue/GSDP	4.77	5.04	4.76	5.12	4.94
Own Non-Tax Revenue/GSDP	1.60	0.85	0.87	1.20	1.04
Central Transfers/GSDP	12.23	13.20	13.81	12.42	10.08
33. Expenditure Management (In *per cent*)					
Total Expenditure/GSDP	22.90	22.66	25.02	25.05	20.28
Total Expenditure/Revenue Receipts	123.14	118.65	128.77	133.66	126.37
Revenue Expenditure/Total Expenditure	82.87	83.78	80.32	84.88	81.41
Expenditure on Social Services/Total Expenditure	38.72	40.73	35.21	45.47	41.60
Expenditure on Economic Services/Total Expenditure	31.92	28.37	28.27	22.25	22.52
Capital Expenditure/Total Expenditure	16.60	16.10	19.58	13.34	18.54
Capital Expenditure on Social and Economic Services/Total Expenditure	15.96	15.43	18.74	11.73	15.90
34. Management of Fiscal Imbalances (in *per cent*)					
Revenue Deficit (-) or Surplus (+)/GSDP	-0.38	0.11	-0.67	-2.52	-0.46
Fiscal Deficit (-) or Surplus (+)/GSDP	-4.30	-3.56	-4.84	-6.31	-3.66
Primary Deficit (-) or Surplus (+)/GSDP	-3.02	-2.03	-3.36	-4.87	-2.23
Revenue Deficit/Fiscal Deficit	8.86	-3.16	13.76	39.97	12.60
35. Management of Fiscal Liabilities/Outstanding Debt (in *per cent*)					
Fiscal Liabilities/GSDP	20.83	25.72	24.33	25.74	25.77
Fiscal Liabilities/RR	112.03	134.68	125.19	137.30	160.52

Note: Figures in brackets of Sl. No. 1, 3, 5, 14 and 15 represent percentages to the Consolidated Fund of the State whereas figures in others places in bracket represent percentages to total of each sub-heading

^The figures appear huge on account of transaction under Cash Balance Investment Account (Major Head 8673) included in Suspense and Miscellaneous Account.

GSDP figures at current prices (Base year 2011-12) were obtained from Directorate of Economics and Statistics.

Appendix 1.3: Summarised financial position of Government of Assam as on 31 March 2024

(Reference: Paragraph 1.3.2)

(₹ in crore)

LIABILITIES	As on 31.03.2023	As on 31.03.2024
Internal Debt -	**94,443.49**	**1,11,972.66**
Market Loans bearing interest	82,639.00	98,639.00
Market Loans not bearing interest	0.01	0.01
Loans from Life Insurance Corporation of India	-0.02	-0.02
Loans from other Institutions	11,804.50	13,333.67
Ways and Means Advances and Overdrafts from Reserve Bank of India	0.00	0.00
Loans and Advances from Central Government*	**9,331.68**	**15,171.30**
Non-Plan Loans	87.38	87.38
Loans for Central Plan Schemes	0.08	0.08
Pre 1984-85 Loans	0.25	0.25
Other loans for State	9,243.97	15,083.59
Contingency Fund	**2,000.00**	**2,000.00**
Small Savings, Provident Funds, *etc.*	**14,747.07**	**14,376.34**
Deposits	**4,370.94**	**4,517.36**
Reserve Funds	**7,226.70**	**7,453.60**
Suspense and Miscellaneous Balances	**0.00**	**0.00**
Remittance Balances	**0.00**	**0.00**
Cumulative excess of receipts over expenditure	**4,910.28#**	**4,198.88**
Total	**1,37,030.16**	**1,59,690.14**
ASSETS		
Gross Capital Outlay on Fixed Assets	**1,26,099.39**	**1,44,325.68**
Investment in shares of Companies, Corporation, *etc.*	7,122.76	11,474.30
Other Capital Expenditure	1,13,255.98	1,30,348.68
Loans and Advances	**5,720.65**	**2,502.70**
Loans for Power Projects	2,939.65	1,750.39
Other Development Loans	2,699.87	675.88
Loans to Government servants and miscellaneous loans	81.13	76.43
Advances with Departmental Officers	**2,921.42**	**3,840.81**
Remittance Balances	**827.21**	**880.23**
Cash	**6,229.60**	**9,882.75**
Cash in Treasuries and local remittances	-	-
Departmental Cash Balance	7.95	7.47
Permanent Advances/Cash Imprest	0.47	0.47
Cash Balance Investments	1,666.93	4,109.12
Deposits with Reserve Bank of India	-674.23	-223.00
Investments from Earmarked Funds	5,228.48	5,988.69
Suspense and Miscellaneous Balances	**952.54**	**760.67**
Total	**1,37,030.16**	**1,59,690.14**

* It includes Back to Back Loans to State in lieu of GST Compensation shortfall of ₹ 2,767.87 crore.

#Progressive balance increased due to prior period adjustment.

Appendix 3.1: Expenditure in Excess of ₹ 50 lakh without Provision at the Sub-Head Level

(Reference: Paragraph 3.3.1)

(₹ in crore)

Sl. No.	Grant	Major Head	Sub Major Head	Minor Head	Sub Head	Segment	Expenditure
1	PD Public Debt and Servicing of Debt	2049 Interest Payments	01 Interest on Internal Debt	101 Interest on Market Loans	{6307} 7.72% Assam State Govt. Securities, 2033	Revenue-Charged	77.20
2					{6310} 7.58% Assam State Govt. Securities, 2033		37.90
3					{6318} 7.40% Assam State Govt. Securities, 2033		37.00
4					{6319} 7.37% Assam State Govt. Securities, 2033		36.85
5					{6320} 7.45% Assam State Govt. Securities, 2033		74.50
6					{6321} 7.34% Assam State Govt. Securities, 2033		73.40
7					{6324} 7.47% Assam State Govt. Securities, 2028		9.34
8					{6325} 7.47% Assam State Govt. Securities, 2033		37.35
Total							**383.54**

Appendix 3.2: Excessive/ Insufficient Supplementary Provision at the Segment Level

(Reference: Paragraph 3.3.3)

(₹ in crore)

Sl. No.	Grant	Segment	Budget (Original)	Expenditure	Actual Supplementary Requirement	Budget (Supplementary)	Excessive Supplementary	Insufficient Supple-mentary
1	04 Elections	Revenue-Voted	223.37	433.85	210.48	348.86	138.38	--
2	12 General Administration (District and Sub-Divisions)	Revenue-Voted	527.37	527.55	0.18	59.35	59.17	--
3	14 Police	Capital-Voted	591.12	761.29	170.17	564.53	394.36	--
4	15 Jails	Capital-Voted	72.74	75.55	2.81	27.51	24.70	--
5	16 Printing & Stationery and Information & Publicity	Revenue-Voted	162.61	229.55	66.94	112.60	45.66	--
6	21 Guest Houses, Government Hostels	Revenue-Voted	54.13	63.84	9.71	33.54	23.83	--
7	27 Art and Culture	Capital-Voted	92.18	555.98	463.80	519.40	55.60	--
8	27 Art and Culture	Revenue-Voted	121.20	195.18	73.98	125.82	51.84	--
9	30 Water Supply and Sanitation	Capital-Voted	1,257.57	1,312.38	54.81	220.00	165.19	--
10	37 Food Storage and Warehousing	Revenue-Voted	579.96	581.66	1.70	238.24	236.54	--
11	39 Women & Child Development	Revenue-Voted	2,762.11	3,378.80	616.69	1,045.97	429.28	--
12	51 Soil and Water Conservation	Revenue-Voted	138.56	168.36	29.80	44.37	14.57	--
13	58 Industries & Commerce	Capital-Voted	307.37	2,719.37	2,412.00	2,647.58	235.58	--
14	62 Power (Electricity)	Capital-Voted	768.89	2,363.47	1,594.58	2,123.19	528.61	--
15	70 Hill Areas	Capital-Voted	1.80	61.96	60.16	60.23	0.07	--
16	71 School Education	Capital-Voted	611.92	796.27	184.35	415.60	231.25	--
17	72 Social Security and Welfare	Revenue-Voted	17.11	17.47	0.36	0.50	0.14	--
18	73 Housing & Urban Affairs (Guwahati Development)	Capital-Voted	341.85	563.24	221.39	465.88	244.49	--
19	74 Sports and Youth Welfare	Revenue-Voted	194.54	195.52	0.98	48.56	47.58	--
20	C2 Head of State	Capital-Charged	0.90	1.77	0.87	0.95	0.08	--
21	C2 Head of State	Revenue-Charged	10.22	10.72	0.50	2.40	1.90	--
22	PD Public Debt and Servicing of Debt	Capital-Charged	4,407.09	20,645.07	16,237.98	15,508.84	--	729.14
Total			**13,244.61**	**35,658.85**	**22,414.24**	**24,613.92**	**2,928.82**	**729.14**

Appendix 3.3: Unnecessary Supplementary Provision at the Segment Level

(Reference: Paragraph 3.3.3)

(₹ in crore)

Sl. No.	Grant	Segment	Budget (Original)	Expenditure	Savings (-) against Budget (Original)	Budget (Supplementary)
1	02 Council of Ministers	Revenue-Voted	14.14	8.55	-5.59	0.00
2	03 Administration of Justice	Capital-Voted	137.40	124.19	-13.21	4.75
3	03 Administration of Justice	Revenue-Charged	114.18	97.28	-16.90	4.07
4	03 Administration of Justice	Revenue-Voted	623.22	456.44	-166.78	42.87
5	06 Land Revenue	Capital-Voted	20.13	7.01	-13.12	11.53
6	06 Land Revenue	Revenue-Voted	553.08	389.44	-163.64	0.00
7	07 Stamps and Registration	Revenue-Voted	49.98	20.89	-29.09	0.00
8	09 Transport Services	Capital-Voted	348.24	326.38	-21.86	11.81
9	09 Transport Services	Revenue-Voted	471.07	382.19	-88.88	45.33
10	10 Other Fiscal Services	Revenue-Voted	4.03	2.58	-1.45	0.00
11	11 General Administration (Secretariat and Attached Offices)	Revenue-Voted	1,087.11	900.22	-186.89	99.75
12	13 Treasury and Accounts Administration	Revenue-Voted	130.57	99.42	-31.15	0.00
13	14 Police	Revenue-Voted	7,298.03	5,254.69	-2,043.34	23.33
14	17 Administrative and Functional Buildings	Capital-Voted	3,766.58	1,846.08	-1,920.50	0.00
15	18 Fire & Emergency Services	Capital-Voted	51.78	25.58	-26.20	0.00
16	18 Fire & Emergency Services	Revenue-Voted	221.34	198.42	-22.92	0.00
17	19 Vigilance Commission & Others and Social Security & Welfare (Freedom Fighter)	Revenue-Voted	289.57	288.03	-1.54	108.08
18	21 Guest Houses, Government Hostels	Capital-Voted	5.20	1.67	-3.53	0.98
19	22 Administrative Training	Capital-Voted	8.29	6.87	-1.42	0.34
20	22 Administrative Training	Revenue-Voted	16.99	11.67	-5.32	0.12
21	25 Miscellaneous General Services and Others	Capital-Voted	315.55	187.50	-128.05	64.92
22	25 Miscellaneous General Services and Others	Revenue-Voted	7,010.27	5,899.15	-1,111.12	805.70
23	26 Education (Higher)	Capital-Voted	168.61	113.11	-55.50	30.61
24	26 Education (Higher)	Revenue-Voted	3,204.14	2,875.95	-328.19	124.99
25	29 Medical and Public Health	Capital-Voted	803.35	660.07	-143.28	264.15
26	29 Medical and Public Health	Revenue-Voted	6,325.78	5,833.71	-492.07	461.94
27	31 Housing & Urban Affairs (Town and Country Planning)	Capital-Voted	2.23	0.17	-2.06	0.00
28	31 Housing & Urban Affairs (Town and Country Planning)	Revenue-Voted	1,017.26	975.58	-41.68	95.19
29	34 Housing & Urban Affairs (Municipal Administration)	Revenue-Voted	2,180.12	749.58	-1,430.54	96.04
30	35 Skill, Employment & Entrepreneurship	Capital-Voted	94.49	66.86	-27.63	6.05

Sl. No.	Grant	Segment	Budget (Original)	Expenditure	Savings (-) against Budget (Original)	Budget (Supplementary)
31	35 Skill, Employment & Entrepreneurship	Revenue-Voted	141.02	94.48	-46.54	4.00
32	36 Labour Welfare	Capital-Voted	8.81	5.42	-3.39	0.00
33	37 Food Storage and Warehousing	Capital-Voted	3.45	0.84	-2.61	0.24
34	38 Tribal Affairs (Plain)	Capital-Voted	297.67	75.47	-222.20	0.01
35	38 Tribal Affairs (Plain)	Revenue-Voted	807.56	720.17	-87.39	29.05
36	39 Women & Child Development	Capital-Voted	287.75	230.91	-56.84	37.52
37	40 Social Justice & Empowerment	Revenue-Voted	470.37	290.56	-179.81	5.62
38	41 Natural Calamities	Revenue-Voted	1,428.96	1,349.30	-79.66	378.40
39	42 Other Social Services (Welfare of Minorities & Development)	Revenue-Voted	161.93	36.16	-125.77	0.98
40	43 Co-operation	Capital-Voted	82.69	65.20	-17.49	44.74
41	43 Co-operation	Revenue-Voted	136.22	110.50	-25.72	5.00
42	46 Weights and Measures	Revenue-Voted	25.81	16.27	-9.54	0.00
43	48 Agriculture	Revenue-Voted	1,905.92	1,845.41	-60.51	381.53
44	49 Irrigation	Capital-Voted	423.21	316.12	-107.09	0.32
45	49 Irrigation	Revenue-Voted	609.67	509.33	-100.34	0.03
46	52 Animal Husbandry & Veterinary	Revenue-Voted	477.08	318.98	-158.10	3.40
47	53 Dairy Development	Capital-Voted	13.92	2.48	-11.44	0.00
48	54 Fisheries	Capital-Voted	58.21	10.46	-47.75	0.00
49	55 Environment & Forest	Revenue-Voted	972.03	728.82	-243.21	3.13
50	56 Panchayat & Rural Development (Panchayat)	Revenue-Charged	3.68	2.70	-0.98	0.00
51	56 Panchayat & Rural Development (Panchayat)	Revenue-Voted	2,798.98	1,407.13	-1,391.85	5.14
52	57 Panchayat & Rural Development (Rural Development)	Revenue-Voted	8,736.87	6,461.66	-2,275.21	15.80
53	58 Industries & Commerce	Revenue-Voted	429.29	139.71	-289.58	39.95
54	59 Village and Small Industries, Sericulture and Weaving	Capital-Voted	23.86	4.03	-19.83	0.00
55	59 Village and Small Industries, Sericulture and Weaving	Revenue-Voted	353.90	224.66	-129.24	0.00
56	60 Cottage Industries	Revenue-Voted	75.48	54.28	-21.20	1.78
57	63 Water Resources	Capital-Voted	1,074.34	927.64	-146.70	80.00
58	64 Roads and Bridges	Capital-Voted	10,784.32	6,866.96	-3,917.36	0.00
59	64 Roads and Bridges	Revenue-Voted	1,496.99	930.55	-566.44	0.00
60	65 Tourism	Capital-Voted	57.95	32.34	-25.61	1.83
61	65 Tourism	Revenue-Voted	42.08	31.52	-10.56	0.00
62	67 Horticulture	Revenue-Voted	83.31	75.07	-8.24	48.60
63	69 Science, Technology and Climate Change	Revenue-Voted	48.36	24.16	-24.20	2.11
64	71 School Education	Revenue-Voted	15,498.05	14,936.57	-561.48	1,868.55
65	73 Housing & Urban Affairs (Guwahati Development)	Revenue-Voted	440.75	414.51	-26.24	65.11

Sl. No.	Grant	Segment	Budget (Original)	Expenditure	Savings (-) against Budget (Original)	Budget (Supplementary)
66	76 Karbi Anglong Autonomous Council	Revenue-Voted	1,953.14	1,116.01	-837.13	3.69
67	77 North Cachar Hills Autonomous Council	Revenue-Voted	986.53	749.87	-236.66	21.89
68	78 Bodoland Territorial Council	Revenue-Voted	3,859.20	2,806.94	-1,052.26	1.89
69	80 Indigenous and Tribal Faith and Culture	Revenue-Voted	33.61	22.87	-10.74	21.78
70	C1 Public Service Commission	Revenue-Charged	24.70	21.14	-3.56	3.50
71	PD Public Debt and Servicing of Debt	Revenue-Charged	10,815.37	10,389.17	-426.20	250.00
Total			**1,04,265.77**	**82,175.65**	**-22,090.12**	**5,628.14**

Note: The Budget (Supplementary) Provision for Sl. Nos. 1, 6, 7, 10, 12, 14, 15, 16, 27, 32, 42, 47, 48, 50, 54, 55, 58, 59, and 61 ranged between ₹ 1,000 and ₹ 3,000.

Appendix 3.4: Excessive Re-appropriation of Funds

(Reference: Paragraph 3.3.4)

(₹ in crore)

Sl. No.	Grant	Head of Account (Major Head to Minor Head)	Sub-Head	Segment/ Tribal Indicator	Budget (O+S)	Expenditure	(-) Savings/ (+) Excess (OS)	Re-appropriation	(-) Savings/ (+) Excess (OSR)
1	14 Police	4055-00-207	{0435} Police Training College	Capital-Voted/ NTA	45.12	69.43	24.31	49.44	-25.13
2	17 Administrative and Functional Buildings	4059-01-101	{0121} Buildings (Public Works)		72.40	74.76	2.36	42.75	-40.39
3	17 Administrative and Functional Buildings	4059-60-051	{4548} Construction of Stadium	Capital-Voted/ NTA	180.00	188.95	8.95	59.43	-50.48
4	25 Miscellaneous General Services and Others	2075-00-800	{1640} Assam Infrastructure Financing Authority	Revenue-Voted/ NTA	855.00	880.00	25.00	299.00	-274.00
5	29 Medical and Public Health	2210-03-103	{0726} Primary Health Units		538.35	539.80	1.45	13.71	-12.26
6	31 Housing & Urban Affairs (Town and Country Planning)	2217-03-800	{5902} City Amenities Development Fund	Revenue-Voted/ NTA	203.60	204.61	1.01	11.69	-10.68
7	39 Women & Child Development	2235-02-789	{0177} Implementation of Integrated Child Development Service Schemes (ICDS)	Revenue-Voted/ NTA	80.34	250.91	170.57	181.81	-11.24
8	41 Natural Calamities	2245-02-101	{4704} Gratuitous Relief (Cyclone)	Revenue-Voted/ NTA	1.10	8.50	7.40	22.00	-14.60
9	41 Natural Calamities	2245-02-122	{0999} Repair & Restoration of Damaged Flood Control Works (WRD)	Revenue-Voted/ NTA	300.00	453.74	153.74	164.81	-11.07
10	41 Natural Calamities	2245-80-800	{0821} Others	Revenue-Voted/ NTA	35.00	98.51	63.51	106.50	-42.99
11	48 Agriculture	2401-00-800	{3807} Rastriya Krishi Vikash Yojana		220.16	221.47	1.31	20.37	-19.06
12	56 Panchayat & Rural Development (Panchayat)	2235-03-101	{2657} Indira Gandhi National Widow Pension Scheme (IGNWPS)	Revenue-Voted/ NTA	31.34	50.32	18.98	35.26	-16.28
13	57 Panchayat & Rural Development (Rural Development)	2216-03-789	{5689} Pradhan Mantri Awas Yojana (Gramin)	Revenue-Voted/ NTA	600.00	812.82	212.82	459.83	-247.01
14		2216-03-796			1,020.00	1,480.34	460.34	919.07	-458.73
15		2505-02-101	{6249} MGNREGA-Administration	Revenue-Voted/ NTA	0.00	71.40	71.40	122.58	-51.18

Sl. No.	Grant	Head of Account (Major Head to Minor Head)	Sub-Head	Segment/ Tribal Indicator	Budget (O+S)	Expenditure	(-) Savings/ (+) Excess (OS)	Re-appropriation	(-) Savings/ (+) Excess (OSR)
16	58 Industries & Commerce	4885-01-190	{7226} Equity infusion of Govt. of Assam into PSE/PSUs (ATC/AIDC/ASIDC)	Capital-Voted/ NTA	2,049.08	2,094.08	45.00	93.26	-48.26
17	64 Roads and Bridges	3054-03-337	{0189} Maintenance & Repairs	Revenue-Voted/ NTA	206.49	225.16	18.67	85.00	-66.33
18	65 Tourism	5452-01-102	{0126} Construction	Capital-Voted/ NTA	16.23	26.55	10.32	30.60	-20.28
19	71 School Education	2202-02-800	{5764} Free Text Books to the Students from Class IX to X	Revenue-Voted/ NTA	58.50	92.04	33.54	49.07	-15.53
20	71 School Education	2202-02-800	{6265} PM SHRI School Scheme		20.11	20.12	0.01	22.22	-22.21
Total					**6,532.82**	**7,863.51**	**1,330.69**	**2,788.40**	**-1,457.71**

TA = Tribal Area; NTA = Non-Tribal Area

Appendix 3.5: Unnecessary Re-appropriation of Funds

(Reference: Paragraph 3.3.4)

(₹ in crore)

Sl. No.	Grant	Head of Account (Major Head to Minor Head)	Sub-Head	Segment/ Tribal Indicator	Budget (O+S)	Expenditure	(-) Savings/ (+) Excess (OS)	Re-appropriation	(-) Savings/ (+) Excess (OSR)
1	03 Administration of Justice	2014-00-102	{0152} Establishment	Revenue-Charged/ NTA	102.38	82.61	-19.77	0.15	-19.92
2	04 Elections	2015-00-106	{0000} -NA-	Revenue-Charged/ NTA	78.49	55.36	-23.13	0.47	-23.60
3	12 General Administration (District and Sub-Divisions)	2053-00-093	{0422} District Headquarters Establishment	Revenue-Voted/ NTA	252.83	227.52	-25.31	2.23	-27.54
4	12 General Administration (District and Sub-Divisions)	4059-01-101	{0271} Lump sum Provision for Construction of Administrative & Allied Building (GAD)	Capital-Voted/ NTA	56.97	56.81	-0.16	17.00	-17.16
5	14 Police	2055-00-001	{0172} Headquarters Establishment	Revenue-Voted/ NTA	64.60	60.35	-4.25	21.69	-25.94
6	14 Police	2055-00-101	{0442} Criminal Investigation Department	Revenue-Voted/ NTA	53.00	44.61	-8.39	3.50	-11.89
7	14 Police	2055-00-101	{0443} Special Branch	Revenue-Voted/ NTA	328.07	232.60	-95.47	0.91	-96.38
8	14 Police	2055-00-104	{0446} Armed Police Battalions	Revenue-Voted/ NTA	1,194.68	1,012.23	-182.45	3.44	-185.89
9	14 Police	2055-00-109	{1015} Checking of Bangladeshi Infiltration	Revenue-Voted/ NTA	105.30	64.21	-41.09	0.40	-41.49
10	14 Police	2055-00-110	{0474} Village Police/ Village Defence Organisation	Revenue-Voted/ NTA	83.97	70.00	-13.97	0.03	-14.00
11	14 Police	2055-00-111	{0475} Supervising Staff	Revenue-Voted/ NTA	109.08	47.41	-61.67	0.97	-62.64
12	14 Police	2055-00-800	{0482} Relief Operation in Connection with Disturbance	Revenue-Voted/ NTA	1,053.32	934.87	-118.45	52.98	-171.43
13	14 Police	4055-00-207	{0482} Relief Operation in Connection with Disturbance	Capital-Voted/ NTA	659.18	514.33	-144.85	0.30	-145.15
14	26 Education (Higher)	2202-03-001	{0172} Headquarters Establishment	Revenue-Voted/ NTA	137.16	108.91	-28.25	0.67	-28.92
15	26 Education (Higher)	2203-00-001	{0161} General	Revenue-Voted/ NTA	25.60	15.49	-10.11	0.25	-10.36
16	26 Education (Higher)	2203-00-112	{0000} -NA-	Revenue-Voted/ NTA	102.22	89.08	-13.14	0.70	-13.84
17	27 Art and Culture	4202-04-800	{2811} Chief Ministers Special Scheme	Capital-Voted/ NTA	2.87	0.59	-2.28	19.00	-21.28
18	29 Medical and Public Health	2210-01-001	{0172} Headquarters Establishment	Revenue-Voted/ NTA	21.53	12.27	-9.26	1.20	-10.46
19	29 Medical and Public Health	2210-05-001	{0172} Headquarters Establishment	Revenue-Voted/ NTA	82.21	33.82	-48.39	0.20	-48.59

Sl. No.	Grant	Head of Account (Major Head to Minor Head)	Sub-Head	Segment/ Tribal Indicator	Budget (O+S)	Expenditure	(-) Savings/ (+) Excess (OS)	Re-appropriation	(-) Savings/ (+) Excess (OSR)
20	29 Medical and Public Health	4210-03-001	{0172} Headquarters Establishment	Capital-Voted/ NTA	625.50	414.75	-210.75	5.00	-215.75
21	34 Housing & Urban Affairs (Municipal Administration)	2217-80-192	{6132} Capacity Building, SD & KM under Swachh Bharat Mission-Urban	Revenue-Voted/ NTA	3.54	1.47	-2.07	20.00	-22.07
22	39 Women & Child Development	2235-02-796	{0177} Implementation of Integrated Child Development Service Schemes	Revenue-Voted/ NTA	235.55	155.14	-80.41	30.59	-111.00
23	41 Natural Calamities	2245-80-800	{1360} Agriculture Department	Revenue-Voted/ NTA	18.10	0.00	-18.10	13.00	-31.10
24	48 Agriculture	2401-00-108	{4635} National Food Security Mission - Oil Seeds	Revenue-Voted/ NTA	95.49	57.23	-38.26	7.15	-45.41
25	48 Agriculture	2401-00-108	{4732} National Food Security Mission	Revenue-Voted/ NTA	112.63	107.09	-5.54	27.69	-33.23
26	48 Agriculture	2401-00-113	{1092} Agricultural Engineering Schemes	Revenue-Voted/ NTA	48.12	35.21	-12.91	0.06	-12.97
27	49 Irrigation	2701-80-001	{0000} -NA-	Revenue-Voted/ NTA	143.86	138.10	-5.76	7.49	-13.25
28	49 Irrigation	4702-00-102	{1523} Tube Well	Capital-Voted/ NTA	63.31	57.55	-5.76	20.07	-25.83
29	52 Animal Husbandry & Veterinary	2403-00-001	{0240} Subordinate Establishment	Revenue-Voted/ NTA	30.14	19.09	-11.05	3.37	-14.42
30	52 Animal Husbandry & Veterinary	4403-00-001	{0172} Headquarters Establishment	Capital-Voted/ NTA	4.51	0.27	-4.24	12.50	-16.74
31	55 Environment & Forest	2406-01-102	{0295} Social Forestry	Revenue-Voted/ NTA	9.10	0.41	-8.69	26.95	-35.64
32	55 Environment & Forest	2406-02-800	{2853} Integrated Development of Wild Life Habitats	Revenue-Voted/ NTA	6.28	0.85	-5.43	6.27	-11.70
33	55 Environment & Forest	2406-04-103	{2535} Compensatory Afforestation Fund Management and Planning Authority (CAMPA)	Revenue-Voted/ NTA	90.14	70.69	-19.45	12.78	-32.23
34	56 Panchayat & Rural Development (Panchayat)	2515-00-101	{1356} Assistance to Panchayat Institute of Mahakuma Parishad/ Gram Panchayat Staff	Revenue-Voted/ NTA	311.13	301.09	-10.04	3.20	-13.24
35	58 Industries & Commerce	2852-80-001	{0172} Headquarters Establishment	Revenue-Voted/ NTA	98.22	97.74	-0.48	19.77	-20.25
36	63 Water Resources	2711-01-001	{0120} Brahmaputra Flood Control Project	Revenue-Voted/ NTA	231.63	219.12	-12.51	10.05	-22.56
37	63 Water Resources	4711-01-103	{0117} Barak Valley Flood Control Project	Capital-Voted/ NTA	85.31	84.77	-0.54	15.60	-16.14

Sl. No.	Grant	Head of Account (Major Head to Minor Head)	Sub-Head	Segment/ Tribal Indicator	Budget (O+S)	Expenditure	(-) Savings/ (+) Excess (OS)	Re-appropriation	(-) Savings/ (+) Excess (OSR)
38	64 Roads and Bridges	3054-80-001	{1382} Execution (General)	Revenue-Voted/ NTA	675.33	432.61	-242.72	1.50	-244.22
39	64 Roads and Bridges	5054-03-337	{0337} General Road Works	Capital-Voted/ NTA	4,883.52	3,818.20	-1,065.32	358.00	-1,423.32
40	64 Roads and Bridges	5054-03-800	{3037} Loan Assistance from NABARD under RIDF-II for Completion of Ongoing and Incomplete Roads and Bridges		1,047.25	970.12	-77.13	200.00	-277.13
41	71 School Education	2202-02-800	{0800} Other Expenditure	Revenue-Voted/ NTA	70.16	59.57	-10.59	2.83	-13.42
42	73 Housing & Urban Affairs (Guwahati Development)	2217-80-800	{5681} Smart City Mission		201.45	196.00	-5.45	36.75	-42.20
43	74 Sports and Youth Welfare	2204-00-001	{0172} Headquarters Establishment	Revenue-Voted/ NTA	18.67	7.81	-10.86	0.77	-11.63
44	74 Sports and Youth Welfare	2204-00-800	{0800} Other Expenditure		100.68	81.68	-19.00	0.45	-19.45
Total					**13,723.08**	**10,989.63**	**-2,733.45**	**967.93**	**-3,701.38**

TA = Tribal Area; NTA = Non-Tribal Area

Appendix 3.6: Grants (at Segment level) with Savings of ₹ 500 crore and above

(Reference: Paragraph 3.4.1)

(₹ in crore)

Sl. No.	Grant	Segment	Total Grant/ Appropriation	Expenditure	(-) Savings
1	14 Police	Revenue-Voted	7,321.36	5,254.69	-2,066.67
2	17 Administrative and Functional Buildings	Capital-Voted	3,766.58	1,846.08	-1,920.50
3	25 Miscellaneous General Services and Others	Revenue-Voted	7,815.97	5,899.15	-1,916.82
4	29 Medical and Public Health	Revenue-Voted	6,787.72	5,833.71	-954.01
5	34 Housing & Urban Affairs (Municipal Administration)	Revenue-Voted	2,276.16	749.58	-1,526.58
6	56 Panchayat & Rural Development (Panchayat)	Revenue-Voted	2,804.12	1,407.13	-1,396.99
7	57 Panchayat & Rural Development (Rural Development)	Revenue-Voted	8,752.68	6,461.66	-2,291.02
8	62 Power (Electricity)	Capital-Voted	2,892.08	2,363.47	-528.61
9	64 Roads and Bridges	Capital-Voted	10,784.32	6,866.96	-3,917.36
10	64 Roads and Bridges	Revenue-Voted	1,496.99	930.55	-566.44
11	66 Compensation and Assignment to Local Bodies and Panchayati Raj Institutions	Revenue-Voted	1,002.77	333.23	-669.54
12	71 School Education	Revenue-Voted	17,366.60	14,936.57	-2,430.03
13	76 Karbi Anglong Autonomous Council	Revenue-Voted	1,956.83	1,116.01	-840.82
14	78 Bodoland Territorial Council	Revenue-Voted	3,861.09	2,806.94	-1,054.15
15	PD Public Debt and Servicing of Debt	Revenue-Charged	11,065.37	10,389.17	-676.20
Total			**89,950.64**	**67,194.90**	**-22,755.74**

Appendix 4.1: Statement showing details of Funds transferred by GoI directly to State Implementing Agencies/ Beneficiaries

(Reference: Paragraph 4.2)

(₹ in crore)

Sl. No.	GoI Scheme Name/ Scheme Code	Amount Released by GoI
	Centrally Sponsored Scheme	
1	Atal Vayo Abhyuday Yojana (AVYAY)-[3968]	7.10
2	Ayushman Bharat - Pradhan Mantri Jan Arogya Yojana (PMJAY)-[3685]	322.57
3	Integrated Development of Wildlife Habitats-[9186]	0.72
4	Jal Jeevan Mission (JJM)/National Rural Drinking Water Mission-[9150]	6,205.13
5	Krishionnati Yojana-[4138]	43.51
6	Mahatma Gandhi National Rural Guarantee Programme-[9219]	1,967.16
7	National Action Plan For Drug Demand Reduction (SJE)-[3817]	7.31
8	National Livestock Mission-[9008]	0.08
9	National Rural Livelihood Mission-[9181]	1.37
10	Pradhan Mantri Matsya Sampada Yojana (PMMSY)-[3890]	0.31
11	Rashtriya Gokul Mission-[3033]	7.23
12	Rashtriya Gram Swaraj Abhiyan (RGSA)-[3617]	0.11
13	Rashtriya Krishi Vikas Yojna-[9145]	1.85
	Central Sector Scheme/ Establishment Expenditure/ Other Central Expenditure/ Others	
1	Agriculture Census (OCE)-[4141]	0.35
2	Agriculture Economics and Statistics-[4136]	17.72
3	Blood Transfusion Services-[4061]	3.63
4	Capacity Building for Service Providers-[1095]	0.01
5	Centenaries and Anniversaries, Celebrations and Schemes-[1913]	0.25
6	Consumer Awareness Publicity and Price Monitoring-[3811]	0.17
7	Consumer Welfare Fund-[3048]	10.00
8	Designing Innovative Solutions for Holistic Access to Justice in India (DISHA)-[3955]	0.14
9	Dima Hasao Territorial Council-[2023]	25.08
10	Establishment Expenditure (EF&CC)-[3493]	0.40
11	Establishment Expenditure (Police)-[3460]	0.07
12	Establishment Expenditure Election Commission of India-[3605]	0.73
13	Establishment Expenditure Higher Education-[3447]	0.05
14	Exploration Activities under National Mineral Exploration Trust-[3583]	1.25
15	Generating Awareness Amongst TPDS Beneficiaries-[4013]	0.06
16	Grants to Central Universities (CUs)-[0873]	18.01
17	Grants to Other Institutions-[3758]	0.72
18	Khelo India-[3102]	1.00
19	Land Records Modernisation Programme-[1811]	21.98
20	Livestock Health and Disease Control Central Sector-[9979]	6.64
21	Management Support to Rural Development Programs and Strengthening of District Planning Process-[0821]	0.80
22	National AIDS and STD Control Programme-[9316]	41.56
23	National Child Labour Project Including Grants In Aid to Voluntary Agencies and Reimbursement of Assistance to Bonded Labour-[0598]	0.54
24	National Digital Health Mission-[3893]	2.35

Sl. No.	GoI Scheme Name/ Scheme Code	Amount Released by GoI
25	National Hydrology Project-[1163]	4.34
26	National Service Scheme-[9230]	3.64
27	Payment for Indigenous P and K Fertilisers-[9745]	18.78
28	PM Vikas Committed Liabilities (Virasat Ka Samvardhan)-[4173]	13.63
29	Pradhan Mantri Kisan Samman Nidhi (PM-KISAN)-[3624]	1,397.42
30	Pre Matric Scholarship for Minorities-[9253]	0.42
31	Procurement and Marketing Support Scheme-[0648]	0.19
32	Promotion of MSMEs in NER and Sikkim-[4172]	17.24
33	Relief and Rehabilitation for Migrants and Repatriates-[3191]	0.04
34	Research Training and Studies and Other Road Safety Schemes-[0848]	7.58
35	SARDP for NER Financed from NIF-[0847]	65.62
36	Scheme of Residential Education for Students in High School in Targeted Area (SRESHTA) for SCs-[3964]	0.06
37	Schemes for Differently Abled Persons-[0970]	0.83
38	Schemes of North East Council - Special Development Projects-[0248]	707.89
39	Storage and Godowns-[0378]	2.68
40	Studies Publicity and International Cooperation (SPIC)-[4169]	0.12
41	Support for Statistical Strengthening-[9193]	0.44
42	SVAMITVA-[3880]	0.33
43	Welfare Grant and Miscellaneous Police-[3571]	1.06
44	Others	0.36
Total		**10,960.63**

Appendix 4.2: Statement showing details of Centrally Sponsored Scheme Funds, transferred by GoI directly to State Implementing Agencies/ Beneficiaries

(Reference: Paragraph 4.2)

(₹ in crore)

Sl. No.	GoI Scheme Name/ Scheme Code	Amount Released by GoI directly to IAs	Release to State Government	*Per cent* of direct release
1	Atal Vayo Abhyuday Yojana (AVYAY)-[3968]	7.10	7.79	47.68
2	Ayushman Bharat - Pradhan Mantri Jan Arogya Yojana (PMJAY)-[3685]	322.57	0.00	100.00
3	Digitalisation of Primary Agriculture Cooperative Societies-[4008]	0.00	2.45	0.00
4	Flexible Pool for RCH & Health System Strengthening, National Health Programme and National Urban Health Mission-[4063]	0.00	2,058.63	0.00
5	Flood Management and Border Areas Programme FMBAP-[3546]	0.00	7.20	0.00
6	Har Khet Ko Pani-[2052]	0.00	52.09	0.00
7	Indira Gandhi National Disability Pension Scheme (IGNDPS)-[3169]	0.00	12.29	0.00
8	Indira Gandhi National Old Age Pension Scheme (IGNOAPS)-[3163]	0.00	234.91	0.00
9	Indira Gandhi National Widow Pension Scheme (IGNWPS)-[3167]	0.00	42.61	0.00
10	Infrastructure Facilities for Judiciary-[9174]	0.00	40.00	0.00
11	Infrastructure Maintenance-[4064]	0.00	198.43	0.00
12	Integrated Development of Wildlife Habitats-[9186]	0.72	5.65	11.30
13	Jal Jeevan Mission (JJM) /National Rural Drinking Water Mission-[9150]	6,205.13	0.00	100.00
14	Krishionnati Yojana-[4138]	43.51	306.87	12.42
15	Livestock Census and Integrated Sample Survey-[9978]	0.00	0.11	0.00
16	Livestock Health and Disease Control Programme-[4123]	0.00	16.35	0.00
17	Mahatma Gandhi National Rural Guarantee Programme-[9219]	1,967.16	278.22	87.61
18	Mission for Development of 100 Smart Cities-[9478]	0.00	147.00	0.00
19	Mission Vatsalya (Child Protection Services and Child Welfare Services)-[3976]	0.00	59.66	0.00
20	Modernisation of Police Forces-[3194]	0.00	266.16	0.00
21	National Action Plan for Drug Demand Reduction (SJE)-[3817]	7.31	1.68	81.31
22	National Ayush Misson (NAM)-[9158]	0.00	34.71	0.00
23	National Livestock Mission-[9008]	0.08	0.00	100.00
24	National Mission for Safety of Women (Fast Track Special Courts-Nirbhaya Fund)-[3690]	0.00	5.53	0.00
25	National Rural Livelihood Mission-[9181]	1.37	475.20	0.29
26	Other Items of State/ UT Component-PMAY Urban-[1989]	0.00	397.41	0.00
27	PM Formalisation of Micro Food Processing Enterprises PM-FME-[3887]	0.00	43.88	0.00
28	PM Schools for Rising India (PM SHRI)-[4145]	0.00	57.36	0.00
29	Post Matric Scholarship-Tribal-[3373]	0.00	35.00	0.00
30	Pradhan Mantri Adi Adarsh Gram Yojana-[3380]	0.00	71.82	0.00
31	Pradhan Mantri Anusuchit Jaati Abhyuday Yojana (PM AJAY)-[3967]	0.00	15.90	0.00
32	Pradhan Mantri Awas Yojna (PMAY)- Rural-[9180]	0.00	2,934.45	0.00

Sl. No.	GoI Scheme Name/ Scheme Code	Amount Released by GoI directly to IAs	Release to State Government	*Per cent* of direct release
33	Pradhan Mantri Ayushman Bharat Health Infrastructure Mission (PM-ABHIM)-[3991]	0.00	91.45	0.00
34	Pradhan Mantri Gram Sadak Yojna-[9179]	0.00	391.29	0.00
35	Pradhan Mantri Krishi Sinchayi Yojna-Watershed Development Component-[9183]	0.00	108.00	0.00
36	Pradhan Mantri Matsya Sampada Yojana (PMMSY)-[3890]	0.31	73.61	0.42
37	Pradhan Mantri Poshan Shakti Nirman (Erstwhile National Programme Of Mid Day Meal in Schools)-[9165]	0.00	595.95	0.00
38	Pre Matric Scholarship-Tribal-[9272]	0.00	1.88	0.00
39	Project Tiger and Elephant-[4151]	0.00	26.19	0.00
40	Rashtriya Gokul Mission-[3033]	7.23	0.00	100.00
41	Rashtriya Gram Swaraj Abhiyan (RGSA)-[3617]	0.11	77.7	0.14
42	Rashtriya Krishi Vikas Yojna-[9145]	1.85	300.19	0.61
43	Rashtriya Uchhatar Shiksha Abhiyan (RUSA)-[9170]	0.00	17.15	0.00
44	Revision of Norms for Central Assistance Released to States/UTs for Meeting Expenditure on Intra-State Movement Handing of Foodgrains and FPS Dealers Margin under NFSA-[4048]	0.00	321.75	0.00
45	Saksham Anganwadi and Poshan 2.0 (Umbrella ICDS-Anganwadi Services Poshan Abhiyan Scheme for Adolescent Girls National Crèche Scheme)-[3975]	0.00	2,233.31	0.00
46	Samagra Shiksha-[3667]	0.00	1,810.47	0.00
47	Samarthya (Shakti Sadan (Swadhar Ujjawala Widow Home) Shakhi Niwas Palna PMMVY National Hub for Women Empowerment Gender Budgeting Research Skilling Training Media, *etc*.)-[3980]	0.00	186.93	0.00
48	Sambal (Beti Bachao Beti Padhao One Stop Centre Mahila Police Volunteer Women Helpline Nari Adalat, *etc*.)-[3979]	0.00	18.24	0.00
49	SBM-Rural (DWS)-[9151]	0.00	389.77	0.00
50	Scheme for Modernisation and Reforms through Technology in Public Distribution System (SMART-PDS)-[4221]	0.00	0.32	0.00
51	Strengthening of Cooperatives Through IT Interventions-[4220]	0.00	0.15	0.00
52	Strengthening of Infrastructure for Institutional Training-[3640]	0.00	5.45	0.00
53	Strengthening of Machinery for Enforcement of Protection of Civil Rights Act 1995 and Prevention of Atrocities Act 1989 (DAMA)-[9488]	0.00	0.54	0.00
54	Swachh Bharat Mission (SBM) - Urban-[9757]	0.00	4.86	0.00
55	Urban Rejuvenation Mission-500 Cities-[9556]	0.00	9.76	0.00
Total		**8,564.45**	**14,474.32**	**37.17**

Appendix 4.3: Department-wise List of Outstanding UCs for the year 2005-06 to 2022-23

(Reference: Paragraph 4.3)

(₹ in crore)

Sl. No.	Name of the Department	No. of Outstanding UCs	Amount
1.	Agriculture	87	391.94
2.	Animal Husbandry	37	54.47
3.	Assembly Secretariat	17	0.97
4.	Border Development	13	3.05
5.	Co-operation	98	57.15
6.	Cultural Affairs	299	170.91
7.	Dairy Development	16	20.51
8.	Education (General)	315	1,902.78
9.	Election	1	0.10
10.	Excise	1	1.65
11.	Finance (Taxation)	184	351.69
12.	Finance (Economic Affairs)	107	102.30
13.	Finance	31	2,986.00
14.	Fisheries	119	19.95
15.	Food & Civil Supplies	71	257.78
16.	General Administration	36	13.03
17.	Guwahati Development	34	152.28
18.	Handloom and Textile	132	125.12
19.	Health	56	520.12
20.	Hill Areas	97	177.71
21.	Home	8	51.32
22.	Horticulture	11	75.95
23.	Industry and Commerce	91	649.51
24.	Information and Public Relation	4	1.72
25.	Information and Technology	23	127.06
26.	Judicial	1	9.60
27.	Labour & Employment	29	295.41
28.	Labour welfare	15	28.45
29.	Minority Development	127	700.13
30.	Municipal Administration	139	665.31
31.	Panchayat and Rural Development	282	1,179.04
32.	Transformation and Development (Planning)	1,062	725.53
33.	Political	13	3.96
34.	Public Health Engineering	5	318.19
35.	Public Works Department	1	4.75
36.	Revenue and Disaster Management	967	106.89
37.	Revenue	634	357.69
38.	Rural Development	6	215.17
39.	Science and Technology	29	17.41
40.	Secretariat Administration	127	1,358.68
41.	Sericulture	71	29.62
42.	Social Welfare	279	1,622.36
43.	Sports and Youth Welfare	59	27.06
44.	Tourism	156	157.57
45.	Urban Development (Town & Country Planning)	51	69.19
46.	Urban Development	13	6.24
47.	Transport	37	467.27
48.	Water Resources	4	365.11
49.	Welfare of Bodoland	10	2.62
50.	Welfare of PT & BC	330	1,721.23
Total		**6,335**	**18,669.55**

Appendix 4.4: Outstanding DCC Bills against drawal of AC Bills up to 2023-24

(Reference: Paragraph 4.4)

(₹ in crore)

Sl. No.	Name of the Department	No. of Pending DCC Bills	Amount
1	Agriculture	1	0.01
2	Assam Legislative Assembly Secretariat	7	0.15
3	Co-operation*	1	0
4	Cultural Affairs	27	2.25
5	Border Protection and Development	32	34.79
6	Education (General)	33	85.02
7	Election	100	27.62
8	Excise*	1	0
9	Finance (Taxation)	1	0.07
10	Finance	23	25.22
11	Food, Civil Supplies and Consumer Affairs	2	26.03
12	General Administration	80	19.23
13	Governor Secretariat	1	0.21
14	Health and Family Welfare	22	106.05
15	Hill Areas	9	2.79
16	Home	103	28.47
17	Industries and Commerce	4	2.93
18	Information & Public Relation	11	0.06
19	Judicial	57	1.88
20	Labour Welfare	4	0.04
21	Panchayat and Rural Development	121	28.84
22	Pension & Public Grievances	4	0.07
23	Personnel Department	14	1.93
24	Transformation & Development	18	5.15
25	Political	42	0.33
26	Public Health Engineering*	2	0
27	Public Works	29	0.26
28	Revenue & Disaster Management	9	0.87
29	Revenue	297	31.41
30	Sainik Welfare	1	0.03
31	Secretariat Administration	130	70.22
32	Social Welfare	14	37.49
33	Sports & Youth Welfare	2	0.26
34	Tourism	42	8.44
35	Transport	11	148.86
36	Water Resources	35	0.06
37	Welfare of PT & BC	26	51.37
Total		**1,316**	**748.41**

**Amount of Pending DCC under Co-operation Department is ₹ 15,000, Excise Department is ₹ 20,000, and Public Health Engineering Department is ₹ 4,001.*

Appendix 4.5: Statement showing details of pendency in finalisation of Accounts by various Autonomous Councils/ Bodies/ Authorities

(Reference: Paragraph 4.13)

Sl. No.	Name of the Department	Name of the Body/Authority	Year (s) for which Accounts had not been Received	Total No. of Pending Annual Accounts
1	Agriculture	Assam Agricultural University, Jorhat	2022-23 to 2023-24	2
2		Assam Rural Infrastructure & Agriculture Services Society	2022-23 to 2023-24	2
3	Cultural Affairs	Srimanta Sankardev Kalakshetra Society	2023-24	1
4	Education (Elementary)	Assam Samagra Siksha Abhiyan	2023-24	1
5	Education (Higher)	Anundoram Borooah Institute of Language, Art & Culture, Guwahati	2023-24	1
6		Assam Science & Technology University	2022-23 to 2023-24	2
7		Bodoland University, BTAD	2023-24	1
8		Cotton University	2020-21 to 2023-24	4
9		Dibrugarh University	2023-24	1
10		Gauhati University	2023-24	1
11		Krishna Kanta Handique State Open University	2023-24	1
12		Mahapurush Srimanta Sankardaeva Viswavidyalaya	2022-23 to 2023-24	2
13		Rabindra Nath Thakur University, Hojai	2023-24	1
14		Rashtriya Uchhatar Siksha Abhiyan	2022-23 to 2023-24	2
15		Sri Sri Aniruddhadeva Sports University	2023-24	1
16	Environment & Forest	Assam Project on Forest and Biodiversity Conservation	2022-23 to 2023-24	2
17		Assam State Biodiversity Board	2021-22 to 2023-24	3
18		Compensatory Afforestation fund Management and Planning Authority	2022-23 to 2023-24	2
19		State Pollution Control Board, Assam	2018-19 to 2023-24	6
20	Finance	Assam Society for Comprehensive Financial Management System	2021-22 to 2023-24	3
21		Chief Minister Samagra Gramya Unnayan Yojna	2023-24	1
22	Handloom & Textiles	Assam Khadi & Village Industries Board	2022-23 to 2023-24	2
23	Health & Family Welfare	Assam Arogya Nidhi Trust	2023-24	1
24		Assam State AIDS Control Society	2022-23 to 2023-24	2
25		National Health Mission	2022-23 to 2023-24	2
26		Srimanta Sankaradeva University of Health Sciences	2021-22 to 2023-24	3
27	Hill Areas	Karbi Anglong Autonomous Council	2022-23 to 2023-24	2
28		North Cachar Hills Autonomous Council	2020-21 to 2023-24	4
29	Home & Political	Assam Human Rights Commission	2021-22 to 2023-24	3
30	Labour & Welfare	Assam Building & Other Construction Workers' Welfare Board	2020-21 to 2023-24	4
31		Assam Tea Employees Provident Fund Organisation	2023-24	1
32	Legislative	Assam State Legal Services Authority	2020-21 to 2023-24	4
33	Medical Education & Research	Assam Health Infrastructure Development & Management Society	2023-24	1
34		DRDA, Baksa	2015-16 to 2023-24	9

Sl. No.	Name of the Department	Name of the Body/Authority	Year (s) for which Accounts had not been Received	Total No. of Pending Annual Accounts
35	Panchayat & Rural Development	DRDA, Chirang	2022-23 to 2023-24	2
36		DRDA, Haflong	2016-17 to 2023-24	8
37		DRDA, KAAC, Diphu	2016-17 to 2023-24	8
38		DRDA, Kokrajhar	2022-23 to 2023-24	2
39		DRDA, Udalguri	2021-22 to 2023-24	3
40	Public Works	Assam State Road Board	2021-22 to 2023-24	3
41	Science & Technology	Assam Energy Development Agency	2021-22 to 2023-24	3
42		Assam Science Technology & Environment Council	2021-22 to 2023-24	3
43	Skill, Employment & Entrepreneurship	Assam Skill Development Mission	2021-22 to 2023-24	3
44	Sports & Youth Welfare	Sports Authority of Assam	2023-24	1
45	Welfare of Bodoland	Bodoland Territorial Council	2021-22 to 2023-24	3
46	Welfare of Tribal Affairs (Plain)	Adivasi Development Council	2010-11 to 2023-24	14
47		Amri-Karbi Development Council	2010-11 to 2023-24	14
48		Assam Tribal Development Authority	2022-23 to 2023-24	2
49		Barak Valley Hill Tribes Development Council	2010-11 to 2023-24	14
50		Bishnupriya Manipuri Development Council	2010-11 to 2023-24	14
51		Chutia Development Council	2010-11 to 2023-24	14
52		Deori Autonomous Council	2009-10 to 2023-24	15
53		Gorkha Development Council	2010-11 to 2023-24	14
54		Koch Rajbongashi Development Council	2010-11 to 2023-24	14
55		Maimal Development Council	2010-11 to 2023-24	14
56		Manipuri Development Council	2010-11 to 2023-24	14
57		Mech Kachari Development Council	2010-11 to 2023-24	14
58		Missing Autonomous Council	2009-10 to 2023-24	15
59		Morang Development Council	2010-11 to 2023-24	14
60		Moria Development Council	2010-11 to 2023-24	14
61		Mottok Development Council	2010-11 to 2023-24	14
62		Nath Yogi Development Council	2010-11 to 2023-24	14
63		Rabha Hasong Autonomous Council	2009-10 to 2023-24	15
64		Sadharanjati Development Council	2010-11 to 2023-24	14
65		Sarania Kachari Development Council	2010-11 to 2023-24	14
66		Singpho (Man Tai) Development Council	2010-11 to 2023-24	14
67		Sonowal Kachari Autonomous Council	2009-10 to 2023-24	15
68		Tai Ahom Development Council	2010-11 to 2023-24	14
69		Thengal Kachari Autonomous Council	2009-10 to 2023-24	15
70		T.G & Ex-Tea Garden Development Council	2010-11 to 2023-24	14
71		Tiwa Autonomous Council	2009-10 to 2023-24	15
72	Women and Child Development	Assam State Commission for Protection of Childs' Rights	2022-23 to 2023-24	2
73		Assam State Social Welfare Board	2021-22 to 2023-24	3
74		POSHAN Abhiyan	2020-21 to 2023-24	4
75		State Child Protection Society	2023-24	1
Total				**485**

Appendix 4.6: Statement showing details of pendency in finalisation of Accounts by SPSEs

(Reference: Paragraph 4.14)

Sl. No.	Name of the Department	Name of the Body/Authority	Year (s) for which Accounts had not been Received	Total No. of Pending Annual Accounts
1	Agriculture	Assam Agro-Industries Development Corporation Ltd.	2010-11 to 2023-24	14
2		Assam Seeds Corporation Ltd.	2021-22 to 2023-24	3
3	Animal Husbandry	Assam Livestock and Poultry Corporation Ltd.	2021-22 to 2023-24	3
4	Co-operation	Assam State Warehousing Corporation	2020-21 to 2023-24	4
5	Cultural Affairs	Assam State Film (Finance & Development) Corporation Ltd.	2020-21 to 2023-24	4
6	Education (Elementary)	Assam State Textbook Production & Publication Corporation Ltd.	2015-16 to 2023-24	9
7	Finance	Assam Financial Corporation	2023-24	1
8	Fisheries	Assam Fisheries Development Corporation Ltd.	2021-22 to 2023-24	3
9	Food, Public Distribution & Consumer Affairs	Assam Food & Civil Supplies Corporation Ltd.	2021-22 to 2023-24	3
10	Handloom Textile & Sericulture	Assam Government Marketing Corporation Ltd.	2019-20 to 2023-24	5
11	Health & Family Welfare	Assam Medical Services Corporation Ltd.	2023-24	1
12	Hills Areas	Assam Hills Small Industries Development Corporation Ltd.	2009-10 to 2023-24	15
13	Home & Political	Assam Police Housing Corporation	2022-23 to 2023-24	2
14	Industries & Commerce	Ashok Paper Mill (Assam) Ltd.	2019-20 to 2023-24	5
15		Assam Gas Co. Ltd.	2023-24	1
16		Assam Industrial Development Corporation Ltd.	2022-23 to 2023-24	2
17		Assam Power Loom Development Corporation Ltd.	1994-95 to 2023-24	30
18		Assam Small Industries Development Corporation Ltd.	2015-16 to 2023-24	9
19		Assam Spun Silk Mills Ltd.	2014-15 to 2023-24	10
20		Assam State Fertilisers and Chemicals Ltd.	2012-13 to 2023-24	12
21		Assam State Textile Corporation Ltd.	2023-24	1
22		Assam Tea Corporation Ltd.	2016-17 to 2023-24	8
23		Assam Trade Promotion Organisation	2023-24	1
24		Cachar Sugar Mills Ltd.	2017-18 to 2023-24	7
25		DNP Ltd.	2023-24	1
26		Pragjyotish Fertilisers and Chemicals Ltd.	2016-17 to 2023-24	8
27	Information Technology	Amtron Informatics (India) Ltd.	2020-21 to 2023-24	4
28		Assam Electronics Development Corporation Ltd.	2018-19 to 2023-24	6
29	Irrigation	Assam State Minor Irrigation Development Corporation Ltd.	2012-13 to 2023-24	12
30	Mines & Minerals	Assam Mineral Development Corporation Ltd.	2022-23 to 2023-24	2
31	Minority Development	Assam Minorities Development & Finance Corporation Ltd.	1998-99 to 2023-24	26

Sl. No.	Name of the Department	Name of the Body/Authority	Year (s) for which Accounts had not been Received	Total No. of Pending Annual Accounts
32	**PWD (R&B)**	Assam Government Construction Corporation Ltd.	2023-24	1
33	**Soil Conservation**	Assam Plantation Crop Development Corporation Ltd.	2001-02 to 2011-12 & 2014-15 to 2023-24	21
34	**Transport**	Assam Inland Waterways Company Ltd.	2023-24	1
35		Assam State Transport Corporation	2023-24	1
36	**Tourism**	Assam Tourism Development Corporation Ltd.	2021-22 to 2023-24	3
37	**Welfare of Tribal Affairs (Plain)**	Assam Plain Tribes Development Corporation Ltd.	2022-23 to 2023-24	2
38		Assam State Development Corporation for OBC Ltd.	2023-24	1
39		Assam State Development Corporation for SC Ltd.	2021-22 to 2023-24	3
Total				**245**

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